

Growth and Regeneration Scrutiny Commission

28th September 2023



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Title: Temple Quarter Regeneration Programme update

Ward: All

Officer Presenting Report: Karen Mercer, TQ JDT
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Recommendation: To note the current position of the Temple Quarter Regeneration Programme.

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

- 1) Introduction
- 2) Project Background
- 3) Current workstreams
- 4) Joint Delivery Vehicle update
- 5) Procurement of a Development Partner
- 6) Recommendations to November Cabinet



1.0 Introduction

- 1.1 The Growth & Regeneration Scrutiny Committee were provided with an update on the Temple Quarter Regeneration Programme (TQRP) in February and September 2022. This paper does not repeat what was included in those papers, it provides a summary of the programme, an update on the key activities for each workstream and an update on the proposal to create a Joint Delivery Vehicle (JDV) to drive forward the comprehensive regeneration of Temple Quarter.

2.0 Project background summary

- 2.1 The TQRP is one of the largest regeneration schemes in Europe. With Bristol Temple Meads station at its core, the programme sets out a vision to redevelop around 130 hectares of brownfield land in two connected phases over 25 years. This will deliver 10,000 homes and up to 22,000 jobs in a series of new sustainable and inclusive communities at the heart of one of the UK's most productive and fast-growing city regions.
- 2.2 The TQRP is led by a public sector partnership between Bristol City Council (BCC), the West of England Combined Authority (CA), Homes England (HE) and Network Rail (NR). A Joint Delivery Team (JDT) has been established and it is leading on the delivery of the TQRP on behalf of Partners.
- 2.3 In addition to the significant housing and economic benefits, the programme will deliver wider environmental and social benefits including integrated flood defences, local employment and skills opportunities, new open spaces, a network of green infrastructure increasing biodiversity and enabling low-carbon travel across the area, world class placemaking which is accessible and inclusive and sustainable new development supporting Bristol's ambition to be carbon neutral by 2030.
- 2.4 The programme successfully secured £94.7m in funding from the Brownfield and Investment Land Fund (BIL) from the Department of Levelling Up, Housing and Communities administered by Homes England. The Grant Funding Agreement (GFA) was signed on 12 April 2022 and later amended on 20 April 2023.
- 2.5 On 22nd October 2022, Cabinet approved entering into a Collaboration Agreement to facilitate the delivery of infrastructure items enabling new homes and commercial development within Phase 1, it was signed on 20 April 2023.
- 2.6 The Collaboration Agreement set out how the Partners will work collaboratively for the duration of the whole programme, with the aim of satisfying the delivery obligations under the GFA and Flow Down Agreements and sets out a process for a Partner to take responsibility for producing a delivery plan for each Infrastructure Item. Each Delivery Plan will identify the party who will be responsible for delivering each Infrastructure Item, detailed costs, any land assembly arrangements and a risk allocation. When a Delivery Plan is agreed between the Partners, the relevant Partner will then be responsible for the delivery of the agreed element of the Infrastructure Item pursuant to a Flow Down Agreement and grant offer letter. Under the Collaboration Agreement the parties agree to work together to mitigate and manage any cost increases and cost overruns. WECA, BCC and NR also agree to share programme delivery risk.
- 2.7 In October 2022, Cabinet also authorised the Executive Director for Growth and Regeneration in consultation with Deputy Mayor and Cabinet member for Finance, Governance, Property and Culture, Director of Finance and Director Legal and Democratic Services to take all steps required to negotiate and agree with Network Rail, Homes England and the West of England Combined Authority: (a) the establishment of a joint venture arrangement (comprising a corporate body) to drive the delivery of BTQ and (b) the appointment of a joint delivery partner, noting that further Cabinet approval would be sought.

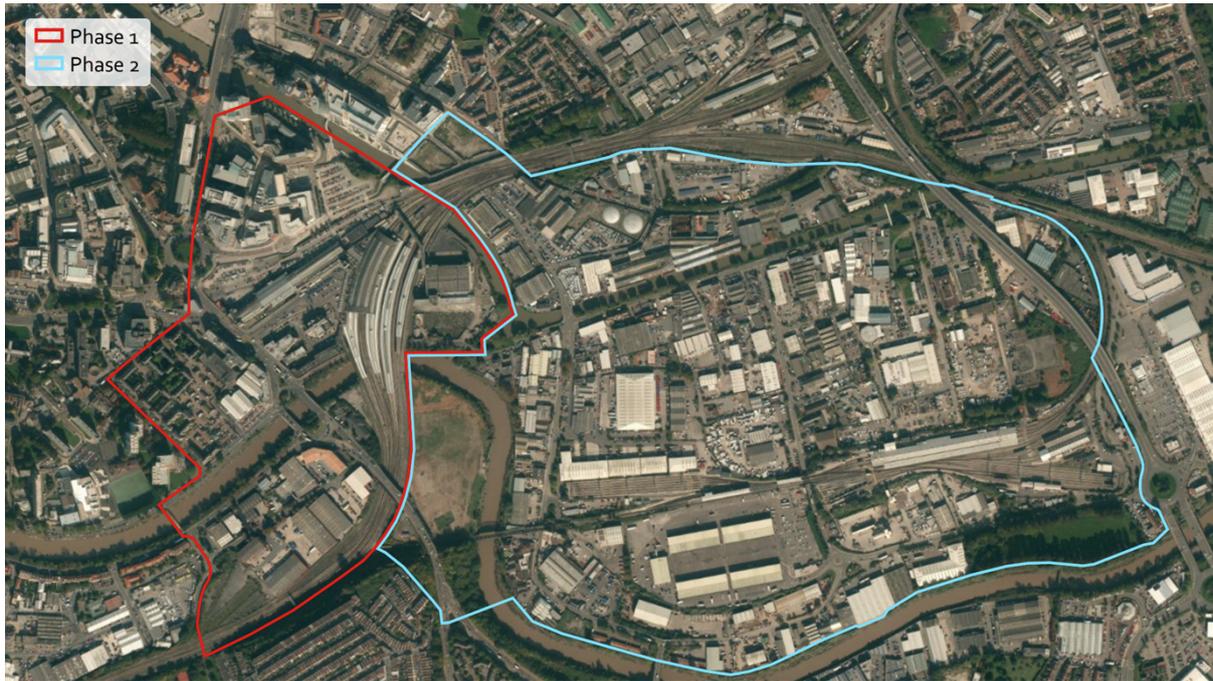


Figure 1: Aerial image showing regeneration area outline and phasing.

3.0 Programme workstreams update

- 3.1 Eastern Entrance** – enabling works for the build of the new Eastern Entrance to Bristol Temple Meads station are due to begin at the end of September, following the signing of an Implementation Agreement between partners. The main works will commence shortly afterwards, with completion anticipated in Q1 2025. The entrance will open in September 2026 alongside the University of Bristol’s new Enterprise Campus.
- 3.2 Southern Gateway and Northern Entrance** – both projects have completed the RIBA Stage 2 design stage. RIBA Stage 3 is due to commence later this year, subject to approvals.
- 3.3 Temple Island enabling works** – bids have been received for the procurement of a contractor for the main package of enabling works to prepare the site for development, with the appointed contractor anticipated to be on site in early 2024. Works to restore the historic river walls are ongoing, and improvement works to the A4 access road are due to begin this month. The Local Planning Authority (LPA) are working to discharge planning conditions, there have been some delays with this that will impact the critical path of programme. Two new dedicated Temple Quarter Planning Officers are now in post, and they will be working to progress this as quickly as possible. Currently the Remediation Implementation Plan Condition has passed its eight-week statutory period and is delayed by two weeks. Additional planning applications for surface water sewer, road and parapet works will be submitted and the complexity of these works will require coordination with the LPA. It is expected there will be a Biodiversity Net Loss of approximately 20 units as a result of the enabling works. Planning policy requires the developer (the council) to offset the lost biodiversity and create 10% Net Gain. The project is seeking to use council Parks & Greenspaces sites to offset on and has received an extension to its planning condition to enable sites to be identified within the Bristol area.
- 3.4 University of Bristol** - The University of Bristol is making strong progress on the build of its main academic building on Cattle Market Road, with the piling completed and the work on schedule. The

wider campus development area is also taking shape, with work on the nearby Research Hub ongoing. On Friday 8 September, the new Dental School on Avon Street was officially opened by constituency MP, Thangam Debbonaire. The £36m state-of-the-art school will provide 119 dental chairs, radiography services, instrument sterilisation facilities, clinical simulation teaching rooms, seminar and IT teaching rooms, and staff and student social spaces. Free dental treatment for the local community by undergraduate students, under the supervision of qualified clinical dentists will be available at the new site. This service will double the daily availability of emergency dental appointments in the local area.

- 3.5 **Masterplanning and placemaking** – the tender process to procure a masterplanning consultant for phase 1 and phase 2 has recently closed, with the announcement of the appointed consultants expected in mid-October. The masterplanner will focus on phase 2 and connectivity in and around the phase 1 area, with the commission expected to last around 12 months. The appointment of a placemaking consultant is also anticipated in mid-October. This consultant will help to define what good placemaking looks like in the Temple Quarter and wider Bristol context. Both the masterplan and placemaking vision will be shaped by input from councillors, residents, interest groups, and other stakeholders starting later in 2023.
- 3.6 **Social Value strategy** – work to develop a Social Value strategy is underway. The development of the strategy will be shaped by community and stakeholder input, tied to a wider public engagement strategy sitting across the entire TQ programme.
- 3.7 **Employment and Skills strategy** – work to develop this strategy is underway, informed by business engagement work undertaken in late 2022, alongside other city-wide programmes, including the Local Plan Review and an Employment Land strategy for the Bristol area. The team is now using Building Bristol as a formal body to report progress and to obtain feedback and input regarding their Employment and Skills Strategy.
- 3.8 **Communications and engagement** - Since the last update to this committee in September 2023, a comprehensive programme of public engagement has continued, managed by the Joint Delivery Team, with support from the council's Community Development team. In January-March 2023 the Temple Quarter Development Framework was consulted on across Bristol. The results of this consultation and a summary of the activity that took place can be found online: [Bristol Temple Quarter Development Framework Consultation | Ask Bristol Consultation and Engagement Hub](#). The Joint Delivery Team intends to continue its open engagement approach throughout the life of the Temple Quarter project. This will include continued engagement with Bristol Ward Councillors and their counterparts in the WECA region. Cross-party briefings are being planned for councillors ahead of November Cabinet and more information will be shared in due course.
- 4.0 Other developments in the Temple Quarter area**
- 4.1 There are a number of private developments coming forward in the Temple Quarter area. These include:
- **Clarence Road:** The LPA is expecting the submission of a revised set of plans shortly, to respond to the consultee responses received to date. It is understood that these drawings will be accompanied by planning and DAS addendums providing commentary on how they have responded to feedback plus updated technical assessments where relevant. The developer hopes to be in a position to submit these back to us by the end of September. Further to this BCC are awaiting input on the viability assessment from an external consultant to cover the revised scheme as well as other queries which it has raised.
 - **Plot 3:** The revised scheme has been submitted, but is still subject to objections on highway and heritage grounds. There are also some ecology issues still to be resolved. The LPA is working with the developer and the relevant consultees to provide a pragmatic response to these issues.
 - **Feeder Road/Albert Road:** The applicant has confirmed they are implementing the scheme that was allowed at appeal (19/01881/F), and the site has been cleared. The LPA has dealt with all

the pre-commencement conditions and understands that works have commenced on site. The applicant is exploring ways to increase the number of bedspaces and changes to block C (the commercial block) and there are ongoing discussions about this and how this can be facilitated.

- **Mead Street (Former Barts Spices)** : The developer is looking to make some changes to the approved scheme and has submitted an application to make amendments to the scheme. This has only been recently received and has not yet been reviewed.
- **40-46 Albert Road:** This application is in and subject to an agreed PPA with a timetable in place, looking for a committee determination around Jan 2024.

5.0 Network Rail/Bristol Temple Meads station improvements update

5.1 Network Rail is carrying out its own programme of renovation works at Bristol Temple Meads station that are a separate but complementary workstream to the Temple Quarter programme. Works include:

- **Main Shed Roof Renewal:** construction due to complete December 2025, scaffolding removed throughout following year with everything removed December 2026. Platform canopy refurbishment will be finished in the coming months.
- **Station improvements:** The refresh of Bonaparte's (previously a bar/restaurant) is due to complete in summer 2024. Station Approach restaurant/bar is developing with construction expected to complete autumn 2025. British Transport Police will relocate from Platform 3 to the lower level of the Passenger Shed early 2025 to support this development.
- **Midland Shed:** in addition to TQ proposals, Network Rail is refurbishing the derelict rooms along Station Approach for retail and station facilities. Included will be a unisex toilet facility including accessible toilet and changing places toilet. Expected completion in Spring 2026.
- **Hostile Vehicle measures:** To improve security and meet current legislation and guidance on security of nationally significant infrastructure, anti-hostile vehicle measures will be installed around the entrances to the station. These are designed to allow passage of pedestrians, wheelchairs, buggies, cycles and can accommodate emergency/servicing vehicles as required. Anticipated to be installed by spring 2024.
- **Cycle parking:** In advance of relocation of cycling and vehicular parking across the station to a new bespoke facility as part of TQ proposals, the current cycle parking to the north of the station will temporarily relocate to the terrace outside the Midland Shed. Design is being finalised and relocation date will be confirmed in the next few months.
- **Signal box:** The Panel Box currently operates the Bristol South corridor, from just north of Nailsea & Backwell to the Exeter fringe south of Bridgewater. It includes the Weston-Super-Mare loop. The facility also accommodates the Signalling & Telecomms maintenance team, who respond to planned and unplanned interventions to the systems. There is broad consensus and desire to align decommissioning the Panel Box alongside the development of the Temple Quarter scheme – however, there is no currently funded business case that would enable this. Network Rail is finalising a scope of work to look at the feasibility of decommissioning the facility, with mitigations that adequately address operational capability, maintenance accommodation, optimal usages of land and value for money. This study is anticipated to conclude April/May 2024.

6.0 Joint Delivery Vehicle (JDV)

6.1 The establishment of a Temple Quarter Joint Delivery Vehicle (JDV) will formalise the long-standing collaborative working arrangements that are already in place under the Memorandum of Understanding between the council and its Temple Quarter delivery partners - Homes England, West of England Combined Authority and Network Rail (JDV Partners).

6.2 The JDV Partners intend to establish the JDV by January 2024 subject to each JDV partner securing the necessary internal approvals. The key principles for the JDV are as follows:

- The JDV will continue for the duration of the Temple Quarter Programme. This is likely to be for a period of 15 years although flexibility is being retained for longer if agreed in writing by all JDV Partners.

- The JDV’s remit will be to secure the comprehensive regeneration and delivery of BTQ. It will be responsible for developing and managing the overall programme as envisaged in the Collaboration Agreement and Grant Funding Agreement.

6.3 The JDV will work to an agreed Business Plan, that will be agreed by the council and each of the JDV Partners prior to the JDV being formally established. In November 2023 Cabinet will be asked to consider delegating authority to the Executive Director of Regeneration to approve the final JDV Business Plan. Any subsequent variations or updates will require approval by each partner. The Cabinet Paper will also set out the arrangements for partners to make available their Phase 1 land for development in accordance with the Collaboration Agreement.

6.4 The JDV Business Plan will be grounded in the council’s Corporate Plan and the Temple Quarter Development Framework endorsed by BCC’s Cabinet in May this year.

7.0 Procurement of a Development Partner (DP)

7.1 Following Cabinet approval last October, the JDV Partners have been working to prepare the proposition to the market to secure a Development Partner. To help inform that proposition and the procurement strategy pre-market engagement has been undertaken.

7.2 The process demonstrated that there is significant market interest in the Temple Quarter development opportunity and an appetite to take on infrastructure delivery. The process also highlighted that linking the delivery of Phase 1 and 2 would provide the greatest opportunity to achieve our objectives for TQ and deliver our vision, as this will help attract a developer partner with the required skills, experience, investment and placemaking capability.

7.3 To deliver on the vision and objectives for BTQ, it is currently intended to launch a procurement process in Spring 2024, to procure a master developer partner for Phase 1 and work with the JDV to subsequently bring forward Phase 2 subject to the necessary approvals.

8.0 Recommendations

8.1 It is the intention of the Joint Delivery Team to take a series of recommendations to Bristol City Council’s Cabinet in November 2023. It is anticipated these recommendations will include approvals to enter into the JDV, make the Phase 1 land available to the JDV and enable the JDV to commence a procurement process to procure a developer partner for Phase 1

8.2 It should be noted that the above may change before the anticipated Cabinet meeting on 7 November 2023.

9.0. Policy

10.0. Consultation

a) Internal

Legal and Finance Business Partner

b) External

The report was drafted in consultation with the Temple Quarter partners (Homes England, Network Rail, Homes England) and with advice from Deloitte and Eversheds.

11.0. Public Sector Equality Duties

- 11.1 Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.
- 11.2 The Temple Quarter programme will transform 130 hectares of central Bristol with new homes, jobs, and public spaces. This will have an impact on quality of life, standard of living, access to housing and services and so on. Creation of a Joint Delivery Vehicle will drive the programme forward into the delivery phase. We are aware of existing disparities for people in Bristol based on their protected and other relevant characteristics which we will aim to mitigate where possible through our overall approach. Any potential impact of communities will be monitored and taken into considerations as each part of the programme is progressed. An Equality Impact Assessment is appended to this report – Appendix 1.

Appendices:

Appendix 1 - Equality Impact Assessment (EQIA)

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None