



Masterplan Plus for Uttoxeter town centre

Prepared For
East Staffordshire Borough Council and Staffordshire County Council

DRAFT, NOVEMBER 2020



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View of the High Street, Uttoxeter

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1.0 INTRODUCTION

1.1. Background

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 Uttoxeter.

Cushman and Wakefield, supported by Lathams Architects, has been appointed to undertake a 'Masterplan Plus' process to provide a long-term coherent vision for Uttoxeter as a whole town. This includes a review of the original 2003 Uttoxeter Masterplan considering what has and hasn't been achieved, and the development of a new masterplan to help Uttoxeter to improve in the future, providing outputs as to how the Town can be improved as a place for people to live, work, invest and visit over the next 10 to 20 years.

The Strategy will inform the future corporate and regeneration priorities of Uttoxeter as a whole. The new Masterplan will be aligned

with aspirations set out in the Uttoxeter Neighbourhood Plan and the Local Plan. The vision in the Local Plan for Uttoxeter is:

“Uttoxeter will have a multi-functional, attractive Town Centre that incorporates a wide-ranging mix of activities set within a high quality network of pleasant streets and spaces, which create a strong identity and a place where people want to live, work and visit. The town will build upon its strategic location, its unique historic

environment and its shops and markets, to attract and retain new investment for the benefit of local business and residential communities.”

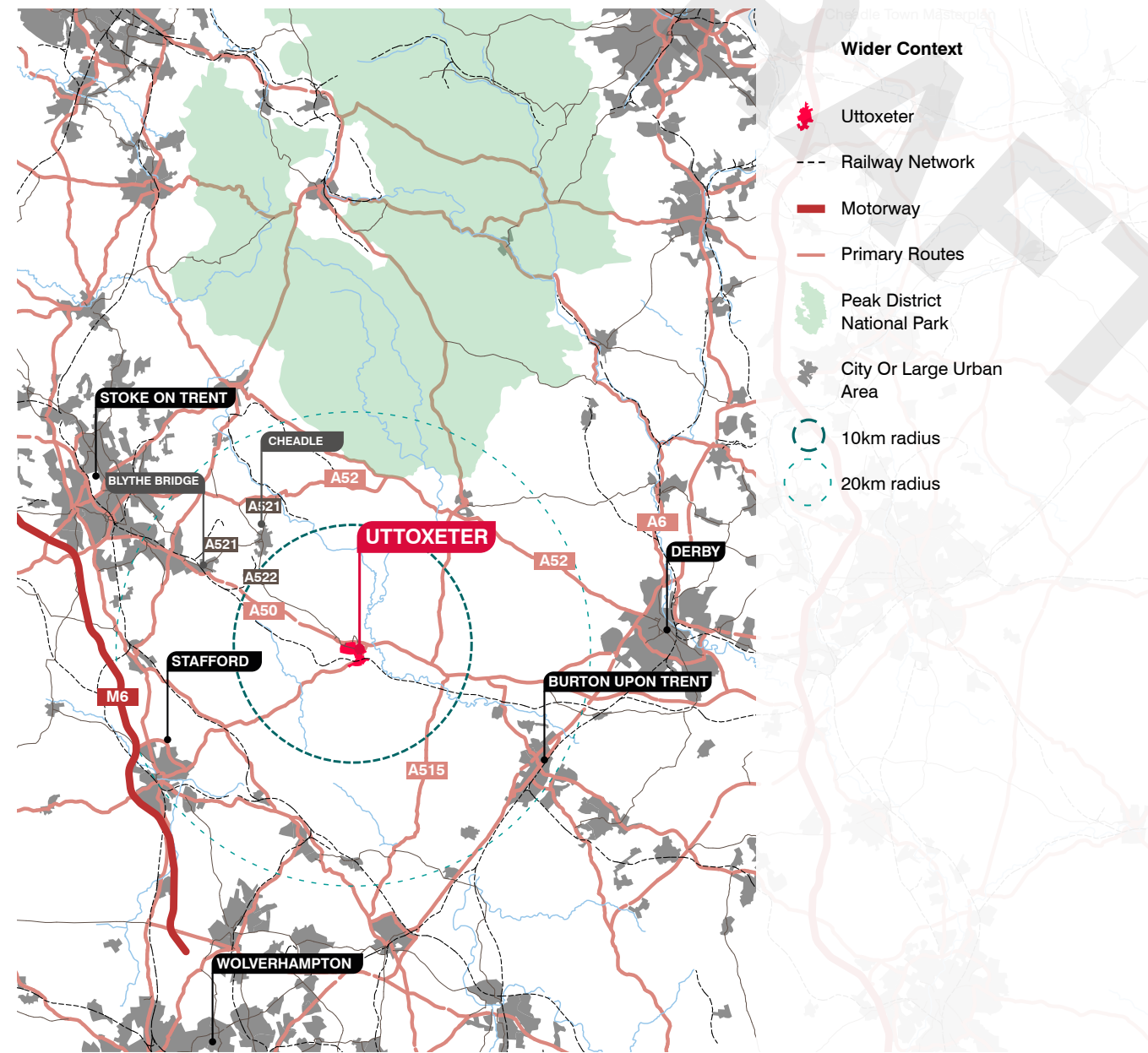
The new Masterplan should consider what combination of improvements and changes need to be undertaken to create the right conditions for growth, providing more, and/ or better employment opportunities, along with the necessary infrastructure to support that growth.

1.2. Background and approach

It is widely appreciated that the role of town centres has fundamentally changed over the last decade, owing to shifting socio-demographic and market trends. This has resulted in polarisation between larger destinations that have a critical mass of activity and the strategic accessibility; and smaller secondary town centres, such as Uttoxeter, that find themselves lacking the profile, accessibility and local catchment capacity to drive footfall, dwell time and spend, to compete and thrive.

Uttoxeter now requires an updated Masterplan to provide a long-term coherent image for the future of Uttoxeter as a whole town, that sets out realistic and deliverable masterplan options that meet your ambitions.

To achieve this, we have undertaken the following key stages of work:



1.0

1) Review of 2003 Masterplan – This report identifies a summary of which projects from the 2003 Masterplan for Uttoxeter have been delivered and whether the delivered projects meet the expectations that were set out for the site. Where projects have not been delivered, the opportunities will be re-assessed to understand whether they should be included in the new Masterplan.

2) Baseline Report – This report provides an evidence base to inform the options development process. The report sets out to understand the current function of the town, its strengths and weaknesses, including a detailed market review to ensure that development proposals are realistic and commercially deliverable. Individual sites were assessed for constraints and opportunities (i.e. access, neighbours, existing features, topography etc) which

might influence and inform efficient and deliverable development.

3) Stakeholder Engagement – As part of the Uttoxeter Masterplan Plus process we have consulted with key stakeholders and landowners to establish their motivations for the town. In addition to this, we have undertaken a public consultation event to identify the key opportunities, challenges and strengths of Uttoxeter Today.

4) Options development – The Baseline Report identified a number of opportunity sites. Options were informed by physical, technical and market considerations and incorporating stakeholder feedback. They were reviewed with the client to establish compatibility with the overarching aspirations for the future of the town, with a focus on increasing vibrancy, footfall and spend to support and

strengthen the town centre.

5) Prioritisation of interventions – This section of the report will identify the prioritisation of site-specific interventions. Sites will be prioritised based on their land assembly issues, delivery of Council objectives and the impact on the town centre

6) Delivery mechanisms – This section of the report will outline a number of potential delivery mechanisms and funding sources that may be available to assist with the delivery of the options.

Conclusions & recommendations – This section summarises the overall advice contained within the report making a series of clear and prioritised interventions.



2.0

2003 MASTERPLAN REVIEW - SUMMARY

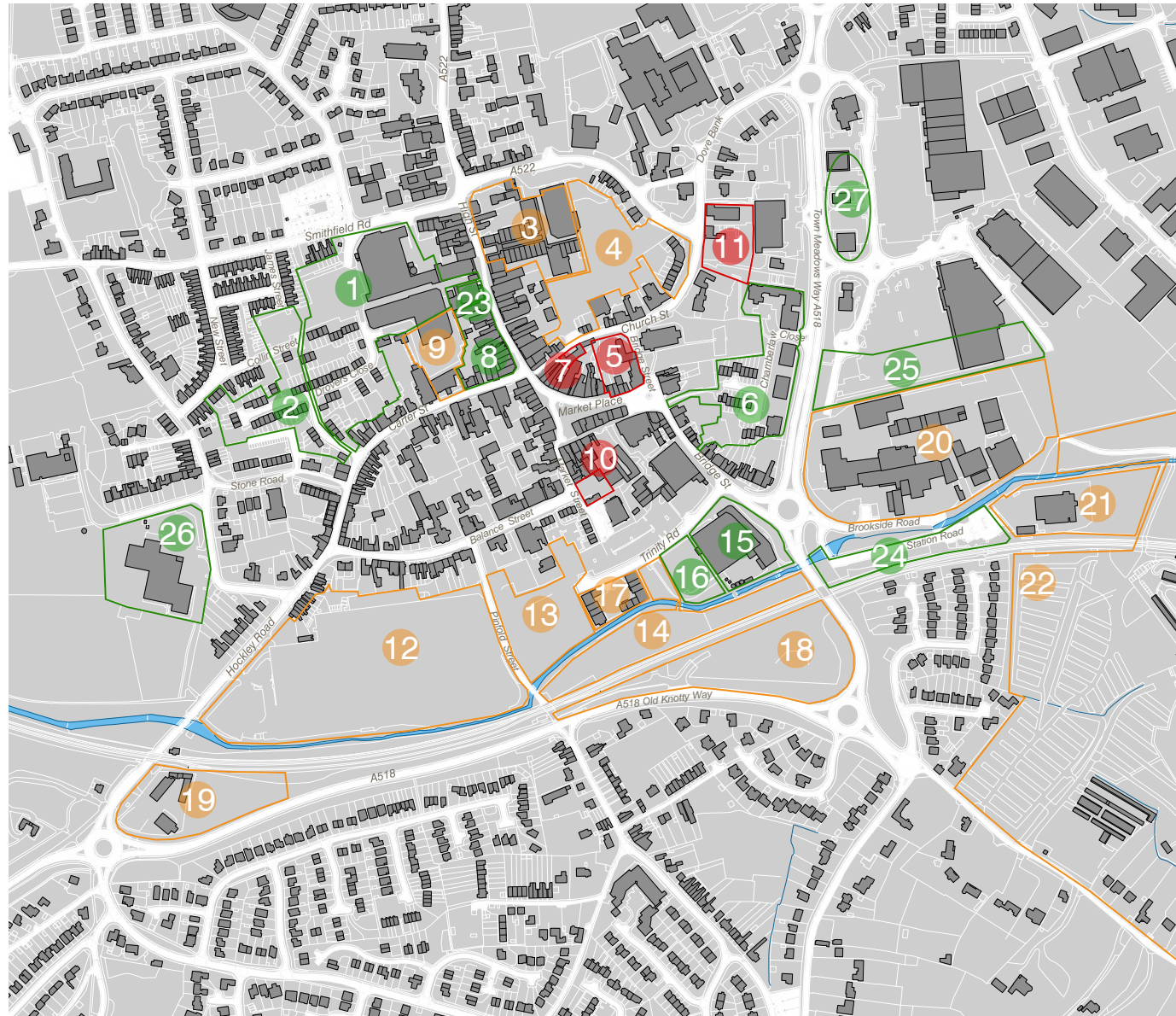
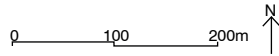
The Uttoxeter Town Centre Masterplan was adopted by the Council in September 2003. Since its production fundamental changes have taken place across all sectors of the occupier and property market, alongside significant structural and political changes in the economic, regeneration and funding environment.

As part of this Masterplan Plus process, C&W undertook a review of the 2003 Masterplan to identify which of the 27 identified sites:

- Have been delivered
- Have not been delivered, but have potential to come forward in the future
- Have not been delivered & are unlikely to come forward in the future
- Can be considered 'windfall' and other positive interventions within the town centre which were not anticipated by the Masterplan.

The findings from the review showed that, 11 out of the 27 sites saw the anticipated projects brought forward, with a further 9 sites where the anticipated projects could potentially still come forward in the future. This is a positive outcome from the 2003 masterplan and shows the inclination from all parties and stakeholders to bring forward development in the town.

From the review of the 2003 sites, it was identified that 4 of the sites have not been delivered to date and were unlikely to come forward in the future. Cushman & Wakefield did not anticipate this to be an issue as these sites were and have remained occupied by businesses that are still in operation.



**Uttoxeter 2003
Masterplan Sites**

- Site 1: Cattle Market
- Site 2: Cattle Market Car Park
- Site 3: The Maltings
- Site 4: The Maltings Car Park
- Site 5: Lions Antiques/Former Builders Yard
- Site 6: Angus MacKinnon Site
- Site 7: Blackshaws Mill
- Site 8: Old Saddlers Yard
- Site 9: Sheards Car Showroom
- Site 10: Furbanks Car Sales Site
- Site 11: Church Street in-fill / Builders Yard
- Site 12: JCB Main Site
- Site 13: JCB Secondary Site
- Site 14: JCB Test Site & Staff Carpark
- Site 15: JCB Storage Site
- Site 16: Wagon Park
- Site 17: Employment Court
- Site 18: Railway Edge
- Site 19: Staffordshire County Council Depot
- Site 20: Brookside Business Park
- Site 21: Fauld Precision Machines Site
- Site 22: Uttoxeter Racecourse
- Site 23: Town Hall
- Site 24: Railway Station
- Site 25: Land Adjacent to Tesco
- Site 26: Leisure/Sports Centre
- Site 27: Frontage to Town Meadows Way

Projects which have been delivered

Projects which have not been delivered, but have potential to come forward in the future

Projects which have not been delivered and unlikely to come forward in the future

3.0 THE BASELINE REPORT – SUMMARY

The Baseline Report is to understand current function of the town, identify its strengths and weaknesses, underlying threats to its future growth and identify potential opportunities to be exploited to address its weaknesses.

Some of the key findings from the Baseline Report which have used to identify proposals for town centre strategies are as follows:

3.1. Background

ESBC had commissioned and produced a Uttoxeter Town Centre Masterplan which was adopted in 2003. It is accepted that the 2003 Town Centre Masterplan is now outdated, with a number of the identified sites having been successfully delivered and others where the proposed development would no longer be suitable. The 2003 Masterplan was predicated on retail growth which needs to be reconsidered given the ever challenging and changing retail landscape.

3.2. Uttoxeter Overview

Uttoxeter is a historic market town, located in the east of Staffordshire. It is approximately 15 miles north-east of Stafford and 20 miles west of Derby and can be accessed via the A50 to the north of the town and the A518 which skirts around the eastern edge of the town centre.

Uttoxeter is well located for access to the Peak District National Park and is located 10 miles from the adventure resort Alton Towers, both which draw tourism to this area from a national catchment.

The JCB Headquarters is situated on the outskirts of Uttoxeter. JCB are a significant employer within the area and also own a large proportion of land within Uttoxeter.

Uttoxeter has a town centre which is centred around High Street and Market Place. High Street has a one-way road system limiting vehicular access. There is a mix of retail

units within the town centre, but like many other town centres these are predominantly occupied by larger well-known chain stores. Uttoxeter is also well supplied by supermarkets, with an Asda, Lidl, Waitrose and Tesco all within close proximity.

Uttoxeter has a total population of approximately 9,664 and 4,099 households within a 5-minute drivetime catchment of Uttoxeter. The affluence of the population is mixed with a large proportion of 'comfortable communities' but also a significant proportion of 'financially stretched'.

3.3. Market overview

3.3.1. RESIDENTIAL

Over the last ten years, there has been a trend that UK House Prices have increased, Uttoxeter's residential supply has also followed this trend, with an increase in house price values of 35.95% over the last 10 years (Source: Zoopla).

Current average house values in Uttoxeter are sitting at £248,708, compared to £224,215 just 12 months ago (Source: Zoopla). The current pandemic has had a significant impact upon the housing market, but there are good signs that the market is now in recovery. Knight Frank have reported that "home purchase offers are being accepted at record rates in UK property markets as traction returns and downwards pressure on prices eases in the first month since market lockdown measures were lifted" (Source: Knight Frank)

The East Staffordshire Borough Local Plan (2015) identifies the need for 11,648 new homes across the borough between 2012 – 2031, predominantly in Burton Upon Trent and Uttoxeter. As such, the Local Plan identified a number of substantially sized residential sites in and around Uttoxeter.

3.3.2. RETAIL

Retail is a key component of Uttoxeter town centre, with the majority of retail space centred around the High Street.

Uttoxeter's retail market remains well occupied by a number of larger retailers, including Boots, Willko's and Card Factory, in addition to a number of successful independent retailers. This mix of large chain retailers and independents is what sets Uttoxeter apart from the surrounding smaller villages and towns.

The prime retail location in Uttoxeter is the High Street. Rents are around £13 ft² and

vacancy levels vary across the town centre. The High Street is generally well occupied, with only a few units vacant, whilst the Trinity Centre and The Maltings have much higher vacancy rates.

Whilst Uttoxeter benefits from a successful and generally well occupied high street, older premises on the outer edges of the town are falling into disrepair. This is the case at the Maltings shopping centre, where vacancy rates are significantly higher than elsewhere within the town. The vacant units within the Maltings shopping centre are currently being marketed at rates of £16.81 per sqft, which is significantly higher than rates being achieved on the high street over the last two years.

Furthermore, Uttoxeter is well-supplied with supermarkets, with four in close proximity to the town.

3.0

3.3.3. LEISURE AND TOURISM

Uttoxeter's primary leisure attraction is the Uttoxeter racecourse, offering a number of events throughout the year. The Uttoxeter Racecourse attracts a wide range of visitors, many travelling from locations across the region.

Uttoxeter has a town centre leisure offer, this includes the Cinebowl on Town Meadows Way, which includes a cinema, an ice rink and tenpin bowling lanes.

Uttoxeter also has its own leisure centre that was refurbished in 2014, and provides a swimming pool, gym facilities and other training rooms and activities.

Uttoxeter also benefits from close proximity to the adventure park Alton Towers (15 km away) which has grown substantially over recent years and now boasts the Theme Park, CBeebies Land, Waterpark, Spa and Golf experience and hosts over 2 million visitors

per year. Uttoxeter Railway Station is the closest station to Alton Towers and provides a key public transport link to the park. From Uttoxeter train station the X41 bus provides a direct service to the Alton Towers park, taking just under 30 minutes. Anecdotally, we understand that Alton Towers does not significantly improve footfall within Uttoxeter.

Uttoxeter has a good number of restaurants and bars that contribute to its evening economy.

3.3.4. HOTEL

Overnight accommodation in Uttoxeter is extremely limited, 36 rooms across two hotels, as well as a few small guesthouses offering more of a B&B service.

We believe that JCB have demand for high quality hotel rooms in the Uttoxeter area, as a result of their corporate meetings. However, it is unlikely hotel operators would

deem sufficient demand to justify new hotel development in Uttoxeter.

Whilst Alton Towers is a nearby attraction, this demand is well catered for by its three on-site hotels and a number of hotels in close proximity which offer more affordable rates, such as those located in Alton.

3.3.5. OFFICES

Whilst Uttoxeter office supply is extremely limited, with a total floor space availability of just 10,000 ft², demand is also limited, due in part to Uttoxeter's proximity to the larger competing centres of Stafford and Lichfield.

Rental values across the town vary, with highest rents relatively low at circa £12 per ft², with a slight increase to £14 per ft² for small units.

3.0

Generally speaking, rental levels of circa £21 ft² are required to make office development viable. As such, we do not believe there is a case for new office development in Uttoxeter.

3.3.6. RETIREMENT/CARE

The independent sector has grown significantly over the last 25 years with voluntary and public sector providers reducing in number, local authorities however remain the largest single source of funding for older people in private residential settings, financially supporting 49% of all residents.

Uttoxeter will be attractive to mid-market senior living developers and operators, due to the wealth profile of the local market and the moderately high level of income qualified seniors. The ageing population is impressive with an expected growth rate of 34% for those aged 75+ over the next 10 years.

Furthermore, the lack of competition from a significant undersupply in the area will also be attractive to retirement living developers and operators.

Given the lack of supply in the area, we suggest that Uttoxeter would be suitable for a moderately sized mid-market retirement living scheme, taking into account the medium levels of wealth and the size of the demand pool for this type of product. The nearest hospital to Uttoxeter is a 20-minute drive away in Stafford.



View the Market Place looking north towards the Uttoxeter War Memorial (Grade II Listed) in the foreground and Parish Church of St Mary (Grade II Listed) set further to north*

3.0

3.4. Summary of initial town walkabout

We undertook a site visit to Uttoxeter with the client team and identified the following:

3.4.1. STRENGTHS

Strong public realm and restricted vehicular travel help to create united link from High Street through to Carter Street and other outer developments.

The town centre still has a significant number of national multiples as well as independent businesses.

3.4.2. WEAKNESSES

High vacancy rates at the two main shopping centres, the Maltings and the Trinity Centre.

The Maltings is currently the first thing visitors see if they access the High Street via the northern end, giving a perspective that the

town is outdated and lacking charm.

By addressing the Maltings Site and the Trinity Centre the retail core could be consolidated providing a smaller shopping area with higher occupancy rates.

3.4.3. CHALLENGES

Uttoxeter has a number of sites in third party ownership, restricting the Councils' ability to intervene and deliver a comprehensive redevelopment.

3.4.4. OPPORTUNITIES

Uttoxeter has a number of development sites that could make substantial changes to the overall town centre.

The Neighbourhood Plan clearly identifies 8 main themes for change within Uttoxeter and provides a clear summary of stakeholder aspirations. By incorporating policies from the Local Plan, the Neighbourhood Plan and development principles, the delivery of the sites could have a significant impact.

3.5. Planning policy context

We undertook a focussed analysis of the relevant national and local planning policies which relate to development and regeneration and had regard to throughout development of the options:

1. National Planning Policy Framework (NPPF)
2. East Staffordshire Borough Local Plan
3. Uttoxeter Neighbourhood Plan
4. Uttoxeter Town Masterplan (2003)
5. East Staffordshire Design Guide – SPD
6. East Staffordshire Shopfronts Design Guide – SPD
7. East Staffordshire Separation Distances and Amenity – SPD

Further detail is found in the Baseline Report.

3.6. Context analysis

Uttoxeter is an attractive historic market town and despite much recent development around its periphery the character central streets and spaces remain largely intact. The architectural and historic quality of the town centre is recognised by the Uttoxeter Conservation Area which covers all the central area. The Conservation Area designation, together with other ESBC policies, have largely helped to protect the town centre from the type of harmful development which is found in many similar sized town throughout the Midlands.

The quality of the town centre is not however uniformly high and there are a number of prominent locations where either past inappropriate development or neglect and dereliction need to be addressed with proposals for positive contextual intervention.



View the Queen Street looking west towards Market Street

3.0

3.7. Transport analysis

We undertook a focussed analysis of the relevant local highways policies and objectives which relate to Uttoxeter and had regard to throughout development of the options:

- East Staffordshire District Council Local Plan 2012-2031
 - SO3: Accessibility and Transport Infrastructure
 - Strategic Policy 1: East Staffordshire Approach to Sustainable Development
 - Strategic Policy 34: Health and Wellbeing
 - Strategic Policy 35: Accessibility and Sustainable Transport
 - Detailed Policy 1: Design of New Development

- East Staffordshire Integrated District Transport Strategy
- East Staffordshire Integrated District Transport Strategy
- Highways England Road Investment Strategies (RIS1 and RIS2).
- Midlands Connect Investment Priorities
 - A50/A500 Corridor Midlands Connect Long Term Programme
 - Derby-Stoke-Crewe Rail Line Proposals

The baseline report identified that in relation to the A50 Growth Corridor and improvements around Uttoxeter, two projects (A and B) were announced in 2013 and incorporated into Road Investment Strategy and Delivery Plan. Project A was completed in December 2018 and delivered a grade-separated junction on the A50 to the West of Uttoxeter. This now provides improved access to new housing and employment sites to the south of the A50.

It also improves access to the existing and new JCB factories to the north of the A50. A further project is currently being developed so it is ready for delivery in a further investment period (Project B).

Midlands Connect have identified the completion of the A50 Project B scheme as being a priority for RIS2 and are seeking to influence Government in this respect. Once B is complete the existing at-grade roundabout junctions on the A50 would be removed and any additional restrictions or measures introduced e.g. on Ashbourne Road.

Further detail is found in the Baseline Report



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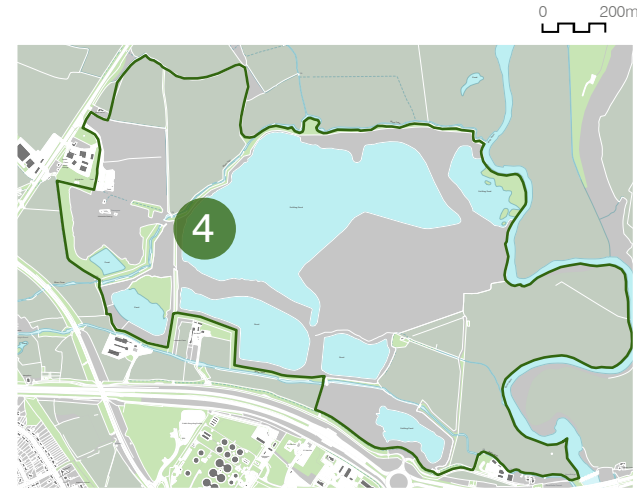
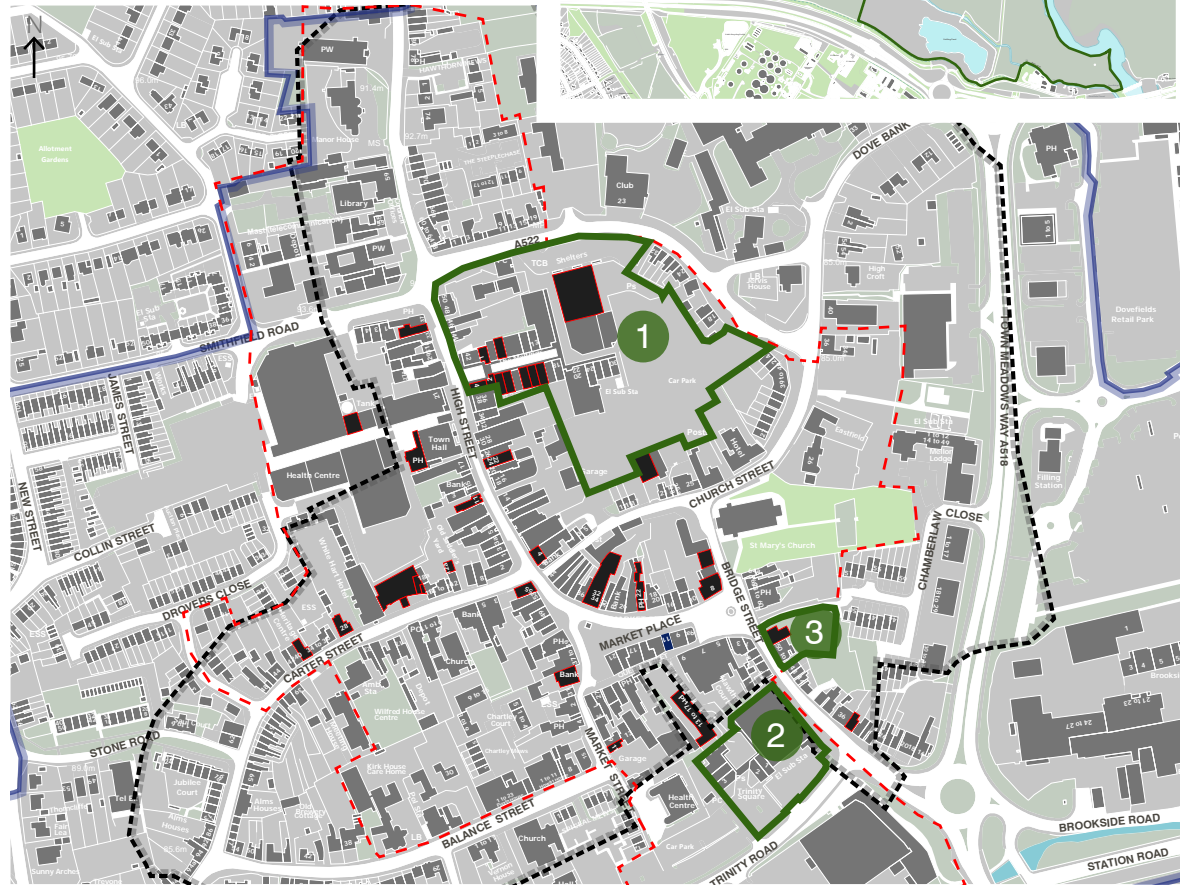
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4.0 OPPORTUNITY SITES

The above analysis by the Project Team led to the identification of a number of exciting opportunity sites for the town centre, all presenting a unique combination of opportunities and challenges which are set out below.

- Opportunity Sites**
- 1 The Maltings
 - 2 The Trinity Centre
 - 3 The Wheatsheaf
 - 4 The Quarry
- Uttoxeter Town Centre Inset Boundary (2015)
 - Town Centre Study Area
 - Uttoxeter Conservation Area
 - Vacant Buildings (Infill opportunity sites)



1

THE MALTINGS

The Maltings site is located in the North East of Uttoxeter Town Centre, fronting the High Street and located within the primary shopping area.

The Maltings Shopping Centre is a 1960's building which has little in common with the Conservation Area. The building is now largely vacant, with the exception of the now isolated Iceland supermarket. The building itself together with its associated public realm appears neglected.

Redevelopment of the site provides the opportunity to modernise an element of the retail units, and introduce new residential development to the town centre.

2

TRINITY CENTRE

The Trinity Shopping Centre is a low red brick development which surrounds an open central court. The lack of visibility of the retail units and the indirect walking route through the development have almost certainly accelerated its decline as a shopping destination. The Shopping Centre is now largely vacant.

Redevelopment of the site provides the opportunity to re-purpose this key town centre site, with the potential to re-locate tenants to The Maltings to reduce the retail floorspace in Uttoxeter and create new residential development in the town centre.

3

WHEATSHEAF

The Wheatsheaf is a Grade II listed building, located in the heart of Uttoxeter town centre. The site has been vacant for a number of years.

The dilapidated condition of the former Wheatsheaf public house is harmful to the character of the Market Place and the wider conservation area. The development of the site will not only result in an enhancement to the conservation area but will bring a vulnerable listed building back into use, will provide housing within the commercial core and improve the context of existing residential properties located to the east.

Residential development to the wider site offers the potential to fund redevelopment of the listed building.

4

THE QUARRY

The Quarry is currently owned and occupied by Aggregate Industries who are still in operation on the site. We are not aware of any proposals for this to cease.

The site has been allocated as a potential new sports hub and as such an option exploring its development as a leisure / nature park has been explored.

5.0 STAKEHOLDER ENGAGEMENT

Extensive consultation has been undertaken with a number of key stakeholders, landowners and the public, as identified by ESBC and SCC. We agreed the following consultation approach with the client:

- 1 to 1 Meetings with Key Stakeholders and Landowners
- Questionnaires sent to other Key Stakeholders
- Public Consultation

We summarise these discussions below and the impact on the development of the options:

5.1. Key Consultation Themes

Whilst a number of different consultation methods were used, all parties were asked to focus their responses around the following questions:

- What strengths does Uttoxeter as a town have?
- What are the main weaknesses/issues in Uttoxeter?
- How would you overcome the issues and weaknesses identified above?
- What do you think should be the main priority for the Uttoxeter Masterplan?
- What are the opportunities for future change within the town centre?
- What facilities are currently missing from Uttoxeter which you would like to see delivered?
- Any other comments

5.2. Key Findings

5.2.1. KEY STRENGTHS

It is important that the masterplan capitalises on the strengths that already exist in Uttoxeter. By asking respondents to identify what they feel are the town's strengths, we can proactively incorporate these as a key feature in the masterplan.

Whilst responses varied, feedback was overall very positive surrounding the strengths of Uttoxeter. A number of responses identified the community feel that was created by the people in Uttoxeter and that although it was a relatively sizeable town it still had a quaint and local feel to it. In addition to this, the consultation identified that there are a number of facilities that act as strength to the town including the leisure centre, the parks, the makers market and the local schools.

5.2.2. KEY WEAKNESSES/ISSUES

It is important that the masterplan identifies the weaknesses and issues that already exist in Uttoxeter, so that we can try and fix these or incorporate strategies/actions to help improve these, where fixing them isn't possible.

Whilst this question did not specifically specify where in Uttoxeter the weaknesses/issues should be, the vast majority of responses identified the issues to be centred around the town centre, High Street and the Maltings area.

Responses were varied to this question, but key themes identified included a number of town centre retail units being vacant/in disrepair, the cost of Town Centre Parking and the traffic congestion along the A50 in peak travel times.

5.2.3. FACILITIES MISSING FROM UTTOXETER

Respondents were asked what facilities they would consider to be missing from Uttoxeter. This question is particularly important to the masterplan as any key outcomes we can try and incorporate into the new masterplan.

The vast proportion of the respondents felt that the facilities missing were centred again around the town centre. A number of respondents said that they would like to see more independent retailers in the town, whilst others identified a need for greater variation of retail types in the town centre.

5.2.4. OVERCOMING THE ISSUES/ WEAKNESSES

Respondents were asked how they would overcome the issues/weaknesses of Uttoxeter given earlier in their consultation form.

The feedback showed a common theme surrounding the rents and rates of the retail units in the town. A significant proportion of the responses suggested that high rates and rents were the reason for a lack of variety in the retail centre and the reasoning behind why independent retailers weren't setting up in Uttoxeter. Another common theme from the responses is the requirement for demolition of outdated and unused facilities to provide space for re-purposing and re-development. Ideas surrounding the redevelopment included residential space, mixed-use space and public realm areas.

5.0

5.2.5. MAIN PRIORITY

All stakeholders, landowners and residents were asked to provide what they felt was the main priority for the town.

23% of all respondents felt that the main priority for Uttoxeter was to re-develop or re-purpose the Maltings Shopping Centre, with a further 10% identifying the High Street as the main location where intervention is required. Whilst this was an expected outcome it flags the importance of intervention on the Maltings site to ensure its redevelopment has a significant and positive impact on the town centre.

Other key priorities that were identified were traffic levels, encouraging tourism, the A50, parking costs and the development of residential accommodation.

5.2.6. OPPORTUNITIES FOR CHANGE

Respondents were asked what opportunities for change they believe there are within Uttoxeter.

Responses for the opportunities for change in Uttoxeter were very similar to the responses given for the priorities. However, responses for the opportunities did focus more on community involvement and encouraging local businesses to take part in actioning change.



Active, good quality retail frontage to High Street

5.2.7. RECOMMENDATIONS

After conducting this engagement, Cushman & Wakefield believe the key findings to be as follows:

1. The Maltings site should be the main priority for town centre regeneration
2. Cycling and walking routes are favoured by local residents, so where possible these should be strengthened
3. Due to a growing population in Uttoxeter, the Balance Street Health Centre is at full capacity. To ensure that suitable facilities are in place an extension to the existing health centre is desired.
4. The frontage onto the A522, where the bus station currently sits, requires improvement. Whilst a commercial frontage was not essential for delivery of a successful scheme, it would have an initial impact on value and attraction when entering the town.

5. JCB have demand for a hotel, but a high-quality provider would need to be sought.

In response to the above key findings, Cushman & Wakefield therefore recommend the following:

1. Communications with key landowners in and around the Maltings should take place to establish whether there are any future ambitions for the site, or whether the Councils should lead and manage acquisition of third-party land, before appointing a developer to deliver a new scheme.
2. Create key walkways into the town, making it pedestrian and cycle access easy.
3. Work in partnership with the Balance Street Health centre to deliver an extension adjoined to the existing building.

4. Create an active frontage along the A522, by relocating the bus station elsewhere (if still required) and developing residential or commercial units.

5. Conduct a hotel demand study. Uttoxeter ordinarily would not be a location that hotel operators would consider, but if significant demand can be proven hotel operators may be interested.

6.0 CONCEPT

6.1 Themes

The findings from the baseline review and the community engagement process identified a number of priorities for change within Uttoxeter. There is a widely shared desire to see Uttoxeter benefit the development and delivery of the following broad themes:

A stronger and more vibrant town centre

This includes:

- Replace visually harmful and economically underperforming developments (including the Maltings and the Trinity Shopping Centre) with high quality contextual development which can enhance historic market town character of Uttoxeter.
 - Ensure that new development provides a diverse mix of well designed, sustainable housing which will place people, footfall and spend in the heart of the town centre.
 - Facilitate the use of vacant and under-used upper floors throughout the town centre for residential or business use and thereby further increase activity and vibrancy within the historic core throughout the day.
- Support appropriate diversification (including temporary uses) within the heart of the town centre where compatible with retail activity. This could include the consideration of hotel accommodation, health and community facilities and employment/creative industries space.



View from the Maltings car park looking south-east towards the Parish Church of St Mary (Grade II Listed)*

A more comprehensive active movement network

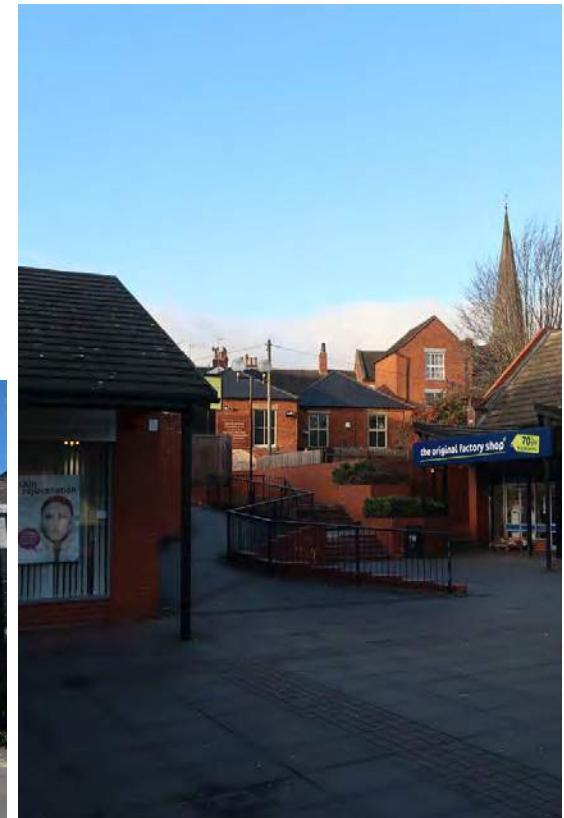
This includes:

- Improve the safety and accessibility of existing walking and cycling routes which connect the town centre to its surrounding residential neighbourhoods and to key locations (ie Uttoxeter Railway Station, principal retail destinations, schools and existing and proposed amenity locations etc).
- Ensure that new development takes the opportunity to improve connectivity within the town centre by incorporating safe and accessible walking and cycling routes.

- Develop the existing walking and cycling network ensuring that missing sections are added and that poor or missing crossings over major highways are provided.
- Connect the Uttoxeter active movement network to national and regional networks (ie Sustrans Route 549 and the Staffordshire Way).



View of the existing pedestrian link between Bridge Street and residential development to rear of the Wheatsheaf site



View of the existing pedestrian route linking Trinity Site to Queen Street

6.0

New and improved amenity space

This includes:










- The transformation of the Quarry site into a major sports, amenity and leisure destination for Uttoxeter and the surrounding area.
- Provide facilities for diverse mix of sporting and recreational uses at the Quarry site which will encourage Uttoxeter residents to become more active and to enjoy their environment.
- Develop an integrated green space strategy for Uttoxeter which considers the; movement, landscape amenity and ecological links between the Quarry site and other existing and potential green spaces in and around the town.

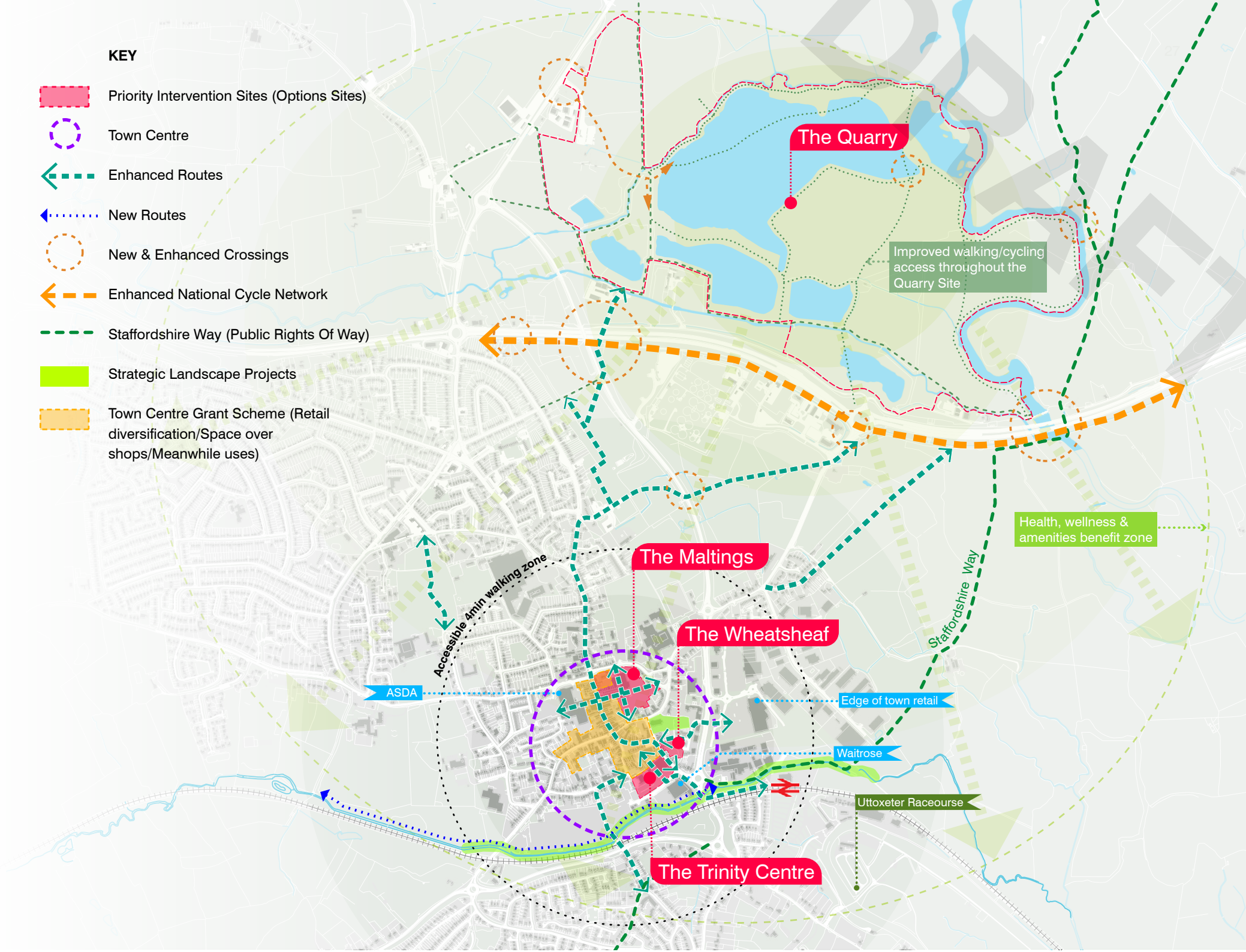
6.2 Conceptual Plan

The broad themes which underpin and inform the Uttoxeter Masterplan have been translated on to the plan which appears opposite. The plan explains the interconnected and overlapping nature of the themes. These should not be seen as independent strands of ambition but as mutually supportive and integrated elements of a 'whole town' regeneration strategy.

The themes described by the Conceptual Plan are developed with the next section of this document where the principal opportunity sites within Uttoxeter and the suggested wider town centre interventions are explained.

KEY

-  Priority Intervention Sites (Options Sites)
-  Town Centre
-  Enhanced Routes
-  New Routes
-  New & Enhanced Crossings
-  Enhanced National Cycle Network
-  Staffordshire Way (Public Rights Of Way)
-  Strategic Landscape Projects
-  Town Centre Grant Scheme (Retail diversification/Space over shops/Meanwhile uses)



7.0 THE OPTIONS

7.1. Initial options

The initial development format and land use mix for the three town centre sites and the Quarry, were established as a result of reviewing physical and policy constraints as well as reviewing the findings of the Market Assessment of Uttoxeter town centre undertaken by Cushman and Wakefield.

The Market Assessment recommended avoiding the following: extensive areas of new retail floor space (unless addressing an anticipated occupier need), multi-storey residential apartment blocks and extensive provision of large family housing.

The physical baseline carried out for the town centre identified a range of issues which must be taken into account by the option development process including:

- Topography
- Site geometry

- Access
- Existing on site features
- Heritage
- Trees
- Scale

N.B: Below ground utilities were not reviewed as part of the baseline.

Targeted engagement with various stakeholders identified by ESBC helped to shape the briefs for the town centre sites. For example, the expansion of health provision on the Trinity site is a direct result of stakeholder feedback

7.2. General Development principles

A number of common good practice development principles have been applied to the three town centre opportunity sites. These include the following:

- Respect established building lines
- Respect established building height conventions
- Respect established local morphology and density
- Respect the privacy and amenity of residential neighbours
- Respect the settings of heritage assets and respond positively to townscape views
- Where possible improve pedestrian connectivity within the town centre
- Ensure new routes are safe and overlooked

- Ensure that parking provision is consistent with policy and market expectations
- Ensure residential space standards comply with the guidance provided by Technical Housing Standards (DCLG, March 2015)
- Ensure options are aligned with to policies contained within East Staffordshire Borough Council Local Plan 2012-2031 (ESBC, October 2015)
- Ensure options are aligned with the policies contained within the Uttoxeter Neighbourhood Plan (March 2017)
- Refer to the National Design Guide (MHCLG, October 2019)

Site specific development principles are summarised before site options.

7.3. Options development process

At the town centre level, the general approach to the development of options for the masterplan sites has been to focus on residential-led development where possible to increase population, footfall and spend. Introducing new typologies is also a focus to differentiate from the existing product and to attract a new demographic.

In developing these options, Cushman and Wakefield provided market, viability and deliverability advice to Lathams who produced

a number of high-level sketch options. The relationship between layout/capacity and deliverability/viability requires an iterative design development approach that has led to a 'longlist' of options. Hence, where initial options appeared to be at odds the with Development Principles set out above or appeared to be commercially undeliverable these were discounted.

Options for all sites were then reviewed and as a result of this process some options were subject to further refinement and others were discounted.

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7.4. The Maltings

7.4.1. SITE DESCRIPTION

The Maltings site is located to the north of Church Street and to the east of High Street. The site falls entirely within the boundary of the Uttoxeter Town Centre Conservation Area.

The site as considered by the options below comprises of two separate principal but adjacent parcels; that occupied by the Maltings and associated outbuildings and service areas and the ESBC owned Maltings surface car park. The bus station accessed from Bradley Street forms the third component of the site.

The site could potentially be further expanded to incorporate additional areas of opportunity. These include 18 Silver Street (the semi-derelict residential unit which defines the eastern gateway to the site), the High Street – Bradley Street corner (this includes public

conveniences together with some retail and residential units) and the High Street backland (this area includes some light industrial and garage buildings with an narrow access route through to the High Street).

The Maltings Shopping Centre is a 1960's building which has little in common with the Conservation Area. The building is now largely vacant, with the exception of the now isolated Iceland supermarket. The building itself together with its associated public realm appears neglected.

The Maltings provides a pedestrian link from the surface car park through open mall to the northern end of the High Street.

A number of vehicular access points lead off the ESBC surface car park to private yards and car parks located to the west and south.

The Uttoxeter Town Centre Masterplan – Baseline Report (June 2020) provides a review of the known technical constraints affecting the Trinity site.

7.4.2. DEVELOPMENT PRINCIPLES

- **Visual Impact on Conservation Area**
- The site falls within the Uttoxeter Town Centre Conservation Area. The removal of the existing visually intrusive and architecturally poor Maltings Shopping Centre provides an opportunity for visual enhancement. Height, materials and building form will all need to respond positively to the character of the Conservation Area.
- **Views** - There are a number of views of the spire of St Mary the Virgin from the site. Ideally new development should capitalise on these views.
- **Connectivity & Legibility** – East-west movement through the site is currently possible however, the route is indirect and through a visually poor environment. The redevelopment of the site provides an opportunity to enhance the quality and legibility of the east-west walking route.

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- **Access** – Vehicular access will be from the existing access points on Church Street, Silver Street and Bradley Street. Any development proposals will have to retain existing access points from within the site boundary to properties to the west and south.
- **Improving the High Street**- New development should seek to strengthen the northern section of the High Street and complement the anchor provided by ASDA. New development which fronts the High Street must seek to enhance the character of the Conservation Area and must not harm the settings of visually connected listed buildings.
- **Phasing** – There are some additional parcels of land which are adjacent to the site which could be incorporated in future development. Development proposals for the core site should avoid compromising potential future integration with these adjacent sites.



View of the pedestrian route into the Maltings Site, looking east towards existing retail units

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7.4.3. OPTION A

The existing Maltings Shopping Centre will be demolished and replaced with a number of large format two storey retail units, one of which will be suitable for Food & Beverage use. The F & B unit will face a new east- west pedestrian route which will provide a safe and accessible direct connection between ASDA to the west and Thomas Alleyne's High School to the east. The entrance to the existing Maltings service yard, which is visually intrusive within the High Street, will be closed with new development. The new service yard will be accessed from Bradley Street and will be screened with a brick wall.

The existing Iceland supermarket will be rehoused in a new purpose-built store which will face Bradley Street and which will have both a dedicated service yard and a dedicated car park.

As the east-west route runs through the heart of the site becomes a shared surface with

pedestrian priority. The route is flanked on either side by residential properties with on curtilage car parking. The route will be safe, accessible, green and overlooked.

The southern section of the site is retained as a reduced shoppers car park. Access will be provided through this car park to the private Bank House Hotel car park. Access to the southern car park is from Church Street. This access road also provides access to some business which are located to the rear of the High Street.



*Precedent Image - Abode at Great Kneighton, Cambridge
Image source: Proctor and Matthews*

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7.4.4. OPTION B

As with Option A the existing Maltings Shopping Centre will be demolished, however in this case it will be replaced with a new Iceland supermarket together with a two-storey retail unit and a Food & Beverage unit. In common with Option A the F & B unit will face a new east- west pedestrian route which will provide a safe and accessible direct connection between ASDA to the west and Thomas Alleyne's High School to the east.

The service yard for Iceland and the other retail units will be accessed from Bradley Street and will be screened with a brick wall. This access will also lead to the private residential parking court located to the rear of a new residential terrace which will address Bradley Street.

As the east-west route runs through the heart of the site becomes a shared surface with pedestrian priority. The route is flanked on either side by residential properties with on

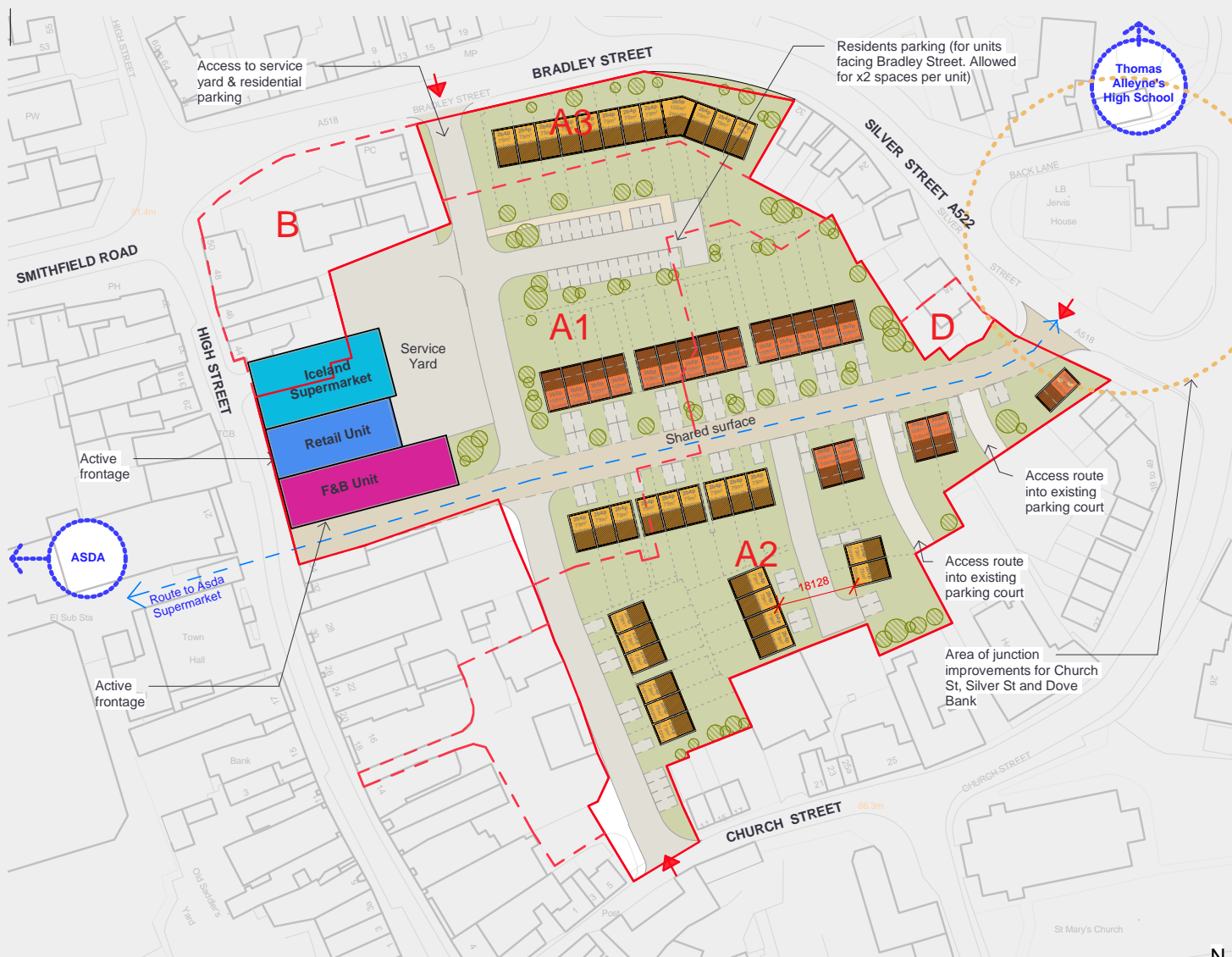
curtilage car parking. The route will be safe, accessible, green and overlooked.

The southern section of the site developed as residential with access to some units from parallel north-south routes. A number of narrow private 'lanes' are required to provide

access to private rear car parks to a number of properties located on Church Street. The access road into the site from Church Street provides access to some business which are located to the rear of the High Street.



Precedent Image - Abode at Great Kneighton, Cambridge
Image source: Proctor and Matthews



KEY

- Proposed Retail Units
- Proposed Iceland Supermarket Unit
- Proposed F&B Unit
- Residential Units
- New Trees
- Vehicular Access
- Improved Pedestrian Link
- Area of junction improvements

SCHEDULE OF ACCOMMODATION

Residential:

- x32** 2b4p - GIA: 79m² (2 storeys)
- x1** 3b5p - GIA: 102m² (2 storeys)
- x19** 3b6p - GIA: 108m² (2.5 storeys)
- x89** Parking spaces

Total: 52 Units

Iceland Supermarket:

Total GIA: 490m² (Double height space internally) - Based on the existing Iceland unit footprint area

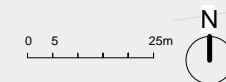
Retail Unit:

Total GIA: 660m² (2 storeys, 330m² per storey)

F&B Unit:

Total GIA: 910m² (2 storeys, 455m² per storey)

Site 1 - The Maltings - Opt B



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7.4.5. TRANSPORT COMMENTARY

In both options the bus station is removed and the implications of this would need to be considered in terms of provision of other town centre stopping locations and bus routing. However, it is understood that SCC are looking at the potential for a mini bus interchange on Bridge Street and Bus Stands on Back Street. Both options will need to be cognisant of the draft junction proposals being considered by SCC in this area to deliver the bus gate and bus stands on Back Street.

A feature of both options is also the provision of an east west shared use route between High Street and Silver Street. This will need to be designated for access only and may need additional physical controls or features to ensure that it does not get used inappropriately by vehicular traffic wishing to bypass areas of the town centre.

Option A

This option provides separate retail servicing yards and a separate car park for Iceland. These would be accessed via a new priority junction off the A533 Bradley Street close to the existing bus station exit junction. Further work is required to determine the precise details of the junction arrangement in this location. This will need to take into account the levels of traffic that may be generated by the supermarket, and the proximity of other junctions e.g. Bradley Road/Smithfield Road/High Street mini roundabout and the access to Thomas Alleyne's High School staff parking.

A benefit of this option is that it provides a 68-space public car park that would continue to serve the needs of the retail premises in this area of the town centre. This combined with the 54-space supermarket car park would provide a total of 122 parking spaces compared to the existing 296 spaces provided

by the Maltings car park. Furthermore, the car park would continue to be accessed in a similar way as now although the pedestrian routes between the car park and retail units would be much enhanced.

The proposed residential units would all be accessed via the east west shared route with car parking provided at the front of the properties at levels that meet the requirements of the East Staffordshire Local Plan SPD.

Option B

This option provides a separate retail servicing yard that would be accessed via a new junction off the A533 Bradley Street close to the existing bus station exit junction. No supermarket car parking is shown, but around 24 spaces are provided instead for residential properties that front on to Bradley Road. The detail of the proposed junction arrangements in this location will need working through as

described in Option A, although it is noted that traffic demands associated with Option B are likely to be lower.

The remaining residential units would all be accessed via the east west shared route with car parking provided at the front of the properties at levels that meet the requirements of the East Staffordshire Local Plan SPD.

A feature of this options a north-south route between Church Street and Bradley Road. This will need to be designated for access only and may need additional physical controls or features to ensure that it does not get used inappropriately by vehicular traffic wishing to bypass areas of the town centre.

This option does not provide any public off street car parking and would mean the loss of 296 spaces currently provided by the existing Maltings car park. The suitability of this would need to be determined through consideration of current levels of occupancy and what the other site options will provide.

7.4.6. ANALYSIS OF OPTIONS

	STRENGTHS	WEAKNESSES
Option A	<ul style="list-style-type: none"> • Clear link between Carter Square, the High Street and the new Maltings site. • 33 new residential units, increases town centre living and footfall to support town centre • Retention of existing key Maltings Centre occupiers • Active frontage created onto the High Street • Public town centre parking retained 	<ul style="list-style-type: none"> • Highways works required- increased costs • Bus station would need to be relocated • Complex land ownership – land assembly required • Requires retail occupier relocation
Option B	<ul style="list-style-type: none"> • Clear link between Carter Square, the High Street and the new Maltings site. • 52 new residential units, increases town centre living and footfall to support town centre • Retention of existing key Maltings Centre occupiers • Active frontage created onto the High Street • Given the quantity of residential units, residential accommodation does not feel isolated. 	<ul style="list-style-type: none"> • Highways works required- increased costs • Public town centre parking lost • Bus station would need to be relocated • Complex land ownership – land assembly required • Requires retail occupier relocation

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7.5. The Trinity

7.5.1. SITE DESCRIPTION

The Trinity site is located the south of the Market Place and fronts Bridge Street to the east and Trinity Road to the south. The northern boundary of the site is contiguous with the southern boundary of the Uttoxeter Town centre Conservation Area.

The site as considered by the options below comprises of two separate but adjacent parcels; that occupied by the Trinity Shopping Centre (and its surface car park) and to the west that occupied by the Balance Street Health Centre.

The Trinity Shopping Centre is a low red brick development which surrounds an open central court. The lack of visibility of the retail units and the indirect walking route through the development have almost certainly accelerated its decline as a shopping

destination. The Shopping Centre is now largely vacant.

Consultation associated with the masterplan process has identified that Balance Street Health Centre will need additional capacity if its service provision is to keep pace with the anticipated growth of Uttoxeter's residential population.

The Uttoxeter Town Centre Masterplan – Baseline Report (June 2020) provides a review of the known technical constraints affecting the Trinity site.



View from the Bridge Street looking west towards the Trinity Site & Trinity Road

7.5.2. DEVELOPMENT PRINCIPLES

There are a number of site-specific constraints which must be taken into account when considering the future development of the Trinity site. These include the following:

- **Existing Buildings** - The existing Balance Street Health Centre will be retained. Although this is not a listed building it is of clear architectural and historic significance and therefore new development carefully consider and mitigate any visual impacts.
- **Existing Buildings** – The electricity sub-station located at the Bridge Street -Trinity Road junction will be retained.
- **Topography** - The site falls to the south and efficient development may require some remodelling of the site. Where possible existing development platforms should be re-used.
- **Visual Impact on Conservation Area** - The site is adjacent to the southern boundary of the Uttoxeter Town Centre Conservation Area and therefore new development must take into account possible visual impacts of heritage and townscape. Height, materials and building form will all need to respond positively to the character of the Conservation Area.
- **Access** – Vehicular access will be from Trinity Road. Health Centre and residential access should be segregated.
- **Overlooking** - New development should overlook the improved north-south pedestrian route through the site. This will provide passive surveillance to the route and will enhance its definition and enclosure.
- **Phasing** – There are two additional parcels of land which are adjacent to the site. The Queen Street car park site and the associated passageway to the north and the Market Street Garage site to the north-west. Development proposals for the core site should avoid compromising potential future integration with these adjacent sites.

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7.5.3. OPTION A

The existing Trinity Shopping Centre will be demolished and replaced with a three-storey retirement living development which will contain 35 units. The new building will follow the established building line of Bridge Street but will be slightly stepped back in order to provide a landscaped privacy strip. The existing electricity sub-station makes it difficult for the new building to address the corner at the junction of Bridge Street and Trinity Road, hence the 'birds-mouth' plan arrangement in this location.

The U-shaped plan of the retirement living building surround a small concealed internal parking court. Parking provision is constrained, however given the accessibility and sustainability of the site location and its visual sensitivity this is considered appropriate and justifiable.

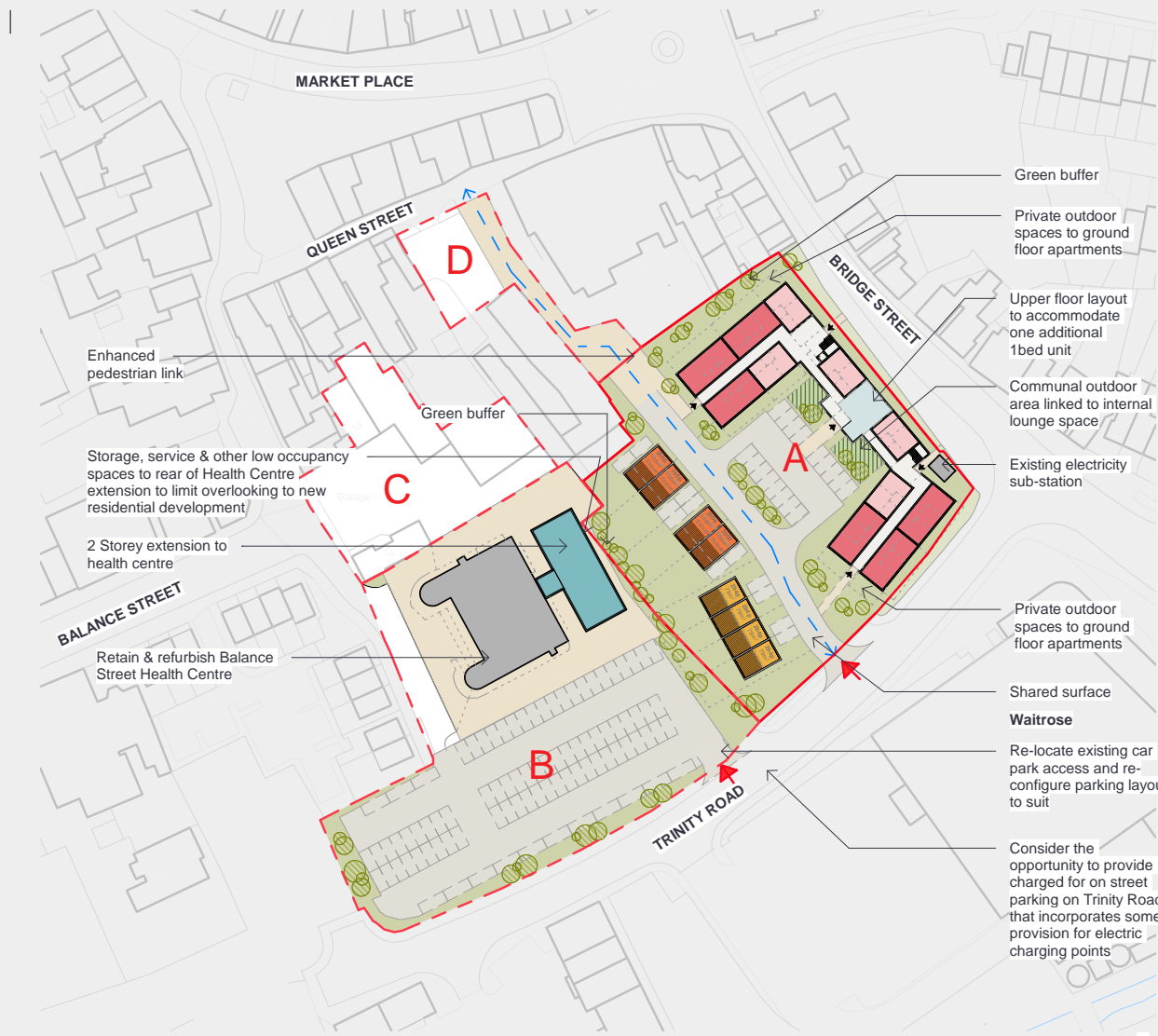
The north-south route connecting Queen Street to Trinity Road which currently bi-sects

the site is regraded and straightened in order to make this more accessible, safer and in order to encourage more intensive use. The route will be a pedestrian dominated shared surface which will provide vehicular access to the retirement living building and eight new residential units to the west. These units will have on curtilage parking.

The Balance Street Health Centre will be retained, refurbished and extended with a new two storey block. The existing surface car park to the south of the Health Centre will be retained and upgraded. There will be no vehicular connection between Balance Street and Trinity Road through the car park



Precedent Image - Retirement Community in Tetbury, Gloucestershire
Image source: Proctor and Matthews



KEY

- Retained existing buildings
- New Build (Retirement Living - Apartments)
- Health Centre Extension
- New Trees
- Vehicular Access
- Improved Pedestrian Link

SCHEDULE OF ACCOMMODATION

Retirement Living (3 storeys):

x17	1b2p - GIA: 52m ²
x18	2b4p - GIA: 70m ²
x17	Parking spaces (Doesn't meet parking requirements set out in East Staffordshire Local Plan)
Total: 35 Units	

Residential:

x4	2b4p - GIA: 79m ² (2 storeys)
x4	3b6p - GIA: 108m ² (2.5 storeys)
x12	Parking spaces
Total: 8 Units	

Health Centre:

tbc	Refurbishment of existing health centre building (GIA - tbc)
GIA 463m ²	Health Centre Extension (2 storeys, each storey GIA: 221m ² + 23m ² link)
x88	Parking spaces (Health Centre & Public Car Park)

Site 2 - Trinity - Opt A



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7.5.4. OPTION B

As with Option A the Trinity Shopping Centre will be demolished and the existing Balance Street Health Centre will be retained and extended. New residential units will be located on Bridge Street which will seek to reflect the character of the Conservation Area to the north. These units will follow the Bridge Street building line but will be set back slightly to accommodate a landscaped privacy strip.

The existing electricity sub-station is retained at the junction of Bridge Street and Trinity Road and a terrace of two storey residential units lines the southern side of site facing the Waitrose store. Due to the volume of traffic on Trinity Road and Bridge Street the new residential units are service by a single access point on Trinity Road. A shared rear parking court is provided for the residential properties.

A small retirement living development is located to the west of the improved north-south route which it overlooks. This route

separates the retirement living building from the conventional family housing to the east.

The Balance Street Health Centre is provided with a new two storey extension to the south, located on current surface car parking land. Surface car parking is retained to the east of the extension and this is shared with the

retirement living building and provides a convenient pedestrian connection between the two.

Four new residential units are provided to the south of the existing properties on Balance Street. There is no vehicular through route from Trinity Road to Balance Street.



*Precedent Image - Chapter House, development for retirement living in Lichfield
Image source: Proctor and Matthews*

KEY

- Retained existing buildings
- New Build (Retirement Living - Apartments)
- Health Centre Extension
- New Trees
- Vehicular Access
- Improved Pedestrian Link

SCHEDULE OF ACCOMMODATION

Retirement Living (3 storeys):

- x12** 1b2p - GIA: 52m²
- x11** 2b4p - GIA: 70m²
- x23** Parking spaces (Shared car park with Health Centre)

Total: 23 Units

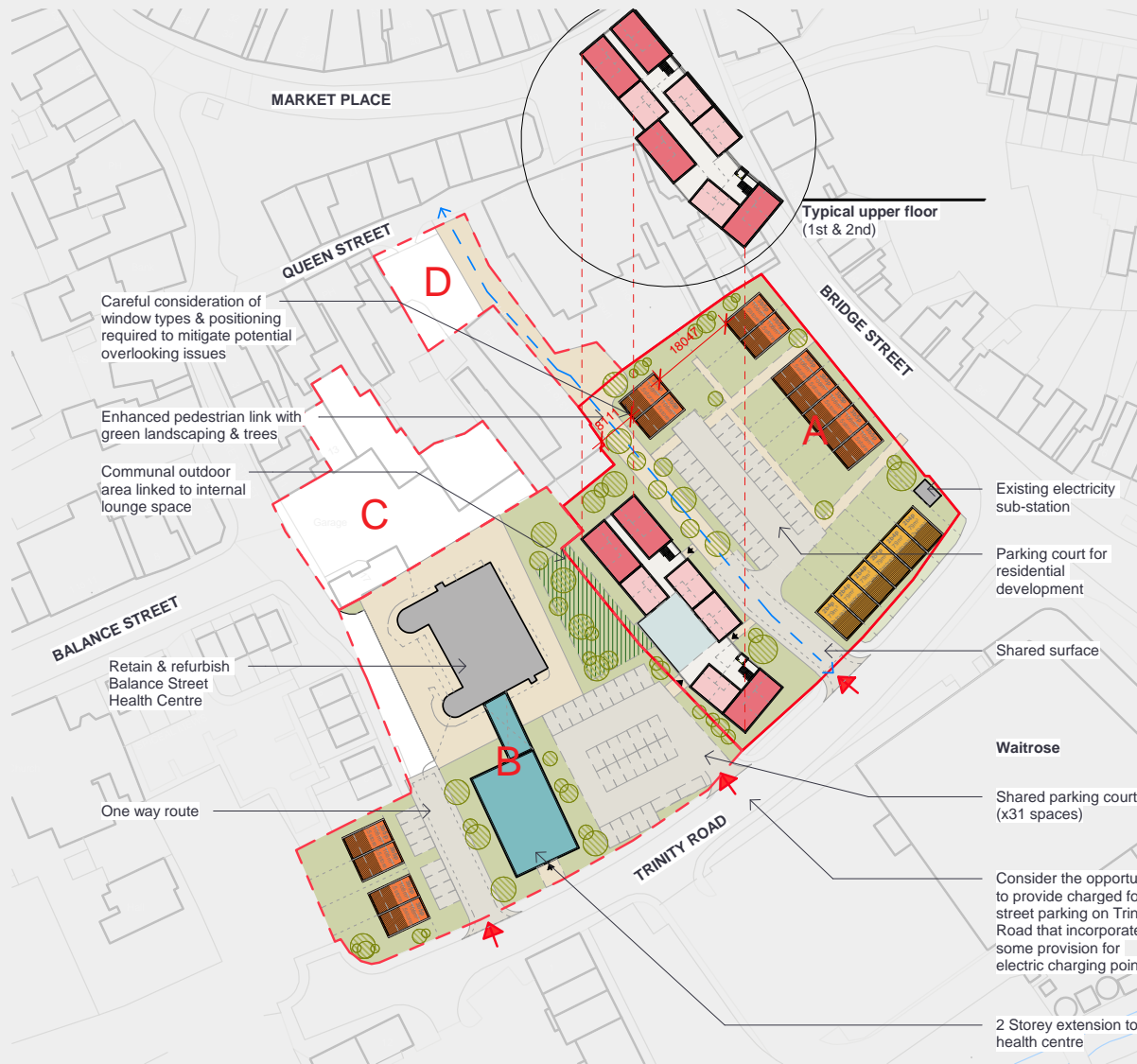
Residential:

- x6** 2b4p - GIA: 79m² (2 storeys)
- x13** 3b6p - GIA: 108m² (2.5 storeys)
- x33** Parking spaces

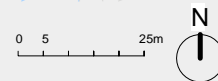
Total: 19 Units

Health Centre:

- tbc** Refurbishment of existing health centre building (GEA - tbc)
- GIA 682m²** Health Centre Extension (2 storeys, each storey GIA: 310m² + 62m² link)
- x8** Parking spaces (Shared car park with Retirement Living)



Site 2 - Trinity - Opt B



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7.5.5. TRANSPORT COMMENTARY

Option A

This option provides an enhanced pedestrian link between Queen Street and Trinity Road/Waitrose. This route will enhance pedestrian connectivity of the town centre to the south towards the station and the racecourse and aligns with the plans being brought forward by SCC in this area that will enhance the public realm. In addition, the option still provides the potential for a future bus stop facility to be introduced on Bridge Street if this is taken forward by SCC, with good linkages to facilities within the town centre.

The amount of parking provided for the retirement units is less than the parking requirements set out in the East Staffordshire Local Plan. The proposed level of parking could potentially be justified on the basis of the type of accommodation, town centre location and the proximity of bus services. A good level of parking is provided for the

extended health centre, allowing some to be maintained for use as public town centre parking. The net reduction in capacity is 25 spaces compared to the existing car park. The opportunity to provide charged for on street parking on Trinity Road that incorporates some provision for electric charging points should be considered to offset the loss of parking. No vehicular access should be provided through to Balance Street.

It should be noted that the option removes the circulation route around the health centre that provides access for staff and disabled parking and this should be further considered as part of detailed design.

The operation of the Trinity Road /Bridge Street junction is unlikely to be materially impacted by the proposals as a result of the change in land uses.

Option B

Similarly to Option A, this option provides an enhanced pedestrian link between Queen Street and Trinity Road/Waitrose. This route will enhance pedestrian connectivity of the town centre to the south towards the station and racecourse and aligns with the plans being brought forward by SCC in this area that will enhance the public realm. However, for Option B there is a greater segregation of pedestrians and vehicles which allows for additional greening of this route. Option B also still provides the potential for a bus stop facility to be introduced on Bridge Street if this is taken forward by SCC, with good linkages to facilities within the town centre.

A much lesser amount of car parking is provided under this option for the extended health centre and retirement units with no retention of public town centre car parking. The car parking provision is also proposed to be shared between these uses. The reduction

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in spaces compared to the current public car park is significant, amounting to 82 spaces and this would need to be considered and justified with respect to the proposals for other town centre sites. The opportunity to provide charged for on street parking on Trinity Road that incorporates some provision for electric charging points should also be considered to offset the loss of parking.

In terms of the residential units, parking is provided within a courtyard setting. For some properties the parking provided will be at the front and for others at the back of the properties. There are benefits and challenges posed by this. It can allow for less visual intrusion and more efficient use of the available space but conversely can also be associated with a loss of security and privacy at the rear of properties. Residents may also be less likely to use their front doors with a consequent loss of street activity.

It is advised that no through route for vehicles is provided between Trinity Road and Balance Street to minimise the potential and inappropriate traffic re-routing that could affect amenity and environmental quality.

The circulation route around the health centre is maintained in this option allowing for the existing staff and disabled parking to remain unaffected, subject to the design of the link building to the extension.

The operation of the Trinity Road /Bridge Street junction is unlikely to be materially impacted by the proposals as a result of the change in land uses.



View of the Trinity Site - inactive elevation facing Bridge Street

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7.5.5. ANALYSIS OF OPTIONS

	STRENGTHS	WEAKNESSES
Option A	<ul style="list-style-type: none"> • 8 new residential and 35 Retirement units increases town centre living and footfall to support town centre • Extension of Health Centre facility enables increased capacity • New high-quality shared space/ public realm area creates a focused route to the high street. • Residential space will provide a natural extension to Housing Development at Pinfold Street. • 88 car parking spaces available for health centre and town centre 	<ul style="list-style-type: none"> • Site assembly required to acquire the Trinity Centre – increased cost. • Loss of town centre car parking • Retirement living Parking does not meet standards set out in East Staffordshire Local Plan • Significant landscape buffering would need to be completed to restrict views of health centre to residential units • Highways works required to re-locate existing car park entrance and parking area. • Requires existing occupier relocation
Option B	<ul style="list-style-type: none"> • 19 new residential and 23 Retirement units increases town centre living and footfall to support town centre • Extension of Health Centre facility enables increased capacity • New focussed pedestrian route into the town centre • Minimal highways work required • Residential space will provide a natural extension to Housing Development at Pinfold Street. • Mainly pedestrianised area 	<ul style="list-style-type: none"> • Site assembly required to acquire the Trinity Centre – increased cost. • Significant landscape buffering would need to be completed to restrict views overlooking issues between retirement units and the health centre. • Requires existing occupier relocation

7.6. The Wheatsheaf

7.6.1. SITE DESCRIPTION

The Wheatsheaf site is located immediately to the east of the Market Place and fronts Bridge Street. The dilapidated condition of the former Wheatsheaf public house is harmful to the character of the Market Place and the wider conservation area. The development of the site will not only result in an enhancement to the conservation area but will bring a vulnerable listed building back into use, will provide housing within the commercial core and improve the context of existing residential properties located to the east.

The Uttoxeter Town Centre Masterplan – Baseline Report (June 2020) provides a review of the known technical constraints affecting the Wheatsheaf site.

7.6.2. DEVELOPMENT PRINCIPLES

There are a number of site-specific constraints which must be taken into account when considering the future development of the Wheatsheaf site. These include the following:

- **Former Wheatsheaf Public House (Grade II)** – The presumption must be that this building is retained, however subject to appropriate investigation and justification, it should be possible to adapt the building to facilitate the introduction of a long-term sustainable use.
- **Topography** - The site falls to the south-east and efficient development may require some remodelling of the site
- **Visual Impact on Conservation Area** - The site falls within the Uttoxeter Town Centre Conservation Area and therefore new development must take into account possible visual impacts of heritage and townscape. Height,

materials and building form will all need to respond positively to the character of the Conservation Area.

- **Access** – Vehicular access should be located to the south of the site. Pressure to alter the historic building line to facilitate extended highways visibility splays should be resisted if the character of the Conservation Area is to be protected.
- **Overlooking** - New residential units should be located to overlook the existing pedestrian route to the north of the site. This will provide passive surveillance to the route and will enhance its definition and enclosure.
- **Phasing** – There are two parcels of undeveloped land located adjacent to the site to the south-east. These could, subject to availability and acquisition form future phases of development. Proposals for the core site should avoid layouts which would undermine the potential for future development of these adjacent sites.

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7.6.3. OPTION A

It is assumed that much of the external enveloped of the formed Wheatsheaf public house will need to be retained as the building is designated as Grade II on the Statutory List. It is also assumed that subject to the findings of a Heritage Assessment there may be opportunities for some selective intervention which may be justifiable in order to return the building to long term sustainable use. Option A assumes that the Bridge Street frontage of the Wheatsheaf is fully restored but that elements of the interior will be adapted to accommodate residential units and that the rear of the building will be remodelled.

The existing buildings to the south of the Wheatsheaf will be replaced with bespoke residential units which reflect the character of the Conservation Area. The exposed northern gable end of the Wheatsheaf will be concealed by the introduction of further contextual residential units. The new northern

units will help to re-establish enclosure to the eastern edge of the Market Place.

Further residential units are located to the north of the site. These follow the established building line established by the properties to the east on Chamberlain Close and provide overlooking and passive surveillance to the pedestrian route linking the Close to the Market Place. The pedestrian route passes under the proposed northern Bridge Street units before reaching the Market Place.

Vehicular access to the site is from Bridge Street and leads to a concealed rear parking court which will have negligible impact on the Conservation Area. Given the townscape sensitivity of the site Option A has sought to protect building lines and reinstate historic frontages. Constraints on access will need to be forcefully negotiated with the Highways Authority.

Parking provision is constrained within this option, however given the accessibility and sustainability of the site location and its visual sensitivity this is considered appropriate and justifiable.



*Precedent Image - Tibby's Triangle, Southwold (Within close proximity of Grade I Listed St Edmund's Church)
Image source: Ash Sakula*

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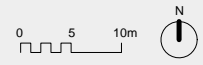
KEY

- Retained & refurbished listed building
- Demolition
- New Build (Terrace)
- New Trees
- Vehicular Access
- Improved Pedestrian Link with enhanced signage to town centre and out of town retail destinations

SCHEDULE OF ACCOMMODATION

x1	2b3p - GIA: 72m ²
x7	2b4p - GIA: 76-81m ²
x1	3b5p - GIA: 88m ²
tbc	Conversion of existing listed building to residential. Capacity TBC. GEa: 166m ²
x8	Parking spaces (Doesn't meet parking requirements set out in Uttoxeter Neighbourhood Plan)
TOTAL:	
x9	Units
tbc	Conversion of existing listed building to residential
x8	Parking spaces

Site 3 - The Wheatsheaf - Opt A



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7.6.4. OPTION B

The former Wheatsheaf public house is retained, and its shell is fully restored, including its rear elevations. Internal reconfiguration to allow the efficient conversion to residential may be required. Any interventions to internal or external fabric will be based upon the findings of a Heritage Assessment and will need to be justified.

Option B proposes a new two storey residential apartment building located to the south of the Wheatsheaf. This will be contextually designed and will follow the established building line on Bridge Street. To the rear of the site a three storey six-unit apartment building will be provided. This follows the established building line established by the three storey properties to the east on Chamberlain Close and provide

overlooking and passive surveillance to the pedestrian route linking the Close to the Market Place.







As with Option A vehicular access is to the south of the site on Bridge Street.



Precedent Image - Chelsea, London
Image source: Haptic



KEY

-  Retained & refurbished listed building
-  Demolition
-  New Build (Apartments)
-  New Trees
-  Vehicular Access
-  Improved Pedestrian Link with enhanced signage to town centre and out of town retail destinations

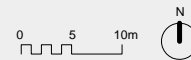
SCHEDULE OF ACCOMMODATION

- x1 1b2p - GIA: 60m²
- x7 2b4p - GIA: 70m²
- tbc Conversion of existing listed building to residential. Capacity TBC. GEA: 236m²
- x11 Parking spaces

TOTAL:

- x8 Units
- tbc Conversion of existing listed building to residential
- x11 Parking spaces

Site 3 - The Wheatsheaf - Opt B



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7.6.5. OPTION C

The former Wheatsheaf public house is retained, and its shell is fully restored, including its rear elevations. Internal reconfiguration to allow the efficient conversion to residential may be required. Any interventions to internal or external fabric will be based upon the findings of a Heritage Assessment and will need to be justified.

Option B proposes a new two storey residential apartment building located to the south of the Wheatsheaf. This will be contextually designed and will follow the established building line on Bridge Street. To the rear of the site a three storey six-unit apartment building will be provided. This follows the established building line established by the three storey properties to the east on Chamberlain Close and provide overlooking and passive surveillance to the pedestrian route linking the Close to the Market Place.

As with Option A vehicular access is to the south of the site on Bridge Street.



*Precedent Images - Temple Cloud, Somerset (Within close proximity to a Grade II Listed Temple Inn pub)
Image source: Archio*

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KEY

- Retained & refurbished listed building
- Demolition
- New Build Townhouses
- New Trees
- Vehicular Access
- Improved Pedestrian Link with enhanced signage to town centre and out of town retail destinations

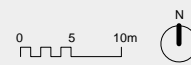
SCHEDULE OF ACCOMMODATION

- x1 2b3p - GIA: 72m²
- x13 2b4p - GIA: 76-81m²
- x1 3b5p - GIA: 88m²
- tbc Conversion of existing listed building to residential. Capacity TBC. GEA: 166m²
- x14 Parking spaces (Doesn't meet parking requirements set out in Uttoxeter Neighbourhood Plan)

TOTAL:

- x15 Units
- tbc Conversion of existing listed building to residential
- x14 Parking spaces

Site 3 - The Wheatsheaf - Opt C



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7.6.6. TRANSPORT COMMENTARY

Option A

Access to the parking for the residential properties is proposed off Bridge Street. There is an existing access in this location and the proposal looks to provide some minimal widening. The access junction would be close to proposals being brought forward by SCC for a pedestrian crossing to the north, although this interface should be workable. There will be a need to provide satisfactory sightlines for vehicles exiting the access onto Bridge Street and the proposed building lines will need to be set back to accommodate this. The amount of car parking proposed does not meet the requirements set out in the East Staffordshire Local Plan, although given the town centre location a lower level of parking can potentially be justified based on a lower car demand.

The option would provide an improved pedestrian link in line with the SCC proposed

pedestrian crossing. This will enhance the link to the out of town retail area from the town centre and would allow for better natural surveillance as a result of the proposed residential properties, enhancing safety and security. However, access to the pedestrian route would be via a narrow passage. Pedestrian signage of this route should be enhanced as part of the proposals.

Option B

Access to the parking for the residential properties is proposed off Bridge Street. There is an existing access in this location and the proposal looks to provide some minimal widening that is greater than Option A and C. The access junction would be close to proposals being brought forward by SCC for a pedestrian crossing to the north, although this interface should be workable. There will be a need to provide satisfactory sightlines for vehicles exiting the access onto Bridge

Street and the proposed building lines will need to be set back to accommodate this. The amount of car parking proposed does not meet the requirements set out in the East Staffordshire Local Plan, although given the town centre location a lower level of parking can potentially be justified.

The option would provide an improved pedestrian link in line with the SCC proposed pedestrian crossing. This will enhance the link to the out of town retail area from the town centre and would allow for better natural surveillance as a result of the proposed residential properties, enhancing safety and security. Access to the pedestrian route would be more visible and appealing than either Option A or C with the opportunity to provide a gateway treatment and landscaping. Pedestrian signage of this route should be enhanced as part of the proposals.

Option C

Access to the parking for the residential properties is proposed off Bridge Street. There is an existing access in this location and the proposal looks to provide some minimal widening. The access junction would be close to proposals being brought forward by SCC for a pedestrian crossing to the north, although this interface should be workable. There will be a need to provide satisfactory sightlines for vehicles exiting the access onto Bridge Street and the proposed building lines will need to be set back to accommodate this. The amount of car parking proposed does not meet the requirements set out in the East Staffordshire Local Plan, although given the town centre location a lower level of parking can potentially be justified.

The option would provide an improved pedestrian link in line with the SCC proposed pedestrian crossing. This will enhance the link to the out of town retail area from the town

centre and would have allow for better natural surveillance as a result of the proposed residential properties, enhancing safety and security. However, access to the pedestrian route would be via a narrow passage. Pedestrian signage of this route should be enhanced as part of the proposals.

This option also provides further residential properties that would be accessed via an extension of the existing Chamberlain Close although not through vehicular movements should be allowed. As a result the option offers further opportunities to increase pedestrian connectivity with provision of a further pedestrian route through to Bridge Street. The design of this route would need careful consideration to provide good forward visibility, lighting and signposting.



View of the existing pedestrian route linking residential development off the Town Meadows Way to Bridge Street, looking west towards Bridge Street & Market Place

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7.6.7. ANALYSIS OF OPTIONS

	STRENGTHS	WEAKNESSES
Option A	<ul style="list-style-type: none"> • 9 new residential units, as well as conversion of the Wheatsheaf for residential, increases town centre living and footfall to support town centre • Residential frontage onto the road is in keeping with the surrounding designs. • Minimal highways work required • Re-purposes the Wheatsheaf, which has been derelict for some time 	<ul style="list-style-type: none"> • Site assembly required to acquire the properties to the right of the Wheatsheaf as well as the Wheatsheaf – increased cost. • Site plan does not meet parking standards set out in the Neighbourhood Plan • Newly developed site would face on to derelict land
Option B	<ul style="list-style-type: none"> • New residential units increase town centre living and footfall to support town centre • Small Public Realm area created facing onto Bridge Street • Residential frontage onto the road is in keeping with the surrounding designs. • Minimal highways work required • Re-purposes the Wheatsheaf, which has been derelict for some time • Incorporates apartment accommodation into the town centre 	<ul style="list-style-type: none"> • Site assembly required to acquire the properties to the right of the Wheatsheaf as well as the Wheatsheaf – increased cost. • Parking for apartments would be limited, potentially making them less desirable • Newly developed site would face on to derelict land
Option C	<ul style="list-style-type: none"> • 15 new residential units, as well as the conversion of the Wheatsheaf for residential, increases town centre living and footfall to support town centre • Residential frontage onto the road is in keeping with the surrounding designs. • Re-purposes the Wheatsheaf and other derelict land • Includes a number of improved pedestrian links into the town 	<ul style="list-style-type: none"> • Some properties have substandard garden depths (<10m) • Site plan does not meet parking standards set out in the Neighbourhood Plan

7.7. The Quarry

7.7.1. SITE DESCRIPTION

The Quarry site is located immediately to the north of the A50 and is approximately 1.5 Km from the heart of Uttoxeter. The site is close to some of northern residential area and is accessible to all residents of the town by active travel (walking and cycling). The site has been extensively quarried and is now covered by a patchwork of water filled workings, pockets of woodland and residual agricultural land. The River Dove forms the eastern boundary to the site and the northern and southern branches of the River Tean bound the site to the north and south.

Existing public rights of way connect the Quarry site to the town centre and the Staffordshire Way (Long Distance Footpath is located on the east back of the Dove. Sustrans cycle route 549 links Uttoxeter to the national cycle network at Derby and is located immediately to the south of the A50.

The Uttoxeter Town Centre Masterplan – Baseline Report (June 2020) provides a review of the known technical constraints affecting the Quarry site.



Images of the Quarry Site

7.7.2. OPTION A

The Quarry site offers the opportunity to provide the people of Uttoxeter and beyond with a major amenity space and recreational facility which capitalised on the current condition of the site and its locational advantages.

The site is close to residential areas of Uttoxeter but it is recognised that existing walking and cycling infrastructure linking the two needs major enhancement. Critically this needs to consider safe and attractive A50 underpasses. The site can connect to national, regional and local cycle and walking routes subject to further limited investments such as bridges over the rivers which bound the site.

The scale of the site and the extent of the various bodies of water suggest that a Country Park could be established which provide a home for a diverse range of water-based leisure activities including:

- Sailing
- Open water swimming
- Angling

East Staffordshire Borough Council and Staffordshire County Council have undertaken a number of studies and related consultancy work, including an agronomy report, to consider the feasibility of grass pitch sporting activity within the site to the north-west of the Quarry. East Staffordshire Borough Council has also made provision for future Section 106 allocations to go toward the Sports Hub.

The Staffordshire Football Association is considering the feasibility of this site for further development as a sports facility.

There is adequate land to introduce additional sports facilities and visitor attractions, together with associated parking and access road, without compromising the tranquillity of the lakes.

It is suggested that areas surrounding the lakes and between the lake are comprehensively landscaped to establish an ecological recourse as well as attractive short walks for families and those with mobility issues.

7.7.3. TRANSPORT COMMENTARY

The proposals for the Quarry site will provide improved pedestrian and cycle linkages to the town centre and surrounding areas, with an extensive network of links within the site that complement and extend the existing Public Rights of Way provision.

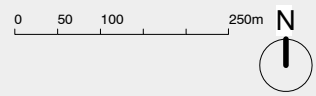
The existing access to the east of the site off the B5030 would be improved leading to a car park. However, a further access (and associated car park) is proposed to the south although this would need to cognisant of how the proposals for the A50 Growth Corridor project are progressed. The plans are still unclear following completion of the grade separated junction to the west.



Precedent Image - Colwick Park, Nottingham



Site 4 - The Quarry Site



8.0 WIDER TOWN CENTRE INTERVENTIONS

Whilst Cushman & Wakefield have identified 4 key intervention sites, there are a number of 'softer' interventions that can be implemented within the town to ensure its vibrancy and vitality in the future.

8.1. Overview

Although there are some prominent voids within the principle retail streets within Uttoxeter town centre these are limited and there is no evidence of 'vacancy contagion' where empty units tend to undermine the viability of their neighbours. The notable exceptions to this observation are concentrated off the High Street at the Maltings and Trinity.

One of the notable consequences of the Covid 19 pandemic is that smaller centres such as market towns and affluent suburbs are thriving as residents choose to work at home. It is generally accepted that this is not a temporary situation and that both employers and employees are comfortable

with home working and reduced or eliminated commuting time and cost.

Uttoxeter is therefore is a relatively benign position compared to some of its larger neighbours but cannot afford to be complacent. The opportunity sites reviewed below can all contribute positively to improving the quality of the built environment within the town centre and can also provide; housing, people and vibrancy where they are most needed – in the centre. The Quarry site provides the opportunity to provide a major Health & Wellbeing resource for the people of Uttoxeter and give the town a powerful differentiator.

Within the town centre there are a number of strands of activity which should be considered beyond the delivery of the important major sites. These include the following:

8.1.1. SPACE OVER SHOPS

Encouragement should be given to Landlords to undertake feasibility work into the unlocking

of space over shops for residential use. This is often resisted by remote institutional owners however work undertaken by Historic England and Nottingham City Council has demonstrated that rents from buildings as whole can be improved and that Council Tax from upper floors will exceed the low levels of business rates which are typically generated.

Grants for feasibility studies are typically provided to Landlords. These can be followed by discretionary soft loans which allow the work to be carried out.

In increased activity and vibrancy resulting from conversion benefits town centre retailers.

It is possible in some cases for building owners to use their permitted development rights to facilitate the conversion of office space into residential accommodation without applying for planning permission (Class O).

This can be positive when conversions result in accommodation which has; good space standards, good sunlight, daylight and privacy and appropriate levels of amenity.

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Where permitted development will result in poor quality accommodation this should be resisted. The LPA can apply an Article 4 notice to the Town Centre Conservation Area which would remove permitted development rights.

Where it is felt the character of the Conservation Area and its socio-economic profile would be harmed by loss of office space and the creation of poor quality housing this should be considered.

8.1.2. RETAIL DIVERSIFICATION

Where retail voids are blighting the High Street consideration should be given to allowing other non-traditional uses which are compatible with the urban core. These might include; small light engineering, maker-traders, co-working offices etc.

8.1.3. MEANWHILE USES

Related to retail diversification are meanwhile uses. Where retail units are vacant these

can be occupied by business start-ups or even community organisations on short term licences at below commercial levels of rent. Occupancy adds interest to the street, can support start-ups and critically can slow or prevent 'vacancy contagion'.

8.1.4. IMPROVED WALKING AND CYCLING ROUTE

The setting of Uttoxeter in rolling countryside close to the Peak District National Park and the National Forest should be capitalised on. Footpath and cycle route links between the town centre, its residential communities and the countryside beyond should be audited. Where connections within the network are missing these should be filled and where quality /safety /accessibility is poor, enhancement should be prioritised.

8.1.5. IMPROVED GREEN SPACE

There are few green spaces within the heart of the town centre however the Quarry site and

other areas adjacent to watercourses offer the opportunity to create a unique accessible green-blue network around the town.

8.1.6. STATUTORY TOOL KIT

ESBC, and partner organisations, should employ their existing powers where possible to address; building condition, anti-social behaviour, abuse of licences etc.

8.1.7. DESIGN QUALITY

The design of new development within Uttoxeter will shape perceptions of the town for generations to come. The quality threshold for new development should be raised where possible. Consideration should be given to producing design and development briefs for all major sites within the town in order to prevent lazy and opportunistic proposals. The regional design review panel should also be employed to review all major or sensitive planning applications.

9.0 PRIORITISATION OF INTERVENTIONS

This section considers how the Councils could prioritise the interventions, taking into account the ease with which the sites can be assembled and delivered. This takes into account the following factors:

- Land assembly issues
- Delivery of Council objectives and impact on the town centre
- Viability comments

The number one priority for the town centre is considered to be The Maltings Shopping Centre (Priority 1A). This is an outdated 1960s shopping centre with high vacancies and represents an exciting opportunity to revitalise a key town centre site. Given the complexity of delivering this site, most notably concerning third party ownerships/ land assembly and inter-dependency with The Trinity Centre, this is considered a medium to long term intervention in terms of delivery timescales. However, there are a number of actions that should be commenced immediately to

accelerate delivery of this transformational town centre site.

The Trinity site also represents a significant opportunity to have a transformative impact upon the town centre. The site suffers from its location and high vacancy rates which drags down the feel and attractiveness of the town centre. Relocation of existing tenants into the new development at the Maltings will reduce the overall retail footprint of the town and consolidate the town's retail offer to the High Street location. This in turn enables The Trinity Centre for redevelopment for residential purposes, which will bring a new population into the town centre increasing footfall and local town centre expenditure. This also has a transformative impact of introducing brand new, modern residential housing into Uttoxeter town centre and strengthening developer perceptions of the town acting as a catalyst for further residential development in the future. The Councils' support of this scheme will strengthen perceptions and show

strong commitment to the regeneration of Uttoxeter. Given the inter-dependency of this option with The Maltings, it is recommended that a joint project team is established so that development proposals for each are mutually beneficial. For this reason, this site is considered the second priority, or Priority 1B.

The Wheatsheaf scheme comprises the conversion of the derelict Grade II listed building. The opportunity here is to re-purpose this building, which is located on one of the main routes through Uttoxeter, to create an active frontage and sustainable use. The site will be converted to residential accommodation which will increase town centre living, and in turn improve vibrancy and footfall to the wider town centre. Given the heritage aspects, viability will be more difficult and so this is considered a longer term vision.

The Quarry site option set out a much longer term vision. This option relies on cessation of operations at the quarry. In turn,

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the re-development of the quarry will increase visitor numbers, with potential to increase overall attractiveness of Uttoxeter as a visitor destination with longer term aspirations to attract tourists. This in turn will benefit the town centre and local economy, as footfall in the area increases.

Based on the above, we have prioritised the interventions as follows in terms of strategic importance and impact on the town centre:

Priority 1a – The Maltings

Priority 1b – The Trinity Centre

Priority 2– The Wheatsheaf

Priority 3 – The Quarry

The table below sets out this prioritisation of interventions using a traffic light systems to highlight key issues and opportunities with each of the sites and sets out at a high-level proposed Council interventions, which are discussed in more detail in Section 9, Delivery.



View from High Street looking east towards the entrance into the Maltings

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Development Type	Council objectives	Timescales	Land Assembly	Viability	Intervention
Priority 1a: The Maltings: Significant impact on the town centre but medium to long term delivery					
Mixed-use: Retail & Residential	Increased footfall by making it a more attractive place. Retention of key town centre retailers (Policy TC1)	Medium to long term Inter-dependency with The Trinity Centre	The site has multiple landowners. Land would therefore need to be acquired from all parties to facilitate development. Leasehold interests/ discussions with tenants required	Retail development will be expensive and may require gap funding Residential development could be marginally viable – further work required to understand whether ability to cross fund retail.	Land assembly strategy Discussions with tenants over potential relocation, most notably Iceland. Surveys and ground investigations Land assembly Planning Masterplanning Viability testing Delivery & Procurement

Development Type	Council objectives	Timescales	Land Assembly	Viability	Intervention
Priority 1b: Trinity Centre: Positive impact on the town centre but medium to long term delivery					
Residential, Health Centre Extension and Retirement Living	<p>By delivering residential on this site footfall and vibrancy in the town centre should increase.</p> <p>Extending the health centre will ensure it maintains its well-established location but has capacity for the growing population of Uttoxeter. (Policies C2 & C3)</p> <p>Relocating shops into new Maltings offering ensures the aspiration that the shops and services in the town are protected and enhanced is met. (Policy TC1)</p>	<p>Medium to long term</p> <p>Inter-dependency with The Maltings</p>	<p>The site has multiple landowners. Land would therefore need to be acquired from all parties to facilitate development.</p> <p>Leasehold interests/ discussions with tenants required</p>	<p>Residential development could be marginally viable.</p>	<p>Land assembly strategy</p> <p>Discussions with tenants over potential relocation</p> <p>Surveys and ground investigations</p> <p>Land assembly</p> <p>Planning</p> <p>Masterplanning</p> <p>Viability testing</p> <p>Delivery & Procurement</p>

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Development Type	Council objectives	Timescales	Land Assembly	Viability	Intervention
Priority 2 – The Wheatsheaf: Restoring a heritage asset in the town centre, but not immediate intervention					
Residential	<p>By delivering residential on this site footfall and vibrancy in the town centre should increase.</p> <p>The re-development of this site will also form a micro-community.</p> <p>Re-development of this site will address The Wheatsheaf acting as an 'eyesore' to the town.</p>	Medium term	Site is not currently in Council ownership. Land assembly and acquisition would need to take place to facilitate development	<p>Conversion of the listed building likely to be expensive.</p> <p>Residential development could be marginally viable – further work required to understand whether ability to cross fund conversion.</p>	<p>Review funding options – Lottery Funding?</p> <p>Land assembly strategy</p> <p>Surveys and ground investigations</p> <p>Land assembly</p> <p>Planning</p> <p>Masterplanning</p> <p>Viability testing</p> <p>Delivery & Procurement</p>

Development Type	Council objectives	Timescales	Land Assembly	Viability	Intervention
Priority 3 – The Quarry: Longer term aspirations to increase visitor numbers to Uttoxeter					
Sports Hub/ Outdoor Activity Centre	<p>No new development but will offer a reason to visit Uttoxeter.</p> <p>Will provide a use for the quarry when the site is no longer needed.</p> <p>Improved walking/cycling routes</p>	Longer term	<p>Site is owned by local landowner and is currently in operation as a quarry.</p> <p>Land acquisition would be required once quarry is no longer in use.</p>	Low – investment will generate virtually no financial return and is purely regeneration	<p>Review funding opportunities</p> <p>Discussions with Council's leisure team to discuss appetite and potential partnerships.</p>

10.0 DELIVERY

This section of the report sets out the possible interventions and delivery mechanisms for each of the sites.

10.1. Priority 1 & 2 sites – The Maltings, The Trinity Centre & The Wheatsheaf

These sites all offer strong potential to transform the town centre.

- The reconfiguration of the Maltings will allow a better tie in with the High Street through the creation of modern retail units and improved pedestrian connectivity across the site;
- The removal of The Trinity Centre will reduce the overall retail footprint of the town centre, reducing vacancy rates and the poor visual and social impact that gives the visitor.
- Redevelopment of The Wheatsheaf will revitalise a key town centre site, bringing a listed heritage asset back into a sustainable and long-term use.

Together the joint proposals for these sites will:

- Consolidate the retail provision of the town centre, strengthening the High Street as the core retail destination with existing tenants from both schemes relocated into modern units better suited to their businesses.
- Create opportunities for new town centre residential development, increasing and diversifying the population base of the town centre, supporting increased footfall and spending potential both during the daytime whilst also supporting the growth of the evening economy, particularly in light of changing working from home patterns.
- Will demonstrate the commitment of the Councils to the nurturing and growth of a 'new' town centre residential market, and will promote developer confidence, the ambition being to act as a catalyst for future residential development.

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Priority sites - Given the strategic importance of delivery of The Maltings, and the inter-dependency with The Trinity Centre, a project team should be formed to prioritise delivery of these sites so that the team has full overview across both sites.

10.1.1. IMMEDIATE TERM INTERVENTIONS

In the short term, it is recommended that the Councils undertake the following de-risking activities:

- **Land assembly strategy** - The key delivery risk with these sites is the lack of control over land, with a number of third party interests. As an early action the Councils should develop a land assembly strategy. The Councils should seek to proactively engage with third party landowners to understand their willingness to sell their interest or appetite to work with the Councils to deliver the proposed scheme. This will inform a greater understanding of the extent to which the Councils need

to acquire the third party ownerships. There may be some 'early wins' that the Councils can acquire quickly, some may require more complex negotiations and the Councils will also need to consider a potential CPO strategy in the event that there are unwilling landowners.

- **Sustainable Transport and Parking Strategy** - In bringing forward any of the sites it will be important to understand how the loss of off-street parking can be accommodated or mitigated. To this end East Staffordshire Borough Council and Staffordshire County Council should together consider the following issues during the next stage of work for the town centre as a whole (rather than in relation to specific sites):
 - the balance between on-street and off-street parking in the town centre;
 - the distribution of parking and existing occupancy to understand if and where there is underutilization;

- how the site development proposals, future development aspirations and sustainable transport improvements will alter the parking demand in the town centre;
- the potential to influence parking utilization through charging structures or duration restrictions;
- opportunities to redesign car parks layouts to maximize the number of spaces;
- opportunities for additional on-street parking

In addition, the options proposed for the Maltings site will require removal of the existing bus station. Staffordshire County Council is currently considering the feasibility of providing bus stands on Back Lane and also potentially on Bridge Street that could mitigate the removal of the bus station. In bringing forward the Malting site it will be important to understand how these alternatives as well as other bus stops can

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serve the town centre to ensure that public transport accessibility is maintained or improved. This should be considered in separate study.

- **Tenant relocations** - The Councils also need to commence discussions with the retail occupiers to understand their ability and willingness to be relocated in accordance with the development proposals. Delivery of The Maltings depends on the relocation of Iceland to act as an 'anchor' to the new scheme and to activate the retail frontage, and these discussions should commence as a priority.
- **Planning strategy** - The sites are not currently allocated and further planning review should be undertaken to identify and mitigate against planning risk.
- **Delivery strategy** - Alongside this work, the Councils should develop a delivery strategy to understand potential delivery mechanisms for the site and the relative pros and cons of each. For each site this should include consideration of

appropriate site parcelling, or whether the sites should be delivered as a single project. Delivery mechanisms include:

- **Site disposal** – Straightforward sale of the land on the open market. This is unlikely to give the Councils the control over the development that it requires for such a strategic site
- **Direct delivery** – The Councils act as developer and take all of the development risk. This is a resource intensive option but gives the Councils absolute control over delivery.
- **Appointment of a delivery partner** – The Councils appoint a development partner to work with them to deliver the site. Depending on the level of control required by the Councils, this could require an OJEU compliant procurement process.

10.1.2. MEDIUM TERM INTERVENTIONS

In the medium term, the following interventions are recommended:

- **Surveys and site investigations** - to identify site constraints and impact on viability, deliverability and market attractiveness;
- **Masterplan development** - Refinement of masterplan options to reflect site constraints identified by above;
- **Viability** - Update of viability appraisals to determine impact of above, to assess deliverability, and ultimately, market attractiveness of the sites;
- **Soft market testing** – Discussion with a shortlist of developers to scope out appetite for the site; attitude to risks; view on market demand and take up, etc.

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- **Land assembly** - The Councils should also seek to undertake detailed negotiations with third party owners or commence CPO proceedings if required.
- **Delivery and procurement strategy** – this should be finalised to support decision making about how to bring the site to the market. This will include detailed analysis of various delivery mechanisms and procurement routes, as well as soft market testing to test market appetite for the site and as a means of refining the delivery and procurement strategy.

10.1.3. LONGER TERM INTERVENTIONS

Having agreed the final procurement strategy, the Councils should seek Cabinet approval to commence the implementation phase for the scheme and commence site marketing to identify the developer in accordance with the delivery and procurement strategy.

10.2. Priority 3 – The Quarry

From a long term perspective, the Quarry poses a significant opportunity to create a sustainable outdoor activity centre, which in turn will increase the local leisure offer and tourist numbers.

Due to the nature of the site, it is likely that the development option would require long term funding as they are unlikely to be self-sufficient. Therefore, in the first instance we would recommend that the Councils should commence discussions with the Council's Leisure team to understand the appetite for these proposals and utilise their working knowledge of the leisure sector to identify appropriate partners for delivery of the scheme.

We foresee this site being delivered in a form similar to Colwick Country Park on the outskirts of Nottingham. Colwick Country Park is a park centred around two lakes; The Main Lake covers 65 acres and West Lake

covers 24 acres. The site is currently operated and monitored by Nottingham City Council. Further details about Colwick Country Park are available at:

<http://www.nottinghamcity.gov.uk/leisure-and-culture/events-markets-parks-and-museums/parks-and-open-spaces/find-your-local-park/colwick-country-park>

10.0

10.3. Funding

Viability testing will identify the financial gap for each option, and the following additional funding streams could be considered:

10.3.1. HOMES ENGLAND FUNDING

Development of The Maltings, The Trinity Centre and The Wheatsheaf include residential development options. We would recommend early engagement with Homes England to understand which of their packages are suitable on a site-specific basis.

10.3.2. LEP FUNDING

Whilst we are not aware of any 'live' funding pots that these proposals could benefit from, there could be new funding opportunities in the future.

10.3.3. CCG FUNDING

The development of an extension to the existing health centre may be eligible for funding through the CCG. The Balance Street Practice should approach the CCG to establish the requirement behind the extension and whether any funding can be provided.

10.3.4. THE NATIONAL LOTTERY HERITAGE FUNDING

National Lottery Heritage Funding is available to a broad range of projects that "connect people and communities to the national, regional and local heritage of the UK" including historic buildings, monuments and the historic environment. This could be suitable for the Wheatsheaf proposals to support funding the costs associated with converting the grade II listed building.

The aim of the funding is to make a difference, and all applications must as a minimum meet the following mandatory outcome:

Mandatory outcome:

1. A wider range of people will be involved in heritage

Other outcomes include:

2. Heritage will be in better condition
3. Heritage will be identified and better explained
4. People will have developed skills
5. People will have learned about heritage, leading to change in ideas and actions
6. People will have greater wellbeing
7. The funded organisation will be more resilient
8. The local area will be a better place to live, work or visit

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9. The local economy will be boosted

10.3.5. ARTS COUNCIL FUNDING

The Arts Council also provides grants, advice and resources for historic buildings through the Creative People and Places fund. This focuses on parts of the country where involvement in arts and culture is significantly below the national average. The New Creative People and Places 2020-24 aims to allocate at least £29 million between 2020-24.

10.3.6. BUSINESS IMPROVEMENT DISTRICT

The report has suggested that the Councils should undertake a number of wider town centre interventions, including converting space above shops, putting meanwhile uses into vacant units and improving walking and cycling routes. One possible means of funding this could be through the creation of a Business Improvement Districts (BIDs).

BIDs 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%.

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’

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Recent research by the House of Commons into BIDS (May 2018) 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, so this would work well for the proposed interventions.

Recommendation - As a first step, it could be worth arranging an initial discussion with other local authorities that have implemented a BID 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, and to understand whether this would be a good 'fit' for Cheadle. Whilst these are clearly not comparable authorities to Cheadle, it would be beneficial to have a discussion with them to understand best practice and what aspects of these BIDs may be applicable.

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

*Photo on the right:
View of Grade II Listed
buildings on the Market Street*


**Black
Swan**
TRADITIONAL PUB

ENTRANCE TO
MAIN BAR
→



11.0

CONCLUSION AND RECOMMENDATIONS

This report has considered a number of potentially transformative development options for identified key town centre sites. The focus of these options has been on:

- reducing the retail floorspace of the town centre to reduce vacancy rates and the negative impact this has upon visitors to Uttoxeter;
- increasing town centre living with a view to increasing the residential population, footfall, and town centre vibrancy, which can support a 24 hour economy;
- Diversification of town centre uses;
- Improved connectivity and accessibility;
- Site-specific options around the retention and improvement of existing buildings on site, notably the listed building at The Wheatsheaf and the existing health centre at The Trinity Centre.

Given the strategic importance of The Maltings, and inter-dependence with The Trinity Centre, these options are considered 'Priority 1 Options'. The re-development of these two sites will have a drastic impact on the town centre, by compacting the retail core and bringing increased town centre living, which in turn will improve vibrancy and footfall levels. Given the size of these priority sites, the anticipated re-development should have a significant positive impact on the town.

The Wheatsheaf also offers an exciting development opportunity to transform an under-performing key town centre site. By re-purposing the former Wheatsheaf, not only will the Grade II listed building be put back into use, but it will also create an active frontage on one of the main transport routes through Uttoxeter. The opportunity for this site links the existing residential off Chamberlain Close into the town, creating a natural residential extension.

The delivery section of this report recommends the following next steps for each of these sites, with a focus on The Maltings and The Trinity Centre:

- **De-risking** – through site surveys and investigations to gain a better understanding of any abnormal costs that are not currently accounted for in the viability appraisals. The masterplan options and development appraisals should then be updated to reflect these costs and to understand the impact on scheme viability and market attractiveness. Following this a further prioritisation process should be undertaken to determine which sites to focus on. It will be important not to 'flood the market' and as such a sensible phasing of delivery across the town centre should be undertaken.
- **Planning and Sustainable Transportation** – The sites are not currently allocated, and further planning review should be undertaken to identify and mitigate against planning risk.

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Alongside this work, a sustainable transport and parking strategy will be required.

- **Delivery mechanisms** – the Councils should undertake a review of possible delivery mechanisms, in short:
 - Freehold sale on the open market
 - Direct delivery
 - Developer procurement

Whilst the Quarry has been identified as a key opportunity site, the ambitions and opportunities for change at this site are long term. At present, the quarry is still in operation and under the ownership of Aggregate Industries, and so any development opportunities for this site would need to be undertaken once these uses are complete. However, the proposed scheme at the Quarry could have significant positive impacts for Uttoxeter, by offering a sustainable use for the area which will increase biodiversity, as well as increasing visitor numbers.



View of the Bridge Street, looking north towards Parish Church of St Mary (Grade II Listed)*



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