

# Burton upon Trent Regeneration Strategy

Prepared for

**East Staffordshire Borough Council  
and Staffordshire County Council**

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## 1. Executive Summary

In 2018 East Staffordshire Borough Council (ESBC) and Staffordshire County Council (SCC) commissioned a Regeneration Strategy for Burton upon Trent, to look towards 2040 and 2050.

A noble brewing town, at the heart of the National Forest and on a key crossing point of the River Trent, the town still does what it is famous for, and more. With its favourable geography, Burton has developed as a key logistics centre, and this blended with the town's experience and heritage, has seen the two key breweries (Molson Coors and Marstons) continue to invest elements of their national and international operations in the town, whilst Unilever have recently expanded the production base in the town as part of a national production restructuring. The unemployment rate is relatively low.

The culture of the town, relatively unfettered by the industrial and civic planning convulsions that shook many industrial towns of the Midlands and North in the second half of the last century, is one of local pride, friendliness, and loyalty. This, and the size of the town, sustains a town centre that ranks<sup>1</sup> eight in the Midlands centres sampled (performing better than centres including Coventry, Stoke, Bromsgrove, Stafford, Wolverhampton, Nuneaton, Walsall and Tamworth)

The premise of the Regeneration Strategy is, however, one that is alert to the further potential of Burton as a means of anticipating threats that exist under the skin of the town, which will have an effect in later years if not addressed now.

Our Baseline Study showed that Burton is doing well but there are long term threats. Burton must ensure that connectivity is "future proofed" at all scales, from ensuring that the town centre is easier to walk around and enjoy, through to ensuring Burton has a reputation across the Midlands as being an "easy in / easy out" destination across all transport modes. Burton must also strengthen and exploit its existing attractions.

The Strategy is based on shaping the town and the intervention themes are very much around the principle of the local authority as an enabler through the shaping of the town around its natural infrastructure and connections in a way that best exploits its location, at the local and regional scale.

The two overarching intervention objectives identified within this Regeneration Strategy are;

- **Improve Catchment**- Burton needs to make it easy for people to 'get in and get out', enhancing the travel catchment
- **Improve Profile** – Encourage people within the travel catchment to visit more often, through improving the towns profile

Objectives were shaped around the towns assets (drawing on what it has), displaying confidence and framing opportunity.

From this and our baseline work, we created three intervention themes for Burton;

1. **Regional Burton** – the heart of the Midlands, exploiting and improving rail and road links to the nearby West Midlands conurbation and Birmingham. Burton offers a fairly unique location which offers access to Birmingham International Airport in just 45 minutes and East Midlands airport just 30 minutes away. Its central location within the so called Midlands Engine is a strength, with the M1 corridor falling to the east of the town accessed both by way of the M42/A42 and the A38.
2. **Burton in the Forest** (the Capital of the National Forest)- *exploiting its status as the largest town in the National Forest*

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<sup>1</sup> According to C&W Analysis: UK High Streets Dead or Alive? July 2018.

3. **Burton by the River** – exploiting its *position upon a very attractive, meandering, stretch of the River Trent.*

**No other town of similar size and standing to Burton in the Midlands, shares these attributes.**

To address each of the objectives, five ‘intervention families’ were created which would serve one or more of the three intervention themes above. These intervention families create a meaningful focus for each single intervention.

Having established our baseline and methodology to shape the strategy, we explore how the town centre needs to change in order to appreciate its assets and grow as a town, whilst developing as a place. Burton upon Trent must develop a ‘sense of place’ to encourage people to come into the town. A ‘six step approach’ has been outlined which aims to make the town centre whole and to improve its profile as a town centre. This includes re stitching the high street, connecting the Washlands to the town centre, addressing circulation and movement in and around the town centre, improving and identifying new public realm space, introducing new green links into the town centre and repopulating the town centre making it a place to work, live and play.

The Thematic Town Centre proposals take this further, to offer visions with associated interventions for a new ‘green link’ from east to west through the town, our plan to ‘reclaim the high street’ offering high quality public space through a reduction in traffic on the high street (enabled by creation of a mini bus interchange and active travel hub), the vision for ‘public realm and civic space’ in Burton exploiting assets such as the Market Hall and Market Square and exploring the potential for the train station as a key gateway to Burton. We consider the importance to ‘connect and enhance the Washlands’ improving wayfinding and visibility to this important area. Though this theme we explore using the Washlands natural flooding to provide a playscape to be used year round, we also consider bolder interventions to ‘break through’ from the town centre to bring these areas together. Our final thematic proposal is to repopulate the town centre which is seen as an output of an improved town which is able to sustain aspirational housing within the town centre.

The Town Wide High Level Strategy seeks to address and anticipate future issues regarding Burton’s connectivity and is implemented over the medium and long term with the aim of protecting Burton’s accessibility. The Town Wide Strategy firstly considers Burtons growth potential in the context of its geography, moving on to address the A38 looking at relieving capacity and enhancing its quality through Burton and discussing the importance of developing the A38 business case to increase its investment priority with Midlands Connect. We have considered bold interventions to create new high quality links between the proposed Walton Bypass and the A444 to provide better east west connections, a long term consideration for a light rail connection along the Ivanhoe line as well as the importance of strategic cycle routes and the growth of this sustainable mode of transport. The Town wide strategy is defined through a series of large-scale interventions that are detached from the built up area of the town, yet, very much in its service.

Through this Strategy, we have developed a series of focused, scalable, costed, short, medium and long-term interventions are developed and proposed, each shown to contribute to at least one of the three distinctive assets above. These opportunities will be fundamental to changing the town’s relationship with the National Forest, the River and indeed the wider rural hinterland (including the Football Association’s St Georges Park), and defining a 21<sup>st</sup> Century Burton. In the 20<sup>th</sup> Century, Burton’s fortune was derived from its geography - brewing, logistics, the growth of Unilever, St Georges Park, all relating either to the town’s uniqueness of place, position, or both.

The 21<sup>st</sup> Century in Burton may once again be defined by the same geography, but with the themes of health and vitality, “the waters”, leisure, recreation, and the bio sciences – all aspects of the “green economy”, all drawing on the town’s heritage and potential.

## 2. Introduction

### 2.1. The purpose and scope of the study

East Staffordshire Borough Council (ESBC) and Staffordshire County Council (SCC) are working in partnership to consider options for the improvement and future proofing of the town of Burton upon Trent; both as a place for people to live and work, and a centre for people to visit and shop to create a “Better, Brighter Burton in the future”.

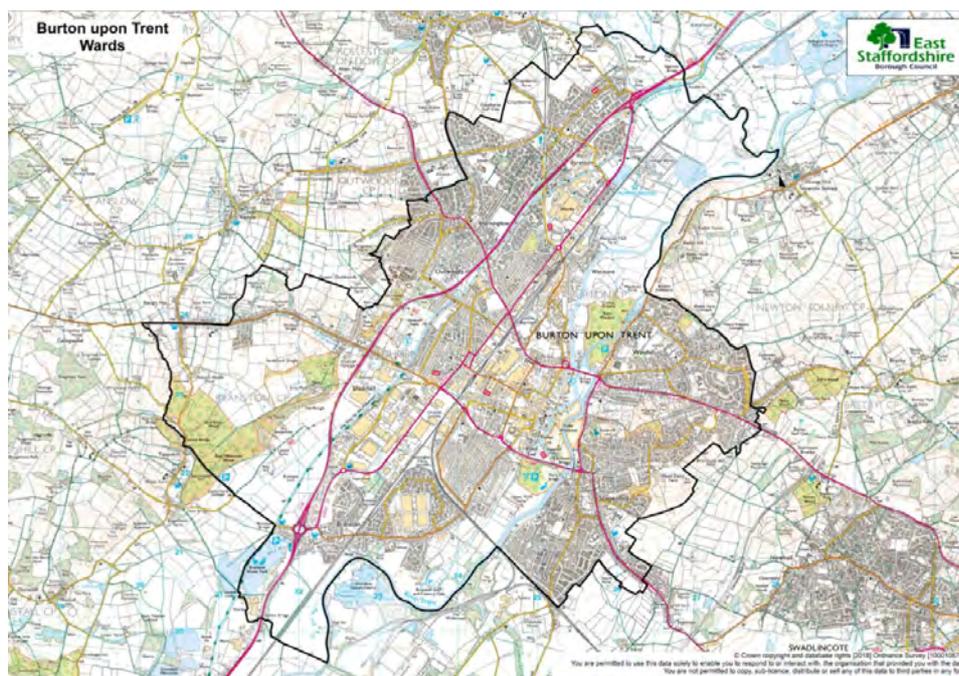
A consultant team led by Cushman and Wakefield, was instructed to develop a Burton Town Regeneration Strategy detailing potential future options for the town considering:

- “*what the Town of Burton will be in the future*”, and provide high level, long term outputs as to how Burton upon Trent as a whole can be improved as a place for people to live, work, invest and visit over the next 10 to 20 years.
- *the improvement of Burton Town Centre as a place for people to work, invest, visit and shop*, and,
- *the combination of improvements and changes need to be undertaken to create the right conditions for growth*, providing more, and/or better, employment opportunities, along with the necessary infrastructure (roads, housing, utilities, broadband etc.) to support that growth.

The Strategy will:

- inform the future corporate and regeneration priorities of Burton upon Trent as a whole (taking into account economic, movement, design and commercial considerations) and also,
- support existing planning policies, and the development of any emerging and future planning policies to be prepared as part of a review of ESBC’s Local Plan.

The general extent of the area covered by the Study, is broadly contiguous with the extent of the “Burton upon Trent” wards, set out below, though the consideration of the Strategy will not necessarily be constrained by the ward boundaries, for example when considering interventions and opportunities within the wider sub region that may benefit the town.



## 2.2. The Report Structure

This Regeneration Strategy has been informed and preceded by:

- a series of listening events and one to one meetings with commercial and community stakeholders.
- a first phase “baseline” study, which presented the baseline findings from our initial work and provided a ‘diagnosis’ for the town, which has then formed the basis of our work within “Stage Two”, the Regeneration Strategy, as set out in this report.

A recap summary of the Diagnosis is presented in the next section (3), and then followed by the following sections

4. Shaping the Strategy
5. Town Centre Strategy
6. High Level Burton upon Trent Strategy
7. Phasing
8. Interventions Delivery Overview

### 3. Diagnosis

From our Stage One Baseline report, we drew a town diagnosis highlighting key issues that need to be addressed by local, regional and national delivery partners to ensure a 'Brighter Burton' over the next 30 years.

All the proposals in this report relate back to this town diagnosis, having evolved from initial ideas, and refined following our listening events with stakeholders, and then presented in this report.

Our fundamental view, based on our initial review and listening was that:

#### 1. Burton is not doing badly, but there are long term threats

- it is a town with a good number of residents and the town centre performs relatively well, with a mix of attractions beyond the retail offer. It is a local centre to nearby villages and offers a good level of education institutions for its young residents too. It is well served both by road and rail and its brewery economy, is active and provides an important employment aspect to the town. The footprint of the breweries is much reduced from what was originally in Burton in the 19<sup>th</sup> Century. This is due to the large brewers consolidating and having more efficient processes therefore requiring less space. Equally business parks like Centrum have been providing other employment opportunities and facilities for business to call Burton their home, partially redressing the reduction in employment by the local breweries (though the logistics sector is vulnerable to further automation).
- Notwithstanding this, the distribution of key employers has changed with it once having been a thriving town where thousands of brewery workers lived and worked within the main core of the town, thus strongly supporting and enlivening the town centre. This footfall has now dramatically decreased, even though Burtonian residents are a loyal catchment population and will still come and use the town centre for leisure and retail. Burton needs to strengthen and revive its offer and identity to attract existing and new residents as well as visitors from out of town. The threats aren't necessarily apparent yet in today's Burton given its relatively high employment, a town centre that outperforms its catchment, a well performing and growing distribution sector and an apparently stable brewing industry. Our view, however, is that the threats exist under the skin of the town and relate to its connectivity and educational and skills profile of town which will have an effect in later years if not addressed now. ***To protect against these threats, the town needs to protect and improve its catchment and profile by strengthening and reviving its offer and identity to attract existing and new residents as well as visitors from out of town.***

#### 2. Addressing Connectivity is key

We see long term issues regarding connectivity as a threat to the town's future success and realisation of its regeneration ambitions, and this is at various levels:

- a. *At the town centre level* – Poor connectivity is having an effect on amenity, which for any modern town centre is key. The centre has many assets, such as proximity to the Washlands, and one of the main aims for a new regeneration strategy framework for Burton will be to suggest a strategy with a focus on its Attractions and overall Amenity to ensure that opportunities such as the Washlands are not under exploited. A town centre with high quality public realm, amenity spaces and good

access will support the retail and leisure offer by drawing in more residents (and visitors) for a stronger local economy.

- b. *At the town level* – Poor connectivity is underplaying the town’s key attractions. Burton has the absolute potential to become a destination town for visitors near and from afar, the mix of high-quality green and blue assets and its brewery heritage, which continues today with the establishment of micro-breweries, can deliver a winning strategy, fit for the future but also flexible enough to be shaped accordingly to what other opportunities may arise in the future. The breweries and their heritage make up Burton’s strong identity and offer the opportunity for the town to revisit this identity and build on it, equally it will be important to readdress the balance of how the town is connected or divided by the current road infrastructure, and how we can create stronger, easier and better connections across the town right to the edges and boundaries, including the newly proposed housing developments – so to encourage residents to come into the town and to do so by choosing sustainable options like bus transport, cycling and walking.
- c. *At the catchment level* – Burton has a strong working population with a median age of 38 though there is an emphasis on lower skilled occupations which is a concern to the growth of Burton as a town. We understand the aspiration to create a Burton fit for the future is one that can attract higher skills jobs to support the town and its growth over the next 20- 30 years. In order to future proof the town it needs to grow its socio economic catchment by exploiting its strengths, particularly the attractive setting, though this risks being jeopardized by threats to the town’s regional connectivity- congestion on the A38 being a good example; at present it is an annoyance but if this is not addressed, this could potentially affect the logistics sector in the long term, and during our listening event; we clearly heard that people currently go to Swadlincote because it is ‘easier’ showing that already there are small signs that connectivity in and around Burton is key.

**3. Addressing connectivity will enable the town to ‘draw on what it has’, a key theme that we draw out in this strategy:**

- d. *Strengthening Place* – We conclude that while Burton has many attractions, these are mainly secondary and attract within the existing catchment area. However, Burton has an incredible wealth of potential primary attractions that have been overlooked as the town has historically developed with its back to them and has been shaped mostly by the needs of the breweries. There is a lot to work to do, in order to celebrate and strengthen them as they offer a good platform to begin to strengthen a better-connected Burton. The development of the town has favored the road infrastructure for private vehicle use but mainly for the transport infrastructure needed by the local breweries, the bus network and bus services would benefit from strengthening and the town’s existing walking and cycling networks needs reviewing as well. There is potential of a strong collaboration between District and County Councils and for them to engage meaningfully with the local communities, so to have an integrated approach to the delivery of the town’s regeneration and improvements. Amenity is the weakest aspect of Burton, the overall quality of the town environment could be better, but Burton has a lot going for it. One of the main aims for a new regeneration strategy framework for Burton will be to suggest a strategy with a focus

on its Attractions and overall Amenity to ensure that opportunities such as the Washlands are not under exploited.

- e. *Strengthening attractions*– Underpinning this approach is to ‘focus on what you have’. The breweries and their heritage make up Burton’s strong identity and offer the opportunity for the town to revisit this identity and build upon it. . Strengthening primary attractions will support the existing secondary attractions and will enable to improve the retail aspect of the town. A town centre with high quality public realms, amenity spaces and good access will support the retail offer by drawing in more residents (and visitors) for a stronger local economy.
  
- f. *The ‘capital’ of the National Forest* – Burton sits within the recently young National Forest, this offers a fantastic opportunity to add another dimension to the town’s identity. It is exciting when considering that “The National Forest is a forest in the making...”. It sets to be “an inspiring example for the country, in the face of climate change and other environmental pressures. [...] It is a place of contrasts [...] and it is a working forest providing new and sustainable livelihoods.” Burton may have turned its back onto its green and blue corridors (the River Trent and the Washlands area as well as the Canal area to the west) but it has now the opportunity not only to create new connections and a new focus, but to create new links through the town that can support re-greening of the town centre and delivery of high-quality hard and soft landscaping, also contributing to the aspiration of high-quality public realm areas.

#### **4. Burton has great aspirations for its future**

A “Better, Brighter Burton” illustrates the wish and aspiration of the town to improve its offer as a high-quality place to live and work as well as visit. It wants to be fit for the future and capitalise on its assets which have been overlooked until now, such as its connection to the National Forest, as well as its own waterfront to the River Trent and the Washlands, but also reimagine its character and richness from its brewery heritage. It wants to look forward in how to attract new residents, connect better to hub cities like Birmingham and Nottingham, as well as become a visitor-destination town.

**The next section (4) sets out the process of shaping the Regeneration Strategy in response to the Diagnosis.**

**Sections 5 (Town Centre), and 6 (Town Wide) then set out the Strategy at these two scales of consideration, and which are then followed by Sections regarding phasing (7), and delivery (8).**

## 4. Shaping the Strategy

This section is directly informed by our “Diagnosis” of Burton upon Trent, and its purpose is to provide a link between the “Diagnosis” and the individual proposed interventions set out in the sections that then follow. A detailed step through the stages is presented below ending with a diagrammatic summary of the Strategy.

### 4.1. Stage One: Define two simple overarching objectives

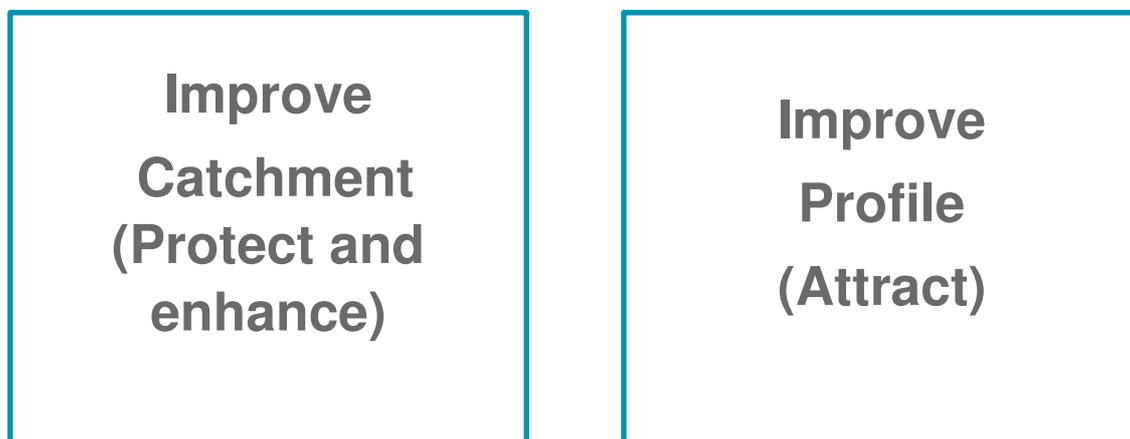
Our diagnosis suggests it is important for Burton’s future that connectivity is improved at all scales, from making the town centre easier to walk around and enjoy, through to ensuring Burton has much better and more reliable connections with Birmingham, the wider Midlands, and nationally.

- At the sub regional scale, connectivity can directly affect the ease and convenience of getting to the town, which is a key factor in catchment
- At the local scale, connectivity affects the quality of the environment and the attractiveness of the place to visit, which can improve its profile, and underpin reasons to visit the town, thus also affecting catchment.

It follows that all potential interventions and actions proposed in this strategy have in common the objective of addressing connectivity, and either, or both assist the town in:

- Making it easier to get in to and out of, **protecting and enhancing the travel ‘catchment’**
- Encouraging more people within the travel catchment to visit more often, through **improving the town’s profile**

It is these two factors which drive our approach in terms of interventions proposed, and their delivery, and they all relate to quality of place – to trade, to live and to visit.



These objectives work across property sectors but are very much based on shaping the town around its distinctive assets (drawing on what it has), displaying confidence, and framing opportunity.

1. Regional Burton – the heart of the Midlands
2. Burton in the Forest (the Capital of the National Forest)
3. Burton by the River

No other town of similar size and standing to Burton in the Midlands, shares these attributes, and whilst the objective of “Improving Catchment” is a defensive mechanism, then the objective of “Improving Profile” is very much a more assertive, and key to shaping growth and development.

## 4.2. Stage Two: Progressing the objectives

### Frame intervention themes around the town's geography

In working towards these objectives, the diagnosis highlighted the primary importance of protecting and shaping the town around its distinctive assets (drawing on what you have), displaying confidence, and framing opportunity. In our opinion that these distinctive assets are as follows:

*Well Connected in the Midlands by Road, Rail and Air*

HEART OF THE  
MIDLANDS

*Status as the largest town in the National Forest*

IN THE FOREST

*Position upon a very attractive, meandering, stretch of the River Trent*

BY THE RIVER

The intervention themes are very much formulated around the principle of the local authorities as enablers through the shaping of the town's natural infrastructure and connections in a way that best exploits its location, at the local and regional scale.

The interventions have deliberately steered away from directly planning for and proposing significant property developments for several reasons:

1. In terms of town centre uses, the emphasis of investors and visitors is on quality of place
2. In terms of floorspace requirements, the retail market is retracting, with any investments being place specific, and very sensitive to **profile and catchment**
3. With regard to office uses, the emphasis is on the UK's regional city centres, and certain high-quality business parks; **growth in locations such as Burton will strongly rest on the continued and future prosperity of its existing and emerging employers**
4. With regard to residential investment, whilst a strategy can suggest areas of development and investment, it cannot make it happen. **In Burton especially there is a significant supply of residential development land in relation to take up. Ensuring more, better quality residential investment will be a key outcome of our proposed interventions, which together will improve catchment and profile.**

Instead, the strategy is one of **enabling**, as explained below.

### 4.3. Stage Three: Scoping Each Intervention Theme

Each intervention proposed in the Regeneration Strategy is thus framed at ***directly*** addressing and exploiting at least one of these three assets. This section considers the principles that should be followed to exploit each of these assets, and gives examples of interventions, both consistent and inconsistent with progressing the theme.

## HEART OF THE MIDLANDS

Burton upon Trent is a town rooted in history, going back to the 600 AD, the town's particular geography in the Trent Valley having a key role in the town's character and development, the line of the Roman Road commonly referred to as Ryknild Street (from which evolved the modern A38), and then some 1,200 years later, the railway line between Derby and Birmingham, all being influenced to some degree by the town's river based geography.

The picture below, from the promotional website of St Modwen's *Burton Gateway* development, neatly presents this geography – (from left to right) A38, the railway and the River Trent, all being essentially parallel and “in shot”.



Source: <http://www.burtongateway.co.uk/the-site.htm>

This close juxtaposition of these corridors has proven at once the town's strength, yet also a constraint:

- ***The A38(T) Dual Carriageway***, provides a high-quality link with Birmingham, the Black Country and the M6 Toll Road to the south, and Derby, the wider East Midlands, Yorkshire and the north east, to the north.
  - This link has proven fundamental to the development of an attractive logistics location. For example, 90% of the UK population are within 4 hours or less of Burton Gateway,

- with over 2.7 million people within a 45-minute drive of the site.<sup>2</sup>, and the wider town includes major employers including Pirelli, Molson Coors and Unilever,
- The A38 offers key access to both deliveries and distribution nationally for the remaining local breweries (mainly Molson Coors and Marston's Breweries), and for both these (with international and national operations respectively) firms, Burton's location has meant that Burton has become the national hub for bottling/canning and distribution for beverages brewed elsewhere
  - Unilever has recently relocated its *Colmans* operations from Norwich to its Burton site

In terms of location, being between Birmingham International and East Midlands airports is another key strategic advantage for inward investment – and would link in nicely with the Midlands Engine themes of Midlands Connect and International Trade & Investment. However, delays on the A38(T) again have the potential to erode this advantage

- ***Burton's position on the Birmingham – Derby Railway line*** enables key direct connections with Derby, Nottingham, and the North as well as Tamworth, Birmingham and the South West. On the *Crosscountry* service, Derby is around 15 minutes away, Birmingham 30 minutes, and Nottingham 45 minutes (See overleaf)

Notwithstanding this, Burton is not a strong train commuting station, with less than one third as many train commuters as Bromsgrove and Redditch, despite similar and even slightly faster journey times to Birmingham. Quality of Service or Frequency plays a significant part in this, though frequency is clearly a function of demand as well as track capacity; car parking capacity is also significant.

Commuting from:	Commuting Rank		Journey Times			Service Frequency		Season Ticket: Annual Ent/Exit	Car Parking
	Within Sample	Within Midlands	Mean (mins)	Ranking within sample	Best (mins)	Trains per W/Day	Frequency Ranking		
Kidderminster	1	12th	45	7	-	39	9	898,000	224
Stourbridge Junction	2	18th	35	4	-	49	4	655,000	1029
Lichfield Trent Valley	3	22nd	-	-	34	42	7	577,000	225
Bromsgrove	4	45th	29	3	21	67	2	348,000	251
Redditch	5	51 <sup>st</sup>	37	6	35	48	5	316,000	156
Lichfield City	6	64th	35	4	30	84	1	246,000	92
Loughborough	7	66th	99	9	20	66	3	232,000	
Tamworth	8	70th	21	1	15	45	6	290,372	323
<b>Burton</b>	<b>9</b>	<b>94th</b>	<b>28</b>	<b>2</b>	<b>21</b>	<b>42</b>	<b>7</b>	<b>126,908</b>	<b>110</b>

Source: *www.thetrainline.com* ; Network Rail, (Estimates of Station Usage 2017-2018)

<sup>2</sup> <http://www.burtongateway.co.uk/location.htm>

Burton has the opportunity to benefit from an enhanced railway services, which may increase the town's attractiveness to commuters to Birmingham and Derby when making housing choices. Indeed:

- Midlands Connect is promoting plans for extending the *Cross City Line* to Burton, whilst,
- in the longer term, the completion of the HS2 connection from Birmingham northwards will release capacity for more regional and national services connecting to Burton.

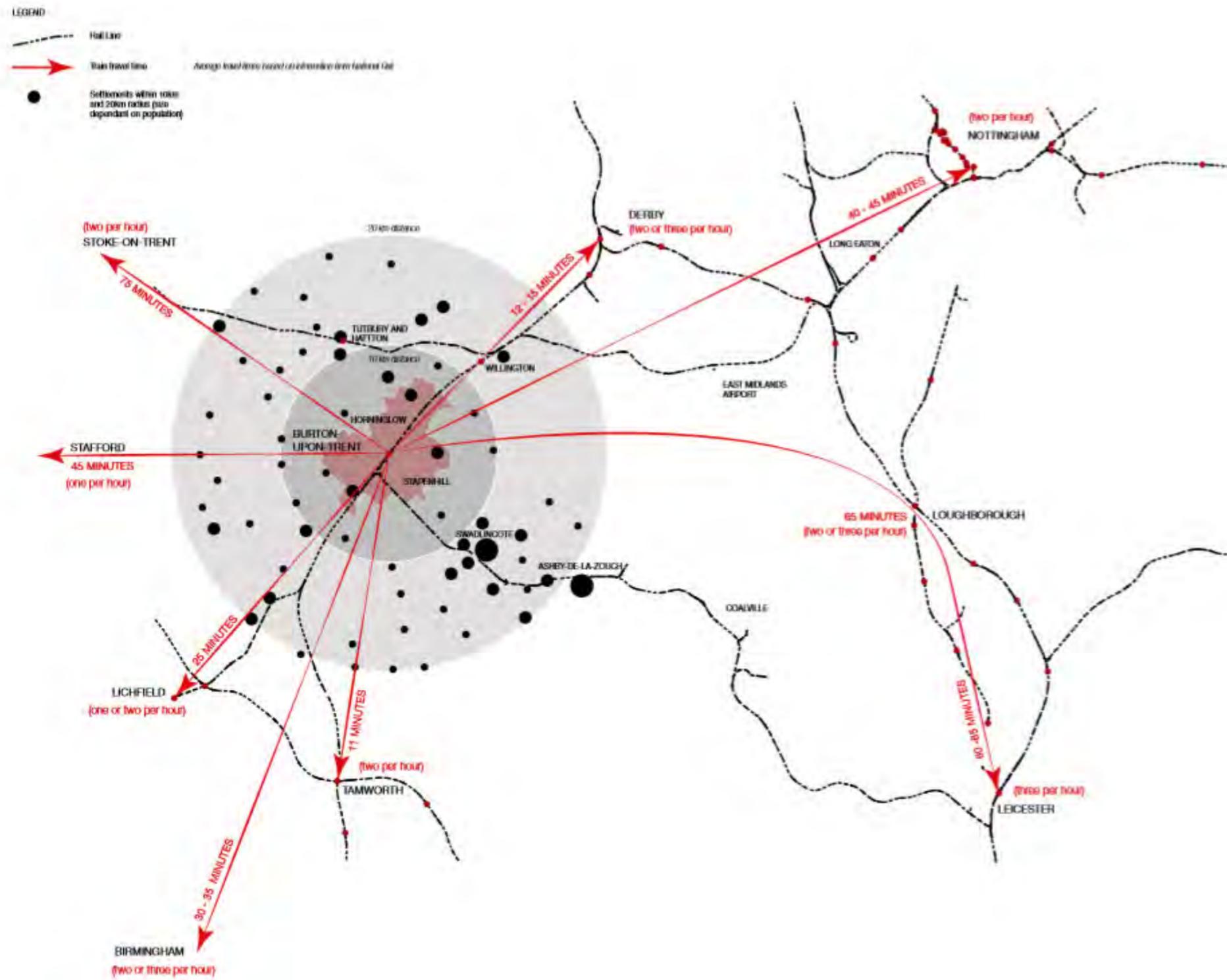
Both are outside the direct influence of ESBC and SCC, however, and there is a key risk that Burton's prosperity may be threatened due to a lack of capacity over the next 30 years both on the road and rail networks, which could serve to:

- Limit capability to manage traffic required to implement connectivity improvements planned for the town centre, resulting in,
- connectivity actually regressing from the current position,
- threatening the town's aspiration of being the nominal and functional "Capital of the National Forest".

Thus, a wide ranging approach to the town's connectivity in the Region is required, and **The Heart of the Midlands Interventions** both direct and indirect, will be a medium to long term programme of bold interventions are designed to:

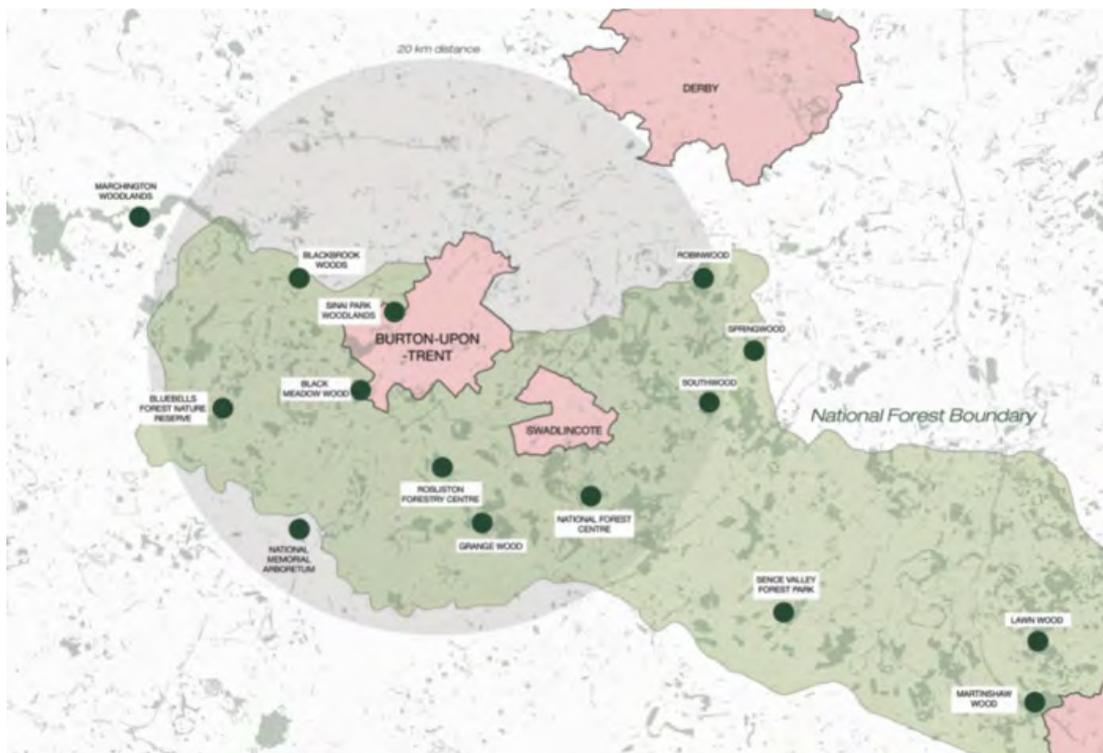
1. Relieve the A38
2. Provide more effective, frequent, reliable links with Birmingham and Derby, for road and rail users
3. Provide a much stronger public transport link with the key growth area of Swadlincote and Woodville in neighbouring South Derbyshire
4. Ensure extraneous traffic from the Swadlincote and Woodville growth area seeking to access the A38 is kept away from Burton Town Centre, and in particular freight traffic,
5. Assist with a modal shift of freight from road to rail.

### Rail Jouney Times from Burton upon Trent



# IN THE FOREST

The diagrammatic map below, illustrates the town's central positioning in the context of the National Forest, and a number of key attractions. The National Forest essentially surrounds the town, yet the town, as identified in the diagnosis, is clearly not “in the forest”



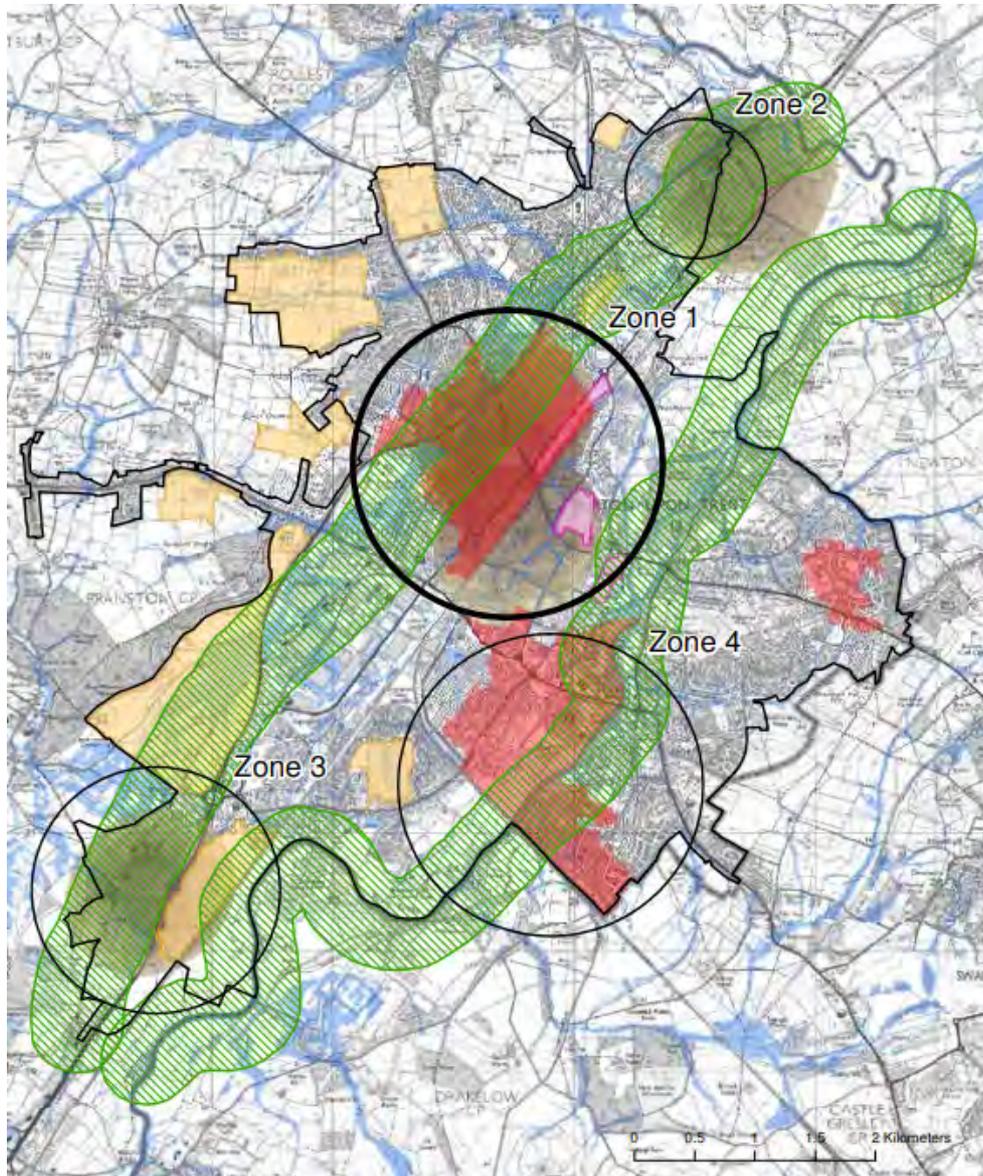
The **In the Forest** theme Interventions will assist in the fundamental objective of bringing the Forest into the town. To achieve this, interventions are:

- required to be co-ordinated and bold. For example, strategies of urban ‘manmade’ structures such as walkways, walls and seating spaces submerged into the surrounding countryside landscape form the transition between town and country.

The benefits are not only environmental, but also:

- economic (by attracting more people to spend longer time in an urban environment i.e. the town),
- healthy, by also improving the air quality and,
- overall an improvement to the local amenity of the place.

Such benefits to Burton, and with particular reference to air quality, and also flood management, have already been considered in great detail by the recent *itree*<sup>3</sup> report. Indeed, the *itree* report recognises a number of Priority Areas, as defined by the circles on the map, below, with the area around central Burton (circled in bold), considered the highest priority.



From the perspective of a Burton Regeneration Strategy, the primary objective in particular is to enable defined new south east- north west green infrastructure link through the town, which will:

- form the reciprocity between Burton and the countryside, and notably the River Trent in the town centre (see “by the river”, below),

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<sup>3</sup> <https://www.staffordshire.gov.uk/environment/rubbishwasteandrecycling/BURTON-TREE-PROJECT-Full-Report.pdf>

- with the objective of creating a direct visual and perceptual link with the “Washlands” and the River Trent.

To focus on these areas, all falling within “Zone 1”, is thus consistent with the zonal prioritising of the *itree* report. In terms of resource prioritisation, however, the Regeneration Strategy, suggests, within Zone 1, the prioritising of the SE – NW link through the town centre and linking with the River Trent.

## BY THE RIVER



The **By the River Interventions** both direct and indirect, are designed to assist:

- in the fundamental objective of reconnecting the town centre with the River Trent, and,
- bringing the two together as part of a wider connection with the National Forest (see “In the Forest”, above).

The waterfront to “the Washlands and the River Trent” is a hidden asset of Burton, it provides excellent amenity space both from an environmental point of view but also from a wellbeing and psychological one.

Interventions are required that:

- enable these green and blue lung of the town to be exploited and enabled to extend into the town. It is the key to improve the urban and environmental quality of the whole town centre and to also create a strong attraction, which go hand in hand.

A significant programme of improvement is planned by the Environmental Agency in the short to medium term.

From the perspective of a Burton Regeneration Strategy, enabling interventions must:

- widen the impact of this significant and welcome investment by ensuring the Washlands becomes a key functional part of the Town Centre.

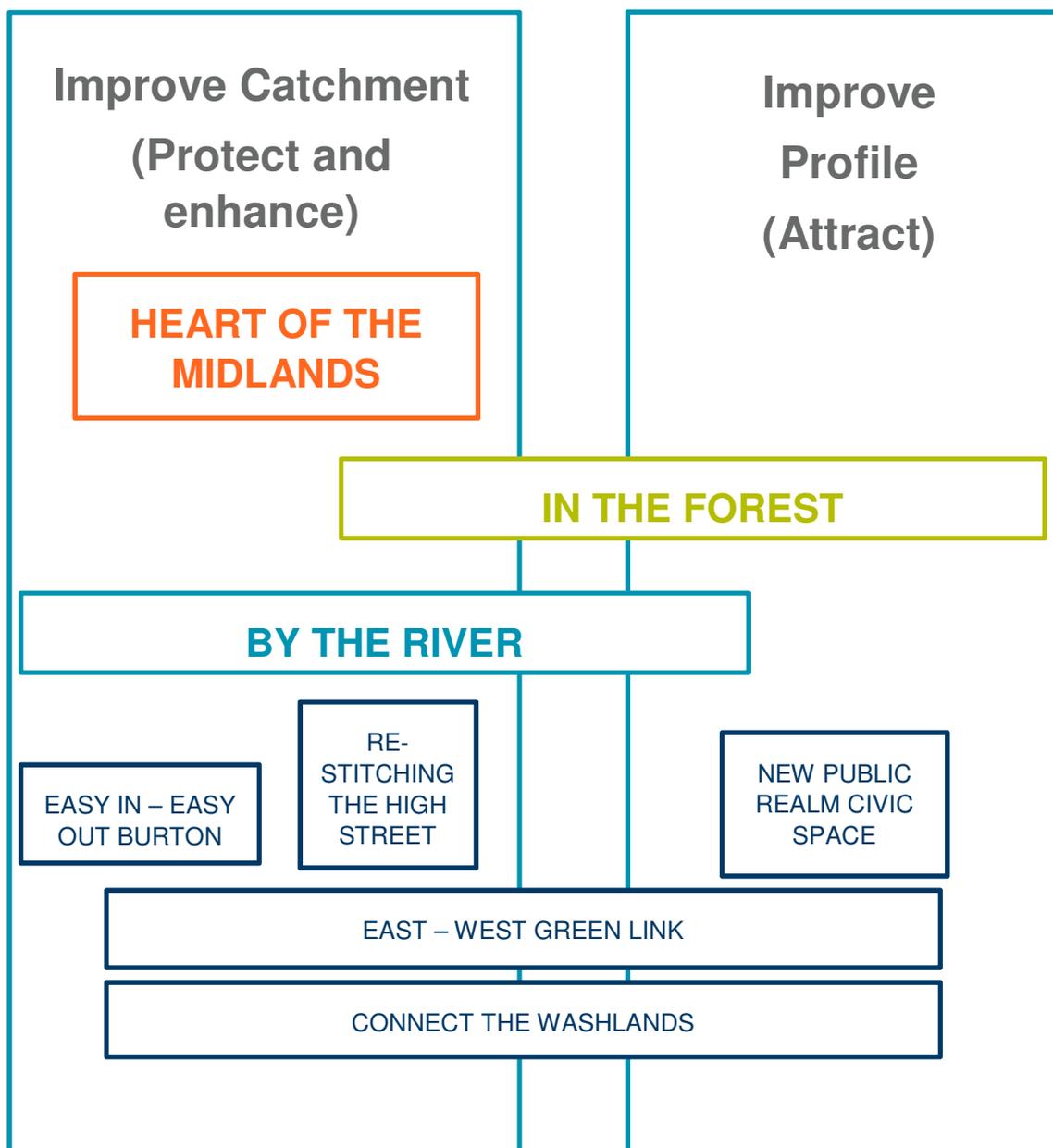
## 4.4 Summary

This diagrammatic summary provides an overview of how the intervention themes and the five intervention families interact with the two overriding intervention objectives.

This starts with **two overriding intervention objectives** (Improve Catchment and Improve Profile);

Shows which of the **three intervention themes** (Heart of the Midlands, By the River, In the Forest, and) come into play to achieving the two overriding intervention objectives;

Demonstrates how they would be achieved, showing which of the **five intervention “families”**, provide a meaningful focus and link to the two overriding intervention objectives.



## 4.4. Stage Four: Focusing the Interventions

At this stage, we sought to drill down to a small number of recognisable, “intervention” families, that would serve one or more of the three themes of “The Heart of the Midlands”, “In the Forest”, and “By the River”, namely, and in summary:



The relationship of these “intervention families” with the two over-arching objectives (Improve Catchment, Improve Profile), and the three Intervention Themes, is set out below.

INTERVENTIONS FOR A BETTER, BRIGHTER BURTON				
	Improve Catchment		Improve Profile	
The Heart of the Midlands	<i>Easy In - Easy Out Burton</i>			
In The Forest		<i>Re-stitching the High Street</i>	<i>East West Green Link</i>	<i>New Public Realm Civic Space</i>
By The River			<i>Connect the Washlands</i>	

An introduction to the intervention families is set out below.

<b>RESTITCHING THE HIGH STREET</b>	<p><b>FOCUS:</b> The High Street, and its junction with Station Street needs to be reclaimed as a high-quality environment and to be seen as an attraction in itself.</p> <p><b>NEED:</b> The High Street serves many important routes through the town centre:</p> <ul style="list-style-type: none"> <li>• Along and parallel to the Washlands (High Street) towards the Market Hall and College – to the south</li> </ul>
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	<ul style="list-style-type: none"> <li>• Towards the library and leisure centre - to the north;</li> <li>• Out to the Train Station and beyond towards the Town Hall-east-west</li> </ul> <p>These routes require focus to strengthen the vistas as the main walking routes and we see this as key to bringing the town centre together, realising its potential as compact, walkable and pleasant place, drawing together the “In the Forest” and “By the River” themes, and enhancing the vitality of these two streets, which have a significantly lower retail appeal than the Octagon and Coopers Square.</p> <p><b>RATIONALE:</b> As considered in the diagnosis earlier, the townscape legacy of the town’s brewing heritage is at once a problem, by way of the piecemeal feel of the centre, yet also an opportunity, by way of strong identity it offers, and indeed is already admirably exploited at the Marston’s Visitor Centre.</p> <p>There is potential for the legacy to be further showcased, by addressing the fractured townscape legacy through re-stitching the town centre’s traditional core – the High Street.</p> <p>This will then offer the platform for the reimagining of the High Street as more of an experience and to be focused on the enhancement of the centre’s public realm offer, drawing together the “In the Forest” and “By the River” setting.</p> <p>Such a reimagining approach has been achieved in towns of similar complexion as Burton. For example, Doncaster, has creatively re-imagined what its high street is and what it offers to residents and visitors alike. In particular, like Doncaster, there is the potential to create a sense of place and character, drawing on its industrial heritage.</p>
<p><b>CONNECTING THE WASHLANDS</b></p>	<p><b>FOCUS:</b> Area around Andressey Passage.</p> <p><b>NEED:</b> The Washlands are a key asset to the town of Burton upon Trent. To have access to such a large area of green space within a town centre should be exploited, at present the town appears to have ‘turned its back’ on the Washlands.</p> <p><b>RATIONALE:</b> Making the Washlands and riverfront accessible and visible from the town centre, to encourage use and enhance the connection, merging the identities of the otherwise separate areas, and promoting the “By the River” theme.</p>
<p><b>A NEW PUBLIC REALM CIVIC SPACE</b></p>	<p><b>FOCUS:</b> We see an opportunity to create a number of high quality public realm spaces within the town centre, the largest being the Market Place area located between High Street and the Washlands, promoting the “By the River” theme</p> <p><b>NEED:</b> The Market Place is a great asset for the town which we believe is underestimated in terms of its impact. This connects with the next door Market Hall which again, is underwhelming in terms of its impact on the town centre. This again is a real natural asset to the town and its location next to the Market Place, lends itself well to a key area of public realm and civic space.</p>

	<p><b>RATIONALE:</b> The Civic Space will assist the legibility and identity of the town to become clearer.</p>
<p><b>GREEN LINK: STATION STREET / HIGH STREET</b></p>	<p><b>FOCUS:</b> Pedestrian priority redesign of Station Street from High Street all the way to the Town Hall (including Borough Road), including enabling interventions such a purpose built bus facility.</p> <p><b>NEED:</b> Address the unappealing and often unpleasant pedestrian environment along this corridor, particularly the approach to and from the station, where the wayfinding was poor throughout the town, especially around the train station, given its position away from the town centre.</p> <p><b>RATIONALE:</b> The creation of this new green link uses the device of connecting Burton upon Trent with its National Forest identity and strengthen the environmental quality of the town and town centre.</p>
<p><b>EASY IN – EASY OUT BURTON</b></p>	<p><b>FOCUS:</b> Broaden the scope of transport connections, enhancing capacity and journey reliability, especially:</p> <ul style="list-style-type: none"> <li>• to Birmingham and Derby by road and “rail”</li> <li>• to Swadlincote and Ashby, by road and “rail”</li> </ul> <p><b>NEED:</b> This is a fundamental requirement to address medium to long term capacity constraints, to maintain and promote the vision of a Regionally Connected Burton that is able to fulfil a functional role as “Heart of the Midlands” and “Capital of the National Forest”, with implications for the towns role as a place to live and as an employment location.</p> <p><b>RATIONALE:</b> The current capacity issues of the A38 are a constraint, and the lack of high quality transport links between Burton, and the Swadlincote Growth Area, and the Swadlincote / Woodville Growth Area and the A38/M42 corridors, are a constraint on the whole Swadlincote and Burton area, with a combined “built up area” population of over 120,000.</p>

## 4.5. Stage Five: Sectoral Evaluation

As stated previously, the focus of the Regeneration Strategy is one of enabling. The sectoral impacts are set out below

Sector	Sector Objective	Current Barrier to achievement / Threats	Easy In Easy Out Burton	Re-stitching the High Street	East West Green Link	Connect the Trent Park Washlands	New Public Realm Civic Space
<b>Retail &amp; Leisure</b>	<b>Embolden the town centre</b> by making the most of its geography, (it continues to perform <u>relatively</u> well) in the face of immediate and long terms structural and economic threats.	<p>Town centres will rest on protecting and enhancing their catchments through a combination of convenience, amenity and distinctiveness. Interventions in and around Burton must assist in ensuring Burton town centre has all these strengths.</p> <p>With investment focus of these sectors now firmly based on quality and catchment, <u>focused</u> and confident interventions aimed directly at enhancing the quality of the visitor experience (ease of access, amenity and points of interest), rather than adjusting capacity is key</p> <p>The prosperity of these sectors, will be intrinsically tied to diversifying and expanding the residential market in Burton (see below)</p>	The town centre must be easy to get to, and offer an enjoyable, distinctive, and convenient experience once there; the local transport infrastructures' ability to serve these roles in the long term may threaten this and reduce the town's appeal				
<b>Residential</b>	The aspiration for a wider choice, of larger, quality homes rests on the residential developer market delivering this	<p>The current developer perception of Burton is a solid, but local market, with a plentiful supply of land.</p> <p>The relatively low income of this local market constrains selling prices and hence the viability of a larger, more aspirational product.</p> <p>The key then is for the market area of Burton to evolve, from being the value end of a market including Ashby, to one that plays a role in relation to Birmingham and Lichfield.</p>	<p><b>Address key market conditions:</b> Broaden geographical market appeal; Residential developers view Burton as too remote from Birmingham, in part there is a concern regarding the A38, and its reputation for serious and often unpredictable congestion.</p> <p>Stronger, more reliable, <u>regional</u> connectivity gives the residential market area</p>	<p><b>Address Perceptions / Profile:</b> In particular, the connectivity improvements to the town, and particularly the town centre, based around exploiting its distinctive assets (in the Forest by the River.), raise investor confidence, and assist indirect aims of the Strategy, particularly the objectives of encouraging further town centre residential development of a quality that enhances the environs of the town centre and supporting the evening economy.</p>			

Sector	Sector Objective	Current Barrier to achievement / Threats	Easy In Easy Out Burton	Re-stitching the High Street	East West Green Link	Connect the Trent Park Washlands	New Public Realm Civic Space
Residential (continued)			the capacity to grow, and respond to other interventions aimed at drawing on the towns assets as a place to live and visit				
Realising the Green Economic Dividend	Provide a platform for nurturing and encouraging growth of the Green Economy	<p>Burton's fortune is derived from its geography - brewing, logistics, the National Forest, the recent expansion of Unilever, The National Football Centre at St Georges Park, all relating either to the town's uniqueness of place, position, or both.</p> <p>Between them all can be drawn the themes of health and vitality, "the waters", leisure, recreation, and the bio sciences – all aspects of the "green economy", and all which have much potential in Burton.</p> <p>There is little evidence, however, that the town has been able to draw the ingredients behind such fortune together to do more with them, beyond co-existence. The way in which the town has grown has meant such potential synergies have been under exploited.</p>	<p>To enable the town to credibly promote the perception that it is "in the Forest", with the attendant "green benefits", the reality is that the town must be easy to access from the Forest, by all forms of transport.</p> <p>Then once in the town arriving from the north via Station Street for example (by foot, bicycle, rail, bus or car), the perception and reality must be that Burton is a compact, walkable and pleasant town centre.</p>	Fundamental connectivity improvements, within and through Burton, allowing the town to truly be "In the Forest" and "By the River", will be useful platforms to promote the town's position regarding "the waters", leisure, and recreation.			
			Changes both in the reality and perception of Burton's relationship with the National Forest, the River and indeed the wider rural hinterland (including St Georges Park), enabled by these interventions may assist underpinning the business case for education and training facilities that seek to exploit the town's heritage and modern attributes relating to the "green economy"				
Manufacturing & Logistics	<i>Give scope for the sector to continue to prosper</i> through appropriate regional connectivity,	Continued and worsening A38 congestion, addressed reactively rather than proactively, threatens regional position of Burton.	<b>Broaden the capacity and [modal] scope of transport connections,</b> to maintain and promote a Regionally Connected Burton, and with particular regard to				

Sector	Sector Objective	Current Barrier to achievement / Threats	Easy In Easy Out Burton	Re-stitching the High Street	East West Green Link	Connect the Trent Park Washlands	New Public Realm Civic Space
	<p>ensuring reliable journey times</p> <p>The importance of reliable journey times extends to the operation of the town's major breweries, both of which have placed Burton firmly at the centre of their national distribution and logistics operations.</p>		<p>maintaining and enhancing resilient access to Birmingham, the motorway network, and the multi-modal freight network</p>				
<p><b>Other Major Town Centre Employers</b></p>	<p>Protect presence</p>	<p>A case in point is the Molson Coors Headquarters in the town centre, just off the Washlands. We understand that this office building accommodates around 650 employees, across a range of skills including corporate, marketing, finance, accounting and personnel.</p>	<p>Again, this points to addressing and enhancing the regional connectivity of Burton, such that not only are journeys for people employed in the town from outside of Burton pleasant, quick and convenient, but it also relates back to the perception of the town of Burton as a place that people <u>choose</u> to live in.</p> <p>The impact has been that occupiers that have historically been located in lower cost (as regards property) areas, <u>often due to legacy or historical methods of working</u>, are now seeking to locate in areas which are able to offer more amenable working environments for staff, which not only includes the actual working hours, but also consideration for access for all. Those sites which offer better quality accommodation as well as well-maintained working environment are able to attract occupiers over and above established, traditional, legacy locations, even if rental levels are at a higher level than competing sites.</p> <p>Companies, in an increasingly competitive skilled labour pool, realise that the engagement and retention of such employees is sensitive to their perception and satisfaction regarding quality of life, housing affordability <u>and daily commute</u>.</p> <p>This prime consideration regarding an accessible talent pool (human capital) is part of a wider consideration regarding Operational Excellence (i.e. cost management and efficiency, reduction of baseline costs, improved speed to market, and organic business growth).</p>				

## 5. Town Centre Strategy

### 5.1. Introduction to the town centre strategy

Working from our baseline information gathered, we looked at how the town centre needs to change in order to appreciate its assets and grow and develop as a town to face the increasingly changing face of a town centre. It is no longer enough to provide retail, town centres need to adapt to provide a 'sense of place' and experience, to encourage people to come to the town to enjoy it as a whole.

This section:

1. First looks at the town centre as a whole, presenting our proposed 'six step approach' to building the strategy.
2. Then takes a more in-depth consideration of proposals on a thematic basis.

This 'sense of place' approach is not limited to towns with a traditional heritage appeal, and in developing our ideas for Burton we have considered a number of exemplars of good town centre regeneration, that whilst not identical to Burton, share key characteristics:

#### 1. Doncaster, South Yorkshire

Doncaster is a town of similar size to Burton in the context of its built up area, marked by good proximity to the primary and motorway network, and with a similarly strong logistics sector, though outside of its core shopping centre (the Frenchgate Centre). It was experiencing falling pedestrian footfall, and also a high level of vacancy across secondary parts of the primary shopping area.

In response, Doncaster has taken an approach to reimagine its high street as an opportunity to experience urban town life, to include giving more space and opportunities to local artists to make their work visible and to propose something new into the town for people to experience and share together.

Other strategies look into enhancing the food and cafe culture by enabling local independent food traders to take up space in the town, reviving old Market Hall and events such as pop-up food and drink festivals, to name only one. An insightful extract from a recent Guardian's article:

*"[...]In Doncaster I encountered a number of pioneers who have invested time and money into the vision of a new kind of town, and either started businesses or expanded into new places. While on my tour with Mordue and Cardwell, I stray into an amazing delicatessen with food from across the world owned by Josephine Scicluna, a Doncaster native whose family came to the town from Malta."<sup>5</sup>*

Doncaster's example is one of a vision of an economy based on local talent and 'artisan' skills.

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<sup>5</sup> <https://www.theguardian.com/uk-news/2018/oct/11/amazon-v-the-high-street-how-doncaster-is-fighting-back>

## 2. Stockport, Greater Manchester

Equally another town that offers a useful precedent study for Burton is Stockport, in Greater Manchester. Following a sustained period of decline in the town centre and high street (steadily so for the past 20 years), the Council has taken a proactive approach by engaging creatively and willingly with local people and business entrepreneurs, through both successful and unsuccessful attempts and projects. One of the success stories has been “Foodie Friday” <https://skfoodiefriday.co.uk/> , which started as a pop up food festival and has grown in popularity, and is now a monthly event.

A key player in this renewal has also been the historical Robinsons’ Brewery, which saw tangible investment in its site five years ago with a refurbished and enhanced visitor centre and restaurant. The marketing efforts to improve and share more widely about the “brewery experience” has helped kick start a renewal of the town centre/high street based especially on independent providers of food and drink.

Key to its delivery was the formation of the Stockport Business Improvement District (BID) in to October 2016. Stockport town centre businesses voted in favour of a BID and a business levy that is ring-fenced for projects that will enhance the town centre.”<sup>6</sup> This is estimated to generate £2 million over its minimum 5-year life. More about Stockport BID (referred to as “Totally Stockport” can be found here: <https://www.totallystockport.co.uk/about/about-the-bid/>

A bespoke website <https://stockportoldtown.co.uk> has been created to bring the knowledge and offer as openly accessible as possible, here they proudly announce that “*What Stockport Old Town offers is a chance for shoppers, visitors and residents to engage with real people who run independent shops and are part of a real community.*”

Regardless of size, the experience and approach that towns such as Doncaster and Stockport have and continue to implement can offer valuable insight into Burton’s own opportunity to reimagine its town centre and high street, drawing on its local talent, energy and passion of Burton’s residents and businesses.

Appropriate public realm interventions can give scope to offer the platform for the re-imagining of the high street as more of an experience and to be focused on the enhancement of the centre’s public realm offer, drawing together the “In the Forest” and “By the River” setting.

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<sup>6</sup> <https://skfoodiefriday.co.uk/> (under the “Sponsors” tab)

## 5.2. The Six Step Approach

We set out below the 'six step approach' that is proposed towards making the town centre whole, and promoting a sense of place, aimed at improving the profile of the town centre.

In summary, the approach is as follows:

- Step One: Re-stitching the High Street
- Step Two: Connecting the Washlands
- Step Three: Circulation, Movement, Transport
- Step Four: Renewed Public Realm Civic Spaces
- Step Five: New Green Links
- Step Six: Repopulating the Town Centre

Consistent with the enabling emphasis of the Regeneration Strategy, brownfield sites (and appropriate conversions) coming forward for development by way of quality residential / mixed use schemes is seen as the apex of the Strategy, as perceptions of the centre change, demand increases and good quality development becomes viable. Whilst willing landowners should certainly not be discouraged from bringing their land forward for development, public sector resources are most effectively focused on Steps One to Five.

### STEP ONE – RE-STITCHING THE HIGH STREET



We believe that fundamental to Burton town centre's future growth and success is the improvement of High Street and Station Street. These areas need to be reclaimed as high-quality environments to be seen as an attraction. We see this being done through the re-imagining of the High Street as

more of an experience, focused on the enhancement of the town's public realm offer and therefore, ultimately aiming to create a modern and future looking high street for Burton town centre.

We have identified the important routes through the town centre as:

- Along and parallel to the Washlands (High Street) towards the Market Hall and College – to the south
- Towards the library and leisure centre - to the north
- Out to the Train Station and beyond towards the Town Hall - east to west

These routes require focus to strengthen the vistas as the main walking routes and we see this as key to bringing the town centre together and improving the perception of Burton being a compact, walkable and pleasant town centre.

We aspire to the type of regeneration of town's such as Doncaster, which are creatively re-imagining what the high street is and what it offers to residents and visitors alike.

## STEP TWO – CONNECTING THE WASHLANDS



The Washlands are a key asset to Burton town centre. To have access to such a large area of green space within a town centre should be exploited, at present the town appears to have 'turned its back' on the Washlands.

We have explored the connection of the town to the Washlands and have explored ways of opening up High Street to the Washlands. Our efforts aim to make the Washlands and riverfront accessible and visible from the town centre to encourage use and enhance the connection between the Washlands and the town to become one identity.

We aim to turn the town towards the Washlands, rather than keep its back to it, through enhancement of the public realms within the town centre's high street, bringing the idea of the Washlands into the town through design, as well as physical enhancement at the waterfront itself.

ESBC, in partnership with the Environment Agency and other public and private sector partners, has already launched a new shared Landscape Vision for the future of the Washlands. The vision addresses how to best balance the regular flooding of the area with the need for public access and recreation, whilst promoting nature conservation and a more environmentally sustainable approach to green space management. The Step 3 proposals will work alongside the ongoing Washlands projects.

Strategies of urban 'manmade' structures such as walkways, walls and seating spaces submerged into the surrounding countryside landscape form the transition between town and country. They break through the defined urban edge and encourage people to use and appreciate the landscape.

### STEP THREE – CIRCULATION/ MOVEMENT/ TRANSPORT



We have put the high-level connectivity considerations under a microscope to understand how connectivity and circulation exists in the town centre. By understanding and critiquing the traffic flow

through the town centre, we see the impact on the quality of the town centre and the impact on which transport and movement, of both motor and non-motorised traffic.

We have explored the benefits of making areas of the town pedestrian priority, which will provide a high-quality environment and a more pleasant, amenable and easily walkable town centre. Firstly, we have looked at the extension of the Station Street pedestrianisation, taking this up to the crossroad with Guild Street.

Further to this, we have also reviewed the remainder of Station Street up to the train station for its ability to be pedestrian-priority (illustrations for this can be seen in the following section). This is to improve quality of high street environment and shift perception of residents and visitors of a compact and walkable town centre.

Secondly, we have explored the pedestrianisation of High Street. This area has been designated for no through traffic but in practicality, traffic does move through this area in addition to the buses which also wait at the various bus stops on High Street. We believe that this area could be pedestrianised which would create a more amenable and attractive high street.

The circulation of cars around Burton is also something that should be addressed, we have considered prioritising car flow along Union Street / Guild Street to access the current provision of car parks to the two main shopping centres, the Sainsbury's superstore as well as Burton Place and the cinema/ leisure area.

Key to the movement of the town is to maintain good access and flow along A5189 and A511, this would be through the enhancement of key gateways to the town centre.

#### STEP FOUR – RENEWED PUBLIC REALM CIVIC SPACES



We see an opportunity to create a number of high quality public realm spaces within the town centre, the largest being the Market Place area located between High Street and the Washlands. This is a great asset for the town which we believe is underestimated in terms of its impact. This connects with the Market Hall next door which again, is underwhelming in terms of its impact on the town centre. This again is a real natural asset to the town and its location next to the Market Place, lends itself well to a key area of public realm and civic space.

In conjunction with the work completed in steps one to three, there will be a natural improvement to the town's public realm civic spaces. Important landmarks such as the Market Hall, Memorial Gardens, the Library and Leisure Centre, the Town Hall and the cultural area near the National Brewery Centre will be enabled to thrive and shine, become real attractions and public realm hubs for the town.

By creating a high-quality town centre environment, the legibility and identity of the town will become clearer. This will make it easier to create bespoke projects to deliver high quality public realm spaces, for example the enhanced Market Place as well as new and improved accesses to the Washlands and waterfront area.

#### STEP FIVE – NEW GREEN LINKS



There is a strong opportunity for a new 'green link' – an east-west green infrastructure link through the town to form the reciprocity between Burton and the countryside. It will connect the two major GI corridors and unlock the surrounding open green spaces for recreational use. This would also serve to improve both local and regional infrastructure for pedestrians and cyclists (see the high level strategy in the following section for the wider alternative travel connections). A sequence of pocket parks or 'nodes' along this route will create moments of interest and opportunities for different activities to take place within the town.

Connected to the improvements suggested to the high street and its street design (such as extended pedestrianisation and pedestrian-priority enhancements) and the new connections to the Washlands, this new green link can be designed and implemented in the town centre to create a

new 'green infrastructure corridor' linking the naturally rich area of the Washlands to the east towards the Canal and the rural parts of Burton to the west.

New green links will strengthen the environmental quality of the town and town centre and will also play an important role in strengthening the town's identity as 'capital of the National Forest'.

Green links with existing Green and Blue Infrastructure corridors also play a key role in Burton becoming an exemplar sustainable town, responding positively to the challenges of Climate Change and aligns with the aspirational programme put in place by the National Forest.

Informed by the local landscape context, the handling and the experience of water can be a central design element and key feature along something new such as the green link. These can also create a direct visual and perceptual link with The Washlands and the River Trent. Sustainable Urban Drainage Systems (SUDs) form the notion of ecological streets from the surrounding Washlands, planted with rustic and native species, they improve migration, enrich biodiversity and create ecological value. They are low maintenance yet create a high and positive impact for local communities. If designed and maintained well, the landscape will improve over time whilst remaining dynamic and resilient to future changes of the town.

## STEP SIX – RE-POPULATING THE TOWN CENTRE



The aspiration through this Regeneration Strategy is for Burton to be an enhanced, attractive and vibrant town centre, and this provides the ideal environment for repopulating the town centre. In the medium to longer term, we imagine bringing both existing and new residents to live in walking distance to the town centre and High Street.

At its industrial historical peak Burton was a vibrant Victorian town sustained by the breweries' workers and their families living within the town centre and thus supporting a local economy and a vibrant high street; with time changing Burton will be fit for the future by offering a new town centre experience. The addition of new residents will support this and further enhance it with a vibrant urban life both in the daytime and nighttime.

There are a number of town centre sites on the brownfield register. Many of these are key sites that we believe lend themselves to new residential developments. These developments will need to aspire to deliver a high-quality housing product and surroundings, as we see in modern and attractive urban places both experienced in the UK and in continental Europe. Cities like Copenhagen (with its historical district of the Carlsberg brewery) and Aberdeen should not be short of being key case studies for Burton's own aspirations of urban centre living.

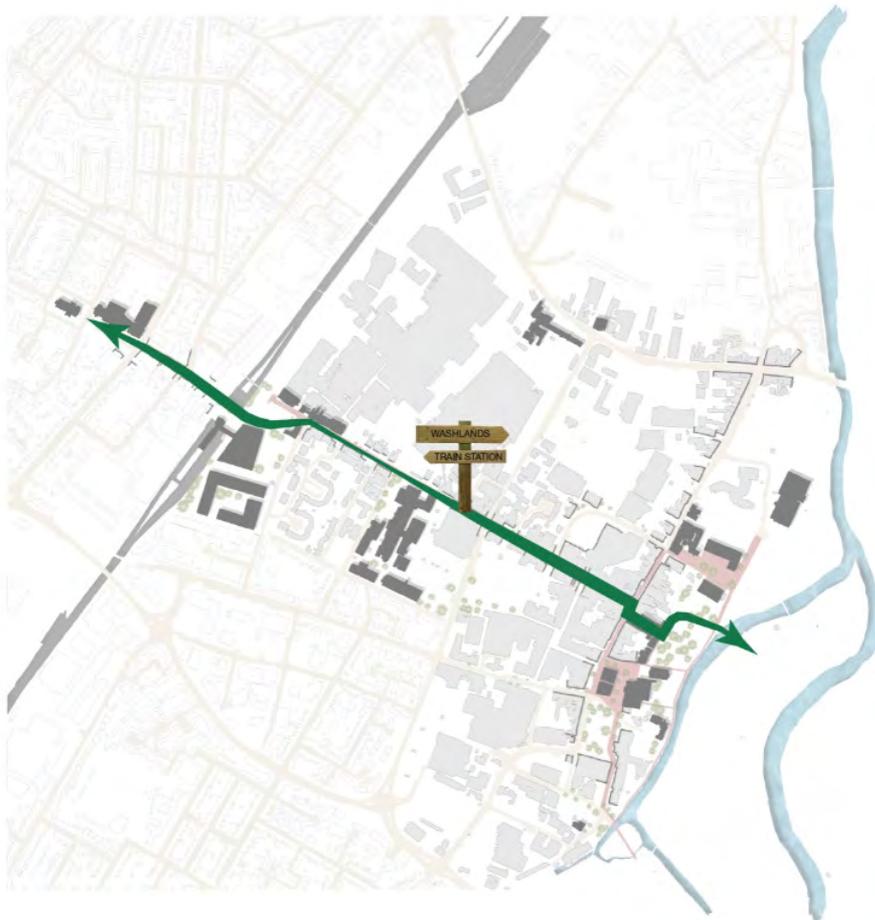
### 5.3. Thematic Town Centre Proposals

Taking the above principles, we have divided the town centre strategy into five sub sections which taken together, deliver the overall town centre strategy and its proposals. These are:

1. *A new 'green link'* – The creation of a new link from east to west across the town to create a clear and attractive route from the Town Hall to the Washlands
2. *Reclaim the High Street* – Reclaiming the high street to create high quality public realm and town centre environment
3. *Public realm and civic space* – To create new and enhance existing spaces
4. *Connect and enhance the Washlands* – To improve linkages with this hidden asset
5. *Repopulate the town centre* – To create an environment that will attract people to live, work and shop in the town centre

#### 1. A NEW 'GREEN LINK'

We propose the **creation of a new green link (TC1)** from east to west through the town. The train station sits at the heart of this green link enabling the town to have a clear attractive route from the town hall to the Washlands. This link is proposed to be a mix of pedestrian priority areas and fully pedestrianised areas along this link.



The creation of this new green link uses the device **IN THE FOREST** to connect Burton upon Trent with its National Forest identity and strengthen the environmental quality of the town and town centre.

The green link would be delivered through a series of projects to open and develop this key route through the town. To the east, we propose a review of the junction surrounding the Town Hall and to make movement of pedestrians and cyclists easier, at Gateways 4 and 3 (seen on high level strategy diagram), and potentially HGV advisory signage.

Moving to the area around the station, having addressed the issue of large amounts of HGV traffic in this area, we have looked at the improvement of the environment around Station Street. Currently, this is a 'scruffy' part of town with many vacancies in the retail units and a narrow footpath on both sides of the road. It is not an attractive entrance to the town.

We have imagined what this area could look like with a reduced amount of traffic and a focus on pedestrian priority to bring people down to the town centre from the Station and the Town Hall area.



*Station Street- Current vista*



*Visual of a reimagined Station Street*

- This pedestrian priority is proposed from the station area down to the crossing with Guild Street. From Guild Street, we believe that the fully pedestrianised area could be extended from the existing pedestrianised area (which is currently High Street to the Worthington Way junction) to increase the amenity and the perception that Burton town centre is an easily walkable centre. We have proposed the creation of a new transport hub to be created at Burton Place on Worthington Way, should this proceed, we would not be able to fully pedestrianise this area, but we would recommend that the ability to make it pedestrian priority is investigated to limit to bus traffic only in this stretch.
- We are already aware that ESBC and SCC are already moving forward with ambitious plans to significantly regenerate the pedestrianised area of Station Street between Worthington Way and High Street. This project fits well within the proposals for the new green link. The recommendation for High Street then builds upon this to extend the pedestrianisation along High Street to a new link into the Washlands.
- The pedestrianisation of the High Street could only be achieved by the removal of bus traffic on the High street (this area is already closed to through traffic). The creation of a Mini bus interchange and active travel hub would relieve pressure from the town centre from bus traffic and would offer a hub for bus arrivals into the town centre. The reduced quantity of bus traffic through the high street would improve the feasibility of fully pedestrianising High Street as bus traffic would be removed from this area.
- The green link leads to the Washlands, ending at the link through Andressey Passage. We propose to improve this link through to the Washlands making it a clearer accessway to the Washlands and a more pleasant environment.



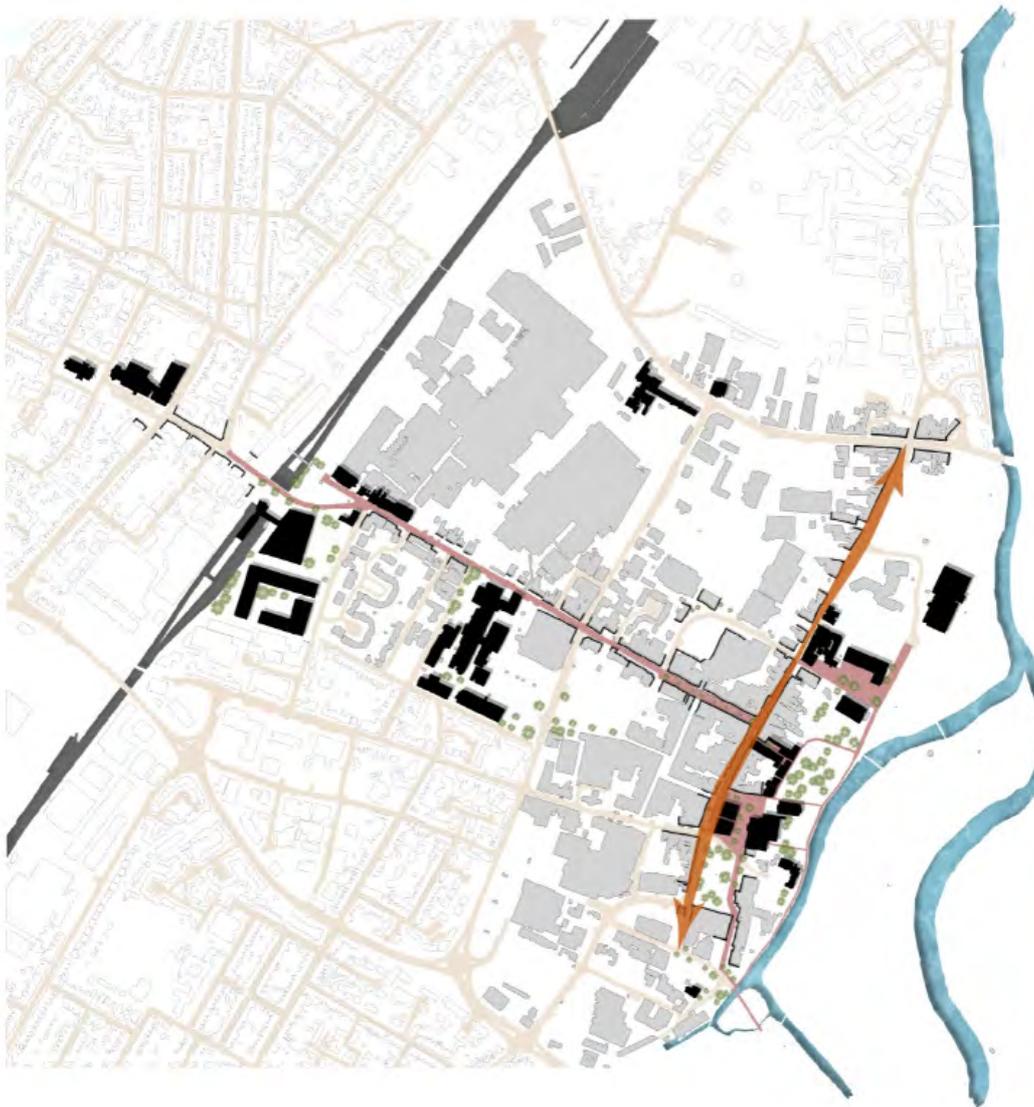
*Visual of what Andressey passage look like from the bottom of Station Street*

**A wayfinding project (TC2)** will be a key part of this green link as this route enables you to access the town centre easily with its cross routes. Improved wayfinding is crucial to the town centre strategy to ensure people are circulating around the town easily and also highlights what Burton has to offer.

Interventions will include improved signposting and the general environment with a particular focus on the routes to and from transport hubs to the town's major attractions.

## 2. RECLAIM THE HIGH STREET

The High Street is a key route for the Washlands, the retail core and the wider Burton town. We proposed reclaiming the high street and station street to create **high quality public realm and town centre environment with a particular focus at Burton Place (TC3)**, to open up this area to create link between current night time economy (cinema and restaurants) and the town centre retail core.



To create a high-quality environment, we propose to reduce traffic in the High Street and Station Street areas. This includes an area of pedestrianisation on High Street.

This is enabled by the creation of a **mini bus interchange and active travel hub (TC4)** in the Burton Place car park area.

The facility may be located away from New Street and High Street (where much of the bus traffic currently resides) and would provide a minimal turning facility, 2-3 bus stands providing real time information for transport users. We propose incorporating an active travel hub in this area which would provide lockers, secure cycle parking, cycle hire and information services. This could complement a hub provided at the improved train station. The creation of the interchange and hub not only reduces pressure on High Street and New Street but also, provides access to areas of the town which are not currently well serviced by providing a more central location. Areas such as the library and leisure centre could benefit from the more prominent location. The travel hub could also play a role in promoting tourism information for Burton, promoting its tourism assets and access to the National Forest.

By way of examples of such facilities:

- a. **Manchester** has introduced a number of cycle hubs at interchange locations<sup>[3]</sup>. In addition, Scotland have introduced a number of Active Travel Hubs. They provide a good example of the types of services that could be offered.
- b. In terms of examples of bus interchanges, a new interchange has recently opened in **Hexham** that could be a good comparator<sup>[4]</sup>. It would not cause air quality issues. This is partly as the bus fleet is getting greener, with progress in clean bus technology exceeding car technology, with high levels of private vehicles causing most air quality issues<sup>[5]</sup>. Also the buses that would utilise the interchange are already on the network. The bus interchange would just provide an alternative stopping location, alleviating New Street and the impacts here.

We also have focused on the prioritisation of car flow along Guild Street creating the cross-town link to enable easy access to car parking in the town and allowing a traffic through the town. Currently there are a number of routes around the town which cause congestion. By focusing car traffic in this area and away from the town centre core, we allow High Street to be repurposed and used to create a high-quality space which links to the proposals for public realm and civic space within the town centre.

In addition to this, we must consider what is required for future growth in the town. At present, there is a limited night time economy and there is an aspiration to increase this. Whilst we have proposed that Burton Place car park is the location of this travel hub, **we have also considered the potential of Burton Place should the travel hub not be taken forward. There is potential to open up Burton Place (TC3)** to create better link between the cinema area (and main night time economy area) and the retail core to provide an area in which to concentrate a night time economy.

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<sup>[3]</sup> <https://road.cc/content/news/66616-manchester-secure-cycle-hub-parking-open-october>

<http://www.activetravelhubscotland.org/>

<sup>[4]</sup> <http://newsroom.gonortheast.co.uk/news/hexhams-new-bus-station-is-just-the-ticket-202849>

<sup>[5]</sup> <https://greenerjourneys.com/wp-content/uploads/2017/04/Improving-Air-Quality-in-Towns-and-Cities-PROF-DAVID-BEGG-Final.pdf>

Of the few restaurants that do operate in Burton, a good few are located on Station Street and therefore, we see Burton Place as a natural intermediate and growth area with good links to the station and car parking. The existing occupiers could easily be relocated within the town centre and we do not feel it would have a detrimental effect on the retail core as the town is currently oversupplied with three shopping centres, in fact it would serve to strengthen the remaining retail areas by consolidating the retail pitch. The market would not support a speculative scheme at present as the current restaurant provision supports the cinema users and would be unlikely to support any additional operators. However, we believe this area is well located to deliver such a scheme should the market support it in the future and as the proposed interventions are delivered and the profile and catchment of Burton improves.

In the reconfiguration of Burton Place, we would also concentrate on the link between Worthington Way and Burton Place to create an active frontage along this road, which currently is inactive and uninviting. This would also encourage access to the library and leisure centre at the end of Worthington Way, an area which is currently seen as slightly out of the centre of town.

### **3. PUBLIC REALM AND CIVIC SPACE**

Through the development of this strategy, there will be a natural improvement to the town's existing public realm and civic spaces with the potential to create new and enhance current public and civic areas in the future.



The Town Hall area may be improved by the proposals to improve Station Street to make it pedestrian priority with the aim to create a high quality civic space.

Around the station, in the long term we see an opportunity for re-use of existing industrial buildings to create **a new innovation hub skills site (TC5)** within Burton upon Trent. This is a bold and visionary proposal that sees the industrial sites adjoining the railway line and station, together with some of the Coors assets fronting Station Street, becoming a new innovation hub for Burton. The Innovation Hub may possibly, for example, advance on the themes of health and vitality, “the waters”, leisure, recreation, and the bio sciences – all aspects of the “green economy”, and all which have much potential in Burton, drawing on the modern and traditional geography of Burton including aspects that have seen the continued success of the brewing industry, the relatively rapid development of the logistics sector, the emergence of National Forest, the recent expansion of Unilever, and the development of St Georges Park, all relating either to the town’s uniqueness of place, position, or both.

Based on discussions with the college, we were made aware of an increase in the use of their start up space which suggests a growth in this area, and a trend the college foresees continuing. Based on this, we see a long term possibility for the creation of a new innovation hub for Burton.

Attracting students, trainees, employers, start-ups and industry, the train station could anchor a new district to the development of skills in and around the brewing industry, supporting the 10 skills sectors already present in the town. In the process of this, we see a new public space being created within this development to enliven this part of Station Street acting as one of the 'nodes' of the proposed Green Link adding attraction and excitement along this link.

Changes both in the reality and perception of Burton's relationship with the National Forest, the River and indeed the wider rural hinterland (including St Georges Park), enabled by the focused interventions set out in the Regeneration Strategy may assist underpinning the business case for education and training facilities that seek to exploit the town's heritage and modern attributes relating to the "green economy"

The potential for a new skills hub is thus a longer term intervention to capitalise on the improvements to the catchment and profile of Burton as the various interventions in this Regeneration Strategy are realised. As such this is suggested as a long-term intervention later in this report.

As discussed in the high-level strategy in the following section, **an improvement to the train station (TC6)**, enhancing it to make it a gateway for Burton upon Trent, will be a driver for future growth and therefore, would build on the existing start up hub areas currently reside in the South Derbyshire College campus. The station is the 8th Gateway in and out of Burton and in reality, the most important in playing a vital role for Burton's "fit for the better" future. Currently the building lacks maintenance and has not been renovated or upgraded in years. It does not offer a high quality arrival point into Burton. The potential of the station in attracting more visitors to Burton as well as cater for more people living in Burton and commuting to nearby cities cannot be undermined. Consultation with train operators and Network Rail need to be high on the agenda of East Staffs Borough Council and Staffs County Council.

Typically, Network Rail will not invest in station improvements unless works are required to address a capacity issue at the station. However, they are likely to be engaged in any proposals to upgrade the station even if they will not provide funding.

We therefore suggest that the Council sets up a working group to include stakeholders such as bus services, tram operator, taxis, the train operator, Network Rail, the LEP and Midlands Connect to investigate some of the following issues that need to be better understood to determine whether there is a viable case for station improvements:

- What surplus land might be available for the project
- Future proofing: Ability of station to accommodate longer trains should the requirement arise in the long term, for instance through an increased passenger numbers as a result of the interventions proposed in this report, and service improvements relating to the potential extension of the Cross City Line to Burton (as proposed by Midlands Connect)
- Discussion over what form the improvement of the physical fabric of the station may take and costings to inform budget requirements, for instance, demolition and rebuild, lift provision, improvement to passenger facilities, accessibility (internal and external), station parking, etc.

- Discussion with all stakeholders to agree requirements for the station and justification to review against guidelines, and to build a consensus of support.

The strongest civic and public realm offer to be built upon within the town centre is the area around the Market Hall and Market Square. The Market Hall has been recently refurbished to a high standard. **Introducing food traders and the concept of a food hall (TC7)** could prove very successful. Examples of these are Market House, Altrincham, Mackie Mayor in Manchester and Scarborough Market Hall. A renewed market scheme will require confident, active and bold management to be successful and attract high-quality occupiers, but we see this as a huge opportunity for Burton to enhance its daytime independent retail offer. This would also give the opportunity to enhance Burton's night time economy and encourage more independent traders into the town.

- This discussion was covered during the first workshop with the commercial stakeholders when we discussed marketing the town better and the events it offers already. The Market Hall is "undersold" and the view is that its potential is untapped.
- The opportunity to develop the Market Hall into a food court should therefore be investigated further.
- Enabling local communities to organise 'pop up' food festivals to celebrate the diversity and cultures in Burton would be an excellent stepping stone project. This would also offer the opportunity to celebrate Burton's diversity and help break down any existing barriers between existing communities and residents, and can help strengthen Burton's modern identity. Stockport's own town centre revival through the initiative "Foodie Friday" <https://skfoodiefriday.co.uk/> can offer an excellent starting point. The client team could also consider organising site visits with other local authorities who have successfully piloted such initiatives, such as Stockport City Council for example. A further feasibility study on the potential of the Market Hall would provide guidance and ideas on next steps.

Next to the market hall, the Abbey Arcade offers a high-quality heritage building. It has a strong relationship to the Market Hall behind it and equally screens the Market Hall from High Street.

Reopening and strengthening the connection between the two through **enhancements to Abbey Arcade (TC8)** can enhance the character of the town and make its heritage more visible and more attractive. We propose that the Council engages with the owners to understand potential to refurbish and invest in these properties – please note discussion of the potential for the creation of a Business Improvement District.

**The Market Square** is an area of civic space which is perfectly located between the Washlands and the town centre and as a large area of public realm space, we see Market Square has the potential to become the heart of the town. Through this strategy, we are aiming to create a higher quality town centre, to create a sense of identity and pride and to build on the current strong 'Burtonian' pride. The area is currently cluttered which detracts from the open and heritage nature of this area of space. We have a vision for this area which creates a focus for the town centre and somewhere for people to come together to eat, drink and shop.

We would recommend exploring the removal of on street parking between Abbey Arcade and Market Hall, between Market Place and Manor Croft, as well as **the development of a car parking strategy for Burton, both on and off street (TC9)**. Taking control of car parking via a coherent strategy will encourage greater use of sustainable modes and reduce the dominance of car-based trips for the benefit of the town centre. The strategy could include pricing/duration controls, rationalising the amount of car parking and introduction of parking management systems to allow

more dynamic control. The strategy needs to coordinate on and off-street parking provision/controls.

As improvements are realised, **there is a longer-term prospect of this area developing as a Cultural Quarter (TC10)** around the National Brewing Centre and former Magistrates' Court. By opening up better connections between the town centre, Burton Place and the cinema area, and by also strengthening the connection through Guild Street, the existing clusters of heritage buildings can be the beginning of a cultural quarter.



*Visual of what Market Square could be*

#### 4. CONNECT AND ENHANCE THE WASHLANDS

As a hidden asset in the town, we propose bringing the Washlands and the town together. The current poor access to the Washlands is proposed to be enhanced from the town centre to ensure that the Washlands become part of the future of Burton's identity, through **improving access onto the Washlands, and providing clear signposting and more visible routes (TC11)**.



- Access to the Washlands through the college campus should be reviewed, this popular route for walking and cycling is an attractive route into the town centre and a strong alternative to using a car, through **'landscape playscape' initiatives (TC12)**. The arrival point into the town centre should be enhanced making this route through the memorial gardens and across the ferry bridge an attractive and popular proposition. The cycling provision for this access way to the Washlands should be completed in conjunction with the high level strategy review of cycling provision for Burton upon Trent.
- As noted on previously we would advocate reviewing the East Staffordshire Cycling Strategy in conjunction with the creation of the Staffordshire Local Cycling Walking Infrastructure Plan (LCWIP). The technical guidance for developing the LCWIP illustrates the process that should be followed to develop the route network and offers tools to assist with the process. This should be followed in the context of Burton, utilising the information and proposals within the Cycling Strategy as a starting point. This may require undertaking quantitative and qualitative surveys to address any significant knowledge gaps or verify assumptions and could include market research to establish the perception, needs and priorities of the local community. In addition, in updating the Cycling Strategy consideration should also be given to reviewing behaviour change interventions and marketing in support of the delivery of infrastructure schemes. This is because research has demonstrated that investment in both can help to maximise increases in cycling and walking. Activities in this respect could be delivered via the proposed active travel hub and include targeted information and marketing campaigns (possibly allied to tourism assets or large employers), and personalised travel planning. Market segmentation (utilising the market

research previously mentioned) could be used to facilitate an understanding how best to reach different parts of the community.

- The access point through the Market Place, down the side of St Modwens Church provides an important connection to the Washland from a key area of public realm space. This access requires enhancement and whilst widening the entrance would be the preferred option, the heritage value of the surrounding building precludes any enhanced access as this is a key aspect of Market Square. Wayfinding should be used heavily in this area and proposals considered for a 'entrance to the Washlands' to be created here as part of any public realm enhancements completed in Market Square.
- We believe that Andressey Passage provides a major opportunity to create an enhanced and positive entrance to the Washlands area. We appreciate that this is currently unattractive and underwhelming. We believe this would link well to the green link proposed being the final 'active node' to take us to the Washlands from the Town Hall. In order to deliver this, a sequential **upgrade of Andressey Passage (TC13)** has been explored.

In addressing this important connection, we have considered two fundamentally different options:

- A. CREATION OF A NEW CONNECTING SPACE
- B. "REACTIVATION" OF ANDRESSEY PASSAGE

We have put forward these two options understanding that both are challenging in their application in different ways. We understand that the creation of a new connecting space (option A) would be expensive and direct economic outputs would be hard to prove, whilst the reactivation of Andressey Passage (Option B) would require significant and continuing resource to ensure the ongoing success of this activation intervention for the future. Whilst both interventions are challenging, we believe the creation of this final 'active node' would really unlock the Washlands to the town centre. As such investment in Andressey Passage must be seen in the context in the wider investment already committed in the Washlands.

#### **A. CREATION OF A NEW CONNECTING SPACE**

This is a bold intervention, which would strengthen the linkway.

- **The acquisition and demolition of the Nationwide building at 108 High Street** (and the building behind) would increase the size of Andressey Passage and the access point to the Washlands area **(TC14)**.
- Clearly this is an expensive option and the Council will need to consider their appetite for it. Whilst we do consider this as an option, we believe that the issue of Andressey Passage might also be addressed through improvement and activation of the buildings bounding the passage and the creation of active frontages refer to B "Reactivation of Andressey Passage".
- The building would need to be acquired and as a first action the primary occupants (and owners) Nationwide would need to be contacted to determine their future requirements for the site. If they have a long term requirement for the site then a CPO case would be difficult to prove, as well as an expensive option. In terms of funding, there is the possibility of the Future High Street Fund or the prudential borrowing option. In which case the Council will need to consider whether they have the appetite to use their prudential borrowing powers.

- Whilst we have not undertaken a formal valuation or an inspection of the property, we would anticipate that this acquisition could cost in the region of [redacted] assuming vacant possession. In addition, the delivery of this option (demolition and new public realm) is estimated to cost in the region of [redacted], giving a total of circa [redacted] for this bolder intervention. Whilst the impact of this option would be significant in opening up the Washlands, it is an expensive option and direct, tangible economic outputs may be hard to prove. A different perspective might, however, be had if the additional cost and benefits are evaluated in the context of the wider current and scheduled investment in the Washlands.

## B. "REACTIVATION" OF ANDRESSEY PASSAGE

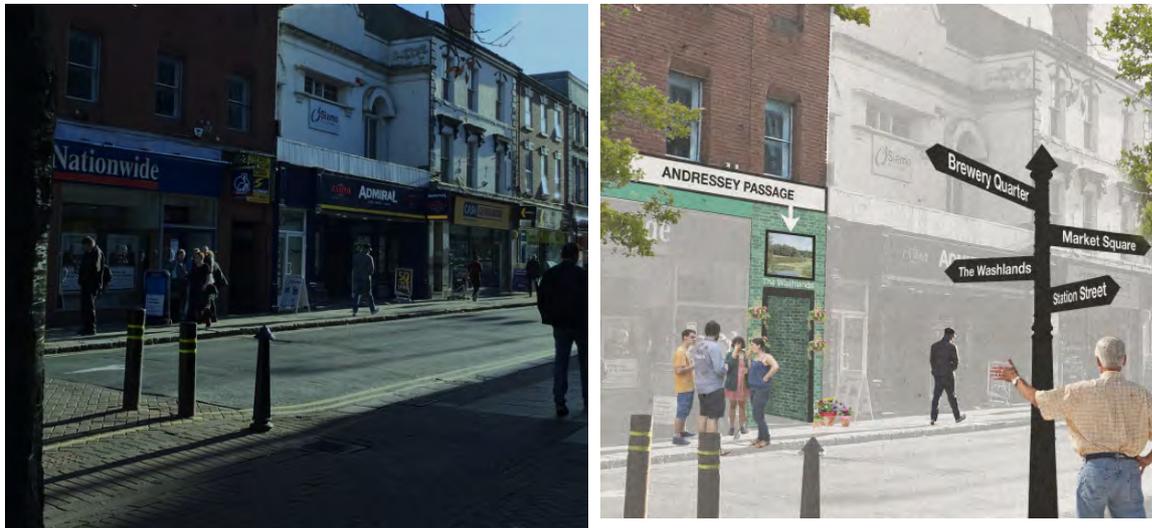
We have looked at previous examples of similar small passageways to see what is possible such as Tudor Row, Lichfield.



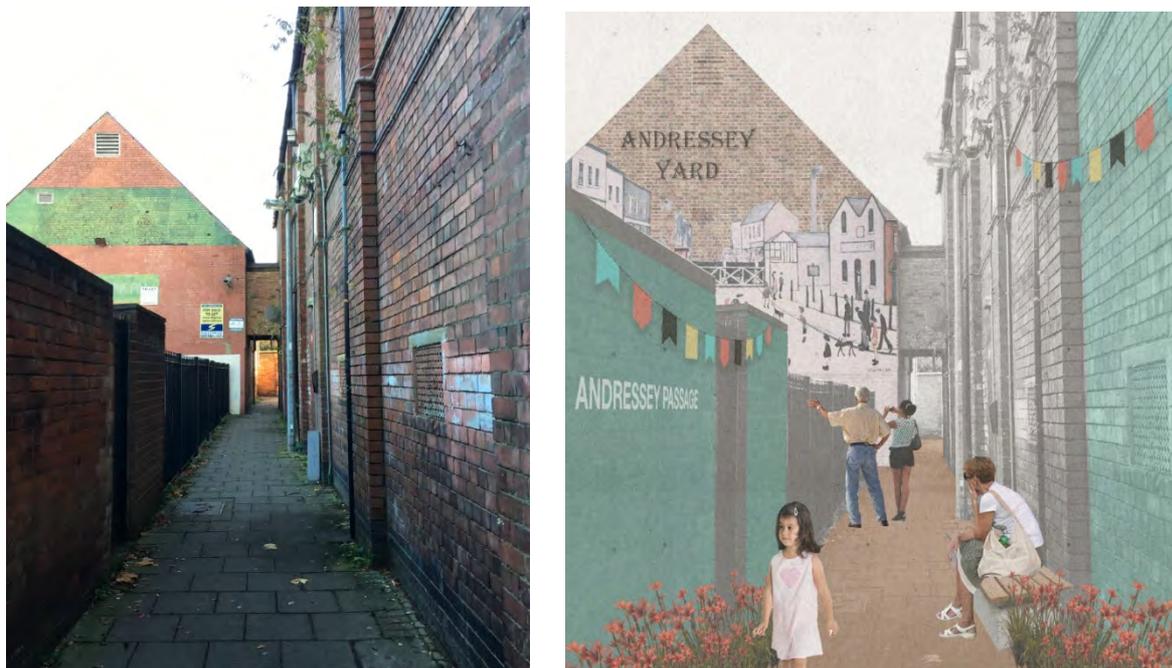
We have looked at four vistas in our approach:



The cut-through currently sits hidden next to Nationwide, with little announcement of its presence, or the green oasis lying beyond. The first visual looks at DECLARATION of the Passageway, using colour, flowers and bold signage to draw the passer-by's attention, and encourage them inside.



Presently, the alley is unappealing and lacks life and vibrancy. Narrow linking alleys have been put to much better use in Lichfield (Tudor Row), York (The Shambles) and Brighton (The Lanes). Here, surrounding shop windows open onto the alleyway, seating is set out and bunting and plants strung between walls to create a winding passage of curiosity. This image explores DECORATION of the Passageway and suggests artwork on the walls – showing L.S.Lowry's 'Level Crossing' which was painted in Burton upon Trent.



The third visual depicts **ACTIVATION** of the space, focussing on the end closer to the Washlands, with Andressey Passage opening into Andressey Yard – which could be an outdoor café space nestled amongst the old buildings. The Passage is activated with shopfronts and attractive planting and becomes a hidden gem to discover along part of a new tourist trail.



The final view depicts **CONTEMPLATION**: the visitor steps out of Andressey Passage and arrives at the view of the Washlands beyond. Bold signage should continue to be used on this end to draw people onwards to explore some of Burton's other assets and facilities.



Finally, at the Washlands and in terms of a proposed “playscape”, and in the context of the protections in place in the Washlands, we see how strategies of urban ‘manmade’ structures such as walkways, walls and seating spaces submerged into the surrounding countryside landscape will form the transition between town and country. They break through the defined urban edge by encouraging people to use and appreciate the landscape. The future proposed flood defences improvements will form part of the new urban threshold, they should be linking into the landscape without creating more barriers for people to cross.

Further discussions should take place between the Local Authorities and the Environment Agency in delivering further such improvements to the Washlands, by including also further studies that can ensure new links between the town centre and the east of Burton are enhanced and not create any further barriers.

We look at places such as Belgium and Germany, to name a few, as inspiration for safe yet engaging and playful ways to work with the landscape and enhance the opportunities for local residents and visitors to interact with a unique wetland landscapes, such as the Washlands in Burton.

### **Case Study: Clementwijk, Sint-Niklass Belgium**

The Clementwijk district is located in the city of Saint-Niklaas, to the west of Antwerp and is being expanded with a sustainable green residential area. Part of the design included a strong canal structure enhanced by hardscape and playscape to enable residents and visitors to interact and enjoy the wetland landscape. Water is a key imaging component: water for buffering, water reservoir, circulation; with particularly close attention to play, experience and nature. The district is easily accessed by bike and public transport. The squares in the district are mostly residential spaces with benches, parking for bikes, lighting, and a tree here and there.



By Sweco Belgium

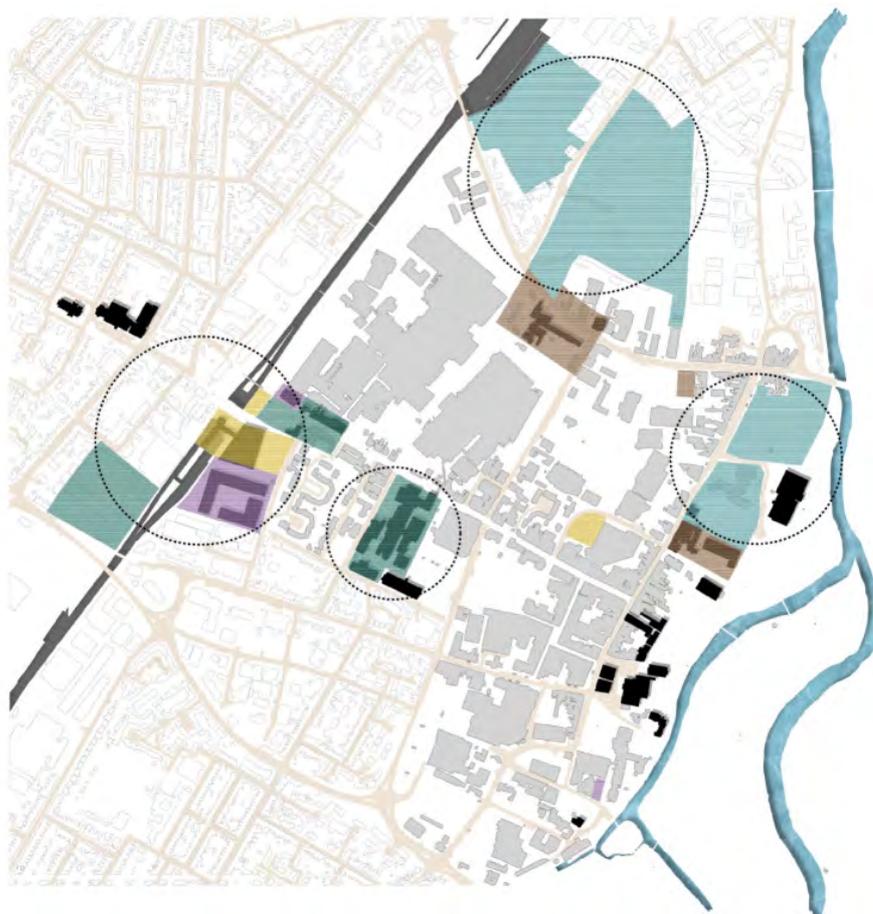
## **5. RE-POPULATE TOWN CENTRE**

As outlined earlier in the strategy, the overall objectives of improving profile and catchment of Burton thread back to encouraging the right type of residential and commercial investment, and on this basis, the long-term trajectory of the town under the vision of this Regeneration Strategy as one

with a vibrant, connected and enjoyable environment provides the base for the re-population of the town centre. Attracting people to live, work and shop in the town centre is fundamental to its future growth.

We have previously discussed the challenge that Burton faces being outside the Birmingham Housing Market Area, and what the market will currently support in terms of high quality housing. Ultimately housing will be delivered by the private sector, and the re-population of the town centre can be considered in the longer term as the wider interventions suggested in this Regeneration Strategy are delivered and improvements to the profile and catchment of Burton are realised. This will lift developer perception of Burton's housing market and its ability to attract people who for example commute into Birmingham and Derby.

The public sector role in this objective is very much one of enabling, through the interventions of the town wide and town centre strategy, giving the private sector increased confidence in the long term future of the town. We do not necessarily see the public sector taking a lead direct role in the re-population of the town centre as we believe as the town grows and prospers, this development will be led by the private sector.



To a certain extent, this can be seen already in what will likely be delivered in the short term, through the Bargates development and also, the **mixed-use development that is proposed at the Molson Coors site on Station Street (TC15)**.

There is plenty of brownfield land available in the town centre which, in the future, and subject to the housing market change required as discussed above, we see offers the potential to deliver modern and more urban dense neighbourhoods. This includes sites such as the 'loft site' which is in Molson Coors ownership, this site offers the potential for a significant number of dwellings. We also see opportunity for the delivery of residential development on the Former Rugby Club ground but we again see this being market led, rather than a public sector intervention.

We are aware of the merger between Asda and Sainsburys and have considered the Asda site as part of our strategy. As part of an aspirational scheme, there is the potential to parcel the Rugby club site, the Asda site and the Octagon Centre and associated car parking to deliver a large development in the centre of the town.

We do not, however, see a public sector intervention here as key to achieving the objectives for the town centre, and furthermore, in the current context whereby development land in and around the town centre is in good supply, and with muted developer interest in such sites, the delivery of a residential scheme in the current market within Burton would likely deliver a poor quality, non-aspirational scheme. **We see the repopulation of the town as an output of an improved town which is able to sustain, aspirational housing within the town centre which is delivered by the private sector.**

## 5.4. Delivery and Funding Approach

We highlight below two opportunities for generating additional funding for the town centre strategies:

### THE FUTURE HIGH STREETS FUND

In terms of delivery, the Government announced in the last Budget the creation of *The Future High Streets Fund*, a £675 million fund set up to help local areas respond to and adapt to structural changes to the UK high street to provide co-funding towards capital projects that bring transformative change. Government has stated it wants "to see the regeneration of our town centres through innovative proposals around transport, housing delivery and our public services".

This fund serves two purposes:

1. To support local areas to prepare long-term strategies for their high streets and town centres, including funding a new High Streets Taskforce to provide expertise and hands-on support to local areas.
2. It will also then co-fund with local areas projects including:
  - investment in physical infrastructure, including improving public and other transport access, **improving flow and circulation within a town / city centre**, congestion-relieving infrastructure, other investment in physical infrastructure needed to support new housing and workspace development and existing local communities, and the regeneration of heritage high streets
  - investment in land assembly, including to support the densification of residential and workspace around high streets in place of under-used retail units.

Incidentally, the fund can also support the regeneration of heritage high streets (up to £55 million of the overall fund). This has two elements: helping to restore historic high street properties through

Historic England, and equipping communities with their own resources to put historic buildings back into economic use - for example as residential buildings, new work spaces or cultural venues, supported by the Architectural Heritage Fund.

### **Recommendation**

We recommend that the Council investigates this fund further and begin to develop proposals to prepare a funding request which will be via a competitive process and subject to value for money assessment. We have set out in the delivery section of this report which interventions could potentially be funded via this fund.

Initially the Council should investigate the first element of funding that will support them in the development of a long term strategy for the High Street, and this could be a next step of work to prepare a 'plan of action' for the interventions that are identified in this report as potentially being fundable by the Future High Streets Fund. This will then enable the Council to progress to the next stage which is to prepare a business case for a funding ask.

The Fund will operate as a two-stage application process:

- Applications for Phase 1 calls for local authorities to submit Expressions of Interest to [highstreetsfund@communities.gov.uk](mailto:highstreetsfund@communities.gov.uk) by **22 March 2019** setting out their challenges and strategic approach to regenerating town centres
- Government will assess these and make an announcement on places moving forward to Phase 2 in summer 2019.

### **Which interventions could this address:**

We have stated above the nature projects that the fund is intended to address, and the following interventions set out in this Regeneration Strategy meet criteria:

- TC1 'Green Link' – the proposed improvements to linkages across the town centre will meet requirements
- TC2 Wayfinding – again, the wayfinding project will improve linkages across the town centre and so should meet Fund requirements
- TC3 Opening up Burton Place to improve linkages across the town centre
- TC4 Active travel hubs – improving public and transport access are a stated funding item
- TC11 Wayfinding: Washlands – again wayfinding should be an eligible spend
- TC12 Landscape playscape – this is aimed at improving access and circulation across a town centre
- TC13 Andressey Passage Improvement – Could also be included to tie in with wider connectivity across the town centre

## **BUSINESS IMPROVEMENT DISTRICTS**

Business Improvement Districts are business led partnerships which are created through a ballot process to deliver additional services to local businesses. They can be a powerful tool for directly involving local businesses in local activities and allow the business community and local authorities to work together to improve the local trading environment.

Local businesses in a defined geographic area vote to invest together in additional projects and services to improve their business environment, which is funded via a levy on the rateable value

paid by a business, typically 1-2%. Introduced in the UK in 2004 there are now over 260 BIDs across the UK.

BIDs can also relate to a “specified class” of properties, e.g. retailers. In this respect the BID can be tailored to the group that will benefit from the improvements. Indeed, many areas have a number of BIDs, for instance Birmingham City Centre has five separate BIDs:

- *Colmore BID* – established to project manage improvements and services to the central business district of Birmingham
- *Retail BID* – which promotes, enhances and develops the retail environment in Birmingham city centre
- *Jewellery Quarter BID* – relates to the 300-acre city centre Jewellery Quarter neighbourhood with the objective to secure a high quality well maintained street scene that is clean, tidy attractive and vibrant.
- *Southside BID* – provide services to improve the business environment in Birmingham Southside including public realm, safety measure, street cleanliness, community measures and local events
- *Westside BID* – promotes the economic wellbeing and environmental quality of the BID area to make Westside ‘Cleaner, Brighter, Safer’

Recent research by the House of Commons into BIDS (May 2018)<sup>7</sup> identified the following benefits cited by business as follows:

- Businesses decide and direct what they want for the area
- Business are represented and have a voice in issues affecting the area
- BID levy money is ring fenced for use only in the BID area – unlike business rates which are paid in to and redistributed by government
- Increased footfall
- Increased staff retention
- Business cost reduction (shrinkage, crime, joint procurement)
- Area promotion
- Facilitated networking opportunities with neighbouring businesses

There is no limit on what projects or services can be provided, and improvements may include extra safety/ security, cleansing and environmental measures.

### **Establishment and operation**

A BID can be set up by the local authority, a business rate payer or a person or company whose purpose is to develop the BID area, or that has an interest in the land in that area. The proposer is required to develop a proposal and submit this to the local authority, along with a business plan. The proposal should set out the services to be provided, the area to be designated as a BID, who is to be liable for the levy, the amount of levy to be collected and how it is calculated.

Ratepayers in the BID area vote on the proposal in a ballot, which must be approved by a:

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<sup>7</sup> <http://researchbriefings.files.parliament.uk/documents/SN04591/SN04591.pdf>

1. numerical majority of voters (in England restricted to those ratepayers who would be liable for the levy)
2. majority by rateable value.

This 'dual key' mechanism offers some protection against large firms forcing through a proposal against the wishes of small firms, and vice versa<sup>8</sup>.

In October 2013 Government announced a £500,000 loan fund to cover initial start-up costs with loans between £10,000 and £50,000 available to new BIDs in town centre locations. As of May 2018, 24 areas have been awarded such loans.

The maximum term of a BID is five years, following which a new vote must take place. According to British BIDS, the national advisory agency, most BIDS are non-profit bodies, but this is not a requirement of legislation.

Government has provided further guidance on how to establish a BID, one for those wishing to establish a BID, '*Business Improvement Districts, Guidance and Best Practice*'<sup>9</sup>, and one for local authorities, '*Business Improvement Districts, Technical Guide for Local Authorities*'<sup>10</sup>.

### **Recommendation**

As a first step, it could be worth arranging an initial discussion with a local authority, such as Stockport, to gain an understanding of their experience, and how they approached the initial stages of establishing a BID, if indeed they did lead in the early stages.

The majority of BIDs are led by business, and so as a follow up the local authority could hold initial discussions with a shortlist of key local occupiers, for instance Marstons, Molson Coors and the college, to discuss initial ideas and gauge their views as to the establishment of a BID.

Depending on the outcome of these discussions, the next step could be to convene a steering group that includes a wider representation of occupiers, and it is possible that this will encourage a natural 'BID proposer' for the project. The initial focus of this group could be to identify the key issues that they wish to address, and from this identify the geographical area(s) that would benefit a BID, and ultimately draw up a BID proposal setting out the detail of the BID.

### **Which interventions could this address:**

There is no limit on what projects or services can be provided by the BID, and ultimately this will be set out in the BID proposal. However, the following town centre interventions in our view could form part of a BID proposal and should be easy to demonstrate their benefits to business:

- TC1 'Green Link' – the proposed improvements to street design and environment quality are often key elements of BIDs
- TC2 Wayfinding – again, it should be easy to demonstrate the benefit of clear wayfinding across the town centre to help people and customers navigate across the town centre
- TC3 Opening up Burton Place to improve linkages across the town centre

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<sup>8</sup> <http://researchbriefings.files.parliament.uk/documents/SN04591/SN04591.pdf>

<sup>9</sup>

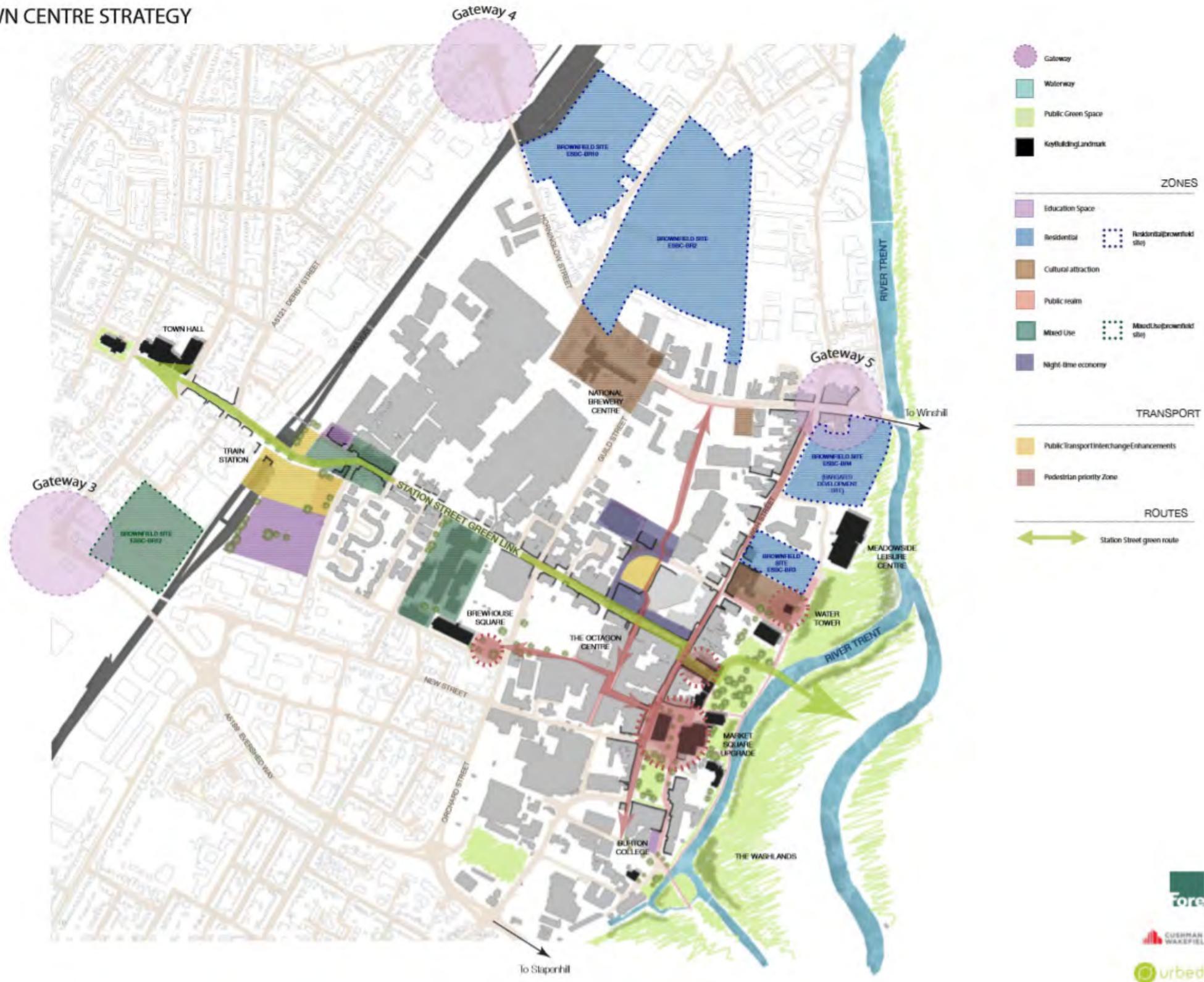
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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/415990/BIDs\\_Technical\\_Guidance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/415990/BIDs_Technical_Guidance.pdf)

- TC11 Wayfinding: Washlands - key to increasing Burtons identity with the Washlands and creating the sense of pride in its attractions.
- TC13 Andressey Passage Improvement – Could also be included to tie in with wider connectivity across the town centre

# BURTON TOWN - TOWN CENTRE STRATEGY



## 6. Town Wide High Level Strategy

### 6.1. Scoping

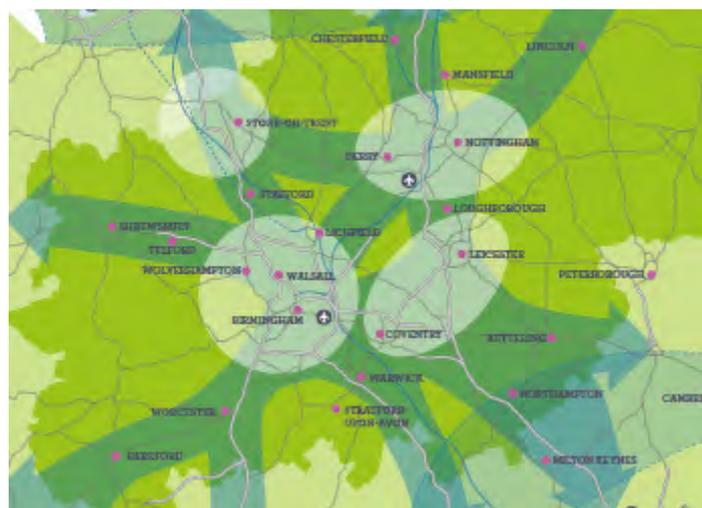
The Town Wide strategy proposes number of large scale interventions, aimed at addressing and anticipating future issues regarding Burton's connectivity, fundamental to the Heart of the Midlands Theme and the "Easy In, Easy Out" family of enabling interventions. Particular regard is had to better connections:-

1. With the surrounding immediate South East Staffordshire hinterland, and beyond,
2. To its close neighbours, the growth areas of Swadlincote, and Woodville in South, Derbyshire to the immediate south and south east,
3. To Ashby and North West Leicestershire to the east,
4. To Lichfield and Birmingham to the south and south west.

As outlined earlier the strategy will be implemented over the medium to long term, with the aim of protecting and enhancing Burton's connectivity by way of:

1. Relieving the A38, and enhancing its quality and capacity through Burton,
2. Providing more effective, reliable links with Birmingham, for road and rail users,
3. Providing a much stronger public transport link with the key growth area of Swadlincote and Woodville in neighbouring South Derbyshire,
4. Ensuring extraneous traffic from the Swadlincote and Woodville growth area seeking to access the A38 is kept away from Burton Town Centre, in particular freight traffic,
5. Assisting with a modal shift of freight from road to rail.

This below diagram<sup>11</sup> is an extract from Midlands Connect. This map is centred on Burton, although the town is not labelled. The map demonstrates the central location of Burton within the Midlands being positioned between several key transport corridors, whilst inadvertently highlighting the secondary profile of the town within Midlands Connect priorities.



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<sup>11</sup> Midlands Connect, Midlands Connect Strategy: Powering the Midlands Engine March 2017

## 6.2. Growth Context

The town wide strategy is sensitive to the constraints and opportunities that the town's geography presents it with:

1. Further growth to the immediate south west and north east, along the Trent Valley corridor, along which also flow the A38 and the Derby rail line, is constrained by the Trent flood zone; in several locations along this corridor that are otherwise of the appropriate size and positioning for a rail freight interchange (key in promoting modal shift and further enhancing the logistics sector in Burton). Irrespective of any future potential for flood mitigation in this location, the strategy does not pursue growth in these directions aside the immediate borders of the urban area; indeed, in the longer term, the exhausted gravel pits to the south west of the town have good amenity potential
2. Further growth of the town to the north west is possible, and indeed has previously been promoted, unsuccessfully, through the local plan process (options stage). Growth in this direction, would, however, have limited strategic benefits for the regeneration of the town,
  - offering little in terms of enhancing connectivity – the proposed distributor road that will serve the development but not following a line that will serve the wider strategic needs of the town, and,
  - threaten the green buffer between Burton and the villages to the north such as Rolleston, Tutbury and Anslow and would be contrary to the current Local Plan approach towards providing green buffers between our villages.
3. Further growth of the town to the south east is constrained by the Green Belt, separating the town from Swadlincote and defining the boundary with Derbyshire. Any development here enabled through land removals from the Green Belt (for development, or as the line of an A38 “relief” road) will be damaging to the “market town” in “the Forest” setting of the town, which is one of its defining attributes, and which the Strategy seeks to exploit.

**Thus, the town wide strategy is defined through a series of large scale interventions at positions that are at once detached from the built-up area of the town, yet very much in its service.**

In seeking to mitigate future growth of traffic levels in the town, these interventions will be important for achieving the longer term success of interventions aimed at enhancing Burton's place as a town “By the River” and “In the Forest”. In this way, the town wide strategy interventions will both indirectly and directly aid the overall objectives of ‘improving the catchment’ and ‘improving the profile’ of Burton upon Trent, amongst potential new households, commercial occupiers, developers and investors.

The Town Wide Strategy map, over the page, is deliberately presented to a large scale, to pair with the even larger scale sub regional road network map to:

1. Illustrate the importance of a strong connectivity relationship with Swadlincote,
  - by road,
    - i. then south towards the M42 and Birmingham,
    - ii. then east towards Ashby, towards the M42 on to the M1,

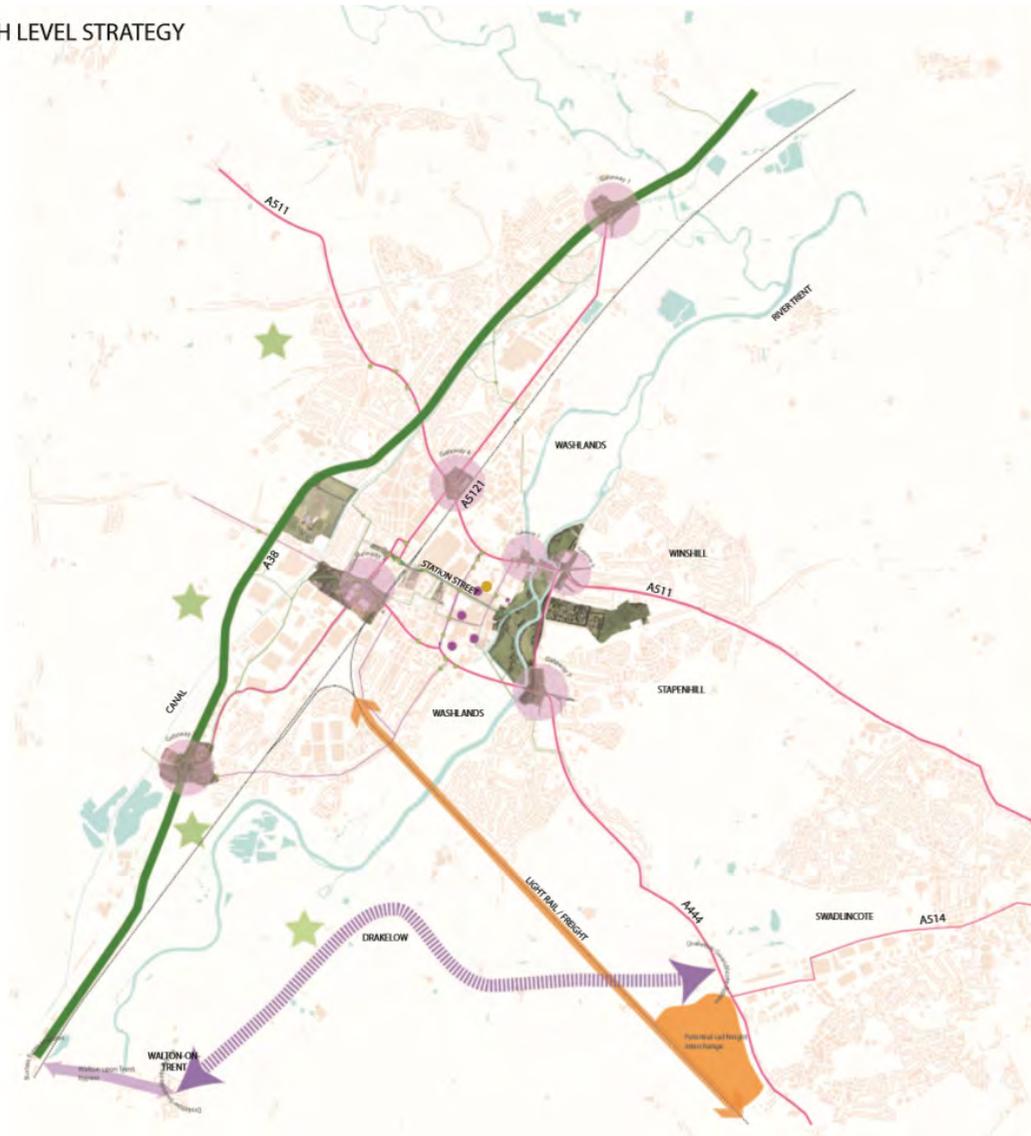
- and by [light] rail, raising the longer term prospect of bringing back the Ivanhoe Line to passenger use (alongside the existing rail freight use), in an effort to relieve the A444 between Swadlincote and Burton, and particularly where it multiplexes with the congested A5121 town centre gyratory in Burton town centre
2. Illustrate how enhancing the connectivity of Swadlincote with the primary route network, may release the potential for a rail freight facility near Castle Gresley (allocated<sup>12</sup> in the South Derbyshire Local Plan, but very much constrained by the poor primary road connectivity), whilst also providing a viable alternative link between Burton and Birmingham.

west towards the A38 (by way of an extension of the Swadlincote [to Burton] Regeneration Route, to link with the proposed Walton Bypass and River Trent Crossing, and south to the M42 by way of an enhanced A444.

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<sup>12</sup> The site allocated in the South Derbyshire Local Plan is relatively small, focusing around the discussed rail sidings, the scale of scheme that has been flagged in the strategy is larger (thus requiring greenfield land) consistent with modern operational requirements

BURTON TOWN - HIGH LEVEL STRATEGY

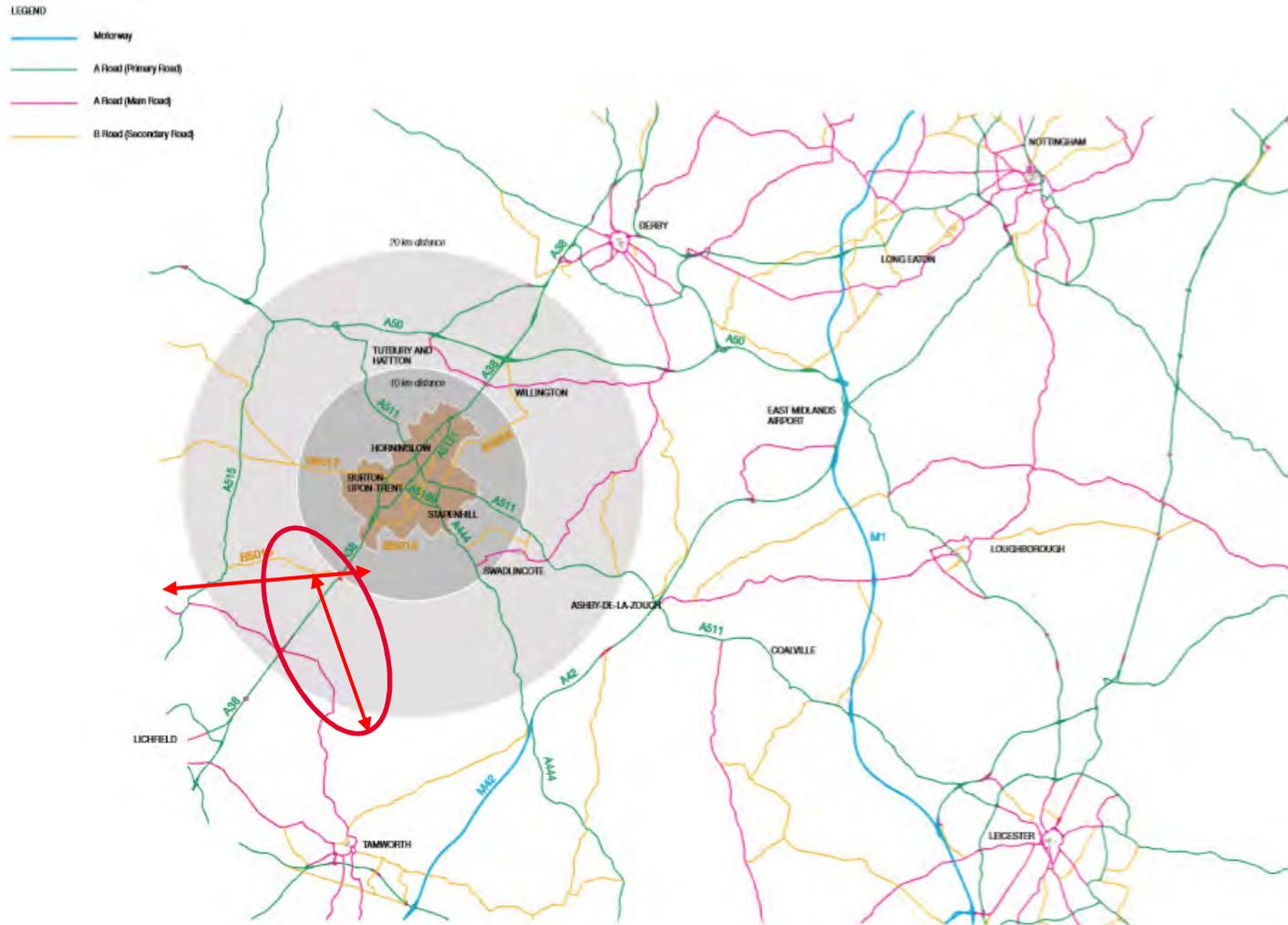


Legend

- Potential Castle Gresley rail freight interchange
- Waterway
- Public Green Space
- Gateway
- A38
- Other A Roads
- Main roads/Roads/Overcrossroads
- Car Parks
- Bus Interchange
- Pedestrian and Cycle Paths
- Pedestrian/Nodes/Accessing
- Bus routes
- Railways
- Potential Light rail / Freight
- Potential Burton Turn DrakeLOW-Seedlecode bypass
- Approved Walton bypass
- Proposed SUE's including DrakeLOW Power Station, South Derbyshire



### Burton in the Sub Region, showing context of “A38/M42” Road Interventions



Farther afield, to the south west along the A38, is the location of the Brookhay new settlement proposal, which is also pertinent to the future strategy for Burton, and which is also considered in this section. Brookhay is currently at the interim stages of promotion, and if it was to be successfully promoted, this would have implications regarding the capacity of the A38 and the potentially the priority given to its upgrade to “Expressway” standard.

### 6.3. Delivery and Funding Approach

The major road schemes are deliberately ambitious in order to stimulate consideration of further development and economic growth opportunities.

- Those on the Strategic Road Network (e.g. the A38) will need to be delivered through Highways England and future road investment strategies and initially should be pursued through the preparation of a strategic case for investment
- In addition to developer funding, and local transport plan (integrated transport block, capital) funding, there is also possibly future funding allocations from the National Productivity Investment Fund (NPIF).
- For NPIF funds to be allocated the schemes would need to cut congestion and improve maintenance on key networks, improve access to employment and housing and support economic development. Previous allocations have involved a competitive bidding process with bids submitted to DfT by Local Highway Authorities. As such any schemes for Burton would need to be selected by Staffordshire County Council as part of any future package for Staffordshire

Notwithstanding the above, whilst it does not have the powers of Transport for the North, Midlands Connect has a role in recommending transport projects for funding, and it would seem that the requirements of the area around Burton upon Trent and neighbouring Swadlincote, and particularly the A38 corridor, are less of a priority at this point than improvements to the A5 corridor.

- Promoting the interests of Burton upon Trent as part of a wider sub regional interest alongside those of Swadlincote in particular, within this structure will be critical, at least, in order to access LEP funding. For example, funding from the Stoke and Staffordshire Local Enterprise Partnership (LEP), where new funding may become available post 2021, will likely be directed by the priorities of Midlands Connect.
- For this to occur, however, would require the schemes to be developed to a sufficient level of detail and demonstrate good value for money in comparison to other potential schemes in the area in order to be included in the LEPs project pipeline.

We set out below the proposed interventions to achieve this Regeneration Strategy for the Town Wide strategy.

### 6.4. Relieve and Enhance the A38 (TW1)

#### RATIONALE

The A38 is an important route from Birmingham to Derby via Burton upon Trent, through to the M1 at junction 28. It is part of the Strategic Road Network (SRN) and as such carries a significant number of inter-urban car trips and a large number of freight trips when compared to local authority

maintained routes. It has the potential to provide an alternative for long distance trips between the Midlands and the north of England which may currently route via the M42 / A42 / M1.

The A38 is seen as a major area of opportunity for job creation, both within East Staffordshire, Lichfield and Derby Districts. It provides a key strategic highway link between the East and West Midlands professional services and logistics sectors in Nottingham, Derby and Birmingham that are forecast to seeing significant growth.

The A38 was built piecemeal as a series of bypasses and on-line upgrades. As such it lacks coherence and has previously lacked investment. There are also safety and resilience issues which need to be addressed to maintain connectivity and sustain economic growth in light of rising traffic levels.

Over the next 30 years the route faces a number demand pressures:

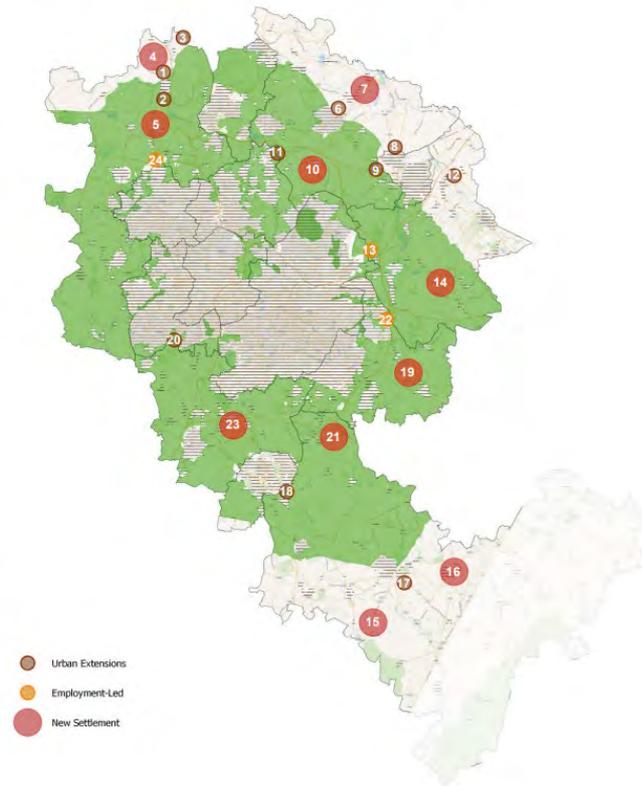
1. The RIS1 improvements scheme for the A38 Derby junctions, just north of the route, may attract additional traffic onto the A38 route.
2. There are ongoing and future development pressures along the A38 that will increase demand on the A38 e.g.
  - Proposed Strategic Rail Freight Interchange (SRFI) near to A38/A50 junction would increase pressure on the A38.
  - Future possible residential development along or close to the A38 corridor to the south of Burton upon Trent, including a potential new settlement at “Brookhay”, some seven miles south west of Burton upon Trent
  - Further pressure for residential development due to Birmingham housing requirements (Refer to West Midlands Regional SHMA 2018).
  - Construction of HS2 Phase 1 will cross the A38 and this may have major impacts such as increasing traffic flows and congestion on the A38. (HS2 will directly impact the A38 to the south of Burton in the district of Lichfield. Whilst mitigation measures have been developed to address the issues identified there is still the potential during the construction period for there to be impacts in terms of increased traffic levels and congestion that could extend northwards towards Burton. The impacts are likely to be temporary during the construction phases).

### **Brookhay**

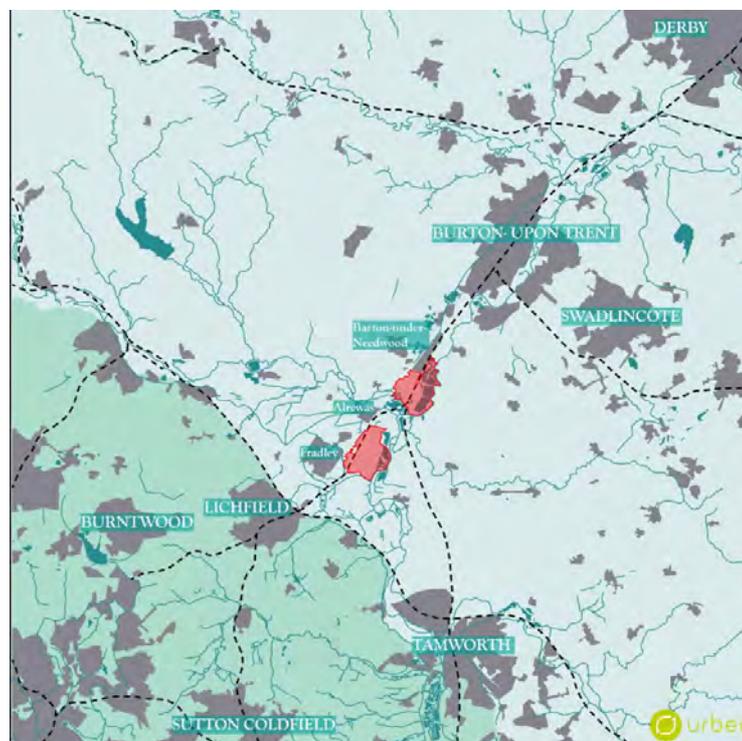
The Brookhay new settlement proposal deserves further consideration on the basis of the 30 year plus timespan of the Regeneration Strategy, which could potentially coincide with the successful promotion of this major scheme, which could have implications for Burton.

Located off the A38, and astride both the outside the Birmingham – Derby mainline and the Birmingham “Cross City Line”, Green Belt, the proposal falls in an area identified in the Greater Birmingham HMA Strategic Growth Study as a potential area of accommodating future growth of the West Midlands conurbation. (Refer to extract from the HMA, below)

Figure 8: Areas of Search – Beyond Green Belt & Green Belt



The site of 847 hectares, much of which has previously been used for mineral working, is in two parts, as shown (red shading) in the contextual map, below:



The scale of the potential scheme (URBED was a member of the Masterplanning team), including business led mixed use development around a state of the art water sports centre (Waterside, the northern part), and a “Garden Village” of 7500 new homes, would be of a scale:

- that may support new rail stations, including, the prospect of the reintroduction of passenger services on the Burton to Lichfield line (which ceased in the 1960's), and thus presents an opportunity to create a series of rail connections, and,
- that will be able to make a significant contributions towards an upgrading the A38

## 6.5. Developing the A38 Business Case (TW2)

### FUNDING CONTEXT

The case for improving the A5 in the Midlands is considerably more advanced, and is prioritised by Midlands Connect over the A38, which is only mentioned as a post 2030 scheme. In our opinion the case for the A5 taking complete priority over the A38 with regards to proposed upgrade to Expressway standards is not wholly apparent, and its advanced status may bear more relation to the long established A5 Partnership than purely technical merit.

### DEVELOPING THE PROGRAMME CASE

We would suggest working with other local authority partners along the A38 corridor to develop a Programme Case for improvements to the A38 to facilitate the development of the individual interventions (junction, technology and capacity improvements) in support of the wider policies and strategies of the Staffordshire County Council, South Derbyshire District Council, and other neighbouring authorities with a key interest in promoting the A38.

A Programme Case (which sits above strategic, outline and full business cases) or a similar type of document needs to make the case for investment on the A38 by outlining the policy alignment and the issues in order to raise its profile. It can also outline the types of intervention that need to be considered along the stretch from M1 to A5 based on work done to date.

Other local authorities have produced similar documents including Somerset, Cornwall and Tees Valley.

Having this work completed would then allow objective and evidenced comparisons to be made with other workstreams/corridors, such as that for the A5. It could also be used to push for further work to be done by Midlands Connect and Highways England (possibly jointly commissioned if this helps to move things forward more quickly). In doing so, the Programme Case would set out the strategic context for the corridor, verify the potential need for intervention and identify potential key components or projects. This Programme Case can then facilitate production of subsequent business cases for investment or provide input into relevant funding bids, feasibility work or regional prioritisation and assurance processes.

The Programme Case should particularly focus on the development of the Strategic Case for intervention on the A38, examining the existing characteristics of the local area (transport functionality, accessibility, economic and environmental considerations) and associated influence on network operation. Of particular importance would be to illustrate the policy alignment of interventions, particularly illustrating the links to the Stoke on Trent and Staffordshire Local Enterprise Partnerships Strategic Economic Plan.

In addition, the Programme case should set out the rationale for intervention with reference to the current and future issues in relation to:

- Safety
- Network reliability
- Network resilience

- Business impacts (particularly in relation to logistics/distribution)
- Housing and employment growth pressures

Once the Programme Case has been developed, routes for delivery can then be considered. In evaluating the most appropriate delivery route for the identified interventions, the availability and likelihood of funding plays a significant role, and so it is difficult to consider one without the other.

- The A38 is part of the Strategic Road Network (SRN), under the responsibility of Highways England. Major improvements to the SRN are planned and delivered in five year cycles – the current cycle, Road Investment Strategy (RIS) 1, covers the period 2015 to 2020, whilst RIS2 covers the period 2020 to 2025, and so on.
- Planning for the RIS2 period is already well underway. RIS funding beyond 2025 would therefore seem to be the most appropriate route to deliver any identified improvements.
- Therefore, having undertaken some work on developing a Programme case it would seem prudent for Staffordshire County Council and neighbouring authorities to engage with Highways England and Midlands Connect to consider the possibility of jointly commissioning a feasibility study or a more detailed assessment of the types of improvement that may be needed as part of planning for future RIS periods.
- If the case can be made for investment prior to 2025 there may be the opportunity to bid other funds. For example, the Government has recently confirmed that it expects to provide Highways England with a separate fund for local capital enhancements to be targeted at network “pinch points”, possibly linked to the existing growth and housing fund in RIS1 that is already due to fund some improvements at A38 Branston Interchange. However, it should be noted that at all points in the development of the schemes required, there will be a need to seek out opportunities to bring forward private sector/other local contributions – indeed, it is likely that local contributions will be required to play a significant part in the overall funding package for any scheme put forward for national funding.

## 6.6. Create a High quality link between the A38 South of Burton to the M42 via an improved A444 (TW3)

### RATIONALE

Enhancing the route between the proposed Walton Bypass and the A444, so as to provide better east west connections between the A38 and M42. This proposed link would be between the A38 and A444, which in turn by creation of this link, provide better access to the M42. At a local level it would provide the potential to relieve congestion on the A444 (and also possibly Rosliston Road) within Stapenhill ward, by providing an alternate high quality route from east Burton to west Burton, and beyond (particularly destinations towards Birmingham) avoiding the town centre.

1. The A444 from the A5121 to M42 J11 (Measham) has been identified by Midlands Connect as a link that should be added to the DfT’s proposed Major Road Network given that it provides connectivity with a key growth area.
2. Also an upgraded route between the A38 and A444 would provide a high quality link with the A514 and A511 which provide access to the M1 northbound and Leicester.

3. At a local level it would provide the potential to relieve congestion within Stapenhill by providing an alternate high quality route to Burton.
4. It could also provide relief to the capacity constrained St Peter's Bridge, and deal with traffic impacts arising from housing and employment growth in adjacent districts that are likely to impact on traffic growth within Burton in years to come.
5. Upgrading this route would remove the need for some HGVs to pass through the centre of Burton on their way to the A38.
6. It could also improve access to employment opportunities within Swadlincote, particularly the south Derbyshire local plan allocated railhead proposed at the A444/A514 junction
7. The A514 is a purpose built single carriageway road through the industrial area of the Swadlincote, bypassing the town centre and residential areas. The planned "Regeneration Route" extension, will extend this purpose built road, bypassing Woodville, to join up with the existing Woodville bypass, which then joins, after a small stretch, with the A511 Ashby bypass and on to the A42/M42 and then towards Coalville and the M1. These improvements would work with our proposal to provide an effective link between the A38 and A42, bypassing Burton, and serving the south Derbyshire local plan allocated railhead which is also proposed at the A444/A514 junction
8. It would also provide additional resilience for the strategic road network.

## ACTION

The Strategic Highway Link between the A38 to A444 would need to be championed and delivered through a partnership involving Staffordshire County Council, East Staffordshire District Council, Derbyshire County Council and South Derbyshire District Council.

Initially a study would be required to establish the feasibility of the link, develop the strategic case and to scope the economic benefits (particularly employment land brought forward for development in the Swadlincote Regeneration Area) with respect to costs. Any study would need to ensure alignment with WebTAG appraisal guidance as funding is likely to require development of a business case for submission to DfT that meets their assurance requirements.

The business case would need to demonstrate good or high value for money as the funding options (such as Large Local Majors) are likely to be competitive. Local and/or developer contributions would also be required to provide some portion of locally derived funding. With regard to the potential railfreight facility near Castle Gresley, the scale of facility that the Strategy has, at a high level, flagged (which is significantly larger than that in the Local Plan), would be of a sufficient size to create land value such that a developer contribution towards the road would be a possibility (subject to further, detailed feasibility). At a high level, there is a demand for suitable facilities (at least 60 acres), north of the West Midlands conurbation, to serve the sub region.

## 6.7. A Light Rail Connection, initially south towards Swadlincote along the Ivanhoe Line (TW4)

### RATIONALE

Regionally, there are long term aspirations for new tram train or heavy rail options for both passenger and freight utilising the existing Ivanhoe freight line and the Worcester to Derby Main Line Railway between Stourbridge and Burton. We understand that this is currently not a priority in the short to medium term but we believe that the enhancement of public transport links is key to the town's future growth. In this strategy we are looking at the long term future of Burton upon Trent and we believe that this should be put on the agenda as a long term objective.

The aspiration for new tram train or heavy rail links would extend access to the rail network, reduce pressure on local roads and provide a tourist route through the National Forest. They could also play a regional role and enhance the potential for freight.

### ACTION

The schemes would require further studies and substantial capital investment across several local authority areas. However, they offer the potential for a high quality transport system for existing residents and could support Burton's residential and employment urban extensions in a sustainable manner.

Light rail is likely the most feasible and offers the most advantages in the long term with regard to area penetration.

1. Light Rail/Tram Train options could be considered for both passenger and freight operations utilising the existing Ivanhoe freight line and could be more deliverable/cost effective than upgrading the Ivanhoe line for just heavy rail passenger services.
2. Tram train combines the tram's flexibility and ability to penetrate urban streets, with a train's greater speed, allowing quick and easy travel from suburban stations directly into the heart of towns and cities. Tram Trains are able to share rail lines with passenger and freight train services e.g. Sheffield Tram Train pilot. In several European cities the light rail network is being used for the transportation of various goods through the city. In Dresden, the CargoTram was launched for the specific purpose of delivering car parts for Volkswagen. The tram shuttles between the logistics centre of the company to its factory over an existing light rail network used for passenger trams. We would advocate working with neighbouring authorities and the private sector to establish the case for investment in rail lines/light rail options given the cross boundary nature of the schemes and the options presented within DfT documents Connecting People: A Strategic Vision for Rail (November 2017) that states:

*"Local partners and promoters need to consider new ways of designing, financing and funding rail capacity and new lines. By involving a more diverse range of parties we want to provide more opportunities and reduce the call on taxpayers by building commercially-successful rail businesses and routes."*

*"We also want to work with the sector to use the existing railway in more effective ways, for instance by investing in digital technologies, upgrading trains or changing service patterns and timetables to use existing capacity differently"*

Two lines could be considered as noted by report by Campaign for Better Transport

- Leicester to Burton upon Trent - Re-establishing passenger services on this 30 mile stretch of line, currently used for freight, would provide 100,000 people with access to the rail network

and reduce pressure on local roads. The line would also provide a tourist route through the National Forest.

- Burton upon Trent to Stourbridge - Worcester to Derby Main Line Railway between Stourbridge and Burton. Reinstating this route would have both passenger and freight benefits. It would reduce road congestion and have the potential to make the controversial 'Brownhills Eastern Bypass' unnecessary, whilst allowing rail freight to bypass congested Birmingham and potentially remove heavy lorries off the roads.

## 6.8. Maintain and enhance Strategic Cycle Routes (TW5)

### RATIONALE

National Cycle Network Route 54 is one key element of the existing infrastructure and forms part of the West Midlands Cycle Route. The stretch between Little Eaton and Lichfield is a continuous route and in the vicinity of Burton upon Trent is mainly off road, including the area of the Branston Locks Sustainable Urban Extension

The route also provides access to the National Memorial Arboretum via a connection from Fradley. It is important to maintain Route 54 and Route 63 and the connections between and to them in the future as both are local assets that contribute to the ethos of the National Cycle Network that is to connect people and places across the UK and providing traffic-free spaces for everyone to enjoy.

***With respect to the development of the Branston Locks SUE, closure of parts of the network, even on a temporary basis, would reduce connectivity and accessibility, potentially eroding the ability to grow usage of the routes in the longer term.***

The importance of cycling is recognised within East Staffordshire with the National Forest, the Central Rivers Initiative (CRI), Jinny Trail (between Stretton, Burton upon Trent and Rolleston on Dove) and the Trent and Mersey Canal providing connectivity for local residents and tourist alike. The East Staffordshire Cycling Strategy adopted in 2015 identifies the opportunities to increase cycling within Burton given the existing infrastructure and the topography of the town is relatively flat. Numbers cycling to work are relatively high but further investment is required to enhance cycle connectivity and allow greater accessibility to work as well as leisure destinations.

### ACTION

The East Staffordshire Cycling Strategy highlights a number of areas where further enhancement and refinement of the cycling network should be considered such as the Duke Street section of Route 63 and the routes from the town centre to Shobnall and Burton Albion.

- We propose that an additional bridge for pedestrians/cyclists could be taken forward as a statement project as part of improvements proposed for Station Street/Borough Road. This would improve the connection between the two National Cycle Routes and overcome issues of trying to fit in pedestrian/cycle infrastructure on the existing bridge.
- We would also advocate reviewing the East Staffordshire Cycling Strategy in conjunction with the creation of the Staffordshire Local Cycling Walking Infrastructure Plan (LCWIP) that is currently being developed with funding for technical expertise provided by the Department for Transport.
  - The LCWIP initiatives will provide excellent opportunities for prioritising local investment on improvements and connections. The technical guidance for developing the LCWIP

illustrates the process that should be followed to develop the route network and offers tools to assist with the process.

- This should be followed in the context of Burton, utilising the information and proposals within the Cycling Strategy as a starting point. If possible, the LCWIP should seek to invest up to 15% of total transport infrastructure spending within the county in walking and cycling projects in accordance with recent Government guidance.
- The LCWIP should consider the importance of National Cycle Routes 54 and 63 and pursue the preservation and enhancement of these links and connections to them, particularly in light of the recent conclusions of the recent National Cycle Network Review Report [2].

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<sup>[2]</sup> <https://www.sustrans.org.uk/pathsforeveryone>

## 7. Phasing

An indicative phasing strategy is set out, below, presenting

- Potential “Early Wins”
- Medium Term Interventions (10 – 20 years)
- Long Term Interventions (20 years plus).

Broadly,

- “early wins” are relatively small scale (and “scalable”) interventions, and not dependent on prior interventions, “
- Medium Term Interventions, require a longer lead in time in terms of starting on site, due to their scale/cost and complexity, and / or rely on other interventions
- Long Term Interventions are generally either (or a combination of some or all these factors) very large in scale and cost, have complex potential business / planning cases, require regionally/national level co-operation, and / or rely on economic/local market confidence conditions that may depend on earlier phases of interventions

EARLY WINS (UP TO CIRCA10 YEARS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Active Travel Links	This intervention would feature an audit of the existing walking and cycling network and the proposal for upgrade and improvement of the network to ensure it is well connected throughout Burton and into the town centre.	One of the purposes of this intervention is the fact that Burton upon Trent stretches just over 2 miles from the A38 to the Washlands and that these distances are appropriate for cycling and walking if the appropriate infrastructure is in place. These interventions will link with current projects and build on the recent national review of the National Cycle Network. The strategy will need to be followed by consultation with bus providers in order to review and improve the services across the town, which would aim to encourage more residents to visit the town by public transport.	Improvements such as width of paths, lighting and surface quality are proposed, as well as the maintenance and improvement of National Cycle Routes 63 and 54 and the provision of a pedestrian/cycle bridge to improve the connectivity between the two. Improvements in cycling and walking infrastructure will assist delivering multiple environmental, health and quality of life objectives. This intervention would also include a review of bus services across the whole of Burton ensuing that each neighbourhood is well served. I think we may need to adjust the text on bus services as this is not something that the councils can control given most are commercially provided and bus operators set fares etc. They can only have an impact through tendering socially necessary/supported services and this is something that councils are pulling back from due to a lack of funding.	Easy in / Easy out Burton

EARLY WINS (UP TO CIRCA10 YEARS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Additional highway gateways	<p>This intervention will address capacity pinch points and operational efficiency working within the existing urban environment constraints, considering a range of options such as carriageway realignment, signalisation, changes to junction layouts and introduction and enhancement of intelligent traffic control measures.</p> <p>A number of 'Gateways' are identified below along with their purposes and outputs.</p> <ul style="list-style-type: none"> <li>• <u>Gateway 3: Shobnall Road junction and Gateway 4: A511 roundabout</u></li> <li>• <u>Gateway 5: A511 and Bridge Street junction and Gateway 6: A511 and Stapenhill/ Newton Road</u></li> <li>• <u>Gateway 7: A5189 / Stapenhill roundabout junction</u></li> </ul>			Easy in / Easy out Burton
Wayfinding: General	<p>This intervention includes the improvement of signposting and wayfinding, as well as improvements to the general environment and design quality of Worthington Way and connectivity from Station Street.</p>	<p>The purpose of this intervention is to enable the town centre to be accessed more easily as a result of the improved wayfinding. Currently this is poor and inconsistent in areas and requires focus on the routes to and from the transport hubs and the major attractions.</p>	<p>As a result of improvements to signposting and wayfinding, this intervention will enable the town centre to be accessed more easily, creating clearer routes in and out of the town.</p>	Easy in / Easy out Burton
Wayfinding: Washlands	<p>This intervention would be directed at improving access onto the Washlands, including clearer signposting and more visible routes.</p>	<p>This intervention will tie in with the Environment Agency Project, and will involve access from more points, e.g. from the side of Market Hall, from St Modwen's Church and from High Street.</p>		Connecting the Washlands
Car Parking	<p>The removal of on street parking between Abbey Arcade and Market Hall, between Market Place and Manor Croft, as well as the development of a car parking strategy for Burton, both on and off street.</p>	<p>This strategy could include pricing/duration controls, rationalising the amount of car parking, and introduction of parking management systems to allow more dynamic control. The strategy will need to coordinate on and off-street parking provision/controls.</p>	<p>The control of car parking through a clear and coherent strategy will encourage greater use of sustainable modes and reduce the dominance of car-based trips for the benefit of the town centre.</p>	Easy in / Easy out Burton

EARLY WINS (UP TO CIRCA 10 YEARS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Improved street environment for Station Street	This intervention would involve the extension of treatment of Station Street, with pedestrian priority up to Guild Street.	This would involve improvements of street design and environment quality to make Station Street pedestrian-priority, from Guild Street cross road up to the Railway Station.	This intervention would encourage people into the town centre by improving the route from the station, which is unappealing at present.	Connecting the Washlands
Andressey Passage: Improvement	Improvements to Andressey Passage through the activation of the buildings bounding the passage and with active frontages onto it.	Currently, the passage is full of character however feels unsafe and dirty due to the lack of an active frontage onto it. As part of this intervention, the owners of the buildings which bound the passage will need to be engaged at an early stage in the process.	Andressey Passage is a heritage asset to the town, and therefore improvements can help recreate the charm and interest, bringing the area back to life.	Connecting the Washlands
Former Coors Engineering site- Station Street	This intervention would feature the development of a mixed use scheme at the former Coors Engineering Site on Station Street.	It is proposed that this could feature a mixed use development, including residential units comprising high quality housing, starter homes and provision for older purchasers looking to downsize. 2 bedroom apartments, as well as 2/3 bed terraces and townhouses are likely to be the most successful and market facing.	This intervention would support and cater for housing demand in these sectors within central Burton, as well as offering a mixed use focus to link the scheme with the rest of the town centre.	Re-purpose the High Street
Market Hall	This intervention involves encouraging more active shopping usage and retail space, for example Market Hall being re-purposed as a Food Hall.	The Market Hall has been recently refurbished to a high standard. Introducing food traders and the concept of a Food Hall could prove very successful		A new public realm civic space

MEDIUM TERM INTERVENTIONS (10 -20 YEARS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
A38 Expressway Upgrade	This intervention features upgrading the A38 to expressway standard in order to remove bottlenecks and improve journey times and reliability.	<p>The A38 is an important route from Birmingham to Derby via Burton upon Trent, through to the M1 at Junction 28, being part of the Strategic Road Network. It therefore carries a significant number of inter-urban and freight trips. The A38 in general is seen as a major area of job creation and provides a key link to the industrial, logistics and professional services sectors in the region. At present, parts of the road lack coherence due to its piecemeal construction and has generally lacked investment. There are also safety and resilience issues which need to be addressed to maintain connectivity and sustain economic growth in light of rising traffic levels.</p> <p>There are a number of ongoing and future development and improvement schemes along the A38 which will continue to increase demand on the road, which include;</p> <ul style="list-style-type: none"> <li>- The RIS1 improvement scheme for the A38 Derby junctions.</li> <li>- The proposed Strategic Rail Freight Interchange near to the A38/A50 junction.</li> <li>- The Brookhay residential scheme, and further pressure from residential development.</li> <li>- Construction of HS2 Phase 1 will also cross the A38 which may impact traffic flows and congestion.</li> </ul>	Some of the key outputs for this intervention include improving journey times and the reliability of the A38, removing some of the existing bottlenecks. This intervention has the potential to provide an alternative for long distance trips between the Midlands and the north of England and has the potential to support the significant growth forecasted in various sectors of the East and West Midlands, Derby, Nottingham and Birmingham.	Easy in / Easy out Burton

MEDIUM TERM INTERVENTIONS (10 -20 YEARS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Gateway 1: A38 Claymills Junction	The provision of a new, simplified and standard form of grade separated junction (potentially signalised) to the north of the existing junction.	<p>This intervention is reliant on the completion of planned improvements at A38 Branston Interchange and will tie in with the A38 expressway upgrade and the Railhead intervention. The main purpose of this intervention is that the A38 currently suffers from congestion and delays at several junctions, including the Claymills Junction.</p> <p>There would be a need for Highways England to consider the full range of options. It could be the existing junction gets redeveloped or it could be replaced with another junction further north and therefore in South Derbyshire.</p>	A new junction at Claymills would assist in minimising conflicts and congestion and facilitate development opportunities to the north west and north east, such as a railhead and distribution land uses, subject to known constraints.	Easy in / Easy out Burton
Gateway 2: A38 Branston Interchange	This intervention features future proofing upgrades to the junction for the long term, potentially including further signalisation, additional highway lanes and developing the junction as a major interchange, depending on the future capacity requirements.	This intervention is reliant on the completion of the planned improvements at the A38 Branston Interchange and ties in with the A38 Expressway upgrade and the A38 Claymills junction upgrade. A scheme is currently being designed to meet the overlapping requirements of the Drakelow and Branston Lock developments, which includes widening of the carriageway and approach roads. The current scheme however only accounts for committed development demands, however there is potential for additional traffic demands in the future which could be catered for by further upgrades.	Some of the key outputs of this intervention include the future proofing of the junction, meeting the requirements of the Drakelow and Branston Lock developments and catering for future increases in traffic levels as a result of further development.	Easy in / Easy out Burton

MEDIUM TERM INTERVENTIONS (10 -20 YEARS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Mini bus Interchange and active travel hubs	This intervention will involve a Mini Bus transport interchange co-located with an active travel hub. This is proposed to be located away from New Street, with the potential to provide a further hub at the rail station.	As a minimum, it is intended that this will provide a turning facility, 2-3 bus stands and an active travel hub building providing cycle parking, lockers, cycle hire and advice and information services.	One of the key outputs of this intervention would be relieving the pressure on New Street and Union Street, removing around 10 buses per hour from both. This would also improve the feasibility of fully pedestrianising the High Street. There would also be the opportunity to improve public transport linkages to other parts of the town centre, such as the Leisure Centre and Burton Place. The active travel hub could also play a role in providing tourism information to promote Burton's tourism assets and access to the National Forest.	Easy In – Easy Out Burton / Re-stitch the High Street / Green Link
Burton Place	Reviewing the configuration and use of Burton place to open up the area and create a link between the current night time economy and the town centre retail core.	This intervention is likely to rely upon the 'Mini Bus Interchange and active travel hubs' intervention. The solution to ensure that Burton Place is opened up can be done without significant disruption or capital costs. Separate testing could take place for the partial or full redevelopment of the site.	Through opening up Burton Place, a key output will be better connectivity between the night time economy and the town centre. The review of Burton Place's form and use with regard to street activation would also create another active link to the Washlands entrance by the library.	Re-stitch the High Street
Andressey Passage: Open up passage	The acquisition of the Nationwide Building on High Street would open up a larger passage to the Washlands and create a natural passageway from the town centre. This would support and enhance the creation of a 'Green Link' that is being proposed, with potential for the passage to be designed using green architecture to bring the Washlands onto the High Street and create a superior linkage.		The buildings either side of the Washlands have strong heritage value, and therefore there is potential to create a 'feature entrance' as part of this intervention.	Connecting the Washlands

LONGER TERM INTERVENTIONS (CIRCA 20 YEARS PLUS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Strategic Highway Link A38 to A444	This intervention involves enhancing the route between the proposed Walton Bypass and the A444, providing better east to west connections between the A38 and M42.	An upgraded route between the A38 and A444 would provide a high quality link with the A514 and A511 which provide access to the M1 and Leicester. The A444 from the A5121 to M42 J11 (Meesham) has been identified by Midlands Connect as a link that should be added to the DfT's proposed Major Road Network given that it provides connectivity with a key growth area. This intervention would likely be delivered through developer contributions or competitive funding.	On a local level, this intervention would provide potential to relieve congestion within Stapenhill, as well as providing relief to the constrained St Peter's Bridge. Other outputs include being able to deal with traffic impacts arising from housing and employment growth and removing the need for some HGV's to pass through the centre of Burton. The improvement of access to employment opportunities within Swadlincote is another potential output.	Easy In, Easy Out Burton
Cultural Quarter	The creation of a cultural quarter around the National Brewing Centre and Former Magistrates Court.	This is an output which links in with the improved street environment for Station Street, the Burton Place and Wayfinding interventions and the creation of a Mini bus interchange. The proposal is to open up better connections between the town centre, Burton Place and the cinema area, as well as strengthening the connection through Guild Street and the existing clusters of heritage buildings which would result in the creation of a cultural quarter.		A new public realm civic space / Circulation, Movement, Transportation
Abbey Arcade	This intervention would involve engaging with owners regarding refurbishment and reconnecting Abbey Arcade with the High Street and the front of the Market Hall through strong links, improving the profile of the building.	The Abbey Arcade offers a high quality heritage building in the town centre. It has a strong relationship to the Market Hall behind it and equally screens the Market Hall from High Street.	Reopening and strengthening the connection between the Market Hall and Abbey Arcade can enhance the character of the town and make its heritage more visible and more attractive.	A new public realm civic space

LONGER TERM INTERVENTIONS (CIRCA 20 YEARS PLUS)				
Intervention	Overview	Technical detail/ Purpose	Key outputs	Intervention Family
Landscape Playscape	This intervention is directed at enabling the enjoyment and use of the Washlands area, even during the months when it is flooded.	This intervention is proposed to work in conjunction with the upcoming Environment Agency project to improve the flood defences of the Washlands area.	An area which provides interest and activity and attracts people to Burton. A unique selling point that only Burton can offer given its location on the Washlands.	Connecting the Washlands
Train station improvement	Upgrading the Railway Station with regards to both functionality and aesthetics.	The station is the 8th Gateway into and out of Burton, and in reality, the most important in playing a vital role for Burton's future. Currently the building lacks maintenance and has not been renovated or upgraded in years, failing to offer a high quality arrival point into Burton. The potential of the station in attracting more visitors to Burton, as well as catering for more people living in Burton and commuting to nearby cities cannot be ignored. Consultation with train operators and Network Rail needs to high on the agenda in order to implement this intervention.	This intervention would improve the functionality of the station and improve the arrival point into Burton town centre, linking with several other transport based initiatives. Improvements to the Railway Station would improve the attractiveness of the town centre to visitors, as well as residents who use the station to commute to nearby cities.	Easy In, Easy Out Burton
A new training and innovation hub	The creation of a new training and innovation hub within the town centre.	This is a visionary proposal that involves the industrial sites adjoining the railway line and station, along with a number of the 'Coors' assets fronting Station Street, in order to create a new innovation hub for Burton.	Attracting students, trainees, employers, start-ups and industry, the train station could anchor a new district to the development of skills in and around the brewing industry, supporting and enhancing the skills sectors already present in the town.	Green Link / New Public Realm Civic Space / Easy In – Easy Out Burton

## 8. Intervention Overview

This table outlines each intervention or output of the Regeneration Strategy, highlighting the interdependencies of the interventions and the drivers behind each proposal. We have also related this back to how it achieves an objective, whether directly i.e. delivering something, or indirectly, by enabling another intervention to occur. High Level Estimated Costs are presented for large capital projects.

### 7.1 Town Centre Strategy interventions

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
<b>TC1</b> ‘Green Link - Improved street environment for Station Street	Green link Easy in/ Easy out Burton	Improve Profile	In the forest  Regional Burton/ Heart of the Midlands	The extension of the pedestrianised area up to Guild Street cross road	Additional highways gateways	n/a	Early		Future High Street Fund  Business Improvement District	Improvements of street design and environment quality to make Station Street pedestrian-priority, from Guild Street cross road up to the Train Station. This would encourage people into the town centre and improve the route from the station into the town centre which is unappealing at present.  This would be linked to intentions for Gateways 3 and 4 where we recommend reducing HGV traffic.
<b>TC2</b> Wayfinding	Easy in/ Easy out Burton	Increase profile	In the Forest  By the River	Improve signposting and wayfinding, as well as general environment and design quality of highway treatment of Worthington Way, better connection from Station Street	n/a	n/a	Early	n/a	Future High Street Fund  Business Improvement District	Improved wayfinding within the town centre to enable the town centre to be accessed easily.  The current wayfinding is poor and inconsistent in areas. Focus should be put on the routes to and from transport hubs to the towns major attractions.

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
<b>TC3</b> Burton Place	Re-purpose the high street	Increase Catchment  Improve Profile	Regional Burton/ Heart of the Midlands	To review the configuration and use of Burton place to open up this area to create link between current night time economy (cinema and restaurants) and the town centre retail core.	Mini bus Interchange and active travel hubs	None	Medium	N/A	Future High Street Fund  Business Improvement District	Further work should be undertaken to identify a solution to ensure Burton Place is opened up so to connect the town centre towards the cinema and leisure area can be done without too much disruption or capital costs. A separate commission could assist in testing options for the partial and full redevelopment of the site.  Opening up Burton Place for better connection towards Cineworld and night-time entertainment.  Review of Burton Place form and use with regard to responding street elevation and street activation to the Worthington Way which would also create another active link to the Washlands entrance by the library.
<b>TC4</b> Mini bus Interchange and active travel hubs	Easy in/ Easy Out Burton  Repurpose the High Street  Green Link	Improve Catchment  Improve Profile	Regional Burton / Heart of the Midlands  In the Forest	Mini bus transport interchange co-located with an active travel hub. To be located away from New Street providing a minimum of a turning facility, 2-3 bus stands real time information and an active travel hub building to provide secure cycle parking, lockers, cycle hire,	Burton Place	Pedestrianisation of High Street	Short/Medium		Staffordshire Local Cycling Walking Infrastructure Plan  The Future High Streets Fund  Local Transport Plan	Relieve pressure on New Street (removing 10-12 buses per hour) and also on Union Street (removing 10 buses per hour)  Opportunities to improve public transport linkages to other parts of the town centre including Cineworld/Burton Place/Leisure Centre/Library  Opportunities to co-locate taxi and a new cycle hub with the new interchange (this coincides with the

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
				advice and information services. A further hub could also be provided at the rail station.						<p>ESBC Open Spaces document which recommends provision of cycle shelter in Cooper Square car park)</p> <p>Improves the feasibility of fully pedestrianising High Street.</p> <p>The active travel hub could also play a role in providing tourism information to promote Burton's tourism assets and access to the National Forest.</p>
<p><b>TC5</b></p> <p>A new training and innovation hub site</p>	Repurpose the High Street	Improve Catchment	Regional Burton/ Heart of the Midlands	Creation of new training hub within the town centre	n/a	n/a	Long	N/A	<p>Joint project with College</p> <p>Feasibility study to consider options:</p> <ul style="list-style-type: none"> <li>- Delivery partner</li> <li>- Development agreement</li> <li>- Direct delivery (land would have to be acquired)</li> </ul> <p>Future High Streets Fund</p>	<p>This is a bold and visionary proposal that sees the industrial sites adjoining the railway line and station, together with some of the Coors assets fronting Station Street, becoming a new innovation hub for Burton.</p> <p>Attracting students, trainees, employers, start-ups and industry, the train station could anchor a new district to the development of skills in and around the brewing industry, supporting the 10 skills sectors already present in the town.</p>

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
<b>TC6</b> Burton train station improvement	Easy in/ Easy Out Burton	Improve Catchment	Regional Burton/ Heart of the Midlands	Upgrading of the train station both from a cosmetic and functional aspect.	n/a	n/a	Long	N/A	Stakeholder engagement required to understand operator requirements and potential to determine whether there is a viable case for station improvements.  Engagement with Network Rail essential.	The station is the 8th Gateway and perhaps the most important in playing a vital role for Burton's "fit for the future" objective. Currently the building lacks maintenance and has not been renovated or upgraded in years. It does not offer a high quality arrival point into Burton. The potential of the station in attracting more visitors to Burton as well as cater for more people living in Burton and commuting to nearby cities cannot be undermined. Consultation with train operators and Network Rail need to high on the agenda of East Staffs Borough Council and Staffs County Council.
<b>TC7</b> Market Hall	Regional Burton/ Heart of the Midlands	A new public realm civic space	Improve Profile	Improved management to encourage more active shopping usage and retail space. Market Hall could be re-proposed as a Food Hall, celebrating food and cultures in Burton	n/a	n/a	Long	N/A	Market Halls often not self-financing, especially those that are Council operated  Identify Council objectives and risk appetite	The Market Hall has been recently refurbished to a high standard. Introducing food traders and the concept of a Food Hall could prove very successful and relatively easy. Examples of: Market House Altrincham <a href="http://www.altrinchammarket.co.uk/">http://www.altrinchammarket.co.uk/</a> Mackie Mayor in Manchester <a href="http://www.mackiemayor.co.uk/">http://www.mackiemayor.co.uk/</a> Preston Market Hall <a href="http://www.prestonguildcity.co.uk/visit/shopping/preston-markets/">http://www.prestonguildcity.co.uk/visit/shopping/preston-markets/</a> and Scarborough Market Hall <a href="https://scarboroughmarkethall.co.uk/">https://scarboroughmarkethall.co.uk/</a>

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
									Feasibility study to understand delivery options: <ul style="list-style-type: none"> <li>- Council subsidy</li> <li>- Private sector operator</li> </ul>	
<b>TC8</b> Abbey Arcade	Regional Burton/ Heart of the Midlands	A new public realm civic space  Repurpose the high street	Improve Profile	Engaging with owners for refurbishment and reconnecting strongly between High Street and the front of the Market Hall	n/a	n/a	Long	N/A	Wider initiatives aim to improve local owners' confidence and willingness to invest in their own properties	The Abbey Arcade offers a high quality heritage building in the town centre. It has a strong relationship to the Market Hall behind it and equally screens the Market Hall from High Street. Reopening and strengthening the connection between the two can enhance the character of the town and make its heritage more visible and more attractive.
<b>TC9</b> Car Parking	Easy in/ Easy Out Burton	Improve Catchment	Regional Burton / Heart of the Midlands	Removal of on street parking between Abbey Arcade and Market Hall (between Market Place and Manor Croft).  Development of a car parking strategy for Burton (on and off street).	Mini bus interchange, active travel hubs and links.	Market Place Civic Space	Short/Medium	N/A	Delivery through council policy – East Staffordshire Borough Council and Staffordshire County Council	Control of car parking via a coherent strategy will encourage greater use of sustainable modes and reduce the dominance of car based trips for the benefit of the town centre. The strategy could include pricing/duration controls, rationalising the amount of car parking and introduction of parking management systems to allow more dynamic control. The strategy needs to coordinate on and off street parking provision/controls.

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
<b>TC10</b> Cultural Quarter	Regional Burton/ Heart of the Midlands	Re purpose the high street	Improve Profile	Creation of cultural quarter around National Brewing Centre and former Magistrates' Court	n/a	Improved street environment for Station Street  Burton Place  Wayfinding  Mini bus Interchange and active travel hubs	Long	N/A	In partnership with Marstons	By opening up better connections between the town centre, Burton Place and the cinema area, and by also strengthening the connection through Guild Street, the existing clusters of heritage buildings can be the beginning of a cultural quarter
<b>TC11</b> Wayfinding: Washlands	Connecting the Washlands	Improve Profile	By the River	Improve access onto the Washlands, clear signposting and more visible routes. To tie in with the Environment Agency imminent project	Environment Agency Project	n/a	Early	N/A	Future High Street Fund  Business Improvement District	Access from more points, for example through from the side of the Market Hall. From St Modwen's Church. From High Street passed the library. This is key to increasing Burton's identity with the Washlands and creating the sense of pride in its attractions.
<b>TC12</b> Landscape playscape – access for walking, cycling, etc.	Connecting the Washlands	Improve Profile	By the River	A project and proposal to enable the enjoyment and use (walking, running etc) of the Washlands area also during the months in which it is flooded	n/a	n/a	Long	N/A	Staffordshire Local Cycling Walking Infrastructure Plan	A proposal that can work in conjunction with the imminent EA project to improve the Washlands flood defence.  Examples such as <a href="http://www.hnsland.nl/en/projects/rom-river-nijmegen">http://www.hnsland.nl/en/projects/rom-river-nijmegen</a> and <a href="http://www.landezine.com/index.php/2018/06/laasby-sea-park-by-labland/">http://www.landezine.com/index.php/2018/06/laasby-sea-park-by-labland/</a>

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
<b>TC13</b> Andressey Passage: Improvement	Connecting the Washlands	Improve Profile	By the River	Improvements through activation of the buildings bounding the passage with active frontages onto it.	n/a	n/a	Short	N/A	Future High Street Fund  Business Improvement District	The Passage is full of character and not too dissimilar to the charms of places like York. However, because there is no active frontage onto it, it currently feels unsafe and dirty.  Andressey Passage is a heritage asset to the town that can help recreate the charm and interest. Owners of buildings that bound the passage need to be engaged in this process. Windows, doors and activities need to be brought back to life to turn around the use and appearance of the Passage.
<b>TC14</b> Andressey Passage: Open up passage	Connecting the Washlands	Improve Profile	By the River	Acquisitions of buildings that bound it and demolish / remodel the access onto the Washlands.	n/a	n/a	Medium		Prudential borrowing required to acquire building  CPO case may be difficult to prove?  Contact Nationwide to understand their future requirements for the site	The acquisition of the Nationwide Building on High Street and the property to the rear would open up a larger passage to the Washlands and create a natural passage from the town centre to the Washlands. The buildings either side of the Washlands have heritage value so have the potential to create a feature entrance. This would enhance the 'green link' we are proposing and could be designed using green architecture to bring the Washlands into the High Street. <b>The Council should consider their appetite for this 'bolder' and expensive intervention.</b> We would anticipate that this intervention would likely cost in the region of £1.5m, subject to the Nationwide building being occupied on a freehold basis.

Intervention Name	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
										This figure is purely a guide however and we have not had sight of any tenancy or ownership details and have made a conservative market-based estimate of the vacant possession value of the property to be acquired. This would comprise of both the Nationwide high street property (at and the former nightclub premises to the rear (which we have been informed was previously being marketed in the order for ). Further investigation and due diligence would be required should the Council consider this option.
<b>TC15</b> Former Coors Engineering site - Station Street (4 hectare site)	Repurpose the high street	Improve catchment	Regional Burton/ Heart of the Midlands	Development of mixed use scheme	n/a	n/a	Medium	N/A	Private sector led	Mix use development with residential units. High quality housing - starter homes as well as older buyers who want to downsize. Market offer for large 2 bed apartments, 2 and 3 bed terraces and townhouses

## 7.2 High Level Strategy Interventions

Intervention	Intervention Family	Objective Addressed	TOPIC AREA	Intervention Description	Intervention is dependent upon:	Dependent Interventions (rely on this intervention)	Phasing (Early/Mid/Long Term)	Estimated Cost	Delivery Mechanism	Business Case Driver
TW1 A38 Expressway Upgrade	Easy in/ Easy Out Burton	Improve Catchment  Improve Profile	Regional Burton / Heart of the Midlands	Upgrading of the A38 to expressway standard to remove bottlenecks, improve journey times and reliability.	N/A	A38 Claymills  A38 Branston Interchange	Medium	N/A	Road Investment Strategy  Midlands Connect	<p>The A38 is an important route from Birmingham to Derby via Burton upon Trent, through to the M1 at junction 28. It is part of the Strategic Road Network (SRN) and as such carries a significant number of inter-urban car trips and a large number of freight trips when compared to local authority maintained routes. It has the potential to provide an alternative for long distance trips between the Midlands and the north of England which may currently route via the M42 / A42 / M1.</p> <p>The A38 is seen as a major area of opportunity for job creation, both within East Staffordshire, Lichfield and Derby Districts. It provides a key strategic highway link between the East and West Midlands professional services and logistics sectors in Nottingham, Derby and Birmingham that are forecast to seeing significant growth.</p> <p>The RIS1 improvements scheme for the A38 Derby junctions, just north of the route, may attract additional traffic onto the A38 route.</p> <p>There are ongoing and future development pressures along the A38 that will increase demand on the A38 e.g.</p> <ul style="list-style-type: none"> <li>Proposed Strategic Rail Freight Interchange (SRFI) near to A38/A50 junction would increase pressure on the A38.</li> <li>Brookhay residential scheme.</li> <li>Further pressure for residential development due to Birmingham housing requirements.</li> </ul> <p>Construction of HS2 Phase 1 will cross the A38 and this may have</p>

										major impacts such as increasing traffic flows and congestion on the A38.
<b>TW2</b>  Developing the A38 Business Case	Easy in/ Easy Out Burton	Improve Catchment  Improve Profile	Regional Burton / Heart of the Midlands	To make the case for investment on the A38 by outlining policy alignment and the issues in order to raise its profile, potentially with other local authority partners along the A38 corridor	N/A	A38 Claymills  A38 Branston Interchange	Medium	N/A	Road Investment Strategy RIS2/ Midlands Connect/ Highways England/ RIS1 funding extension?	To set out the strategic context for the corridor, verify the need for intervention, identify potential key components or projects – this would then facilitate production of subsequent business cases for investment.
<b>TW3</b>  Strategic Highway Link A38 to A444	Easy in/ Easy Out Burton	Improve Catchment  Improve Profile	Regional Burton / Heart of the Midlands	Enhancing the route between the proposed Walton Bypass and the A444, so as to provide better east west connections between the A38 and M42.	n/a	n/a	Long		Competitive funding for large transport schemes e.g. Large Local Majors, Local Growth Fund, National Productivity Investment Fund	<p>The A444 from the A5121 to M42 J11 (Measham) has been identified by Midlands Connect as a link that should be added to the DfT's proposed Major Road Network given that it provides connectivity with a key growth area.</p> <p>An upgraded route between the A38 and A444 would provide a high quality link with the A514 and A511 which provide access to the M1 and Leicester.</p> <p>At a local level it would provide the potential to relieve congestion within Stapenhill by providing an alternate high quality route to Burton.</p> <p>It could also provide relief to the capacity constrained St Peter's Bridge, and deal with traffic impacts arising from housing and employment growth in adjacent districts that are likely to impact on</p>

										<p>traffic growth within Burton in years to come.</p> <p>Upgrading this route would remove the need for some HGVs to pass through the centre of Burton on their way to the A38. It could also improve access to employment opportunities within Swadlincote, particularly the south Derbyshire local plan allocated railhead proposed at the A444/A514 junction</p> <p>It would also provide additional resilience for the strategic road network.</p>
<p><b>TW4</b></p> <p>Rail/Light Rail</p>	<p>Easy in/ Easy Out Burton</p>	<p>Improve Catchment</p>	<p>Regional Burton / Heart of the Midlands</p>	<p>Continue to work with Midlands Connect and West Midlands Rail Executive to bring forward the aspirations for additional Burton services post 2034 making use of capacity released through investment in the Midlands Rail Hub and HS2. This includes Burton upon Trent to Birmingham new services and also hourly calls for long-distance services at Burton upon Trent and Tamworth.</p> <p>Long term aspiration for new tram train or heavy rail options for both</p>			<p>Long</p>	<p>N/A</p>	<p>Work with Midlands Connect, West Midlands Rail Executive and neighbouring authorities and the private sector to establish if there is any the case for investment in rail lines/light rail/tram train options.</p>	<p>The aspiration for new tram train or heavy rail links would extend access to the rail network, reduce pressure on local roads and provide a tourist route through the National Forest. They could also play a regional role and enhance the potential for freight.</p> <p>The schemes would require further studies and substantial capital investment across several local authority areas. However, they offer the potential for a high quality transport system for existing residents and could support Burton's residential and employment urban extensions in a sustainable manner.</p>

				passenger and freight utilising the existing Ivanhoe freight line and the Worcester to Derby Main Line Railway between Stourbridge and Burton.						
<b>TW5</b> Maintain and enhance Strategic Cycle Routes	Easy in/ Easy Out Burton Green Link	Improve Catchment	In the Forest By the River	Audit of existing walking and cycling network. Proposal for upgrade and improvement of the network ensuring it is well connected throughout Burton and into the town centre. Inclusion of improvements such as width of paths, lighting and surface quality.  To include the maintenance and improvement of National Cycle Routes 63 and 54 and provision of bridge for pedestrians/cyclists as a statement to improve the connection between the two National Cycle Routes and overcome issues of trying to fit in pedestrian/cycle infrastructure on			Short	N/A	Staffordshire Local Cycling Walking Infrastructure Plan	Burton upon Trent stretches just over 2 miles from the A38 to the Washlands. These distances are appropriate for cycling and walking if the appropriate infrastructure is in place. Improvements in cycling and walking infrastructure will assist delivering multiple environmental, health and quality of life objectives.  These interventions will tie in with current projects and work by local community and local members both Borough and Parish Councils. Sustrans can be engaged to assist with the design of a fit-for-the-future cycling Burton. <a href="https://www.sustrans.org.uk/our-services/our-expertise/route-design/sustrans-design-guidance">https://www.sustrans.org.uk/our-services/our-expertise/route-design/sustrans-design-guidance</a> building on their recent national review of the National Cycle Network.

Gateway Interventions										
				Borough Road (over the rail line).						
Gateway 1: A38 Claymills Junction	Easy in/ Easy Out Burton	Improve Catchment  Improve Profile	Regional Burton / Heart of the Midlands	Provision of a new, simplified and standard form of grade separated junction (potentially signalised) to the north of the existing junction	Completion of planned improvements at A38 Branston Interchange to be delivered through the HE Growth and Housing Fund.	A38 Expressway Upgrade  Railhead	Medium		Road Investment Strategy  Midlands Connect	A38 suffers congestion and associated delays at several junctions.  A new junction at Claymills would assist in minimising conflicts and congestion and facilitate development opportunities to the north west and north east such as a railhead and distribution land uses, subject to known constraints.
Gateway 2: A38 Branston Interchange	Easy in/ Easy Out Burton	Improve Catchment  Improve Profile	Regional Burton / Heart of the Midlands	Future proofing agreed junction upgrades for the long longer term. Options could include further signalisation, additional highway entry lane /circulatory capacity, additional dedicated left/right turn lanes or development as a major interchange depending on future capacity requirements associated with any forthcoming development proposals.	Completion of planned improvements at A38 Branston Interchange to be delivered through the HE Growth and Housing Fund.	A38 Expressway Upgrade  A38 Claymills Junction Upgrade	Medium		Road Investment Strategy  Midlands Connect	A scheme is currently being designed to meet the overlapping requirements of the Drakelow and Branston Lock developments. It is expected that this scheme once agreed will be delivered through the HE Growth and Housing Fund. The scheme includes widening of the circulatory carriageway and approach roads. The developers / county council have been asked to value engineer the scheme to a more acceptable cost.  The scheme only accounts for committed development demands but there is the potential for additional traffic demands in the future that could be catered for through further upgrades or passive provision within the existing design.

<p>Additional highway gateways- gateways identified below:</p>	<p>Easy in/ Easy Out Burton</p>	<p>Improve Catchment  Improve Profile</p>	<p>Regional Burton / Heart of the Midlands  In the Forest  By the River</p>	<p>Address capacity pinch points and operational efficiency working within the existing urban environment constraints.  Make improvements for active modes e.g. crossing points, public realm and green infrastructure to enhance the gateways.  Schemes should consider a range of options including carriageway realignment, signalisation, changes to junction layout and introduction or enhancement of intelligent traffic control measures to make best use of the available capacity and provide road space for the prioritisation of active modes/buses.</p>	<p>n/a</p>	<p>n/a</p>	<p>Short</p>		<p>Developer Contributions  Local Transport Plan Funds  National Productivity Investment Fund</p>	<p>To improve gateways into Burton for active modes, and buses, balancing the needs of private vehicles and wider connectivity requirements.</p>
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Gateway Interventions										
<p>Gateway 3: Shobnall Road junction and Gateway 4: A511 roundabout</p> <p>A5121</p>				<p>Make improvements for active modes e.g. crossing points, public realm and green infrastructure to enhance the gateways.</p>						
<p>Gateway 5: A511 and Bridge Street junction and</p> <p>1. Review and proposal for new, high quality and engaging Wayfinding</p> <p>2. Review and improvement of highway design to ensure better environment for walking and cycling</p>				<p>Currently this is a busy, noisy and underwhelming arrival point into the town centre from the east edge of Burton. Dual carriage ways on the bridge puts emphasis and priority on traffic and higher speed.</p>						
<p>Gateway 6: A511 and Stapenhill/ Newton Road</p> <p>1. Review and improvement of highway design to ensure better environment for walking and cycling</p> <p>2. Review and proposal for new,</p>				<p>Currently this is a busy, noisy and underwhelming key node on the north east of the town. Dual carriage ways on the bridge and multiple lanes junction put emphasis and priority on traffic and higher speed.</p>						

<i>high quality and engaging Wayfinding</i>										
<p><i>Gateway 7: A5189 / Stapenhill roundabout junction</i></p> <p><i>1. Review and improvement of highway design to ensure better environment for walking and cycling</i></p> <p><i>2. Review and proposal for new, high quality and engaging Wayfinding</i></p>				<p><i>Currently this is a busy, noisy and underwhelming key node on the south east of the town. The roundabout scale is out of proportion with the scale of the town and residential area. Lack of appropriate safe crossing for both pedestrians and cyclists. Some improvements to the latter advice should happen in the immediate future.</i></p>						

## Appendices

## Stage One Report- Baseline findings

# Stage One Report- Burton Town Regeneration Strategy

Prepared for

**For East Staffordshire  
Borough Council and  
Staffordshire County Council**

3<sup>rd</sup> September 2018

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# 1. Introduction

East Staffordshire Borough Council (ESBC) and Staffordshire County Council (SCC) are working in partnership to consider options for the improvement and future proofing of the town of Burton upon Trent; both as a place for people to live and work, and a centre for people to visit and shop to create a “Better, Brighter Burton in the future”.

As such SBC and SCC have commissioned a study team comprising URBED (urban design and masterplanning) Cushman & Wakefield (Market and Development), and Fore (transport), to develop a future vision for Burton upon Trent.

The first stage of this Study is to understand the current function of the town, it’s strengths and weaknesses, underlying threats to its future prosperity, identifying potential opportunities to be exploited in order to address weaknesses, and the challenges of implementing such actions.

The process of coming to such an understanding or “Diagnosis” is a gradual one:

- First, walking about the town with the Projects Officer, and recording our observations, impressions, and experiences,
- Second, a wider environmental, cultural and socio-economic consideration of Burton, including the town’s current retail offer, its catchment, and its urban structure - roads, building form and open space.
- Third, a market benchmarking review of the town, to put the town in a wider perspective and understanding how Burton is performing in comparison to similar towns.
- Fourth, an initial consideration of the actions of a number of other towns taken in response to similar issues effecting Burton
- Fifth, drawing on the above stages, an initial assessment of the town against the four key markers of Attractions, Amenity, Access and Action
- Sixth, a “listening event” to gather the perceptions and ambitions of elected members of East Staffordshire District Council regarding the town,

Finally, for this stage, drawing together all the above, we tentatively set out our diagnosis of the town with a view to guiding the development of options for the next stage of the Study.

## 2. Initial Town Walkabout

After the first Inception Meeting, which was held on Friday the 8<sup>th</sup> of June, the project team commenced the commission by arranging and attending a site visit and walkabout to learn and understand Burton as a town. A walkabout is a powerful and successful urban design tool that enables consultants to quickly draw observations and learning about the make-up of the town, which complements knowledge gathered through desktop research. The walkabout also enabled initial mapping and recording of the key town's characters as well as constraints of the town.

The walkabout allows specific issues, opportunities and priorities to be raised whilst walking in a specific site context, using local knowledge to inform the participants' understanding of the town. It will inform and be informed by the various aspects and areas of the town and town centre that were initially discussed during the inception meeting. It is also an opportunity to begin to see the town centre differently and think openly about options and initial approaches.

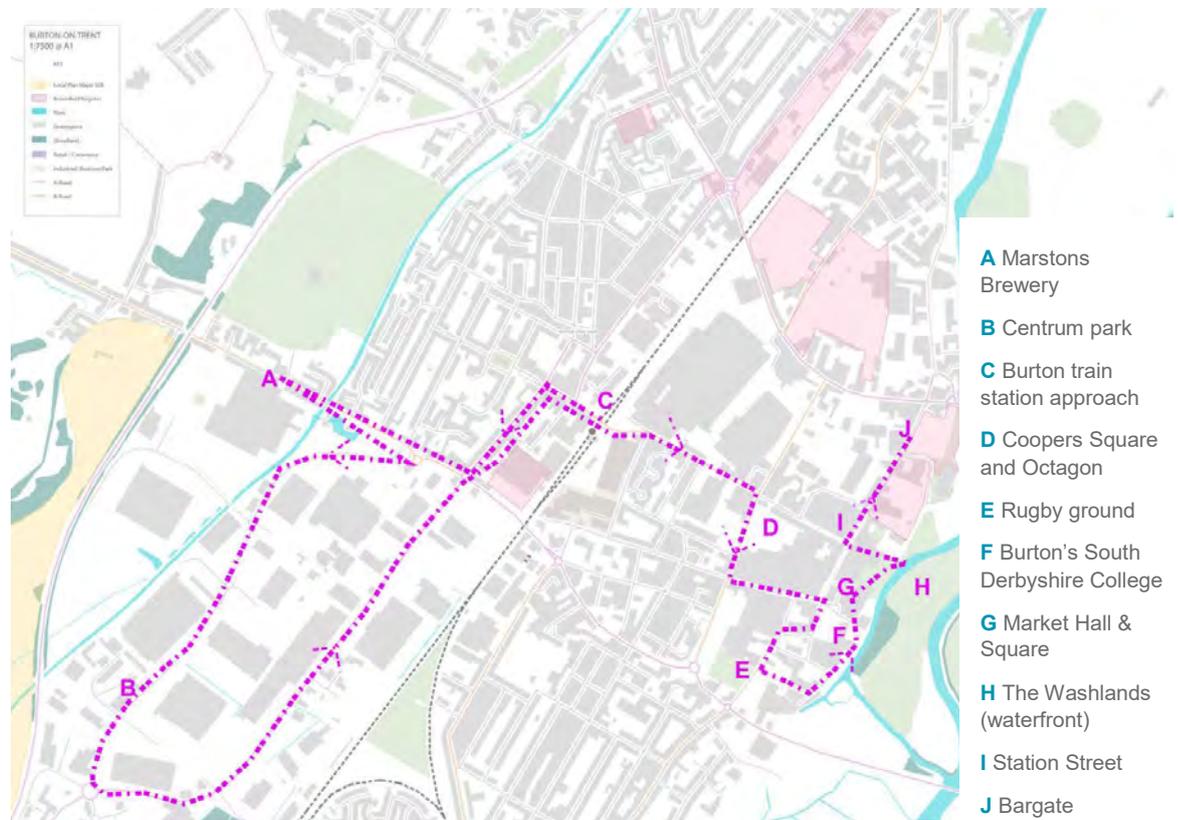
A site visit walkabout covers generally aspects such as: public realm; movement, parking and servicing; environment and open space; heritage and distinctiveness; building and development; as well as the core commercial (e.g. retail) "offer".

The project team spent the day accompanied by Simon Humble of ESBC as local guide, able to offer insights into the current and future development of the town, as well as its past projects and development history of Burton.

The team met Simon at Burton train station forecourt and proceeded to spend the day together exploring the town. Key stops that were included in the walkabout (and indicated on the map below) were:

- A. Marstons Brewery
- B. Centrum park
- C. Burton train station approach
- D. Coopers Square and Octagon
- E. Rugby ground
- F. Burton's South Derbyshire College
- G. Market Hall & Square
- H. The Washlands (waterfront)
- I. Station Street
- J. Bargate

Below is a map showing the route taken.



We have presented our observations, below, thematically:

- Land Use and Land/Building Development
- Heritage & Distinctiveness
- Public Realm
- Environment & Open Space
- Transport & Movement
- Parking & Servicing
- Retail Offer

### Land Use and Land/ Building Development

- We saw the character of the breweries in the town, Marston's Brewery [A]– one Burton town older brewery, on the west of the town
- Marston's Brewery bounded to the west by the A34, to the east by the canal.
- Main area is taken up by Centrum and Marston Brewery occupies a small site within this commercial land area
- We saw a challenge for the town in the new housing proposed which is located on the opposite side of the town to the main roads around Burton – such as the Branston Locks development. It will face physical barriers to connect with the town centre. Requirement for creating walking and cycling high-quality connections to encourage new residents to come and use the town centre
- An opportunity was seen in the Peel Croft rugby club [E] which has previously been discussed for development. Closer to the residential area over the roundabout and with

connection to the town centre, this may offer a good site for a small residential development which can help re-populate the town centre

- We also saw an opportunity in that we only saw a few residential units within the town centre. Given well location of train station and connection to nearby town and cities (Birmingham only 30 minutes journey), bringing back high-quality housing, including apartments, seems to be suited to Burton



Fig 1- Peel Croft Rugby Club



Fig 2- Marston's Brewery Station Street

## Heritage and Distinctiveness

- Shobnall residential area – heritage and townscape character thanks to original Marston’s Brewery site and buildings. We see this as a strength for the town.
- Burton is steeped in heritage; many buildings provide historical clues. However, it is not evident nor celebrated. Some interpretation signs scattered around the town centre give some information with regard to the history of the town, but these are not clearly located and can be difficult to spot, making it easy for locals and visitors to walk past them. We see this as a current weakness but also, a potential opportunity.
- An opportunity was seen in the Heritage and historical buildings along Station Street, which although currently show evidence of neglect, with some shops being empty; it is the main route into the town centre however it lacks character, love and attention. It does offer great potential as heritage fabric is still mainly intact.
- Brewhouse Art Centre could be a big opportunity for the town – an asset to the town but not well signposted and not located on the main footfall.
- A key strength that we saw surrounded High Street, New Street and Lichfield Street which offers a stronger heritage character, where the historical urban fabric of the town is more evident and has been retained better. This offers a strong character to this part of the town centre and a more pleasant urban environment, with a stronger identity.



Fig 3- Heritage Character



Fig 4- Historic Burton



Fig 5- Heritage buildings on Station Street



Fig 6- Marston Brewery- Brewing industry evident



Fig 7- Market Hall, Burton Heritage



Fig 8- Market Square Heritage Buildings

### Public Realm

- We identified a weakness that the town has a lack of clearly defined public realm as civic spaces
- The area outside the Market Hall (the Market square) offers great potential for a high-quality public realm space. This could be an opportunity for the Town.
- Another opportunity are the Memorial Gardens outside Burton and South Derbyshire College, this offers potential to strengthen the public realm offer within the town centre
- We saw an underwhelming public realm (difficult to define it as public realm) in the Washland and waterfront area. Better connections can be made within different areas along the waterfront, linking also the Library and the Leisure Centre, this is a challenge for the town.
- Opportunities to strengthen the public realm of Station Street. Currently area dedicated to the pedestrianisation of Station Street seems too limited.



Fig 9- Looking out from Market Hall to exterior parking area

### Environment and open space

- Shobnall Leisure Green Open space – park and play facilities for children, young people and families. Also good provision of sport fields, this area is a strength of the town.
- Another strength we identified was the Canal and marina in the Shobnall area, this is an environmental asset as well as a heritage asset. Easy access to the towpath should be welcomed
- Peel Croft rugby club – This site has been earmarked for development. It does offer a small area of green within a well-developed area, which lacks green. This is an opportunity for the town.



Fig 10- Washlands are located in close proximity to Town Centre



Fig 11- Shobnall Leisure Open Green Space

### Transport/ Movement

- Wayfinding is poor throughout the town which we identified as a weakness. Lack of signage when exiting the train station, difficult to understand – if you are a visitor – where the town centre may be, as well as other key landmarks such as the Town Hall. Existing signs are of poor quality or not accurate.
- New Street seems to be the main area for bus services, with a number of bus stops. Well used by pedestrians, connection between two main shopping centres
- High Street and Litchfield Street feel calmer in terms of traffic. Traffic flow is slower, no lorries or HGVs movement as per Station Street (closer to the access to the Coors Breweries). Better relationship between density and height of buildings to the width of the road.
- Proposed plans for improvement of the train station forecourt and road in front, to ease traffic congestion when bus stops, however unclear how these works can improve connectivity of the train station towards the town centre, we perceive this as a challenge for the town.
- Good connection for walking and cycling from Burton Town Centre and Stapenhill (over the Washlands) but quality of these connections and routes is quite poor. If improved, it could encourage more residents from the east to come into the town centre, this is an opportunity for the town.

### Parking and Servicing

- Fleet Street car parking is owned by the District Council, which we see as a strength.
- Another strength is the high offer of car parking in close proximity to the town centre, whether it is provided as part of the shopping areas (Sainsbury's; Cooper Square; The Octagon; Peel Croft etc), not only ground car parking but also parking provided on the roof of the main shopping centres



### **Retail offer**

- Cooper Shopping Centre appeared well used on a Wednesday (day of the visit) and fully occupied with very few empty units, which looked like they were being refurbished ready for a new store. This strong retail centre is a strength.
- Peel Croft commercial area seems to offer a mid-size development scale, between the examples of Cooper Square and Centrum. Its close proximity to the town centre, just around the corner from High Street and Lichfield Street, its scale and proportions are dissonant to the heritage character of the original urban fabric, it adds to the town centre area feeling disconnected and alienated from the rest of Burton
- Few smaller unit shops along Station Street, main concentration within the pedestrianised area
- A few numbers of charity shops and generic brands within the pedestrianised area of Station Street, we identify this as a weakness given the lack of strong brands in this area.
- However, the stronger presence of independent shops along High Street is a strength for the town.

## Summary

Our initial perceptions/ findings from our walkabout were positive, many in the study group commented on how many opportunities were identified. Through our observations in this section, we have identified our perception of the Strengths, Weaknesses, Opportunities and Challenges for the town, these are summarised below:

### *Strengths:*

The Towns strengths are seen to be in its Heritage and Character and its provision of Green space in the Washlands, Canals and Marina and the large Shobnall Leisure Green open space and sports fields. In addition, its provision of town centre parking is excellent and it has a strong and busy retail core as well a good presence of independent retailers along High Street.

### *Weaknesses:*

We found that although some work is done to educate on the heritage and history of Burton, it is not always celebrated or evident enough. We found that there was a lack of defined public realm and that the wayfinding was poor throughout the town especially around the train station, given its position away from the town centre. The retail centres (Coopers Square and Octagon) are attracting the high street brand names but the high street and station street house mainly charity shops and generic brands, it is not very exciting, more functional.

### *Challenges:*

The new housing which is proposed on the north of the town centre (i.e. Branston locks) provides a challenge on how easy it is for these new developments to access the town. We don't want to lose them to neighbouring areas because it is easier to get there. The Washlands and Waterfront area are underwhelming at present, how do we make the most of this fantastic asset. There is no bus station which makes the town centre busy with waiting buses, especially new street and high street. Also, the breweries provide a challenge as the use of HGV's has an impact on the town as there are high volumes evidenced which can detract from the amenity of a place.

### *Opportunities:*

We found many opportunities such as the current lack of residential in the town centre and the potential to enhance the good train links to nearby towns and cities such as Derby and Birmingham, we see an opportunity for high quality housing which would seem to be suited to Burton. The walking and cycling routes are in place from Stapenhill into the town centre and appear well used but are of poor quality, is there an opportunity to enhance this connectivity? Burtons character and heritage offers great potential, for example on Station Street, the route from the station to the town centre, the heritage fabric is in most places intact but not always of good quality or repair. There is also an opportunity to enhance the public realm, the Market Hall, Market Square, Station Street and the Washlands, these all provide an opportunity for the Town.

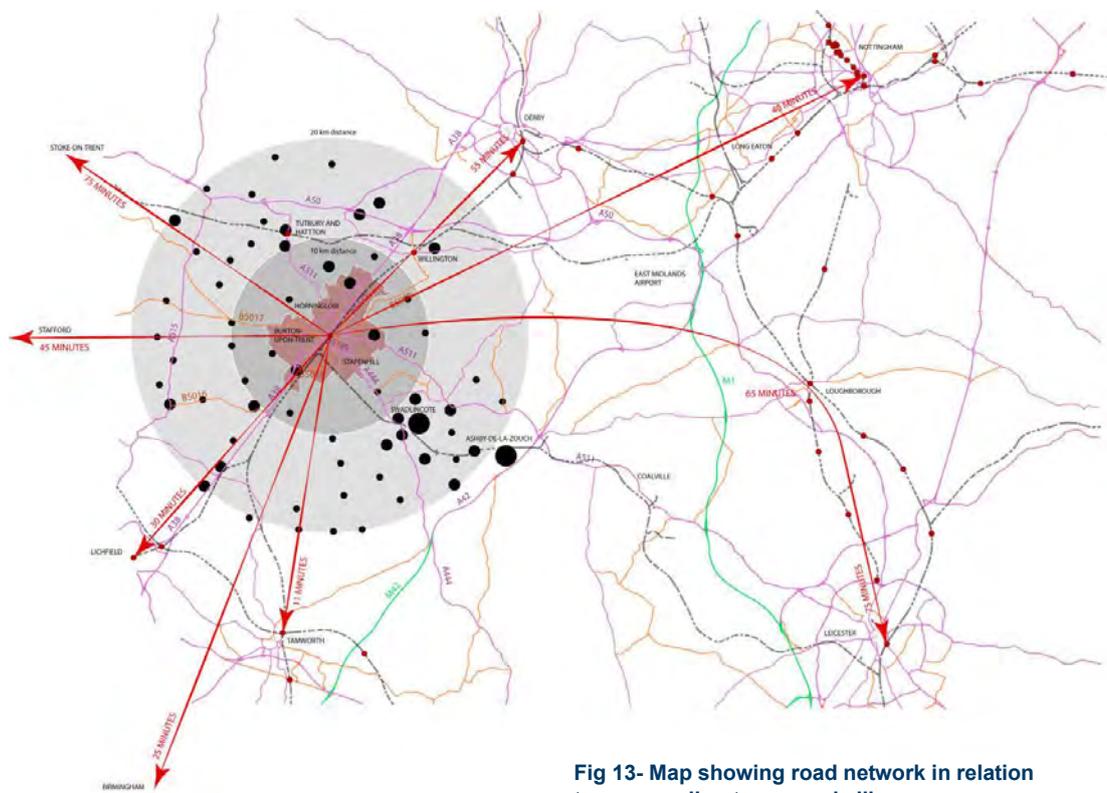
## 2.1 Site Context (Hard & Soft analysis)

### A Strategic Location

Burton-on-Trent is a town rooted in history, going back to the 600s AD. Its location, on the River Trent in East Staffordshire, is approximately 20km from Derby, 27km from Lichfield and 55km from Birmingham. It is situated along the A38 (T) which links the town to Birmingham and the M6 Toll Road to the south and Derby to the north.

The A38 offers key access to both deliveries and distribution nationally for the remaining local breweries (mainly Molson Coors and Marston's Breweries). Burton is an important employment hub that boasts major employers including Pirelli, Molson Coors and Unilever, with a growing distribution/ warehousing sector.

However, one of its key assets when considering a sustainable future vision for the Burton, is its railway station and key connections with Derby, Nottingham, London and the North as well as Tamworth, Birmingham and the South. Derby is an hour away, Birmingham 30 minutes away on the CrossCountry services and Nottingham only 40 minutes. Birmingham especially provides easy and convenient connections to the rest of the country. The railway services offer strong opportunities for Burton to both connect out towards major other towns and cities, but also to attract more visitors. With 30 minutes connections into Birmingham especially, Burton has the opportunity to strengthen its railway services and become an attractive town for new residents to make it their home.



**Fig 13- Map showing road network in relation to surrounding towns and villages**

Census information suggests that at present, Burton has a relatively tight catchment area with a high proportion of short work trips and also a high proportion of commuter trips by car from surrounding towns and villages. Only 4% of work journeys in the borough are by Bus and less than 1% are by train. The train station has good cross country connections but the station is small (the majority having been demolished in the 1970's) and offers little in the way of amenity. Walking and cycling levels are above the national average potentially because of the significant improvements that have been made to the walking and cycling network in recent years.

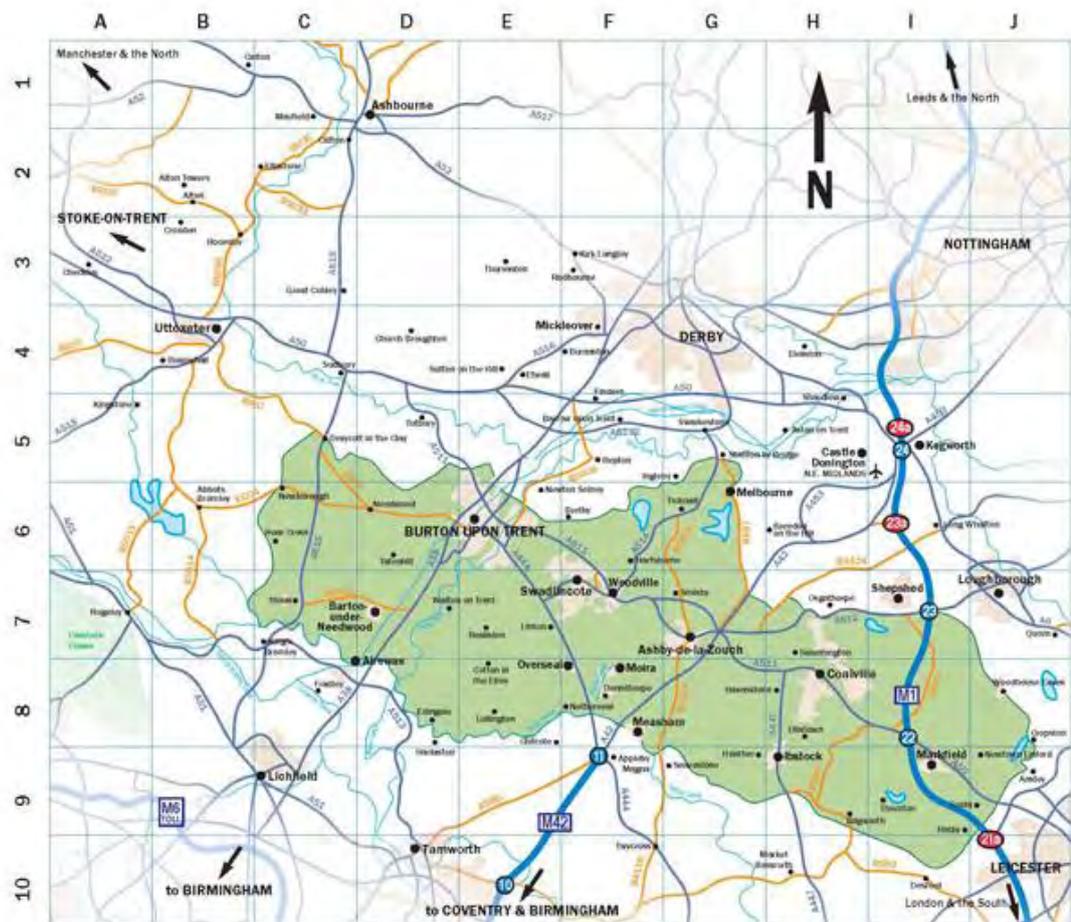


Fig 14- Context of National Forest

Burton-on-Trent is also located within The National Forest and has been nominated its capital. The National Forest stretches over 200 square miles across the Midlands, covering parts of Derbyshire, Leicestershire and Staffordshire. This opportunity offers great potential for Burton to rediscover its connections to green infrastructure and green corridors surrounding the town, such as The Washlands, but also the opportunity to create an enhanced identity, alongside its heritage and strong brewery character. The relatively young establishment of The National Forest can provide a strong catalyst for Burton to enhance and establish itself as a sustainable and visionary town embracing the challenge posed by Climate Change and positive ways to respond to it.

## History & Heritage

Burton has an illustrious history, going back to the 600s AD towards the end of the Roman times, right through Viking invasions from the North and with the Burton Abbey mentioned in the Domesday Book of 1086. The Market in Burton has had royal approval through a market charter dating back to 1200, a Thursday market has been held in the town for the past 800 years and more.



*Figure 5. The 'Allsopp panorama' of Burton-upon-Trent from the Licensed Victuallers' Gazette of 7 June 1873; view looking east with Midland Railway station and main line at bottom, Allsopp New Brewery dominant, Allsopp Old Brewery in background and not one Bass building in sight! (image courtesy of The National Brewery Centre).*

However, Burton is more renowned for its brewery history and heritage, which grew over few hundred years and still makes up a strong element of its economy. Brewery in Burton goes back to the 1200s, when the Burton Abbey used to brew its beers for monks and pilgrims. By the 1600s there were 46 breweries recorded in Burton, and since the early 1700s the ability to replicate the London pale ale but with the added advantages of the water's qualities (the famous Burton's Water) offered the town the opportunity to grow, expand and find richness through brewing. Canals were built to open transport to Hull and its port especially, to enable export of the beers throughout the British Empire.

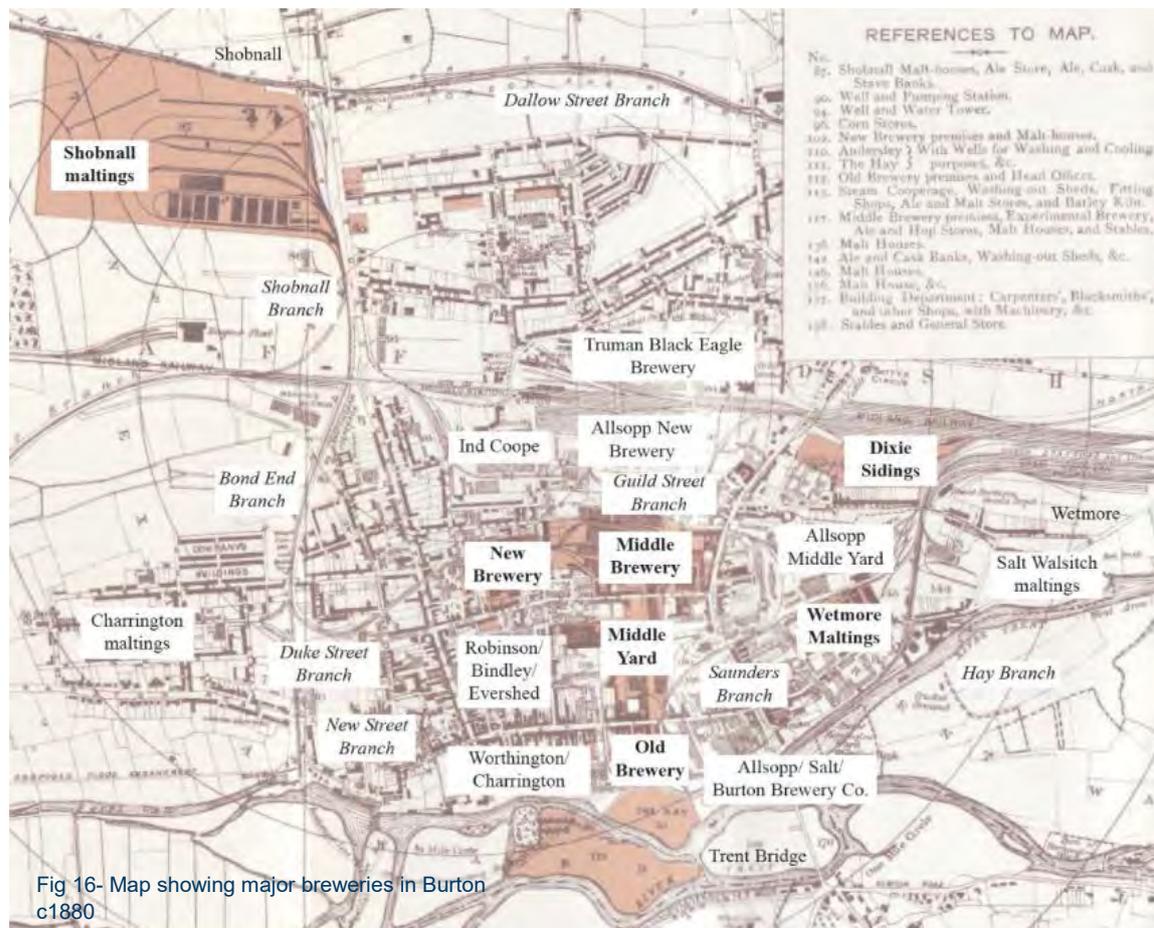
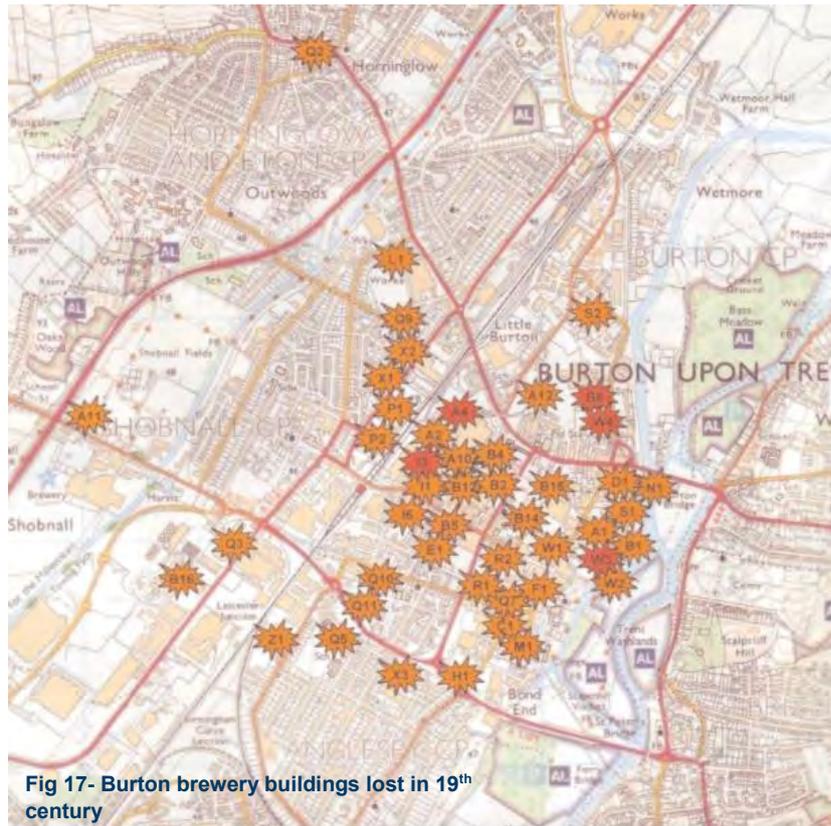


Fig 16- Map showing major breweries in Burton c1880

Figure 7. Map of Burton-upon-Trent c.1880 showing the extent of major brewery development and the industrial railway system (Bass premises in bold) (from an original survey map by J.A. Mason as reproduced in the Bass & Co. publication A Glass of Pale Ale; courtesy of C. Marchbanks).

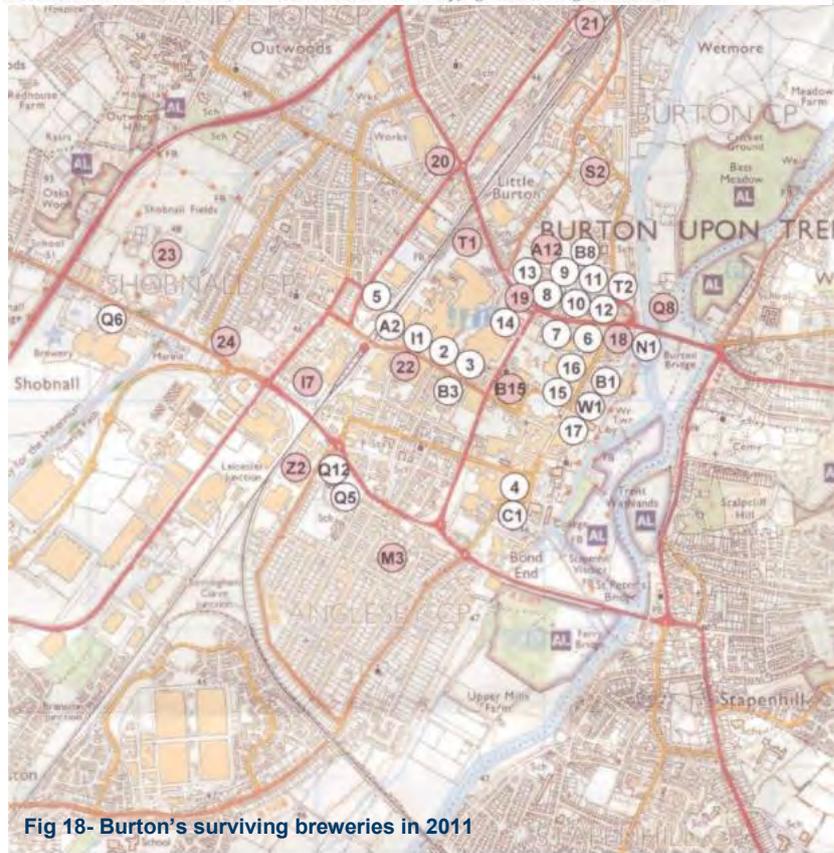
When searching for history on Burton-on-Trent in both desktop and online searches, “The World’s Most Important Beer Town” features top of many findings. “Burtonization” for example is a clear illustration of a unique character for Burton. The Burton water is unique and is the reason behind the rise to fame and export of Burton’s brewed beers. By the late 19th century, chemists had figured out how to add these chemicals to whatever local water they had, a process now known as “Burtonization” and very common in the industry. However, most experts agree that nothing can quite replicate the uniqueness of the Burton water. Despite all this unique history, when visiting the town this rich character and heritage are hard to appreciate. The large-scale brewery sites that have shaped the town nowadays offer little insight into this illustrious history, and the few interpretation signs dotted around the town are minimal and rather timid.

Through a mix of townscape, historical mapping as well as current highway infrastructure analysis, it is clear to understand how the brewery history especially of has shaped the town and continues to do so today. Because of this, Burton appears as having lost a strong direction in making its history a strong part of the town’s identity. A visionary strategy for the town is to rekindle this relationship and build on this as a way to positively enhance the existing heritage richness. The brewery history is a strong component of Burton’s identity.



**Fig 17- Burton brewery buildings lost in 19<sup>th</sup> century**

Figure A1.1. Brewery building losses in Burton to 1984; demolished buildings are highlighted in light grey (orange online) and those destroyed as a result of fire are shown in dark grey (red online - A4, B8, I3, W3 & W4) (Ordnance Survey Explorer™ map 245, 1:25,000 scale or 4 cm to 1 km; 2.5 inches to 1 mile, © Crown copyright 2004, All rights reserved).



**Fig 18- Burton's surviving breweries in 2011**

Figure A2.1. Burton's surviving brewing heritage in 2011; unlisted buildings are highlighted in grey (pink online) (Ordnance Survey Explorer™ map 245, 1:25,000 scale or 4 cm to 1 km; 2.5 inches to 1 mile, © Crown copyright 2004, All rights reserved).

### Burton Today

Burton today is a sizeable town with a population of over 72,000 residents. Across the town's area its population density stands at 35.2 residents per hectare. It welcomes a number of communities made up of different ethnic and cultural groups, it offers a welcoming environment, and this is reflected into a strong community cohesion.

81% of the people of Burton feel they are in good and very good health.

### Age

Burton has a strong working population that makes up 65% of the town's residents. The median age at 38 reflects this. The working population and dependent children (below 18 years old) make up in fact 85% of the town's population. This is higher than the UK average at 82%.

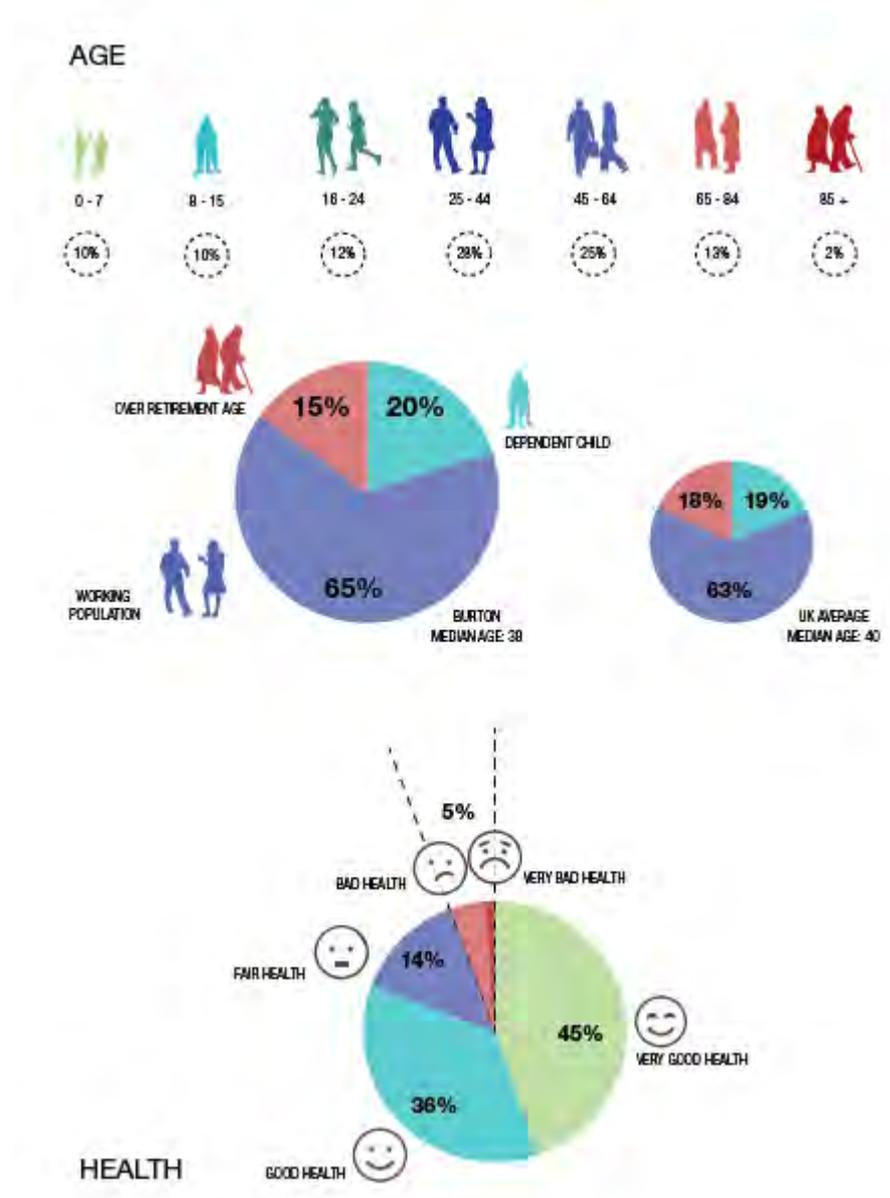


Fig 19- Age and health information for Burton Town

## Employment

The population statistics with regard to education show approximately 25% of residents have very little qualifications, while 20% of the population holds Level 4 qualification. The majority of the population, 50%, holds Level 1, 2 and 3 qualifications. This seems to reflect initial research findings that have illustrated Burton holds a workforce of lower-skill level jobs, in fact Census data tells us this to around 59% (from residents who have only elementary skills, though to Care and Leisure and up to Skilled trades). Residents with Administrative Roles, Professional and up to Managing positions make up 41% of the population.



Fig 20- Employment data Burton vs national average

Burton also shows a slightly above UK average unemployment, with 4.6% (versus UK average 4.2%) of residents being unemployed. However, this is a minor difference to the national average.

The ONS data with regard to employment seem to reflect the District and County's aspirations to create a Burton fit for the future, that can support and attract higher skilled jobs.

## Housing

With regard to housing, Burton does not have a great offer with regard to apartments, offering this smaller units, often favoured by younger residents. Most of the housing make up for Burton is detached (24%); semi-detached (30%) and terraced (30%). Apartments only make up 15% of Burton housing provision. This may be a potential typology for infill sites within the town centre.

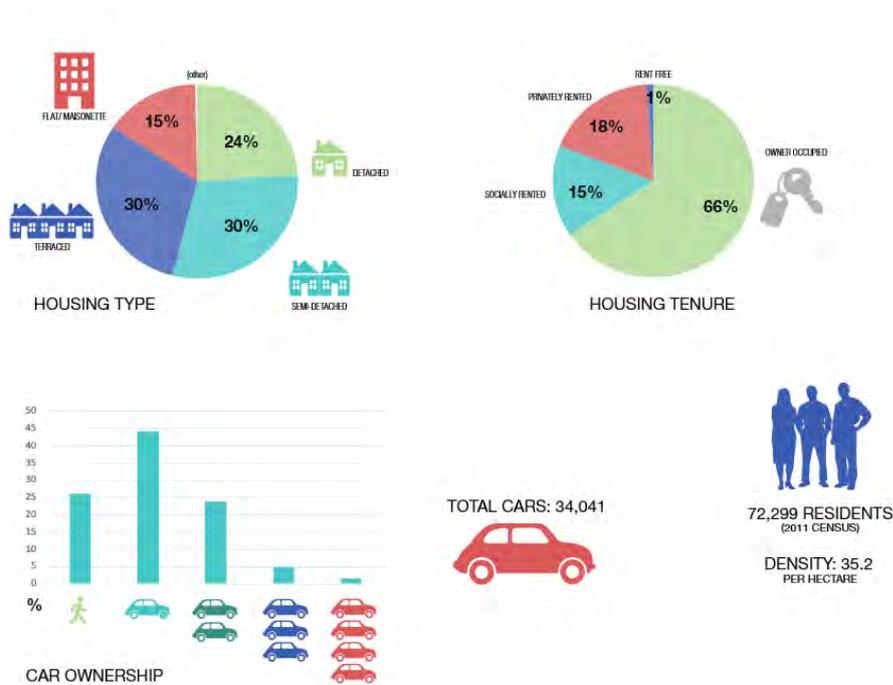


Fig 21- Housing type and tenure

Burton's residents tend to own their homes, 66% of current housing is in fact owner occupied. 18% make up the privately rented, followed by 15% in socially rented housing.

Burton Town Centre and the immediate surrounding parishes have for a long period of time been quite clearly dominated by terraced dwellings, and consequently a corresponding lack of larger homes. Whilst most recently updated in April 2014, this is highlighted within the East Staffordshire Strategic Housing Market Assessment by the following table, which shows almost 70% of the mainstream market housing required in Burton falling into the three to five bedroom housing type.

Housing Type	Burton – Mix of Mainstream Market Housing Needed
1-bedroom flats or houses	3%
2-bedroom for older people	12%
2-bedroom – other flats or houses	2%
2-bedroom houses	14%
3-bedroom houses	32%
4-bedroom houses	26%
5-bedroom houses	11%

### Car ownership

With regard to car ownership, Burton shows more sustainable habits with approximately 44% household owning one car only, followed by 25% not owning a car at all. This could reflect the understanding that the people of Burton value the town’s offer of walking and cycling, and the offer of a good bus transport network but could also be a reflection of socio economic factors in the affordability of being a two-car household.

### Landscape Character

#### *Location and Regional Context*

Burton-on-Trent is situated on the eastern edge of Staffordshire within the Trent Valley Washlands defined as a National Character Area (NCA). It borders the Claylands on the west and Parklands, Coalfields & Lowlands on the east.

The valley is a distinctly narrow, linear and low-lying landscape that is largely comprised of flat flood plains and gravel terraces of the rivers. It forms a major transport corridor, with the A38 dual-carriageway, the east-coast railway line and the Trent & Mersey Canal all running parallel to the River Trent. As a result, it has been greatly influenced by past and present industry, such as energy generation, agriculture and aggregate extraction.

There are two major Green Infrastructure (GI) routes running through Burton as described in the East Staffordshire Green Strategy of 2008: the Trent & Mersey Canal on the west and the River Trent Washlands on the east.

The Trent & Mersey Canal is already a well-established GI providing biodiversity and ecological benefits for local species, as well as recreational opportunities for residence and tourists.

The River Trent Washlands is a mosaic of open-, wetland- and woodland- habitats with open-cropped fields, remnant pastures and water meadows. The overall woodland cover

in the Washlands is very limited, although riparian trees, especially willows and poplars, provide an important component of the landscape.

Although having had an important part in history, today the Washlands have mostly been neglected and disconnected from the town's centre with numerous buildings facing their backs towards the river.

### *Opportunities and Strategy*

There is a strong opportunity for a new *Green Link* – a new east-west green infrastructure link through town will form the reciprocity between Burton and the countryside. It will connect the two major GI corridors and unlock the surrounding open green spaces for recreational use. To improve both local and regional infrastructure for pedestrians and cyclists. A sequence of pocket parks or 'nodes' along this route will create moments of interest and opportunities for different activities to take place within the town.



**Fig 22- Examples of 'green infrastructure'**



**Fig 23- Example of green links**

Informed by the local landscape context, the handling and the experience of water can be a central design element and key feature along something new such as the Green Link. These can also create a direct visual and perceptual link with The Washlands and the River Trent. Sustainable Urban Drainage Systems (SUDs) form the notion of ecological streets from the surrounding washlands, planted with rustic and native species, they improve mitigation, enrich biodiversity and create ecological value. They are low in maintenance yet create a high and positive impact for local communities. If design and maintained well, the landscape will improve over time whilst remaining dynamic and resilient to future changes of the town.



**Fig 24- Sheffield- Green links**



Strategies of urban ‘manmade’ structures such as walkways, walls and seating spaces submerged into the surrounding countryside landscape form the transition between town and country. They break through the defined urban edge and encouraging people to use and appreciate the landscape. Any future proposed flood defences will form part of the new urban threshold, linking into the landscape without creating more barriers for people to cross.

## 2.2 Market Benchmarking

This section sets out a review of current market within Burton for Retail, Leisure, Residential and Office with Burton Town Centre as well as Industrial given the Regeneration Strategy requirement to look out from Burton Town Centre and consider its wider context and the impact of this.

### Retail and Leisure Market

Cushman and Wakefield published a study 'UK High Streets: Dead or Alive?' which analysed the performance of 250 Town Centres over the last decade. This was an index of 'retail resilience' based upon 22 variables, monitored from 2007-2017.

**VARIABLES IN THE CUSHMAN & WAKEFIELD RETAIL RESILIENCE INDEX**

PROPERTY	RETAIL SUPPLY	CATCHMENT CHARACTERISTICS	ECONOMIC
RENTAL CHANGE	COMPARISON FLOORSPACE DENSITY	CATCHMENT SIZE	BUSINESS SURVIVAL RATE
YIELD SHIFT	LEISURE FLOORSPACE DENSITY	% ABI HOUSEHOLDS	HOUSE PRICE GROWTH
CAPITAL VALUE GROWTH	SUPPLY INDEX	% STUDENTS	GVA GROWTH
CHANGE IN INVESTMENT VOLUMES	RETAILER DEMAND	% LONG TERM UNEMPLOYED	WAGE GROWTH
	COMPARISON SPEND DENSITY	TOURIST SPEND	RAILWAY STATION PASSENGER NUMBERS
	LEISURE SPEND DENSITY	PROPENSITY TO SPEND ONLINE	
		QUALITY OF LIFE	

Whilst there were no surprises over who appears in the top 10 and bottom 10 in the study, when we drilled down into the data for Burton, it was more positive than we had initially expected. The study ranked towns into Tiers 1 to 5, examples of Midlands Tier 1 towns are Birmingham and Solihull, having sizeable affluent catchments, larger and dominant within region, high comparison tourist spend and robust economic growth. Burton is classed as a second tier town, characterised by being defined as a smaller city, dominant within catchment but not necessarily within its region, a sizeable student population and high comparison floor space and low comparison spend density arising from an oversupply of retail floor space. It is useful to compare the characteristics of a Tier 3 town, which is defined as: a wide variety of locations, no fixed pattern, lack of dominance within catchment and relatively high density of leisure floorspace supported by high leisure spend. Tier 3 towns include Stoke, Stafford and nationally, Hull.

### UK High Streets: Dead or Alive? Midlands data. Jul 18

Tier	Rank	Town
1	17	Solihull
1	37	Birmingham
2	57	Derby
2	61	Nottingham
2	84	Lichfield
2	96	Sutton Coldfield
2	97	Leicester
2	100	Burton
3	124	Coventry
3	132	Stoke-on-Trent
3	144	Bromsgrove
3	145	Redditch
3	149	Stafford
4	160	Wolverhampton
4	172	Nuneaton
4	173	Loughborough
4	176	West Bromwich
5	207	Kidderminster
5	214	Walsall
5	227	Tamworth

When compared to other Midlands towns, it ranked in 8<sup>th</sup> place out of 20 other towns.

The key definer of Tier 2 towns against a Tier 1 town is an oversupply of comparison floor space. In Burton there is a high amount of 'comparison space' in the retail centre. This is

unsurprising given that there are three shopping centres plus the high street and surrounding retail streets within the town centre. It compares in the amount of ‘comparison space’ to West Bromwich which also houses three shopping centres and is a comparable ‘tier 2 town’.

**UK High Streets:  
Dead or Alive?**  
Midlands data. Jul 18

Tier	Rank	Town	% AB1 Households
2	96	Sutton Coldfield	59%
1	17	Solihull	59%
3	144	Bromsgrove	56%
3	149	Stafford	56%
2	84	Lichfield	55%
4	173	Loughborough	54%
2	61	Nottingham	53%
3	124	Coventry	51%
3	145	Redditch	50%
2	97	Leicester	50%
2	57	Derby	49%
1	37	Birmingham	49%
5	207	Kidderminster	49%
5	227	Tamworth	49%
2	100	Burton	46%
4	160	Wolverhampton	45%
4	172	Nuneaton	44%
5	214	Walsall	41%
3	132	Stoke-on-Trent	41%
4	176	West Bromwich	38%

By achieving its 8<sup>th</sup> place in the Midlands, we believe that Burton actually ‘out performs’ as our study showed that Burton has a lower proportion of the most wealthy group (AB1) in its catchment area compared to other Midland towns who came in a lower place.

We found that Burton has a high leisure spend, which goes against the current perception. Ranking 3<sup>rd</sup> behind Solihull and Sutton Coldfield, we see a leisure spend of £12 psf in the Town Centre which we would assume would mainly be the result of the Cineworld and Gym facilities within the town centre.

Many town centres have been blighted in recent years by vacant space within their high streets and town centres, interesting that Burton has fared well with relatively low vacancy rate of 12%, ranked 6<sup>th</sup> lowest in the Midlands. This is comparable to Derby, Redditch and Birmingham and well below that of Wolverhampton, Leicester and Tamworth which is reassuring. This could be in part due to the fact that the business survival rate is good in Burton, with 49% of businesses that open being successful. It also reflects a relatively small but loyal hinterland.

TIER	EXAMPLE MIDLANDS REPRESENTATION (A City and a town)	NATIONAL EXAMPLE	COMMON CHARACTERISTICS
1	BIRMINGHAM (37) SOLIHULL (17)	CAMBRIDGE	<ul style="list-style-type: none"> <li>• Sizeable, affluent catchments</li> <li>• Large cities or attractive cathedral towns, dominant within region</li> <li>• High comparison tourist spend</li> <li>• Robust economic growth.</li> </ul>
2	DERBY (57) LICHFIELD (84) & BURTON (100)	SOUTHAMPTON	<ul style="list-style-type: none"> <li>• Smaller cities</li> <li>• Dominant within catchment, but generally not region</li> <li>• Sizeable student populations</li> <li>• High comparison floorspace and low comparison spend density arising from an oversupply of retail floorspace</li> <li>• High leisure spend.</li> </ul>
3	STOKE (132) STAFFORD (149)	HULL	<ul style="list-style-type: none"> <li>• Wide variety of locations, no fixed pattern</li> <li>• Lack dominance within catchment</li> <li>• Strong Midlands and South Coast component, as well as London commuter towns</li> <li>• Relatively high density of leisure floorspace, supported by high leisure spend.</li> </ul>
4	WOLVERHAMPTON (160), NUNEATON (172),	BRADFORD	<ul style="list-style-type: none"> <li>• Variety of locations based on size &amp; type, although strong representation of former industrial towns in Northern England</li> <li>• Most have under-performed on property metrics over the last ten years</li> <li>• A select number of locations have seen notable improvements in business/economic indicators, although this is often from a low base.</li> </ul>
5	TAMWORTH (227)	DONCASTER	<ul style="list-style-type: none"> <li>• Weak retailer demand</li> <li>• Strong Scottish and Welsh focus, as well as several seaside locations</li> <li>• High vacancy rates and significantly oversupplied with comparison and leisure floorspace</li> <li>• Available spending power curtailed by weak income profiles.</li> </ul>

The way in which shoppers interact with retail has evolved over recent years, especially since the 2008 downturn. We have witnessed a number of household names become insolvent which has contributed to the increase in vacancies, although Burton has not suffered too badly from this trend. Retailers are adapting the way they utilise their bricks and mortar stores to align it with their online strategy, using click and collect and adapting the role in which their physical stores are used in promoting their brand. Some retailers are even going as far as using their physical stores as ‘showrooms’ for their brand. It is a period of change for retailers which will have an impact on what our high street will look like in the future. However we look at it, there is no escaping the need for any retailer to find the balance between online presence and their physical footprint. We have seen in recent months that some retailers (e.g) M&S are looking to reduce their physical footprint, outlining a closure programme. Whilst we understand that Burton is not currently on the closure list, it shows us that all retailers are scrutinising location more than ever. The relocation of Next from within Coopers Square into larger premises fronting the car park exemplifies this trend. The new location gives the brand a conspicuous frontage with excellent access, which is perfect for click and collect customers. Likewise, it is notable that H&M, having identified an interest in Burton, specified their interest was specific to Coopers Square.

Burton has a widely spread retail area housing three shopping centres, Coopers Square, Burton Place and Octagon Centre along with the High Street, lower part of Station Street and Market Place area and associated Market Hall. As we see in many town centres, there

appears to be an oversupply of floor space, albeit, the vacancy rate is not as high as first impressions would give.

Coopers Square currently houses the more popular retail brands such as M&S, Boots Primark and Next. Octagon Centre is the more secondary centre housing brands such as Poundland and Iceland but it does have some good attraction tenants such as TX Maxx, The Entertainer, and recently, HMV. Burton Place is more tertiary and houses budget brands such Farm Foods and Wilkinsons. High Street and Station Street house a mix of independent and national brands and this is where we find a large percentage of vacancies. The Market Hall houses many independent businesses, though the nature of these businesses has led to a high turnover and vacancy rate and an empty feel to the site. However, the Food & Beverage offer within the Market Hall appeared busy at our time of visit and the hall as a 'buzz' of people. The Market Hall is well located in the town centre and adjacent to the Washlands, its proximity to the outdoor markets is also a positive attribute.

Retailers tend to have requirements of between 3000-6000 sq ft and many high street brands will likely wish to be located in Coopers Square or Octagon Centre as these arguably offer the strongest retail areas of the town. Smaller independent retailers looks for something in the region of 1500 sq ft, more like the high street units we are historically used to seeing and may well be priced out of the pure retail core.

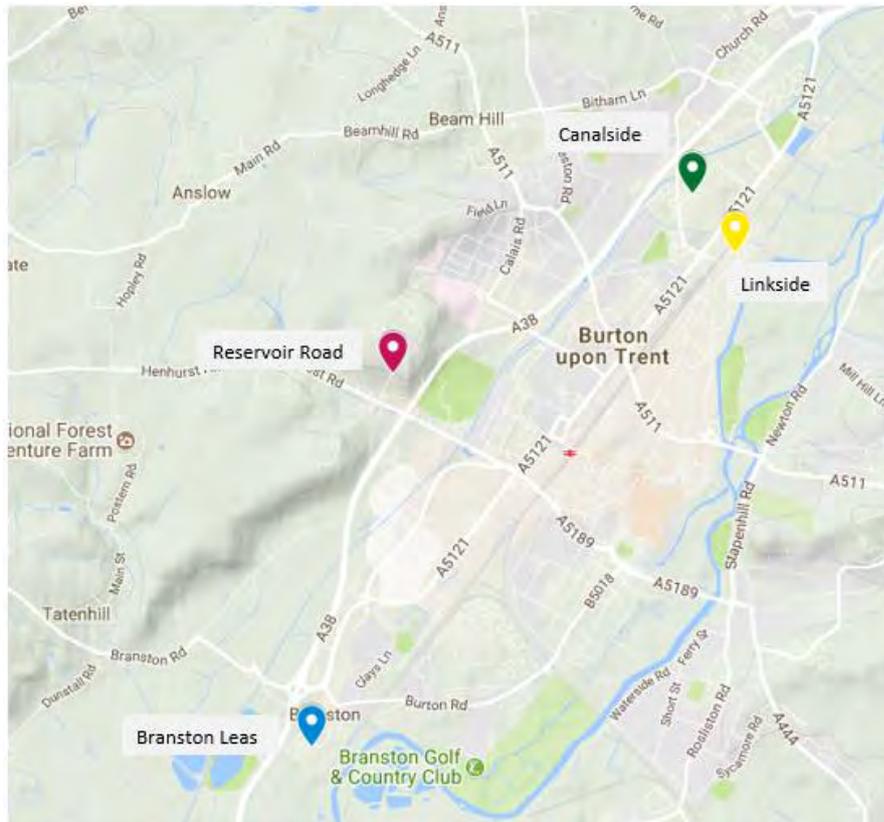
On review of the town, it is noted that there is not a large food and beverage offer within the town itself. There are some larger restaurant operators (Nando's and Frankie and Benny's) which are located by the Cineworld unit within the town centre but there are no other large clusters of A3 use. Food and Beverage users have typical requirements of 3000-4000 sq ft to allow approximately 100 covers and will often want to be located within close proximity to other similar users. It is therefore likely that any user would have a preference to be located close to the existing F+B offer in the town. However, the restaurant market is competitive and it is key not to saturate any one area as this creates too much competition for a operator to thrive, especially when it is located around a footfall driver such as a cinema. It is favourable to have a complementary leisure user to widen the offer rather than adding more A3 use.

There is little night time economy in the town but again, we would assume that any night time offer would want to be located next to the existing, albeit limited, night time economy that currently exists.

*Residential Market*

*Housing*

In the past three or four years there has been several examples of new build housing development schemes achieving completion, including smaller scale sites within comfortable walking distance of Central Burton itself, comprising mostly three bed dwellings. Larger scale schemes (included within the table and map below) comprising a greater number of four and even five bed dwellings have completed near areas such as Stretton and Branston, benefiting from higher value residential areas whilst maintaining convenient access to the Town Centre.



Name of Scheme/Address	Number of Dwellings	Year Completed	Developer	House Types
Branston Leas, Burton-on-Trent	204	2016/2017	St Modwen	2-5 bed dwellings
Reservoir Road, Burton-on-Trent	c.120	2017	Strata	3-5 bed dwellings
Links side, Burton-on-Trent	c.110	2016/2017	Bellway	3-4 bed dwellings
Canalside, Burton-on-Trent	300	2017	Persimmon Homes	2-4 bed dwellings

**Fig 25- Recently completed housing schemes**

Assessing recent new build average sales prices among larger housing types identifies areas such as Stretton and Horninglow to the north of the Town Centre as higher value areas, with Central Burton, Shobnall and Anglesey at the lower end of the scale with regards to value. The value map below illustrates these trends;

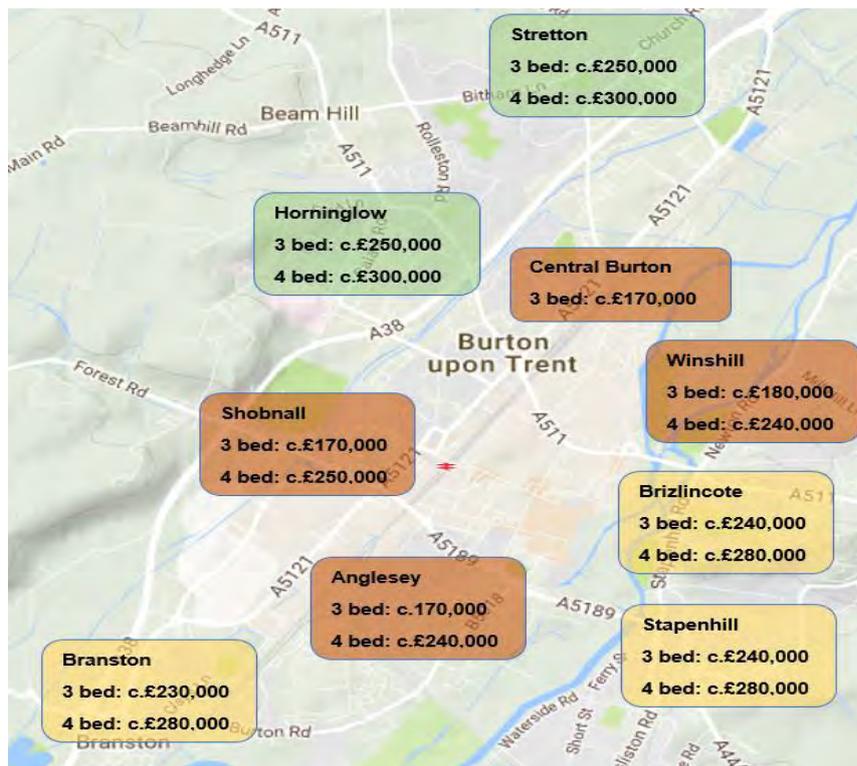


Fig 26- Value map for Burton on Trent

Residential completion statistics for the constituent parishes for Burton indicate a rate of approximately 275 dwellings per annum since April 2013, which has increased to circa 350 dwellings per annum in the past two years, showing a reaction to the need for newer and larger housing types in the area. Stretton, Branston and the Town Centre itself have seen the highest level of completions in recent times, at around 70-100 dwellings per annum individually, reflective of the recent new build schemes discussed above.

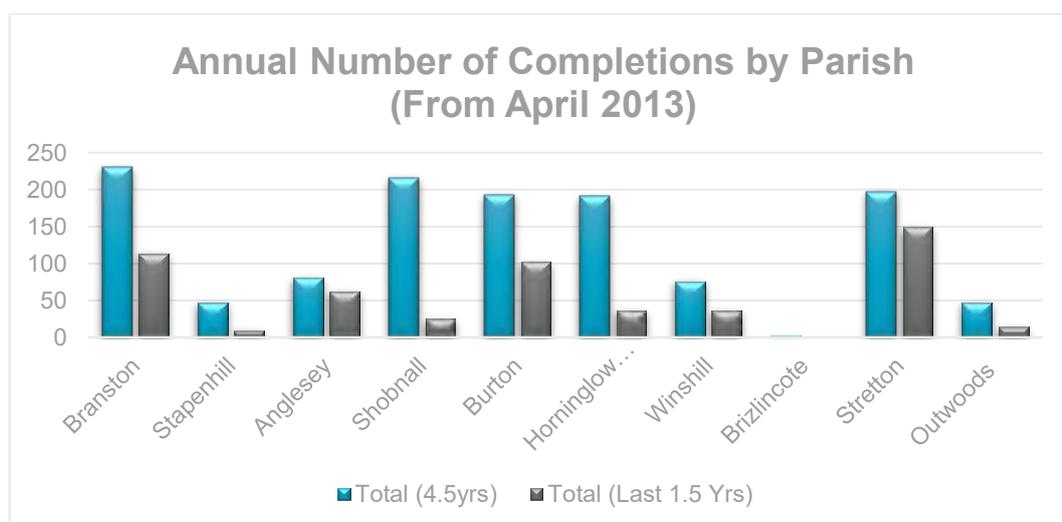
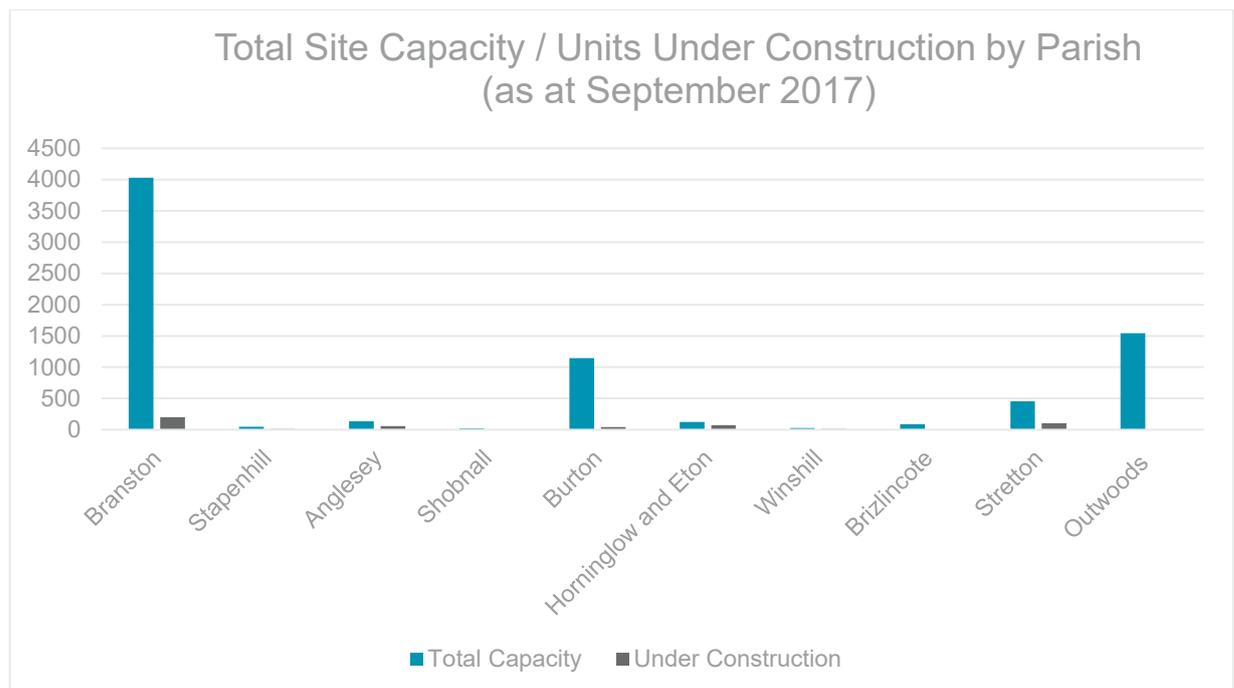


Fig 27- Number of housing completions by Parish

As far as the housing pipeline is concerned for the study area, there is currently a total capacity for 7,600 dwellings indicated by the latest figures, reflecting housing supply of circa 22-27 years, dependant on the more recent or longer term average rate of completion discussed above. It is worth noting however that currently only approximately 7% of this aggregate site capacity is under construction. Furthermore, over half of this total capacity is situated in the Branston parish, largely as a result of the Branston Locks Development (2,500 dwellings), which has yet to gain full planning consent but does have outline permission. The vast majority of the remaining total site capacity is made up by the Burton and Outwoods parishes, with the latter significantly impacted by the development scheme at Land at Upper Outwoods Farm (950 dwellings).

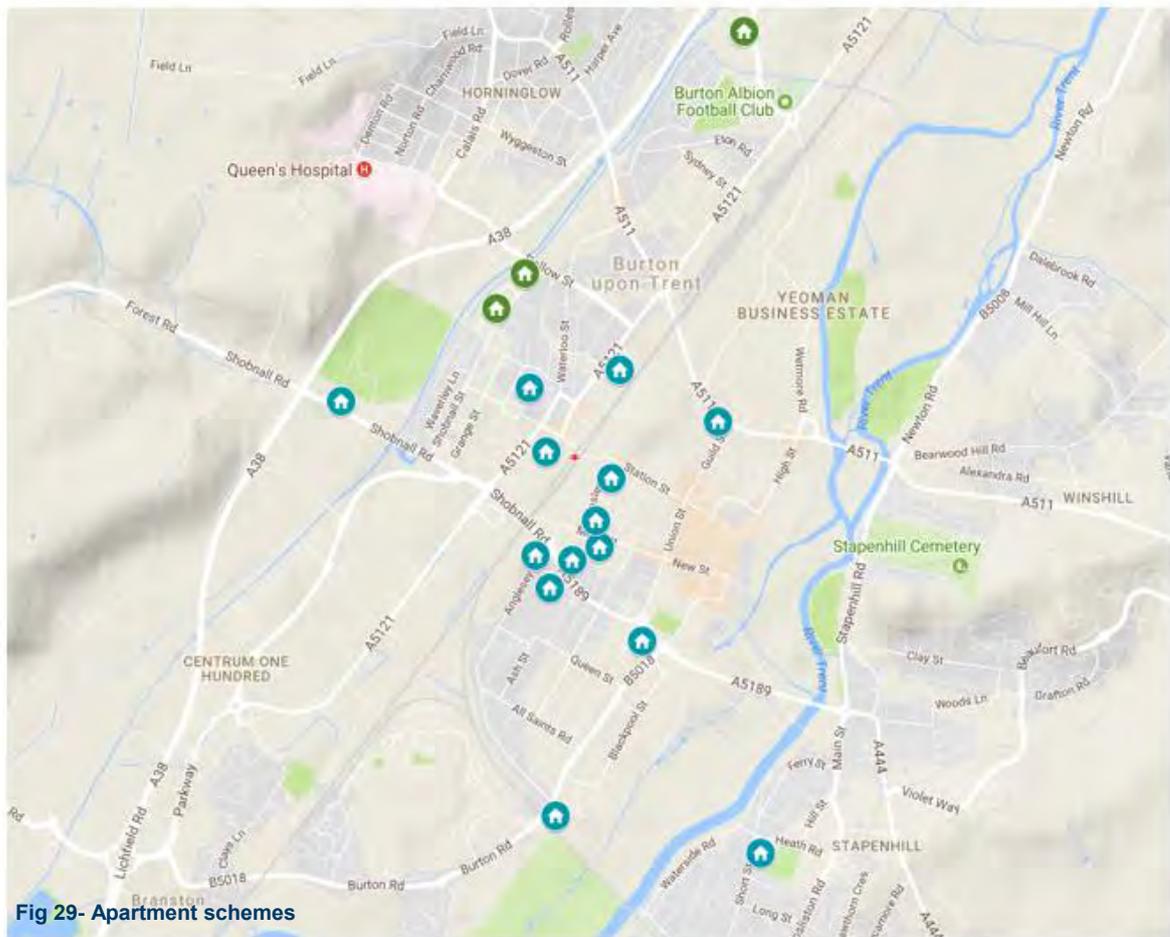


**Fig 28- Site capacity at September 2017**

### Apartments

Naturally, when compared with the larger housing developments, there has been a far greater amount of apartment completions within Burton Town Centre in the past decade. Since 2005 there has been approximately 675 apartment completions over circa 15 schemes, all within walking distance of the Town Centre. The vast majority however, reflecting national trends in relation to development viability and financing of apartment development outside city centres and certain other prime locations, completed between 2005 and 2010, with a much lower rate since.

In the current market environment, apartment development is not viable in Burton, with the recent sales values achieved by the new build schemes ranging from £130 - £200 per sq. ft., dependant on size and location. Considering approximate base build costs in the order of £100 - £115 per sq. ft., there certainly appears a greater viability challenge to the delivery of apartments when compared with standard housing.



**Completed Apartment Schemes Since 2010**  
**Completed Apartment Schemes 2005 - 2009**

*Summary & Factors to Consider*

When developing options for the Town Centre Regeneration Strategy, a number of factors should be considered in relation to the residential market, including:

- Whilst development of apartments in the Town Centre has slowed since the turn of the decade, there does appear to be questions over the viability of potential schemes. Given the slowdown in supply however, if viability of developments can be ensured, there is likely to be an opportunity for additional apartments within walking distance of the Town Centre to support the Regeneration Strategy.
- Although completion rates for larger scale urban extensions and schemes appear to have risen over the past three or four years, the need for more larger homes and the disproportionate amount of terraced housing in Burton and the wider parishes is still likely to exist.
- Although the current housing pipeline figures are healthy, delivery of dwellings beyond the Branston urban extension needs to be ensured and therefore the role of the Town Centre with regards to the housing pipeline needs to be considered.

## 2.3 Benchmarking Case Studies

Being able to review case studies that are relevant to the conditions presented by Burton, can assist with not only the analysis of the places but to offer inspiration of what options and opportunities may exist for Burton as well.

### *Spode, Stoke on Trent*

Stoke on Trent history is steeped in the pottery industry, with Spode making up the lion share of the town's identity. Since the decline of the industry, the closure of the Spode factory – which had a sizeable footprint on the town, and the worsening of the population's employment condition 10 years ago Stoke Council run a competition to generate a regeneration masterplan for the town and the Spode site. URBED teamed up with internationally acclaimed Landscape Architects Jan Gehls, ARUP and former DTZ (now Cushman & Wakefield) to form a consultant team that saw off stiff competition from some of the country's top Masterplanners and designers.

The brief set out the need to find a sustainable future for Stoke Town Centre taking advantage of the once-in-a-lifetime opportunity of the former Spode Works site as a catalyst for change.

The purpose of the Stoke Town masterplan was to:

- Develop a vision for the future that we can all share
- Create a strategy for the town that can move it towards that shared vision
- Generate ideas for the town centre and Spode Works which encourage investment, activity and job creation
- Establish Stoke Town as a successful and sustainable town within a successful Stoke-on-Trent

10 years on and the British Ceramics Biennial have enabled the regeneration of Spode in a holistic manner. The vision of "Grown your own masterplan" devised for the project by URBED and team seems to have come to fruition. Stoke on Trent as a town is forging a way forward where clay and pottery are being reimagined in a modern and cutting-edge way, but also as the 'glue' for the whole community.

The case study of Spode can offer insights on how a town can create a renewed vision of its own heritage and identity in a modern context, forging its way in creating a cutting edge perception of the town and what it can offer to its current residents and visitors.

Former information can be found at: <http://urbed.coop/projects/stoke-town-and-spode-works-masterplan> and <https://www.britishceramicsbiennial.com/>



Fig 30- Historic Stoke



Fig 31- Artist impression of Spode works

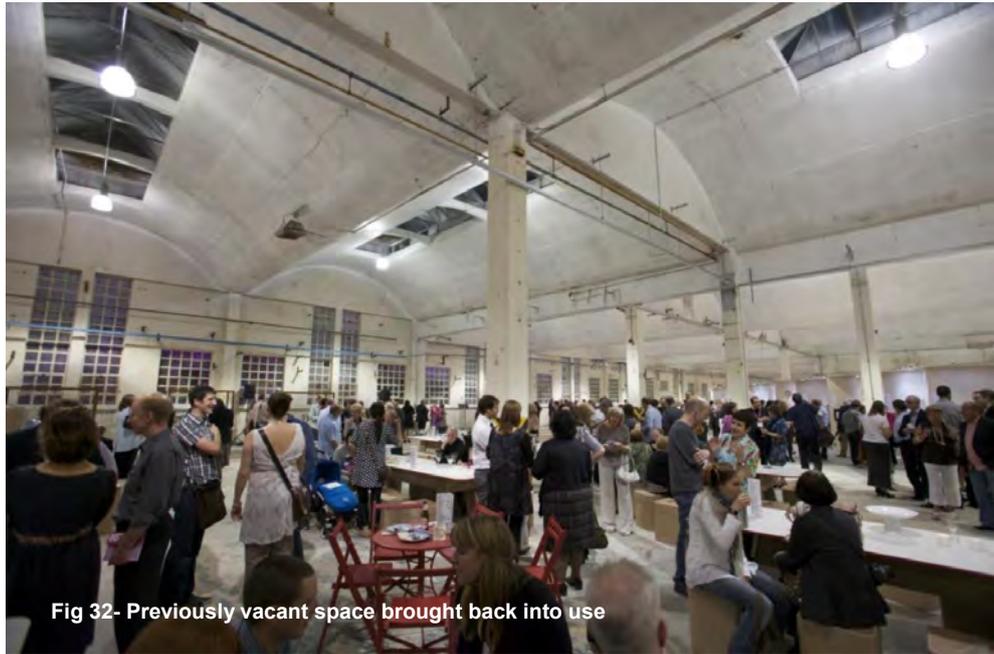


Fig 32- Previously vacant space brought back into use



Fig 33- Heritage asset re-use



Fig 34- New community use

### *Carlsberg City District, Copenhagen*

Carlsberg Brewery was founded in 1847 by JC Jacobsen. The brewery experienced several extensions over time as the business grew, and today the whole neighborhood shares the name of the brewery. For the brewery site that is still operational, the activities offered are a guided tour of the district and the old brewery, horse riding, beer tasting and also a very good offer of bars, restaurants and temporary markets.

When main parts of the Carlsberg Brewery closed down and moved its beer production to Fredericia, it offered up the opportunity to reimagine this district as the new Carlsberg Byen neighbourhood, while allowing it to become a new 'temporary urban zone'. Public art installations and urban interventions for temporary public use were maximised across the whole area. For example, "Under the Pent Roof" is a unique playful urban space with 3200 ropes and a square hanging from the ceiling of a pre-existing porch in the interstitial spaces of parts of the site. Other uses include temporary seating installed at large scale to also encourage a playful interaction with these (currently) abandoned spaces.

This approach has created a real buzz about the Carlsberg City District as a cultural destination and its cutting-edge public art installations have been – and continue to be – recognised across the globe.

The case study of the Carlsberg City District offers an excellent opportunity to learn and understand the positive impact of the use of temporary and permanent large-scale artwork that can act as a catalyst to activate redundant spaces in a Brewery heritage setting. Culture can be a further catalyst of regeneration, enabling a renewed sense of identity for the whole town.

Former information can be found at:

<https://www.visitcopenhagen.com/copenhagen/culture/cultural-carlsberg> and  
<https://www.publicspace.org/works/-/project/g372-the-rope-forest>



*Stockport Robinson's Brewery and the Old Marketplace, Greater Manchester*

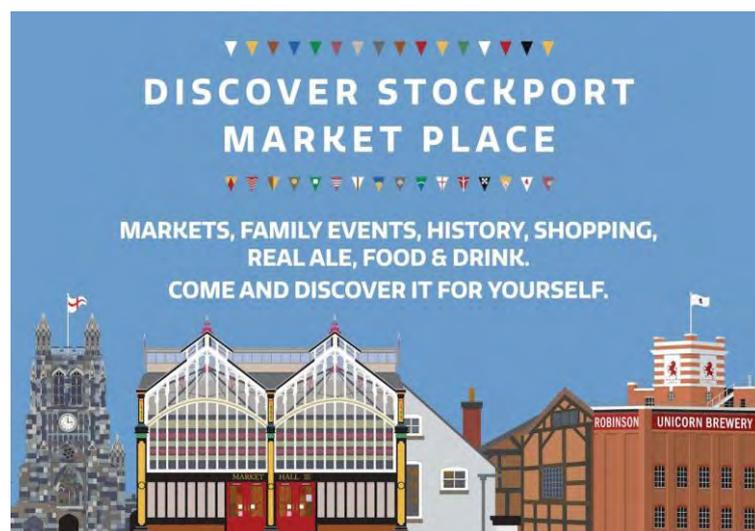
Stockport has seen a revival in the past few years, which has been partly kickstarted by the renovation and upgrade of the original Robinson's brewery site in the heart of Stockport town centre, next to the historical Marketplace.

A new visitor centre now enables the brewery to offer tours and the opportunity to learn about the history of the brewery. The tours have proven very popular and have brought new visitors to the town who come especially for these tours and the "Robinson's Brewery Experience". The new shop also offers a window into the more artisan ale production by the brewery family. The visitor centre is enhanced by a high-quality restaurant, eatery and bar. Following this renovation and improved branding, Stockport town centre seems to have capitalised on this but in a spontaneous way where focus around food and craft ale is driving a new regeneration of the town.

"Foodie Friday" for example has become a very popular event once a month where the old Marketplace comes alive with people, traders and entertainment. The market offers street food and craft ales in a lively and friendly environment, contributing to a positive night-time economy. The Marketplace normally holds regular weekly markets that complement the traders located within the Market Hall.

The Stockport case study enables us to learn the power of bottom-up regenerations, allowing the existing cultural richness from a diverse community to become visible and offer new activities and opportunities for a town. The regeneration framework in this context is about creating the right spaces and high quality public realm to enable spontaneous events to take place and be organised quickly and at low cost (without too much Council intervention). The relationship and support by the local brewery that makes up part of the town's heritage and character are also examples of a positive rapport that can encourage further regeneration.

For more information about the Robinson's Brewery Visitor Centre <https://www.robinsonsbrewery.com/brewery-experience/> and for "Foodie Friday" <https://skfoodiefriday.co.uk/>



**Fig 38- Advert for Stockport Market Place**



**Fig 39- Temporary Market**



**Fig 40- Using Heritage in design**



**Fig 41- Investing in museum**

### *Grey to Green, Sheffield*

“Grey to Green” is a new project that has been implemented across the city of Sheffield in an aim to enhance the Green Infrastructure across the city and connect it back with the already rich natural environment of parks, gardens and ancient woodlands in and around Sheffield, being situated on the edge of the Peak District National Park.

“Grey to Green” project has seen its phase 1 completed in 2016, where a significant area of wild flowers, trees and shrubs has replaced redundant carriageway from West Bar to Lady’s Bridge. “The area is dotted with benches, offering space to sit awhile and enjoy the sights and scents of the plant life, as well as the wildlife it attracts. Through the creation of Sustainable Urban Drainage, Grey to Green’s new public space doubles up as a rain garden, moderating the flow of water and creating innovative sustainable drainage in a part of Sheffield that has twice been ravaged by floods. Along the new streetscene, five works of public art, made from steel and stone, share insight into the former lives of this significant part of the city centre.”

The scheme has received national recognition and a number of awards in 2016.

“Grey to Green” is an excellent case studies showcasing how it is possible to bring green infrastructure at a large scale to make a positive impact into the urban fabric of a city or a town. The case study shows how green infrastructure to be effective needs to be bold rather than limited to few planters sparsely located on pavements. The benefits are not only environmental, but also economically (by attracting more people to spend longer time an urban environment), healthy by improving also the air quality and overall an improvement to the local amenity of the place. Green Infrastructure landscaping projects can also connect with other local green corridors and can support urban strategies for resilience against flash-flooding.

Further information can be found at: <http://www.greytogreen.org.uk/>



**Fig 42- Examples of the Grey to Green programme**

## 2.4 The 4 A's

URBED was responsible in the 1990s for devising the Government's methodology for town centre health checks. These involve a large range of factors, but their conclusions can be summarised as the 4 'A's: Attractions; Access; Amenity and Action. Whilst the method was designed some 25 years ago, in a time when the supply of out of town retailing space was threatening the vitality and viability of town centres, the method remains equally pertinent today, when the relevance of all physical stores, be they "high street" or "out of town" is under review

The first 'A' is for **Attractions** because to draw people into the town there has to be a reason. Particular shops, facilities and even event act as attractions and people will want to come into town for them. Many town centres offer secondary attractions that relay on existing footfall. Often supermarkets or successful shopping retail centres can act as strong attractions, if they are positioned to strengthen the town centre, otherwise they can take footfall away from the town centre. There is also a difference between attractions for the existing catchment population and those that can attract visitors from further afield.

The second 'A' relates to **Access**. This is linked to the strength of a town's attractions. Places like York has such strong attractions that can make access into the town difficult and people will still want to come and visit. Other places with weaker attractions have to be more careful. Equally visionary strategies for sustainable towns need to strike the right balance, as providing too easy access can lead to car congestion, higher air pollution levels and generally a lack of sustainable movement in and around the town.

The third 'A' relates to **Amenity**, this refers to the quality of the environment in the town. People have now become used to the quality of management in shopping centres which are clean, warm, safe and hide their vacancies very well. Town centre on the other hand can seem cold and wet, strewn with litter (or worse), and with very visible vacancies. They do however have the advantages of authenticity and history, and the strongest towns are able to compete very well with the sanitised environment of the shopping centre.

The final 'A' is **Action**, which relates to the ability of the town to do anything about this through town centre forums, town centre management etc.

These are the issues that we have explored for Burton.

## Attractions

Burton offers some strong attractions with regard to retail right within the town centre. With its offer of two shopping centres at the back of Station Street and New Street, also offering large car parking areas. The shopping centres are further supported by other key chains and brands' offer of large stores such as Asda and Sainsbury's as well as a Cineworld and associated restaurants Nandos and Bella Italia within the town centre, However, these attractions are mainly for the existing catchment population, and thus their strength is felt differently – and has a different effect on the health of the town than attractions to pull visitors from further afield.

While the existing shopping centres are strongly positioned within the town centre area and offer easy car parking, they do rely on existing footfall and may detract from the footfall of the town centre, where residents come to Burton town centre for their shopping in the larger retail provision but do not progress onto spending time in the town centre in other key areas. The number of vacancies within the town centre retail units together with a relatively higher number of lower-quality high street shops may be a telling sign of this imbalance.

Burton holds many undervalued attractions, such as the Market Hall and square, the waterfront to the Washland and the River Trent, as well as the industrial heritage of the Burton's breweries. These offer opportunities to strengthen the attractions of the town to also attract visitors from further afield.



**Fig 43- Washlands**

## Access

The town centre offers a very good number of car parking facilities, the larger retail offers within the town centre such as the two shopping centres and retailers like Sainsbury's also include generous car parking areas, which on some buildings also extends to the roof areas. On the other hand, the walking and cycling connections, although part of an existing network, do not encourage a flow of residents' movement from nearby residential areas. The network is not well connected and not direct to town centre places, especially, that residents may want to reach.

Burton's offer of good central car parking can be reviewed to ensure it provides the right level of access for private vehicular access with a strong offer also for walking, cycling and use of bus public transport. The town does not have a bus station and bus services seems to mainly connect into High Street, where a higher flow of bus traffic can be observed. Although this does detract from the public realm quality that seems to be aspired in this area as well, being closer to the Market Square as well as the pedestrianised area of Station Street.

With regard to vehicular access through the town centre, the network of roads and streets have been clearly shaped to favour and serve the working breweries in the town (mainly the erstwhile Bass estate, now Molson Coors), this means that the town centre has a high level of heavy traffic flowing through it to enable deliveries to and distribution from the breweries sites. This is clearly evident on the upper end of Station Street closer to Burton train station. While access is high, it clearly detracts from the overall quality of the town centre.



**Fig 44- Roads and parking in Burton Town**

## Amenity

The town centre's generous offer of shopping centres and other large retailers' provision, while providing attractions for the catchment population to come into the town, has overall hindered the environment quality of the rest of the town centre.

The town centre being affected by the needs of the Burton's breweries with regard to access mean that the town centre main area, the area with most history and character, feels disconnected and hard to find to a visitor. It is not well signposted from the train station and due to the current poor quality of public realm between the station and the pedestrianised areas of Station Street, High Street and Market Square, for example, the town centre feels 'spread', even though it is contained within a mile radius (a very walkable town centre in principle).

The waterfront to the Washland and the River Trent is a hidden quality of Burton, it provides excellent amenity space both from an environmental point of view but also from a wellbeing and psychological one. This green and blue lung to the town needs to be tapped into it and be enabled to extend into the town. It is the key to improve the urban and environmental quality of the whole town centre and to also create a strong attraction, which go hand in hand.



**Fig 45- Wayfinding, road junctions and brewery sightlines around Burton**

## Action

Burton seems to hold a strong community cohesion. At the Listening Event held on the 18<sup>th</sup> of July 2018, where the design team met with 30 members of various wards across Burton, the passion and care about the town and its residents was clear for all to this. There is a strong sense of positivity towards creating a better and more attractive Burton and the quality of the town centre plays an important role.

The relationship between the District and the County Councils is key and seems to be established on a strong foundation, the ability to act and implement changes at town-scale level must also be passed down to and closer to the many Burton communities.

Provision of community hubs and forums where decisions can be made at residents-level can strengthen the overall 'action' that the town offers. Towns where the ability of residents to be involved in local decisions, to implement changes at local and small-scale level also improves the sense of ownership, belonging and pride about the place people live in.

Action is further strengthened by running meaningful public participation events where clear actions are identified and then implemented, so the link between involvement by residents and positive change in the living environment is direct and effective.



“While Burton shows strong community cohesion and a proactive collaborative approach to town regeneration by the District and County Councils, the current lack of overall quality within the town centre shows a lack of coordinated and wider action with regard to town centre improvements”

## 2.6 Listening Event

On the 18<sup>th</sup> of July the Study hosted a Listening Event with thirty councillors across various wards of Burton.

The design team members began the Listening Event with a short slides presentation to offer context to the study being undertaken. This also covered initial observations through baseline analysis as well as the Burton walkabout town visit.

A number of questions by attending members followed the presentation but they were taken into the workshop session due to limited time. These questions prompted very interesting discussions during the workshop session.

The workshop was delivered in two sessions:

- The first activity **“Perceptions and Comparisons”** prompted discussions about Burton by asking two questions: First *“Name a place which you think Burton is currently similar to. What are the similarities and differences?”* for a 15 minutes discussion. This was then be followed by another 15 minutes discussion on *“Name a place which you would like Burton to become like. What does the place have that differs from Burton?”*. The facilitators wrote down key things referred to, both positive and negative.
- The second activity **“Burton’s opportunities map”**, also 30 minutes long, used a printed map of Burton on each table as a focal point. This map showed the town centre with a good amount of context to Burton. The facilitators used this map to help attendees discuss what in their view were:
  - Burton’s strengths/opportunities as well as its weaknesses
  - What key change for the town would they wish to see
  - What aspirations do they have for Burton; and
  - What does a Burton “fit for the future” looks like to them

To help anchor these conversations, the map was also good to point to specific places, locations and/or buildings.

In both activities, key discussions focused on the environmental quality of Burton as a destination place both for the existing catchment population but also for visitors from further afield.

### *Perceptions & Comparisons*

Participants felt that Burton currently is more similar to places like Stafford where similar struggles can be seen in the town centre with high vacancy rates and suffering with pulls to larger towns nearby; and Newcastle under Lyme succinctly put: “dead in the evening, lots on outskirts, limited interaction with green space”.

Interesting comparisons were drawn with nearby places such as Swadlincote where participants drew attention to how, even though smaller than Burton, provides a good offer with respect to retail, leisure and has a bus station. Equally Derby and Lichfield were referred to and mentioned with regard to offering a more attractive town centre in which “to take a stroll”.

Participants were keen to discuss how Burton does not offer a town centre that is compact and pleasant to walk and simply enjoy. There was agreement on the good level of large retail offer both at town centre and outskirt levels, but equally that Burton currently does not have a strong enough pull with other key attractions to keep people in the town centre beyond the “national chains shopping experience”. Participants highlighted the lack of night-time economy, despite a good collective of pubs there is little choice for restaurants, cafes and bars that offer a good quality night time experience.

Lichfield was referred to often as a town that offers varied attractions, which can appeal to different visitors (residents and non) for different reasons, for example:

- the town offers co-working spaces in the town centre, offering another reason to visit
- it has a really good offer of independent shops
- it offers a clean and pleasant environment
- it is well connected and walkable
- its focus is the cathedral (many participants emphasised that “it has a focus!”);
- it is a fair-trade town therefore it offers good markets; and
- it is a nice town for a ‘stroll’

The first activity highlighted the need for Burton to offer a high-quality public realm that acts as civic space and how the town centre needs to feel more compact and better connected.

This was further reflected and emphasised in the second activity where discussions carried on referring to key area in the town centre and more widely at town scale.

### *Opportunities*

The second activity enabled participants to carry on discussions about Burton and what the town needs to create a high-quality offer of attractions and amenities to both its residents but also to attract more visitors.

There was a clear wish for Burton to become and be seen as cutting edge, while a sense of pride and value in the brewery heritage was expressed by many, this went hand in hand with the recognition that Burton should not be nostalgic and that the Breweries should give more back to the town. Participants agreed that the town has been shaped by the needs of the breweries, but this has impacted negatively on the environmental quality of the town and the flow of vehicular and pedestrian movements of residents and visitors is hindered by this.

There was recognition that Burton has many assets and that a regeneration strategy that can focus on how to maximise and strengthen this can be successful and be welcomed by the residents of Burton. The waterfront to the Washland and the River Trent is undervalued and disconnected from the town centre, there was unanimous agreement that this should be a strong focus for Burton. The town has turned its back on it during its development over time, but it can offer a positive and strengthened identity for Burton, also tying in with being the “Capital of the National Forest”.

Many participants would welcome a stronger connection from Station Street and High Street onto the waterfront, by opening up Andressey Passage and redeveloping the buildings that front onto High Street (namely the former Nationwide building).

The connections with the east of Burton was also strongly mentioned, the area of Stepenhill for example needs better connections back into the town. The cycling and walking network extends to this area but current provisions also with regard to bridge accesses over the River Trent, across the Washlands, are not the most direct or of high quality. Councillors from the Stepenhill area emphasized how many residents favor Swadlincote for their shopping and leisure experience than Burton because of the perceived easier connections to the latter.

The Market Hall and Market Square are seen as real opportunities to strengthen the unique quality of Burton and to offer engaging and attractive events. The Market Hall has already proven popular with one-off and more regular entertainment and foodie events, the opportunity to strengthen these was mentioned by everyone.

Emphasis was also made with regard to the untapped opportunity to provide better offers for young people and the student population, given the central location of the Burton and South Derbyshire College campus. After college, young people seem to gravitate towards Tamworth for local employment and/or go to Keele University. Discussions also focused on how best Burton could attract and retain its young people and talent.

Participants stressed the importance to involve the local community in the design process and ultimately the decision-making process with regard to regeneration projects and improvements to the town. Community cohesion is good within Burton, but especially because of this communities need more hubs in which to meet and run activities. Participants drew the design team's attention to few studies and reports that have been undertaken in the past and that will inform wider knowledge about Burton and its residents' aspirations.

Full write up of the notes and feedback from the Listening event is included in the Appendix of this report.



**Fig 46- Listening event with members on 18<sup>th</sup> July 2018**



## 2.7 Diagnosis

Our diagnosis from the baseline analysis and benchmarking process is as follows:

- Burton is not doing badly but there are long term threats** – it is a town with a good number of residents and a strong offer of secondary attractions within the retail offer. It is a local centre to nearby villages and offers a good level of education institutions for its young residents too. It is well served both by road and rail, whilst its brewery economy, although much reduced is still active and provides an important employment aspect to the town. Equally business parks like Centrum have been providing other employment opportunities and facilities for business to call Burton their home, partially redressing the reduction in employment by the local breweries. Notwithstanding this, the distribution of key employers has changed. Once, a thriving town when thousands of brewery workers lived and worked within the main core of the town, thus strongly supporting and enlivening the town centre. This footfall has now dramatically decreased, even though Burtonian residents are a loyal catchment population and will still come and use the town centre for leisure and retail. Burton needs to strengthen and revive its offer and identity to attract existing and new residents as well as visitors from out of town. The threats aren't necessarily apparent yet in today's Burton given its relatively high employment, a town centre that outperforms its catchment, a well performing and growing distribution sector and an apparently stable brewing industry, however our view is that the threats exist under the skin of the town and relate to its connectivity and educational and skills profile of town which will have an effect in later years if not addressed now.
- Addressing Connectivity is key** – Studying the town, walking around the town observing its urban fabric and existing transport network and how this has impacted on the town's life, have made it clear that while the breweries have been an important contributing factor to Burton's past wealth and vibrancy, it is now affecting the quality of the town's overall environment. The breweries and their heritage make up Burton's strong identity and offer the opportunity for the town to revisit this identity and build on it, equally it will be important to readdress the balance of how the city is connected or divided by the current highways and transport infrastructure, and how we can positively create stronger, easier and better connections across the whole town right to the edges and boundaries, including the newly proposed housing developments – so to encourage residents to come into the town and to do so choosing also sustainable options like bus transport, cycling and walking. We see connectivity around Burton as a potential threat to its future success, congestion on the A38 being a good example; at present it is an annoyance but if this is not addressed, this could potentially affect the logistics sector in the long term, and during our listening event; we clearly heard that people currently go to Swadlincote because it is 'easier' showing that already there are small signs that connectivity in and around Burton is key.
- Strengthening Place** – We address this issue question through our 4 'A's analysis (Attractions, Access, Amenity and Action). We conclude that while Burton has many attractions, these are mainly secondary and attract within the existing catchment area. However, Burton has an incredible wealth of potential primary attractions that have been overlooked as the town has historically developed with its back to them, and has been shaped mostly by the needs of the breweries. There is a lot to work with, uncover, celebrate and strengthen and offers a good platform to begin from to strengthen a better-connected Burton. The development of the town has favored the road infrastructure for private vehicle use but mainly for the transport infrastructure needed by the local breweries, the bus network and bus services would benefit from strengthening and the town's existing walking and cycling networks needs reviewing as well. With regard to Action, what we have analysed to date offers an insight into the potential of a strong collaboration between District and County Councils and for them to engage meaningfully with the local communities, so to have an integrate approach to the delivery of the town's regeneration and improvements. Amenity is the weakest aspect of Burton, the overall quality of the town environment could be better, but Burton has a lot going for it, but it is evident that its urban life has been

neglected and lacked a joined-up regeneration strategy for too long. One of the main aims for a new regeneration strategy framework for Burton will be to suggest a strategy with a focus on its Attractions and overall Amenity to ensure that opportunities such as the Washlands are not under exploited.

4. **Strengthening attractions**– Burton has the absolute potential to become a destination town for visitors near and from afar, the mix of high-quality green and blue assets and its brewery heritage which continues today also with the establishment of micro-breweries can deliver a winning strategy, fit for the future but also flexible enough to be shaped accordingly to what other opportunities may arise in the future. Strengthening primary attractions will support the existing secondary attractions and will enable to improve the retail aspect of the town. A town centre with high quality public realms, amenity spaces and good access will support the retail offer by drawing in more residents (and visitors) for a stronger local economy.
5. **Strengthening catchment**- Burton has a strong working population with a median age of 38 but we can see that there is a good proportion of lower skilled workers which is a concern to the growth of Burton as a town. We understand the aspiration to create a Burton fit for the future that can attract higher skills jobs to support the town and its growth over the next 20- 30 years. In order to future proof the town it needs to grow its socio economic class catchment by exploiting its strengths; its strong distribution location (to create more employers to provide more skills jobs) and its strong location; exploiting the opportunity for migration of higher socio economic catchment by building larger, good quality housing encouraging commuters from Birmingham and Derby as examples, to move into the area and also the scope to expand the town to the north.
6. **The ‘capital’ of the National Forest** – Burton sits within the recently young National Forest, this offers a fantastic opportunity to add another dimension to the town’s identity. It is exciting when considering that “The National Forest is a forest in the making...”. It sets to be “an inspiring example for the country, in the face of climate change and other environmental pressures. [...] It is a place of contrasts [...] and it is a working forest providing new and sustainable livelihoods.” Burton may have turned its back onto its green and blue corridors (the River Trent and the Washland area as well as the Canal area to the west) but it has now the opportunity not only to create new connections and a new focus, but to create new links through the town that can support re-greening of the town centre and delivery of high-quality hard and soft landscaping, also contributing to the aspiration of high-quality public realm areas.
7. **Burton has great aspirations for its future** – a “Better, Brighter Burton” illustrates the wish and aspiration of the town to improve its offer as a high-quality place to live and work as well as visit. It wants to be fit for the future and capitalise on its assets which have been overlooked until now, such as its connection to the National Forest, as well as its own waterfront to the River Trent and the Washlands, but also reimagine its character and richness from its brewery heritage. It wants to look forward in how to attract new residents, connect better to hub cities like Birmingham and Nottingham, as well as become a visitor-destination town.

## **Appendix 1 Planning Policy Review**

## **Appendix 2 Full write up of notes from Listening Event**



# Burton

## Town Regeneration Strategy Framework

Date:	18/07/2018	Venue/ Time:	Burton Town Hall 7pm – 8.30pm
Status:	n/a	Project Number:	1070

### Present

Company/ Organisation	Name (initials)	Role/ Job title
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### Minutes

No.	Minute	Action
0.	<p><b>General</b></p> <ul style="list-style-type: none"> <li>Lorenza Casini of URBED and Jonathan Tutt and Kate Carlton of C+W kicked off the Listening Event with a short slides presentation to offer context to the study being undertaken. This also covered initial observations through baseline analysis as well as the Burton walkabout town visit.</li> <li>Few questions by attending members followed the presentation but they were taken into the workshop session due to limited time. These questions prompted very interesting discussions during the workshop session.</li> </ul>	
1.	<p><b>Workshop set up</b></p> <ul style="list-style-type: none"> <li>The workshop was delivered in two sessions.</li> <li>The first activity <b>“Perceptions and Comparisons”</b> prompted discussions about Burton by asking two questions: First <i>“Name a place which you think Burton is currently similar to. What are the similarities and differences?”</i> for a 15 minutes discussion. This was then be followed by another 15 minutes discussion on <i>“Name a place</i></li> </ul>	

No.	Minute	Action
	<p><i>which you would like Burton to become like. What does the place have that differs from Burton?</i>". The facilitators wrote down key things referred to, both positive and negative.</p> <ul style="list-style-type: none"> <li>• The second activity "<b>Burton's opportunities map</b>", also 30 minutes long, used a printed map of Burton on each table as a focal point. This map showed the town centre with a good amount of context to Burton. The facilitators used this map to help attendees discuss what in their view were:               <ul style="list-style-type: none"> <li>○ Burton's strengths/opportunities as well as its weaknesses</li> <li>○ What key change for the town would they wish to see</li> <li>○ What aspirations do they have for Burton and</li> <li>○ What does a Burton "fit for the future" looks like to them.</li> </ul> </li> <li>• To try and anchor these conversations, the map was also good to point to specific places, locations and/or buildings.</li> </ul>	
<p><b>2.</b></p>	<p><b>Feedback from Lorenza's table</b></p> <p><b>Burton is similar to:</b></p> <ul style="list-style-type: none"> <li>• The part of Derby that is "middle of the road': it has similar parking issues; no distinctive character; offers large retail shopping</li> <li>• "Burton is standing still"</li> <li>• Similar to Elsmere Port (one councillor was originally from there): Similar size to Burton; It has lost its independent shops; proximity to Chester which is more attractive town (similar to Burton and proximity to Derby).</li> <li>• Similar to Stratford, with the river. But Stratford has made most of the river, the centre is focused along the river with few streets with high quality offer.</li> <li>• Table talked about similarities to Stoke with regard to identity related to a particular industry: Stoke = pottery; Burton = brewery and how Stoke is developing its identity onto a renewed sense of value and contemporary branding of "clay" and pottery. Could Burton do similar?</li> </ul> <p><b>Burton should be more similar to:</b></p> <ul style="list-style-type: none"> <li>• Similar to Swadlincote. It is smaller than Burton but it does have a good offer (leisure, retail etc) and does have a bus station, which Burton does not have</li> <li>• Swadlincote has better eating-out (evening) than Burton</li> </ul>	

No.	Minute	Action
	<ul style="list-style-type: none"> <li>• More similar to Stratford in creating a strong focus around the river (and Washland). A compact town centre, nice to walk around in (day and night). It has a good pedestrianised centre and good entrainment with live (gentle/pleasant) music in the city centre</li> <li>• Should be more similar to Litchfield: the town offers co-working spaces in the town centre so this is another reason to go in; it has a really good offer of independent shops; it offers a clean and pleasant environment; it is well connected and walkable; its focus is the cathedral (it has a focus!); it is a fair-trade town therefore it offers good markets; it is a nice town for a 'stroll'</li> <li>• More similar to Matlock Bath: great food offer and also focuses onto the river. Strong attractions.</li> </ul> <p><b>Discussions about what is good about Burton:</b></p> <ul style="list-style-type: none"> <li>• Burtonians care about the Washlands (and the River) and love this part of the town</li> <li>• Weekend is busy and lively but midweek in the evening you would think the town is closed to business</li> <li>• The Market Hall hosts a great "Gin Day" festival</li> <li>• Burton offers a very good pubs 'collection'. Some also offer right atmosphere for families and areas to sit out. More of this would be welcome.</li> </ul> <p><b>Discussions about what is less good about Burton (and what the town needs):</b></p> <ul style="list-style-type: none"> <li>• The town feels 'spread' without a town 'centre' (core), it is not a pleasant town to walk at night</li> <li>• You wouldn't take your family or visiting friends/family for a 'stroll' into Burton. The town gives its back to the river and the Washlands.</li> <li>• There are too many charity shops in relation to overall town centre small shops (indy) offer. One councillor mentioned last and recent count these were 18. It is felt too many charity shops don't offer a good image of the town and don't attract the right visitors for spending power etc.</li> <li>• The town is crying out for new openings to the river and the Washlands. Few councillors suggested for the old Nationwide building to be CPO and demolished to create a direct connection from Station Street towards the waterfront.</li> </ul>	

No.	Minute	Action
	<ul style="list-style-type: none"> <li>• The river and Washlands should be the focus of the town.</li> <li>• All councillors agreed that the market square is a fantastic space and agreed to the suggestion it should be a civic space, a high-quality public realm to host many town's activities and events.</li> <li>• The open/outdoor market should be relocated in front of the Market Hall and should be temporary (with stalls packed away when not used)</li> <li>• The town needs a better bus network and connections. The Burton areas to the east of the river feel disconnected and many of the local residents of these areas will go towards Swadlincote for shopping and leisure. It is important to provide strong connections back into Burton so these residents can come into town and be part of the town's life as well as support the local economy.</li> <li>• Few councillors mentioned that there has been a study with regard to bus services and provision and that buses are very important for the town and its residents. There was also agreement that it's important to strengthen the bus offer so to encourage more people to use it and not drive into town.</li> <li>• Cycling was also mentioned. This was seen as a positive opportunity for Burton and recognition that while a cycling network does exist, this is disconnected and dangerous.</li> <li>• Few councillors expressed interest in seeing a bike-share scheme in Burton but that without the right network and high-quality infrastructure (to keep everyone safe) they couldn't see how this would ever be successful.</li> <li>• Few councillors suggested that if cycling was to be promoted in the right way, there could be opportunity to develop cycle hubs, and these could be also small independent businesses good for the town.</li> <li>• Discussions about Burton having been shaped by the Breweries need with regard to road network and highway design. Roads and pavements designed with the lorries etc in mind rather than the people. Agreement amongst attendees that the town has a 'broken up flow' due to the many traffic lights.</li> <li>• Few councillors mentioned that there is a strong need for Burton to offer new housing for diverse residents, there are too few apartments in the town centre and these should be suitable accommodation for</li> </ul>	

No.	Minute	Action
	<p>young people. The town can't just offer 3 and 4-bed semis or detached houses.</p> <ul style="list-style-type: none"> <li>• There was a strong discussion that Burton needs strong gateways into the town, so that people can be brought into the town from different entrances and can appreciate the towns from different points.</li> <li>• Public art was also mentioned. This was seen as a potential to become a strong attraction and bring visitors into the town. The connection with the heritage of the Breweries should not be forgotten or overlooked either.</li> <li>• Many councillors strongly supported the need for the consultants to include and engage the local community. The community is diverse and offers strong social cohesion. Many active groups locally. There is a need for a local Women's Centre. A need for a space or building to host cultural nights and cultural festivals that celebrate the diverse cultures in Burton. This was referenced back to the potential offered by the Market Square (and the Market Hall).</li> <li>• Few councillors pointed out a Community Workshop and Consultation that was undertaken by the council 2 years ago and suggested the consultants find out more about the outcome of that.</li> <li>• There was also suggestion that the consultants learn more about the "Streetscene" project run few years ago.</li> <li>• There was agreement that wayfinding is poor in Burton and this needs sorting.</li> <li>• There are not enough attractions in Burton.</li> <li>• Breweries should give more back to the town.</li> </ul> <p><b>Feedback from Kates table:</b></p> <p><b>Burton is similar to:</b></p> <ul style="list-style-type: none"> <li>• Stafford- It has the same struggles in the town centre with high vacancy rates and also suffers with pulls to larger towns nearby</li> <li>• Stourbridge- It is condensed as a centre and the residential element is near the centre and surrounds it</li> <li>• Kidderminster- It has an Industrial Heritage and similar buildings. Industry is declining in this area as well, carpets not as central to Kidderminster as used to be</li> </ul>	

No.	Minute	Action
	<ul style="list-style-type: none"> <li>• Barrow in Furness- Motorway/ ring roads lead into this town. On a bad day it feels like you see tumbleweed! Surrounded by rural areas but not reflected in town, ex shipbuilding which has left its mark on town like the Breweries on Burton.</li> <li>• West Bromwich- Also has three shopping centres it struggles to support.</li> <li>• Kettering- No reasons could be described, just similar in its feel</li> <li>• Newcastle under Lyme- Reminds them of Burton, dead in the evening, lots on outskirts, limited interaction with green space</li> </ul> <p><b>Burton should be more similar to:</b></p> <ul style="list-style-type: none"> <li>• Leamington Spa- Lots of green space, flowers, it makes a feature of the architecture and majority of buildings are well looked after, green space in centre and good location near Warwick</li> <li>• Wakefield- Popular in own right and works well alongside Leeds</li> <li>• Strong discussion that we don't want Burton to be like anywhere else. We want other places to aspire to be like Burton. Lots of discussion about this as there is a strong feeling that we want to create our own identity which is our own.</li> </ul> <p><b>Discussions about what is good about Burton:</b></p> <ul style="list-style-type: none"> <li>• Lots of students- could we link into the higher education? College send people to Tamworth and local employers/ Keele university. We need to encourage them to stay. Links with local employers JCB, Toyota to encourage local college links?</li> <li>• Brewhouse is popular- when a good act is on it sells out. Need to enhance cultural offer, feeling is the demand is there</li> <li>• Green surrounds- Capitalise on this. Make Burton a 'green town', sustainable centre, sustainable travel, a green plan for Burton?</li> <li>• Market Hall has lots of potential. They have started outdoor seating which is popular, some events have taken place which have been well attended.</li> <li>• Alphabet gift shop on Derby Street, very good and popular. Can we replicate this?</li> <li>• Centrum 100, creating lots of jobs/ additional people. We need to bring them into the centre, transport links? Make it easy!</li> </ul>	

No.	Minute	Action
	<ul style="list-style-type: none"> <li>• Parking is plentiful in Burton, you have to pay but v cheap. Discussion that it is free in Swadlincote so that does have an impact but don't think this is major.</li> <li>• Heritage aspect is good for Burton but want to keep/ reflect this but also make Burton cutting edge</li> </ul> <p><b>Discussions about what is less good about Burton (and what the town needs):</b></p> <ul style="list-style-type: none"> <li>• Would like to see an adaptable economy, i.e. night time and day time economy. Potential to illuminating the buildings at night to make it all more attractive and emphasise the architectural quality. Discussion that we appreciate towns where there are places to eat in the evening, there is no night time economy in Burton.</li> <li>• Too much weight is put on Heritage of Brewing industry, need to modernise and reposition.</li> <li>• Burton Place is old and unused, positioned near the cinema, could this be used to offer some night time offer of food and beverage?</li> <li>• Town centre is spread widely, potential need to centralise</li> <li>• The traffic is bad from the east in the morning, as Swadlincote expands it puts additional pressure on Burtons roads as not all coming into Burton, lots will be going through to the A38 towards Lichfield/ Birmingham.</li> <li>• Connectivity problems, doesn't always flow. Previously ideas of ring road around Burton but not sure that would work (see Stourbridge as example of town which has done this)</li> <li>• Current feeling that Burton is behind the times</li> <li>• Town security is poor- CCTV is monitored from Birmingham. Doesn't give a feeling of safety at night</li> <li>• Need to make Burton different to bring people in. Too many competing towns to be the same as and we won't win!</li> <li>• Want to be pioneering and vibrant</li> </ul> <p><b>Feedback from Jon's table:</b></p> <p><b>Burton is similar to:</b></p> <ul style="list-style-type: none"> <li>• It is unique</li> <li>• Darlington</li> </ul>	

No.	Minute	Action
	<ul style="list-style-type: none"> <li>• Chorley- size and catchment, similar employment, not overspill, railways, rivers, good standard of housing, no clearance.</li> <li>• Stoke- Not like that but similar diverse community</li> <li>• Anglesey- High priced</li> <li>• Burton has pride in our breweries, it gave Burton rail links (Bass).</li> <li>• General- Burton is different. It has fewer pubs that it used to have. We are connected but A38 is not good enough, A38 is a big opportunity but also big problem</li> </ul> <p><b>Burton should be more similar to:</b></p> <ul style="list-style-type: none"> <li>• Lewis and Stratford- River based event led and lots of special events</li> <li>• Lichfield- Food fairs, food and wine etc, nightlife, decent restaurants</li> <li>• Truro- Free of traffic, water and tourism, parking good.</li> </ul> <p><b>Discussions about what is good about Burton:</b></p> <ul style="list-style-type: none"> <li>• Many small businesses, engineering, tools etc, hangover from breweries. Many then include 2/3 local business in supply chain which is good.</li> <li>• Pirelli employ 450-500 people, owned in Milan and office in Carlisle where they get subsidy</li> <li>• We make component in Burton (water) Aquafer not Trent.</li> <li>• St Georges Park Hilton has 95% occupancy, 85% occupancy is good for them usually. Is part of the Hilton brand not Hampton at Hilton so is one of their better hotels we believe.</li> <li>• Washlands- Major project that is starting, should be a tourist attraction. £20 million investment from environment agency. We have the potential to link this to Market Square?</li> <li>• Make link around library, remembrance garden and abbey garden- so much potential.</li> <li>• Make Maze- National Arboretum links</li> <li>• Coors- Don't look after their boundaries- Station Street area around their ownership is a mess</li> </ul> <p><b>Discussions about what is less good about Burton (and what the town needs):</b></p>	

No.	Minute	Action
	<ul style="list-style-type: none"> <li>• Rail links are mixed. Cross country poor and feeling we need the Leicester line, Ashby etc. Ivanhoe Line- what happened to this?</li> <li>• Concerns that not very well paid jobs are being created. Numbers but not quality. More automation on its way.</li> <li>• Perception very low employment</li> <li>• Lots of agency work not permanent</li> <li>• Crime and disorder- Need to feel safe. E.g Andressey Passage. Side of Coopers Square, perception of crime but no police reports in this area.</li> <li>• High Street "Streetscene" - look at this report.</li> <li>• Used to have boats and sweetshop at Washlands. Also used to have restaurants and night-time economy was good in Burton. Most have now gone.</li> <li>• Possible Moorings for House boats? Not deep enough due to a weir downstream.</li> <li>• Need to get people into town centre!</li> <li>• Feeling that we need to alter the identity of town</li> <li>• Bass used to have football and cricket to link to town. Competition inspires loyalty between breweries</li> <li>• Aspirations- all other town centres the same, we need to be different, restaurants, places to pass the time, days out not just shopping, feeling that the market hall is key?</li> <li>• Also, feeling that the Washlands are key to any regeneration, use it improve lighting, plans for education centre?</li> <li>• Improve Burton Station and bus links in town.</li> </ul>	

Original Circulation: Design Team: Jonathan Tutt (C+W), Kate Carlton (C+W), Joren Heise (URBED), Helen Berg (URBED), Emma Roberts (Fore), Paul Irwin (Fore).

Inclusion in Stage 1 report Appendix section.

## **Appendix 3 Transport baseline review**

## Transport baseline review

### Overview

Burton is located on the River Trent in the borough of East Staffordshire, close to the border with Derbyshire. It is situated along the A38(T) which links the town to Birmingham and the M6 Toll Road to the south and Derby and the A50 to the north.

The Washlands (the floodplain surrounding the River Trent) dominates the centre of the town and provides a unique feature and valued recreation resource. However, this area also poses a particular challenge as there are only two vehicular river crossings over the River Trent. Burton Bridge (Bridge Street, A511) links the town centre to routes to the north and east whilst St Peter's Bridge links the A444 Stanton Road and A5189 to the town centre and to radial routes east and south. These river crossings represent bottlenecks at certain times of the day.

Burton is an important employment hub that boasts major employers including Pirelli, Molson Coors and Unilever, with a growing distribution/warehousing sector. Census information indicates that Burton has a relatively tight catchment area with a high proportion of short work trips and also a high proportion of commuter trips by car from surrounding towns and villages. Only 4% of work journeys in the Borough are by bus and less than 1% are by train, however walking and cycling levels are above the national average.

### Highways

The A38(T) on the Strategic Road Network runs directly to the west of Burton upon Trent. Local highways serving Burton include the A5121, A515, A444 and A511 routes. These main highways are illustrated in Figure 1.1.

Congestion, particularly at peak times is an issue and has contributed to the declaration of two Air Quality Management Areas (AQMAs). These AQMAs were declared due to the level of nitrogen dioxide (NO<sub>2</sub>) from road traffic. The first and largest is centred on the A5121 / A511 Derby Turn and the routes that lead away from the roundabout. The second, smaller AQMA is confined to the A5189 St. Peter's Bridge roundabout and part of A444 St. Peter's Street in Stapenhill.

The 2010/11 Trafficmaster dataset indicated the following congestion impacts as a result of traffic levels within Burton:

- Highest delays in the AM peak are on Stanton Road (7.5 minutes), Stapenhill Road northbound (3 minutes) and Main Street (5 minutes)
- Highest delays in the PM peak are on Union Street northbound (5 minutes) Stanton Road (5.5minutes) and Main Street (5 minutes)
- The least reliable routes in the AM are Main Street/Rosliston Road and Stanton Road (40-48%), Orchard Street and Union Street/Station Street (24-32%)
- The least reliable routes in the PM are Orchard Street, Union Street/Station Street northbound (32-40%), Derby Road, Derby Street, Union St / Station St and Orchard Street southbound (24-32%).

## Parking

Staffordshire County Council (SCC) is responsible for parking on the public adopted highway. SCC shares parking enforcement powers with the police and is able to carry out enforcement where parking restrictions exist via the Stoke on Trent Parking Team who hold the powers necessary to enforce parking and can ticket offending vehicles. The civil enforcement team can also address the blocking of pedestrian/disabled crossing points and vehicle access crossings.

East Staffordshire Borough Council is responsible for public off street car parking. There are 9 off street car parks owned and operated by ESBC as follows.

- Bond Street – 103 spaces;
- Burton Library 79 spaces;
- Burton Place – 351 spaces;
- Coopers Square – 559 spaces;
- Fleet Street – 132 spaces;
- High Street – 64 spaces;
- Market Street – 9 spaces plus 2 disabled;
- Meadowside Leisure Centre – 179 spaces;
- Town Hall – permit holders only.

In total there is therefore approximately 1,500 publicly owned off street car parking spaces within Burton town centre in addition to the on street parking provision.

Parking at the Coopers Square and Burton Place car parks in Burton is free between 3.00pm and 8.00am the following day. All Pay and Display car parks offer free parking to blue badge holders at any time and in any space available. Car parks, with the exception of Burton Place rooftop, do not close.

In addition to publicly owned off street car parks there are a number of privately owned car parks that provide a significant amount of car parking in and surrounding the town centre. These car parks include:

- Coopers Square Rooftop car park – approx. 200 spaces;
- Rail station lower level car park;
- The Octagen car park located on Orchard Street;
- Sainsbury's supermarket car park located on Union Street;
- Halfords/Pets at Home/Dunelm car park located on Lichfield Street;
- Tesco supermarket car park;
- Sports Direct Factory Outlet car park;
- Middleway Retail Park car park;
- Aldi car park.

## Rail

Burton upon Trent rail station is managed by East Midlands Trains and has good Cross Country rail connections to Birmingham and Derby.

Access to the station is from the bridge on Borough Road that crosses the railway line. At road level, there is a small car park, a taxi rank/shop and the entrance to the station, which contains the ticket office. Additional car parking is offered at a lower level accessed from Derby Street. Much of the old station was demolished in the early 1970s and the island platform now accommodates a single building that incorporates the waiting room and toilet facilities. Real-time customer information screens are in operation alongside automated train announcements.

## Bus

Burton upon Trent has an extensive network of bus services operating in the urban area, focusing on serving the town centre. Bus interchange is focused on New Street with 10 out of a total of 14 town centre bus stops located here. The remaining bus stops are located on High Street (2) and Union Street (2). Information displaying timetabled departure times was implemented in Burton upon Trent in 2011. There are three main local bus operators in Burton upon Trent including Midland Classic, Arriva and Trent Barton.

## Cycling and Walking

Significant improvements have been made to the walking and cycling network in recent years which serves Burton's compact urban area. The town is served by two routes of the National Cycle Network. Route 54 links Burton with Birmingham to the south and Derby to the north with the route closely following the Trent and Mersey Canal around Burton. National Cycle Route 63 starts in Burton and links to South Derbyshire via the town centre, Stapenhill Viaduct, Ferry Bridge and Stanton. Route 63 terminates at the Trent & Mersey Canal in Shobnall at its junction with route 54.

## Recent Transport Investment

Various regeneration projects have been undertaken in Burton upon Trent to date. These have included projects to improve its image including gateway improvements on Derby Road and redevelopment of the market. The Council is also coordinating development within Burton town centre through public realm improvements, access to the Washlands and promoting important development opportunities. Several improvements to pedestrian facilities have taken place including the provision of new pedestrian crossings at Branston Road, Wetmore Road, Wellington Street, Orchard Street and the St. Peter's Bridge/Branston Road roundabout.

A £6.1 million refurbishment scheme to safeguard the future use of St Peter's Bridge and Burton Bridge is being carried out funded by the Highways Challenge Fund. Following the completion of the works on St Peter's Bridge in Autumn 2017, the next phase of vital strengthening of Burton Bridge is now underway. Preliminary works started in the Spring and major works on the bridge itself began on Monday, June 18th. The project will be completed in time for the start of the school term in September.

A safety scheme for the A38 (T) Claymills junction was undertaken by Highways England in 2015 to address safety and collision issues. The scheme included improved signing and road markings and extended the northbound northbound exit slip.

In September 2018 highway works will also be conducted on Borough Road outside of the rail station. The highway works scheme will include the following:

- The widening of Borough Road in the vicinity of Burton Station to create bus lay-bys in both an eastbound and westbound direction.
- The relocation of the existing zebra crossing facility on Borough Road to a point approximately 65m west of its existing location.
- The provision of a replacement area of footway on the south side of Borough Road outside the station.
- The provision of new bus shelters with Real Time Passenger Information.
- The creation of a dedicated right turn facility from Borough Road into the rail station.
- It is proposed to introduce a one-way system to the station car park as part of the works.
- The resurfacing of existing areas of footway and carriageway on Borough Road in the vicinity of the rail station.

Network Rail and the Station Operator (East Midlands Trains) are proposing works to the station forecourt area to coincide with the highway works on Borough Road. These works include resurfacing of the forecourt and the relocation of the taxi rank.

## Future Transport Improvements

The Burton upon Trent Local Transport Package as outlined in the East Staffordshire Integrated Transport Strategy (2013) has been designed to align with the East Staffordshire Local Plan and address issues that are likely to remain on the highway network as a result of housing and employment growth proposals.

The County Council has potentially secured funding from developers to help deliver the Transport Strategy for Burton upon Trent over the Local Plan period (subject to specific developments progressing)

Table 4.1 summarises the main elements that will be delivered as and when funding is available.

### 1. Table 4.1: Burton upon Trent Local Transport Package

Project	Responsibility	Description	Updates
A38 (T) Claymills junction	Highways England	Scheme to address safety and collision issues.	The safety scheme was completed in 2015. A resurfacing scheme has also been proposed. The junction has been identified through the Highways England Route Strategies as being sub-standard and in need of improvement. Any scheme would need to be delivered through the Roads Investment Strategy (RIS) if supported.
A38(T) Barton Turn	Developers/Staffordshire County Council/Highways England	New signalised junction at Barton Turn	Highways England currently have not plans for this junction.
A38(T) Branston Interchange	Developers/Staffordshire County Council/Highways England	Signalisation and widening of the Branston Interchange.	Bids into the HE Growth and Housing Fund were requested in early 2016, and with support of HE, SCC made a bid into the fund in March 2016. SCC were notified that the Branston scheme was successful in HE's initial assessment sift in late 2016. Throughout 2017 SCC with its strategic partner Amey, engaged in dialogue with HE and its team of consultants to develop a scheme which would satisfy the outstanding planning conditions and allow for improved functionality of the junction. SCC are now working with Nurton Developments to value engineer

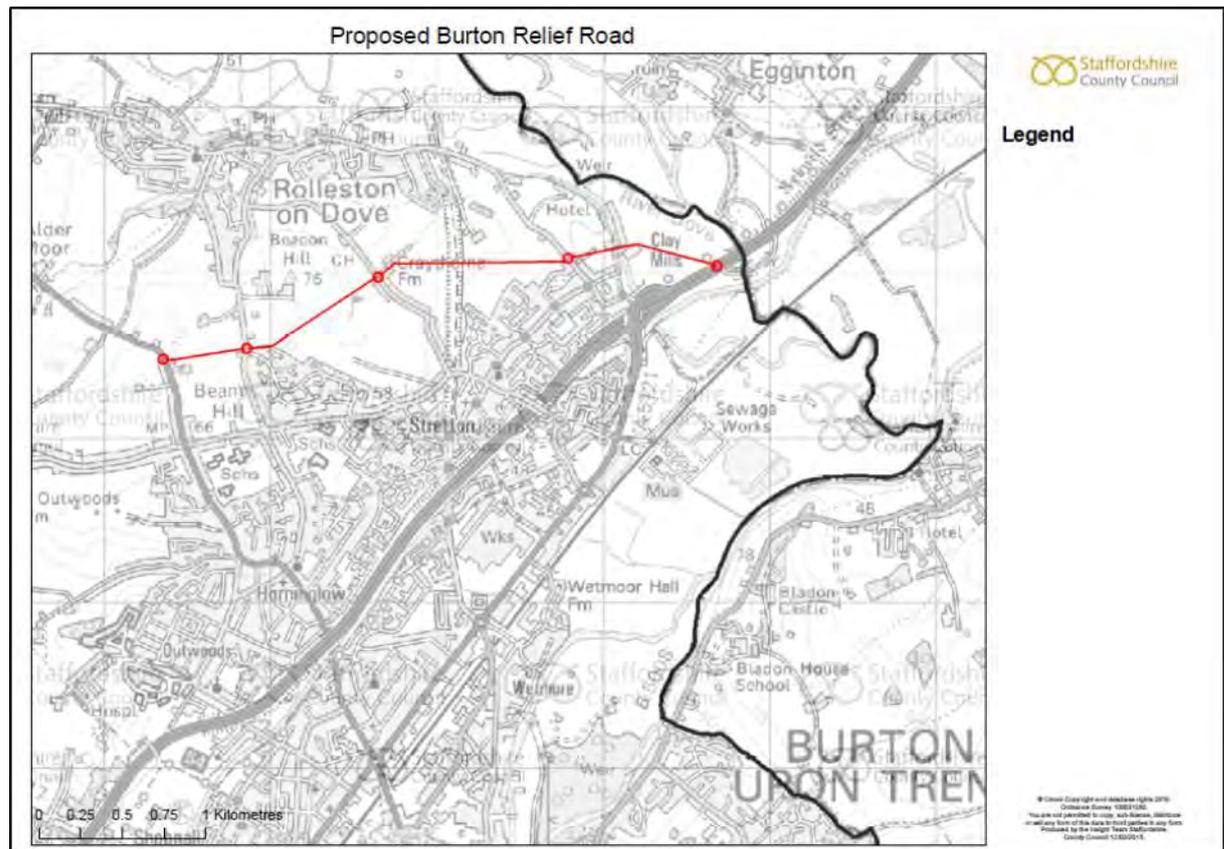
			the scheme to a more acceptable budget cost. If successful, it is anticipated that scheme could commence construction during the 2019/20 financial year.
Walton-on-Trent Bypass (South Derbyshire District)	Developers of Drakelow through a S106 agreement	A new bridge crossing of the River Trent to the north of Walton village to improve access and increase highway capacity between the A38(T) and destinations to the east of the river.	Not yet delivered as S106 threshold not triggered.
Branston Locks Access Road	Developers of Branston Lock	A new road creating access to Shobnall Road and Branston Road.	Initial junction infrastructure on Branston Road delivered.
A5189 St Peter's Bridge and A444	Staffordshire County Council	Delivery of an additional westbound lane over the bridge and improvements to the Stapenhill Road junction. Proposals include improvements to Stapenhill Viaduct and Ferry Bridge for cyclist and pedestrians, running parallel to St. Peter's Bridge and providing a convenient, well used segregated walking and cycling link (NCN63). Junction improvements along A444 Stanton Road.	A444 Corridor Study between Drakelow and Burton is in SCC 2018/19 capital programme.
Local Transport Corridors	Staffordshire County Council	B5108 Branston Road Corridor B5017 Shobnall Road Corridor A511 Tutbury Road Corridor A511 Town Centre Corridor A5121 Derby Road Corridor	Safety improvements in SCC 2018/19 capital programme for Derby Turn, A5189 Evershed Way/Shobnall Road and A5189 Orchard Street roundabout. B5017 Corridor Improvements between Wellington Road/Shobnall Road and Postern Road in SCC 2018/19 capital programme. 3.
Town Centre Traffic Management	Staffordshire County Council	Review the traffic management arrangements in New Street and remove through traffic. This would create an improved environment, encouraging greater bus use and improved pedestrian safety.	Awaiting information from SCC. Burton town centre regeneration (delivery of Manor Croft and design of New Street/High Street junction is in SCC 2018/19 capital programme.

		<p>There are also proposals to review the function and use of High Street. This would take into account the aspirations of the Borough Council to improve the attractiveness of the public realm in the town centre and enhance the pedestrian experience as part of Burton upon Trent's wider regeneration</p> <p>4. Traffic capacity is a concern along the town centre B5018 Orchard Street, Union Street and Guild Street corridor</p>	<p>Signal timings on the Orchard Street, Union Street and Guild Street corridor have recently been updated to improve traffic flow.</p>
Bus Provision	Bus Operators/Staffordshire County Council/East Staffordshire Borough Council	Real Time Passenger Information for bus users, high quality town centre bus interchange and new and improved bus services.	
Active Travel	Staffordshire County Council, East Staffordshire Borough Council	Improved pedestrian permeability between shopping areas and encourages walking to reduce short distance car trips.	
Sustainable Travel Promotion	Staffordshire County Council, East Staffordshire Borough Council	Encourage the development of Workplace Travel Plans that promote initiatives such as car sharing, sustainable travel, personalised journey planning, teleworking and flexible working hours. Targeted marketing initiatives in Burton upon Trent.	

## Other Schemes

Previously, additional road infrastructure has been identified and discounted in developing the current Local Plan. These include:

- Western Bypass/Burton Relief Road between A511 Tutbury Road (north of Beamhill Road) to the A38 at Claymills.



- Beamhill Link Road between the A511 and B5017 (including a link to the hospital)

## Constraints and Opportunities

Given the review of the baseline a number of constraints and opportunities have been identified for the study area. The following table provides a summary of the constraints, issues and opportunities that will be used to inform the next stage of the wider Regeneration Strategy process.

**5. Table 5.1: Constraints and Opportunities**

Area	Constraints/Issues	Opportunities
Overview	<p>Movement to/from and through the town centre relies heavily on the need to travel by car.</p> <p>Traffic congestion during peak hours and uncertain travel conditions.</p> <p>Heavy reliance on travel by car or van, especially to get to work.</p> <p>Traffic in the centre of the town contributes to pollution and air quality issues.</p>	<p>Compact catchment area with opportunity to encourage greater use of sustainable transport modes.</p>
Pedestrians	<p>Station Street provides the main connection between the Canal, Town Hall, Railway Station and the River Trent. It is currently dominated by car traffic.</p> <p>There is a need to re-establish links between the Washlands and the town centre. Most routes from the High Street are car dominated and lead to car parking areas. Andressey Passage is narrow and secluded.</p>	<p>There are opportunities to improve this route through a comprehensive corridor treatment connecting key trip attractors and employment areas. This corridor could act as a sustainable transport spine, building upon the Borough Road highway/bus improvements and Station Street public realm improvements. It could include consideration of new footways, pedestrian and cycle crossing facilities at junctions, new bus and cycle lanes, and bus priority at traffic signals.</p> <p>Particular consideration should be given to how the area in and around the Bargates site, Meadowside Leisure centre and Burton Library (Meadowside Drive) opens up to the Washlands from High Street</p> <p>There is the opportunity to improve the setting of where Ferry Bridge/ Stapenhill Viaduct enter the town centre. Currently the landing area comes out adjacent to a car park and the back side of buildings. There is therefore the opportunity to develop this area so it become more of a gateway with improved linkages through to the Washlands, Memorial Gardens and wider town centre.</p>

	<p>There is a lack of informative and clearly positioned pedestrian signage within the heart of the town centre any other key strategic locations e.g. rail station, town hall.</p>	<p>Improving pedestrian wayfinding and signage, will improve pedestrian circulation and increase footfall. This includes between the different shopping centres and the wider retail area.</p> <hr/> <p>Developing well connected multi use public spaces would assist in linking up the town centre as a whole.</p> <hr/> <p>SCC proposals for High Street seek to develop a pedestrian priority area. Traffic accessing this managed space could be restricted where possible allowing limited access such as for specific parking spaces and key bus routes.</p>
	<p>Pedestrian gateways to the town centre/ shopping areas are low key and often dominated by traffic.</p>	<p>The Station Street/Worthington Way junction provides the opportunity announce the start of the pedestrianised zone. The opportunity to change the access arrangements for the car park could help to simplify this junction, improve crossing facilities and tie in with the enhancements being proposed for Station Street by ESBC.</p>
<p><b>Cycling</b></p>	<p>Cycle infrastructure in the town centre suffers from route discontinuity, particularly at difficult to manage locations such as junctions.</p>	<p>There is potential to link up existing cycle infrastructure more effectively, strengthening connections between existing off road, on road and advisory routes as well as National Cycle Routes 53 and 64.</p> <hr/> <p>Review cycle parking across the town in conjunction with Regeneration Strategy proposals.</p> <hr/> <p>Review potential for creating a Cycle Hub.</p>
<p><b>Public Transport</b></p>	<p>Public transport interchange is focused in one area of the town centre (New Street), impacting on the operation of this area and pedestrian safety.</p>	<p>There is the opportunity to further improve public transport access within the town centre. This should include a review of bus routeing/operational requirements to enhance accessibility and improve public transport integration.</p> <hr/> <p>Work on public transport access should build on/align with the SCC scheme to improve the High Street/New Street junction and minimise conflicts between buses and pedestrians.</p> <hr/> <p>Options for utilising Lichfield Street adjacent to the Octagon Centre to assist bus movements could be considered as well as</p>

the development of a further on street mini bus hub/interchange possibly on the other side of the town centre near the library and leisure centre. Any new interchange location would need to take account of existing bus routes, key attractors and be located where there is active frontage.

Taxi ranks are located in several different locations across the town centre.

There is the opportunity as part of the wider Regeneration Strategy to review the location of taxi ranks across the town centre to ensure key attractions/locations are suitably served whilst removing those that detract from the town centre setting and pedestrian environment.

Private Car High levels of parking within the town centre takes up considerable space in central locations and poses a barrier (both visually and physically) to the town centre, particularly for those travelling by foot or cycle. Furthermore, the largest car parks are generally allied to specific shopping centres/leisure attractions and this does not encourage wider use of the town centre facilities.

The Council is in direct control of much of the parking provision in the town centre, providing a level of control and influence over these sites and how people park.

There is an opportunity to consider how parking could be altered or rationalised through a coordinated parking strategy that considers the location, usage and purpose of different car parks.

Consider rationalising off street parking with reductions in specific locations catered for by better utilisation of space and investment in car parking facilities in other locations.

Outside of the refurbished Market Hall there is the opportunity to improve the setting of this building by removing/relocating the off street parking in this area. This would provide extra flexibility in how this space is used and support this significant heritage asset.

Better manage existing parking provision through smart parking measures/variable message signing.

HGVs Significant amounts of HGV traffic travel through Burton from the brewery/industrial areas.

The approach to HGV routing needs further consideration and should be worked up on the basis of tailoring solutions to local routing problems that fit with the wider regeneration proposals.



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