

Gloucester City Council

Local Development Framework



Central Area Action Plan Preferred Options Consultation Paper



August 2006



GLOUCESTER
CITY COUNCIL

Sustainable Development

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1. INTRODUCTION

- 1.1 The City Council is in the process of preparing a new Local Development Framework for Gloucester. This will replace the 1983 Adopted Local Plan and the draft replacement Local Plan published in 2001. The Local Development Framework (LDF) will identify and help deliver the spatial planning strategy for Gloucester.
- 1.2 The LDF will consist of four main Development Plan Documents:
1. The Core Strategy
 2. Development Control Policies
 3. Central Area Action Plan
 4. Site Allocations and Designations (Non-Central Area)
- 1.3 The policies and proposals set out in each document will be illustrated on a Proposals Map.
- 1.4 A number of supplementary documents will also be produced. These will be topic-based such as affordable housing and open space provision and also site-specific in the form of development briefs for a number of key sites including the Railway Corridor, King's Square and the Bus Station and Greater Blackfriars.

The Central Area Action Plan

- 1.5 This document is the draft Central Area Action Plan. The extent of the 'Central Area' as we define it is shown on the plan at Appendix 1. This reflects the boundary of the Gloucester Heritage Urban Regeneration Company.
- 1.6 The purpose of an Area Action Plan is to provide the planning framework in an area where significant change or conservation is needed. In Gloucester's case, we believe an Area Action Plan is needed for the Central Area for both these reasons.
- 1.7 The draft Regional Spatial Strategy for the South West identifies Gloucester as a focus for growth in particular, regeneration-led growth in the centre of the City. This is reflected in our Core Strategy, which is based on the regeneration of brownfield land in the Central Area. Central Gloucester will therefore witness significant change over the next few years and this action plan will help to guide the process.
- 1.8 As an historic City, Gloucester has an important heritage with numerous Conservation Areas, listed buildings and areas and sites of archaeological interest. Many of these are located within the Central Area. Gloucester's historic importance is reflected in the fact that the Urban Regeneration Company for Gloucester which was set up in 2004 is a 'heritage' URC, the only one of its type in the country. Further information on the GHURC is set out in Section 2 below.

- 1.9 This action plan therefore has a dual role to play – to stimulate and guide the regeneration and renewal of Central Gloucester whilst ensuring that the City's historic fabric and character is preserved and enhanced.

How does this Area Action Plan relate to the rest of the LDF?

- 1.10 This Action Plan will be the policy 'tool' through which the main thrust of our Core Strategy and the Regional Spatial Strategy are delivered.
- 1.11 The Action Plan will also link to the other two main development plan documents. Development control policies are general policies that will be applied to all new development across the City including the Central Area.
- 1.12 The Action Plan also links to the non-central area site allocations and designations document as a number of policies extend into both areas.
- 1.13 All documents must conform to the Core Strategy.
- 1.14 It is important to remember that the LDF is also linked to a number of other strategies and programmes including the Regional Spatial Strategy for the South West, Gloucester City Council Corporate Strategy – 'Blueprint for Change', the Gloucester Community Strategy, the GHURC Regeneration Framework and the Westgate Renewal Plan.
- 1.15 We have highlighted linkages throughout this document as appropriate.

Sustainability Appraisal

- 1.16 This document has been subjected to a Sustainability Appraisal, which assesses how well the draft policies and proposals perform in environmental, economic and social terms. Copies of the Sustainability Appraisal are available to view separately.

How to Get Involved

- 1.17 In October 2005, we published an initial 'Issues and Options' paper seeking views on the development of an Area Action Plan for Central Gloucester.
- 1.18 Comments that we received at that stage have been taken into account in drawing up the 'preferred options' set out in this document. We have where relevant, indicated all of the alternatives that have been considered and the reasons why these have not been taken forward.
- 1.19 You can get involved now by providing us with your views on any aspect of this document and the accompanying sustainability appraisal. If you disagree with any of the preferred options we have identified, please let us know. Likewise if you support the options we have identified, we would welcome your comments.

- 1.20 Comments should be made in writing no later than **18th September 2006** and can either be sent by email to pdcc@gloucester.gov.uk or sent by post to:

Planning Policy Team
Sustainable Development
Herbert Warehouse
The Docks
Gloucester
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- 1.21 Copies of this draft Action Plan Document, the accompanying Sustainability Appraisal and the response forms to put your comments on are available at the City Council Offices, at all local libraries and online at www.gloucester.gov.uk

Next Steps

- 1.22 Following the close of consultation in September, the draft Area Action Plan will be further refined in light of the comments we receive and will be formally submitted to the Secretary of State for approval in March 2007.
- 1.23 At that time there will be a further six-week consultation period, and if necessary, an examination will then be held in order to consider any unresolved objections.

2. CONTEXT

What is Urban Regeneration?

- 2.1 The general collapse of the industrial and manufacturing economy in Britain has left many inner City areas blighted by unemployment, poor housing and social exclusion. Urban regeneration seeks to reverse that decline by improving the physical, economic and social structure of these areas.
- 2.2 The Government has launched numerous regeneration initiatives over the last 30 years. These originally tended to focus on the physical regeneration of inner city areas, but have more recently also focused on economic and social regeneration.
- 2.3 Whilst regeneration is about providing new and improved buildings, it is also about building communities through improved training and employment opportunities, access to services, affordable housing, health care, enhanced quality of life and so on.

The Gloucester Heritage Urban Regeneration Company

- 2.4 The Gloucester Heritage Urban Regeneration Company was established in February 2004. It is a partnership organisation funded by English Partnerships, Gloucester City Council, Gloucestershire County Council and the South West Regional Development Agency. The purpose of the GHURC is 'to bring life back to the many historic areas of Gloucester and to create a new and prosperous city for the 21st Century'.
- 2.5 In late 2004, the GHURC appointed independent consultants to prepare a Regeneration Framework and Delivery Strategy. This has been through an extensive process of public consultation.
- 2.6 This draft Action Plan has been directly informed by the recommendations of the GHURC Regeneration Framework.

Why does the Central Area need to be regenerated?

- 2.7 Like most inner city areas, Central Gloucester is in need of physical, social and economic regeneration. Although recent new development has come forward at St. Oswald's Park and the Docks, there is still a significant amount of vacant and under-used brownfield land available. This represents a wasted resource.
- 2.8 Re-using vacant and under-used sites not only brings them into more effective use, it also helps to reduce the need to build on greenfield sites within and on the edge of the City. The Central Area also suffers from a number of social and economic problems that need to be tackled.
- 2.9 These problems are discussed in detail in the next section and include high rates of unemployment, higher than average rates of crime, deprivation and poverty and low rates of home ownership.

- 2.10 Whilst this Action Plan cannot tackle all of these problems, it can have a positive impact in a number of ways for example by creating new job opportunities and ensuring that new development reduces the opportunity for crime through good design.
- 2.11 Regeneration is one of the three main priorities for investment and improvement set out in the City Council's Corporate Strategy for 2005-2008 'Blueprint for Change'.

What will be the Benefits and Outputs of Regeneration?

- 2.12 The regeneration of Central Gloucester will yield a range of positive outputs. The GHURC has identified a number of specific targets. These include:
1. 100 hectares of brownfield land reclaimed and developed
 2. Nearly 100 historic buildings repaired and re-used
 3. 3000 new homes built and 2000 new jobs created
 4. £1 billion of private sector investment levered-in
 5. 300,000 sq ft of comparison goods retail developed (i.e. non-food)
 6. 150,000 sq ft of commercial floorspace developed
 7. A new College of Further Education
 8. 4.25km of waterfront area upgraded
 9. A new mainline railway station and restored rail services
 10. The completion of Gloucester South West Bypass
- 2.13 Other more general benefits and outputs are likely to include:
- Raised City profile and improved image
 - Enhanced civic pride
 - Greater social inclusion and integration
 - Increase in tourism
 - New community facilities and services provided
 - New affordable houses created
 - Enhancements to the public realm
 - Sustainable modes of transport encouraged
- 2.14 In Section 8.0, we set out a number of draft allocations for key sites within the Central Area. Under each allocation we have tried to quantify the likely outputs in terms of jobs created, new floorspace built etc. For our other policies we have outlined the more general benefits that are likely to result.

3. THE CENTRAL AREA

3.1 The Central Area boundary is the same as that of the Gloucester Heritage Urban Regeneration Company (GHURC). The total size of the Central Area is 343 hectares or 847 acres. It is shown on the plan at Appendix 1.

3.2 The Central Area comprises four main sub-areas. These are:

1. The City Centre
2. The Western Waterfront
3. The Canal Corridor; and
4. The Railway Corridor

3.3 These sub-areas are shown on the plan attached at Appendix 2.

Physical Profile of the Central Area

3.4 First we look at the broad composition of each sub-area in land use terms.

The City Centre

3.5 The City Centre encompasses the historic heart of the City around the four main 'gate streets', Southgate St. Westgate St. Northgate St. and Eastgate Street. Unsurprisingly, the area is characterised by a wide mix of different land uses. The main uses are retailing, residential, education, offices and open space.

3.6 Key sites include:

1. Blackfriars
2. Greyfriars
3. King's Square
4. The Bus Station
5. Shire Hall
6. Gloucester Cathedral
7. Gloscat main and media sites
8. Gloucester Park
9. GL1 Leisure Centre
10. Brunswick Square
11. St. Michael's Square

3.7 Notably, the City Centre includes within it the original historic core of the City as defined by the original roman walls. This essentially comprises the area immediately around the gate streets.

3.8 In the 1960s and 70s, the implementation of a comprehensive development plan for Gloucester known as the 'Jellicoe Plan' extended the historic core of Gloucester out as far as the Inner Relief Road although this has created a number of problems which are discussed in Section 6.0.

The Western Waterfront

- 3.9 The Western Waterfront is a large, linear strip of land stretching from St. Oswald's Retail Park in the north to land south of Monk Meadow in the south. The area is characterised by a number of different land uses including retailing (food and non-food), commercial leisure, car parking, offices, residential (including sheltered accommodation) a limited number of bars and restaurants and a number of tourist and cultural attractions.
- 3.10 A new educational campus for GLOSCAT is currently under construction on land north of Llanthony Priory and is scheduled to open in 2007.
- 3.11 Outline planning permission has recently been granted for the comprehensive redevelopment of the land at Monk Meadow and Bakers Quay (together known as Gloucester Quays). The outline permission includes a new factory outlet centre (Bakers Quay) and supermarket (Monk Meadow) as well as 1,000 new homes, employment, hotel, commercial leisure and other uses. The development of this large site is fundamental to the regeneration of the Central Area.
- 3.12 Key sites in the Western Waterfront area include:
1. St. Oswald's Park
 2. Westgate Island and Quay
 3. Gloucester Prison and The Quay
 4. The Docks
 5. The new Gloscat Campus
 6. Llanthony Priory
 7. Monk Meadow
 8. Bakers Quay
- 3.13 The Western Waterfront forms an important 'edge' to the western part of the City being visible from the main entrance in from the west along Over Causeway and from the South West Bypass.
- 3.14 Unfortunately the City Centre is poorly connected to the Western Waterfront area including the Docks. There is a need to improve pedestrian permeability between the two areas.

The Canal Corridor

- 3.15 The 'Canal Corridor' is another linear tract of land, stretching from Madleaze Industrial Estate down to the area known as 'two mile bend'. This area has historically been home to Gloucester's main industrial and manufacturing uses, which have developed here due to the close proximity of the canal and the availability of good transport links to Bristol.
- 3.16 Today, whilst the canal corridor is still characterised predominantly by employment uses, a number of other uses have been introduced including recent residential development at 'Hempsted Reach' between the southwest bypass and the Gloucester/Sharpness Canal.

3.17 The Canal Corridor is an important arrival point for people coming into the City from the south. Unfortunately, the poor physical quality of the environment creates a negative perception.

3.18 Key sites located within the Canal Corridor include:

1. The British Gas (Transco) Site, Bristol Road
2. St. Gobaine/Contract Chemicals/Wellman Graham site, Bristol Road
3. Monk Meadow Trading Estate
4. Madleaze Industrial Estate; and
5. BT depot site adjacent to Hempsted Swing Bridge

The Railway Corridor

3.19 The railway corridor is another narrow tract of land stretching from London Road eastwards along Metz Way out as far as the Railway Triangle. This area of land comprises a mixture of different uses including vacant retail, employment uses including offices, a vacant children's activity centre, the railway station and commuter car park, limited residential development along Great Western Road, a social club, plus large tracts of railway sidings.

3.20 The railway corridor is another key entrance to the City for people arriving from the east along the railway line or Metz Way. Views of the Cathedral are important along this approach.

3.21 Key sites in this area include the following:

1. Former 'Kid Zone' Children's Activity Centre
2. Railway Station and Commuter Car Park
3. Former Telecom House
4. Great Western Road Rail Sidings
5. Horton Road Rail Sidings
6. The Railway Triangle (north and south of Metz Way)

Socio-Economic Profile of the Central Area

3.22 Having described the broad physical composition of the Central Area and the concentration of different land uses in certain areas, the following paragraphs briefly consider the Central Area's social and economic characteristics. Data has been obtained from the Census unless specified otherwise.

Population

- The Central Area has a resident population of approximately 5,000. This represents 4.5% of the City total.
- The average population density for Gloucester is 27 people per hectare. Within the Central Area this falls to about 14.5 people per hectare. This compares to an average of 35 people per hectare in Bristol and 25 people per hectare in Cheltenham.

Ethnicity

- The Central Area is characterised by a diverse population. The percentage of the non-white population in Westgate Ward is 10.3% compared to 7.5% for the City as a whole.

Housing

- Rates of home ownership in the Central Area are lower than average. Just 39.3% of households in Westgate Ward are owner-occupied compared to 74.7% for Gloucester as a whole, 74.3% for Gloucestershire and 73.1% for the South West.
- Conversely, the percentage of rented households in the Central Area is significantly higher than average. 60.7% of households are rented compared to 25.3% for Gloucester as a whole, 25.7% for Gloucestershire and 26.9% for the South West.
- In terms of the types of housing within the Central Area, a much greater percentage of people in the Central Area live in a flat, maisonette or apartment - 65.5% compared to 15% for Gloucester as a whole.
- Nearly a quarter of households in Westgate Ward (21.6%) are classified as being overcrowded (i.e. not enough bedrooms for the number and age of people living there). This compares to 6% for Gloucester as a whole and 4.5% for Gloucestershire and 5% for the southwest.
- There are a large number of single person households in the Central Area. In Westgate Ward, 59% of all households are occupied by single persons, compared to 30.2% for Gloucester as a whole. This helps to bring the average household size in Westgate down to 1.72 compared to 2.37 for Gloucester as a whole.

Car Ownership

- Rates of car ownership in the Central Area are much lower than the City, County and Regional averages. In Westgate Ward, 49.1% of households do not have a car/van compared to 24.2% for Gloucester and 18.7% for Gloucestershire.

Employment & Economic Activity

- The rate of economic activity in the Central Area is lower than average. The rate for Westgate Ward is 64.3% compared to 71.03% for Gloucester and 70.26% for Gloucestershire as a whole.
- The unemployment rate in Westgate is much higher at 11% compared to 4.78% for Gloucester and 3.66% for Gloucestershire. The rate of long-term unemployed is also higher.

3.23 Table 1 below sets out the broad industrial sectors in the Central Area compared to the rest of the City and elsewhere.

Table 1. Central Area Industrial Sector Profile

	South West %		Gloucestershire %		Gloucester %		Central Area%	
	Workplace	Employee	Workplace	Employee	Workplace	Employee	Workplace	Employee
Agriculture and fishing	0.9	1.2	0.8	0.3	n/a	n/a	n/a	n/a
Energy and water	0.3	0.8	0.3	0.8	n/a	n/a	n/a	n/a
Manufacturing	7.7	12.5	8.8	15.7	8.1	9.4	8.7	8.3
Construction	10.5	4.4	9.5	4	9.7	3.7	5.6	2.0
Distribution, hotels and restaurants	31.1	27.4	29.6	26	34.2	24.8	38.7	23.7
Transport and communications	4.5	4.7	4.5	4.2	4.5	5.2	3.7	2.9
Banking, finance and insurance, etc	27.7	17.3	30.3	16.7	24.3	18.7	23.8	19.3
Public administration, education & health	8.9	27.2	7.9	27.5	11.4	31.9	12.1	38.4
Other services	8.4	4.6	8.1	4.8	7.5	4.7	7.1	5.3
Total	200,615	2,152,393	24,550	257,348	3,677	63,444	2,023	28,841

Source: Nomis 2003.

3.24 This data indicates that:

- There are 2,023 business in and around the Central Area (55% of the City total)
- There are slightly more manufacturing business in the Central Area than the City average, although these manufacturing businesses are smaller than average
- There are fewer construction businesses in the Central Area than average. As in other locations, construction businesses are smaller than the average for all types of business
- Distribution, hotels and restaurants (which includes retail) is a defining feature of the Central Area and unsurprising given the inclusion of the City Centre
- There are fewer than average transport and communications business in the Central Area
- Although banking, finance and insurance make up almost a quarter of the workplaces in the Central Area, this is less than the city and other averages. As in other locations, this type of business is smaller than the average for all types of business
- Public administration, education and health workplaces are more important in the Central Area than average.

Health

- The Central Area has a higher than average percentage of people who describe themselves as having a limiting long-term illness - 23.7% for Westgate Ward compared to 16.9% for Gloucester and 16.1% for Gloucestershire.
- Those who consider their health to be 'not good' is higher at 13.9% for Westgate compared to 8.6% for Gloucester and 7.6% for Gloucestershire.

Deprivation & Poverty

- 3.25 The terms poverty and deprivation are closely related. Measures of poverty tend to focus on the level of financial resources available to a household, such as income, whilst deprivation tends to focus on the standard of living which an individual can obtain with those resources, for example diet and clothing.
- 3.26 The Government has established an Index of Multiple Deprivation based on health and disability, employment, income, education skills and training, living environment and barriers to housing and services.
- There are 8,414 wards in England and 146 wards in Gloucestershire. Westgate ward is the second most deprived ward in Gloucestershire and is ranked nationally at 718.
 - In terms of poverty, Westgate Ward ranks second in the County in terms of fuel poverty. A household is in fuel poverty if it cannot afford to keep its home warm. 32% of households in Westgate Ward are classified as being in fuel poverty.

Crime

- Rates of crime in Westgate are higher than the City and County averages. For domestic burglaries, the rate in 2003-2004 for Westgate was nearly double the City average and nearly three times the County average. Thefts of motor vehicles were also much higher than the City and County averages. (source: MAIDeN project).
- Particularly pronounced however were thefts from vehicles and violent crimes both of which were significantly higher than the City and County averages during 2003/4 (source: MAIDeN project).

Education

- In terms of education and qualifications, Westgate ward is generally comparable to the rest of Gloucester but rates of achievement are lower than the County average (source: MAIDeN project).
- In 2004 however, the percentage of children achieving low scores for key stage 1, 2 and 3 tests was higher than both the City and County averages (source: MAIDeN project).

4. STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS (SWOT)

- 4.1 The preceding sections have set out a baseline appraisal of the Central Area looking at the physical, social and economic characteristics of the area.
- 4.2 In this section, we build on this and undertake a SWOT analysis, looking at the strengths of the Central Area, its weaknesses, opportunities to build on strengths and address weaknesses, and finally any threats to the delivery of successful regeneration. Some of the issues discussed have also been informed by the GHURC Regeneration Framework document.

Strengths

- 4.3 The strengths of the Central Area are numerous and include the following:
1. There are significant amounts of vacant and under-used land available for redevelopment
 2. Regeneration is being supported and driven forward by the Gloucester Heritage Urban Regeneration Company
 3. The City has a strong heritage
 4. There is strong forecast growth for some sectors of the economy
 5. The area has a very diverse population
 6. Ongoing and recently completed regeneration schemes demonstrate private sector commitment to the City
 7. It provides a range of recreational and cultural activities and attractions and is attractive to tourists
 8. There are a large number of buildings of historic significance
 9. The City Centre is compact and easily traversed on foot
 10. There are good transport links into the Centre by bus, rail and road
 11. The Gloucester Sharpness Canal and River Severn are attractive, valuable assets providing a unique environment
 12. Air quality is generally good
 13. The Canal and Docks buildings have a tight and strong urban form with high density and a distinctive urban character
 14. The Central Area includes several important 'gateways' into the City from the south, east and west
 15. Older, established residential areas help contribute towards community cohesion and interaction
 16. The presence of Gloucestershire College of Art and Technology (GLOSCAT)

Weaknesses

4.4 Weaknesses associated with the Central Area include:

1. Historic buildings are underused
2. The inner relief road creates a barrier to pedestrian movement
3. Gloucester is underperforming as a retail destination
4. Limited City Centre office market
5. Limited access to key landmarks and visitor destinations
6. Underdeveloped 'backlands' between the historic walls of the City and the inner relief road (a legacy of the comprehensive 1960s Jellicoe Plan)
7. Existing gateways into the City are of poor quality, do not create legibility and contribute towards a poor image
8. Lower than average rate of economic activity
9. The quality of the public realm is poor and in the historic core does not provide a suitable setting for the historic buildings
10. Deficiency of cultural facilities
11. Higher than average unemployment
12. Lower than average rates of home ownership
13. Imbalance of house types (higher than average proportion of households living in a flat, maisonette or apartment)
14. Household overcrowding
15. Poorer than average health of residents
16. Deprivation and poverty
17. Rates of crime in Westgate Ward are higher than average for the City
18. Limited evening economy (i.e. activity taking place after 6pm)
19. Poor pedestrian and cycle linkages between important areas and attractions including the City Centre and the Docks and the bus and railway stations
20. The western part of the Central Area is located in the River Severn floodplain thus reducing development opportunities
21. There is a lack of high quality hotel accommodation in the City Centre

Opportunities

4.5 The preparation of this Action Plan provides the opportunity to build on the strengths outlined above and to also try and address the weaknesses.

4.6 Some of the main opportunities are as follows:

1. To reinforce the commercial leisure offer of the historic parts of the City Centre
2. To bring into use vacant, brownfield land
3. To reverse the flaws of the 'Jellicoe Plan' (refer Section 6.0)
4. To improve Gloucester's performance as a retail and tourist destination
5. To improve access to key landmarks and potential visitor destinations
6. To create a vibrant City Centre office market
7. To promote the development of 'creative industries'
8. Promote the use of upper floors for residential purposes
9. To re-use vacant housing stock

10. To re-use historic buildings and make them a focus for activity as part of new development
11. To create a high quality pedestrian environment linking a series of 'distinct' spaces
12. To improve the quality of the public realm
13. To enhance the setting of the Cathedral and to maintain and enhance its role as a focus for the City
14. To better link the historic City Centre to the waterfront
15. To change the perception of City Centre living in Gloucester
16. To deliver a high quality public space at King's Square
17. To make better use of the water and waterfront
18. To increase walking, cycling and public transport
19. To increase the employment opportunities available to local people
20. To re-establish the City Centre within the line of the historic walls
21. To strengthen the commercial, historic and pedestrian role of The Cross and the Gate Streets
22. Emphasize the special character of the historic City Centre
23. Improve pedestrian crossing facilities in appropriate locations along the inner relief road
24. To rationalize car parking in the City Centre by providing new parking facilities in edge of centre locations
25. To reinstate the fine grain network of streets and lanes within and to the City Centre dating from the Roman and Medieval periods but eroded in many places by car parks and cul-de-sacs
26. Improve the main approaches and gateways into the City
27. To build on the historic, cultural and sporting assets of the City
28. To attract additional inward and indigenous investment
29. To improve perceptions of the City and to increase the pride and confidence of residents and businesses
30. To encourage high quality design which not only improves the profile of the City but also reduces opportunities for crime
31. The development of a new parkway station at Elmbridge with integrated high frequency bus route into Gloucester will improve accessibility
32. Potentially exceptional views, in particular to the Cathedral and open countryside including Robinswood Hill

Threats

- 4.7 There are however a number of factors that have the potential to harm the implementation of the objectives, policies and proposals set out in this draft Action Plan. These are set out below.
1. Large-scale urban extensions to Gloucester could hamper the regeneration of the Central Area if not phased properly,
 2. Competition from other centres including Cheltenham, Bristol, Swindon,
 3. Contamination of some brownfield sites,
 4. The potential for an imbalance of housing over employment opportunities,
 5. The necessary level of commercial and private sector investment might not occur,
 6. Land owners might not agree to sell their land or enter into partnerships,
 7. Existing inappropriate land and building users might be reluctant to relocate, or alternative sites may not be available
 8. An unreasonable burden may be placed on existing services and infrastructure as a result of new development
 9. Potential increases in car use and traffic congestion
 10. Competing retail and commercial leisure schemes in out of centre locations may affect City Centre schemes coming forward.
 11. Competition from out of centre business parks harming the prospects of a vibrant City Centre office market.
- 4.8 We need to ensure through this Action Plan and the rest of the LDF that these potential threats are avoided as far as is feasible.

5. THE VISION

5.1 Our vision for the Central Area is described below.

Housing and Community

5.2 The regeneration of the Central Area will bring more people and housing into the area and will change perceptions about City Centre living, building on the success of recent development in the Docks. A mix of house types and tenures including affordable housing will be provided. The upper floors of commercial buildings will be used where vacant, for new residential uses in order to create activity throughout the day and evening. Vacant homes will be re-used.

5.3 New housing will be supported by new and enhanced social and community facilities in order to meet the needs of residents and reduce the impact of new development on existing infrastructure.

Employment

5.4 The regeneration of the Central Area will act as a stimulus to inward and indigenous investment and will provide additional job opportunities for those most in need including local people. An employment brokerage scheme will be set up in order to better link local people with learning and employment opportunities. A vibrant City Centre office market will be created in order to compliment the success of business park developments on the edge of the City. Priority employment needs will be met including the provision of flexible, managed workspace suitable for small and new companies within the Canal Corridor and Railway Triangle. The potential impact of redevelopment on existing employers will be carefully managed. The employment focus of the canal corridor and railway corridor will be retained.

Retail

5.5 The regeneration of the Central Area will bolster Gloucester's profile as a first class retail destination. The focus for new retail floorspace will be King's Square and the Bus Station. Smaller-scale specialist retail development in the Blackfriars area will play a complimentary role. Links between the City Centre and the Docks and Gloucester Quays will be enhanced.

Tourism, Leisure and Culture

5.6 The regeneration of the Central Area will provide new and improved visitor attractions and accommodation and high-quality leisure and recreation facilities. New hotel provision will increase the number of overnight visitors to Gloucester and will be attractive to business. Improved linkages between key sites and attractions will improve access and legibility. New cultural facilities will compliment existing ones. The potential relocation of the County Council into new offices near the Quay provides the opportunity for a new theatre in the City Centre. Blackfriars will be the focus for new tourist, leisure and cultural facilities.

Movement

- 5.7 The regeneration of the Central Area will positively promote the use of sustainable modes of transport including walking, cycling, public transport and other alternative modes of travel to the car. Car parking within the Central Area will be rationalised with new car parks provided on the edge of the central area in appropriate strategic locations in order to reduce congestion in the centre. Pedestrian and cycle links and facilities will be enhanced with greater priority given to the pedestrian and cyclist. The provision of a new bus station will provide a first class public transport interchange with improved linkages with the railway station. The role of the gate streets as pedestrian routes will be enhanced. Existing barriers to pedestrian movement e.g. the Inner Relief Road will be improved for pedestrians wherever possible and appropriate.

Heritage

- 5.8 The regeneration of the Central Area will reflect and capitalise on Gloucester's important heritage. Historic buildings will be re-used and where appropriate, will form the focus of redevelopment proposals e.g. Blackfriars, Greyfriars. The role of the Gate streets historically and commercially, will be reinforced. The historic roman/medieval core of the City will be fully emphasised. Views of the cathedral and its setting will be preserved and enhanced. Above ground interpretation of historic/architectural remains will play an important role in educational, cultural and tourism terms. The quality of the public realm will be enhanced particularly in the historic core in order to provide an appropriate setting for the historic buildings and to encourage pedestrian movement around the key historic attractions.

Perception

- 5.9 The regeneration of the Central Area will raise the profile of Gloucester and improve the perception of the City to both residents and visitors alike. Central Gloucester will be a sustainable community where people want to live and work.

6.0 THE STRATEGY

- 6.1 The following strategy for the Central Area reflects the vision outlined above. It consists of a number of separate objectives and should be read in conjunction with the draft policies set out in Sections 7.0, 8.0 and 9.0 which are designed to deliver the objectives in practical terms.

Strategic Objective 1

To increase the range and quality of employment opportunities available to local people

Why?

- 6.2 The Central Area suffers from higher than average levels of unemployment. The rate of economic activity is lower than average. This is despite the fact that a significant proportion of City's employment opportunities are located within the Central Area. There is a need to better match the job opportunities available with the resident population.
- 6.3 The regeneration of the Central Area provides the opportunity to create new short and long-term employment opportunities for the benefit of local people. This will also reduce the need to travel unnecessarily by car to reach other locations.

How?

- 6.4 The regeneration of key sites such as Blackfriars, King's Square and the Bus Station and Greyfriars will create new job opportunities in the short term through construction and in the longer-term through the development of new offices, shops, hotels, bars and restaurants and so on.
- 6.5 We will also introduce an employment 'brokerage' scheme, the aim being to match local residents successfully to the employment opportunities that arise from regeneration, providing appropriate advice, guidance and skills development. Financial contributions will be sought as and when appropriate from new development towards the establishment and ongoing operation of the scheme. This is discussed in Section 7.0.
- 6.6 Retaining the employment led focus of the 'Canal Corridor' area (refer Section 8.0) will ensure that job opportunities are available in this area of low car ownership so that people are able to walk and cycle to work without having to rely on owning a car.
- 6.7 The introduction of mixed-use development in appropriate locations will mean more efficient use being made of land within the canal corridor area and the possibility of additional job opportunities being created.

- 6.8 The allocation of the British Gas site and Railway Triangle (refer Section 8.0) for employment use will ensure that existing employers displaced as a result of new development elsewhere in the Central Area, are able to remain in the area through relocation.

Strategic Objective 2

To promote the sustainability of the transport system

Why?

- 6.9 We know that as more and more new development takes place within the Central Area, the number of trips being made by car in and out of Gloucester will increase.
- 6.10 Whilst the completion of the south west bypass including the bridge link to the inner relief road will help to reduce congestion in the City Centre, there is a need to promote the use of non-car modes of transport such as walking, cycling, bus and rail in order to limit the impact on the environment.
- 6.11 The importance of reducing travel by car is recognised as an overall objective within the Council's Core Strategy and is particularly important in the Central Area where most new development will take place over the next 15-20 years.
- 6.12 There is a need however to strike a balance between reducing car use and maintaining the commercial attraction and viability of the City Centre.

How?

- 6.13 The overall level of public parking within the Central Area (approximately 3,000 spaces) will be maintained. New development such as Blackfriars, Greyfriars and King's Square and the Bus Station, will be required to provide parking to meet their own operational requirements.
- 6.14 The increase in trips that is likely to result from new development will be accommodated by more sustainable modes of transport including walking, cycling and public transport.
- 6.15 We will encourage the provision of strategic car parks at appropriate locations along the Inner Relief Road. This will reduce the need for people to drive right into the City Centre in order to reach their destination effectively allowing them to 'park and walk'.
- 6.16 The creation of new car parks in strategic locations will also enable car parking within the City Centre to be rationalised. Surface level car parking in particular, represents a highly inefficient use of land and the creation of strategic fringe car parking will enable more central sites to be redeveloped for other uses.

- 6.17 Walking and cycling will be encouraged through the provision of new and improved pedestrian and cycle links including a new riverside at Westgate Quay and a new canal-side walkway along the eastern bank of the Canal in the Canal Corridor area.
- 6.18 Improved pedestrian and cycle linkages will not only encourage a reduction in car use, but will also improve the links and movement of people between key sites and attractions for example, the links between the waterfront and the main Primary Shopping Area which at present are poor and not conducive to movement between the two areas.
- 6.19 Improvements to the quality of the public realm will not only improve the setting of historic buildings but also make the streets within the historic core of the City in particular, more pedestrian friendly.
- 6.20 The development of a modern new bus station (refer Section 8.0) will increase the attraction of the bus as an alternative mode of travel. Improved links between the new bus station and the railway station will create an effective transport interchange and will improve the perception of people arriving in Gloucester by train.
- 6.21 The provision of bus priority measures in appropriate locations such as Bristol Road will reduce bus journey times and thus make it a more attractive form of transport.
- 6.22 The recent introduction of real time traffic information on key entrances into the City prevents people having to drive round unnecessarily to find a parking space on the occasions when they have travelled to Gloucester by car.

Strategic Objective 3

To reverse the flaws of the 1960s comprehensive development plan for Gloucester known as the 'Jellicoe Plan'

Why?

- 6.23 The Jellicoe Plan was a comprehensive development plan for Gloucester published in 1961 and implemented in the period 1961 – 1981. The plan had a number of specific objectives:
- Extending the core of the City to the ring road (inner relief road)
 - Making better use of the underdeveloped 'backlands' located between the historic core and the ring road
 - To zone the City into a number of distinct 'quarters'
 - To prevent through traffic from entering the City Core and to provide car parks accessible from the ring road
 - To give priority to pedestrians within the main city 'zones'
 - To use historic buildings; and

- To create a new entrance to the Cathedral precinct and a new view from King's Square.
- 6.24 Whilst a number of these objectives are supported (pedestrian priority, use of historic buildings) the Jellicoe Plan had a number of flaws that have had a detrimental effect on Gloucester and need to be addressed.
- 6.25 The 'zoning' of the City for example created one-dimensional city quarters and discouraged movement between zones. Because residential development in the City Centre was not encouraged, the lack of residential areas contributes to a lack of vitality particularly in the evenings.
- 6.26 Extending the core of the City to the ring road also deprived the City of its compact, unified historic character and of the sense of 'entry' through gates. The plan was also too comprehensive for the City, which has derived much of its character from gradual development.
- 6.27 The flaws outlined above were compounded by poor quality architecture, poor execution of improvements to the public realm and lack of co-ordination between the ring road and the parking.

How?

- 6.28 We will look to reverse the flaws of the Jellicoe Plan in a number of ways.
- 6.29 We will for example phase out the 'zoning' element of the plan and introduce residential and mixed-uses in appropriate locations in order to overcome the long-term under use of the 'backlands' areas between the historic core and the ring road.
- 6.30 We will emphasise the role and location of the historic core through improvements to the quality of the public realm. New development within the core will generally be high-density in order to give it a distinct city centre character.
- 6.31 Improvements to key gateways such as the King's Square and Bus Station area will emphasise the sense of arrival within the historic core.
- 6.32 The level of car parking in the Central Area will be retained although will be rationalised wherever possible for example through the provision of new edge of centre parking in strategic locations.
- 6.33 We will also look to improve permeability and movement between different areas through enhanced and new links for pedestrians and cyclists.
- 6.34 High-quality design will be sought from all new development in order to offset the impact of poor quality architecture introduced under the Jellicoe plan.

Strategic Objective 4

To emphasise the special character of the historic City Centre

Why?

- 6.35 Gloucester's heritage is one of its main assets. However, apart from the Cathedral and the Docks, most of this heritage is under-celebrated. The absence of clear 'gateways' into the main gate streets means that there is no sense of arrival for people as they enter the historic core of the City.
- 6.36 Enhancing the historic character of the City Centre will have positive benefits in terms of attracting tourists and increasing commercial investment.

How?

- 6.37 We will actively encourage the repair and re-use of historic buildings. Key buildings will include Blackfriars, Greyfriars, St. Michael's Tower, the Fleece Hotel, Llanthony Priory and Tanners Hall.
- 6.38 Where appropriate, we will make historic buildings the focus of new development. A good example of this is the Blackfriars proposal, which is a mixed-use scheme centred around the re-use of the Priory and the provision of a new public space to the north which will enhance the setting of the Priory (refer Section 8.0)
- 6.39 We will also seek to more fully define the historic core of the City and to give a distinct City Centre 'identity' to new development taking place within the core.
- 6.40 Key gateways into the core will be enhanced for example through new development at Blackfriars, the Bus Station/King's Square and Westgate Quay/Island.
- 6.41 Improvements to the quality of the public realm will improve the setting of important historic buildings.

Strategic Objective 5

To put Gloucester 'on the map' as a shopping and tourist destination

Why?

- 6.42 Evidence suggests that Gloucester is under-performing as a destination for shoppers and tourists. Although Gloucester is attractive to shoppers because of its 'compact' nature, competition from other locations such as Cheltenham, Swindon and Bristol (including Cribbs Causeway) means that a significant amount of expenditure is being lost from Gloucester's catchment. This expenditure if retained would support the provision of new floorspace which in turn would create additional job opportunities.
- 6.43 In terms of tourism, Gloucester is attractive as a day-trip destination, receiving about 2.4 million day-visits each year. Key attractions include the Docks and the Cathedral.
- 6.44 However, the number of overnight visitors is just 914,000 per year reflecting the lack of evening activity, the availability of cultural and leisure facilities and the absence of a quality 4* hotel in the City Centre.

How?

- 6.45 The provision of major new retail development in the King's Square and Bus Station area will attract new retailers into the City and will increase the attraction of Gloucester to shoppers. This will help it retain expenditure currently being lost to other places.
- 6.46 The provision of specialist retail in the Blackfriars area will provide a unique offer that will help Gloucester compete more effectively as a retail destination with other towns and cities such as Cheltenham and Bristol.
- 6.47 Improved pedestrian linkages and improvements to the quality of the public realm will further increase the attractiveness of the City to shoppers.
- 6.48 In terms of tourism, the provision of a new 4* hotel at Blackfriars (the preferred location) will significantly increase the appeal of Gloucester to tourists. The provision of conference facilities will also be attractive to business.
- 6.49 We will encourage the re-use of historic buildings such as the Blackfriars Priory. Improvements will be made to the setting of key features and buildings/structures of historic importance such as the Greyfriars monument.
- 6.50 The provision of additional visitor facilities on land adjacent to the Dry Docks will further increase the visitor appeal of the Docks. Improved links between the Docks and the gate streets will ensure movement between the two areas.

Strategic Objective 6

To reduce levels of deprivation and poverty

Why?

- 6.51 Levels of deprivation and poverty within the Central Area are higher than average both for the City and County. We need to address this imbalance.

How?

- 6.52 Clearly this draft Action Plan and the LDF as a whole, have an important part to play in tackling poverty and deprivation. Whilst we cannot hope to eliminate poverty and deprivation completely we can help to reduce it by ensuring that:
1. Employment opportunities for local people are available
 2. Affordable housing is provided
 3. People are able to access essential services
 4. Opportunities for crime are kept to a minimum
 5. Traffic congestion is reduced
 6. People can access open space and recreational facilities in order to engage in healthy activities

Strategic Objective 7

To make better use of the water and the waterfront

Why?

- 6.53 Gloucester's waterways are one of the City's major assets. Other places such as Bristol and Birmingham have in recent years, fully capitalised on their own waterways to develop high quality residential and commercial development.
- 6.54 Although some use has been made of Gloucester's waterways, for example recent residential development in the Docks, much more can be made of them.

How?

- 6.55 Better use will be made of the water and waterfront in a number of ways.
- 6.56 Improved pedestrian linkages will improve pedestrian accessibility between the riverside and the Docks and the gate streets. Downgrading of The Quay to vehicular traffic will facilitate pedestrian movement. The provision of a new riverside walkway at Westgate Quay will provide a more active frontage to the river and the creation of a new pedestrian bridge will allow access to Castlemeads and Alney Island.

- 6.57 The re-development of the canal corridor area will incorporate the provision of a new pedestrian walkway along the eastern bank of the canal with improved pedestrian linkages created between Bristol Road and the Canal.
- 6.58 The long-term re-development of the County Council office complex along The Quay (refer Section 8.0) will provide the opportunity for the provision of active uses along the river frontage including bars and restaurants.

Strategic Objective 8

To safeguard the Cathedral

Why?

- 6.59 The Cathedral is one of Gloucester's main assets and a major draw to tourists. The protection and enhancement of its role is one of the key objectives identified by the GHURC in their regeneration framework.

How?

- 6.60 We will ensure that new development has regard to the importance of the Cathedral. In particular, we will ensure that new development does not harm important views of the Cathedral both from within the City Centre and when viewed from distance.

Strategic Objective 9

To raise perceptions in respect of City Centre living

Why?

- 6.61 As described previously, the population density of the Central Area is low. The lack of resident population particularly in and around the commercial core contributes to a lack of vitality and absence of activity in the evening, particularly during the week.
- 6.62 Unfortunately, the 1961 'Jellicoe' Plan did not actively encourage residential development to take place within the City Centre. Although recent residential development has taken place on a reasonable scale within the Docks, with the exception of a number of smaller developments, there have been few large residential schemes in and around the City Centre.

- 6.63 The re-population of the City Centre is key to the successful regeneration of Gloucester. By providing a critical mass of resident population, this will help to support commercial activity and will enhance the vitality and viability of the centre. For example, support for new bars and restaurants, cultural and leisure facilities.

How?

- 6.64 New residential development at Blackfriars and Greyfriars (see Section 8.0) will lead to the creation of around 700 new dwellings within the City Centre. The Gloucester Quays mixed-use development proposal will yield a further 1,000 new homes. High-quality schemes will be sought and this will help to raise perceptions of City Centre living.
- 6.65 In appropriate locations including Greyfriars, a mix of dwelling types will be sought so that the Central Area becomes more attractive to families.
- 6.66 The conversion of vacant floors above commercial premises will be actively supported and encouraged.

Strategic Objective 10

To work in partnership with landowners in order to ensure that development sites in multiple ownerships are able to come forward and that existing commercial occupants are treated fairly where relocation is necessary for new development.

Why?

- 6.67 The Central Area is not a blank canvas and does not consist entirely of vacant and derelict land. There are countless existing occupants and active uses including housing, employment, retail, recreation, community facilities and so on. It is important to ensure that existing uses aren't unreasonably displaced as a result of new development coming forward.
- 6.68 Problems of land assembly can prevent development schemes coming forward if one or more landowners are unwilling to release their site or cannot agree with neighbouring landowners on an appropriate development scheme.

How?

- 6.69 In order to ensure that development is not hampered in this way, the City Council will liaise and work in partnership with landowners in order to achieve a satisfactory solution. The Council's Powers of Compulsory Purchase will be used where appropriate although this will normally be a last resort.
- 6.70 We recognise that older, established sites have an important role to play and will seek to balance the need for new development against the loss of any existing use. Where appropriate, we will seek to ensure that replacement provision of alternative premises is made in a suitable, accessible location.

Strategic Objective 11

Completion of the Inner Relief Road

Why?

- 6.71 The completion of the Inner Relief Road and its connection to the South West Bypass through the St. Anne's Way Bridge Link is strategically important to the regeneration of the Central Area opening up the possibility of improved linkages between the Western Waterfront and the Primary Shopping Area by reducing the amount of traffic entering the City Centre.
- 6.72 The Council will therefore seek the completion of this link as soon as possible.

How?

- 6.73 Land will be safeguarded for the purposes of completing the inner relief road and bridge link.

7. POLICY DESIGNATIONS

7.1 We have developed a number of 'area-specific' policy designations that will be used to guide development in certain parts of the Central Area. These policies will help to deliver the vision and strategy outlined above.

City Centre Boundary

7.2 We have identified a City Centre boundary. This is shown on the Proposals Map. In accordance with Government Policy we will expect the following uses to be located within this boundary:

1. Leisure, entertainment and intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls)
2. Offices
3. Arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities)

7.3 If no sites are available within the City Centre, proposals for the types of use listed above should be located within 300 metres of the edge of the City Centre Boundary (defined as edge of centre). Only in exceptional circumstances, will permission be granted for these types of development in 'out of centre' locations i.e. more than 300 metres from the edge of the City Centre boundary as defined on the Proposals Map.

Policy CA1 – City Centre Boundary

The boundary of the City Centre is shown on the Proposals Map.

We will expect the following uses to be located within the City Centre boundary:

- **Leisure, entertainment and intensive sport and recreation uses**
- **Offices**
- **Arts, culture and tourist uses**

Reason/Justification for Policy

7.4 The uses listed in the policy above tend to be major generators of travel. For this reason, Government policy requires them as far as possible, to be located in town or city centres where opportunities for walking, cycling and public transport are readily available.

7.5 The delineation of a City Centre boundary is recommended in the Government's Planning Policy Statement 6 - Planning for Town Centres. Focusing these types of use into the City Centre boundary will help to create a vital and vibrant City Centre. The policy will also help to ensure that new job opportunities are created within the Central Area where unemployment rates are higher than average.

Alternative Options Considered

- 7.6 At the Issues and Options stage, we invited views on the designation of a City Centre boundary. The options were therefore either to have a City Centre boundary or to not have a boundary. No alternative options were put forward although views on the extent of the proposed boundary were invited.
- 7.7 In response, we received overall support for the delineation of the boundary as proposed and this is reflected in our preferred option.

Primary Shopping Area

- 7.8 Within the City Centre boundary we have defined a Primary Shopping Area (PSA). This consists of Primary Frontages, which is where most shops are concentrated, and Secondary Frontages where there are a more diverse mix of uses. The PSA is shown on the Proposals Map.
- 7.9 The Primary Shopping Area boundary will be the focus for new retail development in Gloucester. Within the PSA, the focus for planned new retail development will be King's Square and the Bus Station. New retail development that is located outside the Primary Shopping Area will only be permitted in exceptional circumstances. Draft Policy S1 – 'New Retail Development' as set out in the Development Control Policies DPD will apply.
- 7.10 New retail development within the Primary Shopping Area will be permitted, provided it is of an appropriate scale.

Policy CA2 – Primary Shopping Area

The boundary of the Primary Shopping Area including Primary and Secondary Frontages is shown on the Proposals Map.

The Primary Shopping Area will be the focus for new retail development in Gloucester.

- 7.11 The proportion of non-retail uses within the Primary Shopping Area will be carefully controlled so as to not undermine the function of the area as a shopping destination. Relevant policies are set out in the Development Control Policies DPD.

Reason/Justification for Policy

- 7.12 Gloucester has fallen behind in the sub-regional shopping hierarchy in recent years. To reverse this decline, we need to revitalise the Primary Shopping Area. This means encouraging new retail development to be located within the PSA and carefully controlling new retail development outside the PSA so that it does not compete unreasonably.

Alternative Options Considered

- 7.13 At the Issues and Options stage, two options were put forward, either to retain the PSA as currently drawn in the draft Local Plan (2001) or to expand it to include a wider area.
- 7.14 In response we received overall support for an extension of the PSA. Retaining the PSA as previously drawn would not reflect the extent of Primary and Secondary Shopping Frontages in the City Centre and would therefore be contrary to Government policy.

Protected Residential Areas

- 7.15 Within the defined City Centre boundary, we have identified several areas of existing housing that will be protected from redevelopment to other uses. These 'Protected Residential Areas' are shown on the Proposals Map.

Policy CA3 – Protected Residential Areas

Within the protected residential areas shown on the Proposals Map and in all other areas of the Central Area outside the Inner Relief Road, the conversion to non-residential use of any residential property capable of continued residential use will not be permitted unless:

- 1. The proposed conversion is to a use or facility of particular value to the local community, and**
- 2. Suitable alternative premises within or adjacent to an established centre are not available.**

Within the Protected Residential Areas, the conversion or redevelopment of non-residential premises will not be permitted unless the proposal is for residential use or a mixed-use scheme with upper floors in residential use.

Reason/Justification for Policy

- 7.16 Protecting these existing areas of established residential development from other forms of development will help to retain the character of these areas and will also help to reduce the need for new houses to be built. These established areas also provide a good balanced mix of accommodation in terms of house types. The provision of housing suitable for families in the Central Area is an issue that has been raised consistently through the earlier Issues and Options consultation.

Alternative Options Considered

- 7.17 This issue was not considered at the Issues and Options stage. Your views are welcome.

Retention and Provision of Family Housing Within the Central Area

- 7.18 In the interests of creating sustainable and balanced communities it is important that we ensure that a good mix of dwelling types is available. This means in appropriate cases, protecting existing family accommodation and ensuring that wherever possible new residential schemes coming forward provide a mix of dwelling types including those suitable for occupation by families. This will help to ensure that the housing needs of all sectors of the population are met as far as possible.

Policy CA4 – Retention and Provision of Family Housing Within the Central Area

Within the Central Area the conversion of existing dwellings to flats will only be permitted where the dwelling has 5 or more existing bedrooms.

Proposals to redevelop existing residential dwellings or groups of dwellings shall replace, like for like, any family housing lost through demolition or conversion.

Large development schemes within the Central Area providing more than 10 dwellings shall provide family housing as part of the overall mix of residential units.

Reason/Justification for Policy

- 7.19 The mix of residential properties in the Central Area has been affected over the years by the conversion of dwellings to flats. The balance of housing will be further skewed by the provision of predominantly flats and apartments in the major new developments planned for the Central Area. While the falling size of households is acknowledged, it is considered that, for a sustainable community to be maintained, the remaining stock of family dwellings within the Central Area should be safeguarded. This policy seeks to address this trend and to ensure a supply of family dwellings remain available for those who choose to live within the Central Area.
- 7.20 The policy also seeks to ensure that large new schemes within the Central Area providing residential units include family accommodation as part of the overall mix of the scheme wherever this is appropriate. This will ensure an increase in the supply of units available within the Central Area.

Alternative Options Considered

- 7.21 At the Issues and Options stage in October 2005, we asked what type and mix of housing we should be providing in the Central Area. In response, we received significant support for the provision and retention of family accommodation, with concerns expressed that most new development coming forward was in the form of new flats rather than for example, town houses. The policy above has been drafted in response to these concerns. Your views are welcome.

Air Quality Management Area

- 7.22 Air quality in Gloucester is generally good, however there are two areas in the City where air quality is not as good as it could be. Air Quality Management Orders were declared for land at Priory Road/St. Oswald's Road and Barton Street in August 2005.
- 7.23 These two locations are characterised by higher than average levels of nitrogen dioxide. As such, we will control new development within these areas in order to ensure that occupants are not exposed to higher than average levels of nitrogen dioxide.

Policy CA5 – Air Quality Management Area, Priory Road/St. Oswald's Road

The boundary of the Air Quality Management Area (AQMA) at Priory Road/St. Oswald's Road is shown on the Proposals Map and includes all adjoining domestic properties.

Residential development proposals within and adjoining the AQMA will only be permitted where suitable mitigation is provided to combat the higher than average levels of nitrogen dioxide.

Reason/Justification for Policy

- 7.24 The designation of AQMAs will help to ensure that the occupants of new development proposed immediately adjacent to these areas are not exposed to higher than average levels of nitrogen dioxide in the interests of their health and well being.
- 7.25 Air Quality within the designated area can also be managed more effectively in order to improve the situation in the future and thus contribute towards an improvement in air quality.

Alternative Options

- 7.26 This issue was not considered at the Issues and Options stage. AQMAs are however statutory designations and it is considered appropriate to reflect them in this draft Action Plan.

Important Views

- 7.27 There are a variety of strategic and local views within the Central Area that are important in terms of legibility, sense of arrival, the settings of important buildings and defining the distinctive character of the City. Long distance views tend to be of the Cathedral, particularly from the Ring Road, and from approaches via the Railway Triangle and the Canal Corridor.

- 7.28 In some cases, potential strategic views are blocked by other tall buildings and the reinstatement of these views will be encouraged and supported. Where opportunities exist to create new long distance views, we will expect these to be incorporated into development proposals. There are relatively few long distance views of the Cathedral or of the docks and these will be protected.
- 7.29 Some key views are illustrated on the Proposals Map. These have been derived from the GHURC Regeneration Framework document. Further information on these views will be published as part of the LDF in due course.

Policy CA6 – Views and Skyline

Proposed development should respect and protect the City skyline and important views and vistas within the Central Area.

It will be particularly important to protect views of the Cathedral and the Docks.

Development that would adversely affect important views including those identified on the Proposals Map will not be permitted.

Reason/Justification for Policy

- 7.30 Unfortunately, there are a number of examples of where new buildings have been built in Gloucester that have obscured important views. We need to ensure that future development proposals ensure that important views are fully taken into account.
- 7.31 This will help to maintain the quality of the environment, make it easier for people to find their way around and ensure that the City remains attractive for tourists.

Alternative Options Considered

- 7.32 This issue was not considered at the Issues and Options stage. Your views are welcome.

Open Space

- 7.33 We will safeguard existing and proposed open space including playing fields unless certain criteria can be met. Further information is set out in draft Policy LR1 contained in the draft Development Control Policies DPD. Areas of open space within the Central Area are shown on the Proposals Map.
- 7.34 We will also encourage the creation of safe routes to play. A Play Strategy for Gloucester will be published later in 2006 and will be taken into account in the submission version of this document next year.

Policy CA7 – Public Open Space and Private Playing Fields

Areas of designated public open space and private playing fields within the Central Area are shown on the Proposals Map.

Reason/Justification for Policy

- 7.35 Open space is a vital asset, particularly in an urban area like Gloucester. It provides opportunities for passive and active forms of recreation and creates visual breaks in the built up area. It also offers opportunities for flora and fauna.
- 7.36 In 2001, the City Council published a Public Open Space Strategy that identified an overall shortage of public open space in Gloucester. Although one or two new areas of public open space have come forward since then, this has not offset the shortage. Furthermore, the population of the City has grown.
- 7.37 The shortage of open space in Gloucester is a key issue, which has been identified in our Core Strategy. One of the strategic objectives contained in the strategy is to improve access to informal and formal green spaces in order to promote participation in healthy activities.
- 7.38 In light of the above, we will protect existing and proposed public open space and private playing fields from development unless there are exceptional circumstances why they should be released.

Alternative Options Considered

- 7.39 The only alternative option is to not designate areas of open space on the Proposals Map. This would however increase the likelihood of development pressure on these sites, which may lead to their loss to other forms of development and a further reduction in the amount of open space available.
- 7.40 This is not considered to be a realistic or desirable option. To date, we have received considerable support for the continued designation and protection of open space and we consider it appropriate to maintain this approach.

Floodplain

- 7.41 Government policy is that new development should only be permitted in an area of flood risk when there are no suitable sites in areas of lower flood risk and where the benefits of the development outweigh the risks from flooding.
- 7.42 In line with this approach, we will resist development that would be at risk from flooding or cause flooding elsewhere.
- 7.43 Within the defined floodplain, planning permission for new development will only be granted where a number of criteria can be met. These are set out in Policy BNE10 of the Development Control Policies DPD – ‘Flood Risk’.

Policy CA8– Floodplain

The boundaries of the River Severn Floodplain and its tributaries are illustrated on the Proposals Map.

Reason/Justification for Policy

- 7.44 Designation of the Severn floodplain and its smaller tributaries and the implementation of relevant policies will ensure that new development will not be at risk from flooding or would exacerbate the risk of flooding elsewhere. This is consistent with Government policy.
- 7.45 The boundary of the floodplain shown on the Proposals Map is provided by the Environment Agency. Further information can be found on the Environment Agency website at www.environment-agency.gov.uk

Alternative Options Considered

- 7.46 We are statutorily required to define the Floodplain boundary on the Proposals Map. No alternative options have therefore been considered.

Sites of Nature Conservation Interest

- 7.47 There are two designated sites of nature conservation interest within the Central Area - the Canal Edge (part), which is a Grade C site, and BWB scrubland edge, which is Grade D. The previous designation at Monk Meadow has been deleted as planning permission has been granted for mixed-use housing and employment development on the site.
- 7.48 In accordance with draft Policy BNE1 of the Development Control Policies DPD, development will not be permitted where it would harm the ecological or geological interest of this site or any other site of designated nature conservation interest.

Policy CA9 – Sites of Nature Conservation Interest

Sites of designated Nature Conservation Interest within the Central Area are shown on the proposals map.

Reason/Justification for Policy

- 7.49 The designation of Sites of Nature Conservation Interest will ensure that these areas are protected from development that would cause harm to the site's ecological or geological interest. Maintaining and enhancing biodiversity is one of the strategic objectives set out in our Core Strategy. We recognise that in some instances brownfield land may have some biodiversity or geological interest.

Alternative Options Considered

- 7.50 The alternative would be to not designate sites of nature conservation interest on the Proposals Map. This would however provide less certainty as to the location of nature conservation interests and may lead to habitat/species loss through development.
- 7.51 Given the priority set out in the Core Strategy for the re-use of brownfield land in preference to greenfield sites, and having regard to Government policy, this is not considered to be a reasonable alternative.

Conservation Areas

- 7.52 The Central Area includes a number of different Conservation Areas. The boundaries of these areas have been subject to recent consultation. The existing boundaries are shown on the Proposals Map and these will be updated prior to submission of the final draft Action Plan in March 2007.
- 7.53 In accordance with Policy BNE5 of the Development Control Policies DPD, new development within a Conservation Area will be scrutinised carefully and will only be permitted where it preserves and enhances, the character of the area.

Policy CA10 – Conservation Areas

The boundaries of the Conservation Areas within the Central Area are illustrated on the Proposals Map.

Reason/Justification for Policy

- 7.54 Conservation Areas are areas of particular architectural and/or historic merit. Defining the boundaries of these areas ensures that new development can be controlled so as to ensure that it does not cause harm to the character of a Conservation Area. This is consistent with Government Policy.

Alternative Options Considered

- 7.55 As the Local Planning Authority, the City Council is required by law to designate Conservation Areas and to identify these on the Proposals Map. For this reason, no alternative options have been considered.
- 7.56 The boundaries of the existing Conservation Areas have been subjected to a separate public consultation in April 2006. Revisions to the boundaries will be shown on the Proposals Map at the submission stage in March 2007.

Areas of Principal Archaeological Interest

- 7.57 We have identified a number of Areas of Principal Archaeological Interest. These are illustrated on the Proposals Map. Any new development within a defined Area of Principal Archaeological Interest will be scrutinised carefully to ensure that it does not have an adverse impact.
- 7.58 Where appropriate, a survey will be required to determine the extent of any remains of archaeological importance. Where there are remains of national importance, there will be a presumption in favour of their physical preservation on site.
- 7.59 Further detail is set out in Policies BNE8 and BNE9 of the Development Control Policies DPD.

Policy CA11 – Areas of Principal Archaeological Interest

Areas of Principal Archaeological Interest within the Central Area are illustrated on the Proposals Map.

Reason/Justification for Policy

- 7.60 Gloucester is an important historic City and has significant archaeological remains. The designation of Areas of Principal Archaeological Interest will ensure that new development proposed within these locations does not harm an area or site of particular archaeological interest.
- 7.61 This will help to maintain the historic fabric of the City, which in turn, will ensure that it remains attractive to both tourists and residents alike.

Alternative Options Considered

- 7.62 The areas of interest shown on the Proposals Map are based on known areas of importance. Re-defining these boundaries is therefore not a realistic option without additional evidence. The only alternative would be to not define these areas however this would provide less certainty and is likely to result in the loss of important archaeological remains.
- 7.63 Our preferred option is therefore to continue to designate the existing known areas of importance as shown on the Proposals Map.

Scheduled Ancient Monuments

- 7.64 The Central Area includes a number of designated Scheduled Ancient Monuments (SAMS). These are protected by law under the Ancient Monuments and Archaeological Areas Act 1979.
- 7.65 As such, there will be a general presumption against development on the site of, or in the setting of, a Scheduled Ancient Monument, unless the development would enhance the character and setting of that monument. This approach is reflected in draft Policy CA11 below.

Policy CA12 – Scheduled Ancient Monuments

Scheduled Ancient Monuments within the Central Area are illustrated on the Proposals Map.

There will be a presumption against development on the site of, or in the setting of, a scheduled ancient monument except where this would enhance the character and setting of that monument.

Reason/Justification for Policy

- 7.66 Scheduled Ancient Monuments are protected by law under the Ancient Monuments and Archaeological Areas Act 1979. For this reason, we consider it appropriate to identify SAMs on the Proposals Map and protect them from development unless the development would enhance the setting and character of that monument.
- 7.67 This is consistent with our approach in relation to Areas of Archaeological Interest outlined above.

Alternative Options Considered

- 7.68 Scheduled Ancient Monuments are protected by law under the Ancient Monuments and Archaeological Areas Act 1979. There are no alternative options.

Cordon Sanitaire (Netheridge Sewerage Works)

- 7.69 Due to problems of odour, we have identified a 'cordon sanitaire' boundary around the sewage disposal works at Netheridge operated by Severn Trent Water Ltd.
- 7.70 Views on the extent of this boundary were sought at the Issues and Options stage and recent discussions have taken place with Severn Trent.
- 7.71 Development likely to be adversely affected by smell from the Netheridge works within the designated cordon sanitaire boundary shown on the proposals map will not be permitted.

- 7.72 There may however be scope for certain types of development to take place within the cordon, for example activities where people would not be present throughout the day or where people visit the site voluntarily.
- 7.73 This is reflected in the draft allocation of land at Netheridge for mixed-use development including an open market, showground, park and float and new rowing club (see Section 8.0).

Policy CA13 – Netheridge Sewage Works Cordon Sanitaire

The defined cordon sanitaire around Netheridge sewage works is shown on the Proposals Map.

Development within this cordon likely to be adversely affected by smell will not be permitted.

Reason/Justification for Policy

- 7.74 Although Severn Trent has improved the situation in the last few years, there is and always will be some odour from the sewage treatment works at Netheridge as long as it remains open. The City Council already receives complaints from people living nearby about the smell.
- 7.75 The closure of the other main sewage treatment works at Longford means that Netheridge is the only treatment works in the immediate area. Activity on-site is therefore only likely to increase in the future with the population of the City set to increase significantly through new house building.
- 7.76 For this reason, we consider it appropriate to maintain a cordon around the works and to control proposed development within it accordingly.

Alternative Options Considered

- 7.77 At the Issues and Options stage we invited views on the Cordon Sanitaire around Netheridge and whether it should be revised. We received a mixed-response with some support for an extension to the boundary and some support for a reduction.
- 7.78 Having discussed the matter with Severn Trent and the Council's Environmental Health team and having regard to the closure of the Longford works, it is considered appropriate to retain the existing cordon around the works and to control development within this area accordingly. The boundary is shown on the Proposals Map.

Landscape Conservation Area Boundaries

- 7.79 There are a number of designated Landscape Conservation Areas within the Central Area. These are shown on the Proposals Map.
- 7.80 Within these areas, development will not be permitted where it would detract from the particular landscape qualities and character of the area unless there are exceptional circumstances. This approach is reflected in draft Policy BNE4 – ‘Landscape Conservation Areas’ set out in the draft Development Control Policies DPD.

Policy CA14– Landscape Conservation Areas

The boundaries of designated ‘Landscape Conservation Areas’ are shown on the proposals map.

Reason/Justification for Policy

- 7.81 Landscape Conservation Areas are areas that play a particularly important role in landscape terms. The criteria for designation are as follows:
1. Areas of land which contribute to the setting of the City of Gloucester and/or may be visible from major transport routes which feed into and circulate around the city;
 2. Areas of land which serve to separate built development and create a green lung
 3. The intrinsic value of the landscape concerned; and
 4. Areas of Special Landscape Value as defined in the County Structure Plan.
- 7.82 In order to maintain the landscape qualities and character of these areas, we consider it appropriate to define them on the Proposals Map and to apply relevant policies accordingly.
- 7.83 The policy does not preclude the possibility of development in these areas rather it ensures that any development that does take place will not harm the quality and character of the area.
- 7.84 The extent of the Landscape Conservation Areas is based on independent advice provided to the City Council by external consultants.

Alternative Options Considered

- 7.85 At the Issues and Options stage in October 2005, we invited views on landscape conservation areas and whether we should continue to designate them.
- 7.86 In response, we received good support for the continued designation of landscape conservation areas subject to the issue of landscape character assessments being more fully addressed. This issue has been reflected in Policy BNE4 of the development control document.
- 7.87 Not designating Landscape Conservation Areas would increase development pressures in these locations and may result in harm being caused to the quality and character of the landscape.
- 7.88 For this reason, we do not consider it appropriate to revise the LCA boundaries from those set out in the draft Local Plan (2002).

Existing and Proposed Pedestrian Priority Areas

- 7.89 Much of the City Centre around the 'gate streets' already has pedestrian priority. The extent of the existing pedestrian priority area is shown on the Proposals Map. The exclusion of cars from these areas enhances pedestrian safety and helps to create a more pleasant environment.
- 7.90 In light of the acknowledged benefits of pedestrian priority, the City Council will support further pedestrian priority schemes along Southgate Street between Kimbrose Triangle and Longsmith Street and along Ladybellegate Street.

Policy CA15– Existing and Proposed Pedestrian Priority Areas

The existing Pedestrian Priority Area is shown on the Proposals Map.

Pedestrian priority schemes will be implemented in Southgate Street between Longsmith Street and Kimbrose Triangle and along Ladybellegate Street.

Reason/Justification for Policy

- 7.91 Further pedestrian priority schemes will help to increase accessibility and permeability (ease of movement) for pedestrians and encourage walking as an alternative to the car. Extending the pedestrian priority area to Kimbrose Triangle is also consistent with the proposed extension of the Primary Shopping Area (refer Policy CA2).
- 7.92 It will also help to improve pedestrian linkages between the PSA and the Docks, which will encourage movement between these two key areas.

Alternative Options Considered

- 7.93 Views on further pedestrian priority schemes were sought at the Issues and Options stage in October 2005. In response we received strong overall support for extending the pedestrian priority areas as proposed given the potential environmental improvements and enhanced links with the Docks that would result.

South West Bypass & St. Anne's Way Bridge Link

- 7.94 Gloucester's southwest bypass is under construction with completion of the final stage scheduled for 2007. The route of the bypass including the proposed link to the inner relief road is shown on the Proposals Map and will be safeguarded. The proposed St. Anne's Way Bridge Link will connect the bypass to the Inner Relief Road and will also be safeguarded.

Policy CA16 – South West Bypass and St. Anne's Way Bridge Link

The route of the Southwest Bypass and St. Anne's Way Bridge Link is shown on the Proposals Map and will be safeguarded.

The City Council will seek the early completion of the bypass and the St. Anne's Way Bridge Link.

Reason/Justification for Policy

- 7.95 The South West Bypass is a longstanding major infrastructure project for the City. Significant progress has been made recently with the construction of the first two phases.
- 7.96 Funding is in place for the remainder of the project and its completion will ultimately help to remove traffic from the City Centre in the interests of reducing congestion.
- 7.97 The completion of the Relief Road and bridge link will also give potential for the downgrading of the Quay and Commercial Road to improve linkages between the Western Waterfront and the City Centre as well as improving the environment of the quayside area and enhancing its potential for future redevelopment. This is discussed in more detail in the next section.

Alternative Options Considered

- 7.98 This issue was not considered at the Issues and Options stage. It is not however considered that there are any reasonable alternatives. These road schemes are fundamental to achieving the regeneration of the City Centre. Your views are welcome.

Bus Priority Routes

- 7.99 To enable buses to make trips quicker than the private car, bus priority measures such as bus lanes and bus priority at junctions will be introduced in association with Bus Quality Partnerships between the City Council and the service operators.

Policy CA17 – Bus Priority Routes

Bus Priority Routes will be implemented along existing (and future) high frequency bus routes as shown on the proposals map.

Where appropriate, in determining planning applications for development that will result in an increase in traffic to or from a site, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for the developer to fund:

- The implementation of bus priority routes or the extension of existing bus priority routes**
- Enhanced facilities and bus services**
- Additional bus priority measures**

Reason/Justification for Policy

- 7.100 The implementation of bus priority measures will help to reduce the use of the private car, which is consistent with strategic objectives set out in the Core Strategy DPD and this Area Action Plan.
- 7.101 The Local Transport Plan for Gloucestershire (2006 – 2011) sets out a commitment towards the creation of bus priority measures in appropriate locations. Our policy is therefore consistent with this approach.

Alternative Options Considered

- 7.102 At the issues and options stage we invited views on bus priority and whether it is a concept that should be maintained through the LDF. In response, we received strong support for maintaining proposed bus priority measures within the LDF. This is reflected in our preferred option above.

8. SITE ALLOCATIONS AND COMMITMENTS

Site Allocations

- 8.1 In this section of the plan we allocate a number of sites for new development. There are seven 'priority areas for change' as well as a number of smaller sites.
- 8.2 The seven priority areas for change are:
- Greater Greyfriars*
 - Greater Blackfriars*
 - King's Square and the Bus Station*
 - The Docks
 - Westgate Island and Quay*
 - The Railway Corridor*; and
 - The Canal Corridor
- 8.3 A plan illustrating each of the priority areas is attached at Appendix 3. Those sites marked with an asterisk (*) are supported by individual draft development briefs. These briefs are available to view and comment on separately.
- 8.4 The other draft site allocations include:
- Cedar House, Spa Road; and
 - Former 'Kidzone' Activity Centre
- 8.5 The implementation of these allocations, particularly the seven priority areas, will help to achieve the vision and strategy objectives outlined earlier.
- 8.6 The allocation of King's Square and the Bus Station for major new shopping as part of a comprehensive mixed-use development will, for example, help to raise Gloucester's profile as a retail destination, attract inward investment and improve one of the key gateways into the City Centre. It will also provide additional job opportunities for local people.
- 8.7 The allocation of the Gloscat sites within the Greater Greyfriars area will help to change perceptions of City Centre living and will act as an exemplar of high-quality City Centre residential development.
- 8.8 Our preferred use or mix of uses for each site is specified under each allocation, along with a number of key issues and principles. We have also indicated how each allocation will help to achieve the vision and strategic objectives for the Central Area.
- 8.9 Attached at Appendix 4 is a schedule setting out the various options that have been considered for each site and the reasons why the preferred options have been taken forward.
- 8.10 For information purposes, we have also identified a number of large sites that already have the benefit of planning permission. These are referred to as 'commitments' and are listed at the end of this Section.

Priority Area 1 - Greater Greyfriars

- 8.11 The 'Greater Greyfriars' area is located to the south east of the City Centre. It is shown on the plan attached at Appendix 3. Its north-western edge runs the length of Southgate Street from Kimbrose Triangle to the entrance to The Mall Eastgate. The north-eastern edge runs through Bell Walk, Jennings Walk and Hampden Way, incorporating the Hampden Way car parks to the East. To the south-east the boundary runs along the back of the Gloscat Media building, incorporating St Michaels Square Car Park, and then continues along Parliament Street to the south west, joining at Kimbrose Triangle.
- 8.12 Major structures within the Greater Greyfriars area include:
- Gloscat main buildings and media building
 - The Mall Eastgate
 - Gloucester Indoor Market
 - Greyfriars monument
 - The Church of St Mary de Crypt,
 - Greyfriars bowling green
 - Gloucester Library and Museum,
 - St Michaels Square Car Park; and
 - Hampden Way Car Parks
- 8.13 The re-location of the Gloucestershire College of Art and Technology (GLOSCAT) to a new purpose-built facility next to Llanthony Priory in 2007 means that a large proportion of the Greater Greyfriars area will shortly be made available for redevelopment. This area is one of the GHURC's priority areas and the City Council will work in partnership with the GHURC to bring forward development of high quality.

The Vision

- 8.14 The redevelopment of the Greater Greyfriars Area will provide a high quality mixed-use development in Gloucester City Centre, which will act as a catalyst for wider regeneration both within the Central Area and throughout the City as a whole. The proposals will provide a step-change in the quality of the urban environment in Gloucester, enhancing the attractiveness of the City Centre as a location for inward investment.
- 8.15 Improvements to the appearance and setting of the Greyfriars Monument will add to the cultural offer in the City and enhance the attractiveness of Gloucester as a tourist destination.
- 8.16 The redevelopment of the Gloscat sites will provide additional housing in a sustainable location and the commercial elements of development on the Gloscat main site will strengthen the role of the Cross and Gate Streets as the commercial core of the City.

- 8.17 A new Neighbourhood Resource Centre on the Gloscat media site will provide a first class community 'hub' building for the benefit of local residents including a GP surgery.
- 8.18 Additional routes through the area will be created, improving permeability better linking the area into the wider network of public routes and open spaces within the city. A clear hierarchy of streets will be defined, with the Via Sacra being identified as the principle route through the area. Complimentary improvements to the public realm will make the area more attractive for pedestrians and encourage pedestrian movement through the site.
- 8.19 Key historical elements, particularly the Greyfriars monument and the historic line of the City wall, will be celebrated.
- 8.20 The potential for a new development block in place of the existing bowling green and market hall, which would provide greater space around the Priory will be considered further.
- 8.21 A quality area of public open space will be provided at St. Michael's Square for the informal recreational benefit of all.
- 8.22 Redevelopment of the Hampden Way Car Parks provides the opportunity for quality high-density residential development in a sustainable location subject to the provision of alternative parking in a suitable location elsewhere.

The Policy

- 8.23 The draft policy is set out below. It reflects views received at the Issues and Options stage, the recommendations of the GHURC and the results of the Sustainability Appraisal.
- 8.24 The schedule at Appendix 4 sets out the alternatives considered and the reasons the preferred option has been taken forward.

Policy CA18 – Greater Greyfriars

The Greater Greyfriars area shown on the Proposals Map is identified for mixed-use development to include:

Gloscat Main Site

Mixed-use residential and commercial development

Indicative Capacity/Floorspace

- 250 dwellings**
- 1,000 sq. m commercial floorspace**

Site-Specific Obligations:

- Financial contribution towards a Car Club scheme for the City
- Provision of car parking to serve existing dwellings at Priory Place
- Archaeological assessment

Gloscat Media Site

The Gloscat Media site is allocated for mixed-use development to include residential and a new Neighbourhood Resource Centre (NRC).

Indicative Capacity/Floorspace

- 150 dwellings
- Neighbourhood Resource Centre – 3,000 sq. m

Site-Specific Obligations:

- Financial contribution towards a Car Club scheme for the City
- The provision of land for a new Neighbourhood Resource Centre
- Archaeological assessment

The Greyfriars Monument

The setting of the Greyfriars historic monument will be improved through the creation of a new public space around the monument and improved pedestrian linkages.

Bowling Green and Indoor Market

There is the potential to create a new development block in place of the existing bowling green and market hall, which should provide greater space around the Priory. Proposals will be considered on their merits subject to the retention or relocation of a market hall to a suitable location and/or a full archaeological evaluation being carried out in relation to the bowling green.

Hampden Way Car Parks

Proposals for residential development on the Hampden Way Car Parks will be supported subject to the replacement of the existing parking in a suitable edge of centre location.

Indicative Capacity

- 75 dwellings

Site-Specific Obligations:

None.

St. Michael's Square

St. Michael's Square is allocated as public open space.

General Principles

- 8.25 The location of the Greyfriars area gives it a pivotal role in the redefinition and regeneration of the City. Any new development must be designed to reflect its City Centre location and seek to reinforce its edge.
- 8.26 To reinforce the main approaches into the City (Eastgate and Southgate in this case) any access points into the Greyfriars site must be treated and designed as secondary gateways and routes as far as possible reflecting the historic street pattern.
- 8.27 The redevelopment of the GlosCAT main site provides an opportunity to enhance the setting of the Greyfriars monument and should be integrated with any proposal for this site. The potential for the reuse of the church ruins, as a centrepiece for a new space should be considered as part of any new development.
- 8.28 Development proposals will be expected to fully incorporate archaeology, ensuring that it informs the design process. Above ground interpretation of archaeological remains should be considered.
- 8.29 The development schemes for the two Gloscat sites should accommodate an appropriate density of residential dwellings across the two sites. A mix of dwelling types and sizes should be provided to meet a range of needs and encourage a mixed and balanced community. Accommodation should include 1, 2 and 3 bed flats, duplex apartments and town houses. Provision for affordable housing will be required.
- 8.30 An element of small-scale non-residential use is to be strategically located within the Gloscat main site.
- 8.31 The existing nine-storey tower building will be demolished as part of the redevelopment of the main Gloscat site.

Urban Design Principles (Gloscat Sites)

Gloscat Main Site

- 8.32 The 1930s Gloscat building and the lawn situated to the front of it, has been identified as making a positive contribution to the character and appearance of the Brunswick Square Conservation Area.

- 8.33 There will be a presumption in favour of retaining the building and the open space although extending the building, subject to scale, design and detailing, may be acceptable if it would be of demonstrably greater benefit in terms of enhancing the character and appearance of the Conservation Area.
- 8.34 Proposals for development on the street frontage will need to demonstrate the townscape benefits of such development, how it responds to the design principles of the LDF and the GHURC Regeneration Framework and protects the archaeological resource.
- 8.35 New development should provide a mix of uses that are of sufficient density to populate this backlands area in accordance with the design principles of the LDF and GHURC regeneration framework and the overall character of the conservation areas.
- 8.36 New development should seek to reflect the surviving fine historic grain in the street pattern and plot sizes. It is suggested that the street pattern reflects the Roman linear grid pattern with a tight network of streets with street widths between buildings of 8-9 metres.
- 8.37 New development should reflect the prevailing building heights (typically 3-4 storeys). It is, however appropriate to increase the building height to 4 or 5 storeys in certain places in order to reinforce the city edge. Buildings of this height, however, must be considered in relation to the surrounding character and the impact on the city's skyline and views to the Cathedral.
- 8.38 Any new development should seek to enhance the setting of the listed buildings adjacent to the site. Design principles in relation to this include:
- i. Creation of an improved public space around the Grade I listed Greyfriar's House and Church;
 - ii. Respect and enhance the south elevation of the Grade II listed public library and the overall scale of the building;
 - iii. Reinstate the lost east side of Priory Place to enhance the historic character and setting of the Grade II listed Georgian terraces, new development should be an appropriate scale to these buildings;
 - iv. Respect the rear elevation of the Grade II listed Friend's Meeting House.

Gloscat Media Site

- 8.39 New development should replace the existing buildings and seek to improve the Brunswick Road frontage to reinforce the outer edge of the city by responding to the scale of the Georgian and Victorian development.
- 8.40 The design and layout of this development should be distinct from the Gloscat main site, reflecting their respective locations in relation to the newly defined city centre edge. Development should reflect the transitional character of the area, from the large scale commercial development in the city centre to the medium scale civic buildings on the west side of Brunswick Road and the fine grain Victorian residential area in the Cromwell Road area.
- 8.41 The proposed redevelopment presents an opportunity to enhance the setting of the Grade II listed library and museum buildings by creating an edge to the east side of Brunswick Road, enclosing the street. New buildings should respect the scale of these listed buildings.
- 8.42 New development should seek to reflect the surviving historic grain in terms of the street pattern and plot sizes. New development should reflect the prevailing building heights.
- 8.43 There will be a presumption in favour of the retention of any tree(s) that are considered by the City Council's Tree Officer and Landscape Architect to have a significant positive contribution to the streetscene. It is accepted that the trees in front of the media centre site will need to be removed in order to allow for new development along the Brunswick Road frontage.
- 8.44 Any development should allow for the provision of a new connection through the site between Brunswick Road and Cromwell Street in order to improve linkages.
- 8.45 Development of the site shall be designed in such a way that it does not preclude or jeopardise the potential redevelopment of the Hampden Way car parks.

General

- 8.46 All new development will be expected to be of the highest architectural quality. Architectural design, materials, grain, mass and scale should reflect and enhance the locally distinctive qualities of the city. Townscape analysis work and Design Statements will be required in advance in order to lead the design process. Evidence of these will be required as part of the submission of any planning application.
- 8.47 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. This will help to ensure that development of part of the area does not prejudice the proper planning of the remainder.

Traffic and Transport

- 8.48 The area represents a central urban location and therefore offers a significant opportunity to provide sustainable patterns of movement. Development should be planned and designed to promote sustainable modes of transport. Routes through the site should give priority to pedestrian movement to providing high levels of activity. The new streets of the redeveloped sites should aim to reintegrate with the existing street patterns.
- 8.49 The primary means of vehicular access to the main Gloscat site should be off Brunswick Road and the media centre site should be served from Cromwell Street.
- 8.50 The streets across both Gloscat sites will be designed to reflect the historic street pattern of Gloucester; streets generally run in an informal gridshape, in parallel with the 'gate' streets. The street hierarchy gives east-west routes greater significance, creating more formal and stronger links than north-south routes.
- 8.51 Priority across both sites will be given to pedestrians through high connectivity, the provision of shared surfaces and streets not dominated by parking. Greyfriars is a key link into the city centre for pedestrians and pedestrian movements around the Greyfriars monument are likely to be increased through the opening up of the rear of the Eastgate Centre. Analysis of levels of pedestrian movement through the area suggests that this will be a moderately busy area for pedestrians in the future.
- 8.52 The level of pedestrian movement should act to support some level of commercial activity within the main site. The historic highway routes through the site should be retained and utilised as pedestrian and cycle routes.
- 8.53 Car parking provision should be set at a maximum of 0.5 car parking spaces per residential unit with some limited informal parking permitted within the estate roads for visitors. No dedicated parking will be provided for commercial uses or non-residential units.
- 8.54 Development of the site should allow for provision of allocated off street parking for the existing properties in Priory Place at a ratio of one space per dwelling.
- 8.55 To ensure that the sustainable objectives of the Council are not undermined, new residents of any development would be prohibited from obtaining Residents Parking Permits.
- 8.56 Covered and secure cycle parking will be required at a minimum ratio of 1 space per dwelling unit, together with secure public cycle parking in the vicinity of any commercial uses.
- 8.57 A Transport Assessment and Travel Plan will be required.

Density

- 8.58 High-density development will be supported subject to the urban design principles outlined above.

Archaeology

- 8.59 A significant proportion of this site lies within the Roman site, bordered by Glevum Colonia. Significant roman remains lie beneath most of the area.
- 8.60 An archaeological Evaluation was undertaken during February 2006 by Cotswold Archaeology at the request of CPM Environmental Planning and Design Limited on behalf of English Partnerships, on both Gloscat sites. Results have shown the presence of significant archaeological remains.
- 8.61 Any developer will be required to undertake an initial archaeological assessment prior to the submission of a planning application. There will a presumption in favour of preservation 'in situ' for nationally important remains.
- 8.62 Any planning application would need to be fully compatible with an agreed archaeological mitigation strategy.

Anticipated Timeframe/Delivery

- 8.63 It is anticipated that a planning application for the Gloscat sites will be submitted in early 2007. The sites are owned by English Partnerships, the Government's Regeneration Agency. The redevelopment of the car parks at Hampden Way will depend on the relocation of parking to suitable edge of centre locations.
- 8.64 Development of the indoor market is dependent on the market's incorporation within a redevelopment of the site or its relocation to a suitable alternative site.

Outputs

- 8.65 Anticipated outputs include:
- ❑ 475 new dwellings
 - ❑ 1,000 sq. m commercial floorspace
 - ❑ Neighbourhood Resource Centre
 - ❑ 25 new jobs (plus temporary construction work)
 - ❑ Positive enhancements to the setting of Greyfriars monument

Priority Site 2 - Greater Blackfriars

- 8.66 The Greater Blackfriars area is shown on the Proposals Map and the plan attached at Appendix 3. 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. Traffic movement along Commercial Road and The Quay reduce the ease of pedestrian movement to the riverside and the Docks area.
- 8.67 The Greater Blackfriars area includes a number of land uses, perhaps the most prevalent 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.

The Vision

- 8.68 The Greater Blackfriars area is intended to be the cultural and creative heart of the City Centre, a true mixed-use destination centred around the re-use and integration of Blackfriars Priory.
- 8.69 A new public space will provide a high quality setting for the Priory buildings, which will house new visitor attractions and facilities, community events, small business space and new apartments in a 'cloistered' environment. The setting will be further enhanced through the removal of the Longsmith Street car park and other inappropriate development.
- 8.70 The new square will also be the focus for specialist retail, cultural and leisure uses, including a new high quality 4* hotel. This focus will link the specialist retail/leisure offer and create a circuit from the Quays and Docks through to Westgate, via the redevelopment of the Fleece Inn. Other important buildings such as the Crown Courts provide unique opportunities for leisure and cultural uses.
- 8.71 New streets and lanes will better connect Blackfriars to the riverfront. Existing medieval lanes and walkways will be retained as part of any development. The Quay and Commercial Road will be upgraded pedestrian environments, and the waterfront a focus for new office employment, apartments, bars and restaurants. The re-development of the County Council premises provides it with modern office space, whilst allowing the County Council to remain close to their existing site and opens up strategic views of the Cathedral. The longer-term relocation of the Prison enables the historic buildings to be re-used for hotel, office or residential uses. Castle Meads Park will provide a distinctive visitor and community attraction potentially linked by new pedestrian bridges.

The Policy

- 8.72 The draft policy for Greater Blackfriars is set out below. The schedule attached at Appendix 4 sets out the alternatives that have been considered for this area and the reasons why the preferred option has been taken forward.

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, A3 uses (restaurants and cafes) A4 uses (drinking establishments) and parking.

Specifically this could include the following potential distribution of uses:

The County Council buildings along the Quay and at Bearlands 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 the demolition of the Longsmith Street Car Park.

Indicative Capacity/Floorspace

300 dwellings

Comparison goods (non-food) 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**
- **Contributions towards the creation of a riverside walk**

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.

General Principles

- 8.73 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 core retailing on the gate streets, its built heritage and historic character and its proximity to the waterfront.
- 8.74 This approach requires a mix of uses to be incorporated within any redevelopment.
- 8.75 New development should seek opportunities to enhance and reuse redundant historic buildings and their settings, in particular Blackfriars and the Fleece Hotel, and enhance the setting of others such as Laybellegate Street, Bearland House and the Shire Hall.
- 8.76 The Priory, and its reuse, should be at the heart of the proposed cultural/creative quarter. It should link to the Docks, the waterfront, to Greyfriars and to the Cathedral (via the Fleece). Cultural, retail and leisure uses should be concentrated around the new space in Blackfriars. This is the priority for creating a new ‘destination’.
- 8.77 Lively frontages must be provided wherever new development fronts the proposed Square. New uses should be introduced into the Priory buildings and the Fleece, which make them accessible to the public. Redevelopment of the Fleece should provide lively ground floor uses.

- 8.78 Residential use will be promoted at upper levels throughout the Blackfriars area. Office uses will be promoted through the redevelopment of the existing County Council buildings, with residential development, bars and restaurants fronting the waterfront.
- 8.79 A series of pedestrian connections must lie at the heart of any redevelopment proposals. The route connecting the Docks to the Cathedral must have lively uses fronting it wherever possible. The streets connecting the city centre to the waterfront must have residential or office frontages to create safe and secure pedestrian routes.
- 8.80 The Quay and Commercial Road remain key vehicular routes but must be upgraded as pedestrian environments with enhanced crossing points. The Quay should be enhanced as a public space and pedestrian route with retail and leisure uses creating a lively frontage. Kimbrose Triangle should be a positive gateway into the city centre. Pedestrian footbridges could create new links between the city centre and Castle Meads area.

Urban Design Principles

- 8.81 The Blackfriars area has a number of key historic buildings and remnants of the historic street network. Any redevelopment of the site will be expected to respect the historic context of the area and enhance the setting of the historic buildings.
- 8.82 The Blackfriars area should be redeveloped in a way that seeks to enhance the linkages through the site, particularly between Blackfriars and the Quay, and between the City Centre and the Docks.
- 8.83 Any new development of the site shall be expected to enhance views and glimpses of the Cathedral, or maintain them where appropriate. This includes long distance views of the site from the South West Bypass and approaches from the Forest of Dean.
- 8.84 The City Council will expect through all schemes, the creation of high quality public realm. In the Blackfriars area the City Council will encourage the downgrading of The Quay and the creation of a public square adjacent to the Priory. These schemes will be required in a way which secures a significantly enhanced public realm with clear pedestrian priority. The redevelopment of the County Council offices along the Quay will be expected to provide a significantly improved built frontage to the riverside.
- 8.85 The Blackfriars area is dominated by large-scale 20th century buildings which have obliterated the historic grain and had an adverse impact upon the setting of the remaining historic buildings. Examples include the Longsmith Street Multi-Storey Car Park, Shire Hall, the Police Station, the Magistrates Court and the Telephone Exchange. These buildings have a negative impact within the site and also obscure long distance views of the Cathedral. The City Council will therefore support the removal of these buildings in favour of more sympathetic architecture, which is designed contextually to respect the grain and scale of the historic city.

- 8.86 All new development will be expected to be of the highest architectural quality. Materials and designs should reflect and enhance the locally distinctive qualities of the city. Townscape analysis work and Design Statements will be required in advance in order to lead the design process. Evidence of these will be required as part of the submission of any planning application.
- 8.87 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. This will ensure that development of part of the overall site does not prejudice the proper planning of the remainder.

Traffic and Transport

- 8.88 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 or an improved access from The Quay.
- 8.89 A secondary means of vehicular access for servicing through the site could be provided along the Longsmith Street / Ladybellegate Street corridor. The existing right turn prohibition at the junction of Ladybellegate Street and Commercial Road would need to be retained for highway safety reasons.
- 8.90 The historic highway routes through the site should be retained and utilised as pedestrian and cycle routes.
- 8.91 Proposals for significant constraint on on-site car parking will be considered acceptable if it can be provided without causing harm to road safety, traffic management or amenity.
- 8.92 A Transport Assessment and Travel Plan will be required as part of any development.

Density

- 8.93 High-density development will be acceptable in this central location, subject to the urban design considerations outlined above and the need to preserve and enhance the character of the Conservation Area.

Archaeology

- 8.94 The area falls within the southwest quadrant of the Roman settlement of Glevum. It is an area of great archaeological importance. Developers will therefore be required to undertake an initial archaeological assessment prior to the submission of any planning application.

Anticipated Timeframe/Delivery

- 8.95 The City Council will work in partnership with the GHURC in order to promote the early implementation of a mixed-use development proposal in the immediate Blackfriars area. There is known developer interest in this area and it is anticipated that the involvement of the GHURC will help to bring forward a scheme for the Blackfriars area in the next 3-5 years.
- 8.96 The redevelopment of the existing County Council offices including the Shire Hall building will depend in part on the timing of potential future local government restructuring. A decision on the restructuring process is likely to be made in the next 3 years.
- 8.97 Redevelopment of the prison is likely to be subject to it relocating to an alternative site. It is not known when this could occur. It is however likely to be in the longer-term.

Outputs

- ❑ 1,500 new jobs created
- ❑ 4,000 sq. m retail floorspace
- ❑ A3 (bars and restaurants) 4,800 sq. m
- ❑ 300 new dwellings
- ❑ 18,000 sq. m offices
- ❑ Theatre (8,500 sq. m)
- ❑ Hotel (5,500 sq. m)
- ❑ Waterfront upgraded 1,340 m

Priority Area 3 - King's Square and the Bus Station

8.98 The King's Square and Bus Station Priority Area is shown on the Proposals Map.

8.99 It includes a number of other important buildings and spaces including:

- The Bus Station and Grosvenor House
- King's Square
- The Railway Station
- Twyver House (Land Registry)
- Vacant Courts and Dunelm retail warehouses
- Bentinck House and multi-storey car park
- Clarence Street
- The Oxeboode
- St. Aldates

8.100 Each building and space has its own character, but in general terms it is felt that the bus station area, the buildings fronting the ring road, and some of the buildings fronting Kings Square and Clarence Street undermine the potential quality of the space, and hence undermine the potential contribution of the area historically and commercially.

8.101 The bus station is considered to be an unwelcoming and unfriendly space that is unpleasant to use, and provides a poor first impression to those travelling into the city centre by bus.

8.102 King's Square was cleared and redeveloped in the 1970s to provide a multileveled space with a number of paddling areas and fountains. Initially the redevelopment was hailed a success, however the space has become dated in its appearance and under utilised, eventually rendering it a city centre eyesore.

The Vision

8.103 Kings Square and the bus station site will deliver a substantial expansion of city centre retail floorspace, and a significant enhancement in the quality of the shopping offer.

8.104 Approximately 25,000sqm additional retail floorspace will provided, with a variety of unit shops anchored by a major new department store (of up to 10,000sqm), visible from Kings Square and the Ring Road. It will be a major destination within the city centre, complimenting retail and leisure investment elsewhere in the City

8.105 Kings Square itself is a major new public space, hosting festivals, markets and community events. The sense of arrival into the Square is enhanced and the quality of the buildings around is significantly improved. Greater activity will create a more social space for the whole community.

8.106 Subject to the provision of a new department store, the upper levels of the existing Debenhams department store could incorporate a city centre cinema. Residential uses flanking the square would bring activity throughout the day and evening, and reinforce the mixed-use environment in the heart of the city centre.

- 8.107 The potential provision of multi-storey car parking on the land registry site provides the opportunity to introduce an area of public open space on the existing Nettleton Road Car Park.
- 8.108 Redevelopment of the vacant Courts and Dunelm will provide new high quality office floorspace in an accessible location.
- 8.109 The area will be strengthened as a focus for public transport. The bus and rail stations to be enhanced as arrival points into the city centre, and as public spaces.

The Policy

- 8.110 The draft policy for the King's Square and Bus Station priority area is set out below. This is based on the consultation responses we have received, the recommendations of the GHURC and the results of the Sustainability Appraisal.
- 8.111 The schedule attached at Appendix 4 sets out the alternatives that have been considered and the reasons why the preferred option has been taken forward.

Policy CA20 – King's Square and the Bus Station

The Bus Station and Market Parade

The Bus Station and Market Parade are allocated for major new comparison goods retail development as part of a mixed-use scheme to also include commercial leisure, residential, offices and a replacement bus station with capacity for 12 buses.

Indicative Capacity/Floorspace

- 200 dwellings
- 25,000 sq. m comparison goods (non-food) retail
- 1,100 sq. m A3 bars and restaurants
- 6,750 sq. m offices

Site-specific obligations:

- Removal or remodeling of the façade of the Bruton Way multi-storey car park
- Improved pedestrian links to the railway station
- Contribution towards upgrading the existing subway between Great Western Road and George Street
- Contributions towards a car club for the City
- Relocation of the bus station
- Improved pedestrian linkages to King's Square and to the railway station
- Contributions towards the enhancement of King's Square public realm

King's Square

King's Square is allocated as public open space and will be promoted as an outdoor events space. The current Golden Egg Building will be removed. Proposals to convert Debenhams into smaller retail units with a cinema above will be supported in principle subject to the provision of a new department store in the new retail scheme on the existing bus station site.

King's Walk on the south east side of King's Square will be redeveloped with better shops provided and flats above with the new building re-positioned to enhance views along Station Road to the Cathedral. The existing roof top car parking will be replaced elsewhere and the servicing arrangements provided from Clarence Street.

New shops with flats above will be encouraged along the northern edge of King's Square.

Site-specific obligations:

- Demolition of the Golden Egg Building
- Contribution to public realm improvements
- Replacement car parking

Land Registry Car Park

The Land Registry Car Park may be needed for multi-storey parking as part of the comprehensive development of the area. Alternatively a mix of B1 office residential and car parking would be acceptable.

Indicative Capacity/Floorspace

- 300 parking spaces

Long Stay Car Park, Railway Station

The long stay car park at the railway station is allocated for new office development.

Indicative Capacity/Floorspace

- 2,500 sq. m office floorspace

Site-specific obligations

- Car parking for rail passengers to be retained
- Important views to be safeguarded
- Financial contribution towards upgrading of existing subway between Great Western Road and George Street
- Landmark building

Former Courts and Dunelm Buildings

The former Courts and Dunelm buildings are allocated for B1 office development.

Indicative Capacity/Floorspace

- 6,500 sq. m

Site-Specific Obligations:

- Financial contribution towards upgrading of existing subway between Great Western Road and George Street.

General Principles

- 8.112 The scheme should be anchored by a major flagship store at an arrival point for public transport. A development scheme should have the flexibility to attract a new department store (of up to 120,000 sq. ft) trading on 3-4 levels, or facilitate the relocation of an existing anchor e.g. Debenhams.
- 8.113 Lively retail frontages should be presented to Kings Square and to the new retail streets. Kings Walk will be redeveloped to present a modern retail frontage to Kings Square. This will help provide the critical mass of retail floorspace needed to support a new department store, and will extend the quality of retail floorspace from Kings Walk into Kings Square.
- 8.114 Bruton Way will remain a major traffic route, but environmental improvements will soften the visual impact and improve crossing points for pedestrians.
- 8.115 An alternative location within the area must be found for the bus station. The new bus station will need to meet County Council and operator specifications. The bus station should be an attractive structure, possibly with a modern canopy, and provide a safe and welcoming environment for passengers.
- 8.116 Kings Square should be enhanced as a public space. It should be an open space, providing flexibility for events, encouraging retail activity to spillout around the edges and affording views across the Square to encourage pedestrian flow. The new space should be relatively level, allowing easy movement for pedestrians through the Square.
- 8.117 New buildings and new activity will improve the sense of enclosure and increase natural surveillance, creating a safer and more secure space.

Urban Design Principles

- 8.118 The redevelopment of this area provides an excellent opportunity to create a new retail focus for the city, a new bus station and a high quality public square suitable for events.
- 8.119 The location of the area gives it a pivotal role in the re-definition and regeneration of the City. Any new development within these boundaries must be designed to reflect its City Centre location and seek to reinforce its edge.
- 8.120 The proposed redevelopment of the bus station should sufficiently contrast with that of King's Square to distinguish the intra and extra mural locations and to help to define the character of the new city centre.
- 8.121 Differentiation in character between the two sites can be achieved through the street character and layout, the public realm, building type, style and materials, scale, height and massing.
- 8.122 To reinforce the historic approach routes via the gate streets (Northgate, Eastgate and Worcester Street in this instance) any access points must be treated and designed as secondary gateways and routes.
- 8.123 The existing bus station area provides the opportunity to create a new large retail block providing space for a department store and other retail units. The block should not appear as one large unit, but should be designed in a way that reflects the historic grain of the wider area. The block should be designed to provide interesting and active frontages to all sides, with key landmark features positioned on the corners. Of particular importance will be the corner elevation adjacent to the railway station.
- 8.124 With regard to the land registry car park, the nature of the surrounding uses means that a development of 4-5 storeys is likely to be acceptable in this location fronting out on to Bruton Way. The elevation to Station Road is likely to need to be smaller than this to have due regard to the scale of the adjacent residential square. Contemporary designs that have regard to the local context will be considered favourably.
- 8.125 Given its poor architectural quality, it is the aspiration of the City Council that the new retail development should result in the removal and redevelopment of the existing Bruton Way multi-storey car park. However, in the event that this is not possible the City Council will require remodelling of the façade in a way which provides significant aesthetic enhancements.
- 8.126 In order to provide natural surveillance into King's Square and increase the vitality of the wider area, the City Council will expect the provision of residential development above all units which front into Kings Square.
- 8.127 New development shall improve pedestrian and cycle connectivity between all areas of the site and the city centre. This shall include the provision of the remodelling of the Bruton Way junction to allow for more pedestrian priority through the use of modern and innovative highway design methods.

- 8.128 Any redevelopment will retain the large Plane tree at the end of Clarence Street. There will be a presumption in favour of retaining all mature trees unless a full and robust justification for their removal can be provided. All trees that are removed shall be suitably replaced on site.
- 8.129 Any new development of the site shall be expected to enhance views and glimpses of the Cathedral and St Peters church, or maintain them where appropriate.
- 8.130 All new development will be expected to be of the highest architectural quality. Architectural design, materials, grain, mass and scale should reflect and enhance the locally distinctive qualities of the city. Townscape analysis work and Design Statements will be required in advance in order to lead the design process. Evidence of these will be required as part of the submission of any planning application.
- 8.131 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. This will ensure that development of part of the site will not prejudice the proper planning of the remainder.

Traffic and Transport

- 8.132 The Council would envisage, as part of any re-development of King's Square, the introduction of a vehicular route between The Oxbode and St Aldates Street along the frontage of the existing Debenhams building. The route should be sufficiently wide enough to accommodate a taxi rank. No other vehicular access into Kings Square would be permitted.
- 8.133 Re-development of the land registry site would be required to include a two-way bus only link from the junction of Bruton Way/Metz Way to Station Road. Vehicular access would only be permitted from Station Road.
- 8.134 With regard to the station commuter car park, use of the existing access via Station Approach would be permitted. It is unlikely that a new ingress/egress could be accommodated off either Bruton Way or Metz Way due to existing significant capacity problems along the Inner Relief Road
- 8.135 In terms of the Courts retail warehouse, any intensification of use of the existing George Street access is not considered acceptable due to its proximity to the Station Approach/Bruton Way junction and limited carriageway width. Any intensification of use of the existing ingress/egress directly onto Bruton Way is also not considered acceptable and the introduction of a new traffic management system would require full assessment using the Highway Authority's SATURN and VISSIM models.

- 8.136 Good quality facilities for pedestrians and cyclists should be provided across the site from Great Western Road to Kings Square. The existing subway between Great Western Road and George Street is considered to be a significant barrier to pedestrian and cycle movements and this facility will require major upgrading (the removal of the steps is considered to be paramount). A financial contribution will be sought towards this.
- 8.137 A good quality public transport interchange facility must be retained with sufficient capacity to accommodate a significant increase in public transport provision.
- 8.138 A Transport Assessment and Travel Plan will be required to be submitted in support of any planning application.

Anticipated Timeframe/Delivery

- 8.139 There is known developer interest in the redevelopment of this area. It is also a priority site for the GHURC who will be working in partnership with the private sector and other stakeholders to bring forward a scheme in this area. It is anticipated that a planning application will be submitted within the next 2 years.

Outputs

- ❑ 25,000 sq. m retail floorspace
- ❑ 220 new homes
- ❑ 1,150 new jobs created
- ❑ 10,250 sq. m office floorspace
- ❑ 6,000 sq. m cinema

Priority Area 4 – The Docks

- 8.140 The Docks are one of Gloucester's most important and well-known assets. Comprehensive redevelopment of the area has meant that most of the main warehouse buildings have been or are being converted into new uses including residential and offices. There are two remaining potential development opportunities within the main Docks area. These are Southgate Moorings and land adjacent to the Dry Docks.
- 8.141 The Dry Docks are used for the maintenance and restoration of historic wooden boats as well as modern steel vessels. They are a unique feature and are of great value to the City as a tourist attraction. The Dry Docks is one of the distinctive features of the Docks area. Whilst it is a working area, a new space in this location, respecting the operational requirements of the boatyard, would be a major visitor attraction.
- 8.142 New bars and restaurants would capture passing trade from the car park and from Gloscat and the Quays residential development. A new public space would enhance the setting of the listed buildings and draw attention to the Waterways Museum.

- 8.143 Southgate Moorings is currently used as surface level car parking for visitors and residents of the warehouses in the Docks. Parking for residents will shortly be relocated to a new multi-storey car park as part of the Barge Arm mixed-use development. Subject to the relocation of visitor parking, the site will be available for alternative forms of development.
- 8.144 The Southgate Moorings site is considered suitable for office development. It is one of the few available sites in the City Centre capable of accommodating a substantial office requirement.

The Vision

- 8.145 The role of the Docks as a visitor destination will be reinforced through the provision of new visitor facilities, additional parking provision, enhancements to the public realm and a mix of offices and apartments to support the shops, bars and restaurants within the Docks.
- 8.146 The Docks will emphasise its origins through the Dry Docks, tall ships and working boats on the water, new interpretation and visitor facilities including enhancement of the Waterways Museum. Links between Gloscat, the boatyard, British Waterways and the Waterways Museum can reinforce the working heritage of the Docks.
- 8.147 Shops, bars and restaurants will add to the visitor experience and be supported by a mix of offices and apartments. The quality of the public realm will reflect the unique character of the Docks, providing an appropriate setting for the historic buildings and a distinctive stage for major events.

The Policy

- 8.148 The draft policy for the Docks priority area is set out below. This reflects the responses we received during our initial consultation, the recommendations of the GHURC and the results of the Sustainability Appraisal.
- 8.149 A summary of the different options considered and the reasons for taking forward the preferred option is set out at Appendix 4.

Policy CA21 – The Docks

Southgate Moorings

Land at Southgate Moorings is identified for office development with limited commercial floorspace along the ground floor.

Indicative Capacity/Floorspace

- Offices – 12,000 sq. m**
- Commercial floorspace (Shops, Bars and Restaurants) – 1,500 sq. m**

Site-Specific Obligations:

- Relocation of existing visitor and resident parking
- Mixed-use scheme to include provision of active ground floor frontage
- Provide views into the Docks from Southgate Street
- Provide an appropriate setting for the Weighbridge House

Land adjacent to the Dry Docks

Land at the Dry Docks is allocated for mixed-use development including multi-decked parking, restaurants, visitor facilities/workspace and residential.

Indicative Capacity/Floorspace

- 400 parking spaces
- 65 dwellings

Site-specific obligations:

- Multi-storey car park
- Contributions to the environmental enhancement of Llanthony Road and Severn Road and the closure of Llanthony Bridge to vehicular traffic
- Improvements to the public realm
- Retention of the Dry Docks as working boat yard
- Contributions towards a car club for the City

General Principles

- 8.150 The Dry Docks area should be a gateway to the city centre, with easy access from the western bypass. High quality visitor parking should be a priority to take cars off the network at the earliest possible opportunity and to encourage visits to the facilities within the Docks.
- 8.151 With the completion of the western bypass the Docks becomes a major arrival point into the city. High quality visitor facilities and parking should reflect this gateway location.
- 8.152 The quality of the public realm should be enhanced to reflect recent improvements across the Docks area. A new pedestrian bridge could link the Dry Docks with the Waterways Museum and encourage movement through to the city centre.
- 8.153 Provision should be made in the new multi-storey car park adjacent to the Dry Docks to accommodate some of the parking requirements of the new offices on Southgate Moorings as it is unlikely to be possible to accommodate this on site.
- 8.154 Southgate Moorings is also a potentially attractive site for new hotel development and proposals will be considered on their merits having regard to the delivery of a 4* hotel in the Greater Blackfriars area.

Urban Design Principles

- 8.155 This is a prominent site and a high-quality scheme will be expected. The form of development will be expected to reflect the character of adjoining buildings within the Docks.
- 8.156 The car park at the Dry Docks should reflect the style of the warehouses within the Docks, and should incorporate viewing decks.
- 8.157 New buildings on Southgate Moorings should reflect the warehouse form of the docks and retain some views through to the Docks from Southgate Street.
- 8.158 Active frontages should be provided to both Southgate Street and Victoria Square.
- 8.159 There may be the potential for a slender landmark building at the entrance to the Docks at Llanthony Bridge. Such a proposal would be considered on its merits in urban design terms having particular regard to the need to safeguard views of the Cathedral.

Traffic and Transport

Southgate Moorings

- 8.160 Direct vehicular access off Southgate Street could be achieved, although adequate visibility between drivers and pedestrians would need to be provided, either by setting the building back at least 4.5m from the carriageway edge or by providing 45 degree visibility splays from a point 4.5m back from the carriageway edge on either side of the access. Direct pedestrian access will be required onto Southgate Street.
- 8.161 It is unlikely that appropriate vehicular access could be achieved off the Docks access road since any access would be too close to the Southgate Street junction to safely accommodate the demand.
- 8.162 Secure and covered cycle parking will be required at a minimum ratio of 1 space per dwelling unit, together with public cycle parking for user by visitors to the commercial uses and business uses in accordance with the Council's adopted cycle parking standards.
- 8.163 A Transportation Assessment and Travel Plan will be required.

Dry Docks

- 8.164 Llanthony Road currently acts as a convenient route between Bristol Road and the Gloucester South West Bypass, with a high percentage of heavy goods vehicles using the route to access the employment areas located off Hempsted Lane. The road is an obvious barrier to pedestrian and cycle movements.

- 8.165 The completion of the Inner Relief Road has presented an opportunity to downgrade Llanthony Road, providing vehicular access to properties to the east of the canal from Bristol Road and properties to the west of the canal from the bypass and Severn Road, whilst only permitting buses, pedestrians and cyclists to cross the bridge itself. The removal of the bridge as a through route is key to achieving good quality linkages between this site and the city centre.
- 8.166 Severn Road has historically provided a main link between the commercial uses in Hempsted and routes to the north of the City. The Castlemeads section of the bypass has introduced a more commodious route and a significant reduction in traffic flows on Severn Road has occurred as a result. Regeneration of the area will lead to an increase in traffic and any spare capacity on the network will be taken up by development traffic within a relatively short time period.
- 8.167 Severn Road has the potential to accommodate significant environmental improvements by reducing the carriageway width to a minimum and providing wide footways on both sides of the road incorporating planting and high quality street furniture.
- 8.168 The current main vehicular access point is located on the Severn Road/Llanthony Road junction and the retention of this access for an intensified use is not considered acceptable.
- 8.169 The most suitable point of vehicular access to the car park will need to be assessed, although the most appropriate point of access appears to be off Llanthony Road, midway between the junctions with 125 Business Park and Severn Road.
- 8.170 Good quality pedestrian and cycle links will be required within the site and linking Llanthony Road and Severn Road.
- 8.171 A Transport Assessment will be required.

Archaeology

- 8.172 Both sites lie within an Area of Principal Archaeological Interest. Developers will be required to undertake an initial archaeological assessment prior to the submission of any planning application for either site.

Anticipated Timeframe

- 8.173 Development of land at the Dry Docks is being promoted by the GHURC and discussions have been held with the operator of the Dry Dock. It is anticipated that a development scheme is likely to come forward for this site within the next 2 years.
- 8.174 Part of the Southgate Moorings site is currently used for resident parking. The recent construction of a multi-storey car park as part of the Barge Arm development will provide parking for these users. However, the remainder of the site which is used for visitor parking will only become available when replacement provision is made elsewhere e.g. next to the Dry Docks.

- 8.175 Because the provision of parking next to the Dry Docks is needed to facilitate the relocation of visitor parking from Southgate Moorings, the implementation of the Southgate Moorings proposal potentially depends on the timing of the Dry Docks development.

Outputs (Southgate Moorings)

- ❑ 600 new jobs
- ❑ 12,000 sq. m office floorspace
- ❑ 1,500 sq. m new commercial floorspace
- ❑ Landmark building

Outputs (Dry Docks)

- ❑ 60 new jobs
- ❑ 400 new parking spaces
- ❑ 65 new homes
- ❑ New visitor facilities
- ❑ Enhanced 'gateway' into the Docks

Priority Area 5 - Westgate Island and Quay

- 8.176 The Westgate Island and Westgate Quay priority area is a key arrival point into the City. The area forms the western, and historically the most important, approach in to the City.
- 8.177 In terms of current land uses, Westgate Island is currently occupied by a mix of different uses including retail, with a restaurant and office floorspace located in the St. Bartholomew Almshouses. The site has recently been refurbished with two new retail units provided.
- 8.178 Westgate Quay to the south of the Island is occupied by a mix of different uses including retail, car sales, petrol filling station, vehicle repair centre and several small engineering companies.
- 8.179 The two sites are bisected by lower Westgate Street, the original Roman road in and out of Gloucester. At present, this area is dominated by vehicular traffic and is effectively segregated from the rest of Westgate Street and the City Centre by Royal Oak Road. The only pedestrian access from the City Centre is across a high level footbridge.
- 8.180 For some time, the City Council has supported the redevelopment of this area including the replacement of the existing road gyratory system, which contributes to the dominance of vehicles in this location.

The Vision

- 8.181 Westgate Island and Quay will act as a key gateway into the City from the West. New pedestrian links will be provided to link the area to lower Westgate Street and the area of open space at Castlemeads and Alney Island on the other side of the River Severn. A new pedestrian bridge link and riverside walk will be created.
- 8.182 Redevelopment of the area will effectively reconnect it into the City Centre by reinstating the historic route of Westgate Street.
- 8.183 Buildings will be of high quality design addressing in the case of Westgate Quay, the River Severn frontage.
- 8.184 The character and setting of the historic Almshouses will be protected and positively enhanced.
- 8.185 Comprehensive development of the area will allow for the replacement of the gyratory road system, which will significantly reduce the dominance of the car in this location and aid pedestrian movement.
- 8.186 The provision of new commercial uses including office floorspace will create additional job opportunities in a sustainable location.
- 8.187 The environmental quality of the area will be given a significant uplift. Good design will ensure that efficient use is made of the site whilst safeguarding important views of the Cathedral.

The Policy

- 8.188 The draft policy is set out below. The schedule attached at Appendix 4 sets out the alternative options that have been considered for this site and the reasons why the preferred option has been taken forward.

Policy CA22 – Westgate Island and Quay

Westgate Quay

Westgate Quay is allocated for mixed-use development including residential, B1 (office and light industrial) uses and limited ancillary commercial development.

Indicative Capacity/Floorspace

- 170 dwellings**
- 5,000 sq. m office/light industrial floorspace**
- 1,000 sq. m commercial floorspace**

Site-Specific Obligations:

- Contribution towards a pedestrian bridge link over the River Severn
- Riverside walkway along Westgate Quay to be provided
- Contributions towards a car club for the City
- Contributions towards the replacement of gyratory system

Westgate Island

Should the Westgate Island site become available for redevelopment, the City Council will support mixed-use redevelopment of the site including residential, limited comparison goods retailing, leisure and employment uses.

Site-Specific Obligations:

- Contribution towards a pedestrian bridge link over the River Severn
- Contributions towards the replacement of the gyratory system
- Replacement of the existing footbridge over Royal Oak Road with an at grade crossing
- Contributions towards a car club for the City

A comprehensive scheme including Westgate Island and Westgate Quay will be encouraged.

Westgate Car Park

Westgate Car Park will be retained for parking including coach parking.

Site-specific obligations:

- Resurfacing and environmental improvements to the car park

General Principles

- 8.189 Whilst the City Council will encourage a comprehensive redevelopment of the whole area, it may be possible to bring forward the Westgate Quay area for development in advance of the Island should the latter not become available in the short to medium term.
- 8.190 Redevelopment of the Island, either individually or as part of a comprehensive scheme including land to the south, would require the replacement of the existing road gyratory system.
- 8.191 The Westgate Island area should act as a gateway into the city, providing an improved public realm for pedestrians on lower Westgate Street.
- 8.192 It is unlikely that sufficient usable public open space (i.e. big enough to kick a ball or fly a kite) would result from the development of these sites due to their location and urban nature.

8.193 In lieu of the on-site provision of public open space, we will therefore seek the provision of or a contribution towards the provision of a new pedestrian bridge link across the Severn in order to provide improved access to the area of public open space at Castlemeads and Alney Island.

Urban Design Principles

8.194 Key urban design considerations for this area include:

- The opportunity to develop the area as a 'gateway' to the City
- The need to improve pedestrian accessibility and reduce the dominance of the car
- Re-connecting the area into the City Centre by reinstating the historic route of Westgate Street
- Providing pedestrian access to the river and water meadows
- Ensuring buildings address the River Severn frontage and allow for the provision of a riverside walk.
- The importance of providing an appropriate setting for the Almshouses
- Protecting, enhancing and exploiting views of historic buildings including in particular the Cathedral as well as views of open countryside
- Effectively exploiting the transition from 'urban' to 'rural'

8.195 All new development will be expected to be of the highest architectural quality. Architectural design, materials, grain, mass and scale should reflect and enhance the locally distinctive qualities of the city. Townscape analysis work and Design Statements will be required in advance in order to lead the design process. Evidence of these will be required as part of the submission of any planning application.

8.196 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. This will ensure that development of part of the wider area does not prejudice the proper planning of the remainder.

Traffic and Transport

Westgate Quay

8.197 Whilst the retention of vehicular access off Westgate Street will be permitted, the existing arrangements will need to be simplified with only one means of access and egress. The existing access off The Quay could be utilised, although any intensification is likely to require the access to be put under traffic signal control.

- 8.198 Formal at grade crossing facilities for pedestrians and cyclists should be provided across The Quay to link the site to the City Centre. Clearly defined pedestrian and cycle access should be provided through the site to link with the existing facilities at Over Causeway and the City Centre.

Westgate Island

- 8.199 Intensification of use of the existing access and egress facilities is not considered acceptable in highway safety terms and it is also considered unlikely that the existing gyratory system will be capable in capacity terms of accommodating additional turning movements. The Council would support the replacement of the existing gyratory system by introducing two way working on the all sides of Westgate Island; the assignment of through traffic onto the western and northern sides, City Centre bound traffic on the eastern side (Royal Oak Road) and the downgrading of the southern side (Westgate Street) to access only and a bus route. Vehicular access to Westgate Island could be achieved by way of a priority 'T-junction' off Westgate Street.
- 8.200 Good quality pedestrian and cycle facilities will be required within the site and linking to existing infrastructure.

General

- 8.201 Good quality bus stop facilities will be required on Westgate Street between Over Causeway and The Quay and a bus only link will be required off Royal Oak Road.
- 8.202 A Transport Assessment will be required as part of any future planning application.

Density

- 8.203 High-density residential development on the Westgate quay will be acceptable subject to the urban design considerations outlined above.

Archaeology

- 8.204 The site lies within a designated area of archaeological interest. Potential archaeological remains include:
- Medieval west gate
 - Roman, Saxon and Medieval quaysides and revetments
 - Remains of St Bartholomew's Hospital
- 8.205 In light of the above, any developer will be required to undertake an initial archaeological assessment prior to the submission of any planning application.

Anticipated Timeframe/Delivery

- 8.206 It is anticipated that Westgate Quay is likely to become available within the next 2-3 years subject to the relocation of the existing occupants. The City Council will work with the landowners involved to bring forward the development of this site and ensure that the existing occupants are able to relocate within the City.
- 8.207 The potential future redevelopment of the Westgate Island site will depend on the intentions of the current landowner. The City Council will continue to liaise with the landowner.
- 8.208 Westgate Car Park is already laid out for surface level parking.

Outputs (Westgate Quay)

- ❑ Enhanced gateway into and out of the City
- ❑ 170 new dwellings
- ❑ 5,000 sq. m office floorspace
- ❑ 1,000 sq. m commercial floorspace
- ❑ 100 new jobs

Priority Area 6 – The Railway Corridor

- 8.209 The Railway Corridor priority area is shown on the Proposals Map and the plan attached at Appendix 3. It includes the Railway Triangle (north and south of Metz Way), Horton Road sidings, the Great Western Road sidings and the former Telecom House site.
- 8.210 The Railway Triangle and the two sidings have previously been allocated for employment use. The former Telecom House site has previously been allocated for office use and is now intended to accommodate the relocation of the Magistrates and Crown Courts from the City Centre.

The Vision

- 8.211 The redevelopment of the Railway Triangle site creates an iconic gateway to the City Centre visible from Metz Way and the railway line. New, high quality employment floorspace will be created, providing a range of job opportunities for local people. If proposals for a new community stadium come forward on the site, these will be supported in principle as it would create a number of new job opportunities and would be a facility of significant benefit for residents of the City and of the wider region.
- 8.212 Redevelopment of the Horton Road sidings will result in the creation of new employment or, subject to the relocation of existing businesses, new housing including affordable housing. The redevelopment of the Great Western Road sidings will provide a high quality mixed-use development of employment and housing within comfortable walking distance of the City Centre.

- 8.213 All three sites will be linked through the creation of a new linear park, which will provide a new recreational and leisure facility, connecting residential areas and linking them to the City Centre and the hospital.
- 8.214 Development of the former Telecom House site will provide a modern, high quality facility for Gloucester's Magistrates and Crown Courts.
- 8.215 The redevelopment of the railway corridor will significantly uplift the environmental quality of the area and will improve the perceptions of visitors arriving in the City by train.
- 8.216 Land will be safeguarded as required in order to accommodate the potential high-speed bus link from the City Centre to the new Parkway station at Elmbridge.
- 8.217 The redevelopment of the area will be undertaken on a comprehensive basis in order to ensure the removal of bad neighbour uses to allow for the relocation of operational railway land onto the southern part of the triangle and to create a linear park connecting the whole corridor with the City Centre.

The Policy

- 8.218 Our preferred option for the railway corridor is set out below. This is based on responses received during our Issues and Options consultation, the recommendations of the GHURC, discussions with Network Rail and British Rail Residual Board and the results of the Sustainability Appraisal.
- 8.219 The schedule attached at Appendix 4 sets out the alternative options that have been considered and the reasons why the preferred option has been taken forward.

Policy CA23 – The Railway Corridor

The Railway Corridor is allocated for mixed-use development to include the following:

The Railway Triangle (Northern side)

B1, B2 or B8 employment uses or an alternative use or mix of uses of greater community benefit including a Community Stadium

Site-Specific Obligations:

- **Landmark building/s**
- **Land safeguarded for high-speed bus link**
- **Pedestrian footbridge linking to existing Horton Road sidings**
- **Provision of a new access off Metz Way**
- **Upgrading of Blinkhorn's Bridge Lane for pedestrian/cycle and emergency vehicle access**

The Railway Triangle (Southern side)

Retained for operational purposes by Network Rail

Site-specific obligations:

None

Great Western Road Sidings

Mixed-use B1 employment and residential development

Indicative Capacity/Floorspace

- 150 dwellings
- 10,000 sq. m B1 office and/or light industrial

Site-Specific Obligations:

- Mixed-use development
- Creation of a linear park with a new/improved bridge connecting to the railway station

Horton Road Sidings and land accessed off Myers Road

B1, B2 or B8 employment development, or, subject to the relocation of bad neighbour uses, residential development

Indicative Capacity/Floorspace

- 15,000 sq. m employment development; or
- 250 dwellings

Site-specific obligations:

- Land safeguarded for high-speed bus link
- Pedestrian bridge link into the Railway Triangle
- Creation of a linear park
- Highway improvements on Horton Road
- Relocation of bad neighbour uses

Former Telecom House Site

The site of the former Telecom House on Great Western Road is allocated for the development of a combined Magistrates and County Court building.

Site-specific obligations:

- Sufficient parking to be provided for visitors and staff**
- Transport assessment and Travel Plan**
- Contribution to improve the railway underpass**

General Principles

- 8.220 A comprehensive approach to the development of this area will be sought. This is because the redevelopment of the Great Western Road sidings requires the existing uses on site to be relocated onto the southern part of the Railway Triangle. Achieving access to the southern part of the Railway Triangle is dependent on the northern part being developed and a new access road being created accordingly.
- 8.221 A mixed-use development of housing and employment will be supported on the Great Western Road site in order to provide a balanced mix of housing and job opportunities in this area, which is close to the inner area where car ownership is low.
- 8.222 The Horton Road site includes some bad neighbour uses and lends itself to further employment development. However, the relocation of the bad neighbour uses would enhance the environment for existing residential areas nearby. Subject to the relocation of bad neighbour uses, residential development on this site will be supported in principle.
- 8.223 There is the opportunity to incorporate a comprehensive and dedicated route for the bus link to the new parkway station, serving the Triangle, the hospital and surrounding employment sites as well as the City Centre. Land will be safeguarded accordingly.

Urban Design Principles

- 8.224 Development of the northern part of the railway triangle will require the creation of a distinctive iconic building or buildings of exceptional quality, which will act as a positive gateway feature to what is an important entrance to the city, and act as a symbolic boost to the positive regeneration of the city.
- 8.225 Any new development of the site shall result in the creation of a new pedestrian link between Eastern Avenue and the City Centre on the northern side of Metz Way in the form of a 'green way' or 'linear community park'. Any new adjacent residential properties shall be sited so to overlook the link. The link may form part of a buffer between the road and railway and any proposed new development. The link shall also connect to the adjacent Armscroft Park, which forms an important green link/wildlife corridor, north to the A40.
- 8.226 Any new development of the site shall be designed in such a way that it improves connectivity with the surrounding residential area to the north. This will include the provision of new linkages, which shall be overlooked by any proposed adjacent residential development.

- 8.227 Any new development shall respect and enhance the existing views and glimpses of the Cathedral. New development and routes shall be aligned in order to maximise these views and glimpses wherever practical. No new development should obscure views of the Cathedral when entering the City from the east.
- 8.228 Development of the railway sidings sites will be required to integrate with and provide linkages to the surrounding areas to the north.

Traffic and Transport

Railway Triangle

- 8.229 The use of the existing access via Blinkhorn's Bridge Lane is not considered acceptable if development resulted in a material increase in traffic flows to and from the site. The only suitable means of access to serve a comprehensive re-development is considered to be off Metz Way, but access via Blinkhorn's Bridge Lane should be retained for pedestrian/cycles and for emergency vehicles.
- 8.230 Due to the strategic nature of Metz Way and the significant capacity problems already associated with the route, access to the site should be by way of a junction layout that would not result in an unacceptable increase in extra delay on Metz Way.

Horton Road Sidings

- 8.231 It will be necessary to prove that the use of Horton Road and Myers Road to access Horton Road sidings is suitable for any proposed new use. Horton Road experiences significant levels of congestion during peak periods and any impact on the highway as a result of intensification of use will have to be fully mitigated.
- 8.232 Due to the use of Horton Road as a 'rat-run', it may be possible to increase capacity by restricting access to the route. The most appropriate means of achieving this aim would be to close the level crossing to all vehicles.

Great Western Road Sidings

- 8.233 Vehicular access to Great Western Road Sidings would be achieved off Great Western Road itself, either by utilising and improving existing accesses or by the provision of a new access. The additional traffic generated by any development is anticipated to have a material impact on the Great Western Road/London Road junction which already experiences congestion during peak periods and it is likely that this junction would need to be managed by way of signals.

Former Telecom House

- 8.234 Vehicular access to the site is via two points on Great Western Road. Pedestrian access is via the footway along Great Western Road with links via a subway under the railway lines to the railway and bus stations and the City Centre.

- 8.235 The developer of the site will be required to produce a Transport Assessment and Travel Plan.
- 8.236 The Courts requirement for parking for employees is met by the provision of 80 spaces including a minimum of 4 disabled spaces.
- 8.237 Covered and secure cycle parking should be provided sufficient to meet the modal share targets for cycling identified in the Transport Assessment.

Density

- 8.238 Any residential development that comes forward should be at a minimum net density of 40 dwellings per hectare.
- 8.239 A mix of dwelling types will be expected.

Archaeology

- 8.240 The western end of the Railway Triangle site is designated an Area of Principal Archaeological Interest (APAI) due to the discovery of two Roman lead coffins (in 1847 and 1917) suggesting the presence of a Roman Villa.
- 8.241 It is likely therefore that prior to any development of the triangle site archaeological field evaluations will be required in order to determine the presence of additional archaeology on the site.

Other Key Issues /Requirements

- 8.242 As part of the redevelopment of this area, the local planning authority will require a linear community park to be implemented so that an additional safe and secure pedestrian and cycle routeway is provided to the site from the City Centre.
- 8.243 The linear park should be well surveyed and creatively lit providing safe pedestrian / cycle access to the site 24 hours a day.

Anticipated Timeframe/Delivery

- 8.244 As set out previously, the comprehensive redevelopment of this area is dependent on the implementation of the northern part of the railway triangle as this will provide the necessary access into the southern part that will facilitate the relocation of network rail's activities from Great Western Road.
- 8.245 This area is one of the GHURC priority areas and it is anticipated that a development scheme will come forward on the Triangle within the next 3 years. The redevelopment of the whole area could therefore come forward in the next 5 years.
- 8.246 It is considered that the Elmsbridge Parkway bus link may take longer to implement, however, land will be safeguarded for this purpose within any scheme.

Priority Area 7 – The Canal Corridor

- 8.247 The Canal Corridor is a large linear strip of land located on either side of the Gloucester – Sharpness Canal stretching down from Madleaze Industrial Estate to the two-mile bend.
- 8.248 The Canal Corridor is characterised by diverse mix of employment, residential, retail and other commercial development although the proximity to the Canal and good road links to Bristol and the South West have meant that the area has an industrial focus.
- 8.249 Key sites within the Canal Corridor include:
- British Gas (Transco) site
 - St.Gobaine/Contract Chemicals/Wellman Graham site
 - Monk Meadow Trading Estate
 - Madleaze Industrial site
 - BT Depot, adjacent to Hempsted Swing Bridge
 - Land at Netheridge
 - Land between Bristol Road and the Canal
- 8.250 Land south of Monk Meadow Dock already benefits from planning permission for mixed-use residential and employment development.

The Vision

- 8.251 The Canal Corridor delivers important local employment and the opportunity to meet the identified need for family and affordable housing close to the city centre in the longer-term. It is an important gateway to the City, a key public transport route and a valuable recreational resource for local residents.
- 8.252 New employment land and premises builds on the existing strengths of the area, encourages the growth of small businesses, and provides expansion and relocation space for existing businesses in the GHURC area.
- 8.253 New residential development meets the growing need for family and affordable housing close to the City Centre, and improves the quality and accessibility of the canal corridor for local residents.
- 8.254 A new designated Local Centre on along Bristol Road will provide a concentration of small-scale shops designed to serve the local area.
- 8.255 Development of land at Netheridge will provide a new rowing club for Gloucester, together with a new site for an open market that can also be used as a showground. The provision of a 'park and float' facility provides a sustainable alternative to the private car that will also act as an important tourist attraction.
- 8.256 Because this is such a large area we have prepared individual policies for each of the key sites. These are set out below.

Land between the Canal and Bristol Road

- 8.257 There is a large triangular 'wedge' of existing mixed-use development between the Canal and the Bristol Road. This serves an important employment function although includes a number of commercial and residential uses.
- 8.258 Parts of this area are underused or have the potential to be used much more efficiently than is the case at present. Furthermore, the area presents a poor outlook to canal users and people travelling along Bristol Road. This is a key gateway into the City and currently the mix and type of uses present create a poor impression.
- 8.259 We sought views on this area at the Issues and Options stage and whether it would be appropriate to try and introduce mixed-use development which would provide the opportunity for new housing including family housing, whilst retaining the predominantly employment function of the area.
- 8.260 In response, we received good overall support for this approach.
- 8.261 The redevelopment of the area also provides the opportunity to create improved pedestrian linkages east-west, in order to improve access to the canal side. A new canal side pedestrian walkway would provide a valuable asset and improve pedestrian access into the City Centre.
- 8.262 Because we have a forecast surplus of housing land we will support the longer-term redevelopment of this area in the period post-2013. This will allow time for a detailed planning brief for this area to be prepared and for the orderly relocation of businesses where this is necessary.
- 8.263 Our draft policy is set out below. Appendix 4 sets out the different options that have been considered for this area and the reasons the preferred option has been taken forward.
- 8.264 A planning brief for this area will be produced as part of the Local Development Framework in due course.

Policy CA24 – Land Between the Canal and Bristol Road

Mixed-use redevelopment proposals within the area of land between Bristol Road and the Canal will be supported in principle in the period post-2013 subject to the retention of employment opportunities and the retention of the overall employment led function of the area in accordance with a comprehensive masterplan for the area.

Comprehensive development proposals will be encouraged.

All new development will be expected to exploit the canal-side location and to provide improved linkages to the canal side. Contributions will be sought towards the creation of a new canal-side pedestrian walkway and a potential new canal footbridge linking communities east and west of the Canal.

Industrial Sites, Bristol Road

- 8.265 The St. Gobaine/Contract Chemicals/Wellman Graham sites on Bristol Road are largely vacant and provide the opportunity for redevelopment. Views on these sites were sought at the issues and options stage in particular whether it would be appropriate to retain the existing draft allocation set out in the Local Plan (2002) which is for housing and employment.
- 8.266 In response we received good support for maintaining the allocation. This is reflected in the draft policy set out below. Commercial Estates Group Limited are actively pursuing redevelopment of the whole site and have taken ownership of the former Wellman Graham and St Gobaine Abrasives sites.

Policy CA25 – Industrial Sites, Bristol Road

The vacant industrial sites on Bristol Road are allocated for mixed-use residential and employment development.

Indicative Capacity/Floorspace

- 250 dwellings

Site-specific obligations

- Contributions towards the removal of the railway bridge and the provision of bus priority on Bristol Road**
- Comprehensive scheme guaranteeing the removal of all bad neighbour uses**
- Ground remediation as appropriate**
- Flood Risk Assessment**

Monk Meadow Trading Estate

- 8.267 The Monk Meadow Trading Estate is shown on the Proposals Map. There are a number of commercial buildings present on site. At the Issues and Options consultation stage we invited views on whether it would be appropriate to allocate the site for mixed-use housing and employment development. Redevelopment of the site at a higher density than is currently the case, provides the potential opportunity to create new housing in an attractive canalside setting, whilst retaining job opportunities.
- 8.268 We received good support for this approach. However, access to the site can only be gained from the norththrough a site, which already has planning permission for housing and employment development. It may be inappropriate for employment related traffic to use roads intended for residential purposes. Allocating the Monk Meadow Trading Estate for mixed-use development has the potential to cause problems in terms of the juxtaposition of employment and residential traffic. For this reason, we have allocated the site for residential development only. This is consistent with the recommendations of the GHURC's Regeneration Framework. Your views on this issue are welcome.

Policy CA26 – Monk Meadow Trading Estate

Monk Meadow Trading Estate is allocated for residential development

Indicative Capacity/Floorspace

– 125 dwellings

Site-specific obligations:

- Pedestrian links to wider area**
- Contributions towards a car club for the City**
- Flood Risk Assessment**

British Gas (Transco) Site

- 8.269 The British Gas (Transco) Site is located on Bristol Road. It is a large site and is heavily contaminated by previous uses. The site has for some time been allocated for employment although this has not come forward. At the Issues and Options stage, we invited views on the future development of this site and whether we should continue to allocate it for employment or whether other uses including potentially residential development should be sought.
- 8.270 Having regard to consultation responses we received, the City's housing requirement and the nature of the surrounding uses we do not consider the site to be suitable for residential development. Our preferred option is to retain it for employment use. The site will play a valuable role in accommodating existing companies that may be displaced as a result of new development taking place

elsewhere in the Central Area. It is recognised that gap funding of some sort may be necessary to promote the development of this heavily contaminated site.

- 8.271 A further possibility, views on which were not sought at the Issues and Options stage, would be the provision of a retail warehouse club on the site as part of any employment development. These are cash and carry type retail operations that have a predominantly trade-based membership but are also open to members of the public who meet a number of specific criteria. We know there is demand from the operator Costco for a site in Gloucester. We would welcome your views on whether this is an appropriate location.

Policy CA27 – British Gas (Transco) Site

The British Gas site on Bristol Road is allocated for employment use (B1, B2 or B8 employment classes).

Site-specific obligations:

- Contributions towards the removal of the railway bridge and the provision of bus priority on Bristol Road**
- De-contamination of site**
- Transport assessment**
- Travel Plan**
- Flood Risk Assessment**

An alternative use or mix of uses may be permitted if the developer is able to demonstrate that the proposal would offer greater potential benefit to the community.

BT Depot

- 8.272 There is an area of land owned and used by BT adjacent to Hempsted Swing Bridge. The site was not discussed at the Issues and Options stage but was put forward in response for suggested residential development.
- 8.273 The site is located within the floodplain and also the cordon sanitaire boundary around Netheridge sewage treatment works. For these reasons, we do not consider it appropriate for residential development. The site is however an existing employment use and is considered suitable for continued employment use subject to the issue of potential flood risk being fully addressed.
- 8.274 Odour from the sewage works would be much less of a problem for employees than for domestic residents who potentially could be on-site 24 hrs per day.
- 8.275 Our draft policy is set out below. This site was not discussed at the Issues and Options stage. Your views are welcome.

Policy CA28 – BT Depot

The BT Depot adjacent to the Hempsted Swing Bridge is allocated for B1 office/light industrial development

Indicative Capacity/Floorspace

10,000 sq. m office/light industrial floorspace

Site-specific obligations:

- Flood Risk Assessment

Land at Netheridge

- 8.276 There is an area of land at Netheridge located between the south west bypass and the Canal. It is open space that forms part of the floodplain and landscape conservation area.
- 8.277 The constraints affecting the site mean that significant built development will not be acceptable. We believe however that it may be possible to introduce modest development subject to the issue of flood risk being fully addressed and incorporating appropriate landscaping.
- 8.278 In particular, we believe the site should be allocated for mixed-use development to include an open market with ancillary facilities, showground, new rowing club and 'park and float' scheme (i.e. park and ride but using a boat rather than a bus).
- 8.279 This is reflected in the draft policy below. Please note: views on the potential development of this site were not sought at the Issues and Options stage. Your views are welcome.

Policy CA29 - Land at Netheridge

Land at Netheridge is allocated for mixed-use development to include: open market with ancillary facilities, showground, new rowing club and 'park and float' scheme.

Site-specific obligations:

None.

Bristol Road Local Centre

- 8.280 In view of the potential development of additional housing within the canal corridor including the area between the Bristol Road and the Canal, we consider it appropriate to introduce a new Local Centre on Bristol Road. There are already a number of retail uses along Bristol Road and the designation will help to focus these and will provide the Council with additional control in relation to the distribution of retail and non-retail uses.
- 8.281 Views on the designation of Local and District Centres were sought at the Issues and Options stage. Although we received good support for the designation of these centres, no new ones were put forward. Your views on the designation of a new Local Centre along Bristol Road are welcome.

Policy CA30 – Bristol Road Local Centre

Land at Bristol Road as shown on the Proposal Map is designated as a Local Centre and will be safeguarded accordingly.

General Principles

- 8.282 The southern end of the canal corridor should retain its existing employment focus. There is however the opportunity to create a more appropriate mixed use approach to the northern end of the corridor.
- 8.283 Residential uses should ensure that access is enhanced to the canal and that the waterfront is improved for recreation and as a walking and cycling route to the city centre.
- 8.284 The Bristol Road remains a key vehicular route, but the opportunity exists to introduce traffic management and environmental improvements following completion of the south west bypass.
- 8.285 It is essential to maintain a balance between retaining employment for future growth, as well as providing a mix of uses and some residential development where appropriate. The role of the Canal Corridor in providing for local employment, close to relatively deprived communities will therefore be maintained.
- 8.286 In transport terms, opportunities exist to improve both the canal towpath heading south of the city centre and the connections that link it with the city centre. There is also the potential to create a canal-side walkway on the east bank.
- 8.287 Financial contributions towards the provision of pedestrian facilities including a canal-side walkway and potentially a pedestrian footbridge will be sought where appropriate.

- 8.288 The Canal Corridor should provide space for a range of employment activity. This will help to accommodate existing uses that may be displaced as a result of redevelopment on other sites in the City Centre.
- 8.289 Residential development within the Canal Corridor should provide a variety of dwelling types in order to meet the identified need for family and affordable housing in a location that is highly accessible to a range of employment and city centre facilities.
- 8.290 Retail uses within the new Local Centre will be of a scale that is appropriate to a Local Centre – in other words, designed to serve a local function.

Urban Design Principles

- 8.291 The canal corridor is a key approach into the City by road and water. High-quality development will be sought in order to improve the perception of visitors arriving from the south.
- 8.292 Development proposals should seek to increase permeability through the area particularly east – west from Bristol Road through the canal-side.
- 8.293 New development fronting the canal should be designed to reflect the waterfront setting.
- 8.294 Housing should overlook the waterfront to provide natural surveillance of pedestrian routes.

Traffic and Transport

Land Between Bristol Road and the Canal

- 8.295 Bristol Road is a significant barrier to movement and the provision of the Gloucester South West Bypass offers the opportunity to make Bristol Road into a high quality public transport corridor, by re-allocating the spare capacity on the route generated by the bypass to buses and other more sustainable modes of travel.
- 8.296 However, the redundant road bridge over the disused railway line, by virtue of its limited width and vertical alignment, will severely limit the options available and is seen as a major obstacle to encouraging the use of buses, cycling and walking. The removal of the bridge is key to achieving the modal share targets of the LTP for both the general area and this site in particular.
- 8.297 Direct frontage vehicular access onto Bristol Road would generally be resisted to protect this public transport corridor but private driveways serving between 3 and 5 dwellings could be supported. Vehicular access to the canal side frontage could be achieved by utilising and improving the existing points of access onto Bristol Road or by providing a loop road designed to a Home Zone standard starting at the Tuffley Avenue junction and finishing near to the Madleaze Trading Estate junction.

- 8.298 Good quality pedestrian and cycle routes will be required linking to facilities on the existing network. A mobility audit will be required covering the pedestrian routes to the nearest bus stops, primary and secondary schools and the nearest convenience store.

Monk Meadow Trading Estate

- 8.299 The only means of vehicular access to the site should be provided from the existing private access road to the north of the site, although this road will need to be brought up to an adoptable standard and made public highway. No direct vehicular access will be permitted off Secunda Way.
- 8.300 Good quality pedestrian and cycle linkages will be required within the site and linking to the existing footway on Secunda Way and the canal side towpath . Parking provision is not to exceed the Council maximum standards and covered and secure cycle parking is not to be less than the Council's minimum standards.
- 8.301 A Travel Plan and Transport Assessment will be required.
- 8.302 The only means of vehicular access to the site should be provided from the existing private access road to the north of the site, although this road will need to be brought up to an adoptable standard and made public highway. No direct vehicular access will be permitted off Secunda Way.
- 8.303 Good quality pedestrian and cycle linkages will be required within the site and linking to the existing footway on Secunda Way and the canal side towpath . Parking provision is not to exceed the Council maximum standards and covered and secure cycle parking is not to be less than the Council's minimum standards.

British Gas (Transco) Site

- 8.304 The primary means of vehicular access to the site is to be achieved off Bristol Road by way of a traffic signal controlled junction incorporating bus priority. A secondary vehicular access could be achieved off St Albans Road, although measures should be incorporated into the internal highway design to ensure that that the total number of vehicle using this route is restricted to an acceptable level. No other points of vehicular access would be permitted.
- 8.305 Good quality pedestrian and cycle links will be required within the site itself and linking Bristol Road to Shakespeare Avenue.
- 8.306 A Transport Assessment and Travel Plan will be required.

Contract Chemicals/St. Gobaine/Wellman Graham Sites

- 8.307 The primary means of vehicular access to the site is to be achieved off Bristol Road by way of a traffic signal controlled junction incorporating bus priority. A secondary vehicular access can be achieved off Tuffley Crescent by way of a priority controlled T junction, although the number of dwellings accessed via this point should be limited to ensure that the total number of vehicle movements is no greater than that associated with the previous use on the site. The existing vehicular access off Newark Road should be permanently closed and modified to a pedestrian and cycle access only.
- 8.308 A high quality pedestrian and cycle route should be provided through the site joining Tuffley Crescent to Bristol Road and Newark Road. External walking routes to the nearest bus stops, primary and secondary schools, and the nearest convenience shop should be mobility audited.
- 8.309 A Transport Assessment and Residential Travel Plan will be required.

Density

- 8.310 High-density development will generally be acceptable in this location subject to the need to provide a mix of house types.

Archaeology

- 8.311 The area is not within an area of Principal Archaeological Interest. The industrial sites on Bristol Road (Contract Chemicals, Wellman Graham and St. Gobaine) are however in the vicinity of the Roman Road. A controlled watching brief would be secured by planning condition in any development.

Other Key Issues /Requirements

- 8.312 This is a large tract of land in multiple ownerships with numerous occupants. It serves an important employment function and we recognise this. Where we receive mixed-use development proposals that introduce residential development, particularly along the canal, whilst retaining employment opportunities, these will be considered favourably.

Anticipated Timeframe/Delivery

- 8.313 The redevelopment of this large area is likely to come forward in stages. We know for example that considerable progress is being made in terms of a redevelopment proposal for the St.Gobaine/Contract Chemicals/Wellman Graham sites. Whilst other sites within the corridor are still occupied and likely to remain so for some time.
- 8.314 Comprehensive development proposals will be encouraged in the interests of the proper planning of the area. The City Council will work with the GHURC and landowners in order to bring forward appropriate schemes within this area.

Outputs

- 1,000 dwellings (GHURC estimate)
- Employment focus of area retained
- New canal-side pedestrian/cycle link provided
- Environmental enhancements to the overall area

Former ‘Kid Zone’ activity centre

- 8.315 There is a vacant site on Great Western Road, which was previously occupied by a children’s activity centre known as ‘Kidzone’. Some of the site is vacant, some is used for parking. The site is shown on the Proposals Map.
- 8.316 The site is very sustainable lying within comfortable walking distance of the City Centre where a wide range of shops and services are available. There appears to be no interest in continuing the existing use of the building.
- 8.317 At the Issues and Options stage, we suggested that the site might be suitable for residential and/or office development given its close proximity to the City Centre.
- 8.318 In response, we received good support for the redevelopment of this site for both residential and employment development. Unfortunately it has come to light that not all of the site is available. This reduces the site area and reduces the scope for a mixed-use residential and employment scheme. Our preferred option is therefore for residential development. This is set out in draft Policy CA25 below.
- 8.319 The schedule attached at Appendix 4 sets out the alternative options that have been considered and the reasons why the preferred option has been taken forward. If the wider site area were to come forward for mixed-use residential and employment development, this would be supported in principle.

Policy CA31 – ‘Kid Zone’ Activity Centre

The former ‘Kid Zone’ activity centre as shown on the Proposals Map is allocated for residential development.

Indicative Capacity/Floorspace

20 dwellings

Site-specific obligations

- **Contribution towards a car club for the City**
- **Noise and vibration mitigation if required**
- **Financial contribution towards upgrading of existing subway between Great Western Road and George Street**
- **Contributions towards improvements to the Great Western Road / London Road junction**
- **Flood Risk Assessment**

Urban Design Considerations

- 8.320 High-quality development will be required in terms of layout and overall design including proposed materials. Noise mitigation may be required.
- 8.321 Important views should be safeguarded. Development should reflect the local context. A design statement will be required.

Traffic and Transport

- 8.322 Access to be provided from Great Western Road. Contributions towards a car club will be required. Parking will be expected to accord with the Council's maximum parking standards. Reduced parking will be considered having regard to potential impact on highway safety and amenity.
- 8.323 Any intensification of use of the site will result in contributions being sought towards mitigation works at the Great Western Road / London Road junction to improve highway capacity.

Density

- 8.324 High-density development will be encouraged in this location subject to design considerations and impact on adjoining properties.

Archaeology

- 8.325 The site lies within an Area of Principal Archaeological Interest. The site is previously developed however and it is not anticipated that there is anything of remaining importance.

Other Key Issues /Requirements

- 8.326 Any scheme in this location will be expected to have regard to the potential issue of rail noise and vibration.

Anticipated Timeframe/Delivery

- 8.327 There is known developer interest in the site. For these reasons we would anticipate that a development scheme for this site will come forward in the next 2 years.

Outputs

- 20 dwellings

Cedar House, Spa Road

- 8.328 Cedar House is a large, 1960s office block located on Spa Road within a designated Conservation Area. The building is presently occupied by the Department of Work and Pensions. It is a rather unattractive building and appears incongruous in the street scene. The site is shown on the Proposals Map.
- 8.329 Re-location of the Department of Work and Pensions would provide the opportunity to redevelop the site and in the process, improve its contribution to the character of Conservation Area.
- 8.330 At the Issues and Options stage we invited views on the future of this site and in response, received strong support for a number of different uses with some support for the retention of the employment function of the site.
- 8.331 Having regard to the consultation responses and the results of the Sustainability Appraisal as well as the overall position concerning housing land supply and employment land availability, our preferred option for this site is for it to be redeveloped as offices. This would retain the employment function of the site and also provide the opportunity to create a much more attractive development reflecting the character of the Conservation Area.
- 8.332 The schedule attached at Appendix 4 sets out the alternatives that have been considered for this site and the reasons why the preferred option has been taken forward.

Policy CA32 – Land at Cedar House, Spa Road

Land at Cedar House is allocated for B1 office development

Capacity

- 5,000 sq. m office floorspace

Site-Specific Obligations:

- None

Urban Design Considerations

- 8.333 The site is located within a designated Conservation Area and is in close proximity to a number of listed buildings. Any redevelopment of this site would be required to have regard to the character of the area and the pattern and grain of the existing buildings in the locality.

Traffic and Transport

- 8.334 Vehicular access to be retained onto Spa Road. Parking to be provided in accordance with the Council's approved parking standards. Transport Assessment and Travel Plan required to be submitted as part of any planning application.

Density

- 8.335 A relatively high-density development will be encouraged subject to the need to respect and enhance the character of the Conservation Area.

Archaeology

- 8.336 The site is located within an area of Principal Archaeological Interest. An initial archaeological assessment should therefore be undertaken prior to the submission of any planning application.

Anticipated Timeframe

- 8.337 Redevelopment of this site may be subject to the relocation of the existing occupant. It is not known when this will take place although it is envisaged that it could be within the next 5 years.

Outputs

- ❑ 5,000 sq. m office floorspace
- ❑ Positive enhancements to the Conservation Area

Existing Commitments

8.338 There are a number of sites within the Central Area that already benefit from planning permission for various uses. These are summarized in the tables below and are shown as commitments on the Proposals Map. The commitments are taken from the Housing Monitoring Report April 2006, any permissions since the beginning of April 2006 are not shown as commitments.

Table 2 – Central Area Housing Commitments

Reference	Address	Dwellings Under Construction (as of 31/03/06)	Dwellings Not Started (as of 31/03/06)
HC.1	Corner of Southgate Street and Trier Way	0	49
HC.2	104 Northgate Street	0	33
HC.3	33 Brunswick Road	13	0
HC.4	109/111 Southgate Street	0	14
HC.5	107 Southgate Street	0	17
HC.6	52-54 Northgate Street and 2 St. Aldate Street	22	0
HC.7	Black Swan Hotel	0	22
HC.8	Land at 4 Spa Road	13	0
HC.9	163/165 Southgate Street	0	12
HC.10	Judge's Lodgings	16	0
HC.11	Biddles and Shipton Warehouse, The Docks	32	0
Total		96	147

Source: Gloucester City Council Housing Monitoring Report April 2006

Table 3 – Central Area Mixed-Use Commitments

Reference	Address	Land Uses	Dwellings Under Construction (as of 31/03/06)	Dwellings Not Started (as of 31/03/06)
MC.1	Former Kwik Save site between Worcester Street and Blackdog Way	Residential with ground floor office, food and drink or retail.	0	88
MC.2	Land south of Monk Meadow Dock	Residential and employment	0	221
MC.3	Land adjacent to Llanthony Priory	New GLOSCAT campus	N/a	N/a
MC.4	The Barge Arm, The Docks	Residential with ancillary retail	84	0
MC.5	St. Oswald's Park	Mixed use including comparison goods retailing, employment, food and drink, leisure and residential	0	650
MC.6	Gloucester Quays	Factory Outlet Centre, Foodstore, Residential, Employment, Hotel, Commercial Leisure.	0	1,000
Total			84	1,959

Source: Gloucester City Council Housing Monitoring Report April 2006

8.339 Particularly important will be the redevelopment of the Gloucester Quays area. This is a significant regeneration project that will have a large influence on the City and will help to attract further investment and regeneration within the Central Area. 1,000 new homes and around 3,000 jobs will be created.

9. GENERAL POLICIES

9.1 In this section, we set out a number of general policies that apply across the whole Central Area. These are designed to address the aspects of the vision and strategic objectives outlined earlier that haven't already been covered by the policy designations and site allocations.

9.2 A number of specific topics are addressed in this section including:

1. Housing
2. Learning Skills and Employment
3. Transport
4. Health
5. Design
6. Heritage
7. Evening Economy
8. Tourism and Culture
9. Community Provision
10. Environment
11. Land assembly
12. Partnership working

Housing

Use of Upper Floors for Residential

9.3 In the Central Area in particular there are many vacant floors above commercial premises. We have supported a number of successful 'Living Over the Shops' schemes and will continue to provide assistance to help re-populate the commercial core. This will increase the vitality of the centre supporting other related uses such as bars and restaurants. Making use of redundant and under-used buildings also helps meet housing needs without using more land.

Policy CA33 – Use of Upper Floors for Residential

The City Council will encourage and permit the use of the upper floors of commercial buildings for residential use in the Central Area.

Improving Residential Environments

9.4 The maintenance and improvement of established residential areas and housing will be encouraged through a variety of our initiatives including The Empty Homes Strategy, traffic management, and by giving Improvement Grants.

9.5 There are about 11,000 dwellings in the city that were built before 1919 and the future life of these properties is important to meeting housing needs.

Policy CA34 - Improving Residential Environments

Within established residential areas and throughout the Central Area the City Council will:

- 1. Promote the rehabilitation and redevelopment of vacant sites and buildings that are the subject of closing or demolition orders.**
- 2. Encourage the revitalization and renewal of older housing stock including property and environmental improvement and maintenance.**
- 3. Continue to implement traffic management measures, giving priority to areas where congestion, through traffic or highway safety is a problem.**
- 4. Support the re-location of non-conforming bad neighbour uses and the redevelopment of their sites for housing, open space or car parking/garages where appropriate.**

Housing in the Central Area

- 9.6 New housing will be particularly encouraged in the Central Area and will be sought as part of the mix of uses on all significant development proposals.

Policy CA35 - Housing in the Central Area

Housing will be expected as part of the mix of uses in all significant development proposals in the Central Area.

Housing Mix

- 9.7 A mix of dwelling types on sites is important for providing local choice and building balanced communities. It also adds to variety and visual interest in the built environment. The Gloucester Housing Needs Survey (2005) demonstrates the need for a mix of different house types to meet people's needs.
- 9.8 The need for a mix of housing types in the Central Area is also an issue that has been raised during our initial issues and options consultation. We will therefore expect new residential development wherever possible, to include a mix of dwelling types having regard to the need to create balanced communities, meeting the specific needs for certain dwelling types and the type of development proposed.
- 9.9 Affordable housing will be sought on residential schemes of 15 or more dwellings or where the site is larger than 0.5 hectares, irrespective of the number of dwellings in accordance with Core Policy 4 (refer Core Strategy).

Policy CA36 – Housing Mix

Residential development within the Central Area will be expected to include a mix of different dwelling types including family housing on appropriate sites.

Affordable housing will be sought on residential schemes of 15 or more dwellings or 0.5 hectares or larger, irrespective of the number of dwellings.

Learning, Skills and Employment

- 9.10 We know from our earlier baseline appraisal that the Central Area is characterised by low rates of economic activity and higher than average unemployment.
- 9.11 The physical regeneration that will take place in the Central Area will provide new employment opportunities both in the short-term, through construction and in the longer term through permanent positions.
- 9.12 We need to ensure that those most in need of employment are able to take advantage of the job opportunities that come forward. This means ensuring they have the right skills and the ability to access those opportunities.
- 9.13 In Greenwich, London, an employment scheme has been in place for some time in order to ensure that local people are able to benefit from employment opportunities arising through the regeneration of the area. Financial contributions are sought from developments towards the ongoing operation of a local employment agency.
- 9.14 In Gloucestershire, there is a scheme called 'Constructive Gloucestershire' which aims to assist employers in the construction industry, working in Gloucestershire in meeting their labour and skills requirements. The aim of the scheme is to recruit people interest in entering the industry and to provide assistance to their employers by the provision of funding and training courses to meet their business needs.
- 9.15 We are looking to build on this existing scheme and introduce a new scheme similar to that which has been set up in Greenwich. The new programme will be called the Learning, Skills and Employment Initiative (LS&E). This will be a three way brokerage service that benefits residents, employers and learning providers.

- 9.16 The aim is to match local residents successfully to the employment opportunities that arise from regeneration, providing appropriate advice, guidance and skills development. Benefits will include:
- ❑ More local education and training opportunities
 - ❑ More local residents (of all ages) taking up opportunities to learn
 - ❑ Clear and accessible information about regeneration-linked jobs
 - ❑ Advice and guidance available to all local residents
 - ❑ Easier ways for local residents to apply for local jobs
 - ❑ Increased local employment and/or higher quality jobs
 - ❑ Recruitment costs minimised by using the brokerage service
 - ❑ Redeployment and transport costs minimised through local employment
 - ❑ A strong relationship between employers and local communities

Policy CA37 – Learning, Skills and Employment Initiative

Financial contributions will be sought from major new development in the Central Area towards an employment brokerage service to be established through the Learning Skills and Employment (LS&E) Initiative.

Managed Workspace

- 9.17 Evidence set out in the Gloucestershire Workspace Strategy and the Council's Economic Development and Tourism Strategy (2005) suggests that there is a need for managed workspace suitable for small and new businesses.
- 9.18 A good example of this type of scheme is Morelands Trading Estate where managed workspace units are available for small and medium sized local businesses. Rents are affordable and they are therefore suitable for new businesses looking for premises on a flexible basis.
- 9.19 We will support proposals for similar enterprises within the Central Area.

Policy CA38 – Managed Workspace

The City Council will positively support proposals for new, managed workspace within the Central Area.

Education and Training

- 9.20 Rates of educational attainment in Gloucester are lower than average and this is pronounced in Westgate Ward for certain age groups. In light of this, we will seek to improve the educational and training opportunities available to young people and adults within the Central Area.

- 9.21 In particular, we will work in close partnership with the County Council as the Local Education Authority, GLOSCAT, the University of Gloucestershire and other relevant organisations and agencies in order to identify suitable opportunities for new and/or enhanced provision of education and training facilities.
- 9.22 We have identified the Gloscat media site as being suitable for the creation of a new Neighbourhood Resource Centre (NRC). NRCs are centres that offer help and support for local people and provide opportunities for people to develop and learn new skills. We will positively support similar proposals elsewhere in the Central Area.

Policy CA39 – Education and Training

The City Council will work in partnership with relevant organisations and agencies in order to identify opportunities for new and/or enhanced provision of education and training facilities in the Central Area.

Existing education and training facilities will be protected from redevelopment or change of use to other uses unless it can be demonstrated that they are surplus to current and future likely requirements.

Transport

Creating Attractive Routes to the Centre

- 9.23 There are important gateways into the City Centre from the west, east and south. A number of key routes into the centre are however unattractive. We will therefore expect new development alongside key routes into the City Centre to be of high quality in order to improve the appearance of these routes to residents and visitors.

Policy CA40 - Creating Attractive Routes to the Centre

New development alongside main routes to the centre will be expected to be of a high quality to make the routes more attractive to residents and visitors.

This will include well-designed buildings and spaces and, where appropriate, landscaping of the route in the vicinity of the development.

The appropriate redevelopment of existing poor quality development alongside these routes will be encouraged.

Parking

- 9.24 The level of public and private car parking provided in the city centre will have a major influence on delivering sustainable transport objectives and in achieving the aspiration for a high quality environment in the City Centre. At the same time it is also important to ensure that as the city develops an appropriate level of car parking is provided to maintain the vitality of the centre and increase the attractiveness of Gloucester as a place to do business
- 9.25 Consultants acting on behalf of the GHURC have prepared a parking strategy as part of their Regeneration Framework. The strategy recommends that the overall level of public parking within the Central Area should be maintained subject to major new development sites such as Blackfriars providing appropriate levels of new parking in order to meet their operational requirements.
- 9.26 The basis of this strategy is that any increase in journeys to the city centre will be accommodated through increases in the sustainable modes of transport, including walking, cycling, public transport and park & ride.
- 9.27 The provision of new car parks in edge of centre locations on key approaches to the City Centre will provide the opportunity to rationalise car parking within the City Centre and free up a number of car parking sites for new forms of development.
- 9.28 In order to encourage alternative modes of transport to the car, priority will be given to the provision of short stay public car parking to cater for the needs of shoppers and visitors to the Central Area.
- 9.29 Increases in the use of alternative means of travel to the city centre such as Park and Ride, as well as increases in the use of local bus services, may also allow a shift of some long stay car parks to short stay.
- 9.30 New car parks will be identified in appropriate locations on the periphery of the Central Area.
- 9.31 In mixed-use developments, high-density development will be expected. Higher densities of development generally require more parking per hectare than low-density schemes. This may be provided in multi-storey car parks. Also where the opportunity exists, we will seek shared-use parking.
- 9.32 The cost of parking is a major factor when deciding whether or not to use the private car. We will continue to give priority to short stay parking and will continue to ensure that the difference in pricing levels between long and short stay parking is not decreased.
- 9.33 Consistent pricing throughout the Central Area is necessary to discourage longer trips to cheaper car parks. In developments that include an element of public parking we will seek an agreement that charges will be comparable to those in public car parks, and that a regular review is undertaken to maintain the compatibility.

- 9.34 Developers providing public car parking will be expected to enter into an agreement under S.106 of the 1990 Act to ensure consistent charging is applied in the Central Area.

Policy CA41 - Central Area Parking

The City Council will:

- 1. Maintain the level of public car parking available.**
- 2. Give priority to parking in the Central Area for use by shoppers and tourists.**
- 3. Reduce the level of commuter parking.**
- 4. Require sites for new short stay car parks to be identified as part of major mixed-use development proposals**
- 5. Encourage the provision of new car parking in appropriate locations close to the inner relief road.**

In major development schemes the City Council will seek shared use parking whenever possible.

The City Council will seek to ensure that a consistent charging system is applied throughout the Central Area that reflects the priority given to short stay car parking.

Public Transport

- 9.35 In order to improve the accessibility between Central Area sites we will seek to introduce frequent cross centre bus services that link the major attractions and facilities such as the hospital, retail centres, employment and leisure facilities and the rail station.
- 9.36 Detailed routes will be established in conjunction with the Highways Authority and public transport operators. The routes will not prejudice the operation of existing or any proposed pedestrian priority schemes in the Central Area.

Policy CA42 - Cross Centre Public Transport Service

In determining planning applications for development that will attract a large number of people within and adjacent to the Central Area, the City Council will seek to enter into an agreement under S.106 of the 1990 Act, for developers to fund the introduction and operating costs of a Central Area public transport service, or an extension to existing bus services.

- 9.37 Quick and easy changes between different forms of transport such as buses and trains are essential to encourage people to use cars less. An area around the existing train station and proposed new bus station is identified on the proposals map where public transport services should be concentrated and facilities for passengers improved.
- 9.38 We will work with the service operators, Railtrack and developers to try to improve the efficiency and attractiveness of the bus and rail stations as well as the footpaths to these facilities from the surrounding areas.

Policy CA43 - Enhancing the Bus & Rail Interchange

The City Council will seek the enhancement of the bus and rail interchange.

The City Council will work with the highway authority and public transport operators to ensure that bus services are routed through the area shown on the proposals map as a bus and rail interchange.

In determining planning applications for development in the Central Area, the City Council will seek to enter into a legal agreement for developers to fund improvements to pedestrian routes from the bus and rail interchange to their developments.

Pedestrian and Cycle Links

- 9.39 Public rights of way are an essential part of the City's pedestrian network and provide an important recreational facility as well as useful shortcuts in the built environment. The Definitive Rights of Way map will be used to ensure that the present footpath network is protected and where possible, improved.
- 9.40 Where a proposed new development threatens an existing route, improvements and new provision will always be sought. Routes we would like to see included are for example, circular walks at the Riverside Meadows, and foot/cycle path routes through the Central Area from St. Oswald's Park to the Monk Meadow area as well as a new riverside walk at Westgate Quay and a canal side pedestrian walkway within the canal corridor. It is particularly important to provide pedestrian routes, and associated facilities such as signs and interpretation boards, along the River Severn and the canal-side.
- 9.41 We will therefore seek to enter into legal agreements with developers of land adjacent to these attractive watercourses to provide access for pedestrians and, where appropriate, cyclists, accompanied by appropriate interpretation facilities.

Policy CA44 – Pedestrian and Cycle Linkages

Priority will be given to the needs of pedestrians and cyclists in order to reduce car use and congestion.

Where appropriate, new development will be required to provide or contribute towards the provision of, new and/or enhanced pedestrian and cycle links including new bridges.

In particular, improved links will be sought between key sites and attractions. This will include links between the City Centre and the waterfront areas including the Docks and Gloucester Quays and between the railway and bus stations and King’s Square.

In determining applications for development adjacent to the River Severn, the City Council will seek to enter into a legal agreement for the developer to contribute towards the provision of a public right of way alongside the waterside, as well as appropriate interpretation facilities and signs, for the use of pedestrians and, where appropriate, cyclists; similar agreements will be sought in relation to the Gloucester and Sharpness Canal for the provision of public access by agreement with the operator of the canal.

Downgrading The Quay

- 9.42 In order to encourage pedestrian movement between Blackfriars and the quayside and the River Severn, the City Council will support the downgrading of The Quay including the introduction of single lanes along its length together with the provision of new pedestrian crossing facilities.
- 9.43 Enhancements to the riverside walkway will be sought. Contributions will be sought from new development taking place in the quayside area.

Policy CA45 – Downgrading The Quay

The City Council supports the downgrading of The Quay to allow for additional pedestrian movement and the comprehensive redevelopment of the quayside area.

Where appropriate, financial contributions will be sought from new development towards the improvement of the riverside walkway.

Health

- 9.44 The health of Gloucester residents is poorer than average. Particular problems exist in terms of circulatory and coronary diseases. Health problems are particularly acute in the Central Area. Poor health is a measure of deprivation. Combating deprivation is one of the strategic objectives of this draft Action Plan.

Improving Health

- 9.45 Improved health can be achieved in a number of ways including better education and advice, healthier eating, changing lifestyles and so on. Through the planning system we can ensure that people have access to sport and recreational facilities on a formal and informal basis as well as having access to good health care.
- 9.46 The redevelopment of the Gloscat Media site for housing is subject to a financial contribution towards the creation of a new medical centre on-site.

Policy CA46 – Improving the Health of Residents in the Central Area

The City Council will seek to ensure that residents of the Central Area of Gloucester have good access to a range of indoor and outdoor leisure facilities in the interests of promoting good health and will work in close partnership with relevant health care providers to establish the need for new health care facilities and to identify suitable sites where appropriate.

The Gloscat Media site is allocated for residential development including the provision of a Neighbourhood Resource Centre incorporating a new GP surgery.

Design

- 9.47 Achieving good design through new development is essential and will be particularly important in the Central Area where a number of 'flagship' development schemes will be coming forward.

Design Statements

- 9.48 We will expect all development proposals other than householder and change of use applications, to be accompanied by a Design Statement.
- 9.49 Design statements should include a factual site analysis and evaluation plus the identification of the design principles and design solutions for the site. Guidance on the submission of design statements can be found online at www.gloucester.gov.uk
- 9.50 Policy D1 of the Council's Development Control Policies Development Plan Document applies (available separately).

Design Criteria

- 9.51 The Central Area contains the commercial core, which is the engine of the City's economy and as such is subject to constant investment and reinvestment. We are committed to retaining a vital and viable Central Area and to this end will support new investment in the centre where this supports a lively and active economy and environment.

Policy CA47 - Design Criteria for Development in the Commercial Core of the Centre.

The following criteria will be used to assess development proposals in the commercial core of the city centre. Schemes in the centre should:

- 1. Create high quality buildings that are appropriate in scale and massing to the context of the site;**
- 2. Face the main elevations and entrances of buildings onto the main street;**
- 3. Incorporate a lively, active mix of uses, particularly at street level;**
- 4. Consider the potential for incorporating residential uses into the upper floors of the development;**
- 5. Use materials that harmonise with the predominant materials used in the area;**
- 6. Protect or enhance views of the Cathedral and other historic landmark buildings;**
- 7. Not provide obvious nesting sites for Gulls.**

Community Safety

- 9.52 In order to combat the occurrence of and fear of crime, we will expect all new development to have regard to community safety and the need to design out crime.
- 9.53 Policy D2 of the Council's Development Control Policies Development Plan Document applies (available separately).

Heritage

Townscape Heritage Initiative (THI)

- 9.54 The Townscape Heritage Initiative (THI) was established by City Council, with support from the Heritage Lottery Fund, and is a grant scheme aimed at helping owners of properties to put their buildings into sound external repair. It is not restricted to Listed buildings.
- 9.55 The THI currently operates in three areas of Gloucester City Centre, namely Worcester Street, St Michaels Square, and Inner Worcester Street.

9.56 The objectives of the THI scheme are as follows:

1. To put into sound repair the structure and external envelope of eligible buildings
2. To reinstate in whole or part, any lost architectural features
3. To bring vacant floor space back into use (including unused upper floors over shops)
4. To fill any gaps in established street frontages
5. Enhancement of the public realm

9.57 There are 119 properties that are eligible for grant aid under the THI scheme. These properties include non-listed buildings, listed buildings, a scheduled ancient monument, listed buildings at risk, and target properties for the grant scheme. Officers at Gloucester City Council have considered all of these properties, and have assessed the type of grant for which they are eligible.

9.58 The THI scheme is now virtually complete and the City Council will investigate the possibility of future Government funded schemes in order to assist with the repair and maintenance of historic buildings.

Re-Use of Historic Buildings

9.59 As an historic City, Gloucester has numerous historic buildings of importance. Many of these are listed. In order to create a vital and vibrant Central Area, we will support proposals to re-use historic buildings for appropriate uses. This will help bring buildings back into more effective use, secure their future maintenance and upkeep and reduce the need for new buildings elsewhere. Where appropriate, we will encourage the re-use of historic buildings to form the focus of new development proposals e.g. Blackfriars.

9.60 Where historic buildings are considered to be at risk through neglect and decay, they may be added to the City Council's buildings at risk register.

Policy CA48 – Re-Use of Historic Buildings including Buildings at Risk

The City Council will positively support the re-use of historic buildings in the Central Area for appropriate new uses including where appropriate, their use as a focal point within new development proposals.

The City Council will encourage the repair and maintenance of listed buildings and scheduled ancient monuments in poor to very bad condition within the Central Area (known as Buildings at Risk).

The City Council will offer grant aid in appropriate cases and circumstances as an incentive to carry out repairs, subject to availability of funds.

Evening Economy

Late Night Uses in the Central Area

- 9.61 We wish to develop a mixed use Central Area that is home to a large number of people. Commercial leisure uses like the cinema, the Guildhall, restaurants, bars, and nightclubs that are open during the evening help to sustain activity and interest after the shops close.
- 9.62 However, late night uses can sometimes disturb local residents. We have prepared an 'Evening Economy Strategy' that will seek to manage the provision of facilities and uses in a way that sustains a safe and vibrant environment for both leisure users and residents.
- 9.63 Proposals for uses that are open late at night will be expected to contribute towards the special cost of maintaining an evening economy. This cost includes providing for close circuit televisions, taxi ranks, street lighting, improved late night bus services and litter collection.
- 9.64 Where a proposal for a late night use may cause environmental problems that would undermine the strategy, planning permission will be refused.
- 9.65 In order to avoid potential problems associated with large numbers of people leaving different premises at the same time we will seek to avoid excessive concentrations of late night uses in any particular location.

Policy CA49 - Late Night Uses Inside The Central Area

Planning permission will be granted for late night uses in appropriate locations in the Central Area that support the 'Evening Economy Strategy'.

Planning obligations will be sought to contribute towards the cost of providing facilities for the evening economy, as set out in the strategy.

Planning permission will be refused for proposals that would cause environmental problems or unacceptable harm to amenity in central residential enclaves that would undermine the strategy.

The City Council will resist development proposals for new late night uses where these would result in an unacceptable concentration of such uses in a particular location.

The City Council will work in partnership with the Police in relation to late night uses within the Central Area.

Tourism and Culture

- 9.66 Tourism is worth a significant amount of money to Gloucester. Key attractions such as the Docks and the Cathedral mean that the City receives 2.4 million day visits each year.

New Hotel Development

- 9.67 Unfortunately, the lack of hotel provision in the City means that there are only 914,000 overnight stays. Our preferred development option for Blackfriars includes a high-quality 4* hotel as part of a mixed-use scheme. We will however positively support proposals for other hotels in the Central Area where these would not harm the prospects of the Blackfriars hotel scheme.
- 9.68 Hotels outside the Central Area will be controlled so that they would not cause harm to existing and proposed hotel accommodation within the Central Area.

Policy CA50 - New Hotel Development in the Central Area

Planning permission for new hotels for tourists and business people will be granted in the Central Area where they would be well linked to tourist attractions.

Hotels proposed elsewhere will only be supported where they would have no unacceptable impact on existing and proposed hotel accommodation in the Central Area including Blackfriars.

Cultural Facilities

- 9.69 Gloucester has a wide range of cultural facilities on offer to residents and visitors. We are responsible for the Guildhall Arts Centre, City Museum and Art Gallery and the Folk Museum.
- 9.70 Gloucester hosts the prestigious 'Three Choirs Festival' once every three years attracting an international audience in excess of 20,000 people to its concerts, and contributing around £250,000 to the local economy. Gloucester also hosts the annual International Blues Festival, which stages events in a variety of venues and spaces in the central area.
- 9.71 Our role in this area is underpinned by the private sector, which provides complimentary cultural and entertainment facilities. The National Waterways Museum and Soldiers of Gloucestershire Museum are but two examples. The New Olympus Theatre on Barton Street and The Kings Theatre on Kingsbarton Street host a number of performances and concerts throughout the year.

- 9.72 Other services such as restaurants, cinemas, public houses, wine bars, ten pin bowling and nightclubs add to the quality of life of residents and visitors alike. These facilities must be added to ensure the vitality and viability of the Central Area not only on weekdays, but during the evenings and on weekends. At present the Central Area can be quiet and uninviting in the evening.

Policy CA51 - Cultural Facilities

Planning permission will be granted for the creation of new cultural facilities in the Central Area or where they are well located to meet its defined catchment.

The Greater Blackfriars area will be a focus for new cultural activities. Subject to the relocation of their respective functions, Shire Hall and the Crown Court provide the opportunity for a new cultural venue/s.

Existing cultural facilities will be safeguarded in accordance with Policy TC2 of the Development Control Policies DPD.

- 9.73 We will continue to enhance Gloucester's range of cultural services by promoting the full use of the Guildhall, museums and the new leisure centre. The Guildhall Arts Centre is the city's prime cultural and entertainment venue attracting around 170,000 users to artistic performances, cinema screenings, workshops and other events. The capacity of the centre is however limited to 300 and in the longer term the development of a facility with a capacity of 500 would be highly desirable bringing greater economic returns.
- 9.74 The Council will support the development of a new multi-purpose venue for theatre, concerts, exhibitions and conferences within the Central Area. The potential redevelopment of the County Council office complex may offer the potential for a new facility.

Policy CA52 - A Multi Purpose Venue

Planning permission will be granted for the development of a multi-purpose venue in the Central Area capable of use for theatre, concerts, exhibitions and conferences.

The City Council supports in principle the creation of a new cultural facility or facilities within the existing County Council office complex should it become available for development.

Community Provision

- 9.75 We want the Central Area to be a place where people want to live and work. This is about more than providing new homes and jobs. We need to ensure that the community infrastructure is in place to support the creation of new communities and the well being of existing communities.
- 9.76 We will positively support the creation of new community infrastructure where needed. We will work in partnership with relevant agencies including the Gloucester Local Strategic Partnership to ascertain what those needs are.
- 9.77 It is considered that the proposed Neighbourhood Resource Centre on the Gloscat media site will meet current needs in the Central Area for this type of facility.
- 9.78 Community enterprise initiatives and community sector working will be strongly supported.
- 9.79 Financial contributions towards new community facilities will be sought from major development proposals within the Central Area where these are needed. The City Council's Community Strategy Team will advise as relevant.

Policy CA53 – Community Provision

The City Council will seek to co-ordinate the functions of Community Services with other development and will endeavor to ensure an adequate level of services.

The City Council will positively encourage new and existing community enterprise initiatives within the Central Area.

Financial contributions towards new community facilities will be sought from major development proposals within the Central Area.

Environment

- 9.80 For the Central Area to be a vibrant and successful place that people want to work and live in, we need to create a high-quality environment. This means improving the appearance of unattractive buildings, ensuring streets and open spaces are kept clean and improving the quality of the public realm.
- 9.81 These objectives are reflected in the draft policies set out below.

Shop Frontages

- 9.82 The appearance of shop frontages can have an impact on people's perception of an area. If they see run down units, it creates a poor impression. In order to encourage the vitality and viability of the Central Area we will support in principle, proposed enhancements to existing shopfronts and signs.

Policy CA54 – Shop Frontages

The City Council will positively support proposals to enhance existing shopfronts and signs.

Proposals to alter an existing shopfront or sign, or create a new shopfront or sign, should take account of the following guidelines:

- 1. There will be a presumption in favour of retaining good quality traditional shopfronts where they make a positive contribution to the character of the area and are capable of repair**
- 2. A new or refurbished shopfront should be designed to take account of the design, style and proportions of the building of which it forms a part and the character of the street in which the proposal is located;**
- 3. Advertisements, signs and notice boards must be appropriate in scale, design and materials to the character and appearance of the building of which it forms a part and the street scene in which the proposal is located;**
- 4. Proposals for external security measures on shop fronts will only be approved where the proposal harmonises with the shop front and the street scene;**
- 5. The new shopfront should be accessible to wheelchair users wherever this is practical.**

Improving the Quality of the Public Realm

- 9.83 The quality of the public realm in the historic core of the City is poor. It does not provide an appropriate setting for the historic buildings and there is no clear sense of arrival when entering the gate streets.
- 9.84 Improvements to the public realm through the use of high-quality materials offers the potential to more fully define the historic core of the City and provide an appropriate setting for historic buildings.
- 9.85 The use of historic granite setts within the carriageway flanked by a simple palette of york stone provides the most appropriate setting and reinforces the priority of pedestrians and cyclists.

Policy CA55 – Improving the Quality of the Public Realm

Improvements to the quality of the public realm will be sought in order to reinforce the historic and commercial role of the gate streets, to provide an appropriate setting for historic buildings and to reinforce the sense of arrival into the historic core of the City.

New pedestrian linkages that are provided as part of new development will be expected to be of suitable type and quality.

City Centre Management

- 9.86 Gloucester created a City Centre Management Partnership in 1996, resulting in tangible benefits for local retailers and residents. The Partnership has now evolved into the Central Gloucester Initiative.
- 9.87 The Initiative includes residents, major manufacturers and financial service companies, the Dean and Chapter of Gloucester Cathedral, the Kings School, the Learning and Skills Council and many others.

Policy CA56 – City Centre Management

The City Council will continue to support the work of the Central Gloucester Initiative in order to promote the effective management of Gloucester City Centre.

Land Assembly

Development Framework

- 9.88 For adjacent sites that are being developed at different times by different owners, we may request the preparation of a masterplan or development framework for all the land to be developed, regardless of ownership. This will ensure that important infrastructure provision is consistent from site to site and that efficient use of land is achieved. This will cover issues such as pedestrian, cycle and public transport linkages wildlife corridors drainage and so on are adequately addressed.

Policy CA57 - Development Framework

Where large or significant sites that are adjacent to each other are to be developed separately by different owners, the City Council will encourage the preparation of a development framework for the combined sites.

This framework may be jointly commissioned by the adjacent owners to ensure an appropriate level of integration of design, layout, appearance, roads, footways, cyclepaths, natural and other boundaries, services and infrastructure.

The framework should normally form part of the submission of an outline planning application.

Compulsory Purchase

- 9.89 Where a potential development site is in multiple ownerships and there are landowners who are unwilling to release land that is needed for the proper planning of the area, the City Council will consider the use of its compulsory powers of acquisition.
- 9.90 This will normally be a last resort and all efforts will be made to reach an acceptable agreement before this procedure is initiated.

Policy CA58 – Compulsory Purchase

Where problems of land assembly are experienced by the City Council in looking to bring forward a development site in the Central Area, the use of compulsory purchase powers will be considered where adequate funding is secured by the developer and where the development is in accordance with the policies and proposals set out in this Action Plan.

Partnership Working

- 9.91 A number of the policies and proposals set out in this Action Plan will be delivered through effective partnership working with other agencies and organisations including Gloucester County Council, the Primary Care Trust, the Gloucester Local Strategic Partnership, the Gloucester Heritage Urban Regeneration Company, City Centre Community Partnership and Westgate Priority Action Group.
- 9.92 The City Council already has effective partnerships with these and other organisations and it is essential that such partnerships are maintained and reinforced through improved joint working and where appropriate, joint initiatives.

Policy CA59 – Partnership Working

The City Council will work in partnership with key agencies and service providers such as the Local Strategic Partnership in order to ensure that the objectives of other strategies and programmes outside the Local Development Framework are met as fully as possible, by the policies and proposals within it.

10. IMPLEMENTATION

- 10.1 Most of the objectives, policies and proposals set out in this document will be implemented through the development control process (the granting or refusal of planning permission). The City Council is the local planning authority.
- 10.2 The policies set out in this document and the rest of the LDF are intended to clarify the type and location of development that will be considered acceptable. The policies will be a material consideration in the determination of any planning applications that we receive within the Central Action Plan Area.
- 10.3 The separate development brief documents we have prepared for five of the identified Priority Areas provide detailed information in order to guide the future redevelopment of these key locations. These will also be a material consideration.
- 10.4 The physical regeneration of Gloucester will require significant private sector expenditure on demolition, decontamination and construction.
- 10.5 The City Council will work with landowners in order to bring forward the development of key sites. Where multiple site ownerships are involved we will encourage landowners to liaise with each other in order to come to a satisfactory solution.
- 10.6 Where the redevelopment of a site is considered strategically significant to the regeneration of the Central Area and where there is no prospect of an agreement with a landowner or landowners being reached, the City Council will consider the use of its powers of compulsory purchase.
- 10.7 The City Council will work in close partnership with the Gloucester Heritage Urban Regeneration Company. Many of the objectives and policies set out in this action plan reflect the GHURC Regeneration Framework document and it is therefore appropriate to take forward their implementation in partnership.
- 10.8 In some instances there may be a need for public sector intervention for example through land or gap funding. In such instances, the City Council will work in partnership with public sector bodies such as the South West Regional Development Agency and English Partnerships to lever in public funding where appropriate.
- 10.9 We will work with the County Council as highway authority in relation to the potential downgrading of The Quay and potential improvements across the inner relief road for pedestrians.
- 10.10 We will also work with the County Council and health providers in order to ensure that the infrastructure requirements of new development in respect of education, community services and health care are known and taken into account in the development process.

- 10.11 The implementation of a number of the objectives and proposals set out in the Action Plan will take place through the redevelopment of key sites for example through the direct provision of enhanced pedestrian linkages, or a financial contribution towards such provision.
- 10.12 The City Council will continue to work in partnership with the Central Gloucester Initiative in relation to City Centre Management and potential enhancements to the City Centre.
- 10.13 We will work with the GHURC in order to secure improvements to the public realm, particularly in the historic core of the City.
- 10.14 The re-use of historic buildings will be promoted through partnership working with English Heritage, the Civic Trust and other relevant agencies. Grant funding may be made available in appropriate locations subject to availability.
- 10.15 The proposed employment brokerage scheme will be implemented by the City Council in partnership with training and education providers and employment organisations. Financial contributions towards the scheme will be sought from new development as appropriate.
- 10.16 We will co-ordinate proposed enhancements to public transport including bus priority, the high speed bus link to the parkway station and bus priority measures, with public transport operators and other relevant agencies.
- 10.17 The community safety aspects of the plan will be guided by the design process. The Council will seek the advice of the Police Architectural Liaison Officer as appropriate. Advice will also be sought from the police in relation to the creation of late night uses in the Central Area.

11. MONITORING

- 11.1 The implementation of the policies and proposals set out in this document will be monitored through a series of indicators set out in the Council's Annual Monitoring Report (AMR)
- 11.2 The AMR will be published no later than the end of December each year.
- 11.3 Indicators will be refined as appropriate but are likely to include the following:

Housing

- Housing completions
- Affordable housing completions
- Number of 'living above the shop' schemes permitted
- Percentage of new dwellings completed at:
 - Less than 30 dwellings per hectare
 - Between 30 – 50 dwellings per hectare
 - Above 50 dwellings per hectare
- Percentage of new and completed dwellings on previously developed land

Transport

- Percentage change in number of car parking spaces
- Percentage of journeys made by non-car modes of transport
- Amount of completed non-residential development complying with approved parking standards

Economy

- Unemployment rate
- Rate of economic activity
- Amount of new office floorspace completed
- Amount of light industrial floorspace completed
- Amount of other commercial floorspace completed

Environment

- Amount of public realm upgraded
- Renewable energy capacity installed by type

Heritage

- Number of historic buildings re-used/repaired

Tourism and Culture

- Visitor numbers including overnight stays
- Number of restaurants
- Number of hotel bed spaces

Retail

- Rental levels and yields in the City Centre
- Amount of new retail floorspace completed

Open Space

- Amount of new open space created
- Amount of open space lost to new development

Community Safety

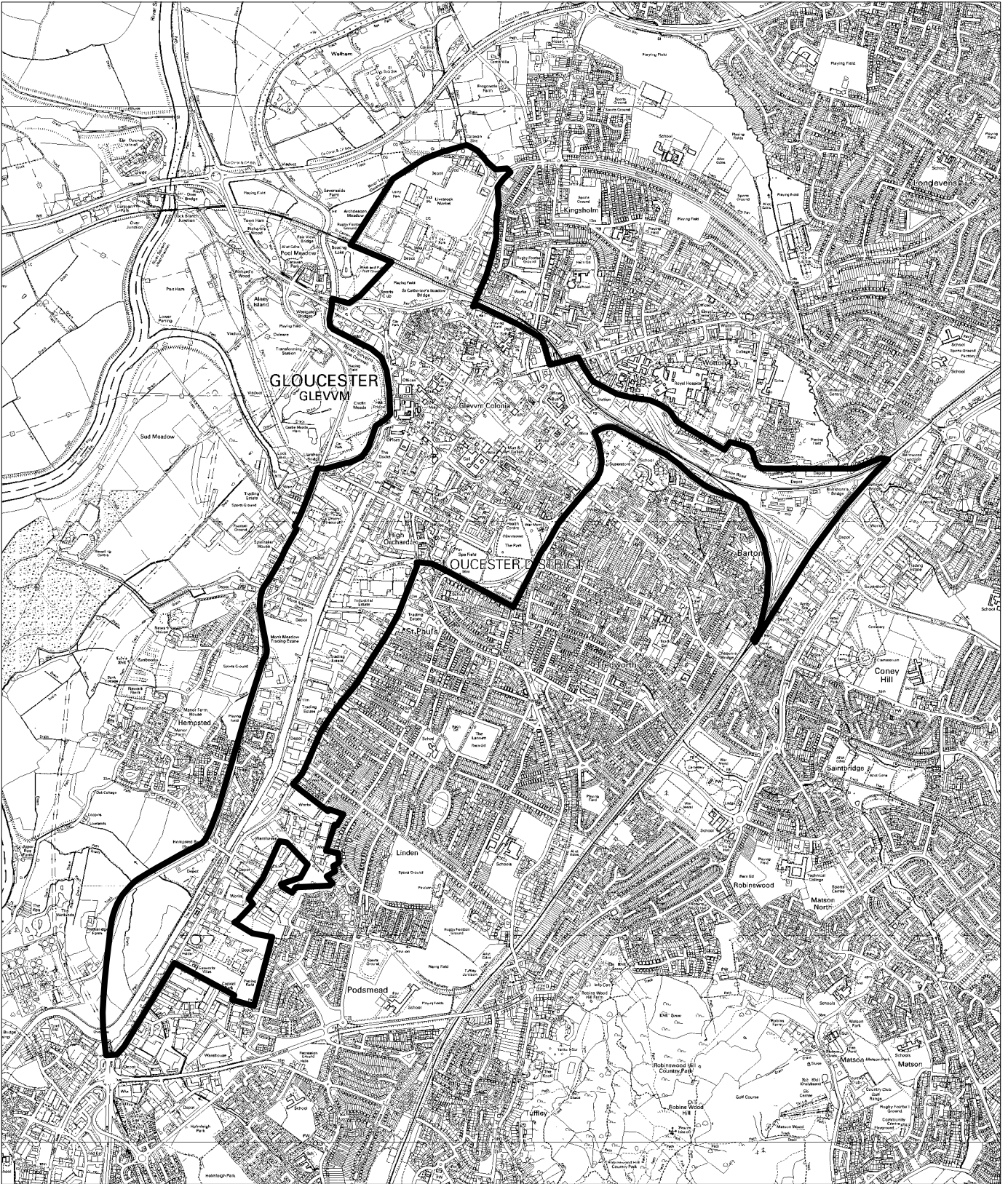
- Crime rate



12.0 NEXT STEPS

- 12.1 This document will be available for comment until **18th September 2006**. All comments that we receive will be carefully considered and will be taken into account in producing the formal submission version of this document, which is scheduled for March 2007.
- 12.2 At the submission stage there will be a further 6-week period for comment and if there are outstanding issues that need to be resolved, an examination will be held.
- 12.3 Adoption of the document and the separate Planning Briefs that have been prepared in support will take place upon receipt of the Inspector's report following the examination.
- 12.4 The overall timetable is set out in the Council's Local Development Scheme available online at www.gloucester.gov.uk or at the City Council Offices. For further information please contact the Planning Policy Team on 01452 396854.

APPENDIX 1

PLAN ILLUSTRATING THE CENTRAL AREA

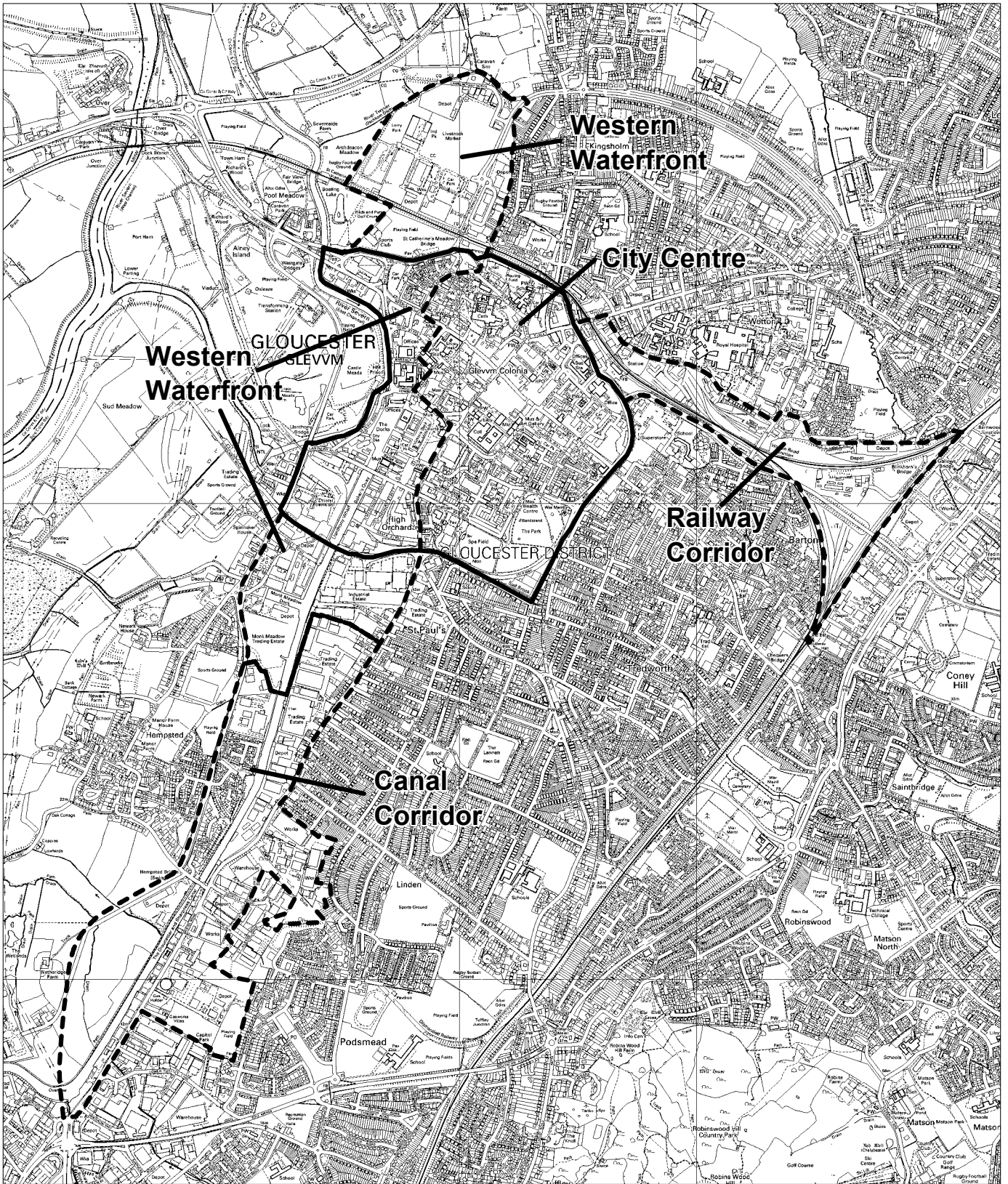




<p>Not to Scale</p>	 <p>NORTH Grid North</p>	<h2 style="text-align: center;">Appendix 1: Central Area Action Plan Boundary</h2>
 <p style="text-align: center;">GLOUCESTER CITY COUNCIL</p>		

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APPENDIX 2

SUB-AREA PLAN

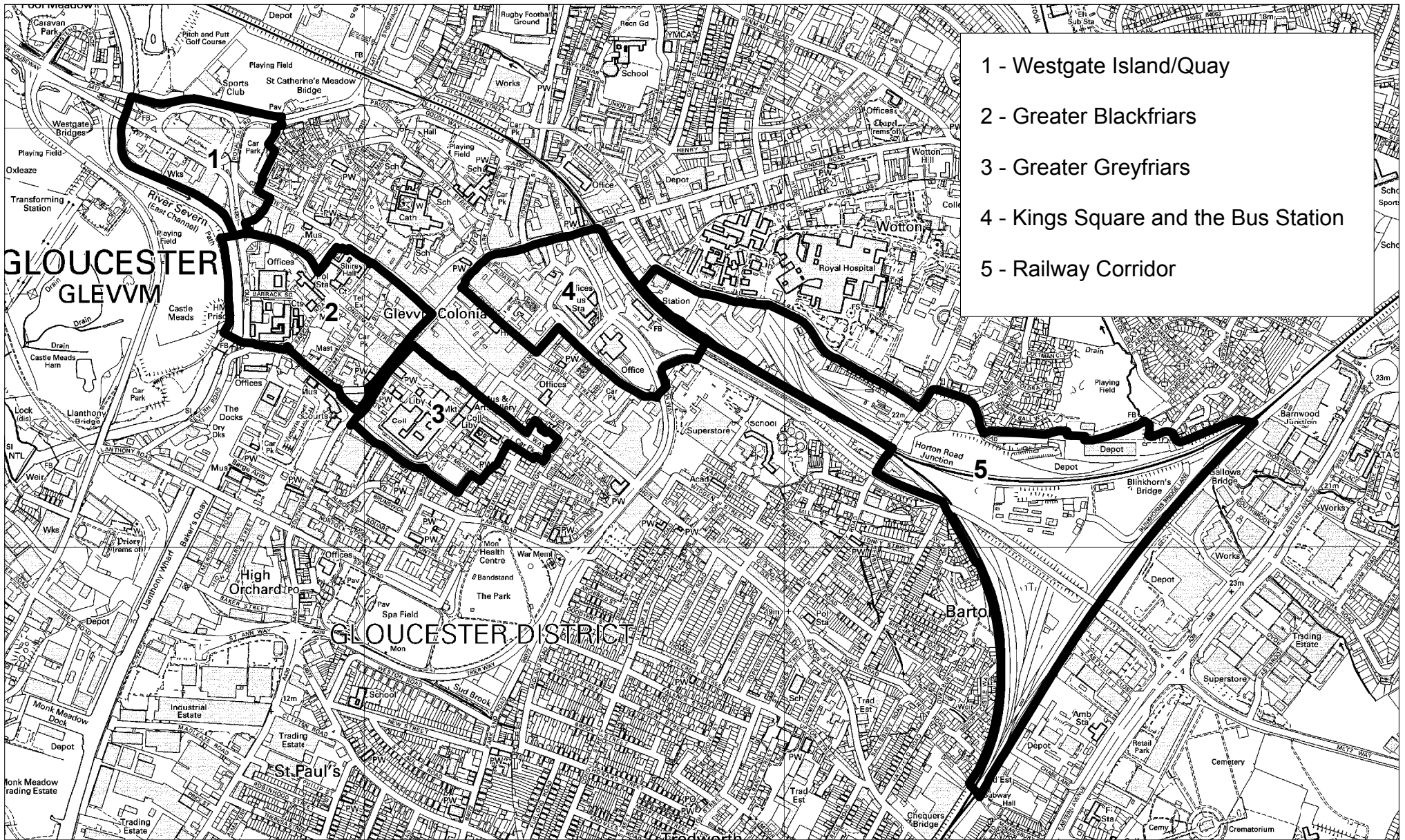


Not to Scale	 NORTH Grid North	<h2>Appendix 2: Central Area Sub-Areas</h2>
 GLOUCESTER CITY COUNCIL		



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APPENDIX 3

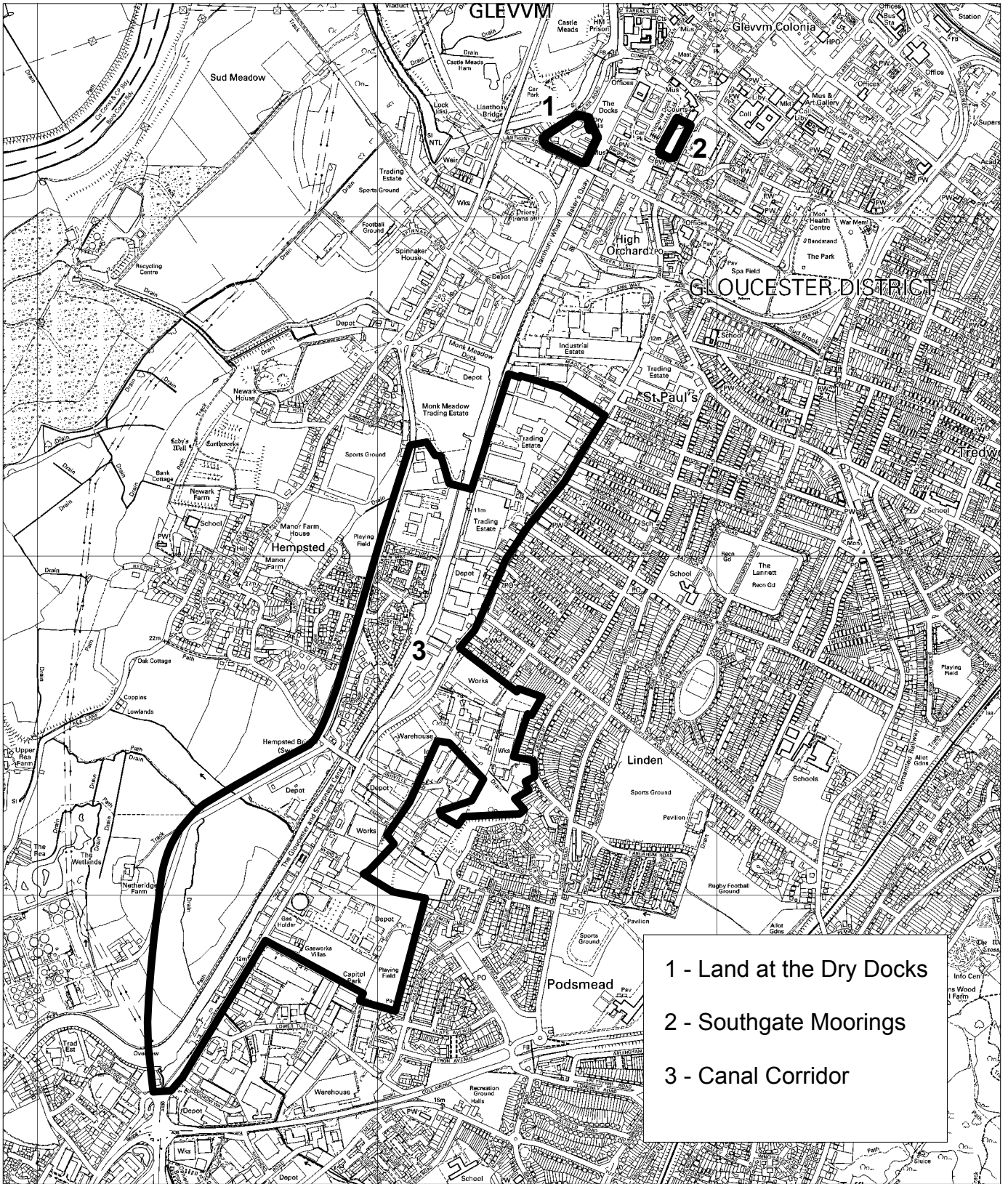
PLAN ILLUSTRATING PRIORITY AREA SITES



- 1 - Westgate Island/Quay
- 2 - Greater Blackfriars
- 3 - Greater Greyfriars
- 4 - Kings Square and the Bus Station
- 5 - Railway Corridor


 GLOUCESTER CITY COUNCIL	Not to Scale	Appendix 3a: Priority Site Areas	 NORTH Grid North
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- 1 - Land at the Dry Docks
- 2 - Southgate Moorings
- 3 - Canal Corridor

Not to Scale


 NORTH
 Grid North


GLOUCESTER
CITY COUNCIL

Appendix 3b: Priority Site Areas

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CENTRAL AREA ACTION PLAN
SITE ALLOCATIONS OPTIONS SUMMARY TABLES

GREATER GREYFRIARS

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
Gloscat Sites			
<p>1. Continue to identify both Gloscat sites for housing with limited commercial development.</p> <p>2. New neighbourhood resource centre on the Gloscat media site</p> <p>3. Providing an enhanced setting for the Greyfriars monument</p>	<p>1. Maintenance of the original Gloscat façade</p> <p>2. Maintenance of open space on Greyfriars bowling club</p> <p>3. Maintenance of open space fronting Brunswick Road</p> <p>4. Cultural and leisure uses on the Gloscat media site</p> <p>5. Flats and offices</p> <p>6. Housing and open space</p> <p>7. Green corridor between St. Michael's Square and St. Mary De Crypt</p>	<p>Residential and limited commercial development on the Gloscat Main site.</p> <p>Residential development with Neighbourhood Resource Centre incorporating GP Surgery on Gloscat Media site.</p> <p>Enhanced setting to be provided to Greyfriars.</p> <p>St. Michael's Square allocated as public open space</p> <p>Potential to create a new development block in place of the existing bowling green and market hall</p>	<p>The central location of this area ensures that it is a sustainable location for new residential development.</p> <p>A mix of uses on the Gloscat main site including a limited amount of commercial floorspace will help to create vitality and viability within the development. This will play a complimentary role to the main Primary Shopping Area.</p> <p>The development of a new Neighbourhood Resource Centre (NRC) on the media site will help to meet community needs and will help contribute towards enhanced social inclusion and health care.</p> <p>The allocation of St. Michael's Square as public open space will increase the amount of public open space available in the Central Area.</p> <p>Redevelopment of the area will create the potential to enhance the setting of the Greyfriars monument including the provision of an enhanced public space around it.</p>

Hampden Way Car Park			
1. Continue to identify Hampden Way Car Park for housing	None.	Residential development on both car parks at Hampden Way	Both car park sites are close to the City Centre and lend themselves to residential development. The potential rationalisation of car parking in the City Centre through the provision of edge of centre car parking in strategic locations is likely to lead to surface car parking in the centre becoming available for potential redevelopment.

GREATER BLACKFRIARS

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
Blackfriars			
<p>1. Continue to identify the area for major new retail development.</p> <p>2. Residential development.</p> <p>3. Leisure and cultural facilities</p> <p>4. New open space around the Priory</p>	<p>1. Hotel</p> <p>2. Small scale retail</p> <p>3. Underground parking/parking</p> <p>4. Bars and restaurants with upper floor office development</p> <p>5. Office development</p> <p>6. Roof gardens</p> <p>7. Small scale business uses</p> <p>8. Theatre</p>	<p>Comprehensive mixed-use development including residential, hotel, bars and restaurants, small-scale retail, employment, leisure, open space and cultural facilities.</p> <p>The existing surface level car park between Barbican Road and Ladybellegate Street to be replaced with a new 4* hotel and new office development.</p> <p>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.</p>	<p>To date, a shopping led scheme on the Blackfriars site has not come to fruition.</p> <p>The bus station has emerged as the preferred location for major new retail development and as such, it is considered appropriate to consider a greater mix of uses in the Blackfriars area.</p> <p>A new hotel will help bolster the evening economy and encourage more overnight visitors. Bars and restaurants will add vitality to the area and create interest during the evening. The central location of the site means it is accessible by</p>

		<p>The Fleece Hotel and surrounding buildings to be a focus for small-scale specialist retail development including the demolition of the Longsmith Street Car Park.</p>	<p>walking, cycling and public transport and therefore lends itself to a range of different uses including residential, employment, leisure and cultural facilities.</p> <p>A new public space north of Blackfriars will improve the setting of this key historic building.</p> <p>The longer-term potential redevelopment of the County Council buildings and the Crown Court will provide the opportunity for a cultural use such as a theatre.</p> <p>Specialist retail development will compliment that to be provided at the Bus Station and will further enhance Gloucester's role as a shopping destination.</p> <p>A mixed-use development will help create Blackfriars become a location that stays on the 'mental map' of visitors and residents.</p>
Gloucester Prison and The Quay			
<p>1. Residential</p> <p>2. Mixed-use</p> <p>3. More effective use made of River Frontage</p> <p>4. Downgrading of Quay</p>	<p>1. Retention of prison</p> <p>2. Mixed-use housing with limited retail onto enhanced riverside frontage</p> <p>3. Small-scale A3 use (restaurant or café)</p> <p>4. Quality open space</p>	<p>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.</p> <p>The County Council buildings along the</p>	<p>Mixed-use development subject to the relocation of the prison provides the opportunity to create a vibrant development adjacent to the waterside that will link well into the Blackfriars area.</p> <p>The potential redevelopment of the</p>

to vehicular traffic	5. Move road from River edge to create public realm	Quay and at Bearlands to be a focus for new office development together with A3 and A4 uses and residential along the river frontage.	<p>County Council office buildings along The Quay and Bearlands will provide the opportunity to provide replacement office development which will allow the County Council to remain in the City, whilst introducing other appropriate uses to create vitality including residential, bars and restaurants.</p> <p>Development along The Quay will provide an improved built frontage to the river.</p>
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KING'S SQUARE AND THE BUS STATION

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
<p>King's Square</p> <p>1. Limited retail and open space</p> <p>2. Improve linkages between King's Square and the Bus Station</p>	<p>1. Restore Kings Square to its original Jellicoe layout, but remove the old Golden Egg building and pave over the Labyrinth on the north side.</p> <p>2. Retain as open space</p> <p>3. Best utilised as an open-air cultural/event/café area.</p> <p>4. Make square flat.</p> <p>5. Square with gardens, benches and a tearoom in the middle.</p>	<p>King's Square is allocated as public open space and will be promoted as an outdoor events space. Proposals to convert Debenhams into smaller retail units with a cinema above will be supported in principle subject to the provision of a new department store in the proposed major retail scheme on the existing bus station site. The Golden Egg will be removed.</p> <p>King's Walk on the south east side of King's Square will be redeveloped with better shops provided and flats above.</p> <p>New shops with flats above will be encouraged along the northern edge of King's Square.</p>	<p>We have received strong support for retaining King's Square as a public open space and enhancing its role as an events space with ancillary cafes and restaurants. This will help to add diversity to the offer of the City Centre during the day and in the evening.</p> <p>Development of the frontages around the square will retain its open character whilst creating more interest and vitality through a greater diversity of uses.</p>

Bus Station			
<p>1. Office-led mixed-use development at the Bus Station and Market Parade</p> <p>2. Major new retail development at the Bus Station and Market Parade</p> <p>4. Improved linkages between King's Square and the Bus Station</p> <p>5. Retention of bus station</p>	<p>1. Link the Bus Station and Railway station so both are undercover</p> <p>2. Factory Outlet Centre</p> <p>3. Indoor market</p> <p>4. Cinema</p> <p>5. Bars and restaurants</p>	<p>The Bus Station and Market Parade are allocated for major new comparison goods retail development as part of a mixed-use scheme to also include commercial leisure, residential, offices and a replacement bus station with capacity for 12 buses.</p>	<p>Major new shopping development in this location will help to meet Gloucester's forecast need for additional retail floorspace in an accessible, sustainable location. A comprehensive retail scheme will help to elevate Gloucester in the sub-regional shopping hierarchy reflecting its role as a Strategically Significant City as defined in the draft Regional Spatial Strategy.</p>
Land Registry Car Park			
<p>1. Office development</p> <p>2. Multi-storey public car park</p>	<p>1. Retain car park as is.</p> <p>2. Concentrate on redevelopment of existing vacant employment land rather than construction of new buildings.</p>	<p>The Land Registry Car Park is allocated for multi-storey parking incorporating residential development and office floorspace unless multi-storey parking is made elsewhere as part of the redevelopment of the area around the bus station.</p> <p>If parking is provided elsewhere, a greater proportion of office and residential development will be sought.</p>	<p>The provision of multi-decked parking on the land registry site will provide a strategic location for car parking on the inner relief road. It will potentially free up the Nettleton Road car park for use as public open space.</p> <p>The provision of new office and residential accommodation in this location will represent efficient use of an under-used, centrally located, sustainable site. New office development will help to provide additional employment opportunities adjacent to Westgate Ward where unemployment rates</p>

			are higher than average.
Long Stay Commuter Car Park			
1. Office development	<p>1. Café and offices as part of mixed-use development</p> <p>2. Office development as a majority aspect in a mixed-use scheme</p> <p>3. Retention of parking</p>	The long stay car park at the railway station is allocated for new office development.	<p>The site is inefficiently used at present and it should be possible to provide new office accommodation in a sustainable location, whilst maintaining parking for rail users.</p> <p>Ancillary mixed-uses will be considered on their merits although the majority aspect of any mixed-use scheme on this site will be office development.</p> <p>A landmark building will be required.</p>
Former Courts and Dunelm Buildings			
<p>1. Link to bus station as part of major new shopping development</p> <p>2. B1 office development</p> <p>3. Commercial leisure</p>	<p>1. Parking</p> <p>2. Residential</p> <p>3. Mixed-use retail, leisure and residential</p> <p>4. B1 offices</p> <p>5. Magistrates Court</p>	The former Courts and Dunelm buildings are allocated for B1 office development.	<p>The provision of additional office floorspace in this location will help bolster the City Centre office market and increase the number of employment opportunities available.</p> <p>Employees will be able to travel to work conveniently by bus, rail, walking and cycling.</p> <p>An existing site for the relocation of the magistrates court already exists.</p> <p>Although residential development may be acceptable in principle,</p>

			there is a shortage of employment land available and a surplus of housing land. It is important to provide a balanced mix of housing and job opportunities.
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THE DOCKS

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
Southgate Moorings			
<ul style="list-style-type: none"> 1. Hotel 2. Housing 3. Retail 4. Offices 	<ul style="list-style-type: none"> 1. Maintain as open space 2. Restaurants and bars to ground floor of hotel 3. Cultural centre 4. Low-level public building with public roof garden 	<p>Land at Southgate Moorings is identified for office development with limited commercial floorspace along the ground floor.</p>	<p>The development of office accommodation in this location provides the opportunity to widen the mix of uses and provide employment opportunities within the Docks area. Commercial development along the ground floor will help create an active and vibrant frontage helping to create a better link between the Docks and the City Centre along Southgate Street.</p> <p>Blackfriars is the preferred location for new hotel development although proposals for hotel development on Southgate Moorings will be considered on their merits.</p>

Land adjacent to the Dry Docks			
<ul style="list-style-type: none"> 1. Retention of boatyard 2. Visitor facilities for exploration and interpretation 3. Parking 4. Live work units 5. Retention of existing offices and residential uses 	<ul style="list-style-type: none"> 1. Area left untouched. 2. Educational facilities 3. Residential and mixed-use development 4. More tall ships 	Land at the Dry Docks is allocated for mixed-use development including multi-decked parking, restaurants, visitor facilities/workspace and residential.	The site is brownfield and is centrally located meaning it performs well in sustainability terms. The preferred option allows for improvements to the tourist attraction of this key part of the docks whilst providing additional parking and residential development.

WESTGATE ISLAND AND QUAY

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
<ul style="list-style-type: none"> 1. Mixed-use development on Westgate Island 2. Riverside housing on Westgate Quay 3. New pedestrian link across the river 4. Westgate car park redeveloped 5. Westgate car park 	<ul style="list-style-type: none"> 1. Public house and bar 2. Riverside walk created from the Docks to Westgate Island 3. Parking from Westgate car park re-located and Westgate Car Park redeveloped. 	<p>Westgate Quay is allocated for mixed-use development including residential, B1 (office and light industrial) uses and limited ancillary commercial development.</p> <p>Should the Westgate Island site become available for redevelopment, the City Council will support mixed-use redevelopment of the site including residential, limited comparison goods retailing, leisure and employment uses.</p> <p>Westgate Car Park will be retained for parking including coach parking.</p>	<p>This area represents a prominent, landmark location and key entrance in and out of the City.</p> <p>Redevelopment of Westgate Quay provides the opportunity to create a high-quality landmark series of buildings, which will significantly improve the appearance of this area from all aspects.</p> <p>The provision of a new</p>

retained for parking including coach parking			<p>pedestrian link over the river in this location will improved access to open space thus encouraging healthy activity.</p> <p>The provision of coach parking on Westgate Car Park will be beneficial in terms of tourism.</p>
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THE RAILWAY CORRIDOR

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
Great Western Road Sidings			
1. Employment 2. Residential	1. Site reserved for future expansion of hospital 2. Residential care village 3. Retain for employment 4. Residential	Mixed-use B1 employment and residential development	<p>The site has been allocated for employment use for a significant period of time and no scheme has come forward. Whilst it is still considered to be a suitable location for new employment development, it is anticipated that a mixed-use scheme involving higher-value residential development will help to stimulate the development of this site.</p> <p>This will be consistent with strategic objectives for the Central Area relating to City Centre living, re-use of brownfield land and reducing the need to travel by car.</p>

Horton Road Sidings			
1. Employment	1. Retain for employment	Residential development	<p>The site has been allocated for employment use for a significant period of time and no scheme has come forward.</p> <p>Because the area has the potential to link in effectively with the existing residential areas to the north, it is considered appropriate to allocate the site for residential development.</p> <p>This will provide the opportunity to create a mix of house types and tenures in a sustainable location.</p>
The Railway Triangle			
1. Employment 2. Mixed-use development (not specified)	1. Residential with employment buffer to main railway line. 2. Noisy sports activities 3. Retail warehousing 4. Country Park 5. Mixed-use amenity, commercial, retail and employment use. 6. Community stadium with hotel and student accommodation plus limited residential	<i>The Railway Triangle (Northern side)</i> B1, B2 or B8 employment uses or an alternative use or mix of uses of greater community benefit including a Community Stadium <i>The Railway Triangle (Southern side)</i> Retained for operational purposes by Network Rail	<p>The development of the site for employment use will create a significant amount of new employment floorspace, which will be of benefit in terms of job creation.</p> <p>The development of the northern part of the site will provide an access to the southern part which in turn will allow network rail to relocate their activities from Great Western Road.</p> <p>If proposals for a new community stadium come forward these will be supported</p>

			<p>in principle as it is likely to create a number of new jobs and will provide a significant boost to regeneration in the City.</p> <p>Although noisy sports and country park may be suitable uses for the site, they would not generate sufficient revenue in order to fund development of the site and large subsidies would be required.</p>
Former Telecom House			
1. Allocate for Magistrates and County Court	None.	The site of the former Telecom House on Great Western Road is allocated for the development of a combined Magistrates and County Court building.	<p>A development brief has been prepared for this site and it is generally accepted that it is a suitable location for such a facility.</p> <p>The relocation will provide the opportunity to redevelop the existing courts sites in the City Centre for alternative uses.</p>

THE CANAL CORRIDOR

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
Land between Bristol Road and the Canal			
1. Long-term mixed-use employment and residential development		Long-term mixed-use employment and residential development in the period post-2013.	<p>Parts of this area are inefficiently or under-used. The quality of the environment creates a poor perception for those arriving from the south of the City along the Bristol Road.</p> <p>The mixed-use redevelopment of the area provides the opportunity to provide new housing, including family housing in a sustainable location, whilst retaining the predominantly employment function of the area.</p> <p>The impact of redevelopment proposals on existing occupants will be carefully considered. Relocations to other locations within the Central Area such as the British Gas site will be encouraged.</p> <p>Development will be phased so that it comes forward in the period post 2013.</p>
Industrial sites, Bristol Road			
1. Residential and employment	1. Non-food retail with housing and employment to the rear.	Mixed-use residential and employment development.	Mixed-use residential and employment development in this location offers the potential to

<p>2. Comprehensive residential and employment scheme including timber yards west of Bristol Road.</p>			<p>create a number of benefits including the provision of job opportunities, new homes including affordable housing, improved public transport links and high-quality design.</p> <p>There may be potential to promote a comprehensive scheme also including the timber yards on the other side of Bristol Road. A comprehensive approach to this area would be supported in principle.</p> <p>The site is some distance from the Primary Shopping Area and is therefore not considered appropriate for non-food retail development.</p>
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Monk Meadow Trading Estate			
1. Mixed-use residential and employment	1. Retention of existing uses 2. Residential with ancillary commercial and employment uses.	Residential development.	A similar development to the north of the site already benefits from planning permission for 221 new homes and 22 industrial/office units. The access arrangements to this site reduce the potential for further employment development.
British Gas (Transco) Site			
1. Employment 2. Mixed-use development 3. Limited residential development	1. Solely residential development. 2. Mixed-use employment and residential development.	Employment use (B1, B2 or B8 employment classes).	The site offers the potential to re-locate existing businesses that may be displaced as a result of redevelopment elsewhere within the Central Area. The site does not lend itself to a residential scheme due to the location of the site, surrounding uses and the lack of integration with existing residential properties to the east.

BT Depot, adjacent to Hempsted Swing Bridge			
Site not considered.	<ol style="list-style-type: none"> 1. Housing 2. Mixed-use housing and employment 	B1 office/light industrial	<p>The site is located within the cordon sanitaire around Netheridge Sewage works. It is therefore not considered suitable for residential development given that people could potentially be present 24 hours per day. This is likely to lead to significant complaints relating to smell.</p> <p>The site provides the opportunity to build on its existing employment function and provide additional employment floorspace subject to issues of flood risk being satisfactorily addressed.</p> <p>Employment use would generally involve people being present on site for less of the day and is less likely to cause problems in terms of loss of amenity caused by smells from the sewage treatment works.</p>

Land at Netheridge			
Site not considered.	1. Should be reserved for any activity that would retain its present greenfield character	Mixed-use development including open market with ancillary facilities, showground, new rowing club and 'park and float' scheme.	<p>The proposed allocation represents a form of development that is sensitive and appropriate to its setting within the Landscape Conservation Area and Floodplain. A new rowing club will provide additional recreational opportunities in the interests of maintaining good health.</p> <p>Park and float will be attractive to tourists and will be an occasional alternative for commuters.</p> <p>A showground provides the opportunity to host events which will add to the City's cultural and tourist offer.</p>

FORMER 'KIDZONE' CENTRE

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
<p>1. Residential 2. Offices</p>	<p>1. Retail</p>	<p>1. Residential</p>	<p>This is a centrally located brownfield site that lends itself to residential development. It is within walking distance of the City Centre and walking, cycling and public transport are realistic options.</p> <p>If a mixed-use residential and employment scheme were to come forward this would be considered on its merits.</p> <p>The site is not considered suitable for retail development as it is outside the Primary Shopping Area and is likely to compete with planned retail in the bus station area.</p>

CEDAR HOUSE, SPA ROAD

Options Considered	Other Options/Ideas Put Forward	Preferred Option	Reason/s
1. Residential development	1. Employment 2. Hotel 3. Museum 4. Health Centre 5. YMCA visitor accommodation 6. Community Hall 7. Resource Centre 8. Non-denominated spiritual centre	B1 office development.	<p>The redevelopment of this site for B1 office development provides the opportunity to retain the employment function of the site (in an area of high unemployment) whilst creating new development that better reflects and enhances the character of the Conservation Area.</p> <p>Regard has also been had to the surplus availability of housing land against the shortage of employment land in the City.</p>

English

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Urdu

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رابطہ قائم کریں:
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Gujarati

તમોને જો આ ઈંગ્લીશમાં સમજવામાં તકલીફ પડતી હોય તો મહેરબાની
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Chinese

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