

Bristol Local Plan Review

Draft Policies and Development Allocations



Further consultation - November 2022



Bristol Local Plan Review: Draft Policies and Development Allocations

Further Consultation - November 2022

How can I comment?

For further details of the consultation please visit:

www.bristol.gov.uk/localplanreview

We would welcome your comments on any of the draft policies and proposals set out in this consultation.

E-mail your comments to Bristol City Council by Friday 20 January 2023:

blp@bristol.gov.uk

You can also respond online at www.ask.bristol.gov.uk/bristol-local-plan-2022.

You can provide comments and upload supporting documents if you wish.

If you prefer to write to us by post, our address is:

Strategic City Planning Team (CH)

Bristol City Council

PO Box 3399

Bristol BS1 9NE

If you would like to contact us about the local plan review, please contact us at

blp@bristol.gov.uk.

If you would like to be added to our Bristol Local Plan contact list, please let us know, providing relevant contact details including an e-mail address.

If you would like this information in a different format please contact the Strategic City Planning Team at blp@bristol.gov.uk



Foreword – Mayor Marvin Rees and Cllr Nicola Beech

We are pleased to share this key document which will help us to build a Bristol where everyone can share in its success, as a climate resilient, zero carbon city.

The new local plan will deliver the inclusive, sustainable growth we need by enabling new homes and new workplaces to be built. The document takes on the complex challenge of doing this in the face of the climate and ecological emergencies.

The need for affordable homes and delivering them in sustainable ways in the right places is a core priority for the next 20 years. We need to deliver more homes and regenerate our neighbourhoods to tackle Bristol’s housing crisis and make homes more affordable.

The types of homes we build, and where we build them, will be the biggest determinants of the carbon price the planet pays for our population growth – so it is essential we prioritise brownfield sites and build densely wherever appropriate to reduce pressure on Green Belt sites.

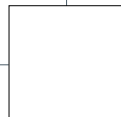
An ambitious housing target is proposed for Bristol based on the city’s capacity to deliver new homes in a sustainable way. This will combine with policies to support the vitality and diversification of our local shopping centres. Over the next 20 years Bristol will continue to promote a thriving hospitality economy which supports shopping, city and local centres and the evening economy.

The local plan takes our commitments to our environment a step further. It contains ideas that will result in a plan with a stronger focus on net zero and ecology than ever before. Since the last local plan was agreed in 2014, we now include new policies on biodiversity and proposes changes of approach at sites such as the Western Slopes, Brislington Meadows and Yew Tree Farm that aim to give priority to nature conservation and food growing. Ecology and sustainability are key to a climate resilient city. Policies are included on biodiversity and nature recovery to encourage biodiversity gain within developments as well as policies to promote food sustainability and support food growing provision. As part of our commitment become a net zero carbon city, we include a suite of policies to address how buildings use energy and can help to deliver a net zero future.

Reviewing an entire city’s local plan is a long, detailed process. We have been working on the new plan for nearly five years, its progress held back by the challenges of planning across the whole region. We would like to thank all those that have contributed their views and ideas as part of the process and thank neighbouring authorities who have worked with us. We’ll continue working together with all partners and communities across the city to deliver on the principles in this document to build Bristol as a city where nobody is left behind.

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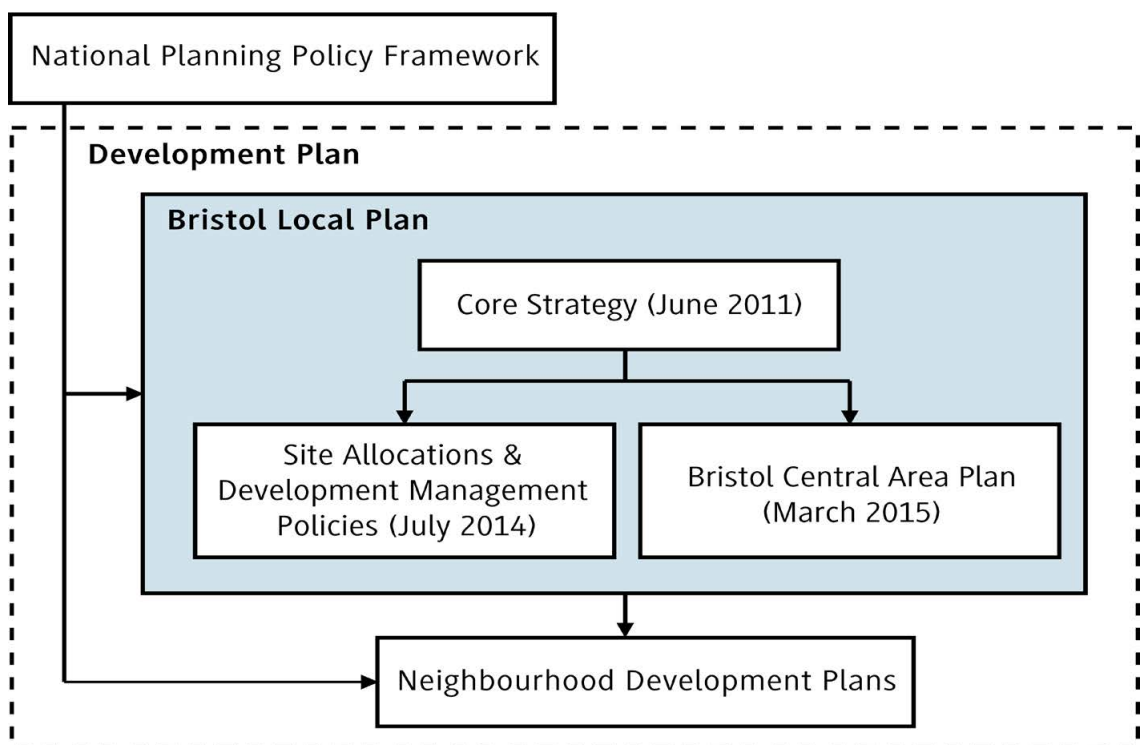
1. Introduction to this consultation

- 1.1 This is the third phase of consultation on the review of the Bristol Local Plan.
- 1.2 In 2018 we asked for your views on the issues to be addressed in the local plan review. The feedback helped us to shape the second consultation in March 2019 – Draft Policies and Development Allocations. That draft included a vision and aims for the local plan and set out a development strategy for the city including proposals for areas of growth and regeneration which would be at the heart of a brownfield-led approach to meeting development needs in Bristol. Along with 70 draft development site allocations there were over 50 draft policies covering regeneration, housing, urban living, the economy, green infrastructure, development and transport, climate change, design, and well-being. It was also proposed to retain and carry forward some policies from the current local plan.
- 1.3 The intention was that your comments on the 2019 consultation would shape the formal ‘publication’ stage of the local plan as the next step in the local plan process. Changes in the approach to planning at regional level, national policy changes and the need to give even greater priority to the climate and ecological emergencies mean that we now need to seek your views on additional policies and some changes to the proposals from 2019.
- 1.4 The next chapter explains the local plan review process and how this further consultation fits into the steps towards a finished local plan.

2. About the local plan review

What is the local plan?

- 2.1 The Bristol Local Plan explores how Bristol will develop and is the framework for deciding planning applications in the city.
- 2.2 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. The figure below shows how these currently work together.



Why is it being reviewed?

- 2.3 An updated planning policy framework is needed to guide development up to 2040.
- 2.4 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 a process of cooperation with our neighbouring councils.

Will the whole plan be changing?

2.5 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 is now necessary to rewrite the whole of the local plan.

2.6 When complete, the rewritten Bristol Local Plan will comprise a single document.

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

This consultation

2.7 This consultation sets out drafts of the new policies that are proposed to be included in the new local plan. It also includes changes from the 2019 consultation. We would like to hear your views on the new and revised policies and proposals.

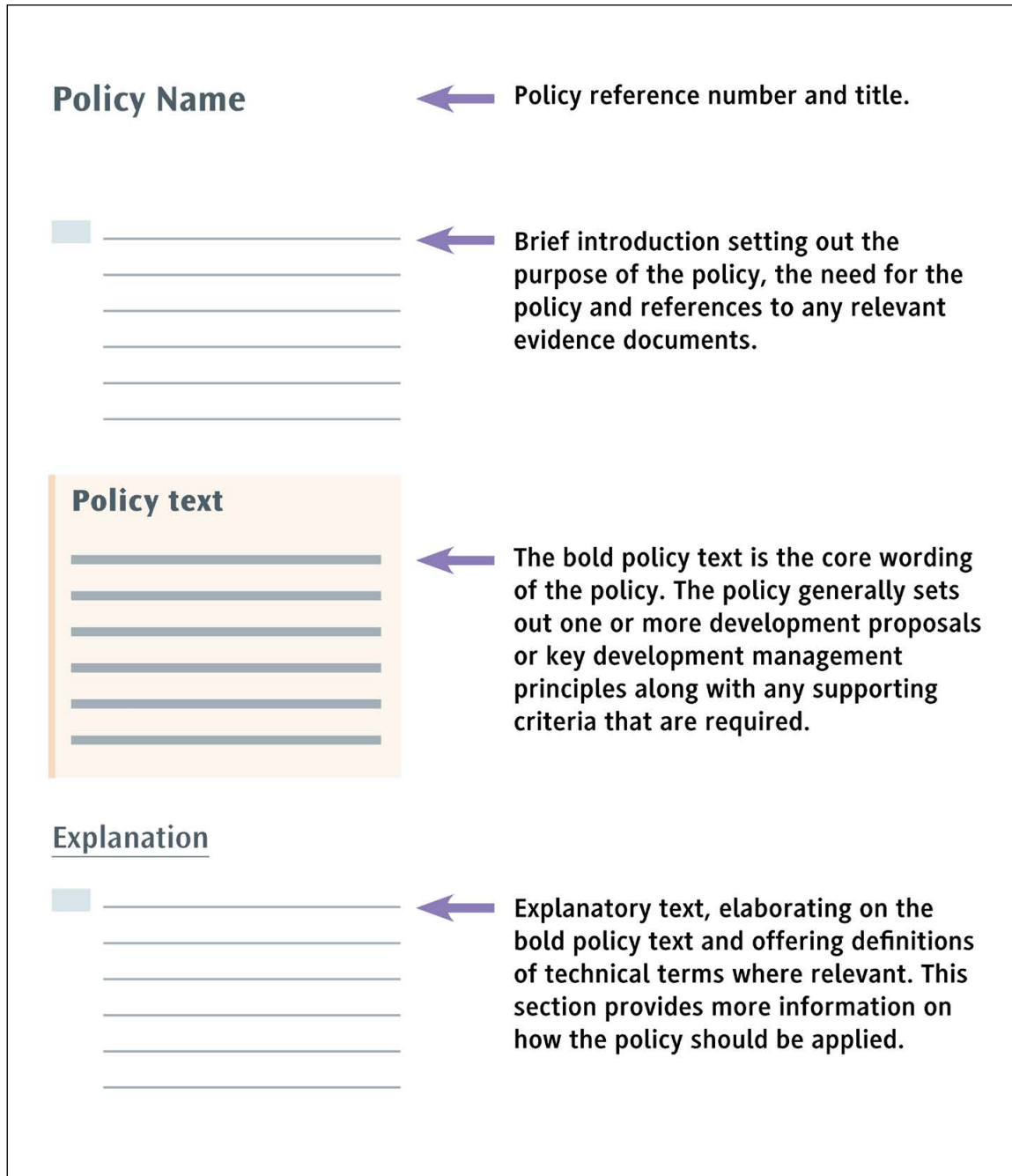
2.8 The topics covered are:

- **Vision: building a better Bristol** – a vision and aims were included in the 2019 consultation. These have been updated.
- **Housing need and requirement** – this proposes an annual housing target for Bristol based on the city's capacity to deliver new homes.
- **Affordable housing** – a draft policy to set out the ideas for how new affordable homes will be delivered as part of housing developments.
- **Net zero and climate** – a new suite of draft policies to address how buildings use energy and can help to deliver a net zero future.
- **Biodiversity and nature recovery** – a suite of draft policies to enable biodiversity gain in development.
- **Food sustainability** – draft policies to support food growing provision.
- **Shopping, centres and the evening economy** – a revised network of centres and draft policies to support the diversity of centres and a thriving hospitality economy.
- **Design** – sets out the approach to design policy and how design guides and codes will be used. A new draft policy framework for advertisement consent applications.
- **Development locations and allocations** – an update on development site allocations including places no longer proposed for development and changes to Green Belt to accommodate new development.

2.9 The final section of this consultation discusses how the draft policies consulted on in 2019 will be taken forward to the next stage of the local plan.

How the draft policies are structured

2.10 The draft policies in this consultation are set out as follows:



How can I comment?

2.11 For further details of the consultation please visit:

www.bristol.gov.uk/localplanreview

2.12 We would welcome your comments on any of the draft policies and proposals set out in this consultation.

E-mail your comments to Bristol City Council by Friday 20 January 2023:

blp@bristol.gov.uk

You can also respond online at www.ask.bristol.gov.uk/bristol-local-plan-2022.

You can provide comments and upload supporting documents if you wish.

If you prefer to write to us by post, our address is:

Strategic City Planning Team (CH)

Bristol City Council

PO Box 3399

Bristol BS1 9NE

2.13 If you would like to be added to our Bristol Local Plan contact list, please let us know, providing relevant contact details including an e-mail address.

What will happen to my comments?

2.14 Responses will help to shape the formal publication version of the draft policies and development allocations following this consultation. The responses and a summary of the issues that they raise will be published on the local plan review website.

I commented in 2019 - what has happened to those comments?

2.15 The comments on the 2019 consultation have been summarised and can be seen on the website. The comments will help the drafting of the formal publication version of the local plan which will be its next stage. When that is published it will be accompanied by a statement which explains how the comments have been taken into account.

2.16 Some of the comments received in 2019 have fed directly into this current consultation. For example, the suggestions we received for clearer controls for advertisements have resulted in the draft policy for advertisements below.

Next Stages

2.17 The local plan goes through a number of stages of preparation. After the results of this consultation have been taken into account, the council will agree a publication version which will be made available for formal representations. The plan is then 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.

Publication	Summer 2023
Submit for examination	Late 2023
Examination process	Early 2024
New local plan adopted	Autumn 2024

Assessments to support the local plan review

The local plan review will be 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 – a draft scoping report has been prepared and appraisal reports will be produced at each future stage of plan preparation;
- Habitats assessment will be undertaken if the policies in the local plan review are likely to have significant effects;
- Equality impact assessment – a systematic approach to consider the implications for all members of the community; and
- Health impacts – an assessment with a targeted focus on the health implications of the local plan.

3. Vision: building a better Bristol

- 3.1 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.
- 3.2 The local plan review 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 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.
- 3.3 In our March 2019 consultation we set out a vision for the city. Based on the comments we received in response, the vision has been updated.

Vision

- 3.4 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 met 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.

By 2025 the new local plan will be in place 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.
By 2030...	... a further 20,000 new and affordable homes will have been built since 2020 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.
By 2040...	... at least 34,700 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.
Looking ahead to 2050...	... 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.

Objectives

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

Aims

- 3.7 As it updates the statutory development plan for the city, the review of the 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;
- 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.

4. Housing need and requirement

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

The need for new homes

- 4.3 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.
- 4.4 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 3,376 per year.
- 4.5 For reasons detailed in Appendix 1, 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 is being undertaken using a method which is better able to objectively assess housing needs in Bristol than the formulaic standard method. This work is referenced in Appendix 1 and will provide a more accurate appraisal of the need for new homes in Bristol over the coming years.

Bristol's capacity to deliver homes

- 4.6 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 consultation in March 2019 set 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.
- 4.7 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. Green field sites are rare in Bristol and most are required to be retained either as Green Belt land, or for recreation or 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. This is explored in more detail in Appendix 1.

Addressing remaining needs

4.8 Although most 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 is working 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. A statement will be issued which sets out any agreement on these matters.

Plan period and review

4.9 The plan as a whole looks forward to 2040. It will be reviewed after 5 years with a particular focus on housing needs and delivery. For the purpose of the housing requirement in Draft Policy H1, the precise plan period is from 1st April 2022 to 31st March 2040.

Draft Policy H1: Delivery of new homes – Bristol's housing requirement

- 4.10 The development strategy has a focus on ensuring the delivery of new homes. This draft 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;
 - Ensuring that the best use is made of existing development allocations by encouraging more homes; and
 - 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.

4.11 This revised draft 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 by 2040. The aspiration is that this figure will be exceeded where this is supported by service and infrastructure capacity.

The delivery of the annual average minimum will be phased as follows:

- 2023 – 2027: approximately 2,000 homes per year
- 2028 – 2040: approximately 1,900 homes per year

Explanation

- 4.12 The approach to the housing requirement is explained in more detail in Appendix 1.
- 4.13 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.
- 4.14 The proposed phasing reflects a strong supply of planning permissions at present which are expected to enable the delivery of 2,000 homes a year in the first five years.
- 4.15 Reference to years in the policy refers to the year ending 1 April i.e. 2040 means the year from 1 April 2039 to 31 March 2040.

5. Affordable housing

- 5.1 Bristol City Council is committed to building a better Bristol where all citizens are able to access a wider choice of high quality homes.

Draft Policy AH1: Affordable housing provision

- 5.2 There is expected to be a significant need for affordable homes throughout the plan period. This means homes to rent or buy that are put in reach of people not able to access market housing. The council is currently working with partners, local communities and developers to deliver 1,000 new affordable homes each year by 2024. Affordable homes will be delivered directly by the council, by registered and other affordable housing providers and by private developers including build to rent operators.
- 5.3 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. This draft policy aims to ensure that all eligible residential development contributes to the provision of affordable housing to help meet identified needs. This will be achieved by setting percentage levels for the quantity and type of affordable housing sought and ensuring provision complies with relevant national and local requirements.
- 5.4 To understand the capacity of private development to deliver affordable housing the council has commissioned a viability assessment. The assessment uses a range of benchmark land values and development types to assess the viability of development across the city and within areas of growth and regeneration. Account will be taken of different market conditions and residential values and likely costs associated with development including policy related costs. The assessment will consider geographical variance in viability across the city which will inform the policy approach.

Policy text

Affordable housing will be required in all residential developments of 10 dwellings or more, secured through developer contributions and delivered in accordance with the provisions set out below.

Proportion of affordable housing to be sought

Percentage levels of affordable housing to be sought from general housing and build to rent development will be set out in the policy (subject to further consultation early next year - see Explanation section below).

Planning applications which reflect the stated percentages are assumed to be viable. 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.

Affordable housing tenure proportion

In general housing development affordable units secured are expected to be provided as 75% social rent and 25% affordable home ownership which can include First Homes.

In build to rent development all affordable units secured on site are expected to be provided as affordable private rent except where a stand-alone affordable housing block is secured which should be provided as 75% social rent and 25% shared ownership.

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;
- All affordable housing secured through developer contributions is delivered without public subsidy;
- The affordable housing provided is disposed of to one of the council's HomesWest registered provider partners or to any other affordable housing partner as agreed with the council (with the exception of First Homes);
- The affordable housing is made available to eligible and qualifying households at a locally affordable price;
- Affordable housing for rent, shared ownership and First Homes continue 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 will provide guidance on the implementation of this policy.

Explanation***Proportion of affordable housing to be sought***

- 5.5 The council will seek affordable housing from general housing and build to rent developments in accordance with stated percentage levels. These will be informed by the viability assessment discussed above. A further consultation will be held which focuses on the percentage levels to be set out in this policy.
- 5.6 Planning applications that comply with the stated percentages 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.

- 5.7 Build to rent developments are developments that meet the national policy definition of build to rent which can include co-living or shared living accommodation.

Affordable housing tenure proportion

- 5.8 For general housing development the council's preferred tenure mix 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.
- 5.9 For build to rent development all affordable units secured on site should normally be provided as affordable private rent. Where a stand-alone affordable housing block is secured the affordable units should be provided as 75% social rent and 25% shared ownership.
- 5.10 The type/size profile of the affordable housing will be guided by the Local Housing Needs Assessment and other local housing requirements.

General provisions

- 5.11 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.
- 5.12 All affordable housing is expected to be delivered without public subsidy. 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.
- 5.13 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, including service charges, at first and subsequent lets.
- 5.14 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.
- 5.15 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.
- 5.16 The council's Affordable Housing Practice Note will be updated to provide guidance on how affordable homes are delivered in Bristol under this policy.

6. Net zero and climate

- 6.1 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.
- 6.2 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.
- 6.3 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.
- 6.4 The draft policies in this chapter are designed to ensure that future development contributes towards this goal of a net zero and climate resilient city.

Draft Policy NZC1: Climate change, sustainable design and construction

- 6.5 This draft 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.
- 6.6 This draft 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 Draft Policy NZC2: 'Net zero carbon development - operational carbon').

- Minimising embodied carbon and making efficient use of natural resources (see Draft Policy NZC3: 'Embodied carbon, materials and waste').
- Ensuring all development is adapted to changes in the local climate over the lifetime of the scheme (see Draft 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 expected.

For residential or mixed-use development consisting of more than 100 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

- 6.7 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 draft 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

- 6.8 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.

6.9 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
- Leadership in Energy and Environmental Design
- AECB Carbonlite Programme
- NABERS UK

6.10 For the purposes of this policy, major development is defined as development of 10 or more dwellings or development exceeding 1,000m² of other floorspace.

Water efficiency

6.11 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.

6.12 As such, Bristol City Council seeks to support this effort by applying a higher standard of water efficiency than national building regulations.

Draft Policy NZC2: Net zero carbon development – operational carbon

6.13 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.'

6.14 To reflect the latest best practice, this draft policy uses energy use intensity rather than CO₂ emissions as the metric for assessing compliance, working towards the same overall goal (i.e. zero CO₂ 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 floor area of the building.

6.15 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 carbon offsetting ('allowable solutions'), along with the selection of sustainable heating and cooling systems, can help to deliver net zero carbon and net zero energy development in Bristol.

Reflecting the latest evidence, this draft policy sets out a draft approach for residential development based on energy use intensities (EUI).

Bristol City Council continues to explore the evidence available locally and nationally to support a similar EUI-based policy for non-residential development. At present, an interim policy approach is suggested for major non-residential development using the BREEAM standard, which would still require high standards of energy efficiency alongside the wider policy requirements for renewables and energy offsetting.

Further research being carried out by the UK Green Building Council is expected to provide more comprehensive evidence to support EUI targets in due course. Subject to the outcome of that work, it is proposed to update Draft Policy NZC2 with an EUI-based approach to non-residential development at the next stage of the local plan review.

Policy text

Energy use in new development

Development will be expected to:

- Calculate and report predicted energy use intensity using an operational energy model;
- Minimise the demand for heating, cooling, hot water, auxiliary energy, lighting and unregulated energy consumption through energy efficiency measures; then
- Meet its remaining heat/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 kWh/m²/year space heating demand;
- Achieve the following standards:
 - In the case of new homes and other forms of accommodation, a maximum energy use intensity of 35 kWh/m²/year;
 - In the case of major non-residential development, the operational energy/carbon requirements of BREEAM 'Excellent' consistent with Draft 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 operational energy 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 provide on-site renewable energy of 105 kWh/m²fp/year – where m²fp 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 offsetting measures such as:

- A financial contribution towards council approved renewable energy, low-carbon energy and energy efficiency schemes elsewhere in the Bristol area; or
- Agreeing acceptable directly linked or near-site provision.

The financial contribution required will be equivalent to the cost of providing additional renewable energy generation elsewhere in the city, at a rate of £90 per MWh that would be required over a period of 30 years (index linked).

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/cooling systems have been selected in accordance with the heating/cooling hierarchy and that on-site renewable energy will be installed where feasible.

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 balancing of energy supply and demand over the course of the day and the year, taking account of the latest best practice and guidance. Measures may include, among others:

- Minimising energy demand at peak times;
- Allocating space for internal and/or external battery energy storage; and
- Provision for vehicle-to-grid charging.

Heating and Cooling Systems

Development will be expected to demonstrate through its Energy Strategy that the most sustainable heating and cooling systems have been selected.

Development will be expected to demonstrate that heating 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; and then
- Elsewhere, employing individual renewable heat or communal renewable heat which is fossil fuel free.

Development should seek to eliminate the need for cooling systems throughout the lifecycle of the development and, where cooling systems are required, minimise their capacity and energy consumption in accordance with the following steps:

- 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

- 6.16 Proposals for development should be accompanied by an Energy Strategy as part of the Sustainability Statement submitted with the planning application.
- 6.17 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 m² 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. Any change to this will be detailed in further guidance issued by the council.
- 6.18 The Energy Strategy should model and demonstrate how the maximum space heating demand target of 15 kWh/m²/year has been achieved.

6.19 The Energy Strategy should demonstrate how:

- The demand for heating, cooling, hot water, auxiliary energy, lighting and unregulated energy consumption will be minimised through energy efficiency measures; then
- The remaining heat/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.

6.20 The Energy Strategy should set out the choice of renewable heating and cooling systems and how these have been selected.

6.21 The Energy Strategy should also report the building's performance against the latest version of the Building Regulations Part L.

PassivHaus

6.22 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.

6.23 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

6.24 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, biomass and wind (large and small scale).

6.25 Where hydrogen constitutes all or part of the energy mix for a development's heating or cooling systems, all CO₂ 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.

6.26 The policy approach to heating systems intentionally excludes non-renewable electrical space and water heating and individual gas boilers.

6.27 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 Draft Policy NZC3: Embodied carbon, materials and waste.

6.28 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 first and reasons why they were not sufficient provided.

Heat networks

- 6.29 Renewable, low carbon heating and cooling can also be distributed 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 key to providing a renewable or low-carbon source of heating and cooling to existing buildings and new development. Connection of new development to heat networks supports the expansion of the network and connection of a wider number of existing buildings. Bristol City Council operates heat networks in the city and is actively expanding these. 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.
- 6.30 Bristol City Council 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.
- 6.31 'Classified heat networks' include those being developed by Bristol City Council and third-party networks that meet certain requirements:
- Compliance with the appropriate technical standards (presently the CIBSE code of practice).
 - They are powered by renewable/low carbon sources or are on a clear timeline and technology pathway towards decarbonising the heat provided by the energy centre in line with the council's aspiration for the city to be run on entirely clean energy by 2050 and carbon neutral by 2030.
 - They offer heating and/or cooling services at a fair and affordable price to the consumer.
 - They provide annual reporting on their performance and carbon content.
 - Demonstrate how any residual emissions from low-carbon sources are offset by approved measures.
- 6.32 The creation of new heat networks should be considered in the case of proposals that would provide more than 100 homes or 10,000m² floorspace. In these cases, a feasibility study should be undertaken to establish whether a new heat network could be established.
- 6.33 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.
- 6.34 When calculating the energy use intensity of development connecting to a heat network, an energy conversion factor will be applied to the district heating requirement of the building to take account of the efficiency of the network and energy centre. 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

- 6.35 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.
- 6.36 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.
- 6.37 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.

Draft Policy NZC3: Embodied carbon, materials and waste

- 6.38 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.
- 6.39 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.
- 6.40 As well as considering embodied carbon, developers need to be conscious of other embodied environmental impacts, including in the selection of materials, the global warming potential of refrigerants used in heat pumps and other low-carbon heating/cooling technologies. Regard should also be given to the environmental impacts of demolishing buildings both as part of the construction phase and eventual end of life disposal.

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;
 - Can be reused, recycled and disposed of sustainably at end of life; and
- 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 to reduce life-cycle carbon emissions. New development will be expected to achieve the following targets as a minimum:

- Residential (4 storeys or fewer) - <625 kgCO₂e/m²
- Residential (5 storeys or greater) - <800 kgCO₂e/m²
- Major non-residential schemes - <970 kgCO₂e/m²

Where these targets for embodied carbon cannot feasibly be met, a full justification will be required as part of the embodied carbon assessment.

Any shortfall against the embodied carbon targets will be offset through a financial contribution towards council approved renewable energy, low-carbon energy and energy efficiency schemes elsewhere in the Bristol area. The value of a tonne of CO₂e 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 new development with fixed building services that include a refrigerant, the global warming potential of the refrigerants should be minimised, by designing systems to have the lowest possible refrigerant volume/charge and specifying appliances that use refrigerants with the lowest global warming potential available. Refrigerants and their associated impacts should be included within the embodied carbon assessment conducted by the developer.

Materials

The materials used in development should use and manage resources as efficiently as possible accounting for 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.

Demolitions, waste and recycling

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, 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 a 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**

6.41 For the purposes of this policy, major development is defined as development of 10 or more dwellings, or development exceeding 1,000m² of non-residential floorspace.

Embodied carbon assessments

6.42 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.

6.43 The scope should include the substructure, superstructure, finishes, fixed furniture, fixtures and equipment, buildings services and associated refrigerant leakage.

6.44 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; and
- C1-C4.

6.45 The assessments will be expected to address a minimum of 95% of the building cost. This means that it will have to address the carbon impact of the development's:

- Substructure.
- Superstructure; finishes; fixed furniture, fixtures and equipment; and building services.

- 6.46 The carbon assessment will not be expected to include external works outside the building footprint.
- 6.47 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.
- 6.48 Embodied carbon assessments should follow the approach in the RICS Professional Statement Whole life Carbon Assessment for the Built Environment.
- 6.49 Any change to this will be detailed in further guidance issued by the council.

Refrigerants

- 6.50 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 CO₂. For reference, R32 has a global warming potential 675 times that of CO₂ and R410A is a greenhouse gas 2,088 times more potent than CO₂.
- 6.51 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.
- 6.52 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 the lowest available 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.
 - 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.
- 6.53 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.

Materials

6.54 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.

Demolitions, waste and recycling

6.55 The site waste management plan should demonstrate how the development has sought to design out construction waste and, where relevant, make use of existing materials on site. The Statement should define the following targets related to waste and compare them to the best practice values shown below. At practical completion, performance against these targets should be reported.

- Construction waste generated (non-hazardous and excluding demolition and excavation waste) - 3.2 tonnes/100m² GIA.
- Re-use, recycling or recovery of non-hazardous construction and demolition waste – 95% by weight.
- Beneficial use of excavation waste – 95% by weight.

Draft Policy NZC4: Adaptation to a changing climate

6.56 This draft policy sets out the council's approach to ensuring development in the city is designed to cope with the effects of global heating, both now and in the future.

6.57 The impact of global heating is already becoming apparent across the UK. A warmer climate and more frequent and extreme weather events such as storms and heatwaves are realities which development will have to respond to effectively in order to ensure the continued liveability and future sustainability of our city.

6.58 A warmer climate increases the risk of overheating and heat-related illness and can exacerbate existing chronic conditions. Certain population groups, including older people and children, are at a higher risk based on their susceptibility.

6.59 Much of the risk associated with overheating can be mitigated effectively without the need for active cooling, provided it is considered and incorporated into development proposals from the earliest design stages. Development that considers and designs for a changing climate now is less likely to overheat or to require costly future retrofit measures to maintain comfortable internal temperatures, such as active cooling which would result in increased energy requirements and associated CO₂ emissions.

6.60 Changes in the local climate are also likely to affect flood risk and drainage; increase water stress; change the shrink-swell characteristics of clay soils – affecting foundations and pipe work; affect slope stability; affect the durability of building materials; and change how building weatherproofing needs to be detailed.

6.61 In addition, use of green and blue infrastructure to mitigate these changes can have many associated benefits with regard to preventing water shortages and mitigating flood risk, as well as providing cooler external spaces.

Policy text

Development proposals should identify development specific risks to inhabitants and the environment due to climate change using the latest evidence base available. Development will be expected to include site and building-level measures to be resilient to future climate change impacts and provide for the comfort, health and wellbeing of current and future occupiers and the surrounding environment over the lifetime of the development. These measures should be integral to the layout and design of new development and should take the vulnerability of the building's occupants into account.

Site-level adaptations

Development should be designed, through its layout, form and massing and the use of green/blue infrastructure, to minimise climate change risks through measures including:

- Minimising the overheating of buildings;
- Reducing the urban heat island effect;
- Providing comfortable external spaces and internal refuge sites in hot weather;
- Conserving water supplies; and
- Minimising the risk and impact of flooding.

Green and blue infrastructure provided should be multifunctional, for example providing climate adaptation and biodiversity benefits. Where appropriate to its context, this should include the use of living roofs with a sufficient substrate depth to maximise cooling benefits.

Building-level adaptations

Building designs and building integrated measures should minimise climate change risks through measures including:

- Mitigating the risk of overheating, ensuring that cooling needs are met sustainably and in accordance with Draft Policy NZC2: Net zero carbon development – operational carbon;
- Conserving water supplies; and
- Avoiding responses to climate impacts which lead to increases in energy use and carbon dioxide emissions.

Adaptation strategy

Development proposals should demonstrate through an adaptation strategy how these issues will be addressed. This should include technical modelling and assessment of the risks of overheating in current and future climate change scenarios.

In considering the likely impact of climate change over the lifetime of the development (particularly in relation to overheating), reference should be made to the most recent climate change projections available.

Explanation

Adaptation strategy

- 6.62 The adaptation strategy should form part of the overall Sustainability Statement submitted with the planning application. The strategy should identify climate change related hazards and risks affecting the development over its lifetime (100 years for residential development, 60 years for non-residential), and proposed adaptation measures to mitigate them. Both the site and building-level adaptation measures should be set out in the adaptation strategy and included on the application drawings.
- 6.63 In assessing climate risks 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.
- 6.64 There is a range of potential future climates that could occur and the strategy should take an adaptive pathways approach to managing this uncertainty.
- 6.65 The adaptation strategy should include a checklist of site features affecting vulnerability to overheating and include technical modelling for a range of different summer conditions (Design Summer Years) to 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.
- 6.66 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.
- 6.67 The assessment should be undertaken using current and future weather files 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.
- 6.68 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.
- 6.69 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.

Vulnerability

- 6.70 Certain groups are more vulnerable to the impacts of climate change including infants, elderly people, people with chronic health conditions and people with extra care needs. These groups are particularly vulnerable to 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.

Multifunctional green/blue infrastructure

- 6.71 Green/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/blue infrastructure for climate adaptation, the provision for a wide range of multifunctional benefits will be encouraged in accordance with draft local plan policies.

Suggested adaptation measures

- 6.72 Low summer rainfall and fluctuations due to greater climate instability could lead to water shortages, a decrease in water quality and impacts on the natural environment due to inflows into watercourses having less of a dilution effect on pollutants.
- 6.73 Methods for adapting to impacts on water resources include:
- Reduction in water demand, for example through low water-use planting and efficient fixtures and fittings;
 - Increased use of reclaimed and recycled water; and
 - Use of sustainable drainage systems to collect and store water.
- 6.74 Site level methods for adapting to or reducing the risk of overheating include:
- Outdoor heat refuge areas that are shaded, sited to take advantage of airflow and have seating;
 - Internal heat refuge rooms which are well insulated and ventilated, free from heat generating plant or other sources of heat gain, shaded and sited appropriately within the development to avoid excessive solar gain;
 - Increased vegetation, including green/brown roofs and vegetated walls;
 - Design to enable airflow through buildings, such as enabling cross ventilation and through the use of automatic louvres, and secure ventilation openings/louvres;
 - Open water and fountains;
 - Shaded public spaces and footpaths;
 - External finishes that are designed to avoid heat absorption; and
 - Site layout and orientation to maximise micro-climactic cooling and interconnection of greenspaces and corridors.
- 6.75 Building level adaptations for mitigating the risk of overheating could relate to:
- Ceiling heights and glazing areas informed by orientation and room uses;

- Purge ventilation for the removal of heat;
- Exposed thermal mass with automated night purging;
- Openable windows and secure ventilation openings;
- Solar shading, deep window reveals and overhangs;
- Thermal insulation coupled with adequate ventilation;
- Services design; and
- Where the use of active cooling is unavoidable, the use of low or zero carbon systems and systems where reject heat from cooling can be recovered or stored on a seasonal basis.

6.76 Draft 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 CO₂ 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.

Draft Policy NZC5: Renewable energy development

6.77 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.

6.78 In 2009 the Citywide Sustainable Energy Strategy 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.

Policy text

Proposals for the utilisation, distribution and development of new renewable energy capacity and energy storage, including large-scale freestanding installations, will be encouraged.

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.

Explanation

- 6.79 There are considerable environmental and economic benefits from the development of large-scale renewable and low-carbon energy installations and supporting infrastructure.
- 6.80 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.
- 6.81 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.

7. Biodiversity and nature recovery

- 7.1 Bristol's One City Ecological Emergency Strategy recognises the challenge of reversing wildlife decline and making space for nature alongside meeting our targets for the sustainable development of more homes, better transport systems and an economy that works for everyone.
- 7.2 The development strategy proposed in the local plan review 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.
- 7.3 The local plan review 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, guiding most new development to brownfield land where impacts on nature are manageable and can be mitigated;
 - Identifying and protecting an extensive network open space as Local Green Space and Reserved Open Green Space (draft policies GI1 to GI4);
 - Proposing 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.
- 7.4 The draft 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.

Draft Policy BG1: Green Infrastructure and biodiversity in new development

- 7.5 This draft policy aims to ensure that green infrastructure and provision for nature is incorporated into new development.
- 7.6 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.
- 7.7 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'.
- 7.8 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.

Policy text

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 green infrastructure into the design of new development including features such as green roofs, living walls, green decks, or water features linked to SuDS;
- 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;
- Retain and incorporate important existing green infrastructure such as trees (Policy BG4), hedgerows and water features;
- Take the available opportunities to deliver multifunctional benefits such as habitat creation, flood protection, water quality, recreation, food-growing, improved air and water quality and reduced urban heating;
- Take 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.

Major development proposals will be expected to use appropriate standards such as Building with Nature to ensure that the nature conservation provisions of this policy are met.

Explanation

7.9 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 building should contribute to nature recovery and biodiversity, not only those developments subject to specific net gain requirements (see Draft Policy BG3).

7.10 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.

- 7.11 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.
- 7.12 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.
- 7.13 Application drawings and supporting information should show how the green infrastructure proposed forms an integral part of the proposed design.
- 7.14 The use of standards framework and accreditation processes such as Building with Nature provides a structure method of showing how this policy is being addressed.

Draft Policy BG2: Nature Conservation

- 7.15 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.
- 7.16 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 draft 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.
- 7.17 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 which would be likely to have an impact upon habitat, species or features which contribute to nature conservation in Bristol 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 result in significant harm to biodiversity which cannot be appropriately mitigated will not be permitted.

Designated sites - hierarchy

Internationally designated sites, comprising Special Areas of Conservation (SAC), Special Protection Areas (SPA) and Ramsar sites, are subject to statutory protection from harmful development.

Having regard to individual and cumulative impacts, development will not be permitted which would have a harmful impact on a Site of Special Scientific Interest (SSSI) and National Nature Reserve and Local Nature Reserves.

Development which would have a harmful impact on Sites of Nature Conservation Interest (SNICs) and Regionally Important Geological Sites (RIGS) as shown on the Policies Map will not be permitted.

Explanation

- 7.18 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.
- 7.19 '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.
- 7.20 Priority Habitats and Priority Species are those habitats and species of Principal Importance included in the Biodiversity List published by Secretary of State. The Bristol Biodiversity Action Plan sets out those priority habitats and species for consideration in the local context.

Draft Policy BG3: Achieving Biodiversity Gains

The Environment Act 2021 makes a 10% biodiversity net gain mandatory from a date expected to be in November 2023. This draft policy assumes that by the time of adoption of the local plan, the mandatory requirement will be in place.

- 7.21 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.
- 7.22 The purpose of this draft policy is to set out how biodiversity net gain will be achieved and the application of the mitigation hierarchy.

Policy text

In accordance with Draft Policy BG1, 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.

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 in the first instance, avoiding, where possible, harm to existing designated and non-designated habitat and species features of conservation value.

If it is demonstrated that 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 habitat compensation as close as possible to the proposed developed, which include designing offset habitats outside the development's boundary, emerging register of biodiversity gain sites or habitat banks.
- As a last resort, off-site habitat payment compensation, such as 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.

Explanation

- 7.23 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.
- 7.24 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.
- 7.25 Management Plans should ensure that there is regular, but proportionate, monitoring setting out how net gain habitats are progressing and any remediation measures to ensure overall resilience of these habitats.

Mitigation Hierarchy

- 7.26 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.
- 7.27 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.
- 7.28 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, the West of England Nature Partnership Nature Recovery Network or the emerging Local Nature Recovery Strategy.
- 7.29 Submitted Biodiversity Gain Plans will be expected to detail appropriate management measures for habitat in the long-term. In accordance with the Environment Act, this will be required to be maintained for 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.

Draft Policy BG4: Trees

- 7.30 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.

7.31 This draft 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 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
Less than 15 cm	replace with 0 – 1 tree
15 – 19.9 cm	replace with 1 tree
20 – 29.9 cm	replace with 2 trees
30 – 39.9 cm	replace with 3 trees
40 – 49.9 cm	replace with 4 trees
50 – 59.9 cm	replace with 5 trees
60 – 69.9 cm	replace with 6 trees
70 – 79.9 cm	replace with 7 trees
80+ cm	replace with 8 trees

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

Explanation

- 7.32 Recent national policy and guidance has increased the emphasis on the importance of trees, and particularly street trees in urban environments.
- 7.33 Trees are considered valuable multifunctional green infrastructure assets. The policy seeks to protect the most valuable trees and in line with the Core Strategy approach to green infrastructure assets, 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.
- 7.34 The council's Planning Obligations Supplementary Planning Document sets out the circumstances when off-site tree provision will be necessary. Where trees are to be provided off-site, planning obligations will be sought to provide the appropriate number of replacement trees, utilising the approach set out in the Supplementary Planning Document.

Draft Policy BG5: Biodiversity and access to Bristol's waterways

- 7.35 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.
- 7.36 The aim of this draft 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 Draft Policy BG3);
- 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 publicly-accessible green infrastructure 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 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 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

- 7.37 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 to 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.
- 7.38 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.
- 7.39 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.

Other proposed green infrastructure policies

7.40 The following policies are also proposed to form part of the suite of policies covering multi-functional green infrastructure:

Proposed policy	Source
Local Green Space	2019 consultation (as Draft Policy G11)
Reserved Open Green Space	2019 consultation (as Draft Policy G12)
Incidental Open Spaces	2019 consultation (as Draft Policy G13)
Stapleton Allotments and Holdings – Food Growing Local Green Space	2019 consultation (as Draft Policy G14)
Open Space for Recreation – Standards for provision of recreational open space	Based on current policy DM16
Development of Private gardens	Based on current policy DM21
The St Paul’s Green Link	Based on current policies BCAP24

8. Food sustainability

- 8.1 The National Planning Policy Framework recognises the key role the planning system plays in creating healthy, safe and inclusive places and communities. Ultimately, this chapter includes a range of policies addressing food sustainability, the health impacts of development and pollution control. These issues are central to ensuring that development contributes to Bristol becoming a healthier and safer place for its present and future residents.
- 8.2 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.
- 8.3 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.
- 8.4 The draft policies in this chapter will build on these efforts and ensure that 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.

Draft Policy FS1: The provision of allotments

- 8.5 This draft 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.
- 8.6 To support creating a sustainable food system, Draft Policy FS1 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.
- 8.7 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.

- 8.8 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

Where a residential development creates 60 dwellings or more it will be expected to contribute one statutory allotment plot of 250m².

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

Provision of allotments

- 8.9 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 Draft Policy FS1 will help to meet.
- 8.10 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 Parks 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.
- 8.11 This is defined as where development will create the need for one statutory allotment plot (250m² per 140 residents), roughly equivalent to 60 dwellings. Larger developments will be expected to provide proportionately more allotment space in line with this metric.
- 8.12 An allotment plot should include at a minimum: secure fencing, vehicular access, haulage ways and an adequate water connection. Land should also be free from contaminants and be sited with regard to soil, orientation, overshadowing and drainage. Where on-site provision is not practicable, off-site provision will be acceptable.
- 8.13 Off-site provision will ideally be sought through financial contribution for the rehabilitation of disused plots, expansion of existing allotment sites, or the subdivision and improvement of existing plots. Given the management and space implications of provisioning new allotments, off-site financial contribution will often be the most feasible means of meeting the requirements of this policy.

Draft Policy FS2: Provision of food growing space within new developments of all scales

- 8.14 This draft policy sets out the requirement for new residential development to provide on-site space for food growing by residents.
- 8.15 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.
- 8.16 Draft Policy FS2 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; and
- 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

- 8.17 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

- 8.18 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.

- 8.19 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.
- 8.20 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.
- 8.21 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.
- 8.22 Wherever food growing space is included in a development consideration should be given to issues such as exposure to the elements; drainage; soil quality, contamination and depth; solar orientation and overshadowing; water supply and the appropriateness of species planted to ensure suitable conditions are present for its meaningful use by residents.
- 8.23 The council will publish further planning guidance to aid developers in meeting the requirements of this policy.

Draft Policy FS3: The protection of existing food growing enterprises

- 8.24 This draft 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 to the city's transition to a sustainable future.
- 8.25 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.

- 8.26 Draft Policy FS3 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 agricultural or local food growing enterprise will not be permitted.

Explanation

- 8.27 Bristol and its surrounding area is home to various community and private food growing and 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. Draft Policy FS3 aims to protect these valuable local assets from the effects of development which could undermine their ongoing viability. The draft policy is applicable to all forms of agriculture, including rearing livestock, arable crops and horticulture.
- 8.28 This means that where new development would potentially impact a local food growing enterprise such that it is unable to feasibly continue its operations, it will not be permitted. Potential impacts include:
- Pollution, water or soil contamination.
 - Noise.
 - Site fragmentation.
 - Activities inconsistent with agricultural use.
 - Harmfully reducing the amount of land available for the agricultural use.
- 8.29 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.

9. Shopping, services and the evening economy

- 9.1 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.
- 9.2 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.

Draft Policy SSE1: Supporting Bristol's centres – network and hierarchy

- 9.3 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 draft 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; Redcliffe Hill/Prewett Street; Stokes Croft; Victoria Street.

Town Centres

Bedminster	Shirehampton	Henleaze
Clifton village	St George (Church Road)	Westbury-on-Trym
Fishponds	Wells Road/Broadwalk	Whiteladies Road
Gloucester Road	(Knowle)	

District Centres

Arnside Road (Southmead)	North Street (Southville)	Stapleton Road
Crow Lane (Henbury)	North View (Westbury Park)	Symes (Hartcliffe)
Lodge Causeway	Ridingleaze (Lawrence Weston)	Whitchurch (Oatlands Avenue)

Local Centres and Parades**

Alma Vale Road, Clifton	Filton Avenue	Shirehampton Road
Ashley Road/Grosvenor Road	Filton Road	Southmead Road
Avonmouth Village	Filwood Broadway	St. Anne's Park
Barton Hill	Fishponds Road, Eastville	St Anne's Village
Bedminster Road	Frome Valley Road	St Marks Road
Belland Drive, Whitchurch Park	Gilda Parade	St Michaels Hill
Brislington	Hengrove Lane	St. Peter's Rise, Bishopsworth
Broomhill Road/Fermaine Avenue	Kingsway/Nag's Head Hill	Stockwood
Chandos Road	Lawrence Hill	Stoke Lane
Charlton Road, Pen Park	Leinster Avenue, Filwood	Totterdown
Church Road/Highridge Road, Bishopsworth	Lockleaze (Gainsborough Square)	Two Mile Hill Road
Coldharbour Road	Melvin Square, Knowle West	Wellington Hill West/Southmead Road
Druid Hill, Stoke Bishop	Mina Road	West Street, Bedminster
Duncombe Road, Speedwell	Picton Street/ Cheltenham Road	Westbury Lane, Sea Mills
East Dundry Road, Whitchurch Park	Queen's Road, Withywood	
	Sandy Park Road	

*In the city centre, the Harbourside and Wapping Wharf area is identified by leisure frontages and site allocation SA101 in the current local plan.

** Centres identified in **bold** are proposed additions to the network (see Appendix 2 for details). Boundaries for other centres are shown on the current local plan's Policies Map: maps.bristol.gov.uk/policies/

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

- 9.4 The proposed centres hierarchy is based on the current local plan and proposes to include further centres (highlighted) to recognise their local role and to further strengthen the aim of ensuring services and facilities are located close to home. Proposed boundaries for these additional centres are shown at Appendix 2.
- 9.5 A vision statement about each of the identified centres will be included in the next version of the local plan. Your comments about the role of these centres will be taken into account in shaping those statements, along with the outputs of recent community engagement. Local communities, business organisations or neighbourhood plans may have already prepared visions for these locations which can form part of these statements.
- 9.6 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. Draft Policy DS1 sets out the overall approach to Bristol city centre.
- 9.7 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.
- 9.8 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.
- 9.9 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 centre.
- 9.10 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'.
- 9.11 Further detailed policy in respect of the role of centres, and the approach to development in the primary shopping areas is provided in Draft Policy SSE2.

Draft Policy SSE2: Development in Bristol's Centres

9.12 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, 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 city centre boundary is as shown on the Policies Map.

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

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

9.14 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 continuity to meet the needs of the localities they serve.

9.15 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 and 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.

9.16 A vision statement about each of the identified town, district and local centres/ parades will be included in the next version of the local plan. Comments about the role of these centres will be taken into account in shaping those statements, along with the outputs of recent community engagement. Local communities and business organisations may have already prepared visions for these locations which can form part of these statements.

Draft Policy SSE3: Supporting Bristol's evening and night-time economy

9.17 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 draft 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.

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 (Draft Policy HW1).

Explanation

9.18 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.

9.19 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.

A policy to encourage and maintain provision of pubs will be included in the publication version of the local plan. It will be based on current local plan policy DM6 Public Houses.

Draft Policy SSE4: Town Centre First Approach to Development

9.20 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
- v. 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 200m²) 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 500m² gross floorspace.
- Outside a town or district centre: greater than 300m² gross floorspace.
- Outside a local centre: greater than 200m² 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

- 9.21 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.
- 9.22 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.
- 9.23 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.
- 9.24 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.
- 9.25 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.
- 9.26 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.
- 9.27 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.

Draft Policy SSE5: Temporary Uses in Centres

9.28 In recent years, a diverse range of interim, pop-up or temporary uses have proliferated within 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

9.29 National 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.

9.30 '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.

9.31 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.

9.32 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.

- 9.33 '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.
- 9.34 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.

Draft Policy SSE6: Retaining and Enhancing Markets

- 9.35 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

- 9.36 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.
- 9.37 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.

Draft Policy SSE7: Provision of public toilets

9.38 The provision of public conveniences is important in enabling a safe and inclusive public realm. This draft 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

9.39 This draft 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.

9.40 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.

10. Design

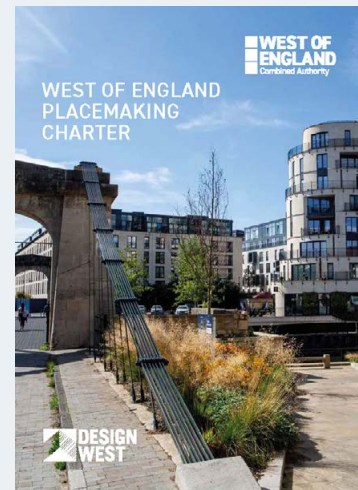
- 10.1 As set out in the National Planning Policy Framework, the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve.
- 10.2 Design is also at the heart of creating inclusive and liveable communities and shaping 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

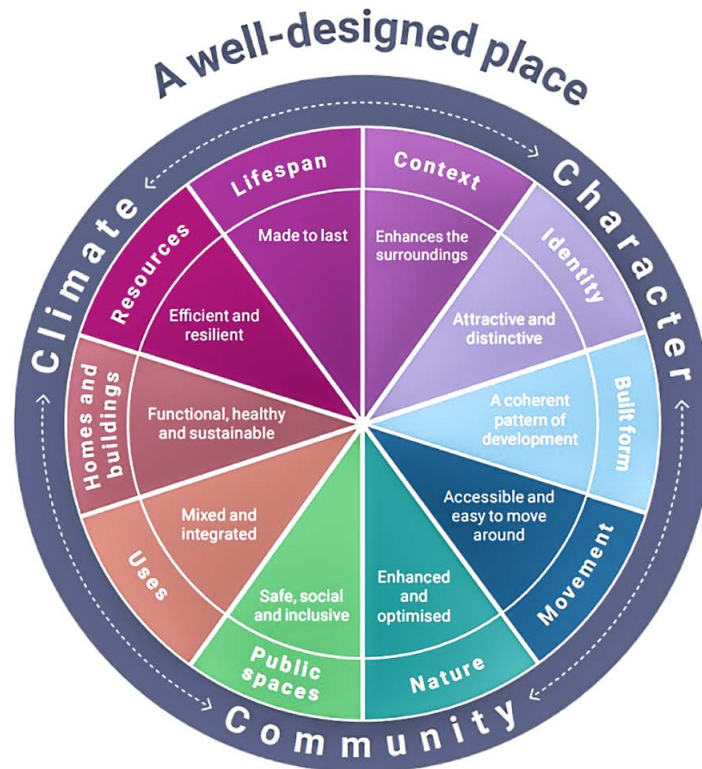
The charter's accompanying action plan sets out how the charter principles will be reflected in local planning policies and design codes.

The Bristol Local Plan Review reflects these principles not just in its policies on design but also the related policies on climate change, transport, biodiversity, health and wellbeing.



Proposed approach to design

- 10.3 The approach to design set out in national planning policy and guidance has changed. All local planning authorities are expected to prepare local design guides or codes that contain their detailed design guidance. Design guidance is to be developed in partnership with local communities. Local planning authorities are no longer expected to set out detailed development management policies for design in their local plans.
- 10.4 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:



10.5 Local plans are expected to set out a 'clear design vision and expectations'. Local design guides or codes will build on this, reflecting local character and responding to local design preferences expressed through community involvement.

10.6 In Bristol's case this is proposed to be achieved through:

- An overarching local plan design policy providing the high-level vision and expectations, supported by place-based design principles set out in the local plan development strategy. This consultation document contains a draft of the proposed overarching policy.
- A focused suite of development management policies covering specific matters, based on:
 - Policies consulted on previously in the 2019 local plan review consultation (the effective and efficient use of land, residential densities, liveability and tall buildings); and
 - Policies rolled forward from the current adopted local plan (refuse storage, alterations to existing buildings and conservation and the historic environment). The development management policies will be based on these existing sources and will be set out in the publication version of the local plan review.
- A detailed local design guide or code prepared separately to the local plan but complementary to it. The local design guidance or code will be subject to a community involvement process. Appendix 3 sets out some of the design issues and themes which will be addressed in local guidance.
- Existing relevant planning guidance such as the Urban Living SPD.

10.7 Design codes and guidance will add further detail to the draft overarching design Draft Policy DC A Delivering well-designed, inclusive places and the other proposed design and conservation policies.

Draft Policy DC A: Delivering well-designed, inclusive places

- 10.8 This overarching draft policy sets out high-level design principles that are applicable to all new development in Bristol. Consistent with an urban living approach, the draft policy requires that new development both contributes to local character and distinctiveness and is also liveable for future occupiers, creating successful places with high quality public realm. The policy allows for innovation and change in the local environment through introducing new scale, form and higher densities, provided this does not have harmful effects.
- 10.9 The draft policy requires new development to be neighbourly in its impact on adjoining development, both in terms of amenity and environmental performance. Importantly, the draft policy also sets out the need for new development to be inclusive, creating equality of access and opportunity for all occupiers.
- 10.10 Incorporating the core themes of the National Design Guide, the draft policy lays the ground work for the preparation of local design guides/codes and other guidance which will provide the additional detail required to ensure quality urban design throughout Bristol.

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.

Development that is not well-designed will not be permitted.

Consistent with national guidance and any relevant local design guides / design 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:

- Context – enhances the surroundings.
- Identity – attractive and distinctive.
- Built form – a coherent pattern of development.
- Movement – accessible and easy to move around.
- Nature – enhanced and optimised.
- Public spaces – safe, social and inclusive.
- Uses – mixed and integrated.
- Homes and buildings – functional, healthy and sustainable.
- Resources – efficient and resilient.
- Lifespan – made to last.

The response to national and local design policies and guidance 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 liveability, consistent with an urban living approach.

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 where it would not be harmful to local character.

Development will not be permitted where it would be harmful to local character and distinctiveness or where it would fail to take the opportunities available to improve the character and quality of the area and the way it functions.

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.

Further design guidance

Further design guidance relating to specific locations, including designated areas of growth and regeneration, will be set out in design codes, masterplans and spatial frameworks.

Explanation

- 10.11 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.
- 10.12 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.

- 10.13** The design of development should follow the detailed guidance set out in local design guides/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.
- 10.14** Local design guides/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.
- 10.15** Design matters that will be covered in more detail by local design guides/codes include, but are not limited to, responding positively to local character and distinctiveness, including natural and man-made site features and an appropriate response to skyline; creating healthy, safe and sustainable places that provide social value and inclusion; delivering a coherent, interconnected and integrated built form; balancing the competing demands on land such as buildings, transport and green infrastructure; and ensuring the longer term stewardship of buildings and spaces.

Other proposed Design policies

- 10.16** The following policies are also proposed to form part of the suite of design and conservation policies:

Proposed policy	Source
Effective and efficient use of land	2019 consultation (as Draft Policy UL1)
Residential densities	2019 consultation (as Draft Policy UL2)
Liveability in residential development including space standards	2019 consultation (as Draft Policy DC1)
Tall buildings	2019 consultation (as Draft Policy DC2)
Alterations to existing buildings	Based on current policy DM30
Recycling and refuse provision in new development	Based on current policy DM32
Conservation and the Historic Environment	Based on current policies BCS22 and DM31
Advertisements	This consultation – see below

Advertisements

10.17 During consultation on the local plan in 2019 many responses were received raising concerns about the impacts advertisements could have across the city. Comments raised included the impacts of digital advertising and the commercialising effect of advertisement hoardings and digital displays, in particular in relation to residential neighbourhoods. To provide a clear set of principles to manage the amenity and public safety impacts of advertisements the following new draft policy is proposed.

Draft Policy DC B: Advertisements

10.18 As set out in The Town and Country Planning (Control of Advertisements) (England) Regulations 2007, the council may exercise its powers in the control of advertisements in the interest of amenity and public safety only. This draft policy expands upon the regulations by setting out criteria against which an advertisement's response to amenity and public safety will be assessed.

Policy text

Proposals for advertisements will not be given consent where they would have an unacceptable impact on amenity or public safety.

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 drivers or the ready interpretation of road signs, traffic signals and visibility of junctions.

Explanation

- 10.19 The policy aims to guard against proposals which would be harmful to local character and amenity in any part of the city. Perception of lower levels of visual amenity in any area will not serve as a benchmark for harmful proposals including increased clutter of advertisements.
- 10.20 The use of digital advertisements has increased in recent years. 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 advertisements 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; and
 - Provision of a default black screen.
- 10.21 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.

11. Development locations and allocations

- 11.1 This local plan consultation has set 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 in the existing local plan, proposed site allocations in the local plan review and development within the city’s regeneration areas. However, in order to ensure sufficient 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.
- 11.2 The local plan consultation in 2019 proposed the development of four Green Belt sites. This consultation suggests that three of those should continue to be proposed in the local plan and that the site at Yew Tree Farm should be withdrawn from consideration for development and retained in the Green Belt.
- 11.3 The three sites proposed to be retained for consideration through this local plan review could contribute between 1,150 to 1,400 new homes.

Land at Bath Road, Brislington



- 11.4 The potential for this location to be allocated for residential development was set out in the local plan consultation in 2019. The site is currently within the Green Belt. Whilst the loss of the Green Belt would result in a reduction in the separation of Bristol and Keynsham, the gap between the settlements would remain. Development in this location on the edge of the city has the potential to be sustainable in terms of its relationship with the services and transport connections in Bristol. It is estimated that this location could provide for 500 to 750 homes. The relocation of the park and ride to a suitable new location could allow for the higher end of that range.

- 11.5 This consultation suggests that the land at Bath Road, Brislington continues to be proposed for residential led mixed-use development. Any allocation for development would be expected to address the following key development principles:
- To be in accordance with a master plan prepared in consultation with the local community which addresses the mix of uses, form of development and relationship with surrounding uses.
 - Ensure that the development is supported by appropriate transport infrastructure to address the impact of the development including appropriate provision for active modes of travel.
 - Retention of (and incorporation of new) trees, hedgerows and other green infrastructure including a linear park at Scotland Bottom.
 - Biodiversity gain in accordance with other policies and any legal requirements.
 - Contribution to essential infrastructure provision including provision of primary school places off-site.
 - Retention of the existing allotments.
- 11.6 Any development would also be expected for provide an appropriate level of affordable housing (up to 40%) and 5% of new homes should be in the form of community-led/self-building housing.

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, to assess infrastructure requirements and to ensure integrated and well-planned communities are created to the benefit of existing and future residents.

Land west of Silbury Road, Ashton Vale

- 11.7 This site was proposed as a location for development in the 2019 local plan consultation. Since then, it has been subject of a planning application – the Longmoor Village proposal - which is associated with a separate mixed-use development proposal at Ashton Gate. In October 2022 Bristol City Council resolved to grant outline planning permission (application reference 21/03166/P). It is proposed that the local plan reflects this planning permission with a change to the boundary of the Green Belt and a development allocation consistent with the permission.

Land adjacent to Elsbert Drive, Bishopworth

- 11.8 Since the local plan consultation in 2019 proposed this site for development, North Somerset Council has consulted on the potential to remove from the Green Belt and allocate an adjoining area for development.

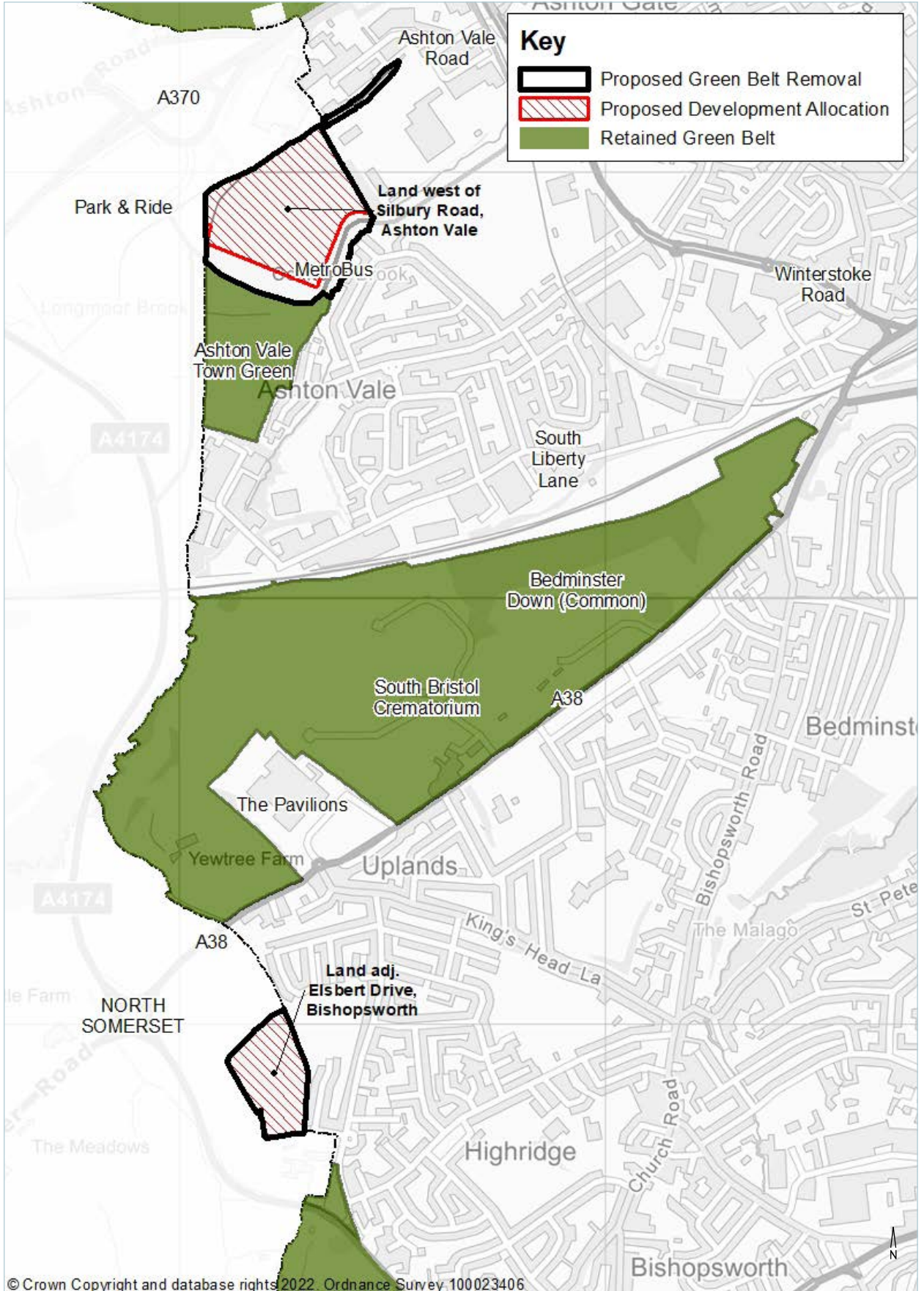
- 11.9** Together with the land in North Somerset there is potential for a development of around 350 homes, representing a significant contribution towards meeting future needs.
- 11.10** In order to achieve a high standard of development it is appropriate that any proposal considered at this location should be comprehensively planned across the local authority boundary. Any allocation would therefore be expected to address the following key development principles:
- To be in accordance with a cross boundary master plan prepared in consultation with the local communities which addresses the mix of uses, form of development and relationship with surrounding uses.
 - Design and landscaping treatment which respects the amenities of existing homes at Elsbert Drive.
 - Ensure that the development is supported by appropriate transport infrastructure to address the impact of the development including appropriate provision for active modes of travel.
 - Retention of and incorporation of new trees, hedgerows and other green infrastructure.
 - Biodiversity gain in accordance with other policies and any legal requirements.
 - Contribution to essential infrastructure provision.
- 11.11** Any development would also be expected to provide an appropriate level of affordable housing (up to 40%) and 5% of new homes should be in the form of community-led/self-building housing.

Yew Tree Farm

- 11.12** This consultation proposes that this land should remain in the Green Belt.
- 11.13** Although it is considered necessary to allow for some existing Green Belt land to be allocated for development to meet housing needs, it is no longer proposed to identify land at Yew Tree Farm for removal from the Green Belt. The land has an important role as part of the existing farming enterprise and is being managed to enhance its nature conservation value. Adjacent land within North Somerset is within the Green Belt and it is considered that together with that land, the area identified continues to contribute to Green Belt purposes.

Green Belt boundary

11.14 To reflect the changes above, it is now proposed that the boundary of the Green Belt at south west Bristol is amended as set out in the diagram below:



Development site allocations

Changes to existing site allocations

11.15 The local plan consultation in 2019 proposed that development site allocations from the existing local plan which had not yet been developed should be retained in the new local plan. It is proposed that this should remain the approach, with the exception of two locations where a change is considered necessary to reflect the greater priority for biodiversity required in response to declaration of the ecological emergency.

Western Slopes

11.16 Reflecting the Knowle West Regeneration Framework which was approved in 2012, the current local plan allocates various sites around Novers Hill – the Western Slopes – for residential development. The sites have nature conservation interest and so the allocations were subject to compensation and mitigation for loss of habitat and the retention of undeveloped corridors.

11.17 In response to the ecological emergency it is now considered that the nature conservation interest of the sites is of overriding concern. It is proposed that, with the exception of some brownfield sites, those areas are no longer allocated sites and are retained as open space with nature conservation interest. The council as the landowner of much of the land has already signalled its intention that its land should not be developed.

11.18 The following existing development site allocations are proposed to be discontinued and not retained in the local plan:

- BSA1108 Land at Novers Hill, east of Hartcliffe Way and west of Novers Lane/ Novers Hill¹
- BSA1114 Land at Novers Hill, adjacent to industrial units
- BSA1119 Land to east of Hartcliffe Way, south of the Waste Depot

11.19 At the time of this consultation a planning application had been made for residential development on parts of site allocations BSA1108 and BSA1114 (21/05164/F). The application will be determined in accordance with planning legislation. The next stage of the local plan will reflect the outcome of that application.

¹ It is proposed that the previously developed part of BSA1108 will be retained as housing site allocations on brown field land.

Brislington Meadows

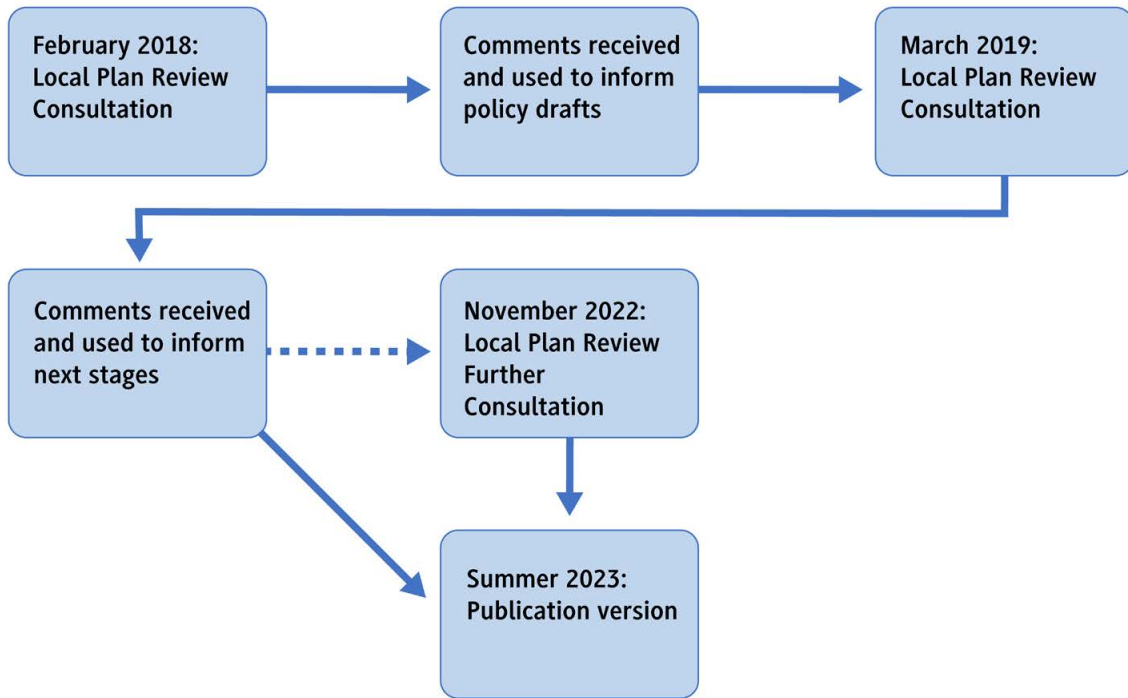
- 11.20 This site has city wide importance for nature conservation. In 2014 a part of the meadows area was allocated for housing development subject to providing compensation and mitigation for the loss of habitat which would arise from development. Since that allocation was made in the adopted local plan, an ecological emergency has been declared by Bristol City Council and it is considered that it would now be more appropriate for the existing site allocation to be discontinued and for the site to be retained as open space with nature conservation interest.
- 11.21 The following existing development site allocations are therefore proposed to be discontinued and not retained in the local plan:
- BSA1201 Land at Broomhill, Brislington
- 11.22 At the time of this consultation a planning application had been made for residential development. The application will be determined in accordance with planning legislation. The next stage of the local plan will reflect the outcome of that application.

Draft development allocations – March 2019

- 11.23 The local plan consultation in 2019 proposed 70 draft development allocations across the city and comments were requested. Any comments on those proposals will be taken into account in preparing the next stage of the local plan when there will be further opportunities to make representations.

12. Next steps for policies consulted on in 2019

12.1 This consultation focuses on additional topics and changes in the local plan review. As discussed above, the consultation in March 2019 addressed a wider range of topics. That consultation resulted in over 900 responses which will help to shape the content of the next stage of the local plan, the publication version.



12.2 The diagram above illustrates the sequence of consultations and shows how comments received at each stage influence later stages of plan preparation. The list below explains how the policies and proposals in the March 2019 consultation relate to the formal publication stage:

Vision

- There is a revised draft of the vision, aims and objectives in this consultation which replaces those in the March 2019 consultation (paragraphs 2.1 to 2.3 and 4.0.1 to 4.0.5).

Development Strategy

- The proposals in chapter 11 of this consultation discuss proposed changes to the Green Belt in South Bristol and replace draft policies DS10 to DS12 from the March 2019 consultation.
- Draft policies DS1 to DS9 and DS13 to DS14 from the March 2019 consultation set out approaches to areas of growth and regeneration in Bristol. Those drafts will be amended to take account of responses to consultation. Revised versions will be included in the publication version of the plan.

Infrastructure and developer contributions

- March 2019 draft policy IDC1 will be amended to take account of responses to consultation. A revised version will be included in the publication version of the plan.

Urban Living: Making the best use of urban land

- Draft policies UL1 and UL2 from the March 2019 consultation set out proposed policies for effective and efficient use of land and the approach to residential density. Those policies will be revised to take account of feedback and will form part of the approach to design set out in this consultation.

Housing

- A new version of the draft Policy H1 Delivery of New Homes is included in this consultation and chapter 5 discusses the proposed approach to affordable housing provision in new residential development.
- It is proposed that March 2019 draft policies H2, H3, H4, H5, H6, H7, H8, H9, H10 will be included in the publication version, revised to take account of responses.

Economy

- In the March 2019 consultation draft policies E1, E2, E3, E4, E5, E7, E8 set out the strategy for inclusive economic development and the approach to land for future workspace needs. Those policies will be revised to take account of responses and also new evidence. They will be included in the publication version. The revised policies will include targets for provision of different types of workspace and will be complemented by policies for the areas of growth and regeneration identified in the development strategy.
- Draft Policy E6 is no longer considered necessary and the issues it referred to will be addressed by other policies in the publication version.

Green Infrastructure

- Draft policies GI1 to GI4 covered the protection of Local Green Space, Reserved Open Space, incidental open spaces and Stapleton Allotments and Holdings. In March 2019 comments were also requested. The consultation document 'New Protections for Open Space' included proposals for the designation of sites across the city. The comments received will help to shape the revised policies and designations. It is proposed that Reserved Open Space will be re-named as Reserved Open Green Space to clarify the significance of those sites as green open spaces.
- These policies will be supported in the publication version by the proposals for biodiversity and food sustainability included in this consultation.

Transport

- Draft policies T1 to T5 will be revised to take responses into account. A revised approach to development and transport will be included in the publication version of the local plan.

Climate change and sustainability

- Draft policies NZC1 to NZC5 in this consultation replace policies CCS1 to CCS5 in the March 2019 consultation.

Design and conservation

- The proposed approach to design is explained in chapter 10 above. Draft Policy DC A in this consultation replaces draft policy DC3 of the March 2019 consultation.

Health and Wellbeing

- Draft policies FS1 to FS3 above will form part of a suite of health and wellbeing policies in the publication version of the local plan. Draft policies HW1 to HW3 will be revised to take into account comments received during the consultations.

Draft Development Allocations

- The March 2019 consultation proposed 70 draft development allocations across the city. Comments on those proposals will be taken into account in preparing the next stage of the local plan when there will be further opportunities to make representations.

Retained site allocations

- In March 2019 it was proposed that all unimplemented site allocations from the current local plan would be retained in the new local plan. With the exception of the sites discussed in chapter 11, it is proposed that those sites continue to be allocated for development as now.

Can I comment on the publication version?

12.3 Yes. It is intended that the local plan is published in summer 2023. The publication version will bring together the proposals from the previous stages of consultation taking into account all the responses received. It will be agreed by a full meeting of the city council and will then be made available for representations. When the local plan is submitted for public examination those representations will be considered by the planning inspector.

12.4 The council will also consider representations at this stage and will respond with suggested amendments where they would help to improve or clarify the final version of the local plan. Those suggested amendments will be considered by the inspector as potential modifications to the submitted local plan.

Appendix 1 Bristol's housing need and requirement

Bristol's housing need and requirement

The National Planning Policy Framework sets a presumption in favour of sustainable development. For plan making this means strategic policies:

'should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas'

To support the national objective of significantly boosting the supply of homes, it is expected 'that a sufficient amount and variety of land can come forward where it is needed'. Local plans are expected to ensure that land will be available for the required level of new homes.

The Bristol Local Plan will consider the level of need for new homes and set out a housing requirement. It will also be necessary to consider whether housing development needs that cannot be met wholly within Bristol could be met elsewhere. To do that the council will be engaging in a process of on-going joint working with neighbouring authorities.

The standard method

The National Planning Policy Framework and accompanying practice guidance state that strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance. The standard method uses a formula to identify a minimum annual local housing need figure, in a way which addresses projected household growth and historic under-supply².

The minimum annual local housing need figure as defined by the standard method is the overall number of homes regardless of tenure or type. It does not attempt to calculate a separate figure for affordable housing need or needs for specific types of homes and tenures. Those figures are derived from the local housing needs assessment and are subsets of overall need.

Using the standard method, Bristol's identified need would be:

	Baseline	Affordability adjustment	Urban centres uplift - 35%	Homes per year
Bristol	1844	2,500	Yes	3,376

Table 1: Standard method figures for Bristol

The standard method indicates a need for 3,376 homes per year. As discussed below, this level of new homes appears inconsistent with other indicators of need. It also considerably exceeds the city's estimated capacity to deliver them.

² Paragraph 004 of the 2019 national planning practice guidance on Housing and Economic Needs Assessment sets out how the standard method is applied.

Alternative approaches

The government currently expects the minimum number of homes needed to be determined by the standard method unless:

“exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals” (NPPF)

Indicators such as recent household projections differ from the level the standard method arrives at, indicating that an alternative approach may, exceptionally, be appropriate to consider.

The council will therefore be exploring alternative approaches in line with national planning policy.

As discussed above, an alternative approach to establishing the number of new homes needed is being explored as part of this consultation. A paper has been prepared: ‘Reviewing the demographic evidence for the City of Bristol to establish local housing need’. Comments are invited on the approach set out in the paper. For details please visit the website at: www.bristol.gov.uk/localplanreview

Bristol’s housing capacity

In an urban area where the emphasis is on redevelopment of previously developed land and where there are few undeveloped sites, past delivery rates can be a useful guide as to whether capacity estimates will be realistic in the future. Annual average delivery of new homes in Bristol has been around 1,800 per annum over the last 20 years (see Figure 1 below). The largest annual completion figure in the last 20 years was in 2008/2009 when 2,574 homes were completed. 2,000 completions a year has been exceeded 7 times in that period – between the years 2003 to 2005, from 2006 to 2010 and in 2022.

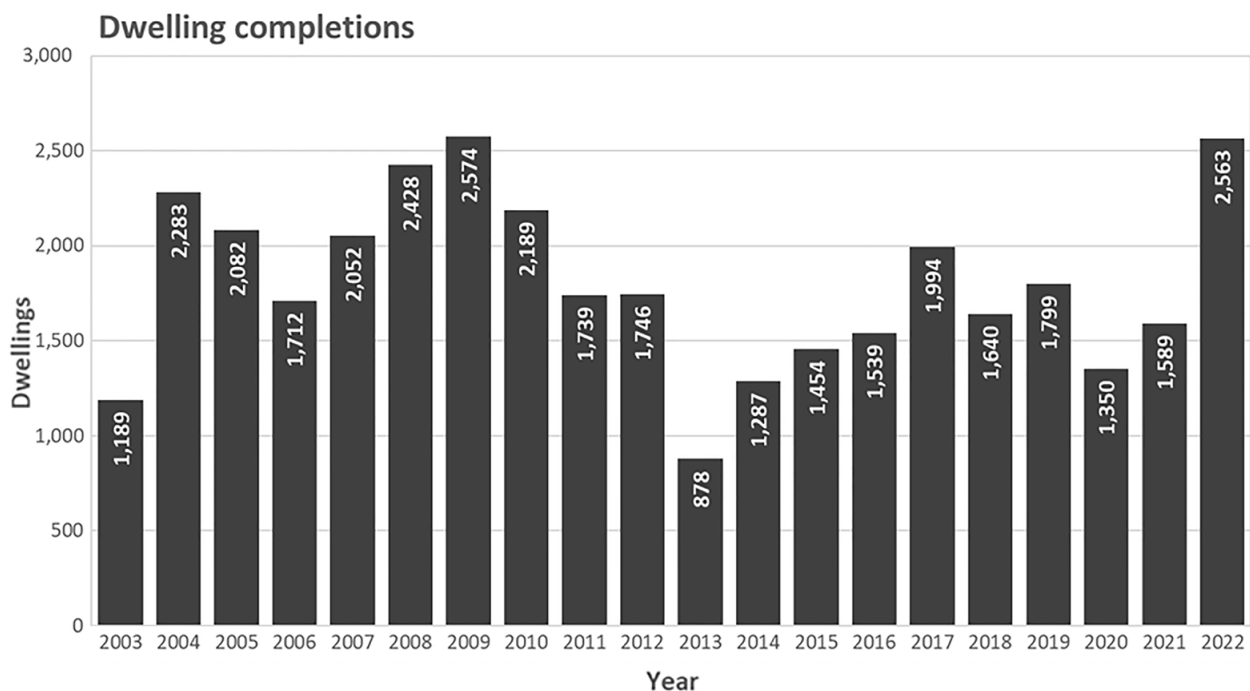


Figure 1: Dwelling completions in Bristol 2003-2022

A further indicator of delivery rates for the future is the extent to which previous targets have been met. The Bristol Core Strategy 2011 aspired to a total of 32,800 homes between 2006 and 2026. By April 2022 a total of 28,832 homes had been completed within that period. It is expected that the Core Strategy figure will be met and surpassed because fewer than 1,000 homes each year for the next 4 years would result in 32,800 homes being exceeded. This is at a time when delivery rates are expected to be much higher and the Core Strategy figure is likely to be exceeded by around 4,000 homes. This is an encouraging context for future housing delivery which is supported by the high level of extant planning permissions.

The future capacity for new homes in Bristol is based on the availability of appropriate development sites and whether those sites are deliverable. In Bristol there are a number of sources for development sites capacity. The sources are:

Source of deliverable supply	Estimated delivery of homes
Planning permissions	6,250
Existing development site allocations	2,300
Proposed site allocations	2,000
Urban potential	2,500
Small sites windfalls	4,500
Estimated capacity from 10 areas of growth and regeneration	16,000
Green field sites arising from proposed Green Belt boundary changes	1,150

Table 2: Sources of deliverable housing supply to 2040

The evidence indicates that there is the potential to deliver an average of around 1,925 homes a year over the 18-year plan period from 2022 to 2040. This figure is derived from the range of components above which incorporates assumptions about delivery and discount rates; these are discussed below.

Existing planning permissions are already known. Proposed site allocations and green field sites arising from proposed Green Belt policy changes are based on standardised urban density assumptions. Small sites windfalls are an estimate based on past trends. Capacity from these sources is considered likely to come forward.

Existing development site allocations are also based on standardised urban density assumptions and are likely to come forward. There is some evidence that sites in central locations are coming forward at higher densities, which may result in some additional supply from this source, providing a buffer against non-delivery in any specific cases.

The estimate for urban potential incorporates some land that has yet to be promoted for development. A wide range of land has been identified across the city as part of a published Urban Potential Assessment, not all of which is expected to



come forward for development within the plan period. A considered and discounted approach has been taken to the identification of capacity from urban potential, based on the same standardised urban density assumptions. The assessment takes account of the likelihood of individual sites coming forward and as such the figure incorporates a buffer against non-delivery.

The estimated capacity from 10 areas of growth and regeneration comprises a combination of urban potential, existing site allocations and specific development proposals. In many cases, spatial frameworks are being prepared, informed by the draft policies for areas of growth and regeneration set out in the 2019 consultation on the local plan review. The distribution of capacity between the areas is expected to be subject of some revision which will be set out in the publication version of the local plan.

Appendix 2 Local centres and parades

The following new local centres and parades are proposed:

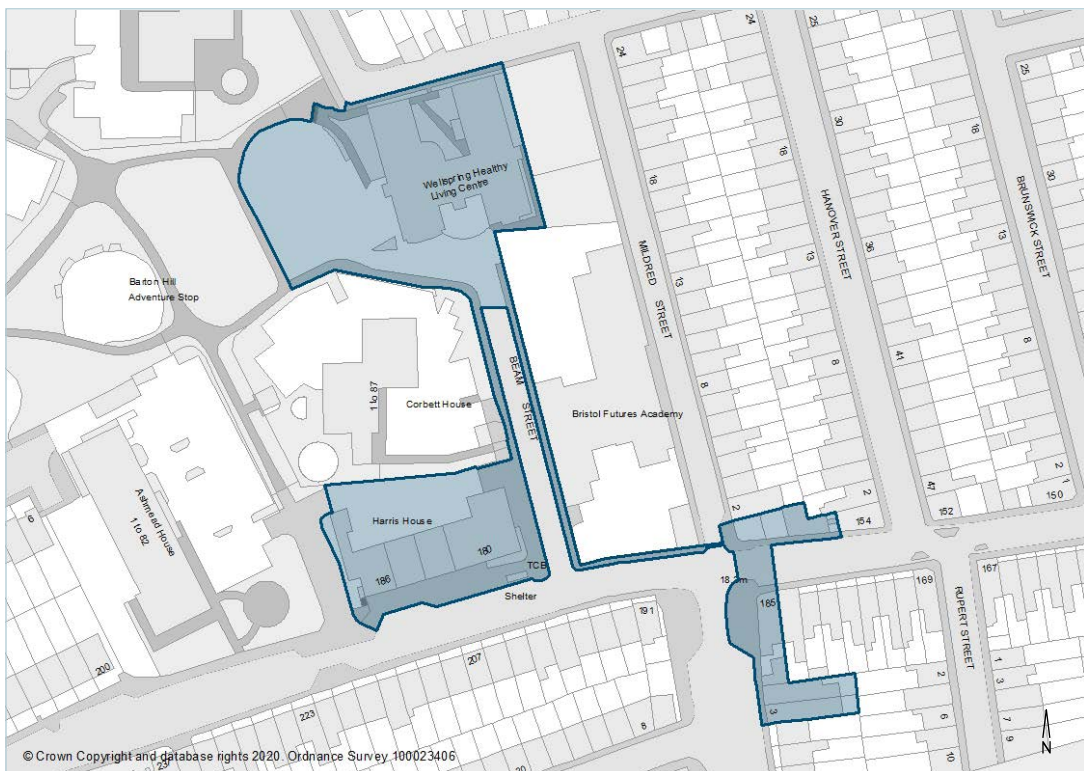
Alma Vale Road, Clifton

Ward: Clifton Down



Barton Hill

Ward: Easton, Lawrence Hill

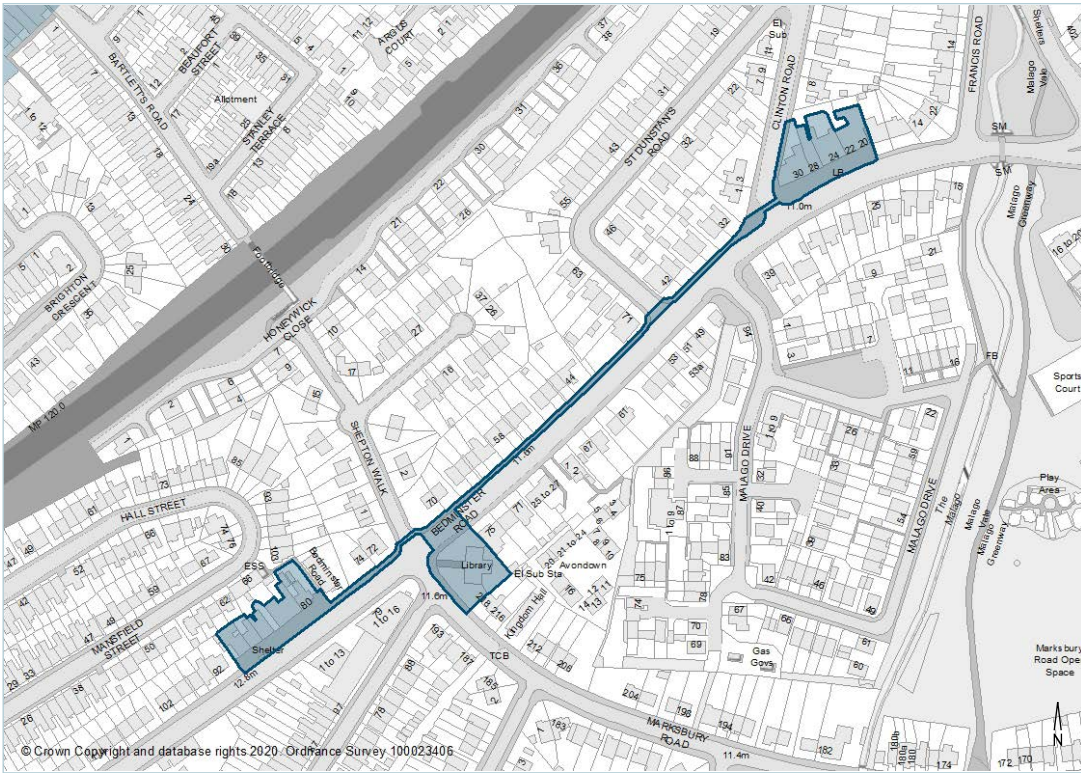




The following new Local Centres and Parades are proposed:

Bedminster Road

Ward: Filwood, Windmill Hill



Belland Drive, Whitchurch Park

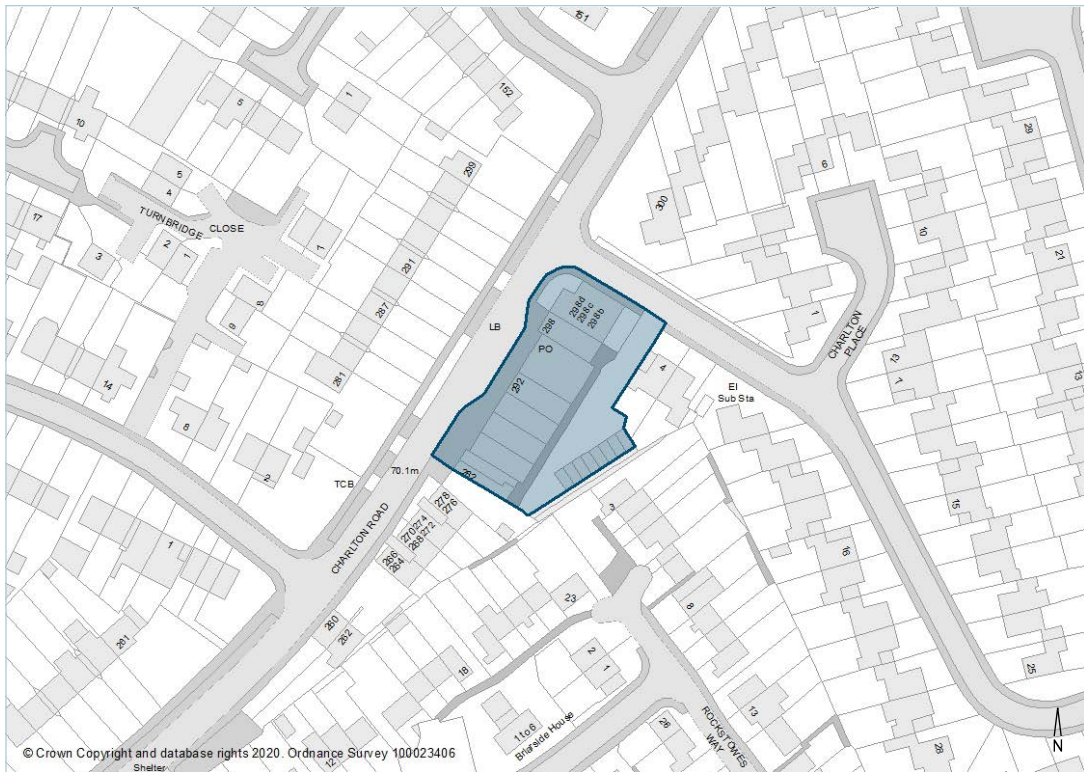
Ward: Hengrove & Whitchurch Park



The following new Local Centres and Parades are proposed:

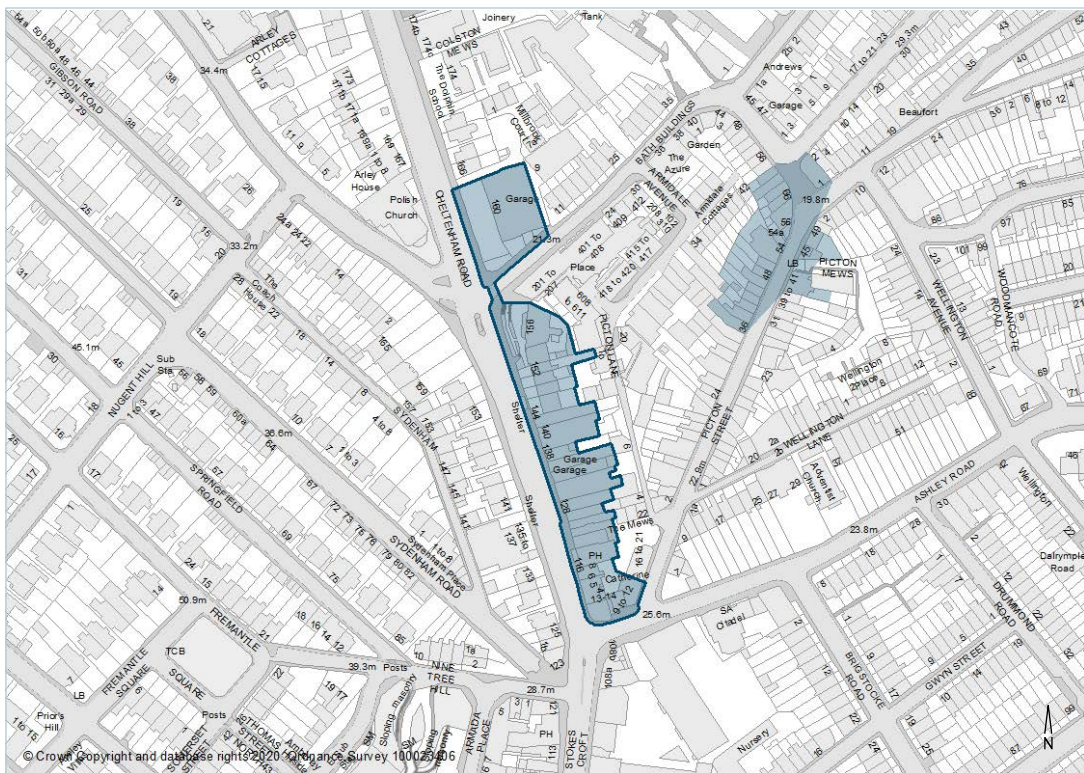
Charlton Road, Pen Park

Ward: Henbury & Brentry



Cheltenham Road

Ward: Ashley





The following new Local Centres and Parades are proposed:

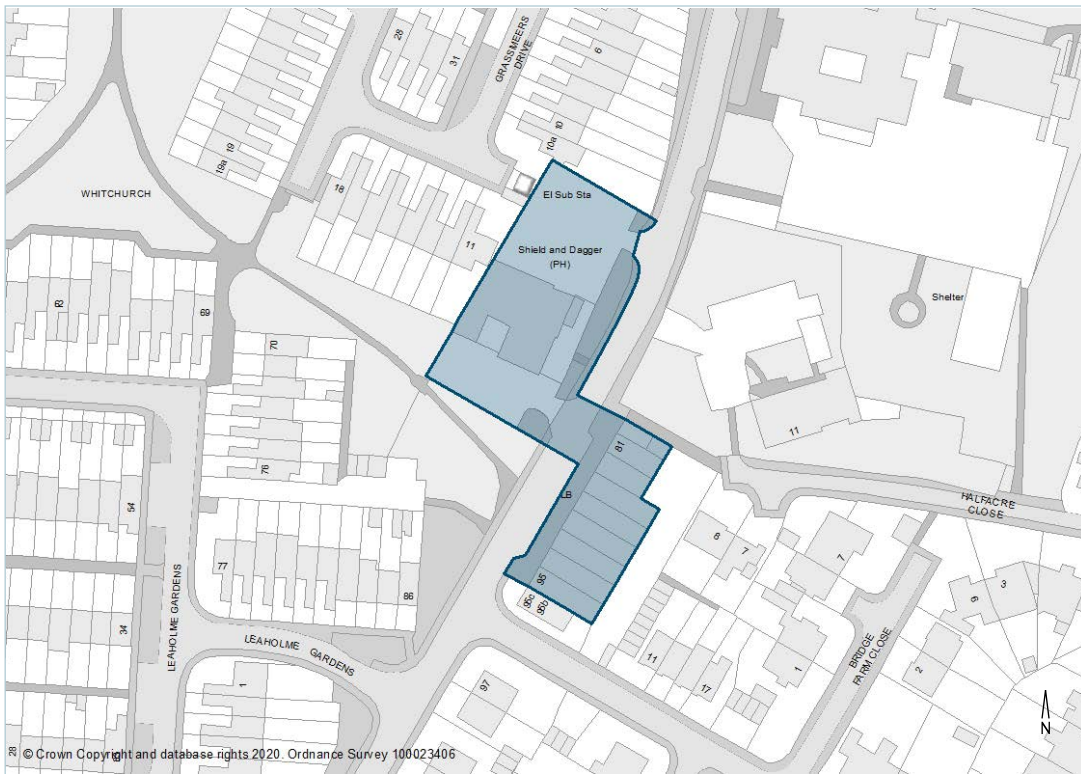
Duncombe Road, Speedwell

Ward: St George Central



East Dundry Road, Whitchurch Park

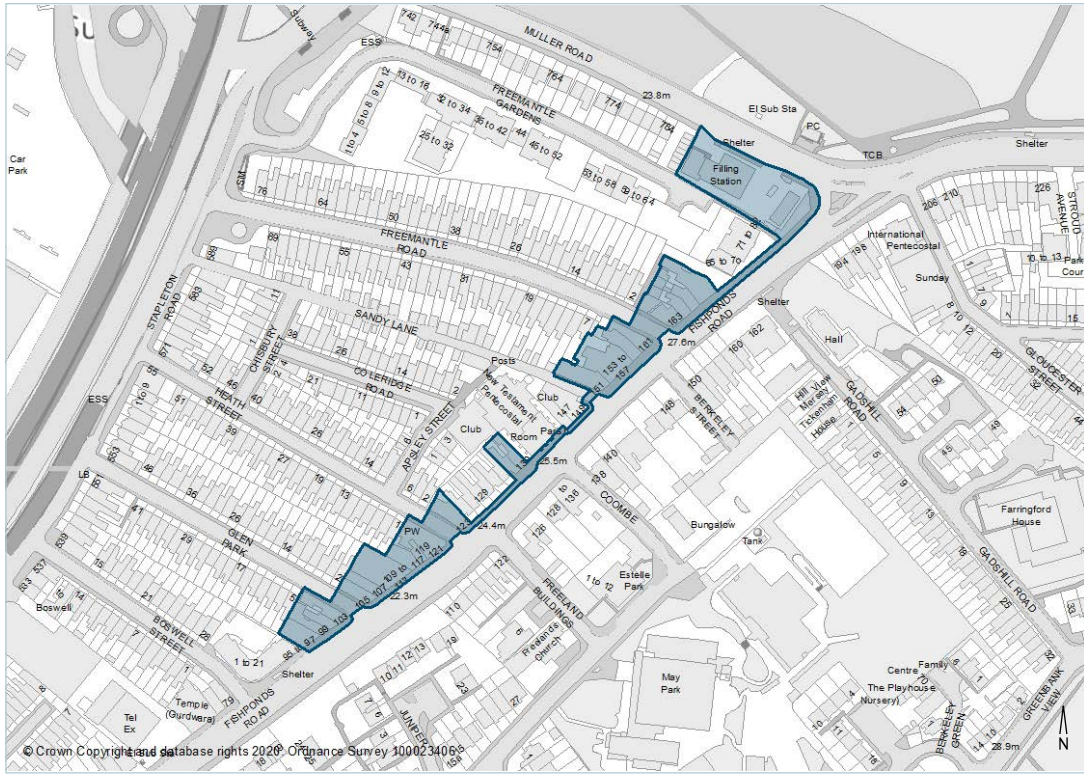
Ward: Hengrove & Whitchurch Park



The following new Local Centres and Parades are proposed:

Fishponds Road, Eastville

Ward: Eastville



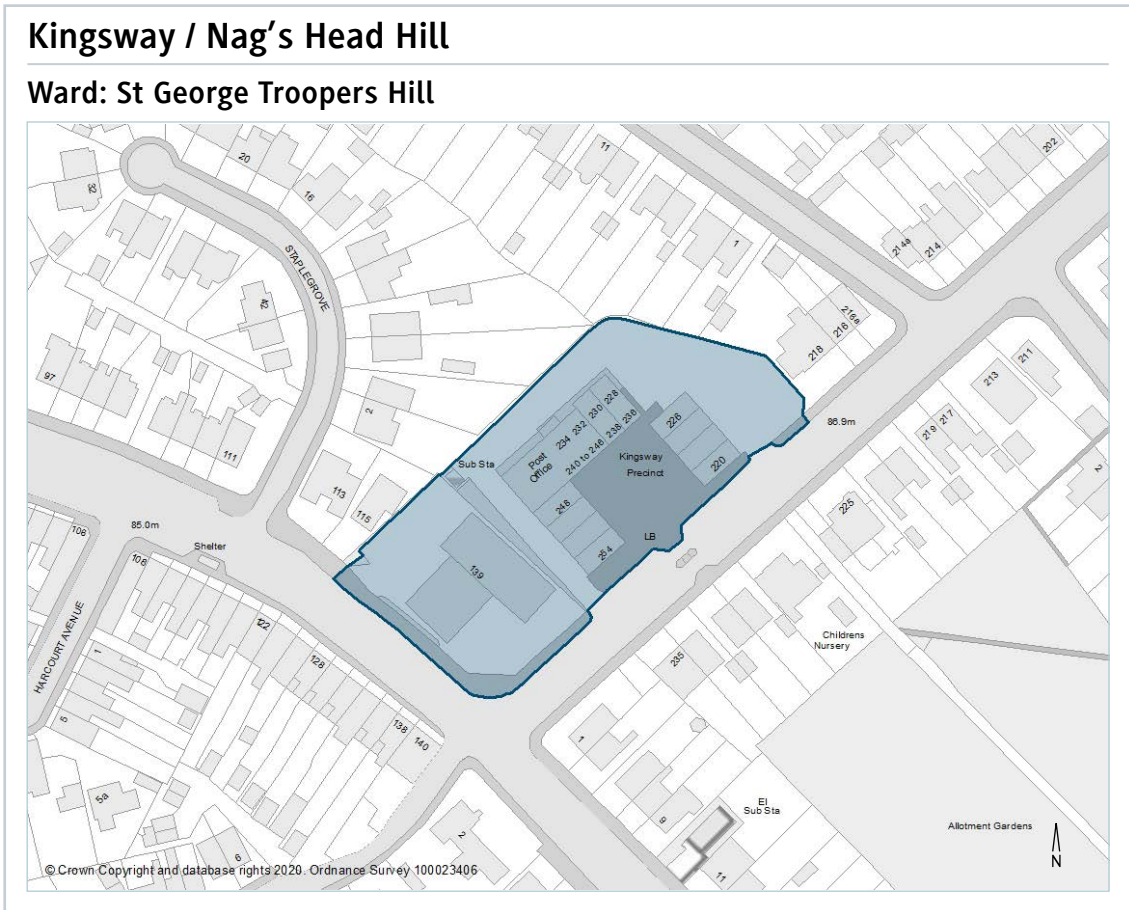
Frome Valley Road

Ward: Frome Vale





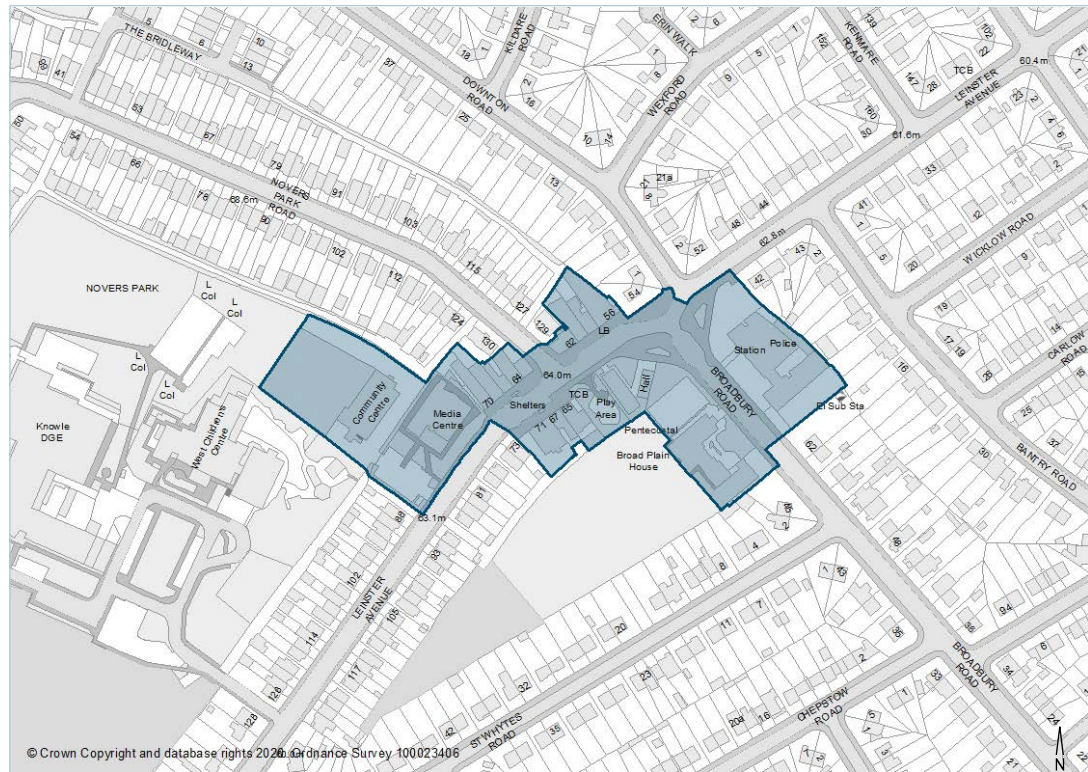
The following new Local Centres and Parades are proposed:



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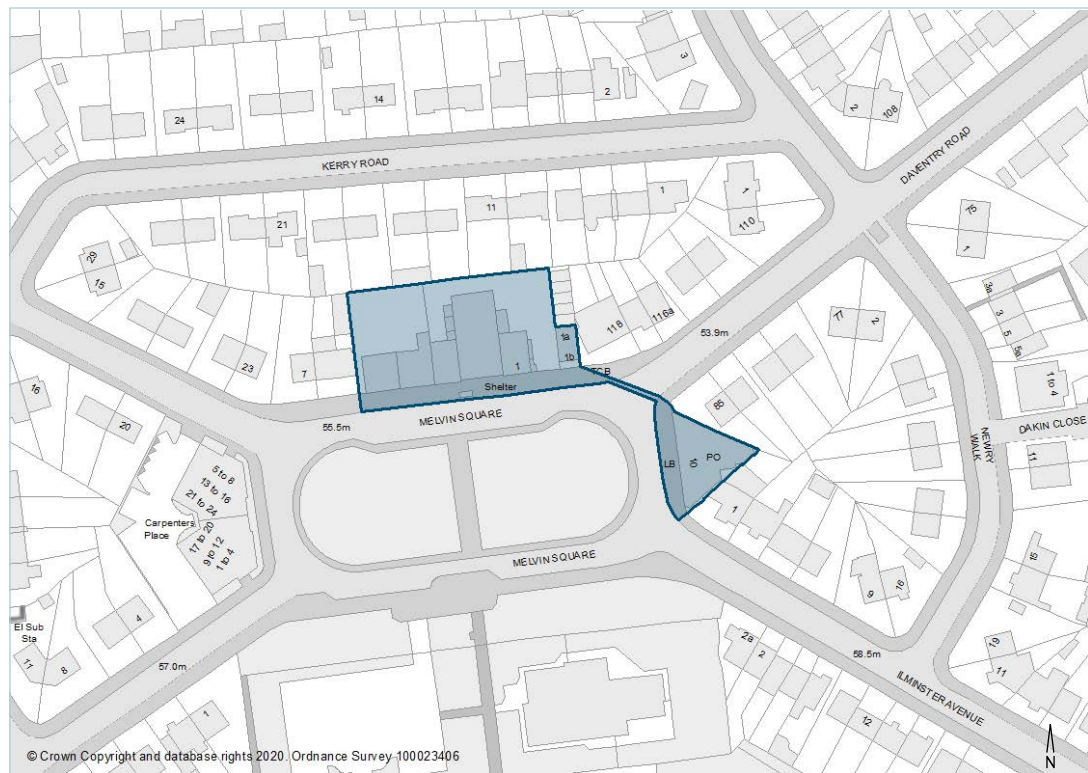
Leinster Avenue, Filwood

Ward: Filwood



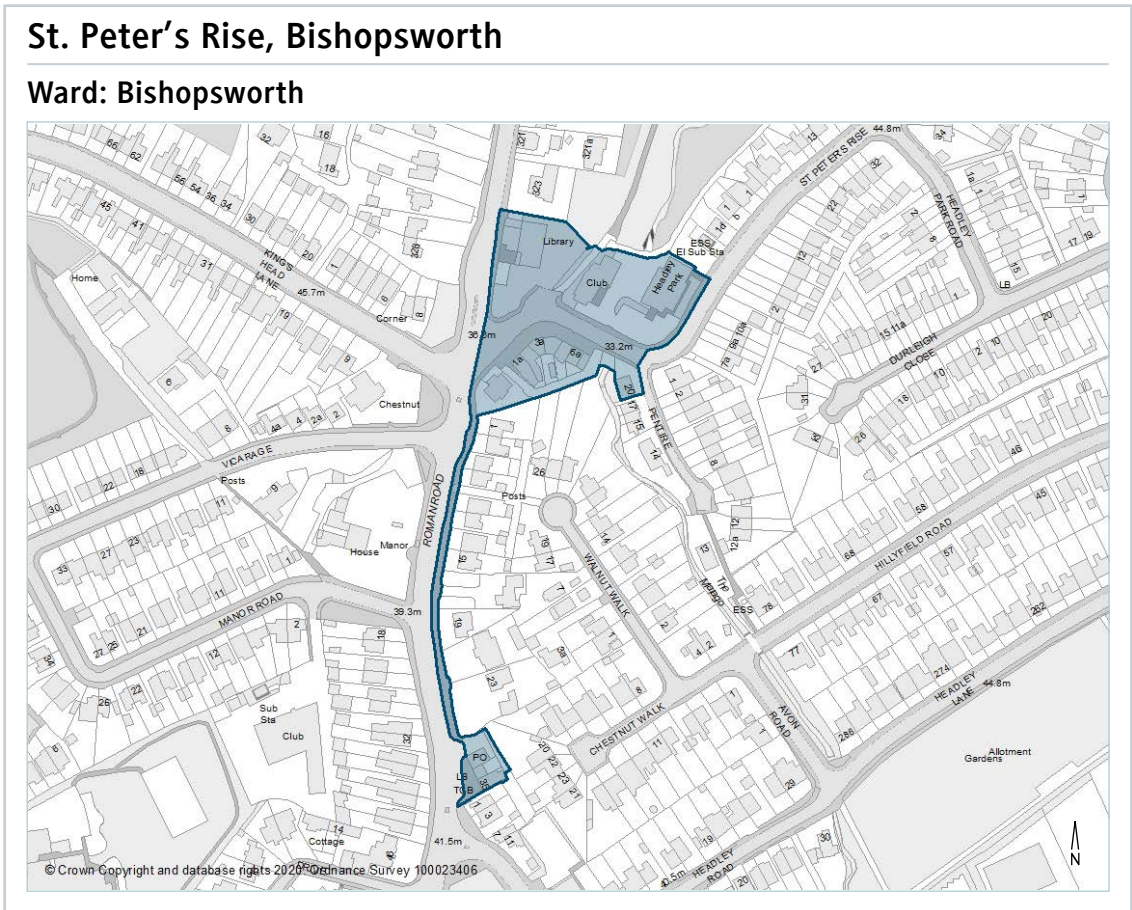
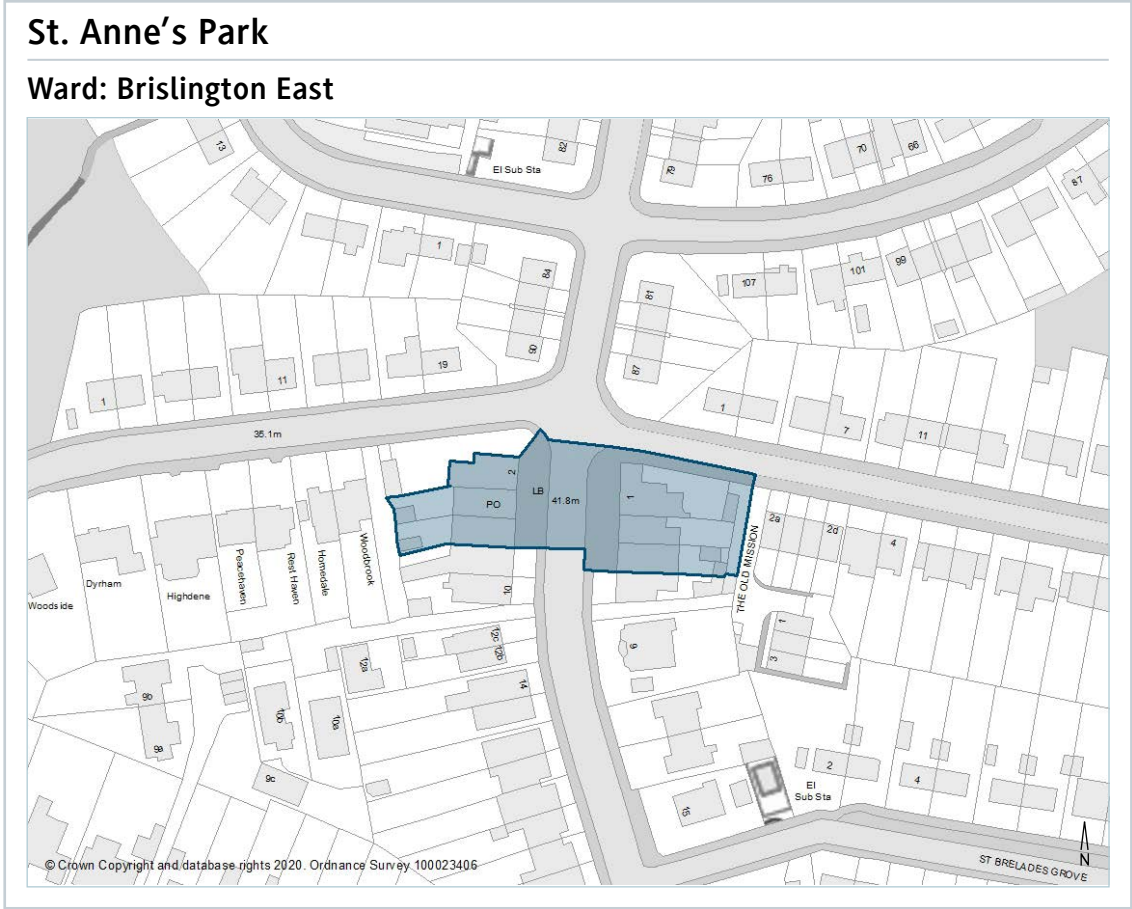
Melvin Square, Knowle West

Ward: Filwood





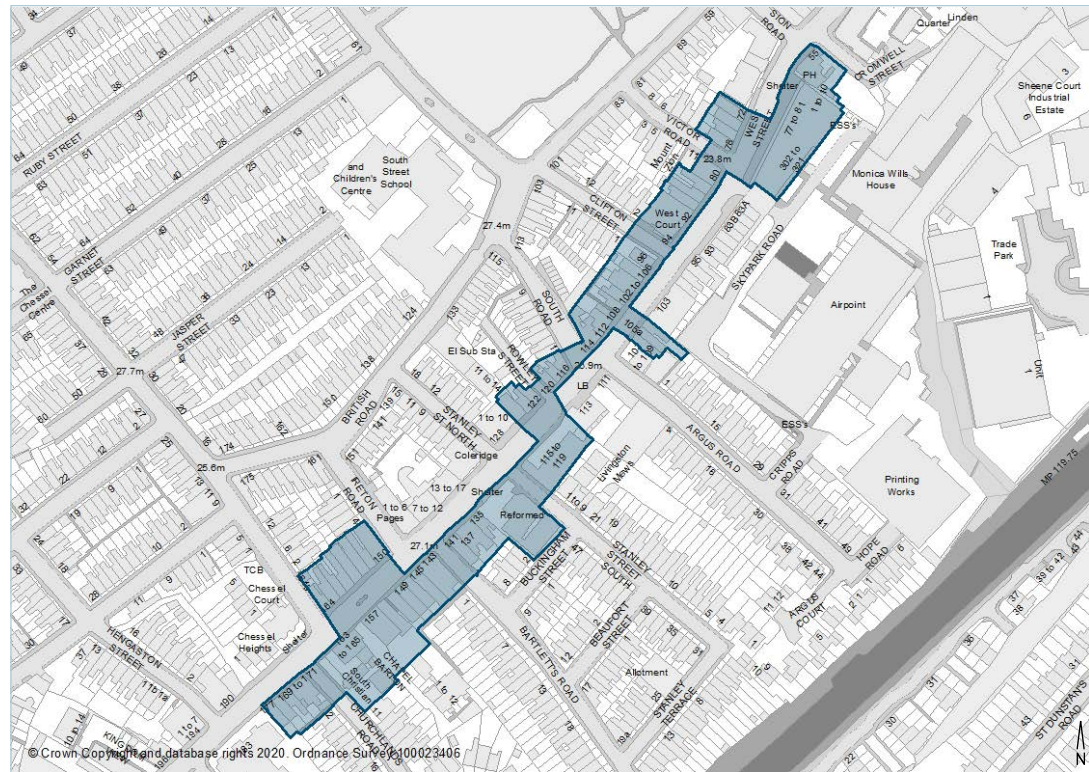
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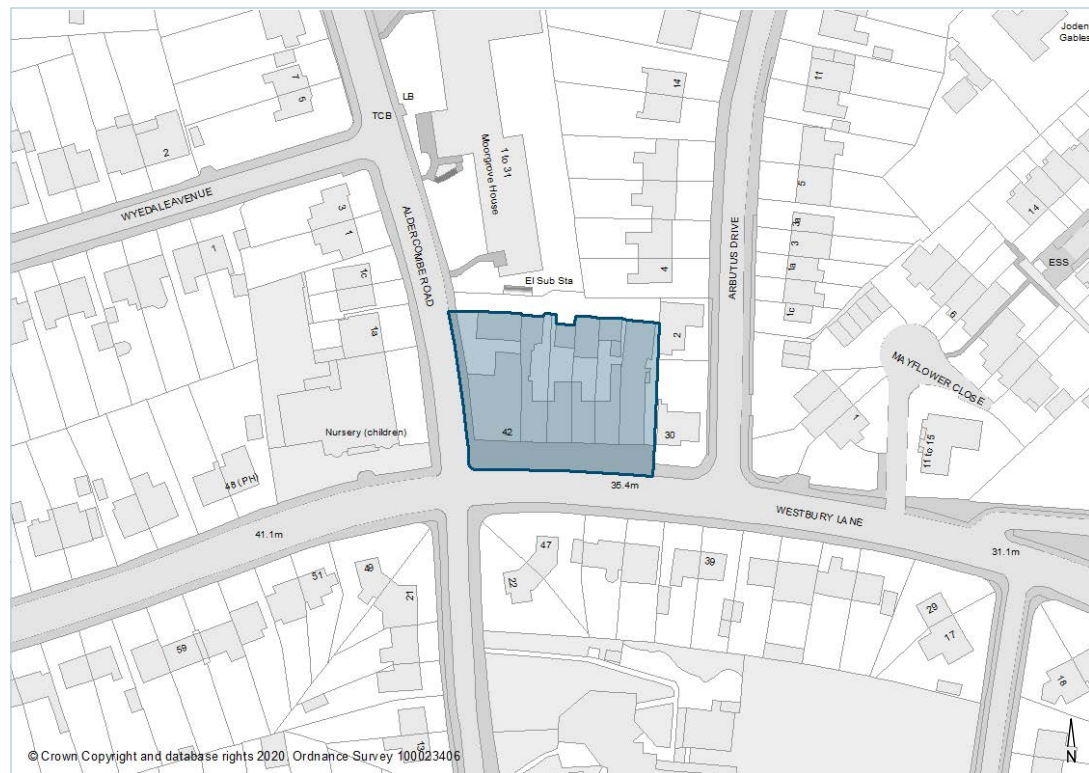
West Street, Bedminster

Ward: Bedminster



Westbury Lane, Sea Mills

Ward: Avonmouth & Lawrence Weston



Appendix 3 Local 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:

- Urban Living: Making successful places at higher densities
- A Guide for Designing House Alterations and Extensions
- Design guidance in spatial frameworks, masterplans, 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 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 and 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
- High quality detail of an appropriate scale and proportion
- 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.



