

GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	15th DECEMBER 2015
ADDRESS/LOCATION	:	LAND AT GLOUCESTER BUS STATION, MARKET PARADE, GLOUCESTER
APPLICATION NO. & WARD	:	15/01142/FUL (WESTGATE WARD)
EXPIRY DATE	:	18 NOVEMBER 2015
APPLICANT	:	GLOUCESTER CITY COUNCIL
PROPOSAL	:	Demolition of buildings, tree removal and redevelopment of site to provide a new bus station, highways and access works, landscaping and associated infrastructure works including provision of emergency staircase on existing NCP car park
REPORT BY	:	JON SUTCLIFFE
NO. OF APPENDICES	:	1. SITE LOCATION PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is currently made up of part of a vacant office block known as Grosvenor House, the existing bus station administration offices, public toilets, a cafe and former office block, Bentinck House. In addition the implementation of the new site will include the relocation of the entrance to the multi-story NCP car park to the north-east and includes further areas beyond the bus station site where highways works are proposed. The scheme will comprise Phase 1 of the much wider Kings Quarter redevelopment scheme which will also include a further phase of highways works. The proposed bus station will comprise of an admin building, a café, an internal concourse, an external covered bus standing area, the bus forecourt and external entrance areas.
- 1.2 The application site is located adjacent to the southern side of the existing city centre bus station to the east of the city centre. The site is bordered to the east and south by Bruton Way and to the south and west by Station Road. Market Parade runs to the north of the existing bus station. The total application area is approximately 1.94 hectares and includes areas for highways works off site. In addition the implementation of the scheme will affect the entrance to the multi-story car park to the north-east of the site. The

site is broadly level throughout. The land is partially located within flood zone 2. It lies adjacent to, but not within, Conservations Areas. .

- 1.3 Whilst the urban centre of the site is largely clear of significant vegetation and trees, there are trees within the south west corner of the site and two large trees located at either end of Bruton Way within the highways works. Further street trees are located on Station Road and Market Parade. The site falls within an area identified for mixed use allocation within the 2002 Gloucester Local Plan, and is identified as a bus and rail interchange.
- 1.4 The area is typically characterised by 1960's / 70s buildings which includes Grosvenor house, the old bus station office and public toilets and Bentinck House. The area directly to the north will form part of the wider Kings Quarter redevelopment scheme which is to be delivered in later phases. The bus station scheme and highways works within the application are seen as Phase 1 of that wider redevelopment. To the south of the site across Bruton Way is a 5 storey office building, to the west is the core city centre, to the north east is a hotel and to the south east is the city centre railway station.
- 1.5 The station to be delivered within phase 1 will accommodate "Drive in Reverse Out" facilities for local bus services and a further stand for national coaches, plus further stops in Station Road. The development objectives are to deliver a functional and yet 'architecturally stunning' bus station; maximise efficiency of vehicle manoeuvrability; ensure full DDA compliance, especially considering access for the blind; provide a small travel information centre and office, public toilets and a kiosk type retail offer together with a café area and staff facilities; provide an enclosed concourse with sufficient seating and waiting areas for passengers; and create a two phase construction with the ability to connect with the future Kings Quarter development. Vehicular access for buses and coaches to the bus station would be via new access arrangements from Bruton Way. A number of cycle stands will be provided in order to encourage sustainable transport movements both to and from the station. In regards to pedestrians the area will have safe crossing points throughout. For people accessing the area by car the site will have drop off bays for both taxis and cars.
- 1.6 The proposals include a series of off-site highways works along Bruton Way, a reconfigured junction to the south from Station Road, and alterations to the exit from the NCP car park to the north as well as widening works proposed on Station Road/Market Parade. These highways works are designed to form 'phase 1' of a wider package of highways works which will be required to serve the wider Kings Quarter development.
- 1.7 In terms of detail, the proposed bus station building is approximately 8.7m at the highest point of its roof. The structure has a supporting column which is relatively slender in profile, and projects to around 14.2m in height. By comparison, the existing Bentinck House is around 21m in height, and Twyver House is around 16m in height. The roof covers the passenger concourse, which is enclosed by a full height glazed screen. At the south-western area of the concourse is the proposed admin building which incorporates passenger

facilities such as toilets and a cafe. Staff facilities and accommodation are at first floor level.

- 1.8 The vehicular entrance to the Bus Station is positioned in the west of the site from Bruton Way directly to the east of the junction with Market Parade and Station Road. For buses travelling from the east along Bruton Way, a right turn into the Bus Station will be facilitated by removing a section of the central reservation. Bruton Way eastbound is restricted to bus-only operation, removing conflict with general traffic and allowing easier movement for buses to turn in and out of the forecourt. Two exit points will filter buses onto Bruton Way eastbound. From the Bus Station, buses travel eastbound to meet a signalised junction with the A430 Bruton Way / Station Approach.
- 1.9 The key elements of the Highways Scheme required to deliver the proposed Gloucester Bus Station can be summarised as follows:
- Existing NCP car park access closed, with the currently gated access on Market Parade opened, and a left-out egress created on the A430 Bruton Way. It will be necessary to remove the bus only restriction for the section of Market Parade between the NCP access and the A430, and Spread Eagle Road.
 - Alterations to the A430/Bruton Way/Station Approach junction to include widened footway on the north side of the junction, Bruton Way eastbound changes to bus-only, reverse of the pedestrian crossing stagger over the north arm, and the creation of a new staggered TOUCAN crossing over the west arm.
 - Shared use pedestrian and cycle route along south of Bruton Way.
 - The Bruton Way/Market Parade junction will be changed from a roundabout to a priority T-junction. The central refuge island will enable pedestrians with pushchairs, wheel chairs or bicycles to wait safely.
 - Lengthening of the bus stop on the northbound carriageway of Market Parade directly to the south of Clarence Street to provide for an additional bus, with a total capacity of three.
 - Provision of a four bay taxi drop off facility on Market Parade directly to the west of the proposed Bus Station. This will improve taxi accessibility.
 - Localised road widening on Market Parade to better accommodate two-way bus movements.
 - Provision of a new zebra crossing linking with the route between bus and rail stations and Kings Square.
 - Creation of a new junction with the A430 at the south end of Bruton Way to mitigate the closure of Bruton Way eastbound to general traffic.
- 1.10 The proposal has been 'screened' to assess whether it was necessary for the application to be subject to Environmental Impact Assessment and be accompanied by an Environmental Statement. The screening opinion concluded that this was not necessary.
- 1.11 The application has been brought to Committee because the applicant is the Council and objections have been received to the proposal.

2.0 RELEVANT PLANNING HISTORY

2.1 None.

3.0 PLANNING POLICIES

3.1 The statutory development plan for Gloucester remains the 1983 City of Gloucester Local Plan. Regard is also had to the policies contained within the 2002 Revised Deposit Draft Local Plan which was subject to two comprehensive periods of public consultation and adopted by the Council for development control purposes. The National Planning Policy Framework has been published and is also a material consideration.

3.2 For the purposes of making decisions, the National Planning Policy Framework sets out that, policies in a Local Plan should not be considered out of date where they were adopted prior to the publication of the National Planning Policy Framework. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the National Planning Policy Framework.

3.3 The policies within the 1983 and the 2002 Local Plan remain therefore a material consideration where they are consistent with the National Planning Policy Framework.

3.4 From the Second Stage Deposit Plan the following policies are the most relevant:

Policy B.10 (Trees and hedgerows on Development sites)

Policy BE.1 (Scale Massing and Height)

Policy BE.2 (Views and Skyline)

Policy BE.5 (Community Safety)

Policy BE.6 (Access for all)

Policy BE.7 (Architectural Design)

Policy BE.21 (Safeguarding of Amenity)

Policy BE.31 (Preserving sites of archaeological interest)

Policy BE.32 (Archaeological assessment)

Policy BE.33 (Archaeological field evaluation)

Policy BE.34 (Presumption in favour of preserving Archaeology)

Policy BE.36 (Preservation in situ)

Policy BE.37 (Protecting and Preserving Archaeology)

Policy FRP.1a (Development and flood risk)

Policy FRP.6 (Surface water run off)

Policy FRP.10 (Noise)

Policy FRP.11 (Pollution)

Policy FRP.15 (Contaminated land)

Policy S.4 (The bus station site)

Policy ST.4 (Reducing travel by car and promoting other means of travel)

Policy TR.22 (Enhancing the bus and rail interchange)

Policy TR.31 (Road safety)

Policy TR.32 (Protection of cycle/pedestrian routes)
Policy TR.33 (Providing for cyclists/pedestrians)
Policy TR.41 (Railway station)

- 3.5 In terms of the emerging local plan, the Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Councils which was submitted to the Planning Inspectorate on 20th November 2014. Policies in the Submission Joint Core Strategy have been prepared in the context of the NPPF and NPPG and are a material consideration. The weight to be attached to them is limited; the Plan has not yet been the subject of independent scrutiny and does not have development plan status. The Examination in Public has been ongoing since May 2015. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.
- 3.6 On adoption, the Joint Core Strategy, City Plan and any Neighbourhood Plans will provide a revised planning policy framework for the Council. In the interim period, weight can be attached to relevant policies in the emerging plans according to
- The stage of preparation of the emerging plan
 - The extent to which there are unresolved objections to relevant policies; and
 - The degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework.
- 3.7 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies – www.gloucester.gov.uk/planning; and Department of Community and Local Government planning policies - www.communities.gov.uk/planningandbuilding/planning/.

4.0 CONSULTATIONS

Conservation Officer – Comments that the site lies adjacent to Conservation Areas but is not within one. It is in a prominent gateway location and provides an opportunity to create a high quality contemporary landmark building. Raises no objection to the demolition works. The scheme should utilize high quality and locally distinctive materials. Raises concerns over the loss of trees which will impact on the character of the area. Recommends conditions to be attached to any permission,

City Archaeologist – Trial trenching has shown that remains of Roman date survive at depth beneath the site, and also potential for medieval date remains. Requests conditions be attached to any permission.

Urban Design Officer – Recommends that permission be granted. Provides detailed comments on design issues and the relationship of the bus station

with future redevelopment schemes. Raises concerns about loss of trees. Requests conditions to cover details of materials to be used.

Civic Trust – Planning permission should be refused. The proposed new bus station has been shoe horned onto a site which is much too small to serve the long term needs of a growing city where bus travel will become increasingly important. It will also mean the destruction of four very large, mature plane trees (and two other trees). The panel regrets the opportunity has not been taken to improve pedestrian access to the city centre on the railway station-bus station-city centre axis. Rather, it has been made worse by creating increased traffic circulation around the existing bus station area with two new accesses to Bruton Way. Pedestrians approaching from the railway station/hospital direction, still have to cross a very busy dual carriageway and negotiate an obstructive bund which visually isolates the proposed building. The panel likes the design concept of the proposed building, but is concerned that the quality of materials and finishes has been diminished. There appear to be no anti seagull/pigeon measures. The success of this vital building will depend on who owns it, manages it and polices it . All these issues need to be addressed if it is not to inherit the reputation of the present bus station as an unpleasant place to be

Environment Agency – Raise no objections to the application

Contaminated Land Advisors – Recommends standard land contamination investigation conditions are attached to any permission.

Tree Officer – The application requires the removal of seven trees in total, four of these are mature London Plane trees of significant amenity and historical value and it is the removal of these that I am particularly disappointed about. I cannot therefore support this application because I do not believe these trees and the others to be removed have been adequately considered for retention within the scheme from an early stage. I am not placing the importance of these trees above the development of a new bus station but I feel tree retention and new development are not, and should not be mutually exclusive. There are challenges involved in retaining mature trees in new developments but it is achievable.

County Highways – Satisfied the proposed development provides safe and suitable access to serve the both the Bus Station and existing commercial and residential uses and that amendments to the existing highway resulting in a redistribution of traffic in the immediate area are acceptable. Highlights additional highway works that are considered to be complimentary to the proposed scheme but are not considered to meet the test of a planning condition as necessary to make the development acceptable. Recommends a condition relating to the phasing of highway works.

Severn Trent Water – Raise no objections subject to conditions.

Environmental Planning – Comments awaited

Lead Local Flood Authority – Raise no objection subject to a condition.

Drainage Engineer - Raises no objection subject to a condition

Environmental Protection – Confirms the noise assessment of demolition works is acceptable, and confirms lighting is likely to be acceptable. Recommends approval subject to conditions.

Stagecoach West - Comments awaited

Gloucestershire Constabulary Crime Prevention Design Advisor – Provides a number of detailed comments intended to improve security and reduce the fear of crime in this new gateway to the City.

Network Rail – Raise no objections subject to conditions

Gloucester Chamber of Trade & Commerce - Comments awaited

Historic England – Do not wish to object to the application.

5.0 PUBLICITY AND REPRESENTATIONS

5.1 The application has been publicised through neighbour notification, press and site notices. Representations have been received from 5 persons. The following issues are raised-

- Object to removal of plane trees which should be preserved as they cut pollution, improve climate and public health
- Detailed comments provided from a community engagement officer for Guide Dogs related to design details
- Concern about cycle route in front of Twyver House in terms of risk of collisions with pedestrians
- Should consider a crossing on Station Road adjacent to Twyver House
- 'Keep clear' markings needed at exit from Twyver House car park
- Noise and dust issues from demolition and construction
- Timing of lights at Station Road/Bruton Way junction
- Object as does not comply with the NPPF as it ignores local distinctiveness as it ignores the natural environment, primarily, four mature London Plane trees which were planted over 100 years ago.
- Trees could live another 200 years, and with maintenance and sympathetic development would continue to be an asset to air quality and the amenity of the bus station.
- I understand that these are civic trees, planted by the local council, and therefore one might expect them to be owned, protected and championed by the same planning authority.
- These trees have a large amount of mature canopy, and any claim that small replacement trees will compensate is offensive and dishonest. The council should not ignore or devalue its existing environmental assets, or locally distinctive features.

- Creation of 2 new entry points (Bruton way Car park, and proposed new exit by ASDA, creates further choke points for traffic in area that already gets congested.
- Access to Kingswalk car park, more difficult Station Road is not suitable for volume traffic. Dangerous junction with Bedford street.
- Building itself is not in keeping with the rest of the city. Is another glass/steel ugly building which does not draw on the history of the city. This building can be seen in any number of other cities.
- Access to Land registry Car park more dangerous, and will be more difficult for users. Current plans will create huge tailbacks.
- Bus fumes which currently onto car park will now be directed at Land Registry along with noise of reversing tones on buses.
- Badly designed plan. Project as designed will cause further traffic delays and pollution in the area. Will drive residents out of the town.

5.2 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, or via the following link, prior to the Committee meeting:

<http://glcstrplnng12.co.uk/online-applications/simpleSearchResults.do;jsessionid=A83E9FA355BE188966CCEFF249D27589?action=firstPage>

6.0 **OFFICER OPINION**

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

6.2 This application seeks permission for a new bus station facility which will be the first phase of a wider regeneration to the nearby adjacent area. It raises a number of issues to be considered, and these can be referred to under the following headings

- Principle of the development
- Archaeology & historic environment
- Flood issues
- Amenity impacts
- Trees
- Highways
- Design & appearance

Principle of the development

- 6.3 The 2002 Local Plan identified this area of the City as within an area identified for mixed use development and is identified as a bus and rail interchange. Clearly this proposal is for an enhanced and modern bus station facility, in close proximity to the railway station. It will provide a much enhanced environment for passengers, and will be in clear sight of the railway station, which should encourage interchange between the two facilities. This was encouraged by Policy TR.23 of the Local Plan. As this development is intended as phase one of a wider regeneration of adjoining sites, which is in line with the mixed use allocation of the Local Plan, the principle of this proposal is in line with long standing ambitions for this area of the city. The principle of this proposal is therefore considered to be in accordance with policies S.4 & TR.23 in the 2002 Local Plan.

Archaeology & historic environment

- 6.4 The application has been accompanied by data from archaeological assessments that have been undertaken. These advise that there are likely to be Roman remains under the site, and a possibility of medieval remains in the wider area. The City Archaeologist has advised that suitable conditions are attached to any permission that may be granted, to prevent damage to significant heritage assets. Subject to such conditions, the proposal accords with national planning policy and policies BE.31, BE.32, BE.33, BE.34, BE.36 & BE.37 of the 2002 Local Plan.
- 6.5 While the application site is not within a Conservation Area, it does lie adjacent to Conservation Areas. The details of the design of the scheme are addressed later in this report, but it is considered that the proposals will not have any adverse effect on adjoining Conservation Areas, and are therefore acceptable in terms of their impact on these heritage assets. The Conservation Officer has raised no objections to the proposal.

Flood issues

- 6.6 Parts of the application site lie within Flood Zone 2. In accordance with national planning policy, a Sequential Test has been submitted. Because of the nature of the development, being a bus station to serve the city centre, and the policy principle of improving linkages between bus and rail stations to increase connectivity, the search area for the test was able to be quite limited. The sequential test exercise confirmed there were no suitable alternative sites at lesser risk of flooding, and consequently it is considered that the sequential test has been passed. This type of development is classed as 'less vulnerable' and is considered appropriate in Flood Zone 2. In addition, a flood risk assessment was undertaken, and this illustrates that the development would not be unacceptable. The proposal is therefore considered to accord with Policies FRP.1a and FRP.6 of the 2002 Local Plan.

Amenity Impacts

- 6.7 In terms of amenity impacts, the proposal's elements of demolition, construction and subsequent operation could all have impacts in terms of potential noise, dust and disturbance. These will vary from short-term and temporary impacts (principally from demolition and construction phases), to more continuous impacts during the subsequent operational phase.
- 6.8 The location of the development is in a city centre, and consequently is predominantly a commercial area rather than being mainly residential. With the limited number of residential properties nearby, there are generally less-sensitive receptors to the site. Those that do exist in close proximity, for example the Station Hotel, are located in locations with relatively high existing noise levels from traffic on the A430. While there will undoubtedly be additional disturbance during the demolition and construction phases, this can be limited with careful work practices. The Environmental Health officer has not raised objections to the proposals provided that conditions are attached to any permission. These will require for example submission of a Construction Management Plan which will require details of measures to mitigate and reduce the impacts. With this in place it is considered that no significant amenity impacts are likely to arise, and as such the development is considered acceptable.
- 6.9 In terms of future operational impacts, while the relocation of the bus station from its current location means direct impacts of vehicles will be moved, they are likely to be of a similar scale and nature to those already arising from the existing bus station, which are not considered to have a significant adverse effect. As such it is not considered that overall the application will have any significant adverse effects on amenity, and as such is considered to be in accordance with policies BE.10, BE.11 and BE.21 of the 2002 Local Plan.

Trees

- 6.10 This proposal will impact upon existing trees. The Tree Officer notes that the application requires the removal of seven trees in total, and considers that four of these are mature London Plane trees of significant amenity and historical value. He is disappointed about the removal of these trees. Three of these Plane trees are at least 100 years old. They are in a very good overall condition, and provide significant amenity and environmental benefits in the locality. In addition these trees are of significant cultural and historic importance, being planted to provide shelter for livestock when the site was the city's cattle market from the nineteenth century up until the mid twentieth century. The Tree Officer therefore cannot support this application as he does not believe these trees and the others to be removed have been adequately considered for retention within the scheme from an early stage. The Conservation Officer and Urban Design Officer also raise concerns about the loss of these trees.
- 6.11 The Tree Officer considers Gloucester city centre is a city lacking in mature tree cover in comparison to similar sized settlements such as Worcester, or Cheltenham. The removal of these trees would take away a significant percentage of an already dwindling and small number of mature trees in the

city centre. If future development schemes focused upon the phase 2 of the Kings Quarter development also results in mature removal this will act to further compound this loss. The environmental and economic benefits of mature trees in urban areas are numerous and well documented. In addition to provision of shade and shelter from sun, wind & rain, reducing runoff etc, studies have shown urban areas with trees are more attractive to shoppers and will therefore have spin off economic gains for the area.

- 6.12 He also considers that the proposed new tree planting to mitigate for the loss of these trees is inadequate, and that the proposed planting of four Lime cultivars that will not grow to the same size and stature of the existing Plane trees is clearly not adequate mitigation.
- 6.13 It is clear therefore that the Tree Officer considers that a scheme could have been prepared which could have considered retention of the trees more carefully and perhaps led to proposals which did not involve the removal of the trees. The London Plane trees are clearly of significance and value in the city centre. The loss of these trees is therefore a negative impact of the proposal. However, while the Tree Officer does suggest he considers a scheme may be designed to retain the trees, it is the current scheme which has to be determined. In doing this, it is noted that the trees are not subject to TPO's, and are not in a Conservation Area, and as such do not have any specific statutory protection. It is noted also that the Tree Officer states that he does not place the importance of these trees above the development of a new bus station but feels tree retention and new development are not, and should not be mutually exclusive, there are challenges involved in retaining mature trees in new developments but it is achievable.

The loss of the trees is part of this proposal. It is a negative impact of the proposal, and is in conflict with Policy B.10 of the 2002 Local Plan. This weighs against the proposal.

Highways

- 6.14 The Highways Engineer has provided a detailed response to this application. Key elements of that response will be summarised in this section of the report.
- 6.15 An analysis of the personal injury collision data (PIA) for a 5 year period between the 1st January 2010 and 31st December 2014 has been undertaken. The study area encompasses Gloucester Bus Station and includes Bruton Way from its junction with Market Parade to the proposed junction Station Road. A total of 38 PIA's were reported in the 5 year period with 1 fatality, 5 serious and the remaining 32 classified as slight. This is a summary of the PIA's at the following junctions:-
- Market Parade/Bruton Way 2 slight
 - Bruton Way A430/Bruton Way/Station Approach 1 fatal, 1 serious, 11 slight
 - Bruton Way A430/Metz Way 5 slight
 - Bruton Way A430 South 2 slight
 - Station Road 1 serious, 3 slight
 - Junction Bruton Way/Market Parade/Station Road 3 slight

Junction Market Parade/Clarence Street 2 serious, 7 slight

The accidents that have occurred have been due to user error and not due to the layout of the highway network. Although PIA's have occurred there is no clear pattern or trend which would be exacerbated by the proposed changes.

- 6.16 The new Bus Station does not propose to provide additional bus services instead to provide an enhanced facility although the access will change from Market Parade to Bruton Way. This will re-distribute bus flows although there will be no changes to where the current services operate from along either Market Parade or the Bus Station itself.
- 6.17 Pedestrian access to the site is focused on existing desire lines between the Bus Station, Railway Station, Kings Square and the City Centre. The entrances to the Concourse are located to the east and west along these desire lines and Phase 2 may incorporate another access to the north for Phase 2 of Kings Quarter. An NMU Audit context report has been carried out to identify the ways in which NMU's will travel to the site. There are barriers to pedestrians accessing the forecourt to reduce the likelihood of pedestrian/vehicle conflict. The central island on Bruton Way will also provide a barrier and guide for pedestrians to move away from the forecourt through landscaping. Access through the Concourse between 00:00 hours and 05:00 hours is likely to be undesirable and so the east-west route between the Rail Station and Market Parade will be retained for when the route through the Bus Station is not available, desirable or under construction. The pedestrian crossing across Bruton Way (A430) towards the Railway Station will be widened to improve facilities and capacity. The stagger crossing will also be reversed to better align the crossing with the desire line. The footway on the north eastern corner will be widened to reduce the pinch point. At the western end of Bruton Way the existing dropped kerb crossing will be improved to provide for a new pedestrian desire line between the Bus Station and areas to the south. The junction of Station Road and Bruton Way will change from a roundabout to a priority T junction which will bring the crossing closer to the junction and the pedestrian refuge will provide a minimum width of 2mx2m width to facilitate safe crossing.
- 6.18 A new pedestrian crossing at the eastern end of Bruton Way will be provided in the form of a TOUCAN crossing to create an improved route to the Bus Station for pedestrians travelling north-south along the A430 Bruton Way along the new desire line created by re-aligning the Bus Station. Pedestrian crossing facilities on Market Parade will be rationalised with a new zebra crossing provided to best meet the pedestrian desire line between bus and rail stations and Kings Square. Safe crossing will be facilitated in other locations as necessary through the use of dropped kerbs and tactile paving.
- 6.19 Cycle parking will be provided in two cycle zone using Sheffield Stands directly outside the eastern and western entrances and have been located on desire lines but not creating a barrier to pedestrian movement. There will be 10 cycle spaces to the west and 16 cycle spaces to the east this will be an increase of 16 spaces over that already existing.

- 6.20 In addition to the existing taxi rank on Market Parade which will be retained with spaces for 6 taxis a pick up/drop off bay is also proposed as a complimentary facility for the Market Parade taxi rank outside the Bus Station entrance.
- 6.21 The current access to the Multi-Storey Car Park (MSCP) onto Bruton Way adjacent to the A430 Bruton Way will need to be closed to allow the Bus Station development. Temporary access to the MSCP will be allowed from an existing but currently gated access on Market Parade. Egress will be left-out only directly onto the A430 Bruton Way. A 2.4m x 54m visibility splay is shown which is acceptable based on local evidence from Gloucestershire County Council (Annual Speed Monitoring Report 1998-2006 that indicates the 85 percentile speeds for 30mph highway is 34mph). This access has been designed to accommodate the swept path of a large transit van. Market Parade is currently restricted to bus and delivery access only. This restriction will be relaxed on Spread Eagle Road and Market Parade to the east of the MSCP access to facilitate access.
- 6.22 Servicing will be undertaken directly from Market Parade using the taxi lay-by. As this will primarily be used to drop off passengers, or for specially booked pick-up at pre-determined times, this space will be available for refuse vehicles to use without disruption to traffic on Market Parade. Bins will be taken from the bin store within the western hub at the time of the bin collection. There will be no requirement for refuse vehicles to enter the forecourt.
- 6.23 Overall the Highways Engineer concludes that no objections be raised to the development subject to conditions. Consequently, the proposal is considered to accord with national and local policy requirements, as set out in policies ST.4, TR.22, TR.31, TR.32, TR.33 & TR.41 of the 2002 Local Plan.

Design and appearance

- 6.24 The intention of the scheme is to provide a new landmark transport hub, which will improve pedestrian links to the railway station and city centre, and also integrate with the proposed redevelopment of Kings Quarter. The main feature of the proposal is a canopy over the main concourse and bus forecourt, in a design influenced by an aeroplane wing, with a single supporting mast. In addition to the single mast which extends above canopy level, there are also canopy supports below it which are metal columns topped with splayed wooden supports. The canopy is one of three main elements of the proposal, the others being the concourse and the 'hub' which contains passenger and staff facilities.
- 6.25 The three elements will each have a different character in terms of materials, with the main concourse being a glazed structure, the hub being clad with local stone, while the canopy will have a timber soffit. In addition there would be timber 'fins' which will form a wall at the eastern end of the development.

- 6.26 It is considered that the proposed bus station will provide a significant new structure of strong appearance, in an area which is currently characterised by poor quality modernist style developments. It will have a positive impact as the first stage of the regeneration of the city centre area, and as such will have significant benefits.
- 6.27 Concerns have been raised about the design and appearance of the facility, including from the Civic Trust. The design has altered during the pre-application consultation process, and it is apparent that the Civic Trust and also the Urban Design Officer feel that some of the changed elements perhaps have a detrimental effect. However, while any scheme is generally capable of being further improved, the scheme as proposed has to be judged on its merits.
- 6.28 Detailed comments have also been provided by the Urban Design Officer relating to some of the detailed design elements of the scheme. As full details of these elements will need to be submitted for future approval, it is hoped that these elements can be amended during that process.
- 6.29 The Police Design Advisor has provided detailed comments on the scheme in relation to issues which may impact on crime prevention. Many of these matters raised relate to site management issues, although a number are detailed design comments on individual elements of the scheme. As specific details of a number of matters are to be requested to be submitted via planning conditions, it is likely that the points raised by the Police regarding these matters can be addressed through that process. This approach can also deal with detailed comments raised by a representative of Guide Dogs. The proposal is therefore considered to be in accordance with Policy BE.5 of the 2002 Local Plan.
- 6.30 Policy BE.1 of the 2002 Local Plan makes reference to scale, massing and height of buildings. The height of the proposed bus station will be lower than nearby existing buildings, so in that context is acceptable. The character of the building is however very different from that of the existing locality, which is in accord with the Policy's reference to landmark buildings. The proposal is unlikely to affect important views, particularly of the Cathedral, any more than the current buildings in the locality, so is in accord with Policy BE.2 of the 2002 Local Plan.
- 6.31 The proposals have been designed to maximise accessibility to the bus station in relation to full compliance with the Disability Discrimination Act. This accords with Policy BE.6 of the 2002 Local Plan.
- 6.32 Overall in terms of architectural design, it is acknowledged that this can be a very subjective matter. In assessing this application, consideration has been given to the differing views and comments received from consultees and representations. It is clear that the proposed bus station will be radically different from the existing one, and also from the current buildings in the vicinity of the site. It is considered that the design of the bus station is significantly more positive than the present buildings, and will create a notable

building. Importantly, it will become the first phase of a wider redevelopment of this area of the city, and as such is to be welcomed. It is considered that the proposal complies with Policy BE.7 of the 2002 Local Plan.

CONCLUSIONS

- 6.33 This application is for a development which will create a significantly upgraded bus station and interchange with the railway station. It is intended that its location will encourage easier interchange between the two transport modes. The demolition works proposed are of buildings which currently add little positive impact to the area, and therefore the loss of those buildings is also to be welcomed. The proposed building is of a notable design, and will significantly enhance this area of the city centre, forming the first phase of a future redevelopment. The proposed highway alterations to enable improved access to the site are considered acceptable.
- 6.34 The proposal does however mean the loss of some significant trees. While this has been raised by consultees and also individual representations, and will undoubtedly have a negative effect, it needs to be balanced against the benefits of the scheme, and in carrying out that exercise it is considered that the benefits do outweigh the unfortunate loss of the trees.
- 6.35 The proposals are considered to comply with national planning policy and with the policies set out in section 3.4 of this report, and accordingly it is recommended that permission be granted subject to conditions.

7.0 **RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER**

That planning permission be granted subject to the following conditions: relating to the following matters:

[A full detailed list of conditions will be provided in Late Information prior to Committee]

Statement of Positive and Proactive Engagement

In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.

Decision:

Notes:

.....

Person to contact:
Jon Sutcliffe (Tel: 396783.)