

An aerial map of Bristol, England, with the Temple Quarter area highlighted in a bright yellow color. The map shows the city's layout, including the River Avon and various urban blocks. The highlighted area is located in the central part of the city, near the river.

# Temple Quarter Development Framework

April 2023

Bristol City Council, Network Rail, Homes England,  
West of England Combined Authority



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April 2023

Bristol City Council

Our Partners

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# **10 St Philip's Marsh**

## 10.1 Introduction

This chapter explores the potential for the longer-term development of the area to the east of Temple Meads Railway Station. This includes potential future requirements for movement and access linked to flood defence infrastructure.

The area represents an opportunity to expand the city core, comprehensively transforming the existing patchwork of land-uses into a series of sustainable, high-density and mixed-use urban neighbourhoods. The delivery of improvements to the station will help to make this area a highly accessible and sustainable location within the city and is already driving investment in this area.

The area covers 90ha of urban land, comprising four distinct areas, including sites with active development proposals of city-wide significance:

**University of Bristol Enterprise Campus:** Vacant land with current proposals for new university development

**Temple Island:** Vacant land with current proposals for a mixed uses development

**Silverthorne Island:** A mix of employment sites and underutilised land with current proposals for a mixed-use development and new secondary school

**St Philip's Marsh:** A substantial area of industrial land and major infrastructure which is currently occupied by a range of businesses

Development of these areas could deliver new inclusive growth and infrastructure, **over an indicative timeframe of 10-30 years**, which underpins the wellbeing of the city centre and wider city region, supports integration of existing communities in east Bristol and corresponds with strategic drivers for change.

New development has the potential to become a national exemplar for innovative, low-carbon and mixed-use placemaking whilst retaining a distinctively Bristol character. This would include a vibrant mix of uses, including the concept of an 'innovation district' which draws together educational facilities with emerging innovative and creative business.

Climate adaptation (including flood resilience), active travel, green infrastructure provision and biodiversity would be central themes driving the integrated design and delivery of all enabling infrastructure, streets, buildings and spaces.

Investment and development in the area would need to be coordinated by public and private sector partners, informed by future changes to local planning policy, and based on large-scale infrastructure delivery which requires significant land assembly.

The scale and complexity of this area is significantly greater than others in this Development Framework. To achieve comprehensive regeneration, a much longer process is required. This is expected to require significant public and private sector investment in infrastructure, and planning policy that will guide phased development.

### Structure of the chapter

This chapter is made up the following sub sections:

- 10.2 - Context summary - sets out an overview of key contextual information that has informed the preparation of the spatial framework.
- 10.3 - Constraints and Opportunities summary - summarises key issues which would shape future redevelopment
- 10.4 - Guiding principles - sets out a number of place specific principles that are directly drawn from the strategic design principles set out in Chapter 3
- 10.5 - Vision: A place of many places - sets out an emerging placemaking vision for the area
- 10.6 - The Development Framework - sets out an indicative urban design strategy to support the generation and testing of development scenarios
- 10.7 - Making it happen - outlines the key delivery issues and projects with illustrative programme and higher level benefits

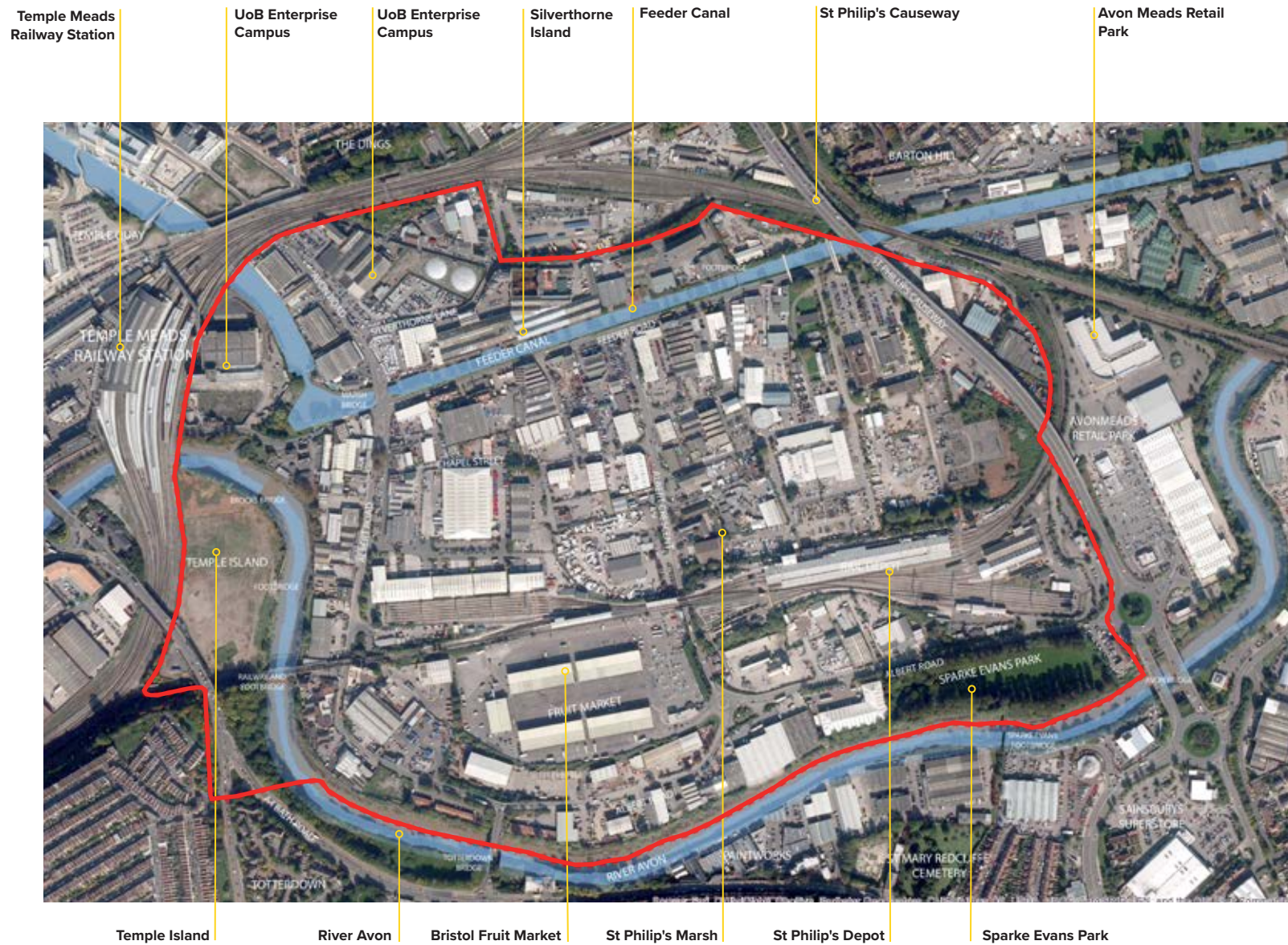
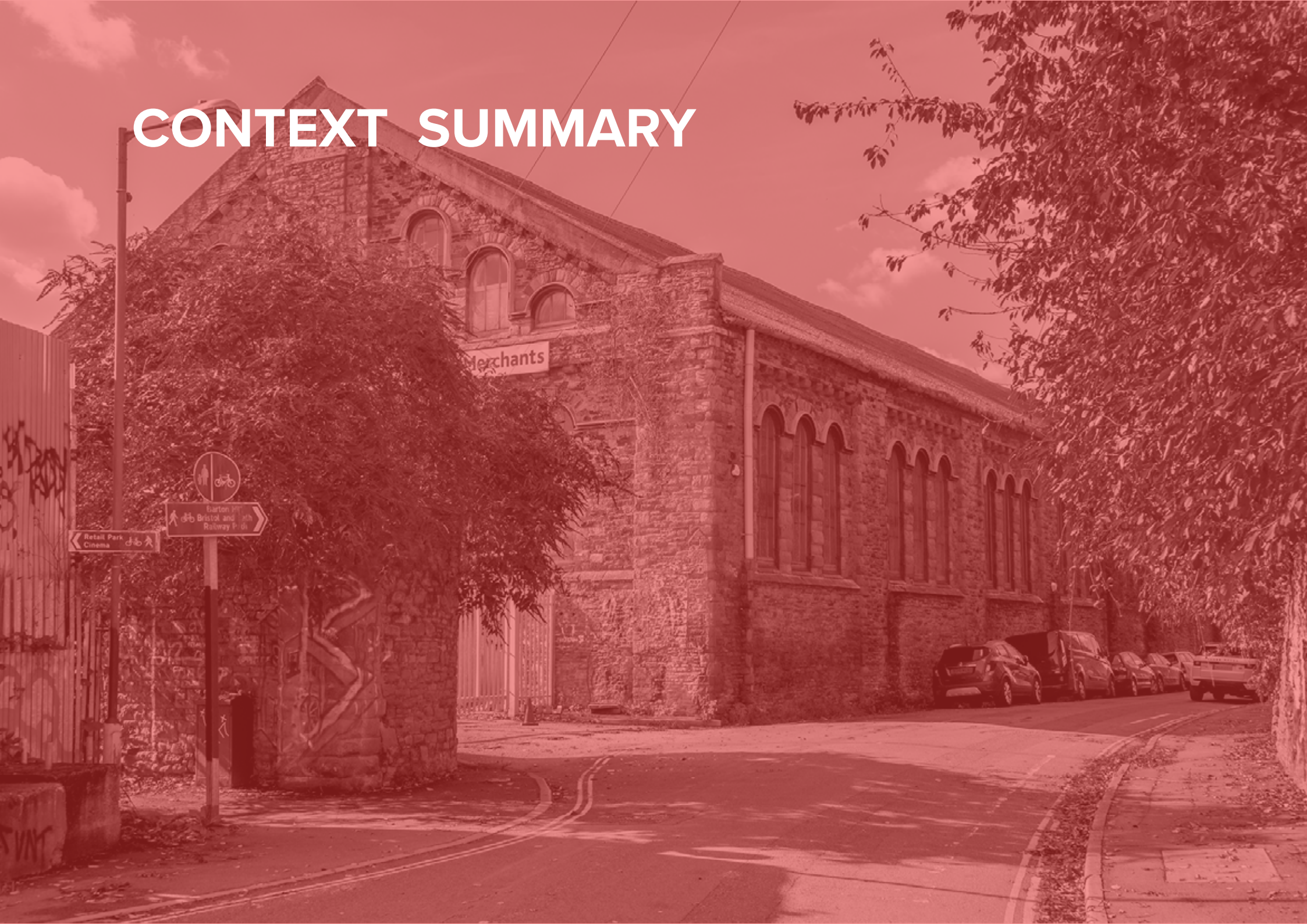


Figure 134 Aerial view of study area boundary east of the railway



# CONTEXT SUMMARY





## 10.2 Context summary

### 10.2.1 St Philip's Marsh and Environs today

The study area east of Temple Meads Railway Station comprises approximately 84 hectares of low lying mainly brownfield land in largely employment use. For many people who live and work in the city it is a rarely visited if not hidden part of Bristol. It is characterised by elevated and ground level rail and highway infrastructure, and by the River Avon, which mark the boundaries of the area and affect access to it. Railway lines and the large St Philip's depot and the Feeder Canal cut east – west across the area affecting ease of north to south movement by all modes. Network Rail have indicated that the depot is likely to be required for rail operations until at least 2043. This continues to be under review.

Parts of the area fall within the Bristol Temple Quarter Enterprise Zone. It includes extensive water frontages onto the Feeder Canal and River Avon. Its location means that it is well placed to take advantage of proposed improvements to Bristol Temple Meads railway station. However, physical linkages to communities to the north, east and south of the area need significant improvements, including linked to access to employment, educational and health and wellbeing opportunities.

Much of the area is subject to the significant risk of tidal and fluvial flooding which will be exacerbated by the impacts of climate change. It is recognised that flood risk would need to be addressed by Bristol City Council on a strategic city centre wide basis. The need for flood defences along the River Avon

and Feeder Canal is anticipated in conjunction with measures to enable emergency access and egress from the area.

The area contains three large scale development sites (Temple Island, Silverthorne Island and the former Post Office Sorting Office sites). They are the subject of redevelopment proposals and are at varying stages of development. A limited number of nineteenth century buildings and boundary walls have survived to the present day with a concentration north of the Feeder Canal. Site or building dereliction is not evident in St Philip's Marsh and site vacancy is low. Large footprint workspace, showroom and storage buildings are to be found across the area. Many sites have significant outdoor yards or areas of hard standing used to park vehicles, store materials or to dispatch and receive goods. Whilst some sites appear under-utilised, the majority of sites are occupied and provide good quality accommodation for the needs of the land uses.

St Philip's Marsh is allocated as a Principal and Protected Industrial Warehouse Area (PIWA) in the Bristol Local Plan (2014). The area accommodates numerous businesses and is estimated by Bristol City Council to support in the region of 3,500 jobs and has a complex pattern of land ownerships. The area contains a mixture of industrial and manufacturing premises, storage yards and sales warehouses, railway and electricity supply infrastructure. The area also accommodates a community nursery, recording studios, Bristol Animal Rescue Centre, a micro

brewery, Bristol wholesale fruit market, Unit DX 'deep tech incubator', car show rooms and maintenance facilities, industrial waste and recycling facilities, cafés, coffee roasters, television and film services and the Avon and Somerset Police.

Sparke Evans Park and the River Avon and Feeder Canal corridors are significant green infrastructure and ecological assets and key aspects of the character and identity of the area. By contrast the interior of the area has few trees and areas of low level planting. The riverside greenway path is largely unlit at night and lacks overlooking and natural surveillance from frontage buildings. For many it would be considered a 'no go environment' on the grounds of personal safety concerns.

Outside of typical working hours the area is distinctly uninviting and does not generate significant footfall, cycle and vehicular movement. The area lacks bus services. The limited evening economy is centred on the Motion nightclub and performance venue on Avon Street (and, more recently, Boomtown Festival) which attracts audiences from across the city and beyond.

### 10.2.2 Historic Context

The area lies to the north of the River Avon, in an area historically flooded by the river and continues to be at risk of flooding. The area was probably used as pastures or farmland until the 18th century. A map of 1792 shows the subdivision of parcels of land and a dock to the north west which later became the Feeder Canal and an integral part of the Floating Harbour system.

By 1888 new development had increased in the north west corner of the marsh and south of the Feeder Canal, including new terraced housing and a range of industrial premises. This included flax mills, iron works, oil mills, potteries, brick and tile works, lime kilns, timber yards and saw mills, factories and rope walks. At this time the community were supported by a school and places of worship.

By the turn of the century the Great Western Railway had driven its Bristol Relief Line across the marsh from east to west. This developed over the next 50 years with the construction of locomotive sheds and extensive sidings. During this period industry expanded and intensified along the north bank of the River Avon and south of the Feeder Canal and an electricity works was built at Feeder Road.

Transformational change took place in the 1960's when around 6,000 people who lived in a tightly-packed community of terraced houses were relocated by Bristol Corporation to make way for commercial uses. A small number of surviving nineteenth century

buildings and structures can be seen in the area today. During this period the main steam locomotive shed was redeveloped as the Bristol Wholesale Fruit Market and a large diesel maintenance facility was constructed at Marsh Junction.

### 10.2.3 Heritage assets and significance

#### Designated assets

- Avon Bridge (GI)
- Former Marble Mosaic Company (GII)
- St Vincent's Works (GII\*) and adjacent factory (GII) and gates (GII)
- Former Gas Works Perimeter Wall (GII)
- Clarks Wood Company Warehouse (GII)

#### Other structures and spaces

There are numerous features from the industrial history of this area that make a positive contribution to its significance, including buildings, setts and cobbles.

In addition, it is understood that Bristol City Council have undertaken a River Avon Heritage Assessment, which may identify additional features and viewpoints in St Philip's Marsh.

There are no known below ground significant features in St Philip's Marsh due to its farmland and industrial history.



Figure 135 Historic map (1888) © [British Library](#), [Bristol City Council](#)



Figure 136 Historic St Philip's Marsh Streetscape © [Bristol City Council](#)



Figure 13738 below shows an extract of a plan from 1920-21 set within the study area boundary. The existing context is shown on the map base outside of the study boundary. Three significant buildings are highlighted in blue which have not survived to the present day- The Cattle Market which was largely cleared to make way for the Post Office Sorting Office (itself now demolished); the Engine Shed on what is now Temple Island and the Engine Shed on what is today the Bristol Fruit Market site. In addition the figure highlights in pink buildings which have survived to the current day; some of which are now designated as Listed Buildings. Streets highlighted in yellow were subsumed into development sites during the 1960s as a result of extensive site clearances and rationalisation.

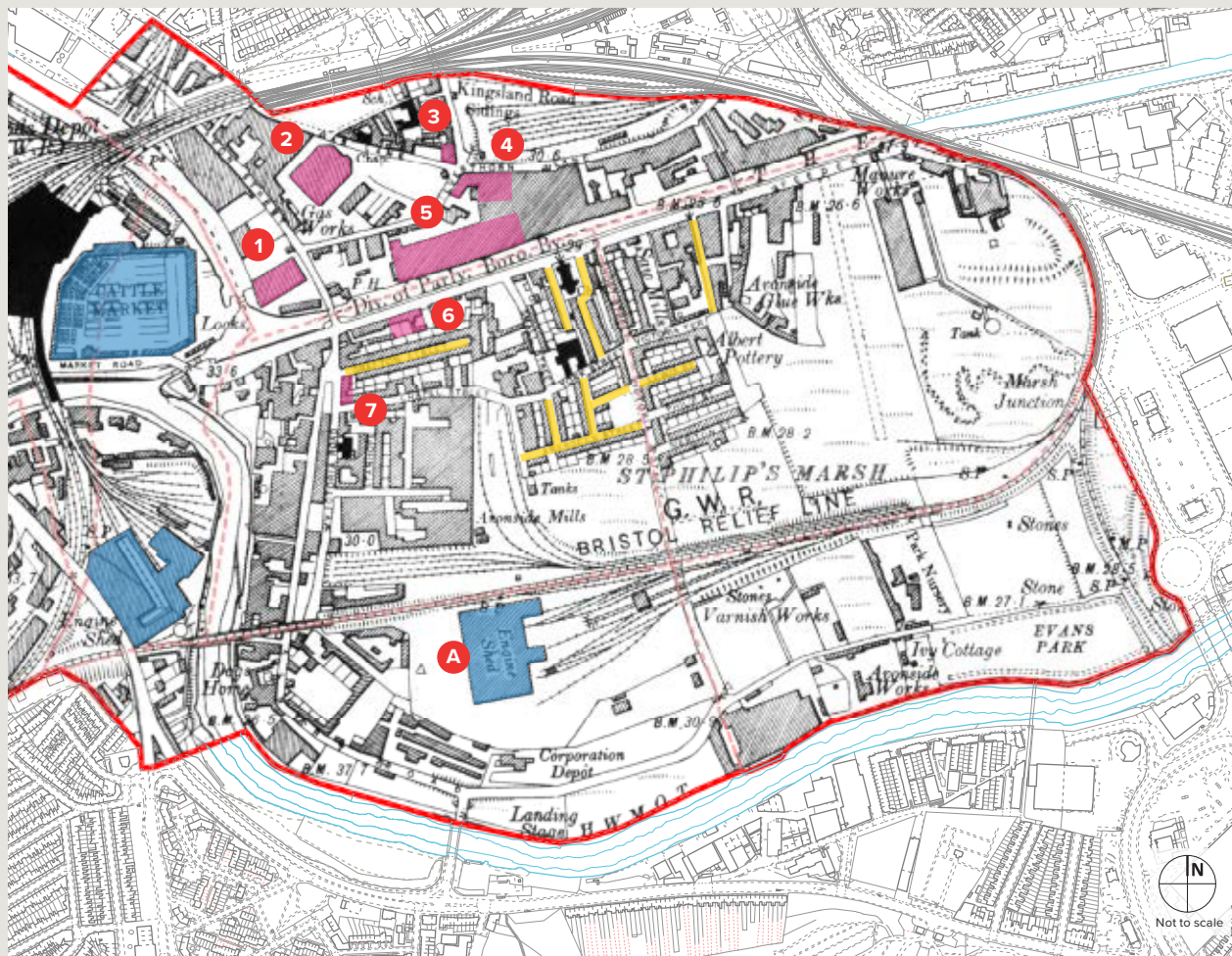


Figure 137 Historic map (1920-21) © [Groundsure](#)

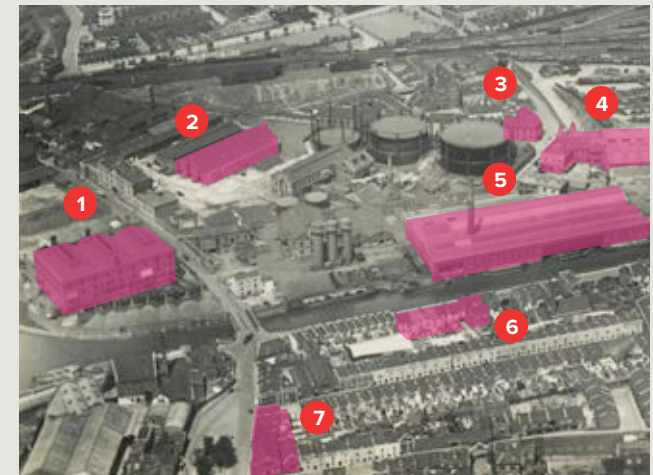


Figure 138 Aerial photograph of Silverthorne Island, inter-war period - highlighted / numbered buildings identified on Historic Map © [Bristol City Council](#)



Figure 139 St Philip's Engine Shed inter-war period  
© [Bristol City Council](#)

#### 10.2.4 Planning policy considerations

##### St Philip's Marsh

Adopted planning policy restricts the redevelopment of St Philip's by designating the area as a 'Principal Industrial and Warehousing Area', for which the typologies of alternative development that are considered to be acceptable are limited (Core Strategy, Policy BCS8; and Site Allocation and Development Management Policies Local Plan, Policy DM13). The area's redevelopment for alternative uses is therefore not currently supported by either planning policy or site allocation.

Neither Policy BCS8 or Policy DM13 are proposed to be retained as part of the emerging Local Plan. In the draft Local Plan Review, the majority of St Philip's (the area to the south of the Feeder Canal) is part of the 'St Philip's Marsh' area (Draft Policy DS3). This policy states that St Philip's Marsh will include mixed uses, including the provision of new homes in a regenerated city quarter which complements the adjacent Bristol Temple Quarter. However, the policy also requires development to secure the retention, refurbishment, intensification and/or redevelopment and innovative reincorporation of workspace to ensure that the number of jobs supported by the area is increased and that the diversity of business and economic development is maintained and enhanced.

Draft Policy DS3 indicates that the north-west part of St Philip's Marsh is close to Bristol Temple Quarter and is therefore suitable for higher intensity workspace/offices and other more intensive forms of use appropriate to a location adjacent to the city centre. South of Albert Road, the emphasis is on residential development, with mixed residential/workspace uses and supporting leisure and tourism uses. The Feeder Canal area will focus on mixed uses, including new homes and workspace. In the central and eastern parts of St Philip's Marsh, the emphasis will be on retaining existing workspace or new workspace, as part of mixed use development.

Development in St Philip's Marsh is also restricted by the safeguarding of land within the area for rail related development, including St Philip's Marsh Depot (Site Allocation and Development Management Policies Local Plan, Policy DM24).

The Bristol Local Plan Review Draft (March 2019) has identified St Philip's Marsh Quarter as having significant potential for the intensification and innovative diversification of existing industrial uses, principally in the north west of the quarter, and the redevelopment of industrial sites in the south of the quarter for residential led uses. In both scenarios a ceiling quantum of development is not outlined. Extensive flood protection measures are required along the River Avon and Feeder Canal corridors to create the preconditions for transformational change to take place.

##### Silverthorne Island

The redevelopment of the area around Silverthorne Lane, to the north of the Feeder Canal is supported in the Bristol Central Area Plan by policy BCAP35. The draft Local Plan Review states that the emphasis will be on the creation of a mixed used area incorporating workspace; homes; student accommodation; leisure including evening economy uses; and education facilities. Furthermore, enhanced connections to surrounding areas are to be established.

##### Temple Island

The draft Local Plan Review states that Temple Island will be developed for a mix of uses including new workspace, a university campus with student accommodation, conference/hotel facilities and new homes.

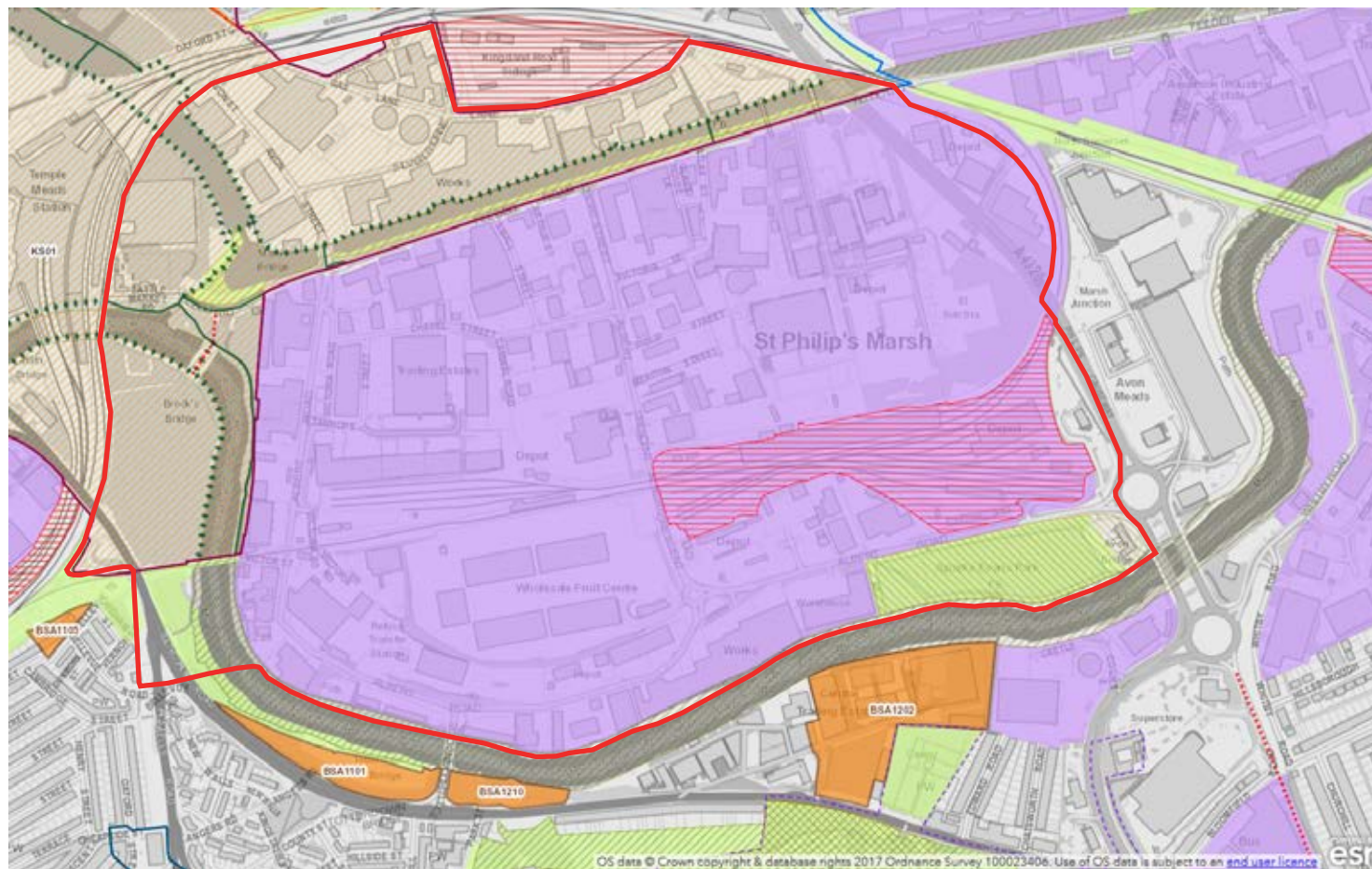
##### Enterprise Campus

The draft Local Plan review policy DSC2 states that an education facilities including a new campus for University of Bristol and associated student accommodation are supported within the Enterprise Zone, albeit the campus is not specific to the former Post Office Sorting Office site.

##### Totterdown Basin

Policy BCAP23 Totterdown Basin Enhancement sets out the approach to securing a fully accessible natural green space at the heart of Bristol Temple Quarter.





### Key

#### Conservation Areas\*

BCS22

#### Bristol Local Plan Policies Map

City Centre

BCS2

Bristol Central Area Plan

BCS2

Safeguarded Transport Links

BCS10, BCAP27, DM24

Proposed Quayside Walkways

BCS10, BCS21, BCAP32

Existing Quayside Walkways

BCS10, BCS21, BCAP32

City Centre Places

BCS2, BCAP35 to BCAP40

BCAP35 to BCAP40

Site Allocations

SA1 / BCAP SA1 to SA6

Sites of Nature Conservation Interest

BCS9, DM19

Local Historic Parks and Gardens

BCS22, DM31

Rail Infrastructure

BCS10, BCAP27, DM24

Centres

BCS7, DM7, DM9

Important Open Space

BCS9, DM17

Principal Industrial and Warehousing Areas

BCS8, DM13

\* These designations are made separately to the Local Plan and may be subject to change.

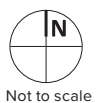


Figure 140 Adopted Local Plan policies map (2014) © Bristol City Council

### 10.2.5 Land use & Land Ownership

The area has a patch-work of land-uses primarily focussed on industrial and warehousing uses as well as large footprint sales spaces. A number of large scale land uses and land holdings define parts of the area, including Avon & Somerset Police, National Grid, Bristol Fruit Market and Avonmeads Retail Park (see plans opposite).

Bristol City Council own and operate numerous sites within the area, including the Bristol Waste Company depot.

University of Bristol, Homes England and Bristol City Council have land-holdings close to Temple Meads Railway Station associated with proposed current developments at Temple Island and UoB Enterprise Campus.

### 10.2.6 Contamination potential

A high-level assessment of contamination potential has been undertaken using the historical land use information. This area includes several zones that are classified as moderate and high potential risk (Categories B/C and D, respectively) in accordance with "Guidance on dereliction, demolition and remediation costs" (Homes and Communities Agency, 2015).

There are other geotechnical risks associated with this site. For example, there is potential for groundwater flooding on the west of the site and much of the site has moderate hazard potential for unexploded ordnance.

### 10.2.7 Flood risk

The St Philip's Marsh area is vulnerable to flooding, with large portions within Flood Zones 2 and 3 (see plan overleaf), compounded by the potential impacts of climate change. This is a significant factor for the future development of the area. The strategy to address flooding in St Philip's Marsh will need to include sensitive integration of flood defences into the proposals.

The Bristol Avon Flood Strategy identifies the need for a raised flood defence along the south side of the Feeder Canal in order to provide the standard of protection to enable new development in the St Philip's Marsh area. This would have an impact on Feeder Road and existing frontage properties. Similarly, a proposed raised defence along the north bank of the River Avon would have physical and visual impact on the surrounding environment.

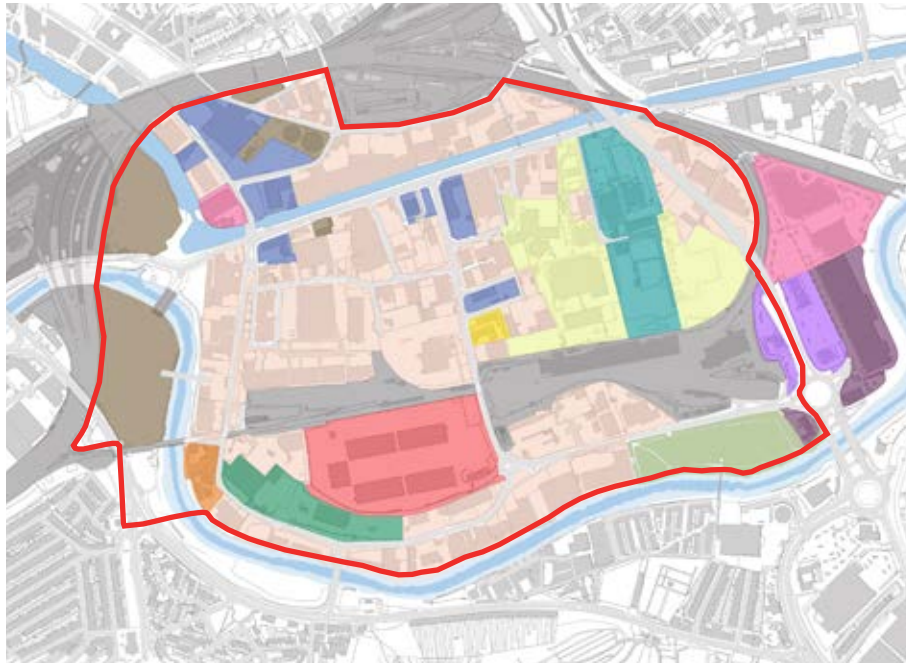
Given the timescales for achieving full flood protection, it is envisaged that an initial level of protection maybe required for existing land uses in the short term.

### 10.2.8 Ecology















A high-level appraisal of existing habitats has been undertaken.

- The River Avon is a Site of Nature Conservation Interest (SNCI), including the Mudflats which are Habitats of Principal Importance. The Avon is also a Strategic Nature Area.
- The Feeder Slide (also called Feeder Canal) is a SNCI
- Sparke Evans Park, Cattle Market Road and a portion of the railway land near St Philip's Causeway are wildlife corridors/Bristol Wildlife Network sites
- Sparke Evans Park includes broadleaved woodland, both semi-natural and plantation. Elsewhere there are numerous small areas of scattered trees and amenity grassland.

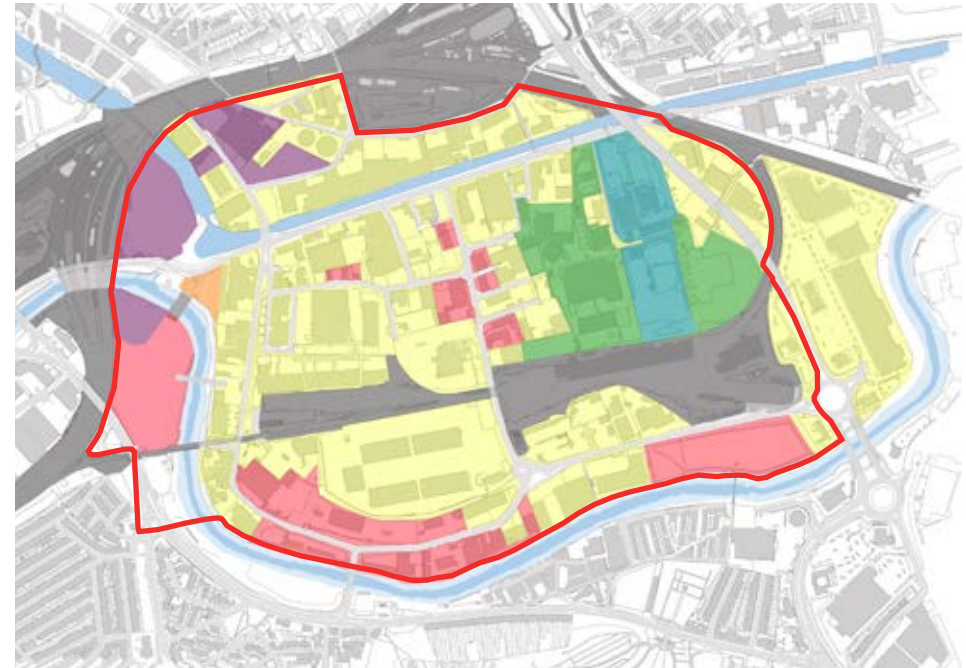











**Key**

	Network Rail		Bristol Animal Rescue Centre
	Industrial and commercial uses		Avon Meads Retail Park
	Vehicle showrooms / hire/ repair		Leisure
	Bristol Waste Company		Avon and Somerset Police
	National Grid / SSE		Restaurants
	St Philip's Nursery / Meriton Centre		Vacant sites
	Bristol Fruit Market		Open Space

**Figure 141** Existing land use plan



**Key**

	Bristol City Council
	Network Rail Land
	Avon and Somerset Police
	National Grid / SSE
	Homes England
	University of Bristol
	Land ownership held by others

**Figure 142** Existing land ownership plan



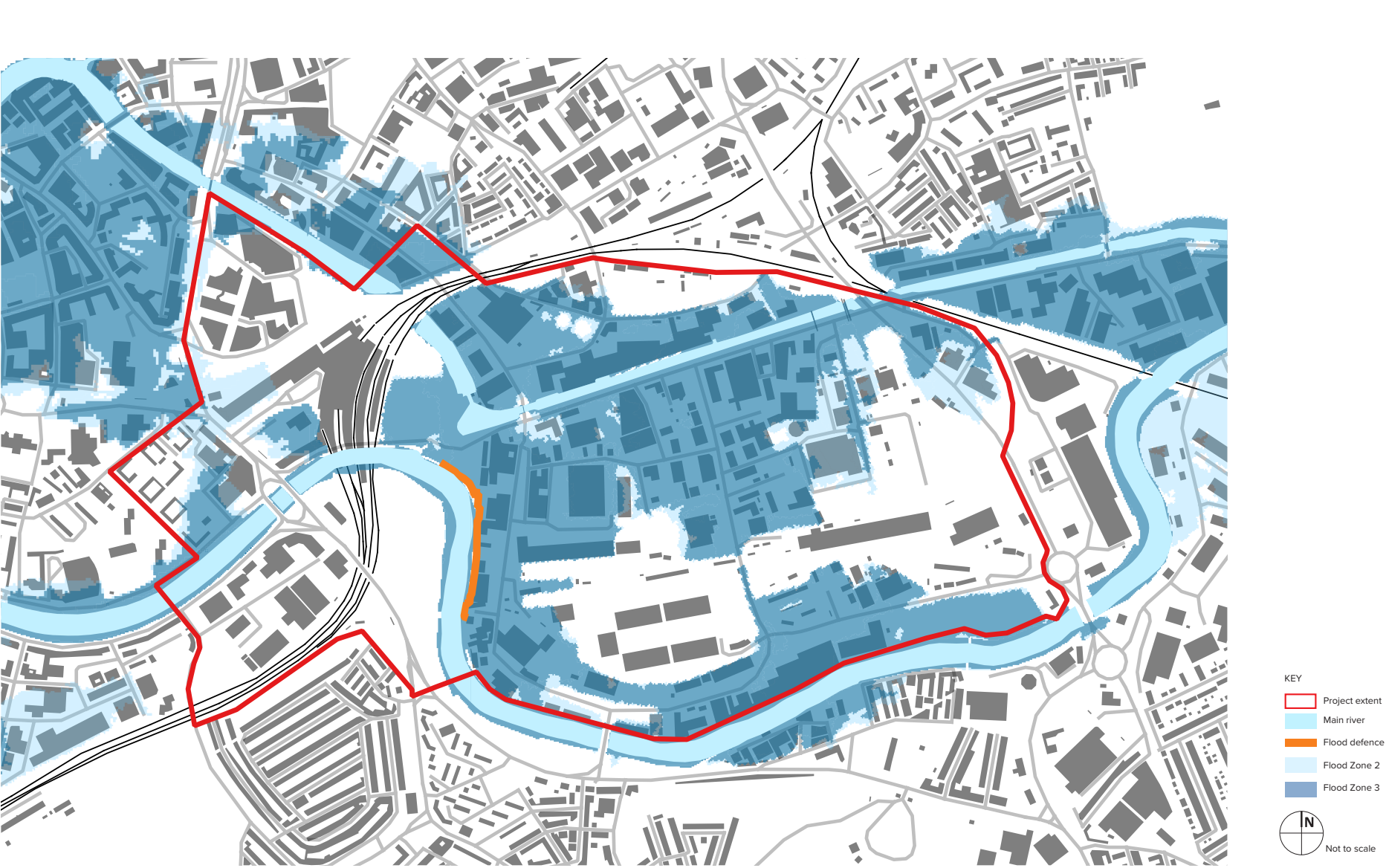


Figure 143 Flood risk context in 2022 © Environment Agency



### 10.2.9 Access and movement

Access into St Philip's Marsh is limited due to significant barriers including railway lines, the River Avon and Feeder Canal. Access is defined by the location of bridges and tunnels which allow routes through these barriers, and result in there being no significant arterial routes through the area.

Vehicle access and circulation is limited to a number of main roads. St Philip's Causeway provides a primary access point to the area, and passes over much of the area on a flyover. Some vehicle routes into the area have height restrictions resulting from overbridges, including the utilities bridges on Feeder Road.

Pedestrian and cycle access is often by the same vehicular routes, and circulation within the area is limited by the lack of a permeable street network and poor quality street environment. There are four additional footbridges providing access to the area, and a proposed new bridge and pontoon walkway providing connections around the harbourside.

National Cycle Network (NCN) route 3 provides a traffic free cycle routes alongside the River Avon, linking into the wider Bristol cycle network. However, this is dislocated from the wider movement network within the area and is currently of poor quality.

Currently there are no public bus services in this part of the study area. The low bridges around the station limit connectivity for double-decker buses from Central to Eastern Bristol.

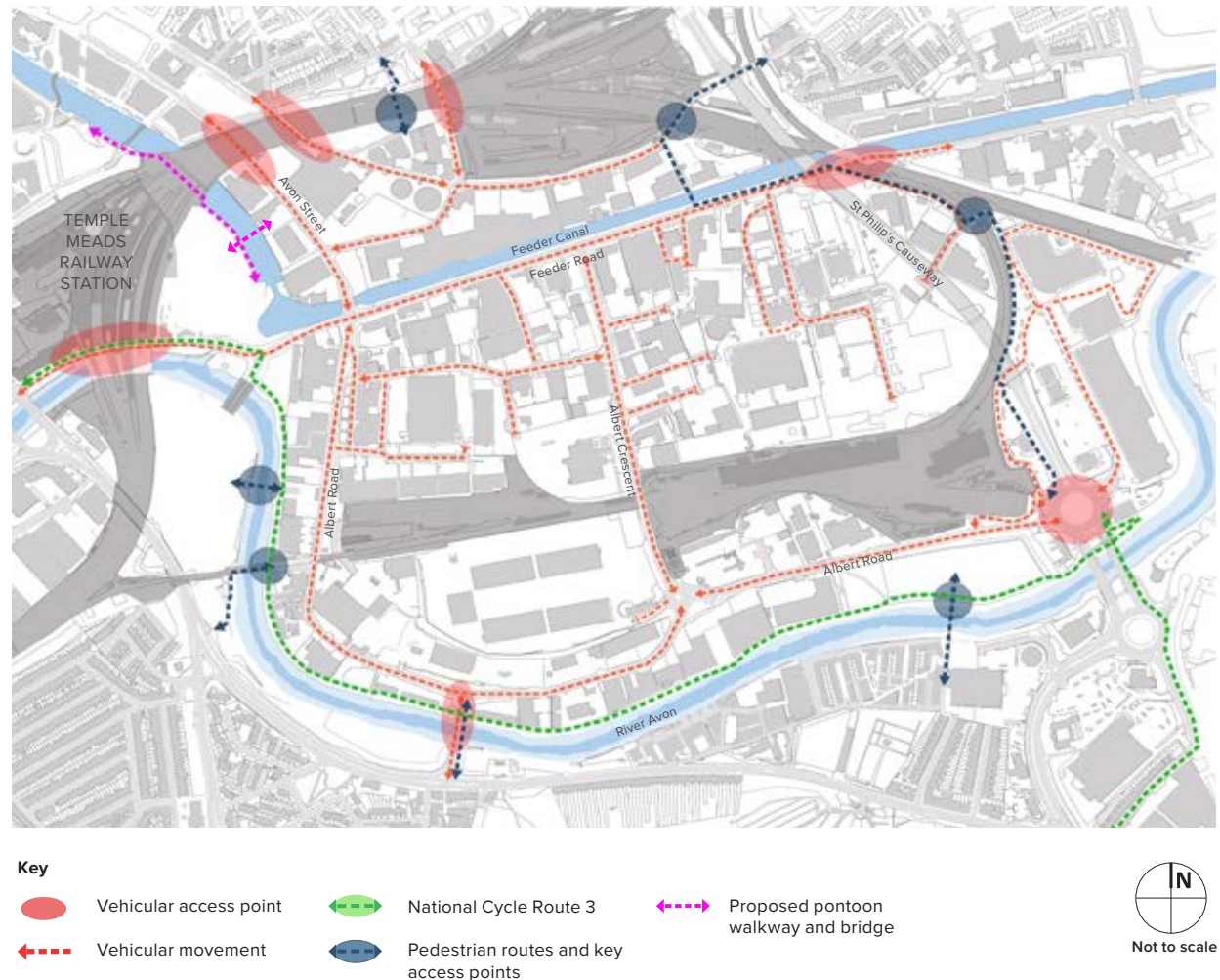


Figure 144 Existing Access and Movement

### 10.2.10 Green Infrastructure and public realm

The area is defined by three significant pieces Green Infrastructure which form a loose network of connected spaces, and contribute to large-scale networks within the wider city.

1. The Feeder Canal, a channelised waterway with tree lined tow path
2. The River Avon, a tidal waterway with naturalised banks and riparian planting. The banks have significant ecological value for intertidal habitats. The riverside area is heavily enclosed by adjacent industrial development.
3. Sparke Evans Park, a traditional Victorian park enclosed by tall mature trees, which forms a significant part of the character of the area and has links with new development on the southern bank of the River Avon. The park lacks interior planting or facilities of any kind. It is a major asset waiting to be unlocked.

Beyond these features, the area has limited green infrastructure beyond a small number of trees and amenity planting (including four TPO trees on Albert Road) and scrub planting on railway embankments and vacant sites which make some contribution to biodiversity. Overall the area is deficient in green infrastructure.



Figure 145 Existing green infrastructure





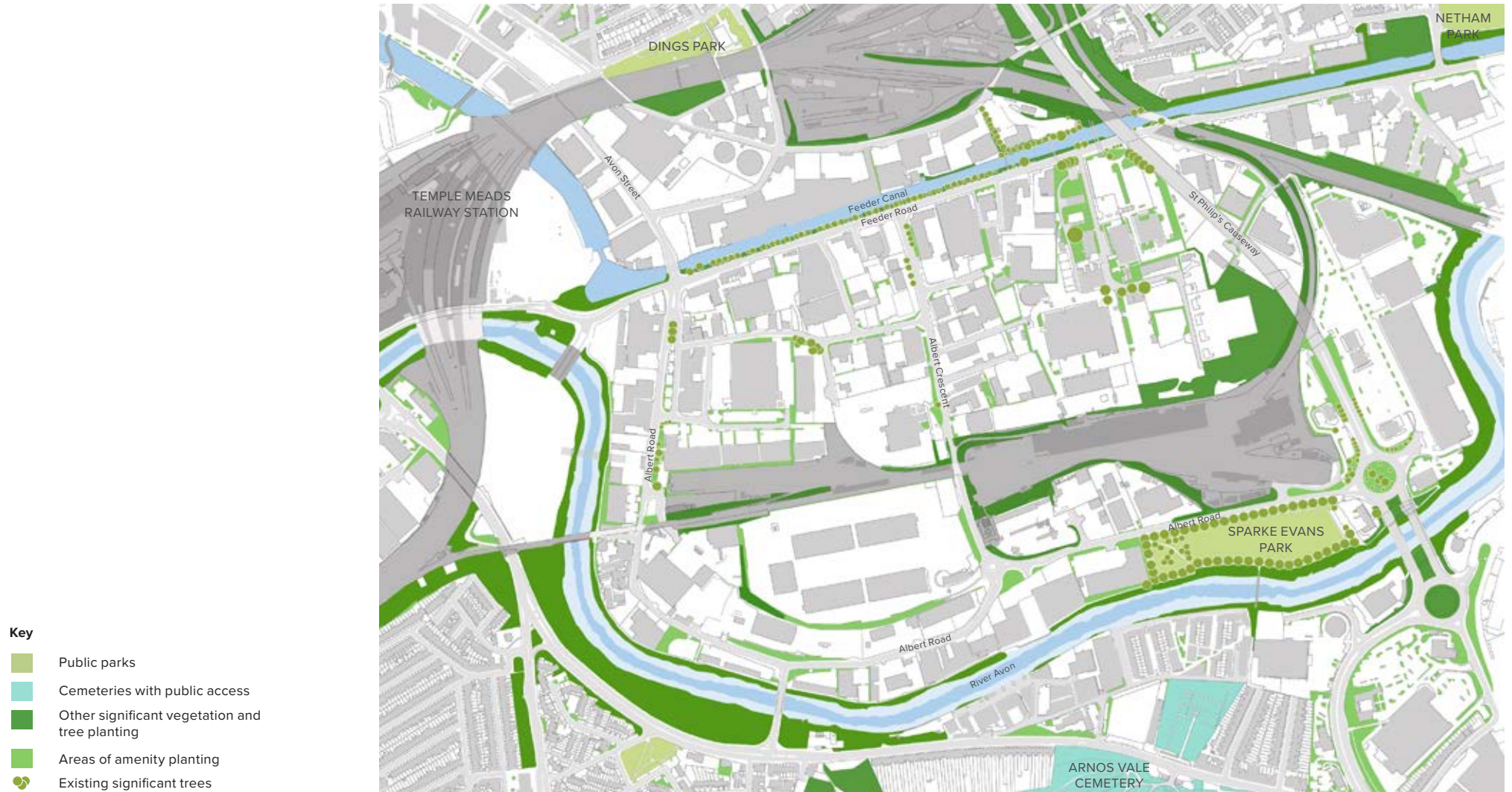
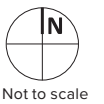


Figure 146 Existing Green Infrastructure



### 10.2.11 Existing character

An analysis of the study area suggests it can be broken down into the following areas of existing character:

#### 1. Feeder Canal corridor

The northern edge of the canal mostly comprises large scale buildings that form a sheer elevation to the water line and some sites with set back buildings and a canal-side paved or planted edge treatment. The southern boundary comprises a tow path with continuous mature tree planting. The tow path lies at a lower level to the adjacent Feeder Road with its building frontages of varying periods and forms, extent of set back and levels of occupation. The current relationship between the canal-side and adjacent areas to the south is restricted by the lack of active ground floor building uses, narrow footpaths and the presence of the road with its associated traffic.

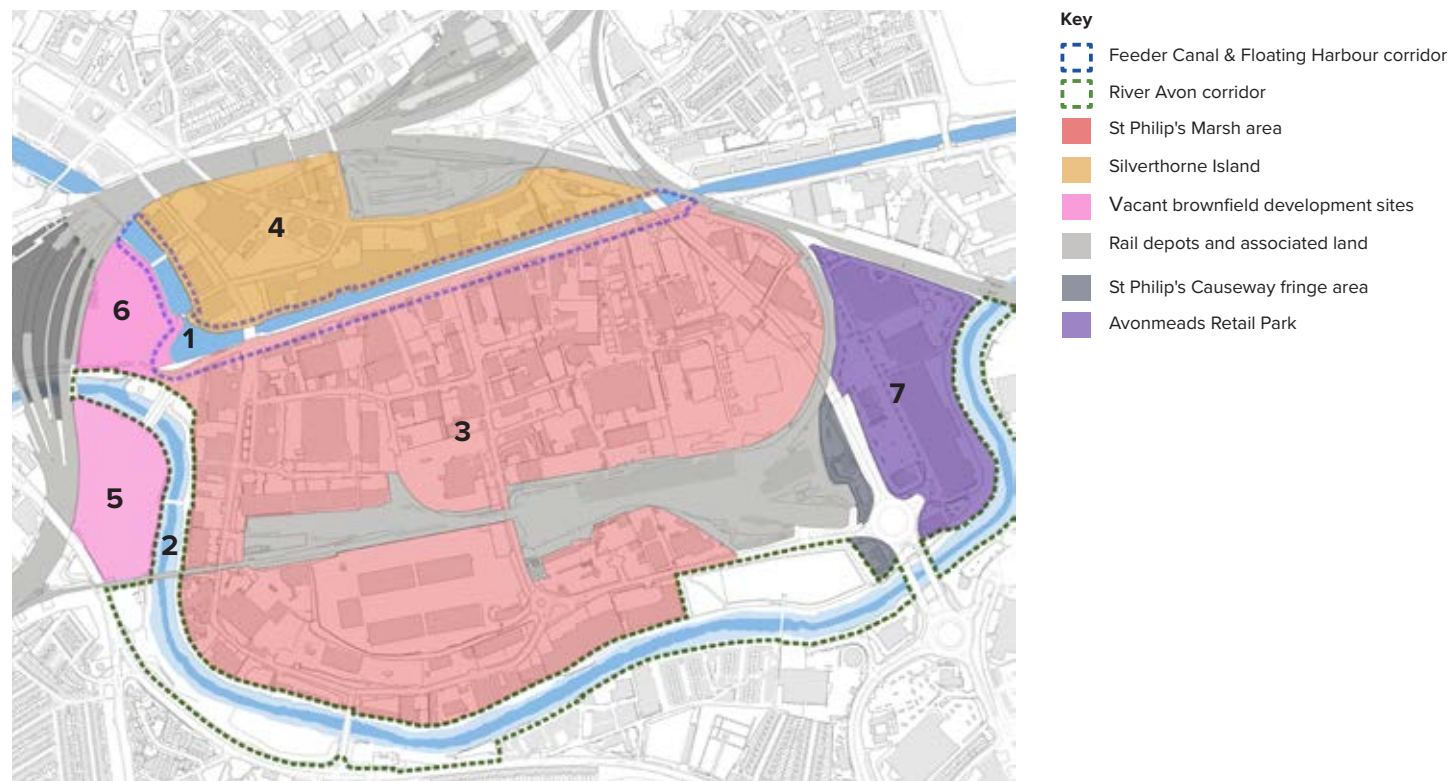
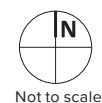


Figure 147 Strategic assessment of existing character





## 2. River Avon Greenway corridor

The River Avon riparian landscape and Avon greenway dual use path are major assets within the corridor. The river bank hosts a range of intertidal biodiversity. The River Avon is designated as a site of Nature Conservation Interest. The tidal reach of the Avon makes for a dynamic environment. The river bank can be largely covered with water and at other times it comprises a muddy bank with tolerant planting. The top of the bank exhibits a mixture of low level planting and self seeded trees forming sporadic green walls and overhanging both the bank and path. The sensitive nature of the ecology means the path is unlit and buildings present featureless façades that provide no overlooking and natural surveillance.

## 3. St Philip's Marsh

An expansive flat and low lying area (69 hectares approx) with boundaries along the Feeder Canal, River Avon, railway and St Philip's Causeway. The area accommodates a large number of medium and large footprint warehouses, showrooms, sheds, factories and associated external yard spaces and areas of hard standing. Buildings are often set back from the road and linked by high boundary walls. Smaller buildings and groups of buildings, some survivors from the nineteenth century, are found

In places the confusing layout of narrow and dead end streets with limited footpaths is often congested with daytime car parking. Offices, storage warehouses, workshops, open yards and security walls and fencing are of varying quality and appearance. There are

numerous examples of poorer quality buildings and structures albeit this may suggest potential for lower cost adaptation to new uses in the future. The majority of buildings are up to three storeys in height. Whilst there appears to be some underutilisation of sites and open yard space there is little building vacancy or site dereliction. The area is largely devoid of green infrastructure with the exception of scrub landscape to the south east corner and along the railway corridor. Streets are without tree planting and a mixture of utilitarian and patched surface materials reinforce the discordant streetscape appearance.

Although most land uses are focused on employment uses, the area is currently home to an eclectic mix of businesses. The St Philip's rail depot and rail link to the western main line bisect the area and the elevated St Philip's Causeway dual carriageway prominently rises up and over the eastern corner of the area.

## 4. Silverthorne Island

The area is defined by the harbour and Feeder Canal and elevated western mainline. Unlike other areas it is characterised by numerous historic buildings and site boundary walls constructed of stone. In addition areas of historic street surfacing materials also remain. Large floor plate buildings (warehouses and former factories) open forecourts, yards and areas of hard standing are dominant in the area and often associated with the sale, hire, repair, and parking of vehicles. A notable exception is the Motion Nightclub accommodated in a large waterside stone warehouse. There are more buildings and sites which appear underutilised

and vacant and numerous examples of buildings of poorer quality appearance. The area is an enclave with restricted pedestrian, cycle and vehicular access points. Movement is further impacted by narrow streets with poor footpaths.

## 5. Temple Island

A cleared flat brownfield site with river frontage and also bounded by the western mainline and A4 Bath Road. A remnant of historic building fabric has been retained at the river edge and helps to articulate the history of this site.

## 6. Former Post Office Sorting Office site

A cleared brownfield site with harbour and canal frontage that abuts Temple Meads railway station. The Post Office Sorting office, now demolished, was erected on the site of a large enclosed cattle market.

## 7. Avonmeads retail park and St Philip's Causeway fringe areas

A large modern retail and leisure park consisting of large-footprint, single storey buildings and associated surface car parking. Sites adjacent to the Avon Bridge roundabout, including KFC and the Kärcher showroom, are related in character. Avonmeads falls outside the main study area, but is included here for context.

10.2.12 Urban analysis summary

This Development Framework has been informed by an extensive evidence base of topic based studies. A visual analysis of the area has been undertaken to help develop an understanding of the areas existing physical characteristics and to highlight attributes that could be incorporated within the proposed spatial framework. For example the view from the Fruit Market site to the Church of the Holy Nativity on the Wells Road and Totterdown ridge and the River Avon path.

Key

Node

Destination

Prominent building

Prominent building back

Barrier to pedestrian and cycle movement

Bridge

Over bridge

Panoramic Views

Elevated site

Avon Greenway combined path

Significant urban tree planting

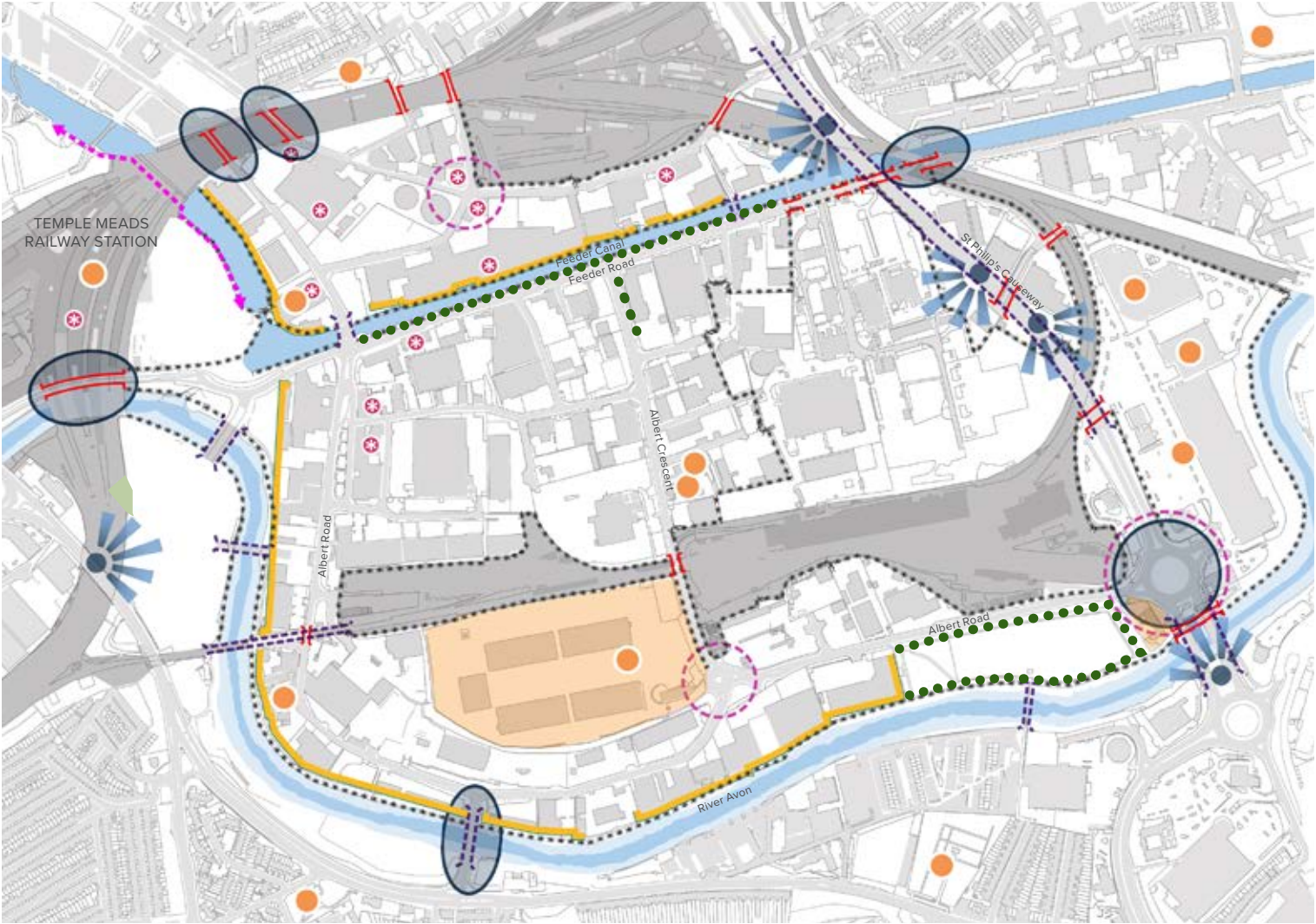


Figure 148 Visual analysis plan





Figure 149 Existing Context - River Avon, Floating Harbour and Feeder Canal Corridors

### **River Avon, Floating Harbour and Feeder Canal Corridors**

The water courses, bridges and nature of frontage development form a major part of the overall character of the area. Historic relationships between land uses and water borne goods have long been lost. Buildings, including Motion Nightclub, create an impressive if austere frontage with no public access to the north bank of the Feeder Canal. Many buildings and sites back onto the River Avon greenway which is a major ecological asset, walking and cycling route.





Figure 150 Existing context - Silverthorne Island

### Silverthorne Island

A number of surviving nineteenth century warehouse buildings (some of which are Listed Buildings), with yards enclosed by high walls and associated offices are located within the area. These prominent stone and brick built structures create a distinctive character not found in the wider study area. The area also contains smaller scale historic buildings accommodating workshops, garage and storage. Nineteenth and twentieth century warehouse buildings have been adapted for various purposes including automotive sales, repair and parts supply.



Figure 151 Existing context - Former Post Office Sorting Office and Temple Island

### Former Post Office Sorting Office and Temple Island Sites

Both sites have been cleared of existing buildings and have few features with the exception of green landscape along significant water frontages. The former post office site backs directly onto Temple Meads station. Temple Island is framed by the River Avon and A4 Bath Road which rises up considerably to the southern corner of the site. The sloping supporting wall is a major structure.





Figure 152 Existing context - St Philip's Marsh

### St Philip's Marsh

This area is dominated by larger footprint warehouse style buildings and extensive external yard spaces used for the storage of goods, materials and vehicles. A limited number of smaller historic buildings remain including former houses and workshops. They are a shadow of the Victorian neighbourhood which once was found here. Significant land uses include St Philip's rail depot and sidings, Bristol Fruit Market, Bristol City Council Waste Recycling Centre, and land used by the police and electricity utility companies in north east St Philip's Marsh.



Part 1 - Overview

Part 2 - Masterplan



Figure 153 Panoramic view from St Philip's Causeway westwards towards Temple Meads Station

Part 3 - Development Framework



Figure 154 Panoramic view from St Philip's Causeway towards the west



### 10.2.13 Proposed development context

#### Approved developments and relevant planning history

Temple Quarter Enterprise Zone has been a focus for economic development since 2012. It has resulted in major new developments with more in the pipeline. This is particularly marked to the east of Temple Meads Station where extensive development is planned over the next five years.

However, east of the railway the main focus of development delivery within the Enterprise Zone has been at the Paintworks on Bath Road. New homes, places to work, flexible event space and a destination bar and restaurant now form a thriving riverside community. Phase four of the project is under construction.

The main planning activity on key sites east of the station has resulted in approval of the University of Bristol Enterprise Campus scheme on Cattle Market Road and student accommodation on Temple Island and a significant riverside residential development on the Bath Road.

The extensive redevelopment of sites along Silverthorne Lane fronting the Feeder Canal was granted consent in April 2022. Additionally, applications for student accommodation on Avon Street and Freestone Road were submitted. Student accommodation on Avon Street has been approved, whilst the application for Freestone Road is still under consideration.

An illustrative masterplan has been developed for Temple Island by Zaha Hadid for Legal and General, but this is yet to be formalised into a planning application for the remaining site. Bristol City Council are promoting a mixed use redevelopment of this vacant site including housing, offices and a hotel and conference centre.

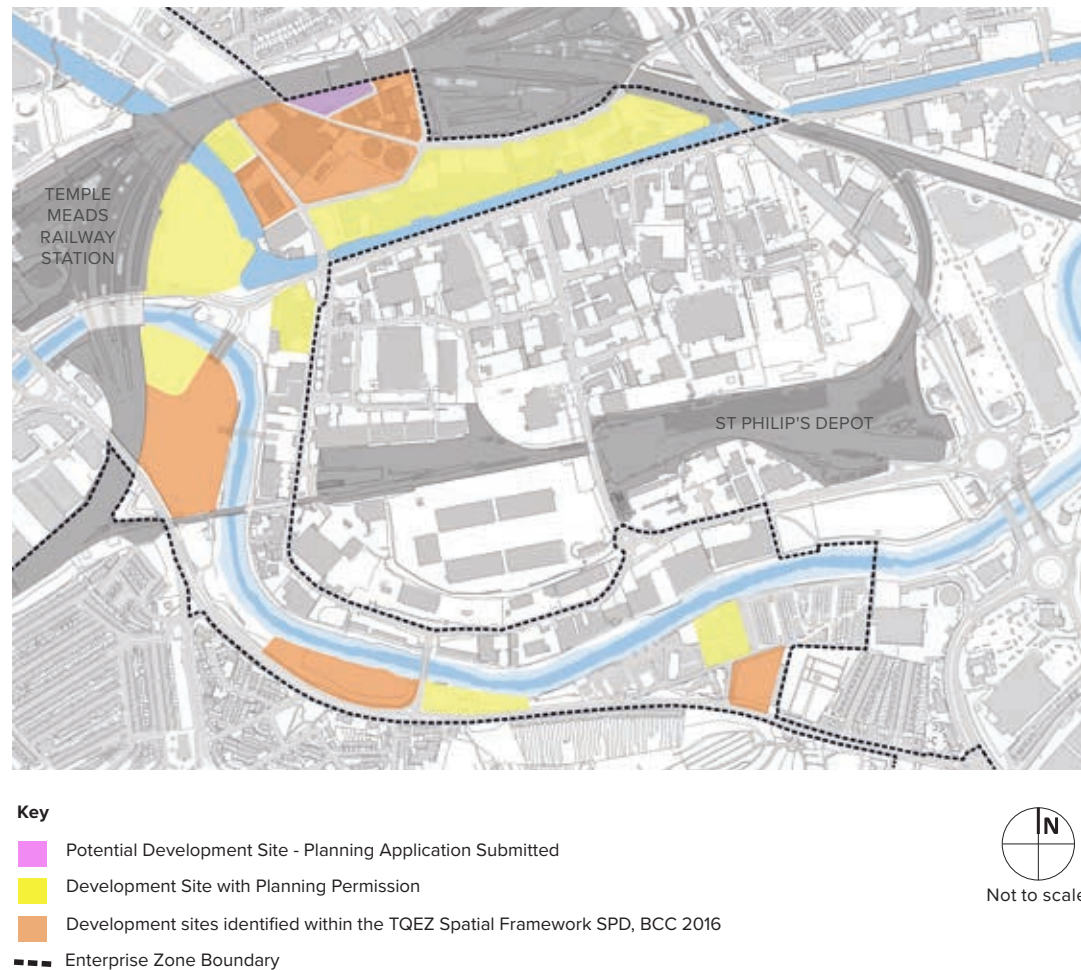


Figure 155 Existing and proposed development sites (as of April 2020)

## 10.3 Constraints and opportunities summary

### 10.3.1 Constraints

There are a number of constraints within the area that will significantly impact future redevelopment, including:

1. The study area is located within the flood plain of the River Avon and Feeder Canal and extensive areas are subject to flood risk which is predicted to worsen over time due to the effects of climate change. Proximity of industrial buildings to the river edge creates a poor waterside experience and limits opportunities for an integrated landscape response to flooding and riverside habitats.
2. Railway lines, the River Avon, Feeder Canal and St Philip's Causeway form significant barriers to movement across the area as they bisect St Philip's Marsh, limiting access to and through the area. Access and legibility is impacted by the quality of routes, including via railway arches, low bridges and over narrow footbridges, contributing to a poor environment for walking and cycling.
3. This is compounded by the presence of larger gated sites such as the Bristol Fruit Market, St Philip's Marsh Train Depot, utility companies, and Avon and Somerset Police sites.
4. Ground conditions vary across the area including heavy contamination resulting from industrial uses and soft ground reflecting the low-lying nature of the land.
5. Significant high voltage electricity infrastructure in the north eastern area of St Philip's Marsh may limit potential for development or require significant / high-cost reconfiguration.
6. Poor quality existing built environment and public realm, with limited green open space and tree canopy cover. A small number of distinctive (but unlisted) historic buildings exist in the area.
7. There are currently no bus routes serving the area, although bus services on the Bath Road and close to Bristol Temple Meads are within walking distance.
8. Some uses in the area form part of the distribution network for delivering goods and services within central Bristol and would need to be retained or relocated to appropriate locations.
9. The Albert Road waste depot would have to be relocated to enable the delivery of infrastructure and redevelopment of adjacent sites, with potential implications for phasing.
10. The existing planning policy context does not support redevelopment of the area. Significant consultation, evidence base gathering and public examination is required before policy can be updated.
11. The area is characterised by a patch work of land ownerships and occupiers posing a challenge to land assembly and the coordinated delivery of potential infrastructure and development. Appropriate alternative sites (either within the redeveloped area or within the wider city) would need to be provided to support business continuity.

### 10.3.2 Opportunities

The Bristol Local Plan Review recognises the potential of St Philip's Marsh as a future area of regeneration and growth, presenting a range of opportunities:

1. Generational opportunity for comprehensive transformation of a significant part of the city, creating an exemplar mixed-use, sustainable, healthy, climate adapted neighbourhoods which are closely integrated with surrounding communities and deliver multiple social value outcomes.
2. Provision for new homes of varying types and tenures including affordable housing
3. Community infrastructure, to support the wellbeing of existing and new communities, meet the future needs of the growing city and reduce pressure on edge-of-city locations.
4. Creation of new employment and business spaces to deliver Bristol City Council's objective to 'ensure that the number of jobs supported by the area is increased and that the diversity of business and economic development is maintained and enhanced'. Provision of high quality working environments which support innovation, creativity and wellbeing.
5. Respond to enhance accessibility created by the proposed eastern entrance to Temple Meads Railway Station. Most of the area is within easy walking distance of the station.
6. Growth and investment in the area resulting from the proposed University of Bristol Enterprise Campus (and other significant catalytic developments) and associated enhanced built environment and footfall.
7. Significant water corridors (River Avon and Feeder Canal) passing through the area contributing to character, ecology, access to natural environments and long distance walking and cycling routes. Significant opportunity to retain and enhance these corridors, and enhance the green infrastructure network within St Philip's Marsh as part of the city-wide green and blue infrastructure provision.
8. Integration of strategic city-wide cycle infrastructure, specifically along Feeder Road.
9. Provision of new bus routes to and through the area connecting to the communities of east Bristol.
10. Incorporating existing innovative and creative businesses into the future entrepreneurial ecosystem, potentially including cultural / music venues and evening uses



# GUIDING PRINCIPLES

A teal-tinted photograph of a canal. On the left bank, there is a row of trees and a paved path with a metal railing. On the right bank, there is a large, modern building with a corrugated metal facade. The canal water is calm, reflecting the sky and the surrounding environment. The text "GUIDING PRINCIPLES" is overlaid in white, bold, sans-serif font in the upper left quadrant.

## 10.4 Guiding principles

The five strategic principles have been developed to help shape the Development Framework going forward, responding to the particular constraints and opportunities of the area and the engagement and consultation process outlined in Chapter 3. This section explores how these principles could be applied to the St Philip's Marsh areas.



Figure 156 Guiding principles diagram



### 10.4.1 Integrated and connected

#### Create strong connections with surrounding neighbourhoods

Create an integrated movement and access network connecting all development plots to surrounding neighbourhoods, Temple Meads Station, key destinations, strategic cycle routes and public transport corridors promoting active travel, public transport use and reducing the need for the private car.

Reconnect communities in east Bristol, such as Barton Hill and Lawrence Hill, which are amongst the most deprived communities in Bristol and currently separated from the surrounding city. Walking and cycle links to adjoining areas would be improved including the provision of a new bridge crossing. Doing so provides access to new facilities, open spaces and land-uses which play a role in the lives of the wider east Bristol community, including a new riverside park.

#### Support and enable low carbon mobility

Deliver infrastructure throughout the area which promotes active travel and public transport promoting low traffic and low speed streets. The proximity of employment, co working space, and community facilities would reduce the need to travel.

Support a shift in ownership towards car sharing, to serve new residents and businesses, with an emphasis on a move towards electric vehicles. In building, on plot and on street charging facilities and cycle parking would be fully integrated.

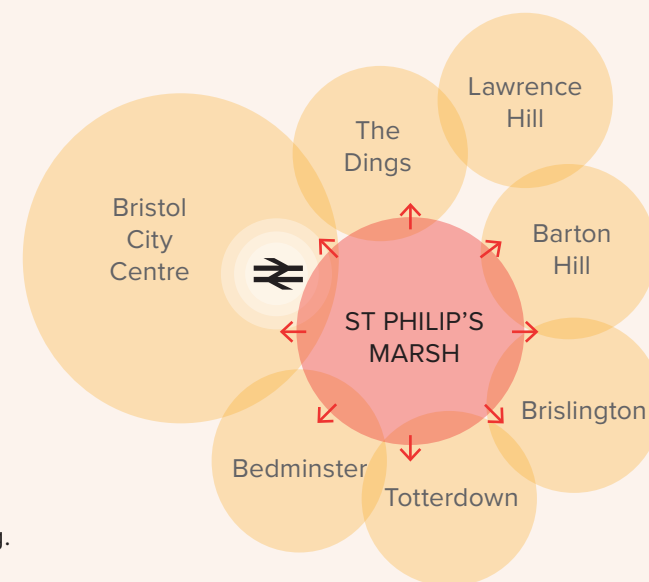
#### Adopt an integrated design and placemaking approach to flood defence provision

Ensure that flood defence design along the Feeder Canal and River Avon corridors incorporate habitat enhancement, landscaped public realm, public walkways and cycle path facilities, and flood resilient frontage buildings providing overlooking and natural surveillance. Two contrasting approaches are required. Both would transform the relationship between new development, people and canal and tidal river waterscapes. This also provides the opportunity to improve connections across the river to the Paintworks development.

The first approach could take the form of a landscape rich greenway, the second a more formal tree lined promenade. These major interventions could deliver economic, social and environmental benefits. They are also placemaking elements that could help to define the character and identity of the area, becoming leisure and recreation destinations within the city centre and accessible to the local community.

#### Create a resilient access and movement network

In combination with water edge flood defences, create a primary street network that enables access and evacuation from the area in the event of a major flooding. This street network is to provide access to a range of development sites, community facilities and open spaces. It should connect to street networks in adjoining areas and accommodate vehicular, cycle and pedestrian movement including future public transport. Furthermore it could integrate energy (including a district heating system), water, digital and drainage infrastructure.





### 10.4.2 Inclusive Economic Growth

#### Promote a flexible framework of development plots

Establish a spatial structure of new and existing secondary and tertiary access streets providing permeability through the area and defining development plots of varying sizes that could meet future needs for employment, residential and mixed use development. New streets would provide plot connectivity to energy, water, digital and drainage infrastructure systems. Some plots include existing buildings that could be adapted to alternative uses and incorporated within new development schemes.

#### Establish a leading innovation district

Establish a show case innovation district with high quality pedestrian and cycle access to Temple Meads railway station and the proposed University of Bristol Enterprise Campus. Frontage building development would define the structure of streets and spaces and include active ground floor uses such as bars, restaurants and local convenience retail providing local facilities and an attractive evening economy. A variety of employment space is envisaged including accommodation for start ups, established SMEs and larger scale businesses focused on science and technology, nano engineering, advanced manufacturing, green economy businesses and creative and digital industries.

#### Transform existing industrial land, increasing density and diversifying land uses

Promote the intensification and diversification of industrial land east of Albert Crescent triggered by the need to implement flood resilient infrastructure and to promote low carbon development. This could include incremental

change, which seeks to enhance and incorporate indigenous light industrial uses which are compatible with mixed-use development, and accommodating new businesses that are drivers of higher value employment and lower carbon growth over time. It is recognised that energy infrastructure of city significance in the ownership of National Grid and an Avon and Somerset Police facility are located within this part of the area and that this could influence the shape and pace of any future change. However, the area is also characterised by businesses related to distribution, car repairs, sales and specialist manufacturing.



Figure 157 Examples adaptive reuse of former industrial and warehouse buildings

### 10.4.3 Quality Places

#### Create a legible layout of street blocks and spaces

Establishing continuous building frontage at the perimeter of street blocks would provide physical street enclosure. It would provide greater opportunities for overlooking and natural surveillance of the public realm; and enhanced block legibility and interaction with the street via the integration of building entrances and active ground floor uses in key locations. Limited building setbacks can support residential amenity or help define pocket green spaces in some locations. Building frontages should address all streets and paths throughout the area.

#### Integrate community facilities and mixed uses from the early phases of redevelopment

The phasing of development must ensure that adequate community facilities are in place to support new residents, those who work, pass through and visit the area including residents of the Paintworks development and Bath Road. Their provision would also make the area an attractive location for further incomers. Facilities could include the following:

- Primary schools
- Health centre
- Energy centre
- Community hub
- Convenience store
- Restaurants and bars
- Sports courts (e.g. tennis, five-a-side) and pavilion at Sparke Evans Park
- New open spaces

#### Promote intelligent density

This report identifies three scenarios for the redevelopment of the area. Each exhibits a gradation of residential densities, with varying quantities of houses and apartments, both of which can be suitable for families, supported by community facilities and open space provision. There is a significant mixed use objective across the area including opportunities to integrate residential development with employment, commercial or leisure uses within each street block.

Opportunities for vertical layering of different uses within buildings can have benefits including supporting the evening economy, whilst a land use monoculture reduces vitality outside of working hours. A mix of housing types and tenure models is anticipated on larger sites with affordable housing provision being made across the entire area.

Larger street blocks could incorporate inner court yard spaces for residents or be sub divided to create a number of smaller court yard blocks establishing more building frontage and permeable street connections. The three scenarios indicate that new buildings could range from low- to high-rise buildings. Opportunities may exist for taller buildings in locations that punctuate the structure of street blocks, create landmarks or enhance key views, subject to detailed design.

#### Design buildings to last

New employment and non residential mixed use buildings should be designed and constructed to very high standards. For example, attaining BREEAM excellent or outstanding standard.

Buildings should aim to be net zero carbon. They should be flexible, adaptable and resilient to climate change so that they can meet the future needs of occupiers without the need for costly and carbon intensive redevelopment. Development should incorporate multi-functional green infrastructure that benefits biodiversity, the wellbeing of occupiers and the climate resilience of local communities.

Apartments and houses should also be designed and constructed to high standards and be capable of adaptation over time. For example, meeting the changing needs of occupiers at different life stages including young families and older people. Residential development should include recycling storage, bike parking and meet new more generous internal space standards reducing the need for occupiers to consider relocation. Apartment buildings could include balconies, rooftop and terrace gardens and access to on site storage.

New development should contribute positively to an area's character and identity, creating or reinforcing Bristol's local distinctiveness.

#### Listed Buildings should be positively integrated into future development and adapted to new uses.

Opportunities should also be taken to integrate surviving, but non listed, historic fabric such as terraced houses, shops, school and chapel buildings where this is commercially viable and would provide a context responsive development approach. For example, the limited number of remaining of historic buildings

in St Philip's Marsh are a poignant reminder of the community that once existed for a century until post war clearances.

#### **Adapt existing buildings to new uses**

There are major opportunities to repurpose existing buildings to new uses, including meanwhile uses, across the Silverthorne Island and St Philip's Marsh areas. This could harness the character and identity of the area, be less environmentally impactful, create dynamic, creative and lower cost spaces that attract forward thinking next generation businesses. The Engine Shed and Temple Studios to the west of Temple Meads railway station are two notable examples of the successful adaptive reuse of buildings. They have provided co working and studio space establishing clusters of new and developing businesses including those within the creative and digital sector.

#### **10.4.4 Quality Spaces**

##### **Create a public realm of distinction**

A high quality public realm network should facilitate movement within and through the area, support community health and wellbeing and enhance biodiversity. A network of streets and spaces would offer a variety of outdoor spaces of contrasting design treatment, use and scale. Primary components of the public realm network include:

- An enhanced and expanded River Avon Greenway corridor, including pocket spaces, a revitalised Sparke Evans Park, and integrated flood defences.

This could accommodate walking, running and cycling, provide new places to sit and relax, children's play and adult exercise facilities. Sparke Evans Park could be a multi use space offering informal play and formal sports provision as well as quieter spaces.

- An improved Feeder canal tow path promenade integrating flood defences. This ensemble would provide a new setting to the south bank of the canal offering new moorings and opportunities to facilitate water space usage, places to sit and linger, walk and cycle. Existing trees would be complimented by new planting increasing biodiversity and providing shade.
- New green spaces should be provided within the St Philips Marsh area offering a green space setting for new development and an inviting space for local residents, workers and visitors alike. Continuous building frontages, including active ground floor uses, would provide defining enclosure to these spaces and provide natural overlooking.

##### **Integrating Green Infrastructure**

Tree planting should be incorporated within all public street designs across the area dramatically increasing urban tree canopy cover. Species should be selected to compliment and define the hierarchy and typology of streets and spaces. A variety of appropriate species would provide contrasting canopy forms, foliage texture and colour, and seasonal characteristics. All street design could incorporate sustainable urban drainage provision and, where appropriate, rain gardens including ground planting. In addition to the primary and secondary access street network, circulation routes within major development plots

would also incorporate significant green infrastructure. Green infrastructure should enhance biodiversity and connect wildlife corridors.

#### **Revitalise Sparke Evans community park**

Unlock the full potential of the park as a welcoming and inclusive community space and the largest green infrastructure asset of the Avon Riverside (north and south) communities. To include new planting, children's play, event space and lighting.

#### **Industrial Heritage**

Many surviving nineteenth and early twentieth centuries buildings, structures and other traces such as historic road surfaces have historic and evidential significance even if not listed. These could be incorporated into future redevelopment and public realm improvements where this is feasible.



#### 10.4.5 Vibrant and Creative Communities

##### Create a vibrant new residential neighbourhood

Promote residential development across the entire area from street blocks composed solely of housing units of various types and tenures to residential comprising an important element of employment or commercial leisure led mixed use street blocks. The opportunity exists to create a built and natural environment that supports low carbon lifestyles and community health and wellbeing including via new walking, cycling and public transport networks.

The potential exists to energise the north bank of the River Avon via new residential development further consolidating the river corridor as the location of a growing waterside community. Existing and proposed residential development along the south bank of the river and A4 Bath Road corridor forms a major part of the mixed use transformation of this area. The more significant development plot opportunities on the north bank suggest greater potential to deliver a broader range of housing types and tenures including family and affordable housing, supporting community facilities, local retail, food and drink and open space uses. Major residential developments have the potential to incorporate outdoor community spaces, children's play areas and food growing areas.

The diagram opposite shows a conceptual neighbourhood shaping model that could be adopted.



Figure 158 The climate adapted, walkable, connected neighbourhood concept

## 10.5 Vision

### 10.5.1 Introduction

This section sets out an emerging vision for creating a series of distinctive and sustainable new neighbourhoods to the east of Bristol Temple Meads railway station, based on the concept of 'A Place of Many Places' (see Chapter 2), interwoven with and connected to the existing network of neighbourhoods in east and south Bristol. The new neighbourhoods would combine to realise an expansion of Bristol's central core, complementing the city centre with a diverse and high-density range of uses located in a highly accessible, sustainable location within easy walking distance of the enhanced Temple Meads, including a mix of residential accommodation.

The emerging vision is informed by feedback from stakeholder engagement, the proposed 2019 Local Plan review policy, the Bristol City Council city-wide employment land study, and the existing trajectory of significant active development proposals surrounding Temple Meads. This reflects the requirement for the city to identify and deliver sustainable growth for jobs and housing to meet the needs of the future identified in Chapter 2.

The identity of the new neighbourhoods are defined by distinctive physical and land-use characteristics, reflected in the nature of streets and spaces, the design of new development and the integration of existing built and natural environment assets. A coordinated approach to landscape and infrastructure design is required to resolve flood risk affecting much of the area, and to deliver other area-wide benefits.

The new neighbourhoods are as follows:

1. **North West St Philip's Marsh:**  
A knowledge based, employment led area focused on the proposed University of Bristol Enterprise Campus, Temple Island, and Silverthorne Lane developments.
2. **South St Philip's Marsh:**  
A sustainable, residential led mixed-use neighbourhood focused along a new riverside linear park, potentially integrating a leisure and sporting facility.
3. **North East St Philip's Marsh:**  
A mixed residential and employment area providing housing and supporting uses together, including small-scale manufacturing and maker-spaces.



Figure 159 Three contrasting, connected and complimentary neighbourhood areas



1

# NORTH WEST ST PHILIP'S MARSH





### 10.5.2 North West St Philip's Marsh

North West St Philip's Marsh is located on land directly to the east of Bristol Temple Meads railway station. Alongside proposed major investment in the area surrounding Temple Meads, including a proposed new eastern entrance and UoB Enterprise Campus, this has catalysed a several significant mixed-use development proposals in the surrounding areas of Temple Island and Silverthorne Island, identified in Chapter 2.

North West St Philip's Marsh would build on these developments, nurturing a creative and knowledge-based economy of small and medium sized business which thrive on proximity to the university and each other, and which contribute to a distinctive and vibrant place reflecting Bristol's independent character.

The existing urban grain, built heritage and environmental assets help to create a distinct local environment structured around the significant urban waterways of Feeder Canal, the Floating Harbour and the River Avon. New waterfront development exploits this opportunity, whilst provision of new footbridges helps to interlink the area with its surroundings.

The area encompasses four contrasting yet complimentary and connected places:

1. University of Bristol Enterprise Campus
2. Silverthorne Island
3. Temple Island
4. Land south of Feeder Road

Working with all key stakeholders, including existing businesses and landowners, developers, investors and communities the opportunity exists to reinvent a low profile back land area as a dynamic hub that could help drive the city economy forward and

deliver inclusive growth into the long term. Over the short, medium and longer terms the objective is to transform 40 hectares of brownfield land in the heart of the city.

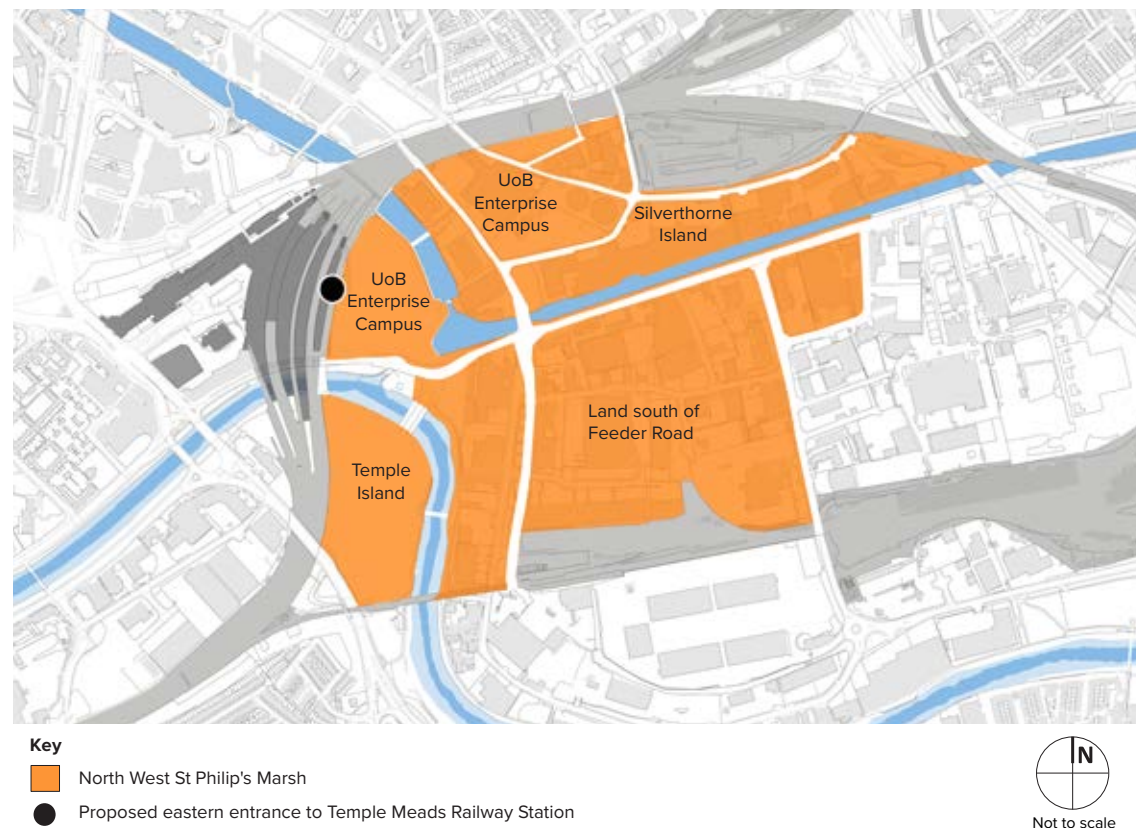


Figure 160 North West St Philip's Marsh - greater than the sum of its parts

### 10.5.3 Key characteristics of North West St Philip's Marsh

The innovation district concept embraces a range of defining characteristics:

1. A place of that encompasses four distinctive and interconnected waterfront locations with close links to the city centre, Temple Quay and surrounding neighbourhoods
2. Joined by the University of Bristol's Enterprise Campus with a focus on innovation, creativity and the knowledge economy
3. A compact walkable district with good cycle route and public transport connectivity and direct access to Temple Meads Railway Station
4. A distinctive sense of place resulting from a legible structure of streets, outdoor spaces and buildings and the quality of architecture, landscape and public realm design
5. A diverse, vibrant and balanced mix of uses including work space, places to live, including some student accommodation, local independent retail, restaurants and bars, and cultural spaces providing services and destinations which enliven the area throughout the day and evening
6. Creative and adaptive reuse of existing buildings combined with infill and significant new development, with high standards of design which reinforce local character
7. Variety of flexible work spaces supporting incubation, collaboration, research and co-working for start-up and spin-out businesses, alongside more tailored space for scale-up businesses and established businesses relocating to the area
8. Provision of exceptional digital connectivity, including 5G networks, enabling businesses to harness and develop digital products and services
9. A range of job opportunities and learning experiences supporting inclusive and sustainable economic growth, with links to local schools and up-skilling of young people in surrounding deprived neighbourhoods
10. A place management organisation helping to curate, nurture and grow the business ecosystem including business development advice, access to finance, incubation and accelerator programmes, and transitions to move-on space



Figure 161 North West St Philip's Marsh innovation district organising concept diagram

'Innovation districts are urban areas with networks of knowledge-producing organisations such as universities, research bodies, cultural institutions, and knowledge intensive businesses. They bring together innovators, entrepreneurs, researchers, creatives, knowledge workers and investors to work together, to collaborate, compare and compete, creating the conditions for business growth.'

UK Innovation District Group, 2019





Figure 162 North West St Philip's Marsh - A creative space in the city



#### 10.5.4 University of Bristol Enterprise Campus

The realisation of the proposed Enterprise Campus on the site of the former Royal Mail Sorting Office is pivotal to the regeneration of areas to the east of the station. The proposed seven-acre campus will provide teaching, research and innovation space for 6,000 students, around 1,600 members of staff and external partners from business and the city's communities when all delivered. The campus will also extend south of the River Avon to the northern part of the Temple Island site, where significant blocks of student accommodation are proposed. The University of Bristol has stated that the Enterprise Campus will focus on digital, business and social innovation.

This is intended to become a key venue for the UK digital economy, enhancing Bristol's reputation as a global destination for innovation and strengthening the city-region's role as an economic powerhouse. In addition, the university plans to provide leisure and cultural activities, including performance, public lectures and networking events extending into evenings and weekends to help make the campus a lively place and a new city destination with activity throughout the day and evening.

The proposed Bristol Temple Meads railway station eastern entrance will be easily accessible from the campus site and will enable passengers arriving at Temple Meads to easily access the campus and areas to the east for the first time in the station's history. This will dramatically alter the passenger experience and the service it provides to those who use it. Internal station wayfinding and Bristol Legible City signing will help people to navigate the station, campus and surrounding street network, assisting visitors with their onward journeys.

The build out of the campus and new Temple Meads eastern entrance will substantially increase footfall within the area, acting as a catalyst for the wider North West St Philip's Marsh area and the longer-term creation of a climate adapted neighbourhood in St Philip's Marsh. This would result in new places to live, work and visit and increase walking, cycling and future bus journeys to the station from the east of the city.

Phase 1 of the Enterprise Campus was granted planning permission in 2019.

Phase 2 of the campus, which includes flexible mixed floorspace and a new pedestrian bridge across the floating harbour, is targeted for planning determination in Spring 2023.



Figure 163 Proposed University of Bristol Enterprise Campus © Fielden Clegg Bradley Studios

### 10.5.5 Silverthorne Island

The northern side of Feeder Canal represents extensive opportunities for mixed use redevelopment across numerous sites, providing new employment and residential spaces alongside other uses which benefit from proximity to the Enterprise Campus and help to contribute to the vibrancy and success of North West St Philip's Marsh. This could be complimented by animating ground floor uses such as bars, restaurants and cafés which are active throughout the day and evening, whilst also recognising the contribution of Motion night club on Avon Street to the night-time economy.

New development should respond to and regenerate the sensitive underlying historic urban fabric including significant industrial heritage, including the northern edge of the Feeder Canal and Floating Harbour, listed industrial buildings and distinctive historic site walls. Adaptation of existing buildings could help to support a vibrant mix of activities, uses and businesses.

The proposed mixed-use redevelopment of canal side sites along the entirety of Silverthorne Lane would mark a major step forward in the transformation of this area. The development was granted consent by Minister of State for Housing, Stuart Andrew MP, on behalf of the Secretary of State in April 2022. The proposals include the delivery of a new secondary school, student accommodation, new homes, employment space and a new building for the University of Bristol.

Planning applications for student accommodation have also been submitted for sites on Avon Street (approved) and Freestone Road (pending consideration). These developments could significantly enhance the area, offering natural surveillance, ground floor activity and a general enhancement of legibility as well as an enhancing Silverthorne Lane as a walking and cycling route linking to Barton Hill.



Figure 164 Proposed mixed use redevelopment on Silverthorne Lane © AHMM © Stride Treglown



Figure 165 Proposed student accommodation at Avon Street © Chapman Taylor Architects

### 10.5.6 Temple Island

Current proposals for the site include a mixed-use scheme of up-to 500 new homes, office space, a 350-room hotel and conference facility, as well as bars, cafés and retail contributing to the creation of a vibrant place throughout the day and evening. The scale and density of the proposed development is very significant, including numerous tall towers which would form a notable addition to Bristol's skyline.

New development would have a close relationship with the River Avon, contributing to the creation of a distinctive built character along its length and the creation of linear park with walking and cycling access, supported by the recently constructed St Philip's pedestrian bridge.

Much of the enabling infrastructure is in place, including new bridges providing direct pedestrian, cycle and vehicular connections to surrounding areas. The site is not at risk of flooding, providing the potential for it to be developed in advance of significant new flood defence infrastructure in the wider area, and to provide safe access/ egress from the wider area in flood events. The site is owned by Bristol City Council.

No planning application has yet been submitted but it is anticipated that the developer will commence pre-applications during 2022.

### 10.5.7 Land south of Feeder Road

This area, not currently subject to major development proposals, represents a substantial opportunity to expand the innovation district beyond the Enterprise Campus and provide space for significant development beyond the active development proposals described above. This could include a more mixed area and fine-grained urban neighbourhood based on the existing pattern of streets.

Vertical mixing of uses within new buildings could support provision of a wide range of different accommodation, supporting the needs of small and growing business across a wide range of sectors, including studios, co-working hubs. This could include small-scale manufacturing and light-industry where this is compatible with new uses, supporting retention of existing business within the area.

Meanwhile and adaptive re-use of buildings would play a role in creating a unique and distinctive post-industrial character to the area and provide affordable spaces for new businesses.

Development within St Philip's Marsh represents a long-term vision, dependent on provision of large-scale strategic infrastructure addressing identified flood risk. Implementation of the defences would trigger a profound restructuring of land within St Philip's Marsh, potentially requiring significant land acquisition and relocation of existing businesses.

This presents a generational opportunity to deliver strategic flood defence infrastructure that acts as a catalyst and enabler of large scale redevelopment. This could integrate improved mobility and access networks and a major improvement and expansion of the public realm, including enhanced green infrastructure provision.



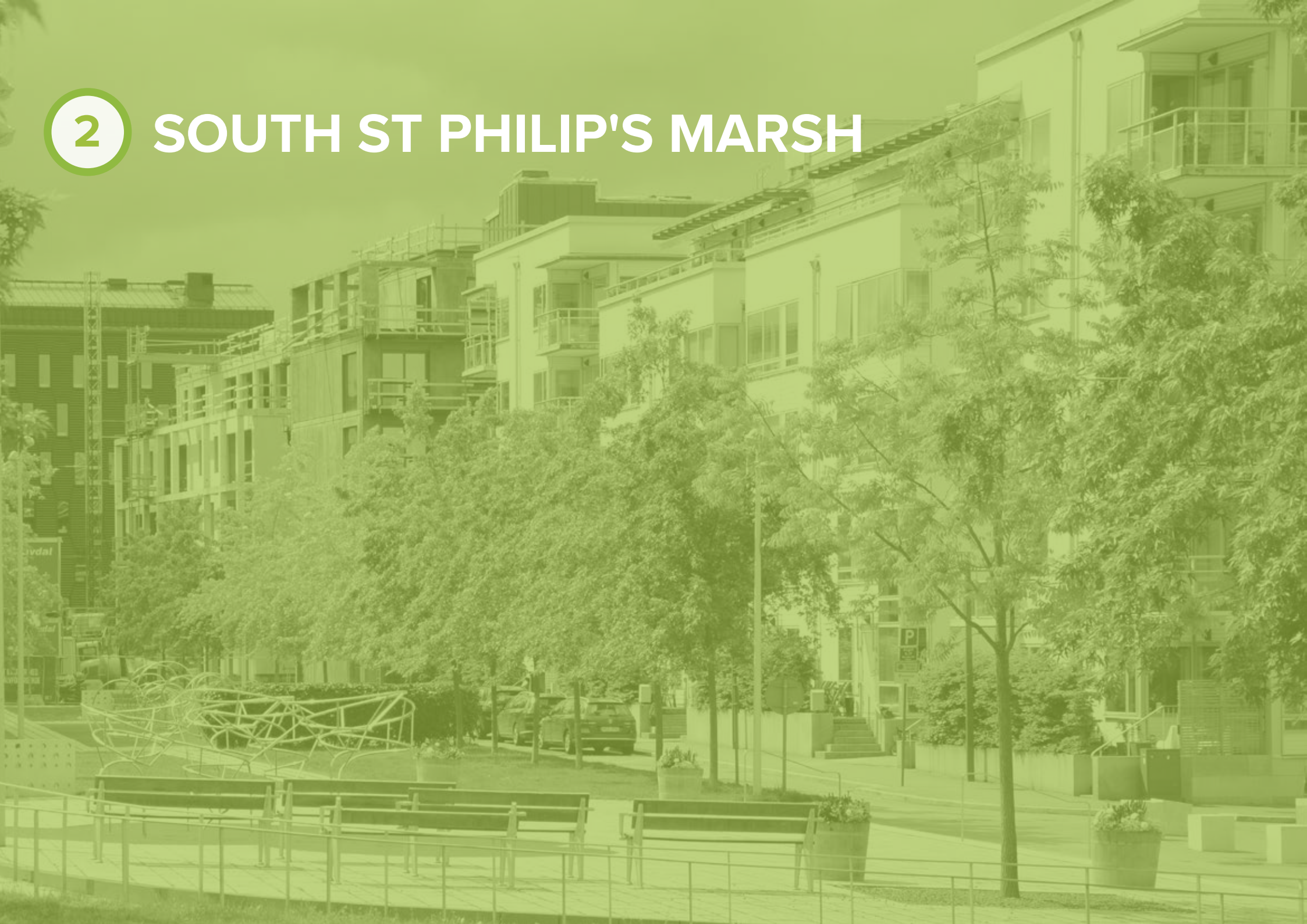


Figure 166 Examples of mixed use development





# SOUTH ST PHILIP'S MARSH



### 10.5.8 South St Philip's Marsh residential neighbourhood

Enabled by flood defences and resilient access provision the land south of the railway extending to the north bank of the River Avon has the potential to become a new, largely residential led neighbourhood area capable of also accommodating a mixed use commercial leisure development in combination with the residential led redevelopment of surrounding sites.

The opportunity exists to provide a range of housing types and tenures including affordable and energy efficient homes supporting low carbon lifestyles. The choice of homes could include adaptable life time homes, houses and apartments subject to further detailed masterplanning.

Redevelopment of river front sites could fully exploit the River Avon waterfront setting helping to create a distinctive neighbourhood area with an animated and enhanced riverside greenway corridor. An integrated flood defences and public realm design approach would result in a greenway that incorporated cycling and walking routes for all potential users from commuter cyclists linking to destinations in the city centre to leisure riders, walkers or runners within the neighbourhood.

New foot bridges could improve connectivity with existing and proposed residential development along the Bath Road and south bank of the River Avon and public transport routes providing access to the city centre and neighbourhoods in the south east of the

city, Park and Ride sites and longer distance bus routes to north east Somerset. The importance of public transport accessibility should be emphasised in any redevelopment scenario that incorporates a commercial leisure mixed use development.

The neighbourhood should integrate a comprehensive pedestrian, cycle and public transport route network to adjoining neighbourhoods and the wider city reducing the need for private car trips, promoting active travel and community health and wellbeing. Enabling and supporting infrastructure, including a grid of green infrastructure, would be designed to provide long term resilience and physical accessibility.

The Avon greenway could be integrated into a new pattern of streets with key walking and cycling route links, enabling residents to easily access the riverside. Sparke Evans Park is a major destination on the greenway corridor. It could be rejuvenated as a focal green open space offering a range of community facilities including children's play areas, mixed use games area, café and areas of enhanced planting and seating. This significantly under-utilised asset could further benefit from the redevelopment of adjoining sites creating overlooking building frontages and promoting greater community use of the space.

The siting of a primary school adjacent to the park would further reinforce this ambition and could extend to an allocation of the derelict park area specifically for school and community use. Additional community facilities would be required to support

the comprehensive redevelopment of the area including the provision of a local centre and active frontages incorporating shops, café, restaurants, health centre etc. The viability of some of these uses would be further supported by the growing residential community on the south bank of the River Avon.

Bristol City Council land ownership is more significant in this area and includes a large waste depot facility located on Albert Road. This facility would need to be relocated in order to implement enabling infrastructure.

Provision of enabling infrastructure is likely to require land assembly and public investment to facilitate development. This may shape whether future development would come forward on a managed plot-by-plot basis or as a coordinated phased development. A detailed masterplan and design code with flexible plot parameters could be valuable tools to attract future investors and guide development quality including housing delivered via new and accelerated methods of modern construction.





3

# NORTH EAST ST PHILIP'S MARSH

### 10.5.9 North East St Philip's Marsh

North east St Philip's Marsh has the potential over the medium to longer term, as flood defence measures are implemented, to integrate higher value and more intensive employment led mixed use development. This could include residential development and supporting land uses such as community facilities and open space. A residential community could bring vibrancy and activity throughout the day and at across the week.

New employment generating uses could help achieve a lower carbon economy and incorporate businesses focused on digitally enabled advanced manufacturing, science and technology and the creative industries complementing the proposed innovation district and wider city centre economy and businesses linked to the green economy including specialist recycling, up-cycling and manufacturing. This area could also accommodate existing light industrial and manufacturing businesses relocated from elsewhere in St Philip's Marsh, where they are compatible with the proposed pattern uses.

The opportunity exists to establish a new built frontage to the Feeder Canal corridor integrating the RAN, the creation of a new pattern of streets improving permeability through the area, linking to the north west St Philip's area and improving connectivity eastwards to the Avon Meads opportunity area.

The street pattern could also reflect much longer term ambitions to improve connectivity southwards in the event that the St Philip's rail depot should ever be considered for redevelopment. Reflecting a hierarchy of movement, a new street pattern could define street blocks or development plots creating the conditions for perimeter development and promoting the benefits of frontage development including street enclosure, over looking and legibility.

The area extends over approximately 19 hectares and is currently home to an eclectic mix of employment related land uses. The area is currently accessed from Feeder Road, Short Street and Albert Crescent which form the northern and western boundaries of the area. The St Philip's rail depot and rail link to the western main line forms the southern and eastern boundaries and the elevated St Philip's Causeway dual carriageway prominently passes over the eastern corner of the site. Two utility bridges span the Feeder Canal and are linked to the supply of electricity via infrastructure in the area. Subject to flood defence implementation the extent of redevelopment, the spatial distribution of land uses and phasing of implementation would be influenced by a range of factors.

The most significant factors are identified below and will require further detailed consideration:

- The ability to assemble sufficient land to realise the vision for the area
- The relocation of existing uses including large sites in Avon and Somerset Police ownership and land in the ownership of National Grid, a major utility company
- The rationalisation, enhancement and realignment of significant electricity distribution infrastructure including utility bridge crossings of the Feeder canal
- The limited number of sites within Bristol City Council ownership which could facilitate redevelopment whilst recognising that the St Philip's Nursery is a valued community facility
- The restricting impact of the elevated St Philip's Causeway dual carriageway on site redevelopment potential
- The potential for intermediate and selective repurposing of existing buildings to accommodate new uses and facilitate the transition of the area over time



[illegible]



## 10.6 Development Framework

### An Integrated Approach

A conceptual Development Framework and urban design strategy have been prepared to generate and test scenarios for the comprehensive redevelopment of the St Philip's Marsh area. This has been informed by numerous technical studies that form an interlinked evidence base. In practice, the area could develop in a more incremental manner, but this study was approached comprehensively due to the nature of strategic infrastructure required and to envision transformational place outcomes.

This chapter is primarily focused on the elements of a successful public realm and accompanying infrastructure, where the public sector has greatest influence. Long-term land use changes are explored (including phased relocation of businesses) but through the lens of capacity testing and understanding the place outcomes and physical, social and environmental infrastructure needs.

The strategies set out here represent an integrated approach to redevelopment based on the need for large scale enabling infrastructure (primarily relating to flood defence and resilient access, described in more detail in section 10.6.6), which is highly likely to form a core part of any future development strategy. Associated land acquisition would require a strategy for the consolidation or relocation of existing land uses either to other locations within the city or to new sites within St Philip's Marsh over a 10-30 year timespan.

For the purposes of the study, all scenarios assume that most existing land uses could be relocated, with the exception of St Philip's Depot, St Philip's Marsh Nursery and two substations located in North East St Philip's Marsh.

### Thematic Layers

The Development Framework for St Philip's Marsh includes a series of mutually supporting thematic layers:

- Land-use & Density
- Movement & Access
- Community Infrastructure
- Public Realm and Built Environment
- Open Space Green Infrastructure
- Enabling Infrastructure

Land-use and density are presented as three scenarios considering a range of potential outcomes for the amount and type of development.

They are a means to disaggregate and convey the spatial configuration, extent and nature of proposed interventions within each theme. The framework is the product of considerable design iteration, technical feasibility and viability testing. Each of these is explored in turn in the following sub-sections of this chapter.

### 10.6.1 Land-use & Density Testing Scenarios

In order to test the carrying capacity of the Development Framework, three testing scenarios have been prepared considering a range of outcomes for the amount and type of development:

- 1 Employment led mixed-use
- 2 Residential led mixed use
- 3 High density Residential led

The quantum of development set out for each scenario has been generated to explore contrasting implications for scale, character and community infrastructure requirements, and does not represent detailed capacity testing of proposals. This includes a mix of the uses set out in this section.

The land-uses set out in the framework do not reflect land-use allocations in the current local plan, and should be seen as an exploration of potential future land-uses for the purposes of shaping future planning policy.

Scenarios 2 and 3 show potential development within the Avonmeads for the purposes of testing a potential larger housing capacity. Avonmeads does not form part of the full study.

### Housing

The scenarios test a range of density, scale and extents required to achieve different levels of capacity, mixes of houses and apartments, and the resulting demographic mix. All scenarios would result in a substantial new residential community.

Affordable housing should be compliant with Core Strategy Policy BCS17 which sets a target of 40% affordable housing for developments of 15+ dwellings in the Bristol Inner East Affordable Housing Zone.

Student accommodation should be guided by the limits set out in the Local Plan Review policy H7 to support a mixed and balanced community.

### Employment

Employment is provided within each scenario both as discrete development blocks and through 'vertical mixing' within blocks, including 'live-work' housing. The mix of employment space should support a range of business types including start-ups, creative enterprises and small-scale manufacturing / light industry.

For the purposes of scenario testing, the quantum of employment space is not based on detailed measurements.

### Leisure / Mixed Use

Scenario 2 identifies land associated with the Bristol Fruit Market site as an opportunity for a large scale, mixed-use leisure destination, potentially including a new leisure and sporting facility and associated facilities. This could potentially include reconfiguration of the market to create a more visitor focused attraction including fresh food / street food markets, entertainment and education. The large scale nature of these uses would require substantial land acquisition and realignment of Albert Road.

### Local Retail and Services

Local retail should be provided in various locations within the area, both in order to provide convenient access for residents and to animate key locations within the street and public realm network.

The amount of retail provision will vary depending on housing density, employment mix and demand from passing trade. However, it should include a range of convenience retail, food and drink outlets, and a mix of units for local retail businesses to support a vibrant daytime and evening economy.

### Community Infrastructure

A range of community facilities will be required, including primary schools, based on the projected population and demographic mix. The land-take of primary schools will be subject to detailed design, based on a high-density urban model. This will be supported by locating schools close to proposed and existing open spaces to ensure children have access to high quality outdoor areas.

A new secondary school is proposed in the Silverthorne Island development, and it is not anticipated that an additional secondary school will be required within the Development Framework area.

### Open Space

Sufficient open space to meet Bristol City Council's policy of 10sqm per child, plus additional amenity space to serve the residential population, the employment community and visitors to the area. It is assumed that large scale provision for sports will not be provided within the local area. The amount of open space required is explored further later in the document.



### Scenario 1 - Employment Led Mixed Use

**Residential:** 2,250 dwellings

**Mix:** 30% Residential

**Jobs:** 8,000 - 10,000

**Community mix:** Mixed density residential neighbourhood supporting a broad mix of accommodation types. Up to 30% of dwellings area houses, resulting in potential to accommodate families.

**Community Infrastructure:** Potential requirement for a new primary school.

**Open Space:** Sparke Evans Park, enhanced River Avon Greenway and local small spaces provide sufficient space for new community.

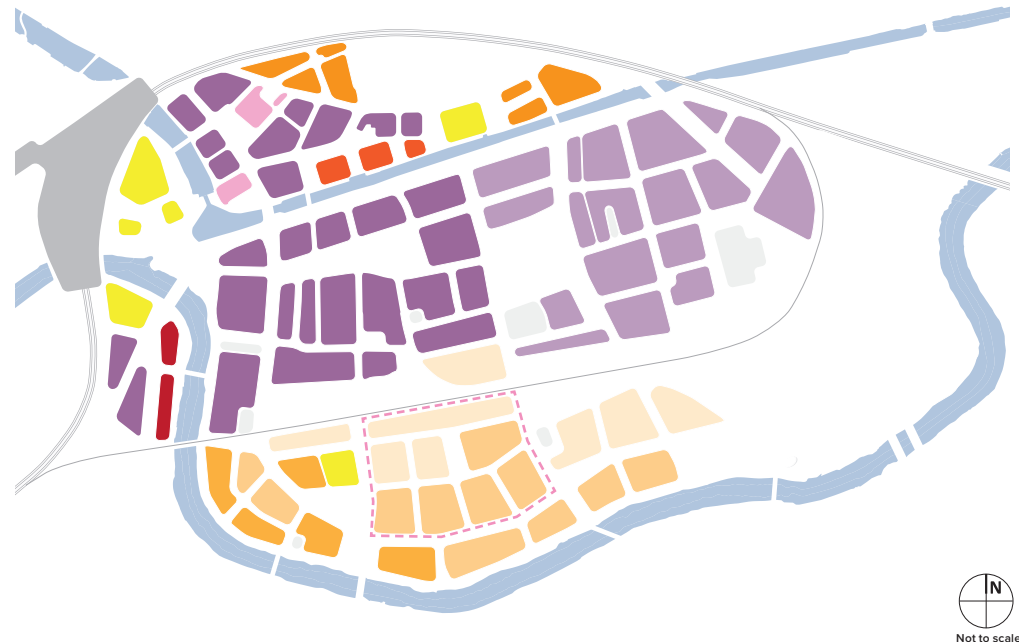
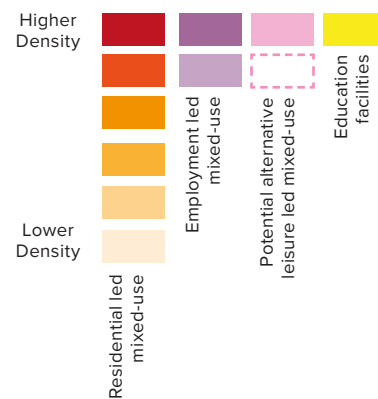


Figure 167 Scenario 1 Illustrative land-use and density distribution

NB. Residential quantum and jobs are estimates generated for purposes of exploring contrasting scenarios, and do not represent detailed capacity testing.

Scenario 2 - Residential led mixed use

- Residential:** 4,500 dwellings
- Mix:** 60% Residential
- Jobs:** 4,000 - 5,000
- Community mix:** Higher proportion of apartments. Up to 15% houses, supporting some families.
- Community Infrastructure:** Likely to require at least one primary school and a new healthcare centre.
- Open Space:** Requires multiple new open spaces to accommodate children's play and general amenity space for residents.

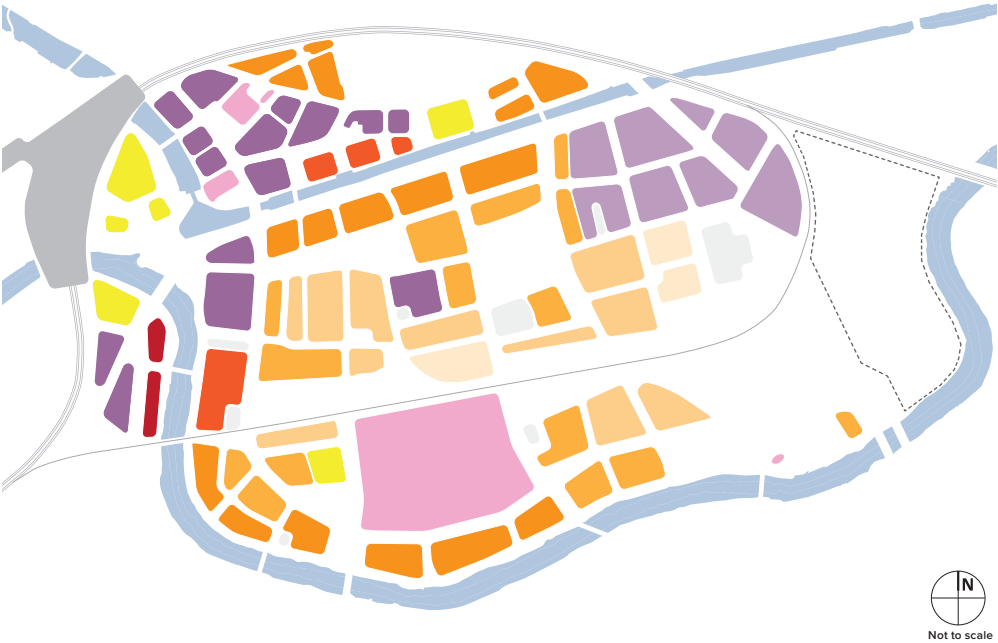
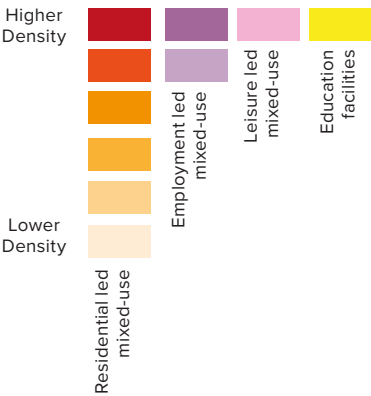


Figure 168 Scenario 2 Illustrative land-use and density distribution

NB. Residential quantum and jobs are estimates generated for purposes of exploring contrasting scenarios, and do not represent detailed capacity testing. Avonmeads Retail Park area shown in scenarios 2 and 3 for illustrative purposes only, this area may come forward for development in the future and is included in potential housing figures.

### Scenario 3 - High Density Residential Led

**Residential:** 7,000 dwellings

**Mix:** 85% Residential

**Jobs:** 3,000 - 4,000

**Community mix:** High density consisting mostly of apartments. Houses limited to 5-10% of mix. Opportunities for range of apartment types which support family living should be explored.

**Community Infrastructure:** Likely to require at least two new primary schools and larger healthcare centre.

**Open Space:** Requires multiple new open spaces to accommodate children's play and general amenity space for residents. Potential demand for more open space than shown in framework.

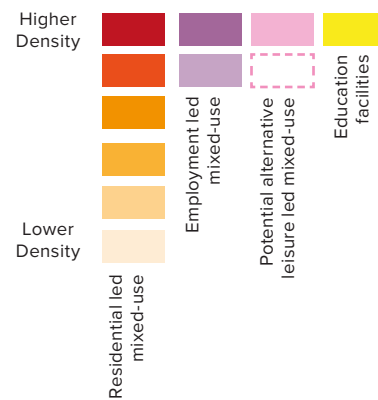


Figure 169 Scenario 3 Illustrative land-use and density distribution

NB. Residential quantum and jobs are estimates generated for purposes of exploring contrasting scenarios, and do not represent detailed capacity testing. Avonmeads Retail Park area shown in scenarios 2 and 3 for illustrative purposes only, this area may come forward for development in the future and is included in potential housing figures.



## Opportunities

## Challenges

### Scenario 1



- More employment and GVA focus, including more space for innovative and creative businesses
- Small scale, mixed residential community including accommodation for families
- More sensitivity to existing character and context with opportunities to retain and adapt buildings
- More opportunity to retain existing small scale light-industrial uses and local business

- Less housing delivered in highly sustainable location
- Less efficient use of land, placing pressure on other sites in the city to deliver housing
- Smaller residential community less likely to support new community facilities
- Lower land-value uplift less likely to support and fund delivery of sensitively designed flood infrastructure

### Scenario 2



- Mixed focus including more residential development and opportunity for a leisure and sporting facility in a highly accessible location
- Creates larger, potentially more cohesive residential community with mix of community infrastructure
- Mixed density and scale supports vertical mixing
- Land-value uplift more likely to support delivery of sensitively designed flood infrastructure

- Higher ratio of apartments to houses potentially creates less mixed community demographic
- Vertical mixing required to deliver successful range of uses may be challenging to deliver
- May required more extensive land area, potentially including Avonmeads (shown for illustrative purposes only, not part of full study)
- Less opportunity to retain light industrial uses

### Scenario 3



- Creates a dense residential development in a highly accessible location
- Likely to deliver a wider range of community infrastructure
- Land-value uplift supports potential delivery of sensitively designed flood infrastructure

- Very high ratio of apartments potentially creates less mixed community demographic
- More pressure on local infrastructure including open space and access
- High density may impact residential amenity including access to open space, daylight, etc
- Less likely to accommodate potential leisure and sporting facility

### Optimising Sustainable Urban Density

The scenarios set out previously aim to create new development within a range of sustainable urban densities. Developing at a higher density in very accessible locations such as St Philip's Marsh supports a range of potential objectives:

- Delivering a significant number and diverse range of new homes and workplaces to meet the needs of the city and its communities
- Ensuring that many people can live and work in locations that can easily be accessed by sustainable and active modes of transport
- Contributing to a vibrant urban environment and supporting viability of active uses, business and community facilities in and around central Bristol
- Helping to maintain activity and animation of the urban environment during the day, evening and at weekends, contributing to public life in neighbourhoods and community safety created by 'eye's on the street'
- Creating an urban scale and character which is responsive to the character of central Bristol
- Making efficient use of land and reducing demand for greenfield urban expansion

Developing at higher densities can create a range of design challenges which need to be addressed, to ensure that developments create sustainable and liveable places which stand the test of time.



Figure 170 Higher density development in urban areas

### Urban Density Parameters

A number of approaches can be taken to the layout of buildings and spaces on any particular street block within the area to achieve a desirable density.

The diagram opposite illustrates a variety of approaches showing the impact of two key parameters:

**Plot Coverage**, determined by the footprint of and spacing between buildings, size and dimensions of blocks, generosity of street spaces and potential for additional buildings within block interiors. Higher plot coverage can result in a lack of ground-floor open space and limited natural daylighting to lower floor rooms.

**Building Height**, determined by maximum and minimum building height and the level of variation between the two, including opportunities for some landmark towers. Taller buildings can result in a loss of human scale, impact on sensitive views and overshadowing of streets and public spaces.

Lower height built form, such as town houses or apartment blocks can also be used to 'wrap' a street block which includes an interior podium deck level on which other and often taller buildings and outdoor space for residents is laid out.

Guidance on the planning and design of high density development is provided in Core Strategy policy BCS21 (Quality Urban Design) and Draft policy UL2 (Residential Densities). The Urban Living SPD should be used as a tool to support design development and planning submissions.

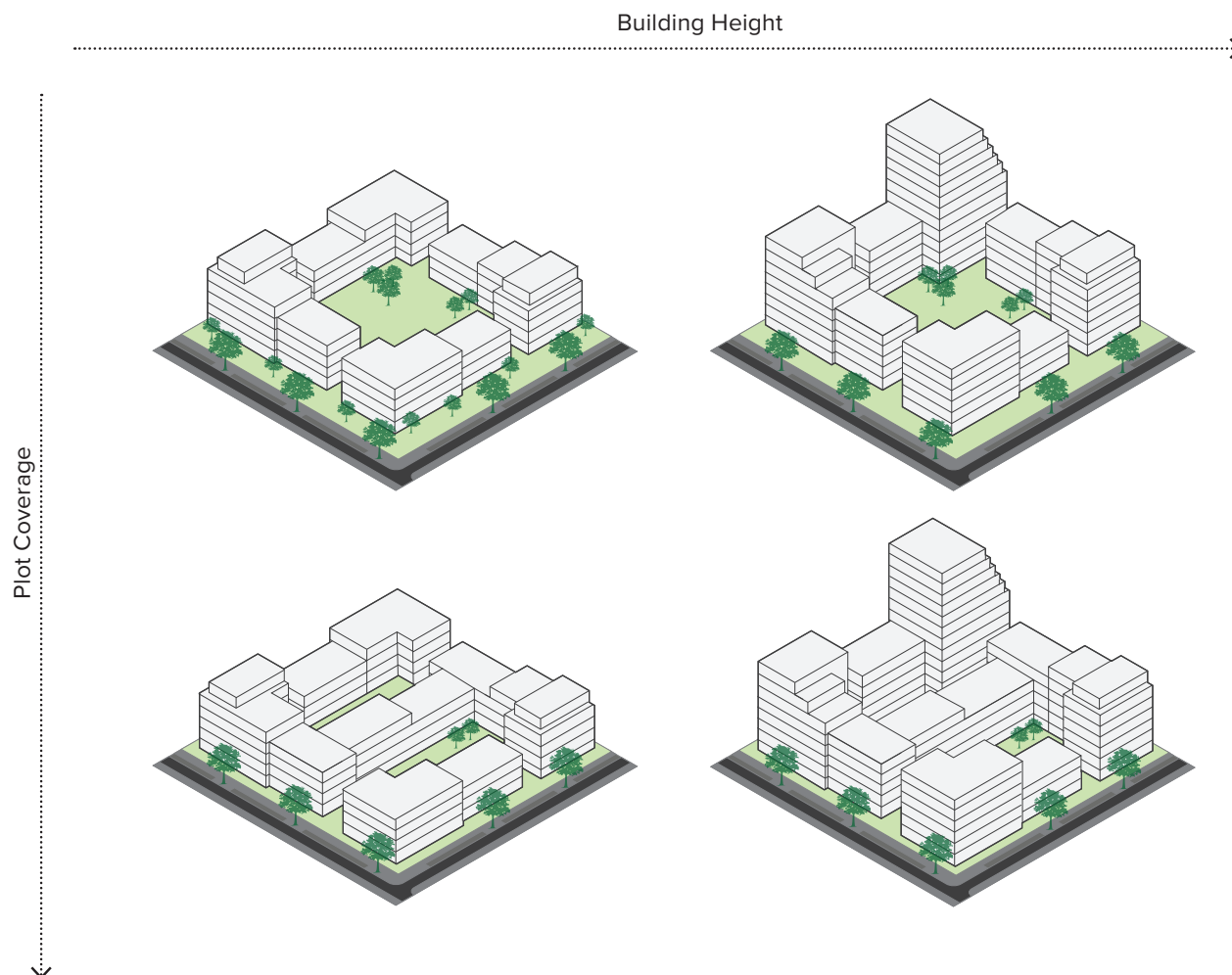
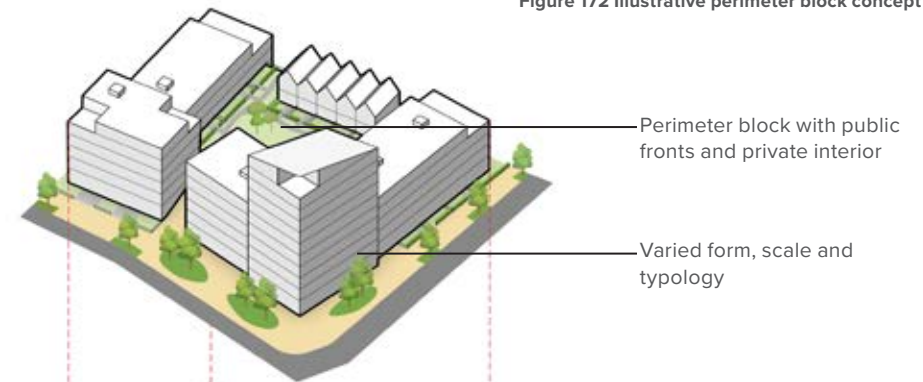
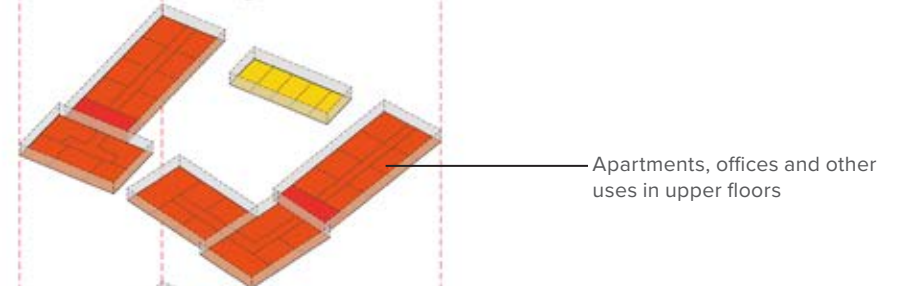
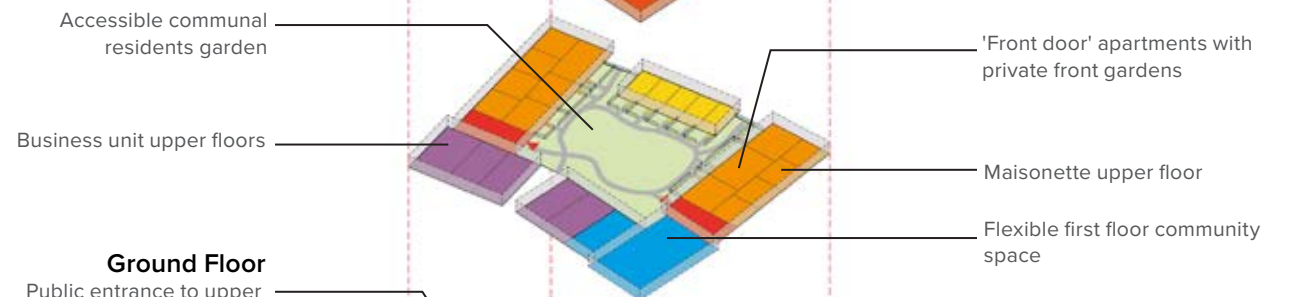
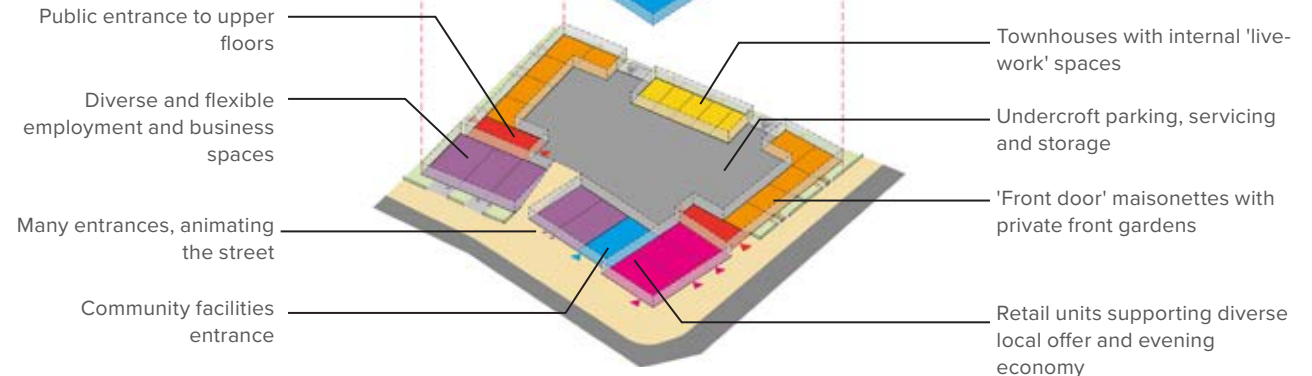


Figure 171 Illustrative development plot layout showing range of density options



Figure 172 Illustrative perimeter block concept

**Overview****Upper floors****Upper Ground Floor****Ground Floor****Mixed-use Perimeter Blocks - Flexible and Adaptable**

The Development Framework for St Philip's Marsh sets out a network of adaptable urban blocks that can be developed in a variety of ways, and facilitate change over time to meet the needs of the community.

The basic perimeter block form provides the opportunity to accommodate a 'fine grain' of uses and typologies, with variety across the block and vertical mixing of uses.

Ground floors can provide a range of accommodation which supports diverse businesses, uses and activities. This can include local retail and businesses such as cafés, bars and cultural venues.

Adaptable business units can meet the needs of a range of users, from small offices to artists workshops, light manufacturing spaces or recording studios, as well as flexible, rentable spaces such as co-working hubs. Provision of an 'upper ground floor' can provide additional affordable business and community spaces, introducing additional flexibility for community activities and the local business community.

Perimeter block form provides private, secure interior spaces which can be accessed by residents as amenity spaces, contributing to green infrastructure within the urban environment. Designing blocks to include townhouses, and 'front door' maisonettes can help to ensure that buildings have many entrances on the street, animated ground floor frontages and natural surveillance.

Accommodating residential variety

Perimeter blocks can incorporate a range of residential typologies offering choice to potential residents and helping to ensure accessibility to a broad demographic. Typologies can include:

- Townhouses, mews houses and live / work units
- Single and dual aspect apartments of varying size and orientation
- Maisonettes with direct street frontage and private front gardens



Figure 173 Modern residential block with front door maisonettes on the lower two floors and internally accessed apartments on the upper floors

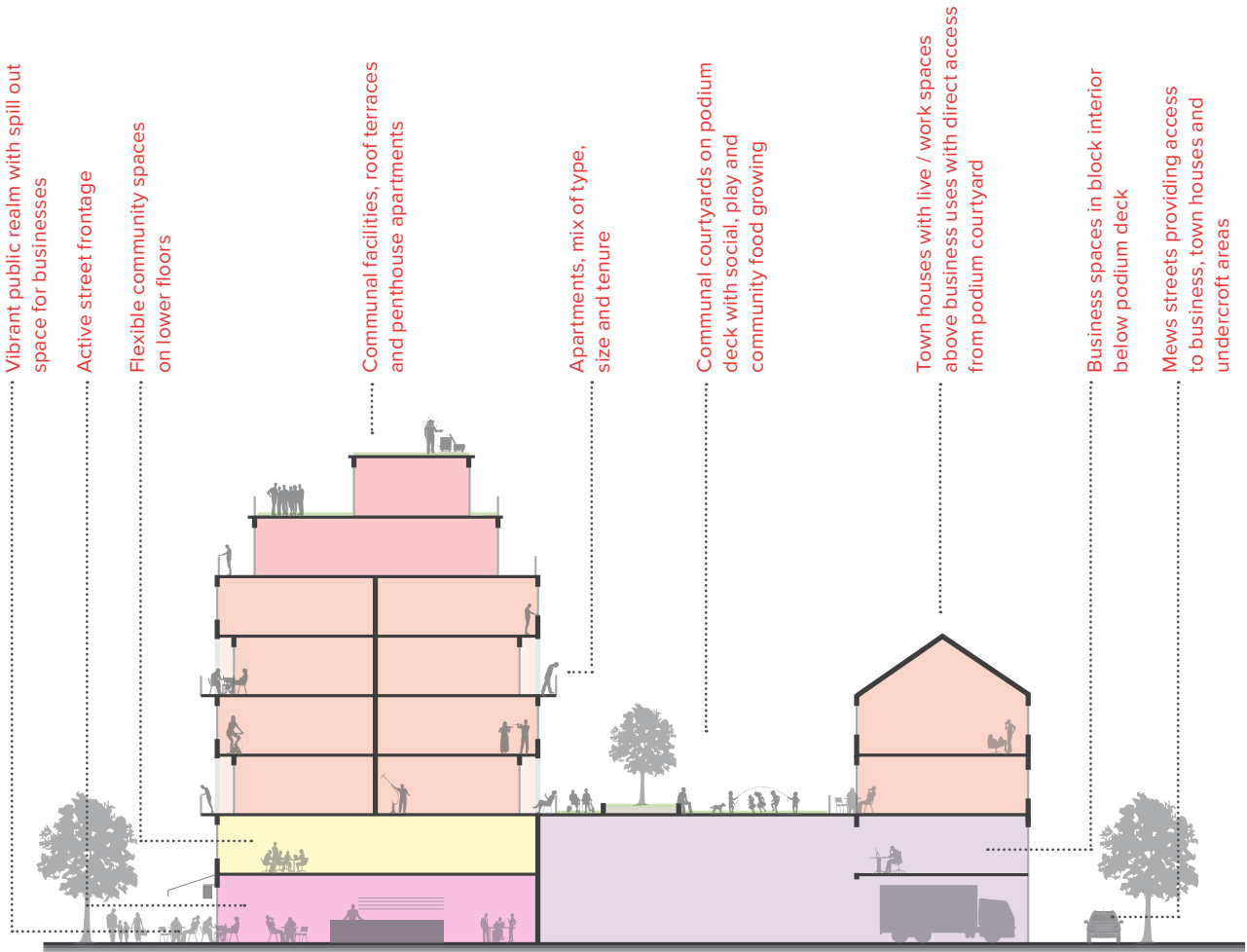


Figure 174 Illustrative cross section showing vertical and horizontal mixing of uses

### Urban Animation and Pop-up uses

Streets and spaces should be designed to support activation by surrounding uses, including spaces for people to meet and socialise and space for surrounding businesses to 'spill out'. Solar orientation of space should be considered to help create sunny spaces for outdoor activity.

Opportunities for meanwhile and 'pop-up' uses such as street food vendors should be considered as part of both the design and management of the area.

Larger spaces such as Sparke Evans Park offer opportunities for regular and seasonal markets and other community events.

### Adaptive Re-use of Existing Buildings

St Philip's contains a large number of existing buildings ranging from large scale warehouse and factory buildings to Victorian industrial, residential, commercial and community buildings. There are no listed buildings in the area, but a number of buildings contribute to the local character.

Opportunities should be explored to retain and re-purpose existing buildings, either with long-term or meanwhile-uses as part of the phased transformation of the area.



Figure 175 Adapting existing buildings and spaces to create a vibrant mix of uses



### Evening & Night Time

The mix of uses and design of the built environment should aim to accommodate and support a thriving evening and night-time economy. This should include a range of restaurants and bars, night markets, small-scale arts and cultural venues and spaces for performance and live music, as well as uses which support the cultural ecosystem, such as rehearsal spaces and places to store equipment.

Existing local businesses in the area such as micro-breweries, could be carefully integrated with new development and provided with opportunities for growth.

Consideration will need to be given to compatibility of night time uses with residential accommodation. This can include locating evening uses with employment spaces and other noisy uses such as light manufacturing. Detailed design, including sound proofing can also support compatibility.

Lighting can be used to convey a welcoming and attractive appearance across the area after dark, creating a distinctive setting for evening and night-time activity and contributing to the identity of the area.

An opportunity exists to develop a lighting strategy, identifying how lighting contributes to communicating the hierarchy of streets and spaces across the area. This could include identifying areas where lighting creates a vibrant character, alongside locations where lighting techniques can create a subtle response to more sensitive locations such as the riverside and more residential locations.

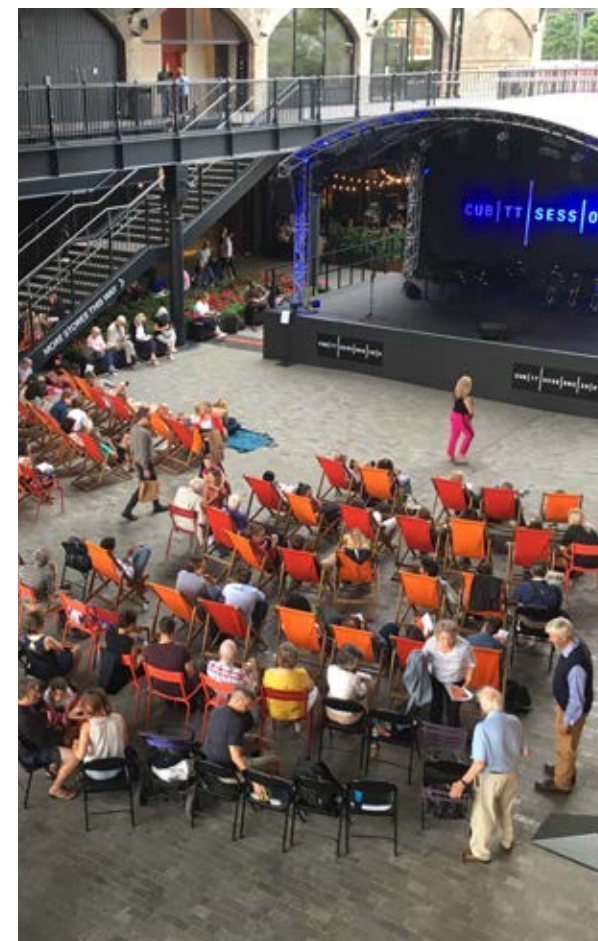


Figure 176 Animating the public realm with events, pop-up uses and markets

### 10.6.2 Movement and access

The Development Framework promotes sustainable modes of transport such as active travel and public transport as primary modes of travel. This delivers a range of potential community benefits:

- Enables active lifestyles and supports physical and mental wellbeing
- Reduces carbon emissions
- Improves road safety
- Improves air quality
- Creates safer and more attractive streets and public spaces, including more scope for significant green infrastructure within all streetscapes
- Supports local economy and community cohesion

A comprehensive approach is required to the development of a new movement network which supports sustainable modes of travel whilst ensuring safe and functional access for essential vehicle trips, servicing and emergency access.

This could be achieved through a range of measures:

- A legible network of primary streets and spaces which is easy for all users to navigate
- A strategic network of traffic-free walking and cycling routes along the river and canal corridors and along primary streets, connecting with the wider city network
- A permeable grid of quiet streets and spaces which allows a choice of routes for pedestrians and cyclists whilst filtering vehicle access
- A range of traffic calming measures and reduced highway geometry following principles set out in Manual for Streets.
- Urban frontage along all streets providing natural surveillance and animation, and provision of high quality streetscapes and landscapes, contributing to a convivial walking and cycling environment
- Reduce car parking where possible and prioritise disabled users, electric vehicle charging and car clubs
- Cycle parking in all developments and throughout the public realm, including e-bike charging and consideration given to adapted cycles and cargo bikes where necessary
- Subject to commercial considerations, frequent and reliable bus services with high quality and conveniently located bus stops
- Wayfinding infrastructure and signage
- Ensuring that a wide range of uses, facilities and services are available within easy walking distance of residents
- Embedding accessible and inclusive principles and standards into design

Part 1 - Overview

.....

Part 2 - Masterplan

.....

Part 3 - Development Framework

**Illustrative Legible Movement Network**

The layout presents an illustrative hierarchy of streets and spaces which help people to navigate the area and connect with the surroundings, whilst providing a functional network for all modes of travel. The hierarchy includes:

**Main Boulevards**

Direct and easy to follow routes which define the urban structure for all users, allow travel through, and provide connections with the surrounding street network, as well as providing structural green corridors within the urban area

**Secondary Streets**

Functional streets which support vehicle movement beyond the Main Boulevard network

**Neighbourhood Streets**

A permeable network of quiet streets which prioritise pedestrians and cyclists whilst allow vehicle access plots

**River Avon Greenway**

A traffic free, landscape corridor with a continuous walking and cycling route

**Feeder Canal Promenade**

A variation of the Main Boulevard street type which incorporates a continuous walking and cycling path alongside the canal, separated from traffic, with additional landscape

**Resilient Access Network**

A network of vehicle routes including main Boulevards and Secondary Streets which are raised to allow access and escape during flood events (see sections / plans on following pages).

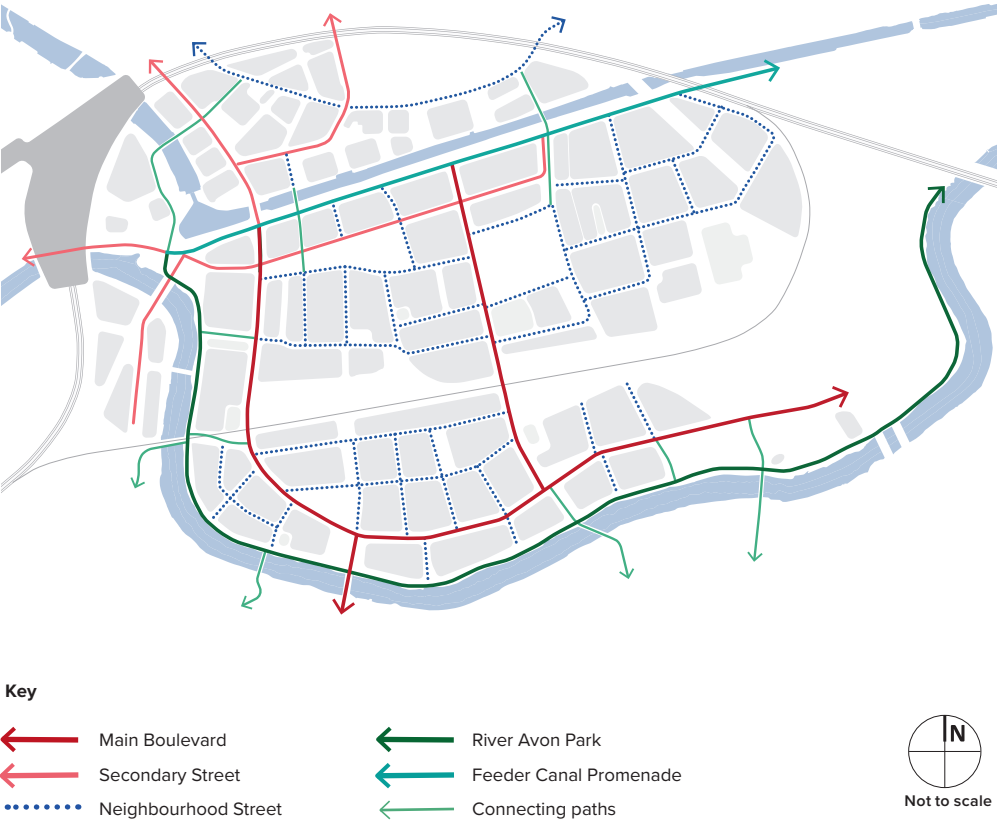


Figure 177 Illustrative street and path hierarchy

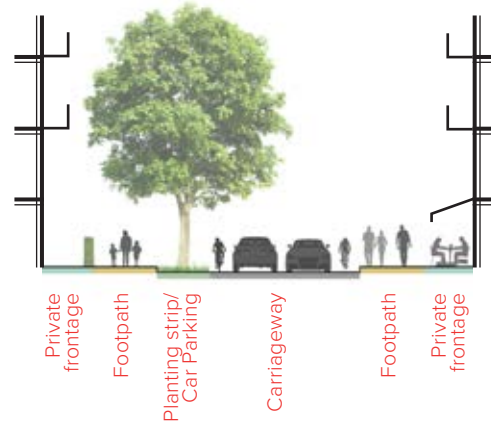
NB. additional permeability should be considered through development sites in addition to the public street network.





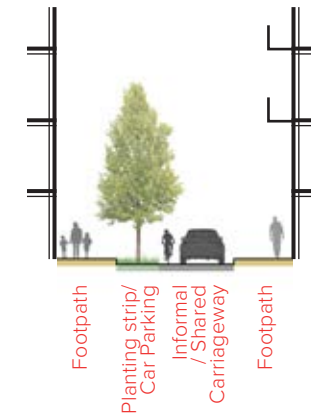
### Main Boulevard - 21-25m wide - 20mph

- High level of activity and movement by all modes
- Generously proportioned space with large specimen trees defining character of route
- 7m carriageway providing access for service, emergency and public transport vehicles
- Segregated bi-directional cycle route
- Frequent pedestrian crossings
- On street car parking, prioritising EV charging
- Street furniture including regular cycle parking
- Sustainable Urban Drainage
- Includes parts of 'resilient access network'
- Some sections traffic free of reduced carriageway width



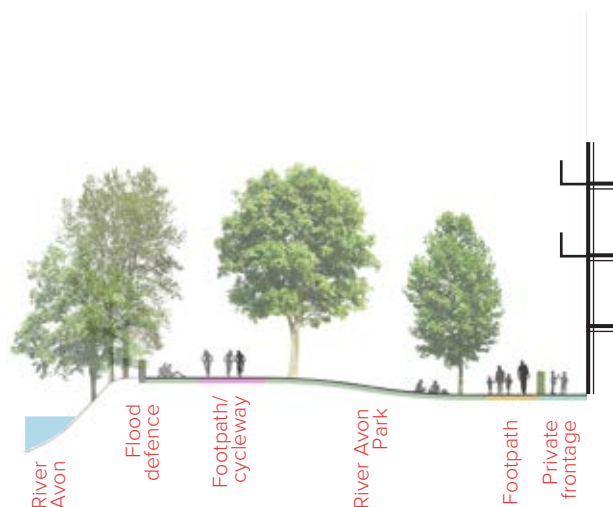
### Secondary Streets - 14-18m Wide - 20mph

- Medium level of activity and movement by all modes
- 7m carriageway providing access for service, emergency and public transport vehicles
- Frequent pedestrian crossings
- On street car parking, prioritising EV charging
- Sustainable Urban Drainage
- Includes parts of 'resilient access network'



### Neighbourhood Streets - 8-12m wide - <20mph

- Lower level of activity and movement
- Indirect routes with intermittent vistas
- 4-5m wide carriageways with frequent pinch-points, direction changes and vertical calming features
- Low design speed supporting sharing of street space by pedestrians and cyclists
- Street furniture and landscape to support social use of street space
- Cycle parking



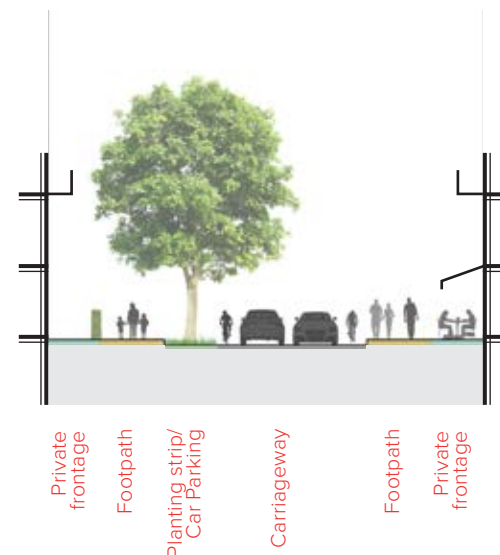
### River Avon Greenway - 15-25m wide - Traffic Free

- Riverside greenway integrating flood defence features and biodiversity corridor
- Bi-directional shared walking and a cycling path
- Suitable for recreational and functional walking and cycling
- Substantial tree planting along length
- Incorporates informal children's play areas, seating areas, cycling parking
- Follows alignment of existing NCN route 3
- Servicing to buildings from block rear / interior



### Feeder Canal Promenade - 20-25m

- High level of activity and movement by all modes
- Generously proportioned space with large specimen trees defining character of route
- 7m carriageway providing access for service, emergency and public transport vehicles
- Segregated bi-directional footpath/ cycle route
- Frequent pedestrian crossings
- On street car parking, prioritising EV charging
- Street furniture including regular cycle parking
- Sustainable Urban Drainage
- Includes parts of 'resilient access network'
- Some sections of reduced carriageway width



### Resilient Access Network (RAN)

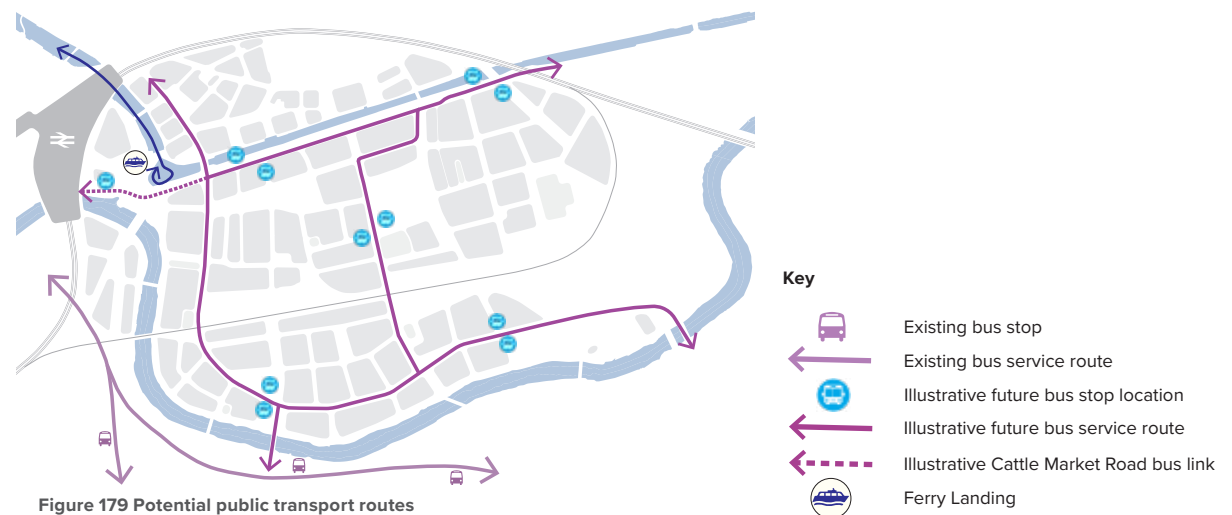
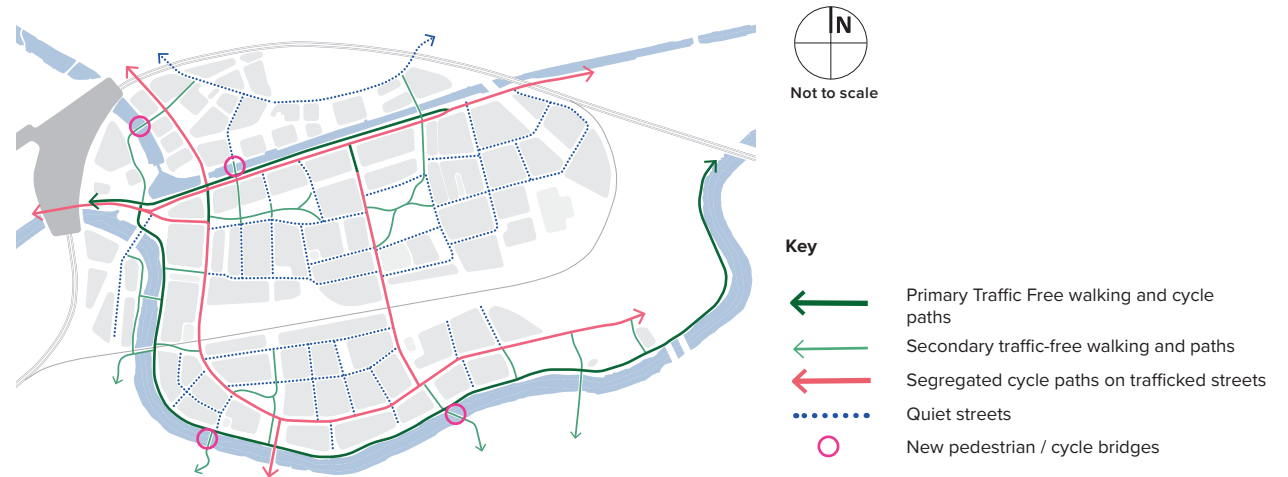
- Network of streets which meet design requirements for access and escape during flood events
- Raised by up to 2m above existing ground level. Levels of other streets adjusted where required to tie in with RAN
- Adjacent building levels design to ensure urban frontage along street edge
- Opportunity for elevated position to create views and dynamic relationships with surroundings
- Incorporates primary utilities network including district heating
- Dimensions and design subject to role of RAN street in the legible movement hierarchy

### Active Travel Networks

- The Main Boulevards, River Avon Park and Feeder Canal Promenade could provide a network of high-quality traffic-free cycle routes which permeate the area and create a direct connection to the proposed eastern entrance to Temple Meads railway station
- River Avon Greenway could incorporate the existing NCN route 3, with onward routes along the riverside corridor to the east and west
- New or enhanced bridges over the River Avon and Feeder Canal could provide connections with the A4 Bath Road corridor, Paintworks development and Temple Island, including enhancement to Sparke Evans Bridge which forms a key existing link which is currently in poor condition
- Feeder Road and Silverthorne Lane could provide onward access to Barton Hill, Netham Park, and east Bristol. Routes outside the study area require enhancement.

### Public Transport

- The Main Boulevard network and Feeder Road could provide opportunities for new bus routes permeating the area (subject to bridge height restrictions and commercial operational factors)
- Bus stops should be located on all main routes, close to potential destinations such as community facilities and retail areas, and close to interchange locations such as Temple Meads and harbour ferry landing stages
- Legible routes to Temple Meads eastern entrance.
- Opportunities to extend river taxi services should be explored





Vehicles

- The primary vehicle movement network ensures that all parts of the site are accessible. This includes access for essential trips, disabled users, servicing and emergency vehicles
- Vehicle speeds should be limited to 20mph throughout
- The layout and design of primary streets should discourage through traffic
- Opportunities to filter access to tertiary streets should be explored
- Upgrades to existing vehicle bridges where required

RAN

- The RAN network ensures that vehicles can continue to access and egress the area
- The RAN includes most, but not all of the primary vehicle network, and includes both Main Boulevard and Secondary Street typologies
- Uplifting of existing vehicle bridges where required to ensure access during flood events

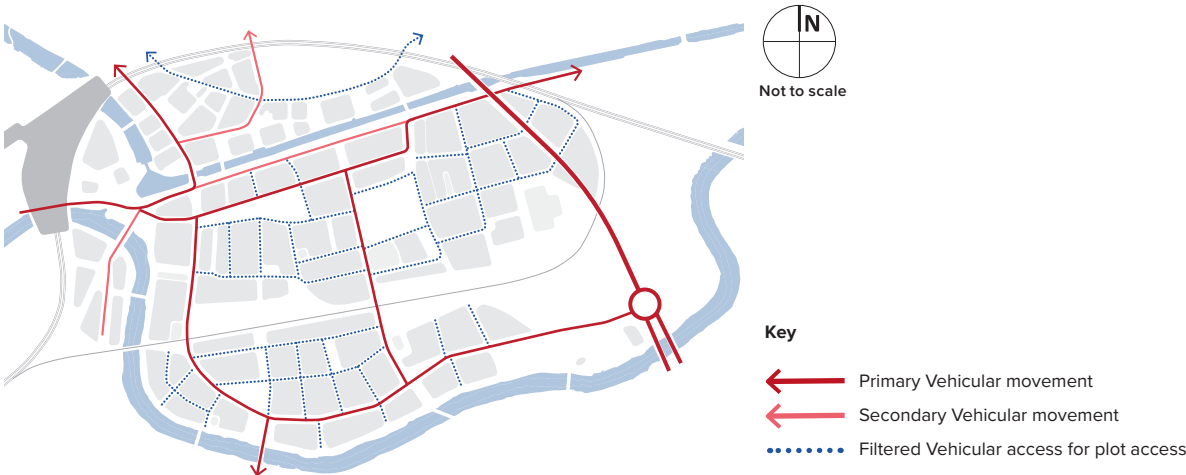


Figure 180 Potential vehicular routes

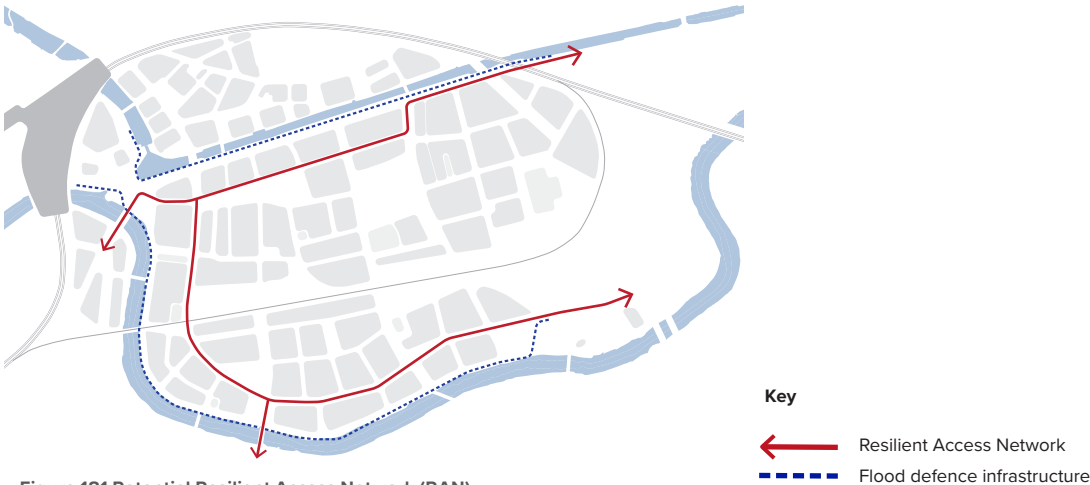


Figure 181 Potential Resilient Access Network (RAN)

### Future Mobility: Evolving Travel and Movement Patterns

The way in which people travel, and how the city accommodates demand for travel, is anticipated to evolve radically over the next 20-30 years due to emerging technology, changing habits, and the UK's commitment to a 'net zero' future.

**Mobility as a Service (MaaS)** | New routes to accessing transport may reduce demand for private ownership of vehicles in favour of services such as car clubs, bike / scooter share schemes and ride hailing, as well as demand-responsive public transport models. This may reduce demand for parking and storage in urban areas, but increase demand for kerb-side space for pick-up and drop-off.

**Electric Vehicles (EVs)** | A shift from combustion engines to electric vehicles, both for private and public transport vehicles, will result in the need for charging locations, both accessible from private dwellings and in publicly accessible locations. Demand for charging of e-bikes and e-scooters is also likely to increase.

**Autonomous Vehicles (AVs)** | Emerging AV technology may result in a trend towards driverless cars within the next 10 to 20 years. If such technology becomes mainstream, this will radically alter patterns of travel, demand for road space and demand for parking in urban areas, potentially requiring a radical rethink of regional public transport and public realm design. In the future, people may be less likely to own cars, or need to park a car at their home or workplace, as it will be possible to 'hail' a driverless car to collect them from any location within the city.



Figure 182 Examples of future mobility

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Part 1 - Overview

**10.6.3 Community Infrastructure**

The redevelopment of the area should be supported by a range of community facilities, the extent of which will be determined by the range and density of other uses and the resulting demographic mix of the area.

Community facilities should be co-located with each other, with local retail and with public open space to benefit from synergies of use and management.

Part 2 - Masterplan

**Neighbourhood Centres**

Demand for local retail is likely to be responsive to the mix and density of other uses. Retail should be combined with a range of other uses and adaptable spaces including rentable community spaces, co-working hubs, crèches and gyms.

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**Healthcare Facilities**

It is anticipated the one new GP surgery would be required. This should be located within one of the neighbourhood centres within easy walking distance of all residents, and could be combined with a dental practice and other facilities.

Part 3 - Development Framework

**Primary Schools**

It is anticipated that between 1 and 2 primary schools would be required to serve the new population. Due to the dense and urban character of the area, schools should be designed to make efficient use of land, and should be co-located with green public spaces to allow for reduced provision of playing fields and playgrounds. School locations should also be located to support independent walkability.

It is not anticipated that provision will be made for a new secondary school within the St Philip's area. A secondary school is proposed as part of the Silverthorne Lane development.





Figure 183 Vibrant local centres forming the heart of the new neighbourhoods

#### 10.6.4 Public Realm and the Built Environment

The structure and character of the public realm and built environment should be defining elements of St Philip's Marsh. This should be guided by a broad range of placemaking and design principles including:

- Place responsive design
- Variety of scale, treatment and character
- Integration with movement hierarchy
- Enclosure by building street block frontage
- Active ground floor frontage and spill out space within the public realm
- Landmarks in key locations
- Green infrastructure integrated throughout the public realm and built environment, supporting biodiversity, sustainable drainage and access to nature
- Lighting and evening activity
- Space for outside activity including facilitating markets and outdoor performance
- Integration of public art throughout the built environment, based on a co-ordinated public art strategy
- Opportunities for community involvement and co-design of public realm, facilitated by local artists and crafts people

The distribution of public spaces within St Philip's marsh should ensure that each area has a focal public space which is within easy walking distance of residents, and which supports the function of each neighbourhood centre. Key open spaces could include:

##### Parks & Landscapes

- Avon Greenway: A linear riverside park providing access to nature and integrating with city-wide recreational walking, running and cycling routes. Sensitively incorporating flood defence into a naturalised landscape
- Sparke Evans Park: A regenerated community park with mature trees, informal recreation spaces, high quality destination children's play spaces and a riverside cafe, potentially developed through community involvement and co-design

##### Pocket Open Spaces

- Neighbourhood Gardens: Small scale urban green spaces with outdoor seating, exercise equipment and neighbourhood scale children's play, co-located with primary schools where appropriate.
- Avon Greenway Connecting Spaces: Small scale green spaces providing access and views to the riverside area and extending naturalistic environments into the neighbourhoods

##### Urban Public Realm

- Feeder Canal Promenade: A linear urban space providing access to an enhanced canal side, space for street life and opportunities to interact with the water
- Neighbourhood squares: Small scale urban spaces at key nodal points in the street network, with opportunities for street life and local retail spill out
- Main Boulevards and other streets: An integrated network of high quality streets integrating landscaping and tree canopy cover, providing green connections between other spaces

##### Recreation

- Netham Park: A large, mature park with substantial sports and recreational facilities, within walking distances of St Philip's Marsh. Other open space with a range of facilities can be found within walking distance

### 10.6.5 Open Space and Green Infrastructure

The principles for open space and green infrastructure have been formed around three key contributors:

1. Biodiversity
2. Water environment
3. People, communities and place

These should be considered in a holistic way which contributes to an overarching objective of environmental sustainability and resilience. The expectation is that new development will contribute to the provision of public open space and green space.

An integrated, system-wide approach to green infrastructure planning and design is essential to deliver successful outcomes for the environment and community wellbeing.

This should include multifunctional green infrastructure combining drainage, amenity and biodiversity enhancement, contributing to the creation of an interconnected green 'mesh' throughout the area and wider city. This should be carefully integrated within all streets, opens spaces, blocks and buildings.

This ensures that the natural environment is easily accessible to all as part of everyday life, offering opportunities for interaction with nature, outdoor exercise and informal play throughout the area.

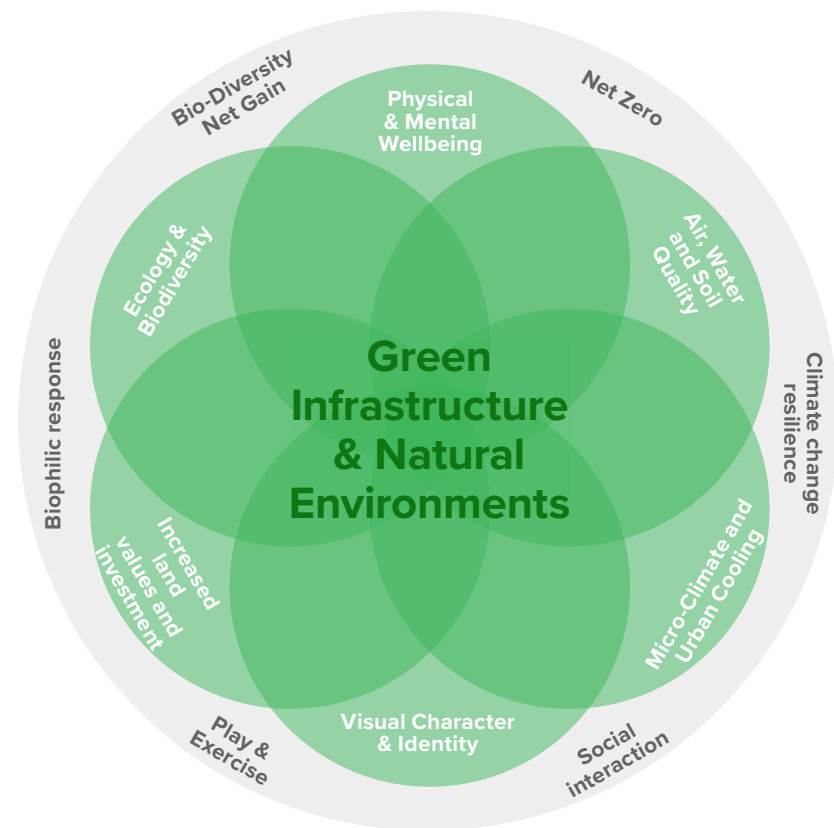


Figure 184 Benefits of green infrastructure investment



### Nature & Biodiversity

Nature should be integrated throughout St Philip's Marsh, supporting a very significant net increase in biodiversity, and ensuring that all residents and visitors have access to natural spaces. This would enhance environmental quality, ecological resilience and wellbeing through biophilic response to natural environments.

Design of the River Avon Greenway and Feeder Canal promenade should be sensitive to the existing and potential ecology of these waterside spaces, which are designated as SNICs. A key objective should be to retain and enhance these wildlife corridors.

Railway embankments also make important contributions to wildlife connectivity in the area, and should form part of an emerging network of corridors that permeate the area including new areas of structural planting around the existing substation.

Native ornamental planting including wildflowers and species rich grassland should be incorporated into the streetscape environment, public realm and open spaces throughout the area to help to create an integrated mesh of habitats. Tree canopy cover should be extended throughout the urban area including within streets.

### Water Resilience

Water forms a key part of the character of St Philip's Marsh, bounding the area to the north, west and south. The area is currently subject to significant flood risk, which will be addressed through provision of new infrastructure set out in section 10.6.6.

Opportunities should be explored to bring water into the wider framework of streets and open spaces, including widespread integration of sustainable drainage features such as swales, attenuation channels and rain gardens. This can contribute to a more resilient system of water management and reduce the need for hard infrastructure which can be expensive to build and maintain.

Integration of water and sustainable drainage features within the urban environment can help to contribute to biodiversity, supporting a range native species and habitats.



Figure 185 Landscapes designed for biodiversity and water resilience:  
Grey-to-Green, Sheffield / Queen Elizabeth Park, Stratford

### Play

Formal and informal play facilities should be located throughout the area, within 400m walk of most residents. This should include areas of equipped play, play trails and naturalistic play to meet the needs of all ages and abilities. Play should be carefully integrated into the design of public realm and open space landscapes. Total provision should meet or exceed Bristol City Council's policy of 10sqm per child.

Potential for facilities which offer play and social opportunities for adults and children, such as ping-pong tables and pétanque, should be integrated within the public realm.

### Access to Sports & Recreational Spaces

Formal recreational provision within the St Philip's Marsh area is unlikely to extend beyond provision of courts and Multi-Use Games Areas (MUGAs), which could be incorporated into green roofs of larger footprint buildings.

Sports facilities at Netham Park, located 800m from St Philip's Marsh are highly accessible, subject to enhanced pedestrian and cycling routes along Feeder Road and improved access into the southern side of the park.

Development within St Philip's Marsh should contribute to the realisation of expanded and enhanced formal sport provision within the wider city in line with planning policy and City Council strategies.

Trim trails (for all ages) and marked running, walking and cycling trails could be integrated into linear open spaces such as the River Avon Greenway.



Figure 186 Imaginative play spaces for children and people of all ages



### Revealing the Waterways

Regeneration of St Philip's Marsh offers a unique opportunity to enhance the River Avon and Feeder Canal corridors as significant pieces of open space and green infrastructure. The River Avon Greenway represents a substantial natural watercourse environment, whilst Feeder Canal intersects with a significant element of Bristol's industrial urban built heritage.

These waterway corridors have the potential to become significant attractions for the wider city, as well as forming part of city-wide networks of linear green spaces linking the city centre with surrounding neighbourhoods and the countryside. Incorporating play and exercise trails into the linear landscapes, as well as active travel routes, would contribute to the health and wellbeing of local community and wider city.

Opportunities to improve access to the waterside through enhanced riverside walkways, canal tow-paths and waterside seating terraces should be carefully integrated within the design of these space, alongside opportunities to enliven the water edge with activity such as boat moorings.

Flood defence infrastructure must be carefully designed and integrated with the waterside landscape to ensure that the sense of connection between the city and the water is not lost. The design of new infrastructure can also help to protect and enhance waterside habitats and increase biodiversity.

New development can respond positively to the waterside, maximising views of the water to help unlock land value and creating active uses which help to animate the waterside in key locations.



Figure 187 Examples of waterside public spaces





Figure 188 South St Philip's Marsh - illustrative view of integrated flood defence and River Avon greenway concept, showing potential bridge link to Paintworks

### Green Buildings and Blocks

The design of buildings and private / communal spaces within blocks can contribute to sustainability, residents' wellbeing and the quality, character and legibility of the urban environment. In designing buildings and blocks, the opportunities to integrate the following elements should be explored:

**Communal gardens** in block interiors (including on podiums) providing amenity space, play space, and community food growing spaces

**Roof Terraces** providing communal spaces for socialising and space for planting and community growing

**Balconies** providing private external spaces for apartment residents

**Front Gardens** providing private and personalised space for residents living on lower floors

**Green roofs and green walls** providing biodiversity, contributing to sustainable drainage, helping to reduce urban heat island effects and improving air quality

**Street trees and streetscape planting** Contributing to a visibly green environment, biodiversity and sustainable urban drainage, within streetscapes that are not dominated by vehicles

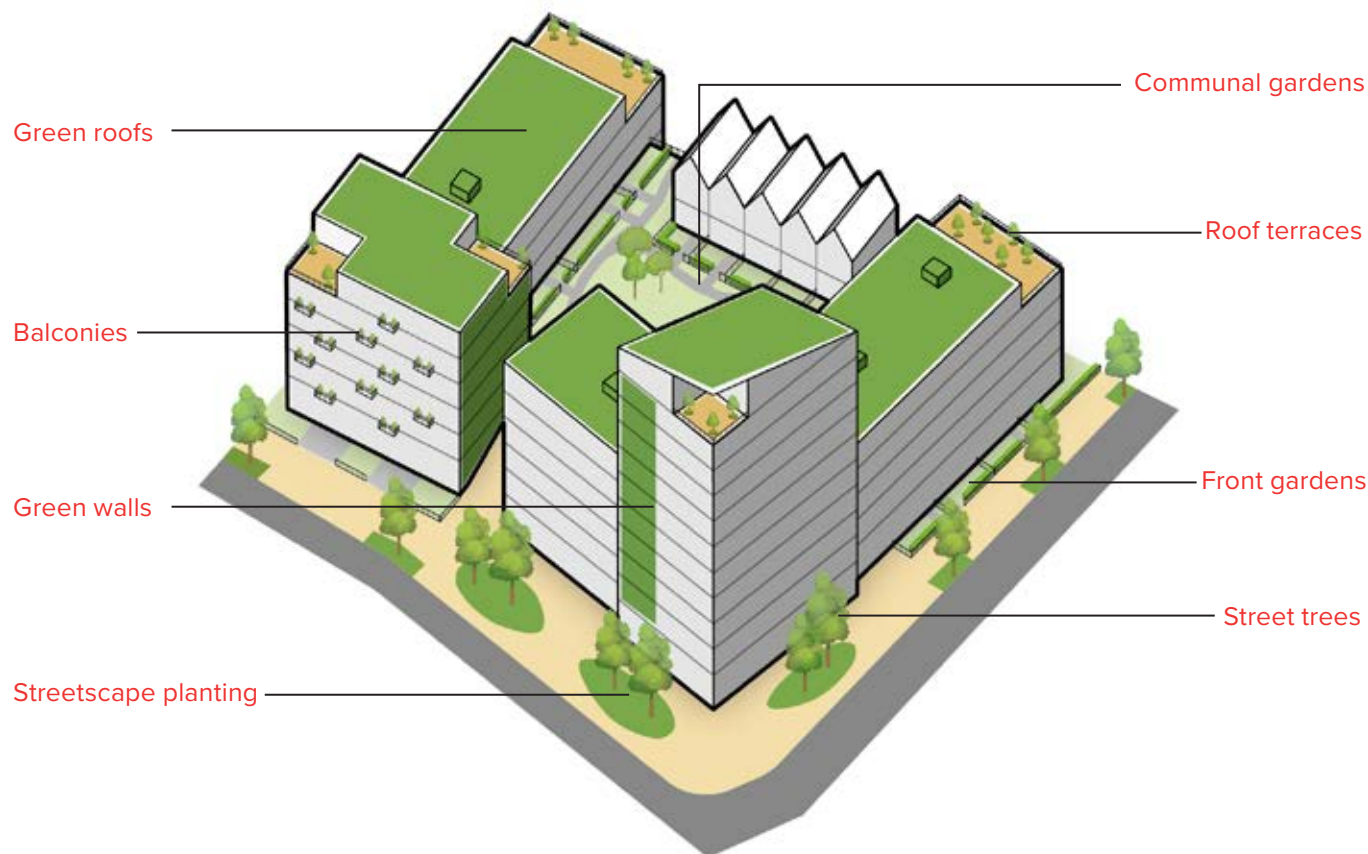


Figure 189 Green infrastructure carefully integrated with public realm and built environment





Figure 190 Visualisation of green infrastructure within pedestrian friendly new streets



### 10.6.6 Enabling Infrastructure

The transformation of St Philip's Marsh set out in this Development Framework will depend on significant investment in new infrastructure, particularly relating to flood risk and delivering a sustainable and resilient neighbourhood.

Enabling infrastructure will be a key driver for redevelopment in early phases due to the need for significant land acquisition and resulting relocation of existing businesses, releasing sites for new uses and buildings.

#### Flood defences

Significant infrastructure is required to provide protection against flood risk for existing uses and maximise future development in St Philip's Marsh. Flood modelling undertaken by Bristol City Council has indicated the defences required to provide 1 in 100 year (fluvial) and 1 in 200 year (tidal) protection in line with National Planning Policy Framework. These are described below.

**River Avon:** Implementation of flood defences could be delivered in two phases, subject to coordination with the Bristol Avon Flood Strategy and the updated Strategic Flood Risk Assessment.

The emerging Bristol Avon Flood Strategy promotes adaptive defences on the land side of the existing cycle/ pedestrian path. The Development Framework aspiration to provide multifunction flood defences which could form a landscape solution along the River Avon. Further development and coordination of this as a solution is required

**Feeder Canal:** Defences on the southern side of the canal could be constructed to the higher level (~1.9m) defence from the outset to enable development. This would require reconfiguration of Feeder Road, creation of a landscape solution as part of the Feeder Canal Promenade in the longer term, and associated land acquisition.

In the short term, a simpler, temporary solution could be created to protect existing buildings and land uses. Any potential flood defence schemes in St Philip's Marsh should reflect the Bristol Avon Flood Strategy.

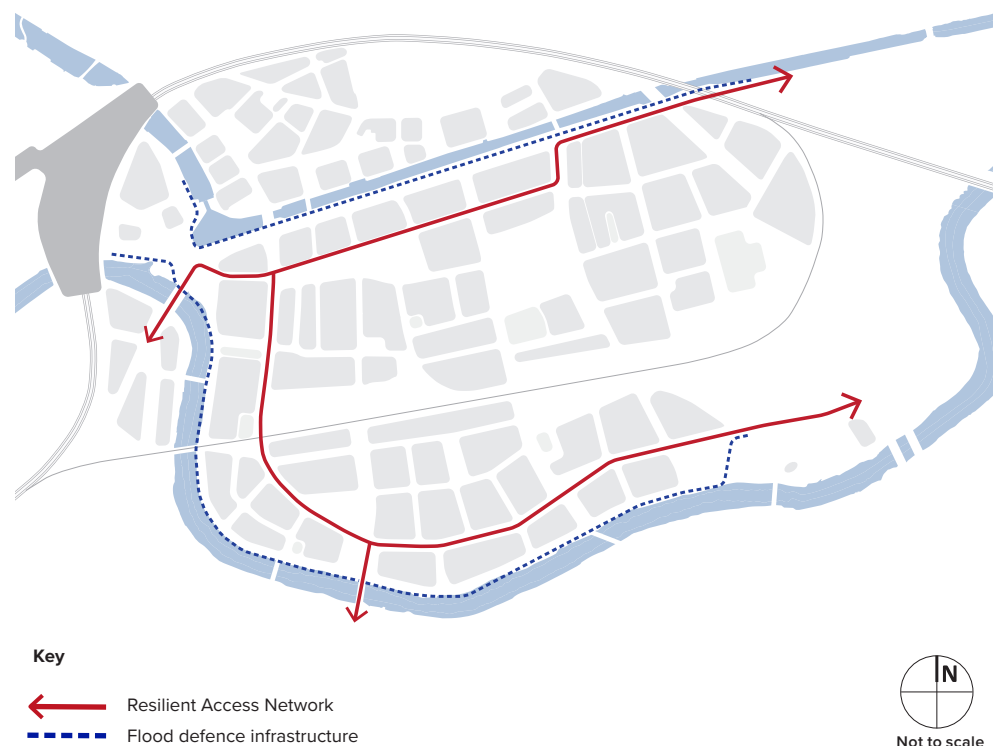


Figure 191 Flood and RAN infrastructure Plan

### Resilient Access Network

Creating resilience to future flood events forms a core part of the development concept for St Philip's Marsh. Recent modelling for the effects of climate change indicates that comprehensive infrastructure is required to provide safe access/egress to St Philip's Marsh in the event of an exceeding/residual flood risk event (e.g. 1 in 1000 fluvial event), in the unlikely event of a defence failure, providing connections to roads outside the flood zone.

This could take the form of a 'Resilient Access Network' (RAN) - a network of streets constructed above the exceedance level dictated by the Bristol Avon Flood Strategy with climate change allowance. The RAN forms part of the legible street network with urban block frontage, and would not be identifiable as flood infrastructure other than through level changes. Other options could also be explored.

The RAN represents an opportunity to accommodate new utilities provision in an integrated manner, for example in a combined trench. This can be efficient and more cost effective to build and maintain, with less impact on local communities and businesses.

The RAN will incorporate the following primary utility distribution routes:

- Electricity distribution (HV and LV)
- Data services (cabled copper/fibre networks and backbone connections to 5G mobile base stations)
- District heating
- Water supply
- Foul drainage

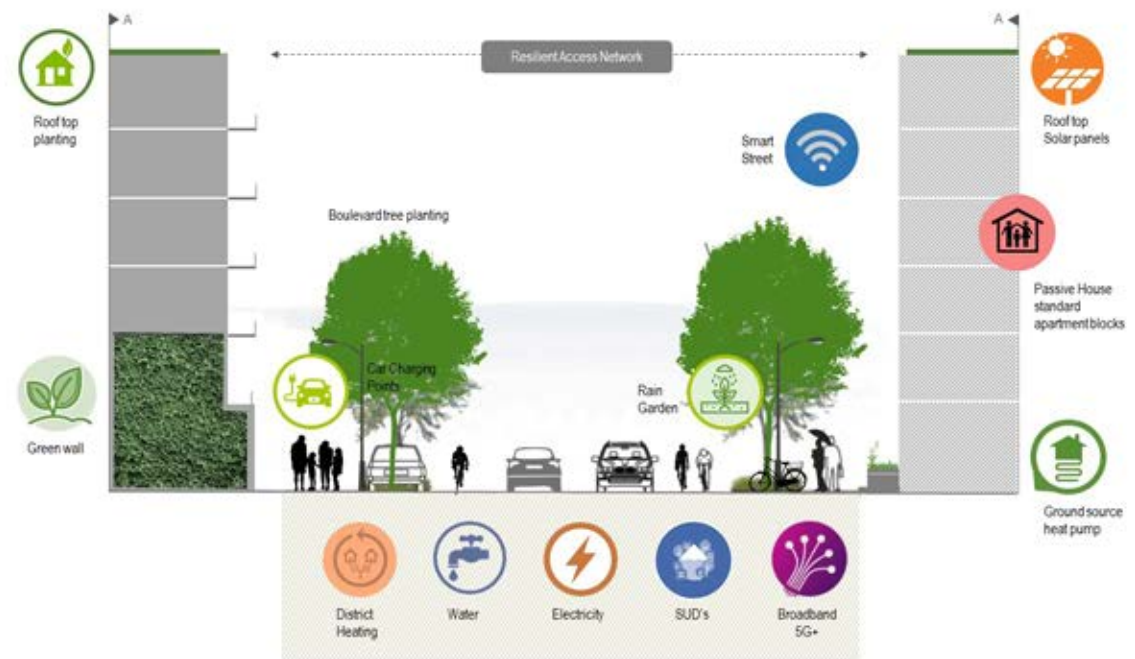


Figure 192 Resilient Access Network integrated street concept

Part 1 - Overview

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Part 2 - Masterplan

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Part 3 - Development Framework

**Land remediation**

Remediation of contaminated land is likely to be required across most of the area to enable changes of use. This could be undertaken on a plot-by-plot basis or in larger areas as part of an enabling infrastructure programme. This remediation strategy is likely to be dependent on land assembly and should be considered in strategic decision-making for delivery.

**District Heating**

It is an aspiration to integrate District Heating throughout the area, contributing towards the target to reduce energy consumption and net-carbon. This would form an extension of Bristol City Council's network.

With reference to the One City plans and the Bristol Local Plan Core Strategy, it would be necessary for BTQ to align with the Bristol net zero climate change commitments. This is likely to necessitate changes to available fuel sources as they emerge. Bristol City Council has recognised that for densely populated areas district heating is a suitable net-zero aligned alternative to natural gas fired heating. Therefore, facilitating connection to the expanding Bristol district heat network is an expedient solution to follow for the provision of heat, though in a small number of cases alternative solutions may be relevant.

**Pumping stations**

Pumping stations would be required to support the drainage network due to the low lying topography of St Philip's Marsh. The number and location of pumping stations would be subject to further design.

**Sustainable Drainage**

An area-wide strategy should be designed to ensure that surface water drains at a sustainable rate, reducing pressure on existing drainage infrastructure and reducing risk of flooding downstream.

Water attenuation features should be incorporated into buildings and the public realm, including natural solutions which filter water and improve quality.

**Utilities**

In general terms, the utility infrastructure within the area would require development and reinforcement to deliver connections to the increased mass of buildings and spaces. This would become an additional cost to each development plot. A detailed appraisal would be required for each utility service as development is delivered, appropriate to the amount of development. The table opposite provides a broad summary for each service based on land-use Scenario 1.

Existing substations in the NE area of St Philip's Marsh and associated overhead and below-ground HV power lines and Feeder Canal over-bridges represent a significant constraint to development in this area. In the longer term, opportunities to consolidate and reconfigure this infrastructure should be considered where this helps to unlock development and social value.

**Bridges**

Several potential new bridges and improvements to existing bridges have been identified to improve access to St Philip's Marsh and provide walking and cycling connectivity with surrounding areas.



Utility Service	Strategy
Foul and surface water drainage	<ul style="list-style-type: none"> <li>• Provide local building connections.</li> <li>• Retain water supply and drainage infrastructure along New Albert Road as far as practical, with some alterations necessary to suit proposed road amendments.</li> <li>• Provide new water supply and drainage infrastructure along RAN to increase overall network capacity for new development plots.</li> </ul>
Mains Water	
Low and medium pressure gas services	<ul style="list-style-type: none"> <li>• General strategy to transition away from natural gas as a means of space heating.</li> <li>• Gas network generally retained for existing developments. However, pipework would be removed or not replaced where affected by proposed redevelopment.</li> </ul>
High voltage power	<ul style="list-style-type: none"> <li>• An additional 33/11kV substation is proposed to the South of the railway sidings to provide additional capacity in the Southern portion of the development area.</li> <li>• Provide local HV/LV substations within new buildings.</li> </ul>
Telecoms network	<ul style="list-style-type: none"> <li>• Provide local building connections.</li> <li>• Some reinforcement of the distribution network may be required.</li> <li>• Network development based upon a “full-fibre” access.</li> </ul>
Mobile telephone network	<ul style="list-style-type: none"> <li>• Although the existing mobile telephone network system is not expected to be significantly affected by the development, the network system may need additional masts and associated extensions to support development of the 5G network.</li> </ul>
Road network cables	<ul style="list-style-type: none"> <li>• New and adapted traffic signalling, and road network cabling would be implemented to suit the amended road systems.</li> </ul>
District Heating	<ul style="list-style-type: none"> <li>• A new main district heating energy centre would be created for the development, potentially benefiting from ground source heating and other renewable sources.</li> </ul>

Figure 193 Illustrative utilities provision (based on land-use scenario 1)

## 10.7 Making it happen

This section focuses on delivery issues related to the St Philip's Marsh area, covering the following issues:

- Active Development Proposals
- Delivering Enabling Infrastructure
- Planning Strategy
- Phasing and dependencies

This addresses the distinction between St Philip's Marsh and the adjacent areas (Temple Island, Enterprise Campus, Eastern Entrance, Harbour Pontoon and Silverthorne Island) which have active development proposals which are being brought forward by others and have progressed through the planning process, as well as other committed developments within the area.

The delivery of these developments is primarily independent of the potential strategy for the wider area but would have implications for the wider delivery strategy. The remaining parts of the chapter focus on the St Philip's Marsh area where there are no large-scale active development proposals, but where future development could potentially be shaped by the strategy set out in this document.

### 10.7.1 Active Development Proposals

The study area includes five significant development proposals which could be brought forward independently. Further details of these developments are set out in Chapter 2. The likely approach for delivering these proposed developments is set out below.

**Bristol University Enterprise Campus:** The proposed Enterprise Campus is planned to be delivered by the University of Bristol by 2026, having received planning permission in 2019. The detailed delivery strategy is confidential. It is anticipated that a combination of grants, funding from partner organisations and private donations will contribute to delivery.

#### Temple Meads Railway Station Eastern Entrance:

The delivery of the proposed Eastern Entrance to Temple Meads Railway Station will be led by the CA and delivered by Network Rail in collaboration with partners. Funding is currently being sought from central government to fund the entrance as part of a wider package of public realm investment. The delivery of the project is linked to the Enterprise Campus, as access to the new entrance would be through the campus site.

**Harbour Pontoon Walkway Link:** The proposed floating pontoon walkway will be delivered by Bristol City Council ahead of the proposed hotel on Temple Quay 'Plot 3' and the Enterprise Campus.

**Silverthorne Island:** The most extensive development proposals in this area, consisting of 4.3ha of land on the northern side of the feeder Canal, is led by private developers Square Bay Property. The application was granted consent by Minister of State for Housing, Stuart Andrew MP, on behalf of the Secretary of State in April 2022.

Adjacent development sites within Silverthorne Island are likely to come forward independently subject to delivery of strategic flood and access infrastructure.

**Temple Island:** Temple Island is currently vacant and is owned by Bristol City Council, and subject to disposal agreements. Legal & General will progress the development of this site. The detailed delivery strategy and associated timescales for this not yet available.

### Strategic Delivery Issues

Potential delivery of these developments is constrained by significant flood risk. It is anticipated that flood defence measures are required alongside Feeder Canal and Floating Harbour. Detailed design will be informed by the requirements of the Environment Agency and Bristol City Council's draft Bristol Avon Flood Risk Strategy.

The potential cumulative impacts and benefits resulting from these developments have not been formally assessed or considered in combination with potential proposals for St Philip's Marsh as set out in this document. This could include impacts resulting from increased vehicular traffic or new demand for social infrastructure such as open green space, health care, and other community spaces.

Cumulative development impacts could also affect social infrastructure in adjoining neighbourhoods. These would need to be fully assessed and resolved through further strategic and detailed studies covering this area, potentially including an area masterplan.



### 10.7.2 Development Strategy

The nature of the potential redevelopment of St Philip's Marsh differs substantially from other areas in this Development Framework due to the very significant investment required. This is needed to acquire land, relocate existing uses, establish enabling infrastructure and facilitating planning policy environment, and achieve flood resilience, without which much of the area is not suitable for mixed use redevelopment. In addition, the very large scale and likely long time-frame of redevelopment would require consideration of how it is coordinated, governed, funded and delivered to create a cohesive new area of the city, provide high quality public realm and built environment, and ensure an appropriate range of community infrastructure. A plot-by-plot, incremental approach would be unlikely to achieve these objectives.

#### Enabling Infrastructure

A range of enabling works are required within the St Philip's Marsh area as a prerequisite for significant redevelopment and introduction of residential uses, including flood resilience measures and enhanced movement infrastructure, as set out in section 10.6. This is likely to require substantial up-front co-ordination and funding of infrastructure by public sector actors, as it is unlikely that individual site owners or developers would be able to coordinate infrastructure delivery where it has wider benefits beyond their individual land holdings.

A phasing strategy would be required setting out when elements of enabling infrastructure would be delivered, and indicating which areas of land would be released for potential development as a result. This is considered further in section 10.7.4.

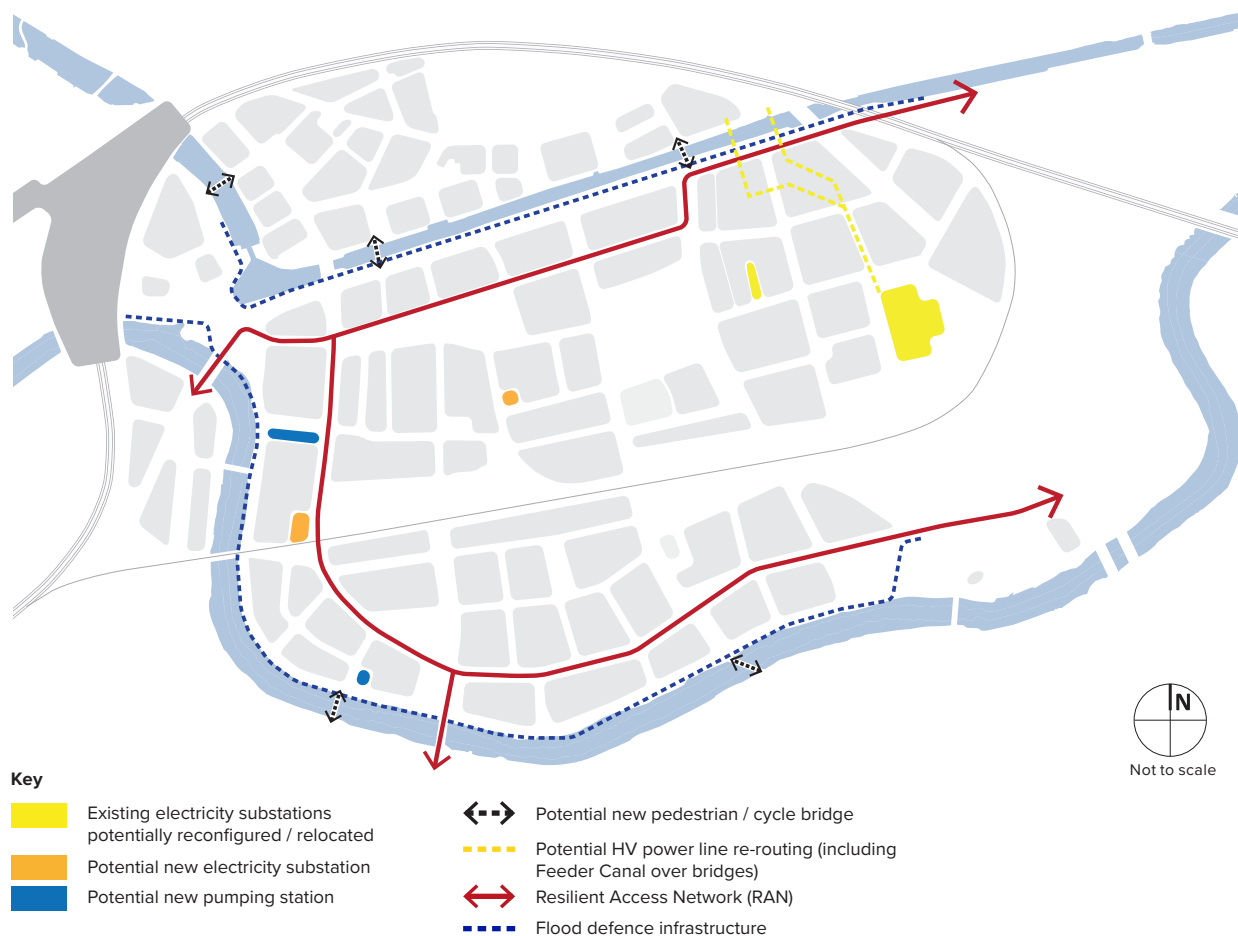


Figure 194 Potential Infrastructure Delivery

## Land Acquisition and Assembly

The delivery of area wide infrastructure is likely to require substantial land acquisition and assembly, along with a strategy for relocating, retaining and re-provisioning existing land-uses and activities where required. This includes land in private ownership and land owned by Bristol City Council.

This is likely to require significant intervention and leadership from the public sector, potentially in partnership with private developers. This could include public sector bodies acting as a 'master developer', assembling development plots and selecting preferred development partners to build out the area based on agreed principles.

A separate study into an appropriate land acquisition strategy and associated delivery approach is likely to be needed.

## Costs, Funding and Viability

Initial costing and feasibility assessment of enabling infrastructure has been undertaken as part of this project (excluding for the Avonmeads area). However significant additional detailed assessment would need to be undertaken to support future work stages.

Infrastructure costs will be significant and require a range of funding mechanisms, as it is unlikely to be supported by development receipts alone. This gap could be filled via land value capture, public sector grant funding and local taxation options such as business rates retention.

Sale of public land with the benefit of planning consents, and direct public sector involvement in development processes, could also play a role in land value capture and offsetting the ask of external funding sources.

Funding and viability considerations would also need to consider Bristol City Council planning policy requirements to provide affordable housing within new development and funding for social infrastructure. It is also assumed that other infrastructure, including minor roads and utilities connections would also be funded and delivered directly through development of individual sites.

A separate study/plan into enabling infrastructure delivery beyond the information gathered as part of this study is likely to be needed

## Future Work Stages

Given the scale of the area and anticipated development time-frame, the delivery approach is expected to be considered separately for each sub-area within the overall St Philip's Marsh development area as the overall Development Framework and infrastructure programme progresses.

A more detailed strategy should continue to be progressed for each area, in order to ensure that Bristol City Council are well placed to respond to market pressure stemming from adjacent developments, especially the proposed Enterprise Campus and Temple Island.

Where development proposals are forthcoming in the short term, Bristol City Council could consider supporting policy compliant proposals through either co-investment or other forms of funding support where required. This type of approach could ensure that the momentum generated by the University and Temple Island is maintained in the short-to-medium term, prior to the longer-term delivery of enabling infrastructure. Shorter term adaptation and reuse of existing buildings for more diverse employment uses could be a useful initial step in the transformation of the area.

Engagement will be key to the successful redevelopment of St Philip's Marsh and the wider Bristol Temple Quarter. This is with a full remit of stakeholders who currently are not fully familiar with the level of ambition and opportunities and constraints. This includes landowners, residents, businesses and users of the area. Part of this engagement would naturally happen as part of the engagement on the Local Plan review and any changes in policies for the area. Furthermore, area specific engagement in advance of this may be advantageous as part of building the momentum for the transformational change envisaged.

10.7.3 Planning conformity and strategy

Local Plan Policy Context

The land-use transformation set out in this chapter does not align with current planning policy.

Bristol City Council has refused applications for residential development in this area as they do not conform to the Bristol Local Plan Review Draft Policy DS3 covering St Philip's Marsh, and are premature in relation to the Local Plan Review and incomplete / unadopted City Centre Flooding Strategy. As a result, they will trigger a sequential flood test assessment.

The comprehensive redevelopment of this area would require new, supportive and enabling planning policy which has been adopted and been subject to successful sequential flooding test(s). This is likely to require an agreed and adopted flood strategy for the city to be in place.

Thus, the comprehensive redevelopment of St Philip's Marsh would require reallocation of the area for mixed-use development through the current Local Plan Review (anticipated to be completed by 2024).

Given the scale of the redevelopment of St Philip's Marsh, it could straddle subsequent Local Plan periods and there will be the need for review and flexibility in planning policy.

When an appropriate enabling policy is adopted, Bristol City Council could prepare a Supplementary Planning Document (SPD) for the area. The SPD requires less time and resources to prepare, but would still require an appropriate degree of consultation and engagement with local residents, business and potential developers. An SPD would be a material consideration in assessing and determining future planning application, however it would not form statutory planning policy and cannot introduce new policies which are not part of the adopted local plan.



#### 10.7.4 Phasing

Phasing of redevelopment in St Philip's Marsh is likely to be shaped by planning policy processes, market demand for development and delivery time-frames for land assembly and enabling infrastructure as outlined in the sections above. Bristol City Council should aim to manage phasing of development based on the considerations set out adjacent.

#### Enablers 2020-2025

- University of Bristol Enterprise Campus construction
- Funding for City Gateway enabling infrastructure, including the Eastern entrance to Temple Meads Station (see Chapter 6)
- Delivery of the flood defences design and costing, potentially including land acquisition and secure funding.
- Delivery of the phase 1 - Flood defences design and costing, potentially including land acquisition
- Establishment of appropriate adopted enabling planning policy for the area, supported by appropriate flood sequential test assessments
- St Philip's Marsh Quarter Delivery strategy refinement – including: high-level strategic decisions, delivery route, land acquisition and business relocation strategy and establishing need case for funding, making a funding bid or ask of central government, with appropriate strategic, outline and detailed business cases
- Subsequent area specific masterplans and development strategies, including for the South West in respect of any leisure development interest

### Illustrative Phasing strategy

An illustrative programme has been produced to demonstrate one scenario of development, including construction and phased realisation of developing key area.

The illustrative phasing programme is based on the following principles:

**Phase 1:** Development of UoB Enterprise Campus Silverthorne Island, Temple Island and adjacent sites and flood defence infrastructure associated with these developments.

**Phase 2:** Prioritising creation of Avon River Park flood defences / green infrastructure, Feeder Road flood defences and Albert Road Resilient Access Network to create a cohesive riverside development area with strong links to Temple Meads and residential areas to the south. Potential delivery of a leisure and sporting facility on Bristol Fruit Market site, with potential relocation of the market within the local area.

**Phase 3:** Creation of public realm and Resilient Access Network to support incremental redevelopment of interior sites. Delivery of neighbourhood centre and facilities potentially including a primary school.

**Phase 4:** Eastward extension of Feeder Road public realm and Resilient Access Network and enhancement of Albert Crescent public realm. Incremental development of land to east of Albert Crescent subject to relocation of existing large-scale land-uses.

This represents one potential sequencing of redevelopment. There are a potential range of approaches which could be followed to achieve desirable outcomes. Any approach to phasing should be incremental, adaptable and responsive to changing circumstances. This would be dependent upon the delivery of large-scale infrastructure and associated acquisition of land.

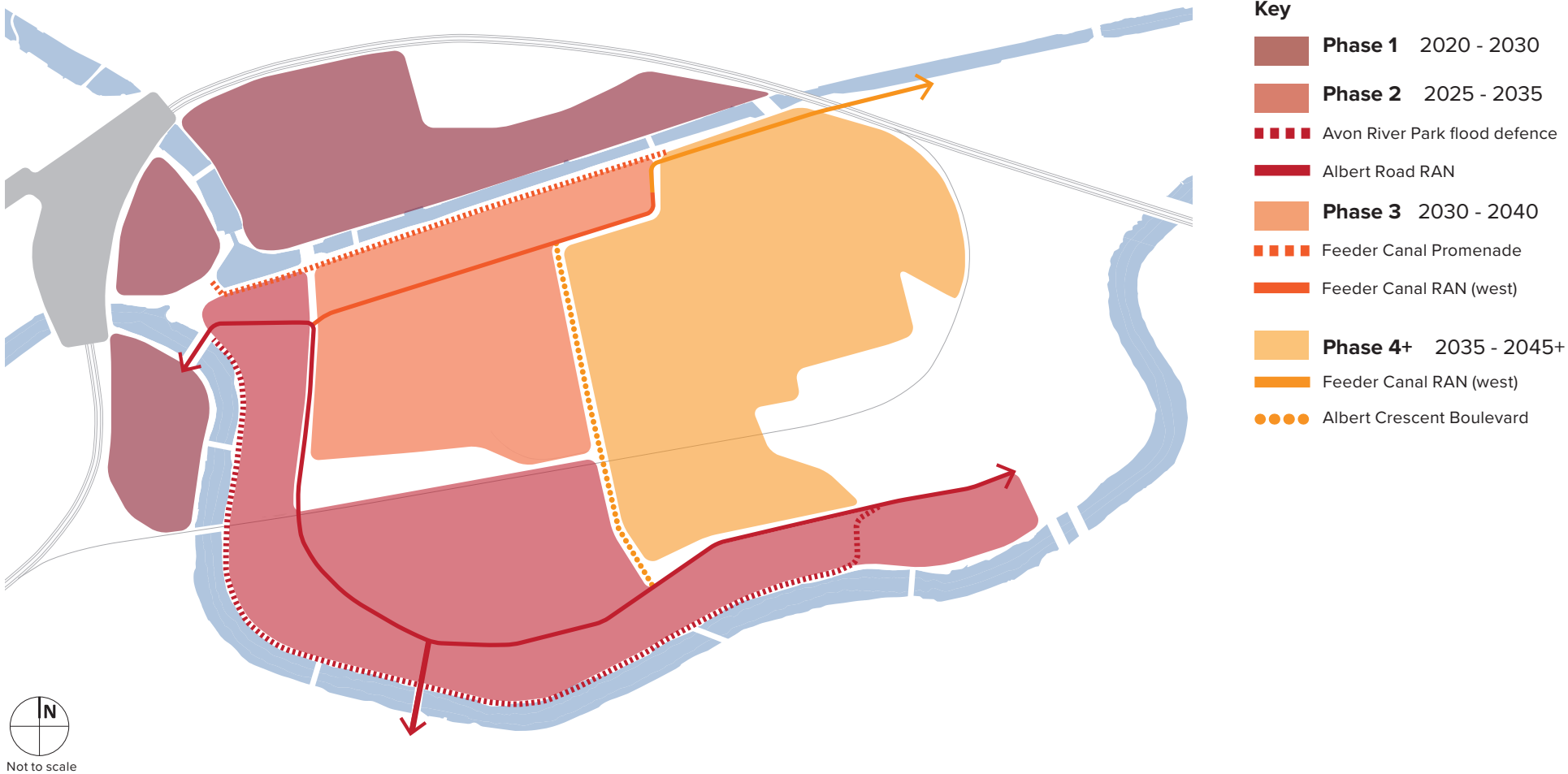


Figure 195 Illustrative development phasing plan



## 10.8 Summary

The illustrative proposals set out for St Philip's Marsh in Chapter 10 represent an ambitious and forward looking re-imagining of the area as a sustainable mixed-use neighbourhood and innovative employment space, thus potentially creating one of the most significant urban regeneration projects in the UK.

This must be recognised as a long-term vision that would require significant further work to assess the opportunities and challenges, most critically engagement with stakeholders. The potential regeneration of St Philip's Marsh does not accord with current Local Plan allocations, and a key stage in realisation would be through the planning process, including detailed engagement with local communities, stakeholders and the local business community.

Further work would include creation of a more comprehensive masterplan based on a preferred development scenario, and more detailed assessment of infrastructure requirements, costs and feasibility.

The need for large-scale enabling infrastructure, particularly relating to flood resilience, would require a coordinated delivery model led by a defined delivery body, and new resources with associated governance and leadership.

This would enable upfront strategic funding, land acquisition and a strategy for relocation of existing businesses within or outside the area, followed by the delivery of the enabling infrastructure identified. With these in place, the market and developers can contribute fully to the realisation of any final agreed vision for St Philip's Marsh and its surroundings, as part of the Bristol Temple Quarter redevelopment.