Cabinet



Title of Report:	Bury St Edmunds Town Centre Masterplan Progress		
Report No:	CAB/SE/17/011		
Report to and date:	Cabinet	7 February 2017	
Portfolio holder:	Alaric Pugh Portfolio Holder for Planning and Growth Tel: 07930460899 Email: alaric.pugh@stedsbc.gov.uk		
Lead officer:	Kirsty Pitwood Principal Growth Officer Tel: 01284 757109 Email: kirsty.pitwood@westsuffolk.gov.uk		
Purpose of report:	To inform Members of the progress of the Bury St Edmunds Town Centre Masterplan process; to outline the emerging issues and options phase for Cabinet to agree and offer comments; and to request delegated authority to proceed.		
Recommendations:	 It is <u>RECOMMENDED</u> that: the update on the Bury St Edmunds Town Centre Masterplan process, be noted; the emerging issues and options, as detailed in Section 1.7 of Report No: CAB/SE/17/011, be noted; and delegated authority be given to the Chief Executive Officer, in consultation with the Portfolio Holder for Planning and Growth, to approve the Issues and Options Report for public consultation. 		
Key Decision:	Is this a Key Decision and, if so, under which definition? No, it is not a Key Decision - ⊠		

The decisions made as a result of this report will usually be published within 48 hours and cannot be actioned until five clear working days of the **publication of the decision** have elapsed. This item is included on the Decisions Plan. Consultation: Preparation for the Issues and Options report has included consultation with a number of individual and groups, both internally and externally. Three key consultation groups are the Bury St Edmunds Town Centre Masterplan Working Group, the Bury Assembly of Associations and the Accessibility Consultation Group. Alternative option(s): Not to prepare a masterplan. This option would result in the uncoordinated approach to the development of the town; and many missed opportunities. The masterplan will eventually become a Statutory Planning Document. As such, there is a mandatory process to go through in terms of options appraisals. **Implications:** Are there any **financial** implications? No ⊠ Yes □ If yes, please give details None outside the normal resources required. Are there any **staffing** implications? Yes □ No ⊠ If yes, please give details None outside the normal resources required. Are there any **ICT** implications? If Yes □ No ⊠ yes, please give details None outside the normal resources required. Are there any **legal and/or policy** Yes ⊠ No □ implications? If yes, please give When the Masterplan is adopted as details a Supplementary Planning Document it will become a formal planning policy document. Are there any **equality** implications? Yes ⊠ No □ If yes, please give details The process is subject to the council's Statement of Community Involvement. The Council has a duty to consider the needs of all when preparing the Masterplan document. For example, officers have set up an Accessibility Consultation Group in order to hear the views of those people who can sometimes be harder to reach.

Risk/opportunity assessment:		(potential hazards or opportunities affecting corporate, service or project objectives)		
Risk area	Inherent level of risk (before controls)	Controls	Residual risk (after controls)	
Members of the public do not feel engaged	Medium	There is a Communication and Public Engagement Plan in place. This includes numerous events targeting town centre users.	Low	
Members of the public do not feel that the issues and options raised in the consultation report are correct	Medium	There will be a 6- week public consultation on the Issues and Options where members of the public will be able to explain what they do and do not agree with.	Low	
Ward(s) affected:		All Wards		
Background papers: (all background papers are to be published on the website and a link included)		N/A		
Documents attached:		Appendix A - Masterplan boundary map		

1. Key issues and reasons for recommendations

1.1 **Background**

- 1.1.1 The Bury St Edmunds Vision 2031 document was adopted by St Edmundsbury Borough Council (SEBC) in September 2014. The preparation of a masterplan for Bury St Edmunds town centre is referred to in Policy BV27 of this document.
- 1.1.2 The masterplan boundary was determined in Policy BV27 (see Appendix A for a map). The boundary covers a wide area of the town centre, broadly defined by Tayfen Road to the north, Parkway and Chalk Road to the west, and the Rivers Lark and Linnet to the south and east. Please note, that although there is a defined boundary, the masterplan will consider what lies beyond that boundary and how it relates to the town centre.
- 1.1.3 The aim of the masterplan is to set guidelines for the future growth and development of Bury St Edmunds town centre and to provide the framework for individual development proposals to be assessed when they come forward.
- 1.1.4 The masterplan will also address:
 - a) town centre uses (including retail and leisure);
 - b) opportunities for mixed use development;
 - c) town centre traffic management, including car parking and sustainable travel options;
 - d) heritage conservation and the quality of the environment;
 - e) art and the public realm; and
 - f) accessibility for all town centre users (including the influence of the mental health agenda and Families and Communities Strategy).
- 1.1.5 Town Planning experts, David Lock Associates and Peter Brett Associates, were appointed in early November 2016 to deliver the masterplan, working closely with officers and other stakeholders.

1.2 **Governance**

- 1.2.1 The Council is legally responsible for the masterplan; the final Masterplan will become a formal Supplementary Planning Document.
- 1.2.2 The governance is provided by the councillor representation for Bury St Edmunds, jointly with Cabinet.
- 1.2.3 The masterplan will be co-produced; as such, a Bury St Edmunds Town Centre Masterplan Working Group has been created, which consists of:
 - a) Portfolio Holders for Planning and Growth (Chair of the Working Group), and Families and Communities;
 - b) St Edmundsbury Borough councillors;
 - c) Bury St Edmunds Town councillor;
 - d) Suffolk County councillors;
 - e) Business representative groups;
 - f) Trader association representative; and
 - g) Heritage/environment representative groups.

1.2.4 Bury St Edmunds' ward members also have a governing role and are invited to attend meetings at strategic points in the process.

1.3 **Timescales**

- 1.3.1 Indicative timescales for the masterplan are outlined below:
 - a) **Stage 1**: Analysis and baseline review w/c 7 November 2016;
 - b) Stage 1a: Presentation of initial findings w/c 12 December 2016;
 - c) **Stage 2**: Preparation of issues and options report w/c 19 December 2016;
 - d) Stage 2a: Issues and options consultation period w/c 27 February 2017;
 - e) Stage 3: Production of draft masterplan w/c 24 April 2017;
 - f) Stage 3a: Consultation lead-in and preparation w/c 17 July 2017;
 - g) Stage 3b: Draft masterplan consultation period w/c 31 July 2017;
 - h) **Stage 4**: Finalise masterplan w/c 11 September 2017;
 - i) **Stage 5**: Handover Week 50 w/c 6 November 2017; and
 - j) Full Council adoption of Masterplan as Supplementary Planning Guidance by the end of 2017.

1.4 **Communications plan**

- 1.4.1 There is a dedicated communications officer on the core officer group and a communications plan is in place. The key messages for the masterplan are:
 - a) **Ambition** Bury St Edmunds has one of the best retail, culture and leisure centres in the region and continues to attract people from across Suffolk and neighbouring counties. Our ambition is for our town to continue to be vibrant and prosperous, especially as other centres are looking to increase their offer so we need to start planning for the future.
 - b) **People** West Suffolk is a desirable place in which to live and Bury St Edmunds will grow by at least another 5,740 homes between 2012 and 2031, meeting the various demands for homes, including affordable housing. We need to look to 2031 and beyond to make sure we have the right mix of town centre, culture and leisure, not just to meet demand for our own increasing number of residents, but also to continue supporting the local economy by promoting Bury St Edmunds as a visitor destination and boosting visitor spend.
 - c) **Future investment** We know that there are current pinch points to the parking and roads infrastructure; a new masterplan gives us the opportunity to tackle these issues, plan for future growth and ensure that the town centre is accessible for people with a range of different needs. We will work with our partners to make it simple and convenient for everybody to walk, cycle, catch the bus or the train and use a mobility scooter. We also recognise that there is limited vehicle capacity in the historic streets of the town centre.
 - d) **Track record** Twelve years ago St Edmundsbury Borough Council drove forward plans for the arc development, which included investing in The Apex. Despite opening during the recession in 2009, the arc has been a huge success story, adding modern architecture to the town's heritage and playing a major role in the vibrancy of the town which has a shop vacancy rate lower than the national average. St Edmundsbury

Borough Council also led on the project to establish a Business Improvement District (BID) for the town. Amongst other things, the BID – Ourburystedmunds – now runs a series of popular town centre events, all designed to increase footfall and spend in the town. All of this has established the town's strong market position and has seen it win various accolades including being named as one of Britain's top five high streets (East Anglian Daily Times, October 2015).

1.5 **Public engagement/consultation plan**

- 1.5.1 Firstly and foremost, in terms of engagement and consultation this is a coproduced Masterplan.
- 1.5.2 There is a dedicated public engagement/consultation plan in place which is regularly updated.
- 1.5.3 There are two formal six-week public consultation periods during any masterplan process. In this case, the first of these will be the Issues and Options consultation in Spring 2017 and the second will be the Draft Masterplan consultation in Summer 2017.
- 1.5.4 Before these formal consultation periods have started, officers have been engaging widely with stakeholders in what officers have termed 'Pre-Issues and Options consultation'; but this is our early engagement process helping to ensure that the Issues and Options report that goes out to formal public consultation is as robust as possible.
- 1.5.5 Two groups, in particular, have been actively involved in consultation to date (and will continue to have an active role throughout):
 - a) **Bury Assembly of Associations** the 11 residents' associations operating within the Town Council boundary area. The main estates across the town and the medieval grid and Southgate and Eastgate Street areas are represented.
 - b) **Accessibility Working Group** (created specifically for the masterplan) 11 organisations representing people with additional needs who live, work, shop and visit Bury St Edmunds town centre. The organisations participating in this group are:
 - i. Age UK Suffolk
 - ii. Avenues East
 - iii. Bury Dementia Action Alliance
 - iv. Bury Youth Forum
 - v. Leading Lives
 - vi. SEBC Families and Communities Officer Vulnerable People specialist
 - vii. St Nicholas Hospice
 - viii. Suffolk Coalition of Disabled People
 - ix. Suffolk Deaf Association
 - x. Suffolk Family Carers
 - xi. Suffolk Mind
 - xii. West Suffolk Blind Association
 - xiii. West Suffolk National Autistic Society

- 1.5.6 During the forthcoming formal consultation periods there will be public displays at several venues, including:
 - a) West Suffolk House reception
 - b) Apex
 - c) Library
 - d) West Suffolk College

At each public display there will be information posters, copies of the Issues and Options Report, roller banners, hard copy questionnaires, a ballot box (to post questionnaires), business cards (with a link to the online survey).

- 1.5.7 There will also be several events taking place throughout the consultation period, for example:
 - a) Market stalls 1 Wednesday, 1 Saturday;
 - b) Evening drop-in following market day in a central location (e.g. Apex);
 - c) Sessions at main supermarkets Waitrose, Sainsbury's, Tesco and Asda;
 - d) Session at Bury Leisure Centre; and
 - e) Additional community events.

At each event, which will be staffed by the project team and where possible members of the Working Group, there will be hard copy questionnaires, copies of the Issues and Options report, roller banners and business cards.

1.6 **Stage 1: Analysis and baseline review**

- 1.6.1 The consultants have now completed 'Stage 1, analysis and baseline review'.
- 1.6.2 Officers submitted a library of documents to the consultants when appointed and these documents have formed the evidence base for the masterplan.
- 1.6.3 The consultants have supplemented this evidence base by research and interviews with key officers, local elected members, stakeholders and members of the Masterplan Working Group.
- 1.6.4 Furthermore, the output from the extensive pre-issues and options consultation (paragraph 1.5.3 and 1.5.4 refers) has been assessed as part of the baseline analysis.

1.7 **Stage 1a: Presentation of initial findings – headline issues**

- 1.7.1 A number of town centre 'headline issues' have been identified through the review and analysis of the evidence base. These can be grouped into nine headline issues that the masterplan will need to consider. They comprise:
 - a) Accessibility to, and within, the town centre to include cycling, mobility requirements, public transport, parking and walking;
 - b) Identity and character of the town centre;
 - c) Making the town centre work for everyone;
 - d) Mix of uses in the town centre;
 - e) Preserving and enhancing the historic environment;
 - f) Railway and bus arrivals, departures and information points;
 - g) St Andrew's Street and Arc linkages;
 - h) Supporting and accommodating growth; and
 - i) Town centre public realm and design quality.

- 1.7.2 Each issue is set out below, noting particular considerations and highlighting opportunities which will inform the development of the options, some of which overlap and are shared between one or more of the headline issues.
- 1.7.3 It is important to note that the masterplan process is very detailed and there is a tremendous amount of work to be carried out before the final masterplan is produced. For example, at this stage only broad options are being outlined but none of these have gone through a viability and deliverability assessment.

1.7.4 a) Accessibility to, and within, the town centre to include cycling, mobility requirements, public transport, parking and walking: Access into the town centre, particularly for car users, but also for pedestrians, cyclists and those with particular mobility requirements, and the availability of parking are highlighted within the evidence base. It is recognised that there must be a careful balance between facilitating access between different modes of transport, and encouraging walking, cycling and public transport use particularly as the town centre serves a wide and predominantly rural catchment area.

No matter which mode of transport people choose to get into the town centre, everyone becomes a pedestrian at some point. The experience of walking from public transport stops, car parks and other gateways and approaches into the town centre must therefore be easy, convenient, safe and attractive for everyone.

Parking is already well used within the town centre. The Council commissioned a parking survey which makes a number of recommendations, including increasing the number of spaces available as well as other management and operational changes to make more efficient use of available spaces. Key considerations and opportunities include:

- a) An improved and more integrated approach to on-street and off-street parking enforcement;
- b) Consider targeted pedestrianisation in key locations to improve pedestrian accessibility;
- c) Encourage sustainable travel modes such as park and walk, park and ride, convenient cycle racks, car sharing schemes, cycle lanes and cycle hire schemes;
- d) Establish a safer and more comfortable environment for pedestrian users;
- e) Identify and encourage ways in which to reduce car traffic in the town centre, particularly on busy days;
- f) Improve the perception around poor car parking;
- g) Limited pedestrian crossing points and poorly timed traffic lights; and
- h) Provide more car parking spaces in the town centre and/or rationalise existing car parking provision that will encourage a greater turnover of vehicles to manage capacity.

1.7.5 **b)** Identity and character of the town centre:

Bury St Edmunds already has a strong, if relatively recently built, existing identity and character. This is particularly established through the quality of the historic and built environment, the mix of uses that are available within the town centre, and programme of events including the market.

However, the evidence base and research also highlighted the importance of increasing the wider understanding the role and structure of the town centre, making it easier for visitors and users to find their way around, and capitalising on different locations to offer a range of different places of interest.

In addition, although it is relatively compact, the town centre can feel disjointed, with the perception that various locations are further apart than in fact they are. This is in part because of the varied topography of the town centre, but also wayfinding can be of variable quality, particularly from key points of arrival such as the principal car parks and, in particular, the railway station.

Key considerations and opportunities include:

- a) Eliminate street clutter to aid walkability;
- b) Enhance permeability across the town, particularly between the town centre, the Arc, the old town and the train station;
- c) Provide improved signage, information and maps to aid navigation for visitors; and
- d) Providing convenient, safe and attractive routes to enhance the visitor experience through the identification of character areas and the use of wayfinding to promote identity.

1.7.6 c) Making the town centre work for everyone:

Bury St Edmunds town centre is a shared asset, used and valued by all sections of the community. As such, it is important for the town centre to be welcoming, safe, accessible and offer a range of uses that appeal to a wide range of different users.

In addition, the physical environment of the town centre should be designed to take account of health and wellbeing opportunities.

Key considerations and opportunities include:

- a) Encourage innovative housing design for all sections of the community;
- b) Enhance the range of youth facilities and activities;
- c) Increase participation in healthy activities and lifestyles and provide new fitness facilities;
- d) Provide a healthy environment for people to walk and cycle, connecting to the wider cycle/walking network outside of the centre;
- e) Provide and enhance existing green and blue infrastructure to increase participation from across the demographic;
- f) Recognise the ageing demographic and provide improved and enhanced facilities to increase usage of the town centre; and
- g) Value of quality environment to support mental health support.

1.7.7 **d)** Mix of uses in the town centre:

Town centres are, by definition, mixed-use environments and Bury St Edmunds is no exception. The strength, variety and quality of uses in the town centre are recognised as being key assets. Capitalising on this mixed-use environment through complementing the existing mix, identifying

development opportunities, and accommodating new proposals to strengthen the heart of the town are all recognised as being important issues.

As a mixed-use environment, it is also important to recognise that in order to encourage a thriving town centre it will be used at different times of the day, evening and into the night. This maximises the vitality and viability of the town centre.

Key considerations and opportunities include:

- a) Encourage a wider range of job opportunities by providing space for small businesses/start-ups;
- b) Enhance the leisure offer including the 'café culture' and provide a greater and wider concentration of facilities (eating and drinking) to enhance the night time economy;
- c) Enhance the mix of uses to encourage visitors to stay for longer to support the local economy;
- d) Explore opportunities to provide for the most efficient use of land, including the redevelopment of Cornhill Walk, the bus station area, the telephone exchange, the Station Quarter, the Tayfen Road area, Havebury land and public sector assets;
- e) Identify future locations of retail growth (comparison and convenience), which reflect the success of the Arc without detracting from existing independent stores and traditional centre;
- f) Improve marketing for Bury's facilities across the region, highlighting its unique history and position as a cultural, retail, leisure and business hub;
- g) Improve the leisure and retail offer to reinforce Bury as a visitor destination and support leisure facilities which encourage family participation, recognising the gap in current provision;
- h) Increase hotel provision allowing additional overnight stays in the centre;
- i) Provide more housing, including for young people, key workers, the elderly and affordable housing;
- j) Redevelop existing sites to provide a mix of residential, business and leisure uses; and
- k) Support the continued development of Bury market, allowing growth opportunities for small, independent traders.

1.7.8 **e)** Preserving and enhancing the historic environment:

The historic environment is one of the most important and defining characteristics of the town centre. This is recognised through the designation of much of the town centre as a conservation area, and the presence of a significant number of listed buildings.

The growth and development of the town has been shaped by its heritage, preserving and enhancing the best of the historic environment while also accommodating growth. In this way Bury St Edmunds has manged to respect history without becoming history.

Key considerations and opportunities include:

- a) Enhance Bury St Edmunds' distinctive character by improving physical and visual links to the Abbey and Abbey Gardens and historic buildings such as the Cathedral;
- b) Greater provision of tourist facilities to maximise access to existing heritage assets;
- c) Preserving and enhancing access to and visibility of heritage assets to reinforce the historic character of the town; and
- d) Protect and enhance key views of important buildings and spaces. Preserving and promote Bury St Edmunds central medieval grid layout, whilst utilising opportunities for greater enjoyment of landmark features.

1.7.9 f) Railway and bus arrivals, departures and information points:

Both the railway and bus arrivals, departures and information points, represent important areas of arrival into the town centre. As such, they will shape the initial perceptions many people will have of Bury St Edmunds. It is recognised through the evidence base that the railway station is a key issue, being relatively divorced from the main town centre and having a poor surrounding environment.

The adopted Station Hill Masterplan proposes a significant enhancement of the environment around the railway station including a mix of new uses. The bus station area is subject of a review to consider how best to serve the future needs of passengers and the bus operators.

Key considerations and opportunities include:

- a) Accessing the station and improving connectivity;
- b) Bus provision and presence in the town centre, enhancing linkages, understanding opportunities;
- c) Consider the relocation and/or improvement of the existing bus arrivals, departures and information points to cater for an increase in service routes and frequency;
- d) Improve accessibility for all users including the mobility impaired, particularly between the town centre, railway station and Tayfen Road area:
- e) Increase signage/prominence of routes connecting town centre and station; and
- f) The potential for park and ride options to complement accessibility.

1.7.10 g) St Andrew's Street and Arc linkages:

The length of St Andrew's Street North and South, and particularly the linkages between the Arc and Cornhill/Buttermarket, are widely identified as being poorly designed, unattractive, and the location right at the heart of the main retail area of the town centre makes these issues key. The long nature of St Andrews Street makes it difficult to think of as a single and cohesive place in the town, despite it currently carrying out a significant access function in terms of public transport and servicing of both the Arc and the Apex.

The conflict between different users and uses of the street is particularly highlighted at St Andrew's Street South where east/west pedestrian movement between the Arc, 'cattle market', Cornhill and the Buttermarket competes with buses, taxis, delivery vehicles and other traffic.

Key considerations and opportunities include:

- a) Consider redevelopment potential of St Andrew's Street Car Park;
- b) Consider the pedestrianisation of St Andrews Street South to improve pedestrian accessibility;
- c) Enhancement to improve safety and improve usage;
- d) Introduce frontages along the street;
- e) Promote active frontages along St Andrews Street to increase vitality and connections between "old" Bury and the Arc; and
- f) 'Transformation' of this area in the long term.

1.7.11 h) Supporting and accommodating growth:

This is an overarching issue that relates to all of the others. The Bury St Edmunds Vision 2031 document makes provision for the growth of the town. This includes new housing supported by infrastructure, commercial and employment facilities.

A key requirement of the wider growth agenda is ensuring that the town centre continues to be strong and vibrant, able to service the needs of a growing resident population as well as the many people who visit and work within the town centre.

Additional retail need has been identified through the West Suffolk Retail And Leisure Study 2016. The masterplan is the means through which appropriate opportunities for growth within the town centre can be identified, as well as other changes that will facilitate its continued success.

1.7.12 *i)* Town centre public realm and design quality:

The public realm comprises the streets, walkways, squares, parks and spaces between buildings that are publicly accessible in the town centre. Many parts of the town centre have an extremely high quality public realm, Angel Hill for example, whereas other locations are in need of improvements and enhancement. Providing an enhanced public realm not only improves the appearance of the town centre but it can also make it more physically accessible. In addition, it can help to reinforce the role, function and character of different locations improving the overall identity of the town centre.

Design quality is a key consideration, reflecting and working with the historic environment, but also ensuring that the public realm and built environment builds upon and enhances the overall character, appearance and functionality of the town centre.

Key considerations and opportunities include:

 a) Enhance the outside spaces around the Apex including Charter Square and St Andrew's Street to provide a more attractive and lively environment;

- b) Getting the detailing right both in terms of the public realm and built environment;
- c) Improve public realm design quality, including Charter Square, Station Square and key town centre gateways;
- d) Improve the town centre environment through the provision of coordinated and well-designed street lighting, signage and seating in the locations where it is needed;
- e) Long term enhancement of the public realm, curation of historic assets and introduction of excellence in design;
- f) Tree and shrub planting, where appropriate, to enhance environmental quality; and
- g) Repair existing paving to unify surface materials and ensure sufficiently robust to withstand HGV vehicles.

1.8 **Next steps**

- 1.8.1 The next stage of the masterplan process is for the consultants to consider the headline issues within the context of identifying options for the masterplan to address.
- 1.8.2 The Masterplan Working Group has agreed that the formulation of options will be undertaken under eight broad themes that will form the basis of the Issues and Options Report. The eight themes comprise:
 - a) A strong heart for historic Bury St Edmunds respecting history without becoming history;
 - b) Accommodating and supporting growth;
 - c) An arc of opportunity;
 - d) Green and blue edges;
 - e) Managing and enabling accessibility for all;
 - f) Thriving mixed-use neighbourhoods;
 - g) Vibrant, well-designed streets and spaces; and
 - h) Welcoming gateways and approaches.
- 1.8.3 This work will lead to the development of Stage 2, Preparation of the Issues and Options Report.

1.9 <u>Issues and Options Report for consultation – delegated authority requested</u>

- 1.9.1 In conclusion, the Issues and Options report will go out for public consultation week commencing 27 February 2017.
- 1.9.2 The Masterplan Working Group will approve the Issues and Options report as part of their lead role in co-producing the masterplan. However, officers request that Members give delegated authority to the Chief Executive Officer, in consultation with the Portfolio Holder for Planning and Growth, to approve the Issues and Options Report for public consultation.