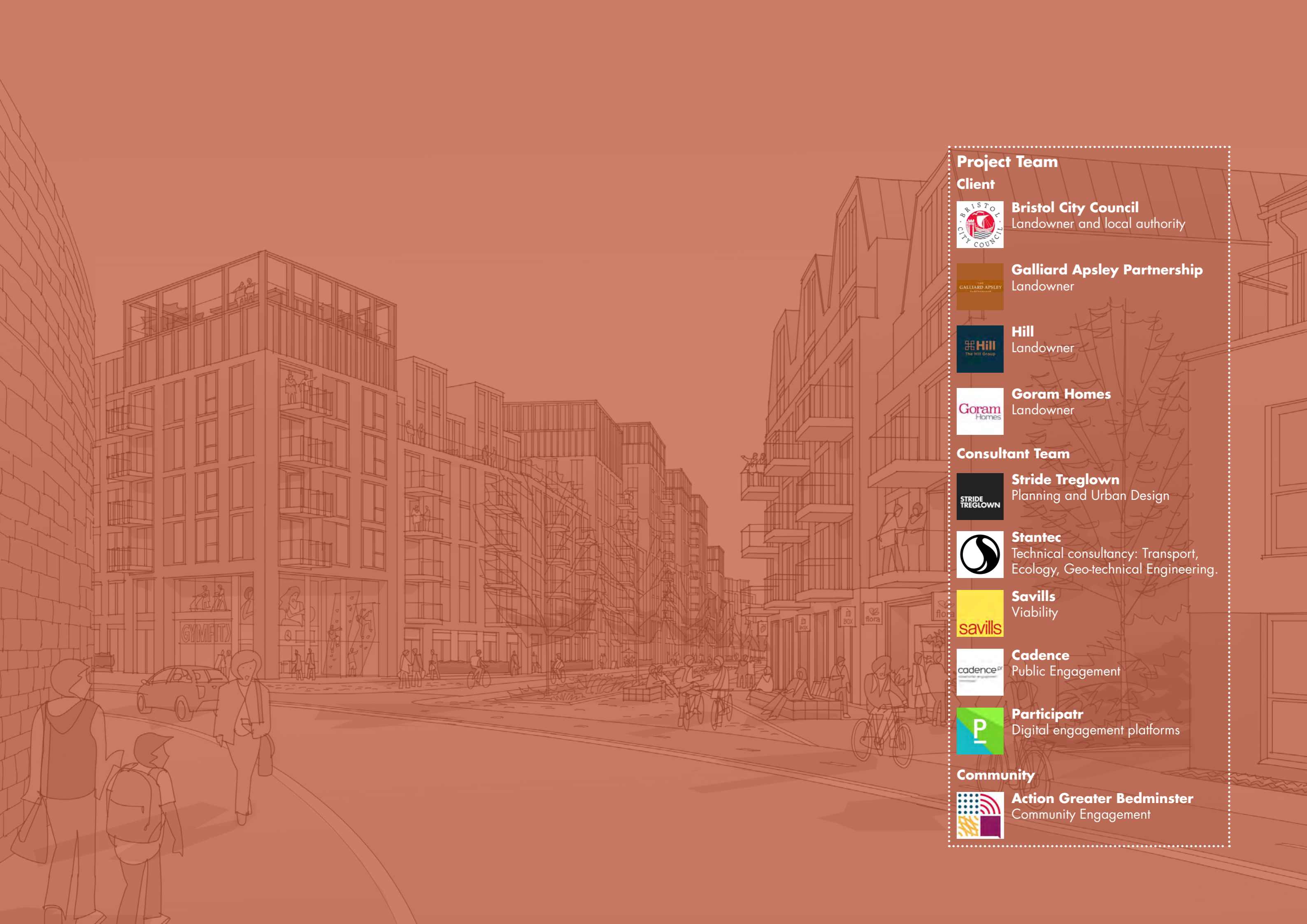


# WHITEHOUSE STREET REGENERATION FRAMEWORK

NOVEMBER 2022





## 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



**Cadence**  
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.



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# 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 2000 new homes

The Whitehouse Street Regeneration Area has the potential to provide around 2,000 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 of 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 form 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 workspaces 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.

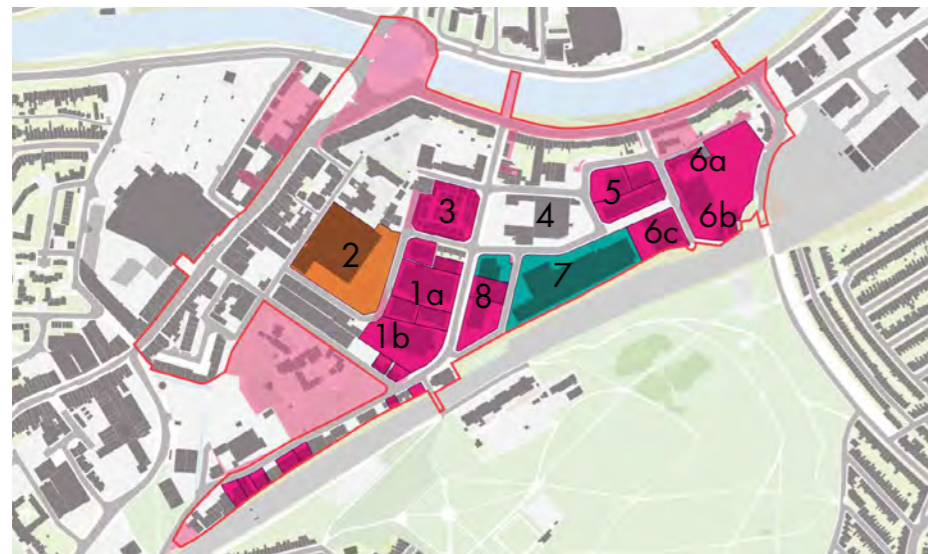
The emerging local plan identifies land to be allocated for industry/distribution at four locations in the Avonmouth industrial area, Western Drive, Hengrove and Glenfrome Road, Eastville.

## 1.2 Location





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

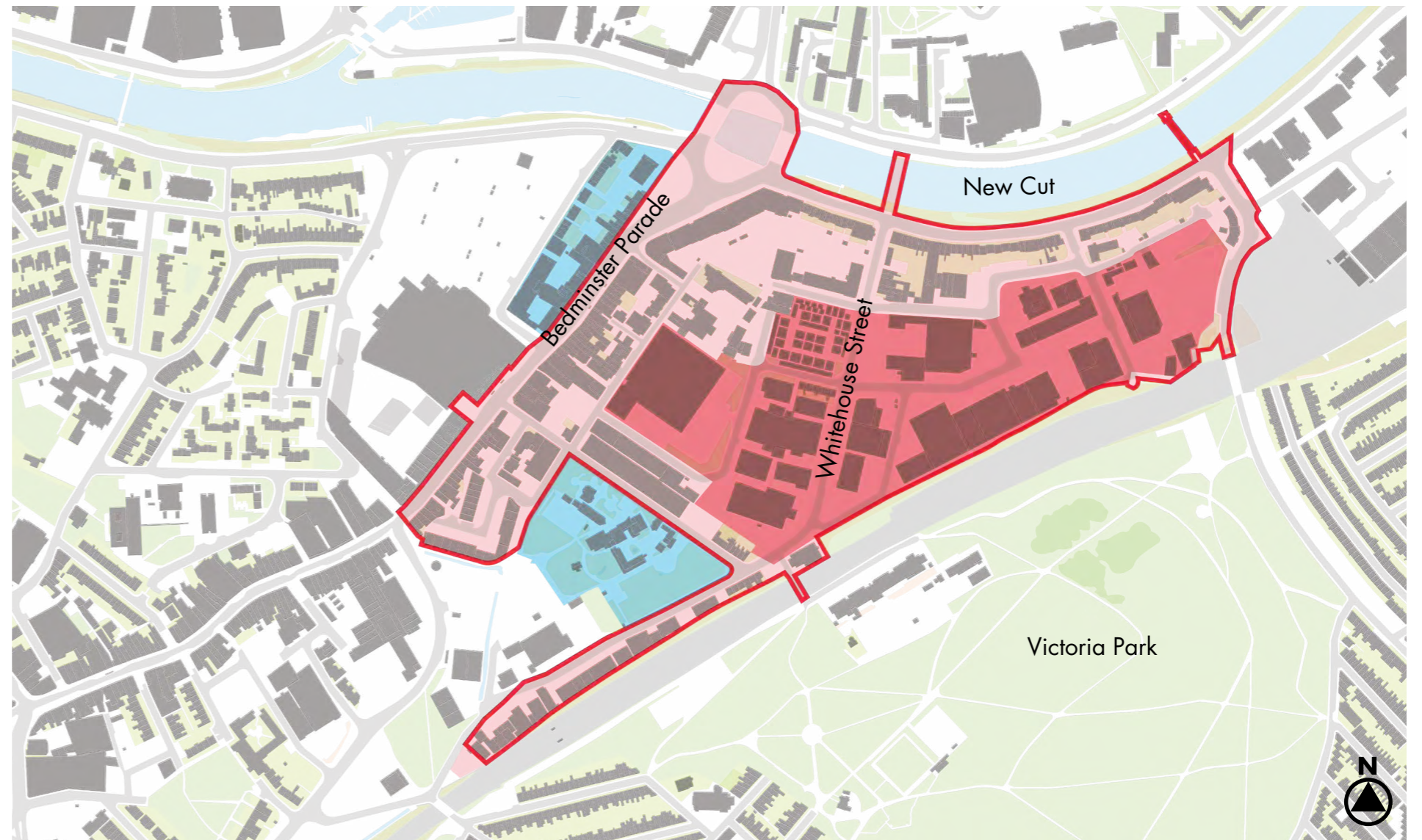
- The core area (red) comprises plots bounded by the railway to the south, Stillhouse Lane to the west, St Luke's Road to the east, and an axis of streets from William Street to Spring Street Place to the north.
- The outer area (pink) comprises areas immediately adjacent to the core area where the urban 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 significant to 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 contextual which the placemaking principles will consider.

## 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.

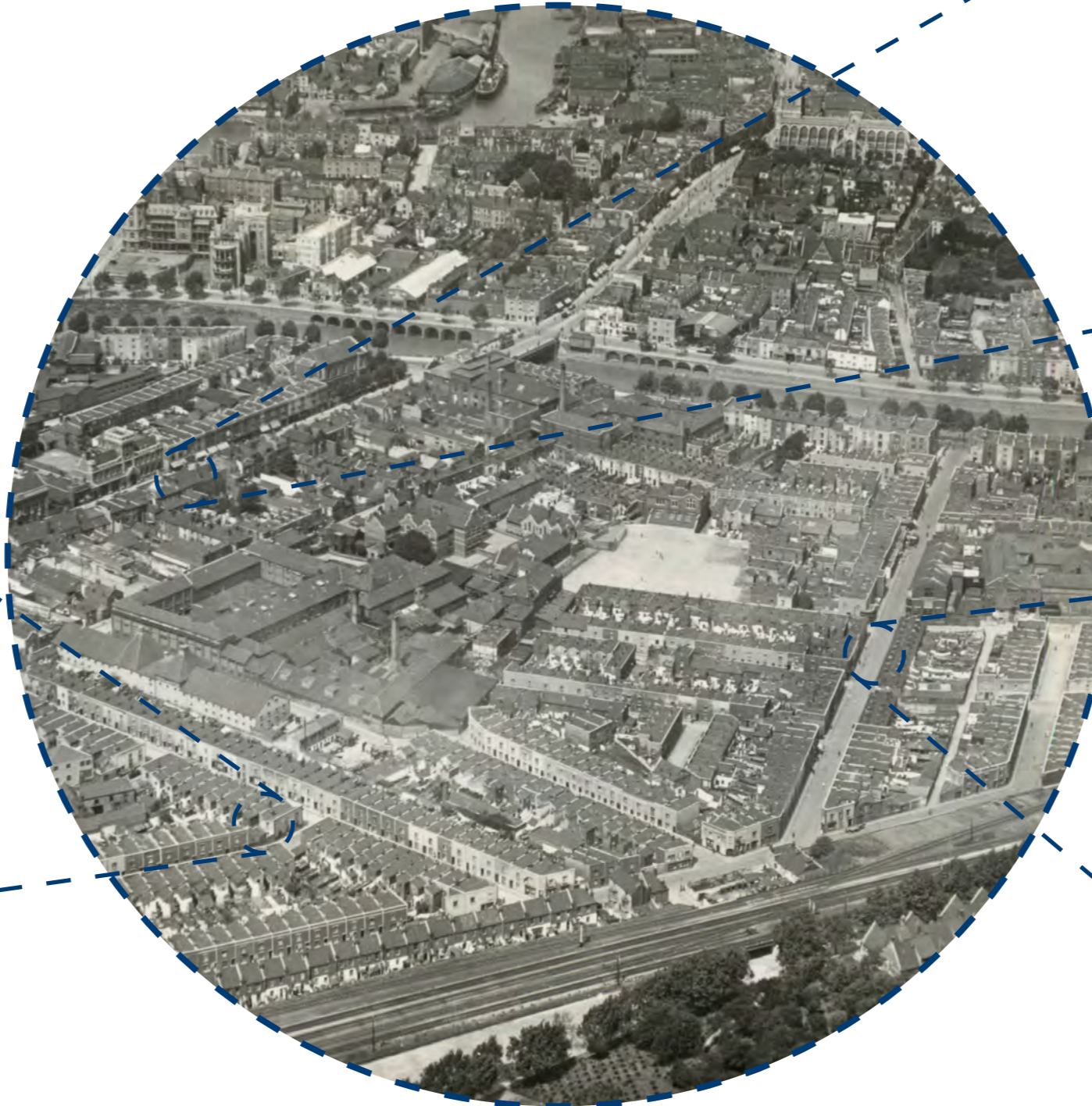
Given the proximity to the city centre, Bedminster local centre, key public transport routes and amenities, the Whitehouse Street area is a highly sustainable location for a new mixed use neighbourhood that can be redeveloped without loss of open green space.

# 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 created often unsanitary and overcrowded conditions.

# 1.3 Framework development process

## Process

The preparation of the framework is following 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,

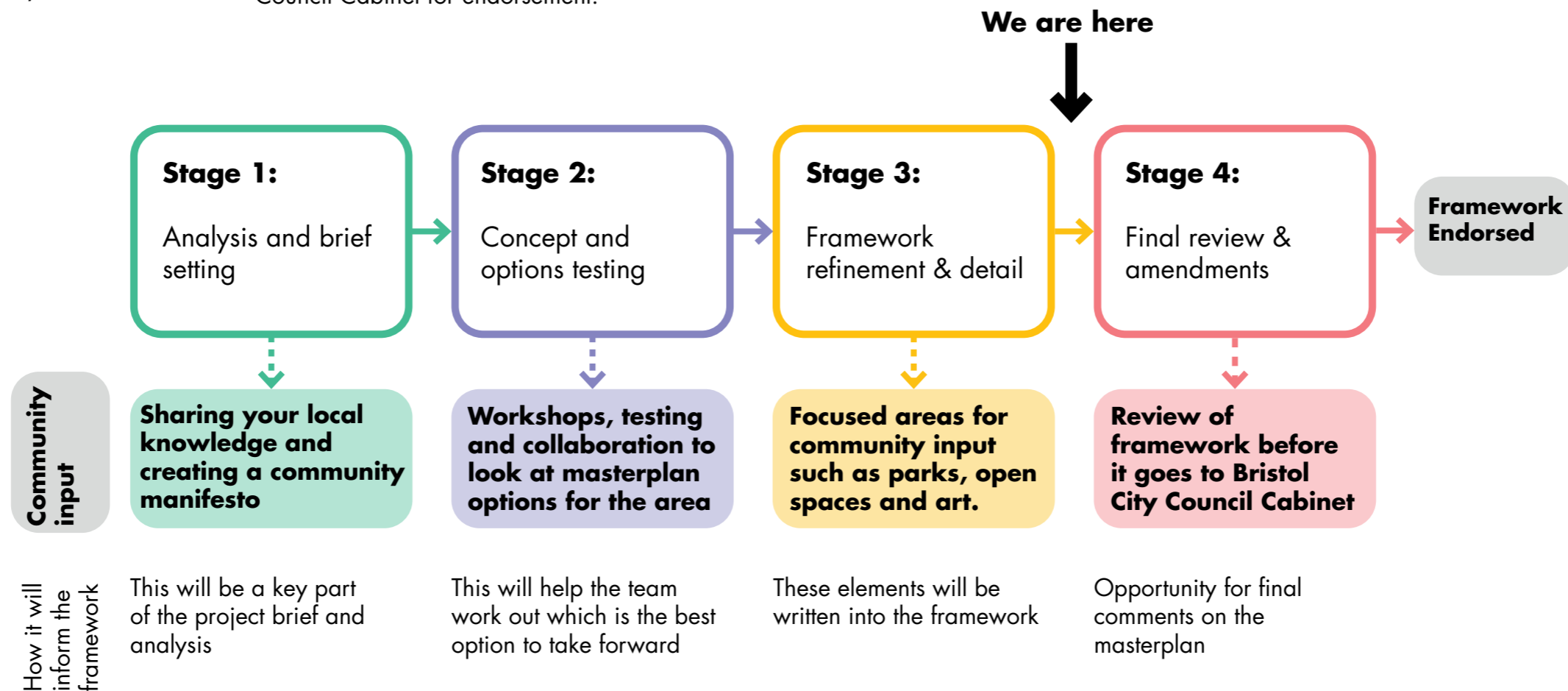
public realm, movement and testing of height parameters. This was developed into a concept masterplan which brought together the themes in a single spatial concept.

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.

## Public consultation

After a 6 week period of public consultation period, the framework will be reviewed and amended before being presented to Bristol City Council Cabinet for endorsement.

If endorsed it will become 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 7. Within the regeneration area is the 'core regeneration area' (shown in red on page 7) 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 (to be implemented by the end of 2022) 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.

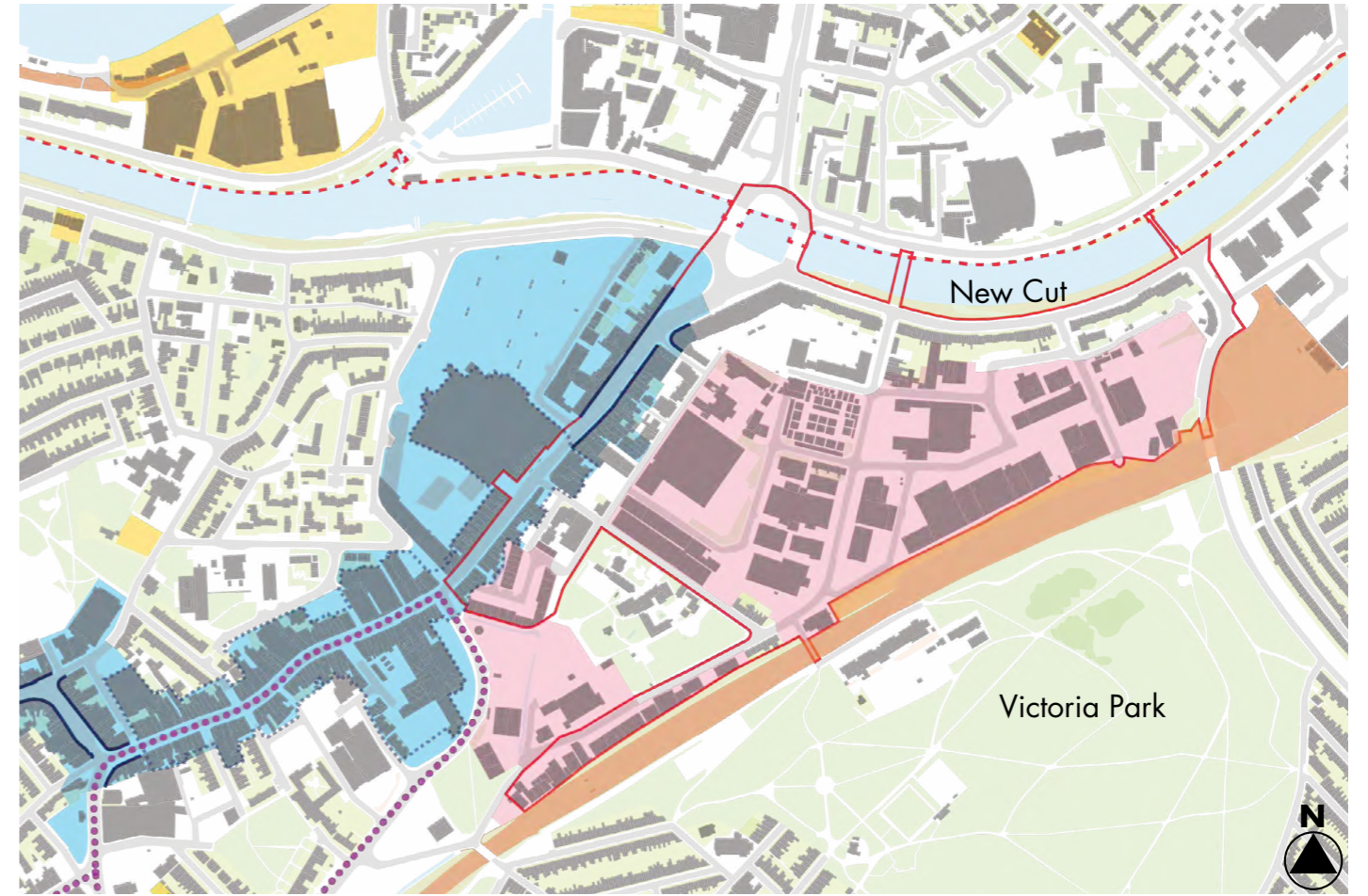
Part of the area lies within the Bedminster Conservation Area and there are listed buildings and buildings of merit situated within and near the regeneration area. The regeneration area lies predominantly within Flood Zones 1 and 2, with isolated areas of Flood Zone 3 in existence.

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 each development proposal comes forward, whilst ensuring due weight is given to emerging policies and guidance and other material considerations that apply.

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 allocation (Draft policy DS8); an area 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 this allocation will replace the PIWA designation that exists for a large part of the Whitehouse Street Regeneration Area.

The Central Bedminster allocation envisages regeneration of a more urban scale and form of development, 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 which 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. Alongside the council's document *Progressing Bristol's Development - A Statement about planning in Bristol*, it will be



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

used in decision-making by the 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 Review (March 2019).
- 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.

If endorsed, this framework will become 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* (TBC)
- *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 the 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 parameters 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 do, however, 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 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 revised 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 (March 2019);
- 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

Planning Performance Agreements (PPAs) to help front-load and guide future detailed planning proposals.

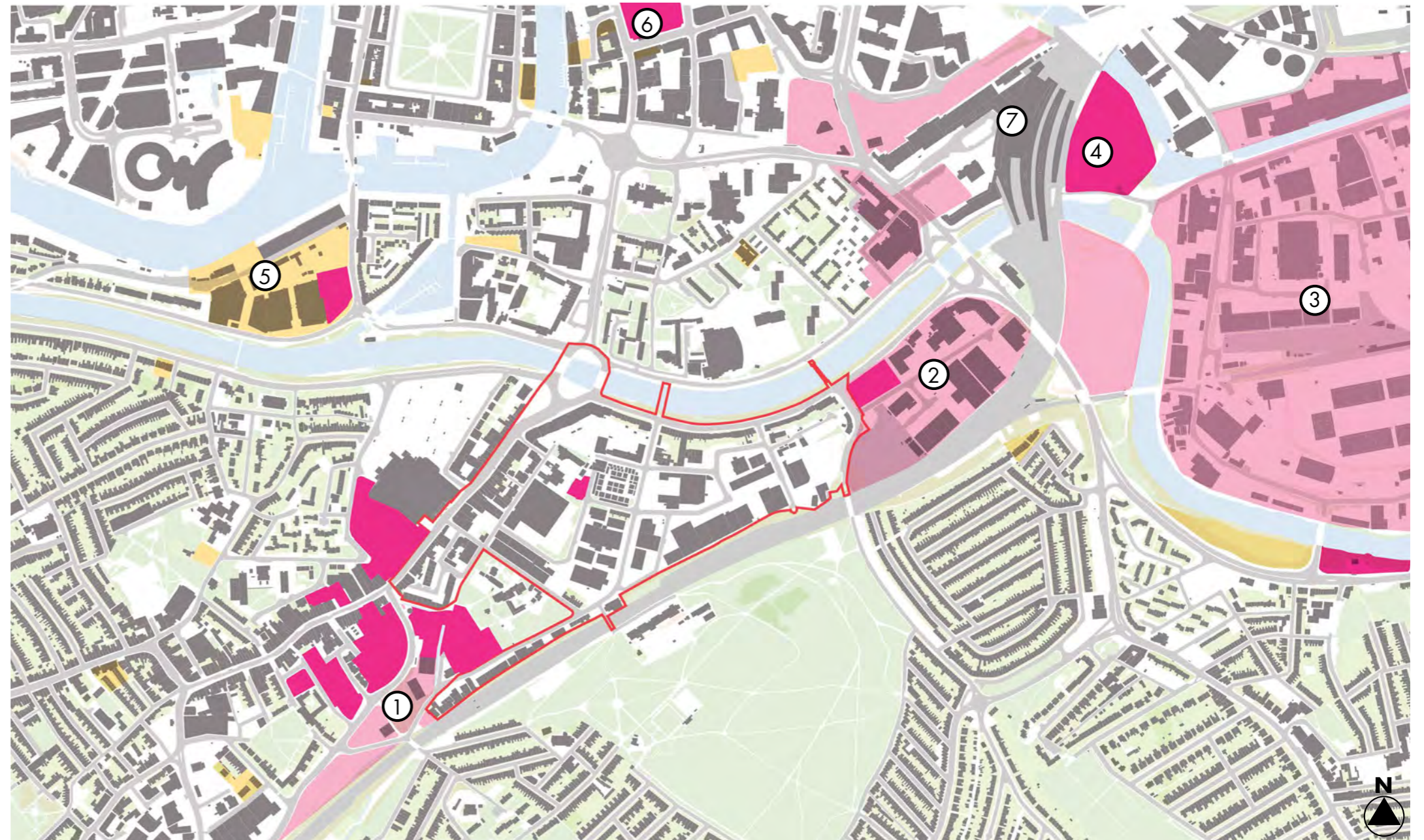
Where proposals accord with the framework principles and the parameter plans, this will be acknowledged through the pre-application process. Further details of the council's pre-application process and Planning Performance Agreements can be accessed at the on the council's website.

### Development context

The plan opposite shows 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

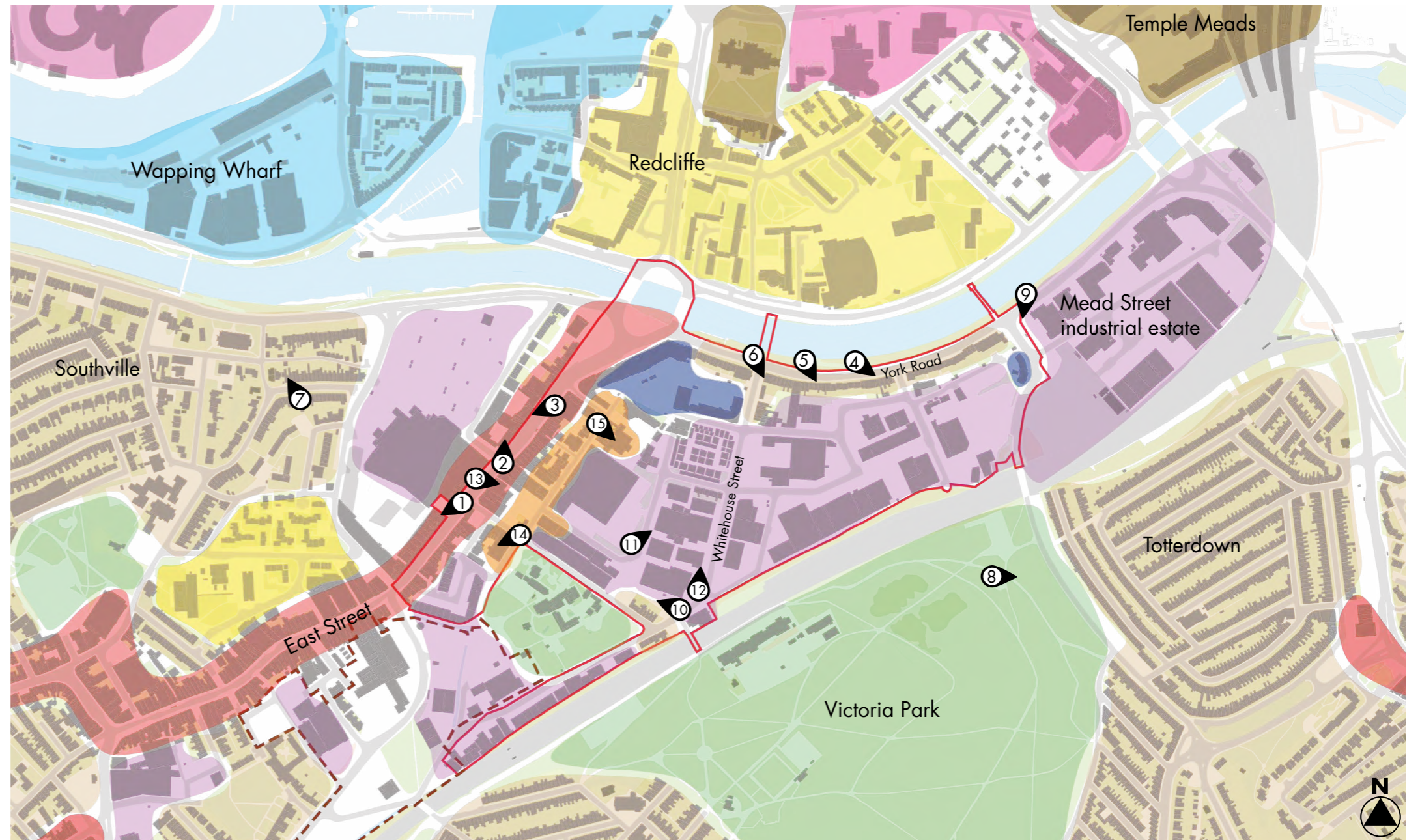
The core of the site is predominantly industrial in character with most development dating from 1950s onwards after clearance of existing residential streets and older industrial buildings following wartime bomb damage. Most of the street structure has been retained, albeit in an altered and simplified 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 interstitial 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 18                  |   |   |

*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 area sits within the Bedminster Conservation Area and includes historic frontages onto York Road and Bedminster Parade.

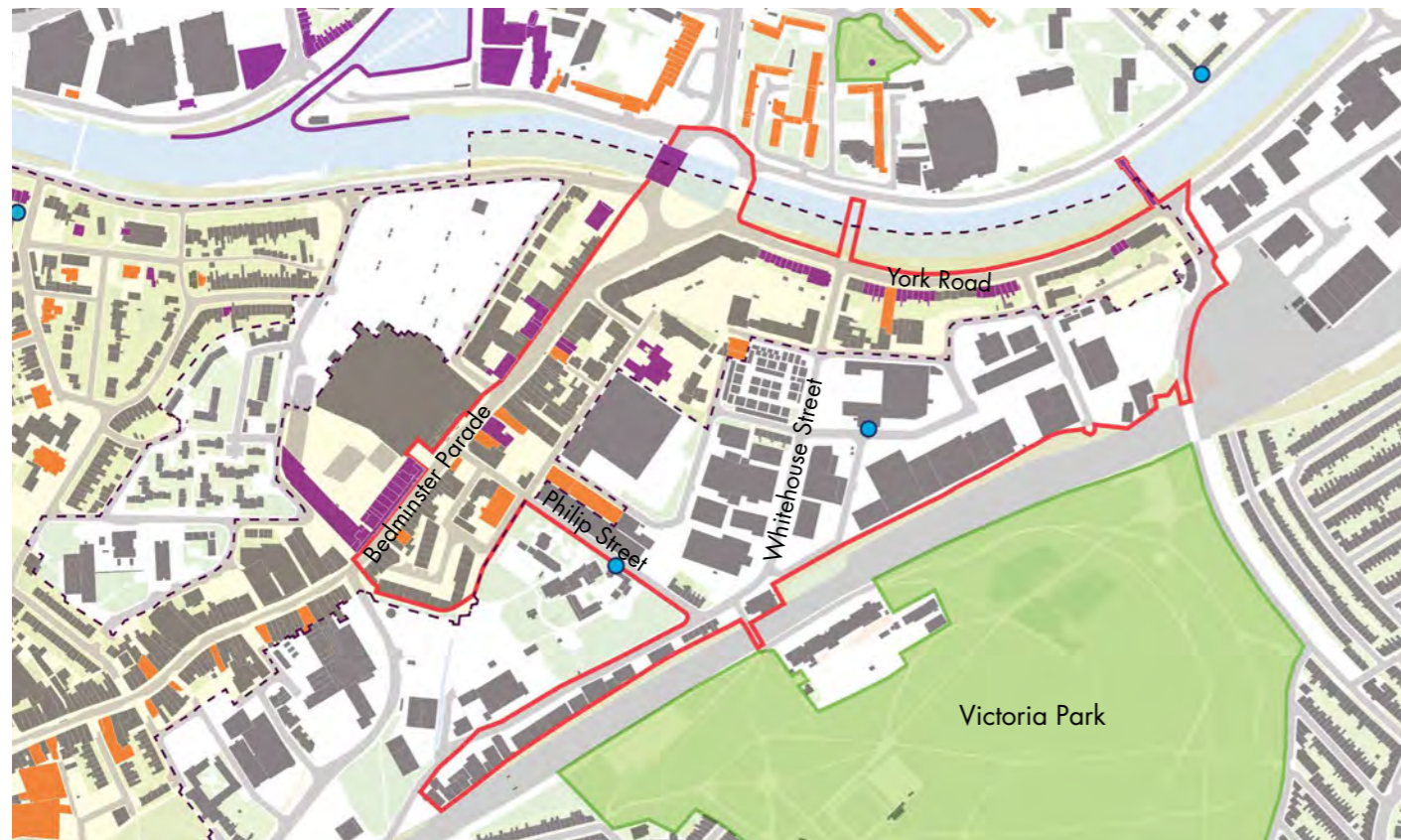
There are a number of Grade II listed buildings within the wider regeneration area, most notably the former school building on Stillhouse Lane. There are also a number of locally listed buildings including the former malthouse on Willway Street and the former infant school on William Street. There are 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 are 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 is predominantly made up of 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

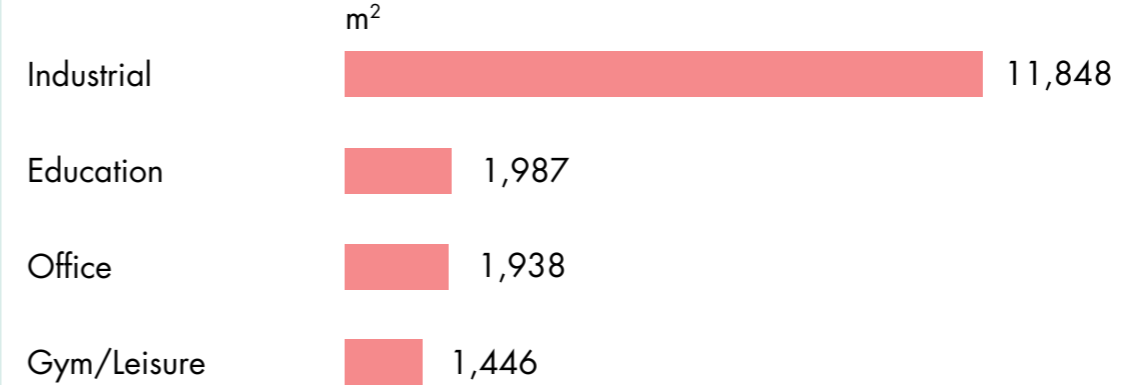


S&B Automotive Academy

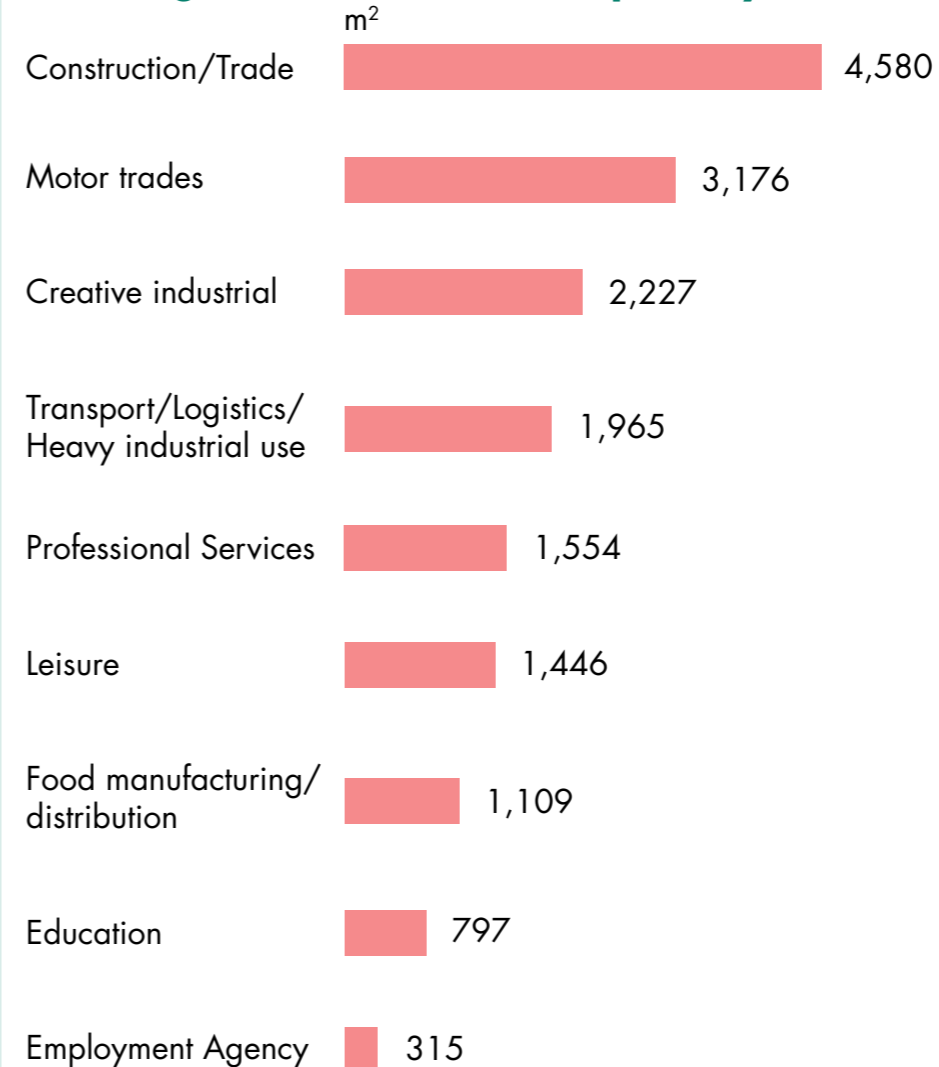


Lorry yard on Willway Street

### 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 the higher ground of Windmill Hill to the south, Redcliffe Hill to the north, Pylle Hill to the east, and Southville to the west.

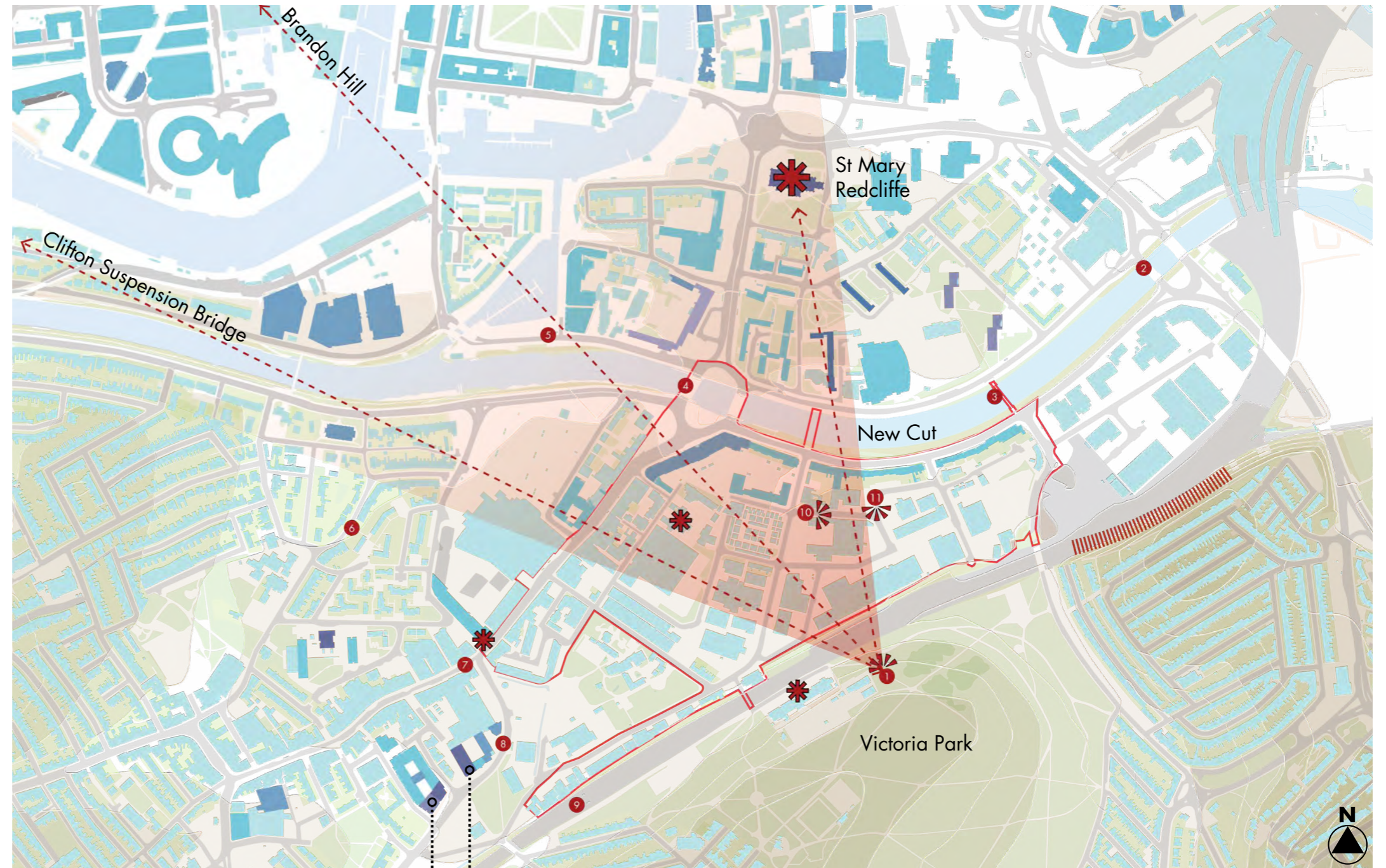
There are significant long views from higher ground in Victoria Park which extend across the city centre to the north through to Ashton Court and Leigh Woods in the west, including views of Clifton and the Clifton Suspension Bridge.

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

## 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. 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

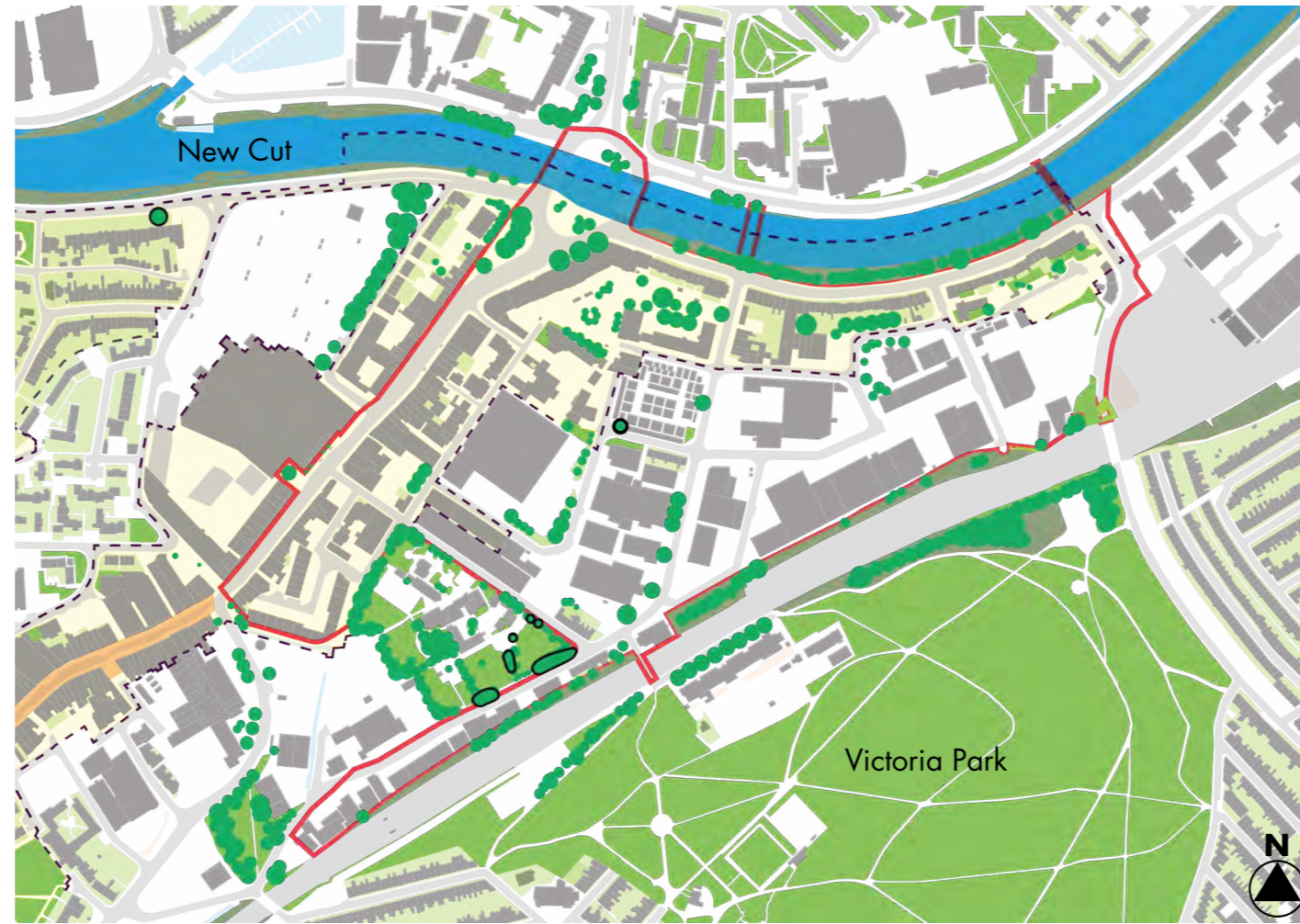
### Existing Open Space

A small number of trees across Whitehouse Street Regeneration Area are subject to Tree Preservation Orders, and a number of other 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 bowling green.

The council's analysis of the open space in the central Bedminster area has identified that the strengths of the area are the proximity to Victoria Park, the overall level of open space and the provision of play space (although some is in need of enhancement). 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
  - Inaccessible Green Spaces (e.g. areas of structural landscape, i.e. railway embankments)
  - Private green spaces (i.e. gardens)
  - Site of Nature Conservation Interest
  - Trees in the immediate context of the regeneration area
  - Tree Preservation Orders
  - Extent of Bedminster Conservation Area
  - High Streets and busy pedestrian areas

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 which has been an important community resource for south Bristol for over 40 years.

The farm 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

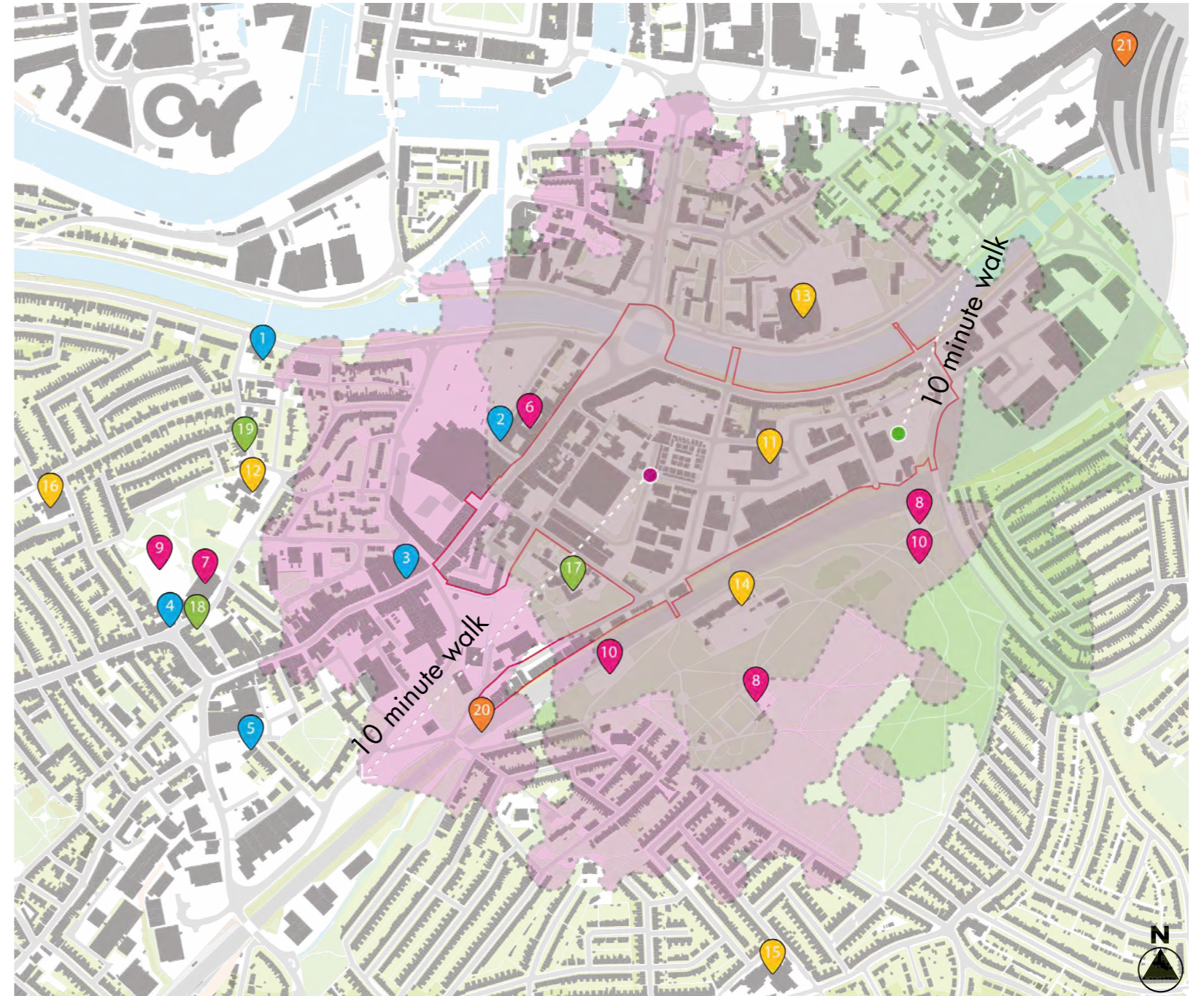
- 6 Bedminster Library
- 7 Bristol South Swimming Pool
- 8 Victoria Park multi use games area
- 9 Dean Lane Skate Park
- 10 Victoria Park play areas

### 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

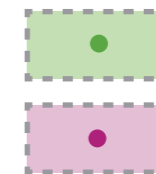
- 17 Windmill Hill City Farm
- 18 Elephant House
- 19 Southbank Club



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 has 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.



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 demonstrate the constraints upon the regeneration of the area.

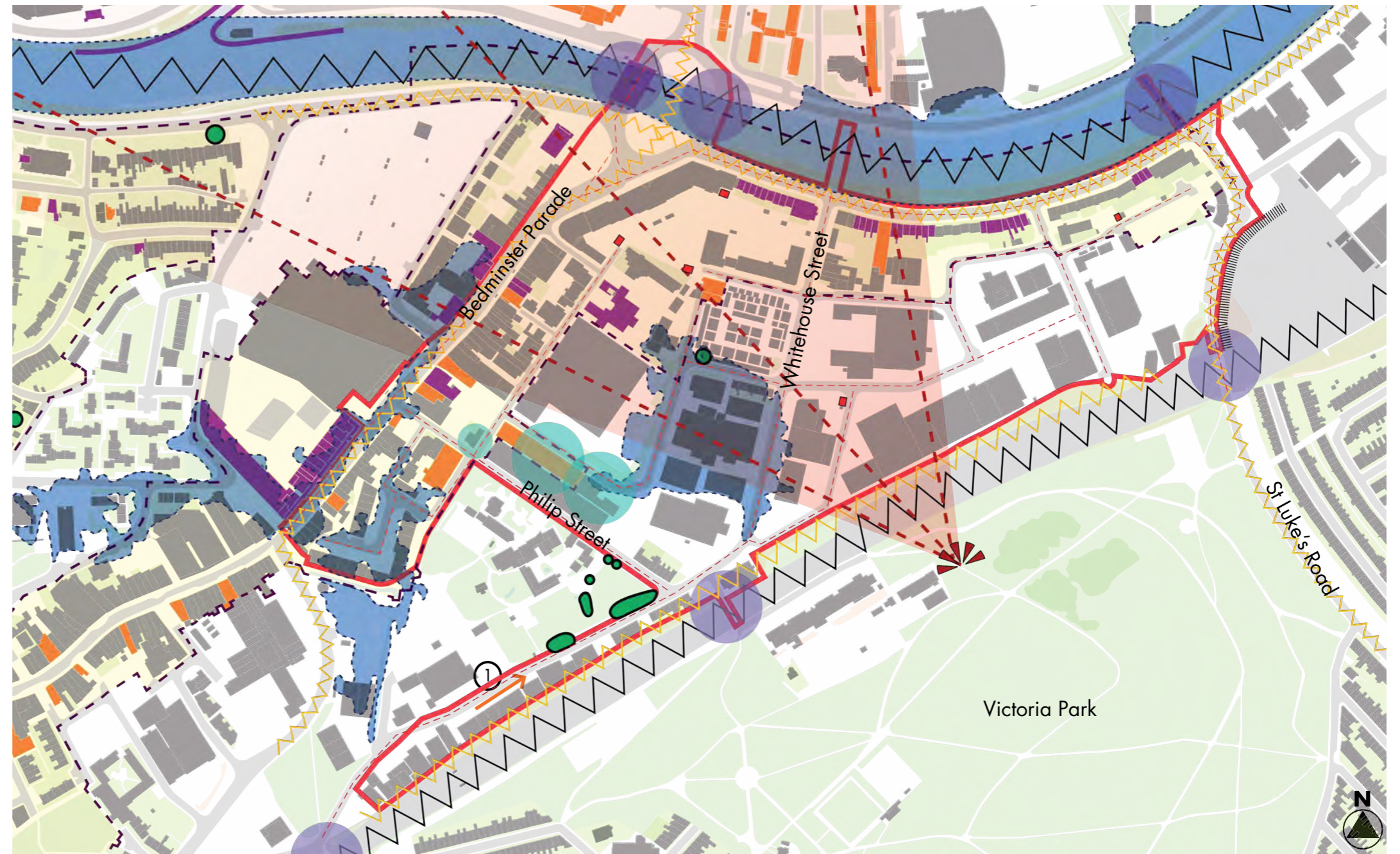
The north and west of the regeneration area are most affected by existing development and regulatory constraints such as the Bedminster Conservation Area and the Clean Air Zone (CAZ) to be implemented by the end of 2022.

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

Stage 4 will include a formal 6-week consultation on the draft Framework with a series of online and in person events taking place. From there, final amendments will be made before it goes before Cabinet to be adopted early in the New Year.

*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> 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 to 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 learn from the history of the area. In the past the area incorporated many aspects of these principles but came with many drawbacks: poor air quality and public health, 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

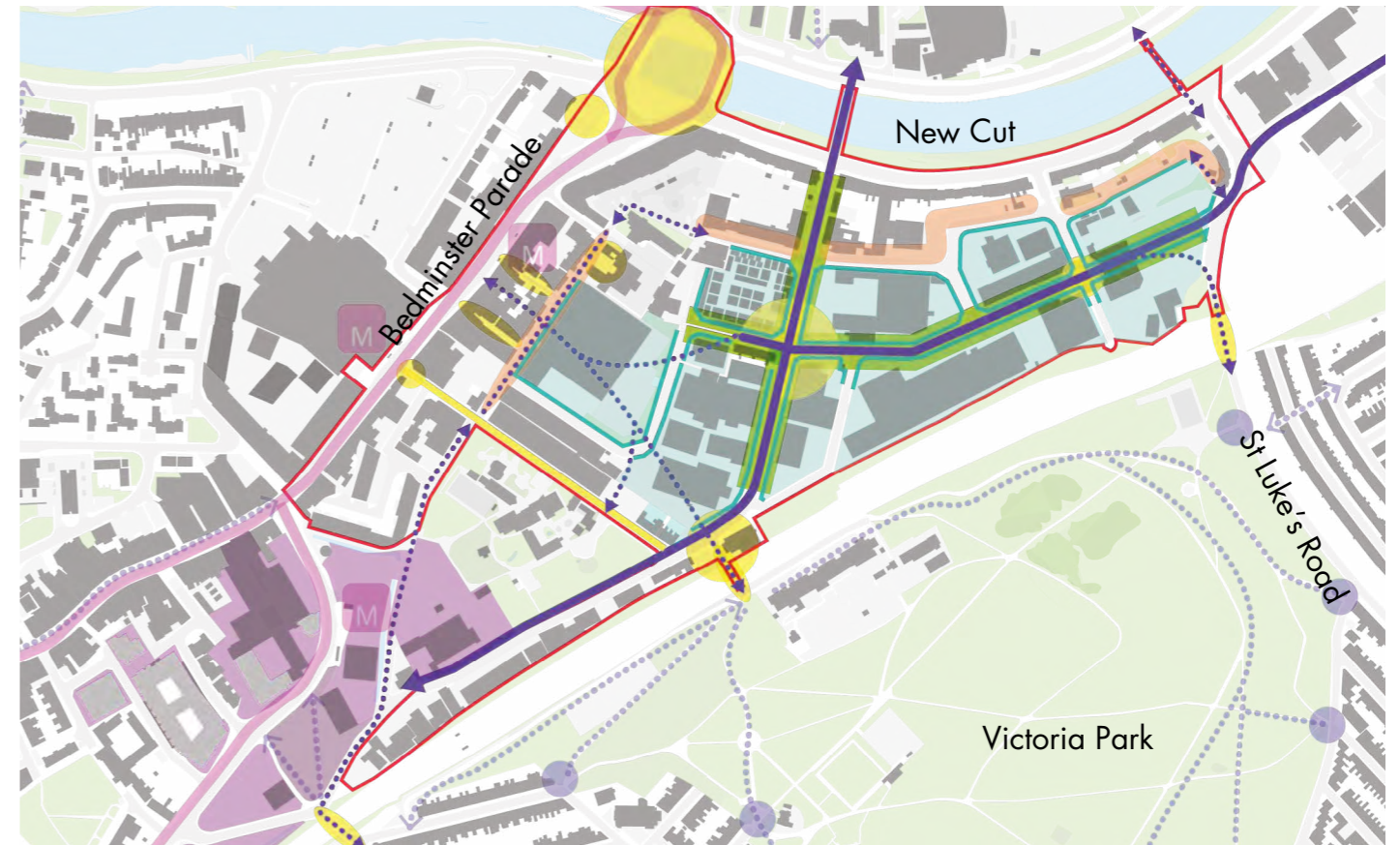
Proposals in the area should respond to the historic and modern character of Bedminster, and developments should be identifiably part of Bedminster and Bristol.

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 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 also 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 currently 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 site 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.

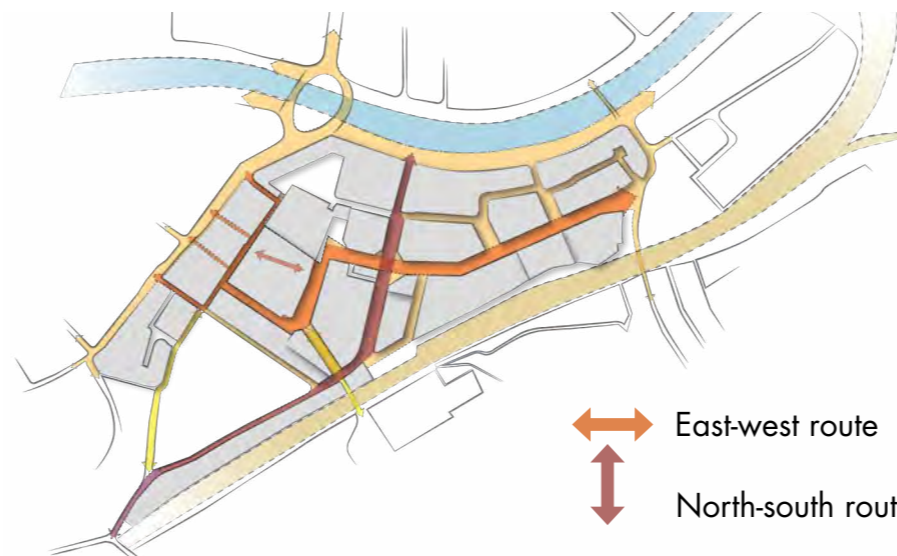
#### A green neighbourhood: green infrastructure

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.



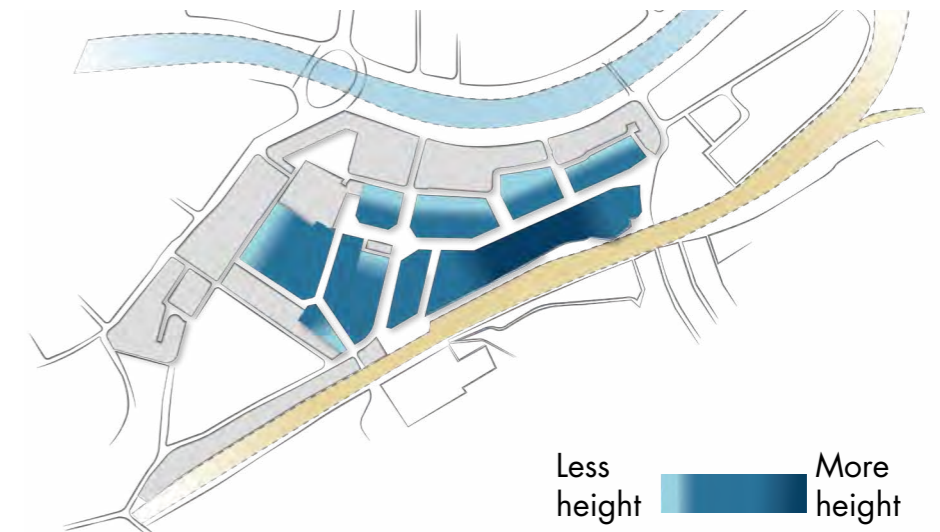
*Green infrastructure concept*

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*

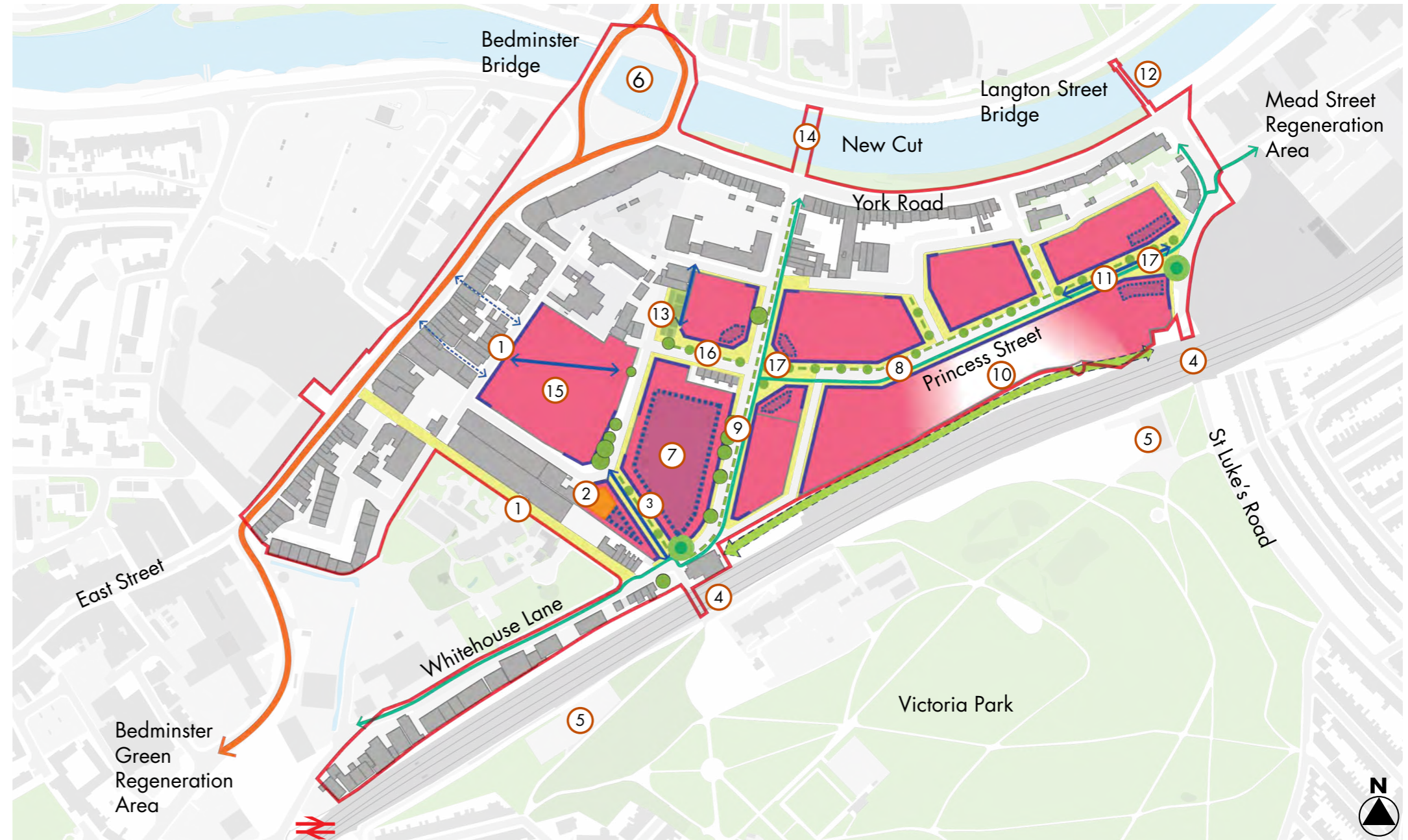
Key locations are identified which are particularly suitable for non-residential uses and can contribute to the sense of place: employment, food & beverage, retail, community space. The plot between Whitehouse Street and Willway Street has been identified as a plot with potential for a more intense employment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

- Development plots
- Public realm improvements
- Employment focus areas
- Green infrastructure
- Green corridor
- Existing Metrobus route
- Proposed or improved segregated cycle track
- Proposed pedestrian connection
- Mobility hub (indicative location)
- Key frontage
- Existing trees
- New street trees (indicative location)
- Energy centre



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 emerging draft policies as part of the Local Plan review.

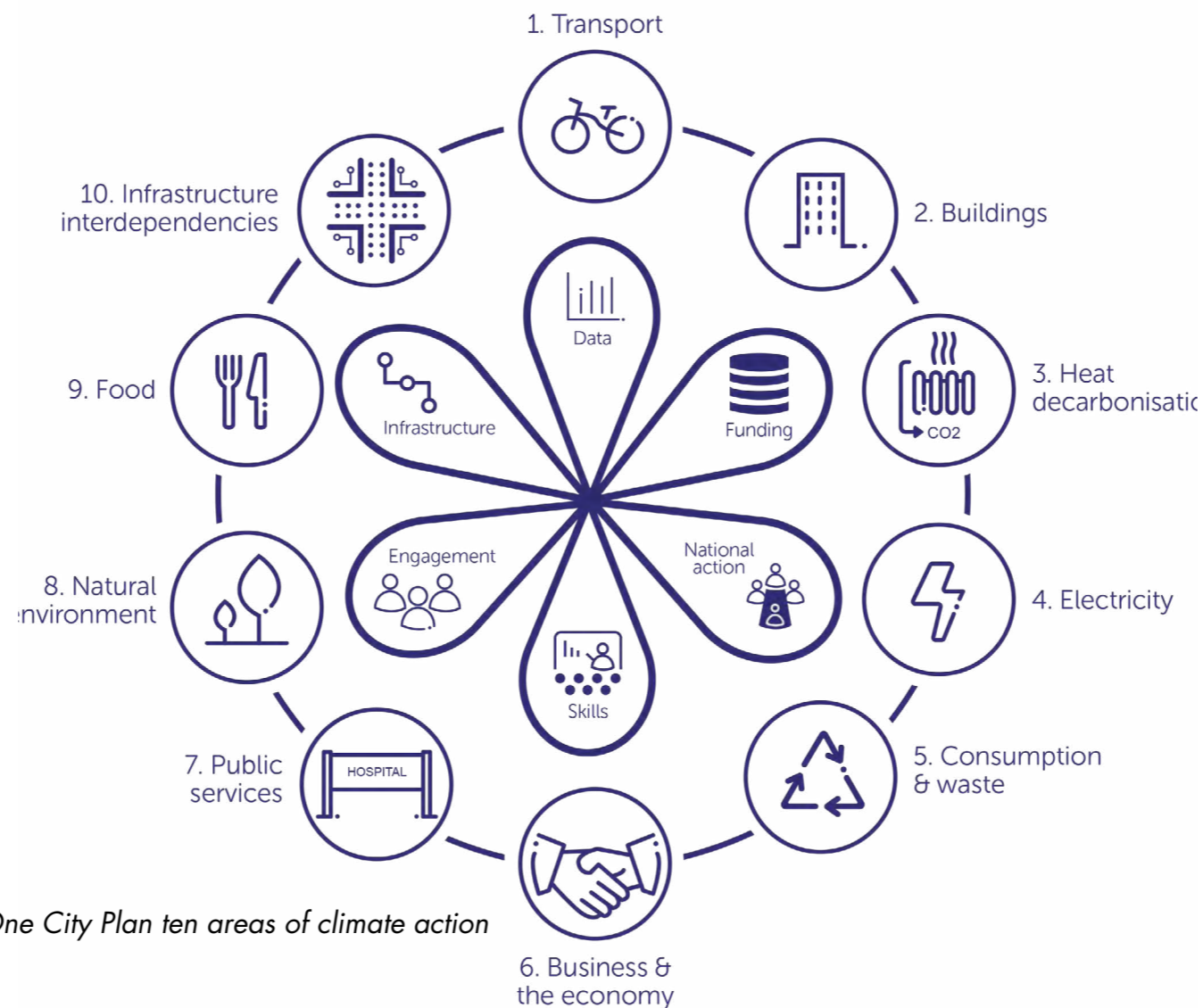
Climate change is both a local and a global issue. There is a unique opportunity within the Whitehouse Street Regeneration Area to ensure that the area is planned to adapt to the effects of climate change to create a climate resilient neighbourhood.

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 zero carbon development, with an aim to 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.

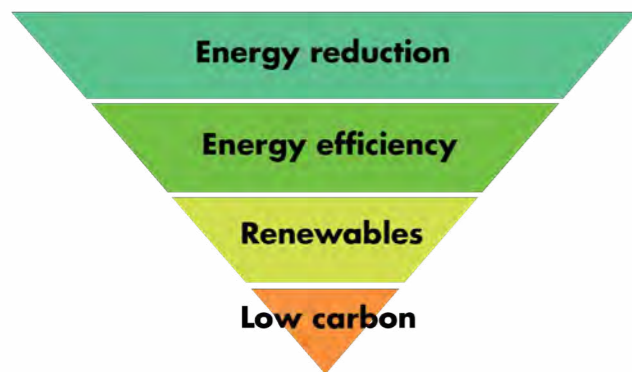
# 5.1 Climate change & sustainability

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

### Bristol Heat Network



Installation of Redcliffe 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 plot 1 of the Whitehouse Street Regeneration Area which would serve this area, and Mead Street which forms part of Bristol Temple Quarter.

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

As detailed development proposals are prepared developers should contact Bristol City Council Energy Services team to discuss the heat requirement and profile, construction programme and anticipated occupation date.

### 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

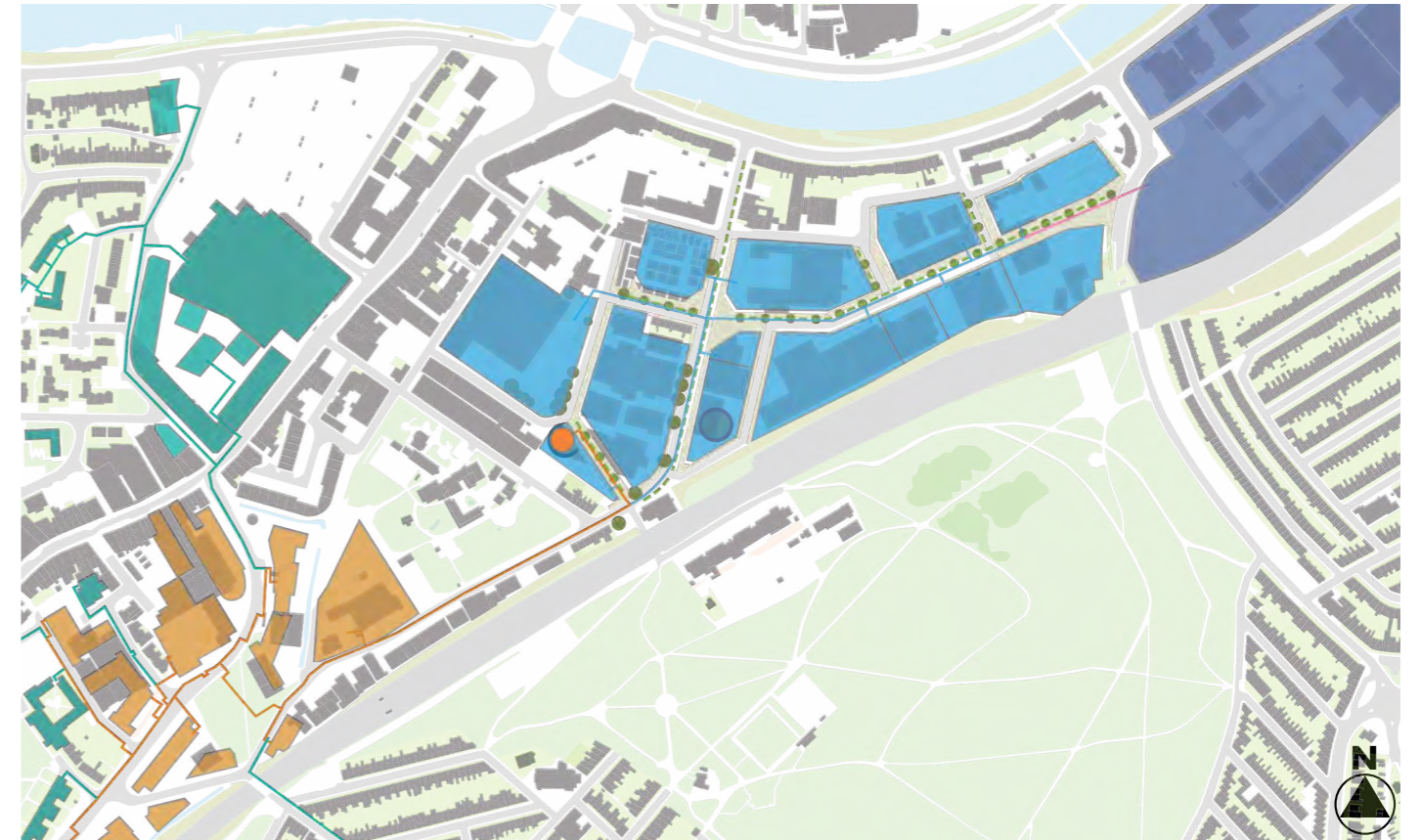
The delivery of renewable energy generation on site will be encouraged to improve the sustainability credentials and further reduce greenhouse gas emissions within the regeneration area.

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 promote sustainable transport choices which include promoting and facilitating nearby public transport, walking and cycling, and the use of electric scooters and car share schemes to reduce the need to travel, especially by car.

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



Proposed Bedminster district heat network

traffic and other activities are integrated and where buildings, spaces and 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.

### KEY

-  Proposed permanent energy centre
-  Proposed temporary 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 emerging draft policies as part 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.



Cycle track on Prince Street.

### 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.

### Footways

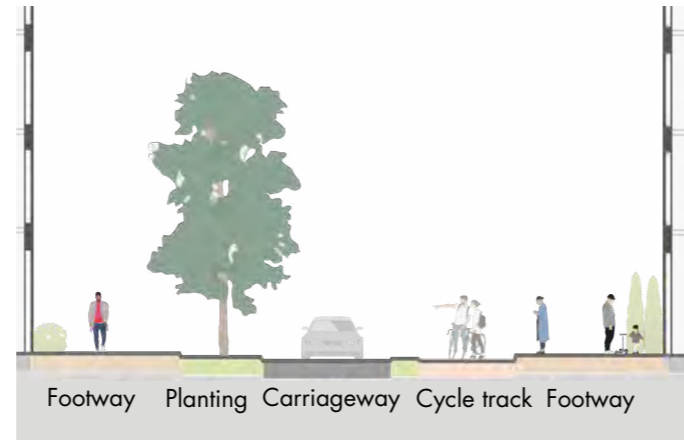
The changing nature of the regeneration area means that the footways through the area will need to accommodate much higher pedestrian footfall. Detailed development and public realm proposals shall be sized appropriately. In most areas this will require footways to be widened.

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

### 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



Example street section through Princess Street

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. However, the proposal of a circulation strategy could change how vehicle movements in the area are made.

The movement strategy provides a long-term



Example of continuous footway

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 proposed Clean Air Zone (CAZ) covers the northern edge of the regeneration area. Once operational, 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.

### 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



Existing Whitehouse Street cycle track.

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

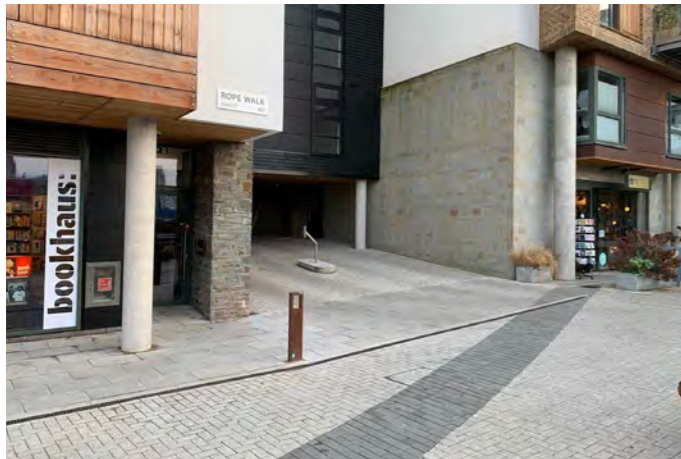
Provision of employment space parking will depend on the nature of the employment and its operational requirements, but minimal vehicle parking is desirable. Proposals for parking should demonstrate the need for the proposed provision.

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

## 5.2 Transport & movement

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.



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

### Public Transport

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



Dedicated Metrobus busway, Bristol.

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 places 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.

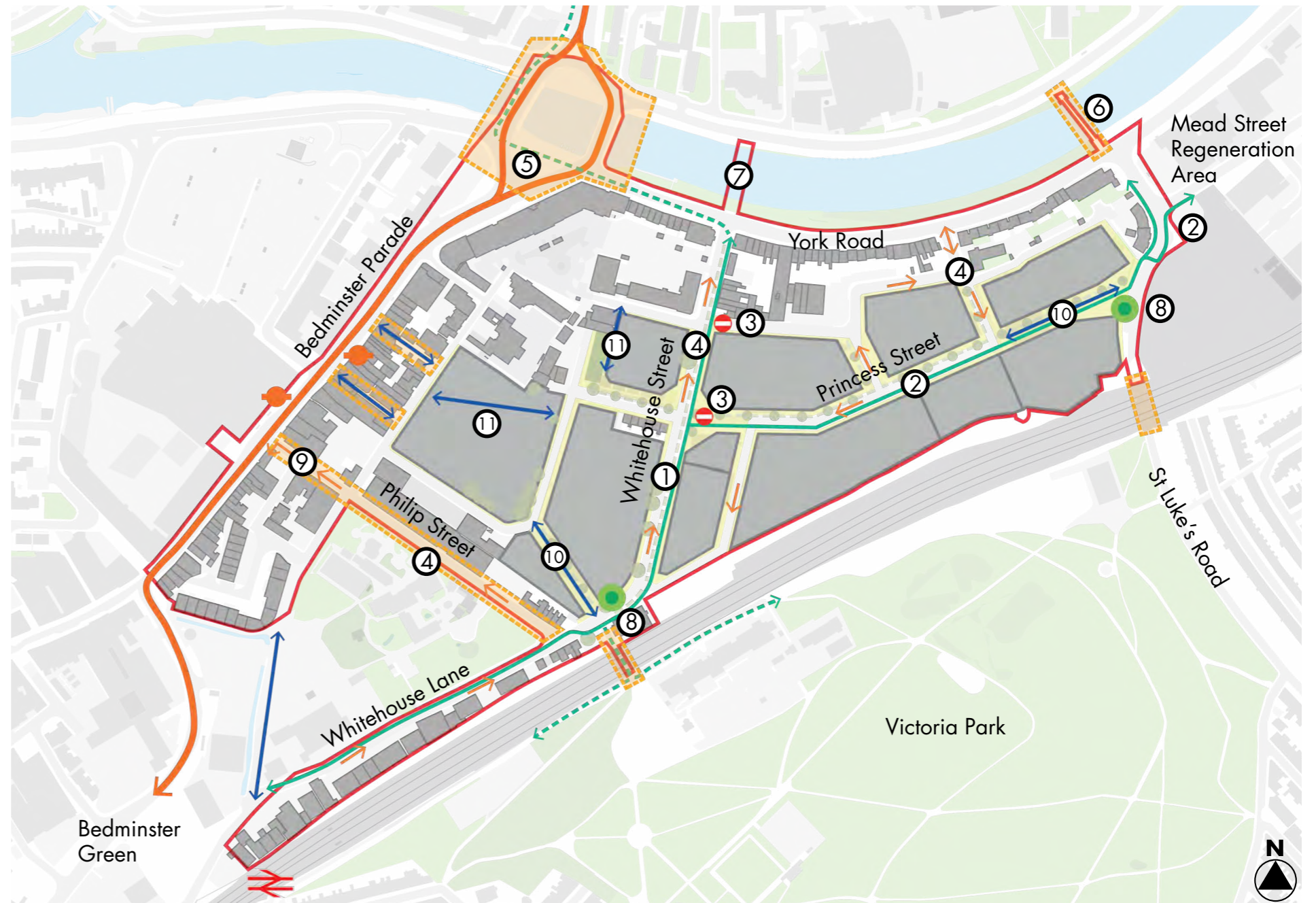
## 5.2 Transport & movement

### 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 emerging draft policies as part 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 in the past.

Effective place-making is achieved by the application of many 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".*

## 5.3 Placemaking & character

### Public Space

Public spaces will be created to accommodate a range of activities, from quiet resting spots to spaces for small public gatherings. New pedestrianised connections will provide new areas of public space away from motor vehicles. Where possible, areas of carriageway will be given over to new pocket parks or small areas of planting, seating or informal play space. This is set out in section 5.6.



East Street, Bedminster

### Culture

The council recognises the importance of culture and creativity in contributing to the vision and sense of place for the Whitehouse Street Regeneration Area. This includes public art.

### Public art

Public art planning and delivery is a condition of planning approval for developments in the Whitehouse Street Regeneration Area. This is consistent with other city schemes in order to satisfy policy BSC21 regarding excellent quality urban design.

The public art condition requires a public art and/or cultural plan to be commissioned and submitted for BCC approval, as part of the planning application. This is to ensure public art is thoughtfully integrated into scheme planning from the outset, with applicants encouraged to creatively engage with the local community



*Any plans should aim to preserve arts and culture in the area*

and other stakeholders in the process to allow them to contribute to the character of the neighbourhood.

### Process

For multiple scheme developments such as Whitehouse Street, the council recommends the public art process begins with a collective approach to develop a site-wide public art strategy across the regeneration area. This will benefit individual developments by collectively identifying common themes, priorities and opportunities, adding value and impact to scheme public art planning.



*Tideway, London has included temporary artist commissions to involve local people and communities in conversations, creative workshops and learning about a complex project. (artist Emily Tracy).*

Undertaking this at the earliest possible stage of the design and planning process, with support and advice from the council's public art officer, will set out a vision for how culture and public art will support the regeneration framework principles. It will allow early opportunities for public art to be identified and embedded within scheme designs, and enable all schemes to

begin the process of discharging the Public Art condition.

The process of discharging the planning condition begins with the production of detailed development proposals, either collectively or individually, and generally completes when public art proposals are physically delivered.

### Principles

The Whitehouse Street culture and public art approach is underpinned by the following key principles:

**Social engagement:** Creatively engaging, informing and empowering our citizens, communities and stakeholders.

- **Vibrant place making:** Imagining and contributing to liveable, loved, unique places to live, work and move through.
- **Sustainability:** Supporting a programme of work that contributes to an environmentally and socially sustainable city.
- **Quality urban design:** Embedding quality public art and culture into schemes as early as possible to maximise economic, civic and social value for developers, residents and users
- **Cultural ecology:** Nurturing Bristol's cultural, creative ecology by commissioning artists and producers and providing space to allow their vision and ideas to thrive.



Cheers Drive light commission, Bristol Light Festival

### What is public art?



Bridge Farm Primary School

The term 'Public Art' refers to art that is in the public realm, both on private and public property irrespective of how it is funded.

Public art does not just include static, permanent sculptures or artworks, but a diverse range of creative practice and cultural experiences that can take place in the public realm.

This might include:

- Providing space, assets or infrastructure to enable ongoing cultural and community activity and experiences, such as artist studios, access to nature and community resources.
- Commissioning cultural 'happenings', socially engaged practice and public realm animation e.g. performance, street art, creative interventions and installations.
- Artist-led design to support functional requirements such as lighting, wayfinding, colour schemes, landscaping and green space.
- Commissioning temporary or permanent artworks as part of a programme in the public realm.

## 5.3 Placemaking & character

### Architectural character

#### Local Character

Bedminster has a strong industrial character which is exemplified in well known local landmarks such as the Robinson Building, the Tobacco Factory and the former Wills Tobacco factory on Bedminster Parade. The development proposals should reflect the local character of Bedminster and Bristol.

Development does not need to replicate historic architectural styles and high quality contemporary design is encouraged, but consideration should be given to the sympathetic use of building materials and finishes to reinforce the existing local character.

Bedminster is also characterised by its street art and consideration should be given to integrating public art into new development. As outlined above, public art should be incorporated into an area wide strategy.

#### Design aspiration

Development proposals will be expected to also respond positively to the character of the surrounding Conservation Area while developing a new identity for the Whitehouse Street area.

More detailed appraisal of the historic and architectural character can be found in the *Bedminster Conservation Area Character Appraisal (2013)*.

#### Materials and colour

Facade materials should be appropriate to the context of the site. Use of appropriate materials should extend to paving of streets and public areas. Existing materials that contribute to the character, such as the cobbles on Stillhouse Lane should be retained and protected.



*Bedminster Old Library*



*Former Wills Tobacco Factory / Factory no. 1*



*Cameron Balloons and Robinson Building*



*Existing Whitehouse Street frontages*



*Former malthouse / Fiddlers*



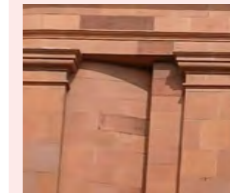
*The Barley Mow pub*

#### Local character: materials

These are a sample of some of the commonly used building materials in the historic buildings of Bedminster that may inform the design of detailed development proposals.



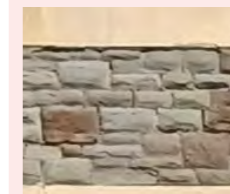
Red brick and limestone dressings: used for the key facades on many of the prominent industrial and civic buildings.



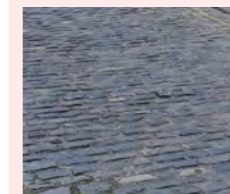
Terracotta: used in some of the Wills Tobacco buildings and can complement the red brick commonly used around the area.



Limestone ashlar: used in prominent locations for some of the civic buildings, and also the older Georgian terraces of York Road.



Pennant coursed rubble: used for some of the older surviving industrial buildings but also some civic buildings such as the old school.



Cobbles: The cobbles of Stillhouse Lane means it retains some of its historic character.



Stucco render: Common throughout Bristol, it is often painted in a range of colours, or in more recent times as a canvas for street art.

## 5.3 Placemaking & character

### Form

The character of the area is defined by its industrial heritage and these industrial buildings are typified by regular grids and openings, and strong street frontages. Many of these buildings have changed in use multiple times over their lifespan and have proved durable and adaptable.

Variety in form and massing can be used to create an attractive street-scene and reflect the existing character of Bedminster, which has a mix of larger scale industrial buildings and smaller scale narrow frontages along principal streets.

The form of new buildings should enhance the setting of existing heritage assets and the character of mews streets such as Stillhouse Lane.

Particular attention should be paid to the design and detailing of the ground floor street frontages as these are the areas which most affect people's perception of the space.

The form and massing of new buildings can be used to create focal points terminating new or existing vistas, such as views along Whitehouse Lane or along the new pedestrian streets.

The principles of height, scale and massing of buildings are set out in section 5.4.



*Lower Marsh Street, Southwark, London. The massing, facade and materials are varied creating an interesting and varied streetscene.*



*Goldsmith Street, Norwich. The detailing of ground floor entrances adds a texture and variety at eye level.*



*Bourne Estate regeneration, London. A varied street scene with variety in materials and massing enlivens the street.*

## 5.3 Placemaking & character



*Roof Gardens, Manchester. Weathering steel is used to add colour to the facade and a nod to the industrial context.*



*St John's Hill Peabody Estate, London. Frontages incorporate entrances for individual homes as well as communal entrances.*



*Wellington House, London. Particular attention should be paid to addressing the corner at key junctions.*



*Brandon Yard, Bristol. Development should respond positively to the historic context.*



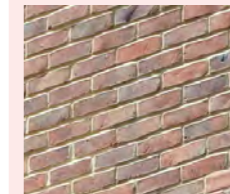
*Fish Island, Hackney. The new residential developments reflect the industrial character of the area.*



*Filwood Park, Bristol. The massing and detailing add variety to the streetscene.*

### Illustrative materials palette

Combined with materials drawn from the local character context, this palette could inform the design of detailed proposals. This palette is not extensive and other carefully selected materials may be appropriate.



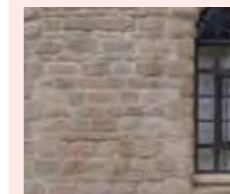
Red brick, common throughout the larger industrial buildings in Bedminster.



Cor-ten weathering steel can provide a hard wearing material that can add colour to the facade with an industrial feel.



Limestone detailing can be provided to pick out details in both contemporary and more traditional designs.



Pennant stone is common throughout Bristol and would be appropriate in the Whitehouse Street Regeneration Area.



Glazed bricks are robust and can add colour to key or feature areas of the facade.



Limited use of stucco render can be used for less prominent facades and can be used as a canvas for street art. Care should be taken with detailing to avoid water causing staining.

## 5.3 Placemaking & character

### Townscape strategy plan

Development in the Whitehouse Street Regeneration Area will need to respond positively to the existing and emerging character of the area.






Development proposals will be required to assess the views to key landmarks and the cumulative impact of development to ensure the impact on the townscape is managed.

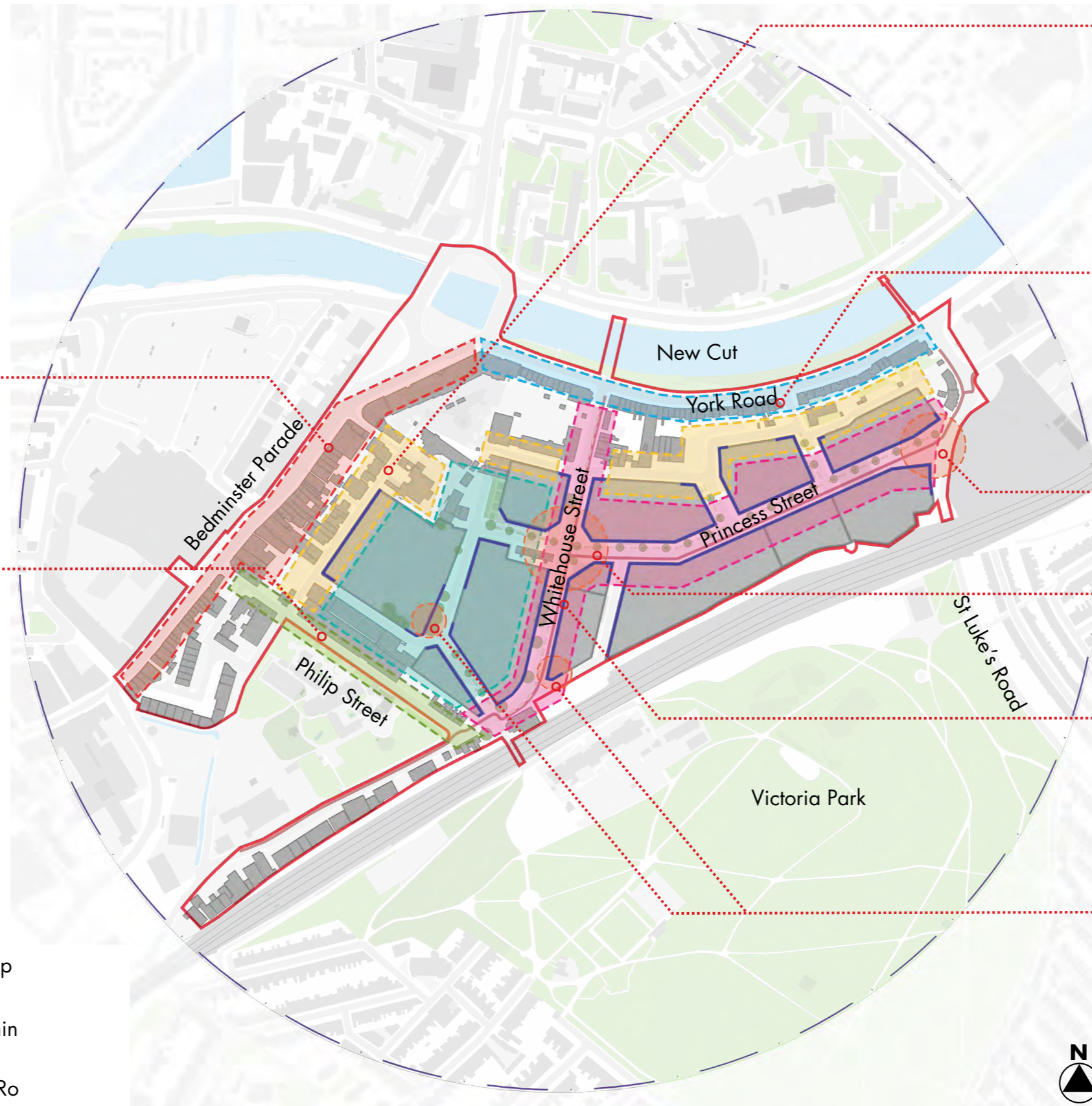
Bedminster Parade has a consistent street frontage line with some variation in height and style. This is not within the core regeneration area but provides important context for development in the Whitehouse Street Regeneration Area.

Improvements to Philip Street will focus on creating a pedestrian friendly street which improves the setting of the city farm and creating a welcoming route for walking and cycling.

Opportunities for further pedestrian improvements, such as pedestrianisation (with provision for deliveries and accessible parking) may be considered in future.

#### Character areas

	Transition areas: Mews streets		Princip
	Principal Streets		Bedmin
	Willway Street		York Ro
	Philip Street		



Areas around the edge of the core regeneration area should provide a transition between the existing context and new development.

Stillhouse Lane has an historic mews-type character which should be enhanced. Features such as the cobbled road surface should be retained.

Existing context: River frontage. The historic York Road frontage within the conservation area has a well defined frontage of consistent height and style. No development is planned here but public realm improvements and development nearby should respect this context.

Particular attention should be paid to key entrance points to the wider neighbourhood.

Streets and buildings set back to create central open space.

Frontages to the principal streets should provide enclosure and should be activated with commercial and residential entrances. Provision for delivery and servicing should be thoughtfully integrated into the frontages.

Potential for prominent corner frontages providing focal points.

## 5.3 Placemaking & character

### Character area: Mews streets

#### Key principles: Stillhouse Lane

Stillhouse Lane has a historic character as a cobbled mews street, which should be maintained, enhanced and enlivened.

The character as a mews street should have a strong sense of enclosure and new development on the eastern side of the street should promote a strong frontage along the existing footway. A height to width (h:w) ratio of around 1:1 is appropriate on Stillhouse Lane. As shown in the section opposite upper storey set backs can be used to maintain an appropriate effective height to width ratio.

Active frontages are encouraged and long sections of blank frontages should be avoided. The frontages on the east side of Stillhouse Lane should reflect the fine urban grain with narrow frontages that respond to the historic character.

Development on Stillhouse Lane should:

- Maintain the existing cobbled carriageway surface.
- Contribute positively to the historic character of the street.

The west side of Stillhouse Lane is outside the core regeneration area but there is potential for sensitive infill development, that adheres to the same principles for the east side.

The alleyways between Stillhouse Lane should be enhanced to improve access between the regeneration area and Bedminster Parade. Active uses facing onto the alleyways are encouraged.

#### Other transitional areas

The streets at the north edge of the core regeneration area (William Street, Whitehouse Place, Victoria Grove, Spring Street Place) also have a role to play in providing a transition between new development and the surrounding area.

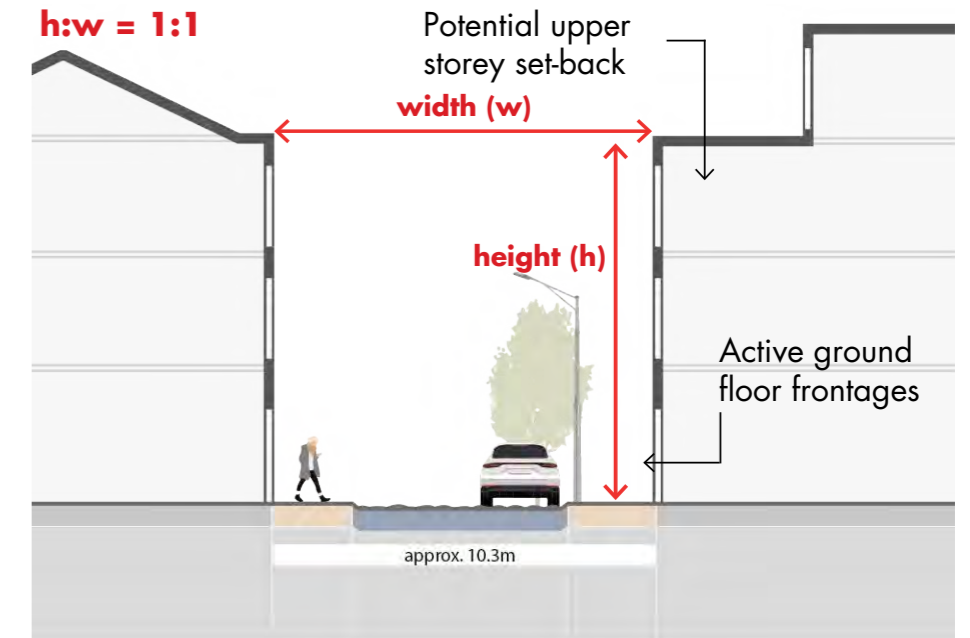
The existing character of these areas is less distinct than Stillhouse Lane and so there is more scope for development to define a new character, but the key principles above relating to street frontages and enclosure will apply.



Stillhouse Lane as existing



Precedent: Dujardin Mews, Enfield, London. Development along Stillhouse Lane should maintain and improve the mews character of the street. The street elevation should be enlivened by residential entrances or active commercial frontages.



Indicative street section: Stillhouse Lane.



Stillhouse Lane. The existing pedestrian alleyway between Stillhouse Lane and Bedminster Parade will be improved and the northern alleyway re-opened, providing improved pedestrian access. Improved access to the Bedminster Green area is via Clarke Street.

## 5.3 Placemaking & character

### Character area: principal streets

#### Key principles

The principal streets running through the regeneration area will have an important place and movement function. These streets will help connect central Bedminster to the Temple Quarter Regeneration Area and create new north-south connections.

These streets should have well-defined frontages incorporating active uses at ground floor level. New planting and street trees will soften the streetscape and provide shade in summer.

Development can provide a high level of enclosure to the street but should consider the effect on daylight and sunlight on public spaces and neighbouring development plots, as set out in section 5.4. A typical height to width (h:w) ratio of around 1:1 to 1:1.5 will be appropriate, but will depend on the specific context of the site.

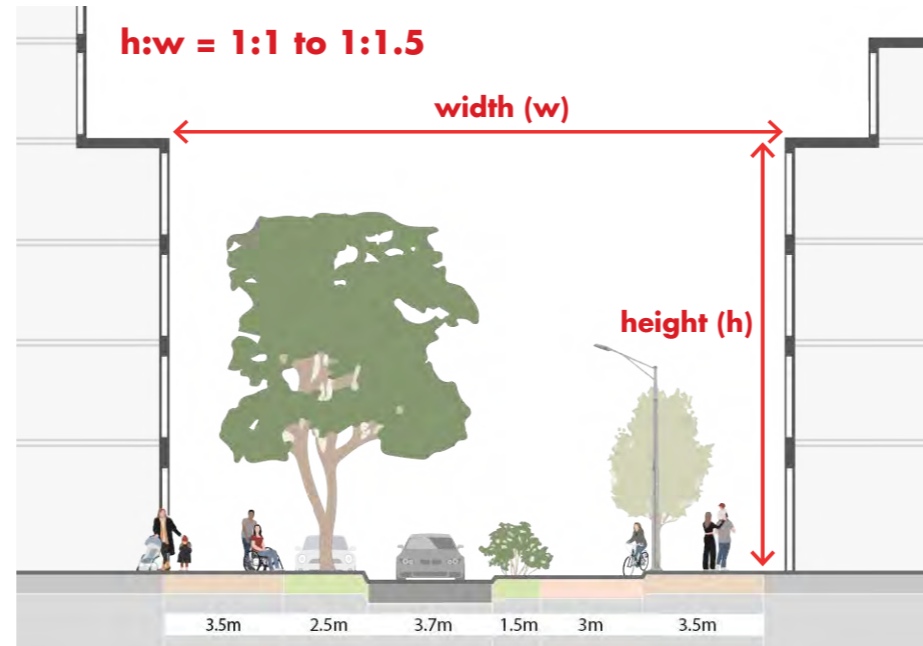
#### Whitehouse Street

The existing active travel corridor and green infrastructure on Whitehouse Street will be extended to connect to Whitehouse Lane. The area around Princess Street and Sargent Street junction will open out to provide an element of public space at the heart of the neighbourhood.

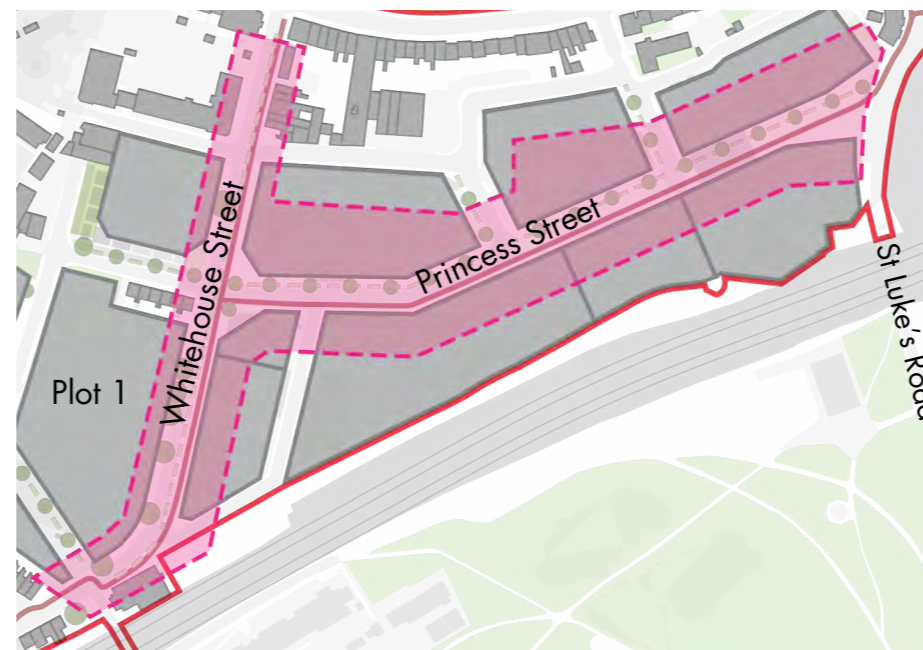
Where buildings with industrial or employment uses (for example plot 1) front onto the street access points and service yards should be carefully designed into the scheme so that a defined street frontage onto Whitehouse Street is maintained, while minimising blank frontage.

#### Princess Street

The eastern end of Princess Street will include a new pedestrian and cycle connection to St Luke's Road, extending the existing alignment of Princess Street across Spring Street. The general principles described for Whitehouse Street apply to Princess Street.



Indicative street section through Whitehouse Street with spatial width requirements.



Whitehouse Street and Princess Street character area.



Precedent: Medium rise residential development in the King's Crescent Estate, London. New street trees line the new frontage.



Precedent: Sauchiehall Street, Glasgow. The street combines a place and movement function. It has active frontages, a clear street frontage, new street trees, a wide pavement and a new cycle segregated track while maintaining motor vehicle access.

## 5.3 Placemaking & character

### Character area: Willway Street

#### Key principles

The Willway Street area will play an important role in bringing together a variety of new and existing uses, including new residential-led mixed use development on plot 2, new employment space on plot 1 and retained existing businesses. The existing mature trees along the north and west sides of Willway Street should be integrated into new development, where possible. There is also potential to integrate community space, such as a growing garden.

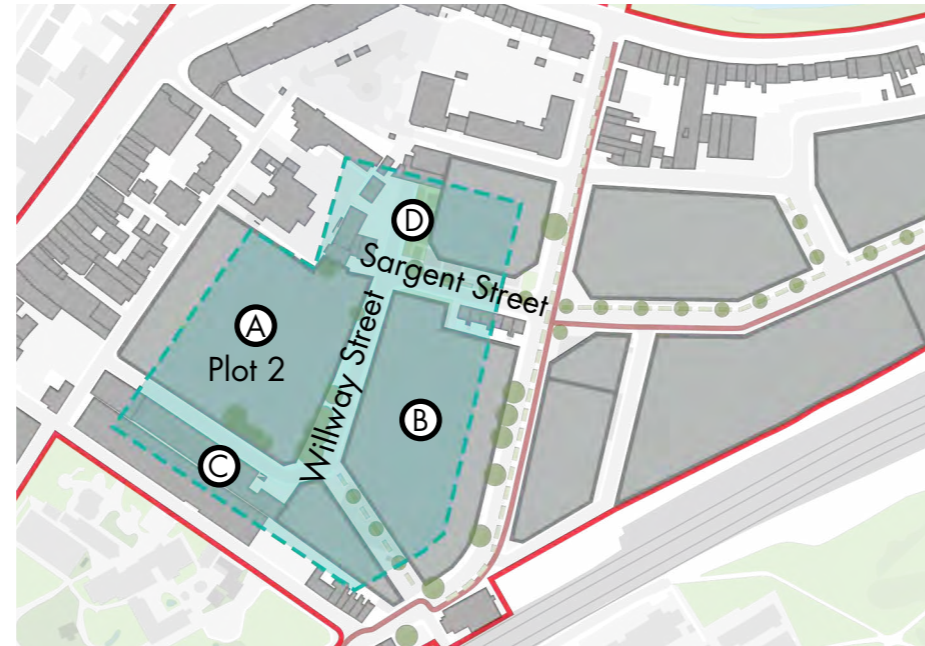
New development could combine elements of the industrial character with people focused public realm. The use of materials and form could reflect the industrial heritage of the site and provide a transition from the surrounding area. Development should protect the amenity, and be sensitive to, the existing homes on Sargent Street.

#### Uses

Existing businesses on the south side of Willway Street (Fiddlers nightclub and the printworks) are expected to remain operational. In accordance with the 'agent of change' principle, new residential development will need to take account of this and include measures to protect the amenity of future residents from noise and other sources of pollution, so that the existing uses are not threatened and can continue to operate.

#### Public realm

Light industrial and employment uses will need to co-exist with residential uses and consideration will need to be given the integration of the functional aspects of these uses (such as access points, or servicing yards) into the wider public realm and street design.



- (A) Residential-led mixed use development
- (B) Employment focus area on Plot 1 (BCC controlled land)
- (C) Retained existing businesses
- (D) Potential space for community growing garden.



The Paintworks development has many features in common with the aspiration for the Willway Street area, incorporating residential and employment space. Some existing industrial buildings were re-used alongside new residential development.



Precedent: Hackney Bridge, London. A mix of workshops, studios and other workspaces for local businesses. It also has an indoor food market and a focus on creating attractive communal and public space.



Precedent: Paintworks, Bristol. Existing industrial buildings were re-used and combined with new residential development to create a mixed use neighbourhood with workspaces, homes and events spaces.



Precedent: Shettleston Community Growing Project, Glasgow. A vacant plot of land in Glasgow was used to create a community growing garden. Undevelopable space on Willway Street behind the converted school could be a good location for a similar type community amenity.

## 5.3 Placemaking & character

### Philip Street

#### Key principles

Philip Street is currently a well used pedestrian route both for people traveling through the area and for people visiting Windmill Hill City Farm. The south side is bounded by the city farm and has a green character. The north side is bounded by BV studios which provides studio space for a range of artists and creative businesses.

#### Design aspiration

The aspiration for Philip Street is an improved pedestrian and cycle route. The movement strategy proposes Philip Street becoming one way, with traffic movements restricted to west bound movements only (towards Bedminster Parade).

Potential changes to Philip Street include:

- Providing widened footways where possible.
- Allow for new planting.
- Retain some on-street parking.
- Allow for contraflow cycling.

Although it is planned for vehicle access to be retained, options for a partial or time limited pedestrianisation could be considered in future (allowing for deliveries and servicing of businesses and the Windmill Hill City farm), or a modal filter that prevents through traffic while maintaining access, subject to further detailed consultation in future.

Some on-street parking may need to be lost to provide widened footways and planting space, but residents parking could be retained to serve the homes at the south end of Philip Street. Delivery bays would be provided to serve the city farm and businesses.

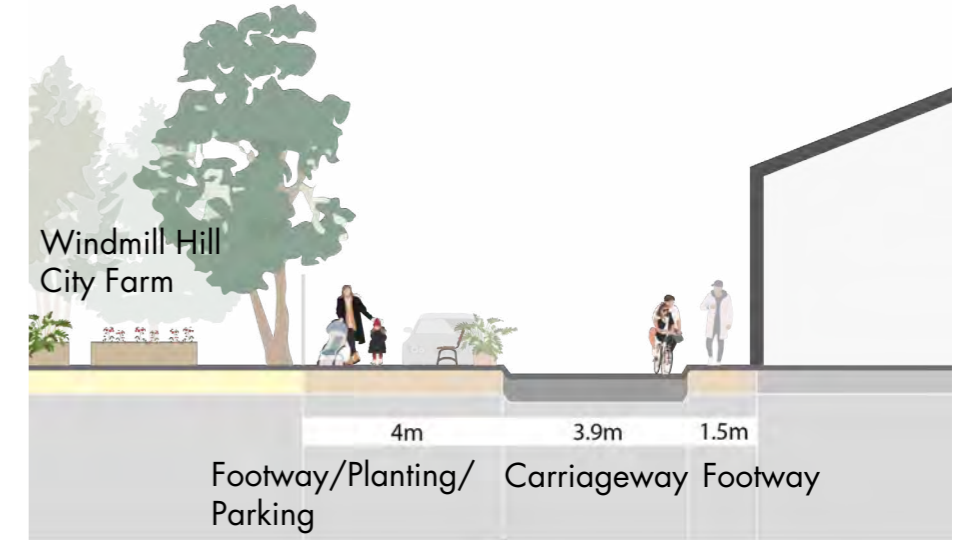
One way movements on Philip Street would allow the junction with Bedminster Parade to be reduced to allow more footway space and reduced crossing distance.



*Precedent: Orford Road, Walthamstow. The one way movements allow for the carriageway to be reduced to allow for footways to be widened while allowing contra-flow cycling. New street trees have also been planted.*



*Philip Street is currently visually dominated by car parking and is narrow for pedestrians. While some on street parking will need to be retained, some can be removed to provide widened footways at key points.*



*Indicative street section with spatial width requirements.*



*Philip Street showing proposed one way vehicular traffic movement.*

# 5.3 Placemaking & character



## Placemaking 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.

<p><i>Do the footprints of the buildings satisfy the street width spatial requirements?</i></p>	<input type="checkbox"/>
<p><i>Does the proposal provide active frontages onto principal street frontages?</i></p>	<input type="checkbox"/>
<p><i>Does the proposal respond to the local architectural context through siting, scale, form, and external appearance (materials and detailing)?</i></p>	<input type="checkbox"/>
<p><i>Does the proposal make provision for public art as part of a wider public art strategy?</i></p>	<input type="checkbox"/>
<p><i>Does the proposal enable pedestrian permeability in a manner that fosters social interaction and links with wider public realm/spaces?</i></p>	<input type="checkbox"/>
<p><i>Does the proposal make a positive contribution to the public realm, street furniture, landscape and tree planting?</i></p>	<input type="checkbox"/>
<p><i>Does the proposal follow the guidance of the Urban Living SPD?</i></p>	<input type="checkbox"/>

## 5.4 Height, scale & massing

### Key objectives

#### Placemaking

- Deliver a new neighbourhood with a distinctive sense of place which is sensitively integrated into Bedminster.
- Ensure development proposals are appropriate in massing and scale to the public realm around them.

#### Enable development at optimal density

- Create new homes that meet local need in a highly sustainable location.
- Create employment space for a mix of existing businesses and growth sectors.
- Create viable development which can contribute to improving transport infrastructure and public realm.
- Contribute to regenerating the wider area and city wide objectives.

#### Protect character and key views

- Deliver sensitively designed proposals which are integrated into the city streetscape and skyline
- Protect key views to landmarks in the wider area

#### Adopted Local Plan policy references:

BCS20, BSC21, BCS22, DM26, DM27, DM28, DM29, DM31

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

**The strategy for height, scale and massing is derived from the placemaking approach: stitching into the existing context, while identifying areas where the character is changing and find an optimal use of land.**

The massing and scale of new buildings will need to respond to the human perception of scale. The legibility of streets and spaces for people are defined by the views and enclosure created by buildings.

#### Optimising density

Bedminster has been identified by the council as an area of growth and regeneration with potential for at least 2,500 new homes. The Whitehouse Street area can contribute significantly to achieving this, with potential for around 2000 homes.

Bristol City Council's Urban Living SPD does not set an upper limit to density. Instead, the SPD applies the concept of 'optimal densities'. Optimal densities balance the efficient and effective use of land with aspirations for making quality places to live, successful placemaking, and a positive response to context.



Viewpoint 'view 1' looking north-west from Victoria Park

Building upon Urban Living SPD, the emerging Draft Policies UL1 (Effective and efficient use of land) and UL2 (Residential densities) require development to make an efficient use of land, and inner urban areas such as Bedminster should be developed to an optimum density, with a suggested minimum density of 120 dph.

However, the Whitehouse Street Regeneration Area is situated in a highly accessible location on the edge of the City Centre area and densities in line with this area may be appropriate.

#### Views and townscape

A range of significant views have been identified on p.24. The most significant heritage asset in the immediate vicinity is the Grade I listed St Mary Redcliffe church. The northern edge of the regeneration area is covered by the Bedminster Conservation Area.

There are several designated heritage assets within and near the regeneration area, including listed buildings and the Bedminster Conservation Area. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight must be

### Planning policy summary

Local Plan policies BCS21 (Quality Urban Design), Policy DM26 (Local Character and Distinctiveness), Policy DM27 (Layout and Form), Policy DM28 (Public Realm), Policy DM29 (Design of New Buildings) and Policy DM31 (Heritage Assets) require new development to deliver high quality urban design that contributes positively to an area's character and identity, creating or reinforcing local distinctiveness and safeguarding or enhancing heritage assets.

In summary, the design of development will be expected to:

- Contribute towards local character and distinctiveness.
- Incorporate a layout, form, pattern and arrangement of streets, open spaces, development blocks, and landscapes that provide quality urban design and healthy, safe and sustainable places.
- Make efficient use of land.
- Not prejudice the existing and future development potential of adjoining sites or the wider area.
- Provide high-quality landscaping.
- Take account of servicing and long-term management.
- Incorporate features to help minimise opportunities for crime.
- Create a safe, attractive, high quality, inclusive and legible public realm.
- Conserve and, where appropriate, enhance heritage assets and their setting.

Consideration should also be given to draft policies UL1 (Effective and efficient use of land) and UL2 (Residential densities), H1 (delivery of new homes), DC1 (liveability in residential developments), DC2 (tall buildings) and DC3 (local character and distinctiveness).

## 5.4 Height, scale & massing

given to the conservation of that asset (and the more important the asset, the greater the weight should be).

The historic environment can add value to regeneration and sensitive new development can help to positively define the character of an area, whilst acting as a stimulus for local economic growth. The view from Victoria Park tells a story of change and new development can contribute positively to this.

The viewpoint (view 1) in Victoria Park provides a panoramic view across Bristol, towards some of these key landmarks, including St Mary Redcliffe, Cabot Tower and Clifton Suspension Bridge. Views to these key landmarks should be maintained sufficiently to ensure that the landmark can be appreciated, taking account of the status of the landmark and the contribution it makes to the city.

Development proposals should also consider views along the New Cut and from the surrounding area to ensure that proposals are sensitively integrated into the streetscene and skyline and make a positive contribution to the city. Views to be considered are identified on p.24. These views are not comprehensive and other views may need to be tested. These should be seen as a sequence of views considering how people move through the city rather than placing an emphasis on one particular viewpoint.

Development, including new areas of public realm, will be expected to preserve or, where appropriate, enhance the elements which contribute to the assets special character or appearance. In this context, this will largely relate to the setting of heritage assets, such as the Bedminster Conservation Area and nearby listed and locally listed buildings. Development proposals will be expected to demonstrate, by a thorough understanding of the significance of the asset, how any change proposed would conserve and, where appropriate, enhance the significance.



*Paintworks Phase III, Bristol. This development provides relatively high density for the inner urban area with a mix of low and medium rise homes and workplace.*

The impact of development upon key landmarks, including heritage assets, will need to be tested through the TVIA, which will be a requirement for planning applications. All development within the regeneration area should be sensitively integrated into the cityscape, so that this change is managed but not prevented.

Development proposals should demonstrate via Design and Access Statements and the TVIA that they make a positive impact on the character and appearance of the site, local landmarks and heritage assets as experienced from long, medium and local viewpoints. Detailed development proposals should also respond appropriately to the local and city context. Consideration should also be given to where buildings can improve the legibility within the wider city.

### Placemaking

Development in the Whitehouse Street Regeneration Area should make a positive contribution to the sky line and street scenes of the city.

Designers will also need to consider the impact of the heights and massing of development

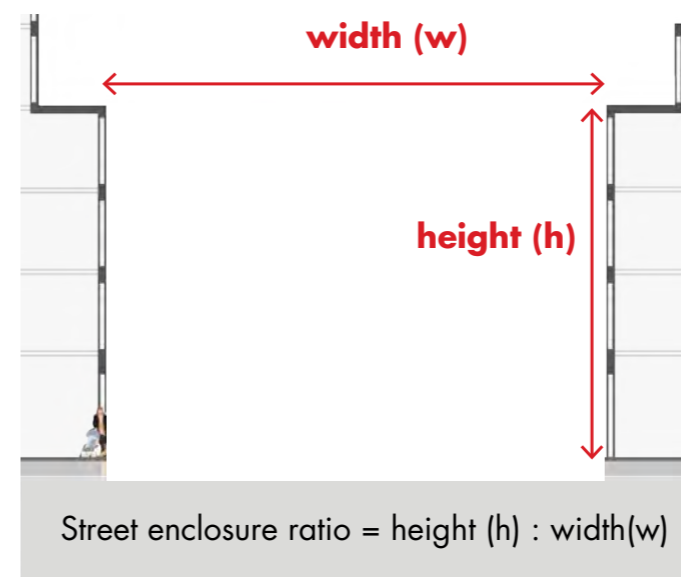
proposals on the street scene from existing areas of public realm, and to ensure an appropriate relationship between the width of streets and the height of buildings fronting them.

### Street enclosure

Designers should consider the level of street enclosure created by their proposals. This is typically expressed as a 'street enclosure ratio' which is the ratio of the height of the building street frontage to width of the street.

The optimal ratio may vary depending on the character or orientation of the street, may vary along the length of a frontage, or accommodate set back taller elements away from the street edge. In an urban setting such as Whitehouse Street a ratio of around 1:1 to 1:1.5 will typically provide a balance between a desirable level of enclosure and appropriate levels of sunlight and daylight.

Local or secondary streets with a mews character, such as Stillhouse Lane, may suit a higher level of enclosure.



*Section showing street enclosure ratio.*



*Gaol Ferry Steps, Wapping Wharf. This has an enclosure ratio of around 1:1.*

### Roofscape

The topography of the surrounding area means that the roofscape of new development within the regeneration area is sensitive to views from higher ground. Development proposals should demonstrate via Design and Access Statements and Townscape Visual Impact Assessments, as appropriate, that views experienced from elevated public vantage points have considered the roofscape (including rooftop plant), with the aim of ensuring the roofscape makes a positive contribution to the regeneration area and the wider cityscape.

### Daylight, sunlight and amenity.

All new development will need to demonstrate that it can safeguard the amenity of existing development and surrounding environment (including public realm), whilst creating a high-quality environment for future occupiers. New development should ensure that it achieves appropriate levels of privacy, outlook, and daylight.

Council planning policy and the Urban Living SPD provide further guidance on amenity considerations. Design and Access Statements should be used to demonstrate compliance with relevant policies relating to safeguarding amenity.

## 5.4 Height, scale & massing

### Planning policy: Urban Living SPD

The *Urban Living SPD* provides a definition of prevailing heights, amplified heights and contextual tall buildings. These definitions vary depending on the character of the area. Areas of strong character and form offer only limited opportunities for deviation.

Transitional areas of more varied character, such as Whitehouse Street, offer greater opportunities for reinvention in terms of increasing densities, or varying form and character, including amplifying building heights, or in strategically located areas, creating a contextually tall building.



#### Prevailing building heights

The most commonly occurring height of buildings within an area of common character.



#### Amplified building heights

Buildings that are modestly higher than the prevailing building height.

*up to 1.5x prevailing height in areas of uniform height*

*up to 2x prevailing height in areas of varied height*



#### Contextual tall buildings

Buildings that are significantly higher than the prevailing building height.

*more than 1.5x prevailing height in areas of uniform height*

*more than 2x prevailing height in areas of varied height*

### Building heights

The Urban Living SPD establishes the principles by which the heights of new developments should be assessed together with emerging draft policies UL1 (Effective and efficient use of land), UL2 (Residential densities), DC1 (Liveability in residential development including space standards) and DC3 (Local character and distinctiveness). The approach taken in different areas of the regeneration area will vary and should be based on a thorough assessment of the site and its context.

The heights and massing strategy plan on p.63 identifies the approach to heights across the core regeneration area.

#### Context: prevailing building heights

The prevailing heights around the Whitehouse Street Regeneration Area vary depending on the location. The prevailing height of buildings along Bedminster Parade is around 3-4 storeys with some variation for prominent buildings such as the former Wills tobacco building.

The prevailing building height along York Road is around 3-4 storeys in the form of early 19th century terraces and later infill and redevelopment of a similar style and scale. Within the southern part of the outer regeneration area there is a variety of different building types and heights.

Development in the western and northern edges of the site where there is an established existing character and prevailing height should be consistent with the prevailing height in the immediate context.

#### Amplified height

Away from the western and northern edges of the core regeneration area there is potential for amplified height. In general the prevailing height is varied and so development is expected to adopt the recommendations of the Urban Living SPD for amplified height in areas of varied height (ie. up to 2x the prevailing height).

#### Contextual tall buildings

In the area between Princess Street and the railway there is potential for a contextual tall building or buildings, in line with the recommendations of the Urban Living SPD. This is defined by the

SPD as buildings of 30m or higher (the equivalent of around 10 storeys).

This does not remove the need to adopt the wider recommendations of this regeneration framework, such as the impact of development on views to key city landmarks. The impact of tall buildings can be significant on the neighbourhood and the city, and detailed development proposals should fully justify them in line with the recommendations of the Urban Living SPD.

When designing a tall building in this location the impact on the setting of heritage assets should be carefully considered and a TVIA will be required.

Development proposals should demonstrate via Design and Access Statements and TVIAs, as appropriate, how sites within the Whitehouse Street Regeneration Area can be developed in such a way that balances making an efficient use of the land to deliver much needed housing at optimal densities, with the impact on the wider townscape.

In addition to the wider recommendations of Part 2 of the Urban Living SPD, where tall buildings are proposed the proposals should follow the guidance for tall buildings of Part 3 of the Urban Living SPD. In particular the following items should be considered:

- Proposals for tall buildings will be expected to demonstrate high quality design throughout their height to reflect their wider impact on views around the city and legibility of the townscape.
- Tall buildings should not have a harmful impact by reason of having an unduly dominating impact on the surrounding area or creating harmful microclimate effects in the vicinity.

## 5.4 Height, scale & massing

### Heights and massing strategy plan

The heights and massing strategy has three broad zones. Development in the areas to the western and northern edges of the regeneration area (in light blue) should be consistent with the prevailing height in the immediate context, typically 3-4 storeys.

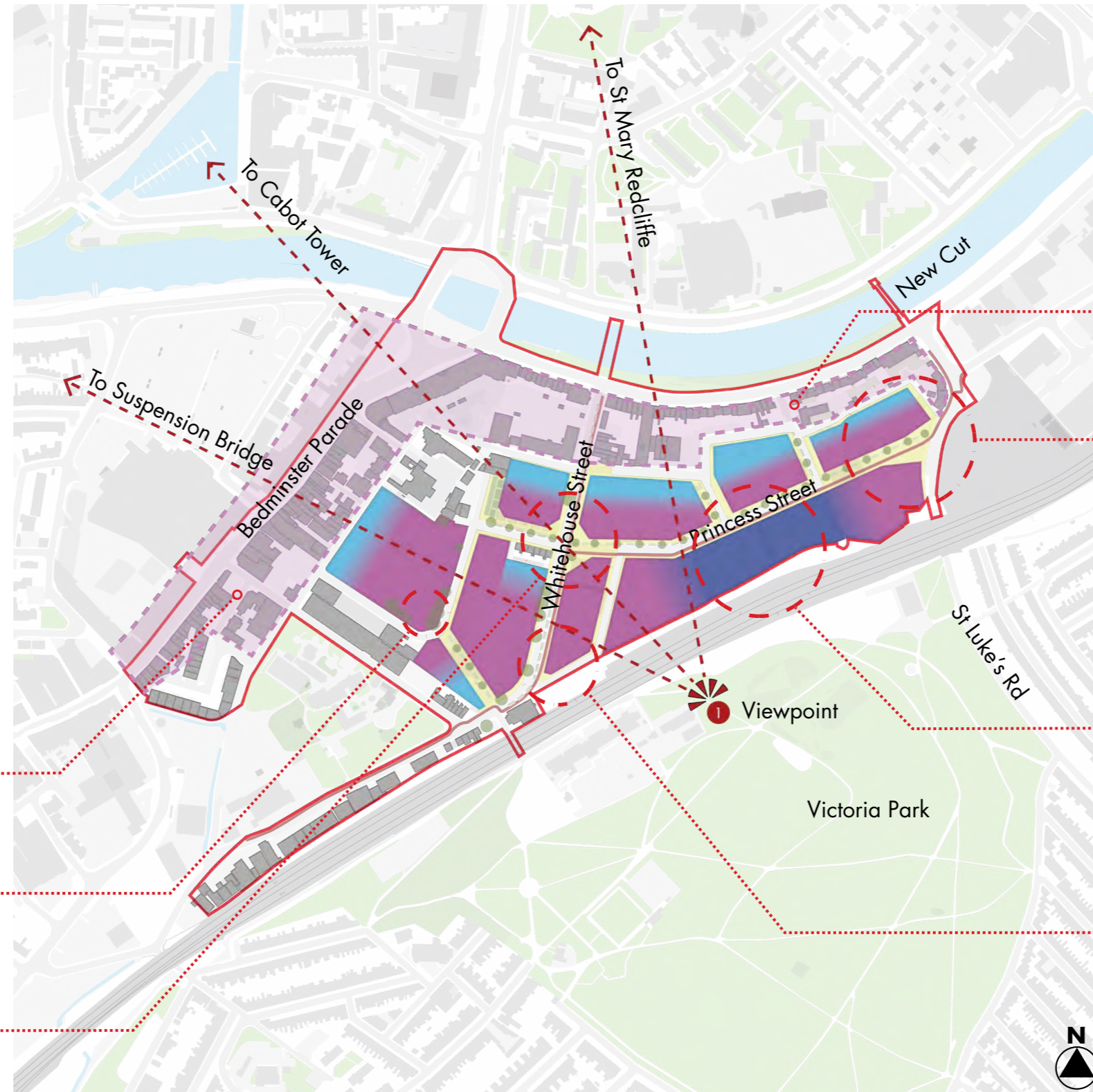
Development towards the centre of the area (in magenta) will have more flexibility to develop up to an amplified height of around 1.5x to 2x the prevailing heights. This means development of around 4-8 storeys. Where in this range a specific site will fall will depend on the context of that site and an assessment by the local planning authority of a Townscape Visual Impact Appraisal provided as part of a planning application.

An area between Princess Street and the railway (in dark blue) has been identified as having the potential for additional height in the form of contextual tall buildings. The height of proposals in this area will have to be justified against the requirements of the Urban Living SPD and the wider recommendations of this regeneration framework.

The prevailing height of buildings along Bedminster Parade is around 3-4 storeys with some variation for prominent buildings such as the former Wills tobacco building.

An area of amplified height at the corner of Willway Street has the opportunity for a feature building that terminates a view along a new pedestrian street.

The form of the buildings around the central public square should frame the space. Development in this area should respect the amenity of the existing terraced homes along Sargent Street and positively contribute towards local character and distinctiveness to create an inviting public square.



Heights strategy plan

### KEY

- Context - Prevailing height
- Area of prevailing height
- Area of amplified height
- Potential for contextual tall buildings

The prevailing height along York Road is a consistent 3 storeys (plus lower ground floor).

The end of Princess Street opens up to provide public space at a key junction that connects the Whitehouse Street Regeneration Area with Mead Street, Totterdown and Victoria Park. There is an opportunity for a prominent building frontage in this location.

This area between Princess Street and the railway is screened by mature trees along the embankment to the south and is less sensitive to views to key landmarks. There may be an opportunity for contextual tall buildings in this area. Development should allow for visual permeability from the north to Victoria Park.

The corner of New Queen Street and Whitehouse Street has the potential for a feature corner building which terminates the view along Whitehouse Lane.

## 5.4 Height, scale & massing

### Scale and extra height

Various typologies can be used to deliver an optimum density for a plot. Lower scale development can deliver a higher plot coverage (a % of the plot developed on) while higher development will require greater spacing between buildings to allow for sufficient daylight and open space.

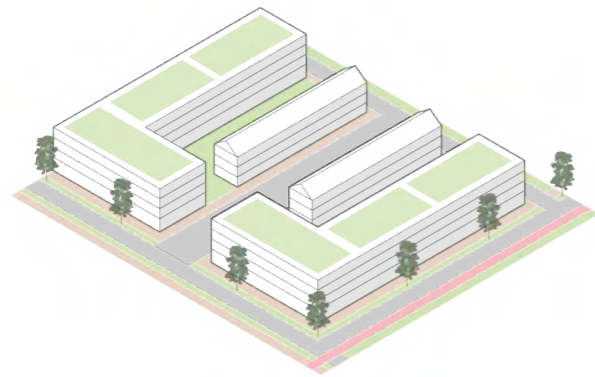
Ground floor podiums can be used to provide additional commercial floor space, service areas

or parking (if required) with private or communal garden space above. At the street edge this should be screened by active uses. This can allow for a higher plot coverage while providing adequate amenity space and separation between buildings.

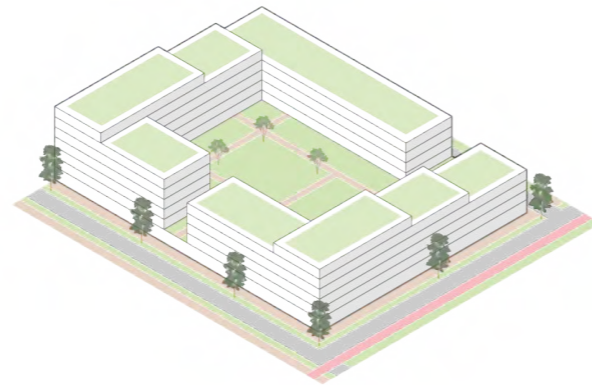
Key considerations for tall buildings include having a high quality and integrated base, middle and top; functionally provide a safe environment for occupants and is sustainability designed and built, minimising its environmental

impact through its lifetime via a variety of measures.

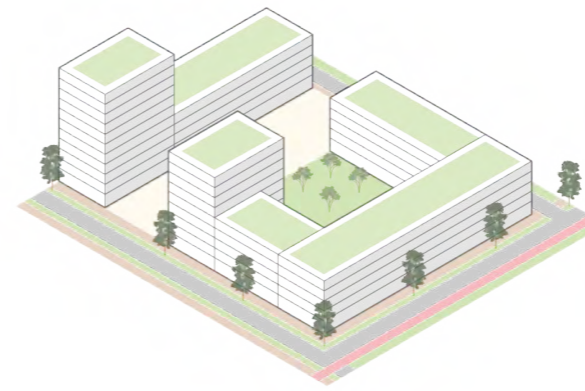
It is also important that tall buildings consider adequate and appropriate provision for open and play space provision.



Lower scale - higher plot coverage



Medium scale - medium plot coverage



Higher scale - lower plot coverage



Goldsmith Street, Norwich



Kings Crescent Estate, London



Saint Urban block, Strasbourg

### Recommendations of Urban Living SPD

The Urban Living SPD provides guidance on how to assess the quality of proposed tall buildings. The guidance highlights three core aspects that require consideration in the design of a tall building; these are: Visual Quality, Functional Quality and Environmental Quality. These aspects should be considered together to ensure the overall quality of the building meets a high standard of design and makes a positive contribution to the Bristol skyline.

#### Visual quality

- Is the tall building well located?
- Does the scheme make a positive contribution to long-range, midrange and immediate views to it?
- Does the scheme demonstrate design excellence?

#### Functional quality

Does the scheme ensure the safety of occupants and passers-by?

- Does the scheme interfere with aviation, navigation and solar energy generation on adjoining buildings?
- Has future servicing, maintenance and management been well considered?

#### Environmental quality

- Does the scheme create a pleasant, healthy environment for future occupants?
- Is the scheme sustainably designed?
- Will the scheme be neighbourly, both at the construction phase and following occupation?

## 5.4 Height, scale & massing

### Demonstrating compliance

The technical assessments outlined below should be undertaken, as appropriate, to ensure that the height, scale and massing of the proposals deliver high-quality design and considers impacts upon character and amenity.

It is at the discretion of the planning officer whether a tall building under 30m (as defined in the Urban Living SPD Part 1) should be assessed against the guidance for tall buildings. It is therefore encouraged that developers enter into early discussions with the Planning Authority when considering concept schemes.

### Townscape visual impact assessment

A TVIA is a means to demonstrating an accurate visual impact of a proposed development on the subject site and the surrounding city. TVIAs should be completed in accordance with guidance for Landscape and Visual Impact Assessments, provided at Appendix C of the Urban Living SPD. View locations should be agreed with the local planning authority as part of pre-application discussions in addition to views set out in this framework.

### Daylight & sunlight assessment

A Daylight and Sunlight Assessment should be carried out in accordance with the methodology outlined by the latest Building Research Establishment (BRE) guidance. The Urban Living SPD advocates an assessment of daylight and sunlight targets to be informed by comparative contextual analysis agreed with the local planning authority in advance of detailed assessments. This approach provides flexibility to the application of targets set in the Building Research Establishment guidance in dense urban environments in line with NPPF paragraph 125 (c).

### Shadow study

A shadow study is a visual model of how the proposed development would cast shadows on the subject site and the surrounding land. Shadow studies help to determine the impacts on shadow sensitive areas, such as public spaces, communal amenity areas, streets, and private residential amenity areas and, if required, how these impacts can be mitigated.

### Cumulative height assessment

Every planning application submitted within the Whitehouse Street area will be required to demonstrate high-quality design and a height, scale and massing that is appropriate for the site and its wider context. In demonstrating this, it will be necessary to consider the cumulative impacts of development within the Whitehouse Street area and nearby. This can be achieved by sharing 3D models with the council as part of pre-application discussions. Bristol City Council utilise city model software to enable proposed developments to be 'tested' alongside existing and planned development.

### Wind Turbulence assessment

The grouping of buildings and their orientation to the prevailing wind can affect the impact of wind turbulence. The need to undertake a WTA is likely to be confined to the following scenarios:

- Where a tall building is proposed.
- New buildings of amplified height closest to public open space and frequently used facilities.
- New buildings that protrude more than twice the average height above a nearby prevailing buildings.

### Height, scale & massing 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.

*Does the proposal protect key views towards key heritage assets, such as the Church of St Mary Redcliffe, and those identified in the Urban Living SPD?*

*Does the proposal consider the impact on views towards key local landmarks and visual connections to Victoria Park?*

*Does the proposal consider the impact upon the streetscene and wider views, including the Bedminster Conservation Area? For example along the New Cut, York Road and other views identified on p.24*

*Has the proposal considered its impact on the cumulative development proposed or consented in the wider area?*

*For contextual tall buildings, has the proposal considered demonstrated compliance with the technical assessments outlined on p.65 and in the Urban Living SPD?*

*Does the proposal accord with the heights and massing strategy (p.63)?*

*Does the proposal consider views to Victoria Park?*

## 5.5 Land use & employment

### Key Objectives

#### Supporting local enterprise and employment

- No net loss of jobs over the core regeneration area.
- Aspiration for jobs growth which provides job opportunities for local people.

#### Integrate homes and jobs

- Commercial and employment spaces will contribute towards the sense of place.
- Contribute to the policy target of at least 2,500 new homes in the Central Bedminster Area with a range of types, tenures and sizes.
- Accommodate existing businesses that want to stay where possible, and attract new businesses that are compatible with new homes.
- Provide new community space to serve the new neighbourhood.

#### Supporting inclusive growth

- Provide a range of new employment types and retaining space for industrial and manufacturing businesses.
- Unlocking employment and training opportunities for local residents.

#### Adopted Local Plan policy references:

BCS7, BCS8, DM10, DM13

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

### The regeneration of the Whitehouse Street Regeneration Area will need to provide new employment spaces alongside new homes to create a successful and vibrant mixed use neighbourhood.

A council commissioned employment strategy has been developed to support this regeneration framework, in co-ordination with a wider employment strategy including the neighbouring Mead Street Regeneration Area.

#### Employment strategy

The employment strategy is guided by the following principles:

- Residential compatibility: the introduction of new homes into the Whitehouse Street Regeneration Area means new employment uses need to be compatible with residential accommodation.
- Retaining and, where possible, providing additional jobs: the regeneration of the Whitehouse Street area should retain the current number of jobs as a minimum threshold, while aspiring for jobs growth through the provision of better quality and targeted employment space.
- Existing employers: exploring opportunities for existing tenants to stay in the area where they are compatible with future residential uses, want to stay, and are able to do so.
- A diverse economy: development should provide employment space to support a diverse economy and with provision co-ordinated with neighbouring regeneration areas where possible.
- Inclusive growth: regeneration should support city wide priorities for inclusive growth, including opportunities to unlock employment and training opportunities for local residents both during construction and once developed.

### Inclusive growth

Bristol City Council is committed to building a better Bristol – a city of hope and aspiration where everyone shares in its success. The council's One City Plan aims to build on the economic, social and environmental wellbeing of the city.

The council's employment strategy for the regeneration area aims to support sustainable and inclusive economic growth. This will be achieved by the development of new workspace as well as the retention of industrial land uses.

The Local Plan review has identified new site allocations for industrial and distribution elsewhere in the city, alongside new forms of workspace as part of mixed-use proposals on current and former industrial land.

Draft policy E1 (Inclusive economic development) requires proposals involving the development of 1,000m<sup>2</sup> of employment generating floorspace, or comprising of 100 or more homes, to contribute to enabling access to employment and removing barriers to employment.

This is particularly applicable where homes are proposed on sites previously used for employment, or where new workspace and other commercial development is created, or where other major development arises that



Junction 3 Library and Learning Centre, Easton

### Planning policy summary

The core regeneration area is designated as a Primary Industrial and Warehousing Area (PIWA). However, the local plan review proposes this as an area of growth and regeneration (draft policy DS8), which will be known as 'Central Bedminster'.

The Central Bedminster allocation promotes a mixed and inclusive community with a diversity of land uses providing opportunities to live, work, take leisure and access services. This includes the provision of high-quality workspaces, providing for a range of business uses.

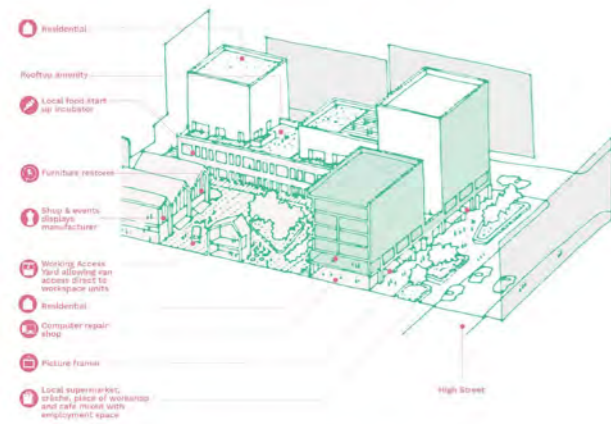
Council planning and retail objectives also aim to safeguard and promote designated centres, such as Bedminster town centre. Town centres generally contain shops providing a range of groceries, fresh food, and other facilities such as post offices. They can also contain specialist or niche shops that contribute to the diversity and distinctiveness of the designated centre, as well as including cafés, pubs or financial service uses.

Mixed employment uses within the Whitehouse Street area must complement and not harm designated centres, including Bedminster town centre. Opportunities exist to provide small scale retail spaces, shops, and other uses, such as cafés that serve the needs of the Whitehouse Street area and complement Bedminster town centre whilst also contributing to the character of the wider Bedminster area.

## 5.5 Land use & employment

### Case study: Places That Work

#### [ URBAN CONDITION #2 ] Estate Regeneration



The 2018 report by the Centre for London *Places That Work* describes how housing demand in the capital has placed pressure on employment space as it was released for residential redevelopment faster than expected. It provides a model for a 'New London Mix' of residential and employment spaces, co-located in close proximity without detriment to residents or businesses.

Bristol is currently experiencing many of the same pressures of housing redevelopment placing demands on traditional employment space. Bristol City Council will be pursuing this approach on plot 1.

By pursuing a similar approach of making best use of land in a highly accessible location it may be possible to help meet the demand for both residential and employment space while providing a sustainable approach to urban regeneration.

would generate new employment, including during the construction phase.

Transport and digital connectivity are essential aspects to support inclusive and sustainable economic growth. As such, it is important that new developments provide access to super-fast broadband and are located where sustainable travel patterns can be achieved.

### New homes

The Whitehouse Street Regeneration Area will make a significant contribution to meeting the policy target of at least 2,500 new homes in the Central Bedminster Area.

To kick start development in the regeneration area, the council will seek to update the Affordable Housing Practice Note 'Threshold' approach wording. This will allow for developments in the first phase of the Whitehouse Street Regeneration Area to utilise the 'Threshold' approach, meaning that the Council would not assess viability provided that applicants offered 20% affordable housing. This would apply for a time-limited period and for the first phase only. Further information on the approach is set out in the Affordable Housing Practice Note (2022).

The council's preferred affordable housing tenure mix is 75% Social Rent and 25% Affordable Home Ownership. Shared Ownership is the council's preferred route to Affordable Home Ownership, however, this would not preclude consideration of proposals for First Homes. Further information is in the Affordable Housing Practice Note (2022).

For Build to Rent schemes, Affordable Private Rent can be delivered. This should not exceed Local Housing Allowance (LHA) levels (or any subsequent capping mechanism the council may introduce to ensure the affordability of rents) at the letting of a new tenancy and rents should rise in accordance with the national rent regimes established by Government. Rents

should also include all eligible service charges. The council will also accept standalone block(s) of affordable housing delivered as social rent and shared ownership to meet the 20% Build to Rent affordable housing requirement. (See the council's Build to Rent Practice Note for further information).

### Community space

To enable the creation of a socially sustainable new neighbourhood in the Whitehouse Street Regeneration Area new internal community space is needed to serve the needs of residents and community groups. There is an existing demand for space that has been identified as part of early engagement and the community manifesto. Early engagement between developers and local community groups is required to ensure the right types of space are provided for potential users.

### Employment space requirements

The aspiration for Whitehouse Street is to create a 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.

The employment strategy requires for any development within the regeneration area to provide for no net loss of jobs in the core regeneration area, equivalent to at least 400 full time equivalent (FTE) jobs.

Development in the core regeneration area will be required to:

- Provide between 13,500m<sup>2</sup> to 15,000m<sup>2</sup> (NIA) employment floorspace across the core regeneration area (including industrial focused space) to retain and create replacement jobs.
- Deliver spaces for sectors with market demand, ensuring the spaces accommodate the needs of businesses in these sectors.

- Each plot should contribute toward the delivery of employment space.

Bristol City Council will be exploring the development of plot 1a for between 6,000m<sup>2</sup> to 8,000m<sup>2</sup> (NIA) of dedicated employment floorspace, and so this plot will deliver a greater share of the overall employment floor space provision across the core regeneration area.

### Existing employers

As the regeneration of the area as a mixed use neighbourhood occurs, the character of the area will change. Some existing businesses will be compatible with residential uses, and others will actively contribute to a vibrant and successful neighbourhood. In order to support a diverse economy, existing businesses within the core regeneration area that are compatible with a mixed use neighbourhood should, where possible, be enabled to relocate within the regeneration area or the neighbouring Mead Street Regeneration Area.

Where businesses are unable to remain within the regeneration area, the council will seek to support businesses where possible.

### Growth sectors

In addition to re-provision of employment space for compatible existing businesses, the employment strategy has identified a number of growth sectors. This is based upon analysis of economic demand in Bristol and the West of England city region.

The following industrial focused sectors are considered to be a good strategic fit for the Whitehouse Street Regeneration Area, demonstrated by the existing demand for new employment floorspace in these sectors:

- Creative/makers space.
- Small scale food and drink manufacturing.
- Advanced engineering

## 5.5 Land use & employment

The following office uses are considered to be suitable for the regeneration area and would be highly compatible with residential development:

- Creative services (ICT, Digital, Media)
- Business and professional services

The provision of office space is likely to be focused on small to medium sized secondary spaces that provide an alternative offer to the city centre.

Media production is a sector with demand across the city and this use would be compatible with the regeneration area. Such uses are likely to require a bespoke space to meet a specific user requirement.

### Making efficient use of land

To ensure the best use of land in a sustainable location, provide jobs in proximity to homes, and provide new space for existing businesses, innovative building typologies should be considered. Residential-led development should integrate residential and employment space. Industrial and employment focused sites should make efficient use of land.

### Industrial intensification

Typically industrial and light industrial uses have had a low employment density and so require a larger floor space to deliver jobs compared to office based commercial operations. Dedicated employment space, including industrial space, should make efficient use of land and be compatible with surrounding residential uses.

While a mixed-use approach should be taken to industrial co-location and intensification across the whole regeneration area, in order to ensure that employment space can be delivered at a density sufficient to provide new industrial jobs, plot 1 has been identified as a site which will accommodate dedicated light industrial and workshop space with the support of the council.

Industrial intensification can be achieved by

stacking industrial uses vertically. Careful consideration will be given to delivery and servicing requirements to ensure these uses are thoughtfully integrated to protect residential amenity and create safe streets without compromising operational efficiency.

Locations for industrial intensification or co-location could include areas where large areas of ground floor cannot support ground floor residential uses (such as areas of higher flood risk), adjacent to existing noise generating uses, or otherwise do not lend themselves to ground floor residential uses.

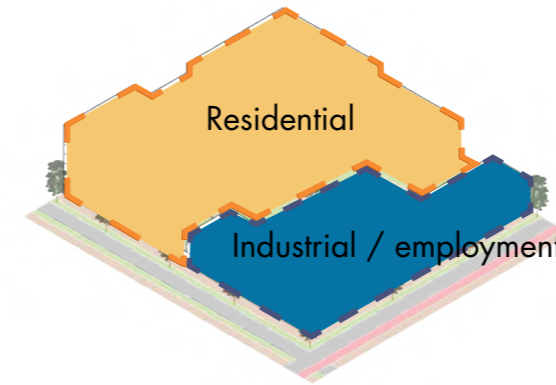


Plot 1 - Identified for industrial intensification pilot project.

### Residential and employment co-location

Residential-led development schemes proposed across the regeneration area should seek to integrate residential space and workplaces. All developments should include non-residential uses in line with the wider strategy for employment and land use.

Co-locating uses may be in the form of stacking residential uses above compatible commercial uses (including compatible light industrial uses), wrapping residential space around employment space, or horizontally distributing the uses across a development plot.



Possible configuration of residential-industrial co-location horizontal distribution.

In key locations detailed development proposals will be required to deliver active frontages and contribute positively to the character of the street. Schemes should avoid blank and inactive frontages.

Careful consideration will be given to minimising or mitigating negative aspects of commercial and industrial development such as operational noise and the impact caused by deliveries. Opportunities for delivery and freight consolidation will be explored.

New industrial or employment uses on plot should be compatible with residential-led mixed use development.

### Flexible and adaptable buildings

Long term environmental sustainability should underpin all aspects of the regeneration framework. To reduce whole life carbon costs, development proposals will be expected to provide flexible and adaptable buildings that can be re-used as the market and technologies change.

Where appropriate, consideration should be given to making use of existing buildings with meanwhile uses to avoid neglect and maintaining economic activity in the area.

### Case study: Industrial intensification



Developer: London Borough of Barking and Dagenham

Industria is an industrial intensification development on a brownfield site in Barking and Dagenham that aims to provide an exemplar model for intensified industrial space.

Due to complete in 2023, Industria provides stacked industrial space arranged over three and four storey blocks around a central access yard and vehicle ramp. The units benefit from tall floor-to-floor levels to accommodate a range of activities. There is HGV access to a ground floor yard and access for up to 7.5t vans to upper levels via the ramp.

The space provided is a mix of light industrial units (160-475m<sup>2</sup>) and smaller (15-230m<sup>2</sup>) flatted factory units. A ramp and goods lift provide access across three floors.

The building also houses a business centre, meeting rooms, a staffed reception and common breakout space to encourage interaction between tenants.

## 5.5 Land use & employment

### Employment strategy plan

The employment strategy plan identifies key considerations for non-residential spaces across the regeneration area. All development plots will be expected to contribute towards the delivery of employment space in proportion to the overall development capacity of the site.

This plot has been identified as a location for an energy centre serving the Bedminster heat network. This will provide capacity for the Bedminster Green, Whitehouse Street and Mead Street Regeneration Areas.

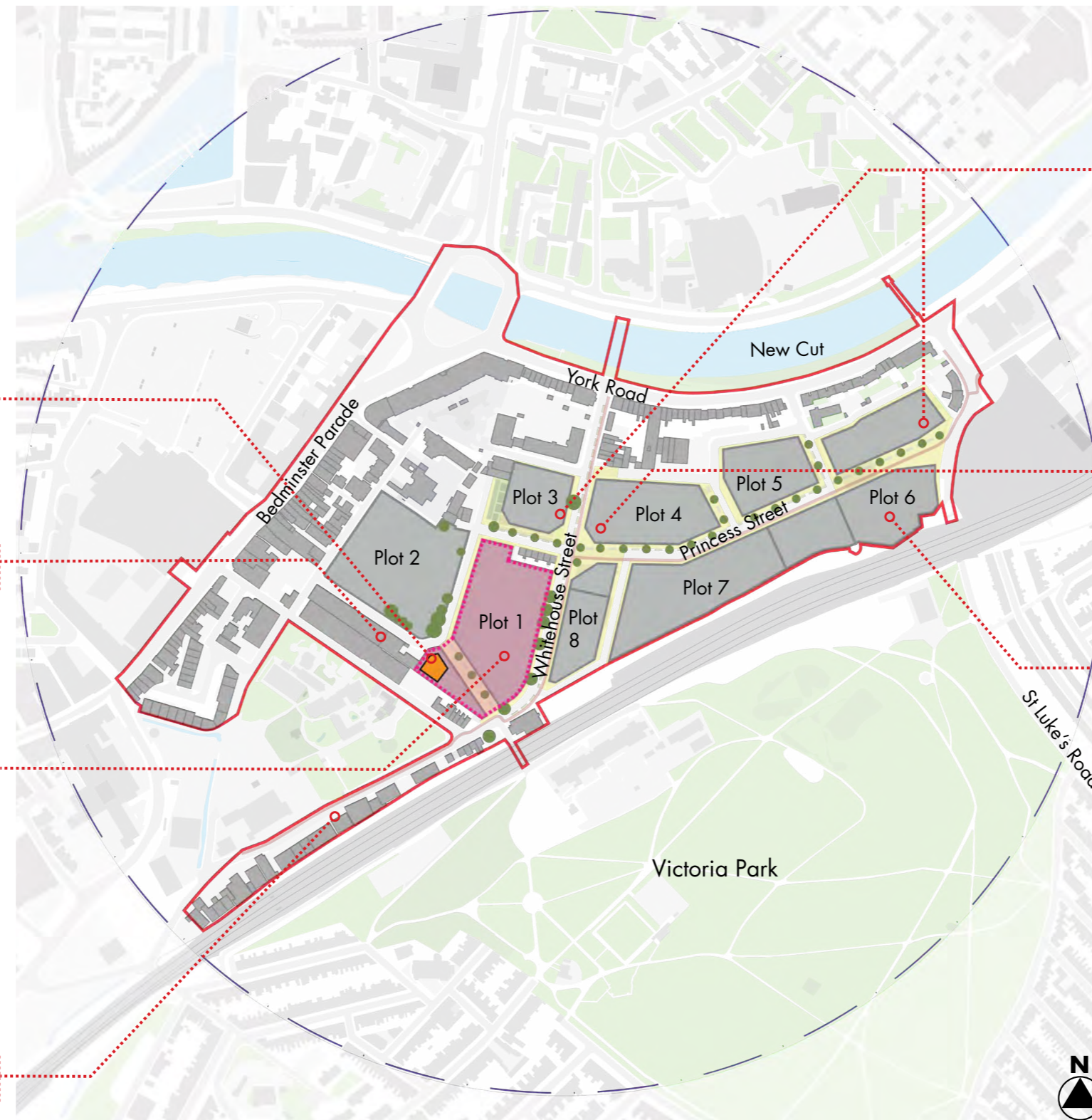
Existing businesses along this section of Willway Street are expected to remain.

This area has been identified as a location with a focus on employment space, including replacement light industrial space as part of an industrial intensification pilot project.

This will allow the relocation of some existing businesses within the regeneration area or from the neighbouring Mead Street area.

While this site will need to accommodate practical matters for the servicing of employment space, development of this site should aim to contribute positively to the sense of place and be compatible with neighbouring residential development.

Existing businesses along this section of Whitehouse Lane are expected to remain.



Employment strategy plan

These areas present opportunities for ground floor commercial space that can provide active frontages to key public spaces. These areas may have the footfall to support small scale retail, or food & beverage uses to serve the local neighbourhood.

Internal community space should be provided in the regeneration area. This could be provided at the heart of the regeneration area.

Bristol City Council will work with community groups and developers to identify potential users and their requirements.

The council will work with Help Bristol's Homeless to find a new home for the shelter currently located on Spring Street. Plot 6 will be used for temporary school provision, until the new secondary school on Silverthorne Lane is open.

## 5.5 Land use & employment

### Employment and skills

Whitehouse Street can provide a vital opportunity to maximise inclusive employment and training opportunities. This development will be enhanced through *Building Bristol*, a new initiative that has been set up to support construction companies and end-use employers to access diverse talent and to meet their future recruitment needs while supporting the skills development in local communities.

Through updated planning validation requirements, the council requires all major developments to produce an employment and skills plan. These plans will be key to supporting local people into jobs and training opportunities that are generated through the regeneration of the Whitehouse Street area.

The Building Bristol Co-ordinator will provide advice to developers in the Whitehouse Street Area to finalise their plans and meet the required benchmarks. Agreed targets will be supported through lots of signposting and linking developers to a range of delivery partners, including Council teams, local schools, colleges, universities, and independent training providers. The co-ordinator will also support local recruitment campaigns, best practice exchange and ongoing monitoring and evaluation of plans.

### Employment strategy summary

The employment strategy summary opposite sets out the key objectives and the process for delivering employment uses within the Whitehouse Street Regeneration Area.

Until such time as a new local plan is adopted planning applications that come forward on PIWA allocated land within the regeneration area will need to justify the loss of any industrial and warehousing floorspace.

This justification should include and be set against any new employment uses proposed and relevant material considerations including the NPPF and policies of the emerging local plan; proposals must

	What	How
<b>Summary</b>	<p>The creation of replacement employment space to achieve (at a minimum) no net loss of jobs across the regeneration area in the identified sectors. Existing businesses that are compatible with a mixed use residential neighbourhood should be enabled to remain within the regeneration area where possible.</p> <p>Each plot will be expected to contribute towards creating employment space.</p>	<p>Via planning applications proposing development that positively address draft policies DS8, E1, E7 and E8 to deliver development that focuses on high-quality, inclusive new workspaces, homes and supporting infrastructure. Developers should engage with the council at an early stage to discuss their proposals and the implications for existing tenants.</p> <p>By working in a positive and proactive manner with landowners and tenants, the council will seek to ensure a smooth transition to a new mixed-use neighbourhood.</p>
<b>Economic focus</b>	<p>A mix of industrial and smaller scale workshop/studio/makers spaces allows for a mix of new uses and retained tenants in key sectors. In addition to this managed workspace and small scale office can accommodate start ups, SMEs and social enterprises.</p> <p>There should be some flexibility to provide retail and small scale food &amp; beverage space but focused on serving needs of the neighbourhood only.</p>	<p>Developers are recommended to engage with residential compatible existing businesses that wish to remain on site.</p> <p>The provision of small-scale retail and food &amp; beverage (F&amp;B) uses may support placemaking objectives and neighbourhood amenity. Retail and F&amp;B uses in the Framework area will need to maintain the diversity of uses and the vitality and viability of Bedminster Town Centre. Through the planning application process, consideration will be given to their cumulative impact.</p> <p>Spaces provided should be suitable for identified growth sectors. The provision of generic flexible spaces that are not appropriate for identified sectors will be resisted.</p>
<b>Estimated space requirement</b>	<p>c.13,500m<sup>2</sup> NIA across the core regeneration area as a minimum threshold. Plot 1a can accommodate around 8,000m<sup>2</sup> and the remainder across the remaining plots.</p>	<p>Once the employment space provided on plot 1 is taken into account, each development plot across the regeneration area should provide employment (or non-residential community) space proportionate to the overall development capacity of the plot.</p>
<b>Spatial implications</b>	<p>Dedicated employment space in line with the recommended spatial typologies to serve the identified growth sectors. Plot 1a has been identified to provide dedicated employment buildings as part of an industrial intensification pilot scheme.</p> <p>Employment space on the remaining plots achievable via co-location: for example, ground floor employment space with residential accommodation above.</p>	<p>Some businesses in the identified growth sectors may require dedicated employment space in standalone commercial premises. The council will progress the industrial intensification pilot scheme on plot 1a.</p> <p>Location of ground floor employment space in residential buildings will be encouraged for placemaking purposes or required to meet identified need for specific uses.</p>
<b>Indicative displacement implications</b>	<p>Potential to retain creative manufacturing and leisure uses. Potential co-ordinated decant to and from the Mead Street Regeneration Area (particularly for office uses and small scale making uses).</p>	<p>Depending on phasing and timescales there is also potential for (compatible) existing businesses in the WSRA to be relocated to Mead Street or vice versa. Businesses which are not compatible with residential development on residential sites in the Whitehouse Street Regeneration area may be able to be re-located to dedicated space on plot 1. The council will assist with the re-provision or re-location of existing businesses where possible.</p>
<b>Inclusive growth</b>	<p>Maximise inclusive employment and training opportunities during construction and the operational phase(s) of the development.</p>	<p>Require all major developments to produce an employment and skills plan to support local people into jobs and training, promote apprenticeships, and encourage experience of work and career pathways for young people.</p>

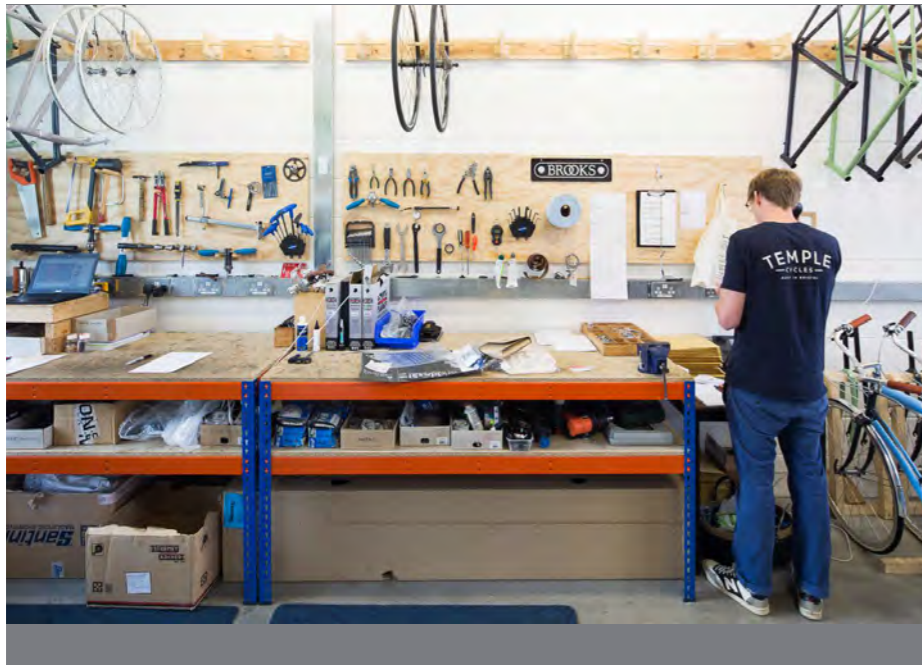
## 5.5 Land use & employment

have regard to, and not prejudice, the on-going use of the wider area as PIWA in the intervening period. Such justifications should be provided in a Planning Statement, supported by an Economic Statement.

### Employment space typology

In order to provide for the identified employment sectors the employment strategy sets out five spatial types that meet the needs identified in the employment strategy.

These types can be delivered as part of mixed use plots co-locating employment and residential uses, or as part of dedicated employment buildings.



Workshop space at Filwood Business Park, south Bristol.

### Servicing and deliveries

The servicing of employment space should adhere to the principles set out in section 5.2. Delivery bays and service access should avoid conflict with pedestrian and cycle routes. The location of service access to employment space should minimise negative impact on the amenity of residential units.

### Type 1: Maker-space

#### Description

Collaborative workspace for small scale industrial use.

#### Typical uses

Collaborative or collective making, open access workshops, small to medium scale making/manufacturing and small-scale product development. More diverse and financially self-sustaining occupiers than small studios.

#### Key features

Such uses could be situated in standalone commercial spaces or within co-located spaces. Dedicated workspaces, variety of licenses and lease lengths.

#### Size

- Individual units 150-200m<sup>2</sup>
- Minimum 4m floor-to-ceiling height.

#### Other requirements

A yard or loading space is usually required, but street frontage is not typically required.

Hours of operation are likely to require control due to management/supervision arrangements. Sound proofing and filtered extract system may be required.

Leasing arrangements will vary depending on business/user type. Usually short-term or flexible lease terms.

#### Suitability

This employment space type is considered to have high suitability for the Whitehouse Street Regeneration Area. This type has a potential to play an important role in delivering co-located employment space on residential schemes, and accommodating the types of 'less messy' business activities identified previously.

### Type 2: Small industrial space

#### Description

Small scale industrial uses with large spatial requirements that are likely to require servicing by large goods vehicles.

#### Typical use

B2/B8 use classes: small scale making and light manufacturing, secondary/tertiary industries such as printing and textiles, small to medium food and drink manufacturing, and industrial crafts.

#### Key features

Typically stand-alone commercial spaces, reflecting more specific space and servicing requirements. Purpose built spaces with loading bays and high ceilings which will require sound and air pollution management.

#### Size

- Units up to 500m<sup>2</sup>
- High floor-to-ceiling height (4.5 - 8m)
- 4m Loading bay

#### Other requirements

A yard or loading space is usually required. Large scale long span spaces are preferred for maximum flexibility, with large span areas allowing access.

Hours of operation are likely to require control due to management/supervision arrangements. Sound proofing and filtered extract systems may be required.

Let by owner typically on long term basis with no particular management requirements.

#### Suitability

This type is considered to be less suitable for employment-residential co-location. However there may be opportunities on standalone industrial sites.

## 5.5 Land use & employment

### Type 3: Creative studios

#### Description

Workspace for creative uses that may have additional spatial requirements above and beyond those of office-type workplaces.

#### Typical uses

B1B, B1C use classes: creative industries including non-commercial activities and creative services.

#### Key features

This type could be part of a standalone employment site but is also suited to co-location with residential spaces. This is not usually a standardised product and spaces normally need to be customisable.

#### Size

- Individual units ranging from 11-500m<sup>2</sup>
- Minimum 3.5m floor-to-ceiling height.

#### Other requirements

Communal or breakout spaces encourage interaction and foster a creative community. Suitable for refurbished spaces. A goods lift required if in a multi-storey building.

This type is generally minimally disruptive but hours of operation can be outside normal working hours.

Degree of subsidy typically required. Some spaces provide co-working or drop in space and shared facilities.

#### Suitability

This employment space type is considered to have high suitability for the Whitehouse Street Regeneration Area. This type has the potential to play an important role delivering co-located employment space on residential schemes.



*Creative studio space with mezzanine office space at Filwood Business Park, south Bristol.*



*Caxton Works is a mixed-use development in Canning Town in east London which provides flexible and affordable light industrial /workshop units with homes above.*

### Type 4: Small office

#### Description

Desk based workspace that can be accommodated in new or existing buildings.

#### Typical uses

B1a/B1b use classes: professional and business support services, other conventional office/desk-based operations.

#### Key features

This type could be standalone as part of a larger commercial building, but also suited to co-location with residential at lower floors. Generally small floor spaces with no particular external management and little disruption to neighbouring areas.

#### Size

- Under 500m<sup>2</sup>

#### Other requirements

No exterior space required. Daylight required for office spaces.

Optimising the opportunity for active frontages and a diversity of uses in the area creates a more secure and attractive environment but this will need to be balanced against the need for a level of privacy, depending on the use or business. Best located in established or anticipated high footfall locations to maximise visibility.

Typically let as an individual unit with no particular external workplace management requirements.

#### Suitability

This employment space type is considered to be less suitable in the short term except for re-provision of space for existing businesses, as focus is on accommodating more industrially focused businesses. Spatially it is compatible with residential and other non-residential uses.

## 5.5 Land use & employment

### Type 5: Incubator / Accelerator / Co-working / managed workspace

#### Description

Space shared by several companies with flexible lease terms, either with shared working space or small individual units, often with business support.

#### Typical uses

Professional and business support services, start-ups and SMEs, social enterprise hubs, freelance or part time workers.

#### Key features

This type could be standalone as part of a larger commercial building, but also suited to co-location with residential at lower floors. Office units ranging from small cellular spaces to medium sized let as an individual unit, or workspace within a unit from a workplace provider. Generally requires a critical mass of units.

#### Size

- Managed workspaces 15-200m<sup>2</sup>
- Incubator/Accelerator/Co-working (IAC) spaces 30-150m<sup>2</sup>

#### Other requirements

No exterior space required. Managed workspace generally a higher specification. Typically let as an individual unit with no particular external workplace management requirements. IACs require 'ready to occupy spaces.

Typically leased on a short term basis (1 month - 3 years) and the landlord maintains active presence on the site. Communal space is often provided.

#### Suitability

As with small office, this employment space type is considered to be less suitable in the short term as focus is on accommodating more industrially focused businesses. Spatially it is compatible with residential and other non-residential uses.



*Hackney Bridge, London. Designed as a meanwhile use for an interim period of around 15 years, providing 'incubator' space for local creative businesses.*

#### Delivery strategy

There are five main areas where Bristol City Council will work with landowners and businesses to ensure the successful delivery of the employment strategy:

- Optimising the supply of employment space
- Ensuring phased delivery of employment space
- Co-ordinating the decant strategy
- Developing leasing and asset management approaches
- Agreeing wider strategies and mechanisms to secure social and community benefits

The council will work with landowners and businesses to define more detailed employment space requirements based on the broad typologies identified specifically for the Whitehouse Street Regeneration Area.

The council will also engage with landowners and business tenants to develop a more detailed decant strategy to ensure that opportunities to relocate compatible businesses within the regeneration area are accommodated, while measures to support non-compatible businesses are identified. The relocation of existing businesses within the area will be co-ordinated with the neighbouring Mead Street Regeneration Area. The council will explore delivery options for an industrial intensification scheme on the Bristol City Council owned plot 1.

### Employment and land use 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.

*Does the detailed development proposal contribute adequately to the overall amount of employment space required across the regeneration area?*

*Have opportunities been provided to existing compatible tenants to remain on site?*

*Is the employment space proposed suitable for businesses in the identified growth sectors?*

*Does the application meet the planning threshold for an Employment and Skills Plan?*

*Will the active uses proposed serve the needs of the area whilst protecting the viability and vitality of designated Centres, including Bedminster Town Centre?*

*Is there potential for community uses to be provided?*

*Has the design impact on secondary streets/spaces been considered?*

## 5.6 Public realm & green infrastructure

### Key Objectives

#### Create high quality public realm

- Green space should be integrated into the public realm.
- Streets should be welcoming places that prioritise people and adhere to the principles of 'Healthy Streets' (see inset).
- Play space should be provided and existing play spaces in Victoria Park improved.
- Opportunities for food growing should be explored.

#### Ecology and biodiversity

- Development proposals and public realm interventions shall achieve at least 10% biodiversity net gain.
- Green infrastructure should be connected to provide an attractive and functional network.

#### Water management

- Sustainable drainage features will be incorporated into the public realm to better manage surface run-off.

#### Adopted Local Plan policy references:

BCS9, BCS13, BCS16, DM14, DM15, DM16, DM17, DM19,

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

**High quality public realm and green infrastructure is vital for creating a socially, environmentally and economically sustainable neighbourhood.**

Public open space and green infrastructure in the Whitehouse Street Regeneration area will be critical to the creation of a thriving urban neighbourhood.

The proximity of Victoria Park is an important amenity for the wider area and the council will consider potential improvements that need to be made to serve new development in the Whitehouse Street area and neighbouring regeneration areas.

#### Green infrastructure

Green infrastructure should be joined up in a coherent manner across the Whitehouse Street Regeneration Area, including public realm and highways, to create a network of planting that connects to the neighbouring green spaces and create new ecological corridors. These should also include shrubs and natural green spaces comprising pollinating plant species.

The success of habitat creation is determined by different conditions and successful designs will be responsive to their immediate context to ensure habitats flourish.

Sustainable drainage systems such as swales and rain gardens should be included, with a focus on maximising biodiversity. The incorporation of biodiverse roofs (green, brown, blue roofs), green walls, provision of bat, bird and invertebrate boxes will create additional wildlife opportunities.

Green and blue infrastructure should, where possible, have a sensitive wildlife friendly lighting strategy, which is balanced with health and safety, and wellbeing requirements.

*Please create more green space around Whitehouse Street!.. and make it feel safer. Cars drive so fast around there as well.*

#### Healthy Streets

Streets in the development area should be guided by the principles of the 'Healthy Streets' approach to create streets that are environmentally sustainable, inclusive and pleasant to live, work and navigate.

The creation of new and enhanced streets is at the heart of the vision for Whitehouse Street Regeneration Area and where possible these principles should be embedded in public realm and development proposals.

#### Trees

Wherever possible, existing street trees should be retained and the provision of new street trees will be required along the principal streets, in areas of public realm and on development plots. New street trees will be accommodated in the planting corridor.

Where the loss of trees is necessary to allow for appropriate development and achieve the policy aims of the local plan, appropriate mitigation will be required in accordance with local plan policies BCS9, BCS11 and DM17 and the Planning Obligations Supplementary Planning Document.

Tree pit positions should be carefully considered to complement new SuDS measures within the highways, and should be positioned to avoid obstruction of the footways.

#### Planting corridor

A 2.5m wide zone for planting and green infrastructure is proposed along the principal streets. This can accommodate low level planting beds, street trees or other SuDS features. Other functions such as car club parking, cycle parking

### Healthy Streets approach



Ten 'Healthy Streets' indicators.

Healthy Streets is an assessment tool for designers with ten indicators each describing an aspect of the human experience of streets. The tool is used to assess the social, economic and environmental sustainability of streets and public realm.

The ten indicators are: 1) *Everyone feels welcome*, 2) *Easy to cross*, 3) *Shelter and shade*, 4) *Places to stop and rest*, 5) *Not too noisy*, 6) *People choose to walk and cycle*, 7) *People feel safe*, 8) *Things to do and see*, 9) *People feel relaxed*, 10) *Clean air*.

Healthy Streets have produced a design checklist scoring tool for the Department of Transport to support practitioners and can be used by designers and engineers to assess their work.

See [www.healthystreets.com](http://www.healthystreets.com) for more information.

## 5.6 Public realm & green infrastructure

### Planning policy summary

The council's policy objectives aim to protect, provide, enhance, and expand the green infrastructure assets that contribute to the quality of life within and around Bristol. The following policy objectives should be taken into account when preparing detailed development proposals:

- Opportunities to extend the coverage and connectivity of the existing strategic green infrastructure network.
- Individual green assets should be retained wherever possible and integrated into new development. Development should incorporate new and/or enhanced green infrastructure of an appropriate type, standard and size.
- Where on-site provision of green infrastructure is not possible, contributions will be sought to make appropriate provision for green infrastructure off site.
- New development should incorporate, or otherwise contribute towards, the provision of an appropriate level and quality of open space.
- The provision of additional and/or improved management of existing trees will be expected as part of the landscape treatment of new development.
- Integrating green and blue infrastructure within streets is required to improve the pedestrian environment, support rainwater management through sustainable drainage, reduce exposure to air pollution, manage heat and increase biodiversity.
- The One City Plan targets to increase tree canopy cover between 2018 and 2035 by 25%.

or delivery bays may be located in this zone in places, but the provision of these uses must not result in significant discontinuity of the planting zone.

### Community growing garden

Opportunities will be considered for providing food growing space within the regeneration area. A potential location for a community growing garden or orchard has been identified in the public realm strategy plan.

Growing facilities should complement those currently provided at Windmill Hill City Farm. Opportunities to partner with Windmill Hill City Farm and other local organisations are encouraged.

### Private open space

Private open spaces will play a role in connecting to public realm and providing continuity of the green infrastructure network. Private open space should be delivered in line with the requirements of the Urban Living SPD to ensure new homes provide sufficient space for a healthy living environment, suitable for the needs of individuals and families.



Windmill Hill City Farm

The SPD requires a minimum of 5m<sup>2</sup> of private open space per 1-2 person dwelling and 1m<sup>2</sup> for each additional occupant. Depending on

the needs of the home, this can include private balconies and gardens, or communal gardens or terraces.

### Play space

Bristol City Council has set a minimum amount and maximum distance to formal play space required for new homes. There are currently several play areas within Victoria Park which mean that all new homes within the core regeneration area are within a 10 minute / 450m walk. However, these play areas require investment to bring them up to the standard appropriate for the increase in new homes in the wider area. The railway underbridges at Windmill Close and St Luke's Road are a barrier to access in their current form and require investment to improve safe access into the park.

Children's play can be integrated into the wider landscape scheme and does not have to be formal play equipment or dedicated play areas. Opportunities for informal 'doorstep play' should be incorporated into the design of the public realm within the core regeneration area. Private communal open spaces can contribute to the provision of children's play space.

### Street furniture

Public spaces should thoughtfully integrate necessary street furniture such as benches or places to sit, bins and cycle parking. As set out in section 5.2 such features should not obstruct footways and pedestrian routes, and should carefully consider accessibility needs.

### Safety and security

Detailed development proposals should adhere to the principles of 'Secured by Design', and early engagement with Designing Out Crime Officers is encouraged.

Where required street lighting should be upgraded to ensure a safe environment but

should be sensitive to the context, including Victoria Park.

### Building with Nature

Building with Nature is a set of open access standards for delivering high quality green infrastructure. Detailed development proposals are encouraged to adhere to the principles of Building with Nature.

### Ecology and biodiversity

In 2020 Bristol City Council declared an 'ecological emergency' in response to declining levels of biodiversity and loss of habitats.

The Whitehouse Street Regeneration Area is currently predominantly hardstanding with sites and buildings that have little ecological value. As a result there are significant opportunities for creating wildlife-friendly green infrastructure. There are a number of existing mature street trees which contribute positively to the area and, wherever possible, these should be retained.

The River Avon is considered an important habitat and commuting corridor for a range of different wildlife species, including bats. The railway line is also likely to be important for common bat and bird species. These corridors are a significant part of the ecological context within which new development in the regeneration area will be delivered.

### Biodiversity net gain

All development proposals within the Whitehouse Street Regeneration Area should seek to achieve a minimum of a 10% biodiversity net gain. Due to the low ecological baseline position, larger increases above this figure should be achievable in many areas.

Proposals should use the latest version of Natural England's Biodiversity Metric to calculate biodiversity net gain, unless the council indicates

## 5.6 Public realm & green infrastructure

### Case study: SuDS



Greener Grangetown, Cardiff

Greener Grangetown is a sustainable urban drainage (SuDS) project to provide on street rain garden and kerbside planting areas to existing streets to slow surface run-off and remove contaminants. The scheme was incorporated into an existing late 19th century residential area.

Street space that had previously been hardstanding used for occasional parking was reclaimed for planting providing areas of permeable surfacing.

Prior to the construction of scheme rainwater drained into the mixed sewer system. After construction, rainwater is absorbed by the permeable surface and plants which filter, capture and break down pollutants.

On street green infrastructure such as this can help mitigate the effects of climate change, contribute to improving biodiversity and provide a more attractive street for residents.

otherwise via pre-application engagement.

Habitat creation is determined by different conditions and successful design will consider the most appropriate locations where habitats can flourish. Detailed design proposals must be designed with regard to a main vegetated north/south corridor that connects the River Avon to the railway line to provide connectivity throughout the site. These will form a robust green and blue infrastructure network.

The incorporation of biodiverse roofs, along with the provision of bat, bird and invertebrate boxes will help create additional wildlife opportunities.

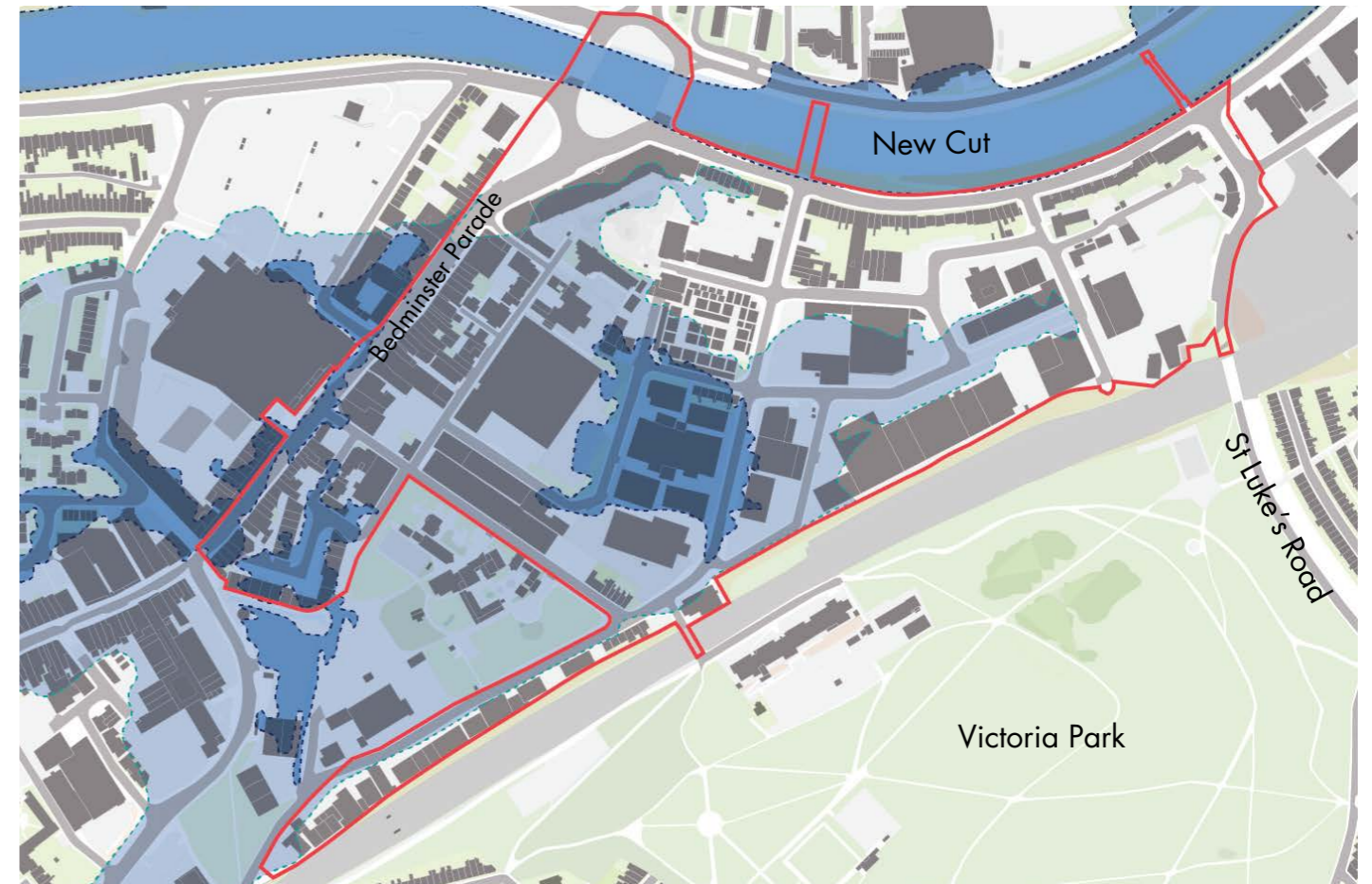
### Flood risk mitigation

To mitigate against flood risk posed to and from the site, residential and other vulnerable uses/developments should be sequentially located within Flood Zones 1 and 2 where possible. If this is not possible then the application of the Exception Test will be required. Resilient (flood water purposely being allowed into the building) or resistant (flood water not being allowed into the building) designs should be considered.

Where a site is located within Flood Zone 3 then a suitable finished floor level shall be implemented using the guidance available in the Whitehouse Street Framework Flood Risk Assessment (FRA). The developments shall ensure there is safe access and egress to the development during the design event in line with the NPPF Flood Risk Planning Guidance and advice guidance of the environment agency.

### Surface water mitigation

Detailed development proposals will be required to undertake a site specific Sustainable Drainage Assessment and Strategy for their development. Where sites are discharging directly into the River Avon via a Wessex Water surface water sewer then an unrestricted discharge rate is acceptable,



Flood Zones from Environment Agency Flood Map for Planning

### KEY

 Flood zone 2  Flood zone 3

provided that existing discharge rates are not increased, sewer capacities are not exceeded and approval is gained from Wessex Water.

If the above conditions cannot be met then a reduction in discharge rates as close to greenfield equivalents as practicable or a minimum of 50% betterment on existing will be required, subject to justification and agreement with Wessex Water.

The SuDS features used should encompass the requirements set out in the Whitehouse Street Framework FRA, the council's Strategic FRA and the West of England Sustainable Drainage Developers Guide. These should focus on source control features to reduce the amount of water leaving the site.

The wider regeneration urban realm improvements should provide SuDS where possible on each site, with the main focus on installing features within the main flow paths.

SuDS features can provide multiple other benefits including water quantity reduction, water quality improvements, amenity improvements and biodiversity requirements.

## 5.6 Public realm & green infrastructure

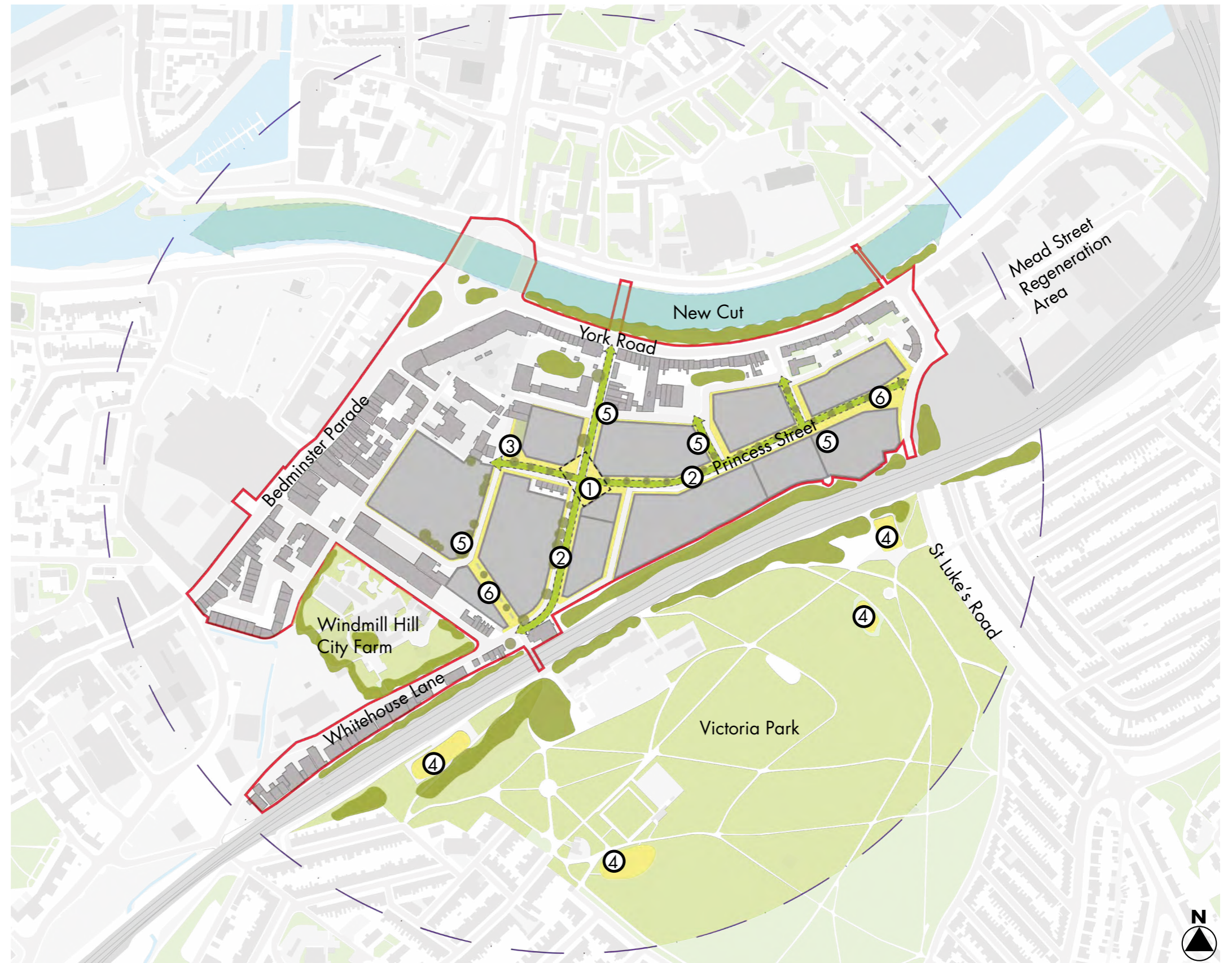
### Public realm strategy plan

The approach to creating high quality public realm is focused on streets as the primary elements of public realm, and these should accommodate planting, street trees, generous space for pedestrians and pocket parks.

The streets connect up to create a network of green infrastructure across the regeneration area. Individual development plots will also provide localised site-specific green infrastructure as part of detailed design proposals.

#### KEY

- ① Central plaza.
- ② New street trees and planting along streets.
- ③ Potential community growing space.
- ④ Improvements to existing play areas.
- ⑤ Pocket parks / landscaped areas.
- ⑥ New pedestrian streets.
-  Existing greenery / planting
-  Indicative location of children's play space
-  Proposed green infrastructure network: planting corridor, rain gardens, street trees
-  Public open space
-  Blue infrastructure corridor (New Cut)



## 5.6 Public realm & green infrastructure

### Green infrastructure

#### Design aspiration

The aspiration for the Whitehouse Street Regeneration Area is to integrate green infrastructure into the existing streets. Road space will be reallocated from the existing carriageway to provide space for planting and street trees.

Subject to detailed design proposals, SuDS should be integrated into the green infrastructure corridors by providing permeable surfaces and/or below ground attenuation features.

The on street planting zone can incorporate space for street trees and provide a buffer between the carriageway and other uses. Where possible existing street trees will be incorporated into this space to keep the footway clear from obstructions.

The planting zone also provides a buffer between the footway and the carriageway. Regular crossing points should be provided at desire lines to allow access across the street and avoid damage to planting.

The range of planting should be selected to contribute towards the minimum target of 10% Biodiversity Net Gain.

#### Precedents:

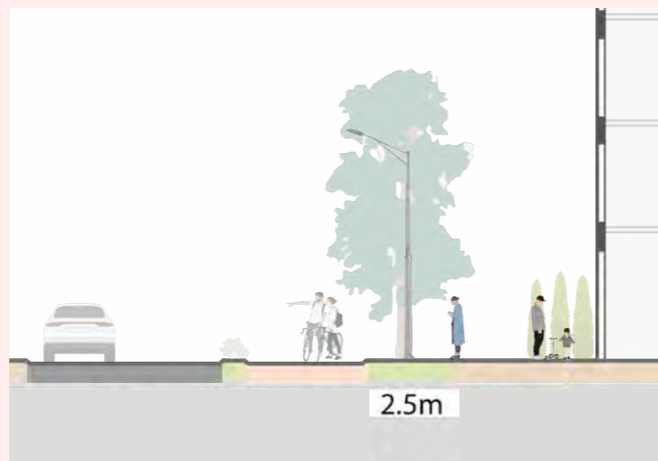
1. Street planting at Elephant Park incorporating opportunities for informal children's play.
2. 'Grey to Green' was a scheme to retrofit SuDS into inner city streets in Sheffield. The carriageway was narrowed to provide improved pedestrian route and planting.



1. Street planting in Elephant Park, Southwark.



2. 'Grey to Green', Sheffield.



A 2.5m planting zone provides a buffer between the cycle track and footway and the carriageway.

### Pocket parks

#### Design aspiration

The movement strategy creates opportunities to reallocate street space to provide pocket parks with space for incidental meetings, places to dwell and provide areas respite in the public realm.

In areas with existing planting or street trees these should be integrated into the public realm.

The following are proposed key interventions:

1. The modal filter at the junction of Whitehouse Street and Whitehouse Place creates space to introduce planting, trees, cycle parking or seating. Access for emergency vehicles can be maintained by lockable bollards if required.
2. The proposed change to one-way movement on Victoria Place frees up space for wider footways and a pocket park with planting or informal play space.
3. Along Willway Street there is an opportunity to create street landscaping around the existing trees.

#### Precedents:

1. An area of dead end carriageway in Bethnal Green was transformed into a small pocket park with planting, seating and a new pedestrian connection.
2. A new modal filter freed up space from the carriageway to be used for planting, seating and cycle parking.



Location of pocket parks.



1. Derbyshire Street Pocket Park, Bethnal Green.



2. Modal filter with pocket park, Waltham Forest.

## 5.6 Public realm & green infrastructure

### Community garden

#### Design aspiration

A desire for community growing space was raised in the community manifesto and a strategy for management of such a space should be developed with the local community and in partnership with local organisations. A space (1) has been identified as a community growing garden for the neighbourhood.

Planters can be an opportunity to open it up to more people to be involved or for people without the time for a full allotment.

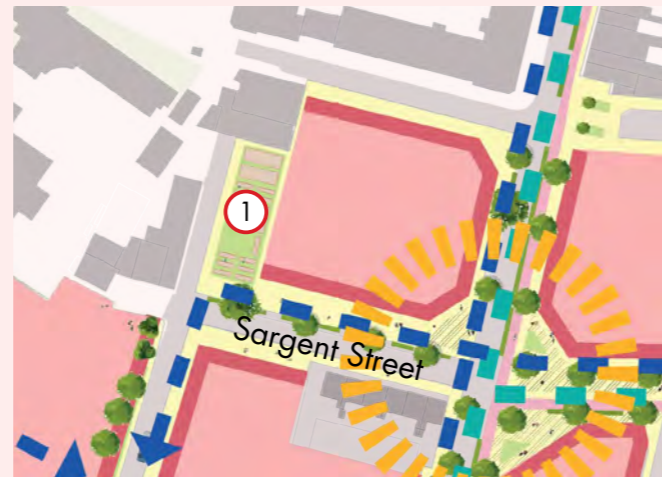
Consideration should be given to ensuring that security is designed into detailed design proposals.

Should growing space not be required other alternatives could be considered, such as a pocket park or children's play space.

#### Precedents

1. Horfield Community Orchard is a orchard with a range of local and heritage fruit trees, bushes and vines on formerly overgrown allotment plots.

2. King Henry's Walk Garden in a small back plot in Islington. The garden has a community room and children's play area.



Plan of Sargent Street area.



1. Horfield Community Orchard.



2. King Henry's Walk Garden, Islington.

### Central plaza

#### Design aspiration

The aspiration is to create a central space that forms the heart of the new neighbourhood as place to dwell or meet.

The closure of the junction of Whitehouse Street and Princess Street to motor vehicles will improve safety for pedestrians and cyclists and create new area of public space. The movement strategy allows public space to be reclaimed from the carriageway while still allowing access to homes and businesses.

The central plaza creates an area of public space around the junction of the north-south and east-west corridors.

Ground floor frontages on this space should include active uses such as commercial or community uses.

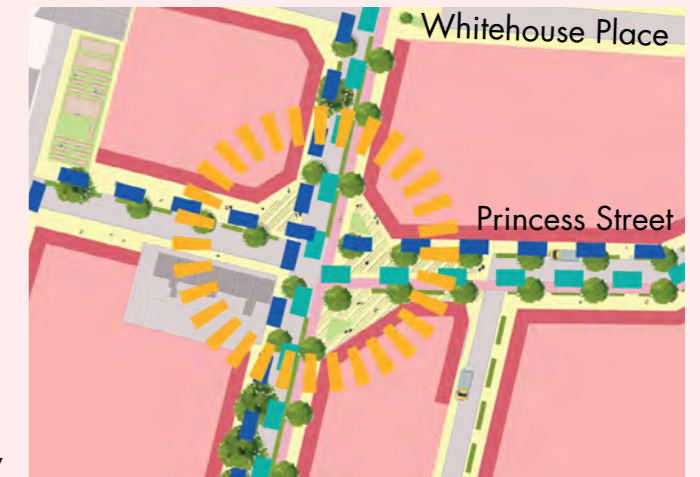
There are opportunities for planting, seating, cycle parking and spill out areas for ground floor commercial uses. Planting should be sensitively integrated into the public realm in line within the larger green infrastructure strategy.

The public open space will be designed with regard to the amenity of retained residential properties on Sargent Street.

#### Precedents:

1. Public square in Bad Salzufen with a mix of planting and hard landscaping.

2. Goose Green: a pedestrianised square at the periphery of the town centre and high street.



Plan with location of proposed central plaza.



1. Public square, Bad Salzufen, Germany



2. Goose Green, Altrincham

# 5.6 Public realm & green infrastructure

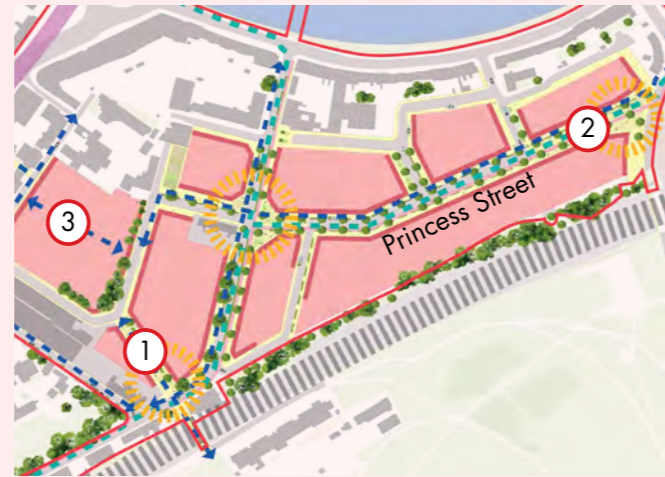
## Pedestrian streets

### Design aspiration

The aspiration is to significantly reduce the impact of motor vehicles on the streets and create people-friendly spaces.

A series of pedestrian and cycle routes are created at key points to improve permeability through the site and create the new east-west active travel connection. These connections will integrate green infrastructure such as planters and street trees.

- ① New pedestrian connection between Willway Street and Windmill Close.
- ② New pedestrian and cycle street from Spring Street to St Luke's Road.
- ③ Provision for a pedestrian connection should be provided across plot 2 from Willway Street to Stillhouse Lane. To allow flexibility in the development of this plot, the precise location of this is left to the detailed development proposals.



Plan showing location of pedestrian streets.



1. Paintworks, Bristol



2. Caxton Works, Canning Town

### Precedents

- 1. Residential pedestrian street in Paintworks development, Bristol. Car parking is provided elsewhere in undercroft parking to allow for the main public areas to be predominantly vehicle free.
- 2. Caxton Works in Canning Town provides a pedestrian priority street with delivery and service access for workshop units facing the street.

## Public realm & green infrastructure 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.

Does the proposal incorporate new and/or enhanced green infrastructure into the development?	
Does the proposal allow for the required width for street trees and planting?	
Does the proposal deliver a minimum of 10% Biodiversity Nat Gain?	
Does the proposal contribute to mitigating surface water runoff?	
Are there opportunities to integrate informal play space into the public realm and communal outside areas	
Are there opportunities to provide food growing space?	
Does the proposal provide or facilitate adherence to the principles of 'Healthy Streets'?	

## 5.7 Technical considerations

**The following considerations summarise the technical input into the development of the framework.**

### Air quality

The regeneration area is located within an Air Quality Management Area (AQMA). Technical work was undertaken which included the monitoring of relevant pollutant concentrations within the area indicates that concentrations are likely to be below the relevant legal limits within the framework core area but may exceed within the wider Whitehouse Street Regeneration Area.

The Whitehouse Street Regeneration area adjoins the proposed Clean Air Zone (CAZ) for Bristol. Once operational, 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.

The impact of the AQMA and CAZ, as monitored by the council over time, should be taken into account in the design of development, as individual plots come forward within the regeneration area.

The sustainable and active travel strategy set out within this framework aims to improve air quality by enabling a transition to sustainable modes of transport. Planning applications coming forward within the regeneration area will require an air quality assessment to be undertaken.

### Noise and vibration

An acoustic assessment will be required for each major planning application that comes forward within the regeneration area.

Development in the area should take into account the 'agent of change principle'; planning applications for development within the regeneration area will need to demonstrate how the impact upon existing businesses has been mitigated in accordance with this principle.

Mitigation measures required for individual plots will include the orientation of the buildings, screening of residential uses from sources of noise and architectural mitigation through the design of facades and fenestration. Detailed development proposals will have to demonstrate that suitable internal noise levels are achieved for residential spaces.

### Ground conditions

Based on the information currently known about the regeneration area and its industrial history there is the potential for contamination to be present within the near surface soils and groundwater in the regeneration area.

The minimum requirements to support future planning applications for individual development plots will be provision of a Phase 1 Ground Condition Assessment desk study specific to the plot to assess the potential contamination and/or stability risks to future site users.

Phase 2 intrusive ground investigations maybe necessary to confirm the nature of the ground conditions, to establish requirements for remediation/mitigation measures and inform scheme design.

### Utilities

Depending on the timescales for when each plot comes forward for development as a formal planning application, it may be necessary to divert and/or disconnect existing utilities within the framework area. The location of services that may be costly to divert and should be considered at the earliest opportunity.

Network analysis will need to be undertaken to determine if off-site reinforcement works will be needed to supply plots as they are developed. The load demand will depend on the proposed development use. The regeneration area is located within the supply area of Bedminster

Primary Sub-station. The requirement to connect to the district heat network is set out in section 5.1.

Developments shall allow for sufficient capacity for EV charging requirements. The requirements for EV charging points for new residential development are set out in Approved Document Part S of the Building Regulations.

Wherever possible, installation of development utilities, services and public realm works shall be co-ordinated to minimise disruption to highways, traffic and amenity, and avoid damage to newly installed highways, public realm and landscaping.

The phasing of highways and public realm works should consider the likely phasing of development plots to avoid damage and unnecessary remedial works to newly installed elements of public realm.

### Housing design standards

In accordance with the Urban Living SPD, it is recommended that new homes in the Whitehouse Street Regeneration Area should meet or exceed the nationally described space standard.

At least 10% of new build housing in proposals of 50 dwellings or more should be designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users (compliant with Building Regulations M4(3) Category 3: Wheelchair user dwellings).

All remaining new build housing should be designed to be accessible and adaptable (compliant with Building Regulations M4(2) Category 2: Accessible and adaptable dwellings).

### Planning policy summary

The following policy objectives should be taken into account when preparing detailed development proposals:

- Proposals should be sited and designed in a way as to avoid adversely impacting upon environmental amenity or biodiversity of the surrounding area.
- In locating and designing development, account should also be taken of the impact of existing sources of noise or other pollution on the new development; and the impact of the new development on the viability of existing uses by reason of its sensitivity to noise or other pollution. The 'agent of change' Principle will be applied.
- Account should be taken of existing air pollution within the AQMA and include measures to mitigate its impact on future occupiers where possible and consistent with other policies of the development plan such as those on climate change and urban design.
- Any existing contamination of the land will be addressed by appropriate mitigation measures to ensure that the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area.
- Noise-sensitive development in locations likely to be affected by existing sources of noise such as busy roads and railway lines will be expected to provide an appropriate scheme of mitigation to ensure adequate levels of amenity for future occupiers.

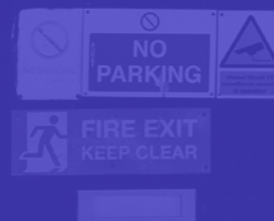


Artist's impression: not a detailed design

# 6.0 DELIVERY & IMPLEMENTATION

6.1 Delivery

6.2 Phasing



# 6.1 Delivery

## Policy overview

It is the role of local planning authorities in their decision-making capacity on planning applications to consider if unacceptable development could be made acceptable using conditions or planning obligations; planning obligations should only be used where it is not possible to address unacceptable impacts through a condition.

Planning obligations must meet all the following tests, and be:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

Bristol City Council's local planning policy requires development and infrastructure to be coordinated to ensure that growth in the city is supported by the provision of necessary infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy.

This includes securing contributions for development towards:

- Measures to directly mitigate its impact, either geographically or functionally, which will be secured using planning obligations.
- Infrastructure, facilities and services required to support growth, which will be secured through Community Infrastructure Levy.

The list of infrastructure, facilities and services to which development may contribute towards will be subject to a case-by-case assessment for each planning application. The council's Planning Obligations Supplementary Planning

Document (2012) provides detailed guidance on the range of matters that would form obligations within a s106 agreement. This includes items such as affordable housing, community facilities, education facilities, library facilities, cultural facilities, transport infrastructure, commuted payments for maintenance of facilities provided, sustainable transport improvements, and parks and green spaces improvements.

## Affordable housing

Delivering affordable housing is a priority for the city and the framework. For the framework to successfully enable regeneration and deliver much needed new homes and employment space, it must provide a structure which allows for financially viable developments. Regeneration is typically challenging in financial terms due to additional costs associated with delivery, such as new public realm, contaminated land remediation and new and improved walking and cycling infrastructure.

These challenges have been further exacerbated by the current economic environment in which build costs have increased significantly. While residential sales values have also increased, it is likely that they will not have increased sufficiently enough to enable the delivery of policy compliant affordable housing along with the wider regeneration costs.

The ability for plots within the first phase to deliver a policy compliant development with respect of affordable housing provision (30%) and associated infrastructure has been subject to viability testing. The viability testing has indicated that within the indicative time frame applied to the delivery of The first phase, development would be unable to deliver a policy compliant provision of affordable housing.

To reflect these factors, the level of affordable housing that can be delivered in the first phase

is likely to need to be reduced below the 30% required by current policy, to help kick-start regeneration, contribute to wider development costs and support viability. Bristol City Council propose to add Whitehouse Street to the existing Affordable Housing Practice Note (AHPN) "threshold" approach meaning that the council would not assess viability provided that applicants offered 20% affordable housing for the first phase of the redevelopment of Whitehouse Street. If developments in the first phase propose less than 20% affordable housing, applicants will need to submit a viability assessment as part of their planning applications, to be assessed by the council.

Future phases will be expected to be fully policy compliant, and on council owned plots, the council will seek to maximise affordable housing provision.

The council welcomes early discussions with applicants to explore how additional affordable housing can be delivered as part of the development, such as working in partnership with a registered provider with access to Homes England funding.

## Delivery

Each development will be expected to contribute, as appropriate, funds towards the provision of both strategic and local infrastructure as follows:

### Strategic infrastructure

The provision of strategic infrastructure that supports wider city growth is anticipated to be delivered through Community Infrastructure Levy (CIL) funding.

Possible strategic infrastructure improvements that may be required to benefit the Whitehouse Street Regeneration Area and the wider city include, but are not limited, to the following:

## Case study: Millbay Boulevard



Millbay Boulevard, Plymouth

Millbay Boulevard is a major new pedestrian and cycle priority route connection the regeneration area of Millbay to Plymouth City Centre. Development fronting the boulevard will be expected to provide active ground floor frontages.

The boulevard was forward funded by Plymouth City Council in order for the new route to be in place at the outset of the wider regeneration. Contributions towards this expenditure will then be sought from development in the regeneration area, in line with local policy.

In addition to the new pedestrian connection the boulevard includes street trees, rain gardens, surface water attenuation tanks and provision for a district heat network.

The boulevard aims to create a new setting for development in surrounding area, including apartments, employment, leisure and community space.

## 6.1 Delivery

- Improved cycling and walking route between Whitehouse Street and Bedminster Bridge.
- Strategic walking and cycling improvements from Bedminster Town Centre to St Luke's Road
- Potential improvements to Langton Street Bridge.
- Improvements to railway underbridges at St Luke's Road and Windmill Close.
- Potential future sustainable transport improvements to Bedminster Bridge
- Potential new bridge over the New Cut, should this be required as an alternative to Bedminster Bridge and Langton Street Bridge.

### Local infrastructure

Funding for improved and new local infrastructure and associated public realm improvements will be sought from proposed development within the Whitehouse Street Regeneration Area, where it is reasonable and necessary to do so. The funding will be secured as part of planning applications via s106 obligations and, where appropriate, delivery of highway works under s278 agreements.

Working with its partners, Bristol City Council will investigate funding from additional sources to assist in the delivery of new and improved local infrastructure, particularly when challenging development costs from individual proposals are identified. The types of new and improved infrastructure that will be sought is included on the Concept Highways Design and will include, but will not be limited to the following specific items:

- Public space at the Princess Street / Whitehouse Street junction.
- New east-west walking and cycle route with associated green infrastructure and street trees.
- Public realm improvements to Philip Street.

- Enhancements to public realm and green infrastructure across the core regeneration area.
- Enhancements to local play areas, such as the playground next to St Mary Redcliffe Primary School.
- Vehicle charging points and other infrastructure related to mobility hubs.
- Delivery of regeneration area wide public art strategy.
- Delivery of regeneration area wide travel plan.

In accordance with the tests for contributions and taking into account the location and scale of individual proposals and their likely impacts upon infrastructure, the local planning authority will determine, on a case-by-case basis, the proportion of funds to be secured from each planning application to mitigate, improve and provide new infrastructure.

### Infrastructure delivery

Bristol City Council will also pursue other sources of funding (such as central government or combined authority) to deliver strategic infrastructure in line with national and sub-regional policy objectives.

Increased population resulting from new development in the Whitehouse Street Regeneration Area and neighbouring regeneration areas may put pressure on the local services and facilities such schools and healthcare.

In the Whitehouse Street area there is currently primary school capacity to accommodate the likely increase in children resulting from the proposed regeneration. There are limited secondary school places in the area and this is being addressed in the short term through provision of temporary school space on plot 6, followed by the delivery of a new secondary school at Silverthorne Lane.

Bristol City Council will be liaising with the local NHS Integrated Care Board to inform them of planned growth in Bristol, to assist in planning future healthcare provision in Bristol.

### Temporary uses

Temporary or 'meanwhile' development is increasingly being used throughout many towns and cities to animate vacant and under-utilised urban areas, ahead of permanent regeneration. Bristol has successfully used this approach across many sites, including at the urban beach at Redcliffe Wharf, container uses Wapping Wharf, temporary uses at Temple Quarter Enterprise Zone Plot 3 and temporary urban agriculture on the former Bath Road Diesel Depot.

As the phased development occurs across the regeneration area, 'meanwhile' uses that can help animate and enliven the area will be supported, subject to compliance with the relevant licences and permissions, including the need to obtain planning permission, where required.

Any meanwhile uses proposed would need to ensure that they safeguard amenity and do not prejudice or harm business activity and trading both within and near the Whitehouse Street Regeneration Area i.e. Bedminster Town Centre.

Bristol City Council has identified plot 6 as a site for temporary secondary school space to provide additional school capacity ahead of a permanent new school at Silverthorne Lane. The council will work with Help Bristol's Homeless to find a new home for the shelter currently located on Spring Street.

Ahead of the construction of a permanent energy centre on plot 1b, a temporary energy centre is proposed for plot 8b.

Prior engagement with the council, stakeholders, and the community in respect of any proposed meanwhile uses is strongly encouraged.

### Case study: Blue House Yard



Blue House Yard is a temporary mixed use development of creative, retail and community space in the vacant car park of a council office building in Haringey.

The spaces are intended as stepping stone spaces for local businesses to grow and become established by providing small, low rent spaces with no up-front deposits and flexible terms. The development is managed by a social enterprise, Meanwhile Space CIC.

Many of the large industrial units in the Whitehouse Street area have car parks or yards that could be used for temporary development.

Meanwhile use on these sites can create a new cultural destination and could include the use of both inside and outdoor spaces for local small businesses, social enterprises or community facilities. Uses could also include 'pop-up' events such as promotional events, public art, festivals, markets, and leisure attractions.

There are also opportunities to make temporary use of existing buildings within the regeneration area on short leases that can provide cheap space for local businesses or community organisations and prevent neglect of the area ahead of regeneration.

## 6.2 Phasing

### Phasing

The phasing of the regeneration area will depend on individual landowners, businesses, leases and the wider residential and workplace property market. The likely extent of the first phase has been identified and includes plots 1, 2, 6, 7 and 8. Plots 2, 6 and 7 are planned to be residential-led mixed-use developments.

Plot 1 has been identified as an employment focused plot with an industrial intensification pilot scheme. This plot will be critical to the delivery of the employment strategy as it will allow the retention of dedicated light industrial or manufacturing space within the regeneration area. Delivering this plot early in the regeneration process will provide space for existing businesses who wish to remain within the regeneration area and the neighbouring Mead Street Regeneration Area.

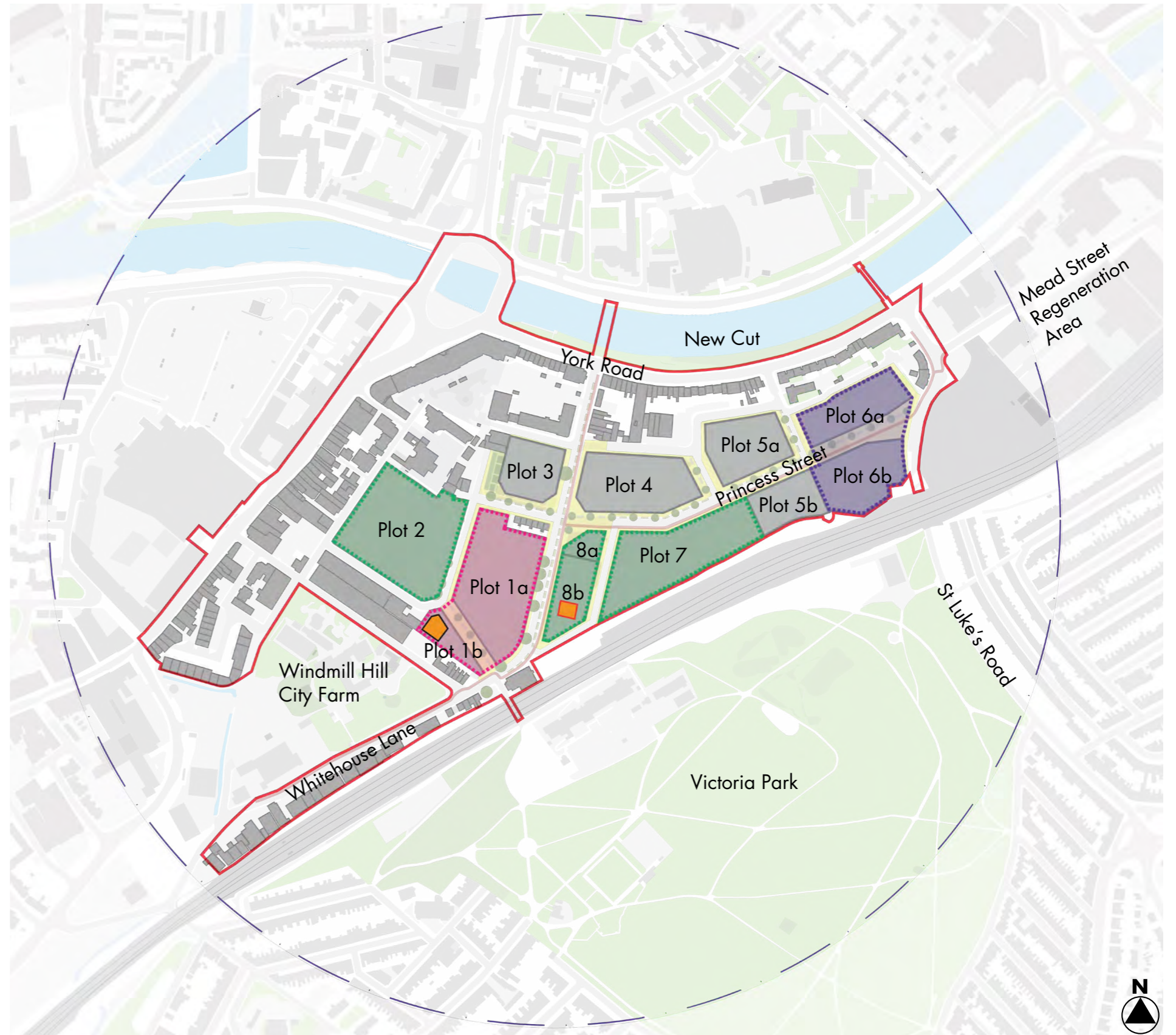
Plots 6a and 6b are planned as a residential-led mixed use development. However, in response to demand on secondary school places in the wider area these plots have been identified for an interim period as a location for temporary secondary school space ahead of the completion of the consented Silverthorne Lane secondary school.

Plots 3, 4, 5a and 5b are planned as residential-led mixed use redevelopment. The phasing identified does not prevent other plots of the regeneration area from coming forward earlier than that shown, or indeed, plots coming forward in a later phase to that currently identified. Each individual planning application should be supported by its own 'Delivery Plan Statement' that explains how the proposed development would be delivered on the plot.

The phasing of highway and public realm works will depend on the phasing of individual development plots and the needs of retained businesses.

#### KEY

- Phase 1: Industrial intensification
- Phase 1: Residential-led mixed use
- Phase 1: Temporary school
- Permanent energy centre
- Temporary energy centre



# 7.0 CONCLUSION

## Conclusion

Shaped by engagement from the wider community throughout the process, this framework sets out the vision for the regeneration of the area and the key principles which need to be considered when detailed designs for each plot are being developed. The framework will guide the delivery of a sustainable, resilient and genuinely mixed-use neighbourhood that will help Bristol respond to the challenges the city faces, and support the integration of new residents with the existing community.

The regeneration of the Whitehouse Street area has the potential to deliver:

- Around 2000 much needed new homes.
- Up to 15,000m<sup>2</sup> 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 facilities in Victoria Park.
- A new community space
- 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.

## Next steps

Following this 6 week period of public consultation the responses will be collated and the framework amended before issuing to Bristol City Council Cabinet for endorsement.



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