

Gloucester City Council

Gloucester Local Development Framework



Interim Adoption Supplementary Planning Document Greater Blackfriars Planning Brief



November 2009
Spatial Planning & Environment

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PART 1 - INTRODUCTION

- 1.1 This draft Development Brief has been produced in order to guide the future redevelopment of the wider area of Blackfriars, the Prison and The Quay.
- 1.2 The area covered by the brief is illustrated on the plan on page 6 of this document.
- 1.3 The brief is one of several site-specific Supplementary Planning Documents being produced as part of the Gloucester Local Development Framework.

Purpose of the Brief

- 1.5 The purpose of the brief is to set out, primarily for the benefit of landowners and developers, the requirements of the Local Planning Authority, the Highway Authority and other service providers in relation to the redevelopment of this site either in part or in whole.
- 1.6 It provides a basis on which developers can prepare plans and financial programmes. It also sets out the principles of development that should be adopted by developers including: land use, layout, design, provision of open space, access landscaping and other issues.
- 1.7 During the preparation of the brief, technical advice has been sought from various Officers within the District Council who have expertise in certain fields including archaeology, land contamination, highways, noise and so on.
- 1.8 The development brief will be a material planning consideration when the City Council determines any planning application for the site (either as a whole, or in part).

Public and Stakeholder Consultation

- 1.9 The Planning Brief has now been subject to three periods of public consultation. The first was an informal period of public consultation held in August/September 2006 and the second a formal period of public consultation under Regulation 17 of the Town and Country Planning (Local development) (England) Regulations 2004 held in October/November 2007.
- 1.10 The most recent public consultation, also in accordance with Regulation 17, was held in August/September 2009, alongside a Masterplan for the eastern part of the area which was produced by consultants for the Gloucester Heritage Urban Regeneration Company.
- 1.11 Schedules of comments from all three consultations have been prepared, showing how the comments have been taken into account in producing the revised documents including the reasons why suggested amendments might not have been carried forward.
- 1.12 This Planning Brief has now been adopted by the Council as 'interim supplementary policy' for the purposes of development control. Alongside this, the Masterplan for the area, the principles of which have been endorsed by the Council.

- 1.13 The Planning Brief will be formally adopted as part of the Local Development Framework alongside its 'parent' Development Plan Document (DPD) in due course, with any further, necessary amendments made at that stage.

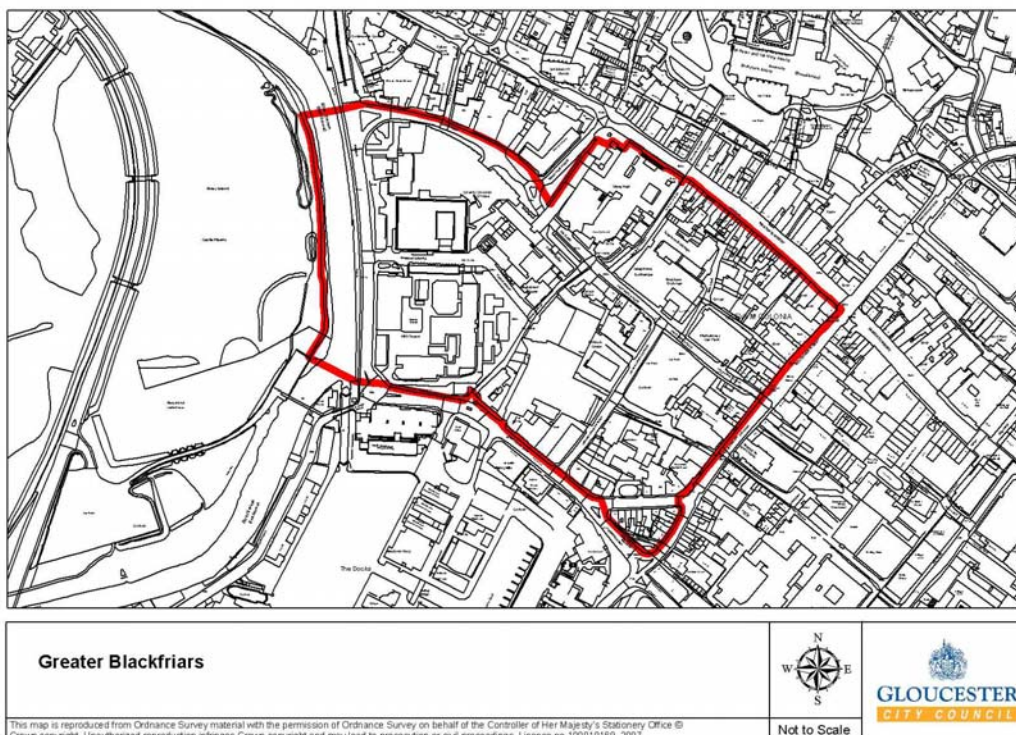
Further Information.

- 1.14 Contact details and sources of further information are provided on page 34 of this document.

PART 2 – SITE SURVEY

Location

- 2.1 The site lies in the south west quadrant of the City Centre, accounting for the majority of that area. It is bounded by Commercial Road and the Kimbrose Triangle to the south, The Quay and the river to the west, Quay Street, Upper Quay Street and Westgate Street to the north, and Southgate Street to the east. A map showing the boundary of the area is provided below.



Plan 1: Greater Blackfriars site boundary

Site Area

- 2.2 The total site area is approximately 11.76 hectares (29 acres).

Description

- 2.3 Significant areas of The Quay and Prison elements of the site are taken up by very large buildings – the prison, the police station and county council offices. Most of the remaining space is surface car parking. The area is bounded to the west by the river and quay, unfortunately cut off from the rest of the site by a three lane main road. A pedestrian walkway runs along the length of the quay at both road level and at a lower level nearer to the water surface. This lower level has the potential to be a pleasant seating and strolling area, but is blighted by the noise and fumes of the traffic. The upper level footway is narrow and feels very exposed to the fast moving vehicles. A low wall and railings separate the footways.
- 2.4 Consequently there is no useable open space at present, though the library service block was built on the site of Castle gardens, an ancient green space

dating from the existence of Gloucester's castle, which disappeared in the 18th century, to be replaced later by the prison.

- 2.5 Quay Street has lost its built frontage on the south side, replaced by small trees bounding a car park. The street is overshadowed by the Shire Hall extension, which bridges it.
- 2.6 The opposite bank of the river, with its natural vegetation and views across the nature reserve, forms an attractively abrupt transition from the densely built up city centre.
- 2.7 The Greater Blackfriars area is a mixture of dense historic development and much looser, larger scale modern buildings and spaces, including a substantial area of surface and multi-storey car parking. The medieval lane pattern behind the main streets remain almost intact, though their defining buildings have mostly been replaced by inadequate infill in the past 50 years.
- 2.8 The internationally important Blackfriars Priory complex has a completely inadequate setting, hedged in by very unattractive building rears and a surface car park. It has very little visibility except from Blackfriars Lane, where it is half hidden by a wall and trees, though there is a beguiling glimpse of the library from Commercial Road.
- 2.9 The area of waste ground to the east of the Prison, recently made into a temporary car park has a long history of being open space, being until the late 19th century the extensive grounds of Bearland House.
- 2.10 A large amount of space is taken up by the telephone exchange, on Longsmith Street and extending some way along Berkeley Street
- 2.11 The attractive 19th century buildings on the triangular island formed by Commercial Road, Kimbrose Way and Southgate Street are cut off by the large amount of traffic, especially along Commercial Road

Ownership

- 2.12 The site is in a variety of land ownerships.
- 2.13 The County Council owns the Quayside Wing, Magistrates Court, Police Station, Crown Court and Shire Hall, occupying the area north of Barrack Square to Quay Street and Westgate Street.
- 2.14 The Department of Culture Media and Sport own the Blackfriars Scheduled Monument, with English Heritage being guardians of the property on behalf of the department.
- 2.15 The Home Office owns the Prison, comprising the area between Commercial Road, The Quay, Barrack Square and Barbican Road.
- 2.16 The South West Regional Development Agency has acquired the City Council car park between Barbican Road and Ladybellegate Street, as well as the Fleece Hotel and a property on Commercial Road.

- 2.17 Bishopsgate Parking No 2 Limited owns the northern part of the surface car park between Ladybellegate Street and Longsmith Street. The southern part is owned by the City Council.
- 2.18 The City Council owns the Multi-storey car park on Longsmith Street.
- 2.19 The remaining areas and properties are owned by a variety of private and commercial interests.

Existing Land Use

- 2.20 The site exhibits a number of land uses, perhaps the most prevalent in area terms being surface car parking. In addition there is the prison and associated accommodation, Shire Hall, the Police Station, Crown and Magistrates Courts, the Blackfriars Friary and grounds, hotels, retail and commercial offices as well as a place of worship.

Access

- 2.21 Access follows the historic street pattern based upon the Cross and the Gate Streets. Westgate Street, forming the northern boundary and Southgate Street as the eastern boundary are both pedestrianised for significant parts of their length. These provide very limited vehicular access, primarily for servicing and maintenance.
- 2.22 On the other hand, The Quay and Commercial Road as the western and southern boundaries respectively are important parts of the current highway network and suffer from congestion during the morning and evening peaks.
- 2.23 Vehicular access into and through the area is largely for car parking and focuses on the Lower Westgate Street, Upper Quay Street, Longsmith Street link which also serves as a bus route for the Park and Ride service from St Oswald's Park. Southgate Street leading to Kimbrose Triangle is also an important route into the area, accessing all the car parks from the south and east.
- 2.24 Movement north/south through the site is provided at Barbican Road, which provides perhaps the most significant partially pedestrianised access between the City Centre/Cathedral and the Docks, and at Ladybellgate Street, which is utilised by both vehicular traffic, pedestrians and cyclists. Both routes are fairly low quality and would benefit from measures to improve accessibility and attractiveness for pedestrians and cyclists.
- 2.25 Movement east/west into and through the site for pedestrians is somewhat limited. Access directly through the site is available from Southgate Street to the Quay and the river along Longsmith Street and Quay Street. However, once at The Quay, there is no dedicated pedestrian crossing to give access to the quay proper, the river and the Oxlease.
- 2.26 The Via Sacra runs west from The Greyfriars area, past the Blackfriars Friary to Ladybellegate Street, before turning north to finally emerge onto Westgate Street at its junction with Berkeley Street. It is not possible to continue west from the Via Sacra at its junction with Ladybellegate Street, due to the existence of the area currently used as a City Council Car Park, and the

substantial change in levels between Ladybellegate Street and Barbican Road.

- 2.27 In terms of public transport, the area located in close proximity to bus stops and high frequency bus routes. The bus and rail interchange is located a short distance away.

Characteristics and Topography

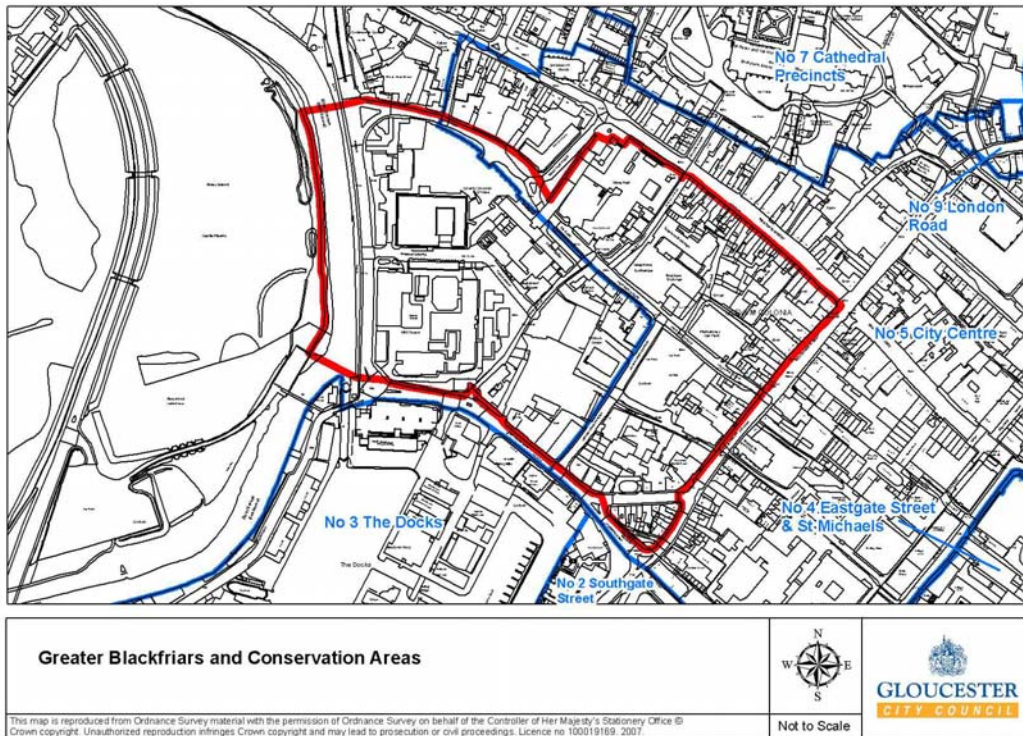
- 2.28 The Prison and Quay sites are generally flat and have a 'built up' character due to the presence of a number of large, existing on-site buildings. The prison is compact and well contained due to the nature of the use. The remainder of the site has a lower density feel to it although it is dominated by the 8-storey County Council building at Bearland.
- 2.29 The Quay running north – south adjacent to the prison and County Council buildings is well-used by traffic and currently effectively segregates the rest of the brief site from the River Severn and the walkway running along its eastern edge. It also serves as a flood barrier– although it is not designated as such by the Environment Agency.
- 2.30 From the Shire Hall/Barbican Road area, the topography gently rises from the south and the west towards to “high point” of the Cross. The land to the west of Ladybellegate Street is perhaps the only area of the site which experiences a marked change in levels.

Listed Buildings

- 2.31 The area contains a number of listed buildings, particularly along the frontages of Southgate Street and Westgate Street, but also including Ladybellegate House, Shire Hall and Blackfriars Friary, Bearland House, Bearland Lodge and the Crown Courts. A comprehensive schedule of Listed buildings located within the area is provided at Appendix 1. For more information, and to view descriptions of each of the buildings, go to www.gloucester.gov.uk/listedbuildings.

Conservation Areas

- 2.32 The site falls within two Conservation Areas; Conservation Area 5 The City Centre and Conservation Area 6 The Barbican. This is illustrated by Plan 2 overleaf. Conservation Area Assessment and Management documents have been prepared for all the Conservation Areas within the city. They were each the subject of a two-stage consultation process before being approved by Council as Interim Planning Guidance in September 2007. All proposals for development within the area should address the guidance and advice contained within these documents.



Plan 2: Conservation Areas

- 2.33 Conservation Area Consent will be required for the demolition of non-listed buildings within these Conservation Areas., within the context of Policy BNE.5 in the Development Control Policies Preferred Options document (January 2006).
- 2.34 For more information go to www.gloucester.gov.uk/conservationareas.

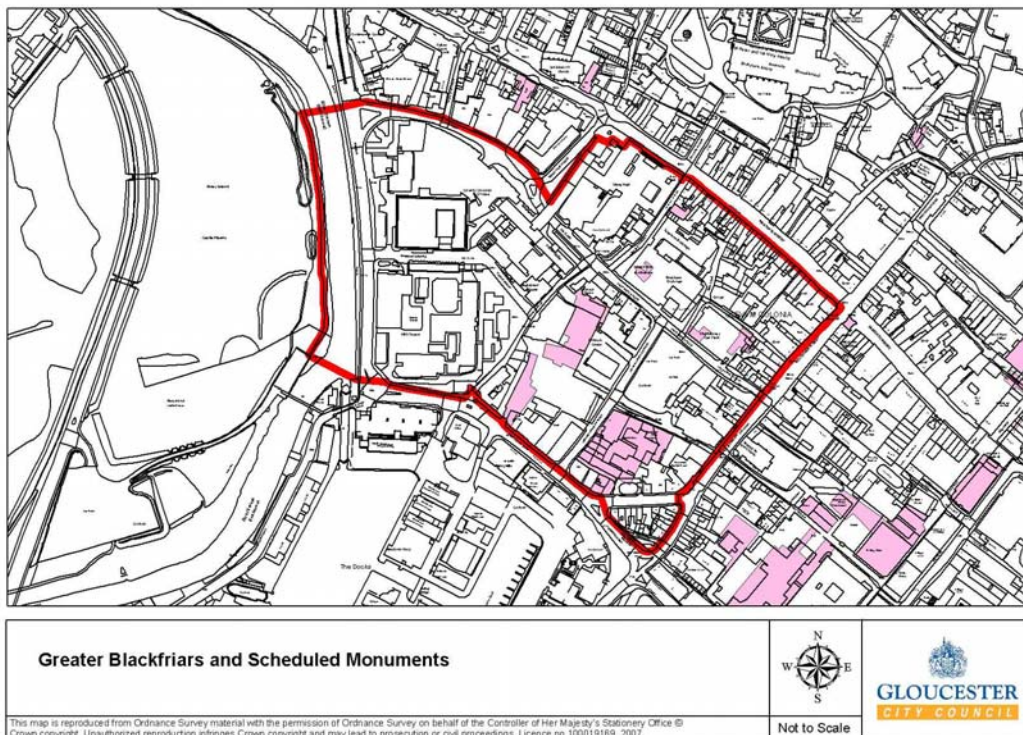
Archaeology

- 2.35 The Greater Blackfriars area includes significant archaeological remains from two thousand years of intense urban activity. Most of it is likely to be of national significance and, therefore, all planning proposals in the area are likely to have considerable archaeological implications. The whole of the planning brief area lies within an Area of Principal Archaeological Interest and there are a number of Scheduled Monuments, noted below. For a more detailed summary of the history and archaeology of the area, see Appendix 2.
- 2.36 Parts of the Planning Brief area are designated as Scheduled Monuments and the whole area is designated as an Area of Principal Archaeological Interest in the 1983 adopted Local Plan and subsequent planning documents. The area also includes other elements of the historic environment that are likely to be of national significance. Further elements of the area's historic environment are likely to be of regional and local significance. Any proposed development within the Planning Brief area would need to be preceded by a full archaeological desk-based assessment and archaeological evaluation. Any planning application in the area received without sufficient information derived from such investigations would not normally be validated.

- 2.37 The results of the initial archaeological investigations, and any further that may be necessary, would then inform a mitigation strategy in respect of a proposal's impact on the historic environment, and inform wider planning and urban design decision-making. It should be noted that an intrusive archaeological investigation within a scheduled area would, of itself, require scheduled monument consent from the Secretary of State for Culture, Media and Sport to proceed (as required by the Ancient Monuments and Archaeological Areas Act 1979).
- 2.38 Based upon the findings of archaeological investigations and the form of any development proposals, the City Council will positively encourage the developer to enhance the historic environment within their scheme. Elements of the historic environment could be incorporated in the scheme, for example, by using remains as a form of public art or focal point within a proposal.

Scheduled Monuments

- 2.39 There are two Scheduled Monuments in the Greater Blackfriars area. These are:
- 116 - Blackfriars Friary (Dominican)
 - 330 - Glevum Roman Colonia
- 2.40 Plan 3 below identifies the location of these Scheduled Monuments.



Plan 3: Scheduled Ancient Monuments

Trees and Tree Preservation Orders

- 2.41 Although there has been some planned tree planting in the Blackfriars area, the area on the whole is characterised by a lack of tree cover. Of the trees of

note in the area there is a very high quality Dawn Redwood, *Metasequoia glyptostrobodies*, to the rear of Bearland Police station on Barbican Road as well as maturing Hornbeams at the bottom of Westgate Street. Other trees which present challenges for potential developments are the mature silver maples outside the telephone exchange, the limes along Ladybellegate street and the maples adjacent to Ladybellegate house. There are opportunities for new tree planting in the existing footprint of the area and new areas should be planned in as the area develops.

- 2.42 There are no tree preservation orders currently in the area due to the vast majority of the trees being in local authority ownership and because most of the area is covered by Conservation Area designation that requires, subject to certain exemptions, Gloucester City Council to be given at least six weeks prior notification of any proposed tree works.

Nature Conservation

- 2.43 The site has no designated nature conservation interest, but even so, dense urban areas can provide useful habitats for certain species, some more welcome than others. Any development will be expected to take into account the City Council's publication 'Gulls - How to Stop Them Nesting on Your Roof'. Opportunities to encourage wildlife through erection of swift house-martin and bat boxes should be exploited.
- 2.44 There may be some moderate interest associated with flora and fauna on the banks of the River Severn, which runs along the western boundary of the site. Part of Alney Island west of the site on the opposite side of the River Severn is a designated Local Nature Reserve.
- 2.45 Trees are a significant wildlife resource in urban areas and all should be done to maintain and increase tree stock. Careful species selection can increase value.

Air Quality

- 2.46 There are no current air quality issues in the area.

Noise

- 2.47 A noise assessment would be required more for night noise than daytime due to the electricity substation off Commercial Road and roof plant at nearby commercial premises. An additional assessment of noise from Envy nightclub on Quay Street will also be required.
- 2.48 Any commercial use proposed in this location would need a BS4142 assessment to determine the impact on existing residential premises.

Contamination

- 2.49 There is a strong probability of contamination on this site due to the presence of a former gasworks /foundry on the site of the Quayside Wing, and a power station on the Blackfriars Car Park. Any developer would therefore be required to enter into pre-application discussions with the City Council's Contaminated Land Officer.

2.50 A ground investigation survey will be required in advance of the submission of any planning application.

PART 3 - PLANNING

Planning History

- 3.1 Planning permission has recently been granted for external works, additions and alterations to the north and east ranges of Blackfriars Priory to facilitate it's use as a public venue.
- 3.2 There are no other recent or relevant implemented, lapsed or extant planning consents within the Greater Blackfriars area.

National Planning Policy

- 3.3 Development should have regard to Government advice as set out in the relevant Circulars and Planning Policy Guidance Notes and Statements. Many are of direct relevance to the resolution of the issues and needs within the area of the Brief.
- 3.4 PPS1 – Delivering Sustainable Development emphasises that high quality inclusive design should be promoted in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted.
- 3.5 New development should be of high quality inclusive design and layout (consistent with Planning Policy Statement 1), and be informed by its wider context, having regard not just to neighbouring buildings but to the townscape and landscape of the wider locality.
- 3.6 'Planning and the Historic Environment' (PPG15 1994) provides Government guidance for the identification and protection of the designated elements historic built environment (listed buildings and conservation areas). Archaeology and Planning (PPG16 1990) sets out the Government's guidance for the protection preservation of sites of archaeological interest. In particular, it states a presumption in favour of the physical preservation of nationally important archaeological remains in situ, whether they are scheduled or not.

Regional Planning Policy

- 3.7 The Regional Spatial Strategy (RSS) for the South West will set out a strategic planning policy framework for the south west region up to the year 2026. Following a public consultation in summer 2006, the draft RSS and responses were submitted for consideration to an independent Examination in Public (EiP) Panel, and a report subsequently submitted to the Secretary of State. A revised document was published in summer 2008 with proposed changes from the Secretary of State, and was subject to a 12-week period of public consultation. After considering any further views expressed as a result of the consultation, the final Regional Spatial Strategy was due to be published in June 2009, but has been delayed.

Local Planning Policy

Second Stage Deposit Draft Local Plan 2002

- 3.8 The majority of the development brief site lies in the Western Waterfront, which is allocated in the Second Deposit Draft Local Plan under Policy MU.2 for mixed-use development including residential, employment, retail education, leisure, hotels, culture, community facilities and services, open space, public car parking and tourist coach parking.
- 3.9 Site-specific obligations include the preparation of a development brief for the character area within which a proposed development is located, re-location of bad neighbour uses where appropriate, contributions to infrastructure improvements in the area, contribution towards centralised residents parking where appropriate, provision of or contribution towards the provision of, public open space.
- 3.10 The regeneration of the Western Waterfront is one of the key development priorities of the Second Deposit Local Plan under Policy ST.12 – Key Development Priorities.
- 3.11 As noted above the whole of the Planning Brief area lies within an Area of Principal Archaeological Interest, as designated in Gloucester City Council's Local Plan (1983). Therefore, the following policies apply:
- 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
- 3.12 In addition reference should be made to the interim adoption supplementary planning document Development Affecting Sites of Historic Environment (Archaeological) Interest 2008. The following policy applies:
- Policy BNE 8 – Preserving the historic environment
 - Policy BNE 9 – Historic environment assessment, evaluation, recording and preservation
- 3.13 The Second Deposit Local Plan (2002) also identifies the brief site as being located within the designated floodplain. Policy FRP.1a – Development and Flood Risk therefore applies.
- 3.14 The river meadows opposite the brief site are designated as a 'Landscape Conservation Area' within the Second Deposit Draft Local Plan.

Heights of Buildings SPD

- 3.15 This document provides guidance on issues relating to the heights of buildings within Gloucester. It was Adopted as an Interim Supplementary Planning document in November 2008, following two periods of public consultation.
- 3.16 The SPD sets out a number of key views of the cathedral, and other notable buildings, which should be preserved. The development of the Greater Blackfriars site could potentially affect a number of key views set out in the

guidance. Under section 2.3 'View Corridor Designations', local view numbers 16, 17, 18, 19, 20, 21, 22 and 23 will be referred to when considering development proposals.

3.17 These are described as follows.

- 16 - view from the Western Bypass towards the cathedral and the Church of St. Nicholas
- 17 - view from The Quay towards the cathedral and the Church of St. Nicholas
- 18 - view from Barbican Road towards the cathedral
- 19 - view from South-Western Bypass towards the cathedral and the Church of St. Nicholas
- 20 - view from the listed Dry Docks towards the cathedral
- 21 - view from Victoria Dock (South end) towards the cathedral
- 22 - view from Llanthony Road towards the cathedral
- 23 - view from Spa Road/Southgate Street junction towards cathedral

Central Area Action Plan

3.18 The Greater Blackfriars area was allocated in the Council's draft Central Area Action Plan published in August 2006. The draft proposals are for a mixed-use development scheme including offices, retail, hotel, leisure and cultural uses, restaurants and cafes and drinking establishments. Further information is set out in Part 4 below. As a result of the decision to undertake a Joint Core Strategy (see below), it has been resolved to put this document and its sister documents – Site Allocations and Designations (Non-central Area) and Development Control policies on hold, enabling efforts to be concentrated on the JCS. Given the consultation processes and the strong evidence base which these documents have, they will continue to be used for present purposes until such time as they are replaced or incorporated into the Core Strategy.

3.19 For more information go to www.gloucester.gov.uk/planningpolicy.

Joint Core Strategy

3.20 The Core Strategy is the most important part of the Local Development Framework. It identifies the key, strategic issues of most importance to the local area and translates these into a strategy for tackling them. Examples include how to provide more affordable housing, reduce traffic congestion and tackle climate change. The Council previously consulted on a Core Strategy for Gloucester in 2005 and 2006. In March 2008 however, it was decided to produce a Joint Core Strategy (JCS) with Cheltenham Borough Council and Tewkesbury Borough Council with input from Gloucestershire County Council.

3.21 The JCS will enable cross-boundary issues to be resolved and enable the RSS requirements to be considered on a proper planning basis, particularly with regard to the issue of urban extensions. The consistent approach which will emerge from this initiative is also consistent with recent national and regional planning policy.

Sustainable Community Strategy

- 3.22 The adopted Sustainable Community Strategy (SCS) for Gloucester (2008 – 2018) sets out a number of key aims and actions for the City. For example, a key aim is to ‘create a place where the future matters’, and key actions include minimising contributions to climate change, and protecting and enhancing the built and natural environment. Another key aim is to create ‘a place where people matter and we ‘narrow the gap’ in health, poverty and social exclusion’, and actions include increasing the number of affordable dwellings in the City and improving the health of residents.
- 3.23 The proposed mixed-use allocation of the Blackfriars area is considered to be consistent with these and other objectives set out in the Community Strategy.
- 3.24 For more information go to www.gloucesterpartnership.org.uk.

Gloucester Heritage Urban Regeneration Company (GHURC)

- 3.25 The GHURC was sanctioned by the Government in February 2004. Its purpose is to facilitate the regeneration of many historic areas of Gloucester, and to create a new prosperous city for the 21st Century.
- 3.26 The Blackfriars area has been identified as a key regeneration priority for the GHURC. Consultants for the GHURC (Terence O’Rourke) have prepared a Regeneration Framework for Gloucester (2006), including the Blackfriars area. Earlier work commissioned by the GHURC from Alan Baxter and Associates comprised a “Characterisation Study and Development Framework” for the Greater Blackfriars area (2004) and an earlier “Rapid Characterisation and Scoping Report”, 2003, produced on behalf of the South West Regional Development Agency (SWRDA). These substantial works have informed and are reflected within this brief.
- 3.27 More recently, the GHURC has produced, in response to the Planning Brief, and in conjunctions with consultants, a Masterplan for the Blackfriars area. The Masterplan should be read in conjunction with this Planning Brief.

PART 4 - CONSIDERATIONS

Central Area Action Plan Preferred Land Uses

- 4.1 The Greater Blackfriars area has a proposed allocation for development in the Revised Draft Central Area Action Plan under Policy CA.19. The draft policy is set out below.

Policy CA19 – Greater Blackfriars

The Greater Blackfriars area is allocated for mixed-use development including office development, retail, 4* hotel with conference facilities, leisure and cultural uses including a theatre and/or performance space, A3 uses (restaurants and cafes) A4 uses (drinking establishments) residential and parking.

Specifically this could include the following potential distribution of uses:

The County Council sites along the Quay and at Bearland to be a focus for new office development together with A3 and A4 uses and residential development along the river frontage.

The Police Station and Magistrates Court to be replaced with a new multi-storey car park incorporating new residential development.

Shire Hall and the Crown Court building to be a focus for new leisure/cultural uses including potentially a theatre.

The existing surface level car park between Barbican Road and Ladybellegate Street to be replaced with a new 4* hotel and new office development.

A new public space to be created to the north of the Blackfriars Priory. The Priory building and adjoining buildings to be used for leisure and cultural uses, A3 and A4 uses, offices and small-scale retail/showroom/gallery space.

The Fleece Hotel and surrounding buildings to be a focus for small-scale specialist retail development including, of feasible, the demolition of the Longsmith Street Car Park.

Indicative Capacity/Floorspace

300 dwellings

Small-scale retail – 4,000 sq. m

A3 and A4 (Bars and Restaurants) – 4,800 sq. m

Offices – 18,000 sq. m

Hotel – 5,500 sq. m

Theatre – 8,500 sq. m

Site-Specific Obligations:

- Contributions towards the Gloucester City Car Club
- Enhancement to the setting of the Priory through the provision of a public open space around Blackfriars
- Improved pedestrian linkages to the Quay, Greyfriars and the Docks
- Downgrading of the function of the Quay as a route for vehicular traffic *and greater provision for public transport, cycling and walking*
- Contributions towards the creation of a riverside walk
- Archaeological assessment

Gloucester Prison

The long-term relocation of Gloucester Prison would provide the opportunity for further mixed-use development within the Greater Blackfriars area. This is likely to include residential, office and/or hotel development.

- 4.2 The emphasis in this area is upon a mix of uses and will rely upon a number of sites being released in a phased manner to ensure that the momentum of development is not lost. The development philosophy seeks to take advantage of the numerous surface car parks and their replacement by multi-storey facilities, which in turn will release land for development.
- 4.3 Vital to this process is the removal or vacation/relocation of existing uses. For example the Magistrates Courts and Crown Court buildings are known to be relocating to Great Western Road. The County Council has acknowledged an aspiration to move from the existing Shire Hall complex freeing up a number of opportunities, although it should be noted that we would wish to see the County Council remain in close proximity to their existing site so that they are retained in the City Centre. The Home Office (Department for Constitutional Affairs) has indicated that the prison could also be relocated at some time in the relatively near future. The City Council will seek to enter into further discussions with the Department of Constitutional Affairs, the National Offender Management Service (NOMS) and HM Prison Service in respect of the future possible relocation of the prison. The Gloucestershire Constabulary is also seeking a site for a new police station in the area to replace the facility currently housed at Bearland.
- 4.4 The sites freed up in this manner could be the focus for substantial redevelopment, with a specialist retail/leisure destination at the Priory, and an office-led approach to the remaining area. This would also involve a retail focus along the rear of Southgate Street, enabling the provision of a new public square to enhance the setting of Blackfriars. This would require the replacement of the lost parking spaces on the Magistrates Courts existing site, with the City/RDA and BT car parks being replaced by a four star hotel, offices, townhouses and flats. The potential transfer of County Council uses to alternative sites would free up the Quayside Wing for a variety of riverfront restaurants, bars and offices, overlooking the meadows.
- 4.5 The re-use of the prison is somewhat more challenging in that the site is Listed, but opportunities may exist for residential conversion.

Urban Design

- 4.6 The fundamental objective is to create a new 'destination' within the city centre. It is considered that Blackfriars has the potential to function as the 'creative' and 'cultural' quarter of Gloucester, building on its strategic location between the Cathedral and the Docks, its proximity to the core retailing on the gate streets, its built heritage and historic character and its proximity to the waterfront. A viability study of creative industries for Blackfriars Priory has recently been carried out on behalf of the Gloucester Heritage Urban Regeneration Company (GHURC).
- 4.7 This section of the brief provides a short analysis of the area in urban design terms. This involves a site analysis, which is developed into a list of Key Design Principles.
- 4.8 A plan identifying the key principles and opportunities for the site is located at Appendix 2.
- 4.9 All planning applications, except for householder extensions and changes of use, are required by the City Council to be accompanied by a Design and Access Statement. It is essential that a thorough site analysis be completed prior to the development of any potential scheme ideas. The site analysis, including an analysis of the character of the area will be based in fact and used to later develop a high quality design in an informed and contextual manner.
- 4.10 In accordance with PPS1 the CABE document 'By Design', 'Manual for Streets' (DfT) and 'Car Parking: What Works Where' (English Partnerships, now Homes and Communities Agency), the City Council expects high quality, sustainable design which positively enhances the local distinctiveness of the city.

Site Analysis

- 4.11 The area has a number of strengths and weaknesses which provide positive opportunities for its redevelopment. These have been summarised in the following table.

Strengths	Weaknesses	Opportunities
Large area of brownfield land	Much of the site is vacant or underused	To develop the site in ways which encourage a vibrant mix of uses in order to maximise the use of the site
Close proximity to waterfront	Car dominated Quayside Poor linkages from city centre to Quayside	To downgrade the Quayside to create a more useable pedestrian friendly street and provide greater provision for public transport and cycling
Close proximity to Docks	Poor quality pedestrian linkages	Downgrade the Quay to improve the link between Lower Westgate and the Docks Improve the public realm in

		<p>Barbican way and Ladybellegate Street</p> <p>Encourage residential development in the area to create natural surveillance over key routes</p>
<p>Strong elements of built heritage and historic character (Ladybellegate House, Blackfriars, Bearlands, The Prison and wall, Medieval Lanes)</p>	<p>Poor setting for built heritage. Particularly Ladybellegate House (swamped by the Telephone Exchange) and Blackfriars (masked by vegetation and set in a surface car park)</p> <p>Blackfriars is underutilised and scarcely open to the public</p> <p>Medieval Street pattern has been eroded.</p>	<p>To encourage the removal of the Telephone Exchange in order to improve the setting of Ladybellegate House</p> <p>To develop the site in a way which enables the removal of the surface car park in order to create a new public square in front of Blackfriars to enhance its setting. The new square should have development on its eastern edge in order to mask the rears of the Southgate Street buildings and create activity fronting out on to the square.</p> <p>Development along the northern edge of the square is potentially appropriate but any development proposal should incorporate a physical connection through the building, linking the new square with Longsmith Street, thereby contributing to a series of legible spaces. There is also an opportunity to incorporate glazed elements into the design of the building, allowing partial views of the cathedral tower, from the new square.</p> <p>To encourage new uses for the Blackfriars Priory in order to secure its long-term future.</p> <p>To develop the site in a way which is respectful of the historic street pattern and hierarchy.</p>
<p>Views and glimpses of the Cathedral are visible both from within the site and</p>	<p>Key views of the Cathedral from Blackfriars are obscured by the</p>	<p>To develop the site in ways which enhance views of the Cathedral</p>

from wider areas.	<p>Telephone Exchange</p> <p>Key views of the Cathedral are obscured by the Shire Hall Annex from the Bypass</p>	<p>Encourage the removal of the Shire Hall Annex and the Telephone Exchange</p> <p>To ensure that new development of the site does not negatively impact on the long distance views of the Cathedral and takes into account the protected views set out in the interim adoption Heights of Buildings SPD.</p>
	<p>Area dominated by large scale 20th century architecture, which is visual unattractive and has eroded the historic grain</p>	<p>To develop the site in ways which encourage the removal of the large-scale 20th century architecture and ensure that any new development respects and enhances the historic grain and is of an appropriate scale.</p>

Key Design Principles

4.12 The above table allows for the identification of Key Design Principles, which the City Council will expect to be implemented during the redevelopment of the site. They are:

- To downgrade the Quayside to create a high quality public realm which applies shared space principles and enhances the linkages between the Docks and Lower Westgate Street.
- Any redesign of the Quay should examine the opportunity to incorporate improvements to the flood barrier, subject to further investigations by the Environment Agency in conjunction with the City Council and other interested bodies. Contributions will be sought towards the provision of mitigatory measures as appropriate.
- New development shall also allow for the provision of a new *pedestrian and cycle* route from Blackfriars to the Quay in order to improve permeability, provide views to and/or glimpses of, historic landmarks and to make more of the River frontage.
- To develop the site in ways which encourage the removal of the large-scale 20th century architecture. Any new development of the site shall respect and enhance the historic grain and appropriate consideration must be given to the potential for the presence of nationally significant elements of the historic environment.
- New development shall allow for the provision of a high quality public square to be created adjacent to Blackfriars Priory. The square shall be designed to ensure the enhancement of the setting of the Priory. New development will be permitted on the eastern side of the square. The height of such development should reflect the historic hierarchy of scale, which will result in the development being smaller than those buildings

fronting onto Southgate Street and of a subservient scale, when compared with the Priory building. Favourable consideration will also be given to new development along the northern edge of the square where the type, scale and form of development would help to create a well-defined edge to the square and provide additional vitality. The visual link from Blackfriars to the Cathedral tower should be considered during the design of the built form surrounding the square, as well as the physical link between the Priory and Cathedral.

- Any new development shall respect and enhance the existing views and glimpses of the Cathedral, as set out in the interim adoption Heights of Buildings SPD (November 2008).
- All new development will be expected to be of the highest architectural and environmental quality to support the use of sustainable construction techniques. Materials and designs should reflect and enhance the locally distinctive qualities of the city. Townscape analysis work and Design and Access Statements will be expected to be produced in advance in order to lead the design process. Evidence of site analysis work will be required as part of the submission of any planning application.

4.13 A comprehensive development proposal will be required whether an application is made for the whole site or for part of the site.

4.14 Any outline planning application will need to be supported by a masterplan document setting out the distribution and massing of building footprints, key vehicle and pedestrian routes, proposed landscaping and other relevant information.

Housing Mix

4.15 In accordance with draft Policy CA4 of the Central Area Action Plan (Retention and Provision of Family Housing within the Central Area) and in line with national planning policy concerning the creation of sustainable communities, residential development within the brief area will be expected to include a mix of dwelling types including homes that are suitable for families. Where redevelopment within the brief area involves the loss of any existing family housing through demolition or conversion, these should be replaced on a like-for-like basis.

Transport and Traffic

Vehicular Access

4.16 A mixed-use development is considered acceptable on the site. Any intensification of use of the existing vehicular accesses off Bull Lane, Barbican Road, Berkeley Street, Cross Keys Lane and Blackfriars are not considered acceptable and the primary means of vehicular access to car parking should be located off Commercial Road. A secondary means of vehicular access for servicing through the site could be provided along the Longsmith Street / Ladybellegate Street corridor. The design of the access should be in accordance with Gloucestershire County Council's Highway Requirement for Development (Issue 2) document.

4.17 Vehicular access for existing users will be retained across the southern edge of the new Square but arrangements for commercial vehicles will be the subject to further detailed discussion. These arrangements could include the

provision of a turning facility coupled with a restriction on hours of servicing to match Southgate Street

- 4.18 The Council would support the introduction of two-way working on the southern side of Kimbrose Triangle and the downgrading of the two other sides of the Triangle. This is a key objective that would help to improve linkages between the Docks and Southgate Street. The City Council is currently working in partnership with the County Council in order to bring forward an appropriate traffic and environmental improvement scheme.
- 4.19 To improve the environment of the area and enhance the attractiveness of the river setting, the carriageway of The Quay could be narrowed to 7.3m and the footway adjacent to the River Severn increased in width by a corresponding amount. A restriction on traffic movements along Severn Road could be introduced to enable the junction with The Quay / Commercial Road to be simplified, thus strengthening linkages between the river, the docks and the development site.
- 4.20 The junction of Quay Street and The Quay could also be simplified to improve the accessibility of the site by walking. The historic route of Barrack Square (which is a public right of way but not an adopted public highway), Barbican Way and Barbican Road (between Barbican Way and Bearland) could be used to provide a vehicular route through the site but some localised widening and junction improvements would be required for highway safety reasons. That part of Barbican Road between Barbican Way and Commercial Road would be suitable for downgrading to a pedestrian and cycle route (it should be noted that a national Sustrans cycle route runs along the whole length of Barbican Road.)
- 4.21 The Council would also support a restriction on vehicular movements on that part of Longsmith Street between Southgate Street and Bull Lane.

Pedestrian and Cycle Access

- 4.22 The historic highway routes through the site should be retained and utilised as pedestrian and cycle routes. Proposals that would help to reduce the speed and volume of vehicular traffic using the area will be supported in principle. The area is a zone of transition, between the city centre/cathedral and the Docks and should also serve as a link east-west between the city centre/Greyfriars and the river/The Quay. The north-south links are unattractive and after dark are perceived as unsafe. The east-west link is hindered by the difference in levels between Blackfriars and the Prison, and once on Barrack Square there is the feeling of loss of ownership.
- 4.23 The opportunity presents itself to promote improvements to the physical fabric and mental perception of the north-south routes (Barbican Road and Ladybellegate Street), as well as the creation of new east west routes, particularly between Greyfriars, Blackfriars and the Quay and the river.
- 4.24 It is important that the permeability of the site extends across the river onto the Castlemeads flood plain and nature reserve. The City Council will therefore, in consultation with the Environment Agency and British Waterways, seek the provision of a pedestrian footbridge across the river.

- 4.25 The Via Sacra runs through the area between Southgate Street and Longsmith Street, turning north along Ladybellegate Street, west along Ladybellegate Street and north into Berkeley Street leading to Westgate Street. The first section to Longsmith Street has been poorly maintained and requires relaying. It will in effect form a part of Blackfriars Square and will present the opportunity to be integrated into the design of the Square, without necessarily reflecting the existing cruciform pattern.

Car Parking

- 4.26 The vehicular parking standards set out in the Second Gloucestershire Local Transport Plan 2006 – 2011 will be used as a basis for assessing maximum provision. In respect of any residential elements, an assessment of likely car ownership levels will need to be undertaken and sufficient parking provided on site to accommodate anticipated demand. It is recommended that parking is provided on an unallocated basis to reduce the number of parking spaces required.
- 4.27 National guidance, in the form of 'Manual for Streets' and 'Car Parking: What Works Where' and others, will be taken into account when considering parking design proposals within the area.
- 4.28 A lower level of parking may be acceptable where a financial contribution is made towards the Gloucester City Car Club having regard to likely Car ownership levels. This issue should be addressed through a Transport Assessment.
- 4.29 The level of public parking within the Greater Blackfriars area will be expected to have regard to the findings of the Car Parking Strategy prepared in 2007 for GHURC. One of the objectives of this study was to broadly maintain the overall level of public car parking within the city centre, thereby catering for growth in journeys to the city centre by other modes. This will help to minimise traffic congestion and pollution in the city centre area. However, opportunities should be taken to improve the quality and accessibility of existing public car parking in the city.
- 4.30 Therefore, any proposals for new public car parking provision within the Greater Blackfriars area should replace existing capacity in the area, or be justified by guaranteed reductions in public car parking in the southern part of the City. The southern part is denoted as Greater Blackfriars, the Docks and Greyfriars
- 4.31 It is considered good land use policy to limit the amount of surface car parking within the site and the provision of a multi-storey car park accessed off Commercial Road will be encouraged.

Cycle Parking

- 4.32 The standards set out in the Second Gloucestershire Local Transport Plan 2006 – 2011 will be used as a basis for assessing cycle parking provision.

Transport Assessment

- 4.33 A Transport Assessment will be required as part of any future planning application. In order to determine the extent of any Transport Assessment

required, it will be necessary for a scoping report to be agreed with the Highway Authority.

Travel Plan

- 4.34 A Travel Plan Strategy will be required to be submitted in support of any planning application and Travel Plans submitted, agreed and implemented in accordance with the timetables contained therein.

Car Club

- 4.35 The development will be required to provide funding for the Gloucester City Car Club at a level commensurate with the provision of car parking spaces and the proposed density of development.

Opportunities for Sustainability Improvements

- 4.36 Sustainable development covers a multitude of issues. Many of these such as renewable energy or Sustainable Drainage Systems are covered elsewhere in this document.
- 4.37 Given the very urban nature of the site and the density of any proposal that is likely to come forward issues that could be addressed in fairly straightforward manner include energy use, water consumption and the use of building materials that minimises their environmental impact.

Landscape Design

- 4.38 The need to improve the Priory's setting cannot be overestimated. There is an opportunity here to create an open space in front of the Friary buildings (replacing the car park). The size and format of this square would need to be considered in the context of a progression of spaces linking between the Docks and the Cathedral/Cross.
- 4.39 Measures will be taken to improve pedestrian access on Kimbrose triangle. This is currently the subject of discussions between the City and County Councils and the GHURC.
- 4.40 Measures should also be taken to re-connect the river to the city. Ideally the road width along the quay should be reduced and pedestrians on the upper quay footway should be protected from the traffic by a raised green verge planted with a formal row of good-sized trees. The wall between the footways should be removed and replaced by a series of wide steps. This would need to be high enough to cope with the river in flood, subject to liaison with and approval from the Environment Agency. Crossing places should be provided where each of the three streets running E/W runs into the Quay.
- 4.41 Quay Street needs an attractive new built boundary.
- 4.42 The relative lack of trees within the area heightens the value of remaining trees and makes new tree planting an imperative. New tree planting should be incorporated into proposals based upon the principle of "the right tree in the right place". New tree planting must be planned from very early stage so as to avoid / resolve conflict with constraints such as below ground

archaeological interest, service and utilities installations, the framing of views etc.

- 4.43 This area hosts a number of large mature trees, and it is therefore desirable that these should be maintained wherever possible. As part of development proposals, the City Council will require tree surveys and, if necessary, further arboricultural information as per BS5837:2005 Trees In Relation To Construction. The City Council will only consider removing trees if suitable replacement planting is agreed.
- 4.44 A row of new formal trees along the Quay would help to make this a pleasant walk and seating area and would minimize the impact of the road. If a new open space is created here, trees should be part of the design.
- 4.45 The vegetation on the other side of the river should be kept natural, but fairly open, to preserve views across the nature reserve, and maintain habitat for protected species.

Community Safety

- 4.46 Levels of crime in Westgate Ward unfortunately are higher than average. Community safety is therefore a key consideration. In accordance with Policy D2 – Community Safety of the Council's Development Control Policies Development Plan Document we will expect any proposed development of this site to take fully into account the key principles of community safety.
- 4.47 Specifically this means ensuring that pedestrian and cycle routes and public spaces are overlooked and therefore subject to natural surveillance, ensuring private spaces are well defined, have restricted access and fulfil the role of 'defensible space'.
- 4.48 Lighting should be located and designed in such a way as to deter crime and reduce fear of crime. Any landscaping schemes should be designed so that they do not create opportunities for crime for example by obscuring a particular area from view or by inhibiting the effectiveness of CCTV cameras.
- 4.49 Any crime prevention measures that are included as part of a development proposal for the site should be integrated in an unobtrusive manner.
- 4.50 The City Council will seek the advice of the Police Architectural Liaison Officer in considering any development proposals for this site. Developers will be expected to contact this Officer at an early stage within the design process.
- 4.51 Residential development should be designed in accordance with the Council's adopted Supplementary Planning Document 'Designing Safer Places' (September 2008). Copies can be downloaded at www.gloucester.gov.uk/urbandesign.
- 4.52 Regard should be had to 'Safer Places: The Planning System and Crime Prevention' (copies available from www.communities.gov.uk) and 'Secured by Design' (copies available from www.securedbydesign.com).

Services and Utilities

- 4.53 It is assumed that all the necessary services and utilities are present on or near the site to enable development to proceed. Prospective developers are advised to check the adequacy and availability of utility services.
- 4.54 There is a substantial electricity substation on Commercial Road. It is known that Central Networks propose to upgrade it in the relatively near future in order to enhance supply to the area. Any proposals coming forward within this area should involve close co-ordination at an early stage.

Drainage and Flood Risk

- 4.55 For the Blackfriars site a Desk Study will be required before determining any planning application. The site will also require the submission of surface water drainage details in the form of a satisfactory Flood Risk Assessment.
- 4.56 Flood zones 2 and 3 partially cover the Prison and Quay/Quayside Wing sites. Developers are advised to contact The Environment Agency at an early stage in the design process regarding any proposal and new flood barriers. As with the Blackfriars site a Desk Study is required.
- 4.57 Based upon an appraisal of flood risk carried out on behalf of SWRDA it is understood that the EA guidelines for development of the area require that:
- There be no increase in the existing building footprint;
 - Basement parking is unlikely to be acceptable;
 - There should be no increase and preferably some betterment in surface water runoff;
 - Flood proofing measures should be applied to buildings, and
 - There must be satisfactory means of access and egress.
- 4.58 The City Council supports a sustainable approach to drainage. While on constrained sites such as this the options available are limited, there are still methods and technologies that can be applied. We will expect to see the management train methodology adopted (see CIRIA C522 & C609) and while some technologies employing conveyance mechanisms may be hard to include, techniques such as green roofs will attenuate run off and provide other significant sustainability gains for the development.
- 4.59 Developers are reminded that part H3 of the building regulations only allows discharge into a sewer as a last resort.
- 4.60 Further information on sustainable drainage systems is set out in the Council's Supplementary Planning Guidance Note 1: Sustainable Urban Drainage Systems adopted in November 2004.

Nature Conservation

- 4.61 There are no identified sites of nature conservation interest on this site or any other recognized wildlife asset. Notwithstanding this, even dense urban areas can provide useful habitats for some species. Some like gulls however are less than welcome and any new development will be expected to take into account the City Council's guide 'Gulls How to Stop Them Nesting on Your Roof'.

- 4.62 Simple measures can be taken to better the wildlife value of the site. The erection of house martin, swift and bat boxes is fairly straightforward. Sparrows once a common sight in urban areas are now in steep decline thought in part down to the loss of nesting opportunities.
- 4.63 Green roofs, either intensive or extensive have many benefits in terms of thermal performance, water management and of course biodiversity.
- 4.64 One of the key principles of PPS 9 is that development should 'aim to maintain and enhance, restore or add to biodiversity'. This stance is echoed in the Draft Development Control Policies Preferred Options Consultation document. All development therefore will be expected to benefit wildlife in some way. As part of their submission developers will be expected to show how their development increases biodiversity over and above the existing baseline value. As a minimum nest/roosting box provision will be required.

Climate Adaptation

- 4.65 As the climate warms it is predicted that winters will become wetter and summers hotter. Passive designs that provide shade in summer though allow winter sunlight will be encouraged. Design features common in more southerly countries such as shutters and brise soleils will be sought, as will structural tree planting that can provide shade in summer yet allow light percolate in the winter.
- 4.66 As well as cooling individual buildings it is known that greenery lessens the 'heat island effect' of urban areas. Research from Manchester University has shown that tree planting can reduce summer extremes of temperatures by as much as 4 degrees. Urban greenery whether tree planting, green roofs or foliage covering buildings will be sought as a means of reducing urban temperatures.

Waste Minimisation

- 4.67 In September 2006 Gloucestershire County Council adopted a Supplementary Planning Document 'Waste Minimisation in Development Projects'. Its aim is to minimize the production of waste during demolition, construction and occupation of buildings. It requires developers to submit a 'Waste Minimisation Statement' as part of their application.
- 4.68 The City Council will therefore ask for such a statement and may condition any application to ensure that commitments contained within it are met.
- 4.69 For details on what to include in the statement please see the SPD on www.gloucestershire.gov.uk by following the link to Planning and Development – Minerals and Waste Policy.

Code for Sustainable Homes

- 4.70 In April 2007 the Code for Sustainable Homes replaced Eco-Homes as the prime environmental assessment methodology for the performance of new housing in England.

- 4.71 Supplement to PPS 1 - Planning and Climate Change is clear that the environmental performance of new build is to be raised and the code is a means of achieving this. It also points out however, that when setting higher standards they should be site-specific and should have regard to the overall cost of bringing sites to market.
- 4.72 Under the old Eco-Homes process a number of developments within Gloucester have been brought forward with a grading of 'Very good' or 'Excellent' though the latter have received some form of public subsidy. It is considered therefore that for the majority of sites within the City where there are no significant clean up costs or other overarching site constraints, that a Code for Sustainable Homes rating of 3 is not unreasonable. This is equivalent to an Eco-Home standard 'Very good'.
- 4.73 For this site therefore a minimum Code for Sustainable Homes rating of 3 will be required.

Planning Obligations

- 4.74 Planning Obligations will be sought as appropriate from any applications within the area, relating to the following issues:
- On-site Renewable Energy Generation
 - Affordable Housing and Lifetime Homes
 - Contribution to the provision of a footbridge over the river
 - Contribution towards Gloucester City Car Club
 - Enhancement of the setting of the Blackfriars Friary through the provision of a public open space around Blackfriars, including improvements to the Via Sacra.
 - Improved pedestrian and cycle linkages to the Quay, Greyfriars and the Docks incorporating a network of public spaces.
 - Downgrading of the function of the Quay as a route for vehicular traffic
 - Contributions towards the creation of a riverside walk
 - Public Art

On-site renewable energy generation

- 4.75 Supplement to PPS 1 suggests 10% on site renewable energy obligation as a minimum. Policy BNE 16 of the Councils draft Development Control policies requires that residential development of 10 or more units and non-residential developments exceeding 1000m² will need at least 10% of its energy requirement coming from on or near site renewable sources or Combined Heat and Power (CHP).
- 4.76 The developer will need to show therefore that at least 10% of the developments energy requirements comes from low carbon sources.
- 4.77 For residential development, solar hot water may be the most appropriate, along with ground source heat pumps where convenient south facing roofs are not provided. For commercial development, ground source heat pumps, biomass boilers, CHP or photovoltaic cells may be more appropriate.
- 4.78 Where CHP schemes are employed to fulfil this requirement a percentage of the electricity generated will be allowed to contribute towards the 10% target.

- 4.79 Developers will need to submit an energy statement detailing energy demand, efficiency and use of renewables/CHP as part of any planning application. A section 106 agreement or planning condition will be used to secure the implementation of any agreed technology.
- 4.80 In addition Planning Obligations may be sought for educational or health requirements, subject to liaison with the appropriate bodies when the type of accommodation proposed is known.

Validation Checklist

- 4.81 The Government amended the Town and Country (General Development Procedure) Order 1995 (the GPDO) to introduce a mandatory standard application form and associated information requirements for validation of applications in 2008. Gloucester City Council has adopted this guidance to provide applicants with clear advice on what information and details are required as part of an application submission. In addition to the national statutory requirements, the City Council has also adopted a number of Local Requirements. Applicants are advised to seek officer advice at the earliest opportunity and should consult the City Council.

Further Information and Contact Details

Spatial Planning and Environment

Gloucester City Council
Herbert Warehouse
The Docks
Gloucester
GL1 2EQ

Telephone 01452 396836
Email spatialplanning@gloucester.gov.uk
Website www.gloucester.gov.uk/planning

Appendices

Listed Buildings within the Greater Blackfriars Area

- 7 Westgate Street, Grade II
- 9 Westgate Street, Grade II
- 11 Westgate Street, Grade II
- 13 Westgate Street, Grade II
- 15 Westgate Street, Grade II
- 19 Westgate Street, The Fleece Hotel (part), Grade 1
- 19a Westgate Street, The Fleece Hotel (part), Grade II
- 21 Westgate Street, The Fleece Hotel (part), Grade II
- 23 Westgate Street, The Fleece Hotel (part), Grade II
- 31 Westgate Street, Grade II
- 33 Westgate Street, Grade II*
- 39 Westgate Street, Grade II
- 41 Westgate Street, Grade II
- 43 Westgate Street, The Union (part), Grade II
- 45 Westgate Street, The Union (part), Grade II
- 47 Westgate Street, Grade II*
- 49 Westgate Street, Grade II*
- 53 Westgate Street, The Fountain Inn, Grade II
- 55 Westgate Street, Grade II
- 57 Westgate Street, Grade II
- 59 Westgate Street, Grade II*
- 61 Westgate Street, Grade II*
- 1 Berkeley Street, Grade II*
- 3 Berkeley Street, Grade II*
- 59 Longsmith Street, Bearland House, Grade II*
- 57 Longsmith Street, Bearland House, Grade II*
- 55 Longsmith Street, Bearland Lodge, Grade II*
- 20 Longsmith Street, Ladybellgate House, Grade I
- Ladybellegate Street, Blackfriars, Grade I
- Blackfriars Church, Grade I
- 17 Ladybellegate Street, Grade II*
- 15 Ladybellegate Street, Grade II*
- 13 Ladybellegate Street, Grade II*
- Ladybellegate Street, Blackfriars Wall, Grade II*
- 5 Commercial Road, Grade II
- 3 Commercial Road, Grade II
- 1 Commercial Road, Grade II
- 2 Commercial Road, Grade II
- 74 Southgate Street, Grade II
- 76 Southgate Street, Grade II
- 78 Southgate Street, Grade II
- 70 Southgate Street, The Black Swan, Grade II
- 68 Southgate Street, The Black Swan, Grade II
- 44 Southgate Street, The New County Hotel, Grade II
- 42 Southgate Street, Grade II
- 40 Southgate Street, Grade II
- 38 Southgate Street, Grade II*, Robert Raikes House
- 36 Southgate Street, Grade II*, Robert Raikes House

- 2 Longsmith Street, Grade II
- 4 Longsmith Street, Grade II
- 28 Southgate Street, Grade II
- 26 Southgate Street, Grade II
- 24 Southgate Street, Grade II
- 18 Southgate Street, Grade II
- 16 Southgate Street, Grade II
- 14 Southgate Street, Grade II
- 12 Southgate Street, Grade II
- Cross Keys Lane, Mercers' Hall, Grade II

Greater Blackfriars – Summary of History and Archaeology

The walled city of Gloucester, including the Greater Blackfriars area, has witnessed two thousand years of intense urban activity. Consequently the area retains significant remains from all periods starting with the genesis of the city in the early Roman period. In addition to numerous, extant historic buildings, the area retains a complex mix of urban domestic, military, civil, religious, industrial and commercial archaeology from the near 2000 years of the city's history. The most significant sites include the castle, the quayside area and Blackfriars' Priory.

Gloucester prison is located on the site of a Medieval Castle, which also extends below the adjacent sites of the Barbican car park and Blackfriars' Priory. This castle dates from the early twelfth century and was constructed by Walter de Pistres, son of Roger de Pistres the first constable and Sheriff of Gloucestershire. The building consisted of a central keep surrounded by heavily fortified walls of over twelve metres high and two metres thick, which in turn were surrounded by a moat.

By the mid twelfth century the castle was in the hands of the crown and continued to be used as a royal residence for Henry III up to the mid fourteenth century. After this time the building fell into disrepair with stone from the walls being plundered for local building work. By the last quarter of the fourteenth century the central keep and the main gatehouse had become the county gaol.

From the mid seventeenth century onwards these last remaining buildings of the castle began to fall into disrepair and by the middle of the eighteenth century had all but become a ruin.

The new county gaol was begun in 1787 under the instruction of George Oneispherous Paul, a leading magistrate, following the guidance of prison reformer John Howard. The 'model' gaol was brought into use at the end of July 1791 and continued as such until the Prison Act of 1877 upon which control passed from the county magistrates and it became Gloucester Prison. The building is still used for the handling referrals of all-male prisoners from the crown and magistrates courts of Gloucestershire, Herefordshire and Worcestershire.

The Quay was established as early as Roman times. It was used both as a defensible position, but also as a transportation route for men and supplies.

The first medieval quay lay to the north and west of present day Westgate Street, however when that became silted up the present quay area was developed.

Queen Elizabeth I granted Gloucester the status of a port in 1580, which marked the beginning of trade with foreign ports. Shortly afterwards a customs house was built near to the site of the eighteenth century building, built for the same purpose. (Note – The Custom House is outside the Planning Brief Area.)

The Blackfriars Friary is the most complete Dominican Friary in the country.

Urban Design Principles and Opportunities Plan

The following text should be read in conjunction with the numbered points marked on the 'Blackfriars Principles and Opportunities Plan' below.

- 1-4 With the removal of the 20th century office developments there is the potential to create a number of new development blocks. These shall be sited in ways that maximises the creation of linkages whilst respecting the historic grain of the city. Development blocks shall have active frontages, with any uses that normally create blank facades (such as multi-storey car parks) wrapped in single aspect active uses such as commercial or residential. Specifically, Block 1 should be set back from the corner of The Quay in order to replicate the building line in that area and to not impact on the protected view corridor from The Quay.
- 5 There is potential for a new development block in this location to the rear of Southgate Street. This will help to screen the rear of the existing properties, whilst creating a new edge to the Blackfriars Square. The block should contain a mix of uses in order to create an active ground floor frontage, with the potential for uses to spill out into the square.
- 6 Any development within this location will be expected to build upon the historic medieval lane network. Buildings within this area shall be of a smaller scale to the other development blocks and sited directly on the back edge of the lanes. This along with narrow street widths will help to create the feeling of a medieval network. The blocks shown are for indicative purposes only.
- 7 There are no current plans for British Telecom to relocate their Exchange building. However, should this site become available in the future, it shall be redeveloped to reduce the mass of the building to improve and enhance the setting of Ladybellegate House. Any new development of this site should also seek to enhance the views of the Cathedral from Blackfriars and reinstate the Medieval street pattern both in building scale, siting and form to Bull Lane.
- 8 Any new development shall result in the creation of a new high quality public space to the front of Blackfriars.
- 9 Any new development shall result in the creation of new linkages between Blackfriars and the Quay in order to maximise the potential for waterside development and linkages between the city centre and the surrounding natural environment. One possible route is shown on the Principles and Opportunities Plan. Alternative routes will be considered on their merits. Any new link must have regard to the historic street pattern of the area and the opportunity to provide views/glimpses of historic landmarks.
- 10 There are no current plans for the Home Office to relocate the prison complex. However, there may be opportunities for future long-term redevelopment. Any development of this site will be required to be sympathetic to the existing Listed and Scheduled elements of the complex.

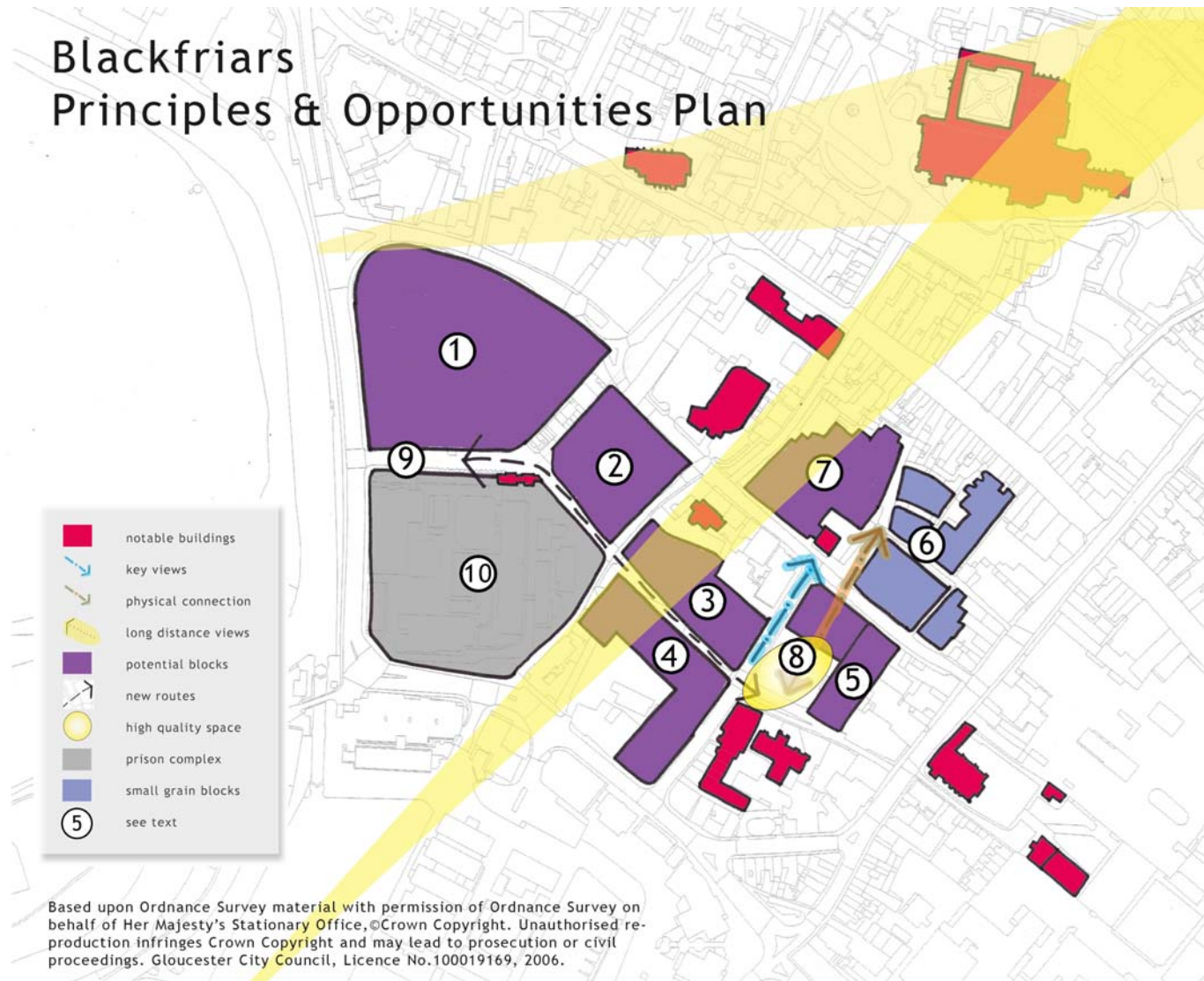
In addition to the Principles and Opportunities identified on the plan and key, the City Council will also expect the following general development principles to be adhered to:

Development on the edges of the site shall be of a design, scale and massing which respects the amenities of the occupiers of the adjacent neighbouring properties, in terms of overlooking, loss of privacy, overshadowing and overbearing impacts.

All new development will be expected to be of the highest architectural quality. Materials and design should reflect and enhance the locally distinctive qualities of the City. Townscape analysis work and Design and Access Statements will be expected to be produced in advance in order to inform the design process. These will be required as part of the submission of any planning application. The City Council will expect, in accordance with PPS1 and "By Design", high quality, sustainable design that positively enhances the local distinctiveness of the City.

Any proposed scheme for the whole site or part of the site will need to comply with the objectives of this brief and not in any way prejudice the achievement of its wider aims.

Blackfriars Principles & Opportunities Plan



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