

BABERGH DISTRICT COUNCIL

FROM: Head of Natural and Built Environment **REPORT NUMBER: J184**

TO: STRATEGY COMMITTEE **DATE OF MEETING: 11 February 2010**

**HAMILTON ROAD QUARTER (SUDBURY TOWN CENTRE BUS STATION SITE) -
PROPOSED ADOPTION OF THE DEVELOPMENT BRIEF SPD**

1. PURPOSE OF REPORT

- 1.1 This report considers the responses arising from the Public Consultation on the Hamilton Road Quarter Development Brief and it sets out a recommended preferred option with a recommendation to adopt the Development Brief as a SPD on that basis. In addition it seeks agreement to proceed to the next stage to progress towards implementation of proposals for this site.

2. RECOMMENDATIONS

- 2.1 That Option 3 be agreed as the preferred option and this forms the basis for the final development brief (this will have the status of a formal Supplementary Planning Document-SPD).
- 2.2 That the Final Development Brief for the site addressed by Local Plan Policy SD06 be adopted, a draft copy of which is included as Appendix d; and that the Head of Natural and Built Environment be authorised to make any final non-substantive amendments prior to publication.
- 2.3 That Officers be authorised to commence implementation, including discussions with landowners enabling land assembly as required.

The Committee is able to resolve this matter.

3. FINANCIAL IMPLICATIONS

- 3.1 The adoption of the Hamilton Road Quarter Development Brief raises no direct financial implications since the work is being paid for by external (central government) funds. This will also facilitate the levering in of Suffolk County Council funds to allow for some of the work involved with the next stages (site redevelopment) to proceed, without any additional costs to Babergh. Whilst the project involves a substantial call upon Babergh staff resources, the current work has been planned for and programmed within existing resources. The wider redevelopment project is also expected to lever in a significant level of private sector investments within the area.

4. RISK MANAGEMENT

- 4.1 This report is most closely linked with the Council's Significant Business Risk No. 5 (capacity) although Risk 9 (Project & Programme Management) applies given the impact LGR could have on this scheme. Key risks are set out below:

Risk Description	Likelihood	Seriousness or Impact	Mitigation Measures
Risk that delay in completion of SPD will result in losing the Haven Gateway Partnership and other Funding allocated for this project	C- Significant	2- Critical	Ensure that the Development Brief is adopted in accordance with timescale to secure funding to assist with implementation
Risk that Suffolk County Council will go ahead with minimal upgrade of existing Bus Station (providing limited improvement); developer will proceed with piecemeal site development; other landowners will be discouraged; and opportunity for comprehensive re-development of the site lost	C - Significant	2- Critical	Ensure comprehensive Development Brief is adopted in Partnership and in accordance with the timescale.

4.2 The subject matter of this report supports the theme of a strong and sustainable Babergh economy primarily, but also quality homes that local people can afford and a greener and cleaner Babergh. This initiative is also of great importance in implementing Babergh's existing Local Plan and beneficial to the emerging Babergh Development Framework.

5. **KEY INFORMATION**

Background

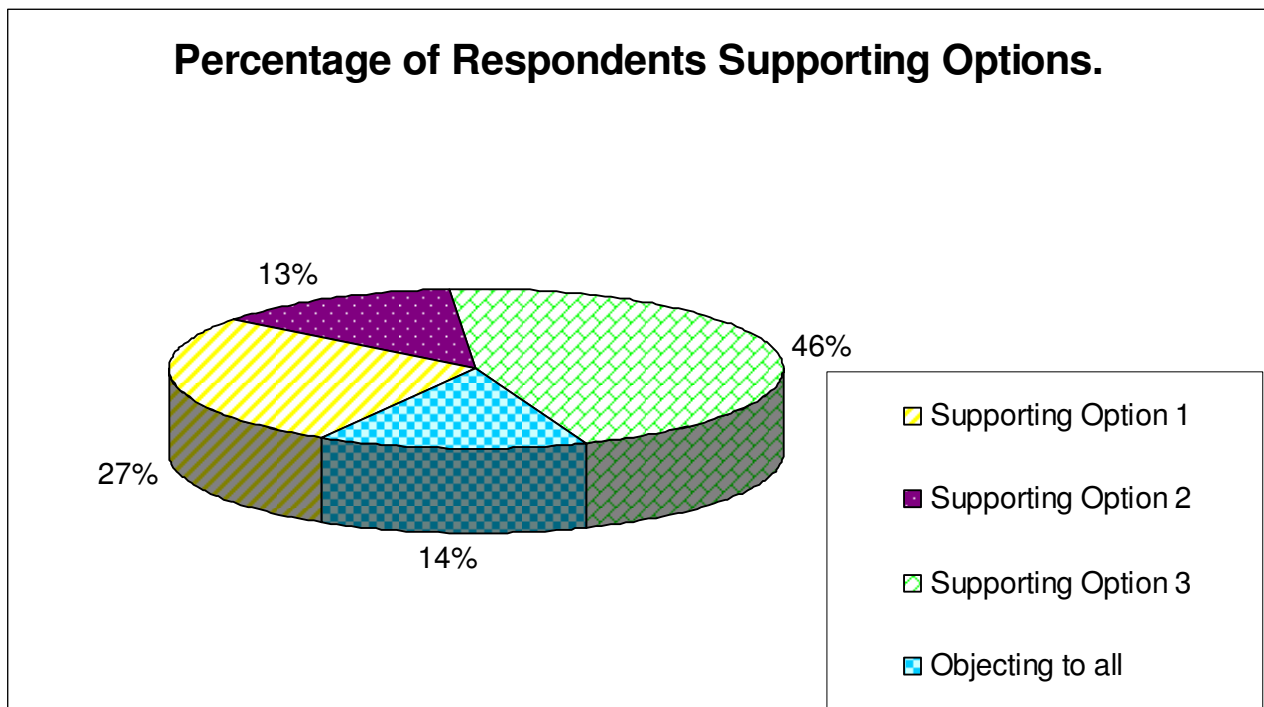
5.1 Members will be aware of the project background as a previous report went to Strategy Committee on 8th October 2009. Since then an extensive public consultation was carried out on the draft Development Brief which included 3 possible options for the policy SD06 redevelopment area. Plans of these are attached as appendix a for information. The recommended response to the consultation is addressed in this report. Firstly an overview of the responses is set out below, in addition a summary of the key issues raised together with an officer response is provided, and finally a detailed summary of the issues raised with a specific officer response is included as Appendix b. The alternative options are considered against the standard Criteria, which were agreed by Strategy Committee in June 2009 as set out in appendix c. A Draft Sustainability Appraisal and Strategic Environmental Assessment (SEA) was also available for consultation. The final draft version of this is available in the Members Room.

5.2 The six week consultation period is considered to have been very successful. This is illustrated by the headline figures of an estimated 1000 visitors to the 4 staffed exhibition events and 2500 viewings of the web page. A total of 190 formal responses was received. In addition a petition (including 46 signed standard forms) was received, which is referred to in more detail in paragraph 5.6. A comprehensive publicity campaign was operated in order to ensure as many people, organisations and interest groups as possible were engaged. This included dedicated website publicity, leaflets and posters and a series of frequent newsletters to provide communications and updates for all on the project. These high profile efforts to promote wide spread public awareness of, and interest in, the initiative are believed to represent a successful approach to community involvement.

5.3 Alongside the publicity campaign, the project has followed a carefully planned, agreed programme governing the work to be done, responsibilities for actions, a detailed timetable, communication arrangements and a bespoke member involvement plan. This is in line with Strategy Committees, agreed ward member involvement protocol, and it made provision for a wide local member grouping including County Council Members.

Overview of consultation responses

5.4 Of the 190 responses received most indicated an overall preference for one of the 3 options. The pie chart below illustrates the breakdown of responses, which shows preferences for option 1, 2 or 3, as well as those objecting to all 3 options;



5.5 It is evident from this chart that more people indicated support for option 3 than the other options, or for none of the options presented. Of the 14% who stated they objected to all three of the proposed options, a few simply indicated they did not support the proposals, whilst others suggested alternative proposals. 12 people (6%) indicated support for relocating the bus station to land in front of the Kingfisher Leisure Centre on the car park (shown as Policy SD10 in the Local Plan). This concept was promoted by third parties as "option 4" during the consultation exercise.

Opposition to the Proposals – Petition

- 5.6 In addition to the formal responses, a Petition was received on 11th December 2009 which included 46 individually signed standard forms which stated the following;

“We have studied the 3 options you have presented as alternatives for the development of the Hamilton Road Quarter. We believe these DO NOT represent;

- a) A reflection of the Civic Trust Feasibility findings (2006)
- b) The views of local organisations, namely the Sudbury Society, The Sudbury Chamber of Commerce, the Sudbury Market Town Partnership and the Sudbury Town Council;
- c) The best solution for Sudbury’s last opportunity to create better retail offering that will ensure the future viability and vitality of the town and its centre.

We therefore REJECT YOUR 3 OPTIONS and request that an option 4 is introduced which takes the new bus station outside of the area known in the Local Plan as SD05 (*authors reference: it should be SD06*). The same agreed Local Plan indicates the siting of a new bus station closer to the Rail Head on land in front of the Kingfisher Leisure Centre. We would like this option studied and brought forward.”

This formed the basis of the campaign “Why Ignore Option 4” which had some press coverage during the consultation period. The issues associated with this, and a response to them, are provided below and in detail in Appendix b.

Response to the Consultation from the Key Stakeholders

- 5.7 Prior to the public consultation period, particular stakeholders were consulted, the outcome of which contributed to the preparation of the 3 options proposed. Option 2, was based on the ideas proposed at that time by the Sudbury Society and Sudbury Market Town Partnership, (with a few agreed amendments to address safety issues). As part of the formal public consultation exercise, most of the key stakeholders provided a further response. These are briefly summarised below (and more fully in appendix b). The views summarised at the start of appendix b, represent the groups individually, although it is recognised that there is an overlap of membership between some of these groups.

- **Sudbury Town Council**- Support Option 3
- **Sudbury Chamber of Commerce**- Support Option 2
- **Sudbury Market Town Partnership**- Support option 2 (Proviso that if a bus station is required it should be located in front of the Kingfisher Car Park
- **Sudbury Society**-Object to the options proposed and support the alternative suggestion “Option 4”

Consideration of the key issues raised

- 5.8 The key issues are summarised below with a brief officer response. Appendix b provides a full list of the issues with a specific officer response for each point. The main themes and recurring comments are covered by the following key issues;

- **Principle of the need for a bus station in Sudbury**

There is no evidence which supports the concept of Sudbury not being served by a bus station. A town the size and function of Sudbury is considered to need a dedicated bus station with all of the associated facilities. This is consistent with sustainability principles as well as the idea of encouraging greater use of public transport.

- **The preferred location for the bus station**

It is considered that locating the bus station within the SD06 Policy area, meets all of the locational requirements in terms of sustainability and passenger transport matters. This provides the opportunity to integrate an improved bus station within a town centre redevelopment area which has the advantage of being central to the town centre.

- **The alternative proposal SD10 and the Civic Trust Report should have been one of the consultation options**

The Civic Trust Report has been used to inform the preparation of the options which were put forward for consultation. Whilst there may be some merits which apply to the Civic Trust Scheme, some elements are clearly academic and dependant on timely and costly consequential factors which would hinder delivery. Alternative options have been prepared which consider the ability to deliver a durable scheme which is achievable within the required time horizon. Delivery of the bus station on the SD10 site (land in front of the Kingfisher Leisure centre) is linked to the decking of the existing car park, this, or alternative car parking provision would be required first.

- **The mix and proportion of uses**

The SD06 Policy area is a town centre site intended for a mixed use scheme. Significant guidance exists which suggests appropriate uses in town centre locations, including the recently published Planning Policy Statement 4 (Planning For Prosperous Economies). Appropriate uses include a mix of retail, leisure commercial and residential. This like many other town centres would be suited to residential as a supplementary use, primarily on the upper floors. Leisure uses such as a cinema, may equally be appropriate on the upper floors. Emphasis on the ground floor, should be to maximise the retail opportunities. The policy also makes provision for an improved bus station to be integrated within the mixed use scheme.

- **Great Eastern Road / Station Road Junction**

It is widely agreed that the Great Eastern Road / station Road Junction would benefit from improvement. Options to improve this junction were looked at by Suffolk County Council, concluding that a roundabout has most advantages in terms of its location, use and operational and safety requirements. The idea of shared space is not considered to be appropriate for this junction due to the nature and level of use.

- **Deliverability**

Matters raised in association with alternative options are not considered to promote delivery. The option chosen for recommendation reflects all available information on deliverability, with the conclusion that the scheme is achievable.

Conclusions and preferred option

- 5.9 Having considered the issues raised by the consultation, carried out an assessment of the options against the agreed criteria, and considered the sustainability appraisal, it is concluded that the preferred option for the basis of the Development Brief SPD for the Hamilton Road Quarter of Sudbury is option 3. This is supported by the officer working group with representatives of Babergh District and Suffolk County Councils, a significant level of public support expressed through the consultation process and Sudbury Town Council. In addition it is supported by the assessment criteria and the Sustainability Appraisal. Overall, it is considered that the agreement and adoption of an up-to-date Development Brief to set out clear, site specific planning guidance for the Hamilton Road Quarter is of great importance for the benefit of Sudbury Town Centre and in turn, the wider town and surrounding area.

Next Steps

- 5.10 A final draft Development Brief is attached as Appendix d and the SA/SEA will be finalised for publication and adopted in accordance with the regulations (2004). This then provides a framework of guidance for future development in the area, which will be material in determining future planning applications on the site. Implementation of the bus station element of the proposals will require further design work and land assembly which can commence following adoption of the brief. These and other elements will require discussions and input from developers and landowners, which may commence soon after adoption of the Development Brief.
- 5.11 Implementation – It is recognised that the detailed implementation of the redevelopment will require further consideration and work. Officer resources and financial resources are being aligned for allocation to this initiative. Babergh's role will remain primarily as a coordinator/project driver in the first instance. In turn this will evolve to that of decision maker on the required planning and associated applications. In both roles Babergh Council, as well as all other interests will benefit from the greater certainty provided by the Development Brief.

6. APPENDICES

- a) Copy of the Options proposed for public consultation
- b) Summary of representations and responses
- c) Assessment Criteria
- d) Draft Final Development Brief SPD

7. BACKGROUND PAPERS REFERRED TO:

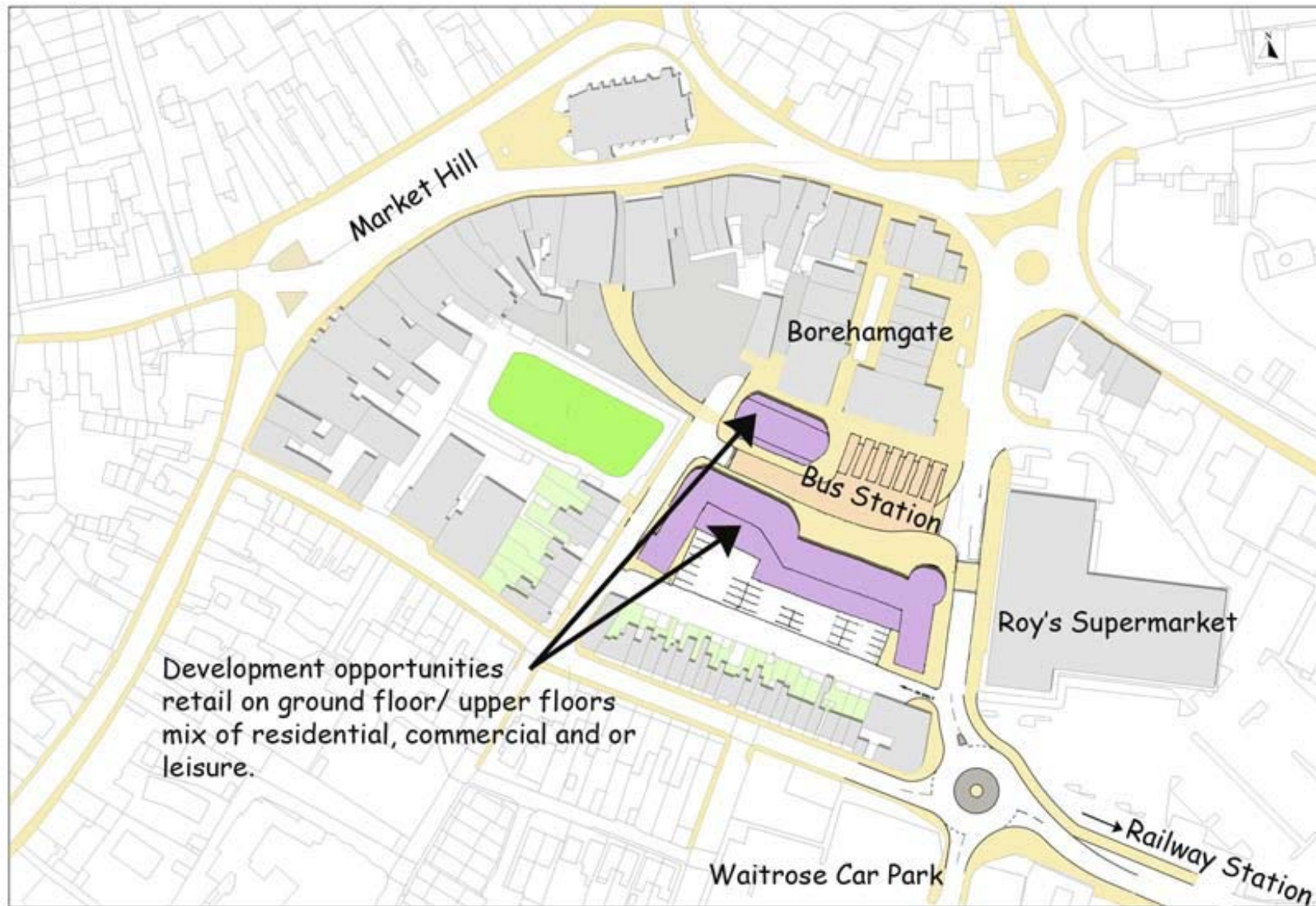
Babergh Local Plan Alteration No.2 Adopted June 2006.
Communications and PR Plan Hamilton Road Quarter 2009.
Civic Trust Feasibility Study 2006
Sustainability Appraisal and Strategic Environmental Assessment

CONTACT: Sandra Scott

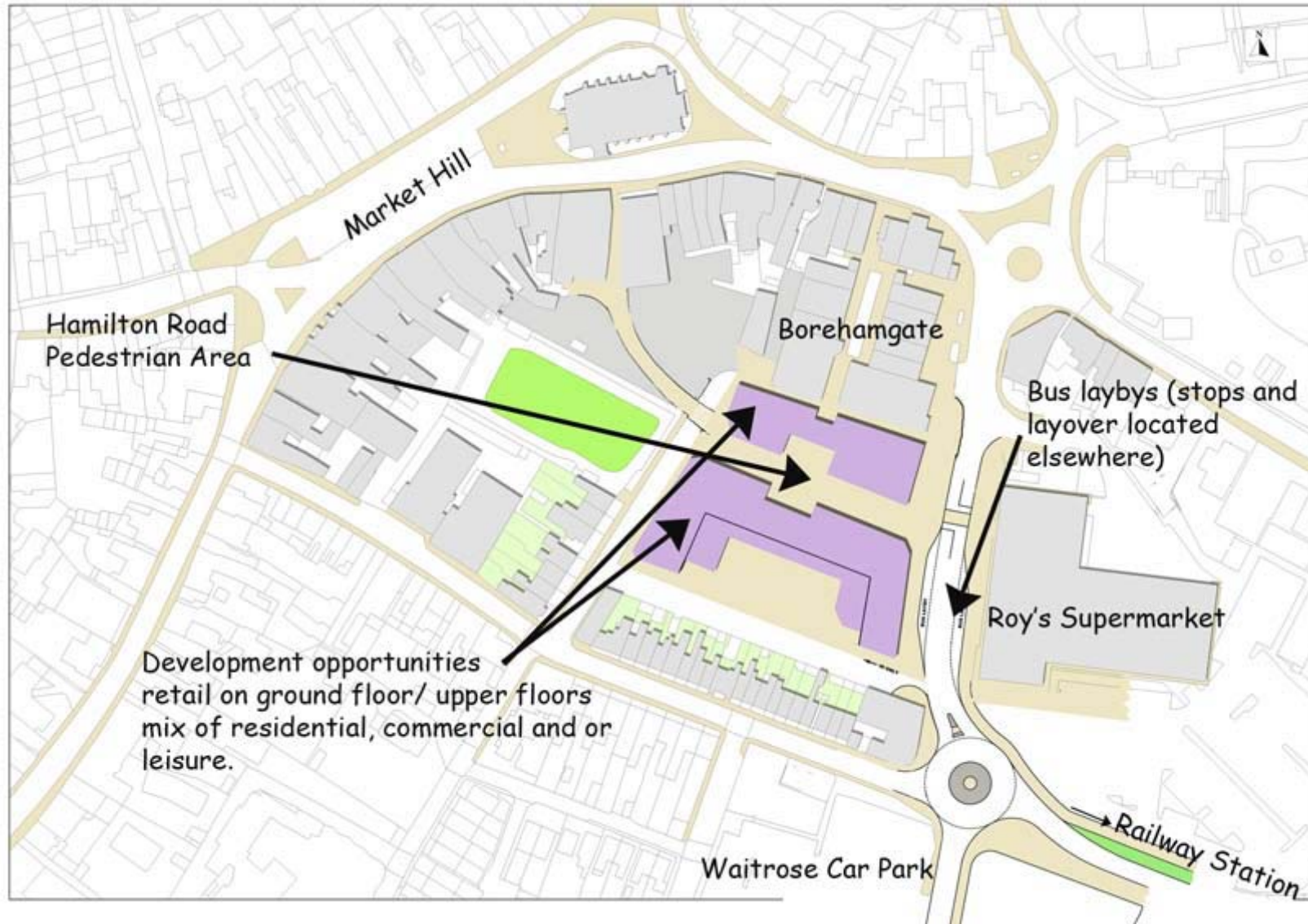
EMAIL: sandra.scott@babergh.gov.uk

Appendix a

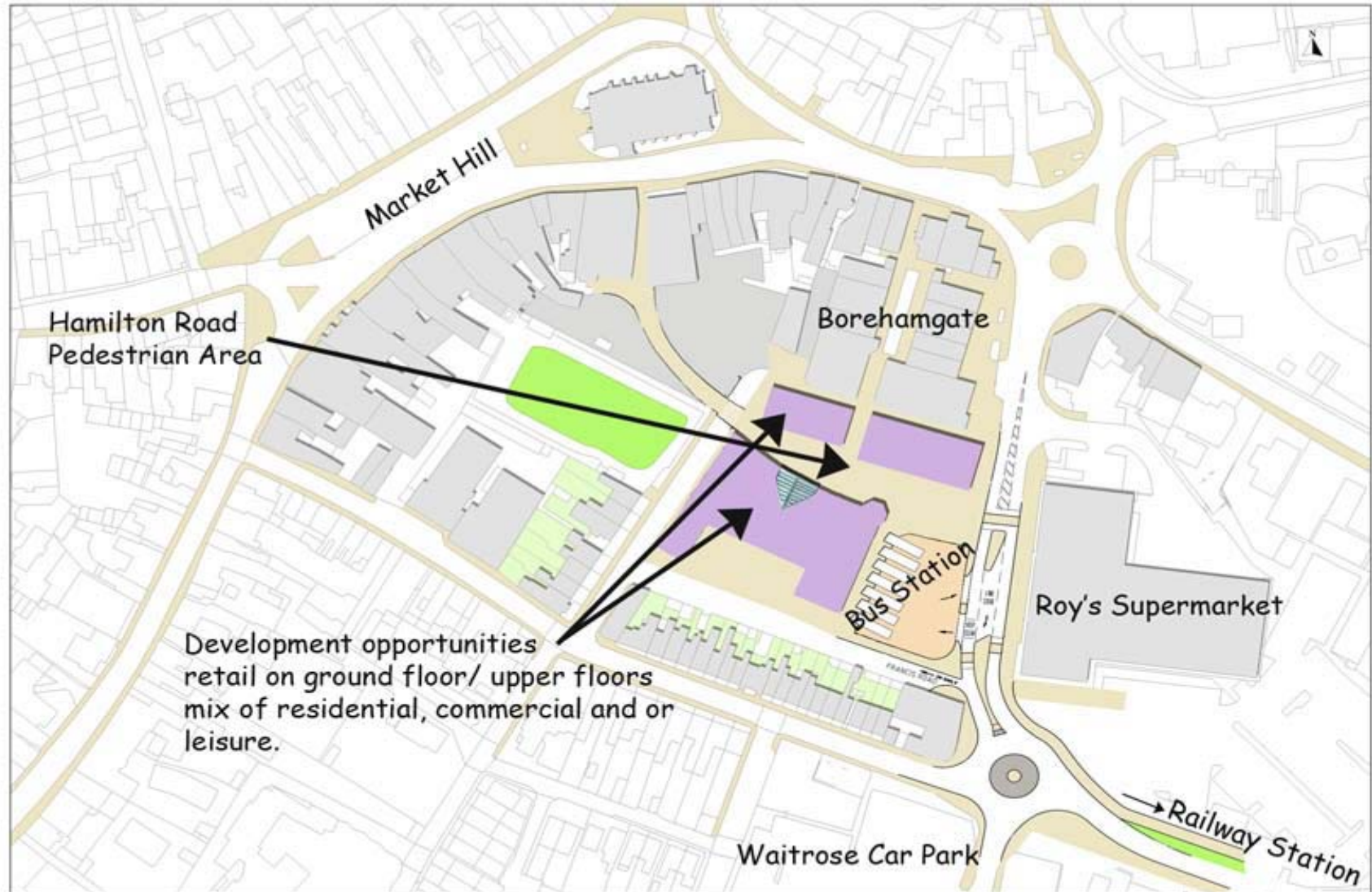
Option 1



Option 2



Option 3



**Response to the Public Consultation Hamilton Road Quarter Development Brief SPD
Sudbury Town Council -**

- Indicated support for option 3. No further information/reasoning was included.

Sudbury Chamber of Commerce-

- Support Option 2 as it allows for the comprehensive redevelopment of the SD06 policy area;
- No need for a formal bus station- the lorry park should continue to be used as a layover and more consideration given to providing additional stops, sensitively designed around the town.
- Object to the roundabout proposed at the junction of Great Eastern Road, Station Road, as it is inappropriate and would be detrimental to the surrounding environment.
- Suggest that the congestion issue in this area be addressed another way, through creating an access off Cornard Road to the rear of Roys.

Sudbury Market Town Partnership

- Support option 2 out of the options proposed
- The whole area of SD06 should be available for redevelopment and space should not be used for the bus station
- The use of a layover area and bus stops around the town is adequate.
- If there is insistence to provide a formal bus station it should be located on land in front of the Kingfisher, on the car park (SD10) and the car parking replaced on the lorry park. This should have been put forward for consultation.
- Object to the proposed roundabout and would prefer to see shared space.

Sudbury Society- The Sudbury Society response was accompanied by a list of signatures which indicated the level of support for these views within the Society. There is a significant degree of overlap between these signatures, and those on the petition as well as some individual responses.

- The consultation should have included an option which locates the bus station on the site in front of the Kingfisher (Policy SD10 in the local Plan).
- Consider that the whole of the SD06 area should be redeveloped and retaining the bus station within it makes development unviable.
- If the bus station is retained on the site it will only allow for piecemeal development, as it loses the opportunity to create primary retail on the larger site area.
- Option 1 has dangerous conflicts between pedestrians and buses;
- Option 3 does not create frontage development on Great Eastern Road
- Object to Option 2 as presented for consultation
- Locating the bus station on the SD10 site would not be hindered by the need to acquire land as it is owned by Babergh District Council
- The roundabout is not supported as it is more suited to vehicles than pedestrians, shared space would be preferable.
- No research of bus users has been undertaken

Bus Operators-

Despite efforts made directly, and through existing forums established with the County Council no formal response has been received. Whilst this gives rise to concern, every effort has been made to secure their involvement. As design work proceeds to the next stage, continued efforts to engage with this group will be made.

Consideration of the key issues raised by the Public Consultation

Key Issue- Principle of the need for a bus station in Sudbury
Context Options 1 and 3 included in the public consultation provide for a bus station within the SD06 policy area. Option 2 removes the bus station from the site, and instead relies on bus stops along Great Eastern Road and elsewhere around the town, together with a layover or bus station away from the site. This is based on ideas put forward by the Sudbury Society and Sudbury Market Town Partnership. The presentation of these options has generated a number of issues about the need for a bus station in Sudbury. Although the options did not illustrate a specific location for facilities such as toilets, waiting area, seating, or information, it is the intention of Suffolk County Council to ensure these facilities are all provided adequately as part of any bus station developed in Sudbury.
Summary of Representations The need to retain a bus station and the associated facilities was one of the key concerns expressed, with many respondents indicating that a bus station facility in Sudbury was essential. This was further supported by a significant number stating that facilities including, toilets, covered waiting, seating and information are essential and that such facilities need to be improved. Others question whether a bus station is needed, and suggest that additional bus stops around the town would be adequate.
Officer Response A bus station serves many important functions for the bus passengers and operators. It brings together, information and a comfortable and safe environment for passengers. It also provides the opportunity for passengers to interchange between services, as well as provide sufficient capacity for current and projected services. As a busy market town, with a large rural hinterland, Sudbury is the destination and interchange for many bus routes. Many people, particularly, the older population, rely on buses in and around Sudbury for many journeys including, shopping trips. It is therefore considered that the type and level of use, together with the role that Sudbury has as a town centre in the area, justify the need for a bus station, with all of the associated facilities to be provided in Sudbury town centre
Key Issue- The preferred location for a bus station
Context The three options presented illustrated possible locations for the bus station (plans attached as appendix a); Option 1- Within the SD06 policy area to the north of the site, off Great Eastern Road; Option 2- Bus stops on Great Eastern Road and other locations in the town, with a layover or bus station away from the SD06 site. Locations listed in the consultation which had been suggested by stakeholders include, the lorry park, Girling Street Car Park, land off Station Road (adjacent to the Kingfisher car park). Option 3- Within the SD06 policy area in the south east corner of the site, along Great Eastern Road.

Summary of Representations

The representations received indicate support, objection, or comments in respect of the options proposed. Some alternative locations for the bus station are also suggested by some respondents. The breakdown of support for each of the options is;

Option 1- 27%

Option 2- 13 %

Option 3- 46%

Object to all 3 options 14%

The proportion of respondents indicating support for an alternative option being promoted (referred to by objectors as option 4) was 6% (these are counted in the breakdown as objecting to all 3)

The most common concern expressed regarding the location of the bus station was the importance of it being centrally located close to the town centre, with good access to the shops

Officer Response

It is considered that there is significant merit in the bus station being situated in a central location. Most passengers visiting Sudbury by bus are using the town centre. Many of them are elderly or have limited mobility and as such benefit from arriving as close to the destination as possible. When departing by bus it is also beneficial to be able to wait for the bus in a safe and comfortable environment, with clear information provided about the services, and again for these facilities to be as close to the town centre as possible. The SD06 policy area is considered to be a good location for a bus station, in that it is a town centre location and is also well located in relation to the railway station, for those wishing to interchange between rail and bus travel. In this context option 1 and option 3 provide the opportunity to achieve a centrally located bus station. The concept of locating the bus station as close to the town centre as possible, is consistent with broad sustainability objectives which should be encouraged if the opportunity to achieve this exists.

Key Issue- Local Plan Proposal SD10 and the Civic Trust Report have not been considered and should have been put forward for consultation

Context

The Local Plan includes Policy SD06, which is the mixed use policy which is the subject of the Development brief SPD. This policy makes provision for the retention and improvement of the bus station, into the scheme, or alternatively relocating to a different, but equally suitable site in the town centre. The same Local Plan also includes Policy SD10, which provides for an alternative site on the northern part of Station Road car park to provide for a bus station – if a bus station is not accommodated in a mixed use scheme. In relation to this policy the Local Plan also refers to the need to deck the Station Road car park to provide further spaces. The policy suggests that the bus station may be relocated to this site, if it can not be accommodated within the mixed use scheme (SD06) and that if this were to be implemented, then it would be dependant upon the additional car parking being provided by decking Station Road car park.

In 2006 The Civic Trust prepared a Feasibility Study for the SD06 area for the Sudbury Market Town Partnership. This was a sound study which provided a good context and background from which to consider the opportunities and constraints for the study area. The feasibility study looked at the opportunities for the wider policy area, based on a number of assumptions. The options proposed for public consultation focused on the Hamilton Road area of the site, being the area with the most opportunity for delivery at the present time, based on the concept of a phased approach. It also assumes the Bus Station will be relocated away from the SD06 site, possibly to the SD10 policy area. The Civic Trust Feasibility Study has been used by Officers as a sound evidence base and to assist with early consideration of the opportunities and constraints associated with the site. The public consultation has used the academic background to establish an initial phase which is likely to be achievable. Option 2 is based on the concepts put forward in the Civic Trust Study.

Summary of representations

A number of representations have been received indicating that policy SD10 and the Civic Trust report have not been considered. Further correspondence has also been received which makes the same point with this information provided on a petition leaflet. 12 formal responses support this concept with a further 46 standard signed forms sent collectively, these have been registered and reported as a petition. In addition the Sudbury Society also indicates that this alternative should have been considered.

Officer Response

The Local Plan provides for the Bus Station to be accommodated in mixed use scheme- Given that a central location for the Bus Station, is provided for under policy SD06 and is supported by sustainability principles it is reasonable to explore options which suggest this is achievable within the context of the wider objectives of the policy SD06 mixed use scheme. SD10 and supporting text paragraphs 10.35 and 10.37 indicate it can provide for alternative Bus Station if it can not be accommodated within the mixed use scheme- Options 1 and 3 indicate that it can.

SD10 is not as central, its implementation is linked in the Local Plan to decking of the Car Park. The cost of this will not allow for Babergh District Council to commit to this in foreseeable future, so there is a need to pursue options which are more likely to be achieved.

Officers at Babergh District Council and Suffolk County Council have thoroughly considered the issues concerning the location of the Bus Station over a number of years, including the possibility of the SD10 site. However, it is considered that the SD06 area has advantages in terms of a central location and sustainability advantages.

Key Issue- The Mix and proportion of uses on the site

Context

The policy area SD06 is intended to accommodate mixed-uses, featuring retail, leisure or other commercial uses, with an acceptance for some residential use as an integral part of a mixed use scheme. The key objectives listed in the policy include the creation of a safe and continuous pedestrian route between Great Eastern Road and Market Hill and to allow for the retention and improvement of the bus station. The options put forward for consultation, all refer to a mix of uses appropriate to a town centre location and allow for the consideration of the location of an improved bus station, whilst enabling an integrated mixed use scheme to be established. The proposals did not prescribe in detail the location of various uses, but instead indicated the overall types of uses which would be appropriate. These included, retail- (particularly on ground floor levels), leisure- (particularly those uses which contribute to the evening economy e.g. cafes, restaurants, cinema uses, as opposed to night time), other commercial or economic uses and residential, particularly on upper floor levels.

Summary of Representations

The comments on this issue are wide ranging and in many cases conflicting views are expressed. The main concept which relates to those objectors who consider that the bus station should be located away from the SD06, is that the whole area should be developed for commercial development. Some suggest that this would be attractive to developers and may attract a large anchor store (national retailer) which some consider to be essential to the delivery of development on this site. On the contrary, some representations consider that the area should be developed with small retail units and a few suggest that more of the site should be used to accommodate the bus station to provide it with more space. A number of people are concerned that additional shops are not needed, particularly given the current economic climate and the closure on some units in the town. A few consider that the site is not suited to residential use and that retail, leisure uses are not an appropriate mix with residential. A further concern is expressed in relation to evening uses, with a particular resistance to any uses which encourage more take-aways or night club activities. Finally a few individual comments made were that existing businesses should not be pulled down and lastly that the site should house the market (under cover) and that the bus station be provided on Market Hill.

Officer Response

A response to the detailed individual comments is provided in the table of responses, an overall summary of the main issues raised is provided here. All 3 options proposed suggest that ground floor uses should primarily, be retail use with the upper floor uses being a mix of leisure, commercial and residential. This is considered to be an appropriate mix of uses for town centre sites, supported by the policy guidance provided by the recently published PPS4, which refers to encouraging upper floor uses to be commercial or residential with retail and leisure uses forming the primary focus of development in such locations. The proportion of these uses may vary depending upon the actual use and the design and layout of any development. Option 1 and 3 require part of the site to accommodate the bus station, again this concept is supported, by PPS 4 promoting sustainable economic development ensuring that retail, leisure and economic development is easily accessible by public transport. The schemes proposed under options 1 and 3 provide approximately 2000 sq-metres of retail floor space, based on ground floor retail uses. Option 2 achieves additional retail floor space, estimated at 2250 sq-metres. Although this was questioned by some objectors, it is considered that this estimate is accurate and is based on sound professional advice. The gain in floor space is not considered to outweigh the benefits associated with integrating the bus station with the scheme and being located centrally. In all cases it is considered that the mixed use scheme should focus on achieving retail, commercial and appropriate leisure uses, with appropriate planning controls ensuring that inappropriate night time uses are not established. Residential uses are considered to be appropriate, as an integral part of a mixed use scheme, particularly as an upper floor use.

Key Issue- Great Eastern Road Junction**Context**

In preparing the options for consultation the operation of the Great Eastern Road Junction with Station Road was considered. It is generally agreed that the current junction is difficult and would benefit from improvement, irrespective of the future location of the bus station. As such a number of options for the junction were considered, including traffic lights. It was considered that a roundabout has a number of benefits and would allow for the implementation of any of the 3 options proposed. (In the case of option 2 this would be essential unless another area beyond Station Road were provided for the buses to turn). The roundabout has been through preliminary design to ensure its intended use is operationally acceptable. Later stages of design for improvements to this junction could result in further consideration of other options for enhancing the current arrangement.

Summary of Representations

The comments in relation to the junction of Great Eastern Road and Station Road largely welcome this improvement. A few concerns were expressed about whether it was adequate for the required bus movements / turning. Others consider that an alternative junction improvement may be preferable, such as traffic lights and a few suggest using shared space for this junction.

Officer Response

It is agreed that the junction is in need of improvement, the detailed design for any improvements will require further consideration by Suffolk County Council which will include ensuring that the most appropriate junction improvements are implemented. A roundabout was considered to have most advantages when the consultation options were proposed. As work progresses on the next stage all options will be thoroughly considered. Advice from SCC and the urban design professional (consultant employed to advise BDC and SCC), suggests that the junction and the type and level of use does not lend itself to the concept of shared space. An example of where this is being widely introduced is a scheme in Felixstowe, which has a very different role in respect of traffic use.

Key Issue- Deliverability

Context

The draft SPD, suggests a phased approach to development, to bring forward elements of the scheme which have potential to be delivered. SCC have funding allocated in the Local Transport Plan in the current financial year, with the expectation to deliver as soon as possible, otherwise funding may be channelled to other projects. Much of the SD06 site is privately owned, and interest has been expressed by landowners to progress with appropriate proposals following Adoption of the Development Brief. The preparation of design guidance such as this, provides a clear direction for developers, which is intended to aid the planning process and assist with delivery.

Summary of representations

A number of representations expressed concern about the ability for schemes which require land acquisition to be delivered, in particularly suggestions were made that option 1 and 3 could only come forward with Compulsory Purchase which was considered to be an unlikely action, due to costs and timescales. This point was further emphasised by those suggesting an alternative site for the bus station away from SD06, on land owned by the Council, removing the need to acquire land to provide the bus station. Other comments related to deliverability, include the extent to which retailers and developers would be interested in development, particularly if the whole site is not available for commercial development.

Officer Response

It is considered that there is a commitment to proceed with delivery from both Babergh District and Suffolk County Council. Negotiations can commence as required following Adoption of the Development Brief. Land assembly need not require Compulsory Purchase Orders, funding from SCC and the HGP, together with existing landownership and private developer interest are all potentially available to influence the outcome of negotiations to enable necessary land assembly for the bus station to be developed, if required. The retail needs assessment (2008) indicates that there is a need for additional retail units in Sudbury, and developer interest on a part of the site, is likely to demonstrate that an appropriate scheme can be delivered. If the bus station were to be relocated to land in front of the Kingfisher, on the car park, delivery would be subject to significant consequential actions, including decking the existing car park or providing additional car parking on the lorry park. Both of these with significant cost and timescale implications which would seriously constrain delivery.

Assessment Criteria (Used in the consideration of the merits of the options)

1. Bus Station

Is the proposed location of the bus station accessible to the Town Centre and in close proximity to the railway station?

Does the proposed location of the bus station allow for pedestrian access and avoid conflicts between movements of pedestrians, buses and other traffic?

Does the proposal provide access to buses to adequately serve those people using them (Do buses stop, where people using them, would like them to)?

Does the provision made for buses meet the current and projected needs of the companies and operators?

2. Traffic

Does the layout proposed lead to any traffic problems in relation to all users of Great Eastern Road and the surrounding junctions?

Does the proposed layout provide significant improvements to access / crossing points / Shared surface / and safety for those using the area in and around the site?

3. Pedestrian Access

Does the proposal provide adequate pedestrian priority through the site?

Does the layout provide a clear distinction between pedestrian area, bus areas and parking throughout the site?

4. Public Space

Does the proposal create a new exciting area for Sudbury Town centre? Does it create a new quarter for Sudbury?

Does the proposal provide enough opportunities to contribute to the “public Realm” for this part of Sudbury?

Does the proposal make a positive contribution / enhancement to the street scene within the site and on Great Eastern Road?

5. Traffic

Does the layout proposed lead to any traffic problems in relation to all users of Great Eastern Road and the surrounding junctions?

Does the proposed layout provide significant improvements to access / crossing points / Shared surface / and safety for those using the area in and around the site?

6. Vitality and Viability

The scheme maintains or enhances the vitality and viability of the town centre as a whole;

The scheme provides opportunities for additional commercial activity in Sudbury;

The scheme provides positive opportunities to enhance the economy both during the day and in the evening;

Makes a significant environmental enhancement contributing to the vitality of the town centre, by creating a high quality environment that people wish to go to.

7. Mix of Uses

Is the range of uses proposed for the area suitable for Sudbury Town Centre?

Are the nature, scale and location of the proposed land uses acceptable to the surrounding residential development?

Are there any other uses appropriate in this area of Sudbury?

8. Deliverability

Are there any obstacles which could make it difficult for the scheme to be delivered?

- Land assembly;
- Economic viability;
- Junction / highway improvements off the site;
- Consequential traffic implications elsewhere to enable implementation;
- Consequential requirements for bus demand e.g. Stops beyond the site;

Appendix d
Draft Final
Development Brief
Hamilton Road Quarter, Sudbury Town
Centre. Policy SD06 Supplementary
Planning Document

January 2010



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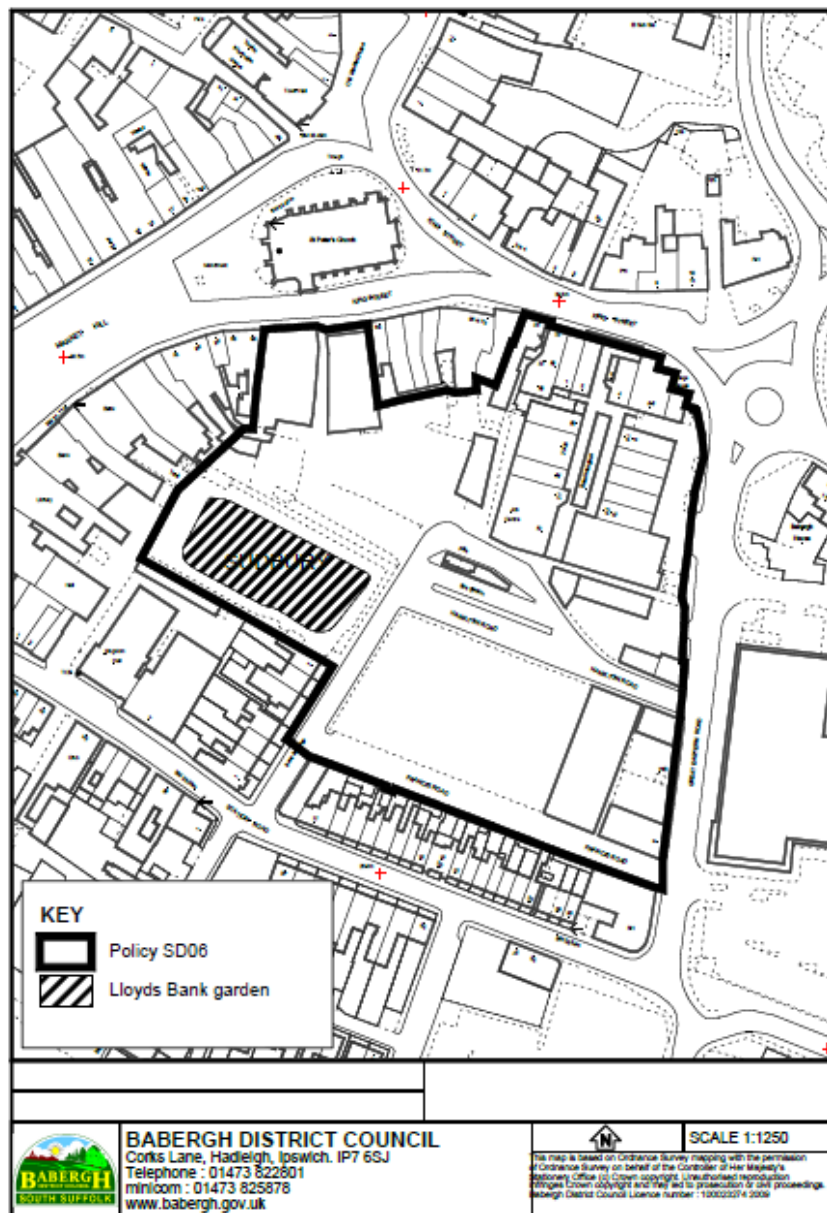
1. INTRODUCTION

1.1

The Development Brief provides a framework for development within the area of Policy SD06. Its purpose is to provide clear guidance for the appropriate comprehensive redevelopment of the area. It will help developers and applicants draw up ideas for developing the site and provide the Local Planning Authority with a strong context to judge appropriate proposals and importantly, resist development which is not suitable for this important site. It provides a general policy context, a detailed site analysis, a design response to this, in which design principles are set out and finally indicates the parameters for the development process.

1.2 Development Vision

To provide a succinct and overall design statement for the future development of Hamilton Road Quarter. To enable high quality comprehensive redevelopment of this important area of Sudbury Town Centre.



1.3 Background

This Development Brief covers the Policy Area SD06 in the Babergh Local Plan Alteration No 2 (Adopted June 2006). The site area is illustrated on Map 1 above the policy wording states;

1.4 Policy SD06

Land around the Bus Station, Sudbury, is proposed for a mixed- use redevelopment featuring retail, leisure or other commercial uses. Residential development forming an integral part of a mixed- use scheme will be acceptable. The main principles will be:

- **The creation of a safe continuous and attractive pedestrian route between Great Eastern Road and Market Hill, which respects the historic frontage;**
- **When redeveloping the surrounding area to allow for extension of the library;**
- **The retention and improvement of the Bus Station into the scheme, or alternatively relocating to a different, but equally suitable site in the town centre;**
- **Provision of fewer car parking spaces than the maximum permissible under the standards;**
- **The provision of adequate cycle parking facilities;**
- **The implementation of associated highway improvements, as required by the Transport Authority, including the reconstruction of Francis Road, if necessary, to an adoptable standard, with the cost of such work to be borne by the developer; and**
- **Proposals to be of a scale and design that are of high environmental quality and that respect the residential amenity of the nearby dwellings.**

- 1.4.1 The Babergh Local Plan also makes a commitment to preparing an updated development brief for the area, to help ensure that integrated, viable and sustainable development is secured on this site in the future. In addition Suffolk County Council are committed to improving the Bus Station facility in Sudbury, to ensure that it is able to meet the current needs as well as those predicted for the future having regard to anticipated growth in and around the town of Sudbury. It is important that a comprehensive approach is taken to this, to ensure that opportunities for the site as a whole and opportunities for an improved bus station facility are able to be integrated and complement each other.

1.5 Study Context

1.5.1 *History*

This area of Sudbury has been the subject of discussion for many years with a number of attempts made to progress redevelopment of the area. Babergh District Council prepared a Development Brief in 1989, which was essentially based on a retail solution for the area, whilst the underlying principles and some elements of this still remain, this requires updating. In 2006 the Civic Trust prepared a Vision Report for the area which included some extensive redevelopment ideas for the area covered by Policy SD06. Also relevant to the development brief, is recent planning history on a significant parcel of vacant land on the site at Francis Road / Hamilton Road. A development proposal for Category II sheltered apartments for the elderly (plus some retail space, landscaping and car parking), was refused planning permission by Babergh District Council in May 2007. It was then defended at Appeal in October 2007, when the Planning Inspectorate dismissed the appeal. Amongst the reasons for dismissal, the following points were included;

- The requirements of SD06 requiring development to comprise retail, leisure and other commercial uses, as well as reference to “limited” residential development, where this forms an integral part of a mixed-use scheme.
- The proposal (subject of the appeal) includes a small element of retail, which is overwhelmingly a housing scheme.
- Concern about the limited contribution the proposal would make to the public realm.
- The development fails to exploit the potential advantage of the bus station location, identified through SD06 as a “key development opportunity”
- Agreement that a development brief for the area is needed to derive an integrated vision for this area that would both attract suitable developers and their customers and create a new urban quarter for Sudbury.
- The development would prejudice the emergence of a coherent development brief able to provide the framework for a high quality redevelopment of this area, and thus secure the implementation of Policy SD06.

1.6 The Site

- 1.6.1 The SD06 Policy area shown on Map 1 above, includes the Borehamgate Shopping area and also the enclosed garden to the rear of 30 Market Hill, known as Bank Gardens. In addition it includes the wider area between the backs of properties in Market Hill and Great Eastern Road, where Hamilton Road runs through the middle, currently housing the bus station, a few dated retail and commercial operations and a large area of vacant brownfield land.
- 1.6.2 It is this central area which is identified as having the most opportunity to deliver significant economic and environmental enhancement by way of comprehensive redevelopment in the first instance. The focus of this Development Brief is primarily on the Hamilton Road section of the site, although the wider design principles are relevant to the whole Policy area.

1.7 Community context and involvement

- 1.7.1 This Brief has been prepared as a Supplementary Planning Document, under the Planning and Compulsory Purchase Act 2004. As such it has been prepared with significant community involvement and engagement. The steps taken to engage the community on this, went well beyond the minimum requirements of the planning regulations.
- 1.7.2 The policy area includes the existing bus station which is scheduled for improvement by Suffolk County Council. Policy SD06, makes provision for the integration of an improved bus station within the mixed use scheme. For these reasons, Babergh District Council and Suffolk County Council adopted a partnership approach to preparing this Development Brief. During June and July 2009 early consultation and discussions were held with the key stakeholders including;

Sudbury Town Council;
 Sudbury Market Town Partnership
 Sudbury Chamber of Commerce;
 Sudbury Society
 Landowners;

Bus Companies and Operators

- 1.7.3 This resulted in 3 options being presented for public consultation as a joint exercise between the District and County Councils, for 6 weeks during the last few months of 2009. Significant publicity, a dedicated web site, 4 public exhibitions and extensive media coverage generated almost 200 responses. These were analysed and considered in January / February 2010. The preferred option has informed the concepts set out in this Development Brief.

2. MARKET DEMAND

- 2.1 In 2008 the Babergh District Retail Study (Colliers CRE), concluded that Sudbury is over-trading in non-food retailing. It concluded that there is a pre-existing need for further comparison goods floorspace and that the requirement for more floorspace will rise steadily through to 2021, on the back of a rising local population and further real increases in spend per head. Any new retail provision should be located within the town centre and should focus primarily on non-bulky comparison goods. A need was also identified for making available larger units which are in most demand from multiple retailers.
- 2.2 Proposals will be required to justify the mix of uses proposed with a market analysis, although it is recognised that market appraisals provide a snap shot at a point in time. Market considerations are obviously an important consideration for delivery, however, the market demand is constantly changing and it is not in itself a justification for one use in place of another.

3. POLICY CONTEXT

- 3.0.1 The overall policy context for this development brief flows from the national, regional and local level. In all cases it is linked to the underlying principles of sustainable development and retention and enhancement of the vitality and viability of the town centre. The main policy drivers are listed below, with a few relevant key objectives highlighted;

- **Planning Policy Statement 1 (Delivering Sustainable Development)**
- **Planning Policy Guidance Note 13 (Transport)**
- **PPS 4 (Planning for Prosperous Economies)**

- 3.0.2 A number of key objectives stem from this national guidance which follows at a regional and local level. Relevant national overarching principles include;

- Sustainable development should be pursued in an integrated manner;
- Approach to development should address potential impacts of climate change, including reducing the need to travel by private car;
- Promote high quality, inclusive design;
- Within town centres, vitality and viability should be promoted,
- Aim to deliver more sustainable patterns of development, ensuring locations are fully exploited through high quality, mixed use development and promoting sustainable transport choices;

- Improve the quality of public realm in the town centres
- New development should help create places that connect with each other sustainably, providing the right conditions to encourage walking, cycling and the use of public transport. People should come before traffic.

3.1 Regional Spatial Strategy

3.1.1 The East of England Plan follows the broad sustainable development objectives. In respect of market towns, which include Sudbury, the following policy objectives are relevant;

- Seek to increase the economic and social sustainability of key centres such as market towns;
- Support urban and rural renaissance;
- Secure appropriate amounts of new housing, including affordable housing, local employment and other facilities and;
- Improve the towns accessibility, especially by public transport

3.2 Haven Gateway Sub Region

3.2.1 The redevelopment of this area of Sudbury supports the importance of town centre renaissance, which is in line with the Haven Gateway Partnership's Spatial Objectives. The support of the HGP is demonstrated through grant funding under the New Growth Point Fund, to assist with the preparation a Development Brief and as a contribution towards delivery and implementation, for job creation, housing delivery, environmental enhancement, infrastructure and overall vitality and viability of the town centre.

4. SITE AND AREA ANALYSIS



4.1 Historic and visual context

- 4.1.1 Historic maps of this site show a mostly industrial built form occupying this site. The proximity of the railway gave rise to a collection of warehousing and maltings fed by railway sidings. Evidence of this occupation is now negligible.
- 4.1.2 Whilst within the heart of the historic core of Sudbury and bounded, on three sides, by the town centre conservation area this site has little remaining heritage. To the south is Francis Road and the back of the terrace of brick built weaver's cottages facing Station Road. The front elevation of these cottages adds to the historic quality of the town centre but the backs are dominated by private parking and a collection of personalised boundary treatments that have little aesthetic value but are typical backland character. The road itself is privately owned and provides necessary access to the parking for these houses. Access for development on adjacent land should be negotiated for rear servicing as frontage development here would not be appropriate.
- 4.1.3 The two storey terraces known as Bank buildings to the west of the site provide the strongest context and warrants sympathetic response within the development site. Adjacent to Bank Buildings is the red brick wall of a historic garden for a house facing Market Hill. Now a bank, the house and its high walled garden are important historically. Several protected trees stand inside the wall and add greatly to the privacy and enclosed character of the garden. English Heritage has stated the wall and garden should remain as a private space but could be opened to the public providing no loss of character or historic fabric occurred.
- 4.1.4 To the north is the service yard of shops on Market Hill and beyond this the backs of the shops. This area has a purpose and function which reflects its appearance and necessity. Opportunities to aesthetically enhance this area are limited by access demands and the need for this area to function properly for the premises it was created for.
- 4.1.5 The mid twentieth century shopping precinct Borehamgate forms the boundary to the north eastern corner of the site. Unfortunately this development with its internalised access to small retail units turns its back on the town and has a negative effect on the streetscape and character of this part of the town centre. The internal 'mall' has an entrance from the SD06 site but this provides little legibility.
- 4.1.6 This negative effect extends down Great Eastern Road which is a visually poor street. There are few frontages along its length apart from the low quality buildings within the SD06 boundary. A large supermarket also turns its frontage away from this street on the eastern side. The poor aesthetic value of this street is not improved by the significance of the road network and the large amount of traffic that uses it. This is without doubt the poorest street of the town centre with regard to townscape and historic context. Although the SD06 site has the opportunity to create frontages along this street the weakness of the whole street would continue to negate regenerative intentions.

4.1.7 The site context is considered to be ambiguous and weak apart from the western boundary where the listed Bank Buildings merit a sympathetic design response. Within the SD06 site the generally poor quality of buildings and uses, are the obvious justification for this development brief. The 20th century interventions to the north and east have created large flat roofed buildings of a scale and mass more associated with the site's industrial past than the more domestic and fine grained scale of Market Hill and Station Road.

4.2 Movement and connections

4.2.1 Pedestrians

There are significant movement patterns that relate to the existing occupation of the site as well as the routes through the site from the large scale parking facilities to the south and the attractors within the shopping core. One of the visually least satisfactory but strongest desire lines for pedestrians draws movement through Hamilton Road and the bus station, then into Market Hill via the small pedestrian lane between the Winch and Blatch shops in the North West corner of the site. This route appears like a back door to the town, despite its popularity.

4.2.2 The southern entrance to Borehamgate is a second movement corridor between the core and the SD06 site. Both these two routes offer a more direct and visually better and less car dominated route than following Great Eastern Road north to the centre.

4.2.3 Public transport

The bus station also generates pedestrian movement into the site from all routes. Whilst accessible for the town centre the bus station feels tucked away at the rear of the site. As an important facility this location creates a poor sense of place and arrival for public transport. The layout arrangement of the bus station within Hamilton Road makes for a complicated pattern of vehicle movements. In this arrangement Hamilton Road is a one way street carrying buses and service vehicles back on to the main road network that have accessed the SD06 area from the south of Bank Buildings. The vehicle movements and multiple lanes within the bus station area dominate pedestrian desire lines.

4.2.4 Vehicular access

Service vehicles and employees from Market Hill access the service areas on the one way route north, past Bank Buildings and the exit east through Hamilton Road. Private cars also use the same, one way circuit as described for the bus movements. The circular route around the whole site is unfortunate in that it is the 'long way round' so to speak and involves all vehicles passing through the bus station area, adding to the dominance of vehicles at the expense of the pedestrian and bus user experience.

4.2.5 Parking

There is currently no parking within the site other than the staff parking at the back of Market Hill and Francis Road which provides private parking for the residents to the south. Both these parking areas could be rationalised but are, and will remain, the rear of property with the associated functions and constraints.

4.2.6 Francis Road is a private road that provides parking for the houses that front Station Road. There is no restriction on public access through this street.

4.3 Urban Design appraisal

4.3.1 Landscape and topography

The site has a gradual fall to the south east and has no overall issues concerning levels. As a brownfield site there is little landscape of adequate value to be retained. The trees within the walled garden of Lloyd's Bank are an important landscape feature that can be seen from direct views along Hamilton Road. The pedestrian access through Winch and Blatch land rises away from the bus station to Market Hill. Where this rise meets the wall on Lloyd's Bank garden there is a vertical change of perhaps a metre, supported by the garden wall. This gradual rise to the town centre and the significant landmark of the Church Tower in Market Hill are important in reading the way to the heart of the town.

4.3.2 Public and private space

Francis Road and the service yard to the north of the site are at the back of property and have functions that take place in private space. There is some enclosure to the service yard at the north of the site to contain its function but the activities of parking and waste storage in Francis Road happen in an ambiguous space not clearly private or public. Whilst it is in private ownership the open public access make this an unattractive street.

4.3.3 The bus station can also be seen to have a spatial definition problem, partly because of the layout and also because the other traffic that passes through its indistinct area of operation.

4.3.4 Continuity and enclosure

The policy for SD06 requires a comprehensive redevelopment of this site. The redevelopment would therefore seek to achieve appropriate enclosure in response to the context of each boundary.

4.3.5 Legibility

St Peters Church tower in Market Hill provides the strongest landmark seen from the development site and the south beyond. The current development within the site provides few clues in interpreting the finer grain of desire lines that exist or how to navigate through the site. The bus station feels tucked away and may be difficult to find for the first time user. Great Eastern Road has such limited frontages that it also provides little help in understanding the proximity of the centre of the town.

4.3.6 Scale and massing

Development around the site is a mixture of two and three storey buildings. Bank Buildings are two storey and the terrace of Francis Road is two and three storeys. The mass of these two forms is residential in scale unlike the later buildings of Roy's supermarket and Borehamgate which are larger box like structures of an unrelated massing. Their scale and height are similar to the other forms around the site.

4.3.7 The development in Market Hill has a domestic scale of two and three storeys, the servicing yard for these buildings provides some separation from the developable area of SD06 but even with the slightly elevated position the massing is similar to other boundaries.

4.3.8 Character and distinctiveness

The most notable distinction of character areas is the fine grain and detail of the historic buildings against the stark vulgarity of the later interventions of the 20th century. The only buildings of historic character that face the site are Bank Buildings. Francis Road is of the same grain but, as previously considered, the terraces of housing backs onto the development site and the quality and function of the back of the terrace is of little visual or historic quality.

4.3.9 Great Eastern Road and Borehamgate provide a poor character and context to the town and this site.

4.4 **Existing Land Uses and activity**

4.4.1 Activity

Currently the site is occupied by the bus station in the North West corner. The station generates a lot of activity, especially in peak times. Many people also pass through the site using the route to the centre via the lane between Winch and Blatch shops. From Great Eastern Road the road crossing generates significant movement into the site, although without the bus station, people are mostly passing through the site, into the centre or returning out.

4.4.2 The Bus Station

The bus station is an important part of Sudbury's infrastructure, providing a sustainable means getting to the town for many people. The layout and facilities are acknowledged as tired and funding exists to provide improvements to bring the station up to current standards. The location has the advantage of being very close to the town centre, making much of the town accessible within the 400m walking distance generally accepted as the optimum walking distance from facilities. The location is, however, a poor one. This is because it is difficult to find, in an area that does not read as a principle route or street. The movements of both busses and other vehicles through the station dominate pedestrian flows and access making the operation not particularly user friendly.

4.4.3 The relationship of the bus station to the railway station has important sustainable aspirations to act as an interchange for connecting further journeys. The present location of the bus station disadvantages the interchange potential and this is again because the bus station is hidden, from legible routes or connections.

4.4.4 The bus station layout and capacity proposed is considered to adequately serve existing and predicted future use taking into account likely growth in and around the town.

4.4.5 Residential

There is no residential use of the site

4.4.6 Commercial / retail

The retail uses of the site consist of a single retail outlet. There are two car repair/sales operations on the Great Eastern Road frontage. There is also a small service use operating as a dry cleaners and an office.

4.4.7 Land Ownership and Tenure

The redevelopment site is currently in 4 ownerships, one of which is Babergh District Council. The opportunities for development of the site reflect the existing ownerships, although it is anticipated that negotiations between landowners and developers will lead to land assembly as appropriate, enabling delivery of comprehensive redevelopment.

4.4.8 Public adopted highway

With the exception of Francis Road all the streets and the Bus Station are adopted highway.

4.4.9 Buildings and new development

There has been no new development within the site. The buildings on the site are considered to be of poor architectural value and with regard to the town centre context comprehensive development would offer much more than including the existing built form in redevelopment.

4.4.9 Infrastructure and services

The infrastructure for statutory services is laid within the highway. There are no significant easements known at this time.

5. **DESIGN RESPONSE (*Illustrations and photos will be included to assist interpretation*)**

The Hamilton Road Quarter represents the most significant opportunity to improve and expand the heart of Sudbury. The current uses, with the exception of the bus station, are not in a good layout or in some cases unsuitable for a town centre location. Uses in single storey buildings should be considered spatially inefficient or undesirable within the town centre.

The vacant land and lack of well designed streets make the quarter highly suited to comprehensive redevelopment through which a much stronger sense of place can be established. The bus station has an important role in bringing people to the town and should remain within close proximity to the centre so that the people using buses are not discriminated against in the redevelopment of the site. The access for both buses and pedestrians needs to be reconsidered to optimise the function and presence of the bus station as an integral part of the redevelopment and as an interchange with the railway station.

There is a significant desire line for pedestrians through the site from the southern parking area around the Kingfisher Leisure Centre, Waitrose, Roy's and the large car parks to the south. This desire line provides a substantial amount of footfall for new retail opportunities in Hamilton Road. The redevelopment should make this desire line a new street that provides retail experience appropriate to the centre of town. Other uses should not be discounted and the opportunity to provide a leisure use such as a cinema above ground floor uses may provide an evening economy with associated cafes and restaurants within the quarter.

Rationalising the location of the bus station within the site and the way that vehicles gain access to the service areas at the back of Market Hill will create a pedestrian realm for the length of Hamilton Road linking to Market Hill via the Winch and Blatch lane between shops. In this new space within Hamilton Road a high quality public realm can be established adding value and vitality to the whole town.

The new quarter can be far more than a route to the centre. The development of a new pedestrian area, fronted by new shops and restaurants gives the town centre a new identity and potentially a place in which an evening economy can prosper. Within an exciting mixed use environment the people of Sudbury can rendezvous, shop and dine in a well designed, sunny public space or within the new buildings enclosing the street.

5.1 Design principles

The redevelopment of the Hamilton Road Quarter will need to achieve the following principles based on the analysis of the site, its context and opportunities the location makes available. These principles also respond to the extensive public consultation that took place in November 2009 and take into account the most significant concerns and desires raised by the residents of Sudbury. The requirements of Local Policy SD06 are also encapsulated in the principles. The policy is set out in full in paragraph 1.4 above. The policy principles are addressed below.

5.2 Provide a more functional and legible bus station as part of the scheme, or alternatively locating to a different, but equally suitable alternative site in the town centre.

5.2.1 The bus station provides sustainable and, for some, a vital means of transport. In association with Suffolk County Council a new location for the bus station has been agreed within the site. This new position does not represent a loss of proximity to the town centre or prejudice bus users by increasing the distance from the centre. The new location does allow for buses to enter and leave the site directly from Great Eastern Road. This entrance may require a bus only right turn lane in Great Eastern Road. This would require a traffic light control system that is linked to the pedestrian crossings. The new entrance removes bus traffic from Hamilton Road and simplifies the movement of buses taking pressure of the residential street at Bank Buildings. This decrease in vehicle movements allows for the instatement of a two way carriageway so that other traffic can also be removed from Hamilton Road. A traffic light control system is required on the Station Road junction to enable this. Hamilton Road will then become a pedestrian area, only requiring access for emergency vehicles.

5.2.2 The new location of the bus station provides a stronger and more positive sense of arrival in the town and a more obvious and direct connection to the railway station. The provision of real-time train information at the bus station will further strengthen the interchange facility.

5.3 Facilities for bus users and staff must be integrated into the new built form.

5.3.1 The bus station will have new facilities integrated into the new development directly facing the station. This should include a waiting room, public toilets, ticket office and tourist information. Facilities for bus operators may also be required. The new development shall provide canopy shelters for bus users along the frontage where the bus bays are accessed by the public.

5.3.2 Suffolk County Council will ensure the bus turning area has separation from the pedestrian area with a barrier design which integrates into the overall furniture design for the public realm.

5.4 The creation of a safe, continuous and attractive pedestrian route between Great Eastern Road and Market Hill.

5.4.1 The removal of traffic from Hamilton Road creates the opportunity for an entirely pedestrian street between new buildings. This street should be wide enough to hold events and activities for the public and also provides the opportunity for street cafes, especially on the north side where the sun will provide a suitable environment. The continuation of the pedestrian realm will continue through the land owned by Winch and Blatch leading to Market Hill. It is important that detailed design makes this route legible and safe with a strong sense of pedestrian priority for its entirety. The infrastructure for CCTV and events in the public realm will be an integral part of the development.

5.5 Create an appropriate mix of uses

5.5.1 All buildings should be designed in a robust way so that all storeys are capable of adaptation for different uses. Uses that generate vitality and activity of the ground floor of all buildings will be encouraged. A1 and A3 should dominate the ground floor of developments in Hamilton Road to create and exploit the vitality of the public realm during the day and into the evening. Office and other uses that do not contribute to street vitality uses will be restricted to upper storeys.

5.5.2 Buildings should be designed so that restaurants and cafes can occupy the ground floor where appropriate and architectural design should make suitable provision for fume and odour extraction that does not detract from the quality of the buildings or inconvenience occupiers of upper storeys.

5.5.3 Inclusion of residential development will be required opposite Bank Buildings to recreate a traditional residential street. An element of residential development can be considered on upper storeys to Hamilton Road subject to a satisfactory market analysis of demand. Residential development of more than 15 Units (0.5 hectares) will require 35% to be an affordable housing provision. On sites providing 3 or more dwellings this affordable housing provision will be negotiated.

5.5.4 A leisure use that provides family entertainment and evening activity such as a cinema will be encouraged to occupy an upper storey of the southern part of the site. An evening use would benefit from the local car parks having little use in the evenings and therefore would not require additional car parking provision.

5.6 Greening the new development

5.6.1 As there is no frontage development along the length of Great Eastern Road the development of frontage on this site alone cannot repair the street. The new location for the bus station has a high degree of function but does not provide a frontage. Instead of using built form to provide enclosure and a landmark feature in Great Eastern Road trees will be used as a substitute around the bus station. Any new building for example a cinema or shop outlets would also do this, but be set back from the Great Eastern Road frontage. As the trees mature they can provide a strong landmark and visual aid to recognising the location from a distance. These trees have a key role in the quality of this development and their implementation should take primacy over underground infrastructure.

5.7 Improvements to Francis Road

- 5.7.1 Francis Road will provide access for servicing and very limited car parking for the new developments on the southern side of Hamilton Road. This additional use of this street may require adoption by the Highway Authority and improvements to the layout and current parking arrangements. Trees should be planted on the northern side of Francis Road for its length to improve the aesthetic, mitigate the private parking and backland activity as well as provide character and enclosure between the backs of existing houses and the back of the new development. A means of enclosure at each end of Francis Road will be required to suggest that this is not a public through route. The cost improvements to Francis Road will be borne by the developer, provided this is reasonable and necessary.

5.8 Proposals to be of a scale and design that are of high environmental quality and that respect the residential amenity of the nearby dwellings.

- 5.8.1 The site analysis has revealed that the immediate context for this site is generally poor. With the exception of Bank Buildings there are no significant buildings that suggest certain architectural response for the whole development. The historical pattern of previous development was that of industrial scale and mass and this may have justified the scale and massing of Roy's supermarket and Borehamgate. The new development should aim to protect views to St Peter's Church from the south. Generally development should not exceed three storeys, although it may be appropriate to do so in part, if there is an appropriate opportunity to create a landmark feature for identity or a sense of place. The scale and mass of the new development must be sympathetic to the historic form of Sudbury's town centre. The context does not suggest a particular architectural style but a strong identity and character is essential for the whole site as the scheme will be a new quarter of the town centre. The design approach must be explained within a Design and Access Statement.
- 5.8.2 The landscaping of the public realm shall be to the highest standards. Material for the hard landscape shall define the strong desire line through Hamilton Road and the Winch and Blatch land to Market Hill. The new pedestrian realm shall be designed to allow street cafes to function without compromising movements through the street. This street will have seating for public use as well as the opportunities for cafes and restaurants.
- 5.8.3 The areas of seating should include a high degree of decorative materials, planting and public art to bring richness in places where people have time to appreciate these qualities.

5.9 Art in the town centre public realm

- 5.9.1 Public art is art that gives a location a sense of identity, engages people in ideas or feelings about a place, and is located in areas that are accessible to the public. Public art may be permanent or temporary, free standing or an integral part of the design, it may make a bold statement or be an intimate detail.
- 5.9.2 An artist should ideally be engaged by the developer at the earliest opportunity to develop a strategy and series of public art works to bring a cultural richness to the development.

5.10 Provision of fewer car parking spaces than the maximum permissible under the standards and the provision of adequate cycle parking facilities.

5.10.1 For sustainability reasons the provision of car parking on this site shall be below the standard provision. The central location and facilities immediately available give rise to this relaxation.

5.10.2 Cycle parking for the bus station and the town centre shall be incorporated into the public realm where it is not intrusive but has natural surveillance and security.

5.11 Sustainable Design and Construction

5.11.1 The comprehensive new development will have a high degree of sustainable attributes. Babergh District Council will encourage high levels of sustainable construction techniques and standards for the life of the buildings. Policies EN09 and EN10 in the Babergh Local Plan will be relevant as will the objectives set out in Policy ENG1 on Carbon Dioxide Emissions and Energy Performance in the East Of England Plan.

Images to illustrate and support the design principles to follow

6. DEVELOPMENT PROCESS

6.1 As a Development Brief it is helpful to provide guidance about the development process with an indication of the likely requirements issues concerning delivery. At this stage it is not appropriate to prescribe the detail of matters linked to delivery requirements, however the list below indicates the considerations which will be the subject of negotiation in relation to bringing forward comprehensive development on this site. This is not exhaustive, but provides an indication of the key issues which are likely to apply;

6.2 Phasing

Agreement with Babergh District Council about the need for phasing development will be required as early in the development process as possible. Early phases of redevelopment will need to be planned with regard to their potential impact on subsequent phases, as it is anticipated that further parcels of land are likely to come forward as later elements of the overall scheme.

6.3. Planning Application Requirements

It is likely that a range of supportive documents will be necessary to support any planning application(s) for redevelopment of the site, possibly including, but not necessarily limited to, the following;

- Design and Access Statement
- Transport Assessment / Green Travel Plan
- Supporting Planning Statement
- Financial Viability information
- Section 106 proposals
- Ecological Assessment
- Archaeological and Heritage Impact Statement

Detailed requirements for supportive planning application material will be determined by the precise nature and scale of application proposals.

6.4 Infrastructure

It will be necessary to agree the requirements for infrastructure provision (some of which may be necessary in advance) associated with proposed development. Discussions in relation to this should commence as early as possible with Babergh District Council, together with infrastructure providers as appropriate.

6.5 Planning Obligations

When development comes forward on this site, there are likely to be a number of requirements which will form the subject of a planning obligation. The detail of this will depend on the detailed nature and proportions of the uses proposed. Based on the relevant tests, the potential nature of contributions or measures which may be appropriate are outlined below, some examples of these include;

- Public realm contributions including landscaping / tree planting other environmental enhancement
- Affordable housing (where is residential included)
- Infrastructure improvements
- Highways and access arrangements
- Facilities and infrastructure for sustainable travel options, eg cycle parking.
- Safety measures such as CCTV

6.6 Other Requirements and Considerations

Other requirements that may be relevant include;

Biodiversity appraisal of cleared site

Environmental Impact Assessment (Subject to screening and size and nature of the scheme).

Plan of Redevelopment area- broad concepts (*Version for publication will include a more detailed annotated plan (s) to assist with interpretation of the design response and principles*)

Indicative Plan

