

# Growth and Regeneration Scrutiny Commission Supplementary Information



**Date:** Thursday, 29 September 2022

**Time:** 5.00 pm

**Venue:** The Writing Room - City Hall, College Green,  
Bristol, BS1 5TR

## **Distribution:**

**Councillors:** David Wilcox (Chair), Andrew Varney (Vice-Chair), Tim Rippington, Chris Jackson, Steve Pearce, Emma Edwards, Jenny Bartle, Mark Weston and Kevin Quartley

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**Date:** Thursday, 22 September 2022



# Supplementary Agenda

## 13. Temple Quarter

The Public Forum questions deadline will be extended for this item and a note will be published on the meeting webpage to confirm this.

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# Growth and Regeneration Scrutiny Commission

29<sup>th</sup> September 2022



**Report of:** Lowri Hughson-Smith

**Title:** Temple Quarter

**Ward:** All

**Officer Presenting Report:** John Smith, Director of Economy of Place and Lowri Hughson Smith, Senior Project Manager, Temple Quarter Joint Delivery Team

## **Recommendation:**

To note current position of the Temple Quarter Regeneration Programme.

This report provides a summary of the Temple Quarter Regeneration Programme, covering:

- 1) Project Background
- 2) Funding including an update on Legal Agreements, Reinvestment Strategy, Joint Delivery Team Resourcing and Priority Workstreams, Joint Venture Vehicle
- 3) Northern Entrance and Southern Gateway Projects
- 4) Temple Quarter and St. Philip's Marsh Development Framework
- 5) Updated Vision
- 6) Communications, Engagement and Consultation
- 7) Interface with Other BCC Projects

The significant issues in the report are:

To note current position of the Regeneration Programme.



## **1.0 Introduction**

1.1 The Scrutiny Committee was provided with an update on the Temple Quarter Regeneration Programme (TQRP) in February 2022 and this paper does not repeat what was included in that paper but provides a summary of the programme before providing an update on the key activities which have taken place since that time.

## **2.0 Project Background: Summary**

2.1 The TQRP is one of the largest city centre housing and redevelopment schemes in Europe. With Bristol Temple Meads station at its core, the Programme sets out a vision to redevelop around 130 hectares of brownfield land in two connected phases over 25 years. This will deliver up to 10,000 homes and up to 22,000 jobs in a series of new sustainable and inclusive communities at the heart of one of the UK's most productive and fast-growing city regions. The TQRP is led by a public sector partnership including Bristol City Council (BCC), the West of England Combined Authority (CA), Homes England (HE) and Network Rail (NR). The Joint Delivery Team (JDT) is responsible for delivering the TQRP on behalf of the partnership.

2.2 The initial works of the TQRP will take place around Bristol Temple Meads Station which is primarily within the boundaries of the existing Temple Quarter Enterprise Zone. These works include the transformation of Bristol Temple Meads into an improved, fit-for-purpose, 21st century transport interchange with three new entrances to the north, south and east. This will unlock prime development land around the station which can deliver around 2,500 new homes and 2,200 jobs.

2.3 The TQRP also includes St. Philip's Marsh, a major regeneration area to the east of the station, totalling approximately 69 hectares. Development of St Philip's Marsh will require a programme of enabling works, including major investment in strategic flood defences, land assembly and its redesignation in the Local Plan review for growth and regeneration. It is anticipated that approximately 7,500 new homes and facilitate around 19,800 jobs will be delivered in this area.

## **3.0 Funding**

3.1 The Department of Levelling Up, Communities and Housing has approved £94.7m in Brownfield and Investment Land (BIL) funding for the TQRP which will fund key infrastructure projects in around Temple Meads Station. The BIL funding is administered by HE and the CA are the grant recipient on behalf of the wider partners, BCC and NR. As grant recipient, the CA has entered into a Grant Funding Agreement (GFA) with Homes England.

3.2 The BIL funding will directly fund the following infrastructure:

- Creation of a new Northern Gateway to Temple Meads Station
- Creation of a New Southern Gateway to Temple Meads Station including a new multi-storey car park (relocating station staff parking).
- Creation of a new Eastern Entrance
- Highway reconfiguration works to Redcliffe Way
- Wider Enabling works for Housing
- Land Assembly at Temple Gate and Mead Street.

3.3 The funding of the above infrastructure will create sustainable transport interchanges, enable high quality placemaking and will unlock land for housing and employment. For the purposes of the GFA, specific housing and employment outputs that need to be achieved include:

- The delivery of 2476 new homes; and
- 44,000 sqm of commercial space.

## **4.0 Legal Agreements**

4.1 As the CA is the grant recipient, BCC and NR must enter into a grant flow down agreement with the CA and a collaboration agreement with all the programme partners to enable them to draw down the BIL

funding. BCC is proposing to enter into the following agreements which will be proposed to BCC Cabinet in October 2022:

- I. A legally-binding collaboration agreement with NR, HE and CA which will set out how the partners will work collaboratively for the duration of the whole programme, with the aim of satisfying the delivery obligations under the GFA and flow down agreements. The Collaboration Agreement sets out a process for a partner to be responsible for producing a delivery plan for each infrastructure item in return for payment of delivery plan costs. Each delivery plan will set out the party who will be responsible for delivery of each element of the Infrastructure Item, any land assembly arrangements and a risk allocation.
- II. A flow down agreement with the CA under which the CA will flow down the BIL funding to BCC subject to the terms of the Collaboration Agreement. Within the flow down agreement, BCC also agrees to use reasonable endeavours to help deliver the housing and commercial outputs. NR will also enter into a flow down agreement with the CA.

### ***Reinvestment Strategy***

- 4.2 The flow down agreement also makes provision for the proceeds of sale of certain land owned by BCC and the other partners and other potential income linked to certain sites owned by BCC and other partners where infrastructure funding is invested, to be reinvested into of the Temple Quarter programme, including St. Philip’s Marsh.

### ***Joint Delivery Team Resourcing and Priority Workstreams***

- 4.3 The BIL funding provides some funding towards additional posts in the Joint Delivery Team (JDT). Additional funding is required to fund the existing JDT beyond 22/23 and to bolster its capacity through the recruitment of additional posts. The funding of the JDT is critical to the delivery of this ambitious programme. A funding application has been submitted to the Combined Authority for up to £7.843m to secure the necessary funding for the JDT up to 2026/27.
- 4.4 The funding application also seeks monies to enable other priority workstreams to be commenced such as masterplanning St. Philip’s Marsh, a TQRP specific Employment and Skills Strategy, Cultural Strategy and ongoing communications, engagement and consultation activity, amongst other things. The funding application is likely to be decided by the Combined Authority Joint Committee in October 2022.

### ***Joint Venture Delivery Vehicle***

- 4.5 The partners are exploring options to establish a joint venture delivery vehicle and potentially appointing a delivery partner to support delivery of the programme. Should this be progressed, it is anticipated that the joint venture delivery vehicle would employ the JDT and manage the overall delivery of the programme. Further work is required to explore this option and further updates will be provided on this workstream in the future.

## **Northern Entrance and Southern Gateway Projects**

- 5.0 Two key strategic enablers of the TQRP are the Northern Entrance and Southern Gateway to Temple Meads Station. The provision of a multistorey car park at the Southern Gateway will enable the surface parking to the north of the Station to be relocated, freeing up the Midland Shed for the provision of a new northern entrance and the surrounding land for development and public realm improvements. Whilst waiting for the BIL funding decision, £2.26m of funding was secured from the CA which enabled the Northern Entrance and Southern Gateway projects to be commenced up to RIBA Stage 1. Bristol City Council’s Strategic Partnership team, led by Arcadis, was appointed in April 2022 to complete work up to RIBA Stage 1 for both projects and this stage is due to complete this month. The outputs of RIBA Stage 1 are:

- **A Project Brief**, which will build upon previous work undertaken and provide further detail on requirements to shape future phases. It will be informed by feasibility studies and technical work to support recommendations for the next stage.
- **A Delivery and Procurement Strategy**, which will look across each project in its entirety to assess and recommend the most appropriate approach to delivery, and will consider factors such as appetite for risk, management control, design control and financial control
- **Surveys and site investigations**, which will de-risk future phases as far as is practicable

5.2 Alongside the above, the TQRP partners are jointly producing a **Land and Consents Strategy**, which will feed directly into the work the Strategic Partnership team are undertaking. This strategy will identify all consenting issues, land considerations, implications and next steps for each key infrastructure item funded by the BIL grant.

#### ***Next Steps***

5.3 The RIBA Stage 1 outputs have been provided in draft form and a series of workshops will be held to review them, ensuring they meet requirements and that the scope, priorities, and ways of working for the next project stages are established. The Delivery and Procurement Strategy outlines a number of options for delivery beyond RIBA Stage 2, and will be used to inform soft market testing, which is due to be undertaken in November 2022. The outcome of the soft market testing will be a key input into decisions on the final delivery routes for each project.

### **6.0 Development Framework**

6.1 The draft Temple Quarter and St. Philip’s Marsh Development Framework, which sets out the long-term vision for the TQRP, is currently being finalised. It is anticipated the emerging Development Framework will be consulted on in late 2022, with a view to it being presented to Cabinet in 2023 and published shortly thereafter. If endorsed, the Development Framework would become a material consideration in the determination of planning applications within the TQRP area.

### **7.0 Updated Vision**

7.1 The Vision for Temple Quarter, first published in March 2021, is currently being updated. The document contains an overarching vision statement for the project. It also includes a summary of the guiding principles that will guide change at Temple Quarter and the six-character areas that make up the TQRP, as set out in the Development Framework. The update to the Vision has been shaped by feedback from stakeholders, including the University of Bristol.

7.2 This document will be used as one of the key engagement tools when speaking to the community, local businesses and stakeholders about what the project aims to achieve and what change might look like.

### **8.0 Communications, Engagement and Consultation**

8.1 A Communication, Engagement and Consultation Strategy has been prepared for the TQRP in July 2022 and sets out a phased approach to engagement between Summer 2022 and 2023, reflecting the milestones within the wider project. The period July-November 2022 is focused on awareness raising and building understanding of the Temple Quarter project. This engagement lays the foundations for formal consultation on the draft Development Framework in December 2022-March 2023. From March 2023, the strategy focuses on ongoing engagement with communities and stakeholders to maintain awareness and support for the project. The ongoing engagement post March 2023 is currently not funded and subject to current funding application to the CA, referred to above.

#### ***Recent Communications, Engagement and Consultation Activity***

8.2 Since June 2022 activity has focused on re-starting contact with community groups, businesses and other stakeholders following the award of the BIL funding together with preparing for the upcoming draft Development Framework consultation. The JDT is working with BCC’s Community Development, Culture

and Economic Development teams to ensure comprehensive engagement activity that reaches a broad audience across the city in the right places at the right time.

8.3 Activity that have been undertaken since June 2022 has included:

- Site visits with three of Bristol MPs – Kerry McCarthy MP, Thangam Debbonaire MP and Darren Jones MP.
- Site visits with local community groups, including Totterdown Residents' Association, The Dings Community Association, Off The Record and Eastside Community Trust.
- Preparing a comprehensive stakeholder map.
- Early engagement with key stakeholders, including the Bristol One City Employment and Skills Board, Historic England, University of Bristol and Wellspring Settlement.
- Developing a programme of engagement for the autumn and winter
- Site visits with Civil Servants from Treasure, DLUHC and BEIS.
- Consultation on the Mead Street Development Brief.
- Commissioning of the Bristol City Council Community Development team to undertake on the ground community engagement on behalf of the TQ project to build community awareness.
- Creation of communications collateral to support engagement work and community understanding.
- Survey to businesses in St Philip's Marsh.
- Regular meetings with the University of Bristol's TQ engagement team to ensure alignment across projects.
- Site visit with the Redcliffe BID and its members.

8.4 To support with the engagement activities the JDT have commissioned an external consultant, PRD, to carry out business engagement in St Philip's Marsh including a desk-based assessment, door knocking and a survey. The purpose of this commission is to raise awareness of the TQRP and build a baseline of knowledge of the business base in the area. This engagement activity will commence in September 2022.

8.5 The JDT have also commissioned the BCC Culture Team to develop a brief for three commissions for cultural engagement to support the consultation on the draft Development Framework. The aim of these commissions is to engage less-heard-from audiences close to Temple Quarter and encourage consultation responses to the Development Framework. The cultural commission will focus on two areas: young people and how to build community. A third commission will potentially include a series of small events or activities that will directly support drop-in events during the formal consultation period.

8.6 Feedback gained through engagement so far has been positive, with audiences pleased to have been contacted and excited about the change coming through the TQRP. A common theme of the feedback so far has been the need to demonstrate the future benefits TQRP brings to local people, particularly in terms of employment and skills opportunities and housing options for people already living in and around the area.

8.7 Going forward, there will be an increase in engagement activity as the proposed consultation on the draft Development Framework gets closer.

## **9.0 Interface with Other BCC Projects**

9.1 Given the scale and nature of the TQRP, it interfaces with several BCC led projects. Key interfaces include the transport projects including the Mass Transit Scheme, City Centre bus routes and other bus, pedestrian and cycling improvements in the central area. The JDT will liaise closely with the central transport projects to ensure high quality active travel and public transport links to and within the TQRP, to maximise connectivity for local people. The Bristol Avon Flood Strategy (BAFS) is also a key project which underpins the success of St. Philip's Marsh and the JDT are working closely with the BAFFS projects to ensure a co-ordinated approach to support its successful delivery. There are many other BCC projects

and initiatives which interface with the TQRP such as the One City Plan, One City ecological Emergency Strategy, One City Climate Change Strategy, Building Bristol Initiative and Social Value Policy. The JDT are interfacing with these with the view to maximising the benefits from TQRP to the city and region.



# Temple Quarter

Growth and Regeneration

Scrutiny Commission

– 29<sup>th</sup> September 2022

# Agenda

- Project Background
- Funding
- Northern Entrance and Southern Gateway Projects
- Temple Quarter and St. Philip's Marsh Development Framework
- Updated Vision
- Communications, Engagement and Consultation
- Interface with Other BCC Projects

# Funding

## **BIL Funded Infrastructure:**

- Creation of a new Northern Gateway to Temple Meads Station
- Creation of a New Southern Gateway to Temple Meads Station including a new multi-storey car park (relocating station staff parking).
- Creation of a new Eastern Entrance
- Highway reconfiguration works to Redcliffe Way
- Wider Enabling works for Housing
- Land Assembly at Temple Gate and Mead Street.

## **BIL Funding Outputs:**

- 2476 new homes
- 44,000 sqm of commercial space

# Legal Agreements

BCC is proposing to enter into:

1. A legally-binding collaboration agreement with Network Rail, Homes England and the West of England Combined Authority.
2. A flow down agreement with the CA under which the CA will flow down the BIL funding to BCC subject to the terms of the Collaboration Agreement.

Other related matters:

- **Reinvestment Strategy** - The proceeds of sale of BCC owned land to be reinvested into Phase 2 of the Temple Quarter.
- **Joint Delivery Team Resourcing and Priority Workstreams** - The BIL funding does not cover all JDT costs. A funding application has been submitted to the Combined Authority for up to £7.843m to secure the necessary funding for the JDT up to 2026/27 and other priority workstreams.
- **Joint Venture Delivery Vehicle** - The partners are exploring options to establish a joint venture delivery vehicle and potentially appointing a delivery partner.

# Northern Entrance and Southern Gateway

## Projects established

Bristol City Council's Strategic Partner has been commissioned to progress both projects to RIBA Stage 3, with a break clause upon RIBA Stage 1 completion

## Outputs of this stage

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- Project brief
- Technical studies, modelling, proof of concepts
- Delivery and Procurement Strategy
  - Surveys and site investigations
  - Land and Consents Strategy
  - Stakeholder engagement strategy

## Next Steps

- Review draft RIBA Stage 1 outputs
- Soft market testing informed by the Delivery and Procurement Strategy



# Development Framework

- The draft Temple Quarter and St. Philip's Marsh Development Framework sets out the long-term vision for Temple Quarter
- Consultation on the Development Framework to be commenced in late 2022
- Presented to BCC Cabinet for endorsement in 2023

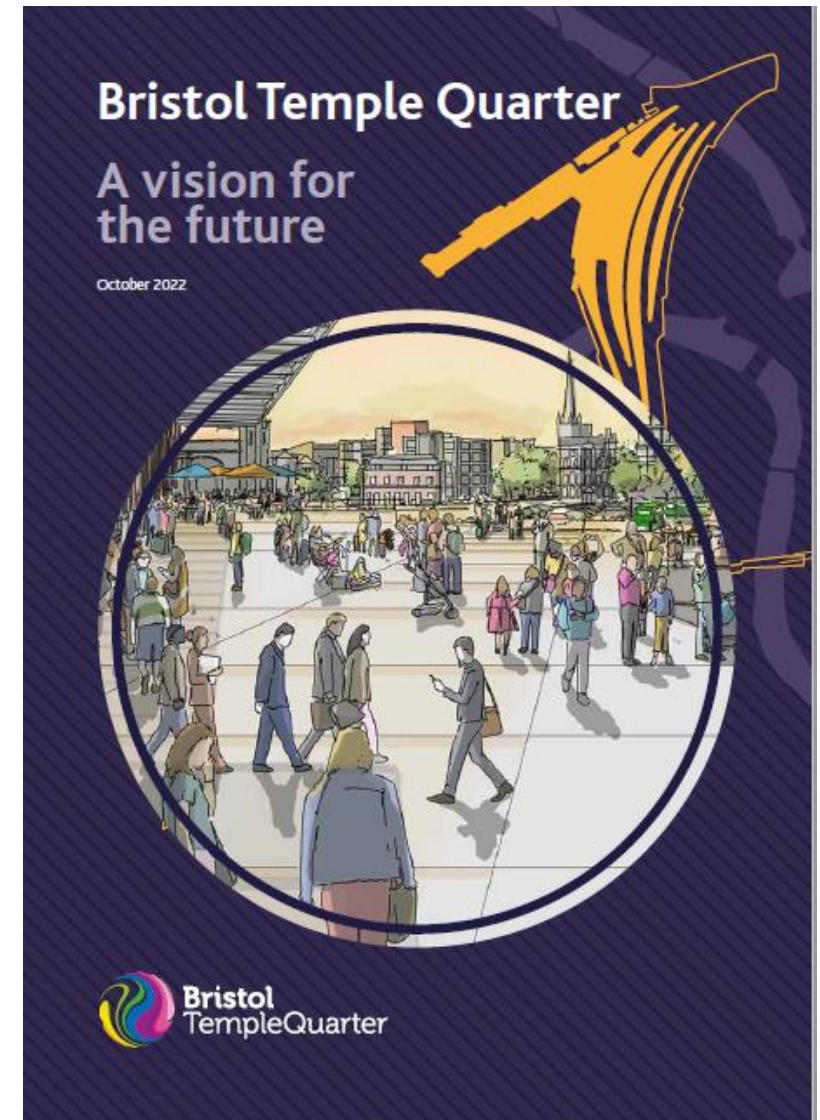
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# Vision Update

- Updated following Strategic Board instruction.
- Vision narrative and guiding principles, followed by short summaries of the six character areas in TQ.
- A key engagement tool for upcoming consultation on the project.
- Designed to show *why* change is coming (vision, principles) and *what* that change will be (maps, timeline, character areas).
- This is a large, complex project – this document aims to summarise the project as succinctly as possible to give a simple overview to community and stakeholders.
- Two-page summary of vision and principles also created.

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A Communication, Engagement and Consultation Strategy has been prepared for the TQRP in July 2022 setting out a phased approach.

- **Summer-Autumn 2022:** early engagement and awareness raising
- **Winter 2022/23:** formal consultation on the draft Development Framework
- **2023 onwards:** ongoing engagement with community, business and stakeholders



## Recent Activity

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- Site visits with: Bristol MPs, community groups and organisations, civil servants, youth workers, BCC senior staff.
- Preparing a stakeholder map.
- Early engagement with key stakeholders, including the One City Employment and Skills Board, Historic England, University of Bristol and Wellspring Settlement.
- Developing a programme of engagement and consultation for the autumn and winter.
- Consultation on and endorsement of the Mead Street Development Brief.
- Engagement commissions: Community Development, PRD, and Cultural commissions to undertake on the ground engagement across TQ.
- PRD business engagement in St Philip's Marsh including desk-based assessment and door knocking.
- Creation of communications collateral.
- Survey to businesses in St Philip's Marsh.

## Upcoming Activity

- Commissioning cultural engagement to deliver 3x cultural commissions with focus on young people and building community, supporting formal consultation.
- Further site visits, including G&R and OSMB Scrutiny boards, all Ward Cllrs, and regional leaders.
- Updated Bristol Temple Quarter website and re-launch of the TQ newsletter.
- Creation of an online consultation hub for the draft Development Framework consultation.
- Community engagement door-knocking in Totterdown, Redcliffe, the Dings and Barton Hill.
- Regular walking tours for members of the public.
- New hoardings at the Eastern Entrance within Temple Meads station subway.
- Shape My City Design West session with local young people (January).
- Business roundtable(s).

# Draft Development Framework consultation

- **Proposed dates: December 2022 – March 2023**
- 12 week consultation to account for Christmas break
- Focused stakeholder engagement before Christmas
- In-person engagement including:
  - Cultural commissions focusing on young people and building community
  - Drop-ins and briefings
  - Walking tours
  - Story of Place talks
- Bespoke online engagement hub created to host the consultation and support future digital engagement opportunities

## Interface with Other BCC Projects

- Transport Projects
- Bristol Avon Flood Strategy
- Building Bristol Initiative
- Social Value Policy
- One City Plan
- One City Ecological Emergency Strategy
- One City Climate Strategy

# Temple Quarter

Growth and Regeneration

Scrutiny Commission

– 29<sup>th</sup> September 2022