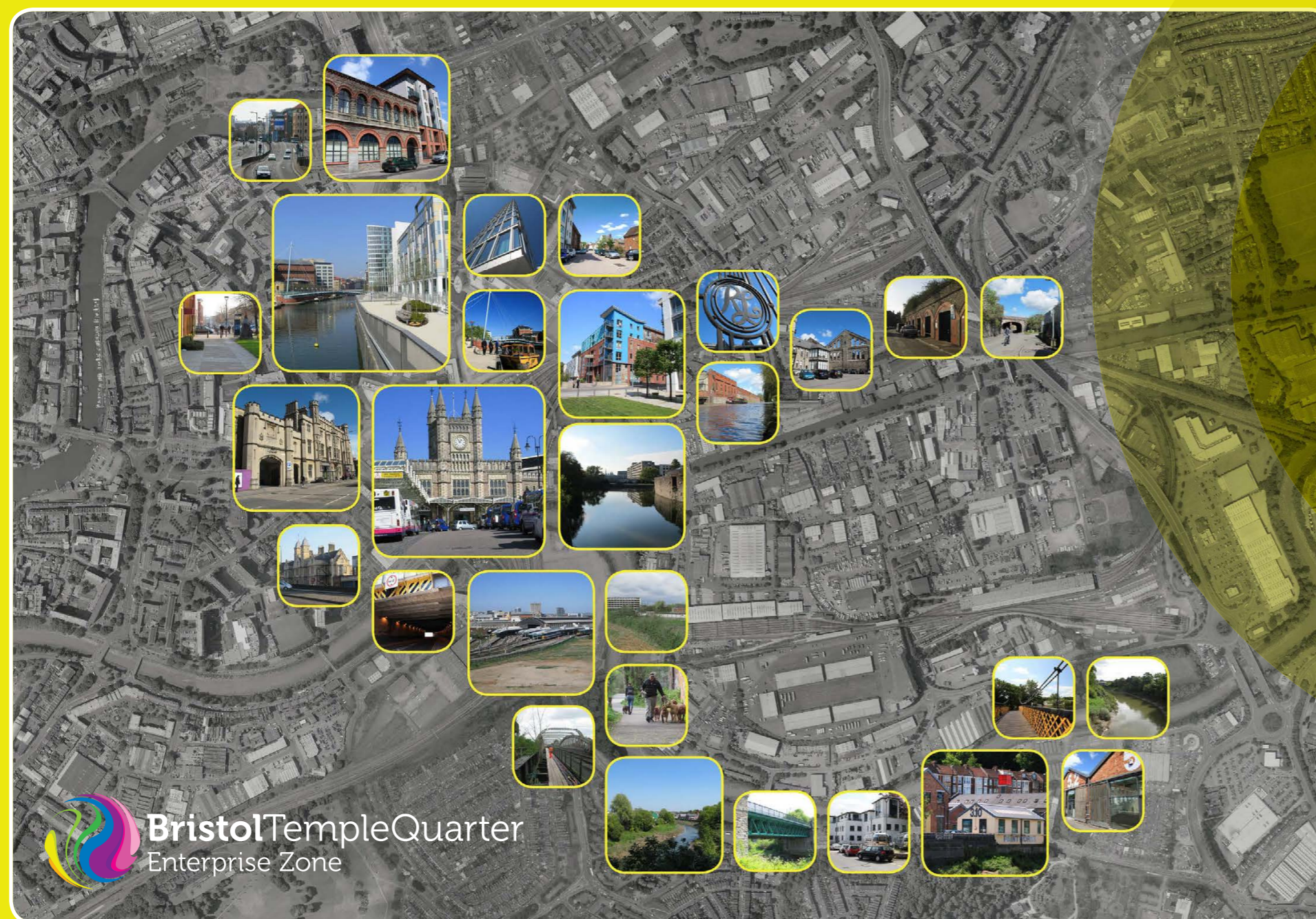


THE SPATIAL FRAMEWORK

OCTOBER 2016



SHAPING A NEW CITY QUARTER



CITY DESIGN
PLACE DIRECTORATE



CONTENTS

- **Preface** **Our ambition**
- **Section 1** **Introduction**
- **Section 2** **Existing context**
- **Section 3** **The Framework**
 - Placeshaping approach
 - Layer plans
 - Place plans
- **Section 4** **Scenario testing: key development projects**
- **Section 5** **Delivering quality places**

- **Appendices**
 - Appendix A: Planning policy extracts
 - Appendix B: Land in public ownership plan (core area)
 - Appendix C: Heritage assets and views plan
 - Appendix D: Design for flood risk and surfacewater management
 - Appendix E: Green infrastructure plan
 - Appendix F: Revolving infrastructure fund project location plan
 - Appendix G: Development quality standards
 - Appendix H: Promoting meanwhile uses
 - Appendix I: Suggested parking levels (employment uses)
 - Appendix J: Development quantums
 - Appendix J: Statement of Community Involvement (summary)

- **References**
- **Useful contacts**



PREFACE: OUR AMBITION





OUR PLACE AMBITION

Bristol Temple Quarter Enterprise Zone is a once in a generation opportunity to shape a new city quarter. Our ambition is to create a place that is welcoming to all – to live, work, enjoy leisure time and build on Bristol's strengths as a world class city. Temple Quarter will play a key part in growing Bristol as a more fair and equitable city that can benefit all communities; a city in which everyone has a stake and in which no one gets left behind.

Since 2012, 3000 people have come to work in the Enterprise Zone. Our target is 17000 jobs over the next 20 years. It's an ambitious target, but it's not the only one. We want our new urban quarter to provide a great waterside environment with a range of opportunities for everyone, be it access to jobs, housing, learning, visiting the new Bristol Arena and not least, making it easier for people to connect between the city centre, the station and surrounding communities. Fully developed, the Enterprise Zone has the potential to add a further £100 million a year to the city's economy.

We don't underestimate the scale of the task before us. The Council is working closely with its partners, Network Rail and the Homes and Communities Agency, to provide investment in infrastructure and new development opportunities to maximise those benefits.

A major challenge that we face together is a shared ambition to secure an improved, fit for purpose, 21st century station at Temple Meads. Electrification will bring faster and more frequent train services to London in the next few years, which is good news for our city as a global competitor. In creating a new transport hub, better connectivity also means better social integration with improved access to our surrounding neighbourhoods and the city beyond, with Temple Meads becoming a true gateway.

The 70 hectare Temple Quarter area has a rich mix of assets. We are keen to meet with potential investors, understand your needs, and have a chance to tell you all about our wonderful city. Bristol can provide an enviable quality of life, and a vibrant and talented workforce, and Enterprise Zone status brings with it numerous incentives to invest in Temple Quarter.

The Spatial Framework presents a shared vision for the sort of place we would like Temple Quarter to become. We've taken the opportunity to consult with many people and groups over the last year to test our ideas and seek your views.

The intention is that it should be a living document which is periodically updated so it remains relevant as the area changes as new challenges and opportunities emerge. The Spatial Framework provides a tool to guide and shape the physical layout of development, the land use mix, and the public realm. It shows how people will move about the area in the future, and how the area might look.

Creating a sustainable and flourishing new urban quarter for Bristol is at the heart of our vision.



Marvin Rees
Bristol Mayor

Section 1

INTRODUCTION

1



Introduction

The Enterprise Zone

Bristol's city centre is the economic driver for Bristol and the wider region. At the eastern edge of the city centre, Temple Meads mainline railway station marks the transition between the city's modern commercial heart and its inner city industrial past. Around the station stand empty or derelict sites awaiting economic revitalisation. Beyond to the east and south, are historic stone industrial buildings and post-war sheds, ripe for reinvention. This is the area that has been designated as Bristol Temple Quarter Enterprise Zone.

The zone comprises of 70 hectares of land which, with employment-led regeneration, is estimated could accommodate up to 17,000 jobs over the next 25 years. With the business rate discounts enabled by Enterprise Zone designation and simplified planning processes to provide certainty as an impetus to investment, the aim is to achieve 4,000 new jobs within the first 5 years. The zone will have a particular focus on attracting creative, digital and high-tech businesses, building on the world-class reputation Bristol has in these sectors. High speed, pervasive digital connectivity will be a central feature of the zone, aided by government incentives to roll out 'Superfast Broadband' to the area.

Bristol Arena, a new, world-class 12,000 capacity entertainment venue, will be a catalyst for development in the Zone, creating jobs and a vibrant new quarter for the city.

Development in the Zone will have the highest

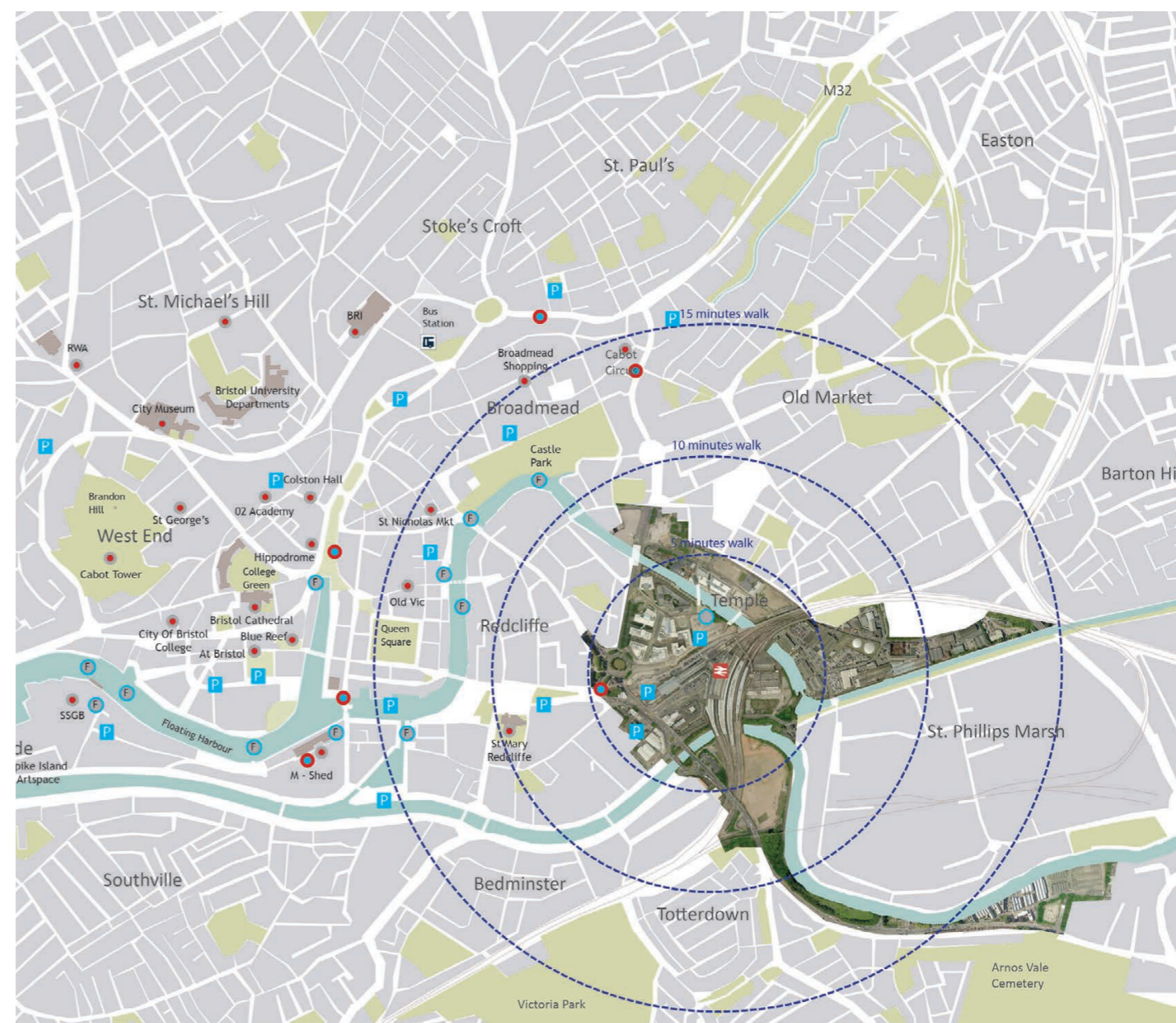
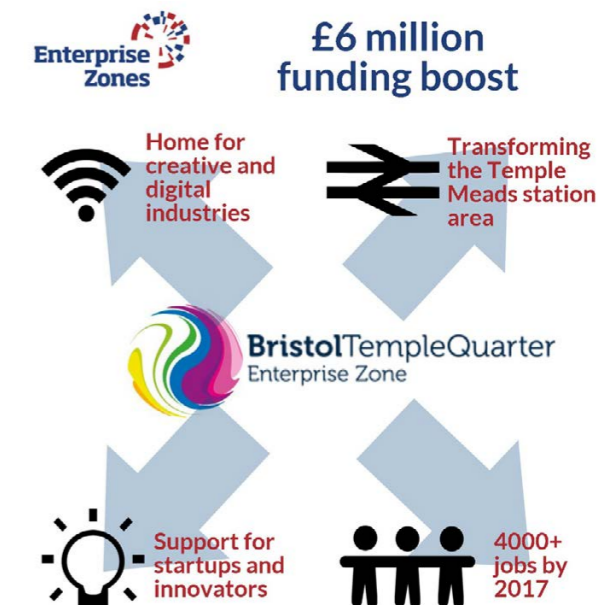
possible design credentials, as befits a 'European Green Capital', with new and existing businesses having the opportunity to connect to a BCC provided heat network generating low-cost, low-carbon heating across the EZ.

Temple Meads station will be transformed into a 21st century transport interchange, incorporating Metrobus as well as conventional buses, taxis, ferries and private cars – a fitting gateway to the Enterprise Zone and the rest of the city. Pedestrian and cycle connections will be more direct, attractive and safe with new public realm providing a greatly enhanced user experience.

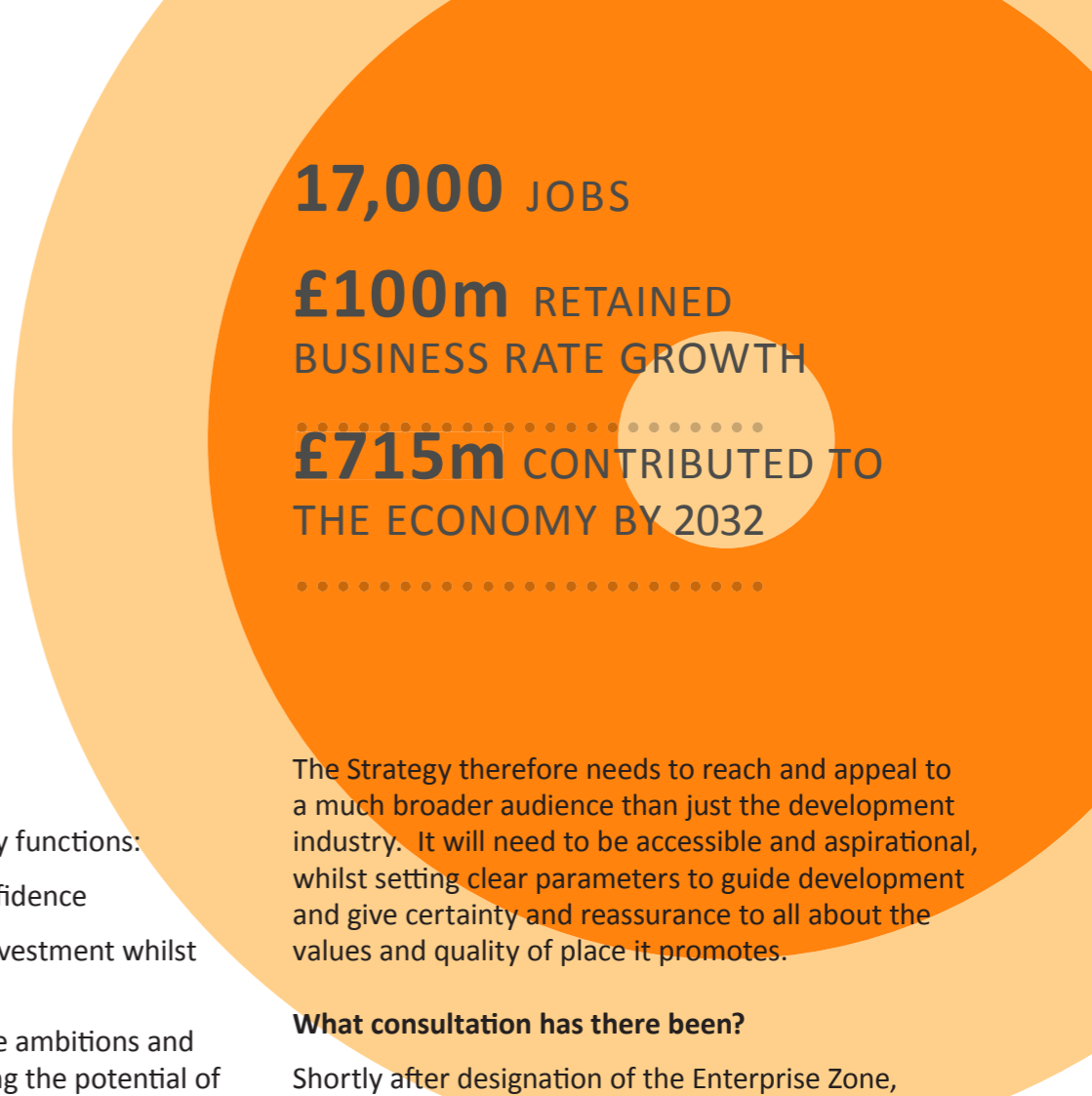
Temple Quarter is one of Bristol's most significant housing opportunities. New homes will accommodate a new residential population of around 4000 people. This will ensure that the area becomes a genuine mixed-use quarter, that is populated throughout the week - day and night.

Successes to date (since EZ designation in 2012)

- 3000 new jobs located in the EZ in over 110 businesses
- £1.2million retained business rate growth
- Key developments: Glass Wharf, Temple Studios, Paintworks, Engine Shed
- Planning permission secured for Bristol Arena
- Bristol City Council acquisition of the Former Royal Mail Sorting Depot
- Work commenced on £21m infrastructure improvements, including significant pedestrian and cycling improvements at Temple Gate



Introduction



The Spatial Framework

This Spatial Framework promotes an integrated place-making approach that puts sustainable urban design at its core. It gives form to the vision developed by stakeholder communities, to help promote the area and build investor confidence.

It illustrates the opportunity that exists to create a mixed use and walkable city quarter with a thriving and distinctive business emphasis, complemented by a broad-based residential community with bars, restaurants and cafes providing street animation throughout the day.

The approach promotes the reconnection, re-shaping and re-positioning of Temple Quarter, building on adopted statutory planning policy and major transport and public infrastructure initiatives.

The Bristol Central Area Plan (adopted March 2015) provides the planning policy context to Temple Quarter. Policy BCAP35 sets out a wide range of appropriate uses and the role of the Spatial Framework in delivering the vision for Temple Quarter (Appendix A).

What is this Framework?

The Spatial Framework is a non-statutory planning document for developers and other stakeholders. The document sets out how key urban design principles, reflecting the City’s ambitions for the Zone, should be incorporated in new development.

The Spatial Framework is not a masterplan. A masterplan for the whole Enterprise Zone (EZ) would be inappropriate at this stage because:

- the EZ is too large, too extended and diverse in character;
- the timescales are too long;
- land ownership patterns are too fragmented and there is insufficient majority control over land across the EZ; and
- there are too many significant variables still at play.

The Spatial Framework may be regarded as the stage before a masterplan, and as such it:

- is an interpretation of the vision for the EZ and a statement of its aims and objectives;
- sets the strategic context for masterplans and briefs for discrete areas within the EZ;
- can have a more promotional and inspirational role;
- can be used as a testbed for ideas;
- will be more flexible over the extended time period, and will be easier to change to accommodate shifts in culture, economic models and demand through the life of the EZ;
- will not be a statutory document but, adopted by the Local Enterprise Partnership (LEP) and ratified by Cabinet, it will be a material consideration in determining planning applications;
- will endow its principles to the statutory Local Plan; and it
- has informed the financial model for the attraction of funding for key infrastructure projects.

Purpose of the Spatial Framework

The Spatial Framework has four key functions:

1. To simplify, direct and give confidence
2. To co-ordinate and integrate investment whilst remaining robust and flexible
3. To promote and inspire, to raise ambitions and engage stakeholders in revealing the potential of key sites for bold and imaginative transformation
4. To shape a distinctive and high quality network of streets, spaces and mixed-use development, harnessing the value of a unique historic environment. Providing a resilient and adaptable low carbon and sustainable environment connected to a 21st century transport interchange by pedestrian and cycle routes and public transport services.

Who is the audience?

The overarching purpose of the Spatial Framework is to provide guidance to development. Its main audience therefore, will be the development industry. However, investors in the area will not be confined to large financial institutions, nor even to the wider development industry – site owners, developers, agents, contractors etc. Investors will also include business occupiers, from sole traders upwards, their employees and customers, residents and other users of the zone – including surrounding communities. All will invest something and will be stakeholders in the Zone.

The Strategy therefore needs to reach and appeal to a much broader audience than just the development industry. It will need to be accessible and aspirational, whilst setting clear parameters to guide development and give certainty and reassurance to all about the values and quality of place it promotes.

What consultation has there been?

Shortly after designation of the Enterprise Zone, the Local Enterprise Partnership staged a day-long ‘Visioning’ event at the Old Passenger Shed, Temple Meads. Approximately 200 stakeholders with various backgrounds and interests participated in this event.

Several times in the last four years, stakeholders have been invited back to further shape the vision for the area. Events have provided an opportunity for the Local Enterprise Partnership, Bristol City Council, the Homes and Communities Agency and Network Rail to share their emerging thinking, including that on the Spatial Framework. A dedicated website has provided further opportunities for engagement.

A formal six week consultation on the Spatial Framework took place between 3rd March and 14th April 2016. Details of the consultation can be found in an accompanying Statement of Community Involvement which is summarised in Appendix K. Consultation feedback from this and related consultation processes for Bristol Arena, Temple Gate and Temple Greenways, has informed the further development of the document.

Introduction

Contents and structure

This document builds a picture of the ambitions and aspirations for Temple Quarter. The report is written from an urban design and place making perspective; it therefore gives priority to issues and observations directly relevant to that discipline.

It takes the reader through an exploration of the context which has informed a series of spatial concepts, that have informed the preparation of the Framework. Using the guidance contained in the Framework, development scenarios are explored for a number of the key sites. Finally, the document sets out our expectation as to how the spatial framework will be delivered, providing a handy checklist to help future investors to successfully navigate the planning process.

Section 1 – Introduction - key drivers that will shape the Enterprise Zone - steps being taken to simplify the planning process for investors and developers - what the Spatial Framework is – and what it is not – and what its main purpose is.

Section 2 – Existing Context - analysis of the baseline facts - physical, economic and social information - the 'Inherited Environment' - key issues affecting the Zone – planning context, existing consents, opportunity sites, policy - Temple Meads interchange - summary of challenges and opportunities.

Section 3 – The Framework - a liveable urban quarter by design - placeshaping approach - plan guidance

- Development layout
- Development form - height, scale and massing
- Land use
- Environmental design and construction
- New and enhanced public spaces
- Pedestrian route improvements
- Quayside walkways and bridges
- Cycle route improvements
- Public transport and station improvements
- Changes to highway access
- Wayfinding

Section 4 - Scenario testing: key development projects - visualising the Spatial Framework using the 3D model and artist impressions

Section 5 – Delivering quality places - phasing of development and infrastructure - partnership working - major schemes service - expanding the Enterprise Zone (EZ).

Status of the Spatial Framework

Following adoption by Bristol City Council (Cabinet, October 2016), the Spatial Framework is a material consideration for use in determining planning applications in the EZ.

The Spatial Framework will be a living document that is periodically refreshed to encapsulate emerging thinking and design development; it must be a flexible document which forms the basis of a continued dialogue with stakeholders. The 2016 version is the 'best effort' to encapsulate current thinking. A later iteration will need to reflect upon and incorporate the anticipated masterplan for Temple Meads Station.

The following companion documents have been prepared alongside this Spatial Framework and also have material weight in the planning process:

- **TQEZ Making People-friendly Streets and Spaces - A Public Realm Guide** (Bristol City Council, 2016). This sets out the vision for the public realm in the BTQEZ and the qualities it must achieve.
- **Sustainable Urban Mobility Plan** (Bristol City Council, 2016)

HOME TO SETSQUARED

EUROPE'S No.1

UNIVERSITY BUSINESS
INCUBATOR

HOME TO ENGINE SHED

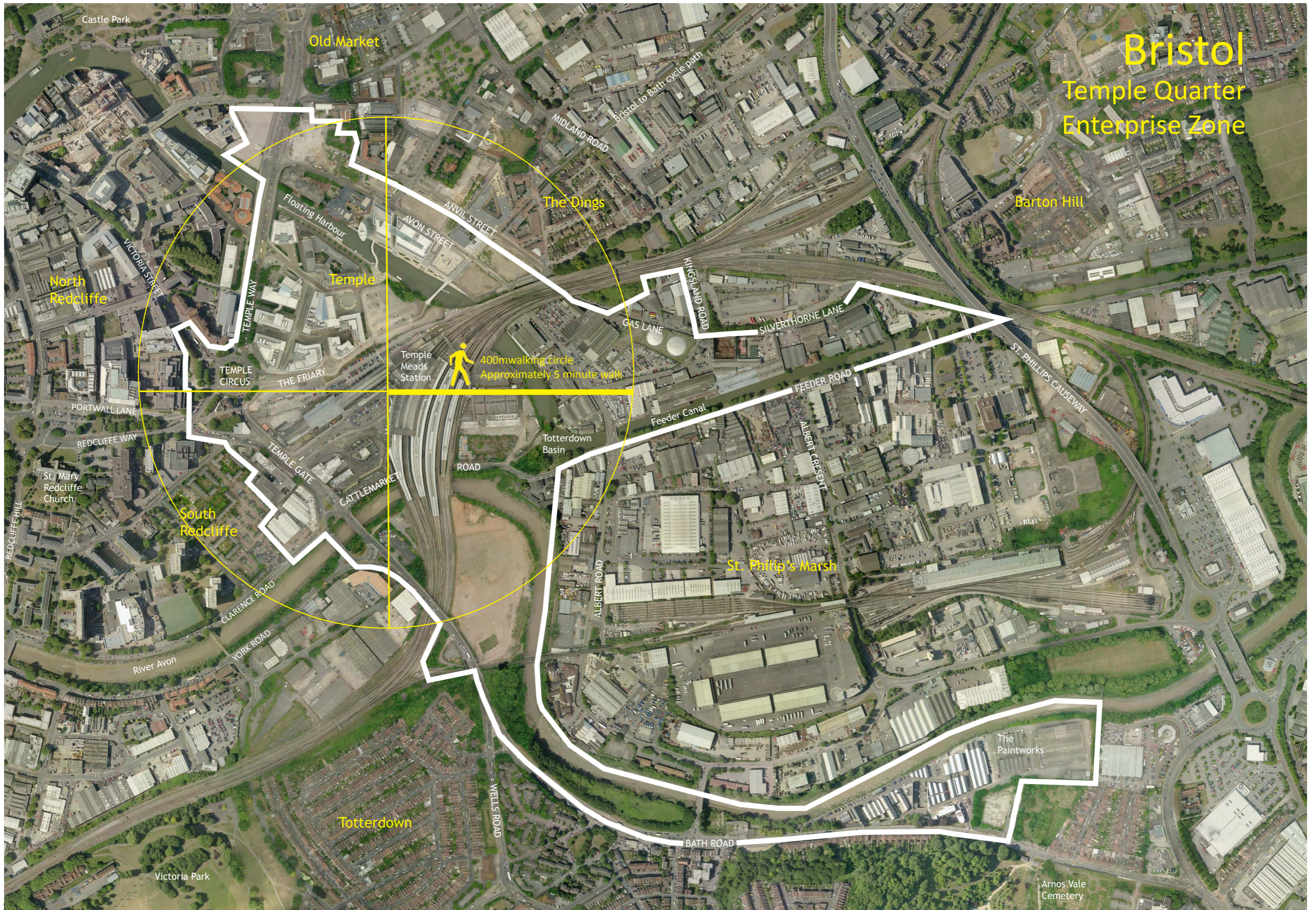
£8M CONTRIBUTED TO
THE ECONOMY IN ITS FIRST
YEAR

EXISTING
CONTEXT

2



Bristol Temple Quarter Enterprise Zone



400m walking Circle
Approximately 5 minute walk

Planning Policy and Guidance

Geographical location

The Enterprise Zone lies on the eastern edge of the city centre with a core area around the Temple Meads mainline railway station. It has two separate extensions eastwards; into industrial areas along the north side of the Feeder Canal and along the south bank of the River Avon. The total area of the Zone is 70 hectares.

The area is bounded, contained and divided by major highways, the main railway line through Temple Meads and the two key waterways – the River Avon and the Floating Harbour.

Planning Policy background

The Temple Quarter Enterprise Zone presents a unique opportunity to kick start development in a key part of Bristol city centre. Planning will support and play its part in creating a vibrant and sustainable quarter through a simplified and enhanced planning process, supported by policy and the Spatial Framework. Indeed, Enterprise Zone designation requires this simplified planning process, to create certainty around the planning process, the timescale required to achieve planning consent, the parameters around amount and type of development, the additional costs of development and the extent of other complementary investment.

It is important to emphasise that simplified planning does not mean ‘no planning’. Indeed, using Local Development Orders to broaden permitted development rights or give advance consent for certain

types of development will require processes similar to, but broader in scope and more rigorous than, the current planning process. It is also important to stress, that simplified planning is dependent upon early and open engagement with the planning authority – in particular when Spatial Framework principles are being translated into masterplans and design proposals.

Whatever form the simplified planning measures take, they have to be in compliance with existing statutory planning policy, which is currently provided through the Bristol Local Plan. Key documents relevant to the Enterprise Zone are:

- The Core Strategy – adopted June 2011
- The Bristol Central Area Plan – adopted March 2015
- The Site Allocations and Development Management Policies - adopted July 2014
- The Public Realm and Movement Framework: Bristol City Centre – consultation draft March 2012
- Statement of Community Involvement - adopted 2015

The Core Strategy sets the strategic context for planning policy across the city. The Enterprise Zone lies at the eastern edge of the City Centre. Although the Core Strategy was adopted before designation of the Enterprise Zone, the plan did recognise the need to incorporate the Silverthorne Lane area into the city centre. However, the section of Avon Riverside to the east of the Diesel Depot, including the Paintworks, was not incorporated. Policy BCS2 sets out the strategic objectives for development in the city centre.

The Bristol Central Area Plan (BCAP) contains more detailed policies for an area slightly larger than the city centre as designated by the Core Strategy. This is in recognition of the eastward expansion of city centre activities and operations along principal movement corridors and into Silverthorne Lane, as well as the need to re-connect the communities between these corridors with each other and with the city centre. However, BCAP does not cover the EZ area along the River Avon to the east of the Diesel Depot.

BCAP identifies a number of distinctive neighbourhoods. The Enterprise Zone is within the Temple Quarter Neighbourhood and Policy BCAP35 relates specifically to this area. It states that the layout, form and mix of uses should contribute to delivering the vision for Bristol Temple Quarter and, in doing so, have regard to the Spatial Framework for Bristol Temple Quarter. Ultimately BCAP will provide the policy content and the Spatial Framework the more detailed spatial planning guidance.

The Site Allocations and Development Management Policies will perform the same function as BCAP, also covering the Avon Riverside area east of the Diesel Depot.

Other non-statutory documents which will inform the Spatial Framework and its integration and connection with the city centre, are the Public Realm and Movement Framework (2012) and the Sustainable Urban Mobility Plan (2015). Both documents take their strategic policy strength from the Local Plan and the Joint Local Transport Plan (JLTP3), and set out a proposed programme of interventions in city centre movement and public realm projects.

The Spatial Framework for Bristol Temple Quarter will provide a planning and design framework that seeks to deliver the vision for the area. The framework seeks to guide and shape an urban structure that will promote and inspire enterprise and innovation, with a particular focus on the co-ordination of investment in infrastructure, the layout of development, connections through the area and the design of the public realm.

Bristol Central Area Plan
(Bristol City Council, 2015)

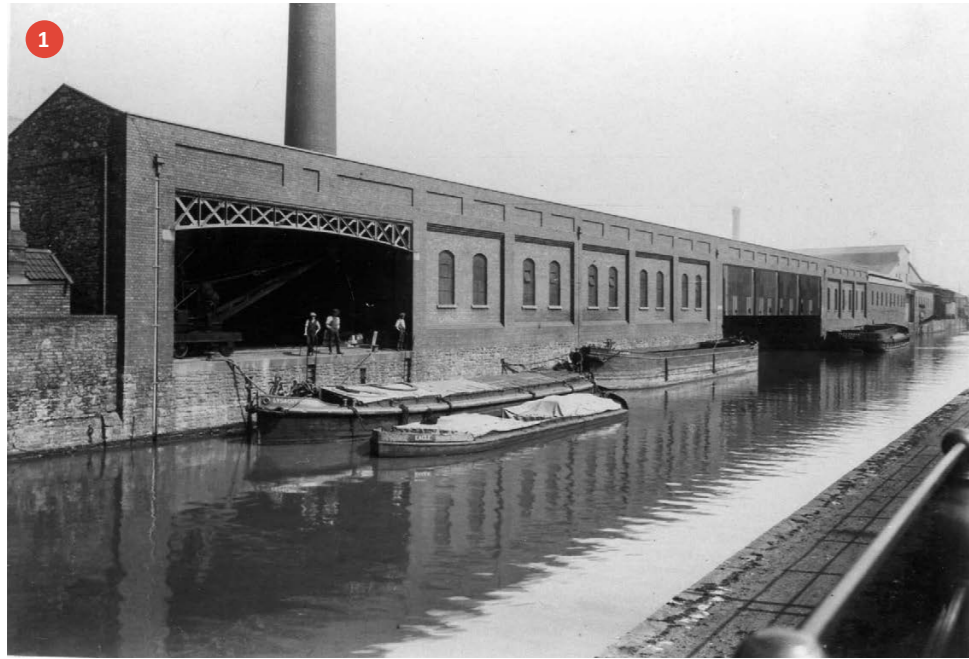
It should be noted that the guidance contained within this document is without prejudice to consideration of any formal future development proposals by the council as Local Planning Authority.

Contextual studies

To gain a more complete understanding of the context for future development of the Zone, a series of thematic studies have been produced. These will also be available to assist potential developers by enabling them to start consideration of their investment options from a more informed basis:

- Transport report
- Heritage assessment
- Urban design analysis
- Sustainability study
- Services and utilities infrastructure
- Flood risk
- Ecology

Although the area of the designated Enterprise Zone has not been looked at as a whole before, a number of key sites do have a more recent planning history. There have been previous studies of the Temple Quay and Temple Quay North areas; the former Post Office site has an existing planning consent which was backed up by appropriate contextual and impact studies; and the Diesel Depot has been the subject of feasibility studies for an Arena back in the mid 2000s.



- 1 The Feeder Canal, 1920
- 2 Temple Meads, early 1940s, before the loss of the tower as a result of a bombing raid in the Second World War
- 3 Temple Meads area 1880 and 2012
- 4 The Temple Quarter area viewed from the south in 1920 with the Diesel Depot in the foreground
- 5 Temple Quarter in the early 1990s before the Bristol Development Corporation commenced building Temple Quay

Historic development: an overview

The inherited environment

Until the end of the 18th century the area, which lies outside the section of the medieval city wall called The Portwall, was mostly low-lying water meadow in the floodplain of the River Avon. At the start of the 19th century the Floating Harbour and subsequent diversion of the tidal river was created. Alongside this industrial activity to the east expanded which was more easily serviced from the non-tidal harbour.

In the mid 19th century, the arrival of the railway transformed the landscape further, with viaduct and embanked tracks cutting across the river floodplain.

Two new terminal stations for the Great Western Railway and the Bristol & Exeter Railway took over Temple Meads, making the newly established Cattle Market to the east entirely surrounded by railway, river and harbour. Meanwhile heavy industry and gas production extended further east along the harbour.

Brunel's initial station concept included a dock basin on land to the north. However, this was filled in and replaced by a larger goods handling depot and branch lines to the west serving areas of the harbour more accessible to larger ships. The two termini became one through station with the construction of the Digby Wyatt Joint Station. The railway extended onto land to the south of the river where the New Cut joined the original course of the Avon, with further tracks and engine sheds – what is now the Diesel Depot site.

In the 1950s the post-war reconstruction and programmes of road-building brought further transformation. The Floating Harbour had almost ceased its role as a commercial port and much harbour-related industry and warehousing became redundant. This led to the decline of rail freight traffic generated by the port, with goods depots at Temple Meads and elsewhere in the city closing or becoming road transport-focussed. The only major remaining distribution function was the Royal Mail sorting office on the former Cattle Market site, which was at the time still dependent on connections with the railway network. This survived a further 30 years or so before moving to the new depot at Filton.

Over the latter half of the 20th century, former industrial processes and the gas works on St Phillips Marsh to the east also closed. Some buildings were cleared and replaced by large storage buildings. In other places small-scale industries such as scrap metal recycling continue to operate.

With the exception of the land inside the Portwall, which is now the site of the Temple Quay development, the historic road pattern within the Enterprise Zone is largely intact. However, there have been significant changes of use and built form. The Cattle Market on the east side of the station has now gone and the Post Office sorting depot is a derelict shell. Along the north shore of the harbour (now known as Temple Quay North), the glass works and tar distilleries have given way to new office, residential and hotel developments, with many sites cleared but remaining undeveloped.

The former railway yards on the Diesel Depot site were cleared in anticipation of development and have accommodated a 'meanwhile use' – polytunnels growing salads for local restaurants. Along the south bank of the Avon, between it and the Bath Road, a terrace of houses was cleared in the 1960s for a highway scheme that never came to fruition, leaving natural vegetation to take over.

Despite the changes in the function of the area since the war, significant heritage assets still define the character of the Zone and these include a number of listed structures – in particular the Grade I and II* Temple Meads station complex. The station was recently the subject of a bid for World Heritage status along with the rest of the Great Western Railway line from London and Brunel's other works in Bristol.

The landscape of the Zone has been transformed from semi-agricultural to industrial urban over the past 200 years, but the topography has remained largely unaltered. The Totterdown hills to the south, into which the river has carved a steep escarpment, still provide a commanding view across the floodplain and over the station buildings to the north.

The waterways themselves divide the Enterprise Zone into distinct compartments, and provide the basis of the only significant remaining natural habitat in the Zone. The River Avon and the Feeder Canal are both designated Sites of Nature Conservation Interest. Throughout the industrialisation of the area, these watercourses were severely compromised by

pollution, but more recent decline in the industrial manufacturing and increasing environmental protection has seen significant improvements in the quality of the natural environment and the range of habitats. Of particular note and subject to wildlife protection are bats and otters, both of which use the waterways as habitat and foraging corridors.

To date, the relative isolation of parts of the Enterprise Zone area, including long term derelict sites and older, un-modernised buildings has contributed to the success of some species.

Useful related document:

Temple Quarter Enterprise Zone Heritage Assessment

(Bristol City Council, 2013).

This document highlights the historic legacy of the zone and the opportunity this context represents.

Temple Meads heritage assets and significance

Designated heritage assets (above ground)

The primary heritage assets within the Temple Meads character area are the listed structures of the station and associated Bristol and Exeter Office building. These buildings and associated historic features in the public realm create a strong visual historic character relating to a significant railway heritage. The listed Grade I Old Station is the oldest surviving railway terminus building in the world and retains many important historic features both internally and externally.

The significant features associated with the principle listed structures that should be treated as part of the significant railway landscape include:

- The station ramp **1**, parts of which date to the earliest phase of station development as indicated in previous studies (Baxter, 2005, Urban Initiatives, 2005).
- All undercroft archways (fig.12.6), the majority of which date to the earliest phase of the station. Even the later elements relate to the 1930s extension and are part of the station evolution. These significant archways include the station approaches across the Floating Harbour, Avon Street and St Philip’s Marsh and retain elements of early fabric.
- Clock Tower Yard **2**, many elements of historic fabric survive in this area including granite kerbs, paving, cobbles and horse trough. The original underpass beneath the train shed also contributes to the historic character of the site.

- The remains of the tramway terminus **3** between the train shed and the ramp, primarily the former tram tracks that survive on both sides of the railway men’s club and are likely to survive beneath the club structure.
- The retaining wall to the north of the station **4**. This wall retains elements of the original Goods Shed and defines the two levels of the original railway landscape, the sidings at the station level that were later extended for the Bristol Harbour Railway in the 1860s and the lower level of the Goods Shed.

Above ground designated heritage assets

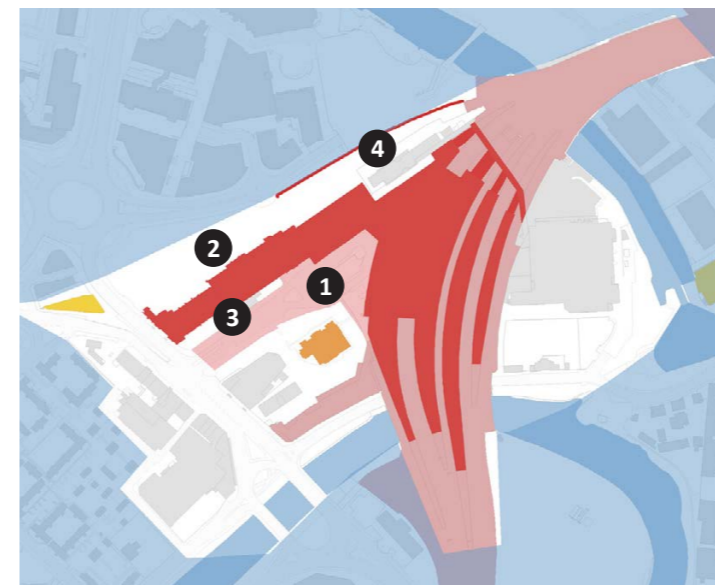
- Listed Grade I
- Additional structural elements of the Listed Grade I station
- Listed Grade II*
- Listed Grade II

Building ages

- | | |
|--------|---------------|
| ■ 1841 | ■ 1900 |
| ■ 1852 | ■ 1930s |
| ■ 1874 | ■ 1960s - 70s |
| ■ 1878 | |



1885 Ordnance Survey plan with existing roads overlain.



Above ground designated heritage assets



Building ages



- 1 Aerial view of the existing Temple Meads complex prior to the demolition of the conveyor and Herbert House. *
- 2 View beneath the 1878 main shed.
- 3 Cramped passenger circulation Platform 3.
- 4 View of Station Approach to the main entrance.
- 5 Taxi, bus, coach and passenger drop off are all accommodated on the ramp currently.
- 6 View of Bristol and Exeter House from Temple Studios



Significance of historic waterways

The harbour covers an area of 70 acres (28.3 ha). It has existed since the 13th century. However it was developed into its current form in the early 19th century by installing lock gates on a tidal stretch of the River Avon in the centre of the city and providing a tidal by-pass for the river. It is often called the Floating Harbour as the water level remains constant and it is not affected by the state of the tide on the river.

Since the early 1970s the historic harbour has gone from a dying commercial port, to a thriving leisure waterway, a heritage asset and a visitor attraction of international renown. It has also become a place to live. It is still open to, and navigable by, sea-going vessels – as well as being connected to the inland waterway system and, via the Kennet and Avon Canal, ultimately to London.

A harbour with this degree of connectivity and water access, located in the heart of a city, is a massive asset for the city. The historic harbour has been regularly rated in visitor surveys as the most significant attractor to the city. The distinctiveness and quality of the regenerated harbour gives Bristol a distinct competitive advantage over other waterfront cities.

Temple Quarter forms the eastern gateway into Bristol's historic harbour and represents a significant opportunity to further develop this attraction. There is almost 1km of waterways within Temple Quarter. Much of this waterfront is currently inaccessible. The Feeder Canal, Floating Harbour and River Avon all converge at Totterdown Basin, a little-known backwater at the heart of the enterprise zone. This has the potential to become a significant destination.



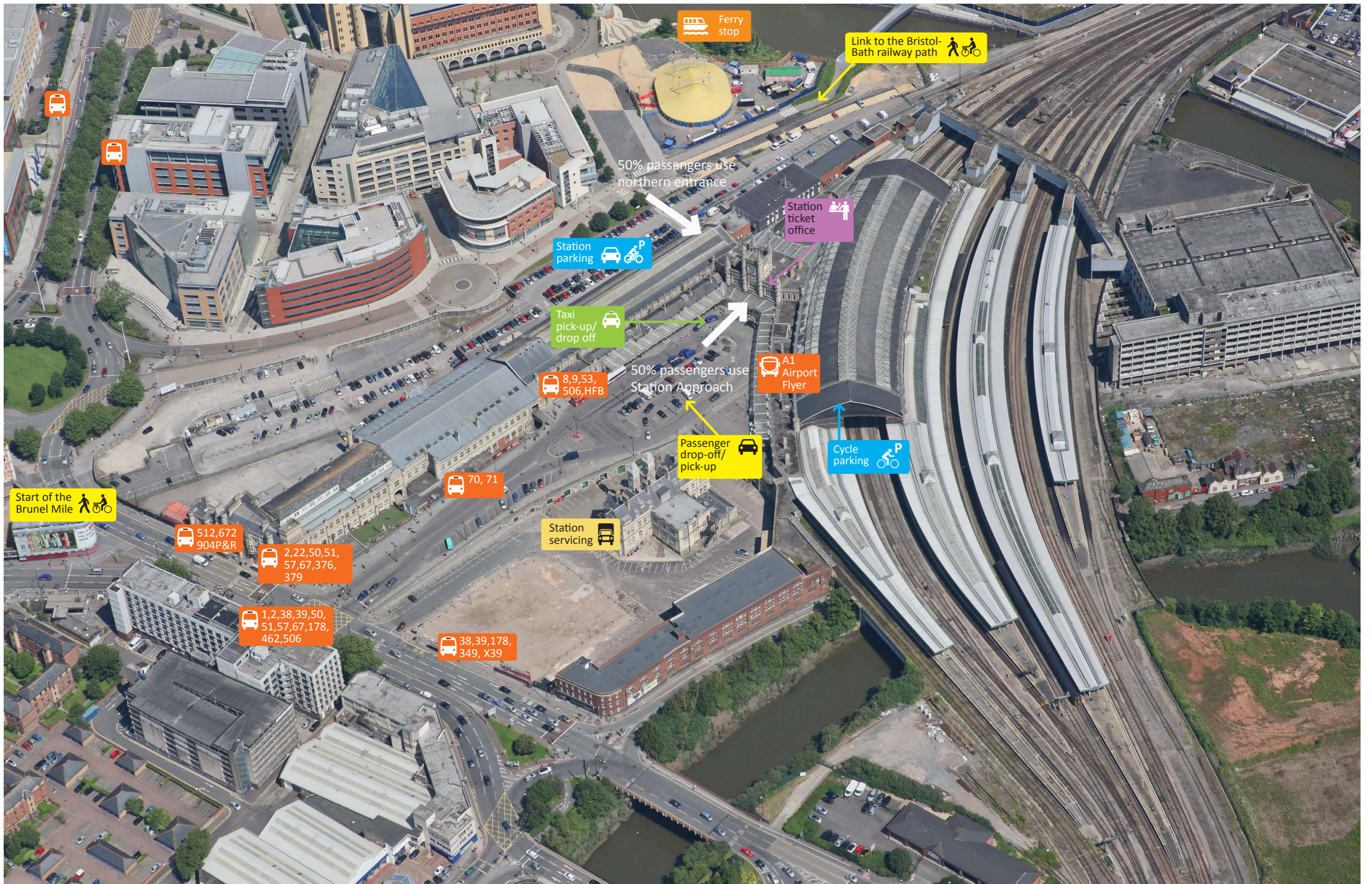
Section 2. Existing context

- 1 View from Cumberland Basin
- 2 View to Clifton Woods from Marina
- 3 Underfall Yard
- 4 View from Hotwells Road
- 5 View to SS Great Britain
- 6 Narrow Quay

- 7 Bristol Harbour Festival, view to Alnolfini
- 8 View from Waterfront to MShed
- 9 Wapping Wharf
- 10 Arnolfini
- 11 View to Waterfront
- 12 Former Courage Brewery, North Redcliffe

- 13 Welshback, North Redcliffe
- 14 Temple Quay Ferry Landing Stop
- 15 Totterdown Basin
- 16 Feeder Canal
- 17 River Avon, view to the site for Bristol Arena





Temple Meads interchange - how it works today

Moving around and getting to the Zone

The Zone is bounded on two sides by Temple Way, Temple Gate and Bath Road. Access into and across the Zone is restricted by bridge crossings, railway overbridges and limited connection points to major highways. The Transport Report established that the transport network is operating very close to capacity during the day and couldn't cope with the additional load generated by 17,000 jobs in the Zone (estimated at 8,000 to 9,000 extra trips), plus whatever other increases occur in movements through the Zone. Therefore greater emphasis needs to be placed on walking, cycling and public transport in the planning of development. The Sustainable Urban Mobility Plan for Temple Quarter has a target of reducing, re-modelling, re-timing and re-routing 15% of travel over the 2015-2020 period.

Temple Meads railway station is the key interchange focus for the Zone with 21 bus services passing within 250m of the station entrance. Of these only 8 drop off and pick up on the station ramp. In addition to the cluster of stops around the railway station, there are two further bus hubs at Old Market and Redcliffe Hill within reasonable walking distance (800 – 1000m) for commuters. Metrobus (previously know as bus rapid transit) will also pass within 250m of the station entrance.

Network Rail estimate that with the InterCity Express and electrification projects, MetroWest and planned station enhancements, Temple Meads will be handling 40% more passengers in 10 years (currently 9 million per annum). With buses, private cars and taxis currently accessing the station via the ramp from Temple Gate the re-configuration of station access

points will be critical to its future success as a 21st century interchange and gateway to the city.

The pedestrian environment to and around the Zone is severely compromised by the levels of vehicle traffic on nearly all routes. The pedestrian experience is further diminished by narrow pavements, poor crossing facilities and low quality development along pedestrian routes. Road, rail and water infrastructure create significant barriers to convenient and direct pedestrian movement. Cyclists too are disadvantaged and forced into conflict, with vehicle traffic. Pedestrian safety and security is also an issue over much of the Zone, particularly away from major highways, as many routes lack natural surveillance and are poorly lit.

Pedestrians and then cyclists should have priority consideration over other transport modes in the design of the public realm and connectivity in development proposals. The major development projects highlighted in this document will provide opportunities for significant enhancements to the pedestrian environment and connections into the Zone, including routes through the Temple Meads railway station complex and across the former Post Office (PO) sorting office, through to the site for Bristol Arena.

Temple Meads interchange

Network Rail (NR) have prepared an initial masterplan for the station and immediate surroundings, with the ambitious aim of transforming the interchange and accommodating upgrades to the rail network, including electrification of the London line. What is proposed is an infrastructure project of national significance.

Currently works are unfunded and costed at £300m. Analysis by KPMG for the Council projected that investment of this nature at Temple Meads Station could deliver £110-£300m worth of productivity improvements to the UK economy per annum. The next stage of this critical work will need to be informed by and integrated within the Spatial Framework.

Key issues to be resolved include:

- the extent and more detailed nature of any potential physical interventions and their impact on the historic fabric of the station complex;
- the location and amount of car parking for rail users;
- the extent and nature of connections to onward transport modes, including Metrobus, and their interaction with the station;
- access and circulation of passengers and other station users into, around and through the station, already complex but made more so by the potential re-introduction of operational platforms into the Old Passenger Shed;
- enhancement of the user experience through provision of a wider range of services, including more retail, bars, restaurants etc; and
- provision of wayfinding and information infrastructure to support the above and interface with the Legible City project.



Useful related document:

Temple Quarter Sustainable Urban Mobility Plan (Bristol City Council, 2015).

This brings together all the access and movement plans for the area over the 2015-20 period

Understanding the context

Flood risk issues

The available data on flood risk shows that significant areas of land within the EZ are in Flood Zone 3a - at risk of tidal flooding incident for a 1 in 200 chance in any year year, with limited areas in Flood Zone 3b - the functional floodplain (see Appendix D). Taking into account climate change over the next 100 years and a likely sea level rise of between 0.7m and 1m, a large part of the city centre will be at a risk of 1 in 200 chance in any year risk if no further flood works are carried out.

The need to limit the exposure of vulnerable uses such as housing to the risk of flooding presents challenges for the vision for the EZ as a mixed and vibrant community with living, working and leisure activities. Housing proposed within areas of the EZ at risk of flooding will need to be made safe for its lifetime, taking account of the likely effects of climate change. This will include provision for safe access and escape in the event of a flood. There are parts of the EZ in which this may prove challenging to achieve.

A strategic tidal flood defence study is being undertaken. This strategy will set a direction for short, medium and long term flood risk management infrastructure delivery. The flood event with the potential for most severe damage to the city centre is a tidal flood. Low spots along the river banks are pathways for tidal flood water to inundate properties, disrupt infrastructure and cause the Floating Harbour to flood other parts of the city centre. There is also a risk of flooding from drainage being restricted by high tidal levels.

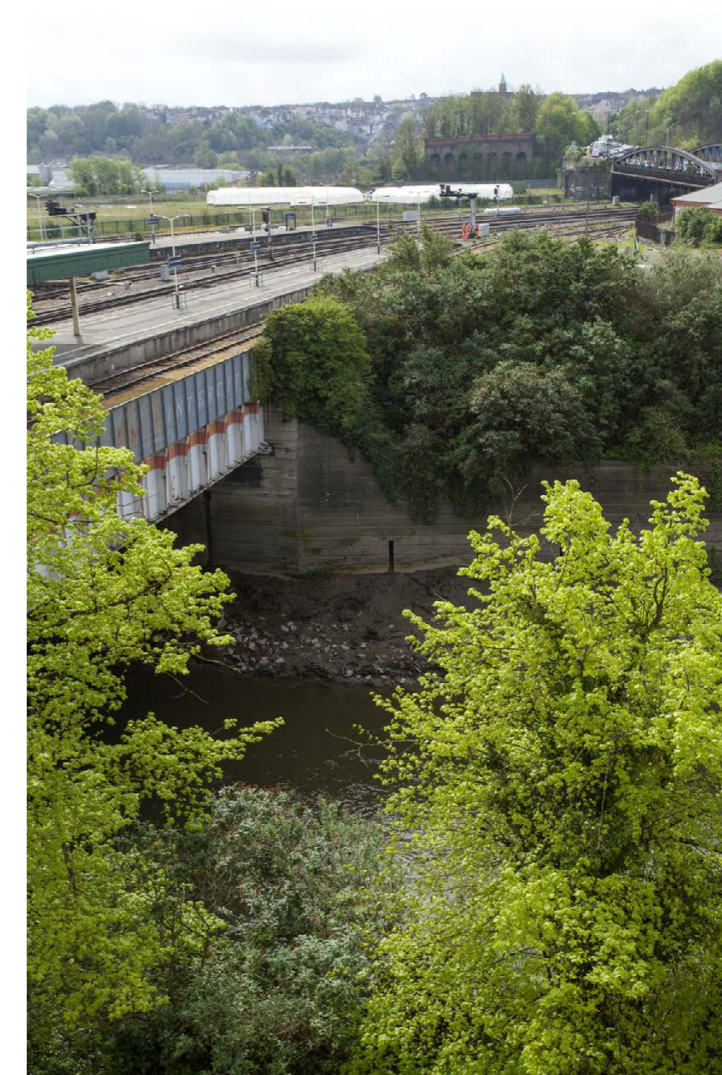
Long term tidal flood risk management is likely to be through the implementation of a rising barrier downstream of the Avon Gorge (similar to the Thames Barrier). As this probably has a timeframe of 20+ years, in the short term permanent flood defence walls are proposed along the tidal river at recognised low spots including Cumberland Road and, possibly, Cattlemarket Road. The strategy will help development meet planning policy's strict tests to ensure people and property are safe from flooding for the lifetime of a development, and so ease the potential restrictions on development arising from flood risk in parts of the EZ.

Ecological issues

The significance of the waterways to wildlife in the EZ and the wider city centre has already been highlighted. The watercourses of the tidal River Avon, the Feeder Canal and the Floating Harbour are strong landscape features in the Zone – the first two also being designated Sites of Nature Conservation Interest. They, together with the railways, provide wildlife corridors which connect larger green spaces and naturally colonised vacant sites (see Appendix E).

These habitats support some protected animal species, such as otters and bats and, amongst the scrub vegetation typically found on vacant sites, there are some plant species of nature conservation value. The diversity of habitats results in a similar diversity of invertebrates which in turn support a range of birds and small mammals.

The regeneration of the area is bound to result in the loss or reduction of some of this ecological potential, especially where derelict sites are brought back into use. It is all the more important therefore that development explores means of replacing or compensating for loss of habitat, and that the remaining areas of ecological value are protected, enhanced and joined together where possible. It is particularly important that habitats supporting European Protected Species such as otters and bats are not destroyed – whether deliberately or inadvertently (this can attract criminal prosecution on the site's owners and managers). Where disturbance is unavoidable, proper alternative arrangements need to be put in place to mitigate the impact on these species.



Understanding the context

Housing need

Whilst the focus of the EZ is on economic development, it is recognized that price pressures in commercial and residential rents and the deterioration of housing affordability within the Bristol city region are creating current and long term negative consequences; for our competitiveness, attractiveness as a place, and the productivity of our economy.

The Joint Spatial Plan Issues and Options consultation (November 2015) identified that there is a significant and increasing need for housing in the wider Bristol Housing Market Area (HMA) and particularly for affordable homes. Evidence in the Strategic Housing Market Assessment assessed that there is a need for 85,000 homes in the Wider Bristol HMA for the period between 2016 and 2036, including a need for 29,100 affordable homes. The Core Strategy proposes the creation of 7400 new homes in the central area by 2026. Over the last twelve years, over 90% of the homes delivered in the central wards of Cabot, Ashley and Lawrence Hill have been in the form of smaller flatted units. There is evidence from studies including the SHMA3 that there is both need and demand for family sized homes. A greater mix of housing types, including more family sized homes, will therefore be necessary over the plan period to ensure the 7,400 homes proposed for the city centre meet housing requirements and deliver housing choice.

New homes will therefore be an essential part of the development mix in Temple Quarter, ensuring the delivery of a balanced community, providing day-round activity and sufficient support for local services.

Sustainable development

The Enterprise Zone offers a unique opportunity for Bristol to demonstrate its commitment to high quality sustainable development, as befits the first UK city to be recognised as a European Green Capital.

Bristol is involved in a number of initiatives aimed at addressing climate change and reducing the city's carbon emissions by 40% by 2020 (from a 2005 baseline). With the focus on economic growth in low-carbon technologies, the EZ should be a showcase for development and adaptive re-use which minimises energy requirements, incorporates renewable or low-carbon energy sources and uses smart technology to maintain and manage energy use.

A sustainable energy masterplan was completed for Temple Quarter in 2014. This identified that a heat network, fuelled by a large biomass CHP would be the most promising energy supply option in terms of contributing to a zero carbon scenario. Bristol City Council is currently implementing this network. Ducts are being installed within a General Purpose Service Trench which also accommodates high speed broadband to allow pervasive media coverage across the Zone.

Development activity

Almost 3000 jobs and over 100 businesses have located in the Temple Quarter Enterprise Zone since its launch in 2012. Demand has been strong in all of the EZ's target sectors – creative, digital, low carbon and financial – as well as in retail and leisure.

Bristol City Council and its public sector partners, particularly Network Rail and the Homes and Communities Agency, have been working hard to put the foundations in place to support further growth in the future.

Planning permission has been secured for the Bristol Arena and the Council's Cabinet has approved the demolition of the former Post Office Sorting Depot on Cattle Market Road. Together the redevelopment of these sites has a critical role to play in connecting Temple Meads Station to the south of the city.

The HCA is at the time of writing undertaking preparatory works on Plot 3 at Temple Quay, in advance of a hotel, leisure and small workspace development on site, and the Council is delivering £21m of access improvements in and around the Temple Meads and Temple Quay area. Network Rail will be commissioning masterplanning work to take forward plans to redevelop the station complex shortly, and delivery of electrification into Temple Meads – decreasing journey times to London and increasing the frequency of services there – is well underway.

At the same time the private sector has been active. The development of the third phase of the Paintworks scheme on Bath Road is coming forward, delivering both residential and highly sought after small workspaces. 3 Glass Wharf, new headquarters office space, has been granted planning permission. A number of major developments are currently under consideration by planners.

Understanding the context

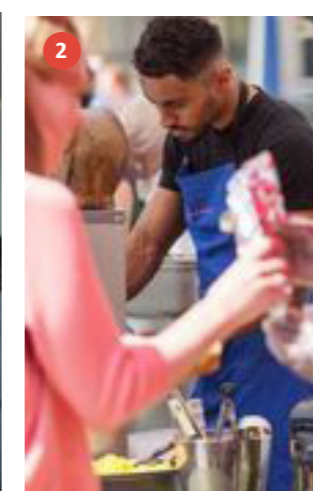
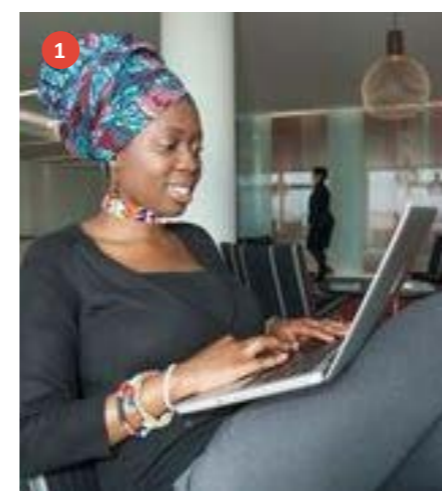
Existing communities

Communities within the Enterprise Zone are predominantly business ones, although there is a limited residential community, amongst the studio spaces of The Paintworks and at Temple Quay North. There is also a community who uses the riverside area for recreation (fishing, dog-walking etc). Analysis of movements through and within the Zone also reveal a larger transient community, just as important to the success of the Zone because it brings day-round activity, generates business and services and creates the vibrancy which will attract other like-minded business. This includes the massive numbers of commuters using Temple Meads station each day as well as the people who pass through the area on foot from residential areas to the east and south of the EZ into the city centre. Just as the needs of a new form of business community must be met – highly mobile, innovative and demanding pervasive media connectivity -, the needs of these other groups must also be catered for. It is important that as the area inevitably changes nobody feels excluded or unwelcome in this new city neighbourhood. Indeed a key measure of success will be the degree to which different communities are attracted to the area, are able to easily navigate to their destination or onward mode of transport and be able to complete whatever brings them there.

The creation of 17,000 jobs over the 25 years will bring significant benefits to surrounding communities, both business and residential, in the form of jobs, customers, connectivity and possibly property values. The regeneration could also have significant negative impacts on traffic, parking pressures, views (though many should be enhanced through quality development), and business displacement (though this should be minimised through effective management of fiscal incentives).

Surrounding communities may have these and many other concerns as proposals for the Zone are developed, and it will be vital to establish and maintain a process of early engagement and involvement of communities in planning areas which may affect them. The Spatial Framework must ensure the porosity of the Enterprise Zone boundary to allow benefits to spread and impacts mitigated. Key connections will need to be consolidated and improved and developments at the edges of the zone must create a strong spatial relationship with development and communities beyond. It is expected that all development within the Zone will contribute to provision or enhancement of community infrastructure, if not through the Community Infrastructure Levy (CIL), which is zero-rated for commercial development, then subsequently through retained business rate re-investment.

- 1 Business hub in Temple Quarter
- 2 Food market at The Square, Temple Quay
- 3 Wheelchair user, Temple Quarter
- 4 Fisherman, Totterdown Basin



Summary of the main issues



Public transport interchange facilities outdated, cramped and congested



Poor first impression of the city, particularly the view of the Former Royal Mail Sorting Office



Flood risk, predominantly the tidal influence of the River Avon and New Cut



Vitality deficit, lacking mixed use, underdeveloped evening economy



Lack of pedestrian and cycle route connectivity due to roads, watercourses and railway barriers. Currently 43% of employees within the EZ access it by car (Transport Report, Halcrow, 2012), with through routes operating at capacity



A shortage of housing in the city, and a long term deterioration in housing affordability



The threat of piecemeal redevelopment which fails to achieve the full potential of this regional opportunity



High levels of deprivation in neighbourhoods immediately adjacent to the EZ. The Lawrence Hill ward is considered to be in the top 10% most deprived places in the country (Department for Communities and Local Government, Indices of Deprivation 2010)

Summary of the main opportunities



Temple Mead station's importance as a regional transport hub will be enhanced through investment in MetroWest, Metrobus and rail electrification which will reduce the travel time to London by 20 minutes by 2019



Bristol Arena will open in 2018 and will become one of the city and the region's most important places of assembly, setting a new benchmark for arena design



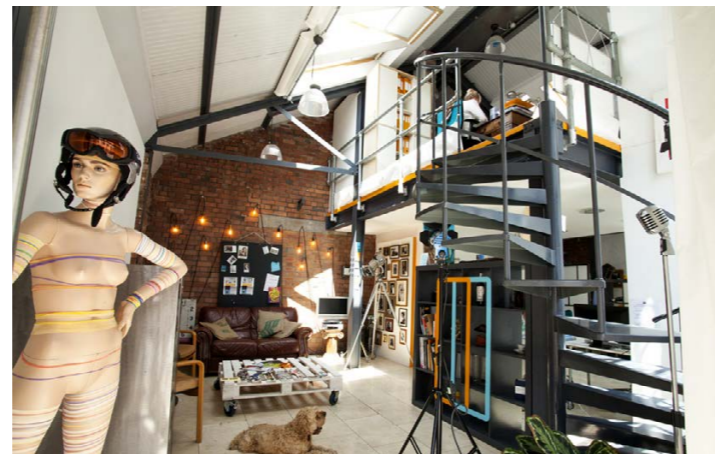
The EZ's inherited environment, including its rich heritage assets, and attractive 1km of water frontage at the mouth to the harbour, offers huge potential



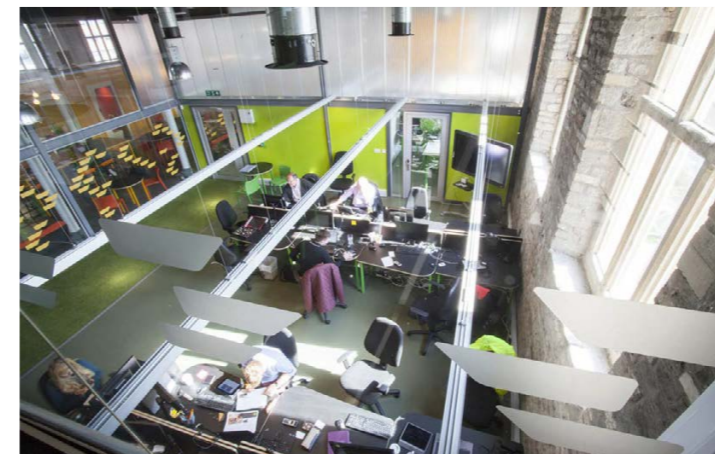
Most of the strategically important sites in the EZ are now in public sector ownership, and there is strong private sector interest in coming into partnership to develop them



The city's workforce is the most skilled compared to any other English core city, with world class talent being attracted to live and work in a great European city



Bristol has the highest number of net business start ups of the UK's core cities (GVA) with the Paintworks, Temple Studios and Engine Shed providing successful business hubs within the EZ



Bristol was identified as the "fastest growing, globally significant tech cluster in the UK" by McKinsey and Co in 2014



Planned major investment in the EZ's infrastructure including highway improvements, superfast broadband, and a district heating scheme