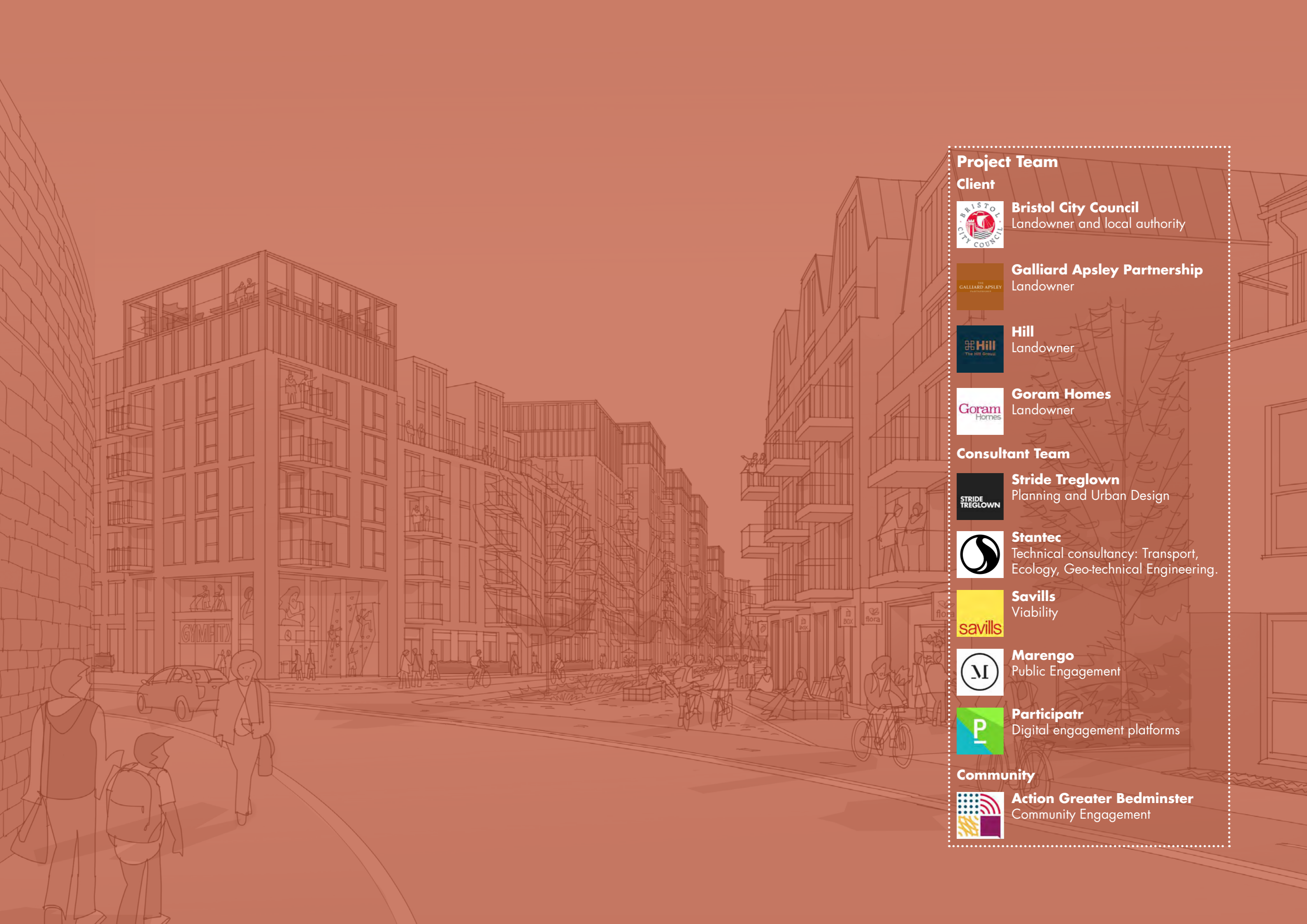


# WHITEHOUSE STREET REGENERATION FRAMEWORK

MARCH 2023





## Project Team

### Client



**Bristol City Council**  
Landowner and local authority



**Galliard Apsley Partnership**  
Landowner



**Hill**  
Landowner



**Goram Homes**  
Landowner

### Consultant Team



**Stride Treglown**  
Planning and Urban Design



**Stantec**  
Technical consultancy: Transport,  
Ecology, Geo-technical Engineering.



**Savills**  
Viability



**Marengo**  
Public Engagement



**Participatr**  
Digital engagement platforms

### Community



**Action Greater Bedminster**  
Community Engagement

# Foreword

## Foreword

From the need for new homes, a changing employment landscape and the climate and ecological emergencies, Bristol faces multiple challenges as we plan for a better future. One of the urgent challenges is the need for homes of all types, especially affordable homes. While the city's population grows, the area of land available to us does not. Central, sustainable locations like Whitehouse Street can provide the solution to this challenge. As previously developed land, building the new homes we need here means we can better protect greenspaces elsewhere in and around Bristol.

However, we can't only build new homes. Our ambition at Whitehouse Street is to create a balanced and inclusive community that can help Bedminster and South Bristol thrive and grow. Whitehouse Street will blend new homes with new and existing employment. We want to respect the industrial heritage of the area, and the framework sets out our ambition to have no net loss of jobs, while providing space for a range of jobs by finding innovative solutions to combining homes and employment. From the start of this project, we have made sure that local people and businesses have had the chance to input into how we respond to these challenges. A positive aspect of this collaboration has been working with the local community and our development partners, The Galliard Apsley Partnership and Hill towards a shared vision.

In recognition of the importance of involving the community to shape positive change, Action Greater Bedminster were commissioned to lead the first stage of community engagement. This included extensive consultation with the wider community and online sessions exploring good regeneration principles. The engagement was effective with thousands of comments on the website ([www.whitehousestreet.com](http://www.whitehousestreet.com)) and hundreds of people attending events, the outcome of which was the production of a 'Community Manifesto' setting out the community's key priorities for the regeneration. This work has informed and shaped the framework throughout the process.

At Whitehouse Street, we want to create a well-connected, healthy neighbourhood with integrated walking and cycling links, as well as high quality public spaces that feel welcoming for all. This is an opportunity to create a low-carbon new community that seamlessly blends homes, public spaces and employment.

These ambitions are woven through this document and will serve as a guide as development comes forward. By having this framework, which has been shaped by in-depth engagement with the local community throughout the process, we hope that proposals at Whitehouse Street will guide the positive change the city needs to meet the growing challenges we face now and into the future.



**Marvin Rees**  
Mayor of Bristol

## The Galliard Apsley Partnership

The Galliard Apsley Partnership is a joint venture between Galliard Homes and Apsley House Capital. Over Galliard Homes' 30-year history the company has evolved from its residential property origins to be a leading authority and expert in the development of large mixed-use schemes. Landowner-developer Apsley House Capital has a strong track record of delivering new build residential schemes and private rented sector (PRS) residential property portfolios to the highest quality.

A strategic aim of the Partnership is to engage with the communities within which we work and promote employability, educational advancement, charitable giving, a strong local economy and environmental sustainability.

We are keen to deploy our expertise and work with the council and Hill to shape the regeneration of this area and create a place Bristol can be proud of. We are very excited to see this framework come forward over the coming years.

## Hill

Hill is an award-winning housebuilder, delivering high quality, sustainable homes across the south of the UK. Hill is dedicated to delivering exemplar places to live and to the creation of sustainable mixed use communities, and this commitment extends to Bedminster and the proposed vision for the Whitehouse Street area. Our aspiration is to bring forward development that demonstrates our aspiration to deliver much needed homes for Bristol, which residents new and old can be proud of.

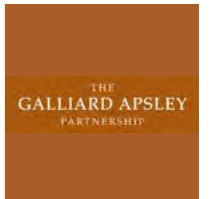
We are committed to delivering social value throughout our development activities. Our aim is to generate employment opportunities, particularly from the local area whilst extending our proven trainee and apprenticeship scheme within the region to offer skills, training and development opportunities for the people of Bristol.

## Goram Homes

Goram Homes is a housing developer owned by Bristol City Council. Alongside our development partners, Bristol City Council and local residents, we aim to build homes that transform where and how people live.

The Whitehouse Street site gives us an opportunity to provide much-needed new homes, including the maximum number of affordable homes possible, while protecting the area's industrial heritage. Goram Homes is driven by delivering quality, net zero carbon homes to tackle the housing crisis, enhance biodiversity and build communities - and this site will be no different.

Working with the local community is also very important to us and we will continue public consultation as the design progresses through the planning process.



# Contents

<b>1.0</b>	<b>Introduction</b>	p.5
1.1	Vision	p.6
1.2	Location	p.8
1.3	Framework development process	p.11
1.4	Glossary	p.12
<b>2.0</b>	<b>Analysis: understanding the site</b>	p.13
2.1	Planning context	p.14
2.2	Character assessment	p.18
2.3	Existing land use	p.21
2.4	Heights & views	p.22
2.5	Open space	p.25
2.6	Amenities	p.26
2.7	Transport & movement	p.27
2.8	Constraints summary	p.28
<b>3.0</b>	<b>Consultation and engagement</b>	p.29
3.1	Stakeholder engagement	p.30
<b>4.0</b>	<b>Placemaking approach</b>	p.33
4.1	Vision & objectives	p.34
4.2	Concept testing	p.36
4.3	Concept masterplan	p.37
<b>5.0</b>	<b>Regeneration principles</b>	p.39
5.1	Climate change & sustainability	p.40
5.2	Transport & movement	p.44
5.3	Placemaking & character	p.49
5.4	Height, scale & massing	p.60
5.5	Land use & employment	p.66
5.6	Public realm & green infrastructure	p.74
5.7	Technical considerations	p.81
<b>6.0</b>	<b>Delivery &amp; implementation</b>	p.83
6.1	Delivery	p.84
6.2	Phasing	p.86
<b>7.0</b>	<b>Conclusion</b>	p.87
	<b>Image Credits</b>	p.89



# 1.0 INTRODUCTION

1.1	<b>Vision</b>
1.2	<b>Location</b>
1.3	<b>Framework development process</b>
1.4	<b>Glossary</b>

## **Executive summary**

The Whitehouse Street Regeneration Framework sets out the vision and principles for the regeneration of this area. This document will guide and shape redevelopment proposals to support the transition to a genuinely mixed-use neighbourhood in Bedminster, where new homes, employment space and community space are delivered and helps revitalise this area, supports businesses on nearby East St and Bedminster Parade and facilitates the integration of the existing community with new residents and businesses moving into the area.

Bristol is projected to experience significant growth and demand on housing. In order to address this, Bristol City Council aim to for 33,500 new homes to be delivered by 2036.

The draft local plan has identified Central Bedminster as an area with development potential for at least 2,500 new homes and provision of high-quality workspace as part of a co-ordinated mixed-use development. The Whitehouse Street Regeneration Area has the potential to make a significant contribution to meeting this ambition.

## **Vision**

The Whitehouse Street area was historically a dense and active neighbourhood that combined homes and industry. The vision is to create a new vibrant and sustainable neighbourhood which incorporates a contemporary mix of uses, best practice placemaking principles and new active travel routes.

This framework seeks to guide future development towards a mixed-use neighbourhood of new homes, employment space and improved public realm. This framework will ensure a joined-up approach to regeneration with the participation of the local community.

The regeneration of the Whitehouse Street aims to deliver:

- Around 2,000 new homes.
- Up to 15,000m<sup>2</sup> of employment space to ensure no net loss of jobs across the regeneration area, and the potential for jobs growth.

- New and improved active travel routes connecting Bedminster to Temple Meads and the city centre.
- Improvements to existing children's play areas in Victoria Park.
- New community infrastructure.
- Improved public realm including new street trees and planting and pedestrian public spaces.
- Improvements to Philip Street to improve it for pedestrians and cyclists, and improve the setting of the city farm.

## **Regeneration framework**

A spatial development or regeneration framework is a document that sets out the vision and principles that will guide development in an area where change is anticipated. This is to ensure that future planning applications consider all aspects of the wider area and that provision of services, amenities, public realm and transport improvements can be planned in a coherent manner.

While the framework is not formal planning policy, it will be a 'material consideration' for assessing future planning applications and City Council investment decisions in the area.

Sections 1 to 4 of this framework describe the analysis of the regeneration area and how the framework vision and concept have been developed. Section 5 describes the framework itself. Section 6 sets out the process for delivery and how the project will be phased.

## **Community engagement**

Community engagement lies at the heart of this framework and has been developed with extensive input from the local community. Community organisation Action Greater Bedminster have co-ordinated the development of a 'community manifesto' which has set out the priorities of local residents, businesses and community organisations. The engagement process is described in section 3.

# 1.1 Vision

## The aspiration

The aspiration for Whitehouse Street is to create a sustainable, well connected neighbourhood where homes, jobs and day to day amenities are combined within easy reach and close to key public transport connections, public services, local centres and employment opportunities.

While the nature of the area will be changing it is envisaged that the new neighbourhood remains rooted in the context and history of Bedminster.

## Around 2,000 new homes

The Whitehouse Street Regeneration Area has the potential to provide around 2000 new homes. Boosting the supply of homes in Bristol is a key priority in order to address the acute need for new and affordable housing. Whitehouse Street is an opportunity to deliver homes in a sustainable brownfield location which aligns with Bristol's climate strategy.

## Up to 15,000m<sup>2</sup> of employment space

To ensure no net loss of jobs across the regeneration area and enable businesses which are compatible with a new mixed use neighbourhood to remain if they wish to do so, the regeneration of the Whitehouse Street area will provide up to 15,000m<sup>2</sup> of new employment space. This framework provides guidance on the provision of space for existing businesses and new employment sectors.

## New sustainable travel routes

To support new homes in the area, new active travel routes will be created. This includes a new cycle route connecting Whitehouse Street to Mead Street and Bedminster Green, improved footways, new pedestrian streets and improvements to Philip Street.



Context: Factory No. 1 - Former Wills Tobacco Building



Precedent: Greener Grangetown, Cardiff



Precedent: St John's Hill Peabody Estate, London



Precedent: Filwood Business park, Bristol



Context: Fiddlers Club, Willway Street



Precedent: Paintworks Phase 3, Bristol

# 1.1 Vision

## The opportunity

The Whitehouse Street Regeneration Area is located on the edge of the city centre. It is extremely well served by public transport and close to a range of local shops, services and amenities. It is considered one of the most sustainable urban living opportunity areas in the city.

Some of the employment space is well used by a number of successful local businesses. Other spaces are under utilised or in poor condition. The area is currently providing a low density of jobs relative to the space available and there is an opportunity to regenerate the area to provide new employment space alongside new homes. The employment proposals set out within this framework draw upon specialist consultancy input and studies commissioned by the council.

It is an opportunity to create an exemplar for sustainable urban development, founded on core principles that have been guided by the participation and input of the local community.

## The process

The purpose of this framework is to provide a co-ordinated vision for the Whitehouse Street area and to guide future development. Detailed design and delivery lies outside the scope of this framework and is to be taken forward by the respective landowners and/or developers.

A broad range of community, business and stakeholder engagement has been undertaken while developing this framework to take into account the needs of people living and working in the area.

This framework summarises technical analysis of the local area and policy context, sets out the vision for the area, the principles of new development, and provides design guidance as to how to implement these principles.



## What is a spatial regeneration framework?

A spatial regeneration framework is a document that sets out the vision and principles that will guide development in an area where change is anticipated. This is to ensure that future planning applications consider all aspects of the wider area and that provision of services, amenities, public realm and transport improvements can be planned in a coherent manner.

While the framework is not formal planning policy, it will be a 'material consideration' for assessing future planning applications and City Council investment decisions in the area.

*We are all for the regeneration of this tired & neglected area. It is full of families with great community spirit so let's all pull together and make Bedminster shine.*

These boxes are comments from local residents, businesses or community organisations that have fed into the engagement process.



## Protecting jobs and businesses

A key objective within Whitehouse Street is to support local enterprise and employment with no net loss of jobs in the core regeneration area and an overall aspiration for jobs growth. To achieve this, development will seek to retain existing businesses that are compatible with residential where possible, whilst providing new high-quality workspaces and encouraging a business environment that contributes towards creating a sense of place and fostering inclusive economic growth.

The provision of sites suitable for industrial and warehousing within Bristol is a finite resource. As areas of the city such as Whitehouse Street are regenerated to provide a new forms of mixed-use development, including much needed homes (including affordable homes), industrial and employment activity that is compatible with residential uses and whose operations will not be restricted because of nearby sensitive uses.

The emerging policy position is that new employment space will be provided where industrial and distribution premises are redeveloped for mixed uses in growth and regeneration areas. This is subject to these being compatible with residential uses.

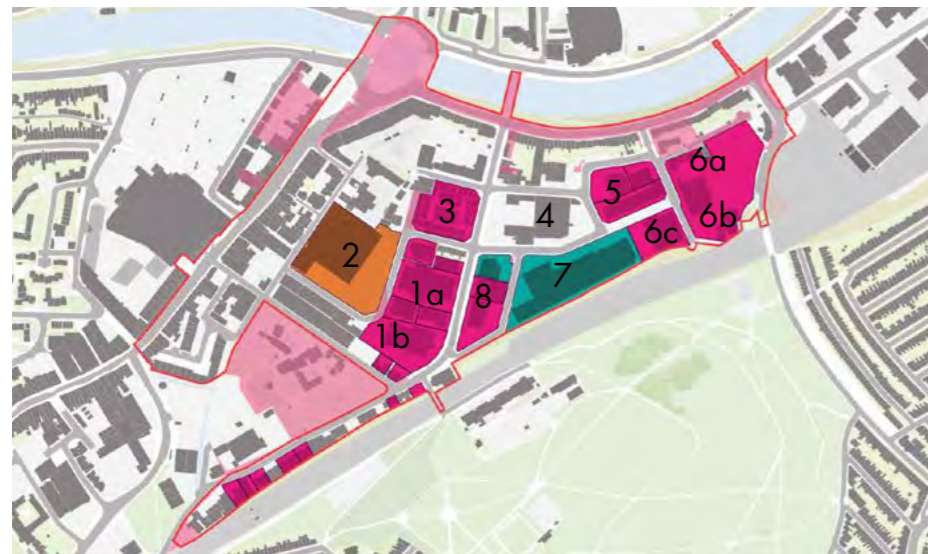
The emerging local plan identifies land to be allocated for industry/distribution at four locations in the Avonmouth industrial area, Western Drive, Hengrove and Glenfrome Road, Eastville.

## 1.2 Location





The regeneration area is made up of three zones, each will be subject to varying levels of intervention.

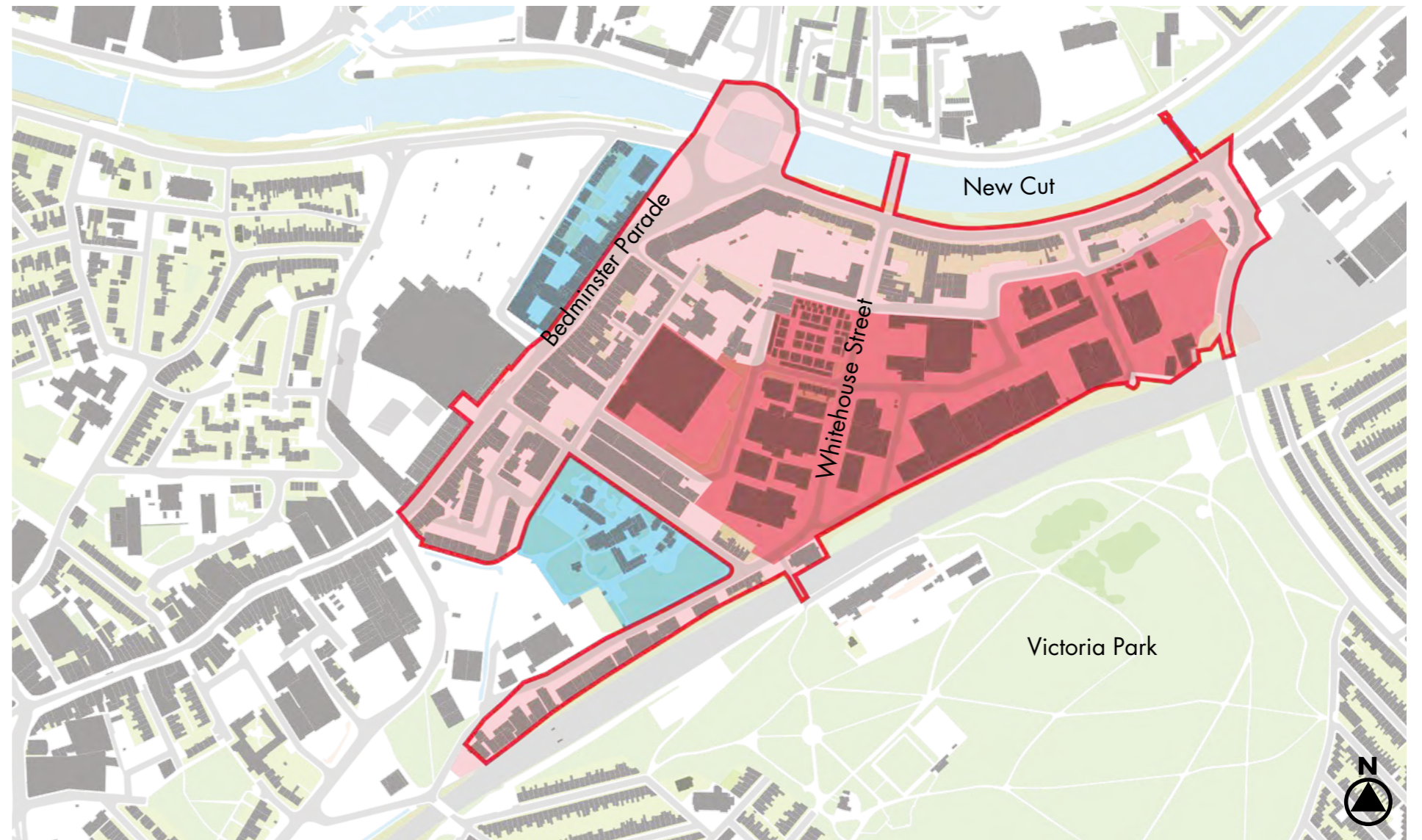
- The core area (red) comprises plots bounded by the railway to the south, Stillhouse Lane to the west, St Luke's Road to the east, and an axis of streets from William Street to Spring Street Place to the north.
- The outer area (pink) comprises areas immediately adjacent to the core area where the urban blocks and street structure are unlikely to be affected but will be within the scope of the infrastructure and public realm improvements.
- In addition, an outer 'masterplan fix' area (blue) which incorporates areas that will remain as present but are important elements of the masterplan context.

The land in the regeneration framework core area is predominantly owned by Bristol City Council, Galliard Apsley Partnership and Hill.






### KEY

- |   |   |
|---|---|
|  Bristol City Council (overall land ownership) |  Galliard Apsley Partnership |
|  Bristol City Council (leased out plots)       |  Hill                        |



### KEY

-  Core regeneration area.
-  Outer regeneration area - shows area where urban blocks are unlikely to be changed and the focus of inclusion is for infrastructure and public realm purposes.
-  'Masterplan fixes' - these are assumed to be areas and uses which will remain in-situ. These areas will be considered as important elements of the context.



## 1.2 Location



Aerial view of the Whitehouse Street Regeneration Area from the north west

Temple Quarter & St Philip's Marsh Development Framework Area

### City context

The Whitehouse Street Regeneration Area is located at the southern edge of Bristol City Centre, between the New Cut, Bedminster Parade and St Luke's Road.

To the south west of the regeneration area is the Bedminster Green Regeneration Area where a framework was adopted in 2019.

To the east is the Mead Street Regeneration Area, which is subject to a development brief that was endorsed in 2022. Mead Street forms part of the Temple Quarter & St Philip's Marsh Development Framework Area, where a framework is currently being produced. Together, these areas form a ribbon of regeneration from Bedminster to Bristol Temple Meads

Alongside the objectives for the regeneration area itself, the purpose of the Whitehouse Street Regeneration Framework is to ensure that development is progressed in co-ordination with wider regeneration and meets the aspirations of the local community.

The core area of the Whitehouse Street Regeneration is predominantly occupied by

light industrial or commercial uses and is currently allocated as a Principal Industrial and Warehousing Area.

Given the proximity to the city centre, Bedminster local centre, key public transport routes and amenities, the Whitehouse Street area is a highly sustainable location for a new mixed use neighbourhood that can be redeveloped without loss of open green space.

## 1.2 Location

### The history and future of Bedminster

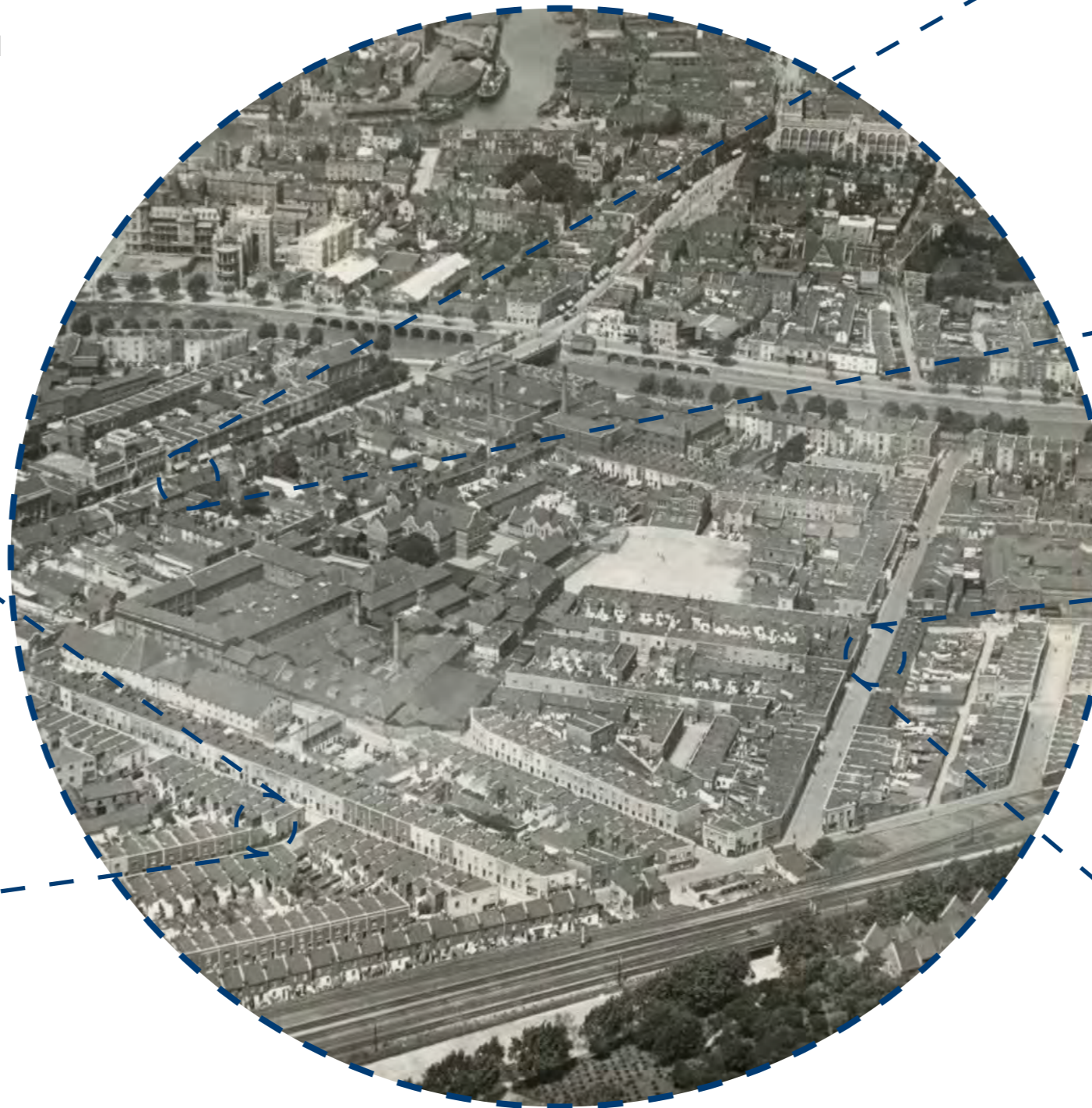
Originally a town outside of the borders of Bristol, by the late 19th century Bedminster was a densely populated industrial suburb of Bristol, known for its tobacco manufacturing and tanneries.

The area is undergoing substantial change including within the Bedminster Green Regeneration Area, East Street, redevelopment of the former Wills tobacco factory and the Mead Street Regeneration Area. These images show how the area has changed over time and continues to change.



### Windmill Hill City Farm

Created by volunteers in the 1970s and onwards, Windmill Hill City Farm was established out of the ruins of a Philip Street clearance to become a vital community resource.



### East Street and Bedminster Parade

East Street and Bedminster Parade have long been the main high street for south Bristol and despite decline in recent years remains an important local centre. A new public realm vision for East Street was published in 2021.



### Whitehouse Street

Industrial buildings such as tanneries sat side by side with tightly packed terrace housing. The dense housing combined with polluting industries often created unsanitary and overcrowded conditions.

# 1.3 Framework development process

## Process

The preparation of the framework has followed a four stage process. Engagement with the local community and businesses has occurred throughout all stages. Further information on the engagement process can be found in section 3: *Consultation and Engagement*.

Stage 1 involved the analysis of the site and brief by the design team and consultants and the creation of a community manifesto, co-ordinated by Action Greater Bedminster.

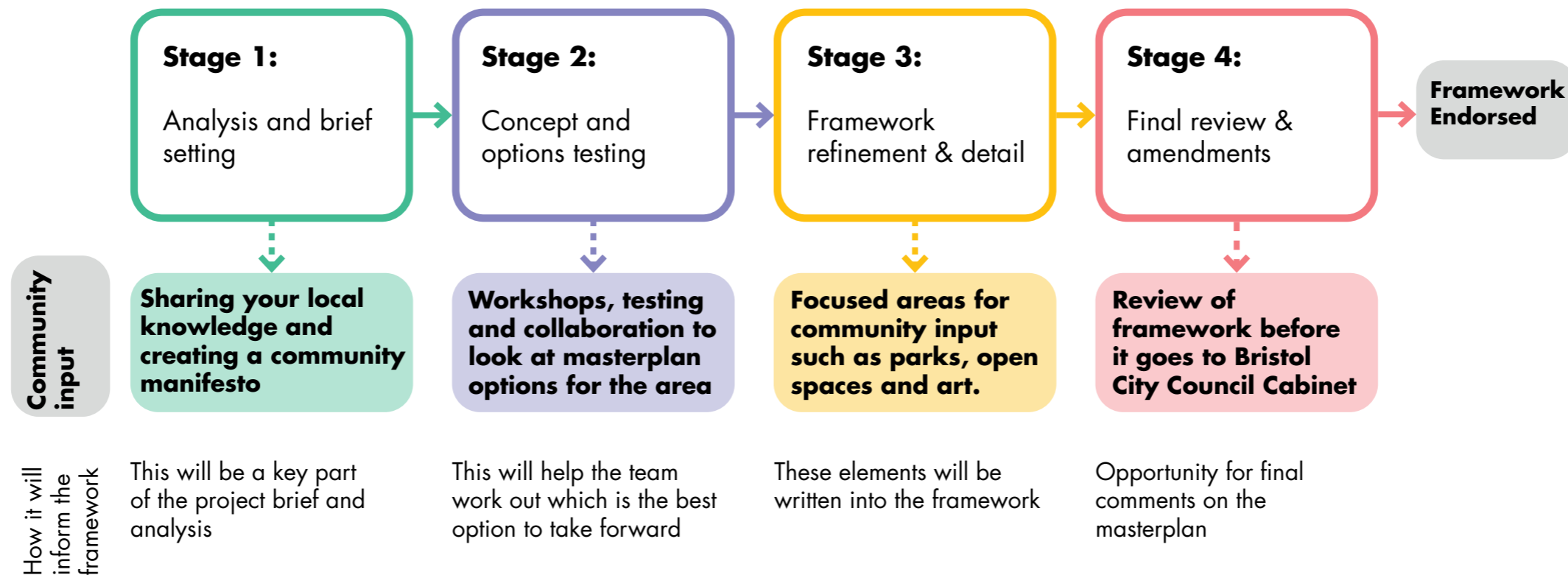
Stage 2 involved an appraisal of a number of concept options and scenarios relating to various themes such as: employment distribution,

public realm, movement and testing of height parameters. This was developed into a concept masterplan which brought together the themes in a single spatial concept.

Stage 3 refined the concept into this draft framework. Community input was sought on the framework concept with a particular focus on local identity and character, public spaces and public art.

Following a 6 week period of public consultation, amendments were made during stage 4 to reflect the feedback received.

This document is now a material consideration for the Local Planning Authority when considering planning applications in or nearby the regeneration area. It will also inform Bristol City Council investment decisions in the area, such as public realm and transport improvements.



# 1.4 Glossary

## Glossary of Terms

This glossary explains words and phrases used throughout this regeneration framework. Where possible, this framework avoids using overly technical language and abbreviations, but the following terms may be referred to in the regeneration framework, technical appendices or in the context of urban regeneration:

### The Whitehouse Street Regeneration Area

The area within the red line boundary on page 8. Within the regeneration area is the 'core regeneration area' (shown in red on page 8) which is the area where most significant development is envisaged.

### The Whitehouse Street Regeneration Framework

This document, which applies to the Whitehouse Street Regeneration Area.

### 'The council'

This refers to Bristol City Council.

### Active Frontages

These refer to street frontages where there is an active visual or physical engagement between the building and street, such as entrances, shopfronts, doors and windows.

### Affordable housing

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Definitions of the affordable housing tenures accepted by the Council are set out in the Affordable Housing Practice Note (2022).

### Principal Industrial and Warehousing Area (PIWA)

Principal Industrial and Warehousing Areas (allocated under Local Plan policy BCS8) are areas that contain a wide variety of businesses, which include workshops and workspaces where manufacturing, storage and distribution (and in some cases, waste management and recycling), uses take place.

### Flood Zones 1-3

The Environment Agency designates areas of varying levels of flood risk. Flood Zone 1 is lower risk, Flood Zone 3 is higher risk. Housing and vulnerable uses are generally resisted in Flood Zone 3.

### Supplementary Planning Document (SPD)

Supplementary Planning Documents provide additional guidance and detail on Local Plan policies; they are used by the council to help applicants prepare robust planning applications as well as helping to determine planning applications.

### District Centre

District Centres cater for a local catchment area that meets convenience needs but may include community facilities and supermarkets. For Whitehouse Street the closest district centre is East Street and Bedminster Parade.

### Material Consideration

A material consideration is a matter that should be taken into account in deciding a planning application or on an appeal against a planning decision; these can include a wide variety of matters such as overlooking, loss of privacy, loss of light or overshadowing, parking and highway safety.

### Planning Performance Agreement

Planning Performance Agreements are a project management tool for developments. They establish key milestones and an agreed way of working between the council, the developer and, where appropriate, the local community.

### Tree Preservation Order (TPO)

An order made to protect specific trees, groups of trees or woodland. Protected trees cannot be cut down, damaged or otherwise removed except with the consent of the council.

### Conservation Area

An area that has been designated as having special architectural or historic interest, which is considered worthy of preservation or enhancement. Developments which affect the setting or character of a Conservation Area are required to be assessed in detail as part of planning application submissions.

### Clean Air Zone (CAZ)

The Clean Air Zone came into effect November 2022 and is an area of targeted action to improve air quality by charging certain highest polluting vehicles.

### National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) sets out the Government's economic, environmental and social planning policies for England and how these are applied to the preparation of local and neighbourhood plans and decision making on planning applications.

# 2.0 SITE ANALYSIS

- 2.1 Planning context
- 2.2 Character assessment
- 2.3 Existing land use
- 2.4 Heights and views
- 2.5 Open space
- 2.6 Amenities
- 2.7 Transport & movement
- 2.8 Constraints summary



## 2.1 Planning context

### Planning policy context

The Whitehouse Street Regeneration Area is situated in a highly accessible location, close to the local centre of Bedminster and within a short walking distance of Bedminster and Bristol Temple Meads train stations as well as bus stops situated on East Street/Bedminster Parade.

Whilst a significant proportion of the core study area for Whitehouse Street is currently identified as a Primary Industrial and Warehousing Area (PIWA), emerging policy seeks to remove this allocation for an area of growth and regeneration that includes a mix of residential, workspace and community uses with a potential focus for development of a more urban scale and form.

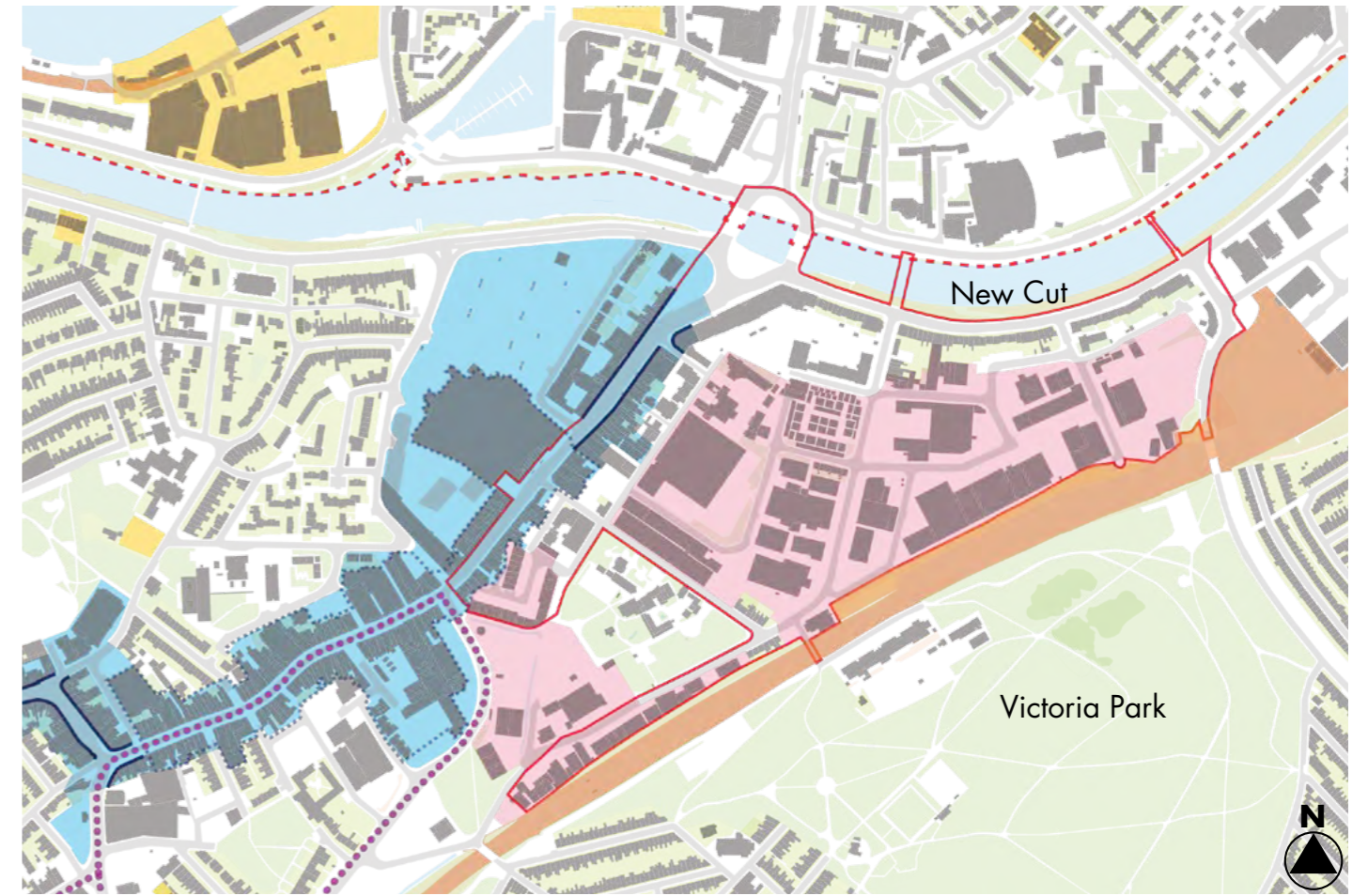
Part of the area lies within the Bedminster Conservation Area and there are listed buildings and buildings of merit situated within and near the regeneration area. The regeneration area lies predominantly within Flood Zones 1 and 2, with isolated areas of Flood Zone 3.

Development proposals within the regeneration area will need to take account of national and local planning policies and guidance that is in place at the time when development proposals come forward, whilst ensuring due weight is given to emerging policies and guidance and other material considerations.

For each site that comes forward with a planning application, the key planning policy objectives that will future proof the regeneration framework can be summarised as follows.

Development should:

- Contribute towards a mix of residential, workspace and community uses, which reinforce Bedminster as a mixed and inclusive community.
- Be required to preserve and enhance the special character and appearance of Bedminster Conservation Area and its setting.
- Reflect Bristol's urban character by maximising opportunities to re-use previously developed land and deliver high-quality, well-designed environments at optimal densities.
- Improve connectivity by strengthening pedestrian and cycle links between Bedminster town centre and the surrounding area, particularly between Windmill Hill, East Street and St. Catherine's Place and from Spring Street to St. Luke's Road.
- Take account of the council's climate emergency declaration and positively contribute towards mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions, working towards zero carbon.
- Be resilient to flooding through design and layout and reduce surface water run-off to ensure it does not increase flood risks elsewhere.
- Take account of the council's ecological emergency declaration and maximise opportunities to enhance biodiversity.
- Provide green infrastructure and public realm enhancements.



Planning policy overview plan

#### KEY

- Centres (retail/mixed uses)
- - - Primary shopping frontage
- Secondary shopping frontage
- - - City centre area
- Local Plan regeneration site allocation
- Primary industrial and warehousing area (PIWA)
- Rail infrastructure land
- • • Safeguarded transport links

## 2.1 Planning context

### Local policies

The Whitehouse Street Regeneration Area forms a significant portion of the emerging Central Bedminster Area (Draft policy DS8) that is identified for growth and regeneration due to its location close to the city centre and Bristol Temple Quarter and the presence of strategic public transport routes. The intention is that the Central Bedminster Area will replace the PIWA designation that exists across a large part of the Whitehouse Street Regeneration Area.

The Central Bedminster area envisages development of an urban scale and form, guided by the Urban Living SPD. Draft policy DS8 states there is potential for at least 2,500 homes and the provision of high-quality workspace as part of mixed-use development. Development is expected to reinforce the Bedminster area as a mixed and inclusive community with a diversity of land uses providing opportunities to live, work, for leisure and to access services.

The core place principle for Central Bedminster is that development is expected to make an efficient use of land at a scale and design appropriate to Bedminster's town centre location, taking account of the Bedminster conservation area. Tall buildings in the right setting and of the right design may be appropriate and proposals will be expected to demonstrate that opportunities have been sought to progress more comprehensive or co-ordinated forms of development with other sites in the locality. Where sites are developed, an inner urban density of 120dph will be sought as a minimum, but city centre style densities of 200dph or more may be appropriate, subject to a co-ordinated approach to development that delivers quality urban design.

### Framework status

This framework is a 'non-statutory placemaking document' that will form a material consideration in the determination of planning applications. This means the framework sets the principles to help guide development across the Whitehouse Street area.

The Whitehouse Street Regeneration Framework sets a vision and co-ordinated approach to development across the regeneration area. The framework will be used in decision-making by the



Whitehouse Street Regeneration Area within Bedminster Growth and Regeneration Area  
Source: BCC Local Plan Review, March 2019. Policy DS8 Greater Bedminster

#### KEY

- Whitehouse Street Regeneration Area boundary
- Core regeneration area

## 2.1 Planning context

council, and in support of the following:

- The policies of the current Bristol Local Plan (and any 'made' neighbourhood development plans).
- The application of the presumption in favour of sustainable development set out in national planning policy (where existing policies are out of date).
- The policy direction given by the emerging Bristol Local Plan.
- Urban Living SPD (2018)
- All other relevant material planning considerations, including supplementary planning documents, other development frameworks, up-to date evidence and feedback from community consultation.

This framework is a material consideration in respect of development proposals that come forward within areas that adjoin the Whitehouse Street area and/or those that have connectivity implications for the Whitehouse Street area.

### Existing spatial frameworks

The following key council spatial frameworks are important in setting the emerging context for the Whitehouse Street area and its surroundings:

- *The City Centre Framework - A strategy for movement & Development – A stronger heart for Bristol* (June 2020).
- *Bedminster Green – Placemaking Framework* (February 2019).
- *Bristol Temple Quarter Spatial Framework* (October 2016).
- *Temple Quarter and St Philip's Marsh Development Framework*.
- *Mead Street Development Brief* (2022)

While not a spatial framework, *Progressing Bristol's Development* (2020) explains the current approach to making planning decisions

Where development proposals have complied with this framework, this should be clearly set out within Design and Access Statements that will accompany each planning application. In turn, this information will be helpful to the council's Development Management team to aid the decision-making process, including and where relevant, at a planning committee.

The framework principles and strategy diagrams will help deliver a co-ordinated approach to the creation of a new connected and mixed-use urban quarter within the Central Bedminster regeneration area.

This framework does not constitute any form of planning permission and detailed planning applications for sites within the regeneration area will be required to be submitted and approved, before any development can take place.

### Detailed planning applications

All detailed planning application proposals should be supported by the necessary technical studies and information that comply with the national planning requirements and the council's local list of validation requirements in place at the time of submission.

The technical studies undertaken as part of the production of this framework provide important baseline information that will be considered in the assessment of applications by the council.

Each detailed planning application will be assessed via the statutory planning application process. The council encourages the use of pre-application enquiries and, where appropriate, Planning Performance Agreements (PPAs) to help guide future detailed planning proposals.

### Planning weight

Planning law requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise.

A material planning consideration can include a wide variety of issues that are relevant to making a planning decision for the proposal in question. It is for the decision maker to decide the weight to be given to material considerations in each case.

Bristol's adopted 'development plan' comprises the following:

- Bristol Development Framework Core Strategy (Adopted June 2011)
- Site Allocations and Development Management Policies (Adopted July 2014)
- Bristol Central Area Plan (Adopted March 2015)
- West of England Joint Waste Core Strategy (Adopted March 2011)

Adopted Supplementary Planning Guidance (SPG), Documents (SPD) and Character Appraisals help to guide and inform policies within the adopted development plan. These documents constitute important 'material considerations' in the determination of planning applications and can be attributed great weight in decision-making.

Non-adopted guidance and council statements also form 'material considerations', albeit these will have less 'weight' than adopted policy and guidance. Until such time as Bristol's new local plan is adopted, decisions on planning applications will be made on the basis of weighing and balancing a combination of the following:

- The policies of the current Bristol Local Plan
- Application of the presumption in favour of sustainable development as set out in the National Planning Policy Framework (where existing policies are out of date);
- The policy direction given by the emerging Bristol Local Plan Review;
- All other relevant material planning considerations, including supplementary planning documents, development frameworks, up-to date evidence and feedback from community consultation.
- All relevant highway standards, such as Local Transport Note 1/20.

Where there are no policies relevant to a planning application or relevant policies are out of date, planning permission will be granted unless material considerations indicate otherwise taking into account whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, or specific policies in the NPPF indicate that development should be restricted.

This regeneration framework will form a material consideration in the determination of future planning applications within the regeneration area.



## 2.1 Planning context

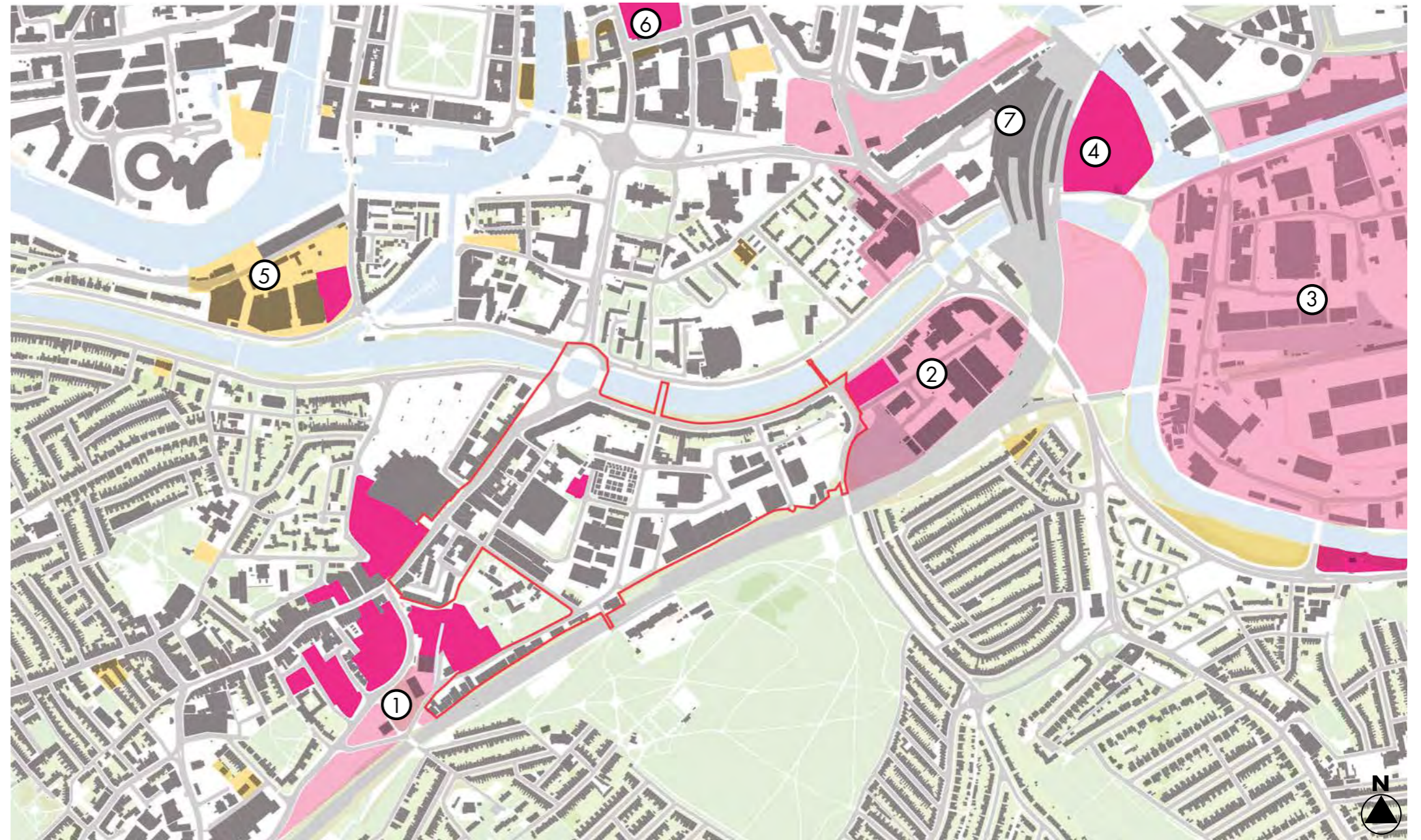
Where proposals accord with the framework principles and strategy plans, this will be acknowledged through the pre-application process. Further details of the council's pre-application process and Planning Performance Agreements can be accessed at the on the council's website.

### Development context

The plan opposite shows current local plan site allocations, consented schemes and regeneration areas in the wider area.

The area south west of the Whitehouse Street Regeneration Area is covered by the Bedminster Green Framework. To the east is the Temple Quarter and St Philip's Marsh Development Framework area. This area includes the Mead Street Regeneration Area which has a cabinet endorsed development brief published in 2022.

The Whitehouse Street Regeneration Area is an important link between these regeneration areas and this framework has taken into account detailed and emerging proposals in these areas.



Planned development in wider area

### KEY

- |   |                                     |
|---|-------------------------------------|
| 1. Bedminster Green   | 4. Temple Quarter Enterprise Campus |
| 2. Mead Street (part of Temple Quarter and St Philip's Marsh development framework)       | 5. Wapping Wharf                    |
| 3. St Philip's Marsh (part of Temple Quarter and St Philip's Marsh development framework) | 6. Redcliffe Quarter                |
|   | 7. Bristol Temple Meads Station     |

- Adopted Local Plan (2011) allocated site
- Site with framework or supplementary planning document
- Site with outline or full planning permission as of September 2022

## 2.2 Character assessment

### Character assessment

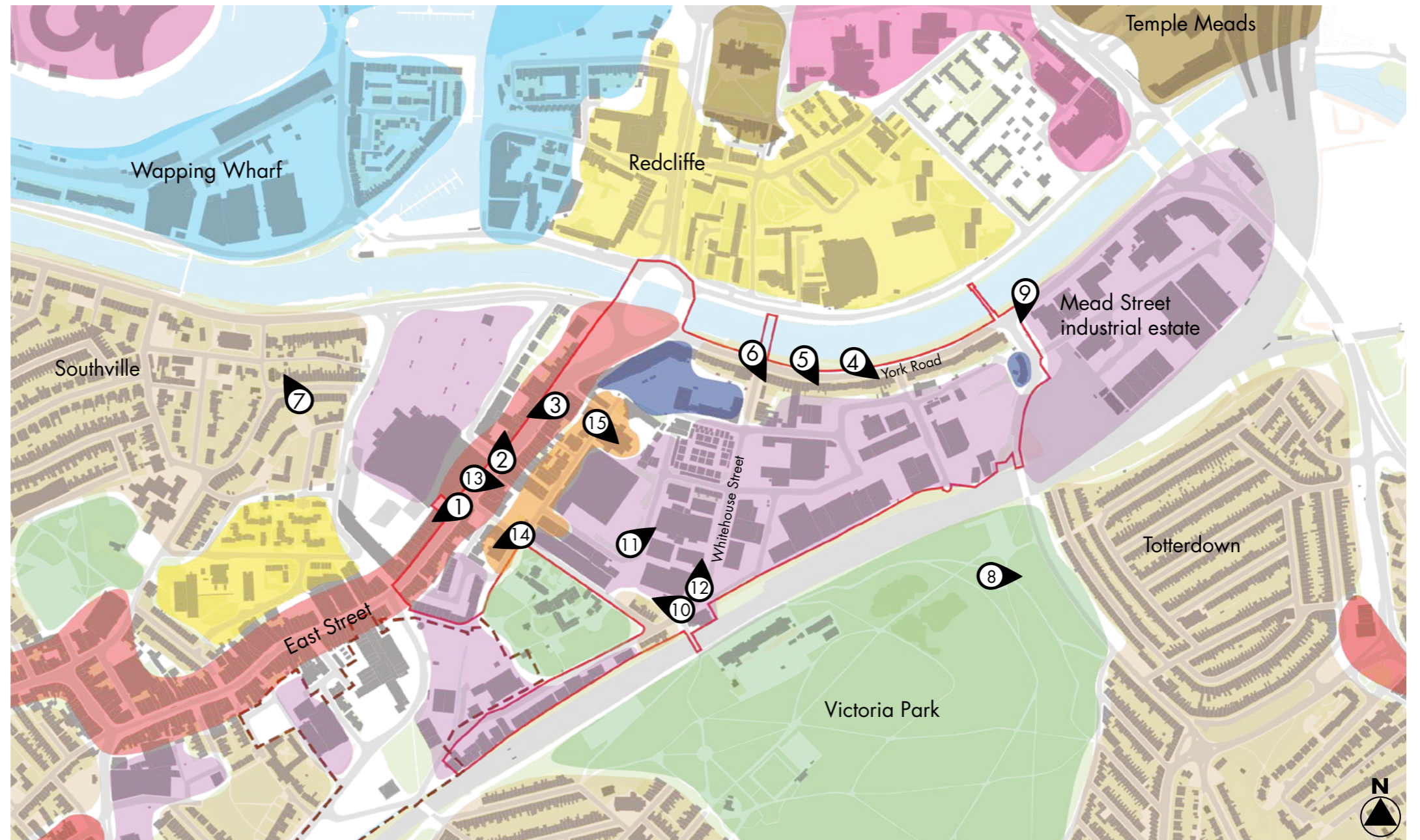
The core of the site is predominantly industrial in character with most development dating from 1950s onwards after clearance of existing residential streets and older industrial buildings following wartime bomb damage. Most of the street structure has been retained, albeit in an altered and simplified form.

The site forms part of a strip of predominantly industrial (or ex-industrial) uses that extends along the length of the railway line from St John's Lane to St Philips Marsh.

The framework site is bounded by commercial and retail areas along Bedminster Parade and East Street to the west, and a mix of residential buildings fronting on to the New Cut.

Between these areas and the industrial uses at the core of the site are edge spaces formed by mews along Stillhouse Lane and the rear of residential buildings fronting York Road. These spaces are characterised by a wide range of small infill buildings of varying ages and uses.

To the south west of the area Windmill Hill City Farm is an important local amenity which makes a significant contribution to the character of the area.



Character Areas

#### KEY

- |  |   |   |
|--|---|---|
| Low-rise Residential Neighbourhood             | Commercial - Office/Workplace           | Stillhouse Lane: cobbled mews street                      |
| Mid-rise Post-war/mid-20th Century Residential | Industrial                              | Parks and Green Open Space (inc. Windmill Hill City Farm) |
| Late 20th/Early 21st Century Residential       | Local Centre - Retail/Workplace/Leisure | Whitehouse Street Regeneration Area                       |
| Location of photos on page 19                  |   |   |

*I'd like it to reflect the nature of Bedminster, which in my opinion isn't corporate or defined but mismatched with a lot of character and creativity.*

# 2.2 Character assessment



1. Former Wills Tobacco Factory



2. Former Bedminster Library



3. Old Police Station



4. York Road



5. York Road



6. York Road



7. Southville Place, Southville



8. St Luke's Crescent, Totterdown



9. St Luke's Road



10. View from Windmill Close



11. Willway Street



12. Whitehouse Street



13. Former Bank, Bedminster Parade



14. Philip Street Chapel



15. Listed former school, Stillhouse Lane

The core of the site has an industrial character but the wider area has a wide variety of historic buildings. The centre of Bedminster has a varied commercial character with a wide variety of uses and buildings of different eras.

## 2.2 Character assessment

### Heritage & conservation

The northern half of the regeneration area sits within the Bedminster Conservation Area and includes historic frontages onto York Road and Bedminster Parade.

There are a number of Grade II listed buildings within the wider regeneration area, most notably the former school building on Stillhouse Lane. There are also a number of locally listed buildings including the former malthouse on Willway Street and the former infant school on William Street. There are no listed buildings within the core regeneration area.

The historic street structure has mostly been retained although a number of smaller streets and alleyways were lost in the mid-20th century clearance of the site to provide larger plots for

industrial uses. Further information can be found in the *Whitehouse Street Heritage and Character Assessment (2021)*.

#### KEY

- Grade II listed building
- Locally listed building
- Bedminster Conservation Area
- Blue plaque
- Historic park



Heritage assets



### 1828 Ashmead map

The narrow plot frontages of Bedminster Parade bounds the western edge of the area. The railway does not yet exist to the south.

Following the creation of the New Cut, the flood plain between the new alignment of the river and the higher ground to the south began to be developed with a mix of housing and industrial uses. Tanneries can be seen on Whitehouse Street and Willway Street.



### 1844-1888 OS map

By the late 19th Century, the area between the New Cut and the Great Western railway was densely occupied with terraced housing in close proximity to industrial uses, including several tanneries.

Many of the terraced houses were densely packed with minimal separation and accessed off alleys.



### 1946 Aerial view

In the early post-war period, the street structure was still largely intact but there had been significant bomb damage to the southwest of Whitehouse Street. The cleared bomb damaged sites can be seen on the 1946 aerial view.

The area to the south that is now home to the city farm was mostly intact and cleared in subsequent decades.

## 2.3 Existing land use

### Existing land use

The framework core area predominantly comprises a mix of commercial and industrial uses, including light industrial units, offices, storage, automotive engineering and a gym. There are also educational uses such as the Learning Partnership West school and the S&B Automotive Academy.

The north of the wider regeneration area is a predominantly residential area along York Road, the south of the regeneration area is predominantly industrial and commercial in character, while the west is defined by the mix of retail, cafes, pubs, and takeaways along Bedminster Parade.

### Employment baseline

There is around 23,000m<sup>2</sup> of employment space across the core regeneration area with an indicative employment capacity of around 600 full time equivalent jobs based upon the industry recognised Homes and Community Agency (HCA) employment density guide.

Of this, around 17,000m<sup>2</sup> is currently let, of which 12,000m<sup>2</sup> is industrial floor space. There is estimated to be around 330-400 jobs currently supported within the core regeneration area. This is a relatively low level of economic activity for the total employment capacity of the site.



Offices on Willway Street

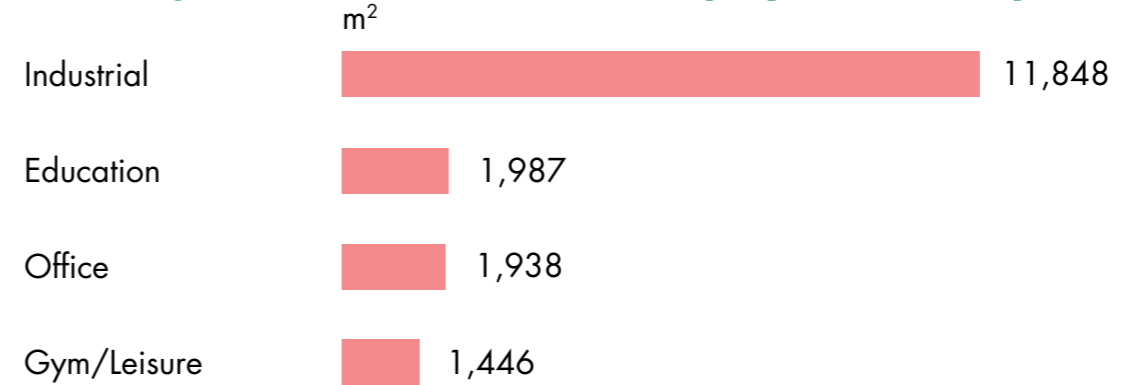


S&B Automotive Academy

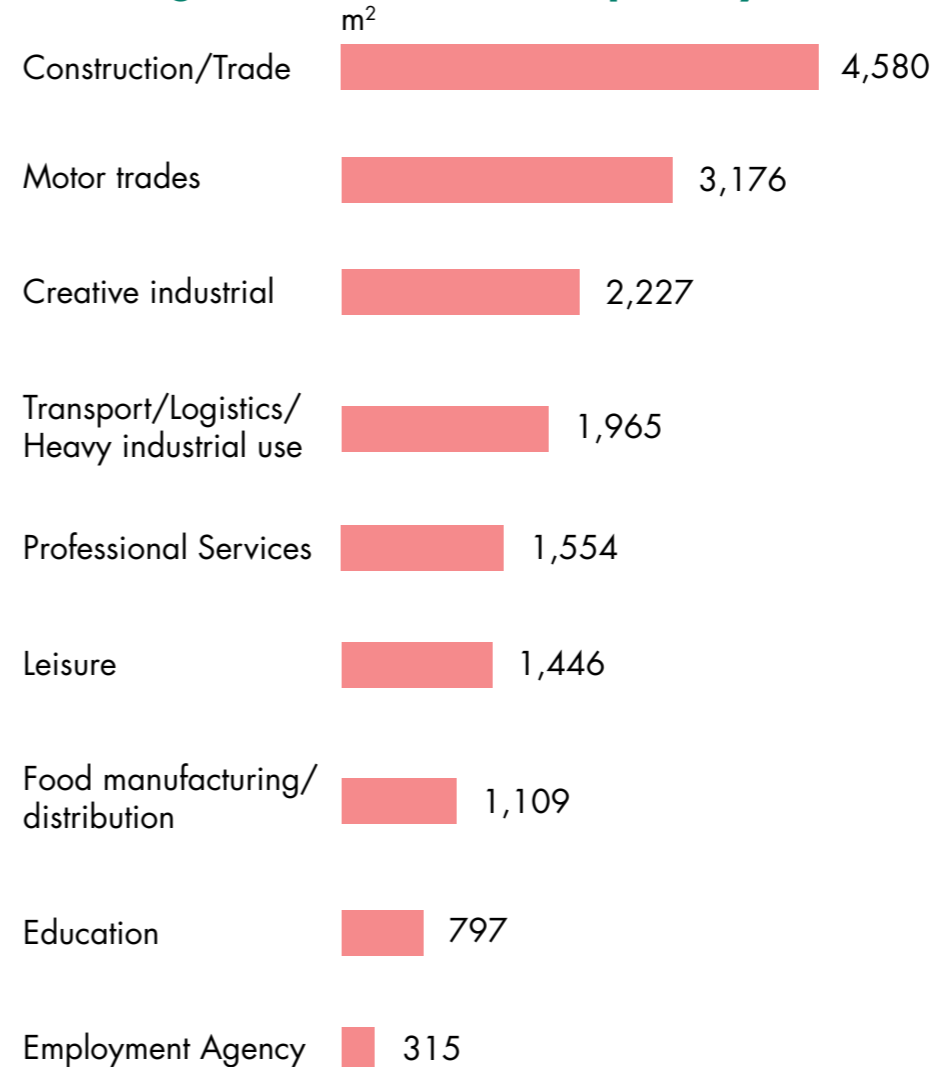


Lorry yard on Willway Street

### Core regeneration area current employment floorspace types



### Core regeneration area floorspace by business type



There's over 300 people employed here - that's not a small number of jobs. We are keen to keep skills, training and jobs in the area of south Bristol.

## 2.4 Heights & views

### Heights, views and topography

The Whitehouse Street area is predominantly flat, sitting in a bowl of lower ground between Windmill Hill to the south, Redcliffe Hill to the north, Pylle Hill to the east, and Southville to the west.

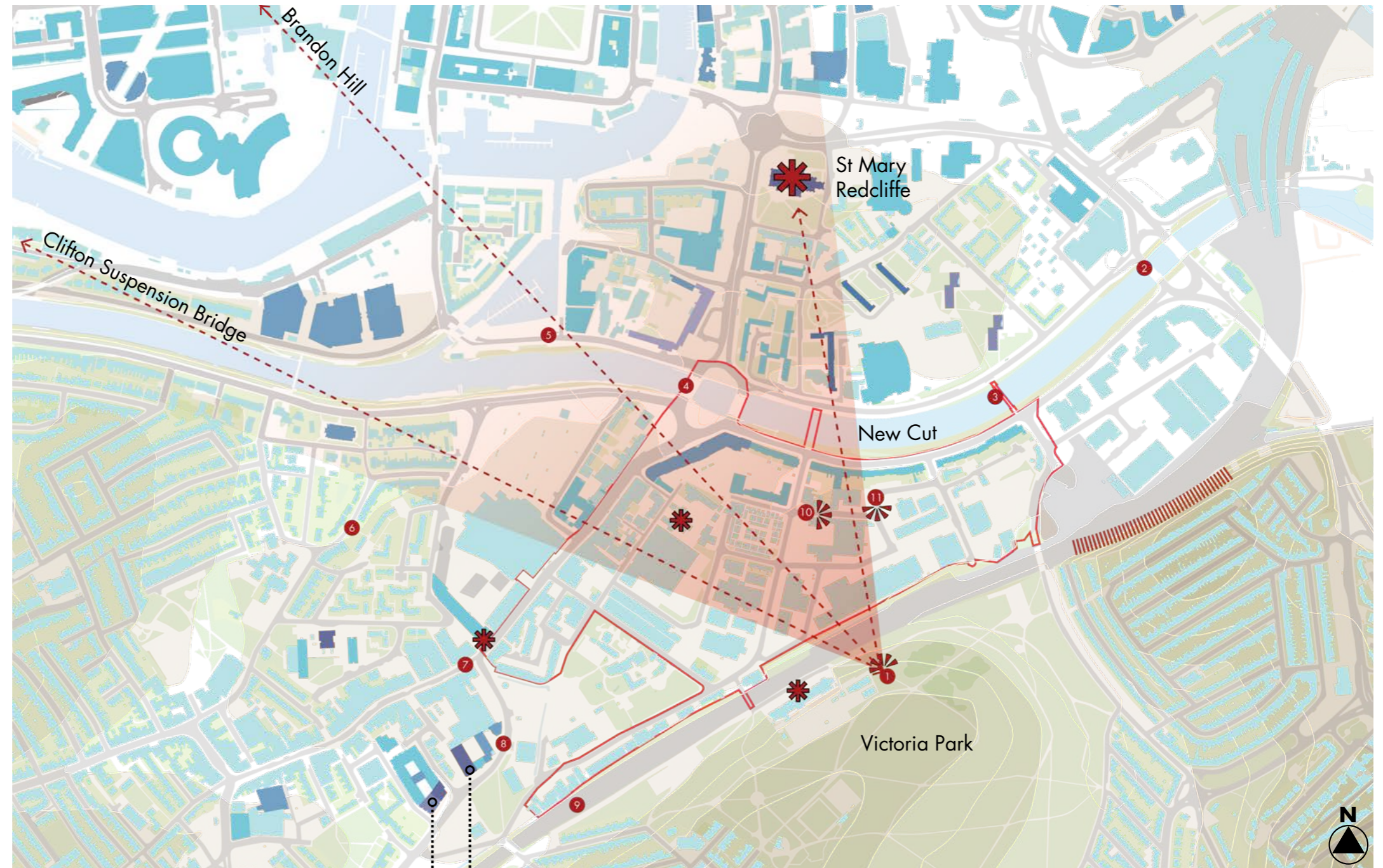
There are significant long views from higher ground in Victoria Park which extend across the city centre to the north through to Ashton Court and Leigh Woods in the west, including views of Clifton and the Clifton Suspension Bridge.

Key views into, across, and within the area help to define the significance of the place. These views can be towards specific landmarks from or through the site, or views to the site from the surrounding area.

View 1 is a panoramic view from within Victoria Park identified by a permanent viewing plinth. For the most part, the topography and trees within Victoria Park do not allow views towards the Whitehouse Street area. However, this location affords good views across the urban landscape of central Bristol. A number of prominent city centre and key landmarks within the wider city are visible from this viewpoint and it contributes to legibility of the city.

As well as the views to key landmarks, this view provides a strong sense of the varied character of Bedminster.

Views 2-11 set out a number of viewpoints towards or within the regeneration area which should be considered when developing detailed design proposals. These views are seen as being less sensitive than the more formal View 1. These are not exhaustive and will depend on the location, scale, massing, and form of new buildings.



Building heights and topography

Bedminster Green consented buildings shown

KEY					
	15+ storeys		7-8 storeys		20-30m AOD
	13-14 storeys		4-6 storeys		10-20m AOD
	11-12 storeys		1-3 storeys		0-10m AOD
	9-10 storeys		30-40m AOD		Major Landmark
					Local Landmark
					Viewpoint
					Totterdown Escarpment
					View corridor from viewpoint

# 2.4 Heights & views



- 1. Failand Ridge
- 2. St Paul's Church, Southville
- 3. Clifton Suspension Bridge and Royal York Crescent
- 4. Cliftonwood Terraces
- 5. Clifton Observatory
- 6. Former Bedminster Police Station

- 7. Former School, Stillhouse Lane
- 8. Christ Church, Clifton
- 9. Cabot Tower and Brandon Hill
- 10. Clifton Heights
- 11. Bristol General Hospital
- 12. Wills Memorial Tower

- 13. Redcliffe Flats
- 14. University of Bristol Physics Tower
- 15. Bristol Hospital Chimney
- 16. St Nicolas' Church, Old City
- 17. St Mary Redcliffe
- 18. Robinson's Tower, No.1 Redcliffe Street

■ Heritage Asset Landmarks  
■ Locally listed and contributors to character

*There's a particular spot in Victoria Park where everyone sits in the evening to watch the sun go down over the city*

# 2.4 Heights & views



1. Viewpoint from Victoria Park  
 2. New Cut from Bath Bridge  
 3. New Cut from Langton Street Bridge

4. New Cut from Bedminster Bridge  
 5. Bedminster Bridge from Commercial Road  
 6. View from Alpha Road, Southville

7. Bedminster Parade looking north  
 8. Dalby Avenue looking north  
 9. View from Bedminster Station

10. View east along Whitehouse Place  
 11. View south from Victoria Grove



## 2.5 Open space

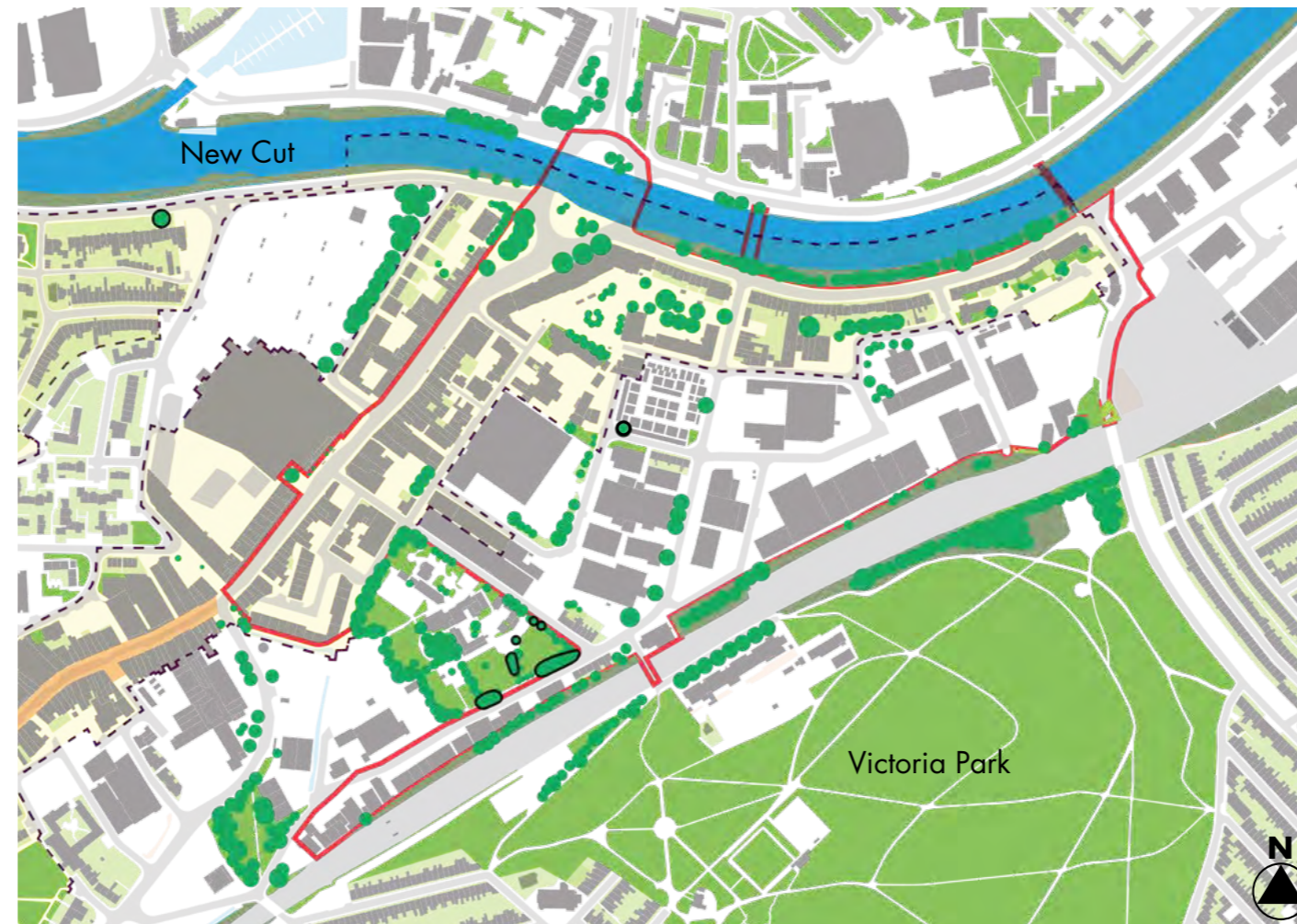
### Existing Open Space

A small number of trees across the Whitehouse Street Regeneration Area are subject to Tree Preservation Orders, and a number of others in the outer regeneration area are afforded protection by virtue of being located within the Bedminster Conservation Area. Whitehouse Street is lined with a number of mature street trees and while not protected, have a positive impact on the streetscape.









Immediately to the south of the framework site is Victoria Park which covers approximately 22 hectares and within it are several play areas, tennis and basketball courts, and a bowling green.

The council's analysis of the open space in the central Bedminster area has identified that the proximity to Victoria Park, the overall level of open space and the provision of play space (although some is in need of enhancement) are the area's key strengths. The area is well served by large parks and there are opportunities to provide smaller scale pocket parks.

The weaknesses of the area are the limited provision of a green infrastructure network (including street trees), lack of connections to the New Cut and watercourse, and the poor quality of some open spaces.



Landscape and ecology plan

KEY			
	Public green spaces		Tree Preservation Orders
	Inaccessible Green Spaces (e.g. areas of structural landscape, i.e. railway embankments)		Extent of Bedminster Conservation Area
	Private green spaces (i.e. gardens)		High Streets and busy pedestrian areas
	Site of Nature Conservation Interest		
	Trees in the immediate context of the regeneration area		

Enhance the planting in the area and let the tree planting stretch out into neighbouring streets, don't just let the planting on Whitehouse Street be the limit of it.

### Windmill Hill City Farm



Windmill Hill City Farm

Windmill Hill City Farm sits at the southwest boundary of the framework site and has been an important community resource for south Bristol for over 40 years.

The farm was founded on derelict land in the 1970s where existing rows of terraced houses had been demolished and cleared.

Facilities on site include a café and farm shop, children's nursery, community & kitchen gardens, a range of farm animals, picnic and play areas, indoor and outdoor spaces to hire and a 5-a-side football pitch.

## 2.6 Amenities

### Existing community amenities

The Whitehouse Street Regeneration Area is well placed in a highly accessible location for amenities and transport connections.

St Mary Redcliffe Primary School lies immediately beyond the framework boundary to the south and St Mary Redcliffe and Temple Secondary School is located north of the regeneration area. There are a number of GP practices in the vicinity.

Windmill Hill City Farm is a well used community facility that is busy throughout the daytime hours.

There are a number of public sports and recreational facilities nearby in Victoria Park and Dame Emily Park. In addition, there are bookable sports facilities and pitches at Windmill Hill City Farm and St Mary Redcliffe and Temple School. Bristol South Swimming Pool is also located within a 15-minute walk.

There is greater access to community amenities and facilities at the western end of the Whitehouse Street area, with significantly fewer amenities to the east.

Bedminster Parade and East Street have a wide range of shops and services, including a major supermarket.

*It will be very accessible, close to east street, Victoria Park, Temple Meads train station and town centre, and local primary and secondary schools*

### Healthcare Amenities

- 1 Southville Surgery
- 2 Bedminster Family Practice
- 3 East Street Dental Centre
- 4 Omega Dental Surgery
- 5 Malago Surgery

### Recreation

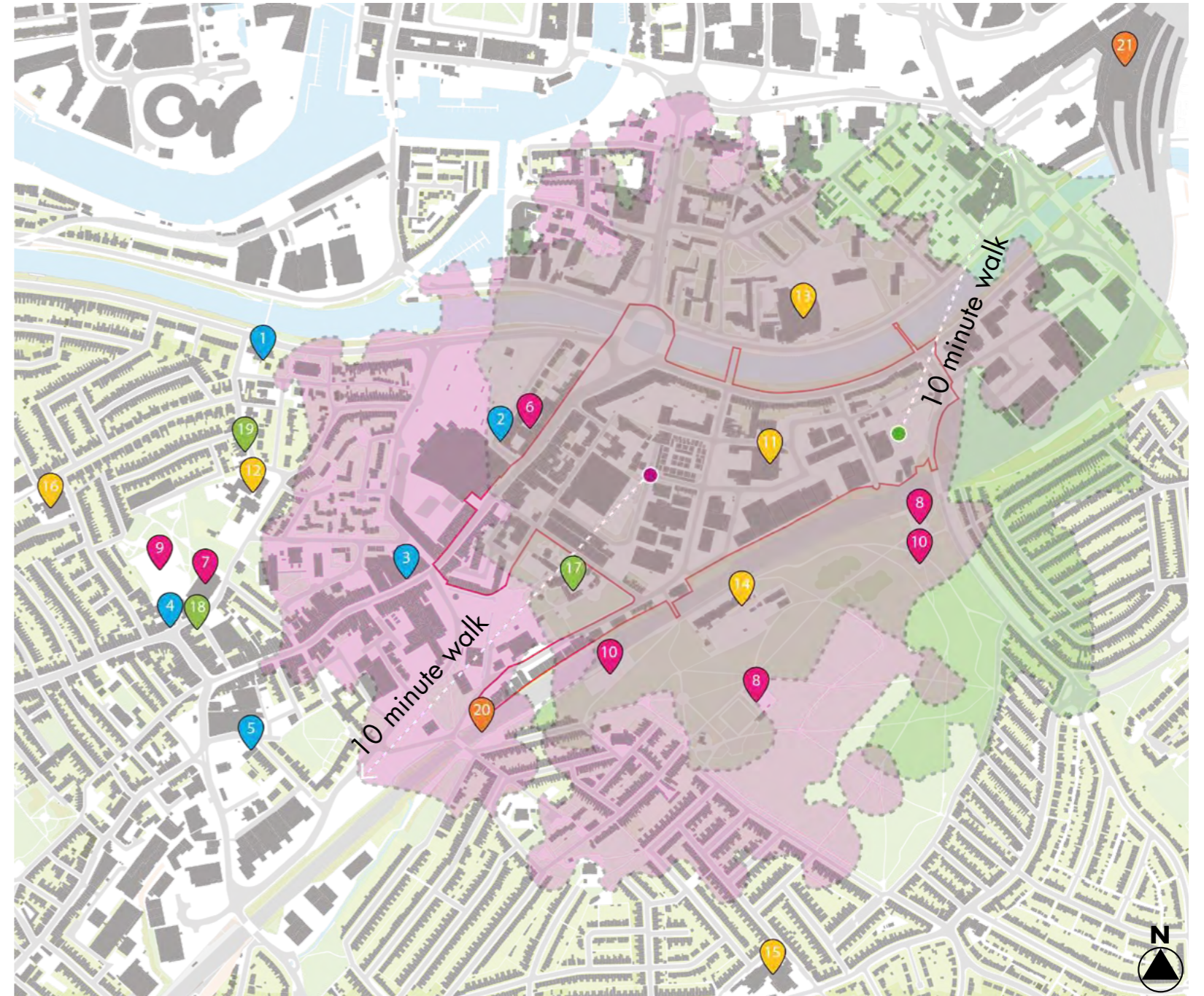
- 6 Bedminster Library
- 7 Bristol South Swimming Pool
- 8 Victoria Park multi use games area
- 9 Dean Lane Skate Park
- 10 Victoria Park play areas

### Education

- 11 LPW School
- 12 Holy Cross Primary School
- 13 St Mary Redcliffe & Temple School
- 14 St Mary Redcliffe Primary School
- 15 Victoria Park Primary School
- 16 Southville Primary School

### Community

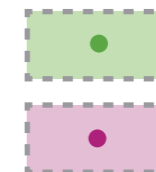
- 17 Windmill Hill City Farm
- 18 Elephant House
- 19 Southbank Club



Community assets and amenities

### Transport

- 20 Bedminster Station
- 21 Temple Meads Station



Area within 10 minute walk of centre point

## 2.7 Transport & movement

### Existing transport & movement

The Whitehouse Street area is well connected by foot and is under 5 minutes walk to East Street and around 20 minutes to the city centre. It is also a short walk to Victoria Park immediately to the south.

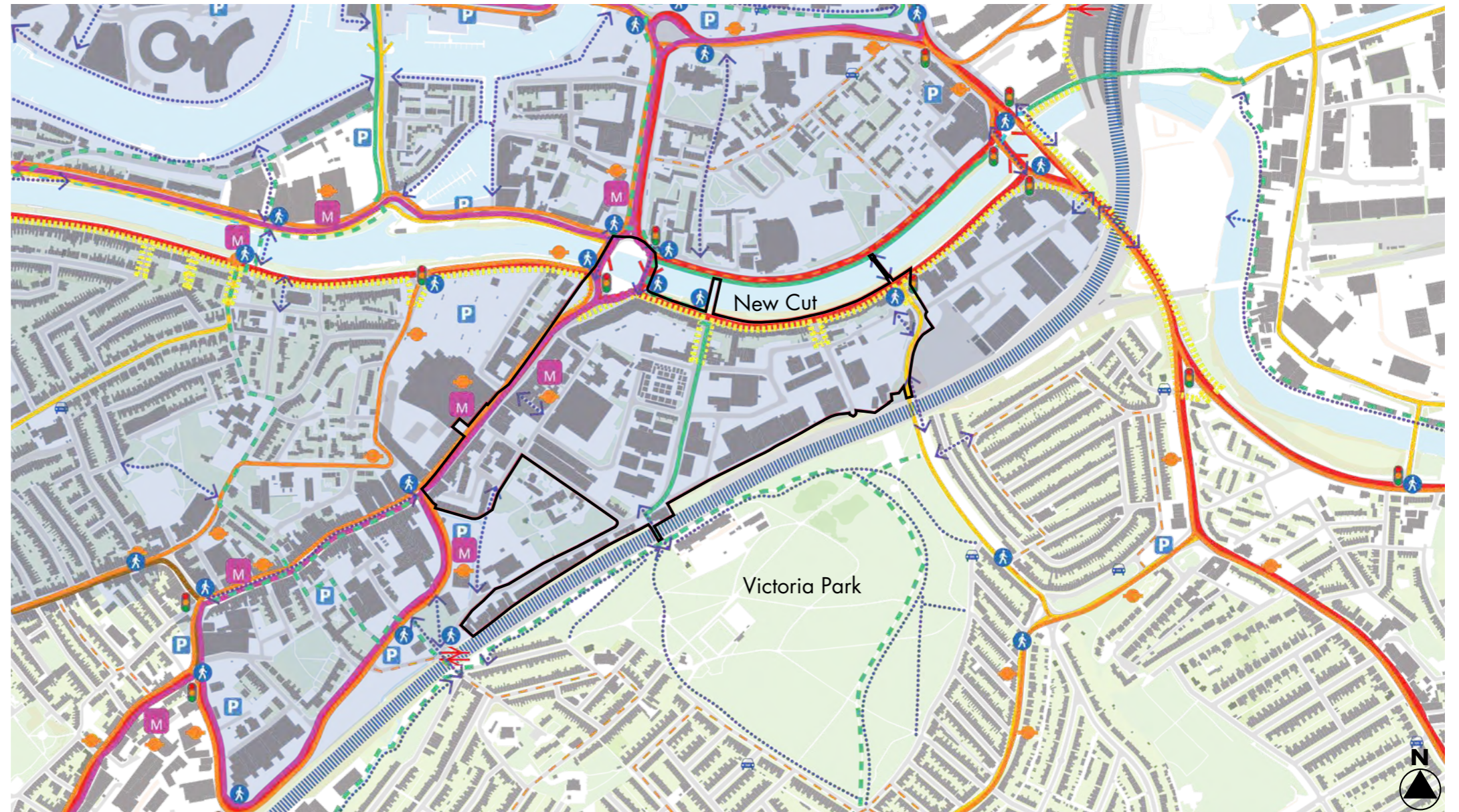
The Filwood Greenway cycle route runs through the site and a segregated cycle track along Whitehouse Street was completed in 2018 as part of an upgrade to the route. The new cut is a barrier to movement to the north and existing crossings are either not accessible to all users (Langton Street Bridge) or have high levels of motor traffic and multi-stage pedestrian crossings (Bedminster Bridge).

Metrobus and local bus routes run along Bedminster Parade which forms the western perimeter of the framework site, with regular services to the city centre and south Bristol.

Bedminster Station is located at the southernmost tip of the site and Bristol Temple Meads is a 15-minute walk from the centre of the site. The railway also forms a barrier to connectivity across the southern edge of the site for all modes of street level movement, with key crossing points at Hereford Street, Windmill Close, and St Luke's Road.
















At present most of the roads through the site are primarily used for access only, with the exception of Whitehouse Street/Lane which provides a cut through from York Road to Dalby Avenue.

The boundary of Clean Air Zone (CAZ) runs along the northern edge of the regeneration area. The north ends of Bedminster Parade, Whitehouse Street and St Luke's Road are entry points into the CAZ.



Transport and movement plan

#### KEY

 Cycle Route - Segregated / Protected	 Local distributor or 'B' road	 Railway
 Cycle Route - Signed Route / Shared Path	 Minor Roads within Site	 Railway Station
 Key Pedestrian Route	 Signalised junction	 Metrobus Stop
 Pedestrian Crossing	 Metrobus (BRT) Routes	 Residents Parking Scheme Area
 Major 'A' road	 Local Bus Routes	 Clean Air Zone

## 2.8 Constraints summary

### Constraints

This plan brings together items from the site analysis to show the constraints upon the regeneration of the area.

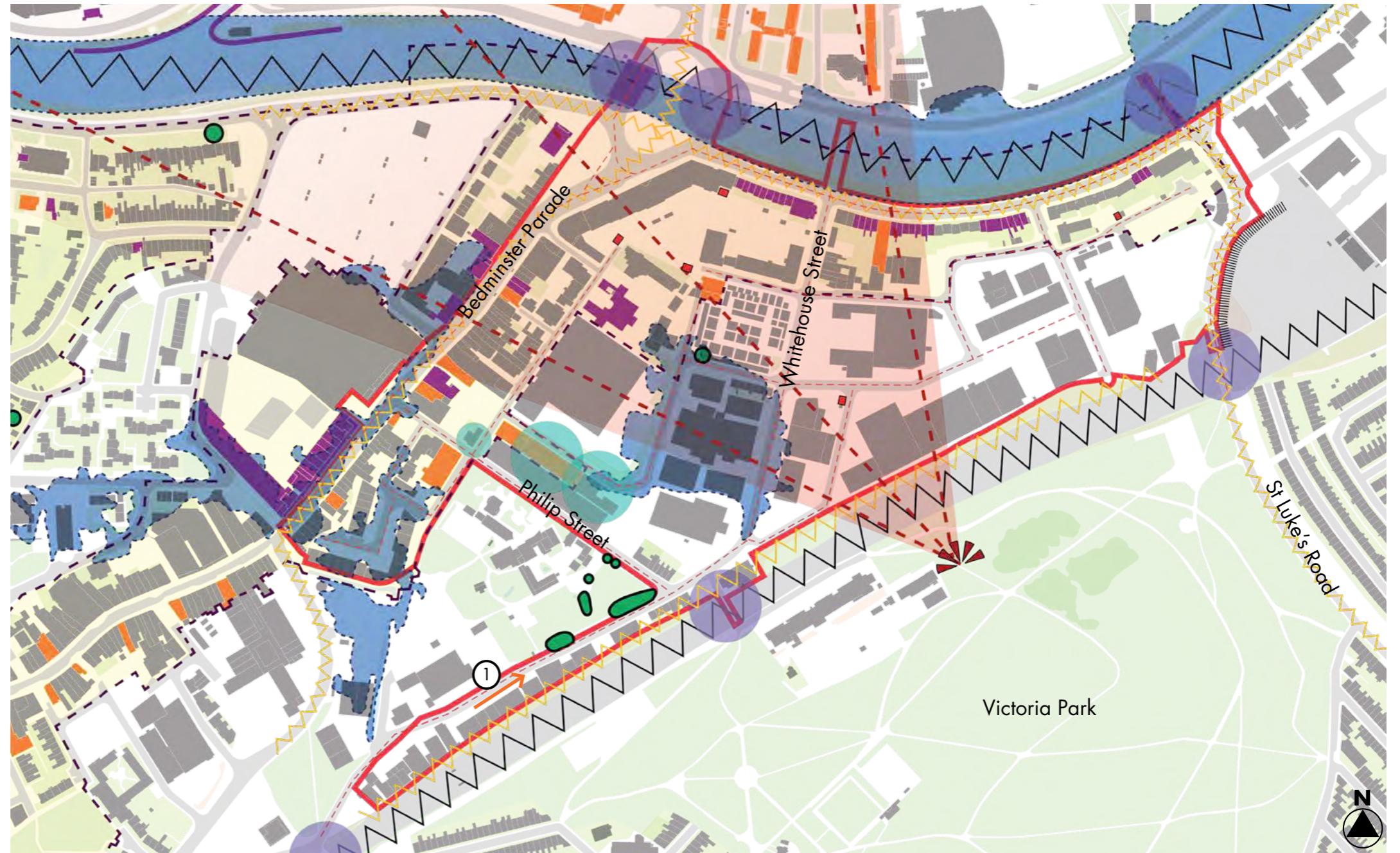
The north and west of the regeneration area are most affected by existing development and regulatory constraints such as the Bedminster Conservation Area and the Clean Air Zone (CAZ).

The site is overlooked from the high ground of Windmill Hill and Victoria Park. Particularly significant is the viewpoint in Victoria Park which looks across the site to key landmarks around the city.

As well as being a barrier to north-south movement the railway embankment adjacent to Victoria Park is also a source of noise from trains passing through Bedminster Station and on to Temple Meads.

The existing connections over the New Cut are currently unwelcoming to pedestrians and people on cycles (Bedminster Bridge); or inaccessible for many potential users (Langton Street Bridge).

Likewise, the connections under the railway embankment do not provide a welcoming environment, particularly after dark.



Constraints plan

#### KEY

- Grade II listed building
- Locally listed building
- Bedminster Conservation Area

- Flood zone 3
- Key barriers to movement
- Significant source of noise
- Trees subject to tree preservation order
- View corridor from Victoria Park

- Night time noise and activity
- Access points across barriers
- Substation
- 1 One-way restriction for motor vehicles to be implemented as part of Bedminster Green regeneration.

*Bedminster seems to be going through a period of decline at the moment (look at East St.)... I really hope this project turns that around*

# 3.0 CONSULTATION & ENGAGEMENT

## 3.1 Stakeholder engagement



# 3.1 Stakeholder engagement

## Summary

A key priority for the framework has been to ensure the community were properly informed, given multiple opportunities to participate, and most importantly, have been able to inform and influence the development principles and framework. The engagement and communication programme has tried to be innovative, inclusive and extensive. Key elements of this included:

- Bringing on board Action Greater Bedminster as a local consultant to help improve local involvement and dialogue, and to co-ordinate the creation of a Community Manifesto setting out the community's aspirations for the area and framework.
- Being clear from the start on what the community could and couldn't influence. A Scope of Community Influence was produced to help with this.
- Building local understanding of the process and technical considerations hosting two 'upskilling' sessions. The sessions covered movement, flooding, air quality, sustainability and different ways of achieving density.
- Holding the technical team back from starting until after the community had set out their aspirations through the manifesto.

## Process

Engagement has run throughout the framework development process. The four-stage engagement programme started in February 2021, before any technical work was undertaken. Action Greater Bedminster were appointed as a consultant to help improve communication with the community, manage local involvement and co-ordinate the creation of a community manifesto.

## Stage 1: Analysis and brief setting

The 'listening' stage ran from February 2021 to June 2021 culminating with the publication of the Community Manifesto. Activity included: early engagement with the neighbours and businesses most affected by the framework; promotion of the consultation to the wider community; one-to-one conversations with local businesses and neighbours; and a series of online public meetings including 'educational' sessions talking about the process and technical objectives. To help improve participation, events were held at different times including the weekend and the team attended other groups meetings.

Feedback was sought through a number of means, including the website, where there was an online interactive map, and separate community business surveys.

In total, there were over 15 events held through the stage attended by over 200 people; 220 comments were submitted on the interactive map and 207 on the survey; 208 people signed up for email updates and there were 3,551 unique visits to the website (13,934 in total).

## Scope of Community Influence

A 'Scope of Community Influence' document was produced, a first for Bristol City Council, to be clear and transparent over how much influence the community had on the various elements of framework. Other influences include planning policy, the One City Plan, technical studies, design guidance, landowner aspirations and viability.

Examples of where the community had high levels of influence included the location and use of new community and cultural buildings, the design and long-term management of public spaces, and public art. Areas where



whitehousestreet.com online comment map



Engagement event in former Park Furnisher's building, September 2021

## 3.1 Stakeholder engagement

the community would help shape the framework alongside other influences include the overall vision, the transport and movement strategy, the approach to density, and street design. In some areas the community had less influence, due to technical or policy constraints, or where community views need to be balanced against other factors such as economic viability.

### Community Manifesto

Action Greater Bedminster, supported by Windmill Hill City Farm, The Sanctuary, Fun 4 Families and the Council's Community Development Team, co-ordinated the creation of a community manifesto. The manifesto set out the priorities of the local community and has been a key influence in the creation of the regeneration framework.

The manifesto was drafted based on areas of broad consensus of those contributing from the stage 1 events. This included six specific online sessions (two hosted by AGB and four community group meetings that AGB joined), the online survey, interactive map responses and discussions and emails from residents, businesses, local groups and organisations.

### Stage 2: Concept and options testing

Stage 2 saw the technical team use the feedback and information from stage 1 to create 'concepts and options' for the framework and then 'test' and develop these with the community.

Two events were held in September 2021, one at Park Furnishers which 60 people attended and a second online which 15 people attended and 4,482 (1685 unique) visits to the website.

The events consulted on the character of the area and new development, public space, public art, and the concept masterplan were discussed with attendees and Bristol City Council's archaeologist spoke about how this part of Bristol has developed since the medieval period.

Detailed feedback is included in the Statement of Community Involvement. Conflicting feedback was received around movement with some raising concerns about the one way proposals for Whitehouse Lane (separate to this project) and Clean Air Zone while others (including the manifesto) urged this to be a low car area that could help improve air quality. There was support for improvements to Philip Street, for this being a framework and

### Community Manifesto summary



The manifesto sets out seven key themes. The themes are summarised below and the full community manifesto is included with the appendices of the framework.

#### Community building

- New formal and informal, indoor and outdoor gathering spaces.
- Safety - A safe layout both in terms of crime and traffic, with good quality lighting and signage, and ground level areas well overlooked.
- Routes through the site should promote community building.

#### Sustainability

- Good quality green spaces, new trees and preservation of existing trees.
- Provide a community growing space.
- Buildings should be retained and re-used if possible.
- The area should account for potential flooding.

#### Transport

- Improved cycling and walking routes
- Reduced through traffic and priority for pedestrians and cyclists.
- Improved cycle parking.
- Parking provision for businesses.
- Public realm improvements to Bedminster Bridge, Philip Street, St Luke's Road, Langton Street Bridge, Stillhouse Lane.

#### Housing

- A mix of housing types and sizes
- Good proportion of affordable/social housing
- High rise buildings should be kept to a minimum and should not impede views to Victoria Park.

- The homeless shelter should be retained or re-homed.

#### Employment

- A mix of businesses and skill levels should be provided and current businesses enabled to stay if possible, with support for re-location.
- Existing community assets such as the gym and yoga studio should be retained.
- Spaces for new businesses should be provided, particularly the creative sector.

#### People

- Educational facilities should be integrated into the development.
- Accessibility should be a core element of all design with consideration for all users.
- The development should contribute to the improvement of air quality.
- Play space should be integrated into the design and facilities for young people.
- Development will put pressure on childcare and school places which needs to be considered.
- Existing nightlife (eg. Fiddlers) should be retained and an attractive place to come in the evening.

#### Context

- The development should acknowledge the history of the area and link into surround spaces through road layouts and public art.
- Developers should mitigate the impact during construction and that meanwhile uses are introduced to avoid blight through neglected empty buildings.

## 3.1 Stakeholder engagement

not piecemeal development, the importance of place, ecology, greening, public space (formal and informal), night time safety, and making the most of heritage assets. There were concerns around height and the amount of development and change in wider area.

Business related feedback included questions about timescales and whether businesses could stay if they wished. There were also concerns on the potential impact this would have on jobs, and the potential gentrification of jobs.

All points have been considered in depth and incorporated where possible. Of note, the feedback from the local businesses has led to a new employment strategy being developed through stage 3 looking at how to mix industrial employment space with residential and protect as many of the existing jobs as possible.

### Business engagement

The Whitehouse Street framework area consists of a significant number of industrial and commercial businesses all of which will be in some way impacted by the regeneration plans. It has therefore been a priority to fully involve the business owners and staff in the consultation.

Business engagement began at the start of the framework process and has continued through all stages. In addition to actively encouraging businesses to participate in the wider engagement programme, businesses have been offered one on one meetings and follow up visits to discuss their needs and plans.

Many businesses want to stay in the area and the jobs provided are important to the local area and economy. Many of the employees of the existing businesses live nearby.

The conversations and feedback with businesses has positively influenced the framework and informed the preparation of the employment strategy.

### Stage 3: Framework refinement and detail

Stage 3 saw the stage 2 options developed further and the emerging themes of the framework consulted on in more detail.

Two events were held in July 2022, one in person at Windmill Hill City Farm attended by around 55 people, and an online session attended by 7. The information was posted online to allow people unable to attend to participate.

Key themes of the feedback included: protecting existing residents parking, questions around school and doctor capacity, and how industrial and residential can sit together, whether the team were collaborating with neighbouring schemes and frameworks and protecting neighbour amenities such as views.

### Stage 4: Final review and amendments

Following the 6 week period of formal public consultation amendments were made before endorsement by Bristol City Council Cabinet.

*It is obviously very hard to run community consultations and raise awareness during a pandemic, and I think AGB have done a great job promoting it.*

### Design West Review Panel engagement

In parallel with wider community engagement the project has been presented to Design West's Design Review Panel at each stage to obtain specialist feedback on the development of the framework. Below is a summary of the key points:

#### Stage 1 feedback

- Philip Street was identified as a key existing linkage between Victoria Park and Bedminster Parade and with potential for improvements.
- Phasing should be considered and meanwhile uses found to ensure a smooth transition as the area is regenerated.
- The scale of the development is important and particularly the panoramic views from Victoria Park across the city.
- Green infrastructure should be integrated into the public realm.
- The panel supported the principles of maintaining no net loss of jobs and proposed industrial intensification examples.

#### Stage 2 feedback

- Supported the east-west and north-south movement corridors centred on public space and community uses.
- Supported the principle of using the movement strategy to release road space for public realm and green infrastructure.
- Movement, public realm and landscape should be integrated together with a coherent approach.
- Reiterated the desire to improve Philip Street.
- Consider the history and existing qualities of the Bedminster area to create a linkage from the past to the future.
- The potential for industrial intensification and co-location with residential uses should be explored further.

#### Stage 3 feedback

- Consider whether the location of internal community space at the heart of the site is the right location.
- Support keeping the option for a new bridge over the new cut open in longer run, while recognising that the council's priority is on improvements to Bedminster Bridge and Langton Street Bridge.
- Sketches and sections could be used to better convey the vision for the area.
- Support the use of plot 1 for an innovative industrial/employment intensification pilot study, and encourage high standards of design. Community space could be included in this plot.
- Desire greater clarity on the strategy for heights.

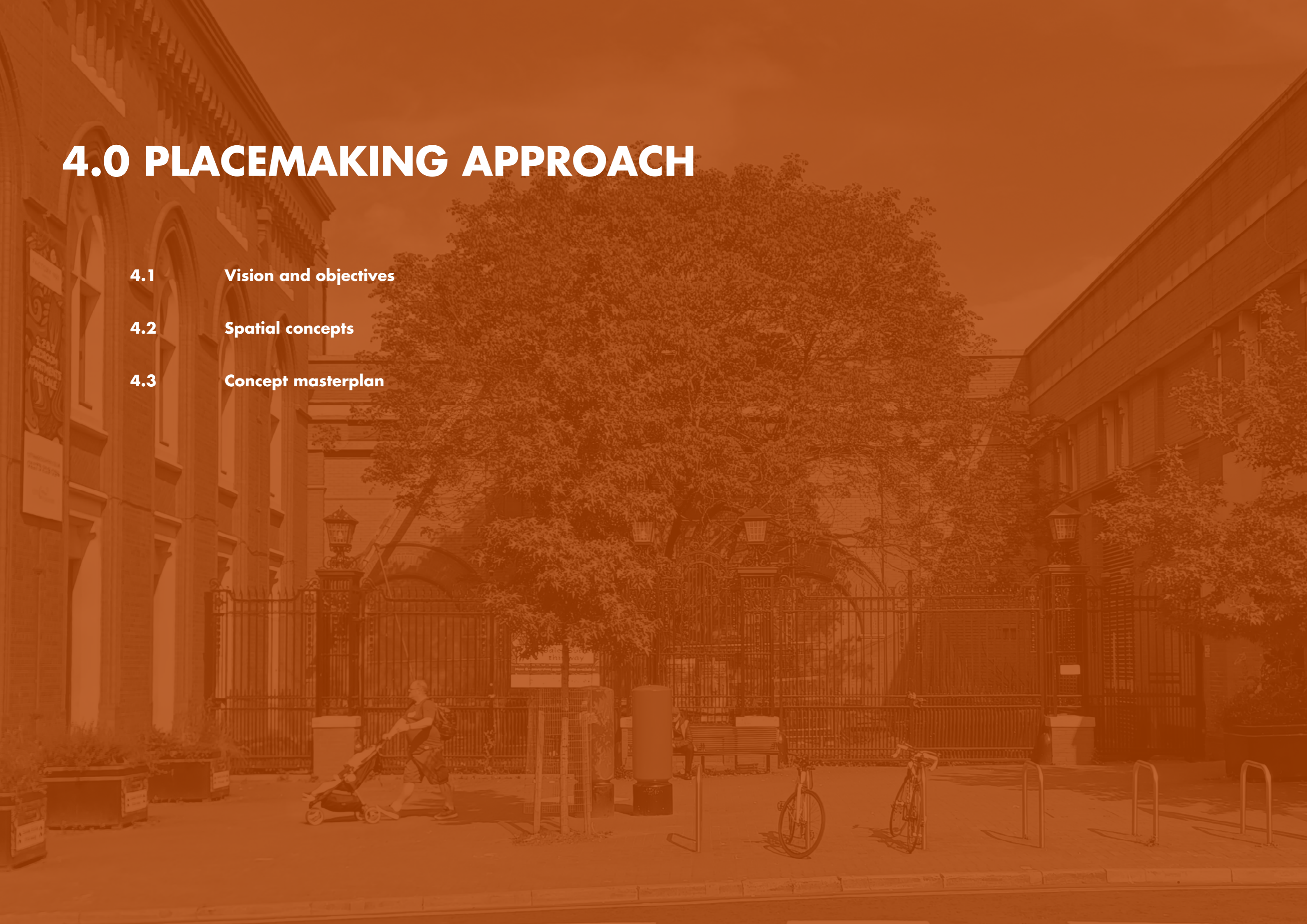


# 4.0 PLACEMAKING APPROACH

4.1 Vision and objectives

4.2 Spatial concepts

4.3 Concept masterplan



# 4.1 Vision and objectives

## Themes

The regeneration framework identifies four broad themes which address the needs of the community manifesto and overall brief. A set of six principles which structure the regeneration framework itself are summarised in this document.



### A sustainable community

Bristol is aiming to deliver 33,500 new homes by 2036. The Whitehouse Street Regeneration area has the potential to provide around 2,000 of these in a highly sustainable brown field location as part of a vibrant mixed-use neighbourhood.



### A place to work

To ensure no net loss of jobs across the framework area up to 15,000m<sup>2</sup> of new employment space of a range of types will be provided. Where possible, existing businesses that are compatible with a mixed-use neighbourhood will be able to remain.



### A well connected neighbourhood

To support the new neighbourhood, new and improved pedestrian and cycle routes will be created. New pedestrian streets and improvements to Philip Street will improve connections to East Street and Bedminster Parade. Connections will be made to the Mead Street and Bedminster Green Regeneration Areas.



### A green neighbourhood with high quality public realm

The streets and public realm will be redesigned to make it suitable for a mixed use neighbourhood, and include new street trees, pocket parks and street planting.

## Regeneration Principles

### Sustainability & climate change

Framework section 5.1

### Transport & movement

Framework section 5.2

### Placemaking & character

Framework section 5.3

### Heights, scale & massing

Framework section 5.4

### Land use & employment

Framework section 5.5

### Public realm and green infrastructure

Framework section 5.6

## Outcomes

### A sustainable community

- Genuinely mixed tenure neighbourhood
- Family-friendly with a range of home types
- A neighbourhood close to amenities
- Low energy and sustainable
- Strong identity
- Integration of existing community with new residents and businesses

### A place to work

- Well integrated with other uses
- Working with existing employers
- Space for growth sectors
- Supporting homegrown businesses
- Different types of employment

### A well connected neighbourhood

- Walkable streets
- Safe cycle routes
- Rail and Metrobus links
- City centre proximity
- Low car environment
- Integrated and inclusive mobility

### A well connected neighbourhood

- Close to parks and play spaces
- Tree-lined streets
- Green roofs
- Biodiversity rich
- Community food growing spaces

# 4.1 Vision and objectives

## The vision

The aspiration for Whitehouse Street is to create a sustainable, well connected neighbourhood where homes, jobs, community infrastructure and day to day amenities are combined within easy reach and close to key public transport connections, public services, local centres and employment opportunities.

The Whitehouse Street area will be well connected by foot, bike and public transport with low traffic streets that prioritise people.

### Ties to the past

Regeneration of the area should be informed by the history of the area. In the past the area incorporated many aspects of these principles but came with many drawbacks: poor air quality public health and overcrowded conditions. This neighbourhood with homes, jobs and schools within close proximity was replaced by a single use area of industrial uses.

There is now an opportunity to regenerate the area in line with sustainable development principles, balancing the need for homes and job generation.

### Character

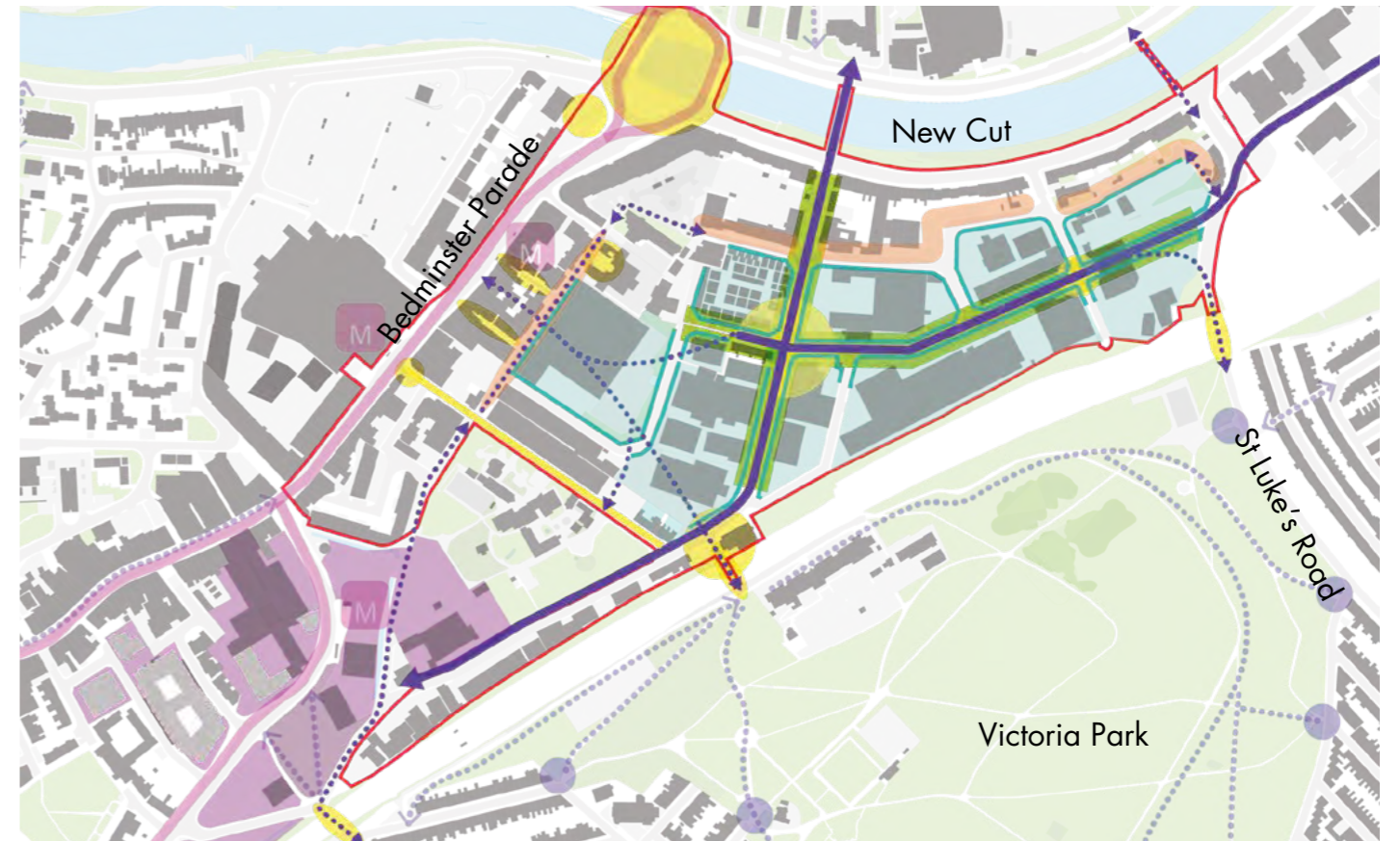
Proposals in the area should respond to the historic and modern character of Bedminster, and developments should be identifiably part of Bedminster and Bristol.

Modern Bedminster is defined by a diverse mix of uses, businesses and types of homes. The centre of Bedminster remains a bustling area with a wide range of activity and the street art of East Street, North Street and surrounding area also gives it a distinctive character.

## Opportunities plan

This plan identifies a number of key opportunities arising from the early site analysis and engagement undertaken. These were then developed into a concept masterplan through a series of public engagement events and a concept appraisal.

- There is potential for an east-west active travel corridor along the line of Princess Street and connecting to Mead Street to the east. This would provide improved connectivity within the site but also improve city-wide strategic routes. This could be combined with green space, planting, and street trees along the corridor to enhance the setting and ecological potential of the area.
- There is an opportunity to build upon existing and proposed north-south connections. As part of the Bedminster Green development the existing cycle track is proposed to extend along Whitehouse Lane to the south and there is potential to extend to the north via improvements to Bedminster Bridge.
- The current limited east-west pedestrian permeability can be enhanced by opening up new routes through from Windmill Close to Stillhouse Lane, and public realm improvements to Philip Street and Stillhouse Lane.
- There are opportunities to consider public realm improvements at key connections under the railway, and at Bedminster Bridge.
- Stillhouse Lane and the streets to the rear of York Road present opportunities to create 'mews' streets that transition from the existing built environment to new development.



Opportunities plan

### KEY

- Improved pedestrian connections
- Active travel corridor and Improvements
- Public transport context
- Green corridor - new trees or planting
- Active frontages
- Public realm improvements
- Transition areas
- Bedminster Green Framework Area
- Re-development plots

*A 'good place' means different things to everyone, so maybe integrating diversity of scale of businesses, types of housing, and so on is key.*

## 4.2 Concept testing

### Spatial concept

Based on the key themes set out on page 34, the regeneration spatial concept focuses on four key areas: *heights and density, uses, movement, green infrastructure*,

#### A sustainable community: heights and density

Potential building heights were tested to establish what is possible while managing the impact on views. The edges of the core regeneration area will have to respond to the immediate context, while there is potential to amplify the heights in the centre of the site. An area between Princess Street and the railway was identified as an area where building heights can increase more significantly without affecting views from Victoria Park.

#### A place to work: uses

The framework does not set prescriptive solutions in all areas. It will guide and support flexibility (within reason) for schemes to come forward which promote a mix and variety of uses suitable to their location and immediate context. These could include replacement employment space for existing businesses and growth sectors. This may be a mix of replacement industrial space, flexible studio or offices space and some small scale retail and hospitality.

#### A well connected neighbourhood: movement

The concept incorporates the existing (predominantly historic) street structure with selected new connections at Windmill Close, Stillhouse Lane and St Luke's Road to improve permeability. These new connections will prioritise pedestrian movements. These connections not only provide important connections from new development in the area, but improve strategic routes from south Bristol to the city centre and east Bristol.

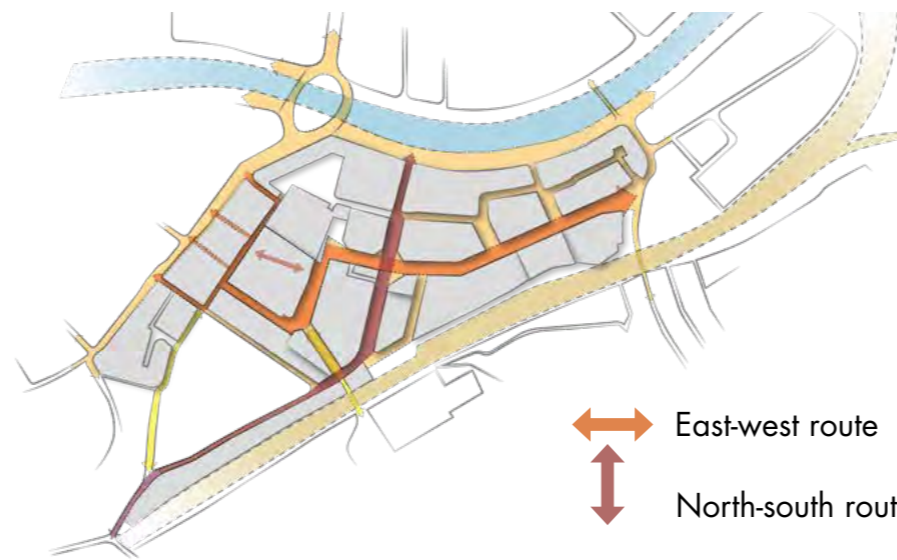
#### A green neighbourhood: green infrastructure

New green infrastructure (planting, street trees, swales) is proposed to connect existing green spaces (such as Victoria Park, Windmill Hill City Farm) and corridors (the New Cut, railway embankment). The green infrastructure and movement strategy work together to create attractive streets for people.



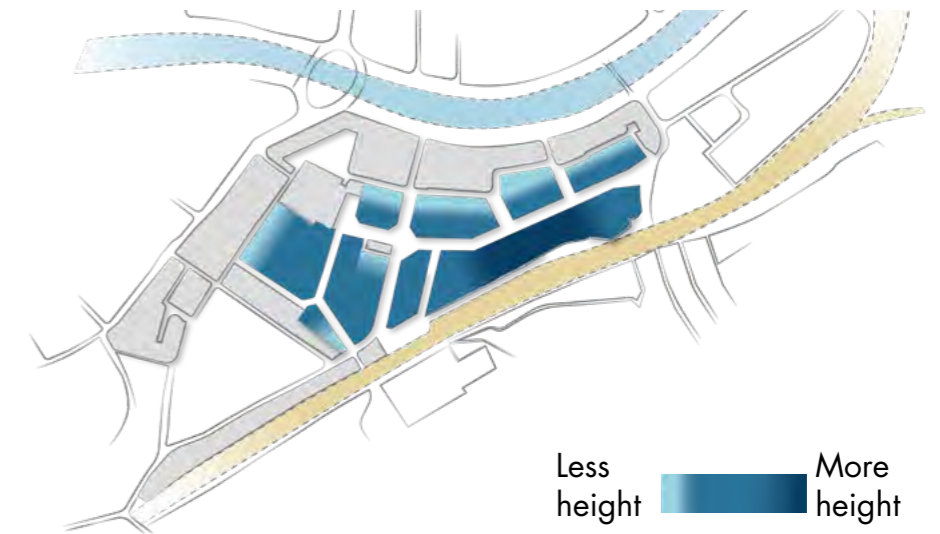
*Green infrastructure concept*

Green infrastructure is integrated into key movement routes to create a network that links new and existing greenery.



*Movement concept*

The core of the movement concept is to improve north-south and east-west active travel connections and to improve east-west permeability from Bedminster Parade to Victoria Park and St Luke's Road.





Less height  More height

*Heights and density concept*

The heights should respond to the key views and landmarks identified in section 2. The area between Princess Street and the railway has potential to accommodate some extra building height.



 Non-residential hotspot  
 Employment focus

*Uses: non-residential hot-spots*

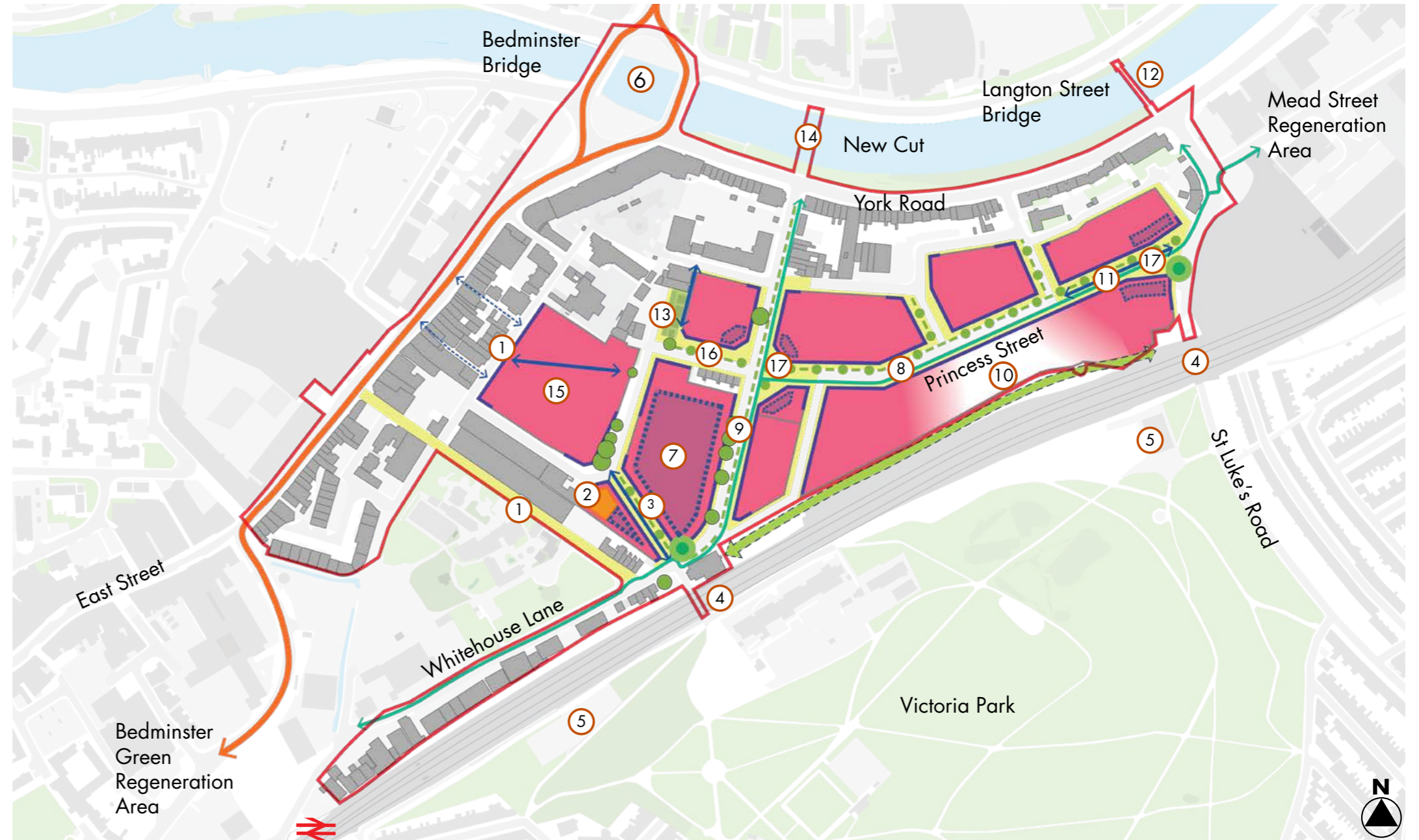
Key locations are identified which are particularly suitable for non-residential uses and can contribute to the sense of place: employment, food & beverage, retail, community space. The plot between Whitehouse Street and Willway Street has been identified as a plot with potential for a more intense employment focus.

## 4.3 Concept masterplan

### Concept masterplan

The guiding principles have been brought together with spatial requirements to create a concept masterplan which summarises the key strategies including: routes, development plots, density, land uses and public realm.

- ① Potential public realm improvements to Philip Street and Stillhouse Lane.
- ② Location of new BCC district energy centre.
- ③ Proposed new pedestrian connection from Windmill Close to Willway Street.
- ④ Improvements to Windmill Hill and St Luke's Road railway underbridges. Short term interventions could include new lighting or public art.
- ⑤ Improvements to children's play space in Victoria Park.
- ⑥ Potential sustainable transport improvements to Bedminster Bridge.
- ⑦ Potential for employment focus area.
- ⑧ East-west connection along Princess Street with green infrastructure including street trees, planters, swales and open green space.
- ⑨ Improvements to north-south connection along Whitehouse Street.
- ⑩ Distance from existing buildings and screening by well established trees mean this is an area with potential for extra height.
- ⑪ A new pedestrian and cycle connection from Princess Street to St Luke's Road.
- ⑫ Potential improvements to Langton Street Bridge.
- ⑬ Community growing space or children's play space.
- ⑭ There is a possible opportunity to deliver a new bridge should funding become available. (indicative location)



Concept masterplan

- ⑮ Indicative location of pedestrian connection from Willway Street to Stillhouse Lane.
- ⑯ Widened street with improved footways, planting and street trees on Sargent Street.
- ⑰ Public realm focus area with active frontages (commercial or community uses) around areas for people to meet and dwell.

#### KEY

- |  |  |   |   |  |   |   |   |
|--|--|---|---|--|---|---|---|
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #e91e63; border: 1px solid black; margin-right: 5px;"></span> Development plots   | <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff9c4; border: 1px solid black; margin-right: 5px;"></span> Public realm improvements | <span style="display: inline-block; width: 15px; height: 15px; border: 1px dashed blue; margin-right: 5px;"></span> Employment focus areas                    | <span style="display: inline-block; width: 15px; height: 15px; border: 1px dashed green; margin-right: 5px;"></span> Green infrastructure   | <span style="display: inline-block; width: 15px; height: 15px; border: 1px dashed green; margin-right: 5px;"></span> Green corridor                          | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid orange; margin-right: 5px;"></span> Existing Metrobus route                                      | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid green; margin-right: 5px;"></span> Proposed or improved segregated cycle track | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid blue; margin-right: 5px;"></span> Proposed pedestrian connection |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff9c4; border: 1px solid black; margin-right: 5px;"></span> Public realm focus area with active frontages (commercial or community uses) around areas for people to meet and dwell. | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid blue; margin-right: 5px;"></span> Key frontage  | <span style="display: inline-block; width: 15px; height: 15px; background-color: #c8e6c9; border: 1px solid green; margin-right: 5px;"></span> Existing trees | <span style="display: inline-block; width: 15px; height: 15px; background-color: #c8e6c9; border: 1px solid green; margin-right: 5px;"></span> New street trees (indicative location) | <span style="display: inline-block; width: 15px; height: 15px; background-color: #ff9800; border: 1px solid black; margin-right: 5px;"></span> Energy centre | <span style="display: inline-block; width: 15px; height: 15px; background-color: #c8e6c9; border: 1px solid green; margin-right: 5px;"></span> Mobility hub (indicative location) |   |   |



Artist's impression: not a detailed design

# 5.0 REGENERATION PRINCIPLES

- 5.1 **Climate change & sustainability**
- 5.2 **Transport & movement**
- 5.3 **Placemaking & character**
- 5.4 **Height, scale and massing**
- 5.5 **Land use & employment**
- 5.6 **Public realm & green infrastructure**
- 5.7 **Technical considerations**

# 5.1 Climate change & sustainability

## Key Objectives

### Towards net zero carbon

- Create a low carbon neighbourhood that will contribute to Bristol achieving carbon neutrality by 2030.
- Development that incorporates efficient and sustainable heating and cooling systems.
- Development that includes high standards of energy efficiency within buildings.

### Climate change mitigation

- Create a neighbourhood which has been designed to mitigate and adapt to the impact of global heating on the local climate.

### Sustainable neighbourhood

- Enable active travel and sustainable transport modes that will contribute towards improving air quality.
- Create a socially sustainable neighbourhood with mix of homes, employment, community space and access to open green spaces.
- Achieve a minimum of 10% Biodiversity Net Gain.

### Adopted Local Plan policy references:

BCS9, BCS13, BCS14, BCS15, BCS16, BCS21, DM15, DM19, DM29, DM27

Consideration should also be given to draft policies of the Local Plan review.

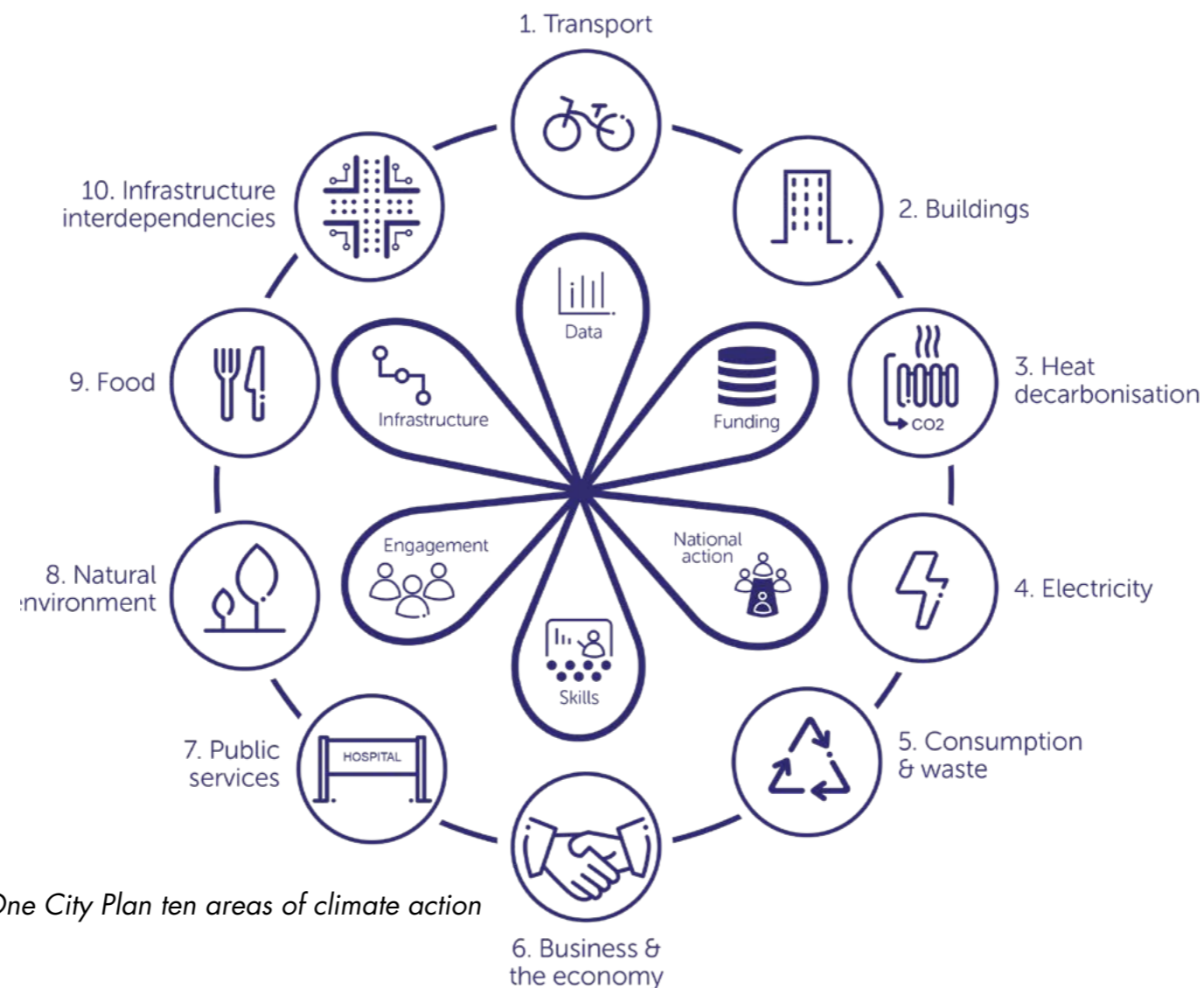
Climate change is both a local and a global issue. There is a unique opportunity within the Whitehouse Street Regeneration Area to ensure that the area is planned to adapt to the effects of climate change to create a climate resilient neighbourhood.

In 2019 Bristol became the first city in the UK to adopt a goal of achieving carbon neutrality by 2030. New development in the Whitehouse Street Regeneration Area will contribute to achieving this ambitious target. The Bristol One City Climate Strategy (2021) sets out ten key areas where climate action is needed.

Policies relating to climate change and sustainability are in a state of transition and will

continue to adapt in relation to new information and the advancement of technologies. This section aims to highlight and reinforce the application of current policy and best practice, tailored to the aspirations for the Whitehouse Street Regeneration Area, whilst encouraging development to go beyond current policy and standards, where this is feasible and viable to do so.

The Whitehouse Street Regeneration Area is located in a highly sustainable location with local amenities and transport connections within a short walking or cycling distance. It is located with access to a local heat network, allowing it to connect into a low carbon heat source.



One City Plan ten areas of climate action

## Planning policy summary

The NPPF promotes the transition to a low carbon economy. This will be achieved by making buildings more energy efficient to minimize energy demand and the use of renewable energy.

Development should demonstrate through Sustainability Statements, to be submitted as part of planning applications, how it would contribute to mitigating climate change by reducing carbon dioxide emissions and adapt to its impacts.

The suite of sustainability policies of the Local Plan comprise BCS13 (Climate Change), BS14 (Sustainable Energy), BS15 (Sustainable Design and Construction) and BS16 (Flood risk & water management). Further guidance is provided within the council's Climate Change and Sustainability Practice Note (2020).

Emerging policies of the Local Plan review build upon adopted policies and set a route to a net zero carbon and climate resilient city. Achieving this would create an urban environment that can adapt to the higher temperatures and more extreme weather events and buildings that are designed to be comfortable to inhabit for their lifetime.

Where developers can demonstrate that they have exceeded current local plan requirements, the benefits will be regarded as positive material considerations in the determination of planning applications.

Early discussion with the council's planning and sustainability teams is encouraged.



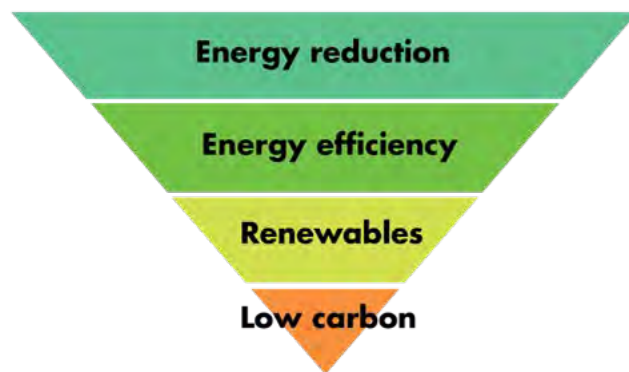
# 5.1 Climate change & sustainability

The objective is to create a low carbon neighbourhood which will play its role in achieving carbon neutrality by 2030.

The key to new development is to provide buildings, streets and public spaces that can adapt to the effects of climate change, without the need for retrofitting measures.

## Energy

New development must minimise energy demand and carbon emissions by adopting the energy hierarchy. Applications for planning permission within the regeneration area should be accompanied with an Energy Statement as part of a Sustainability Statement. The Energy Statement should be used to demonstrate how proposals will reduce space heating demand, be efficient in respect of energy consumption and include on-site renewable generation.



Energy hierarchy

## Resource efficient & low carbon construction

Sustainability Statements should be used to demonstrate how the construction process can be resource efficient and low impact with respect to mitigating its impact on the environment, society, and climate change. This will include the type, life cycle and source of materials, waste and recycling and protection of existing habitats and green infrastructure from the effects of dust and pollutants.

## 'Fabric first' approach

All developments should adopt a 'fabric first' approach to reduce energy demands within each building. This should be focused on reducing space heating and cooling demand through good design, very low U-values and air permeability, controlled ventilation and high construction quality.

Building layout, orientation and massing should be carefully considered to produce a beneficial Heat Loss Form Factor. A 'fabric first' approach prioritises improvements to the building fabric energy efficiency, glazing performance and low carbon heat sources.

Active design features such as daylight controls, building management systems with energy metering/reporting and heat recovery can reduce the energy requirement for heating.

## Open spaces, green infrastructure and cooling

The provision of open spaces that incorporate green infrastructure within the regeneration area can contribute towards the provision and enhancement of habitats, allowing and promoting wildlife adaptation whilst also reducing water runoff and providing flood storage capacity. The provision of green infrastructure can play an important role in contributing to the quality of life for everyone living, working or visiting the area.

The provision of soft landscaping within each plot, public open spaces and along streets will be a requirement from development proposals across the regeneration area. Tree planting can provide naturally shaded areas and corridors between buildings. Deciduous planting is encouraged as this can provide shading and privacy in the summer, whilst allowing sunlight and solar gains during winter. Each development proposal should demonstrate how its green infrastructure provision will complement

Victoria Park and other existing and planned areas of green infrastructure.



London Plane street trees.

The regeneration of the area will seek to deliver biodiversity net gains by providing appropriate landscaping, tree planting and ecological features that enhance biodiversity, including along active travel corridors throughout the regeneration area. Each development shall aim to achieve a minimum 10% biodiversity net gain. Given the likely low baseline biodiversity score for a number of development sites, it is expected that significant gains can be generated across the regeneration area.

Consideration should be given to the provision of green or brown roofs, where appropriate and feasible.

All major housing-led development should, where possible, facilitate opportunities for local food growing either on plot or as a communal facility within the wider regeneration area.

The height and positioning of taller buildings should optimise solar gain by avoiding overshadowing of other buildings including PV arrays, whilst providing street level shade during the height of summer.

## Path to net zero carbon

Developers are encouraged to exceed current adopted planning policy and provide a route to zero carbon development, where feasible and viable.

Exceeding current climate change and sustainability policies will be a material consideration when determining planning applications for new development.

The path to net zero should focus on energy use, with development:

- Minimising its demand for heating, cooling, hot water, lighting and power through energy efficiency measures; then
- Meeting its remaining heat/cooling demand sustainably; then
- Maximising on-site renewable energy generation; and then
- Meeting any outstanding reduction in residual emissions through carbon offsetting.

The Energy Statement should be used to demonstrate how proposals can reduce space heating demand, be efficient in respect of energy consumption and include on-site renewable generation to match the total energy consumption of the development.

Where matching on-site generation from renewables to total energy consumption is demonstrated not to be technically feasible or viable, renewable energy generation should be maximised as much as possible.

Carbon off-setting can be achieved by providing linked or near-site provision or making an allowable solutions payment to Bristol City Council.

## 5.1 Climate change & sustainability

### Water management

Measures such as SuDS and street trees should be integrated into each plot and the associated public realm at the outset to ensure that, cumulatively, the regeneration area includes features that reduce water run-off and adapts to the effects of climate change.

### Heating and cooling

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

### Renewable energy generation

The delivery of renewable energy generation on site will be encouraged to improve the sustainability credentials and further reduce greenhouse gas emissions within the regeneration area.

Options for “smart” grid technologies, such as active network management systems and energy storage (e.g. batteries and thermal storage), should also be explored to increase the flexibility of the energy system and reduce peaks in demand and supply.

### Transport carbon emissions

The Whitehouse Street Regeneration Area is ideally located to benefit from sustainable transport choices, which include promoting and facilitating nearby public transport, walking and cycling, the use of electric scooters and car share schemes.

Development proposals will be expected to demonstrate how they address the need to reduce the negative impacts of vehicles such as excessive volumes, fumes and noise. Proposals are expected to create places and streets where traffic and other activities are integrated and where buildings, spaces and that the needs of people shape the area.

The incorporation of electric charging facilities for cars, bicycles and scooters should be included within developments to complement those that would be provided as public facilities within the street and at mobility hub(s). Opportunity for delivery and freight consolidation will be explored.

This approach is at the heart of the movement strategy set out in section 5.2.

### Waste and recycling

Developments will provide dedicated communal space for the storage of refuse and recyclable materials as an integral part of its design that also enables efficient waste collection.

### Bristol Heat Network

The Bristol Heat Network is delivering affordable, low-carbon heat and energy in Bristol, and is expanding across the city. It is an essential component to helping Bristol to become carbon neutral by 2030.

Whitehouse Street falls within a Heat Priority Area and will form part of the Bedminster Heat Network. Bristol City Council plans to deliver an energy centre in the Whitehouse Street Regeneration Area which would serve this area, Bedminster Green and Mead Street, which



Installation of Redcliffe heat network









### Proposed Bedminster district heat network

forms part of Bristol Temple Quarter. An interim energy centre will need to be provided until the permanent energy centre is delivered. Indicative locations for the interim and permanent energy centres are shown on the plan on this page, but this is subject to further feasibility and may change.

Within Heat Priority Areas, major development will be expected, where feasible and viable, to connect to the heat network, where this is available within the time frame for construction.

As detailed development proposals are prepared developers should contact Vattenfall Heat UK, who are operating the local district heating network in Bedminster in support of Bristol City Leap, to discuss the heat requirement and profile, construction programme and anticipated occupation date.

### KEY

-  Proposed permanent energy centre
-  Proposed interim energy centre
-  Bedminster Green Regeneration Area
-  Whitehouse Street Regeneration Area
-  Mead Street Regeneration Area
-  Bedminster Heat Network Phase 3.

## 5.1 Climate change & sustainability



### Climate change & sustainability checklist

The following checklist provides a range of key issues to consider when preparing planning applications for development that will accord with the regeneration framework.

*Has energy demand been minimised through building design, layout, orientation?*

*Has the scheme been designed to facilitate a connection to the heat network, and has the on-site infrastructure been designed in accordance with the Bristol Heat Network Specification?*

*Has the potential to generate renewable power on-site been taken?*

*Does the development plot and the associated public realm include SuDS, landscaping and street trees?*

*Does the proposal maximise the potential to use green infrastructure to enhance the ecological value of the scheme and increase resilience to projected changes in the local climate?*

*Does the scheme enable the adoption of walking and cycling and the use of public transport and the transition to electric cars and delivery vehicles?*

*Does the development take all steps to minimise energy demand and reduce carbon emissions by adopting the energy hierarchy in its design?*

## 5.2 Transport & movement

### Key objectives

#### Sustainable transport and active travel

- Prioritise and enable active travel modes such as cycling and walking.
- Improve connections to public transport routes and strategic cycle routes
- Enable transition to electric vehicles, improve access to mobility on demand and reduce dependence on private motor vehicles.
- Contribute to reducing carbon emissions and improving air quality by enabling travel by sustainable modes.

#### Connections

- Improve east-west connectivity between St Luke's Road and Bedminster Parade.
- Improve north-south connectivity between south Bristol and the city centre.
- Provide new pedestrian connections from key corridors to local amenities.

#### Placemaking

- Create streets that are safe and inclusive for all.
- Integrate green infrastructure and public realm improvements into streets.

#### Adopted Local Plan policy references:

BCS10, BCS13, BCS21, DM1, DM23, DM27, DM28, DM32

Consideration should also be given to draft policies of the Local Plan review.

### The regeneration of the Whitehouse Street area should enable a transition to active and sustainable transport mode.

The Whitehouse Street Regeneration Area is located in a highly sustainable location with good access to public transport and within close walking and cycling distance of employment centres, amenities and existing neighbourhoods.

The Whitehouse Street Regeneration Area is envisaged as a neighbourhood that prioritises inclusive and active travel choices over motor vehicles. The regeneration of the area should deliver an attractive and safe public realm that thoughtfully integrates green infrastructure and social spaces for new and existing residents.

Proposed changes to the road network will need to accommodate the requirements of existing residential and commercial uses in the near term whilst recognising that changes will affect the function of streets. Streets will need to be adapted over time to reflect changing patterns of movement and travel behaviour.

The transport and movement proposals in this regeneration framework are supported by a transport assessment. This assessment has considered baseline conditions, constraints, and opportunities for access and movement by different modes. This has been underpinned by site visits and travel surveys carried out in the study area. This has helped to understand current patterns of movement and inform the movement principles and concepts presented in the framework.

The assessment has identified a number of sustainable travel interventions that will be considered to support the regeneration of the area and wider city objectives.

### Active travel

In order to prioritise active travel, the proposals include the creation of new north-south and east-west active travel corridors and the reduction of through motor vehicle traffic.

The north-south corridor builds upon the existing footway and cycle track along Whitehouse Street with onward connections south to Bedminster Green via Whitehouse Lane and north to Redcliffe Hill via Bedminster Bridge. This corridor will seek to establish a continuation of the existing segregated cycle track, widened footways with integrated green landscaping, planters and street trees.

The east-west corridor forms part of a strategic pedestrian and cycle route from Whitehouse Street to the proposed Temple Meads Southern Gateway via Mead Street. This corridor will seek to establish widened footways, a segregated cycle track, integrated planting and landscaping.



Existing Whitehouse Street cycle track.

### Reallocation of road space

The existing streets in the Whitehouse Street Regeneration Area were designed to facilitate HGV movements to industrial premises. While maintaining access to new and retained

### Planning policy summary

The council's objective for Central Bedminster acknowledges that development will be supported by transport improvements, including public transport enhancements, better connectivity with surrounding areas, cycle provision, pedestrian route improvements and local highway improvements.

The following policy objectives should be taken into account. Detailed proposals should:

- Reflect the transport user priorities set out in the Joint Local Transport Plan. The needs of disabled people should be considered within all these categories.
- Enable more journeys to be made by walking, cycling and public transport.
- Create places and streets where vehicular movements and other activities are integrated sensitively and where buildings, spaces and the needs of people shape the area.
- Provide an appropriate level of car parking that makes an effective and efficient use of land and is integral to the design of the development.
- Provide appropriate facilities for servicing and loading integral to the design of each plot.
- Provide sufficient cycle parking and ensure it is situated in secure, weatherproof, and easily accessible locations.

## 5.2 Transport & movement

employment uses in the area will be necessary, the changing nature of the area creates opportunities to re-allocate existing carriageway space to provide for widened footways, cycle tracks, planting and street furniture such as seating or cycle storage.

By making a number of roads within the regeneration area one-way, space can be re-allocated for uses required to support a mixed-use neighbourhood, while reducing through traffic

Well designed one-way streets with an appropriate width do not encourage higher vehicle speeds. Similarly, by removing through traffic from the neighbourhood, overall traffic levels and speeds are likely to be reduced.

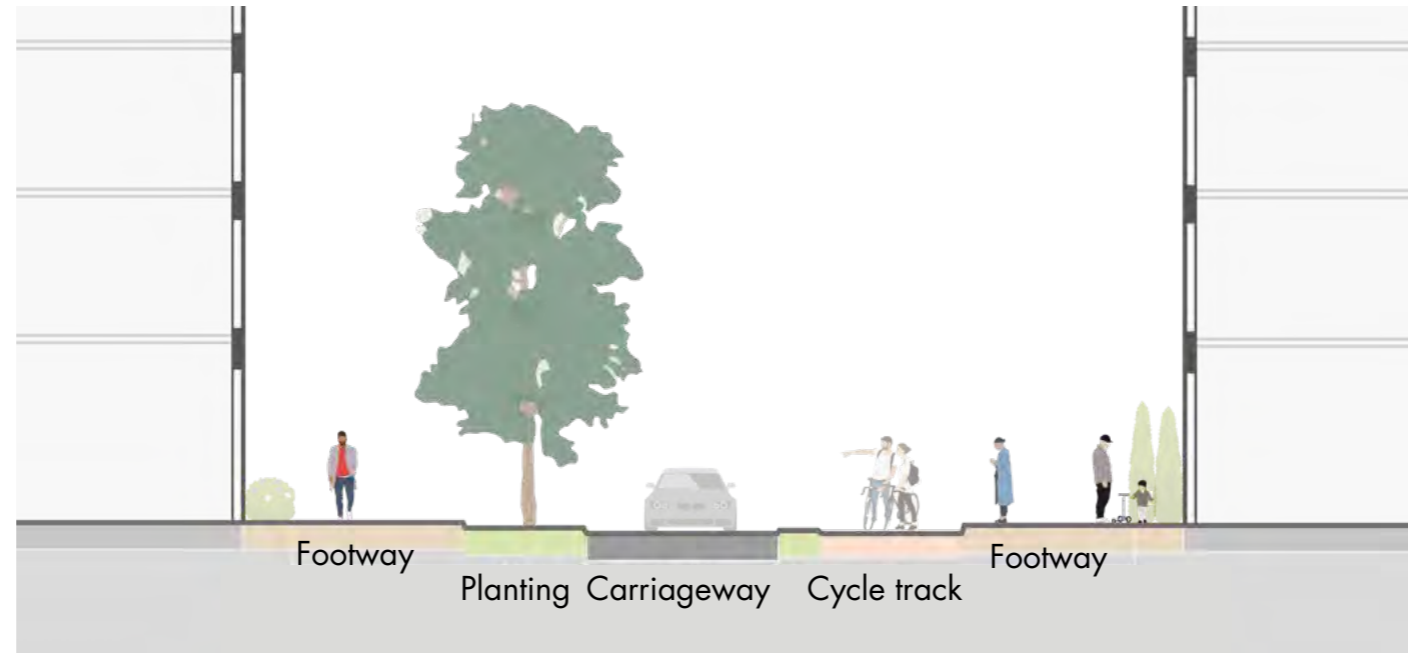
### Footways

The changing nature of the regeneration area means that the footways through the area will need to accommodate much higher pedestrian footfall. Detailed development and public realm proposals shall be sized appropriately. In most areas this will require footways to be widened.



Example of continuous footway

Where appropriate, consideration should be given to making footways continuous over side roads. Footways should be unobstructed by street furniture and other features.



Example street section through Princess Street

Pedestrian footways will be segregated from cycle tracks with a kerb to help visually impaired to detect and negotiate the edge of the footway.

### Cycle tracks

The north-south and east-west active travel corridors will provide bi-directional segregated cycle tracks. Proposals should demonstrate that they allow for sufficient street width and do not conflict with proposed pedestrian, cycle or green infrastructure along the streets identified. Cycle tracks should be continuous over side roads and site access points. Highway design will be delivered in accordance with current government guidance for design of highways and active travel infrastructure.

These active travel corridors will connect to wider strategic routes through improvements to Bedminster Bridge and St Luke's Road. The potential for a new pedestrian and cycle bridge over the New Cut at the end of Whitehouse Street has been considered as a potential future infrastructure improvement and would complement the movement strategy. Delivery of

a new bridge requires further feasibility work and securing necessary funding, therefore the immediate focus is to improve infrastructure for walking and cycling at Bedminster Bridge.

### Vehicle circulation and access

All areas of the regeneration area currently available to motor vehicles will remain so, but the proposed circulation strategy will change how vehicle movements in the area are made.

The movement strategy provides a long-term strategy for the area setting out how the developments and public realm will work together. The implementation of the strategy will take time and is likely to be phased given the current land ownership. Any new access arrangements proposed should seek to accommodate the needs of existing businesses for the interim period over the course of redevelopment.

The Clean Air Zone (CAZ) covers the northern edge of the regeneration area. The CAZ is likely to have an influence over the pattern of travel and mode of transport used by residents, visitors and those working in the area.

Recognising that a number of existing businesses serve the automotive sector, the vehicle circulation strategy has been planned to allow for users of existing businesses to leave the regeneration area without entering the CAZ via Willway Street and Philip Street.

Details of proposed changes to the vehicle network and traffic circulation will be subject to further consultation ahead of any changes being made.

### Delivery and servicing

New developments should incorporate sufficient drop off/delivery bays appropriate for the scale and nature of the proposed land use, and of sufficient capacity to accommodate future trends towards online shopping and deliveries. These delivery/drop off bays can be integrated into green infrastructure corridors where appropriate.

Residential and workplace development should provide adequate servicing space and access in line with the recommendations of the Bristol Urban Living SPD.

### Parking

On-street parking within the regeneration area will be restricted to car club parking and blue badge disabled parking bays only. These bays should be sensitively integrated into the public realm and avoid being visually dominant. To enable the transition to active modes of travel, residential development parking should be managed.

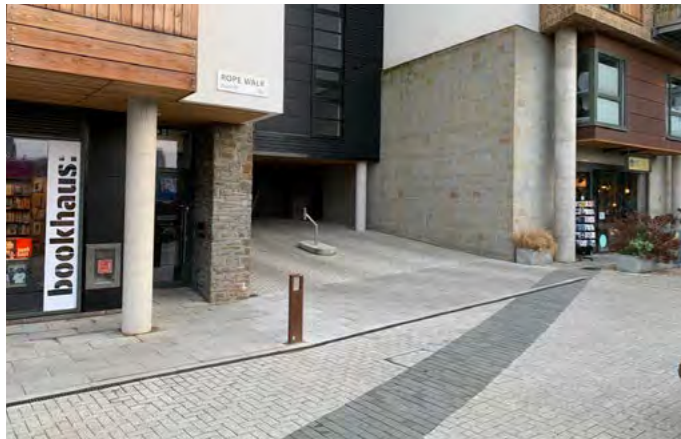
On plot parking can be provided but should not exceed the parking ratios that underpin the transport assessment. Where on plot car parking spaces are provided, each residential space should have an EV charging point.

On-plot parking should be of low visual impact such as in ground floor podium or basement parking areas. Access to residential parking

## 5.2 Transport & movement

areas should be thoughtfully designed and shall prioritise the safety of pedestrians and cyclists at vehicle access points.

Provision of employment space parking will depend on the nature of the employment and its operational requirements, but minimal vehicle parking is desirable. Proposals for parking should demonstrate the need for the proposed provision.



Example of discrete parking / service access: Rope Walk, Bristol

Residential and workplace development should aim to deliver private cycle parking exceeding the minimum requirements of the local plan and should form an integral part of the scheme. The exact level of the parking provision will be reflective of the number and size of residential units as set out in the submitted plans at the time of the application.

Provision should be made for short stay cycle parking. On-street short stay cycle parking should have natural surveillance, be safe and should not obstruct the pedestrian footway. Space should also be provided for dedicated e-scooter parking so that they do not cause an obstruction for pedestrians.

### Public Transport

While the framework core area does not include any public transport routes or specific



Dedicated Metrobus busway, Bristol.

public transport improvements, the area is well positioned to access the public transport network. Bedminster Parade is well served by both local bus and Metrobus routes, and Bedminster Station is located at the edge of the regeneration area boundary, with Bristol Temple Meads a short walk or cycle away.

Improved connections to these routes can be made by improving walking and cycling routes within the area. There are also opportunities to improve Bedminster Bridge for sustainable modes of travel in future.

Bedminster Station and the area around it have been identified in the Bedminster Green Framework as an area for improvement and will provide improved access to the national rail network for the Whitehouse Street area.

### Mobility hubs

The transport and movement strategy diagram on p.47 identifies potential locations for mobility hubs. These could include electric car club parking and charging points, e-scooter parking, cycle parking, bike share parking, wayfinding signage and parcel drop off and delivery lockers.

A number of key local bus and Metrobus routes travel along the edge of the regeneration area, and the framework proposes improvements to

cycle and pedestrian routes through the areas where mobility hubs could be located.

One hub is proposed to be located close to Windmill Close. This is within short a distance of Bedminster Station and bus stops on Bedminster Parade and is well connected to existing and proposed pedestrian and cycle routes. A second hub is proposed along the new cycle route along Princess Street and can facilitate easy travel to the city centre and Bristol Temple Meads.

Mobility hubs within the area should be integrated thoughtfully into the public realm and landscaped areas. Parking for scooters, cycles and other facilities should not obstruct the main pedestrian footways and public space. They should be positioned so that they are easy to access from existing routes, homes and workplaces, and should benefit from natural surveillance.

### Accessibility

To ensure accessibility for all, the design of public realm should avoid obstructions on footways or pedestrian routes. The positioning of street furniture, such as seating, bins, signage and cycle racks should be carefully considered to ensure that the public realm is accessible to people with sight loss and wheelchair users.

Kerbed upstands should be provided to segregated cycle tracks and appropriate tactile paving in line with government guidance should be provided at crossings of both roads and cycle tracks.

Where used, continuous footways should include contrasting colour between footway and carriageway, and provide full width tactile paving to ensure it safe for visually impaired people.

Detailed development and public realm proposals are encouraged to undertake accessibility audits.

### Case study: mobility hubs



Mobility hub in Berlin.

### What is a mobility hub?

Mobility hubs (or multi-modal mobility hub) are dedicated zones that public and shared mobility modes are located together, making them easily accessible for residents, businesses and travellers.

In a well connected urban environment development should be seeking to reduce reliance on private car use and provide easily accessible alternatives such as cycles, e-scooters, public transport and car clubs.

Locating these in a single accessible and secure location makes it easier and more convenient to access more different modes of transport. They can also include parcel pick-up and drop off facilities to help consolidate final mile delivery journeys.

The council's *Bristol Transport Strategy* identifies mobility hubs (or 'mobility stations') as a concept that can be adopted in Bristol and the West of England.

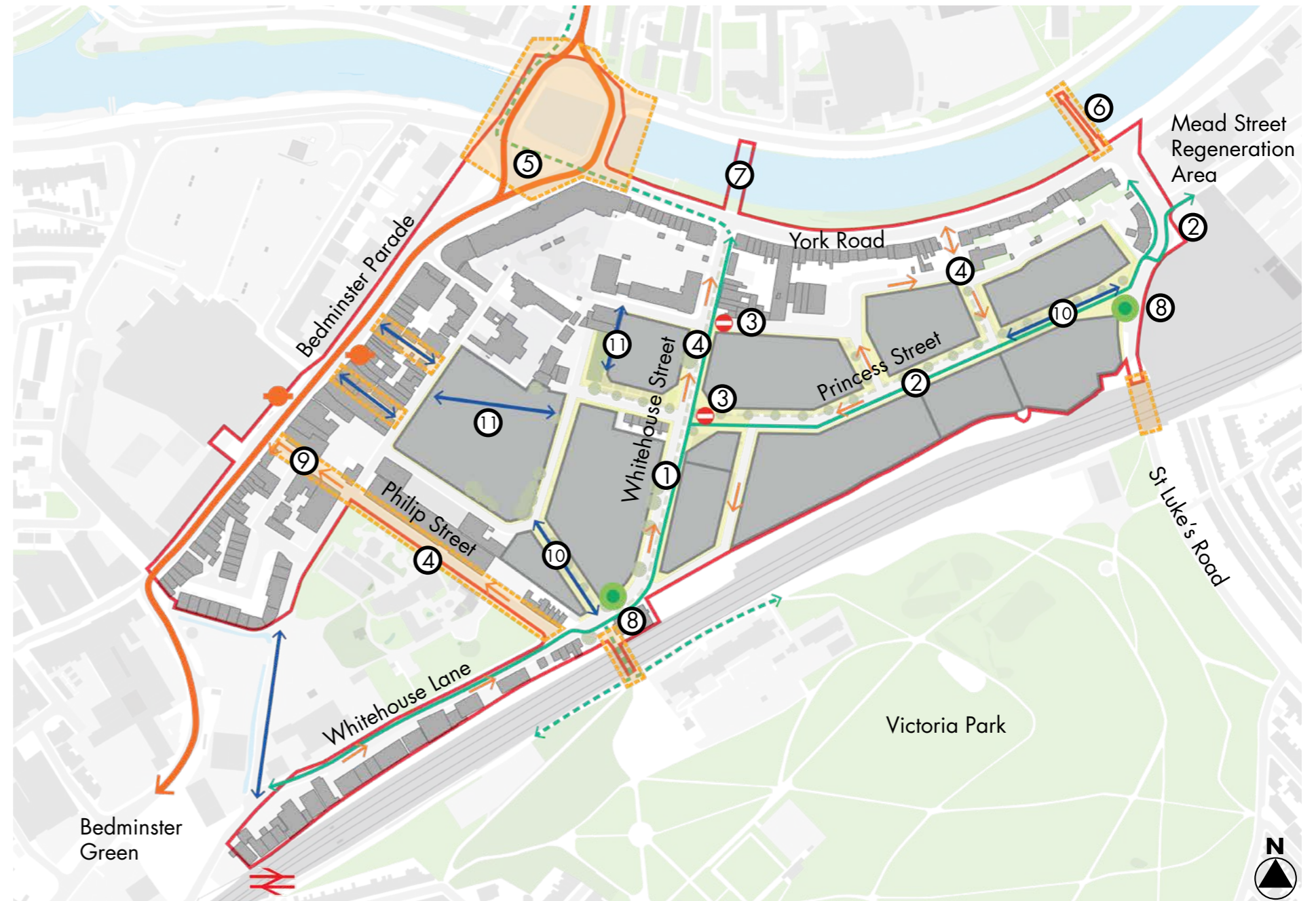
## 5.2 Transport & movement

### Movement strategy plan

The movement strategy diagram shows the proposed opportunities in the Whitehouse Street area. Not all of these changes are expected to happen immediately and the transport and movement needs of existing businesses will be considered as the regeneration progresses.

Proposed improvements include:

- ① Extended north-south active travel corridor along Whitehouse Street.
- ② Proposed east-west active travel corridor from Stillhouse Lane to St Luke's Road and on to Temple Meads via Mead Street.
- ③ Modal filter (no motor vehicle access) at selected junctions with Whitehouse Street.
- ④ Return to two-way access at Spring Street. One-way only traffic movements on Philip Street and extension of Whitehouse Lane one-way up Whitehouse Street.
- ⑤ Explore opportunities for potential improvements/changes to Bedminster Bridge in future.
- ⑥ Improvements to Langton Street Bridge.
- ⑦ There is a possible opportunity to deliver a new bridge should funding become available (indicative location).
- ⑧ Multi-modal mobility hub including car club, cycle parking, e-scooter drop off and potential parcel drop off.
- ⑨ Potential for future pedestrianisation of Philip Street or modal filter to remove through traffic.
- ⑩ New pedestrian streets creating new connections on desire lines between Windmill Close and Willway Street, and St Luke's Road and Princess Street.
- ⑪ New pedestrian connections (indicative location only)



#### KEY

- |  |   |  |   |
|--|---|--|---|
|  | Proposed and existing pedestrian connections  |  | Existing bus / Metrobus stop                    |
|  | Proposed and existing segregated cycle tracks |  | Public realm improvements                       |
|  | Modal filter - no access to motor vehicles    |  | Indicative location of multi-modal mobility hub |
|  | One way carriageway movements only            |  |   |
|  | Proposed new two way carriageway movements    |  |   |
|  | Turning restrictions: left turn only          |  |   |

## 5.2 Transport & movement

### Transport assessment

Bristol is on a journey to becoming a zero-carbon city and is seeking to improve air quality. The city's Transport Strategy supports this objectives with a vision for a well-connected place that enables people to move around efficiently with increased transport options accessible and inclusive to all. To deliver on these aspirations there is a clear need to reduce the reliance on movement by private car.

The assessment work has been carried out in conjunction with the council's Highways Team. A baseline analysis has been underpinned by on-site observations to establish current constraints and opportunities for movement by all modes. Travel surveys have also been undertaken to establish current patterns of movement and comparisons drawn with local data collected pre-covid to establish whether the pandemic period has had a material effect on general travel patterns and behaviour for the Whitehouse Street Regeneration Area.

An assessment of the baseline traffic and network has been made to take account of the committed traffic improvements associated with Bedminster Green Framework Area and proposed changes to access and general circulation for Whitehouse Street area.

As the regeneration of Whitehouse Street will take a number of years, the assessment forecasts and assumptions have looked ahead to 2036. Traffic growth assumptions for this period have been based upon evidence indicating a general decline in traffic levels during peak periods in central parts of Bristol and around the Whitehouse Street Regeneration Area.



Voi E-scooters

Mode share and travel demand forecasts for the proposed land uses have been generated based on census data and local evidence and precedents supporting low car dependency and parking provision.

The resultant trip generation from proposed residential and employment uses in the Whitehouse Street Regeneration Area has been distributed and assigned to the future street network to test and determine the detail of sustainable travel interventions and infrastructure requirements to support the principles and concepts underpinning the framework.

### Travel plan

A regeneration wide travel plan will be produced and managed by the council in collaboration with developers.

Travel plans are long-term management strategies required through the planning process for a range of land uses such as residential, retail, employment, education, leisure and health and, whilst guided by a framework of common principles and components, are unique and are aimed at addressing the transport needs of a specific development or area.

The council will implement and monitor the travel plan over the lifetime of the framework and developers will be expected to make contributions via s106 to enable the council to undertake this.

### Transport & movement checklist

The following checklist provides a range of key issues to consider when preparing planning applications for development that will accord with the regeneration framework.

<i>Has an accessibility audit been undertaken by a specialist accessibility audit service led by disabled people to inform and shape design, promoting an inclusive approach?</i>	
<i>Does the footprint of the proposal satisfy the street width spatial requirements for the active travel route (footways, cycle tracks, green infrastructure)?</i>	
<i>Does the proposal provide sufficient cycle storage and appropriately integrated into the proposal? Is there suitable on street short stay cycle parking?</i>	
<i>Does the proposal provide on site space for deliveries and servicing?</i>	
<i>Does the proposal join up with existing streets, paths and adjoining areas?</i>	
<i>Does the proposal provide dedicated parking for car club vehicles and provide appropriate levels of electric charging points?</i>	
<i>Are new streets and pedestrian spaces well overlooked and safe?</i>	

*If the routes were better into the city I would definitely drop the car and cycle more.*



## 5.3 Placemaking & character

### Key objectives

#### Create high quality public realm

- Create accessible people-friendly streets that prioritise people and active travel.
- Buildings, streets and public realm that are designed with a range of uses to make them active and safe throughout the day and night.

#### Reinforcing local character

- Deliver a neighbourhood with a distinctive sense of place rooted in Bedminster and south Bristol.
- Buildings and streets that are sensitively integrated into the surrounding area.

#### Create a well connected neighbourhood

- Create a neighbourhood with jobs, shops, amenities, green space and public services within easy reach on foot or by bike.

#### Adopted Local Plan policy references:

BCS21, BCS22, DM26, DM27, DM28, DM29 and DM31

Consideration should also be given to draft policies of the Local Plan review.

### The Whitehouse Street Regeneration Framework will help to create a vibrant neighbourhood with high quality public realm and architecture that reflects the character of the wider area.

Detailed proposals should be underpinned by sound urban design principles that ensure individual developments are properly integrated into the wider neighbourhood. These include:

#### Legibility

Building frontages should provide activity and visual interest along all streets. New development should contribute to creating cohesive street frontages with residential entrances or shop and business frontages that encourage activity on the street.

The design of entrances and frontages should reflect the intensity and type of use as well as the nature of the street that the building fronts onto. Primary entrances should be clearly identifiable in the elevation and should be positioned with ease of access to all. A clear distinction should be made between public, communal and private space.

Landscaped planting and trees should be integrated into the streets and should enhance the character of the space and public realm.

#### Variety

To create a vibrant, mixed neighbourhood the regeneration of the area should deliver a range of uses including homes, employment space, community space and other amenities.

Detailed development proposals should also deliver architectural variety and create attractive and inviting street environments where people feel comfortable and engaged with their surroundings.

#### Permeability

Development proposals should enable clear pedestrian permeability to allow people to circulate through the neighbourhood. Permeability provides pedestrians a choice of routes which helps enable walking as a natural travel mode of choice for short journeys. This activity in turn enhances the security of the neighbourhood, promoting social interaction and helps create a more vibrant community.

#### Active frontages

Active frontages help create a safe, pleasant and engaging place to be. Therefore large stretches of blank frontages (such as in stores or plant rooms) should be avoided, particularly facing areas of public open space or public realm.

Frontages can be activated by commercial or residential frontages, but care should be taken to ensure homes facing public realm have a sufficient buffer of defensible space to ensure privacy. Areas of public space without natural surveillance can encourage anti-social behaviour and should be avoided.



Gaol Ferry Steps, Bristol. The active frontages enliven the street and the buildings provide a desirable sense of enclosure.

### Planning policy summary

Council planning policy objectives promote high quality urban design that contributes positively to an area's character and identity; creates or reinforces local distinctiveness; promotes legibility and; creates safe and multifunctional public realm. High quality public realm has a key role to play in place shaping and enhancing the city's positive features, as well as repairing the damage caused by insensitive development of the past.

Effective place-making is secured through the planning application process by the application of sound planning policies and environmental objectives, including the suite of design policies within the Site Allocations and Development Management Policies (adopted July 2014) and the Urban Living SPD.

The council's Urban Living SPD (2018) comments on successful placemaking as follows:

*"We need to harness the investment in new homes and jobs, to repair and reinvigorate existing neighbourhoods, strengthening physical connections between areas, creating vibrant, resilient and healthy communities.*

*Intensification can help support thriving high streets and local centres, ensuring that for local trips, walking and cycling become the most convenient option, and for trips further afield, public transport becomes a viable option.*

*People-friendly, human-scaled streets should be a joy to walk along. Public and private spaces should be clearly defined, accessible, well managed and safe".*