

BRISTOL CITY COUNCIL
Scrutiny
14 July 2016

Report of: Zoe Willcox, Service Director, Planning

Title: Temple Quarter Spatial Framework

Ward: Citywide

Officer Presenting Report: Zoe Willcox

Contact Telephone Number: 22942

RECOMMENDATION

This pre-decision scrutiny report is to gain Scrutiny comment on the 'Bristol Temple Quarter Spatial Framework' with a view to this comment being formally added to the Cabinet Report (target date for Cabinet: 4 October 2016)

This report is also to gain Scrutiny comment on two supporting documents prepared for Temple Quarter:

- Making People-friendly Streets and Spaces - A Public Realm Guide
- Sustainable Urban Mobility Plan.

The Spatial Framework and related documents have been subject to a six week consultation period (3rd March and 14th April 2016). The key issues raised through the consultation are set out in this report. This is an opportunity for Scrutiny to raise any further issues.

Summary

This report sets out the background to the Temple Quarter Spatial Framework, the ambitions for the area, the contents and structure of the document, the consultation that has taken place on it, and a summary of the issues raised. The Spatial Framework and related documents can be found at the following location:

<http://www.bristoltemplequarter.com/spatialframework>

The significant issues in the report are:

The Temple Quarter Spatial Framework and related documents will become a material consideration for use in determining planning applications in the Temple Quarter area, should the documents be approved by Cabinet on 4 October 2016.

Policy

Bristol City Council Planning will support the creation of a vibrant and sustainable quarter through the provision of a simplified and enhanced planning process, supported by policy and the Spatial Framework. Enterprise Zone designation requires a simplified planning process, to create certainty around the planning process, reducing timescales to achieve planning consent, and establishing clear parameters around amount and type of development considered acceptable.

The Spatial Framework reflects existing statutory planning policy, which is provided through the Bristol Local Plan. Key documents relevant to the Enterprise Zone are:

- The Core Strategy – adopted June 2011
- The Bristol Central Area Plan (BCAP) – adopted March 2015
- The Site Allocations and Development Management Policies - adopted July 2014

Policy BCAP35 states that the layout, form and mix of uses should contribute to delivering the vision for Bristol Temple Quarter and, in doing so, have regard to the Spatial Framework. Ultimately BCAP provides the policy content and the Spatial Framework the more detailed spatial planning guidance.

The Avon Riverside area east of the Diesel Depot falls outside the area covered by BCAP35. The Site Allocations and Development Management Policies provide the policy context for these sites.

Other non-statutory documents which will inform the development of Temple Quarter and its integration and connection with the city centre, include the Draft Public Realm and Movement Framework (2012) and the Sustainable Urban Mobility Plan (2015). These documents set out a proposed programme of interventions in city centre movement and public realm.

Consultation

1. Internal

No internal consultation on this report. Details of the internal consultation that has taken place to date on the Temple Quarter Spatial Framework can be found on Page 4.

2. External

No external consultation on this report. Details of the external consultation that has taken place to date on the Temple Quarter Spatial Framework can be found on Page 4.

Context

1. Background to Temple Quarter Spatial Framework

1.1. The Spatial Framework will provide a tool to guide and shape the physical layout of the Temple Quarter area. This is a non-statutory planning document for use in determining planning applications. It is referenced in Policy BCAP35 of the Bristol Central Area Plan (adopted March 2015).

1.2. The Spatial Framework has been in preparation with key stakeholders and public since 2012 when the Temple Quarter area was designated by Central Government as an Enterprise Zone.

1.3. The 70 hectares Enterprise Zone lies on the eastern edge of the city centre with a core area around the Temple Meads mainline railway station.

1.4. The following companion documents have been prepared alongside this Spatial Framework to be used as support documents:

- **BTQEZ Making People-friendly Streets and Spaces - A Public Realm Guide** (Bristol City Council, 2016). This sets out the vision for the public realm in the BTQEZ and the qualities it must achieve.
- **Sustainable Urban Mobility Plan** (Bristol City Council, 2016) The SUMP is a strategic transport plan that focusses on how a combination of infrastructure, policy and behavioural change measures will encourage sustainable travel to, and within, the Enterprise Zone.

2. The ambition for the Temple Quarter Enterprise Zone

2.1 Bristol Temple Quarter Enterprise Zone is a unique opportunity to shape a new city quarter that supports the economic wellbeing of the city and wider sub region. It is also an opportunity to shape quality places for people through good planning and design that reflect Bristol's distinctiveness, entrepreneurship, innovation, culture and Green Capital status.

2.2 The Enterprise Zone was set up to support the growth of the city region's economy and aims to attract 17,000 jobs by 2037. It offers the potential to create a new quarter which includes a new arena and rejuvenated Temple Meads station. Connectivity, an improved public realm and good place making are keys to achieving growth and attracting businesses to the BTQEZ and creating a place in which people want to live and work.

2.3 Bristol City Council is investing in major site acquisitions to enable high quality development to come forward.

2.4 Network Rail plan major future investment at Temple Meads station including electrified rail services between Bristol and London by 2019, reducing travel time to 1 hour 20 minutes.

2.5 The Bristol Arena, a 12,000 seat entertainment venue, will open in the centre of the Enterprise Zone in 2018.

2.6 Through central government and HCA support investment in infrastructure will improve physical connectivity to and within the zone, including improvements to pedestrian, cycling and public transport links.

2.7 Investment in superfast broadband will enhance digital connectivity and energy infrastructure will provide access to efficient energy supplies.

3. Contents and structure

3.1 The Spatial Framework outlines the ambitions and aspirations for Temple Quarter. Extracts from the document can be found in the Appendices to this report. The document is structured as follows:

Section 1 – Introduction - key drivers that will shape the Enterprise Zone - steps being taken to simplify the planning process for investors and developers - what the Spatial Framework is – and what it is not – and what its main purpose is.

Section 2 – Existing Context - analysis of the baseline facts - physical, economic and social information - the 'Inherited Environment' - key issues affecting the Zone – planning context, existing consents, opportunity sites, policy - Temple Meads interchange - summary of challenges and opportunities.

Section 3 – The Framework - a liveable urban quarter by design - placeshaping approach - plan guidance

Section 4 - Scenario testing: key development projects - visualising the Spatial Framework using the 3D model and artist impressions

Section 5 – Delivering quality places - phasing of development and infrastructure - partnership working - major schemes service - expanding the Enterprise Zone (EZ).

Proposal

A six week formal consultation on the Spatial Framework and two companion documents, the Sustainable Urban Mobility Plan (SUMP) and the Public Realm Guide, took place between 3rd March and 14th April 2016.

A primary aim of this consultation was to collect feedback from key stakeholders and members of the public, and this feedback is informing the further development of the document. It also tied into previous public consultations on key projects in the Enterprise Zone, including the Bristol Arena, Temple Gate and Temple Greenways.

The consultation was widely publicised through a range of methods, including local postcard distribution; local media; a dedicated webpage; public and stakeholder events; social media and newsletters; public digital signage; and information at libraries.

There was also a series of internal and external briefings on the Spatial Framework:

a. Internal consultation:

21.12.2015 - Presentation to key officers

13.01.2016 – Place Leadership Team briefing

20.01.2016 – Mayoral briefing

26.01.2016 – Exec Board Briefing

17.02.2016 – Transport Officer briefing

08.03.2016 – Members' briefing

09.03.2016 – Neighbourhood Partnership Co-ordinators' briefing

b. External consultation:

21.12.2015 - Presentation to Partners (Network Rail, Homes and Communities Agency, Historic England)

07.01.2016 - BTQEZ Board briefing

07.03.2016 – Bus operators briefings

08.03.2016 – Taxi company briefings

03.03.2016 – Press briefing

14.03.2016 – Stakeholder briefing

14.03.2016 – Public briefing

04.03.2016 – West of England Transport Scrutiny briefing

12.04.2016 – Business West briefing

15.03.2016 – Equalities group circulation

31.03.2016 – Statutory consultees (screening opinion for Strategic Environmental Assessment)

Public and stakeholder events were well attended and provided an opportunity for informed discussion. 72 people submitted their views via the survey and 24 letters were received (primarily from local amenity groups, landowners and statutory consultees). Almost all respondents had significant ties to the Enterprise Zone, either through working or living in it, visiting or passing through it on a regular basis, owning property in the area or looking to invest in it in the future.

The majority of respondents were supportive of the need for a Spatial Framework and the objectives and approach it set out. A summary of the key issues raised are set out below:

Key issues raised on the Spatial Framework:

Building heights

Issue: Whilst the majority of survey respondents were supportive of the building heights being proposed, land owners generally wanted the ability to build higher (particularly in the Silverthorne Lane area) and organisations such as the Bristol Civic Society and had concerns that buildings were too high in certain locations. Historic England was particularly concerned about the impact of development adjacent to Temple Meads Station, and long-range views to St. Mary Redcliffe Church.

Land use

Issue: General support was shown for proposed land uses but a high proportion of those who responded wanted more residential use. Clarification was also sought on the type of housing, its affordability, and its location by respondents. There were requests that a broader range of jobs should be promoted within the EZ, not just office jobs, with opportunities for small and independent businesses, as well as requests for local facilities including shops and community facilities (such as schools and doctors' surgeries).

Historic Assets

Issue: Requests for greater flexibility in respect to the reuse and adaptability of heritage assets (both listed and non-listed) in Silverthorne Lane (issues raised by property agents), and conversely amenity group requests for greater protection for listed and non-listed historic assets.

Heating Networks/Environmental Performance

Issue: Strong support for the provision of heat networks. However, the development community sought greater certainty over phasing, and greater flexibility over meeting environmental performance standards. Sustainability practitioners wanted greater recognition of a range of environmental concerns and the range of measures that could address these concerns.

Streets and spaces

Issue: One of the most prominent themes arising from responses to the Spatial Framework survey was access for the disabled (physical and otherwise) and those with limited mobility. This was seen as a priority, and perceived to be currently under-represented in the Framework. Also, there was a concern that insufficient public open space is being promoted, streets and spaces were not sufficiently 'green', and that no play spaces were being promoted.

Shared vs segregated space for pedestrians and cyclists

Issue: Although the proposals for improved and increased cycle routes and facilities were well received, many respondents felt that the use of shared pedestrian/cycle routes should be completely avoided, with shared use seen as being particularly problematic on busy commuter routes (such as Bath Road and Temple Gate).

Public transport and station improvements

Issue: Majority of responses expressed support for the various potential improvements outlined, albeit with some concerns about the location of bus stops and taxi ranks and the interchange between them.

Parking

Issue: There were concerns about the lack of a parking strategy

Inclusivity

Issue: The Spatial Framework was criticised for including very few images of Black, Asian and Minority Ethnic communities, older people, children or people using a stick or wheelchair.

Key issues raised on the Sustainable Urban Mobility Plan:

Issue: There was a high level of support for the approach and proposals, but some concerns were raised over advised levels of parking for the area. Some respondents also believed that the document did not place sufficient emphasis on safeguarding the needs of vulnerable road users, while a number of comments (from both pedestrians and cyclists) also stressed the need for segregated cycle facilities to avoid conflict between road users.

Key issues raised on the Public Realm Guide:

Issue: There was a high level of support for the seven public realm qualities proposed. The key concerns related to the promotion of shared space and access for those with mobility issues.

Other Options Considered

No other options have been considered. The adopted Bristol Central Area Plan states that the Spatial Framework will provide a planning and design framework which seeks to deliver the vision for the area. In order to comply with that plan, development is expected to have regard to the Spatial Framework.

Risk Assessment

The Local Plan indicates that a Spatial Framework for the area will be prepared. No risks associated with the implementation of the decision have been identified.

Failure to adopt guidance would result in uncertainty for investors and undermine the ability of the Planning Service and City Transport to deal proactively with planning inquiries, lengthening the route to securing planning permission and resulting in more unsuccessful applications

Public Sector Equality Duties

The BTQEZ Spatial Framework sets out how key urban design principles should be incorporated into new development within the Enterprise Zone and supports and provides context for a range

of policies in the Bristol Local Plan. Given the size of the Enterprise Zone and the scale of development envisaged the document will affect all communities who live and work within the area, both now and in the future, and all communities who visit the area. As such the content of the document will be relevant to the Public Sector Equality Duty and for this reason an EqIA of the BTQEZ Spatial Framework is required.

The Framework is seeking to create a high quality distinctive and sustainable working, living and leisure environment connected to a 21st century transport interchange with greatly improved pedestrian, cycling and public transport infrastructure. This will deliver economic and environmental benefits to all users of the area but also social benefits, in particular improvements to the physical and mental health and well-being of individuals, the creation of better opportunities for social interaction, supporting the creation of stronger more inclusive communities and helping to achieve a higher quality of life. In this way the TQEZ Spatial Framework is seeking to realise a key requirement of the Public Sector Equality Duty - to promote equality of opportunity.

AN EQIA has been undertaken and has not identified any substantive equalities issues. The assessment has identified mostly positive impacts for people with protected characteristics with many elements of The Framework actively seeking to advance equality of opportunity and to foster better relations between different sectors of the community. The Framework would not result in discrimination against any particular protected characteristics.

The Framework will be monitored by the Council on an on-going basis. Continuing engagement with Enterprise Zone Partners and key stakeholders, including equalities groups will be required. Formal monitoring of Local Plan policies relevant to the implementation of The Framework will be undertaken through the Authority's Monitoring Report.

Legal and Resource Implications

Legal

N/A

Financial

(a) Revenue

N/A

(b) Capital

No capital commitments are made as part of the Temple Quarter Spatial Framework and related documents.

Land

The Spatial Framework is a key element of bringing forward development of the BTQEZ. This will promote the physical and economic development of BTQEZ and the city. A considerable number of individual sites and properties are identified for development in the framework. A significant proportion of the sites is in public ownership.

The City Council has acquired several key sites and properties within the zone to enable development to be achieved. The planning and design framework which seeks to deliver the

vision for the area brings similar increased certainty to the sites in Council ownership as it does to others in the zone.

Land advice provided by Robert Orrett - Service Director, Property

Personnel

N/A

Appendices:

Appendix 1: Temple Quarter EQIA

NB: Temple Quarter Spatial Framework and related documents can be found at:

<http://www.bristoltemplequarter.com/spatialframework>

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None