

SCHEME : Temple Quarter – Mead Street Development Brief, Communication and Engagement Strategy and Strategy Development

1. Lead Organisation

Bristol City Council

2. Partner organisations

West of England Combined Authority, Network Rail and Homes England.

3. Scheme contact details

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4. Scheme Type – mark with an X

Transport	<input type="checkbox"/>
Non-Transport Housing Enabling	<input checked="" type="checkbox"/>
Business Support	<input type="checkbox"/>
Skills	<input type="checkbox"/>
Other (please specify)	

5. Is this investment linked to any others within the early investment or wider Investment Fund programme? If so, please set out the relationship and linkages.

Details:

The FEAS- F Development of Temple Meads Masterplan Feasibility Study grant (£2m, granted 20th April 2018) was provided by the West of England Combined Authority to prepare a Development Framework for the Bristol Temple Quarter and St. Philip’s Marsh regeneration programme, setting

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out the vision for the area over the next 25 years and beyond. The work undertaken for the Development Framework helped identify required interventions needed to deliver Phase 1, which formed the basis for the SHIF Bid. The funding requirements sought in this Feasibility and Development Funding application do not form part of the SHIF but are nonetheless priority projects which need to be progressed at speed to ensure momentum is maintained on the regeneration programme.

In respect of this application and the Engagement and Consultation Strategy funding ask, the Development Framework (prepared using the FEAS- F grant) is completed in draft and before it can be finalised and presented to Bristol City Council Cabinet for endorsement it must be formally consulted on. To ensure the consultation is meaningful, legally compliant with Bristol City Council's protocols and reaches a wide audience the consultation will be carried out in parallel to a programme of engagement activities. Without external funding to facilitate the Engagement and Consultation Strategy the Development Framework cannot be endorsed and it will hold no weight in decision making by Bristol City Council. Once the Development Framework is completed there will be a need for an ongoing Engagement and Consultation resourcing to ensure that engagement and consultation are embedded throughout regeneration programme to maximise collaboration with key stakeholders. In the short term and specifically in relation to this funding ask, resourcing in relation to engagement and consultation will support the identified priority projects contained in this application and the accompanying applications.

In respect of this Feasibility and Development Funding application and the funding request to support the preparation of the Mead Street Development Brief, the draft Development Framework sets out a clear aspiration for the Mead Street Character Area. In advance of the Development Framework being completed, two developers are seeking to develop most of the site in the short-term, in isolation of each other, and with no regard to the regeneration vision. One of the developers is seeking a planning application determination by May 2022 to enable them to activate lease break clauses which will enable the site to be released for development. Funding is required to prepare a Development Brief at pace to ensure the holistic development of Mead Street which successfully links up with the Temple Quarter area and delivers a critical mass of the housing delivery identified in Phase 1. Once the Development Brief is completed, there will be an ongoing requirement to encourage the delivery of some of the remaining area which is not currently being promoted by developers. Also, the largest area of the site is likely to come forward as an outline planning application so there is anticipated to be ongoing discussions and negotiations with the developer following the Development Brief endorsement to secure best outcomes.

In respect of this Feasibility and Development Funding application and the funding request to support Strategy Development, a range of strategies are required to address several key issues which could impede the delivery of the regeneration programme. The key issues which require strategy development include, but are not limited to:

- Flood Risk;
- Economic Development and Skills;
- Land and Property; and
- Waste Transfer Station Relocation.

Without external funding to facilitate Strategy Development the key issues are unlikely to be managed effectively to reach a holistic solution which, in turn, could result in disjointed outcomes and significant time delays in the regeneration programme delivery.

In addition to the FEAS-F referred to above, approximately £345k of HREF is also ring fenced for Temple Quarter, but it has not yet been formally allocated to a workstream within the project due to

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the uncertainties around the future funding package for the project.

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6. Total Funding required for this phase of works

A. Spending Profile (£)

	21/22	22/23	23/24	Total
Investment Fund	1. Mead Street DB - £75,000 2. Consultation and Engagement Strategy - £259,167 3. Strategy Development - £50,000 Total: £384,167	1. £159,160 2. £449,659 3. £416,545 Total: £1,025,364	1. £117,393 2. £259,925 3. £406,727 Total: £784,045	1. £351,553 2. £968,751 3. £873,272 Total: £2,193,576
Match Funding - please state source(s)				

B. Cost Breakdown (£)

	Investment Fund (£)	Match Funding (£)
In house staff costs	£1,418,576**	N/A
Strategic Partner/External Consultants	£283,500	N/A
Other Delivery Costs associated with the Engagement and Consultation	£42,400	N/A
Other Delivery Costs associated with the Mead Street Development Brief	£24,100	N/A
External Consultants	£425,000	
Total	£2,193,576	N/A

** As discussed with colleagues at the West of England Combined Authority the in-house staffing requirements for the 5no. project subject to this Feasibility and Development Funding application and the accompanying applications for the Southern and Northern Gateway have been apportioned across all the projects. All core staff will appropriately allocate time against each project and where necessary a change control will be completed to make changes. A mechanism will be agreed to allocate staff time.

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7. Please describe the scheme to be developed (including its objectives and expected impacts) **and** the proposed activity to be undertaken through this investment.

A. Details of the scheme to be delivered:

Project Background

The Bristol Temple Quarter Regeneration Programme is one of the largest city centre housing and redevelopment schemes in Europe. With Bristol Temple Meads station at its core, the Regeneration 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 two phases of the regeneration programme are summarised below.

Phase 1 – Temple Quarter

Phase 1 encompasses development in Bristol Temple Quarter, the area around Bristol Temple Meads Station which is primarily within the boundaries of the existing Temple Quarter Enterprise Zone. Phase 1 includes:

- **Creation of a new Northern Gateway** to Temple Meads Station (making this the primary entrance to the station). This will open surrounding public sector land at Friary North and the Good Yard for redevelopment.
- **Creation of a New Southern Gateway** to Temple Meads Station including a new multi-storey car park (relocating station staff parking). These works will provide an access to the station from the south (York Road and Bath Road), helping bring forward the Mead Street development in the first phase and also providing an enhanced access to St. Philip's Marsh and the east of the city.
- **Creation of a new Eastern Entrance** enabling access to the University of Bristol Enterprise Campus, the future Temple Island development and other surrounding developments. In the longer-term eastern entrance will help catalyse the regeneration of St. Philip's Marsh by opening up the station to this area. It also provides a convenient access to the east of the city, benefiting existing communities.
- **Replacement of the Redcliffe Roundabout** with a signal-controlled junction. This will open up a major site for city centre housing with an integrated bus priority scheme which supports strategic transit aspirations.
- **Wider Enabling works for Housing** to ensure housing delivery can be realised including utilities and public realm works, permeability links and district heating network extension, amongst other things.
- **Lease extinguishment at Temple Gate public owned sites** to release them for housing
- **Lease extinguishment at Mead Street Public owned sites** to release them for housing

This phase will deliver approximately 2,500 new homes by 2032 and facilitate around 2,200 gross direct jobs in the area.

Phase 2- St. Philip's Marsh

Phase 2 of the Regeneration Programme is focused on St. Philip's Marsh, a major regeneration area to the east of the station, totalling 65 hectares. Development of St Philip's Marsh will require a programme of enabling works, including major investment in strategic flood defences and land assembly.

This phase is anticipated to deliver approximately 7,500 new homes and facilitate around 19,800 gross direct jobs in the area.

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A business case has been submitted to Central Government which seeks £95.8m funding (in nominal terms) for the essential enabling and strategic infrastructure and land assembly required to bring forward the Phase 1 of the Bristol Temple Quarter Regeneration Programme. This phase will deliver approximately 2,500 new homes by 2032 and facilitate around 2,200 gross direct jobs in the area. These investments are focused on essential works to address severance created by Bristol Temple Meads, relocate station car parking and redirect highway access, and develop new public realm, as well as funding to consolidate fragmented land ownership and support the relocation of existing tenants.

The bid was developed in Partnership between Bristol City Council, the Combined Authority, Network Rail and Homes England (BCC / CA/ NR / HE) from January 2020 and submitted to MHCLG in November 2020 for consideration as part of Comprehensive Spending Review (CSR) 2020. Due to the impacts of the Covid-19 pandemic, the CSR 2020 was delayed, and a decision is expected in the CSR 2021, scheduled for later October 2021. The impact of the funding decision has delayed a meaningful commencement of the Phase 1 projects.

In the meantime, the Bristol Temple Quarter Regeneration Programme has maintained some momentum through existing funding; primarily through the FEAS-F funding for the Temple Quarter Masterplan which has funded the Development Framework to cover the regeneration project area. The remainder of this funding is fully forecasted for 21/22 to enable the completion of the Development Framework in accordance with the grant letter terms.

Without a further injection of funding, the momentum on Bristol Temple Quarter Regeneration Programme will need to be paused.

Development Framework Engagement and Consultation Strategy

The subject of this Feasibility and Development Funding Application is to secure funding to carry out the Engagement and Consultation Strategy in relation to the draft Development Framework.

The Development Framework examines and reimagines the long-term future of the regeneration 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 completed Development Framework will be a key document in supporting the regeneration programme and will also assist in ensuring development coming forward in the regeneration area aligns with the vision.

The Development Framework is currently in draft and cannot progress to completion until it has been subject to a city-wide programme of engagement and formal consultation. The existing Temple Quarter budget cannot cover the Engagement and Consultation Strategy and it has been developed as far as it can without further investment. The Engagement and Consultation Strategy will shortly need to be paused until further funding can be sourced.

Pausing the Engagement and Consultation Strategy is likely to impact on the regeneration vision and the Development Framework as follows:

- Developments have, and will continue to, come forward in the short term and without an endorsed Development Framework it is challenging to resist developments which do not align with the regeneration vision. This could undermine aspects of the regeneration programme.
- The Development Framework will, as time moves on, will become outdated before it is endorsed which presents challenges, particularly around engagement and consultation.

The funding ask in relation to the Development Framework Engagement and Consultation

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Strategy will deliver a Development Framework which is capable of endorsement by Bristol City Council Cabinet which provides support to the emerging policy basis for the regeneration programme.

Mead Street Development Brief

This aspect of the Feasibility and Development Funding Application is to secure funding to prepare a Development Brief to cover the Mead Street Character Area.

The Development Framework envisages that the Mead Street Character Area will deliver a residential led neighbourhood with workspaces, retail offer and community facilities. In terms of the proposed residential development, Mead Street is projected to deliver a critical mass of the Phase 1 housing delivery, approximately 1500no. units. It was anticipated that the delivery of Mead Street would be a medium-term prospect and be delivered in 5-20 years.

Two developers have expressed an interest in developing 4ha of the 5.6ha Mead Street Character Area which would provide an opportunity for early delivery of a significant number of housing units. Whilst early delivery is positive, it is clear from discussions with the developers that they intention is to progress the development in isolation of each other and the wider character area and without regard to the wider aspirations for Temple Quarter. Notwithstanding this, planning policy challenges also exist since the site is a protected employment site in the adopted Local Plan.

A Development Brief therefore needs to be produced at pace to set out design principles and concepts for the area, particularly in respect of:

- Land Use;
- Scale and Massing;
- Access and Movement;
- Public Open Space and Public Realm;
- Low Carbon Neighbourhood; and
- Ecological Enhancements.

The Development Brief would provide a clear guide in terms of what the emerging context is for the Mead Street Character Area which would assist in ensuring that early development opportunities within the area align with the regeneration vision as set out in the Development Framework. It is anticipated the Development Brief would become an endorsed document and a material planning consideration in the determination of planning applications relating to the area.

The funding ask subject to this application will deliver a Development Brief which is capable of endorsement by Bristol City Council Cabinet which will support the policy basis for the regeneration programme and assist decision making in relation to the forthcoming planning applications being promoted by the private sector.

Strategy Development

This element of the Feasibility and Development Funding application is essential to enable a range of strategies to be developed which address key issues including, but not limited to:

- Flood Risk;
- Economic Development and Skills;
- Land and Property; and
- Waste Transfer Station Relocation.

Without funding to facilitate strategy development the key issues are likely to be dealt with, where possible, on case-by-case basis leading to disjointed outcomes, this is particularly a concern in relation to the economic development and skills. For example, sites within the regeneration area

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are coming forward now and without an Economic Development and Skills Strategy. It is proving difficult to secure outcomes which support the overall programme.

In terms of flood risk, it is widely recognised that a comprehensive strategy is required to address flood risk in St. Philip's Marsh, and a piecemeal approach is unlikely to be possible, viable or achieve long term flood protection. A flood strategy is urgently required to detail what infrastructure is required, the likely funding requirements and an implementation strategy. St. Philip's Marsh has the capacity to deliver approximately 7000no. dwellings which is a significant contribution at both regional and local level.

The Land and Property and Waste Transfer Station Relocation are also key to ensure land assembly takes place when and where required across the regeneration area and that incompatible land uses are relocated where necessary.

Other strategies are also likely to be required and it is requested that flexibility is applied to this funding stream to ensure monies can be used for the necessary strategy development, subject to agreement with the West of England Combined Authority through their approvals process.

The development of strategies at this early stage is essential for a regeneration programme of this size and national significance. Without a funding injection now, there are concerns that the regeneration programme will not achieve the best and maximised outcomes in an efficient manner for the region, particularly in terms of housing delivery and economic growth.

Strategic fit

Bristol is a successful and resilient economy, and the city was the only net tax contributor outside of London and the South East to the Exchequer. The city is the focal point for a wider West of England regional economy that has grown rapidly in recent decades, with high-levels of resident skills and employment and private-sector investment. As with any fast-growing area, prosperity has not been uniformly shared across the city region, and housing supply has struggled to keep up with demand, leading to affordability issues. The Phase 1 interventions will transform the area around Temple Mead Station with exemplar of place-making and connectivity, including a wide range of uses from incubator space to high-density housing creating a vibrant and resilient quarter which will further improve the attractiveness of Bristol as a place to live, work and visit.

Specifically, the Engagement and Consultation Strategy will enable the following which directly support the strategic case for investment:

- The Development Framework provides the public, investors, landowners, developers and other interested stakeholders with confidence about the future of the regeneration area.
- The Development Framework once completed and endorsed will provide a document that will support decision making in relation to the regeneration area.
- The Development Framework also provides an evidence base which can inform the emerging West of England Combined Authority Spatial Development Strategy and the emerging Bristol City Council Local Plan.

Specifically, the Mead Street Development Brief will enable the following which directly supports the strategic case for investment:

- Ensure that development at Mead Street aligns with the wider regeneration vision.
- Once endorsed, the Development Brief will become a material planning consideration in the determination of planning applications.
- The Development Brief will support the delivery approximately 1500no. units which will contribute to the housing land supply in Bristol.
- The Development Brief will support the delivery of varied workspaces which will contribute to a creating a resilient economy.

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Specifically, Strategy Development will enable the following which directly supports the strategic case for investment:

- A Flood Risk Strategy to be developed to support the delivery of maximum housing units within St. Philip's Marsh to support the regional and local housing need.
- An Economic Development and Skills Strategy will ensure opportunities for new jobs, training and skills, education facilities, meanwhile uses, etc. are maximised and respond to national, regional, and local needs (taking account the outcomes of the ELSNA and ELS).
- Following on from the above point, a bespoke approach to economic development and skills will ensure the differing nature of each character area identified in the Development Framework, which will yield different economic benefits, is recognised and a targeted approach for each area is developed. This will ensure, amongst other things, that employment typologies and growth sectors are concentrated in the right locations to maximise outcomes.
- A Land and Property Strategy will ensure key sites are acquired and/or assembled to maximise development potential across the regeneration area. It also enables key sites to be acquired for specific uses, for example, employment, housing (including affordable housing), education, etc. to ensure regional and local needs met.

Please note, this application is submitted in parallel with similar applications which relate to other priority projects within Phase 1 of the Bristol Temple Quarter regeneration programme (the Southern and Northern Gateway). The Southern Gateway is an important project to the delivery of Mead Street since it provides a convenient access to Bristol Temple Meads Station which will support the access and movement of the new community and associated workspace. The Engagement and Consultation Strategy supports all the priority projects by enabling the Development Framework to be published and, ultimately, ensuring all key stakeholders are kept informed on the regeneration programme. The need to develop strategies to maximise the development outcomes permeates throughout the regeneration programme, including the priority projects identified in this application and the accompanying applications. Due to the interrelated nature of the priority projects, the following details in relation to the economic benefits apply to all. Key aspects relating to the Engagement and Consultation Strategy and the Mead Street Development specifically will be identified where appropriate.

At a regional level, Bristol Temple Quarter would become a major destination for the region. It would enable the creation of a resilient new community anchored by robust public transport connections which will unlock a unique and innovative mix of employment, education, housing and leisure development as well as other required services. The regional significance and connectivity of Bristol Temple Quarter will attract new employees and residents, while also acting as a catalyst for future development throughout the West of England, helping to address some of the region's challenges.

Bristol Temple Quarter Regeneration Programme also meets the national government objectives particularly the following in relation to national government housing policy objectives:

- Delivering more homes;
- Providing affordable housing;
- Unlocking public sector sites;
- Regenerating brownfield sites; and
- Building beautiful places.

The Phase 1 interventions will also address wider national government priorities including, but not limited to, driving a strong and sustainable post-Covid recovery and delivering on the levelling up agenda.

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Economic Benefits:

The Bristol Temple Quarter Regeneration Programme will deliver wide ranging economic benefits including:

- Approximately 10,000 homes (2,500 in Phase 1); and
- Approximately 22,000 jobs (with 2,200 jobs in Phase 1).

The Mead Street is an opportunity to provide approximately 1500no. residential dwellings, workspace, retail and community development and associated public open space and realm improvements on land which is currently underutilised.

Strategy Development relating to key issues will be fundamental to unlocking the economic benefits referred to above.

Scheme Delivery and Cost:

Engagement and Consultation Strategy

The Temple Quarter Joint Delivery Team and dedicated staff members from Bristol City Council external Communications & Consultation Team will deliver the Engagement and Communication Strategy in collaboration with the communication teams within the partner's organisations.

To outline the delivery of the strategy, it has been split into three phases as detailed below.

Phase 1: Early Engagement

Early engagement has taken place already including face to face focus groups with communities from the local area, online surveys, and regular updates via the Temple Quarter website. These initial engagement activities inform the draft Development Framework.

Phase 2: Engagement Taking Place Now

Early business and community engagement via letter, surveys and bulletins is currently taking place. Summarised engagement documents are currently being prepared to supplement the Development Framework to ensure the information is widely accessible.

In parallel to the above, a comprehensive city-wide Engagement and Consultation Strategy and associated resource plan to inform Phase 3 is in the final stages of development.

Phase 3: Future Engagement and Formal Consultation

City wide consultation is due commence later in 2021, subject to funding, to enable stakeholders across the city to review and comment on the Draft Development Framework.

Wide ranging engagement activities and events are planned to take place in advance of the consultation and to supplement it whilst it is live. Engagement activities include (but not limited to):

- Tours of the character areas;
- Pop up 'Idea Hubs',
- Digital engagement;
- Creative engagement activities; and
- School information packs.

Following city wide consultation, the Development Framework will be reviewed, amended if necessary and finalised. It is anticipated that it will be presented to Bristol City Council Cabinet for endorsement in during 2022.

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Mead Street Development Brief

The Mead Street Development Brief is being led by the Temple Quarter Joint Delivery Team with support from external consultants and input from Bristol City Council service departments. The Development Brief delivery has been split into two stages which are detailed below.

Stage 1: Preparatory Works

Stage 1 has commenced due to the timescale constraints discussed above (in relation to one of the developers is seeking a planning application determination by May 2022 to enable them to activate lease break clauses).

Stage 1 includes all the preparatory work required to inform the design principles and concepts of the final Development Brief. This has required desk-based assessments of available information, site visits, lengthy discussions with Bristol City Council service departments and a series of workshops to facilitate collaboration with the two developers. This work is ongoing, and it is likely further workshops with BCC service areas and the developers will be required.

Engagement with the local community, businesses and stakeholders is due to take place in October 2021.

It is anticipated that Stage 1 will be completed in late October 2021, subject to funding.

Phase 2: Development Brief Preparation

Following the work carried out in Stage 1, the Development Brief will need to be written and formally consulted on (Stage 2). Stage 2 has not yet commenced and is subject to funding.

The projected timescale for the Development Brief is:

- Draft Development Brief by late 2021;
- Formal consultation early 2022; and
- Presented to Bristol City Council Cabinet for Endorsement in Spring 2022.

Strategy Development

The development of strategies will be led by the Temple Quarter Joint Delivery Team with support from external consultants and input from Bristol City Council service departments in collaboration with the partners.

The delivery programme for strategy development is anticipated to be take place over the next three years. Each strategy to be development will be informed by a comprehensive scope and programme which will be agreed with the West of England Combined Authority in respect of each strategy.

8. Please set out how the activities to be undertaken through this Feasibility and Development Funding Application will be managed and resourced. If use of consultants or other third parties is proposed please describe how these have been, or will be, procured.

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Details:

Engagement and Consultation Strategy

The Temple Quarter Joint Delivery Team and dedicated staff members from BCC External Communications & Consultation Team will deliver the Engagement and Communication Strategy in collaboration with the communication teams within the partner's organisations.

Internal input from Bristol City Council will be provided throughout the project, particularly in relation to cultural and business engagement, historic environment, legal and property.

External consultants will support the delivery of the Engagement and Communication Strategy by providing services to meet the project requirements, this will include consultants with expertise in community engagement. These services will be procured in accordance with Bristol City Council's and the West of England combined Authority's requirements.

Mead Street Development Brief

The Mead Street Development Brief is being led by the Temple Quarter Joint Delivery Team.

Internal input from Bristol City Council will be provided throughout the project, particularly in terms of planning, city design, legal, property, transport, economic development and communications.

External consultants will support the delivery of the Development Brief by providing multi-disciplinary services to meet the project requirements. These services will be procured in accordance with Bristol City Council's and the West of England Combined Authority's requirements.

Strategy Development

The development of strategies will be led by the Temple Quarter Joint Delivery Team with support from external consultants and input from Bristol City Council service departments in collaboration with the partners.

Internal input from Bristol City Council will be provided throughout the project, particularly in terms of planning, city design, legal, property, transport, economic development and communications.

External consultants will support the delivery of each strategy. These services will be procured in accordance with Bristol City Council's and the West of England Combined Authority's requirements.

Funding needs to be managed by WECA from its Investment Fund to ensure any risk of revenue reversion is mitigated.

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9. What output will be produced using the funds awarded as part of this Feasibility and Development Fund Application, and when will this be completed?

	Mark with an X	Date (mmm/yy)
Feasibility Study Report	<input type="checkbox"/>	
Option Development Report	<input type="checkbox"/>	
Option Assessment Report	<input type="checkbox"/>	
Outline Business Case	<input type="checkbox"/>	
Full Business Case	<input type="checkbox"/>	
Second Stage Skills Capital Application	<input type="checkbox"/>	
Other (please state)	<p style="text-align: center;">X</p> <ol style="list-style-type: none"> 1. Development Framework which has been subject to comprehensive engagement and consultation and capable of endorsement by Bristol City Council. 2. Mead Street Development Brief. 	<ol style="list-style-type: none"> 1. June 2022 (Formal Engagement and Consultation ends) March 2024 (consultation and engagement resource ends) 2. June 2022 (ongoing work required anticipated to be required up to March 2024)

10. When do you plan to start and complete your project and what are the main project milestones? Please include the milestones related to the feasibility or development work to be undertaken through this application **and** the milestones for the subsequent implementation phase through to completion.

A. Milestones for the activities through this Feasibility and Development Funding

Milestone	Date (mmm/yy)
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Development Framework which has been subject to comprehensive engagement and consultation and capable of endorsement by Bristol City Council.	June 2022
Mead Street Development Brief.	April 2022

B. Planned milestones for scheme development or delivery beyond this initial phase.

Milestone	Date (mmm/yy)
N/A	N/A

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11. Application sign off by the promoting organisation:

Senior Responsible Owner	Name:	Stephen Peacock
	Signature:	
	Date:	15 th September 2021

Section 151/Chief Finance Officer *	Name:	Denise Murray
	Signature:	
	Date:	15 th September 2021

* Where WECA are the applicant this should be signed by the appropriate Director/Head of Service