

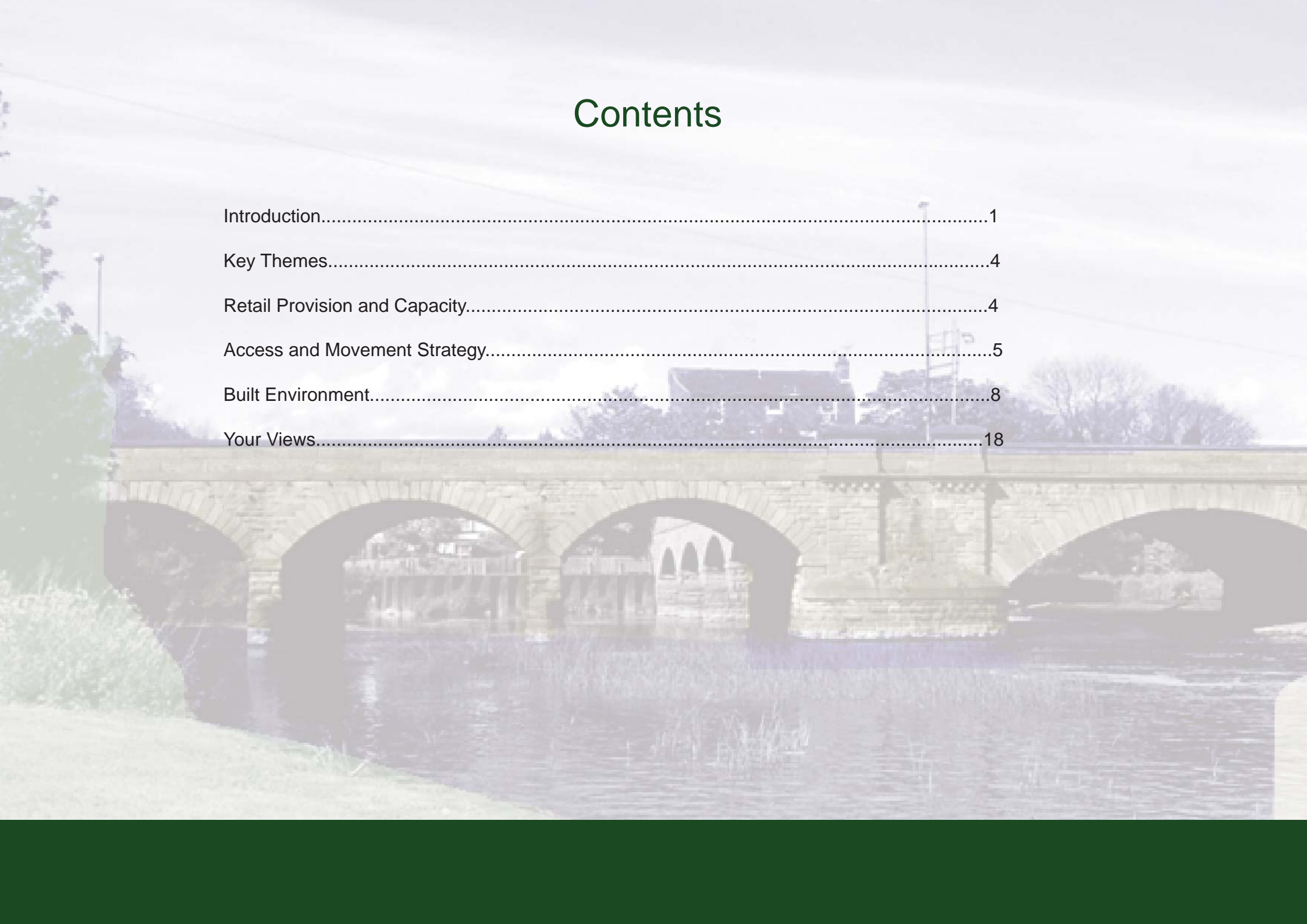
# Burton Town Centre Draft Issues and Options Report

August 2007



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## Introduction

Burton's Town Centre is highly successful as a place to shop, work, study and live. It boasts a good range of shops and services, a historic core, arts and educational facilities such as the Brewhouse Arts Centre, Cineworld cinema and Burton College, and all in the attractive setting of the Trent Washlands.

Burton is situated within the heart of the Midlands, to the south-west of Derby and the north-west of Leicester, directly adjacent to the A38 trunk road. It therefore has good links to other parts of the East and West Midlands.



But the Town Centre faces many challenges over the next twenty years or so. Competition from neighbouring centres, increasing traffic congestion, parts that are not attractive to be in or walk around - all promise to undermine Burton's success.

There is another challenge Burton will need to face – one that is potentially very exciting. The Regional Spatial Strategy for the West Midlands (RSS), the planning document that sets the levels of housing provision throughout the

Region, is being reviewed and is about to reach "Preferred Option" stage. Whilst the final housing figure East Staffordshire will need to provide for has not yet been determined, it is likely to result in between 6,000 and 13,000 new homes being created between 2006 and 2026 – possibly more – as Burton is designated a "Sub-Regional Focus".

This amounts of homes will be needed to cater for the sharp increase in the number of households forecast to be formed over this period. In addition, the government recognises that Burton is a town that may be able to accommodate additional growth, subject to the proper infrastructure to support such growth

being put in place. Studies are therefore underway to find out whether it is feasible for Burton to be given "Growth Point" status.

The Town Centre will therefore need to meet the demands of a much larger population, with many of these people living in Burton itself. This offers a substantial opportunity to radically improve the quality, vitality and image of the Town Centre, as well as ensuring it maintains its healthy trading position.

### *The Need for an Area Action Plan for Burton Town Centre*

The Council is preparing its Local Development Framework (LDF) - a set of documents which it must produce to lead and guide development in the Borough. There are two documents it is currently preparing. The first is the Core Strategy – the document that will guide the broad pattern of development in the Borough. The second is the Burton Town Centre Area Action Plan, (BTCAAP). Other documents will follow in due course.

The main roles of an AAP can be to:

- Deliver planned growth areas;
- Stimulate regeneration;
- Protect areas which are particularly sensitive to change;
- Resolve conflicting pressures in areas subject to development pressures; and
- Focus the delivery of areas based regeneration initiatives.

The BTCAAP must bring forward deliverable proposals and realistic guiding policies. The proposals need to be financially viable, and be agreed with the key partners responsible for bringing them forward. The policies should provide adequate guidance for anyone bringing forward proposals that will need planning permission. The BTCAAP must be in line with the Core Strategy in all respects.

Both documents have now reached the "Issues and Options" stage. This is an informal stage where the Council asks for views on what everyone thinks are the main issues the Borough, and the Town Centre, will have to face and explores the different options there might be to tackling these issues.



# Boundary of AAP





There is a separate “Issues and Options Report” for the Core Strategy, and you are invited to air your views on both documents.

The AAP must also take into account the key themes of the East Staffordshire Community Strategy. This Strategy sets out the visions which the residents, businesses and organisations of the Borough have for the Borough over the next 20 years. The Community Strategy concentrates on the following 8 key themes:

Environment;  
Safer Communities;  
Employment and Business Development;  
Housing;  
Disadvantaged Communities;  
Lifelong Learning;  
Health; and  
Culture.

Each of these themes is also important to the AAP and will, in part, inform the key themes developed for the town centre.

A Sustainability Appraisal (SA) has been undertaken for this Issues & Options document is available to view on the Council’s website ( [www.eaststaffsbc.gov.uk](http://www.eaststaffsbc.gov.uk) )

### ***The Challenge for Burton***

Burton has a distinctive identity; a brewery sector of national significance and a sizeable food industry sector. The future of the town centre and its importance within the Borough is critical. The town centre is and will continue to be vitally important in providing employment, business development opportunities, leisure, cultural and educational facilities and homes.

The town has the potential to broaden its economic base by safeguarding and encouraging existing industry and investment and by attracting new business and employment development. This will provide a sustainable basis for the proposed options for higher levels of housing growth.

An employment land study is currently under preparation that will guide future investment plans and identify the opportunities for creating the growth needed in employment and business development.

It is clear that Burton has the opportunity to build upon its strengths and grasp the opportunities for growth creating a key renaissance period up to and beyond 2026. A clear and visionary Action Plan that can be delivered during this period is critically important to guide and promote development and set out high quality design thresholds that will need to be achieved.

### ***Key Issues & Options***

A Baseline Assessment has recently been undertaken for the AAP on behalf of East Staffordshire Borough Council by Atkins Limited. This baseline assessment identifies the key issues currently facing Burton and the future challenges and opportunities facing the town over the next 20 years. The key issues identified relate primarily to retail capacity, urban design and access and movement.

There are many decisions which need to be made and in many cases there is no one solution to the key issues which need to be addressed. This document therefore considers a range of options for the key issues identified by the baseline report. It is only by hearing the views of as many people as possible and carefully assessing the implications of each option that the Borough Council can make the right choice.

In undertaking the Baseline Assessment, consultation was undertaken with a number of key stakeholders and major landowners within the town centre. The aim of this consultation was to identify at an early stage the plans and strategies which these key groups and individuals have for their land, businesses and organisations over the next 20 years. This consultation included stakeholders such as Burton College, Coors Brewery and the owners of the three shopping centres within the town centre. This consultation is a continuous process which will continue and be extended throughout the AAP process. Plans identified by the stakeholders have and will continue to be fully taken into account in developing options for the town centre.

## Key Themes

The Baseline Assessment has resulted in the development of nine key themes for Burton. These are:

1. Restructuring and Redevelopment;
2. Retail and Residential Investment;
3. Connection to the Riverside;
4. Arts and Cultural Heritage;
5. Learning and Enterprise;
6. Attraction of Visitors;
7. Image and Marketing;
8. Access and Movement; and
9. Meeting the Challenges of Climate Change and Sustainability.

*Do you agree with these key themes? Do you agree that the AAP should be focused around these key themes?*

## Retail Provision & Capacity

### **Capacity**

An independent retail capacity study has been prepared which considers the potential impacts of both the low and medium growth scenarios upon Burton during the period to 2026. The study identifies the need for more than 30,000 non food retail floor space and over 5,000m<sup>2</sup> food retail floor space under a low growth scenario. Under a medium growth scenario, the study identified the need for a over 40,000m<sup>2</sup> non food retail floor space and over 8,000m<sup>2</sup> food retail floor space. It should be noted that these figures relate to the Borough as a whole, and not just Burton.

In terms of non-food floor space, the town currently comprises 45,057m<sup>2</sup>. The town therefore has the potential to almost double its non-food floor space retail offer under the medium growth scenario.

*Do you think that the proposed retail growth estimated for the town centre under the low and medium growth scenarios is realistic for Burton?*

No growth is not a realistic option for Burton town centre. If the number and range of shops, and the town centre experience are not improved then economic trade and development is likely to be lost to other centres in the region. Consequently, existing and future levels of investment and trading within the town would be at risk and the town could see a period of decline.

*Do you agree that no growth is not an option for Burton town centre? Do you think that Burton town centre can continue to compete with other centres within the region without the additional retail capacity suggested by the study?*

### **Retail Provision**

The provision of a range of retail outlets is essential in attracting people to a town centre. The provision of a good mix of type and size of retailers is a significant reason why shoppers would choose one destination over another in the region.

Burton is currently ranked 65th in the national retail rankings, this represents a move of 40 places since 2001 when the town was ranked 105th. It is important that the quality of the retail facilities which the town centre has to offer is improved within the coming years if its current position in the retail hierarchy is to be maintained. Burton currently has only one department store and many of its current retailers, including a number of the national chains have expressed a desire for larger units within the town centre to replace some of the existing smaller units.



**What sort of additional retail facilities would you like to see within Burton? Do you think that the provision of larger retail units will benefit the town centre and approve its attractiveness to both retailers and shoppers alike?**

#### **Additional Retail Provision**

**Is there a continuing need for a market?**

**Is the market in the right location?**

**Should there be a purpose-built market located elsewhere?**

**Could the existing market be used more effectively?**

#### **Leisure Provision**

In order to ensure an attractive leisure economy in the town centre, with evening activity as well as daytime activity, there needs to be a range of leisure facilities, such as health and fitness facilities, restaurants, café's etc. Such uses need to be available to all age groups, with some elements of the evening economy being children and family friendly.

**Do you think there exist sufficient leisure facilities and options within the town centre?**

**What additional facilities would you like to see in the town centre?**

**Do you think there is a big enough range of eating establishments in the town centre? Do they cater for the needs of everyone?**

**Do you think only the evening economy should be developed in the town centre or do you think Burton should have a 24 hour town centre?**

#### **Access and Movement Strategy**

Through the AAP process and redevelopment of the town centre it is possible to regenerate Burton and provide improved access to the town centre for people and vehicles thereby maximising social inclusion. The Access and Movement Strategy will outline a package of measures that can be delivered through the AAP. These measures will aim to collectively improve sustainable access to the town centre thereby reducing the need to travel by car.

#### **Traffic Management**

As with many urban centres in the UK, Burton experiences problems with the road network that results in significant levels of congestion at certain times, especially the weekday evening peak period and Saturdays. If major population growth occurs in and around Burton, these existing problems will only be exacerbated unless there is investment in traffic management measures and sustainable travel options.

**Do you think traffic congestion in Burton is:**

- a. A very serious problem?**
- b. A serious problem?**
- c. Not a very serious problem?**
- d. No problem at all?**

#### **Car Parking**

Access to town centre car parks is one of the main influencing factors on traffic flow within Burton. The AAP provides an opportunity to evaluate the location, access and operation of town centre car parks. The present off street car parking provision is 4,456 spaces available for use by the public on weekdays and 4,606 on weekends.

There are some options for the rationalisation and relocation of car parks that could contribute to improved traffic management and appearance of the town centre. These options include and are not restricted to:

- The removal of the existing Coopers Square (Central) car park so that it can be redeveloped for mixed use development and public space. Car parking spaces would be relocated within the town centre.
- Remove surface car parking at Burton Place and reconfigure the rooftop car park to accommodate some or all of the surface spaces.
- Extend the Coopers Square rooftop car park accessed from New Street
- The development of a multi-storey car park on the New Street car park site accessed from Lichfield Street

*Do you agree with the potential options suggested above?*

*If you drive to Burton town centre, where do you mostly park and why?*

*Do you feel there is an adequate number of public car parking spaces in the town centre?*

*Do you agree that some of the existing surface car parking should be relocated to roof top and safe, high quality development fronted multi storey car parking to create an improved image for Burton?*

There is currently some on street car parking provision in Burton in locations for example: Manor Croft, Lichfield Street, Wellington St and Guild Street. Some on street car parking can contribute to traffic management problems and intimidate pedestrians.

*Do you agree that on street car parking within the town centre core should be restricted to Blue Badge holders and resident permit holders?*

### **Public Transport**

Burton has a network of bus routes and access to a main railway corridor. Most of the central bus stops in the town centre are located in New Street but Burton lacks a clearly defined bus interchange or station. One of the aims of the AAP is to encourage more sustainable travel to and from Burton and in order for this to happen, investment in public transport is necessary.

*Would you prefer that there is a high quality Bus Station OR an improved On-Street Bus Terminal in Burton. Where in the town centre would you like this to be located?*

*If you currently travel by car to Burton, which of the following options would encourage you to travel by public transport instead (max of 3 options)?*

- The provision of a high quality bus station or on street terminal in the town centre*
- Improved bus journey times as a result of bus priority and / or a reduction in traffic congestion*
- More modern and accessible buses*
- Increase in parking charges*
- Bus stops located closer to the shops than car parking spaces*
- Improved pedestrian routes between the railway station and the town centre*
- Reduced distance to bus stops from start of journey (i.e. home)*

## ***Walking and Cycling***

There is a large residential catchment within a 20 minute walk of the town centre and there is great potential to increase the number of walking and cycling trips made to and from Burton. It is important that a safe and attractive network of pedestrian and cycle routes is developed in Burton.

***Do you agree that improvements are necessary to walking and cycling routes and particularly crossing points at junctions? Are there any particular 'barriers' to your routes you would like to see improved?***

***Would safer and more attractive routes encourage you to travel to the town centre more often by foot or cycle instead of by car?***

***Would you like to see further pedestrianisation within the town centre and which areas do you think are appropriate for this?***



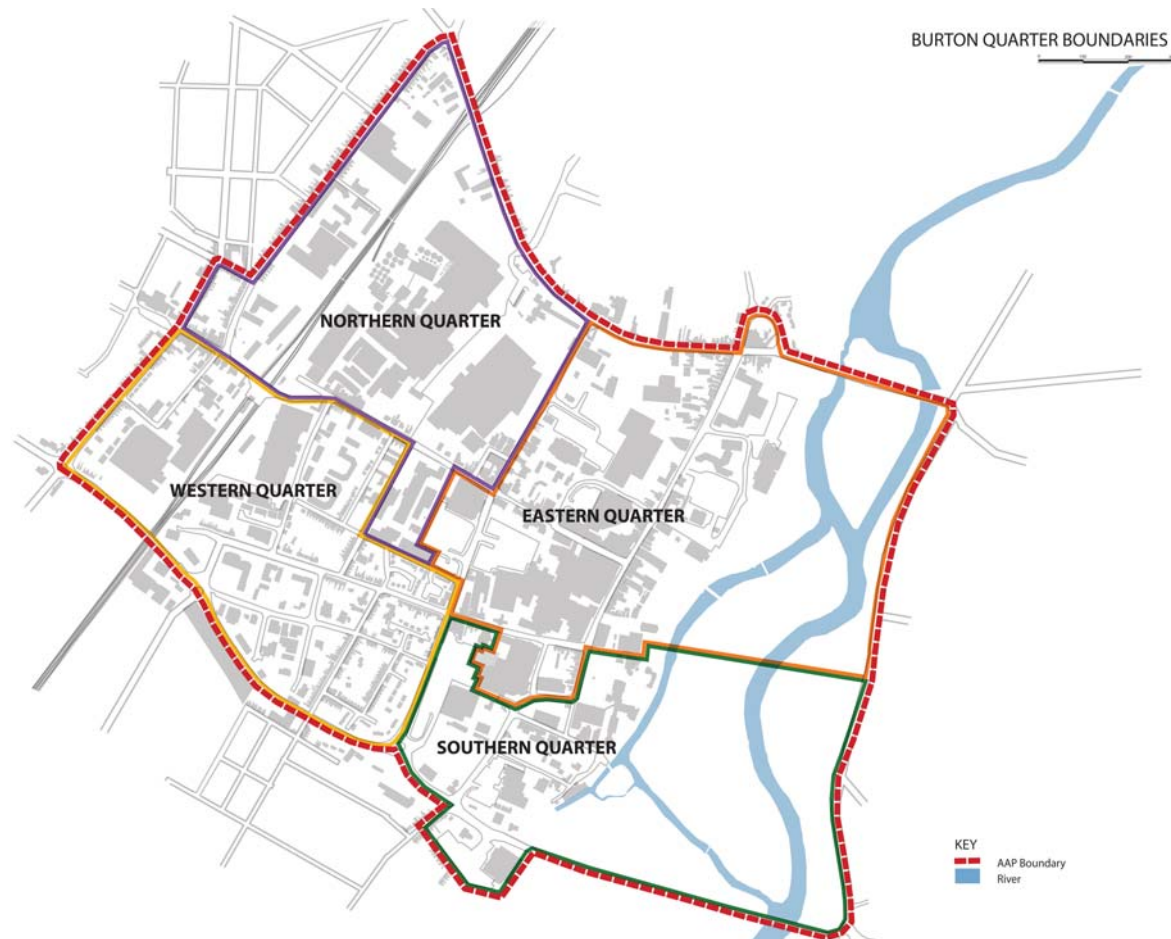
## Built Environment

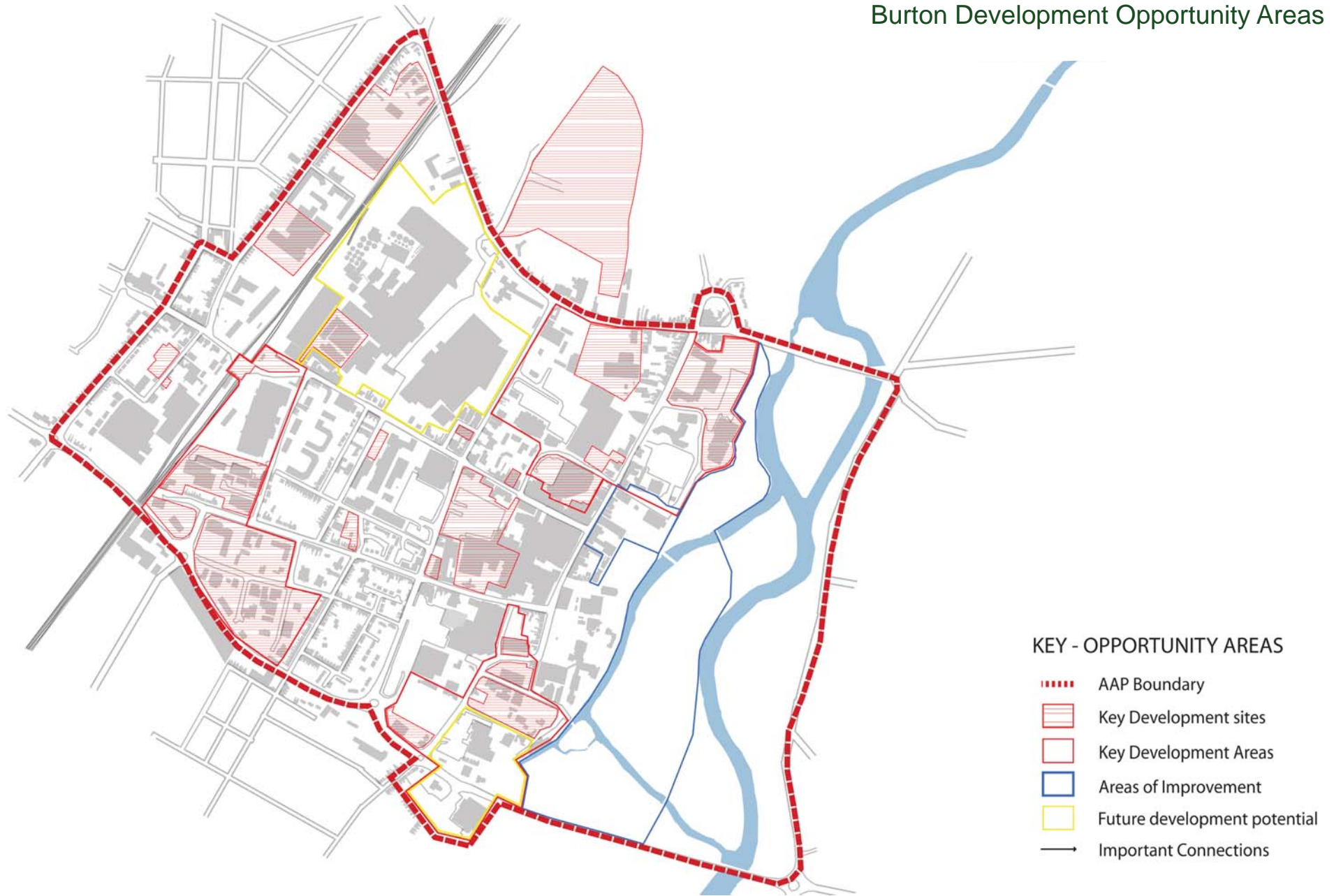
For the purposes of the AAP, Burton town centre has been divided into four quarters;

- The northern quarter which is dominated by the brewery buildings;
- The eastern quarter containing the core shopping areas, riverside and washlands;
- The Southern quarter which contains Burton College, the riverside and washlands;and
- The western quarter which is dominated by housing and industrial activities.

The plan below shows the boundaries of each of the quarters within the AAP boundary

Burton Quarter Boundaries Plan





## The Quarters

For each of the quarters, a number of proposed options for change and development over the lifetime of the AAP have been evolved. For each quarter, the options developed have been split into three categories; minimum, medium and maximum intervention. These three categories provide various options within each of the quarters which range from minimal change through to more radical and long term development options.

None of the options set out for the four quarters of the town centre necessarily reflect any priorities or preferences of the Council. The purpose of the issues and options stage of the plan is to stimulate debate and ideas for the future of the town centre from as many people as possible.

### **Northern Quarter**

The northern quarter is dominated by the significant number of Coors Brewery buildings and the railway station. The quarter contains a number of Listed Buildings and lies partly within a Conservation Area. This area contains a number of disused and under utilised spaces and has no areas of public open space or public realm. There are few street frontages within the area and a number of low quality developments. The area therefore has a reasonably poor image. There is poor connectivity in this area for pedestrians and cyclists travelling between the railway station and other parts of the town centre.

This quarter contains key features of the town's history in the form of the brewery buildings and associated visitor's centre. These combined with the listed buildings and Conservation Area in this quarter represent an important and historic element of the town centre which needs to be enhanced through the development of high quality schemes. In addition, it is important that the railway station has good connectivity to this and other parts of the town centre.

There are a number of potential options for improving the overall appearance, use and attractiveness of this area, whilst providing suitable accommodation for new development. These include, but are not limited to:

- The creation of active street frontages to improve the image of the quarter and encourage pedestrian activity and links to and from the railway station;
- The re-development and refurbishment of disused/underutilised buildings and space for mixed use development; and
- The creation of a landmark building which would be a key feature within the town centre.

A selection of the proposed options for northern quarter are shown overleaf.

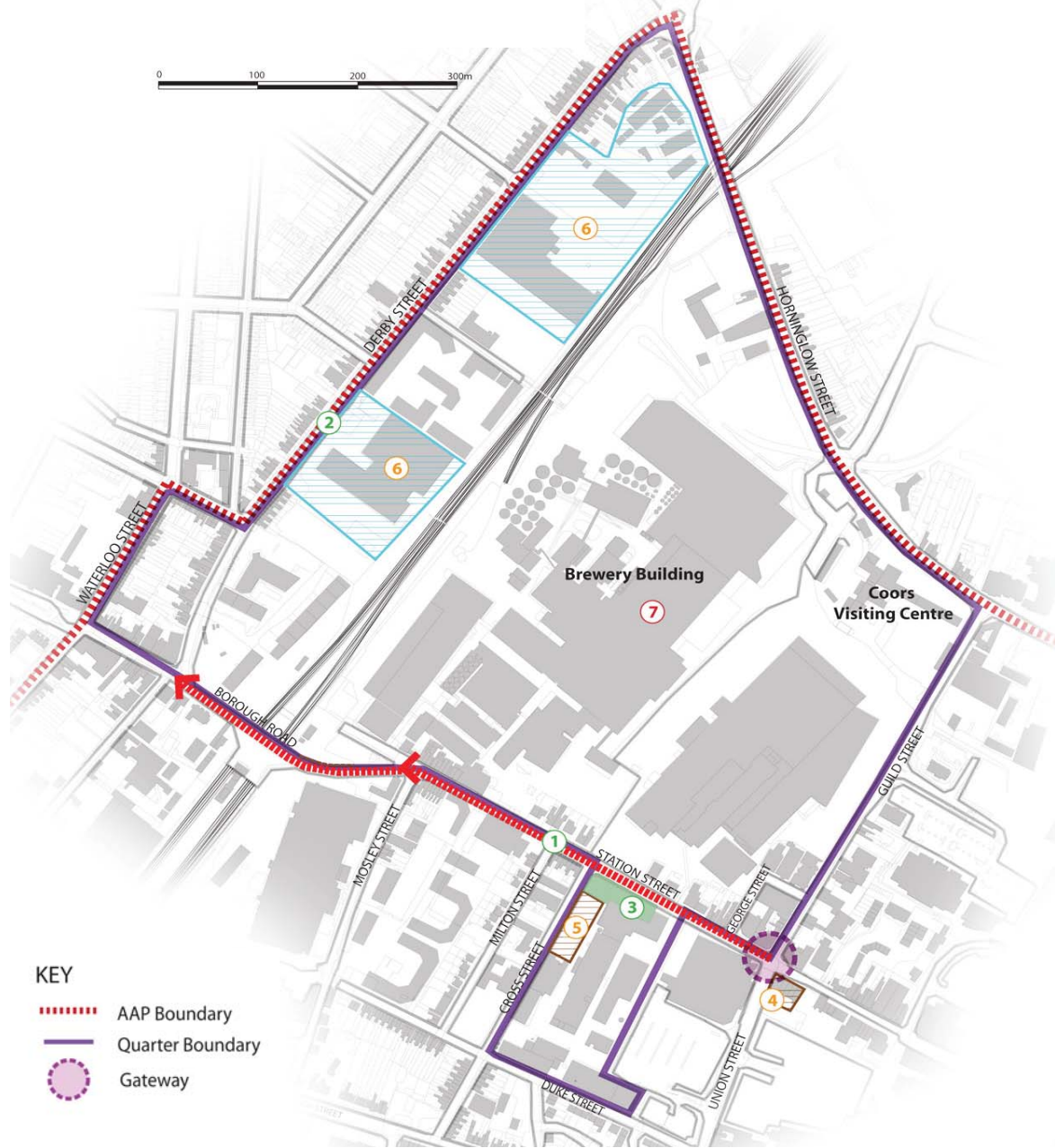
***Do you agree with the visions for this area? What are the key developments/changes you would like to see in this area?***

***How can we improve the image of this area and protect the listed buildings and Conservation Areas?***

***Do you agree with the idea of creating a landmark building in this quarter, what should it be and where should it be located?***



# Burton Northern Quarter Issues and Options



## OPTIONS:

### Minimum Intervention

- 1) Station Street – Improve connectivity to station
- 2) Reinforce street frontages on Station street, Derby Street, Guild Street and Horninglow Street
- 3) Create new public space on Station Street

### Medium Intervention

- 4) Redevelopment Opportunity at the corner of Station Street and Guild Street
- 5) Redevelopment Opportunity Cross Street – extend offices/ mixed use (live-work units)
- 6) Redevelop released employment sites for mixed use development – Residential/ Offices

### Maximum intervention

- 7) Rationalisation or relocation of Brewery buildings to enable new mixed use development

## **Eastern Quarter**

The eastern quarter contains the main retail elements of the town centre. It contains all three of Burton's shopping malls, Coopers Square, Burton Place and The Octagon. The mass of these buildings along with the large amount of car parking in this area dominates this part of the town centre. A significant proportion of the retail units in this area turn their back on the town centre resulting in a lack of street frontage which in turn is detrimental to street character.

Large areas of land in this quarter, particularly surrounding the shopping malls are used for surface level car parking. This represents a relatively inefficient use of prime development land. The amount and type of car parking in this area also creates traffic congestion.

Both High Street and Station Street contain a number of listed buildings and buildings of historic character and a large proportion of the quarter is designated as a Conservation Area. This area contains some strong and active street frontages.

The frontage of the River Trent and the associated washlands are underutilised and access to the frontage is limited. There are also a number of under utilised buildings and spaces in the quarter. Permeability between uses in this quarter is considered to be quite poor.

There are a number of potential options for this area in order to protect its existing historic character, improve the character and appearance of its more modern elements and make the best use of land, in particular by creating access to, and developing alongside, the riverside. These include, but are not limited to:

- Widening of existing accesses, re-instatement of historic accesses and creation of new accesses to the riverfront;
- Creation of a mixed use development, green spaces and public realm along the riverfront;
- Re-development of existing areas of surface car parking for mixed use development; and

- The re-configuration of retail and other uses to create street frontages.

A selection of the proposed options for eastern quarter are shown overleaf.

***Do you agree with the visions for this area? What are the key developments/changes you would like to see in this area?***

***How do you think the character of this area can be improved and/or protected?***

***What uses would you like to see along the river frontage?***



**OPTIONS:**

Minimum Intervention

- 1) Improve quality of the public realm
- 2) Reinforce street frontages onto Horninglow Street, High Street, Guild Street, Union Street.

Medium Intervention

- 3) Redevelop disused car park on Horninglow Street for mixed use development
- 4) Develop large site adjacent to Burton Bridge to create high quality gateway retail/ mixed use development.
- 5) Extend Coopers Square development at the rear to Union Street. Incorporate external streets and new square
- 6) Convert disused buildings into high quality mixed use office development
- 7) Andressey Passage – Possibility to widen & improve access to riverside
- 8) Extend shopping centre at the rear of Burton place to create additional floorspace and new public space. Relocate ramp access to rooftop car park. Provide active edge to Worthington Way.
- 9) Opportunity for new retail development onto New Street
- 10) Opportunity redevelopment site to create improved gateway
- 11) Opportunity site to extend Octagon Shopping Centre

Maximum intervention

- 12) Reconfigure existing retail park off Guild Street to provide mixed use development and reinstate a network of streets.
- 13) Provide a new connecting street between High Street and Guild Street at the edge of the retail park.
- 14) Shut Worthington Way to through traffic once new connection between High Street and Guild Street is provided.
- 15) Redevelop existing leisure centre for mixed use development after provision has been made for new improved leisure facilities
- 16) Extend Station Road Pedestrian Area after Worthington Way is closed to through traffic.



## **Southern Quarter**

The southern quarter contains the Burton College buildings and a number of 'out of town' style retail units with associated surface level car parking. Burton College is somewhat landlocked in this location with all of the land in its ownership currently developed for education purposes and limited opportunities for expansion as a result of other neighbouring uses. As a key educational facility in the town, the College is seeking to expand in the forthcoming years. The retail outlets in this quarter are well removed from the retail core of the town centre giving them the 'out of town' feel. The nature of the retail units, large units with significant areas of car parking, represents an inefficient use of land. A number of key sites in this quarter are therefore under utilised.

This area provides the southern gateway to the town centre yet no sense of identity is given to anyone entering the town. There exists an opportunity therefore in this quarter to develop a landmark building.

Permeability in this quarter is considered to be quite poor with limited pedestrian links to and from the college from the south and east of Burton. As with the eastern quarter, links to the river frontage from this quarter are also poor.

There are a number of options to improve the identity and make the most efficient use of the land within this quarter with a particular focus on Burton College and its future growth. These include, but are not limited to:

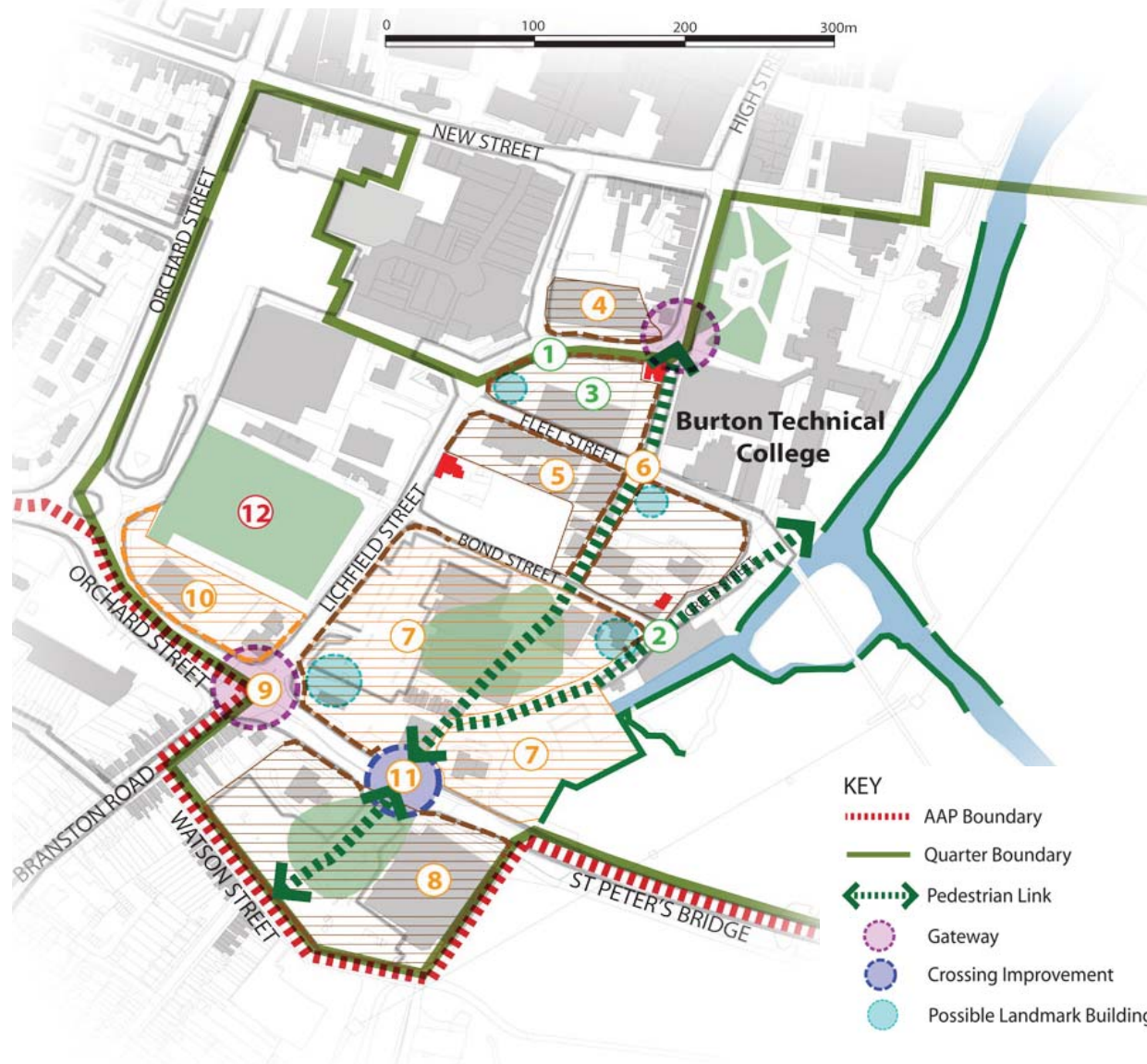
- The creation of a 'college quarter' dominated by the college and other appropriate and complementary uses;
- The re-location of existing inappropriate retail uses and the efficient redevelopment of this land for education and other related purposes, e.g. student accommodation;
- The creation of a landmark building to act as a gateway feature to the town centre and the creation of strong frontages onto Orchard Street; and
- Improvement of pedestrian linkages and creation of areas of public open space and public realm.

A Selection of the proposed options for southern quarter are shown overleaf

***Do you agree with the visions for this area? What are the key developments/changes you would like to see in this area?***

***Do you think that the creation of a college quarter within the town would be beneficial to the town centre?***

***Do you agree with the idea of creating a landmark building in this quarter, what should it be and where should it be located?***



**OPTIONS:**

Minimum Intervention

- 1) Improve quality of the public realm
- 2) Enhance and create linkages to the riverside
- 3) Relocate existing retail use to appropriate site and redevelop site into Skills and Education Centre

Medium Intervention

- 4) Redevelop vacant site on Lichfield Street into High quality mixed use development
- 5) Re locate existing uses and re-develop for educational purposes/ student accommodation
- 6) Relocate existing development to create new public space/pedestrian link across Burton College campus providing link with site 7
- 7) Relocation of retail outlets and redevelop into student housing and provide additional college floorspace
- 8) Redevelop for mixed use development
- 9) Key gateway to be enhanced. Possibility to provide new landmark building
- 10) Reinforce frontage at major gateway backing onto Rugby Club
- 11) Possible link to existing residential area

Maximum intervention

- 12) Potential relocation of Rugby Club for new mixed use development if alternative site could be identified

## **Western Quarter**

The western quarter of the town centre is dominated by residential development, industrial and mixed use developments. The housing and mixed use developments in this area have strong frontages and key views to buildings of historical importance. The Burton railway station is also located within this quarter.

The railway station building is outdated and has poor character. Links from the station to the town centre are quite poor and therefore, these two issues combined, do not give a good first impression for people arriving in the town at the railway station.

The quarter has a strong residential character and is a highly sustainable location for such development. The quarter is capable of accommodating additional residential development which itself would be in keeping with the nature and character of the quarter. There are a number of under-utilised and disused industrial sites within this quarter which lend themselves for redevelopment for residential purposes. The residential development in this area does however lack public open space and areas of green land.

There is poor connectivity between the residential development in this quarter and the town centre. In addition, pedestrian links across Evershed Way are poor and compromise pedestrian safety.

There are a number of options to improve the identity and appearance of this quarter by building on its existing good character and improving areas of poorer character, whilst making the most efficient use of the land. These include, but are not limited to:

- Modernisation of the railway station including public open space/public realm;
- Re-development of existing industrial development/vacant land for residential and mixed use purposes;
- Creation of improved pedestrian links between the existing residential areas/railway station and the town centre;

- Improved pedestrian crossings across Evershed Way; and
- Creation of public open space within residential areas.

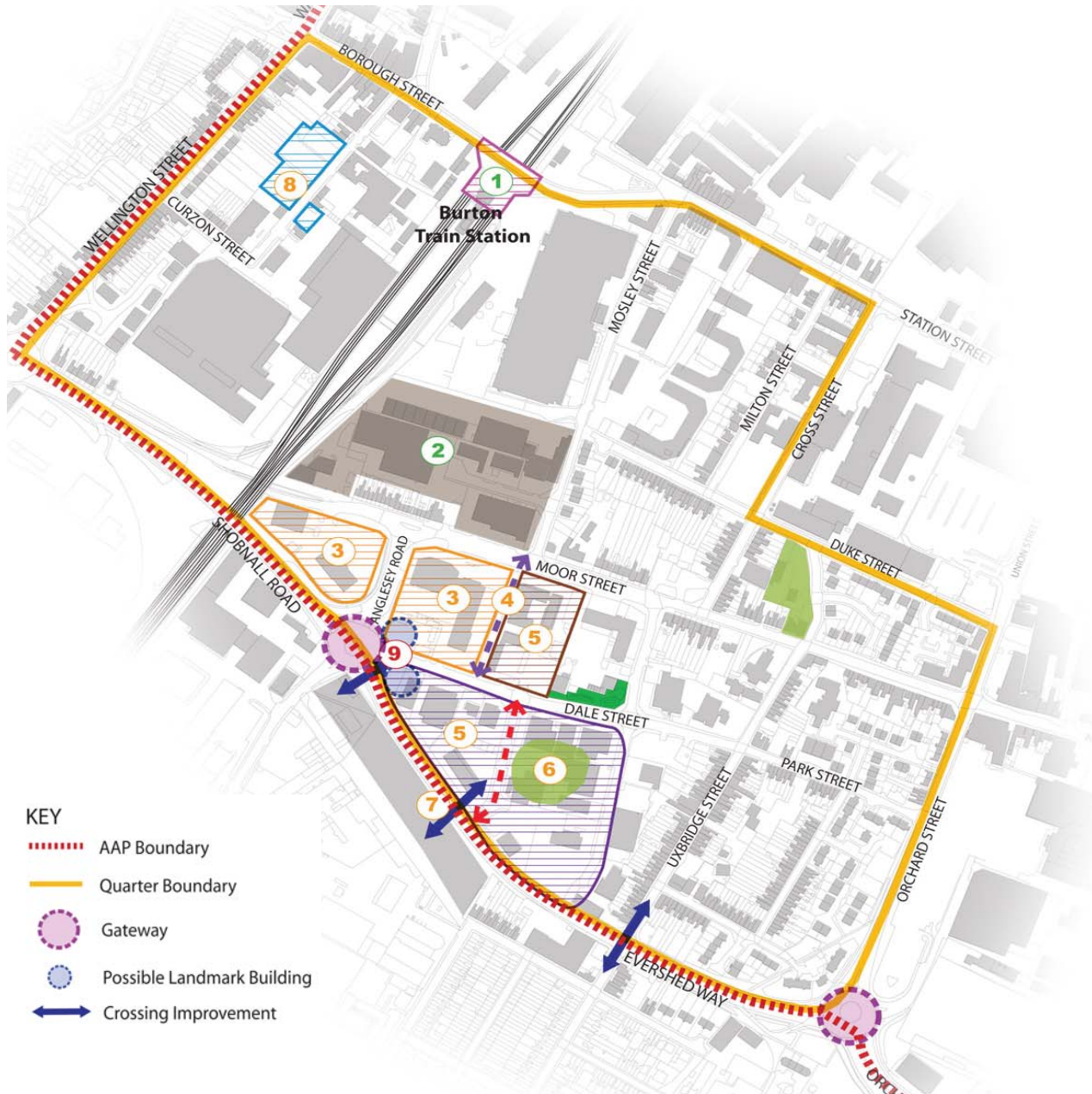
A Selection of the proposed options for the western quarter are shown overleaf.

***Do you agree with the vision for this area? What are the key development/changes you would like to see in this area?***

***What changes would you like to see made to the railway station?***

***Do you think this quarter could successfully accommodate more residential development? If so what public open space and pedestrian connectivity improvements would you like to see?***





- KEY**
- - - - - AAP Boundary
  - Quarter Boundary
  - ⊘ Gateway
  - ⊘ Possible Landmark Building
  - ↔ Crossing Improvement

**OPTIONS:**

Minimum Intervention

- 1) Modernise Burton train station including green space / public realm
- 2) Environmental Improvements and rationalisation

Medium Intervention

- 3) Opportunity to create a landmark building at key gateway site
- 4) Possibility to provide new route to improve permeability within the site
- 5) Mixed use redevelopment opportunity to include employment
- 6) Create public space in new mixed use development area
- 7) Improved pedestrian connectivity across Evershed Way
- 8) Mixed use development opportunity adjacent Curzon Street

Maximum intervention

- 9) Comprehensive redevelopment to create mixed use residential / live work quarter.

## *Your Views*

We want to involve our communities and other interested parties to shape the content of our future plans. Your views are important and the Council wants to receive them by the end of November 2007 so that progress can be made on the AAP for Burton.

These views will be used to help shape the Draft Preferred Option for the AAP in early 2008. The Draft Preferred Option will also be available for your comment. Your views on the Draft Preferred Option will then be used to produce a Report which will be submitted to the Secretary of State and will be subject to an Examination by an independent Planning Inspector before being adopted and implemented.

Comments should be returned to the Council's Policy team by post, fax or e-mail:

Post: Policy Team  
East Staffordshire Borough Council  
Midland Grain Warehouse  
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