

Figure 25 Bristol central highway network © Bristol City Council

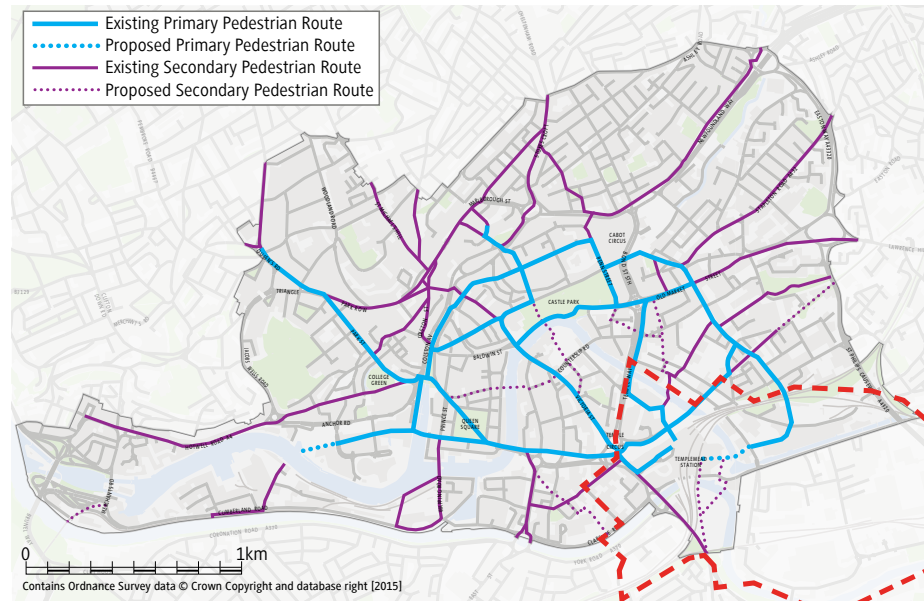


Figure 26 Bristol Central Area Plan pedestrian routes (2015) © Bristol City Council

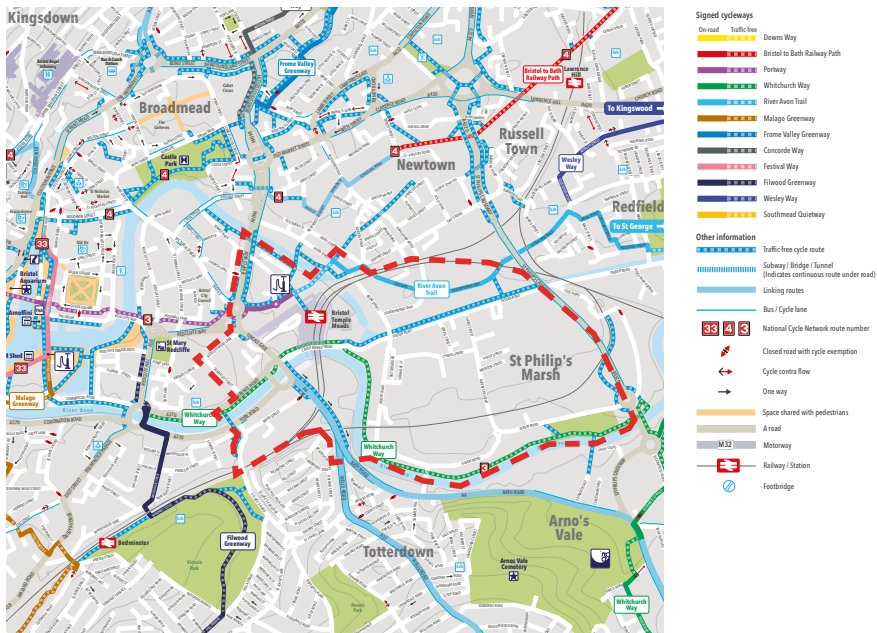


Figure 27 Bristol Central cycle map (2019) © Bristol City Council

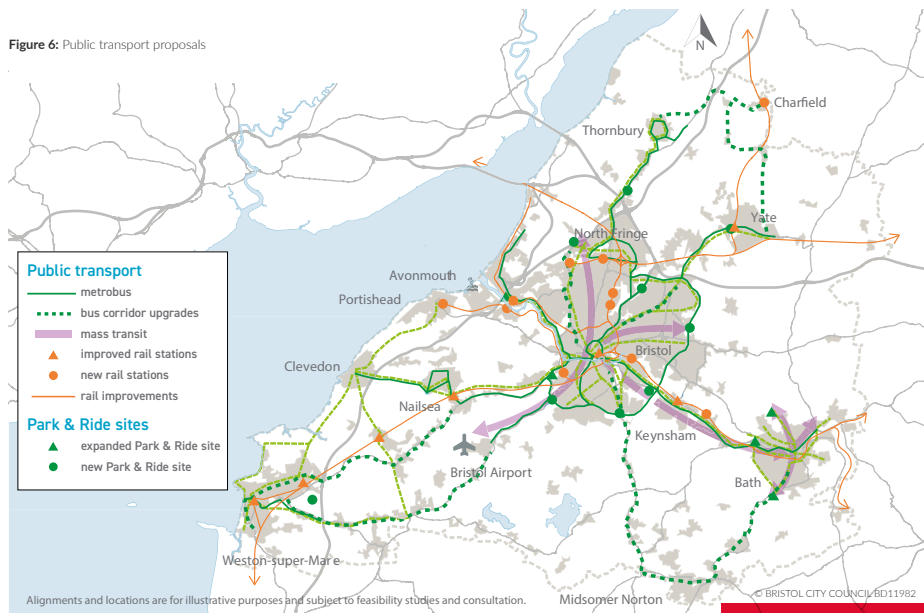


Figure 28 Bristol Transport Strategy public transport routes (2019) © Bristol City Council

Movement in Bristol Temple Quarter & St Philip's Marsh

One of the most significant challenges in redeveloping Bristol Temple Quarter & St Philip's Marsh are the physical and natural barriers in St Philip's Marsh which currently restrict access to the site from a number of key locations. The rail network, canal/waterway, and existing highway network form a nearly continuous perimeter around the St Philip's Marsh area. Vehicular access is limited to the north, east and southern boundary, and further height restrictions exist along the northern access points, as the rail arches limit vehicle type and size. The canal forms a physical barrier that runs east-west through the north of St Philip's Marsh and results in a high degree of severance between the northern and southern sections of the area.

The transport aspirations for the area around the station are characterised by competing needs for space. The station cannot continue to welcome private motor vehicles whilst impeding those who walk, whether out of choice or necessity. However, for some people with disabilities and/or reduced mobility, a motor vehicle may be more accessible than other means. There is thus a balance to be struck, and those making changes to the area have a responsibility to reduce discriminatory barriers.

The way we are moving is changing. The popularity of walking and cycling has increased and new, disruptive technologies (such as ride-hailing and cycle/scooter sharing apps) may continue to transform vehicular travel. Other cities are recognising the benefits from prioritising active forms of transport and Bristol must not be left behind. This masterplan will apply the principles of the Future of Mobility: Urban Strategy (DfT, 2019), including provision for digital wayfinding, electric vehicles and autonomous vehicles.

2.5.9 Parking

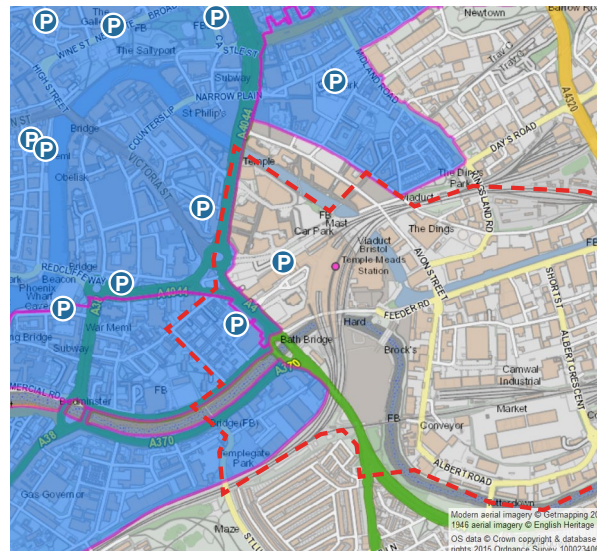
The demand for car, cycle and motorcycle parking in Bristol originates from a variety of sources, including residential, businesses, education and leisure activities. In the city centre there are several designated public car parks but on-street car parking is widely restricted, as shown in Figure 29. There are also additional private car parks inside commercial and residential developments. Public cycle parking in the city centre is typically concentrated at key locations, such as shopping and entertainment venues. Beyond the city centre, parking provision is largely associated with the local land use. For example, the industrial areas of Mead Street and St Philip's Marsh attract small and large vehicles that park on-street and in private forecourts.

Challenges and policy

Car parking is a recurring challenge raised by the public and stakeholders in Bristol. It is important to recognise that future changes to provision cannot be considered in isolation from network capacity. This is acutely felt in cities like Bristol where the population is growing and the physical space for highways is limited. The true remedy is a city-wide shift toward active and public transport, as outlined in Section 2.5.8 above and supported by policy.

The provision of car, cycle and motorcycle parking in new developments is governed by the Bristol Local Plan. Policy DM23 of the Site Allocations and Development Management Policies (2014) sets out maximum provision for car parking for different building uses and minimum provision for cycle parking and parking for disabled people. This policy will be retained in the emerging Local Plan.

The Bristol Central Area Plan (March 2015) does not formally prescribe a reduced level of car parking standards in the city centre but Policy BCAP29 states that, “New private non-residential parking within the city centre will be limited to the essential operational needs of development such as space for service vehicles and pool cars and an appropriate level of disabled parking”. Similarly, the BTQEZ Sustainable Urban Mobility Plan (January 2016) advises a maximum of 1 space per 600m² for B1 (Business) buildings within the Enterprise Zone.



- Key**
- P Public car parks
 - Residents parking zones

Figure 29 Bristol central public car parks and residential parking zone (2019)
© Bristol City Council

Station parking

The north side of the station is currently dominated by surface car parking, much of which is long-stay and used both by rail travellers and commuters. The Station Approach is used for short-stay parking and drop-off, which exacerbates conflicts with taxis, buses, pedestrians and cyclists at peak times. In addition, the Friary area is often used as informal drop-off/pick-up.

This masterplan presents an opportunity to reconfigure the transport interchange to promote sustainable travel choices, improve legibility and accommodate forecast passenger growth. In particular, the relocation of surface car parking around the Northern Entrance is critical to unlocking sites around the station to create a new City Gateway. For more information, refer to Chapter 6.

Strategic objectives

Sustainable transport is a central component of the vision for this Development Framework. As such, one key requirement in this study was to, “minimise private vehicle use throughout the Temple Quarter, and particularly in the immediate vicinity of the station”. By carefully considering an appropriate level of parking within each new development, this Development Framework presents an opportunity to contribute towards Outcome #2 of the Bristol Transport Strategy: “On and off street parking managed efficiently to encourage use of sustainable transport and tackle congestion, while providing options that support the city’s 24 hour economy.”

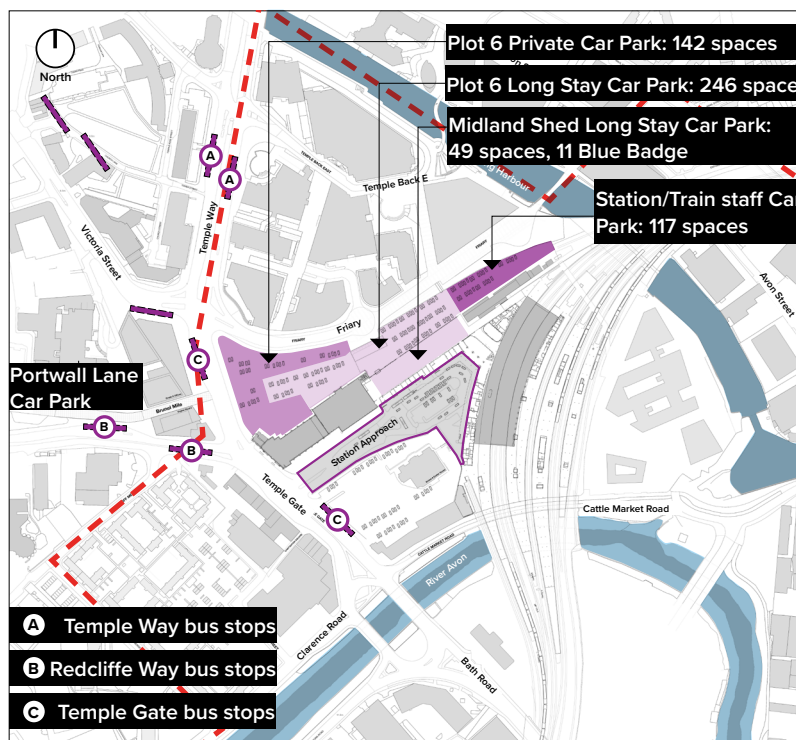
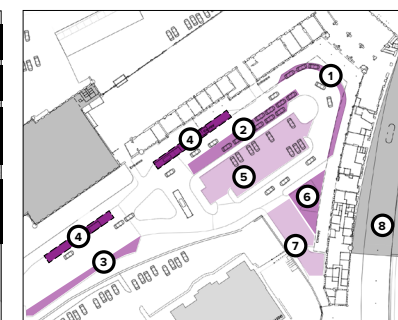


Figure 30 Existing Bristol Temple Meads station interchange



Station Approach Detail

Key

- ① Taxi Rank - 10 cars
- ② Taxi feeder - 20 cars (2 lanes)
- ③ Short stay parking - 8 taxi, 11 general
- ④ 2 bus stops (5 bays) for 7 services
- ⑤ Short stay - 7 Blue Badge, 7 Motorcycle, 20 general, 3 drop-off
- ⑥ Forecourt cycle parking - 104 bicycles
- ⑦ British Transport Police - 10 spaces
- ⑧ Platforms 3/4 cycle parking - 448 bicycles

2.5.10 Public realm and green infrastructure

Bristol is a unique city, in the way the Avon River and the canal and open space network plays such a critical role in the city structure. The integration of Bristol with its water elements and network of parks and urban spaces is a component of its amenity and is perhaps one of the strongest concepts of the original design that has been maintained throughout the evolution of the city. Compared to many cities, Bristol has a large provision of open space. Despite this abundance, the quality and vitality has yet to be realised. The Bristol Temple Quarter Development and St Philip's Marsh Framework area currently has very little publicly accessible and usable open space and suffers from a general poor treatment of public realm.

Only approximately 2% of the Development Framework area is currently designated for open space. This is exacerbated further due to severance issues created by the River, canals and rail infrastructure. The Development Framework area lacks functional open space at every level, creating opportunities for new open space. As the population grows so does the importance of, and pressure on, the open space network. The requirements of a growing population highlight the necessity for the Development Framework area to capitalise on its existing waterfront amenity. Investment is needed to transform its underutilised waterfront areas into relevant and attractive open spaces for the Bristol of tomorrow.

The Canal and River have relatively good coverage in terms of utilisation for walking and cycling purposes, however several opportunities exist for greater connectivity to the wider context as well as and general quality and capacity

improvements. There is a shortfall in clear linkages to open space from group and local centres. Sparke Evans Park, the most significant green space on the site is somewhat isolated within the urban environment. These spaces are not well defined or integrated with their surrounding centres and residential areas. Additionally, they lack a presence or connection with the city centre, a missed opportunity to capitalise upon river front amenity. The Avon River, Feeder Canal and rail infrastructure all provide major connectivity opportunities as a strong continuous open space corridor. The edges of the waterways are currently underutilised, with its connectivity diluted poor legibility, safety and quality, with limited crossing points and unrealised connections to centres.

The edge conditions of the Development Framework area's waterways vary considerably along its length. Inactive edges, where there is no pedestrian access or building activation account for more than 40% of the river edge profile. Semi-active edges, where there is pedestrian access but no engagement with built form or landscaping accounts for 50% of the river and canal edges, creating some areas with low levels of passive surveillance. Only 10% of the river and canal edge could be considered either active or amenity space, referring to the Sparke Evans interface with the river, and areas of the Floating Harbour. Opportunities exist to improve the urban interface with the linear park network in these locations, not only to address possible issues associated with a lack of surveillance, but to unlock the significant recreational and environmental value of the area's waterways.

Sparke Evans Park is the only formal green space park within the Development Framework area, however the River Avon, Feeder Canal and vegetated areas of railway infrastructure

and industrial sites all fall within Bristol Temple Quarter & St Philip's Marsh and contribute to a network of wildlife corridors. The River Avon is a designated Site of Nature Conservation Interest (SNCI) and includes salt marsh vegetation along the tidal river, together with a mosaic of bank-side habitats. The Feeder Canal is also a designated SNCI and forms part of the Floating Harbour, which provides a predominantly fresh water habitat for fish, water-bird populations and other wildlife. Railway lines, sidings and industrial areas have been colonised by vegetation in places, also contributing to wildlife habitats.

This Development Framework presents an opportunity for focussed investment in public realm and green infrastructure to enhance city life and complement new liveable neighbourhoods. This could include integration with movement routes, flood defences, community space for a more inclusive and sustainable future.



Figure 31 River Avon (above), Feeder Canal (below)

2.5.11 Diversity and inclusion

Bristol is a city that wants to celebrate and promote the diverse communities that live here. There is an established strategic base to support this, including the Urban Living SPD, One City Plan and Bristol Children's Charter, as well as the five Equality Objectives set out in the Council's Equality and Inclusion Strategy.

The Temple Quarter Development Framework provides an exciting opportunity to ensure the area is designed, built and managed in a way that brings together communities, now and in the future.

The demographic data shows that figures for Bristol sit largely in line with those of England as a whole. The only major exception to this is the number of people living in deprived areas. Bristol has a significantly higher number of people living in deprived areas when compared nationally.

The renewal of Bristol Temple Meads and the surrounding area presents a unique opportunity to improve its accessibility and inclusion. An inclusive transport network not only improves the experiences of disabled passengers, but also contributes to delivering wider socio-economic benefits, enabling people to partake in employment and social activities, in turn contributing to improved wellbeing and reduced isolation.

In this Development Framework, we will challenge ourselves to do all we can to ensure that diversity and inclusion is central.

2.5.12 Sustainable and inclusive growth

Sustainable development is often described using the Brundtland Report definition as, "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". Bristol has declared a climate and ecological emergency and aims to be a carbon neutral, climate resilient, ecologically resilient and wildlife-rich city by 2030.

Not re-inventing the wheel

This study does not propose a new model or framework for sustainability. Instead, it is based on sound application of first principles of economic, social and environmental sustainability that are already embedded in all levels of policy, from the National Planning Policy Framework down to the Urban Living SPD.

During the delivery of this Development Framework it is almost certain that best practice, policy and regulation for sustainable development will be strengthened. The urgency of the climate crisis and the pace of technological change could have far-reaching implications for social, economic and political structures, which will certainly impact town planning and development. Development should be aim to be net zero carbon, resilient to the changing climate and incorporate multi-functional green infrastructure that makes space for nature and enhances the climate resilience of the city. Thus, the proposals for this area should be intentionally flexible to accommodate new ideas and direction towards a more sustainable future.

Inclusive growth

It is worth noting that there are many shared principles between sustainability and inclusivity. Inclusive growth is an essential and integral part of the Mayor's One City vision. The economic theme of the One City Plan underlines the role of inclusive growth with its aim that by 2050 everyone in Bristol will contribute to a sustainable, inclusive and growing economy from which all will benefit.

The economy theme consists of three main objectives. First, tackle persistent worklessness and economic exclusion. Second, economic growth through boosting productivity and, third, improved integration between neighbourhoods and employers.

This Development Framework will seek to address these challenges, within its remit, through intelligent application of urban design principles to create a flexible set of proposals that can foster inclusive growth.

2.5.13 Stakeholder engagement feedback

This project has undertaken numerous engagement and consultation activities to communicate and influence each stage of development. These included a range of stakeholders, including the client team, professional stakeholders and the public.

In addition, representatives from local protected characteristic groups were consulted to assess potential impacts under the Equality Act 2010.

Engagement with the client partners was undertaken throughout the project in regular meetings, including the project board, steering group and strategic board (described in Section 1.1.5).

Consultation with professional stakeholders (e.g. transport operators and Historic England) and other parts of the client bodies (e.g. Bristol City Council highways team) were typically undertaken in topic-specific workshops when appropriate.

Local community and business engagement sessions followed two phases:

Phase 1: You said, we're listening

Gathered feedback on what is good and bad in the area today and aspirations for its future

Phase 2: You said, we're doing

Presented emerging ideas and recorded feedback to refine the proposals

Further engagement is expected to be undertaken to disseminate the final Masterplan and Development Framework and consult on the next stages of project design.

Improve the pedestrian and cycle network

Showcase what this city is all about and have a uniquely Bristolian "wow factor"

Provide accessible public spaces

Consider future workspace models and the changing needs of the modern workspace

Consider quick win opportunities to provide much needed social infrastructure

Responses are summarised in more detail in Appendix E.

TOP SIX PRIORITIES



1. Routes for pedestrians and cyclists (46%)



2. High quality public spaces (38%)



3. Connections between different types of transport (35%)



4. Station capacity and ease of use (34%)



5. Green and open spaces (34%)



6. Events, public art and entertainment (29%)

(Online consultation via Bristol City Council Consultation & Engagement Hub, February to April 2019)

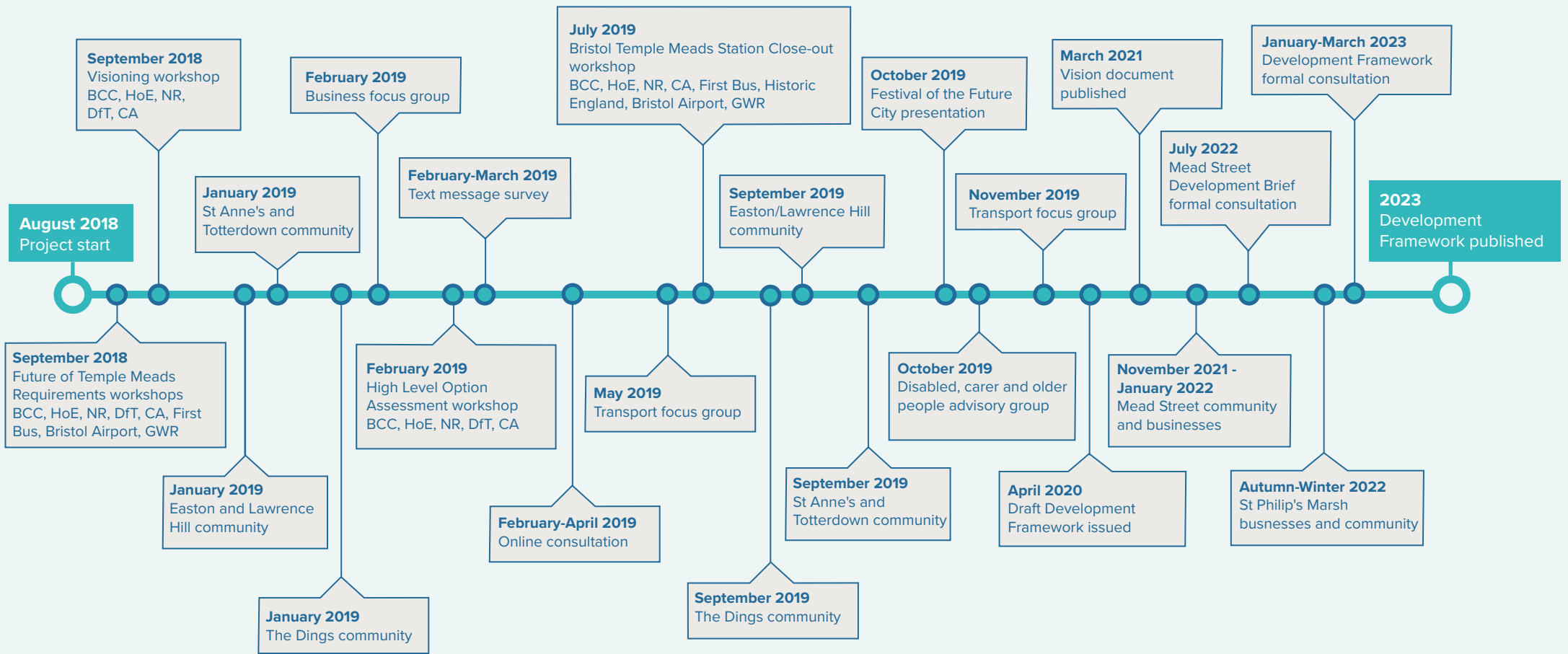


Figure 32 Timeline of stakeholder engagement

2.5.14 Engagement September 2022 to April 2023

Since September 2022 a more comprehensive programme of engagement and consultation has taken place to build awareness of the regeneration programme, engage with communities and businesses, and consult on the Mead Street Development brief and draft Temple Quarter Development Framework. This has included the following:

Mead Street engagement and consultation (22nd November 2021 to 7th January 2022)

Engagement with local businesses and community to inform a draft Development Brief. The Mead Street Development Brief was endorsed by Bristol City Council's Cabinet in August 2022, following formal consultation between 20th May and 4th July 2022.

Business engagement (Autumn 2022)

A focused period of engagement with businesses in St Philip's Marsh, which included a survey, door knocking and meetings, and the establishment of regular round table meetings, chaired by the Mayor of Bristol, as well as regular news letters

Community engagement (ongoing)

Briefings have been organised for organisations and stakeholder groups. Regular walking tours are carried out to explain the changes, specifically focused on the changes proposed in and around Bristol Temple Meads Station. Continuing opportunities for schools and university engagement, including tours and workshops.

Consultation on the draft Temple Quarter Development Framework (10th January to 8th March 2023)

Multi-faceted consultation to ensure that engagement reached a variety of different groups and communities, including those less-heard-from. This included:

- Online information and survey, available in different formats
- Creative engagement activities, with a focus on young people and those in the Barton Hill area
- Drop-ins across the area
- Online and in-person briefings and feedback sessions
- Workshops and events with several identified communities
- Walks and talks
- Media briefing with local media outlets
- Workshops with young people

A significant amount of feedback was received, across the range of consultation activities that took place. Feedback from these activities has informed updates to the final version of Development Framework. Feedback that was not directly related to the content of the draft Development Framework has been recorded and will be used to help to inform more detailed proposals for Temple Quarter as they are being developed.

Key themes were regularly cited, including:

- the type and amount of housing and employment
- accessibility in and around Bristol Temple Meads
- travel routes and sustainable travel, particularly walking and cycling infrastructure
- the provision of community infrastructure;
- and the range of green and blue spaces that might be created or enhanced

There were also suggestions for how specific aspects of the proposals could be taken forward.

Respondents were asked to what extent they agreed or disagreed with the Guiding Principles within the draft Development Framework. There was a high level of agreement with the principles:

Guiding principle 1: Integrated & Connected - 91% agreement

Guiding principle 2: Inclusive Economic Growth - 87% agreement

Guiding principle 3: Quality Places - 89% agreement

Guiding principle 4: Quality Spaces - 89% agreement

Guiding principle 5: Vibrant & Creative Communities - 88% agreement

79% of respondents agreed with the Guiding Principles in relation to proposals at Temple Gate, and 84% agreed in relation to St Philip's Marsh.

A full consultation report can be found at www.bristoltemplequarter.com

2.5.15 Additional considerations and uncertainties

The impact of wider macro factors affecting the UK and global economies have introduced uncertainties and potential challenges to some of this Development Framework's outcomes. This section briefly explores potential impacts and considerations that may influence the next stages of design and implementation.

COVID-19

The immediate impacts of COVID-19 caused dramatic disruption to many aspects of city life. In response to the need for social distancing, patterns of movement, work and social life shifted in a short period of time. The ripples of the virus have also directed the attention of citizens and policymakers toward topics such as neighbourhood life, supply chains, care for children and older people, and the allocation of physical space in the public realm. For instance, In May 2020, Bristol City Council announced an acceleration of planned transport improvements, including pedestrianising the Old City, introducing bus priority over Bristol Bridge and other walking and cycling improvements.

This Development Framework has not been designed to accommodate pandemic conditions, such as social distancing, widespread home working and minimal use of public transport. By its nature, this study is primarily concerned with medium to long-term development in Bristol, as such there is still a degree of uncertainty to the long-term impacts of COVID-19. However, as we emerge from post-pandemic recovery, it is essential to consider COVID-19 impacts as a critical aspect of medium to long-term development and effective place-making in Bristol.

Cost of Living Crisis

Post-pandemic, strong growth was forecast across global economies as health restrictions eased and consumer spending expected to increase. However, this recovery has been significantly affected by the wider cost-of-living crisis, which has become a significant factor impacting on consumer habits, housing affordability and fuel poverty amongst others.

Supply chain disruption during the pandemic has been further disrupted by the war in Ukraine affecting energy supply and subsequent policy decisions. Combined with rapidly rising inflation, this has negatively impacted development costs and household spending through tightened consumer credit conditions and intense cost pressures. Inflation (CPI) is forecast to peak at 11.8% in the coming months, before falling back gradually during 2023 but still remaining high (Institute of Fiscal Studies, October 2022).

Climate Emergency

All around the world, policymakers and citizens have drawn parallels between the COVID-19 pandemic and the climate emergency. UK carbon emissions dropped temporarily in spring 2020, but have since recovered to pre-lockdown levels, re-emphasising the need for action on net zero commitments.

As the UK government hosted COP26 in November 2020, it is expected that investment in low carbon infrastructure may have a role to play in the pandemic recovery and subsequent economic growth prospects. The Development Framework will need to consider such opportunities as part of its focus on sustainable and inclusive development.

Planning

Despite the disruption of the pandemic and the current crises, the national and local planning system is recognised as part of the solution. A RTPI paper 'Plan the World We Need' emphasises growing calls for a green recovery, that "*planning is essential for delivering change on the ground...As the recovery gains pace, planning will be critical for directing investment to solutions which balance economic, social and environmental objectives.*" (Royal Town Planning Institute, 2020).

This has been followed by another RTPI paper 'Green Growth Boards' which builds upon the green recovery and proposes bringing together the local authority with key stakeholders to address climate challenges through communication, collaboration and innovation (RTPI, November 2021).

In Bristol, a new Local Plan is expected to be adopted in 2024, and other planning tools, such as Supplementary Planning Documents, are still considered robust good practice to achieve the city's strategic objectives.

Summary

Bristol is still a vibrant and attractive city with an exciting future. The pandemic and the current cost-of-living crisis have not fundamentally changed the opportunities that exist in the city, but nor have they solved the infrastructure challenges and inequalities that require action.

In October 2020, Bristol's One City initiative published their Economic Recovery and Renewal Strategy. This includes overarching priorities:

- To seek to reduce poverty and inequality
- To increase the city's resilience and environmental sustainability
- To enhance the economic and social wellbeing of every community

To meet these goals, the strategy is built around three pillars:

- People and labour markets
- Business and investment
- Bristol's places, including Temple Quarter

This Development Framework provides a set of placemaking principles and flexible scenarios for this area of Bristol. Given the present uncertainties, this study is strengthened by its focus on infrastructure, the building blocks of quality places, rather than prescriptive land uses and built form. As such, the need for taking a flexible, collaborative and innovative approach to regeneration and planning the future land uses is more important than ever.

2.5.16 Potential meanwhile uses strategy

Meanwhile uses have the potential to promote new ways of using a space, encourage new businesses to an area and allow new partnerships to form. Importantly, meanwhile uses are seen as a great way to diversify the opportunities available to people in their city centre, helping to improve the quality of Bristol's public realm.

The vision for meanwhile uses in Bristol Temple Quarter is two-fold. Firstly, to create useful public services that everyone in Bristol has the potential to enjoy or find benefit from. Secondly, to positively promote the area, helping to change the public's perception in the creation of a new "urban quarter."

Three locations are identified for potential strategic-scale meanwhile uses. Assessment of the feasibility of these locations, and potential for other locations of varying scale, could be explored as part of an emerging strategy.

1. Temple Square
2. Sparke Evans Park

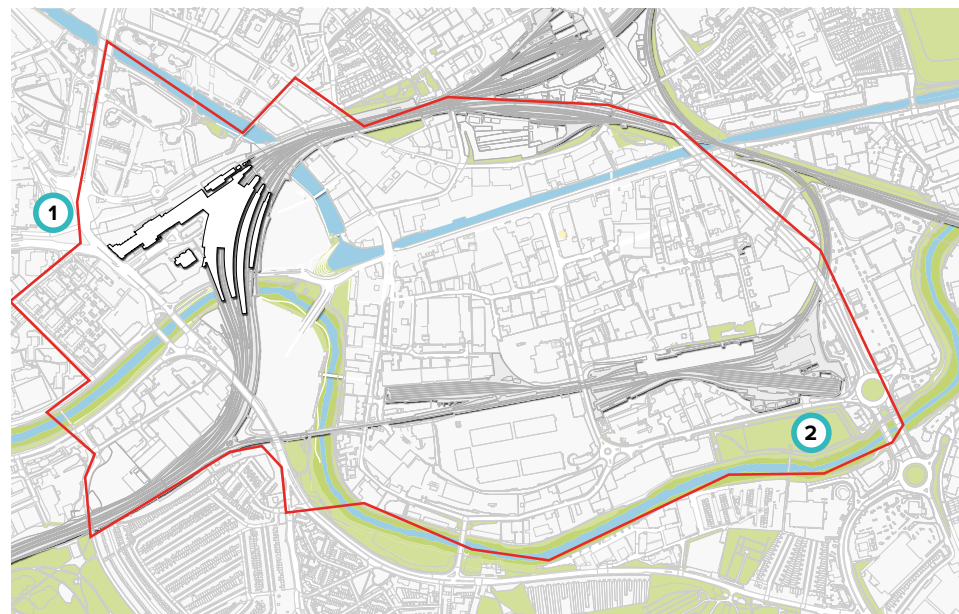


Figure 33 Meanwhile use sites

TEMPLE SQUARE



Opportunities

Well connected to Temple Meads station, with a high existing footfall

Highly prominent site at the heart of the early delivery phases of the masterplan

Capacity to sustain viable commercial operations and promote a changing focus for the area, including food stores

Can be delivered as part of the station and City Gateway programme

Constraints

Land ownership and development time-frames may limit availability of the site

Must be accessible to the whole community and not purely a commercial focus relating to the station

Potential meanwhile uses

Site for visitor centre/exhibition, either in a temporary or permanent capacity

Retail and leisure use activity to support increased residential and office capacity delivered by the masterplan



Figure 34 Temple Square meanwhile precedents



Figure 35 Sparke Evans Park meanwhile precedents

SPARKE EVANS PARK

Opportunities

Well connected to St Philip's Causeway

Open space with a known identity

Well located to support existing residential communities to the east and south

Riverside location with ecology resources

Constraints

Site infrastructure is currently limited

Ecology would need to be assessed and protected

Local residential properties (e.g. Paintworks) could be disrupted by evening events

Unlikely to generate additional footfall from Temple Meads area, due to distance

Potential meanwhile uses

Bristol Food Festival

Community music events

Fitness focused events

Site for temporary visitor centre/exhibition

Ecological education events



Pop up food van



Pop up plant nursery and farm



Urban beach event



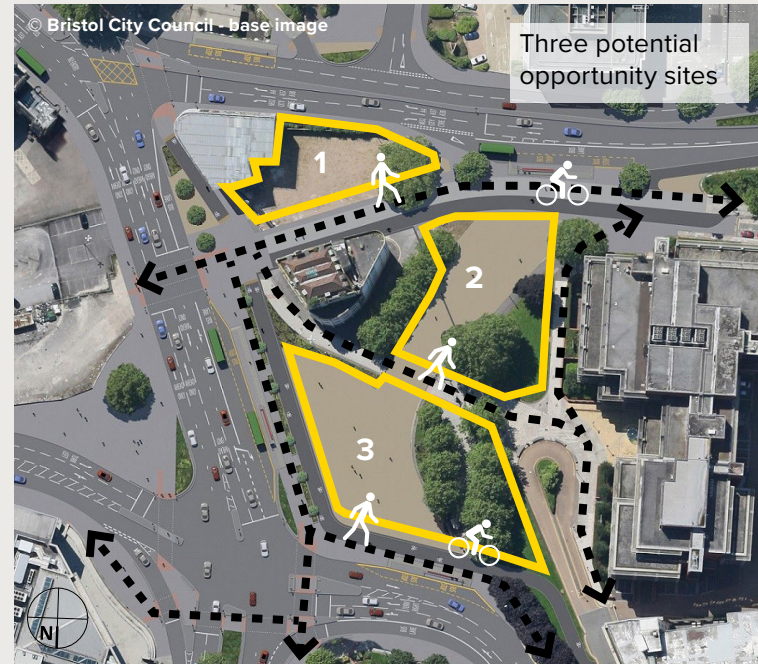
Pop up park - street planters and seating

TEMPLE SQUARE

LEGIBILITY & PLACE MAKING:
POP UP, MEANWHILE & TEMPORARY USES



Urban Orchard



Three potential opportunity sites

Shipping container offices



Night market



Pop up sports court



Figure 36 Temple Gate - Legibility and Place Making Opportunities

2.6 Conclusion

This chapter has outlined the primary considerations from key topics that have informed this study; and that will continue to influence the next stages of design.

This chapter has considered variously:

- Land use
- Housing
- Employment
- Retail
- Flood risk
- Heritage
- Movement and connectivity
- Parking
- Public realm and green infrastructure
- Stakeholder engagement feedback

A growing city with competing needs

The key message from these strategic assessments is that they all place considerable demands on a finite area of land to perform multiple functions; particularly but not exclusively, in St Philip's Marsh. The Bristol City Council municipal area is at the higher end within the UK in terms of population density at around 4200 population/km² (i.e 42/ha), equivalent to parts of outer London (CBRE, 2016). It is also a fast-growing city with a strong consistent growth rate which varies from 0.24% to 0.69%. This means around 1,050 to 3,100 people are added to the population every year. This places enormous pressure on the city centre to provide affordable homes and employment.

The data presented in this chapter suggests a need to ensure the delivery of a minimum of 3,000 – 4,000 new homes within the Temple Quarter & St Philip's Marsh by 2036. Yet there are also high levels of demand for both office and industrial space, with a lack of commensurate supply, with only about one year's worth of annual take-up available at time of writing. Compromises will be needed, along with a mixed approach to land use.

Land use will also be challenged by the area's situation between and alongside the River Avon and the Feeder Canal. Although the site is afforded some limited protection by existing defences, parts of the site remain vulnerable to flooding. A review of the Environment Agency (EA) Flood Map for Planning indicates approximately 35% of the development area is within Flood Zone 3 and 45% is within Flood Zone 2.

The potential impact of climate change on sea level rises is predicted to have significant impact on the development area with the proportion of the site falling within Flood Zone 3 predicted to increase to 50% by 2110. Without management of flood risk, development of the site will be constrained. There are also significant challenges in redeveloping Bristol Temple Quarter & St Philip's Marsh in the form of physical and natural barriers in St Philip's Marsh which currently restrict access to the site from a number of key locations.

Land ownership within the study area is complex and fragmented. West of the railway, there are large parts of land in public sector ownership, but this is distributed awkwardly between Bristol City Council, Network Rail and Homes England. This underpins the need for a collaborative partnership to progress with interventions around the station.

St Philip's Marsh presents different challenges, with relatively little land owned by public sector bodies. The remainder of the site is divided into small parcels with several hundred private owners. This imposes a significant constraint for coordinated infrastructure and development delivery in the area.

Towards a 21st Century station area

Bristol Temple Meads station regeneration is a project of national importance. Its success is directly linked to the social, economic and environmental wellbeing of the city centre, wider city and West of England region. It is a significant heritage asset; Brunel's ingenious original terminus is the best surviving major station from the pioneering phase of railway development and the ancestor of all subsequent termini. Care and celebration of the exceptional Grade I buildings will be fundamental to the future of the station.

The area to the south and east of the station has vast potential for regeneration and should over the longer term realise substantial housing and job numbers. The station itself, however, provides a physical barrier to development, and an emotional one to investor appetite, due to previous failed attempts to address its local barriers to access and egress. The lack of permeability and accessibility between key development sites is holding back development. Patterns of land development and ownership have also constrained development surrounding the station due to limited Network Rail land ownership and the dominance of surface car parking in the immediate vicinity of the station. There are several phases required before the potential of the area can be realised.

By 2035, the number of passengers using Bristol Temple Meads Station is expected to rise to 22m a year – more than double the number using the station today. This is as a result of significant increase in service provision. The station is, on occasion, already at capacity and constraining growth in the area. Initial funds are required to vastly improve access to and from the station and ensure it can cope with the predicted growth of passenger numbers. In addition, the transport aspirations for the area around the station are characterised by competing needs for space. It is not possible for all modes of transport to have the most convenient drop off/pick-up at station entrances. Thus, there is a balance to be struck in using the available spaces to promote sustainable transport choices.

Older people and disabled people with mobility and visual impairments also face issues in the station environment and are more reliant on a consistent, well-designed and well-maintained environment, both for safety and for navigation. The accessibility of pedestrian routes is a particular issue to consider when existing routes are replaced between platforms and the new entrances, as well as changes to the passenger subway, both during construction and operation.

It is often noted (through surveys and engagement) that the quality of passenger experience in the station is poor and fails to provide an attractive gateway to Bristol. As the station is forecast to experience high passenger growth in the next 20-25 years, there is also a forecast need for retail around the station. There is an opportunity for convenience retail and food and beverage but it will need a distinct identity to differentiate it from other areas of the city, given the challenges in this sector.

Sustainable urban living

The Bristol Temple Quarter & St Philip's Marsh area currently has very little publicly accessible and usable open space and suffers from a general poor treatment of public realm. The area lacks functional open space at every level, creating opportunities for new open space. As the population grows so does the importance of, and pressure on, the open space network. The demographic data above shows that figures for Bristol sit largely in line with those of England as a whole. The only major exception to this is the number of people living in deprived areas. Bristol has a significantly higher number of people living in deprived areas when compared nationally. There is a need for planning and development to respond to these complex challenges and play their part in fostering a more inclusive city.


Private vehicles are a recurring theme in envisioning the future of this area. There is very good car parking coverage in the city centre, particularly near the Broadmead and Cabot Circus retail areas with around 2,000 spaces available in existing car parks and in the evenings, when many leisure activities take place. Redevelopment provides a major opportunity to create communities in which car ownership is not essential and enabling people to walk, cycle and access public transport services is easy. There are other benefits in the form of high-quality public spaces and urban living that reflect established principles of sustainability and placemaking.

A city that listens

The themes above were all picked up during the engagement exercise where there was a strong desire for a diverse mixed economy for successful development. This was envisaged in the creation of a mixed-use development, with independent and chain retail, public artwork, make-spaces, a mix of employment spaces, meanwhile use, retention of industrial uses and opportunities for schools and skills. Throughout the study area there was emphasis given to providing a holistic and sustainable transit network and a permeable, people-focused movement network – with safe cycling and walking routes, design for disabilities, places to sit and relax, and linkages to the city centre. A wide range of housing affordability was restated as a city priority. In terms of the masterplan itself, the project aspirations for a delivery-focused, phased approach were supported to identify and deliver quick-wins, create new entrances to Temple Meads and integrate and nurture creativity through good design.

In summary, it is perhaps worth recognising that any masterplan or development framework of this scale sets out a broad vision, principles and a spatial/delivery plan at a distinct point in time. This chapter has presented an extensive range of sometimes competing strategic considerations arising from a comprehensive evidence base developed for this study. These are not all fixed or technical; some are economic, societal, environmental, stakeholder or politically driven and will change into the future.

This Development Framework is not therefore a blueprint – start here, finish there. As already evidenced through the process to date, its ability to adapt to changing circumstances, new opportunities and deliver on the ground will be driven by the professional team, its skills and experience, political leadership (and decision making) and funding support. However, an agreed, cohesive, long-term vision for the area, to aid the development of contextually-specific placemaking principles, is an important start. This vision is presented in the next chapter.

A teal triangle graphic pointing downwards, located in the top-left corner of the page.

3 Bristol Temple Quarter & St Philip's Marsh Vision and Guiding Principles

3.1 Project process

The process undertaken to develop the vision for this area is depicted in Figure 377, beginning with the original aims and objectives and project inputs.

During this process, key and recurrent themes emerged that revealed the shared needs and aspirations for the area. These are part of the vision and have been consolidated into a set of five guiding principles to guide the design and delivery proposals.

Guiding Principles:

1. **Integrated and connected**
2. **Inclusive economic growth**
3. **Quality places**
4. **Quality spaces**
5. **Vibrant and creative communities**

Each of these five principles is outlined in more detail in Section 3.4.



Aims and objectives

- A fitting gateway to Bristol
- A new, mixed use, vibrant and successful quarter
- Up to 11,000 new homes
- Improved and revitalised transport interchange
- Station capacity improvements
- Permeability of the station and project area
- New public space and public realm improvements
- Protection and sensitive reuse of heritage assets
- Phased approach to delivery



Inputs

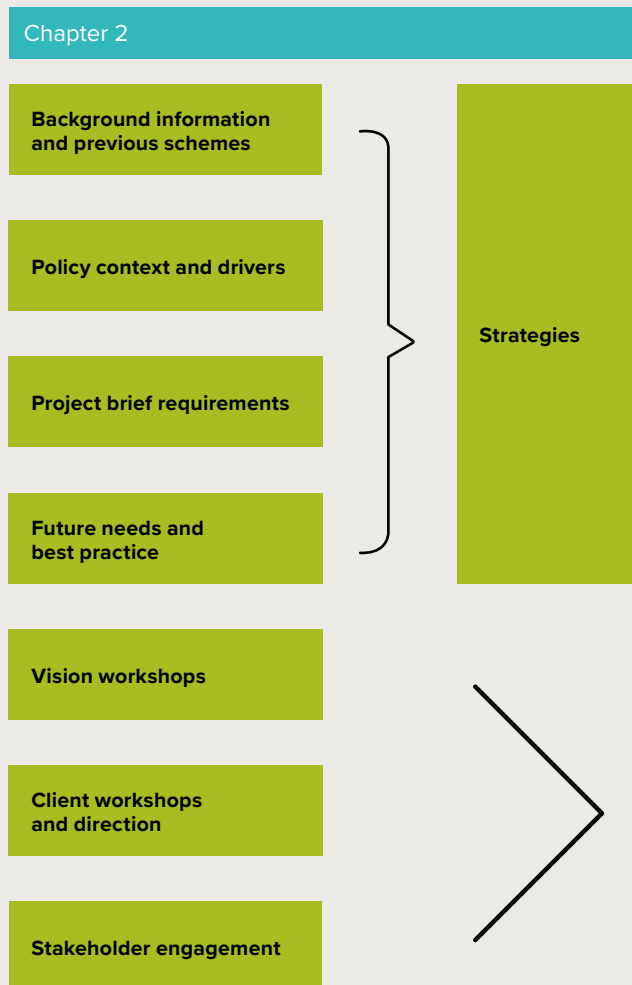
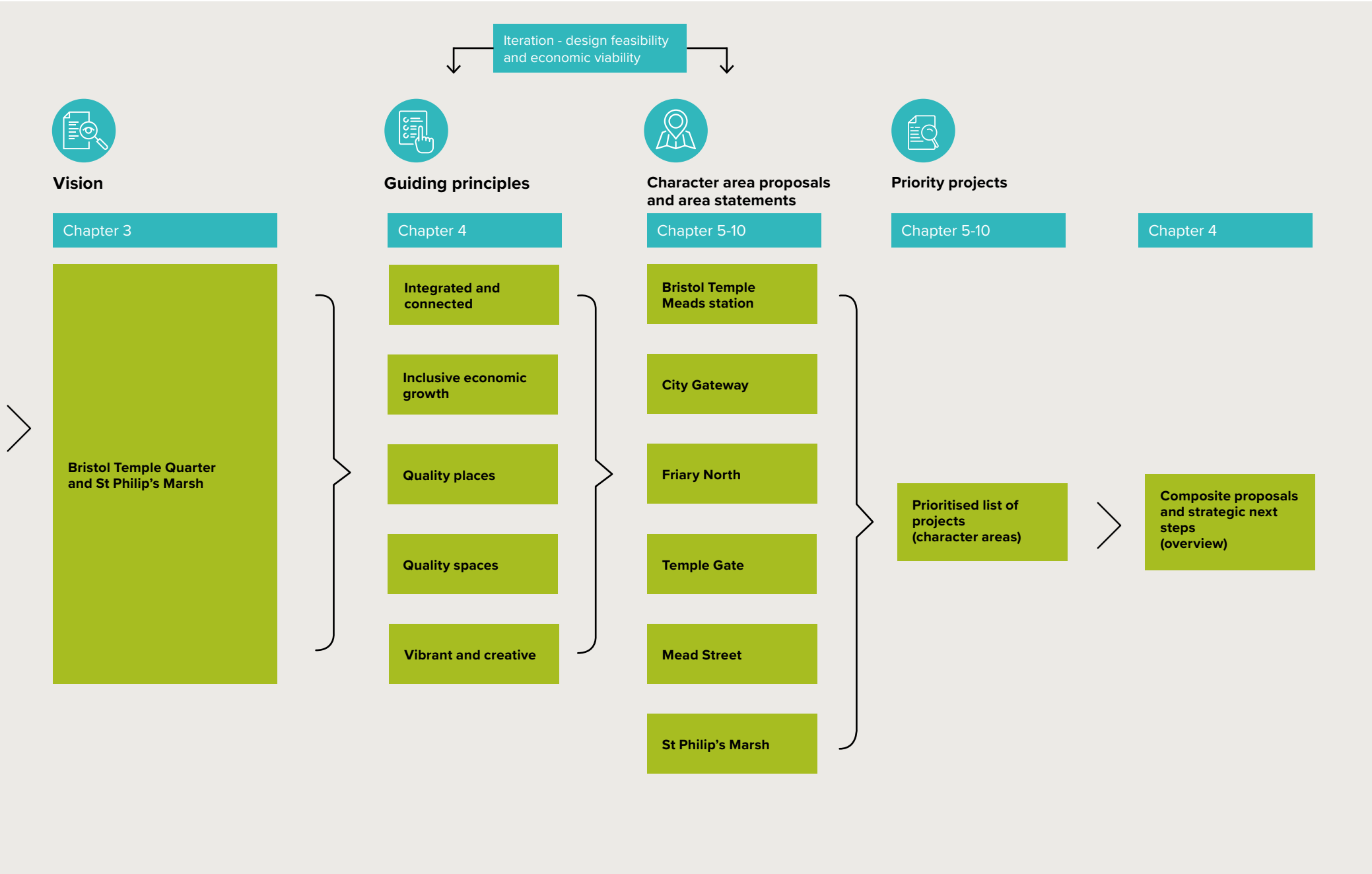


Figure 37 Development Framework process



3.2 How this vision has evolved

The vision for Bristol Temple Quarter & St Philip's Marsh was initially conceived by the client partners in the Temple Quarter Masterplan Brief (May 2018) and elaborated in a visioning workshop held on the 20th September 2018. This was attended by further senior representatives of Bristol City Council in addition to the project board.

The proposals in this Development Framework were effectively finalised in April 2020. The updated vision presented here builds upon the original vision to reflect the local and national planning and societal context, which has changed significantly since Spring 2018. This includes significant events such as

- The publication of the Bristol One City Plan (January 2019)
- The revised National Planning Policy Framework for England was updated on 19th February 2019, comprising the government's planning policies for England and how these are expected to be applied
- The publication of the new Draft Local Plan for Bristol with its specific new policies for the study area (March 2019), which in turn build upon a new evidence base for the city including a new Employment Land Study (JLL, 2019)
- The declaration of a climate emergency by Bristol City Council Nov 2018 (and West of England Combined Authority by July 2019)
- The recommendation of the planning inspectorate to withdraw the West of England Joint Spatial Plan (August 2019)
- The issue of new fluvial and tidal flood modelling by Bristol City Council as part of the development of the Bristol Avon Flood Strategy in Oct 2019
- In December 2019, the introduction of the biggest timetable change on the Great Western Railway network since 1976, bringing faster, more frequent services with thousands more seats across the region
- The adoption of a new Bristol Transport Strategy in July 2019
- The submission of an Outline Business Case for a Traffic Clean Air Zone in November 2019
- The UK stopped being a member of the European Union (EU) on 31st January 2020
- Publication of the One City Climate Strategy and other subsequent One City publications for Bristol (March 2020)
- Publication of Progressing Bristol's Development in October 2020
- The update of the National Design Guide for England in January 2021. This guide illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice
- Work on the Spatial Development Strategy (SDS) has been halted and is not being progressed by the Combined Authority. Strategic planning matters will be addressed through Bristol's Local Plan (planned for 2024), in cooperation with neighbouring councils.
- The referendum results in May 2022 to abolish the Mayoral system, replacing it with a committee system in May 2024

It also reflects stakeholder engagement undertaken in 2019 (summarised in Chapter 2) and the development of an extensive evidence base to cover the study area.

From this evidence base, some subtle changes emerged from the original spring 2018 thinking. Foremost of these was the need to fully acknowledge that St Philip's Marsh is a distinctive place, connected to but separate from Bristol Temple Quarter located to the west. The need to retain employment land of all types has also become a key theme. Growing concerns around climate change and flood resilience are influencing the overall need to plan and design differently for the future.

It is expected that this vision will continue to evolve and iterate beyond this Development Framework, including testing of new land use scenarios to fulfil aspirations for the area.

Finally, the COVID-19 pandemic has focused all levels of society on the needs for resilience, economically and socially, and the importance of local places. This Development Framework study was undertaken before the pandemic, which has introduced uncertainties and potential challenges to some of its outcomes. The impacts of COVID-19 are explored briefly in Section 2.5.15. Nonetheless, there is still a clear desire for high quality placemaking in Bristol, including a fitting City Gateway.

3.3 Our vision for Bristol Temple Quarter & St Philip's Marsh

A new place of many places

Bristol Temple Quarter & St Philip's Marsh will become a more vibrant and mixed-use collection of distinct places. In these residents, employees and commuters will work, live, learn and play as part of low carbon communities. These are fully integrated within the city centre with a transformed Temple Meads railway station and transport interchange at their heart.



Overview

An incremental process of transformational change over the next 25 years will deliver new and affordable places to live, new jobs and places to enjoy during the day and into the evening. By design, an environment will be created that supports healthy lifestyles and delivers low carbon building development, including the integration of district heating and extensive green infrastructure. People, collaboration and inclusivity will be placed at the centre of the placemaking process.

Bristol Temple Quarter & St Philip's Marsh offers an exciting opportunity to bring together all that the city has to offer through the renewal of this part of the city. It will be a physical manifestation of the city's ambitions, a gateway to the wider West of England region and a showcase of what the public sector can achieve by working in partnership to realise a shared Vision.

The area will be characterised by a range of distinctively different places that are connected by pedestrian, cycle and public transport routes; places to visit, work, live and learn and that are welcoming and accessible to all.

Our vision for these is as follows.

Temple Meads Station

A new city gateway at Temple Meads will provide passengers with improved levels of comfort, convenience and assistance with their journey and foster a shift towards sustainable modes of travel. Temple Meads will provide a outstanding welcome to the city and to the West of England and a railway station that Bristolians can be proud of.

The railway station complex, originated by the Great Western Railway and designed by Isambard Kingdom Brunel, will become accessible to passengers travelling to the station from the north, south, east and west of the city for the first time in its history. This new accessibility will be complemented by improvements to passenger facilities and circulation within the station and the provision of new and extensive areas of public realm at each of the main entrances.



Bristol Temple Quarter

New public spaces will complete the Brunel Mile that links the SS Great Britain to Temple Meads. These spaces will not only assist passenger journeys but become destinations, activated by ground floor restaurants, bars and cafés, cultural facilities and the University of Bristol Enterprise Campus. They will contribute to city life during the day and into the evening.

New employment space will be created to satisfy demand within the Enterprise Zone and make a real contribution to Bristol's economy. Anchored around the station and new city gateway, this area will attract forward-thinking businesses from within the city and further afield.

New housing development south and west of Temple Meads will provide neighbourhood homes of diverse types and tenures, including city-centre living, homes for families and substantial provision for those on lower incomes.

St Philip's Marsh

St Philip's Marsh will see major investment in infrastructure to protect the area from flooding and to facilitate extensive redevelopment over the long term including new homes, places to work, extensive green infrastructure and improvements to the River Avon greenway and Sparke Evans park.

St Philip's Marsh is an opportunity to extend the city centre eastwards, encouraging a greater diversity of businesses. As a new hub linking to the University of Bristol it will provide a range of workspaces from adapted and reused buildings catering for start-ups and SMEs to new buildings for larger and more mature businesses. This will provide a diversity of job opportunities including those accessible to nearby communities. This new engine of enterprise will be characterised by a physical environment of quality architecture, streets, walkways and public spaces that are recognisably Bristol.

In the south of St Philip's Marsh and extending along the River Avon a new waterside community will be established. This new neighbourhood will link to mixed use and housing developments on the south bank of the river and to adjacent communities.

Summary

Bristol Temple Quarter & St Philip's Marsh will play a major role in maintaining the economic, social and environmental wellbeing of the entire city centre and will help underpin the success of the West of England for future generations to come.

3.4 Guiding Principles

Through the process outlined in Section 3.1, a series of key and recurrent themes have emerged that reveal the shared needs and aspirations for the area. These have been consolidated into a set of five guiding principles:

Principle #1 Integrated and connected

Principle #2 Inclusive economic growth

Principle #3 Quality places

Principle #4 Quality spaces

Principle #5 Vibrant and creative communities

These principles are applicable across the whole of Bristol Temple Quarter & St Philip's Marsh as well as the different character areas presented in this framework. They reflect a combination of good practice, policy and aspirations.

Recognising the local context, opportunities and constraints, the definition of these five principles includes a degree of flexibility for their application. This is deliberate, intended to set a consistent standard of quality throughout Bristol Temple Quarter & St Philip's Marsh without imposing a homogeneous template.

The five guiding principles have guided the design and delivery proposals to date and can continue to inform and assess future decisions and proposals for the area.



Principle #1
Integrated and connected



Principle #2
Inclusive economic growth



Principle #3
Quality places



Principle #4
Quality spaces



Principle #5
Vibrant and creative communities



Principle #1

Integrated and connected

Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh will become a place for people and business to connect, with ease of movement and accessibility prioritised at every level. The transport network will be simple, convenient and comfortable to use, moving people and goods to, from and within Bristol. Sustainable travel will be prioritised, providing a cohesive network for active and public transport, complemented by high quality street infrastructure. Grand gateways and important thresholds will celebrate arrival into the city and the Temple Quarter in a way that is unmistakably Bristol. The river and green space network will connect the Temple Quarter to the surrounding context, making the everyday commute and leisure activities a more pleasant experience.

Examples of best practice to fulfil this principle include:

- Modal shift towards sustainable and active travel patterns
- Transport network improvements, particularly capacity and continuity of pedestrian and cycle routes, Bristol Temple Meads railway station and the local bus network
- Accessibility improvements, such as step-free routes, public transport connections for key desire lines
- Plentiful public and private cycle parking
- A revitalised and legible transport interchange at Bristol Temple Meads, including improved connections to onward transport links and careful consideration given to location and quality of bus stops
- Minimal provision for private cars, particularly private parking
- Permeability improvements to shorten pedestrian journeys and enhance their experience
- Improved and enhanced connectivity with surrounding neighbourhoods

Key relevant policies include:

National Planning Policy Framework

- Promoting healthy and safe communities (paragraphs 91 & 92)
- Promoting sustainable transport (paragraph 102)
- Achieving well-designed places (paragraph 127)

Bristol Core Strategy

- BCS9 Green Infrastructure
- BCS10 Transport and Access Improvements
- BCS23 Pollution

Bristol Central Area Plan

- BCAP28 New interchange facilities
- BCAP29 Car and cycle parking
- BCAP30 Pedestrian routes
- BCAP35 Bristol Temple Quarter



Principle #2

Inclusive economic growth

Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh will offer a rich new tapestry of housing, employment and education uses, underpinned by infrastructure and lifestyle facilities which will enrich this thriving city and will add value for local communities. The Temple Quarter's diverse economic base will attract global business and nurture home-grown talent, providing opportunities for everyone to excel. This will further cement the city's global reputation for entrepreneurship and innovation in fields such as technology and sustainability. Particular attention will be paid to inclusivity – affordable housing and a diverse range of jobs will help to reduce economic exclusion. Bristol Temple Quarter & St Philip's Marsh will be resilient to the changing climate and address flood risk in the area. For all of these developments, a focus on deliverability will ensure that each phase of the project is feasible and true to the overarching vision.

Examples of best practice to fulfil this principle include:

- Sustainable and inclusive economic growth
- Appropriate and diverse mix of employment land use, including public sector, industry, commercial offices, innovation and creativity
- Collaborative partnerships with key institutions and stakeholders, such as the University of Bristol, Network Rail and Homes England
- Appropriate and diverse range of housing density and types, including a high proportion of affordable housing
- Delivery-focussed proposals, prioritising sites with fewest constraints and opportune funding
- Targeted investment to unlock economic opportunities, e.g. Bristol Temple Meads station, enabling infrastructure and demonstration projects
- Flexible proposals to accommodate social, economic and environmental changes in Bristol to 2043
- Encourage a diverse range of lifestyle facilities such as restaurants, cafes and leisure uses

Key relevant policies include:

National Planning Policy Framework

- Delivering a sufficient supply of homes (paragraph 59)
- Building a strong, competitive economy (paragraph 80)
- Ensuring the vitality of town centres (paragraph 85)
- Making effective use of land (paragraphs 117 & 118)
- Meeting the challenge of climate change, flooding and coastal change (paragraph 155)

Bristol Core Strategy

- BCS2 Bristol City Centre
- BCS8 Delivering a Thriving Economy
- BCS18 Housing type
- BCS20 Effective and Efficient Use of Land

Bristol Central Area Plan

- BCAP6-7, BCAP10-12 Employment, Culture and Tourism
- BCAP13, BCAP15, BCAP17, BCAP19 Shopping, Services and the Evening Economy
- BCAP35–Bristol Temple Quarter



Principle #3

Quality places

Thematic vision for this principle

The built environment in Bristol Temple Quarter & St Philip's Marsh will exemplify the highest standards of development, assisted by clear and flexible design guidance. Buildings and infrastructure will feature world-class design, distinctly Bristol in character, with excellent environmental performance. Particular attention will be given to Bristol Temple Meads and its environs which will be re-imagined as a vibrant new city gateway and destination for the city. Beyond the station, the quarter will continue to be a place of many places, each with their own distinct identity. New clusters of complementary land uses, such as residential, employment and leisure will enhance the character of these local areas. Building height and density will successfully balance the need for efficient use of land with placemaking aspirations, the surrounding context and desire to create liveable buildings. The principle of quality places will not be synonymous with elitism. The true realisation of this principle is how new places will meet real needs in Bristol, link successfully with existing communities and create lasting change for its citizens.

Examples of best practice to fulfil this principle include:

- Conservation and celebration of heritage features, particularly around Bristol Temple Meads
- Sustainable buildings, aiming for flexible and adaptable, net zero carbon and climate resilient development
- Social infrastructure, such as education, healthcare, community centres
- Arts, culture and recreation, such as flexible event spaces and sports facilities
- Complementary buildings in close proximity, such as live, work and retail
- Socially meaningful meanwhile uses during interim periods
- New buildings to be of high architectural quality and the urban grain should reflect Bristol and its character

Key relevant policies include:

National Planning Policy Framework

- Promoting healthy and safe communities (paragraphs 91 & 92)
- Achieving well-designed places (paragraphs 124 & 127)
- Meeting the challenge of climate change, flooding and coastal change (paragraph 148)
- Conserving and enhancing the historic environment (paragraph 184)

Bristol Core Strategy

- BCS2 Bristol City Centre
- BCS11 Infrastructure and Developer Contributions
- BCS13 Climate change
- BCS14 Sustainable Energy
- BCS15 Sustainable Design and Construction
- BCS16 Flood Risk and Water Management
- BCS21 Quality Urban Design
- BCS22 Conservation and the Historic Environment

Bristol Central Area Plan

- BCAP1-BCAP3, BCAP5 Living in the City Centre
- BCAP6, BCAP9-10, BCAP 12 Employment, Culture and Tourism
- BCAP20 A Greener City Centre
- BCAP35–Bristol Temple Quarter



Principle #4

Quality spaces

Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh outdoor public spaces will become an essential part of healthy urban life. The Temple Meads precinct will be reimagined with new, civic space which creates a sense of arrival to this historic city. In other areas, open space such as plazas and parks will be designed to cater for cultural events and recreation activities as well as places of calm and solace. Bristol's intrinsic connection to the water will be utilised and celebrated to create new waterfront spaces, alive with vibrant activity. A mesh of green infrastructure will create pleasant and interconnected routes for people and wildlife, ensuring that access to high quality, natural amenity is accessible and never far away. Throughout the area, good urban design will be applied to foster inclusivity, interaction and cohesion by removing physical barriers and avoiding monoculture districts.

Examples of best practice to fulfil this principle include:

- High quality, accessible civic spaces and public realm, such as around Bristol Temple Meads
- Public green space and landscapes, including parks, play areas and gardens
- Interconnected and accessible networks, marrying transport routes with green infrastructure, watercourses and the land topography
- Sustainable urban drainage systems
- Multi-functional green infrastructure that protects existing habitats, enhances biodiversity through new habitats, supports climate resilience and provides amenity
- Flexible proposals to accommodate social, economic and environmental changes in Bristol to 2043

Key relevant policies include:

National Planning Policy Framework

- Promoting healthy and safe communities (paragraphs 91 & 92)
- Achieving well-designed places (paragraphs 124 & 127)
- Conserving and enhancing the natural environment (paragraph 170)

Bristol Core Strategy

- BCS9 Green Infrastructure
- BCS21 Quality Urban Design

Bristol Central Area Plan

- BCAP22, BCAP25 A Greener City Centre
- BCAP30–33 Design and Conservation
- BCAP35 Bristol Temple Quarter



Principle #5

Vibrant and creative communities

Thematic vision for this principle

Bristol Temple Quarter & St Philip's Marsh will eventually become an indispensable piece of the city's civic and cultural heart. Quirky, creative and expressive, the Temple Quarter will appeal to all ages, offering something for everybody. Opportunities for unexpected creativity will be encouraged and new canvas spaces promoted. Adaptive reuse of heritage assets will enhance and protect the character of the city for future generations to enjoy and discover. The future of the area will be shaped through active engagement with the people of Bristol. New development will place inclusivity and equitability at the forefront of the design process, including a diverse range of housing and employment land uses. This will be supported by flexible community facilities and social infrastructure to facilitate meaningful social encounters, reduce isolation, support vulnerable members of the community and ensure that the new quarter can be shared and enjoyed by all.

Examples of best practice to fulfil this principle include:

- Appropriate and diverse range of housing density and types, including a high proportion of affordable housing
- Employment land use suitable for independent businesses, innovation and creative industries
- Mechanisms for local community engagement and decision-making during the development process
- Community buildings for flexible use, such as childcare, places of worship and social gatherings
- Indoor and outdoor spaces suitable for arts and culture events and installations, including meanwhile use
- Smart technology infrastructure, such as mobility services and network connectivity
- Social infrastructure for a new community, such as schools, healthcare and other local services

Key relevant policies include:

National Planning Policy Framework

- Decision making (paragraph 39)
- Delivering a sufficient supply of homes (paragraph 59)
- Building a strong, competitive economy (paragraph 80)
- Ensuring the vitality of town centres (paragraph 85)
- Achieving well-designed places (paragraphs 124 & 127)

Bristol Core Strategy

- BCS5 Housing Provision
- BCS12 Community Facilities
- BCS17 Affordable Housing Provision
- BCS18 Housing Type

Bristol Central Area Plan

- BCAP1–BCAP3 Living in the City Centre
- BCAP13, BCAP15, BCAP17, BCAP19 Shopping, Services and the Evening Economy
- BCAP35–Bristol Temple Quarter

4 Bristol Temple Quarter Development Framework Overview

4.1 Introduction

4.1.1 Chapter Overview

This chapter presents a composite overview of the Development Framework Study. It sets out the potential scale of the regeneration opportunities over the next 25 years and beyond together with overarching delivery considerations.

The Development Framework overview is summarised in Section 4.2 through a series of four thematic layers, highlighting key strategic issues:

1. Bristol Temple Meads and gateways
2. Movement and other enabling infrastructure
3. Public realm and green infrastructure
4. Land use

Sections 4.3 to 4.6 describe the potential outcomes that could be achieved, delivery considerations, potential timeframes and next steps.

4.1.2 A place of many places

The Development Framework is built around the concept of a 'Place of Many Places'. To the west of Temple Meads, this consists of five distinct proposals which combine to form a significant

transformation of the area. To the east of Temple Meads, this includes a potential large-scale transformation which is presented to a conceptual level of detail covering St Philip's Marsh and adjacent areas.

Each of these areas has been defined by its own range of opportunities and constraints, including challenges relating to viability, land ownership and phasing dependencies dictated by external influences. As a result, the level of detail set out for each area is tailored to the current stage of planning and feasibility assessment.

Proposed interventions for each area have been developed by considering the five guiding principles, set out in Chapter 3, which can be applied to achieve desirable placemaking outcomes in that area.

The proposals set out in the Development Framework represent feasible scenarios, with flexibility for further development as design and planning continues to progress. The overall Development Framework is presented in Figure 388 on the following page, including the six areas within the study.

Details for each of the six proposed new places are presented in the following chapters:

Chapter 5	Bristol Temple Meads Station: The operational railway station, including platforms and internal circulation routes
Chapter 6	The City Gateway: The transport interchange, Northern Entrance, Southern Gateway, remodelled ticket hall and Midland Shed
Chapter 7	The Friary North: Potential development plots to the north west of the station totalling 1.5ha, alongside new public realm
Chapter 8	Temple Gate: Potential development plots either side of Temple Gate totalling 2.5ha, including the area around Bristol & Exeter House
Chapter 9	Mead Street: Potential development site south of York Road totalling 5.6ha.
Chapter 10	St Philip's Marsh Potential transformational regeneration of 90ha of industrial and brownfield land to the east of the station, encompassing several significant active development proposals. This is explored as three potential land-use scenarios

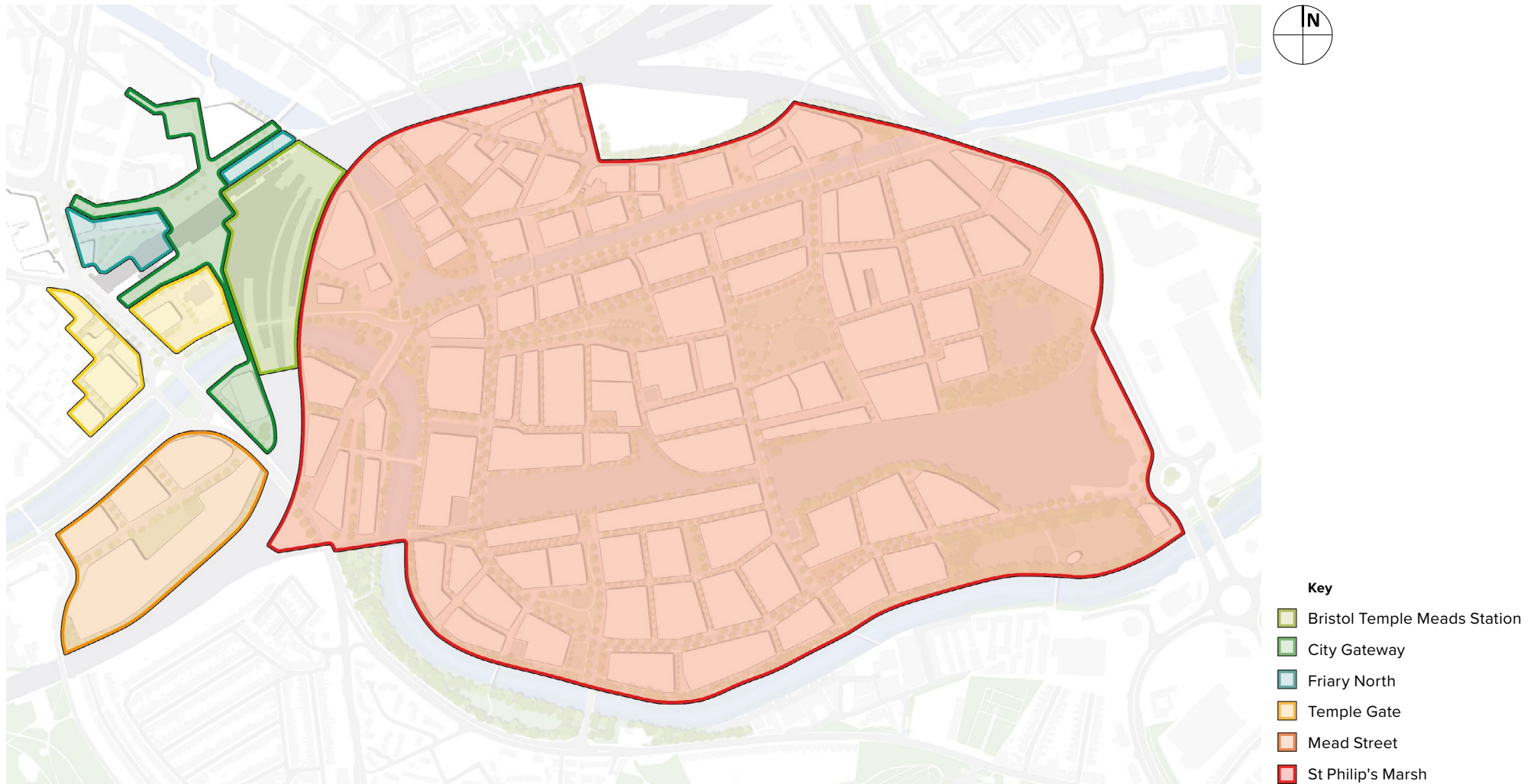


Figure 38 Wider Development Framework Plan and area locations

4.2 Development Framework: thematic layers

4.2.1 Bristol Temple Meads and gateways

Bristol Temple Meads is at the heart of the city's ambitions to make the West of England better connected, more sustainable and more successful. This Development Framework proposes significant interventions to unlock its potential and celebrate its heritage. In the wider Temple Quarter area, investment in infrastructure could facilitate redevelopment to achieve the desired place outcomes.

Towards a 21st Century station

The historic Bristol Temple Meads station could undergo several interventions to improve the quality of the station experience, accommodate a forecast doubling of passengers in the next 25 years and create an efficient and resilient station.

The Northern Entrance can be dramatically improved, creating a new station threshold at the culmination of the Brunel Mile. A new Eastern Entrance would reorient the perceived axis of the station, introducing access to/from this side of the city and serving future development in the area.

Internal circulation improvements would reduce the congested passenger routes, including opening up the clock tower ticket hall and realigning gatelines. Stairs to the existing subway could be enhanced and widened to increase capacity. A new circulation route between the platforms would relieve pressure on the subway. There are several feasible options for this, including a new footbridge or subway, subject to further design development.

Passenger facilities and accessibility could be improved across the station, including new platform toilets, new waiting rooms, and the extension of canopies to the end of each platform.

A new Platform 0 could be installed and Platform 1 could be extended to accommodate 6-car trains. Platform 13/15 can be widened to accommodate new stairs and lifts, with some modest track layout changes to reintroduce through-running trains to Platform 13 and accommodate Bristol West Junction works.

The relocation of existing surface car parking is essential to unlock redevelopment. The construction of the new, multi-functional Southern Gateway on the Fish Dock site, will provide parking for the station area. Temporary decant solutions will be avoided as much as possible.

Upgrades to the station utilities and communications systems and platform surfaces are also envisaged, whilst it can be expected that the historic station building fabric will also be repaired where appropriate.

A new City Gateway

The area surrounding the station can be reconfigured to create a fitting, legible gateway to Bristol, underpinned by a revitalised transport interchange. Transport components, such as bus stops and taxi ranks, can be dispersed around the station to remove the current movement conflicts on the Station Approach and encourage sustainable travel choices.

At the new Northern Entrance, a procession of pedestrian spaces would provide a real sense of arrival, from an upper terrace area down to a generous public square along the Brunel Mile. The Friary north could be predominantly car-free, creating a link between the Bristol to Bath Railway Path and the Brunel Mile. Cycle parking should be provided in adjacent to the Northern Entrance.

The new Floating Harbour walkway would improve east-west permeability to the north of the station, also linking to the ferry landing at Temple Quay. Opportunities exist for increased north-south permeability beneath the Station Approach to link Bristol & Exeter Yard with the new public square.

Bus stops for terminating services can be relocated to the Friary. Access to Station Approach can be reconfigured recognising the importance for blue badge parking and taxis in this location. A new station drop-off could be created at Temple Back East with step-free access to the entrance.

A new, multi-functional Southern Gateway on the Fish Dock site could unlock redevelopment of the station area. The existing surface car parking around the station could be consolidated for redevelopment. Parking in the Southern Gateway will be prioritised for disabled parking, and provide step-free access to the platforms. This facility offers potential for a cycle parking hub to serve south Bristol, and opportunities for long-term adaptability of the building.

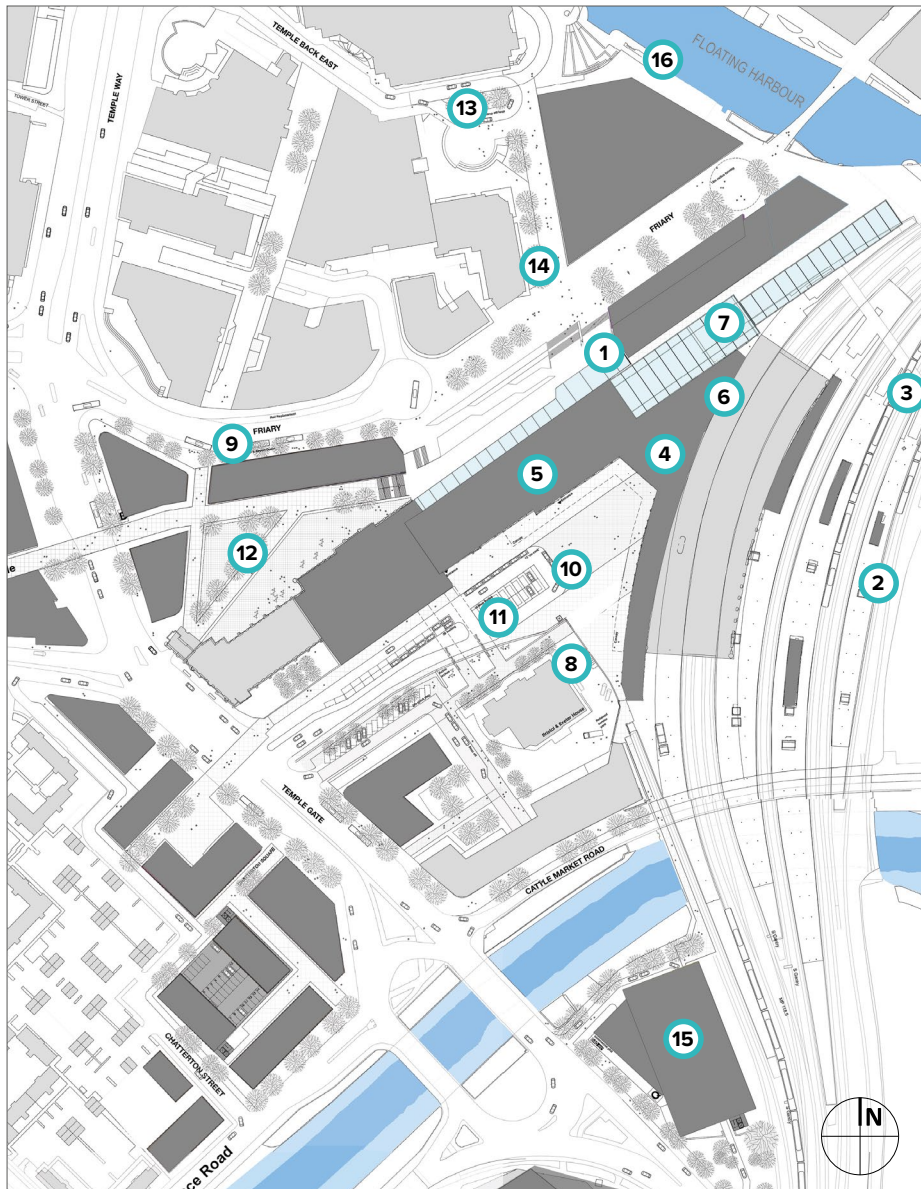


Figure 39 Proposed Bristol Temple Meads and gateways interventions

Key

- Bristol Temple Meads Station**
- 1 Northern Entrance
- 2 Eastern Entrance
- 3 Rail capacity improvements
- 4 Internal circulation improvements
- 5 Passenger facilities e.g. toilets
- 6 Accessibility improvements
- 7 New/improved platforms
- 8 Retained servicing yard

- Transport interchange**
- 9 Relocated bus stops
- 10 Reconfigured taxi rank
- 11 Dedicated Blue Badge parking
- 12 Existing car parking relocated
- 13 Private car drop-off
- 14 'Shared space' removed
- 15 Southern Gateway
- 16 Ferry Landing

4.2.2 Movement and other enabling infrastructure

Beyond the railway station environment, movement infrastructure can be enhanced to aid connectivity and promote sustainable patterns of movement. New development also offers the opportunity to deliver other essential infrastructure.

Sustainable Travel

New, city-centre neighbourhoods at Temple Gate and Mead Street could be designed to prioritise walking and cycling with improved permeability and new cycling infrastructure. This could include a new route through Mead Street, links through Silverthorne Lane to Barton Hill, and potential enhancements along the Bath Road corridor.

Regeneration of St Philip’s Marsh could provide a substantially reconfigured movement network prioritising sustainable travel, creating a distinctive low traffic neighbourhood. This could include a substantial network of new or enhanced traffic free cycling routes including the River Avon Greenway, transforming cycling access between east Bristol and the city centre. The primary street network could also support new public transport routes to connect with communities in east Bristol.

The layout of new development can be designed for intuitive wayfinding and legibility, enhancing the pedestrian experience. Protecting key views, such as Bristol Temple Meads and St Mary Redcliffe church, could support this and help to orient people.

Future mobility

There are opportunities to consider future mobility throughout the implementation of the Development Framework, including a potential mass transit system, electric vehicle and bicycle charging points, as well as future technologies such as autonomous vehicles.

Flood resilience

The regeneration of St Philip’s Marsh and adjacent sites would be dependent on significant infrastructure to improve its flood resilience.

This would include raised flood defences along the Feeder Canal and the River Avon. These could be carefully integrated with the streetscape and landscape of these corridors to ensure positive placemaking outcomes. It is anticipated that implementation could be phased to ensure an initial level of protection to protect existing land uses in the short term.

Utilities

The creation of new neighbourhoods would require utilities reinforcement. This would utilise the existing primary distribution network. The combined load of potential new development is likely to require reinforcement of the 11kV network connecting back to the main substation in the St Philip’s Marsh area.

District heating is proposed for new developments, extending the existing city network near Redcliffe. This would help to support energy efficient buildings with a reduced carbon footprint.

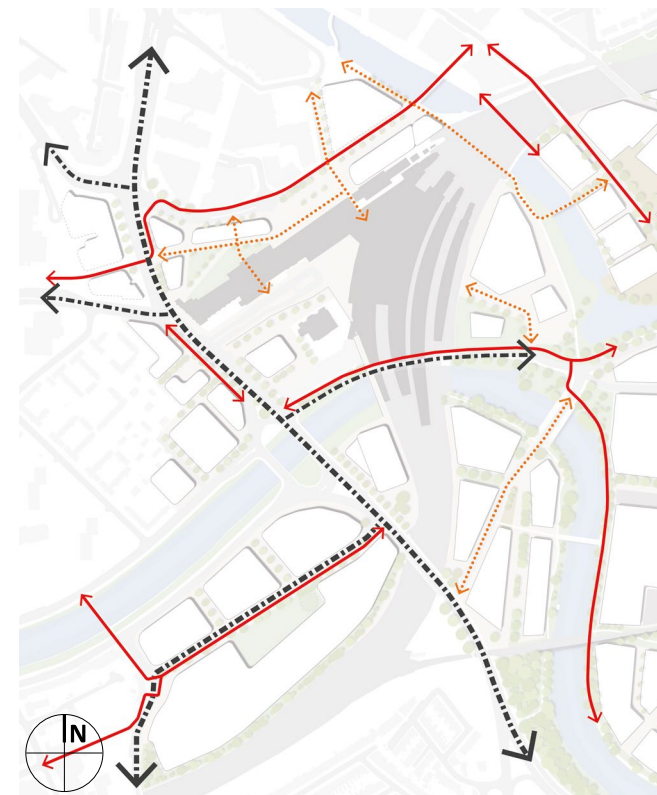


Figure 40 Potential Bristol Temple Quarter & St Philip's Marsh movement interventions



4.2.3 Public realm and green infrastructure

The Development Framework can deliver an enhanced environment with people at its heart, building on the principles in the BTQEZ Spatial Framework. This could include a range of significant new and enhanced public spaces.

A Sense of Arrival

Public realm improvements around the station could be integrated with the surrounding movement routes and complement the new transport interchange.

The area north of the station could include three distinct public realm areas: the Northern Entrance, the Friary and the Goods Yard. These can be coordinated to create clarity for different modes of transport and easily navigable routes. Similarly, the public realm outside the Station Approach entrance and the Eastern Entrance can be designed to aid onward journeys.

A new, public open space could be created at the bottom of the Friary North, provisionally named the Goods Yard, to reflect Bristol's unique character and provide a real sense of arrival at the commencement of the Brunel Mile.

This area would be largely car-free, including high quality public realm and green infrastructure to create a pleasant refuge in an otherwise busy urban environment, set against the backdrop of the historic Passenger Shed. Active ground floor uses such as cafés and restaurants would help to foster an 18-hour economy, creating activity throughout the day. This area could also offer opportunities for flexible uses, including events, public art and markets.

Neighbourhoods Open Spaces

Green spaces could be a key component of new city neighbourhoods, helping to shape their identity and provide space for play and recreation. This could include a significant neighbourhood space forming the focal point of the potential Mead Street development.

Temple Gate offers few opportunities for new open spaces. However, communal courtyards could provide amenity space for residents, alongside small areas of public realm and proximity to new spaces such as the Goods Yard.

St Philip's Marsh could provide significant open spaces to serve new neighbourhoods, as well as enhancement to Sparke Evans Park to create a new destination.

Green infrastructure

Green infrastructure could be integrated throughout the Development Framework area, promoting healthy lifestyles and community cohesion, supporting environmental resilience and enhancing biodiversity in response to the Ecological Emergency declared by Bristol City Council.

Key strategic interventions include enhancements to the River Avon Greenway and Feeder Canal, incorporating flood resilience measures, movement routes and riverside habitats.

Biodiversity could be integrated into building and public realm design, including green walls and roofs, sustainable drainage and features as bat boxes and bird boxes, wherever the opportunity exists.

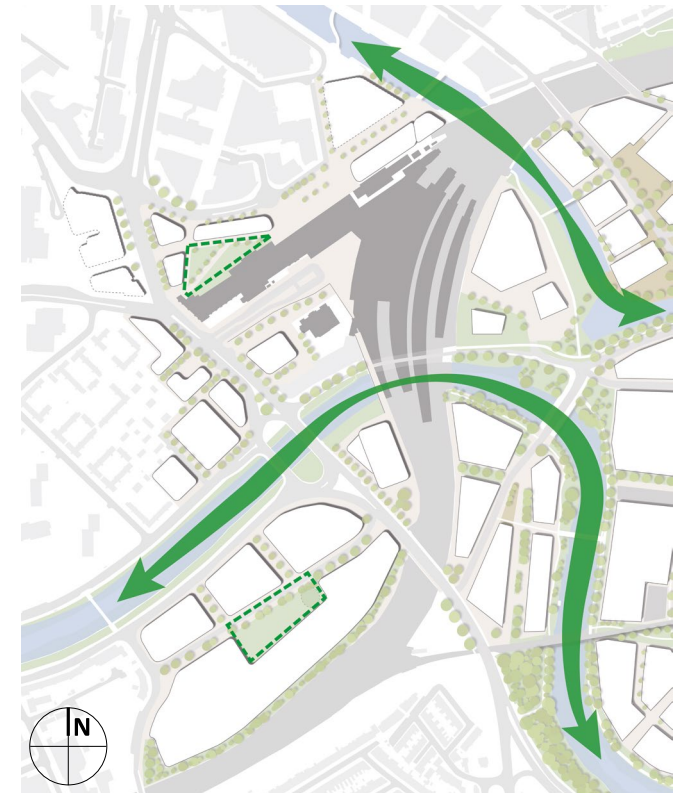


Figure 41 Potential new and enhanced green infrastructure



4.2.4 Land use

Phased reallocation of land use is proposed to help meet the needs of the growing city. This includes new homes, workplaces and leisure facilities. Development to the west of Bristol Temple Meads represents a feasible development scenario. Development to the east represents a longer-term development concept, requiring additional feasibility testing.

City Centre Living

New, medium- to high-density residential neighbourhoods could be created in Mead Street, Temple Gate and Temple Island to contribute to Bristol's housing targets and satisfy city-centre demand.

An affordable housing target of 40% has been assumed in the viability modelling, with a mix of social rent and shared ownership, to embed inclusive design within the proposals.

Communities Infrastructure

Redevelopment of Mead Street includes a proposed community building for flexible, mixed-use.

Employment

Several new commercial office buildings could be added to the Bristol Temple Quarter Enterprise Zone on all sides of the station. Building on the principles in the Spatial Framework, these could be predominantly suitable for medium to large businesses in sectors such as creative, digital, clean energy and financial.

Retail, food and drink

The redevelopment of the Midland Shed could include on-the-go retail outside the ticket gates, such as a small supermarket and takeaway food and drink. The Goods Yard is envisaged as a new city destination with restaurants and bars fostering an 18-hour economy. Temple Gate could include convenience retail to serve new and existing residents, as well as passing trade.

St Philip's Marsh

The potential longer-term regeneration of the areas to the east of Bristol Temple Meads present the opportunity for a range of land-uses. This includes the creation of series of mixed-use neighbourhoods providing a significant amount of employment and residential development, alongside supporting community infrastructure such as schools and local centres. Three potential land-use scenarios are set out in Chapter 10. Further stages of planning, design and feasibility work are required to establish an appropriate and feasible mix of uses.

The opportunity exists to create an 'innovation district' centred around creative and knowledge based industry, supporting start-ups, established small and medium-sized enterprises (SMEs) and larger scale businesses in areas such as science and technology. This would be focused around mixed use developments currently proposed to the east of the station, including the proposed University of Bristol Enterprise Campus.

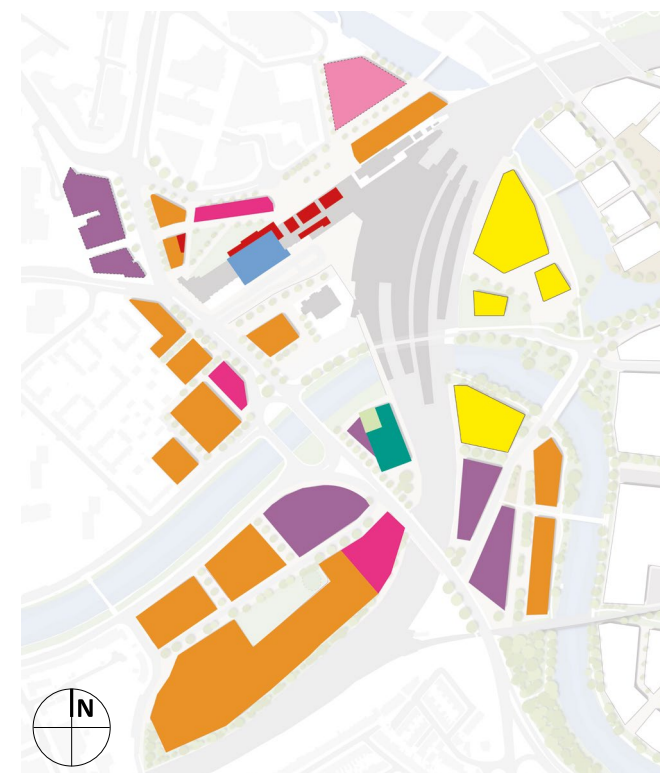


Figure 42 Potential mixed land use scenario



4.3 Overall outcomes

4.3.1 Business and socio-economic case

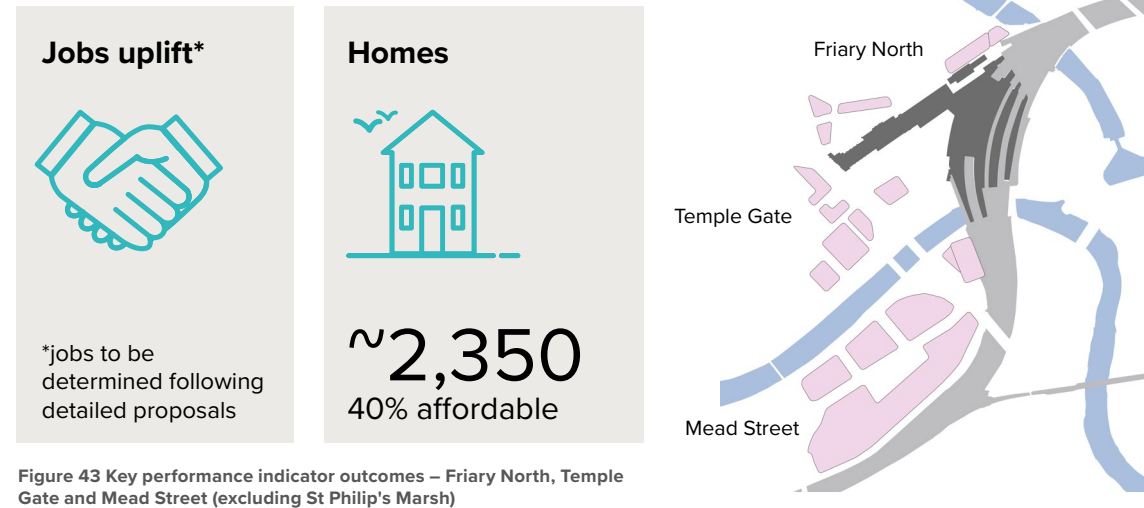
This Development Framework sets out a strategy for securing sustainable, inclusive growth through new development and investment in infrastructure. This will help to deliver in excess of £700m of identified new development (Gross Development Value), as well as potentially catalysing longer-term redevelopment of the St Philip's Marsh area.

The wider economic benefits shown to the right represent a potential outcome. With different assumptions, other scenarios could be considered, such as higher density housing. This would have the potential to increase the viability of these sites, delivering more than 2,350 units in the areas west of Temple Meads.

The following pages set out the wider qualitative social benefits of development include significant social value, increased mobility, enhanced community wellbeing, contribution to achieving net-zero carbon targets and the United Nations Sustainable Development Goals. These highlight the beneficial impact of development for future residents and visitors alike, while also contributing to the wider city of Bristol and West of England economy.

The Development Framework will also support significant surrounding proposed developments which are independent of the study, including Temple Square, University of Bristol Enterprise Campus, Temple Island and Silverthorne Lane, which will contribute to the momentum of new development.

Delivery of the Development Framework would be a step-change in sustainable regeneration which transforms a key area of the city for enjoyment by future generations and contribute to Bristol's leadership of the global climate emergency response.



**SOCIAL
INFRASTRUCTURE**



SOCIAL VALUE



**NET ZERO
CARBON
CONTRIBUTION**



**MIXED-USE PLACES TO VISIT,
WORK, REST AND PLAY**



- Facilitates multi-purpose trips and convenient access to amenities within the community
- Resilience to future changes through diversification of land-use which support social sustainability
- Creation of locally distinct places, each with unique character and facilities to meet demographic needs.
- Spaces for play and recreation support positive mental health and childhood development
- Spaces for rest improve mental health, community engagement, and accessibility for people with limited mobility

- Reduces need to travel by co-locating amenities, residential development and employment sites
- Encourages walking and cycling for local trips
- Integration of green space within developments benefits biodiversity, climate resilience and air quality

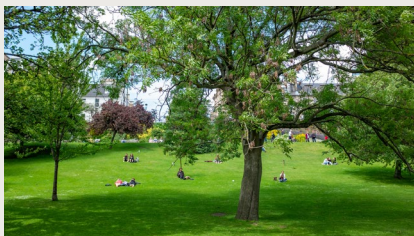
**NEW HOUSING, INCLUDING
AFFORDABLE HOMES**



- Variety of housing and tenure types would give a broad range of people access to housing
- Housing served by public transport would reduce the need to travel by private car with associated health and community engagement benefits. Improved access to amenities/jobs for people without access to cars.
- High quality housing reduces stress and improves economic performance and community cohesion
- Defensible space and sense of ownership results in reduced crime and greater community engagement
- Reduced operating costs, including energy efficiency and reduced fuel poverty
- Community open spaces can support mental, physical health and engagement with local groups and neighbours

- Use of low-carbon construction techniques and materials
- Improved operational efficiency reduces lifespan carbon emissions of new homes
- Sustainable location of housing can reduce emissions generated by vehicular travel
- Inclusion of green spaces benefits biodiversity, climate resilience and air quality
- Potential to connect to new low carbon district heat network

**WILDLIFE CORRIDORS AND
ECOLOGICAL BIODIVERSITY**



- Access to green spaces provides mental and physical health benefits
- Improves ecological resilience and engagement with conservation for residents and visitors

- Green spaces benefit air quality
- Engagement with conservation encourages reduced carbon use by residents
- Well designed green space can reduce Urban Heat Island effect

**SOCIAL
INFRASTRUCTURE**



SOCIAL VALUE



**NET ZERO
CARBON
CONTRIBUTION**



**NEW WORKPLACES TO BOLSTER
THE CITY'S ECONOMY**



- Development spaces for both established and emerging industries
- Jobs in sustainable locations facilitate reduced commuting time with associated wellbeing benefits
- Training and education opportunities
- Range of employment types would support a diverse population with a variety of skills, backgrounds and ages

- Reduces need to travel by co-locating amenities, residential development and employment sites
- Use of sustainable/low-carbon building techniques and materials
- Increased building efficiency reduces carbon emissions over building lifespan
- Potential to connect to Council new low carbon district heat network

**LOCAL AMENITIES FOR
RESIDENTS**



- Reduce need to leave the community to complete errands or access amenities, which creates a self-supporting community.
- Creation of distinctive local centres with unique businesses and spaces which embeds a strong sense of place and associated social sustainability.

- Reduces need to travel by co-locating amenities, residential development and employment sites

**18-HOUR ECONOMY WITH NEW
DESTINATIONS**



- Improved perception of safety and vitality
- Distinctive local centres throughout day and evening, enhances local engagement and civic pride.
- Creates sense of place for residents and visitors alike.
- Attracts visitors and establishes the community within the wider Bristol context.

- Reduces need to travel by co-locating amenities, residential development and employment sites.

**SOCIAL
INFRASTRUCTURE**



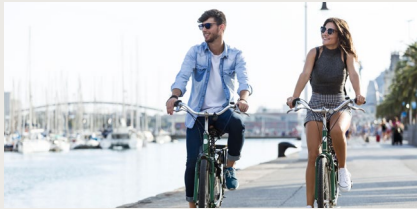
SOCIAL VALUE



**NET ZERO
CARBON
CONTRIBUTION**



**SUSTAINABLE ACCESS,
CONNECTIVITY, WAYFINDING
AND PERMEABILITY**



- Walking and cycling access with associated physical and mental health benefits
- Enhanced pedestrian confidence through legibility and wayfinding
- Access to amenities and jobs for people without access to cars
- Decreased perception of severance which supports engagement and confidence in navigation
- Increased activity, including footfall for local businesses, and improved perception of safety in previously under-used areas
- Reduction in the need to travel by private car and associated air quality, safety and public health impacts
- Improved convenience for modern, diverse commuter patterns

- Reduces need to travel by co-locating amenities, residential development and employment sites
- Encourages use of low-carbon modes
- Reduces reliance on the private car by providing attractive alternatives

HIGH QUALITY PUBLIC REALM



- Improved civic pride, engagement and sense of ownership within the community
- Inclusive and accessible spaces for all users with associated social and wellbeing benefits
- Opportunities for community involvement in tactical urbanism interventions to improve public realm and embed a sense of ownership
- Improved perception of safety through lighting, over-looked spaces and activity throughout the day and evening
- Spaces for physical activity and associated health benefits

- Provision of green spaces improves air quality and encourages community engagement with conservation
- Use of sustainable and low-carbon building materials
- Use of resilient materials reduces the carbon emissions caused by maintenance and replacement
- Well designed green space benefits biodiversity, climate resilience and air quality

LEISURE AND EVENT SPACES



- Supports community engagement and local identity through spaces to gather and hold events.
- Reduces the need to leave the community to access leisure amenities, which creates stronger sense of local identity
- Attracts visitors to events and amenities which establishes the place within the wider Bristol context.

- Reduces the need to travel to access events and leisure opportunities by co-locating with residential development
- Use of sustainable and low-carbon building materials for indoor and outdoor events spaces

4.3.2 Sustainability Outcomes

The matrix shows potential positive and negative impacts of the Bristol Temple Meads Station Masterplan (see chapter 5) on each of the United Nations Sustainable Development Goals. An assessment of the other areas within the Development Framework should be undertaken as part of future stages of work when appropriate details are available.

Figure 44 Bristol Temple Meads Station Masterplan sustainability assessment using UN SDGs

Aspect of scheme	1 NO POVERTY	2 ZERO HUNGER	3 GOOD HEALTH AND WELL-BEING	4 QUALITY EDUCATION	5 GENDER EQUALITY	6 CLEAN WATER AND SANITATION	7 AFFORDABLE AND CLEAN ENERGY	8 DECENT WORK AND ECONOMIC GROWTH	9 INDUSTRY, INNOVATION AND INFRASTRUCTURE	10 REDUCED INEQUALITIES	11 SUSTAINABLE CITIES AND COMMUNITIES	12 RESPONSIBLE CONSUMPTION AND PRODUCTION	13 CLIMATE ACTION	14 LIFE BELOW WATER	15 LIFE ON LAND	16 PEACE, JUSTICE AND STRONG INSTITUTIONS	Partnerships for the Goals
Large amounts of construction	+		-	+	+	+	+	+	+	+	+	+	-	-	-	+	+
Temple Meads capacity increase	+							+	+	+	+		+				+
New station entrance			+				+	+	+		+		+				+
Reduction in car parking + New MSCP			+						+	+	+		+				
Increased public realm			+								+		+	+	+		
New public transport nodes and modes	+	+	+	+	+			+	+	+			+		+		+
Revised accessibility to station	+		+							+							
Changes to wayfinding of area and transport links			+							+							
New provision of office spaces	+		+	+	+		+	+		+	+						
New provision of housing	+		+				+	+		+	+						
New retail outlets (amenities)	+	+	+		+		+	+		+	+	+					

Direct positive impact
 Indirect positive impact
 Direct negative impact, dependent on scheme details
 Indirect negative impact
 Positive or negative direct impact, depending on scheme details and supply chain
 Positive or negative indirect impact, depending on scheme details and supply chain

4.4 Delivery strategy, consents and procurement

The Development Framework has been subject to iteration and refinement to improve its deliverability and establish a compelling economic case for progressing the proposed interventions. The proposals presented are one potential scenario to achieve placemaking benefits, based on knowledge at the time of production (2018-20). Further analysis in the future may be undertaken to test the viability of other scenarios and adapt to changing market conditions.

This section summarises the main delivery considerations. For more detail on each character area, refer to the 'Making it happen' section at the end of Chapters 5-10.

4.4.1 Delivery strategy

The approach to delivering this programme of works recognises that the Development Framework is, in reality, at least three separate development programmes, with different needs and requirements. This includes significant differences in constraints and opportunities, including:

- Land ownership structure
- Existing uses
- Governance arrangements
- Degree of control
- Public-sector powers
- Basis of private-sector participation
- Delivery time-frame

For the purpose of delivery strategy, the three grouped areas are:

1. Bristol Temple Meads Station, City Gateway, Friary North and Temple Gate

This area includes the sites with the highest land value, with the most immediate delivery time-frames and the greatest support from existing policy.

There are several potential strategic avenues to deliver this station-led programme of development which is characterised by multiple public-sector landowners and clear physical dependencies. Formal decisions on the delivery strategy are to be considered in the next stages of design, and could involve a coordinated partnership approach or smaller, discrete packages of work.

The delivery of the internal station works is best suited to Network Rail working independently as the sole sponsor and delivery client, as Bristol Temple Meads is a major directly managed station with complex heritage issues to be addressed. The funding arrangements for these core station works is to be determined, although the scenario modelled assumes core station works would be funded by the DfT's rail network enhancements pipeline (RNEP).

The City Gateway, Friary North and Temple Gate proposals have clear overlap between the public-sector partner interests. The governance arrangements for delivering these are yet to be determined, but much of the capital costs for public

assets are expected to be grant funded, including transport components and some of the public realm around the station.

For the private-sector owned sites in Temple Gate, there is potential that landowners could develop their sites independently, with Bristol City Council relying on a local supplementary planning document to guide development in this area. Alternatively, they may be interested in a site disposal to the public-sector.

Enabling infrastructure is required in order to unlock maximum development capacity in this area. Investment in transport connectivity and infrastructure can result in economic growth and increased land values. Public sector intervention would set standards for quality and give confidence and boost the market to regenerate the area.

Investing in the station and improving the quality of its environment would create a stronger, more distinct sense of place, provide a strong signal to the market, increase investor confidence, and act as a major catalyst for change.

2. Mead Street

The primary public-sector body involved in the development is Bristol City Council, with several private landowners in the area. This development will be catalysed by the station works but has few phasing dependencies.

A Development Brief has been prepared in 2022 for Mead Street, setting out a more detailed approach to delivery.

3. St Philip's Marsh

St Philip's Marsh represents a longer-term, large-scale regeneration opportunity with complex phasing dependencies including significant enabling infrastructure, existing land-uses and multiple land ownerships.

To enable significant development to come forward, area wide strategic infrastructure is needed, which would require significant public and private sector funding and leadership to deliver.

Significant developments are being actively promoted in the area, including the Bristol University Enterprise Campus, Temple Island and Silverthorne Island. These could be delivered independently of the Development Framework.

Strategic Public Sector Approach

Although this Development Framework represents a series of distinct programmes of work, there are clear benefits to be gained from a coordinated approach to delivery. This would require collaboration between interested public-sector organisations to realise their common aims for Bristol and the wider West of England. This could be an evolution of the Strategic Board established as part of the governance for this study (see Section 1.1.5), broadened to include other redevelopment schemes.

As a result of successful collaboration, government funding was granted in June 2022 to further our vision for Bristol Temple Quarter & St Philip's Marsh.

4.5 Phasing and early delivery

4.5.1 Phasing strategy

Indicative phasing for this Development Framework is presented in Figure 455 overleaf. The primary considerations and dependencies that have informed this phasing are summarised below.

For more detail, refer to the 'Making it happen' section at the end of Chapters 5-10.

Bristol Temple Meads City Gateway (2023-2027)

The station and its immediate surrounds presents a natural first target for public investment but also a logical first phase for interventions as these works would transform the opportunities on the surrounding sites. This includes the new Northern Entrance, Eastern Entrance, public realm and reconfigured transport interchange, planned for the early 2020s. As the station works unfold, already committed development by the University and Bristol and through the Temple Island project can build momentum in the regeneration of this area.

The internal station works, driven by the need for increased train and passenger capacity, are likely to be delivered in stages, determined by a series of funding grants and in conjunction with other planned rail schemes nearby.

Relocation of surface car parking along the north side of the station and inside the Midland Shed is a crucial first step in the creation of the new city gateway and subsequent developments. The importance of this

cannot be overstated – a necessary physical move that would trigger a series of 'chess move' improvements and a symbolic demonstration to investors that real change is imminent.

Friary North and Goods Yard (2027-2029)

Once the Southern Gateway is delivered, the new development along the north side of the station can come forward. It is anticipated that this would be delivered over a three to four year period, subject to market conditions. This would have a materially positive impact on the overall Development Framework through the completion of a new city destination, and there are opportunities to accelerate some of the enabling infrastructure in these areas to maintain momentum.

Temple Gate (2022-2030)

The Temple Gate area could be expected to respond to the Friary North scheme, wider regeneration at Temple Island and around the new University campus. This area is characterised by multiple occupiers and owners, including Bristol City Council, thus its redevelopment is likely to be influenced by local market conditions and decision-makers.

Bristol & Exeter Yard (2033-2037)

Bristol & Exeter Yard has been provisionally sequenced as a later stage of development due to the need for clarification on whether the site is required for mass transit, being led by the CA. This could be delivered earlier, although its owner may wish to benefit from the wider regeneration programme before progressing.

Mead Street (2025-2029)

The Mead Street area will be empowered by the station works and other developments but has fewer dependencies. A decant of current uses is required, coupled with policy changes for the re-allocation of this site away from industrial use. The freehold owners development plots would need to extinguish leasehold interests on their sites, or come to a negotiated arrangement, to allow the sites to be taken forward for development.

St Philip's Marsh (2025-2045)

The complex constraints in St Philip's Marsh mean that this project is dependent on wider strategic decisions and substantial investment in infrastructure, including flood defences. This is set out separately in Chapter 10.



Figure 45 Potential delivery phasing west of the railway



4.6 Next Steps

The following strategic enabling activities have been identified as high priority for the next few years. They have been selected based on the outcomes they would enable, their benefits, and deliverability considerations.

More detailed next steps and prioritised lists of projects are presented in the 'Making it happen' section at the end of Chapters 5 to 10 for each of those character areas, including a list of known dependencies that could influence the exact parcelling of projects and sequence of delivery.

- 1. Continue to form an effective delivery and governance structure between the client partners, including an integrated programme for all planned schemes**
- 2. Explore further funding opportunities for necessary enabling infrastructure and to deliver St. Philip's Marsh**
- 3. Engage further with key stakeholders to build momentum behind the regeneration opportunities in this Development Framework, outlined in more detail overleaf**
- 4. Continue to advocate the principles and outcomes of this Development Framework in shaping local and regional planning policy. Establish the process and phasing of planning tools e.g. SPDs, AAPs**

Next steps – stakeholder engagement

The Development Framework sets out the vision for Temple Quarter, however, continued stakeholder engagement will be critical throughout the lifetime of the programme.

Some particularly important activities to progress with the short-term projects include engagement with:

- Temple Quay estate for the new Northern Entrance, Friary and Goods Yard
- Private car parking owners in Temple Gate and Temple Quay
- Bristol City Council and transport operators for the reconfigured transport interchange
- Network Rail for the renewed Midland Shed and concourse
- Historic England and the Local Council Conservation Officer for alterations around the station
- Land owners and tenants in Temple Gate South and Mead Street, including Temple Gate car park
- Plans for the Skanska/Herbert House site (Skanska)
- Businesses in St Philip's Marsh

Potential Future Stakeholders

Bristol City Council

- Mayor's Office
- Councillors
- Management
- Planning (Policy & Development Management, Heritage)
- City Design
- Regeneration
- Parks
- Flooding
- Transport
- Transport Delivery Board
- Communications
- Property
- District Heating
- Waste
- Education

Network Rail

- Property Team

Homes England

Temple Quay Estate

- Management Board

West of England Combined Authority

University of Bristol

Department for Transport

Property Development Community (engagement session)

Train Operating Companies

Statutory Consultees


- Historic England
- Natural England
- Environment Agency

NB. List is not comprehensive. Subject to detailed stakeholder mapping in next stages

PART 2

MASTERPLAN

Chapters 5-7 set out detailed masterplan proposals for Bristol Temple Meads, City Gateway and Friary North. This includes work undertaken up to RIBA 2 / GRIP 2 design stages. This work informs the Strategic Outline Business Case for a programme of railway station improvements and will form the basis for future detailed design and outline planning applications.



5 Bristol Temple Meads Railway Station

5.1 Area statement



Our vision for Bristol Temple Meads is to deliver a modern, safe and efficient passenger experience and multi-modal interchange, whilst celebrating the unique heritage of the station. Bristol Temple Meads will be fully accessible and inclusive for all passengers and will be future-proofed to accommodate anticipated growth. The station will provide an intuitive passenger circulation system which will be easily navigated and accessible for all.

Indicative Timeframe | Next 5 years

Figure 46 Aerial view of Bristol Temple Meads station



Figure 47 Station Approach illustrative view

5.2 Introduction

5.2.1 Bristol Temple Meads station today

Bristol Temple Meads station is a nationally significant transport interchange and the gateway to Bristol and the wider West of England. At the heart of the Bristol Temple Quarter Enterprise Zone, the station marks the transition between the city's modern commercial heart and its inner city industrial past.

Temple Meads is one of twenty stations managed by Network Rail, comprising some of Britain's busiest and biggest stations. Prior to Covid, over 11 million passengers passed through the station each year. As of July 2022, passenger demand is around 80% of pre-Covid levels, and anticipated to grow in future.

The station is situated at the eastern edge of Bristol City Centre, nestled between the River Avon New Cut and the Floating Harbour, with the railway extending north and south on viaducts and bridges over the two watercourses. There are two main entrances: the Station Approach Entrance (also referred to as the Digby Wyatt buildings) accessed via a ramp from the south west, and the northern entrance, accessed via the Friary and Temple Quay estate.

The key components of the existing station complex and its immediate surroundings are shown in Figure 4949.

5.2.2 Area history

The station has experienced numerous iterations since its original inception, briefly summarised below:

1830s: Brunel selected the site for his terminus station on what was then largely undeveloped land.

1840-1845: Construction of the 'Brunel Station', the terminus of Brunel's Great Western Railway from London. This included

the offices fronting Temple Gate, the Carriage Shed and the Passenger Shed. Construction of the separate Bristol & Exeter Station and Goods Shed.

1852: Construction of Bristol & Exeter House

1860s: Construction of the Harbour Railway and viaduct, linking the station to Bristol City Centre.

1871-1878: Construction of Matthew Digby Watt's Joint Station which includes the present day main entrance and forecourt buildings on either side, approached via a ramp. Construction of the Midland Shed, an extension of Brunel's Passenger Shed. Construction of the Main Shed, an arched truss roof over the through platforms. Demolition of the Bristol & Exeter Station.

1930-1935: The Culverhouse extension, creating additional platforms east of the Main Shed and the replacement of an original footbridge with a subway linking all platforms. Construction of Collett House.

1965-1982: Closure of the platforms in the Midland and Brunel sheds. Demolition of the Goods Shed and Harbour Railway, to be replaced with a signal box and surface car parking.

For more information on the history of the station and surrounding area, refer to the Bristol Temple Meads Conservation and Asset Management Strategy, listed in Appendix A.

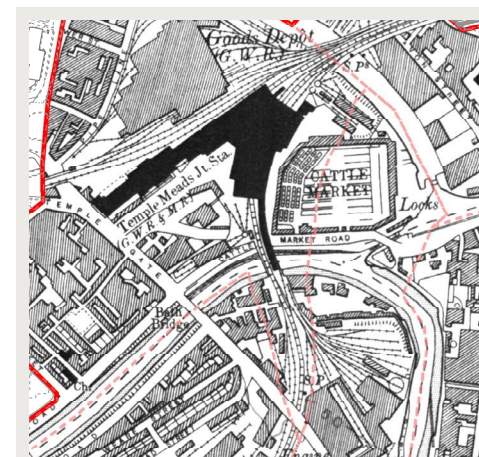


Figure 48 Historic map (1930) © Groundsure

5.2.3 Heritage assets and significance

Bristol Temple Meads is a complex of station buildings of the highest national significance, comprising:

- Grade I listed Bristol Old Station, including the original Brunel station of 1839-41 (list entry no. 1209622)
- Grade I listed 'Temple Meads Station', including the Digby Wyatt Joint Station of 1865-78, the Main Shed and the Culverhouse Extension of 1930-35 (list entry no. 1282106)

In addition, the nearby Bristol & Exeter House is Grade II* listed (list entry no. 1209608).

Within these buildings there are smaller components of varying significance, as outlined in the BTM Conservation & Asset Management Strategy (Alan Baxter, 2013).

The historic character of the station should be used as a positive force in the development and implementation of this masterplan, helping to create a successful future identity that draws on the site's past, its character and distinctive sense of place. Proposals to address the station's operational and capacity shortcomings should avoid or minimise harm to the historic significance of the site and, wherever possible, enhance appreciation of it.

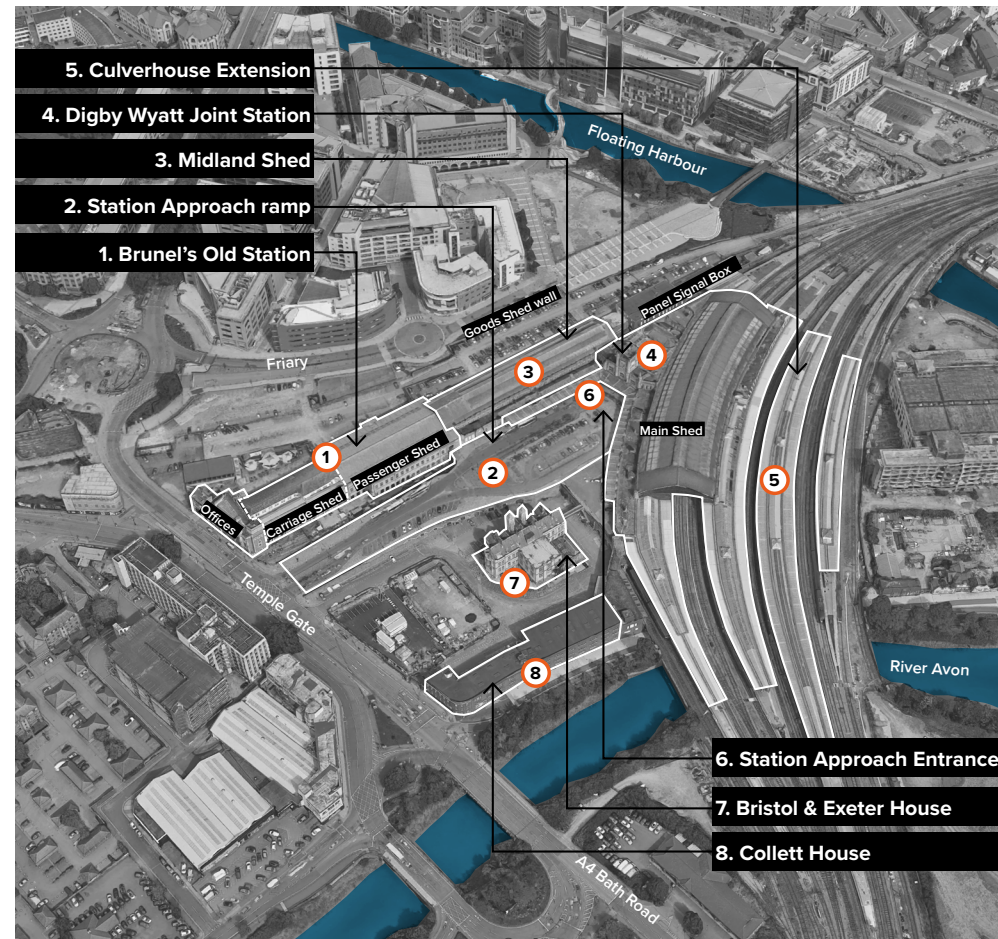


Figure 49 Bristol Temple Meads station overview

5.2.4 Buildings condition

The station buildings have undergone several refurbishment projects, including the Station Regeneration Project in 1998 which included stonework repair and renewal. However, the building structures, fabric and finishes are in varying condition. Most notably:

- The Midland Shed is in poor condition. The roof was re-clad in 1986. Network Rail are developing a proposal to refurbish the roof by the end of March 2024 (subject to funding).
- The currently unoccupied Midland Shed rooms, located on the Midland Shed side of the forecourt, are in very poor condition. Network Rail are progressing a scheme to redevelop these rooms for retail and passenger toilets by March 2024.
- The Main Shed roof is currently being refurbished and is anticipated to complete by March 2024.
- Since Network Rail acquired the Passenger Shed in March 2020, it has been extensively surveyed with the drainage guttering requiring significant rectification work.
- Current leaking platform canopies are to be repaired as part of the Main Shed roof refurbishment project.

5.2.5 Proposed development context

Site allocations

Bristol Temple Meads station is within Bristol City Centre and the Bristol Central Area Plan. It is part of the Bristol Temple Quarter Enterprise Zone, designated as a key area in the Bristol Central Area Plan (Policy BCAP35) and covered by the BTQEZ Spatial Framework.

Approved developments

Bristol Temple Meads and the surrounding rail network are undergoing a sustained programme of investment to enhance capacity, reliability and passenger experience.

Committed schemes at the station include:

- Bristol East Junction Remodelling (now complete)
- Station Main Shed Roof Refurbishment and Station Rewire (to be completed by March 2024)
- Construction of a new Eastern Entrance

Additional railway schemes planned for the wider network include:

- MetroWest, including re-opening of the lines to Portishead and Henbury and increased services to Severn Beach
- Bristol West Junction track renewal
- An aspiration to remove the signal box at Temple Meads and relocate its functionality, not yet committed

Recently completed developments

Several passenger enhancements have recently been completed, with more planned across the station. Passenger toilets have been refurbished in the subway, as have the disabled toilets on platforms 3 and 13. The long-disused toilets on platform 10/12 were also refurbished and reopened in late Spring 2022. Accessibility has been improved with the installation of platform edge tactiles across all platforms. There are further plans to reduce the number of slips and

falls on platform 3's terrazzo paving with resurfacing works to start once the temporary scaffolding for the Main Shed Roof Refurbishment is complete. Further surface improvements will complete across the station by Spring 2023. The introduction of a one-way passenger flow system on the platform 3 staircase and subway has greatly improved circulation, especially at peak times. Finally, a new Help Desk will be opening within the former station travel centre in late 2022. This facility will include a fully accessible counter with a hearing induction loop and automatic doors, further making the station more inclusive to all passengers.

5.2.6 Land ownership

Bristol Temple Meads station is owned by Network Rail. However, it is worth noting that Network Rail-owned land surrounding the station is limited, with most areas falling under the ownership of other parties.

The Brunel Station and Offices are owned by Bristol City Council, whilst the The Passenger Shed and Engine Shed were acquired by Network Rail in March 2020.

The Bristol & Exeter House and surrounding yard, Collett House and Skanska site are currently in private ownership, whilst Network Rail have agreements to access the arches beneath the forecourt (British Transport Police area) for servicing the station and trains. Some spaces are let for commercial uses.

5.2.7 Rail capacity

Tracks and platforms

The current station has 14 platforms ranging in length from 96m to 295m, as well as two non-platformed through lines and a number of sidings which remain in frequent use.

The station was fully resignalled as part of the Bristol Area Signalling Renewal & Enhancement (BASRE) project, completed in 2019, which included the introduction of mid-platform signals.

The electrification of the Great Western Main Line and the implementation of the Intercity Express Programme (IEP) in December 2019 reduced journey times between Bristol and London to 1 hour 20 minutes.

Planned service improvements

Bristol Temple Meads Station has seen significant increase in train services in the last ten years.

The Western Route Study (2015) set out the strategic vision for the future of the rail system in the west of England up to 2043. The dominant issue identified within the study is the need to provide sufficient capacity in the peak periods for key centres such as Bristol. It recognises the difficulties of seasonal variation in demand, station capacity requirements for pedestrian throughput and the need to improve resilience of the railway in order to maintain connectivity. The strategy identifies future opportunities for improving capacity, connectivity, journey times and optimising the delivery of interventions to achieve the best industry cost.

The Western Route Study includes a range of projects to be implemented across that timescale. Incremental improvements in frequency and journey time are projected to continue in the coming years, as set out in the Indicative Train Service Specifications (ITSS). The total number of passenger services was anticipated to progressively increase from 14 to 22 per hour, mostly made up of additional terminating Bristol Suburban, Welsh Inter-regional and London Intercity services.

Substantial improvements to local services are planned through the MetroWest train network which will reopen the lines to Portishead and Henbury and provide increased services to Severn Beach. This will provide a significant increase in rail capacity within the Greater Bristol area to help serve the city and the Temple Quarter.

Current forecasting suggests passenger revenue returning to pre-pandemic levels by the mid-2020s. Rail patronage on the Western route has shown a strong recovery, with station footfall at some stations already exceeding pre-pandemic levels. There is therefore every reason to expect that passenger numbers and associated levels of train service will still reach the levels previously envisaged in the 2015 Western Route Study.



Drivers for change

The forecast increase in train services will significantly alter the nature of station operations, with Temple Meads' principal focus moving towards that of a terminating point for services, while maintaining a lesser number of through and reversing services. Considering this shift in focus, the continued efficacy of the current double-length platforms is likely to be reduced, and some level of intervention/re-modelling can be anticipated.

5.2.8 Passenger capacity

Passenger growth

Passenger numbers at Bristol Temple Meads have grown significantly over the last few years from about 7.5 million in 2008 to over 11 million entries and exits in 2018-19. Growth is projected to be 6% per annum up to 2023 followed by 3.2% between 2024 and 2043, as forecast by Network Rail Economic Analysts using the Passenger Demand Forecasting Handbook (Rail Delivery Group, 2018).

Passenger growth at Bristol Temple Meads is due to a combination of factors including population growth and economic growth in the city. In addition, the cost of private car travel and highway congestion are inducing modal shift, supported by a positive feedback loop of rail investment to increase the capacity and convenience of train travel in the region.

Internal station circulation routes

The station is currently served by a single passenger circulation route between the platforms in the form of the 9m wide passenger subway, which runs around 4.5m below platform level. Two sets of stairs and one passenger lift connect from the subway up to each island platform.

The existing platform stairs are all 3m wide, with the exception of the platform 13/15 stairs which are only 2.75m wide. All staircases have a central handrail and are kinked around mid-height landings to avoid lift shaft and structural foundations.

Within the station, two new gatelines were brought into operation in December 2018: one adjacent to Bonapartes Cafe and another providing access through the Queen Anne Gate. These have been successful in encouraging

greater use of the second (southern) staircase from the subway to Platform 3, and in alleviating flow through the existing gateline and ticket hall.

Congestion

The station experiences frequently congested passenger flow, particularly due to the high volume of passengers alighting from individual trains in the peak hours. This is exacerbated by non-central train stopping positions which bias passenger flows towards a single platform staircase, whilst the other stairs are largely unused.

By contrast, entry/boarder flows are more dispersed and do not usually cause congestion issues, although it can be difficult to access the platforms via the subway against the predominant flow of alighters.

This study has undertaken dynamic passenger modelling to better understand the internal circulation at Bristol Temple Meads. It was confirmed that the arrival flows exiting the station in the AM peak present the principal operational challenge.

This modelling identified various non-compliances with the Station Capacity Planning Guidance (Network Rail, 2016). In particular, the stairs to/from all platforms have inadequate capacity. As a result, the platforms suffer significant congestion around the top of the stairs leading down to the subway. The inadequate width of the stairs up to platforms 3/4 also causes congestion in the subway. This can be worsened by the simultaneous arrival of a train on platforms 1, 3 and 4 with high numbers of interchanging passengers creating counterflow surges on these stairs and crowding in the subway.

Accessibility

The high volume of passenger flows reduces accessibility for passengers with reduced mobility, other disabilities and encumbered passengers. For example, the platform 3/4 lifts are directly adjacent to the top of the subway stairs which can make access difficult during peak flows.

Passenger safety

Bristol Temple Meads has the highest rate of public and passenger accidents of Network Rail's managed stations, with an average of 12.74 accidents per 100,000 footfall between April 2017 and March 2019 (Network Rail, 2019). The majority of those accidents will be slips trips and falls, and it is typically on stairs where most such incidents occur. It is acknowledged by Network Rail that crowding on stairs is a contributory factor leading to these incidents. Thus, alleviating crowding by enhanced provision for safe passenger movement, or by other control measures, should be a priority and may support a case for early intervention in critical locations.

Looking forward

As outlined above, the current stairs and subway link is non-compliant with the Station Capacity Planning Guidance and poses a risk to passenger safety.

Dynamic passenger modelling has been undertaken to explore how an un-enhanced station would cope with forecast passenger growth and additional train services to 2025. Prior to Covid, the subway and stairs down into it were seriously congested. Recovery towards these demand levels will cause the congestion to return and further growth will

worsen it. In addition, the platform areas around the top of the undersized stairs will experience increasingly severe queuing, extending out towards the platform edges.

To relieve congestion and accommodate increased demand from additional train services, more circulation capacity would be required. This would enable passengers to leave the platforms and then the station quickly and comfortably. Given existing levels of platform congestion, the modelling also makes it clear that the existing stairs cannot be safely widened whilst maintaining the full operation of the station. In light of this, it is concluded that it will be necessary to provide an additional platform access route (i.e. a new subway or bridge) at the earliest opportunity.



Drivers for change

The key driver for action is the worsening situation on station platforms which will continue to deteriorate. These present significant risks to passenger safety and have a negative impact on passenger experience and accessibility.

5.2.9 Passenger experience and facilities

84 years on from its last significant upgrade, the station is currently out of step with expectations of the 21st Century rail passenger. Station facilities are a key component of passenger experience and a recurring theme in satisfaction ratings. At Bristol Temple Meads there are several inadequate or absent passenger facilities which hinder overall passenger experience.

In May 2018, Bristol Temple Meads was ranked as 41st in the country for passenger satisfaction, with an overall rating of 81% (Transport Focus, 2018). However, in January 2020 it was announced that this had increased to 83%, the biggest improvement of any Network Rail managed station in the country (Network Rail, 2020). This reflects high investment in Western Route over the last five years. Network Rail's route managing director for Western noted that, *“Although these results are encouraging, we recognise that there is still a lot more that can be done to make the railway more reliable and better for everyone that uses this vital public service.”*

Toilets

The station is served by a single set of passenger toilets located in the subway which have inadequate capacity and are in poor condition. The station has no toilets on platforms.

Waiting Rooms

The station has limited platform waiting rooms: one on platforms 5/7 and another on platforms 13/15. In addition, there is a small waiting room inside the ticket office.

Canopies

The platforms canopies stop short of train car lengths on most platforms and leak during rainfall.

Platforms

Platforms have several non-compliances with design standards, including:

- Inconsistent tactile paving and danger area (yellow line) markings at platform edges
- High stepping distances between platform and trains, particularly those with high curvature
- Poor slip-resistance of floors, particularly platforms 3/4, and slip and trip hazards

Obstructed progress

Subway congestion is one of the most common complaints in passenger satisfaction surveys due to inadequate capacity of circulation routes, as outlined above.

Wayfinding and onward travel

The station suffers from poor and inconsistent wayfinding signage, particularly the interface between the rail and external environment for onward travel. In addition, there is inadequate provision of disabled parking spaces and non-compliant access routes from these spaces to the platforms.

Issues related to wayfinding and onward travel are explored in more detail in Chapter 6 City Gateway.

Accessibility and inclusivity

There are 13.9 million people with disabilities in the UK and inaccessible public infrastructure is a factor in social exclusion. Many of the known issues at Bristol Temple Meads are non-compliant with the Design Standards for Accessible Railway Stations (DfT, March 2015) and dissuade people from choosing to travel by train.

It should be noted that the impact of poor infrastructure and facilities is not confined to people with disabilities. A truly inclusive station recognises the intersection with other protected characteristics under the Equality Act 2010, such as age, pregnancy and religion. This approach goes beyond accessibility to considerations such as security and staffing, which disproportionately affect a range of social groups.

Living Stations

The Tomorrow's Living Station publication (Network Rail, 2019) highlights the role of train stations within their wider context and the communities they serve. It notes that stations should recognise the value of people's time, the value of health and wellbeing and the quality of transactions. This document proposes three responses to future challenges:

1. Stations as the centre of movement of people
2. Stations supporting inclusive growth
3. Stations as the heart of a health community

These all highlight that the role of stations is larger than simply train services, and re-emphasises the need for 'internal' works to be holistically designed in tandem with 'external' works, as outlined in Chapter 6, to meet the challenges of tomorrow.



Drivers for change

When altering stations, it is Network Rail's responsibility to identify any potential negative impacts on people with protected characteristics and mitigate these wherever possible and practical by reasonable adjustments.

The opportunities presented in this masterplan present a clear driver to improve the accessibility, inclusivity and overall passenger experience at Bristol Temple Meads.