

Cabinet

4 October 2016



Report Title: *Approval of Temple Quarter Spatial Framework*

Ward: *Citywide*

Strategic Director: *Barra Mac Ruairi, Strategic Director Place*

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Purpose of the report:

This report is to gain Cabinet approval for the adoption of the 'Bristol Temple Quarter Spatial Framework' as a material consideration for use in determining planning applications in the Temple Quarter area, and the approval for two supporting documents:

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

Recommendation for the Mayor's approval:

That the Mayor approves the adoption of the following documents for use as material consideration in determining planning applications in the Temple Quarter area:

- Temple Quarter Spatial Framework
- BTQEZ Making People-friendly Streets and Spaces - A Public Realm Guide; and
- Sustainable Urban Mobility Plan.



The proposal:

The proposal:

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 (see Appendix 1: map of the Temple Quarter Enterprise Zone).
- 1.4. The emerging Spatial Framework has been proactively used in a number of ways in recent years including promoting development opportunities to investors, securing funding to deliver upfront infrastructure investment, and providing a briefing tool for the competition to design an arena.
- 1.5. 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 The area includes a range of development sites (a significant number of which are in public ownership), 3km of waterways (harbour, canal and river), and Temple Meads Station – a major transport interchange comprising internationally important heritage buildings. The area is close to the retail, cultural and leisure opportunities in the city centre. 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).

4. Policy Context

- 4.1 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.
- 4.2 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
- 4.3 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.

- 4.4 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.
- 4.5 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 and scrutiny input:

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. Details of the consultation can be found in an accompanying Statement of Community Involvement which has been provided as an appendix.

A primary aim of this consultation was to collect feedback from key stakeholders and members of the public, and this feedback informed 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
- 14.07.2016 - Place Scrutiny briefing
- 11.07.2016 – Cabinet Member briefing
- 17.08.2016 – Place Leadership Team briefing
- 30.08.2016 – Strategic Leadership Team briefing
- 01.09.2016 – Mayoral briefing
- 05.09.2016 – Cabinet Member 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)
01.09.2016 – EZ Strategic Director’s Board briefing

The Spatial Framework was presented to Scrutiny members on 14 July 2016. Issues were raised about the following:

- The future of the adjacent St Philips Marsh area as an employment zone;
- A desire for routes and spaces within the EZ to be accessible and public;
- Concerns about the privatisation of Bristol Temple Meads Station;
- Concerns about traffic impacts on surrounding communities; and
- Concerns about the effect of a new commercial centre on the city centre and existing Hubs.

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. Responses were tailored to the relevant sections of the document. Some areas for further development became apparent through the collation of responses, and are discussed below, and a more detailed summary of key issues and responses can be found in the Statement of Community Involvement.

Key issues raised on the Spatial Framework:

Building heights

Issue: Whilst the majority of survey respondees 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. *Response:* Following further visual assessment work to consider concerns which were raised, we are confident that the development form guidelines provided are robust and allow for the most intense development form possible without causing harm to the area’s historic assets. However, a proposal for a tall building along Bath Parade (BCC owned site directly opposite Temple Meads Station on Temple Gate) has been reduced in height so that it will not have a negative impact on the view to St. Mary Redcliffe Church from Prince Street Bridge. Furthermore, text has been strengthened to clarify that future development around Temple Meads Station should not appear above the roofline of the station complex when viewed from the station ramp.

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).

Response: Opportunities for a greater proportion of residential floorspace have been explored which has resulted in housing targets rising from 2200 dwellings (as identified in BCAP) to 2500 dwellings. This reflects the growing need to deliver more housing in the city, and to ensure that Temple Quarter becomes a lively mixed community, with a proportion of family housing. This will facilitate an element of residential development at most locations in the EZ, enhance the potential for development viability and discourage single use areas being created. Reference to adopted housing policy has been added in respect to affordable housing provision (Policy BCS17 of the Core Strategy and Policy DM3 of the Site Allocations and Development Management Policies). Guidance has also been strengthened with respect to aspirations for employment and community facilities. The need for a secondary school (and potentially a primary school) in or close to Temple Quarter is added.

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.

Response: Retention and re-use of the area's historic assets is an important component of the Spatial Framework. The Heritage Assessment that accompanies the Spatial Framework provides a rigorous analysis of the historic fabric of the area, and the Spatial Framework remains committed towards delivering an innovative regeneration of this area which capitalises on the appropriate retention and re-use of its distinctive heritage assets. The Spatial Framework is considered to provide the appropriate balance between protection of heritage assets and opportunities for reuse and adaptation, consistent with national planning policy and legislation.

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.

Response: Section on Heat Networks to be retitled as 'Environmental Design and Construction', and this will incorporate guidance on a range of environmental measures, as well as clarifying environmental performance standards.

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.

Response: The Local Plan sets out the council's approach to open space provision; proposals would be expected to comply with Local Plan policy. The Spatial Framework promotes the creation of an additional 4ha public space, improving a significant amount of existing space and opening up and reanimating 1ha of historic yard spaces. It also identifies green spaces just outside the EZ which should be improved to support the new community (Spark Evans Park and St. Mary Redcliffe Cemetery). The guidance has been strengthened to include aspiration to increase tree coverage by 50%, place greater emphasis on accessibility for people with mobility difficulties and to propose opportunities for formal and informal play spaces within Temple Quarter near Totterdown Basin and Avon Street Market.

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).

Response: Whilst the Framework sets out the strategic aspirations for the pedestrian and cycling route networks, it does not prescribe whether these routes are shared or segregated – this more detailed issue will need to be addressed for individual public realm projects at the detailed design stage, drawing on emerging guidance on shared space policy currently being prepared by Bristol City Council.

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.

Response: The Spatial Framework will be updated to reflect the latest proposals for the Arena. However, more detailed concerns about the station (including The Friary) will need to be addressed through Network Rail's Station Masterplan. The plans have been updated to show a potential new bus route and stops along Avon Street and Albert Road. Additional guidance on 'way-finding' has been prepared, showing how interchange and movement can be better supported in Temple Quarter. The request to provide a protected corridor for a future rapid transit scheme along The Friary was rejected as there are no proposals for rapid transit in this location and the route is not safeguarded in the Local Plan.

Parking

Issue: Although suggested parking levels for employment uses were well received, concerns were expressed that they may be too restrictive.

Response: The advised parking standard is based on extensive modelling and research; we therefore are not proposing any changes. However, further work is planned to respond to a suggested need for a residential parking standard for the BTQEZ. This will not be included in the 2016 version of the SF but may be added to a future update.

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.

Response: Additional images have been included

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.

Response: As outlined in the SUMP the advised parking standard for businesses in the Enterprise Zone is set at 1 space per 600m². This advised level of parking for the BTQEZ is derived from a number of factors including:

- Extensive modelling of the number of additional vehicles that can be accommodated on the highway network resulting from additional development in the BTQEZ
- Comparative maximum parking standards used in London and the Core Cities
- The location of the BTQEZ in terms of existing access to sustainable travel alternatives

- Evidence from businesses already established in the BTQEZ
- Consistency with the council's Central Area Plan policy on city centre parking levels

Further work is planned to respond to a suggested need for a residential parking standard for the BTQEZ. This will not be included in the 2016 version of the SF or SUMP but may be added to a future update.

With regard to comments relating to vulnerable road users, individual highway interventions within the BTQEZ will be subject to rigorous Equality Impact Assessments which will ensure that the needs of vulnerable users are built into the design of schemes. A note on the accessibility of the BTQEZ by vulnerable groups has been added to the list of SUMP objectives. Finally in response to comments on segregated cycle lanes, the SUMP does not prescribe whether cycle routes within the BTQEZ are shared or segregated – this more detailed issue will be addressed at individual scheme level drawing on emerging guidance on shared space policy currently being prepared by Bristol City Council.

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.

Response: The Public Realm Guide's position on shared space has been made clearer, referencing guidance currently being prepared by Bristol City Council. The document has been strengthened to provide a greater emphasis on disabled access.

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 management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
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
		Impact	Probability		Impact	Probability	
1	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.						

FIGURE 2					
The risks associated with <u>not</u> implementing the (subject) decision:					

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	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	High	High	Continued reliance on policies within the Bristol Central Area Plan	High	Medium	Strategic Director Place

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.

The assessment 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.

Eco impact assessment

Because of the large number of potential environmental impacts associated with the development on a large area, this assessment will cover key impacts only. In addition, A Strategic Environmental Assessment (SEA) screening was carried out by ARUP, which found that the environmental impacts were not significant enough to require a full assessment to be conducted.

The suite of framework documents covers the design and build of developments to connect to the council's adjacent heat network, achieve BREEAM Excellent, and be resilient to minor flooding. It also covers the intent to design buildings, green spaces, public spaces, and transport routes and links to

enhance a sense of place and encourage modal shift and unbroken wildlife corridors. There are targets linked to transport improvements.

The planning process should also require key measures not specifically mentioned in the suite of framework documents: buildings will ideally be designed and constructed to require minimal heating and cooling and maintain a steady internal temperature when maximum outside daytime temperatures are above 30°C for five days or more, due to predictions of increasing summer temperatures and more frequent heatwaves. During building works, site waste management plans, nuisance avoidance plans, traffic management and air quality management plans will also be required, as will any measures necessary to avoid disturbing any protected species on greenfield habitats (including the use of external lighting) and to manage any contamination of ground discovered. Any schools built within the zone should follow the council specifications for schools document produced by the Sustainable City and Climate Change Team.

There will be some harmful environmental impacts associated with building works, but the framework documents, along with favourable location and transport links have the potential to provide accommodation with lower environmental impacts than alternative developments

Resource and legal implications:

Finance

a. Financial (revenue) implications:

The cost associated with the production of the Temple Quarter Spatial Framework is contained within the City Design Service's budget in the absence of additional funding.

Advice given by Tian Ze Hao / Finance Business Partner
Date 17/08/2016

b. Financial (capital) implications:

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

The Framework will provide guidance to existing and prospective investment in the Enterprise Zone (EZ) throughout the designation period to 2037. One of the fundamental principles of EZ designation is the ability to capture projected business rate growth within the designated area and to facilitate the funding of major development and infrastructure projects within the EZ. The Temple Quarter Spatial Framework will promote greater certainty to support the Council's economic, social and environmental objectives for the EZ and surrounding neighbourhoods.

Advice given by Tian Ze Hao, Finance Business Partner
Date 17/08/2016

Comments from the Corporate Capital Programme Board:

c. Legal implications:

The preparation and consultation in relation to the Temple Quarter Spatial Framework demonstrates that the framework is intended to provide an additional tool to shape and guide development in the Temple Quarter Enterprise Zone area and it provides guidance that is ancillary to and supportive of the adopted local plan policy set out in BCAP 35.

S70 of the Town and Country Planning Act 1990 requires that when Local Planning Authorities determine planning applications they shall have regard to the provisions of the development plan so far as it is material to the application and to any other material considerations. This approach ensures the primacy of the adopted development plan in the decision making process.

The Temple Quarter Spatial Framework is non-statutory guidance and forms no part of the adopted development plan. The framework has been through a consultation process – as set out in this report- and this is commensurate with its status as a non-statutory document. The adoption of the Framework will mean that it can be considered as a material consideration in any development control decision, but given its non-statutory status, less weight can be attached to it than local plan policies that have been through more detailed oversight and scrutiny as part of the local plan process.

Advice given by **Joanne Mansfield, Team Leader, Legal (Place)**
Date **5 July 2016**

d. Land / property implications:

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 are 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.

Advice given by **Robert Orrett, Service Director, Property**
Date **4 July 2016**

e. Human resources implications:

There are no HR implications

Advice given by **Mark Williams, HR Business Partner**
Date **10 August 2016**

Appendices:

Appendix 1: map of the Temple Quarter Enterprise Zone.

Appendix 2: Temple Quarter Spatial Framework

Appendix 3: Sustainable Urban Mobility Plan

Appendix 4: Making People Friendly Streets and Spaces – A Public Realm Guide

Appendix 5: Temple Quarter Spatial Framework - Statement of Community Involvement

Appendices 2 - 4 above will be available from 26 September 2016 at the following location:

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

Access to information (background papers):

Background Paper A: Temple Quarter Spatial Framework – Equalities Impact Assessment

Background Paper B: Temple Quarter Spatial Framework – Eco Impact Assessment