

# STATION YARD URBAN DESIGN FRAMEWORK

SUPPLEMENTARY PLANNING GUIDANCE

Adopted August 2009

Public Consultation of Appendix: Phasing  
March 2011



# STATION YARD URBAN DESIGN FRAMEWORK

The City Council has prepared this Urban Design Framework in conjunction with Newport Unlimited. It is a material consideration in determining applications for planning permission for the development of this area.

Appendix One: Phasing is a draft addition to the Supplementary Planning Guidance and is the subject of public consultation. When adopted it will form part of the adopted Supplementary Planning Guidance.

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## SCOPE

- 1.1 This Urban Design Framework provides guidance to developers and the public on Newport City Council's Urban Design expectations in respect of the development of the Station Yard.
- 1.2 The City Council sees the redevelopment of Station Yard car park as an important opportunity to secure the sustainable regeneration of a prominent area of the city centre.
- 1.3 It represents one of the highest profile development opportunities in the city, identified in the draft Supplementary Planning Guidance (SPG) "City Centre Master Plan", and the "Central Area Master Plan: 2020 Unlimited Vision" prepared by Newport Unlimited, the City's Urban Regeneration Company.
- 1.4 This Urban Design Framework will provide more detailed guidance on the way that UDP policies and Urban Design issues such as the scale, form, layout, orientation and sustainability of development should be applied to the site.
- 1.5 The content of this document sets out the basis upon which Newport City Council requires proposals to be brought forward, outlining the principles and criteria against which the proposals will be assessed.

## PURPOSE

- 1.6 This development site represents a unique opportunity to reform the city centre adjacent to the train station, a point of arrival for visitors to the city. It presents a challenge to designers, with a requirement that proposals coming forward for the site must form an exemplar in terms of both design and sustainability.
- 1.7 These guidelines have been prepared to assist prospective developers and their multidisciplinary design teams to work towards proposals for the site that will be acceptable to Newport City Council as local planning and highway authority.

## PLANNING POLICY CONTEXT

2.1 The redevelopment of the site must be in accordance with the Welsh Assembly Government's planning policies as set out in Planning Policy Wales (PPW) and relevant Technical Advice Notes (TANs), and local policy as set out in the Newport Unitary Development Plan 1996-2011 and Supplementary Planning Guidance.

### 2.9 **Newport Unitary Development Plan.**

Newport City Council formally adopted the UDP on the 16<sup>th</sup> May 2006. The UDP therefore forms the development plan, and planning applications should be determined in accordance with its policies and proposals. The following policies are of particular relevance to the development of this site:

SP 1	Sustainability
SP 2	Quality of Development
SP 11	Planning Obligations
SP 17	Urban Regeneration
CE 32	Routeways / Corridors
CE 38	Quality of Design
CE 39	Residential Design and Layout
CE 44	Access Arrangements
H 2	Housing Sites Within Settlement Boundaries
H 5	Housing Mix and Affordable Housing
T 1	Railways
T 14	Walking and Cycling
ED 2 (5)	Urban Regeneration Sites (Godfrey Road)
ED 7	Business Uses
CF 4	Open Space Standards
U 8	Energy Conservation
U 13	Contaminated or Unstable Land

### 2.3 **TAN12: Design.**

TAN 12: Design sets out the Welsh Assembly Government's position in relation to Urban Design throughout Wales. It sets out a definition of design, advice on the design process, and guidance relating to specific design issues.

### 2.4 **Creating Sustainable Places.**

Published by the Welsh Assembly Government (WAG) and the Welsh Development Agency (WDA), this document sets out the sustainability and design quality expectations for WAG supported projects. It is now under review because of the increased standards now required.

## 2.5 **Manual for Streets.**

Published by the Department for Transport in 2007, it provides guidance for designing successful residential and lightly trafficked streets. It aims to increase the quality of life through good design, which creates more people-orientated streets.

## 2.6 **Ministerial Interim Planning Policy Statement 01/2009 (MIPPS) Planning for Sustainable Buildings**

States that development proposals should mitigate the causes of climate change by minimising carbon and other greenhouse gas emissions, associated with their design, construction, use and eventual demolition and should be adaptable to and resilient against the current and future effects of climate change.

Sets out BREEAM and Code for Sustainable Homes standards for new applications received after 1 September 2009.

## 2.7 **Newport City Centre Master Plan: Draft Supplementary Planning Guidance.**

Published in July 2004, the draft City Centre Master Plan provides more detail to guide development on the Station District.

## 2.8 **Newport Central Area Master Plan: 2020 Unlimited Vision.**

The Newport Unlimited Central Area Master Plan (April 2004) sets out a vision for the future of central Newport for the next 20 years identifying priority areas for early action and design guidance to promote high quality development and public realm improvements in the City.

## 2.9 **A Model Design Guide for Wales – Residential Development.**

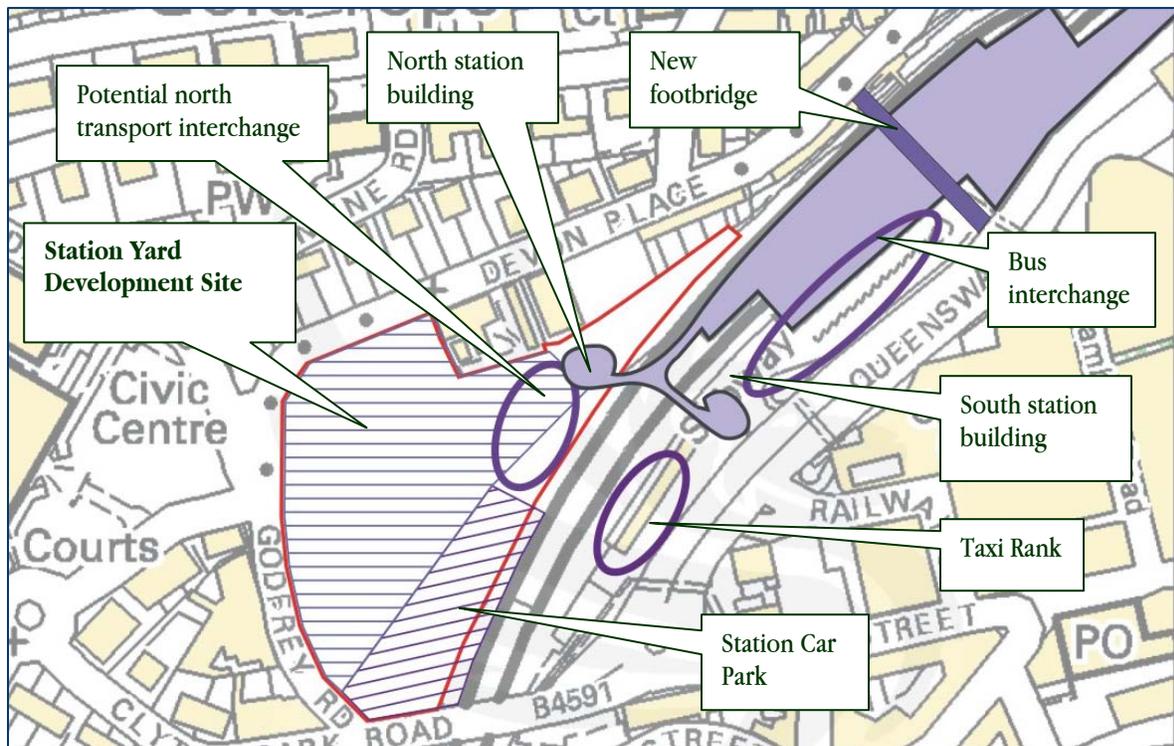
LDA Design prepared this document for the Planning Officers Society for Wales, with the support of the Welsh Assembly Government in March 2005. It provides urban design guidance for the development of new residential properties in Wales. Newport Council adopted it as SPG in July 2007.

## 2.10 **Newport Public Realm Strategy: Draft Supplementary Planning Guidance.**

Published in November 2004, it provides a co-ordinated strategy and guidance for the Public Realm in the City, focussed guidance for the city centre to supplement relevant policies in the UDP, and sets out key principles for development in the City Centre.

## STATION YARD: DEVELOPMENT CONTEXT

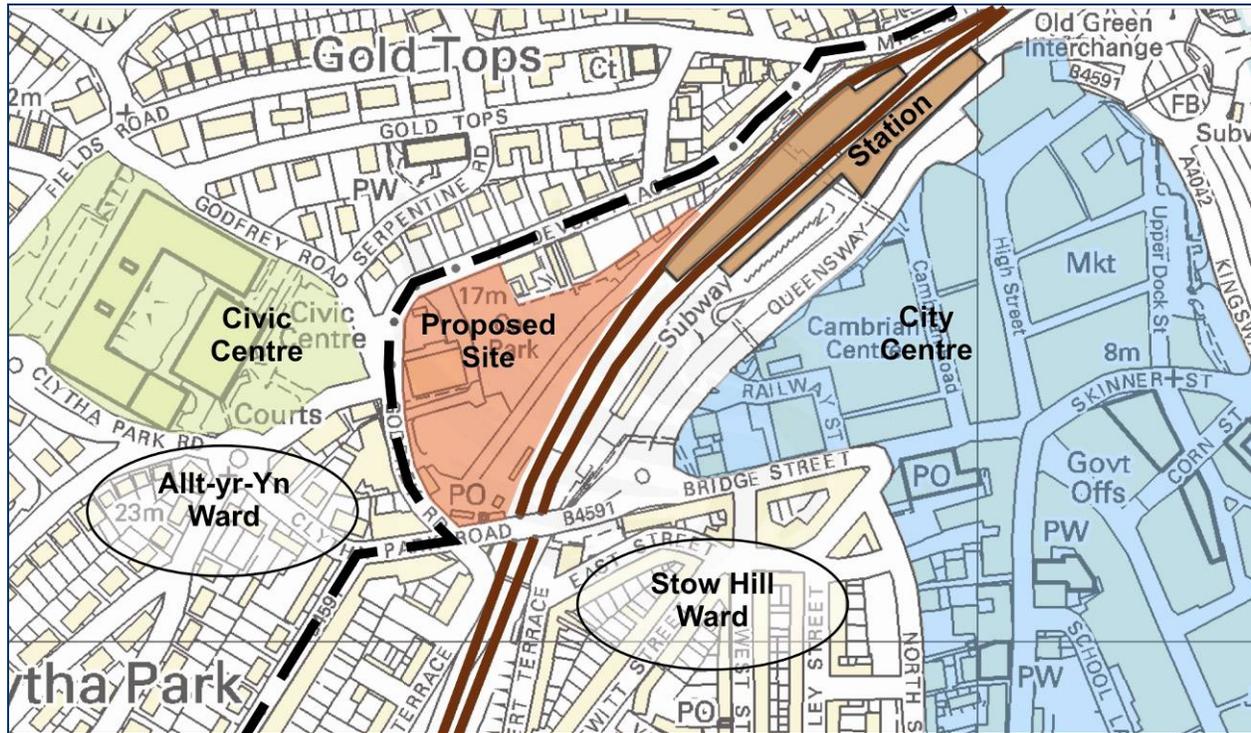
- 3.1 In 2007, Network Rail invited expressions of interest for the purchase of the Station Yard as a development opportunity.
- 3.2 The redevelopment of Station Yard will provide a mixed-use extension to the city centre in a highly sustainable and prominent location.
- 3.3 The release of this land would support the regeneration of the train station, to include:
- A new station building/bridge allowing passenger access from either side of the tracks;
  - A new pedestrian footbridge;
  - Reconfigured station car parking
  - A new bus interchange at the South station building (Queensway entrance); and
  - A secondary transport interchange at the North Station Entrance.



Plan 1: Development Context

## SITE CONTEXT

### Site Location



Plan 2: Site Location

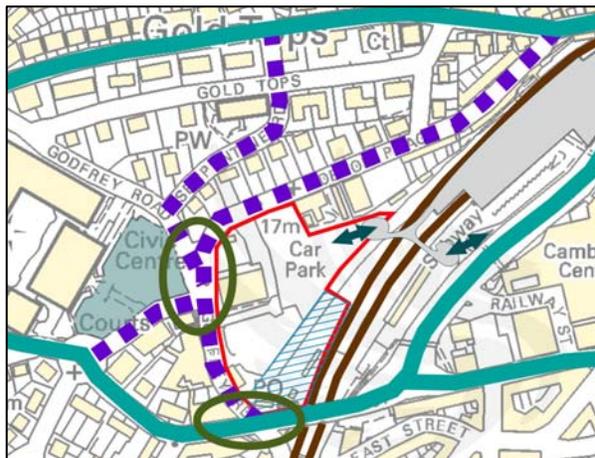
- 4.1 The site is located in the Stow Hill ward of Newport. The Allt-yr-Yn ward lies immediately adjacent to the site, with Godfrey Road and Devon Road forming their shared boundary.
- 4.2 Near to the commercial centre of the city, it occupies land adjoining the railway station, currently under the ownership of Network Rail and used for car parking and other uses ancillary to the railway station. It is located at the edge of the residential/office district and the commercial/retail edge of the city.
- 4.3 The railway station is a vital entrance and gateway to the city, located on the main Swansea – Paddington rail line and a destination station to many regional lines. It is often referred to as the gateway, not only to the city, but to South Wales.
- 4.4 The dramatic topography of the area is important within the context of the site and serves to emphasise the physical separation between the office / residential district to the north and the commercial/retail to the south of the railway.



# STATION YARD URBAN DESIGN FRAMEWORK

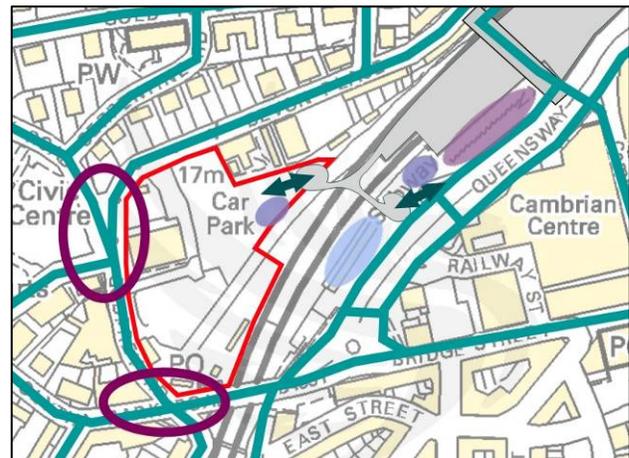
## Transport / Movement

- 4.5 The site is located directly adjacent to Newport Station and benefits from mainline and local network rail links.
- 4.6 Imminent changes to the city's bus station is likely to result in many bus routes terminating at the train station at a new transport interchange at Queensway.
- 4.7 A new station building is proposed as part of the regeneration of the station which will allow passenger access from the east and west of the tracks. In addition, a secondary transport interchange at the western station entrance (accessed from the development site) will provide for taxi/private car pick up & set down, rail replacement buses, car parking, cycle parking, and access to the station forecourt. A public footbridge is proposed to the north east of the station which will link Devon Place with the city centre, in place of the current pedestrian subway.
- 4.8 The site development will require the reconfiguration of existing car parking to accommodate parking requirements both for the station and for the new development and which should be completely integrated into a mixed use proposal for the station and new development.
- 4.9 The junction of Devon Place / Godfrey Road / Serpentine Road is poorly defined and sprawling, and demonstrates poor levels of pedestrian safety. An opportunity exists to resolve these issues through good design.
- 4.10 Pedestrian links from Gold Tops, the Civic Centre and along Bridge Street are important, and demonstrate a need for active frontages on the junction of Godfrey Road and Clytha Park Road.



Key	
	Main roads
	Approach to site
	New station entrances
	Junction Improvements
	Parking
	Proposed Station Parking

Plan 3: Vehicular Movement



Key	
	Pedestrian & Cycle routes
	New station entrances
	New Bus Interchange
	New Taxi Rank
	Cycle Parking
	Vehicle / pedestrian conflict

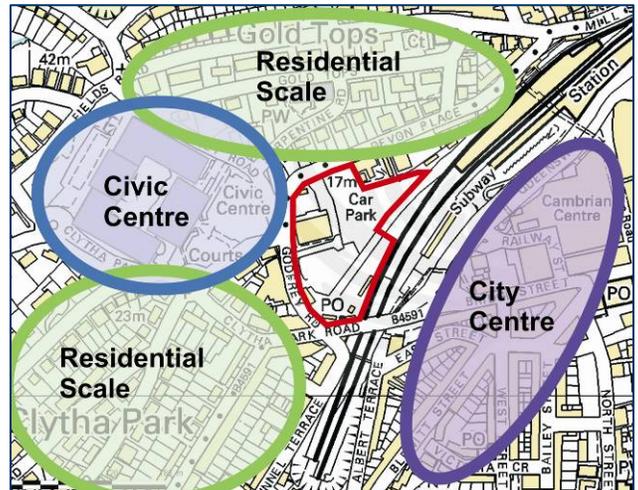
Plan 4: Pedestrian Movement and Public Transport

# STATION YARD URBAN DESIGN FRAMEWORK

- 4.11 There are considerable level changes between the site and surrounding roads, particularly along Godfrey Road and the Godfrey Road / Clytha Park Road junction. These changes in levels are likely to present constraints to the site in terms of pedestrian and vehicular access which will require imaginative design solutions.

## Townscape

- 4.12 The site is physically divorced from the city centre by the train line, and is oriented towards Godfrey Road and the Civic Centre.
- 4.13 To the north and west of the site are two significant landmarks: the Civic Centre, a well-designed and well preserved Grade II\* civic building; and St Marks Church a Grade II listed parish church prominently located on Gold Tops.
- 4.14 The site occupies a characterless gap between the green, domestic scale and character of Gold Tops, and the commercial core of the city centre.



Plan 5: Townscape Character Areas

- 4.15 With some exceptions, properties north and west of the site are predominantly 2-4 storey Victorian and Edwardian dwellings, ranging from modest terraced houses to more substantial detached villas with high quality detailing; and purpose built 3-4 storey flats and offices, many of which reflect the character of the surrounding area in terms of form, scale and appearance.
- 4.16 While some of the original houses remain in residential use, most have been converted to flats or offices for small businesses, health care, etc.
- 4.17 East of the site, the historic city centre reflects a scale and grain typical of a Victorian town centre (3 – 4 storeys with narrow building frontages and arcades). Contemporary additions throughout the city centre have punctured the historic grain, resulting in larger units in terms of footprint, massing and height.
- 4.18 Planning consent has recently been granted for City Spires, a mixed-use development located immediately southeast of the Station, which would include a 29 storey tower. While this scale of development may be acceptable in a commercial, city centre context, it would be considered inappropriate in the context of the scale and character of the Civic Centre.

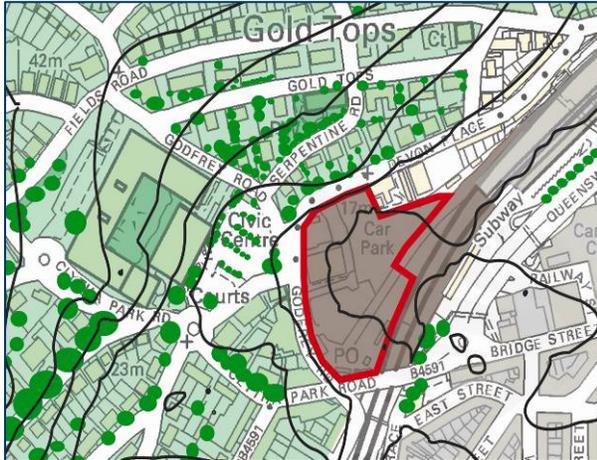


Devon Place

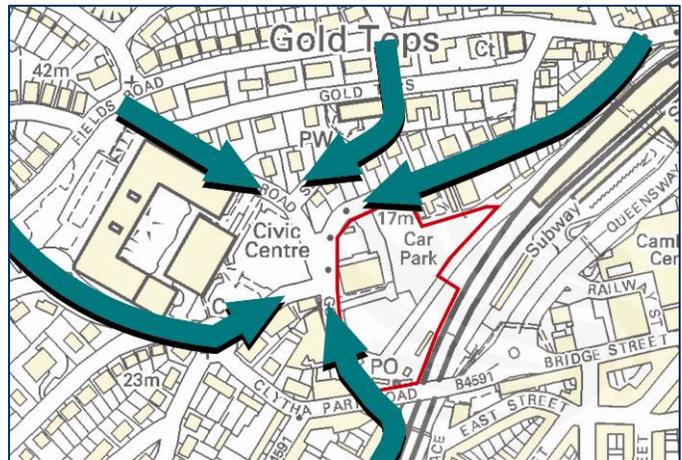


Clytha Park Road

## Topography and the Public Realm

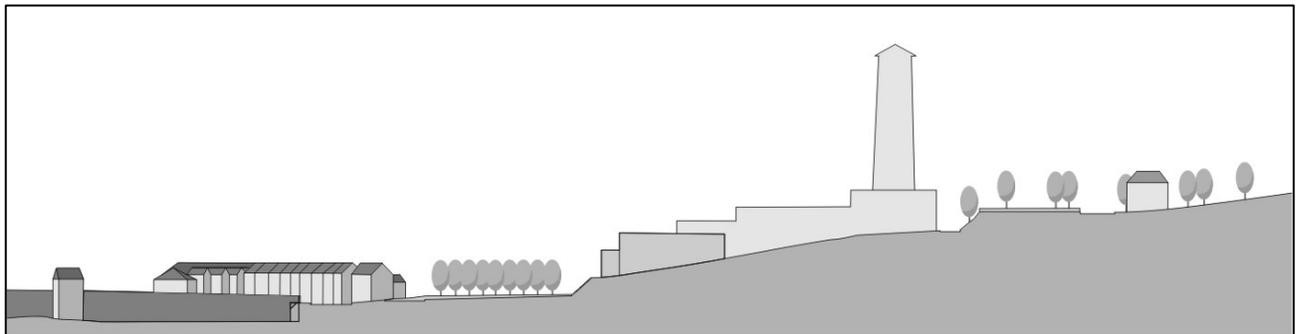


Plan 6: Surrounding Topography and Trees



Plan 7: 'Green Fingers' reaching towards the site

- 4.19 The site sits at the foot of a basin with steep inclines to the north and west towards Gold Tops, the Civic Centre and beyond. The land continues to rise westwards, although a visual ridge is formed along Gold Tops and Fields Road. This ridge is emphasised by the mature trees, which line many of the streets west of the train station.
- 4.20 The topographical change both within and adjacent to the site along with the impact of the elevated road network at Clytha Park Road / Queensway present distinct opportunities and constraints to the development form which may be accommodated on the site.



Diagrammatic section highlighting the topographical change to the north of the site

- 4.21 The streets of Godfrey Road, Clytha Park Road, Devon Road and Serpentine Road act as green fingers reaching down from the Gold Top ridge. These tree-lined streets are a key defining characteristic of this part of the city.
- 4.22 The area enjoys the protection of several Tree Preservation Orders (TPOs), reflecting the importance of trees to the area.

- 4.23 Street trees, established soft landscaping and trees located on private land contribute equally to the character and amenity of the surrounding area and to the quality of the public realm.
- 4.24 A strong Landscape Framework will be vital to ensure that any scheme proposed to the site knits effectively with the surrounding area and its established tree-lined character.

## Landmarks and Views

- 4.25 The Civic Centre is immediately recognisable and associated with Newport, and its dominance over the city is increased by its impressive scale and elevated position.
- 4.26 The Civic Centre (Grade II\* Listed) and St Mark's Church (Grade II Listed) command views from the railway station on arrival and north-westwards across the site from Clytha Park Road and Queensway. Development should respect and enhance the setting of these two buildings and not detract from them as the local landmarks for the area. Views to these buildings should be protected as vital to the identity, setting and character of the City Centre.
- 4.27 St Woolo's Cathedral is another significant landmark, located to the south-west. Views to the cathedral are unlikely to be impacted to the same extent as the Civic Centre and St Marks Church. These views should be considered and respected in the development of any scheme at Godfrey Road.



Views to the Civic Centre and St Mark's Church from Queensway

## OPPORTUNITIES AND CONSTRAINTS

- 5.1 The policies of the UDP, as well as national planning guidance have informed the preparation of this Urban Design Framework.
- 5.2 The land covered by the framework is identified in the UDP as an urban regeneration site.

### Sustainability

- 5.3 Sustainability must be one of the principle considerations in the design and implementation of any new development scheme. Sustainable development must:
- Maintain high and stable levels of economic growth;
  - Recognise the needs of the community;
  - Ensure the prudent use of natural resources;
  - Protect and enhance the natural and built environment;
  - Be adaptable.
- 5.4 The Ministerial Interim Planning Policy Statement (MIPPS) 01/2009: Planning for Sustainable Buildings requires that applications for residential development received after 1<sup>st</sup> September 2009 should meet Code for Sustainable homes Level 3 and obtain 6 credits under issue Ene1 – Dwelling Emission Rate; and that applications for non-residential development received after this date should meet the BREEAM Very Good standards and meet the mandatory credits for ‘Excellent’ under issue Ene1 – Reduction of CO2 Emissions.
- 5.5 While the MIPPS sets out the statutory minimum required standards, a more significant commitment to sustainability and low carbon development should be demonstrated on this site:
- A site wide energy strategy should be adopted to drive the design development.
  - Sustainable urban drainage solutions are required for the site.
  - The energy use of new blocks should be minimised through the use of shallow floor plans.
  - New car parking should be integrated within proposed commercial / residential blocks

### Land Uses

- 5.6 The Urban Design Framework seeks to encourage a well-planned, high quality development. It will allow the existing development pressures to be shaped and directed to provide a sustainable mixed-use development of business and commercial uses. Residential and appropriate retail uses should also be considered as part of a sustainable development approach to this highly accessible site. A greater emphasis on non-residential uses is anticipated.

### Affordable Housing

- 5.7 There will be a requirement for a proportion of dwellings on the site to be affordable, in line with SPG. All affordable housing will be built to the relevant Code for Sustainable Homes level, as set out in MIPPS 01/2009.

## **Access and Movement**

- 5.8 It is a key consideration that any development on the site should not have an adverse effect on the transport network.
- 5.9 Connectivity and public accessibility should prevail within the design of the scheme; public spaces should remain public and be open to all, 24 hours.
- 5.10 The development area lies to the north west of Newport City Centre, immediately adjacent to the Train Station. The Station and rail line present a significant obstacle to movement between the site and the city centre. Pedestrian movement is currently diverted south and east along Bridge Street, or north and east to a pedestrian subway leading underneath the station.
- 5.11 As part of the new works at the station, a new footbridge at the north-eastern edge of the site will replace the existing subway. The new ticket office will incorporate a bridge for rail passengers, allowing access to the train platforms from either side of the station.

## **Land Contamination / Environmental Issues**

- 5.10 The development site consists in its entirety of previously developed land relating to the Station Yard. Investigation into the level of potential land contamination will be required to ensure that appropriate remediation measures are in place to resolve any contamination issues.

## DESIGN OBJECTIVES

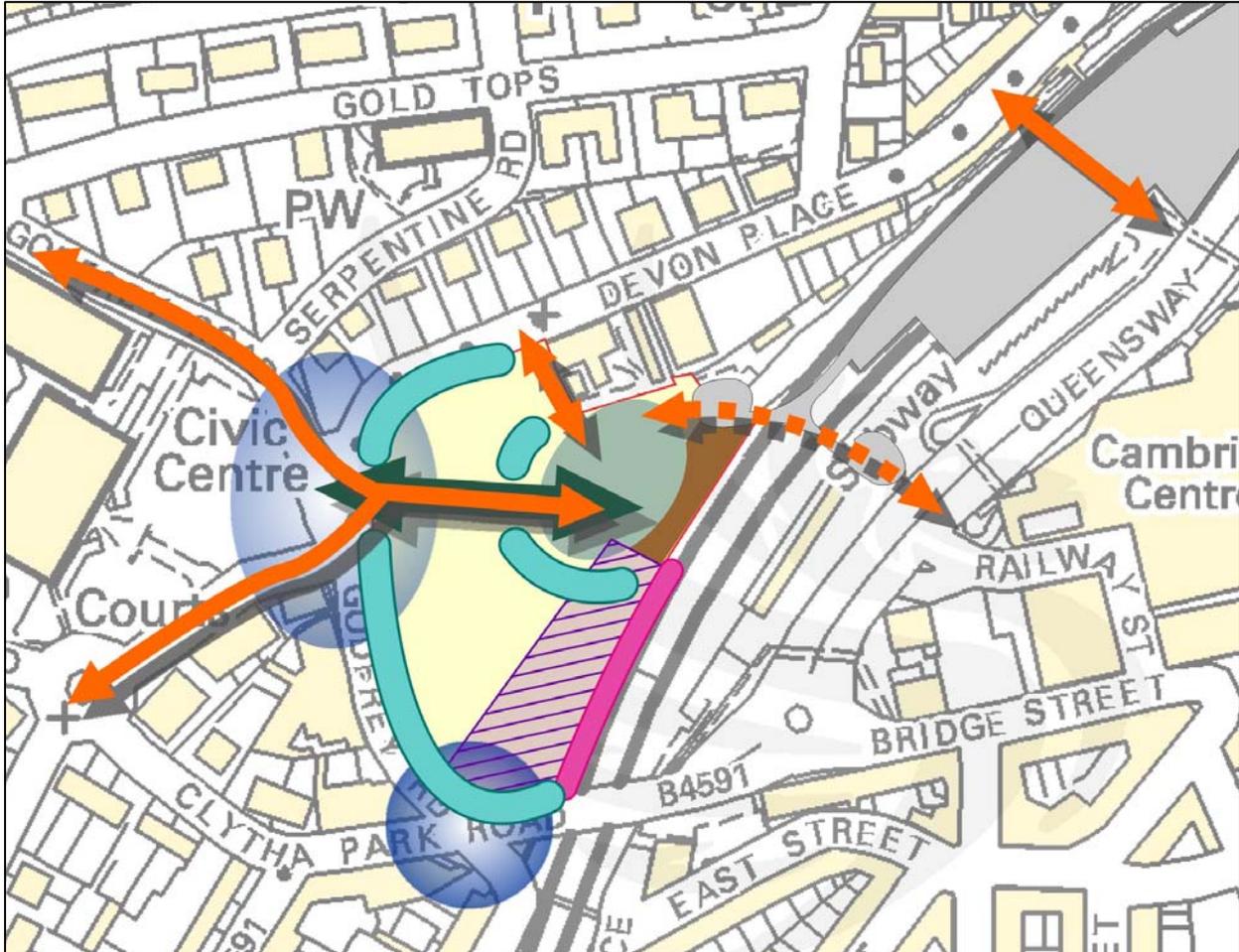
### Design Vision

- 6.1 The vision for the regeneration of the Godfrey Road Car Park is to:
- Create a sustainable, cohesive and integrated new office-led mixed use neighbourhood which fulfils the needs of the new and existing communities;
  - Deliver the highest standards of design in terms of architecture and the public realm;
  - Provide a permeable, accessible and well connected development which encourages access to a variety of transport modes;
  - Deliver a high quality development which responds to the existing context and urban grain;
  - Maintain a strong visual link between the new station entrance and the civic centre;
  - Enhance the sense of arrival / destination, to the station, from the station, to the Civic Centre and to the city; and
  - Promote inclusion with adjoining communities.
- 6.2 A bland development proposal is not acceptable for any development within the city centre, particularly not of this scale and in this location.
- 6.3 The vision for the transformation of the site envisages the redevelopment of the Godfrey Road Car Park as a whole, bringing a new coherence to the centre of the city, between the train station and the Civic Centre.
- 6.4 The development must respect and enhance its setting within this landscape and townscape.

### Key Design Principles

- 6.6 The key design principles that the City Council wishes to see integrated in the development of this site are:
1. A contemporary, high quality design solution which responds to the local context and provides a sustainable design solution, reflecting current standards as set out in MIPPS 01/2009 as a minimum and anticipating an upward trend in these standards in order to achieve the WAG 2011 aspirations for carbon zero development.
  2. A strong public realm and townscape framework to knit the site with the surrounding area;
  3. A connected and legible public network of streets and public spaces with a permeable form of urban blocks;
  4. Protect views to important landmarks on the site and the surrounding area;
  5. A strong and coherent urban edge to Godfrey Road and Queensway;
  6. Easy movement through all parts of the development and the wider area by foot, cycle and public transport; and
  7. A clear and legible link to the new station entrance.

## KEY DESIGN PRINCIPLES



**Plan 8:  
Key Design Principles**

	On-site Car Parking		Active Frontages
	Public Open Space		Pedestrian and Cycle Access
	Transport Interchange		Station Access
	Site Entrance		Junction and Public Realm Improvements
	Key Elevation		

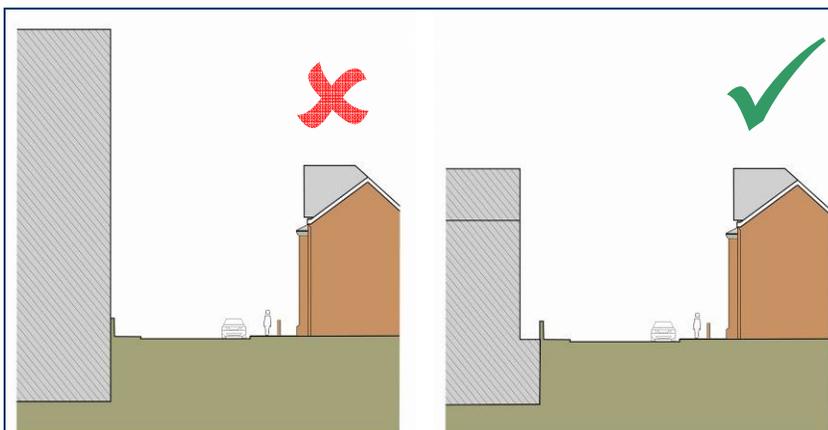
## DESIGN GUIDANCE

### Design Approach (Key Design Principle 1)

- 7.1 The successful development at Godfrey Road must provide a responsive solution to the context of the site, whilst creating opportunities for innovative design and responding to the principles of good urban design and built form.
- 7.2 A thorough appraisal of context can provide design pointers that help to inspire an innovative design response that meets present and future needs. A contextual approach should not prohibit a contemporary design solution.
- 7.3 This is a sensitive area of the city, where the new station building, the civic centre and St. Marks church should be the landmarks of the area and not the development, which should form well designed background architecture to these buildings. Development of this scheme should not have an over bearing presence within this part of the city.

### Character (Key Design Principles 1, 2, 3, 4, 5, 6)

- 7.4 Promote identity within the townscape and landscape, responding to, and reinforcing, locally distinctive patterns of development, landscape and culture.
- 7.5 Create a strong, active edge to Godfrey Road to create a new two-sided street.



Consider how the scale and proportion of new development relates to the existing street scene, and how it contributes to the creation of a double fronted street at Godfrey Road

- 7.6 Respond to local character and context, particularly in terms of scale and urban grain.
- 7.7 The scale of development should respond to the local character and context. This is anticipated to result in 3-4 storey high development along Godfrey Road and Devon Place, rising to approximately 6 storeys where appropriate.

- 7.8 Changing land levels offer opportunities to increase building height with minimal streetscape impact, although this should not be at the expense of a varied and interesting roofscape.
- 7.9 Tall buildings are unlikely to be considered appropriate to this site. Where taller buildings are proposed, clear demonstration that the scale, massing and appearance of development responds positively to the immediate and surrounding character and context must be set out within the supporting Design Statement.
- 7.10 Views to key landmarks (Civic Centre and St Mark's Church) must be protected.

### **Public Realm** (Key Design Principles 1, 2, 3, 5, 7)

- 7.11 Promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all society and which contribute to local identity.
- 7.12 Create a positive public space at the new northern railway entrance, reflecting the principles set out in Newport Public Realm Strategy.
- 7.13 The new area of public open space should be overseen by active frontages on at least two sides.

### **Movement and Connections** (Key Design Principles 2, 3, 4, 5, 6, 7)

- 7.14 Ease of access for all is a priority.
- 7.15 The development would benefit greatly from public access across the railway through the new station entrance. Notwithstanding this concern, the provision of good links to shops, public transport, walking and cycling and ensuring that safe and secure routes are provided all times of the day are of the utmost priority.
- 7.16 Provide good pedestrian routes to, from and across the site, to create a well-used, legible and safe walking environment.
- 7.17 Development within the site must result in a neutral traffic impact.
- 7.18 The pedestrian/vehicular conflicts at the Godfrey Road / Devon Place / Serpentine Road and Godfrey Road / Clytha Park Road junctions should be addressed to create a legible, safe and positive environment for all road users and a high quality of public realm.

### **Legibility** (Key Design Principles 1, 2, 3, 4, 5, 6, 7)

- 7.19 Promote legibility that provides recognisable routes, intersections and landmarks to help people find their way around the area.

## **Adaptability** (Key Design Principles 1)

- 7.20 Promote adaptability through the design and use of buildings and spaces by promoting mixed-use development, providing a variety of building sizes and forms and creating flexible building plan forms.

## **Diversity** (Key Design Principle 1)

- 7.21 Promote diversity and choice through a mix of compatible uses in terms of build form and space that create viable places that respond to local needs.

## **Sustainability** (Key Design Principle 1)

- 7.22 To create a high quality, sustainable mixed-use development, a clear strategy for the sustainable development of the site and the continued sustainability of the development which should support any forthcoming planning application.
- 7.23 A site-wide energy strategy should be adopted to drive the design development and ensure high environmental standards.
- 7.24 Sustainable urban drainage solutions (SUDS) are required for the site. In support of a sustainable design solution, Welsh Water have stated that they would be unwilling to consider a surface water connection to the public sewerage system until it has been demonstrated that there is no suitable sustainable drainage system that would serve the development.
- 7.25 The energy use of new blocks should be minimised through the use of shallow floor plans.
- 7.26 New car parking should be integrated within proposed commercial / residential blocks

## **Materials** (Key Design Principle 1)

- 7.24 Building materials should respond to the site's context.
- 7.25 All materials should be sustainably sourced and manufactured, and should meet the highest energy efficiency standards.

## APPENDIX ONE: PHASING

### Public Consultation

This appendix is a draft addition to the Adopted Supplementary Planning Guidance (SPG) and is subject to full public consultation.

Please forward any comments on the draft Appendix to the Adopted SPG to us at the address or email below no later than Friday 11<sup>th</sup> March, 2011.

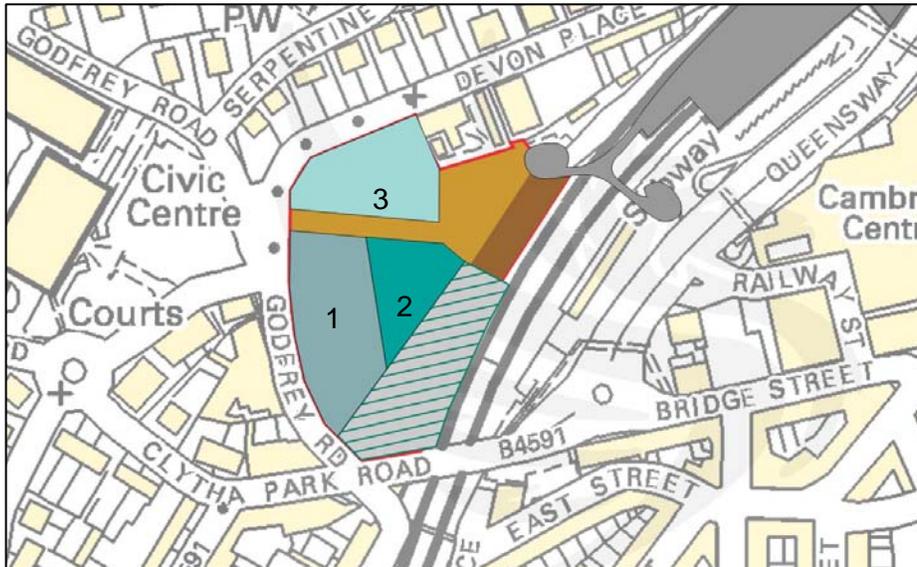
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Please note that, with the exception of the addition of the draft Appendix (Phasing), no amendments have been made to the Supplementary Planning Guidance which was adopted in August 2009. It is not intended to amend the adopted SPG following this period of public consultation.

## PHASING

- 8.1 This is a large and complex site that is unlikely to be developed in a single phase. The following phases are suggested in order to ensure a high quality development that responds positively to local context and changing market forces.



### Plan 9: Phasing

	Phase One		On-site Car Parking
	Phase Two		Public Open Space
	Phase Three		Transport Interchange

## Parking

- 8.2 Adequate parking provision must be available on the site prior to any development to compensate for the loss of existing surface level car parking serving the train station. In practice this will require the construction of a multi-storey car park within the site prior to commencement of development. The proposed multi-storey car park to the eastern boundary of the site will provide parking for the operational requirements of the train station only and as such does not require planning permission.
- 8.3 However, its impact on the site and context remains crucial, particularly the eastern elevation adjacent to the tracks. Should the parking requirements of any development within the site be met by

constructing additional levels to the multi-storey car park, planning permission will be required if parking is for non-rail users and its visual impact on the surrounding area and relationship with its context must be addressed and resolved to the highest standard, with particular attention given to the eastern (Queensway) elevation.

## **Phase One**

- 8.4 Land to the western site boundary adjacent to the proposed new multi storey car park, facing Godfrey Road.
- 8.5 The first phase for development would create a strong and active street frontage to Godfrey Road, setting a scale and proportion that reflects the surrounding context. It would inform the development of future phases and as such should be of the highest design quality and demonstrate strong sustainability principles.

## **Phase Two**

- 8.6 Land to the centre of the site, facing the new station entrance and public open space and adjoining Phase 1 and the proposed new multi storey car park.
- 8.7 The second phase will turn the block (Phase 1 and 2) to face the new station entrance, creating a strong frontage and good levels of natural surveillance to the new public open space.
- 8.8 The design and formation of the new public open space should commence alongside Phase 2 of the development of the site.

## **Phase Three**

- 8.9 Land to the north of the site, facing Devon Place.
- 8.10 Phase Three will create a strong and active frontage to Devon Place and will provide active frontage to the public open space and the access road to the Station entrance.
- 8.11 Phase Three will enclose the new public open space and will contribute positively to creating a high quality public realm and sense of place.