

LAND AT BOLTON ROAD, BANBURY

DRAFT SUPPLEMENTARY PLANNING DOCUMENT TEXT

1. Introduction

1.1 Land at Bolton Road

Cherwell District Council is seeking to strengthen the role of Banbury Town Centre and a number of strategic development sites have been identified in various parts of the town centre to help realise this objective. This Draft Supplementary Planning Document (SPD) relates to the development of one of these key sites - Land at Bolton Road, which been identified in the Draft Core Strategy as a strategic allocation to deliver new retail and other town centre uses (Policy BAN 8).

The area covered by the SPD extends to 1.7 hectares. It is located within the designated shopping area on the northern edge of Banbury Town Centre, immediately to the west of the Castle Quay Shopping Centre. It is bounded to the north by Castle Street, to the west by North Bar Street and to the south by Parsons Street. Figure 1.1 shows the area covered by the SPD.



Figure 1.1: Site Plan

Most of the site lies outside the Banbury Conservation Area and the majority of existing buildings within the site are of no architectural merit. However, the adjacent streets of North Bar Street and Parsons Street are within the conservation area and exhibit high townscape quality with a number of listed and locally listed buildings. This will be a key consideration in assessing future development proposals to ensure that the historic character of the town centre is protected and enhanced whilst meeting regeneration objectives.

1.2 Background

Banbury is a historic market town and is the largest shopping and service centre within Cherwell District with a population of around 45,000. It is recognised in the South East Plan as one of two primary regional town centres in Oxfordshire and will be promoted as the principal focus for a range of town centre uses.

The town has experienced significant growth due to its proximity to the M40 motorway linking London to Birmingham, as well as excellent rail services. However, as a result of its accessible location and the proximity of other major retail centres, many residents commute out of the area and travel further afield for shopping facilities and this has led to a loss of retail expenditure in the town. With a large population increase expected over the next 20 years and increasing competition from other centres, it is important that Banbury provides a more attractive, improved and cohesive town centre to improve footfall and increase town centre prosperity.

Today the town centre offers good shopping facilities in an attractive pedestrianised environment. There is a mix of larger chain stores, mainly located in the Castle Quay Shopping Centre; and smaller independent and specialist shops, located along the historic lanes within the town centre, including a number along Parsons Street, immediately south of the site.

The Castle Shopping Centre was opened in 1974 and expanded into Castle Quay in the 1990s. This subsequent expansion created a well integrated addition to the retail offer in Banbury. In addition to its retail offer, a market is held in Market Place on a Thursday and Saturday. However, there is now a need to improve the quality and range of the retail offer in order to ensure that Banbury retains and enhances its status as a major regional town centre.

Research carried out for the Council in 2006¹ identified the need for additional retail development in Banbury. A subsequent report² highlighted a shortage of suitable redevelopment sites in the town centre and identified Land at Bolton Road site as the best opportunity to bring forward new retail development.

Land at Bolton Road offers a unique opportunity to build on the recent environmental improvements which have taken place in the town centre to make Banbury a more attractive destination. This will be done by promoting a high quality development which is well integrated with its historic surroundings and by improving the range of retail and other town centre uses and the appearance of the public realm.

The site offers the potential for significant additional retail floorspace and is particularly suitable for larger retailers who are currently under-represented in the town centre given its location adjacent to the existing shopping centre. The site also

¹ PPS6 Assessment, CB Richard Ellis for Cherwell District Council, December 2006

² Retail Study Update, CB Richard Ellis for Cherwell District Council, 2010

provides the opportunity to improve the convenience retail offer, given the current lack of a major food retailer within the town centre. In addition it presents the opportunity to improve pedestrian links to Parsons Street and increase pedestrian footfall in this part of the town centre. The Council has therefore identified Land at Bolton Road as a strategic site which it will seek to bring forward for redevelopment in the short to medium term.

1.3 The Role of the SPD

This Draft SPD has been prepared by Broadway Malyan in conjunction with Cherwell District Council to promote and manage future development proposals for the site. The SPD will provide a framework for the enhancement and redevelopment of the Bolton Road site, which we anticipate will take place in the next 3-5 years.

The SPD will:

- Set out the Council's aspirations for the site in terms of Development and Design Principles which will enable development proposals to be prepared
- Indicate through an illustrative masterplan how the objectives for the site can be achieved in accordance with these Principles
- Indicate what would be required by the Council in determining any future planning application.

The illustrative masterplan provides further guidance on the scale of development and mix of uses that will be supported on the site in accordance with the Draft Core Strategy. It illustrates how an appropriate mix of convenience and comparison shopping, together with other town centre uses can be accommodated on the site as part of a comprehensive redevelopment scheme to promote the regeneration of this part of the town centre. The masterplan sets out one approach in which the site could be developed, other forms of development will be considered where it can be demonstrated that they satisfy the development and design principles set out in the SPD.

A 'Draft SPD Companion Document' has been prepared to accompany this SPD which includes a statement of SPD matters, a Statement of Consultation and further background evidence.

1.4 The Status of the SPD

This Draft SPD is being issued for public consultation. Comments received from the consultation will be reviewed and any necessary changes will be made to the document. The Council intends to use the SPD as a material consideration in planning applications to encourage and enable suitable development proposals to be brought forward for the area.

The Council expects to submit its Core Strategy for Examination during 2012 and it is expected that, following adoption, the SPD relating to Land at Bolton Road will be adopted as a formal part of the Local Development Framework.

1.5 Consultation to Date

Stakeholder and community engagement has taken place during the preparation of the Draft SPD and has involved the following events:

- a series of workshops in March 2011 attended by local stakeholders;
- a Council Members workshop in March 2011
- a presentation to local businesses in April 2011 (including the businesses located on Parsons Street given their proximity to the site and the importance of integrating any new development with adjoining properties and accommodating existing servicing requirements); and
- Telephone interviews with key stakeholders during May and June 2011, (which provided an additional opportunity to engage with those businesses located on Parsons Street).

Preparation of the Draft SPD has also involved consultation with other key stakeholders including Oxfordshire County Council Highways.

A Statement of Consultation is included within the 'Draft SPD Companion Document'.

1.6 Structure of this Document

This document comprises the following sections:

- Section 2 sets out the vision and objectives for the site
- Section 3 provides a short summary of the context for development including planning policy and a review of current development opportunities (further details are provided in the Companion Document)
- Section 4 provides an assessment of existing site conditions and an analysis of constraints and opportunities
- Section 5 sets out development and design principles for the site
- Section 6 sets out the option appraisal process
- Section 7 sets out an illustrative Masterplan for the site
- Section 8 sets out important considerations relating to the delivery and implementation of the SPD objectives

- Section 9 sets out the monitoring and review process

1.7 How to Comment

This SPD is a draft document for public consultation. In order to help define the vision for the site and shape the form of development we would like your views on:

- The principle of redeveloping Land at Bolton Road
- The vision and objectives for the site
- The design and development principles for the site
- The illustrative Masterplan for the site
- How the development proposals and regeneration of the area will be delivered

*HOW TO COMMENT & TIMESCALES
WHERE DOCUMENT AVAILABLE*

Viewing the Document

ADD DETAILS

Submitting your Comments

ADD DETAILS

2. Vision and Objectives

2.1 The Vision

To revitalise this part of Banbury town centre through a new mixed use retail led development which will protect and enhance the heritage assets of the area whilst positively embracing change.

The development will improve the quality and range of retail floorspace and other town centre uses and the quality of the public realm to make this part of the town centre a more attractive destination and a place with its own identity.

A comprehensive development scheme will deliver high quality new buildings and public spaces and enhanced pedestrian linkages and improvements to the appearance of the rear of properties in Parsons Street and North Bar Street. The regeneration of the area will significantly add to the visitor experience and revitalisation of surrounding streets and improve the vitality and viability of the town centre.

2.2 Objectives

The development of Land at Bolton Road must satisfy a number of key objectives. These objectives are:

- Improve the quality and range of the town centre offer
- Integrate the site with the surrounding area
- Enhance existing heritage assets and local character
- Create a high quality public realm
- Improved connections

Objective 1: Improve the quality and range of the town centre offer

Any redevelopment must provide a significant element of new convenience and comparison retail floorspace to meet occupier requirements and enhance retail and consumer choice. Retail uses should form part of a mixed use development including other town centre uses, such as leisure and facilities and also promote Banbury as a visitor destination.

Any retail development should complement the existing retail offer in Parsons Street by providing accommodation suitable for larger retailers.

The town centre offer should also be improved by re-providing a multi storey car park of at least the same number of spaces as currently provided on the site.

At the same time, any development proposals will be required to fully address the interests of existing businesses.

The development will create an environment which promotes a range of activities throughout the day and at all times of the year, in order to make the town centre a more vibrant and attractive destination.

Objective 2: Integrate the site with the surrounding area

The objective will be to create a cohesive extension to the Town Centre shopping area - an area with its own sense of place and character but functionally and visually well integrated with the wider town centre. Any development proposals will be required to respect, reflect, and reinforce the special character and positive qualities of the town centre buildings and materials, street layouts and patterns of local life.

Improvements to the rear of properties in Parsons Street , including the refurbishment and reuse of vacant buildings, the creation of new or rear entrances and the active use of external spaces within the rear burgage plots to create an active frontage onto Bolton Road will also be encouraged. The creation of an attractive frontage onto Castle Street will be required to enliven the appearance of the external face of the town centre.

Objective 3: Enhance existing heritage assets and local character

Banbury Town centre already has a distinctive character as a busy market town which has developed over many centuries. This is reflected in the variety of architectural styles and building forms. The development will be required to respect local character and to reflect and adapt to changes whilst protecting and enhancing the heritage assets of the town centre.

Proposals will be required to make a positive contribution to the character of the town centre and to respect the historic environment, in terms of scale, height, massing, alignment, materials and use. Development will be required to protect and enhance the setting of all designated assets and respond to the historic street pattern, block structure and the burgage plot boundaries. The scale and massing of development must take into account the character of the conservation area and seek to minimise impacts on features of heritage significance.

New development should respect the historic urban grain through the creation of new routes and urban spaces. Key views and vistas such as views of St. Mary's Church from the north should be protected.

Objective 4: Create a high quality public realm

A high quality public realm is an essential part of any successful town centre. The development should continue recent improvements to the public realm in Parsons Street and Market Place to create an extended pedestrianised area with attractive public spaces overlooked by active frontages and locally distinctive buildings of exceptional quality.

The creation of a pedestrian route between the new development and the rear of existing properties fronting Parsons Street is highly desirable. This should be defined

by appropriately scaled buildings, the reuse of existing buildings to the rear of Parsons Street and new tree planting.

The development should extend the open area at the interface with Market Square to create an attractive gateway and public space with outdoor seating. It will be necessary to clearly define the boundary between public and private space. Existing boundary walls should be retained and reinstated where possible. The palette of materials should reflect recent improvements to Parsons Street and Market Place to provide an integrated and consistent streetscape.

Objective 5: Improve connections

Development will be required to create a network of connected spaces and routes for pedestrians, cyclists and vehicles which is well connected into existing routes and movement patterns.

The development will need to create the conditions which will encourage the movement of people between the various quarters of the town centre and development proposals will be required to provide improved pedestrian connections with Market Place, Parsons Street, North Bar Street and Castle Quay. It will also need to increase footfall and improve pedestrian circulation within the development area.

Pedestrian linkages to the site from the north including the existing pedestrian crossing and public right of way to the north of Castle Street will require improvement.

Car parking should be reprovided at an appropriate level to ensure an adequate provision of parking spaces in the town centre. Servicing should be maintained to existing premises but may need to be time limited to achieve other stated objectives.

The design should incorporate landmarks, gateways and focal points to help people find their way and reinforce the identity and character of pedestrian routes.

3. Understanding the Context

3.1 National Planning Policy

Currently, national planning policy includes Planning Policy Guidance (PPG) Notes, Planning Policy Statements (PPS) and Planning Circulars. The draft National Planning Policy Framework (NPPF) was published in July 2011 for public consultation. When finalised the NPPF will consolidate existing planning policy statements, circulars and guidance into a single national policy framework.

Draft National Planning Policy Framework (July 2011)

Within the draft NPPF the Government expects the planning system to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs, while protecting and enhancing the natural and historic environment. For the planning system delivering sustainable development means:

- planning for prosperity (an economic role)
- planning for people (a social role)
- planning for places (an environmental role)

The draft NPPF states that these three components should be pursued in an integrated way, looking for solutions which deliver multiple goals.

Planning Policy Statement 1: Delivering Sustainable Development

PPS1 sets out the Government's vision for new development and seeks high quality design which is accessible to all, reinforces the unique character of its location and employs sustainable principles wherever possible. The general principles of sustainable development include social cohesion and inclusion, protection and enhancement of the environment and sustainable economic development. The general approach to delivering sustainable development includes the promotion of mixed-use development in appropriate locations to create more vibrant places.

Planning Policy Statement 3: Housing

In support of the objective of creating mixed and sustainable communities, the Government seeks to ensure that housing is developed in suitable locations offering a range of community facilities and with good access to jobs, key services and infrastructure.

Planning Policy Statement 4: Planning for Sustainable Economic Growth

PPS4 consolidated national planning guidance on economic, retail and town centre development.. It focuses on promoting the vitality and viability of town centres through the growth and development of existing centres and the encouragement of a wide range of services in an attractive and accessible environment.

Planning Policy Statement 5: Planning for Historic Environment

The overarching aim of PPS5 is that heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. Heritage assets can be used to ensure continued sustainability of an area and promote a sense of place, which is particularly relevant to the future development of Land at Bolton Road. In general, development proposals would need to retain those elements which have been assessed as being of significance, such as Trelawn House, the ironstone walls and the nineteenth-century brick extensions to the rear of the Parsons Street properties that exhibit distinctive architectural character.

Planning Policy Guidance 13: Transport

PPG13 promotes increased use of sustainable transport options such as walking, cycling and public transport. New development should therefore reduce the need to travel and prioritise the needs of pedestrians over motorised transport.

3.2 Regional Planning Policy

The Government has announced its commitment to the revocation of Regional Spatial Strategies. At the present time, however, the South East Plan 2009 still forms part of the development plan. The Plan identifies Banbury as one of two major regional town centres in Oxfordshire (the other being Oxford City) and promotes its continued development as a focus for a range of town centre uses.

3.3 Local Planning Policy

Cherwell District Council is currently preparing the Cherwell Local Development Framework (LDF) which will set out planning policy for the District to 2026.

The **1996 Cherwell Local Plan** remains the adopted planning guidance for Cherwell District and a number of policies have been saved until they are replaced by policies in the Local Development Framework.

The **Non Statutory Local Plan 2011** has been approved as interim planning policy for development control purposes. Part of the Bolton Road site is identified for mixed use development in order to transform the character of this area, so that it makes a positive contribution to the function and appearance of the Town Centre.

The **Draft Core Strategy (February 2010)** sets out as a key economic objective for Banbury: *"To improve the vitality, viability and distinctiveness of Banbury town centre, to assist the competitiveness of the High Street, Parsons Street, Calthorpe Street and Bolton Road areas."*

Three sites of strategic importance to the future of the town centre are identified:

1. Canalside: This area is identified as a strategic allocation (see policy BAN 1), to deliver housing-led mixed-use regeneration. The northern area (between Upper Windsor Street and the railway station) is allocated for retail and commercial uses. This area

will form an important link between the railway station and new housing to the south and the heart of the town centre.

2. Land at Bolton Road: This is identified as a major opportunity for a retail-led development to provide new shopping and other town centre uses (see policy BAN 8).

3. Banbury Cultural Quarter (Including land at the former Spiceball Sports and Leisure Centre):

This site provides a unique opportunity to regenerate this area and introduce new and improved civic, arts and cultural uses into the town centre (see policy BAN 9).

Policy BAN 8 provides the parent policy for this SPD. The supporting text highlights the potential for the development of suitable accommodation for large retailers with the a mix of convenience and comparison shopping, together with other uses including residential and leisure and a link through to Parsons Street to improve pedestrian circulation.

Banbury Integrated Transport and Land Use Study - The recent BanITLUS²³ work involved an extensive review of the existing transport networks serving the town. The study tested growth options for the town and identified a number of highway scheme proposals to support the preferred option. The study does not propose any specific improvement highway works in the immediate vicinity of the site. The study highlights the need to ensure that good quality alternative transport links are put in place for any new development, including walking and cycling links."

The **Banbury Conservation Area Appraisal** (2004) Although much of the Bolton Road site lies outside the conservation area, the site as a whole is so closely related to the listed buildings and the conservation area that the impact on designated and non-designated heritage assets and their settings will be an important consideration in the consideration of any development proposals. The site is located within an Archaeological Priority Area and national and local policies for the protection of archaeological remains will apply. .

3.4 Banbury Today

Banbury is an important commercial, retail and employment centre serving a large rural hinterland. Although still a market town, Banbury expanded rapidly in the 1960s to assist in dealing with London's housing needs. Since then, it has seen continued economic and population growth in part due to the construction of the M40 motorway.

Banbury's economy is focused on manufacturing, distribution, service industries, local government and health. Generally it has had very low levels of unemployment and a high demand for labour. Key economic issues facing Banbury include:

- ensuring the town remains competitive so that it retains and attracts major employers
- further diversifying the economy and creating more higher skilled job opportunities

³ Banbury Integrated Transport and Land Use Study 2

- the need to improve the overall attractiveness of the town as a place to live and work
- the need to improve the appearance and vitality of the town centre outside of the Castle Quay shopping centre

There is a requirement to provide for new development in a way that provides necessary community facilities. Key community issues facing Banbury include:

- the need to foster social cohesion, integration and equal opportunity
- the need to improve access to services and facilities

Banbury's rapid post-war and continuing expansion has placed great pressures on its built environment. The quality and distinctiveness of the town centre is important to attracting new businesses and people to the town. Key environmental issues include:

- managing growth in a way that will not unacceptably harm important historic assets
- managing traffic congestion and providing more opportunities to travel more sustainably
- preserving and enhancing the quality and distinctiveness of the urban area

The creation of a strong town centre at the heart of the town is seen as key to achieving the vision for Banbury which is set out in the Core Strategy:

“By 2026, Banbury will have become a larger and more important economic and social focus for its residents, for business, and for a large rural hinterland. Levels of deprivation will have reduced, the town will have a more diverse economic base and new employment areas will have been established. 4,800 new homes will have been constructed of which 1200 will be 'affordable'. New services, facilities and cultural and recreation opportunities will have been provided. A new football ground will have been provided. There will be more natural and semi-natural open space accessible to the public including new wooded areas. The town centre will be the heart of the town; a place that builds on our heritage and natural assets, but also embraces change. The quality and distinctiveness of the built environment will have improved, particularly as a result of Canalside regeneration and the construction of new urban extensions. There will be more opportunity to travel on foot, by cycle and by bus and traffic management measures will have been implemented.”

3.5 Development Context

Retail

The main shopping provision in Banbury is focussed on the Castle Quay Shopping Centre and the traditional linear high street, supported by other historic streets and lanes and other more recent development such as at The Cherwell Centre. The primary shopping frontage extends from within the Castle Quay Shopping Centre and along the High Street from Cornhill and Market Place to Horse Fair. The secondary retail is located along Parsons Street and in the lanes, which lie to the north of the High Street.

There is a total of 830,000 sq ft of retail which includes 73 national multiples and just over half of this space is managed. According to PROMIS, these figures are below what is considered to be the national average. For a major town the average for retail floor space is circa 990,000 sq ft of which 36% is managed and the average number of multiples is 85.

The 2010 Retail Study Update undertaken by CBRE identifies the following retail requirements for Banbury town centre to 2026:

- 1,714 sq m net additional convenience retail floorspace (of which 1,167 sq m will be required by 2016).
- 53,951 sq m net additional comparison floorspace (of which 23,479 sq m will be required by 2016).

The study has shown that :

- There is a need for both comparison and convenience floorspace in Banbury town centre.
- The quantitative need for additional floorspace is greater for comparison goods. However, there is a qualitative requirement for convenience floorspace given the lack of foodstores in the town centre and the leakage of expenditure to other centres.

The Castle Quay shopping centre opened in 1978 and comprises around 385,000 sq ft configured in approximately 80 units, anchored by Debenhams.

Although there is a good representation from department and variety stores, the existing retail offer is mainly mid-market with few operators presently targeting the top end of the market. The town would benefit from an increased representation in higher end fashion.

The retail on Parsons Street and towards the western end of the High Street forms the main secondary retail offer in the town. The retail units in these areas are largely occupied by independent retailers and restaurants. Banbury also operates a market on Thursdays and Saturdays and a Farmers' market on the first Friday of every month.

There is evidence of retailer requirements particularly for: food, clothing, restaurants, bars and cafes. However, the level of retailer interest at the present time is lower than for other towns of comparable size and CBRE advise that any retail scheme coming forward will need to be anchored by a foodstore and be of a quality to attract new retailers to the town. Larger units will also be required to meet retailer requirements.

Leisure

Leisure uses can diversify a town centre offer considerably and can also extend dwell times, improve the night time economy and add to the overall attractiveness of the area. There is a perceived gap in the leisure offer within the town centre as identified through an On Street Survey 2006 which found a key dislike of shoppers is

the poor range of cafes, restaurants and bars as well as leisure, entertainment and cultural facilities.

Banbury's leisure offer currently comprises a bowling alley, cinema and a Gala bingo hall which occupies premises on the Bolton Road site. There is also Spiceball and Woodgreen Leisure Centres within Banbury which are owned by Cherwell District Council and managed by a leisure operator on the Council's behalf. Alternative health and fitness centres in the town centre are largely independent operators rather than multiples.

The restaurant/cafe provision in the town is mainly focussed in this area and on the High Street and Parsons Street leading down to North and South Bar Street. This comprises both national and local operators.

There is potential for further leisure uses such as a cinema in the town centre but it will be necessary to take account of the potential of other sites in the town centre to accommodate these uses.

Hotels

Whilst there are a number of hotel operators in the area, the hotel offer within the immediate town centre area is mainly provided by independent operators and there is potential for further hotel provision in the town.

Residential

There has been a gradual growth in the numbers of residential units being developed in the town centre and this has brought extra vitality to the area.

Residential uses could form part of a mixed use retail led development provided that this does not prejudice the primary objective of delivering new retail uses.

Offices

Banbury is a secondary location, with a small office market. There is currently a large amount of office space available in the town although much of the stock in the town centre is of a poor quality. There is limited demand for office accommodation at the present time.

4. Site Characteristics, Constraints and Opportunities

4.1 The SPD Area

The area covered by the draft SPD extends to 1.7 ha and lies within the designated shopping area on the northern edge of the town centre, immediately to the west of Castle Quay. It is bounded to the north by Castle Street, to the west by North Bar Street and to the south by Parsons Street. The area comprises:

- A multi storey car park (630 spaces on 5 floors) including the town centre parking wardens' office and washing facilities for the market traders;
- A tyre centre (currently vacant);
- A bingo hall;
- Offices;
- Trelawn House a Grade II Listed Building on North Bar Street;
- An elderly persons 'drop in' centre (operated by the WRVS);
- Bolton Road- an adopted highway providing access to the rear of properties in North Bar Street and Parsons Street, surface car parks and the Bolton Road multi-storey carpark;
- Surface car parking and service yards, primarily associated with properties fronting Parsons Street; and
- The backs of properties on Parsons Street including a number of listed and locally listed buildings.

The site occupies a highly prominent and sensitive location in the town centre adjacent to Cornhill/Market Place which is one of the busiest areas in terms of footfall and is adjacent to the conservation area and numerous listed buildings. The physical regeneration of the land at Bolton Road is therefore critical to the continued revitalisation of this part of the Banbury Town Centre.

4.2 Site Characteristics

Land at Bolton Road exhibits a variety of architectural styles and townscape quality. Whilst the site is generally characterised by larger plots and low intensity uses and buildings of low architectural quality, the adjoining area contains a number of important heritage assets and retains its medieval street pattern with older buildings on long, narrow burgage plots and later buildings dating from the seventeenth to the nineteenth centuries. This is reflected in a diversity of materials and architectural styles.

The historic core of the town centre demonstrates good quality enclosure and continuity with buildings providing continuous active streetscapes. However, this contrasts dramatically with the Bolton Road area.

Table 1 looks at the site characteristics within the Bolton Road area and summarises the strengths and weaknesses of the site and identifies constraints possible opportunities.

Table 1: Site Characteristics	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Town centre location with existing buildings of low architectural merit (apart from Trelawn House). • The recent completion of public realm enhancements including the pedestrianisation of Parsons Street, this part of town has become the focus of improved retail capacity and economic growth. • The historic burgage plots of the Parsons Street and North Bar Street properties, and their boundary walls (where these survive) are however of note and should be preserved. (See Figure 3.1 Site Analysis) 	<ul style="list-style-type: none"> • Nos. 33–41 North Bar Street, comprising the bingo hall and offices occupying a former DIY store. • The tyre centre: a modern brick and sheet metal shed with unattractive brick and metal railing boundaries. • The multi-storey car park and plant enclosure. • The three large modern buildings on the site relate poorly to the fine grain and intricate scale of the rear of the Parsons Street plots and do not present a common active frontage • The Castle Street boundary wall between the bingo hall and Bolton Road which is built in brick with metal railing panels and a set of dogleg steps up to a surface car park. It forms a physical and visual barrier that cuts the site off from its surroundings to the north and makes it appear uninviting. • The appearance of the elderly person's day centre — a modern brick structure of utilitarian external appearance. • The west wall of the Castle Quay Shopping Centre, which presents a blank brick elevation at the north-east entrance to the site. • Internal boundary markers e.g. the electricity substation and street furniture such as bollards, height restrictors and signage, which are of inconsistent design and quality, and poorly maintained.
Opportunities	Constraints
<ul style="list-style-type: none"> • Replace existing buildings of poor quality and low architectural merit with new buildings of high design quality and locally distinctive materials/colour palette. • Create improved pedestrian linkages with Parsons Street and North Bar Street and the retail core. • Protect and enhance views of historic 	<ul style="list-style-type: none"> • The area is dominated by a service road and poorly defined surface parking areas and is poorly integrated with the wider town centre with restricted pedestrian linkages to Market Place, Parsons Street, North Bar Street and Castle Street. Servicing will need to be reprovided. • There are currently no public rights of

<p>local landmarks such as the Church of St Mary's from Castle Street and North Bar Street.</p> <ul style="list-style-type: none"> • Improve the appearance and function of the rear of properties facing Parsons Street and North Bar Street. • Create new public spaces and extend the pedestrianised environment from Market Place and Parsons Street. • Integrate the site with the wider town centre and create a key 'gateway' to the town centre at the North Bar/ Castle Street cross road. • Improve the appearance of the frontage of the site along Castle Street. • Consolidate and rationalise existing parking and servicing. 	<p>way between Parsons Street and the site, although the public makes use of a private access route. Other limited routes are available to North Bar Street and towards the Castle Quay shopping centre.</p> <ul style="list-style-type: none"> • The boundary with properties in Parsons Street is characterised by underutilised or vacant buildings, service yards and parking areas and varied boundary treatment. • There is a drop of approximately 3 metres from the rear of Bolton Road to Castle Street, • The site is highly visible from Castle Street along its entire length. • Parts of the site are in private ownership which could affect the delivery of a comprehensive scheme and linkages with adjoining/surrounding areas
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4.3 Transport and Access

Table 2 summarises the strengths and weaknesses in relation to transport and access to the site and identifies constraints and possible opportunities.

Table 2: Transport and Access	
Strengths	Weaknesses
<ul style="list-style-type: none"> • The site is readily accessible to pedestrians, cyclists and public transport as town centre location. • The site is located approximately 700m from Banbury railway station which is served by regular rail services to and from Birmingham, London and the South Coast. • A range of local bus services within Banbury provide convenient access to the town centre. 	<ul style="list-style-type: none"> • Cycling facilities near to the site are fairly limited and consist principally of on street cycle lanes along Southam Road and North Bar Street.
Opportunities	Constraints
<ul style="list-style-type: none"> • Improve the existing, informal routes through the Reindeer and the Old Auctioneer in consultation with landowners. • Improve traffic calming and pedestrian crossing facilities on Castle Street and North Bar Street. • Provide new cycling facilities. • Enhance the walking routes between 	<ul style="list-style-type: none"> • The existing car park has a capacity of 630 spaces and there will be a requirement to reprovide an appropriate level of parking to meet existing demand and the needs arising from new development. • Future developments will need to ensure that traffic growth does not negatively impact upon the walking

<p>the bus station, bus stops and site.</p> <ul style="list-style-type: none"> • Rationalise existing parking provision and re-provide public car parking as part of a comprehensive development scheme. • Maintain access to existing properties and rationalise servicing arrangements. 	<p>and cycling network.</p> <ul style="list-style-type: none"> • The lack of permeability from Parsons Street presents a challenge with the streetscape forming a barrier between any new development beyond and this historic street. • Private ownerships of these access routes from Parsons Street is a constraint, • Vehicle access to the site is principally from Bolton Road, via a generous priority junction with Castle Street. Limited vehicular access is available to the rear of existing premises on North Bar Street. • Rear vehicle access is required to the shops which front Parsons Street. This could have implications for the quality of the pedestrian environment that could be created
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4.4 Heritage

The impact of development on the historic environment will be a major consideration in any redevelopment scheme. Any development on the Bolton Road site must take account of heritage assets and protect heritage assets of significance of significance and the need to protect key views identified in the conservation area appraisal.

ADD PLAN SHOWING CONSERVATION AREA BOUNDARY AND LISTED BUILDINGS

Listed buildings

The north-west corner of the site contains Trelawn House, a two storey Georgian house converted to offices, which is listed at Grade II. Trelawn faces North Bar Street and is enclosed to the rear and on both sides by the bingo hall and modern offices.

In addition the site is bounded to the west, south and east by the rear curtilages of more than two dozen listed buildings. Most of these are Grade II, but The Reindeer and the adjoining No. 48 are listed at Grade II*.

The site also forms part of the setting of a number of Grade II listed buildings: the Three Pigeons pub on the north-east side of the junction with Southam Road, and four properties (Nos. 13, 14 and 15, and 20) on the west side of North Bar Street.

Other Heritage Assets

The Bolton Road site is affected by other heritage assets, including Nos. 67– 83 Castle Street (Buildings of Local Interest) and a number of ironstone walls on the site, which whilst not designated are a material planning consideration.

The site is in the line of three key views identified in the Conservation Area Appraisal Assessment. An attractive mid-distance view of the Grade-I listed Church of St Mary is obtained by looking south-west across the site from the junction of Bolton Road and Castle Street. Two long-distance views across the site to St Mary's are obtained from Hennef Way (A422), at the junctions with Southam Road (A361) and Cherwell Street (A4260).

Archaeology

The site is located within an Archaeological Priority Area and national and local policies for the protection of archaeological remains will apply in the consideration of development proposals

Heritage Assessment

A heritage assessment has been undertaken by Alan Baxter & Associates to identify which features contribute negatively or positively to the heritage significance of the

site using the terminology and criteria set out in PPS5. The findings of this assessment are summarised below.

ADD PLAN SHOWING HERITAGE SIGNIFICANCE

Highly significant

There is nothing of High Significance within the site boundary. However, the listed buildings on Cornhill, immediately outside the east boundary, are of High Significance in the context of the site. This is because they are not only listed but are also prominent features marking the entrance to the south-east end of the site. Any development proposals must take particular account of their setting.

Trelawn House, a Grade II listed house now used as offices, is of significance. It is the only listed building that stands entirely within the site.

Significant

Of the listed buildings on Parsons Street and North Bar Street, the Reindeer and the Old Auctioneer pubs are of Significance in their own right, and because of the potential they provide to create public routes through to Parsons Street, which will require special attention to be paid to the impact on these buildings.

Some Significance

The listed buildings that surround the site represent different stages in the development of small-scale architecture in Banbury from the late sixteenth to the late nineteenth and early twentieth centuries. Their rear elevations, with extensions and outbuildings, present a less impressive and coherent appearance than their street frontages, but they make a contribution to the catalogue of historic building styles and materials in and around the site. In particular, the rear extensions to No. 23 Cornhill and Nos. 53 and 56 / 58 Parsons Street exhibit a distinct architectural character. All three appear to date from the nineteenth century. Two have brickwork of notable quality: first-floor extensions in polychromatic brickwork to match the main elevations of Nos. 23 and 24 Cornhill, and the other a workshop with blind arcading to the ground floor.

Walls and outbuildings beyond the rear boundaries of the Parsons Street and North Bar Street properties are of Some Significance because they preserve evidence of burgage plot boundaries and/or historic activities. Most of these walls are curtilage listed. The locally listed buildings on Castle Street are also of some significance.

Neutral

The extensions to the rear of the listed buildings on North Bar Street, and the modern brick office building adjoining Trelawn House are of subdued, 'traditional' architectural character, and neutral significance.

Opportunities

The development of Land at Bolton Road provides the opportunity to enhance the historic character of the area and its sense of place, taking into account the variations in type and distribution of heritage assets and the stimulus these can provide to inspire new development of imaginative and high quality design. There are opportunities to:

- Improve the appearance of the rear of listed buildings in Parsons Street and bring underutilised buildings of historic interest and plots back into use;
- Enclose the exposed backs of properties in North Bar Street and create new frontages onto the Bolton Road site (as identified in the 2004 Conservation Area appraisal);
- Create improved linkages to Parsons Street and promote the refurbishment and active use of buildings of historic interest;
- Retain and restore historic boundary walls.

4.5 Other site considerations

Land ownership

In order to achieve a comprehensive development, it will be necessary to assemble land in different ownerships. The majority of the site is in the ownership of three key parties including Cherwell District Council. The properties in Parsons Street and North Bar are in multiple ownerships.

Flood Risk

The site is located in Flood Zone Category 1, meaning it has a less than 1 in 1000 annual probability of river flooding in any year (<0.1%). Therefore the risk of flooding from river source is low. A level 2 Strategic Flood Risk Assessment is currently being prepared to inform the Core Strategy, and will contain an assessment of flood risk for strategic sites. The assessment will include information on potential flood risk from river as well as other sources. This should be referred to when considering submitting a planning application. In addition a site specific flood risk assessment would be required to be carried out for development proposals exceeding 1 ha.

Ground Conditions

Whilst the site and adjacent land is not on the contaminated land register, due to historic land uses further investigation will be required. The tyre centre in the centre

of the site was previously used as a transport depot and historical land use records indicate that the northern most part of the Gala bingo site was once used for engineering purposes.

Services and utilities

No abnormal conditions have been identified at this stage which would constrain future development but further investigation will be required as part of the planning application process.

4.5 Constraints and opportunities identified by Key Stakeholders

Consultation with key stakeholders has assisted in informing constraints and opportunities for the site. A series of events were held in March 2011 which highlighted the following:

- The importance of accessibility and integration, especially in relation to improved linkages to Parsons Street and servicing of existing businesses;
- Concern over scale and massing of development and the need to repair the existing urban form;
- The importance of maximising active frontages and the creation of an active frontage onto Castle Street to create a safe and attractive streetscape;
- Enhancement and re-use of historic buildings;
- Support for a mix of quality convenience and comparison shopping including a foodstore as part of a mixed use scheme;
- Support for entertainment / cultural uses;
- Need to accommodate servicing of existing businesses;
- The need to retain an adequate level of provision of public parking; and
- The need for quality public spaces / performance areas.

5. General Development and Design Principles

This section sets out the key development and design principles which any future development proposals for land at Bolton Road will be required to comply with.

Bolton Road is a key redevelopment site within or adjacent to the town centre capable of accommodating large scale convenience retail and also substantial car parking and therefore proposals that do not deliver this will not be acceptable.

5.1 Development Principles

5.1.1 Land Uses

A retail-led mixed use development is proposed in accordance with national and local planning policy objectives to add to the viability and vitality of the town centre. The following uses will be acceptable.

Retail

Retail uses must form the principal component of any development scheme including a significant level of new convenience retail floorspace.

- A new foodstore of 3,000 – 6,000 sq m gross must form part of any comprehensive redevelopment scheme. This would enhance the vitality and viability of the town centre as a whole and act as a catalyst for wider regeneration of the area.
- The focus should be on the provision of larger retail units to meet the needs of occupiers and attract new retailers to the town centre. This will complement the large supply of smaller retail units in the town centre, in particular on Parsons Street.

Leisure

An element of complementary leisure use would be appropriate provided that this does not prejudice the principal retail use of the site.

As part of a comprehensive approach to site redevelopment, the existing Gala Bingo facility could be replaced on the site or elsewhere in the town centre.

Hotel

The site would be suitable for a hotel due to its location and visibility. Active ground floor uses such as retail uses should be incorporated in any hotel development in order to help create a more animated and safe street environment.

Residential

A small element of residential development could be provided as part of a mixed use development scheme or elsewhere within the area covered by the SPD. However, residential development should not prejudice the provision of new retail uses on the site.

Food and Drink

Parsons Street and North Bar Street are developing as the focus of the night time economy. This offer would be complemented by provision for food and drink establishments as part of a mixed use development of the Bolton Road site. Consideration should be given to the creation of additional seating areas within the courtyards to the rear of properties in Parsons Street to create a more animated public realm.

Offices

In view of current supply and demand for office space, any office development should be limited to a small quantum as part of a mixed-use scheme.

5.1.2 Reprovision of existing uses

Reprovision or relocation of the following existing uses need to be addressed:

Multi-storey car park

Whilst the existing multi-storey car park is of poor visual quality, structural condition and impacts on the surrounding historic environment, it provides an important facility for the town centre and would need to be replaced as part of any redevelopment proposals. Replacement of the current car park would significantly improve the environment in this area, and would allow a comprehensive development approach.

The existing car park has a capacity of 630 spaces and, based on occupancy figures extrapolated from ticketing information and counts by town centre parking wardens, has a typical peak occupancy of around 320 spaces (~50%) on a market day and 430 spaces (~70%) on a Saturday. The car park has recently started opening on Sundays.

To cater for fluctuations in demand (including higher demand over the Christmas period) and operational requirements, it is assumed that the typical peak demand equates to 85% of the number of spaces required. This implies that 500 spaces would be required as a minimum to adequately cater for existing demand. However, new development will also result in a requirement for parking provision which will need to be accommodated on the site.

Given the level of existing usage and the requirement for additional parking arising from new development, a minimum of 630 public parking spaces will be required. The careful integration of the car park in the development scheme and a sensitive design approach will be required to minimise the impact on the historic environment and Castle Street frontage.

Market traders' toilets and washrooms.

The market traders' washing facilities and town centre parking wardens' offices are currently located within the multi-storey car and in the event of redevelopment of the car park, these facilities would need to be re-provided.

Civic/ Community uses

There is an existing elderly persons centre in the north east corner of the site which is run by the WRVS. This is a valuable resource, acting as a meeting place for the local community and in the event of redevelopment this facility should be reprovided at ground floor with a dedicated minibus drop off point outside the entrance with the potential to accommodate additional community uses.

Relocation to a suitable alternative site within the town centre may also be acceptable.

5.2 Design Principles

Given the nature of the proposed development and in particular the need to accommodate larger retail units and a large number of car parking spaces on the site, it will be necessary for any proposed development to accord with the following key design principles. Key design principles are illustrated in Figure 5.2.

5.2.1 Reinforcing the Character of Banbury Town Centre

New development will be required to respect the existing character of the surrounding area and to add to the quality of the townscape by creating a strong synergy and harmony between the old and new. This will be achieved by:

- The creation of strong pedestrian linkages with Market Place, Parsons Street, North Bar Street and Castle Street
- Respecting the grain and urban scale of the surrounding area, particularly the heritage assets and buildings on Parsons Street
- Reflecting rhythms, roofscapes and materials and colour palettes of existing buildings
- Ensuring a scale, height and massing which does not over-dominate adjoining buildings
- Adding to the diversity in style, construction, materials, detailing, decoration and period of existing buildings and public spaces.
- A high quality inclusive design in both public realm and built form and the use of materials which are sympathetic to the existing townscape
- Feature Buildings to assist with legibility by punctuating the major pedestrian and vehicular routes to create a particular identity that responds to the established character

5.2.2 Protecting and enhancing Historic Assets

The design, scale and massing of new development must respect and enhance the historic environment and setting of the conservation area whilst providing for modern needs. This will require a sensitive approach to development to ensure historic assets of significance such as Trelawn House and the ironstone walls are retained.

Careful consideration must be given to the potential impacts on listed properties in Parsons Street during design development. Height and proximity of new development to the Parsons Street properties will have to be particularly sensitive.

As part of a comprehensive approach to the site, developers should work with landowners of properties along Parson Street and North Bar Street and explore the potential to bring back to use unused buildings to their rears (e.g. including underutilised buildings to the rear of 52-55 Parsons Street and 58-59 Parsons Street),. The opening up of the back of these properties with double sided trading will allow the reuse of some important historic assets and create an attractive frontage to the new pedestrian route through the site.

There is also opportunity to redevelop the area to the rear of properties in North Bar Street and turn these rear curtilages into frontages to a new public space, thereby screening the exposed rear elevations of these buildings. Development would need to be of an appropriate design and height for its context, and make a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment.

Sensitive design will be required to ensure that development does not over-dominate in relation to Trelawn House and height will be a particular consideration. Where new development abuts Trelawn House, it will be necessary to ensure that the integrity of the listed building is protected. Where development is proposed which wraps around Trelawn House, the floor level must be taken as the floor level of Trelawn House.

Development proposals should enhance the setting of and views towards nearby listed buildings such as the Three Pigeons pub and No. 20 North Bar Street and the setting of Castle House (TJ's Bar)

5.2.3 Access and Connectivity

The new development must be well connected with the existing network of streets and routes within the town centre.

The objective will be to reduce the visual and physical impact of vehicles, ensuring that a balance is struck between maximising access to the town centre, providing adequate parking and the creation of high quality public realm.

The focus will be on creating an attractive and safe pedestrian environment including improved pedestrian routes between the site and Market Place, North Bar Street and Parsons Street and to the north of Castle Street and east of the town centre towards the Oxford Canal. This may also include improved pedestrian crossings on Castle Street and North Bar.

The development will be required to expand and strengthen the existing retail circuit linking the site with Market Place, Castle Quay and Parsons Street. The provision of new pedestrian links to North Bar Street and Castle Street will be required. The provision of an improved link to Parsons Street will also be desirable, this will involve the formalisation and improvement of routes currently in private ownership, and negotiation will need to take place with landowners to enable this.

Vehicular access will only be provided from Castle Street. Vehicular access will not be allowed from North Bar Street due to the proximity of the traffic light controlled junction and for townscape reasons. Redevelopment of the site will be required to retain access for service vehicles to existing premises on North Bar Street and Parsons Street. This could be achieved through a time controlled access to ensure a safe pedestrian environment here.

The signalised junction of Southam Road, Warwick Road, North Bar Street and Castle Street may also require improvement.

Provision for secure cycle parking/stands should be provided in at least two locations which are well over-looked and do not obstruct pedestrian routes, locations could be to the north west and north east entrances to the development.

5.2.4 Form and Scale

Development viability will be dependent on achieving an appropriate level of retail development on the site and the accommodation of larger retail units and a large number of parking spaces. This will require a significant scale of development and it will be important to ensure that the larger building footprints are not over-dominant and that development is compatible with the fine-grained urban setting of the site.

Where new proposals show larger blocks that cannot be broken down in plan, roofscape and elevation treatment should be varied and designed in a way to give the impression of a finer grain to reflect the historic context

The impact of larger block structures could be minimised by:

- Wrapping the perimeters on the street faces with smaller units i.e. The frontages of larger blocks could be articulated with a vertical emphasis which gives the appearance of a number of smaller units
- Creating a varied roofline
- Utilising the varied typography of the site
- Utilising the space above the retail units to accommodate other uses such as leisure, residential and parking
- Incorporating a well designed upper facade for roof top parking
- Externalising more active uses such as cafes and increasing their transparency to the street
- Creating active frontages facing onto key pedestrian routes
- Softening the impact through screening i.e. the use of green walls

5.2.5 Height and Massing

The height of the proposed development should respect the historic environment and character of the surrounding area and ensure that there are no adverse impacts on important views and vistas. The height of any new development should relate to existing buildings, most notably on Parsons Street and North Bar Street and to the adjacent listed buildings. Particular attention must be paid to minimising the impact of large structures such as retail units and the multi-storey car park through appropriate design solutions .i.e. this could be achieved through recessing upper floors in order to minimise the impact of the proposed development on the townscape.

Due to the south to north fall in levels on the site, careful consideration must be given to the ground floor level of the development in order to create an attractive frontage onto Castle Street, whilst at the same time achieving an acceptable

overall form of development with good pedestrian connections within the site. A further important consideration will be the need to minimise the impact of the proposed development on Trelawn House and to create a continuous and integrated street frontage on North Bar Street. If development is proposed which wraps around Trelawn House and forms a new frontage onto North Bar Street and Castle Street, the ground floor level of the development should be taken as the ground floor level of Trelawn House. In addition, the height of the proposed development where it meets the North Bar frontage should not exceed the eave height of this listed building.

Figure 5.2 sets out key principles relating to the height of new development and guidelines on the maximum height which will be acceptable. This is based on an analysis of the surrounding views and the height and form of adjacent buildings, which deduces that:

- The height of development should generally not exceed 2 storeys (based on average floor heights of 3.75 m). Where the height of development exceeds 2 storeys, a maximum of 3 storeys is considered acceptable, if the upper floor is recessed from the frontage of the ground floor frontage. This would be suitable to the southern part of the site at the closest point to the properties in Parsons Street and Cornhill/Market Place
- The height of any buildings on the south western part of the site to the rear of North Bar Street should not exceed the height of existing properties.
- A maximum height of 4 storeys (over proposed ground floor retail uses) is considered acceptable to accommodate a multi-storey car park but this must be set back from the ground floor frontages of the development.

5.2.6 Quality of Enclosure

The good quality enclosure, continuity and active streetscape characteristic of the older parts of the town centre break down where the rear of properties in Parsons Street and North Bar Street interface with the site. Active frontages to the rear of properties in Parsons Street will be sought through the reuse of underutilised buildings and plots and creation of new entrances.

Public facades should be designed to create visual interest. For example, it will be necessary to pay particular attention to the treatment of the Castle Street, a continuous unbroken frontage will not be acceptable. Designs should ensure the frontage provides an attractive edge to the development area. Single aspect development to screen blank frontages and car parking would be an acceptable treatment subject to viability. Other treatments could also include modulation in the treatment of the street frontage through the use of different materials or the incorporation of green walls and landscaping.

Large service areas associated with new retail development should be screened by appropriate boundary treatment.

5.2.7 Gateways, Landmarks and Views

The development will be required to create attractive gateways at the interfaces with the existing townscape. The southern approaches from the primary shopping areas, most notably from the Market Place, will need to be enhanced with appropriate features to help with pedestrian orientation.

The main vehicular approaches from the north east and north west present opportunities to create architectural landmark buildings to increase legibility and a sense of place for example at the North Bar Street / Southam Road traffic light junction and close to the roundabout north east of the site, serving the Castle Quay car park and service yards. The buildings should be considered on their own architectural design quality and distinctiveness to create the 'landmark' and not rely upon height or scale.

There is an opportunity to create long views into the site from the Castle Quay link bridge over the Oxford Canal, this link is encouraged and its alignment as a pedestrian route could be incorporated into any design proposals. This view also creates an exact line of sight through the study area and beyond to the tower and cupola of St Mary's Church which should be protected and used as an important marker in wayfinding. These views should be enhanced by new areas of public realm and high quality built form to draw people into and through the area.

5.2.8 Public Realm and Open Spaces

The creation of a high quality public realm and new public spaces will be important requirements. The development must incorporate a network of pedestrian routes and public spaces which provides strong linkages with the wider town centre.

Materials should complement the palette of materials used in Market Place and Parsons Street, which may include red brick pavers and traditional materials such as granite setts.

A key feature should be the creation of a new pedestrian link through the site between the new development and the rear boundary of the properties facing Parsons Street. This will provide the main pedestrian access through the site with active frontages on both sides. This could be further defined through new, appropriately scaled buildings, the reuse of existing buildings to the rear of Parsons Street and new tree planting.

An attractive gateway and public space should be created by the interface with Market Square. This has potential for use as an events or performance space and should include seating. It will be necessary to clearly define the boundary between public and private space in this location. Existing boundary walls should be retained

and reinstated where possible. The palette of materials should reflect recent improvements to Parsons Street and Market Place to provide an integrated and consistent streetscape.

A consistent palette of street furniture will be required and the incorporation of public art will be encouraged. Street furniture and street lighting should be used to create a unified environment. Lighting should be used to accentuate landmarks and gateways and to aid legibility.

Public art will be required to be an integral part of the scheme. There are a number of opportunities to forge a new, strong and positive identity for the site which could build upon its rich heritage as well as look to the future. Artists should be involved in the design of elements of buildings or of key streetscape elements such as lighting, seating or paving.

5.2.9 Design Approach and Materials

A high quality of design is required which respects the historic setting and character of the town centre. The design should complement the vernacular of the Historic town and in particular Market Place and Parsons Street, although this should be interpreted in a contemporary design approach which may incorporate references to the local material palette and should not be interpreted as including pastiche vernacular elements.

The local prevalence of traditional materials need not rule out the use of modern materials and modern methods of construction in the design of new development, but a varied palette of materials is desirable to continue the established tradition of Banbury building. Although, any frontage development to the rear of properties in Parsons Street and North Bar Street should use traditional materials in order to create a comfortable interface with the historic buildings and reflect local character.

The design of the new retail units should promote lightness and openness using framed structures and glazing creating strong links between the interior and exterior of the buildings.

A common palette of materials should be used throughout the Bolton Road development to ensure a seamless streetscape and provide a sense of legibility.

5.2.10 Innovation and sustainability

Consideration must be given to design approaches which are resilient to climate change impacts including the use of passive solar design approaches for heating and cooling; sustainable urban drainage (SUD) methods such as the use of porous paving ; and the provision of open space, planting, and green roofs to reduce the urban heat island effects.

The Council supports renewable and low carbon energy where appropriate, and the potential local environmental, economic and community benefits of renewable

energy schemes (including the contribution to national and regional targets for carbon emissions reduction/renewable energy generation) will be a material consideration in determining planning applications. Photovoltaic panels or solar water heating should be considered in suitable locations where these will not impact on key views or the quality of the historic environment.

6. Option Appraisal

6.1 Identification of Spatial options

Preparation of the SPD has involved a detailed study of site capacity and the mix of uses which can be supported on the site. Based on the vision and objectives, design and development principles (set out in Section 5), and having regard to the PPS6 report (CBRE 2006), design options have been developed to test capacity and viability.

The option assessment has included a review of different approaches to:

- mix of uses including a major food (convenience) retailer; non-food (comparison) retailers; additional commercial leisure units such as a health club, cafes and restaurants, replacement bingo hall or small cinema and residential units;
- provision of car parking and servicing (based on evidence and having regard to current use, future use on this site and any other future town centre developments);
- creation of a high quality public realm;
- quality design and build which is energy efficient and minimises carbon emissions; and
- integration and linkages to the rest of the town centre.

6.2 Option Appraisal

CB Richard Ellis undertook broad development appraisals for each option and assessed the market forces behind the delivery of each, including:

- Investment in infrastructure, having particular regard to timing, cost and location;
- Land availability and the timing of land coming to the market;
- Market conditions and the economic cycle; and
- Landowner expectations and willingness and readiness to bring land forward for development.

6.3 Sustainability Appraisal

The Council has undertaken Sustainability Appraisal for all its Development Plan Documents in accordance with the requirements of the SEA Directive. A Sustainability Appraisal (SA) assesses the potential economic, social and environmental effects of draft proposals. A Sustainability Appraisal is not required for this SPD, but in order to show that the proposals are sustainable the preferred option has been tested against the Council's SA framework. This work is set out in the Companion document. This is not intended as a full SA; the Council will undertake this for the Core Strategy.

On the basis of the option assessment a preferred approach to development has been identified. This has provided the basis for development of the Masterplan Framework presented in Section 7.

7. Illustrative Masterplan

7.1 Role of the Illustrative Masterplan

An illustrative masterplan has been prepared to demonstrate how the vision for the land at Bolton Road can be achieved. This has been subject to an economic feasibility study to establish viability. The illustrative masterplan provides further guidance on the scale of development and mix of uses that could be supported on the site.

It illustrates one approach where an appropriate mix of convenience and comparison shopping, together with other town centre uses can be accommodated on the site as part of a comprehensive, viable redevelopment scheme. However, other design approaches will be considered where it can be demonstrated that they satisfy the development and design principles set out in Section 5.

To further support a comprehensive approach is taken for the site, the masterplan also highlights the potential for redevelopment/ reuse of existing buildings in adjoining areas to the rear of properties on Parsons Street and North Bar Street.

7.2 Development Mix

The illustrative masterplan framework includes a comprehensive development comprising the following uses:

- Anchor foodstore - (In the region of 6,000 sq m gross)
- Larger comparison retail units (In the region of 3,000 sq m gross)
- Replacement car park (minimum 630 spaces)
- Replacement community facility (500 sq m gross)
- Leisure facility (700 sq m gross)
- Hotel (60 – 80 beds)
- New public spaces and pedestrian routes
- Reuse of vacant/ underutilised buildings to rear of Parsons Street to provide new retail units
- Mixed use development to rear of premises in North Bar Street and western end of Parsons Street

PREFERRED MASTERPLAN OPTION TO BE INCLUDED

7.3 Key Elements of the Illustrative Masterplan

The illustrative masterplan complies with the development and design principles set out in Section 5. Key elements are illustrated in Figures 7.1-7.3 and are summarised as follows:

- **Foodstore** - the location of the foodstore is shown at the north west corner of the site to create an anchor to the development which will draw people through the area. Visual links are created from the anchor store through to Cornhill/ Market Place. The main pedestrian entrance is located on the new pedestrian route connecting North Bar Street and Cornhill/ Market Place. A

cafe is proposed on the corner of North Bar Street and Castle Street to activate this frontage. An 'at grade' access is provided to the cafe and store from Castle Street. The building wraps around Trelawn House and the treatment of the frontage to North Bar Street would be sympathetic to the features and proportions of this listed building. The elevations would be articulated through the use of fenestration and the provision of a mezzanine retail floor.

- **Mix of comparison retail floorspace** - The development includes new double height retail units suitable for larger retailers with the potential to accommodate a mezzanine level. The retail units form part of a continuous frontage which is integrated with the wider town centre to create an extended retail circuit. The illustrative layout shows an active retail frontage facing onto the new pedestrian route with a range of unit sizes which will complement smaller retail units in Market Place and Parsons Street.
- **Multi-storey car park** – a new multi-storey car park forms an integral part of the development scheme. It would provide at least 630 spaces over 4 floors and serve existing and new retail and other town centre uses. The impact of the new car park is reduced by wrapping it with retail development and extending it over the foodstore. The upper floors are recessed from ground floor uses and could be screened with green walls to reduce the bulk of the development and potential townscape impacts.
- **Civic/ Community uses** - The illustrative masterplan shows a replacement elderly persons/ community facility at ground floor level on the Castle Street frontage with provision for a dedicated mini-bus drop off space.
- **Leisure** – A leisure facility is provided at first floor level above the community facility. This will be designed as a landmark feature and key gateway into the development area. The facility could provide for the relocation of Gala Bingo or a new leisure use.
- **Hotel** - A hotel is included above the retail frontage, occupying one storey only. This will create a key focus of the new development with good connections and visibility from Corn Hill/ Market Place.

Residential - Residential apartments are not shown on the illustrative masterplan but they could be incorporated above ground floor active frontages and could form part of possible future mixed use development to the rear of North Bar Street (see below)

- **Potential new frontage development to the rear of properties in North Bar Street** - The illustrative masterplan shows how perimeter development could be brought forward as part of a comprehensive approach with adjoining landowners to screen the exposed backs of properties in North Bar Street and to animate the public realm. The masterplan shows how this would terminate the vista along the newly created pedestrian street and frame a new urban space. Access has been retained to existing properties.

- **Regeneration of the rear of properties fronting Parsons Street** – The illustrative masterplan shows how as part of a comprehensive approach with adjoining landowners the reuse of existing buildings to the rear of Parsons Street could create an active frontage on the south side of the new pedestrian street facing the new retail development. Also, improvements to the rear courtyards of properties in Parsons Street would be proposed to provide seating and access to business premises which would allow businesses to trade from Bolton Road.
- **Future development-** The illustrative masterplan highlights the potential for future redevelopment of the group of unlisted buildings at the junction of Parsons Street and North Bar Street. This could be integrated as later phase of the masterplan and provide improved pedestrian linkages with Parsons Street in particular and extended public realm.

7.4 Public Realm

The illustrative masterplan provides high quality pedestrian routes through the site and new public spaces to create a sense of place and a vibrant extension to the retail core.

A new pedestrian street is proposed parallel to Parsons Street which would be animated by active uses on the ground floor of the new development and the rear of the properties on Parsons Street. This space would form an extension to the pedestrian priority zone and would create an attractive pedestrian environment and setting to the conservation area and new development. It would be paved and a boulevard would be created with new tree planting and the incorporation of existing trees. The new public spaces will integrate the new development with the existing townscape.

Two public spaces are shown:

- An extended public space at the junction with Corn Hill/ Market Place which would complement the existing outdoor seating area attached to JTs and incorporate a possible performance space;
- A new public space at the western end of the site which would be framed by new development to the rear of North Bar Street and Parsons Street.

7.5 Access and servicing.

A new pedestrian route is provided linking Bolton Road with the existing bus stop on Castle Street and the pedestrian route to St Mary's Primary School to the north of the site. The pedestrian route to the northeast of the site towards the canalside would be strengthened through improved landscaping, lighting and surface treatment of the informal crossing facilities on the roundabout arm.

A vehicular access is shown from Castle Street. This would be designed as a pedestrian priority route but would allow for access to the car park and for private

parking and servicing the rear of the Parsons Street properties. This route would form part of the existing town centre pedestrian zone, and would operate in a similar way to Parsons Street at the present time, with access restricted to permit holders or for time-limited deliveries. Separate access is shown to the rear service area serving the anchor store and new retail development.

7.6 Height and Massing

The height and massing of the proposed development demonstrates how the impact on existing heritage assets and the townscape can be effectively minimised in accordance with the design principles set out in Section 5

The illustrative masterplan shows the anchor foodstore wrapping around Trelawn House. In order to minimise the impacts of the development on this important listed building and to create an attractive and integrated street scene on North Bar Street and Castle Street, the ground floor level of the foodstore is proposed as the ground floor level of Trelawn House. A ramped access would be required to the foodstore to address level changes and this would be designed as an integral element of the public realm and new pedestrian connections through the site.

8. Implementation and delivery

8.1 Promoting a Comprehensive Approach

The Council will require the redevelopment of Land at Bolton Road to be consistent with the vision and guidelines set out in this SPD. As the local planning authority, the Council will work closely with all key stakeholders to deliver an attractive and vibrant development scheme that will meet the needs of Banbury Town Centre and the surrounding area.

The Council acknowledges that realising the opportunities presented by the site will be dependent on partnership working between the private and public sectors. The Council will use its planning powers to manage development proposals from pre-application discussions through to the discharge of conditions and S106 monitoring to ensure a high quality, comprehensive redevelopment is planned, designed and delivered in line with its Core Strategy and this SPD.

In order to achieve a comprehensive development, it will be necessary to assemble land in different ownerships. The majority of the site is in the ownership of three key parties including Cherwell District Council. The properties in Parsons Street and North Bar are in multiple ownerships. As a significant landowner, the Council will take a strong lead in the promotion of development proposals, most likely in partnership with one or more developers. Any development agreement which the Council enters into with a development partner is likely to provide for the Council to exercise its powers of compulsory purchase, should that be necessary to ensure that a comprehensive scheme can be developed.

8.1 Future Planning Applications

The Council envisages that a single planning application will be submitted by either a consortium of landowners and/or a developer for the core Bolton Road area and supported by a comprehensive masterplan for the wider area.

Those preparing the planning application will be encouraged to work in partnership with the Council who may seek a Planning Performance Agreement (PPA) to help facilitate the preparation of an acceptable scheme and the granting of planning permission.

There will be a requirement for any planning application to be supported by a range of documents including:

- A masterplan for the whole area covered by the SPD providing sufficient spatial and quantifiable information about the proposals, including a three-dimensional plan setting out the intended layout of the area and

presenting proposals for buildings, spaces, movement and land use in accordance with the development and design principles set out in the SPD.

- An Environmental Statement, including environmental impact assessment
- Heritage Statement including Statement of Significance in accordance with PPS5
- Desktop Archaeological Surevy
- Desktop Ground Contamination Assessment
- Details of services and utilities capacity to accommodate development
- Construction / Phasing Statement
- Statement of Community Involvement
- Planning Statement
- Management Strategy
- Transport Appraisal
- A Flood Risk Assessment
- A Design & Access Statement
- A Zero Carbon Energy Strategy, including an assessment of how proposed energy efficiency, carbon compliance and allowable solutions will achieve standards up to and beyond 2016 for all development types
- A Waste Management Strategy
- A Retail Assessment
- Planning obligations & conditions

A desk-based assessment of the site will be required as part of any application for planning or listed building consent. This will establish whether further investigation is required.

The Council expects that the granting of planning permission will be subject to a Section 106 (S106) Agreement and the use of planning conditions. All contributions will be based on the Councils Planning Obligations Draft Supplementary Planning Document (2011) (this document has been approved for use as informal guidance until it is formally adopted) which will include the nature, funding and timing of:

- retail, commercial and housing development
- public realm and other green infrastructure provision
- public transport provision and the delivery of other Travel Plan policies and proposals
- on-site and off-site highways, drainage and other physical infrastructure provision

The Council will also seek to impose planning conditions within any permission granted that are clearly defined, relevant, enforceable, precise and reasonable in order to ensure its expectations for design quality are achieved and sustained throughout the delivery of the scheme.

The provision of off-site highway works where necessary is likely to require Section 278 legal agreements with the Highway Authority. The future adoption of on-site highways is likely to require Section 38 legal agreements with the Highway Authority.

8.2 Development Procurement

The Council's significant landholding at Bolton Road means that there is an expectation it will perform a leading role in delivering change at Bolton Road. In its land owner capacity this is likely to be through undertaking a developer procurement process, in order to select a development partner with whom to work up and deliver the proposal for Bolton Road. The procurement process adopted will reflect European Union regulations, as relevant.

8.3 Land Assembly

While the Council is a major land owner at Bolton Road it acknowledges that there is also a variety of private ownerships. It therefore expects the developer responsible for the main scheme to assemble land in a way as to facilitate the satisfactory development of the area. As a last resort, the Council may use its Compulsory Purchase Order powers to enable land assembly for the main scheme. The expectation is also that planning approval will have been received for the main scheme, prior to a CPO being progressed if required.

8.4 Phasing

The Council expects that delivery of its aspirations for the core area will be achieved via a single development. Other small; more peripheral plots in the SPD area may however come forward before or after the main development scheme, subject to them not compromising the wider objective of the SPD.

For the main development scheme in the core area there may however be a number of detailed phasing issues that will need to be considered and addressed. These could include:

- Relocating existing occupiers
- Continuity of trade for affected businesses
- Managing the availability of car parking throughout the development process.

- Managing necessary highways works (on and off site)
- Continuity of access and service rights, and other rights of way
- Preparing any phasing programme, proposals should allow for a comprehensive

redevelopment and any phasing proposals must be consistent with the masterplan and the

aims of the SPD.

The Council expects that satisfactory provision will be made in the development proposals for the relocation of existing occupiers. The developer should expect to have to facilitate the timely relocation of businesses and negotiate with landowners regarding the costs of relocation. In these circumstances, the Council will expect development promoters to demonstrate that new development proposals will not cause harm to the amenities of existing uses

8.5 Infrastructure Provision

Close co-operation with the relevant statutory undertakers e.g. water supply, foul and surface water drainage, electricity, gas, and telecommunications is also expected to ensure the development is appropriately phased and delivered.

Likewise, the Council expects appropriate liaising with the Highways Authority in order to deal effectively with such matters.

8.6 Development Governance and Management

The Council believes that a long term approach will be required for the comprehensive redevelopment of Bolton Road that enables change to be managed effectively.

Development promoters should therefore set out arrangements for how the governance and management of each of the scheme's components – buildings, spaces, services – will be effectively integrated to the benefit of commercial and residential occupiers and of existing neighbouring uses.

9. Monitoring and Review

9.1 Monitoring the SPD

The Council will monitor the significant effects of the SPD.

The Council is required to produce an Annual Monitoring Report (AMR) to assess the implementation of the Local Development Scheme (LDS) and the extent to which policies in Local Development Documents (LDD) are being achieved. The Annual AMR will monitor and report on the effectiveness of policies within the Core Strategy and other Local Development Framework documents including this SPD.

The test of the effectiveness of the SPD will be whether the objective of the comprehensive redevelopment and regeneration of Land at Bolton Road is achieved in accordance with the Council's aspirations.

The Council will monitor the stages in the development process including any developer partner selection, obtaining planning permission, construction of the approved development and occupation of the completed units. This information will be fed into the Annual Monitoring Report. If there is evidence that the SPD is failing to meet the objective, it will be reviewed.

9.2 Achieving Sustainable Development

Cherwell District Council has drafted a number of local indicators which can be used to monitor how well policies are delivering the aim of 'achieving sustainable development' as part of the Draft Core Strategy. These will be refined and finalised, with targets developed, for the final proposed Core Strategy. This SPD will be measured against the draft relevant indicators identified.

In addition, a number of specific indicators and targets have been identified to assist in monitoring the effects of the SPD. These are summarised in Table 9.1.

Details of the Sustainability Appraisal of the Draft SPD are contained in the Companion Document.

Table 9.1 Monitoring Framework

SPD OBJECTIVE	INDICATORS	TARGETS
1 Improve the quality and range of the town centre offer	<p>Level of new retail floorspace permitted or completed</p> <p>Level and type of new leisure facilities permitted or completed</p> <p>Level of retailer requirements for units in Banbury</p> <p>Vacancy levels</p> <p>Public perception of Town Centre (assessed by regular surveys including evening ambience)</p> <p>Annual crime rates and reports of anti-social behaviour</p> <p>Visitor frequency/length of stay</p>	<p>Promote comprehensive redevelopment of site to provide mix of uses</p> <p>Deliver new foodstore of 3000-6000 sq m</p> <p>Deliver larger retail units (circa 3000 sq m)</p> <p>Deliver new leisure floorspace (around 700 sq m) and hotel</p> <p>Reprovide community facility in new building</p> <p>Increase the number of visitors and retail expenditure in town centre</p>
2 Integrate the site with the surrounding area	<p>Number of people using the town centre (Pedestrian footfall counts)</p> <p>Number of new and improved pedestrian routes</p>	<p>Increase in pedestrian footfall</p> <p>Improved pedestrian connection between Corn Hill/ Market Place, Castle Street and North Bar Street</p> <p>Improved pedestrian link with Parsons Street</p>
3 Enhance existing heritage assets and local character	<p>Number of heritage assets brought back into use</p> <p>Number of listed buildings and their settings improved</p>	<p>Vacant buildings to rear of Parsons Street to be brought back into use</p> <p>Redevelopment of area to rear of North Bar Street to improve setting of heritage assets</p>
4 Create a high quality public realm	<p>Annual crime rates and reports of anti-social behaviour</p> <p>Public perception of Town Centre (assessed by regular surveys including evening ambience)</p> <p>Visitor frequency/length of stay</p>	<p>Extension of pedestrian priority zone</p> <p>Increased number of specialist markets and festivals</p> <p>Creation of two new/ improved public spaces</p> <p>Fall in crime rates/ antisocial behaviour</p>

