



# Temple Quarter Development Framework

April 2023

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





# Temple Quarter Development Framework

April 2023

Bristol City Council

Our Partners



Client team



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# PART 1

## OVERVIEW

Chapters 1-4 set out an overview of the Development Framework study, including an introduction to the document, a summary of existing context across the wider area, a description of the outcomes from preliminary stakeholder engagement processes and a summary of the area-wide strategy.

The background is a solid blue color. There are two large white geometric shapes: a triangle pointing downwards in the upper-left quadrant and a triangle pointing upwards in the lower-right quadrant. The text '1 Introduction' is centered in the blue area between these two shapes.

# 1 Introduction

## 1.1 This Development Framework Study

### 1.1.1 Scope and purpose of the Development Framework Study

This document provides a framework for the future development of Bristol Temple Quarter & St Philip's Marsh, a 130-hectare area surrounding Bristol Temple Meads railway station. It been commissioned by Bristol City Council, Network Rail, Homes England and West of England Combined Authority, referred to in this document as the 'client partnership'.

The scope of this study is to examine and reimagine the long-term future of the area. It sets out a vision to create an area of the city that achieves a mix of truly affordable housing, new employment, significant social outcomes from development, addresses challenges posed by the climate emergency and ecological emergency, promotes sustainable travel and supports post-Covid recovery.

The study identifies opportunities for the future and proposes a set of principles and concept designs to guide their progression. Short, medium and long term interventions are considered, from temporary meanwhile uses through to enabling infrastructure and construction of new homes and workplaces which will help to guide the future of the area over the next 25 years and beyond. The proposals have been subject to a comprehensive and iterative deliverability appraisal to test their financial viability.

Throughout this study, sustainable and inclusive development principles have been adopted with people at the centre. The Development Framework

Study is intended to be flexible, providing guidance for future developments promoted in Bristol Temple Quarter. The principles should be used alongside other statements of the Bristol City Council's strategic ambitions such as the One City Plan and Social Value Toolkit.

The Study has been subject to public engagement during its preparation and formal consultation.

In June 2022, government funding was granted to further our vision for Bristol Temple Quarter & St Philip's Marsh.

#### Character areas

In this report, the Bristol Temple Quarter & St Philip's Marsh area has been subdivided into six smaller areas to reflect the local character, opportunities and constraints, and level of required design detail for each:

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



Figure 1 Study area location



**BRISTOL TEMPLE QUARTER &  
ST PHILIP'S MARSH**

Figure 2 Study area boundary

## Masterplan proposals

### Set out in Part 2 of this document

The purpose of the Masterplan proposals for Bristol Temple Meads, the City Gateway and the Friary North is:

- To inform a Strategic Outline Business Case for a programme of public realm and railway station improvements
- To draw together aspirations and requirements from different parties into illustrative RIBA 2/GRIP 2 design outputs. This includes architectural concept designs with a view to further design and outline planning applications for the following key elements:
  - Internal station improvements
  - A new Northern Entrance and Southern Gateway
  - A reconfigured public transport interchange and relocated car parking
  - New public realm and movement routes
  - New buildings
- To inform further engagement and consultation with businesses, residents and wider stakeholders, as well as public consultation
- To demonstrate the financial viability of the proposals, giving confidence to public funding bodies and private investors
- To present a clear list of priority projects that can deliver early benefits
- To present outline phasing for medium and long term interventions

## Development Framework proposals

### Set out in Part 3 of this document

The purpose of the Development Framework proposals for Temple Gate, Mead Street and St Philip's Marsh are:

- To present flexible, guiding concepts for future employment and residential development interventions in Temple Gate, Mead Street and St Philip's Marsh
- To present an evidence-based concept for enabling infrastructure in St Philip's Marsh and a future innovation district and communicate the complexities associated with development in this area
- To inform strategic decision-making in Bristol and the wider West of England, in parallel with the Bristol Local Plan Review
- To raise the profile of these areas for prospective investors
- To present a clear list of priority projects
- To present outline phasing for medium and long term interventions

For St Philip's Marsh, a less advanced level of detail is provided, as further detailed work and engagement with local business and residents is required to understand opportunities for future development.

For Mead street, more detailed work has been undertaken, chapter 9 reflects the current status for the area

### 1.1.2 Development Framework Study levels of detail

The proposals within this document are presented in different levels of detail for each area, reflecting their current planning status and the differing levels of complexity and challenges associated with each. An example of this is the need for detailed designs of flood defences at St Philip's Marsh. These areas are grouped in 'Masterplan proposals' and 'Development Framework proposals', set out in Parts 2 and 3 of this document respectively.

Three of the six areas are well understood, are likely to happen first, and are presented as a more detailed Masterplan (Bristol Temple Meads, City Gateway, and the Friary North). As consultations were held for the Mead Street Development Brief in 2022, chapter 9 reflects the current status of this area. The remaining two areas are set out as a series of principles contained in a Development Framework with more detailed work to come in future.

In addition, initial strategic considerations are presented for areas adjacent to St Philip's Marsh, including Silverthorne Island, Temple Island, the University of Bristol Enterprise Campus.

### 1.1.3 How the Development Framework Study was prepared

This Development Framework Study sets out the combined aspirations and objectives of the client partnership (Bristol City Council, Network Rail, Homes England and West of England Combined Authority) through evidence-based proposals to inform further conversations about the future development of the area.

It has been prepared by Mott MacDonald, a global multi-disciplinary consultancy with planning and placemaking expertise, in partnership with Weston Williamson & Partners, supported by Deloitte and other firms including 3Adapt, Alan Baxter Associates, Avison Young, AWW, Turley and Pragma.

The study is underpinned by a robust evidence base and has been undertaken in parallel with a number of third party studies and projects that have direct influence on the future of the area. Where possible, this Development Framework Study has been developed to align with these interfacing projects. The two most notable are an updated Bristol Employment Land Study and the Bristol Avon Flood Strategy, both commissioned by Bristol City Council. In addition, there are emerging development proposals in the study area, such as the University of Bristol Enterprise Campus and Temple Island, which are outlined in Section 2.4.

The key proposals presented in this study have been subject to a rigorous and iterative analysis of deliverability. The findings of this exercise have informed the phasing and priority projects presented in this report. This is with the exception of Temple Gate and St Philip's Marsh areas presented in Part 3 (chapters 8 and 10), which are presented to a conceptual level of design.

The study is based on information collected up to April 2020, coinciding with the early stages of the COVID-19 pandemic. The potential impacts of the pandemic and considerations for this study are explored briefly in Section 2.5.15.

This report has been produced in parallel with a preliminary stakeholder engagement exercise that has been undertaken with community, business and other interest groups between Autumn 2018 and Spring 2020. Key issues and themes identified through this process have informed the Development Framework approach, as outlined in Section 2.5.13. Further detailed stakeholder engagement will be undertaken to finalise the Development Framework and to inform future stages of planning and design.

### 1.1.4 Status of the Development Framework Study

This document is an evidence-based study by independent consultants. The vision it represents has been endorsed by Bristol City Council as of March 2021. Following consultation in January to March 2023, the Development Framework will be presented to Bristol City Council's Cabinet for endorsement in May 2023. If endorsed, it will become a material planning consideration in the determination of planning applications within the Temple Quarter Area.

### 1.1.5 Project governance

This study has been governed through a bespoke forum of the four client partners: Bristol City Council, Network Rail, Homes England and West of England Combined Authority. This has included extensive collaboration to achieve desirable, shared outcomes. This study has also been supported by parallel governance and approval processes within the individual organisations.

The three tiers of governance were:

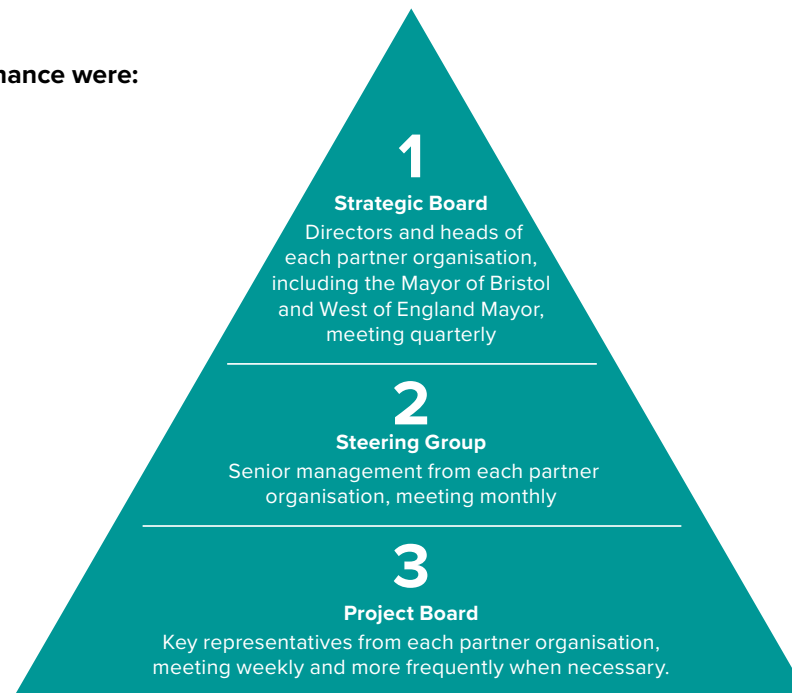


Figure 3 Project governance structure

## 1.1.6 Structure of the document

### Part 1 | Overview

- Chapter 1** provides an **introduction** to this Development Framework Study, how it was developed and how it aligns with other city priorities
- Chapter 2** summarises the overarching **planning and development context** for Bristol Temple Quarter & St Philip's Marsh and the **objectives** which have informed the proposals
- Chapter 3** presents the overarching **vision** for the study area, encompassing Bristol Temple Quarter & St Philip's Marsh, and the **guiding principles** that have informed the proposals
- Chapter 4** presents an **overview** of the Temple Quarter Development Framework, focussing primarily on the areas to the west of Bristol Temple Meads. This includes recommendations for the next stages of **delivery**

### Part 2 | Masterplan

- Chapter 5** presents a masterplan for **Bristol Temple Meads Station**, including improvements to internal passenger circulation, passenger facilities and a new Northern Entrance
- Chapter 6** presents a masterplan for the **City Gateway**. This includes the public transport interchange, new retail, and other public realm and infrastructure improvements around the station
- Chapter 7** presents a masterplan for the **Friary North**

### Part 3 | Development Framework

- Chapter 8** presents a development framework for **Temple Gate** and the **Bristol & Exeter Yard** area
- Chapter 9** summarises the updated Development Brief for **Mead Street**
- Chapter 10** presents a conceptual development framework for **St Philip's Marsh** and initial strategic considerations for an innovation district

### Appendices

- Appendix A** presents a list of **reference documents**
- Appendix B** presents a list of **figure credits**
- Appendix C** presents a **glossary** of terms used in this report
- Appendix D** contains **additional context** on employment, retail and heritage
- Appendix E** presents feedback from **stakeholder engagement** and responses



## **2 Bristol Temple Quarter & St Philip's Marsh Context**

## 2.1 Introduction

This chapter summarises the overarching planning and development context for Bristol Temple Quarter & St Philip's Marsh and the objectives which have informed the proposals.

This chapter is structured as follows:

- Section 2.1 **introduces** this chapter and the **regional context** of Bristol
- Section 2.2 summarises the **strategic context and Bristol-related publications** that are relevant to this study, including Bristol's One City Plan, declaration of a Climate and Ecological Emergency and the West of England Local Industrial Strategy
- Section 2.3 summarises key **planning and transport policy documents**, including the National Planning Policy Framework and local policy documents
- Section 2.4 outlines the proposed development context, including **other development schemes** in the area and commentary on **the local market**
- Section 2.5 summarises **strategic considerations** and objectives for key topics to inform the proposals, such as movement, heritage, housing and stakeholder engagement. This also includes some brief considerations of potential COVID-19 impacts
- Section 2.6 **concludes** the chapter with a summary of the **principal constraints and opportunities** that have informed the vision, and the interrelationship between them

### 2.1.1 Bristol city-wide and regional context

Bristol is the largest city in the south west of England, with a population estimated to be 463,000 people. It is considered to be one of the ten 'cores cities' of Great Britain (it is part of the core cities network). The city straddles the River Avon and its former city-centre port is a cultural hub. Bristol is one of the UK's most popular tourist destinations and is recognised as one of the best city's in Britain in which to live (The Sunday Times, 2017). Bristol won the EU's Green Capital Award in 2015.

The Temple Quarter Development Framework area is an area comprising approximately 130 hectares located to the south-east of Bristol city centre. Somerset Street, St Luke's Road and Temple Way form the western boundary. The River Avon forms a Southern boundary, St Philip's Causeway forms an eastern boundary, and the railway lines connecting to Bristol Temple Meads form a boundary to the North.

### 2.1.2 Urban character

Bristol is characterised by a patchwork of diverse urban quarters interlinked to form a poly-centric city. This patchwork extends across the city centre from the revitalised mixed-use Wapping Wharf development along the Harbourside, the Georgian Terraces of Clifton, the independent shops and cafés of Gloucester Road, the artistic and free-thinking Stokes Croft to the industrial Temple Quarter; each with a unique sense of place and identity. These are illustrated on Figure 4.

Bristol's built fabric is made up of a variety of building types, densities and scales which reflect the many phases of development that have shaped the city throughout its history, and which are being embraced by Bristol City Council as a template for future densification. This diverse stock of building types creates a resilient offer to meet the needs of a wide range of potential residents or businesses.

The office and retail markets reflect the city's poly-centricity, which effectively divides the city centre into distinct sub-areas with unique retail and office markets such as Finzels Reach, Queen Square, Victoria Street and Castle Park.

The mosaic of distinct urban areas creates a varied and dynamic city with something to offer a wide range of people, yet it also masks significant socio-economic disparities between affluent and deprived areas. Clifton which contains areas in the 20% least deprived areas of the UK compares with Lawrence Hill which contains multiple areas that fall within the top 10% most deprived areas in the UK, according to the 2019 Index of Multiple Deprivation.

This poly-centricity has also occasionally contributed to a sense of disintegration between different areas of the city which presents challenges for movement and continuity of urban activation, especially in areas where major roadways or infrastructure create severance between communities. This is indicated in the Bristol Local Plan Review (2019) which illustrates the role of roadways to act as barriers between areas of different land use.



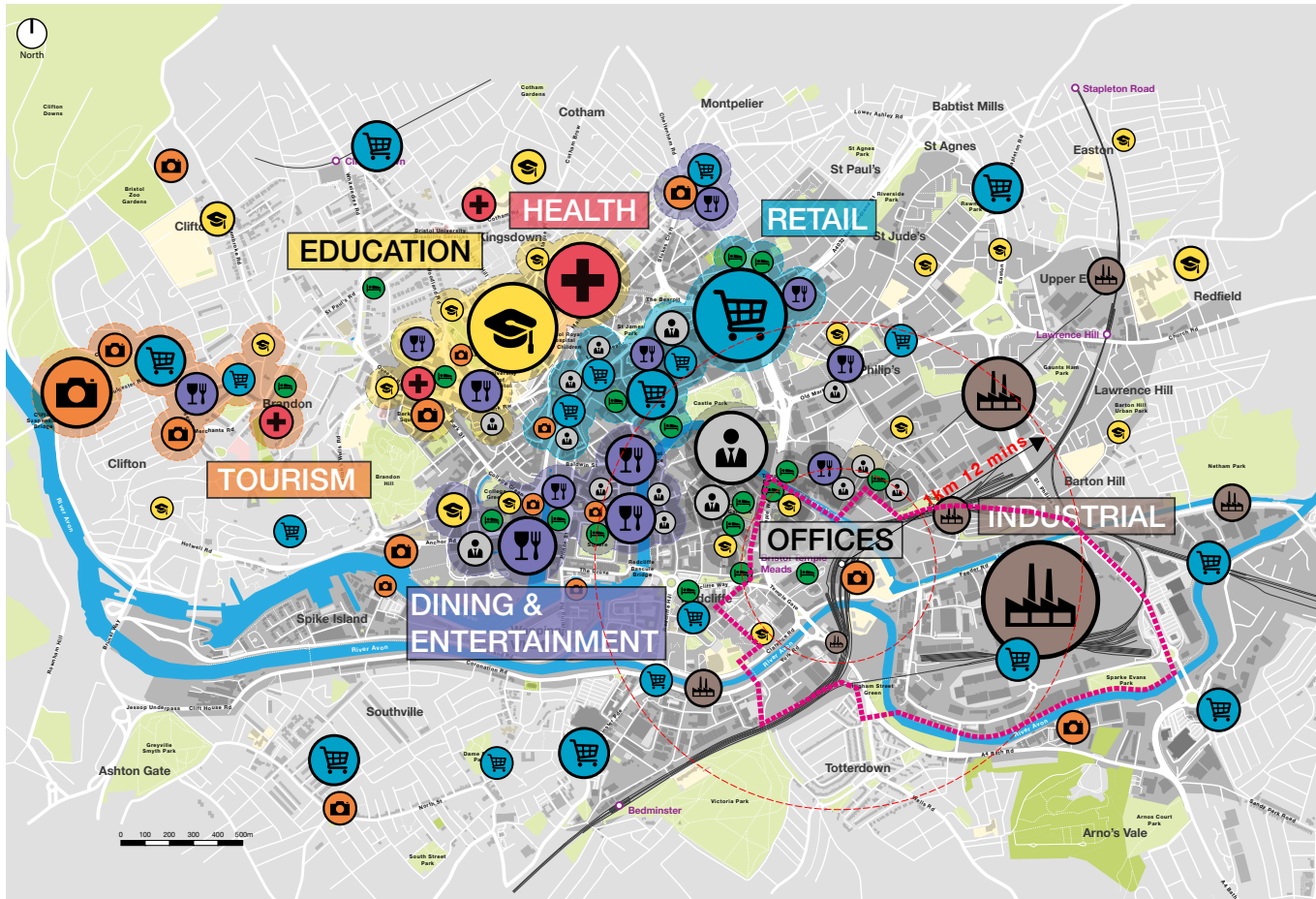


Figure 4 Bristol poly-centric city



### Independent and Creative

Bristol is also characterised by flourishing independent businesses and a vibrant creative arts and theatre scene. Wapping Wharf is a prime example of a thriving retail area driving footfall which has made national news by only letting to small, independent companies. The success of independent retail, restaurant and studio space is also demonstrated by the Cargo Scheme and Engine Shed developments.

The balance of high-quality independent retail and restaurants, access to urban green space, a varied supply of housing and regional proximity to London via rail and road have resulted in Bristol's national prominence as a welcoming and aspirational city in which to live. This national reputation has put increased pressure on housing which has resulted in rising costs and in some cases increased displacement of established residents through gentrification.

An early vision workshop for this study brought together a range of stakeholders including representatives from across the client group and highlighted the following strengths of Bristol all of which touch upon the independent and creative spirit of the city: 'Great arts scene', 'Independent Traders', 'Artists and Street Art', 'Independent Businesses' 'Sense of Independence'. There is clearly a strong sense of identity for Bristol as a hub of supporting local and creative enterprise which many feel is a strength of the city.

Bristol's creative spirit also supports technological innovation through such incubator spaces as the Engine Shed and partnerships with the University of Bristol which demonstrate that the city provides an attractive base for professionals across the creative classes and supports innovation in all its guises.

### Celebrations and Community

Bristol hosts a series of festivals and events throughout the year which draw in local, national and international audiences and showcase the city's diverse sources of pride. From the annual Balloon Fiesta, music festivals, weekly street food markets, St. Paul's Carnival, art installations, film festivals to the city's ever-evolving street art portfolio; Bristol hums with the energy of celebration.

As a poly-centric place, Bristol is home to a strong sense of community spirit, both based upon individual neighbourhoods and upon the city's ability to bring these communities together. This community spirit is difficult to quantify yet was a strong theme of early visioning where it was mentioned as a key quality of Bristol by every group which participated. This sense of belonging and engagement is the product of the complex context in which the city operates and the communities which have grown organically over time. This sense of community has also garnered praise in the national media as Bristol has been named one of the most attractive places to live.





Figure 5 Bristol poly-centric city – different ages and styles of housing and public realm

## 2.2 Strategic context

### 2.2.1 Bristol One City Plan

As an overarching vision for its future, Bristol has developed the One City Plan (2020). The One City Plan identifies a shared City Vision: “In 2050 Bristol will be a fair, healthy and sustainable city. A city of hope and aspiration, where everyone can share in its success.” The document sets out a vision for the future of Bristol, decade by decade up to 2050 and takes a thematic approach based around:

- Connectivity
- Economy
- Environment
- Health & Wellbeing
- Homes and Communities
- Learning and Skills.

The One City Approach is about: “*working with the collective intelligence of many stakeholders and for those organisations to recognise that their future prosperity cannot be secured merely through what happens within their boundaries. The city context in which they operate is key*”.

### 2.2.2 Climate and Ecological Emergency

On 13<sup>th</sup> November 2018 Bristol City Council councillors passed a motion calling on the Mayor to declare a ‘Climate Emergency’. This included:

1. A pledge to make the city of Bristol carbon neutral by 2030, taking into account both production and consumption emissions (scope 1, 2 and 3)
2. Call on Westminster to provide the powers and resources to make the 2030 target possible

3. Work with other governments (both within the UK and internationally) to determine and implement best practice methods to limit Global Warming to less than 1.5°C
4. Continue to work with partners across the city and region to deliver this new goal through all relevant strategies and plans
5. Report to Full Council within six months with the actions the Mayor/Council will take to address this emergency

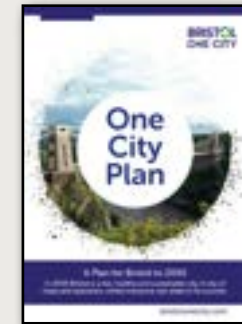
This was followed by similar declarations by the UK parliament on 1<sup>st</sup> May 2019 and the West of England Combined Authority on 19<sup>th</sup> July 2019.

On 4<sup>th</sup> February 2020 Bristol declared an Ecological Emergency in response to escalating threats to wildlife and ecosystems.

These declarations are a recognition of the urgency of the climate crisis and ecological crisis. The full implications of this political and social shift are not yet known. However, they signal a direction of travel that the threats posed by global heating and the destruction of the natural world deserve greater weight in decision-making, and that accelerated changes to the status quo are both necessary and desirable.

In response to Bristol's declarations, new governance structures have been created and publications released. A Climate Emergency Action plan was released in July 2019. In February 2020 the One City Climate Strategy was released which identified ten key areas where climate action is needed.

Work is continuing to determine what actions and policies are required to achieve net zero emissions within the devolved



powers and mechanisms available. In December 2019 the Centre for Sustainable Energy published a report to Bristol City Council of analysis of how the city can achieve net zero greenhouse gas emissions (scopes 1 and 2) by 2030. This included ten key interventions on topics such as securing new powers, investment in transport modal shift and city-wide programmes such as district heating. Over the course of this Development Framework, it is reasonable to assume that policy will be strengthened and formal targets will be adopted for key sectors, with a potential shortfall being offset through carbon-negative initiatives.

### 2.2.3 Traffic Clean Air Zone

In Summer 2019, Bristol City Council held a consultation for a Clean Air Zone (CAZ) in Bristol. This found that there is a high level of concern about the health impacts of poor air quality. As with other major UK cities, pollution from traffic is a serious problem in Bristol. The Council's Corporate Strategy outlines a vision for Bristol that includes leading the way in tackling the impacts of air pollution. The central areas of the city and the main arterial routes have been identified as being in breach of levels set by the UK and the EU for NO<sub>2</sub>.

Bristol's CAZ will come into effect in November 2022 and will add a daily fee to vehicles that do not comply with standards set out by the UK Government. The revenue from the CAZ will be used to encourage sustainable modes of travel within ongoing work, communities, and businesses.

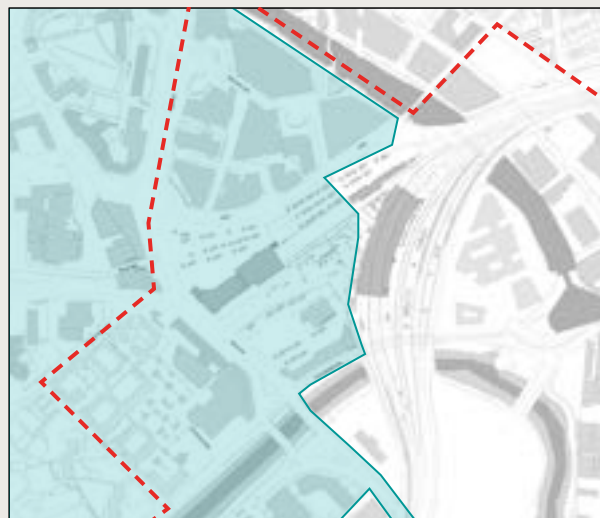


Figure 6 Bristol Clean Air Zone

### 2.2.4 West of England Local Industrial Strategy

The West of England Local Industrial Strategy was published in July 2019 and identifies the region's strengths and challenges. The Strategy supports the national Industrial Strategy and is focused on ensuring that actions in the West of England support sustainable, clean economic growth and tackle climate change. Four main priorities have been identified as being key to the West of England's economy, these are:

- Fostering cross-sectoral innovation from research through to commercialisation
- Ensuring that growth is inclusive, with a focus on

opportunities for employment and progression for all

- Addressing the productivity challenge, including adopting new technology and management practices and supporting businesses to trade
- Capitalising on the region's innovative strengths to deliver the infrastructure necessary for future growth

### 2.2.5 Other policies

There are several emerging and recently adopted policy and strategic documents which will influence and direct future plans for this area, these include:

- West of England Local Cycling and Walking Infrastructure Plan – adopted
- West of England Bus Strategy – adopted
- Bristol Parking Strategy - emerging
- Bristol Walking Strategy - emerging
- Bristol Freight Strategy - emerging
- Transport Development Management Guide - released
- West of England Mass Transit Feasibility Study - emerging
- Bristol Avon Flood Strategy - draft consultation document released October 2020

## 2.3 Planning and transport policy

### 2.3.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) (2021) sets out the Government's planning policies for England and how these should be applied. The NPPF must be taken into account in preparing development plans and it is a material consideration in making planning decisions. At the heart of the NPPF is a presumption in favour of sustainable development (NPPF, paragraph 11). NPPF sets out three mutually supportive objectives for achieving sustainable development in the planning system:

- **An economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure
- **A social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being
- **An environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy

### 2.3.2 National Design Guide

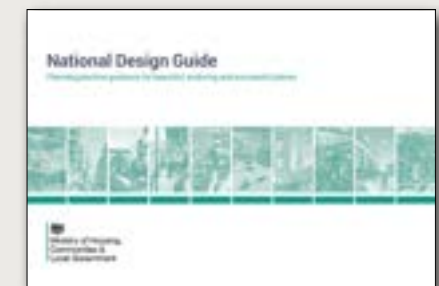
The National Design Guide was published in October 2019 and forms part of the government's Planning Practice Guidance. It sets out the characteristics of well-designed places and provides guidance on what good design means in practice. The Guide considers that well designed places have individual characteristics which work together to create its physical character and the characteristics help to nurture and sustain a sense of community, which work to positively address environmental issues affecting climate. The ten characteristics are:

- Context – enhances the surroundings
- Identity – attractive and distinctive
- Built form – a coherent pattern of development.
- Movement – accessible and easy to move around.
- Nature – enhanced and optimised
- Public spaces – safe, social and inclusive
- Uses – mixed and integrated
- Homes and buildings - functional, healthy and sustainable
- Resources – efficient and resilient
- Lifespan – made to last

### 2.3.3 Bristol Local Plan

The statutory development plan (also known as the Bristol Local Plan), is made up of the following adopted documents:

- The Joint Waste Core Strategy (March 2011)
- The Bristol Core Strategy (June 2011)
- The Site Allocations and Development Management Policies Local Plan (July 2014)
- The Bristol Central Area Plan (March 2015)



The Core Strategy was adopted in 2011 and sets out a spatial vision and delivery strategy up to 2026. It is currently under review and will be replaced by the new Bristol Local Plan. Policy BCS2 sets out the development that is to be delivered within the area defined as “Bristol City Centre”. Development up to 2026 in this area will include around 150,000m<sup>2</sup> of net additional high-quality office floorspace; the provision of around 7,400 new homes; and improved transport systems and connectivity, including new public transport, pedestrian and cycling routes and transport hubs. The policy states that continued improvement will be promoted in regeneration areas including Redcliffe and at city centre gateways including Temple Meads.

DM13 of the Site Allocations and Development Management Policies Local Plan sets out the strategy for delivering a thriving economy in Bristol. The policy states that principal industrial and warehousing areas will be identified and retained for industrial and warehousing uses. The majority of the St Philip's Marsh area is designated as safeguarded industrial land by policy DM13.

The Site Allocation and Development Management Policies Local Plan supports the delivery of the Core Strategy. It provides specific development management policies, designations and site allocations.

The Central Area Plan explores how Bristol City Centre will develop over the next 15 years to 2026 and also sets out development management policies, designations and site allocations. Policy BCAP6 allows for at least 100,000m<sup>2</sup> of

net additional high-quality office and flexible workspace within Bristol Temple Quarter. Policy BCAP35 sets out the development that is to be delivered within the Bristol Temple Quarter and states sites will be developed for a wide range of uses, as part of the growth and regeneration of the area as an ‘employment-led, mixed-use quarter of the city centre, an exemplar for new initiatives and a hub for all creative minded businesses’. Bristol Temple Meads Station will be enhanced as a major transport interchange.

#### 2.3.4 Bristol Local Plan Review

Bristol City Council is currently reviewing the Local Plan. Once adopted, the emerging Bristol Local Plan will replace the adopted Bristol Local Plan as the overarching development plan for the City of Bristol. An initial consultation on the Local Plan review ran until 24th May 2019, with further consultation in November 2022. The development strategy for Central Bristol includes the delivery of at least 11,500 new homes within the plan period, with scope for significantly greater numbers where further interventions and delivery of infrastructure can unlock more potential.

Draft Policy DS1 states that a sustainable and flourishing new urban quarter will be developed at Bristol Temple Quarter, centred on an improved 21st century transport hub at Temple Meads. Growth and regeneration at St Philip's Marsh for mixed uses including workspace and provision of new homes in a regenerated city quarter which complements the adjacent Bristol Temple Quarter. Draft Policy DS3 states that St Philip's Marsh will include mixed



uses including the provision new homes in a regenerated city quarter which complements the adjacent Bristol Temple Quarter. Development will ensure 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 E2 sets out the employment land strategy and identifies that development of workspace at a number of key locations including Bristol City Centre (Draft Policy DS1 'Bristol City Centre'); Bristol Temple Quarter & St Philip's Marsh (Draft Policies DS2 'Bristol Temple Quarter' and DS3 'St Philip's Marsh'), will ensure the continued economic growth of Bristol.

The emerging proposals for the revised Local Plan are designed to ensure that future development contributes to Bristol's goals of being carbon neutral, climate resilient and wildlife-rich city by 2030.

### 2.3.5 Progressing Bristol's Development

Based on the draft Local Plan and supporting the One City Plan, 'Progressing Bristol's Development' is a guidance document setting out the approach to development in the city following the impacts of COVID-19. It explains how planning decisions will be balanced against existing Local Plan policies together with emerging plans, new evidence, changes to national planning policy and evolving development issues across the city. This statement was approved by Bristol City Council on 6th October 2020.

### 2.3.6 Supplementary Planning Documents (SPDs)

SPDs add further guidance to the policies contained within the Bristol Local Plan. Once adopted, SPDs are a material consideration in the determination of planning applications.

#### Urban Living SPD

The Urban Living SPD (adopted November 2018) adds additional guidance to the policies contained within the Bristol Local Plan and provides guidance on best practice in relation to urban design and public realm. The SPD considers the need to optimise densities while also raising design quality in new development, depending on the setting. Part of the area is within the 'city centre' area where the optimal density is defined as 200 units/ha and other parts are within the 'inner urban area', where a lower optimal density is defined as 120 units/ha.

#### Future of Redcliffe SPD

Part of the Development Framework area is covered by this SPD. The SPD sets out a vision and identifies objectives, which set out the guiding principles for future development in Redcliffe.



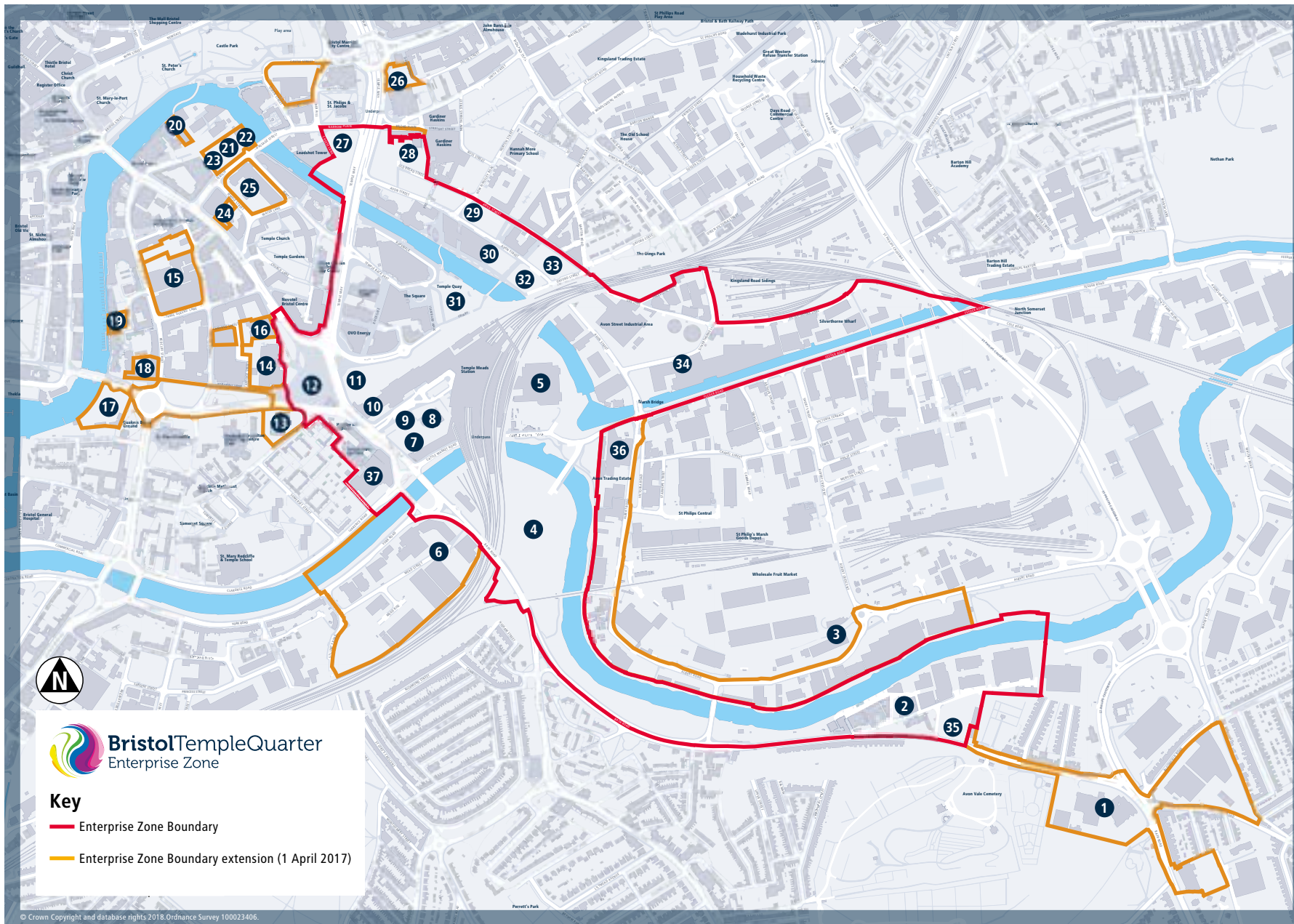


Figure 7 Bristol Temple Quarter Enterprise Zone map, 2022 © Bristol City Council

## Enterprise Zone sites

- |  |   |   |
|--|---|---|
| <p><b>1 Bath Road Studios</b><br/>Managed vibrant and contemporary workspace with offices ranging from 100 sq ft up to 5,500 sq ft. Houses ITV's Bristol studio. <a href="http://www.bathroadstudios.co.uk">www.bathroadstudios.co.uk</a></p>  | <p><b>10 Engine Shed</b><br/>An enterprise hub providing workspace for a range of high-tech, creative and low carbon businesses, including Bristol SETSquared, the University of Bristol's award-winning high-tech business incubator. <a href="http://www.engine-shed.co.uk">www.engine-shed.co.uk</a></p>   | <p><b>18 Freshford House</b><br/>Ready to occupy offices ranging from 3,936 to 30,120 sq ft.</p>  |
| <p><b>2 Paintworks</b><br/>A mixed use development aimed at creative people and companies. Construction of additional live and work space is currently underway. <a href="http://www.paintworksbristol.co.uk">www.paintworksbristol.co.uk</a></p>  | <p><b>11 Mead Street</b><br/>A Mead Street Development Brief has been prepared to guide future development of the area to create a flourishing urban neighbourhood with a mix of new homes and workspaces, including new green space and sustainable travel connections. A 221 unit residential scheme at the former Bart Spices site currently has a resolution to grant, subject to a Section 106 agreement. <a href="http://www.bristoltemplequarter.com/wp-content/uploads/pdf/Mead-Street-Development-Brief_FINAL.pdf">www.bristoltemplequarter.com/wp-content/uploads/pdf/Mead-Street-Development-Brief_FINAL.pdf</a></p> | <p><b>19 Huller and Cheese</b><br/>Retail units on the ground floor of a modern housing development.</p>  |
| <p><b>3 Albert Road industrial units</b><br/>A range of industrial units with varying levels of vacancy.</p>   | <p><b>12 Temple Square</b><br/>Proposals for office space including the refurbishment of the George and Railway and demolition of the Grosvenor Hotel.</p>  | <p><b>20 Fermentation Buildings Finzel's Reach</b><br/>Boutique live/work units of 1,000 to 15,000 sq ft. These units will be the focal point of the office, restaurant, retail and leisure space within Finzel's Reach. <a href="http://www.finzelsreach.com">www.finzelsreach.com</a></p> |
| <p><b>4 Temple Island</b><br/>Enabling works are currently being undertaken on site and future proposals will likely include office space, residential units, a conference centre and hotel.</p>   | <p><b>13 Temple Point</b><br/>Existing Grade A office accommodation over five floors.</p>   | <p><b>21 Aurora Finzel's Reach</b><br/>95,531 sq ft of Grade A BREEAM Excellent office space across seven floors. <a href="http://www.aurora-bristol.com">www.aurora-bristol.com</a></p>  |
| <p><b>5 Temple Quarter Campus</b><br/>A new £300m University of Bristol campus that will include a Digital Innovation Hub, a business school and a student residential village. Due to open in 2026 <a href="http://www.bristoltemplequarter.com/temple-quarter-campus/">www.bristoltemplequarter.com/temple-quarter-campus/</a></p> | <p><b>14 100 Temple Street</b><br/>Bristol City Council offices. Redevelopment of the land to the rear of the building is nearing completion and will provide approximately 50,000 sq ft of new office space</p>  | <p><b>22 Generator Building Finzel's Reach</b><br/>27,000 sq ft of office accommodation over six floors. <a href="http://www.finzelsreach.com">www.finzelsreach.com</a></p>   |
| <p><b>6 Temple Gate industrial estate</b><br/>Currently occupied by a range of businesses, including Honda, Fowler's Motorcycles and trampoline park Freedog.</p>  | <p><b>15 Redcliffe Quarter</b><br/>2.5 acre mixed use development under construction. It will include restaurants, student accommodation, offices and apartments. <a href="http://www.redcliffquarter.com">www.redcliffquarter.com</a></p>  | <p><b>23 Premier Inn Finzel's Reach</b><br/>168 bed Premier Inn Hotel, completed and in operation.</p>  |
| <p><b>7 Temple Studios</b><br/>40,000 sq ft of managed workspace for the creative and digital industries. Managed by TCN UK. <a href="http://www.templestudiosbristol.co.uk">www.templestudiosbristol.co.uk</a></p>  | <p><b>16 EQ</b><br/>Development of a 200,000 sq ft of grade A office space over 8 storeys is nearing completion. <a href="https://eqbristol.co.uk">https://eqbristol.co.uk</a></p>  | <p><b>24 Canningford House</b><br/>Premises offering 1,775 to 13,011 sq ft of office space.</p>   |
| <p><b>8 Bristol and Exeter House</b><br/>16,000 sq ft Grade II listed building offering creative boutique offices to a mix of start-ups and entrepreneurial companies. Managed by TCN UK. <a href="http://www.bristolsexeterhouse.co.uk">www.bristolsexeterhouse.co.uk</a></p>   | <p><b>17 Redcliffe Wharf</b><br/>Planning approval for a mixed use development to include residential, office, workspace and retail space. <a href="http://www.redcliffwharf-bristol.com">www.redcliffwharf-bristol.com</a></p>   | <p><b>25 Old Fire Station</b><br/>Mixed use development to include offices, 318 residential units and amenity space currently under construction.</p>   |
| <p><b>9 Temple Gate North</b><br/>Vacant plot due with potential for residential or office use in the future.</p>  |   | <p><b>26 Land adjacent to 1 Temple Way</b><br/>Redevelopment for student housing and commercial space has been completed and is now occupied.</p>   |
|  |   | <p><b>27 Assembly Bristol</b><br/>Development for around 30,000 sq ft of commercial space currently under construction. <a href="http://www.assemblybristol.com">www.assemblybristol.com</a></p>  |
|  |   | <p><b>28 Glassfields</b><br/>Development underway for a major mixed use scheme to include a hotel and extensive open place business accommodation set around a landscaped square. <a href="http://www.glassfields.com">www.glassfields.com</a></p>  |
|  |   | <p><b>29 ND7</b><br/>Build to Build to rent scheme for 255 units recently completed.</p>  |
|  |   | <p><b>30 1 and 2 Glass Wharf</b><br/>Two six storey Grade A, fully built office developments. 1 Glass Wharf is Burges Salmon's headquarters, whilst 2 Glass Wharf houses PwC and a number of other occupiers. <a href="http://www.2glasswharf.com">www.2glasswharf.com</a></p>              |
|  |   | <p><b>31 Plot 3</b><br/>Current proposals for the site include a Build to Rent scheme, aparthotel and hotel with a central open space.</p>  |
|  |   | <p><b>32 3 Glass Wharf</b><br/>7 storey office building recently completed and occupied by HMRC. <a href="http://www.3glasswharf.com">www.3glasswharf.com</a></p>   |
|  |   | <p><b>33 ND9</b><br/>Development underway for a 7 storey office building.</p>   |
|  |   | <p><b>34 Silverthorne Lane</b><br/>Planning approval for a major mixed use development including residential, commercial space, student accommodation and a new secondary school.</p>   |
|  |   | <p><b>35 345 Bath Road</b><br/>Planning approval for 109 residential units with commercial and retail space.</p>  |
|  |   | <p><b>36 10 Feeder Road</b><br/>Planning approval for student accommodation, flexible commercial space and incubator space.</p>   |
|  |   | <p><b>37 Former Peugeot Garage and Victoria House</b><br/>Proposals for 400 residential units with commercial space at ground floor.</p>  |

Figure 8 Bristol Temple Quarter Enterprise Zone map key sites, 2022 © Bristol City Council

### 2.3.7 Bristol Temple Quarter Enterprise Zone

The Bristol Temple Quarter Enterprise Zone (BTQEZ) is a 70-hectare site that was officially designated as an Enterprise Zone in April 2012. The BTQEZ was extended to cover an additional 30 hectares in April 2017. The BTQEZ area has been subject to considerable change and has seen some particularly major changes recently. There has been a shift in the centre of the business district to the west and north-west of Temple Meads station. The decision by the University of Bristol to develop the new campus heralds a further eastwards shift in new development, with the recent demolition of the former Post Office Sorting Office building signifying progress. There has also been a re-modelling of the road system outside of Temple Meads station, which is recently completed.

#### BTQEZ developer benefits

Businesses working within the BTQEZ and developers looking for new sites can benefit from incentives including business rates and simplified planning. The BTQEZ offers simplified local authority planning through means such as Local Development Orders that grant automatic planning permission for certain developments.

#### BTQEZ key sites

The Enterprise Zone boundary is shown in Figure 77, including its extension in April 2017, and some key sites in Figure 88.

#### Spatial Framework

The BTQEZ Spatial Framework is a non-statutory planning document published in October 2016, which sets out

how the Temple Quarter Enterprise Zone could become a thriving new city quarter over the next 25 years. It sets out how key urban design principles for the urban quarter should be incorporated into new development. Whilst not a statutory document, it is a material consideration in Bristol City Council's determination of planning applications in the EZ area. Parameters for development forms and heights, land uses and development quantum are proposed.

The Spatial Framework is intended to be read alongside two companion documents: the Sustainable Urban Mobility Plan and the Public Realm Guide.

The BTQEZ Spatial Framework will remain a relevant guidance document. Where there is divergence between the Spatial Framework and this new Development Framework, this more recent document will take precedence.

### 2.3.8 Joint Local Transport Plan 4

The Joint Local Transport Plan 4 (JLTP4) has been prepared by the West of England Combined Authority, working with Bath & North East Somerset, Bristol, North Somerset and South Gloucestershire councils. It was published in January 2020 and sets out the vision for transport up to 2036. JLTP4 aims to achieve a well connected sustainable transport network that works for residents across the region; a network that offers greater, realistic travel choices and makes walking, cycling and public transport the natural way to travel.



JLTP4 aims to ensure that transport in the region is carbon neutral by 2030. To do this JLTP4 recognises that a substantial shift towards cleaner and greener and more sustainable forms of transport is required. Five objectives have been identified, as follows:

- Take action against climate change and address poor air quality
- Support sustainable and inclusive economic growth
- Enable equality and improve accessibility
- Contribute to better health, wellbeing, safety and security
- Create better places

### 2.3.9 Bristol Transport Strategy

Bristol Transport Strategy was adopted by Bristol City Council in July 2019. It fills a policy gap between the regional JLTP and specific mode, topic or area based strategies and plans.

The overall objectives of the strategy are as follows:

- Provide transport improvements to accommodate increased demand from growth in housing, jobs & regeneration on an already congested network with complex movements from within and outside the city boundary
- Enable equality within an inclusive transport system that provides realistic transport options for all
- Create healthy places, promoting active transport, improving air quality, and implementing a safe systems approach to road safety

- Create better places that make better use of our streets and enable point to point journeys to be made efficiently
- Enable reliable journeys by minimising the negative impacts of congestion and increasing network efficiency and resilience
- Support sustainable growth by enabling efficient movement of people and goods, reducing carbon emissions and embracing new technologies

The Strategy seeks to deliver and enable measures for new developments that are permeable and accessible to all users, including developments that are accessible by safe and attractive cycling infrastructure.

The Strategy also aspires to deliver and enable the design and development of communities that promote sustainable and healthy transport, supported by high housing densities, with the highest densities around public transport facilities.

### 2.3.10 Other policy

The above list of strategic and local planning policy is representative, not exhaustive. Additional policy and strategic publications are referenced in Appendix A.



## 2.4 Proposed development context

### 2.4.1 Key development schemes

#### Temple Quarter Enterprise Campus

The Temple Quarter Enterprise Campus (TQEC) is one of the major development schemes currently underway within the Bristol Temple Quarter. The TQEC site is comprised of land at the former Post Office Depot site and some at Temple Island. It is envisaged that the new campus will help to regenerate the surrounding area and benefit the whole city. The sites will be developed to provide a mix of flexible research and teaching facilities, accommodation for up to 1,500 students and a range of commercial outlets.

The land at the former Post Office Depot was purchased by University of Bristol in 2017 from Bristol City Council (who had previously purchased the site in 2015). The former Post Office Depot was a major structure upon the site and was considered to be an eyesore for those entering Bristol by rail. Demolition of the building took place in 2019 and an outline planning application for a mixed-use University campus comprising of up to 82,395m<sup>2</sup> of floor space, including up to 1,500 student bed spaces was approved in June 2019 (application reference 17/06459/P). Reserved matters applications have subsequently been approved.

#### Silverthorne Lane

In August 2019, a hybrid planning application was submitted for a major mixed use development on a 4ha industrial site to the north of the Feeder canal and south of Silverthorne Lane (19/03867/P). The site is within the Bristol Temple Quarter Enterprise Zone. The application proposes site wide remediation, including demolition and the key components comprise up to 23,543 m<sup>2</sup> of

floor space to include offices, research and development and non-residential institution and the erection 367 dwellings. Redevelopment of 'The Erecting Sheds' is also proposed to provide offices and the redevelopment of 'The Boiler Shop' to provide a 1,600 pupil secondary school; in addition to the erection of buildings to provide up to 841 student units. The application was granted consent by Minister of State for Housing, Stuart Andrew MP, on behalf of the Secretary of State in April 2022.

#### 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. Plans outlined at Bristol City Council's cabinet meeting on 4th February 2020, showed the scheme content including:

- Up to 500 homes to rent and buy, with a target of 40% affordable homes so more local people can live in the heart of the city
- A state-of-the-art conference centre
- A 350-bed hotel with potential for a roof top sky bar with views across the city
- High standard office space to support the demand from local businesses and businesses looking to establish themselves in Bristol
- New public spaces, shops and restaurants creating a new city centre area where people can socialise and relax
- Easy connections to Temple Meads, the University of Bristol Enterprise Campus, neighbouring communities and the local transport network.

This development has not yet been submitted for planning permission. Temple Island is currently undergoing enabling works to prepare the site for development.

### **Floating Harbour Walkway**

This proposed development is a new floating pontoon walkway along the southern bank of the Floating Harbour, to provide shared pedestrian and cycle way between Temple Meads ferry landing and Cattle Market Road. This proposal was granted listed building consent and full planning permission in October 2019 (19/01051/LA and 19/01050/F, respectively).

### **Temple Square**

This development is adjacent to the Development Framework area at Temple Circus. A hybrid planning application (part outline/part full) for the redevelopment of the site was submitted in 2016 (16/06828/P). The proposed development includes the part demolition, extension and change of use of the former Grade II Listed George and Railway Hotel. The application also seeks outline consent for the northern plot (known as Temple Square). The proposal is for an office based development (totalling over 32,000 square metres of offices), with other commercial, town centre type uses on the lower levels. The Council has approved a resolution to grant planning consent pending the signing of a S106 agreement.

### **Temple Gate Highway Scheme**

The Temple Gate Highway Scheme was a major reconfiguration scheme to remove the Temple Circus roundabout and replace it with a simplified, signal-controlled junction. This scheme also included new bus stops and improvements to pedestrian and cycle routes in the area. Construction was completed in Winter 2019.

### **Plot 3**

A new development is in early stages of design for Plot 3, owned by Homes England and part of the Temple Quay Estate. It is understood that plans are for a hotel, aparthotel and residential development, but this scheme has not yet been submitted for planning permission.

### **Bristol Temple Meads Eastern Entrance**

The provision of a new Eastern Entrance was originally conceived as part of the masterplan but is now being progressed by Network Rail on behalf of the CA. The Eastern Entrance will provide gated entry between the University of Bristol Temple Quarter Enterprise Campus and Temple Meads station by creating an opening at the end of the Passenger Subway. This development is currently in GRIP 4 stage of design.

### **4 Glass Wharf, ND9 (Avon Street)**

Planning permission for a 7-storey office building, providing approximately 19,500sqm office floorspace, over a mixed use ground floor was approved at 4 Glass Wharf in January 2018. The site forms part of a Masterplan area for which outline planning permission was previously granted for a mixed-use zone that includes residential, business, leisure, retail, financial/professional services and community uses.



Figure 9 Silverthorne Lane © [SquareBay](#)



Figure 10 Temple Quarter Enterprise Campus © Fielden Clegg Bradley Studios



Figure 11 Temple Quarter Enterprise Campus © [University of Bristol](#)



Figure 12 Temple Meads Eastern Entrance © [Network Rail](#)



Figure 13 Floating harbour walkway © [Bristol City Council](#)

Figure 14 Temple Quarter development context (April 2020)

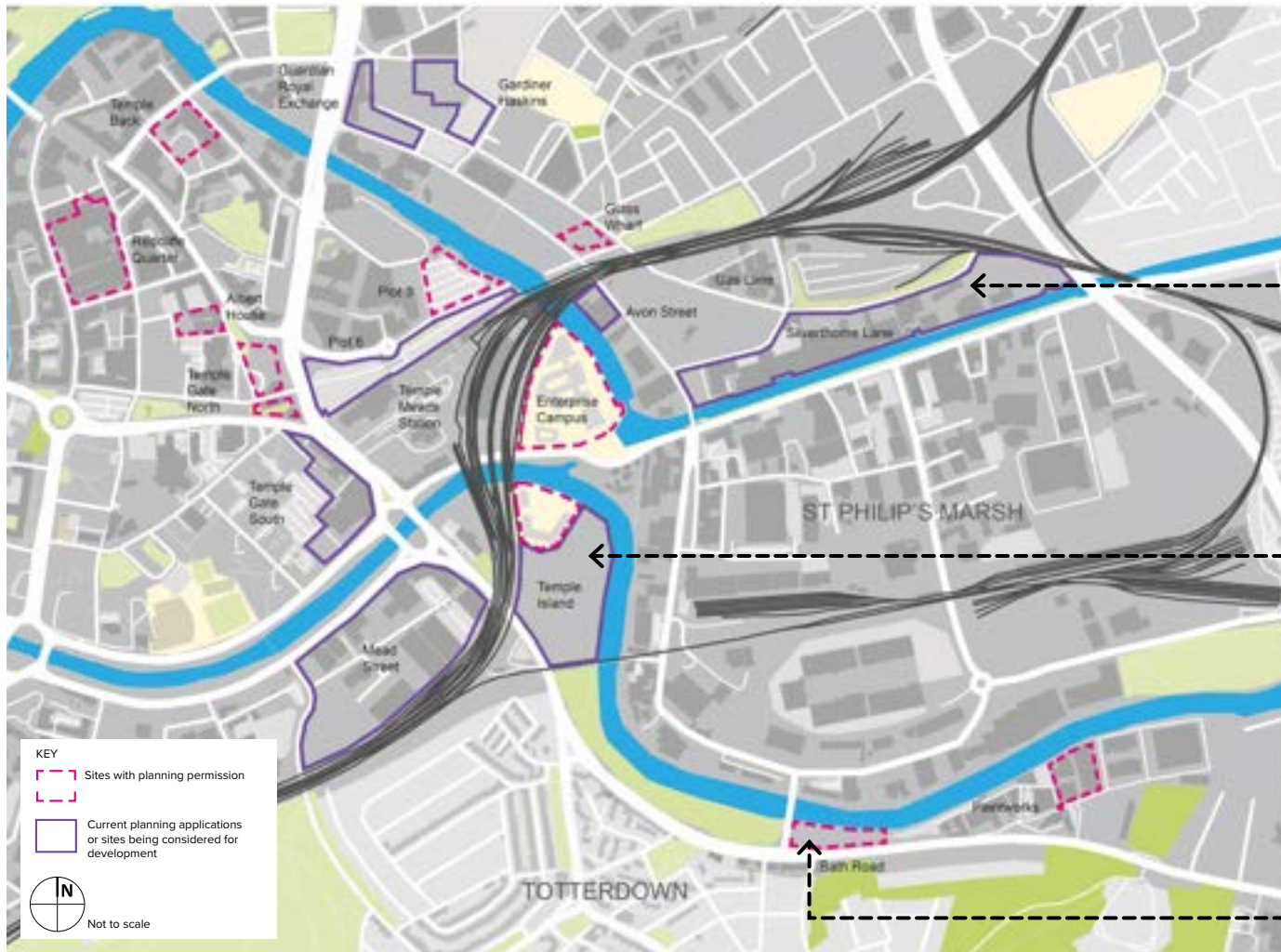


Figure 15 Silverthorne Lane © AWW



Figure 16 Temple Island © Legal & General



Figure 17 Totterdown Reach © Hadley Property Group

### 2.4.2 Market context

This market assessment was conducted between August 2019 and March 2020 by Avison Young, Turley, and Pragma. This was written before the COVID-19 pandemic, and market conditions have changed since.

#### Office market

The office market remains in a period of low supply and high demand leading to strong office rental value growth in the last 2 years. With the relaxation of the Government's Permitted Development rights, allowing the conversion of office buildings to residential use and the economic context of the time (low demand, high supply of office space), Bristol saw a significant amount of secondary and tertiary office space being converted into residential use. With increasing demand and a reduced supply of space in the city, competition has been fierce with rental value growth being the big benefactor.

Whilst a number of sites have obtained planning permission for office space over the last five years, recent development has been limited to just two schemes, with only Aurora at Finzels Reach being available in the open market. Due to the lack of quality space in the market, the property was 85% let before completion, demonstrating the level of demand for space in the city. This low level of new space has put further pressure on existing space.

There is a strong level of demand for office space up to 20,000 sq ft and also demand from companies looking for larger space. New floor space could be flexible to accommodate not only the larger requirements, but where a single occupier is not available, allowing the ability to subdivide.

The emergence of serviced offices and co-working continues to impact the city centre market. The demand for flexible space, both in terms of size and term has impacted on the more traditional office space market by reducing lease lengths and rent free periods.

Demand for parking spaces in city centre offices has reduced when compared to 10 years ago, however the current market still expects a limited number of spaces on site, with recent planning permissions demonstrating a continued provision of spaces

#### Residential market

Bristol's housing market has seen significant growth in recent years, with high demand and low supply providing a tight property market.

Virtually all of the new-build apartment schemes in the city centre are private rented sector (PRS) or build to rent (BtR) schemes, forward funded and/or purchased by investment companies. PRS investors tend to look for locations with a strong employment context, good transport connections and healthy student retention as the product that is usually (but not exclusively) provided is one of quality professional management, sometimes with additional services. Bristol is therefore a popular location for investors and there are opportunities for future growth in PRS in Bristol city centre and more peripheral areas.

From a developer's perspective, the sale of a site to an investor is a lower-risk disposal strategy allowing the sale of the asset early, as soon as completion is achieved, instead of a relatively unknown rate of sale on completion. This is especially prudent when considering

the form of development, as macroeconomic factors can change significantly in the years from inception to scheme completion. In addition, there are funding implications on holding a scheme during the sales period as the finance costs over a long sales term may be expensive.

Due to the influx of PRS schemes in Bristol, the only new-build units currently available are at Acorn's Brandon Yard scheme on Anchor Road, overlooking the river and SS Great Britain, and City & Country's The General on Spike Island, some overlooking the water, making both schemes generally unrepresentative of general property in the city.

Based on a review of residential property transactions in the 6 months to June 2019 within a 1 mile radius of Bristol Temple Meads, information from Paintworks (Bath Road) and The Milliners (Victoria Street) sales in 2018 and the shortage of new-build property in Bristol, it is anticipated that values will be the region of £450 - £500 per sq ft in the Bristol Temple Quarter area.

One area of growth in the housing market is the emergence of Housing Associations, both for lower and higher density schemes. Schemes can be delivered with mixes of open market sales, affordable housing, additional grant-funded affordable housing or open market PRS rented units.

The bulk sale of units to Housing Associations (using grant funding) or PRS/BtR investors is one solution to the swift disposal of residential units, however, there is likely to be demand from developers looking to deliver a 'for sale' product.

### **Retail market**

Uncertainty continues to rule the retail market with a number of high-profile and well-known companies either going into administration or seeking Company Voluntary Arrangements (CVAs) to reduce their rent costs. Bristol is no different in this uncertainty picture with the flagship Cabot Circus shopping centre seeing a number of changes, with Arcadia Group pulling out Topshop, Burton and Miss Selfridge from the centre. Despite this, Cabot Circus continues to be popular and recent new leases continue to be signed.

This uncertainty is perhaps mainly the result of the country's changing shopping habits, with the online share of UK retailing forecast to increase to 18.5% by 2022 (Ellandi, Retail 2018 report), however the rate of this growth is starting to slow.

Smaller and niche brands can be seen to be growing in strength. Wapping Wharf is a prime example of a thriving retail area driving footfall which has made national news by only letting to small, independent companies. Wapping Wharf's adjacent Cargo scheme has been equally successful with retail, restaurants, studios and bars all in converted shipping containers and Cargo 2 launched last year to cater to more small businesses. Finzels Reach is continuing this trend with their recently-opened Brewpub, operated by Bristol-based Left Handed Giant Brewery. To the west of Victoria Street, the second phase of Redcliffe Quarter has planning permission to develop a food hall as part of the mixed-use scheme with local Michelin-starred chef Josh Eggleton at the helm, again focussing on small, local food and drink companies.

The continued rise of food and beverage companies is a current trend of the high street with commentators pointing towards a shopping “experience”, i.e. shopping becoming more than just the purchase that can be achieved online and becoming the coffee/lunch/drinks, personal service received and experiences, either co-located in a shopping centre or across a city centre.

Development of new retail space in the city is low, generally limited to the commercial element of new residential schemes, such as Redcliffe Village’s second phase including a food hall and associated retail.

The most notable retail development is the granting of outline planning permission for the redevelopment of part of the Broadmead shopping centre in June 2018. The development will consist of 102,480 sqm (GEA) of high street retail.



Figure 18 Finzels Reach development © [Finzels Reach](#)

## 2.5 Development Framework strategic considerations

The purpose of this Development Framework is to present cohesive, deliverable plans for Bristol Temple Quarter & St Philip's Marsh. This section summarises the primary considerations from key topics that have informed this study and will continue to influence the next stages of design.

- Land use and ownership
- Housing
- Employment
- Retail
- Flood risk
- Heritage
- Movement and connectivity
- Parking
- Public realm and green infrastructure
- Diversity and inclusion
- Sustainable and inclusive growth
- Stakeholder engagement feedback
- COVID-19 impacts and considerations
- Potential meanwhile uses strategy

In addition, Appendix D contains a more detailed intermediate summary of employment, heritage and retail issues.

It is worth noting that there are many instances where these considerations overlap, and sometimes compete with each other. Thus, the role of the Development Framework is to achieve an appropriate balance and to make informed compromises where necessary. A summary of the main alignments and compromises between these is outlined in Section 2.6.

### 2.5.1 Land use and ownership

At present the Development Framework area is largely occupied by industrial and commercial land uses. However, the area sits between the residential areas of Totterdown, Redcliffe and Barton Hill and includes Sparke Evans Park, which is in need of enhancement. Whilst largely industrial, the area includes the Grade I Listed Bristol Temple Meads Station and together with listed structures along the Feeder Canal, these features contribute to the local character and sense of place, along with the semi-natural characteristics of the River Avon.

Land ownership within the Temple Quarter is highly fragmented. Public stakeholdings in the area consist of sites that are owned directly by Bristol City Council or by other government bodies such as Network Rail, Homes England, Utilities, Highways England and strategically aligned institutions like the University of Bristol. The majority of sites within the project area are smaller, privately owned lots.

Data was collected in 2020 and may not reflect current land ownership.

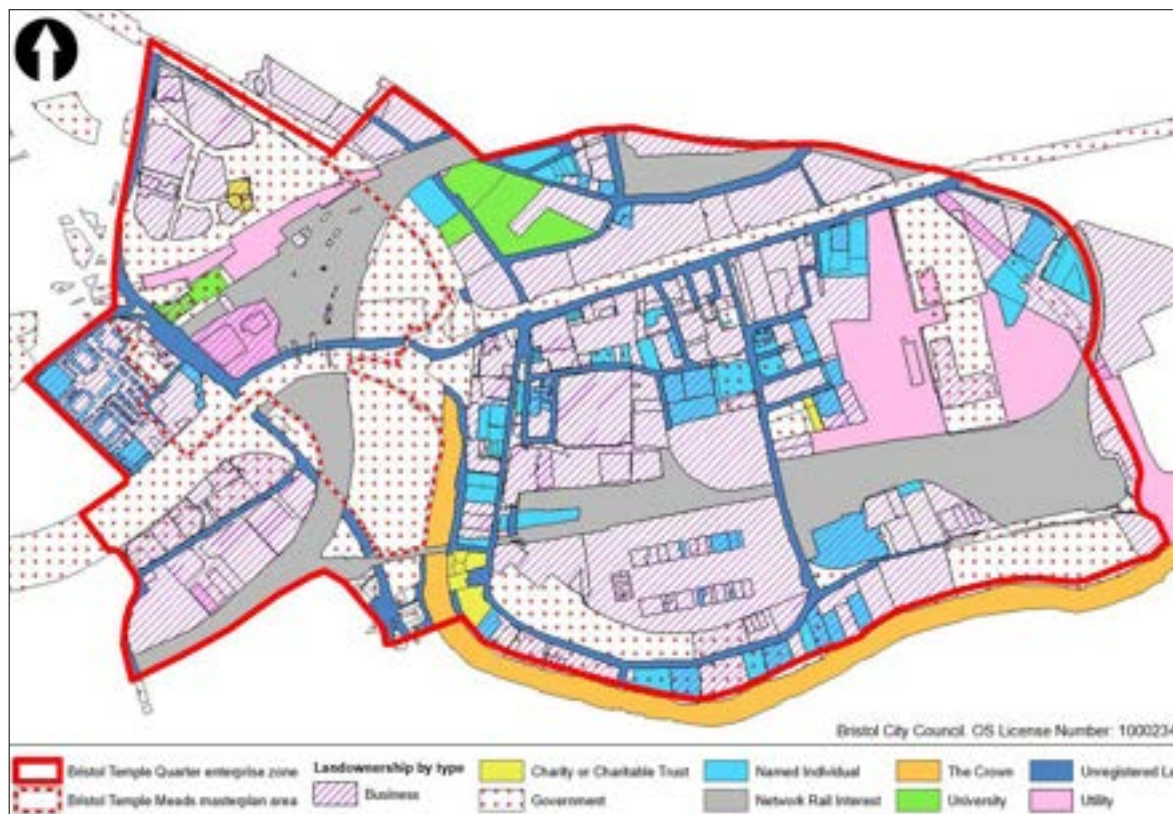


Figure 19 Land ownership (March 2020)

## 2.5.2 Housing

### The homes we have

Over recent years, Bristol has played an integral role in providing new homes within the West of England housing market area. The city has accommodated around 45% of the new homes provided across the West of England since 2006.

The city centre has played an important role in accommodating this growth, providing around 7,600 new homes since 2006, representing an average of 630 homes per annum, and broadly equates to around 1/3 of overall supply in the city. Flats account for some 99% of this supply.

The housing stock in Bristol accommodates a population (472,400 in 2021) that is amongst the largest of all cities in Great Britain, reflecting its status as one of ten core cities. Population growth in Bristol has been unprecedented in the last two decades. Between 2011 to 2021, population growth increased by 10.3%, which notably surpasses the 6.3% growth seen across England and Wales. This has been particularly concentrated in central areas of Bristol.

The household profile of the central area of Bristol is dominated by single person or couple households, contrasting with other parts of the city where families live in larger households. Temple Quarter is adjacent to an area where larger households are prevalent, which is fairly uncommon in the central part of the city and has a role in potentially bridging separate markets.

A growing population has sustained a strong demand for housing. As of 2020/21 the average price for a

home in Bristol was £364,006. The lack of accessible and affordable homes is a critical issue and is worsening, with the average price paid to purchase housing in Bristol having increased by some 68% between 2010-20. This is the second highest increase in price in the UK (UK House Price Index, 2021). Gross weekly pay in Bristol has seen limited growth over the same period, increasing by only 28%, which suggests that the relationship between house prices and local earnings is worsening.

Issues of affordability are particularly acute within the city centre, and are not dissimilar from those recorded in London, where over 50% of those aged 22-29 are unable to access a one bedroom property.

### The homes we need

The Bristol Local Plan Review recognises the role of growth and regeneration areas, including Temple Quarter. At the time of writing the Council expects the entirety of Central Bristol, including its growth areas, to deliver at least 15,500 new homes within the plan period, with scope for significantly greater numbers where further interventions and delivery of infrastructure can unlock more potential.

There is an evident and important role for Bristol Temple Quarter & St Philip's Marsh to play in providing new homes to address gaps in the current offer and meet future needs.

There is an evident and important role for Bristol Temple Quarter & St Philip's Marsh to provide new homes to address gaps in the current offer and meet future needs. One key objective in this project is for

the area to support a minimum of 4,000 new homes within Bristol Temple Quarter & St Philip's Marsh by 2040. The development should also explore opportunities for enabling additional new housing beyond the emerging plan period of 2040 in the context of anticipated sustained future demand over the longer-term.

Diversity of housing is an important factor to reflect and attract a broad demographic of residents. This Development Framework should support the delivery of housing which reflects a range of housing needs and collectively ensures the establishment of mixed and sustainable communities within the Temple Quarter. This should include an appropriate mix of apartments and homes. Affordable housing should be secured, and a representative and proportionate mix of 'entry-level' market housing which is accessible to first-time buyers and lower income households.

The typology of housing could assist in blending Bristol Temple Quarter & St Philip's Marsh seamlessly into the adjacent city centre and established neighbourhoods. Liveability of new residential neighbourhoods should be integrated from the outset to accommodate different patterns of movement, working and recreation.

Housing will play a vitally important role in achieving Bristol's net zero carbon ambitions through successful implementation of sustainable policies. This Development Framework presents an opportunity to embed the principles of low carbon, sustainable high density development established through the Urban Living SPD and reflect city-wide best practice.

### 2.5.3 Student Accommodation

Bristol's higher education establishments have seen significant growth in recent years, including the University of Bristol and the University of the West of England. The University of Bristol have projected further growth in student numbers over the next 10 years, including a major physical expansion of the university with the delivery of a new Enterprise Campus at Temple Quarter. This growth will create an additional need for bed spaces city-wide by 2028.

The expansion in higher education has increasingly seen the development of purpose-built student accommodation, mostly within central locations. There are opportunities to accommodate student accommodation in Temple Quarter. However, to ensure a mixed and balanced community is achieved, the delivery of student accommodation needs to be managed appropriately through the emerging Local Plan and future guidance documents, such as masterplans, prepared for the Temple Quarter area.

### 2.5.4 Employment

JLL has prepared a draft Employment Land Study on behalf of Bristol City Council (JLL, 2019). The study provides evidence on employment land demand and supply in Bristol and the adjacent areas to help the Council develop its new Local Plan. A summary of this study is in Appendix D. The spatial interpretation of this Employment Land Strategy was provided by Bristol City Council Economic Development team and has been incorporated as an input into this study.

### 2.5.5 Retail

Pragma has prepared a Retail Strategy on behalf of Bristol City Council (Pragma, 2020). Bristol Temple Quarter & St Philip's Marsh has the opportunity to create a lifestyle quarter, whereby the multiple user streams can live, work, eat and engage in leisure pursuits. To achieve this, a strong convenience offer would be most appropriate. Different user groups will have different requirements and it is important the retail mix reflects this. The retail sector continues to be characterised by uncertainty. Thus, the quarter should not seek to provide a retail offer synonymous or competing with the city centre.

In addition, there are specific opportunities for an improved retail offering at the station. This is a recurring request in customer surveys and in the engagement undertaken as part of this study. It is envisioned that this could be a small local centre to serve commuters, workers and nearby residents.



Figure 20 Restaurant frontages

### 2.5.6 Heritage

Silverthorne Lane is the only conservation area within the Bristol Temple Quarter & St Philip's Marsh area. Furthermore, The Development Framework area abuts the Bedminster Conservation Area and is also at close proximity to the Redcliffe Conservation Area. Sparke Evans Park in St Philip's Marsh is included on the list of 'Local Historic Parks and Gardens'. There are no World Heritage Sites or Scheduled Monuments within the Development Framework area.

The Development Framework area has a sense of place that is derived from topography, successive layers of infrastructure and associated industrial development. The resultant character is quite different from much of the surrounding city. There are a number of listed buildings and other historic structures that are recognised to contribute to the significance of the local area and Bristol.

The historical value of the vast majority of the site does not match the significance of Bristol Temple Meads station. Brunel's ingenious original terminus is the best surviving major station from the pioneering phase of railway development and the ancestor of all subsequent termini. Brunel was instrumental in the whole enterprise and the association between one of the important and famous of all engineers with one of his most important and famous projects further increases its historic value.

The following listed buildings (and their associated curtilage) are within the Bristol Temple Quarter & St Philip's Marsh area:

- Temple Meads Station (Grade I)
- Bristol Old Station (Grade I)
- Bristol and Exeter Building (Grade II\*)

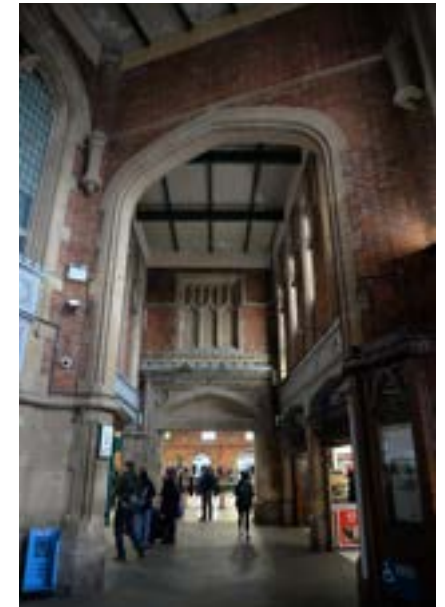


Figure 21 (From left to right) Bristol & Exeter House, Bristol & Exeter Yard, Station Approach, Station Concourse (top)

### 2.5.7 Flood risk

The River Avon flows in a westerly direction along the southern boundary of the Development Framework area before passing through the centre of the western part of the area. The Feeder Canal passes through the northern section of the area. While the River Avon and the Feeder Canal provide waterside amenity opportunities for the development, they also pose a flood risk to the site.

The area is currently afforded limited protection from fluvial and tidal flooding from a flood defence situated along the right bank of the River Avon immediately east of Temple Meads railway station. This is part of wider flood defence infrastructure that is used to manage and protect Bristol Floating Harbour. Although the area is afforded some limited protection by existing defences, parts of the site remain vulnerable to flooding.

Ground levels across the site vary significantly. Temple Meads station (and the area immediately south), the site of the Wholesale Fruit Centre and the railway depot are all at a raised level typically 13 – 14m AOD. However large portions of St Philip's Marsh are between 8 and 10m AOD, with parts of Albert Road and Feeder Road being as low as 7.2m AOD.

A review of the Environment Agency (EA) Flood Map for Planning in 2019 indicates approximately 35% of the development area is within Flood Zone 3 and 45% is within Flood Zone 2. The potential impact of climate change on sea level rises is predicted to have significant impact on the development area with the proportion of the site falling within Flood Zone 3 predicted to increase to 50% by 2110. Without management of flood risk, development of the site,

in particular for uses classified as 'more vulnerable' such as residential development, will be constrained. The figures to the right represents the EA Flood Map for Planning in 2019 and 2022. Notably, the EA Flood Map for Planning in 2022 shows an increase of land within Flood Zone 3.

Bristol City Council, in partnership with the EA, approved the Bristol Avon Flood Strategy Strategic Outline Case\* (SOC) in March 2021. The strategy's objectives include to support the safe living, working and travelling in and around central Bristol by ensuring flood threat is reduced. Additionally, the strategy aims to facilitate the sustainable growth of Bristol and the West of England by supporting opportunities for employment and residential land, and infrastructure.

The SOC sets out the case to deliver a strategic flood risk management approach to central Bristol with further measures upstream and downstream of the city centre. Further work is now being done to develop Outline Business Cases (OBCs) to refine the proposals and unlock funding to move in to full business case and construction.

The Level 1 Strategic Flood Risk Assessment (SFRA) for Bristol was published in December 2020. The level 1 SFRA provides a citywide assessment of flood risk from all sources assessing the risk now and in the future, taking in to account the predicted effects of climate change. The level 2 SFRA is in the process of being updated in line with the development of the emerging Local Plan.

\*<https://www.ask.bristol.gov.uk/bristol-avon-flood-strategy-consultation>

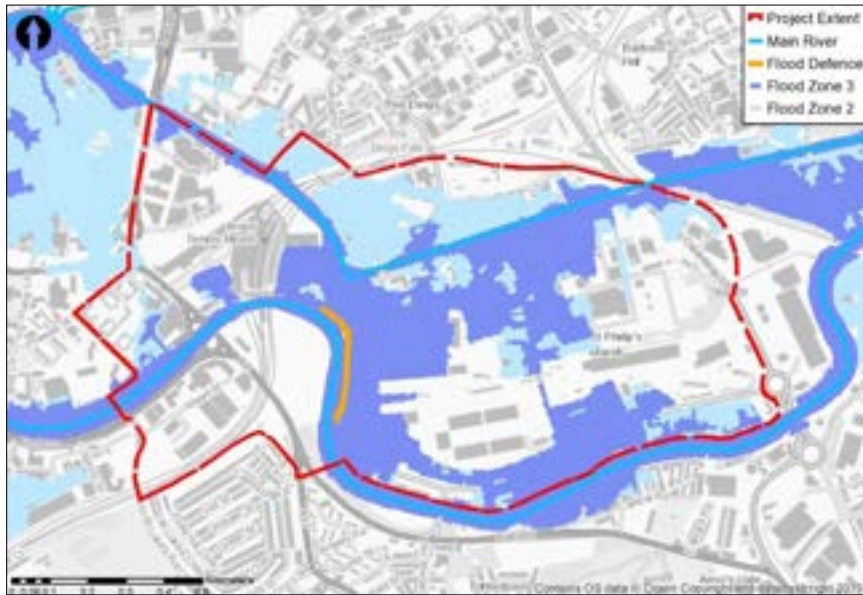


Figure 22 Flood risk context in 2019 © [Environment Agency](#)

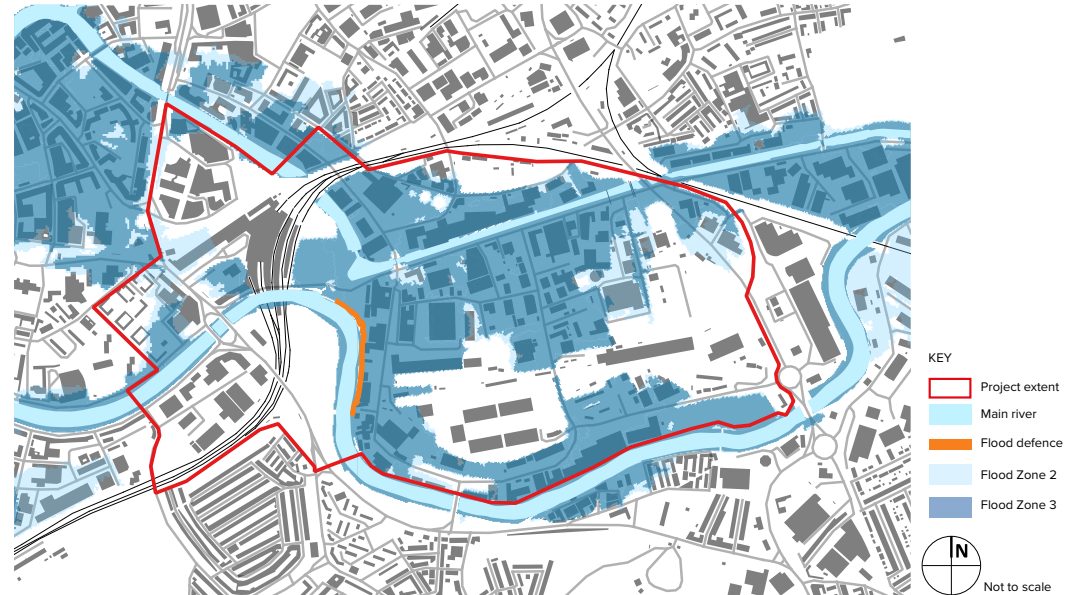


Figure 23 Flood risk context in 2022 © [Environment Agency](#)

### 2.5.8 Movement and connectivity

The Bristol Transport Strategy (Bristol City Council, 2019, page 14) includes a helpful summary of movement and connectivity in the city:

"The city has two major watercourses flowing through it, which brings constraints in movement from one side of the city to the other as there are limited options to cross them, contributing to bottlenecks at various points in the city centre.

Bristol has many major transport corridors that stretch from beyond the city boundary to the city centre. There is very high demand on these corridors and they transport thousands of people travelling from the wider area daily. The impacts are felt at a local level, however the strategic nature of these linking routes need a coordinated approach...

Bristol has a number of local centres that provide key services and facilities but are also destination points in their own right, attracting visitors from across the city such as Gloucester Road, Bedminster, Fishponds, Clifton and many more.

Bristol's neighbourhoods and residential streets are all designed differently as a result of the different eras in which housing has been developed. This ranges from narrow, Victorian streets where houses do not have off street parking to wide modern streets, shared spaces and home zones.

The way our city is laid out means that day to day travel patterns are varied and it is recognised that an approach to how we plan movement in and through the city centre has to be different from how we plan movement in and between residential areas and local centres."

The continued development of transport networks in Bristol and the wider West of England is governed and guided by a suite of policy documents and publications. Key documents are summarised in Section 2.3.

Several diagrams of Bristol's transport network are presented overleaf:

- Figure 25 – Central highway network
- Figure 26 – Central pedestrian network, including proposed routes, from the Bristol Central Area Plan (Bristol City Council, 2015)
- Figure 27 – Central cycle network
- Figure 28 – High-level proposed public transport improvements, from the Bristol Transport Strategy (Bristol City Council 2019)

In addition, Figure 288 presents high-level proposed public transport improvements, from the Bristol Transport Strategy (Bristol City Council, 2019). This re-emphasises the importance of Bristol City Centre and Bristol Temple Meads at the heart of the region.

#### Challenges

The key transport challenges facing the city are:

- 】 **Housing, jobs and regeneration:** Over 100,000 new homes and new jobs needed across the region by 2036<sup>3</sup>
- 】 **Equality:** Bristol has some of the most deprived areas in the country, with a difference of 16 years in healthy life expectancy between the most and least deprived areas of the city<sup>4</sup>.
- 】 **Health:** Physical inactivity contributes to 1 in 6 deaths and around 300 deaths a year are due to air pollution<sup>5</sup>.
- 】 **Better places:** We need to tackle poor quality public space by creating high quality places and making better use of our streets
- 】 **Reliable journeys:** Bristol has some of the worst congestion in the country, causing unreliable journeys for many people<sup>6</sup>.
- 】 **Sustainable growth:** We need to support economic growth and accommodate emerging technologies while cutting carbon emissions.

Figure 24 Key transport challenges, Bristol Transport Strategy (2019)  
© Bristol City Council



Figure 25 Bristol central highway network © Bristol City Council

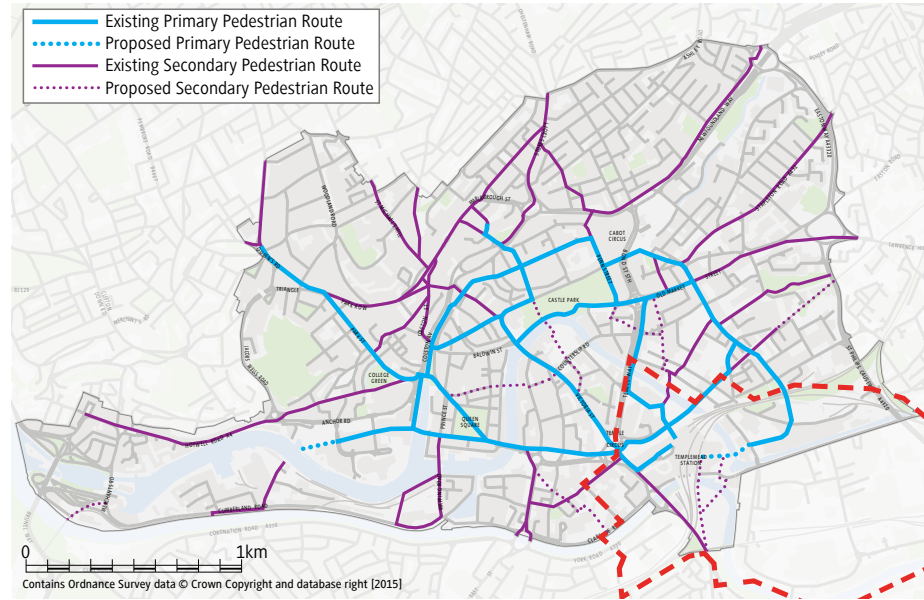


Figure 26 Bristol Central Area Plan pedestrian routes (2015) © Bristol City Council

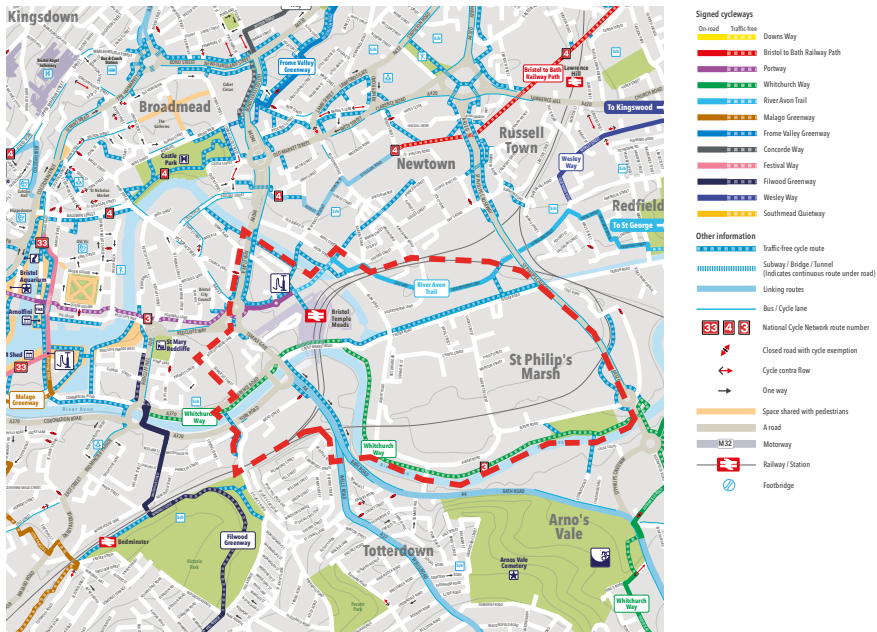


Figure 27 Bristol Central cycle map (2019) © Bristol City Council

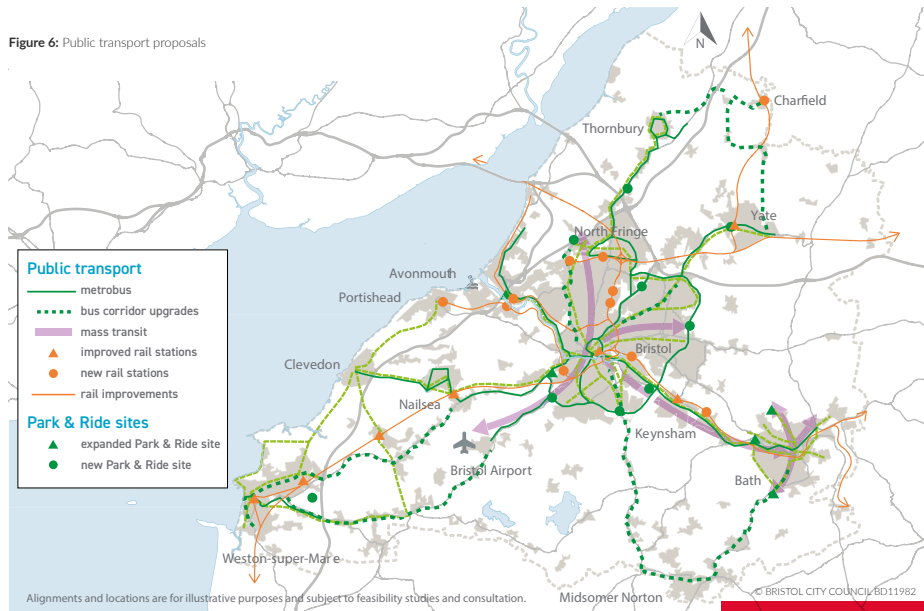


Figure 28 Bristol Transport Strategy public transport routes (2019) © Bristol City Council

### **Movement in Bristol Temple Quarter & St Philip's Marsh**

One of the most significant challenges in redeveloping Bristol Temple Quarter & St Philip's Marsh are the physical and natural barriers in St Philip's Marsh which currently restrict access to the site from a number of key locations. The rail network, canal/waterway, and existing highway network form a nearly continuous perimeter around the St Philip's Marsh area. Vehicular access is limited to the north, east and southern boundary, and further height restrictions exist along the northern access points, as the rail arches limit vehicle type and size. The canal forms a physical barrier that runs east-west through the north of St Philip's Marsh and results in a high degree of severance between the northern and southern sections of the area.

The transport aspirations for the area around the station are characterised by competing needs for space. The station cannot continue to welcome private motor vehicles whilst impeding those who walk, whether out of choice or necessity. However, for some people with disabilities and/or reduced mobility, a motor vehicle may be more accessible than other means. There is thus a balance to be struck, and those making changes to the area have a responsibility to reduce discriminatory barriers.

The way we are moving is changing. The popularity of walking and cycling has increased and new, disruptive technologies (such as ride-hailing and cycle/scooter sharing apps) may continue to transform vehicular travel. Other cities are recognising the benefits from prioritising active forms of transport and Bristol must not be left behind. This masterplan will apply the principles of the Future of Mobility: Urban Strategy (DfT, 2019), including provision for digital wayfinding, electric vehicles and autonomous vehicles.

### 2.5.9 Parking

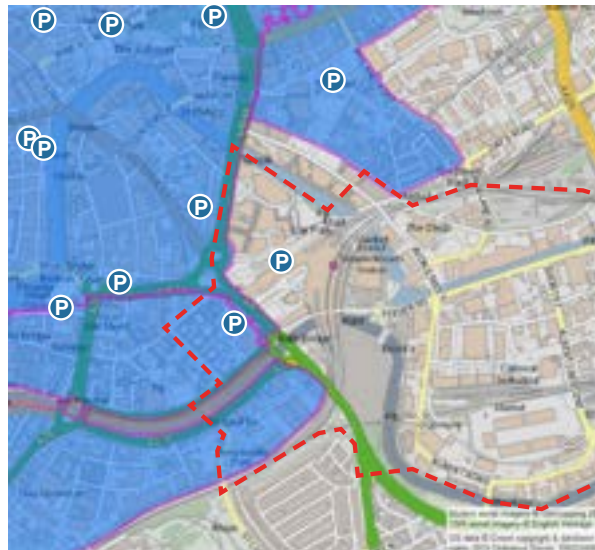
The demand for car, cycle and motorcycle parking in Bristol originates from a variety of sources, including residential, businesses, education and leisure activities. In the city centre there are several designated public car parks but on-street car parking is widely restricted, as shown in Figure 29. There are also additional private car parks inside commercial and residential developments. Public cycle parking in the city centre is typically concentrated at key locations, such as shopping and entertainment venues. Beyond the city centre, parking provision is largely associated with the local land use. For example, the industrial areas of Mead Street and St Philip's Marsh attract small and large vehicles that park on-street and in private forecourts.

#### Challenges and policy

Car parking is a recurring challenge raised by the public and stakeholders in Bristol. It is important to recognise that future changes to provision cannot be considered in isolation from network capacity. This is acutely felt in cities like Bristol where the population is growing and the physical space for highways is limited. The true remedy is a city-wide shift toward active and public transport, as outlined in Section 2.5.8 above and supported by policy.

The provision of car, cycle and motorcycle parking in new developments is governed by the Bristol Local Plan. Policy DM23 of the Site Allocations and Development Management Policies (2014) sets out maximum provision for car parking for different building uses and minimum provision for cycle parking and parking for disabled people. This policy will be retained in the emerging Local Plan.

The Bristol Central Area Plan (March 2015) does not formally prescribe a reduced level of car parking standards in the city centre but Policy BCAP29 states that, "New private non-residential parking within the city centre will be limited to the essential operational needs of development such as space for service vehicles and pool cars and an appropriate level of disabled parking". Similarly, the BTQEZ Sustainable Urban Mobility Plan (January 2016) advises a maximum of 1 space per 600m<sup>2</sup> for B1 (Business) buildings within the Enterprise Zone.



- Key**
- P Public car parks
  - Residents parking zones

Figure 29 Bristol central public car parks and residential parking zone (2019)  
© Bristol City Council

### Station parking

The north side of the station is currently dominated by surface car parking, much of which is long-stay and used both by rail travellers and commuters. The Station Approach is used for short-stay parking and drop-off, which exacerbates conflicts with taxis, buses, pedestrians and cyclists at peak times. In addition, the Friary area is often used as informal drop-off/pick-up.

This masterplan presents an opportunity to reconfigure the transport interchange to promote sustainable travel choices, improve legibility and accommodate forecast passenger growth. In particular, the relocation of surface car parking around the Northern Entrance is critical to unlocking sites around the station to create a new City Gateway. For more information, refer to Chapter 6.

### Strategic objectives

Sustainable transport is a central component of the vision for this Development Framework. As such, one key requirement in this study was to, “minimise private vehicle use throughout the Temple Quarter, and particularly in the immediate vicinity of the station”. By carefully considering an appropriate level of parking within each new development, this Development Framework presents an opportunity to contribute towards Outcome #2 of the Bristol Transport Strategy: “On and off street parking managed efficiently to encourage use of sustainable transport and tackle congestion, while providing options that support the city’s 24 hour economy.”

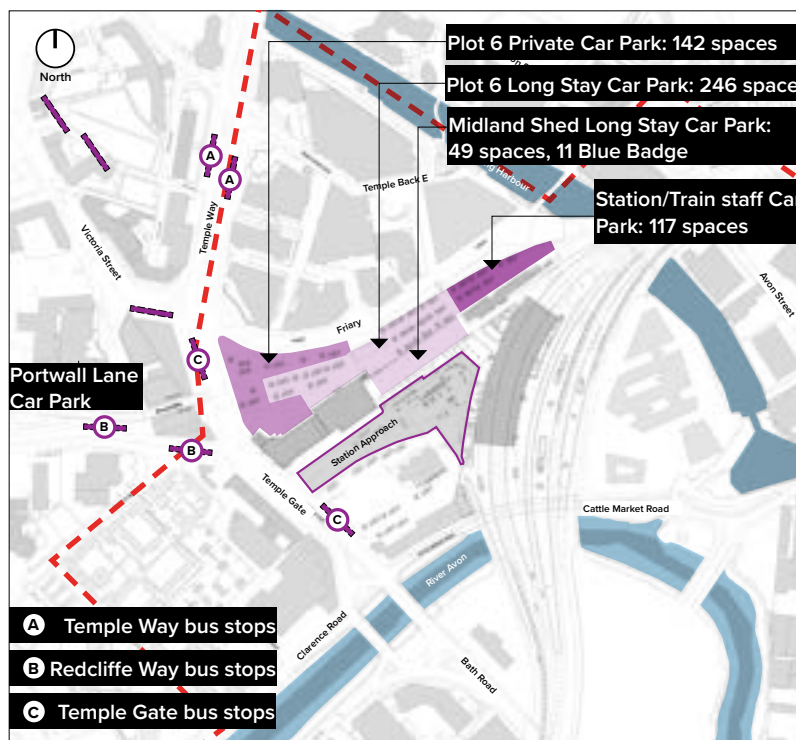


Figure 30 Existing Bristol Temple Meads station interchange



Station Approach Detail

### Key

- ① Taxi Rank - 10 cars
- ② Taxi feeder - 20 cars (2 lanes)
- ③ Short stay parking - 8 taxi, 11 general
- ④ 2 bus stops (5 bays) for 7 services
- ⑤ Short stay - 7 Blue Badge, 7 Motorcycle, 20 general, 3 drop-off
- ⑥ Forecourt cycle parking - 104 bicycles
- ⑦ British Transport Police - 10 spaces
- ⑧ Platforms 3/4 cycle parking - 448 bicycles

### 2.5.10 Public realm and green infrastructure

Bristol is a unique city, in the way the Avon River and the canal and open space network plays such a critical role in the city structure. The integration of Bristol with its water elements and network of parks and urban spaces is a component of its amenity and is perhaps one of the strongest concepts of the original design that has been maintained throughout the evolution of the city. Compared to many cities, Bristol has a large provision of open space. Despite this abundance, the quality and vitality has yet to be realised. The Bristol Temple Quarter Development and St Philip's Marsh Framework area currently has very little publicly accessible and usable open space and suffers from a general poor treatment of public realm.

Only approximately 2% of the Development Framework area is currently designated for open space. This is exacerbated further due to severance issues created by the River, canals and rail infrastructure. The Development Framework area lacks functional open space at every level, creating opportunities for new open space. As the population grows so does the importance of, and pressure on, the open space network. The requirements of a growing population highlight the necessity for the Development Framework area to capitalise on its existing waterfront amenity. Investment is needed to transform its underutilised waterfront areas into relevant and attractive open spaces for the Bristol of tomorrow.

The Canal and River have relatively good coverage in terms of utilisation for walking and cycling purposes, however several opportunities exist for greater connectivity to the wider context as well as and general quality and capacity

improvements. There is a shortfall in clear linkages to open space from group and local centres. Sparke Evans Park, the most significant green space on the site is somewhat isolated within the urban environment. These spaces are not well defined or integrated with their surrounding centres and residential areas. Additionally, they lack a presence or connection with the city centre, a missed opportunity to capitalise upon river front amenity. The Avon River, Feeder Canal and rail infrastructure all provide major connectivity opportunities as a strong continuous open space corridor. The edges of the waterways are currently underutilised, with its connectivity diluted poor legibility, safety and quality, with limited crossing points and unrealised connections to centres.

The edge conditions of the Development Framework area's waterways vary considerably along its length. Inactive edges, where there is no pedestrian access or building activation account for more than 40% of the river edge profile. Semi-active edges, where there is pedestrian access but no engagement with built form or landscaping accounts for 50% of the river and canal edges, creating some areas with low levels of passive surveillance. Only 10% of the river and canal edge could be considered either active or amenity space, referring to the Sparke Evans interface with the river, and areas of the Floating Harbour. Opportunities exist to improve the urban interface with the linear park network in these locations, not only to address possible issues associated with a lack of surveillance, but to unlock the significant recreational and environmental value of the area's waterways.

Sparke Evans Park is the only formal green space park within the Development Framework area, however the River Avon, Feeder Canal and vegetated areas of railway infrastructure

and industrial sites all fall within Bristol Temple Quarter & St Philip's Marsh and contribute to a network of wildlife corridors. The River Avon is a designated Site of Nature Conservation Interest (SNCI) and includes salt marsh vegetation along the tidal river, together with a mosaic of bank-side habitats. The Feeder Canal is also a designated SNCI and forms part of the Floating Harbour, which provides a predominantly fresh water habitat for fish, water-bird populations and other wildlife. Railway lines, sidings and industrial areas have been colonised by vegetation in places, also contributing to wildlife habitats.

This Development Framework presents an opportunity for focussed investment in public realm and green infrastructure to enhance city life and complement new liveable neighbourhoods. This could include integration with movement routes, flood defences, community space for a more inclusive and sustainable future.



Figure 31 River Avon (above), Feeder Canal (below)

### 2.5.11 Diversity and inclusion

Bristol is a city that wants to celebrate and promote the diverse communities that live here. There is an established strategic base to support this, including the Urban Living SPD, One City Plan and Bristol Children's Charter, as well as the five Equality Objectives set out in the Council's Equality and Inclusion Strategy.

The Temple Quarter Development Framework provides an exciting opportunity to ensure the area is designed, built and managed in a way that brings together communities, now and in the future.

The demographic data shows that figures for Bristol sit largely in line with those of England as a whole. The only major exception to this is the number of people living in deprived areas. Bristol has a significantly higher number of people living in deprived areas when compared nationally.

The renewal of Bristol Temple Meads and the surrounding area presents a unique opportunity to improve its accessibility and inclusion. An inclusive transport network not only improves the experiences of disabled passengers, but also contributes to delivering wider socio-economic benefits, enabling people to partake in employment and social activities, in turn contributing to improved wellbeing and reduced isolation.

In this Development Framework, we will challenge ourselves to do all we can to ensure that diversity and inclusion is central.

### 2.5.12 Sustainable and inclusive growth

Sustainable development is often described using the Brundtland Report definition as, "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". Bristol has declared a climate and ecological emergency and aims to be a carbon neutral, climate resilient, ecologically resilient and wildlife-rich city by 2030.

#### **Not re-inventing the wheel**

This study does not propose a new model or framework for sustainability. Instead, it is based on sound application of first principles of economic, social and environmental sustainability that are already embedded in all levels of policy, from the National Planning Policy Framework down to the Urban Living SPD.

During the delivery of this Development Framework it is almost certain that best practice, policy and regulation for sustainable development will be strengthened. The urgency of the climate crisis and the pace of technological change could have far-reaching implications for social, economic and political structures, which will certainly impact town planning and development. Development should be aim to be net zero carbon, resilient to the changing climate and incorporate multi-functional green infrastructure that makes space for nature and enhances the climate resilience of the city. Thus, the proposals for this area should be intentionally flexible to accommodate new ideas and direction towards a more sustainable future.

### **Inclusive growth**

It is worth noting that there are many shared principles between sustainability and inclusivity. Inclusive growth is an essential and integral part of the Mayor's One City vision. The economic theme of the One City Plan underlines the role of inclusive growth with its aim that by 2050 everyone in Bristol will contribute to a sustainable, inclusive and growing economy from which all will benefit.

The economy theme consists of three main objectives. First, tackle persistent worklessness and economic exclusion. Second, economic growth through boosting productivity and, third, improved integration between neighbourhoods and employers.

This Development Framework will seek to address these challenges, within its remit, through intelligent application of urban design principles to create a flexible set of proposals that can foster inclusive growth.

### 2.5.13 Stakeholder engagement feedback

This project has undertaken numerous engagement and consultation activities to communicate and influence each stage of development. These included a range of stakeholders, including the client team, professional stakeholders and the public.

In addition, representatives from local protected characteristic groups were consulted to assess potential impacts under the Equality Act 2010.

Engagement with the client partners was undertaken throughout the project in regular meetings, including the project board, steering group and strategic board (described in Section 1.1.5).

Consultation with professional stakeholders (e.g. transport operators and Historic England) and other parts of the client bodies (e.g. Bristol City Council highways team) were typically undertaken in topic-specific workshops when appropriate.

Local community and business engagement sessions followed two phases:

#### Phase 1: You said, we're listening

Gathered feedback on what is good and bad in the area today and aspirations for its future

#### Phase 2: You said, we're doing

Presented emerging ideas and recorded feedback to refine the proposals

Further engagement is expected to be undertaken to disseminate the final Masterplan and Development Framework and consult on the next stages of project design.

*Improve the pedestrian and cycle network*

*Showcase what this city is all about and have a uniquely Bristolian "wow factor"*







*Provide accessible public spaces*

*Consider future workspace models and the changing needs of the modern workspace*

*Consider quick win opportunities to provide much needed social infrastructure*

Responses are summarised in more detail in Appendix E.

### TOP SIX PRIORITIES

- 
**1. Routes for pedestrians and cyclists (46%)**
- 
**2. High quality public spaces (38%)**
- 
**3. Connections between different types of transport (35%)**
- 
**4. Station capacity and ease of use (34%)**
- 
**5. Green and open spaces (34%)**
- 
**6. Events, public art and entertainment (29%)**

(Online consultation via Bristol City Council Consultation & Engagement Hub, February to April 2019)

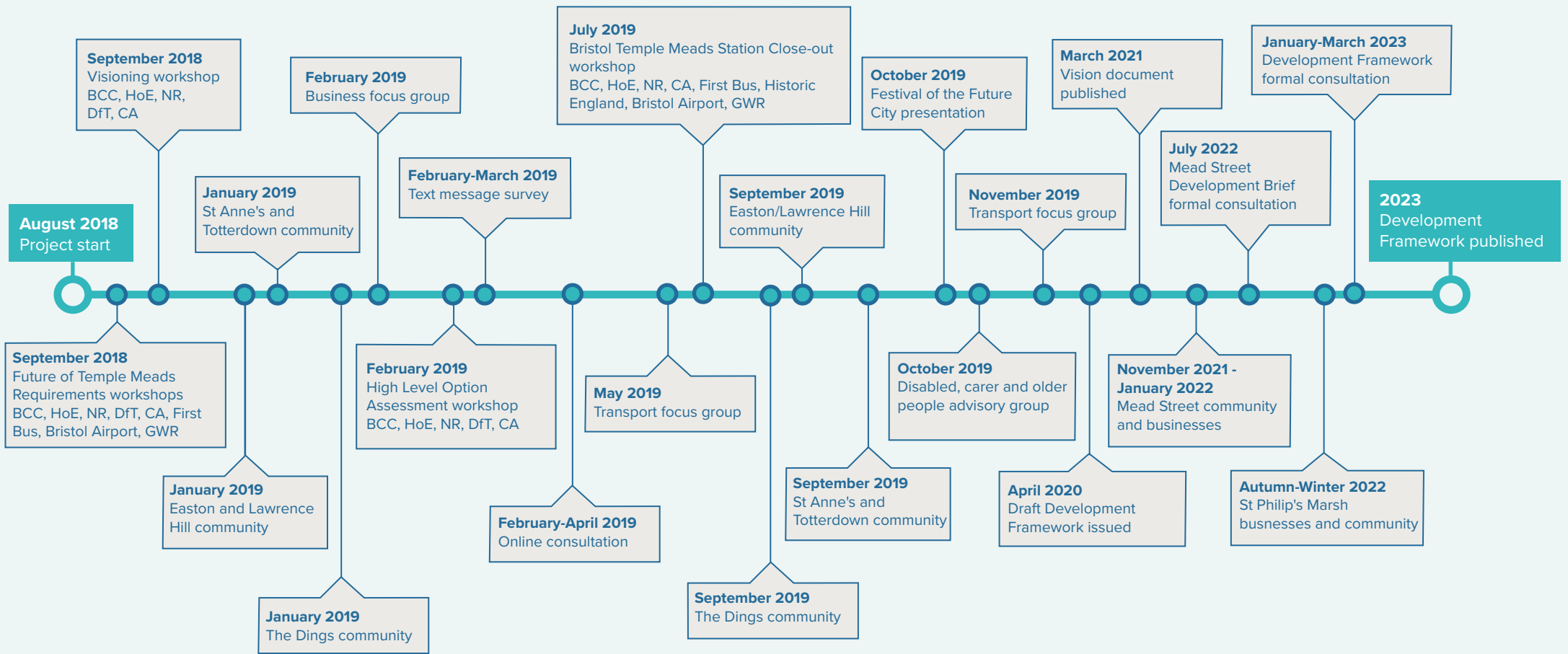


Figure 32 Timeline of stakeholder engagement

### 2.5.14 Engagement September 2022 to April 2023

Since September 2022 a more comprehensive programme of engagement and consultation has taken place to build awareness of the regeneration programme, engage with communities and businesses, and consult on the Mead Street Development brief and draft Temple Quarter Development Framework. This has included the following:

#### **Mead Street engagement and consultation (22nd November 2021 to 7th January 2022)**

Engagement with local businesses and community to inform a draft Development Brief. The Mead Street Development Brief was endorsed by Bristol City Council's Cabinet in August 2022, following formal consultation between 20th May and 4th July 2022.

#### **Business engagement (Autumn 2022)**

A focused period of engagement with businesses in St Philip's Marsh, which included a survey, door knocking and meetings, and the establishment of regular round table meetings, chaired by the Mayor of Bristol, as well as regular news letters

#### **Community engagement (ongoing)**

Briefings have been organised for organisations and stakeholder groups. Regular walking tours are carried out to explain the changes, specifically focused on the changes proposed in and around Bristol Temple Meads Station. Continuing opportunities for schools and university engagement, including tours and workshops.

#### **Consultation on the draft Temple Quarter Development Framework (10th January to 8th March 2023)**

Multi-faceted consultation to ensure that engagement reached a variety of different groups and communities, including those less-heard-from. This included:

- Online information and survey, available in different formats
- Creative engagement activities, with a focus on young people and those in the Barton Hill area
- Drop-ins across the area
- Online and in-person briefings and feedback sessions
- Workshops and events with several identified communities
- Walks and talks
- Media briefing with local media outlets
- Workshops with young people

A significant amount of feedback was received, across the range of consultation activities that took place. Feedback from these activities has informed updates to the final version of Development Framework. Feedback that was not directly related to the content of the draft Development Framework has been recorded and will be used to help to inform more detailed proposals for Temple Quarter as they are being developed.

Key themes were regularly cited, including:

- the type and amount of housing and employment
- accessibility in and around Bristol Temple Meads
- travel routes and sustainable travel, particularly walking and cycling infrastructure
- the provision of community infrastructure;
- and the range of green and blue spaces that might be created or enhanced

There were also suggestions for how specific aspects of the proposals could be taken forward.

Respondents were asked to what extent they agreed or disagreed with the Guiding Principles within the draft Development Framework. There was a high level of agreement with the principles:

**Guiding principle 1:** Integrated & Connected - 91% agreement

**Guiding principle 2:** Inclusive Economic Growth - 87% agreement

**Guiding principle 3:** Quality Places - 89% agreement

**Guiding principle 4:** Quality Spaces - 89% agreement

**Guiding principle 5:** Vibrant & Creative Communities - 88% agreement

79% of respondents agreed with the Guiding Principles in relation to proposals at Temple Gate, and 84% agreed in relation to St Philip's Marsh.

A full consultation report can be found at [www.bristoltemplequarter.com](http://www.bristoltemplequarter.com)

### 2.5.15 Additional considerations and uncertainties

The impact of wider macro factors affecting the UK and global economies have introduced uncertainties and potential challenges to some of this Development Framework's outcomes. This section briefly explores potential impacts and considerations that may influence the next stages of design and implementation.

#### COVID-19

The immediate impacts of COVID-19 caused dramatic disruption to many aspects of city life. In response to the need for social distancing, patterns of movement, work and social life shifted in a short period of time. The ripples of the virus have also directed the attention of citizens and policymakers toward topics such as neighbourhood life, supply chains, care for children and older people, and the allocation of physical space in the public realm. For instance, In May 2020, Bristol City Council announced an acceleration of planned transport improvements, including pedestrianising the Old City, introducing bus priority over Bristol Bridge and other walking and cycling improvements.

This Development Framework has not been designed to accommodate pandemic conditions, such as social distancing, widespread home working and minimal use of public transport. By its nature, this study is primarily concerned with medium to long-term development in Bristol, as such there is still a degree of uncertainty to the long-term impacts of COVID-19. However, as we emerge from post-pandemic recovery, it is essential to consider COVID-19 impacts as a critical aspect of medium to long-term development and effective place-making in Bristol.

### Cost of Living Crisis

Post-pandemic, strong growth was forecast across global economies as health restrictions eased and consumer spending expected to increase. However, this recovery has been significantly affected by the wider cost-of-living crisis, which has become a significant factor impacting on consumer habits, housing affordability and fuel poverty amongst others.

Supply chain disruption during the pandemic has been further disrupted by the war in Ukraine affecting energy supply and subsequent policy decisions. Combined with rapidly rising inflation, this has negatively impacted development costs and household spending through tightened consumer credit conditions and intense cost pressures. Inflation (CPI) is forecast to peak at 11.8% in the coming months, before falling back gradually during 2023 but still remaining high (Institute of Fiscal Studies, October 2022).

### Climate Emergency

All around the world, policymakers and citizens have drawn parallels between the COVID-19 pandemic and the climate emergency. UK carbon emissions dropped temporarily in spring 2020, but have since recovered to pre-lockdown levels, re-emphasising the need for action on net zero commitments.

As the UK government hosted COP26 in November 2020, it is expected that investment in low carbon infrastructure may have a role to play in the pandemic recovery and subsequent economic growth prospects. The Development Framework will need to consider such opportunities as part of its focus on sustainable and inclusive development.

## Planning

Despite the disruption of the pandemic and the current crises, the national and local planning system is recognised as part of the solution. A RTPI paper 'Plan the World We Need' emphasises growing calls for a green recovery, that "*planning is essential for delivering change on the ground...As the recovery gains pace, planning will be critical for directing investment to solutions which balance economic, social and environmental objectives.*" (Royal Town Planning Institute, 2020).

This has been followed by another RTPI paper 'Green Growth Boards' which builds upon the green recovery and proposes bringing together the local authority with key stakeholders to address climate challenges through communication, collaboration and innovation (RTPI, November 2021).

In Bristol, a new Local Plan is expected to be adopted in 2024, and other planning tools, such as Supplementary Planning Documents, are still considered robust good practice to achieve the city's strategic objectives.

## Summary

Bristol is still a vibrant and attractive city with an exciting future. The pandemic and the current cost-of-living crisis have not fundamentally changed the opportunities that exist in the city, but nor have they solved the infrastructure challenges and inequalities that require action.

In October 2020, Bristol's One City initiative published their Economic Recovery and Renewal Strategy. This includes overarching priorities:

- To seek to reduce poverty and inequality
- To increase the city's resilience and environmental sustainability
- To enhance the economic and social wellbeing of every community

To meet these goals, the strategy is built around three pillars:

- People and labour markets
- Business and investment
- Bristol's places, including Temple Quarter

This Development Framework provides a set of placemaking principles and flexible scenarios for this area of Bristol. Given the present uncertainties, this study is strengthened by its focus on infrastructure, the building blocks of quality places, rather than prescriptive land uses and built form. As such, the need for taking a flexible, collaborative and innovative approach to regeneration and planning the future land uses is more important than ever.

### 2.5.16 Potential meanwhile uses strategy

Meanwhile uses have the potential to promote new ways of using a space, encourage new businesses to an area and allow new partnerships to form. Importantly, meanwhile uses are seen as a great way to diversify the opportunities available to people in their city centre, helping to improve the quality of Bristol's public realm.

The vision for meanwhile uses in Bristol Temple Quarter is two-fold. Firstly, to create useful public services that everyone in Bristol has the potential to enjoy or find benefit from. Secondly, to positively promote the area, helping to change the public's perception in the creation of a new "urban quarter."

Three locations are identified for potential strategic-scale meanwhile uses. Assessment of the feasibility of these locations, and potential for other locations of varying scale, could be explored as part of an emerging strategy.

1. Temple Square
2. Sparke Evans Park

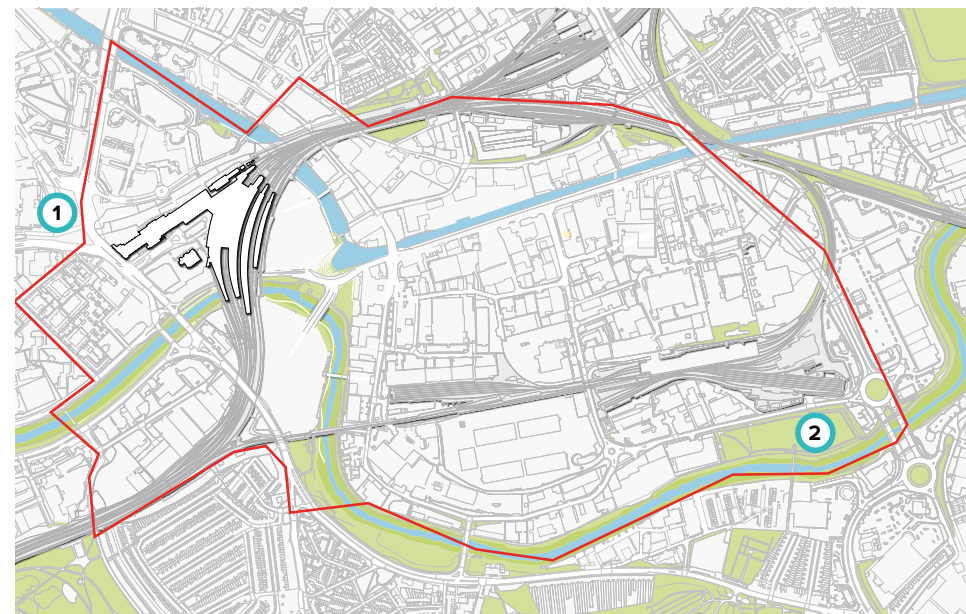


Figure 33 Meanwhile use sites

## TEMPLE SQUARE



### Opportunities

Well connected to Temple Meads station, with a high existing footfall

Highly prominent site at the heart of the early delivery phases of the masterplan

Capacity to sustain viable commercial operations and promote a changing focus for the area, including food stores

Can be delivered as part of the station and City Gateway programme

### Constraints

Land ownership and development time-frames may limit availability of the site

Must be accessible to the whole community and not purely a commercial focus relating to the station

### Potential meanwhile uses

Site for visitor centre/exhibition, either in a temporary or permanent capacity

Retail and leisure use activity to support increased residential and office capacity delivered by the masterplan



Figure 34 Temple Square meanwhile precedents



Figure 35 Sparke Evans Park meanwhile precedents

## SPARKE EVANS PARK

### Opportunities

Well connected to St Philip's Causeway

Open space with a known identity

Well located to support existing residential communities to the east and south

Riverside location with ecology resources

### Constraints

Site infrastructure is currently limited

Ecology would need to be assessed and protected

Local residential properties (e.g. Paintworks) could be disrupted by evening events

Unlikely to generate additional footfall from Temple Meads area, due to distance

### Potential meanwhile uses

Bristol Food Festival

Community music events

Fitness focused events

Site for temporary visitor centre/exhibition

Ecological education events



Pop up food van



Pop up plant nursery and farm



Urban beach event



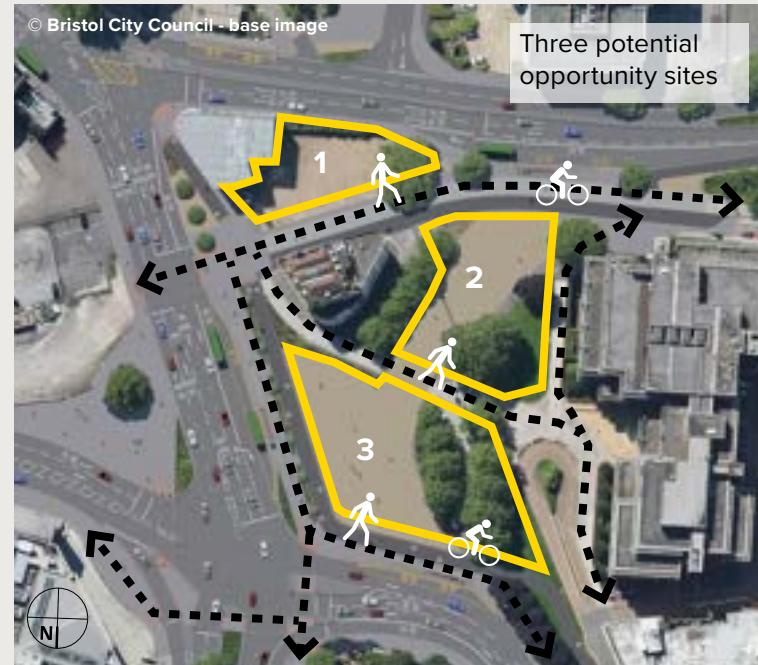
Pop up park - street planters and seating

## TEMPLE SQUARE

LEGIBILITY & PLACE MAKING:  
POP UP, MEANWHILE & TEMPORARY USES



Urban Orchard



Shipping container offices



Night market



Pop up sports court



Figure 36 Temple Gate - Legibility and Place Making Opportunities

## 2.6 Conclusion

This chapter has outlined the primary considerations from key topics that have informed this study; and that will continue to influence the next stages of design.

This chapter has considered variously:

- Land use
- Housing
- Employment
- Retail
- Flood risk
- Heritage
- Movement and connectivity
- Parking
- Public realm and green infrastructure
- Stakeholder engagement feedback

### **A growing city with competing needs**

The key message from these strategic assessments is that they all place considerable demands on a finite area of land to perform multiple functions; particularly but not exclusively, in St Philip's Marsh. The Bristol City Council municipal area is at the higher end within the UK in terms of population density at around 4200 population/km<sup>2</sup> (i.e 42/ha), equivalent to parts of outer London (CBRE, 2016). It is also a fast-growing city with a strong consistent growth rate which varies from 0.24% to 0.69%. This means around 1,050 to 3,100 people are added to the population every year. This places enormous pressure on the city centre to provide affordable homes and employment.

The data presented in this chapter suggests a need to ensure the delivery of a minimum of 3,000 – 4,000 new homes within the Temple Quarter & St Philip's Marsh by 2036. Yet there are also high levels of demand for both office and industrial space, with a lack of commensurate supply, with only about one year's worth of annual take-up available at time of writing. Compromises will be needed, along with a mixed approach to land use.

Land use will also be challenged by the area's situation between and alongside the River Avon and the Feeder Canal. Although the site is afforded some limited protection by existing defences, parts of the site remain vulnerable to flooding. A review of the Environment Agency (EA) Flood Map for Planning indicates approximately 35% of the development area is within Flood Zone 3 and 45% is within Flood Zone 2.

The potential impact of climate change on sea level rises is predicted to have significant impact on the development area with the proportion of the site falling within Flood Zone 3 predicted to increase to 50% by 2110. Without management of flood risk, development of the site will be constrained. There are also significant challenges in redeveloping Bristol Temple Quarter & St Philip's Marsh in the form of physical and natural barriers in St Philip's Marsh which currently restrict access to the site from a number of key locations.

Land ownership within the study area is complex and fragmented. West of the railway, there are large parts of land in public sector ownership, but this is distributed awkwardly between Bristol City Council, Network Rail and Homes England. This underpins the need for a collaborative partnership to progress with interventions around the station.

St Philip's Marsh presents different challenges, with relatively little land owned by public sector bodies. The remainder of the site is divided into small parcels with several hundred private owners. This imposes a significant constraint for coordinated infrastructure and development delivery in the area.

### Towards a 21st Century station area

Bristol Temple Meads station regeneration is a project of national importance. Its success is directly linked to the social, economic and environmental wellbeing of the city centre, wider city and West of England region. It is a significant heritage asset; Brunel's ingenious original terminus is the best surviving major station from the pioneering phase of railway development and the ancestor of all subsequent termini. Care and celebration of the exceptional Grade I buildings will be fundamental to the future of the station.

The area to the south and east of the station has vast potential for regeneration and should over the longer term realise substantial housing and job numbers. The station itself, however, provides a physical barrier to development, and an emotional one to investor appetite, due to previous failed attempts to address its local barriers to access and egress. The lack of permeability and accessibility between key development sites is holding back development. Patterns of land development and ownership have also constrained development surrounding the station due to limited Network Rail land ownership and the dominance of surface car parking in the immediate vicinity of the station. There are several phases required before the potential of the area can be realised.

By 2035, the number of passengers using Bristol Temple Meads Station is expected to rise to 22m a year – more than double the number using the station today. This is as a result of significant increase in service provision. The station is, on occasion, already at capacity and constraining growth in the area. Initial funds are required to vastly improve access to and from the station and ensure it can cope with the predicted growth of passenger numbers. In addition, the transport aspirations for the area around the station are characterised by competing needs for space. It is not possible for all modes of transport to have the most convenient drop off/pick-up at station entrances. Thus, there is a balance to be struck in using the available spaces to promote sustainable transport choices.

Older people and disabled people with mobility and visual impairments also face issues in the station environment and are more reliant on a consistent, well-designed and well-maintained environment, both for safety and for navigation. The accessibility of pedestrian routes is a particular issue to consider when existing routes are replaced between platforms and the new entrances, as well as changes to the passenger subway, both during construction and operation.

It is often noted (through surveys and engagement) that the quality of passenger experience in the station is poor and fails to provide an attractive gateway to Bristol. As the station is forecast to experience high passenger growth in the next 20-25 years, there is also a forecast need for retail around the station. There is an opportunity for convenience retail and food and beverage but it will need a distinct identity to differentiate it from other areas of the city, given the challenges in this sector.

### Sustainable urban living

The Bristol Temple Quarter & St Philip's Marsh area currently has very little publicly accessible and usable open space and suffers from a general poor treatment of public realm. The area lacks functional open space at every level, creating opportunities for new open space. As the population grows so does the importance of, and pressure on, the open space network. The demographic data above shows that figures for Bristol sit largely in line with those of England as a whole. The only major exception to this is the number of people living in deprived areas. Bristol has a significantly higher number of people living in deprived areas when compared nationally. There is a need for planning and development to respond to these complex challenges and play their part in fostering a more inclusive city.

Private vehicles are a recurring theme in envisioning the future of this area. There is very good car parking coverage in the city centre, particularly near the Broadmead and Cabot Circus retail areas with around 2,000 spaces available in existing car parks and in the evenings, when many leisure activities take place. Redevelopment provides a major opportunity to create communities in which car ownership is not essential and enabling people to walk, cycle and access public transport services is easy. There are other benefits in the form of high-quality public spaces and urban living that reflect established principles of sustainability and placemaking.


### A city that listens

The themes above were all picked up during the engagement exercise where there was a strong desire for a diverse mixed economy for successful development. This was envisaged in the creation of a mixed-use development, with independent and chain retail, public artwork, make-spaces, a mix of employment spaces, meanwhile use, retention of industrial uses and opportunities for schools and skills. Throughout the study area there was emphasis given to providing a holistic and sustainable transit network and a permeable, people-focused movement network – with safe cycling and walking routes, design for disabilities, places to sit and relax, and linkages to the city centre. A wide range of housing affordability was restated as a city priority. In terms of the masterplan itself, the project aspirations for a delivery-focused, phased approach were supported to identify and deliver quick-wins, create new entrances to Temple Meads and integrate and nurture creativity through good design.

In summary, it is perhaps worth recognising that any masterplan or development framework of this scale sets out a broad vision, principles and a spatial/delivery plan at a distinct point in time. This chapter has presented an extensive range of sometimes competing strategic considerations arising from a comprehensive evidence base developed for this study. These are not all fixed or technical; some are economic, societal, environmental, stakeholder or politically driven and will change into the future.

This Development Framework is not therefore a blueprint – start here, finish there. As already evidenced through the process to date, its ability to adapt to changing circumstances, new opportunities and deliver on the ground will be driven by the professional team, its skills and experience, political leadership (and decision making) and funding support. However, an agreed, cohesive, long-term vision for the area, to aid the development of contextually-specific placemaking principles, is an important start. This vision is presented in the next chapter.



A teal triangle pointing downwards, located in the top-left corner of the page.

# **3 Bristol Temple Quarter & St Philip's Marsh Vision and Guiding Principles**

## 3.1 Project process

The process undertaken to develop the vision for this area is depicted in Figure 377, beginning with the original aims and objectives and project inputs.

During this process, key and recurrent themes emerged that revealed the shared needs and aspirations for the area. These are part of the vision and have been consolidated into a set of five guiding principles to guide the design and delivery proposals.

### Guiding Principles:

1. **Integrated and connected**
2. **Inclusive economic growth**
3. **Quality places**
4. **Quality spaces**
5. **Vibrant and creative communities**

Each of these five principles is outlined in more detail in Section 3.4.



### Aims and objectives

- A fitting gateway to Bristol
- A new, mixed use, vibrant and successful quarter
- Up to 11,000 new homes
- Improved and revitalised transport interchange
- Station capacity improvements
- Permeability of the station and project area
- New public space and public realm improvements
- Protection and sensitive reuse of heritage assets
- Phased approach to delivery



### Inputs

#### Chapter 2

Background information and previous schemes

Policy context and drivers

Project brief requirements

Future needs and best practice

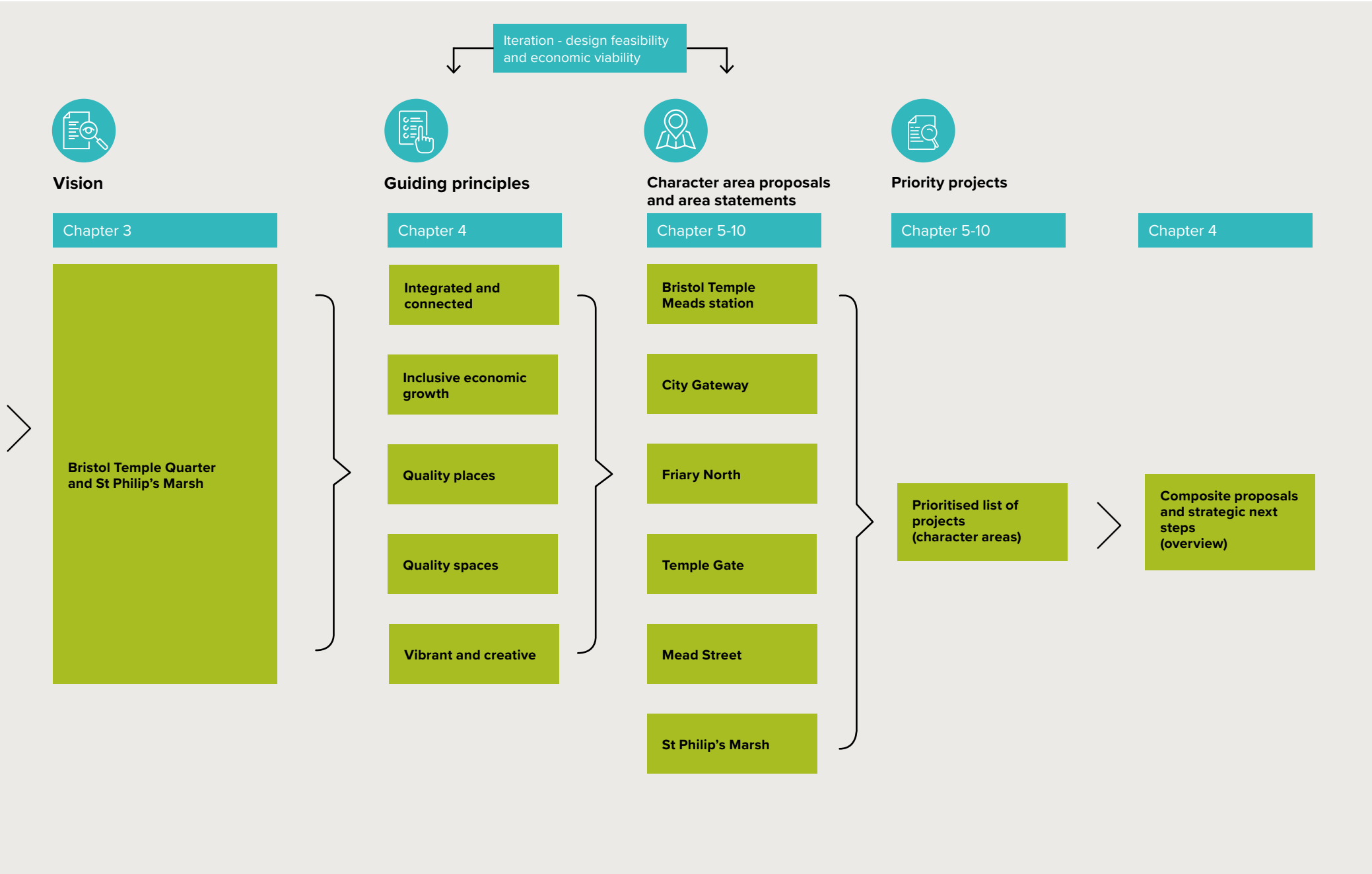
Vision workshops

Client workshops and direction

Stakeholder engagement

Strategies

Figure 37 Development Framework process



## 3.2 How this vision has evolved

The vision for Bristol Temple Quarter & St Philip's Marsh was initially conceived by the client partners in the Temple Quarter Masterplan Brief (May 2018) and elaborated in a visioning workshop held on the 20<sup>th</sup> September 2018. This was attended by further senior representatives of Bristol City Council in addition to the project board.

The proposals in this Development Framework were effectively finalised in April 2020. The updated vision presented here builds upon the original vision to reflect the local and national planning and societal context, which has changed significantly since Spring 2018. This includes significant events such as

- The publication of the Bristol One City Plan (January 2019)
- The revised National Planning Policy Framework for England was updated on 19<sup>th</sup> February 2019, comprising the government's planning policies for England and how these are expected to be applied
- The publication of the new Draft Local Plan for Bristol with its specific new policies for the study area (March 2019), which in turn build upon a new evidence base for the city including a new Employment Land Study (JLL, 2019)
- The declaration of a climate emergency by Bristol City Council Nov 2018 (and West of England Combined Authority by July 2019)
- The recommendation of the planning inspectorate to withdraw the West of England Joint Spatial Plan (August 2019)
- The issue of new fluvial and tidal flood modelling by Bristol City Council as part of the development of the Bristol Avon Flood Strategy in Oct 2019
- In December 2019, the introduction of the biggest timetable change on the Great Western Railway network since 1976, bringing faster, more frequent services with thousands more seats across the region
- The adoption of a new Bristol Transport Strategy in July 2019
- The submission of an Outline Business Case for a Traffic Clean Air Zone in November 2019
- The UK stopped being a member of the European Union (EU) on 31<sup>st</sup> January 2020
- Publication of the One City Climate Strategy and other subsequent One City publications for Bristol (March 2020)
- Publication of Progressing Bristol's Development in October 2020
- The update of the National Design Guide for England in January 2021. This guide illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice
- Work on the Spatial Development Strategy (SDS) has been halted and is not being progressed by the Combined Authority. Strategic planning matters will be addressed through Bristol's Local Plan (planned for 2024), in cooperation with neighbouring councils.

- The referendum results in May 2022 to abolish the Mayoral system, replacing it with a committee system in May 2024

It also reflects stakeholder engagement undertaken in 2019 (summarised in Chapter 2) and the development of an extensive evidence base to cover the study area.

From this evidence base, some subtle changes emerged from the original spring 2018 thinking. Foremost of these was the need to fully acknowledge that St Philip's Marsh is a distinctive place, connected to but separate from Bristol Temple Quarter located to the west. The need to retain employment land of all types has also become a key theme. Growing concerns around climate change and flood resilience are influencing the overall need to plan and design differently for the future.

It is expected that this vision will continue to evolve and iterate beyond this Development Framework, including testing of new land use scenarios to fulfil aspirations for the area.

Finally, the COVID-19 pandemic has focused all levels of society on the needs for resilience, economically and socially, and the importance of local places. This Development Framework study was undertaken before the pandemic, which has introduced uncertainties and potential challenges to some of its outcomes. The impacts of COVID-19 are explored briefly in Section 2.5.15. Nonetheless, there is still a clear desire for high quality placemaking in Bristol, including a fitting City Gateway.

### 3.3 Our vision for Bristol Temple Quarter & St Philip's Marsh

#### A new place of many places

Bristol Temple Quarter & St Philip's Marsh will become a more vibrant and mixed-use collection of distinct places. In these residents, employees and commuters will work, live, learn and play as part of low carbon communities. These are fully integrated within the city centre with a transformed Temple Meads railway station and transport interchange at their heart.



## Overview

An incremental process of transformational change over the next 25 years will deliver new and affordable places to live, new jobs and places to enjoy during the day and into the evening. By design, an environment will be created that supports healthy lifestyles and delivers low carbon building development, including the integration of district heating and extensive green infrastructure. People, collaboration and inclusivity will be placed at the centre of the placemaking process.

Bristol Temple Quarter & St Philip's Marsh offers an exciting opportunity to bring together all that the city has to offer through the renewal of this part of the city. It will be a physical manifestation of the city's ambitions, a gateway to the wider West of England region and a showcase of what the public sector can achieve by working in partnership to realise a shared Vision.

The area will be characterised by a range of distinctively different places that are connected by pedestrian, cycle and public transport routes; places to visit, work, live and learn and that are welcoming and accessible to all.

Our vision for these is as follows.

## Temple Meads Station

A new city gateway at Temple Meads will provide passengers with improved levels of comfort, convenience and assistance with their journey and foster a shift towards sustainable modes of travel. Temple Meads will provide an outstanding welcome to the city and to the West of England and a railway station that Bristolians can be proud of.

The railway station complex, originated by the Great Western Railway and designed by Isambard Kingdom Brunel, will become accessible to passengers travelling to the station from the north, south, east and west of the city for the first time in its history. This new accessibility will be complemented by improvements to passenger facilities and circulation within the station and the provision of new and extensive areas of public realm at each of the main entrances.



### Bristol Temple Quarter

New public spaces will complete the Brunel Mile that links the SS Great Britain to Temple Meads. These spaces will not only assist passenger journeys but become destinations, activated by ground floor restaurants, bars and cafés, cultural facilities and the University of Bristol Enterprise Campus. They will contribute to city life during the day and into the evening.

New employment space will be created to satisfy demand within the Enterprise Zone and make a real contribution to Bristol's economy. Anchored around the station and new city gateway, this area will attract forward-thinking businesses from within the city and further afield.

New housing development south and west of Temple Meads will provide neighbourhood homes of diverse types and tenures, including city-centre living, homes for families and substantial provision for those on lower incomes.

### St Philip's Marsh

St Philip's Marsh will see major investment in infrastructure to protect the area from flooding and to facilitate extensive redevelopment over the long term including new homes, places to work, extensive green infrastructure and improvements to the River Avon greenway and Sparke Evans park.

St Philip's Marsh is an opportunity to extend the city centre eastwards, encouraging a greater diversity of businesses. As a new hub linking to the University of Bristol it will provide a range of workspaces from adapted and reused buildings catering for start-ups and SMEs to new buildings for larger and more mature businesses. This will provide a diversity of job opportunities including those accessible to nearby communities. This new engine of enterprise will be characterised by a physical environment of quality architecture, streets, walkways and public spaces that are recognisably Bristol.

In the south of St Philip's Marsh and extending along the River Avon a new waterside community will be established. This new neighbourhood will link to mixed use and housing developments on the south bank of the river and to adjacent communities.

### Summary

Bristol Temple Quarter & St Philip's Marsh will play a major role in maintaining the economic, social and environmental wellbeing of the entire city centre and will help underpin the success of the West of England for future generations to come.

## 3.4 Guiding Principles

Through the process outlined in Section 3.1, a series of key and recurrent themes have emerged that reveal the shared needs and aspirations for the area. These have been consolidated into a set of five guiding principles:

### Principle #1 Integrated and connected

### Principle #2 Inclusive economic growth

### Principle #3 Quality places

### Principle #4 Quality spaces

### Principle #5 Vibrant and creative communities

These principles are applicable across the whole of Bristol Temple Quarter & St Philip's Marsh as well as the different character areas presented in this framework. They reflect a combination of good practice, policy and aspirations.

Recognising the local context, opportunities and constraints, the definition of these five principles includes a degree of flexibility for their application. This is deliberate, intended to set a consistent standard of quality throughout Bristol Temple Quarter & St Philip's Marsh without imposing a homogeneous template.

The five guiding principles have guided the design and delivery proposals to date and can continue to inform and assess future decisions and proposals for the area.



**Principle #1**  
Integrated and connected



**Principle #2**  
Inclusive economic growth



**Principle #3**  
Quality places



**Principle #4**  
Quality spaces



**Principle #5**  
Vibrant and creative communities



## Principle #1

### Integrated and connected

#### Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh will become a place for people and business to connect, with ease of movement and accessibility prioritised at every level. The transport network will be simple, convenient and comfortable to use, moving people and goods to, from and within Bristol. Sustainable travel will be prioritised, providing a cohesive network for active and public transport, complemented by high quality street infrastructure. Grand gateways and important thresholds will celebrate arrival into the city and the Temple Quarter in a way that is unmistakably Bristol. The river and green space network will connect the Temple Quarter to the surrounding context, making the everyday commute and leisure activities a more pleasant experience.

Examples of best practice to fulfil this principle include:

- Modal shift towards sustainable and active travel patterns
- Transport network improvements, particularly capacity and continuity of pedestrian and cycle routes, Bristol Temple Meads railway station and the local bus network
- Accessibility improvements, such as step-free routes, public transport connections for key desire lines
- Plentiful public and private cycle parking
- A revitalised and legible transport interchange at Bristol Temple Meads, including improved connections to onward transport links and careful consideration given to location and quality of bus stops
- Minimal provision for private cars, particularly private parking
- Permeability improvements to shorten pedestrian journeys and enhance their experience
- Improved and enhanced connectivity with surrounding neighbourhoods

Key relevant policies include:

#### National Planning Policy Framework

- Promoting healthy and safe communities (paragraphs 91 & 92)
- Promoting sustainable transport (paragraph 102)
- Achieving well-designed places (paragraph 127)

#### Bristol Core Strategy

- BCS9 Green Infrastructure
- BCS10 Transport and Access Improvements
- BCS23 Pollution

#### Bristol Central Area Plan

- BCAP28 New interchange facilities
- BCAP29 Car and cycle parking
- BCAP30 Pedestrian routes
- BCAP35 Bristol Temple Quarter



## Principle #2

### Inclusive economic growth

#### Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh will offer a rich new tapestry of housing, employment and education uses, underpinned by infrastructure and lifestyle facilities which will enrich this thriving city and will add value for local communities. The Temple Quarter's diverse economic base will attract global business and nurture home-grown talent, providing opportunities for everyone to excel. This will further cement the city's global reputation for entrepreneurship and innovation in fields such as technology and sustainability. Particular attention will be paid to inclusivity – affordable housing and a diverse range of jobs will help to reduce economic exclusion. Bristol Temple Quarter & St Philip's Marsh will be resilient to the changing climate and address flood risk in the area. For all of these developments, a focus on deliverability will ensure that each phase of the project is feasible and true to the overarching vision.

Examples of best practice to fulfil this principle include:

- Sustainable and inclusive economic growth
- Appropriate and diverse mix of employment land use, including public sector, industry, commercial offices, innovation and creativity
- Collaborative partnerships with key institutions and stakeholders, such as the University of Bristol, Network Rail and Homes England
- Appropriate and diverse range of housing density and types, including a high proportion of affordable housing
- Delivery-focussed proposals, prioritising sites with fewest constraints and opportune funding
- Targeted investment to unlock economic opportunities, e.g. Bristol Temple Meads station, enabling infrastructure and demonstration projects
- Flexible proposals to accommodate social, economic and environmental changes in Bristol to 2043
- Encourage a diverse range of lifestyle facilities such as restaurants, cafes and leisure uses

Key relevant policies include:

#### National Planning Policy Framework

- Delivering a sufficient supply of homes (paragraph 59)
- Building a strong, competitive economy (paragraph 80)
- Ensuring the vitality of town centres (paragraph 85)
- Making effective use of land (paragraphs 117 & 118)
- Meeting the challenge of climate change, flooding and coastal change (paragraph 155)

#### Bristol Core Strategy

- BCS2 Bristol City Centre
- BCS8 Delivering a Thriving Economy
- BCS18 Housing type
- BCS20 Effective and Efficient Use of Land

#### Bristol Central Area Plan

- BCAP6-7, BCAP10-12 Employment, Culture and Tourism
- BCAP13, BCAP15, BCAP17, BCAP19 Shopping, Services and the Evening Economy
- BCAP35–Bristol Temple Quarter



## Principle #3

### Quality places

#### Thematic vision for this principle

The built environment in Bristol Temple Quarter & St Philip's Marsh will exemplify the highest standards of development, assisted by clear and flexible design guidance. Buildings and infrastructure will feature world-class design, distinctly Bristol in character, with excellent environmental performance. Particular attention will be given to Bristol Temple Meads and its environs which will be re-imagined as a vibrant new city gateway and destination for the city. Beyond the station, the quarter will continue to be a place of many places, each with their own distinct identity. New clusters of complementary land uses, such as residential, employment and leisure will enhance the character of these local areas. Building height and density will successfully balance the need for efficient use of land with placemaking aspirations, the surrounding context and desire to create liveable buildings. The principle of quality places will not be synonymous with elitism. The true realisation of this principle is how new places will meet real needs in Bristol, link successfully with existing communities and create lasting change for its citizens.

Examples of best practice to fulfil this principle include:

- Conservation and celebration of heritage features, particularly around Bristol Temple Meads
- Sustainable buildings, aiming for flexible and adaptable, net zero carbon and climate resilient development
- Social infrastructure, such as education, healthcare, community centres
- Arts, culture and recreation, such as flexible event spaces and sports facilities
- Complementary buildings in close proximity, such as live, work and retail
- Socially meaningful meanwhile uses during interim periods
- New buildings to be of high architectural quality and the urban grain should reflect Bristol and its character

Key relevant policies include:

#### National Planning Policy Framework

- Promoting healthy and safe communities (paragraphs 91 & 92)
- Achieving well-designed places (paragraphs 124 & 127)
- Meeting the challenge of climate change, flooding and coastal change (paragraph 148)
- Conserving and enhancing the historic environment (paragraph 184)

#### Bristol Core Strategy

- BCS2 Bristol City Centre
- BCS11 Infrastructure and Developer Contributions
- BCS13 Climate change
- BCS14 Sustainable Energy
- BCS15 Sustainable Design and Construction
- BCS16 Flood Risk and Water Management
- BCS21 Quality Urban Design
- BCS22 Conservation and the Historic Environment

#### Bristol Central Area Plan

- BCAP1-BCAP3, BCAP5 Living in the City Centre
- BCAP6, BCAP9-10, BCAP 12 Employment, Culture and Tourism
- BCAP20 A Greener City Centre
- BCAP35–Bristol Temple Quarter



## Principle #4

### Quality spaces

#### Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh outdoor public spaces will become an essential part of healthy urban life. The Temple Meads precinct will be reimagined with new, civic space which creates a sense of arrival to this historic city. In other areas, open space such as plazas and parks will be designed to cater for cultural events and recreation activities as well as places of calm and solace. Bristol's intrinsic connection to the water will be utilised and celebrated to create new waterfront spaces, alive with vibrant activity. A mesh of green infrastructure will create pleasant and interconnected routes for people and wildlife, ensuring that access to high quality, natural amenity is accessible and never far away. Throughout the area, good urban design will be applied to foster inclusivity, interaction and cohesion by removing physical barriers and avoiding monoculture districts.

Examples of best practice to fulfil this principle include:

- High quality, accessible civic spaces and public realm, such as around Bristol Temple Meads
- Public green space and landscapes, including parks, play areas and gardens
- Interconnected and accessible networks, marrying transport routes with green infrastructure, watercourses and the land topography
- Sustainable urban drainage systems
- Multi-functional green infrastructure that protects existing habitats, enhances biodiversity through new habitats, supports climate resilience and provides amenity
- Flexible proposals to accommodate social, economic and environmental changes in Bristol to 2043

Key relevant policies include:

#### National Planning Policy Framework

- Promoting healthy and safe communities (paragraphs 91 & 92)
- Achieving well-designed places (paragraphs 124 & 127)
- Conserving and enhancing the natural environment (paragraph 170)

#### Bristol Core Strategy

- BCS9 Green Infrastructure
- BCS21 Quality Urban Design

#### Bristol Central Area Plan

- BCAP22, BCAP25 A Greener City Centre
- BCAP30–33 Design and Conservation
- BCAP35 Bristol Temple Quarter



## Principle #5

### Vibrant and creative communities

#### Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh will eventually become an indispensable piece of the city's civic and cultural heart. Quirky, creative and expressive, the Temple Quarter will appeal to all ages, offering something for everybody. Opportunities for unexpected creativity will be encouraged and new canvas spaces promoted. Adaptive reuse of heritage assets will enhance and protect the character of the city for future generations to enjoy and discover. The future of the area will be shaped through active engagement with the people of Bristol. New development will place inclusivity and equitability at the forefront of the design process, including a diverse range of housing and employment land uses. This will be supported by flexible community facilities and social infrastructure to facilitate meaningful social encounters, reduce isolation, support vulnerable members of the community and ensure that the new quarter can be shared and enjoyed by all.

Examples of best practice to fulfil this principle include:

- Appropriate and diverse range of housing density and types, including a high proportion of affordable housing
- Employment land use suitable for independent businesses, innovation and creative industries
- Mechanisms for local community engagement and decision-making during the development process
- Community buildings for flexible use, such as childcare, places of worship and social gatherings
- Indoor and outdoor spaces suitable for arts and culture events and installations, including meanwhile use
- Smart technology infrastructure, such as mobility services and network connectivity
- Social infrastructure for a new community, such as schools, healthcare and other local services

Key relevant policies include:

#### National Planning Policy Framework

- Decision making (paragraph 39)
- Delivering a sufficient supply of homes (paragraph 59)
- Building a strong, competitive economy (paragraph 80)
- Ensuring the vitality of town centres (paragraph 85)
- Achieving well-designed places (paragraphs 124 & 127)

#### Bristol Core Strategy

- BCS5 Housing Provision
- BCS12 Community Facilities
- BCS17 Affordable Housing Provision
- BCS18 Housing Type

#### Bristol Central Area Plan

- BCAP1–BCAP3 Living in the City Centre
- BCAP13, BCAP15, BCAP17, BCAP19 Shopping, Services and the Evening Economy
- BCAP35–Bristol Temple Quarter



# **4 Bristol Temple Quarter Development Framework Overview**

## 4.1 Introduction

### 4.1.1 Chapter Overview

This chapter presents a composite overview of the Development Framework Study. It sets out the potential scale of the regeneration opportunities over the next 25 years and beyond together with overarching delivery considerations.

The Development Framework overview is summarised in Section 4.2 through a series of four thematic layers, highlighting key strategic issues:

1. Bristol Temple Meads and gateways
2. Movement and other enabling infrastructure
3. Public realm and green infrastructure
4. Land use

Sections 4.3 to 4.6 describe the potential outcomes that could be achieved, delivery considerations, potential timeframes and next steps.

### 4.1.2 A place of many places

The Development Framework is built around the concept of a 'Place of Many Places'. To the west of Temple Meads, this consists of five distinct proposals which combine to form a significant

transformation of the area. To the east of Temple Meads, this includes a potential large-scale transformation which is presented to a conceptual level of detail covering St Philip's Marsh and adjacent areas.

Each of these areas has been defined by its own range of opportunities and constraints, including challenges relating to viability, land ownership and phasing dependencies dictated by external influences. As a result, the level of detail set out for each area is tailored to the current stage of planning and feasibility assessment.

Proposed interventions for each area have been developed by considering the five guiding principles, set out in Chapter 3, which can be applied to achieve desirable placemaking outcomes in that area.

The proposals set out in the Development Framework represent feasible scenarios, with flexibility for further development as design and planning continues to progress. The overall Development Framework is presented in Figure 388 on the following page, including the six areas within the study.

Details for each of the six proposed new places are presented in the following chapters:

<b>Chapter 5</b>	<b>Bristol Temple Meads Station:</b> The operational railway station, including platforms and internal circulation routes
<b>Chapter 6</b>	<b>The City Gateway:</b> The transport interchange, Northern Entrance, Southern Gateway, remodelled ticket hall and Midland Shed
<b>Chapter 7</b>	<b>The Friary North:</b> Potential development plots to the north west of the station totalling 1.5ha, alongside new public realm
<b>Chapter 8</b>	<b>Temple Gate:</b> Potential development plots either side of Temple Gate totalling 2.5ha, including the area around Bristol & Exeter House
<b>Chapter 9</b>	<b>Mead Street:</b> Potential development site south of York Road totalling 5.6ha.
<b>Chapter 10</b>	<b>St Philip's Marsh</b> Potential transformational regeneration of 90ha of industrial and brownfield land to the east of the station, encompassing several significant active development proposals. This is explored as three potential land-use scenarios

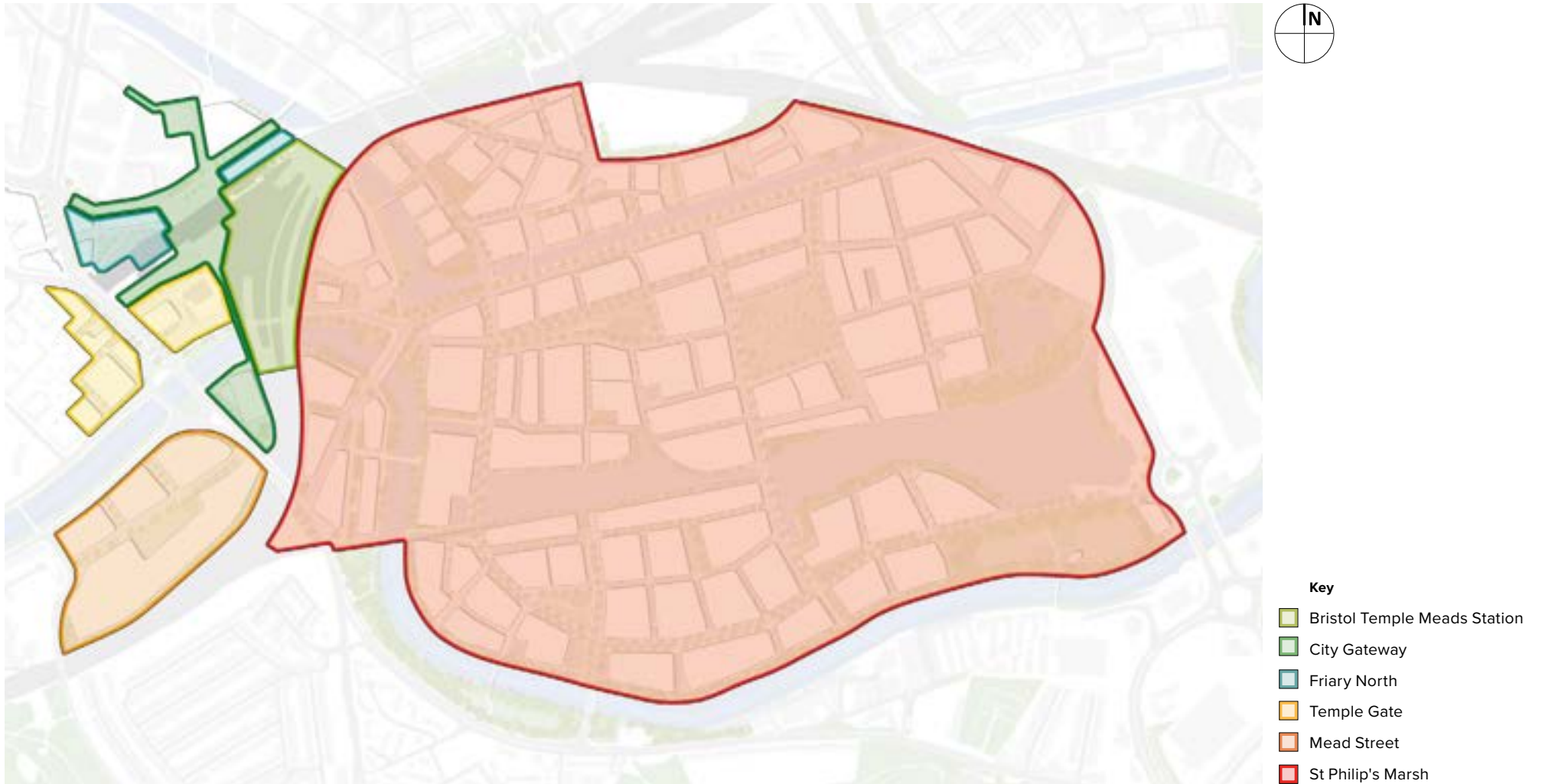


Figure 38 Wider Development Framework Plan and area locations

## 4.2 Development Framework: thematic layers

### 4.2.1 Bristol Temple Meads and gateways

Bristol Temple Meads is at the heart of the city's ambitions to make the West of England better connected, more sustainable and more successful. This Development Framework proposes significant interventions to unlock its potential and celebrate its heritage. In the wider Temple Quarter area, investment in infrastructure could facilitate redevelopment to achieve the desired place outcomes.

#### Towards a 21<sup>st</sup> Century station

The historic Bristol Temple Meads station could undergo several interventions to improve the quality of the station experience, accommodate a forecast doubling of passengers in the next 25 years and create an efficient and resilient station.

The Northern Entrance can be dramatically improved, creating a new station threshold at the culmination of the Brunel Mile. A new Eastern Entrance would reorient the perceived axis of the station, introducing access to/from this side of the city and serving future development in the area.

Internal circulation improvements would reduce the congested passenger routes, including opening up the clock tower ticket hall and realigning gatelines. Stairs to the existing subway could be enhanced and widened to increase capacity. A new circulation route between the platforms would relieve pressure on the subway. There are several feasible options for this, including a new footbridge or subway, subject to further design development.

Passenger facilities and accessibility could be improved across the station, including new platform toilets, new waiting rooms, and the extension of canopies to the end of each platform.

A new Platform 0 could be installed and Platform 1 could be extended to accommodate 6-car trains. Platform 13/15 can be widened to accommodate new stairs and lifts, with some modest track layout changes to reintroduce through-running trains to Platform 13 and accommodate Bristol West Junction works.

The relocation of existing surface car parking is essential to unlock redevelopment. The construction of the new, multi-functional Southern Gateway on the Fish Dock site, will provide parking for the station area. Temporary decant solutions will be avoided as much as possible.

Upgrades to the station utilities and communications systems and platform surfaces are also envisaged, whilst it can be expected that the historic station building fabric will also be repaired where appropriate.

#### A new City Gateway

The area surrounding the station can be reconfigured to create a fitting, legible gateway to Bristol, underpinned by a revitalised transport interchange. Transport components, such as bus stops and taxi ranks, can be dispersed around the station to remove the current movement conflicts on the Station Approach and encourage sustainable travel choices.

At the new Northern Entrance, a procession of pedestrian spaces would provide a real sense of arrival, from an upper terrace area down to a generous public square along the Brunel Mile. The Friary north could be predominantly car-free, creating a link between the Bristol to Bath Railway Path and the Brunel Mile. Cycle parking should be provided in adjacent to the Northern Entrance.

The new Floating Harbour walkway would improve east-west permeability to the north of the station, also linking to the ferry landing at Temple Quay. Opportunities exist for increased north-south permeability beneath the Station Approach to link Bristol & Exeter Yard with the new public square.

Bus stops for terminating services can be relocated to the Friary. Access to Station Approach can be reconfigured recognising the importance for blue badge parking and taxis in this location. A new station drop-off could be created at Temple Back East with step-free access to the entrance.

A new, multi-functional Southern Gateway on the Fish Dock site could unlock redevelopment of the station area. The existing surface car parking around the station could be consolidated for redevelopment. Parking in the Southern Gateway will be prioritised for disabled parking, and provide step-free access to the platforms. This facility offers potential for a cycle parking hub to serve south Bristol, and opportunities for long-term adaptability of the building.

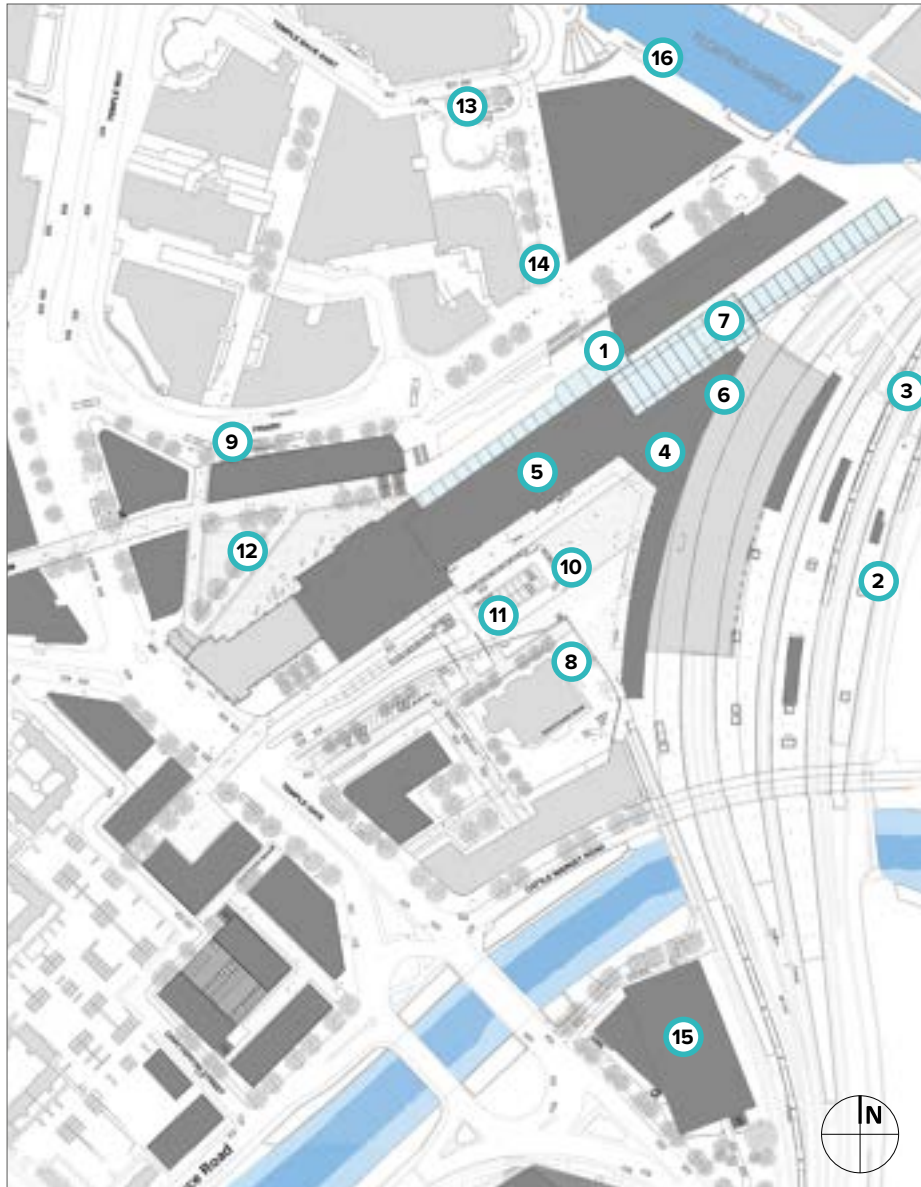


Figure 39 Proposed Bristol Temple Meads and gateways interventions

**Key**

- Bristol Temple Meads Station**
- 1 Northern Entrance
- 2 Eastern Entrance
- 3 Rail capacity improvements
- 4 Internal circulation improvements
- 5 Passenger facilities e.g. toilets
- 6 Accessibility improvements
- 7 New/improved platforms
- 8 Retained servicing yard
  
- Transport interchange**
- 9 Relocated bus stops
- 10 Reconfigured taxi rank
- 11 Dedicated Blue Badge parking
- 12 Existing car parking relocated
- 13 Private car drop-off
- 14 'Shared space' removed
- 15 Southern Gateway
- 16 Ferry Landing

### 4.2.2 Movement and other enabling infrastructure

Beyond the railway station environment, movement infrastructure can be enhanced to aid connectivity and promote sustainable patterns of movement. New development also offers the opportunity to deliver other essential infrastructure.

#### Sustainable Travel

New, city-centre neighbourhoods at Temple Gate and Mead Street could be designed to prioritise walking and cycling with improved permeability and new cycling infrastructure. This could include a new route through Mead Street, links through Silverthorne Lane to Barton Hill, and potential enhancements along the Bath Road corridor.

Regeneration of St Philip's Marsh could provide a substantially reconfigured movement network prioritising sustainable travel, creating a distinctive low traffic neighbourhood. This could include a substantial network of new or enhanced traffic free cycling routes including the River Avon Greenway, transforming cycling access between east Bristol and the city centre. The primary street network could also support new public transport routes to connect with communities in east Bristol.

The layout of new development can be designed for intuitive wayfinding and legibility, enhancing the pedestrian experience. Protecting key views, such as Bristol Temple Meads and St Mary Redcliffe church, could support this and help to orient people.

#### Future mobility

There are opportunities to consider future mobility throughout the implementation of the Development Framework, including a potential mass transit system, electric vehicle and bicycle charging points, as well as future technologies such as autonomous vehicles.

#### Flood resilience

The regeneration of St Philip's Marsh and adjacent sites would be dependent on significant infrastructure to improve its flood resilience.

This would include raised flood defences along the Feeder Canal and the River Avon. These could be carefully integrated with the streetscape and landscape of these corridors to ensure positive placemaking outcomes. It is anticipated that implementation could be phased to ensure an initial level of protection to protect existing land uses in the short term.

#### Utilities

The creation of new neighbourhoods would require utilities reinforcement. This would utilise the existing primary distribution network. The combined load of potential new development is likely to require reinforcement of the 11kV network connecting back to the main substation in the St Philip's Marsh area.

District heating is proposed for new developments, extending the existing city network near Redcliffe. This would help to support energy efficient buildings with a reduced carbon footprint.



Figure 40 Potential Bristol Temple Quarter & St Philip's Marsh movement interventions

**Key**

- ↔ Cycle Routes
- - - - - Pedestrian Routes
- - - - - Enhanced road corridor (Public transport & active travel)

### 4.2.3 Public realm and green infrastructure

The Development Framework can deliver an enhanced environment with people at its heart, building on the principles in the BTQEZ Spatial Framework. This could include a range of significant new and enhanced public spaces.

#### A Sense of Arrival

Public realm improvements around the station could be integrated with the surrounding movement routes and complement the new transport interchange.

The area north of the station could include three distinct public realm areas: the Northern Entrance, the Friary and the Goods Yard. These can be coordinated to create clarity for different modes of transport and easily navigable routes. Similarly, the public realm outside the Station Approach entrance and the Eastern Entrance can be designed to aid onward journeys.

A new, public open space could be created at the bottom of the Friary North, provisionally named the Goods Yard, to reflect Bristol's unique character and provide a real sense of arrival at the commencement of the Brunel Mile.

This area would be largely car-free, including high quality public realm and green infrastructure to create a pleasant refuge in an otherwise busy urban environment, set against the backdrop of the historic Passenger Shed. Active ground floor uses such as cafés and restaurants would help to foster an 18-hour economy, creating activity throughout the day. This area could also offer opportunities for flexible uses, including events, public art and markets.

### Neighbourhoods Open Spaces

Green spaces could be a key component of new city neighbourhoods, helping to shape their identity and provide space for play and recreation. This could include a significant neighbourhood space forming the focal point of the potential Mead Street development.

Temple Gate offers few opportunities for new open spaces. However, communal courtyards could provide amenity space for residents, alongside small areas of public realm and proximity to new spaces such as the Goods Yard.

St Philip's Marsh could provide significant open spaces to serve new neighbourhoods, as well as enhancement to Sparke Evans Park to create a new destination.

### Green infrastructure

Green infrastructure could be integrated throughout the Development Framework area, promoting healthy lifestyles and community cohesion, supporting environmental resilience and enhancing biodiversity in response to the Ecological Emergency declared by Bristol City Council.

Key strategic interventions include enhancements to the River Avon Greenway and Feeder Canal, incorporating flood resilience measures, movement routes and riverside habitats.

Biodiversity could be integrated into building and public realm design, including green walls and roofs, sustainable drainage and features as bat boxes and bird boxes, wherever the opportunity exists.

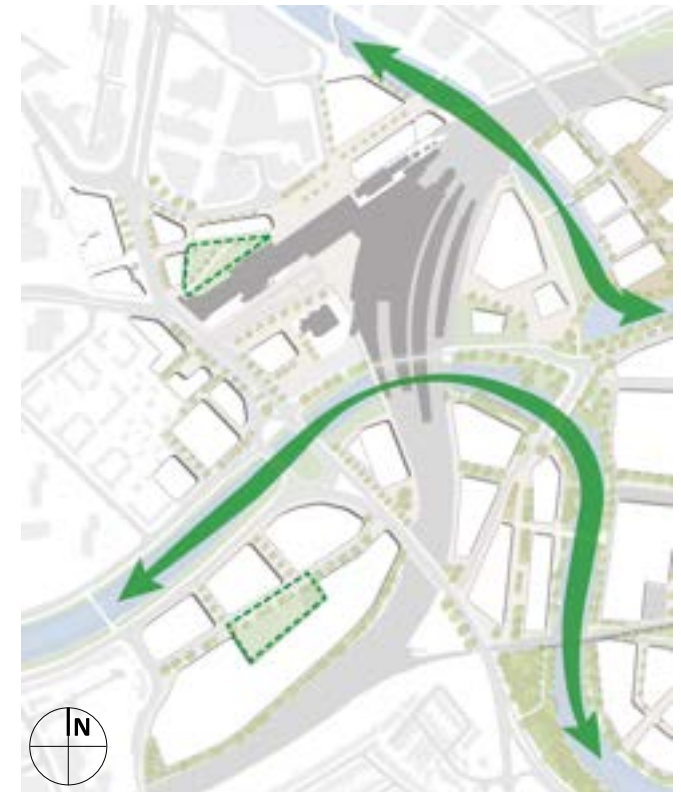


Figure 41 Potential new and enhanced green infrastructure

**Key**

- Public realm improvements
- Landscaped areas
- Significant green spaces
- Tree planting
- Significant green corridors

#### 4.2.4 Land use

Phased reallocation of land use is proposed to help meet the needs of the growing city. This includes new homes, workplaces and leisure facilities. Development to the west of Bristol Temple Meads represents a feasible development scenario. Development to the east represents a longer-term development concept, requiring additional feasibility testing.

##### City Centre Living

New, medium- to high-density residential neighbourhoods could be created in Mead Street, Temple Gate and Temple Island to contribute to Bristol's housing targets and satisfy city-centre demand.

An affordable housing target of 40% has been assumed in the viability modelling, with a mix of social rent and shared ownership, to embed inclusive design within the proposals.

##### Communities Infrastructure

Redevelopment of Mead Street includes a proposed community building for flexible, mixed-use.

##### Employment

Several new commercial office buildings could be added to the Bristol Temple Quarter Enterprise Zone on all sides of the station. Building on the principles in the Spatial Framework, these could be predominantly suitable for medium to large businesses in sectors such as creative, digital, clean energy and financial.

##### Retail, food and drink

The redevelopment of the Midland Shed could include on-the-go retail outside the ticket gates, such as a small supermarket and takeaway food and drink. The Goods Yard is envisaged as a new city destination with restaurants and bars fostering an 18-hour economy. Temple Gate could include convenience retail to serve new and existing residents, as well as passing trade.

##### St Philip's Marsh

The potential longer-term regeneration of the areas to the east of Bristol Temple Meads present the opportunity for a range of land-uses. This includes the creation of series of mixed-use neighbourhoods providing a significant amount of employment and residential development, alongside supporting community infrastructure such as schools and local centres. Three potential land-use scenarios are set out in Chapter 10. Further stages of planning, design and feasibility work are required to establish an appropriate and feasible mix of uses.

The opportunity exists to create an 'innovation district' centred around creative and knowledge based industry, supporting start-ups, established small and medium-sized enterprises (SMEs) and larger scale businesses in areas such as science and technology. This would be focused around mixed use developments currently proposed to the east of the station, including the proposed University of Bristol Enterprise Campus.



Figure 42 Potential mixed land use scenario



## 4.3 Overall outcomes

### 4.3.1 Business and socio-economic case

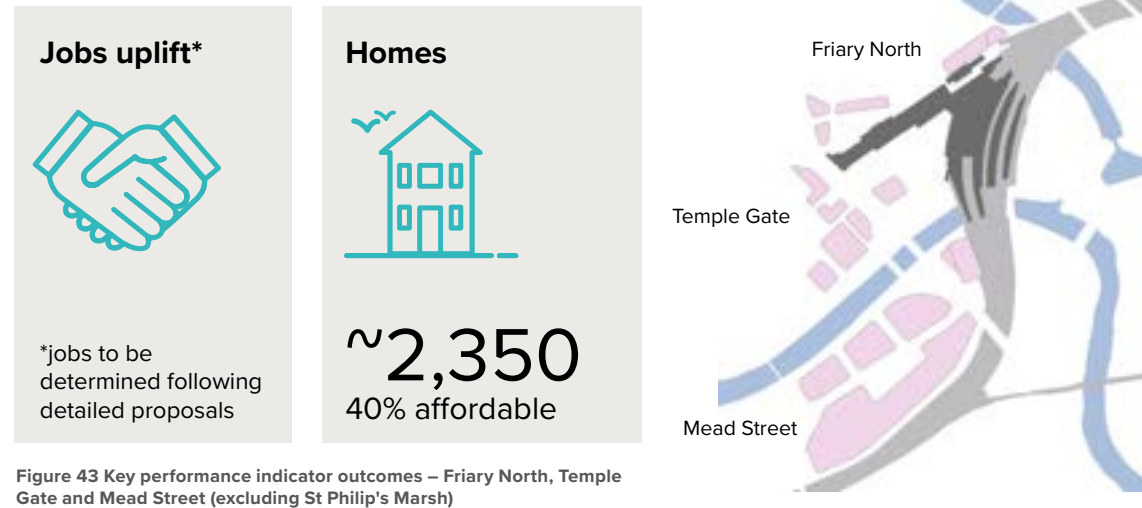
This Development Framework sets out a strategy for securing sustainable, inclusive growth through new development and investment in infrastructure. This will help to deliver in excess of £700m of identified new development (Gross Development Value), as well as potentially catalysing longer-term redevelopment of the St Philip's Marsh area.

The wider economic benefits shown to the right represent a potential outcome. With different assumptions, other scenarios could be considered, such as higher density housing. This would have the potential to increase the viability of these sites, delivering more than 2,350 units in the areas west of Temple Meads.

The following pages set out the wider qualitative social benefits of development include significant social value, increased mobility, enhanced community wellbeing, contribution to achieving net-zero carbon targets and the United Nations Sustainable Development Goals. These highlight the beneficial impact of development for future residents and visitors alike, while also contributing to the wider city of Bristol and West of England economy.

The Development Framework will also support significant surrounding proposed developments which are independent of the study, including Temple Square, University of Bristol Enterprise Campus, Temple Island and Silverthorne Lane, which will contribute to the momentum of new development.

Delivery of the Development Framework would be a step-change in sustainable regeneration which transforms a key area of the city for enjoyment by future generations and contribute to Bristol's leadership of the global climate emergency response.



**SOCIAL  
INFRASTRUCTURE**



**SOCIAL VALUE**



**NET ZERO  
CARBON  
CONTRIBUTION**



**MIXED-USE PLACES TO VISIT,  
WORK, REST AND PLAY**



- Facilitates multi-purpose trips and convenient access to amenities within the community
- Resilience to future changes through diversification of land-use which support social sustainability
- Creation of locally distinct places, each with unique character and facilities to meet demographic needs.
- Spaces for play and recreation support positive mental health and childhood development
- Spaces for rest improve mental health, community engagement, and accessibility for people with limited mobility

- Reduces need to travel by co-locating amenities, residential development and employment sites
- Encourages walking and cycling for local trips
- Integration of green space within developments benefits biodiversity, climate resilience and air quality

**NEW HOUSING, INCLUDING  
AFFORDABLE HOMES**



- Variety of housing and tenure types would give a broad range of people access to housing
- Housing served by public transport would reduce the need to travel by private car with associated health and community engagement benefits. Improved access to amenities/jobs for people without access to cars.
- High quality housing reduces stress and improves economic performance and community cohesion
- Defensible space and sense of ownership results in reduced crime and greater community engagement
- Reduced operating costs, including energy efficiency and reduced fuel poverty
- Community open spaces can support mental, physical health and engagement with local groups and neighbours

- Use of low-carbon construction techniques and materials
- Improved operational efficiency reduces lifespan carbon emissions of new homes
- Sustainable location of housing can reduce emissions generated by vehicular travel
- Inclusion of green spaces benefits biodiversity, climate resilience and air quality
- Potential to connect to new low carbon district heat network

**WILDLIFE CORRIDORS AND  
ECOLOGICAL BIODIVERSITY**



- Access to green spaces provides mental and physical health benefits
- Improves ecological resilience and engagement with conservation for residents and visitors

- Green spaces benefit air quality
- Engagement with conservation encourages reduced carbon use by residents
- Well designed green space can reduce Urban Heat Island effect

**SOCIAL  
INFRASTRUCTURE**



**SOCIAL VALUE**



**NET ZERO  
CARBON  
CONTRIBUTION**



**NEW WORKPLACES TO BOLSTER  
THE CITY'S ECONOMY**



- Development spaces for both established and emerging industries
- Jobs in sustainable locations facilitate reduced commuting time with associated wellbeing benefits
- Training and education opportunities
- Range of employment types would support a diverse population with a variety of skills, backgrounds and ages

- Reduces need to travel by co-locating amenities, residential development and employment sites
- Use of sustainable/low-carbon building techniques and materials
- Increased building efficiency reduces carbon emissions over building lifespan
- Potential to connect to Council new low carbon district heat network

**LOCAL AMENITIES FOR  
RESIDENTS**



- Reduce need to leave the community to complete errands or access amenities, which creates a self-supporting community.
- Creation of distinctive local centres with unique businesses and spaces which embeds a strong sense of place and associated social sustainability.

- Reduces need to travel by co-locating amenities, residential development and employment sites

**18-HOUR ECONOMY WITH NEW  
DESTINATIONS**



- Improved perception of safety and vitality
- Distinctive local centres throughout day and evening, enhances local engagement and civic pride.
- Creates sense of place for residents and visitors alike.
- Attracts visitors and establishes the community within the wider Bristol context.

- Reduces need to travel by co-locating amenities, residential development and employment sites.

**SOCIAL  
INFRASTRUCTURE**



**SOCIAL VALUE**



**NET ZERO  
CARBON  
CONTRIBUTION**



**SUSTAINABLE ACCESS,  
CONNECTIVITY, WAYFINDING  
AND PERMEABILITY**



- Walking and cycling access with associated physical and mental health benefits
- Enhanced pedestrian confidence through legibility and wayfinding
- Access to amenities and jobs for people without access to cars
- Decreased perception of severance which supports engagement and confidence in navigation
- Increased activity, including footfall for local businesses, and improved perception of safety in previously under-used areas
- Reduction in the need to travel by private car and associated air quality, safety and public health impacts
- Improved convenience for modern, diverse commuter patterns

- Reduces need to travel by co-locating amenities, residential development and employment sites
- Encourages use of low-carbon modes
- Reduces reliance on the private car by providing attractive alternatives

**HIGH QUALITY PUBLIC REALM**



- Improved civic pride, engagement and sense of ownership within the community
- Inclusive and accessible spaces for all users with associated social and wellbeing benefits
- Opportunities for community involvement in tactical urbanism interventions to improve public realm and embed a sense of ownership
- Improved perception of safety through lighting, over-looked spaces and activity throughout the day and evening
- Spaces for physical activity and associated health benefits

- Provision of green spaces improves air quality and encourages community engagement with conservation
- Use of sustainable and low-carbon building materials
- Use of resilient materials reduces the carbon emissions caused by maintenance and replacement
- Well designed green space benefits biodiversity, climate resilience and air quality

**LEISURE AND EVENT SPACES**



- Supports community engagement and local identity through spaces to gather and hold events.
- Reduces the need to leave the community to access leisure amenities, which creates stronger sense of local identity
- Attracts visitors to events and amenities which establishes the place within the wider Bristol context.

- Reduces the need to travel to access events and leisure opportunities by co-locating with residential development
- Use of sustainable and low-carbon building materials for indoor and outdoor events spaces

### 4.3.2 Sustainability Outcomes

The matrix shows potential positive and negative impacts of the Bristol Temple Meads Station Masterplan (see chapter 5) on each of the United Nations Sustainable Development Goals. An assessment of the other areas within the Development Framework should be undertaken as part of future stages of work when appropriate details are available.

Figure 44 Bristol Temple Meads Station Masterplan sustainability assessment using UN SDGs

Aspect of scheme	1 NO POVERTY	2 ZERO HUNGER	3 GOOD HEALTH AND WELL-BEING	4 QUALITY EDUCATION	5 GENDER EQUALITY	6 CLEAN WATER AND SANITATION	7 AFFORDABLE AND CLEAN ENERGY	8 DECENT WORK AND ECONOMIC GROWTH	9 INDUSTRY, INNOVATION AND INFRASTRUCTURE	10 REDUCED INEQUALITIES	11 SUSTAINABLE CITIES AND COMMUNITIES	12 RESPONSIBLE CONSUMPTION AND PRODUCTION	13 CLIMATE ACTION	14 LIFE BELOW WATER	15 LIFE ON LAND	16 PEACE, JUSTICE AND STRONG INSTITUTIONS	Partnerships for the Goals
Large amounts of construction	+		-	+	+	+	+	+	+	+	+	+	-	-	-	+	+
Temple Meads capacity increase	+							+	+	+	+		+				+
New station entrance			+				+	+	+		+		+				+
Reduction in car parking + New MSCP			+						+	+	+		+				
Increased public realm			+								+		+	+	+		
New public transport nodes and modes	+	+	+	+	+			+	+	+			+		+		+
Revised accessibility to station	+		+							+							
Changes to wayfinding of area and transport links			+							+							
New provision of office spaces	+		+	+	+		+	+		+	+						
New provision of housing	+		+				+	+		+	+						
New retail outlets (amenities)	+	+	+		+		+	+		+	+	+					

Direct positive impact    
 Indirect positive impact    
 Direct negative impact, dependent on scheme details    
 Indirect negative impact    
 Positive or negative direct impact, depending on scheme details and supply chain    
 Positive or negative indirect impact, depending on scheme details and supply chain

## 4.4 Delivery strategy, consents and procurement

The Development Framework has been subject to iteration and refinement to improve its deliverability and establish a compelling economic case for progressing the proposed interventions. The proposals presented are one potential scenario to achieve placemaking benefits, based on knowledge at the time of production (2018-20). Further analysis in the future may be undertaken to test the viability of other scenarios and adapt to changing market conditions.

This section summarises the main delivery considerations. For more detail on each character area, refer to the 'Making it happen' section at the end of Chapters 5-10.

### 4.4.1 Delivery strategy

The approach to delivering this programme of works recognises that the Development Framework is, in reality, at least three separate development programmes, with different needs and requirements. This includes significant differences in constraints and opportunities, including:

- Land ownership structure
- Existing uses
- Governance arrangements
- Degree of control
- Public-sector powers
- Basis of private-sector participation
- Delivery time-frame

For the purpose of delivery strategy, the three grouped areas are:

#### 1. Bristol Temple Meads Station, City Gateway, Friary North and Temple Gate

This area includes the sites with the highest land value, with the most immediate delivery time-frames and the greatest support from existing policy.

There are several potential strategic avenues to deliver this station-led programme of development which is characterised by multiple public-sector landowners and clear physical dependencies. Formal decisions on the delivery strategy are to be considered in the next stages of design, and could involve a coordinated partnership approach or smaller, discrete packages of work.

The delivery of the internal station works is best suited to Network Rail working independently as the sole sponsor and delivery client, as Bristol Temple Meads is a major directly managed station with complex heritage issues to be addressed. The funding arrangements for these core station works is to be determined, although the scenario modelled assumes core station works would be funded by the DfT's rail network enhancements pipeline (RNEP).

The City Gateway, Friary North and Temple Gate proposals have clear overlap between the public-sector partner interests. The governance arrangements for delivering these are yet to be determined, but much of the capital costs for public

assets are expected to be grant funded, including transport components and some of the public realm around the station.

For the private-sector owned sites in Temple Gate, there is potential that landowners could develop their sites independently, with Bristol City Council relying on a local supplementary planning document to guide development in this area. Alternatively, they may be interested in a site disposal to the public-sector.

Enabling infrastructure is required in order to unlock maximum development capacity in this area. Investment in transport connectivity and infrastructure can result in economic growth and increased land values. Public sector intervention would set standards for quality and give confidence and boost the market to regenerate the area.

Investing in the station and improving the quality of its environment would create a stronger, more distinct sense of place, provide a strong signal to the market, increase investor confidence, and act as a major catalyst for change.

## 2. Mead Street

The primary public-sector body involved in the development is Bristol City Council, with several private landowners in the area. This development will be catalysed by the station works but has few phasing dependencies.

A Development Brief has been prepared in 2022 for Mead Street, setting out a more detailed approach to delivery.

## 3. St Philip's Marsh

St Philip's Marsh represents a longer-term, large-scale regeneration opportunity with complex phasing dependencies including significant enabling infrastructure, existing land-uses and multiple land ownerships.

To enable significant development to come forward, area wide strategic infrastructure is needed, which would require significant public and private sector funding and leadership to deliver.

Significant developments are being actively promoted in the area, including the Bristol University Enterprise Campus, Temple Island and Silverthorne Island. These could be delivered independently of the Development Framework.

## Strategic Public Sector Approach

Although this Development Framework represents a series of distinct programmes of work, there are clear benefits to be gained from a coordinated approach to delivery. This would require collaboration between interested public-sector organisations to realise their common aims for Bristol and the wider West of England. This could be an evolution of the Strategic Board established as part of the governance for this study (see Section 1.1.5), broadened to include other redevelopment schemes.

As a result of successful collaboration, government funding was granted in June 2022 to further our vision for Bristol Temple Quarter & St Philip's Marsh.

## 4.5 Phasing and early delivery

### 4.5.1 Phasing strategy

Indicative phasing for this Development Framework is presented in Figure 455 overleaf. The primary considerations and dependencies that have informed this phasing are summarised below.

For more detail, refer to the 'Making it happen' section at the end of Chapters 5-10.

#### **Bristol Temple Meads City Gateway (2023-2027)**

The station and its immediate surrounds presents a natural first target for public investment but also a logical first phase for interventions as these works would transform the opportunities on the surrounding sites. This includes the new Northern Entrance, Eastern Entrance, public realm and reconfigured transport interchange, planned for the early 2020s. As the station works unfold, already committed development by the University and Bristol and through the Temple Island project can build momentum in the regeneration of this area.

The internal station works, driven by the need for increased train and passenger capacity, are likely to be delivered in stages, determined by a series of funding grants and in conjunction with other planned rail schemes nearby.

Relocation of surface car parking along the north side of the station and inside the Midland Shed is a crucial first step in the creation of the new city gateway and subsequent developments. The importance of this

cannot be overstated – a necessary physical move that would trigger a series of 'chess move' improvements and a symbolic demonstration to investors that real change is imminent.

#### **Friary North and Goods Yard (2027-2029)**

Once the Southern Gateway is delivered, the new development along the north side of the station can come forward. It is anticipated that this would be delivered over a three to four year period, subject to market conditions. This would have a materially positive impact on the overall Development Framework through the completion of a new city destination, and there are opportunities to accelerate some of the enabling infrastructure in these areas to maintain momentum.

#### **Temple Gate (2022-2030)**

The Temple Gate area could be expected to respond to the Friary North scheme, wider regeneration at Temple Island and around the new University campus. This area is characterised by multiple occupiers and owners, including Bristol City Council, thus its redevelopment is likely to be influenced by local market conditions and decision-makers.

#### **Bristol & Exeter Yard (2033-2037)**

Bristol & Exeter Yard has been provisionally sequenced as a later stage of development due to the need for clarification on whether the site is required for mass transit, being led by the CA. This could be delivered earlier, although its owner may wish to benefit from the wider regeneration programme before progressing.

#### **Mead Street (2025-2029)**

The Mead Street area will be empowered by the station works and other developments but has fewer dependencies. A decant of current uses is required, coupled with policy changes for the re-allocation of this site away from industrial use. The freehold owners development plots would need to extinguish leasehold interests on their sites, or come to a negotiated arrangement, to allow the sites to be taken forward for development.

#### **St Philip's Marsh (2025-2045)**

The complex constraints in St Philip's Marsh mean that this project is dependent on wider strategic decisions and substantial investment in infrastructure, including flood defences. This is set out separately in Chapter 10.

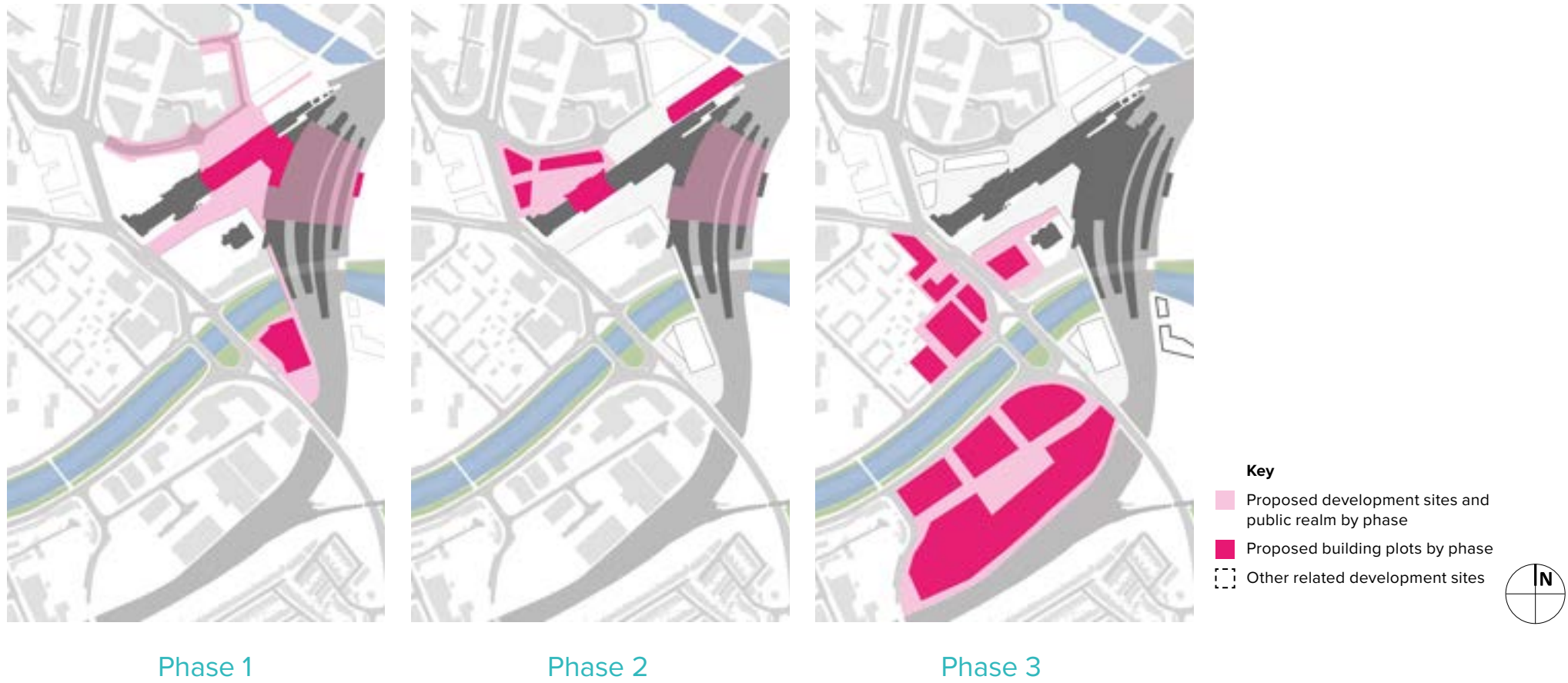


Figure 45 Potential delivery phasing west of the railway

## 4.6 Next Steps

The following strategic enabling activities have been identified as high priority for the next few years. They have been selected based on the outcomes they would enable, their benefits, and deliverability considerations.

More detailed next steps and prioritised lists of projects are presented in the 'Making it happen' section at the end of Chapters 5 to 10 for each of those character areas, including a list of known dependencies that could influence the exact parcelling of projects and sequence of delivery.

- 1. Continue to form an effective delivery and governance structure between the client partners, including an integrated programme for all planned schemes**
- 2. Explore further funding opportunities for necessary enabling infrastructure and to deliver St. Philip's Marsh**
- 3. Engage further with key stakeholders to build momentum behind the regeneration opportunities in this Development Framework, outlined in more detail overleaf**
- 4. Continue to advocate the principles and outcomes of this Development Framework in shaping local and regional planning policy. Establish the process and phasing of planning tools e.g. SPDs, AAPs**

### Next steps – stakeholder engagement

The Development Framework sets out the vision for Temple Quarter, however, continued stakeholder engagement will be critical throughout the lifetime of the programme.

Some particularly important activities to progress with the short-term projects include engagement with:

- Temple Quay estate for the new Northern Entrance, Friary and Goods Yard
- Private car parking owners in Temple Gate and Temple Quay
- Bristol City Council and transport operators for the reconfigured transport interchange
- Network Rail for the renewed Midland Shed and concourse
- Historic England and the Local Council Conservation Officer for alterations around the station
- Land owners and tenants in Temple Gate South and Mead Street, including Temple Gate car park
- Plans for the Skanska/Herbert House site (Skanska)
- Businesses in St Philip's Marsh

### Potential Future Stakeholders

#### Bristol City Council

- Mayor's Office
- Councillors
- Management
- Planning (Policy & Development Management, Heritage)
- City Design
- Regeneration
- Parks
- Flooding
- Transport
- Transport Delivery Board
- Communications
- Property
- District Heating
- Waste
- Education

#### Network Rail

- Property Team

#### Homes England

#### Temple Quay Estate

- Management Board

#### West of England Combined Authority

#### University of Bristol

#### Department for Transport

#### Property Development Community (engagement session)

#### Train Operating Companies

#### Statutory Consultees


- Historic England
- Natural England
- Environment Agency

NB. List is not comprehensive. Subject to detailed stakeholder mapping in next stages

# PART 2

# MASTERPLAN

Chapters 5-7 set out detailed masterplan proposals for Bristol Temple Meads, City Gateway and Friary North. This includes work undertaken up to RIBA 2 / GRIP 2 design stages. This work informs the Strategic Outline Business Case for a programme of railway station improvements and will form the basis for future detailed design and outline planning applications.



# **5 Bristol Temple Meads Railway Station**

## 5.1 Area statement



Our vision for Bristol Temple Meads is to deliver a modern, safe and efficient passenger experience and multi-modal interchange, whilst celebrating the unique heritage of the station. Bristol Temple Meads will be fully accessible and inclusive for all passengers and will be future-proofed to accommodate anticipated growth. The station will provide an intuitive passenger circulation system which will be easily navigated and accessible for all.

Indicative Timeframe | Next 5 years

Figure 46 Aerial view of Bristol Temple Meads station



Figure 47 Station Approach illustrative view

## 5.2 Introduction

### 5.2.1 Bristol Temple Meads station today

Bristol Temple Meads station is a nationally significant transport interchange and the gateway to Bristol and the wider West of England. At the heart of the Bristol Temple Quarter Enterprise Zone, the station marks the transition between the city's modern commercial heart and its inner city industrial past.

Temple Meads is one of twenty stations managed by Network Rail, comprising some of Britain's busiest and biggest stations. Prior to Covid, over 11 million passengers passed through the station each year. As of July 2022, passenger demand is around 80% of pre-Covid levels, and anticipated to grow in future.

The station is situated at the eastern edge of Bristol City Centre, nestled between the River Avon New Cut and the Floating Harbour, with the railway extending north and south on viaducts and bridges over the two watercourses. There are two main entrances: the Station Approach Entrance (also referred to as the Digby Wyatt buildings) accessed via a ramp from the south west, and the northern entrance, accessed via the Friary and Temple Quay estate.

The key components of the existing station complex and its immediate surroundings are shown in Figure 4949.

### 5.2.2 Area history

The station has experienced numerous iterations since its original inception, briefly summarised below:

**1830s:** Brunel selected the site for his terminus station on what was then largely undeveloped land.

**1840-1845:** Construction of the 'Brunel Station', the terminus of Brunel's Great Western Railway from London. This included

the offices fronting Temple Gate, the Carriage Shed and the Passenger Shed. Construction of the separate Bristol & Exeter Station and Goods Shed.

**1852:** Construction of Bristol & Exeter House

**1860s:** Construction of the Harbour Railway and viaduct, linking the station to Bristol City Centre.

**1871-1878:** Construction of Matthew Digby Watt's Joint Station which includes the present day main entrance and forecourt buildings on either side, approached via a ramp. Construction of the Midland Shed, an extension of Brunel's Passenger Shed. Construction of the Main Shed, an arched truss roof over the through platforms. Demolition of the Bristol & Exeter Station.

**1930-1935:** The Culverhouse extension, creating additional platforms east of the Main Shed and the replacement of an original footbridge with a subway linking all platforms. Construction of Collett House.

**1965-1982:** Closure of the platforms in the Midland and Brunel sheds. Demolition of the Goods Shed and Harbour Railway, to be replaced with a signal box and surface car parking.

For more information on the history of the station and surrounding area, refer to the Bristol Temple Meads Conservation and Asset Management Strategy, listed in Appendix A.



Figure 48 Historic map (1930) © Groundsure

### 5.2.3 Heritage assets and significance

Bristol Temple Meads is a complex of station buildings of the highest national significance, comprising:

- Grade I listed Bristol Old Station, including the original Brunel station of 1839-41 (list entry no. 1209622)
- Grade I listed 'Temple Meads Station', including the Digby Wyatt Joint Station of 1865-78, the Main Shed and the Culverhouse Extension of 1930-35 (list entry no. 1282106)

In addition, the nearby Bristol & Exeter House is Grade II\* listed (list entry no. 1209608).

Within these buildings there are smaller components of varying significance, as outlined in the BTM Conservation & Asset Management Strategy (Alan Baxter, 2013).

The historic character of the station should be used as a positive force in the development and implementation of this masterplan, helping to create a successful future identity that draws on the site's past, its character and distinctive sense of place. Proposals to address the station's operational and capacity shortcomings should avoid or minimise harm to the historic significance of the site and, wherever possible, enhance appreciation of it.

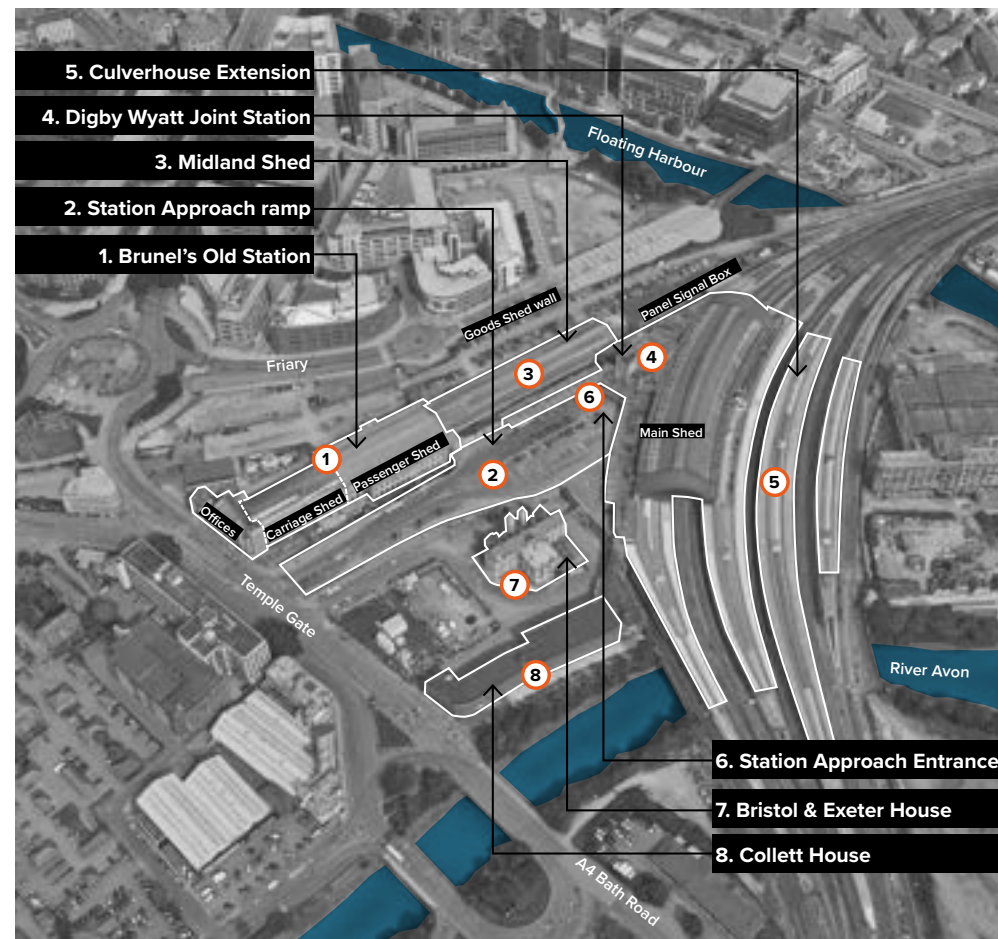


Figure 49 Bristol Temple Meads station overview

#### 5.2.4 Buildings condition

The station buildings have undergone several refurbishment projects, including the Station Regeneration Project in 1998 which included stonework repair and renewal. However, the building structures, fabric and finishes are in varying condition. Most notably:

- The Midland Shed is in poor condition. The roof was re-clad in 1986. Network Rail are developing a proposal to refurbish the roof by the end of March 2024 (subject to funding).
- The currently unoccupied Midland Shed rooms, located on the Midland Shed side of the forecourt, are in very poor condition. Network Rail are progressing a scheme to redevelop these rooms for retail and passenger toilets by March 2024.
- The Main Shed roof is currently being refurbished and is anticipated to complete by March 2024.
- Since Network Rail acquired the Passenger Shed in March 2020, it has been extensively surveyed with the drainage guttering requiring significant rectification work.
- Current leaking platform canopies are to be repaired as part of the Main Shed roof refurbishment project.

#### 5.2.5 Proposed development context

##### Site allocations

Bristol Temple Meads station is within Bristol City Centre and the Bristol Central Area Plan. It is part of the Bristol Temple Quarter Enterprise Zone, designated as a key area in the Bristol Central Area Plan (Policy BCAP35) and covered by the BTQEZ Spatial Framework.

#### Approved developments

Bristol Temple Meads and the surrounding rail network are undergoing a sustained programme of investment to enhance capacity, reliability and passenger experience.

Committed schemes at the station include:

- Bristol East Junction Remodelling (now complete)
- Station Main Shed Roof Refurbishment and Station Rewire (to be completed by March 2024)
- Construction of a new Eastern Entrance

Additional railway schemes planned for the wider network include:

- MetroWest, including re-opening of the lines to Portishead and Henbury and increased services to Severn Beach
- Bristol West Junction track renewal
- An aspiration to remove the signal box at Temple Meads and relocate its functionality, not yet committed

#### Recently completed developments

Several passenger enhancements have recently been completed, with more planned across the station. Passenger toilets have been refurbished in the subway, as have the disabled toilets on platforms 3 and 13. The long-disused toilets on platform 10/12 were also refurbished and reopened in late Spring 2022. Accessibility has been improved with the installation of platform edge tactiles across all platforms. There are further plans to reduce the number of slips and

falls on platform 3's terrazzo paving with resurfacing works to start once the temporary scaffolding for the Main Shed Roof Refurbishment is complete. Further surface improvements will complete across the station by Spring 2023. The introduction of a one-way passenger flow system on the platform 3 staircase and subway has greatly improved circulation, especially at peak times. Finally, a new Help Desk will be opening within the former station travel centre in late 2022. This facility will include a fully accessible counter with a hearing induction loop and automatic doors, further making the station more inclusive to all passengers.

#### 5.2.6 Land ownership

Bristol Temple Meads station is owned by Network Rail. However, it is worth noting that Network Rail-owned land surrounding the station is limited, with most areas falling under the ownership of other parties.

The Brunel Station and Offices are owned by Bristol City Council, whilst the The Passenger Shed and Engine Shed were acquired by Network Rail in March 2020.

The Bristol & Exeter House and surrounding yard, Collett House and Skanska site are currently in private ownership, whilst Network Rail have agreements to access the arches beneath the forecourt (British Transport Police area) for servicing the station and trains. Some spaces are let for commercial uses.

### 5.2.7 Rail capacity

#### Tracks and platforms

The current station has 14 platforms ranging in length from 96m to 295m, as well as two non-platformed through lines and a number of sidings which remain in frequent use.

The station was fully resignalled as part of the Bristol Area Signalling Renewal & Enhancement (BASRE) project, completed in 2019, which included the introduction of mid-platform signals.

The electrification of the Great Western Main Line and the implementation of the Intercity Express Programme (IEP) in December 2019 reduced journey times between Bristol and London to 1 hour 20 minutes.

#### Planned service improvements

Bristol Temple Meads Station has seen significant increase in train services in the last ten years.

The Western Route Study (2015) set out the strategic vision for the future of the rail system in the west of England up to 2043. The dominant issue identified within the study is the need to provide sufficient capacity in the peak periods for key centres such as Bristol. It recognises the difficulties of seasonal variation in demand, station capacity requirements for pedestrian throughput and the need to improve resilience of the railway in order to maintain connectivity. The strategy identifies future opportunities for improving capacity, connectivity, journey times and optimising the delivery of interventions to achieve the best industry cost.

The Western Route Study includes a range of projects to be implemented across that timescale. Incremental improvements in frequency and journey time are projected to continue in the coming years, as set out in the Indicative Train Service Specifications (ITSS). The total number of passenger services was anticipated to progressively increase from 14 to 22 per hour, mostly made up of additional terminating Bristol Suburban, Welsh Inter-regional and London Intercity services.

Substantial improvements to local services are planned through the MetroWest train network which will reopen the lines to Portishead and Henbury and provide increased services to Severn Beach. This will provide a significant increase in rail capacity within the Greater Bristol area to help serve the city and the Temple Quarter.

Current forecasting suggests passenger revenue returning to pre-pandemic levels by the mid-2020s. Rail patronage on the Western route has shown a strong recovery, with station footfall at some stations already exceeding pre-pandemic levels. There is therefore every reason to expect that passenger numbers and associated levels of train service will still reach the levels previously envisaged in the 2015 Western Route Study.



#### Drivers for change

The forecast increase in train services will significantly alter the nature of station operations, with Temple Meads' principal focus moving towards that of a terminating point for services, while maintaining a lesser number of through and reversing services. Considering this shift in focus, the continued efficacy of the current double-length platforms is likely to be reduced, and some level of intervention/re-modelling can be anticipated.

### 5.2.8 Passenger capacity

#### Passenger growth

Passenger numbers at Bristol Temple Meads have grown significantly over the last few years from about 7.5 million in 2008 to over 11 million entries and exits in 2018-19. Growth is projected to be 6% per annum up to 2023 followed by 3.2% between 2024 and 2043, as forecast by Network Rail Economic Analysts using the Passenger Demand Forecasting Handbook (Rail Delivery Group, 2018).

Passenger growth at Bristol Temple Meads is due to a combination of factors including population growth and economic growth in the city. In addition, the cost of private car travel and highway congestion are inducing modal shift, supported by a positive feedback loop of rail investment to increase the capacity and convenience of train travel in the region.

#### Internal station circulation routes

The station is currently served by a single passenger circulation route between the platforms in the form of the 9m wide passenger subway, which runs around 4.5m below platform level. Two sets of stairs and one passenger lift connect from the subway up to each island platform.

The existing platform stairs are all 3m wide, with the exception of the platform 13/15 stairs which are only 2.75m wide. All staircases have a central handrail and are kinked around mid-height landings to avoid lift shaft and structural foundations.

Within the station, two new gatelines were brought into operation in December 2018: one adjacent to Bonapartes Cafe and another providing access through the Queen Anne Gate. These have been successful in encouraging

greater use of the second (southern) staircase from the subway to Platform 3, and in alleviating flow through the existing gateline and ticket hall.

#### Congestion

The station experiences frequently congested passenger flow, particularly due to the high volume of passengers alighting from individual trains in the peak hours. This is exacerbated by non-central train stopping positions which bias passenger flows towards a single platform staircase, whilst the other stairs are largely unused.

By contrast, entry/boarder flows are more dispersed and do not usually cause congestion issues, although it can be difficult to access the platforms via the subway against the predominant flow of alighters.

This study has undertaken dynamic passenger modelling to better understand the internal circulation at Bristol Temple Meads. It was confirmed that the arrival flows exiting the station in the AM peak present the principal operational challenge.

This modelling identified various non-compliances with the Station Capacity Planning Guidance (Network Rail, 2016). In particular, the stairs to/from all platforms have inadequate capacity. As a result, the platforms suffer significant congestion around the top of the stairs leading down to the subway. The inadequate width of the stairs up to platforms 3/4 also causes congestion in the subway. This can be worsened by the simultaneous arrival of a train on platforms 1, 3 and 4 with high numbers of interchanging passengers creating counterflow surges on these stairs and crowding in the subway.

### Accessibility

The high volume of passenger flows reduces accessibility for passengers with reduced mobility, other disabilities and encumbered passengers. For example, the platform 3/4 lifts are directly adjacent to the top of the subway stairs which can make access difficult during peak flows.

### Passenger safety

Bristol Temple Meads has the highest rate of public and passenger accidents of Network Rail's managed stations, with an average of 12.74 accidents per 100,000 footfall between April 2017 and March 2019 (Network Rail, 2019). The majority of those accidents will be slips trips and falls, and it is typically on stairs where most such incidents occur. It is acknowledged by Network Rail that crowding on stairs is a contributory factor leading to these incidents. Thus, alleviating crowding by enhanced provision for safe passenger movement, or by other control measures, should be a priority and may support a case for early intervention in critical locations.

### Looking forward

As outlined above, the current stairs and subway link is non-compliant with the Station Capacity Planning Guidance and poses a risk to passenger safety.

Dynamic passenger modelling has been undertaken to explore how an un-enhanced station would cope with forecast passenger growth and additional train services to 2025. Prior to Covid, the subway and stairs down into it were seriously congested. Recovery towards these demand levels will cause the congestion to return and further growth will

worsen it. In addition, the platform areas around the top of the undersized stairs will experience increasingly severe queuing, extending out towards the platform edges.

To relieve congestion and accommodate increased demand from additional train services, more circulation capacity would be required. This would enable passengers to leave the platforms and then the station quickly and comfortably. Given existing levels of platform congestion, the modelling also makes it clear that the existing stairs cannot be safely widened whilst maintaining the full operation of the station. In light of this, it is concluded that it will be necessary to provide an additional platform access route (i.e. a new subway or bridge) at the earliest opportunity.



### Drivers for change

The key driver for action is the worsening situation on station platforms which will continue to deteriorate. These present significant risks to passenger safety and have a negative impact on passenger experience and accessibility.

### 5.2.9 Passenger experience and facilities

84 years on from its last significant upgrade, the station is currently out of step with expectations of the 21<sup>st</sup> Century rail passenger. Station facilities are a key component of passenger experience and a recurring theme in satisfaction ratings. At Bristol Temple Meads there are several inadequate or absent passenger facilities which hinder overall passenger experience.

In May 2018, Bristol Temple Meads was ranked as 41<sup>st</sup> in the country for passenger satisfaction, with an overall rating of 81% (Transport Focus, 2018). However, in January 2020 it was announced that this had increased to 83%, the biggest improvement of any Network Rail managed station in the country (Network Rail, 2020). This reflects high investment in Western Route over the last five years. Network Rail's route managing director for Western noted that, *“Although these results are encouraging, we recognise that there is still a lot more that can be done to make the railway more reliable and better for everyone that uses this vital public service.”*

#### Toilets

The station is served by a single set of passenger toilets located in the subway which have inadequate capacity and are in poor condition. The station has no toilets on platforms.

#### Waiting Rooms

The station has limited platform waiting rooms: one on platforms 5/7 and another on platforms 13/15. In addition, there is a small waiting room inside the ticket office.

#### Canopies

The platforms canopies stop short of train car lengths on most platforms and leak during rainfall.

#### Platforms

Platforms have several non-compliances with design standards, including:

- Inconsistent tactile paving and danger area (yellow line) markings at platform edges
- High stepping distances between platform and trains, particularly those with high curvature
- Poor slip-resistance of floors, particularly platforms 3/4, and slip and trip hazards

#### Obstructed progress

Subway congestion is one of the most common complaints in passenger satisfaction surveys due to inadequate capacity of circulation routes, as outlined above.

#### Wayfinding and onward travel

The station suffers from poor and inconsistent wayfinding signage, particularly the interface between the rail and external environment for onward travel. In addition, there is inadequate provision of disabled parking spaces and non-compliant access routes from these spaces to the platforms.

Issues related to wayfinding and onward travel are explored in more detail in Chapter 6 City Gateway.

#### Accessibility and inclusivity

There are 13.9 million people with disabilities in the UK and inaccessible public infrastructure is a factor in social exclusion. Many of the known issues at Bristol Temple Meads are non-compliant with the Design Standards for Accessible Railway Stations (DfT, March 2015) and dissuade people from choosing to travel by train.

It should be noted that the impact of poor infrastructure and facilities is not confined to people with disabilities. A truly inclusive station recognises the intersection with other protected characteristics under the Equality Act 2010, such as age, pregnancy and religion. This approach goes beyond accessibility to considerations such as security and staffing, which disproportionately affect a range of social groups.

### Living Stations

The Tomorrow's Living Station publication (Network Rail, 2019) highlights the role of train stations within their wider context and the communities they serve. It notes that stations should recognise the value of people's time, the value of health and wellbeing and the quality of transactions. This document proposes three responses to future challenges:

1. Stations as the centre of movement of people
2. Stations supporting inclusive growth
3. Stations as the heart of a health community

These all highlight that the role of stations is larger than simply train services, and re-emphasises the need for 'internal' works to be holistically designed in tandem with 'external' works, as outlined in Chapter 6, to meet the challenges of tomorrow.



### Drivers for change

When altering stations, it is Network Rail's responsibility to identify any potential negative impacts on people with protected characteristics and mitigate these wherever possible and practical by reasonable adjustments.

The opportunities presented in this masterplan present a clear driver to improve the accessibility, inclusivity and overall passenger experience at Bristol Temple Meads.

## 5.3 Constraints and opportunities summary

The principal constraints at Bristol Temple Meads are related to the existing station and its continued operation. Bristol Temple Meads is a gateway to the city and an important interchange to the South West and Wales. Minimising disruption to rail operation during construction is a significant factor when considering the feasibility of different solutions. The station is also an iconic, Grade I listed asset, providing opportunities to refurbish and repurpose the historic architecture, but also places constraints on designing sensitive alterations.

From the preceding analysis, Bristol Temple Meads station offers significant opportunities for physical interventions that will encourage and accommodate high growth in railway travel. This includes capacity for new train services and passenger flow throughout the station, as well as overdue improvements to accessibility and user facilities.



## 5.4 Guiding principles

Opportunities and recommendations for application of the five guiding principles to achieve placemaking outcomes in Bristol Temple Meads.



### Integrated and Connected

Our vision for Bristol Temple Meads is to deliver a modern, safe and efficient station, with improvements that celebrate its unique heritage. This will be complemented by a revitalised multi-modal interchange in the surrounding area, providing a seamless interface between train travel and other modes. The station capacity will be expanded to accommodate growing numbers of passengers and rail services. The success of these upgrades will be demonstrated through safe and compliant circulation routes and an improved National Rail Passenger Survey score. The station will be easily navigated and accessible for all, including wider routes between the platforms, enhanced step-free access and intuitive wayfinding for those entering/exiting and interchanging. Best practice and compliance with standards will be followed throughout to achieve a step-change at the station.



### Inclusive Economic Growth

Efficient and reliable transport infrastructure is a key component of economic development, and Bristol Temple Meads will continue to serve economic growth in Bristol and the wider West of England. Substantial improvements to station capacity will make Bristol more accessible for businesses, visitors, tourists and leisure travellers alike. Renewal of the Northern Entrance will cement the relationship between the station, the Enterprise Zone and the City Centre. Similarly, a new Eastern Entrance and Southern Gateway will play an important role in reorienting the station towards the south, acting as a catalyst for future development in this direction. Recognising the importance of continued operation, no 'big bang' scheme will be promoted that risks significant disruption or failure. Instead, intelligent phasing will be employed to introduce incremental improvements when necessary.



### Quality places

84 years on from its last significant upgrade, the station is currently out of step with the expectations of the 21st century rail passenger. Bristol Temple Meads will be reimagined as a gateway station which celebrates its rich history and heritage whilst delivering required capacity. Opportunities will be grasped to enhance passenger experience by improving passenger facilities, such as toilets, waiting rooms, ticket purchasing and assistance. All of these improvements will be designed with sensitivity to the historic station spaces and architecture. In addition, servicing and maintenance of the station will be integrated into the masterplan to ensure smooth operation for years to come.



### Quality spaces

The journey through Bristol Temple Meads will create a true sense of arrival in the city. A clear hierarchy of public spaces around the station will utilise landscaping, intuitive wayfinding and open space to give passengers a chance to dwell and make decisions. The Northern Entrance presents an opportunity for a new terrace, complemented by the nearby Goods Yard development and opportunities on the Friary. The interface between these three spaces will be designed for integration and permeability, while maintaining a distinct crossing point between the city environment and the station environment. Similarly, the new Eastern Entrance and renewed Station Approach will each provide space to breathe and improve the setting of the historic station.



### Vibrant and Creative Communities

Bristol Temple Meads will continue to be an important part of Bristol's heritage and a transport interchange that quietly enables a vibrant city. A programme of station improvements will be aligned with wider network aspirations to provide rail access to poorly served communities, such as lines to Portishead and Henbury, as well as further south and into Wales. The new Eastern Entrance and Southern Gateway will shift the orientation of the station, currently perceived as a physical barrier by communities in south and east Bristol. Accessible, inclusive design will be employed to raise the profile of rail travel for all.

## 5.5 Bristol Temple Meads station masterplan

This masterplan for Bristol Temple Meads station identifies feasible approaches for the future development of the station, fulfilling the requirements and needs for rail service capacity, passenger capacity and station facilities. These are complemented by proposed improvements to the surrounding transport interchange, presented in Chapter 6 City Gateway.

In order to deliver the vision for Bristol Temple Meads Station, a series of improvements have been proposed. Following guidance from Network Rail, these have been grouped into the following packages, each with their own funding and delivery mechanism.

- Package 1a: Platform Improvement Works
- Package 1b: West Junction Remodelling
- Package 2: Circulation Enhancements 0
- Package 3: Circulation Enhancements 1
- Package 4: New Platforms 0/1

The proposed interventions have been developed as part of an extensive feasibility study against the ITSS for the station. Solutions have emerged in response to the constraints and opportunities at the station, including heritage considerations and potential phasing of delivery.

A summary of the proposed phasing for these interventions, together with other planned schemes and interdependencies, is presented in Section 5.6.

### 5.5.1 Package 1a: Platform improvement works

This package comprises platform improvements, canopy alterations and passenger facility improvement. This would improve compliance with the Design Standards for Accessible Railway Stations (DfT, 2015). In addition, signal moves are proposed to improve operational flexibility.

#### Platform improvements

Tactile paving will be provided along the full length of platforms 3, 4, 5, 6, 7, 8, 9, 10, 11 and 12. Measures to address large stepping distances between platforms and trains and to improve poor slip resistance of some platform and circulation surfaces will also be explored during the further development of the schemes.

#### Canopy alterations

Platform canopies could be extended to cover the full length of platforms 3, 4, 8/10 and 9/11. Platforms 13/15 will be addressed in Package 2.

#### Passenger facilities

New passenger toilets and waiting rooms could be provided at the southern end of platforms 4, 6/8 and 10/12.

#### Signal alterations

Two platform signal moves are proposed to optimise operational flexibility in anticipation of longer trains.

- The movement of mid-platform 3/4 signal by approximately 37m in the UP direction
- The movement of platform 8 end signal by approximately 13m in the DOWN direction

It is not expected that the physical length of the platform islands would need to be extended in relation to this enhancement.

### 5.5.2 Package 1b: West Junction remodelling

This package comprises track and signalling works to remodel Bristol West Junction on the approach to the station. This would improve rail capacity and operational flexibility.

#### Track and signal alterations

Modest track layout changes are proposed to reintroduce through-running to Platform 13, and to provide additional down relief and down through lines through Bristol West Junction to Bedminster. This would include reconfiguration of the Old West Carriage Line and West Carriage Washing Sidings into extended down through and additional down relief lines through to the west of Bedminster station. This includes partial realignment and re-gauging to Platforms 13/15. These track modifications could potentially be undertaken in conjunction with Package 2.

It is understood that a similar remodelling scheme is proposed as a freight service loop, as part of the MetroWest Phase 1b scheme for the reintroduction of train services between Portishead and Bristol Temple Meads, and the proposed configuration for passenger service use should either be provided for, or safeguarded, within these works.



Figure 50 Feasible platform improvement works

**Key**

- Main Shed roof
- Existing platform canopy
- New platform canopy extension
- New platform waiting rooms

### 5.5.3 Package 2: Platform 13/15 circulation enhancements

This package is focused on widening platforms 13/15, including associated track works and extension and widening of the platform canopy. This would improve passenger flow capacity, passenger experience and is a key enabling scheme to facilitate introduction of a new internal bridge or widening of the stairs to this platform (Package 3).

#### Platform widening

Platform 13/15 could be widened to increase its passenger flow capacity. It is currently too narrow to accommodate stairs and lifts for the introduction of a new internal circulation route. These works would include realignment of the platform edges and tracks on the eastern side, and will require the acquisition of a small area of the Temple Island development site to accommodate the new track alignment.

#### Canopy alterations

Platform canopies on platforms 13/15 could be extended to cover their full length, improving passenger experience.

### 5.5.4 Package 3: Wider platform circulation enhancements

The package is focussed on improvements to internal passenger circulation capacity. This would improve passenger experience, accessibility and safety.

There are several feasible solutions for internal circulation, including a new footbridge or subway. These solutions are subject to further optioneering and development to optimise to both passenger flows and heritage impacts, including:

- Specific location and sizing
- Structural, architectural and construction approaches
- Connectivity to northern entrance via forecourt buildings
- Platform vertical circulation provisions, size and locations
- Phasing and continuous safe station operation
- Refinement of heritage impacts and mitigations in relation to:
  - Key views and settings
  - Interfaces with main train shed walls and forecourt buildings
  - Interfaces with platform canopies
  - Impact on platform buildings and structures

It is envisaged that these issues will be considered and refined during later stages of design, including addressing and resolving heritage issues and concerns.

For illustrative purposes, a potential new internal bridge is shown in this chapter as one feasible solution that could improve internal circulation.

Figure 51 Station improvements illustrative concept



**Key**

- ① Bristol West Junction remodelling
- ② Platform 13/15 widened to accommodate new stairs
- ③ Potential new internal footbridge
- ④ Existing subway enhancements (stairs widening)
- ⑤ Potential walkway from footbridge through station retail and ticket hall
- ⑥ Signal box removal
- ⑦ Platform 1 extended and new Platform 0

### New internal circulation route

Following an extensive optioneering and feasibility assessment process, a single passenger bridge positioned within the Main Shed could be installed which would operate in combination with the existing passenger subway to provide capacity for passenger growth. Alternative feasible solutions to improve circulation include a new or repurposed subway. However, this choice will not be confirmed before the conclusion of more detailed study at GRIP 3.

Passenger flow and wayfinding are two important influences on the location of a new circulation route. The current passenger subway and stairs concentrate flows in the centre of the platforms. The preferred location of a new route between platforms should seek to relieve the existing passenger subway and simplify and assist intuitive wayfinding for alighting passengers.

A potential new footbridge arrangement could offer an enhanced passenger experience with elevated views from within the station. The choice of location would present options for the main access stairs from the concourse, including within existing buildings. Alternatively, a new or repurposed subway may be selected to improve passenger circulation. The preferred solution should provide a direct and intuitive connection while minimising negative visual impacts in and around the Main Shed. This should be reviewed in conjunction with the full station circulation opportunities at GRIP 3.

### Enhancing the existing subway

Some of the platform stairways to the existing passenger subway would also need to be widened to accommodate 2043 passenger flows, in addition to a new footbridge. Given the current levels of congestion, the new circulation route would need to be in place before these works to relieve the load on the existing stairs. Canopies and other platform facilities would be reinstated to the extent that this is possible around the new circulation infrastructure and routes.

### Platform 3 subway stairs

Significant congestion is experienced on the stairs leading to Platform 3, which acts as the primary route for all passengers into the passenger subway. This platform poses a potentially challenging interface between a new footbridge and the existing subway stairs. At this early stage, three main options have been identified for the Platform 3 stairs:

- New, wider stairs to the subway behind the platform. This would require the extension of the existing subway through to the tunnels behind the existing stairs (used to access rail replacement buses when necessary) in conjunction with the construction of new stairs and a new lift shaft. It is worth noting that this subway extension would require the relocation of significant utility services, including major switch-room services and critical cable runs
- New, wider stairs on Platform 3 (current location)
- Additional stairs between the subway and Platform 3, while retaining the existing stairs

There may be opportunities to expedite enhanced subway stairs to alleviate the worst congestion as a standalone project. However, further work is required at GRIP 3 stage to assess the overall internal station circulation so that the footbridge and subway stairs are considered holistically, maximising opportunities and avoiding preclusion of future enhancements.

### Heritage implications

These circulation enhancements represent significant changes to the internal station environment.

The original circulation provision within the main train shed was via a footbridge, which was dismantled on construction of the central subway during the 1930s Culverhouse extension works. This provides a useful historical precedent for the reintroduction of a new bridge within the Grade I listed station. However a potential new bridge may be approximately twice the width of the original and in a different position, so would require careful design to ensure minimum impact on the station's heritage assets and historic setting.

The potential impacts of this to the forecourt elevation were raised by Historic England. Alternative potential solutions for internal circulation are presented in Figure 522. These options will need to be further refined at GRIP 3 to achieve an optimal balance both heritage and operational requirements before a preferred option is selected.

**Package 4: Platform Improvement Works**

This package comprises the construction of a new platform 0 and extension of platform 1. This would improve capacity for rail services and operational flexibility.

**Signal box removal**

These platform works are contingent upon the removal of the adjacent signal box. This project is being considered by Network Rail in order to remove the signal box at an earlier phase. As such the removal of the signal box is not included in this package, but is an essential part of these capacity improvements. This will also influence the new Northern Entrance, explored in Chapter 6.

**Platform extensions**

Platform 1 will be lengthened to accommodate 6-car trains and a new platform 0 will be introduced, also 6-cars length. There are opportunities for these platforms to be longer by extending into the Midland Shed, though use of these platforms for longer trains would generate additional conflicting moves. These will both terminate 25m short of the concourse area within the extended Midland Shed. A new canopy extension is proposed to cover these platforms, with new gatelines to the new concourse.

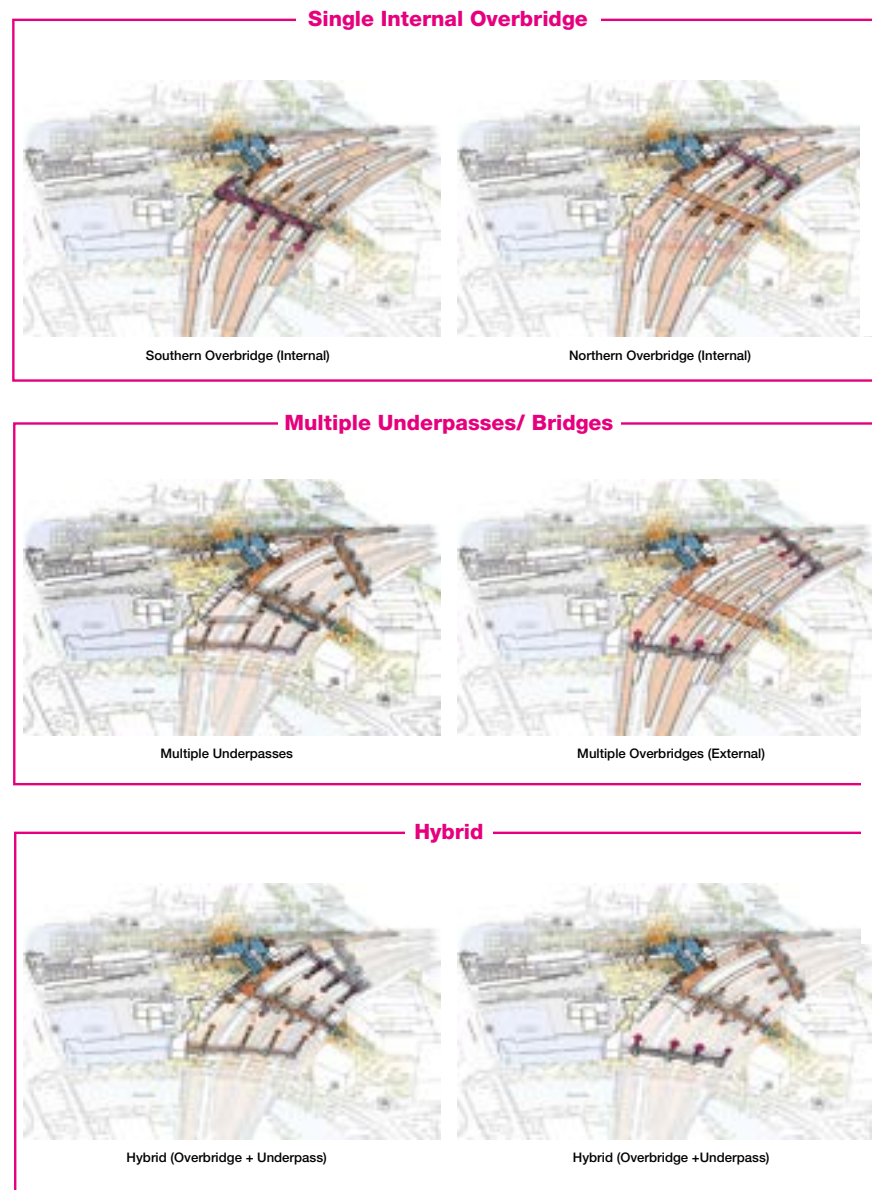


Figure 52 Station internal circulation options

### 5.5.5 Ticket hall modifications

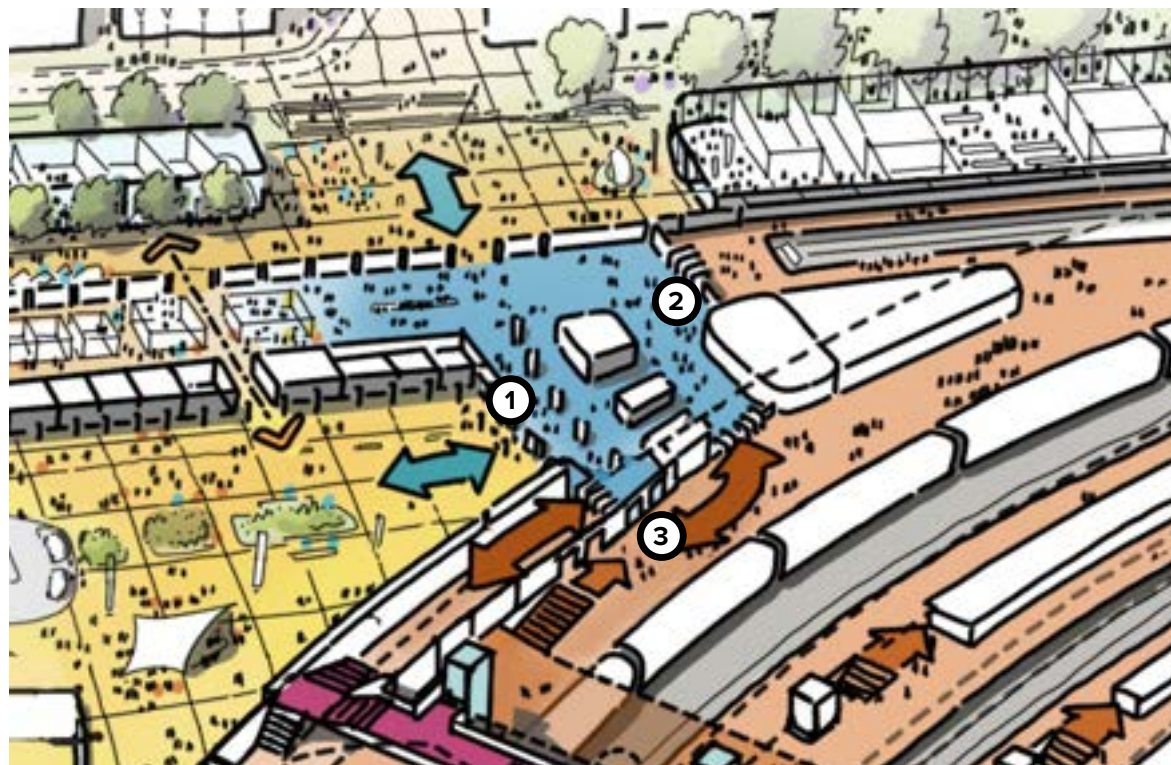
Ticket hall modifications are proposed to improve passenger flow and connection to the platforms as part of a renewed concourse. These would open up the existing building and provide a high quality passenger experience through the Grade I listed station structure.

It is proposed that Bonapartes Alley could be opened up to improve access and capacity to the platforms. Bay platforms 0 and 1 would be positioned far enough north to safeguard this route. This also introduces opportunities for retail or a lounge in Bonapartes

An illustrative concept of the new ticket hall layout is presented in Figure 533.

Further work is required at the GRIP 3 stage of design to determine the position of gatelines inside this hall. The final layout should seek to maximise intuitive wayfinding, flexibility during peak and perturbed scenarios, and connectivity with new vertical circulation options presented in the packages above. This could potentially include closure of the Queen Anne Gate exit.

This is also dependent on decisions around the Northern Entrance, the Midland Shed and the Station Approach entrance, particularly which doors are used for main access routes, how the station will be secured out of hours, and how the floor level challenges are to be overcome. These are explored in more detail Chapter 6.



#### Key

- ① Clock tower passage    ② Bonapartes Alley    ③ Realigned gatelines

Figure 53 Ticket hall modifications illustrative concept

## 5.6 Making it happen

This section presents a set of strategic considerations and objectives to inform the next steps for the City Gateway. These recommendations have been developed in response to the constraints and opportunities (Section 5.3) and the financial modelling undertaken as part of this study.

### 5.6.1 Infrastructure costs

Indicative costs for the main components of the Bristol Temple Meads Station masterplan are outlined below.

Item	Total cost
Package 1a: Platform improvement works	£20-25m
Package 1b: West Junction Remodelling	£20-25m
Package 2: Platforms 13/15 Circulation Enhancements	£35-40m
Package 3: Wider circulation Enhancements	£35-40m
<ul style="list-style-type: none"> <li>• Internal footbridge</li> <li>• Subway enhancements</li> </ul>	£10-15m (incl. Plat. 3 stairs) £10-15m
<ul style="list-style-type: none"> <li>• Alternative Platform 3 access to subway</li> </ul>	£10-15m
Package 4: New Platforms 0/1	£25-30m

All costs are to Q4 2019 base rate, not including any inflation to the anticipated mid-point of construction. They include an uplift factor of 40% applied for risk in accordance with the Network Rail Cost Planning Procedure Document, June 2019.

### 5.6.2 Delivery strategy

The delivery of the station enhancement projects is best suited to Network Rail working independently. Conversation with Network Rail in developing this study has established that Network Rail could be the sole sponsor and delivery client for the core internal station works as Bristol Temple Meads is a major, directly managed station and maintaining a safe, operational station is imperative.

As the delivery client, it is assumed that Network Rail will take on development, interface and construction risks for the core station works described above. The funding arrangements for these core station works is to be determined, although the scenario modelled assumes core station works will be funded by the DfT's rail network enhancements pipeline (RNEP).

### 5.6.3 Planning conformity and strategy

As a Statutory Undertaker, Network Rail benefits from deemed consent ("Permitted Development") for certain types of work to its rail infrastructure. Many of the proposed interventions identified in the Masterplan, such as platform improvement works, track and signalling works and concourse enhancements, are likely to benefit from permitted development rights.

Development that falls outside the permitted development regulations is likely to require planning permission, including works involving the reconstruction or alteration of a building or structure where its design or external appearance would be materially affected. Any planning applications would be assessed in the context of the adopted and emerging Local Plan policies. The principle of the works at Bristol Temple Meads is supported by the adopted Local Plan, in particular,

Core Strategy policy BCS2 (City Centre) and policy BCAP35 (Bristol Temple Quarter) which supports the enhancement of the station.

Whilst works may not require an application for planning permission, Listed Building Consent (LBC) is likely to be required. The requirement for LBC applies to any works for the 'demolition of a listed building, or for its alteration or extension in any manner which would affect its character as a building of special architectural or historical interest'.

Works affecting Listed buildings and structures must be carefully considered. Individually, phases of works may be acceptable in terms of their impact on Listed buildings or structures, but cumulatively the end result of the completed project will need to be taken into account.

#### 5.6.4 Prioritised list of projects

The following projects and activities have been identified as high priority for the next few years to progress the Bristol Temple Meads Station masterplan. These have been selected based on the outcomes they would enable, their benefit cost ratio and deliverability considerations. It is recognised that the exact parcelling of projects and sequence of delivery may change as the project continues to develop, thus a list of known dependencies is presented in the following section.

This list excludes interfacing projects that are subject to their own process but makes reference to them where they introduce a significant interface. Routine asset management and maintenance projects have been excluded from this list.

## Station interventions – design and business case 2020-2021

1. Network Rail Capital Delivery review these proposals and identify strategic priorities in the context of the national infrastructure programme
2. Produce design brief(s) for station packages, including Contract Requirements (Technical):
  - Package 1a: Platform improvement works
  - Package 1b: West junction remodelling
  - Package 2: Circulation enhancements 0
  - Package 3: Circulation enhancements 1
  - Package 4: New platforms 0/1
3. Prepare design programme for station packages
4. Procure designer(s)
5. Further refine the demand forecasts and train timetables to inform the design
6. Develop GRIP 3 designs, including the internal station circulation, implications for stairs positioning on Platform 3 and the ticket hall modifications. This should include engagement with stakeholders such as Historic England
7. Refine WebTAG appraisal to Stages 2 and 3
8. Submit RNEP applications to the Department for Transport
9. Continue to GRIP 4 design and construction

## Additional enablers 2020-2025

1. Create a coordinated Project Management Office (or equivalent) to manage the numerous schemes in/around the station
2. Produce an integrated programme of all planned rail schemes, including:
  - Bristol East Junction Remodelling
  - Station Roof Renewal and Rewire
  - New Eastern Entrance
  - MetroWest
  - Bristol West signalling renewals
  - Signal box removal and relocation of its functionality
  - Electrification of the railway
  - Packages of station works outlined in this masterplan
3. Identify and implement measures to manage customer experience and safety in the meantime, such as peak passenger flows on platforms
4. Continue to quantify and develop station servicing requirements, in liaison with stakeholders, throughout the design process

### 5.6.5 Phasing dependencies

Key phasing dependencies and considerations for the development of the Bristol Temple Meads station masterplan are as follows:

- Platforms 13/15 must be widened (Package 2) before new stairs or lifts to a new footbridge or widened stairs to the existing subway could be installed on this platform (Package 3)
- The existing signal box and its associated buildings and services must be removed and its functionality relocated elsewhere before the new platform 0/1 works can begin
- The enhancements to the passenger subway may not be possible to undertake until an alternative means of circulation between the platforms has been installed, as proposed by the new internal footbridge. This is due to the already high levels of congestion which could present a significant safety hazard if stair widths were temporarily restricted. Further work is required to understand this dependency in more detail.
- It is likely that projects will be timed to coincide with other planned blockades to minimise disruption to the railway, similar to that planned for the East Junction Remodelling and new Eastern Entrance in 2021

### 5.6.6 Phasing strategy

An indicative programme has been produced to illustrate the potential sequence of construction. Other planned projects which represent a significant interface have been included (shown using a lighter colour) with a current best estimate of their construction programme.

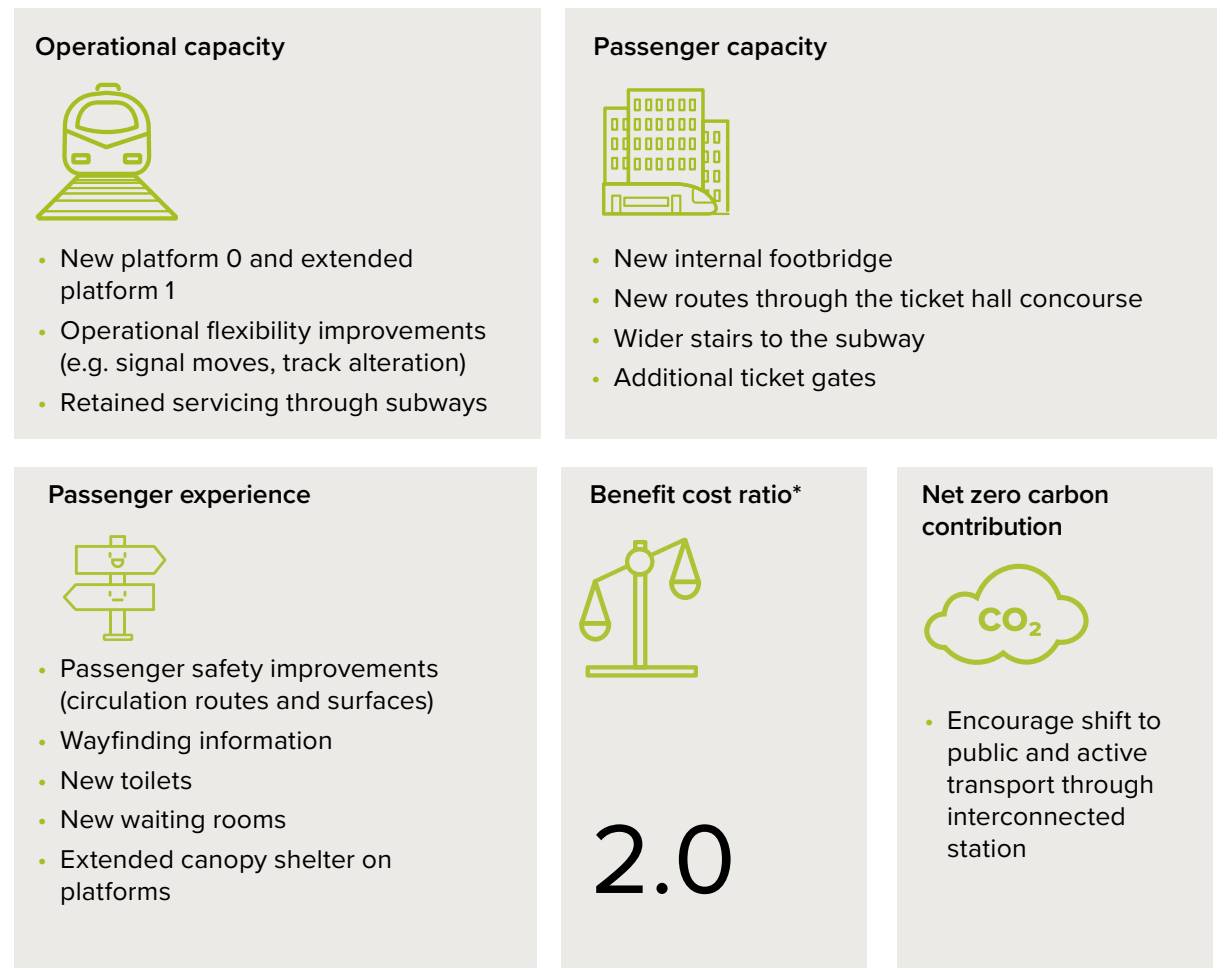
Plot Group	No of years	Construction period										
		2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
Eastern Entrance	2											
Station roof refurbishment and re-wire	3											
Midland Shed (Plot F), including ticket hall modifications	4											
Package 1a: Platform improvement works	2											
Package 1b: West Junction Remodelling	1											
Package 2: Circulation Enhancements (Platforms 13/15)	2											
Package 3: Circulation enhancements – internal footbridge	2											
Package 3: Circulation enhancements – subway enhancements and stairs	2											
Signal box removal	2											
Package 4: New platforms 0/1	2											

### 5.6.7 Key performance indicator outcomes

The adjacent figure summarises the outcome opportunities for the Bristol Temple Meads presented in this Masterplan. It should be noted that these are underpinned by several high-level assumptions that are considered reasonable and appropriate at this stage, but should be tested and refined through further studies and stages of design.

A positive BCR for transport user benefits has been identified for the station programme, which are likely to be publicly funded. This includes both the internal and external station works as they are considered to represent a combined programme of improvements.

Figure 54 Bristol Temple Meads key performance indicator outcomes



\*The BCR assessment considers the costs associated with funding the city gateway enabling public realm and station entrance enhancements. It takes into account the benefits associated with the facilitated development around the station in Goods Yard, Friary North and Mead Street discussed in subsequent chapters.



The background consists of a large, stylized 'X' shape formed by two thick green diagonal bands crossing at the center. The remaining space is white. The text '6 City Gateway' is positioned in the white area on the left side of the 'X'.

# **6 City Gateway**

## 6.1 Area statement



Figure 55 Aerial view of Bristol Temple Meads City Gateway

The vision is for Bristol Temple Meads to be a landmark gateway, a fitting welcome to the city of Bristol at the culmination of the Brunel Mile. By putting passenger experience first, the new gateway will offer best in class interchange facilities to enable accessible onward journeys to/from the station and address existing issues of capacity, movement conflicts, insufficient retail and safety. The gateway experience will support vibrant, transit-orientated development in the surrounding area, anchored by sustainable transport links, and contribute to Bristol's aims to be Zero Carbon by 2030.

Indicative Timeframe | Next 5 Years



Figure 56 Northern Entrance terrace illustrative view  
(Excluding potential Plot 6/Goods Yard developments)

## 6.2 Introduction

### 6.2.1 City Gateway today

Bristol Temple Meads City Gateway is the interface between the station and the city, representing the point of entry to the Bristol and the Temple Quarter Enterprise Zone.

In this study, the City Gateway is defined as public areas that are part of the immediate station precinct but outside the main Network Rail station building. This includes transport interchange components, movement routes and public realm – up to and including the station entrances.

The rail station sits at the centre of a multi-modal transport interchange and the converging point of several movement networks. Around the station are several spaces which are navigated by passengers to continue their onward journey, and others which have potential for future use. Key spaces are:

- ① **The Station Approach Entrance** – beneath the clock tower, facing west onto the Station Approach ramp and accessed via Temple Gate. This is currently considered the main station entrance. There is a small forecourt area, with the remainder of the ramp largely dominated by vehicular movements (buses, taxis, private car drop-off and parking).
- ② **The Northern Entrance** – access to the main ticket hall and Bonapartes Alley from the Friary/ Temple Quay and via the Midland Shed. The pedestrian route comprises two narrow ramps through an area of surface car parking in the former railway yard. Although the Northern Entrance is

considered a secondary entrance, data counts in April 2019 found that 65% of pedestrians enter/exit via this route.

- ③ **The Friary** – a highway which runs through the Temple Quay estate north of the station, accessed from Temple Gate and Temple Back East. This is set at a lower level than the station and slopes towards Temple Gate in the west. The Friary is unadopted (owned by Homes England) and includes 'shared space' between vehicles, cyclists and pedestrians outside the Northern Entrance. This area is also the converging point of the Brunel Mile and Bristol to Bath Railway Path.
- ④ **Temple Quay** – This area is predominantly commercial office space, with some hotels and residential. There is convenience retail along the Friary and a central square outside a pub. Plot 3 is part of this estate, currently vacant.
- ⑤ **The Friary North** – also referred to as Plot 6, explored in more detail in Chapter 7.
- ⑥ **The Midland Shed** – a 100m long, ex-train shed, most of which is now used for car parking, including vehicle access from the Station Approach ramp. Ticket machines have been installed at the north end of this shed.
- ⑦ **Temple Quarter Enterprise Campus** – the site of a former Royal Mail sorting office, this small island east of the station is bordered by the Floating Harbour and Cattle Market Road.

⑧ **Fish Dock/1-9 Bath Road** – located south of the station, across the River Avon. The Fish Dock is a Network Rail maintenance yard and track access point. 1-9 Bath Road is currently occupied by a vehicle repair garage (Kwik Fit) and a car hire company (Easi-drive). Access is via the A4 Bath Road in the outbound direction only, due to the Bath Bridge Roundabout 'gyratory' system.

These spaces are not well-integrated with one another and do not create a distinctive sense of place within the urban environment.

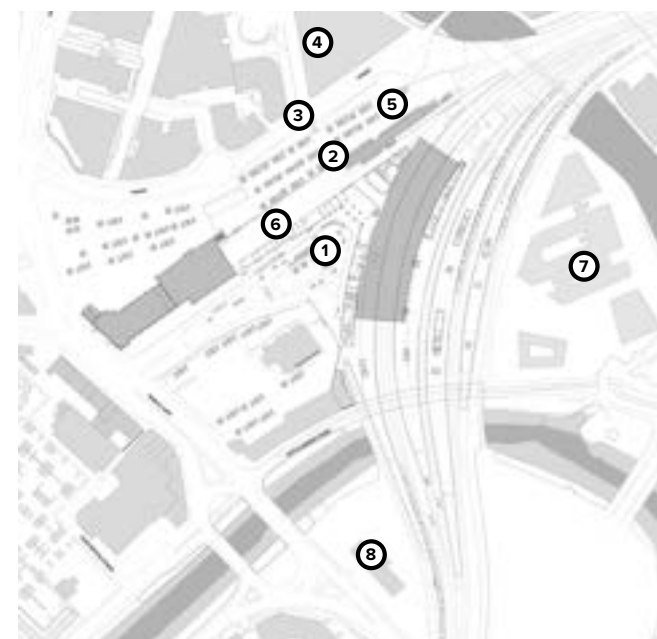


Figure 57 Bristol Temple Meads - key City Gateway spaces



Figure 58 Midland Shed illustrative view

### 6.2.2 Area history

As Bristol Temple Meads station has evolved since initial construction, its relationship with the spaces surrounding it and its integration with the rest of the city has also experienced numerous iterations. The history of the station area is briefly summarised below:

**1830s:** Brunel selected the site for his terminus station on what was then largely undeveloped land.

**1840-1845:** Construction of the 'Brunel Station', the terminus of Brunel's Great Western Railway from London. This included the offices fronting Temple Gate, the Carriage Shed and the Passenger Shed. Construction of the separate Bristol & Exeter Station and Goods Shed.

**1852:** Construction of Bristol & Exeter House

**1860s:** Construction of the Harbour Railway and viaduct, linking the station to Bristol City Centre.

**1871-1878:** Construction of Matthew Digby Watt's Joint Station which includes the present day main entrance and forecourt buildings on either side, approached via a ramp. Construction of the Midland Shed, an extension of Brunel's Passenger Shed. Construction of the Main Shed, an arched truss roof over the through platforms. Demolition of the Bristol & Exeter Station.

**1930-1935:** The Culverhouse extension, creating additional platforms east of the Main Shed and the replacement of an original footbridge with a subway linking all platforms. Construction of Collett House.

**1948:** Construction of a Royal Mail sorting office east of the station, linked by a subway at the eastern end of the platforms.

**1965-1982:** Closure of the platforms in the Midland and Brunel sheds. Demolition of the Goods Shed and Harbour Railway, to be replaced with a signal box and surface car parking. Rebuilding of the Royal Mail sorting office and a conveyor bridge across the platforms.

**1997-2002:** Construction of the Temple Quay estate.

**2017-2019:** Demolition of the Royal mail sorting office and conveyor bridge.

For more information on the history of the station and surrounding area, refer to the Bristol Temple Meads Conservation and Asset Management Strategy, listed in Appendix A.

### 6.2.3 Heritage assets and significance

Bristol Temple Meads is a complex of station buildings of the highest national significance, comprising:

- Grade I listed Bristol Old Station, including the original Brunel station of 1839-41 (list entry no. 1209622)
- Grade I listed 'Temple Meads Station', including the Digby Wyatt Joint Station of 1865-78, the Main Shed and the Culverhouse Extension of 1930-35 (list entry no. 1282106)

In addition, the nearby Bristol & Exeter House is Grade II\* listed (list entry no. 1209608).

Within these buildings there are smaller components of varying significance, as outlined in the BTM Conservation & Asset Management Strategy (Alan Baxter, 2013).

The historic character of the station should be used as a positive force in the development and implementation of this masterplan, helping to create a successful future identity that draws on the site's past, its character and distinctive sense of place. Proposals to address the station's operational and capacity shortcomings should avoid or minimise harm to the historic significance of the site and, wherever possible, enhance appreciation of it.

#### 6.2.4 Archaeological interest

The following areas are identified as having potential archaeological significance:

- The Portwall, beneath the Goods Yard (also referred to as Plot 6)
- The line of the former 14th century Temple Pipe Conduit, to the south and west of the station
- The Cholera Burial Ground, to the east of the station
- The building foundations of John Hare's floor cloth manufactory
- The Bath stone quay walls of Brunel's Barge dock of the 1840s, beneath Plot 3

#### 6.2.5 Buildings condition

The station buildings have undergone, several refurbishment projects, including the Station Regeneration Project in 1998 which included stonework repair and renewal. However, the buildings are in varying structural condition.

The most notable condition issues are:

- The Midland Shed is in poor condition. The roof was re-clad in 1986

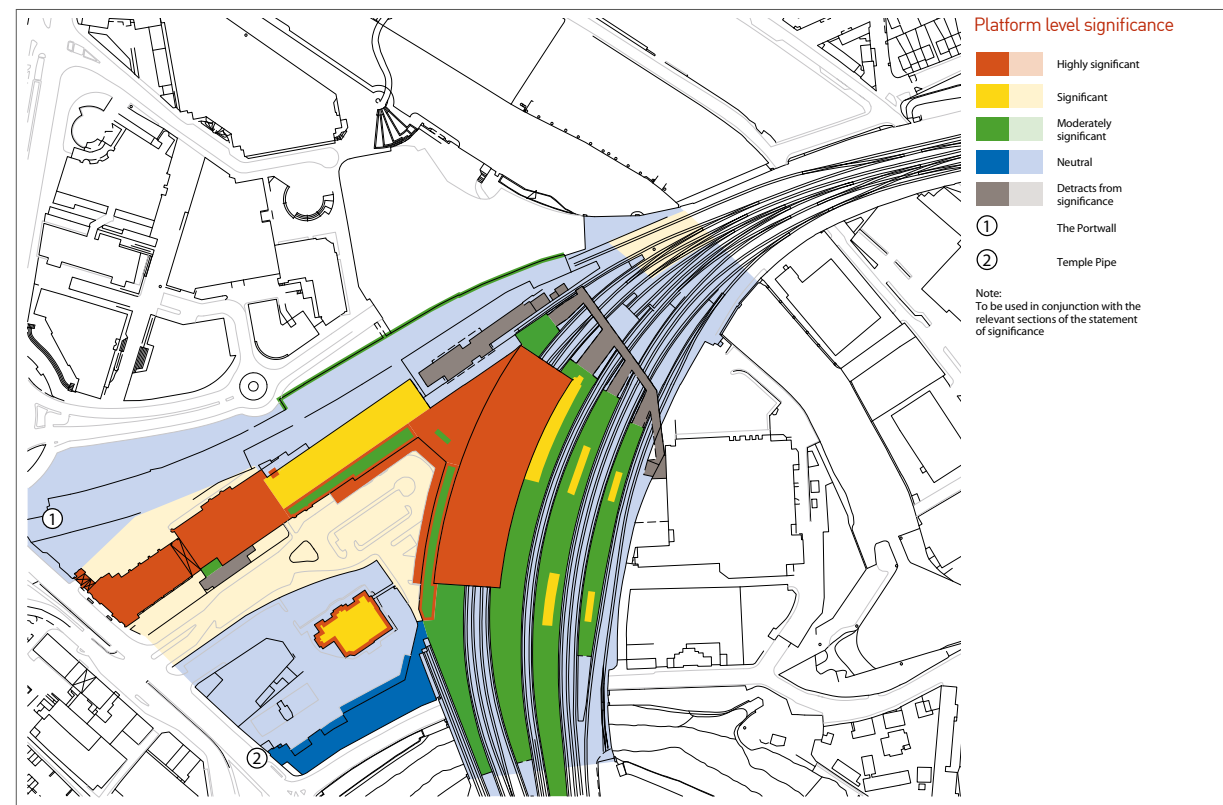


Figure 59 BTM platform level historic significance © Bristol City Council

- The Digby Wyatt buildings on the Midland Shed side of the forecourt are in very poor condition
- The Main Shed roof requires refurbishment (commenced in 2020)
- The Passenger Shed roof is in poor condition

### 6.2.6 Proposed development context

#### Planning policy considerations

Bristol Temple Meads station is within Bristol City Centre and the Bristol Central Area Plan. It is part of the Bristol Temple Quarter Enterprise Zone, designated as a key area in the Bristol Central Area Plan (Policy BCAP35) and covered by the BTQEZ Spatial Framework.

#### Approved developments

There are several third-party development projects in the pipeline which will impact the Bristol Temple Meads City Gateway. Not all of these have been submitted for planning permission or approved. However, they have been a key consideration in optioneering for the City Gateway to ensure that this masterplan is deliverable and does not conflict with other forthcoming developments.

Notable schemes that have an interface with the City Gateway include:

- Temple Quarter Enterprise Campus
- Eastern Entrance
- Temple Square
- Floating Harbour Walkway
- Temple Island

More detailed descriptions and the current status of each development are outlined in section 2.4.1.

The City Gateway also has significant interfaces with other parts of this masterplan, especially Bristol Temple Meads Station (Chapter 5) and the Friary North (Chapter 7)

### 6.2.7 Land ownership

Bristol Temple Meads station is owned by Network Rail. However, it is worth noting that land around the station within Network Rail and Bristol City Council ownership is limited. This imposes a significant constraint on the feasibility of different components of the new City Gateway.

- The Brunel Station, including the Carriage Shed and Offices are owned by Network Rail. The Passenger Shed was transferred to Network Rail ownership in July 2020
- Parts of the Temple Quay area, including the Friary, Plot 3 and adjacent public realm are owned by Homes England
- The Fish Dock yard is owned by Network Rail and Bristol City Council hold the freehold for 1-9 Bath Road
- The Temple Quarter Enterprise Campus site is owned by the University of Bristol
- The Bristol & Exeter House, Lanes, Collett House and Skanska site are in private ownership, whilst Network Rail have agreements to access the arches for servicing the station and trains



**Key**

- Conservation Areas\*
    - BCS22
  - Bristol Local Plan Policies Map
    - City Centre
      - 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
    - Key Sites
      - BCAP35 to BCAP40
    - Site Allocations
      - SA1 / BCAP SA1 to SA6
    - Sites of Nature Conservation Interest
      - BCS9, DM19
    - 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 60 Local Plan policies map © Bristol City Council



Figure 62 Spatial Framework land use plan © Bristol City Council

**Key**

- Transport emphasis development parcels
- Existing buildings in the E2 where a change of use is not anticipated

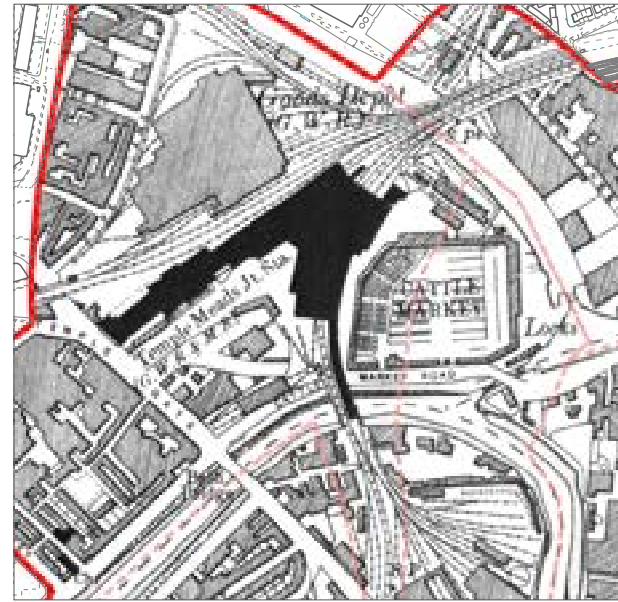
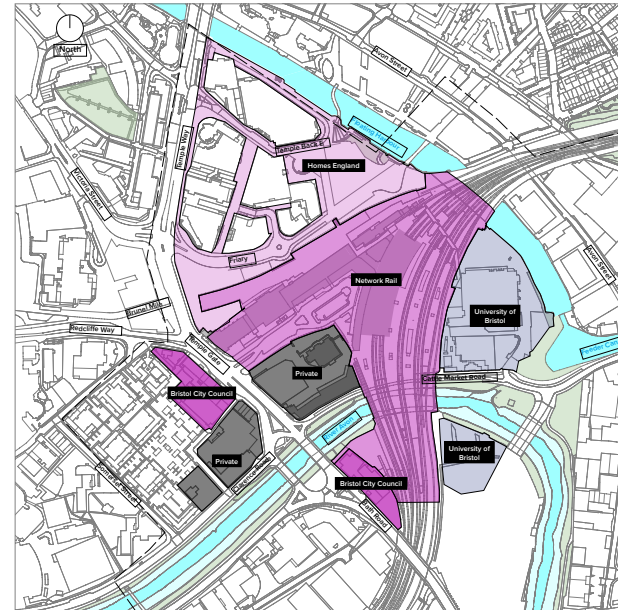


Figure 61 Historic map (1930) © Groundsure



**Key**

- Network Rail Infrastructure Ltd
- Homes England
- Bristol City Council
- University of Bristol
- Private Land Ownership

Figure 63 Land ownership (Jan 2020)

### 6.2.8 Movement networks

Bristol Temple Meads station is positioned at the heart of several movement routes, as shown in Figure 6969 to Figure 711.

Camera data count surveys were undertaken during weekday peak times on 2<sup>nd</sup> and 3<sup>rd</sup> April 2019 to better understand onward modes of travel by station users. The split between different modes is shown in Figure 644 and between the different entrances in Figure 655 to Figure 6868. It is important to note that the camera locations captured the immediate vicinity of the station but not all movement patterns in the surrounding area. As a result, the proportion of pedestrians is overestimated. For example, bus users who board/alight on Temple Gate and car/taxi users who drop-off/pick-up anywhere other than the Station Approach are captured as pedestrians.

#### Highway network

The immediate highway network surrounding Bristol Temple Meads consists of the Friary immediately to the north of the station, Temple Gate to the south-west and Cattle Market Road to the south. Station Approach is also used to access/service the station, passenger shed and adjacent car parking.

Temple Gate is an important artery, providing highway connectivity to north Bristol, south Bristol and the city centre. The recently completed Temple Gate highway scheme simplified the highway junctions in this area by removing the Temple Circus roundabout. However, it did not increase the

road capacity for vehicles.

The Bristol Transport Strategy notes that, "*the road network is at capacity and will be placed under further pressure from planned housing and economic growth*" (Bristol City Council, 2019). This causes heavy congestion at peak times and exacerbates air pollution.

#### Pedestrian routes

Pedestrian routes to reach the station precinct are primarily footways alongside carriageways, as shown in Figure 6969. Nearer the station there is greater separation from vehicles, such as the Temple Quay area, the Station Approach and Portwall Lane – part of the Brunel Mile.

Pedestrian permeability and navigation is challenging around the station. The station, railway and watercourses act as a physical barrier between areas to the north and west of the station and those to the south and east. The difficulties in movement have become more pronounced as the city's population has grown.

#### Cycle network

The station is positioned close to key cycling routes, as shown in Figure 711. Some of these are physically segregated from motor vehicles, although fewer are segregated from pedestrians.

The Friary area represents the link between the Bristol to Bath Railway Path and the Portway route toward the City Centre, with high numbers of cyclists travelling east-west past the station.

The recent Temple Gate highway scheme improved off-street cycleways on the southern side of this highway. However, the experience of cyclists around the station includes several points of severance and movement

conflict with vehicles and pedestrians.

**Railway access points**

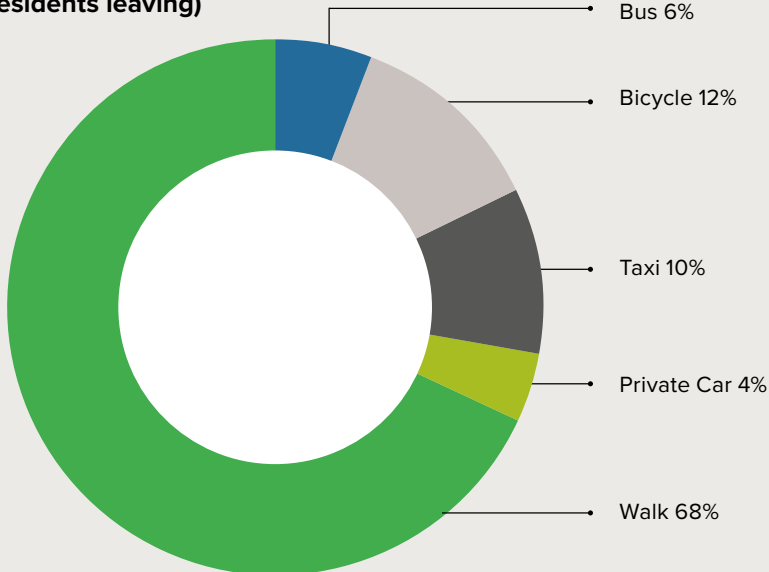
The Bristol Temple Meads City Gateway area currently contains one track access point:

Engineer's Line Reference – miles and yards (chains)	Location description	Current mode of access
MLN 118.0926 118m 42ch	Fish Dock	Bath Road Bridge vehicular

**Drivers for change**

The existing policy base, Bristol Transport Strategy and BTQEZ Sustainable Urban Mobility Plan set a clear direction to prioritise active and public transport in the station area. This includes improving the capacity and quality of pedestrian and cycle routes, while minimising private vehicle use through the area. This shift towards sustainable travel will bring economic, social and environmental benefits for individuals and the city as a whole.

**AM In + PM Out  
(Bristol residents leaving)**



**AM Out + PM In  
(Commuters into Bristol)**

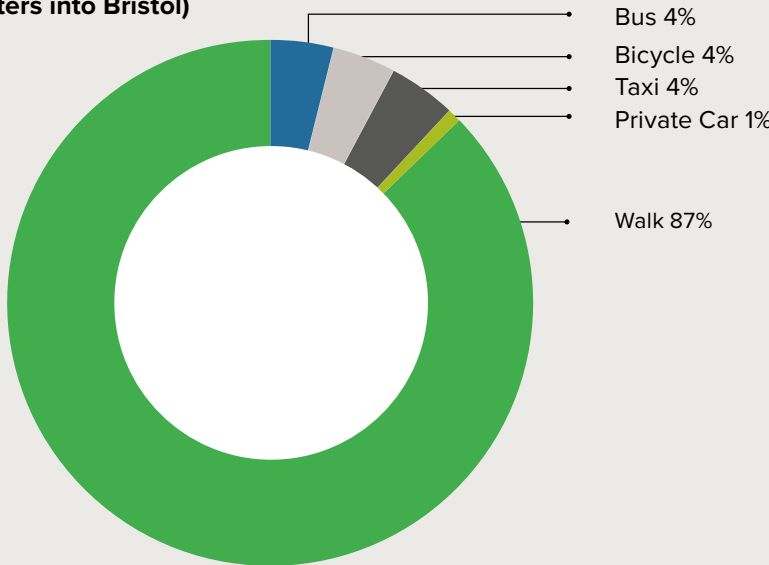


Figure 64 Onward travel modal split, from camera data counts 2nd & 3rd April 2019

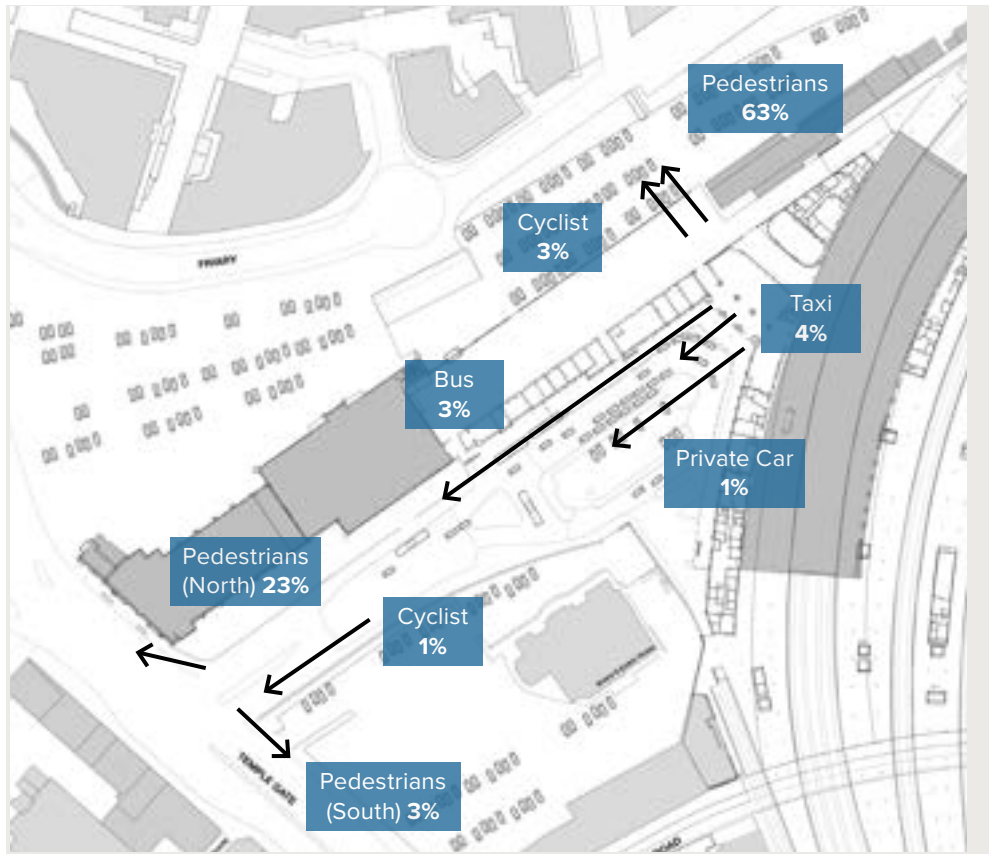


Figure 65 Onward travel (AM out) from camera data counts 2nd & 3rd April 2019

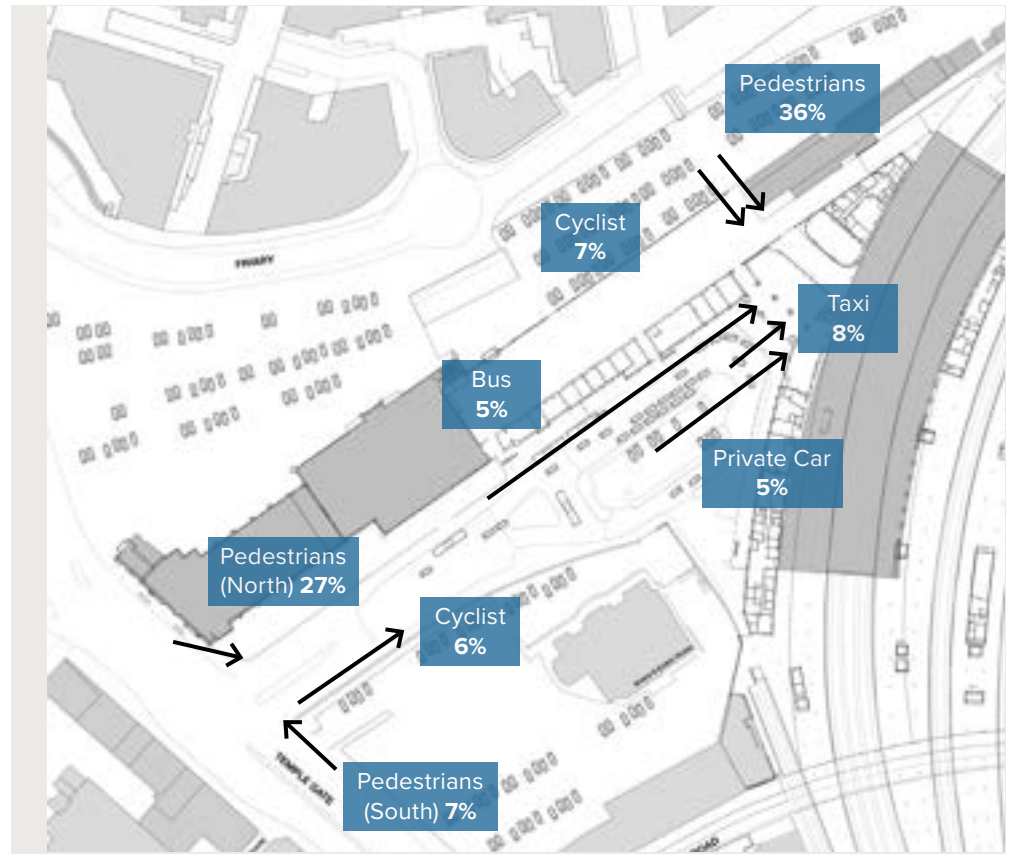


Figure 66 Onward travel (AM In) from camera data counts 2nd & 3rd April 2019

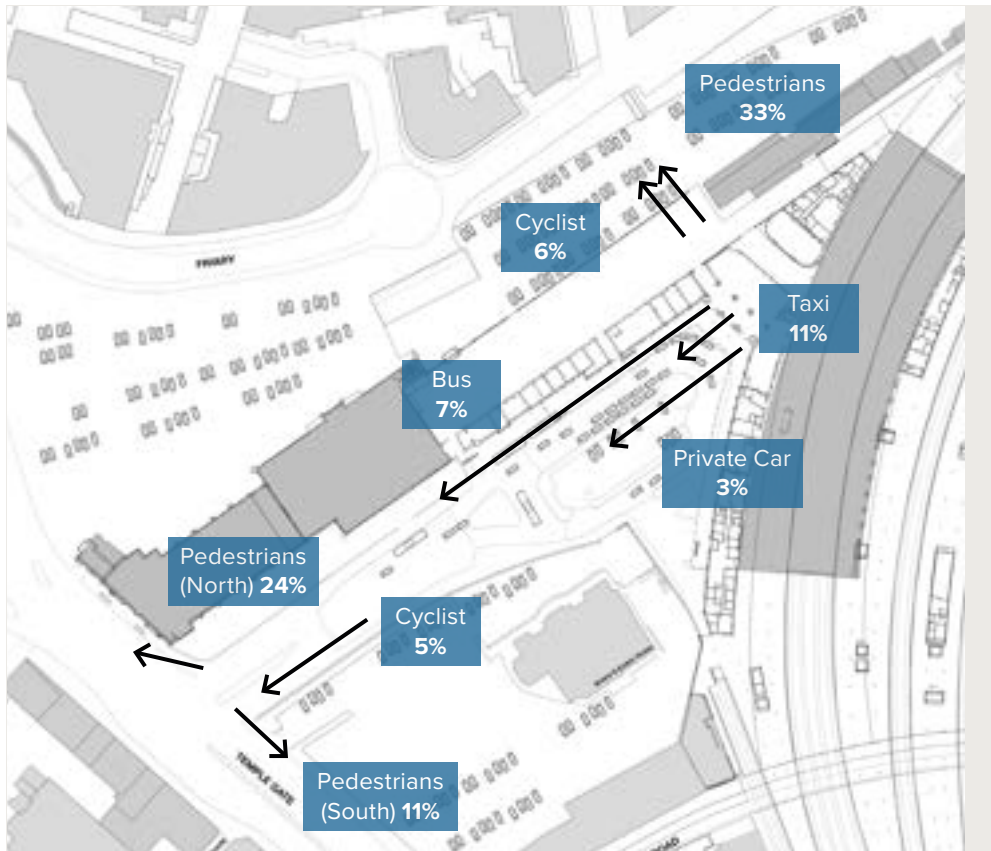


Figure 67 Onward travel (PM Out) from camera data counts 2nd & 3rd April 2019

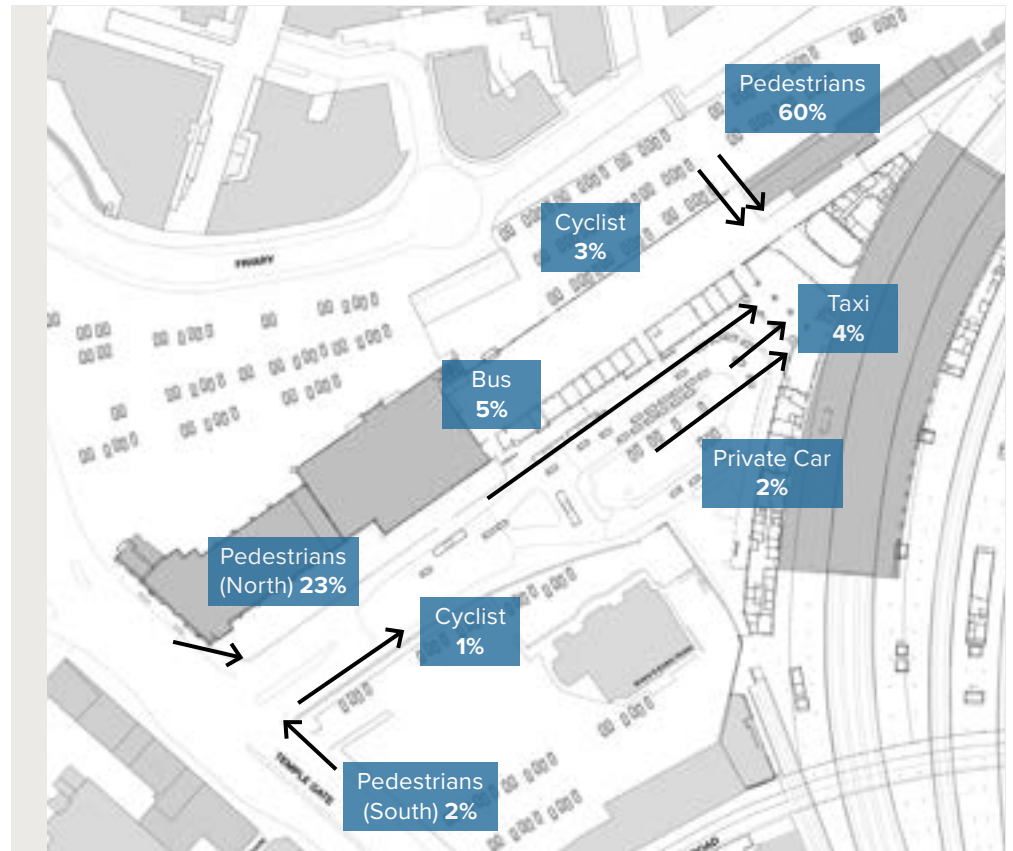


Figure 68 Onward travel (PM In) from camera data counts 2nd & 3rd April 2019

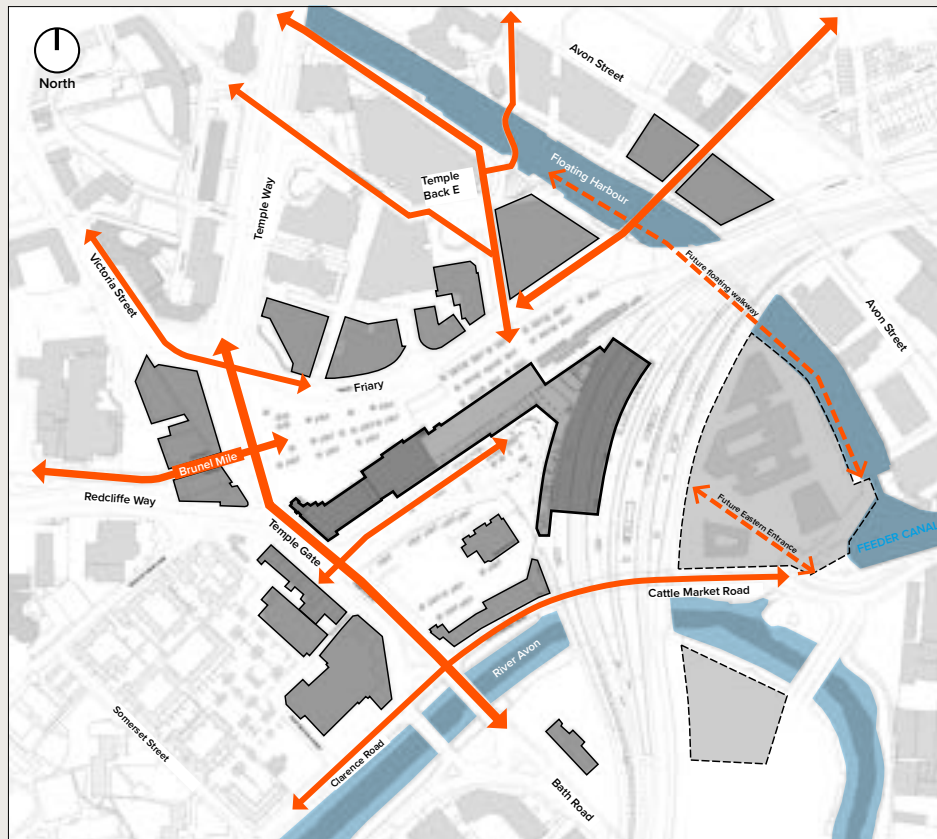


Figure 69 Existing pedestrian routes

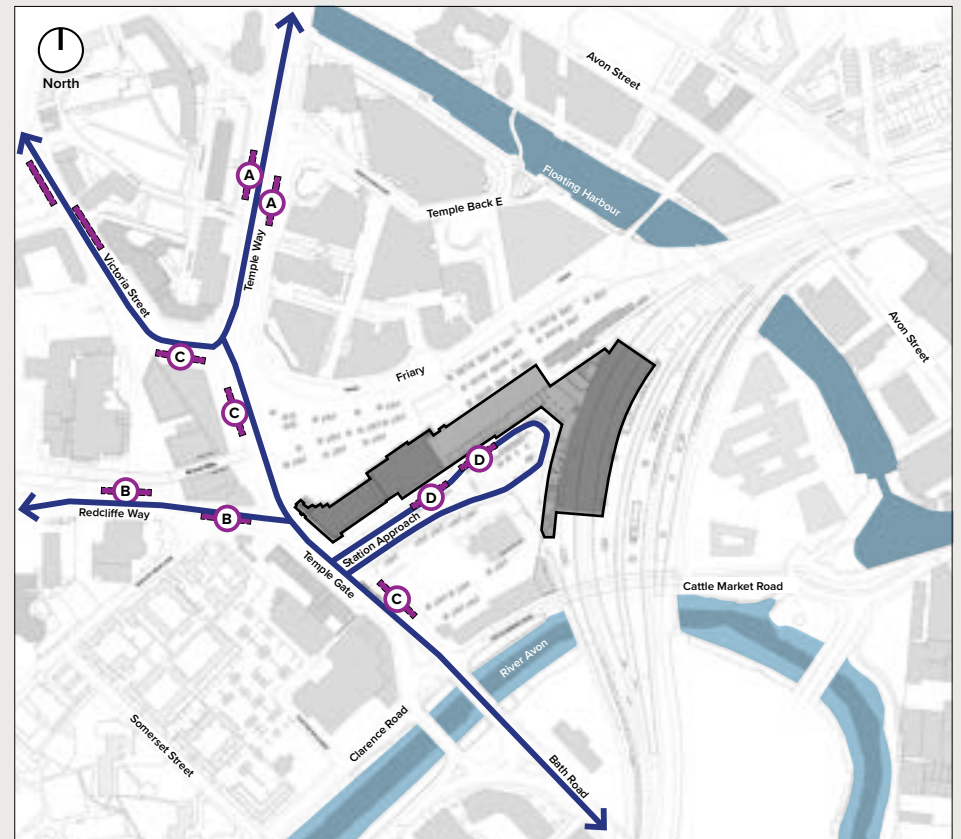
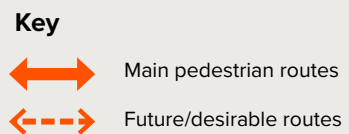
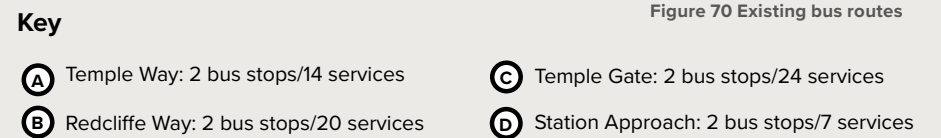


Figure 70 Existing bus routes



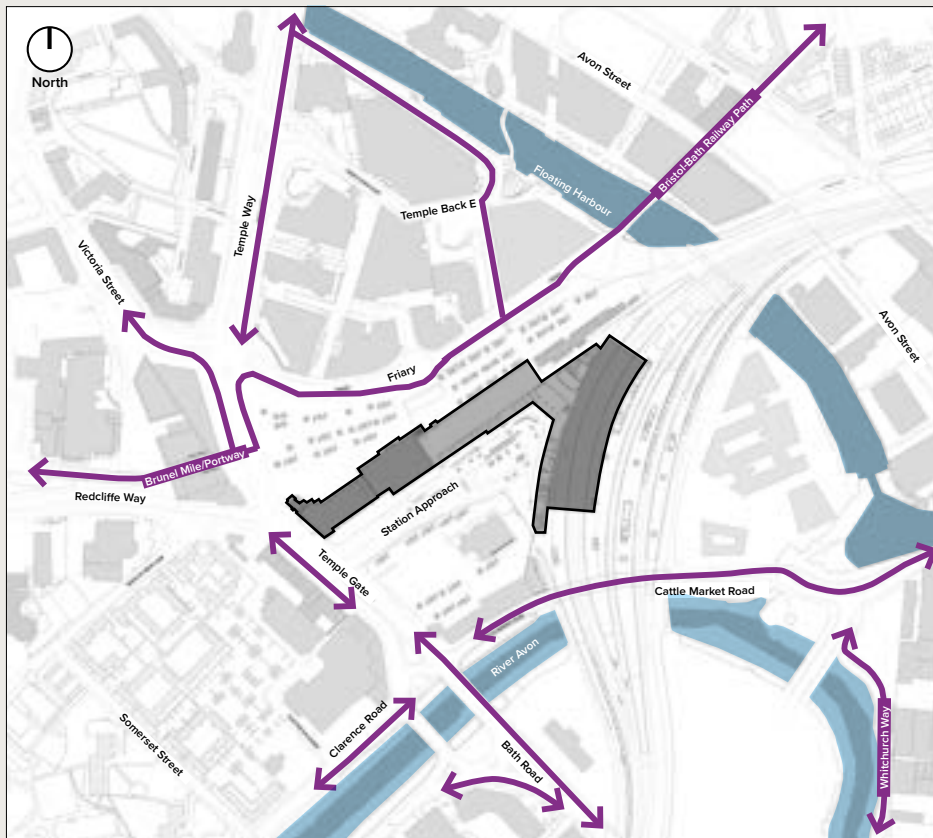


Figure 71 Existing cycle routes

**Key**  
↔ Main cycle routes

### 6.2.9 Transport interchange

Bristol Temple Meads currently operates as a dispersed interchange whereby the distribution of modes is spread throughout the wider station area. However, two key areas are under capacity and poorly designed for the multiple modes that use them: the Friary and the Station Approach. In these two locations, the combination of incremental development and high passenger growth has resulted in an arrangement that is often confusing, congested and unsafe.

The current transport interchange components are shown in Figure 722.

#### Public transport

Bus stops in the area are spread across multiple locations. Those on Temple Gate have recently been reconfigured as part of the Temple Gate highway scheme. This dispersed arrangement creates inherent wayfinding challenges, but there are limited opportunities to consolidate these due to low levels of available land around the station.

The bus stops on the Station Approach suffer from poor visibility from the entrance due to the concentrated use of this space by taxis, buses and private vehicles. In addition, most bus stops on the Station Approach have no shelter or seating.

The nearest boat stop to the station is Temple Meads Station Landing, with public ferry services travelling to and from the City Centre and Hotwells.

#### Taxis

Ten Hackney carriage taxis are allowed in the taxi rank immediately outside the Station Approach entrance. Twenty are allowed in the feeder rank, and an additional thirteen stands are available on the ramp.

There is no official provision for private (or app-based) taxis, many of which currently drop-off and pick up outside the Northern Entrance. Vehicle stopping is prohibited by Homes England, but this is poorly enforced, creating risk of conflict with pedestrians and cyclists in the Friary 'shared space'.

#### Car Parking

The north side of the station is currently dominated by surface car parking, much of which is long-stay. The Station Approach is used for short-stay parking and drop-off, which exacerbates conflicts with taxis, buses, pedestrians and cyclists at peak times. In addition, the Friary area is often used as informal drop-off/pick-up.

Additional public car parks nearby include Portwall Lane (150 spaces) and Temple Gate (440 spaces, 395 of which are private lease).

A weekday parking survey was undertaken in November 2019. Of those using the long-stay station car park outside the Northern Entrance, 37% were train travellers, 26% were railway staff and 38% were parking for other reasons (e.g. City Centre for work). In addition, 47% of those using the Portwall Lane car park were parking to catch a train.

There are currently 11 long-stay, Blue Badge parking spaces located in the Midland Shed and seven on the Station Approach, all of which are non-compliant with Design Standards for Accessible Railway Stations (DfT, 2015)

**Cycle parking**

The station currently has approximately 450 cycle parking spaces, which were relocated from Platform 3 to the Temple Quay area north of the station in 2020.

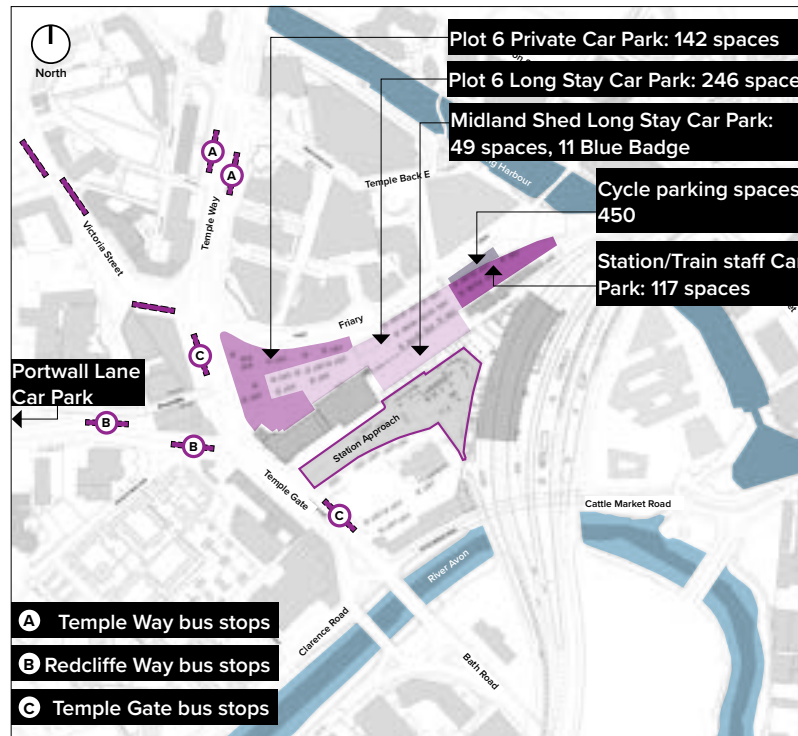
Cycle parking at the station is under capacity for current demand, does not fulfil station security requirements, and has not been designed to reflect the diversity of bicycles in use e.g. trailers, tandems and bicycles for people with disabilities.

There are additional Sheffield stand cycle parking spaces nearby, such as in the wider Temple Quay area, which are also oversubscribed

**Drivers for change**

The current transport interchange at Bristol Temple Meads is unfit for the needs of a 21<sup>st</sup> Century station. This masterplan presents an opportunity to reconfigure the transport interchange to promote sustainable travel choices, improve legibility and accommodate forecast passenger growth.

In particular, the relocation of surface car parking around the Northern Entrance is critical to unlocking sites around the station to create a new City Gateway.



- Key**
- ① Taxi Rank - 10 cars
  - ② Taxi feeder - 20 cars (2 lanes)
  - ③ Short stay parking - 8 taxi, 11 general
  - ④ 2 bus stops (5 bays) for 7 services

- ⑤ Short stay - 7 Blue Badge, 7 Motorcycle, 20 general, 3 drop-off
- ⑥ Forecourt cycle parking - 104 bicycles
- ⑦ British Transport Police - 10 spaces



Station Approach Detail

Figure 72 Existing Bristol Temple Meads station interchange

### 6.2.10 Other drivers for change

The City Gateway is a focal point for the renewal of Bristol Temple Meads, recognising that the station experience spills out into the city environment. In addition to the movement and transport needs outlined above, there are numerous drivers and aspirations that support the need for intervention. Most of these are inter-related, creating a complex set of factors that influence the design of this area.

#### Public realm

The areas outside the station entrances do not fulfil the principles of high quality public realm design. The environment is dominated by movement, with noisy vehicles in close proximity and few places to dwell and make decisions any longer than a momentary pause. As a result, the public realm is mostly hurried through and the historic station is under appreciated.

The areas around the station were previously identified as highly desirable for public realm enhancements in the BTQEZ Public Realm Guide (Bristol City Council, 2015) to create an attractive and fitting City Gateway.

#### Station security

The proximity of vehicles to station entrances and pedestrian flow routes is non-compliant with the Security in Design of Stations (SIDOS) Guide (DfT, 2018). Thus, there is a clear driver to relocate the station's taxi rank and car parking to improve stand-off distances and station security.

#### Accessibility and inclusivity

The external station environment presents challenges for people with protected characteristics under the Equality Act 2010. Particular issues include:

- Poor signage and wayfinding; a particular challenge at Temple Meads due to the dispersed interchange
- No public toilets or baby changing facilities outside the ticket gates
- Limited seats with shelter
- Access routes that are non-compliant with Design Standards for Accessible Railway Stations (DfT, 2015) and BS 8300, including slip and trip hazards
- Insufficient and non-compliant Blue Badge parking spaces
- Personal security concerns, such as Cattle Market Road which is perceived as a dark corridor with poor surveillance

Inaccessible and poorly designed public infrastructure is significant factor in social exclusion, dissuading people from choosing to travel by train. The provision of accessible stations helps to ensure everyone can travel safely and access job opportunities, healthcare, education, and, social and recreational opportunities, giving independence to those who are unable to access private transport.

## Retail

Retail provision at the station is mostly inside the Passenger Subway and on the platforms, with only a small WHSmith store outside the ticket gates. In this study it was found that Bristol Temple Meads has the lowest retail provision compared to other benchmarked stations, and retail demand will increase with growing passenger numbers. The lack of retail was also raised as a consistent theme from engagement during this study, including community user groups and businesses. Thus, there is a clear driver to improve the station's retail offering to provide a good passenger experience and a valuable source of revenue for Network Rail.

## Economic benefits

There are localised economic benefits from improving train stations and the surrounding transport infrastructure, as explored in Local Economic Benefits of Station Investment (Steer Davies Gleave, March 2018). The three main areas are:

- Property price impacts – where a transport investment leads to an increase in the price of commercial or residential land/property
- Direct investment (developer-led response) – where a transport investment increases the viability and attractiveness of a location as a place to develop – e.g. stimulating housing or commercial development
- Indirect investment (business-led decisions) – where a change in the accessibility or environment of an area encourages businesses to re-locate or expand

Crucially, this publication notes that, *"all investment is context specific...transport investment should be viewed as a potential enabler of desired economic outcomes, where it addresses identified issues, constraints, opportunities or market failures. The potential success of transport investment will be maximised where transport investment is coordinated with other complementary investment or policy initiatives."* This is the approach being pursued by the City Gateway, to address the constraints and opportunities in a holistic way, including capacity, public realm, retail and more.

## Future mobility

A new mass/rapid transit system is being considered to improve Bristol's public transport offering and reduce congestion, as described in the Bristol Transport Strategy (Bristol City Council, 2019), led by the CA. The choice of routes and form of transport is still in early feasibility stage and subject to change. This Masterplan offers an opportunity to include passive provision for mass transit by incorporating flexibility into the use of sites around the station, particularly those which are likely to be available later in the development, those which are not surrounded by physical barriers (e.g. the railway and river), and those which connect to the existing highway network.

## Smart technology

Redevelopment of the City Gateway provides several opportunities for technology-enabled improvements to operation, security and safety at Bristol Temple Meads. At present, 4G mobile network coverage is strong indoors and outdoors, which is set to improve with the development of 5G by each network operator. This can be implemented through fibre and ducting coverage across the masterplan area.

## 6.3 Constraints and opportunities summary

The station is surrounded by physical barriers, including the River Avon, Floating Harbour and Temple Gate highway, further compounded by several areas in private land ownership. This constrains the number of sites which are available for use and intensifies scrutiny on the extent of public land that is currently used for surface car parking. The competing needs for space in this area means that the renewed City Gateway will continue to be dispersed at several locations, presenting some inherent constraints for wayfinding, capacity and accessibility.

Bristol Temple Meads is an iconic, Grade I listed asset. This introduces both opportunities and constraints to design sensitive alterations which improve passenger experience and capacity. In addition, the renewal of this area is one of several projects nearby. The interface between these schemes and works to the station may constrain design solutions and construction methodology.

From the preceding analysis, Bristol Temple Meads City Gateway presents an opportunity to reconfigure the station area to better serve the needs of its users, creating a step-change in transport provision, public realm, station security, accessibility and retail provision. The sum of these works will help to drive sustainable economic growth in the city.



## 6.4 Guiding principles

Opportunities and recommendations for application of the five guiding principles to achieve placemaking outcomes in the City Gateway.



### Integrated and Connected

This masterplan will deliver a revitalised, dispersed transport interchange to improve movement and connectivity around the city. These enhancements will prioritise sustainable and accessible modes of transport, particularly public transport and active modes such as walking and cycling. The sustainable hierarchy of modes will be used to allocate the available space nearest the station to influence transport choices, all while improving essential provision for people with disabilities and operational staff. This project will deliver improved wayfinding integration of legible design principles such as improved sight-lines, clear orientation to landmarks and easily navigable spaces with ample space to manoeuvre and see onward journey options. In addition, potential spaces for future transport infrastructure will be identified to incorporate flexibility for the future. These enhancements will make the station more welcoming, accessible and inclusive for all.



### Inclusive Economic Growth

The renewed City Gateway, combined with internal station improvements, will continue to be an important infrastructure base that facilitates economic growth in the city. This masterplan will propose more efficient uses of land, alongside a clear and achievable delivery strategy to introduce incremental benefits without the disproportionate disruption that could be associated with a 'big bang' scheme. To kick-start this process, relocation of car parking and reconfiguration of transport components will unlock sites around the station and send a clear signal for further redevelopment in the area. Further development will include appropriate retail and facilities to achieve a better balance in the station precinct.



### Quality places

Bristol Temple Meads will become a focal point of civic placemaking which celebrates the historic character of the Grade I listed station while also creating a modern and low carbon gateway to the city. A new Northern Entrance will create a grand, architectural entrance to the station, a 21st Century response to the heritage of these buildings. Similarly, the new Eastern Entrance will be a fitting addition to the station on this side, complementing the new Temple Quarter Enterprise Campus. The Midland Shed also presents an excellent opportunity for revitalisation to better serve the needs of the station, improving the quality of passenger experience, facilities and wayfinding.



### Quality spaces

The new City Gateway will achieve an effective blend of heritage and modernity within an efficient and attractive transport interchange. Together with other development nearby, this masterplan will seek to transform the station and its environs into a destination in their own right, using a clear hierarchy of public spaces to transition from the station to the city. At each entrance, high quality public realm will be created to improve legibility, comfort and accessibility for all users. Improving personal safety will be embedded in design, such as overlooked spaces, clear sight lines and lighting. Public realm design will be integrated with transport interchange components to provide a seamless experience for onward travel. Opportunities for green infrastructure will be utilised where appropriate to complement the functional needs of this space.



### Vibrant and Creative Communities

The new City Gateway will create an arrival experience which is befitting of the unique nature of Bristol – a city that champions sustainability, innovation and equality. Accessible and inclusive design will be incorporated from the outset to better serve a diverse range of users. Smart technology infrastructure will be improved, such as 5G connectivity. The City Gateway will help people to confidently navigate to the wider city and cultural map. Throughout the design process, the public engagement undertaken to date will be continued to refine the proposals for this area.

## 6.5 Design parameters and onward journeys

### 6.5.1 Design parameters

The new City Gateway will represent a significant upgrade to the infrastructure around Bristol Temple Meads, improving the user experience and transport capacity for decades to come.

The area around the Northern Entrance is proposed to be reconfigured quite significantly. However, the constrained nature of the site, coupled with the potential for new development buildings, presents a clear need to plan and safeguard physical space for movement infrastructure and public use. In this area, new movement routes, public realm and accessibility are of vital importance to resolve the current conflicts and provide a fitting introduction to the city. Thus, there is a need to balance the competing demands for space.

The following items represent the key design parameters to inform the design around the Northern Entrance. These reflect the current understanding of what can be achieved in a constrained site, and they can be expected to develop and evolve as the design progresses.

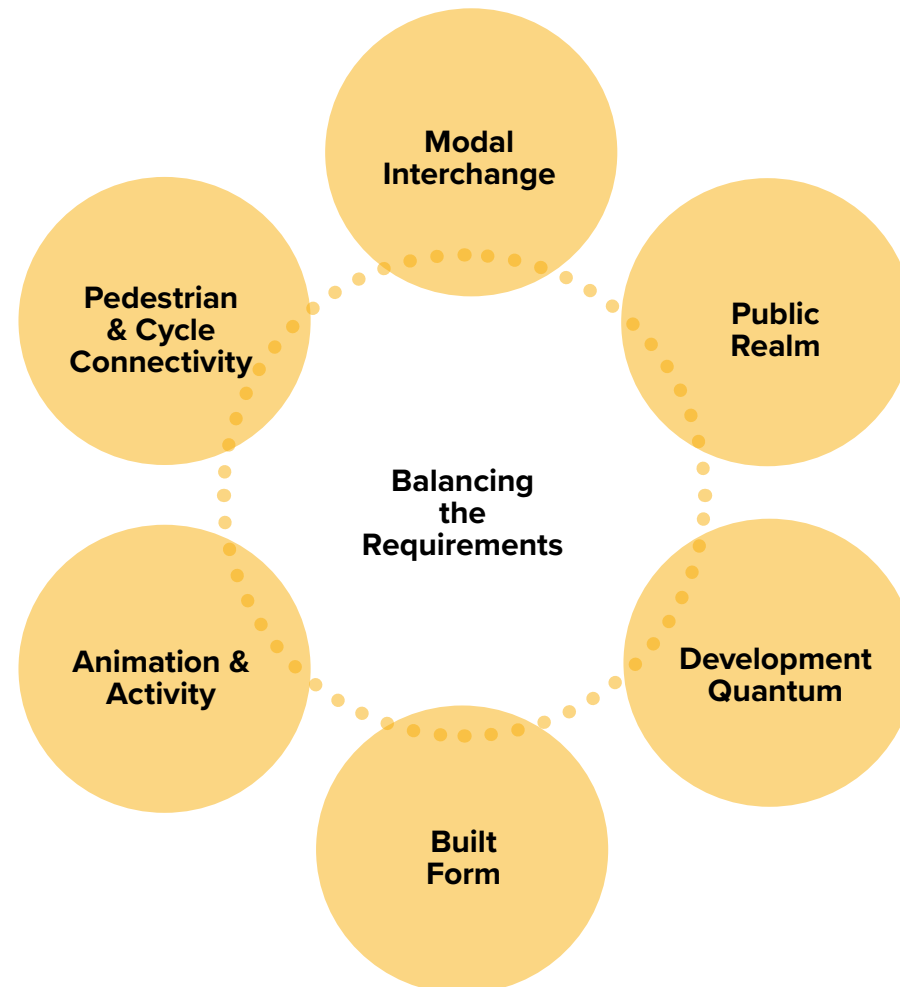


Figure 73 Balancing the Northern Entrance requirements

### Modal Interchange

- Seamless interchange between modes
- Legibility between modes (Visibility, desire-lines and signage)
- Inclusive and accessible, step free routes (including lifts where appropriate)
- Live information
- Shelter and comfort
- Safety and security
- Passenger facilities, ticketing, etc.

### Public Realm

- Welcome to Bristol - a fitting gateway
- Generous culmination of the Brunel Mile
- Legible wayfinding to the dispersed interchange
- Comfortable spaces to meet and linger e.g. terrace,
- Defined Goods Yard public space
- Inclusive and accessible, step-free spaces
- Celebrate the historic station
- Green infrastructure (including sustainable drainage), such as street trees and planting
- Durable, maintainable materials
- Smart technology infrastructure (e.g. 5G)

### Built Form

- Enclosure from the Friary and Temple Gate highways
- Active edges to public realm
- Response to heritage assets and setting
- Distinctiveness and character
- Visibility to the buses
- Visibility to the drop-off
- Architecture of merit and distinction

### Movement & Access

- Direct and legible routes into the interchange and Midland Shed
- Continuity of east-west pedestrian and cycle routes (i.e. between Brunel Mile and Meads Reach Bridge)
- Segregation between pedestrians, cyclists and vehicles
- Improved permeability and accessibility for different users
- Managed flows at intersections
- Access for servicing, emergency vehicles and rail access
- Bus access and bays on The Friary (including separate rail replacement bus facilities)
- Temple Back East drop-off
- Cycle parking adjacent to Northern Entrance

### Development

- New homes, jobs and business space to meet strategic need
- Commercial return to fund new infrastructure
- Adaptability and flexibility

### Animation & Activity

- A diverse mix of uses
- Activity at different times of day, evening and night (18 hour economy)
- Opportunities for pop-up retail, public art, events
- Inclusive and accessible social spaces
- Food & Drink
- Space for diverse events

Figure 74 Northern Entrance key design parameters

### 6.5.2 Illustrative cross sections

In response to these design parameters, the adjacent cross-sections provide an illustration of how the space could be arranged for three key areas:

- The Friary (northern end)
- Isambard Walk
- The Friary (southern end) and Goods Yard

Other movement corridors, such as the Station Approach and surrounding highways, will also undergo minor reconfiguration, but are more characterised by existing physical boundaries such as the river, buildings and retaining structures.

Figure 75 The Friary (north end) illustrative cross section

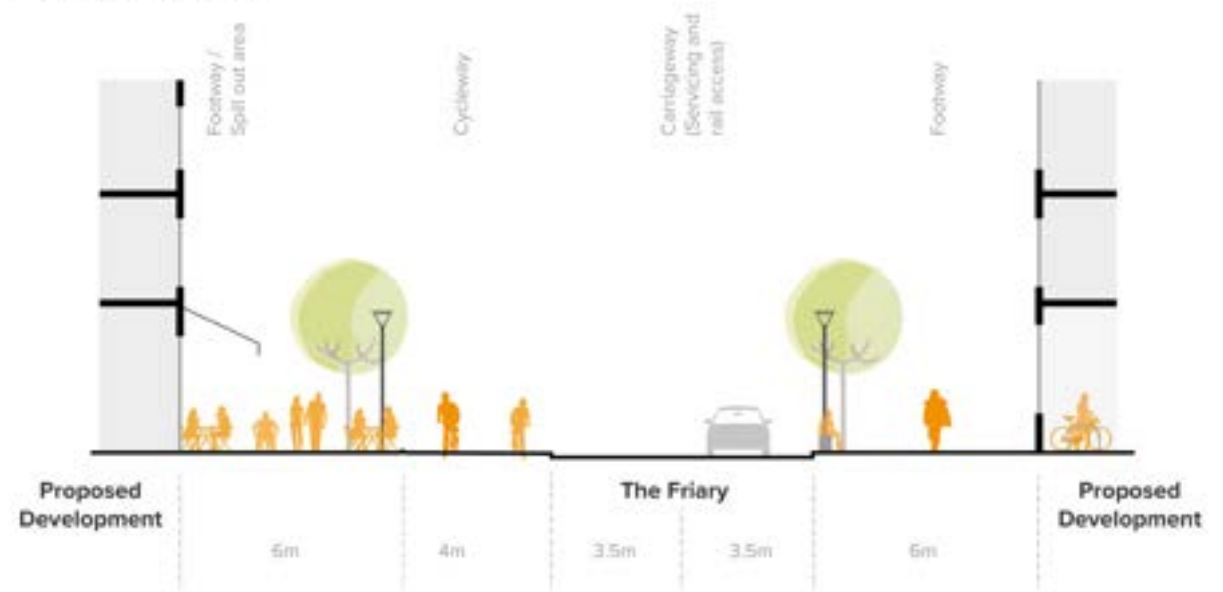


Figure 76 Isambard Walk illustrative cross section

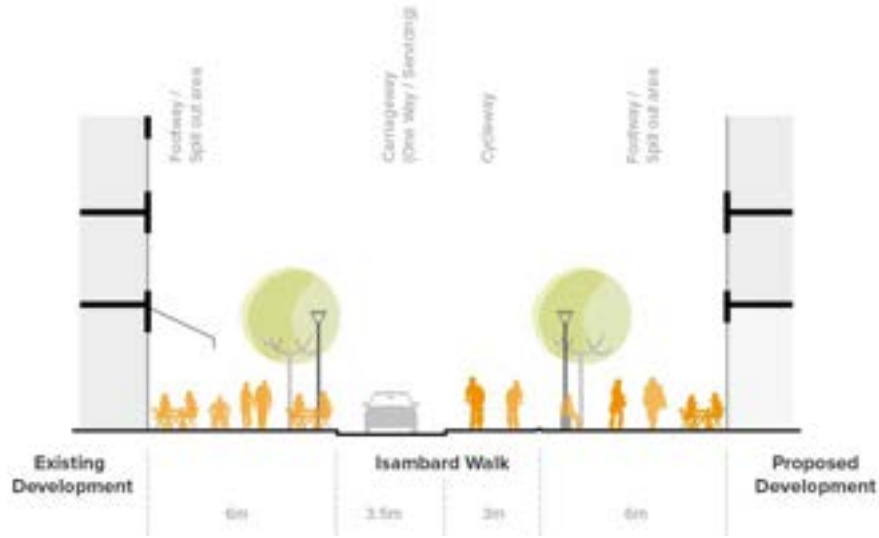
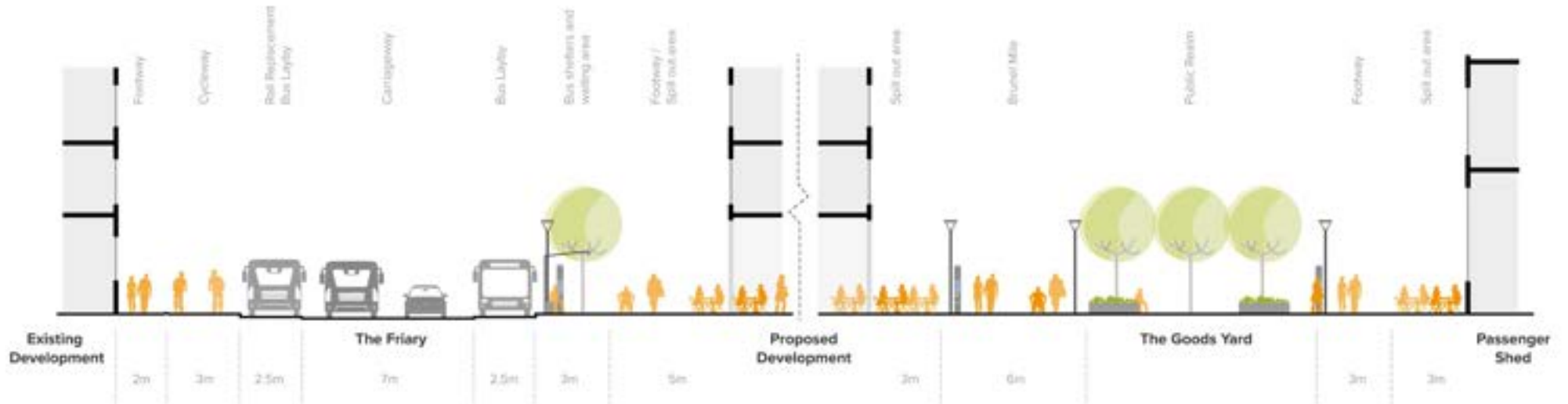


Figure 77 The Friary (southern end) and Goods Yard illustrative cross section



6.5.3 Onward journeys

This masterplan presents proposals for a renewed transport interchange and movement routes that will improve accessibility and encourage sustainable travel.

At the start of this project, several engagement workshops were undertaken with a particular focus on transport needs, opportunities and aspirations. The output from these workshops was combined with best practice and other client requirements for each mode of transport. Potential options were then assessed against criteria including capacity, user experience and deliverability, to achieve an appropriate balance.

The adjacent figure is a graphical representation of onward journey options from the renewed station and City Gateway. The necessity of adopting a dispersed approach (as outlined in Section 6.3) creates a plethora of options for the user, but also presents challenges for legibility and wayfinding. It is recommended that this user-centric approach should be continued and refined during the next stages of design to maximise integration and connectivity.

The figure overleaf shows the proposed overall dispersed interchange, including the reconfigured transport interchange.

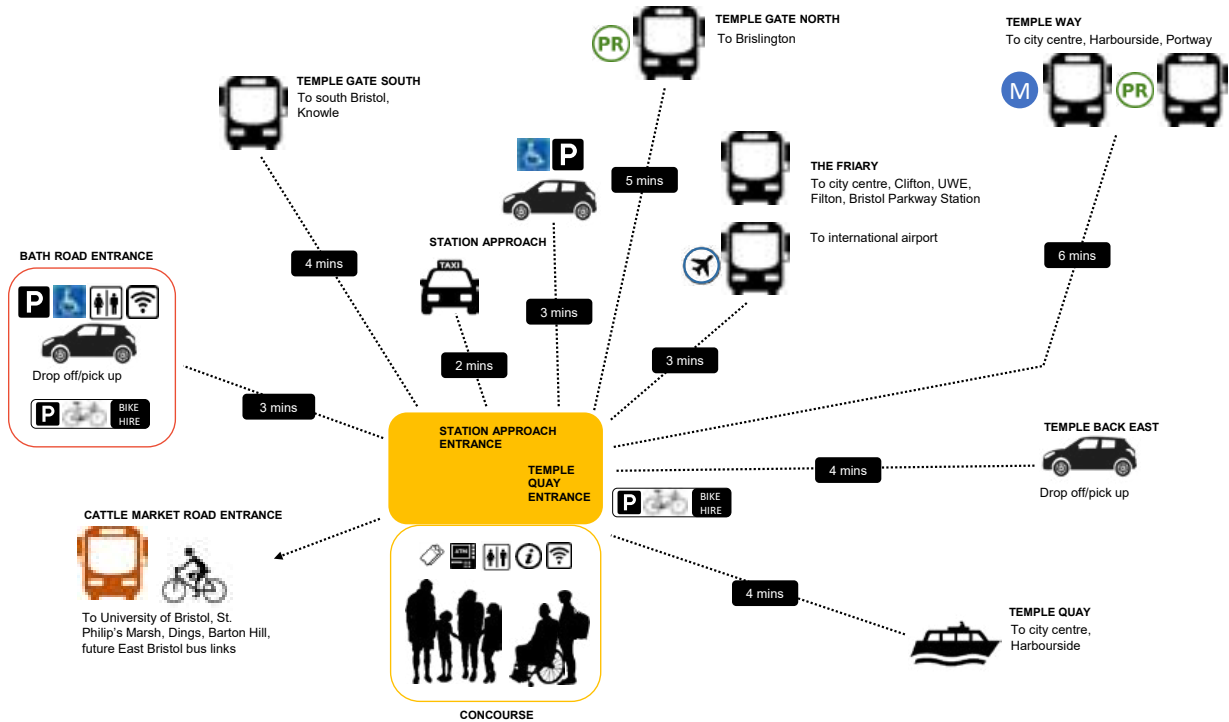


Figure 78 Onward journey options

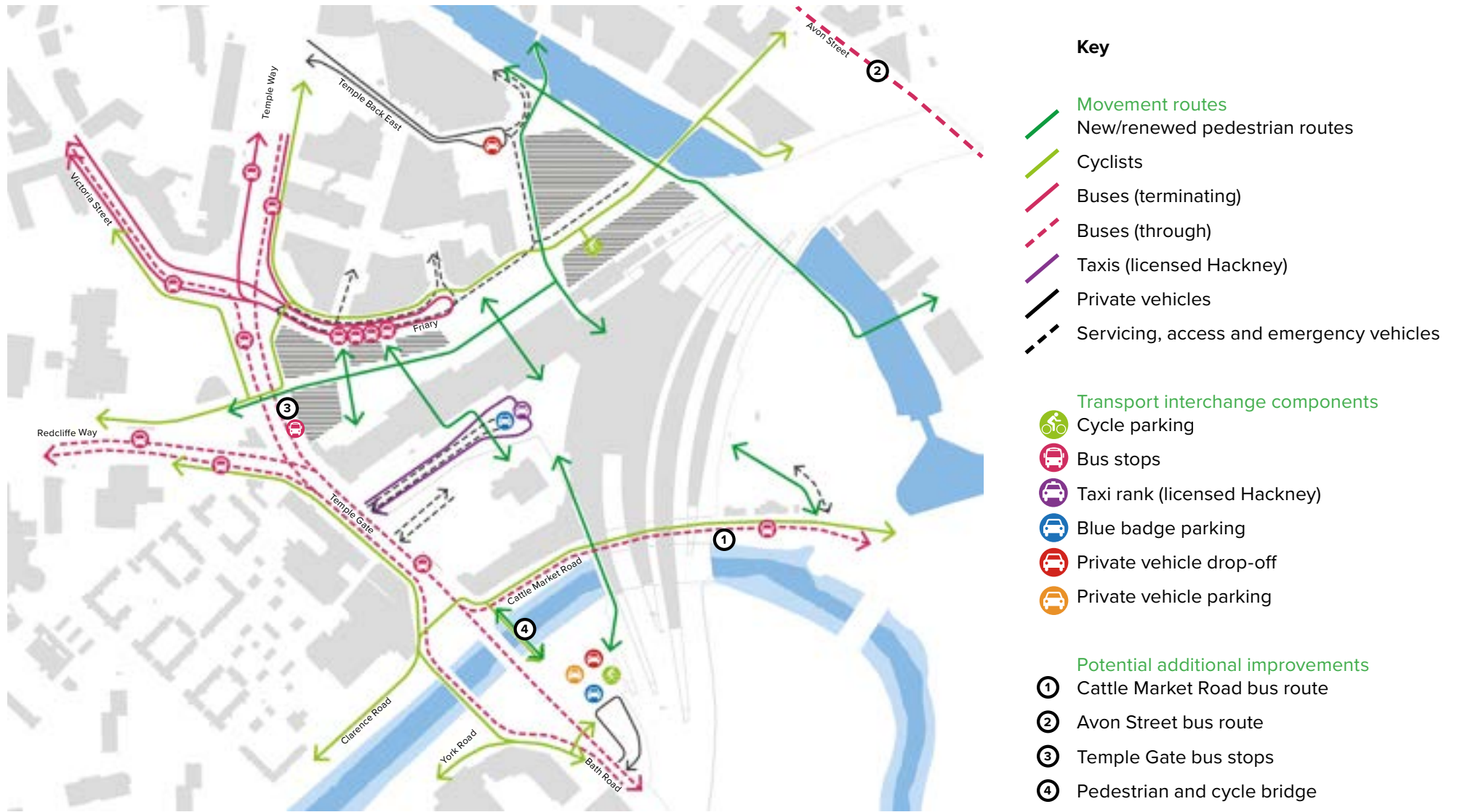


Figure 79 Potential overall dispersed interchange, connections and wayfinding

### 6.5.4 Wayfinding

Early delivery wayfinding and information provision will have to address the spatially dispersed nature of the interchange zone and take into account walking distances between the concourse and travel mode choices. The layout and design of adjacent public spaces and new buildings can assist legibility.

Figure 80 shows potential locations identified for new map monoliths, direction posts, interchange and bus information points envisaged by the wayfinding framework. Network Rail guidelines do not extend to the provision of pedestrian wayfinding to onward city destinations in the station's external zone. Bristol Legible City monolith units are therefore proposed as shown. These units are particularly important in assisting arriving passengers with their route planning, route selection and route following. Their detailed siting will need to take into account increases in future flows of pedestrians, proximity of street furniture and street lighting to ensure an adequate reading zone within which to engage with displayed information. Wayfinding proposals will be developed further throughout future stages of design.

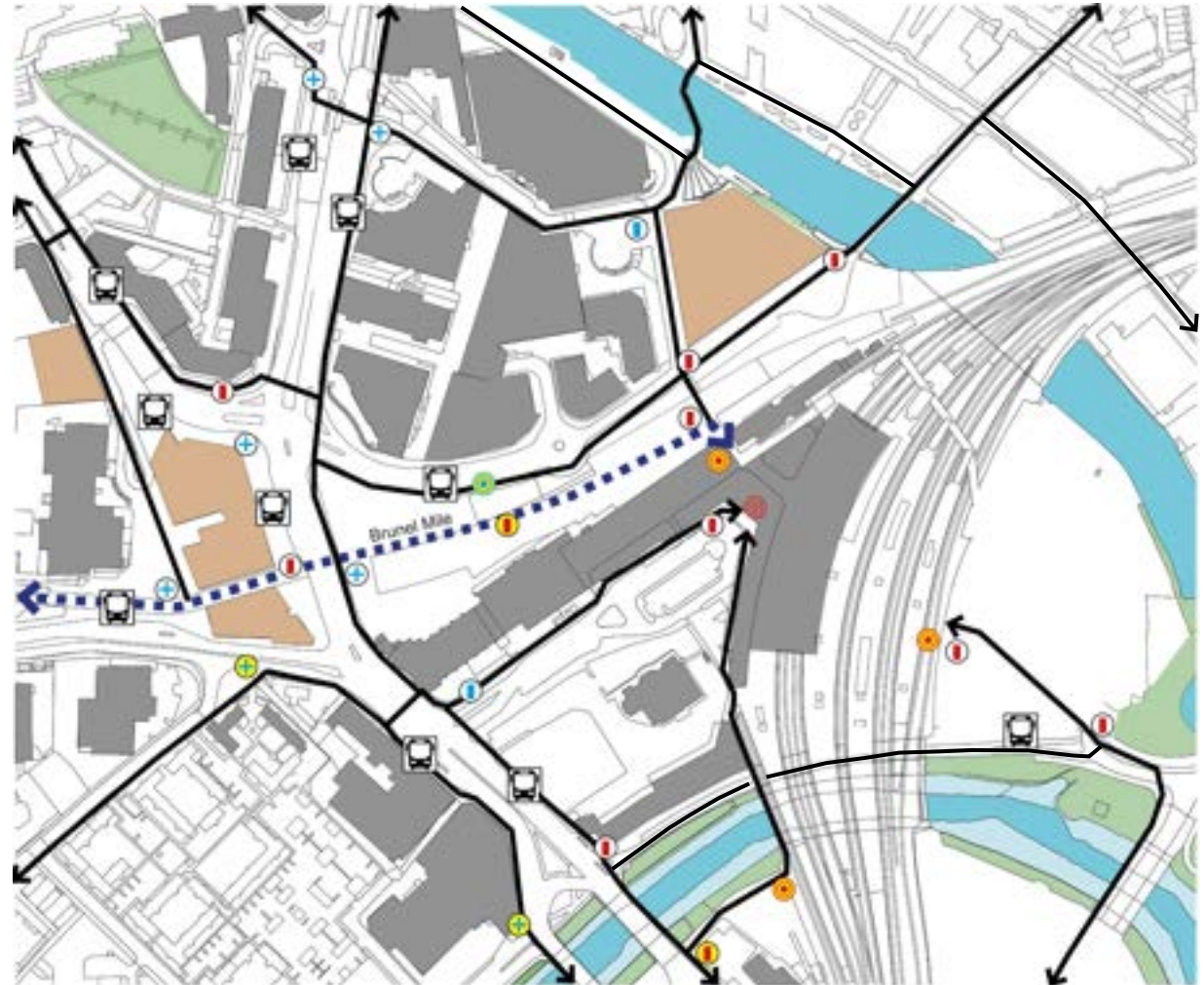
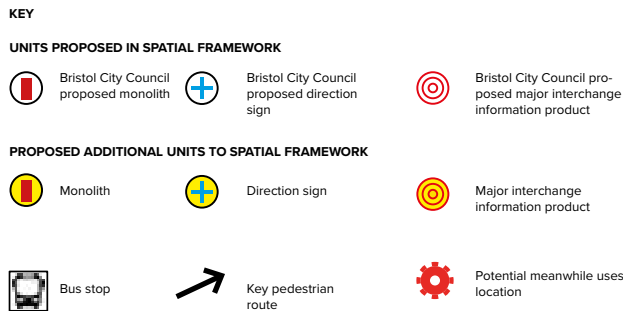


Figure 80 Wayfinding Units Location Plan (Extract from Wayfinding Strategy)

## 6.6 City Gateway masterplan

This masterplan for Bristol Temple Meads City Gateway identifies preferred approaches for the future development around the station, fulfilling the requirements and needs for movement and user experience. These are complemented by proposed improvements to the internal rail station and the Friary North development, presented in Chapter 5 and 7, respectively.

This design is based on the dispersed interchange principles set out in the BTQEZ Spatial Framework. Designs for each key area are presented in turn, including commentary on their relationship with other surrounding areas.

- Midland Shed
- Northern Entrance and terrace
- The Friary
- Station Approach
- Southern Gateway
- Eastern Entrance

The proposed interventions have been developed as part of an extensive feasibility study. Solutions have emerged in response to the constraints and opportunities at the station, including land ownership and heritage considerations. Options were assessed against criteria such as capacity, user experience and urban integration.

It should be noted that these proposals represent one feasible scenario to balance the competing needs for space. Further design and planning work is needed to continue their development.

The inter-dependencies between these different areas and potential phasing of delivery are outlined in Section 6.7.

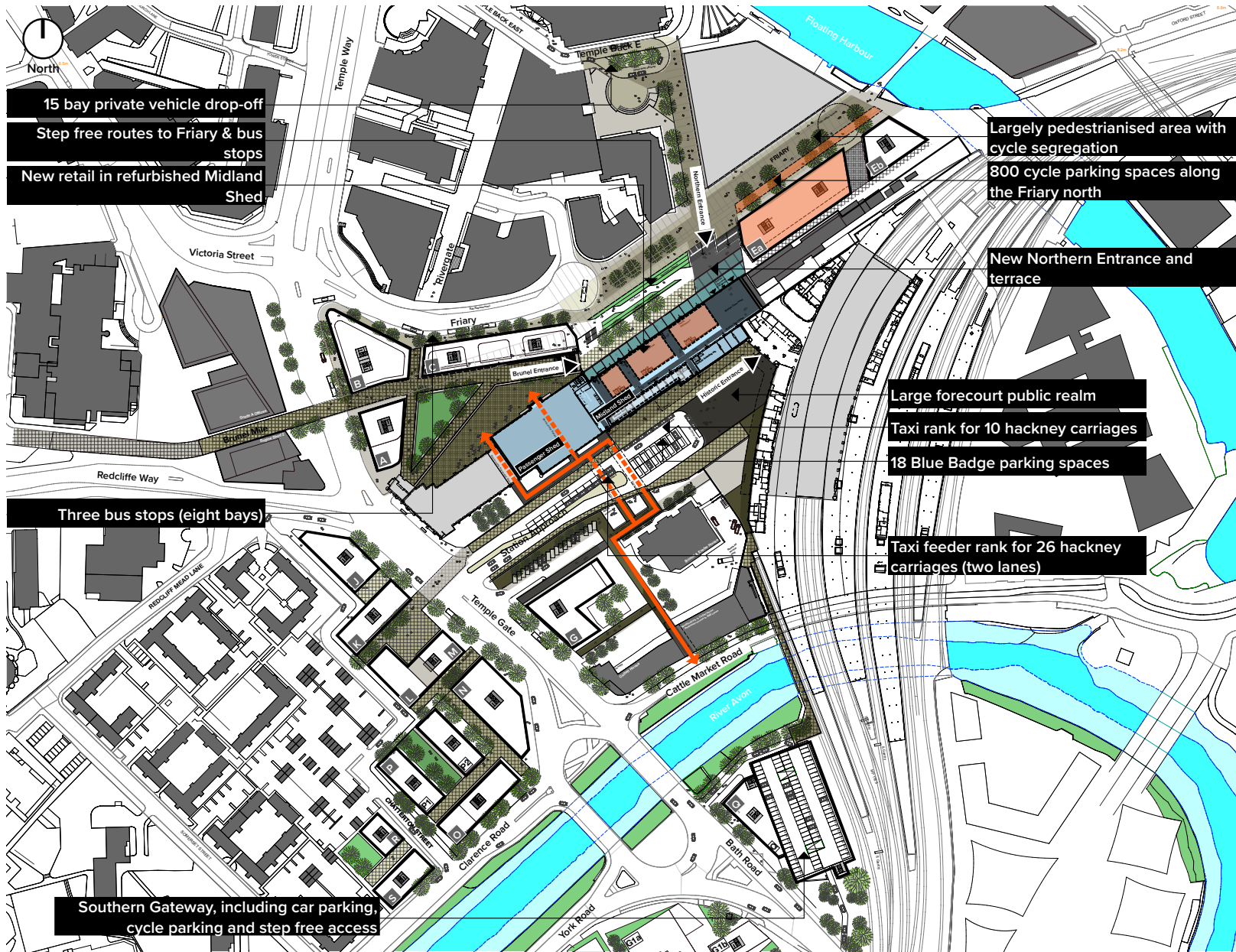


Figure 81 Potential new City Gateway

### 6.6.1 Midland Shed

#### Design

Revitalisation of the Midland Shed would extend the station concourse to this northern side of the station, linking the Northern Entrance, Station Approach and existing ticket hall. It would provide new facilities, retail and wayfinding to enhance the passenger experience and aid with onward travel.

The Midland Shed currently has two internal floor levels: a disused platform along the inner/southern wall and track bed level for the remainder, approximately 900mm lower. Coupled with differing levels outside the shed, there are challenges for providing compliant, step-free access to the clock tower hall. The design of this internal floor should be undertaken in parallel with the Northern Entrance (explored in 6.6.1 below) to achieve a logical, accessible progression of routes.

The northern end of the shed could form part of a larger, centralised and more intuitive unpaid concourse area, including wayfinding components and space for future introduction of platforms 0/1.

The Midland Shed presents opportunities for new ticketing facilities and convenience retail (envisioned as single-storey units), potentially including active frontages onto the Station Approach. There is also an opportunity to introduce a lift from an arch beneath the Station Approach to service these units. Other new facilities could include public toilets.

This masterplan proposes options for new pedestrian openings to improve permeability into and through the Midland Shed. At the Northern Entrance, the last three arches could be opened up to provide a new entrance threshold, maximising sight-lines from the new station terrace into the new concourse. There are also opportunities at the south end, providing access between the new terrace and the main forecourt.

The northern end of the Midland Shed is currently open. Further work is required to determine the design of enclosure at this end and its interface with the Northern Entrance to provide a suitable internal environment. If this design progressed soon, there will be a temporary case before the existing signal box is removed and Platforms 0/1 are installed (see Section 5.6). A glass wall may be a suitable temporary solution, lasting 5-10 years. Similarly, there may be a desire to permanently modify the dividing wall between the Midland Shed and Passenger Shed.

#### Heritage

This building is owned by Network Rail and will require some structural refurbishment and new building services before permanent facilities can be built inside, including the roof that is in poor condition. Conversion of this space has been discussed with Historic England and a sympathetic conversion is generally considered suitable at the stage of design. Further work is required to determine which arches are appropriate for opening.

#### Functionality and movement outcomes

The re-purposed Midland Shed could provide:

- Enhanced visibility of the historic station
- An enlarged concourse area to accommodate passenger growth to 2043, including the eventual introduction of platforms 0/1
- Wayfinding components, including rail departure/arrivals boards and for onward travel by other modes
- New ticketing facilities and passenger information centre, size and layout to be determined
- Public toilets, capacity to be determined
- Convenience retail, likely to be small format, self-contained units. Up to 1,286m<sup>2</sup> is considered suitable, to be confirmed with the Network Rail retail team
- Access between the new terrace and the station forecourt on either side of the shed further away from the concourse, to be assessed against structural and heritage implications
- Structural and building services refurbishment
- An ability to securely close the station outside operational hours
- Design for safety and personal security, including lighting, natural surveillance and CCTV
- A suitable internal environment, potentially including enclosure at the northern end of the shed, the feasibility of which is to be determined

**Key**

1. New northern entrance (formed through 3no. arches)
2. New northern unpaid concourse
3. Enhanced unpaid passenger route 1 - Clock tower
4. Enhanced unpaid passenger route 2 – Bonaparte’s
5. New northern entrance terrace
6. New station approach forecourt
7. New Customer Information Screen (CIS)
8. Potential retail use
9. New public toilets
10. New access into passageway
11. Former west Digby Wyatt range rooms
12. Existing access point extended through Midland Shed out onto Friary
13. First class lounge
14. Retail use
15. Potential to open up additional arches along façade to facilitate retail street
16. New 6-car platform and buffer stops positioned 25m back from end of Midland Shed
17. Proposed gateline to platform 0/1
18. Potential gateline behind Platform 3
19. Proposed gateline through Bonapartes Alley
20. Platform 3
21. Relocated Taxi and blue badge parking
22. Service access
23. Existing signalling facility

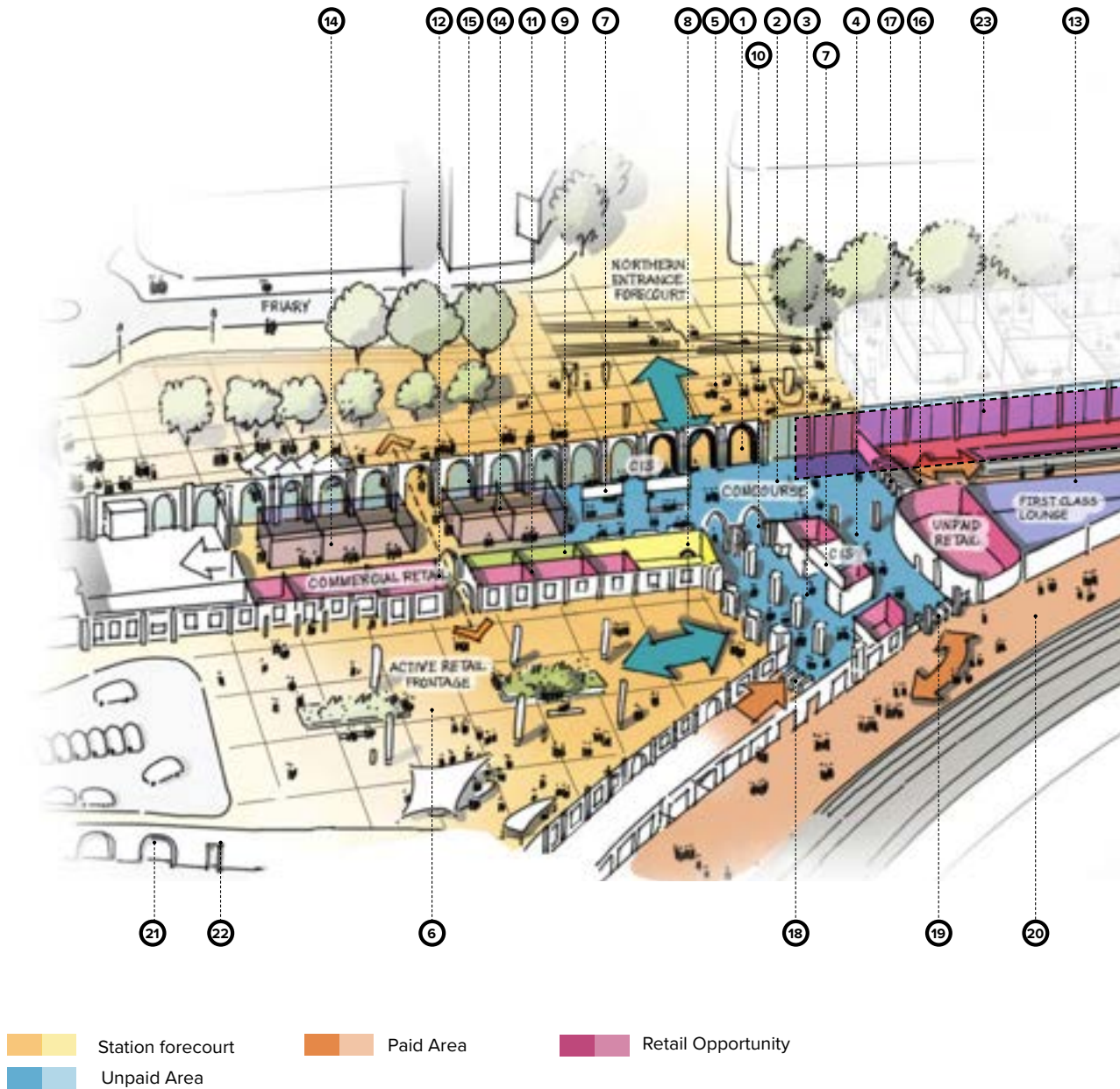


Figure 82 Midland Shed illustrative concept

## 6.6.2 Northern Entrance and terrace

### Design

Creation of a new Northern Entrance will enhance Bristol Temple Meads' role as a gateway to the city that will enhance the passenger experience through an attractive and legible space.

Two main options have been identified for new entrances via the Midland Shed.

1. Keeping separate entrances from the Station Approach and from the Friary. On the Friary side this widened entrance could occupy the end three bays, leading out on to a generous terrace
2. A single or internally linked pair of station entrances through the southern end of the Midland Shed by providing free and open access on foot through the southern end of the Midland Shed

These two options present different challenges and opportunities to successfully address the difference in ground levels, passenger flow capacity, onward travel connections and a logical progression through a new concourse, ticket sales area and gatelines to the platforms. Further work is required at GRIP 3 stage of design to determine the most optimal solution.

A new entrance into the Midland Shed could potentially include a new canopy, designed to reflect Bristol's unique character. The structural form of this canopy is to be determined, although it is highly likely that superstructure and foundations will need to be independent from the existing shed.

A new terrace area is proposed on the northern side of the Midland Shed. This represents the convergence of several routes, and will need to provide step-free access between the terrace and:

- The Friary outside Plot 3
- Relocated bus stops
- The Goods Yard
- The Midland Shed, concourse and ticket hall

### Heritage

The existing station clock tower forms the highest point of the station and is prominent on approach, identified as a key view in the BTQEZ Spatial Framework. The option of a northern entrance at the north end of the Midland Shed would align with this when viewed from movement corridors from the north. The architectural and civil design is to be progressed in liaison with Historic England.

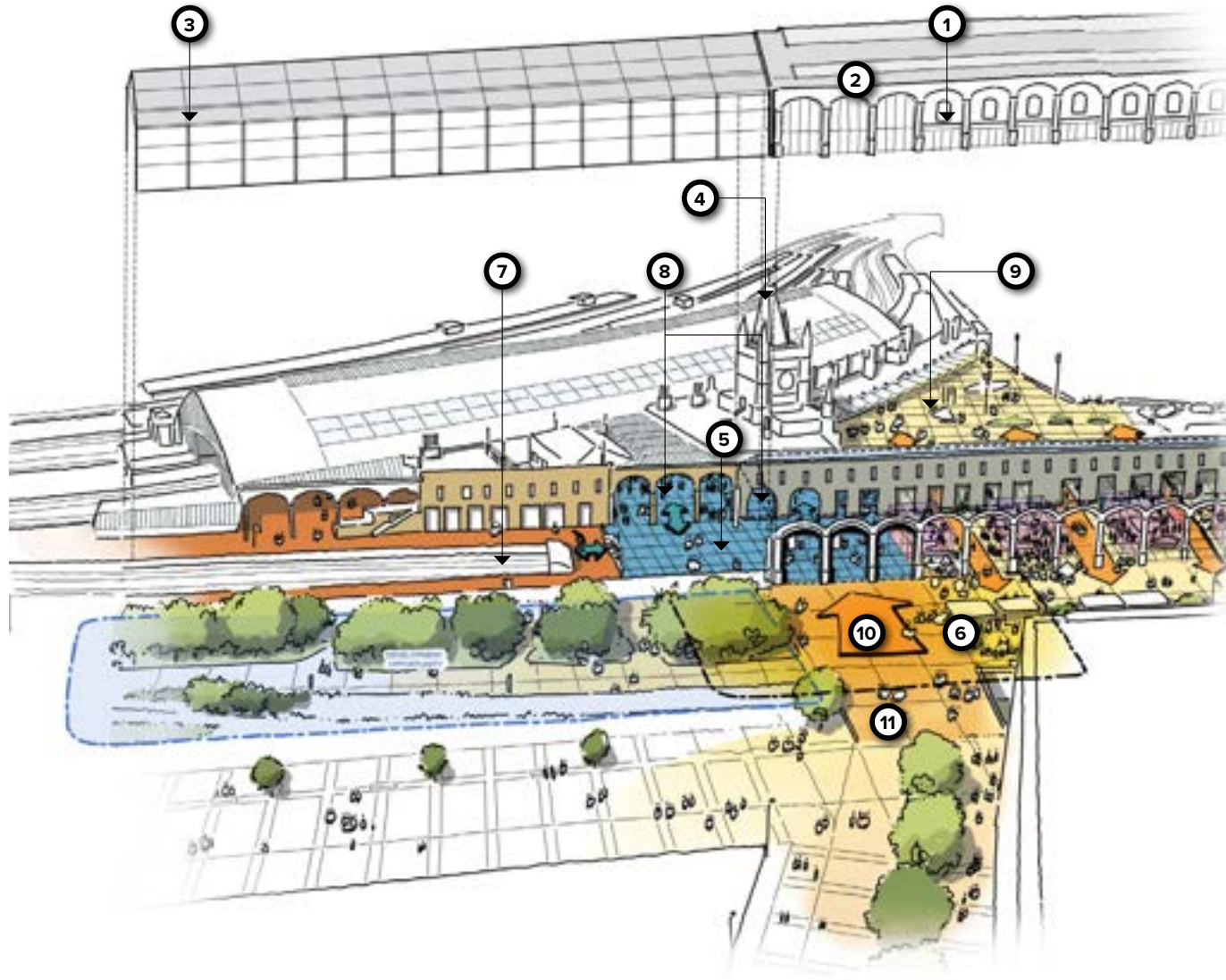
### Functionality and movement outcomes

The redesigned Northern Entrance and terrace could provide:

- An architectural entrance and public realm design befitting of the heritage station and which aids legibility
- Improved passenger flow capacity to accommodate forecast growth to 2043
- Legible wayfinding from the station to onward travel options, including the Brunel Mile, the relocated bus stops on the Friary and the drop-off on Temple Back East, including key sight-lines and signage

- An open terrace to aid decision-making, including places outside of the main flows to dwell and places with shelter
- Convenient, step-free access between the Friary (outside Plot 3), new bus stops, the new Goods Yard and into the Midland Shed, concourse and ticket hall
- Opportunities for small permanent or temporary units to animate the space, such as a 'Welcome to Bristol' hub and small retail stands
- Emergency vehicle access to the terrace, using one of the ramps

It should be noted that the further development and configuration of the Northern Entrance cannot be progressed in isolation from the external city gateway, and the internal circulation enhancement, both of which will require a level of further definition to define appropriate Northern Entrance solutions, and which may result in the selected option varying from that shown in current visualisations.



**Key**

1. Refurbished Midland Shed
2. New Northern Entrance
3. Platform 0/1 canopy/Facade
4. Potential reinstated clock tower spire for enhanced wayfinding/ civic presence
5. Consolidated central concourse served by Northern Entrance and Station Approach Entrance
6. New terrace
7. New 6-car platforms 0/1
8. Enhanced unpaid passenger links through existing ticket hall/clock tower and Bonapartes Alley
9. Renewed Station Approach forecourt
10. New northern entrance formed through 3 arches of Midland Shed
11. New widened/enhanced northern access

Figure 83 Northern Entrance and terrace illustrative concept

### 6.6.3 The Friary

#### Design

The Friary represents a crucial part of the dispersed City Gateway where several modes of travel and desire lines converge. The re-design of this area would provide an accessible, legible and safe space which minimises conflict. With completion of the Northern Entrance, Temple Meads would effectively turn to face the Friary, rather than the current impression that the route is behind the station.

This masterplan proposes relocation of the terminating bus stops from the Station Approach to the south end of the Friary. This will require re-routing of buses via Redcliffe Way, but will provide a dedicated space for ease of operation and greater opportunities for bus shelters. Permeability links and sight-lines between the terrace, Goods Yard and bus stops will provide clarity for passengers.

At the northern end of the Friary, outside the Northern Entrance, the current 'shared space' loop will be removed, giving priority pedestrians and cyclists. Detailed design will need to resolve potential conflict between these modes, as well as integrating safe access for service vehicles to serve potential new buildings. A new private car drop-off loop will be created from Temple Back East.

The Friary provides an opportunity to create a high quality cycle link between the Brunel Mile and the Bristol to Bath Railway Path. The proposed route is from Meads Reach Bridge (the Cheesegrater) around the north side of the Friary, with a new crossing over the mouth of the Friary. This is a slightly indirect route, but would avoid conflict with pedestrians

and buses around the busy Goods Yard. This route should segregate cyclists from other modes where possible, including pedestrians, in order to create a safe environment. Opportunities for more direct cycle routes will be explored at the next design stage.

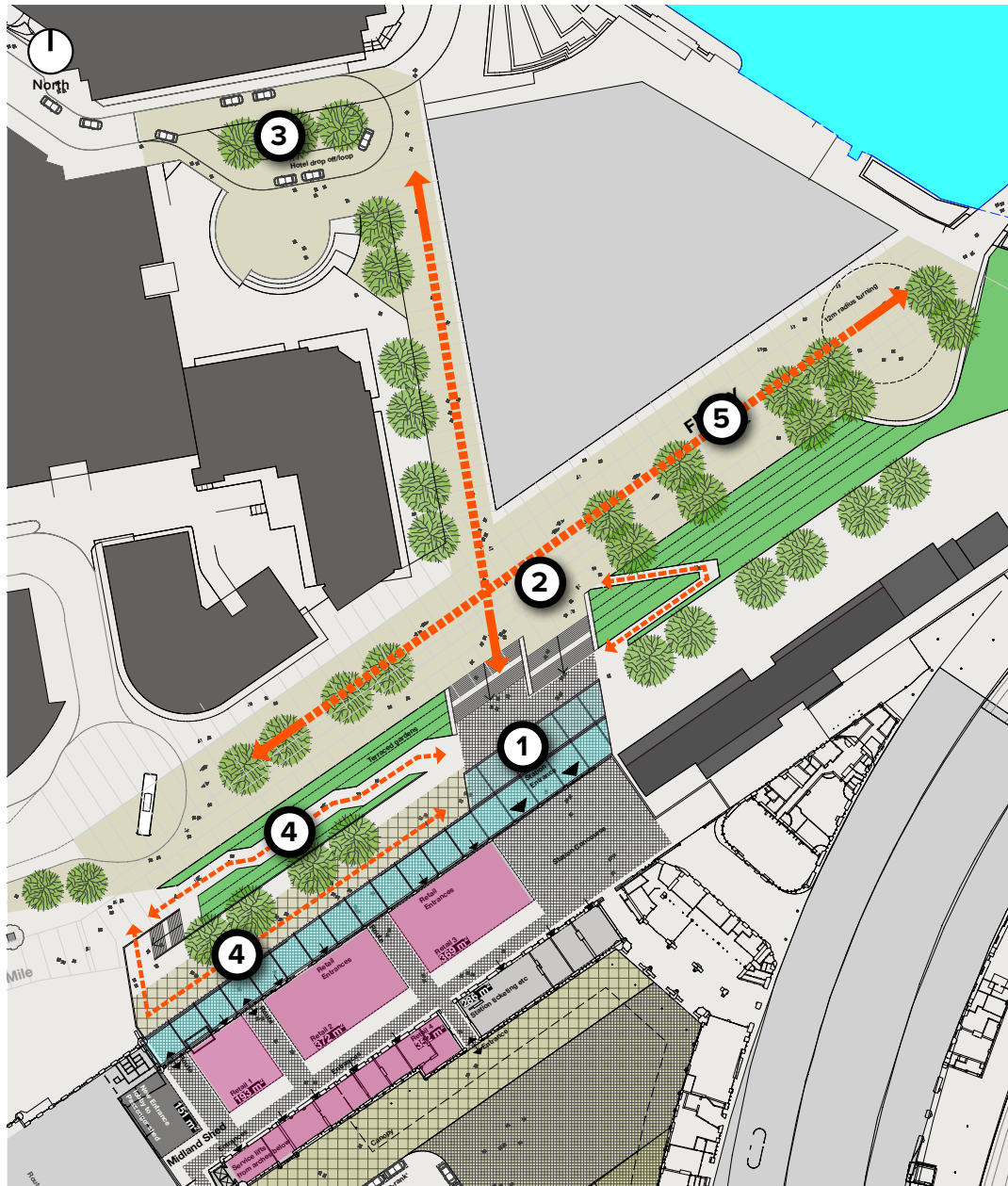
The northern Friary area, near Meads Reach Bridge, has been used as the site for initial decant of the station cycle parking to improve station security and facilitate the roof refurbishment. The projected demand for cycle parking spaces is likely to exceed the capacity of this area in the mid-2020s, thus the permanent solution is an expanded and enhanced facility within the Gateway area.

It is highly desirable for buildings at the northern end of the Friary to include active frontages and, where possible, shelter for pedestrians. This includes a new building on Plot 3 (see Section 2.4) and the Friary North development (see Section 7.5).

The existing boat/ferry stop at Temple Quay Amphitheatre is well positioned for station users and the forthcoming harbour walkway. The topography and bridge cables mean that there are few alternative uses for this site, thus its continued use as a boat stop is recommended.

#### Heritage

The remodelling of the Northern Entrance terrace and Friary is likely to impact the historic masonry retaining wall. This was assessed as 'moderately significant' in the previous Conservation & Asset Management Strategy (Alan Baxter, 2013). Design is to be progressed in liaison with Historic England.



**Key**

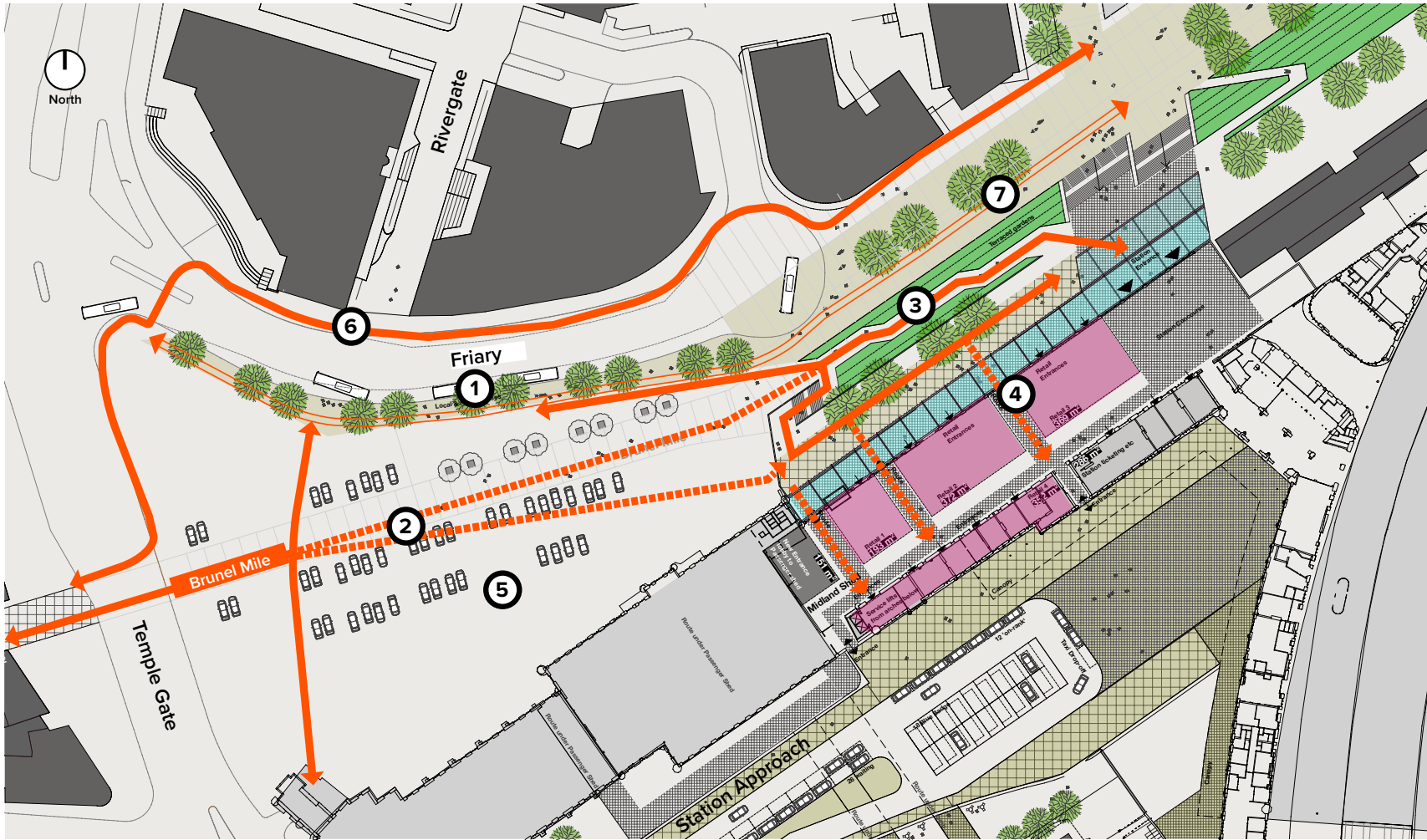
- ① New Northern Entrance option including canopy, steps and ramp
- ② Largely pedestrianised Friary North
- ③ New drop-off facility on Temple Back East
- ④ Step-free access to Friary bus stops (options)
- ⑤ Cycle link to Bristol to Bath Railway Path

Figure 84 Potential Friary

### Functionality and movement outcomes

The re-modelled Friary could provide:

- New bus stops between Temple Gate and the Friary roundabout. There is capacity for eight bus stands with space for a ninth to be considered at the next stage of design. Bus shelters will be provided
- Potential space for rail replacement buses on the northern side of the Friary, to be determined at the next stage of design
- Improved pedestrian flow capacity to accommodate forecast growth to 2043
- A continuous cycle route between Meads Reach Bridge and Temple Gate. The pedestrian/cycle crossroads immediately outside the Northern Entrance may require speed control or signalling
- Sheltered, secure cycle parking for initial decant from inside the station
- A private car drop-off loop from Temple Back East. The exact size is to be determined, but the concept layout has capacity for 8 parking spaces and 7-9 pick-up/drop-off bays
- Improved highway surfacing to provide clarity between pedestrians, cycles and cars.
- Legible wayfinding from the station to the relocated bus stops, pedestrian and cycle routes, cycle parking, private car drop-off and ferry. Step-free access and perch seating will be provided along all routes
- Improved lighting and opportunities for green infrastructure to improve security and passenger experience



**Key**

- 1** Relocated buses currently using Station Approach, including Bristol Airport Flyer and terminating services

**2** Brunel Mile route options

**3** Hard/Soft landscape/ramps

**4** Opened Midland Shed facade archways for 'shop fronts' and pedestrian access
- 5** Plot 6 car parking area required for construction space ahead of Goods Yard development

**6** Segregated cycle route along the Friary

**7** Alternative cycle route along the Friary

Figure 85 Potential Friary

## 6.6.4 Station Approach

### Design

The key objective for this area is to improve spatial clarity for users, efficiency of interchange and to create a public forecourt which celebrates the heritage facade of Temple Meads Station.

The forecourt outside the entrance can be expanded to create a generous and pleasant station square. This arrangement not only de-clutters and improves the setting of the Grade I listed station but also improves security stand-off and creates potential opportunities for retail in the Digby Wyatt frontage. The creation of a new forecourt would also improve visibility for people approaching and leaving the station.

As with other spaces around the station, a clear strategy of inter-modal dispersal is necessary to provide a legible experience within the constraints of available land. With the bus stops being relocated to the Friary, taxis will be retained on the Station Approach. The proposed layout is similar to the existing with a main rank and feeder rank at the top. At the top of the ramp, a dedicated area of Blue Badge parking will be provided with compliant, step-free access to the concourse. Other private cars will not be permitted to use the ramp.

### Heritage

The dynamic views and heritage value of the existing ramp and forecourt will be improved via the removal of movement conflicts by relocating buses and private cars. Design is to be progressed in liaison with Historic England.

### Functionality and movement outcomes

The reconfigured Station Approach could provide:

- A generous forecourt area befitting of the heritage station which achieves minimum vehicle stand-off distances. This could include places outside of the main flows to dwell and make decisions and places with shelter
- Legible wayfinding and step-free access from the entrance to the movement routes, taxis, blue badge parking, Midland Shed and Southern Gateway to the Brunel Mile, including key sight-lines and signage
- Opportunities for small permanent or temporary units to animate the space, such as small retail stands
- Improved footway surfacing down the ramp and appropriate crossings over the carriageway
- Green infrastructure, as appropriate
- A new taxi rank and feeder rank for licensed Hackney carriages. A concept design is proposed with 10 spaces on the main rank and 26 waiting; to be refined at the next stage of design
- Shelter for those waiting for taxis, as far as practicable
- Compliant Blue Badge parking spaces with direct access to the station entrance from a level surface. A concept design is proposed with 18 spaces; to be refined at the next stage of design
- Convenient, step-free access into the Midland Shed at its southern end
- Emergency vehicle access to the forecourt, such as removable bollards
- Improved surface water drainage into the River Avon

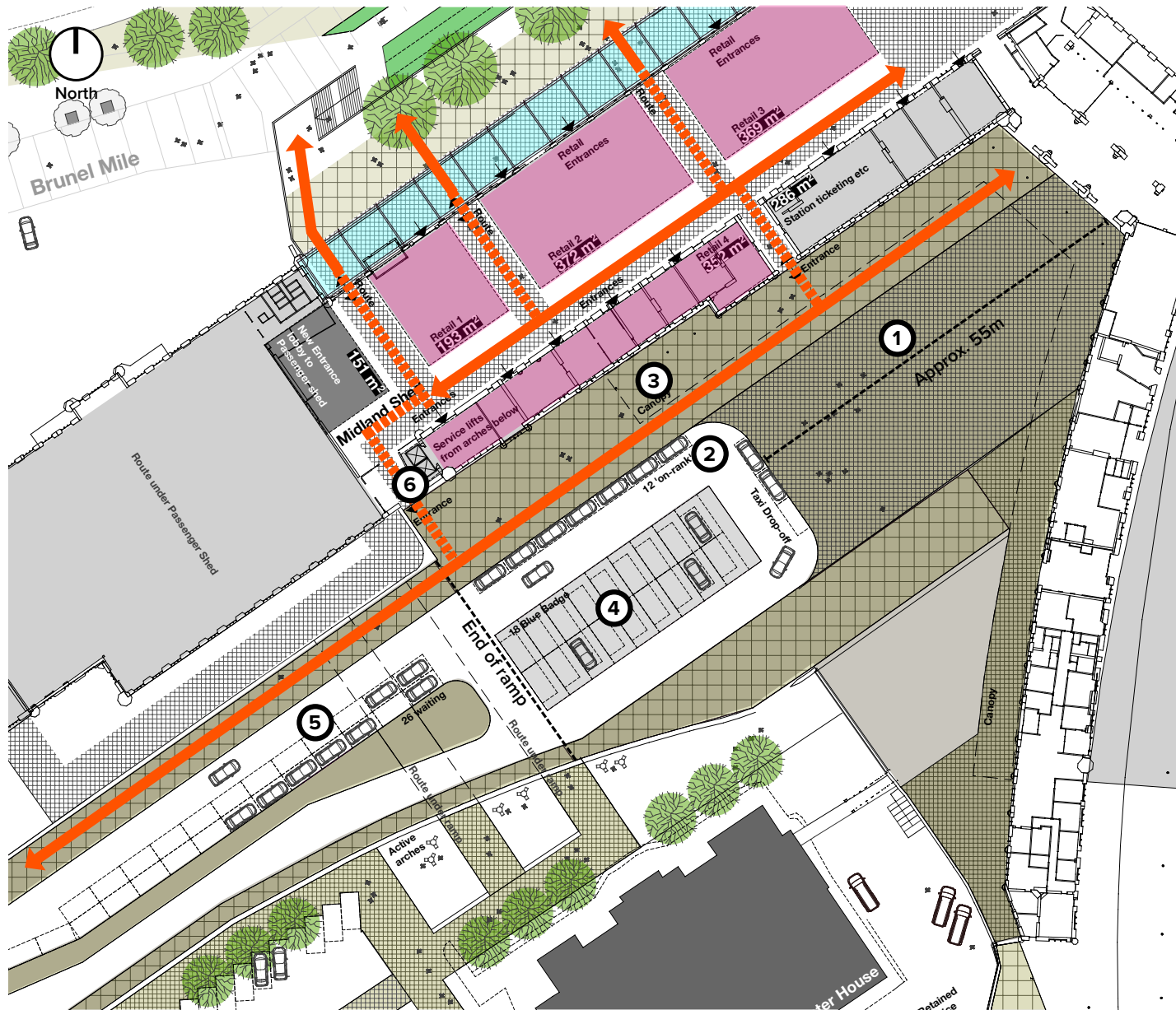


Figure 86 Potential Station Approach

- Key**
- 1** Station Approach forecourt
  - 2** Taxi collect/drop moved 55m back from the station entrance.
  - 3** Taxi passenger waiting area under the existing historic canopy
  - 4** Blue Badge parking (18 spaces)
  - 5** Taxis waiting on the Station Approach ramp (26 spaces)
  - 6** Step-free access into the Midland Shed



Figure 87 Station Approach illustrative view

### 6.6.5 Southern Gateway

#### Design

This site is proposed as a new transport hub to access the station from the south of the city, including provision for private cars, pedestrians and cyclists. The redevelopment of 1-9 Bath Road/Fish Dock represents a significant opportunity to consolidate and unlock the transformation of the station and surrounding areas, responding to the constraints imposed by land ownership and phasing dependencies.

The new hub will be a multi-storey building at the south end of the site, accessed by pedestrians, cyclists and cars from the Bath Road. Although this site is currently perceived as distant from the station, there is potential for direct pedestrian access at railway level across the River Avon by repurposing the existing railway siding, linking to the station forecourt outside the Queen Anne Gate. In the long-term, there is potential for a new gateline onto Platform 4.

This facility will include permanent relocation of long-stay, short-stay and staff car parking from outside the Northern Entrance, the Midland Shed and the Station Approach. This relocation and consolidation is crucial to unlocking other sites, with a net reduction in overall car parking in the area.

This hub offers opportunities for a cycle parking hub to supplement the high-capacity cycle parking adjacent to the Northern Entrance (see Chapter 7) and further encourage modal shift. Consideration should be given to safeguarding space for cyclists and future segregated routes along Bath Road, to integrate with wider city cycle path provision.

This hub could be designed for future adaptation and flexibility, recognising that Bristol's transport is changing. This could include higher than the minimum electric car charging points and design for autonomous vehicles. Storeys could be deliberately high and non-split-level to allow for potential future conversion for other purposes.

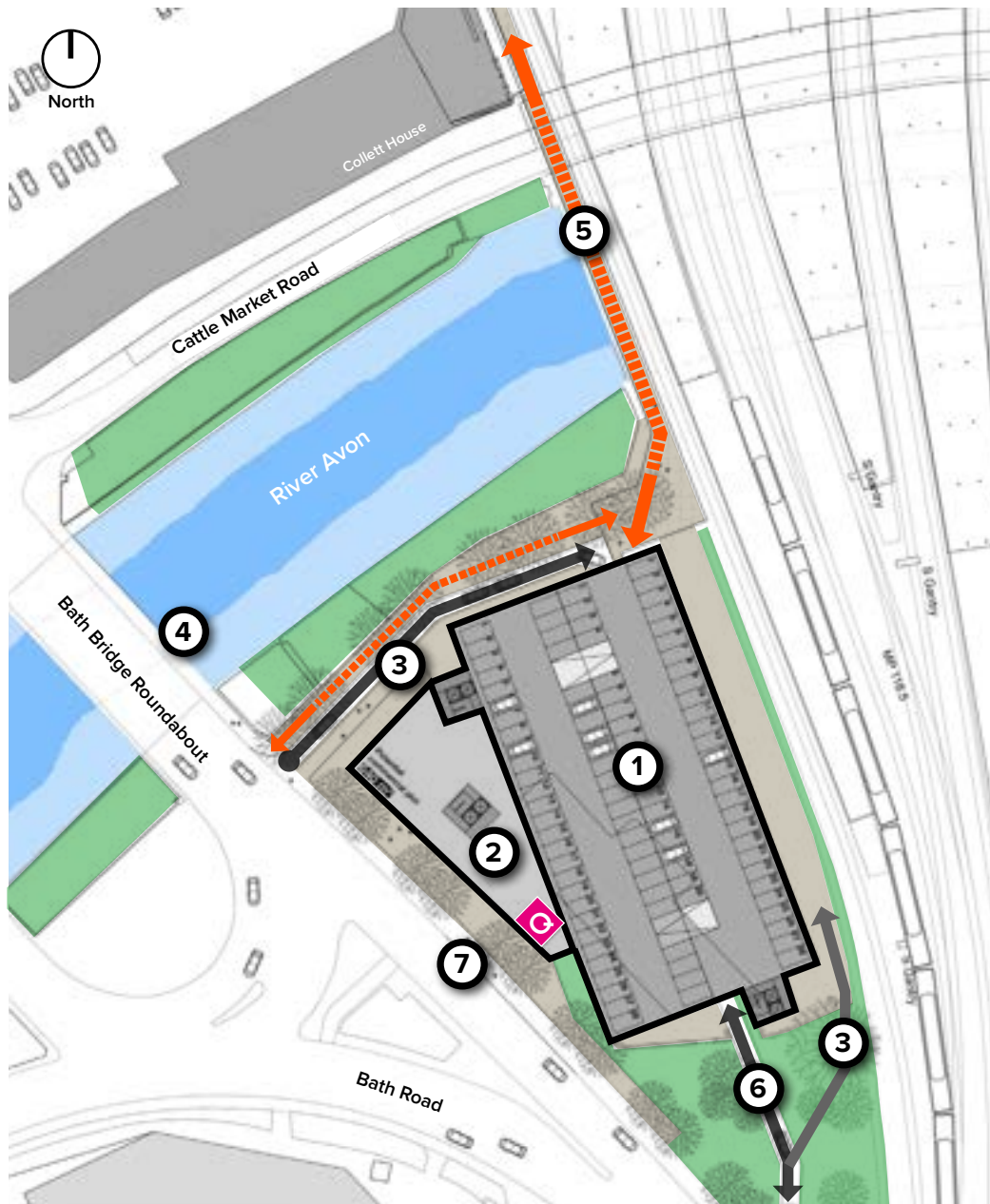
The Fish Dock railway yard is owned by Network Rail and will still be required to some railway access and maintenance.

Given the 'gateway' nature of this location, there is potential for an additional building on this site to reduce the visual impact of the structure and increase activity on the site. This is proposed as a commercial office building.

#### Heritage

This site is not as close to the Grade I listed station as other parts of the City Gateway. However, sensitive and intelligent design will be important for its exposed location on the Bath Road.

Part 1 - Overview  
 Part 2 - Masterplan  
 Part 3 - Development Framework



- Key**
- ① Multi-storey transport hub with car and cycle parking
  - ② Commercial development fronting Bath Road
  - ③ Potential Network Rail maintenance access to Fish Dock yard
  - ④ Safeguarded areas for future cycle improvements along Bath Road
  - ⑤ Step-free pedestrian route to the station
  - ⑥ Access and egress from Bath Road
  - ⑦ Improvements to cycle routes

Figure 88 Southern Gateway illustrative concept

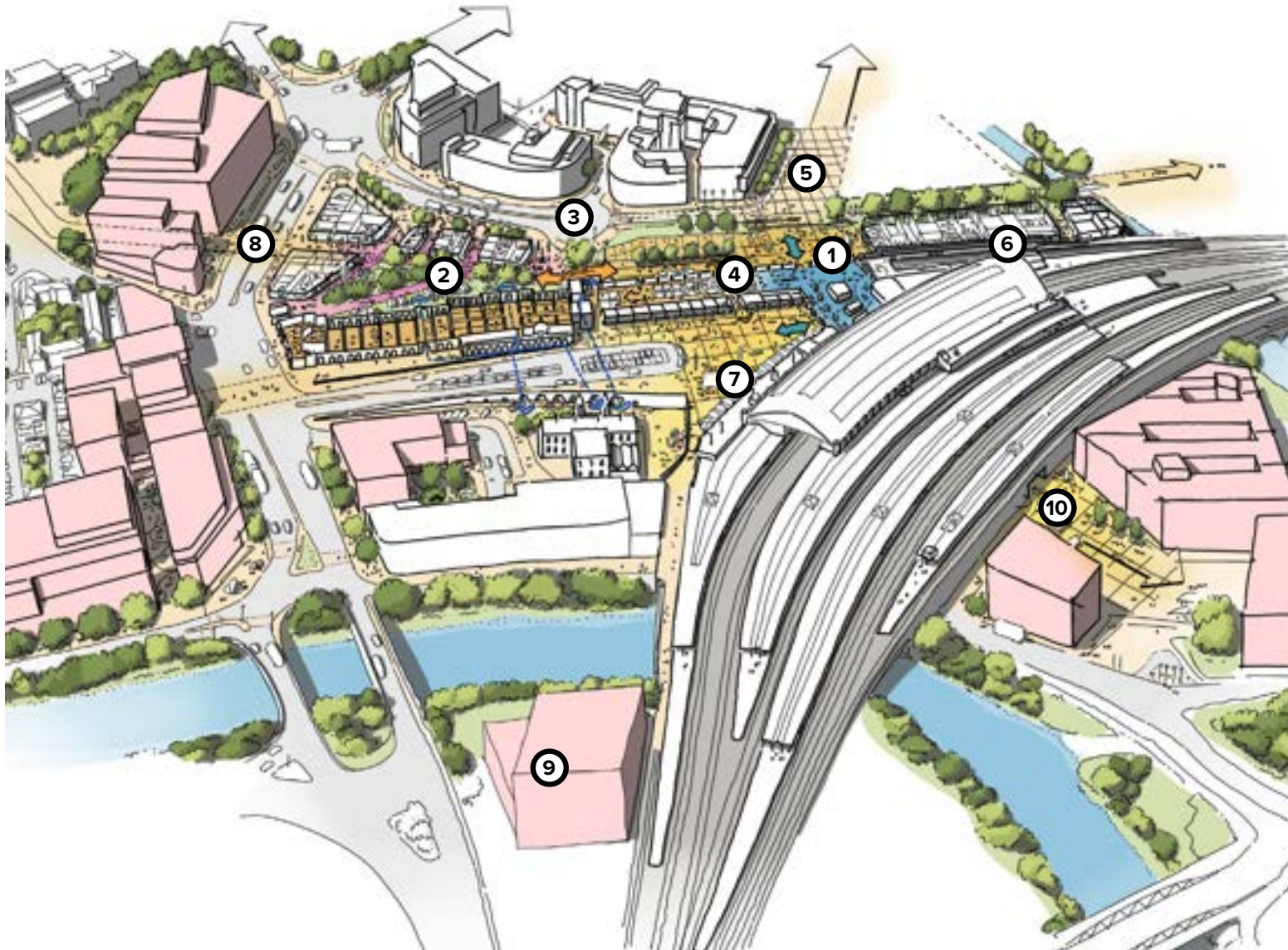


Figure 89 Southern Gateway illustrative view

### Functionality and movement outcomes

The new Southern Gateway could provide:

- An architectural building design that is fitting for the location, including an appropriate height and external facade
- High quality cycle parking to accommodate future growth. The exact number is to be determined at the next stage of design
- Long-stay and short-stay car and motorcycle parking for railway users and station staff parking. This should include Blue Badge parking to supplement those on the Station Approach. The exact number of spaces and storeys are to be refined at the next stage of design
- Retention of the maintenance yard to accommodate future railway needs. The exact layout and provision is to be determined at the next stage of design
- Electric vehicle charging points and passive provision for autonomous vehicles
- A safe, signalled junction from A4 Bath Road, subject to further investigation and optioneering. The access point is proposed at the south-east end of the site to minimise impacts on the Bath Bridge Roundabout. Initial highway modelling has been undertaken; it was found this would increase and delay journey times, but is less disruptive than other available options
- Step-free, sheltered access to the Station Approach forecourt, proposed by repurposing the existing railway siding across the River Avon
- A potential new commercial office building on either the highway or railway side of the structure
- Provision for a mass transit stop
- No long term net increase in the quantum of station parking from current spaces (Midland Shed, Plot 6/Friary North, Station Approach, Temple Gate MSCP). Opportunity to consolidate wider Temple Quarter parking
- New surface water drainage into the River Avon and attenuation, such as ponds, swales or underground tanks



- Key**
- ① Northern Entrance
  - ② Creation of a new public square
  - ③ New bus interchange on the Friary
  - ④ Midland Shed retail and ticket facilities
  - ⑤ Pedestrianisation of Isambard Walk (between the Friary and the Square off Temple Back East) and new station drop-off
  - ⑥ New Friary North development
  - ⑦ New Station Approach square
  - ⑧ Brunel Mile connection
  - ⑨ Southern Gateway
  - ⑩ Eastern Entrance

Figure 90 City Gateway interventions illustrative concept

### 6.6.6 Servicing access

The new Bristol Temple Meads City Gateway has a direct interface with servicing around the station, including the Friary North and Temple Gate schemes (outlined in Chapters 7 and 8). To maintain smooth operation of the station and new developments, this area will need to accommodate road vehicle access for numerous stakeholders, including:

- Network Rail
- Great Western Railway
- CrossCountry Trains
- Railway contractors
- British Transport Police
- Emergency services, including ambulance and fire
- Retail, inside and outside the station
- New development buildings, such as residential and commercial offices

A diagram of servicing routes is presented in Figure 91. For all of these, consolidated routes that minimise conflict with other modes and reduce security risks will require careful attention to detail. This plan is indicative, to be refined in future stages of design as the understanding of constraints and demand continues to develop.



Figure 91 City Gateway and surrounds servicing routes

- Key**
- 🚚 Potential new lifts (Midland Shed and wider Platform 13/15)
  - ➡ Vehicle servicing access
  - ➡ Emergency vehicle access
  - ➡ Sub-surface station servicing routes
  - ➡ Road rail access point options

### 6.6.7 East-west permeability

The redevelopment of areas around the station provides opportunities to improve east-west permeability across the station, which currently needs to be circumnavigated via Avon Street or Temple Gate.

A previous masterplan envisaged the creation of a public street/subway across the middle of the station. However, upon further evaluation, this would be a very complex and disruptive project, introducing numerous operational risks, sequencing risks and interfaces with other projects. Thus, this option was discounted.

The proposed Northern Entrance, Eastern Entrance and Southern Gateway will improve access to the station from all sides. The Floating Harbour Walkway project will help to provide a pedestrian route, and potentially cycle route, from the north end of the Friary to the Temple Quarter Enterprise Campus (see Section 2.4). A footbridge across to Avon Street is also desirable, as promoted in the BTQEZ Spatial Framework. The current status of the Eastern Entrance and Bristol Temple Quarter Enterprise Campus are summarised in Section 2.4. This development presents some constraints and opportunities for providing public access and wider connectivity through the station to join transport networks

### 6.6.8 Illustrative development framework

These images present a series of visual concepts and precedents to illustrate the vision for the City Gateway.



Figure 92 King's Cross station



Figure 93 Stratford station



Figure 94 Containerised cycle parking



Figure 95 Two level cycle parking

### 6.6.9 Diversity and inclusion outcomes

Diversity and inclusion outcomes are central in the design and delivery of this Development Framework, as presented in Section 2.5.11. These themes have been embedded in the five Guiding Principles, together with other objectives, to achieve successful placemaking outcomes in each area.

Strategic objectives for diversity and inclusion are applicable at all stages of design, from broad concepts through to detailed design. Thus, considering the scope and remit of this Development Framework, they are not fully satisfied at this early stage. However, these outcomes are most easily demonstrated in the three areas which have been developed to Masterplan level of detail: Bristol Temple Meads, the City Gateway and the Friary North.

A composite drawing of diversity and inclusion outcomes for the station and surrounding area is presented in Figure 966.

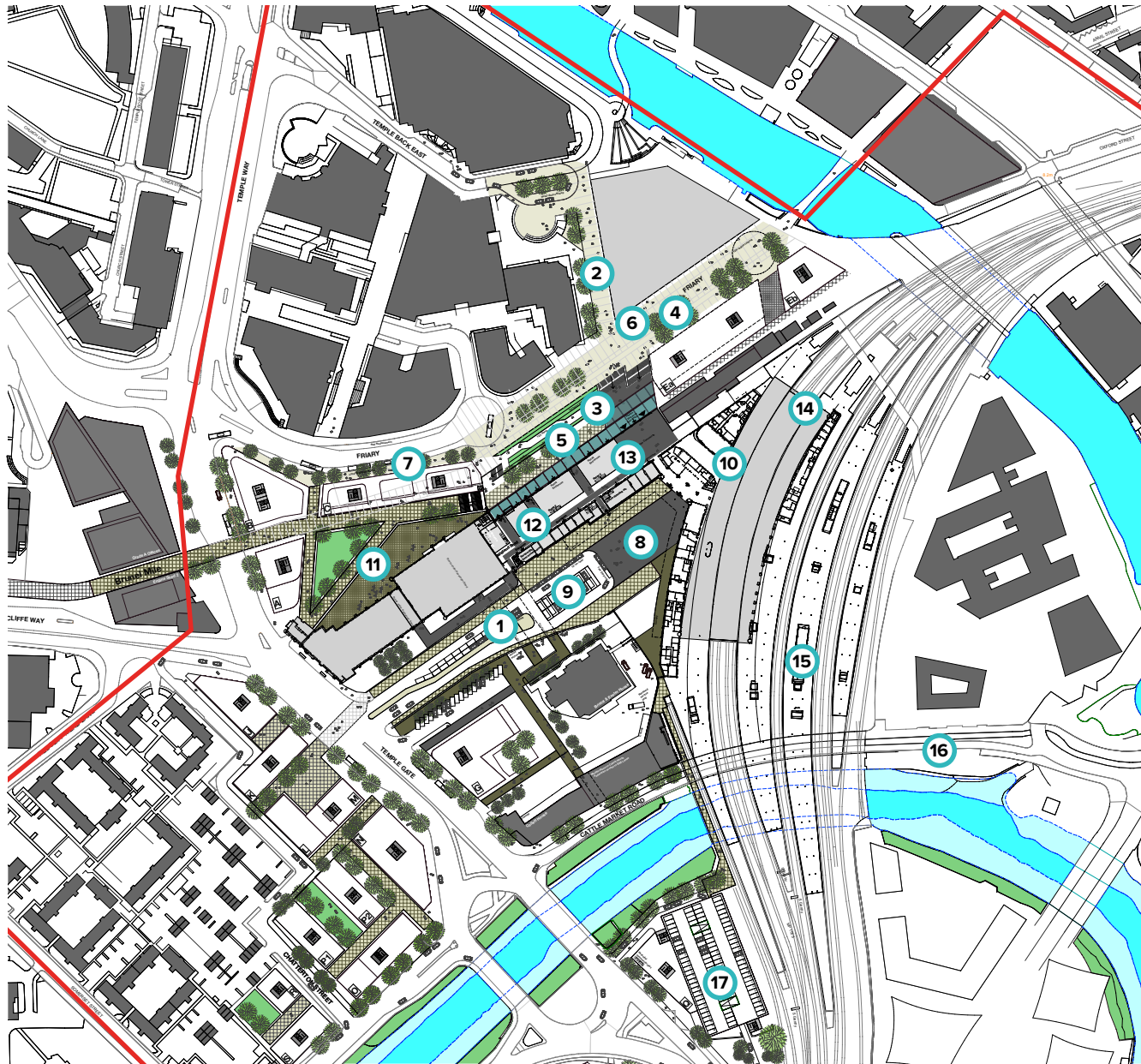
#### **Diversity Impact Assessment and Equalities Impact Assessment**

During this study a Diversity Impact Assessment and Equalities Impact Assessment have been undertaken for works inside the Network Rail station and the new transport interchange, respectively. These identify potentially disproportionate impacts of changes to people with protected characteristics under the Equality Act 2010.

In both of these assessments, it was concluded that the work should continue as people from protected characteristic groups will benefit from the completed works. However, there is potential for negative impacts during construction, and these assessments should be revisited once construction

details and programme are better known. The proposed actions are:

- Continued stakeholder engagement
- Make available integrated and accessible information
- Ensure station facilities are open throughout construction
- Plan and implement construction management measures
- Ensure that accessible design is followed to standards and best practice
- Ensure that there enough rest stops along pedestrian routes
- Keep the Equalities Impact Assessment and Diversity Impact Assessment up to date



**Key**

- ① Improved clarity through dispersed interchange
- ② 'Shared space' removed
- ③ Potential 'Welcome to Bristol' information centre
- ④ Disabled cycle parking spaces
- ⑤ Step-free access to Northern Entrance
- ⑥ Public realm with dwelling places
- ⑦ Bus shelters
- ⑧ Large forecourt public realm
- ⑨ Blue Badge parking spaces
- ⑩ Wider internal circulation routes
- ⑪ New, open public square
- ⑫ New toilets
- ⑬ New ticketing facilities
- ⑭ Platform tactile paving and surface improvements
- ⑮ New toilets and waiting rooms on platforms
- ⑯ New, active sites around the station improving passive security
- ⑰ Disabled parking and step-free access to the forecourt

Figure 96 Bristol Temple Meads and surrounds diversity and inclusion improvements

## 6.7 Making it happen

This section presents a set of strategic considerations and objectives to inform the next steps for the City Gateway. These recommendations have been developed in response to the constraints and opportunities (Section 6.3) and the financial modelling undertaken as part of this study.

### 6.7.1 Infrastructure and enabling works costs

Indicative costs for the main components of the City Gateway are outlined below. These include an allowance for risk, but costs of land acquisition for infrastructure works have been excluded from this analysis.

Item	Total cost
Northern Entrance	£10-15m
Glazed canopy (station entrance only)	£0.5-1m
Transport interchange and public realm works, (including Station Approach, Northern Entrance, the Friary and cycle parking relocation)	£5-10m
Southern Gateway	£10-15m

All costs are to Q4 2019 base rate, not including any inflation to the anticipated mid-point of construction.

### 6.7.2 Outputs of development appraisals

The viability assessments consider the capital cost required for the retail fit out within the Midland Shed. Assumptions on yield from retail rent have been used to estimate viability. The Midland Shed return a positive RLV under the core scenario.

The new commercial office building on the 1-9 Bath Road site returns a positive RLV under the core scenario, suggesting this plot is viable to develop.

### 6.7.3 Delivery strategy

There are several potential strategic avenues to deliver the City Gateway, which should be considered in tandem with the Friary North and Temple Gate developments, as described in Chapters 7 and 8. For example, the public-sector partners could consider a formal joint venture structure to share in the uplift in value arising in a growing market and the value uplift associated with station upgrade and wider improvement works to related infrastructure.

Much of the infrastructure work is related to improved connectivity to and within the station, meeting broader policy objectives and unlocking nearby development. It is therefore subject to grant funding applications from the government or the CA. This includes the Northern Entrance, public transport interchange and associated public realm. It also includes the new Southern Gateway, an integral component of the City Gateway works which will increase interchange and accessibility to/from the station.

The Southern Gateway could have a specific delivery channel as an income generating asset. This site is characterised by overlapping land interests and programme dependencies. Again, there are several potential avenues for delivery structure. The Southern Gateway could possibly be delivered by a public-sector land owning joint venture or by the project sponsor (Network Rail or Bristol City Council as required). As another option, the Southern Gateway could be privately owned and operated, to be determined in the next stages of design.

Given the Midland Shed's location within the northern entrance boundary of the station, it is probable that this will be delivered directly by Network Rail as with most other similar developments.

#### 6.7.4 Planning conformity and strategy

As outlined in the previous Area Statement, Network Rail benefits from permitted development rights for certain types of work to its rail infrastructure, however, planning permission is required where such works involve the reconstruction or alteration of a building or structure where its design or external appearance would be materially affected.

Bristol City Council also benefits from permitted development rights and it is possible that public realm and highways works do not require planning permission.

Development that falls outside the permitted development regulations is likely to require planning permission and any planning applications would be assessed in the context of the adopted and emerging Local Plan policies.

The principle of the works identified in the Masterplan for this area is supported by the adopted Local Plan, in particular, BCS2 (City Centre) and policy BCAP35 (Bristol Temple Quarter).

Whether works require planning permission or not, LBC may be required where works would affect the character of the Listed buildings.

The Southern Gateway development at the Fish Dock site may require planning permission. This site is identified in the BTQ Spatial Framework as a potential multi-storey car park site, serving the station and/or the arena site. To be in accordance with policy BCAP29, any future planning application would need to demonstrate that it replaces existing car parking provision and incorporates minimum standards for both disabled and cycle parking. The principle of commercial development at the Fish Dock site accords with policy BCAP35 (Bristol Temple Quarter), which supports the provision of additional high-quality office and flexible workspace.

### 6.7.5 Prioritised list of projects

The following projects and activities have been identified as high priority for the next few years to progress the City Gateway masterplan. These have been selected based on the outcomes they would enable, their benefit cost ratio and deliverability considerations. It is recognised that the exact parcelling of projects and sequence of delivery may change as the project continues to develop, thus a list of known dependencies are presented in the following section.

This list excludes interfacing projects that are subject to their own process but makes reference to them where they introduce a significant interface. Routine asset management and maintenance projects have been excluded from this list.

## Midland Shed and concourse 2022-2027

1. Undertake detailed structural condition survey and heritage survey of the Midland Shed, including ground investigation to understand the existing building foundations
2. Undertake Network Rail stakeholder engagement to determine design requirements, including the ticket facilities, passenger information centre, staff accommodation, operational, SISS, toilets, retail, permeability and servicing, where necessary
3. Decide whether the retail fit-out should be led by Network Rail property or through an alternative arrangement with the private sector
4. Produce RIBA 3 brief(s) for the proposed interventions, including performance specification requirements and criteria for successful solutions. This could include requirements for enclosure at the northern end and interface with the Northern Entrance. Design development should include engagement with Historic England and the Local Council Conservation Officer
5. Procure designer(s). This could be combined with other City Gateway components
6. Undertake design and submit Listed Building Consent and planning permission (if required)
7. Continue to RIBA 4 design and construction

## Northern Entrance, Friary and Station Approach 2022-2027

1. Stakeholder engagement and agreement, including:
  - Highways adoption in Temple Quay Estate (Homes England)
  - Bus stops relocation from Station Approach to Friary (First Bus and Bristol Airport)
  - Vehicle and servicing access to Plot 3 and Temple Quay Estate (Homes England and Temple Quay Management Ltd)
2. Produce RIBA 3 brief(s) for the proposed interventions. This could include performance specification requirements and criteria for successful solutions, particularly addressing the level difference challenges and the amount and function of public realm. In addition to the design activities, the brief could include traffic modelling for highway impacts, in liaison with Bristol City Council, using traffic count data collected since completion of the Temple Gate Highway Scheme
3. Procure designer(s). This could be combined with other City Gateway components
4. Undertake design, including engagement with Historic England
5. Submit planning application(s)
6. Create Traffic Regulation Order for the proposed changes
7. Continue to RIBA 4 design and construction

## Southern Gateway 2022-2026

1. Agree spatial requirements of the Fish Dock yard for future access and maintenance of the station and provision within the design of this area
2. Undertake review of rail operation/capacity to confirm that the disused platform and siding can be permanently removed to create a new walkway
3. Produce programme for interventions and explore options to accelerate if desired
4. Determine and agree the exact number of spaces required for station use, in liaison with Network Rail
5. Undertake pre-application consultation with Bristol City Council
6. Produce RIBA 2 brief for the proposed interventions, including performance specification requirements and criteria for successful solutions. In addition to the design activities, the brief could include:
  - Additional ground investigation
  - Updated ecology surveys, including liaison with the Environment Agency
  - Structural review of the existing retaining wall to the river and design of strengthening
  - Review of future mobility in the city to confirm macro trends in modal shift
  - Traffic modelling for highway impacts, in liaison with Bristol City Council
  - Assessment of the railway siding bridge for new canopy and pedestrian loads
  - Engagement with Historic England
7. Procure designer(s)
8. Undertake RIBA 2 design, continuing to RIBA 3, submission for planning permission, extinguishment of the existing leasehold and construction

## Additional enablers

2022-2027

- Decide on client team/partnering structure for delivery of these works
- Undertake strategic utilities design (Masterplan) for main routes through/ around the area incl. district heating and HV reinforcement
- Develop brief(s) and undertake designs for cycle route improvements e.g. bridge across the River Avon.
- Undertake feasibility study for Bristol & Exeter Yard, including a review of the existing agreements in this area and options to improve servicing routes through to Midland Shed

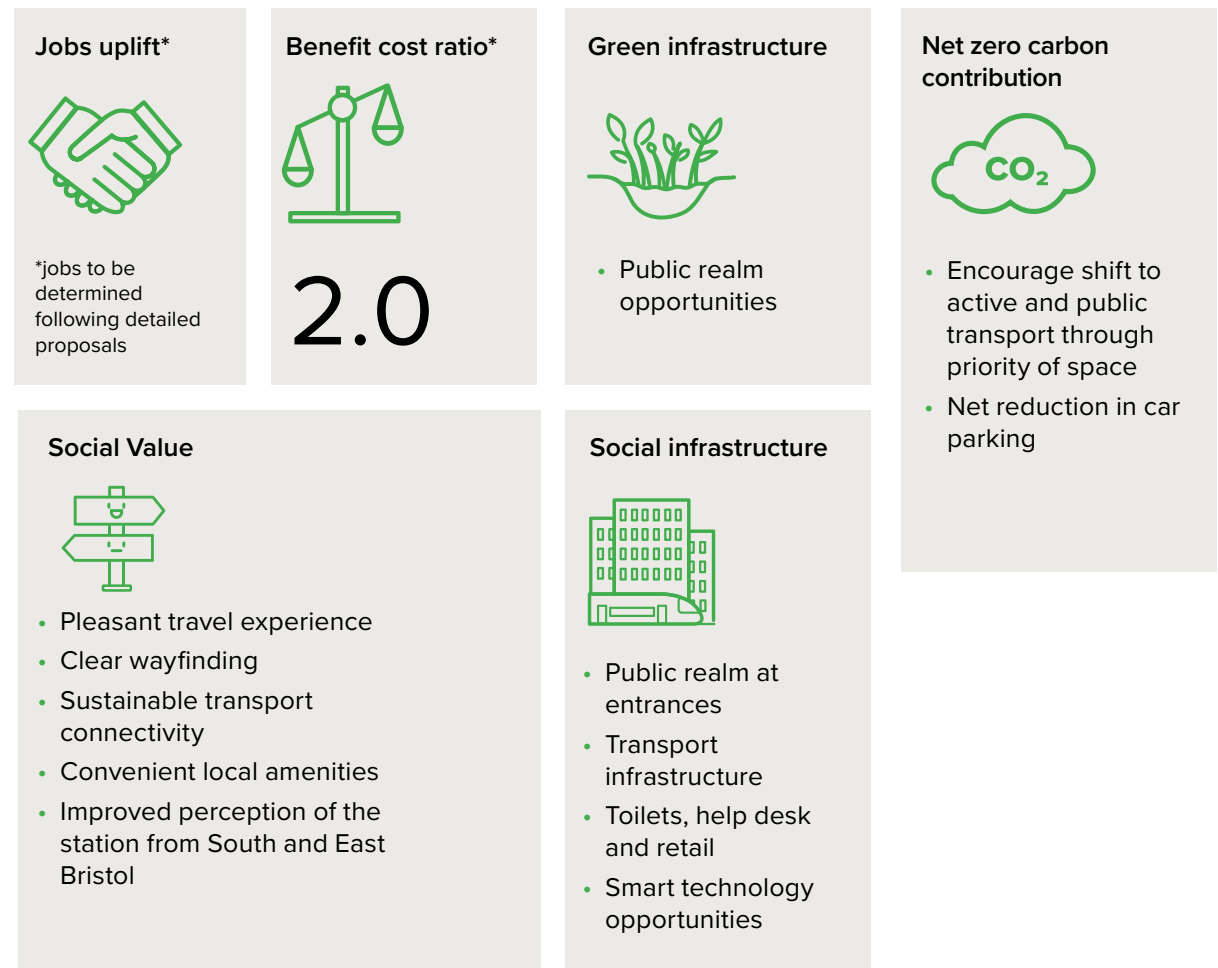


### 6.7.8 Key performance indicator outcomes

The adjacent figure summarises indicative outcome opportunities for the City Gateway area presented in this Masterplan. It should be noted that these are underpinned by several high-level assumptions that are considered reasonable and appropriate at this stage, but could be tested and refined through further studies and stages of design.

The benefit cost ratio (BCR) has been presented as the most appropriate economic metric for these works that are likely to be publicly funded. A combined BCR for the internal and external station works is presented as it is considered they represent a combined programme of improvements.

Figure 97 City Gateway potential key performance indicator outcomes



\*The BCR assessment considers the costs associated with funding the city gateway enabling public realm and station entrance enhancements. It takes into account the benefits associated with the facilitated development around the station in Goods Yard, Friary North and Mead Street discussed in subsequent chapters.



# 7 Friary North

## 7.1 Area statement



Figure 98 Aerial view of Friary North

Our vision is for an area that delivers a distinctive street that celebrates Bristol and complements the improved station interchange. This area will be transformed to provide a lively destination; a place to live, work and enjoy leisure time during the day and the evening. By capitalising on the sustainable travel opportunities, the aim is to attract people, businesses, activity and investment. The public realm will be safe, inclusive and attractive, responding to the local context and connecting with Bristol's wider movement network.

Indicative Timeframe | 5 to 10 years



Figure 99 Friary North/Goods Yard illustrative view

## 7.2 Introduction

### 7.2.1 The Friary North today

The Friary North area comprises 1.2 hectares of land immediately north of Bristol Temple Meads, flanked by the Brunel train sheds and Midland Shed and the Temple Quay estate. This site is also sometimes referred to as Plot 6.

This area is predominantly used as surface car parking, with one short pedestrian route to the station entrance. It is bounded by the Friary and Temple Gate highway, which has recently been remodelled. A new single-stage crossing has been installed across Temple Gate, part of the long-planned Brunel Mile between Temple Meads and the SS Great Britain. This currently reaches an abrupt end at the west end of this site, with pedestrians diverted via the Friary to reach the northern entrance.

The topography of the area is gradually sloped from Meads Reach footbridge in the north east to Temple Gate in the south west. The main area alongside the Brunel sheds is raised up from the Friary by an historic, stone-masonry retaining wall. There is a small strip of vegetation along the Friary.

### 7.2.2 Area history

The Friary North area is immediately south of the Portwall, the 13<sup>th</sup> Century boundary to the city. The route of that wall ran along the present Rivergate and across the south side of Temple Circus.

This area has been part of the Temple Meads station precinct since its incarnation in the mid-19<sup>th</sup> Century. It was first used for the Bristol Harbour Railway tracks which ran beside the Brunel Sheds, linking the Great Western Railway to the City Docks. At the west end of the site the railway was raised onto viaducts over Victoria Street.

The surrounding area has experienced several changes in use as the railway station developed. Immediately to the north (today's Temple Quay estate) were several large goods sheds, first built by Brunel in 1842 with a dock to connect to the Floating Harbour. These goods sheds were extended in 1878 and replaced in 1924.

This area was removed from railway use with the closure of the Brunel Station and Midland Shed in 1965, including the closure of the Harbour Railway. North of this, the goods shed was demolished in 1982 and redeveloped as Temple Quay around 1997. The last part of the viaduct was not finally removed until 2011.

For more information on the history of the station and surrounding area, refer to the Bristol Temple Meads Conservation and Asset Management Strategy, listed in Appendix A.

### 7.2.3 Heritage assets and significance

#### Below-ground significant features

The medieval Portwall and associated ditch are known to lie beneath the south west corner. Brunel's barge dock is outside this area, beneath Plot 3 north of the station.

#### Above ground designated assets

- Grade I listed Bristol Old Station, including the Brunel Sheds and retaining wall (list entry no. 1209622)
- Grade I listed Temple Meads Station, including the Digby Wyatt Buildings, the Main Shed and the Culverhouse Extension (list entry no. 1282106)
- Grade II listed George Railway Hotel (list entry no. 1291650), opposite Temple Gate

**Other structures and spaces**

- Refer to the BTM Conservation & Asset Management Plan for features in the surrounding station
- Grosvenor Hotel, opposite Temple Gate

**7.2.4 Proposed development context****Planning policy considerations**

Policy BS2 of the Core Strategy relates to Bristol City Centre and requires the continued improvement of city centre gateways, including Temple Meads. Development in the city centre will include mixed uses for offices, residential, retail, leisure, tourism, entertainment and arts and cultural facilities.

Adopted planning policy in the Bristol Central Plan designates the majority of the Temple Gate area as a 'key site' (Bristol Temple Quarter). Policy BCAP35 states that sites within Bristol Temple Quarter will be developed for a wide range of uses as part of the growth and regeneration of the area as an employment-led, mixed-use quarter of the city centre, an exemplar for new initiatives and a hub for all creative minded businesses. The layout, form and mix of uses should contribute to delivering this vision for Bristol Temple Quarter and, in doing so, have regard to the Spatial Framework for Bristol Temple Quarter.

Policy BCAP35 also identifies that development will include a variety of uses including at least 100,000m<sup>2</sup> of net additional high quality office and flexible workspace; up to 2,200 new homes including live/work space; hotel and conference facilities; complementary retail and leisure uses, particularly within and adjacent to Bristol Temple Meads station; new walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods; and

green infrastructure and public realm enhancements.

Policy BCAP28 (Bristol Central Area Plan) requires the development of sites adjacent to Temple Meads Station to deliver improved public transport interchange facilities and new and enhanced walking/cycle routes as part of the development of Bristol Temple Quarter.

In the draft Local Plan Review, this area is part of the 'Bristol Temple Quarter' area (Draft Policy DS2). This policy also supports the redevelopment of the area for a wide range of uses, including the provision of additional high quality office and flexible workspace; substantial numbers of new and affordable homes including live/work space; hotel and conference/ convention facilities; complementary retail and leisure uses, particularly within and adjacent to the station; new walking and cycle routes; infrastructure and services to support the new development; and new and enhanced public realm and green infrastructure.

**Approved developments and relevant planning history**

For the latest planned development, refer to the Bristol City Council Planning Online website.



Figure 100 Local Plan policies map © Bristol City Council



Figure 102 Bristol Portwall map © Bristol City Council

- Key**
- Proposed Quayside Walkways  
◆◆ BCS10, BCS21, BCAP32
  - Existing Quayside Walkways  
— BCS10, BCS21, BCAP32
  - City Centre Places  
□ BCS2, BCAP35 to BCAP40
  - Key Sites  
□ BCAP35 to BCAP40

- Key**
- Below ground significant features
- The Portwall
  - The Portwall Ditch
  - Brunel's Dock



Figure 101 Spatial Framework land use plan © Bristol City Council

- Key**
- Business emphasis development parcels (B1)
  - Mixed-use development parcels (where residential comprises up to 60% of total floorspace)
  - Leisure emphasis development parcels (D2, C1)
  - Transport emphasis development parcels
  - Existing buildings in the EZ where a change of use is not anticipated

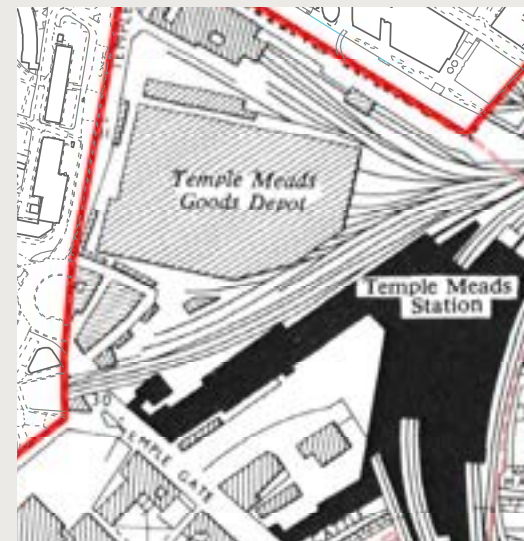


Figure 103 Historic map (1955) © Groundsure

### 7.2.5 Land use

The Friary North area is currently characterised by surface car parking. The northern portion is used for long-stay, public parking, with a portion allocated for staff only. The southern end is private car parking for users of the Temple Quay estate.

The south end of the site houses Boxworks, a two-storey shipping container workspace (part of the Engine Shed hub) and Yurt Lush, a bar/restaurant in several tent structures.

The adjacent Midland Shed is predominantly used for public car parking. The upper floor of Brunel's Passenger Shed is used as event space and the ground floor arches are used for more occasional, unusual events. The ground floor of the Carriage Shed houses a cafe and crèche with the Engine Shed co-working hub above.

### 7.2.6 Movement

#### Public transport

The Friary North area is exceptionally located for access to public transport, being immediately adjacent to Bristol Temple Meads Station.

The nearest bus stops are dispersed on Temple Gate, Redcliffe Way and Station Approach, less than 5 minutes walk.

#### Highway network

There are two main highway access points to the site:

- Via the Friary
- Via an arch from Temple Gate (southbound) that is part of Brunel's street frontage

There is a further, entry-only access point from inside the Midland Shed via the Station Approach.

It should be noted that the highways inside Temple Quay estate are not adopted.

#### Pedestrian and cycle network

Pedestrian routes in this area are predominantly footways alongside carriageways, with the exception of the Brunel Mile, a generous, segregated route toward the SS Great Britain. The adjacent Temple Quay estate includes confusing 'shared space' with high flows of pedestrians and vehicles at peak times.

Permeability through this site is poor due to its use as car parking. This requires station users to walk around the site and enter/exit via a narrow link to the northern entrance. The long Brunel Sheds and Midland Shed also form an effective barrier. There is one arch passageway through the Carriage Shed, but this leads to a dead-end corridor beside the approach ramp.

A key cycle route runs along the north edge of the site, from Meads Reach Bridge (the 'Cheesegrater'), along the Friary to join cycle routes around Temple Gate, which have recently been improved.

#### Railway access points

The Friary North area currently includes one track access point:

Engineer's Line Reference – miles and yards (chains)	Location description	Current mode of access
MLN 118.0122-118.0420 (118m 5.5ch -118m 19ch)	High level siding	Vehicular access through car park

#### Servicing

This area is used as parking for station maintenance and operational staff, but is not the main servicing point for supplies and waste.

The lower end of the Goods Yard is used to service the cafe, crèche and Engine Shed hub inside the Brunel Station.

### 7.2.7 Land ownership

Network Rail and Homes England are freeholders for this site, with the boundary following the line of the Harbour Railway/retaining wall.

The adjacent Midland Shed and Brunel Station (Passenger Shed and Carriage Shed) are owned by Network Rail and Bristol City Council, respectively.

The existing land ownership is shown in Figure 1044.

### 7.2.8 Ecology

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

- The Floating Harbour which borders the north of the site is a wildlife corridor/Bristol Wildlife Network site
- There are some small areas of amenity grassland and broadleaved trees

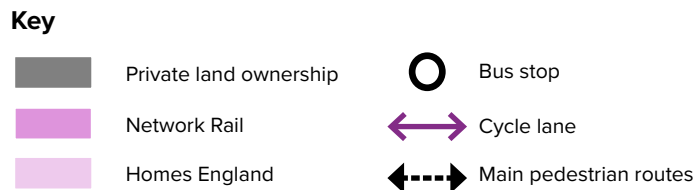
### 7.2.9 Contamination potential

A high-level assessment of contamination potential has been undertaken using the historical land use information. This area is classified as moderate risk (Category B) 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, the site has moderate hazard potential for unexploded ordnance.



Figure 104 Existing movement and land ownership



## 7.3 Constraints and opportunities summary

This area is adjacent to some of the oldest parts of the station. This introduces both opportunities and constraints for design of fitting architectural buildings and public realm. The site topography, being sloped towards the highway, also presents challenges for designing permeable, accessible routes.

The redevelopment of this site is currently constrained by its existing land uses, such as surface car parking and the panel signal box, which must be relocated to enable development. During design, the interface with the Temple Quay estate, City Gateway and rail station will impose constraints and functional requirements, such as the continued need for access and servicing.

The Friary North area presents an opportunity to create a new city destination at the culmination of the Brunel Mile, complementing the renewal of the station and City Gateway with enhance public realm, improved accessibility and new development within the Enterprise Zone which delivers jobs, homes and social value.



Figure 105 Existing Friary North area

## 7.4 Guiding principles

Opportunities and recommendations for application of the five guiding principles to achieve placemaking outcomes in the Friary North area.



### Integrated and Connected

The location of this site naturally lends it towards transport-oriented development. This addition to the Enterprise Zone will be exceptionally located next to the station and offer some of the best-connected office space in West of England. The new development will have a vital role to play in supporting the transport interchange, by providing an accessible and legible transition to the city. At the south end, intentional priority will be given to pedestrians, recognising the high footfall and different desire lines. Permeability, sight-lines and intuitive wayfinding will be integrated through design of layout and built form. Access for vehicles will be strictly limited to create a safe and pleasant environment for all.



### Inclusive Economic Growth

The land use in this area will be re-assigned to make a much more meaningful contribution to the Enterprise Zone. Intensified use of this area will be a welcome addition to Bristol's thriving economy, and a commercially deliverable development. The mix of land use will be flexible to respond to market demand, envisaged as premium office space and residential. New offices with outstanding public transport connectivity will suit organisations ready to embrace sustainable mobility. Apartments will be relatively high density for city centre lifestyles. In addition, ground floor uses such as food and beverage will complement the existing Temple Quay offer and animate the new public square without competing with other city centre destinations.



### Quality places

This development will form part of a new gateway to the city, creating a real sense of arrival into Bristol and a flagship destination for the West of England. The Brunel sheds will be celebrated as a majestic backdrop to the development, with active ground floor use in the historic Passenger Shed. Building layout and form will introduce a softer edge than the current business estate, including active frontages and high architectural merit. Sustainable building design will be incorporated throughout, underpinned by infrastructure such as district heating. In particular, new buildings on Temple Gate will create a grand new entrance to the square, further adding to the sense of destination.



### Quality spaces

A new public square will be created at the centre of the new development to create a sense of arrival into Bristol. The Brunel Mile will be a clear and integrated pedestrian route through the space, with the historic setting of the station lending a certain civic quality at the transition between the station and the city. This open space will achieve a delicate balance between thoroughfare and destination, including places to dwell, relax and meet; a chance to pause before making an onward journey. Design will also include green infrastructure and landscaping – much needed softness in an otherwise hard surrounding. Facing onto the square, active ground floor uses such as cafés and restaurants will create a gentle bubble of activity throughout the day. At the north end, a generous street will also create pleasant walking and cycling routes to approach the station from this side.



### Vibrant and Creative Communities

This area will form part of a new city gateway, a fitting introduction to a vibrant and creative city. The public square will be flexibly designed for people to stumble upon an expression of Bristol's creativity, including opportunities for public art, performances, events and markets. Around the square, ground floor uses such as retail, food and drink will activate the space throughout the day, including weekends. This will be supplemented by new housing, offering a mix of tenures and affordability for people attracted to city centre lifestyles and low carbon mobility.

## 7.5 Friary North masterplan

### 7.5.1 Site preparation and enabling infrastructure

This Masterplan has identified several enabling infrastructure projects which would start to underpin this new chapter in the Friary North area and act as a catalyst for redevelopment.

#### City Gateway

This site is immediately adjacent to the new City Gateway, including the new Northern Entrance, public realm and reconfigured transport interchange, as presented in Chapter 6. It is envisioned that these works be completed before any new development buildings.

#### Car parking relocation

While a portion of the existing car parking will be relocated to facilitate construction of the Northern Entrance, the remainder at the southern end of this site will need to be removed before construction can begin. This includes private car parking on Homes England land.

#### Railway access points

The existing, high-level siding at the north of the site is to be permanently removed for the addition of Platform 0. However, access to this new platform is still likely to be required for a single maintenance vehicle. The exact location and access route are to be agreed with Network Rail at the next stage of design.

#### Railway signal box demolition

Ideally, the existing signal box to the north of the Midland Shed would be removed and Platform 0 constructed before construction of new buildings at

this north end of the site. The buildings can, however, be delivered with the signal box in situ. Network Rail are reviewing proposals to decommission and remove the signal box but the timescales for this are currently unknown.

#### Public realm open space

This Masterplan proposes a new civic space at the heart of this area.

It is desirable to introduce this area early in the construction programme, including the final Brunel Mile pedestrian route to the Northern Entrance. However, this is dependent on construction phasing and plans for construction access, which are likely to introduce multiple temporary cases and constrain movement through the area.

#### Passenger Shed re-activation

As part of the creation of a new civic square, re-activation of the ground floor Passenger Shed frontage is proposed to complement similar use in the surrounding development.

This ground floor frontage comprises long, but shallow, rooms facing the yard with arches behind. Some refurbishment is likely to be necessary, to be assessed in more detail at the next stage of design.

#### HV electricity reinforcement

It is highly likely that, due to the combined load of the overall masterplan proposal, including station upgrades, additional reinforcement of the 11kV network will be required from Temple Gate, along Cattle Market

Road back to the main substation in St Philip's Marsh area.

New electricity infrastructure will be required to facilitate development on this site, as well as the proposed station upgrades.

#### Land remediation

Remediation of contaminated land is likely to be required across most of this area to enable its change of use. This could be undertaken over the whole area or in smaller portions, dependent on construction phasing.

#### Surface water drainage

For this location it is assumed that the outfall would be free flowing during a 1 in 100 annual probability (including climate change) rainfall event, with no restriction to forward flow or discharge. Incorporation of SuDS features within the green infrastructure should be considered at the next stage of design.

#### District heating

With reference to the existing policy base and Bristol's commitment to net zero emissions (Section 2.2), district heating is proposed for these new buildings as a suitable alternative to potentially higher carbon sources of heating.

## 7.5.2 Movement framework

### Movement network

For the Friary North area the sustainable hierarchy of modes outlined in Section 2.5.8 has been adopted, giving priority to active and public transport over private vehicles. The proposed movement network is as shown in Figure 1066, complementing the renewed transport interchange presented in Chapter 6.

The southern portion of this site will include the culmination of the Brunel Mile, a high-quality route from the Temple Gate crossing to the Northern Entrance. This civic square is proposed as pedestrian-only to create a new city destination which is safe and calm. Permeability between this square and the surrounding streets is essential due to high footfall and multiple desire lines. Thus, links are proposed to the Friary bus stops and the arch adjacent to Brunel's street frontage.

The northern portion of this site is immediately adjacent to the Friary pedestrian and cycle route across Meads Reach Bridge. This area represents the link between the Bristol to Bath Railway Path and the Portway route toward the City Centre, with high numbers of cyclists travelling east-west past the station. Careful design will be needed to minimise movement conflicts between pedestrians and cyclists. It is anticipated that new buildings would be accessed from the north/Friary side only, with no public access at the upper level between buildings Ea/Eb and Platform O.

There is potential for a new walking and cycling link between the Goods Yard and Bristol & Exeter Yard to aid the future activation of this space. The arches beneath Station Approach provide an ideal opportunity, with the most suitable arches being those further up as they have the greatest headroom. Two arches could be used to create this link: one for cyclists and one for pedestrians, each then continuing through the arch passage adjacent to the Passenger Shed.

### Service and emergency vehicles

The vision for the new civic square at the lower end of this site is a predominantly vehicle-free space. However, some controlled access for servicing and emergency vehicles will be required, either off the Friary or Temple Gate.

Similarly, the area outside the Northern Entrance will experience high flows of pedestrians and cyclists, making vehicle movements undesirable in this area.

Indicative access to these new buildings for service and emergency vehicles is shown in Figure 1066. This requires more detailed consideration during the next stage of design, including potential control measures.

### Cycle parking

There is an aspiration to provide 950 cycle parking spaces to maximise the number of spaces and encourage cycling to the station. This could be an exemplar facility including:

- cycle hire and a maintenance shop
- Two-tier racks to make efficient use of the space
- 5-10% spaces reserved with wider spacing nearest the entrance dedicated for disability, cargo and tandem bicycles.
- CCTV coverage

New commercial and residential buildings could include an allowance for cycle parking at ground floor level to achieve higher than the minimum levels outlined in the Site Allocations and Development Management Policies.

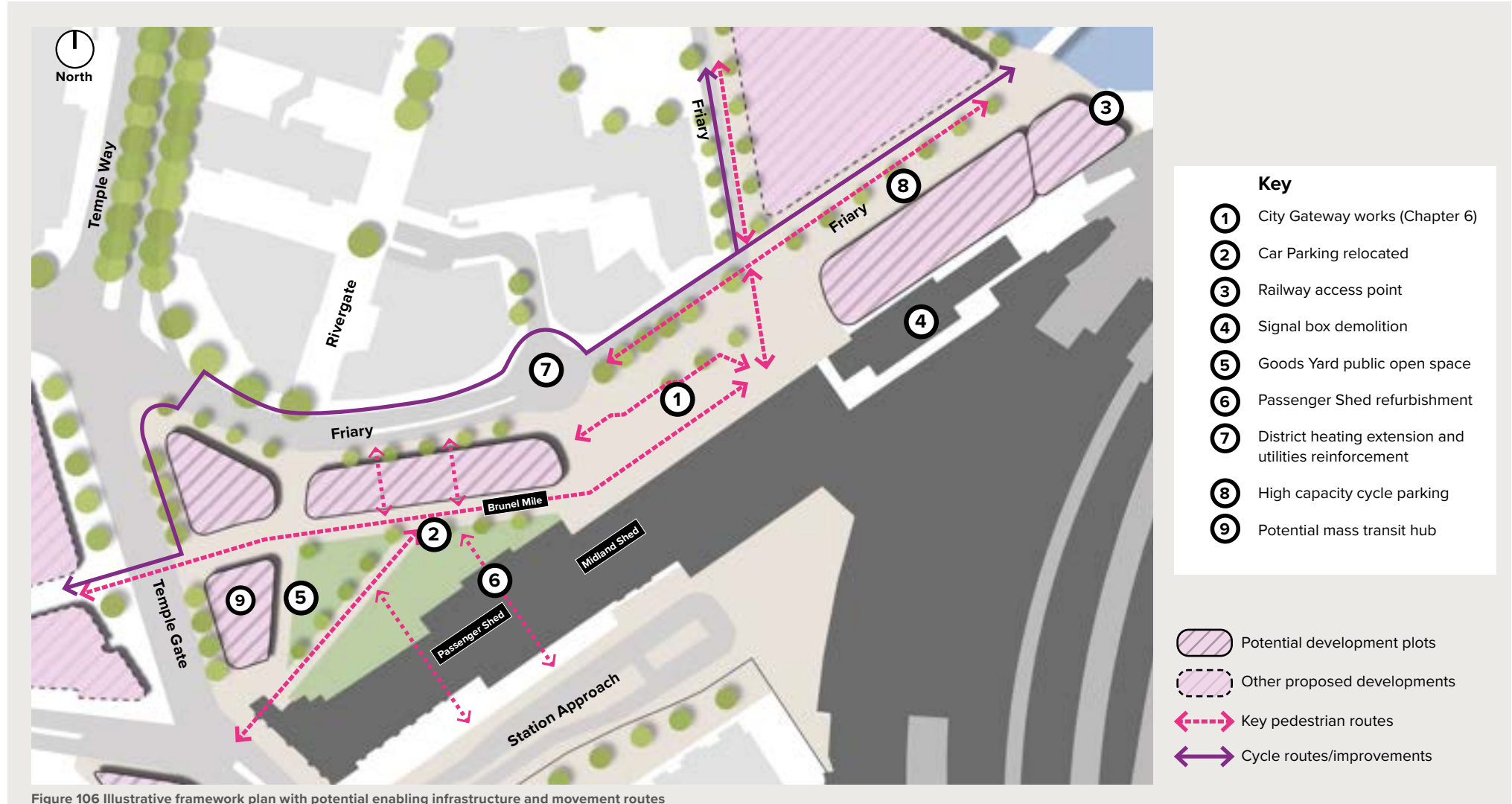


Figure 106 Illustrative framework plan with potential enabling infrastructure and movement routes

### Vehicle parking

There is no allowance for undercroft or basement parking beneath the new buildings in this site due to their exceptional location next to a public transport interchange. Any significant number of cars would conflict with the vision for this area (as outlined in Chapter 6) and potentially be unsafe. That said, a few designated off-street parking spaces will be required for servicing/emergency vehicles. The exact locations are to be considered in more detail at the next stage of design.

For new office buildings within the Enterprise Zone, this approach is supported by policy BCAP29 which states that, *“New private non-residential parking within the city centre will be limited to the essential operational needs of development such as space for service vehicles and pool cars and an appropriate level of disabled parking”*.

Similarly, for residential buildings, policy BCAP29 states that, *“An appropriate level of new residential car parking...will be acceptable in the city centre where it is properly integrated into the broader design of the development or the existing street scene.”* In this instance, the vision for high-quality public realm and pedestrian/cycle routes around the new Northern Entrance is imperative, warranting the most minimal levels of access for vehicles.

### 7.5.3 Land use framework

This Masterplan proposes a mix of land uses to create an extension of the Enterprise Zone that enhances the station setting. The parameters below have been used to establish an initial baseline within the viability model, but can accommodate some flexibility to respond to market demand.

The section below represents one possible development scenario that has been used to form the basis of infrastructure needs, placemaking principles and viability testing. The quantities mentioned are illustrative and flexible to respond to market demand.

#### Employment

The proposed mix of new employment space is 7000m<sup>2</sup> of multi-storey, commercial office space. This would suit medium to large businesses as an extension of the BTQ Enterprise Zone, especially those ready to embrace the regional connectivity of the site and low car parking.

This new employment space is supported by Policy BCS8 of the Core Strategy to, “Provide a sufficient and flexible supply of employment land, addressing barriers to employment and promoting the city as a place to invest”.

#### Public realm open space

A 0.1 hectare area of open space is proposed, funded using Section 106/CIL funds. This would be a grand, civic destination to create a real sense of arrival in Bristol, fulfilling the creation of an ‘Exceptional Place’, as described in the BTQEZ Spatial Framework Public Realm Guide.

The vision for this space is an enclosed refuge at the culmination of the Brunel Mile, providing a sense of calm

in a busy urban environment. The space could be complemented by active frontage of the surrounding buildings and cater for activities throughout the year, with the new adjacent development and Passenger Shed providing a theatrical backdrop.

This new civic space could be of the highest quality and include:

- Green landscaping
- Generous, pleasant walking routes
- Seating and focal meeting points
- Permeability links to the surrounding areas
- Digital and non-digital wayfinding and information components
- Permanent public art and opportunities for temporary installations
- Opportunities for pop-up events, including evening events
- New lighting for the historic Passenger Shed

Although fully open to the public, it is assumed that this space will be funded and maintained by the private owner of the development, to be confirmed during later stages of design.

### Retail

New retail is proposed as restaurant/food & beverage units to enhance this square as a new civic destination. An approximate total of 850m<sup>2</sup> of retail space is proposed, including small-format retail units in the Passenger Shed frontage.

### Leisure

The transfer in ownership of the Passenger Shed from Bristol City Council to Network Rail provides an opportunity to reevaluate its use and purpose. This could include expanded use for leisure and events, enhancing this destination as part of Bristol's 18-hour economy.

### Housing

Being within the Enterprise Zone, this area could accommodate high-density city centre apartments with a mix of dwelling types and tenures.

Optimum densities outlined in the Urban Living SPD range from 120 units/ha to 200 units/ha, but does not preclude higher housing densities, subject to demonstration of successful and liveable places. The Draft Policy UL2 suggests a minimum density of 200 units/ha in the city centre area, however, densities below the minimum are acceptable if it impacts character and heritage.

New developments should propose a density in line with the Draft Policy UL2. With different assumptions, other scenarios could be considered, such as higher density housing. Any variations on density would be subject to further scenario testing, balanced with the housing needs of the city, and would be dependent on planning policy and public consultation.

### Affordable housing

Affordable housing should be compliant with current policy, including the Affordable Housing Practice Note (Bristol City Council, 2022). The aspiration of this Development Framework is that 40% of the total dwellings will be affordable: 70% social rented and 30% shared ownership. This matches the 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. The Bristol Local Plan Review did not include revised targets for affordable homes.

### Mass transit

The south end of this site has potential to incorporate a future mass transit stop if acquired by Bristol City Council. If a new mass transit alignment were to loosely follow the Temple Gate highway, this site is well positioned to serve that route and complement the new bus stops on the Friary.

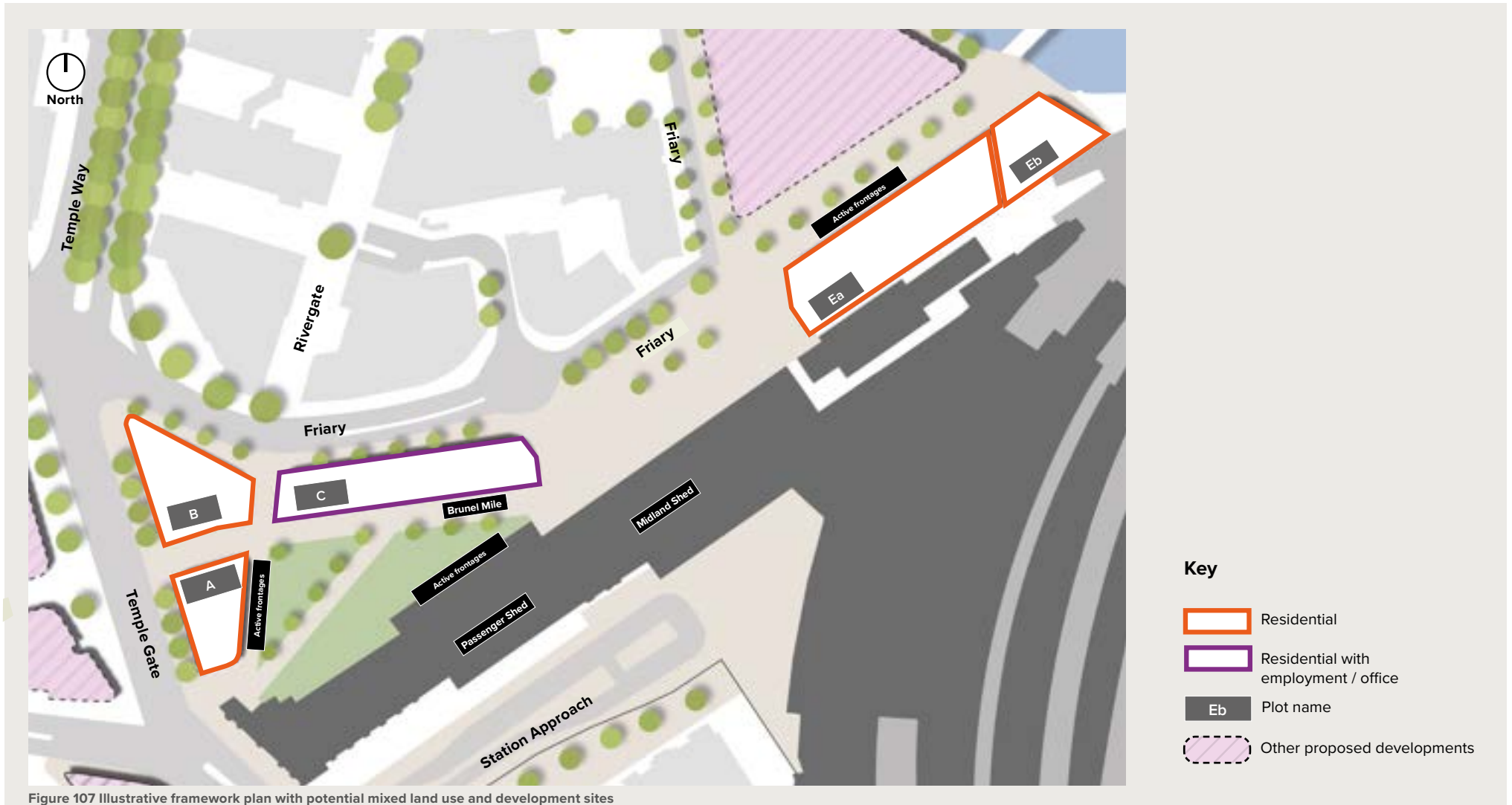


Figure 107 Illustrative framework plan with potential mixed land use and development sites

#### 7.5.4 Urban design objectives

The following objectives are summarised to guide an appropriate urban design and architectural response in the Friary North area.

##### Streets and spaces

The proposed development layout at the south end of this site is an envelope of buildings around a central, civic square. This generous public space would recreate the 1840s departures forecourt with the Brunel Shed façades as a background. Given the change in level, a terraced landscape could be created, with key routes delineated to help wayfinding.

New buildings along Temple Gate and the Friary would create a sense of enclosure from the surrounding highway while maximising permeability at key locations. Plots A and B could provide a grand, 'gateway' entrance at the culmination of the Brunel Mile. There are also opportunities to include permeable routes through the ground floor of Building C to the bus stops.

The new buildings Ea and Eb at the north of the site, together with new development on Plot 3, would create an active street between the station and Meads Reach Bridge.

##### Building height and form

New development should be of a height and scale that is appropriate for the area in accordance with Draft Policy UL2 of the Local Plan Review which suggests at least 200 units/ha for the Temple Quarter and St Philip's Marsh.

This site is considered suitable for a range of building heights, responding to the station and Temple Quay estate. It should be noted that building heights will be subject to future detailed design and planning applications. The scale, massing and detailing of buildings will also need to respond to distinctive heritage of the surrounding area.

### Building character and standards

The following building design parameters are proposed to create an attractive, welcoming neighbourhood. Particular attention should be given to sustainable design in accordance with Core Strategy Policy BCS15.

- Active ground floor use facing the new square to animate the space throughout the day
- Active building frontages (regular doors, windows and balconies)
- Outstanding architectural design to create a sense of destination and enhance the setting of the Brunel Station
- Optimise massing and orientation to improve microclimate, protect against temperatures extremes and enhance performance of sustainable systems.

### Important views and vistas

Redevelopment of Friary North presents an excellent opportunity to improve the setting of the Brunel Station.

Important views were previously identified in the Temple Quarter Heritage Assessment and BTQEZ Spatial Framework (listed in Appendix A).

New development should fulfil Draft Policy DC3 (Local Character and Distinctiveness) with respect to views. The proposals presented in this Masterplan for layout, form and massing should be assessed in more detail at the next stage of design, including consultation with Historic England to preserve and enhance this historic setting.

#### 7.5.5 Illustrative masterplan

These images present a series of visual concepts and precedents to illustrate the vision for the Friary North area.

These images present a series of visual concepts and precedents to illustrate the vision for the Friary North area.



Figure 108 Somerset House, London



Figure 112 Durham Lumiere Festival



Figure 110 Public realm with pop-up events



Figure 111 Public realm with pop-up events



Figure 109 High capacity, indoor cycle parking

## 7.6 Making it happen

This section presents a set of strategic considerations and objectives to inform the next steps for the Friary North area. These recommendations have been developed in response to the constraints and opportunities (Section 7.3) and the financial modelling undertaken as part of this study.

### 7.6.1 Infrastructure and enabling works costs

Indicative costs for the main infrastructure and enabling works components for the Friary North are outlined below, to be read in conjunction with City Gateway items in 6.7.1. These include an allowance for risk, but costs of land acquisition for infrastructure works have been excluded from this analysis.

Item	Total cost
Public square - Goods Yard	£3m
HV electricity reinforcement	£0.5-1m
Permeability to Bristol & Exeter Yard	£0.5-1m

All costs are to Q4 2019 base rate, not including any inflation to the anticipated mid-point of construction.

### 7.6.2 Outputs of development appraisals

These sites are the most valuable sites in the overall BTQ Development Framework, based on the development appraisals, given their proximity to the station and existing commercial development, and to the city centre.

Overall, all plots return a positive residual land value (RLV) under the core scenario. This suggests that the land value of each of these plots as a result of these proposed developments can accommodate a developer's costs and profit expectations, and therefore could be of interest to developers and the market.

Regarding housing policy, Friary North could accommodate policy compliant levels of affordable housing, contributing to the place making outcomes and objectives of this Development Framework.

The proposals presented in this Development Framework are only one scenario to achieve placemaking benefits in the future development of this area. Further analysis may be undertaken to test the viability of other scenarios, including land use change, adjusting the cost of finance and affordable housing provision.

### 7.6.3 Delivery strategy

There are several potential strategic avenues to deliver the Friary North and Goods Yard, which should be considered in tandem with the City Gateway works, as described in Chapter 6. For example, the public-sector partners could consider a formal joint venture structure to share in the uplift in land value arising in a growing market and the value uplift associated with station upgrade and wider improvement works to infrastructure in and around the area.

The proposed development plots contain overlapping land interests between the public-sector partners and a number of plots are dependent on actions taken by another public-sector partners. For this reasons, the strategic approach should be structured to deliver the desired quality of place outcomes for this key commercial hub that City Gateway opens up.

The public sector landowners could consider working with a developer partner to deliver core neighbourhoods like Goods Yard, which includes plots A-C. The Passenger Shed refurbishment into retail units could follow a similar route or potentially be delivered directly by Network Rail. For plot E,

the choice of delivery route should incorporate the need for the new cycle parking spaces to serve the station, a critical factor in the overall redevelopment around the station.

Beyond the Core Station and City Gateway connectivity works, there are number of enabling infrastructure requirements that are likely to need additional funding beyond that which is viable from development proceeds of Friary North. These include reinforcement of electricity supply, the Goods Yard public realm and permeability to Bristol & Exeter Yard. These could potentially be delivered by public sector partners, funded by local contributions or grant funding, but formal decisions on delivery strategy should be considered in more detail in the next stages of design to achieve desired outcomes and placemaking benefits.

#### 7.6.4 Planning conformity and strategy

The principle of the proposed office, residential and retail uses in this area is supported by the adopted Local Plan, in particular, Core Strategy policy BCS2 (City Centre) and policy BCAP35 (Bristol Temple Quarter).

Future planning applications would be assessed in relation to 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.

Planning applications would need to be prepared and depending on the final delivery strategy these could be any combination of outline, fully detailed or hybrid planning applications for single or multiple sites. Pre-application advice should be sought from Bristol City Council by applicants to agree the details of individual applications, determine the requirement for supporting materials and establish who to engage with in the local community.

EIA screening will be required to determine if proposals fall within the remit of the EIA Regulations (for example, where a development includes more than 1 hectare of urban development or includes more than 150 dwellings), whether they are likely to have a significant effect on the environment and therefore whether EIA is required. Where EIA is deemed necessary, an Environmental Statement must be prepared and submitted alongside the planning application.

### 7.6.5 Prioritised list of projects

The following projects and activities have been identified as high priority for the next few years to progress the Friary North masterplan. These have been selected based on the outcomes they would enable, their benefit cost ratio and deliverability considerations. It is recognised that the exact parcelling of projects and sequence of delivery may change as the project continues to develop, thus a list of known dependencies are presented in the following section.

This list excludes interfacing projects that are subject to their own process but makes reference to them where they introduce a significant interface.

## Development and design 2020-2024

1. Explore options for delivery route and structure, including soft market testing for potential developers
2. Stakeholder engagement with owners and leaseholders
3. Further market analysis for exact land use mix e.g. residential, commercial office
4. Strategic utilities design (Masterplan) for main routes through/around the area incl. district heating and HV reinforcement
5. Develop brief for the cycle parking, including number of spaces required to accommodate modal shift
6. Commission study on the Passenger Shed, including condition survey, to develop the brief for this space
7. Prepare development brief for this site. Include definition and performance specification for the public transport interchange, public square and requirements for future mass transit hub, if appropriate
8. Proceed with design and planning application
9. Undertake ground/archaeological investigation of the Portwall and Portwall Ditch

### 7.6.6 Phasing dependencies

Key phasing dependencies and considerations for redevelopment of the Friary North are as follows:

- The construction of the new City Gateway is to be completed before commencing with new buildings. This includes the new Northern Entrance, public realm and reconfigured transport interchange, as presented in Chapter 6
- The private car parking (Homes England) will need to be re-allocated for temporary station use before construction of the City Gateway can begin, as outlined in Section 6.7. The terms of existing leasehold agreements for the private spaces on Homes England land are unknown
- Having been re-allocated to construct the City Gateway, all surface car parking will then need to be removed before construction around the Goods Yard can begin (Plots A to C). This requires construction of a new, permanent home for station parking, proposed as part of the Southern Gateway on the 1-9 Bath Road/Fish Dock site (see Section 6.6.5). This, in turn, requires design, planning approval, lease extinguishment of the current tenant and demolition of the existing garage building. There are also issues to be resolved regarding Network Rail access to the Fish Dock site for rail maintenance
- The existing signal box to the north of the Midland Shed will need to be removed and new Platform 0 constructed before construction of new buildings can begin at this north end of the site (Plot E). Demolition is expected in the mid-2020s
- HV electricity reinforcement is required due to anticipated load requirements
- There may be a dependency on Plot 3 construction (the

Homes England site to the north of the Friary) if these overlap, although timescales for this are unknown

### 7.6.7 Phasing strategy

An indicative programme has been produced to illustrate the potential sequence of construction and phased opening of new buildings. These dates are subject to change, noting the dependencies listed above.

Plot Group	No of years	Construction period																	
		2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Plots A, B, C and Passenger Shed	5																		
Plots Ea, Eb	5																		
Public square - Goods Yard	2																		
HV electricity reinforcement	1																		
Permeability to Bristol & Exeter Yard	2																		

### 7.6.8 Key performance indicator outcomes

The adjacent figure summarises indicative outcome opportunities for the Friary North area presented in this Masterplan. It should be noted that these are underpinned by several high-level assumptions that are considered reasonable and appropriate at this stage, but will be tested and refined through further studies and stages of design.

The figures presented here represent the outcomes of this study to achieve placemaking benefits. With different assumptions, other scenarios could be considered, such as higher density housing. This would have the potential to increase the viability of these sites, subject to alignment with planning policy.

Figure 113 Friary North potential key performance indicator outcomes



# PART 3

# DEVELOPMENT FRAMEWORK

Chapters 8-10 set out a high-level vision and spatial concepts for potential longer-term development at Temple Gate, Mead Street and St Philip's Marsh. This provides flexible, guiding concepts for future mixed use development interventions which will continue to evolve and will be shaped by future detailed design work and engagement with local business, residents and other stakeholders.

# 8 Temple Gate

## 8.1 Area statement



Figure 114 Aerial view of Temple Gate

### **Our Vision is for an area that:**

Delivers new development that reflects Bristol's urban character and will result in an enhanced setting of the Grade I Bristol Temple Meads station. Bristol & Exeter Yard will provide affordable homes and associated infrastructure to meet emerging housing affordability issues in the City. Temple Gate South will deliver City Centre living and office space on the edge of Redcliffe, which together with a local retail offering and enhanced movement links, will improve access to local services and transport across Redcliffe.

Indicative Timeframe | 10-15 years



Figure 115 Temple Gate illustrative view

## 8.2 Introduction

### 8.2.1 Temple Gate today

The Temple Gate area comprises 2.5 hectares of land to the south west of Bristol Temple Meads, with the River Avon New Cut along its southern edge. This area includes two smaller portions, separated by the Temple Gate highway:

- The eastern end of the Redcliffe neighbourhood, approx. 1.54 hectares, enclosed by Chatterton Square and Clarence Road. Chatterton Street runs through the southern part of the area. This area is referred to as Temple Gate South
- The area around Bristol & Exeter House, approx. 0.95 hectares, bounded by Cattle Market Road and the raised Station Approach. This area is referred to as Bristol & Exeter Yard

The building frontage along Temple Gate includes active ground floor use (pub and retail) beneath an imposing hotel building, itself hiding a multi-storey car park that is nestled behind. The corner of the Bath Bridge Roundabout is occupied by a car dealership with several garage shed buildings behind.

Bristol & Exeter Yard is predominantly used for station servicing and by users of Bristol & Exeter House and Collett House. The internal yard area provides access to several arches beneath the Station Approach, with tenants including a popular bakery, and beneath the station forecourt above. There is a two-flight set of steel stairs up to the station forecourt level. Around the perimeter of the site, Collett House presents a long, inactive frontage along Cattle Market Road while the

Skanska site (facing Temple Gate) sits vacant.

The topography of both areas is mostly level. Vegetation is limited with two street trees on Temple Gate.

### 8.2.2 Area history

The River Avon New Cut was constructed between 1804 and 1809 as part of the creation of Bristol's Floating Harbour. This project diverted the river southwards to immediately south of the Temple Gate area.

The earliest built development in Temple Gate south was around the same time as the New Cut. Terrace housing and industrial buildings were introduced incrementally throughout the 19th Century, including the Caxton Printing Works in the north of the site. The area was largely unchanged until the 1960s when many buildings were demolished. The current frontage along Temple Gate and multi-storey car park were built by 1973, soon followed by new homes to the west of the site.

The area known as Bristol & Exeter Yard was first created by the construction of Brunel's Station and the Bristol & Exeter Railway Station which raised the surrounding ground level to bridge the railway over the Floating Harbour. Bristol & Exeter House was built in 1852 with a Jacobean elevation to provide office accommodation for Bristol and Exeter Railway staff. The enclosure of this yard was further reinforced with the Station Approach ramp and Joint Station in the 1870s, followed by the Culverhouse Extension (including Collett House) in the

1930s. This included two buildings along Temple Gate, Herbert House and New Bath Road MDP, which have since been demolished.

### 8.2.3 Heritage assets and significance

Detailed commentary on the significance of different parts of the station is presented in the Bristol Temple Meads Conservation & Asset Management Strategy (Alan Baxter, 2013). In summary:

- The quality of design of Bristol & Exeter House, which externally has survived almost unaltered, make it *highly significant*, while the interiors are *significant*
- The Station Approach ramp and vaults are ranked as *significant*, as an important part of the station and evidence of its evolution
- Collett House is ranked as *neutral* in the context of the station and its setting

#### Below-ground significant features

Bristol & Exeter Yard may harbour significant archaeological remains, including the Temple Pipe medieval conduit.

#### Above ground designated assets

- Grade I listed Bristol Old Station, including the Brunel Sheds (list entry no. 1209622)
- Grade I listed Temple Meads Station, including the Digby Wyatt Buildings, the Main Shed and the Culverhouse Extension (list entry no. 1282106)
- Grade II\* listed Bristol & Exeter Building (list entry no. 1209608)
- Other structures and spaces

- Refer to the BTM Conservation & Asset Management Strategy for features in the surrounding station.
- Granite setts in road gutters on Chatterton Square
- A cobbled lane with granite sets on Chatterton Square
- River Avon New Cut

#### 8.2.4 Proposed development context

##### Planning policy considerations

Adopted planning policy in the Bristol Central Plan designates the entire Temple Gate area as a ‘key site’ (Bristol Temple Quarter). Policy BCAP35 states that sites within Bristol Temple Quarter will be developed for a wide range of uses as part of the growth and regeneration of the area as an employment-led, mixed-use quarter of the city centre, an exemplar for new initiatives and a hub for all creative minded businesses. The layout, form and mix of uses should contribute to delivering this vision for Bristol Temple Quarter and, in doing so, have regard to the Spatial Framework for Bristol Temple Quarter.

Policy BCAP35 also identifies that development will include a variety of uses including at least 100,000m<sup>2</sup> of net additional high quality office and flexible workspace; up to 2,200 new homes including live/work space; hotel and conference facilities; complementary retail and leisure uses, particularly within and adjacent to Bristol Temple Meads station; new walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods; and green infrastructure and public realm enhancements.

Policy BCAP35 is not proposed to be retained as part of the emerging Local Plan. In the draft Local Plan Review, the majority of this area is part of the ‘Bristol Temple Quarter’

area (Draft Policy DS2). This policy also supports the redevelopment of the area for a wide range of uses, including the provision of additional high quality office and flexible workspace; substantial numbers of new and affordable homes including live/work space; hotel and conference/ convention facilities; complementary retail and leisure uses; and new walking and cycle routes.

The area to the south-west of Temple Gate is within the boundary of the Future of Redcliffe SPD and covered by the Approach to Redcliffe Policy (BCAP47). The SPD provides additional guidance for the Redcliffe area in the form of a detailed planning and design framework. There are no specific Redcliffe site allocations within this study area.

##### Approved developments and relevant planning history

For the latest planned development, refer to the Bristol City Council Planning Online website.

It should also be noted that planning consent to demolish Collett House was granted in 2005, but has since expired.



Figure 116 Local Plan policies map © Bristol City Council

**Key**

- Conservation Areas\***
    - BCS22
  - Bristol Local Plan Policies Map**
    - City Centre
      - BCS2
    - Proposed Quayside Walkways
      - BCS10, BCS21, BCAP32
    - Existing Quayside Walkways
      - BCS10, BCS21, BCAP32
    - City Centre Places
      - BCS2, BCAP35 to BCAP40
    - Key Sites
      - BCAP35 to BCAP40
    - Site Allocations
      - SA1 / BCAP SA1 to SA6
  - Sites of Nature Conservation Interest
    - BCS9, DM19
  - Rail Infrastructure
    - BCS10, BCAP27, DM24
  - 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 118 Historic map (1930) © Groundsure



**Key**

- Business emphasis development parcels (B1)
- Mixed-use development parcels (where residential comprises up to 60% of total floorpace)
- Leisure emphasis development parcels (D2, C1)
- Transport emphasis development parcels
- Existing buildings in the EZ where a change of use is not anticipated

Figure 117 Spatial Framework land use plan © Bristol City Council

### 8.2.5 Land use

The area adjacent to Temple Gate South is characterised by 3-4 storey homes, arranged in clusters around communal garden spaces. There are numerous small garages and surface parking spaces for residents. Temple Gate is characterised by larger buildings, including the 7-storey hotel and 3-storey Robins and Day building. Known building occupiers include:

- Peugeot Car and Van Rental, now vacant
- Don Giovanni's restaurant
- Holiday Inn Express hotel
- The Sidings pub
- Western Computer retail store
- The Old Mill retail store, now closed

The enclosed Bristol & Exeter Yard area is largely vacant, with Bristol & Exeter House being something of an island. However, this area is heavily used by station service vehicles. Known occupiers in this area include:

- Temple 1852 commercial offices in Bristol & Exeter House
- Temple Studios commercial offices in Collett House
- Hart's Bakery beneath Station Approach
- CrossCountry Trains beneath Station Approach

### 8.2.6 Flood risk

The Clarence Road and Chatterton Street area are partially within Flood Zone 2 and Flood Zone 3 due to their proximity to the River Avon.

The Bristol & Exeter Yard area is within Flood Zone 2 and 3, although the current Collett House frontage creates an effective barrier to any flooding in this area.

### 8.2.7 Movement

#### Public transport

The Temple Gate area is exceptionally located for access to public transport. The nearest bus stops are dispersed on Temple Gate, Redcliffe Way and Station Approach, less than 5 minutes walk. These provide city-wide services including MetroBus m2.

Temple Meads Station is less than 10 minutes walk from the furthest side of Temple Gate South.

#### Rail replacement buses

The Bristol & Exeter Yard area is used by rail replacement bus services. In this event, a temporary passenger route is opened from the Passenger Subway to an arch in the north of the yard.

#### Highway network

Temple Gate South is accessed via Redcliff Mead Lane from Redcliffe Way or from Clarence Road. The existing multi-storey car park and hotel are accessed via Chatterton Square.

Bristol & Exeter Yard is accessed via an un-signalled junction from Temple Gate. Entry and exit are both in the southbound direction only.

### **Pedestrian and cycle network**

Pedestrian routes in this area are predominantly footways alongside carriageways. Permeability in and around Bristol & Exeter Yard is poor due to the long frontage of Collett House along Cattle Market Road, the single set of stairs to forecourt level, and no routes beneath the Station Approach ramp. Similarly, the hotel on Temple Gate reduces permeability into Temple Gate South, although there are pedestrian links on either side.

Cycle routes in this area have recently been improved as part of the Temple Gate Highway Scheme. This includes new, segregated cycle lanes at footway level on the south side of Temple Gate and along Victoria Street and Redcliffe Way, linking with the established route along Clarence Road. However, the use of cycle routes in this area is characterised by frequent toucan crossings over the busy carriageway. In addition, there is no cycling provision on the north side of Temple Gate and there is a poor shared footway on the A4 Bath Road outbound.

### **Station servicing**

The Bristol & Exeter Yard area is used by heavy vehicles to service the station, including supply and waste for retail and on-board train refreshments. The two key servicing routes are through an arch to the Passenger Subway in the north of the yard and another to the Parcel Subway, parallel to Cattle Market Road.

### **8.2.8 Land ownership**

Bristol City Council are freeholder for the hotel site and multi-storey car park on Temple Gate South, with several private freeholders and leaseholders in the remaining area. The existing land ownership is shown in Figure 1190.

### **8.2.9 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 Temple Gate South area includes several garden areas of broadleaved parkland
- The land between River Avon and Cattle Market Road is a wildlife corridor/Bristol Wildlife Network site
- There are two trees along southern Temple Gate footway
- One bird nest was observed

### **8.2.10 Contamination potential**

A high-level assessment of contamination potential has been undertaken using the historical land use information. The Temple Gate South area is classified as moderate risk (Category B and C) in accordance with “Guidance on dereliction, demolition and remediation costs” (Homes and Communities Agency, 2015). The Bristol & Exeter Yard area is mostly moderate risk, with a strip of low risk undeveloped land along the Station Approach ramp.

There are other geotechnical risks associated with this site. For example, both areas have moderate hazard potential for unexploded ordnance.



Figure 119 Existing movement and land ownership

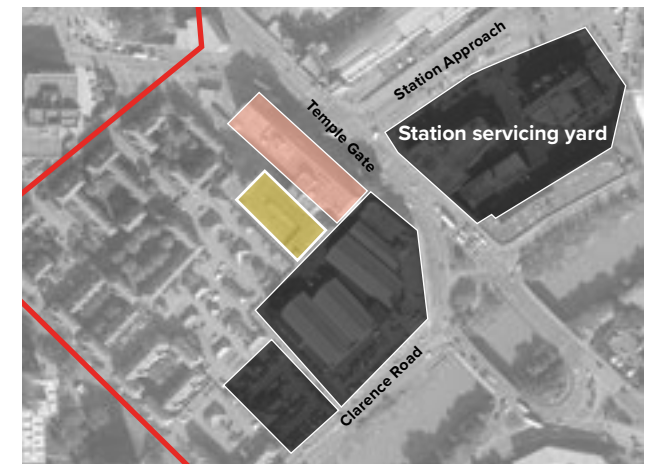
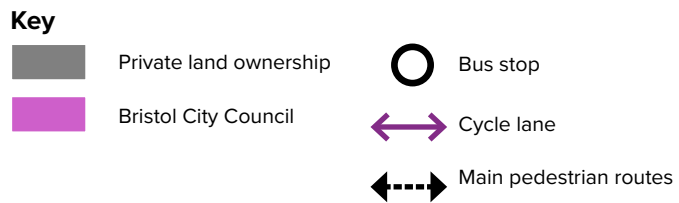
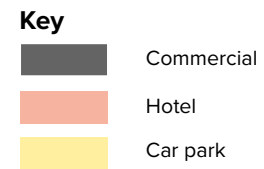


Figure 120 Existing land use



## 8.3 Constraints and opportunities summary

The principal constraints at Temple Gate are related to existing land use and fragmented ownership. These will have significant influence on the design and phasing of its redevelopment and the degree of control over placemaking outcomes. Flood risk will also impact the designs and may introduce interfaces with other projects.

This area is constrained by its proximity to the busy Temple Gate highway which presents challenges for creating an attractive, pleasant environment. The Bristol & Exeter Yard area is the main hub for station servicing vehicles. Thus, safety and logistics are important considerations for other uses of this area.

Building on the principles of the BTQEZ Spatial Framework, this area presents opportunities for reallocation and reactivation to better serve the Enterprise Zone, including commercial offices, a hotel, residential and active ground floor use. Being located near the Grade I listed station, there are opportunities to improve the architectural setting of the area complement other developments nearby.



Figure 121 Bristol & Exeter Yard



Figure 122 Bristol & Exeter Yard rail replacement area

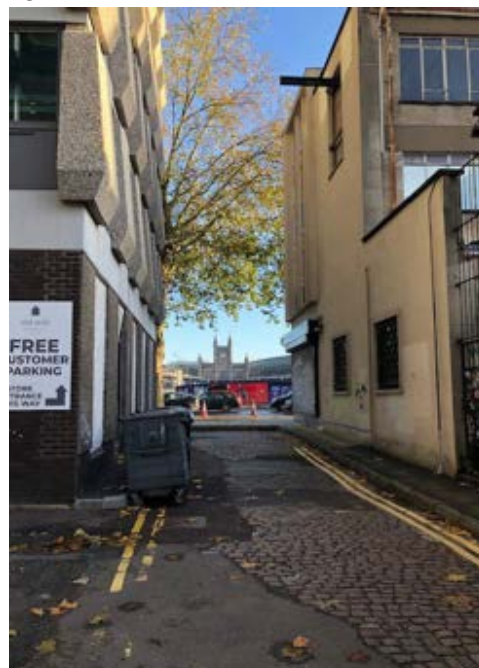


Figure 123 Station view from Chatterton Square



Figure 124 Temple Gate MSCP

# 8.4 Guiding principles

Opportunities and recommendations for application of the five guiding principles to achieve placemaking outcomes in the Temple Gate area.



## Integrated and Connected

This area presents a prime opportunity for integrated, transport-oriented development, being enviably positioned next to Bristol Temple Meads station. Low-carbon mobility will be embedded throughout, with legible connections to active and public transport routes. Redevelopment of the frontage along Temple Gate will improve permeability pedestrian routes. Bristol & Exeter Yard will continue to enable the operation and resilience of the station as its main servicing access, also presenting opportunities for future transport use, such as mass transit.



## Inclusive Economic Growth

Use of the Temple Gate area will be gradually intensified to increase gross value added and contribute to Bristol’s growing economy. A new mix of land uses will respond to context of the growing Enterprise Zone and surrounding development. The appropriate mix will be determined by the development market, including housing, commercial offices and hotels, without imposing a homogeneous template or exceeding demand. Workplaces will be designed to accommodate the Enterprise Zone target sectors – creative, digital, low-carbon and financial services. Accommodation will be designed for individuals and small families for whom convenience and connectivity is paramount.



### Quality places

Land use will be converted to extend Enterprise Zone uses to the south side of the station, where it is currently perceived to end. High density, city centre living accommodation will provide premium homes for professionals working locally or commuting, with a mix of owned and rented apartments to serve lifestyle needs. Office and hotels will further complement the surrounding area and maintain activity throughout the day. Redevelopment of both Temple Gate South and Bristol & Exeter Yard will feature architectural design that improves the setting of the historic station and views from the station entrance. Throughout the area, new buildings will be designed to minimise their carbon intensity, including district heating.



### Quality spaces

The Temple Gate frontage will be broken-up to reduce its imposing character and improve permeability to surrounding movement networks. Active ground floor use will be maintained along this major thoroughfare, such as restaurants and convenience retail. Away from the main highway, a logical hierarchy of small streets and spaces will be designed for pedestrians, bicycles and vehicles to access plots. Courtyard areas will be introduced, including selective green infrastructure to provide a pleasant environment. The proximity of the busy highway means that this area is not well-suited for significant open space, instead looking to the new Goods Yard and Mead Street area to provide outdoor relaxation and recreation. Bristol & Exeter Yard has opportunities for longer-term re-activation, including permeability links to other station areas which enhance the functionality and character of the station.



### Vibrant and Creative Communities

The location of this area within the Enterprise Zone will determine the tone and identity of its redevelopment, characterised by a thriving community of professionals. However, within this context, there are opportunities for a diverse range and scale of businesses. Collett House will be retained as flexible, co-working space, continuing to serve creative and innovative small businesses. New housing and active ground floor use will create activity throughout the day, avoiding 'ghost' areas on evenings and weekends. Affordable housing will be incorporated to create an inclusive, diverse residential community. In time, Bristol & Exeter Yard has potential to become a more activated courtyard area, supplementing the existing popular bakery.

## 8.5 Temple Gate development framework

### 8.5.1 Site preparation and enabling infrastructure

This Development Framework has identified several enabling infrastructure projects which would start to underpin this new chapter in the Temple Gate area and act as a catalyst for redevelopment.

#### District heating

With reference to Bristol's commitment to net zero emissions (Section 2.2), district heating is proposed for these new buildings as a suitable alternative to potentially higher carbon sources of heating. This aligns with Core Strategy Policies:

- BCS11 – *Development and infrastructure provision will be coordinated to ensure that growth in the city is supported by the provision of infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy*
- BCS14 – *Proposals for the utilisation, distribution and development of renewable and low carbon sources of energy... will be encouraged*

At present, a district heating Energy Centre has been installed in Redcliffe, just east of Somerset Street, and the pipe network has been extended toward Temple Gate. New buildings in the Temple Gate South area could connect to this Redcliffe network. However, the Bristol & Exeter Yard area is more distant and would be subject to a more detailed viability assessment and liaison with Energy Service Bristol.

#### Demolition

The Temple Gate South area is currently occupied by buildings which would need to be demolished to facilitate new construction. There are opportunities for phased demolition, land assembly and redevelopment but this may delay the placemaking benefits and full movement connectivity.

#### Land remediation and archaeological excavation

Remediation of contaminated land is likely to be required across most of the Temple Gate area to enable its change of use. This could be undertaken on a plot-by-plot basis or in larger areas as part of an enabling infrastructure programme. The choice of route is likely to be dependent on how land is assembled and should be considered in strategic decision-making for delivery of this area.

Archaeological conditions were attached to the previous planning consent on the Skanska Site (Herbert House). Archaeological excavations will be required prior to development on this site.

#### Flood resilience

Further work is required to establish the degree of flood measures required to enable development in this area, in accordance with Policy BCAP35 of the Central Area Plan.

New buildings around Chatterton Street are likely to require defences to individual properties.

Collett House has potentially been modelled incorrectly to produce the National Flood Map for Planning, overestimating its porosity and thus the risk to Bristol & Exeter Yard. It is recommended that more detailed flood modelling should be undertaken in this area to establish the real risk.

### Surface water drainage

For Temple Gate South a new surface water drainage system will be required, including a new outfall and flap valve into the northern bank of the River Avon. However, tide locking may occur when the River Avon water level is too high to allow discharge. As a result, an estimated total of 1,600m<sup>3</sup> of water is to be managed to avoid flooding in a 1 in 100 annual probability (including climate change) rainfall event. The incorporation of green infrastructure, such as pervious paving and rainwater harvesting, is recommended but underground attenuation storage tanks are likely to be required to manage the full volume of water.

It is recommended that the surface water drainage of Bristol & Exeter Yard should be combined with that of the Station Approach, including a new outfall and flap valve into northern bank of the River Avon. Again, there are opportunities for incorporating green infrastructure, it is anticipated that underground attenuation storage tanks and potentially pumped solutions will be required to manage the surface water in this area.

### 8.5.2 Movement framework

#### Movement network

For Temple Gate area the sustainable hierarchy of modes outlined in Section 2.5.8 has been adopted, giving priority to active and public transport over private vehicles. The proposed movement network is as shown in Figure 1256.

Access to buses would be largely unchanged, with the site being close to those on Temple Gate.

No new highway links will be required to provide vehicle access to plots in Temple Gate South or Bristol & Exeter Yard. However, intensified use of the latter could place undue strain on the junction to/from Temple Gate (which is un-signalled and heavily used as a pedestrian crossing), and the yard area which is poorly designed for pedestrians. These hazards should be managed through street-scape improvements to formalise and clarify separation between vehicles and people.

If Collett House is redeveloped, there is an opportunity to introduce a new one-way loop from Temple Gate through to Cattle Market Road and pedestrian and cycle links, noting that a new opening may also need to incorporate a flood defence. There are also future opportunities to further improve permeability around Bristol & Exeter Yard, such as improved steps up to the station forecourt and a new route from Cattle Market Road (as part of potential redevelopment of Collett House). These should be explored at the next stage of design.

The redevelopment of Temple Gate South creates opportunities for improved permeability from the main highway to the residential estate behind and widening of the existing footway and cycle lane.

**Station servicing and rail replacement**

Bristol & Exeter Yard will continue to be used for station servicing vehicles and rail replacement buses. A new servicing link through to retail in the Midland Shed is outlined in Chapter 6, including a new lift.

**Vehicle parking**

Car parking design should be compliant with relevant standards and best practice such as Design Recommendations for Multi-Storey and Underground Car Parks (IStructE, 2011). The total car parking area should incorporate dedicated space for blue badge holders and motorcycles in accordance with the Site Allocations and Development Management Policies.

**Residential vehicle parking**

All residential developments have an allowance for one floor of basement parking beneath the footprint of the plot. This equates to approximately 0.5 spaces per dwelling. This is lower than the maximum levels permitted in the Site Allocations and Development Management Policies (e.g. 1.25 spaces per two bed dwelling) as this site is located where sustainable travel patterns can be achieved. This is supported by policies such as Core Strategy Policy BCS10 which states that, *“Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport”*.

**Commercial office and hotel vehicle parking**

This Development Framework proposes a maximum allowance for one floor of basement parking beneath office or hotel developments, with approximate building plots outlined in 8.5.3 below. This equates to approximately one space per

150m<sup>2</sup> of office space, and one per 250m<sup>2</sup> of hotel space.

Again, this is lower than the maximum levels permitted in the Site Allocations and Development Management Policies (one space per 50m<sup>2</sup>), but supported by policies which emphasise sustainable transport in new developments that do not exacerbate traffic conditions. This is not as low as 1 space per 600m<sup>2</sup> recommended for business use in the BTQEZ Sustainable Urban Mobility Plan, thus there are opportunities to further reduce this through planning.

**Cycle parking**

It is proposed that cycle parking would use a portion of the basement areas beneath each building to achieve higher than the minimum levels outlined in the Site Allocations and Development Management Policies.

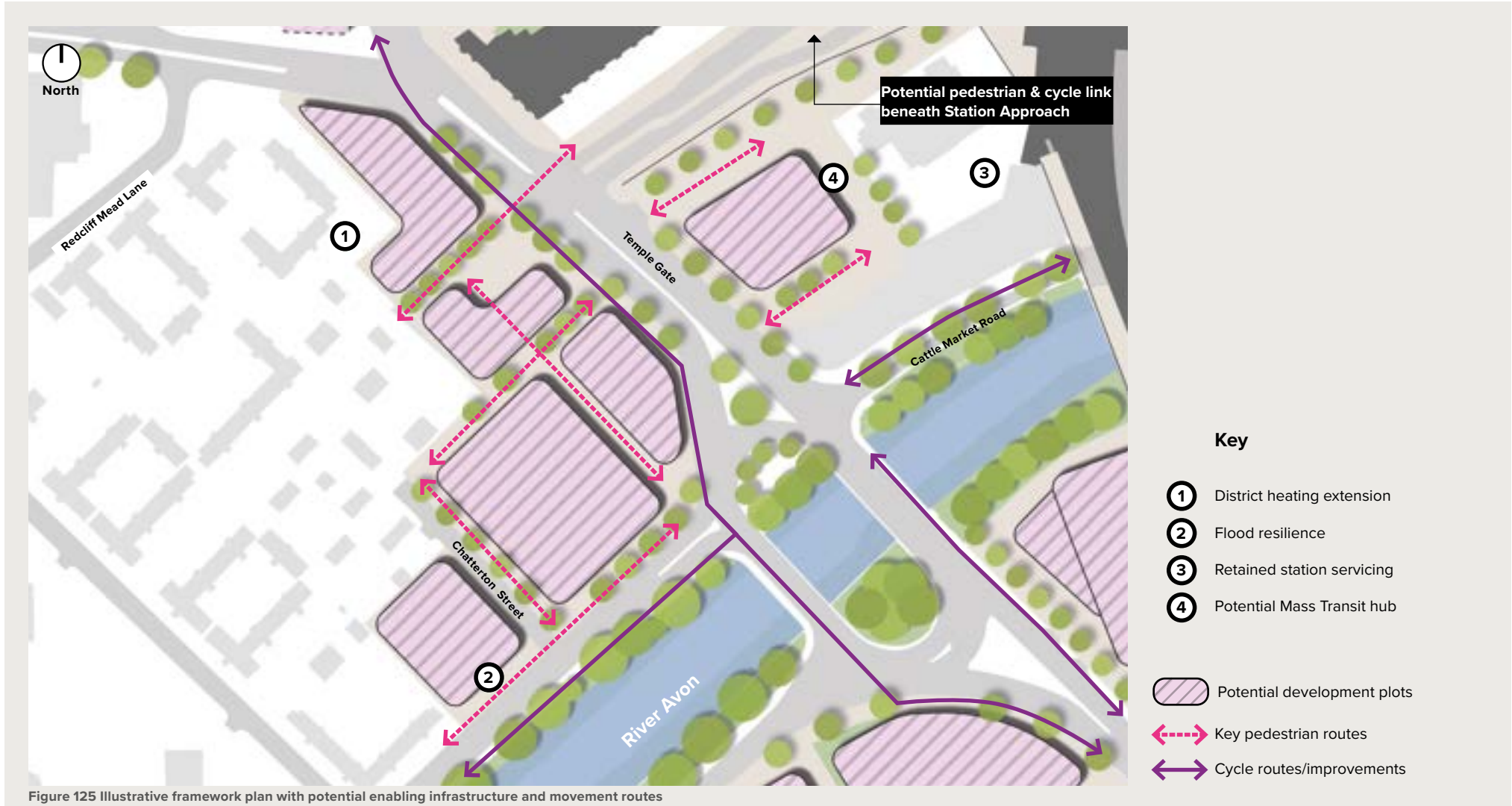


Figure 125 Illustrative framework plan with potential enabling infrastructure and movement routes

### 8.5.3 Land use framework

This Development Framework proposes a mix of land uses to create a new, city centre development of residential, office and hotel space within easy reach of the station.

It is proposed that the existing residential housing in Temple Gate South should be retained as a small neighbourhood within Redcliffe. There could be future opportunities to consolidate surface car parking and create new green space or buildings, but this would need to be through agreement with existing owners.

The building frontage along Temple Gate presents several different opportunities for redevelopment. This area is part of the BTQ Enterprise Zone, and is recommended as mixed-use development (up to 60% residential) in the BTQEZ Spatial Framework. New office space on this site could be envisioned as an extension of the business district which wraps around the station, complementing similar potential development in the Friary North and the Skanska Site. However, the wide Temple Gate carriageway does create a physical divider, and development in this area should be sensitive to the residential neighbourhood behind.

The parameters below have been used to establish an initial baseline within the viability model. It is recommended that these should be reviewed against the city and market needs at the next stage of design to determine the most suitable use for this site.

### Housing

The frontage along Temple Gate presents an opportunity for the creation of new, high-density city centre apartments with a mix of dwelling types and tenures.

Optimum densities outlined in the Urban Living SPD range from 120 units/ha to 200 units/ha, but does not preclude higher housing densities, subject to demonstration of successful and liveable places, which may be acceptable within the Enterprise Zone. The Draft Policy UL2 suggests a minimum density of 200 units/ha in the city centre area, however, densities below the minimum are acceptable if it impacts character and heritage.

New developments should propose a density in line with the Draft Policy UL2. With different assumptions, other scenarios could be considered, such as higher density housing. Any variations on density would be subject to further scenario testing, balanced with the housing needs of the city, and would be dependent on planning policy and public consultation.

### Affordable housing

Affordable housing should be compliant with current policy, including the Affordable Housing Practice Note (Bristol City Council, 2022). The aspiration of this Development Framework is that 40% of the total dwellings will be affordable: 70% social rented and 30% shared ownership. This matches the 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. The Bristol Local Plan Review did not include revised targets for affordable homes.

### Public open space

The proposals for Temple Gate South includes small courtyards, as considered suitable for its location in the Enterprise Zone. These can include green landscaping and high quality public realm. However, the limited opportunities available adds to the desirability of open space in the Goods Yard and Mead Street developments nearby.

The Bristol & Exeter Yard area has potential for new courtyard areas, including activation of the arches beneath the Station Approach.

### Employment

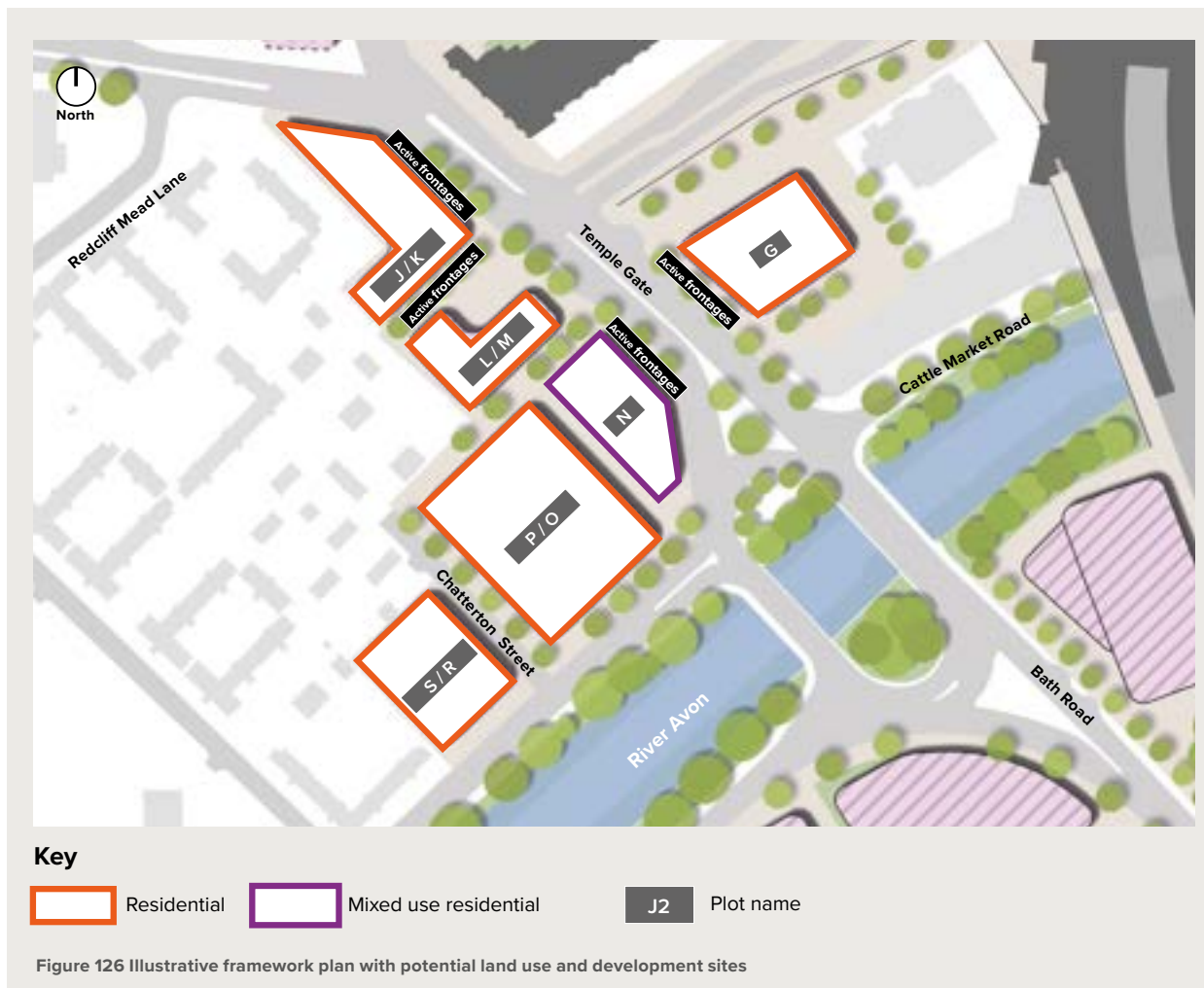
The proposed mix of new employment space is approximately 11,000m<sup>2</sup> of multi-storey, commercial office space at Temple Gate South. This will suit medium to large businesses as an extension of the BTQ Enterprise Zone.

### Retail

One retail unit of approximately 350m<sup>2</sup> is proposed in the ground floor along Temple Gate to maintain activation along this street frontage. This is envisaged as a convenience store, also serving the existing residents in Redcliffe to the west. There is potential for retail units on the ground floor along Temple Gate to retain active frontage.

### Mass transit

As an alternative use to new office space, the Skanska Site has potential to be a future mass transit stop if acquired by Bristol City Council. This site is perhaps better suited to an overground system due to its proximity to the river; an underground network would require quite a deep station at this location. If a new mass transit alignment were to loosely follow the Temple Gate highway, this site is well positioned to serve that route. This could coincide with improved links to enter the station, such as new lifts or re-purposing an existing vault. Any proposals for the Mass Transit in this location will need to carry out a sequential test as required by the National Planning Policy Framework.



#### 8.5.4 Urban design objectives

The following objectives are summarised to guide an appropriate urban design and architectural response in the Temple Gate area.

##### Streets and spaces

The proposed development layout is an urban structure which retains the historic frontage along the Temple Gate highway, while enhancing permeability to/from the surrounding areas.

Temple Gate South should include generous footways and courtyard areas in and around new building plots. In Bristol & Exeter Yard, new streetscaping would clarify and formalise footways and carriageways to maintain access for servicing vehicles while reducing safety hazards for pedestrians.

##### Building height and form

New development should be of a height and scale that is appropriate for the area in accordance with Draft Policy UL2 of the Local Plan Review which suggests at least 200 units/ha for the Temple Quarter and St Philip's Marsh.

This site is considered suitable for a range of building heights. This requires further consideration to ensure that height and scale is sensitive to the residential area to the west.

It should be noted that building heights will be subject to future detailed design and planning applications. The scale, massing and detailing of buildings will also need to respond to distinctive heritage of the surrounding area.

#### Building character and standards

The following building design parameters are proposed to create an attractive, welcoming neighbourhood. Particular attention should be given to sustainable design in accordance with Core Strategy Policy BCS15.

- Active ground floor frontages, particularly addressing Temple Gate and key areas of public realm
- Clusters of buildings with similar architecture and varied building heights
- Uncluttered on-plot infrastructure, utilising basement space for vehicle and cycle parking and waste storage.
- Optimise massing and orientation to improve microclimate, protect against temperatures extremes and enhance performance of sustainable systems.

**Important views and vistas**

Redevelopment of Temple Gate presents an excellent opportunity to improve the setting of the Brunel Station, particularly the Bristol & Exeter Yard area.

Important views were previously identified in the Temple Quarter Heritage Assessment and BTQEZ Spatial Framework (listed in Appendix A).

New development should fulfil Policy DM26 of the Site Allocations and Development Management Policies with respect to views. The proposals presented in this Development Framework for layout, form and massing should be assessed in more detail at the next stage of design, including consultation with Historic England to preserve and enhance this historic setting.

**8.5.5 Illustrative development framework**

These images present a series of visual concepts and precedents to illustrate the vision for the Temple Gate area.



Figure 129 Finzels Reach development



Figure 127 Passive House standard apartment blocks



Figure 128 Activated heritage arches

## 8.6 Making it happen

This section presents a set of strategic considerations and objectives to inform the next steps for the Temple Gate area. These recommendations have been developed in response to the constraints and opportunities (Section 8.3) and the financial modelling undertaken as part of this study.

### 8.6.1 Outputs of development appraisals

Overall, all plots return a positive residual land value (RLV) under the core scenario. This suggests that the land value of each of these plots as a result of these proposed developments can accommodate a developer's costs and profit expectations, and therefore could be of interest to developers and the market.

Regarding housing policy, Temple Gate could accommodate policy compliant levels of affordable housing, contributing to the place making outcomes and objectives of this development framework.

The proposals presented in this Development Framework are only one scenario to achieve placemaking benefits in the future development of this area. Further analysis may be undertaken to test the viability of other scenarios, including land use change, adjusting the cost of finance and affordable housing provision.

### 8.6.2 Delivery strategy

There are several potential strategic avenues to deliver the Temple Gate proposals, which should be considered in tandem with the City Gateway, as described in Chapter 6.

The choice of delivery route is likely to be influenced by several factors, including desirable quality of place outcomes, commercial opportunities and physical dependencies. For example, the public-sector partners could consider a formal joint venture to share in the uplift in value arising in a growing market and the value uplift associated with station upgrade and wider improvement works to infrastructure in and around the area. This option could include the ability for the public sector to receive capital receipt or revenue returns, rather than a land sale option which would only deliver a capital return.

For the private-sector owned sites in Temple Gate (G, N, O, P, R, S), land owners could be invited to participate in a joint venture or dispose their land to the public-sector. Alternatively, landowners could develop their sites independently, with Bristol City Council relying on a local supplementary planning document to guide development in this area.

As the site is not currently vacant, existing buildings in the area would need to be demolished in advance of new development, with potential need to relocate or rehouse existing business. This could be undertaken on an incremental, site-by-site basis.

It is recommended that formal decisions on delivery strategy should be considered in more detail in the next stages of design to achieve desired outcomes and placemaking benefits.

### 8.6.3 Planning conformity and strategy

The principle of the proposed office and residential uses and a hotel in this area is supported by the adopted local plan, in particular, Core Strategy policy BCS2 (City Centre) and policy BCAP35 (Bristol Temple Quarter).

This Development Framework identifies opportunities for new built development to enhance the setting of the Brunel Station, in particular the Bristol & Exeter Yard area. Future planning applications would be assessed in relation to 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.

Planning applications would need to be prepared and depending on the final delivery strategy these could be any combination of outline, fully detailed or hybrid planning applications for single or multiple sites. Pre-application advice should be sought from Bristol City Council by applicants to agree the details of individual applications, determine the requirement for supporting materials and establish who to engage with in the local community.

EIA screening will be required to determine if proposals fall within the remit of the EIA Regulations (for example, where a development includes more than 1 hectare of urban development or includes more than 150 dwellings), whether they are likely to have a significant effect on the environment and therefore whether EIA is required. Where EIA is deemed necessary, an Environmental Statement must be prepared and submitted alongside the planning application.

#### 8.6.4 Prioritised list of projects

The following projects and activities have been identified as high priority for the next few years to progress the Temple Gate development framework. These have been selected based on the outcomes they would enable, their benefit cost ratio and deliverability considerations. It is recognised that the exact parcelling of projects and sequence of delivery may change as the project continues to develop, thus a list of known dependencies are presented in the following section.

This list excludes interfacing projects that are subject to their own process but makes reference to them where they introduce a significant interface.

### Development and design 2020-2024

1. Consider demolition of MSCP/site clearance, following construction of new Southern Gateway
2. Explore opportunities for meanwhile use on Skanska Site G
3. Stakeholder engagement with owners and leaseholders to inform development brief for RIBA 2 Masterplan
4. Continue to quantify and develop station servicing requirements, in liaison with stakeholders, throughout the design process
5. Explore options for delivery route and structure, including soft market testing for potential developers
6. Further market analysis for exact land use mix and density e.g. residential, commercial office
7. Undertake RIBA 2 Masterplan for Temple Gate South, including land use mix, relationship with the land behind and its context in the station setting. Including consideration of flooding and employment land context
8. Prepare development brief for this site (e.g. Local Development Order)
9. Proceed with design and planning application

### 8.6.5 Phasing dependencies

Key phasing dependencies and considerations for redevelopment of Temple Gate are as follows:

- Bristol City Council and the CA should decide whether the Skanska Site should be reserved for potential future mass transit
- More detailed flood modelling may be appropriate to clarify real flood risk in Bristol & Exeter Yard
- The terms of the existing private leasehold agreements and appetite for relocation are unknown. Engagement with the private owners should be undertaken to refine the assumptions within this Development Framework

### 8.6.6 Phasing strategy

An indicative programme has been produced to illustrate the potential sequence of construction and phased opening of new buildings. It should be noted that this study has not included consultation with existing owners or tenants; thus, these dates are subject to change.

Plot Group	No of years	Construction period																		
		2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037
Plot N, O, P, R, S	5																			
Plot G	5																			
Plots J, K, L, M	5																			

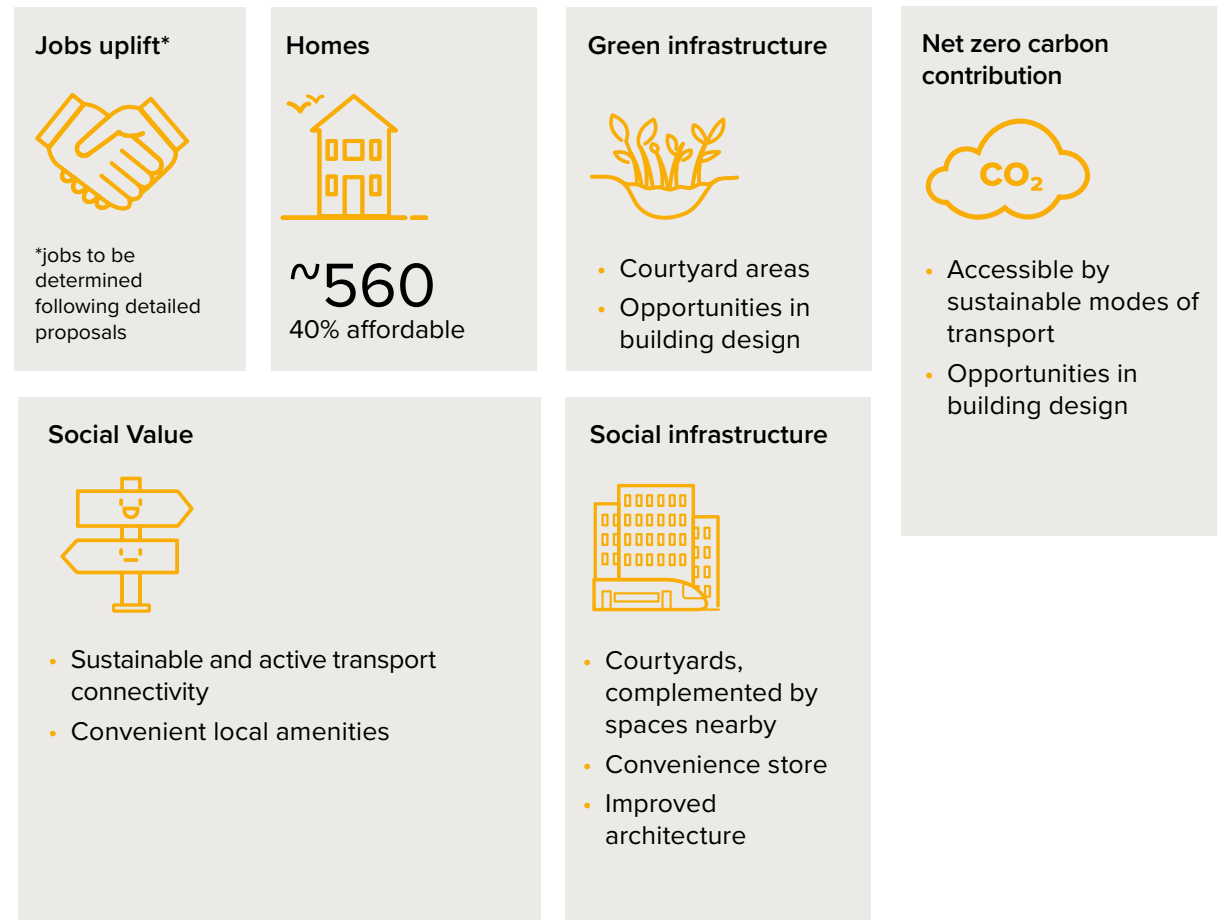
### 8.6.7 Key performance indicator outcomes

The adjacent figure summarises indicative outcome opportunities for the Temple Gate area presented in this Development Framework. It should be noted that these are underpinned by several high-level assumptions that are considered reasonable and appropriate at this stage, but will be tested and refined through further studies and stages of design.

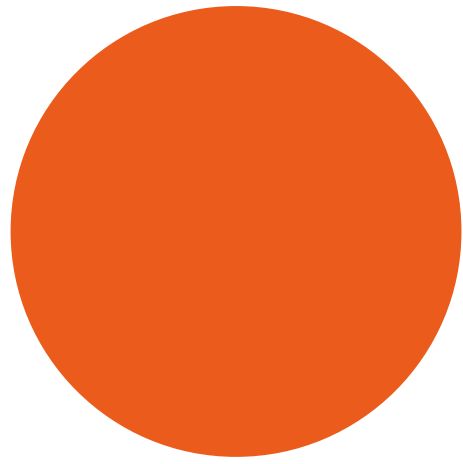
The figures presented here represent the outcomes of this study to achieve placemaking benefits. With different assumptions, other scenarios could be considered, such as higher density housing. This would have the potential to increase the viability of these sites, subject to alignment with planning policy.

Bristol City Council's Social Value Toolkit should be used to measure social outcomes in all major developments.

Figure 130 Temple Gate potential key performance indicator outcomes







**9 Mead Street**

## 9.1 Area statement



The aspiration for Mead Street is to create a flourishing urban neighbourhood and community with a mix of new homes and workspaces, including a new green space and sustainable travel connections. A Development Brief has been prepared for Mead Street in advance of the Temple Quarter Development Framework being published in response to developer interest in the area.

Figure 131 Aerial view of Mead Street

## 9.2 Introduction

### 9.2.1 Development Brief context

Recent developer interest has led to developments within the Mead Street regeneration area being progressed in tandem with the evolution of this document. As a result, a Development Brief has been prepared and endorsed by Bristol County Council Cabinet to provide guidance and influence future developments that come forward within the Mead Street area and is a material planning consideration in the determination of planning applications. The Development Brief contains a detailed analysis and sets out a vision, concept masterplan, strategic plans, and delivery strategy.

BCC conducted engagement and formal consultation with the local community and businesses between 2021 and 2022 which helped shape the Development Brief. The formal consultation took place between May and July in advance of the Development Brief being finalised and presented to Bristol city Cabinet for endorsement.

Since there is an endorsed Mead Street Development Brief in place, this document does not cover Mead Street and the consultation on this document does not include Mead Street. For completeness, this chapter will instead summarise the status of the Mead Street Development Brief.

### 9.2.2 Spatial Concepts

The Development Brief's aspiration is to create a flourishing urban neighbourhood at Mead Street with a mix of new homes and workspaces, including a new green space and sustainable travel connections. It sets out a vision to support the delivery of these ambitions which is underpinned by four key guiding principles. The four guiding principles and the key objectives of each are outlined to the right.

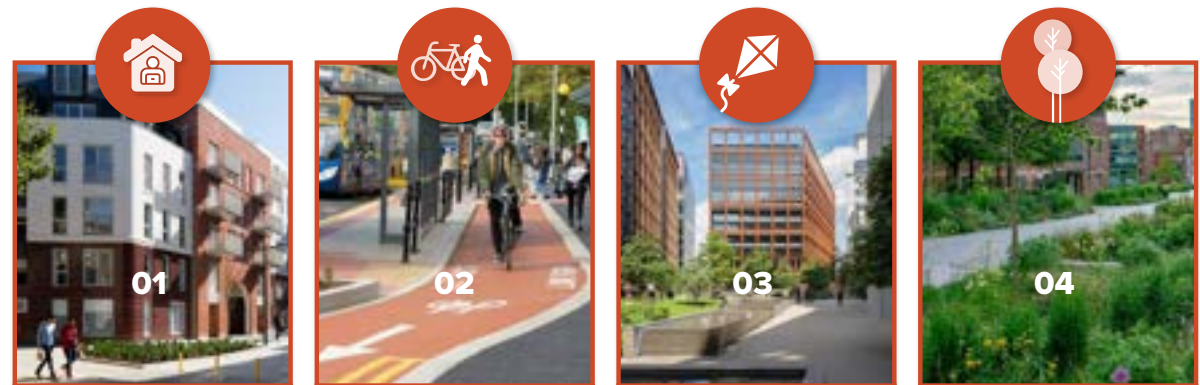


Figure 132 Guiding principles for Mead Street Development Brief © Bristol City Council

**Deliver new homes and workspaces that people are proud of and that represent the local community**

Bristol is aiming to deliver 33,500 new homes by 2036. Mead Street has the potential to provide around 1500 new homes towards this total and space for 500 jobs.

**Provide better sustainable travel routes**

These include new walking and cycling routes along Mead Street connecting Bristol Temple Meads to Bedminster and ensuring the area can accommodate a potential public transport route.

**Create high-quality public places and support a low-carbon neighbourhood**

The delivery of public realm is crucial for achieving the aspirations for the area and ensuring development is joined up by attractive public spaces.

**Create high-quality green space**

New development must include central green spaces and green infrastructure that contributes to addressing a shortage in the area.

### 9.2.3 Concept masterplan

The Concept masterplan takes into consideration the four guiding principles and presents the opportunities for development plots, land use, density, and public realm and an active travel route. Some key considerations for this concept include active ground floors, accessible permeability to and throughout the site, transport corridor through the site, and open space provision.

- |  |  |
|--|--|
| ① Indicative location of central public open green space                                 | ⑥ New pedestrian connection  |
| ② Indicative location of children's play space   | ⑦ Ecological corridor along railway  |
| ③ Proposed Southern Gateway  | ⑧ Fowlers of Bristol (to be retained) - included in case of future redevelopment |
| ④ Safeguarded public transport route   | ⑨ Potential community space (indicative location only)                           |
| ⑤ Proposed pedestrian and cycle route connecting to Whitehouse Street Regeneration Area. |  |



- |                           |                                  |                              |
|---------------------------|----------------------------------|------------------------------|
| <b>KEY</b>                | Green infrastructure             | ↔ Pedestrian connection      |
| Development plots         | Development plot in WHRA         | Key frontage                 |
| Fowlers of Bristol        | Green corridor                   | Bristol Temple Meads Station |
| Open green space          | Safeguard public transport route | Existing trees               |
| Public realm improvements | Existing bus route               | Railway access points        |
| Employment focus areas    | Cycle connection                 | Southern Gateway bus stop    |

Figure 133 Concept Masterplan © Bristol City Council

### 9.2.4 Making it happen

The Development Brief's final chapter sets out the next steps for the Mead Street regeneration area. The role of the Development Brief is to set out a vision for the area, and any future decision-making on planning applications for the Mead Street area should incorporate the concepts and principles set out in the Development Brief.

#### Delivery

The brief also sets out the requirement for future developments to contribute to four key infrastructure projects which will help transform the area. These have been identified as:

- Changes to the highway alignment to include wider footways, segregated cycle route, and green infrastructure
- An added crossing point for pedestrians and cyclists on St Luke's Road
- Recent improvements to Children's play area in Victoria Park
- Improving accessibility conditions to the Langton Street Bridge
- The Mead Street development brief suggests that developers should financially contribute to the delivery of public infrastructure improvements as part of 106 obligations.

\* [https://www.bristoltemplequarter.com/wp-content/uploads/pdf/Mead-Street-Development-Brief\\_FINAL.pdf](https://www.bristoltemplequarter.com/wp-content/uploads/pdf/Mead-Street-Development-Brief_FINAL.pdf)

#### Phasing

The Mead Street Development Brief anticipates development in the area to happen over a number of years with the retention of some employers operating as they currently do.

As of August 2022, a full planning application for residential development and commercial use at ground floor on the former Bart Spices site (at the junction of York Road and St. Luke's Road) has a resolution to grant. The Development Brief, therefore, expects this to form part of the first phase. In addition, it is anticipated that land on the south of Mead Street could come forward in the next phase of the development area. Future phasing is entirely dependent on the interest of the existing landowners and leaseholders. As it stands, Fowlers are to remain in their existing site, if this changes, any new development on this site should accord with the principles in the Development Brief.

#### 9.2.5 Conclusion

This chapter has summarised the endorsed Mead Street Development Brief. It has set out the Development Brief's vision and key principles, context, delivery and funding strategy, key spatial concepts, and concept masterplan to inform future development in the area. For full details of the proposals set out in this chapter, see the Mead Street Development Brief\*.



# **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

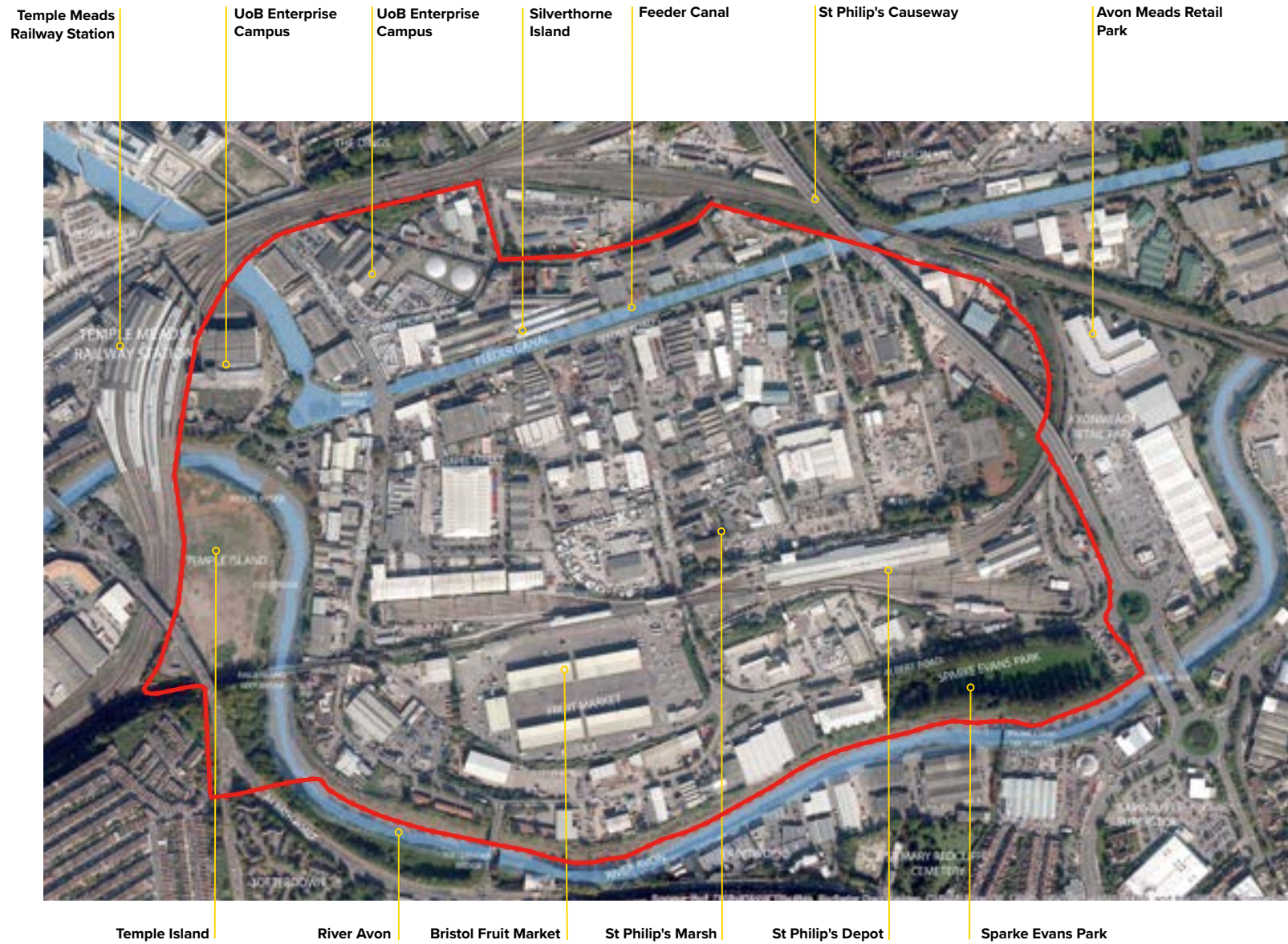
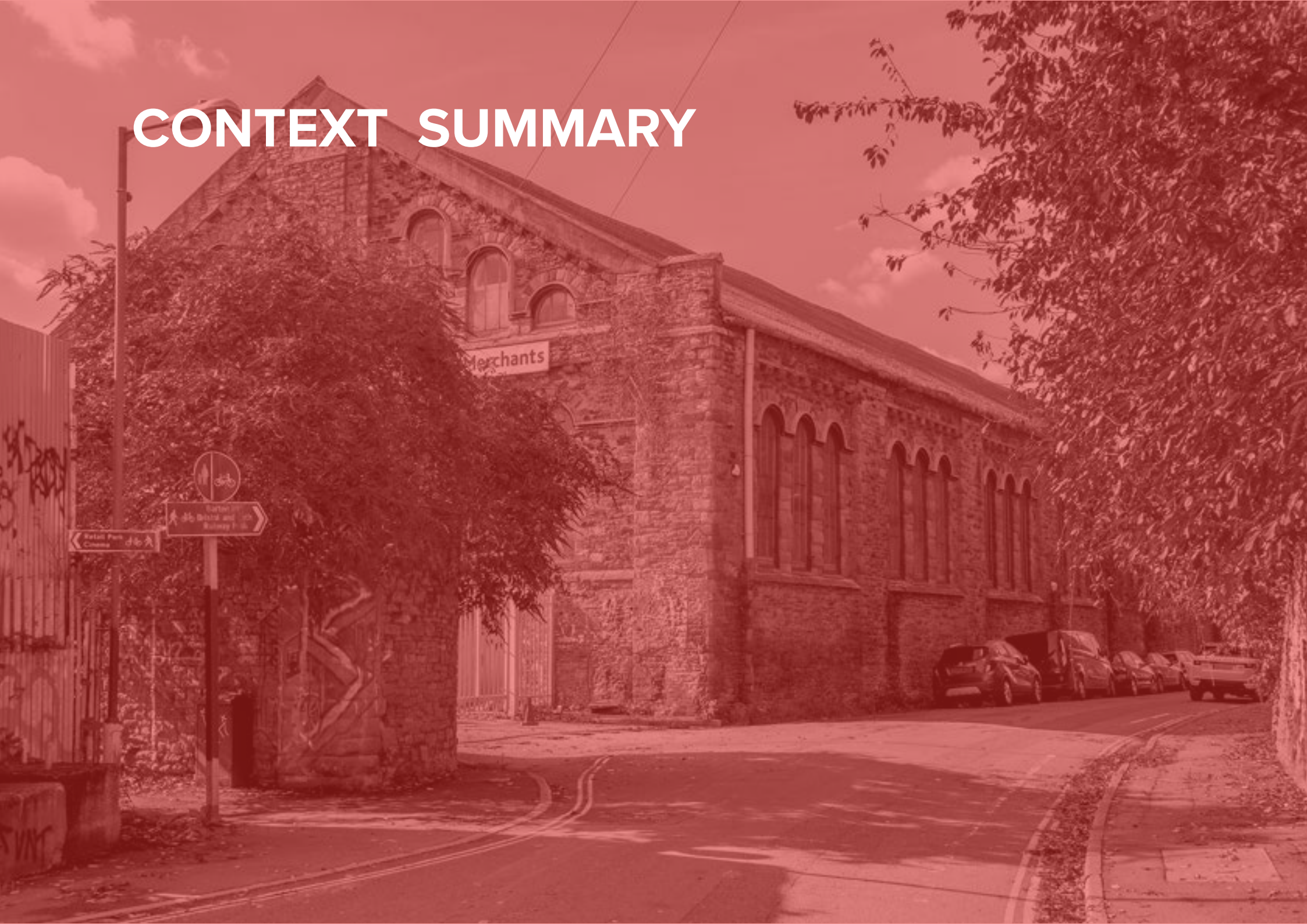


Figure 134 Aerial view of study area boundary east of the railway

# 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.

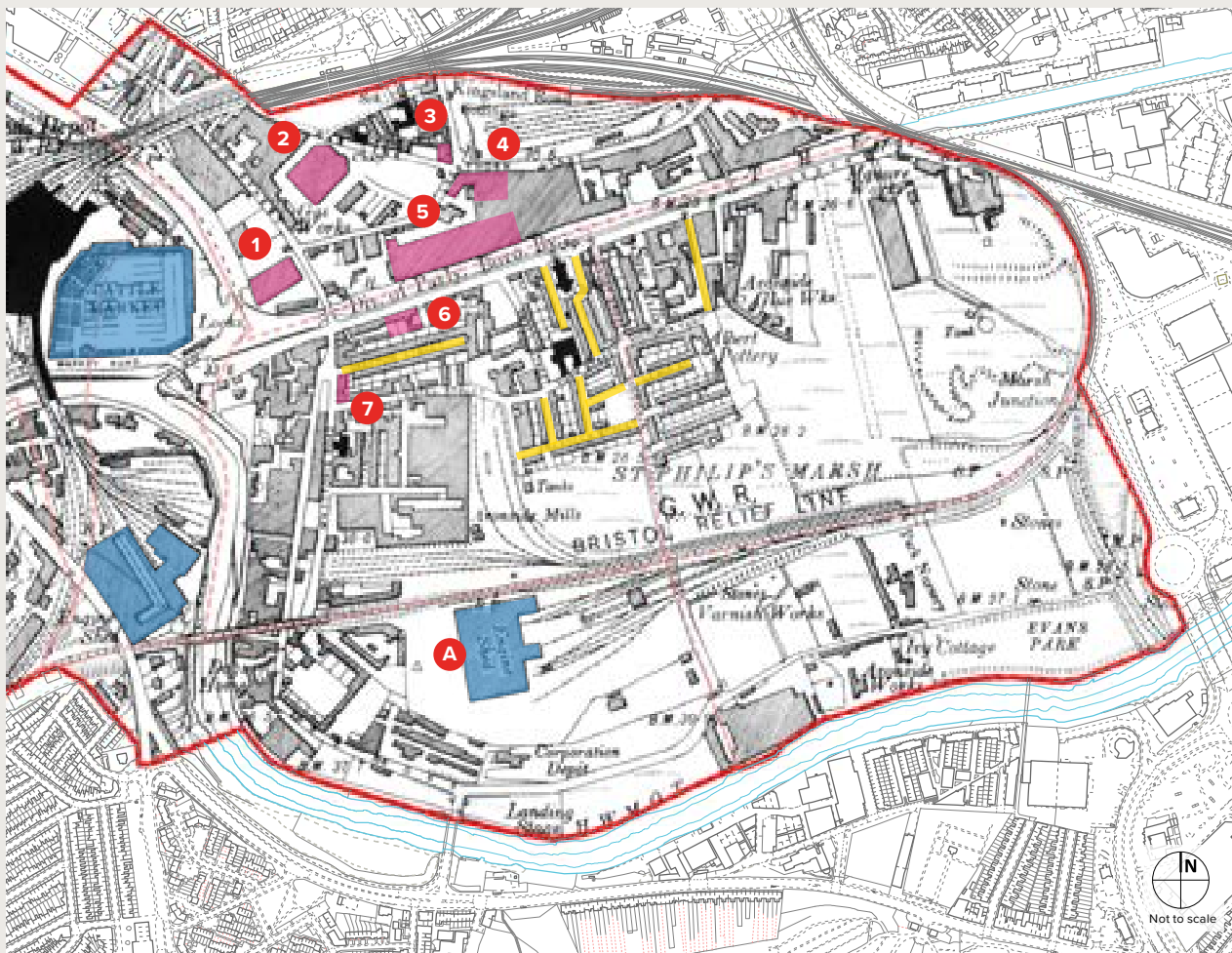


Figure 137 Historic map (1920-21) © [Groundsure](#)

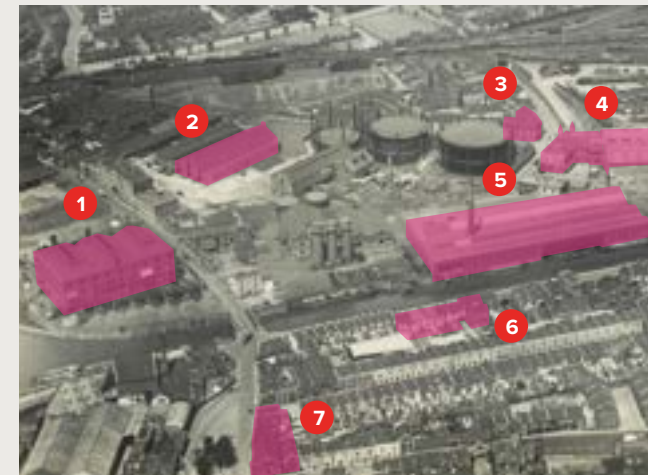


Figure 138 Aerial photograph of Silverthorne Island, inter-war period - highlighted / numbered buildings identified on Historic Map © [Bristol City Council](#)



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

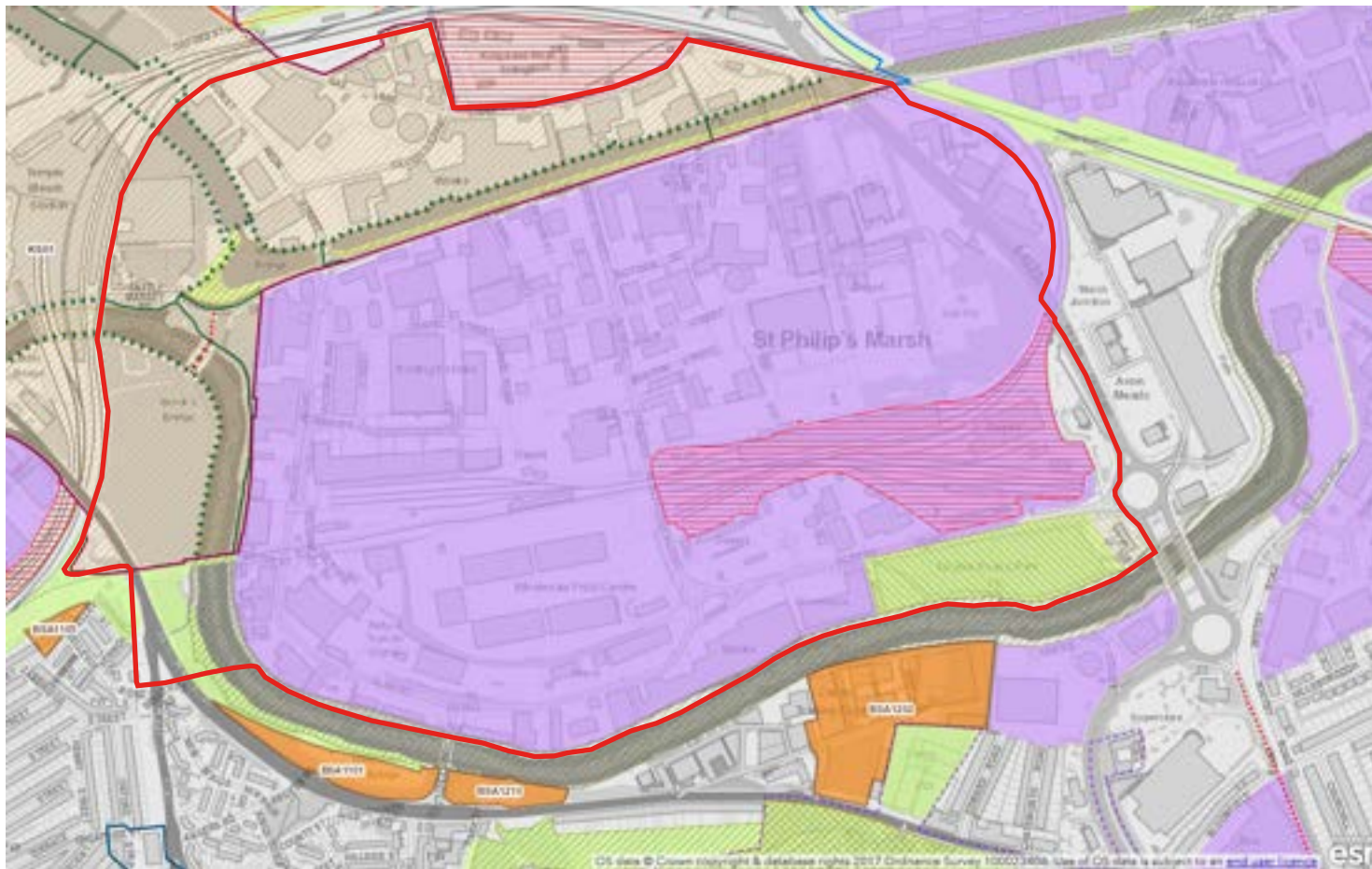
The draft Local Plan Review states that Temple Island will be developed for a mix of uses including new workspace, a university campus with student accommodation, conference/hotel facilities and new homes.

#### 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**

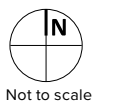
**Conservation Areas\***

- BCS22

**Bristol Local Plan Policies Map**

- City Centre
  - BCS2
- Bristol Central Area Plan
- 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
- Site Allocations
  - BCAP35 to BCAP40
  - 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.



Not to scale

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.

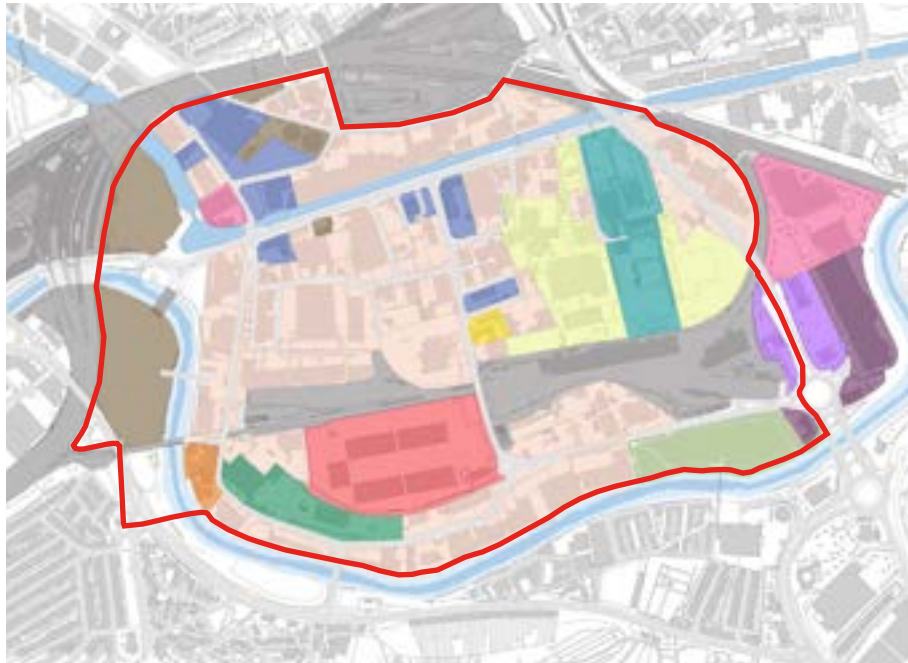
The Bristol Avon Flood Strategy identifies the need for a raised flood defence along the south side of the Feeder Canal in order to provide the standard of protection to enable new development in the St Philip's Marsh area. This would have an impact on Feeder Road and existing frontage properties. Similarly,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

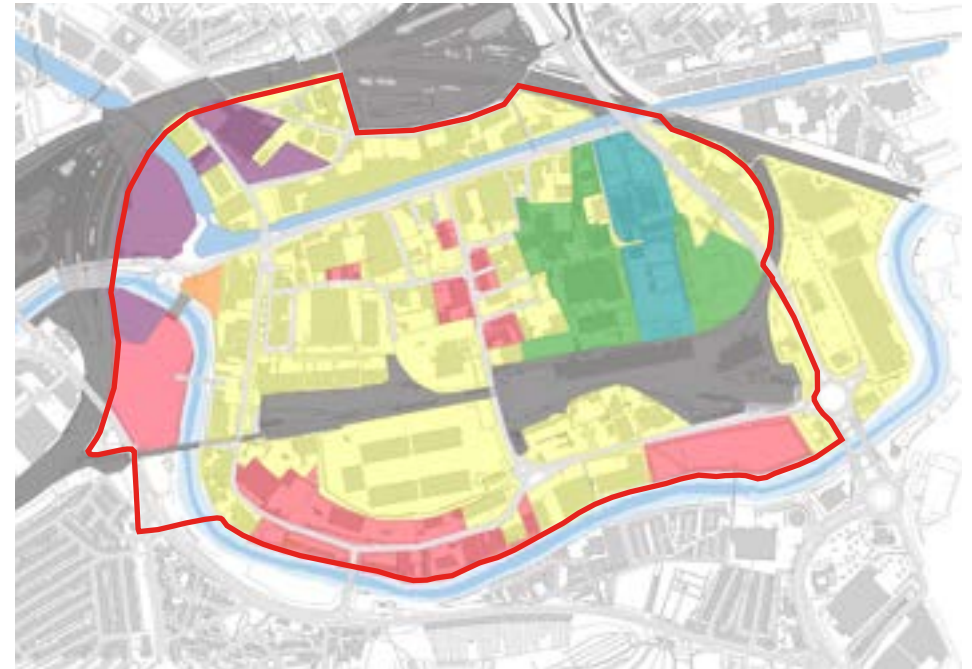
- The River Avon is a Site of Nature Conservation Interest (SNCI), including the Mudflats which are Habitats of Principal Importance. The Avon is also a Strategic Nature Area.
- The Feeder Slide (also called Feeder Canal) is a SNCI
- Sparke Evans Park, Cattle Market Road and a portion of the railway 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

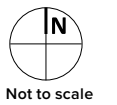
Figure 141 Existing land use plan

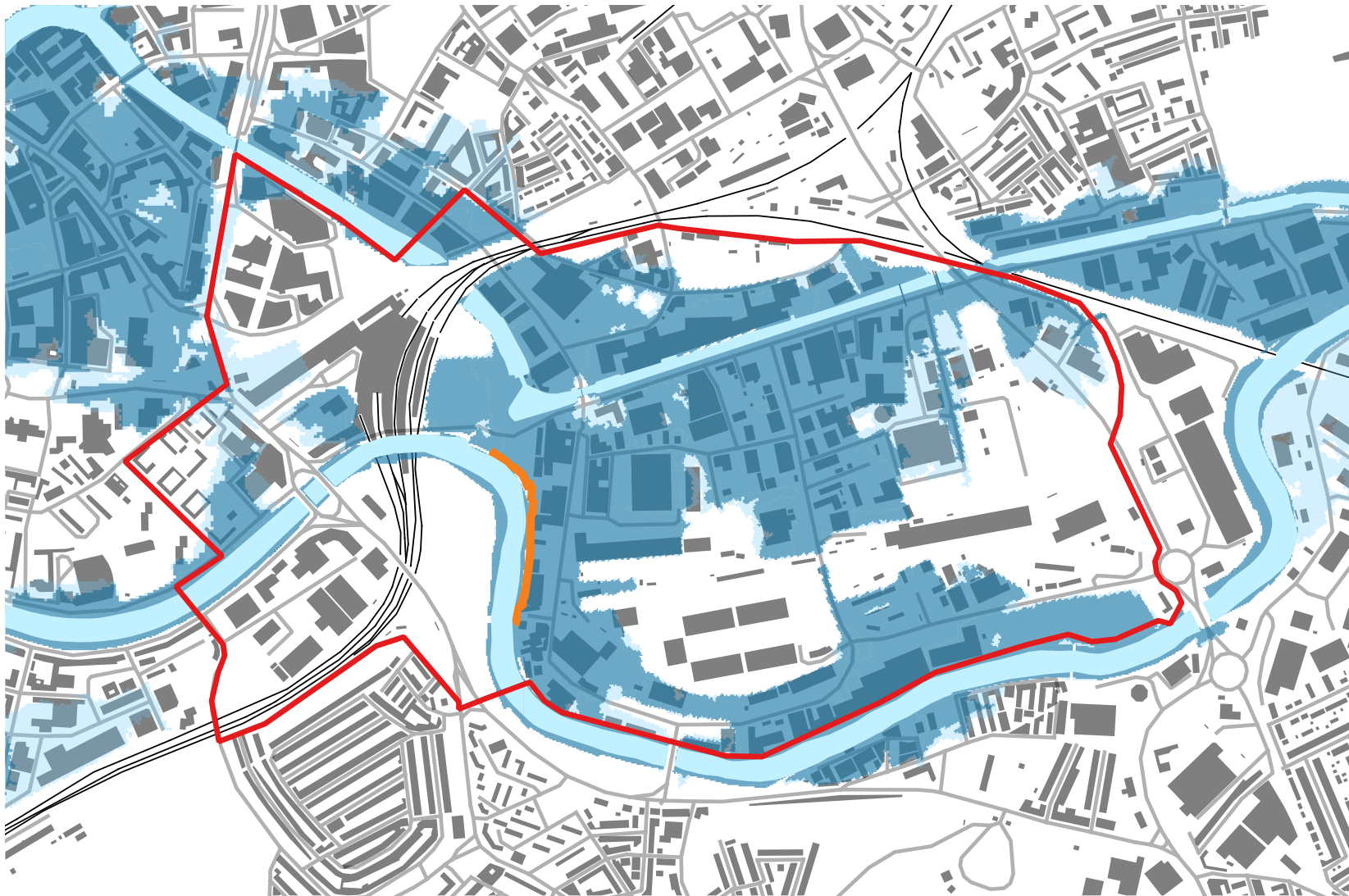


**Key**

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





KEY

- Project extent
- Main river
- Flood defence
- Flood Zone 2
- Flood Zone 3

Not to scale

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.

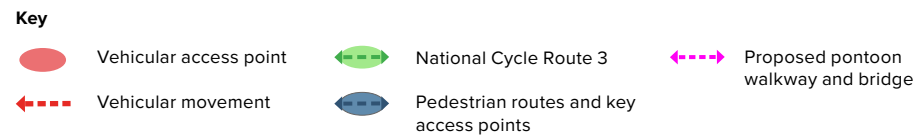
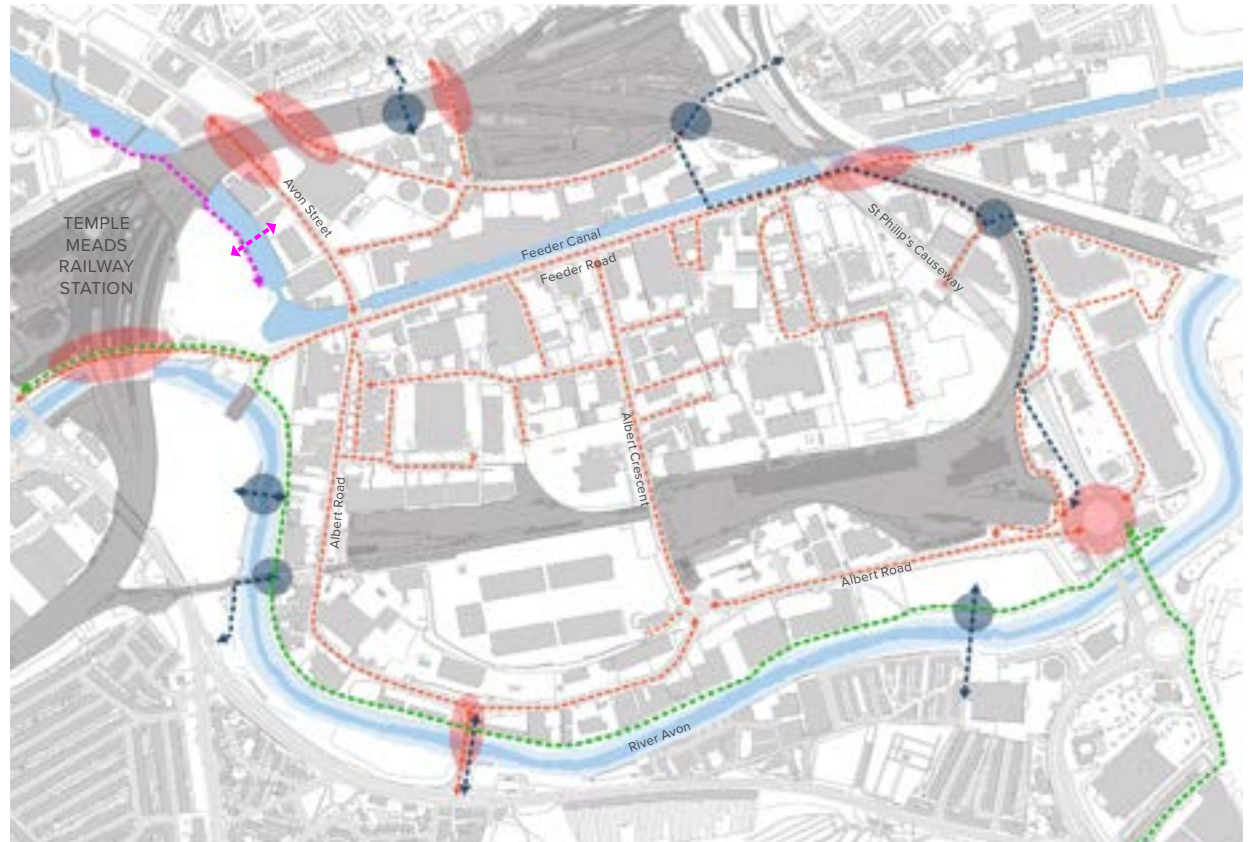


Figure 144 Existing Access and Movement

### 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.



Sparke Evans Park

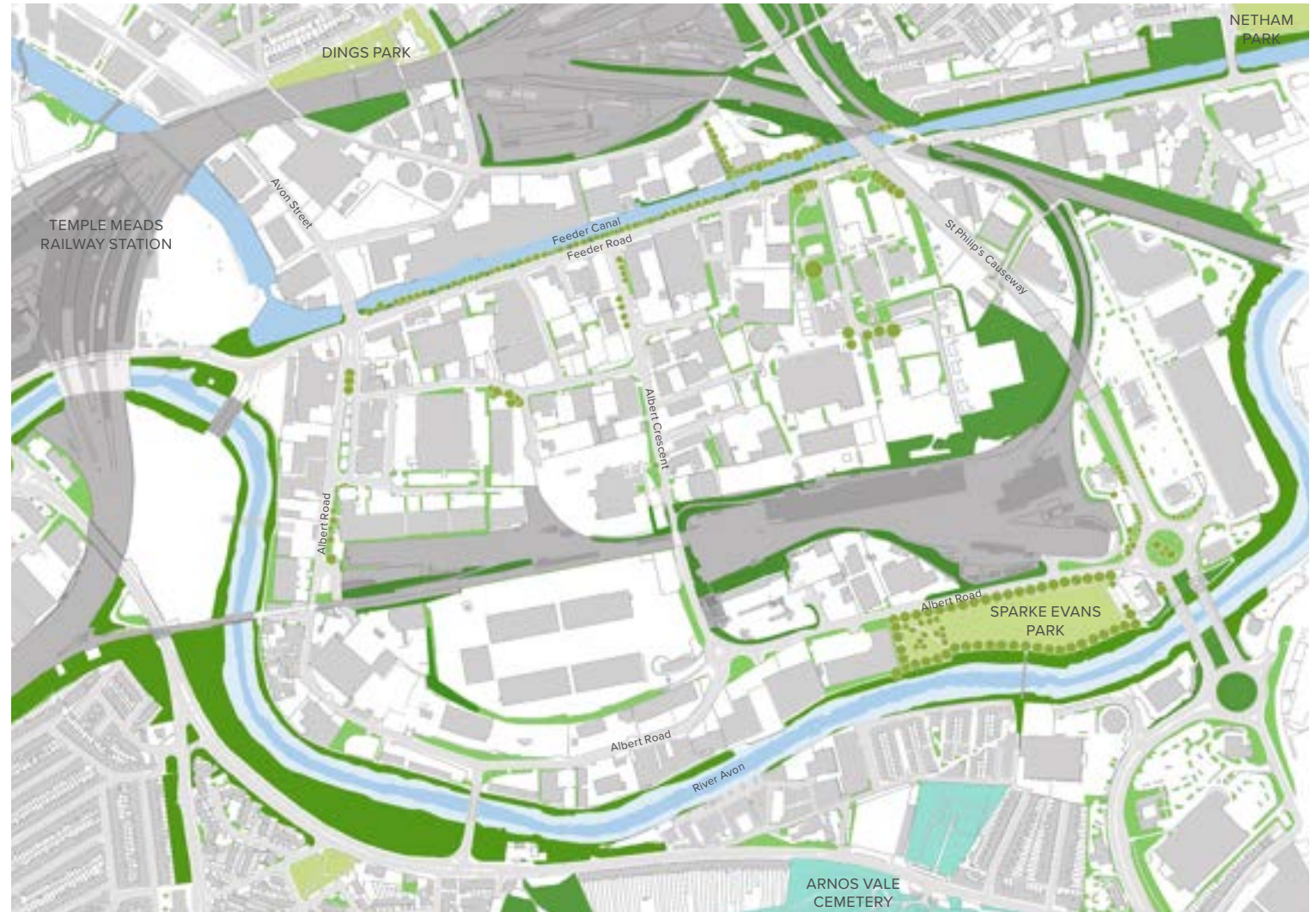
Figure 145 Existing green infrastructure



Totterdown Bridge

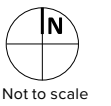


Feeder Canal



- Key**
- Public parks
  - Cemeteries with public access
  - Other significant vegetation and tree planting
  - Areas of amenity planting
  - Existing significant trees

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.

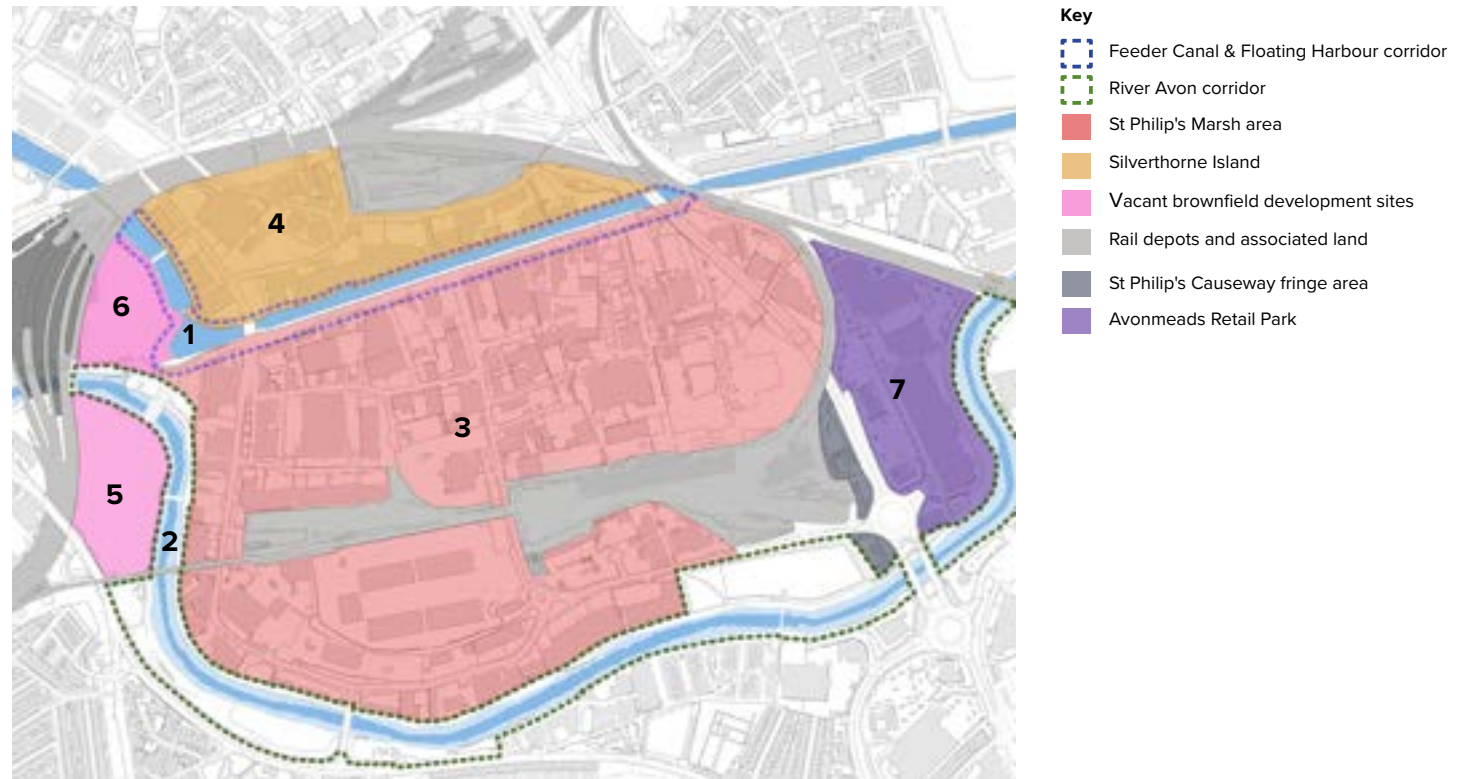
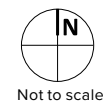


Figure 147 Strategic assessment of existing character



## 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

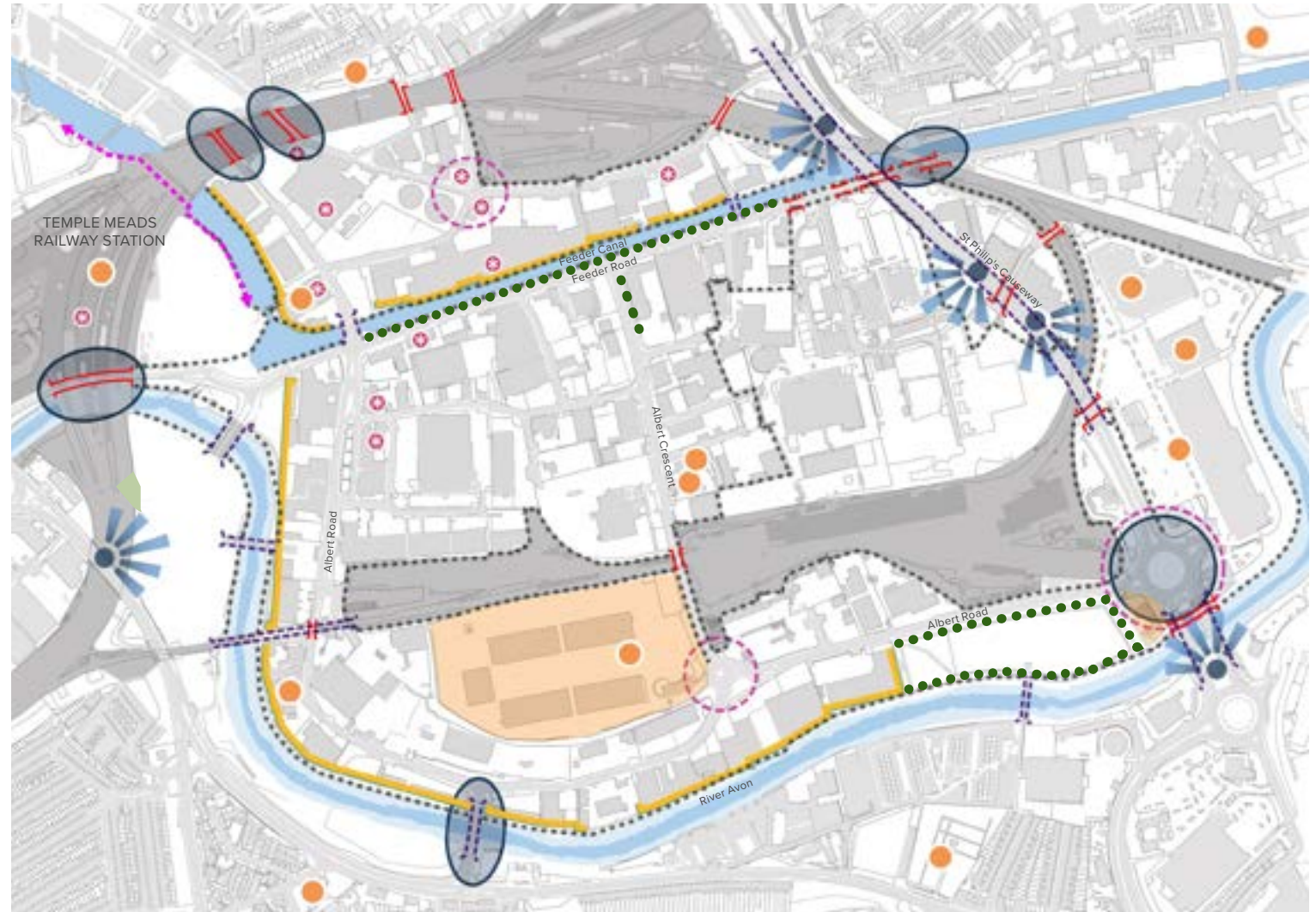
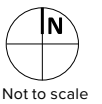


Figure 148 Visual analysis plan



Not to scale

Part 1 - Overview  
Part 2 - Masterplan  
Part 3 - Development Framework



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



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

Part 2 - Masterplan



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

Part 3 - Development Framework

**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.

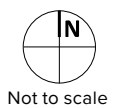
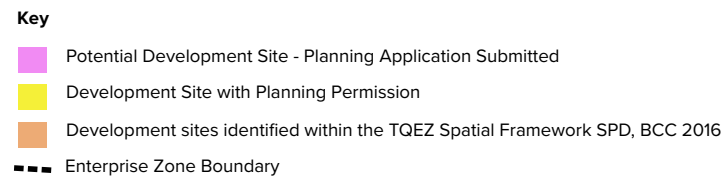
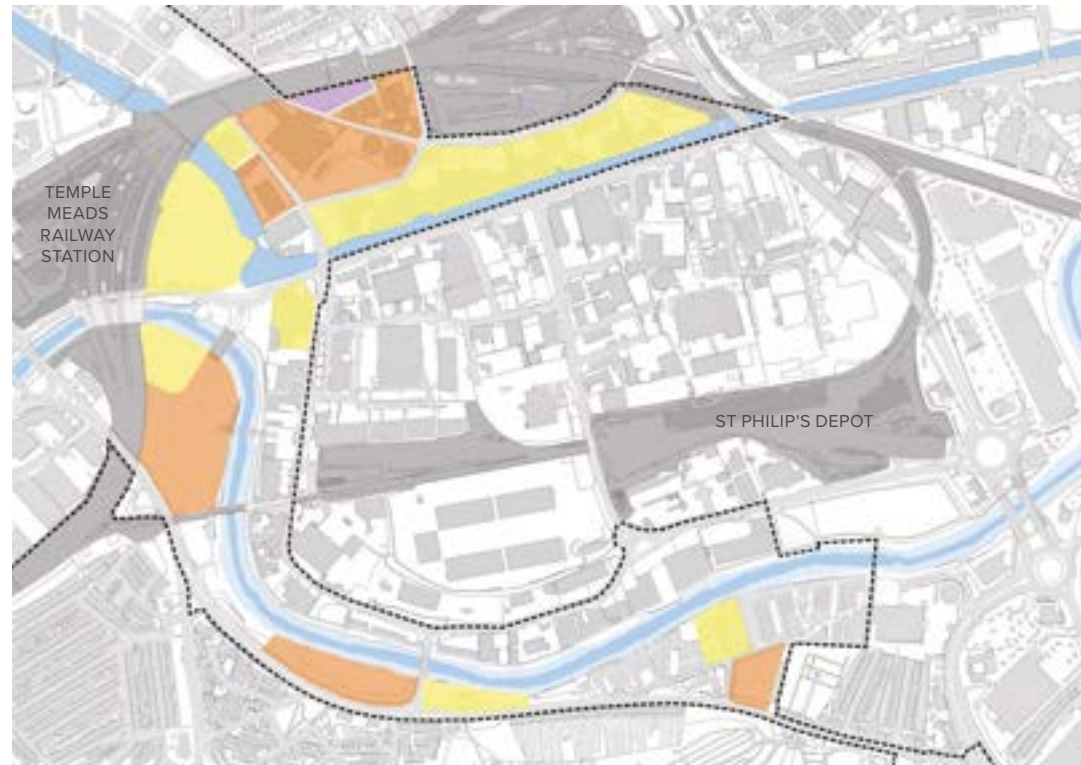


Figure 155 Existing and proposed development sites (as of April 2020)

## 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. The canal runs horizontally across the center of the frame, reflecting the sky and surrounding environment. On the left side of the canal, there is a row of trees and a low concrete wall with a metal railing. On the right side, there is a concrete retaining wall and a large, dark, corrugated metal building. The overall scene is a mix of natural and urban elements.

## 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.

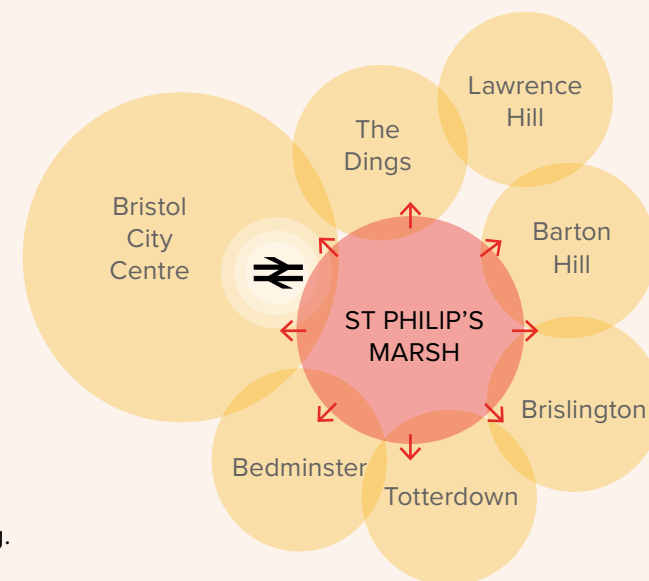
#### Adopt an integrated design and placemaking approach to flood defence provision

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



Not to scale

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.



**Key**  
 North West St Philip's Marsh  
 Proposed eastern entrance to Temple Meads Railway Station



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

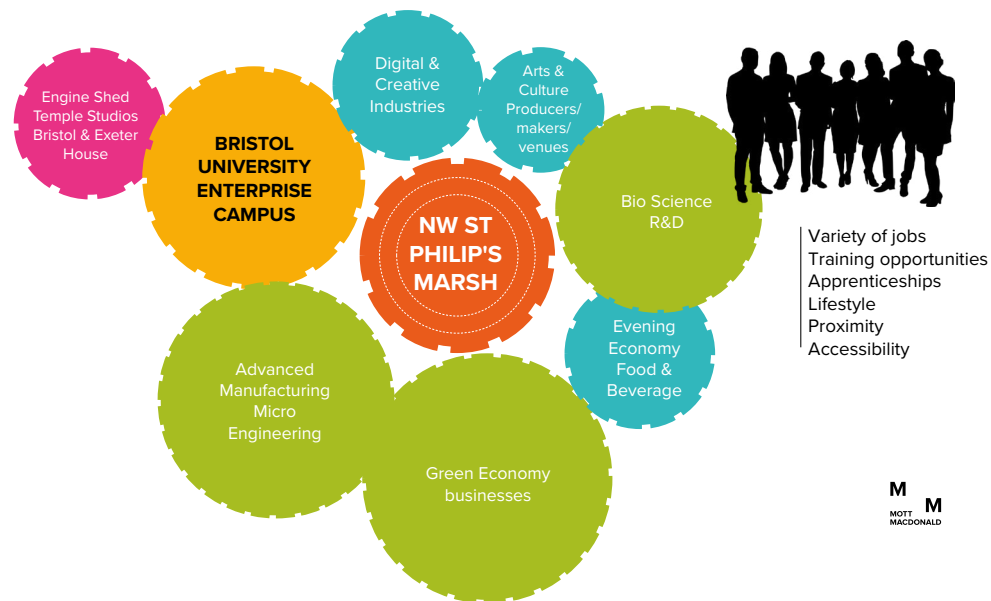


Figure 161 North West St Philip's Marsh innovation district organising concept diagram

'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.

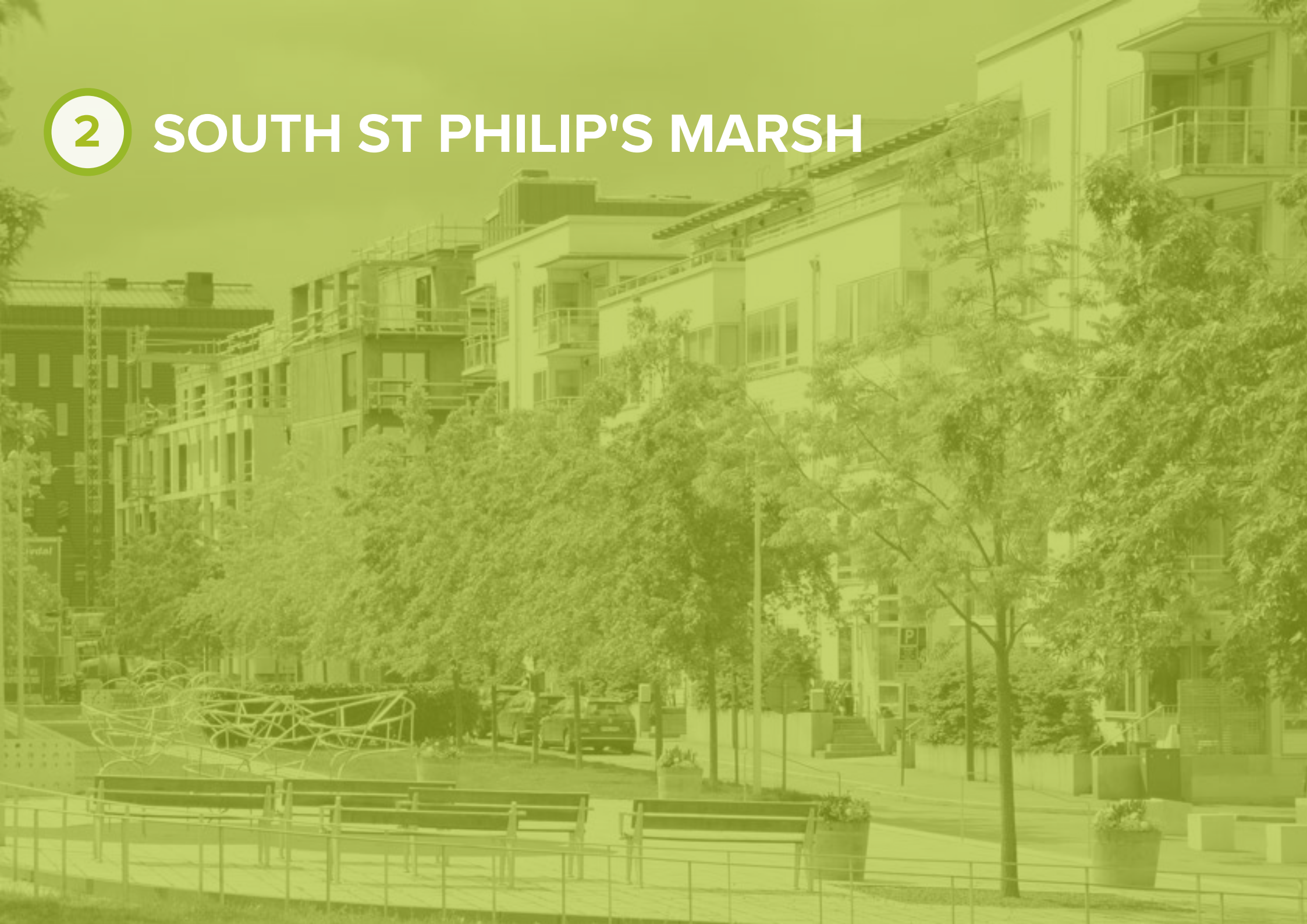
This presents a generational opportunity to deliver strategic flood defence infrastructure that acts as a catalyst and enabler of large scale redevelopment. This could integrate improved mobility and access networks and a major improvement and expansion of the public realm, including enhanced green infrastructure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



Figure 166 Examples of mixed use development

2

# 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

# THE DEVELOPMENT FRAMEWORK



THE DINGS

BARTON HILL

TEMPLE QUAY

TEMPLE MEADS RAILWAY STATION

SILVERTHORPE LANE

FEEDER CANAL

FEEDER ROAD

ST PHILLIPS CHURCHWAY

MARSH BRIDGE

CHAPEL STREET

AVONMEADS RETAIL PARK

BROOKS BRIDGE

TEMPLE ISLAND

FOOTBRIDGE

RAILWAY AND FOOTBRIDGE

FRUIT MARKET

ALBERT ROAD

SPARKE EVANS PARK

TOTTERDOWN

TOTTERDOWN BRIDGE

RIVER AVON

VAINWORKS

ST MARY REDCLIFFE CEMETERY

SAINSBURY SUPERSTORE

## 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.

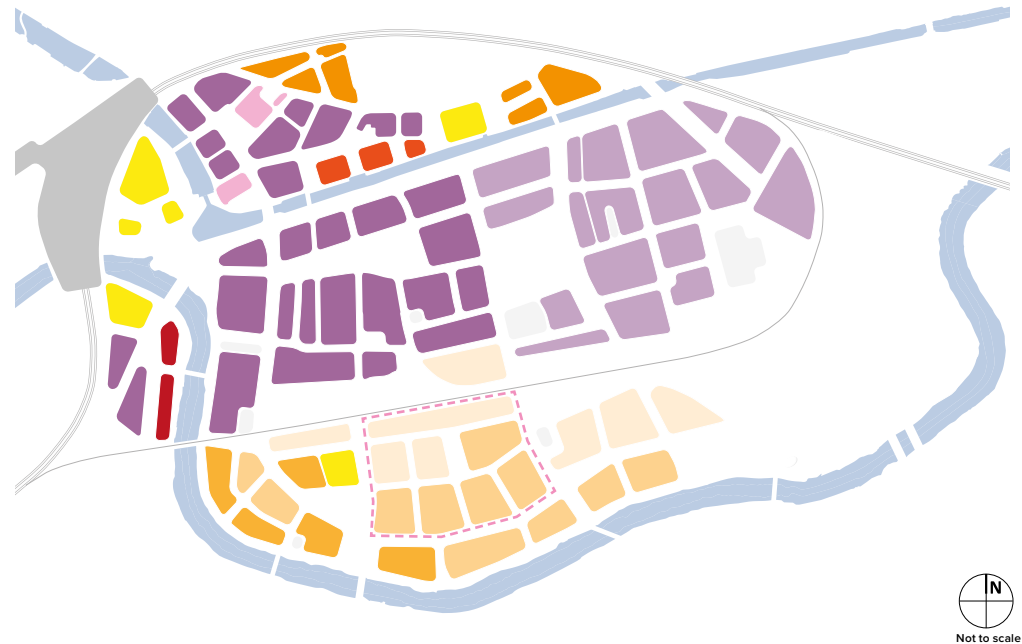
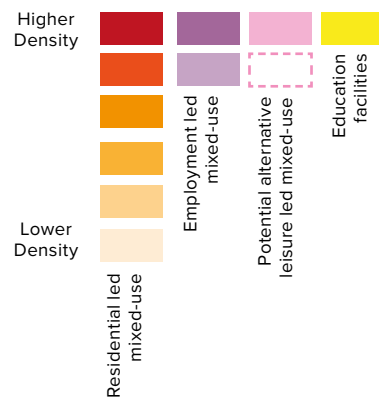


Figure 167 Scenario 1 Illustrative land-use and density distribution

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.

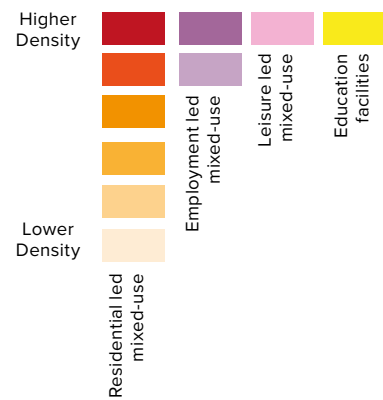


Figure 168 Scenario 2 Illustrative land-use and density distribution

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.

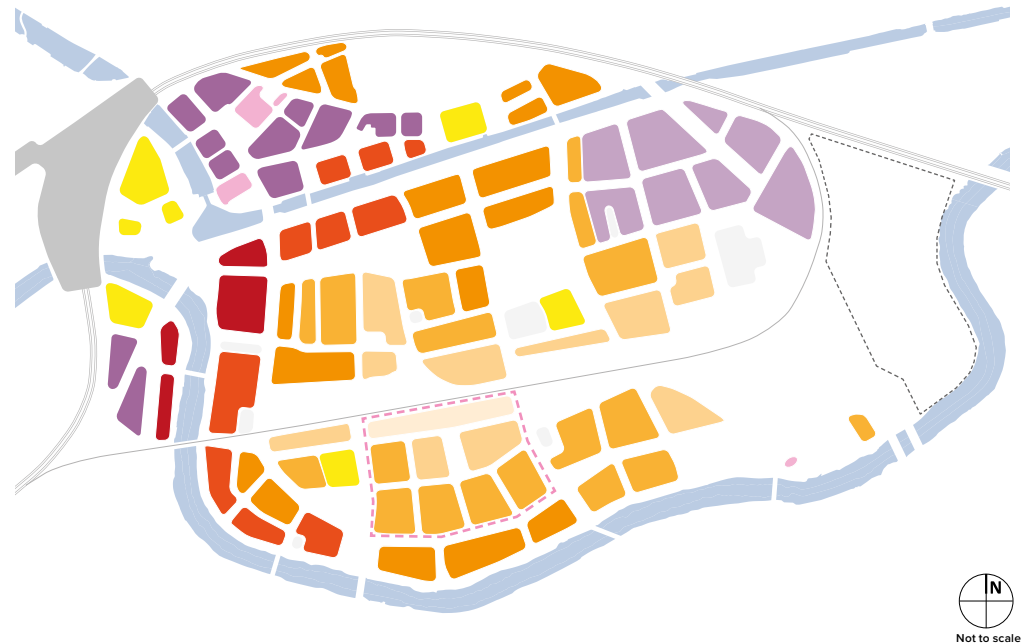
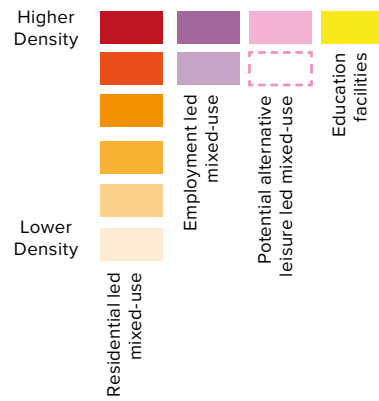


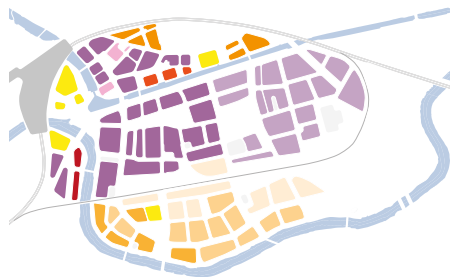
Figure 169 Scenario 3 Illustrative land-use and density distribution

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

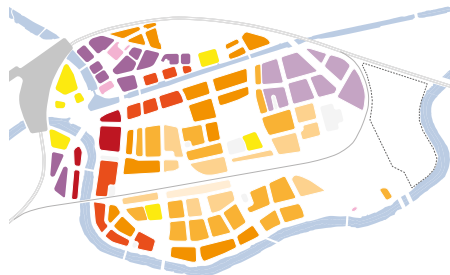
**Scenario 2**



- 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.

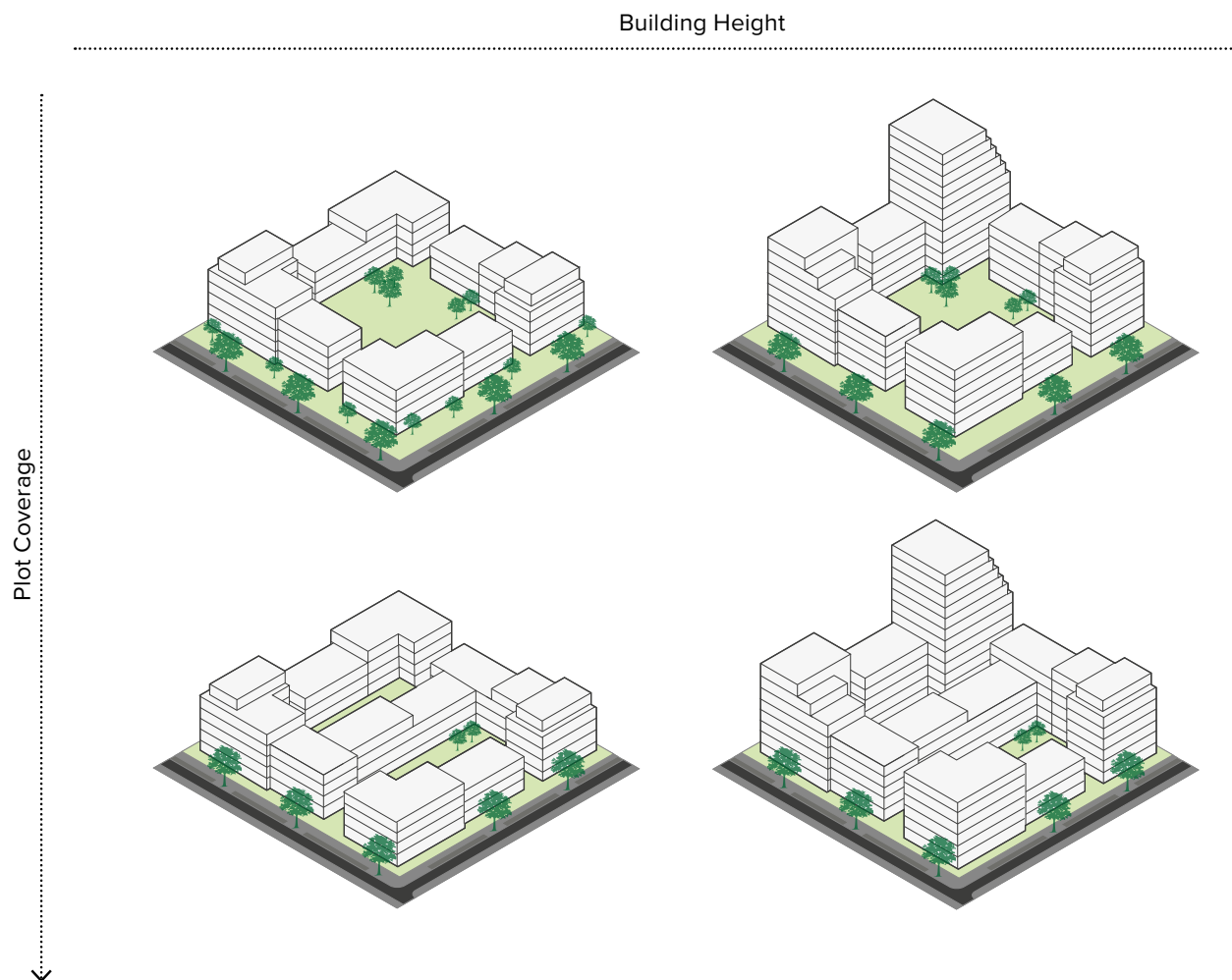
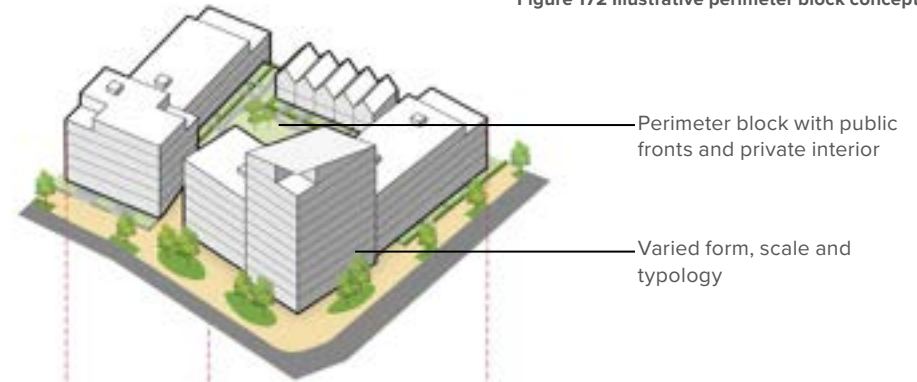


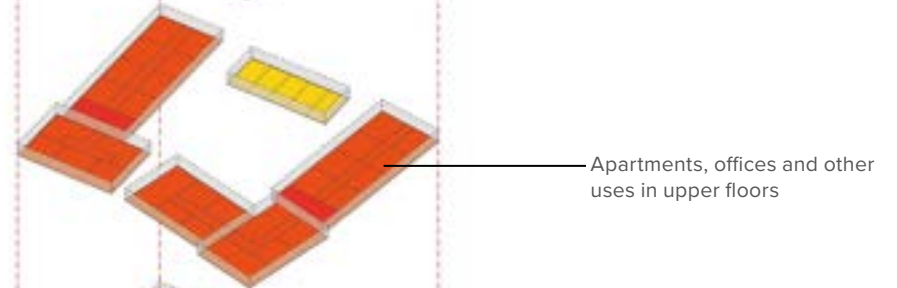
Figure 171 Illustrative development plot layout showing range of density options

Figure 172 Illustrative perimeter block concept

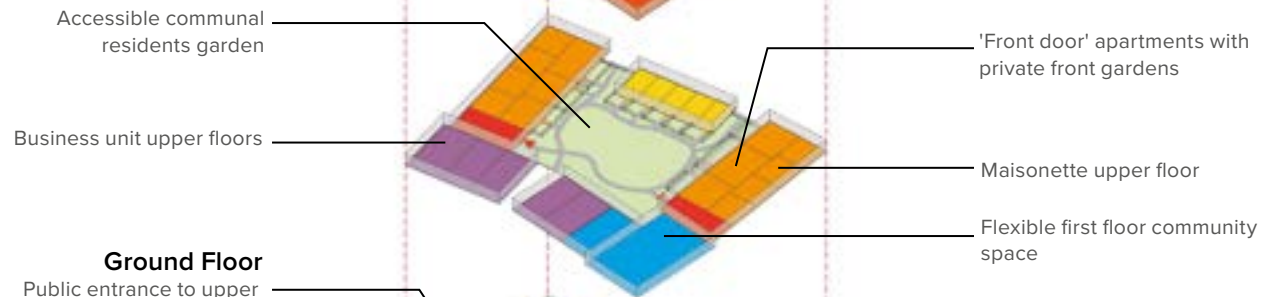
Overview



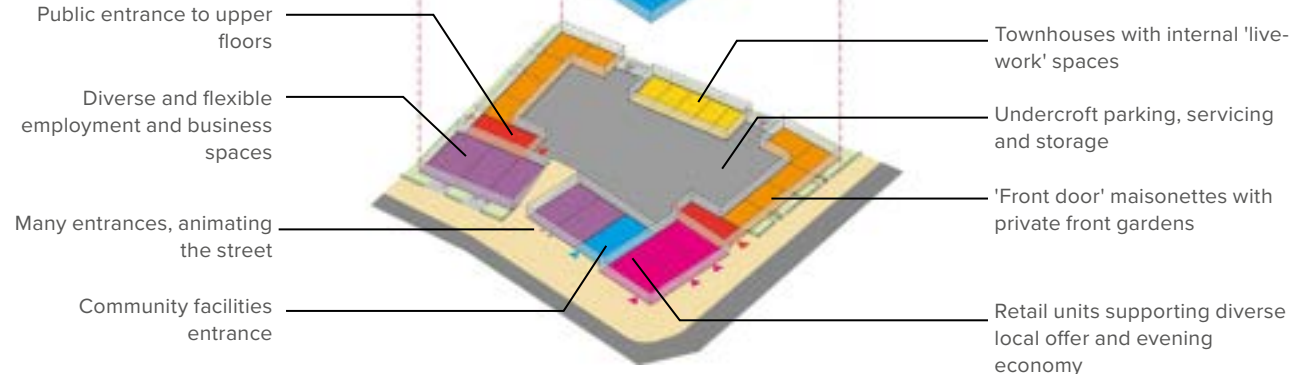
Upper floors



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

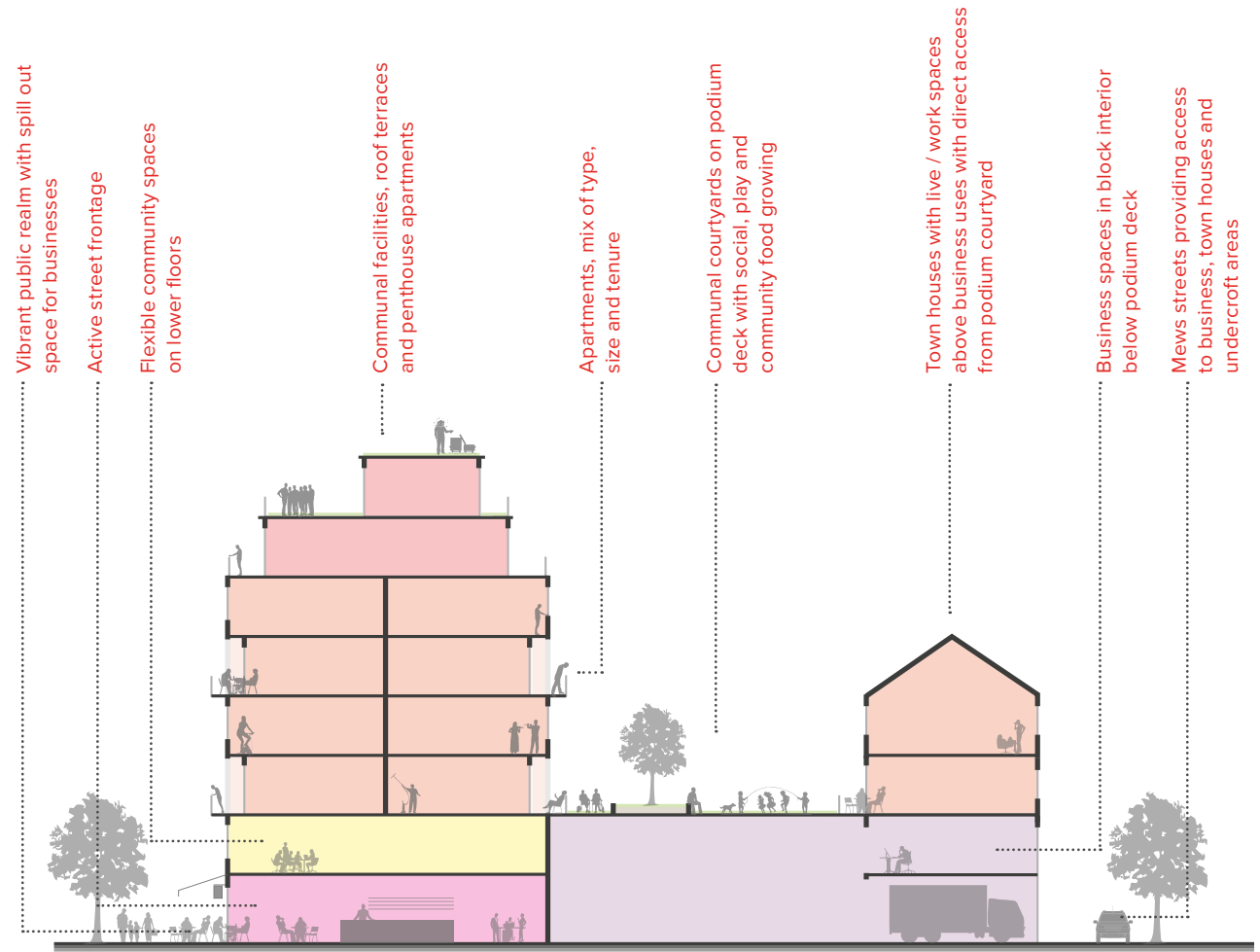


Figure 174 Illustrative cross section showing vertical and horizontal mixing of uses

### 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

### 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

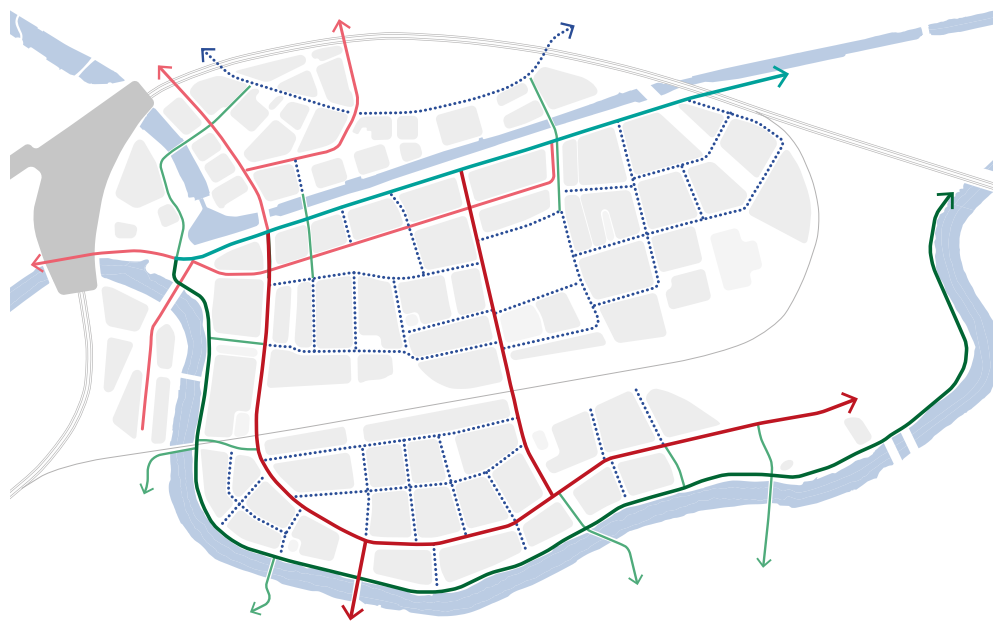
A traffic free, landscape corridor with a continuous walking and cycling route

#### 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).



#### Key

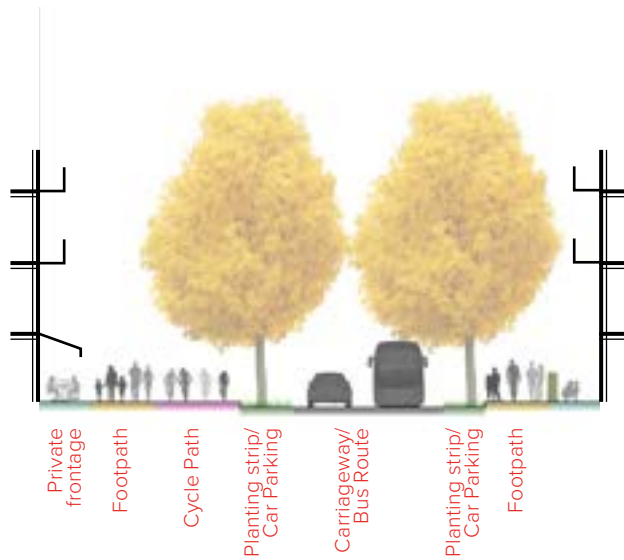
- Main Boulevard
- Secondary Street
- Neighbourhood Street
- River Avon Park
- Feeder Canal Promenade
- Connecting paths



Not to scale

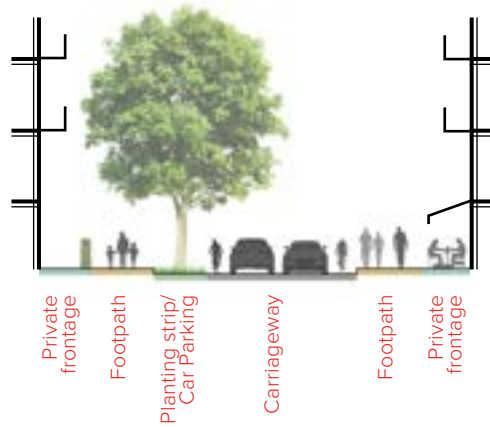
Figure 177 Illustrative street and path hierarchy

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



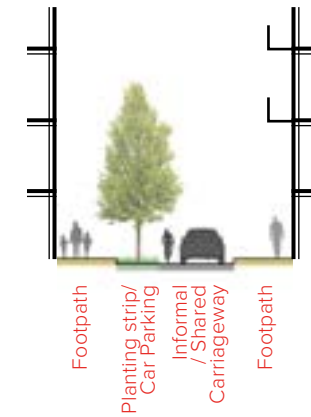
### Main Boulevard - 21-25m wide - 20mph

- 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



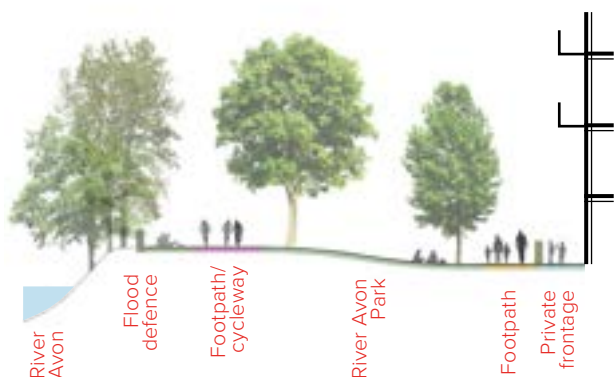
### Secondary Streets - 14-18m Wide - 20mph

- 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



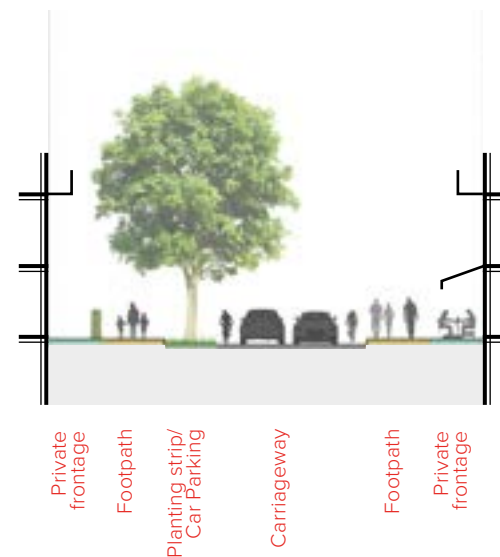
**River Avon Greenway - 15-25m wide - Traffic Free**

- 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

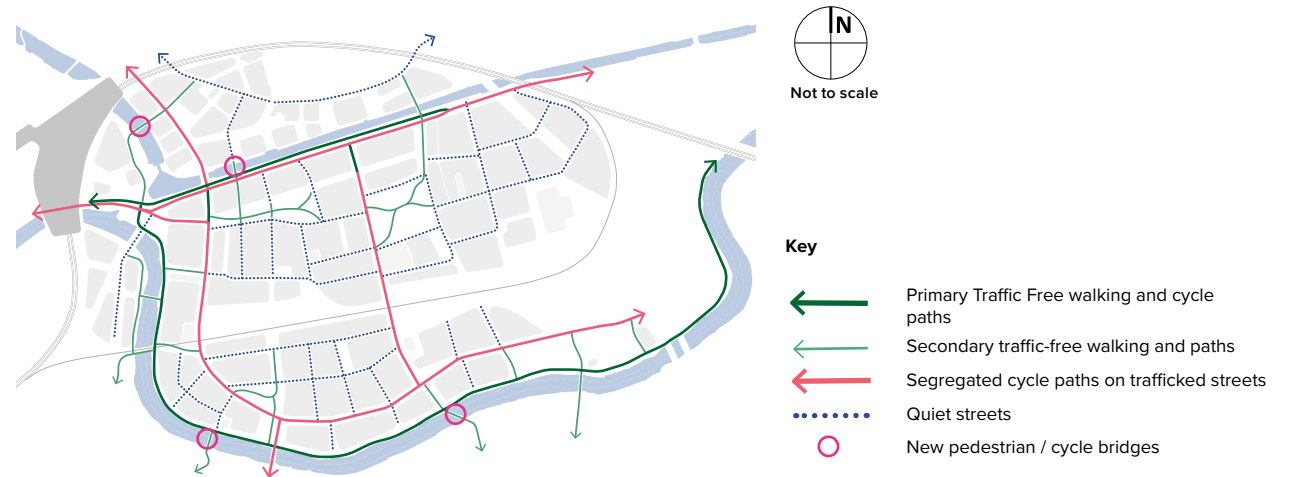


Figure 178 Potential active travel routes

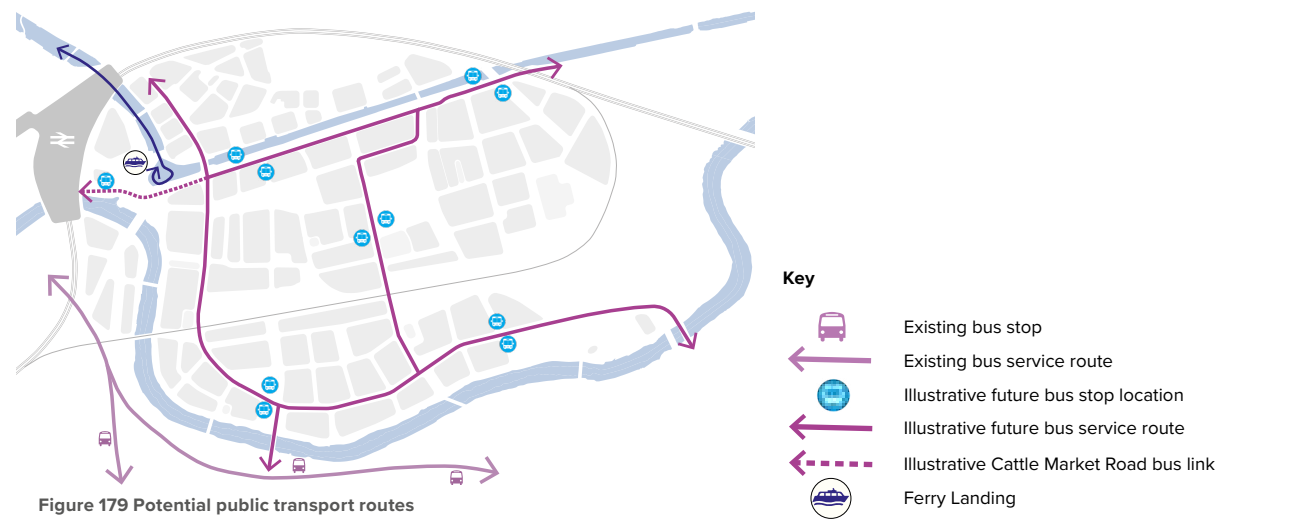


Figure 179 Potential public transport routes

### 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

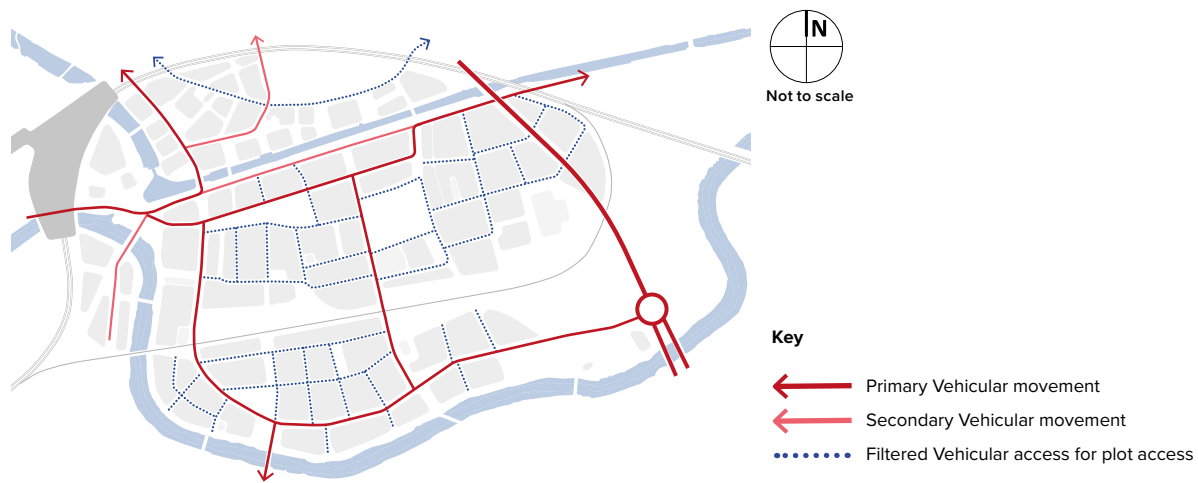


Figure 180 Potential vehicular routes

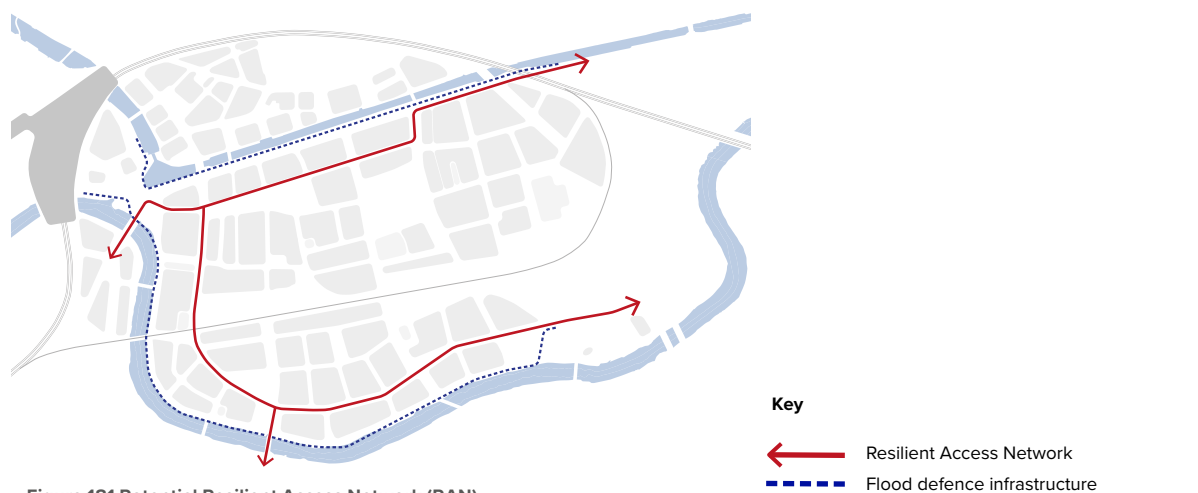


Figure 181 Potential Resilient Access Network (RAN)

### 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

### 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.

#### 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.

#### 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.

#### 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.

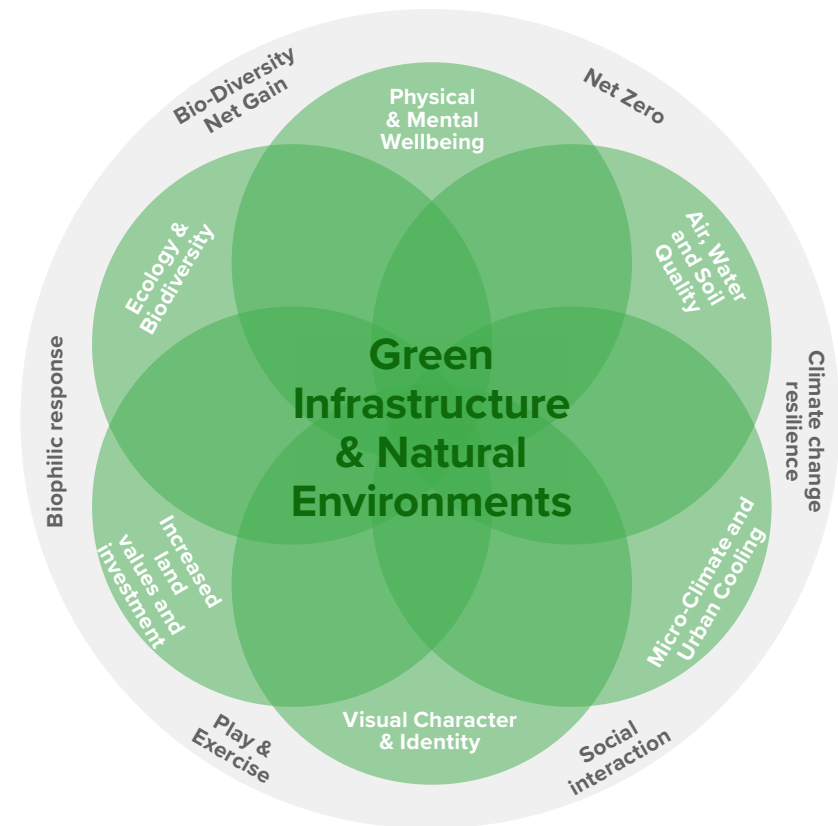


Figure 184 Benefits of green infrastructure investment

### 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

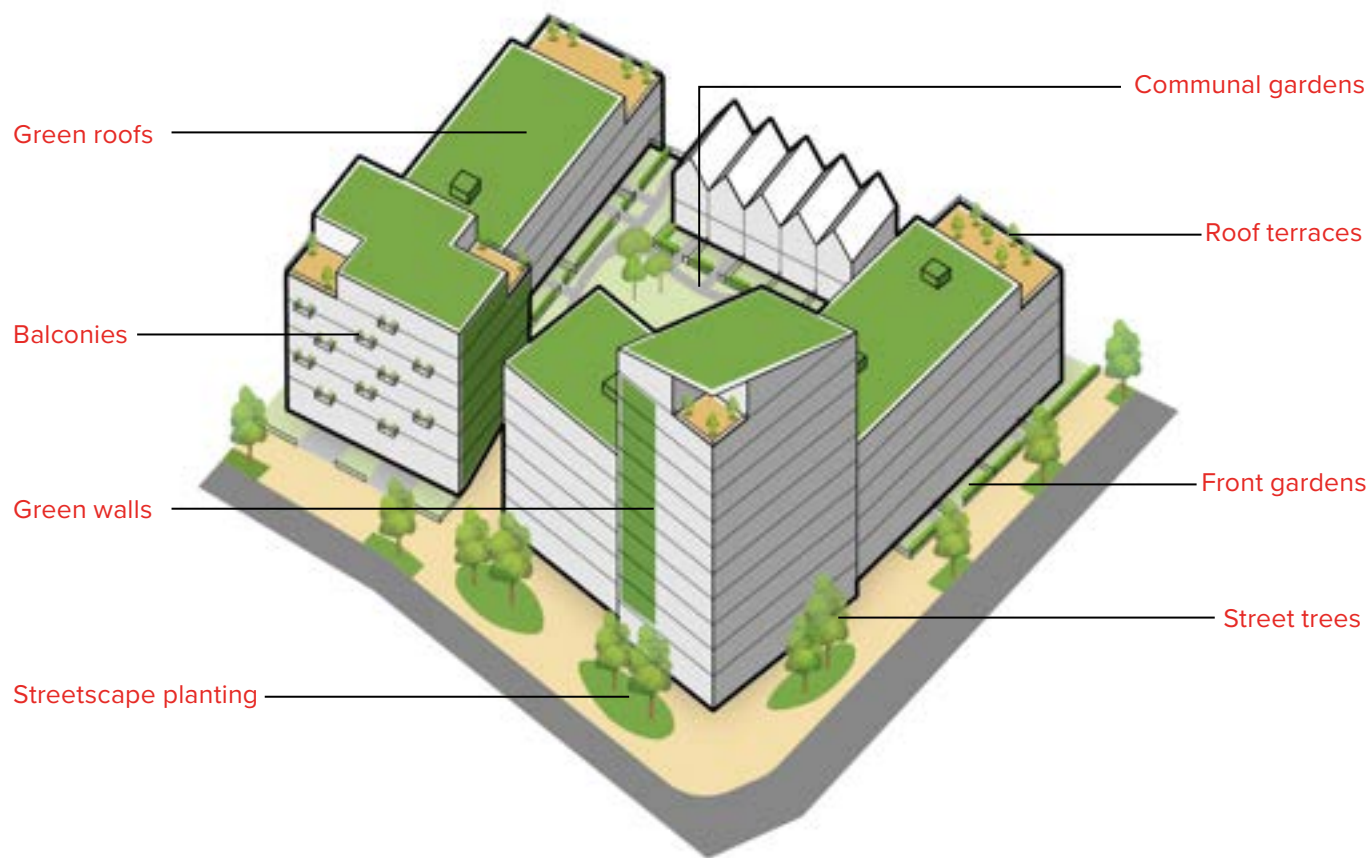


Figure 189 Green infrastructure carefully integrated with public realm and built environment



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.

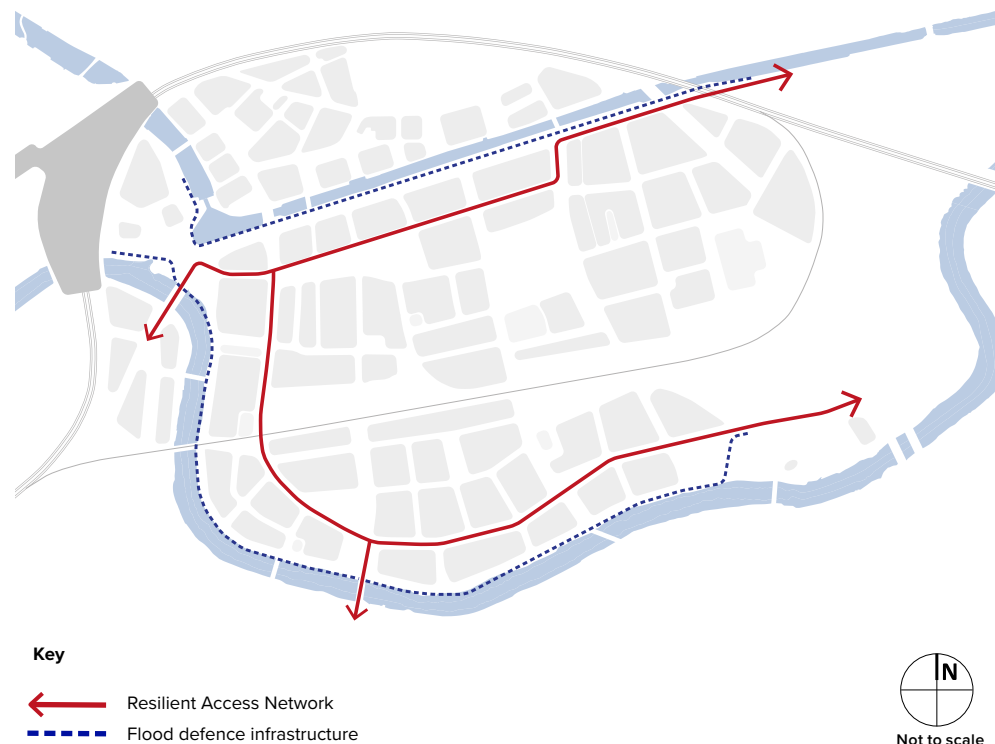


Figure 191 Flood and RAN infrastructure Plan

### 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

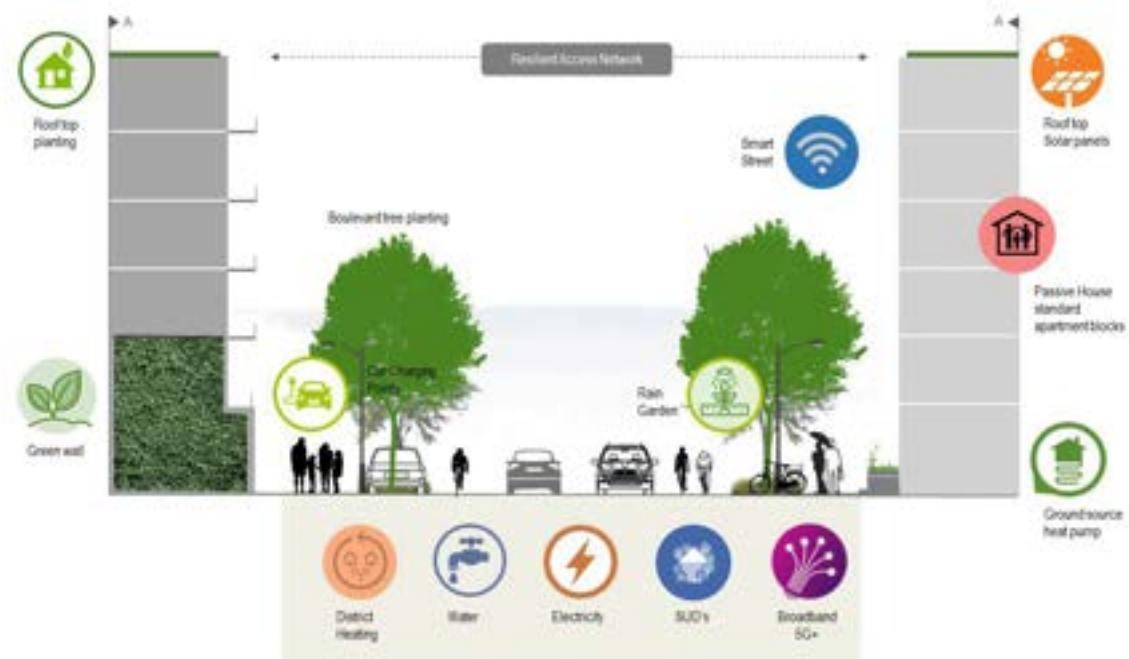


Figure 192 Resilient Access Network integrated street concept

### 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.

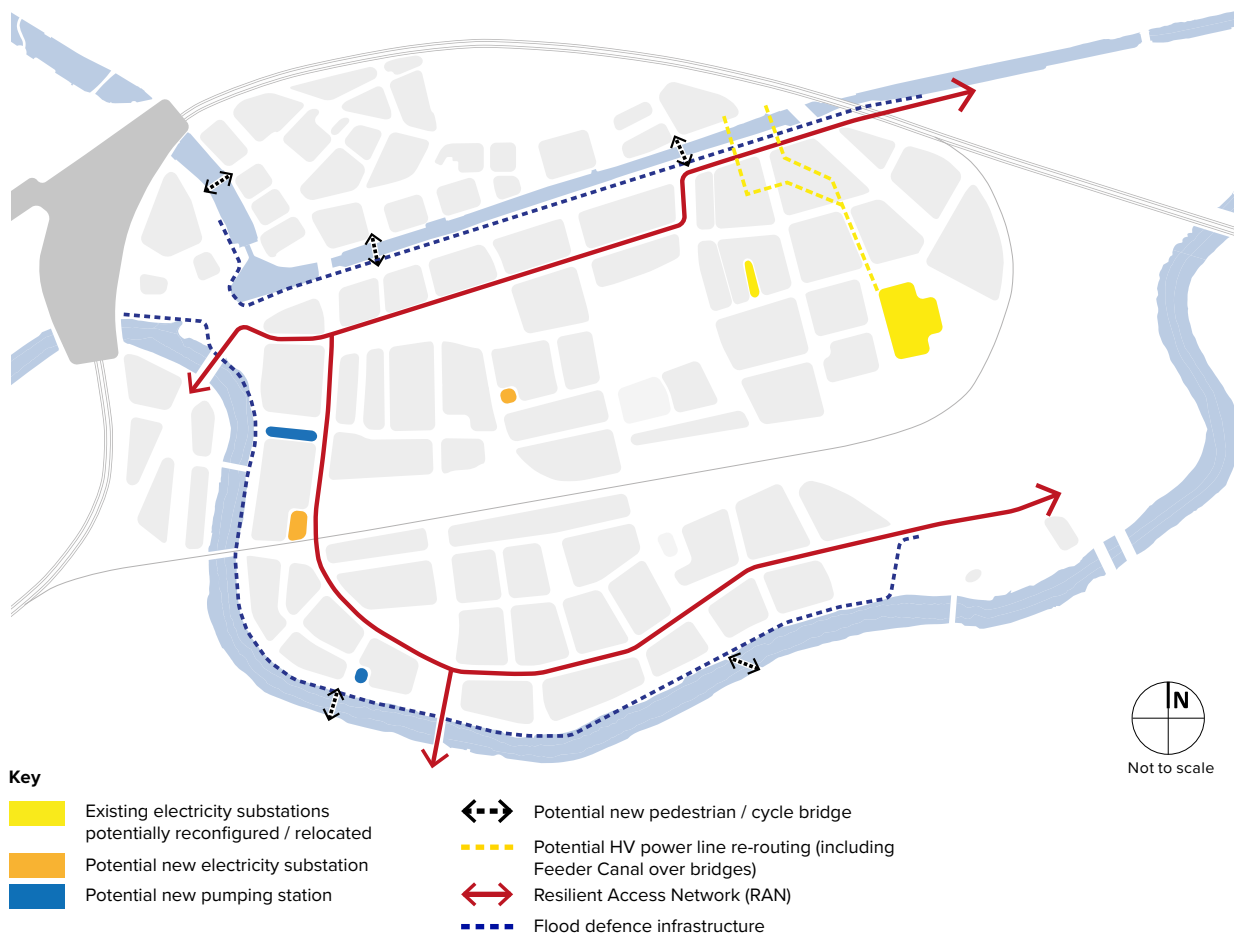


Figure 194 Potential Infrastructure Delivery

### 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:

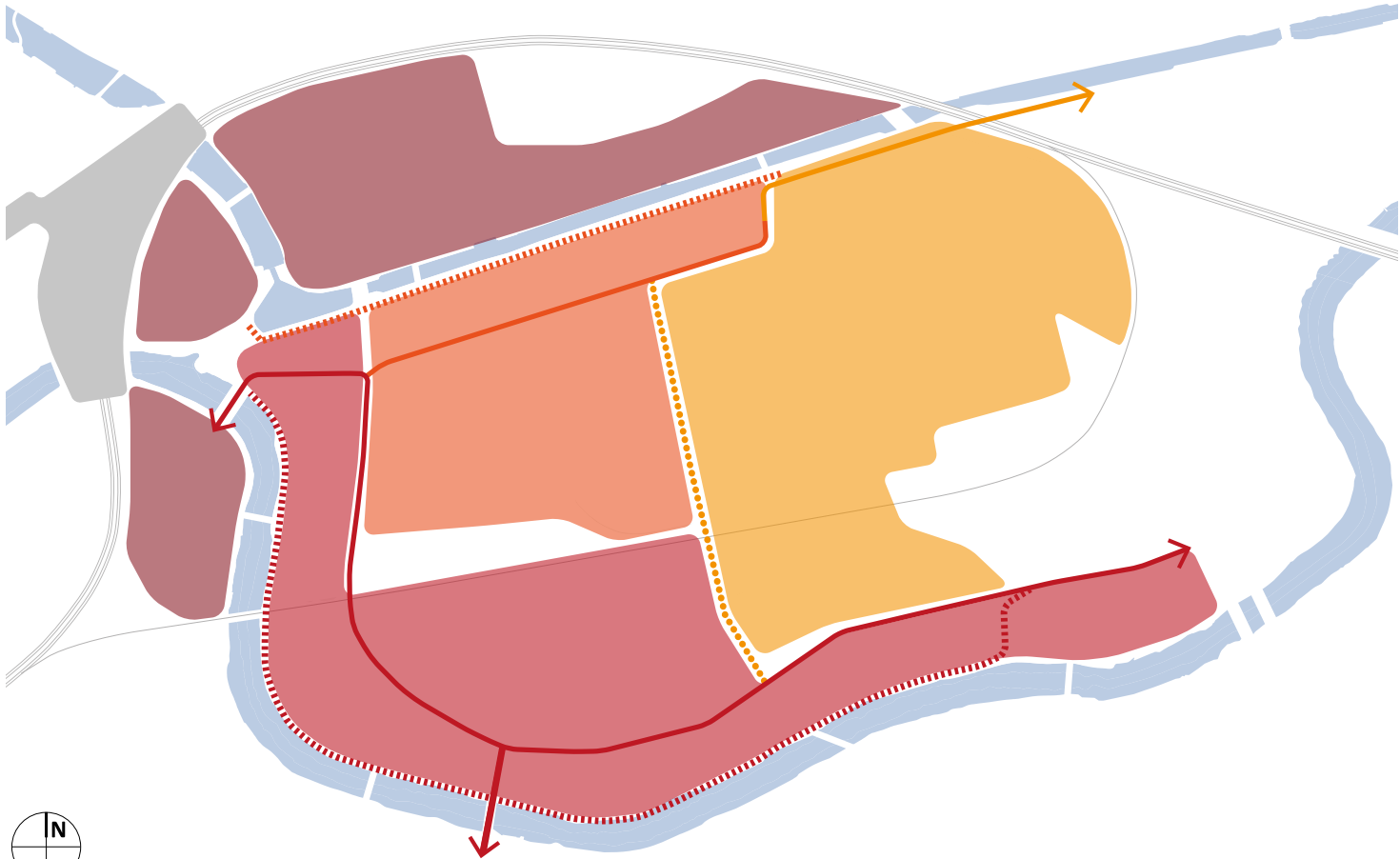
**Phase 1:** Development of UoB Enterprise Campus Silverthorne Island, Temple Island and adjacent sites and flood defence infrastructure associated with these developments.

**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.



- Key**
- Phase 1** 2020 - 2030
  - Phase 2** 2025 - 2035
  - Avon River Park flood defence
  - Albert Road RAN
  - Phase 3** 2030 - 2040
  - Feeder Canal Promenade
  - Feeder Canal RAN (west)
  - Phase 4+** 2035 - 2045+
  - Feeder Canal RAN (west)
  - Albert Crescent Boulevard

Not to scale

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.



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# Appendix B Image credits

## Image credits

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- Figure 10 *Temple Quarter Enterprise Campus Public Consultation*, © University of Bristol (September 2019)
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- Figure 12 Eastern Entrance, © Network Rail (Received via e-mail October 2022)
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- Figure 25 *Bristol map*, © Bristol City Council (Accessed March 2020), <https://maps.bristol.gov.uk/pinpoint/>
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- Figure 118 *Historic Map*, obtained from Groundsure Insight (24th October 2018)
- Figure 132 *Guiding principles for Mead Street Development Brief*, © Bristol City Council
- Figure 133 *Concept Masterplan*, © Bristol City Council
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- Figure 136 *Historic St Philip's Marsh Streetscape*, © Bristol City Council
- Figure 137 *Historic Map*, obtained from Groundsure Insight (24th October 2018)
- Figure 138 *Aerial photograph of Silverthorne Island, inter-war period - highlighted / numbered buildings identified on Historic Map*, © Bristol City Council
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- Figure 140 *Local Plan Policies Map*, © Bristol City Council (Accessed February 2020), <http://maps.bristol.gov.uk/policies/>
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- Figure 164 *Proposed mixed use redevelopment on Silverthorne Lane*, © AHMM © Stride Treglown
- Figure 165 *Proposed student accommodation at Avon Street*, © Chapman Taylor Architects
- Figure 197 *Employment Land Study (Working Draft Report)*, © JLL (November 2019)
- Figure 198 *Employment Land Study (Working Draft Report)*, © JLL (November 2019)
- Figure 199 *Employment Land Study (Working Draft Report)*, © JLL (November 2019)



# Appendix C Glossary

## Glossary

AAP	Area Action Plan	BTP	British Transport Police	DEMU	Diesel Electric Multiple Unit	HGV	Heavy Goods Vehicle
AECB	Association for Environment Conscious Building	BtR	Build to Rent	DfT	Department for Transport	HiE	Historic England
AOD	Above Ordnance Datum	BTQ	Bristol Temple Quarter	DM	Do Minimum	HIF	Housing Infrastructure Fund
ASLEF	Associated Society of Locomotive Engineers and Firemen	BTQEZ	Bristol Temple Quarter Enterprise Zone	DMU	Diesel Multiple Unit	HMRC	Her Majesty's Revenue and Customs
ATOC	Association of Train Operating Companies	CA	Combined Authority	EA	Environment Agency	HoE	Homes England
BASRE	Bristol Area Signalling Renewal & Enhancement	CABE	Commission for Architecture and the Built Environment	ECS	Empty Coaching Stock	HSE	Health and Safety Executive
BCAP	Bristol Central Area Plan	CBD	Central Business District	EIA	Environmental Impact Assessment	HST	High Speed Train
BCC	Bristol City Council	CCTV	Closed Circuit Television	ELR	Engineer's Line Reference	HV	High Voltage
BCR	Benefit Cost Ratio	CDM	Construction (Design and Management)	ERTMS	European Railway Traffic Management System	IEP	Intercity Express Programme
BIM	Building Information Management	CIBSE	Chartered Institution of Building Services Engineers	EU	European Union	IET	Intercity Express Train
BPA	British Parking Association	CIL	Community Infrastructure Levy	EV	Electric Vehicle	IP	Infrastructure Projects
BRE	Building Research Establishment	CIRIA	Construction Industry Research and Information Association	EZ	Enterprise Zone	ITTS	Indicative Train Service Specification
BREEAM		CIS	Customer Information Screens	FOC	Freight Operating Company	JAQU	Joint Air Quality Unit
BS	British Standard	COP	Code of Practice	GDPO	General Permitted Development Order 1995	JLL	Jones Lang LaSalle
BSI	British Standards Institute	CP	Car Park	GEA	Gross External Area	JLTP	Joint Local Transport Plan
BTA	British Toilet Association	CPNI	Centre for the Protection of National Infrastructure	GIA	Gross Internal Area	JSP	Joint Spatial Plan
BTM	Bristol Temple Meads	CSM	Common Safety Method	GRIP	Guide to Railway Investment Projects	L&G	Legal & General
				GVA	Gross Value Added	LBC	Listed Building Consent
				GWR	Great Western Railway	LOJV	Land-owning Joint Venture
						LoS	(Fruin) Level of Service

LV	Low Voltage	PRS	Private Rented Sector	Interest	Inclusive Living
MHCLG	Ministry of Housing, Communities and Local Government	PTI	Public Transport Interchange	SPD	Supplementary Planning Document
MLN	Main Line (Engineer's Line Reference)	RAN	Resilient Access Network	SuDS	Sustainable Urban Drainage Systems
MML	Mott MacDonald Limited	REA	Risk Evaluation and Assessment	SUMP	Sustainable Urban Mobility Plan
MoU	Memorandum of Understanding	RIBA	Royal Institute of British Architects	TBC	To Be Confirmed
MPV	Multi-purpose Vehicle	RLV	Residual Land Value	TCPA	Town and Country Planning Act 1990
MSCP	Multi-Storey Car Park	RNEP	Rail Network Enhancements Pipeline	TfL	Transport for London
NPPF	National Planning Policy Framework	RNIB	Royal National Institute of Blind People	TOC	Train Operating Company
NR	Network Rail	RSSB	Rail Safety and Standards Board	TPH	Trains per Hour
NW	North West	RTPI	Royal Town Planning Institute	TQEC	Temple Quarter Enterprise Campus
OLE	Overhead Line Equipment	SDS	Spatial Development Strategy	TSI	Technical Specifications for Interoperability
ORR	Office of Rail and Road	SET	Super Express Train	UK	United Kingdom
PD	Permitted Development	SFRA	Strategic Flood Risk Assessment	UoB	University of Bristol
PIWA	Principal Industrial and Warehousing Area	SIDOS	Security in Design of Stations	UWE	University of the West of England
PP	Permissive Passenger	SISS	Station Information and Security System	WebTAG	DfT Transport Appraisal Guidance
PPM	Public Performance Measure	SLU	Standard Length Unit	WECIL	West of England Centre for
PR	Public Relations	SME	Small and Medium-sized Enterprise		
PRM	Persons with Reduced Mobility	SNCI	Site of Nature Conservation		
					WW+P Weston Williamson + Partners



**Appendix D Employment,  
retail and heritage  
contextual summary**

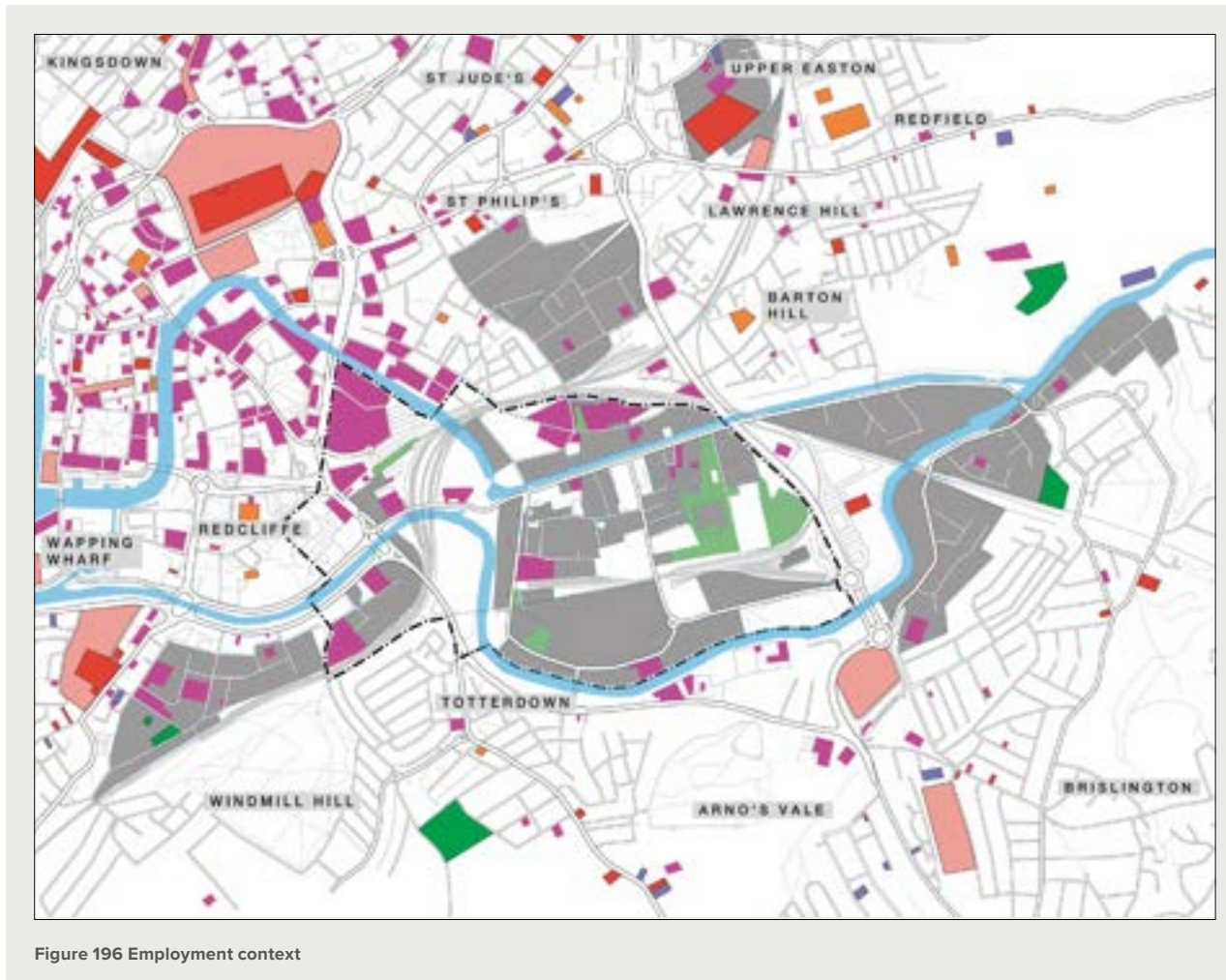
## **Employment, retail and heritage contextual summary (2019-2020)**

This appendix is a supplement to Chapter 2 to provide more context and strategic considerations that have informed the development of this study.

The following topics are summarised below:

- Employment
- Retail
- Heritage

## Employment (2019)



### Key

- Industrial
- Commercial
- Retail
- Social Care
- Healthcare
- Utilities
- Sport
- Agriculture

Figure 196 Employment context

### Office sector demand

The office sector has recently been dominated by demand for smaller units of less than 1,000m<sup>2</sup>/10,760ft<sup>2</sup> in the central areas such as Temple Quay, Queen Square, Castle Park, Redcliffe/Victoria St, and Harbourside (Figure 197). This tendency has been observed in other Big Six Cities outside of London. (Manchester, Birmingham, Leeds, Glasgow, and Edinburgh).

Offices are primarily held under leasehold deals. Occupiers are increasingly seeking space on more flexible terms, as it allows them to better respond to changing business needs and economic circumstances. The focus for office space is increasingly the city centre and the area around BTM due to the accessibility and amenity benefits, which help employers in attracting and retaining staff. Currently, the highest concentration of activity is to the north and west of BTM, largely within a 15-minute walk. Figure 19806 illustrates the shortages of supply of office space in Bristol, inside and outside the city centre.

The declining vacancy rate over recent years, as well as the available square footage of office supply, demonstrate that supply that has been coming onto the market has been outpaced by high demand for office space, especially in the city centre.



Figure 197 Core city centre office market in Bristol © JLL

- Key**
- Queen Square
  - Temple Quay
  - Castle Park
  - Redcliffe/Victoria Street
  - Harbourside

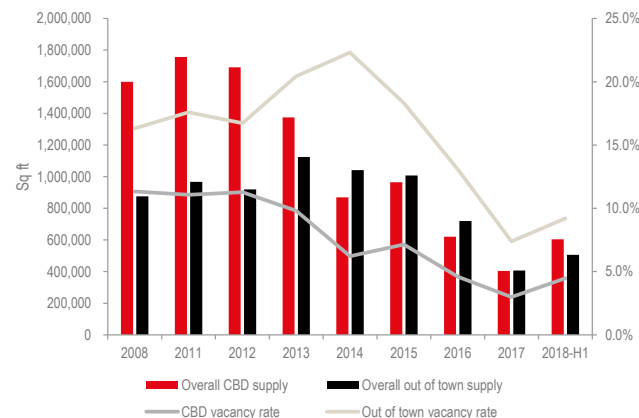


Figure 198 Supply and vacancy rates for office space in Bristol © JLL

### Industrial sector demand

Within the industrial/warehousing sector, market demand is predominantly focused on smaller units below 1,858 m<sup>2</sup>/20,000ft<sup>2</sup>, a trend that is expected to continue in the future. Similar to the office sector, the industrial market is characterised by leasehold deals. Whilst there is demand for freehold accommodation, it is currently constrained by insufficient supply.

The Avonmouth/Sevenside area has experienced the highest amount of take-up in recent years, with some very large distribution and warehouse facilities built for Amazon, Lidl, and The Range. The area is likely to continue attracting industrial occupiers, as long as there is infrastructure provision and a sufficiently deep labour pool.

The urban industrial market in the central areas of St Philip's Marsh and Lawrence Hill (purple on the map overleaf) have experienced the second-highest level of take-up. The majority of occupiers fall in use class B1c and B8. Demand for industrial space is likely to remain high in the future, particularly from occupiers who due to their workforce or operational needs, for example last-mile logistics, require to be in the area. In St Philip's Marsh, the occupiers are mixed, but units tend to be smaller scale (less than 4,645m<sup>2</sup>/50,000ft<sup>2</sup>). There have been no new schemes delivering industrial land in the area in recent years.

In the south of Bristol (for example Brislington, Ashton, and Hengrove) cater to a mix of businesses, offering proximity to staff and customers. The rise in last-mile logistics is highly likely to create further demand for warehousing space in these areas, as they lie in close proximity to online customers.

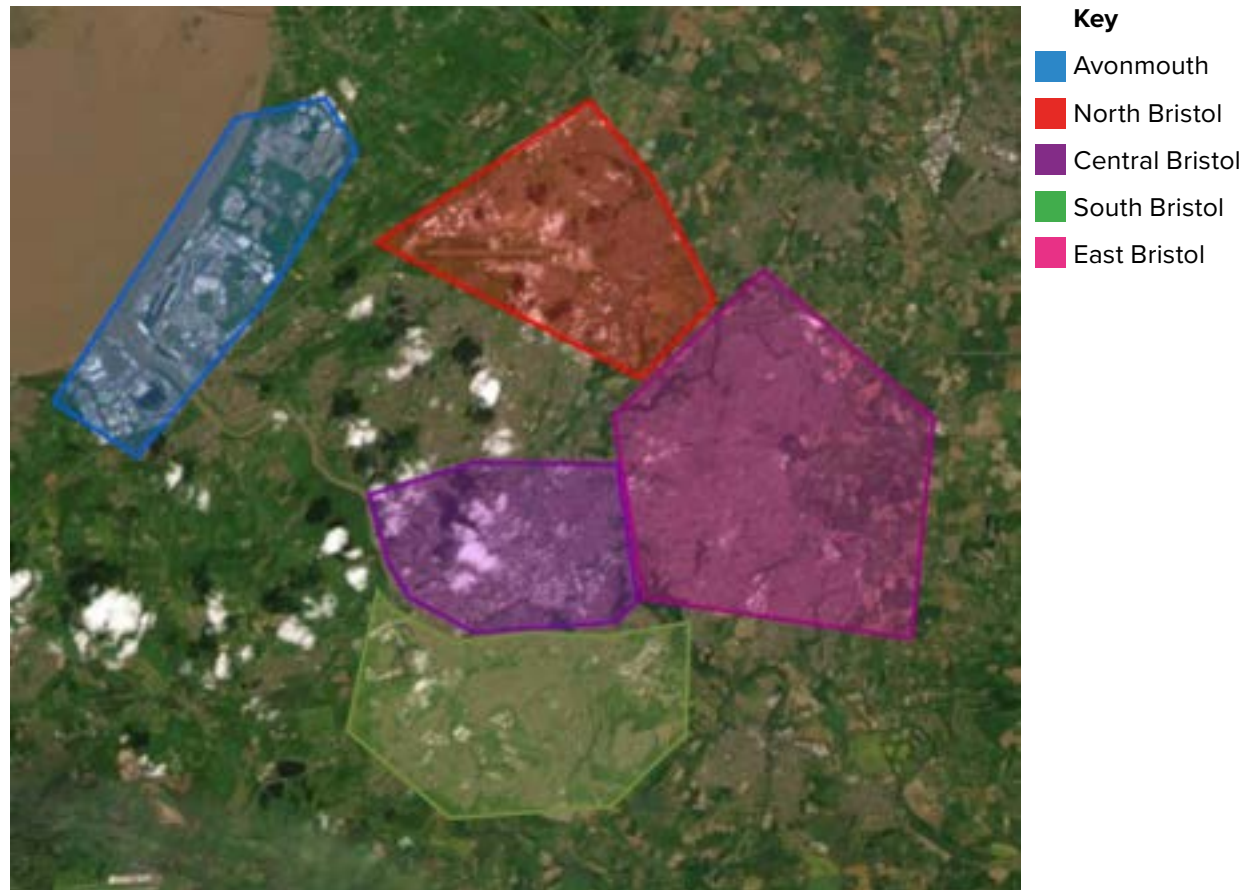


Figure 199 Core industrial sub-markets in Bristol © JLL

## Supply of employment land – the jobs we need

### Office sector supply

There is approximately 158,000m<sup>2</sup>/1,700,000ft<sup>2</sup> net office space in the pipeline. This is based on approximately 36,200m<sup>2</sup>/ 3,900,000ft<sup>2</sup> of gross gains (of which less than 2% have been completed) and gross losses of circa 20,400m<sup>2</sup>/ 2,200,000 sqft (of which 45% of this has been completed). This highlights the current market dynamics, specifically the pressure from alternative uses reducing office supply, which is not being replaced as quickly. The majority of new office accommodation is being delivered in the Temple Quarter Enterprise Zone.

From an office perspective the average availability in the city centre is circa 55,740 sqm/ 600,000 sqft, approximately one year of take-up. It is one of the lowest in comparison to the other Big 6 Cities. No substantial new office floorspace has been delivered in the city centre in recent years. However, two exciting schemes are currently on site due for completion in 2020: the Distillery in Glassfields (100,000ft<sup>2</sup>) and the Assembly in Temple Quay (200,000ft<sup>2</sup>), both a short walk away from Temple Meads.

However, there is delivery risk due to market pressures from competing land uses, including student and residential accommodation (owner-occupiers, private-rented sector, and build-to-rent).

### Industrial sector supply

In the industrial and warehousing market, the existing supply is estimated to be circa 249,000m<sup>2</sup>/ 2,680,000 ft<sup>2</sup>, which falls slightly below the average annual take-up. There is new built space in Avonmouth and the north-east Bristol fringe, which

includes Horizon 38 and Access 18.

In addition to these schemes, there is approximately 86,400m<sup>2</sup>/ 930,000ft<sup>2</sup> of net industrial space (use classes B1b, B1c, B2 and B8) in the pipeline. The vast majority of this space is to be delivered at Avonmouth with a lesser amount in South Bristol. All other markets are anticipated to experience a loss of space due to pressure from alternative higher value uses.

Schemes are under construction at Cabot Park (65,000ft<sup>2</sup>) and Access 18 (950,000ft<sup>2</sup>) in Avonmouth. Further schemes are being delivered in South Gloucestershire at Warmley, Emersons Green, and at Severnside – outside the Bristol city boundaries.

The delivery of these schemes will provide much needed space, but a large proportion of the new supply will be in a single location—Avonmouth/Severnside—despite continued activity in other more central locations.

Intensification of industrial and warehousing floorspace delivery could be encouraged. This could provide equivalent floorspace to that lost to development for other uses, for example housing and offices.

### St Philip's Marsh

St Philip's Marsh is one of the principal industrial and warehousing areas (PIWA) in Central Bristol, covering approximately 63ha. The current PIWA covers 33% of the current quantum of industrial land in Central Bristol.

As highlighted above, it currently plays a very important commercial role in the central Bristol industrial market. The majority of units are well let and in relatively good condition. It is likely that demand from industrial occupiers will continue

into the future – particularly those whose customer base is located in the city centre, for example food distributors or last mile logistics operators.

Nonetheless, with the increasing development interest in the area and its central location, St Philip's Marsh could increasingly suit redevelopment to alternative uses, including higher density employment and various forms of residential, particularly in those parts located in relative proximity to the railway station and the University Campus. To accommodate this development Bristol City Council would need to consider amending planning policy and effectively decanting current industrial space, which will pose a challenge as supply is limited and there is already excess demand.

### Supply forecasts

Hardisty Jones provides the following modelling estimate for the net additional (new space minus space lost to other uses) floorspace requirements of different sectors, depending on the economic growth in Bristol (Hardisty Jones, 2018).

Economic growth scenario	Office		Industrial/warehouse	
	Net additional	Replacement	Net additional	Replacement
Medium-high scenario (82,500 new jobs)	207,000m <sup>2</sup> / 2,230,000ft <sup>2</sup>	225,000 – 450,000m <sup>2</sup>	117,000m <sup>2</sup> / 1,260,000ft <sup>2</sup>	225,000 – 450,000m <sup>2</sup>
High scenario (100,000 new jobs)	250,000m <sup>2</sup> / 2,691,000ft <sup>2</sup>	494,000 – 988,000m <sup>2</sup>	189,100m <sup>2</sup> / 2,035,000ft <sup>2</sup>	494,000 – 988,000m <sup>2</sup>

(Note that 'Replacement' means where existing use is demolished and replaced with new development. Based on a replacement rate 1-2% of the existing commercial stock per annum).

If instead pipeline planning permission estimates are used to determine what the net additional supply should be, the following figures are obtained:

Office	Industrial/warehouse	Mixed B Use class land
357,000m <sup>2</sup> / 3,840,000ft <sup>2</sup>	88.6ha / 886,000m <sup>2</sup>	5.8ha / 58,000m <sup>2</sup>

(Note that the pipeline estimates are based on information provided by the Bristol City Council to Hardisty Jones. It includes completions since 2016, planning permissions that have been approved prior to March 2018, as well as allocated development opportunities.)

Adopting the pipeline supply as the commercial requirement for the city is unlikely to encourage continued economic growth and falls below the total amount required to deliver the net additional and replacement floorspace required. There would be continued supply shortages, with intensifying planning-permission competition from other land uses, putting further pressure on businesses.

### Recommendations – city-wide strategic considerations

In order to achieve the Bristol City Council's overarching ambition of delivering 'inclusive and sustainable economic growth', the Study recommends that the Council adopt the following high-level measures:

For the office sector:

	Measure	Rationale
1	Pro-actively encourage supply over the Plan Period	Bristol's office market supports a range of sectors. A substantial amount of housing growth is proposed for the city, which could put at risk the supply of adequate office space and in turn restrict the Council's ability to achieve sustainable and inclusive economic growth.
2	Pro-actively encourage Supply in the City Centre and St Philip's Marsh	The vast majority of office activity is focused in the city centre due to increasing occupier demand for accessible, well-connected locations close to amenities for staff. In the city centre there is a significant demand from other competing uses, such as student accommodation and housing.
3	Pro-actively encourage Supply in Secondary Markets	Accessibility is a key consideration for office occupiers. Improvements in transport connectivity in particular proximity to a train station with an appropriate frequency of service could make secondary locations more attractive to office occupiers in future. A small number of the proposed growth and regeneration areas are located in accessible locations such as Frome Gateway, Bedminster and Lawrence Hill.
4	Protect Supply of Existing A Grade Space	Bristol currently has 100,000ft <sup>2</sup> of Grade A office space available. This falls below the average annual take-up of circa 138,000 sqft. This restricts the ability for the city to attract new businesses or support exist business expansion.
5	Protect the Supply of existing secondary space	The secondary market in Bristol provides important lower cost accommodation for a range of businesses, in particular SMEs. However, existing supply equates to approximately one years average annual take up. This restricts the ability to attract new businesses to the city and for existing companies to expand. Affordable accommodation is essential to a number of growth sectors. The council should consider using Article 4 direction to resist the loss of office space to residential and review their property portfolio to identify suitable opportunities to negotiate lease extensions with existing long leaseholders to encourage investment in upgrading office stock.

For the industrial sector:

	Measure	Rationale
1	Pro-actively encourage the supply of Industrial Space	The industrial/warehouse market in Bristol is active with good levels of demand, which is anticipated to continue into the future. However, a substantial amount of housing growth is proposed for the city which could constrain supply and restrict the Council's ability to achieve sustainable and inclusive economic growth.
2	Protect and enhance urban Industrial Sites	The existing central urban markets make an important contribution to the local economy. These areas support businesses who are unable to relocate to Avonmouth/Sevenside due to workforce or operational requirements. There is increasing pressure that these areas are redeveloped to provide alternative uses, particularly housing. This could compromise the ability to achieve sustainable economic growth.

	Measure	Rationale
3	Pro-actively encourage the expansion of Industrial/Warehousing markets outside of Avonmouth/Sevenside	Encourage the expansion of the more urban industrial markets to reflect the increasing occupier demand, for example from last mile logistics firms. These markets include south, central, north and east parts of the city. This is particularly important given the policy proposed in the emerging Local Plan Review.
4	Protect and Expand Avonmouth/Sevenside	Seek to support the ongoing expansion of Avonmouth as a strategic distribution hub for the south west.

### Recommendations – St Philip's Marsh

The Study makes the following recommendations with regards to St Philip's Marsh, which have been taken into account by Bristol City Council.

Topic	Public sector action
Uses	Retain part of the site as protected industrial/warehousing area, for example the land east of Albert Crescent. Encourage the delivery of higher density employment such as offices/workshop space in the area to be redeveloped.
Masterplan	Identify zones for commercial development that could guide future development and encourage delivery. Identify phasing having regard to landowner/occupier plans. This could minimise the impact on the commercial market as there would be a more structured approach to delivery – as opposed to sites coming forward on an ad-hoc basis. This would also help minimise the impact of bad neighbour uses, for example waste.
Landownership	Consider acquisition of sites that would increase the Council's control over delivery. Ensure an appropriate level/type of commercial space (offices or industrial) is delivered on land within the Council's ownership. Work with other public sector bodies to encourage delivery of appropriate commercial space on their land.
Delivery	Take a more proactive role in delivering different forms of industrial, for example multi-height warehouses or light industrial with residential above. This could increase market confidence to encourage private sector delivery. It could assist in protecting the industrial market in the central area. Take a proactive role in delivering a first phase of office or flexible accommodation, particularly in the shorter term. Consider delivering uses on underused plots, for example Arena Island, whilst development proposals are being progressed. This would help establish the market in certain parts of St Philip's Marsh.

## Retail (2020)

Figure 200 Retail contextual data



### Retail

#### Bristol Temple Quarter & St Philip's Marsh: current market

A summary of the current retail market is summarised in the adjacent Figure 20008 and Figure 20109.

This study has considered an 800m radius (approximately 10 minute walk time) to ensure that, in addition to those who live within the BTQ and St Philip's Marsh area, those that do not but are within a close enough distance to easily use the retail and services, are captured. The radius extends into the centre of Bristol City Centre in the north, encompassing the main shopping areas of Broadmead and Cabot Circus. It extends to Avon Meads Retail Park in the east, encompassing Arnos Vale in the south and the neighbourhoods of Totterdown and Bedminster Trading Estate in the west. The catchment area currently contains a resident population of 26,000.

Additional revenue streams also come from rail passengers. Currently 11m passengers pass through Bristol Temple Meads station every year, comprising a mix of leisure travellers, commuters and business travellers. These passengers generate an available non-grocery spend of £118m, with a further £15m available for grocery spend. If the retail and food and beverage opportunities were improved, it is estimated that current rail passengers have the potential to support a turnover of £22m.



**Future retail catchment streams**

New developments within BTQ and St Philip's Marsh would provide additional demand streams which are expected to contribute to the future market size available within the catchment area. It is essential that retail and services are built alongside new dwellings to retain spend within the quarter, as the extensive city centre retail offer is likely to capture a large proportion of this spend.

There are 6 large housing developments proposed within the BTQ and St Philip's Marsh catchment area in the coming years, including the Paintworks (Phase 3), Bath Road, Bedminster Green, Silverthorne Island, Redcliffe Quarter and Callowhill Court. Based on the average household size in the catchment, if these schemes come to fruition an additional residential Non-Grocery market size of £16m and Grocery of £8m will be available.

There are currently 51,000 students in Bristol, studying at both the University of Bristol and at the University of the West of England and plans for the University of Bristol's Enterprise Campus include an additional 1,500 residential units. These students and support staff are estimated to be worth £8m in total spending potential, £3m of which will be from Grocery.

Figure 201 Retail contextual data

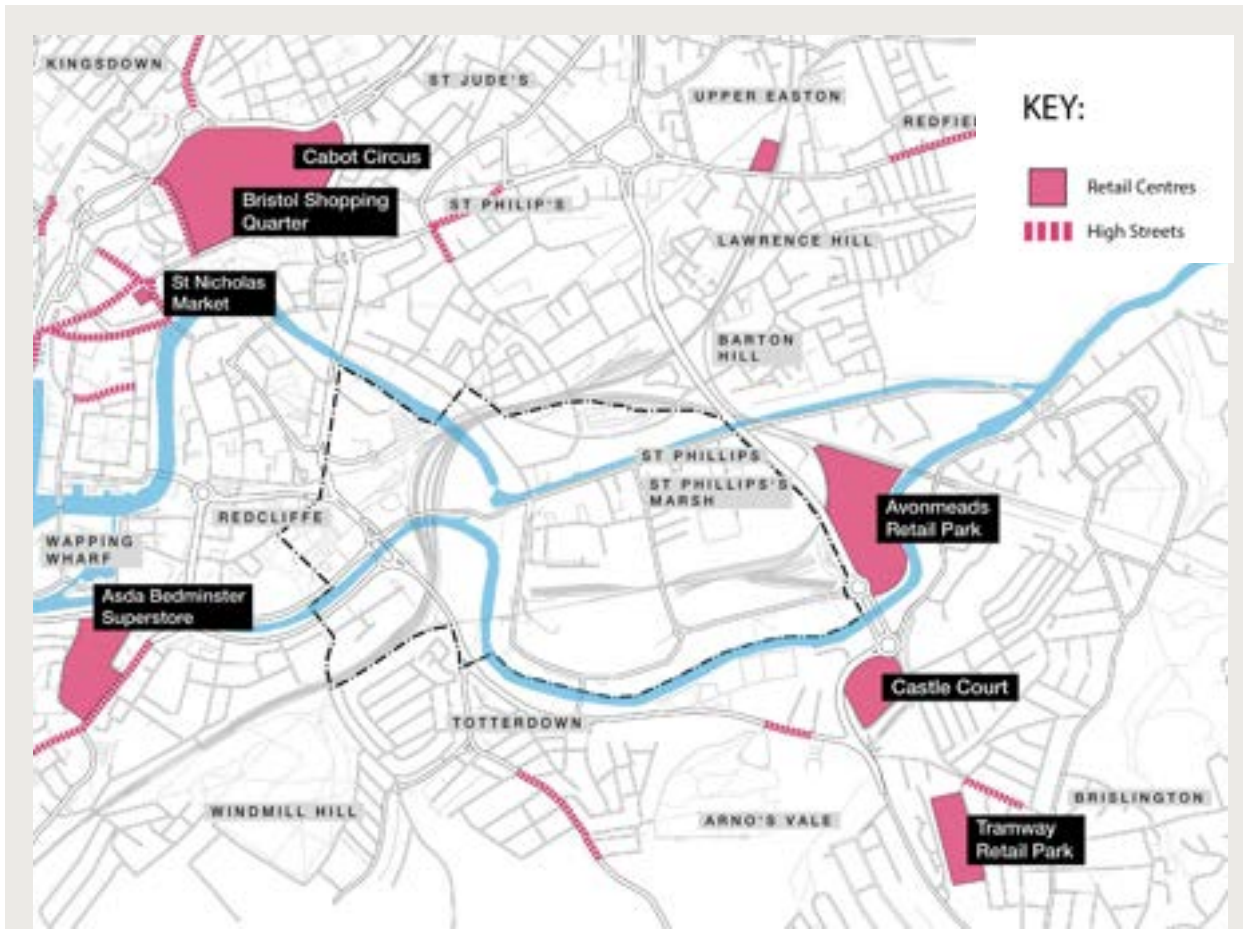


Figure 202 Retail context

## Heritage (2020)

The following listed buildings (and their associated curtilage) are within the Temple Quarter Development Framework area:

- Temple Meads Station (Grade I)
- Bristol Old Station (Grade I)
- Bristol and Exeter Building (Grade II\*);
- The George Railway Hotel (Grade II)
- Sign post and three lamps, at intersection with Well Road (Grade II\*)
- St Vincent's Works and attached front area railings (Grade II\*)
- Warehouse, former premises of Marble Mosaic Company (Grade II);
- Gasworks perimeter wall (Grade II);
- St Vincent's Works, gateway and attached wall to southwest (Grade II)
- St Vincent's Works factory (Grade II)
- St Vincent's Works north gateway and attached walls (Grade II)
- Warehouse, premises of Clarks Wood Company (Grade II)
- Langton Street Bridge (Grade II)

In response to the historic significance of the area, the

following heritage design principles are to be applied in this Development Framework and through its later stages of development.

### **Bristol Temple Meads station heritage design principles**

- Care and celebration of the exceptional Grade I buildings will be fundamental to the future of the station
- Exploit the character and significance of both old and Joint stations positively, both their superb internal spaces and townscape and architectural presence
- New entrances and permeability are required, but the Main Entrance and approach ramp should retain a meaningful function

### **Bristol Temple Quarter & St Philip's Marsh heritage design principles**

- The water-bodies and their distinctive characteristics should be positively integrated into the form and development of the quarter.
- Surviving elements of the industrial past of the quarter should be incorporated into place making, where they have significance (designated and non-designated).
- Historic roads and movement routes create a unique urban grain that provide a continuity with and evidence of the past, and should be incorporated into future development.
- The significance of railway infrastructure should be taken into account in proposals to improve movement into and

across the quarter.

- Surviving C19 terraced houses and other non-designated heritage assets associated with the former community on St Philip's Marsh should be positively integrated into the future development of the quarter.
- The site's archaeological potential to reveal evidence of its past use and occupation should be appropriately understood and considered during the implementing the Development Strategy
- The new skyline and roofscape should respect and contribute positively to wider views and the setting of heritage assets, drawing inspiration from the characteristics of the quarter.



# **Appendix E Stakeholder engagement responses and outcomes**

## Stakeholder engagement responses and outcomes

From the stakeholder engagement process (outlined in Section 2.5.13), a selection of key themes were identified. In particular, the vital importance and urgency of improving transport was emphasised repeatedly. The table below summarises how the Development Framework has responded to these and where they are demonstrated:

Guiding Principle	You said	We did
<b>INTEGRATED AND CONNECTED</b>	Consider the safety of riverside routes and pathways adjacent to busy roads.	Improved pedestrian routes around the station such as the Friary (Section 6.6), Temple Gate (Section 8.5), complemented by the Floating Harbour Walkway (Section 2.4). St Philip's Marsh development includes significant improvements to Feeder Road and the River Avon Path (Section 10.6) subject to detailed design. The A4 Bath Road presents challenges due to traffic levels, multiple bridges and land ownership. A widened pedestrian/ cycle bridge is proposed over the River Avon (Section 6.6) to the Southern, but further work is needed along this corridor.
	Integrate with existing surrounding networks including pedestrian and cycle routes and bridges.	Improved pedestrian and cycle routes around the station such as the Friary (Section 6.6) and Goods Yard (Section 7.5), providing a better links between the station, the Brunel Mile and the Bristol to Bath Railway Path. Closer pedestrian and cycle access to the station from south Bristol via the Southern Gateway (Section 6.6), complemented by the new Eastern Entrance (Section 2.4). New permeability and routes in Temple Gate (Section 8.5) and St Philip's Marsh (Section 10.6).
	Consider parking implications of the masterplan in parallel with parking controls and alternative forms of transport.	The new City Gateway proposes a phased relocation of surface parking around the station to unlock the potential of this area, providing a degree of station parking in the Southern Gateway (Section 6.6). Near-zero car parking is proposed for new offices in the Friary North to fulfil the vision for this area (Section 7.5). Minimal parking is proposed for new, mixed-use developments in Temple Gate (Section 8.5) and St Philip's Marsh (Section 10.6).
	Consider onward travel provision from the Eastern Entrance.	This area is being designed by the University of Bristol in liaison with Bristol City Council. Initial proposals were outlined in the public consultation (University of Bristol, September 2019).
	Ensure continuity of routes in the BTQ masterplan area through the development and construction process.	Minimising disruption for movement routes was a key consideration in developing proposals inside the station (Section 5.5), particularly the capacity of internal circulation routes. Outside the station, indicative phasing has been developed (e.g. Section 6.7 around the Northern Entrance) but further work will be required during design.
	Engage with appropriate transport stakeholders throughout the masterplan and delivery process.	Extensive engagement has been undertaken with transport professionals and stakeholders, as outlined in Section 2.5.13. Further consultation and collaboration will be required during next stages of design, as recommended in Section 4.4.
	Through the masterplan make Bristol a European standard of walking and cycling.	Pedestrians and cyclists have been prioritised throughout, particularly around the station (Section 6.6) and within new developments. The eventual redevelopment of St Philip's Marsh has significant potential for world-class active travel (Section 10.6). However, due to the emphasis on deliverability, it is recognised that infrastructure improvements in areas such as the A4 Bath Road are more modest and will require further work and funding in future.

Guiding Principle	You said	We did
<b>INTEGRATED AND CONNECTED</b>	Ensure disabled access through collaboration and ongoing engagement.	This is particularly pertinent for Bristol Temple Mead Station. An indicative sequence of development has been identified for Bristol Temple Meads Station (Section 5.6) and the City Gateway (Section 6.7) to maintain step-free access and minimise distances throughout construction. Local user groups, including disability groups, have been consulted through the Diversity Impact Assessment and Equality Impact Assessment. These are both 'live' documents, to be revisited during later stages of design and construction planning.
	Consider the ease of transferring between modes including the distance from bus stops and to Temple Meads station.	Options for interchange between different modes of transport are presented in the City Gateway chapter (Section 6.6). The constraints of land ownership make it difficult to bring buses closer to the station, but the proposed 'dispersed' layout would improve the movement conflicts currently prevalent on the Station Approach.
	Reduce conflict between pedestrians and cyclists.	Where possible, pedestrian and cycle routes have been segregated, such as around the Friary (Section 6.6). Further work will be required during next stages of design for more detail.
	Ensure permeability of the masterplan to cyclists and integration with the wider cycle network.	Proposals have been developed to improve links between cycle routes around the station, such as the Brunel Mile/ Portway and Bristol to Bath Railway Path (Section 6.6). New cycle routes are proposed in developments such as eventual redevelopment of St Philip's Marsh (10.6)
	Incorporate adequate capacity of cycle storage at Temple Meads station.	Following an initial decant from the platforms to the Friary (Section 6.6), high-capacity cycle parking is proposed near the Northern Entrance (Section 7.5), with additional opportunities in the Southern Gateway (Section 6.6).
	Consider the different constraints and opportunities for buses and coordinate with bus companies in the development of the bus strategy and make this available for review. This is particularly relevant with respect to bus access to St Philip's Marsh.	The proposals around Bristol Temple Meads have continued to adopt the principle of a dispersed interchange, as set-out in the BTQEZ Spatial Framework. During the development of options, the Friary was selected as the preferred location for those buses that terminate at the station. First Bus were consulted as part of the transport engagement (Section 2.5.13). Opportunities for new bus routes in St Philip's Marsh are presented in Section 10.6, subject to further consideration.
	If improving the ferry provision, ensure that this is accessible to disabled people.	Provision of ferry services is beyond the scope of this Development Framework. Step-free access to the Temple Quay Amphitheatre stop has not been explicitly proposed in this masterplan due to relatively low patronage, but could be installed in future.
	Ensure that this considers provision for future expansion and integration with potential Mass Rapid Transit facilities.	Plans for mass transit are emerging (see Section 6.2). Passive provision for a hub has been proposed in the Goods Yard (Section 7.5), Skanska Site (8.5) and the Southern Gateway (Section 6.6), but further work will be required.
<b>INTEGRATED AND CONNECTED</b>	Appropriately locate taxi ranks at entrances to Temple Meads station.	Options for taxi ranks have been assessed as part of this study. The preferred solution is continued use of the Station Approach, as presented in the City Gateway chapter (Section 6.6).

Guiding Principle	You said	We did
	Consider parking provision in the context of the climate emergency and discourage people to use cars.	The new City Gateway proposes a phased relocation of surface parking around the station to encourage modal shift towards active and public transport. A permanent home for station parking is proposed in the Southern Gateway (Section 6.6). Near-zero car parking is proposed for new offices in the Friary North to fulfil the vision for this area (Section 7.5). Minimal parking is proposed for new, mixed-use developments in Temple Gate (Section 8.5) and St Philip's Marsh (Section 10.6).
	Ensure dwell time restrictions and a drop off zone are incorporated in the masterplan.	A new drop-off is proposed on Temple Back East and in the Southern Gateway (Section 6.6). Operational management, such as dwell times, are to be determined in more detail in the next stage of design.
<b>INCLUSIVE ECONOMIC GROWTH</b>	Ensure positive delivery in the short, medium and long term.	Delivery of short, medium and long-term benefits has been a key consideration in all areas of this Development Framework. This has particularly influenced the proposed phasing and prioritised projects in the 'Making it happen' sections of Chapters 5-10.
	Create a holistic development plan that balances tensions between use types and seek wider funding and interventions to support delivery.	The proposals presented in this Development Framework have been subject to an iterative design and deliverability process to determine an appropriate balance of land use. The 'Making it happen' sections of Chapters 5-10 presents the main delivery considerations.
	Consider the ownership and control of land in delivery.	Land ownership is a key constraint, as summarised in Section 2.5. This has been a key consideration in developing proposals to maximise their deliverability. Further consultation with landowners and design development is recommended for each area, particularly those presented to Development Framework level of detail (Temple Gate and St Philip's Marsh).
	Undertake a phased approach including early dialogue with interested landowners.	Engagement with private landowners has not been undertaken during this study; part of the rationale for presenting some areas to Development Framework level of detail. This is recommended as a priority next step in the 'Making it happen' part of Chapters 8 and 10 (Temple Gate and St Philip's Marsh).
	Target funding to unlock development across the wider St Philip's Marsh as well as Temple Meads.	Funding sources have been identified for Bristol Temple Meads (Section 5.6), the City Gateway (Section 6.7) and other character areas. The infrastructure required for redevelopment of St Philip's Marsh presents funding challenges, as outlined in Section 6.7.
	Ensure the masterplan considers modelling of fluvial and tidal flooding.	Fluvial and tidal flooding have been considered throughout this study. This is primarily applicable for St Philip's Marsh, with significant flood resilience proposals presented in Section 10.6.
<b>QUALITY PLACES</b>	Consider the appropriate density for housing and the mix of land uses.	The study area has been subdivided into several smaller character areas, each suited to a different mix of land use and density. For example, Temple Gate is anticipated to be high-density residential and offices (Section 8.5) due to its city centre location, whereas St Philip's Marsh (Section 10.6) is more suited to lower density housing.
	Ensure that building heights create a human scale development.	Building heights have been considered with respect to existing policy (such as the BTQEZ Spatial Framework and Draft Policy UL2), the topography of the land and the placemaking objectives for each area.

Guiding Principle	You said	We did
	Ensure provision for small scale business and positive mixed use development.	The exact size and of buildings is beyond the scope of this study. Opportunities within the Enterprise Zone will primarily cater for larger businesses, but a flexible framework has been presented for St Philip's Marsh (Section 10.6) which can be developed to support small businesses through mixed-use developments.
	Provide access to and view of nature.	This Development Framework proposes a range of new green infrastructure, such as the Goods Yard (Section 7.5). Additional opportunities exist in St Philip's Marsh, particularly Sparke Evans Park (Section 10.6)
	Ensure that the masterplan consider its relationship beyond its boundary with the wider city.	The wider context of the city has been evaluated in Chapter 2, including housing, employment and movement. Proposals for each character area have been developed to respond to their local surroundings, as presented in Chapters 7-10.
	Protect and enhance parks and recreation.	The main opportunities for parks and recreation include the Passenger Shed (Section 7.5) and in the redevelopment of St Philip's Marsh (Section 10.6)
<b>VIBRANT AND CREATIVE COMMUNITIES</b>	Promote a balance between housing provision and employment.	In response to the housing and employment needs in the city (see Chapter 2), the proposals presented in this Development Framework have been subject to an iterative design and deliverability process to determine an appropriate balance of land use as presented in Chapters 7-10.
	Continue to engage broadly.	Engagement with businesses, communities and other stakeholders has been undertaken as presented in Section 2.5.13. Further engagement is recommended as next steps in Section 4.4.
	Consider creative solutions and approaches which bring in local knowledge, expertise and research.	This study has been led by a local team with extensive knowledge of Bristol, complemented by the engagement process summarised in Section 2.5.13. Further opportunities exist to utilise local expertise in the next stages of design.
	Incorporate smart city principles.	Smart city infrastructure provision has been incorporated throughout, with many potential opportunities in further stages of design.
	Deliver appropriate affordable housing.	An affordable housing allowance of 40% has been incorporated throughout this study, as presented in Chapters 7-10.





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