



Redcliffe

Neighbourhood Development Plan

Draft November 2016





Redcliffe Neighbourhood Development Forum

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Foreword

Radical Localism

The draft Redcliffe Neighbourhood Development Plan (The Plan) embodies a community vision for how Redcliffe will develop in the coming years. It has been produced by the Redcliffe Neighbourhood Development Forum (The Forum), a community group made up of people who live and work in the area. Our mission is to reconnect North and South Redcliffe and create a real community heart for our neighbourhood. The location and scale of the project also means that this project is critical not just for Redcliffe, but Bristol as a whole.

The purpose of this draft Neighbourhood Plan at this stage, is to seek community and wider city support and serve as a focus for the setting up of a joint Community, Bristol City Council and private sector partnership to produce a finalised Neighbourhood Plan for implementation.

Redcliffe is a neighbourhood that has been overlooked by planners and policy-makers. It has long been sliced in half by an over-sized dual carriage-way, once part of now abandoned western section of the Inner Circuit Road. St Mary Redcliffe Church, described by Queen

Elizabeth 1 as ‘the fairest and goodliest... church in all England’, is penned in by tarmac. All along Redcliffe Way and Redcliffe Hill, roads and car parks dominate so that the area more resembles a suburban bypass rather than an important part of the city centre fabric.

Moreover, Redcliffe Way not only divides North and South Redcliffe. The disconnect the road creates is so severe, it also marks the divide between North and South Bristol, with South Redcliffe experiencing high levels of economic, social and environmental disadvantage. South Redcliffe is in the top 5% of the most deprived areas in England, according to the Index of Multiple Deprivation.

This document sets out the community’s vision for re-imagining and re-making Redcliffe. It focuses on Redcliffe Way and Redcliffe Hill as the key to unlocking the real potential of the area. We have been inspired by projects like New York’s High Line which have reclaimed underused or redundant transport infrastructure.

We have worked hard over the past five years to gather the community’s ideas, aspirations and needs. This has included

community co-design workshops, big events for over 400 people at the Arnolfini, to coffee mornings with mums and toddlers; from walking the streets with our “Redcliffe Wish Cart” to lunchtime talks at local offices. The Redcliffe Plan has been structured by the consistent priorities that have come out of this wide ranging process. These big ideas are:

- Tackle inequality by creating a stable and mixed residential population with a focus on affordable and family housing;
- Connect up and animate Redcliffe Way between Temple Meads Station and the Harbour;
- Connect up and animate Redcliffe Hill, linking Bedminster and the centre;
- Enhance and create a growing network of accessible and useful green spaces;
- Limit the impact, speed and volume of motor traffic that goes through Redcliffe;
- Create an urban village atmosphere with a diverse mix of shops and services and other uses that better support community life;
- Create a fitting setting for St Mary Redcliffe Church;
- Create a streetscape and urban form that delights, surprises and encourages curiosity, exploration and lingering;
- Create opportunities to develop the ongoing stewardship role of the local community;
- Integrate green infrastructure into the design, build and management of the development;
- Apply high architectural and environmental design standards to contribute to the area’s place-making function and sustainability.

When the Forum was set up, we took the decision that we were not interested in just making a paper plan. We knew from hard learnt

experience that plans not rooted in practical reality usually get left on the shelf, as has been the case with many of the ideas for Redcliffe for over the last 30 years.

Back in 2006 the community produced a spatial development plan for the whole of Redcliffe, an area covering 12% of the whole city centre. This huge job which was carried out successfully by Redcliffe Futures- all volunteers- and converted by Bristol City Council officers into Supplementary Planning Document 3: A Vision for Redcliffe. A great achievement. However, there continued to be a gap between the promise of that document and the reality of planning decisions on the ground.

In producing this Plan, Redcliffe Forum has been very careful to bring the community’s vision to the fore, but also to test it with two sets of partners who are vital to involve if that vision is ever to become reality. These partners are: Bristol City Council, who are the landowners of 90% of the land; and the development industry, whose financial backing and belief that the Plan is deliverable, is essential.

This is an innovative approach to plan-making and regeneration and has led to some big steps forward. For example, the Mayor and Cabinet have endorsed our vision and a Joint Delivery Board with the community and senior officers in the council has been set up to implement the community’s emerging Plan.

The Forum has undertaken financial viability testing, researched funding opportunities, and asked for feedback from independent development industry experts. The results of this careful process have been used to test potential layouts for our development site (see appendix B). As a Forum we decided that we should only present

viable options as it would be dishonest and of little practical point to do otherwise.

Our proposed layout in this Plan, with a radically remodeled & shrunk Redcliffe Way in something like its current position, has proved to be a viable option, compared with prohibitively expensive alternatives, and is one that delivers a great deal of the community's long-held aspirations.

However, this layout is not presented as a final resolution or detailed masterplan scheme. It is an illustrative guide to what a viable development could look like.

We anticipate that the layout and design will be modified and improved as the Plan moves through the development process. The aim is that more resources will become available from a development partner to test modifications that the Forum does not currently have the resources to fund. For example, to test whether Redcliffe Way could be reduced to two traffic lanes, it has been estimated to cost £180,000 (not to do the actual physical work, but just to test whether it is possible in terms of modeling the traffic requirements).

The community's aspirations for Redcliffe have been bubbling away for many years. The Redcliffe Forum believes this draft Plan represents a significant step forward towards realising those ambitions.

Thank you to all those (and there are many) who have helped so far. We look forward to working with you- and others- in taking the next steps forward.

Melissa Mean
Convenor
Redcliffe Neighbourhood Development Forum



Aerial Map showing Redcliffe Neighbourhood Development Area in its context. Source: Esri, digital Globe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community.

1.0 Introduction

Redcliffe Neighbourhood Development Plan (The Plan) defines a community vision for how Redcliffe will develop in the coming years. This Plan has been produced by the Redcliffe Neighbourhood Development Forum (The Forum), a community group whose mission is to re-imagine and re-make Redcliffe. It sets out a vision, policies, and community objectives on the future development and use of land within the Plan Area. It has been prepared in accordance with the provisions of a suite of adopted and emerging Development Plan documents and guidance developed by Bristol City Council (The Council).

This document has been produced through wide consultation with members of the community and stakeholders. The draft Plan will undergo further consultation, and then independent examination followed by a public referendum. Once it has passed a referendum locally, The Plan will be ‘made’ part of the statutory development plan to guide development within the neighbourhood. A Joint Delivery board has been established between The Forum and The Council to progress The Plan, therefore the plan presented here will be a proactive tool used to bring positive change in the area. The Plan covers a period from 2015 to 2030.



Redcliffe Way Aerial

1.1 Why Redcliffe Needs a Neighbourhood Development Plan

Redcliffe is a neighbourhood occupying a unique position within the heart of Bristol on an island bounded by the Floating Harbour to the north and west and by the River Avon (New Cut) to the south. The Plan Area comprises 11.1 Hectares of land currently severed by a four lane dual carriageway – Redcliffe Way (A4044) which is the main arterial route and gateway from Bristol Temple Meads train station to the city centre, including Queen Square and Harbour side.

This carriageway, alongside large surface level car parks has led to domination by traffic. This makes the environment inhospitable, polluted and difficult to move around for pedestrians. In the peak rush hour the area is relatively busy, but during off-peak hours by contrast the streets are quiet and lacking in activity. At the heart of Redcliffe sits St Mary Redcliffe Church, which has enormous significance nationally for its architecture and historic interest as one of the most important medieval parish churches in the country. It provides a magnificent architectural centre-piece, whose urban integration and the significance of which has been eroded by the surrounding post-war redevelopment and infrastructure. To the east of the area lie a national hotel and offices that largely turn their back or are set back from Redcliffe Way. To the west Redcliffe Wharf occupies a prominent position on the harbour, one of the few remaining undeveloped waterfront sites in Bristol.

The Plan sits within the larger designated Redcliffe Neighbourhood Planning area. This larger area has a resident population of 3,076 (2011 census data) and can be broadly divided into North and South Redcliffe, with Redcliffe Way dividing these communities. To the

north there is an expanding population of professionals in private rented accommodation. As well as residential, a predominant land use to the north is commercial, including some larger headquarters and institutions. To the south the area comprises mainly residential with supporting local services, including a Sixth Form College, a secondary school and Children's Centre.

The population to the south comprises a large proportion of social rented households and a more established population of predominantly elderly residents and young families, with a high level of social need. Redcliffe South is in the top 5% most deprived wards in the country. It is worth noting that for the purposes of the Neighbourhood Plan any statistics cited from the 2011 census data represent the area covered by the designated Redcliffe Neighbourhood Planning Area, rather than the electoral wards.

The Plan seeks to promote access and connections between North and South Redcliffe and importantly accessibility to economic growth and regeneration. In particular, to the east of The Plan Area and sharing some of its boundary lies the Temple Quarter Enterprise Zone (The Enterprise Zone), one of the UK's largest urban regeneration projects. It is essential that aspirations and policies in this Plan and emerging proposals for the Enterprise Zone are integrated. The 25 year ambition for the Enterprise Zone project is to create a hub for creative, high-technology, specialist engineering and low-carbon companies, building on the city's reputation as a knowledge-intensive centre. As well as employment uses, new homes, supporting retail, an arena and a redeveloped railway station are proposed.

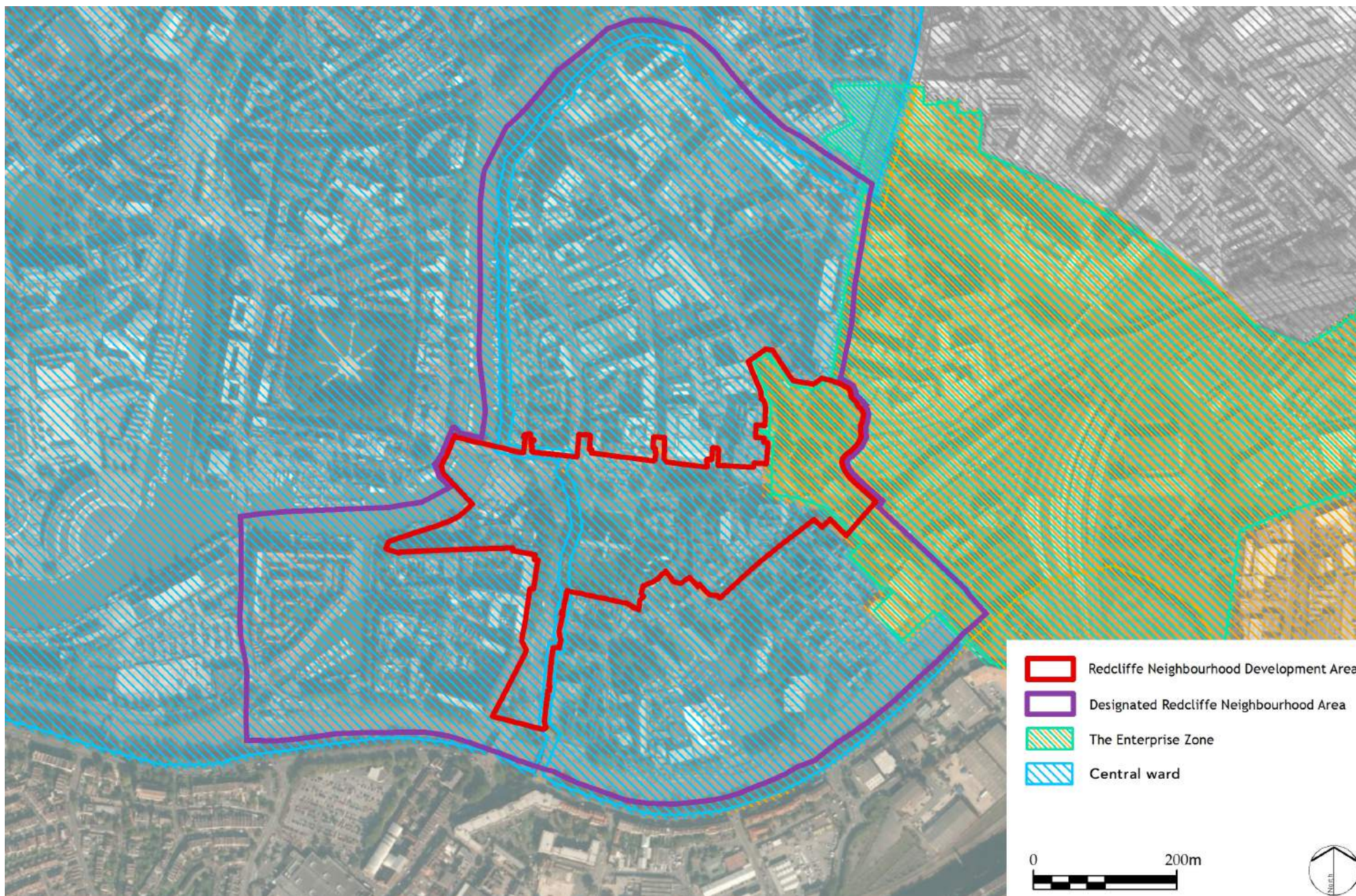


Fig. 1.1.1 - Map showing boundaries relevant to The Plan.

Source: Esri, digital Globe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community.

In 2006 the community of Redcliffe produced a spatial development plan for the whole of Redcliffe, an area covering 12% of Bristol City Centre. This plan formed the basis of a Supplementary Planning Document: A Vision for Redcliffe, prepared by a voluntary group called Redcliffe Futures and subsequently adopted by the local authority. This plan provided limited information for Redcliffe Way.

With the advent of the Localism Bill in 2012, Redcliffe seized the opportunity to try out the new community planning powers and fill the missing gap that the Supplementary Planning Document did not cover. The Redcliffe Neighbourhood Development Forum was set up by a group of people who live and work in the area, building on the work that the community had already undertaken. It was one of 100 vanguard projects across the UK to begin testing out the realities of the localism agenda. At the heart of this process is the bringing together of the different communities in Redcliffe and identifying and developing their ideas, needs and aspirations, and working them up into a feasible development option.

One of the recurring aims of the community is to encourage a future for Redcliffe in which it becomes an environment in which people want to live and spend time, rather than just to travel through. The community want to create a new neighbourhood heart for Redcliffe and build a welcoming gateway to the city centre. The aim is to create a balanced and vibrant community and make Redcliffe a better place for people to live and work and also benefit the wider city. To secure a plan that tackles inequality and encourages diversity, innovation and activity, and importantly one that can be delivered on the ground.



Redcliffe Way is designed for vehicles and forms a barrier in the neighbourhood. This contributes to poor north-south connections and a neighbourhood split in two.



Large areas of surface car parking is dominating much of the area and creates an insensitive setting for St Mary Redcliffe Church



North Redcliffe - Large commercial businesses



South Redcliffe - Large blocks of flats

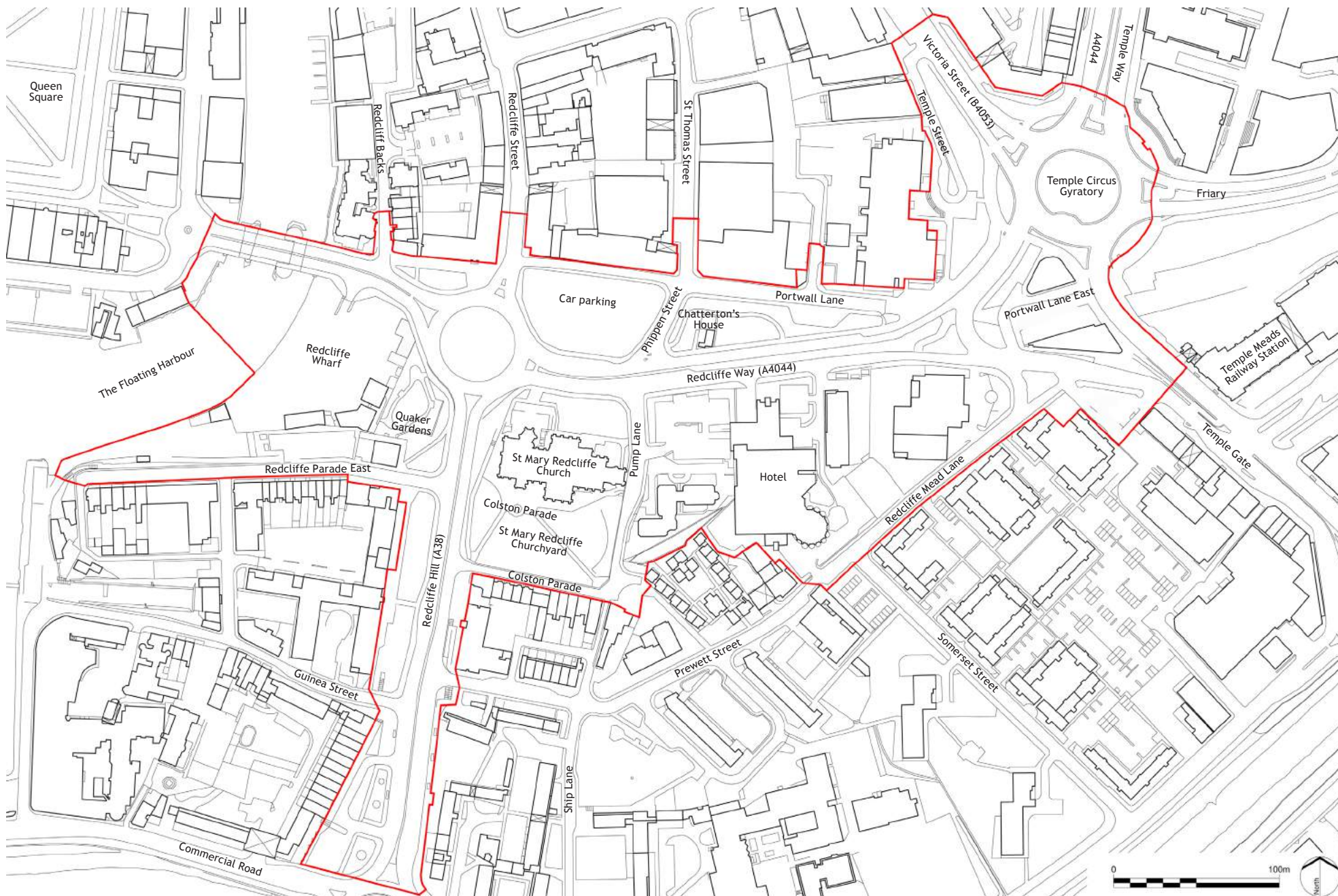


Fig. 1.2.1 - Existing Map.

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1.2 Background to The Plan

The Localism Act 2011 established the right of communities to prepare Neighbourhood Development Plans to respond to the needs of their local area and to create a genuine grassroots approach to setting planning policy. In 2012, the Government published the Neighbourhood Planning Regulations which set out the rules governing their preparation and adoption as statutory planning documents and how they must:

- Be compatible with European Union obligations and human rights requirements.
- Be in keeping with National Planning Policy Framework.
- Contribute to the achievement of sustainable development.
- Be in general conformity with the strategic policies of Bristol City Council's Local Plan.
- The Bristol Local Plan comprises the Core Strategy, 1997 Plan Saved Policies, the Site Allocations and Development Management Policies and the Bristol Central Area Plan. These documents have all been referred to in preparation of this plan.

The Redcliffe Neighbourhood Plan (The Plan) sets out a vision and policies on the future development and use of land within Redcliffe. It focuses on the area around Redcliffe Way and Redcliffe Hill, as the key development areas for reconnecting and tackling inequality between North and South Redcliffe, and creating a shared heart for the neighbourhood. The Plan has been prepared in accordance with the provisions of a suite of adopted and emerging Development Plan documents and guidance developed by Bristol City Council (The Council).

The purpose of this document is to capture the community's

aims and objectives for the area, enable further consultation with stakeholders in line with the Localism Act. The Plan will then undergo an independent examination and then a public referendum. Once it has passed referendum, this plan will guide development within the neighbourhood.

Preparing the Plan

The plan has been initiated and prepared by residents and people who work in Redcliffe, through The Forum, who have come together to shape positive change in the place they live and/or work. They have been supported by Bristol City Council, Department of Community and Local Government, Locality, Quartet Community Foundation, Creative Seed Fund, CABE/Design Council, The Princes Foundation, Community Development Foundation, Cabot Neighbourhood Partnership and Lawrence Hill Neighbourhood Partnership. The Forum has collaborated with St Mary Redcliffe Church, the Neighbourhood Planning Network, Barton Wilmore, Bath School of Architecture, students of Cardiff University MA in Urban Design and the Architecture Centre, and the Chamber of Commerce. The draft Plan presented here has been prepared by the Forum working with *LDA Design* and *muf architecture/art*.

Through the process of preparing the Plan, the Forum has used an approach of “co-design”, bringing together local people (who are experts in their local area), and built environment professionals (who are expert in areas such as planning, architecture, sustainability, urban design and health) to work collaboratively together to develop and test ideas. The Forum believes that this approach is very important in getting a Plan that is both grounded in the everyday knowledge and knowhow of the local community and can draw on wider experience to deliver a truly innovative and ambitious development that the whole of Bristol can be proud of.

THE STORY SO FAR...

In April 2011, a groups of residents, who were part of Redcliffe Futures, came together to explore setting up a new community group that could be one of the "vanguard project" testing the new community planning powers promised by the new Localism Bill. Paddy baked a cake to mark the occasion.



April 2011

During February to May 2012 Cardiff School of Architecture worked with More Redcliffe to undertake a series of community consultations and co-design sessions on specific sites within Redcliffe and how an urban design approach could enhance the area.



May 2012

During February and March 2013 a public exhibition of proposals for Redcliffe was hosted at the Architecture Centre and then St Mary Redcliffe Church, which over 1000 people visited.



March 2013

A "Redcliffe Wish Cart" toured the area sharing proposals for Redcliffe and gathering feedback through a questionnaire, and was supported through an online survey. The consultation tour included visiting toddler groups, offices, community lunches, as well as street interviews in different parts of the neighbourhood. The survey results were used to establish the community's priority policies.



May 2013

In February 2014 LDA Design are appointed to develop the aspirations of the community into a developable Neighbourhood Plan, including options and policy development.



February 2014



May 2011

A wider community meeting was called in May 2011 at which the idea of a neighbourhood plan was discussed and supported, and an application to become a vanguard Neighbourhood Planning Forum was made.



October 2011

October 2011-January 2012 Bath School of Architecture worked with More to undertake a base-line evidence social, economic & environmental study of the area, including conducting street interviews and developing scenarios for possible development.



April 2012

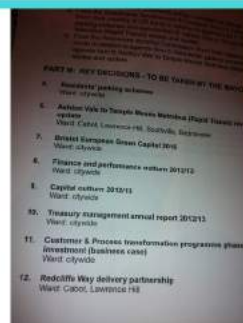
In April 2012 a series of Neighbourhood Planning Co-Design Workshops took place over three days supported by The Princes Foundation and Barton Wilmore. 800 invitations were posted through letterboxes in the area. Over 60 local residents 40 stakeholders from businesses and public and civic organisations took part.



January 2013

Following the passing of the Localism Bill at Westminster, the Redcliffe Neighbourhood Development Forum was officially designated as a Neighbourhood Planning Forum in July 2012.

In January 2013 a series of co-design workshops took place supported by CABE and The Architecture Centre with local residents and built environment professionals, including Jan Gehl, George Ferguson and David Mackie. The events included walks of the area, design workshops and a public for 400 people at the Arncliffe to test the emerging ideas with the wider Bristol public.



July 2013

In July 2013 the Redcliffe Joint Delivery Board is passed unanimously by Bristol City Council Cabinet. The Joint Delivery Board is a partnership between The Forum and Bristol City Council. Its purpose is to implement the community's emerging Plan.

June - July 2014

In June 2014 a session with representatives of the development industry is held with three developers and the Homes and Communities Agency to informally gauge the opinion of the emerging options in terms of viability and how deliverable there are.

In June 2014 a co-design workshop is held with residents and built environment specialists to review the emerging options and discuss the priorities for the planning policies.

In October 2014 the larger boundary of the Redcliffe Neighbourhood Planning Area is officially designated.



October 2014

In April 2015 we work with UWE School of Architecture to involve local people in testing out some of the playable landscape ideas contained in the draft plan. The Redcliffe Trails include two games for people to play.



April 2015

Temporary Occupations: a series of tiny games is installed across the neighbourhood where people are prompted with simple instructions to play and interact with the public realm, street furniture and other people.

In December 2015 we use a laser cutter to make the Redcliffe Neighbourhood Plan in bauble form for display as part of city-wide Christmas Tree collection and exhibition.



December 2015



March - May 2014

In March 2014 muf art/architecture are appointed as "artists in residence" to research playable landscapes, community infrastructure for the area, and how to bring alive the Plan in terms of offering "glimpses of the future" through spatially located proposals.

In May 2014, the Forum, in partnership with St Mary Redcliffe Church, holds a special briefing for businesses in the area. Over 60 people came. An online survey targeted at identifying business and economic priorities for The Plan is also undertaken.



November 2014

In November 2014 the draft Plan is agreed by the Forum and published for feedback from the local community and other stakeholders. Feedback sessions are run at community events, local organisations & businesses, and other creative ways to engage people



July 2015

July 2015 We host a Breakfast Business Briefing on the Draft Plan for local business leaders and people who work in the area. Over 40 people come.



September 2015

September 2015. We run a series of community events to get create feedback from local people- particularly targeting families and children.

November 2016

Draft Plan released and new campaign website launched.

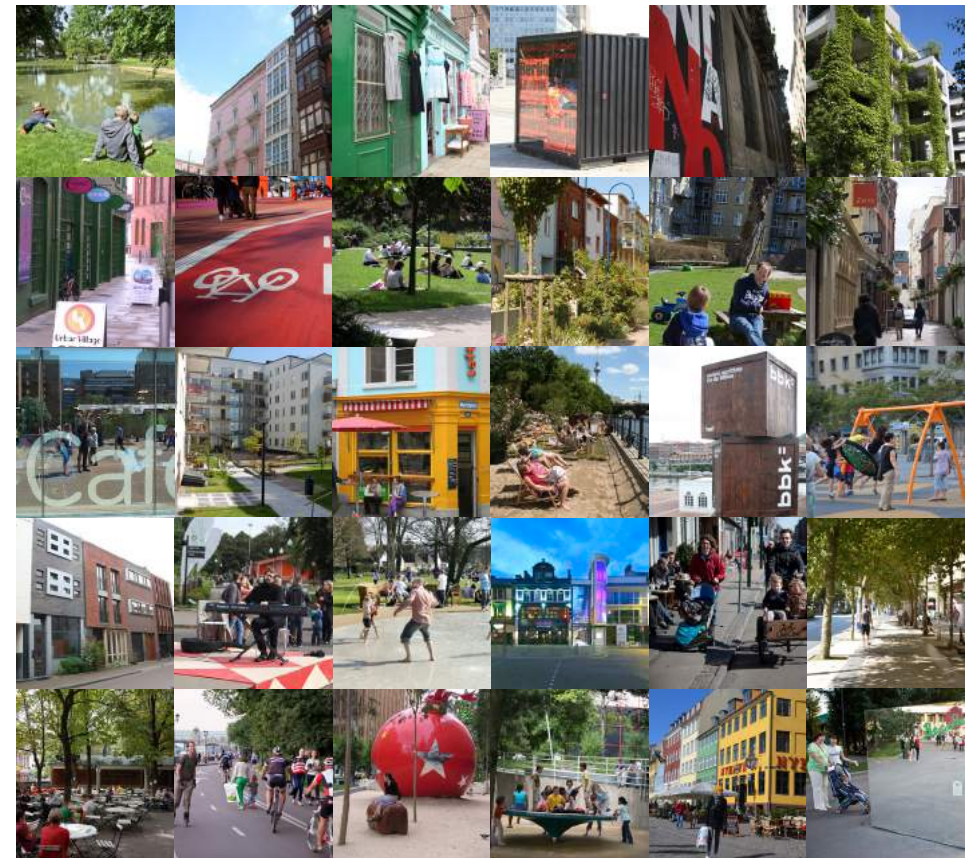
December 2016

Formal process to secure a development partner to help implement the Plan begins, led by the Joint Delivery Board.

2.0 The Neighbourhood Development Plan

2.1 The Community's Vision

The aim of the Neighbourhood Plan is that Redcliffe Way becomes a new heart for the community, reuniting the north and south. It will provide a lively mixed-use city neighbourhood, which has both a grand boulevard and a fitting setting for St Mary Redcliffe Church, but also more intimate streets and spaces. It will be a place that is people friendly, creating a public realm that encourages congregation and exchange, as well as being a great place for affordable family living in Bristol. It will look, feel and act green, in every sense of the word from energy use, biodiverse green and blue infrastructure, an urban form that encourages people to walk and cycle, through to flexible streets and spaces that encourage interaction. Importantly, it will require a level of innovation, rigour and a responsive master planning process to ensure the richness, delight and beauty that the community aspire is delivered.



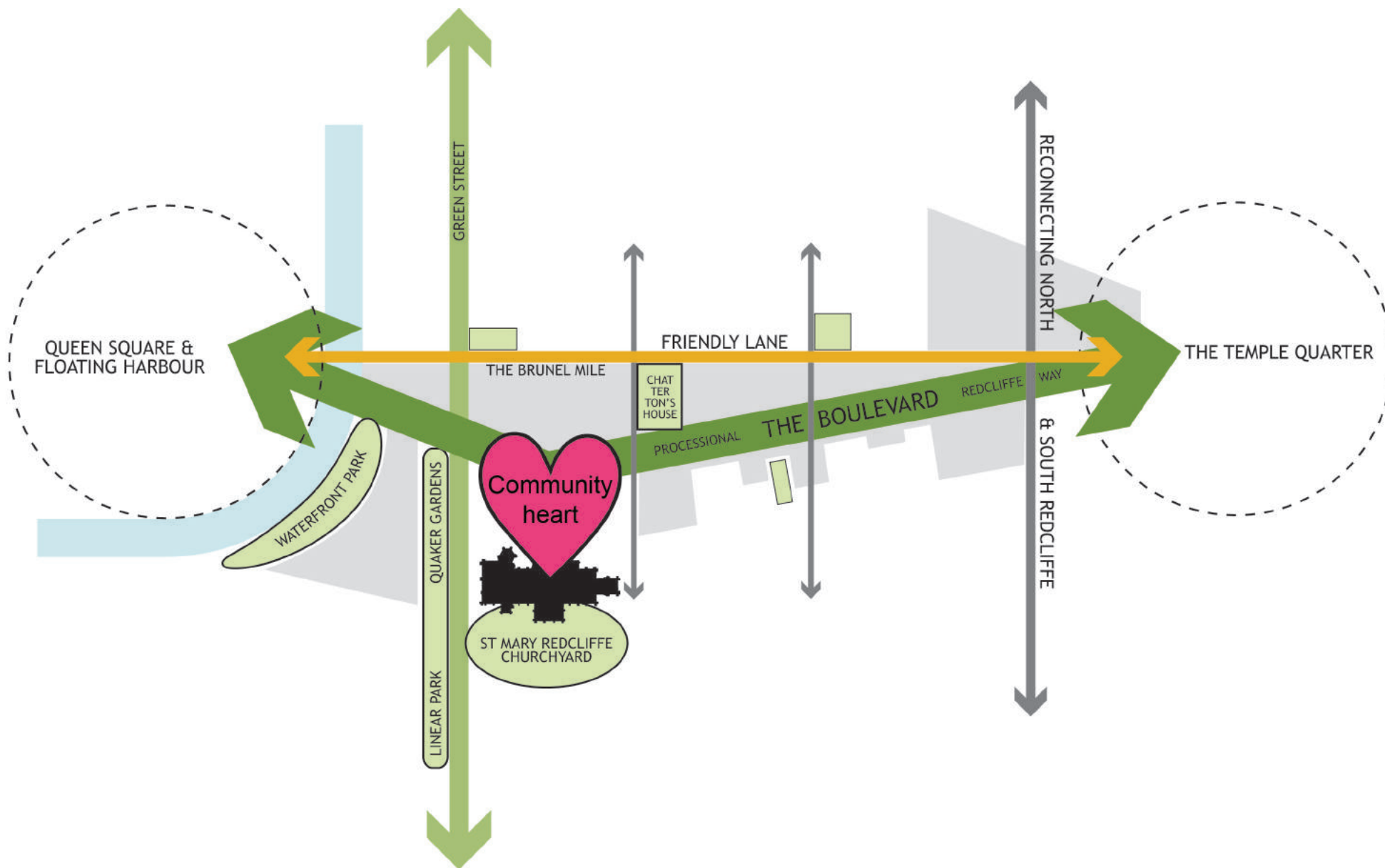
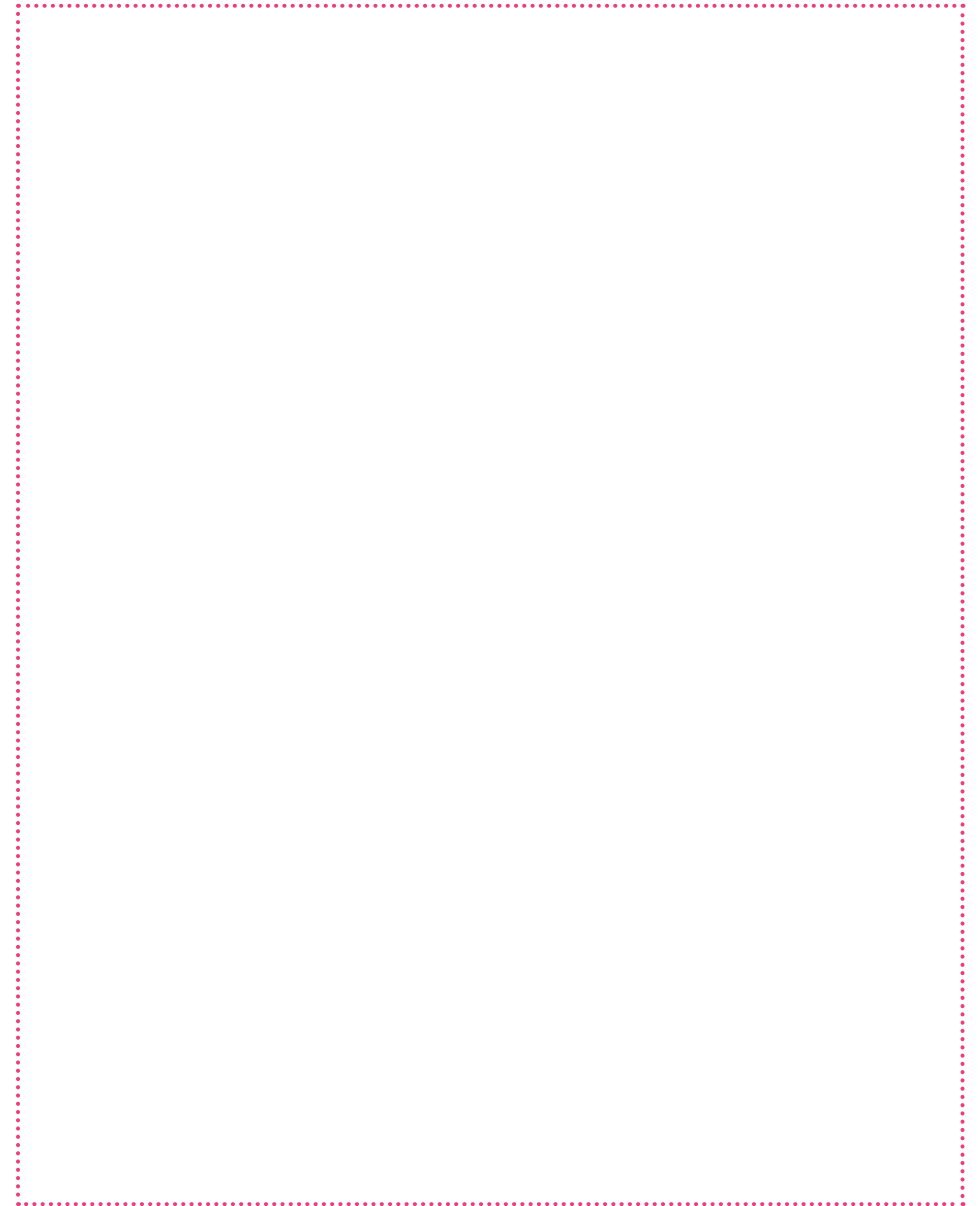
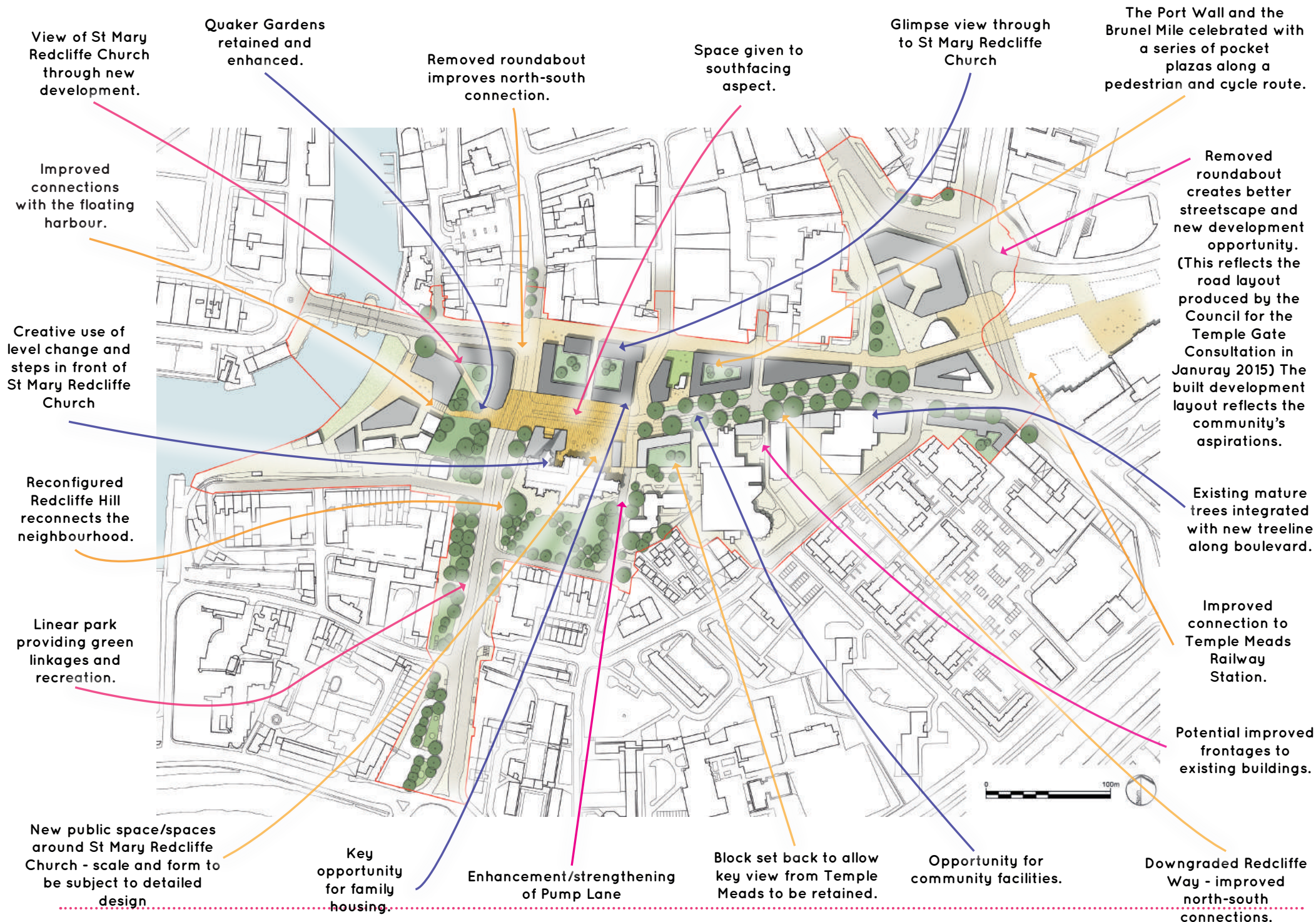


Fig. 2.2.1 - Design Concept

2.2 The Illustrative Map

The illustrative map (Fig. 2.2.2) shows what Redcliffe might be like in the future if the ideas and proposals developed by the community are implemented. It has been developed over a period of time and following a process of options development whereby a number of approaches were explored, such as early ideas for moving Redcliffe Way to the north away from the church. This option was superseded because of the potential upfront costs of moving the infrastructure, developer feedback on the delivery challenges and an urban design appraisal that resulted in the plan developed here. It is however worth noting that the latest illustrative masterplan remains a flexible plan showing the potential of place and key principles. For more background information on the development of the options, refer to Appendix A – Opportunities and Constraints and Appendix B – Options Development. The Forum opted for without dissent the preferred illustrative plan at a forum meeting held on 21st October 2014.







2.3 Delivering the Plan

A large area of the land available for development is owned by The Council, therefore a Joint Delivery Board was set up in July 2013 to ensure that the aspirations of the community and the principle landowner are achieved in parallel. For instance, it is recognised that The Council as Highways Authority have considerable powers to implement changes to traffic infrastructure and transport systems and that the Joint Delivery Board will ensure any decisions that are made are considered alongside the objectives of The Forum.

To deliver The Plan the Joint Delivery Board will seek to use this document as a development brief that can be used as part of a dialogue with potential developers. The Illustrative Map (figure 2.2.2) represents a starting point and we expect that there will be progress as the detail develops.

It is acknowledged that further work is required in order to develop and test the aspirations of the community and enable the The Plan to be delivered in a coherent manner. Three key pieces of work have been identified and it would be the intention that these become Supplementary Planning Documents (SPDs):

Green Strategy

A key community objective is to create a network of connected, high quality, multi-functional open spaces and corridors for the benefit of wildlife and people. A Green Strategy will set out a vision and spatial framework, provide advice on delivery, identify a range of functions and benefits, deficiencies in the existing provision of public open space and access to nature and strategic open space opportunities.

This would include both public and private spaces and would logically include the whole of the designated Redcliffe Neighbourhood area.

Public Realm Strategy

The term public realm is often to describe the space between and within buildings that is publically accessible, including streets, lanes, squares, parks and open spaces. A Public Realm Strategy will set the vision and spatial framework for the public realm and will cover topics such as the role, function and hierarchy of streets and spaces, stewardship, meanwhile uses, smart design and flexible uses. Play will be an important part of the Strategy, encompassing playable landscapes for all ages, well integrated into the public realm, not just as standalone provision.

Development of guidance and policies will require close working between the community of Redcliffe and The Council who are also currently developing a Public Realm Toolkit and guidance document 'Shaping Quality Places'.

To note: The Public Realm Strategy and Green Strategy could be two separate strategies or logically combined into one strategy because of topic overlaps.

Design Codes

Design codes are a distinct form of detailed design guidance. The NPPF urge local planning authorities to consider using design codes where they could help deliver high quality outcomes. A design code is a set of written and graphic rules to provide clarity over what constitutes acceptable design quality for a particular site or area, and thereby will provide a level of certainty for the Redcliffe community. Design codes set out design principles aimed at delivering better quality places, for example the requirements for streets, blocks and massing, or they may focus on landscape, architectural or building performance issues (for example, increasing energy efficiency). Codes provide a positive statement about the particular qualities of a place.

At this stage, the Forum envisages that the delivery partnership (made up of the Council, the Forum and the delivery partner) would have responsibility for developing the three strategies through the development process and their production would be agreed as part of the development brief.

Prioritising Spend

Where appropriate, priority projects identified in the plan will be part-funded by developer contributions raised through Bristol's Community Infrastructure Levy (CIL). CIL is charged based on the net increase in floorspace arising from new development, with exemptions for certain types of development such as social housing, self-build homes, and development by charities in support of their charitable activities. The total amount that will be raised through CIL will necessarily depend on the scale and type of development brought forward throughout the Plan period, and it is unlikely that 100% of money raised will be spent in Redcliffe. However, with a Neighbourhood Plan in place, Redcliffe can expect to receive a proportion of CIL contribution raised in the area. Any such support will be negotiated with the Council and Central Ward Neighbourhood Partnership.

The purpose of CIL is to provide the infrastructure that is required to support new development. However, it cannot be used to address existing infrastructure deficiencies, except where new development would lead to a worsening of existing pressures.

The Forum will work with the Council through the Joint Delivery Board to establish an evidence-based schedule of those priority projects identified in the Plan which might be eligible to receive CIL funding. It is likely that the Council will have to update its 'Regulation 123 List' in order to ensure that Redcliffe gets the maximum benefit from CIL. The creation of a 'Redcliffe Regulation 123 Zone', of the type already established for Lockleaze and Knowle West, is seen as the most appropriate means of achieving this.

Priority projects for such funds should they become available include priority community projects in the designated Neighbourhood Planning area (not limited to the identified development site). Measures that address inequality between North and South Redcliffe will in particular be sought. Priorities that have already been identified through the consultation and engagement process include:

- enhancement of the public realm- in particular sites such as the proposed linear park along Redcliffe Hill, and the Quaker burial ground- that are not clearly linked with a specific development site;
- improved safety and quality of play spaces around Somerset Square and adjoining green spaces;
- improved shop frontages and public realm along Redcliffe Hill and Prewett Street.

Further consultation with the community about priority projects will be undertaken during the next stage of consultation on The Plan.

The Forum will consult on community priorities during the next stage of consultation.



3.0 Community Policies and Objectives

3.1 Introduction

This section sets out community policies and objectives to which development proposals within the Neighbourhood area will need to respond. They are specified under each of the following themes:

- Identity
- Layout and Design
- Housing
- Community
- Environment
- Heritage
- Movement
- Economy

Our policies and objectives have been separated into different themes but it should be noted that any new development is expected to meet the requirements of all relevant policies, for example, new housing will be expected to meet not only the housing policies within the housing section but also those on Environment, Layout and Design etc.

The National Planning Policy Framework states the presumption in favour of sustainable development. The community strongly endorses this and the Neighbourhood Plan will work to encourage regeneration and new development opportunities that help to achieve social, economic and environmental objectives. How The Plan seeks to achieve sustainable development is a continuous thread; therefore how this is achieved is embedded in each policy.

Each theme has been laid out in a consistent manner listing the following:

- Evidence and Need (including the strategic policy context)
- Our Policies and Community Objectives,
- Impact: What the Policies Achieve (alongside useful precedents).

The Policy Map (Fig. 3.1.1) shows the main spatial policies of the neighbourhood plan.

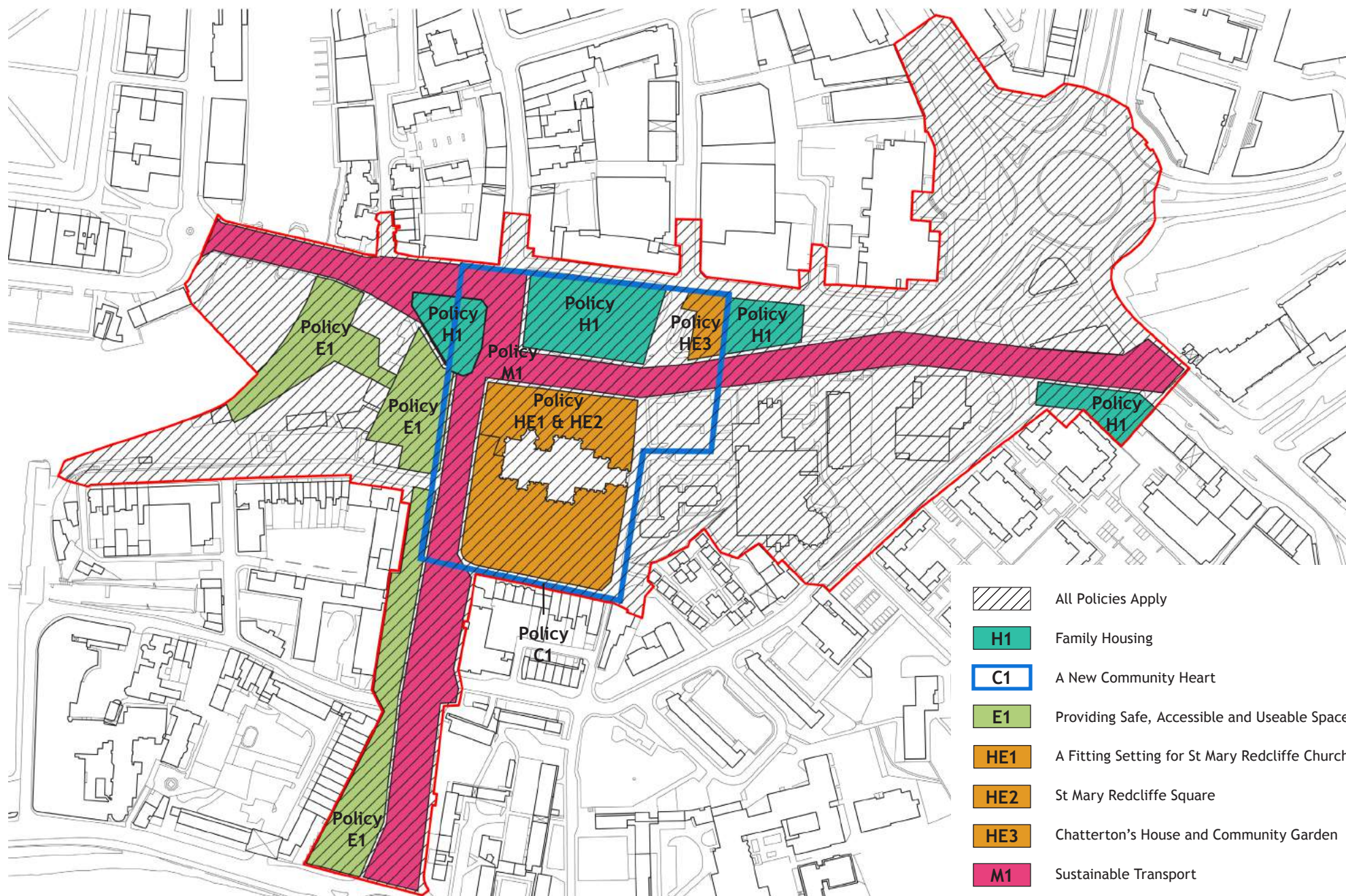


Fig. 3.1.1 - The Policy Map Source: Ordnance Survey material by permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright 2013. All rights reserved. Reference number 0100031673

3.2 Identity

Evidence and Need

During the 1930s Redcliffe was a thriving commercial area home to iron, soap, chocolate, and tobacco and glass industries and it was these trade opportunities that had previously given rise to the development of merchant class suburbs including Georgian terraced housing. Large-scale development of high rise flats during post-war periods changed the fabric of the area significantly and has resulted in marked contrasts. The road arteries and surface level car parks have a dominant negative effect on the character of the area. They also sever the northern and southern character area, the northern area having a more commercial/dockside feel, and the southern area being more high-rise residential. The Redcliffe Conservation Area Character Appraisal (June 2008) clearly identifies these two character areas. These characteristics have led to great diversity within the neighbourhood but also a lack of coherence and recognisable identity.

The community feel strongly that in order to counter the lack of individuality and appeal within the Redcliffe Plan area, the neighbourhood should have a distinctive identity and cohesive sense of place. This should protect and maximise the benefits of the heritage assets, including St Mary Redcliffe Church and Chatterton's House, as well as creating a place in which people will want to live and work. The aspiration is that Redcliffe will have an urban village atmosphere and a unique feel like no other place in Bristol. This will entail a highly innovative and creative approach to achieve a special type of place that the community aspires.

The Redcliffe Plan supports National Planning Policy Framework core planning principle - "always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings". NPPF 'Requiring Good Design' also stipulates "in

determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area".

This Neighbourhood Development Plan supports the overarching objective of The Council's adopted Core Strategy for development to contribute positively to the area's character and identity, creating or reinforcing local distinctiveness. The Council's Site Allocations and Development Management Policies (SADMP) clearly states that 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. It also encourages 'innovative contemporary design solutions' where there are no significant local traditions, where the challenge but also the flexibility to create distinctive places will be greater.

The Neighbourhood Plan does not seek to deviate from these strategic policies. However, given the negative impact of existing roads and car parking and lack of coherent identity, Our Community Objectives (p. 27) sets out the specific characteristics that development proposals are expected to display to achieve the aspirations of the local community.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)
NPPF 7 Requiring Good Design

Bristol Local Plan Core Strategy
BCS21: Quality Urban Design

Bristol Central Area Plan (BCAP)
BCAP34: coordinating major development in Bristol City Centre
BCAP40: Redcliffe Way

Bristol Local Plan Site Allocations and Development Management Policies
DM26: Local Character and Distinctiveness

Redcliffe Conservation Area Character Appraisal, June 2008

SPD 3: Future of Redcliffe, July 2006

Identity - Our Community Objectives

All development should seek to express an identity that matches the vision of the community. Importantly, to create a lively, mixed use urban village atmosphere. As well as responding to design cues from the local surroundings, in Redcliffe this means creating a place that encourages the following:

a) DIVERSITY: A lively mix of uses and activities

Proposals should seek to create a diverse mix of complementary uses, with a particular emphasis on ground floor community, food and beverage and retail, leisure, small scale office and studio, health, crèche and live-work uses, to add vitality to the area. Above these ground floor uses, different type of uses are deemed appropriate such as residential to establish a permanent community.

b) ACTIVITY: A vibrant public realm

Proposals should seek to provide active ground floor uses along Redcliffe Way, Portwall Lane, facing St Mary Redcliffe Church and the Floating Harbour. In other locations where frontages are publically accessible, including secondary streets running perpendicular to Portwall Lane and Redcliffe Way, there should be active frontages. (also refer to Figure 3.3.2)

c) FINE GRAIN: A tight, close grain urban form

Proposals will seek to have a dense pattern of subdivision with mixed-use buildings that define and provide a sense of enclosure to the street. They should provide a coherent built frontage and repair existing weak frontages, such as to the south of Redcliffe Way.

d) PEOPLE FRIENDLY: Human scale spaces and streets

Proposals should seek to create a variety of places in which people will want to socialise. Public and private spaces should be easily distinguished. People-friendly spaces should seek also to be healthy places where air and noise pollution are at the lowest feasible levels.

e) GREEN: A place where people feel close to nature;

Proposals should seek to create usable green spaces and contribute to the biodiversity of the area. A Green Strategy for Redcliffe will need to be sought.

f) PLAYFUL: A place where play is an integral part of design

g) RICHNESS: A place where diversity and detail is important

Proposals are encouraged to achieve diversity of layout and architectural form at a human scale. They should seek to promote diversity, variety, social inclusion, safety and choice. Vertical mixed-use street buildings, townhouses, apartments and other building typologies laid out on individual plots will be encouraged.

h) ENCOURAGING ACTIVE STREET LIFE

Proposals are encouraged to provide a public/private zone outside the main building frontage to encourage stewardship of the public realm and social exchange for uses such as cafe seats, gardens and pop up uses such as markets.

i) ENCOURAGING FLEXIBLE SPACES AND USE OF SPACE

Architecture and urban infrastructure will be encouraged to be multi-purpose and support different public uses so land can be used in a variety of ways. For instance street furniture that has multiple uses, parking spaces that become market spaces.

Impact

Conformance with the Community Objectives will ensure that any new development is rooted in place, yet also creates a new lively urban village atmosphere in which the community thrives. The following precedent images depict how this has been achieved elsewhere. The images are not intended to suggest that the Redcliffe Plan should mimic these places, but rather to describe the mix of uses, scale and activity that will help to create the intensity of experience and type of place that delivers the vision.



PLAYFUL & PEOPLE FRIENDLY - Play as an integral part of design - Cathedral Square, Peterborough



SPONTANAIETY - 'Pop-up' performance - Gorky Park, Moscow



ACTIVITY - a vibrant public realm with active ground floor uses - Berlin



GREEN - Green wall - Lindenstrasse, Berlin



DIVERSITY & FINE GRAIN - Mixed use buildings enclosing the public realm - Neal's Yard, London

3.3 Layout and Design

Evidence and Need

The community feel strongly that high quality design and environmental standards are paramount to the delivery of a successful neighbourhood. This Plan supports the National Planning Policy Framework's objective to achieve excellence in design, especially design that will help establish a "strong sense of place" and "create attractive and comfortable places to live, work and visit". They support NPPF paragraph 66: "Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community". The production of design codes is also supported by the community, in accordance with NPPF paragraph 59, discussed in Section 2.3 - Delivering the Plan.

The Plan supports Bristol's Core Strategy (BCS) objective to achieve high standards of urban design and to integrate a sustainable design and construction into new development. The Site Allocation Development Management Plan design policies describe principles for layout and form, public realm, design of new buildings and heritage assets. The Bristol Central Area Plan (BCAP) sets out an urban design approach in the city centre area, including Redcliffe, based on the application of three concepts – 'The Legible City', 'The Restored City' and 'The Reinvented City'. It is understood that the document Shaping Quality Places is being prepared to support the BCAP and will provide detailed urban design guidance. The preparation and implementation of this document will require close working between the community of Redcliffe and The Council.

Our policies encourage rather than restrict development; however it is the intention that they challenge developers to deliver innovative development of high quality and creative design.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)
NPPF 7 Requiring Good Design

Bristol City Council Core Strategy
BCS15 Sustainable Design and Construction
BCS21 High Standards of Urban Design
BCS14 Sustainable Energy
BCS13 Climate Change

Bristol Central Area Plan (BCAP)
BCAP20: Sustainable Design Standards
BCAP30: Pedestrian Routes
BCAP31: Active ground floor uses and active frontages in Bristol City Centre
BCAP33: City centre spaces
BCAP 40: Redcliffe Way

Bristol City Council Site Allocations and Development Management Policies
DM22: Development adjacent to waterways
DM27: Layout and Form
DM28: Public Realm
DM29: Design of new buildings
DM30: Alterations to existing buildings

Supplementary Planning Documents (SPDs)
SPD1: Tall Buildings (January 2005)

Layout and Design - Our Policies

Policy LD1: A High Quality Design, Layout and Form

All development should seek to be designed to the highest quality. Design should have regard to the heritage context and exemplify high environmental design standards; The development form and layout will be expected to:

- a) contribute to the creation of a mixed use boulevard along Redcliffe Way that enhances the attractiveness of walking and facilitates views to historic landmarks such as St Mary Redcliffe and Temple Meads Station;
- b) contribute to the creation of a secondary east west connection along Portwall Lane to create a more intimate and enclosed street with a character different to that of Redcliffe Way for pedestrians and cyclists;
- c) contribute to the creation of a shared space or spaces with pedestrian priority to the north of St Mary Redcliffe Church;
- d) contribute to the creation of a permeable public realm that strengthens north south connections, as indicated on Figure 3.3.1.
- e) contribute to the creation of a new pedestrian and cycle connections to Redcliffe Wharf;
- f) maintain protected views as identified in Figure 3.7.1;
- g) provide a series of public open spaces of varying size and use;
- h) provide street facing development on Redcliffe Way;
- i) provide new building with heights to reflect the characteristics of the surrounding area;
- j) adopt the principles of sustainable drainage and rainwater harvesting;
- k) maximise the ecological properties of open space and built form;
- i) Consider how services will be integrated into the design in a way that does not impact negatively on the public realm

Layout and Design - Our Community Objectives

Requirements of the Design Process

The community are keen to be involved in the design process and seek the following:

- a) The production of a Green Strategy, Public Realm Strategy and Design Codes (as detailed in Section 2.3) to enable the vision to be delivered in a coherent manner. These would develop broad principles for greening, urban form and public realm that do not inhibit flexibility and deliverability;
- b) Early liaison with Designers and Developers prior to application for any scheme over 5 dwellings or 500msq coming forward. The process should adhere with the Councils Guidelines for Pre-application Community Involvement, January 2015;
- c) A Design Review Panel comprising members of the Forum to be appointed to review proposed schemes at various stages of design development. The role of this panel would be different than the Bristol Urban Design Forum because it would comprise members of the Redcliffe community. This could be done via the Joint Delivery Board.
- d) Collaboration with The Council and the Bristol Biodiversity Action Plan Partnership in developing proposals that maximise biodiversity.
- d) Collaboration with The Council, the Local Economic Partnership and the Homes and Communities Agency to integrate the Temple Quarter Masterplan, the Temple Circus Gyratory, the commercial area of Temple Quay and Redcliffe Way to create a fitting gateway to the city.

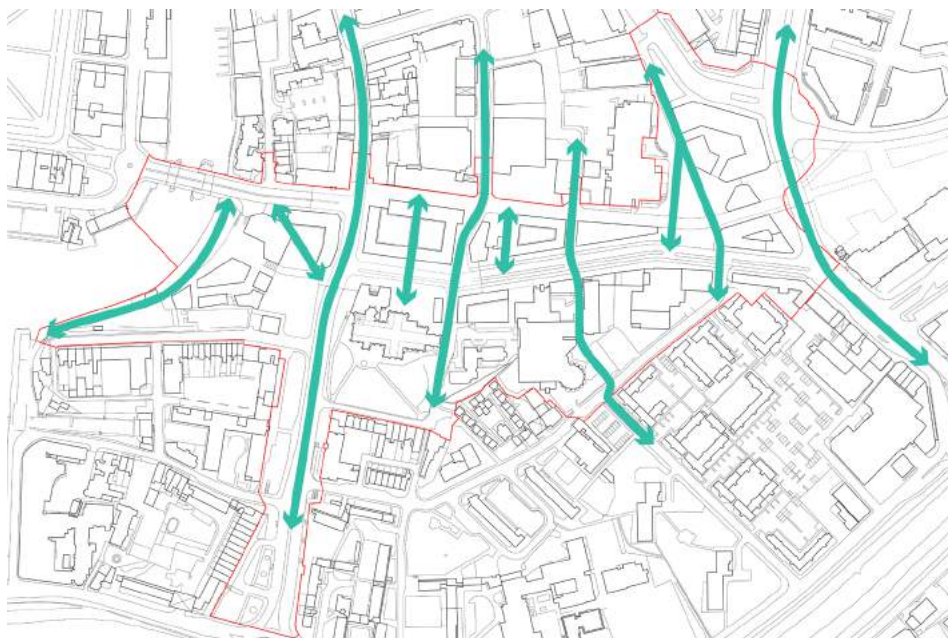


Fig 3.3.1 - Typical frequency of north south connections to ensure permeability.
Source: Ordnance Survey material by permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright 2013. All rights reserved. Reference number 0100031673

Impact

The adherence to these policies will ensure that the neighbourhood becomes a place in which many people genuinely want to live and work and which others will want to visit. A key objective of the Plan is to attract people to the area for the duration of their lives, families in particular. In order to do this the Redcliffe Plan area needs to be an attractive proposition that provides all the benefits of city living in a safe, attractive and usable environment. The policies aim to contribute to sustainable development by encouraging people to live and work in the city centre, thus reducing the need for people and businesses to travel. The policies aim to protect and maximise the benefits of Redcliffe's heritage assets and to inject new assets in the form of high quality development and green infrastructure.

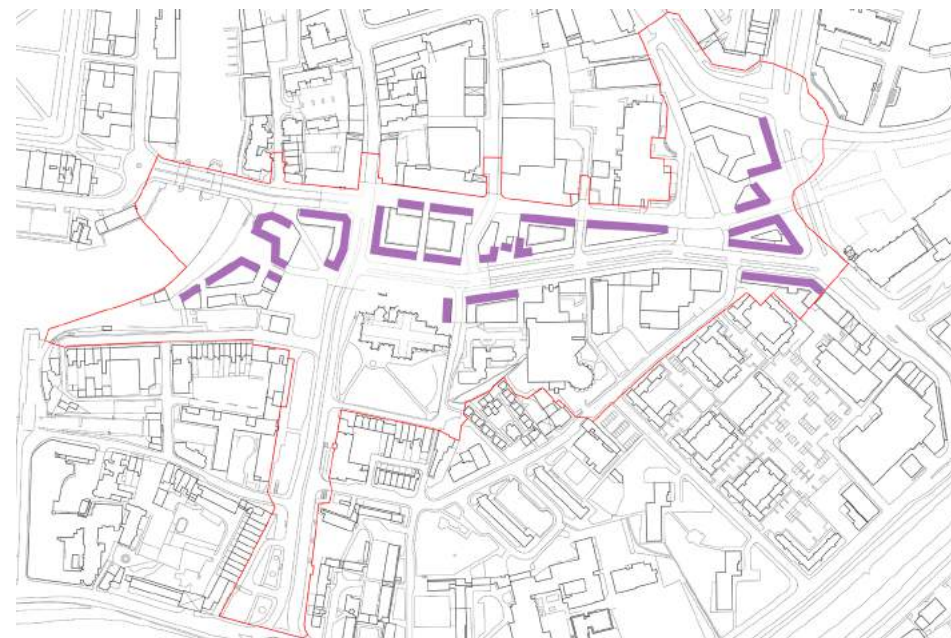


Fig 3.3.2 - Map showing where new development is expected to provide Active Ground Floor Uses*. (New development is expected to provide Active Frontages** on all elevations facing the public realm.

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* Active ground floor uses are within use classes A1-A5, D1-D2 or related sui generis uses, as defined by BCAP.

** Active frontages refer to frontages which, for example, avoid blank walls and include frequent access points, windows and other features which create and contribute to an active and welcoming feeling, as defined by BCAP.



A place to live, work and visit - Malmo Western Harbour, Sweden



High quality urban design achieved through a rigorous design process - Accordia, Cambridge



Intimate streets and spaces - Gandy Street, Exeter



Formal boulevard with continuous built edge and people friendly environment - Barcelona

3.4 Housing

Evidence and Need

It is the ambition of the Redcliffe community to secure a diverse and stable population, with a range of people of different ages, incomes and backgrounds in the area.

Evidence suggests that two critical issues are facing the area: (1) the lack of affordable homes (2) the lack of choice & diversity in the housing market with, in particular, a severe shortage of family-sized homes. New developments in the Central Ward, within which Redcliffe sits, are not addressing these issues. For example the recent development of both Electricity House and the General Hospital included no affordable housing and were overwhelmingly 1 & 2 bedroom units.

Ensuring a mix of dwelling sizes and tenures has broad benefits in creating a more balanced and sustainable community. Therefore this Plan seeks to address the imbalance of the existing housing profile by developing more affordable housing and greater mix in the range of homes of the appropriate size, type, tenure, price and density. Importantly, they will need to be an attractive proposition for people who often feel the need to move out of the city centre to find appropriate and affordable family accommodation.

The Forum also seeks to promote a more stable population, and counter the considerable churn that currently blights the area. Promoting new dwellings to be designed to Lifetime Standards will help ensure housing is built for the longterm, and is able to change and adapt to the complex ways families now live and work. This will help enable households to remain in their community as they change, and grow and/or shrink.

Housing Types and Demographic

The National Planning Policy Framework (paragraph 50) recognises that planning authorities should identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

The Bristol Central Area Plan (BCAP) states that over the last twelve years, over 90% of the homes delivered in the Lawrence Hill ward (which encompasses 80% of the Redcliffe area) have been smaller flats. The 2011 census housing profile for the RNP area reiterates this; out of a total of 1,801 dwellings there are 1,558 in purpose-built blocks of flats which equates to 85.6% of the total area, compared to the Bristol average of 21.1%. The majority of housing (81%) provides one to two bedrooms, in contrast to the Bristol average of 44.4% and the average household size is 1.8 persons, compared to 2.3 for Bristol.

Evidence provided in the Strategic Housing Market Assessment suggests that new developments should provide or contribute to a mix of housing types and avoid excessive concentration of one particular type. This should include the provision of more family sized accommodation, related to local need. Family sized homes are defined as ‘consisting of houses with two or more bedrooms or flats with three or more bedrooms and an element of usable outdoor amenity space’, as defined in Bristol Central Area Plan Policy 3: Family Sized Homes. BCS18 Housing Type Policy recognises that in recent years the city has seen significant growth in flatted development and acknowledges that the increasing concentration of flats at high densities in certain parts of the city may not provide opportunities for families. It also states that ‘development should aim to contribute to the diversity of housing in the local area and help to redress any housing imbalance that exists’.

Bristol Core Strategy 2 City Centre Policy recognises that ‘the City Centre is an increasingly important location for urban living’ and development up to 2026 in the city centre will include the provision of around 7,400 new homes. BCS2 recommends that ‘major developers should demonstrate measures to enhance

social inclusion and community cohesion, especially in respect of those communities close to the city centre’.

As part of the plan development process Jones Lang LaSalle (JLL), property specialists were consulted on likely demand and uses for the Redcliffe Plan area and in their professional view ‘where possible there should be a bias towards delivery of family housing units as opposed to small apartments...There is a good supply of office sites in the city centre generally. As a result we would foresee a greater bias towards residential than commercial use’ (JLL 2013).

Affordable Housing

The data indicates that only 19% of the population own their property (either outright or with a mortgage or loan); which falls well below the 54% Bristol average. This suggests that there is an issue with the affordability of new homes and the type available.

A variety of tenure types for new housing is sought through the plan in an attempt to reduce the risk of ‘clustering’ caused by the previous trend of homogeneity in tenures.

Innovation

Bristol City Council has proposed a number of policies that provide design standards for a range of topics including local character and distinctiveness, layout and form, public realm, new and existing buildings and heritage assets (Site Allocation Development Management Plan Policy DM 26, 27, 28, 29 and 31). In Redcliffe there are a number of specific issues for new housing that the neighbourhood plan needs to address. Given the linearity of the development area, there is a high probability that a proportion of new development may be immediately adjacent to Redcliffe Way,

the Temple Circus gyratory or Redcliffe Hill which are all primary movement routes and due consideration for family living will need to be given in this context. The space available may create considerations for adequate and appropriate provision of communal gardens and the type of public open spaces and play provision that family housing would benefit. Given these issues and the urgent need to provide family housing in the Neighbourhood Planning Area area a much more innovative and sensitive approach to family housing will need to be taken. This is supported by BCS18 Housing Tenure Policy which cites the need to ‘employ imaginative design solutions’.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)

NPPF 6: Delivering a wide choice of high quality homes

Bristol City Council Core Strategy

BCS2: Bristol City Centre

BCS5: Housing Provision

BCS17: Affordable Housing Provision

BCS18: Housing Type

Bristol Central Area Plan (BCAP)

BCAP1: Mixed use development in Bristol City Centre

BCAP3: Family sized homes

BCAP5: Development and flood risk

BCAP40: Transformation of Redcliffe Way

Bristol City Council Site Allocations and Development Management Policies

DM2: Residential Sub-divisions, Shared and Specialist Housing

Housing - Our Policies

Policy H1: Affordable Housing

Proposals will be expected to support an innovative approach to a mix of dwelling types and tenures. Development will be permitted that has:

- a) On all sites of more than 15 dwellings no less than 40% of affordable homes are provided, in accordance with The Council's Policy BCS17. Strong justification from developers will be required to deviate from this policy on viability grounds and developers will have to prove they have explored alternative approaches to delivering affordable housing;
- b) Affordable and market housing as far as practicable are visually indistinguishable from each other in quality, whilst allowing for buildings to be individual and have character;
- c) A mix of approaches to ownership and tenures will be sought, including but not limited to mutual home ownership, shared ownership and affordable rent;
- d) As a last resort, where providing affordable housing on-site is not possible, off-site provision may be permitted.

Policy H2: Family Housing

To support the development of family-sized and Lifetime Homes developers will need to supply up to 50% of dwellings for these types of dwellings, consisting of homes with two or more bedrooms designed to accommodate changing needs throughout a lifetime. Exceptions based on viability will need to be justified and the developer will need to demonstrate that they have explored alternative housing models. Family and Lifetime Homes should seek to be provided in accordance with the following provisions:

- a) Where a proposal fronts onto a busy transport route or junction such as the Redcliffe Way, Redcliffe Hill or in the vicinity of the Temple Circus gyratory, particular consideration should be given to the mitigation of noise, improved environmental quality and building scale and set-backs;
- b) Where residential streets are quieter, opportunities should be taken to create homezones with high quality living environments, providing areas for play and social interaction as well as multifunctional green open spaces and water features that provide opportunities for wildlife, including systems of sustainable drainage and food growing areas;
- c) All dwellings have adequate private open space in the form of a garden, terrace, balcony or other. Where family flats or maisonettes are proposed with limited or no access to private open space, a high quality communal open space should be provided. It should be overlooked by surrounding development and designed to take advantage of direct sunlight. These spaces should support play, quiet relaxation, opportunities for wildlife and for growing food;
- d) All housing development should make provision for playspace (for both children and adults). This should normally be made on-site and designed holistically with seating, planting, water and lighting. Where development is to be phased, there should be early implementation of the play space. Off-site provision, including the creation of new facilities, improvements to existing provision and an appropriate financial contribution secured by legal agreement towards this provision may be acceptable where it can be demonstrated that it fully satisfies the needs of the development whilst continuing to meet the needs of existing residents and improving the overall network of playspaces in the Neighbourhood Plan Area.;

- e) Proposals would not adversely impact the historic setting of St Mary Redcliffe Church;
- f) Any residential development would be subject of a site specific flood risk assessment demonstrating how the development would be safe for its lifetime, and may need to demonstrate a sequential/exception testing approach within the Redcliffe Way area and in accordance with BSCP40 The Transformation of Redcliffe Way, unless the site has been allocated in the Bristol City development plan. Housing should not be located on the groundfloor level in areas at risk of flooding;

Where the family housing target cannot be provided, the developer will need to demonstrate that the scheme will not be financially viable unless a lower provision of family housing is provided.

In order to achieve a stable and balanced community, promote affordability, diversity and quality, the Neighbourhood Plan is supportive of custom build. Government figures indicate that 53% of people would wish to be able to build their own home, and there is strong demand in Bristol.

In this context, custom-build is deemed to include a development where the future owner or occupier has a direct or indirect influence on the design, planning and/or construction of the property. The Neighbourhood Plan is interested in particular in an approach known as “baugruppen” whereby groups of people come together to develop multi-occupancy apartment blocks.

This policy should help enable local residents and others to develop their own lower cost housing, increase the diversity of housing supply and encourage more sustainable building practices. Custom build tends to deliver:

- Better quality homes.
- More individual and contemporary architecture (but the style must still in accordance with local planning policy).

- Cheaper to build than to buy the equivalent.
- More likely to be undertaken by local residents – thereby enhancing a sense of community.
- More likely to include sustainable and green technology.
- Homes that are tailored to the needs of their owners.
- More likely to involve local tradespeople in the construction.

Custom-build delivered as affordable housing in partnership with a developer, Housing Association or other registered provider should comply with requirements set out in Housing Provision Policy BSC17.

Housing - Our Community Objectives:

The community feels very strongly that an increase in family sized, affordable and lifetime housing will help to re-address the existing imbalance in this provision and promote social cohesion & stability Redcliffe currently lacks. The policies reflect this objective. The community also want to achieve a greater degree of diversity and suggest a number of approaches to how this might be achieved.

Custom Build

- a) Overall 20% of the available land designated for housing in the Neighbourhood Planning Area will be allocated for baugruppen style custom build. The plots will be identified through further consultation with the community and development partners.
- b) In addition, on other sites of more than 50 dwellings, developers will be encouraged to consider the viability of 10% of the dwellings or site to brought forward and developed through custom-build.
- c) The Forum acknowledges it is conceivable that the custom-build sites may not deliver housing as envisaged. Therefore if after a period of five years from being properly prepared and marketed for custom-build, plots remain available, the plots will be able to be reviewed and considered for re-allocation as conventional housing.

Housing - Our Community Objectives

Delivering Diversity

At a strategic level approaches that are taken to achieve a greater measure of diversity as a means to raising design quality and improving quality of place. The following approaches will be encouraged:

- a) Allocation of individual blocks is given over to different developers;
- b) Allocation of parts of blocks is given over to different developers, including co-housing groups or building cooperatives;
- c) Allocation of individual plots within blocks is given over to different developers, including building cooperative groups and/or self-builders.

Hybrids of these options will also be encouraged where, for example, control of a single plot or plots may be retained by one developer but where different Architects are commissioned to design different buildings or devise other design strategies to achieve a level of diversity within the development that adds interest and contributes to the national and local policy aspirations for the creation of a mixed and diverse community.

Supporting Community Housing

Community Housing will be encouraged, providing:

- a) The development will provide collective land ownership and shared management responsibility;

- b) The development provides an appropriate mix of dwelling types and sizes reflecting identified local need and meets demand for family housing and affordable housing as identified in Policy H1 and H2;
- c) The development is energy-efficient, and will not have an adverse impact on the character of the area.
- d) Prospective residents can demonstrate, through a development management plan, professional and financial capacity and competency in undertaking and completing the development;
- f) The land is held in trust as a community asset; and
- g) Housing costs are made affordable by reference to capital costs or rent being no more than 80% of open market value and such discount is protected through succession.

Impact

Housing policies seek to ensure that there will be a stable population living in Redcliffe, providing for people of different ages, incomes and backgrounds. The proposal for new affordable and family housing seeks to re-address the existing shortfall and bring to the market more choice and affordability.

It is acknowledged that there are some challenges in providing adequate family housing, not only in the space available but also some of the adjacent land uses and roads that new residential will need to address. A number of blocks have been identified as suitable for family housing (Fig. 3.4.1) and it is acknowledged that a much more innovative and sensitive approach will need to be taken to create a place that people will genuinely want to live and stay for the rest of their lives.

The policies aim to contribute to sustainable development by providing a sufficient quantity and quality of good quality housing and associated environmental and other infrastructure which meets the needs of all sections of society. The city centre location is inherently sustainable by its nature. It provides an attractive proposition for living which as a consequence reduces the need of people to travel for work and leisure.

The precedent images depict how this type of inner city housing has been achieved elsewhere. It shows family and lifetime housing delivered through courtyard type family houses and apartments with access to a well-overlooked and well-designed communal space. The courtyard is often elevated at first floor so the rear of the housing is not compromised by rear-of-commercial or other uses.



Fig 3.4.1 - Opportunities for Family Housing

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Community and Family Housing in a high density environment - Coin Street, London



Lifetime and Family Housing - Providing opportunity for socialising & play in communal gardens - Sluseholmen, Copenhagen



Family Housing - Flats & maisonettes with communal gardens - Malmo Western Harbour, Sweden



Co-housing - Communal vegetable garden - Lilac Community Housing, Leeds

3.5 Community

Evidence and Need

In Redcliffe North lives a population of predominately young professionals and to the South a population comprising young families and older people. In the Neighbourhood Plan Area community facilities are fragmented and split across a community that is divided by inequality.

The striking inequality between North and South Redcliffe is shown in the breakdown of the factors that make up the Index of Multiple Deprivation. Redcliffe South is in the top 5% of the most deprived areas in England, and in the top 1% for Income Deprivation Affecting Children, according to the Index of Multiple Deprivation. In contrast Redcliffe North falls within the most 20-30% most deprived. The common disadvantage both North and South Redcliffe share is being in the top 10% of areas suffering from Living Environment Deprivation.

As part of the research for the Neighbourhood Plan development process, Muf Architecture/Art were commissioned to carry out a high level of study to map the existing community infrastructure and identify gaps in the provision. Figure 3.5.1 maps the provision, including key facilities such as Redcliffe Children's Centre and St Mary Redcliffe Church Secondary School. What is striking is the lack of shared and community facilities in the centre that bridge the neighbourhood and bring it together.

Through the consultation process one of the strongest themes coming through has been the lack of sense of belonging and identity in the neighbourhood- it is a place that people pass through rather than stop. Equally, there are no shared spaces or facilities where the

whole community can come together, meet and interact.

The community feel strongly that the neighbourhood needs a 'heart' that can serve and bring together the existing residents in North and South Redcliffe as well as new residents to the area. The space provided by a reconfigured Redcliffe Way could provide for a clustering of a critical mass of community facilities and services that are needed in the area. These services could include shops and cafes, educational & health facilities, meeting rooms, leisure, exercise, sports and cultural spaces.

The Plan proposes a spine of community infrastructure that runs along Redcliffe Way occupying the ground floor units of the proposed new development, with concentrations of community facilities and uses around key points, including the North side of St Mary Redcliffe Church and Chatterton's House and Gardens. This would amount to approximately 2000 square meters of space for services and facilities that serve community needs, and connect up and help animate key public spaces along the route.

Through on street surveys, workshops and online surveys with local residents and workers through the development process for the plan, identified local needs for the existing populations in South and North Redcliffe include health services, education provision, retail outlets such as grocers and bakery, nursery, start-up space, bank, post office, cafes & restaurants.

The NPPF provides a clear framework for the promotion, retention and development of local services and community such as shops, meeting places, sports venues, cultural buildings, public houses and places of worship. The Core Strategy also includes policies that

contribute to the provision of good quality and accessible community infrastructure and the retention of existing community facilities and services. BCS12 states that community facilities should be located where there is a choice of travel options and should be accessible to all members of the community.

The Plan identifies a new community heart, tightly clustering community uses in an area around St Mary Redcliffe Church and the Chatterton's House. This location also provides access to a varied choice of travel options such as the proposed Metrobus and cycling and walking networks and should be accessible for all community members. Community facilities that support family life such as a community centre, childcare facilities, education establishments and training centres, health and social care facilities, sport and recreation facilities and arts and cultural venues should be encouraged in this area.

Given the complexity of issues, more work will need to be undertaken to ensure that any new community facilities are well located and genuinely serve the existing communities to the north and south as well as future residents.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)
NPPF 8: Promoting Healthy Communities

Bristol City Council Core Strategy
BCS12 Community Facilities

Bristol Central Area Plan (BCAP)
BCAP1: Mixed-use development in Bristol City Centre

Bristol City Council Site Allocations and Development Management Policies

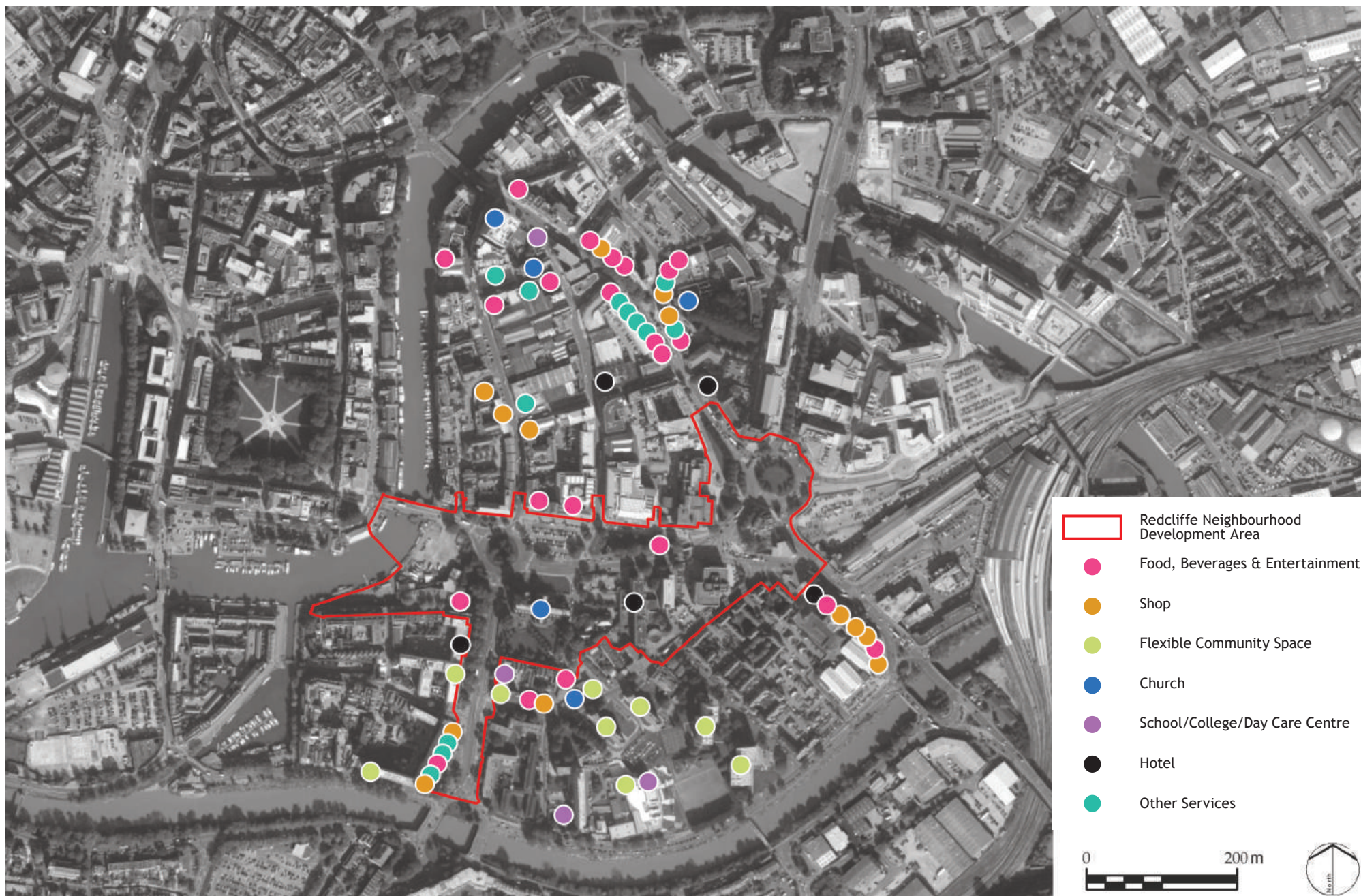


Fig. 3.5.1 - Map of existing community provision in Redcliffe.

Source: Esri, digital Globe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community.

Community Infrastructure - Our Community Objectives

Community Infrastructure

New uses, services and facilities that support community needs and animate community life will be sought to inform the development and occupy the ground floor units and spaces of the development along Redcliffe Way and in key spaces including around Chatterton's House and the North front of St Mary Redcliffe Church.

- (a) The development will seek to provide an appropriate mix of community uses, services and facilities that reflect identified local needs of both the existing populations in South and North Redcliffe (including people who work in the area) and new residents coming in.
- (b) Proposed uses will seek to enhance the character, vitality and viability of the area.
- (c) Where applicable, prospective operators can demonstrate through a development management plan, professional and financial capacity and competency in undertaking and completing and managing the development. Capacity building and outreach work will be encouraged to help local residents to take a role in setting up, operating and using the new services and facilities.

Impact

Providing a mix of uses at the heart of the new development including a range of new homes and community facilities will help to bring vitality to the area and support its diversity, whilst creating a safer environment through appropriate round-the-clock activity. The policy aims to contribute to sustainable development by ensuring a strong, healthy and just society and promoting good governance.



Community space - Arnold Circus, London



Flexible space for outdoor lectures and events - Gorky Park, Moscow



Community urban gardening - Rhodes Estate, Hackney

3.6 Environment

Evidence and Need

The Environment, includes reference to all green assets that can work together to support the sustainability and quality of life within the The Plan Area. In the Redcliffe context this includes all types of open space and green infrastructure assets including parks, gardens and squares, allotments, landscape features, waterways, play areas and features, street trees and planting, green roofs and walls, cycle routes, pedestrian walkways, streets and green corridors. Green infrastructure is defined by the Department for Communities and Local Government (2012) as ‘a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.’ The term ‘blue infrastructure’ is often separately used to refer to sustainable systems for the treatment of urban water runoff. The benefits provided to people by green infrastructure are frequently referred to ‘ecosystem services’ for example: food provision, water and air quality improvement, enhanced psychological and physical well-being, healthy recreational opportunities and an enriched sense of place. It should be noted that areas that are important for biodiversity conservation also generally provide enhanced ‘ecosystem services’ to people.

Existing Environment

The existing environment in the Redcliffe Plan area is dominated by a large proportion (80% of the area) of hard-standing comprised of roads and car parking with little or no resource for nature conservation, recreation or community value. Existing publically accessible open spaces within the Redcliffe Plan area comprise the Quaker Garden which provides a cherished by some but perceived as

unsafe by others and bordering a busy road, the grassed curtilage and churchyard to St Mary Redcliffe, an area of lawn and trees alongside Redcliffe Hill and the Portwall Lane, an under-utilised space by Chatterton’s House and Redcliffe Way. The only quality green space in the area is the church yard of St Mary Redcliffe, but access is restricted.

As part of the Neighbourhood Development Plan development process MUF Architecture was commissioned to carry out a study to map open space provision within the wider designated Redcliffe neighbourhood plan area as an audit and qualitative assessment of the conditions of each space. Their work concluded that this area comprises a relatively poor green infrastructure network. The main areas of open space are the gardens at the ruined Temple Church to the north, Somerset Square to the south, and pockets of open space between housing blocks, including local play areas around the residential blocks off Prewett Street to the south.

Flooding

An issue that will need consideration in the context of development is flooding. The Central Area Flood Risk Assessment (CAFRA) indicates that part of the Redcliffe site lies within Flood Zone 2 and a small proportion currently lies within Flood Zone 3 (refer to Appendix A). The main source of flooding is tidal and the risks associated with it will need to be reflected in the design and layout of the development. In particular, housing is classified by the National Planning Policy Framework (NPPF) as more vulnerable use. The Bristol Surface Water Management Plan (SWMP) must also be duly considered to assess the flood risk from surface water. Other sources of flooding, such as fluvial flooding are not deemed as having so significant an impact but will still need to be assessed.

This shall be included in a site-specific flood risk assessment, as is required in the NPPF for all proposals for new development in Flood Zones 2 and 3 and for sites over one hectare in Flood Zone 1. The requirements set out in the Council's Core Strategy Policy BCS16, to minimise the risk and impact of flooding in the context of the new development, will apply.

Community Aspirations

The poor urban environment is a critical issue to address- both North and South Redcliffe are in the top 10% of areas suffering from Living Environment Deprivation in England according to the Index of Multiple Deprivation. The Plan seeks to provide a strong green identity to every facet of the new development and improve the quality of the wider Neighbourhood Plan Area. This includes protecting and enriching existing open spaces, creating a network of new public streets and spaces of varying size and character and taking opportunities to create linkages between sites and address gaps in existing networks.

The various surveys undertaken by Cardiff and Bath University students and community and stakeholder workshops concluded that there is a strong desire in the area to create a variety of new open spaces. Local residents, especially families, feel that there is a real need for safe accessible play and recreation space locally. The existing spaces and play areas are perceived to be unsafe by many parents and the nearest safe green spaces are Queen Square, Victoria Park and Castle Park which are all outside of the Redcliffe Plan area. Workers in the area also stated a need for more open space and green assets. The need for a new shared space or spaces in front of St Mary Redcliffe as a vibrant public space and local/city wide destination was mentioned by many groups.

The Council's Core Strategy policy BCS9 requires development to contribute to an appropriate quantity and quality of open space. Bristol's Parks and Green Space Strategy (BPGSS) sets out a plan covering the next 20 years for ensuring that the population has access to good quality parks and green spaces of different types, close to where they live. The Site Allocations and Development Management Policies, Appendix 1, sets out standards to ensure an appropriate quality, distance to and quantity per person of publicly accessible open spaces for recreation. It identifies five types of open space important for recreation and the quantity per person, minimum distance to and quality expectation. Using The Council's ratios identified, in conjunction with an anticipated increased residential population of approximately 3000 within the Redcliffe Plan, there should be a minimum of 54,000m² of publicly accessible open space for recreation and it should provide the following minimum targets for each type:

Type of open space important for recreation	Quantity (total m ²)	Distance to (walking time/metres)
Children and Young People's Play Space	900	10 minutes/450m
Formal Green Space	6,000	15 minutes/600m
Informal Green Space	24,000	13 minutes/550m
Natural Green Space	27,000	18 minutes/700m
Active Sports Space	n/a	

To note: The above figures are indicative only and are based on the illustrative masterplan. Also, the overall locality quality standard of 18 m² as identified in the Green Space Standards is slightly lower than the Locality standard by type of publicly accessible open spaces for recreation, which together add up to 19.3m². The difference between the figures is due to informal, natural and formal spaces often overlapping.

It is evident that with the constraints of space available in conjunction with the high-quality, high-density city living to which the community aspires, achieving the above targets for open space provision will be extremely challenging. Therefore, this Plan seeks to supplement the provisions of the BPGSS and highlight opportunities for the creative delivery of useable multi-functional open spaces as part of the development of Redcliffe. It is acknowledged that given the community aspiration to provide new family housing in conjunction with the space challenges of an inner city location a more imaginative approach to the creation of high quality, open spaces and green and blue infrastructure is likely to be required. All open spaces will need to work hard and be of the highest quality, accessible and most importantly useable.

New and improved public open spaces will be created as part of the new neighbourhood. In addition to private and communal open spaces in association with family housing (as described in Policy H1), these will be made up of a network of public spaces, including pocket plazas, public squares, parks and gardens. A key part of the community vision is to promote the architecture and heritage of St Mary Redcliffe, Chatterton's House and the Quaker Garden, improve the relationship with the water at Redcliffe Wharf, provide a range of community uses, activities and events and introduce a strong new green identity to the area. Play should be viewed as an integral part of the design process. It is important that these open spaces encourage flexible and multiple uses.

Play

The community has placed considerable emphasis on the importance of play. There is currently no play provision in The Plan Area and the existing play provision in the wider designated Redcliffe Neighbourhood Area is scattered and generally low quality. If The Plan is to genuinely attract families to live in the area, it needs to provide more opportunities for play and informal recreation for children and young people.

NPPF recognises that play for young children is important in providing a significant means of socialising with other children outside the school or home environment. Good play and leisure facilities are critical to improving young people's life chances and tackling poverty. Bristol Parks and Green Spaces Strategy (BPGSS) sets out proposals for creating diverse and stimulating imaginative play. Policies CY1 to CY4 in BPGSS provide a number of policies for young people and children's space including providing a diverse range of children's play spaces from fixed equipment to natural play spaces, each with seating and grass run-around space. Provide diverse, exciting and challenging spaces for young people, including equipment, wheels parks and shelters. More natural play opportunities within a safe environment have also been identified as a priority. 'Children love climbing on rocks and tree stumps, playing in water and sand, and running around trees. Well-designed spaces using natural materials or a mix of natural and traditional equipment, in a safe dog free environment will transform children's play opportunities' providing a significant means of socialising with other children outside the school or home environment.

The Forum strongly endorses the policies contained in BPGSS. It also recognises the importance of play and suggests this should form part of a Green Strategy and Public Realm Strategy (section 2.3)

Biodiversity

Bristol has a reputation of being one of the UK's greenest cities and in 2015 Bristol was European Green Capital, recognised by the European Commission. The aspiration for the City is to create an exemplar model for environmentally friendly urban living. In contrast, Redcliffe has a poor network of green spaces, large areas of impermeable hard paving and with the exception of the existing mature trees along Redcliffe Way and Redcliffe Hill and a small area of planting at the Quaker Garden, the area has poor biodiversity. It is an aspiration of the community to greatly improve the green infrastructure of the neighbourhood including more open spaces, greenways, habitats for wildlife and people (with a particular emphasis on an increase in appropriate tree planting) and provision of space for local food production. Improved biodiversity will make Redcliffe a healthier, more enjoyable and interesting place to live.

The Neighbourhood Plan supports The Council's Green Infrastructure policies in the Bristol Central Area Plan and Site Allocation Development Management Plan which expects development to incorporate green roofs and roof gardens, living walls, street trees and other trees, water features linked to SuDS and waterside soft landscapes.

The Bristol Biodiversity Action Plan (BBAP) also sets out a clear ambition and targets for improving biodiversity in Bristol. It highlights habitats and species that are of particular value in Bristol, both within the national and local context. In particular the action plan covers the type of habitats and priority species that an inner city urban neighbourhood like Redcliffe could support. Notably, species-rich grasslands, trees, open mosaic habitats, brown and green roofs, school grounds, private gardens and sustainable drainage systems that

encompass e.g. swales and reed beds. In the urban area animal species that could be present with the right habitat provision include song thrush, linnet, bullfinch, reed bunting and large garden bumblebee, but there is potential for several other priority invertebrate species. Priority species for conservation in Bristol include, (but are not limited to) hedgehogs and house sparrow.

Trees

There are a number of existing mature trees within the area, typically along Redcliffe Way and Redcliffe Hill. The Arboricultural Constraints Assessment and Tree Constraints Plan (2008) has surveyed trees along Redcliffe Way and identifies trees of high quality (29 No.) that lie typically along Redcliffe Way to the east, moderate quality (28 No.), lower quality (34 No) and poor quality, identified for removal (4 No.). Trees perform a number of important roles in supporting biodiversity, providing attractive shade/shelter and generally improving health and amenity. Trees will also help Redcliffe adapt to the effects of climate change. The Plan will work to protect the existing natural environment, namely the existing mature trees along Redcliffe Way and Redcliffe Hill as well as planting more street trees and trees in open spaces, as appropriate.

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 as specified in Policy DM17 in the SADMP.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)

NPPF 4: Promoting sustainable transport
NPPF 7: Requiring good design
NPPF 8: Promoting healthy communities

Bristol City Council Core Strategy

BCS9: Green Infrastructure
BCS21: Quality Urban Design
BCS22: Conservation and the Historic Environment

Bristol Central Area Plan (BCAP)

BCAP25: Green infrastructure in city centre developments
BCAP30: Pedestrian Routes

Bristol City Council Site Allocations and Development Management Policies

DM15: Green Infrastructure Provision
DM16: Open Space for Recreation
DM22: Development adjacent to waterways

The 'Walking Strategy for Bristol - Our Vision for 2011 - 2021'

City Centre Public Realm and Movement Framework (Draft February 2012)
Bristol's Parks and Green Space Strategy (BPGSS)



Opportunities for play - Sculptural Playground in Wiesbaden, Germany



Incidental spaces with a clearly identified role - Gorky Park, Moscow



Safe, accessible and useable spaces - Vanke Chongqing Xijiu Plaza, China - ASPECT Studios



Waterfront park providing a positive relation with the water - Urban Beach, Berlin



Linear park with opportunity for play, social gathering & sport - The High Line, New York

Environment - Our Policies

Policy E1: Providing Safe, Accessible and Useable Spaces

A comprehensive network of public open spaces are expected to be delivered for Redcliffe. Proposals as appropriate to their scale and location will need to be developed.

During the development of spaces, the following provisions should be considered and where appropriate incorporated:

- a) Full accessibility for all.
- b) Provide a range of active and passive uses, for all ages and abilities.
- c) Incorporate 'playable landscapes', considering play holistically and consider all elements such as furniture, trees and planting, water, and lighting to have the potential for play.
- d) Explore opportunities for the integration of art;
- e) Provide a significantly improved biodiversity and embed opportunities for nature conservation and sustainable design;
- f) Ensure good natural surveillance.

Specific expectations for the types of public open spaces to be delivered as part of a comprehensive re-development are set out in the Community Objectives in the Environment and Heritage Section.

Policy E2: Biodiversity

Development will be expected to contribute to the improved biodiversity of Redcliffe. Integration of green infrastructure to both buildings and landscape/public realm should be considered and may include but not exclusively, the following:

- a) Biodiversity priorities identified for Bristol;
- b) Green and brown roofs;
- c) Living walls (if needing irrigation this should be via rainwater harvesting);
- d) Invertebrate hibernacula (the winter den of a hibernating insect);
- e) Bird boxes and houses;
- f) Domestic gardens, balconies and communal gardens;
- g) Trees with a particular emphasis on those of value to native fauna;
- h) Shrub and perennial planting;
- i) Sustainable Urban Drainage Systems

Environment - Our Community Objectives

Redcliffe Wharf: A shared space for the city

Redcliffe Wharf is an important historic open space that serves the neighbourhood and the whole city. It is one of the few spaces that has yet to be developed along the waterfront. The wharf has a rich heritage and has hosted a number of city-wide events and activities. Including the building of the *Matthew Ship* (a replica of a ship that sailed by John Cabot in 1497 from Bristol to North America) and the Bristol Urban Beach, a pioneering city urban beach project. Any development needs to respect and enhance the unique role of the Wharf in the public life of the City. Development on this site could be expected to include:

- a) a distinctive new identity that draws on the existing sense of place and riverfront location and provides a space that differentiates from other Bristol waterfront open spaces;
- b) a setting for Redcliffe Caves and network of former glass works and other heritage assets;
- c) uses and components such as play, fitness, skateboarding, sun-lounging, seating, promenading, planting and water.
- d) a gathering place for the local community and city users;
- e) flexible spaces capable of accommodating a variety of events and activities and allowing for temporary 'pop-up'/meanwhile uses such as short-let kiosks, temporary cinemas, bicycle hire and repair, table tennis or other games, markets, urban beaches, arts and moveable seating;
- f) a sensitive treatment to the historic waterfront surfacing;
- g) protected views to St Mary Redcliffe Church; and
- h) a positive relationship with the water, both visually, physically and ecologically.

The Quaker Garden

The Quaker Garden is the one of the only existing public open spaces in the Redcliffe Plan area, however it is an under-utilised asset which the community feel has much scope for improvement. The gardens are of historical significance, explained further in section 3.7.

A comprehensive refurbishment of the Quaker Gardens is sought to incorporate:

- a) an improved entrance and relationship with surrounding streets, public realm and development areas;
- b) a new visual and pedestrian connection with Redcliffe Wharf to accommodate level change;
- c) a strong pedestrian and cycle link north south with the Redcliffe Hill green link and east west with Redcliffe Wharf and new public space or spaces around St Mary Redcliffe Church;
- d) opportunities for play, including natural play and young children's play;
- e) comfortable seating;
- f) an interpretation of the living heritage of the place and the significance of the burial ground;
- g) an improved filter to noise and air pollution; and
- h) improved biodiversity.

Redcliffe Hill Linear Park

Opportunities will be sought to improve land running to the west of Redcliffe Hill. This Linear Park should provide:

- a) a safe, attractive and direct pedestrian and cycle route;
- b) opportunities for play, social gathering and sport;
- c) a strong green connection between the city centre and Bedminster/South Bristol;
- e) good connections with public transport;
- f) an appropriate buffer from the road;

Appendix C illustrates ideas developed by MUF Architecture.

New pocket plazas and incidental public spaces

Development along Redcliffe Way, Portwall Lane or alongside new streets, will seek to incorporate new pocket plazas and incidental public spaces. These spaces will be encouraged to provide:

- a) a different type of public open space and encourage vitality, permeability and legibility to the urban street;
- b) a clearly identified role and function, such as an outdoor café space, usable green space, incidental play, a useful rest stop, to mark an important gateway or to aid traffic calming;
- c) good accessibility and have active frontages. Where this is not possible they should have good natural surveillance; and
- d) a combination of hard and or soft elements that may comprise a variety of plant types and communities of wildlife and biophilic value, seating, lighting, art, and street furniture such as litter bins, bollards, signage and cycle stands.

Ecosystem Services Assessment

Prior to any major development a baseline assessment will be sought to be made of the existing ecosystem services (green infrastructure) and provide an estimate of the improvement that the new development will make. Major development is defined as 10+ homes or 1000 square meters for other floorspace. There should be a significant measurable improvement appropriate to the scope and scale of the project. The developer is to agree with The Council the best methodology for assessment, using a practical, easy to use recognised system such as one of the following:

- a) Valuing Urban Realm (VUR) Toolkit developed by Transport for London (<https://toolkit.urban-realm.co.uk/>)
- b) The Green Infrastructure Valuation Toolkit or (<http://www.greeninfrastructurenw.co.uk/html/index.php?page=projects&GreenInfrastructureValuationToolkit=true>)

Impact

Conformance with Community Objectives and Policies will ensure that any re-development provides a new green identity for The Plan Area. There will be a sequence of multi-functional publically accessible open spaces of the highest quality. The green infrastructure benefits to the neighbourhood will be measureable and will include (but not limited to) psychological and physical health, play, sports and aesthetic benefits to the neighbourhood. The policies aim to also promote community participation in a diverse range of sporting, recreational and cultural activities. The policies contribute to sustainable development by ensuring the efficient use of land and material resources, creating active and healthier and more productive communities for all and protecting and improving Redcliffe's water and air quality.



Pictorial meadows - 2012 Olympic Park, London



Domestic gardens and balconies contribute to biodiversity - Freiburg, Germany



A neighbourhood with a strong green character - Coin Street, London



Vertical Garden - Musée du Quai Branly, Paris

3.7 - Heritage

Evidence and Need

Redcliffe has a rich and varied heritage and the community has placed considerable emphasis on the importance of this. There are a number of significant heritage assets within The Plan Area. However it should be noted that these heritage assets should be considered within the wider Redcliffe and City context in order to properly assess the impact on significance. A large proportion of The Plan Area falls within the Redcliffe Conservation Area (The Council's Character Appraisal, 2008). The notable heritage assets can be summarised as follows:

Within the Redcliffe Plan Area:

- St Mary Redcliffe Church, together with the graveyard to the south and curtilage structures;
- Chatterton's House;
- Quaker Gardens (including The Hermitage, a cave found in the Quaker Gardens);
- Waterfront Redcliffe including Redcliffe Wharf, the other various wharfs and warehouses and Redcliffe Bridge;
- Non-standing archaeology and sites such as the Port Wall;
- The George Railway Hotel; and
- The Redcliffe Wharf glassworks (recommended for scheduling under the Ancient Monuments and Archaeological Areas Act 1979).

In the wider context, however there are a number of other heritage assets that are of significance to the Redcliffe Plan:

- Temple Meads Railway Station;
- Temple Church;
- Church of St Thomas the Martyr;
- Historic pubs such as the Seven Stars and others; and

- Georgian terraces, squares and their remnants such as along Colston and Redcliffe Parades.

In addition to the above, there are the less prominent background buildings that make a positive contribution to the character and appearance of the area and which provide a setting for the main assets.

The historical development of the Redcliffe Plan area has been well documented by various consultants and The Council over the years. These include the Redcliffe Character Appraisal (2008) and The Bristol Central Area Context Study - Informing Change (2013), which describes the character of area, and the report commissioned by The Forum and St Mary Redcliffe Church from heritage consultant Rob Bevan looking specifically at the redevelopment of Redcliffe Way.

Under the NPPF there is a presumption against causing substantial harm to the significance of the heritage assets and their setting and an expressed aim of enhancing 'significance'. It is this significance that needs to be considered in the context of any re-development. It is well recognised that St Mary Redcliffe has enormous significance nationally for its architecture and historic interest as one of the most important medieval parish churches in the country. However, its significance has been eroded by post-war redevelopment, highways infrastructure, the municipal lawn as its immediate setting to the north and the multiple changes to the stepped approaches over the years. There is significance too in the topography; from high-level terraces and St Mary's elevated position to the lower levels at the waterfront and to the north.

Redcliffe Wharf is cited to be of major archaeological and historical importance. A national survey of glassworks conducted for English Heritage concluded that the Redcliffe Wharf glassworks are of

national importance and has recommended formal protection through scheduling, under the Ancient Monuments and Archaeological Areas Act (1979). In addition, the views over Redcliffe Wharf of St. Mary Redcliffe Church are protected in planning policy (Refer to figure 3.7.1). Redcliffe Wharf currently remains un-developed; however it has a preferred developer, who has begun pre-application planning process.

BCS22 Conserving the Historic Environment stipulates that all new development should safeguard or enhance the historic environment and The Redcliffe Plan is supportive of this. The community feel that the Redcliffe Plan presents an enormous opportunity to improve the setting of the heritage assets, in particular St Mary Redcliffe Church and improve wider connections in the area, in particular north south. Historically, St Mary Redcliffe was closely flanked by other buildings on the north side and its setting was formed by oblique and partial views. Therefore, a redefined and enhanced setting to the church provides an opportunity to better reveal its heritage significance.

Re-development also provides the opportunity for the appropriate re-use and enhanced urban setting for Chatterton's House*, the Quaker Garden and the length of the Portwall Lane, including the Redcliffe Bridge approach. It also provides the opportunity to improve the collective integrity of currently isolated heritage assets, including the significance of assets outside of The Plan Area. For instance, development that integrates heritage assets and encourages activity along Ship Lane, Pump Lane, Phippen Street, and St Thomas Street will be encouraged.

BCS22 Conservation and the Historic Environment clearly safeguards and enhances heritage assets and the character and setting of areas that may be affected by development. Specific policies and proposals for the

protection and enhancement of heritage assets are outlined in detailed local policies through DM31 in the SADMP. They apply principles that should be applied to archeology (such as the Port Wall), listed buildings, conservation areas and locally important heritage assets (such as those depicted on Figure 3.7.1).

Given the complexity and importance of the heritage issues close working with The Forum, The Council and heritage stakeholders will be required. There is a large degree of overlap between heritage and urban design considerations and The Plan 'Policy LD1: Securing and Facilitating High Quality Design' proposes a process to enable the Plan to be delivered in a collaborative way that promotes design excellence. These mechanisms will be fundamental in the context of greatly enhancing the heritage assets of the area. A separate Heritage Assessment of the area will be sought to inform this process.

* Chatterton's House currently remains unoccupied but has a preferred occupier, who will be granted a lease subject to securing planning consent in early 2015.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)

NPPF 12 Conserving and Enhancing the Historic Environment

Bristol City Council Core Strategy

BCS15: Sustainable Design and Construction

BCS21 Quality Urban Design

BCS22 Conservation and the Historic Environment

Bristol Central Area Plan (BCAP)

Views and Landmarks

Tall Buildings in Bristol City Centre

Local Historic Parks and Gardens

BCAP40: Redcliffe Way

BCAP47: The Approach to Redcliffe

Bristol City Council Site Allocations and Development Management Policies

Policy DM26: Local Character and Distinctiveness

Policy DM31: Heritage Assets

Supplementary Planning Documents (SPDs)

SPD1: Tall Buildings (January 2005)

SPD7: Archaeology and Development (March 2006)

Other

Bristol Central Area, Context Study - Informing Change (Sept 2013)

Redcliffe Character Appraisal (June 2008)

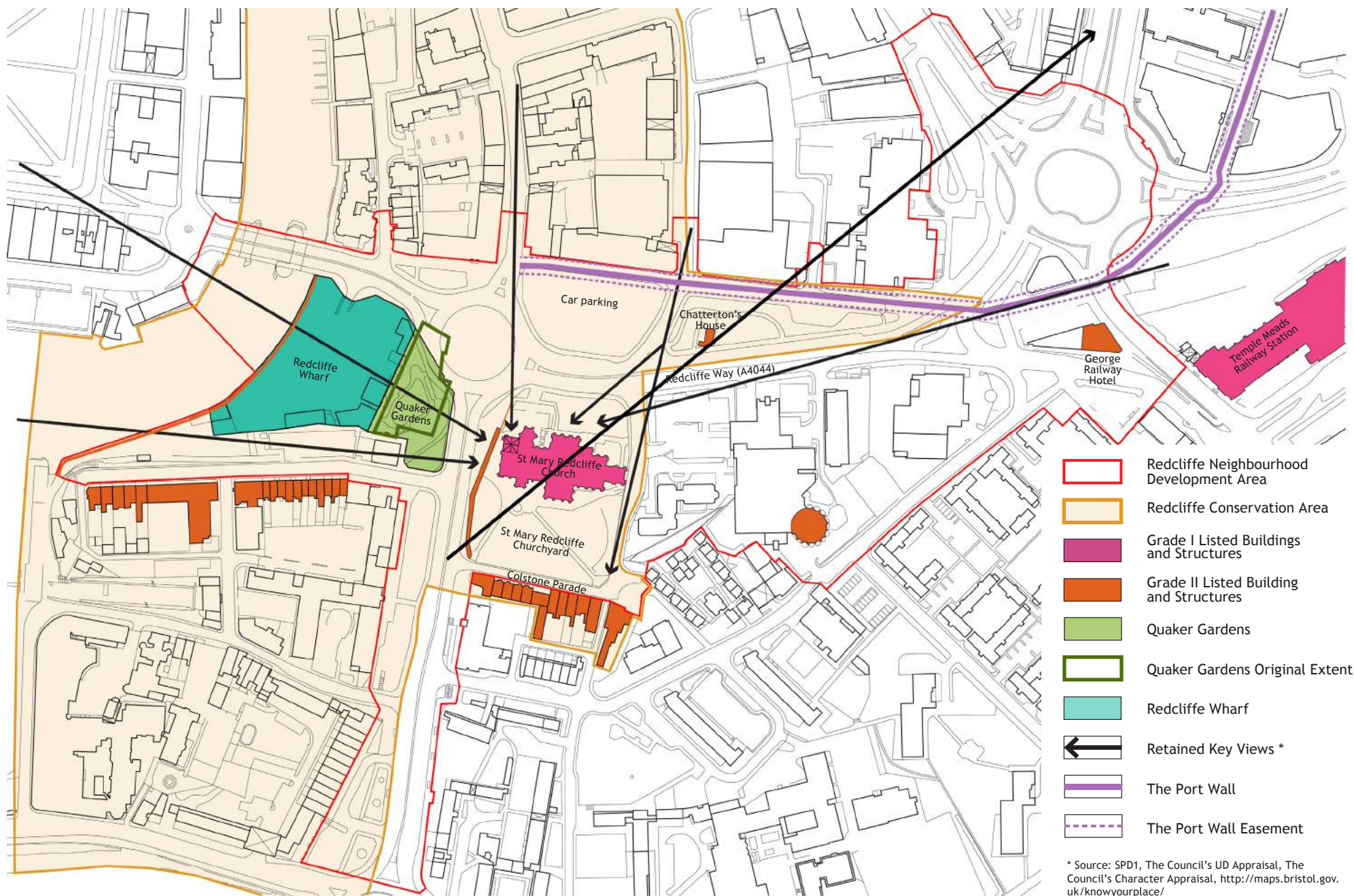


Fig 3.7.1 - Map over the heritage assets in and around Redcliffe Neighbourhood Development Area

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Heritage - Our Community Objectives

A fitting setting for St Mary Redcliffe Church

Development must enhance the setting of St Mary Redcliffe Church through the design of spaces and built form around the Church. Expectations are set out below:

- a) High quality design that is sensitive to the historic context;
- b) Development that carefully orchestrates and protects key views to and from the church (Fig. 3.7.1);
- c) Well-designed development that screens incongruous buildings along Redcliffe Hill or Redcliffe Way;
- d) Where possible development facing the church will have active ground floor uses (Fig.3.3.1);
- e) Development should provide natural surveillance and enclosure;
- f) Development should comprise a scale, form, massing, design materials, colour, tone and texture that compliments the church and the surrounding environment;
- g) Services on top of the roofs should not be visible;
- i) Below ground archaeology should be considered.

St Mary Redcliffe Public Space or Spaces

New public space or spaces are proposed to the north of St Mary Redcliffe Church (refer to figure 2.2.2). This space or spaces should provide:

- a) a destination space with a civic, religious, community and parish role;
- b) character and uses that marry the formality of the architecture and imposing level change with a need to provide a comfortable usable space of a human-scale;
- c) components that engender activity, such as interactive water features, public art, play features, lounging lawns, ice-skating, seating, feature lighting, flowering and fauna-friendly trees, shrubs and herbaceous plants;
- d) an appropriate layout that reduces the impact of shading;
- e) a flexible space with the ability to host a wide variety of different activities and events;
- f) an innovative solution to the level change to enhance setting, activate the edges respecting the requirements of the listed building, reduce the impact of traffic and/or integrate potential new church uses such as a visitor centre and community facilities;
- g) a high quality environment that encourages traffic to slow down and where traffic does not dominate or detract; and
- h) increase sense of enclosure, especially from Redcliffe Hill;
- i) An appropriate approach to the North Porch.

Chatterton's House and Community Garden

Proposals that secure the restoration of Chatterton's House will be encouraged provided they would:

- a) take account of the uses that support community infrastrucutre in the area, including cafes, retail and cultural uses;
- b) result in a positive and attractive frontage to the surrounding streets;
- c) provide a new community garden that provides uses and components such as play, edible growing plots, barbeque areas, flowering and fauna-friendly trees/ shrubs and herbaceous plants, seating, events and learning spaces, arts, urban bee hives and other habitats, outdoor classrooms and studios.
- d) Interpret the significance of Chatterton's House and the poet Thomas Chatterton, who was born there in 1752 and subsequently educated at the school.

Impact

The Community Objectives for heritage set out a clear commitment of the community to safeguard and enhance the areas heritage. It acknowledges that a joint approach is required in order to understand the significance of the heritage assets and what this means in development terms. The Heritage Assessment for the Plan Area and the creation of design codes as advocated in section 3.3, alongside adherence to these policies will ensure an improved setting to the nationally significant St Mary Redcliffe Church, the appropriate re-use and setting of Chatterton's House, a refurbished Quaker Burial ground and the proper interpretation of the Port Wall.

The following precedent images depict how this has been achieved elsewhere; this is not to state that the Redcliffe Plan should mimic these places, more so to describe how sensitive re-development alongside heritage can secure a sustainable future for an area.



Flexible space for events - Bath Abbey



City centre traffic with shared space giving priority to pedestrians - Dam Square, Amsterdam



A destination space enhancing the setting of the building - Granary Square, Kings Cross, London



New development that respects and complements existing heritage - Market Hall and Central Squares, Ghent, Belgium - Robbrecht en Daem architecten & MJosé Van Hee architecten



Sensitive re-development that enhances the heritage - Choorstraat-Papenhulst, Netherlands

3.8 - Movement

Evidence and Need

The vision of the community is for The Plan Area to be a fantastic place for pedestrians. To create a more accessible, attractive, healthy and safe place and reduce the dominance and volumes of general traffic, in particular, in the context of St Mary Redcliffe Church. The proximity of Temple Meads mainline station along with the strategic transport function of Redcliffe Way, which is a key arterial route with congestion reported at peak hours, raises some complex demands for the Redcliffe neighbourhood in the context of creating a vibrant mixed use urban village, a public realm alive with activity and a new world class gateway to Bristol. Ensuring that pedestrian, cyclist and public transport users' needs are prioritised, the form and character of the streets and spaces facilitate the appreciation of St Mary Redcliffe and that private motor traffic does not dominate and detract unnecessarily from the quality of place is a major objective of this Plan.

The existing roads - Redcliffe Way (A4044) and Redcliffe Hill (A38), the roundabout at their junction, areas of existing car parking off Portwall Lane and the Temple Quarter gyratory all provide a major severance and inhibit pedestrian movement and safety. Portwall Lane provides a cycling route running east west, however this route has inadequate provision and there is currently little or no cyclist provision running north south through the area and connections north south generally are relatively poor. The visual and environmental impact of traffic detracts greatly from the setting of St Mary Redcliffe Church. Through the various surveys undertaken by Cardiff and Bath University and throughout the workshops, the Community expressed a serious concern about traffic and transport issues. All user groups

cited issues: Commuters are frustrated by traffic congestion at peak times; parents are concerned about safety for children walking or on bikes and taxi drivers referred to conflict between cars and pedestrians/cyclists. There is a strong desire to see dramatic improvements to the traffic arrangements in the area, particularly to the safety and convenience of pedestrians and cyclists and the quality of the environment generally.

Redcliffe is well-located at the heart of the city. The neighbourhood is in close proximity to Bristol City Centre, Temple Meads mainline train station, the floating harbour, and the new development proposed at Bristol Temple Quarter. The 2011 census cites a high proportion of people that walk to work compared to the Bristol average (46.2% compared to 19.3%). Core Strategy Policy BCS10 states that the council will support the delivery of significant improvements to transport infrastructure to provide an integrated transport system, which improves accessibility within Bristol and supports the proposed levels of development. The Council's Public Realm and Movement Framework (draft February 2012) sets out a framework for rebalancing the relationship between pedestrians, cyclists, public transport and general traffic in the city centre. This rebalancing aims to unlock the potential of the public realm to contribute to the well-being of the city centre. It identifies a primary pedestrian route (Route 5 Harbourside to Temple) that completes the missing sections of the Brunel Mile and Redcliffe Way sits at the heart of this. Policy BCAP30 identifies Primary and Secondary pedestrian routes that The Redcliffe Plan needs to respond to.

The Neighbourhood Plan supports The Council's Core Strategy that encourages more intensive, higher density mixed use development at accessible centres and along main public transport routes. Support will

be given to The Council to implement sustainable transport policies. The core strategy contains proposals for new transport infrastructure within Bristol and reflects the schemes set out in the West of England Partnerships' Joint Local Transport Plan 3 (2011 – 2026). In the Redcliffe Plan area there is a new Metrobus (rapid transit) route (and stops) and the SADMP's safeguards the land required for the implementation of the new Metrobus along Redcliffe Way and Redcliffe Hill.

The Council have issued proposals for Temple Gate to the east of the Redcliffe Plan that reconfigures the junction. The proposed changes modify how the traffic is managed, give more space to pedestrians and cyclists and aim to help people orientate themselves easily and move conveniently between different travel modes.

It is acknowledged by the Forum that further data collection, analysis and research is required to achieve their objectives in the context of the strategic road network, impact on surrounding streets and servicing and the Temple Gate proposals and MetroBus. Further research, analysis and evidence is required to support the reduction in the overall impact and volumes of through traffic through the area and proposals such as the shared space are predicated on this assumption.

Fig. 2.2.1 (Illustrative Map) and Fig. 3.8.1 (Movement) shows how modifications to the highway network, including a reduction in the width of the carriageway, removal of roundabouts, a new shared space to the front of the church, dedicated cycle lanes and the metro bus route could transform the existing area. The proposals are illustrative and subject to more detailed transport studies and assessments; however demonstrate the potential of place.

The implementation of policies and community objectives will require close working between the community of Redcliffe, The Council and the Service Providers. The community's expectation is that other measures to address these issues will be published by the Council.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)
NPPF 4: Promoting sustainable transport

Bristol Joint Local Transport Plan

Bristol City Council Core Strategy
BCS10: Transport and Access Improvements

Bristol Central Area Plan (BCAP)
BCAP29: Car and Cycle parking in Bristol City Centre
BCAP32: Quayside Walkways
BCAP33: City centre spaces

Bristol City Council Site Allocations and Development Management Policies
DM23: Transport Development Management
DM24: Transport Schemes

Public Realm and Movement Framework (Feb 2012)

The 'Walking Strategy for Bristol - Our Vision for 2011 - 2021'

City Centre Public Realm and Movement Framework (Draft February 2012)

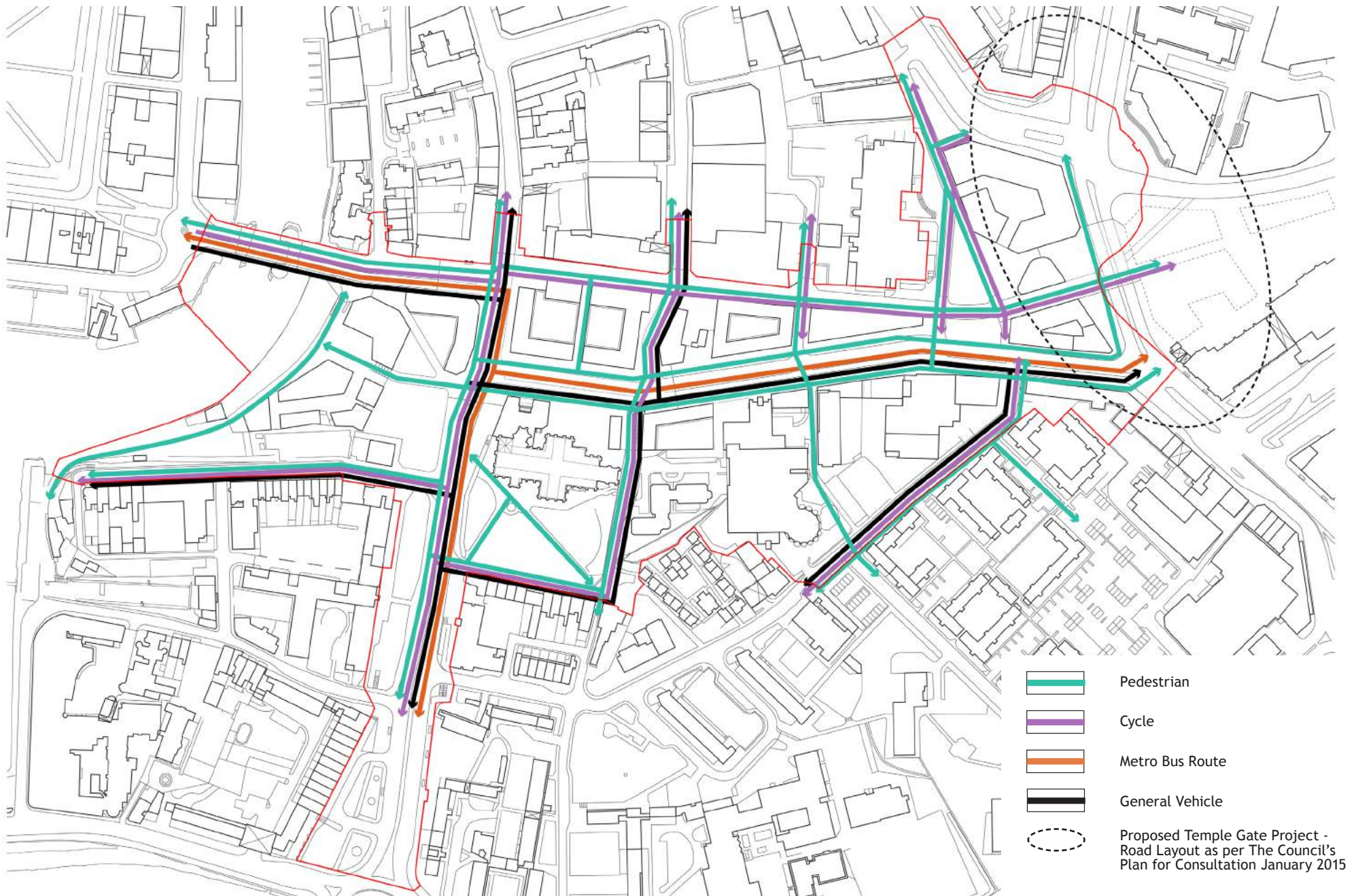


Fig 3.8.1 - Movement.

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Movement - Our Policies

Policy M1: Sustainable Transport

Development as appropriate to its scale and location should include proposals that enhance the attractiveness of walking, cycling and public transport. Measures to reduce the impact and where possible volume of traffic through the Redcliffe neighbourhood will be expected.

Policy M2: Secondary Streets

Proposals to protect and mitigate against the impact of traffic on streets with predominantly residential or community or food and beverage uses, will be permitted.

Such proposals may include:

- a) traffic calming and gateway treatments to deter through traffic;
- b) shared space treatments to create 'home zones';
- c) temporary use of streets as social space, for example play streets;
- d) protected public realm areas that encourage social exchange and congregation.

Policy M3: Accessibility for all

Proposals that improve the accessibility of The Plan Area for all sectors of society including the elderly and disabled will be permitted.

Policy M4: Car Parking

Proposals should provide a sufficient level of car parking appropriate to their scale as set out in BCAP29, and should also meet the following criteria:

- a) Semi-basement, undercroft or decked parking should not be visible from the street.
- b) On-street parking will be supported where it contributes to the pedestrian safety and vitality of a street and does not disrupt the continuity and enclosure of street frontage.
- c) Car parking formats which could be converted readily to other uses, and used for temporary purposes including special events, will be permitted.

Movement - Our Community Objectives

Balancing People, Place and Movement

Design and highway proposals that reduce traffic volumes and mitigate the impact of traffic will be expected. A clear hierarchy and identity for each of the streets will need to be developed, in both 'movement' and 'place' terms. Design studies and transport assessment work will need to be undertaken to understand the impact on the local and strategic highway network. Proposals as appropriate to their scale and location may include:

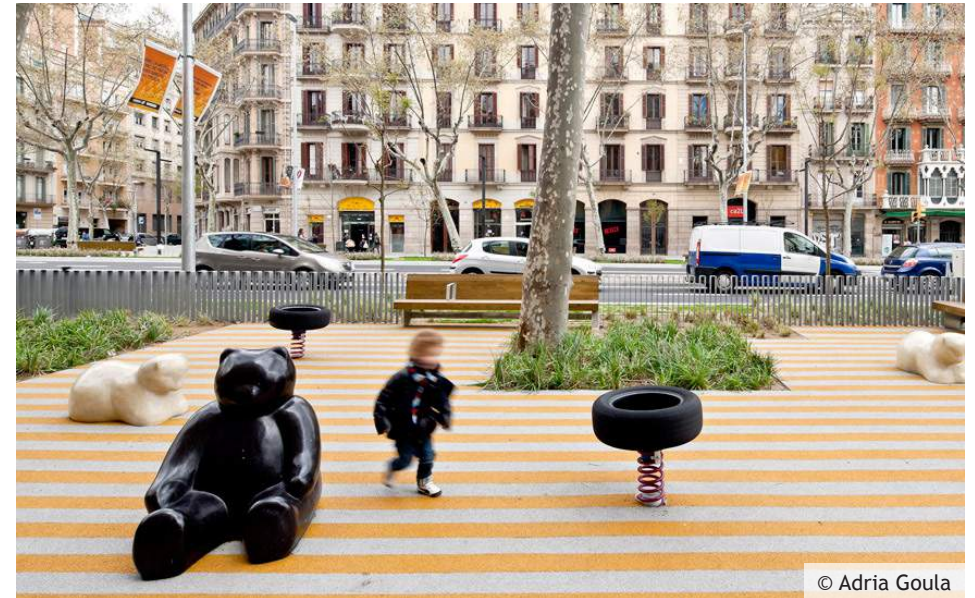
- a) a reduction in the width of carriageway to Redcliffe Way;
- b) removal of all roundabouts and provide reconfigured junctions with pedestrian priority. Including the option for implementing single-stage super-crossings or diagonal crossings at peak flow pedestrian crossings;
- c) dedicated cycle provision along Portwall Lane and improvements to north south cycle connections;
- d) to create a shared space - to the north of the church that creates a high quality pedestrian environment and uses cognitive signals to drivers that indicate they are entering a special area.
- e) accommodation of traffic should not compromise pedestrians or the setting of the church;
- f) utilitarian signs and road-markings and guardrails will need to be removed or reduced in this area;
- g) A parking assessment for the area will be sought, taking into account the needs of existing occupiers, new development and the community's priority for a better balance between the needs of people, place and movement in the area;
- h) areas of street or car parking that are flexible and can provide opportunities for temporary events or meanwhile uses and with allocations that can be adapted to promote active community uses at weekends and evenings.

Impact

Reconfigured and re-imagined streets will provide a more accessible, attractive and safe environment. Importantly, the impact and volume of traffic will be reduced and the creation of a new shared space or spaces will provide an appropriate setting to the front of St Mary Redcliffe Church. The policies aim to encourage sustainable transport, promote community participation by providing streets for living and promote safer communities.



Shared space reducing the dominance of vehicular traffic - Berlin



A new type of street with reduced impact of traffic - Passeig de St Joan, Barcelona



Shared space giving priority to pedestrians and cyclists - Exhibition Road, London



A great place to be a pedestrian and cyclist - Copenhagen

3.9 Economy

Evidence and Need

The National Planning Policy Framework (NPPF) states that a core principle of planning is to drive and support sustainable economic development proactively to deliver the homes, businesses, infrastructure and thriving local places.

North Redcliffe comprises a business-led mixed use quarter with a growing residential community. It has a large number of institutions and international businesses, including the regional offices of the Open University, Arup, Aecom and KPMG. These tend to be occupied on large, single use plots. There is a marked division between north and south with very few commercial premises to the south where there is an area of established residential (with supporting local retail). Immediately to the east lies The Enterprise Zone, an area that partly shares a boundary with The Plan Area (see Fig. 1.1.1 on page 8). The Enterprise Zone is a significant priority in enabling the delivery of growth and employment for the benefit of the wider West of England sub region. The quarter has been identified in the BCAP as an employment-led mixed-use quarter and includes a major indoor arena and associated leisure uses, at least 100,000m² of high quality office and flexible work space aimed at ‘creative minded businesses’.

The 2011 Census profile indicates that the area has one of the highest unemployment rates in Bristol with 6.2% unemployed, compared to 4.3% Bristol average. BCS2 states that new development will be encouraged in The Plan which provides new employment premises, especially flexible and small business floorspace which can stimulate enterprise and deliver new employment opportunities. Importantly, any employment uses will need to complement The Enterprise Zone.

There is scope in The Plan for a mix of office accommodation and flexible workspace to meet local business development needs. These should be supplied as mixed-use developments in which the provision of small-scale flexible floor space will be particularly encouraged. This Plan seeks to support local businesses, business start-ups, home working and social enterprises that benefit the community. These would start to bridge the gap between the north and south by creating a more diverse mixed use area and serving the needs of the existing residential community. By encouraging local enterprise helps to move Redcliffe towards a low carbon economy.

The highest priorities to support Redcliffe as a thriving area for business and an attractive place to work, as identified in a survey of people who work in the area undertaken by the Forum in 2014, were:

- More start-up spaces, live/work studios, shared office spaces (72%)
- More business support services i.e. bank, post office, IT support (67%)
- More cafes, bars and quality restaurants (63%)
- More local services such as bikeshop, bakery, grocery, nursery (63%)
- More greenery and good quality public space (63%)

The relevance of a biodiverse green infrastructure in and around office buildings for the delivery of a healthy, productive and creative workforce as emphasised by the British Council for Offices should be reflected in all new development.

Relevant Strategic Policies

National Planning Policy Framework (NPPF)
NPPF 1: Building a strong, competitive economy

Bristol City Council Core Strategy
BCS2: Bristol City Centre

Bristol Central Area Plan (BCAP)
Policy BCAP6: delivery of employment space in Bristol City Centre
Policy BCAP35: Bristol Temple Quarter

Economy - Our Policies

Policy EC1: Employment and Enterprise

Proposals for employment development will be permitted provided they support the development of a mix of enterprises and in particular small and medium sized enterprises and do not involve the loss of sites allocated for housing. Development space for enterprises should:

- a) take account of the need to improve the employment prospects for the local community;
- b) contribute to the vision and identity of Redcliffe

complement the proposed uses in the Temple Quarter Enterprise Quarter

Impact

Policy EC1 will secure the right scale and nature of employment to create a genuine mix of uses for The Plan and complement the large employment-led mixed use quarter at Temple Meads. The policy aims to contribute to sustainable development by complementing major employment hubs in the surrounding areas and promote a sustainable economy throughout Redcliffe.



A thriving place with a creative and diverse business community - The Custard Factory, Birmingham



Flexible external spaces that encourage social gathering - Gorky Park, Moscow



Flexible small business units - Great Western Studios, London

Glossary of terms

Redcliffe Neighbourhood Development Plan (The Plan)

Redcliffe Neighbourhood Development Forum (The Forum)

Neighbourhood Development Plan (NDP)

Bristol City Council (The Council)

National Planning Policy Framework (NPPF)

Bristol Core Strategy (BCS)

Bristol Temple Quarter Enterprise Zone (The Enterprise Zone)

Site Allocations and Development Management Policies (SADMP)

Central Area Flood Risk Assessment (CAFRA)

Bristol's Parks and Green Space Strategy (BPGSS)

Bristol Biodiversity Action Plan (BBAP)

Active ground floor uses are within use classes A1-A5, D1-D2 or related sui generis uses, as defined by BCAP.

Active frontages refer to frontages which, for example, avoid blank walls and include frequent access points, windows and other features which create and contribute to an active and welcoming feeling, as defined by BCAP.

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The aim of the Neighbourhood Plan is that Redcliffe Way becomes a new heart for the community, **reuniting** the north and south. It will provide a **lively** mixed-use city neighbourhood, which has both a grand boulevard and an **impressive setting** for St Mary Redcliffe Church, but also more **intimate streets and spaces**. It will be a place that is **people friendly**, creating a public realm that encourages congregation and exchange, as well as being the best place for **family living** in Bristol. It will look, feel and act **green**, in every sense of the word from energy use, green infrastructure, an **urban form** that encourages people to walk and cycle, through to **flexible streets** and spaces that encourage **spontaneity**. Importantly, it will require a level of **innovation**, rigour and a responsive master planning process to ensure the **richness, delight and beauty** that the community aspire is delivered.