

## **CABINET – 02 06 15 EXECUTIVE SUMMARY OF AGENDA ITEM 10**

**Report title: Bristol Temple Quarter Enterprise Zone Cross Central and Local Government Programme Delivery Team**

**Wards affected: Lawrence Hill, Windmill Hill, and City Wide**

**Strategic Director: Barra Mac Ruairí**

**Report Authors: Alistair Reid, Service Director, Economy**

### **RECOMMENDATION for the Mayor's Approval:**

- i. To accept the annual West of England Local Enterprise Partnership (LEP) funding of £500,000 per annum for a period of six years to continue and enhance the programme delivery team for the Temple Quarter Enterprise Zone, which will accelerate the planning, coordination and delivery of development, thereby, generating both employment and business rate growth.
- ii. To authorise the Strategic Director for Place (in consultation with the Service Director – Economy) to commit to establishing an enhanced programme delivery team located within the Bristol Temple Quarter Enterprise Zone (BTQEZ).

### **Key background / detail:**

a. Purpose of report: To accept the £500,000 programme funding from the LEP and manage the resource and support from the HCA and Network Rail in order to set up a delivery team to take forward the EZ programme.

b. Key details:

1. During April 2012 the Bristol Temple Quarter Enterprise Zone (BTQEZ) was launched and a programme delivery team was established by Bristol City Council (BCC).
2. A Memo of Understanding was signed on the 4<sup>th</sup> December 2013 between the West of England Local Enterprise Partnership, Bristol City Council, Homes & Communities Agency, Network Rail and English Heritage which identified the collaborative approach to taking forward the initial development phases of the TQEZ programme.

3. Formal governance arrangements were agreed and approved through the established BTQEZ Board and strategic direction provided by the Strategic Directors Board. The Programme Delivery Team meets regularly to coordinate the vast amount of projects that make up the EZ Programme.
4. The West of England region can benefit significantly from the reinvestment of Business Rate Growth generated by the BTQEZ. By utilising a small part of the Economic Fund to support the delivery team there is a great opportunity to accelerate growth and large infrastructure investment.
5. The cross central and local government programme delivery team will build upon the planning and co-ordination work currently being undertaken by BCC, enhancing it by integrating expertise and capacity from partner organisation, and sourcing new expertise.
6. This funded delivery team is critical to ensuring a successful transition from planning and inception phase to full delivery. It will maximise economic impact and rates uplift by enabling projects across the zone to be integrated to achieve full development potential. Crucially it will ensure that opportunities are not missed because of a lack of resource needed to capture them.

**BRISTOL CITY COUNCIL  
CABINET 2<sup>nd</sup> June 2015**

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**Ward(s) affected by this report: Lawrence Hill, Windmill Hill and City Wide**

**Strategic Director: Barra Mac Ruairí**

**Report Authors: Alistair Reid, Service Director, Economy**

**Contact telephone no. 01179 9037481(AR)**

**& E-mail address:**

**[alistair.reid@bristol.gov.uk](mailto:alistair.reid@bristol.gov.uk)**

**Purpose of the report:** To accept the £500,000 per annum programme funding from the West of England Local Enterprise Partnership and manage the resource and support from the HCA and Network Rail in order to set up a delivery team to take forward the EZ programme.

**RECOMMENDATION for the Mayor's Approval:**

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- ii. To authorise the Strategic Director for Place (in consultation with the Service Director – Economy) to commit to establishing an enhanced programme delivery team located within the Bristol Temple Quarter Enterprise Zone (BTQEZ).

## **Key background / detail:**

- 1.** Bristol City Council is the Scheme Promoter and will act as the accountable body for the programme team. Key partners will be Network Rail and HCA, both of whom will contribute resources and funding towards the programme. The Department of Communities & Local Government recognise this approach as a strong delivery model for enterprise zones, which will significantly assist in establishing programme synergies rather than solely addressing individual stakeholder's project objectives.
- 2.** The partners will enter into an agreement which will take the form of a legally binding relationship. Mutual commitments between them created by the agreement shall be construed accordingly.
- 3.** The partnership arrangements that underpin the programme team are supported by a component of the West of England Local Growth Deal signed with Government, which sets out that "The Deal will create a stronger partnership between Government and local partners in order to accelerate the development of the enterprise zone". The Local Growth Deal also contains a commitment that "The Homes & Communities Agency (HCA) will prioritise resources around delivery of its sites in the Temple Quarter Enterprise Zone, and work with the LEP to expedite their disposal and redevelopment in line with the Strategic Economic Plan, EZ and HCA's objectives/targets."
- 4.** The programme team staff will report to the LEP-led BTQEZ Board and be managed by Bristol City Council, specifically by its Place Directorate.
- 5.** This scheme will not involve direct procurement of assets. Retrospective funding has been applied to the 2014/15 spend profile.
- 6.** The plan within Appendix II provides the BTQEZ plot areas.

## **The proposal:**

7. The project is to establish a programme delivery team, bringing together the expertise of the three main partners – HCA, Network Rail and Bristol City Council. It is envisaged that the team will consist of seven key staff functions and links into a number of teams within the partner organisations. An organogram showing the structure of the team is provided in Appendix III.
8. The functions required by the team have been determined from the experience of Bristol City Council in developing the early stages of BTQEZ programme delivery, together with benchmarking against similar urban regeneration programmes (for example, Network Rail multi-agency programme team for the development of Birmingham New Street). It is envisaged that the programme team will be able to introduce elements of self-sufficiency as it progresses, generating income from its stewardship of assets owned by the three main scheme partners. The growing self-sufficiency will be actively pursued so that the programme delivery team can be sustained beyond this initial six years of grant funding.
9. The programme team will cost £1m per annum to run. £250,000 will be provided by both Network Rail and the Homes and Communities Agency, be it directly, as a contribution in kind or a mix of both. £500,000 per annum is sought from the EDF, to fund a £250,000 contribution from the LEP and the same but from Bristol City Council.
10. The finalisation of the legal framework underpinning this structure and working arrangement will be undertaken as soon as funding is confirmed.
11. The core objective of this project is to speed up the pace of delivery on the stated objectives of the LEP in its Strategic Economic Plan (SEP):
  - Create the right conditions for business to thrive. Give confidence and certainty to our investors to attract and retain investment to stimulate and incentivise growth.
  - Ensure a resilient economy, which operates within environmental limits. That is a low carbon and resource efficient economy, increases natural capital, and is proofed against future environmental, economic and social shocks.
  - Create places where people want to live and work, through delivery of cultural infrastructure and essential infrastructure, including broadband, transport and housing to unlock suitable locations for economic growth.

- Shape the local workforce to provide people with skills that businesses need to succeed and that will provide them with job opportunities.
- Ensure all our communities share in the prosperity, health and well-being and reduce the inequality gap.

**12.** BTQEZ will contribute to the delivery of these objectives through:

- the delivery of 17,000 new jobs and 240,000 sq m of commercial floor space by 2037
- the wholesale regeneration of the area around and including Temple Meads Station
- the generation of more than £173 million of business rates growth, which will go to the Economic Development Fund for investment in projects leading to further economic development and growth.

## **Policy**

**13.** The new generation enterprise zones reflect the Government's core belief that economic growth and job creation should be led by the private sector, and for Government to remove the barriers to private sector growth through reduced burdens for businesses including regulatory and administrative burdens.

**14.** The enterprise zone programme was established to allow areas with real potential to create the new business and jobs they need, with positive benefits across the wider economic area. The creation of new enterprise zones provides another tool for Local Enterprise Partnerships (LEPs) and their partners to improve the local economy and increase their contribution to national growth.

**15.** Development of BTQEZ is a central plank of LEP plans for sub-regional economic growth, together with the area's contribution to national economic growth and re-balancing. Not only will BTQEZ provide jobs and prosperity that will spread across the LEP area, it will also be a significant contributor to the Economic Development Fund that will enable further infrastructure investment. Using a small part of the Economic Development Fund to support this scheme will initiate a virtuous spiral that will facilitate larger scale investment elsewhere.

**16.** There is also a distinct regeneration aspect to BTQEZ, which this scheme will aim to promote and exploit. BTQEZ is located in one of England's most disadvantaged areas, centred on Lawrence Hill ward, and adjacent to areas of South Bristol that also experience deep-seated and persistent disadvantage. The opportunities offered by effective development of TQEZ can, if delivered appropriately, make real differences to these communities, having positive impacts on lives.

**17.** The West of England Strategic Plan (SEP) 2015-30 targets BTQEZ for the creation of 17,000 jobs, making it by far and away the largest single contributor of job creation in the sub-region. There are a number of key elements of the LEP Vision, expressed in the SEP, towards which this scheme is directed

- creating one of Europe's fastest growing and most prosperous sub-regions
- closing the gap between disadvantaged and other communities
- major developments in employment and Government backed infrastructure
- easier travel, thanks to transport solutions that improve strategic connections by rail.

**18.** Similarly, the scheme is aimed at contributing to one of the SEP's five strategic objectives

- Create places where people want to live and work, through delivery of cultural infrastructure and essential infrastructure, including broadband, transport and housing to unlock suitable locations for economic growth.

**19.** The SEP refers to successful delivery of BTQEZ as "central to delivering our economic strategy". In the Growth Deal proposed in the SEP, the West of England LEP committed itself to "drive forward our ambitious programme for the development of the enterprise zone ... resulting in the creation of significant jobs and growth".

## **Programme**

**20.** The programme team will consist of seven key staff functions and links into a number of teams within the partner organisations, including:

- HCA's Asset Delivery Team
- Temple Meads Station Programme Delivery Team
- BCC's Arena Delivery Team
- BCC's RIF Transportation Delivery Team
- BCC's District Heating/Broadband Delivery Team
- LEP/BCC Community and Skills Team.

**21.** An organogram showing the team structure is shown in Appendix III.

**22.** The programme team staff will report to the LEP-led BTQEZ Board and be managed by Bristol City Council, specifically its Place Directorate.

**23.** The functions required by the team have been determined from the experience of Bristol City Council in developing the early stages of TQEZ programme delivery.

**24.** The finalisation of the legal framework underpinning this structure and working arrangement will be undertaken as soon as funding is confirmed.

**25.** The BTQEZ Programme Director was appointed during April 2015 to set up the delivery team.

**26.** The programme funding is scheduled up to April 2020.

### **Consultation and scrutiny input:**

**27.** Place Resources & Scrutiny discussed the Arena project in July 2014; Finance officers reported to Business Change Scrutiny in September 2014 and a special meeting of Overview Scrutiny Management (OSM) was held on 14<sup>th</sup> November 2014.

#### **a. Internal consultation:**

**28.** The Strategic Director for Place is the Senior Responsible Officer for the EZ Programme, and chairs the Arena Project Board and Enterprise Zone Strategic Directors Board. There are regular briefings with the Mayor and cabinet portfolio Assistant Mayors, and also a reporting line into the BTQEZ governance structure.



**29.**The EZ programme has benefitted from a Gateway Review led by Local Partnerships in November 2014.

**b. External consultation:**

**30.**During the Arena OBC process a number of external parties were contacted for their views on the project and this was set out in the Outline Business Case and January Cabinet Paper. They included the Homes and Communities Agency, Network Rail, Destination Bristol, Bristol Music Trust, and arena operators and promoters. A Stakeholder Engagement Plan and Communications Strategy are in place. A briefing for local councillors and Neighbourhood Partnership leads took place in September to update them on the Enterprise Zone and Arena. The Temple Quarter Stakeholder event took place at the Passenger Shed at Temple Meads Station during 18<sup>th</sup> March 2015 and the three previous events have attracted direct engagement with over 150 delegates in attendance.

**Options considered:**

**31.**Option 1 - Do Nothing

**32.**Option 2 - Do little' or continuing with the current arrangement

**33.**Option 3 - The funded Cross Central and Local government Programme Delivery Team option for effective BTQEZ delivery

**34.**Option 1: 'Do Nothing' would probably result in an amount of growth and development in BTQEZ, given the steadily improving market conditions for development. However, this is likely to be more haphazard and slower than it would be with this scheme in place, resulting in slower and lower business rate growth (affecting the availability of EDF support for other schemes) and in unrealised potential for utilizing employment growth for economic inclusion.

**35.**Option 2: 'Do little' or continuing with the current arrangement is unsustainable in the absence of additional resources, both funding and the capacity provided by key partners. Bristol City Council is no longer in a position to bear alone the costs of co-ordinating the delivery of a major sub-regional development and key partners could reasonably expect to see a contribution from the LEP to realise its vision and strategic objectives.

**36.**Option 3: Preferred option - The programme team option for effective BTQEZ delivery has been selected on the basis of the track record of similar approaches elsewhere. It also offers the best prospects of ensuring

both commitment and contribution from organisations necessary for effective delivery of key elements of the programme. In addition, by confirming and increasing the resource available it enables the EZ programme to capitalise on progress made to date and increase the intensity of project delivery, both in numbers brought forward and the scale of schemes.

**37.** For example, the successful delivery of Engine Shed 2 will provide urgently needed floor space for business incubation and small business growth, particularly in sectors generating high value added for the economy such as creative industries and ICT. Funding for the programme team would confirm capacity to both deliver this project and other economic development initiatives across the zone as a whole.

**38.** Enhanced capacity will also ensure the early and effective delivery of redevelopment of Temple Meads Station. This is important for other sub-regional plans for transport improvement, both within the area and for connections to London. Similarly, delivery of the Arena will act as, amongst other things, a catalyst for further development in BTQEZ, with consequent business rate growth.

### Risk management / assessment:

**39.** Programme and project risks are reported for communication and escalation at both the Strategic Directors Board and the Programme Delivery Group.

**40.** The key risks are set out in the following table.

The risks associated with establishing a Cross Central and Local government Programme Delivery Team							
No	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impa	Probabilit		Impa	Probabil	
1	Costs escalate above budget	Med	Med	Robust cost monitoring and control	low	low	Programme Delivery Team
2	Not recruiting and deploying the appropriate calibre of staff.	High	Med	Open recruiting process with selecting appropriate professionally qualified staff with appropriate experience.	low	Low	Service Director
3	Not incorporating succession planning over the remaining 22 year programme.	High	Med	Provide mentoring and training opportunities to all levels of staff.	Med	Low	Service Director
4	Not being able to provide a strong presence in the EZ	Med	Med	Utilise existing premises and redeploy resource to Engine Shed	Low	med	Programme Delivery Team

The risks associated with <u>not</u> establishing a Cross Central and Local government Programme Delivery Team							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impac	Probability		Impa	Probabil	
1	Will not be able to draw down retrospective funding for 2014/15 EZ programme period.	High	High	Make alternative requests to recuperate programme costs.	High	Medium	EZ Board
2	Blighted sites remain and major EZ projects delivery less certain.	High	High	Support the private sector to take forward the development. Maximise the development opportunities within the resource available.	High	High	EZ Board
3	Economic benefits are reduced or not delivered	Med	High	Find alternative ways of producing these benefits in the BTQEZ	Med	Med	Programme Delivery Team
4	Profile of the city is not enhanced	Med	Med	Promote the city in other ways or accept this risk	Med	Med	EZ Board
5	Limited ability to secure integrated development across sites from Temple Meads Station to Arena Island	High	High	Reliant on planning process to ensure Cattle Market Road is integrated into wider development	High	Med	Programme Delivery Team
6	Future government funding not secured as lack of confidence in delivery capability	High	High	Base bids on limited delivery capability. Prioritise and target reduced number of projects to align with reduced programme capability	High	High	Programme Delivery Team
7	Failure to deliver regeneration potential and exploit economic potential.	High	High	Maximise the use of existing resource	High	High	EZ Board
8	Economic competitiveness and regen capability reduced	High	Med	Plan around a reduced volume of regeneration.	Med	Med	Programme Delivery Team
9	Loss on Business Rate growth	High	Med	Reduce forecast to align with less development over the remaining period	Med	Med	Programme Delivery team

## Public sector equality duties:

**41.** Previous best practice involving land assembly, design / construction will need to be embedded in the process from the very beginning and progressed further so that it will improve the offer to equalities communities. The process needs to be transparent and have the full involvement of Equalities Stakeholders throughout the planning, construction and implementation stages of the project so that the decision making processes are robust and comply not only with current national legislation but also includes local guidance such as the Environmental Access Standard.

**42.** An Equality Impact Assessment is attached as **Appendix I**.

**Advice given by: Anne James, Equalities and Communities Cohesion Team Leader**

**Date: 21 April 2015**

## **Environmental Impact Assessment**

- 43.** The direct impacts of this proposal are related to governance and continued funding of a small number of staff for delivery of the Enterprise Zone programme, and are largely unchanged from previous arrangements. Impacts such as office energy consumption and staff travel will be mitigated through our environmental management system, which is registered to the EU Eco-Management & Audit Scheme standard.
- 44.** Impacts related to development of the Enterprise Zone have been considered previously in separate Cabinet reports – for example the Engine Shed and Arena – and new council-led development would require a new report and assessment. All developments on the site will be considered as part of the Council's statutory planning function.
- 45.** The net direct impact of the proposals are negative but minor

### **Advice given by:**

**Steve Ransom, Environmental Performance Programme Coordinator**

**Date: 27 April 2015**

### **Resource and legal implications:**

#### **Finance**

##### **a. Financial (revenue) implications:**

This funding will allow the council to afford to support an enhanced delivery team for the TQEZ. The funding is provided such that it covers costs incurred up to the end of the last financial year and for the next 5 financial years.

In addition, value in kind will be provided by Network Rail and the HCA to further support work carried out by the team.

Some of these revenue costs may be eligible to be capitalised, but this will need to be judged on a case by case basis.

### **Advice given by:**

**Mike Allen, Finance Business Partner**

**Date:**

**21<sup>st</sup> April 2015**

## **b. Legal implications:**

The acceptance of the funding does not raise any procurement issues, and the report identifies no other such issues at this time. Any conditions attached to the funding will need to be adhered to. The proposed agreement should address the respective roles of the partners, the nature of their respective contributions and the governance arrangements, in addition to the operational management arrangement in respect of the team – given the differing employers involved. It should also be recognised that the arrangements are intended to comprise a long term and contractually binding commitment by all partners.

**Advice given by Legal Services: Eric Andrews  
Date 7 May 2015**

## **c. Land / property implications:**

There are major areas of delivery dependant on specialist technical/professional input. Rate of progress and outcomes will be enhanced by building the delivery team capability.

**Advice given by: Robert Orrett, Service Director Property  
Date: 7 May 2015**

## **d. Human resources implications:**

The programme team will include 7 new full time equivalent posts which will be located in the Place Directorate's, Economy service area. The structure of the team is set out in Appendix III. As the programme will last for six years, these posts will be advertised as permanent roles. At present, there are some interim arrangements in place. Subject to the recommendations set out in this report being approved, recruitment to the permanent roles will begin.

**Advice given by: Mark Williams, People Business Partner. Date: 23 April 2015**

## **Appendices:**

- I) Bristol City Council Equality Impact Relevance Check**
- II) BTQEZ Site area**
- III) Delivery Team Structure**

## APPENDIX I

### Bristol City Council Equality Impact Relevance Check

This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

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<b>What is the proposal?</b>	
Name of proposal	BTQEZ Programme Delivery Team
Please outline the proposal.	This Relevance Check is to accompany the June 2015 Cabinet Paper
What will this proposal achieve?	
Name of Lead Officer	The Senior Responsible Owner is Barra Mac Ruairí

<b>Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)</b>
Please outline where there may be significant opportunities or positive impacts, and for whom.
The enterprise zone will provide a number of opportunities for the citizens of Bristol and the Sub-region. Citizens will be able to access new training, employment, housing and leisure facilities within the zone and access a redeveloped station. There will also be a considerable amount of economic benefits to the communities and West of England Region. There will be opportunities for apprenticeships and local employment. The developments and supporting infrastructure will be constructed to the latest accessibility standards ensuring access for all, including Part M Building Regulations

The LEP have a number of priorities which dovetail well with the public sector equality duty to advance equality of opportunity:

- Shape the local workforce to provide people with skills that businesses need to succeed and that will provide them with job opportunities
- Ensure all our communities share in the prosperity, health and well-being and reduce the inequality gap.
- Closing the gap between disadvantaged and other communities

There is a significant opportunity to maximise economic advantage for local residents. The Temple Quay juxtaposes Lawrence Hill ward which has the highest % of BME residents in Bristol and is one of the two most disadvantaged wards in Bristol. Therefore the work of the delivery team should include specific reference to building skills within the local area to ensure opportunities during development and post development benefit people who live in the Temple Quay area and for the communications plan to ensure Temple Quay engages with communities on its own doorstep.

Please outline where there may be significant negative impacts, and for whom.

Negative impacts could include the inconvenience caused by a major programme of construction work. This would be exacerbated if local residents were not represented within the workforce employed in the construction sites

**Could your proposal impact staff with protected characteristics?  
(i.e. reduction in posts, changes to working hours or locations, changes in pay)**

Please outline where there may be significant opportunities or positive impacts, and for whom.

The EZ is predominantly a development programme providing an Enterprise Community around the main gateway of Temple Meads Station serving the citizens of Bristol and West of England Region.

A significant proportion of Black and minority residents live in the direct vicinity of the enterprise zone. Increased capacity within the team will increase the capacity for positive action to ensure local citizen's benefit from opportunities.

Bristol's Gay Village in Old Market is in close proximity to Temple Meads. Many LGBT people from the South West region travel to this region as a hub of social activity via public transport. The development team would need to build relationships with traders to ensure designs benefit the needs of these communities.

Women are more dependent on public transport and there are significant opportunities to implement safe spaces of women as the area around Temple Meads is improved and to improve connectivity with public transport linkages to other areas in the city and increase safety.



Design for disabled people is already included in the development plan.
Please outline where there may be negative impacts, and for whom.
There are no direct negative impacts.

<b>Is a full Equality Impact Assessment required?</b>	
<p>Does the proposal have the potential to impact on people with protected characteristics in the following ways:</p> <ul style="list-style-type: none"> <li>• access to or participation in a service,</li> <li>• levels of representation in our workforce, or</li> <li>• reducing quality of life (i.e. health, education, standard of living)?</li> </ul>	
<p>Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.</p>	<p>Yes</p>
<p><b>Recommendation</b> – If the team expands, the team should undertake a full equality impact assessment to ensure opportunities to promote equality and increase social cohesion are included within the job design and work plan for the new team</p>	
<p>Service Director sign-off and date:</p> <p>Alistair Reid 21/04/2015</p>	<p>Equalities Officer sign-off and date:</p> <p>Anne James 21/4/2015</p>

## APENDIX II - BTQEZ Boundary Plan & Plot Areas



# Bristol Temple Quarter Enterprise Zone

## Development Opportunities

### Temple Quay

- 1 Bank Place, Temple Way
- 2 Glassfields, Temple Way
- 3 Plot ND6, Temple Quay North
- 4 Plot ND7, Temple Quay North
- 5 Plot ND9, Temple Quay North
- 6 2 Glass Wharf, Temple Quay North (Plot ND4)
- 7 3 Glass Wharf, Temple Quay North (Plot ND5)

### City Gateway

- 8 Plot 3 Temple Quay, The Friary
- 9 Plot 6 Temple Quay, The Friary
- 10 Island Site, Temple Gate
- 11 Former Garage Site, Temple Gate
- 12 Templegate Peugeot, Temple Gate
- 13 TCN Site, Temple Gate
- 14 Former Royal Mail Sorting Office

### Avon Riverside

- 15 Kwik Fit Site, Bath Road
- 16 Former Diesel Depot / Arena Site, Bath Road
- 17 Avon Riverside Site, Bath Road
- 18 Former Garage Site, Bath Road
- 19 Open Storage Site, Bath Road
- 20 Paintworks Phase 3, Bath Road

### Silverthorne Lane

- 21 Silverthorne Lane



# APPENDIX III - Delivery Team Organogram

## BTQEZ Delivery Team

