

HEREFORD PROPOSED TRANSPORT HUB

Formal Representation and scheme development To 7th February 2024.

Planning Application no 233009

From: Hereford Civic Society

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Provision of a transport hub and public realm improvements at Hereford Railway Station including the creation of a bus interchange, waiting area, canopy and layover space, provision of passenger drop- off and parking areas, and formation of a new access junction via City Link Road.

This response comprises the following elements:

- 1) POLICY-BASED OBJECTION to the planning application scheme identifying the issues
- 2) EVIDENCE-BASED DIALOGUE with the consultants in an effort to resolve the issues before and after submission of planning which comprises:
 - (a) Response of 22nd August 2022 following consultation with elected members on 19th August 2022 (about the initial RIBA stage 2 scheme proposals for the Transport Hub dated 13th May 2022)
 - (b) Design Team Response of 3rd October 2022, in *blue ital*
 - (c) Comments on Design Team response of 10th October 2022, in green
 - (d) Final response following consultation meeting between the Design Team, the Applicant, Hereford Civic Society and H&GCT on 24th January 2024, in red
- 3) ALTERNATIVE SCHEME DEVELOPMENT. Set of drawings showing how the identified issues may be addressed

Part 1: POLICY-BASED OBJECTION¹

Planning Application no 233009

1.1 Overview

1.1.1 Ambition and objective:

Set out in the Planning Statement, the Transport Hub aims to deliver modal shift, be forward looking, progressive, cater for growth in demand, demonstrate flexibility of use, be attractive and distinctive of Hereford, offer a sense of place, be memorable as a point of arrival and departure, as well as being safe and welcoming. In the words of the Council's Business Case (Aug 2022), to 'improve the public realm around the train station and create better walking, cycling and public transport infrastructure which will allow for improved integration with the historic city core'2

1.1.2 Operational Requirements:

Frequent, affordable, clean and prioritised public transport

Waymarking that is intelligible and accessible

Connectivity by active and public means that is safe and easy to/from the site

Safe, segregated cycle and pedestrian infrastructure (painted lines wont do)

Bus movements are safe and efficient of time and space minimising conflicts with others

Electric bus on-the-go charging station

Future-proofed to cope with closure of existing County bus station

Canal restored and new basin constructed with tow-path accessibility

Park & ride enabled

Welfare, rest and refreshment facilities for bus staff and passengers outside the rail pay barrier Taxi rank, disabled and drop off provision

Draws inspiration and example from the best elsewhere: Driebergen Zeist, Gloucester etc

1.1.3 Capacity requirements – bus, cycle, taxi

sufficiency for all sustainable travel modes essential today and tomorrow sufficiency for secure and covered cycle storage sufficiency of sheltered waiting area with adequate and comfortable seating (to include cafe) sufficiency to grow to include County Bus Station when that site is redeveloped provision for Zipper and/or frequent shuttle service between city centre sites

1.1.4 Design requirements

Adopt 'Dutch' design precepts and standards in urban planning, especially transport planning reflect ambition for success and growth (not that the uptake will be marginal) Adequate, attractive, secure and covered cycle parking, including for cargo bikes

Use natural materials from the locality for paving, preferably also for structures

Vehicle-free landscaped space in front of the Station

Built structures accord with NPPF para 134 to meet design coding and sustainability requirements EV charging facility for buses and less importantly for cars

¹ HCS disclaimer: Comments submitted in respect of planning or listed building applications to Herefordshire Council will have been drafted by HCS case-workers to reflect the generality of view of the Society, and do not necessarily reflect the views of all

² Hereford Transport Hub Business Case https://councillors.herefordshire.gov.uk/documents/s50104628/Appendix%202%20-%20Hereford%20Transport%20Hub%20HTH%20Business%20Case.pdf

1.2 Local Plan Core Strategy Policy

The submitted application is considered to engage Local Plan Core Strategy Policies for:

SS1 presumption by which development is sustainable.

SS4 delivering required standards for reduction of congestion, air quality and the promotion of active travel.

SS6 delivering required standards for environmental quality and local distinctiveness in a heritage setting.

SS7 addressing climate change and the reduction of carbon emissions or use resources efficiently. HD2 allowing for the Hereford and Gloucester Canal or adequate space for formation of a new basin.³

HD2 working *in partnership with* public transport operators to deliver an integrated transport interchange close to the railway station to maximise opportunities for sustainable travel;

HD3 reducing reliance on the private car - bus capacity not considered adequate to meet ambitions for growth and service relocation from the County Bus Station.

MT1 encouraging active travel behaviour; delivery of safe pedestrian & cycle prioritised crossings; delivery of adequate operational or manoeuvring space and appropriately accommodate the needs of people with disabilities.

E4 safeguarding the historic route of the Herefordshire and Gloucester Canal.⁴

LD1 demonstrating that the character of the landscape and townscape has positively influenced the design, scale and nature of the site, protecting and enhancing its setting

LD4 adequately protect, conserve and enhance heritage assets and their settings appropriately. **SD1** optimising sustainable design and energy efficiency including the use of low carbon and

sustainable materials.

goes on to add:

³ **Policy HD2** states that:

^{&#}x27;The Urban Village ... respects and where possible enhances the historic environment including land and contributions towards a canal basin forming the terminus of the Herefordshire and Gloucestershire Canal ... which adjoins Widemarsh Brook will maximize opportunities for enhancing biodiversity ...'

^{&#}x27;...new developments will be approved where they enable the provision of a canal basin with associated wharfage and visitor centre'

⁽by implication developments which frustrate this policy objective will be refused)

⁴ Policy E4 states:

^{&#}x27;..the tourist industry will be supported by ... the safeguarding of the historic route of the Herefordshire and Gloucestershire Canal , together with its infrastructure, buildings, towpath and features. ... Development not connected with the Canal that would prevent or prejudice the restoration of a continuous route will not be permitted'

1.3 Challenges and issues of proposed scheme

1.3.1 Capacity & operation

- 1. Drive-in-reverse-out (DIRO) arrangement is less efficient in terms of movement than a 'drive-thru' and potentially unsafe with the private car parking at the N side of the DIRO site. This has not been addressed leaving obvious points of conflict between vehicles moving in two directions through the single lane section shared with MFA Bowl/ Goods Shed/ NR Depot, where safe pedestrian provision is lacking.
- 2. Just four DIRO bus bays is considered unlikely to offer sufficient capacity in the future and the hope buses currently using the County Bus Station on Commercial Road 'will be dispersed' when this site is redeveloped, is considered unrealistic.
- 3. Dependence on a couple of bus stops on the CLR to make up the capacity shortfall is unwise. Bus stops do not make a Transport Hub and should be regarded as additional not augmentive provision
- 4. ATE have identified likelihood of over-subscription (and therefore congestion) at the Taxi Rank particularly as it seems the space is likely to be shared with disabled parking and pick up/drop off.
- 5. Capacity and operation of existing HMG junction is even now compromised by unofficial and obstructive parking. It is doubtful the junction would currently survive stress testing with additional traffic and bus movements. By reason of its design and operation the junction acts as a disincentive to active travel as it is and it is therefore certain that the proposed additional junction would make the situation even worse for pedestrians and cyclists.

1.3.2 Transport infrastructure

- 6. **Mode share: motor vehicles**. Design assumes continued dominance of the private car built on a roads priority model, the overall site dominated by hard surfaces, asphalt and motor vehicles, as sources of noise and emissions pollution largely unmitigated by design considerations.
- **Mode share:** Active. Projections for increased active travel mode share are unambitious and not supported by appropriate and coherent infrastructure design as the submission from Active Travel England (ATE) makes clear. In design terms therefore, the proposed scheme fails to adequately meet the emphasis of the Herefordshire Council Highways Development Design Guide which places sustainable modes at highest priority. The idea of a pedestrian plaza immediately in front of the station is very welcome, but it fails due to lack of safe segregated connectivity for pedestrians and cycles with anything beyond. Even within the application site it fails for example through the single lane section of road between the station and the TfW site that is expected to carry vehicles in both directions, for here there is no provision for Network Rail/TfW staff needing to access their site by bicycle, thus further embedding car-based behaviours into the design. A further shortcoming which has not been addressed in the scheme but which was identified on p29 of the Planning Statement, concerns the lack of connectivity to the S and E which obliged pedestrians and cycles to make their way to/from the Station all the way round by the road when a direct access off the railway bridge at the bottom of Aylestone Hill and via the NCP car park would be easy and would demonstrate that Herefordshire Council and the Rail operator were working in partnership as the Local Plan requires.
- 8. City Link Road. Lack of foresight regarding the need to 'tame' the ugly, over-engineered, hostile and noisy CLR, which effectively severs the Transport Hub, Student block and HMG

- Centre from the City for anyone not in a motor vehicle
- 9. Side road. Additional side road proposed to right (for buses) as well as the one to right of the Medical Centre introduces further conflict with active travel users and increases the severance of the Transport Hub from everything else, in this case particularly from the Medical Hub in view of the fact the design does not allow a direct route between the Station and the HMG Hub. Consultants have promised pedestrian and cycle prioritised over such a side road, but this is not shown on the submitted drawings
- 10. **Staff parking.** Retention of rail staff parking on the site severely limits its flexibility of use and sets up conflict with buses. They will also be likely to use any new side road for convenience, rather than double back around the other side of the HMG Hub. Drawing 3007 on the movement of the water tanker in this area shows the vehicle crossing the pavement.
- 11. **Bus layover.** As proposed this is relatively remote from the site and access to it from the Hub would require negotiating two CLR junctions. Also it is on the site of the Hereford & Gloucester Canal, protected by the Local Plan
- 12. Cycle parking. Paucity of covered cycle parking referenced by ATE (acts as a clear disincentive and 'represents a serious oversight') ATE cites LTN 1/20 11.4.12 and 11.6 and good example elsewhere eg Kettering Rail Station and Cambridge N
- 13. Cycle connectivity. Absence of safe segregated cycling routes to/from/within the Hub is sub LTN 1/20 design standard. ATE does not consider either the Canal Road or Commercial Road access routes to be satisfactory and this should be addressed in tandem with design work on the Hub (even if delivery comes later). It is a commitment of the Local Travel Plan that levels of walking and cycling in Hereford are increased over 2010 levels by 200% by 2030. The Transport Hub proposal needs to support this ambition appropriately.
- 14. Taxi Rank. Needs clearer separation from drop/off/ pick up point and disability parking. The taxi area intrudes considerably across the pedestrian plaza in front of the station and obstructs lorry access to the bin ramp.

1.3.3 Built environment

- 15. **Built structures**. Incongruous, cheap-looking, and poorly articulated, design for built structures. No clear statement in themselves. High embodied energy materials, chiefly steel, concrete and glass. Weak and apologetic. It is considered these do not accord with Local Plan policies SS6 and LD1 or NPPF 134
- 16. Paving. Generic, low quality paving, using brought-in man-made materials, high embodied energy. Eight different sorts of manufactured paving (resin-bound, tactile, Moderna, Kassl Lotis, Novara etc). NB the 'Air Clean' Paving described on p108 of the Planning Statement as a 'sustainable' granite is in fact a manufactured high carbon concrete product.
- 17. **Urban village**. Little sign of linkages with the 'urban village' envisaged by the Local Plan (HD2) and Edgar Street Grid masterplan which envisaged the 'infrastructure forming part of the wider regeneration area creating a sustainable mixed use development which respects and where possible enhances the historic environment'
- 18. **Bin Ramp**. This existing infrastructure obliges lorries to drive across pedestrian areas and limits the use of the Taxi Rank. The bin area would be better accessed from the E via the main car park. In design terms the existing arangement is very unsatisfactory and as a *partnership* with the rail operator, this project should come up with a far better solution to this and the little used (because inaccessible) covered cycle parking here.
- 19. **Station heritage building**. Impact on listed building of glazed canopy and more particularly of enlarged entry to booking hall (shown in slide 13 of 24 Jan 2024 presentation, not in the applicant's drawings). A carefully considered design response for the supporting ironwork for this canopy would be required.

1.4 ILLUSTRATIONS



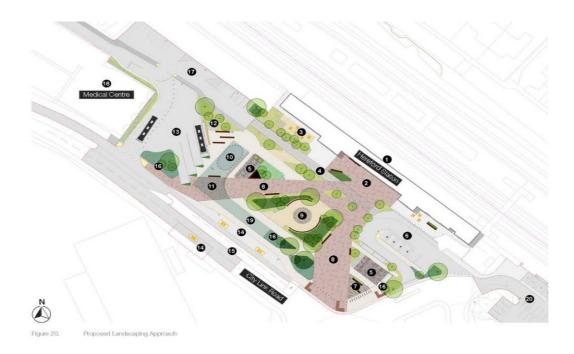
1.4.1 Ugly and unsympathetic plain glazed entrance to listed station proposed by Weston Williamson (Source: *presentation* slide 13) would not be supported in heritage terms. Fussy scheme using high carbon man-made paving materials not considered appropriate for situation or net zero ambition – use local and natural materials (eg Pennant sandstone) to simplified scheme.



1.4.2 Incongruous, cheap-looking, alien and poorly articulated structures shown in this visualisation (source: *Heritage & Townscape Assessment*, Sept 2023, p.34)



1.4.3 Zones & Activation (Planning statement p 55): subdivision of the forecourt into zones for recreation, landmark, shared space, emergency, desire line, waiting area, spill out space, taxis etc has resulted in an unnecessarily fussy and confusing arrangement.



1.4.4 Landscaping (Planning Statement p46): subdivided to 'The Lunch Spot', Avenues, 'Pocket Green', 'The Node', The 'Interchange Area' and 'Hubs' using raised rather than in-ground, planting, a 'water feature', a 'competition bench', a pump room, tiered seating and numerous different types of

paving material, none of them local and all manufactured, further adds to the sense of chaos and desperation.



1.4.5 Hub bus shelter building: The appraisal of structural options on p.110 of the Design & Access statement identified glulam (a type of stabilised timber) as being low in embodied carbon and therefore more likely to help Herefordshire Council meet its net zero by 2030 commitment, yet a steel scheme has been used. Aesthetically too a timber-framed option would have produced a more aesthetically pleasing and solid result. Note also the lack of provision for cycling between the shelter and the CLR – this should be addressed with a marked lane. The glass screens seen behind waiting passengers may protect from the weather from the north-east, but would be of limited value as the wind is usually from the prevailing south-westerly direction.

Part 2: EVIDENCE-BASED DIALOGUE

2.0 Ensuring delivery of the Transport Hub is a partnership

2.1.1 Few would dispute that Hereford needs a multi-modal transport facility and the railway station has long been accepted as the best site for it. Bringing together trains and buses is necessary for an integrated service and for providing viable options to the private car.

The Design and Application team was reminded that is is a requirement of the *Herefordshire Local Plan Core Strategy 2011-31* that Herefordshire Council will deliver an integrated transport interchange *in partnership with* public transport operators on the site. It is clear the design team are not acting in partnership as evidenced, for example, by the fact the unsatisfactory parking of cars for railway staff in the overall bus movement area is being tolerated and not addressed. The requirements of **Policy HD2** are therefore not being met in this regard. Other evidence for the lack of partnership working concerning use of the Station (eg complimentary catering offer) building and Station car-park (re future design capacity) were observed. No evidence was adduced of partnership working with the Hereford Medical Group, eg concerning recovery of Transport Hub space currently being used for private car parking.

- **2.1.2** The recent development of the student accommodation block and medical centre, which did not adequately anticipate what would be required for a successful transport hub, add considerable challenge to the task and it is accepted compromises may have to be made to accommodate the disparate functions across the site.
- **2.1.3** The design of the new **City Link Road**, in spite of being part of the same HCCTP Project, also failed to properly anticipate the Transport Hub and it is disappointing that, as a result, it has been considered necessary to propose an additional motor transport side road onto it which would clearly add significant cost to an already hugely over-budget scheme as well as further degrade the already sub-standard walk and cycle provision. We should make every effort to avoid this. Collaboration between the masterplanning team and the design team will prevent un-supported cycle and pedestrian routes as much as possible. The Transport hub will stay flexible with regards to access from CLR and clear locations and access to active travel hub on the forecourt has been implemented in the design. Provision of the additional junction is for buses to exit from the Transport Hub. Under current assumptions it is envisaged this would be used by around 18 buses an hour in the busiest periods. No other traffic would use the junction. Pedestrian and cycle priority would be maintained with buses giving way to these users

The introduction of an additional motor vehicle side route to the CLR is not supported as already indicated and should not be carried out without significant redesign of the CLR itself (which I am sure to be told will be beyond current scope). The reason for this is due to the high design speed of the CLR. The introduction of side roads onto high design speed roads is inefficient, expensive and dangerous. This may, so some extent, be mitigated with continuous pavements but they will need to be at grade and distinctive in terms of colour and texture from the road itself which of course they aren't.

The Team accepted that the CLR, in its current form, severs the Transport Hub from the City for cycles and pedestrians and that this is not addressed by the present proposal, as the response from Active Travel England also makes clear. The proposed new side road junction to the CLR in particular fails to meet the requirements of Herefordshire **Local Plan Policy MT1** (failure to encourage active travel behaviour) and this is not considered outweighed by public benefit in view of the fact alternative arrangements have not been brought forward. The Design and Application team confirmed that it is aware of the fully compliant best practice design solutions offered by the Civic Society from its work with the urban planner Darren Ray and accepted it must work towards adopting them.

If there is resistance to using the existing side road junctions for all the vehicle movement to/from the

Transport Hub and a third one is introduced, this must not interrupt the priority movement of pedestrians and cycles as shown in the application drawings. For the same reason the pavement should be designed to be continuous not interrupted at the Taxi side road with the pavement kept at level with vehicles ramped across.

- **2.1.4** These shortcommings result from decisions made under the previous administration and should serve as lessons that, in future, infrastructure investment is consulted better and that good advice arising from those consultations is used to make necessary amendments in a timely way.
- **2.1.5** Delivery of a successful hub will require co-operation and collaboration with neighbouring land-owners, NCP and the Rail operator. It is not clear from the consultation documents how this is being progressed. Much as we may wish to move to more sustainable modes, we will in the short-medium term need to optimise car-parking at the Transport Hub and we will rely largely on the Rail operator to provide this

Biweekly meetings have been performed during both RIBA 2 and 3 to collaborate with NR and TFW. As the NCP car park is beyond the scope of the travel hub it has only been possible to propose a more efficient and commercial layout for the parking. All other provisions have been retained except from where provision has been over-excessive to the amount of users.

Regular meetings have been held with NR as landowner and TfW as rail operator. NCP operate the car park on TfW's behalf. Proposals have been made to revise operation of the car park through a new charging structure enabling short stay parking to optimise the car parking as suggested.

A session has also been held with the Medical Centre, Bowling Club and Management of the Students Accommodation. There was very good feedback and no major concerns with the...

It is a more efficient and commercial arrangement for the car parking at the NR and TFW site that we seek and I am pleased to learn of the collaboration. That being so, it is now a matter of agreeing the degree and the design. It is is an absolute commitment of the local plan through Policy HD2, that Herefordshire Council will deliver an integrated transport interchange *in partnership with* public transport operators. Shortcomings in capacity and flexibility that have yet to be addressed suggests that this partnership is not working as well as it needs to

We probably need to be planning for a multi-storey facility here to support the hub and future-proof it against growing capacity demand and this facility will need signifiant investment in a way that allows/promotes cycle use.

I do not understand your comment about 'over-excessive provision for the amount of users'. The provision is inadequate as it is and likely to become more so. Good feedback and no major concerns with what? You don't complete your final sentence.

2.1.6 I am inclined to ask what became of the work on the Hub commissioned from consultants WSP in 2017? There were three phases to this work: brief, analysis and design recommendations. The material from the previous WSP project has been looked through and analysed in the early parts of RIBA 2 - This has been used as part of the base to understand the shortcomings, requirements and focus for the transport hub

Ok. The WSP work seems never to have been consulted even to the Cabinet Member, but what I saw of it confirmed my suspicion it lacked flair. It is concerning that this entailed significant expense and little to show for it.

2.2 Sticking to the vision and the Brief

2.2.1 The Council's glossy brochure for the ESG in 2006 summed up the promise of the Transport Hub as: providing a sense of arrival for visitors and a central connectivity point for all modes of transport, the Hub will provide transfer opportunities for trains, buses, taxis, private cars, hire cars, cycles and mobility vehicles. The safety of pedestrians is a priority and people on foot will benefit from wide and well-drained pavements, with benches and other rest and shelter facilities readily available.

The focus for the new transport hub has been a balance between bus operation and public realm

including safe and active travel for pedestrians and cyclists. With a priority on soft trafficants
The ambition is to deliver a high quality facility **both** for bus operation and public realm including active travel. What are 'soft trafficants'?

2.2.2 Therefore we begin with the premise that the Transport Hub should enable the travelling public to access an integrated service for trains, city and county buses and country coaches. There needs to be adequate lay-over spaces for buses and coaches and site flexibility to accommodate an expansion of service sufficient to support modal shift to over 50% of local trips being by means other than the private car. This is necessary to meets our commitments to address the climate and health emergencies.

Capacity of facility progressed through discussion with HC and working to capacity agreed as a project assumption. A bus layover facility is included as part of the proposals.

Does this mean we are working to capacity in line with modal shift ambitions? The proposed site for the layover facility would be contra Local Plan Core Strategy Policies HD2 and E4 as this is protected for the Hereford & Gloucester Canal and there would not be a sufficiently strong 'public interest' argument to tolerate such a breach. It should not therefore be taken through Planning.

It is noted that the HD2 and E4 policy breaches have not been addressed. A good solution to this is to locate the layover to the area currently used by NR staff car-parking, if need be utilising a strip of the disused rail land immediately adjacent to allow sufficient space for layover and for safe pedestrian route round the edge of the parking area rather than through the middle of it as currently proposed.

2.2.3. There needs to be access by private car or taxi segregated from buses and coaches and there needs to be prioritised access for safe segregated walking and cycling in line with policy commitments to support active modes and Local Transport Note 1/20 for cycle infrastructure.

Taxi, short stay, accessible bays and PRM has been placed opposite the bus exchange with separate entrance and exit points to fully segregate the vehicular movement. With this layout there has been full prioritisation towards pedestrian and cyclist movement as they can access the public realm for the station without having to cross vehicular movement.

Segregation between buses and car/taxi is inherent in the design. Access for walking and cycling has been considered within the scope of the project brief and is considered to accord with LTN1/20.

The Transport Hub needs to be used as an opportunity to help the Medical Centre unpick its very car-centric layout so that it becomes accessible to everyone not just those who can afford to run motor cars, in view of the fact that access to it has been made by design hazardous for anyone outside of a car. You cannot claim 'segregation between buses and cars' until you have partnered with the Medical Centre and come up with a sustainable transport plan for it in the interest of public health and the climate emergency. Your present proposals do not segregate buses and cars around the access road and continue to tolerate large areas of wasteful level parking for cars where we most definitely do not need them right next to a transport hub providing plenty of alternatives.

A way forward here would be to prioritise active travel routes over vehicular as per the Highway Code, so that means pavements/cycle routes uninterrupted by the side roads. There are clear points of conflict for an additional side road onto the CLR and for the side road on/off the Taxi/ drop off site where the pavement abruptly stops as currently proposed obliging pedestrians and cycles to use unprotected infrastructure or double back and go the long way round between eg the main car park and the Medical Hub

2.2.4 Other essential requirements are for:

- A pedestrianised central plaza with good quality paving, trees and other landscaping to provide a proper sense of arrival as per Historic England advice
- Quality architecture to compliment the listed station building. Note what Gloucester

- achieved with its new Transport Hub building
- Attractive signage and other visual cues to aid orientation
- Quiet space for welcome, rest and socialising
- Provision for refreshment and relief (café & WCs)
- Short and long-term storage for cycles, including cargo cycles and including charging infra for e-assist cycles. Bays for Beryls.
- Eventually cycle lanes against traffic around the Transport Hub compliant with LTN1/20. In other words these will need to be segregated while the road design remains for fast-moving traffic.

2.3 Bus service is safe, efficient and integrated

I have reviewed the proposed DIRO scheme and would comment:

2.3.1 Bus Access. The additional access road onto the CLR proposed to the right of the Medical Centre should be omitted. It is far too close to existing accesses to the left of the Medical Centre and to the right of the Station. To introduce an additional side road would add another point of conflict with pedestrians and cyclists and to be compliant with LTN 1/20 and the new Highway Code would have to give way to the pavement and cycle lane anyway, not as shown in the proposal drawing. NB the CLR has already massively exceeded its budget without another £716,000 being spent on it. The bus and coach station would be adequately served by the existing 2-way access to left of the Medical Centre.

Using the existing junction to CLR, the public realm in front of the station would be severely compromised and pedestrian movement along with cyclists to and from the station would be interrupted by vehicular movement which would compromise the focus on soft trafficants. The new junction to CLR would only be functioning as an exit for bus movement as the route to the bus exchange is programmed to be one-way. A simple pedestrian crossing is planned to mitigate the access from the Medical Centre.

The additional bus only, exit only junction proposed from the Transport Hub to City Link Road is integral to the proposed operation of the facility. If buses were required to turn and exit via the Medical Centre junction the space required would be significantly greater reducing the public realm and bus operators may be unwilling to use the facility due to safety concerns. A continuous footway/cycleway design compliant with LTN 1/20 has been used to give priority to pedestrians and cyclists across the new junction.

Using the existing 2-way access off the CLR need have no impact on the public realm in front of the station and because it is 2-way would not require vehicular movement across the plaza in front of the station which, I agree, it is important to avoid. Following partnership working with the Medical Centre, see previous note, where we offer positive benefits in terms of access and travel choice to the Medical Centre, a roundel design would be perfectly achievable and a far better use of space than simply as car-parking. This would obviate the need for buses to turn round and effect an enormous cost saving on an additional access to the CLR which could be put to delivering a better design architecturally. NB: LTN 1/20 compliant continuous pavement/ cycleway here could be a problem for certain buses as they straddle the raised section owing to the relatively high curb although that is a minor consideration and could be obviated though ramp design.

2.3.2 General Layout This has been developed to serve an additional access and would need to be revised. I suspect the six coach & bus alighting bays to be insufficient and they look too close together. The L-plan Hub building may be acceptable, but should be kept well away from the station building and should include well-designed wind and noise attenuation to protect the facility and the Plaza from the noise of the CLR (so not just a roof on piers). I like the way it promises to make an enclosed courtyard space with the station and that this space is kept free of vehicles.

The additional access is integral to the design. The comment relates to the six internal bay RIBA2 design.

The current RIBA3 design provides four internal bays and analysis has been completed to test capacity against the assumed future bus service level agreed with Herefordshire Council officers. Buses terminating at the station will use the DIRO bays whereas through buses will use on-street stops. The L shaped shelter has been located some distance away from the listed heritage building. Internal waiting areas have been included within the design to mitigate against rain and wind. The seating along CLR also has an additional glazed screen to provide better protection. The design needs to strike a balance between providing enough protection from the elements but also provide views through to the station. It is felt that the current design meets a compromise between the two. The urban realm has also been design to respond to the sheltered areas in the canopy, to shelter the more quiet areas from the noise of CLR. The design of the shelter has been based on future transport aspriations, based on similar precedent towns. The Hereford transport masterplan is also based on this pricinple. The ongoing work and collaboration with the masterplan team will justify the improvement here once further work has been completed.

Thank you for the clarification. As observed the RIBA 2 proposal for six bus bays is insufficient. Reduced to four by RIBA 3 it is hopelessly inadequate. Such a reduction of capacity from the existing County Bus Station demonstrates a lack of vision or ambition and would provide no flexibility, for example in the event the City Tesco site is redeveloped and the bus station there requires relocation. We are not building a Transport Hub for the last century assuming we make only modal shift to the private car further impoverishing our pubic transport provision.

If the station building enjoyed a setting which depended upon long views inter-divisible with other heritage buildings I would agree. However it does not and the views it had recently have been greatly circumscribed by the new student accommodation block and the medical centre. Please do not be distracted by views therefore. On the contrary its remaining views, which are of the CLR and various modern utility buildings on the other side of it, are so poor, that it is better to sideline them; instead using this opportunity to frame a new space with some really good new structures which have merit in their own right, rather than trying to apologise for their existence or even use a lot of glass and try to pretend they are not there as you have done. Your comment about the Transport Masterplan and how the design of Hub building may relate to it, is rather difficult to demonstrate while we have yet to see any output from the masterplan process.

In terms of DIRO capacity, the proposed arrangement is likely to ensure that when the four bays are occupied, because of the close spacing it will be impossible to safely access side large luggage bays. So far as long views to/from the Station building are concerned, because they are so poor, compromised by unsympathetic recent development, the recommendation is to develop the shorter views and enhance the qualities of the piazza space by framing it with a more solid and durable built and planted form capable to screening the noise and pollution of the CLR as much as possible and complementing the listed station.

<u>2.3.3 Commercial activities</u> should be kept within the Hub building, perhaps to include a café with seating spilling out onto the piazza. I would not favour the introduction of separate pods within the piazza (purple blobs on the slide) and this will quickly detract from the setting of the listed building and make it feel cluttered and confusing

No additional structures or buildings beyond the hub and shelter have been included in the new and updated design proposal. All commercial use has been retained with the station building

Slide 26 of the presentation shows commercial structures outwith the Hub and shelter: 3 at 5m x 5m and one at 10m x 8.5m. It shows a stage and numerous stalls for events albeit I assume these would not be permanent.

There needs to be a refreshment offer outside the station platform ticket barrier, so for bus and other travellers, in an integrated way. Again the point is made that this needs to be a *partnership* project, so that refreshment offer might be run by the same franchisee for economies of scale. And this in turn needs to inform the design of the complimentary facility on the bus side.

<u>2.3.4 Event stalls and stages</u> Similar comment applies as 2.3.3 above. This would certainly risk making the piazza feel uncomfortably cluttered and confusing and should be omitted or used only sparingly.

Events and stalls is an opportunity but not integrated as a fixed element within the design. It will be up to Hereford Council to decide whether to take advantage of this opportunity

Comment as above

<u>2.3.5 Taxi drop-off</u>. The arrangements for taxi & accessible drop-off including disability parking look acceptable to me though I suspect a taxi rank for five vehicles to be insufficient. The function of the 'cut-through' needs to be clarified. This should not become a vehicle access lane by default – it could easily find itself colonised by taxis. It should be pedestrian, cycle and emergency.

The RIBA3 design proposes five taxi spaces with additional taxi waiting to be provided within the NCP car park. The route across the station forecourt would be used in the case of emergency or building maintenance only with appropriate access control to either end to prevent unauthorised access. Design would ensure this area is a functional part of the public realm at all other times. The cut-through has been designed to include retractable bollards in each to prevent any mis-use of the shared surface. Only Herefordshire Council and NR will have access to functionality of the bollards Noted, ok.

2.3.6 Car Parking. We need to move away from a dependence on surface level car-parking for private vehicles (apart from a small number of spaces for disabled) and manage the demand with a multi-story at the existing car park site (see 6 below). This will require co-operation from a third party provider (NCP/ Rail operator). The area required for bus lay-over seems to have been identified for 21 spaces for staff parking. This is a very wasteful use of surface space on a site where such space is a premium (thanks to the decision to give so much of it to the new medical centre). I would suggest these 21 spaces go underground adjacent to the cycle parking (see below) until such time staff are persuaded to use cycles.

The current NR owned, TfW leased, NCP operated car park is outside of the study area. NR have also stated that the staff parking immediately to the west of the station building is for operational purposes and the existing number of used spaces must be retained; this space was not proposed for bus layover during the current project.

Due to the complex ground conditions/contamination and prohibitively high cost underground car parking is not considered a viable option. Access to an underground car park would also have significant implications on available public realm.

See response at Note 3 on the matter of the NR car park. Officers are encouraged to return to the dialogue with NR/NCP with a bolder proposal. It is important that the development of the Transport Hub is the result of a joined-up approach, rather than the current piecemeal one. This has implications for the future of the present County Bus Station site which, if we do not increase capacity at the Transport Hub where it is logically placed, may threaten that site for use as a multi-storey car park - a most unsatisfactory location in view of the HCCTP objectives for active travel enhancement and public realm improvement on the Commercial Road corridor.

As noted elsewhere the answer for the NR staff parking is to include it on the NCP site since you claim there is spare capacity there. Alternatively there is space further NW as shown on the Ray scheme.

2.3.7 Cycle access. Cycle access to the Transport Hub site was not properly considered in the design of the new CLR with the result that very few people currently use a bicycle to reach the station. Cycling in the area of the CLR is positively dangerous due to over-engineered junctions and high speed road design. It is essential the Transport Hub considers how this will be addressed, even if delivery has to be done in stages due to limits on funding. The DIRO proposal fails to understand how cycling works and shows little imagination as to how to transition to greater cycle accessibility and use. The obvious flaw is in the proposal to interrupt what little cycle infrastructure there is on the CLR with another side road without providing any protection for cyclists in the path of oncoming buses. If this side road is to be created, buses exiting from it must give way to cycles just

as they would for cars as per LTN 1/20

The development of the project has strategies the location and access to active travel hub - clearly defining logical positions that accommodate cyclist access from both ends of CLR without interfering massively with the pedestrian movement on site.

The majority of this comment relates to traffic/cycling conditions on the CLR which are outside the scope/boundary of this project. The DIRO proposal has very little impact on overall design of CLR. At the proposed bus only, exit only junction buses will be required to give way to cyclists and pedestrians.

The 'cut through' is likely to prove the obvious desire line for cycle users so needs to be included as a cycle link and lead directly to cycle parking including short-stay surface Sheffield stands under the glazed canopy immediately in front of the station. Whether we like it or not cycles will be left here unless a convenient nearby alternative is offered. Long-stay covered cycle parking may be further away but as I say we should be providing a lot more than you have done, and to include cargo bikes.

Everything anyone needs to know about why better cycle infrastructure design is so essential to effective transport planning is summed up by the Foundation for Integrated Transport https://integratedtransport.org.uk/about which reminds us that "an environment dominated by motor vehicles is a sign of failure" (Dr Simon Norton) and by Chris Boardman, using examples from Utrecht and the Netherlands, in five minutes here: https://youtu.be/zq28fU2AuMU

2.3.8 Cycle parking. We need to be forward-thinking with regard to cycle parking. Open air surface stands are suitable and popular where people want to pop into a shop for a few minutes. They are not suitable if you need to leave your cycle all day while you are away on the train, especially when it is raining. And this is not a site where we would encourage more than a limited number of surface cycle shelters because to do so would quickly clutter the piazza/plaza space and affect the setting of the listed building. The answer is underground cycle parking, subject to avoiding the service main known to pass through the southern part of the site. They do these very well in the Netherlands as explained in this excellent YouTube video from Not Just Bikes (122) Underground Bicycle Parking is Amazing – YouTube

Covered cycle parking along with locked storage has been incorporated in the proposal for the transport hub. Furthermore, locations of the cycle parking has been strategised with a focus on minimum interference with pedestrian desire lines. They have also been designed with greenery to shield and organise the parking to prevent the clutter and focus

See response above for types of cycle parking. Due to the proposed future role of the site not all visits will be long stay.

Due to the complex ground conditions/contamination and prohibitively high cost of underground cycle parking this is not deemed a viable option.

Underground cycle parking is common at Railway stations in the Netherlands: we need to be progressive and less unambitious. The Dutch do this with far more challenging ground conditions and even do cycle parking underneath their canals. I am supportive of in ground planting but greenery in planters will add to clutter, not prevent it. By and large pedestrian and cycle desire lines will be very similar.

Additional surface covered cycle parking as proposed following the response from Active Travel England needs to be carefully considered so that the cover structures are properly designed to enhance the settling and do not clutter it with cheap-looking shelters

2.3.9 Bus & coach layover. I am not clear where this is? The obvious place for this to my mind would be the top of the site where the staff parking is currently proposed (see 2.3.6). Use of the little used railway land immediately to the north should be considered as part of this.

The proposed bus/coach layover facility is located immediately to the west of the Station Medical Centre and could accommodate five vehicles.

See note 6. The site proposed site for layover facility conflicts with Local Plan Policies HD2 and E4 and cannot be supported. The route of the Hereford and Gloucester Canal is protected.

This point was re-emphasised at the meeting on 24th Jan 2024. H&GCT worked hard to ensure that the route

of the Canal would be preserved and it is disappointing that Herefordshire Council seems minded, yet again, to set aside its own Local Plan policies. The solution is to work in partnership with the other transport operators on the site to deliver the layover in the area simply used for NR staff.

2.3.10 Pedestrian accessibility Comments as 2.3.7. The environment around the station is pedestrian-unfriendly due to the severance effect of the new CLR. Access to/ from the Hub site needs to be addressed as well as access within the Hub site.

2.4 Sawtooth option

This option shares characteristics with the DIRO, save the arrangement for bus and coach arrival, with a roundabout immediately in front of the station, is intrusive of the Plaza and would adversely affect the setting of the station. It is assumed this would also offer space for six coaches or buses at any one time and this really seems inadequate even with service use as it is now, never mind for future-proofing.

Option not progressed to Planning but revised scheme has merit, see drawings at end

2.5 Island Option

Also a scheme which appears to provide for just six coaches or buses at any time, but in this case almost the entire area of the Plaza in front of the station would be given over to asphalt with a two-way road in front of the station itself for use as a traffic cut-through. Much less consideration is given to anyone outside of a vehicle in this option and almost no consideration for cycles. The Plaza area would be reduced to a small island girt by noisy and polluted roads from which the City and Hub would only be accessible by controlled crossings. The consultants are not being realistic suggesting such a space would be attractive for stalls for events or commerce. The option is ugly and dangerous and should be discounted

Option not progressed to Planning but revised scheme has merit, see drawings at end

2.6 NCP Rail users' car-park is redesigned for capacity and connectivity

Comments as 2.3.6 above. Re-arrangement of the parking layout which results in a reduction from 151 to 139 spaces is not likely to be supported, at least in the short-medium term. This is a highly strategic car-park site and while its capacity was boosted during the years the adjacent site was used for car-parking, it was frequently full. If we must have car-parks, this is the one to develop. It is the obvious site for a multi-storey.

The loss in spaces is primarily from the station forecourt. The proposals for the car park would enable more effective use to be made of the facility since current use indicates it is typically operating below capacity. The proposals would be progressed in partnership with TfW since the car park is not within the 'red line' site boundary.

Local Plan Policy HD2 obliges us to work in partnership with public transport operators on the site to maximise opportunities. Nobody will thank us for failing to agree with these partners a Hub fit for the future. Certainly not because somebody arbitrarily drew a 'red line' in the wrong place. Again I make the point we are planning for the future, not the past - current usage rates may be irrelevant and fail to take account of modal shift, eg leaving the car and transferring to a train or bus.

The solution to this has already been explained. Direct active travel access onto/from bridge and Aylestone Hill is required as safer, shorter route than round by the road, KFC junction and CLR, pointed out on 24th Jan 2024 as impractical for cycles (due to flawed road design).

2.7 Public realm materials are appropriate, local and low carbon

2.7.1 **PAVING** Generally I would recommend natural materials from local sources for paving schemes in popular public realm areas close to heritage buildings as is the case here. They may be a bit dearer than concrete but will always age better and their carbon footprint is generally lower.

The proposal for the transport hub includes UK produced paving types - Colours and pattern focuses on differentiating functionality and provide a sense of identity for the site

Patterned coloured manufactured paving types will not complement the heritage buildings or provide a sense of local identity. Please rethink this.

It is disappointing to note that more than a year on, that the proposed paving scheme is still dominated by alien and manufactured materials of high carbon footprint. This should be amended to meet the requirements of Local Plan Policy SS6.

Simplify the layout and use limited palette of mainly natural and local paving materials – granite for kerbs, Forest of Dean Pennant for paving, Worcestershire lias or Herefordshire St Maughans for setts and tactiles.

2.7.2 PLANTING & SEATING. Trees should be in the ground not in planters although for areas over underground facilities and services, planters are acceptable for shrubs and bedding. Simple wooden seats attached to such planters as in High Town could work well here, but seats with backs and arms appreciated by older people.

Due to contaminated soil along with underground services it is not possible to plant in ground at all places. Although where possible we have designed for inground planting. Simultaneously the planters will also function as a safety measure towards Hostile Vehicles

No more planters please. We have probably introduced too many through the HCCI as it is and they are a permanent cost to maintain and keep watered. Bollards are perfectly satisfactory for HVM purposes and are a fraction of the price.

2.7.3 CYCLE STANDS Sheffield racks are fine for short stay, eg for shopping or visiting a café, but proper secure sheltered cycle parking will be needed for long-stay, ie those transiting to other transport modes and expecting to be away more than a few hours, see 2.3.8 above

I am pleased to see we have made some progress here and consultants have been persuaded the scheme needs more covered cycle storage. I would favour Sheffield stands under the proposed canopy at the front of the station and we should consider covered and secure cycle storage where is now the dangerous and ugly concrete bin lorry ramp (once the ramp has been removed)

2.7.4 LIGHTING Avoid the use of light poles, at least not the 'light sabre' type illustrated. They were unsuccessful in Eign Gate. Stick to traditional tried and tested traditional forms. Use wall-mounted wherever possible to save cost and minimise street clutter. Lighting in furniture may be another unnecessary cost.

Lighting features used will be seemless and non-invasive, light poles will be necessary to provide safe and adequate lighting to also prevent anti-social behaviour. Where possible we have incorporated low light bollards to prevent intrusive structures

It is not necessary to use light poles to provide safe and adequate lighting and there is no evidence these 'prevent anti-social behaviour' better than more traditional and less obtrusive forms of lighting.

The police have not been included in the consultees. It is recommended that the Design out Crime officer (Charles Naylor) is consulted with regard to lighting and other aspects of design so as to minimise the risk of anti-social behaviour

2.8 Planting species

Schemes which allow for an appreciable amount of green infrastructure are welcome, especially where they are of sufficient size that they are not vulnerable to drying out and requiring frequent and expensive maintenance and watering. Let's not worry about choice of planting varieties now.

2.9 Succeeds as a building, not just a 'shelter'

This has been touched on in 2.3.2. We need new build with an arresting and capable design for this keynote site. Something which complements and adds interest to the listed station and is capable of being a destination in its own right. The steel and glass shelters proposed do not demonstrate a flair for design and risk detracting from the listed building. Gloucester managed to deliver an excellent building for its transport hub recently and Hereford could do just as well. The shelter suggested would be unlikely to give pleasure to people while they waited for a bus or encourage people to linger and chat or have a coffee. It is important any new Hub building provides a sense of welcome, well-being, order and orientation and to do those things it needs to be distinctive, feel safe, and be capable of offering rest, refreshment, quiet and relaxation

It has come across as if the design team is apologetic towards the shelter design and not using it as an opportunity to celebrate the station building. We have already damaged the setting for the station building and the shelter should focus on celebrating the station. It should not look like a petrol station forecourt. It should be bold and something we can be proud of.

The shelter has been designed to be respectful to the listed building and not obstruct views to de-risk listed building setting consent. However the canopy has also be designed to be a distinct, bold and recognisable pavilion type architecture in the urban environment to celebrate the whole space, with subtle nods towards the listed building such as alignment with grids and window rhythms. It has been designed to be a welcoming approach, to open up views and provides internal waiting areas for people to rest, chat and provide shelter. It has been designed to orientate people in and through the urban realm without hindering passenger movement.

There is potential to introduce retail and seating under the canopy if bus welfare facilities can move inside the building, however this will need further negotiations with NR.

It should be noted that Gloucester transport hub is a very different environment, with no heritage implications and is significantly separated from the station building by Bruton Way dual carriage way, therefore there is little need to provide views through the canopy, unlike at Hereford where it is important to retain permeability. Gloucester transport hub has been designed without integration with public realm, which is a significant portion of this project.

The shelter design is considered neither compliments nor respects the listed station. Appreciation of the Station and its setting are not dependent on long views across the CLR; indeed the Hub would benefit from a greater measure of enclosure from the CLR to attenuate noise and emissions from it. A glazed canopy against the front of the station at first floor level could be an interesting and worthwhile addition. It would need to be pitched and probably supported by ferrous columns.

Consider giving the front-of-station canopy an opaque rather than a glazed cover, this could include photo voltaic tiles for solar collection with a gutter run for rain water collection (also to avoid a drip line)

2.10 Station access

It is not clear if access to the spaces within the existing station building is to be beyond the ticket barrier? Obviously it would be preferable if they are not.

Any access from the urban realm will be from the unpaid side of the ticket barrier. noted, good

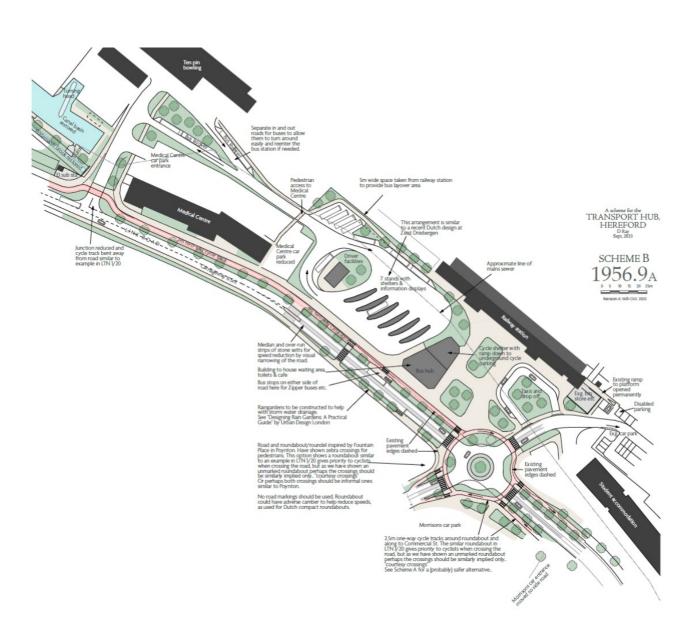
PART 3: ALTERNATIVE SCHEME DEVELOPMENT

Set of drawings showing how the identified issues may be addressed

3.1 Drive-through stands.

This solution delivers greater capacity, minimises bus reversing manoeuvres, avoids the need to create an additional side road junction to the City Link Road (CLR) and allows for the creation of a pedestrian piazza. It also allows for restoration of the canal and reformation of a canal basin by bringing the layover closer to the main site and improved pedestrian accessibility to the Medical Centre. In common with all the improved schemes in these pages, it designs for greatly improved vehicle and active travel infrastructure on the CLR with better connectivity between the Transport Hub and the City as a whole. There would be bus-stop lay-bys both sides of the CLR.

It does, however, require partnership-working and co-operation with the Medical Centre and with Network Rail/ Transport for Wales to deliver a result better for all parties and better to support modal shift to more sustainable forms of transport as Local Plan Policy MT1 requires.

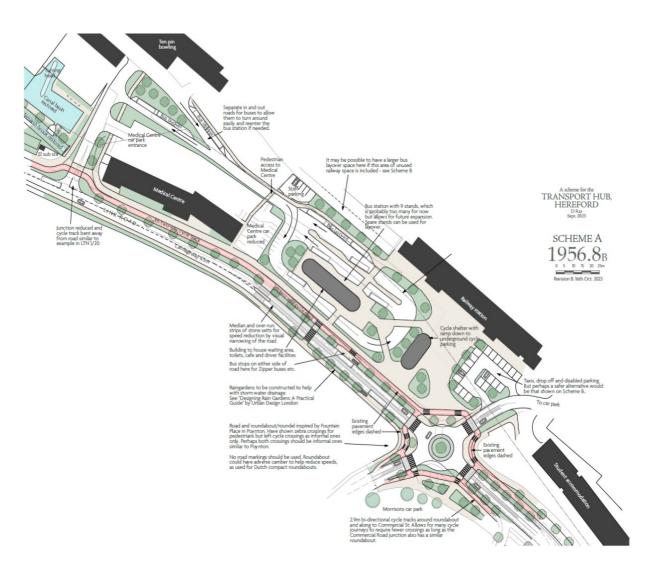


3.2 Drive-through saw-tooth, entry and exit to NW

This solution also delivers greater capacity, minimises bus reversing manoeuvres, avoids the need to create an additional side road junction to the CLR and allows for the creation of a pedestrian piazza albeit smaller in size. It also allows for restoration of the canal and reformation of a canal basin by bringing the layover closer to the main site and improved pedestrian accessibility to the Medical Centre. There would be bus-stop lay-bys both sides of the CLR.

In common with all the improved schemes in these pages, it designs for greatly improved vehicle and active travel infrastructure on the CLR with better connectivity between the Transport Hub and the City as a whole.

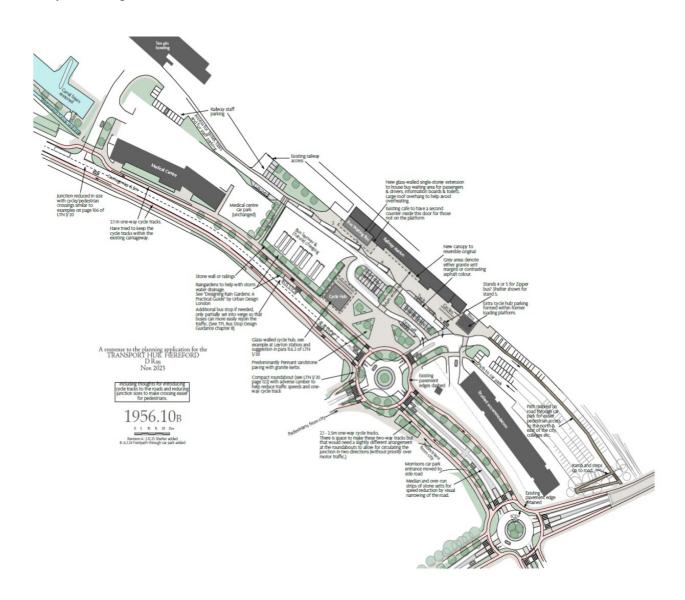
It does, however, require partnership-working and co-operation with the Medical Centre and with Network Rail/Transport for Wales to deliver a result better for all parties and better to support modal shift to more sustainable forms of transport as Local Plan Policy MT1 requires.



3.3 Drive-through saw-tooth, enter from NW, exit to SE, version 1

This solution avoids the need to create an additional side road junction to the CLR and allows for the creation of a pedestrian piazza albeit much smaller in size. It also allows for restoration of the canal and reformation of a canal basin by bringing the layover to the main site and improved pedestrian accessibility to the Medical Centre. Allowance is made to facilitate the electric 'Zipper' bus to stop closer to the Station rather than on the CLR, where there would also be bus-stop lay-bys both sides.

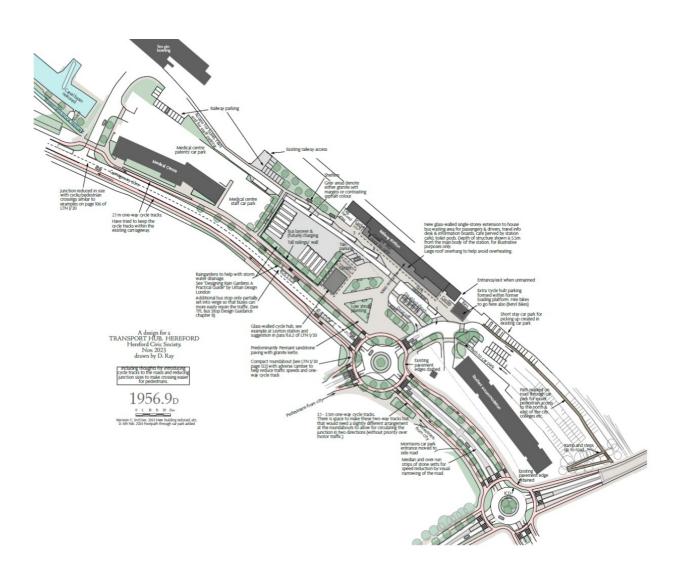
It assumes that partnership-working and co-operation with the Medical Centre and with Network Rail/ Transport for Wales have not been successful with the result that the piazza is very small and there is conflict between pedestrians and vehicles immediately outside the front of the station as now. A direct stepped/ ramped path between the Hub site and the bottom of Aylestone Hill has been provided as an alternative to the present narrow pavement round by the road



3.4 Drive-through saw-tooth, enter from NW, exit to SE, version 2

This solution avoids the need to create an additional side road junction to the CLR and allows for the creation of a pedestrian piazza albeit of modest size. It also allows for restoration of the canal and reformation of a canal basin by bringing the layover to the main site and improved pedestrian accessibility to the Medical Centre. Allowance is made to facilitate the electric 'Zipper' bus to stop closer to the Station rather than on the CLR, where there would also be bus-stop lay-bys both sides. A glass-fronted covered flexible space shelter in front of the Station is proposed, but it is accepted this would have to be very carefully designed to complement and enhance the listed building.

It assumes that partnership-working and co-operation with the Medical Centre and with Network Rail/ Transport for Wales have not been successful but with a smaller drop off/taxi facility the piazza remains adequate. There is less conflict between pedestrians and vehicles immediately outside the front of the station than in version 1. A direct stepped/ ramped path between the Hub site and the bottom of Aylestone Hill has been provided as an alternative to the present narrow pavement round by the road

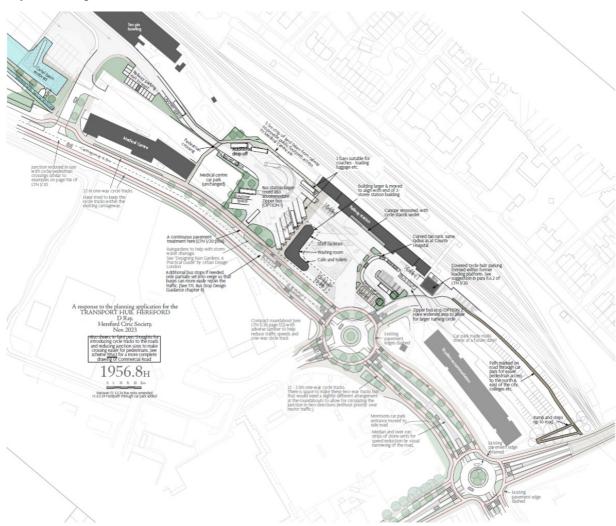


3.5 Drive-in-Reverse Out (DIRO), enter from NW, exit new side road to SW

This arrangement accepts an additional side road junction to the CLR and allows for the creation of a pedestrian piazza albeit small in size. It also allows for restoration of the canal and reformation of a canal basin by bringing the layover to the main site. The covered hub building allows for space for a refreshment/ cafe outlet. Allowance is made to facilitate the electric zipper to stop closer to the Station rather than on the CLR where there would also be bus-stop lay-bys both sides.

It assumes that partnership-working and co-operation with Network Rail/ Transport for Wales has been successful and that their staff parking has been relocated as shown but not successful with the Medical Centre with the result much of the usable space is given over to private HMG car parking rather than public benefit.

Even so, and in spite of the conflict with an additional side road, it improves pedestrian accessibility to the Medical Centre and beyond over the designs submitted for planning. A direct stepped/ramped path between the Hub site and the bottom of Aylestone Hill has been provided as an alternative to the present narrow pavement round by the road



3.6 Drive-in-Reverse Out (DIRO), enter from NW, exit new side road to SW

Variation of 3.5, this arrangement accepts an additional side road junction to the CLR and allows for the creation of a pedestrian piazza of sufficient size for capacity and do justice to the setting of the listed building. It also allows for restoration of the canal and reformation of a canal basin by bringing the layover to the main site. The covered hub building allows for space for a refreshment/cafe outlet and more sheltered waiting space. Allowance is made to facilitate the electric 'Zipper' to stop closer to the Station rather than on the CLR, where there would also be bus-stop lay-bys both sides.

It assumes that partnership-working and co-operation with Network Rail/ Transport for Wales has been successful and that their staff parking has been relocated as shown. It has also been successful with the Medical Centre with the result much of the usable space lately given over to private HMG car parking can be applied to wider public benefit.

In spite of the conflict with an additional side road, it improves pedestrian accessibility to the Medical Centre and beyond over the designs submitted for planning.

