

Temple Quarter Development Framework

April 2023

Bristol City Council, Network Rail, Homes England,
West of England Combined Authority



Temple Quarter Development Framework

April 2023

Bristol City Council

Our Partners

Deloitte. **AWW** **AVISON
YOUNG** **3ADAPT**
WestonWilliamson+Partners

Client team



10 Temple Back
Bristol
BS1 6FL
United Kingdom

T +44 (0)117 906 9500
www.mottmac.com
bristol@mottmac.com

DISCLAIMER

This document is issued for the party which commissioned it and for specific purposes connected with the above captioned project only. It should not be relied upon by any other party or used for any other purpose.

We accept no responsibility for the consequences of this document being relied upon by any other party, or being used for any other purpose, or containing any error or omission which is due to an error or omission in data supplied to us by other parties.

This document contains confidential information and proprietary intellectual property. It should not be shown to other parties without consent from us and from the party which commissioned it.

Contents

Part 3 | Development Framework

8 Temple Gate

- 8.1 Area statement
- 8.2 Introduction
- 8.3 Constraints and opportunities summary
- 8.4 Guiding principles
- 8.5 Temple Gate development framework
- 8.6 Making it happen

9 Mead Street

- 9.1 Area statement
- 9.2 Introduction

PART 3

DEVELOPMENT FRAMEWORK

Chapters 8-10 set out a high-level vision and spatial concepts for potential longer-term development at Temple Gate, Mead Street and St Philip's Marsh. This provides flexible, guiding concepts for future mixed use development interventions which will continue to evolve and will be shaped by future detailed design work and engagement with local business, residents and other stakeholders.

8 Temple Gate

8.1 Area statement



Figure 114 Aerial view of Temple Gate

Our Vision is for an area that:

Delivers new development that reflects Bristol's urban character and will result in an enhanced setting of the Grade I Bristol Temple Meads station. Bristol & Exeter Yard will provide affordable homes and associated infrastructure to meet emerging housing affordability issues in the City. Temple Gate South will deliver City Centre living and office space on the edge of Redcliffe, which together with a local retail offering and enhanced movement links, will improve access to local services and transport across Redcliffe.

Indicative Timeframe | 10-15 years



Figure 115 Temple Gate illustrative view

8.2 Introduction

8.2.1 Temple Gate today

The Temple Gate area comprises 2.5 hectares of land to the south west of Bristol Temple Meads, with the River Avon New Cut along its southern edge. This area includes two smaller portions, separated by the Temple Gate highway:

- The eastern end of the Redcliffe neighbourhood, approx. 1.54 hectares, enclosed by Chatterton Square and Clarence Road. Chatterton Street runs through the southern part of the area. This area is referred to as Temple Gate South
- The area around Bristol & Exeter House, approx. 0.95 hectares, bounded by Cattle Market Road and the raised Station Approach. This area is referred to as Bristol & Exeter Yard

The building frontage along Temple Gate includes active ground floor use (pub and retail) beneath an imposing hotel building, itself hiding a multi-storey car park that is nestled behind. The corner of the Bath Bridge Roundabout is occupied by a car dealership with several garage shed buildings behind.

Bristol & Exeter Yard is predominantly used for station servicing and by users of Bristol & Exeter House and Collett House. The internal yard area provides access to several arches beneath the Station Approach, with tenants including a popular bakery, and beneath the station forecourt above. There is a two-flight set of steel stairs up to the station forecourt level. Around the perimeter of the site, Collett House presents a long, inactive frontage along Cattle Market Road while the

Skanska site (facing Temple Gate) sits vacant.

The topography of both areas is mostly level. Vegetation is limited with two street trees on Temple Gate.

8.2.2 Area history

The River Avon New Cut was constructed between 1804 and 1809 as part of the creation of Bristol's Floating Harbour. This project diverted the river southwards to immediately south of the Temple Gate area.

The earliest built development in Temple Gate south was around the same time as the New Cut. Terrace housing and industrial buildings were introduced incrementally throughout the 19th Century, including the Caxton Printing Works in the north of the site. The area was largely unchanged until the 1960s when many buildings were demolished. The current frontage along Temple Gate and multi-storey car park were built by 1973, soon followed by new homes to the west of the site.

The area known as Bristol & Exeter Yard was first created by the construction of Brunel's Station and the Bristol & Exeter Railway Station which raised the surrounding ground level to bridge the railway over the Floating Harbour. Bristol & Exeter House was built in 1852 with a Jacobean elevation to provide office accommodation for Bristol and Exeter Railway staff. The enclosure of this yard was further reinforced with the Station Approach ramp and Joint Station in the 1870s, followed by the Culverhouse Extension (including Collett House) in the

1930s. This included two buildings along Temple Gate, Herbert House and New Bath Road MDP, which have since been demolished.

8.2.3 Heritage assets and significance

Detailed commentary on the significance of different parts of the station is presented in the Bristol Temple Meads Conservation & Asset Management Strategy (Alan Baxter, 2013). In summary:

- The quality of design of Bristol & Exeter House, which externally has survived almost unaltered, make it *highly significant*, while the interiors are *significant*
- The Station Approach ramp and vaults are ranked as *significant*, as an important part of the station and evidence of its evolution
- Collett House is ranked as *neutral* in the context of the station and its setting

Below-ground significant features

Bristol & Exeter Yard may harbour significant archaeological remains, including the Temple Pipe medieval conduit.

Above ground designated assets

- Grade I listed Bristol Old Station, including the Brunel Sheds (list entry no. 1209622)
- Grade I listed Temple Meads Station, including the Digby Wyatt Buildings, the Main Shed and the Culverhouse Extension (list entry no. 1282106)
- Grade II* listed Bristol & Exeter Building (list entry no. 1209608)
- Other structures and spaces

- Refer to the BTM Conservation & Asset Management Strategy for features in the surrounding station.
- Granite setts in road gutters on Chatterton Square
- A cobbled lane with granite sets on Chatterton Square
- River Avon New Cut

8.2.4 Proposed development context

Planning policy considerations

Adopted planning policy in the Bristol Central Plan designates the entire Temple Gate area as a ‘key site’ (Bristol Temple Quarter). Policy BCAP35 states that sites within Bristol Temple Quarter will be developed for a wide range of uses as part of the growth and regeneration of the area as an employment-led, mixed-use quarter of the city centre, an exemplar for new initiatives and a hub for all creative minded businesses. The layout, form and mix of uses should contribute to delivering this vision for Bristol Temple Quarter and, in doing so, have regard to the Spatial Framework for Bristol Temple Quarter.

Policy BCAP35 also identifies that development will include a variety of uses including at least 100,000m² of net additional high quality office and flexible workspace; up to 2,200 new homes including live/work space; hotel and conference facilities; complementary retail and leisure uses, particularly within and adjacent to Bristol Temple Meads station; new walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods; and green infrastructure and public realm enhancements.

Policy BCAP35 is not proposed to be retained as part of the emerging Local Plan. In the draft Local Plan Review, the majority of this area is part of the ‘Bristol Temple Quarter’

area (Draft Policy DS2). This policy also supports the redevelopment of the area for a wide range of uses, including the provision of additional high quality office and flexible workspace; substantial numbers of new and affordable homes including live/work space; hotel and conference/ convention facilities; complementary retail and leisure uses; and new walking and cycle routes.

The area to the south-west of Temple Gate is within the boundary of the Future of Redcliffe SPD and covered by the Approach to Redcliffe Policy (BCAP47). The SPD provides additional guidance for the Redcliffe area in the form of a detailed planning and design framework. There are no specific Redcliffe site allocations within this study area.

Approved developments and relevant planning history

For the latest planned development, refer to the Bristol City Council Planning Online website.

It should also be noted that planning consent to demolish Collett House was granted in 2005, but has since expired.



Figure 116 Local Plan policies map © Bristol City Council

Key

- Conservation Areas***
 - BCS22
 - Bristol Local Plan Policies Map**
 - City Centre
 - BCS2
 - Proposed Quayside Walkways
 - BCS10, BCS21, BCAP32
 - Existing Quayside Walkways
 - BCS10, BCS21, BCAP32
 - City Centre Places
 - BCS2, BCAP35 to BCAP40
 - Key Sites
 - BCAP35 to BCAP40
 - Site Allocations
 - SA1 / BCAP SA1 to SA6
 - Sites of Nature Conservation Interest
 - BCS9, DM19
 - Rail Infrastructure
 - BCS10, BCAP27, DM24
 - Important Open Space
 - BCS9, DM17
 - Principal Industrial and Warehousing Areas
 - BCS8, DM13
- * These designations are made separately to the Local Plan and may be subject to change.



Figure 118 Historic map (1930) © Groundsure

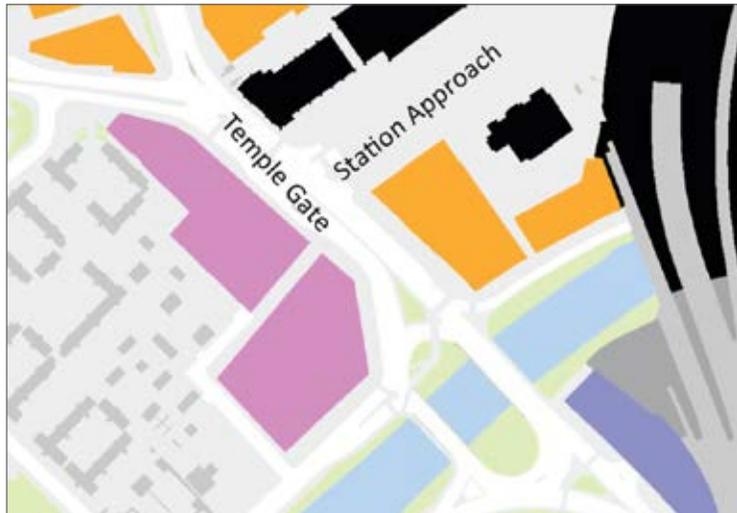


Figure 117 Spatial Framework land use plan © Bristol City Council

Key

- Business emphasis development parcels (B1)
- Mixed-use development parcels (where residential comprises up to 60% of total floorspace)
- Leisure emphasis development parcels (D2, C1)
- Transport emphasis development parcels
- Existing buildings in the EZ where a change of use is not anticipated

8.2.5 Land use

The area adjacent to Temple Gate South is characterised by 3-4 storey homes, arranged in clusters around communal garden spaces. There are numerous small garages and surface parking spaces for residents. Temple Gate is characterised by larger buildings, including the 7-storey hotel and 3-storey Robins and Day building. Known building occupiers include:

- Peugeot Car and Van Rental, now vacant
- Don Giovanni's restaurant
- Holiday Inn Express hotel
- The Sidings pub
- Western Computer retail store
- The Old Mill retail store, now closed

The enclosed Bristol & Exeter Yard area is largely vacant, with Bristol & Exeter House being something of an island. However, this area is heavily used by station service vehicles. Known occupiers in this area include:

- Temple 1852 commercial offices in Bristol & Exeter House
- Temple Studios commercial offices in Collett House
- Hart's Bakery beneath Station Approach
- CrossCountry Trains beneath Station Approach

8.2.6 Flood risk

The Clarence Road and Chatterton Street area are partially within Flood Zone 2 and Flood Zone 3 due to their proximity to the River Avon.

The Bristol & Exeter Yard area is within Flood Zone 2 and 3, although the current Collett House frontage creates an effective barrier to any flooding in this area.

8.2.7 Movement

Public transport

The Temple Gate area is exceptionally located for access to public transport. The nearest bus stops are dispersed on Temple Gate, Redcliffe Way and Station Approach, less than 5 minutes walk. These provide city-wide services including MetroBus m2.

Temple Meads Station is less than 10 minutes walk from the furthest side of Temple Gate South.

Rail replacement buses

The Bristol & Exeter Yard area is used by rail replacement bus services. In this event, a temporary passenger route is opened from the Passenger Subway to an arch in the north of the yard.

Highway network

Temple Gate South is accessed via Redcliff Mead Lane from Redcliffe Way or from Clarence Road. The existing multi-storey car park and hotel are accessed via Chatterton Square.

Bristol & Exeter Yard is accessed via an un-signalled junction from Temple Gate. Entry and exit are both in the southbound direction only.

Pedestrian and cycle network

Pedestrian routes in this area are predominantly footways alongside carriageways. Permeability in and around Bristol & Exeter Yard is poor due to the long frontage of Collett House along Cattle Market Road, the single set of stairs to forecourt level, and no routes beneath the Station Approach ramp. Similarly, the hotel on Temple Gate reduces permeability into Temple Gate South, although there are pedestrian links on either side.

Cycle routes in this area have recently been improved as part of the Temple Gate Highway Scheme. This includes new, segregated cycle lanes at footway level on the south side of Temple Gate and along Victoria Street and Redcliffe Way, linking with the established route along Clarence Road. However, the use of cycle routes in this area is characterised by frequent toucan crossings over the busy carriageway. In addition, there is no cycling provision on the north side of Temple Gate and there is a poor shared footway on the A4 Bath Road outbound.

Station servicing

The Bristol & Exeter Yard area is used by heavy vehicles to service the station, including supply and waste for retail and on-board train refreshments. The two key servicing routes are through an arch to the Passenger Subway in the north of the yard and another to the Parcel Subway, parallel to Cattle Market Road.

8.2.8 Land ownership

Bristol City Council are freeholder for the hotel site and multi-storey car park on Temple Gate South, with several private freeholders and leaseholders in the remaining area. The existing land ownership is shown in Figure 1190.

8.2.9 Ecology

A high-level appraisal of existing habitats has been undertaken.

- The River Avon is a Site of Nature Conservation Interest (SNCI), including the Mudflats which are Habitats of Principal Importance
- The Temple Gate South area includes several garden areas of broadleaved parkland
- The land between River Avon and Cattle Market Road is a wildlife corridor/Bristol Wildlife Network site
- There are two trees along southern Temple Gate footway
- One bird nest was observed

8.2.10 Contamination potential

A high-level assessment of contamination potential has been undertaken using the historical land use information. The Temple Gate South area is classified as moderate risk (Category B and C) in accordance with “Guidance on dereliction, demolition and remediation costs” (Homes and Communities Agency, 2015). The Bristol & Exeter Yard area is mostly moderate risk, with a strip of low risk undeveloped land along the Station Approach ramp.

There are other geotechnical risks associated with this site. For example, both areas have moderate hazard potential for unexploded ordnance.



Figure 119 Existing movement and land ownership

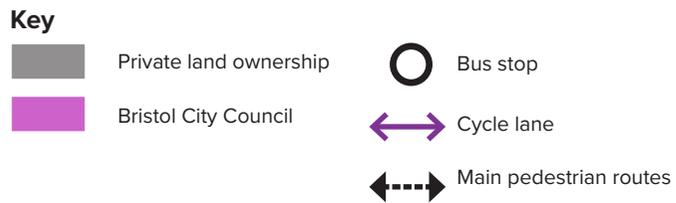
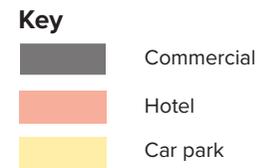


Figure 120 Existing land use



8.3 Constraints and opportunities summary

The principal constraints at Temple Gate are related to existing land use and fragmented ownership. These will have significant influence on the design and phasing of its redevelopment and the degree of control over placemaking outcomes. Flood risk will also impact the designs and may introduce interfaces with other projects.

This area is constrained by its proximity to the busy Temple Gate highway which presents challenges for creating an attractive, pleasant environment. The Bristol & Exeter Yard area is the main hub for station servicing vehicles. Thus, safety and logistics are important considerations for other uses of this area.

Building on the principles of the BTQEZ Spatial Framework, this area presents opportunities for reallocation and reactivation to better serve the Enterprise Zone, including commercial offices, a hotel, residential and active ground floor use. Being located near the Grade I listed station, there are opportunities to improve the architectural setting of the area complement other developments nearby.



Figure 121 Bristol & Exeter Yard



Figure 122 Bristol & Exeter Yard rail replacement area



Figure 123 Station view from Chatterton Square



Figure 124 Temple Gate MSCP

8.4 Guiding principles

Opportunities and recommendations for application of the five guiding principles to achieve placemaking outcomes in the Temple Gate area.



Integrated and Connected

This area presents a prime opportunity for integrated, transport-oriented development, being enviably positioned next to Bristol Temple Meads station. Low-carbon mobility will be embedded throughout, with legible connections to active and public transport routes. Redevelopment of the frontage along Temple Gate will improve permeability pedestrian routes. Bristol & Exeter Yard will continue to enable the operation and resilience of the station as its main servicing access, also presenting opportunities for future transport use, such as mass transit.



Inclusive Economic Growth

Use of the Temple Gate area will be gradually intensified to increase gross value added and contribute to Bristol’s growing economy. A new mix of land uses will respond to context of the growing Enterprise Zone and surrounding development. The appropriate mix will be determined by the development market, including housing, commercial offices and hotels, without imposing a homogeneous template or exceeding demand. Workplaces will be designed to accommodate the Enterprise Zone target sectors – creative, digital, low-carbon and financial services. Accommodation will be designed for individuals and small families for whom convenience and connectivity is paramount.



Quality places

Land use will be converted to extend Enterprise Zone uses to the south side of the station, where it is currently perceived to end. High density, city centre living accommodation will provide premium homes for professionals working locally or commuting, with a mix of owned and rented apartments to serve lifestyle needs. Office and hotels will further complement the surrounding area and maintain activity throughout the day. Redevelopment of both Temple Gate South and Bristol & Exeter Yard will feature architectural design that improves the setting of the historic station and views from the station entrance. Throughout the area, new buildings will be designed to minimise their carbon intensity, including district heating.



Quality spaces

The Temple Gate frontage will be broken-up to reduce its imposing character and improve permeability to surrounding movement networks. Active ground floor use will be maintained along this major thoroughfare, such as restaurants and convenience retail. Away from the main highway, a logical hierarchy of small streets and spaces will be designed for pedestrians, bicycles and vehicles to access plots. Courtyard areas will be introduced, including selective green infrastructure to provide a pleasant environment. The proximity of the busy highway means that this area is not well-suited for significant open space, instead looking to the new Goods Yard and Mead Street area to provide outdoor relaxation and recreation. Bristol & Exeter Yard has opportunities for longer-term re-activation, including permeability links to other station areas which enhance the functionality and character of the station.



Vibrant and Creative Communities

The location of this area within the Enterprise Zone will determine the tone and identity of its redevelopment, characterised by a thriving community of professionals. However, within this context, there are opportunities for a diverse range and scale of businesses. Collett House will be retained as flexible, co-working space, continuing to serve creative and innovative small businesses. New housing and active ground floor use will create activity throughout the day, avoiding 'ghost' areas on evenings and weekends. Affordable housing will be incorporated to create an inclusive, diverse residential community. In time, Bristol & Exeter Yard has potential to become a more activated courtyard area, supplementing the existing popular bakery.

8.5 Temple Gate development framework

8.5.1 Site preparation and enabling infrastructure

This Development Framework has identified several enabling infrastructure projects which would start to underpin this new chapter in the Temple Gate area and act as a catalyst for redevelopment.

District heating

With reference to Bristol's commitment to net zero emissions (Section 2.2), district heating is proposed for these new buildings as a suitable alternative to potentially higher carbon sources of heating. This aligns with Core Strategy Policies:

- BCS11 – *Development and infrastructure provision will be coordinated to ensure that growth in the city is supported by the provision of infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy*
- BCS14 – *Proposals for the utilisation, distribution and development of renewable and low carbon sources of energy... will be encouraged*

At present, a district heating Energy Centre has been installed in Redcliffe, just east of Somerset Street, and the pipe network has been extended toward Temple Gate. New buildings in the Temple Gate South area could connect to this Redcliffe network. However, the Bristol & Exeter Yard area is more distant and would be subject to a more detailed viability assessment and liaison with Energy Service Bristol.

Demolition

The Temple Gate South area is currently occupied by buildings which would need to be demolished to facilitate new construction. There are opportunities for phased demolition, land assembly and redevelopment but this may delay the placemaking benefits and full movement connectivity.

Land remediation and archaeological excavation

Remediation of contaminated land is likely to be required across most of the Temple Gate area to enable its change of use. This could be undertaken on a plot-by-plot basis or in larger areas as part of an enabling infrastructure programme. The choice of route is likely to be dependent on how land is assembled and should be considered in strategic decision-making for delivery of this area.

Archaeological conditions were attached to the previous planning consent on the Skanska Site (Herbert House). Archaeological excavations will be required prior to development on this site.

Flood resilience

Further work is required to establish the degree of flood measures required to enable development in this area, in accordance with Policy BCAP35 of the Central Area Plan.

New buildings around Chatterton Street are likely to require defences to individual properties.

Collett House has potentially been modelled incorrectly to produce the National Flood Map for Planning, overestimating its porosity and thus the risk to Bristol & Exeter Yard. It is recommended that more detailed flood modelling should be undertaken in this area to establish the real risk.

Surface water drainage

For Temple Gate South a new surface water drainage system will be required, including a new outfall and flap valve into the northern bank of the River Avon. However, tide locking may occur when the River Avon water level is too high to allow discharge. As a result, an estimated total of 1,600m³ of water is to be managed to avoid flooding in a 1 in 100 annual probability (including climate change) rainfall event. The incorporation of green infrastructure, such as pervious paving and rainwater harvesting, is recommended but underground attenuation storage tanks are likely to be required to manage the full volume of water.

It is recommended that the surface water drainage of Bristol & Exeter Yard should be combined with that of the Station Approach, including a new outfall and flap valve into northern bank of the River Avon. Again, there are opportunities for incorporating green infrastructure, it is anticipated that underground attenuation storage tanks and potentially pumped solutions will be required to manage the surface water in this area.

8.5.2 Movement framework

Movement network

For Temple Gate area the sustainable hierarchy of modes outlined in Section 2.5.8 has been adopted, giving priority to active and public transport over private vehicles. The proposed movement network is as shown in Figure 1256.

Access to buses would be largely unchanged, with the site being close to those on Temple Gate.

No new highway links will be required to provide vehicle access to plots in Temple Gate South or Bristol & Exeter Yard. However, intensified use of the latter could place undue strain on the junction to/from Temple Gate (which is un-signalled and heavily used as a pedestrian crossing), and the yard area which is poorly designed for pedestrians. These hazards should be managed through street-scape improvements to formalise and clarify separation between vehicles and people.

If Collett House is redeveloped, there is an opportunity to introduce a new one-way loop from Temple Gate through to Cattle Market Road and pedestrian and cycle links, noting that a new opening may also need to incorporate a flood defence. There are also future opportunities to further improve permeability around Bristol & Exeter Yard, such as improved steps up to the station forecourt and a new route from Cattle Market Road (as part of potential redevelopment of Collett House). These should be explored at the next stage of design.

The redevelopment of Temple Gate South creates opportunities for improved permeability from the main highway to the residential estate behind and widening of the existing footway and cycle lane.

Station servicing and rail replacement

Bristol & Exeter Yard will continue to be used for station servicing vehicles and rail replacement buses. A new servicing link through to retail in the Midland Shed is outlined in Chapter 6, including a new lift.

Vehicle parking

Car parking design should be compliant with relevant standards and best practice such as Design Recommendations for Multi-Storey and Underground Car Parks (IStructE, 2011). The total car parking area should incorporate dedicated space for blue badge holders and motorcycles in accordance with the Site Allocations and Development Management Policies.

Residential vehicle parking

All residential developments have an allowance for one floor of basement parking beneath the footprint of the plot. This equates to approximately 0.5 spaces per dwelling. This is lower than the maximum levels permitted in the Site Allocations and Development Management Policies (e.g. 1.25 spaces per two bed dwelling) as this site is located where sustainable travel patterns can be achieved. This is supported by policies such Core Strategy Policy BCS10 which states that, *“Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport”*.

Commercial office and hotel vehicle parking

This Development Framework proposes a maximum allowance for one floor of basement parking beneath office or hotel developments, with approximate building plots outlined in 8.5.3 below. This equates to approximately one space per

150m² of office space, and one per 250m² of hotel space.

Again, this is lower than the maximum levels permitted in the Site Allocations and Development Management Policies (one space per 50m²), but supported by policies which emphasise sustainable transport in new developments that do not exacerbate traffic conditions. This is not as low as 1 space per 600m² recommended for business use in the BTQEZ Sustainable Urban Mobility Plan, thus there are opportunities to further reduce this through planning.

Cycle parking

It is proposed that cycle parking would use a portion of the basement areas beneath each building to achieve higher than the minimum levels outlined in the Site Allocations and Development Management Policies.

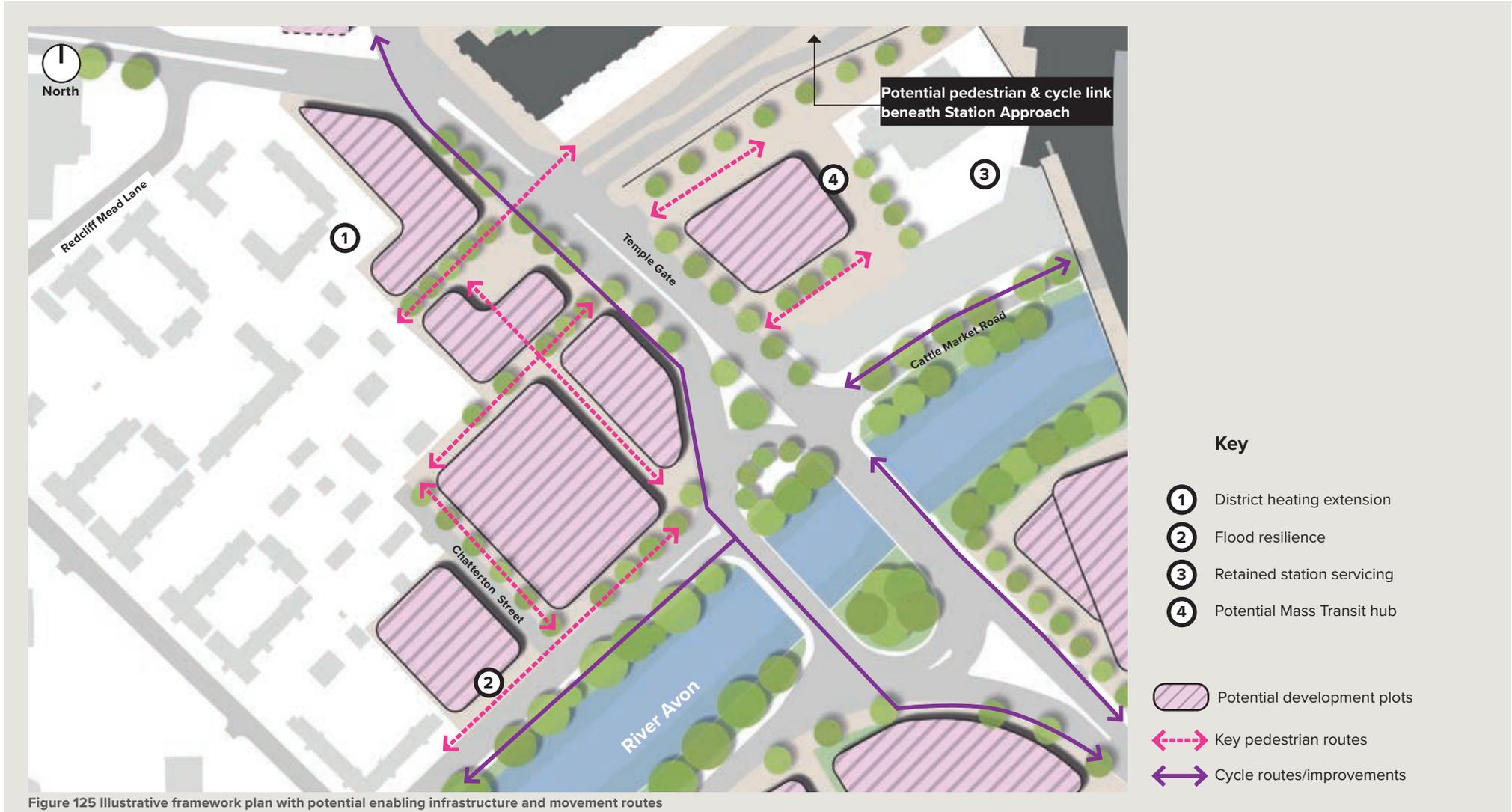


Figure 125 Illustrative framework plan with potential enabling infrastructure and movement routes

8.5.3 Land use framework

This Development Framework proposes a mix of land uses to create a new, city centre development of residential, office and hotel space within easy reach of the station.

It is proposed that the existing residential housing in Temple Gate South should be retained as a small neighbourhood within Redcliffe. There could be future opportunities to consolidate surface car parking and create new green space or buildings, but this would need to be through agreement with existing owners.

The building frontage along Temple Gate presents several different opportunities for redevelopment. This area is part of the BTQ Enterprise Zone, and is recommended as mixed-use development (up to 60% residential) in the BTQEZ Spatial Framework. New office space on this site could be envisioned as an extension of the business district which wraps around the station, complementing similar potential development in the Friary North and the Skanska Site. However, the wide Temple Gate carriageway does create a physical divider, and development in this area should be sensitive to the residential neighbourhood behind.

The parameters below have been used to establish an initial baseline within the viability model. It is recommended that these should be reviewed against the city and market needs at the next stage of design to determine the most suitable use for this site.

Housing

The frontage along Temple Gate presents an opportunity for the creation of new, high-density city centre apartments with a mix of dwelling types and tenures.

Optimum densities outlined in the Urban Living SPD range from 120 units/ha to 200 units/ha, but does not preclude higher housing densities, subject to demonstration of successful and liveable places, which may be acceptable within the Enterprise Zone. The Draft Policy UL2 suggests a minimum density of 200 units/ha in the city centre area, however, densities below the minimum are acceptable if it impacts character and heritage.

New developments should propose a density in line with the Draft Policy UL2. With different assumptions, other scenarios could be considered, such as higher density housing. Any variations on density would be subject to further scenario testing, balanced with the housing needs of the city, and would be dependent on planning policy and public consultation.

Affordable housing

Affordable housing should be compliant with current policy, including the Affordable Housing Practice Note (Bristol City Council, 2022). The aspiration of this Development Framework is that 40% of the total dwellings will be affordable: 70% social rented and 30% shared ownership. This matches the Core Strategy Policy BCS17 which sets a target of 40% affordable housing for developments of 15+ dwellings

in the Bristol Inner East Affordable Housing Zone. The Bristol Local Plan Review did not include revised targets for affordable homes.

Public open space

The proposals for Temple Gate South includes small courtyards, as considered suitable for its location in the Enterprise Zone. These can include green landscaping and high quality public realm. However, the limited opportunities available adds to the desirability of open space in the Goods Yard and Mead Street developments nearby.

The Bristol & Exeter Yard area has potential for new courtyard areas, including activation of the arches beneath the Station Approach.

Employment

The proposed mix of new employment space is approximately 11,000m² of multi-storey, commercial office space at Temple Gate South. This will suit medium to large businesses as an extension of the BTQ Enterprise Zone.

Retail

One retail unit of approximately 350m² is proposed in the ground floor along Temple Gate to maintain activation along this street frontage. This is envisaged as a convenience store, also serving the existing residents in Redcliffe to the west. There is potential for retail units on the ground floor along Temple Gate to retain active frontage.

Mass transit

As an alternative use to new office space, the Skanska Site has potential to be a future mass transit stop if acquired by Bristol City Council. This site is perhaps better suited to an overground system due to its proximity to the river; an underground network would require quite a deep station at this location. If a new mass transit alignment were to loosely follow the Temple Gate highway, this site is well positioned to serve that route. This could coincide with improved links to enter the station, such as new lifts or re-purposing an existing vault. Any proposals for the Mass Transit in this location will need to carry out a sequential test as required by the National Planning Policy Framework.



8.5.4 Urban design objectives

The following objectives are summarised to guide an appropriate urban design and architectural response in the Temple Gate area.

Streets and spaces

The proposed development layout is an urban structure which retains the historic frontage along the Temple Gate highway, while enhancing permeability to/from the surrounding areas.

Temple Gate South should include generous footways and courtyard areas in and around new building plots. In Bristol & Exeter Yard, new streetscaping would clarify and formalise footways and carriageways to maintain access for servicing vehicles while reducing safety hazards for pedestrians.

Building height and form

New development should be of a height and scale that is appropriate for the area in accordance with Draft Policy UL2 of the Local Plan Review which suggests at least 200 units/ha for the Temple Quarter and St Philip's Marsh.

This site is considered suitable for a range of building heights. This requires further consideration to ensure that height and scale is sensitive to the residential area to the west.

It should be noted that building heights will be subject to future detailed design and planning applications. The scale, massing and detailing of buildings will also need to respond to distinctive heritage of the surrounding area.

Building character and standards

The following building design parameters are proposed to create an attractive, welcoming neighbourhood. Particular attention should be given to sustainable design in accordance with Core Strategy Policy BCS15.

- Active ground floor frontages, particularly addressing Temple Gate and key areas of public realm
- Clusters of buildings with similar architecture and varied building heights
- Uncluttered on-plot infrastructure, utilising basement space for vehicle and cycle parking and waste storage.
- Optimise massing and orientation to improve microclimate, protect against temperatures extremes and enhance performance of sustainable systems.

Important views and vistas

Redevelopment of Temple Gate presents an excellent opportunity to improve the setting of the Brunel Station, particularly the Bristol & Exeter Yard area.

Important views were previously identified in the Temple Quarter Heritage Assessment and BTQEZ Spatial Framework (listed in Appendix A).

New development should fulfil Policy DM26 of the Site Allocations and Development Management Policies with respect to views. The proposals presented in this Development Framework for layout, form and massing should be assessed in more detail at the next stage of design, including consultation with Historic England to preserve and enhance this historic setting.

8.5.5 Illustrative development framework

These images present a series of visual concepts and precedents to illustrate the vision for the Temple Gate area.



Figure 129 Finzels Reach development



Figure 127 Passive House standard apartment blocks



Figure 128 Activated heritage arches

8.6 Making it happen

This section presents a set of strategic considerations and objectives to inform the next steps for the Temple Gate area. These recommendations have been developed in response to the constraints and opportunities (Section 8.3) and the financial modelling undertaken as part of this study.

8.6.1 Outputs of development appraisals

Overall, all plots return a positive residual land value (RLV) under the core scenario. This suggests that the land value of each of these plots as a result of these proposed developments can accommodate a developer's costs and profit expectations, and therefore could be of interest to developers and the market.

Regarding housing policy, Temple Gate could accommodate policy compliant levels of affordable housing, contributing to the place making outcomes and objectives of this development framework.

The proposals presented in this Development Framework are only one scenario to achieve placemaking benefits in the future development of this area. Further analysis may be undertaken to test the viability of other scenarios, including land use change, adjusting the cost of finance and affordable housing provision.

8.6.2 Delivery strategy

There are several potential strategic avenues to deliver the Temple Gate proposals, which should be considered in tandem with the City Gateway, as described in Chapter 6.

The choice of delivery route is likely to be influenced by several factors, including desirable quality of place outcomes, commercial opportunities and physical dependencies. For example, the public-sector partners could consider a formal joint venture to share in the uplift in value arising in a growing market and the value uplift associated with station upgrade and wider improvement works to infrastructure in and around the area. This option could include the ability for the public sector to receive capital receipt or revenue returns, rather than a land sale option which would only deliver a capital return.

For the private-sector owned sites in Temple Gate (G, N, O, P, R, S), land owners could be invited to participate in a joint venture or dispose their land to the public-sector. Alternatively, landowners could develop their sites independently, with Bristol City Council relying on a local supplementary planning document to guide development in this area.

As the site is not currently vacant, existing buildings in the area would need to be demolished in advance of new development, with potential need to relocate or rehouse existing business. This could be undertaken on an incremental, site-by-site basis.

It is recommended that formal decisions on delivery strategy should be considered in more detail in the next stages of design to achieve desired outcomes and placemaking benefits.

8.6.3 Planning conformity and strategy

The principle of the proposed office and residential uses and a hotel in this area is supported by the adopted local plan, in particular, Core Strategy policy BCS2 (City Centre) and policy BCAP35 (Bristol Temple Quarter).

This Development Framework identifies opportunities for new built development to enhance the setting of the Brunel Station, in particular the Bristol & Exeter Yard area. Future planning applications would be assessed in relation to Core Strategy policy BCS21 (Quality Urban Design) and Draft policy UL2 (Residential Densities). The Urban Living SPD should be used as a tool to support design development and planning submissions.

Planning applications would need to be prepared and depending on the final delivery strategy these could be any combination of outline, fully detailed or hybrid planning applications for single or multiple sites. Pre-application advice should be sought from Bristol City Council by applicants to agree the details of individual applications, determine the requirement for supporting materials and establish who to engage with in the local community.

EIA screening will be required to determine if proposals fall within the remit of the EIA Regulations (for example, where a development includes more than 1 hectare of urban development or includes more than 150 dwellings), whether they are likely to have a significant effect on the environment and therefore whether EIA is required. Where EIA is deemed necessary, an Environmental Statement must be prepared and submitted alongside the planning application.

8.6.4 Prioritised list of projects

The following projects and activities have been identified as high priority for the next few years to progress the Temple Gate development framework. These have been selected based on the outcomes they would enable, their benefit cost ratio and deliverability considerations. It is recognised that the exact parcelling of projects and sequence of delivery may change as the project continues to develop, thus a list of known dependencies are presented in the following section.

This list excludes interfacing projects that are subject to their own process but makes reference to them where they introduce a significant interface.

Development and design 2020-2024

1. Consider demolition of MSCP/site clearance, following construction of new Southern Gateway
2. Explore opportunities for meanwhile use on Skanska Site G
3. Stakeholder engagement with owners and leaseholders to inform development brief for RIBA 2 Masterplan
4. Continue to quantify and develop station servicing requirements, in liaison with stakeholders, throughout the design process
5. Explore options for delivery route and structure, including soft market testing for potential developers
6. Further market analysis for exact land use mix and density e.g. residential, commercial office
7. Undertake RIBA 2 Masterplan for Temple Gate South, including land use mix, relationship with the land behind and its context in the station setting. Including consideration of flooding and employment land context
8. Prepare development brief for this site (e.g. Local Development Order)
9. Proceed with design and planning application

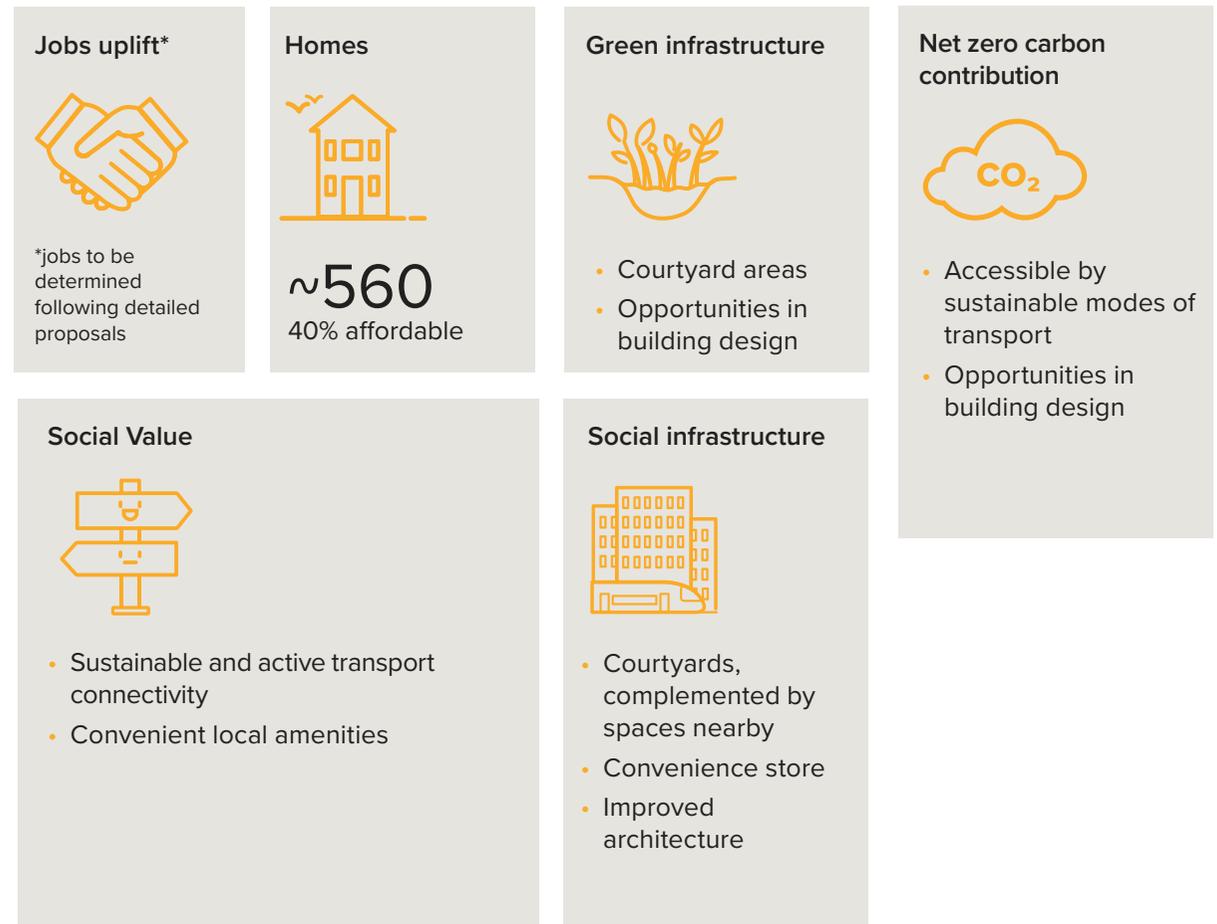
8.6.7 Key performance indicator outcomes

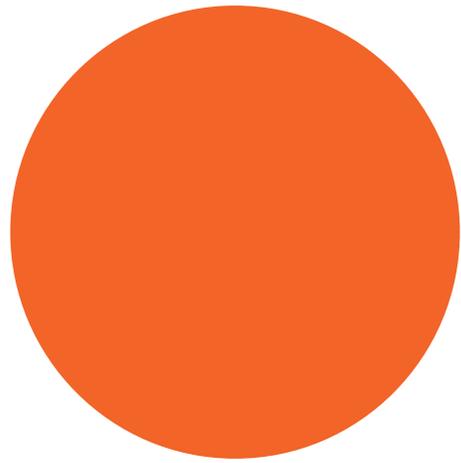
The adjacent figure summarises indicative outcome opportunities for the Temple Gate area presented in this Development Framework. It should be noted that these are underpinned by several high-level assumptions that are considered reasonable and appropriate at this stage, but will be tested and refined through further studies and stages of design.

The figures presented here represent the outcomes of this study to achieve placemaking benefits. 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, subject to alignment with planning policy.

Bristol City Council's Social Value Toolkit should be used to measure social outcomes in all major developments.

Figure 130 Temple Gate potential key performance indicator outcomes





9 Mead Street

9.1 Area statement



Figure 131 Aerial view of Mead Street

The aspiration for Mead Street is to create a flourishing urban neighbourhood and community with a mix of new homes and workspaces, including a new green space and sustainable travel connections. A Development Brief has been prepared for Mead Street in advance of the Temple Quarter Development Framework being published in response to developer interest in the area.

9.2 Introduction

9.2.1 Development Brief context

Recent developer interest has led to developments within the Mead Street regeneration area being progressed in tandem with the evolution of this document. As a result, a Development Brief has been prepared and endorsed by Bristol County Council Cabinet to provide guidance and influence future developments that come forward within the Mead Street area and is a material planning consideration in the determination of planning applications. The Development Brief contains a detailed analysis and sets out a vision, concept masterplan, strategic plans, and delivery strategy.

BCC conducted engagement and formal consultation with the local community and businesses between 2021 and 2022 which helped shape the Development Brief. The formal consultation took place between May and July in advance of the Development Brief being finalised and presented to Bristol city Cabinet for endorsement.

Since there is an endorsed Mead Street Development Brief in place, this document does not cover Mead Street and the consultation on this document does not include Mead Street. For completeness, this chapter will instead summarise the status of the Mead Street Development Brief.

9.2.2 Spatial Concepts

The Development Brief's aspiration is to create a flourishing urban neighbourhood at Mead Street with a mix of new homes and workspaces, including a new green space and sustainable travel connections. It sets out a vision to support the delivery of these ambitions which is underpinned by four key guiding principles. The four guiding principles and the key objectives of each are outlined to the right.



Figure 132 Guiding principles for Mead Street Development Brief © Bristol City Council

Deliver new homes and workspaces that people are proud of and that represent the local community

Bristol is aiming to deliver 33,500 new homes by 2036. Mead Street has the potential to provide around 1500 new homes towards this total and space for 500 jobs.

Provide better sustainable travel routes

These include new walking and cycling routes along Mead Street connecting Bristol Temple Meads to Bedminster and ensuring the area can accommodate a potential public transport route.

Create high-quality public places and support a low-carbon neighbourhood

The delivery of public realm is crucial for achieving the aspirations for the area and ensuring development is joined up by attractive public spaces.

Create high-quality green space

New development must include central green spaces and green infrastructure that contributes to addressing a shortage in the area.

9.2.3 Concept masterplan

The Concept masterplan takes into consideration the four guiding principles and presents the opportunities for development plots, land use, density, and public realm and an active travel route. Some key considerations for this concept include active ground floors, accessible permeability to and throughout the site, transport corridor through the site, and open space provision.

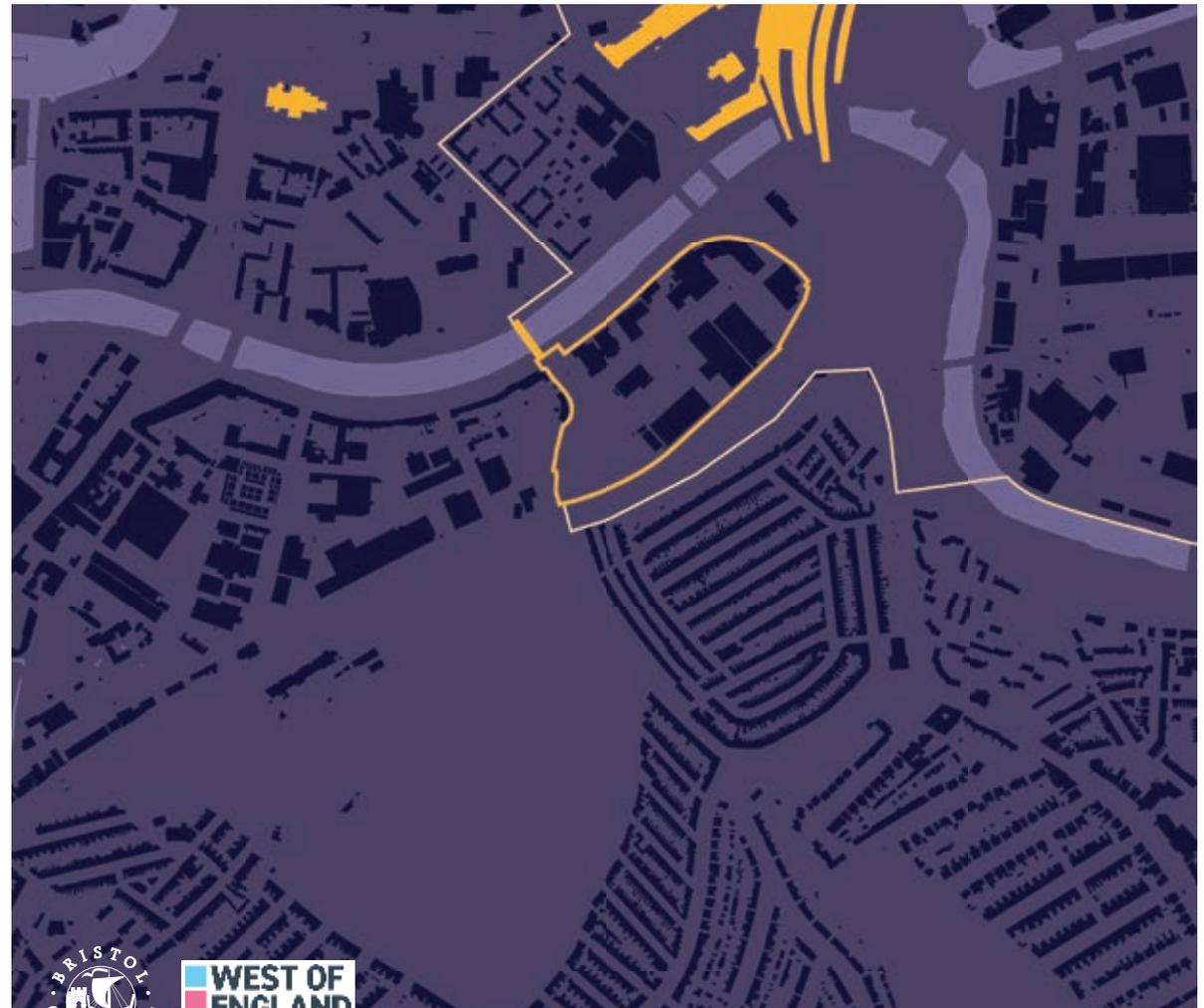


Figure 133 Concept Masterplan © Bristol City Council

9.2.4 Making it happen

The Development Brief's final chapter sets out the next steps for the Mead Street regeneration area. The role of the Development Brief is to set out a vision for the area, and any future decision-making on planning applications for the Mead Street area should incorporate the concepts and principles set out in the Development Brief.

Delivery

The brief also sets out the requirement for future developments to contribute to four key infrastructure projects which will help transform the area. These have been identified as:

- Changes to the highway alignment to include wider footways, segregated cycle route, and green infrastructure
- An added crossing point for pedestrians and cyclists on St Luke's Road
- Recent improvements to Children's play area in Victoria Park
- Improving accessibility conditions to the Langton Street Bridge
- The Mead Street development brief suggests that developers should financially contribute to the delivery of public infrastructure improvements as part of 106 obligations.

* https://www.bristoltemplequarter.com/wp-content/uploads/pdf/Mead-Street-Development-Brief_FINAL.pdf

Phasing

The Mead Street Development Brief anticipates development in the area to happen over a number of years with the retention of some employers operating as they currently do.

As of August 2022, a full planning application for residential development and commercial use at ground floor on the former Bart Spices site (at the junction of York Road and St. Luke's Road) has a resolution to grant. The Development Brief, therefore, expects this to form part of the first phase. In addition, it is anticipated that land on the south of Mead Street could come forward in the next phase of the development area. Future phasing is entirely dependent on the interest of the existing landowners and leaseholders. As it stands, Fowlers are to remain in their existing site, if this changes, any new development on this site should accord with the principles in the Development Brief.

9.2.5 Conclusion

This chapter has summarised the endorsed Mead Street Development Brief. It has set out the Development Brief's vision and key principles, context, delivery and funding strategy, key spatial concepts, and concept masterplan to inform future development in the area. For full details of the proposals set out in this chapter, see the Mead Street Development Brief*.