

# Bristol Local Plan

## Publication Version





## **Bristol Local Plan**

Publication Version November 2023

### **How can I make representations?**

If you wish to make representations on any of the policies and proposals set out in this version of the local plan, you can respond online or by e-mail by visiting:

<http://www.bristol.gov.uk/localplanreview>

Representations on the publication version should relate to the tests of soundness for local plans, i.e. whether the local plan is positively prepared, justified, effective and consistent with national policy.

Please see the accompanying Statement of Representations Procedure for further information.

## Foreword



Bristol is a rapidly growing city, one of the fastest growing areas in England and Wales. Our population has grown by 10% in the last decade and anticipate our population reaching 550,000 by 2050. Against this backdrop we have 20,000 households on the housing waiting list and 1,300 in temporary accommodation. Building more homes, and even more affordable and social housing, is key to meeting this demand but also providing good outcomes in health and employment for our residents.

But we aren't getting any more land. We have 42 square miles to meet demand, so it is essential that we establish a Local Plan to guide the development of our future city, and be purposeful about where best to locate homes, employment, retail and leisure space.

Since the current Local Plan was agreed in 2014, the landscape of Bristol has changed, meaning we need an up-to-date plan which sets out policies and site allocations and identifies the best way for Bristol to build. This Local Plan is ambitious for the city and was prepared in the context of the United Nations 17 Global Sustainable Development Goals and is underpinned by our One City Plan.

Bristol is a city with a thriving economy and a daily workforce of half a million people. Our city has among the highest productivity levels per capita in the country and the highest employment and qualification rates; our city region contributes £40 billion to the British economy. We are home to Britain's most centrally located deep-sea port, while Bristol Airport connects us to 115 cities. We have two world-class universities and the UK's most productive technology cluster.

However, Bristol's economic success is not shared by everyone. Some of our neighbourhoods are among the most deprived in the country, with lowest levels of young people going onto higher education. And these residents are experiencing the effects of rising house prices and cost of living crisis. Recent reports have demonstrated that the current cost of a house is nine times the average earnings. The last time houses were this expensive by ratio was 150 years ago. As a result, home ownership has fallen, and the private rental sector is back to levels not seen since the early 1980s.

Having a Local Plan is central to any city's preparation for the future. The latest version of our Local Plan will guide development and growth in Bristol from 2025-2040. When most people think about planning, they think about individual decisions right at the end of the process including architects, lawyers and councillors. The Local Plan sits at the front and is the framework through which those decisions are assessed and it is important to draw out the long-term plan. This includes but not limited to infrastructure for transport, telecommunications, flood risk; community facilities; and conservation and enhancement of the natural, built, and historic environment.

This will become part of the statutory development plan for the city and will guide decisions on planning applications ensuring sustainable and inclusive development. Bristol's Local Plan sits below national planning policy and will rely on working collaboratively with our neighbours through the duty to co-operate as they develop their own plans to address housing need in the region.

I'd like to thank the Local Plan cross-party working group, council officers and the public for their engagement in the previous consultations that have led to this document.

City leaders and stakeholders cannot be passive spectators in Bristol's development. Developers must know our priorities, and we must work with them ensure their schemes match our ambitions so we can successfully unlock the potential of Bristol for development. We have been clear that we want people who can help us deliver the UN Sustainable Development Goals. We don't believe in leaving our city's future to markets and quasi-judicial processes. It's our job to make sure these processes work for the ends we want. This is our plan to do that and build Bristol as a city of hope where nobody is left behind.

A handwritten signature in blue ink, appearing to read 'M. Rees'.

**Marvin Rees**  
Mayor of Bristol



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## 1. A new local plan for Bristol

### What is the local plan?

- 1.1 The Bristol Local Plan explores how Bristol will develop and is the framework for deciding planning applications in the city.
- 1.2 The current Bristol Local Plan is a set of three documents covering the period until 2026. The Bristol Local Plan and Neighbourhood Development Plans together form the statutory development plan, which is used, alongside the National Planning Policy Framework, to help direct decisions on planning applications in Bristol.

### Why has the local plan been reviewed?

- 1.3 An updated planning policy framework is needed to guide development over the plan period up to 2040.
- 1.4 When the consultation started in 2018, Bristol City Council, South Gloucestershire Council, Bath & North East Somerset Council and North Somerset Council had been working together to prepare the West of England Joint Spatial Plan. That plan was withdrawn and the strategic planning context for the Bristol Local Plan was due to be set out in the West of England Combined Authority Spatial Development Strategy. The Spatial Development Strategy is not now being progressed and so the strategic planning context for Bristol's local plan will be established through each council's own local plan, informed by a process of co-operation.

### Is the whole local plan changing?

- 1.5 The new Bristol Local Plan will comprise a single document with an annex about development allocations, supported by a Policies Map. When the review started it was expected that many existing policies ('retained policies') would be carried forward from the current local plan where they remained up to date and relevant. With the passage of time and changing strategic context it became necessary to rewrite the whole of the local plan. Some of the policies in this version of the local plan are very similar to those in the existing local plan where they continue to be consistent with national planning policy and support the local plan's overall aims and objectives.
- 1.6 The wider development plan for Bristol includes the Joint Waste Core Strategy March 2011. That document covers the West of England area including Bristol and remains in force here.

The new Bristol Local Plan will be supported by a number of other documents and strategies, such as design guides/codes, supplementary planning documents, spatial frameworks and conservation area appraisals which provide additional guidance on how planning decisions should be made.

## The new local plan – publication version

- 1.7 This document is the pre submission publication version of the new Bristol Local Plan [Town and Country Planning (Local Planning) (England) Regulations 2012 Regulation 19]. It is the version that the council proposes to submit to the Secretary of State for examination under the terms of the Planning and Compulsory Purchase Act 2004.
- 1.8 The role of this 'publication version' document is to provide the opportunity for comments, which are known as 'representations', to be made before it is submitted to the Secretary of State. This stage of the local plan sets out the new policies and proposals that the council has agreed and wishes to submit for examination.
- 1.9 The topics covered are:
  - Vision: building a better Bristol
  - Development strategy
  - Infrastructure and social value
  - Urban living: making effective use of the city's land
  - Housing
  - Economy and inclusive growth
  - Centres, shopping, and the evening economy
  - Biodiversity and green infrastructure
  - Transport
  - Community facilities
  - Net zero and climate
  - Design and conservation
  - Health, wellbeing and food sustainability
  - Utilities and minerals
  - Development allocations

## Assessments and evidence

- 1.10 The local plan is supported by assessments which assist in ensuring the policies have taken into account social, economic and environmental issues, addressed the objectives of a fair and inclusive city and considered the impacts on health:
  - Sustainability appraisal;
  - Habitat regulations assessment; and
  - Equality impact assessment – a systematic approach to consider the implications for all members of the community.
- 1.11 The local plan is also supported by an extensive published evidence base which has informed its preparation.

## How the policies are structured

The policies in the local plan publication version are set out as follows:



## Strategic policies

1.12 Appendix A lists the strategic policies in the local plan.

## How can I make representations?

1.12A If you wish to make representations on any of the policies and proposals set out in this version of the local plan, you can respond online or by e-mail by visiting:

<http://www.bristol.gov.uk/localplanreview>

1.12B Representations on the publication version should relate to the tests of soundness for local plans<sup>1</sup>, i.e. whether the local plan is positively prepared, justified, effective and consistent with national policy.

1.12C Please see the accompanying Statement of Representations Procedure for further information.

## What will happen to my representations?

1.13 Your representations will be considered by the inspector who carries out the examination of the local plan. The representations and a summary of the issues that they raise will be published on the council's website.

## What has happened to my earlier comments?

1.14 The comments on the 2019 and 2022 consultations have been summarised and can be seen on the council's web site at the link above. The comments have helped the drafting of this publication version of the local plan. A statement which explains how the comments have been taken into account has also been published.

## Next stages

1.15 The council has agreed this publication version which has been made available for formal representations. After the period for representations is over the plan will be submitted for examination by a planning inspector who will report on whether the document meets with legal requirements and is sound in planning terms. Modifications may be made to the plan at that stage. The council will then formally adopt the plan which becomes part of the statutory development plan.

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<sup>1</sup>Para. 35, [National Planning Policy Framework - Guidance - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/national-planning-policy-framework-guidance)

## 2. Vision: Building a better Bristol

- 2.1** Bristol City Council is committed to building a better Bristol – a city of hope and aspiration where everyone shares in its success. Working with our partners through the One City Plan, we aim to include everyone as we continue to build the economic, social and environmental wellbeing of the city.
- 2.2** The new local plan is about setting a direction which helps deliver our development needs today and shapes the city to meet the needs of the future. Along with our transport plans which will set out how the city’s transport system will be improved, the new Bristol Local Plan guides future development – it is one of the tools for delivering our vision for the future. The new local plan will help deliver the new homes and workspace we need and safeguard the environmental assets we value.
- 2.3** In our consultations we set out a draft vision for the city. Based on the comments we received, the vision has been updated.

### Vision

- 2.4** The vision for Bristol is of a diverse and inclusive city where inequality and deprivation have been substantially narrowed. The delivery of new and affordable homes through urban living will enable housing needs to be addressed and help to secure the development of rapid transit systems which deliver sustainable, connected communities. A city with a high quality, healthy environment, with attractive open spaces, clean air, vibrant and inclusive sports and cultural facilities, cherished heritage and communities engaged in the development of their city.

<b>By 2025 the new local plan will be in place...</b>	... 2,000 homes a year will be being built across the city. There is a focus on affordable homes – that means council housing, housing association homes and other forms of tenure which put homes in reach of people who can’t access market housing. Regeneration and development will be happening across the city with regeneration plans extending to more areas and sites.
<b>By 2030...</b>	... a further 15,000+ new and affordable homes will have been built since 2022 and the city will be reaching a population of 500,000 people within a growing region. Bristol will have met its zero carbon reduction targets.
<b>By 2040...</b>	... at least 34,650 new homes, served by new transport services, will have been completed across the city since the plan period began. New communities and neighbourhoods will have been created across the city. Urban living approaches will have seen areas sustainably grow with new homes, workspace and mixed uses. Bristol will be a resilient city able to respond to the challenges looking ahead to the middle of the 21st century.
<b>Looking ahead to 2050...</b>	... a city of 550,000+ people in inclusive communities, served by a rapid transit network which connects neighbourhoods in Bristol and the wider region. The city will have world class digital connectivity and will be taking the lead in the technological innovations of that time.

## Aims and Objectives

2.5 The local plan sets out the approach to the development of the city over the plan period and lays the groundwork for future decades.

2.6 The new local plan has the objective of taking the city's development forward by:

- Setting out an approach to inclusive and sustainable growth and development, addressing the needs of everyone in all parts of the city;
- Enabling delivery of at least 1,925 new homes a year in Bristol up to 2040 including affordable housing and homes to meet a range of needs;
- Aiming to exceed our housing target where new infrastructure can unlock additional potential; and
- Tackling the climate and ecological emergencies as we meet our needs for sustainable development.

2.7 As it updates the statutory development plan for the city, the new local plan aims to:

- Establish a planning approach which sees development of new and affordable homes as a core objective in development decisions, significantly increasing the number of new and affordable homes;
- Actively respond to the climate and ecological emergencies whilst securing sustainable development;
- Enable the sustainable growth of our economy for everyone, with modern workplaces and digital infrastructure fit for the future;
- Promote urban living across the city with a focus on brownfield land – encouraging developments of homes with urban character, form and design in well-designed, connected, healthy and accessible neighbourhoods which achieve a liveable environment;
- Secure diverse and vibrant centres across the city which help to deliver the goal of a *15-minute city*;
- Take a plan-led approach to promoting areas with the potential to increase densities and make efficient use of under-used land; this includes transforming some areas of the city to create communities with new homes, workplaces and public open spaces;
- Allocate new sites for housing and mixed-use development and highlight sites with potential for housing development and ensure that the best use is made of existing development allocations;
- Encourage innovation in the design, construction, and location of diverse housing solutions; diversify the housing offer, promoting new building types and tenures such as build for rent, housing for older people and self-build and community-led housing;
- Manage the development of student housing to safeguard existing communities whilst supporting thriving universities by meeting student accommodation needs;
- Protect our valued open spaces, promote food growing and increase the tree canopy to support a liveable, healthy city;
- Cherish the city's historic environment and harness the benefits of heritage sensitive regeneration;



- Make sure new buildings protect the environment, achieving carbon net zero development at the earliest opportunity and adapting to the likely impact of climate change; and
- Tackle the challenges of air quality, health inequality and safeguarding environmental quality.

2.8 The aims and objectives are cross-cutting but the table below shows the parts of the local plan which have a particular focus on responding to them.

2.9 The role of the planning system is to be able to accomplish and achieve sustainable development at all levels, as set out in the NPPF. This involves meeting the needs that are currently out there, but it also entails achieving this without removing opportunities for future generations. As the UK is part of the United Nations it has agreed to pursue **17 Global Goals for Sustainable Development** until 2030. As such the publication version of the local plan includes aims related to these goals and their intended objectives. These are shown in the table below.

2.10 The aims and resulting policy in the local plan will support the achievement of the Sustainable Development Goals. Bristol will play a key role in unlocking a sustainable, green and prosperous future. The UN goals are focused on seeing opportunities for economic growth and development being realised but within the context of sustainable development, emphasising the role of resource maximisation, protecting and enhancing the environment and ensuring that growth and opportunities are shared in an equitable manner.

Aim/objective	Local Plan chapter/policy Sustainable Development Goal
Setting out an approach to inclusive and sustainable growth and development, addressing the needs of everyone in all parts of the city.	The plan as a whole <b>UN SDG10 Reduced Inequalities</b> <b>UN SDG11 Sustainable Cities and Communities</b>
Enabling delivery of at least 1,925 new homes a year in Bristol up to 2040 including affordable housing and homes to meet a range of needs.	Housing <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG8 Decent work and economic growth</b>
Aiming to exceed our housing target where new infrastructure can unlock additional potential. This can see the creation of well paid jobs within the city and see an ever improving infrastructure capable of supporting a growing population.	Housing <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG11 Sustainable Cities and Communities</b>
Tackling the climate and ecological emergencies as we meet our needs for sustainable development.	Development strategy Net zero and climate Green infrastructure and biodiversity <b>UN SDG 13 Climate Change</b> <b>UN SDG14 Life Below Water</b> <b>UN SDG15 Life on Land</b>

Aim/objective	Local Plan chapter/policy <b>Sustainable Development Goal</b>
Establish a planning approach which sees development of new and affordable homes as a core objective in development decisions, significantly increasing the number of new and affordable homes.	Development strategy Housing <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG11 Sustainable Cities and Communities</b>
Actively respond to the climate and ecological emergencies whilst securing sustainable development.	Net zero and climate Green infrastructure and biodiversity <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG 13 Climate Change</b> <b>UN SDG14 Life Below Water</b> <b>UN SDG15 Life on Land</b>
Enable the sustainable growth of our economy for everyone, with modern workplaces and digital infrastructure fit for the future.	Development strategy Infrastructure and social value Economy and inclusive growth <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure.</b>
Promote urban living across the city with a focus on brownfield land – encouraging developments of homes with urban character, form and design in well-designed, connected, healthy and accessible neighbourhoods which achieve a liveable environment.	Development strategy Urban living: making the best use of the city's land Centres, shopping and the evening economy <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b>
Secure diverse and vibrant centres across the city which help to deliver the goal of a '15-minute city'.	Centres, shopping and the evening economy <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b>
Take a plan-led approach to promoting areas with the potential to increase densities and make efficient use of under-used land; this includes transforming some areas of the city to create communities with new homes, workplaces and public open spaces.	Development strategy Urban living: making the best use of the city's land <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b>

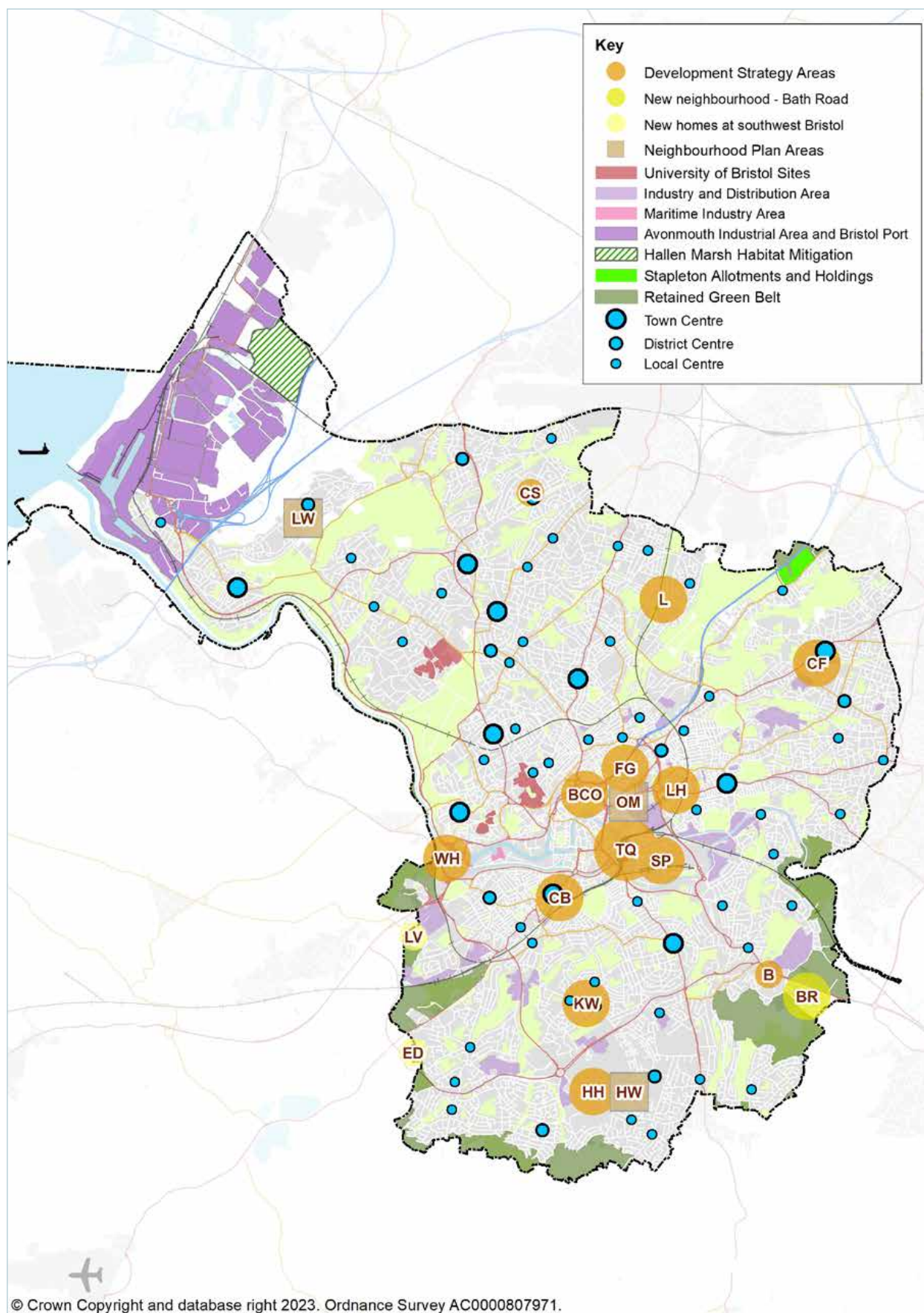
Aim/objective	Local Plan chapter/policy Sustainable Development Goal
Allocate new sites for housing and mixed-use development and highlight sites with potential for housing development and ensure that the best use is made of existing development allocations.	Development strategy Development allocations <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG12 Responsible Consumption and Production</b>
Encourage innovation in the design, construction, and location of diverse housing solutions; diversify the housing offer, promoting new building types and tenures such as build for rent, housing for older people and self-build and community-led housing.	Housing Urban living: making the best use of the city's land Design and conservation <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG12 Responsible Consumption and Production</b>
Manage the development of student housing to safeguard existing communities whilst supporting thriving universities by meeting student accommodation needs.	Development strategy Housing <b>UN SDG8 Decent work and economic growth</b> <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b>
Protect our valued open spaces, promote food growing and increase the tree canopy to support a liveable, healthy city.	Green infrastructure and biodiversity Health, wellbeing and food sustainability <b>UN SDG 2 Zero Hunger</b> <b>UN SDG 3 Good Health and Well-Being</b> <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG 12 Responsible Consumption and Production</b> <b>UN SDG 15 Life on Land</b>
Cherish the city's historic environment and harness the benefits of heritage sensitive regeneration.	Development strategy Design and conservation <b>UN SDG9 Industry, Innovation and infrastructure</b> <b>UN SDG11 Sustainable Cities and Communities</b>

Aim/objective	Local Plan chapter/policy <b>Sustainable Development Goal</b>
Make sure new buildings protect the environment, achieving carbon net zero development at the earliest opportunity and adapting to the likely impact of climate change.	Net zero and climate Green infrastructure and biodiversity <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG12 Responsible Consumption and Production</b> <b>UN SDG13 Climate Change</b> <b>UN SDG15 Life on Land</b>
Tackle the challenges of air quality, health inequality and safeguarding environmental quality.	Health, wellbeing and food sustainability <b>UN SDG11 Sustainable Cities and Communities</b> <b>UN SDG13 Climate Change</b> <b>UN SDG15 Life on Land</b>

### 3. Development Strategy

- 3.1 The local plan sets out the approach to the development of the city over the plan period and lays the groundwork for future decades. The development strategy aims to meet the needs of our growing population through securing new and affordable homes within Bristol. By doing this we can help to promote investment in infrastructure, stimulate business activity which comes from a growing population and support the continued viability and growth of local services and facilities.
- 3.2 As set out in the vision chapter, the delivery of new and affordable homes is a core objective for this local plan. It aims to make sure that 1,925 new homes a year are built in Bristol on average each year until 2040. The plan also supports delivering more than this target where growth can be supported by infrastructure and services. In this way this plan to sets the tone for continued delivery up to 2050.
- 3.3 To boost housing supply the plan has a special focus on urban living – the creation of characterful urban areas where people can live, work and socialise, relying on sustainable transport.
- 3.4 The development strategy sets out a direction for each part of the city and identifies specific locations for change and development. It set outs areas of growth and regeneration and locations for new neighbourhoods. The approach is set out below by looking at four broad areas of the city:
- Central Bristol;
  - East Bristol;
  - South Bristol; and
  - North Bristol.
- 3.5 The Development Strategy is illustrated on the Key Diagram on the next page.

## Key Diagram

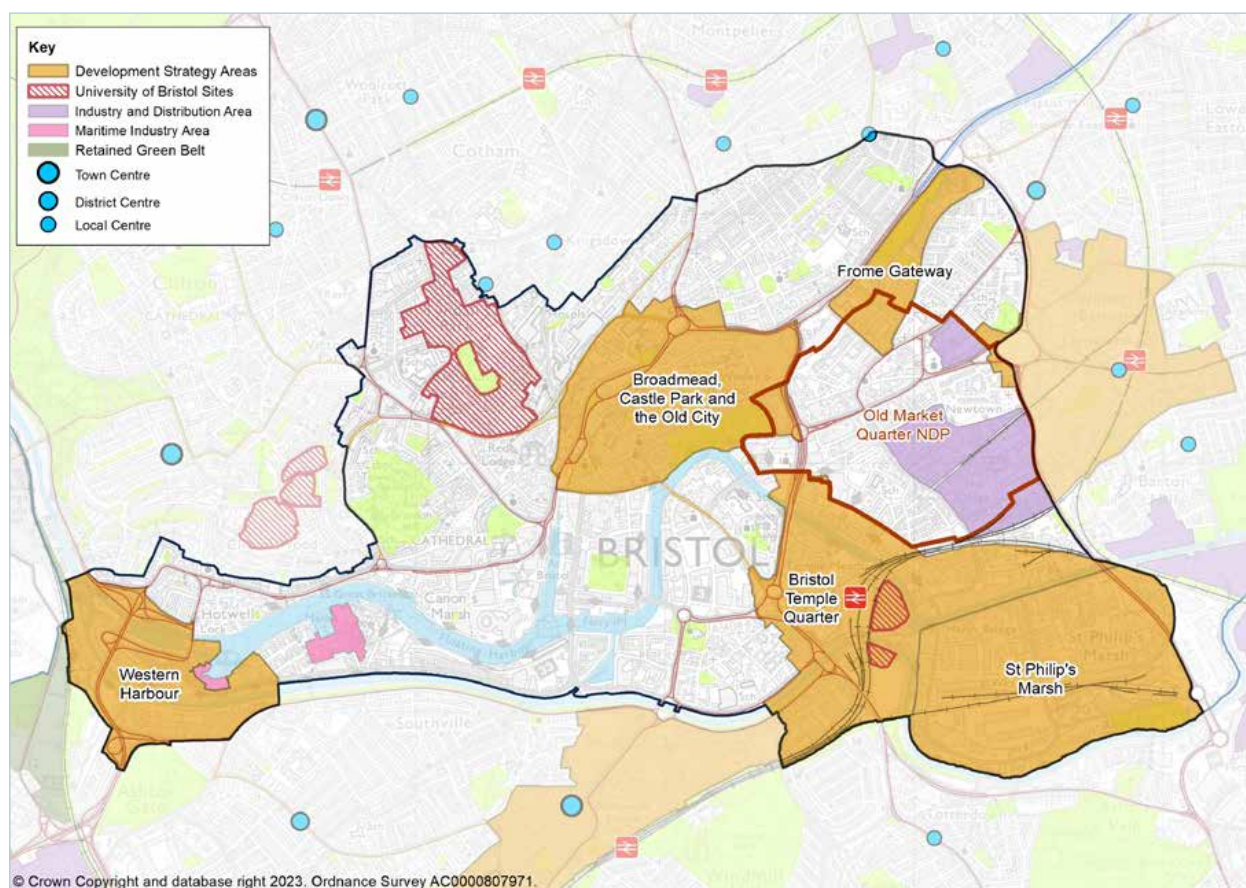




## Central Bristol

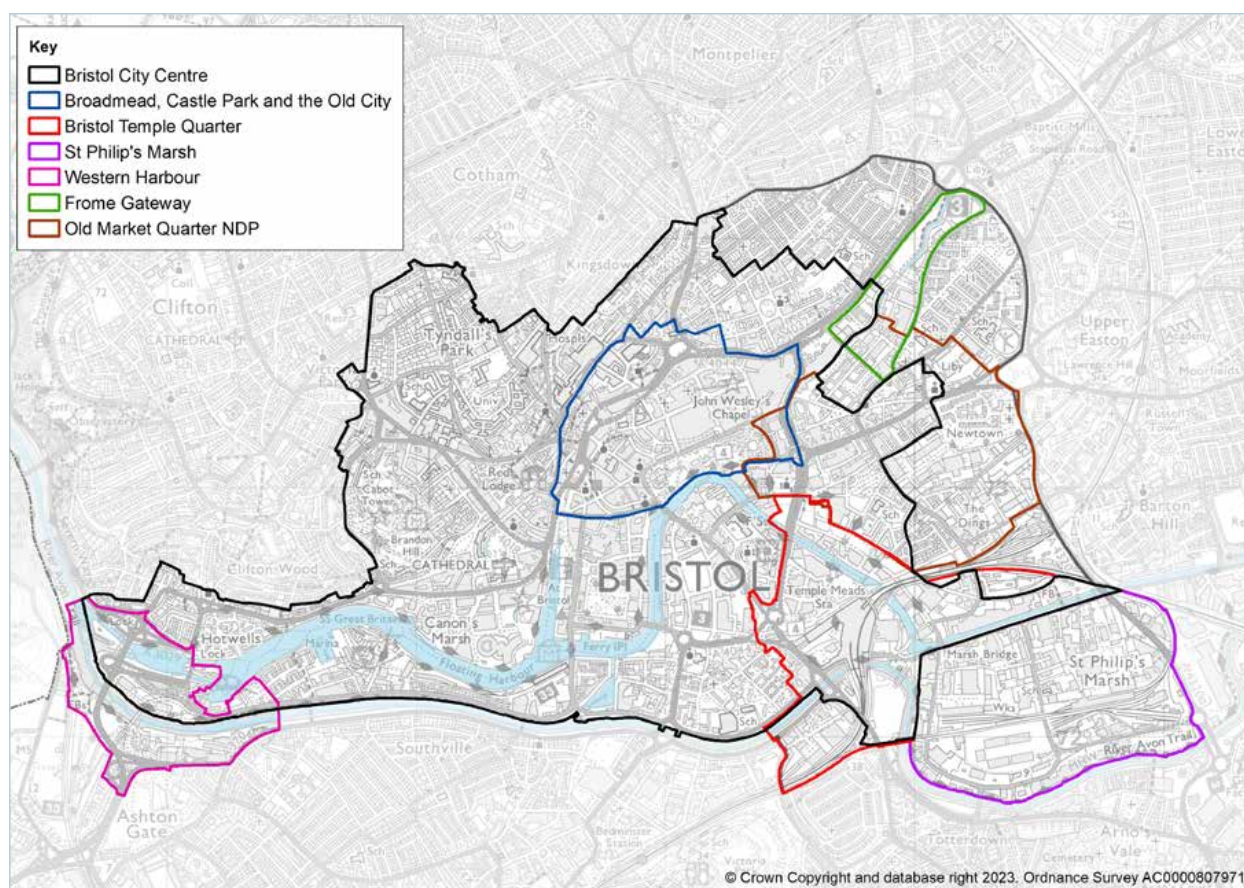
- 3.1.1** Bristol City Centre's role as a regional focus at the centre of a global city will be promoted and strengthened. More efficient use of land and a greater mix of uses will be encouraged throughout the area, creating a diverse, vibrant place to live, work, shop and visit that is welcoming to all. The new strategy brings forward new proposals for the Western Harbour, Bristol Temple Quarter, St Philip's Marsh and Frome Gateway as well as a focus on the Broadmead area.
- 3.1.2** The approach to flood risk in parts of central Bristol is being comprehensively considered to ensure existing development is safeguarded and to ensure mixed-use regeneration across central Bristol takes account of those risks and is safe for the future.

Thousands of new homes will be delivered in Central Bristol within the plan period, with scope for increased growth where further interventions and delivery of infrastructure can unlock more potential. The provision of new homes will be balanced with the wider role of the city centre as a vibrant mixed-use area and the city's historic heart.



## Policy DS1: Bristol City Centre

- 3.1.3 The city centre symbolises Bristol and is at the heart of its role as a global city. It provides a sustainable location for future growth, situated at the centre of travel networks, including Temple Meads railway station, the main bus station at Marlborough Street and other key hubs for existing and proposed public transport services including MetroBus and future mass transit systems.
- 3.1.4 The city centre is an important location for urban living. From 2006 to 2021 over 9,000 new homes were completed in the city centre and it has the potential for the development of thousands more, supported by new homes in adjacent areas.
- 3.1.5 The centre of Bristol is of particular importance to the city's economy with over 100,000 people employed in a diverse range of occupations. The Temple Quarter area adjacent to Temple Meads train station is a particularly successful and growing office location. The creative and media industries sector are an important feature of the city centre which is a key location for their growth and development. Public institutions make a strong economic contribution with significant research and development and public administration associated with the University of Bristol, government agencies and the hospitals.
- 3.1.6 Since its completion in 2008 Cabot Circus has strongly reinforced the role of the city centre as the principal destination for shopping and leisure in the city and in the South West region. Alongside its shopping, employment and tourism uses the city centre has a diverse and thriving evening economy and nightlife.
- 3.1.7 Bristol's Floating Harbour is one of the city's greatest assets, enjoyed by thousands of people every year. The regeneration of derelict and unused wharves and waterfront sites over the past 50 years has breathed new economic, cultural and social life into the harbour area. Its thriving leisure waterway and cultural offer, has made this a multi-destination visitor attraction of international renown.
- 3.1.8 The city centre forms Bristol's historic core. Its character and setting is enhanced by a distinctive topography and by extensive waterfront areas. The city centre contains many built and natural environmental assets. These include key heritage assets: thirteen conservation areas, archaeological remains and numerous listed buildings. Alongside its changing skyline and contemporary development, the city centre's unique townscape and topography contributes to its distinctiveness as a place to live, work, study and enjoy leisure time.
- 3.1.9 Parts of the city centre are at risk of flooding, a risk which is likely to increase as a result of climate change. This risk will be managed to ensure that the city centre can continue to flourish and grow.



### Policy text

Bristol City Centre's role as a regional focus at the centre of a global 24-hour city will be promoted and strengthened. Development will include mixed uses for offices, residential, retail, leisure, tourism, entertainment and arts and cultural facilities.

Development up to 2040 will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- High quality offices and flexible workspace;
- Infrastructure, services and community facilities required to support the new development;
- Improved transport systems and connectivity, including new and improved public transport, walking and cycling routes;
- Continuing consolidation and expansion on the University of Bristol and Bristol Royal Infirmary sites, at which the development of new facilities or the redevelopment and renewal of existing facilities will be encouraged. The development of university or hospital facilities elsewhere within the city centre will also be encouraged where they would accord with other relevant local plan policies;
- Purpose-built student accommodation will be carefully managed and directed towards identified areas both in the city centre and elsewhere (Policy H7 'Managing the development of purpose-built student accommodation');



- Regeneration across the city centre with a focus on areas of growth and regeneration – Broadmead, Western Harbour, Temple Quarter and Frome Gateway;
- New open space, which should be provided in accordance with local plan policy GI A 'Open space for recreation' and will be secured from new development;
- New and enhanced public realm and green infrastructure.

### *Culture and diversity of uses*

Facilities and services, including those of a small scale, which contribute to the diversity and vitality of the city centre which will be encouraged and retained. Cultural provision will be expected to be diverse and to reflect the wider city and region as well as the local communities within and around the area.

Existing cultural and community facilities will be expected to be retained in accordance with the relevant policies in the plan.

### *Bristol Temple Quarter*

A sustainable and flourishing new urban quarter will be developed at Bristol Temple Quarter, centred on an improved 21st century transport hub at Temple Meads (Policy DS2 'Bristol Temple Quarter').

### *St Philip's Marsh*

Growth and regeneration for mixed uses including workspace and provision of new homes in a regenerated city quarter which complements the adjacent Bristol Temple Quarter (Policy DS3 'St. Philip's Marsh').

### *Floating Harbour*

The Floating Harbour will be maintained as a location for maritime industries and water related recreation activities alongside its role as a visitor destination and heritage asset (consistent with the vision set out in the Harbour Place Shaping Strategy).

Waterfront areas adjacent to the Floating Harbour, Feeder Canal and River Avon will continue to be revitalised, delivering a high quality, publicly accessible quayside and water space that can support Bristol's growing population, comfortably accommodate an increasing number of visitors and better support nature recovery.

### *Western Harbour*

A new city quarter will be developed at Western Harbour (Policy DS4 'Western Harbour').

### *Broadmead*

Through regeneration the Broadmead area will become an inclusive, sustainable and re-connected city centre neighbourhood. Development will include new homes, diverse retail provision, workspace, cultural facilities and evening economy uses (Policy DS1A 'Bristol City Centre - Broadmead, Castle Park and the Old City').

***Frome Gateway***

A new mixed use neighbourhood will be developed (Policy DS5 'Frome Gateway').

***Place principles***

Throughout the city centre higher density, mixed use development will be encouraged.

Major developments should demonstrate measures to create a city centre that is welcoming to all by enhancing social inclusion and community cohesion, especially in respect of existing communities close to the city centre. Opportunities will be taken to reduce the severance of parts of the city centre from neighbouring communities caused by major roads and other physical barriers.

The design of development will be expected to demonstrate high quality place making in terms of appearance, function, conservation of heritage assets, sustainability and maintaining and enhancing green infrastructure:

- Proposals will have regard to the area's important heritage assets and respond appropriately to key views and landmarks set out in the relevant Conservation Area Character Appraisals and other supporting policy and guidance.
- Tall buildings in the right setting and of the right design may be appropriate as part of the overall approach to development, in accordance with Policy DC2 'Tall buildings'.
- Street design will give priority to pedestrian access, cycling and public transport.
- Active and inclusive ground floor uses.
- New development should include measures to secure public access and routes for walking, cycling and public transport, including access to waterfront areas consistent with policy BG5 'Biodiversity and access to Bristol's waterways'.

The design of development will be expected to accord with local design guides and codes and any design guidance within other relevant city centre frameworks and strategies.

**Explanation**

**3.1.10** Residential development will continue to be an important feature of the city centre, helping to bring vitality to the area and support its diversity. The new housing development referred to in this policy would be primarily for apartments and town houses with densities appropriate to a city centre location (Policies UL2 'Residential densities' and DC1 'Liveability in residential development including space standards'). This will include an estimated 2,500 homes within the City Centre Development and Delivery Plan area.

**3.1.11** The city centre has a substantial pipeline stock of potential office development. It is proposed that in the plan period further floorspace is provided through development, redevelopment and refurbishment throughout the city centre and with a particular focus on Bristol Temple Quarter and other core office locations at Redcliffe and Harbourside.

- 3.1.12 The city centre is a location for large-scale facilities of citywide and regional importance. However, its character, vitality and diversity also owe a great deal to the range and diversity of uses, including those of a small scale. Such uses include small shops, workspaces, pubs, cultural and community facilities.
- 3.1.13 Additional policy detail regarding university and hospital development may be added as supporting planning guidance in the future in the form of masterplans or other agreed documents.
- 3.1.14 The historic Floating Harbour is important as a location for some maritime industries and water related recreational activities. This policy therefore proposes that these will continue to be a feature of that part of the city centre.
- 3.1.15 Continued growth and development in the city centre benefits the city and the region as a whole. However, it may be difficult for members of more deprived communities, especially those close to the city centre, to benefit directly from change. This policy therefore expects that major developments will have regard to social inclusion, for example by providing for skills and training and by ensuring that services and jobs are accessible to those whose transport choices are limited.

#### *Old Market Quarter Neighbourhood Development Plan*

- 3.1.16 A neighbourhood development plan has been completed for Old Market Quarter reflecting community aspirations for that area. Developments within the boundary of the Old Market Quarter Neighbourhood Development Plan will be consistent with its policies.

#### **Agent of change – safeguarding our music and cultural venues**

Providing new homes, particularly in the city centre, must not put at risk the survival of uses such as music venues, clubs and existing industries which are vital to the city's cultural diversity, the night-time economy and its economic success.

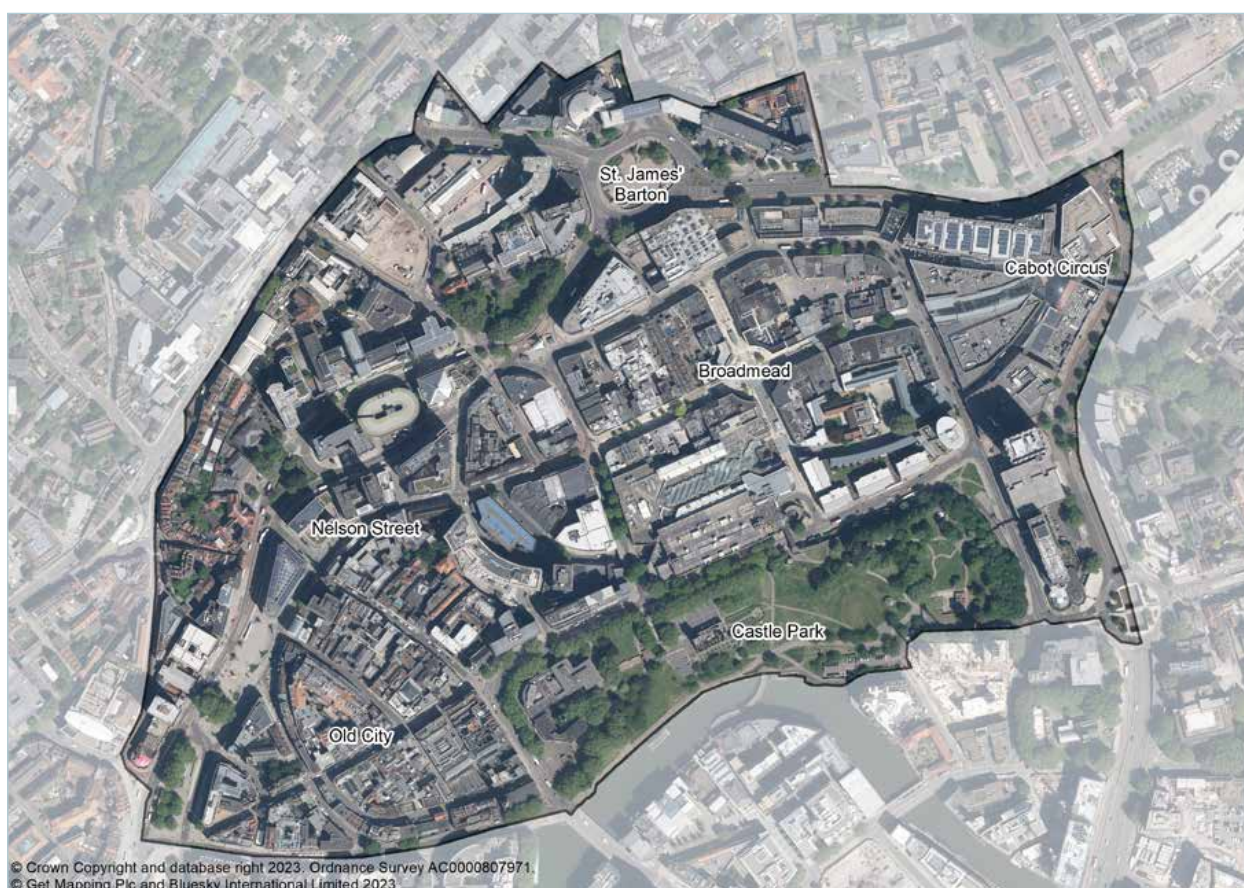
That's why the local plan places the responsibility for addressing the impact of noise firmly on the new development – this is known as the 'agent of change' principle. This means that where new developments are proposed close to existing noise-generating uses, such as music venues, developments will be designed in a way which protects the new occupiers from noise impacts so that the existing use is not threatened.

Policy HW1 'Pollution control and water quality' and Policy HW1A 'Noise' will be used to safeguard the on-going viability of music venues, clubs and industries which may be vulnerable to noise sensitive developments.



## Policy DS1A: Bristol City Centre – Broadmead, Castle Park and the Old City

- 3.1.17** The area of Bristol City Centre around Broadmead and Castle Park is currently subject to a detailed regeneration focus through the City Centre Development and Delivery Plan, which looks holistically at a number of development opportunities and potential public realm projects across the area.



### Policy text

In accordance with Policy DS1 'Bristol City Centre', development of this area will be expected to accord with the City Centre Development and Delivery Plan, which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the Development and Delivery Plan.

More efficient use of land and a greater mix of uses will be encouraged within Broadmead.

The Broadmead and Cabot Circus area will remain the city's principal shopping location including redeveloped sites and a diversified offer which generates activity by day and in the evening (Policy SSE1 'Supporting Bristol's Centres - network and hierarchy').

This role will be supported by the development of new homes and workspace to create a mixed-use city centre neighbourhood.

Development will include infrastructure, services and community facilities required to support the new development.

Major development will be expected to contribute to inclusive uses and activities by providing a minimum of 10% of ground floor space suitably fitted out for the use of community and/or cultural organisations and groups and made available at an affordable rent.

### *Place principles for Broadmead, Castle Park and Old City*

In addition to the place principles set out in Policy DS1, the design of development will be expected to:

- Create liveable residential environments by being designed in accordance with the relevant policies in the plan and with any local design guidance or codes;
- Ensure that the public realm is enhanced to be welcoming, animated, of a human scale and provides pedestrian priority;
- Create new routes through urban blocks and to restore the historic street patterns;
- Deliver better connections between Broadmead, Castle Park and the surrounding communities; and
- Incorporate and enhance the area's built and cultural heritage.

Tall buildings in the right setting and of the right design may be appropriate as part of the overall approach to development, in accordance with Policy DC2 'Tall buildings'.

### *Castle Park*

Castle Park is designated as a Local Green Space (Policy GI1 'Local Green Space').

The historic park will be rejuvenated as a safer, more accessible, inclusive space for all. It will have improved connections with the city and with the Floating Harbour, and will be enhanced to be more welcoming for wildlife and biodiversity. Developments in and adjacent to the area will be expected to facilitate and contribute to those enhancements.

Any development adjacent to the park will be expected to ensure that its open space role is not harmfully affected by overshadowing, wind deflection or other harmful micro-climate impacts. Development should also ensure important views into and out of the park are enhanced and not adversely affected in a way which could be detrimental to its role.

### *Old City*

Development in the Old City will be expected to preserve, enhance and, where appropriate, reinstate the area's historic character, particularly in its scale and massing, grain and the choice of materials used, and should contribute where appropriate to the reinstatement of historic routes through the area.

Development will be expected to reduce the impact of traffic on the area, contribute to public realm improvements and support the growth of independent retail at St. Nicholas' Market and St. Mary-le-Port.

This approach will continue to allow a wide variety of uses to develop in the area, while retaining a requirement for development to respond to the historic context, including reinstating the historic grain of the area where it has been eroded.

### Explanation

- 3.1.18 The estimated capacity for new homes in the City Centre Development and Delivery Plan area is around 2,500.
- 3.1.19 The detailed approach to space for community and cultural uses is set out in the City Centre Development and Delivery Plan.
- 3.1.20 Land to the west of Castle Street / Queen Street was allocated as a key site in the Bristol Central Area Plan (March 2015). This is now identified as a potential development site in the City Centre Development and Delivery Plan for new homes, which would co-locate with the energy centre that has already been completed on the site.

## Policy DS2: Bristol Temple Quarter

- 3.1.21 Bristol Temple Quarter will continue to be comprehensively developed as a new mixed-use quarter. Innovative development offering new forms of workspace and collaborative opportunities will help to grow Bristol as a more productive, fair and equitable city, offering benefits for all communities.
- 3.1.22 The aim is to create a sustainable and flourishing new urban quarter for Bristol: a place that is welcoming to all – a place to live, work, learn, enjoy leisure time and build on Bristol's strengths as a global city. Thousands of new homes will be developed as part of this mixed used quarter and the adjacent St. Philip's Marsh area.
- 3.1.23 Station regeneration plans will see the Grade I listed Temple Meads station become a modern integrated regional transport hub, and the area surrounding it become a destination in its own right. This will include enhancing the connectivity of Bristol Temple Quarter. This improved connectivity means a new approach to development and renewal beyond the station area into a better connected St. Philip's Marsh can be brought forward.
- 3.1.24 The University of Bristol is developing a new campus adjacent to the station offering a new world class learning and development facility and building on Bristol's reputation as a leading digital city.





### Policy text

Bristol Temple Quarter is being comprehensively developed for a wide range of uses in a new city quarter.

Development up to 2040 will include:

- The provision of additional high quality office and flexible workspace;
- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Temple Meads Station transformed and fully connected through heritage-sensitive regeneration;
- Education facilities including a new campus for University of Bristol and associated student accommodation (Policy H7 'Managing the development of purpose-built student accommodation');
- Hotel and conference/convention facilities;
- Complementary retail and leisure uses, particularly within and adjacent to Bristol Temple Meads station;
- New walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods;
- Infrastructure, services and community facilities required to support the new development;
- New and enhanced public realm and green infrastructure including a continuous and accessible quayside walkway and the improvement of open space to serve the new developments.

***Temple Meads area***

The Grade I listed Bristol Temple Meads Station will be transformed into a modern transport interchange and welcoming arrival point to the city through imaginative enhancement of the heritage asset. There will be enhanced connections through the site and to all surrounding locations.

The development of sites adjoining the station to the north will be expected to accommodate this interchange function including an enhanced northern entrance. A new entrance to the east will also be created to facilitate access as part of the development of a new University of Bristol Enterprise Campus.

***Silverthorne Island***

The emphasis for the Silverthorne Lane area will be on the creation of a mixed use area incorporating workspace; homes; student accommodation; leisure including evening economy uses; and education facilities. Enhanced connections to surrounding areas will be established.

***Temple Island***

Temple Island will be developed for a mix of uses including new workspace, conference/hotel facilities, new homes and student accommodation associated with the proposed Temple Quarter Enterprise Campus.

***York Road/Mead Street area***

The focus for the regeneration of this area will be on the development of new workspaces, new homes and supporting infrastructure.

***Place principles***

Development of Bristol Temple Quarter will be expected to accord with any approved development framework, masterplan and infrastructure delivery plan for the area. Development will be expected to take a comprehensive or coordinated approach consistent with delivering high quality place-making and creating a coherent and balanced new city quarter. As part of securing comprehensive change in the regeneration area, development will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the development framework or masterplan. Individual development proposals should not prejudice the comprehensive regeneration of the area.

Development will have a form, scale and density consistent with a city centre location. Tall buildings of an appropriate design and setting may be appropriate as part of the development mix in accordance with Policy DC2 'Tall Buildings'.

Residential developments in the area should contribute towards an appropriate mix of housing types.

Development will preserve and enhance the Silverthorne Lane conservation area, adjoining conservation areas and other heritage assets, incorporating them imaginatively into new development to deliver a strong sense of place.

Development of sites bordering the Totterdown Basin area will be expected to complement its enhancement as a fully accessible natural green space with a wildlife function, including provision of pedestrian and cycle links through the area.

**Transport**

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements, provision to support freight consolidation and local highway improvements.

Parking provision for new development will reflect the area's central location at the city's principal public transport node consistent with Policy T1 'Development and transport principles'.

**Flood risk**

Development will be in accordance with Policy FR2 'Bristol Avon Flood Strategy'.

Development of sites within Bristol Temple Quarter that are at risk of flooding should be supported by a flood risk sequential test undertaken within the policy area, taking account of all reasonably available sites in the area. The development of sites that are at risk of flooding or are larger than one hectare in size should be supported by a site specific Flood Risk Assessment.

**Explanation**

- 3.1.25 The Temple Quarter Development Framework sets out the overall vision for Temple Quarter and is shaping the approach to development in the area in a cohesive and coherent manner.
- 3.1.26 The estimated capacity for new homes in this regeneration area is around 2,500, in addition to the proposed purpose-built student accommodation.
- 3.1.26A Car parking provision across Bristol Temple Quarter, including any requirement for replacement facilities, will be reviewed and delivered in an efficient and sustainable manner through a comprehensive and phased parking strategy.

**Policy DS3: St Philip's Marsh**

- 3.1.27 This large area (69 hectares) in the heart of the city currently contains a mix of industrial and distribution uses and also contains electricity supply and railway infrastructure. The area supports numerous businesses and it is estimated that the area currently supports more than 4,000 jobs.
- 3.1.28 The area adjoins Bristol Temple Quarter (Policy DS2) and includes waterfront locations along the Feeder Canal and River Avon. Its location means that it is well placed to complement the development of Bristol Temple Quarter and to accommodate more intensive forms of development and a mix of uses as part of a process of coordinated and comprehensive regeneration.
- 3.1.29 Much of the area is subject to risk from tidal flooding and regeneration of the area will require a comprehensive approach to mitigation to ensure that the risk of flooding is appropriately addressed, taking account of the effects of climate change. Responses to flood risk are being addressed on a strategic basis (Policy FR2 'Bristol Avon Flood Strategy') and development will contribute towards the achievement of a comprehensive flood mitigation solution for the area.





### Policy text

St. Philip's Marsh will include mixed uses including the provision of new homes in a regenerated city quarter which is delivered comprehensively and complements the adjacent Bristol Temple Quarter. The scale of opportunity for St. Philip's Marsh, the need for strategic flood mitigation and the creation of cohesive new communities through placemaking, will require a coordinated and integrated approach to delivering new development.

Development will ensure the retention, refurbishment, intensification and/or redevelopment and innovative reincorporation of workspace to ensure that the number of jobs supported by the area is increased and that the diversity of business and economic development is maintained and enhanced.

Development up to 2040 will include:

- High quality offices;
- Industry and distribution premises including provision for research and development and flexible workspace;
- Thousands of new homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Student accommodation in accordance with Policy H7 'Managing the development of purpose-built student accommodation';
- Infrastructure, services and community facilities required to support St Philip's Marsh;
- Maintained and safeguarded transport and utility infrastructure where required;
- New and enhanced walking and cycle routes to connect the developments to the city centre and surrounding neighbourhoods;

- New and enhanced public realm and green infrastructure, including improvements to the setting of the River Avon and Feeder Canal; and
- The retention, enhancement and creation of open space to serve the new developments. New and enhanced open space should be provided in accordance with local plan policy GI A 'Open space for recreation' and will be secured from new development.

#### ***North west St. Philip's Marsh***

This location close to Bristol Temple Quarter will be developed as a knowledge based, employment led innovation area. It is suitable for higher intensity workspace/offices/ research and other more intensive forms of use appropriate to a location adjacent to the city centre.

Development will include and facilitate enhanced connections to Bristol Temple Quarter and the city centre as a whole.

Redevelopment and regeneration along the River Avon frontage will be expected to contribute towards the creation of an enhanced multi-purpose greenway and accommodate any flood protection infrastructure required as part of the development of the area.

Development along Feeder Road will address and enhance its canal-side environment.

#### ***South St. Philip's Marsh***

This location will be developed as a sustainable, residential led mixed-use neighbourhood focused along a new riverside linear park. Development may also include leisure or sport uses.

The redevelopment of this location will address and enhance its river front setting.

Redevelopment and regeneration along the River Avon frontage will facilitate the creation of an enhanced multi-purpose greenway and accommodate any flood protection infrastructure required as part of the development of the area.

#### ***North east St. Philip's Marsh***

This location will be developed for mixed residential and workspace uses, including small-scale manufacturing and maker-spaces.

#### ***Place principles***

Development of St. Philip's Marsh will be expected to accord with any approved masterplan and infrastructure delivery plan for the area.

As part of securing comprehensive change in the regeneration area and cohesive placemaking, development will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the masterplan. Individual development proposals should not prejudice the comprehensive regeneration of the area.

The following place principles will also apply:

- Development will have a form, scale and density consistent with its central urban location;

- Development in the area should demonstrate measures to create a neighbourhood that is welcoming to all by enhancing social inclusion and community cohesion, especially in respect of those communities in adjoining areas. Development of new workspace and other commercial development will be expected to assist in enabling access to employment for local residents, facilitating skills development and supporting employment initiatives (Policy E1 'Inclusive economic development');
- Residential developments in the area should contribute towards an appropriate mix of housing types including affordable homes and build to rent;
- Opportunities will be taken to improve the connectivity of the area to neighbouring communities;
- New development should facilitate and contribute towards the delivery of eastern access to Temple Meads Station;
- Development will ensure the provision of appropriate green infrastructure and open space. Sparke Evans Park will be enhanced to serve the wider area and provide space for recreation;
- Proposals will retain and enhance pedestrian/cycle links to areas south of the River Avon.

### *Transport*

Development will be supported by transport improvements which will include public transport enhancements, improved station access, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements in accordance with the approved infrastructure delivery plan.

The approach to parking provision will reflect the area's central location and connectivity.

### *Flood risk*

Development will be in accordance with Policy FR2 'Bristol Avon Flood Strategy'.

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

Sites that are at risk of flooding should be supported by a flood risk sequential test undertaken within the policy area, taking account of all reasonably available sites in the area. The development of sites that are at risk of flooding or are larger than one hectare in size should be supported by a site specific Flood Risk Assessment.

## Explanation

- 3.1.30 The Temple Quarter Development Framework 2023, which also includes St. Philip's Marsh, sets out the overall vision for Temple Quarter. An approved masterplan will coordinate the approach to regeneration in St Philip's Marsh. The scale of the policy area, the need for strategic flood mitigation and the creation of cohesive new communities through placemaking, will require a comprehensive approach to delivering new development.
- 3.1.31 Comprehensive change is expected to enhance development values across the area. The policy therefore requires development sites to contribute to the delivery of all aspects of regeneration including ensuring the appropriate mix of uses is achieved and that the required services are provided. This may include the retention or re-provision of existing uses in some locations and the provision of new public



realm. Developers and landowners will therefore need to coordinate with each other to ensure the benefits and obligations arising from comprehensive change are equitably shared.

**3.1.32** The policy provides for the retention, refurbishment, intensification and/or redevelopment and innovative reincorporation of workspace which should be in accordance with the masterplan for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.

**3.1.33** For the approach to Bristol Temple Quarter see Policy DS2 'Bristol Temple Quarter'.

## Policy DS4: Western Harbour

**3.1.34** Within the plan period, ambitious proposed improvements to the Cumberland Basin will be produced for extending the western parts of the floating harbour and the wider area as a residential area and bringing more affordable housing. The reconfiguration of the present network of aging and outdated roads and bridges to create a simpler system will unlock additional development potential.

**3.1.35** Western Harbour is a prominent location with open spaces and significant heritage assets and has a key role in enabling important views to and from the Avon Gorge and Clifton Suspension Bridge. Development in the area will take account of these important characteristics. The adjoining maritime industry area at the historic Underfall Yard will continue to be retained, restored and enhanced for those uses in accordance with other policies in this plan.

**3.1.36** The potential for new development in the Western Harbour area also extends across the River Avon New Cut, which could enable enhanced pedestrian and cycle access to the south.



## Policy text

Western Harbour will be developed as a new city quarter. Development will create a mixed and inclusive community with a diversity of land uses providing opportunities for new homes, workspace, leisure and services.

Development will include:

- A reconfigured road system, replacing the present network of roads and bridges with a simplified system;
- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- A mix of workspace;
- Retail and leisure development consistent, as required, with Policy SSE4 'Town centre first approach to development';
- Infrastructure, services and community facilities required to support the new development;
- The retention and provision of high quality public open spaces incorporating green infrastructure and public realm enhancements. New open and enhanced space should be provided in accordance with local plan policy GI A 'Open space for recreation' and will be secured from new development;
- New walking and cycling routes to connect to the development to the city centre, surrounding neighbourhoods, public transport facilities and the wider cycle network.

## Place principles

Development of Western Harbour will be expected to accord with a masterplan which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the masterplan.

Proposals will have regard to the area's important heritage assets and respond appropriately to key views and landmarks set out in set out in the relevant Conservation Area Character Appraisals and other supporting policy and guidance.

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

Development will be expected to provide appropriately for the following:

- The provision of flood defences and flood mitigation measures in accordance with the Bristol Avon Flood Strategy. Any defences should be appropriately incorporated into the development and provide for enhanced public realm, green infrastructure provision and enhancements to the historic environment;



- A network of accessible pedestrian walkways along the Cumberland Basin, Floating Harbour and River Avon New Cut, including new and improved/restored crossing points, consistent with Policy BG5 'Biodiversity and access to Bristol's waterways';
- Strengthened pedestrian and cycle links, including wayfinding, between Hotwells, Spike Island, Southville, Ashton Gate and the strategic cycle network.

### *Housing mix*

Developments in the area should contribute towards an appropriate mix of housing types.

### *Transport*

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

The approach to parking provision will reflect the area's central location and connectivity.

### *Flood Risk*

Development will be in accordance with Policy FR2 'Bristol Avon Flood Strategy'.

In addition to the requirements set out above, development will require appropriate mitigation to ensure that the risk of flooding is appropriately addressed and does not add to flood risk elsewhere.

Sites that are at risk of flooding should be supported by a flood risk sequential test undertaken within the policy area, taking account of all reasonably available sites in the area. The development of sites that are at risk of flooding or are larger than one hectare in size should be supported by a Flood Risk Assessment.

## Explanation

- 3.1.37 A master planning process for Western Harbour will address the development of the area and consider the approaches to the provision of supporting infrastructure including how new development will contribute towards delivery. A vision for Western Harbour was approved in July 2022 following public consultation.
- 3.1.38 This policy provides for the appropriate mixed-use conversion of the bonded warehouses within Western Harbour subject to the relevant planning policies for design and conservation. The Western Harbour area also includes development and regeneration sites beyond the area of the masterplan, such as Baltic Wharf and Payne's Shipyard, which can also be developed in accordance with this policy.

## Policy DS5: Frome Gateway

- 3.1.39** The Frome Gateway area is the first point of arrival for many visitors to Bristol City Centre. Land in this area is generally underused for a central city location, comprising predominantly industrial and service buildings including vacant sites.
- 3.1.40** The mixed-use redevelopment of this area could provide a considerable additional supply of new homes with new forms of workspace while enhancing the accessibility, nature conservation value and recreational potential of Riverside Park and the wider River Frome corridor.



### Policy text

Frome Gateway will be developed as a new mixed use neighbourhood. Development will create a mixed and inclusive community with a diversity of land uses providing opportunities to live, work, take leisure and access services.

Development will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Provision of workspace, including affordable workspace for a range of employment uses as part of mixed-use development. This would include logistics provision adjacent to M32 Junction 3;
- Up to 500 student bedspaces in addition to the new homes in accordance with Policy H7 'Managing the development of purpose-built student accommodation';
- Retail and leisure development to meet local needs;

- Infrastructure, services and community facilities required to support the new development;
- New and improved walking and cycling routes, including new road and river crossings, to reduce severance and connect the development to the city centre, surrounding neighbourhoods and the wider cycle network;
- Green infrastructure and public realm enhancements; and
- New open space to be provided in accordance with local plan policy GI A 'Open space for recreation' and secured from new development.

### *Place-making principles*

Development of Frome Gateway will be expected to accord with a regeneration framework which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the regeneration framework.

Development in Frome Gateway will be expected to make efficient use of land and will be of a scale and design appropriate to Frome Gateway's city centre location.

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

Development will be expected to provide appropriately for the following:

- Strengthened pedestrian and cycle links between St. Paul's, St. Jude's, Easton and the city centre;
- Mixed uses;
- Newfoundland Way enhanced as a mixed-use city street with a strong built form and active building frontages, providing an improved approach to Bristol City Centre for all road users, including the provision of footways and tree planting;
- New crossings over Newfoundland Way and the River Frome consistent with Policy BG7 'The St. Paul's Green Link';
- An enhanced bridge crossing over Newfoundland Way, together with improvements in the east-west walking route through Riverside Park and Peel Street Green Space, natural surveillance being provided through frontage development wherever possible;
- Enhanced connections between the underpass at Junction 3 and the Frome Gateway area;
- Enhancement of the River Frome as a townscape feature, pedestrian route and green infrastructure corridor providing benefits for wildlife and sustainable drainage, including a network of accessible pedestrian walkways along the River Frome consistent with Policy BG5 'Biodiversity and access to Bristol's waterways'.

***Transport***

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

The approach to parking provision will reflect the area's central location and connectivity.

***Housing mix***

Developments in the area should contribute towards an appropriate mix of housing types.

***Flood risk***

Development of sites within Frome Gateway that are at risk of flooding now or with climate change should be supported by a flood risk sequential test undertaken within the policy area, taking account of all reasonably available sites in the area. The development of sites that are at risk of flooding or are larger than one hectare in size should be supported by a Flood Risk Assessment.

**Explanation**

- 3.1.41 The Frome Gateway Spatial Regeneration Framework will shape development in the area. The framework is accompanied by a Health Impact Assessment which should also be taken into account.
- 3.1.42 The estimated capacity for new homes in this regeneration area is around 1,000, in addition to the proposed purpose-built student accommodation.
- 3.1.43 To assist in meeting the local need for larger family homes, the appropriate mix of homes will include:
  - For new affordable homes, 30% 3-bedroom homes and 10% 4-bedroom homes;
  - For all other new homes, 25% homes with 3 or more bedrooms.
- 3.1.44 Accessible and adaptable homes are also of particular need in the area and so therefore these should be provided in line with policy H9 'Accessible homes'.
- 3.1.45 The policy provides for the development or re-incorporation of high-quality workspace which should be in accordance with the development framework for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.

***Old Market Quarter Neighbourhood Development Plan***

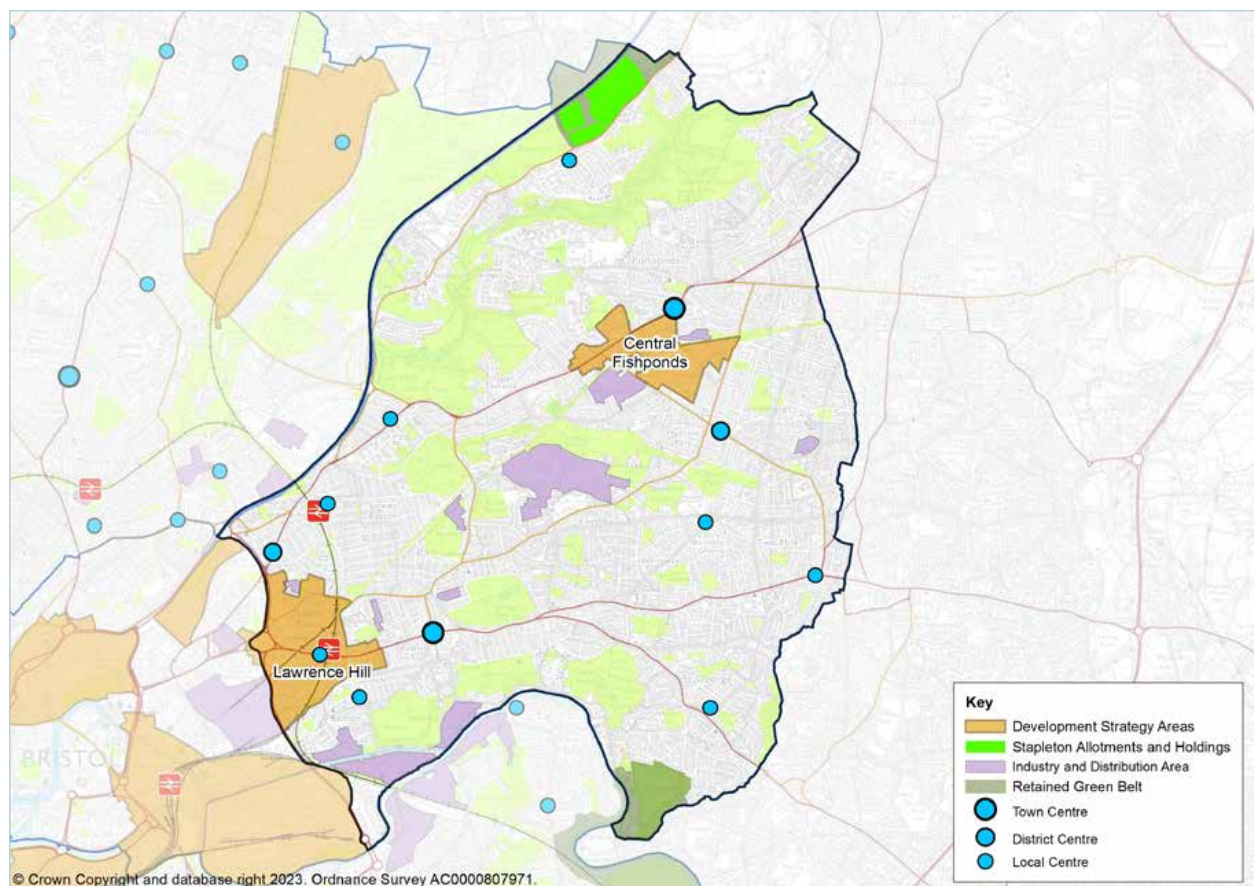
- 3.1.46 A neighbourhood development plan has been completed for Old Market Quarter reflecting community aspirations for that area. Developments within the boundary of the Old Market Quarter Neighbourhood Development Plan will be consistent with its policies.



## East Bristol

- 3.2.1 East Bristol will continue to be a location for urban living. New homes will be provided through sensitive infill, conversion of buildings and the redevelopment of underused sites throughout the area.
- 3.2.2 A key characteristic of East Bristol is strong arterial routes such as Stapleton Road, Church Road and Two Mile Hill Road that extend from central Bristol towards Kingswood. These arterial routes and their related centres present particular opportunities for urban living.
- 3.2.3 The approach to development complements the strategy for the adjacent Central Bristol.

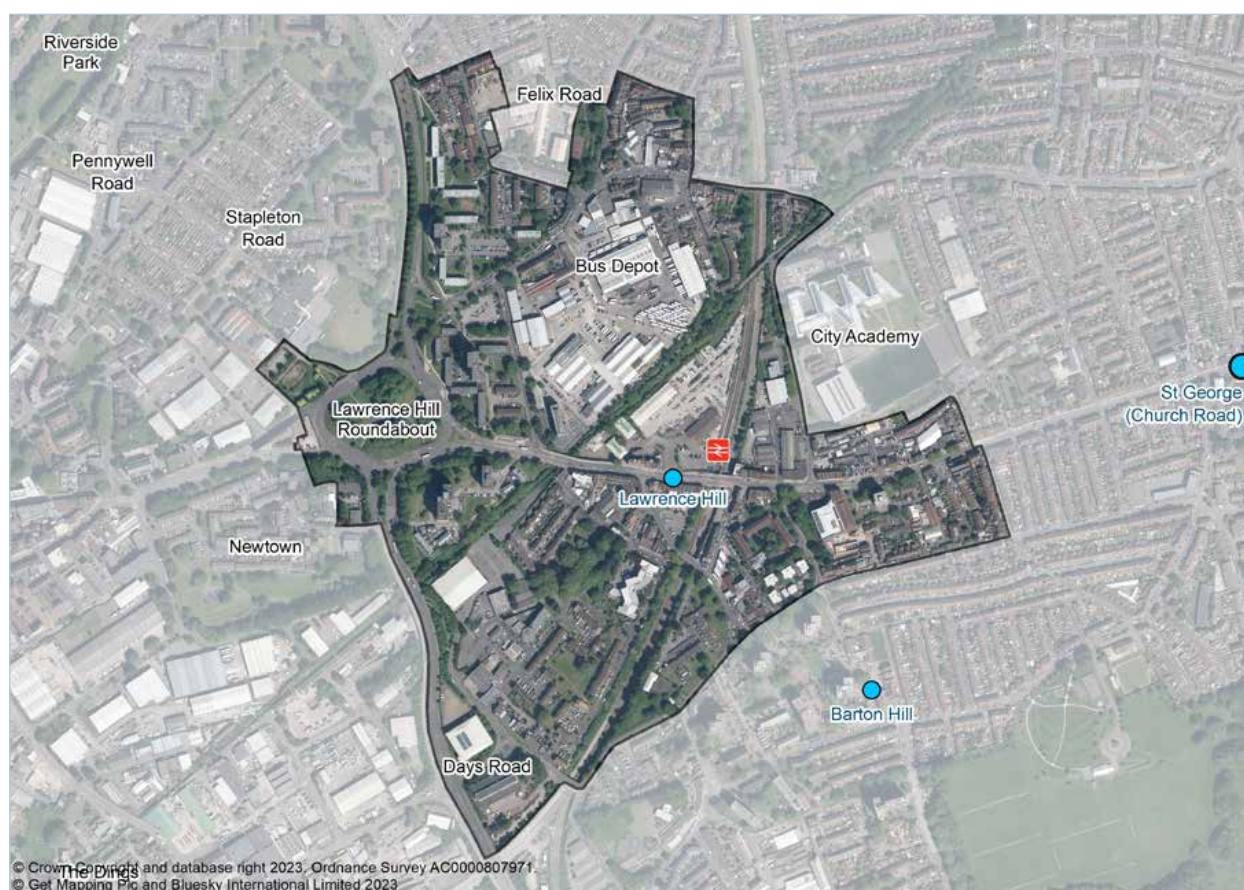
Thousands of new homes will be delivered in East Bristol within the plan period, with scope for increased growth where further interventions and delivery of infrastructure can unlock more potential.





## Policy DS6: Lawrence Hill

- 3.2.4 Lawrence Hill is an existing community in a location served by strategic cycling and public transport routes including a railway station. The community also benefits from a local centre with some shopping and service provision. Larger centres nearby, including St. George (Church Road) and Stapleton Road, provide an additional range of shops and local facilities serving the Lawrence Hill area. Lawrence Hill is also well-placed for employment opportunities in Bristol City Centre and Bristol Temple Quarter.
- 3.2.5 The major infrastructure and large industrial and warehousing sites in the area constrain connectivity across the area. Regeneration in Lawrence Hill has the potential to better connect Lawrence Hill's centres and facilities to the benefit of both existing and future residents.
- 3.2.6 There are a number of sites in Lawrence Hill that are underused or where industrial and warehousing uses no longer predominate. The redevelopment of these sites for a wider range of potential uses as they become available, combined with careful infill development around the area's existing housing estates, could present significant opportunities for new and affordable homes. The possibility of reconfiguring the large roundabout to enhance these connections and release additional development land may be explored in the future.
- 3.2.7 Development of an urban scale and form, reflecting Lawrence Hill's location and character, would help to support local shops and public transport services and reduce the need to travel for people working in nearby Bristol City Centre and Bristol Temple Quarter.



### Policy text

Sites within the Lawrence Hill area of growth and regeneration will be developed for a mix of residential, workspace and community uses. Development will reinforce the Lawrence Hill area as a mixed and inclusive community with a diversity of land uses providing opportunities to live, work, and access services.

Development will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Provision of high quality workspace, providing for a range of business uses, as part of mixed-use development;
- Retail and leisure development consistent with Policy SSE4 'Town centre first approach to development';
- Infrastructure, services and community facilities required to support the new development;
- New walking and cycling routes to connect the development to surrounding neighbourhoods and the wider cycle network;
- Public transport improvements, including to Lawrence Hill and Stapleton Road and improved facilities at Lawrence Hill Railway Station;
- Green infrastructure and public realm enhancements; and
- New and enhanced open space should be provided in accordance with local plan policy GI A 'Open space for recreation' and will be secured from new development.

The bus depot at Easton Road should be retained unless no longer required in this location.

### Place principles

Development of Lawrence Hill will be expected to accord with a regeneration framework which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the regeneration framework.

Development in the Lawrence Hill area will be expected to make efficient use of land. Development will be of a city centre density. Tall buildings in the right setting and of the right design may be appropriate as part of the overall approach to development (Policy DC2 'Tall buildings').

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

Development will be expected to provide appropriately for the following:

- Development between Croydon Street and Lawrence Hill Station should create a connected and well-designed community, incorporating new pedestrian and cycle links between Lawrence Hill, the Bristol & Bath Railway Path and Easton Road;

- Other new and/or improved pedestrian and cycle links:
  - Across the A4320, particularly at Lawrence Hill and Easton Road;
  - To and from the Bristol and Bath Railway Path, including links to the Dings Cycle Path;
- Active ground floor uses focused on Lawrence Hill and Church Road.

Should the opportunity arise to reconfigure Lawrence Hill Roundabout within the plan period then new development will be sought to a layout and mix of uses that strongly reconnects the communities of Easton, Lawrence Hill, Newtown and Old Market and provides onward links to Bristol City Centre.

### *Transport*

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

The approach to parking provision will reflect the area's central location and connectivity.

### *Workspace*

Where sites currently or recently used for business purposes are proposed to be redeveloped for other uses, development will be expected to provide for an appropriate form and amount of new workspace as part of mixed-use development.

### *Housing mix*

Developments in the area should contribute towards an appropriate mix of housing types.

## Explanation

- 3.2.8 The estimated capacity for new homes in this regeneration area is around 1,500 with the potential for additional dwellings in the event of any re-configuration of the roundabout.
- 3.2.9 The policy provides for the development or re-incorporation of high-quality workspace which should be in accordance with any development framework for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.
- 3.2.10 The bus depot located in this area is not currently expected to come forward for redevelopment within the plan period. If no longer required for its present use then mixed-use development would be appropriate consistent with the aims of this policy.
- 3.2.11 The city's ambulance station is situated in Croydon Street and is expected to continue to operate from this location.
- 3.2.12 The area of growth and regeneration also includes Lawrence Hill Local Centre. Development within the local centre will be consistent with local plan policies for centres, shopping and the evening economy.



## Policy DS7: Central Fishponds

- 3.2.13 A vibrant town centre about 3 miles from Bristol City Centre, central Fishponds is connected to surrounding areas by strategic public transport and cycling routes. The wider area has seen significant residential development in recent years including the conversion of the Beacon Tower to new homes and the redevelopment of the former St. Matthias' College.
- 3.2.14 A decline in the need for some local industrial and warehousing land has presented a significant opportunity for the development of new homes in and around the town centre. Underused sites around Fishponds Road at the western end of the town centre present further opportunities.
- 3.2.15 The scale of development opportunities still available in the area present the potential to consider higher density forms of development that would help to support continued investment in the town centre and local public transport services. Through redevelopment there is also potential to better connect Fishponds town centre to the surrounding area.



## Policy text

Sites within Central Fishponds will be developed for a mix of residential, workspace and community uses. Development will reinforce the Fishponds area as a mixed and inclusive community with a diversity of land uses providing opportunities to live, work, take leisure and access services.

Development will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Provision of high quality workspace, providing for a range of business uses, as part of mixed-use development;
- Retail and leisure development consistent with Policy SSE4 'Town centre first approach to development';
- Infrastructure, services and community facilities required to support the new development;
- New walking and cycling routes to connect to the development to surrounding neighbourhoods and the wider cycle network;
- Green infrastructure and public realm enhancements; and
- New and enhanced open space should be provided in accordance with local plan policy GI A 'Open space for recreation' and will be secured from new development.

## Place principles

Development of Central Fishponds will be expected to accord with a regeneration framework which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the regeneration framework.

Development in Central Fishponds will be expected to make efficient use of land. Development will be of a scale and design appropriate to Central Fishponds' town centre location, taking account of the Stapleton and Frome Valley conservation area. Tall buildings in the right setting and of the right design may be appropriate as part of the overall approach to development (Policy DC2 'Tall buildings').

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

Development will be expected to provide appropriately for the following:

- Development in the Goodneston Road area should create a connected and well-designed community, incorporating new pedestrian and cycle links between Fishponds Road, the Bristol and Bath Railway Path and the Lodge Causeway area to the south;



- Active ground floor uses focused on Fishponds Town Centre and its principal approaches.

### *Transport*

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

### *Workspace*

Where sites currently or recently used for business purposes are proposed to be redeveloped for other uses, development will be expected to provide for an appropriate form and amount of new workspace as part of mixed-use development.

### *Housing mix*

Developments in the area should contribute towards an appropriate mix of housing types.

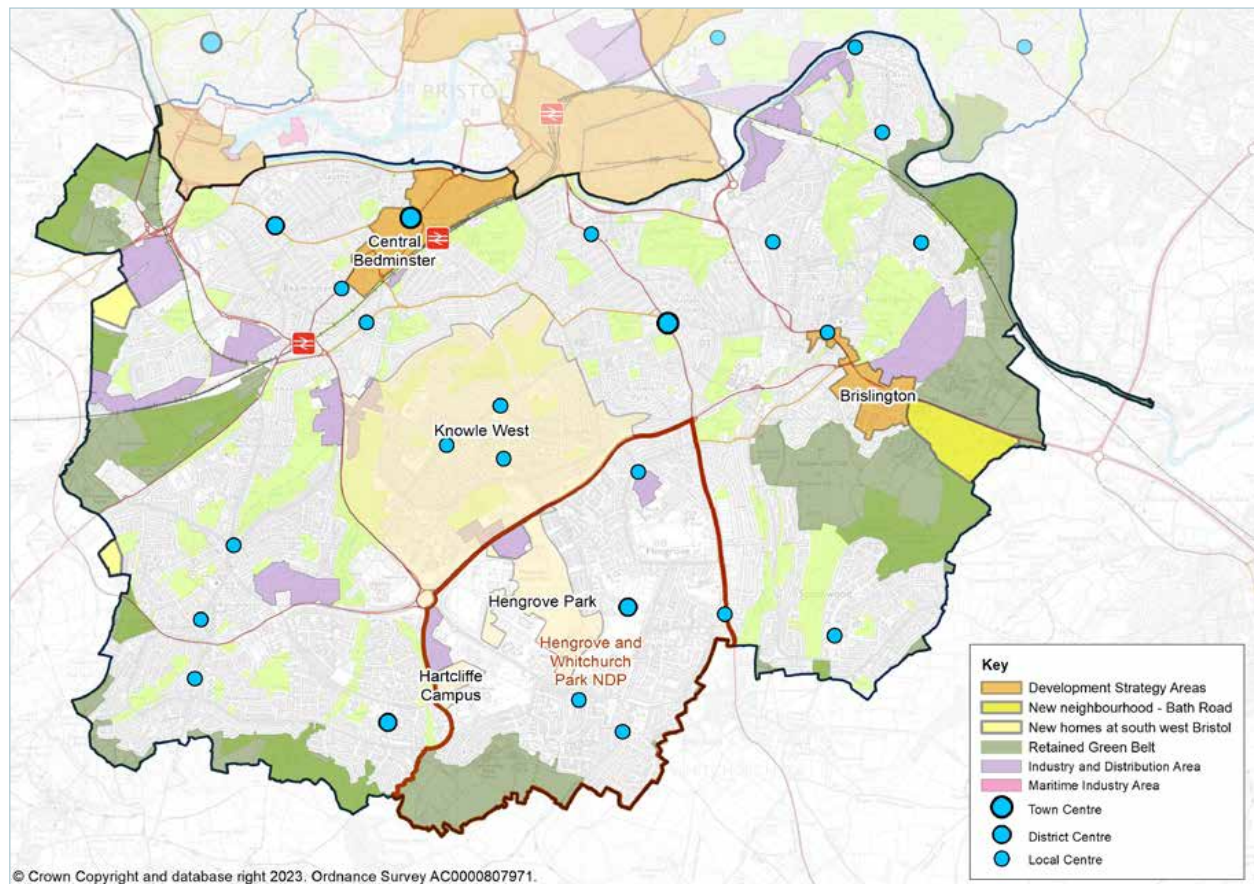
## Explanation

- 3.2.16 The estimated capacity for new homes in this regeneration area is around 1,500.
- 3.2.17 The policy provides for the development or re-incorporation of high-quality workspace which should be in accordance with any development framework for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.
- 3.2.18 Comprehensive forms of development will enable the area's full potential to be realised through higher density forms of development. Where sites are developed, an inner urban style density of 100dph will be sought as a minimum, but higher levels of density may be appropriate subject to a co-ordinated approach to development which delivers quality urban design.
- 3.2.19 The area of growth and regeneration includes Fishponds Town Centre. Development within the town centre will be consistent with local plan policies for centres, shopping and the evening economy.

## South Bristol

- 3.3.1** The present local plan strategy identifies South Bristol as a priority focus for development and comprehensive regeneration, including new homes, workspace and supporting infrastructure, with major regeneration particularly focused on the area at Knowle West and at Hengrove Park, Hartcliffe Campus and Whitchurch Park.
- 3.3.2** South Bristol has seen significant investment in infrastructure including:
- The South Bristol Community Hospital, Leisure Centre and South Bristol Skills Academy at Hengrove Park;
  - Completion of the Filwood Green Business Park, providing new workspace for south Bristol;
  - Opening of the South Bristol link road, connecting Hengrove Way with the A38 and A370 at southwest Bristol; and
  - Development of the MetroBus route between the north fringe and Hengrove.
- 3.3.3** South Bristol will remain a priority focus for development and regeneration under the new spatial strategy, including new areas of growth and regeneration at Bedminster and Brislington. Around 150 hectares of land will continue to be reserved for industry across eighteen industry and distribution areas. New land is proposed for industry and warehousing at Vale Lane, while new workspace will also be created in the areas of growth and regeneration and as part of mixed-use development on development allocations. Existing infrastructure priorities that remained programmed will carry forward into the revised local plan.
- 3.3.4** Development in the existing urban area will be complemented by a new strategic development location at Bath Road, Brislington and new development on the edge of the urban area at south west Bristol.

Thousands of new homes will be delivered in South Bristol within the plan period, with scope for increased growth where further interventions and delivery of infrastructure can unlock more potential.



## Policy DS8: Central Bedminster

- 3.3.5** Central Bedminster is proposed as an area of growth and regeneration due to the area's location close to Bristol City Centre and Bristol Temple Quarter and the presence of underused land which could support significant new development. The area is served by strategic public transport routes, including MetroBus services and Bedminster railway station. The area is also served by Windmill Hill City Farm, which offers opportunities and services to the local community and wider area.
- 3.3.6** There are a number of sites that are vacant or underused where it may be beneficial for a wider range of uses, including new homes, to be considered. The close proximity of many of these sites to one another suggests a potential focus for development of a more urban scale and form, guided by design criteria set out in the council's supplementary planning document on Urban Living.
- 3.3.7** Development in the Bedminster Green area of Central Bedminster is already well advanced, while a regeneration framework has been prepared for the area around Whitehouse Street.





### Policy text

Sites within Central Bedminster will be developed for a mix of residential, workspace and community uses. Development will reinforce the Bedminster area as a mixed and inclusive community with a diversity of land uses providing opportunities to live, work, take leisure and access services.

Development will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Provision of high quality workspace, providing for a range of business uses, as part of mixed-use development;
- Provision and retention of cultural and evening economy uses;
- Up to 1,600 student bedspaces in addition to the new homes (Policy H7 'Managing the development of purpose-built student accommodation');
- Retail and leisure development consistent with Policy SSE4 'Town centre first approach to development';
- Infrastructure, services and community facilities required to support the new development;
- Public transport improvements, including to Malago Road and improved facilities at Bedminster Railway Station;
- New walking and cycling routes to connect to the development to the city centre, Bedminster Town Centre, surrounding neighbourhoods and the wider cycle network;
- Green infrastructure and public realm enhancements; and
- New and enhanced open space should be provided in accordance with local plan policy (Policy GI A 'Open space for recreation') and will be secured from new development.

***Place principles***

Development of Central Bedminster will be expected to accord with regeneration frameworks which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the regeneration frameworks.

Development in Central Bedminster will be expected to make efficient use of land. Development will be of a scale and design appropriate to Central Bedminster's town centre location, taking account of the Bedminster conservation area. Tall buildings in the right setting and of the right design may be appropriate as part of the overall approach to development (Policy DC2 'Tall buildings').

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

Development will be expected to provide appropriately for the following:

- Strengthened pedestrian and cycle links between Bedminster Town Centre and the surrounding area, particularly between Windmill Hill, East Street and St. Catherine's Place and from Spring Street to St. Luke's Road;
- Enhancement of the River Malago as a townscape feature, pedestrian route and green infrastructure corridor providing benefits for wildlife and sustainable drainage, including de-culverting at Whitehouse Lane where feasible.

***Transport***

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

***Workspace***

Where sites currently or recently used for business purposes are proposed to be redeveloped for other uses, development will be expected to provide for an appropriate form and amount of new workspace as part of mixed-use development.

***Housing mix***

Developments in the area should contribute towards an appropriate mix of housing types.

***Flood risk***

Development of sites within Central Bedminster that are at risk of flooding now or with climate change should be supported by a flood risk sequential test undertaken within the policy area, taking account of all reasonably available sites in the area. The development of sites that are at risk of flooding or are larger than one hectare in size should be supported by a Flood Risk Assessment.



## Explanation

- 3.3.8 Development frameworks have been published for the Bedminster Green and Whitehouse Street sectors of central Bedminster which shape development in the area.
- 3.3.9 The estimated capacity for new homes in this regeneration area is around 3,500, in addition to the proposed purpose-built student accommodation.
- 3.3.10 The policy provides for the development or re-incorporation of high-quality workspace which should be in accordance with the development frameworks for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.
- 3.3.11 Comprehensive forms of development will enable the area's full potential to be realised through higher density forms of development. Where sites are developed, an inner urban density of 120dph will be sought as a minimum, but city centre style densities of 200dph or more may be appropriate subject to a co-ordinated approach to development which delivers quality urban design.
- 3.3.12 The area of growth and regeneration includes Bedminster Town Centre. Development within the town centre will be consistent with local plan policies for centres, shopping and the evening economy.

## Policy DS9: Brislington

- 3.3.13 There are opportunities for urban living along parts of the Bath Road corridor where existing development allocations are located alongside areas of under used land with potential for development of new homes and workspace and an improved urban form.



### Policy text

Sites within the Brislington area of growth and regeneration will be developed for a mix of residential, workspace and community uses.

Development will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Provision of high quality workspace, providing for a range of business uses, as part of mixed-use development;
- Retail and leisure development consistent with Policy SSE4 'Town centre first approach to development';
- New walking and cycling routes to connect to the development to the surrounding neighbourhoods and the wider cycle network;
- Green infrastructure and public realm enhancements; and
- New and enhanced open space should be provided in accordance with local plan policy GI A 'Open space for recreation' and will be secured from new development.

### Place principles

Development of Brislington will be expected to accord with a regeneration framework which will coordinate the approach to development across the area and the relationship with surrounding locations.

As part of securing comprehensive change in the regeneration area, individual development sites will be expected to contribute appropriately to the delivery of the mix of uses and supporting infrastructure, services and facilities as set out in this policy and the regeneration framework.

Development in Brislington will be expected to make efficient use of land.

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

Development will be expected to provide appropriately for the following:

- Strengthened pedestrian and cycle links to the surrounding area, particularly to Brislington Local Centre, local schools and the proposed new community at Bath Road (Policy DS12 'New neighbourhood – Bath Road, Brislington');
- Stronger and more coherent built frontages to Bath Road, with associated improvements to the public realm.

### Transport

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

***Workspace***

Where sites currently or recently used for business purposes are proposed to be redeveloped for other uses, development will be expected to provide for an appropriate form and amount of new workspace as part of mixed-use development.

***Housing mix***

Developments in the area should contribute towards an appropriate mix of housing types.

**Explanation**

- 3.3.14 The estimated capacity for new homes in this regeneration area is around 500, with the potential for around 450 additional dwellings subject to site availability and more comprehensive approaches of development.
- 3.3.15 The policy provides for the development or re-incorporation of high-quality workspace which should be in accordance with the development framework for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.
- 3.3.16 Comprehensive forms of development will enable the area's full potential to be realised through higher density forms of development. Where sites are developed, a density of 60dph will be sought as a minimum, but inner urban style densities of 100dph or more may be appropriate given the location on a principal transport corridor with potential for future investment.
- 3.3.17 The area of growth and regeneration also includes Brislington Local Centre. Development within the local centre will be consistent with local plan policies for centres, shopping and the evening economy.

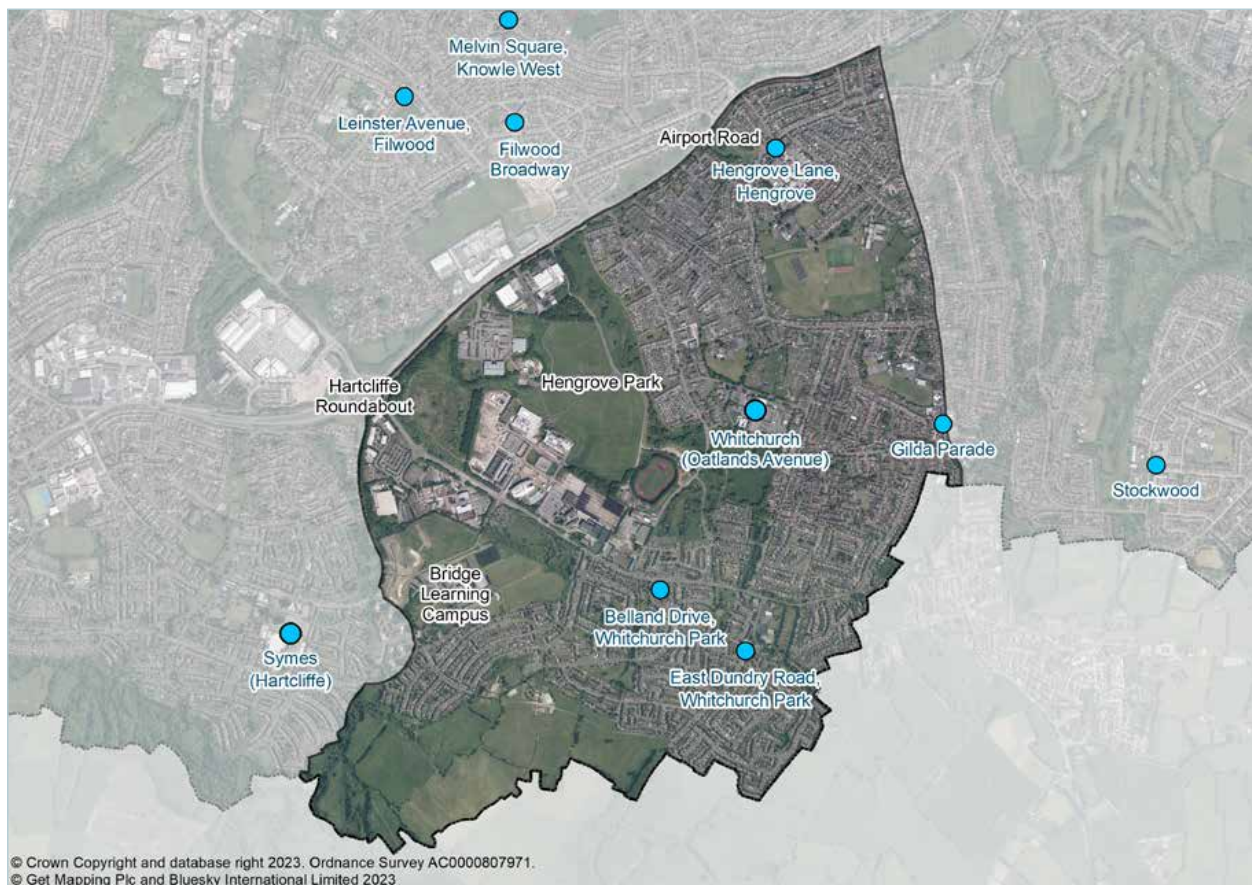


## Hengrove and Knowle West

- 3.3.18 The present local plan strategy identifies a focus for major regeneration at Knowle West and at Hengrove Park. Major infrastructure that has been delivered in the area under the present strategy includes the South Bristol Link road, South Bristol Community Hospital, South Bristol Skills Academy, Hengrove Park Leisure Centre and Filwood Green Business Park.

### *Hengrove and Whitchurch Park Neighbourhood Plan*

- 3.3.19 A neighbourhood development plan has been completed by the Hengrove and Whitchurch Park Neighbourhood Planning Group reflecting community aspirations. It was agreed at a local referendum on 14th February 2019.
- 3.3.20 As part of the development plan the Neighbourhood Plan will steer the approach to development in Hengrove and Whitchurch Park.



For details of the Hengrove and Whitchurch Park Neighbourhood Development Plan please visit <https://www.bristol.gov.uk/residents/planning-and-building-regulations/planning-policy-and-guidance/neighbourhood-planning/hengrove-and-whitchurch-park>



### Hengrove Park and Hartcliffe campus

- 3.3.21 Planning permissions have been granted for the major residential-led redevelopment of Hengrove Park and Hartcliffe Campus.



### Knowle West

- 3.3.22 The Knowle West Regeneration Framework comprises a series of proposed improvements to the area. The overall aims of these proposals are to provide better employment and housing opportunities for local residents, greatly improve the facilities available to the community and improve access to and from Knowle West and the rest of the city.





## Policy DS10: The Green Belt

- 3.3.23** This policy retains the Green Belt areas within Bristol with boundaries revised to reflect exceptional circumstances.
- 3.3.24** A key characteristic of the Green Belt is its openness and all remaining areas contribute to meeting the purposes of designation. In several locations, including Ashton Court, the slopes at Dundry, Stockwood and the Avon Valley, Green Belt land also forms very prominent elements of the city's landscape setting, extending into the Green Belt areas of neighbouring authorities. In Stapleton part of the Green Belt extends along the M32 Motorway. This is part of larger wedge of Green Belt stretching out into South Gloucestershire.
- 3.3.25** The Green Belt, subject to its proposed boundary revisions, continues to play a strategic role in containing the outward expansion of Bristol, providing a green setting for the city and focusing attention upon the regeneration of previously developed land in the urban area.

### Policy text

Land within the Green Belt as shown on the Policies Map will be protected from inappropriate development as set out in national planning policy.

### *Previously developed land in the Green Belt*

The redevelopment of previously developed sites in the Green Belt will be encouraged where such development would contribute to delivery of affordable homes and provided that the proposals would not substantially harm the openness of the Green Belt.

### *Boundary of the Green Belt*

The boundary of the Green Belt in Bristol will remain unchanged with the exception of land which will be removed from the Green Belt as shown in Policies DS11 'Development allocations – south west Bristol' and DS12 'New neighbourhood – Bath Road, Brislington'.

### Explanation

- 3.3.26** Some areas of the retained Green Belt have also been proposed as Local Green Space (see Policy GI1 'Local Green Space').
- 3.3.27** It is proposed that some of the areas removed from the Green Belt in Bristol will be allocated for development.

## Policy DS11: Development allocations – south west Bristol

- 3.3.28 Development allocations are proposed for new homes in southwest Bristol on land which is proposed to be removed from the Green Belt at Elsbert Drive, Bishopsworth and 'Longmoor Village', Ashton Vale.



**Policy text**

The following sites as shown on the Policies Map are proposed to be removed from the Green Belt and allocated as growth areas for new homes:

- Land at Ashton Vale ('Longmoor Village');
- Land adjacent to Elsberty Drive, Bishopsworth.

Development at Elsberty Drive should be in accordance with a detailed cross-boundary development framework or master plan prepared in consultation with the local community which addresses the layout and form of development, access and the relationship with surrounding areas. The development should be designed to address the residential amenity of existing homes on Elsberty Drive and accord with all the other relevant policies in this plan.

**Explanation**

- 3.3.29 Land at Ashton Vale has planning permission (ref. 21/03166/P) for around 500 homes ('Longmoor Village').
- 3.3.30 The estimated capacity for land adjacent to Elsberty Drive is 150 homes. However, the emerging North Somerset local plan proposes to take a similar approach to Green Belt land inside Colliters Way. Bristol City Council will engage with North Somerset to ensure a comprehensive approach to development.

**Policy DS12: New neighbourhood – Bath Road, Brislington**

- 3.3.31 The new local plan sets out the proposed number of new homes intended to be developed in Bristol each year to meet the needs of the city. The majority of residential development will be on previously developed site including sites allocated for development retained from the existing local plan, proposed site allocations and development within the city's regeneration areas. However, in order to ensure a sufficient number and range of development sites become available to meet the need for new homes it is considered necessary to allow for a limited release of land from the existing Green Belt.



### Policy text

This area will be developed as a new neighbourhood of residential led mixed-use development.

Development should be in accordance with a detailed development framework or master plan prepared in consultation with the local community which addresses the mix of uses, form of development and relationship with surrounding uses.

Development would be expected to be in accordance with all other relevant policies in his plan and address the following key development principles:

- Ensure that the development is supported by appropriate local and strategic transport infrastructure to address the impact of the development including appropriate provision for active modes of travel and access to public transport;
- Provision of land along the A4 frontage to allow for a mass transit/walking and cycling corridor;
- High levels of permeability through the site for walking and cycling, and improved links to the local cycling network (Linkage to surrounding cycle network, including along the A4, Durley Hill and the Avon Cycleway (along the A4174));
- Retention of (and incorporation of new) important trees, hedgerows and other green infrastructure including the creation of a linear park at Scotland Bottom;
- Biodiversity gain in accordance with other policies and any legal requirements;
- Contribution to essential infrastructure including appropriate provision for education facilities;
- Retention of the existing allotments. Any development will ensure that there are no adverse impacts on allotment use.



Development would also be expected to provide an appropriate level of affordable housing (35% of the new homes) and 5% of new homes should be in the form of community-led/self-building housing. Any affordable housing and community-led/self-build housing provided should be provided in accordance with the relevant policies in this plan (Policies AH1 'Affordable housing provision' and H5 'Self-build and community-led housing').

### Explanation

- 3.3.32 The new local plan will amend the Green Belt boundary to facilitate this development allocation. Policy DS10 'The Green Belt' establishes the revised boundary and extent of the Green Belt.
- 3.3.33 Development of this area, including if linked with land in Bath and North East Somerset (which could potentially be considered in the local plan for that area), will result in the reduction of the existing Green Belt. However, a substantial extent of openness between Bristol and Keynsham would remain and the integrity of the Bristol Bath Green Belt as a whole will be retained.
- 3.3.34 Policy DS12 establishes the principle of the allocation of the land for development purposes and sets out the core principles of development. The estimated housing capacity is 500 to 750 homes. There is the potential for the Brislington Park & Ride to be relocated to land near Hicks Gate Roundabout within Bath and North East Somerset to support improved transport facilities. This would facilitate development adjoining Bristol and could allow for the higher end of the estimated housing capacity range.
- 3.3.35 Development is subject to the preparation of a detailed development framework or master plan which will be prepared in consultation with the local community and stakeholders.
- 3.3.36 The allotments on Bath Road are an important local facility providing opportunities for food growing. The allotments will be retained.

### **Proposals adjacent to Bristol**

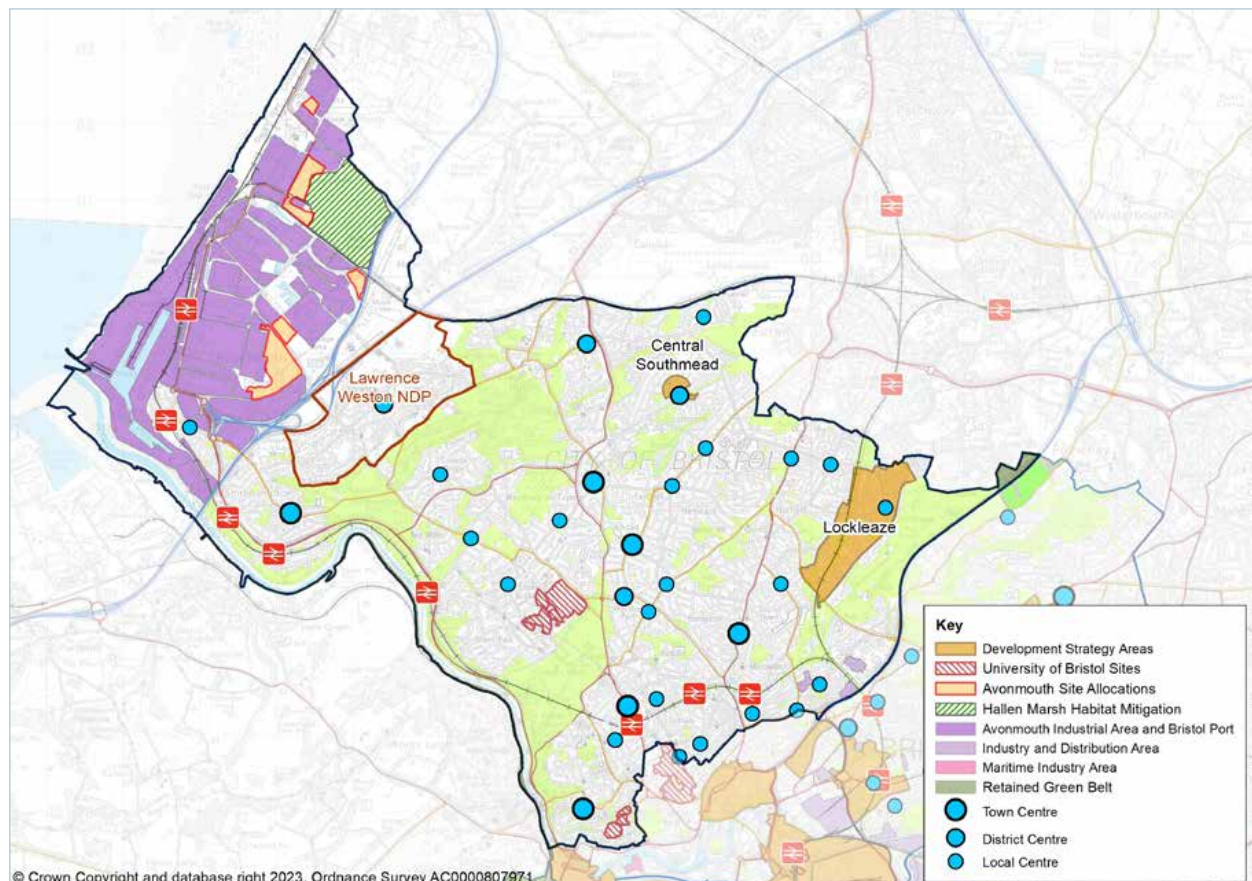
In order to meet the need for development across the wider region it is possible that proposals for urban extensions in the Green Belt beyond Bristol City Council's boundary may emerge through the local plans of neighbouring authorities.

If appropriate proposals come forward on land adjacent to the proposed location at Bath Road, Brislington or at other locations adjoining the city, the council will work with neighbouring councils to consider the impacts and opportunities, to assess infrastructure requirements and to ensure integrated and well-planned communities are created to the benefit of existing and future residents.

## North Bristol

- 3.4.1** Much of North Bristol is residential in character, served by a number of town, district and local centres. The largest concentrations of employment in the area are focused at Bristol Port and Avonmouth industrial areas and at Southmead Hospital, and within the industrial areas adjacent to the city at Filton.
- 3.4.2** North Bristol will remain a location for urban living under the new development strategy, including new areas of growth and regeneration at Lockleaze and Central Southmead. New homes will be provided through sensitive infill, conversion of buildings and the redevelopment of underused sites throughout the wider North Bristol area.
- 3.4.3** Around 640 hectares of land will continue to be reserved for industry, warehousing, energy and port development in Avonmouth and Bristol Port, which is an area of local and national importance for business. Additional sites are allocated for industry and warehousing development in this area (Policy E4 'Avonmouth industrial area and Bristol Port').

Thousands of new homes will be delivered in North Bristol within the plan period, with scope for increased growth where further interventions and delivery of infrastructure can unlock more potential.



## Policy DS13: Lockleaze

- 3.4.4 Lockleaze has seen considerable regeneration in recent years including redevelopment and significant public realm improvements in Gainsborough Square and infill development on a number of small sites owned by Bristol City Council.
- 3.4.5 The area's accessibility by public transport and cycling routes is improving and future investment is proposed. Work by the local community has identified a number of development opportunities alongside those already allocated in the local plan. There are further opportunities for change in the Muller Road area.
- 3.4.6 The redevelopment of these sites for new homes offers great potential to improve the urban environment in the Lockleaze area and better connect the area to existing communities to the south and west.
- 3.4.7 The existing dwelling density of Lockleaze is low, resulting in a limited population to support the existing centre at Gainsborough Square and public transport services to the rest of Bristol and the north fringe. Well-designed infill development at higher densities would help to support and encourage investment in these existing facilities.



### Policy text

Sites within Lockleaze will be developed for a mix of new homes. Development will reinforce the Lockleaze area as a mixed and inclusive community with access to a range of local services.

Development will include:



- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Provision of high quality workspace, providing for a range of business uses, as part of the development mix in the area;
- New and improved walking and cycling routes to connect to the development to the surrounding neighbourhoods, public transport facilities and the wider cycle network, including improved accessibility over the railway and upgrades to existing public rights of way; and
- Green infrastructure and public realm enhancements.

### *Place principles*

Development in Lockleaze will be expected to make efficient use of land.

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

### *Transport*

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

### *Workspace*

Where sites currently or recently used for business purposes are proposed to be redeveloped for other uses, development will be expected to provide for an appropriate form and amount of new workspace as part of the mix of uses in the area.

### *Housing mix*

Developments in the area should contribute towards an appropriate mix of housing types.

## Explanation

- 3.4.8 The estimated capacity for new homes in this regeneration area is around 1,200.
- 3.4.9 The policy provides for the development or re-incorporation of high-quality workspace which should be in accordance with the development strategy for the area and informed by the overall provision for workspace in Policy E2 'Economic development land strategy'.
- 3.4.10 Development of a range of sites, making efficient use of land, will enable the area's full potential to be realised and help to support local services. Where sites are developed, a density of 50-60dph will be sought as a minimum, but higher densities of 100dph or more may be appropriate.
- 3.4.11 The area of growth and regeneration also includes Lockleaze Local Centre. Development within the local centre will be consistent with local plan policies for centres, shopping and the evening economy.



## Policy DS14: Central Southmead

- 3.4.12** The Southmead Development Trust has developed the Southmead Community Plan. The plan identifies housing mix as an issue, noting that there is a shortage of smaller homes in the area for those looking to downsize. The plan aspires for new development to be high quality, safe, healthy and sustainable with a mix of affordable homes (social housing, shared ownership) and private housing. The plan explores potential improvements that could be made to the area through the review of existing community facilities, potentially including the development of a new community building on Greystoke Avenue. Improvements to local parks and open spaces are identified as a priority. Since the publication of the plan, the Southmead Development Trust has also developed a proposal for development at Glencoyne Square.



### Policy text

Sites within Central Southmead will be developed for a mix of affordable homes, private housing and community uses. Development will reinforce the Southmead area as a mixed and inclusive community, focused on Arnside Road district centre, with access to a range of local services.

Development will include:

- New homes with a mix of types, sizes and tenures, including affordable housing in accordance with Policy AH1 'Affordable housing provision';
- Redevelopment of Glencoyne Square for new homes with open space;

- Provision of community facilities to replace and enhance existing provision, potentially including a new community building on Greystoke Avenue;
- Improved pedestrian and cycle routes through Glencoyne Square and Arnside Road.

### *Place principles*

Development in Central Southmead will be expected to make efficient use of land and contribute appropriately to the delivery of the new homes sought by this policy through more urban forms of development of a scale and design appropriate to Central Southmead's district centre location.

Development proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality.

### *Transport*

Development will be supported by transport improvements which will include public transport enhancements, enhanced connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

### *Housing mix*

Developments in the area should contribute towards an appropriate mix of housing types.

## Explanation

- 3.4.13** The estimated capacity for new homes in this regeneration area is around 300. Planning permission was granted for a mixed-use development at Glencoyne Square in 2021.
- 3.4.14** Development of the sites put forward by the community, making efficient use of land, will enable the area's full potential to be realised through higher density forms of development. Where sites are developed, a density of 60dph will be sought as a minimum, but higher densities of 100dph or more may be appropriate subject to a co-ordinated approach to development which delivers quality urban design.
- 3.4.15** The area of growth and regeneration also includes Arnside Road (Southmead) District Centre. Development within the district centre will be consistent with local plan policies for centres, shopping and the evening economy.

## Lawrence Weston

- 3.4.16 A neighbourhood development plan has been completed by the Lawrence Weston Neighbourhood Planning Group reflecting community aspirations. The plan aims to deliver over 300 new homes including affordable housing and opportunities for self-build. Housing development is supported on a number of sites owned by Bristol City Council. This includes the development at Henacre and development at the former City of Bristol College site.
- 3.4.17 The plan aims to support and extend the existing retail offer in Lawrence Weston. Improvements to community facilities are also identified with land safeguarded for a new community facility at the former City of Bristol College site. The plan also identifies areas of important open space and local green space for protection.
- 3.4.18 As part of the development plan the Neighbourhood Plan will continue to steer the approach to development in Lawrence Weston.



For details of the Lawrence Weston Neighbourhood Development Plan please visit <https://www.bristol.gov.uk/planning-and-building-regulations/neighbourhood-planning-lawrence-weston>



## 4. Infrastructure, Developer Contributions and Social Value

- 4.1 Growth and development means that infrastructure and services require investment over the plan period. This chapter sets out the policies which address support for infrastructure and the social value which is generated by new development.

### Policy IDC1: Development contributions and CIL

- 4.2 Future development in Bristol will be supported by new and improved infrastructure such as schools, parks, transport facilities and health facilities. New development will be expected to contribute to these requirements generally through Community Infrastructure Levy or via planning obligations in cases where site specific infrastructure requirements arise.

#### Policy text

Development and infrastructure provision will be coordinated to ensure that growth in the city is supported by the provision of infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy.

Development will provide, or contribute towards the provision of:

- Measures to directly mitigate its impact, either geographically or functionally, which will be secured through the use of planning obligations;
- Infrastructure, facilities and services required to support growth, which will be secured through a Community Infrastructure Levy (CIL) for Bristol.

Planning obligations may be sought from any development, irrespective of size, that has an impact requiring mitigation. Contributions through CIL will be required in accordance with the appropriate regulations.

#### Explanation

- 4.3 The proposed level of development will be supported by the necessary enhancements to infrastructure. New development will therefore provide or contribute towards the provision of the necessary infrastructure, to enable it to be provided in a timely manner and to support the growth of the city.
- 4.4 Development may contribute to a range of services, facilities and infrastructure. The council requires a community infrastructure levy from specified developments. Other contributions may be sought depending upon the individual characteristics of a development proposal. The approach to other contributions is set out in its planning obligations supplementary planning document.



## Policy SV1: Social value and inclusion

- 4.5 The concept of Social Value advocates seeking 'value for money' in its widest sense by considering potential social benefits (involving people, culture and interactions), economic benefits (such as money flow and financial resources) and environmental benefits (involving the place in which people live, the planet and use of resources).
- 4.6 For this policy social value encompasses the range of potential social, economic and environmental benefits arising from new developments as they relate to communities in Bristol, including existing residents, businesses and other stakeholders in the local area.

### Policy text

All major developments proposals will be expected to be accompanied by a social value strategy.

The social value strategy should identify how the development will support social inclusion and deliver social value throughout its lifecycle. This will include demonstrating how the development will maximise its positive contribution, as relevant, to:

- Reducing inequalities in Bristol and their adverse impacts on residents;
- The ability of all residents and vulnerable groups to fully participate in society;
- Inclusive places and spaces;
- Economic inclusion (Policy E1 'Inclusive Economic Development');
- Health and wellbeing; and
- Resilience.

A condition will be included on all relevant planning permissions to ensure the implementation of any agreed social value strategy, including requiring confirmation of the relevant parts of the strategy to be implemented prior to the commencement and occupation of the development.

### Explanation

- 4.7 Major developments are defined as residential developments of 10 dwellings or more or commercial and other developments of 1000m<sup>2</sup> or more.
- 4.8 Measures included in a social value strategy may include ensuring that access arrangements cater for all needs (including maximising opportunities for walking and cycling); employment and skills plans; utilisation of local supply chains; and participation in relevant city council initiatives. The council will publish advice on the content of social value strategies which is based on its Social Value policy.

## 5. Urban Living: Making the best use of the city's land

- 5.1 The local plan has a focus on ensuring the delivery of new homes. Key to this will be the efficient use of land by all land uses.
- 5.2 Urban living optimises densities, balancing the efficient and effective use of land with aspirations for making quality places to live, successful placemaking, and a positive response to context.
- 5.3 The council has prepared a supplementary planning document on urban living that provides further guidance on making successful places at higher densities.

### Policy UL1: Effective and efficient use of land

- 5.4 The use of previously developed land and other ways of making efficient use of land will continue to meet the majority of housing and other development requirements across the city.
- 5.5 Land continues to be used efficiently within the city, with the average site density of residential completions since 2006 being around 100 dwellings per hectare. Most recent development in Bristol has been on previously developed land. Residential completions on previously developed land have exceeded 90% over the last 10 years.
- 5.6 This policy sets out how land will continue to be used efficiently in the city.

#### Policy text

##### *Making efficient use of land*

New development will be expected to reflect Bristol's urban character by maximising opportunities to re-use previously developed land and delivering high-quality well-designed environments at higher densities.

Development proposals should develop land to its optimum density. This may include introducing new types of design, scale and form into its location and the development of mixed uses within buildings as well as development sites.

Development will be encouraged to make efficient use of land by, where appropriate, developing under-used land and buildings and/or extending buildings upwards using the airspace above them.

Developments which fail to make efficient use of land will not be permitted.

##### *Locations for more intensive forms of development*

More intensive forms of development will be expected on suitable sites:

- Within Bristol City Centre, Bristol Temple Quarter and St. Philip's Marsh;
- Within or close to the city's town and district centres; and
- Close to major public transport routes and corridors.

This includes the areas of growth and regeneration set out in the Development Strategy (Policies DS1-DS14).

## Explanation

- 5.7 The optimum density for new development is the density which balances the efficient use of land with liveability considerations, responding positively to context and making successful places. Policy DC1 'Liveability in residential development including space standards, aspect and private outdoor space' sets out liveability considerations in relation to residential development. Similar considerations will apply to optimising the density of other land uses.
- 5.8 The council's supplementary planning document 'Urban Living: Making Successful Places at Higher Densities' sets out the factors that influence the optimum density for a development site.
- 5.9 In identifying more intensive locations, 'close to' means within 5 minutes' walk (approx. 400m). Major public transport routes and corridors include railway stations, rapid transit stops (including MetroBus) and major bus routes that are operating now or are expected to become active in a reasonable period of time.
- 5.10 Based on their accessibility to public transport and a range of local services, Diagram 5.1 below indicatively shows locations at which more intensive forms of development will be expected on suitable sites. Over time these locations may evolve through the provision of further public transport routes and infrastructure.
- 5.11 For residential development Policy UL2 'Residential densities' sets out minimum densities that will be sought in different locations across the city.

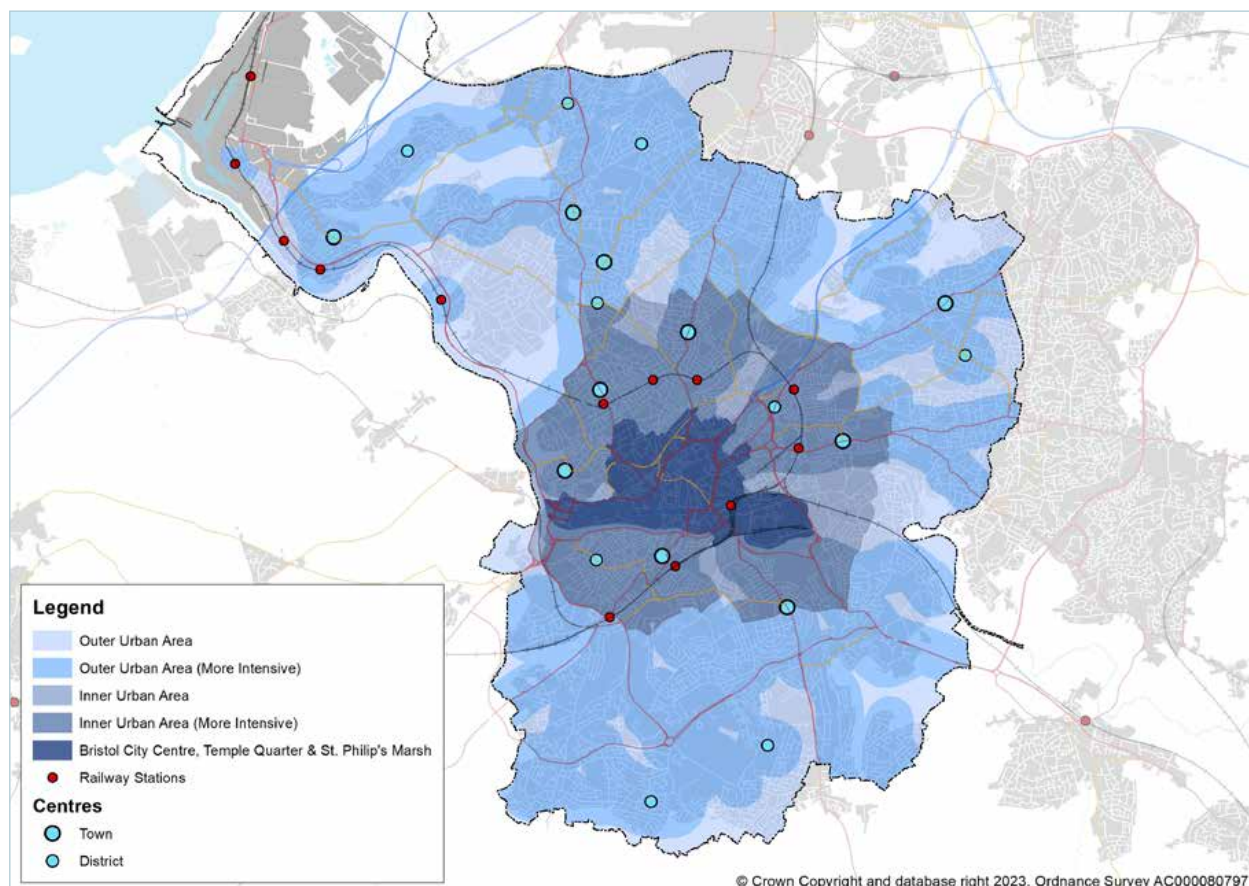


Diagram 5.1: Indicative areas for the density of new development

## Policy UL2: Residential densities

- 5.12** This policy, supported by Policy DC1 'Liveability in residential development including space standards, aspect and private outdoor space', the suite of design policies and additional guidance and codes seeks to ensure that where residential development takes place it does so to the optimum density.

### Policy text

For residential development in Bristol, a minimum net density of 50 dwellings per hectare will be expected.

Densities below the minimum should only occur where it is necessary to safeguard the special interest and character of the area.

In many cases, including at locations for more intensive forms of development set out in Policy UL1 'Effective and efficient use of land', higher density forms of development will be expected on suitable sites.

For major development (including at least 10 dwellings), where specified in the table below, a higher minimum net density will be sought on suitable sites in each area.

In assessing the suitability of sites for these higher densities, consideration will be given to the characteristics of the site and its context. Densities below the suggested minimum may be acceptable where:

- It is essential to respect the character of the locality or protect the character and setting of heritage assets;
- Where a proposal includes house types which result in densities below the minimum but would otherwise make a significant contribution to the creation of mixed and balanced communities; or
- Where market signals, local housing market trends and local housing needs demonstrate that higher density forms of development are not viable.

Where the proposed density falls below those specified in the table below, the applicant will be expected to provide supporting information explaining the density proposed.

In the areas of growth and regeneration set out in the Development Strategy the density sought will reflect the amount of development proposed by those policies and any specific policy approaches in those areas.

Area	Suggested minimum density	
	General	More intensive
Bristol City Centre	-	200
Inner urban area	100	120
Outer urban area	50	60



## Explanation

- 5.13** To ensure the efficient use of land, higher density forms of development will be sought on suitable sites in a range of different locations across the city taking account of their relative level of accessibility to employment opportunities, services and other facilities. Although most areas of the city have good accessibility to these uses by public transport, walking and cycling, levels of accessibility are greater closer to the city centre. Three broad areas have been identified:
- Bristol City Centre, which offers the greatest range of facilities, uses and sustainable transport routes;
  - An inner urban area, which is within approximately 20 minutes' walk of Bristol City Centre and also includes a number of town, district and local centres; and
  - An outer urban area, comprising the rest of the city, which is also served by a number of town, district and local centres and a range of sustainable transport routes.
- 5.14** Within these broad areas are a number of locations suitable for more intensive forms of development as defined by Policy UL1 'Effective and efficient use of land', at which it is appropriate to seek higher residential densities.
- 5.15** Not all sites will be suitable for higher density forms of development. Densities above the 50dph minimum will be sought where this would be consistent with the site considerations set out above and other policies of the local plan.
- 5.16** For the purposes of this policy, residential density is generally measured to the site boundary. Density is net, i.e. adjusted appropriately for undeveloped parts of the site (including areas required for access and circulation) and the proportion of other uses in the case of mixed-use development.

## 6. Housing

- 6.1 Contributing to the delivery of new and affordable homes is a core objective for the local plan as we seek to meet the needs of a growing population whilst tackling climate change and supporting biodiversity.
- 6.2 This part of the plan considers the need for new homes and sets out the policy for how many new homes should be provided in Bristol.

### The need for new homes

- 6.3 There is a clear need for new homes in Bristol: the population is rising; house prices are high; and waiting lists for affordable housing are growing. To plan for the future of the city it is necessary first to confirm, as accurately as possible, how many new homes are needed using appropriate evidence.
- 6.4 The starting point to determine need is currently the government's 'standard method'. This is a national approach which uses a standard formula based on 2014-based household projections, an affordability adjustment, a capping mechanism and then a 35% uplift directed to 20 identified urban authorities of which Bristol is one. The figure derived from this method can change on an annual basis but currently indicates a housing need of 3,380 per year.
- 6.5 This rate of housing development over-estimates the true need for homes in Bristol up to 2040. National planning policy makes clear that local plans should aim to meet 'objectively assessed needs'. Work has been undertaken using a method which is better able to objectively assess housing needs in Bristol than the formulaic standard method. This has been used alongside the standard method to better understand the housing need for Bristol in the coming years.

### Bristol's capacity to deliver homes

- 6.6 The council considers that the best place to meet the housing needs of Bristol is within the city; and that as much of the housing need as possible should be met within our local authority boundary. The local plan sets out a strategy for urban living, making efficient use of land and bringing forward the regeneration of centrally located areas with the capacity to deliver thousands of new homes.
- 6.7 Despite this ambitious focus on delivering homes, it is not possible to deliver the entirety of assessed need inside Bristol's boundaries. Making the best use of brownfield land does not mean that all such land is available for housing development. Land is also required to maintain and grow the city's workspace – offices, industry and warehouses - and other land uses. Greenfield sites are rare in Bristol, and most are required to be retained as Green Belt land, for recreation and to sustain and enhance biodiversity and food growing. Taking into account the land that can come forward for housing development and the places which are reserved for other necessary land uses, the level of housing development which can be accommodated in Bristol is assessed to be 1,925 homes per year on average up to 2040.

### Addressing remaining needs

- 6.8 Although part of the assessed need for new homes can be met within Bristol, the evidence indicates additional homes will need to be delivered elsewhere to ensure that the city's need for new homes does not go unmet. Bristol City Council has

worked with the neighbouring councils of North Somerset, South Gloucestershire and Bath & North East Somerset to consider whether and to what extent those needs could be met in those areas. The local plans for those areas will address the approach to any unmet needs which they are able to accommodate.

## Plan period and review

- 6.9 The plan as a whole looks forward to 2040. It will be reviewed after five years with a particular focus on housing needs and delivery. For the purpose of the housing requirement in Policy H1, the precise plan period spans from 1st April 2022 to 31st March 2040.

## Policy H1: Delivery of new homes – Bristol’s housing requirement

- 6.10 The development strategy has a focus on ensuring the delivery of new homes. This policy sets out a minimum target for delivery and a clear aspiration to exceed that amount where this can be achieved. It sets the tone for the local plan which aims to significantly boost housing supply by:
- Establishing a planning approach which sees development of new and affordable homes as a leading objective in development decisions;
  - Promoting urban living across the city, with a focus on regenerating previously developed land;
  - Taking a plan-led approach to promoting areas with the potential to increase densities;
  - Allocating new sites for housing and mixed-use development;
  - Managing the development of student housing to safeguard existing communities and support delivery of new homes whilst supporting thriving universities.

By offering a large range of potential development sites, areas of growth and regeneration and a variety of policy interventions the local plan can help to increase the likelihood of our housing delivery targets being delivered and exceeded.

- 6.11 This policy sets out the housing requirement for Bristol and the aspiration that it will be exceeded.

### Policy text

An annual average minimum of 1,925 new homes will be delivered over the plan period to 2040. The aspiration is that this figure will be exceeded where this can be supported by service and infrastructure capacity.

### Explanation

- 6.12 Although this policy sets out a minimum target figure, the housing delivery emphasis of this strategy means that the aspiration is that this figure will be exceeded, provided that the potential capacity that exists in the city can be unlocked through the delivery of supporting infrastructure.
- 6.13 Reference to years in the policy refers to the year ending 1st April i.e. 2040 means the year from 1st April 2039 to 31st March 2040. Starting period for this policy is the year ending 31 March 2023.

## Policy AH1: Affordable housing provision

- 6.14 Bristol City Council is committed to building a better Bristol where all citizens are able to access a safe, permanent and genuinely affordable place to live. Achieving this outcome will raise overall living standards in the city, improve the physical and mental well-being of our citizens and improve the educational attainment and life opportunities of our young people.
- 6.15 The need for affordable housing in Bristol is very high. Providing thousands of high quality, sustainably designed affordable homes to meet Bristol's needs is therefore critical to the long-term social, economic and environmental health of the city.
- 6.16 Affordable housing means homes to rent or buy that are put in reach of people not able to access market housing. The greatest need in Bristol is for social rented affordable homes. Affordable home ownership also plays a role in meeting the city's housing need. This includes shared ownership homes provided on a part sale part rent basis and First Homes, the Government's preferred discounted market tenure.
- 6.17 Meeting this level of need requires new approaches and policy mechanisms. The council is therefore working with a wide range of partners including local communities, private developers and registered providers to deliver new affordable homes for the city. Affordable homes will also be delivered directly by the council, including new council homes and homes delivered through council-owned housing companies. The council will employ a new needs-based approach that seeks to maximise affordable housing supply from private developers without public subsidy and then further increase supply through other mechanisms. Whilst viability considerations inform the proportion of affordable housing that can be viably delivered from private development this should not be a limiting factor on the overall level of affordable housing sought.
- 6.18 This policy aims to achieve a minimum of 12,000 new affordable homes delivered over the plan period. To help meet and exceed this amount the policy aims to ensure that all eligible residential developments contribute at least 35% affordable housing. This will include units delivered without public subsidy reflecting scheme viability and units delivered through other mechanisms. The policy also sets proportions for the type of affordable housing needed and ensures provision complies with relevant national and local requirements.

### Policy text

#### *Affordable housing delivery*

Affordable housing will be delivered through a range of delivery mechanisms including:

- Direct development of homes by Bristol City Council (new council homes);
- Development by the council's housing company Goram Homes;
- Direct development by Bristol City Council's registered provider partners and other affordable and specialist housing providers;
- Private residential development proposals where a proportion of each major development will be delivered as affordable housing, including a proportion delivered without subsidy.

Residential developments of 10 dwellings or more that are subject to this policy will be expected to provide at least 35% affordable housing as part of the dwelling mix.



Proposals should be designed at the application stage to deliver the expected proportion of at least 35% affordable housing.

To demonstrate how this will be achieved developers should:

- Identify the maximum proportion of affordable housing that can be delivered viably without public subsidy; and
- Ensure proposals in the City Centre provide affordable housing through a threshold approach; and
- Where 35% cannot be delivered without public subsidy agree to work with the council to deliver the shortfall through other mechanisms; and
- Where 35% can be delivered without public subsidy agree to work with the council to explore ways to increase the delivery of affordable housing above this percentage.

Where developers consider that scheme viability may be affected by the policy's requirements, they will be expected to demonstrate whether particular circumstances justify the need for a viability assessment and provide full development appraisals to demonstrate an alternative affordable housing provision.

#### ***Affordable housing tenure proportion***

Affordable housing secured without public subsidy should normally be provided as 75% social rent and 25% affordable home ownership which can include First Homes.

#### ***General provisions***

In all cases proposals should ensure that:

- Affordable housing provision is met on site unless off-site provision or an appropriate financial contribution in lieu can be robustly justified and the agreed approach contributes to the creation of mixed and balanced communities;
- Affordable housing provided is transferred to one of the council's HomesWest registered provider partners, the council as a social landlord, or to any other affordable housing partner as agreed with the council (with the exception of Affordable Private Rent and First Homes);
- Affordable housing is made available to eligible and qualifying households at a locally affordable price;
- Affordable housing for rent and shared ownership and First Homes continues to remain at an affordable price for future eligible households or, if this restriction is lifted, for the subsidy to be recycled for alternative affordable housing provision.

The council's Affordable Housing Practice Note provides guidance on the implementation of this policy.

#### **Explanation**

- 6.19 This policy applies to all residential development. Policy BTR1 'Build to Rent housing' sets out the approach to affordable housing in build to rent development.

*Affordable housing delivery*

- 6.20** The policy identifies the minimum proportion of affordable housing to be included in residential developments of 10 dwellings or more as 35%. The developer should identify at the application stage which dwellings within the development would be delivered as affordable housing to achieve this minimum proportion.
- 6.21** To achieve the minimum proportion of 35% developers should firstly maximise provision of affordable housing without public subsidy. Based on assessments of development viability undertaken in 2023 the following percentages represent average levels achievable for each location at that time (see Diagram 6.1 for locations):

North West Bristol	35%
Other locations	30%
Bristol City Centre	Threshold approach

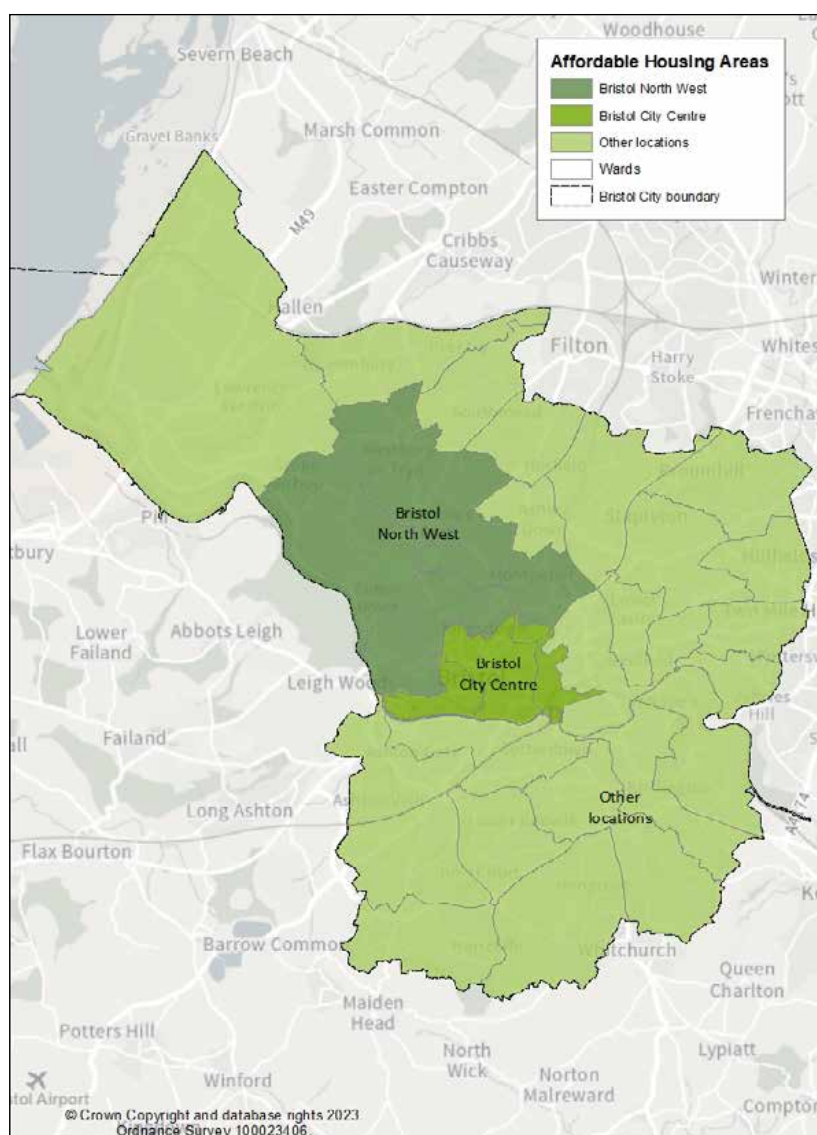


Diagram 6.1: Affordable housing areas

- 6.22 Proposals that provide for the above percentages (or any up-dated percentages published) without public subsidy are assumed to be viable. Developers will therefore need to demonstrate whether particular circumstances justify the need for a viability assessment at the planning application stage. The council will determine the weight to be given to the viability assessment having regard to all the circumstances in the case. Where a viability assessment is needed the council will expect a full development appraisal to be submitted for independent validation. The appraisal should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available.
- 6.23 To reflect the development viability challenges which can arise on sites within Bristol City Centre (see diagram 6.1) developers will be able to provide affordable housing through a threshold approach. Provided the developer's affordable housing offer meets a threshold of at least 20% affordable housing the offer will not be subject to viability testing at the application stage. The developer should agree to commence development within 18 months of any permission being granted and to meet all other relevant policy requirements. Further detail on the application of the threshold approach is set out in the council's Affordable Housing Practice Note.
- 6.24 To ensure the delivery of affordable housing without public subsidy can be maximised throughout the plan period the council will operate a rolling review of percentages sought. This will include a review of development viability at an early stage in the plan period, and at later stages where appropriate, to ensure percentage levels remain up-to-date and reflect current market circumstances. The council will also monitor the level of affordable housing secured without public subsidy through its annual Authority's Monitoring Report and/or other mechanisms. Any revised percentages will be set out in the council's Affordable Housing Practice Note.
- 6.25 The policy also makes provision for any shortfall against the minimum proportion of 35% to be made up through other mechanisms. These can include the following, or as otherwise agreed with the council:
- The developer works with the council to secure available infrastructure funding through central government to improve viability;
  - The affordable housing tenure proportion is adjusted to improve the viability of the development to enable the delivery of additional affordable housing;
  - The developer's Registered Provider seeks funds for additional affordable housing from Homes England, Bristol City Council (subject to availability) or other sources of subsidy for affordable housing delivery;
  - The developer agrees to viability testing at later stages in the development process to identify any potential for additional affordable housing where market conditions have improved.
- 6.26 Where a shortfall against the minimum proportion of 35% is identified the council will expect developers to work with the council to deliver additional units up to the minimum proportion.
- 6.27 Where the minimum proportion of 35% can be delivered without public subsidy developers will be invited to work with the council to explore ways to further increase the delivery of affordable housing above the minimum proportion.

- 6.28 The number of units secured without public subsidy and the expectation to work with the council to deliver additional units would be secured through a section 106 planning agreement.

### *Affordable housing tenure proportion*

- 6.29 The council's preferred tenure mix for affordable housing delivered without public subsidy is 75% social rent and 25% affordable home ownership. Under affordable home ownership, the council will accept affordable housing comprising First Homes or shared ownership units.
- 6.30 Where additional affordable housing is sought to meet a shortfall against the minimum proportion, or, where the minimum proportion can be exceeded the council may accept an alternative tenure mix for these units which reflects the level and type of grant funding available and/or viability considerations.
- 6.31 The type/size profile of the affordable housing will be guided by the Local Housing Needs Assessment and other local housing requirements.

### *General provisions*

- 6.32 All affordable housing is expected to be delivered on site. Where a financial contribution is acceptable the amount paid will be equivalent to the level of developer subsidy provided if the affordable housing had been delivered on site. Where the level of affordable housing sought includes a fraction of a unit this fraction should be provided as a financial contribution or otherwise rounded up to the next whole number and provided on site.
- 6.33 Affordable homes delivered for rent or shared ownership should be transferred to one of the council's HomesWest registered provider partners or to any other affordable housing provider that has been agreed with the council (with the exception of affordable private rent and First Homes).
- 6.34 The price of affordable housing for eligible households should be locally affordable. The council will use appropriate mechanisms to ensure rents, equity sale percentages and discounts on market sale are all set at affordable levels. This will include delivering all rented affordable tenures at a cost to households that is no greater than Local Housing Allowance levels (or any subsequent capping mechanism the council may introduce to ensure the affordability of rents), including service charges, at first and subsequent lets.
- 6.35 Provision should be made to ensure all affordable housing delivered remains at an affordable price for future eligible households or, if this restriction is lifted, for the subsidy to be recycled for alternative affordable housing provision.
- 6.36 Developers are advised to engage with registered and other affordable housing providers on matters of design, fire safety and other relevant requirements and standards to ensure the affordable homes delivered are suitable for transfer to the affordable housing providers.
- 6.37 The council's Affordable Housing Practice Note provides guidance on how affordable homes are delivered in Bristol under this policy.



## Policy H2: Preventing the loss of residential accommodation

- 6.38 The development strategy has a focus on ensuring the delivery of new homes. In pursuit of this objective, it is necessary to ensure that the existing stock of homes is not diminished.

### Policy text

In order to maintain the net housing stock, planning permission will not be granted for proposals involving the loss of an existing home unless:

- i. The site is unsuitable for continued residential use; or
- ii. The loss of the existing homes would be necessary to provide for essential infrastructure or local community facilities; or
- iii. The home would be replaced.

### Explanation

- 6.39 The policy is applicable to properties falling within Use Class C3 Dwellinghouses (Town and Country Planning Use Classes Order). This includes both houses and flats. It is also applicable to houses in multiple occupation where the residential use would be lost.

## Policy H4: Housing type and mix

- 6.40 A city with a mix of housing types, tenures and sizes is better able to meet the changing needs and aspirations of its residents and to adapt to future changes in household size and form. Delivering greater choice can contribute to housing mobility. A range of smaller homes can provide for smaller households or people wishing to downsize. A range of larger homes can enable households to grow or families to start and allow for flexibility over time. Delivering greater choice also increases opportunities for households to remain within their communities when circumstances change.

- 6.41 This policy will ensure that new residential development provides for a range of housing types and sizes with a focus on the provision of homes intended for permanent occupation within Use Class C3.

### Policy text

All new residential development should maintain, provide or contribute to a mix of housing to help support the creation of mixed, balanced and inclusive communities.

Development proposals should contribute towards an appropriate mix of housing having regard to the following:

- Securing efficient use of land and optimising density;
- The existing housing profile of the area;
- Local housing evidence;
- The need to redress any harmful housing imbalance that exists in the area;
- The characteristics of the site including its suitability for different housing types.

Within areas of growth and regeneration as set out in the Development Strategy an appropriate proportion of homes of various sizes will be sought in accordance with the provisions of those policies and any relevant supplementary planning documents, masterplans or spatial frameworks.

### Explanation

- 6.42 The policy criteria will help to achieve an appropriate mix of housing within the development. A number of evidence sources including the Local Housing Needs Assessment, other local housing needs studies and area specific guidance can be used to inform the approach.

## Policy H5: Self-build and community-led housing

- 6.43 Supporting the delivery of self-build or custom housebuilding and community-led housing can contribute to greater housing choice and potentially provide lower cost options for households, than regular market housing.
- 6.44 The Government has introduced legislation and published guidance to support an increase in the delivery of self-build and custom housebuilding. The Self-Build and Custom Housebuilding Act places a duty on relevant authorities to keep registers of people seeking to acquire land to build their own homes. The Act also places a duty on relevant authorities to give suitable development permissions in respect of enough serviced plots to meet the demand for self-build as evidenced by the number of people on an authority's register. This type of housing is generally delivered as market housing.
- 6.45 The council also wants to support the delivery of community-led housing. This form of housing can play a locally important role in delivering affordable and market homes for a defined community. The council is working with various communities to help bring forward proposals to meet their local housing needs.
- 6.46 This policy offers an approach to delivering land for self-build and custom housebuilding to help meet identified demand across the city and community-led housing to help meet local need for affordable homes. This will be achieved through site allocations and other policy mechanisms to support delivery.

### Policy text

The provision of new homes through self-build, custom housebuilding and other community-led approaches will be encouraged.

#### *Site allocations for self-build, custom housebuilding and community-led housing*

The following sites are allocated specifically for self-build and custom housebuilding and/or community-led housebuilding:

- Bridge Farm, Glenfrome Road, Eastville;
- Land at College Road, Fishponds;
- Stapleton Cricket Club, Park Road, Stapleton.

***Provision for self-build, custom housebuilding and community-led housing as part of new development***

At least 5% of homes will be in the form of self-build/custom-build housing and/or community-led housing on the following sites allocated for new homes:

- Land at Bath Road, Brislington;
- Land to west of Elsbet Drive, Highridge.

***Growth and regeneration areas***

A proportion of self-build/custom-build housing and/or community-led housing will be sought as part of the overall development of identified growth and regeneration areas.

***Community-led housing exception sites***

Proposals for community-led housing of a scale and mix appropriate to the location and to the level and type of local need identified will be permitted on sites meeting the following descriptions:

- Redundant community facilities land or buildings;
- Underused land or sites within Industry and Distribution Areas (Policy E5 'Industry and Distribution Areas') provided the proposal is compatible with the industrial character of the area and would not adversely impact on the viability and continued operation of existing industrial uses;
- Sites subject to Policy E6A 'New workspace within mixed-use development';
- Reserved Open Space (Policy GI2 'Reserved Open Green Space'), provided the proposal is demonstrably supported by the local community and no deficiency of open space will result.

***Affordable housing***

Proposals for community-led housing on sites allocated specifically for self-build, custom housebuilding and community-led housing and on community-led housing exception sites should, where viable, be delivered primarily as affordable housing. On all other sites proposals that include community-led housing should contribute towards the provision of affordable housing in accordance with policy AH1 'Affordable housing provision'.

Policy AH1 will not apply to homes developed for self-build and or custom housebuilding except on sites that are allocated as listed above.

**Explanation**

- 6.47 For the purposes of this policy self-build and custom-build housing is where individuals are involved in building or managing the construction of their home or where they commission their home making key design and layout decisions. Community-led housing is housing developed and/or managed by people in self-organised not-for-profit groups and may include self-build or custom build housebuilding, self-help housing, co-housing, co-operatives, mutual housing and tenant-controlled housing where the homes are held in perpetuity by a community land trust (CLT). Community-led schemes share three common principles: a requirement that meaningful community engagement and consent occurs throughout the process; the local community group or organisation own, manages or stewards the homes; and a

requirement that the benefits to the local area and/or specified community are clearly defined and legally protected in perpetuity. Community-led housing groups may work in partnership with a Registered Provider to deliver and manage the homes.

- 6.48 Detailed information on the delivery of self-build/custom-build housing and community-led housing as part of larger development sites will be set out in further guidance.

#### *Site allocations for self-build, custom housebuilding and community-led housing*

- 6.49 In addition to the sites allocated in the policy the council is working with community organisations to deliver community-led housing on the following sites:
- Tenants Hall Community Centre, Avonvale Road, Barton Hill;
  - Scout Hut, Woodborough Street Easton;
  - Former Matrix Training Centre, the Crescent, Sea Mills;
  - 14-16 and 26-32 Constable Road, Lockleaze;
  - Garages at Rowlandson Gardens, Lockleaze;
  - Garages at Turner Gardens, Lockleaze;
  - Former Hillfields Park Community Centre, Thicket Avenue, Hillfields.

#### *Growth and regeneration areas*

- 6.50 An appropriate proportion of self-build/custom-build housing and or community-led housing will be sought within identified areas of growth and regeneration. In defining the proportion on any one site regard should be had to local housing needs, site size and the characteristics of the site including its suitability for different housing types.

#### *Community-led housing exception sites*

- 6.51 To address the housing needs of the local area and/or a specified community the policy describes types of site not normally used or allocated for housing that may be suitable for appropriate community-led housing schemes. Proposals coming forward on these sites need only meet the requirements stated for each site type and will not be subject to the full requirements of the relevant policy.

#### *Affordable housing*

- 6.52 Community-led housing development is more likely to meet the national policy definition of affordable housing as proposals are usually brought forward to address local housing affordability issues. Community-led housing development should therefore be delivered primarily as affordable housing, where this is viable, on sites allocated for that form of housing or on community-led housing exception sites. On other sites where community-led housing is sought proposals should include a contribution towards the provision of affordable housing in accordance with policy AH1.
- 6.53 Proposals for self-build and custom housebuilding development are generally delivered as market housing and are exempted from providing certain forms of affordable housing by national policy. However, proposals can be brought forward in partnership with a Registered Provider to include units for rent that will meet national policy affordable housing definitions. To reflect this possibility, proposals for self-build and custom housebuilding development on all allocated sites listed in the policy should provide a contribution towards the provision of affordable housing in accordance with policy AH1.



## Policy H6: Houses in multiple occupation and other shared housing

- 6.54 Bristol's stock of houses in multiple occupation (HMOs) form a significant part of the city's private rented provision, providing homes and contributing to people's housing choice. This form of accommodation is generally more affordable and flexible and therefore suitable for younger people and other households that are not living as families. As well as reducing housing costs for individuals, sharing homes can also have positive social benefits for occupiers, helping individuals, especially young people, form new networks and relationships.
- 6.55 Multiple occupancy also has the potential to create impacts on the residential amenity and character of an area. Concentrations within neighbourhoods can result in harmful effects and lead to imbalanced, less inclusive and unsustainable communities.
- 6.56 This policy offers an approach to addressing the impacts and issues of these forms of accommodation. It aims to ensure that development preserves the residential amenity and character of an area and that mixed and balanced communities are maintained. The policy also seeks good quality accommodation by ensuring development complies with relevant standards and requirements.

### Policy text

#### *Houses in multiple occupation and other shared housing - Citywide criteria*

Proposals for the development or intensification of houses in multiple occupation or other forms of shared housing will not be permitted where the development would:

- i. Harm the residential amenity or character of the locality as a result of any of the following:
  - a. Levels of activity that cause excessive noise and disturbance to residents; or
  - b. Levels of on-street parking that cannot be reasonably accommodated or regulated through parking control measures; or
  - c. Cumulative detrimental impact of physical alterations to buildings and structures; or
  - d. Inadequate storage for recycling/refuse and cycles.
- ii. Create or contribute to a local imbalance of such uses, taking into account proximity to existing purpose-built student accommodation within a locality, as a result of any of the following:
  - a. Exacerbating existing harmful conditions including those listed above; or
  - b. Reducing the choice of homes in the area by changing the housing mix.

#### *Houses in multiple occupation - avoiding a local imbalance*

Proposals for the development of houses in multiple occupation will not be permitted where the development would result in any residential property or properties being located between two houses in multiple occupation.

Where any residential property or properties are already located between two houses in multiple occupation proposals for the intensification of either house in multiple occupation will not be permitted.

Within a defined area proposals for the development of houses in multiple occupation will not be permitted where the development would result in more than 10% of the total dwelling stock of the defined area being occupied as houses in multiple occupation.

Within a defined area proposals for the intensification of existing houses in multiple occupation will not be permitted where 10% or more of the total dwelling stock of the defined area is already occupied as houses in multiple occupation.

### *Standards for houses in multiple occupation and other shared housing*

Where development is permitted it will be expected to provide a good standard of accommodation by meeting relevant standards and requirements. For houses in multiple occupation this will include compliance with relevant standards relating to licensable accommodation.

In all other respects development will be expected to meet the relevant requirements set out in other development plan policies.

## Explanation

- 6.57 For the purposes of this policy houses in multiple occupation (HMOs) are broadly defined as houses or flats occupied by three or more individuals who form two or more households and who share basic amenities such as a kitchen, bathroom or toilet. Other shared housing can include houses or flats in use as residential institutions (Use class C2/C2A), supported or specialist supported housing that is shared and purpose-built shared living accommodation.
- 6.58 A dwellinghouse used as a small HMO and occupied by between three and six individuals will only require planning permission in areas covered by an article 4 direction. Planning permission is required for all large HMOs occupied by more than 6 individuals.
- 6.59 This policy applies to:
- Building new HMOs;
  - Converting existing dwellings into HMOs;
  - Intensifying existing HMOs through an increase in the number of bedspaces, where this requires planning permission; and
  - Other forms of shared housing.
- 6.60 Purpose-built student housing is covered by Policy H7 'Managing the development of purpose-built student accommodation'.

### *Houses in multiple occupation and other shared housing - Citywide criteria*

- 6.61 When making assessments on new development, consideration is to be given to the particular qualities and characteristics of a residential area or residential uses that contribute to a householder's peaceful enjoyment of their home and locality. These usually include generally quieter surroundings; a cohesive community; a well-maintained or visually attractive environment; a reasonable level of safe, accessible and convenient car parking and the preservation of buildings and structures that contribute to the character of a locality.

- 6.62 Harm is likely to occur when issues associated with these uses arising either from individual developments and/or concentrations of similar development, including nearby existing purpose-built student accommodation, result in detrimental effects on these residential qualities and characteristics. Harm can also occur where the choice of housing is reduced and no longer provides for the needs of different groups within the community.

#### *Houses in multiple occupation – avoiding a local imbalance*

- 6.63 The council considers that a local imbalance is likely to arise where:
- up to three existing residential properties are sandwiched between two HMOs; or
  - more than 10% of the total dwelling stock is occupied as HMOs within approximately 100 metres of the site (including the proposal).
- 6.64 The provision of additional bedspaces within existing HMOs where there is already a local imbalance, as identified above, will exacerbate this effect and will also be unacceptable.
- 6.65 This part of the policy should be implemented with reference to guidance set out in the Managing the development of houses in multiple occupation Supplementary Planning Document.

#### *Standards for houses in multiple occupation and other shared housing*

- 6.66 To ensure a good standard of accommodation for future occupiers, issues relating to internal living space, layout, accessibility, external amenity space, outlook, privacy, adaptability, security, safety, cycle and car parking and refuse and recycling storage will need to be considered. This part of the policy should be implemented with reference to guidance set out in the Managing the development of houses in multiple occupation Supplementary Planning Document.

### **Policy H7: Managing the development of purpose-built student accommodation**

- 6.67 Bristol's higher education providers make a significant contribution to the city's economic, social and cultural life. Enrolment at the city's universities has grown in recent years accompanied by investment in new teaching facilities, services and accommodation. This includes the delivery of a new Enterprise Campus by the University of Bristol at Temple Quarter. The strength and success of the city's universities can be supported by the delivery of sufficient accommodation for students. Meeting the accommodation needs of the universities also contributes to the city's overall housing requirement.
- 6.68 Changes in higher education have increasingly seen the development of purpose-built accommodation, mostly within the city centre. This type of housing helps to ease overall demand, relieves pressure on the city's housing stock, is well managed and provides greater accommodation choice. This form of development also supports the renewal of parts of urban areas through high quality mixed-use schemes, including the re-use or replacement of redundant buildings and the upgrading or creation of new areas of public realm. Student schemes can also increase levels of activity within areas and bring additional vitality to areas in need of regeneration.

- 6.69 The council wants to ensure that students are provided with the best possible learning experience when coming to study in the city. This includes the provision of high quality, well managed, safe, and accessible purpose-built accommodation. This also means access to a wide choice of quality accommodation at affordable prices.
- 6.70 The council also wants to ensure that the needs of students are balanced with the needs of the whole community in terms of housing, services and amenities. Large-scale developments or clusters of student accommodation can give rise to certain issues including problems arising from intensively occupied accommodation and changes to the housing balance, function, diversity and character of an area.
- 6.71 Provided these issues are managed the provision of purpose-built accommodation in appropriate locations is supported by the council and both of the city's universities. Expected growth in student numbers should be met through this form of accommodation to ensure the local housing stock remains available to meet general housing needs and to prevent further impacts on residential areas through the growth of HMOs.
- 6.72 This policy offers an approach to delivering a sustainable increase in purpose-built student accommodation. This will be achieved by ensuring development comes forward in appropriate locations, provides for a mix of uses where appropriate, maintains a balance with the needs of the wider community including the city's wider housing requirements and delivers high quality and well-managed accommodation.

### Policy text

The amount and location of purpose-built student accommodation will be carefully managed to ensure that:

- There are no adverse effects on existing communities;
- Proposals are consistent with other planning policies, including policies for new homes and workspace, achieving a net zero and climate resilient city and delivering well-designed development; and
- Growth in student population is matched by the provision of purpose-built accommodation.

All proposals for purpose-built student accommodation will be expected to demonstrably meet identified needs, to have the support of the relevant higher education provider when larger scale development is proposed and to be in accordance with the provisions set out below.

### *Purpose-built student accommodation provision at University of Bristol residential sites*

Development of additional purpose-built student accommodation at existing University of Bristol residential sites will be acceptable provided that:

- Development is subject to a comprehensive masterplan for the site; and
- The total number of additional bed spaces is not exceeded:
  - Clifton residential campus - up to 200 bed spaces;
  - Stoke Bishop residential campus (North Residential Village) - up to 500 bed spaces; and
- Proposals would not give rise to significant additional demand for on-street parking in the surrounding area and would comply with all other relevant policy provisions.



***Purpose-built student accommodation provision in areas of growth and regeneration***

Development of purpose-built student accommodation in the following locations that is in accordance with the development strategy policy for the area will be permitted up to the total number of bed spaces indicated:

- Up to 800 bed spaces within the existing University of Bristol city centre precinct;
- Up to 4,600 bed spaces at Bristol Temple Quarter and St. Philip's Marsh;
- Up to 750 bed spaces within Bristol Shopping Quarter (Broadmead);
- Up to 500 bed spaces within Frome Gateway;
- Up to 1,600 bed spaces within Central Bedminster.

The total number of bed spaces should only be exceeded where development is directly supported through area specific guidance or, where no guidance is published, meets the criteria set out below for other locations. Proposals should comply with all other relevant policy provisions.

***Purpose-built student accommodation provision in locations supported by local communities***

Development of purpose-built student accommodation at other appropriate locations identified and demonstrably supported by local communities, including through Neighbourhood Development Plans or other community-led strategies, will be acceptable where it is consistent with other relevant provisions of this policy.

***Purpose-built student accommodation provision - other locations***

At other locations any proposals for purpose-built student accommodation should form part of mixed use developments comprising a proportion of other compatible residential uses where feasible and appropriate. Development should:

- Not result in a local imbalance of purpose-built student accommodation within any residential, city centre commercial area or town centre;
- Not conflict with the delivery of other planning objectives for the area in which it is proposed;
- Where the development includes self-contained accommodation provide a contribution towards affordable housing in line with policy AH1 'Affordable housing provision'.

***Affordable student housing***

Development in all locations will be expected to include an appropriate proportion of affordable student housing to meet identified need.

Bed spaces provided as affordable student housing should be allocated by the relevant higher education provider to students it considers most in need of the accommodation.

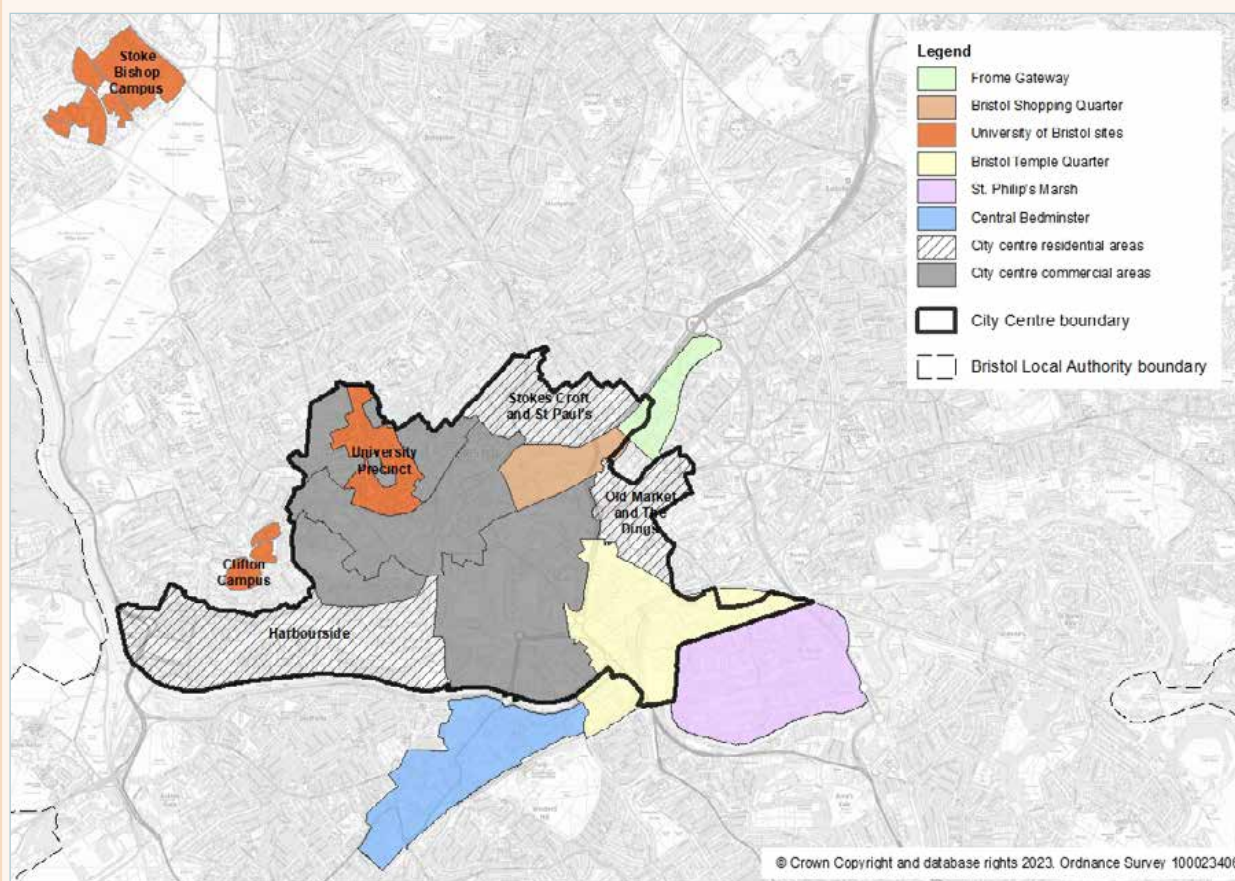
Where all bed spaces within a development are provided as affordable student housing proposals will not be expected to have the support of the relevant higher education provider.

***Purpose-built student accommodation provision – general provisions***

In all cases, proposals for purpose-built student accommodation should:

- Demonstrate integration with surrounding communities and areas;
- Be subject to an appropriate management regime set out in an approved management plan;
- Be car-free and deter occupants from the parking of cars elsewhere in the city;
- Make provision for disabled access and disabled parking for occupants and visitors;
- Include active frontages and incorporate active ground floor uses wherever possible and appropriate.

Development will be expected to provide a high standard of accommodation by meeting relevant requirements and standards set out in other development plan policies.



**Diagram 6.2: Locations for purpose-built student accommodation**

**Explanation**

- 6.73** This policy seeks to ensure that proposals for purpose-built student accommodation should not result in adverse effects on existing communities. To avoid adverse effects development should either be located in the defined locations set out in the policy, subject to stated bed space limits, and locations supported by communities, or, when located elsewhere should be balanced with the needs of the local community having

regard to relevant guideline bed space thresholds identified for the area. Proposals should comply with all other relevant policy provisions.

- 6.74 Proposals should be consistent with all other planning policies that relate to the area in question. In particular, development should not inhibit or prevent the delivery of new homes, including affordable homes, or new employment workspace where this is identified in relevant policies. Proposals should also help to achieve a net zero and climate resilient city and deliver well-designed development.
- 6.75 Development should also demonstrate how the accommodation needs of relevant higher education providers are being met in terms of the quantity, type and quality of accommodation to be provided. All larger scale development will need to have the support of the relevant higher education provider where accommodation is being provided for students of that institution. This could take the form of a nomination agreement between the institution and the accommodation provider.
- 6.76 The University of Bristol have projected further growth in student numbers over the plan period. This will create a need for some 8,800 additional bed spaces city-wide by 2040. The supply of bed spaces will be monitored against projected student accommodation needs within Bristol.
- 6.77 Development counting towards the bed space limits for all defined areas set out in the policy includes all development completed, started, or with extant planning permission since March 2019.

#### *Purpose-built student accommodation provision at University of Bristol residential sites*

- 6.78 To ensure the best use is made of established university facilities the policy allows for some additional purpose-built student accommodation at the existing University of Bristol sites at Clifton and Stoke Bishop. Both sites are located within primarily residential areas. The policy therefore seeks to ensure that any development is not disproportionate in its impacts and addresses its relationship with the surrounding residential communities.
- 6.79 Due to the scale of existing provision at Stoke Bishop, its residential location and the distance of the site from the university's teaching centres, the policy expects that any additional development is brought forward as part of a comprehensive masterplan for the entire site. This would include measures to ensure a sustainable approach to development with no loss of existing on-site parking and any significant increased pressure for on-street parking controlled through specific measures to be agreed with the council.

#### *Purpose-built student accommodation provision in areas of growth and regeneration*

- 6.80 Other appropriate defined locations for single use purpose-built student accommodation (up to the relevant bed space limit) are identified in the policy. This will include the University of Bristol's proposed new campus at Temple Quarter and the University of Bristol's existing city centre precinct. Proposals in these areas should be in accordance with the development strategy policy for the area. The policy also identifies circumstances where bed space limits can be exceeded. These include where area based guidance documents make specific provision for additional bed spaces or, if no guidance is published, where proposals meet the relevant policy criteria set out for other locations.

*Purpose-built student accommodation provision in locations supported by communities*

- 6.81 Other appropriate locations will include those identified by local communities, including through Neighbourhood Development Plans, Neighbourhood Development Orders and other published community strategies or plans.

*Purpose-built student accommodation provision – other locations*

- 6.85 Development of purpose-built student accommodation outside of defined locations should where feasible form part of a mixed use development with the mix of uses provided appropriate to the site and its context. This should include the provision of new homes of a type compatible with the student accommodation. This will help to increase local housing supply and choice and support the mix and diversity of uses in the local area. The larger the site, the more likely it is that a mix of on-site uses will be expected.
- 6.86 The provision of purpose-built student accommodation should also be balanced with the needs and expectations of the wider community. These include a good choice of housing, a range of services and facilities to serve the needs of the whole community and appropriate standards of residential amenity. Problems can result from an individual large-scale development or clusters of developments. These can include a reduction in local housing choice, a general weakening of the diversity of uses within an area and increased levels of activity surrounding development resulting in detrimental effects on residential amenity and/or the character of an area.
- 6.87 As a guide the council considers that a local imbalance of purpose-built student accommodation is likely to occur where bed space numbers within 200 metres of the site (including the proposal) exceed a threshold of 100 bed spaces within residential areas (including city centre residential areas identified on Diagram 6.2 and all other areas outside of the city centre) and 1,000 bed spaces within the city centre's commercial areas (identified on Diagram 6.2) and designated town centres. Where bed space limits in defined areas can be exceeded in accordance with the policy criteria for other locations the relevant threshold will be 1,000 bed spaces within 200 metres of the site. In all cases the proximity and concentration of houses in multiple occupation should also be taken into account. Assessments on whether an imbalance would occur should also consider the extent to which the development provides for a mix of uses, including residential, that contributes to the diversity of uses and housing choice within the area.
- 6.88 Where development includes self-contained units that are not cluster flats and are capable of being used as independent dwellings, such units will be considered as dwellings for the purposes of calculating any affordable housing contribution under policy AH1.

*Affordable student housing*

- 6.88a To ensure accommodation is affordable to all, the policy seeks a proportion (at least 35%) of bed spaces within the development as affordable. Affordable student housing is defined as a bed space within the development that is provided at a rental cost for the academic year equal to or below 50 per cent of the maximum income that a new full time-student living away from home could receive from the Government's Maintenance Loan (or any replacement state funding mechanism) for living costs



for that academic year. Identified need could include students receiving the full Maintenance Loan or otherwise determined by the universities and agreed with Bristol City Council.

- 6.88b To ensure the delivery of affordable student housing can be maximised throughout the plan period the council will operate a rolling review of the percentage sought. This will include a review of development viability at an early stage in the plan period, and at later stages where appropriate, to ensure percentage levels remain up-to-date and reflect current market circumstances. The council will also monitor the level of affordable student housing secured through its annual Authority's Monitoring Report and/or other mechanisms. Any revised percentage will be published by the council.
- 6.88c The relevant higher education provider should allocate the affordable student housing to students considered most in need of the accommodation. This will include all accommodation operated by the relevant higher education provider or where a nomination agreement is in place.
- 6.88d Proposals do not need to have the support of the relevant higher education provider where all bed spaces within a development are provided as affordable student housing.

#### *Purpose-built student accommodation provision – general provisions*

- 6.89 All proposals should identify what measures will be put in place to ensure the best integration of the development with the surrounding community and area. Appropriate management plans should be submitted with proposals setting out details relating to (but not limited to) the management of the building; moving in and moving out processes; the approach to community liaison; expected codes of conduct for occupiers including disciplinary procedures; cycle and car parking arrangements; travel plans for occupants and storage of refuse and recycling. The management plan should also include details of which Government approved code that the provider has signed up to or, where relevant, details of all licenses granted by the local authority.
- 6.90 Proposals should not include parking for residents except for disabled parking for residents and visitors. Accommodation providers should also strongly discourage students from bringing their cars to the city for the duration of their academic studies through code of conduct agreements and travel plans.
- 6.91 A good standard of accommodation for future occupiers is sought. Consideration should be given to internal living space, layout, accessibility, external amenity space, outlook, privacy, adaptability for future conversion to other uses, security, safety, cycle parking and refuse and recycling storage.

### **Policy H8: Older people's and other specialised needs housing**

- 6.92 Providing appropriate homes to meet the needs of older and other people with specialised accommodation needs is important to ensure that all of the community's housing requirements are met.
- 6.93 For older people seeking more suitable housing or in housing need, opportunities should be provided, where appropriate, to remain independent and socially active. This will usually mean access to local amenities including public transport and homes

that provide high levels of accessibility. For people with social care needs, housing may require specialised design features to address specific challenges and conditions as well as a requirement for on-site and support staff.

- 6.94 A range of housing options that meet different levels of need and that take account of different incomes will need to be provided. The policy seeks to ensure that all developments of older and specialised needs housing address these key requirements.

### **Policy text**

A range of older people's and specialised needs housing options that promote and maintain housing independence and provide appropriate care and support services will be encouraged.

#### ***Affordable housing for older people***

Development of extra care housing or housing-with-care comprising 60 dwellings or more should provide a minimum of 10% affordable housing for older people delivered without public subsidy.

Where developers consider that scheme viability may be affected by the percentage sought, they will be expected to demonstrate whether particular circumstances justify the need for a viability assessment and provide full development appraisals to demonstrate an alternative affordable housing provision.

Where the level of affordable housing secured without public subsidy would be below the expected percentage the developer should work with the council to deliver additional affordable housing to achieve the stated percentage through alternative mechanisms.

Proposals should ensure that affordable housing is met on site unless off-site provision or an appropriate financial contribution in lieu can be robustly justified and the agreed approach contributes to the creation of mixed and balanced communities.

Development of age-restricted general market housing, retirement living and sheltered housing should provide a contribution towards affordable housing in accordance with policy AH1 'Affordable housing provision'.

#### ***General provisions***

All older people's and other specialised needs housing should aim to meet the following criteria:

- i. Located close to shops, services, community facilities and open space as considered appropriate to the needs of the intended occupiers or provided on-site where required; and
- ii. Located close to good public transport routes; and
- iii. At least 10% of all dwellings, with the exception of extra care or housing with care dwellings, designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users (compliant with Building Regulations M4(3) Category 3: Wheelchair user dwellings); and

- iv. At least 50% of extra care or housing with care dwellings designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users (compliant with Building Regulations M4(3) Category 3: Wheelchair user dwellings); and
- v. All dwellings designed to be accessible and adaptable (compliant with Building Regulations M4(2) Category 2: Accessible and adaptable dwellings) except for those dwellings that are designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users; and
- vi. Provide a good standard of accommodation that meets the specific needs of all occupiers.

### Explanation

6.95 Older people's housing includes all forms of residential accommodation designed for older people which may include provision of communal facilities and or care and support services. National planning practice guidance identifies some of the different types of housing available including age restricted general market housing, retirement living or sheltered housing and extra care housing or housing-with-care. Other housing arrangements available for older people can include inter-generational housing for a community and homesharing. Other specialised needs housing includes residential accommodation for children and adults in need, including needs arising from illness or disability, or children and adults at risk. All such development will usually fall within Use Classes C2 and C3.

### *Affordable housing for older people*

- 6.96 Development of extra care housing or housing-with-care that meets the national planning practice guidance definition should provide affordable housing for older people in accordance with the stated threshold and percentage. The affordable housing tenures provided should be consistent with the national policy definition of affordable housing.
- 6.97 Planning applications that comply with the stated percentage (or any up-dated percentage published) are assumed to be viable. Developers will therefore need to demonstrate whether particular circumstances justify the need for a viability assessment at the planning application stage. The council will determine the weight to be given to the viability assessment having regard to all the circumstances in the case. Where a viability assessment is needed the council will expect a full development appraisal to be submitted for independent validation and to be made publicly available.
- 6.98 Where scheme viability prevents the delivery of the stated affordable housing percentage the agreed level of affordable housing to be delivered without public subsidy will be stipulated in the planning agreement. The developer will be expected to work with the council to identify alternative forms of investment or public subsidy to deliver additional affordable housing up to the stated percentage.
- 6.99 To ensure the delivery of affordable housing can be maximised throughout the plan period the council will operate a rolling review of the percentage sought. This will include a review of development viability at an early stage in the plan period, and

at later stages where appropriate, to ensure percentage levels remain up-to-date and reflect current market circumstances. The council will also monitor the level of affordable housing secured through its annual Authority's Monitoring Report and/or other mechanisms. Any revised percentage will be set out in the council's Affordable Housing Practice Note.

- 6.100 All affordable housing is expected to be delivered on site. Where the level of affordable housing sought includes a fraction of a unit this fraction should be provided as a financial contribution or otherwise rounded up to the next whole number and provided on site. Where the council is satisfied that on site provision is not practicable a financial contribution in lieu to support the provision or improvement of housing suitable for older people will be acceptable. This will be equivalent to the level of developer subsidy provided if the affordable housing had been delivered on site.
- 6.101 Development of other forms of older people's housing where little or no care or support services are provided should contribute towards the provision of affordable housing in accordance with policy AH1. This will include age-restricted general market housing, retirement living and sheltered housing as defined in national planning practice guidance.

### *General provisions*

- 6.102 The policy sets out criteria to establish appropriate locations for older people's and other specialised needs housing. For most types of housing this involves promoting opportunities for social interaction and independence. This includes locating development close to shops, services, community facilities and open space appropriate to the needs of residents or providing these on site. Public transport connections should also be within 400 metres and provide a high frequency of service.
- 6.103 The policy also sets out criteria to ensure appropriate accessibility standards are met. The policy identifies which Building Regulations optional requirements, within Approved Document M, will be applied and the relevant proportion of housing that must meet the requirement. This will include optional requirement M4(3) Category 3: Wheelchair user dwellings applied to a proportion of the dwellings provided and optional requirement M4(2) Category 2: Accessible and adaptable dwellings applied to all other dwellings except for those dwellings where optional requirement M4(3) Category 3: Wheelchair user dwellings is applied. Optional requirements must be secured through appropriate planning conditions. The total number of wheelchair user dwellings secured should be divided appropriately between market and affordable homes.
- 6.104 Building Regulations optional requirement M4(3) makes provision for 'wheelchair adaptable' homes (constructed with the potential to be adapted for occupation by a wheelchair user) under M4(3)(2)(a), or 'wheelchair accessible' homes (constructed to be suitable for immediate occupation by a wheelchair user) under M4(3)(2)(b). All older people's affordable housing secured must be designed to be 'wheelchair accessible'.
- 6.105 A good standard of accommodation that meets the specific needs of future occupiers is sought.



**6.106** For older people's housing consideration should be given to:

- internal living space and storage;
- layouts that promote social interaction;
- multi-purpose spaces;
- external amenity space and public realm;
- outlook and daylight; and
- adaptability of design and layout.

**6.107** The design of older people's housing should also take account of Housing our Ageing Population Panel for Innovation (HAPPI) principles.

**6.108** For other specialised housing consideration should be given to:

- additional specialised accessibility needs;
- adaptable accommodation to meet the needs of different groups and the changing needs of occupiers over time;
- robust construction to minimise future requirement for reactive maintenance;
- safety features appropriate to the needs of occupiers;
- design and configuration of rooms, spaces and outdoor areas having regard to the needs of and interaction between occupiers and care and support staff;
- soundproofing measures;
- specific parking and storage requirements.

## Policy BTR1: Build to Rent housing

**6.109** Build to rent is a new and growing property asset class within the private rented sector that is recognised and defined in national policy. Developments are typically owned by institutional investors and property companies, are often professionally managed, and usually offer longer tenancy agreements of 3 years or more to residents. This form of housing has become established in Bristol over recent years with most development coming forward within the city centre. Build to rent housing can help meet demand for private rented accommodation and relieve pressure on the existing private rented housing stock. It can also make a contribution to the delivery of affordable homes.

**6.110** Development that can offer a long-lasting and reliable alternative to traditional private renting including the provision of affordable units at an appropriate discount to market rent will be supported and encouraged by the council. This policy will ensure that new build to rent development makes a positive contribution to people's housing choice and opportunity within the city's private rented sector. This will be achieved by ensuring development meets specified operational requirements and contributes toward the delivery of affordable housing.

## Policy text

To increase housing diversity and choice the development of build to rent homes will be supported as part of the mix of uses in an area having regard to Policy H4 'Housing type and mix'. Development should be in accordance with relevant development strategy policies. The appropriate mix of build to rent homes and other residential uses should be determined in accordance with the provisions of policy H4 and any guidance relating to controls on the proportion of build to rent development that may be set out in relevant future supplementary planning documents, masterplans or spatial frameworks.

### *Build to rent – general provisions*

Build to rent development will be expected to meet the national policy definition of build to rent and operate in accordance with the following criteria:

- i. The homes are held as build to rent under a covenant for at least 15 years;
- ii. Mechanisms are in place to compensate for the sale or withdrawal of any build to rent home before the end of the covenant period;
- iii. There is unified ownership and management of all residential units within the development;
- iv. Longer tenancies of three or more years are available to all tenants, with tenants having the option to terminate their tenancy at one month's notice, after the first six months, without a break fee being payable;
- v. Operators provide certainty over rent levels throughout the period of the tenancy;
- vi. On-site management is provided;
- vii. Operators have a complaints procedure in place and are a member of a government approved redress scheme.

### *Affordable housing provision*

Build to rent development should provide 20% affordable housing delivered without public subsidy.

Where applicants consider that scheme viability may be affected by the percentages sought, they will be expected to demonstrate whether particular circumstances justify the need for a viability assessment and provide full development appraisals to demonstrate an alternative affordable housing provision.

Where the level of affordable housing secured falls below the percentage sought the developer should undertake viability testing prior to occupation of the units to identify any potential for additional affordable housing where market conditions have improved.

Proposals should include a stand-alone affordable housing block, where feasible, provided as 75% social rent and 25% shared ownership. Otherwise, all affordable units secured on site should be provided as affordable private rent.

All affordable housing secured should be delivered in line with the general provisions of policy AH1 'Affordable housing provision' where relevant.

The council's Affordable Housing Practice Note: Delivery of Affordable Build to Rent Homes in Bristol provides guidance on the implementation of this policy.

## Explanation

- 6.111 For the purposes of this policy the definition of build to rent development is as set out in the National Planning Policy Framework. Co-living or shared living developments that meet this definition will be considered as build to rent housing. National policy also expects build to rent development to make provision for affordable housing.
- 6.112 The policy supports build to rent development as part of the mix of uses in any area. The appropriate mix of build to rent homes and other residential uses should be determined in accordance with the provisions of policy H4 and any guidance relating to controls on the proportion of build to rent development that may be set out in relevant future supplementary planning documents, masterplans or spatial frameworks.

### *Build to rent - general provisions*

- 6.113 To maximise the potential benefits of this form of housing the policy expects development to meet the definition of build to rent, as set out in the National Planning Policy Framework, and to operate in accordance with specified criteria.
- 6.114 All homes are expected to be held as build to rent under a covenant for at least 15 years. This ensures that homes continue to be made available for private rent in the longer term whilst providing flexibility to operators. Where homes are sold or withdrawn before the expiration of the covenant period compensation mechanisms will be applied. These will include either financial clawback arrangements or alternative provision as appropriate.
- 6.115 All homes are expected to be under unified ownership and management. This ensures the integrity of the development is maintained over time and simplifies contact between tenants and landlord.
- 6.116 The operator is expected to offer tenancies of 3 years or more to all tenants in the development. However, there should be no obligation on prospective tenants to take up a longer tenancy. Shorter tenancies of 6 months, 1 year or 2 years should be provided if requested. Tenants should not be locked into longer tenancies but given the option to terminate at 1 months' notice, after the first 6 months, without a break fee being payable.
- 6.117 The operator is expected to provide certainty and predictability over rent levels throughout the period of the tenancy. Where rent or service charges are to be reviewed within the period of the tenancy, the basis for the review and for calculating the increase should be clearly set out in the tenancy agreement.
- 6.118 The operator is expected to provide staff on-site to provide support and security services to residents. This may include a concierge service. To ensure residents have a clear process for resolving problems the operator is expected to have a complaints procedure in place and to be a member of a government approved redress scheme.

### *Affordable housing provision*

- 6.119 Based on evidence of development viability the council will seek affordable housing from build to rent development in accordance with the stated percentage level.
- 6.120 Planning applications that comply with the stated percentage (or any up-dated percentage published) are assumed to be viable. Developers will therefore need to demonstrate whether particular circumstances justify the need for a viability

assessment at the planning application stage. The council will determine the weight to be given to the viability assessment having regard to all the circumstances in the case. Where a viability assessment is needed the council will expect a full development appraisal to be submitted for independent validation. The appraisal should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available.

- 6.121 Where scheme viability prevents the delivery of the stated affordable housing percentage the developer will be expected to undertake viability testing at a later stage in the development process, prior to occupation of the units, to identify any potential for additional affordable housing where market conditions have improved. The number of affordable units initially identified alongside any additional units identified through later stage viability testing would be secured through a section 106 planning agreement.
- 6.121a To ensure the delivery of affordable housing can be maximised throughout the plan period the council will operate a rolling review of the percentage sought. This will include a review of development viability at an early stage in the plan period, and at later stages where appropriate, to ensure percentage levels remain up-to-date and reflect current market circumstances. The council will also monitor the level of affordable housing secured through its annual Authority's Monitoring Report and/or other mechanisms. Any revised percentage will be set out in the council's Affordable Housing Practice Note.
- 6.122 Affordable housing within a build to rent development should be delivered as a stand-alone affordable housing block where feasible. The affordable housing should be delivered as 75% social rent and 25% shared ownership and transferred to a Registered Provider. Where a stand-alone block cannot be provided all affordable units secured should be provided as affordable private rent and advertised through HomeChoice Bristol in accordance with the council's Affordable Private Rent - Nominations and Allocations Plan. This will be monitored by the council.
- 6.123 All affordable housing secured should be delivered in line with the general provisions of policy AH1 where relevant.
- 6.124 The council's Affordable Housing Practice Note: Delivery of Affordable Build to Rent Homes in Bristol provides guidance on how affordable homes are delivered in Bristol under this policy.

## Policy H9: Accessible homes

- 6.125 As part of securing a fairer, more inclusive city and to help address the needs of older and disabled people, it is important that sufficient new homes are designed to provide higher levels of accessibility.
- 6.126 The population in older age groups in Bristol is projected to increase by 18% by 2040, with the majority of this growth projected to be in people aged 75 and over. A fifth of the overall projected population growth in Bristol (54,500 people) between 2020 and 2040 will be aged 65 and over; this includes an extra 3,500 people aged 85 and over. Many of these older people will already live in the city and a number will stay in their current homes. However, those that do move home will need appropriate housing that provides for greater accessibility needs to ensure independent living is maintained.



- 6.127** A high proportion of older households will also contain wheelchair users. With the number of older person households increasing the proportion of households needing wheelchair housing will also be higher. The Local Housing Needs Assessment has modelled the need for wheelchair adapted housing across all age groups within Bristol. The modelling indicates some 2,000 additional households needing wheelchair adapted housing by 2040. Over 50% of these households will have occupants aged 75 and over, many of which will also need specialist accommodation.
- 6.128** With the incidence of disability increasing with age and as a result of general population growth, more new homes will need to be delivered that incorporate features to assist a range of occupiers. These homes will need to meet higher standards relating to accessibility and adaptability and a proportion will need to meet the needs of wheelchair users, either on occupation or through future adaptation. This policy provides an approach to securing these standards from new residential development using the national optional technical standard for access introduced in March 2015. The standards are implemented through Building Regulations Approved Document M.

### Policy text

To ensure new homes are accessible to all, residential development should include:

- i. At least 10% of new build housing in proposals of 10 dwellings or more designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users (compliant with Building Regulations M4(3) Category 3: Wheelchair user dwellings).
- ii. All new build housing designed to be accessible and adaptable (compliant with Building Regulations M4(2) Category 2: Accessible and adaptable dwellings) except for those dwellings that are designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users.

### Explanation

- 6.129** The policy identifies which Building Regulations optional requirements, within Approved Document M, will be applied to different development scenarios and the relevant proportion of housing that must meet the requirement. For general housing proposals of 10 dwellings or more optional requirement M4(3) Category 3: Wheelchair user dwellings will apply to the stated percentage of the housing provided. For all new residential development optional requirement M4(2) Category 2: Accessible and adaptable dwellings will apply except for those dwellings where optional requirement M4(3) is applied. Where applied optional requirements must be secured through appropriate planning conditions that state the number of dwellings that must comply with the relevant optional requirement.
- 6.130** Multi-storey development subject to policy requirements must where practicable be lift serviced. Where no lift is provided all ground floor dwellings should meet relevant policy requirements and should be prioritised for affordable housing where affordable housing provision has been secured.
- 6.131** Where development proposals are subject to Building Regulations optional requirement M4(3) and include the provision of market and affordable homes, the total number of wheelchair user dwellings secured should be equally divided

between the market and affordable homes. Building Regulations optional requirement M4(3) makes provision for 'wheelchair adaptable' homes (constructed with the potential to be adapted for occupation by a wheelchair user) under M4(3)(2)(a), or, 'wheelchair accessible' homes (constructed to be suitable for immediate occupation by a wheelchair user) under M4(3)(2)(b). Where development is subject to optional requirement M4(3) and includes the provision of affordable homes such homes must be designed to be 'wheelchair accessible'. Where applied this must be secured through an appropriate planning condition that states which homes are 'wheelchair accessible'.

- 6.132** Compliance with Building Regulations optional requirements M4(3) and M4(2) requires step free access along the approach route to and into the dwelling, including any dwelling within a building, and to any associated parking space and communal facilities intended for the occupant's use. Where for reasons of topography or other specific factors a site or individual plot is less suitable for M4(2) and M4(3) compliant dwellings, particularly where step free access cannot be achieved or is not viable, alternative reasonable provision to ensure the dwelling achieves an appropriate level of accessibility will be sought.

## Policy H10: Planning for traveller sites

- 6.133** This policy sets out the approach to the location of proposals for residential sites for travellers and travelling showpeople. It reflects national planning policy's overarching aim of ensuring fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 6.134** The council has commissioned a Gypsy and Traveller Accommodation Assessment to determine the specific needs for traveller sites. The assessment follows the approach set out in national planning policy and identifies an overall pitch need for travellers and an overall plot need for travelling showpeople for the period 2020 to 2036.
- 6.135** There is existing provision for traveller transit facilities on the site at Kings Weston Lane. Based on this provision and the most recent needs assessment it is currently envisaged that additional transit provision is unlikely be required in the foreseeable future.

### Policy text

Proposals for residential pitches for travellers or plots for travelling showpeople should be located and designed in order to:

- i. Provide acceptable living conditions for the future occupiers of the site;
- ii. Enable access to local services and facilities;
- iii. Ensure there is no demonstrable harm to the living conditions of the settled community;
- iv. Be sympathetic to the character and appearance of the surrounding area;
- v. Include appropriate access to the primary route network;
- vi. Provide safe pedestrian, cycle and vehicular access onto the site;

- vii. Enable adequate provision for parking, turning and servicing of the site having regard to the specific needs of travelling people;
- viii. In the case of sites for travelling showpeople, include adequate provision for storage and maintenance.

Proposals will be considered having regard to:

- The existing level of local provision and need for sites;
- The availability of alternative accommodation for the applicants; and
- Other personal circumstances of the applicant.

### Explanation

- 6.136** As set out in national planning policy, travellers refers to people of nomadic habit of life whatever their race or origin, including people who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such. National planning policy also sets out relevant matters to take into account when determining whether people are gypsies and travellers for the purposes of planning policy.
- 6.137** Travelling showpeople means members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes people who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes travellers as defined above.
- 6.138** Proposals should have regard to the needs for traveller sites as identified in the most recent Gypsy and Traveller Accommodation Assessment.

## 7. Economy and inclusive growth

- 7.1** The city is home to 46% of jobs within the West of England region, within the diverse sectors represented in the local economy. The economic development land strategy for the local plan aims to support sustainable and inclusive economic growth across the city and seeks to support this through the development of new workspace as well as the retention of core industrial land.
- 7.2** This chapter has a focus on land and premises for offices, industry and distribution and includes policies to support inclusive economic growth and digital connectivity. Other aspects of the city's diverse and interlinked economy such as the key sectors of higher education; hospitality and the evening economy; retail; culture, tourism and leisure; health and care; and transport are addressed in the relevant chapters in this plan.

### Policy E1: Inclusive economic development

- 7.3** Bristol is one of the most successful cities in the UK, with a higher employment rate than other large cities. However, persistent and multiple socio-economic deprivation is found in parts of the city, especially in relation to worklessness and low skills. Through the requirement for employment and skills plans, this policy aims to support economic growth which is inclusive and offers opportunity to all.

#### Policy text

Major development proposals should contribute to enabling access to employment and removing barriers to employment for local residents, facilitating skills development and supporting employment initiatives.

Employment and Skills Plans will be required from all major developments which:

- i. Comprise 10 or more residential dwellings;
- ii. Include more than 1,000m<sup>2</sup> gross internal area of non-residential floorspace.

Major developments proposals will also be expected to be in accordance with Policy SV1 'Social value and inclusion'.

#### Explanation

- 7.4** Where existing workspace is redeveloped the policy enables the effects of changes to business premises to be balanced by facilitating enhanced access to employment. Where new business development is constructed or where major developments would generate employment requirements, the policy facilitates access to the new jobs created and helps to match the skills of local employees to the new jobs created. This assists in mitigating development impacts on the community and ensures that the benefits of economic development are available to the communities in which it is located.



- 7.5 This policy requires Employment and Skills Plans to be secured through the planning process which will set out the measures for inclusive employment and improved skills pathways and show how social value is delivered through the development. Such plans may include a range of measures which could include mechanisms for the management of specific premises and affordable workspace as part of mixed use development. The City Council has produced guidance to provide information on delivering Employment and Skills Plans to landowners, developers, applicants and agents promoting major development schemes.

## Policy E2: Economic development land strategy

- 7.6 This policy sets out the overall strategy for economic development land which positively and proactively encourages sustainable economic growth.
- 7.7 Within the West of England region 55% of office floorspace is in Bristol. As the region's office capital Bristol supports diverse office based economic sectors and demand for new office accommodation is expected to continue. The city is a nationally important banking, insurance and professional services with a particular concentration in the city centre. The growing cultural and creative industries, media and environmental services sectors are well represented and growing. Health and life sciences show strong potential for growth.
- 7.8 42% of the industrial and distribution floorspace in the West of England is located within the Bristol City Council area. Avonmouth is by far the city's largest industrial location with over 640 hectares of land for development and redevelopment for industry, distribution and Port related industries and potential for additional development areas in the 61 hectares this plan allocates for additional industry and distribution.
- 7.9 South Bristol remains a priority focus for development and regeneration in the Local Plan. In addition to the opportunities provided at industry and distribution areas and the area's town and district centres, investment in sustainable transport infrastructure will support improved accessibility for residents in South Bristol to strategic employment areas close by.

### Policy text

The plan makes provision for the delivery of new workspace. This will include:

- 164,000m<sup>2</sup> of net additional office floorspace;
- 164,000m<sup>2</sup> of net additional industry and distribution floorspace (with 61 hectares of new development allocations to accommodate part of this provision); and
- Intensification of development with proposals for all forms of workspace making effective and efficient use of land.

### *Development and renewal of workspace*

To ensure the continued economic growth of Bristol there will be development and renewal of workspace at the following key locations:

- Bristol City Centre (Policy DS1 'Bristol City Centre'), with an emphasis on the office sector and other main town centre uses;

- Bristol Temple Quarter and St. Philip's Marsh (Policies DS2 'Bristol Temple Quarter' and DS3 'St. Philip's Marsh'), with a focus on the office, innovation, research and industrial sectors;
- Avonmouth Enterprise Area and Bristol Port (Policy E4 'Avonmouth Industrial Area and Bristol Port') which is reserved for industry, distribution, port related development and renewable energy (640 hectares);
- Industry and distribution areas (Policy E5 'Industry and Distribution Areas') which are reserved for industry and distribution (237 hectares); and
- Town, district and local centres (Policies SSE1 'Supporting Bristol's centres -network and hierarchy' and SSE2 'Development in Bristol's Centres'), with an emphasis on main town centre uses.

New workspace will also be provided where:

- Business, industrial and distribution premises are redeveloped for mixed uses in regeneration areas in accordance with the policies for those areas (Policies DS3 to DS9 and DS13);
- At other locations where redevelopment occurs (Policy E6A 'New workspace within mixed use developments'); and
- At sites allocated for industry, other workspace or mixed-use developments (Policy DA1 'Proposed Development Allocations').

### *Industry and distribution*

Avonmouth Industrial Area and Bristol Port as shown on the Policies Map is reserved for industrial, distribution, port and energy related uses (Policy E4 'Avonmouth Industrial Area and Bristol Port')

Industry and Distribution Areas as shown on the Policies Map are reserved for industrial, distribution and related uses (Policy E5 'Industry and Distribution Areas').

Land is allocated for new industrial and distribution development at Avonmouth industrial area (four locations - Policy E4 'Avonmouth Industrial Area and Bristol Port') and at identified allocated sites elsewhere (Policy DA1 'Proposed Development Allocations').

### *Other sectors*

The needs for land and premises for sectors falling within other uses classes are addressed in other policies in this plan.

## Explanation

- 7.10 The economy comprises diverse sectors and activities which are addressed across the local plan. Within that context, this part of the local plan deals primarily with land and premises for offices, flexible workspace, industry and distribution (Use Classes E(g) (i)-(iii) [office, research and development' light industry], B2 [general industrial] and B8 [storage and distribution]) and similar uses.
- 7.11 Policy E4 'Avonmouth Industrial Area and Bristol Port' reserves over 640 hectares for industry, distribution, port and energy uses. 60 hectares of additional industry and distribution is proposed on currently undeveloped sites.
- 7.12 Policy E5 'Industry and Distribution Areas' reserves approximately 237 hectares of core industrial estates and areas exclusively for those uses. This includes approximately 150 hectares in South Bristol.

## Policy E3: Location of office development

- 7.13** Bristol is the core commercial centre in the south west region. The majority of Bristol's office stock is located in the city centre with major focusses at Bristol Temple Quarter, Harbourside and Redcliffe, with smaller clusters across the city centre.
- 7.14** Alongside the concentration of office uses in the city centre, there are existing office clusters at district and town centres and campus locations such as on Winterstoke Road and at Bridgwater Road.
- 7.15** The city's provision of offices represents a particularly high concentration of the jobs based in the city. Office development will continue to provide workspace to meet the needs of a diverse range of businesses and sectors in the city. The locations for new office development address accessibility and connectivity as these are key requirements for modern business needs.
- 7.16** This policy identifies the core areas for future office development and the approach to the provision of smaller scale office development and flexible workspace as part of mixed use development. It indicates where office developments will be appropriate in principle subject to the requirements of other policies.

### Policy text

Office developments will be appropriate in principle at:

- Bristol City Centre, including Bristol Temple Quarter (Policy DS2 'Bristol Temple Quarter') and at appropriate locations in St. Philip's Marsh (Policy DS3 'St. Philip's Marsh');
- Town and district centres and on the edge of these centres (Policy SSE1 'Supporting Bristol's centres – network and hierarchy');
- Regeneration areas (Development Strategy) as part of mixed used developments; and
- Areas identified as suitable for office development in other policies in this plan.

In addition to the above, smaller scale development for offices/flexible workspace will be appropriate as part of mixed use redevelopment of former business, industrial and distribution sites (in accordance with Policy E6A 'New workspace within mixed use development').

Where offices are permitted the use may be limited to Use Class E(g)(i) (or its equivalent).

### Explanation

- 7.17** This policy applies primarily to uses in Class E(g)(i).
- 7.18** To ensure that new office provision is maintained, and consistent with other policy objectives, the use may be limited to ensure that change to other elements of Use Class E will require planning permission. This will be the case where permission for offices has been sought or where office is the only appropriate use within the wider business, commercial and service use class. Permitted development rights may also be restricted for these reasons.

## Policy E4: Avonmouth Industrial Area and Bristol Port

- 7.19 The area forms part of the Avonmouth Severnside Enterprise Area which covers 1,800ha and has been a focus in recent years for investment in new premises. The Enterprise Area lies within Bristol and South Gloucestershire and is close to the Severn crossings, the M5 and M49 motorways and the national rail freight network.
- 7.20 The industrial areas and port at Avonmouth (640 hectares) form part of this regionally important location for business with an emphasis on a diverse profile of distribution, manufacturing and port related activity, with premises of a range of scales and types.
- 7.21 Bristol Port, part of which is situated in the area cover by this policy, forms an element of the essential infrastructure for the national economy. Approximately 10,000 jobs in the region depend on port-related businesses. Bristol Port holds consent for the construction of a deep-sea container terminal. 1,500 jobs would be associated with the construction of the terminal.
- 7.22 The Avonmouth and Bristol Port area has also seen the development of large scale wind turbines, which are helping to support the city's commitment to be run entirely on clean energy. A number of solar power generation proposals have also been brought forward in the area in recent years.
- 7.23 This area is subject to risk from tidal flooding and requires enhanced defences to ensure it remains at low risk of flooding, taking account of the effects of climate change. Work to bring about an enhancement is well advanced which means that it is now possible to allocate currently undeveloped land for additional industrial and warehousing development.
- 7.24 Land at Avonmouth also has an important role in supporting the bird life which makes use of the internationally important Severn Estuary. Development in the area therefore has to be balanced with approaches to habitat mitigation. Land at Hallen Marsh is designated for habitat mitigation.
- 7.25 The area also has a rich archaeological heritage, with the historic estuarine landscape of the Avonmouth Levels, characterised by irregular fields bounded by hedges and rhines, showing evidence of settlement and drainage construction over the last two thousand years. The area also contains significant evidence of prehistoric and Roman land use and past environments buried beneath the medieval and post-medieval landscape.

### Policy text

The Avonmouth Industrial Area and Bristol Port as shown on the Policies Map (640 hectares) is designated and reserved for the retention, development and redevelopment of land for industrial, distribution, energy and port related uses. The development of industrial and distribution premises of a range of scales and types will be encouraged.

The area will also continue to provide a suitable location in principle for the development of large scale wind turbines and for other renewables such as solar farms (Policy NZC5 'Renewable energy and energy efficiency').



Around 60 hectares of greenfield land adjacent to the existing industrial areas are allocated for the development of industrial and distribution uses of a range of scales and types. The following areas are allocated, as shown on the Policies Map (and indicated on Diagram 7.1 below):

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

### ***Flood risk mitigation***

Development at the allocated sites and at other locations within the area will require appropriate mitigation to ensure that the risk of flooding is appropriately addressed and does not add to flood risk elsewhere.

Development of the allocated sites and redevelopment of existing sites and premises should make efficient use of land and be consistent with the relevant policies in this plan.

### ***Habitat mitigation - Hallen Marsh***

Land at Hallen Marsh is reserved for habitat mitigation, as shown on the Policies Map (and Diagram 7.1 below).

Development in the area covered by this policy will be expected to contribute appropriately towards the habitat mitigation measures proposed for this area.

## **Explanation**

**7.26** The approach to existing industrial areas is an evolution of the 2011 local plan which allows for the regeneration and renewal of the existing industrial sites. This strategy has seen new forms of business space replacing older industries helping to create a dynamic economic area.

**7.27** The 2011 local plan supports wind turbine development and accordingly the area has seen the development of several large scale wind turbines, with permission for other turbines granted recently. It is proposed that the area continues to be a focus for this type of development, subject to requirements to have the support of local communities and to protect wildlife.

**7.28** The allocation of new sites which are currently undeveloped can help to support continued growth. The location of new site allocations is shown on Diagram 7.1 below.

\* Planning permission has been granted for mixed commercial/industrial development on land at the site allocation at Kings Weston Lane, south of Access 18.

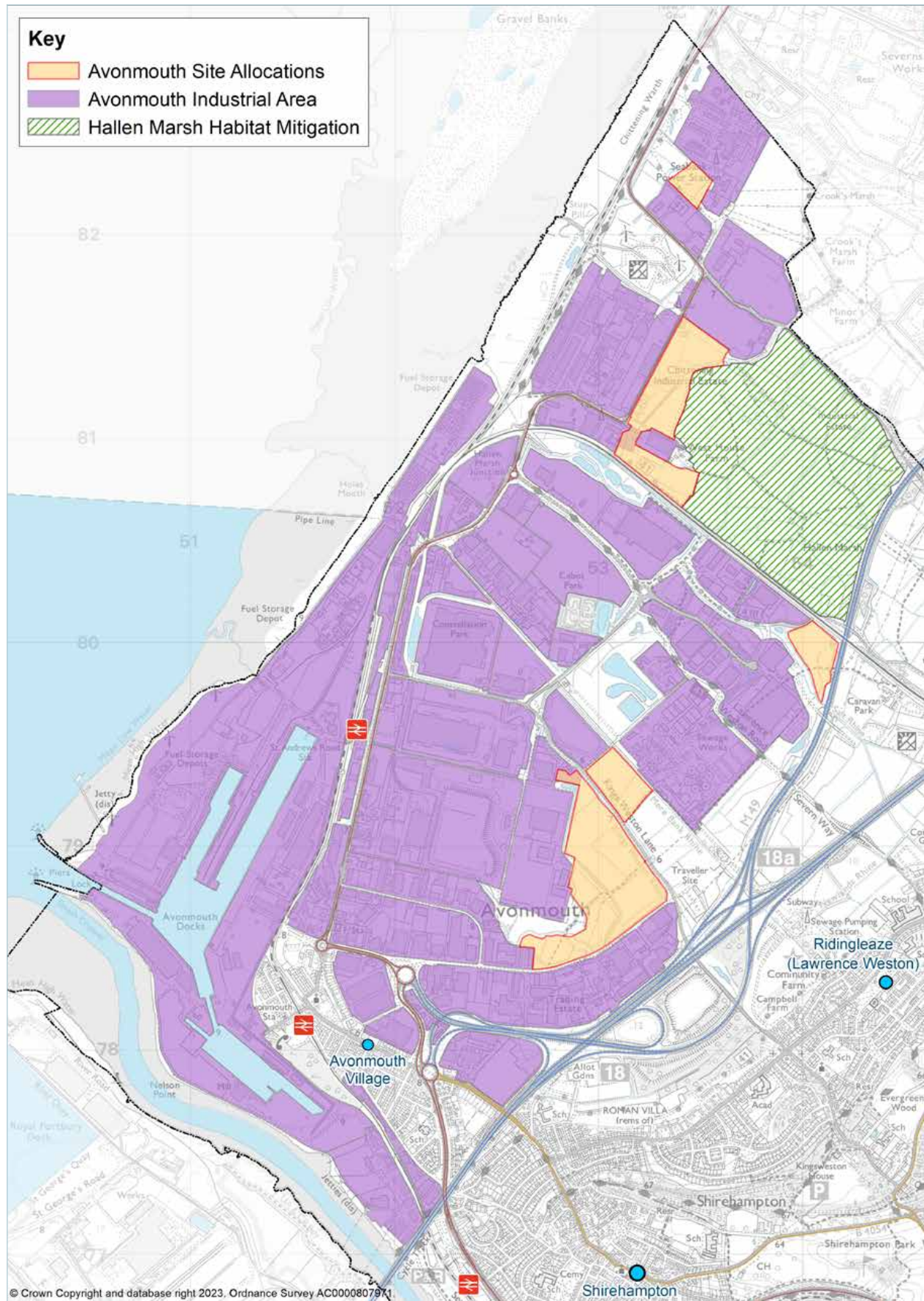


Diagram 7.1: Avonmouth Industrial Area and Bristol Port, site allocations and Hallen Marsh mitigation

## Policy E5: Industry and Distribution Areas

- 7.29** In addition to Avonmouth and Bristol Port (Policy E4 'Avonmouth Industrial Area and Bristol Port'), there are a number of core areas of industrial land which continue to provide for the needs of industrial and distribution firms and similar uses. The majority of these are located in South Bristol with a further concentration in East Bristol. These areas have been identified as Industry and Distribution Areas.
- 7.30** Along with the Avonmouth and Bristol Port area (640 hectares), the Industry and Distribution Areas designated in this policy (237 hectares) represent Bristol's core provision of industrial and distribution land. Due to their strategic economic importance this policy reserves these areas for industrial, distribution and related uses in order to support a diverse and inclusive economy. The areas are suitable for the retention and renewal of industrial and warehousing premises able to accommodate a wide range of sectors including last mile logistics, creative and cultural industries, health and life sciences and a variety of general industry.
- 7.31** Most of these areas are of strategic scale and cater for the requirements of all sizes of industrial and distribution businesses. In order to maintain opportunities for small and medium sized industrial and distribution businesses, a number of small industrial estates with smaller scale units have also been identified in this policy.
- 7.32** There is also a concentration of maritime industrial floorspace around the Floating Harbour in Bristol City Centre. These areas that are currently used wholly or partially for maritime industries will be retained for that purpose.

### Policy text

Industry and Distribution Areas as shown on the policies map and listed below (237 hectares) are reserved for the continued use, development, or redevelopment for industrial and distribution premises (Use Classes E(g)(ii), E(g)(iii), B2 and B8 and sui generis uses of a similar nature).

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

- Industrial or commercial training facilities;
- Essential public utilities development;
- Ancillary facilities and services which support the functioning of the Industry and Distribution Area including childcare facilities, small-scale retail uses, sandwich shops and cafés; and
- Essential community facilities which cannot be located elsewhere.

Development involving the loss of industrial and distribution floorspace/land within the Industry and Distribution Areas shown on the Policies Map and listed below will not be permitted unless:

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

All proposals for development on Industry and Distribution Areas will be expected to make efficient use of land including the appropriate intensification of development on the site.

Developments for new forms of workspace, start-ups, micro businesses and space for social enterprises will be encouraged within Industry and Distribution Areas where they fall within Use Classes E(g)(ii), E(g)(iii), B2 and B8.

Sites within the Maritime Industry Areas shown on the Policies Map will be retained for industrial and warehousing uses. Development will be expected to protect or enhance the maritime function of the area. Development that would affect the function or viability of existing maritime uses in the area or otherwise erode the maritime function of the area will not be permitted.

### Explanation

- 7.33 For the purposes of this policy, industrial and distribution uses are defined as those falling within Use Classes E(g) (ii) and (iii), B2 and B8 or similar activities which are sui generis. The policy is applicable to equivalent uses in any future amendments to the Use Classes Order.
- 7.34 The other uses that the policy permits in these areas include uses which would support the functioning of the Industry and Distribution Area and access to employment opportunities.
- 7.35 The policy expects development proposals on Industry and Distribution Areas to make efficient use of land unless this is not achievable due to site constraints and occupier requirements. Development densities with a plot ratio of 0.6 or more will be supported in Industry and Distribution Areas.
- 7.36 The designated Industry and Distribution Areas and Maritime Industry Areas are:
- Albion Docks/Sydney Row (Maritime)
  - Ashley Hill, St Werburgh's
  - Ashton Vale Road, Ashton
  - Barton Hill Trading Estate, Barton Hill
  - Brislington Trading Estate / Bath Road (north)
  - Bush Industrial Estate, Whitehall
  - Cater Road, Bishopsworth / Hartcliffe
  - Central Park, Petherton Road, Hengrove
  - City Business Park, Easton
  - East of Kingsland Road, St. Philip's
  - East of Midland Road, Old Market
  - Eastpark Trading Estate, Whitehall
  - Feeder Road, St Philip's Marsh
  - Fishponds Trading Estate, Eastville



- Glenfrome Road (south)
- Hawkfield Business Park, Hartcliffe
- Liberty Industrial Park, Ashton Vale
- Lodge Causeway (west), Fishponds
- Malago Vale Estate, Windmill Hill
- Montpelier Central / Station Road, Montpelier
- Netham Road / Blackswarth Road (south), St George
- New Gatton Road, St Werburgh's
- New Station Way, Fishponds
- Nover's Hill / Hartcliffe Way, Knowle
- Roman Farm Road, Hengrove
- South Liberty Lane / Brook Gate, Ashton Vale
- St Anne's Road (north), St Anne's
- St Anne's Road (south), St Anne's
- St Gabriel's Business Park / Easton Business Centre, Easton
- Underfall Yard (Maritime)
- Vale Lane / Hartcliffe Way, Bedminster Down
- Western Drive, Hengrove
- Whitby Road (north), St Anne's
- Whitby Road (south), Brislington
- Whitby Road (west), Brislington
- Whitehall Trading Estate, Whitehall
- Winterstoke Road / South Liberty Lane, Ashton Vale
- Woodland Way, Hillfields

#### **Agent of change – safeguarding business and industry**

Providing new homes and other noise-sensitive development should not result in unreasonable restrictions being placed on existing industrial uses. The local plan places the responsibility for addressing the impact of noise on the new development – the 'agent of change' principle. This means that where noise sensitive developments are proposed close to existing noise-generating industries, the new developments will be designed in a way which protects the occupiers from noise impacts so that the existing industrial use is not threatened. Policy HW1 'Pollution control and water quality' and Policy HW1A 'Noise mitigation'.



## Policy E6A: New workspace within mixed use development

- 7.37** The local plan encourages more brownfield sites to come forward for new homes by promoting the redevelopment of vacant and underused land – which may include vacant or underused sites currently or recently in office or industrial use. Alongside the delivery of new homes it is important that diversity of use and opportunities for business and employment are maintained or enhanced.

### Policy text

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

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

This policy does not apply to areas covered by Policies E4 'Avonmouth Industrial Area and Bristol Port' and E5 'Industry and Distribution Areas' which are reserved for industrial, distribution uses as set out in the relevant policies, or to other locations to which specific provisions apply.

### Explanation

- 7.38** This policy does not apply to sites covered by Policies E4 and E5 which are reserved for industrial and distributions uses, or to Development Strategy policies which contain specific provisions for development of workspace.
- 7.39** Workspace provided or retained within redevelopment proposals can include flexible small workspace for enterprise start up and early-stage growth, mixed E(g)(i)-(iii) uses, virtual office, desk and co-working space, makerspace, affordable workspace, space for cultural industries, local logistics and community-oriented facilities. Enterprises and premises of this type in emerging key sectors often favour new forms of workspace which can involve the adaptation of conventional units to their purpose. Such provision can lead to the intensification of employment use on a site.
- 7.40** The workspace element should be proportionate to the proposal's scale and location and have regard to the employment intensity of the most recent use. Consideration should be given to the design, siting and potential occupancy of the workspace element within mixed use development proposals to ensure the compatibility of the workspace with surrounding residential development.
- 7.41** This policy is not applicable to sites which are specifically allocated for development. Any approaches to redevelopment of such sites are set out within the allocation. The policy is also not applicable within areas of growth and regeneration (see Development Strategy chapter) as these areas will each have their own policies setting out the approaches to the retention, refurbishment, intensification, redevelopment and re-incorporation of workspace.
- 7.42** This policy is applicable to sites of 0.1 hectares or more where the existing use is within use classes E(g)(ii) or (iii), B2 and B8 or similar sui generis uses.

## Policy E6: Affordable workspace

- 7.43** This policy aims to secure the provision of affordable workspace within new development. Provision of new lower-cost and affordable workspace is crucial to support the continuous growth of the social, economic and cultural sectors. Thus, this policy enables development proposals to provide affordable workspace in areas where it is needed.
- 7.44** Bristol City Council continues to commit to generate a wide range of economic and other opportunities, to ensure that Bristol is a fair and inclusive city. The cost of workspace in Bristol is particularly high relative to other authorities within the West of England area and provision of affordable workspace is important to ensure that individuals, organisations and businesses can access a range of employment spaces at affordable rates and on flexible terms for economic, social and cultural purposes.
- 7.45** Ensuring such spaces are available alongside more traditional employment space will help boost the city's economic strength and diversity. Affordable workspace provides opportunities to create places of innovation and enterprise that will support the evolution of Bristol's economy, including its social enterprises and priority sectors as they emerge and are identified. In addition to delivering community benefits, such spaces can be key to placemaking from early stages of mixed-use development.
- 7.46** Affordable workspace is defined here as workspace that is provided at rents maintained below the market rate or provided with flexible leasing arrangements for individuals, organisations and businesses across the city. A forthcoming SPD will provide further guidance on the delivery and management of affordable workspace within Bristol.

### Policy text

#### *Provision of Affordable workspace*

The provision of affordable workspace will be required in areas identified in the Affordable Workspace SPD where the provision of affordable workspace would be necessary or desirable to sustain a mix of business or cultural uses which contribute to the character of an area.

Affordable workspace will be used for economic development, social, or cultural uses such as:

- Specific sectors that have social value such as charities, voluntary and community organisations or social enterprises.
- Specific sectors that have cultural value such as creative and artists' workspace, rehearsal and performance space and makerspace.
- Accommodation for disadvantaged groups starting up in any sector.
- Start-up and early-stage businesses.
- Regeneration projects.

Affordable workspace should be provided for the lifetime of the development.

***Preventing the loss of Affordable Workspace***

Where development proposals involve the loss of existing affordable workspace planning permission will not be granted unless the loss of affordable workspace will be replaced on-site. Off-site replacement of affordable workspace may only be sought in exceptional circumstances where it can be demonstrated that the on-site provision of such workspace is inappropriate.

**Explanation**

- 7.47 The council will use conditions and/or planning obligations to limit uses consented within Class E and B in order to achieve the objectives of this policy. The policy requirements will apply to net additional floorspace brought forward as part of new development, including redevelopment or extension of existing floorspace. Further guidance on the location and approach to affordable workspace will be provided in an Affordable Workspace SPD and Planning Obligations SPD which will also provide details on the discount to market rent.
- 7.48 In some circumstances, rather than provide affordable workspace on-site, it may be more appropriate for developments to provide affordable workspace off-site or provide financial contributions to delivering affordable workspace elsewhere in the city. A financial contribution in lieu of on-site provision will only be accepted where this would have demonstrable benefits in furthering affordable workspace in the city.
- 7.49 Applications that include an element of affordable workspace to be managed by an affordable workspace provider or managed by the building owner will be expected to include a draft Workspace Management Plan (WMP) that sets out how the workspace will be managed and the terms of its provision. This requirement will be secured through a planning obligation. Further guidance relating to the content of WMPs will be set out in the Affordable Workspace SPD.
- 7.50 Planning obligations used to secure affordable workspace should include mechanisms to ensure its timely delivery, at the same time or prior to occupation of developments.
- 7.51 For all schemes that provide affordable workspace, the council will require an annual monitoring report to be submitted to show how policy requirements are being met. This requirement will be secured as a planning obligation and a monitoring fee will be sought from the developer. Further information will be provided in the Affordable Workspace SPD.

**Policy E8: Digital connectivity and inclusion**

- 7.52 Digitally connectivity is vital to the city's economic performance and in ensuring that economic growth is inclusive and benefits everyone. To this end Bristol has a key commitment to make progress towards being the UK's best digitally connected city.
- 7.53 Fast and competitive broadband connectivity has become an essential requirement for both domestic and business users. This policy seeks to ensure that all new development has access to the latest generation of high speed broadband from a choice of providers.

**Policy text**

Development proposals will be expected to provide access to superfast broadband, as a minimum, and full fibre connections where available. This will include provision for multiple infrastructure providers to access the site.

In locations where superfast broadband or full fibre connectivity is already available:

- i. The development will be expected to include the infrastructure to connect to these services and make them available to occupiers.

In locations where superfast broadband and full fibre connectivity are not currently available:

- i. Applicants will be expected to demonstrate that they have held discussions with a range of providers to upgrade infrastructure to deliver superfast broadband or, where possible, full fibre connections.
- ii. Where one or more providers have agreed to provide superfast broadband connectivity or full fibre, the development should be designed to connect to this service and make it available to occupiers.
- iii. Where no agreement can be reached to provide superfast broadband or full fibre connectivity at the present time, the development will be expected to incorporate additional dedicated telecommunications ducting to enable the provision of superfast broadband or full fibre connectivity in future.

In all cases, to encourage competition and consumer choice, this will include the provision of multiple ducts to enable several providers to access the site.

Development should demonstrate how it will meet the requirements of this policy through Connectivity Statements submitted with planning applications.

**Explanation**

**7.54** The council will maintain up-to-date technical guidance setting out the present industry standard and references to superfast broadband in this policy should be read accordingly. The guidance will also include details of broadband providers currently operating in the city.

**7.55** For the purposes of this policy, superfast broadband and full fibre are considered to be 'available' where the necessary infrastructure exists at or close to the application site and the proposed development can readily be served by it.

**7.56** The Connectivity Statement should include evidence of the superfast broadband and full fibre connectivity at the site. This will take the form of connectivity assessments, or similar proof, from at least two broadband infrastructure providers. Free connectivity assessments are available from most broadband providers which will show expected speeds at the development.

**7.57** Superfast broadband connectivity is often available from broadband providers free of charge for development over a certain scale, provided that sufficient notice is given, typically at least 12 months prior to first occupation. Provided they have sufficient notice, broadband providers will also typically cover the cost of fibre to the premises for developments of 30+ homes. In some cases, however, providers may request a contribution from the developer. The costs of these additional works can be considered as part of a viability assessment.



## 8. Centres, shopping and the evening economy

- 8.1 Bristol is a diverse, 24-hour city of unique neighbourhoods, at the centre of which are its city centre and its local high streets and centres. In recent years the city's centres have been valuable in contributing to a 15-minute city where the services people need are available close to home. A time of change in the retail sector has seen the take up of high street units by new commercial and community uses as well as independent businesses, which has led to a varied service, leisure, evening and night-time economy offer in many centres.
- 8.2 To maintain the ongoing success of these centres, the local plan proposes to recognise and support their role, enabling them to diversify in a way which keeps them at the heart of their local communities.

### Policy SSE1: Supporting Bristol's Centres – network and hierarchy

- 8.3 The network of centres is at the heart of the aim for Bristol to be a 15-minute city where facilities and services are close to people's homes. This policy sets out the network and hierarchy of centres in Bristol. It aims to support Bristol's network of centres and secure the sustainable distribution of the diversity of town centre uses. It identifies centres as the preferred locations for these uses in order to promote their vitality and viability.

#### Policy text

Retail development, offices, leisure (including food and drink), entertainment and night-time uses, arts, culture and tourism uses will be primarily located within or, where appropriate, adjoining the centres in the identified network and hierarchy serving Bristol.

Centres will also be suitable locations for community uses including surgeries and public service facilities.

Light industrial or small-scale distribution uses may also be appropriate in centres where they would contribute to their function and diversity.

Development will be expected to be of a scale and intensity appropriate to the position in the hierarchy and to the character of the centre.

#### Active Uses

Uses which contribute to maintaining the vitality, viability and diversity of centres will be encouraged. Active ground floor uses will be maintained and enhanced throughout the centres.

#### Residential Uses

New residential development which makes positive use of upper floors of properties and on underused and vacant space away from commercial frontages will be encouraged within centres.

## Centre Network and Hierarchy

Bristol's proposed centre hierarchy is as follows:

### Bristol City Centre

#### Including:

The primary shopping areas at: Bristol Shopping Quarter (Broadmead); Park Street & Queen's Road; and Old City St Nicolas Market.

Other distinctive parts of the City Centre including Christmas Steps Arts Quarter; Harbourside and Wapping Wharf; Hotwell Road; Old City Baldwin Street; Old Market; Redcliff Hill/Prewett Street; Stokes Croft; Victoria Street.

### Town Centres

Bedminster

Clifton village

Fishponds

Gloucester Road

Shirehampton

St. George (Church Road)

Wells Road/Broadwalk

(Knowle)

Henleaze

Westbury-on-Trym

Whiteladies Road

### District Centres

Arnside Road (Southmead)

Crow Lane (Henbury)

Lodge Causeway

North Street (Southville)

North View

(Westbury Park)

Ridingleaze (Lawrence  
Weston)

Stapleton Road

Symes (Hartcliffe)

Whitchurch (Oatlands  
Avenue)

### Local Centres and Parades

Alma Vale Road, Clifton

Ashley Down Road

Ashley Road/

Grosvenor Road

Avonmouth Village

Barton Hill

Bedminster Road

Belland Drive,

Whitchurch Park

Brislington

Broomhill Road/

Fermaine Avenue

Chandos Road

Charlton Road, Pen Park

Church Road/Highridge

Road, Bishopsworth

Coldharbour Road

Cotham Road South

Druid Hill, Stoke Bishop

Duncombe Road, Speedwell

East Dundry Road,

Whitchurch Park

Filton Avenue

Filton Road

Filwood Broadway

Fishponds Road, Eastville

Frome Valley Road,

Frenchay

Gilda Parade

Hengrove Lane, Hengrove

Kellaway Avenue

Kingsway/Nag's Head

Hill, St. George

Lawrence Hill

Leinster Avenue, Filwood

Lockleaze (Gainsborough  
Square)

Melvin Square,  
Knowle West

Mina Road

Picton Street/

Cheltenham Road

Queen's Road, Withywood

Sandy Park Road

Shirehampton Road

Southmead Road

St. Anne's Park

St. Anne's Village

St. Marks Road

St. Michael's Hill

St. Peter's Rise,

Bishopsworth

Stockwood

Stoke Lane

Totterdown

Two Mile Hill Road\*

Wellington Hill West/

Southmead Road

West Street, Bedminster

Westbury Lane, Sea Mills

\* Two Mile Hill Road in Bristol is a local centre which also forms part of the adjacent Kingswood town centre in South Gloucestershire.

### *Creation of New Centres*

The development of new centres may be appropriate where they are needed to provide services, facilities and a community focus within areas of growth and regeneration. Any new centres proposed should be considered in consultation with communities through the preparation of masterplans and frameworks. They should be of a scale, design and siting which is consistent with meeting the local needs of the areas. Proposed new centres should ensure the continued vitality and viability of any existing centres within or near the regeneration area.

### Explanation

- 8.4 Bristol City Centre will remain the principal destination for shopping, and leisure in the city and serves as the regional centre. It will be the focus for investment in main town centre uses, including flexible workspaces and complementary evening and night-time uses. Policy DS1 'Bristol City Centre' sets out the overall approach to the city centre.
- 8.5 Town Centres are larger centres in the city which have a role in providing a mix of uses which meet the needs of a large local catchment. They will be the primary focus for development and investment in main town centre uses outside the city centre including flexible workspaces and complementary evening and night-time uses, as well as appropriate community uses.
- 8.6 District Centres have a role in catering to a local catchment and will focus on meeting the day-to-day retail and local leisure needs, and appropriate community use needs, of the local population.
- 8.7 Local Centres and Parades cater for day-to-day retail and services and local leisure needs, and appropriate community use needs, within walking distance of communities. They may include specialist businesses and act as local clusters of similar businesses. Independent operators are commonly represented throughout local centres. In accordance with the 'town centre' first approach to development as set out within national policy, this policy directs main town centre uses to Bristol's centres with the scale of uses reflecting the scale and character of the centre.
- 8.8 For the purposes of this policy, 'main town centres' uses are defined as per Annex 2 of the NPPF. 'Retail development' is defined as Use Class E(a) 'display of retail sale of goods, other than hot food'.
- 8.9 Further detailed policy in respect of the role of centres, and the approach to development in the primary shopping areas is provided in Policy SSE2 'Development in Bristol's centres'.

## Policy SSE2: Development in Bristol's centres

- 8.10 Acknowledging the diversity of different centres, it is important to ensure that the vitality and viability of each of these areas is supported.

### Policy Text

The role of Bristol's city centre and town, district and local centres in meeting a wide range of local needs will be protected and enhanced.

#### *City Centre*

Within the city centre boundary, as shown on the Policies Map, proposals for main town centre uses which support Bristol's regional role will be encouraged where these comply with other relevant Local Plan policies.

The primary shopping areas within Bristol city centre, as shown on the Policies Map, will be the focus for retail uses and new retail development. The city centre primary shopping areas of Bristol Shopping Quarter (Broadmead) and Queen's Road/Park Street will be the priority location for major shopping facilities. Proposals for new retail development within the primary shopping areas will be supported and encouraged. Active uses including leisure and hospitality which support the vitality and viability of these areas will be suitable within primary shopping areas.

At Old City, Harbourside and Wapping Wharf, Christmas Steps Arts Quarter, Stokes Croft and Old Market/Baldwin Street there will be an emphasis on retaining a mix of uses to maintain the character and sustainability of these locations. This will include retaining and enhancing existing markets, supporting smaller scale and independent retail and leisure uses, including new market provision and encouraging uses that contribute to the evening and night-time economy.

At Victoria Street, Hotwells Road and Redcliffe Hill/Prewett Street the emphasis will be on the retention of a of local retail and service street and smaller scale leisure and hospitality.

#### *Town Centres*

Town centres will be the main focus for the development of main town centre uses outside Bristol city centre including uses that support the evening and night-time economy. Proposals for such uses in these areas will be supported, particularly where they would make positive use of vacant or under-used floorspace and diversify the centres existing retail and leisure offer.

#### *District and Local Centres*

Proposals for main town centre uses and community facilities within district and local centres will be supported where they would help maintain or enhance the function of the centre, and its ability to meet day-to-day shopping needs. Proposals for main town centre uses which would make positive use of vacant or under-used floorspace within these centres should be supported.

***Residential Development***

Within the primary shopping areas, changes of use of ground floor frontages to residential development (that require planning permission) will not be appropriate.

In wider centre boundaries, changes of use to ground floor residential development in centre boundaries may be acceptable where:

- It has been demonstrated after a suitable period of appropriate marketing that there is no realistic prospect of securing an active use in the unit; and
- where this would not, individually or cumulatively, detrimentally impact the vitality and viability of existing commercial and retail uses through fragmentation of the commercial function.

Major development proposals will be expected to contribute to environmental enhancement and public realm improvements within the city centre, and town, district and local centres and parades.

**Explanation**

8.11 'Main town centre uses' are defined within Annex 2 of the NPPF.

8.12 Within Bristol's centres, the primary shopping areas are identified as the focus for comparison and convenience retailing in order to protect their core retail function and ensure they continue to meet the needs of the localities they serve.

8.13 The principal retail area of the city centre is focused on Bristol Shopping Quarter (Broadmead) which provides an important comparison retail offer and has the largest proportion of national retailers. This area is supported by smaller primary shopping areas including Queen's Road and Park Street, comprising a mix of national and independent retail operators, and Old City which is focused on Saint Nicholas' Market. The city centre also has important local shopping and leisure areas which are distinctive in character. Harbourside and Wapping Wharf has a strong representation of leisure uses which contribute to the visitor and evening economy of the city centre. Christmas Steps Art Quarter has a strong presence of independent and specialist retailers and with an evening economy and hospitality presence. Old Market includes a range of comparison retail of niche interest, local services and pubs and bars, many geared towards the LGBT community, contributing to its acknowledged role as Old Market Quarter gay village. Stokes Croft has a localised retail function with a number of independent traders and supports a vibrant mix of artistic activities, cafés, pubs, bars, nightclubs, take-aways and other local services.



## Policy SSE3: Supporting Bristol's evening, night-time and culture economy

- 8.14 Bristol is a 24-hour city with a hospitality sector that makes a strong contribution to both the quality of life in the city, its tourist and visitor economy and the strength of its economy overall. The sector includes uses which serve customers throughout the day, contributing to the vitality of centres. This policy aims to support a thriving evening, hospitality and cultural economy, with a focus in Bristol's city centre and its town, district and local centres and parades.

### Policy Text

Centres will be the focus for hospitality, evening and night-time economy, culture and leisure uses.

Development proposals that protect, promote, diversify and revitalise these uses will be encouraged where they contribute to the vitality and viability of centres and Bristol's evening and night-time economy.

New evening and night-time economy uses will be expected to ensure they are neighbourly, having regard to the character of the centre where they are proposed. Larger and busier centres will be the focus for larger scale hospitality uses and night-time uses.

Evening and night-time uses may be appropriate in other locations where they cannot be accommodated in centres because of their scale and/or operational impacts.

The loss of cultural venues and night time economy uses will not be permitted unless it is demonstrated that the use is no longer viable and the premises cannot accommodate another similar use.

### *Outside space for hospitality businesses*

Appropriate proposals which provide outside hospitality space and contribute to the animation of public spaces will be encouraged.

### *Agent of change*

Proposals for residential development that could put at risk the continued use of existing evening and night-time uses, including music venues and clubs, are subject to the agent of change principle (Policy HW1 'Pollution control and water quality').

### Explanation

- 8.15 Supporting evening and night-time economy within Bristol City Centre as well as the town, district and local centres is particularly important in terms of encouraging diversification and ensuring that the vitality of these centres extends through the daytime, into the evening and night. For this reason, proposals for these uses within Bristol's centres will be supported especially where they represent a unique and under-represented offer.
- 8.16 New evening and night-time uses should be neighbourly, but they will not be expected to be designed and operated in a way that is unreasonably constrained. Existing homes in centres generally experience a level of activity to be expected in these livelier locations and this will be taken in account when considering the impacts of new evening and night-time uses on residents.

## Policy SSE4: Town centre first approach to development

- 8.17 Out-of-centre development may have had consequences for the health of nearby centres. To maintain the existing hierarchy of vibrant centres, a sequential approach will be applied to proposals to prioritise these existing centres over out-of-town or edge-of-centre locations.

### Policy Text

The vitality and viability of the defined centres will be supported and enhanced. The network and hierarchy of centres as set out in this local plan will form the focal point for uses, services, and facilities serving the surrounding population.

In order to safeguard and enhance the network and hierarchy of centres any proposals for additional main town centre uses outside the defined city, town, district and local centres will be subject to the requirements of the sequential test and where applicable an impact assessment.

Planning applications for 'main town centre uses' which are not in a defined centre or not in accordance with the policies of this plan will be subject to the following sequential approach to establish that there are no available or suitable sites or premises in sequentially preferable locations. The order of preference for such uses are as follows:

- i. Within designated centres ('in centre');
- ii. In locations on the edge of designated centres ('edge of centre');
- iii. Accessible sites which are well connected to a designated centre;
- iv. Other locations that are accessible by walking, cycling and public transport.

Out of centre development of main town centre uses will only be acceptable where:

- It can be demonstrated that there are no available suitable sites or premises in sequentially preferable locations.
- The proposal is of a small scale (floorspace no greater than 200m<sup>2</sup>) and aimed at providing for local needs.

The sequential approach applies to new floorspace, extensions to existing floorspace, changes of use and applications seeking to vary previously approved details.

The primary shopping areas as shown on the Policies Map, will continue to be the focus for new retail development.

Proposals for main town centre uses outside the defined city, town, district or local centres will be subject to an impact assessment where the floorspace of the proposed development exceeds the following thresholds:

- Outside Bristol city centre: greater than 500m<sup>2</sup> gross floorspace.
- Outside a town or district centre: greater than 300m<sup>2</sup> gross floorspace.
- Outside a local centre: greater than 200m<sup>2</sup> gross floorspace.

The impact assessment thresholds above related to town, district and local centres will be applicable for proposals within 800 metres of the boundary of the relevant centres. Elsewhere the threshold of 500 metres applies.

## Explanation

- 8.18 National planning policy states that main town centre uses should be located in town centres, then in edge of centre locations and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. In order to support this, it also states that LPAs should apply a 'sequential test' to planning applications for main town centre uses.
- 8.19 In the case of retail development, the sequential test is applied in relation to primary shopping areas rather than wider centre boundaries. For local centres and parades the centre boundary also serves as the primary shopping area.
- 8.20 Where permission is sought for unspecified Use Class E development, an impact assessment will be required unless the specific use proposed has been identified. Uses may be restricted to the specific use applied.
- 8.21 Locating retail, service, community and leisure facilities within Bristol's centres, as defined on the policies map is considered to be the most sustainable way of meeting the needs of Bristol's residents. It helps to maximise the accessibility of facilities for more people and promotes linked trips, which in turn reduces the need to travel and can increase footfall, improving trading conditions within centres. Scattering facilities across a wider area would be likely to adversely affect the vitality and viability of the centres, leading to their gradual decline and reducing their ability to attract new retail floorspace and serve the needs of residents.
- 8.22 Despite the changing nature of centres, and the proliferation of non-retail uses, it is considered important to future vitality and viability to manage the proportion of non-retail uses in the primary shopping areas to ensure that other uses support and do not dominate the primary retail function of the area. This is also required given the increased competition to Bristol city centre from out-of-centre retail facilities, and the associated need to ensure that the integrity of the retail core of the city centre is not diminished.
- 8.23 Promoting and enhancing the hierarchy of centres will help to ensure that development involving main town centre uses is directed towards and can be accommodated within those centres to support their continued success and ongoing vitality and viability, and that development in unsustainable out of centre or edge of centre locations is resisted.
- 8.24 Advice should be sought from the council in relation to which defined centre(s) the impact is likely to be on, which will be linked to the nature of the proposal and proximity to defined centre(s). Applicants should seek to agree the scope of the impact assessment which should be appropriate to the scale and nature of the proposed development and to identify any specific local issues.

## Policy SSE5: Temporary uses in centres

- 8.25 In recent years, a diverse range of interim, pop-up or temporary uses have made use of vacant land or underutilised spaces in advance of more comprehensive redevelopment. These 'meanwhile uses' provide short term opportunities for vibrant local places and creative expression, whilst longer term benefits may include community development, sustainable local enterprise and local employment.

### Policy text

Proposals for the temporary use of vacant buildings or sites within centres will be supported, where these would contribute to an attractive and vibrant environment for residents and visitors.

Proposals should demonstrate that:

- Future development proposals would not be prejudiced;
- The local character and amenity of the surrounding area would be enhanced;
- Amenity of nearby residents would be safeguarded in relation to noise, waste collection and impacts from other potential pollution; and
- There would be no unacceptable traffic conditions or obstructions to pedestrians or cyclists.

Proposals for the temporary use of vacant sites for car parking will not be acceptable.

Development in areas of growth and regeneration should identify opportunities for creative and innovative meanwhile use of sites in early phases of development.

### Explanation

- 8.26 National planning policy requires local plans to take a positive approach to applications for alternative uses on land which is currently developed but not allocated for a specific purpose.
- 8.27 'Meanwhile uses' are temporary uses on vacant land or in vacant buildings which can ensure that temporarily vacant buildings or land are efficiently used in a way that stimulates the vitality, vibrancy and viability of an area. These could include converting spaces for local art, leisure and cultural uses including temporary markets and creative flexible workspaces. In general, meanwhile uses should contribute to economic or community activity and therefore this policy does not apply to residential uses.
- 8.28 Utilising spaces for temporary uses and informal events throughout the year makes the best use of land and provides visual, environmental and health benefits to the local community before planning permission for more permanent uses is achieved. In addition, the presence of these uses can prevent blight associated with undeveloped sites within Bristol's centres, such as vandalism, littering or fly-tipping.
- 8.29 It is expected that the parameters for any meanwhile use, particularly its longevity and associated obligations, should be established from the outset of any prospective planning application and agreed by all parties. This will include the stewardship of the site during its use.
- 8.30 'Meanwhile uses' in the context of this policy refer to use that would encourage economic or community activity and is not applicable to proposals for meanwhile residential uses.
- 8.31 Temporary use of vacant sites for car parking is not considered to be acceptable as such uses can discourage and delay the permanent redevelopment of vacant sites. Bristol's centres are considered to be the most sustainable location for development in line with the 'town centre first' approach and are well-served by public transport, as such allowing the use of temporary sites for car parking would be contrary to other aims set out within the Local Plan.

## Policy SSE6: Retaining and enhancing markets

- 8.32 Markets can significantly contribute to the range of shopping opportunities and choices within Bristol's centres. Existing permanent and temporary markets often form an important part of the character of the areas in which they are located.

### Policy Text

Proposals for new street or open markets will be encouraged where they would be beneficial to local shopping provision and would support the vitality, viability and diversity of existing centres.

Proposals for permanent markets or market-related development should have regard to:

- The availability of storage facilities for market stalls and associated equipment; and
- The availability of market trader facilities, such as toilets and other essential hygiene facilities; and
- Provision of an appropriate level of safe, secure, accessible and usable parking for trader vehicles; and
- The amenity of the area.

Proposals involving the loss of existing market sites will not be permitted unless it can be demonstrated that there would be no harm to the range, choice and diversity of market sites in the locality or city.

### Explanation

- 8.33 There has been a growth in the presence of local outdoor markets within the city. These tend to be focussed on food and drink, alongside the sale of vintage or handmade items.
- 8.34 Many types of markets and informal trading activities do not require planning permission due to their temporary nature. Where planning permission is required, the aim of this policy is to enable practical and safe implementation of additional markets and to enable these uses to continue to thrive.

## Policy SSE7: Provision of public toilets

- 8.35 The provision of public conveniences is important in enabling a safe and inclusive public realm. This policy aims to ensure that such provision is part of major public facing developments in centres and elsewhere.

### Policy text

Major developments that are open to the public should provide and secure the future management of:

- i. Free, publicly accessible toilets suitable for a range of users including disabled people, families with young children and people of all gender identities; and
- ii. Free 'Changing Places' toilets.

Toilets and changing facilities provided should be clearly identifiable and located at readily accessible parts of the development which facilitate public access.

Public toilets will be a suitable use where planning policies require or encourage the provision of active uses or frontages.



## Explanation

- 8.36 This policy is also applicable to major developments outside centres where they are open to the public. The policy expects provision to be located where it enables access and does not deter use.
- 8.37 Changing places toilets should be designed in accordance with the guidance in British Standard BS8300-2:2018 (or equivalent future standard). These should be available during opening hours, or 24 hours a day where accessed from areas of public realm.

## Policy SSE8: Public houses

- 8.38 Bristol's public houses serve local communities and make an important contribution to the diversity and vitality of the city and the wider region. As well as key components of the local economy, they are vital spaces for leisure socialisation, community activities and cultural exchange. This policy recognises the unique contribution to a community's social amenity and wellbeing that are provided by the city's public houses. It seeks their retention where they contribute to the diversity and vitality of their communities.
- 8.39 The policy supports national planning policy which recognises the need to 'guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.'

### Policy text

Proposals involving the loss of all or part of an established public house will not be permitted unless it is demonstrated that:

- i. The public house is no longer and cannot feasibly be made economically viable; or
- ii. An adequate and diverse range of alternative public house provision exists within the locality.

Where development is permitted any extensions or alterations should not harm the identity or architectural character of the public house.

## Explanation

### Assessing viability

- 8.40 Where the loss of an established public house is proposed, applicants will need to submit evidence in the form of a viability assessment which clearly shows that the public house is no longer and cannot be feasibly made economically viable.
- 8.41 Applicants should follow the guidance on viability assessments in the council's Public Houses practice note. Viability assessments should utilise the council's adapted version of the CAMRA viability test. This is expected to include:
- A rigorous analysis of trade potential.
  - At least the last three trading years of audited accounts.
  - Evidence that the public house has been operated positively and not run with a view to closure.
  - Demonstration that all reasonable measures to improve the viability of the public house have been pursued.

- 8.42 In such cases the council will submit the viability assessment for independent validation, with any reasonable costs for the validation process met by the applicant. Further guidance on assessing viability can be found in the council's public house practice note.
- 8.43 Applications for the change of use or loss of part of a public house will be required to demonstrate that the loss of floorspace will not negatively impact the ongoing viability of the remaining public house.

### *Marketing*

- 8.44 Applicants will be expected to demonstrate that an adequate marketing campaign as detailed in the council's public house practice note has been undertaken for a minimum of 18 months.

### *Valuation*

- 8.45 The valuations used in marketing the public house should be produced by an independent, RICS accredited valuer.

### *Adequate and diverse range of alternative public house provision*

- 8.46 Alternatively, the applicant will need to provide evidence of a range of pubs in the locality that can collectively continue to meet the needs and expectations of the whole community. This will include a good choice of public house environments offering a diverse range of services and community and leisure activities. As a guide the locality should include all other surrounding public houses within a reasonable walking distance.
- 8.47 Applicants will need to demonstrate that they have assessed the impact of both the loss of the public house, and the adequacy and availability of alternative provision. Further guidance on the characteristics and features of public houses which should be considered when assessing alternative provision can be found in the council's public house practice note.
- 8.48 Public houses provide opportunities for social interaction and in many cases provide or facilitate particular community activities. This might include space for sports or social clubs, children's play areas, evening classes or community meetings. It might also include social activities, such as skittles, quiz nights, live music and entertainment or other events. Regard will be had to the loss of such characteristics or features when considering if the community would remain adequately served.

### *The locality*

- 8.49 Alternative provision within the locality should include all other surrounding public houses within a reasonable walking distance. A reasonable walking distance should be no more than 800m, roughly equivalent to a ten-minute walk from the site, taking account of potential barriers to movement relating to urban form. Applicants should refer to the council's public house practice note for information on how to assess the locality.
- 8.50 Public houses can also be important local landmarks, often with distinctive identities and significant architectural qualities. Development affecting a public house should not undermine the building's identity as a public house or harm its architectural character. In particular, features that distinguish the building as a public house should be retained.

## 9. Biodiversity and Green Infrastructure

- 9.1.1** Bristol's One City Ecological Emergency Strategy sets out the need to reverse wildlife decline and make space for nature alongside meeting our targets for the sustainable development of more homes, better transport systems and an economy that works for everyone.
- 9.1.2** The development strategy aims to ensure that these objectives are not in conflict. They work together to ensure the new development we need includes a gain in biodiversity that contributes to meeting our ambitious and essential targets for nature.
- 9.1.3** The local plan sets an overall framework which supports nature recovery and biodiversity by:
- Setting out a development strategy focused on making the best use of previously developed land;
  - Identifying and protecting an extensive network of open space as Local Green Space and Reserved Open Green Space (policies GI1 to GI4);
  - Setting a new framework of policies to address net zero and climate, addressing climate action as the context for nature recovery; and
  - Supporting and encouraging food growing in the city.
- 9.1.4** The policies below support these approaches by integrating nature recovery, biodiversity gain and nature conservation into the development process so that new development can come forward alongside overall gains for nature.

### Policy BG1: Green infrastructure and biodiversity in new development

- 9.1.5** This policy aims to ensure that green and blue infrastructure and provision for nature is incorporated into new development.
- 9.1.6** The term 'green infrastructure' describes the network of spaces, corridors and natural habitats within Bristol that work together to deliver a wide range of environmental, economic, health and wellbeing benefits to the city. Individual green infrastructure assets range widely in scale and character, from parks and public open spaces to natural woodland, allotments, private gardens, sustainable drainage features, green roofs and walls, and street trees. It also includes water environments such as streams, ponds and canals, sometimes referred to as 'blue infrastructure'.
- 9.1.7** The West of England Joint Green Infrastructure Strategy sets out green infrastructure priorities and project at a sub-regional level. As a requirement of the Environment Act 2021, a Local Nature Recovery Strategy will also be prepared for Bristol. A Nature Recovery Network is already emerging, identifying ecological networks at both a West of England level and a Bristol level, which will inform the implementation of the policies set out in this chapter. In Bristol, the Ecological Emergency Strategy commits to managing at least 30% of land for the benefit of wildlife by 2030.
- 9.1.8** To deliver on these strategies and targets and to meet national planning policy requirements, it is important to recognise that the role that all habitats and spaces

play in the wider network of green and blue infrastructure across the city. These include areas and opportunities within the Nature Recovery Network, alongside individual green and blue infrastructure features which contribute to ambitions within the West of England Joint Green Infrastructure Strategy and any further plans and strategies set out locally.

- 9.1.9 Used effectively in new development, green infrastructure can deliver multiple benefits simultaneously, such as enhancements to biodiversity, adaptation to climate change and improvements to the character and appearance of the city and the health and wellbeing of communities. In January 2023 Natural England launched the Green Infrastructure Framework<sup>2</sup>, including 15 'green infrastructure principles' and five headline 'green infrastructure standards' to guide the provision of green infrastructure in new development. These include the Urban Greening Factor for England, a standard for setting measurable targets for the provision of green infrastructure in new development.

### Policy text

The integrity and connectivity of the Nature Recovery Network and wider network of green and blue infrastructure across the city will be maintained, protected, enhanced and restored.

Development proposals will be expected to incorporate appropriate multifunctional green infrastructure and provision for nature.

The provision of green infrastructure in new development should:

- Integrate features which support nature and encourage wildlife such as swift bricks and other nesting assistance, hedgehog holes and other wildlife movement features, accommodation for pollinators, and wildlife friendly landscape treatments;
- Integrate green infrastructure into the design of new development including nature-rich landscape treatment and features such as green roofs, living walls or water features linked to SuDS;
- Retain and incorporate important existing green infrastructure such as trees (Policy BG4 'Trees'), hedgerows and water features;
- Take all available opportunities to deliver multifunctional benefits including habitat creation, flood protection, water quality, recreation, food-growing, improved air and water quality and reduced urban heating;
- Take all available opportunities to connect to, or enhance the integrity of the Nature Recovery Network and wider ecological networks;
- Provide appropriately for recreational access and use; and,
- Enhance opportunities to access nature, through connecting public rights of way and extending access to active travel links where possible.

Where green infrastructure is provided it is expected that provision will be made for its long-term management and maintenance.

New development should demonstrate through a Green Infrastructure Statement how it will address these provisions.

<sup>2</sup>Green Infrastructure Home ([naturalengland.org.uk](https://naturalengland.org.uk))

***Artificial grass***

Developments should not include artificial grass within their landscape schemes or as part of the provision of private or communal open space.

***Green infrastructure standards***

Major development proposals will be expected to use the Natural England Green Infrastructure Standards to demonstrate that green infrastructure of appropriate quantity and quality will be provided.

Major development proposals will be expected to achieve the following target scores against the Urban Greening Factor for England:

- 0.4 for predominantly residential development;
- 0.3 for predominantly non-residential development.

Where relevant, the voluntary use of other standards such as Building with Nature to support compliance with this policy will be encouraged.

**Explanation**

- 9.1.10** This policy is applicable in conjunction with other policies which aim to secure green infrastructure including the policies below and those for net zero and provision of recreational open space. The requirements for nature mean that all new development should contribute to nature recovery and biodiversity, not only those developments subject to specific net gain requirements (see Policy BG3 'Achieving biodiversity gains').
- 9.1.11** Wider ecological networks are reflected in the West of England Nature Recovery Network, which will be supplemented in due course by more detailed local ecological network mapping for Bristol. These will form a part of a future Local Nature Recovery Strategy for the area.
- 9.1.12** Development may also have the potential to support plans and proposals set out in the West of England Joint Green Infrastructure Strategy, which will be supported by a Bristol green infrastructure strategy in due course.
- 9.1.13** In order to demonstrate compliance with this policy, Green Infrastructure Statements proportionate to the scale of development proposed should be submitted with planning applications. These statements should set out how the development will incorporate green and blue infrastructure that provides for a range of functions as set out in this policy.
- 9.1.14** The policy does not allow for the inclusion of artificial grass within the landscape treatment of development because that form of surfacing does not support biodiversity gain or nature recovery in development.
- 9.1.15** Application drawings and supporting information should show how the green infrastructure proposed forms an integral part of the proposed design.
- 9.1.16** The Urban Greening Factor target scores set out in this policy reflect those recommended by Natural England, who have also provided a handbook and a calculator spreadsheet to assist with calculating Urban Greening Factor scores.



- 9.1.17** The voluntary use of other standards, frameworks and accreditation processes such as Building with Nature can provide further structured methods of showing how this policy is being addressed.

### **Pollinating insects**

Bees and other pollinating species are vital to our biodiversity and food production. The local plan's policies for nature conservation and habitats aim to maintain a healthy ecosystem and link the city's wildlife networks with the wider area.

Through the policies in the local plan and supplementary planning documents and frameworks, the council will secure species beneficial to pollinating insects as part of the required green infrastructure in development proposals.

## **Policy BG2: Nature conservation and recovery**

- 9.1.18** Although predominantly urban, Bristol has a diverse range of habitat areas. These include places designated for their international and national importance, particularly surrounding the River Severn and Avon Gorge, including Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar sites, as well as sites of regional, city wide and local nature conservation interest.
- 9.1.19** The Environment Act has shifted the emphasis of nature conservation from solely protecting and maintaining discrete designated sites to establishing a regional network of habitats. This policy aims to promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.
- 9.1.20** It also identifies the hierarchy of sites designated for nature conservation, which aims to ensure that the most valuable ecological habitats and species are appropriately protected in relation to the features for which they are designated.

### **Policy text**

Development in Bristol will be expected to take all available opportunities to connect to or enhance the integrity of the Nature Recovery Network and wider ecological networks and promote the restoration of priority habitats and the recovery of priority species, including through the provision of new and the enhancement of existing green and blue infrastructure.

Development which would be likely to have an impact upon habitats, species or features which contribute to nature conservation and recovery in Bristol, including on previously developed land, will be expected to:

- i. Be informed by an appropriate survey and assessment of impacts; and
- ii. Be designed and sited to avoid any harm to identified habitats, species and features of importance.

Where loss of nature conservation value is unavoidable to enable development which is in accordance with the local plan, proposals will be expected to provide mitigation on-site, and where this is not possible, provide mitigation off-site. For protected sites and species, this is in addition to policy requirements for Biodiversity Net Gain.

Development which would fail to take the opportunities available to enhance ecological networks or result in significant harm to biodiversity which cannot be appropriately mitigated will not be permitted.

### *Designated sites - hierarchy*

#### International:

- Internationally designated sites, comprising Special Areas of Conservation (SAC), Special Protection Areas (SPA) and Ramsar sites, are subject to statutory protection from harmful development. Development will not be permitted which would have an adverse impact in accordance with the approach in national planning policy.

#### National:

- Having regard to individual and cumulative impacts, development will not be permitted which would have an adverse impact on nationally designated Sites of Special Scientific Interest (SSSI), National Nature Reserves or Local Nature Reserves in accordance with the approach in national planning policy.

#### Local:

- Development which would have a significantly harmful impact on local wildlife and geological sites, comprising Sites of Nature Conservation Interest (SNCIs) and Regionally Important Geological Sites (RIGS) as shown on the Policies Map, will not be permitted.

### *Irreplaceable habitats*

Development resulting in the loss or deterioration of irreplaceable habitats will not be permitted.

## Explanation

- 9.1.21 National planning policy requires that local plans should distinguish between the hierarchy of sites (international, European, national and locally designated), and promote the conservation, restoration of priority habitats ecological networks and the protection and recovery of priority species.
- 9.1.22 'Local Wildlife Sites', known as Sites of Nature Conservation Interest, and 'Local Geological Sites', known as Regionally Important Geological Sites, are identified for their scientific, educational, research, historical or visual landscape importance.
- 9.1.23 Priority Habitats and Priority Species<sup>3</sup> are those habitats and species of Principal Importance included in the Biodiversity List published by the Secretary of State. The Bristol Biodiversity Action Plan sets out those priority habitats and species for consideration in the local context.
- 9.1.24 The NPPF defines 'irreplaceable habitats' as habitats which would be technically very difficult (or take a very significant time) to restore, recreate or replace once destroyed, taking into account their age, uniqueness, species diversity or rarity. They include ancient woodland, ancient and veteran trees, blanket bog, limestone pavement, sand dunes, salt marsh and lowland fen.

<sup>3</sup>Habitats and species of principal importance in England - GOV.UK ([www.gov.uk](http://www.gov.uk))

## Policy BG3: Achieving biodiversity gains

The Environment Act 2021 makes a 10% biodiversity net gain mandatory from a date expected to be in early 2024. This policy assumes that by the time of adoption of the local plan, the mandatory requirement will be in place.

- 9.1.25 The Environment Act in 2021, requires all non-exempted development which needs planning permission to secure measurable improvements to natural habitats. This means setting out, within a Biodiversity Gain Plan, how development will:
- Deliver a minimum of 10% biodiversity net gain, measured using the Defra Metric.
  - Minimise the adverse effect of the development on the biodiversity of onsite habitat and any other habitat.
  - Deliver against the biodiversity net gain hierarchy, which requires consideration of delivery on-site, offsite biodiversity gain or biodiversity credits.
- 9.1.26 The purpose of this policy is to set out how biodiversity net gain will be achieved and the application of the mitigation hierarchy.

### Policy text

In accordance with Policy BG1 'Green infrastructure and biodiversity in new development', new development will be expected to incorporate provision for nature resulting in a biodiversity gain.

Development proposals subject of the provisions of the Environment Act 2021 will be required to achieve a minimum of 10% biodiversity net gain. Developments will be encouraged to secure greater than the minimum level.

Using the Defra Biodiversity Metric, or latest nationally endorsed metric, proposals must demonstrate their ability to achieve biodiversity net gain through a Biodiversity Gain Plan which is required to be submitted alongside a planning application. This will set out:

- Steps taken to avoid and minimise the adverse effects of the development on habitats;
- Identification of pre- and post-development onsite biodiversity value;
- Details of registered offsite biodiversity value allocated to the development and biodiversity credits purchased; and
- Other information that may be required by other and/or prevailing regulations.

The Biodiversity Gain Plan will set out how the condition of any habitat creation and enhancement will be maintained for at least 30 years after development is completed.

### *Biodiversity Gain Mitigation Hierarchy*

All development required to provide biodiversity gain will be expected to provide appropriate mitigation and compensation in accordance with the mitigation hierarchy.

Only where a development proposal cannot prevent and/or minimise loss to biodiversity using avoidance measures, and this has been clearly demonstrated through a Biodiversity Gain Plan, will habitat remediation and compensation measures be appropriate.

Biodiversity remediation and compensation (through habitat creation, restoration and enhancement) should be provided on site, avoiding, where possible, harm to existing designated and non-designated habitat and species features of conservation value.

If it is demonstrated that the required level of biodiversity net gain cannot be achieved within the site, alternative measures to deliver biodiversity gain through compensation will be appropriate. These may include:

- Off-site biodiversity gain in a location as close as feasible to the site that would contribute to the Nature Recovery Network and, where possible, have a meaningful ecological relationship to the development, comprising the creation or enhancement of habitats on another site or the purchase of biodiversity units from habitat banks.
- As a last resort, if no suitable off-site location can be found, habitat payment compensation through the Biodiversity Credits scheme.

Where biodiversity gain mitigation is proposed to be provided through these alternative mechanisms, evidence should be provided to demonstrate that:

- All impacts are mitigated, including cumulative impacts of habitat losses to enable habitat compensation, and biodiversity gains are achieved; and,
- Mechanisms for off-site delivery have been secured through formal agreement, such as through conservation covenant or S106 agreement.

Proposals which affect statutory designated sites for nature conservation must ensure that biodiversity net gain is delivered in addition to any existing requirements for mitigation. Impacts on irreplaceable habitats cannot be mitigated by biodiversity net gain.

## Explanation

**9.1.27** The Environment Act 2021 and national policy requires local plans to minimise impacts on biodiversity and pursue opportunities for securing genuine and measurable net gain. The Environment Act specifically mandates the delivery of a 10% gain in habitat value through a Biodiversity Gain Plan.

**9.1.28** The latest Defra biodiversity metric (or prevailing metric in national policy) can be used to consider existing pre-development biodiversity values, the impacts of development and the net gains that can be achieved. This enables calculation of losses and gains by assessing habitat, in terms of distinctiveness, condition, strategic significance and extent. The council will be preparing further guidance to take account of the West of England Biodiversity Net Gain guidance.

**9.1.29** Where there is evidence that the existing biodiversity value of the site has been degraded through specific activities carried out on the site (other than those authorised through, for example, the grant of a prior planning permission), the existing pre-development biodiversity value should be calculated based on the condition of the site immediately prior to those activities (consistent with the Environment Act 2021, this applies to any activities carried out on or after 30 January 2020).

## Mitigation Hierarchy

- 9.1.30 In order to minimise harm and maximise benefits for biodiversity resulting from development, the biodiversity gain mitigation hierarchy should be followed. This seeks to avoid impacts to existing biodiversity, mitigate unavoidable impacts where these occur, and finally to compensate for residual impacts if and where these remain.
- 9.1.31 If biodiversity net gain cannot be delivered onsite and offset compensation is required, other bodies should be engaged as potential offset habitat providers when land is not within the control of the developer. These organisations will need to be able to identify offset sites and put in place the management, monitoring and reporting required to deliver the biodiversity gains required.
- 9.1.32 It is expected that newly created habitat and compensation measures will be directed towards opportunity projects for biodiversity restoration identified within the West of England Joint Green Infrastructure Strategy or locations that would enhance wider ecological networks identified by the Nature Recovery Network or the emerging Local Nature Recovery Strategy.
- 9.1.33 Submitted Biodiversity Gain Plans will be expected to detail appropriate management measures for habitats in the long-term. In accordance with the Environment Act, this will be required to be maintained for at least 30 years following completion of the development. These management arrangements will need to ensure that created sites of biodiversity net gain habitats are resilient to future pressures from further development and climate change.

## Policy BG4: Trees

- 9.1.34 Trees provide a wide range of benefits to the city's residents and visitors and its natural environment, including making an important contribution to the character and quality of urban areas, whilst helping to mitigate and adapt to climate change.
- 9.1.35 This policy aims to ensure trees are retained as part of new development or replaced when this is not possible. The approach seeks to ensure new development increases the presence of trees throughout the city, contributing towards the aim of extending the city's tree canopy.

### Policy text

#### *Provision of trees*

The provision of additional and/or improved management of existing trees will be expected as part of the landscape treatment of new development.

The size, species and placement of trees provided as part of the landscape treatment will be expected to take practicable opportunities to:

- Ensure that any new streets created as part of the development are tree lined;
- Assist in reducing or mitigating run-off and flood risk on the development site; and
- Increase canopy cover and assist in providing shade and shelter.

Proposals will be expected to set out appropriate measures to secure the long-term maintenance of newly-planted trees.



***Protection and replacement of trees***

New development should retain and integrate important existing trees.

Development which would result in the loss of ancient woodland or ancient or veteran trees will not be permitted.

Where tree loss or damage is essential to allow for appropriate development, replacement trees of an appropriate species should be provided in accordance with the tree compensation standard below as a minimum, and their long-term management and maintenance ensured.

Trunk diameter of tree lost to development (cm measured at 1.5 m)	Number of replacement trees <sup>4</sup>
7 – 19.9	1
20 – 29.9	2
30 – 39.9	3
40 – 49.9	4
50 – 59.9	5
60 – 69.9	6
70 – 79.9	7
80+	8

<sup>4</sup>See also Biodiversity Net Gain requirements, which may require a higher level of provision.

Where the tree compensation standard is not already met in full by biodiversity net gain requirements (policy BG3 'Achieving biodiversity gains'), for instance because biodiversity net gain requirements do not apply to the development or because biodiversity gains are provided through a different habitat type, development will still be expected to meet the tree compensation standard on-site or off-site through an appropriate legal agreement.

Replacement trees should be located as close as possible to the development site.

**Explanation**

**9.1.36** Recent national policy and guidance has increased the emphasis on the importance of trees, and particularly street trees in urban environments.

**9.1.37** Trees are considered valuable multifunctional green infrastructure assets. The policy seeks to protect the most valuable trees and in line with policy BG1 'Green infrastructure and biodiversity in new development', mitigate for the loss of other important trees by securing replacement trees on-site or in the public realm. The tree replacement standard set out in this policy provides a suitable mechanism to determine the appropriate level of mitigation where loss of trees is proposed as part of development.

- 9.1.38** In applying the tree replacement standard, where there is evidence that the existing tree cover of a site has been deliberately reduced prior to the application being submitted, the number of replacement trees required will be calculated based on the number of trees that existed on the site immediately prior to those activities taking place.
- 9.1.39** The council's Planning Obligations Supplementary Planning Document provides further guidance on on-site and off-site tree replacement. Where trees are to be provided off-site and are not already secured in full under biodiversity net gain requirements, planning obligations will be sought to provide the appropriate number of replacement trees, utilising the approach set out in the Supplementary Planning Document.

## **Policy BG5: Biodiversity and access to Bristol's waterways**

- 9.1.40** As well as being important and connected resources for nature, Bristol's waterways, including its rivers, streams, brooks, ponds, the Floating Harbour, the rhines and ditches, make an important contribution to the character, distinctiveness and quality of life in the city.
- 9.1.41** The aim of this policy is to ensure that development adjacent to, or within, waterways will be expected to ensure that these valuable roles are maintained and enhanced.

### **Policy text**

Proposals which are adjacent to, or contain, waterways will be expected to:

- i. Conserve and enhance the nature conservation value of waterways and adjacent land, including both habitats and species, and deliver biodiversity net gain (see Policy BG3 'Achieving Biodiversity Gains');
- ii. Maximise opportunities to conserve and enhance the sustainable urban drainage functions of waterway and banks, and deliver additional flood resilience measures as appropriate;
- iii. Protect and enhance the water quality of the water spaces and surrounding environment;
- iv. Maintain, enhance and create suitable, high-quality multifunctional green infrastructure along the water's edge, including provision for walking and cycling;
- v. Complement existing and proposed waterside green spaces;
- vi. Avoid the loss of open waterways through culverting, piping, or enclosure by development and where feasible and viable, re-open existing culverted, piped or covered waterways; and
- vii. Enable long-term safe access, stewardship and maintenance of waterways and watersides.

### ***City Centre quayside walkways***

Development on or adjacent to the existing quayside walkways shown on the Policies Map will be expected to retain and, where appropriate, enhance a continuous and publicly accessible route.

Development on or adjacent to the proposed quayside walkways shown on the Policies Map will be expected to provide or contribute appropriately towards a continuous and publicly accessible route finished to a high standard of design including, where practical, seating and appropriate landscaping.

Buildings lining existing or proposed quayside walkways will be expected to have active frontages onto the walkway where feasible.

Development that would be harmful to the amenity or accessibility of an existing or proposed quayside walkway will not be permitted.

### Explanation

- 9.1.42 New development on or adjacent to waterways should contain enough public space as close to waterways as practicably and as safely as possible, to facilitate walking, cycling and accessibility. Provision of new public connections and public realm adjacent to waterways should also be designed to not only avoid harm but deliver ecological enhancement to any nature conservation value that might exist on banks adjacent to waterways. This means that new development will be expected to limit increased lighting or high levels of noise that could result in harmful impacts to existing habitats and the fauna species they support and consider opportunities for provision of reedbeds and natural banks to enhance habitats.
- 9.1.43 New development should be designed and sited to link existing and new connections provided adjacent to waterways to the existing public realm and green infrastructure network in and immediately around the development site. An open walkway should usually be provided on the existing quayside or banks of the waterway. However, where buildings are required for conservation or other reasons to directly abut the water's edge, consideration will be given to canted, colonnaded and floating solutions. To align with the emerging Bristol Avon Flood Strategy, opportunities to deliver green infrastructure links which also provide flood mitigation benefits will also be supported.
- 9.1.44 Due to the inaccessible nature of land and the form of industrial activity which takes place in the Bristol Port, this policy will not be applicable to that location.

### Policy BG6: Private gardens

- 9.1.45 Private residential gardens make an important contribution to the city's green infrastructure and to the character of its residential areas. This policy aims generally to retain private residential gardens in the city whilst setting out the limited circumstances where their development may be acceptable.
- 9.1.46 The local plan sets out the approach to providing new homes to 2040. Delivery of the new homes can mainly be secured through the development of a mix of sites across the city and has not been based on the assumption that development of significant amounts of garden land will be required. However, development of garden land may be appropriate where it would contribute to sustainable forms of development. Where such developments occur they can make a limited but useful contribution to the overall supply of new homes.

## Policy text

Development involving the loss of gardens will not be permitted unless:

- i. The proposal would represent a more efficient use of land at a location where higher densities are appropriate; or
- ii. The development would result in a significant improvement to the urban design of an area; or
- iii. The proposal is an extension to an existing single dwelling and would retain an adequate area of functional garden.

In all cases, any development of garden land should not result in harm to the character and appearance of an area.

Development involving front gardens should ensure that the character of the street is not harmed and that appropriate boundary treatments and planting are retained.

## Explanation

**9.1.47** The local plan seeks higher densities of development in and around the city centre, in or close to other centres and along or close to main public transport routes. In such locations the loss of garden land may be acceptable where a more efficient use of land would result, and provided the proposed development would not result in harm to the character of the area. In accordance with other policies, new green infrastructure would also need to be incorporated into the development.

**9.1.48** Loss of garden land may be acceptable where improved urban design can be achieved. Improvements to urban design may occur, for example, where the development would fill an incongruous gap in an otherwise built-up frontage. Redevelopment of a number of properties may result in overall loss of garden land but create improved design.

**9.1.49** Changes to front gardens do not always require planning permission. Where permission is necessary, the policy ensures that the character of an area is not harmed by inappropriate material, loss of boundary treatments and discordant design features.

**9.1.50** The following should be submitted with planning applications to show how the proposal addresses this policy:

- The Design and Access Statement should explain the rationale for the proposed design setting out, where relevant, how the proposed development would secure higher densities at an appropriate location and/or demonstrating how the proposed development would improve the urban design of an area.
- The Green Infrastructure Statement should show how new green infrastructure has been incorporated into the development proposals.

## Policy BG7: The St. Paul's green link

- 9.1.51** Outside of the network of primary pedestrian/cycle routes, a potential to improve green links in the St. Paul's/M32 area has been identified. The St. Paul's area contains a number of open spaces that form a rough west/east axis across the area from Brunswick Square to St. Agnes' Park, with onward links towards St. Werburgh's. An opportunity exists to improve and green linkages between these assets and to provide improved pedestrian/cycle links over the M32 to form stronger connections with the Frome Gateway regeneration area (see policy DS5 'Frome Gateway').

### Policy text

Development on sites affected by a proposed green link as shown on the Policies Map will be expected, where appropriate and feasible, to contribute to the delivery of that green link through the provision of a continuous walking/cycling route on an appropriate alignment incorporating street trees, open space and other forms of green infrastructure. This may be through the provision of a new public realm or through the greening of an existing public realm on or adjacent to the site. The green link will be available to pedestrians, wheelchair users and cyclists at all times.

### Explanation

- 9.1.52** Development in Frome Gateway and in the Dove Lane area will be expected to make a contribution, where appropriate and feasible, towards the delivery of a new green link comprising a continuous walking/cycling route and new green infrastructure including street trees and open space, including new crossings of Newfoundland Way and the River Frome. The green link will remain fully accessible at all times. Contributions should be proportionate to the scale of development.

## Open space

- 9.2.1** As we develop more homes, businesses and communities it is essential that we continue to carefully conserve open space infrastructure such as parks, playing fields, nature reserves and green lungs of natural space. This will help reduce pollution, improve air quality, physical and mental health and social interaction. It also helps mitigate climate change and reduces the risk of flooding.
- 9.2.2** About a fifth of the city's land area is given over to various forms of open space. That overall proportion will be maintained through the proposals in the local plan.
- 9.2.3** The local plan designates a number of areas as specially protected Local Green Space, to reflect their special status and in accordance with national planning policy. Other significant open space is designated and protected as Reserved Open Green Space.



## Policy GI A: Open space for recreation

**9.2.4** Open space for recreation provides multiple benefits and functions for communities. These include improving mental and physical wellbeing through facilitating exercise, outdoor activity, enabling community interaction, and enhancing visual amenity and townscape quality.

**9.2.5** New development creates a need for an appropriate quality and quantity of appropriately located open space. This policy offers an approach to ensuring an appropriate quality, quantity and accessibility of open space for recreation.

### Policy text

Development will be expected to ensure that a sufficient quantity, quality and proximity of open space for recreation is available to serve the new development in accordance with the guidelines set out in the council's strategies.

Where new open space for recreation is created as part of a development, it will be expected to:

- i. Be of an appropriate minimum size and quality;
- ii. Be publicly accessible;
- iii. Be appropriately designed to be safe, usable, integrated into the development site and maximise green infrastructure benefits and functions;
- iv. Take opportunities to connect to existing green spaces, active travel routes and the Nature Recovery Network; and
- v. Include a suitable long-term maintenance programme.

### Explanation

**9.2.6** The council's strategies provide further guidance on the approach to open space for recreation.

**9.2.7** In addressing the approach set out in this policy it is recognised that given the developed nature of Bristol, achieving the desired level of quantity of open space for recreation, within the appropriate distance, may not always be possible due to limited land availability. In such circumstances quality improvements to nearby open spaces can assist in addressing open space provision.

**9.2.8** Any newly created publicly accessible open space(s) for recreation will need to be of a minimum size and quality for the council to consider it an effective open space asset. A new children's play space, for example, which is not large enough to contain a balanced range of high quality facilities, would not assist in addressing the development's need for that type of publicly accessible recreational open space.

**9.2.9** An appropriately designed public open space will also be expected to maximise the green infrastructure benefits and functions it provides. Policy BG1 'Green infrastructure and biodiversity in new development' sets out the range

of potential functions of benefits of green infrastructure assets. Efficient and effective design and maintenance of public open spaces can assist in mitigating and adapting the city to climate change through cooling urban environments, providing rainwater storage and forming part of sustainable run-off systems. Open spaces can also be designed to provide habitats and features to enhance the Nature Recovery Network in Bristol and contribute to biodiversity net gain (see policy BG3 'Achieving Biodiversity Gains').

**9.2.10** Planning applications should indicate how this policy has been addressed.

## Policy GI1: Local Green Space

**9.2.11** Local Green Space is a designation provided for in national planning policy and which national policy says should only be designated in defined circumstances. The designation allows the protection of existing open spaces which are demonstrably special to a local community having unique characteristics that require safeguarding. These special qualities mean that the open space should be kept as such permanently.

**9.2.12** Local Green Spaces have been identified based upon five criteria of local significance:

- recreational value;
- historic significance;
- richness of wildlife;
- beauty;
- tranquillity.

**9.2.13** They are also considered to be demonstrably special to the community they serve and their designation has taken into account the result of public consultation. Although Local Green Spaces should be in reasonably close proximity to the community they serve, this does not necessarily mean that they are publicly accessible or publicly owned. However, they are normally readily visible from the public domain and meet the definition of open space set out in national planning policy.

### Policy text

Land identified as Local Green Space as shown on the Policies Map will be retained as open space. Development that would result in harm to the Local Green Space's characteristics, appearance or role will not be permitted.

Ancillary development of a proportional scale that supports the function and role of the Local Green Space may be acceptable provided it does not have a harmful impact on the space as a whole.

## Explanation

**9.2.14** Many Local Green Spaces are recognised as significant because of their recreational value to the community. It is acknowledged that some development may be required to enhance the use of the space. For example, it may be necessary to install buildings for changing facilities to allow the continued use of the space. Examples of other acceptable ancillary development may include play equipment in parks; appropriate parking facilities to facilitate the use of a Local Green Space or; appropriate footpaths and cycle paths to enhance accessibility through a space.

**9.2.15** Some Local Green Spaces are also located within the Green Belt.

### Local Green Space in Neighbourhood Plans

Neighbourhood Plans in the city include their own designations of Local Green Space. The local plan does not make further proposals for open space designations within the boundaries of those plans.

## Policy GI2: Reserved Open Green Space

**9.2.16** While not all open space has the characteristics of specially protected Local Green Space, the city contains numerous open spaces of importance that are considered appropriate for proportionate policy protection in the local plan. These open spaces have current public value and are proposed to be designated as Reserved Open Green Space. The policy approach also allows local communities to consider and review the approach to open spaces in their areas. Reserved Open Green Spaces will be re-assessed during future reviews of the local plan and may be reviewed through any new neighbourhood plans.

### Policy text

Development which would result in the loss of all or part of land identified as a Reserved Open Green Space as shown on the Policies Map will not be permitted unless it can be demonstrated that:

- i. The open space is no longer required for its open space function; and
- ii. A deficiency of open space provision would not be created through its loss, measured against the local plan's policies for open space provision (Policy GI A 'Open space for recreation').

Ancillary development of a proportional scale that supports the function and role of the Reserved Open Green Space may be acceptable provided it does not have a harmful impact on the space as a whole.

## Explanation

- 9.2.17 Any development proposals that would result in the loss or reduction of Reserved Open Space through development will be required to fully justify the proposal and demonstrate clearly why the space is no longer needed for an open space purpose.
- 9.2.18 The local plan's approach to open space provision seeks to ensure suitable provision of quality, quantity and access for publicly accessible open space in the city.
- 9.2.19 As with Local Green Space, it is acknowledged that some form of development may be required to enhance the function of the open space. Therefore, supporting ancillary development for the continued or improved use of the open space may be acceptable as indicated in the policy.

## Policy GI3: Incidental open spaces

- 9.2.20 Supplementing the designated Local Green Spaces and Reserved Open Green Spaces in the city is a variety of smaller spaces that may be considered to be locally important in terms of the character of the area. These spaces may have significance to the visual amenity of the surrounding built environment, be an integral part of the formal street layout or have a recreational function to the local community. This type of space may include landscaping incorporated into development and green amenity areas within housing estates or along the roadside.

### Policy text

Development involving the loss of incidental open space will not be permitted where the space is locally important for recreation and leisure use or townscape and visual amenity.

## Explanation

- 9.2.21 In addition to the Local Green Spaces and Reserved Open Green Spaces identified by Policies GI1-GI2, Bristol contains a range of smaller open spaces which often have localised importance for a particular open space role. These are typically too small to be separately designated, or are integrated into existing developments. However, such spaces can have an important role and value for recreation, leisure, community use, townscape, landscape and visual amenity quality.
- 9.2.22 In assessing the local importance of incidental open spaces account will be taken of their contribution to the design of the area, their level of use by local people and the availability of alternative provision in the immediate surroundings.

## Policy GI4: Stapleton allotments and holdings – food growing Local Green Space

- 9.2.23 Stapleton allotments and holdings are recognised as having amongst the best and most versatile agricultural land in the city. Grow Wilder, the Avon Wildlife Trust's community food growing project, is located here. The soil is regarded as being of the highest quality and forms part of a scarce resource of such land at the national level. National planning policy steers development away from high quality land and towards poorer quality land.

### Policy Text

The Stapleton allotments and holdings, as shown on the Policies Map, are designated as Local Green Space in recognition of their special importance for food growing and community use and will be retained as open space.

Development proposals which are inconsistent with this role will not be permitted.

Ancillary developments which directly support the food growing role of the land will be acceptable where they are consistent with other policies.

### Explanation

- 9.2.24 The policy approach reflects Policy GI1 'Local Green Space'. The Local Green Space is also located within the Green Belt.



## 10. Transport

- 10.1 For Bristol to be an attractive place to work, live and visit for everyone, it needs a transport network that supports the local economy, enhances the urban environment, and contributes to high-quality, safe, and people friendly places.
- 10.2 With growth in population, housing, and jobs comes increased demand on an already congested transport network. It is vital Bristol's communities are linked by a reliable public transport and active travel network that enables people to move around efficiently and with increased transport options that are accessible and inclusive for all.
- 10.3 The transport network of the future needs to minimise the negative impacts of increased demand such as congestion, poor health, and air pollution, which are often concentrated in the most deprived areas of the city.
- 10.4 Bristol City Council declared a climate emergency for the city in 2018. In the 2020 One City Plan, Bristol committed to becoming carbon neutral and climate resilient by 2030. Bristol's Environmental Sustainability Board came together to develop a climate strategy for the city and the One City Climate Strategy was published in 2020. The strategy found that a third of the city's direct emissions come from transport and that without further action, transport will still account for over a third of emissions by 2030. It outlines the necessary actions to reduce emissions including a 40% reduction in vehicle miles by 2030 and assuming 90% of remaining vehicles are Ultra Low Emissions Vehicles. To help towards achieving these goals significant new walking, cycling and public transport infrastructure, as well as charging infrastructure for electric vehicles, or other zero carbon fuels will be needed.
- 10.5 The planning and transport approach to the city needs to be coordinated: the Bristol Local Plan and the sub-regional Joint Local Transport Plan 4 (JLTP4) serve as complementary documents to deliver linked objectives. The JLTP4 was published in 2020 and will be refreshed in line with the latest guidance from the Department for Transport.
- 10.6 The Bristol Transport Strategy, adopted in 2019, focuses the Joint Local Transport Plan down to city level. The document sets out the City Council's vision and ambition for transport in the city up to 2036. Its proposals and objectives have informed the local plan.
- 10.7 The transport policies in this local plan deal with the interface between development and transport matters. They set out general development principles to support sustainable development and provide for safeguarding of any routes that may need to be kept available for transport schemes. A Transport SPD will be produced to provide further guidance in respect of the content and implementation of the transport policies contained in the local plan. The approach to parking, loading, kerbside management, and requirements for electric vehicle charging points will be set out in the Transport SPD.

## Policy T1: Development and transport principles

- 10.8 Policy T1 sets out the transport development principles for consideration in all new proposals for development. This policy, and the approach to urban living, aim to minimise the need to travel, especially by private vehicle, and maximise opportunities for walking, cycling, and the use of public transport.

### Policy text

Development proposals will be located where travel patterns can be achieved which are sustainable and assist in reducing carbon emissions, with more intensive, higher density mixed use development at accessible locations and along or close to main public transport routes.

#### *Minimising the need to travel*

The design and location of proposals should minimise the need to travel by private car and maximise opportunities for walking, cycling and public transport.

Proposals will be expected to provide direct, accessible and convenient links to local facilities and public transport.

#### *Safer streets*

Developments should be designed and located to ensure the provision of safe, accessible streets and reduce as far as possible the negative impacts of vehicles such as excessive volumes, fumes, and noise.

Proposals should create places and streets shaped by the needs of pedestrians, cyclists and public transport users and where road traffic and parking are carefully integrated to produce a liveable environment.

#### *Inclusive development*

The movement needs of disabled people should be considered within all development proposals. Developments should make appropriate provision for the transport needs of disabled people.

### Explanation

- 10.9 By improving facilities and ensuring permeability to and within sites for active and sustainable travel, there will be less reliance on the use of the private car. Minimising the need to travel, using active, public and shared forms of transport and the use of electric or other ultra low emission vehicles for trips that must be made by car are three forms of intervention which can deliver the decarbonisation of transport.
- 10.10 In addition to enabling existing road space to move the greatest number of people in the most efficient way possible, the approach set out in the policy will help to create environments which are safer, healthier, and more attractive for people to travel and spend time in.
- 10.11 In this policy reference to walking also includes provision for wheeling - ensuring access for people who use wheelchairs and mobility scooters.
- 10.12 Safer streets are streets in which people actively choose to walk, wheel, and use public transport. Reducing the fear of being injured by reducing both the perception of risk and the incidence of injury, will help reduce pollution, improve reliability of journeys, reduce delay, and support increasing levels of active travel.

## Policy T2: Transport infrastructure improvements

- 10.13** This policy sets out support for the planned improvement of transport infrastructure in Bristol. It supports the delivery of the strategic and local transport infrastructure that is required to enable Bristol to be a safe, accessible, carbon neutral and climate resilient city by 2030.

### Policy text

The council will support the delivery of significant improvements to transport infrastructure and sustainable travel measures to provide an integrated transport system. Improvements will include:

- Enhancements to public transport infrastructure and corridor improvements to improve strategic bus services;
- A proposed mass transit network;
- Expanded metrobus network; and
- Walking and cycling improvements.

Improvements will contribute to the accessibility, connectivity and safety of the transport network within Bristol and support the development proposed in this local plan.

### Explanation

- 10.14** The proposed mass transit network is subject to ongoing assessment. The routes will feature a high capacity, limited stop and physically segregated public transport mode for completion over the next 20 years. There are also proposals to expand the MetroBus network and transport corridor projects to improve strategic bus services and walking and cycling opportunities. The provision of park & ride services remain a key element of the transport strategy closely linked to the management and pricing of car parking spaces within key centres.
- 10.15** The broadening of travel choices will help to tackle congestion within the city and the implementation of significant public transport schemes, the provision of safe and attractive cycling and walking routes and promotion of smarter choices will help reduce the impacts of transport on the environment and encourage healthy lifestyles.
- 10.16** The transport infrastructure proposals to support sustainable growth and regeneration in Bristol are currently contained within the JLTP4 (2020-2036) and the Bristol Transport Strategy (2019-2036) along with associated transport policies and strategies including the Local Walking and Cycling Infrastructure Plan (2020), Bus Service Improvement Plan (2021) and City Centre Framework (2021). These will be updated when JLTP4 is refreshed.

## Policy T2A: Protected transport and movement routes

- 10.17** The purpose of this policy is to safeguard land required for potential future transport and movement infrastructure so that implementation would not be prejudiced by other developments. The policy also safeguards rail sites and transport depots.

### Policy text

Land required for the implementation of potential transport infrastructure and movement routes as shown on the Policies Map will be safeguarded to enable their future provision.

Development in areas safeguarded for the future provision of transport infrastructure and movement routes will not be permitted where it would prejudice future implementation.

Land used for existing transport facilities such as transport depots should be retained in that use unless it is demonstrated they are no longer required.

### Explanation

- 10.18** The protected areas shown on the Policies Map constitute sites and routes which could be critical in developing infrastructure to widen transport choice within a growing and developing city. The areas protected from development are the minimum necessary to ensure routes can accommodate future improvements which may be necessary. Rail sites with the potential for continued, intensified or future use are also safeguarded.
- 10.19** Transport depots are not specifically identified on the Policies Map. They can be identified by their existing use. Other policies in this plan refer to depots which are expected to be retained.

## Policy T3A: Transport development management

- 10.20** This Development Management policy sets out the transport and traffic considerations that development proposals should address. It seeks to ensure that new development is safe and accessible by sustainable transport methods such as walking, cycling and public transport.
- 10.21** The approach to parking, loading, kerbside management and requirements for electric vehicle charging points will be set out in the Transport SPD.

### Policy text

Development should not give rise to unacceptable traffic conditions and will be expected to provide:

- i. Safe and adequate access for all sections of the community within the development and onto the highway network including designs which include permeability for sustainable modes of travel and secure low vehicle speeds;

- ii. Direct, clear, safe, convenient and attractive links to existing routes, local and wider services, amenities and facilities;
- iii. Adequate access to public transport including, where necessary, provision for public transport improvements;
- iv. For appropriate transport improvements to overcome unsatisfactory transport conditions created or exacerbated by the development; and
- v. For pedestrians and cyclists including, where appropriate, enhancing the pedestrian and cycle network and, for major non-residential schemes, providing adequate changing, shower, storage and drying facilities for cyclists.

Proposals should be supported by a Transport Assessment/Statement and/or a Travel Plan where development is likely to have a significant traffic impact.

## Explanation

### *Safe and adequate access*

- 10.22 The Council have a statutory duty to maintain road safety and all developments are required to demonstrate that they do not compromise road safety. Developments would be expected to adequately address safety concerns both on the adopted highway and within the site.

### *All sections of the community*

- 10.23 Design incorporating suitable accessibility for all sections of the community improves equity for Bristol's citizens. This might include considerations such as ensuring that gradients are acceptable and the use of steps is minimised to allow older or disabled people to access developments, reducing traffic speeds such that children can feel safe in their neighbourhood, or that street lighting and natural surveillance is improved to reduce the fear of crime. The Equality Act 2010 outlines protected characteristics, and it is the duty of the Council to make reasonable consideration for these characteristics in its role as Highway Authority.

### *Highway design*

- 10.24 Design principles for safe streets will be led by the principles of Manual for Streets and the Council's Transport Development Management Guidance (TDMG).

### *Traffic implications of development proposals*

- 10.25 Examples of unacceptable traffic conditions referred to in the policy include the introduction of traffic of excessive volume, size or weight on to unsuitable highways/streets or in to residential or other environmentally sensitive areas. This could result in unsafe conditions both on the highway and for active travel users, high levels of transport noise and disturbance, excessive damage to the highway, and a decrease in air quality. Applicants should refer to the TDMG for advice on relevant design measures.



*Access and improvements to public transport, walking and cycling*

- 10.26 To optimise access to sustainable transport modes, new development should provide safe and accessible links with existing public transport, pedestrian and cycle networks through its design and layout and provide for improved links to the wider networks. Safe, accessible access to regular public transport services and accessible convenient infrastructure should be provided as outlined in Buses in Urban Developments (CIHT 2018) and the TDMG.
- 10.27 The Council will seek enhancements to new or existing walking and cycling routes where appropriate.
- 10.28 Where development proposals exacerbate existing or create new traffic problems mitigation measures will be sought. These could include, for example, highway junction improvements, the introduction of pedestrian facilities in areas where they do not currently exist, or more direct links to local facilities.

*Transport assessments, statements and travel plans*

- 10.29 Transport Assessments and Transport Statements consider the transport impacts of a proposed development and identify the measures to be taken to deal with them. A Travel Plan is a management strategy which seeks to manage travel to and from a specific site with the aim of reducing reliance on cars and encouraging walking, cycling and the use of public transport. The scope of Transport Assessments/ Statements and Travel Plans will depend on the scale and use of the development proposed. It will also include the consideration of any impacts that may occur in the adjoining local planning authority areas.
- 10.30 Guidance on the preparation of Transport Assessments and Statements can be found in the TDMG. Guidance on Travel Plans and Travel Plan Statements is provided in the Council's Travel Plan Guide for New Developments.

*Application information*

- 10.31 The following should be submitted with planning applications to show how the proposal addresses this policy:
  - A Transport Assessment and Travel Plan where the transport implications of a development are likely to be significant. For smaller schemes a Transport Statement and Travel Plan Statement may be acceptable.
- 10.32 Further guidance for other documents which may be required is provided in the TDMG.

## Policy T4A: Parking, servicing and the provision of infrastructure for electric vehicles

**10.33** This policy seeks to enable the delivery of high quality places by ensuring an appropriate level of parking provision whilst ensuring that efficient use of land is made and development densities are optimised. The policy sets out the approach to determine the appropriate level, design and management of parking provision for new developments. This includes the provision of infrastructure to enable the charging of electric or other ultra low emission vehicles. The policy also seeks the provision of appropriate servicing and loading facilities.

### Policy text

To support sustainable forms of development and objectives for reducing carbon emissions, proposals for parking, servicing and loading should make effective and efficient use of land and be integral to the design of the development.

In accordance with the standards and guidance contained within the Transport SPD, development proposals will be expected to:

- i. Provide an appropriate level of safe, secure, accessible and usable parking provision having regard to the parking standards, the parking management regime and the level of accessibility by walking, cycling and public transport; and
- ii. Provide appropriate servicing and loading facilities.

### *Electric vehicle charging*

Development proposals which include parking facilities will be expected to integrate the provision of infrastructure to enable the charging of electric or other ultra low emission vehicles into the design and layout of the development in accordance with the standards set out in the Transport SPD.

## Explanation

### *Car parking*

**10.34** The approach to the provision of car parking aims to promote sustainable and active transport methods, such as walking, cycling and public transport.

### *Cycle parking*

**10.35** The provision in new development of secure, accessible well-located cycle parking can be very important in encouraging people to cycle regularly. Similarly, in commercial and other non-residential schemes, good facilities for changing, showering, storage and drying can also make a significant contribution to increasing cycle use. It is important that development proposals incorporate these facilities and parking at the outset of the design process.

*Servicing/waste*

- 10.36 Developments are expected to make provision for servicing requirements appropriate to their use, and the likely size of servicing vehicles associated with the use. Developments which do not provide appropriate facilities for loading and subsequently impact on safety or capacity on the highway network will not be supported.
- 10.37 Waste storage requirements including access are found in the Council's Waste Guidance for New Developments (or subsequent update).

*Electric vehicle charging*

- 10.38 Developments will be expected to meet the requirements of the Transport SPD for the provision of a suitable network of EV charging facilities on- and off-street, to allow suitable and equitable access to EV charging facilities and enable the take up of cleaner, less polluting vehicles.
- 10.39 Applicants should refer to the Urban Living SPD, Transport SPD for development requirements, and Transport Development Management Guidance (TDMG) for guidance on design on parking and servicing.

*Application information*

- 10.40 The following should be submitted with planning applications to show how the proposal addresses this policy:
- A Transport Assessment and Travel Plan where the transport implications of a development are likely to be significant. For smaller schemes a Transport Statement may be acceptable. Plans will be required indicating location of parking and loading facilities for the development.
- 10.41 Further guidance for the design of parking and loading is provided in the TDMG.

**Policy T5: Public rights of way**

- 10.42 This policy seeks the protection and enhancement of public rights of way (PROW) in development proposals. The public rights of way network includes public footpaths, bridleways, and byways and are a valuable part of the city's transportation network.

**Policy text**

Development will be expected to protect and enhance the function and amenity of public rights of way.

Diversions of public rights of way will only be appropriate where an alternative route of equal or improved character, amenity, safety, directness and convenience is provided.

## Explanation

- 10.43** Public rights of way are important for their role in recreation and for providing opportunities for people to benefit from regular exercise and access to the wider countryside. They also provide an alternative to car use for shorter journeys and for longer journeys when combined with public transport. Their protection and enhancement will therefore be expected in development proposals.
- 10.44** The public rights of way network is shown on the City Council's public rights of way webpage<sup>5</sup>.
- 10.45** The following should be submitted with planning applications to show how the proposal addresses this policy:
- A Transport Assessment / Statement outlining impact on public rights of way.

## Policy T6: Active travel routes

- 10.46** Development proposals should maximise opportunities for walking and cycling. This policy sets out how development proposals should facilitate and, where possible, improve access to the network of Active Travel Routes. Active Travel Routes are both on-street and off-highway routes in Bristol intended for use by non-motorised forms of transport (including walking, cycling and wheeling). They can be linked to form a network connecting people to facilities and open spaces in and around the city and linking to neighbouring communities and the countryside.

### Policy text

In order to maximise opportunities for walking and cycling:

- Development will protect the function and amenity and make improvements to existing Active Travel Routes. This will include bringing them up to specification with the latest design standards.
- Development which contains proposed Active Travel Routes should incorporate and provide the proposed route contained within the development site in accordance with the latest design standards.
- Development which is adjacent to the Active Travel Route network should, where possible, provide connections with existing or proposed routes in accordance with the latest design standards.

Any new sections of Active Travel Routes or connections should be appropriately designed to LTN 1/20 or subsequent guidance and landscaped to optimise use by pedestrians and cyclists, ensure the safety and security of users and protect or enhance the location's character and nature conservation value.

<sup>5</sup>Public Rights of Way Service ([bristol.gov.uk](http://bristol.gov.uk))

## Explanation

- 10.47 Any new sections of Active Travel Routes or connections will be achieved either as an integral part of the scheme's design or through planning obligations.
- 10.48 The network of existing and proposed routes will be shown on the council's website. <http://maps.bristol.gov.uk>
- 10.49 Design and Access statements and Transport Statements/Assessments should show how access from the development to existing and improved Active Travel Routes is addressed and outline any improvements which can be made.



## 11. Community facilities

- 11.1 The term community facilities is wide-ranging and can include community centres and childcare facilities, cultural centres and venues, places of worship, education establishments and training centres, health and social care facilities, sport and recreation facilities and civic and administrative facilities. It may also include other uses whose primary function is commercial but perform a social or community role i.e. sport, recreational and leisure facilities.
- 11.2 Such services and facilities provide a focus for local people, helping to promote better personal contact between groups and individuals and generating community spirit and a sense of place. Together, they are all essential to the quality of life of people living and working in Bristol and can help to reduce levels of deprivation and social exclusion and improve health and wellbeing.
- 11.3 Development has an important role to play in supporting communities through the provision or protection of necessary community facilities. Development itself places pressure on existing community services and facilities and often creates additional need for new or enhanced provision.

### Policy CF1: Provision of community facilities

- 11.4 This policy sets out how development should contribute to the provision of good quality, accessible community infrastructure.

#### Policy text

Community facilities should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible community facilities should be located within existing centres.

Community facilities should be provided to serve new development in accordance with other relevant policies in this plan.

Where major developments would generate a need for new or extended community facilities they will be expected to provide a minimum of 10% of ground floor space suitably fitted out for the use of community and/or cultural organisations and groups and made available at an affordable rent.

Where community facilities are provided as an integral part of a development, they should wherever possible be within adaptable mixed-use buildings.

#### Explanation

- 11.5 The location of a community facility will depend upon its function and service users. Day-to-day facilities will need to be within the communities they serve and should be located within local centres. Higher-level facilities should be located within the most accessible parts of the city.

- 11.6** It is important that community facilities are easily accessible by walking, cycling and public transport, and are open to all members of the community.
- 11.7** Where it is proposed to relocate community facilities it will be necessary to ensure that the community served is not disadvantaged by the change in location.

## Policy CF2: Retention of community facilities

- 11.8** This policy sets out the council's approach to ensuring that community facilities and services are retained.

### Policy text

Proposals involving the loss of community facilities land or buildings will not be permitted unless it is demonstrated that:

- i. The loss of the existing community use would not create, or add to, a shortfall in the provision or quality of such uses within the locality that could potentially disadvantage the local community or, where the use has ceased, that there is no need or demand for any other suitable community facility that is willing or able to make use of the building(s) or land; or
- ii. The building or land is no longer suitable to accommodate the current community use and cannot be retained or sensitively adapted to accommodate other community facilities; or
- iii. The community facility can be fully retained, enhanced or reinstated as part of any redevelopment of the building or land; or
- iv. Appropriate replacement community facilities are provided in a suitable alternative location.

### Explanation

- 11.9** Community facilities include all uses, commercial or non-commercial, that provide a social or welfare benefit to the community. Whilst protection is sought for all uses that meet this definition, community land and buildings are particularly important. This includes land and buildings that are managed, occupied or used primarily by the voluntary and community sector for community-led activities for community benefit.
- 11.10** Existing community facilities can be vulnerable to proposals for new uses or redevelopment. In such cases the council will need to assess the loss in terms of the social, economic and physical impact on the local community and the harm caused to the level of community facilities provision in the area.
- 11.11** When making an assessment of the importance of the community facility consideration should be given to:
- Local need and demand for the existing community facility or other community facilities that are willing and able to make use of the building(s) or site.
  - The extent and quality of local provision of the existing community facility.

- The nature, pattern and frequency of activities taking place at the site.
- Its contribution to the diversity of community facilities in the locality.
- The accessibility of the site and other local community facilities by walking, cycling and public transport.
- In the case of commercial community facilities, whether the use is no longer viable (applicants will need to submit evidence to demonstrate that the site is no longer viable for that use and has been adequately marketed. The latter should be undertaken in accordance with the guidelines on the carrying out of marketing which are available to view on the council's website under planning advice and guidance).
- Whether the site or building has been listed as an asset of community value.

**11.12** A range of data sources, including the council's online mapping service Pinpoint and the council's Assets of Community Value Lists, can be used to understand the extent and distribution of community facility provision within a locality. The extent of the locality should relate to the nature and catchment of the community use.

**11.13** Where relevant, consideration should also be given to the suitability of the site for the current use or for other community facilities, including costs associated with any works to adapt the site. Important community facilities that cannot be accommodated on the existing site should form part of any redevelopment or be provided in a suitable alternative location.

**11.14** Where the retention of land or buildings used as community facilities is found to be uneconomic, the council will consider the need for appropriate replacement facilities in line with the needs of the community.



## 12. Net zero and climate

- 12.1.1 Bristol declared a Climate Emergency in 2018, requiring action at both local and global levels. As a consequence of climate change, Bristol already experiences higher temperatures and more severe weather events than it did a decade ago. In a context where we are proposing sustained delivery of new homes to meet our needs, it is vital that we create an urban environment that both mitigates its contribution to the causes of climate change and which can adapt to the further climate impacts that are expected over the plan period and beyond.
- 12.1.2 The government has committed the UK to a 68% reduction in emissions by 2030 and 78% by 2035, both from 1990 levels. To achieve these targets and ensure the sustainability of our cities and society we will need to facilitate drastic decarbonisation of the built environment. In 2020, Bristol made a commitment with The One City Climate Strategy, declaring that the city would become carbon neutral and climate resilient by 2030, going further than the national targets.
- 12.1.3 Bristol City Council is progressing towards enabling the city to be run entirely on clean energy. As such, it is appropriate now for future development to aim to achieve net zero operational energy. The policies in this section take it as an assumption that net zero operational energy design will be considered from the earliest concept stages and in the economics of land acquisition. By making this assumption, it is more likely that truly sustainable, net zero development will be feasible and viable.
- 12.1.4 The policies in this chapter are designed to ensure that future development contributes towards this goal of a net zero and climate resilient city.

In response to the declaration of the Climate Emergency in 2018, Bristol City Council has prepared the One City Climate Strategy. The strategy sets out an ambition to achieve a carbon neutral and climate resilient city by 2030.

Buildings, both residential and commercial can be significant drivers of climate change because of the carbon emissions they generate. The government's Heat and Buildings Strategy estimates that buildings account for up to 25% of the country's annual emissions. To mitigate this impact, the council aims to support both energy efficiency retrofit of buildings and the installation of building level renewables across the city. These measures will be a vital part of the city's transition towards a more sustainable future.

This local plan sets out a supportive policy framework for residents and businesses taking steps to make their buildings more energy efficient where changes require planning permission. Many energy efficiency measures can be installed without planning permission; for example, renewable energy generation or sustainable heating systems like heat pumps and solar panels can often be fitted without the need for planning permission. Please see the council's website for further information.



## Policy NZC1: Climate change, sustainable design and construction

- 12.1.5** This policy aims to ensure that new development mitigates its contribution towards the drivers of climate change including embodied and operational carbon emissions. It will deliver buildings that are adapted to changes in the local climate expected over their lifetime and external spaces that provide year-round comfort and support well-being.
- 12.1.6** This policy requires development proposals to consider climate adaptation and mitigation from the start of the design process to ensure the best outcome.

### Policy text

#### *Mitigating and adapting to climate change*

Development should contribute to both mitigating and adapting to climate change, and to meeting local and national climate objectives, through measures including:

- Minimising energy demand through high standards of energy efficiency, and maximising on-site generation of renewable energy (see policy NZC2 'Net zero carbon development - operational carbon').
- Minimising embodied carbon and making efficient use of natural resources. (see policy NZC3 'Embodied carbon, materials and circular economy').
- Ensuring all development is adapted to changes in the local climate over the lifetime of the scheme (see policy NZC4 'Adaptation to a changing climate').
- Design which is sufficiently flexible and adaptable to enable changes of use or layout and facilitate future refurbishment.
- Forms of development which make efficient use of land and encourage walking, cycling and the use of public transport instead of journeys by private car.

New development will be expected to demonstrate through Sustainability Statements how it would incorporate these measures. These measures should be integrated into the design of new development from the outset and be considered at all stages of the design process.

#### *Sustainable Design Standards*

For major non-residential development, a BREEAM assessment will be required. A BREEAM 'Excellent' rating will be required.

For residential or mixed use development consisting of more than 200 residential units, a BREEAM Communities assessment will be required. A BREEAM Communities 'Excellent' rating will be required.

There are a number of other sustainable design standards and methods that are available, covering a range of development types, including new homes. Where relevant, the voluntary use of quality assurance methods such as PassivHaus certification to support compliance with policies NZC1-NZC4 will be encouraged.

#### *Water Efficiency*

Development of new homes will be expected to achieve a water efficiency standard of no more than 110 litres per person per day as calculated using the methodology in Building Regulations Approved Document G.

## Explanation

### *Sustainability Statements*

- 12.1.7** In order to demonstrate compliance with this policy, Sustainability Statements proportionate to the scale of development proposed should be submitted with planning applications. These statements should set out a comprehensive approach to mitigating and adapting to climate change covering the full range of issues set out in policies NZC1 to NZC4. The application drawings and supporting information should show how the measures proposed form an integral part of the proposed design and the approach to green infrastructure.

### *Sustainable Design Standards*

- 12.1.8** The assessment of major development against national sustainability methodologies will ensure that development engages thoroughly with issues of sustainable design and construction. BREEAM assessments must be completed by a licensed assessor. The BREEAM methods should be used where required by policy, unless replaced by another standard which is approved by the local planning authority.
- 12.1.9** For mixed used or residential schemes of over 200 dwellings, a requirement to undertake a BREEAM Communities assessment will be applied where appropriate to the development proposals as defined within the BREEAM Communities scheme methodology or future replacement standard.
- 12.1.10** There are a number of quality assurance and rating schemes available to applicants and design teams that can assist with integrating sustainability into the design of residential and non-residential buildings. These include but are not limited to:
- PassivHaus
  - Home Quality Mark
  - LEED
  - AECB Carbonlite Programme
  - NABERS UK
- 12.1.11** For the purposes of this policy, major development is defined as development of 10 or more dwellings or development exceeding 1,000m<sup>2</sup> of other floorspace.

### *Water efficiency*

- 12.1.12** By 2035 Bristol Water anticipates a supply deficit of 0.87 ML/day, rising to 9.18 ML/day by 2045. To prepare for this deficit, Bristol Water is aiming to realise an average water consumption of 110 litres per person per day by 2050 through collaborative working with other companies and local planning authorities including Bristol City Council.
- 12.1.13** As such, Bristol City Council seeks to support this effort by applying a higher standard of water efficiency than national building regulations.

## Policy NZC2: Net zero carbon development – operational carbon

- 12.1.14** This policy requires development to achieve net zero carbon through maximising energy efficiency, utilising sustainable heating and cooling systems and incorporating onsite renewable energy generation.
- 12.1.15** Realising zero carbon development in relation to regulated emissions (heating, hot water, cooling, lighting and auxiliary energy) and unregulated emissions (appliances and equipment, etc) also referred to as 'operational' carbon emissions, is a key part of tackling the climate emergency. The UK Green Building Council defines net zero carbon – operational energy as being 'when the amount of carbon emissions associated with the building's operational energy on an annual basis is zero or negative. A net zero carbon building is highly energy efficient and powered from on-site and/or off-site renewable energy sources, with any remaining carbon balance offset.'
- 12.1.16** To reflect the latest best practice, this policy uses energy use intensity rather than CO<sub>2</sub> emissions as the metric for assessing compliance, working towards the same overall goal (i.e. zero CO<sub>2</sub> emissions from operational energy use in new development). Energy use intensity is a measure of energy use per square metre of a given development. It is calculated by dividing the total energy consumed by a building in a single year by the gross internal area of the building.
- 12.1.17** A number of studies have been carried out to explore appropriate planning requirements for energy use in new development. These studies set out how a combination of energy efficiency measures, on-site renewable energy generation and financial contributions to off-site offsetting, along with the selection of sustainable heating and cooling systems, can help to deliver net zero carbon and net zero energy development in Bristol.

### Policy text

#### *Energy use in new development*

Development will be expected to:

- Calculate and report predicted energy use intensity using an energy performance model;
- Be highly energy efficient, minimising the demand for heating, cooling, hot water, auxiliary energy, lighting and unregulated energy consumption through energy efficiency measures; then
- Meet its remaining heating and/or cooling demand sustainably as set out below; then
- Maximise on-site renewable energy generation to achieve a net zero energy balance; and then
- Meet any outstanding reduction in residual energy use through energy offsetting.

New development should demonstrate through an energy strategy set out as part of its Sustainability Statement how these requirements will be met, including the specific standards set out below.

***Specific standards for development***

Development will be expected to:

- Achieve a maximum 15-20 kWh/m<sup>2</sup>/yr space heating demand;
- Achieve the following standards:
  - In the case of new homes and other forms of accommodation, a maximum energy use intensity of 35kWh/m<sup>2</sup>/yr;
  - In the case of major non-residential development, the operational energy/carbon requirements of BREEAM 'Excellent' consistent with policy NZC1; and
- Provide on-site renewable electricity generation with an output equivalent to at least the annual energy consumption of the development, as calculated using an energy performance model.

Where it is clearly demonstrated that it is not technically feasible for the development to generate sufficient on-site renewable energy equivalent to at least its own annual energy consumption, the development should maximise on-site renewable energy to generate at least 105 kWh/m<sup>2</sup>fp/yr – where m<sup>2</sup>fp is the area of the footprint of the building(s).

The remaining operational energy needs of the development should be met by offsetting measures as set out below.

***Energy offsetting***

Where the above requirements for energy use cannot be met by on-site measures alone, any remaining energy use will be met by either:

- A financial contribution towards the council's energy offset fund; or
- Securing the provision of acceptable directly linked or near-site new additional renewable electricity generation provision.

The financial contribution required will be a one-off payment equivalent to the cost of providing equivalent additional small scale solar PV energy generation elsewhere in the city over a 30 year period, index linked. This cost is tied to the most recent DESNZ solar PV cost data for small scale solar PV, and includes a 15% administrative charge (currently £99 per MWh).

***Development involving existing buildings***

Where work is being carried out to existing buildings and it is not feasible for the full residential and non-residential targets above to be met, the energy strategy should show that energy demand has been reduced to the lowest practical level using energy efficiency measures, heating and cooling systems have been selected in accordance with the heating and cooling hierarchy and that on-site renewable energy generation will be maximised.

***PassivHaus buildings***

An alternative route to compliance is through the certified PassivHaus Classic or higher standard. Where development is proposed to be built and certified to this standard, the specific policy requirements above relating to energy use, on-site renewables and energy offsetting will not need to be met.

Where this route to policy compliance is pursued, a full energy strategy will not be required. It will be sufficient to submit the technical information required to demonstrate that the PassivHaus standard can be achieved and for the Sustainability Statement to demonstrate that residual heating/cooling demand for the development has been met sustainably as set out below.

***System flexibility***

Development should demonstrate how it has incorporated smart and flexible technologies to support the wider decarbonisation of the energy system, taking account of the latest best practice and guidance. Measures may include, among others:

- Minimising energy demand at peak times;
- Smart controls;
- Allocating space for internal and/or external thermal and electrical energy storage; and
- Provision for vehicle-to-grid charging.

***Heating and Cooling Systems***

Development will be expected to demonstrate through its energy strategy that sustainable heating and cooling systems have been selected in accordance with the following hierarchy:

- Where possible, connection to an existing classified heat network or a new classified heat network from the point of occupation;
- Elsewhere, employing communal or individual renewable heating system which is fossil fuel free.

Major development in an area where a classified heat network is planned but connection from the point of occupation cannot be provided will be expected to incorporate, where feasible, infrastructure for future connection to the district heat network.

The creation of new heat networks should be considered in the case of proposals that would provide more than 100 homes or 10,000m<sup>2</sup> floorspace within or adjacent to areas of growth and regeneration identified in the development strategy or other areas of significant development. In these cases, a feasibility study should be undertaken to establish whether a new heat network could be established, and if found to be feasible a heat network should be provided as part of the development proposals.

Development should seek to eliminate the need for cooling systems throughout the life-cycle of the development and, where cooling systems are required, minimise their capacity and energy consumption in accordance with the following hierarchy:

- Minimise the amount of heat entering buildings during warmer months through orientation, form, shading, surface finish, glazing design and insulation; then
- Minimise internal heat generation through energy efficient design and specification; then
- Maximise the use of passive ventilation to manage internal temperatures; and then
- Having minimised the need for cooling, meet any residual requirement through energy efficient mechanical ventilation and active cooling systems.

***Delivering modelled performance***

Proposed development will be expected to minimise the potential performance gap between design aspiration and completed development by implementing a recognised quality regime from design through to handover.



## Explanation

### *Energy use in new development and development involving existing buildings*

- 12.1.18** Proposals for development should be accompanied by an energy strategy as part of the Sustainability Statement submitted with the planning application.
- 12.1.19** The energy strategy should set out the development's energy use intensity and how it has been reduced to the levels indicated in the policy. Energy use intensity is a measurement of the annual energy use per m<sup>2</sup> of development (gross internal area). The statement should include all energy use (regulated and unregulated), calculated using a methodology proven to accurately predict a building's actual energy performance. The modelling approach in CIBSE TM54: Evaluating Operational Energy Use at Design Stage is the current preferred approach. Based on TM54 guidance, residential buildings should use the PassivHaus Planning Package (PHPP) software to demonstrate compliance with policy. Very simple, non-residential buildings may use PHPP or dynamic thermal modelling software; whilst more complex non-residential buildings should use dynamic thermal modelling software. Any change to this will be detailed in further guidance issued by the council.
- 12.1.20** The energy strategy should model and demonstrate how the maximum space heating demand target of 15-20 kWh/m<sup>2</sup>/yr has been achieved. What development will be expected to achieve within this range will depend on the development type. For example, apartments will be expected to achieve near 15 kWh/m<sup>2</sup>/yr, while bungalows or other less dense forms of development will be expected to achieve a higher value within this range.
- 12.1.21** The energy strategy should demonstrate how:
- The development will be highly energy efficient, with the demand for heating, cooling, hot water, auxiliary energy, lighting and unregulated energy consumption will be minimised through energy efficiency measures; then
  - The remaining heating and cooling demand can be met sustainably; then
  - On-site renewable energy generation will achieve net zero energy; then
  - Any remaining outstanding reduction in residual emissions will be achieved through accepted means of energy offset.
- 12.1.22** Demonstrating that the development can meet the appropriate energy use intensity limits within the UK Net Zero Carbon Buildings Standard is one method of demonstrating that the development is highly energy efficient.
- 12.1.23** The energy strategy should set out the choice of renewable heating and cooling systems and how these have been selected.
- 12.1.24** The energy strategy should also report the building's performance against the latest version of the Building Regulations Part L or future equivalent.

*Energy offset fund*

- 12.1.25 For energy offsetting to be permissible, the applicant will need to justify and demonstrate to the satisfaction of the planning authority why it is not possible to provide sufficient renewable electricity generation on-site.
- 12.1.26 Financial contributions towards the council's energy offset fund will be spent on the delivery of new additional renewable energy generation within the city. The financial contribution cost per MWh will be updated periodically to reflect the costs of administering, purchasing and installing additional solar PV.

*PassivHaus*

- 12.1.27 Proposals seeking to follow the PassivHaus route to compliance set out in this policy will need to be accompanied by full PassivHaus Planning Package outputs demonstrating that the PassivHaus standard can be achieved.
- 12.1.28 Prior to commencement, a 'pre-construction compliance check' completed by a PassivHaus certifier will be required and secured by condition. Upon completion, a Quality Approved PassivHaus certificate for each dwelling/building will be required.

*Heating and Cooling Systems*

- 12.1.29 Renewable sources of heating and power include ground, water and air source heat pumps, geothermal heat and heat from former mine workings, solar photovoltaics, solar thermal, and wind (large and small scale).
- 12.1.30 Where hydrogen constitutes all or part of the energy mix for a development's heating or cooling systems, all CO<sub>2</sub> and methane emissions arising from the production of the hydrogen should be accounted for within calculations provided to demonstrate compliance with other planning policies. When calculating the impact of methane emissions, a 20-year integrated time period should be used and a global warming potential for methane of 86.
- 12.1.31 The policy approach to heating systems intentionally excludes non-renewable electrical space and water heating, individual gas boilers and solid biomass boilers.
- 12.1.32 When considering proposals for heat pumps and active cooling systems, the global warming potential of the refrigerants used will also need to be taken into account in a manner consistent with policy NZC3: Embodied carbon, materials and waste.
- 12.1.33 Where usability issues (as described in Part O of the Building Regulations), such as noise, are stated as the reason that a development requires active cooling, then all reasonably practicable passive means of minimising cooling requirements should be applied.
- 12.1.34 This should be demonstrated by showing that the development could meet comfort requirements without active cooling if the usability issues were not present.

*Heat networks*

- 12.1.35 Renewable, low carbon heating and cooling can be provided via heat networks. These can supply single buildings, groups of buildings or large parts of the city and can

utilise heat from one or more sources. Heat networks are a key part of the city-wide strategy to provide renewable or low-carbon heat to existing buildings and new development. Connection of new development to heat networks supports the expansion of the network and connection and decarbonisation of a wider number of existing buildings. Bristol Heat Networks Ltd operates heat networks in the city and is actively expanding these (see Appendix C). Their development in combination with energy efficiency is central to the council's strategy for delivering affordable, secure and zero carbon heat across the city.

**12.1.36** Bristol Heat Networks Ltd is delivering heat networks which are working towards being zero carbon by 2030, through:

- Producing a strategy with rolling forward projections for the decarbonisation of heat delivered via its networks.
- Progressively increasing the proportion of renewable and very low carbon heat delivered by the networks.
- Publishing an annual report on the operation of its heat networks including fuel mix, carbon content and progress on moving to zero carbon heat.

**12.1.37** Existing networks are those that already have an energy centre building and/or excavation for pipework has been completed. Existing networks can be extended to provide heat to new development. New networks are those which have not yet been built but are planned for the area. Heat network zoning legislation is currently being developed by government which will require certain buildings to connect to a heat network. As such, development should take steps to comply with this where applicable.

**12.1.38** Where a feasibility study into a new heat network is required by new development, it should be produced through dialogue with city heat network operators who will be able to assess potential aggregate demand in the area.

**12.1.39** 'Classified heat networks' include those being developed by Bristol Heat Networks Ltd and other providers that meet the following requirements:

- Compliance with the appropriate technical standards (presently CIBSE CP1 Heat Networks: Code of Practice).
- The heat supplied is from renewable and/or low carbon sources or has a decarbonisation plan to remove all fossil fuel heat generation from the network by 2030 in line with the city's carbon neutral aspirations. The actions in the decarbonisation plan should demonstrably be included in the heat network's business plan.
- They offer fair and transparent prices to the consumer, committing to:
  - Publicly disclose any fixed charges, tariffs and unit rates and provide clear explanation about how prices are set to customers.
  - Prices that are equal or less than an appropriate low carbon counterfactual for the customer.
- They provide annual reporting on their performance and carbon content.
- From the point of the local plan's adoption, heat shall not be supplied via new biomass plant.

- 12.1.40** Where heat networks are proposed as part of development, they will be expected to meet the requirements for a classified heat network as set out above.
- 12.1.41** When calculating the energy use intensity of development connecting to a heat network, an energy conversion factor will be applied to the district heating energy requirement of the building to make the energy use intensity comparable to a building with on-site heating plant. This factor will take account of the efficiency and carbon emissions of the network and energy centre. Operators of classified heat networks will provide this factor for use in calculations. Where new heat networks are proposed as part of the network, the energy conversion factor shall be calculated by the applicant.

### *Delivering modelled performance*

- 12.1.42** There is significant evidence to suggest that buildings do not perform as well when they are completed as was anticipated when they were being designed. The difference between anticipated and actual performance is known as the performance gap. Addressing the performance gap is a key part of ensuring the built environment is net zero in practice.
- 12.1.43** Implementing a quality regime from design, through to construction and handover has been shown to reduce the performance gap. Relevant regimes include BSRIA Soft Landings; Government Soft Landings; NABERS Design for Performance; Passivhaus; activities within BREEAM credits Ene 01 Reduction of Energy Use and Carbon Emission, Man 04 Commissioning and Handover and Man 05 Aftercare; and activities within Home Quality Mark issues 9 Quality Assurance and 11 Customer Experience. Additionally, following appropriate system specific quality regimes such as MCS requirements can also reduce the performance gap.
- 12.1.44** Monitoring, verifying and reporting on energy performance in-use can enhance the construction industry's knowledge on the performance gap and identify issues with new buildings that then can be addressed by building owners. Reporting on energy performance will become increasingly common whether through government initiatives such as the proposed national performance-based policy framework for rating the energy and carbon performance of commercial and industrial buildings or voluntary initiatives such as the Built Environment Carbon Database.

## Policy NZC3: Embodied carbon, materials and circular economy

- 12.1.45** This policy sets out how development should minimise embodied carbon, utilise sustainable materials and incorporate circular economy principles.
- 12.1.46** The decarbonisation of our energy systems, coupled with improved energy-efficiency of buildings means that 'embodied carbon' represents a growing proportion of lifetime emissions. Embodied carbon refers to the greenhouse gases emitted during the production of a building or asset, and includes the carbon emitted from the extraction and processing of the materials used, their transport, installation and maintenance and end of life disposal.
- 12.1.47** It is becoming increasingly important that development considers the contribution of embodied carbon to climate change and seeks to minimise it. Reducing embodied carbon has also been shown to be mutually compatible with reducing operational energy demand; for example, more energy-efficient buildings will require less extensive heating and cooling systems which are in turn less carbon intensive to produce.
- 12.1.48** As well as considering embodied carbon, developers need to be conscious of other embodied environmental impacts, including in the selection of materials and the global warming potential of refrigerants used in building services systems.
- 12.1.49** In the UK, construction, demolition and excavation account for 60% of material used and waste generation. Promoting a circular economy involves prioritising the reuse of materials at their highest value for as long as possible, helping to prevent the over extraction of natural resources and minimising the amount of material sent to landfill.

### Policy text

#### *Embodied carbon – general principles*

Development will be expected to minimise its embodied carbon. In doing so, development should:

- Prioritise the renovation or retrofit of existing structures, as part of an efficient use of land, subject to technical feasibility, the other policies and proposals of the local plan and any relevant neighbourhood plans.
- Be designed efficiently to minimise the quantity of materials required to meet the building's functional requirements.
- Select high quality materials and systems which:
  - Have low embodied carbon;
  - Minimise the need for replacement over the lifetime of the development; and
  - Can be reused, recycled and disposed of sustainably at end of life.
- Ensure that new buildings are flexible and adaptable to future uses, reducing the need for future redevelopment.

Development should set out through the Sustainability Statement how these issues will be addressed.



***Embodied carbon – major applications***

Major development will be required to undertake an embodied carbon assessment, submitted as part of the Sustainability Statement using a nationally recognised embodied carbon assessment methodology, and demonstrate actions taken and an ongoing strategy to reduce embodied carbon emissions.

New development will be expected to achieve the following targets as a minimum:

Upfront embodied carbon (construction phase):

- Residential (4 storeys or fewer) - <400 kgCO<sub>2</sub>e/m<sup>2</sup>
- Residential (5 storeys or greater) - <500 kgCO<sub>2</sub>e/m<sup>2</sup>
- Major non-residential schemes - <600 kgCO<sub>2</sub>e/m<sup>2</sup>

Whole life-cycle embodied carbon:

- Residential (4 storeys or fewer) - <625 kgCO<sub>2</sub>e/m<sup>2</sup>
- Residential (5 storeys or greater) - <800 kgCO<sub>2</sub>e/m<sup>2</sup>
- Major non-residential schemes - <970 kgCO<sub>2</sub>e/m<sup>2</sup>

Where these targets cannot be feasibly met, a full justification will be required as part of the embodied carbon assessment.

Any shortfall against the upfront embodied carbon targets will be offset through a financial contribution towards the council's carbon offset fund. The value of a tonne of CO<sub>2</sub>e is tied to the high scenario in the Valuation of Energy Use and Greenhouse Gas supplementary guidance to the Treasury's Green Book (currently £373).

***Refrigerants***

In all development with fixed building services that include a refrigerant, the global warming impact of the refrigerants should be minimised by:

- Designing to minimise the volume and mass of refrigerants.
- Selecting equipment that uses refrigerant with low global warming potential.
- Implementing measures to minimise the risk of and detect refrigerant leakage.

Refrigerants and their associated impacts should be included within the embodied carbon assessment.

***Materials***

Development proposals should seek to minimise the wider environmental impacts arising from their sourcing, manufacture, construction, and end of life demolition and disposal.

Development will be expected to minimise the use of tropical hardwoods.

***Circular economy and construction and demolition waste***

The Sustainability Statement should demonstrate how circular economy principles have been embedded in the design of the proposal, including seeking to maximise re-use of materials, both from any existing development on site and in products and materials imported to the site.

Development proposals should seek to minimise and design-out construction and end-of-life waste, ensuring that waste reduction is planned in from project inception to completion, including consideration of standardised components, modular build, designing for deconstruction, and reuse of secondary products and materials. Where waste is generated, reuse and recycling should be maximised.

Where development proposals include demolition, this should aim to maximise the amount of material recovered for reuse and recycling, either on-site or at another site (either directly or via broker). Demolition materials should be recovered at their highest value possible.

Major proposals should submit a site waste management plan as part of their Sustainability Statement.

## Explanation

### *Major development*

**12.1.50** For the purposes of this policy, major development is defined as development of 10 or more dwellings, or development exceeding 1,000m<sup>2</sup> of non-residential floorspace.

### *Embodied carbon*

**12.1.51** An embodied carbon strategy should be included within the Sustainability Statement. This should demonstrate how embodied carbon has been minimised through following the principles in the policy. Demonstrating that the development will meet the appropriate embodied carbon limits from the UK Net Zero Carbon Buildings Standard is one method of demonstrating that the development has minimised embodied carbon.

**12.1.52** Embodied carbon assessments should be undertaken using a council approved methodology, which is proven to accurately assess embodied carbon and should demonstrate actions taken to reduce life-cycle carbon emissions. Currently, the approach in the RICS Professional Statement Whole Life Carbon Assessment for the Built Environment is the preferred methodology.

**12.1.53** The scope should include the substructure, superstructure, finishes, fixed furniture, fixtures and equipment, building services and associated refrigerant leakage.

**12.1.54** The following life-cycle stages as defined in BS EN 15978 Sustainability of Construction Works should be included within the assessment and reported on both separately and in aggregate:

- A1-A5
- B1-B5
- C1-C4

**12.1.55** The upfront embodied carbon targets refer to life-cycle stages A1-A5 and the whole life-cycle embodied carbon target refer to life-cycle stage A1-A5; B1-B5; and C1-C4. The assessments will be expected to address a minimum of 95% of the cost associated with each of the following elements:

- Demolition.
- Substructure.
- Superstructure.

- Internal finishes.
- Fixed furniture, fixtures and equipment.
- Building services.

**12.1.56** The carbon assessment targets do not include external works outside the building footprint.

**12.1.57** Where the embodied carbon assessment indicates that the policy's targets cannot be feasibly met, the applicant's justification will be scrutinised for technical quality and whether the applicant has demonstrated appropriate actions have been taken throughout the project's development. Any change to this will be detailed in further guidance issued by the council.

### *Carbon offset fund*

**12.1.58** For the offset mechanism to be permissible, the applicant will be expected to justify and demonstrate to the satisfaction of the planning authority that it is not possible to achieve the embodied carbon targets. The council's carbon offset fund will be spent on built environment carbon reduction projects.

### *Refrigerants*

**12.1.59** Many refrigerants used in fixed building services like heating and cooling systems have the potential to make significant contributions towards global warming and climate change if released to the atmosphere. Refrigerants often have a global warming potential considerably higher than that of CO<sub>2</sub>. For reference, R32 has a global warming potential 675 times that of CO<sub>2</sub> and R410A is a greenhouse gas 2,088 times more potent than CO<sub>2</sub>.

**12.1.60** Emissions associated with refrigerants form part of BS EN 15978 life-cycle module B1 and as such form part of the life-cycle embodied carbon of a development.

**12.1.61** As heat pumps become more common in the transition to a zero carbon society, it is becoming increasingly important to consider the climate impact of the refrigerants they use.

**12.1.62** The potential global warming impact of refrigerants should be minimised by:

- Minimising the volume and mass of refrigerants by:
  - Minimising or eliminating the need for heating or cooling systems through energy efficient design.
  - Avoiding the use of systems that have high refrigerant charge per kW capacity, such as systems that use refrigerant as the distribution medium to emitters.
- Minimising the potential impact of the refrigerant used by selecting equipment that uses refrigerants with a low global warming potential.
- Minimising the risk of refrigerant leakage through:
  - Avoiding the use of systems that use refrigerant as a distribution medium, particularly where refrigerant is distributed to emitters as this increases the risk of leakage during installation, maintenance and removal.

- Specifying leak detection and monitoring systems in accordance with industry best practice.
- Regular maintenance.
- Ensuring that installation, maintenance, decommissioning and disposal of all appliances using refrigerants is only ever undertaken by suitably qualified persons.

**12.1.63** Where a developer proposes using a system with refrigerants with a global warming potential greater than 750, full justification will be required including numerical whole-life carbon modelling compared to a low global warming potential option.

### *Materials*

**12.1.64** Construction products often involve complex supply chains and can have a wide range of negative environment impacts. Development proposals can demonstrate reducing these impacts through committing to purchase construction products with credible responsible sourcing certification.

**12.1.65** Tropical forests have an essential role to play in providing eco-system services, biodiversity and climate change mitigation and adaptation but are vulnerable to deforestation, degradation and the direct impacts of climate change. Research has found that even 'sustainable harvesting' of timber can lead to degradation. Developers are strongly encouraged not to specify any tropical hardwoods in new development, unless these are shown to be reclaimed, reused or recycled.

### *Circular economy and construction and demolition waste*

**12.1.66** The Sustainability Statement should demonstrate how the development proposals have adopted circular economy principles and what actions will be undertaken during detailed design and construction. Where there is existing development on the site, the statement should include an assessment of the appropriateness and feasibility of reusing/refurbishing buildings.

**12.1.67** Major developments should define measurable targets, compare them to good practice values and report on performance at practical completion. Appropriate targets include:

- Materials used from reused, remanufactured and recycled sources (% by weight).
- Proportion of the project designed for disassembly and reuse (% by weight).
- Proportion for building designed for adaptability (% by area).
- Construction waste generated (non-hazardous and excluding demolition and excavation waste) (weight per 100 m<sup>2</sup> GIA).
- Re-use, recycling or recovery of non-hazardous construction and demolition waste (% by weight).
- Beneficial use of excavation waste (% by weight).

## Policy NZC4: Adaptation to a changing climate

- 12.1.68** This policy sets out the council's approach to ensuring development in the city is designed to cope with the effects of climate change, both now and in the future.
- 12.1.69** The impact of climate change is already becoming apparent across the UK. In general, the climate change impacts that are expected in the UK are:
- Warmer, wetter winters.
  - Hotter, drier summers.
  - Rising sea levels.
  - More extreme weather events.
- 12.1.70** These impacts give rise to a number of hazards including, but not limited to extreme high temperatures, drought and water stress, flood events, subsidence and soil erosion; and a number of associated risks including impacts to human health, damage and degradation to the built and natural environment, increased building energy and maintenance costs or interruption to utility services.
- 12.1.71** The magnitude of these impacts hazards and associated risks will depend on how successful attempts to reduce greenhouse gas emissions are and how complex planetary systems respond to the changing climate. As of November 2022, the global climate is already 1.2°C warmer than the pre-industrial average. Current committed policies and action are likely to result in between a 2.2°C and 3.4°C global rise by 2100, while if all pledges and targets are implemented, between a 1.6°C and 2.5°C rise is likely.
- 12.1.72** Different areas of the city will be affected by climate change in different ways and communities will have varying needs and levels of vulnerability – for example, some communities may have insufficient access to external cool spaces during hot weather, while other areas, for example leisure and retail areas may benefit from the increased footfall arising from generally warmer weather. Development in some areas may exacerbate climate change risks in the surrounding area or elsewhere in the city – for example buildings with large amounts of active cooling reject heat into the air outside the building, potentially increasing temperatures for neighbours.
- 12.1.73** To ensure the future liveability and sustainability of our city, it is necessary for development proposals to take steps to understand and adapt to its context in terms of the risks arising because of climate change, whilst taking advantage of any opportunities, such as the incorporation of new green and blue infrastructure and meeting local needs associated with climate change where appropriate.

### Policy text

Development proposals should be resilient to the effects of a changing climate. Applicants should submit an adaptation strategy that demonstrates how the proposal has been designed to achieve this. It should also show how the development will provide for the comfort, health and wellbeing of current and future occupants and the surrounding environment.



### *Assessment of context*

Adaptation strategies should include an assessment of the proposal's context using the latest evidence base and climate change projections available for the lifetime of the development, taking into consideration the probability and consequences of the risks and the changing level of risk over time. This assessment should:

- Identify climate change hazards, associated risks, and opportunities including but not limited to more extreme temperature, drought and flooding for:
  - The development and associated infrastructure.
  - Current and future occupants.
  - Development's surroundings.
- Identify the vulnerability of the development's present and future occupants, and inhabitants of the proposal's surroundings.
- Identify local needs and opportunities relating to climate change impacts.
- Identify whether the development is in a location that could exacerbate climate change risks in the surrounding area or elsewhere in the city.

### *Informed design*

The adaptation strategy should demonstrate that the development's design has been informed by the assessment of context through:

- Layout, form, massing and orientation of the development.
- External hard and soft landscape design.
- Building design and building integrated measures.
- Use of green and blue infrastructure.

The strategy should demonstrate how an adaptation pathway approach has been taken to ensure the development has been designed to:

- Be resilient to climate change impacts for the lifetime of the development.
- Be adapted to risks and to take advantage of opportunities.
- Provide for the comfort, health and wellbeing of current and future occupants.
- Not make the surrounding area less resilient to climate change impacts, and where appropriate is designed to support identified local needs and opportunities associated with climate change.

### *General principles*

The adaptation strategy should include:

- Technical modelling and assessment of the risk of overheating in current and future climate change scenarios and demonstration of how this modelling has informed the design so that overheating risk is minimised, and any residual risk is overcome ensuring that cooling needs are met sustainably in accordance with policy NZC2 'Net zero carbon development – operational carbon'.
- Demonstration of how water supplies will be conserved.

- Demonstration of how multifunctional blue and green infrastructure has been used to provide both climate adaptation (e.g. shade to indoor and outdoor spaces, reduction of surface water run-off rates, reduction of the urban heat island effect) and biodiversity benefits.
- Demonstration of how comfort will be maintained in outdoor spaces.
- Description of how the development is resilient to flooding and use multi-functional SuDS.
- A description of how the development responds to other significant climate risks identified.
- Demonstration of how the responses to climate change avoid or minimise increases to energy use and CO<sub>2</sub> emissions.

## Explanation

### *Adaptation strategy*

- 12.1.74** The adaptation strategy should form part of the overall Sustainability Statement submitted with the planning application. The strategy should identify climate change related hazards, risks and opportunities affecting the development over its lifetime (100 years for residential development, 60 years for non-residential). The strategy should show that the development has been designed to be resilient to the identified risks and take advantage of any opportunities. The strategy should take into consideration the vulnerability of the development's present and future occupants, and inhabitants of the proposal's surroundings, and local needs and opportunities relating to climate change impacts. It should consider whether the development could exacerbate climate change risks in the surrounding area or elsewhere in the city. Both site and building-level adaptation measures should be set out in the adaptation strategy and included on the application drawings.
- 12.1.75** Climate change hazards are climate-related physical events or trends, for example extreme high temperatures or extreme precipitation. Climate change risk is the potential for adverse consequences of a climate-related hazard, for example on human health, ecosystems, or impacts on the function of the built asset or impacts on the occupants. Climate change opportunities refer to the potential for a beneficial consequence, as a result of a changing climate. Further guidance on the identification of relevant hazards, risks and opportunities will be provided in supporting guidance.
- 12.1.76** In identifying climate hazards, risks and opportunities over the lifetime of a development, the adaptation strategy should take account of the latest evidence base. At time of writing, this includes:
- The UK Climate Projections.
  - Bristol's heat vulnerability mapping, which assesses heat related risks particular to the development's location in the city.
  - For residential development, the Good Homes Alliance Early Stage Overheating Risk Tool checklist.
  - Bristol's Strategic Flood Risk Assessment (SFRA).

**12.1.77** The UK Climate Change Committee has warned that expected changes to the UK climate by 2050 are largely locked in, regardless of any current pathways in place to reduce global emissions. Development proposals should reflect this level of certainty in their design and ensure development is resilient to these predicted climate conditions. Beyond this, there is a range of potential future climates that could occur, and the strategy should take an adaptation pathway approach. An adaptation pathway approach involves planning for this uncertainty, identifying thresholds and trigger points at which certain actions need to be taken. This allows for adaptation to be targeted to climate outcomes as they occur, ensuring the best allocation of resources and eventual outcomes.

### *Vulnerability, climate hazards and climate risks*

**12.1.78** Certain groups are more vulnerable to climate change hazards and risks including infants, elderly people, people with chronic health conditions and people with extra care needs. These groups are particularly vulnerable to extreme high temperatures and the risk of overheating and other heat-related illnesses. Where the occupants of a proposed development are more vulnerable to the impacts of climate change, it should be clear how this has been taken into account in the proposals.

**12.1.79** The adaptation strategy should include a checklist of site features affecting vulnerability to climate risks, including but not limited to overheating and more extreme temperatures, droughts and flooding. Reflecting this, it should demonstrate how the development will provide for the comfort, health and wellbeing of current and future occupiers and the surrounding environment over the lifetime of the development.

**12.1.80** The risk of overheating within the building should be assessed using the following methodologies or future replacement standards:

- CIBSE TM52 for non-residential buildings.
- The dynamic thermal modelling method of Part O of the Building Regulations and CIBSE TM59 for residential buildings.

**12.1.81** The assessment should be undertaken using current and future weather files for a range of different summer conditions (Design Summer Years) that cover the lifetime of the development. For residential buildings, the Part O methodology should be followed for the current weather file and the TM59 methodology may be used for future weather files. Further details will be set out in technical guidance published separately by the council.

**12.1.82** Policy NZC2: 'Net zero carbon development – operational carbon' seeks to reduce any potential overheating and the need to cool a building through active cooling measures. Air conditioning systems are a resource intensive form of active cooling, increasing CO<sub>2</sub> emissions and emitting waste heat into the surrounding area. By incorporating sustainable cooling into the design process, buildings will be better equipped to manage their cooling needs and to adapt to the changing climate they will experience over their lifetime, whilst not relying on other more carbon and energy intensive means.

- 12.1.83 The adaptation strategy should incorporate the response to flood risk and water management required by the local plan, with specific reference to the impact of climate change over the lifetime of the development.
- 12.1.84 Certain adaptation measures, particularly well-designed sustainable drainage systems, urban greening and other forms of green/blue infrastructure, can contribute to the resilience of the surrounding area and the city as a whole. The benefits of such adaptations will be taken into consideration when assessing the adaptation strategy.

#### *Multifunctional green and blue infrastructure*

- 12.1.85 Green and blue infrastructure also has benefits beyond helping places adapt to a changing climate. It can also protect and enhance biodiversity, improve visual amenity, provide green and active travel routes, improve mental and physical health and wellbeing of individuals and local communities, provide space for food growing and improve water quality. When designing green and blue infrastructure for climate adaptation, the provision for a wide range of multifunctional benefits will be encouraged in accordance with local plan policies.
- 12.1.86 A summary of the approach to flood risk and drainage should be included in the adaptation strategy, with the full details included in a separate Flood Risk Assessment.

### **Policy NZC5: Renewable energy and energy efficiency**

- 12.1.87 This policy sets out the council's supportive stance on renewable energy generation in Bristol, particularly in the Bristol Port and Avonmouth area. The policy is also supportive of applicants seeking to improve the energy efficiency and sustainability of existing buildings.
- 12.1.88 The development of additional renewable and low-carbon energy capacity and energy storage is key to putting the city on course to meeting the city's commitments on carbon reduction. The One City Climate Strategy includes an objective for renewable generation in the city to be maximised, with approximately 350MW of solar electricity generation.
- 12.1.89 In 2009, the Citywide Sustainable Energy Study provided an assessment of renewable and low carbon energy sources in the city. As a largely urban area Bristol has potential for on-site and building integrated renewable heat, cooling and power. There is also potential to use renewable and low carbon heat from other sources such as the Floating Harbour, waste heat from industrial processes in Avonmouth, and from former mine workings across the city. Avonmouth is identified as the location with the greatest potential for on-shore wind power.
- 12.1.90 The One City Climate Strategy also sets out the importance of improving the energy efficiency of the city's existing building stock and supporting the installation of small scale renewables across the city. At the scale of individual buildings, many of these measures do not require planning permission; however, where it is required, the council will be supportive provided the proposal conforms with the wider local plan.

## Policy text

### *Renewable energy*

Proposals for the utilisation, distribution and development of new renewable energy capacity and energy storage, including large-scale freestanding installations, will be encouraged. The council will also support the expansion of heat networks in the city and their associated infrastructure.

In assessing such proposals, the environmental and economic benefits of the proposed development will be afforded significant weight alongside considerations of public health and safety and impacts on biodiversity, landscape character, the historic environment and the residential amenity of the surrounding area.

Subject to the considerations set out above, the development of new renewable energy capacity and energy storage will be encouraged across the city, particularly in the Avonmouth Industrial and Bristol Port area as shown on the Policies Map.

### *Energy efficiency retrofit, sustainable heating and renewable energy systems*

Proposals for energy-efficiency retrofit, the installation of heat pumps or other sustainable heating systems and building-level renewable energy generation will be encouraged.

## Explanation

### *Renewable energy*

- 12.1.91 There are considerable environmental and economic benefits from the development of large-scale renewable and low-carbon energy installations and supporting infrastructure.
- 12.1.92 The potential impact of renewables on residential areas and on natural and historic assets including conservation areas need not be seen as a barrier to renewable energy development. The balance between the benefits of development and any harm will be determined having regard to the circumstances of each case. In considering impacts, the council will have regard to any relevant nationally prepared planning guidance and its own supplementary guidance.
- 12.1.93 The Avonmouth area has been identified as a location with particular potential for the development of on-shore wind power and, since the Citywide Energy Study, a number of wind turbines have been constructed there. The area has also seen recent investment in large-scale solar power generation. The industrial and port areas remain suitable for wind and other renewable and low-carbon energy development where consistent with other policies in this plan.
- 12.1.94 The council will support the expansion of key heat network infrastructure across the city, particularly in areas already identified for the initial network (see Appendix C). The council will also support the development of infrastructure associated with the Strategic Heat Main.



*Energy efficiency retrofit, sustainable heating and renewable energy systems*

- 12.1.95 The council is supportive of applicants seeking to improve the energy efficiency of buildings, install sustainable heating systems such as air source heat pumps and renewable energy systems like solar panels across the city. Proposals should be designed in accordance with the other policies in this plan.
- 12.1.96 This includes areas covered by conservation area designations and listed buildings. Policy CHE1 'Conservation and the historic environment' notes that such measures can be incorporated into conservation areas or even listed buildings provided they are done sensitively and with regard to the character and appearance of the relevant asset.
- 12.1.97 Further guidance on incorporating such measures into existing buildings will be provided in the council's design guide.

**Managing flood risk****Policy FR1: Flood risk and water management**

- 12.2.1 This policy sets out the local plan's approach to minimising the risk and impact of flooding in the context of new development. It reflects the sequential approach set out in national planning policy.
- 12.2.2 Increased risk from fluvial and tidal flooding as well as localised flooding caused by rainfall is set to be a significant consequence of climate change. Bristol contains land at risk of flooding, most notably at Avonmouth, St. Philip's Marsh and in the vicinity of the city's main rivers, and the risk of flooding in these areas is set to increase in the 'with climate change' scenario, as set out in the Bristol Strategic Flood Risk Assessment (SFRA). Defences are being implemented at Avonmouth and the Bristol Avon Flood Strategy will address flood risk in central Bristol.
- 12.2.3 The risk of flooding has informed the spatial strategy for the city, which proposes to locate development predominantly in areas with a lower risk of flooding and avoids further greenfield development on the functional floodplain. However, there is also provision for development in land to be defended in future as discussed in the policies below. In all locations development has a role in managing flood risk elsewhere by minimising its own surface water run-off.

**Policy text**

Development in Bristol will follow a sequential approach to flood risk management, giving priority to the development of sites with the lowest risk of flooding. The development of sites with a sequentially greater risk of flooding will be considered where essential for regeneration or where necessary to meet the development requirements of the city.

**Development in areas at risk of flooding will be expected to:**

- Be resilient to flooding through design and layout, and / or
- Incorporate sensitively designed mitigation measures, which may take the form of on-site flood defence works and / or a contribution towards or a commitment to undertake such off-site measures as may be necessary, in order to ensure that the development remains safe from flooding over its lifetime.

All development will also be expected to incorporate water management measures to reduce surface water run-off and ensure that it does not increase flood risks elsewhere. This should include the use of sustainable drainage systems (SUDS).

**Explanation**

**12.2.4** New development in Bristol will follow the sequential approach to flood risk, as set out in national planning policy. In accordance with the sequential test, new development will be directed where possible to the areas with the lowest risk of flooding (Flood Zone 1). Where it does become necessary to consider development on land with a greater risk of flooding, development will, where required by national planning policy, also be expected pass the exception test, which assesses the development against other considerations such as its broader sustainability benefits, the use of previously developed land and the potential to make the development safe through mitigation.

**12.2.5** In Bristol, the sequential and exception tests will be undertaken on the basis of the climate change flood zones set out in the SFRA. In areas of the city not covered by the climate change flood zones as set out in the SFRA, it can be assumed that Flood Zone 2 as existing as set out in the SFRA becomes Flood Zone 3 with climate change, unless there is credible, more detailed and up to date evidence, such as in a site specific FRA.

**12.2.6** The level and distribution of development set out in the local plan is considered to pass the sequential test. In short, however:

- Since there is sufficient capacity in Flood Zone 1, development of sites lying in undefended Flood Zone 3 as existing or with climate change will not be required in order to meet the target of 1,925 homes per year.
- It is not proposed to designate greenfield sites for industrial and warehousing use where that land is at undefended risk of flooding and does not already benefit from planning permission.
- Some office development may be necessary on land at risk of flooding in the city centre in order to meet identified employment development needs, given that there are insufficient sites on Flood Zone 1 either in the city centre or elsewhere in the city that would accord with the approach to locating main town centre uses as set out in national planning policy and would therefore be considered 'reasonably available' for the purpose of the Sequential Test as set out in national policy.

**12.2.7** Development proposed on sites not allocated in this local plan that are at risk of flooding will also need to pass the Sequential Test and, where required, the Exception Test, other than in the case of changes of use and development defined in national

planning policy as 'minor development'. The Sequential Test should be undertaken as part of the application for planning permission. Further detail on the Sequential and Exception Tests is available in national policy and guidance and the Environment Agency's standing advice.

- 12.2.8 Flood mitigation measures should be outlined in flood risk assessments submitted with applications for planning permission. Mitigation measures may take the form of on-site works, or may take the form of a contribution towards or a commitment to undertake such off-site works as may be required to minimise the vulnerability of the development to flooding. The extent of mitigation measures required will be determined having regard to the SFRA, the advice of the Environment Agency and any relevant flood risk management strategies. In designing these flood mitigation measures, regard should be had to the impact on the visual and amenity value of the built and natural environment.
- 12.2.9 A strategy for SUDS should be included in the Sustainability Statement submitted in accordance with other policies in this chapter. The strategy should demonstrate that the optimal approach to SUDS has been taken for the site, having regard to the type of development proposed and any constraints that may limit the options available.

## Policy FR2: Bristol Avon Flood Strategy

- 12.2.10 Parts of Bristol's central area are vulnerable to flooding from the River Avon, and the risk is increasing due to climate change causing sea levels to rise and storms to increase in frequency and severity. The Bristol Avon Flood Strategy is the long-term plan to better protect homes, businesses, and infrastructure from flooding from the River Avon. The strategy will enhance the river for all by creating a more resilient, active, and sustainable city.
- 12.2.11 The ambition is for a strategy that works for Bristol year-round, not just when the river floods. Defences design to improve public spaces can provide new green spaces, better access to the river, enhanced heritage features, and improved transport connections. This will include the creation of an enhanced multi-purpose greenway along the line of the defences.
- 12.2.12 A key objective of the strategy is to facilitate the sustainable growth of Bristol by supporting opportunities for employment, residential land, and infrastructure. Several areas identified for growth and regeneration in Bristol are impacted by flood risk, but the future delivery of the Strategy will greatly reduce the burden of managing flood risk on a site-specific basis. The degree to which new development can rely on the strategy defences being built out will evolve as progress is made. As certainty over funding and consenting the scheme improves, reliance on its delivery can increase.
- 12.2.13 Funding the strategy is a key consideration. The approach to funding the proposals follows the beneficiary pays principle. Public sector funding cannot deliver the project without private sector contributions. As such, new development that stands to benefit from reduced flood risk from the future delivery of the strategy will be expected to facilitate the delivery of the flood defences, including financial contributions where appropriate.
- 12.2.14 This policy expects development located within or adjacent to areas that are essential for the delivery of future flood defences to accommodate space for and/or deliver flood protection and associated infrastructure required as part of the development of the area.

### Policy text

Flood risk from the River Avon will be addressed on a strategic basis consistent with the Bristol Avon Flood Strategy.

Development in an area that benefits from a reduction in flood risk by the future delivery of the Bristol Avon Flood Strategy will be expected to:

- Incorporate adequate mitigation measures to make the site safe from flooding in the period up to the delivery of strategic flood defences;
- Respond to the residual risk of flooding associated with the potential for existing and planned flood defences failing or being overtopped on-site flood defence works; and
- Facilitate the delivery of future flood defences and an enhanced multi-purpose greenway along the river Avon frontage including through financial contributions where appropriate.

In addition, development located within or adjacent to areas that are essential for the delivery of future flood defences and enhanced multi-purpose greenway as shown on the Policies Map will be expected to accommodate space for and/or deliver flood protection infrastructure required as part of the development of the area including an enhanced greenway.

Development proposals will not be permitted if they prejudice the implementation of the Bristol Avon Flood Strategy.

### Explanation

- 12.2.15** This policy ensures that flood risk from the Avon will be treated on a strategic basis. It enables development to take place in areas which will benefit from greatly reduced flood risk upon delivery of the planned strategy of flood defences. It also expects development to assist in delivering the flood defences and the associated greenway. Land is safeguarded for those purposes as shown on the Policies Map.



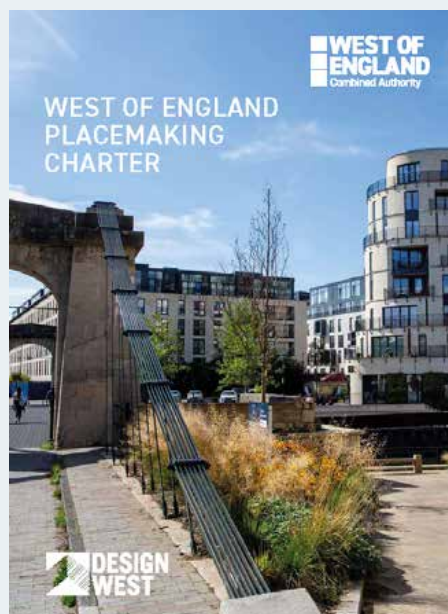


## 13. Design and conservation

- 13.1.1** As set out in the National Planning Policy Framework, the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve.
- 13.1.2** Design is also at the heart of creating inclusive and liveable communities and shaping successful places with a high quality public realm as part of an 'urban living' approach. Urban living optimises densities, balancing the efficient and effective use of land with aspirations for quality homes, successful placemaking and a positive response to context. The council has prepared a supplementary planning document on urban living that provides further guidance on making successful places at higher densities.

Bristol City Council is a partner in the [West of England Placemaking Charter](#). The Placemaking Charter sets out a shared vision and set of principles to guide development and regeneration that will bring health, happiness and quality of life into the heart of towns, cities and rural communities, shaping places that are:

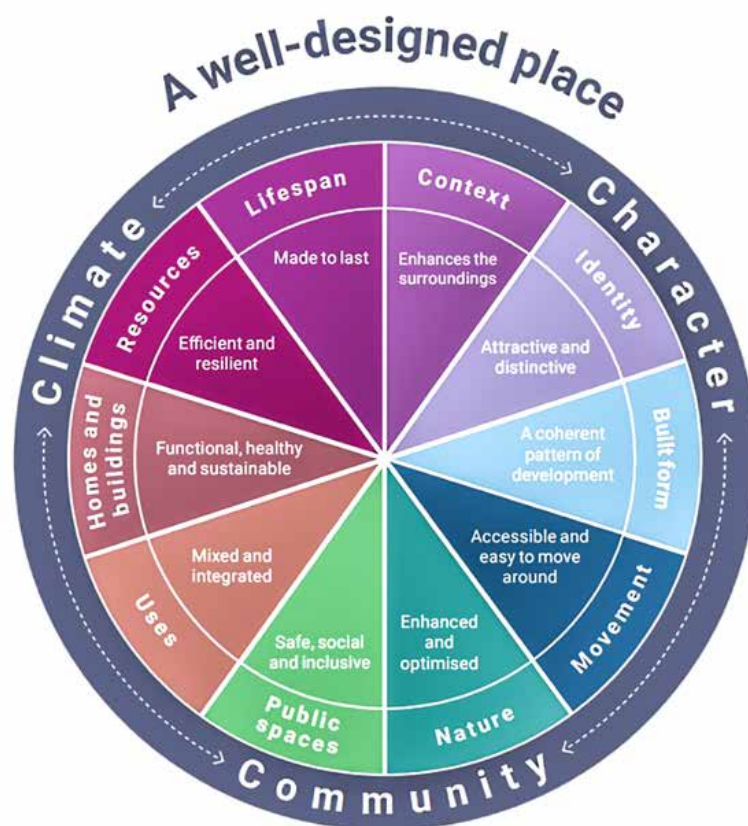
- Future ready
- Connected
- Biodiverse
- Characterful
- Healthy & inclusive



The charter's accompanying action plan sets out how the charter principles will be reflected in local planning policies and design codes.

The Bristol Local Plan reflects these principles not just in its policies on design but also the related policies on climate change, transport, biodiversity, health and wellbeing.

- 13.1.3 The National Design Guide and National Model Design Code provide the framework for preparing local design guides and codes, including ten characteristics of well-designed places that should be reflected by local policy and guidance:



- 13.1.4 The council's design guide and codes, using the ten characteristics as a framework, add further detail to the overarching design policy DPM1 'Delivering well-designed, inclusive places', other design and conservation policies in this local plan and the design principles set out in the development strategy policies.
- 13.1.5 Appendix B acts a prospectus of the content of design guidance. It includes key design considerations as they relate to aspects of the ten characteristics of well-designed places. It can also be used with Policy DPM1 below.

### Policy DPM1: Delivering well-designed, inclusive places

- 13.1.6 This overarching policy sets out high-level design principles for all new development in Bristol. Consistent with an urban living approach, the policy requires that new development is contextually appropriate, visually attractive, liveable and sustainable, creating successful places with a high quality public realm that make a positive contribution to the city's character and distinctiveness.
- 13.1.7 The policy requires new development to be neighbourly in its impact on adjoining development, both in terms of amenity and environmental performance. Importantly, the policy also sets out the need for new development to be inclusive, creating equality of access and opportunity for all occupiers.
- 13.1.8 This policy reflects the content of the National Design Guide. It will be supported by local design guides and codes which provide further detail of the design requirements for development.

## Policy text

New development in Bristol should create or contribute to well-designed places. To be considered well-designed, development will be expected to:

- Deliver high quality, beautiful, safe, healthy and sustainable buildings and places;
- Be liveable, providing a safe, healthy, high-quality environment for future occupiers;
- Be neighbourly, safeguarding the amenity and sustainability of existing development; and
- Be inclusive, providing for equality of access and opportunity in its layout and design.

Major applications will be expected to show how the design of development has been informed by early, proactive and effective engagement with the community and how proposals have responded to the results of that engagement.

Development that is not well-designed will not be permitted.

### *The ten characteristics of well-designed places*

Consistent with national guidance and any published local design guides and codes, development will be expected to demonstrate how it will achieve good design, taking account of the ten characteristics of well-designed places as set out in the National Design Guide:

- **Nature – enhanced and optimised.**
  - Retain and integrate existing blue/green infrastructure in and around the site.
  - Provide complementary and multi-functional blue/green infrastructure and integrated landscape design.
- **Movement – accessible and easy to move around.**
  - Create legible, permeable and inter-connected public realm.
  - Promote active travel by delivering multi-modal streets that reduce the role of the car and support walking, cycling and public transport provision.
  - Incorporate blue/green infrastructure along movement corridors.
- **Context – enhances the surroundings.**
  - Demonstrate an understanding and respect for an area's unique built, natural and cultural characteristics.
  - Integrate and reuse existing natural and built assets of value.
  - Integrate and contribute positively to the site's context.
- **Identity – attractive and distinctive.**
  - Enhance, or where appropriate create, distinct identity of place reflecting its past, present, and future.
  - Support a sense of community pride, belonging and cohesion.
  - Create visually attractive buildings and spaces.

- **Built form – a coherent pattern of development.**
  - Deliver contextually appropriate balance between buildings, spaces, and liveability considerations.
  - Enhance placemaking through the legible organisation of streets, spaces and buildings.
  - Deliver an integrated, efficient and secure built form that clearly defines public and private space. Create active frontages that address the public realm. Ensure appropriate relationship with the building edge and a suitable transition between the spaces.
- **Public and communal spaces – safe, social and inclusive.**
  - Deliver well-designed public and communal spaces that support interaction, wellbeing, relaxation, and recreation.
  - Create safe, secure, and attractive settings for the spaces.
  - Incorporate blue/green infrastructure.
- **Uses – mixed and integrated.**
  - Major development proposals should provide or contribute to an appropriate mix of uses and facilities.
  - Promote a diverse mix of compatible uses, building types, unit sizes and tenures.
- **Homes and buildings – Liveable, functional, healthy and sustainable.**
  - Deliver liveable buildings with healthy/quality indoor and outdoor living environment.
  - Provide adequate natural lighting, ventilation, accessibility, privacy, outlook, and amenity arrangements.
  - Provide integrated storage and servicing provisions.
- **Resources – efficient and resilient.**
  - Efficient use of land, energy and water through design, construction and management of buildings.
- **Lifespan – made to last.**
  - Design robust and adaptable buildings and spaces.
  - Maintaining high quality and design integrity through design and development stages.
  - Enable long term stewardship of buildings and spaces.

Proposals should have regard to the matters referred to in Appendix B 'Design Guidance'.

The response to national and local design policies, guides and codes should be set out in the Design and Access Statement submitted with planning applications.

***Urban living***

Development in Bristol will be expected to optimise densities, balancing the efficient use of land with a positive response to context, successful placemaking and liveability, considerations consistent with an urban living approach.

Liveability considerations should ensure an attractive environment for users by providing dwellings with adequate accessibility, natural lighting, ventilation, privacy, outlook and amenity, and communal spaces with sufficient natural light and ventilation as set out in the Urban Living SPD.

***Mixed-use development***

Major development proposals should provide or contribute to an appropriate mix of uses.

***Local character and distinctiveness***

The design of development proposals will be expected to contribute positively to local character and distinctiveness. Development proposals which introduce new types of design, scale and form into its context will be appropriate provided that there is no harmful impact on local character.

***Co-ordinated development***

Proposals should not prejudice the existing and future development potential of adjoining sites or the potential for the area to achieve a coherent, interconnected and integrated built form.

Where such potential may reasonably exist, including on sites with different use or ownership, development will be expected to either progress with a comprehensive scheme or, by means of its layout and form, enable a co-ordinated approach to be adopted towards the development of those sites in the future.

***Public art and cultural activity***

New development should enable the delivery of permanent and temporary public art and other cultural activity.

Development proposals which are over 100 dwellings or 1,000m<sup>2</sup>; or open to the public; or which interact with or create significant areas of public realm will be expected to demonstrate how the provision/promotion of public art and cultural activity has been addressed.

***Design guides and codes***

Proposals will be expected to be consistent with the council's published design guides and codes. Regard should also be had to masterplans and spatial frameworks where they contain considerations relating to design.

**Explanation**

- 13.1.9 Mixed use development helps to secure healthy, inclusive and safe places by promoting social interaction and they enable multiple benefits to be delivered from urban land. This policy expects development to provide for mixed uses either on site or as part of the wider mix of uses in the surrounding area.



- 13.1.10** Design and Access Statements should set out how the design of new development addresses the overarching design principles set out in this policy and the ten characteristics of well-designed places set out in the National Design Guide.
- 13.1.11** The design of development should follow the detailed guidance set out in local design guides and codes prepared by the council and other relevant guidance such as Urban Living: Making Successful Places at Higher Densities. Account should also be taken of area-specific guidance such as masterplans and spatial frameworks.
- 13.1.12** Local design guides and codes will be prepared separately to the local plan and will cover a wide range of design issues with reference to the overarching principles of this policy and the ten characteristics.

### *Public art and cultural activity*

- 13.1.13** By providing space and infrastructure for public art and activity, development can both respond and contribute to local character and identity. Applicants are encouraged to consider ways to incorporate space; commission cultural happenings; utilise artist-led design, such as lighting, wayfinding and landscaping; and temporary or permanent artworks in the public realm. The processes involved in delivering public art and cultural activity can contribute to community health, wellbeing and cohesion.
- 13.1.14** The delivery of permanent temporary public art and other cultural activity can assist in meeting the council's five key principles for public art which are:
- Socially engaged.
  - Contributing to vibrant place making.
  - Sustainable.
  - Contributing to quality urban design.
  - Nurturing Bristol's creative ecology.
- 13.1.15** Development proposals which are required to demonstrate how the provision/support of public art and cultural activity has been addressed should do so in their design and access statement.

## **Policy DC1: Liveability in residential development including space standards, aspect and private outdoor space**

- 13.1.16** When developing at higher densities and making efficient use of land, it is important to ensure that development creates a liveable environment for future occupiers, neighbouring development and in the public realm.
- 13.1.17** This policy sets out essential criteria and standards for how successful liveable places are created through optimising densities. The local plan also contains a number of other policies related to urban design, transport and green infrastructure that support the criteria set out in this policy.
- 13.1.18** The council's supplementary planning document 'Urban Living: Making Successful Places at Higher Densities' explores these liveability considerations in more detail. Additionally, any proposals should be consistent with Policy DPM1 'Delivering well-designed, inclusive places' and the council's design guides and codes.

## Policy text

Development proposals should develop land to its optimum density having regard to the minimum densities sought by Policy UL2 'Residential densities' and create a liveable environment having regard to all other relevant policies in this plan.

Proposals should follow the guidance set out in the council's supplementary planning document 'Urban Living: Making Successful places at Higher Densities' and the council's design guides and codes.

Development that does not create a liveable environment for future occupiers and neighbouring development will not be permitted.

### *Internal space standards*

Residential development intended for permanent or long-term occupation (generally those within use Class C3) should provide sufficient space for everyday activities and to enable flexibility and adaptability by complying with national described space standards.<sup>6</sup>

### *Aspect*

Residential development should maximise the provision of dual aspect homes and avoid the provision of single aspect homes.

### *Private outdoor space*

The development of new homes intended for permanent or long-term occupation (generally those within use Class C3) will be expected to incorporate high quality safe and usable private amenity and play space. This should be provided as private balconies or gardens. Communal gardens and roof terraces accessible to all dwellings may be used where it is demonstrated that it is not feasible to provide individual private outdoor spaces.

The size and design of private and communal outdoor and play space should follow the guidance set out in the council's supplementary planning document 'Urban Living: Making Successful Places at Higher Densities.'

## Explanation

### *Space standards*

**13.1.19** The nationally described space standard is published by the Government and sets out a minimum internal floor area in m<sup>2</sup> that is appropriate for dwellings with different numbers of bedspaces and storey heights. It also includes other technical requirements such as a minimum floor to ceiling height.

**13.1.20** This policy aims to ensure space for everyday activities. The nationally described space standards are the appropriate level for most permanent new homes and their occupiers. Those standards may not be necessary for all users. People occupying temporary accommodation may have less need for total amounts of space and its configuration. They may also be able to use communal space that is shared with other occupiers. The policy therefore allows for specialist forms of accommodation which do not conform with the national standards but which also provide sufficient space so as to be liveable for their intended users.

<sup>6</sup>The nationally described space standard is published by the Government and sets out a minimum internal floor area in m<sup>2</sup> that is appropriate for dwellings with different numbers of bedspaces and storey heights. It also includes other technical requirements such as a minimum floor to ceiling height.

*Aspect*

- 13.1.21** Homes with opening windows on at least two sides are more likely to result in liveable accommodation due to better daylight, a greater chance of direct sunlight for longer periods, natural cross-ventilation, a greater potential to address overheating, a choice of outlook, access to a quieter sides of a building, greater flexibility in the use of rooms, and more potential for future adaptability. Conversely, single aspect homes are more likely to present liveability challenges such as being more difficult to ventilate naturally and more likely to overheat.

*Private outdoor space*

- 13.1.22** Private open space can make an important contribution to quality and liveability of new housing developments. Private and communal open space should be designed to be safe, accessible, inviting and well used, without the fear of crime. It should encourage an appropriate sense of ownership and should be managed to ensure that it remains useful and welcoming to all residents. Where appropriate this should creatively integrate opportunities for children's play. The council's SPD on urban living provides guidance on the appropriate size and design of private and communal outdoors spaces.

**Policy DC2: Tall buildings**

- 13.1.23** Tall buildings can contribute to helping Bristol accommodate new development as well as communicating ambition, energy and innovation. They can contribute to making efficient use of land to deliver jobs, homes and mixed communities. Tall buildings in the right locations and of the right design have the potential to enhance the appearance and character of areas and to contribute to regeneration.
- 13.1.24** Tall buildings may be proposed for a variety of uses, including workspace (particularly in Bristol City Centre) and new homes. In all cases the design of a tall building should create a high quality environment both for its users and also for surrounding development and the public realm.
- 13.1.25** Tall buildings also give rise to particular issues related to their height, massing and prominence as set out in this policy. All the design principles for high density development set out in other policies of the local plan are equally applicable to tall buildings, including liveability considerations for residential development.

**Policy text**

In the locations for the most intensive forms of development set out in Policy UL1 'Effective and efficient use of land' (Inner Urban Area, Bristol City Centre, Temple Quarter and St Philip's Marsh) or as identified in policies for specified regeneration areas, tall buildings may be appropriate where they would contribute positively to the character and function of the urban environment.

Tall buildings should be designed and located to be visually attractive, creating a positive feature in the urban environment from nearby viewpoints through to distant views, taking into account their individual and cumulative contribution with other existing and proposed tall buildings.

Proposals for tall buildings will be expected to demonstrate high quality design throughout their height to reflect their wider impact on the urban environment and skyline.

Tall buildings should not have a harmful impact by reason of:

- i. Creation of excessive shadowing and wind deflection or other harmful micro climate effects;
- ii. Unneighbourly impacts on the users of existing buildings due to unacceptable impacts on daylight, privacy and outlook (Policies DPM1 and DC1);
- iii. Unduly dominating impacts on adjoining buildings and the public realm; and
- iv. Inappropriate visual impacts over a wider area, including on the setting of heritage assets.

Residential tall buildings should be liveable in accordance with Policies DPM1 'Delivering well-designed, inclusive places' and DC1 'Liveability in residential development including space standards'.

Proposals for tall buildings should be accompanied by sufficient information on which to assess their impact and will not be permitted where the required information has not been provided.

Proposals will be expected to conform with relevant local design guides and codes and should also be consistent with the guidance for tall buildings set out in the council's supplementary planning document 'Urban Living: Making Successful Places at Higher Densities'.

## Explanation

- 13.1.26** For the purposes of this policy tall buildings are defined as those of 30 metres or more (equivalent to 10 storeys).
- 13.1.27** This policy does not aim to conceal tall buildings from view, but to ensure that they are located and designed to create a positive feature in the urban environment from nearby viewpoints through to distant views.
- 13.1.28** In designing tall buildings, particular emphasis should be given to the appearance of the roof form, recognising the building's impact on the skyline and topography, and also the relationship of the base section of the building to the surrounding environment, to ensure there is enough activity and interest to counter the potentially dominating impact of the building's greater height. It may be appropriate to set taller elements of the building back from the street frontage.
- 13.1.29** Landscape and Visual Impact Assessments will be necessary to enable the visual impact of tall buildings from near and distant viewpoints to be assessed. This should pay particular attention to impacts on skyline views and on the topography of the area. Accurate visual representations of the submitted scheme should be provided from key viewpoints agreed with the local planning authority. Information on local micro-climate impacts should also be submitted, as a separate assessment or as part of the Design and Access Statement.

## Policy DC3: Alterations to existing buildings

**13.1.30** This policy reflects the wider design principles and ambitions of the local plan and the council's design guides and codes when considering extensions and alterations to existing buildings of all types. It seeks to ensure that such alterations to existing buildings result in high quality development and make a positive contribution to the area's character and identity whilst safeguarding the amenity of existing development.

### Policy text

Extensions and alterations to existing buildings will be expected to:

- i. Respect the siting, scale, form, proportions, materials, details and the overall design and character of the host building, its curtilage and the broader street scene;
- ii. Retain and/or reinstate traditional or distinctive architectural features and fabric;
- iii. Safeguard the amenity of the host premises and neighbouring occupiers; and
- iv. Leave sufficient usable external private space for the occupiers of the building.

Extensions should be physically and visually subservient to the host building, including its roof form, and not dominate it by virtue of their siting and scale.

The principles set out in policy DMP1 'Delivering well-designed, inclusive places' also apply to development involving the alteration of existing buildings and the council's design guides and codes.

Proposals that would sensitively adapt existing buildings to alternative uses as an alternative to demolition will be supported. Proposals that would retrofit existing buildings with sustainability measures will also be encouraged subject to an assessment against the above criteria.

### Explanation

**13.1.31** The retention and re-use of existing buildings throughout the city can have significant sustainability and regeneration benefits, as well as helping to preserve local character. Reusing buildings avoids the consumption of building materials and energy and the generation of waste from the construction of replacement buildings.

**13.1.32** Poorly conceived building extensions and alterations can have a detrimental impact upon a neighbourhood and the amenity of nearby occupiers. Where possible, significant extensions and alterations should be confined to the rear and minor elevations of a building.

**13.1.33** In most instances, it will be appropriate for proposed works to retain and reflect the character and appearance of the existing building. In these cases, innovative design solutions will also be acceptable if they would be of exceptional design quality and would complement rather than detract from the existing building. There will, however, also be instances where the existing building is architecturally unremarkable or poor. In such circumstances, it



might be appropriate to significantly remodel the appearance of the building or for extensions and alterations to sensitively contrast with the character of the building.

- 13.1.34 Every effort should be made to retain traditional or distinctive architectural features and fabric that contribute positively towards the character of the building. Consideration should also be given to the sympathetic reinstatement of lost features and the removal of unsympathetic additions. If traditional facing materials exist and cannot be practicably retained in situ, they should be suitably reclaimed for re-use as part of the proposed development.
- 13.1.35 Care should also be taken to ensure that any extension or alteration does not result in a harmful loss of sunlight or daylight through overshadowing of its neighbours. Furthermore, extensions should not be overbearing or result in unacceptable overlooking or loss of privacy.
- 13.1.36 Any proposed extension should retain sufficient external private space to meet the continuing requirements of the building. These include the appropriate retention of usable amenity space, green infrastructure, off-street parking and storage provision.
- 13.1.37 All proposals involving the alteration of existing buildings will need to reflect the content of Policy DPM1 'Delivering well-designed, inclusive places' and the council's local design guides and codes.
- 13.1.38 Further information and guidance specifically in relation to householder applications can be found in Supplementary Planning Document No.2 'A Guide for Designing House Alterations and Extensions'.
- 13.1.39 Further information and guidance relating to shopfronts, security shutters and external signage can be found in Policy Advice Note 8 'Shopfront Guidelines'.

## **Policy DC4: Recycling and refuse provision in new development**

- 13.1.40 Recycling and refuse storage is a practical requirement common to all development occupied by people. Poorly sited or designed recycling and refuse storage provision has the potential for considerable adverse impacts on the visual appearance of an area as well as its general amenity, for instance by odours and obstruction of footways. An untidy proliferation of bins in streets and forecourts is often one of the most visible signs of higher residential densities when development is poorly designed, particularly when houses are subdivided.
- 13.1.41 This policy sets out standards for recycling and refuse provision in new development. It seeks to ensure that all new development is accompanied by well-designed and accessible recycling and refuse provision of sufficient quantity and quality, in order that the visual appearance, amenity and safety of an area is maintained when new development is introduced, including higher density development and residential subdivisions.

## Policy text

### Recycling and refuse in new development

All new development will be expected to provide, as a minimum:

- In the case of non-residential developments, shared housing and major flatted development, shared recycling facilities and refuse bins of sufficient capacity to serve the proposed development.
- In the case of other residential development:
  - Sufficient space for the storage of individual recycling and refuse containers to reflect the current collection regime; or
  - Communal recycling facilities and refuse bins of sufficient capacity to serve the proposed development as a whole (this could include whole street solutions).

Recycling and refuse provision will be expected to be designed with regard to the accessibility needs of residents and users.

The specific standards for this provision at time of adoption can be found in the 'Waste and Recycling Storage and Collection Facilities' Guidance for Developers of Residential, Commercial and Mixed-Use Properties (March 2022). Any updates to this guidance should be reflected in development proposals.

Residential properties with private garden areas should also include provision for the separate storage of garden waste for collection or composting.

### *Design and Access Requirements*

The location and design of recycling and refuse provision should be integral to the design of the proposed development and in reflective of the council's wider design policies, guidance and codes. In assessing recycling and refuse provision, regard will be had to the following considerations:

- i. The level and type of provision, having regard to the above requirements and relevant space standards;
- ii. The location of the provision, having regard to the need to provide and maintain safe and convenient access for occupants, while also providing satisfactory access for collection vehicles and operatives;
- iii. The impact of the provision on visual amenity, having regard to the need to minimise the prominence of the facilities and screen any external provision;
- iv. The impact of the provision on the health and amenity of neighbouring development and the proposed development; and
- v. The security of the provision against scavenging pests, vandalism and unauthorised use. Recycling and refuse storage should be separate from cycle storage, car parking and key circulation areas.

Development will not be permitted if recycling and refuse provision that meets the above capacity, design and access requirements cannot feasibly or practicably be provided.

### *Recycling provision for public use*

Major developments which draw large numbers of visitors will be expected to provide an element of appropriately sited and designed recycling provision for public use. Proposals to extent this provision to serve the wider community will be encouraged.

## Explanation

- 13.1.42** Recycling and refuse storage facilities should provide sufficient space for the storage of bins but also sufficient space for unobstructed access and circulation. Access to bins should be possible without presenting a hazard to occupiers of the development, recycling and refuse collectors or the public. Storage on the public highway will not be an acceptable substitute for proper on-site provision.
- 13.1.43** The collection regime for recycling and refuse, particularly in the case of residential development, is likely to vary within the plan period. The 'Waste and Recycling Storage and Collection Facilities' Guidance for Developers of Residential, Commercial and Mixed-Use Properties (March 2022) sets out the standards at time of the plan's adoption. It provides further guidance on designing recycling and refuse storage facilities and will be relevant to the interpretation of this policy. The guidance note also contains information on the precise dimensions of different size bins, which should be taken into account when assessing the fitness for purpose of recycling and refuse storage solutions.
- 13.1.44** Any updates to this guidance should be reflected in planning proposals.

### *Non-Residential Development*

- 13.1.45** Non-residential development will be expected to provide an appropriate level of storage for recycling and refuse, generally in 1100 litre bins. Since non-residential waste is not collected by the local authority, non-residential waste should be kept strictly segregated from residential waste when mixed-use development is proposed.

### *Access to Recycling and Refuse Storage*

- 13.1.46** For all recycling and refuse provision, sufficient space should be provided for independent, safe and convenient access to and manoeuvre of each bin.
- 13.1.47** The location from which recycling and refuse is to be collected should be as close as possible to where the vehicle stops and the design and length of the route over which loaded bins must be transported should be within acceptable operating limits as set out in the council's supplementary guidance note, "Waste and recycling collection and storage facilities – Guidance for developers, owners and occupiers". In many cases, the optimum location, having regard to the need to make efficient and effective use of land, will be one that is accessible from the public realm. However, the refuse storage and collection arrangements should not be detrimental to highway safety or the personal safety of occupiers, refuse collection operatives or the general public.

### *Design of Recycling and Refuse Storage*

- 13.1.48** The appropriate screening of recycling and refuse storage can minimise the impact on visual amenity. Poorly sited or designed refuse storage can also be harmful to the health and amenity of the occupiers of development by reason of odours or loss of privacy or outlook. This can be avoided by ensuring that recycling and refuse storage is separate from all habitable areas and key circulation areas and is independently ventilated.
- 13.1.49** Proposals for public recycling facilities, for instance in car parks and public spaces, should also be sited so as to minimise their impact on visual amenity and highway safety and screened where it is safe and practical to do so.

## Heritage and the historic environment

- 13.2.1** Bristol's heritage is an important part of our city's identity and culture. Bristol has one of the largest concentrations of heritage assets of any of the English core cities. Over one third of the city lies within its 34 conservation areas, there are over 4,000 listed buildings and numerous nationally and locally designated historic parks and gardens. These assets contribute to a unique historic environment where each of the city's neighbourhoods has an individual physical identity and distinctiveness that has developed incrementally over many generations.
- 13.2.2** We have inherited an outstanding legacy of iconic and everyday buildings, structures and landscapes that positively contribute to the economic, environmental and social wellbeing of Bristol.

### Policy CHE1: Conservation and the historic environment

- 13.2.3** This policy aims to ensure that this legacy is stewarded with sensitivity, creativity and innovation to ensure that the benefits it brings continue to be realised into the future. Great weight is given to the conservation of designated heritage assets.
- 13.2.4** The sympathetic management of heritage assets requires an understanding of the assets themselves and the context in which they exist. Early discussions on development proposals, before the submission of a planning or listed building application, may also assist in avoiding costly work at a later stage.
- 13.2.5** This local plan includes an objective to cherish the city's historic environment and harness the benefits of heritage sensitive regeneration. This policy sets out how the council proposes to secure the conservation and enhancement of heritage assets. It should be read in conjunction with the wider suite of design policies and the council's design guides and codes. The submission of other documents such as a Heritage Statements may be required to demonstrate compliance with this policy in accordance with heritage guidance.

#### Policy text

Bristol's heritage assets will be conserved and enhanced, ensuring that they continue to make a positive contribution to the character of all parts of the city.

#### *General principles*

Development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance. Development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the existing asset or its setting.

#### *Archaeology:*

Scheduled monuments and other non-designated archaeological sites of equivalent importance should be preserved in situ. Where clear and convincing justification is provided for the loss of archaeological significance, provision should be made for the preservation by record of the affected assets. The appropriate publication and archiving of the results from any fieldwork will be expected in accordance with heritage guidance.

**Listed Buildings:**

Alterations, extensions or changes of use to listed buildings, or development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.

**Conservation Areas:**

Development within or which would affect the setting of a conservation area will be expected to preserve or, where appropriate, enhance those elements which contribute to their special character or appearance.

**Registered Historic Parks and Gardens:**

Development will be expected to have no adverse impact on the design, character, appearance or settings of registered historic parks and gardens and to safeguard those features which form an integral part of their character and appearance.

**Locally important heritage assets:**

Proposals affecting locally important heritage assets should ensure they are conserved having regard to their significance and the degree of any harm or loss of significance.

***Understanding the asset***

Development proposals that would affect heritage assets will be expected to demonstrate, by a thorough understanding of the significance of the asset, how any change proposed would conserve and, where appropriate, enhance that significance.

***Conserving heritage assets***

Where a proposal would affect the significance of a heritage asset, including a locally listed heritage asset, or its wider historic setting, the applicant will be expected to:

- i. Demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and
- ii. Demonstrate that the works proposed are the minimum required to secure the long term use of the asset; and
- iii. Demonstrate how those features of a heritage asset that contribute to its historical, archaeological, social, artistic or architectural interest will be retained; and
- iv. Demonstrate how the local character of the area will be respected.

***Recording the asset***

Where a proposal would result in the partial or total loss of a heritage asset or its setting, the applicant will be required to:

- i. Instigate a programme of recording of that asset; and
- ii. Ensure the publication and archiving of that record in an appropriate form.

***Energy efficiency retrofit, sustainable heating and renewable energy systems***

The installation of energy efficiency measures, sustainable heating and renewable energy generation systems in listed buildings or those within conservation areas will be supported provided that the proposals would not adversely affect the character and appearance of the heritage asset.



## Explanation

### *Heritage assets*

- 13.2.6 Heritage assets are defined as buildings, monuments, sites, places, areas and landscapes positively identified as having a degree of historic significance meriting consideration in planning decisions.
- 13.2.7 Heritage assets of national importance will generally be protected as designated assets under the Listed Buildings and Conservation Areas Act (1990) or the Ancient Monuments and Archaeological Areas Act (1979). However, the historic environment comprises a wide range of assets, which may not merit formal designation, but are nevertheless highly regarded and often much-loved elements of an area. They may be identified during the planning process or during the process of assessments of local character, such as Conservation Area Character Appraisals. Equally, they may be identified by local communities and individuals as part of the preparation of a Local List. Locally listed historic parks and gardens are designated on the Policies Map. These are considered to be non-designated heritage assets that would in future form part of a Local List and are therefore subject to this policy.
- 13.2.8 The concept of the significance of an asset is an important consideration in assessing and determining applications that may affect a heritage asset. The definition of significance is given in the National Planning Policy Framework and the various means by which the significance of an asset can be measured are set out in the Practice Guide to PPS5: Planning for the Historic Environment.

### *Heritage Statements*

- 13.2.9 A Heritage Statement should be submitted with planning applications to show how the proposal addresses this policy. The heritage statement should set out and address any impacts the proposed development may have on heritage assets.
- 13.2.10 In order that the degree of impact of a development proposal can be fully appreciated, it is essential that there is a full understanding of the asset and its significance, proportionate to its relative importance, against which to measure that impact. An understanding of the context of the asset is also important to appreciate its place in the historical development pattern of the area. The primary source of data is the Historic Environment Record, a comprehensive data source covering all heritage assets, as well as evidence from previous recording activity, such as archaeological surveys and excavations, and antiquarian observations.
- 13.2.11 A desk-based assessment using relevant data sources may allow an understanding to be obtained of the significance of an asset. In some cases, this will be insufficient and further information will be required in order to assess the degree of impact of a development proposal. The collection of such information could take one of a number of forms as appropriate to the asset, including on-site evaluation, perhaps by trial trenching or geophysical survey in the case of buried archaeological sites, to more detailed building survey and selective removal of fabric such as plaster and other wall coverings. Such work should be carried out well in advance of the determination of an application so that their results can be given proper weight in decision-making.
- 13.2.12 The fact that heritage assets are irreplaceable means that great care must be taken when deciding on the destruction, either partial or total, of those assets. Even the most comprehensive record of an asset can never replace the asset itself.

However, there will be occasions where other factors may dictate that a record is an acceptable alternative to the destruction of a heritage asset. Such a record should be in proportion to the significance of the asset itself and be carried out by suitably qualified people with provision for the publication of the results of the work to a wider audience.

### *Bristol's heritage record*

**13.2.13** Bristol's rich historic fabric of both buildings and landscapes is well documented. The council maintains various resources that can be used by applicants to help assess a proposal's historic context or the impact on any locally or nationally listed assets. These include:

- The Historic Environment Record (HER) – This is the primary resource for recording and managing the city's heritage. The majority of the HER's content can be viewed via the council's Know Your Place online platform.
- Character appraisals and conservation area enhancement statements – These documents provide an overview of the specific character of the areas of the city covered by conservation areas. They should be used to inform the design of proposals in the areas they cover.

**13.2.14** In addition to these resources, the council has produced Our Inherited City, a strategy for managing Bristol's heritage. Applicants should refer to the Our Inherited City Heritage Statement Guidance (2020). This guidance has been prepared to assist developers, planners and other stakeholders engaged in projects that have the potential to impact the historic environment. Details of listed buildings, both nationally and locally, can be found on the council's website.

### *Energy efficiency measures and renewables*

**13.2.15** The installation of renewable energy generation or energy efficiency measures into historic buildings, including those not listed or outside of conservation areas, can have significant benefits in terms of reducing their climate impact and ensuring their long-term usability. However, proposals should always be sensitive to the design, construction and heritage value of the proposal building. Further guidance on this will be provided in the council's design guide.

### *Additional guidance*

**13.2.16** The following adopted supplementary planning documents and supplementary planning guidance will continue to be used to guide decisions on development proposals:

- SPD7 'Archaeology and Development'
- SPD2 'A guide for designing house alterations and extensions'
- Urban Living SPD 'Making successful places at higher densities'
- PAN6 'Off-Street Residential Parking in Conservation Areas'
- PAN8 'Shopfront Guidelines'
- Conservation Area Character Appraisals and Enhancement Statements.

**13.2.17** This guidance should be read in conjunction with the council's design guides and codes and may be subject to future update or replaced during the lifetime of the plan.

## Policy AD1: Advertisements

- 13.2.18** As set out in The Town and Country Planning (Control of Advertisements) (England) Regulations 2007, the LPA may exercise its powers in the control of advertisements in the interest of amenity and public safety only. This policy sets out criteria against which proposal's response to amenity and public safety will be assessed.

### Policy text

An advertisement will be considered to have an unacceptable impact on amenity where it would:

- Create or reinforce an incongruous feature in, or result in a negative visual impact on, its immediate neighbourhood;
- Result in harmful clutter or visual commercialisation of residential areas;
- Detract from the character or setting of any feature of scenic, historic, architectural, cultural or similar interest;
- Be unduly prominent in medium or long-distance views;
- Cause a noise or other nuisance; or
- Result in a negative impact upon residents' living conditions by reason of its siting or illumination.

Advertisement proposals of all types will be considered harmful to public and road safety where they would:

- Obscure views into an area, reducing natural surveillance;
- Create an unwelcoming sense of enclosure;
- Obscure safety cameras;
- Unsafely reduce natural or street lighting; or
- Create visual distraction which would be harmful to the attention of road users or the ready interpretation of road signs, traffic signals and visibility of junctions.

### Explanation

- 13.2.19** The policy aims to guard against proposals which would be harmful to local character and amenity. Perception of low visual amenity in any area will not serve as a benchmark for harmful proposals including increased clutter of advertisements.

- 13.2.20** The use of digital advertisements has increased in urban settings including within Bristol. The illumination and movement associated with such advertisements can considerably extend their capacity to harmfully impact the amenities of an area or to affect public safety. Digital and illuminated advertisements should have regard to the Institute of Lighting Professionals (ILP) Professional Lighting Guide 05 'The Brightness of Illuminated Advertisements'. Such advertisement may be able to ensure they will not have harmful impacts associated with their luminance through:

- Restricted operation hours.
- Maximum luminance levels.
- Provision of ambient lighting sensors.
- Provision of a default black screen.

- 13.2.21** In conservation areas, proposals will also be expected to demonstrate how they would conserve or enhance the character and appearance of the area, as required under Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990.

## 14. Health, wellbeing and food sustainability

- 14.1.1 Bristol's Health and Wellbeing Strategy sets out the priorities for improving health and wellbeing in Bristol and identifies developing a healthy place as a core priority in creating a 'city that supports citizen's mental and physical health and wellbeing'. It further aims to reduce health inequalities across the city as identified in the Joint Strategic Needs Assessment.
- 14.1.2 The National Planning Policy Framework recognises the key role the planning system plays in creating healthy, safe and inclusive places and communities. This chapter includes a range of policies addressing the health and wellbeing impacts of developments, local food availability and growing opportunities and pollution. These policies, in addition to other policies within the local plan including those guiding the quality and design of homes, public spaces, and transport, are central to ensuring that development contributes to Bristol becoming a healthier, safer and sustainable place for its present and future residents.

### Policy HW1: Pollution control and water quality

- 14.1.3 This policy sets out a requirement for new development in Bristol to take into account its potential impact on pollution and the impact of existing sources of pollution.
- 14.1.4 Certain types of development pose risks to ground and surface water quality. The council has a statutory duty to improve the condition of water bodies within the Bristol area, working towards the target of 'Good Ecological Status'. New development adjacent to underground or surface water bodies is expected to contribute towards this objective.
- 14.1.5 This policy seeks to ensure that any proposal for potentially polluting development is accompanied by an appropriate scheme of mitigation, and to resist potentially polluting development that cannot be satisfactorily mitigated. It also sets out the approach to water quality to meet the council's statutory duties.

#### *Agent of change*

- 14.1.6 Certain types of development, such as new homes and schools, are vulnerable to existing sources of pollution such as noise.
- 14.1.7 Existing businesses, venues and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. This policy places the responsibility for addressing the impact of noise firmly on the new development – the 'agent of change' principle. This means that where new developments are proposed close to existing noise-generating uses, such as music and night time economy venues, developments will be designed in a way which protects the new occupiers from noise impacts so that the existing use is not threatened.

## Policy text

### *Potentially polluting development*

Development which has the potential either individually or cumulatively, for an unacceptable impact on human health, environmental amenity, biodiversity or water quality by reason of fumes, dust, noise, vibration, smell, light or other forms of air, land or water pollution but is considered desirable for reasons of economic or wider social need will be expected to provide an appropriate scheme of mitigation.

In assessing a scheme of mitigation, account will be taken of:

- i. The location, design and layout of the proposed development;
- ii. Measures to bring levels of emissions to an acceptable level;
- iii. Measures to control run-off and other diffuse pollution;
- iv. Hours of operation; and
- v. Measures that reduce existing levels of pollution.

Development will not be permitted if mitigation cannot be provided to an appropriate standard with an acceptable design, particularly in proximity to sensitive existing uses or sites.

### *Development sensitive to pollution – agent of change*

In areas of existing noise or other types of pollution, new development sensitive to the effects of that pollution should include measures to mitigate the impact of the existing pollution on future occupiers.

New development sensitive to pollution will not be permitted where the presence of that sensitive development could threaten the ongoing viability of existing uses that are considered desirable for reasons of economic or wider social need, such as music venues and industrial uses, through the imposition of undue operational constraints.

### *Water quality*

Development adjacent to underground or surface water bodies covered by the Water Framework Directive and Severn River Basin Management Plan should contribute towards those water bodies maintaining or achieving Good Ecological Status. This may take the form of on-site measures or a financial contribution to off-site measures.

## Explanation

**14.1.8** Schemes of mitigation for polluting development will be assessed on a case-by-case basis to ensure that they prevent such impacts, with reference to expert advice from the council's Public Protection team and, where appropriate, the Environment Agency. In designing a scheme of mitigation, regard should be had to the need to mitigate diffuse pollution as well as point discharges.

**14.1.9** Light pollution occurs when the night sky, important views or other properties close to development sites become unduly lit by excessive or poorly directed lighting. Light pollution can be mitigated by reducing the overall levels of lighting and ensuring that light is directed away from the sky and nearby light-sensitive development such as housing.



- 14.1.10 Where necessary, the council will request a lighting plan setting out how light pollution resulting from a proposed development will be minimised.
- 14.1.11 The impact of existing sources of pollution should also be taken into account when locating new development. New development sensitive to pollution will not be appropriate where existing sources of noise or other pollution cannot be satisfactorily mitigated. New development will also not be appropriate where it would prejudice the viability of other important land uses by reason of its sensitivity to pollution. Residential development, for example, will not usually be appropriate in locations where the presence of residential uses is likely to give rise to the imposition of undue operational constraints on existing music and night time economy venues or industrial uses that might prejudice their ability to continue operation.

### *Water quality*

- 14.1.12 The River Frome, Brislington Brook, Malago, River Trym and Colliter's Brook do not currently achieve Good Ecological Status due to impacts from flood protection / land drainage schemes and development. Measures will be sought from development adjacent to waterways covered by the Water Framework Directive, where feasible and viable, either through measures in the Severn River Basin Management Plan or other good practice such as naturalised river habitats, de-culverting and appropriate vegetation management plans.
- 14.1.13 Diffuse pollution from development close to watercourses can be reduced through filtration and interception.

## **Policy HW2: Air quality**

- 14.1.14 Poor air quality is harmful to health. The Corporate Strategy 2022-2027 acknowledges this, setting out a key commitment to take action to improve air quality and minimise our environmental impact.
- 14.1.15 Although Bristol has made improvements to air quality over the last ten years, levels of air pollution continue to exceed legal limits for nitrogen dioxide (NO<sub>2</sub>) in some parts of the city. In Bristol, an Air Quality Management Area has designated where local concentrations of NO<sub>2</sub> and particulate matter (PM10) exceed or potentially exceed national targets. There is currently one designated Air Quality Management Area within the city, which covers the central area and major roads into the city centre.
- 14.1.16 A Clean Air Zone was introduced in Bristol in November 2022, designed to achieve compliance with annual objectives for NO<sub>2</sub> pollution in the quickest time possible, as directed by Government. Despite the Clean Air Zone being projected to achieve legal compliance, the One City Plan 2023 sets goals to reduce pollution below the legal minimums. This will reduce the impact that air pollution has on public health, reduce health inequalities and support achieving the United Nations Sustainable Development Goal 'Good health and wellbeing' at the citywide level.
- 14.1.17 Regard will be had to opportunities to minimise the impact on new development of existing airborne pollution in all areas of the city and the impact of the new development on air quality.

## Policy text

### *Air quality impact of new development*

Development with the potential to generate significant numbers of additional journeys will be expected to provide an appropriate level of sustainable transport improvements consistent with Policy T1 'Development and transport principles' and Policy T3A 'Transport development management'.

### *Development with a specific local air quality impact*

Development that has the potential for significant local emissions to the detriment of air quality will not be permitted unless it is essential for reasons of economic or wider social need. The development will be expected to provide an appropriate scheme of mitigation and will not be permitted in proximity to homes, schools or other existing sensitive uses.

Development will not be permitted if mitigation cannot be provided to an appropriate standard with an acceptable design.

## Explanation

### *Development with a specific local air quality impact*

**14.1.18** In considering whether to grant planning permission for a development that would cause a specific localised air quality impact but is considered essential for reasons of economic or wider social need, account will be taken of its location. Development will not be acceptable in proximity to existing sensitive uses such as homes and schools. In these cases, alternative locations should be considered.

**14.1.19** In all cases, an air quality assessment is likely to be needed to determine an appropriate scheme of mitigation.

### *Development in areas where air pollution is detrimental to health*

**14.1.20** When mitigation measures for development in areas of elevated air pollution levels that are detrimental to health are required, the preferred option is to minimise future and current users exposure to air pollutants through measures including:

- Utilising co-benefits from green infrastructure such as trees.
- Considering orientation, siting and layout to reduce exposure of more sensitive uses or spaces.

**14.1.21** Where exposure to poor air quality cannot be reduced to acceptable levels through passive measures, measures such as fix shut windows and mechanical ventilation may be appropriate. In such cases, account should be taken of other relevant planning considerations such as the energy efficiency implications of extensive mechanical ventilation.

**14.1.22** The impact of the mitigation measures on the amenity of future occupiers and the need to maintain a positive relationship in design terms between the development and the public realm.

## Policy HW1A: Noise

- 14.1.23** As with other types of pollution, noise pollution has the potential to impact adversely on environmental amenity and biodiversity. Particularly significant, however, are its impacts, both direct and indirect, on health and wellbeing, for instance through loss of sleep or other negative health externalities such as stress that can be caused by exposure to sustained noise over a longer term. This policy seek to address and mitigate these impacts, and should be read in conjunction with policy HW1 'Pollution control and water quality'.
- 14.1.24** Common sources of environmental noise are transport, industrial sites, some commercial and entertainment uses, and fixed plant. This can take the form of both ongoing background noise and discrete or repetitive noise events. This policy seeks to mitigate the impact of new noise-generating development, and to ensure that noise-sensitive uses are located and designed in such a way that they are protected from existing sources of environmental noise, avoiding the noisiest locations all together except where essential to regeneration.
- 14.1.25** This policy will be implemented primarily on the basis of site-by-site assessments of environmental noise. However, a Noise Action Plan for the Bristol area has also been published. The Noise Action Plan, published by DEFRA, identifies top priority areas for noise reduction in Bristol, where further noisy development should be resisted. In the longer term, DEFRA propose that local authorities will also be expected to identify 'Quiet Areas' within their boundaries, which should also be protected from noise-generating development; it is envisaged that these will, in the future, also be a material planning consideration.

### Policy text

#### *Noise-generating development*

Development which would have an unacceptable impact on amenity or biodiversity by reason of noise will be expected to provide an appropriate scheme of mitigation.

#### *Noise-sensitive development*

Noise-sensitive development in locations likely to be affected by existing sources of noise such as busy roads, railway lines, industrial/commercial developments, some entertainment uses, waste, recycling and energy plant and sporting, recreation and leisure facilities, will be expected to provide an appropriate scheme of mitigation to ensure adequate levels of amenity for future occupiers of the proposed development and in accordance with the agent of change principle (Policy HW1 'Pollution control and water quality').

#### *Noise mitigation schemes*

In assessing such schemes for noise mitigation for either a noise-generating or noise-sensitive scheme, account should be taken of:

- i. The location, design and layout of the proposed development;
- ii. Existing levels of background noise;

- iii. Hours of operation and servicing (where relevant);
- iv. Measures to reduce noise within the development to acceptable levels, including external areas or screening with vegetation where possible; and
- v. The need to maintain adequate levels of natural light and ventilation to habitable areas of the development.

Development will not be permitted if mitigation cannot be provided to an appropriate standard with an acceptable design.

## Explanation

### *Noise-generating development*

- 14.1.26** Noise-generating development, including transport infrastructure, industrial/commercial developments, some entertainment uses, waste, recycling and energy plant and sporting, recreation and leisure facilities should not typically be located in areas of existing noise-sensitive development. Where impacts related to noise are unavoidable or likely, the applicant will need to demonstrate that any impact on the amenity of surrounding uses/users or biodiversity has been identified and mitigated through appropriate measures.
- 14.1.27** The council may use planning conditions to require relevant assessments. Details of these can be found in the Conditions & Reasons and Advices 2020 guidance.

### *Noise from plant and equipment*

- 14.1.28** Building plant and equipment is a common source of environmental noise in developments of a wide range of types. The rating level of any noise generated by plant & equipment as part of the development should be at least 5 dB below the pre-existing background level as determined by BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

### *Noise-sensitive development*

- 14.1.29** Noise-sensitive development, including houses, hospitals and schools, will usually not be located next to existing sources of significant environmental noise. Depending on the level and type of environmental noise, the impact can often be satisfactorily mitigated, allowing the noise-sensitive development to proceed on the affected site. However, the design of mitigation measures should have regard to the need to provide a satisfactory environment for future occupiers and take account of other material planning considerations such as urban design.
- 14.1.30** Applications for residential development in areas of significant existing environmental and neighbourhood noise will not be permitted unless a robust scheme of mitigation is put forward and the benefits of the proposal in terms of regeneration are considered to outweigh the impacts on the amenity of future occupiers, for instance where the proposed development would support investment in centres. This should be demonstrated in a noise assessment submitted with the proposal which should reflect the Institute of Acoustics ProPG: Planning & Noise Professional Practice Guidance on Planning & Noise: New Residential Development 2017 (or any subsequent versions).

- 14.1.31** In general, the following values will be sought for residential development:
- i. Daytime (07.00 - 23.00) 35 dB LAeq 16 hours in all rooms and 50 dB in outdoor living areas.
  - ii. Night time (23.00 - 07.00) 30 dB LAeq 8 hours and L<sub>Amax</sub> less than 45 dB in bedrooms.
- 14.1.32** Where residential properties are likely to be affected by amplified music from neighbouring pubs or clubs, the following will be sought:
- i. Noise Rating Curve NR20 at all times in any habitable rooms.
- 14.1.33** Other proposals for noise-sensitive development in areas of existing noise and proposals for noise-generating development will be subject to a case-by-case analysis with reference to expert advice from the council's Pollution Control team.
- 14.1.34** In all cases, the assessment will be based on an understanding of the existing levels of environmental noise and the measures needed to bring noise down to acceptable levels for the existing or proposed noise-sensitive development. This will typically require the submission of an assessment of environmental noise and scheme of mitigation measures as part of the planning application.
- 14.1.35** In assessing development proposals against this policy, reference will be made to BS 8233: 2014 Guidance on sound insulation and noise reduction for buildings and the guideline values for community noise published by the World Health Organisation.

## Policy HW1B: Contaminated land

- 14.1.36** The contamination of land can have adverse impacts on health and wellbeing, as well as damaging wildlife and contributing to the pollution of water bodies. Residual contamination of land from previous uses remains an issue in Bristol. New development, however, presents an opportunity to bring contaminated land back into beneficial use.
- 14.1.37** By providing specific guidance on contaminated land builds on the principles and requirements established in policy HW1 'Pollution control and water quality'.

### Policy text

New development should demonstrate that:

- i. Any existing contamination of the land will be addressed by appropriate mitigation measures to ensure that the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area; and
- ii. The proposed development will not cause the land to become contaminated, to the detriment of future use or restoration of the site or so that it would cause pollution in the surrounding area.
- iii. Remediation measures will be expected to be appropriate for the lifetime of the development and factor in the potential impacts of climate change.



## Explanation

- 14.1.38** The council typically expects to encounter contamination of land in areas with a history of industrial activity, on made ground where waste materials may have been used to raise ground level, and in areas of the city where the disposal of ashes may have introduced heavy metals or other contaminants into the soil. Ground, coal mine and radon gas risk also need to be considered in areas which are potentially impacted by the relevant activities, for example, landfill sites, deeper made ground and coal mining high risk areas.
- 14.1.39** When development is proposed on or adjacent to land that is known or suspected to be contaminated, or where development is proposed that would be sensitive to contamination, proposals for development should be accompanied by an appropriate level of supporting information. This would typically consist of a desk-based study and a site walkover as a minimum. Further information, such as a preliminary site investigation, may be sought in some cases before planning permission is granted.
- 14.1.40** Should the initial supporting information identify that contamination of the site is likely, a full ground investigation, a conceptual model identifying pollutant linkages, a risk assessment and, where necessary, a written remediation method statement are likely to be required prior to commencement. Any remedial measures should be agreed by the council before they are undertaken, and a verification will report will be required to be submitted and approved prior to occupation.
- 14.1.41** When a new development is proposed that could cause land to become contaminated, for instance by nature of the proposed use or by reason of specific elements of the proposed development, the development should be designed in such a way as to minimise the risk of contamination occurring.
- 14.1.42** Applicants should follow as a minimum the guidance in the NPPG 'Land affected by contamination' and be undertaken in accordance with BS 10175:2011+A2:2017 'Investigation of Potentially Contaminated Sites Code of Practice'.
- 14.1.43** The following should be submitted with planning applications to demonstrate compliance with this policy:
- Where development is proposed on or adjacent to land that is known or suspected to be contaminated, or where development is proposed that would be sensitive to contamination, a desk-based study and a site walkover as a minimum be submitted with the application.
  - Where a proposed development may cause land to become contaminated, a risk assessment and, where required, details of the measures proposed to prevent this.

## Health impacts of development

- 14.2.1** The following policies provide guidance on the health impacts of development including the approach to hot food takeaways.

## Policy HW2B: Health and development

- 14.2.2** The environment is known to have a major impact on health and wellbeing and the wider social, economic, and environmental determinants of health. The National Planning Policy Framework highlights the role of the planning system in supporting health, social and cultural wellbeing and creating healthy, inclusive communities. The local plan aims to deliver a safe and healthy city where development contributes to reducing the causes of ill health, improving the health and wellbeing of the local population, and reducing health inequalities.
- 14.2.3** This policy ensures the impacts on, and enablers of, good physical and mental health are considered from the outset in developing proposals and requires systematic health impact assessments to be undertaken where appropriate.

### Policy text

Development should contribute to reducing the causes of ill health, improving health and reducing health inequalities within the city through:

- i. Addressing any adverse health impacts;
- ii. Providing a healthy living environment;
- iii. Promoting and enabling healthy lifestyles as the normal, easy choice;
- iv. Providing good access to health facilities and services.

Developments that will have an unacceptable impact on health and wellbeing will not be permitted.

### *Health impact assessments*

A Health Impact Assessment will be required for residential developments of 100 or more units, non-residential developments of 10,000m<sup>2</sup> or more and for other developments where the proposal is likely to have a significant impact on health and wellbeing. Where significant impacts are identified, measures to mitigate the adverse impact of the development will be provided and/or secured by planning obligations.

## Explanation

- 14.2.4** This policy ensures that health and wellbeing, including health inequalities, are considered in the design and determination of planning applications with the goal of creating healthy places that support residents' mental and physical health and wellbeing. Creating high quality environments which enable our citizens to grow, play, live, work and grow old in is a core priority of the council. To meet this priority, development should, wherever possible:
- i. Support and enable people to make healthy choices;
  - ii. make these choices easier;
  - iii. enable active ageing to become the norm rather than the exception; and
  - iv. address health inequalities.

### *Health impact assessments*

- 14.2.5 A health impact assessment may be required from proposals of a smaller scale than 100 dwellings or 10,000m<sup>2</sup> of non-residential floorspace. Depending on the development's location, proximity to certain uses and other characteristics, a health impact assessment may be required.
- 14.2.6 A health impact assessment should demonstrate how any likely impacts, both positive and negative, of a proposal on the health and wellbeing of future occupants and the surrounding community have been identified and addressed. It should demonstrate how, through appropriate measures, any potential negative outcomes may be mitigated, and any benefits maximised.
- 14.2.7 Applicants should refer to the council's practice note 'Planning a healthier Bristol: assessing the health impacts of development' when assessing whether a health impact assessment is necessary and if so, during its preparation. The practice note provides details of what is expected in terms of appropriate methodology and approach and will be updated alongside the publication of this plan.
- 14.2.8 Design and access statements and/or planning statements should demonstrate how the outcomes of the health impact assessment process have been incorporated into the proposal. Possible considerations include:
  - Neighbourhood and housing design.
  - Ensuring access to infrastructure such as cycle routes, public transport, shops and services provision.
  - Enabling access to the natural environment including private and open green space.
- 14.2.9 The council encourages applicants to seek to minimise adverse health and wellbeing impacts and promote population health and wellbeing.
- 14.2.10 Scoping for potential impacts early in the design processes is encouraged and will give a development the best chance of meeting the objectives of this policy.

### **Policy HW3: Takeaways**

- 14.2.11 Takeaways are a well-established feature of Bristol's town, district and local centres which offer services to customers and provide employment opportunities. However, when they are located close to schools, youth facilities and other locations where young people gather, takeaway uses have the potential to influence behaviour which is harmful to health and the promotion of healthy lifestyles. Moreover, there are clear and evidenced links between takeaways and fast food and obesity amongst all age groups. This policy takes those health considerations into account and seeks to support national and local promotion of healthy lifestyles and healthy weight.
- 14.2.12 Controlling the development of takeaways within walking distances of places where young people gather will limit children's exposure to the influences on making less healthy food choices. This policy also seeks to avoid concentrations of takeaways which can harm the health of all sections of the community by reducing choice and opportunities for less healthy food choices and preventing such outlets from dominating the street scene of local centres.

## Policy text

Proposals for takeaways in centres, edge of centre locations or at out of centre locations that are likely to influence behaviour harmful to health or the promotion of healthy lifestyles will not be permitted.

### *Impacts on young people*

Proposals for takeaways located within approximately 5 minutes walking distance of schools, youth facilities, or other locations where young people gather will not be permitted if they would be likely to have a harmful influence on health including through a prejudicial effect on healthy lifestyle initiatives.

### *Concentration of takeaways*

Proposals for takeaways will not be permitted where:

- There would be a harmful concentration of takeaways within a retail centre; or
- The development would result in three or more adjacent takeaways.

### *Amenity impacts*

Proposals for takeaways will not be permitted where the impact of noise and general disturbance, fumes, smells, litter and late night activity, including those impacts arising from the use of external areas would have an unacceptable impact on surrounding amenity.

Proposals for takeaways will not be permitted where they would have an unacceptable impact on the character of the area, residential amenity and/or public safety, either individually or cumulatively.

In order to assess the impact of a takeaway proposal on an area, the following considerations will be taken into account:

- The impact of noise, general disturbance, fumes, smells, litter and late-night activity, including those impacts arising from the use of external areas;
- The impact on highway safety;
- The availability of refuse storage and disposal facilities; and
- The appearance of any associated extensions, flues and installations.

Where appropriate, the council will require conditions be placed on any permission to mitigate these potential impacts.

## Explanation

- 14.2.13** The policy supports the aims and objectives of Bristol City Council in improving health and wellbeing, tackling obesity (particularly childhood obesity) and reducing health inequalities in the city. The policy aligns with and supports national public health and planning policy that seeks to ensure communities live in an environment which enables and promotes healthier lifestyles.

## Young People

- 14.2.14** The policy applies to those facilities where young people's behaviour and dietary choices may be influenced by the proximity and concentration of takeaway outlets. The policy is supported by national strategies to reduce childhood obesity, which is identified as a public health priority with significant health and economic consequences. Locally, this policy seeks to help achieve Bristol City Council objectives to stop the increase in childhood obesity and to close the childhood obesity gap, in which children in more deprived areas are more likely to be obese than those in less deprived areas.
- 14.2.15** 'Schools and youth facilities or locations where young people gather' is defined as the entry points to secondary schools, primary schools, youth and community centres, leisure centres and parks.
- 14.2.16** Within approximately 5 minutes walking distance (approximately 400 metres), a takeaway is never likely to be acceptable due to its close proximity to the facility used by young people and subsequent likelihood to influence unhealthy behaviours. In assessing whether a proposal for a new takeaway would be acceptable, its distance from the youth facility will be measured according to realistic walking routes. In some cases, a new takeaway located beyond 400m from the defined youth facilities may not be acceptable due to local factors which would result in the outlet being likely to have a harmful influence on children's behaviour and choices, for example by being prominently located on a main walking route to the facility or near a key public transport facility.
- 14.2.17** It may also be necessary to reduce or limit the influence of a takeaway outlet through the use of a planning condition to restrict opening hours. This would seek to restrict opening hours during school lunch breaks and at the end of the school day, when the behaviours of children and young people are most likely to be influenced.
- 14.2.18** This aspect of the policy applies to proposals inside and outside centres. Proposals inside centres are as likely to influence behaviour as those outside, especially where they contribute to a proliferation of takeaways.

## Concentration of takeaways

- 14.2.19** An overconcentration of takeaways is considered to be where they constitute 15% or more of the total number of units within Town, District, or Local Centre or parade (Policy SSE1 'Supporting Bristol's Centres - network and hierarchy'). An unacceptable concentration will also be considered to arise where three or more takeaways would be adjacent to each other.
- 14.2.20** Over exposure to takeaways is shown to increase the risk of ill health and obesity by encouraging 'out of home' eating, where meals are more likely to contain high levels of sugar, salt and fat. A proliferation of takeaways is likely to be harmful to people's health by reducing the diversity and range of food choices on offer, restricting potential access to healthy food.
- 14.2.21** It is considered that the concentration or clustering of takeaway uses in centres can dominate the retail environment, limiting the number of units available for healthier food choices and resulting in an over-exposure of takeaway uses which may influence behaviour. Managing the proliferation and overconcentration of takeaways in retail centres can help reduce the harmful impact and prevent the creation of fresh food deserts, in which residents have limited access to nutritious, affordable, and appropriate food.



*Amenity impacts*

- 14.2.22 Takeaways, whilst an important component of Bristol's centres and highstreets, have the potential to negatively affect their surroundings due to issues associated with noise, odour, fumes, litter, highways impacts and increased activity associated with both customers and delivery riders.
- 14.2.23 Litter has the potential to cause considerable annoyance to residents, other businesses and can even have public health implications, attracting vermin and other pests. Whilst takeaway operators cannot always control where waste is deposited by customers, the council may see fit to require conditions such as asking premises to undertake litter picking beyond the immediate vicinity for litter generated from off-sales and the provision of bins and advisory signage.

**Food sustainability**

- 14.3.1 There are clear links between food production, quality and security and the health and wellbeing of both people and the environment. Growing more food locally reduces food miles, lowering the climate impact associated with shipping food long distances. It can also promote a more seasonal diet which again, lowers food miles and is less resource intensive than growing crops out of season. Food growing also provides opportunities for healthy outdoor activity conducive of improved mental and physical health and encourages the consumption of healthier foods like fruits and vegetables.
- 14.3.2 Bristol City Council has taken concrete steps towards becoming a sustainable food city, including working in partnership with groups like the Bristol Food Policy Council and the Bristol Food Network; becoming the first local authority to introduce kerbside food waste collections since the Second World War; supporting the Bristol Good Food Action Plan 2030; and developing the Bristol Eating Better Award. This work was recognised in 2021 when Bristol was awarded Gold Sustainable Food City status.
- 14.3.3 The policies in this chapter build on these efforts and ensure that present and future Bristolians have access to food growing opportunities by increasing the provision of allotments; ensuring development incorporates spaces suitable for food growing and by protecting existing agricultural uses.

**Policy FS1: The provision of allotments**

- 14.3.4 This policy sets out the requirement for new large developments to provide allotment space for residents and the wider protection and retention of these sites as valuable community and green infrastructure assets.
- 14.3.5 To support creating a sustainable food system, this policy will require the provision of allotment space from all new large developments so as to expand the city's network of invaluable green infrastructure, reduce waiting lists, and provide opportunities for residents to become involved in food growing. In addition, it will ensure that all existing allotments, including those not owned or operated by the council, receive the recognition they deserve and are secured from future development.
- 14.3.6 Allotments provide opportunities for local food growing and greater access to healthier food, outdoor activity conducive to a healthy lifestyle, and increase local biodiversity through the cultivation of land and the retention of green space. They form a vital

component of the city's green infrastructure network as well as providing a key community asset.

- 14.3.7** The requirement for large developments to contribute to the provision of allotments and the council's goal of protecting existing allotments and food growing land use is consistent with national policy which encourages local development plans to promote and ensure access to safe and accessible green infrastructure, healthier food, and allotments.

### Policy text

**Residential development will be expected to contribute one statutory allotment plot of 250m<sup>2</sup> for every 60 dwellings it creates.**

**Where it is not practicable to make provision on site, off-site provision or a financial contribution to support the improvement or rehabilitation of other allotment sites will be acceptable.**

### Explanation

- 14.3.8** Allotments are a valuable component of Bristol's green infrastructure network and provide residents with opportunities to grow their own food and contribute towards making our food system more sustainable. At present, Bristol has large waiting lists for many of its allotment sites, evidencing the clear unmet demand that Policy FS1 will help to meet.
- 14.3.9** The residents of all new dwellings should be able to access an allotment should they so choose. New development is expected to contribute towards maintaining the Bristol Park's and Estates Allotment Strategy minimum level of provision of 7 statutory plots per 1,000 residents where it contributes to the locality's population significantly.
- 14.3.10** This is defined as where development will create the need for one statutory allotment plot (250m<sup>2</sup> per 140 residents), roughly equivalent to 60 dwellings. Larger developments will be expected to provide proportionately more allotment space in line with this metric.
- 14.3.11** An allotment plot should include as a minimum:
- Be on a level site where possible with good potential growing conditions with regard to good soil condition, orientation, overshadowing and drainage.
  - The site must have good accessible location, vehicular access, secure fencing and gates, haulage ways and adequate mains water provision.
  - Land should also be free from excessive gradients, contaminants, invasive weed species, restrictions such as presence of major utilities and nature conservation designations.
- 14.3.12** Where on-site provision is not practicable, off-site provision will be acceptable.
- 14.3.13** Off-site provision will ideally be sought through financial contribution for the rehabilitation of disused plots, expansion of existing allotment sites/conversion of other agricultural type holdings, or the subdivision and improvement of existing plots. The contribution will also be used to provide or upgrade site facilities.

## Policy FS2: Provision of food growing space in new developments

- 14.3.14** This policy sets out the requirement for new residential development to provide on-site space for food growing by residents.
- 14.3.15** Domestic food growing has many benefits, including improving the sustainability of food production, increasing access to healthier food, providing opportunities for healthy outdoor activity, and enhancing the city's network of green infrastructure and biodiversity. Food growing can also enable socialisation and learning of new skills, having a positive impact on health and wellbeing, particularly for vulnerable groups such as older persons and those with learning difficulties. Bristol has numerous community enterprises specialising in food growing which, in some areas, have become vital spaces for community development and cohesion. Encouraging and enabling more residents to grow food is an integral component of transitioning the city to a more sustainable future, and one which can be incorporated into developments of any size.
- 14.3.16** This policy requires the provision of suitable space for food growing in residential developments of all scales. The requirement for food growing space in new development is consistent with national policy which encourages local development plans to promote and ensure access to healthier food and to safe and accessible green infrastructure which helps to enable and support healthy lifestyles.

### Policy text

All new residential developments intended for permanent or long-term occupation are expected to provide suitable space for on-site food growing by residents.

New space for food growing as part of a development will be expected to:

- i. Be of an appropriate size and quality, with larger developments providing appropriately scaled food growing opportunities and/or planting.
- ii. Be appropriately designed to be safe, usable, accessible to all residents and integrated into the development site.

### Explanation

#### *Access to food growing for all residents of new developments*

- 14.3.17** The residents of all new developments intended for permanent or long-term occupation should be able to grow a proportion of their own food and receive the benefits to health and wellbeing associated with it, as well as contribute to the greater sustainability of the food system.

#### *Providing food growing space in new developments of all scales*

- 14.3.18** Providing food growing space or edible landscaping can be done easily and not necessarily at any greater cost to developers than more traditional landscaping or green space strategies. Developments should seek to create flexible space that is suitable for food growing which can be used as and when need or interest from residents arises.

**14.3.19** The provision of food growing space may also be seen as a part of a development's wider green infrastructure, sustainable drainage and biodiversity considerations and can help to achieve requirements set out by other policies in the local plan if handled appropriately and in accordance with other policies.

**14.3.20** The provision of food growing space can be achieved through a variety of means, such as:

- Edible landscaping including orchards and hedgerows.
- Vertical wall planters.
- Raised beds.
- Therapeutic gardens.
- Communal gardens.
- Rooftop gardens.
- Balconies with space for planting.
- Private gardens.

**14.3.21** These are just some examples of how food growing space can be provided and developers are encouraged to pursue new and innovative ways to meet this requirement. There is a wealth of good practice examples available both within the UK and abroad and creative solutions to this policy requirement will be viewed positively when assessing applications.

### *Practical considerations*

**14.3.22** Wherever food growing space is included in a development consideration should be given to:

- The location of the site and how this might affect exposure to factors such as strong winds or roadway pollution. Rooftop planters and balconies on tall buildings will likely be affected by winds more than other forms of development.
- The provision of adequate drainage for beds or planters.
- The quality and type of soil or growing medium most appropriate to the type of provision. For example, rooftop planters may require the use of a lighter weight medium.
- The presence and status of any land, water or soil contamination and measures to mitigate its impact. In areas of contaminated soil for example, raised planters may be required.
- That planters or beds are of a sufficient depth and size to enable food growing.
- If any associated storage space is required.
- The solar orientation, aspect and availability of light for the food growing provision and any potential sources of overshadowing.
- The provision of an adequate water supply proportionate to the scale/type of food growing space.

- Adequate access which is versatile and usable by all residents. Some forms of food growing space such as rooftop planters may require special consideration if heavy tools or materials need to be taken to the area.
- Where necessary, such as when utilising more specialised equipment or where food growing space may form part of communal areas, that an appropriate management regime is in place to ensure the continued usability and quality of any food growing provision.

**14.3.23** This is not an exhaustive list of relevant considerations. The council will publish further planning guidance to aid developers in meeting the requirements of this policy.

### **Policy FS3: The protection of existing food growing enterprises and allotments**

**14.3.24** This policy sets out the importance of protecting existing food growing enterprises within the city from the effects that development may have on their ongoing viability. This is to help ensure that such sites remain in active use for local food production and are recognised as valuable assets contributing the city's transition to a sustainable future.

**14.3.25** National planning policy expects local authorities to support the health and wellbeing of communities by, amongst other things, improving access to healthier food. Local agriculture and horticulture can support the creation of a sustainable food system by reducing food miles; providing green infrastructure assets and promoting biodiversity; promoting a fairer, localised food economy and providing jobs; as well as other benefits to health and wellbeing associated with access to healthier food and opportunities for outdoor activity.

**14.3.26** This policy protects sites of existing food growing enterprises, both commercial and community oriented from development which may have an impact on it such that it becomes no longer viable. It aims to preserve these vital assets and safeguard them for the future.

#### **Policy text**

Development which would have an unacceptable impact on the viability of an existing local food growing enterprise will not be permitted.

Development which would result in the loss of active allotments or which would have a harmful impact on their community food growing role will not be permitted.

#### **Explanation**

**14.3.27** Bristol is home to various community and private food growing enterprises which contribute to local food production and a more sustainable food system such as community farms and gardens, private farms, and plant and tree nurseries. This includes all forms of agriculture, including rearing livestock, arable crops and horticulture. Policy FS3 aims to protect these valuable local assets from the effects of development which could undermine their ongoing viability.



**14.3.28** This means that where new development would potentially impact a local food growing enterprise or allotment such that it is unable to feasibly continue its operations, it will not be permitted Potential impacts include:

- Overshadowing.
- Pollution, water or soil contamination.
- Noise.
- Site fragmentation.
- Activities inconsistent with agricultural use.
- Harmfully reducing the amount of land available for the agricultural use.

**14.3.29** Should the operators of the affected use not wish to continue the operation of the enterprise, then the proposed development may be acceptable should it meet other policy requirements.

## 15. Utilities and minerals

### Policy UM1: Telecommunications

- 15.1** Bristol experiences continued interest in the development of telecommunications facilities, represented by frequent proposals for expansion or upgrade of the mobile data network.

#### Policy text

Proposals for new or upgraded telecommunications equipment and installations will be permitted provided that:

- The telecommunications equipment and installation would respect the character and appearance of the area and would not be harmful to visual amenity by reason of its siting and design; and
- Opportunities have been sought to share masts or sites with other providers; and
- There are no suitable alternative sites for telecommunications development available in the locality including the erection of antennae on existing buildings or other structures; and
- The proposal conforms to the International Commission on Non-Ionising Radiation Protection (ICNIRP) guidelines, taking account where appropriate of the cumulative impact of all operators equipment located on the mast/site.

#### Explanation

- 15.2** Modern and effective telecommunications systems are essential to the continuing development of the economy in Bristol. Government advice recognises the need to facilitate the growth of existing and new systems whilst ensuring that a balance is found to ensure amenity is protected. The council will seek to ensure that acceptable provision can continue to be made for information communications technology, whilst ensuring that the impact on the environment, visual and residential amenity is minimised. High priority will be given to the need to safeguard areas of particular environmental or historic importance such as Conservation Areas.
- 15.3** Development will be expected to demonstrate through the submission of evidence with applications for planning permission or prior approval that the above criteria have been met.
- 15.4** The government has given permitted development rights to a variety of minor forms of telecommunications development. In such cases, although the council cannot object to the principle of development, it can exercise control over the siting and appearance with the aim of protecting amenity. The council encourages early discussions with operators when they consider developing their networks and annual development plans.

## Policy UM2: Unstable Land

- 15.5** In common with most major urban areas, Bristol has a legacy of sites which are unstable or potentially unstable. The causes of instability arise from a variety of factors. In Bristol, one of the main causes is historic coal mining activity. This has particular implications for some parts of east Bristol, Bedminster, Ashton and Brislington. Although most sites will be unaffected, there is a potential for direct risks associated with subsidence and the potential collapse of workings and shafts in these areas.
- 15.6** This policy sets out the approach to sites where there is reason to suspect unstable land and where the risk of instability has the potential to materially affect development.

### Policy text

On sites where there is reason to suspect unstable land and the risk of instability has the potential to materially affect either the proposed development or neighbouring uses/occupiers, development will only be permitted where:

- A desk-based study of available records has been carried out to assess the previous uses of the site and their potential for instability in relation to the proposed development; and
- Where the study establishes that instability is likely but does not provide sufficient information to establish its precise extent or nature, site investigation and risk assessment are carried out to determine the standard of remediation required to make the site suitable for its intended use. Where remediation measures are necessary, conditions or obligations may be applied to ensure that the development does not take place until appropriate works are completed.

### Explanation

- 15.7** The local plan promotes growth within the city, requiring the efficient use of land. The development of potentially unstable land can contribute to this, subject to measures which ensure that development is safe and does not adversely affect the safety of adjacent land and development. The Coal Authority has identified locations of potential instability arising from historic coal mining activity, which may contain one or more of such legacy issues, as 'Development High Risk Areas'. This mapping can be found on the Coal Authority website. Instability may also arise from factors such as natural underground cavities, natural or artificial slopes, subsidence, or ground compression. The council will liaise where appropriate with the relevant agencies such as the Coal Authority in the implementation of this policy.
- 15.8** Following consideration of the site investigation and risk assessment the council will advise whether further detailed geotechnical studies are required. On sites with a complex geology and where the exact ground conditions are not fully known evidence will be required of an insurance policy which covers the adverse effects works may have on the site and adjoining land; this will be included as a pre-commencement condition to any planning consent.

## Policy UM3: Minerals Safeguarding Areas

- 15.9 Minerals Safeguarding Areas provide for the safeguarding of proven mineral resources which are, or may become, of economic importance from unnecessary sterilisation by non-mineral development. Minerals Safeguarding Areas are identified for land at south east Bristol related to the surface coal deposits identified in that area. There is no presumption that land within the Minerals Safeguarding Areas will ultimately be allocated for extraction.

### Policy text

#### *Minerals Safeguarding Areas – Surface Coal*

Within the Minerals Safeguarding Areas at south east Bristol, as shown on the Policies Map, planning permission will not be granted for development that would lead to the unnecessary sterilisation of surface coal resources, unless:

- It is demonstrated that the resource is not of economic value; or
- The resource can be extracted, where practicable and environmentally acceptable, prior to the development taking place; or
- The development is either a proposal for householder development, an alteration or extension to an existing building, or a change of use of existing development which would not intensify development on-site.

#### *Coal Resource Area outside Minerals Safeguarding Area*

Within the Coal Resource Area outside the designated Minerals Safeguarding Areas the prior extraction of surface coal on development sites of 1 hectare or more will be encouraged where it is practicable and environmentally feasible.

### Explanation

- 15.10 The Coal Authority, as the owner of coal seams and mine workings on behalf of the state, has published mapped data for Bristol showing Surface Mining Coal Resource Area. Within these areas the Coal Authority seeks consideration of the extraction of surface coal resources prior to development taking place, in order to prevent unnecessary sterilisation of the resource.

#### *Coal Resource Area – Prior Extraction*

- 15.11 Although there are identified surface coal deposits on the east side of Bristol and a smaller deposit in the south west, these occur within intensively built-up areas of the city, with most residual undeveloped sites already allocated for further development. As a consequence, most of the opportunities for surface coal extraction will already be sterilised or constrained by the close proximity of sites to sensitive urban environments: housing, public open space, offices, shopping centres and community uses. These areas are not, therefore, identified as Minerals Safeguarding Areas. However, on sites over 1 hectare within the Resource Area, the council will encourage prior extraction of any coal resources where this is practicable and environmentally acceptable. This will particularly be the case where prior extraction could ensure

land stability. The Coal Authority will be consulted on such proposals. The council will advise applicants for development of sites of 1 hectare or more of this policy in the course of any pre-application discussions. It will also add an advisory statement referring to this policy to any relevant planning permissions that are granted within the Coal Resource Area.

## Policy UM4: Sewage Treatment Works

- 15.12** A need for future expansion of the sewage works at Kingsweston Lane has been identified. This policy safeguards an area on which such expansion could potentially take place.

### Policy text

Land adjacent to Avonmouth Sewage Treatment Works as shown on the Policies Map is safeguarded to allow for future expansion. Development which could prejudice future expansion in the safeguarded area will not be permitted.

### Explanation

- 15.13** The safeguarding zone allows for future expansion. However, any necessary permissions will still need to be sought should expansion proposals come forward. These should provide appropriate flood resilience and mitigation measures as set out in policy FR1 'Flood risk and water management'.



## 16. Development allocations

**16.1** The proposed development allocations complement the areas of growth and regeneration set out in the Development Strategy (Policies DS1-DS14):

- DS1: Bristol City Centre
- DS1A: Bristol City Centre – Broadmead, Castle Park and the Old City
- DS2: Bristol Temple Quarter
- DS3: St Philip’s Marsh
- DS4: Western Harbour
- DS5: Frome Gateway
- DS6: Lawrence Hill
- DS7: Central Fishponds
- DS8: Central Bedminster
- DS9: Brislington
- DS11: Development allocations – south west Bristol
  - Land at Ashton Vale (‘Longmoor Village’)
  - Land adjacent to Elsbet Drive, Bishopsworth
- DS12: New Neighbourhood – Bath Road, Brislington
- DS13: Lockleaze
- DS14: Central Southmead

**16.2** In these locations, an overall approach to development is set out in the relevant policies.

**16.3** The proposed development allocations across the city are accompanied by Policy E4 ‘Avonmouth Industrial Area and Bristol Port’ which includes a further series of allocations for development of industrial and distribution uses at Avonmouth:

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

**16.4** Policy DA1 ‘Proposed development allocations’ lists the new development allocations proposed in the local plan as well as those allocations from the Site Allocations & Development Management Policies (July 2014) and the Bristol Central Area Plan (March 2015) which are to be retained.

## Policy DA1: Proposed development allocations

### Policy text

The sites set out in the 'Development Allocations' annex of this plan are identified as being suitable for development and redevelopment for alternative uses.

The sites will be developed for the uses identified and in accordance with the accompanying development considerations and with all other relevant development plan policies.

Reference	Site address	Allocation
BDA0103	Land at Cheltenham Road / Bath Buildings, Montpelier	Housing, which may incorporate compatible workspace
BDA0105	Land to the rear of 64-68 Stokes Croft, St Paul's	Housing, or housing-led mixed use with flexible workspace
BDA0302	Land to West of Ashton Gate Stadium, Marsh Road / Winterstoke Road	Mixed-use, which could include: offices, hotel, sports, leisure, and housing
BDA0304	1-25 Bedminster Down Road, Parson Street	Housing-led mixed uses with flexible workspace
BDA0305	233-237 West Street, Bedminster	Housing-led mixed uses with flexible workspace
BDA0401	Land at Gloucester Road / Merton Road, Horfield	Comprehensive development for residential-led mixed uses, which incorporates flexible workspace and community uses
BDA0601	Land at Latimer Close, Brislington	Housing
BDA0702	Land at Marmalade Lane (south), Brislington	Housing
BDA0703	Land at Marmalade Lane (north), Brislington	Housing
BDA0801	The Grove Car Park, The Grove and Prince Street, Harbourside	Site would be considered appropriate for a number of city centre uses including housing to create a more efficient use of land

BDA0802	Redcliffe Way	On appropriate sites the area would be suitable for residential led growth, supported by a mix of uses including offices, community infrastructure, leisure uses and culture / tourism uses, which may include hotel uses. An element of retail will be acceptable on appropriate sites subject to consideration of impact on designated shopping areas
BDA0901	2-16 Clifton Down Road	Mixed uses, with active ground floor uses including retail, and offices and / or residential uses on upper floors
BDA1001	Land west of Hampton Lane, Clifton Down	Housing, which may incorporate compatible workspace
BDA1002	Land at Whiteladies Gate, Clifton Down	Housing, which may incorporate compatible workspace
BDA1003	Land adjacent Alma Vale Road and Alma Court	Housing
BDA1004	Barley House, Oakfield Grove	Housing, which may incorporate compatible workspace
BDA1101	Land at Gibson Road, Cotham	Housing
BDA1102	Land at Sydenham Lane, Cotham	Housing
BDA1201	16-20 Fishponds Road, Easton	Housing-led mixed uses with flexible workspace
BDA1301	Stapleton Cricket Club	Self-build, custom housebuilding or community-led housing, subject to providing a suitable alternative playing pitch for recreational uses
BDA1302	Land south of Rose Green Close, Eastville	Housing, if not required for sport or recreation
BDA1303	Land at Hendys Yard, Lower Grove Road	Housing

## 16. Development allocations

BDA1304	Land to the rear of Rose Green Road, Eastville	Housing, which may incorporate compatible workspace
BDA1305	525 Stapleton Road, Fishponds	Housing
BDA1401	Previously developed land at Hartcliffe Way, Bedminster	Housing-led mixed uses with flexible workspace
BDA1402	Previously developed land to the west of Redford House, Nover's Hill	Housing-led mixed uses with flexible workspace
BDA1501	Land at College Road, Fishponds	Self-build, custom housebuilding or community-led housing
BDA1601	Land to the rear of 96 Church Road / Orchard Drive, Bishopsworth	Housing-led mixed uses with flexible workspace
BDA1702	14 Wyck Beck Road, Brentry	Housing, which may incorporate compatible workspace
BDA1901	Land at the corner of Lodge Causeway / Berkeley Road, Fishponds	Housing-led mixed use, with active ground floor uses fronting Lodge Causeway
BDA2001	3 Kelston Road, Horfield	Housing, which may incorporate compatible workspace
BDA2002	272-276 and 290-298 Southmead Road	Housing, which may incorporate compatible workspace
BDA2101	94-96 & 119 Cumberland Road, Spike Island	Housing
BDA2102	Maritime Heritage Centre Public Car Park, Gas Ferry Road	Residential-led mixed use
BDA2301	Land to the south of Warwick Road / Oxford Place, Easton	Housing-led mixed uses with flexible workspace
BDA2302	Former Barton Hill Nursery School, Queen Ann Road, St Philips	Housing, through retention and redevelopment of existing building

BDA2401	Bridge Farm, Land at South Hayes, Eastville	Self-build, custom housebuilding or community-led housing, with open space
BDA2501	Land south of Zetland Road, Redland	Housing, which may incorporate compatible workspace
BDA2502	Land at Cossins Road, Redland	Housing
BDA2601	Land at Two Mile Hill Road / Charlton Road, St George	Comprehensive development of housing, with flexible workspace
BDA2602	81-83 Two Mile Hill Road, St George	Housing, which may incorporate compatible workspace
BDA2603	Land at Two Mile Hill Road / Waters Road, St George	Housing-led mixed uses with flexible workspace
BDA2605	Land at Broad Road / Lodge Road, St George	Housing
BDA2702	Land at corner of Bryants Hill and Furber Road, St George	Housing, which may incorporate compatible workspace
BDA2703	Land at Nags Head Hill, St George	Housing
BDA2801	Land to the south of Blackswarth Road, Avonview	Housing-led mixed uses with flexible workspace
BDA2802	Part of Soaphouse Industrial Estate, Howard Street	Housing, which may incorporate compatible workspace
BDA2803	222-232 Church Road, St George	Housing-led mixed use, with active ground floor uses
BDA2901	Land at Lanercost Road	Housing and / or housing for older people
BDA2902	Works at Felstead Road	Housing-led mixed uses with flexible workspace
BDA3002	1-7 Smyth Road, Southville	Redevelopment for housing-led mixed uses with flexible workspace
BDA3101	Greville building, Lacey Road, Stockwood	Housing

BDA3201	Land at Sanctuary Gardens, Sneyd Park	Housing
BDA3301	Former St Ursula's High School, Brecon Road	Housing
BDA3401	122 Bath Road, Totterdown, Bristol	Housing, which may incorporate compatible workspace

**Retained Allocations – Site Allocations & Development Management Policies Local Plan (2014):**

Reference	Site address	Allocation
BSA0103	Land to the west and south-west of Deering Close, Lawrence Weston	Housing
BSA0111	Land off Ermine Way, Shirehampton	Housing
BSA0212	19-21 Pen Park Road, Southmead	Housing and business
BSA0302	Coombe House Elderly Persons' Home, Westbury-on-Trym	Housing
BSA0404	BT Depot, Filton Road, Horfield	Housing
BSA0502	Glenside Campus, Blackberry Hill, Fishponds	Housing with mixed uses
BSA0513	Garage site, Woodland Way, Chester Park / Hillfields	Housing
BSA0906	Car Sales site at 62-74 Bell Hill Road, St George	Housing
BSA0907	47 - 49 Summerhill Road, St George	Housing
BSA1011	Site adjacent to Holy Cross Church, Dean Lane, Bedminster	Housing



BSA1101	Bath Road Open Space (west of Totterdown Bridge), Totterdown	Temple Quarter Enterprise Zone Opportunity Site
BSA1103	Red Lion Works, Greenleaze Road / Wells Road, Knowle Park	Housing
BSA1108A	Previously developed land at Novers Lane, east of Hartcliffe Way and west of Novers Lane	Housing
BSA1109	Land adjoining Hartcliffe Way and Hengrove Way, Inn's Court	Housing - There is a planning permission (22/02345/F) on part of the site for a Youth Zone facility including a 5 a-side (MUGA) pitch
BSA1115	Former Florence Brown school, west of Leinster Avenue	Housing
BSA1116	Open spaces either side of Inns Court Drive	Housing
BSA1118	Broad Plain House and associated land, Broadbury Road	Housing
BSA1120	Land and buildings between 2 to 20 Filwood Broadway	Retail, business and housing
BSA1122	Sports court and former swimming pool site on the north-east corner of the Filwood Broadway and Creswicke Road junction	Business, retail and housing
BSA1123	Filwood Library and adjoining land, Filwood Broadway	Housing
BSA1207	493-499 Bath Road, Kensington Park, nr Arno's Vale	Housing

BSA1305	Land to the north-west of Vale Lane, Bedminster Down	Industry and warehousing
BSA1402	Former New Fosseway School, Hengrove	Housing

**Retained Allocations – Bristol Central Area Plan (2015):**

Reference	Site address	Suggested uses
SA101	Wapping Wharf, Wapping Road	Housing / Offices
SA102	Waterfront Site, Millennium Square	Offices / Culture & Tourism / Housing
SA202	Land to the west of Lodge Street	Housing, specialist student accommodation
SA301	55-59 St Michael's Hill	Housing, specialist student accommodation, educational use
SA403	Old Seaman's Chapel, Royal Oak Avenue	Office / Workspace / Leisure / Housing
SA404	Gap site, 16 Narrow Quay	Office / Workspace / Leisure / Housing
SA501	Lakota Nightclub / Former Coroner's Court, Upper York Street / Backfields	Housing
SA506	97-101 Stokes Croft	Housing
SA507	27-33 Jamaica Street	Arts & Cultural / Housing / Office
SA509	Land at Wilder Street / Argyle Road	Housing / Office / Workspace
SA510	Land at Dove Lane / Ervine Terrace / Wilson Place / Cheapside	Housing / Office / Workspace / Community Facilities
SA511	F C Hammonds 13-17 Dove Lane St Pauls	Housing / Offices

SA512	109 - 119 Newfoundland Road	Offices / Workspace / Culture & Tourism
SA608	Land and buildings at Victoria Street / Temple Street	Offices / Housing
SA610	Railway cutting, Lower Guinea Street	Offices / Workspace / Leisure
SA612	The Bell and adjoining buildings, Prewett Street	Housing / Pub and housing

### Explanation

- 16.5** Full details of the proposed allocations are set out in the Development Allocations annex accompanying this plan.
- 16.6** For those sites with a proposed housing allocation, an estimated number of homes which could be developed on the site is usually provided. Once adopted, the precise number of homes to be developed will be determined through the planning application process.

### *Estimated capacities*

- 16.7** Capacities as set out in the annex are an estimate based on achieving an efficient use of land. They do not represent a maximum number of homes. If the capacity indicated is not possible due to site considerations, a lower number of homes than the one stated would be appropriate. Where an allocation is for mixed-use development, the mix of uses may also change the estimated capacity.



## Appendix A – List of strategic policies

In accordance with paragraph 20 of the national planning policy framework, 'strategic policies' cover matters related to:

- The overall strategy for the pattern, scale and design quality of places, and provision for:
  - housing (including affordable housing), employment, retail, leisure and other commercial development;
  - infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
  - community facilities (such as health, education and cultural infrastructure); and
  - conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

*The policies listed below are the strategic policies of the local plan:*

- DS1: Bristol City Centre
- DS1A: Bristol City Centre – Broadmead, Castle Park and the Old City
- DS2: Bristol Temple Quarter
- DS3: St. Philip's Marsh
- DS4: Western Harbour
- DS5: Frome Gateway
- DS6: Lawrence Hill
- DS7: Central Fishponds
- DS8: Central Bedminster
- DS9: Brislington
- DS10: The Green Belt
- DS11: Development allocations – south west Bristol
- DS12: New neighbourhood – Bath Road, Brislington
- DS13: Lockleaze
- DS14: Central Southmead
- IDC1: Development contributions and CIL
- UL1: Effective and efficient use of land
- UL2: Residential densities
- H1: Delivery of new homes – Bristol's housing requirement
- AH1: Affordable housing provision
- H2: Preventing the loss of residential accommodation
- H4: Housing type and mix
- H5: Self-build and community-led housing

- H7: Managing the development of purpose-built student accommodation
- H8: Older peoples' and other specialist needs housing
- BTR1: Build to Rent housing
- H10: Planning for traveller sites
- E2: Economic development land strategy
- E3: Location of office development
- E4: Avonmouth Industrial Area and Bristol Port
- E5: Industry and Distribution Areas
- E6A: New workspace within mixed-use development
- SSE1: Supporting Bristol's centres – network and hierarchy
- SSE2: Development in Bristol's centres
- SSE3: Supporting Bristol's evening and night-time economy
- SSE4: Town centre first approach to development
- BG1: Green infrastructure and biodiversity in new development
- BG2: Nature conservation
- GI A: Open space for recreation
- GI1: Local Green Space
- GI4: Stapleton Allotments and Holdings – Food Growing Local Green Space
- T1: Development and transport principles
- T2: Transport infrastructure improvements
- T2A: Protected transport and movement routes
- NZC1: Climate change, sustainable design and construction
- NZC2: Towards zero carbon development: Operational carbon
- NZC3: Towards zero carbon development: Embodied and whole-life carbon
- NZC4: Adaptation to a changing climate
- NZC5: Renewable energy and energy efficiency
- FR1: Flood risk and water management
- FR2: Bristol Avon Flood Strategy
- DPM1: Delivering well-designed, inclusive places
- CHE1: Conservation and the historic environment
- HW1: Pollution control and water quality – agent of change
- HW2: Air quality
- HW2B: Health and development
- UM1: Telecommunications
- UM3: Minerals Safeguarding Areas
- DA1: Proposed development allocations



## Appendix B – Design guidance

National planning policy and guidance expects local planning authorities to produce local design guides or codes that set out their detailed design guidance.

Bristol City Council will prepare local design guidance to accompany the design and conservation policies proposed for the new local plan. The guidance will be centred on the ten characteristics of well-designed places found in the National Design Guide and National Model Design Code.

The guidance will be accompanied by existing design guidance (including revisions to or replacements of this guidance) including:

- Urban Living: Making successful places at higher densities
- A Guide for Designing House Alterations and Extensions
- Design guidance in spatial frameworks, master plans, development briefs and area based supplementary planning documents
- Conservation area appraisals
- Shopfront guidelines
- Transport development management guidelines

This appendix provides an overview of some of the issues to be covered in local design guidance and how it will relate to many of the ten characteristics of well-designed places. The future guidance will expand on these issues linked to the ten characteristics.

The issues and themes referred to in this appendix are also used with the policies in this local plan (see Policy DPM1 'Delivering well-designed, inclusive places').

The ten characteristics in the National Design Guide are:

- Context
- Identity
- Built form
- Movement
- Public spaces.
- Nature
- Uses
- Homes and buildings
- Resources
- Lifespan

Design guidance to accompany the local plan will address the issues and themes below:

### *Context and identity*

In terms of context and identity local design guidance will address:

- The response to existing landforms, green infrastructure assets and historic assets and features
- How development respects, builds upon or restores surrounding local pattern and grain of development, including the historical development of the area

- Local patterns of movement and the scale, character and functions of streets and public spaces
- The approach to retaining, enhancing and creating important views into, out of and through development sites
- Appropriate use of landmarks and focal features and preservation or enhancement of the setting of existing landmarks and focal features
- Response to height, scale, massing, shape, form and proportion of existing buildings, building lines and set-backs from the street, skylines and roofscapes
- Locally characteristic architectural styles, rhythms, patterns, features and themes, taking account of their scale and proportion
- The approach to infill development and backland development
- Retrofit and reuse of existing buildings

### *Built form, movement and public spaces*

Built form, movement and public realm aspects of local design guidance will address matters such as:

- The layout, form, pattern and arrangements of streets, open spaces, development blocks, buildings and landscapes
- How to achieve a coherent, interconnected and integrated built form
- How to secure a simple well-defined and interconnected network of streets and spaces that allows for convenient access to a choice of movement modes and routes, as appropriate to the size of the development and grain of the surroundings, without compromising the security of the development
- Provision and retention of direct, clear, safe and attractive links to existing routes, local and wider services, amenities and facilities including public transport
- Layout, scale and enclosure of streets and spaces that is appropriate to their function, character, capacity, hierarchy and local climatic conditions
- Incorporation of existing and new green infrastructure to reinforce the character of streets
- Provision of street linkages where the existing permeability of the area is poor, desire lines exist or where historic routes can be reinstated can help improve the pattern of movement and contribute to a well-designed place

In terms of the configuration of blocks and plots local design guidance will address:

- Achieving continuity of development edge that encloses and clearly defines the public realm whilst physically securing the private realm
- Creating distinct public fronts and private backs with clear and obvious ownership and responsibility for external spaces provided
- Enabling active frontages to the public realm and natural surveillance over all publicly accessible spaces
- Establishing coherent and consistent building lines and setbacks that relate to the street alignment

- Flexibility of development to accommodate alternative but appropriate building types, plot types and uses which could adapt or change independently over time, taking into account the possibility for future extension
- Height, scale and massing of development with regard to its immediate surroundings
- Public spaces aspects of local design guidance will address:
  - High quality landscape design
  - Safe and usable outdoor spaces planned as an integral part of the development
  - Servicing and long-term management of public or shared private spaces and facilities, including communal and landscaped areas
  - Secure, supportive, safe public or shared private spaces that helps to foster a sense of community and minimises opportunities for crime
  - How to provide for an appropriate range of activity within the public realm, including spill-out spaces for trade, events, relaxation and recreation
  - Integration and prioritisation of appropriate levels of movement infrastructure for different modes, including provision for convenient pedestrian and cycle movement
  - Provision of an appropriate relationship with the building edge and a suitable transition between clearly defined public and private spaces
  - Design to reduce crime and fear of crime and to ensure public safety and security
  - Creation of well-surveilled public realm that is well managed and cared for
  - Easy, inclusive access into and through the public realm and to buildings that provides adequately for the mobility needs of all users having regard to age, gender and disability
- Car parking and provision for servicing appropriate to the context and sensitively integrated so as not to dominate the public realm
- Integration of sustainable drainage systems, natural and historic features and any planting into the design of the public realm
- Incorporation of appropriate street furniture, lighting and surface materials of high quality, environmental performance and durability that enhance the quality, character and appearance of the public realm through their siting and design
- Retention of traditional surface materials, boundary treatments and street furniture or reclamation and reuse
- Shared spaces and Home Zones

## *Nature*

Alongside planning policies for green infrastructure and biodiversity local design guidance will address:

- Incorporation of valuable existing natural and manmade landscape features
- Structural tree planting

When considering green infrastructure, landscape design and planting, local design guidance will address:

- How to take account of the function, circulation and servicing of places and site constraints including underground services
- Uses of trees and other plants appropriate to the character of the site and its context, including native trees
- Space for safeguarding valuable existing vegetation and the healthy establishment of trees and other planting
- Integration of sustainable drainage systems
- Incorporation of hard detailing and materials and planting appropriate to context and fit for purpose, for all elements, including surfacing, change of level, boundary treatments and site furniture
- Capacity for local food growing

## *Homes and buildings*

When addressing the design of homes and buildings local design guidance will consider the living conditions of future occupiers and the broader context including:

- Sunlight and daylight to the proposed and existing homes and buildings
- Outlook of proposed and existing homes and buildings
- Privacy of future occupiers and existing development
- Organisation of form, internal layout and circulation
- Active frontages and defined entrances
- Response to the solar orientation of the building to support energy efficient design
- Natural surveillance of external spaces
- Future adaptation or extension to accommodate alternative uses or to respond to the changing future needs or circumstances of occupiers by means of their internal arrangement, internal height, detailed design and construction
- Inclusive access and circulation
- Incorporation of opportunities and use of green infrastructure - green roofs, green walls and green decks
- Visually organised and well-proportioned exteriors and elevations providing visual interest from a range of viewing distances and are
- High quality detail
- High quality, durable and sustainable materials of an appropriate texture, colour, pattern and appearance that contribute positively to the character of the area

## *Uses, resources and lifespan*

Local plan policies set out the approach to uses, resources and lifespan. Design guidance may give further detail on these matters.

## Appendix C – Bristol heat networks

Bristol City Council, through the City Leap Energy Partnership has set ambitious growth targets to deliver extensive city-wide, low carbon heat networks. Bristol Heat Networks Ltd will be responsible for developing district heating across the city. They have committed to adding at least 10GWh of demand to the heat network each year for the next two decades, as an average from the start of the concession. This target serves as an incentive for new heat network connections to be established to decarbonise buildings identified in feasibility work undertaken to date by the council. This feasibility work identifies over 100 potential connections over the initial business plan time period to March 2028 with a total demand of over 120 GWh. Within the defined heat networks areas, the council will support classified heat network operators in connecting new developments and existing buildings that request or are required to connect to the network.

This approach builds on work already carried out by Bristol City Council, centred on the eight heat network areas identified in current feasibility work. Several of these areas already have operational networks or those which are under construction. Where possible, connections between these network areas are planned to create an interconnected, city wide Bristol Heat Network that will have greater redundancy and overall resilience.

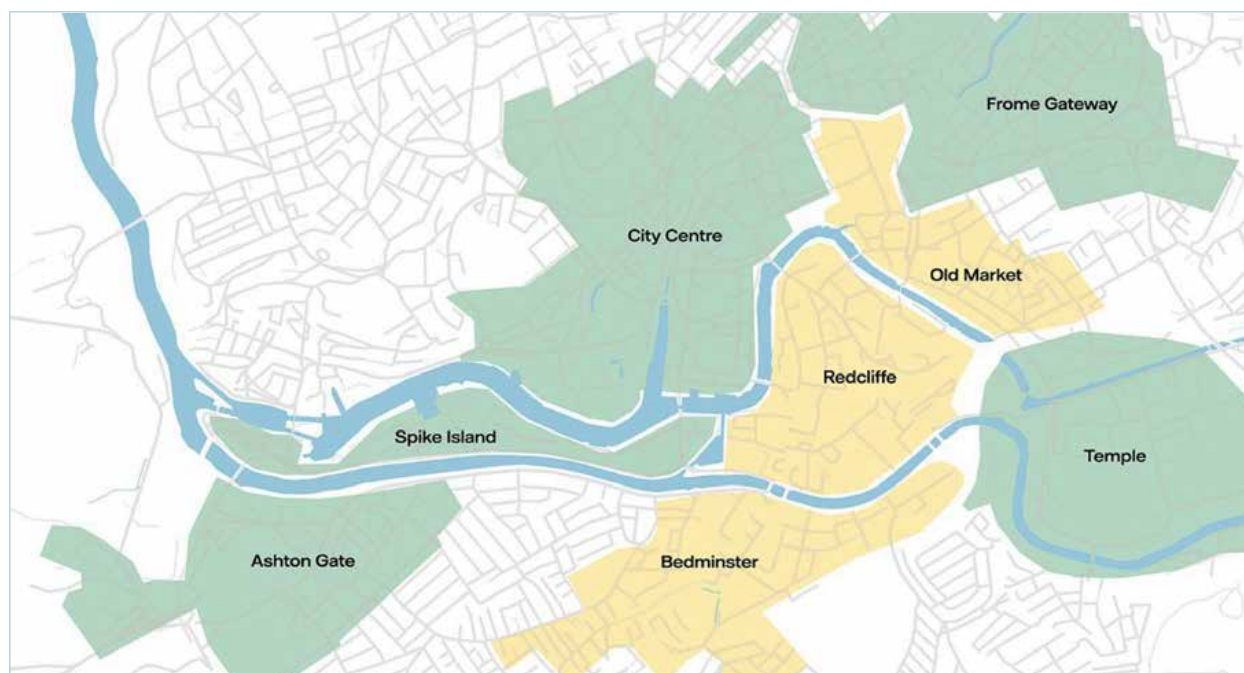


Figure C1 Current and planned Bristol heat network areas



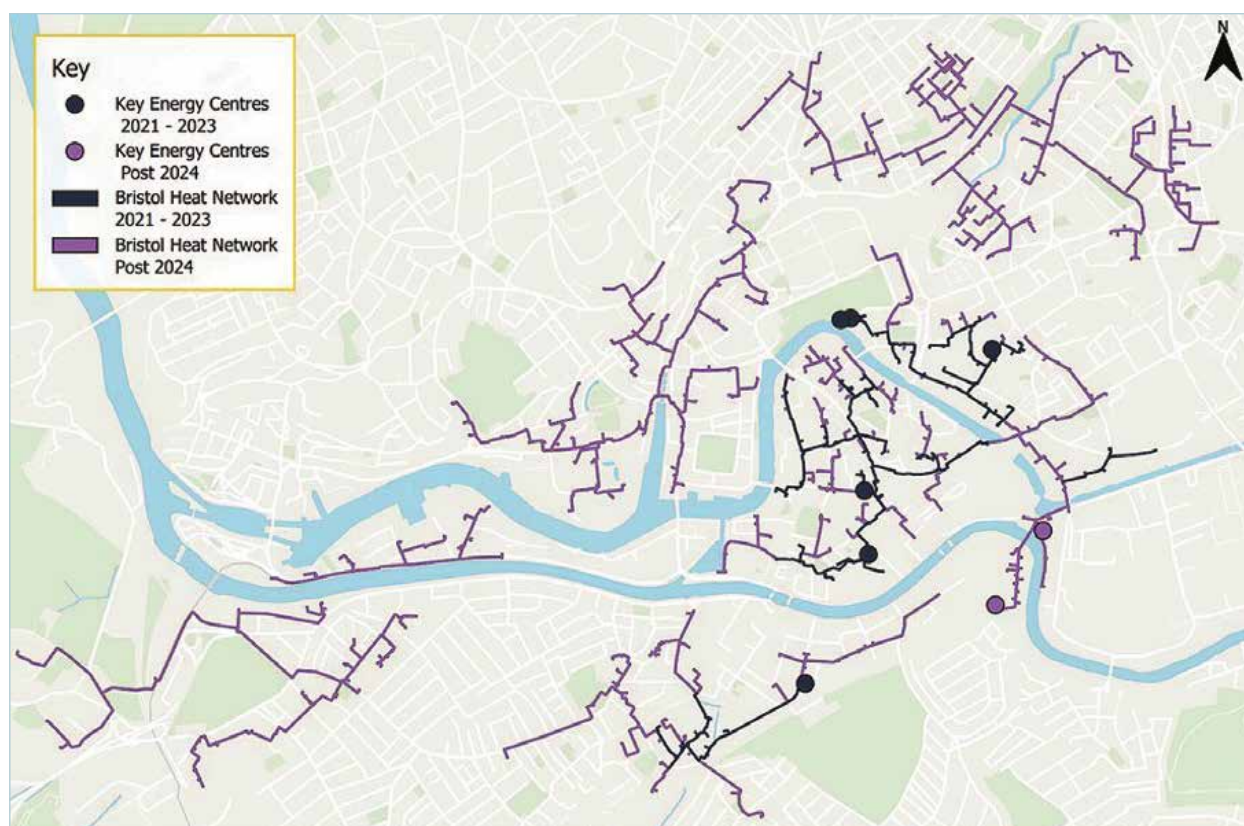


Figure C2: Indicative central Bristol heat network plans

As well as expanding the city's heat networks, Bristol Heat Networks is committed to ensuring all new generating capacity is low carbon or renewable. They have committed to installing no new gas-fired assets and to phasing any existing ones by 2030 at the latest. The preferred strategy is to utilise low carbon heat from energy from waste (EfW) plants that would otherwise be vented into the atmosphere. To achieve this, a new Strategic Heat Main (SHM) is planned that will run from Avonmouth into Bristol city centre, connecting local energy centres along the way that use heat pumps and e-boilers.

The proposed SHM is a large district heating pipe, over 20km long, with an indicative route shown in Figure C3. As well as connecting the EfW plants to the city centre heat networks, it would also connect additional sources of demand along the route in South Gloucestershire and north Bristol and enable further low carbon heat sources to be connected from outside the city centre in the future. The feasibility of the SHM has been investigated previously by South Gloucestershire Council and Bristol City Council. Bristol City Council and its strategic partners will build on this work and develop the concept further during the initial business plan period. If proven viable, further detail on the SHM will be included in future City Leap business plans. If the SHM is not viable, an alternative approach utilising zero carbon heat generation such as heat pumps will be adopted.



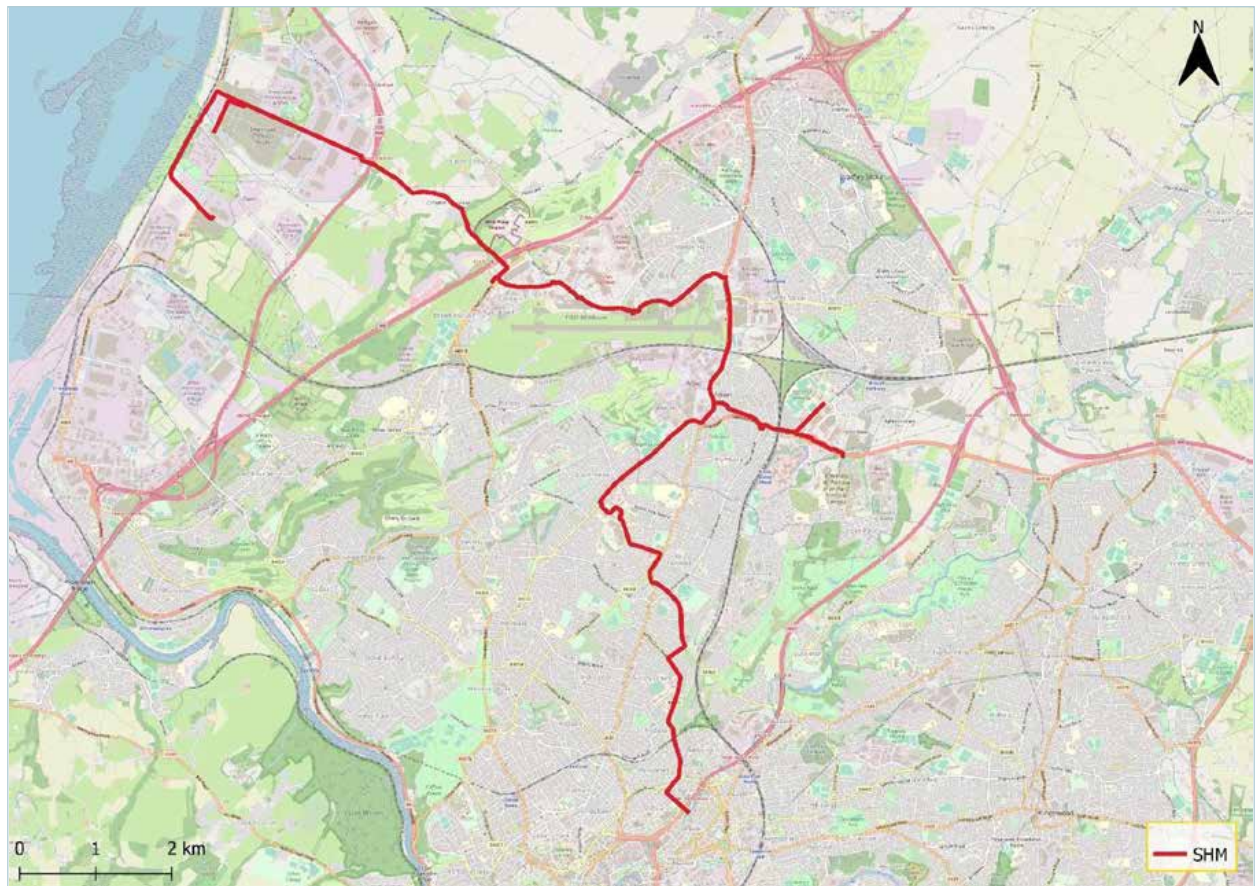


Figure C3 Indicative Strategic Heat Main route





