Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 02 May 2023

TITLE	Temple Quarter Update		
Ward(s)	Windmill Hill, Lawrence Hill, Southville and Central.		
Author: Lowri Hughson-Smith	Job title: Senior Project Manager		
Cabinet lead: Mayor	Executive Director lead: John Smith, Interim Executive Director Growth and Regeneration		
Proposal origin: Mayor			
Decision maker: Mayor			

Decision forum: Cabinet

Purpose of Report:

To present the Temple Quarter Development Framework to Cabinet for endorsement. The Temple Quarter Development Framework sets out the vision for Temple Quarter and will help facilitate the delivery of the programme. If endorsed, will become a material planning consideration in the determination of planning applications promoted in the Temple Quarter regeneration area.

A wider Temple Quarter programme update is also provided to update Cabinet on key projects and workstreams, including an update on the Temple Island Enabling Works project.

1. Temple Quarter Development Framework

Background

On the 7 November 2017, approval was given for the receipt and use of grant funding to support the delivery of a Development Framework for Temple Quarter. The Development Framework was commissioned by the Temple Quarter Joint Delivery Team on behalf of Bristol City Council, Network Rail, Homes England and West of England Combined Authority to reflect the combined aspirations and objectives of these parties through evidence-based proposals for the future development of the area.

From the Summer of 2018, Mott MacDonald led a consultant team to progress the Framework to provide a new, holistic vision for Bristol Temple Quarter. The Framework examines and reimagines the use of the area, responding to the needs and aspirations of the city and West of England region.

Planning Policy Context

The Bristol Local Plan Review (July 2019) set out draft strategic planning policies for the Temple Quarter and St Philip's Marsh areas. Those were subject to consultation in March 2019 and the feedback has been published. For Bristol Temple Quarter the draft policies are an update to the policies in the adopted local plan (Bristol Central Area Plan Policy BCAP35) and set out the vision for a new city quarter with a wide range of uses. At St Philip's Marsh, the draft policies propose redesignating this area from a Principal Industrial and Warehousing Area (Site Allocations and Development Management Policy DM13) to an area of growth and regeneration. The Bristol Local Plan Review is ongoing and will be subject to its own consultation and separate report to Cabinet. The Development Framework aligns with emerging Local Plan policies.

Purpose of the Development Framework

The purpose of the Development Framework is to set out the vision for Temple Quarter, as well as provide guidance and influence future developments that come forward in the Temple Quarter Area and, subject to Cabinet endorsement, would be a material planning consideration in the determination of planning applications. It is anticipated that the Temple Quarter Development Framework will be the basis of further planning policy and guidance documents in the future and will be used to guide decisions on planning applications. Any future documents will be subject to public consultation.

Development Framework Summary

The emerging Framework seeks to identify opportunities for the future and proposes a set of principles and concept designs to guide their development. A place-making approach has been adopted throughout to embed sustainable and inclusive urban design principles with people at the centre. A degree of flexibility has been incorporated to create a framework with clear objectives while still being responsive to new information and direction.

The emerging Framework has split Temple Quarter into six-character area to reflect the local character, opportunities and constraints of each:

- Bristol Temple Meads Station
- City Gateway
- The Friary North
- Temple Gate
- Mead Street
- St Philip's Marsh

The level of detail for each character area differs due to level of understanding of how that area may come forward and the level of progress at the time of writing. There is, for example, more detailed information in relation to Bristol Temple Meads and the City Gateway, since the progress and understanding of how these areas may be regenerated is clearer than the other character areas. The approach to the St. Philip's Marsh character area is the most flexible in the Development Framework, recognising that is likely to come forward later than the other character areas due to significant challenges, such as the requirement for flood infrastructure.

It must be noted that whilst Mead Street forms part of the Temple Quarter area, there is a BCC Cabinet endorsed Mead Street Development Brief which sets out the aspiration for the area to create a flourishing urban neighbourhood with a mix of new homes and workspaces, including new green space and sustainable travel connections. The Mead Street Development Brief was endorsed by Cabinet in August 2022 following a public consultation 20 May - 4 July 2022. Mead Street was not, therefore, consulted upon again as part of the Development Framework, but some detail relating to this area is included in the Framework for completeness.

The Development Framework is framed around five key guiding principles which were formed in line with key and recurrent themes that emerged during the initial preparation stages of the Framework. These principles are part of the vision and have been applied throughout the Development Framework in relation to each character area. The five principles are summarised below:

1. Integrated and connected

Temple Quarter will be simple, convenient, and comfortable to get around sustainably. New and improved walking, cycling and public transport routes will build on Bristol's reputation as a green pioneer and make low-carbon travel easy and enjoyable, whether you are commuting, visiting friends, or just travelling through Bristol's new gateway.

2. Inclusive economic growth

Temple Quarter will have a diverse mix of high-quality new homes, jobs and education, supported by the infrastructure and community facilities that will make it a great place to live, work and learn. Temple Quarter will boost Bristol's status as a city at the cutting-edge, finding innovative solutions to tackle the housing,

climate, flooding and employment challenges, and providing a home for global business and home-grown talent to thrive.

3. Quality places

Temple Quarter will reflect the best Bristol has to offer, conserving and celebrating its history of innovation and cultural diversity, while making the city fit for a changing world. World-class design will complement environmental performance and low-carbon lifestyles. The area's heritage, particularly Brunel's Grade I listed station, will be used to help develop a character that is distinctly of Bristol. A balanced mix of uses will provide quality places and community facilities, making Temple Quarter a place where everyone in Bristol can enjoy spending time.

4. Quality spaces

Temple Quarter will have outdoor public spaces at its core. Plazas and parks will help Bristol's world-renowned arts and cultural scene to thrive and give space to visitors and residents to relax. Our city's connection to its waterways will be celebrated with new waterfront spaces that blend access to nature with active travel and flood defence, and boost greenspaces and nature.

5. Vibrant and creative communities

Temple Quarter will offer something for everyone, and public spaces will allow different communities to come together. We'll work with the people of Bristol to shape the future of the area, putting inclusivity first. Community facilities and a range of housing and employment will help facilitate meaningful social encounters and support vulnerable members of the community. Temple Quarter will help make sure Bristol is a city where no one gets left behind.

Engagement and Consultation

A robust programme of engagement has been undertaken to supplement the consultation on the Development Framework. Initial engagement took place in 2019 with the community and businesses which was undertaken in two phases; Phase 1: You said, we are listening and Phase 2: You said, we're doing. A summary of the feedback received is contained in Chapter 2 of the Development Framework.

Following the 2019 engagement, limited activities took place due to the impacts of Covid-19. Letter updates and bulletins were sent to local communities, and two roundtables with local businesses were held during 2021.

In June 2022, in parallel with the BIL (Brownfield and Investment Land) funding award of £94.7m to support key infrastructure, a comprehensive programme of engagement on the Temple Quarter project was planned which commenced in Summer 2022. This was designed to build public and stakeholder awareness and understanding of proposals for Temple Quarter and the upcoming formal consultation on the draft Development Framework. Engagement activities included:

- Weekly site tours with the general public and local stakeholders
- Site visits with cross-party groups of ward councillors, including Growth and Regeneration Scrutiny Committee, and with three of Bristol's four MPs
- Online and in-person briefings with stakeholders, including community organisations and interest groups.
- Visits from government departments, including DLUHC and Treasury
- A targeted programme of engagement in St. Philip's Marsh to raise awareness of Temple Quarter and the Development Framework with the business community
- Two business roundtables targeted at businesses operating within the Temple Quarter regeneration area
- Door knocking in local communities, including in Totterdown, Barton Hill and Redcliffe, by the council's Community Development team. This reached over 1000 homes.
- Re-launch of the Temple Quarter newsletter with regular project updates.

The formal consultation on the Development Framework ran for 8 weeks from 10 January 2023 to 8 March 2023. The consultation asked for views on proposals within the draft Development Framework. Due to the size of the document, the consultation information was broken into sections based on the level of detail available for each area

and the scope of influence respondents would have over the different aspects of the proposals set out.

Noting the size and scope of the Framework, the online consultation information and surveys were supported by additional activities to enable as many people as possible to hear about the project and give their feedback in a variety of ways. This included:

- Media launch with local press, embargoed until 10 January when the consultation went live
- Consultation drop-in events at Bristol Temple Meads station, Temple Quay x3, Totterdown, Redcliffe Hill, Dings Park, Sparke Evans Park
- A drop-in event held at Easton Community Centre. This was catered to attract more people to come
- Workshop at Wellspring Settlement with the Barton Hill community
- Workshop focused on station improvements, held jointly with the Station Innovation Zone Catapult project
- Presentation and discussion at Totterdown Mosque following Sunday prayers
- Bespoke workshop for the deaf community, held jointly with the Centre for Deaf and Hard of Hearing
- Presentation and discussion at the Commission On Race Equality (CORE) on 18 January
- 17 stakeholder briefings, either online or in-person
- Half-day workshop with 60x St Mary Redcliffe A-Level students
- Workshop with students taking part in the Design West Shape My City scheme
- Site visit and briefing with University of the West of England planning students
- Weekly community walkarounds of the Phase 1 sites, open to all

Three creative groups were also commissioned to undertake bespoke engagement activities focusing on engaging with a diverse range of groups to make sure as many people as possible had opportunities to contribute their feedback. These were:

- 1. Focus on young people: a group of creatives worked with Screenology, a film school on Silverthorne Lane in St Philip's Marsh. The creatives worked with film students to create films exploring the future of St Philip's Marsh through the eyes of young people. Through the process the students engaged with businesses, local young people and youth groups. The commission culminated in a screening event on 8 March where attendees watched the final films, met the students and members of the TQ project team.
- 2. Focus on the Barton Hill community: noting the proximity and potential impact of Temple Quarter on Barton Hill, a commission focused on engaging creatively with this community. Activities included print-making and pottery workshops designed to open the discussion about Temple Quarter and hopes for the future in a relaxed and engaging atmosphere.
- 3. Focus on support engagement activity: a third commission worked with Play:Disrupt, a local engagement practice, to support the drop in consultation events (above) with creative activities. These activities were designed to draw out feedback in a more engaging way, enabling people who might not otherwise have given feedback on a long planning document to share their ideas and feedback.

A full write up of the three creative commissions can be found in the Consultation Report in Appendix B.

Consultation and Engagement: Feedback

In total, there were 482 responses to the four consultation surveys and an interactive map of St Philip's Marsh. Respondents were a range of questions including to what extend they agreed or disagreed with the Guiding Principles within the draft Development Framework. There was a high level of agreement with the principles, indicating generally a high level of support:

- Guiding principle 1: Integrated and connected 91% agreement
- Guiding principle 2: Inclusive economic growth 87% agreement
- Guiding principle 3: Quality places 89% agreement
- Guiding principle 4: Quality spaces 89% agreement
- Guiding principle 5: Vibrant and creative communities 88% agreement

A significant amount of feedback was received, across the range of consultation activities that took place. Key themes were regularly cited. These included comments on the type and amount of housing and employment; accessibility in

and around Bristol Temple Meads; travel routes and sustainable travel, particularly walking and cycling infrastructure; the provision of community infrastructure; and the range of green and blue spaces that might be created or enhanced. There were also suggestions for how specific aspects of the proposals could be taken forward.

Some of this feedback has informed changes to aspects of the draft Development Framework, which are summarised below:

- Enhance guiding principles to ensure accessibility, inclusivity, diversity and community are clearly a focus.
- Expand on the meaning of green infrastructure to ensure its clear this means natural features within public spaces
- Clarification on the relationship between the Temple Quarter Development Framework and Temple Quarter Enterprise Zone Spatial Framework.
- Factual updates (timescales, land ownerships, flood maps, current planning permissions, etc.)
- Revise wording in some sections to make the relationship between the Development Framework and other policies clearer.
- Updated wording relating to flood infrastructure required to ensure alignment with the Bristol Avon Flood Strategy and potential future funding mechanisms.
- Increase aspirations in terms of permeability through sites, as well as the public realm.
- Points of clarification including updating references to recent planning permission, levels of students associated with the Temple Quarter land ownership and land ownership.

The majority of feedback received was not directly related to the content of the draft Development Framework. This has been recorded and will be used to inform more detailed proposals for Temple Quarter as they are developed. A fuller update on stakeholder engagement and consultation is included in the Development Framework.

The full results and analysis of the consultation can be found in the Consultation Report in Appendix B.

2. Grant Funding

The Temple Quarter Phase 1 funding of £94.7m from the Brownfield and Investment Land (BIL) Fund has been secured from the Department of Levelling Up, Housing and Communities administered by Homes England. This funding will support infrastructure improvements to the area surrounding Bristol Temple Meads Station, including three new entrances to the station. It will unlock housing and employment land, create sustainable transport interchanges and quality placemaking.

The West of England Combined Authority signed the grant funding agreement with Homes England during Spring 2022 and since then partners, including Bristol City Council, Network Rail, have been negotiating flow down grant funding agreements to be able to receive the funding and these are currently being finalised. A detailed update on the funding and associated agreements was provided at October 2022 Cabinet meeting. Since October 2022, minor points within the legal agreements have required clarification and it is anticipated they will be completed by the end of April 2023.

In addition to the BIL funding, the Joint Delivery Team (JDT) submitted a bid for £7.843m to the West of England Combined Authority's Investment Fund to cover JDT Staff costs from financial years 23/24 to 26/27 and to support other activities in relation to the Temple Quarter Regeneration Programme not supported by the BIL funding, including but not limited to:

- St. Philip's Marsh Masterplan
- Planning Support
- Employment and Skills Plan
- Social Value

On the 14 October 2022, the funding bid was approved by the Joint Committee and this funding is available to support the programme up to financial year 26/27. The amount of funding to be received by Bristol Council has been confirmed as £5.097m because WECA will directly employ around 50% of the JDT and so will retain part of the funding to pay for staff directly employed by the Combined Authority.

3. Temple Island

An update on Temple Island was provided to Cabinet in February and October 2020, March, October and December 2021, and September 2022. The full reports are available on the Council website. Project progress since that reported at the September 2022 Cabinet meeting can be summarised as follows:

- Submission of Planning Application for the Remediation, Utilities and Fill works submitted December 2022.
- Site Remediation and Structural Fill work packages completed RIBA Stage 3 and now proceeding with RIBA Stage 4.
- Plot 12 Access Improvements and Utilities Reinforcement and Infrastructure work packages completed RIBA Stage 4 and are now proceeding with RIBA Stage 5 Construction.
- Final engagement with the Environment Agency to agree the remediation strategy prior to the submission of the related planning application.
- Continued engagement with utilities statutory authorities to secure services to the site.
- The first procurement package for the riverwall repairs (removal of vegetation and further condition survey) was completed by September 2022.
- The second procurement package for the riverwall repairs (final repair works) was awarded April 2023 and will commence on site Summer 2023.
- Completed site surveys of the A4 wall, and Barrier and Design options for A4 vehicle restraint barrier study in development.
- University of Bristol has descoped the Common Infrastructure Works (works at the interface between the UoB
 development and Temple Island) from their works, therefore the Enabling Works project has identified it as
 new scope.

Planned project progress for next 12 months:

- Receive planning approval for proposed works and discharge associated planning conditions
- Undertake procurement of Main Works contract and mobilise on site.
- Complete plot 12 emergency access road highways works.
- Complete River Wall Repairs work package.
- Continued engagement with L&G technical team throughout the Enabling Works design stages and L&G planning application process.
- Include the District Heating installation into the Main Works package. Bristol City Leap (Vattenfall) will design, fund and supervise the works.

Re-baseline programme and cost:

The project programme has been elongated (see update programme in Figure 1 below) since the baseline position was last reported. This is due to the following factors:

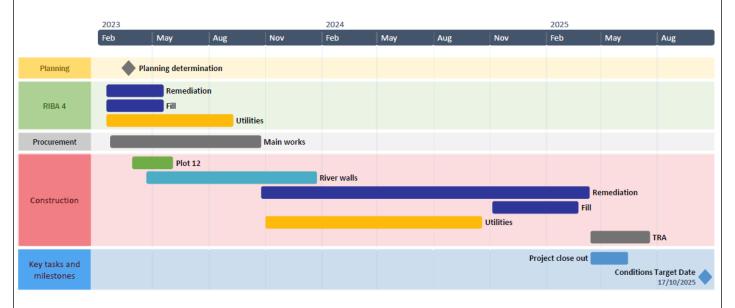
- Delay to submitting planning application due to biodiversity net loss not being resolved in application;
- Delay to third party programmes, including University of Bristol and the Developers LGIM which has impacted all work packages;
- Revised procurement strategy for river wall repairs package.

There have also been minor revisions across the cost categories due to the re-assessment of Professional Services and project management costs. However, none of the above changes affect the financial viability of the scheme as they are not anticipated to have any material impact on the FBC (Strategic, Management, Commercial, Economic or Finance Case) submitted to the WECA joint committee. While the project is in the process of finalising the construction details for the enabling works, it is confident that it will contain the scope of all the site wide enabling works within the £32M and does not foresee any need for additional funding to complete this mandate. Nonetheless, due to the changes to programme and cost a Change Request has been submitted to WECA, which was approved by \$151 Officer in February 2023. It is pending approval at Committee.

Cabinet will recall that in October 2022, Cabinet authorised the Executive Director of Growth and Regeneration, in consultation with the Mayor, S151 officer and Director Legal and Democratic Services to continue spend of the grant secured from WECA of up to £32m and procure and award all contracts (including contracts with a value over £0.5m) within the funding envelope. It also authorised amendments to the cost plan to be made by the Executive Director of Growth and Regeneration in consultation with Deputy Mayor and Cabinet member for Finance, Governance, Property

and Culture and Finance officers within the overall funding envelope.

Figure 1: Temple Island Enabling Works – High Level Programme



4. Northern Entrance and Southern Gateway

In April 2022 the Council's Strategic Partner was commissioned to undertake work at RIBA Stage 1 for the Northern Entrance and Southern Gateway projects, and this work is now complete. The focus of this stage was to refine project requirements, undertake early feasibility testing, review site constraints and undertake surveys and site investigations.

RIBA Stages 2 and 3 for the projects were commissioned in February 2023. RIBA Stage 2 is currently planned to complete in August 2023 and RIBA Stage 3 in February 2024. RIBA Stage 2 will focus on further feasibility testing and developing design options, and RIBA Stage 3 will focus on developing a single option, spatial coordination of design disciplines, and obtaining relevant consents, both from Bristol City Council as the Local Planning Authority and rail regulatory consents.

Feedback obtained through the Development Framework consultation that is relevant to these projects will be considered within RIBA Stage 2. Further engagement activity specifically relating to these projects will take place in RIBA Stages 2 and 3.

5. Delivery Vehicle

In October 2022, Cabinet authorised the Executive Director for Growth and Regeneration in consultation with Deputy Mayor and Cabinet member for Finance, Governance, Property and Culture, Director of Finance and Director Legal and Democratic Services to take all steps required to negotiate and agree with Network Rail, Homes England and the West of England Combined Authority (a) the establishment of a joint venture arrangement (comprising a corporate body) (as summarised in the report) and (b) the appointment of a joint delivery partner, noting that further Cabinet approval will be sought to any transfer of BCC functions or responsibilities to the JV body. Work is being progressed on the creation of a joint venture arrangement and a further update to Cabinet on this is proposed in Autumn 2023.

Cabinet Member / Officer Recommendations:

That Cabinet:

- 1. Approve the Temple Quarter Development Framework at Appendix A, that will help facilitate the delivery of the Temple Quarter Regeneration Programme and note that the Framework will become a material planning consideration.
- **2.** Note the outcome of the Temple Quarter Development Framework consultation, full report included at Appendix B

- **3.** Note the update and progress on the Temple Quarter Programme including grant funding, the Temple Island Enabling Works, the Northern Entrance and Southern Gateway Project
- **4.** Note ongoing work taking place in relation to the Temple Quarter Delivery Vehicle and that a further update on this will be provided to Cabinet in Autumn 2023.

Corporate Strategy alignment:

The proposals align with a number of corporate priorities, including:

- Develop a diverse economy that offers opportunity to all;
- Deliver 2,000 homes, of which 800 are affordable, built in Bristol each year by 2020;
- Develop an inclusive economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person; and
- Reduce social and economic isolation and help to connect people to people, people to jobs and people to opportunities.

City Benefits:

Significant city benefits are anticipated to accrue through the redevelopment of the University Campus, Station redevelopment and development of the Temple Island site. Overall, the Temple Quarter regeneration programme is anticipated to deliver 22,000 new jobs, up to 10,000 new homes and an economic uplift to the local economy in the region of £1.6billion per annum from 2041.

The Temple Island Enabling Works alone will deliver 270 gross annual new jobs and £16m of net GVA to the West of England economy two years after construction start and can be got underway within months.

Consultation Details:

Council officers have consulted with the Delegated Authority group and the Statutory Authorities.

Background Documents:

November 2017, July 2019, February 2020, October 2020, March 2021, October 2021, December 2021, August 2022 and September 2022 Cabinet reports (which can be accessed via the following weblink: ModernGov - bristol.gov.uk)

Revenue Cost		Source of Revenue Funding	N/A
Capital Cost	£94.7m (infrastructure costs for Phase 1)	Source of Capital Funding	Grant funding – EDF Grant Funding – IF Grant Funding - Brownfield and Investment Land (BIL) Fund
One off cost ⊠	Ongoing cost	Saving Proposal ☐ Income generation proposal ☐	

Required information to be completed by Financial/Legal/ICT/ HR partners:

Finance Advice:

The report seeks approval of Cabinet to accept the TQ Development framework as detailed in Appendix A. The funding for its development has been fully provided by WECA from its Investment Funding. The adopting of the framework will enable developments to come forward for the area that will contribute to the economic growth of the TQ area, include the provision of new housing (affordable and otherwise), new retail spaces, new employment space and a better environment that promotes working, cycling and more health promoting options. It is ultimately benefiting both the residents and businesses and visitors to Bristol. here are no immediate financial implications of adopting the Development framework, and any future implications that require approval will form the basis of subsequent Cabinet reports.

The Council submitted a bid of £7.843m to WECA to secure funding to increase the capacity of the JDT team (part of which covered FTE directly employed by WECA). The bid was successful, and a Grant offer letter for £5.097m representing the Bristol elements of the bid (including work to be commissioned and project managed by BCC), has been received.

The report also provides an update on the TI enabling work, and it is noted that the project is still adequately funded and there are no anticipated funding implications not already covered within the £32m EDF funding already allocated.

The report also notes the progress made on the Northern and Southern entrance work. It should be noted that the RIBA stage 2&3 is being funded at risk pending the receipt of the necessary Grant offer letter from WECA, which is expected to be issued once the details of the follow-down agreements have been agreed. All delivery partners agree that this work needs to progress at pace and be funded from the £94.7m from the Brownfield and Investment Land (BIL) Fund.

The report also notes the intent to explore a JV for the delivery of the project. Any JV proposal will require careful consideration to ensure that the Council is not unduly exposed to risks made by such governance arrangement. Thus, it is essential that the S151 Officer and the Monitoring Officers are engaged at the earliest stages of the process, and not at the point of submitting a final proposal.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 20 April 2023

2. Legal Advice: The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, give sufficient reasons for any proposal to permit intelligent consideration and allow adequate time for consideration and response. There must be clear evidence that Cabinet has considered the consultation responses, or a summary of them, before taking its decision.

Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The production and approval of the Temple Quarter Development Framework will be a material consideration that the decision maker will take into account in relation to applications for planning permission however, it will be a matter for the decision maker how much weight is attached to the provisions of the Framework in relation to each particular application.

Legal Team Leader: Eric Andrews, Team Leader, Legal Services and Joanne Mansfield Team Leader Legal Services 17 April 2023

3. Implications on IT: No anticipated impact on IT/Digital Services.

IT Team Leader: Gavin Arbuckle, Head of Service Improvement & Performance, 17 April 2023

4. HR Advice: There are no HR implications evident.

HR Partner: Celia Williams, HR Business Partner, 20 April 2023

EDM Sign-off	Stephen Peacock, Executive Director Growth and	15 March 2023
	Regeneration	
Cabinet Member sign-off	Mayor's Office	23 March 2023
For Key Decisions - Mayor's	Mayor's Office	3 April 2023
Office sign-off		

Appendix A – Further essential background / detail on the proposal	YES
Appendix A – Temple Quarter Development Framework	
Appendix B – Details of consultation carried out – external	YES

Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO