

# CITY OF PLYMOUTH

**Report:** Overview and Scrutiny Panel: Policy and Resources, Major Projects and Inward Investments – Redevelopment of Bretonside Bus Station and land at Bretonside/How Street

**Subject:** Redevelopment of Bretonside Bus Station and land at Bretonside/How Street

**Committee:** Scrutiny Commission

14<sup>th</sup> November, 2002

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**Part:** I

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## Executive Summary:

The purpose of this report is to make recommendations to the Scrutiny Commission following the Panel's consideration of schemes put forward for the redevelopment of the Bretonside Bus Station and land at Bretonside/How Street.

The City Council's Executive will be meeting on 19<sup>th</sup> November, 2002, to consider the outcome of the Bretonside consultation exercise and the conclusions of the evaluation exercise, and, to decide on whether to consider financial offers from one or more of the developers.

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## Corporate Strategy:

The establishment of Overview and Scrutiny Panels forms part of the corporate strategy for implementation of that part of the modernisation agenda relative to new democratic arrangements.

The redevelopment aligns with Objective number 25 of the City Council's Corporate Strategy 2001-06 – to stimulate investment in the City Centre.

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## Financial Implications:

Not fully quantified at this stage. However, it is proposed that the cost of redeveloping the sites and undertaking relocation works (e.g. for lorry parking) and associated highway and transport works will be borne by the selected Developer together with assistance from grants from the Local Transport Plan and Single Regeneration Budget programmes.

## Other Implications:

The scheme will provide a major landmark redevelopment scheme on a key gateway to the City Centre comprising a mix of commercial and residential development and a new coach station.

Improved bus stops will also be provided in Royal Parade, and coach and lorry layover parking will be relocated to alternative sites.

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**Recommendations:**

- 1 the Executive approve the City Council to begin negotiations with Henry Boot Developments for redevelopment of the Bretonside Bus Station and land at Bretonside/How Street;
  - (2) negotiations be conducted via an 'open book' approach;
  - (3) that the Head of Economic Development and Urban Regeneration be requested to provide regular progress reports on the redevelopment to the Panel, including the detail of any firm proposal prior to any recommendation being submitted to the Executive;
  - (4) that the Sutton, St. Peter and Keyham Area Committee be requested to consider how best to communicate and consult with their Ward constituents on the progress of the redevelopment.
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**Background papers:**

Redevelopment of Bretonside Bus Station and land at Bretonside/How Street, Plymouth:  
 Development and Design Brief;  
 Report of the Head of Economic Development and Urban Regeneration to the Overview and Scrutiny Panel: Policy and Resources, Major Projects and Inward Investments, dated 10<sup>th</sup> July 2002;  
 Results of voting and preferences received during public consultation;  
 Evaluation of the five proposals considered in relation to the Local Plan and the Development and Design Brief criteria;  
 Report of the Head of Economic Development and Urban Regeneration to the Overview and Scrutiny Panel: Policy and Resources, Major Projects and Inward Investments, dated 15<sup>th</sup> October 2002.

DECISION	RECORD OF DECLARATION OF INTEREST
REASONS FOR DECISION	RECORD OF ANY DISPENSATIONS
ALTERNATIVE OPTIONS CONSIDERED	
REASONS FOR REJECTION OF ALTERNATIVE OPTIONS	RECORD OF PAPERS CONSIDERED

# **REPORT OF THE OVERVIEW AND SCRUTINY PANEL – POLICY AND RESOURCES, MAJOR PROJECTS AND INWARD INVESTMENTS**

## **REDEVELOPMENT OF BRETONSIDE BUS STATION AND LAND AT BRETONSIDE/HOW STREET, PLYMOUTH**

### **Background**

- 1.1 The Scrutiny Commission, at its meeting on 20<sup>th</sup> June, 2002, agreed a number of Work Programme items for the Policy and Resources, Major Projects and Inward Investments Scrutiny Panel, including consideration of the Bretonside Bus Station redevelopment.
- 2 The Policy and Resources, Major Projects and Inward Investments Scrutiny Panel met on 10<sup>th</sup> July, 15<sup>th</sup> and 22<sup>nd</sup> October, 2002, to consider the position reached by the City Council in promoting the redevelopment of Bretonside Bus Station and land at Bretonside/How Street, including –
  - (i) the results of voting and preferences received as a result of public consultation conducted during the public exhibition of the five schemes put forward to redevelop Bretonside. The consultation was held at the Civic Centre from 30<sup>th</sup> September to 11<sup>th</sup> October, at which members of the public were invited to vote for their favourite design;
  - (ii) an evaluation of the five proposals considered in relation to the Local Plan and the Development and Design Brief Criteria.

### **2.0 Panel Structure**

#### Councillors

Councillor Horler, in the Chair.  
Councillor Mrs. Ellis, Vice-Chairman.  
Councillors Evans and Mrs. Harden.

#### Officers In Attendance

Paul Barnard	Transport and Planning Manager
David James	Commercial Investment Manager
Philip Jones	Principal Commercial Investment Officer
Neil Emery	Urban Design Co-ordinator
Ian Miller	Public Transport Manager
Craig Saunders	Democratic Support Officer

### **Objectives**

- 3.1 The Policy and Resources, Major Projects and Inward Investments Overview and Scrutiny Panel consider developers proposals for the redevelopment of the Bretonside Bus Station and land at Bretonside/ How Street, including the results of public consultation and conclusions of an evaluation exercise, and submit its recommendations to the Scrutiny Commission prior to the Executive's consideration of these proposals at their meeting on 19<sup>th</sup> November, 2002.

## 4.0 The Detail

The City Council-owned facilities at Bretonside bus and coach station have been in decline for many years, partly because of its position underneath a dual-carriageway bridge structure (the Exeter Street viaduct) and partly because the commercial units are suitable only for marginal retail and catering uses that are not used by the public other than those who pass through the Bus Station.

There has also been a lack of investment in the facilities by the City Council, but the site occupies a prime gateway position in the City Centre, and, together with the land to the south at Bretonside/How Street, forms a potential major redevelopment site that has been identified in the draft Local Plan First Deposit version as a strategic opportunity for mixed-use development that can also improve the pedestrian links between the City Centre and Sutton Harbour and the Barbican.

### 4.1 Development and Design Brief

Following the Executive's approval on 15<sup>th</sup> January, 2002, a Development and Design Brief for redevelopment of the Bretonside Bus Station and land at Bretonside/How Street was published by the City Council in April, 2002, which invited suitably experienced developers to submit plans and proposals for the sites for mixed use development as proposed in the Local Plan First Deposit version.

### 4.2 Proposals

The following developers have put forward schemes to redevelop Bretonside –

- (i) Henry Boot Developments;
- (ii) Rokeagle Limited;  
Sutton Harbour Company;  
CE Chelverton;
- (v) Richard Walker Developments.

### 4.3 Public and Member Consultation

From their discussions with the Officers, the Panel was made aware that the Public and Member consultation process had included –

- (i) a presentation of the schemes to the Sutton Forum on 28<sup>th</sup> August;  
consultation with the Sutton, St. Peter and Keyham Area Committee;  
a public exhibition of the proposals at the Civic Centre from 30<sup>th</sup> September to 11<sup>th</sup> October at which members of the public were invited to vote for their favourite design;  
a presentation of the proposals by each of the developers to Members at the Council House on 10<sup>th</sup> October;

### 4.4 Voting / Evaluation of Proposals

With respect to voting for favourite designs and objectively evaluating the proposals, the Panel heard that –

- (i) 164 votes had been returned during 4.3(iii) above (155 from the public and 9 from Councillors), with the percentage of each proposal that received first preference votes detailed in Column 1 of Table 1 below;
- (ii) an evaluation of the five proposals considered in relation to the Local Plan and the Development and Design Brief criteria had been scored with each proposal being scored with a mark between 1-5 (5 = Excellent, 4 = Good, 3 = Satisfactory, 2 = Not Satisfactory, 1 = Poor) against each of the criteria. The scores for each proposal were totalled to give a Total as detailed in Column 2 of Table 1 below;

**Table 1: Results of Public Consultation and Evaluation against Local Plan and Development/Design Brief criteria**

Developer	Column 1: Results of public consultation exercise (% of #1 votes received)	Column 2: Evaluation considered in relation to the Local Plan and the Development and Design Brief criteria – (TOTAL SCORE)
Henry Boot Developments	32.3%	89
Rokeagle Limited	14%	73
Sutton Harbour Company	22.6%	52
CE Chelverton	4.9%	50
Richard Walker Developments	17.1%	46

## 5.0 Comments

Following a presentation on the more detailed aspects of the five submissions, including teams, previous projects and Bretonside proposals, and having considered the voting/evaluation information and supporting documentation, the Panel raised a number of issues that it was thought appropriate should be commented on to the Executive, including that -

- (i) the re-development process was still at an early stage and once the Executive made a decision on a way forward, any preferred scheme would still need to go through the planning process, which would ensure any scheme complied with the Local Plan and also allowed for further public consultation;

once selected and with a Development Agreement signed with the Council, it could take the selected developer up to one year to complete all the necessary planning permissions and mobilise their teams;

some of the issues the Panel believed were important to consider against the proposals were public space and facilities, children's safety, implications for local traffic flow, the relationship of the redevelopment to Drake Circus and the connectivity that any selected proposal(s) offered between the City Centre and the Barbican was an important issue;

the Panel agreed that the scoring system used to evaluate the proposed schemes against the Local Plan and the Development/Design Brief had been objective;

- (v) whilst it was important for the Council to obtain a good capital receipt for the Bretonside site and land, this needed to be weighed up against the quality of the proposed development;

in making their recommendations as to whether the Executive should consider financial offers from one or more of the Developers, the Panel had considered the merits of both 'open competition' and 'open book' approaches.

## **6.0 Written Material**

The Panel considered the following documents –

- (1) Redevelopment of Bretonside Bus Station and land at Bretonside/How Street, Plymouth: Development and Design Brief;
- (2) Report of the Head of Economic Development and Urban Regeneration to the Overview and Scrutiny Panel: Policy and Resources, Major Projects and Inward Investments, dated 10<sup>th</sup> July 2002;
- (3) Results of voting and preferences received during public consultation;
- (4) Evaluation of the five proposals considered in relation to the Local Plan and the Development and Design Brief criteria;
- (5) Report of the Head of Economic Development and Urban Regeneration to the Overview and Scrutiny Panel: Policy and Resources, Major Projects and Inward Investments, dated 15<sup>th</sup> October 2002.

## **7.0 Conclusions**

The Panel concluded that on the evidence presented to them, the Henry Boot Developments' proposal stood out as the best redevelopment scheme for the redevelopment of Bretonside Bus Station and land at Bretonside/How Street.

## **8.0 Recommendation**

8.1 The Panel recommends that –

- (1) the Executive approve the City Council to begin negotiations with Henry Boot Developments for redevelopment of the Bretonside Bus Station and land at Bretonside/How Street;
- (2) negotiations be conducted via an 'open book' approach;
- (3) the Head of Economic Development and Urban Regeneration be requested to provide regular progress reports on the redevelopment to the Panel, including the detail of any firm proposal prior to any recommendation being submitted to the Executive;
- (4) the Sutton, St. Peter and Keyham Area Committee be requested to consider how best to communicate and consult with their Ward constituents on the progress of the redevelopment.