



Park Way Planning Brief

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ALAN BAXTER & ASSOCIATES
CONSULTING ENGINEERS



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NEWBURY TOWN CENTRE – THE VISION

West Berkshire District Council's *'Newbury 2025 – A Vision for Newbury Town Centre'* sets out the long-term vision for Newbury and the role it will play in supporting the surrounding villages and rural area.

The Council's vision is also informed by the *'West Berkshire Retail and Leisure Study, 2003'*. This study identified that whilst Newbury is an attractive shopping location, it has fallen in the national rankings due to increased shopping and leisure provision in larger neighbouring centres.

The study concluded that there is a significant opportunity to improve and increase Newbury town centre's retail and leisure offer to meet the demands of modern businesses, as well as the growing needs and aspirations of consumers for greater choice in more attractive environments.

Immediate action is needed to stop the potential long-term decline of the town centre as a shopping, leisure, employment and visitor destination.

The Park Way site is a large and strategic site in the heart of the town centre and offers the best opportunity to improve and enhance Newbury's retail offer as part of a mixed use development.

Any proposal for the site will also need to contribute towards enhanced linkages between Northbrook Street, the prime shopping area, and Victoria Park, the town's major public open space. Development will also need to be sympathetic with the town's historic and built environment. Proposals for the site must therefore complement the Council's wider urban design, image-building and place-making strategies for the town centre as a whole.

The Council require that the redevelopment of the Park Way site will:

- enhance the quality of the area and the perception of the town centre as a whole.
- improve movement and visual connections between Victoria Park and Northbrook Street.
- introduce and reinforce a comprehensive mixed-use development, with the provision of flexible units, which will support the long-term retail needs of Newbury.
- consolidate and enhance the central core of the town.
- integrate the key areas of the town centre including Market Place, the Wharf, the station, Victoria Park and Northbrook Street particularly as far as pedestrians are concerned.
- promote development that is in keeping with Newbury's character and urban fabric. New development will be expected to respect and complement the historic environment of the Town Centre in terms of scale, style, form and materials.
- investigate and record evidence of Newbury's origins and development which may be found in archaeological deposits.
- create a new active frontage along Park Way with views into, and better integration of Victoria Park.

- promote development which is outward focused in order to provide as much active frontage as possible.
- incorporate the re-provision of existing surface area car parking.
- explore the opportunities for the provision of a bus interchange in order to open up opportunities for removing vehicles in both Northbrook Street and Bartholomew Street North between 10am and 6pm.
- make provision for improved taxi facilities.
- extend the town's shopmobility scheme.
- make more use of the waterside, including exploring opportunities to relocate and/or redevelop the Waterside Centre.
- provide at least one pedestrian crossing of the Canal, to help promote and generate a stronger retail circuit, linking with Market Place, Kennet Centre and the station.
- promote increased 'urban living' within the town centre, through new residential accommodation, as an integral part of the mixed use development. This will also assist in improving the overall vitality, viability and safety of the centre.
- include affordable and key worker accommodation as part of the Council's wider objectives for the town centre.

The Newbury 2025 Vision also identifies a '*Quarters Framework*' (Figure 1) that promotes the idea of creating a series of inter-related areas of activity and uses that will make a significant contribution to maintaining and enhancing the vitality and viability of the town centre.

The Quarters Framework articulates the key functions and uses of a number of key areas, including Park Way. This site is identified as the focus for primary retail use to help extend the town's shopping provision and attraction.

The southern section of the site, with frontage onto the canal, is also identified as the recreation, leisure and cultural quarter. There are therefore opportunities to consolidate and increase the quantity and quality of leisure and A3 uses along the canal, together with a strengthening of the canal walk.

The Movement Framework (Figure 2) also makes clear aspirations for improving the linkages between all parts of the town centre, and specifically between Northbrook Street and Victoria Park.

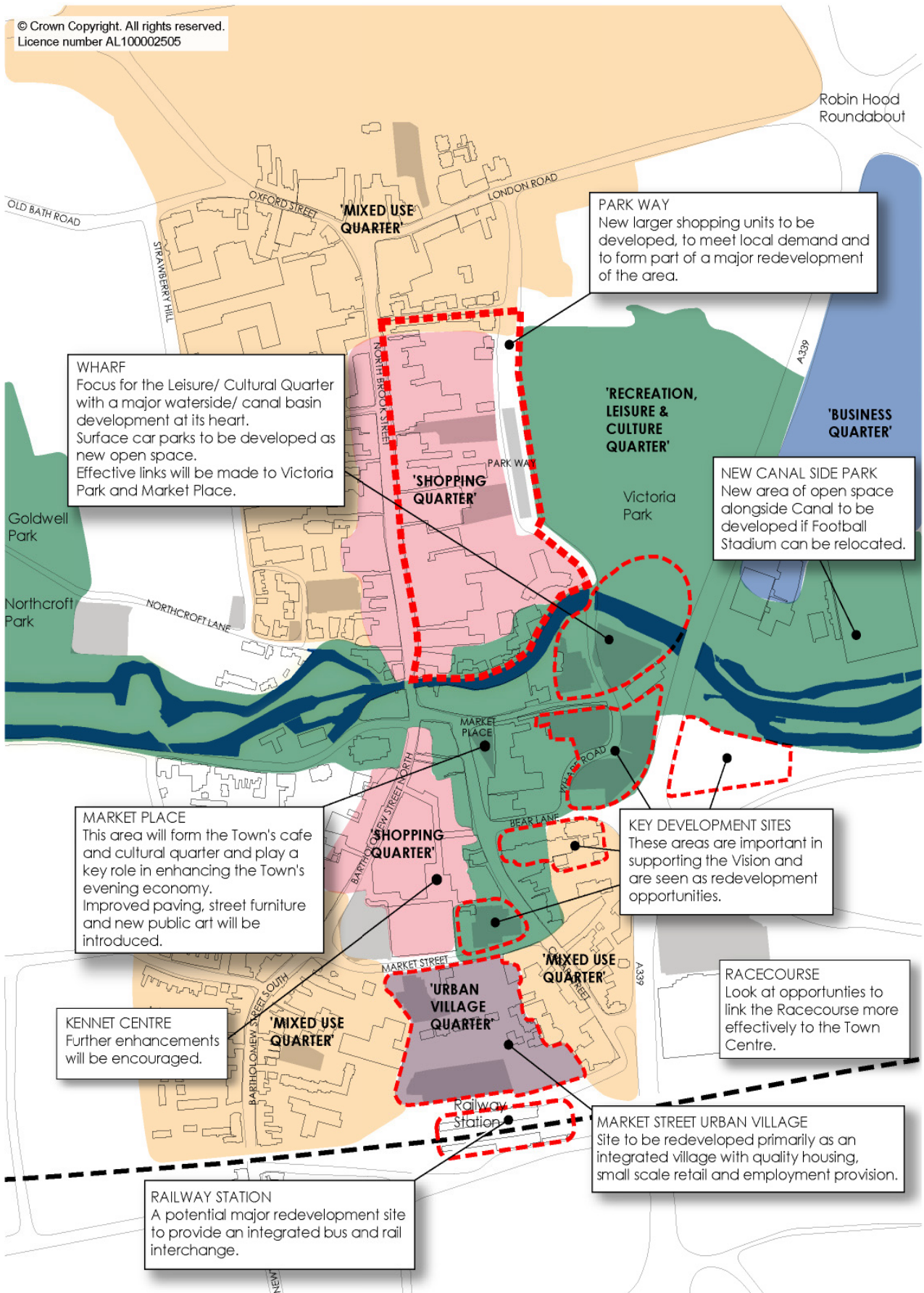
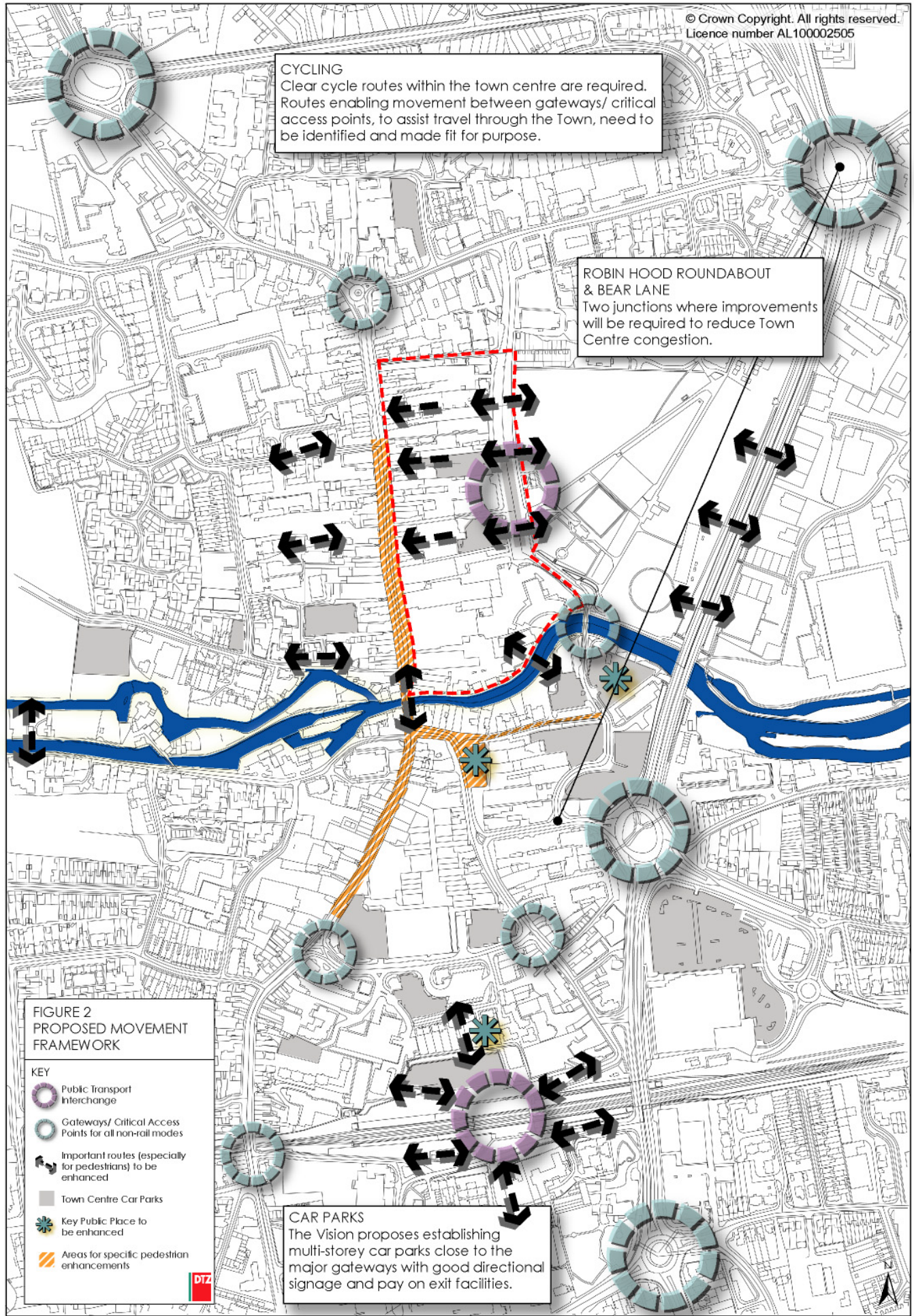


FIGURE 1: THE QUARTERS FRAMEWORK

CYCLING
Clear cycle routes within the town centre are required. Routes enabling movement between gateways/ critical access points, to assist travel through the Town, need to be identified and made fit for purpose.

ROBIN HOOD ROUNDABOUT & BEAR LANE
Two junctions where improvements will be required to reduce Town Centre congestion.



**FIGURE 2
PROPOSED MOVEMENT
FRAMEWORK**

KEY

- Public Transport Interchange
- Gateways/ Critical Access Points for all non-rail modes
- Important routes (especially for pedestrians) to be enhanced
- Town Centre Car Parks
- Key Public Place to be enhanced
- Areas for specific pedestrian enhancements

DTZ

CAR PARKS
The Vision proposes establishing multi-storey car parks close to the major gateways with good directional signage and pay on exit facilities.

1. INTRODUCTION AND OBJECTIVES

1.1 The purpose of this Brief is to provide a planning and urban design framework for any proposed future development on the Park Way opportunity site. It updates the 1988 Brief for Park Way and the Wharf, but necessarily solely focuses on the Park Way site as it represents the key opportunity to improve and increase Newbury town centre's retail offer. The Council intends to produce further guidance on the Wharf at a future date.

1.2 Interested parties should be aware at the outset that this brief has been prepared in the context of key national, regional and local planning policy and urban design guidance. Core documents that will require more detailed consideration as part of any proposed development on the Park Way site include the following:

- *West Berkshire District Local Plan* (adopted June 2002).
- *'Newbury 2025 – A Vision for Newbury Town Centre'* (November 2003)
- *'West Berkshire Retail and Leisure Study'* (July 2003)

1.3 The main aim of this Brief is to interpret and amplify existing policy and guidance, and place this in the context of the Council's main objectives for the Park Way opportunity site.

1.4 This brief will provide site information and planning and design guidance. It will also set out the specific development and land use requirements for the Park Way site, as well as identifying the

way forward for new development proposals and future planning applications.

1.5 The structure of the Brief is as follows:

- **Section 2** provides an introduction and overview of the site.
- **Section 3** sets out the national, regional, sub-regional and local planning policies that need to be taken into account as part of any future development proposal.
- **Section 4** addresses movement and accessibility issues. It sets out a series of issues relating to preferred future land uses and development types.
- **Section 5** sets out key urban design principles and examines examples of best practice in other developments.
- **Section 6** addresses a number of other important issues relating to the delivery and the implementation of the scheme.

2. SITE INFORMATION

Site Description and Boundary

- 2.1 The site boundary for the Planning Brief is defined by Figure 3 and covers approximately 5.2 hectares in the heart of the town centre.
- 2.2 The Park Way site is located in the north eastern part of the town centre, immediately between Park Way and the prime retail pitch of Northbrook Street. The site is predominantly level and is defined by Park Street to the north and the Kennet and Avon Canal in the south. It includes Park Way, Camp Hopson Furniture store and the Northbrook Street eastern frontage.
- 2.3 This area forms a major regeneration opportunity for the town centre. It provides the physical capacity for much needed additional retail floorspace, in the town centre, as identified by the *'West Berkshire Retail and Leisure Study'*. It will also be an important step in the plans for the long term renaissance of the wider town centre, as set out in the Council's Newbury 2025 Vision.

Location and Context

- 2.4 Newbury is the largest town centre in West Berkshire District and the main location for a variety of shopping, leisure and employment uses. The town benefits from strong road and rail transport links, being only a few miles from junction 13 of the M4 motorway and the A34 (see Figure 4). There is a frequent service from Newbury Station to London Paddington, via Reading and easy access to Heathrow International Airport.

- 2.5 The A34 bypass, combined with on-going pedestrianisation initiatives, have also significantly improved the town centre environment over recent years.
- 2.6 Newbury has a number of other attractions and venues which draw visitors from a wide area including the Racecourse, Corn Exchange, Museum and Kennet and Avon Canal. The town is also an established 'stopping point' for those making longer journeys north-south and east-west.
- 2.7 Although Newbury serves an affluent, largely rural catchment, the *'West Berkshire Retail and Leisure Study'* indicates that market share has been impacted over recent years by the growth of higher order retail centres outside the District - namely Reading, Oxford and Basingstoke. Its role may be further impacted in the future by the new major mixed-use developments planned for Swindon and Bracknell, as well as emerging plans to redevelop Reading railway station.
- 2.8 The site also includes Park Way and its car parking provision. It currently has considerable parking provision along both sides and at its centre (156 spaces). There are two Council-owned car parks over part of the site comprising 124 spaces. The Camp Hopson stores to the south are also served by approximately 100 spaces.
- 2.9 The Wharf and Market Place are in close proximity to Park Way – less than five minutes walk. The train station and the Kennet Shopping Centre are also less than 10 minutes walk from the site. One of the main objectives for the development of Park Way is to strengthen the pedestrian linkages and movement between these key areas of activity.

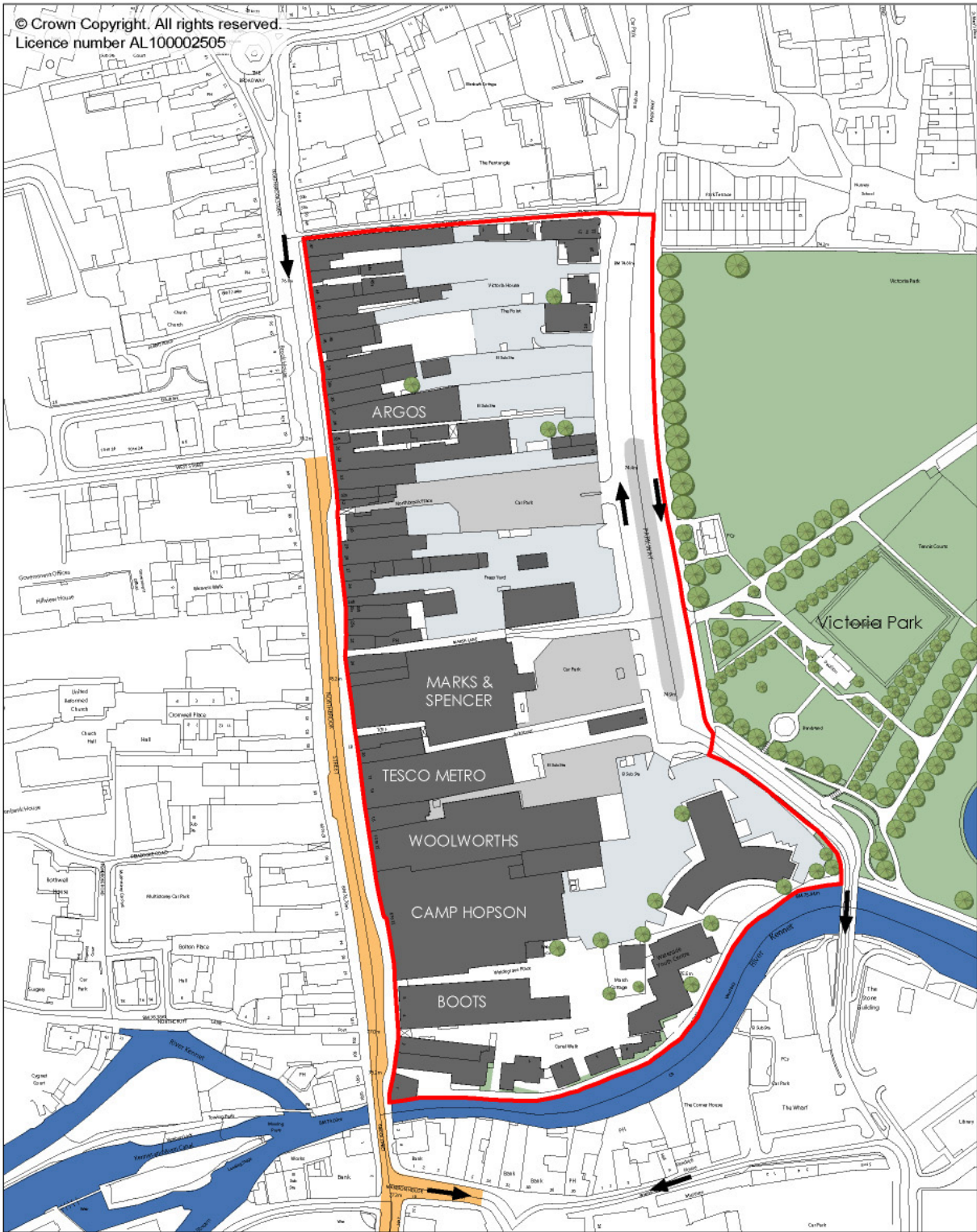


FIGURE 3
SITE BOUNDARY & CONTEXT

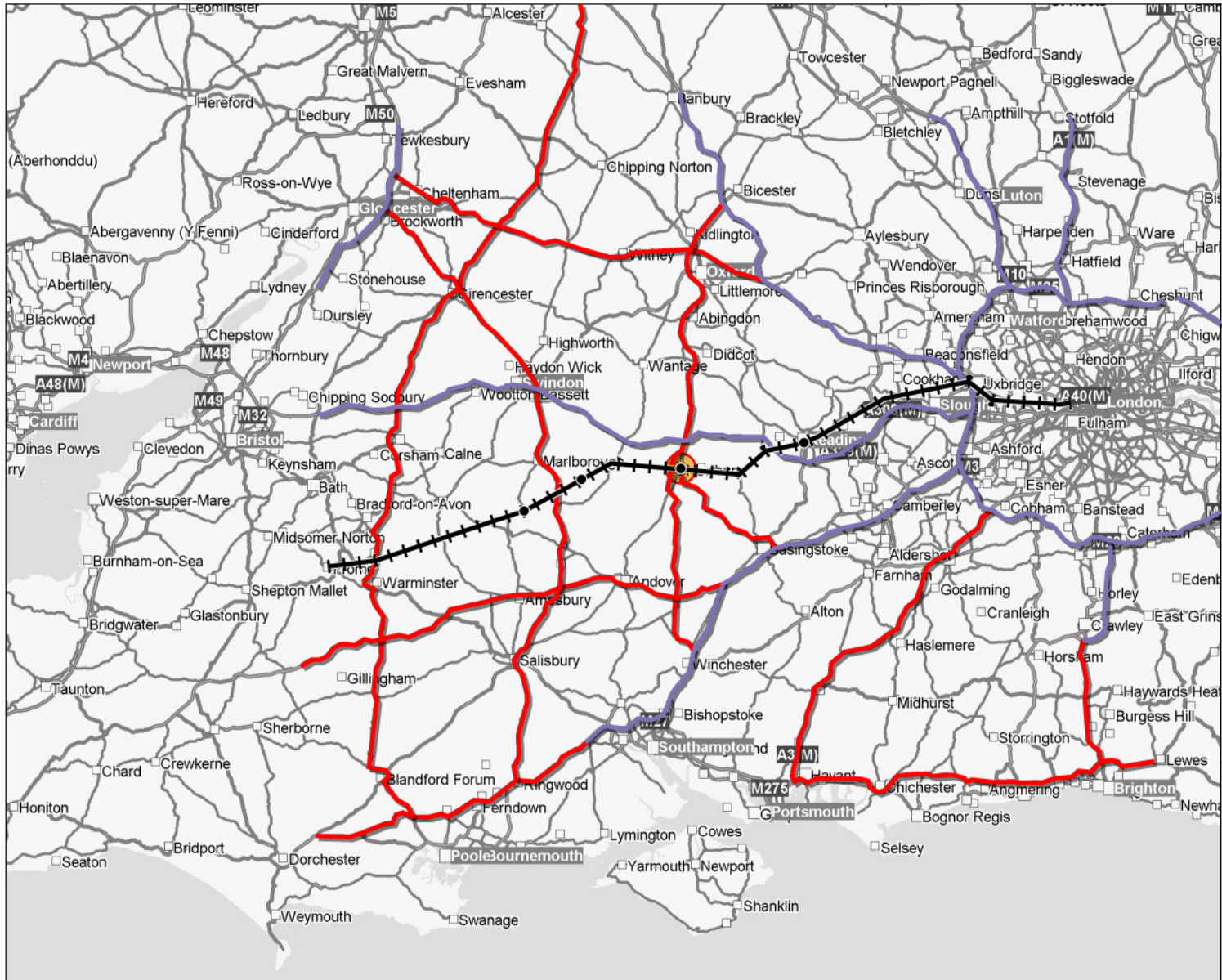
KEY

- Site Boundary
- Public Car Park
- Built Form
- Private Car Park/ Service Area
- Kennet & Avon Canal
- Green Space
- Pedestrianised area 10.00am - 6.00pm
- Trees
- Direction of traffic flow





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Docket No. - 03061344
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Revision -





**FIGURE 4
STRATEGIC CONTEXT**

- KEY**
-  Site
 -  Motorway
 -  A Roads
 -  Railway Line

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Client - West Berkshire Council
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- 2.10 Victoria Park forms the eastern boundary of the site and is a valuable resource to the town centre as a whole and to Park Way in particular. However, the park currently suffers from poor perceptions in terms of crime and safety and is poorly integrated with the rest of the town centre. As a result its use is not being maximised.
- 2.11 The Park Way site is regarded as a key opportunity to help promote stronger physical and pedestrian linkages to Victoria Park from Northbrook Street to the west and Market Place to the south. It is vitally important that the redevelopment of Park Way promotes better access, greater activity and increased use of this important town centre green space. The proposals for the Park Way site will therefore need to include positive measures to integrate and improve the setting of the park, in accordance with the Council's policies and town centre vision.
- 2.12 The site also covers a sizeable part of the historic core of Newbury, covering buildings and yards on one side of one of the three main streets. As such, it has huge potential to reveal information about the town's likely early medieval origins, as well as its later cloth-making era and its post-medieval history. It is possible that layers from the mesolithic (Middle Stone Age) may survive. Please refer to Appendix 2 for a more detailed description of Newbury's history and archaeology (also see Figures A1, A2 and A3 in Appendix 2).
- 2.13 This is also discussed later in this section.

Current Uses

- 2.14 The Park Way site comprises a hard physical environment dominated by service yards, access and surface car parking for the shops fronting onto Northbrook Street.
- 2.15 Figure 5 illustrates the existing uses on the site. These include a mix of small-scale businesses to the north, along the Kennet and Avon Canal, and a number of small shop units with frontage onto Park Way. The Camp Hopson Furniture store is located at the southern end of the site, with frontage onto the Kennet and Avon Canal and Park Way. The Waterside Centre also has frontage onto the canal and provides a youth centre and community facility.
- 2.16 Park Way's environment is characterised by a fragmented built form and the unattractive 'backs' of properties with frontage onto Northbrook Street. For example, Marks & Spencer dominate the local urban landscape with a brick façade and air conditioning units rising above the building line. There are modern four-storey office developments to the northern end of the site, which provide a sharp contrast to the other buildings in Park Way.
- 2.17 The Park Way area and its built environment is poor and does little to enhance the perception of Newbury Town Centre to locals and visitors, particularly when approaching from the A339. The area as a whole is generally unwelcoming and exposed. The canal walk and Victoria Park offer some respite from the harsh environment, although the lack of active frontage onto both does not encourage their use.

- 2.18 There are a number of existing routes between Park Way and Northbrook Street but they are poorly signposted, narrow and uninviting. Marsh Lane is the main route and provides a direct visual link from Northbrook Street to the main gates of Victoria Park.
- 2.19 North-south movement between the Park Way site, the Wharf and Market Place is also extremely difficult and pedestrians are required to cross Park Way and use the existing bridge. There is also very little opportunity to break through into Park Way from the canal walk, as there is almost a continuous frontage of buildings and railings restricting access.

Ownership

- 2.20 The Park Way site is held in a variety of different ownerships (see Figure 6). West Berkshire Council owns two car parks, the Waterside Youth Centre and the strip of land that runs down the centre of the Park Way, which is used for car parking.
- 2.21 Various parcels of land to the north of the site are owned freehold by Elise Developments Limited (now owned by Catalyst Capital) and a substantial part of the southern section of the site is owned by Camp Hopson. Most of the retail units on the east side of Northbrook Street are in different freehold ownerships. British Waterways Board own the towpath, which forms the southern boundary of the site.
- 2.22 In terms of rights of way Northbrook Place, Marsh Lane and Jack Street are publicly adopted. Certain owners and occupiers also have rights of access and services to the rear of their premises.

Planning History

- 2.23 A Planning Statement and Development Brief for Park Way and the Wharf Area was adopted as Supplementary Planning Guidance in August 1988. The aim of the Brief was to promote the creation of an attractive environment with commercial opportunity. Although these key objectives are still relevant, the 1988 brief is dated and needs to be updated to take account of the changes in national, regional and local planning policy guidance.
- 2.24 Since the 1988 brief there has been little activity in terms of significant planning application proposals for the Park Way site. Set out below is a summary of the two key permissions that have been issued on parts of the site:
- **34 – 35 Northbrook Street (Application Ref. No. 01/02527/FUL)** - In September 2002, Blacket Turner and Co. Ltd received planning permission for a proposed development “...to provide two retail units, eleven residential units and car parking” on a small part of the Park Way site. This proposal was subject to various planning conditions and a Section 106 Legal Agreement, which involved contributions to public open space improvements in Victoria Park and provision of primary school facilities as a result of the development.
 - **20 Park Way (Application Ref.No 03/00800/FULMAJ)** – In August 2003, Rivar Limited submitted a proposal that was considered under delegated powers for the “*change of use of an existing office block to provide nine flats and the erection of a freestanding block of three flats*”. This application was subject to various planning conditions and a Section 106 Legal Agreement, which involved contributions

to be made to (i) Victoria Park; (ii) local education facilities; (iii) a local parking study, road improvements to Park Way, including pedestrian and cycling improvement within Park Way; and (iv) local CCTV infrastructure.

2.25 To date, neither of these proposals have been implemented.

Site Constraints and Opportunities

2.26 Figure 7 identifies the main opportunities and constraints to the potential development of the Park Way site. These include transport; archaeology; listed buildings; conservation area; and other economic and physical regeneration issues. These are reviewed in more detail below:

(i) Transport

2.27 The existing transport connections around the Park Way site are summarised by Figure 9 (at the end of Section 4).

2.28 Historically, the site formed the edge of Newbury's centre and its growth was constrained to the east by marshland (now Victoria Park). The alleyways running east-west from Northbrook Street to the Marsh existed before Park Way was created (see John Willis's map of 1768: Figure A1 in Appendix 2). 'Marsh Road' is shown in the first edition OS map 1881, Park Way as such was created in 1937.

2.29 The Park Way, together with Park Street, functioned as a service access to the prime frontage on Northbrook Street, the town's main shopping area. It also provided access to low grade uses located on the Park Way site itself, as well as to the canalside.

2.30 As Newbury expanded, the site became part of the town centre and, following the creation of Victoria Park, the alleyways took on a strategic role as pedestrian connections into the town centre. As car ownership and travel by car increased, Park Way's strategic connection to the main north-south routes led to the land to the rear of the buildings on Northbrook Street being developed for car parking. This served to increase the numbers of pedestrians using the east-west links through the site.

2.31 Today the Park Way has retained its role as a service access and area for car parking, but the opportunities for good pedestrian links to the canalside have not been fully realised and, to a certain extent, these have been compromised by recent developments. The towpath on the northern side of the canal is, however, part of the 'Sustrans' route (National Cycle Route 4).

2.32 The site is well located for access to bus services in the town, many of which are currently routed along Northbrook Street. Since the completion of the Newbury bypass, however, the Council has been implementing a series of traffic management and re-landscaping projects to help reduce town centre traffic flows and place a greater emphasis on the pedestrian environment. Improvements have been made to Bartholomew Street North and Mansion House Street, which temporarily necessitated the diversion of bus routes on to Park Way.

- 2.33 There is the potential for bus services currently using Northbrook Street to be permanently re-routed into Park Way in the future in order to fully pedestrianise Northbrook Street. This proposal is subject to further study and testing to demonstrate its viability.
- 2.34 Despite its strategic and locational advantages at the heart of the town centre, the Park Way site has never been properly integrated into Newbury's prime shopping area. A legacy of its historic development has also resulted in an environment that has a poor quality 'backstreet' character, dominated by large areas of car parking.
- 2.35 Nevertheless, the site is an important gateway (or transition point) to the town centre for many journeys. The redevelopment of the site therefore offers a number of opportunities to improve the role the Park Way area takes in the overall transport network in the town. These include the potential to:
- integrate the site into the framework of links in the town centre.
 - improve the pedestrian connections into this area of Newbury, and surrounding areas, in particular the canal side, the Wharf and Northbrook Street.
 - re-provide car parking on the site in a way that reduces its dominance on the environment.
 - improve the interchange for non-private car based journeys, in line with Council policy.

(ii) Archaeology and History

- 2.36 The Park Way development site is located at the heart of historic Newbury. It contains much archaeological evidence, both in the visible built environment, as well as in buried layers below ground. There is an opportunity to both investigate and enhance this important educational and cultural resource.
- 2.37 Apart from the listed buildings (see below and Appendix 3), the site contains other historic buildings and known archaeology (such as the deposits excavated under 6-12 Northbrook Street, now Camp Hopson's furniture store). Documentary sources (such as old maps) show that this area was extensively used in the mid 18th century. Standing buildings (such as the Tudor Jack of Newbury's house at 24 Northbrook Street) provide evidence of earlier domestic and industrial occupation.
- 2.38 As the site straddles the primary medieval development of burgh plots running east from Northbrook Street, it is highly likely that excavations might reveal more about the original founding of the town. A further period of prehistory might be illuminated if peat and alluvial deposits exist undisturbed beneath the urban archaeology. For example, mesolithic finds (approximately 10,000 years old) have been found in Victoria Park. There is a high potential for waterlogged deposits, which can mean excellent preservation.
- 2.39 There are no Scheduled Monuments within the proposed development area (archaeological sites which are protected by law). However Planning Policy Guidance Note 16 (PPG16) makes it clear that there will be a presumption in favour of the preservation of nationally important archaeological remains, or

sites of special local significance. If sites cannot be preserved *in situ*, an alternative is preservation by record (i.e. excavation and recording of the remains).

(iii) Listed Buildings

- 2.40 There are a number of listed buildings within the site boundary, most notably along Northbrook Street (see Figure 7). They reflect the prosperity of Newbury from the sixteenth to nineteenth centuries. A schedule of listed buildings on the site is also set out in Appendix 3.
- 2.41 The setting of the listed buildings is virtually intact along Northbrook Street, but there have been some insensitive insertions. The comparative value of the frontages of adjoining unlisted buildings is shown by Figure 8. This figure is based on a visual assessment of the contribution each building makes to the character of the spaces within the Park Way site. The character area guidance given in Section 5 of the Brief has been used as the criteria against which buildings are assessed. Using colour coding the existing structures have been divided into three categories – buildings that make a positive contribution to the character areas; buildings that are detrimental to the character areas; and buildings that fall somewhere between.
- 2.42 The frontages have been cut at first floor level in almost all buildings, both listed and unlisted, to form late twentieth century shop fronts. The Supplementary Planning Guidance produced in July 2003 on ‘*Shopfronts and Signs*’ provides relevant guidance for the improvement and enhancement of frontages and is described in more detail in Section 3 (also refer to Appendix 1).

- 2.43 Vestiges of the layout of the land use remains, including the lanes to the rear of Northbrook Street. This may require innovative solutions to improve and enhance existing routes, particularly Marsh Lane, which is located between two listed buildings.
- 2.44 Planning policy also requires that the setting and quality of listed buildings be enhanced where possible by neighbouring development.

(iv) Conservation Area

- 2.45 The site lies within a designated conservation area which covers the majority of the town centre (see Figure 7). The Council will not permit development which would harm or prejudice the special character or appearance of a Conservation Area.
- 2.46 Presence of the listed buildings and conservation area highlight the importance of high quality urban design and landscape in the new development. Further information on development and design principles is provided in Section 5.

Services and Utilities

- 2.47 Figure 7 illustrates the locations of known existing services and utilities in the vicinity of the site (also available from West Berkshire District Council). These primarily run in a north-south direction along the public highways, although there are a number of instances where they cut across the site. During the design of any scheme, developers will need to contact the relevant utility

companies to discuss connections to existing services, as well as the following issues:

- Capacity of the existing system to supply the new development and any requirements for upgrading.
- Specific requirements for the design of any new services.
- Requirements for diversions and wayleaves for access.
- Potential measures that can be incorporated in the design of the new development to make more efficient use of resources

(i) Drainage

- 2.48 The whole development area drains to London Road sewerage pumping station, which is the terminal station prior to discharging to Newbury sewage treatment works. There are known capacity issues at London Road pumping station, to the extent that there is some localised flooding in the catchment. Long term proposals are being considered in respect of the provision of additional capacity at this pumping station. Phasing of development may therefore need to be considered.
- 2.49 As a brownfield site there are existing operational sewers crossing the site as partly shown on Figure 7. A diversion could therefore be required. In addition an impact study of the sewerage system will be required to determine the magnitude of spare capacity in the system. The developer will be required to fund this and any

necessary upgrading. All sewer diversion works shall meet with the approval of Thames Water Developer Services department.

- 2.50 Adequate easement widths of a minimum of 3m either side of its centre line are required for all public sewers. Building over agreements are required where proposals involve building over our public sewers.
- 2.51 For further information on both sewerage and sewage treatment please contact Thames Valley Water Utilities, Kew Business Centre on 0207 7133877.
- 2.52 In the disposal of surface water, Thames Water requires the separation of foul and surface water sewerage on new developments. It is the responsibility of a developer to make proper provision for surface water drainage to ground, water courses or surface water sewer. It must not be allowed to drain to the foul sewer, as this is the major contributor to sewer flooding.
- Adequate pollution prevention should be provided for surface water run off from parking areas prior to their discharge into surface water sewers. Basement covered parking areas should discharge to the foul sewer via trapped gullies / interceptors.
 - Surface water attenuation may be required prior to discharge into the public surface water sewer where considered appropriate.

- Access to all sewer covers should be maintained together with appropriate covers being provided in paved and covered areas.
- Consideration should be given to flooding in the Victoria Park area so as to avoid potential inundation of public sewers.
- Sewers draining into the canal will not be considered for adoption from housing area without all costs being covered by the developer.

(ii) Water Supply

- 2.53 Water will be supplied to the site by Thames Water ⁽¹⁾.
- 2.54 With regard to water supplies to brownfield sites within the area there may be existing water mains crossing the site. In such cases the developer would be required to pay for any mains diversions. The developer would also have to pay for new off-site infrastructure.
- 2.55 Once the magnitude of development has been confirmed Thames Water will need to investigate the impact on the existing network. Even small scale development can have a significant impact on the infrastructure and, if necessary, developers would be required to fund associated studies and upgrading of the network.

⁽¹⁾ For more information on water supply infrastructure please contact Thames Water Utilities, Kew Business Centre on 0207 7133877.

- 2.56 Much can be done within a development to save water. Further guidance on water conservation is available from the Environment Agency National Water Demand Management Centre (www.environment-agency.gov.uk) or Thames Water (www.thames-water.com/waterwise).

(iii) Fire Service

- 2.57 Developers are recommended to contact the fire service to discuss their proposals prior to formal submissions.

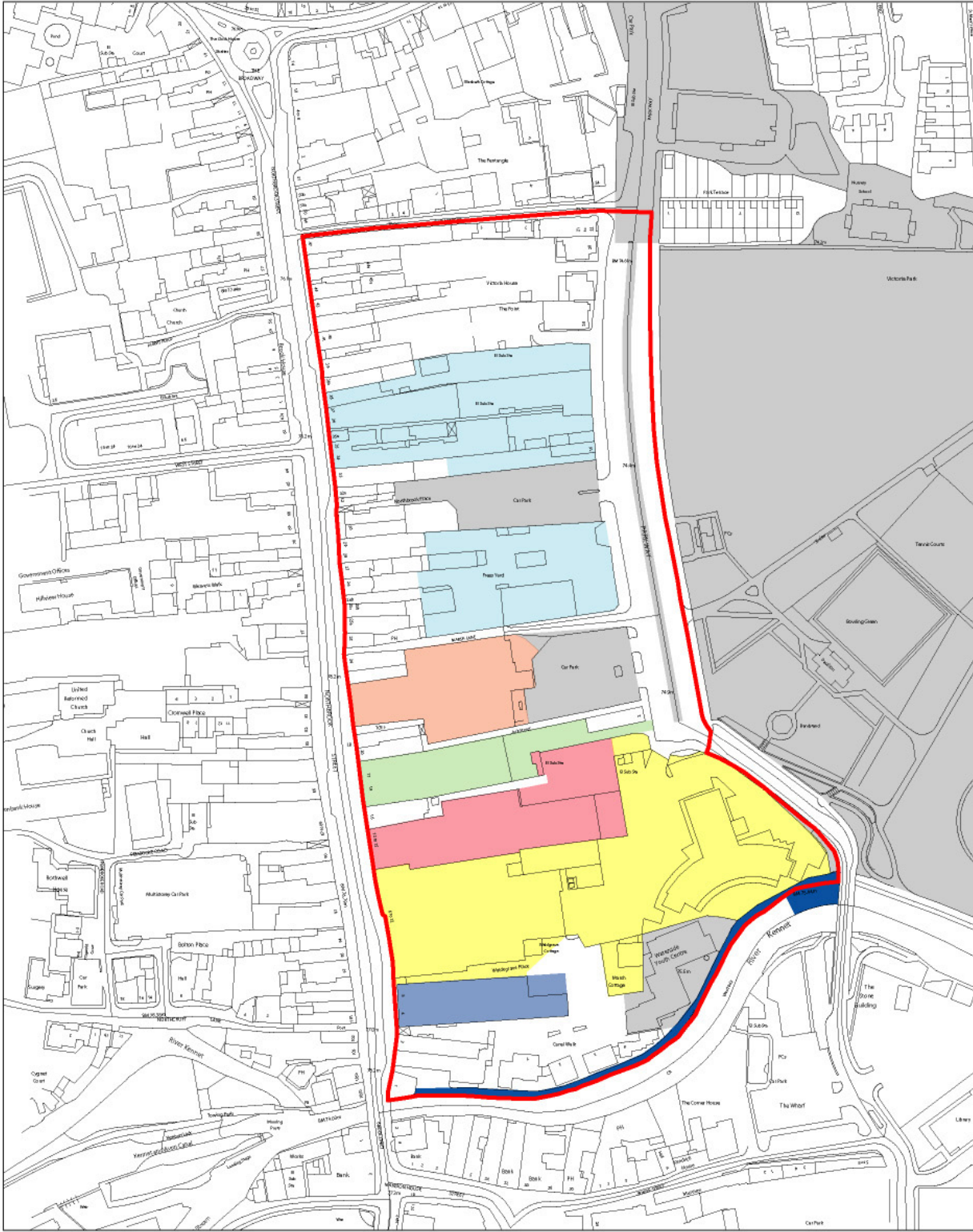


FIGURE 6
LAND OWNERSHIP (as at January 2004)

KEY

- | | |
|---|--|
|  West Berkshire Council |  Michael Kinsella |
|  Camp Hopson & Co. Ltd. |  Conegate Ltd. |
|  British Waterways Board |  Irish Life Assurance PLC. |
|  Elise Developments |  Amethyst Leasing (Properties) Ltd. |

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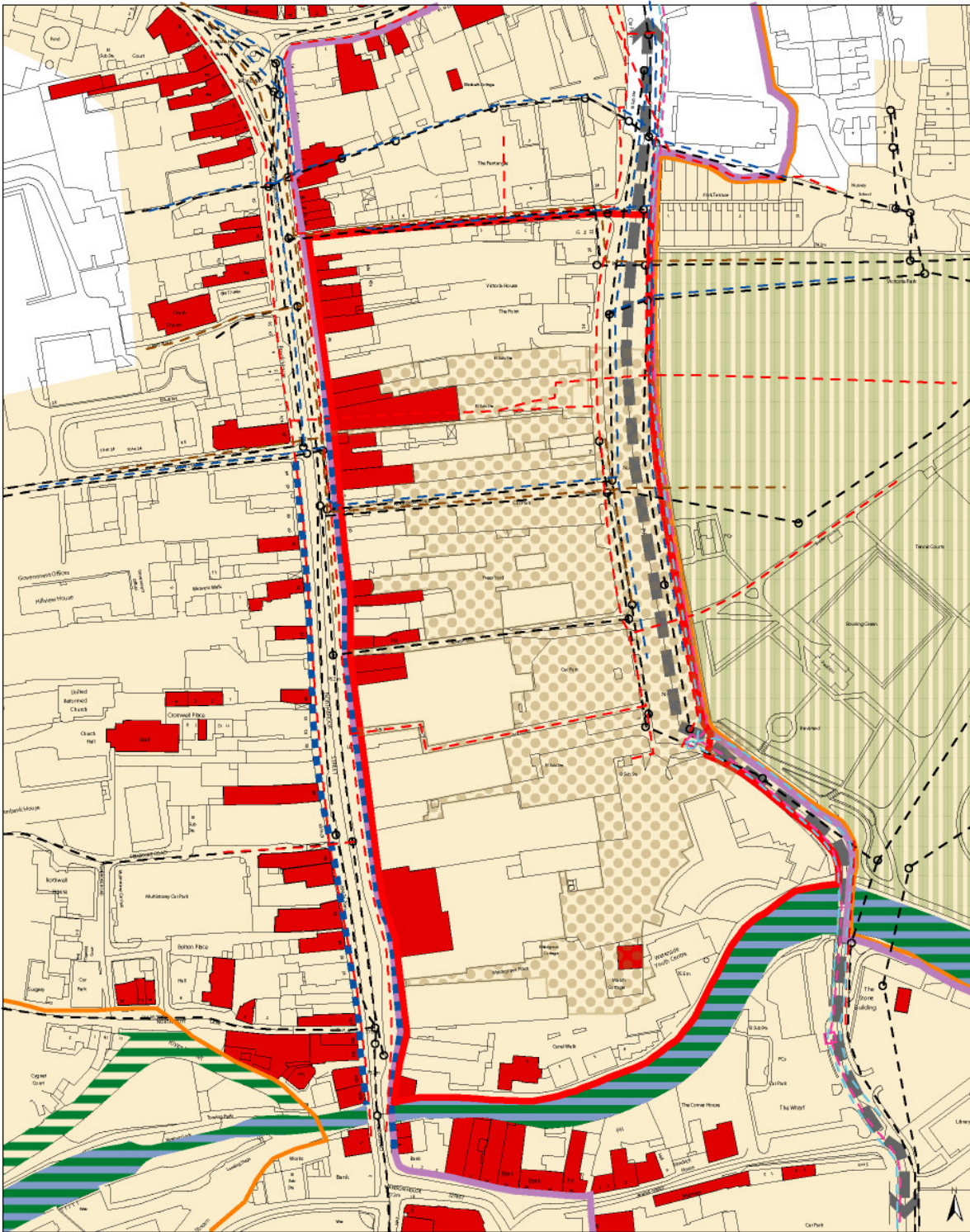











FIGURE 7
SITE OPPORTUNITIES AND CONSTRAINTS

KEY

-  Sites of Special Scientific Interest
Policy ENV.8,9 + 14
-  Important Open Space
Policy ENV.31
-  Conservation Area
Policy ENV.33
-  Area of archeological potential
-  Listed Buildings
-  Town Centre Commercial Area
Policy SHOP.1, ECON.5
-  Primary Shopping Frontages
Policy ECON.5, SHOP.1
-  Parkway and the Wharf
Policy TRANS.1 + SHOP.2

-  Kennet and Avon Canal
Policy RL.5
-  Site Boundary
-  Road network causing severance
-  Drainage sewers
-  Cable and Wireless
-  S+S
-  NTL
-  Thames Surface Water
-  Thames Foul Water

NB. For policy refer to West Berkshire District Local Plan (June 2002)



FIGURE 8
BUILDING ANALYSIS

KEY

- Listed buildings
- Unlisted but positively adds to the Park Way site
- Unlisted but of lesser value
- Detrimental to the Park Way site could be considered for renewal

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3. POLICY CONTEXT

3.1 The Planning Brief has been prepared in the context of national planning policy guidance, regional planning guidance, the emerging Berkshire Structure Plan and the West Berkshire District Local Plan (adopted June 2002). Relevant existing, adopted and emerging Supplementary Planning Guidance (SPG) includes:

- *Communal Open Spaces for New Flats*
- *Design Sustainability – A Developer’s Guide* (Draft June 2003)
- *Shopfronts and Signs* (July 2003)
- *Delivering Investment for Growth* (Draft April 2003)

3.2 The following additional core studies and documents will also need to be reviewed and considered as part of any emerging development proposal for the Park Way site:

- *Newbury 2025 – A Vision of Newbury Town Centre* (November 2003)
- *West Berkshire Retail and Leisure Study 2003* (July 2003)
- *West Berkshire Local Transport Plan 2001/02 – 2005/06*
- *Agenda 21 – Earth Summit*

- *Cultural Strategy – Cultural Services Supporting Vibrant Communities*

3.3 The following design guidance is also relevant and needs to be considered:

- *Better Places to Live – By Design Guide* (September 2001)
- *The Urban Design Compendium* – (English Partnerships, August 2000)
- *Building in Context – New Developments in Historic Areas* (January 2002).

3.4 Development of Park Way will therefore be expected to comply with all national regional and local policy and guidance, as well as other relevant documents. This section provides only a summary of some of the key policies and issues relevant to the Park Way site and is not exhaustive. Appendix 1 to this Brief provides a more detailed review.

3.5 The objective of this Brief is to create development in the heart of the centre that will enhance and contribute to Newbury town centre’s overall vitality and viability. Although it is not the intention to set out a rigid prescriptive policy framework for development, developers will be expected to comply with the guidance set out within this Policy review.

National Policy Guidance

3.6 National guidance is contained in Planning Policy Guidance Notes (PPG's) prepared on specific issues. The key guidance notes relevant to the Park Way site are set out below and are described in more detail in Appendix 1 to this Brief.

- **PPG1, General Policies and Principles** (February 1997)
- **PPG 3, Housing** (March 2000)
- **PPG 6, Town Centres and Retail Development** (June 1996) and draft PPS6
- **PPG 9, Nature Conservation** (October 1994)
- **PPG12, Development Plans** (December 1999)
- **PPG 13, Transport** (March 2001)
- **PPG 15, Planning and the Historic Environment** (September 2001)
- **PPG 16, Archaeology and Planning** (November 1990)
- **PPG25, Development and Flood Risk** (July 2001)

Regional Planning Guidance

3.7 Regional Planning Guidance for Berkshire is provided by the South East Regional Guidance (RPG 9), which was adopted in August 2001.

3.8 The Guidance sets out Government Policy for the South East and provides the regional planning framework for the next fifteen years. The primary purposes of the guidance is to provide a regional framework for the preparation of local authority development plans (see Appendix 1 for a more detailed commentary).

Berkshire Structure Plan

3.9 The Berkshire Structure Plan was adopted in November 1995, with Alternations adopted in August 1997. The Plan is currently undergoing a review. It has been through its Examination in Public and the EiP Panel Report was published in December 2003. The policies within the Berkshire Structure Plan 2001-2016, *Deposit Draft Incorporating Proposed Modifications* (March 2004) are therefore relevant.

3.10 In particular, the Deposit Draft Structure Plan identifies that Newbury will:

“..... continue to develop as an important business centre while maintaining its role and character as an historic town with strong

links to the surrounding rural areas. New residential development will continue to occur through redevelopment of sites within the built up area..... Accessibility to the national road and rail network will continue to ensure that the town is an attractive locations for existing and incoming businesses. There will be enhancements to public transport to create improving links between the towns' business and residential areas”.

(i) Development Principles

- 3.11 Draft **Policy DP5** of the Plan deals with the quality of urban and suburban areas, stating that they should include a variety of land uses in close proximity. The draft policy also states that these areas should be characterised by buildings of good design which are accessible to all members of the community.

(ii) Environment

- 3.12 Draft **Policy EN4** states that historic features and areas of historic importance and their settings will be conserved and where appropriate enhanced. It states that Councils will only allow development if it has no adverse impact on features or areas of historic importance.
- 3.13 Draft **Policy EN8** requires all forms of development to maximize the opportunity to incorporate energy efficiency and energy conservation into their design, layout and orientation. It states that generation of energy from renewable resources should be considered and implemented wherever feasible in development proposals and encourages development proposals for the generation of electricity and heat from renewable resources.

(iii) Housing

- 3.14 Draft **Policy H1** of the Plan allows for the provision of approximately 40,740 net additional dwellings between 1 April 2001 and 31 March 2016.
- 3.15 Draft **Policy H2** distributes this overall provision between the various authorities and breaks it up into phases. The requirement for West Berkshire is for 9,080 new dwellings between 2001 – 2016 (see Appendix 1).

(iv) Employment

- 3.11 Draft **Policy E1** states that the centres of the major towns, including Newbury, should be the principal locations for major office development.

(v) Shopping and Leisure

- 3.12 Berkshire's rapid population growth and affluence has resulted in a significant increase in retail and leisure expenditure over recent years.
- 3.13 Draft **Policy S1** states that the scale and nature of new retail and leisure development will be consistent with the role of the centre. With regard to the function, scale and future needs of Newbury the draft Policy states the following:
- ***“Function and scale:*** *Newbury serves the convenience and many of the comparison shopping needs of the Newbury and*

Thatcham built-up area along with its large rural hinterland. Newbury has recently been enhanced by pedestrianisation. There are threats to its higher-order retail functions from Reading and other major centres outside the County.

- ***Future Needs:*** *There is scope for retail and leisure growth in Newbury town centre as part of mixed-use development of a type that will serve to sustain and enhance the diversity of employment within the town. Such development will capitalise upon the market town character of the centre, expanding floorspace in order to enhance and build upon the quality and variety of the shopping and leisure facilities already available in the town centre.”*

West Berkshire District Local Plan

- 3.14 The Local Plan policy framework is contained within the adopted West Berkshire District Local Plan (June 2002).
- 3.15 The Park Way site falls within the Town Centre Commercial Area and the majority of Northbrook Street is designated as a Primary Shopping Frontage. (Policies **SHOP.1** and **ECON.5** are relevant). The site also has its own site-specific Policy – **SHOP 2** and **TRANS.1**. Conservation Area Policy **ENV.33** is also relevant. These policies, together with other relevant general policies, are referred to below and are described in more detail in Appendix 1.

(i) Shopping

- 3.16 Provision for future shopping is required to help meet the needs and aspirations of the population, whilst also improving the environment of existing centres and maintaining their viability and vitality. The relevant policies are as follows:
- Policy **SHOP.1** states that the Council will refuse planning applications for changes of use from Class A1 to others purposes within the Primary Shopping Frontages of Newbury.
 - Policy **SHOP.2** is specific to Park Way and the Wharf site and confirms the Council’s intention to progress a retail scheme in Park Way.

(ii) Economy

- 3.17 Retaining existing jobs and creating new employment opportunities are principal priorities of the Local Plan. A healthy economy is reflected in the environment and vitality of the District and contributes to the quality of life of those who live and work in the area. The key policies of relevance to the potential redevelopment of Park Way are:
- Policy **ECON.5** states that the Council will allow proposals for business development within the commercial areas, which includes Newbury, and sets out criteria that such a proposal would need to meet.

- **Policy ECON.4** deals with improvements to the environment of West Berkshire's employment areas.

(iii) Housing

3.18 The Local Plan makes provision for approximately 9,000 dwellings across West Berkshire between 1991 and 2006 (see Appendix 1). Most relevant is Policy **HSG.1**, which identifies new housing developments as being appropriate within the identified boundaries of various settlements, including Newbury.

3.19 The Council's housing strategy seeks to quantify the level of **affordable housing** need in West Berkshire and identifies ways in which this housing need can be met. Applicants for residential developments should consider the provision of at least 30% affordable housing within any development. This applies to housing developments of 15 or more dwellings or on sites of 0.5 hectares or more (see Policy **HSG.9** of the West Berkshire Local Plan).

(iv) Environment

3.20 Designated Conservation Areas require care when considering proposals for new development. The Plan states that encouragement will be given to proposals which make a positive contribution to the enhancements of the character and appearance of the area.

3.21 The Kennet and Avon Canal forms the southern boundary of the site and is designated in the Local Plan as a Site of Special Scientific Interest (SSSI). Policy **ENV.9** of the Plan, therefore

needs to be considered, as it looks at development proposals which could affect nature conservation sites or interests.

3.22 The Park Way site falls within the Newbury Town Centre Conservation Area, therefore any future development will need to satisfy Policy **ENV.33**. This policy states that "*The Council will not permit development which would harm or prejudice the special character or appearance of a Conservation Area*".

3.23 The Parkway site also comprises many Listed Buildings, therefore any future development will also need to satisfy, Policy **ENV.32**.

3.24 Policy **ENV.31** will also need to be considered, due to the site's close proximity to Victoria Park.

(v) Archaeology

3.25 Policy **ENV.39** deals with the provision of archaeological evaluation, so that the archaeological significance of areas that do not presently benefit from statutory protection is not prejudiced.

3.26 Policy **ENV.40** states that developments affecting sites of archaeological significance should be designed to achieve the physical preservation in situ of archaeological deposits. Where this is not practicable or desirable, the Council will require provision to be made for an appropriate level of archaeological investigation prior to damage or destruction.

(vi) Transport

- 3.27 In line with the overall strategy of the Local Plan, the Council will direct development to the most sustainable locations and will reject poorly devised schemes, particularly those that do not include adequate measures to reduce the need to travel and encourage alternative modes.
- 3.28 Policy **TRANS.1** is relevant and deals with transportation needs for new developments. The Parking Standards currently set out within the adopted Local Plan are also relevant and are in line with PPG 13 (see Appendix 1).

(vii) Core Policy and Planning Benefits

- 3.29 The Council expects new development to improve the quality of the environment. Policy **OVS.2** applies to all development, irrespective of the proposed use.
- 3.30 The Local Plan states that planning obligations should only be sought where necessary to the grant of planning permission, relevant to planning and directly relevant to the proposed development. Policy **OVS.3** sets out examples of what items might be included within a Section 106 Agreement (see Appendix 1).
- 3.31 The items in Policy **OVS.3** do not necessarily represent an exhaustive list and reference should also be made to the draft SPG on developer contributions entitled '*Delivering Investment from Growth*'.

- 3.32 Interested parties should note that the Council will only accept improvements to Victoria Park (and potentially any other existing public open spaces) as the open space requirement for residential uses on Park Way. This is in the interest of maximising build and ensuring that the development of Park Way integrates fully with Victoria Park.

Supplementary Planning Guidance (SPG)

- 3.33 Supplementary Planning Guidance relevant to the Park Way site includes the following (see Appendix 1):
- ***Communal Open Space for New Flats*** (also refer to paragraph 3.32)
 - ***Design Sustainability – A Developers' Guide*** (draft June 2003)
 - ***Shopfronts and Signs*** (July 2003)
 - ***Delivering Investment from Growth*** (Draft: April 2003)

Additional Policy For Consideration

3.34 Other relevant documents, guidance and policy statements include:

(i) Newbury 2025 – A Vision for Newbury Town Centre

3.35 Newbury 2025 (November 2003) sets out the Council’s long term vision for the Town Centre. The Vision covers the period 2003 – 2025 and focuses on meeting the needs and aspirations of current generations. One of its main objectives is to create an environment that future generations will want to live and work in.

3.36 A key element of the Vision is the need for new retail and mixed use development in the town centre to help ‘claw back’ shoppers and spend currently flowing out of the District. The aim is to raise the relative status and attractions of the town centre as a place to live, work, shop and visit.

3.37 The Park Way site is identified as one of the key opportunities to lead the renaissance of Newbury Town Centre.

(ii) West Berkshire Retail and Leisure Study 2003

3.38 The ‘*West Berkshire Retail and Leisure Study 2003*’ identified that Newbury town centre is at an important “crossroads” in terms of its future vitality and viability as a shopping and leisure destination. In particular there is a growing leakage of shoppers and spend to larger neighbouring centres in the region.

3.39 Nevertheless, the study also identified the potential to increase and improve Newbury town centre’s retail and leisure offer, and to build on the strength of the town’s other unique attractions, including the racecourse and the Kennet.

3.40 The study identified the capacity and need for a substantial increase in new high street retail floorspace up to 2016. It also supports the concept of Quarters, as described in the Council’s Newbury Vision 2025 document. The study concludes that the Park Way site is one of the key opportunities for unlocking the potential of the town centre to attract more shoppers and visitors.

(iii) West Berkshire Local Transport Plan 2001/02 – 2005/06

3.41 The Local Transport Plan sets out an integrated strategy to improve access to local facilities, tackle road safety issues and promote the environment and local economy. In particular, the strategy focuses on the need to develop the role of alternative, more sustainable modes of transport to the single occupier motor car.

3.42 The relevant elements of the strategy are as follows:

- To promote walking, cycling and the use of public transport through the design of new development.
- To manage the quantity of car parking provision for new development, through the adoption of maximum parking standards.
- The requirement for Travel Plans as part of major new developments.

- To encourage the adoption of sustainable practices for servicing and distribution of goods.

3.43 Further policy statements which need to be considered include '*Agenda 21 – Earth Summit*' and '*Cultural Strategy – Cultural Services Supporting Vibrant Communities*'. These are described in more detail in Appendix 1.

Design Guidance

3.44 Recent Government focus on promoting good design has given rise to substantial advice on 'best practice' in the form of guides, manuals and handbooks. The following publications will provide the necessary context for development proposals on the Park Way site:

- *Better Places to Live – By Design Guide* (September 2001)
- *The Urban Design Compendium* (August 2000)
- *Building in Context – New Developments in Historic Areas* (January 2002)

4. DEVELOPMENT CONCEPT AND POTENTIAL USES

The Vision

- 4.1 *Newbury 2025 : A Vision for Newbury Town Centre* sets out the Council's vision for the town centre to become an exciting and vibrant place to live, work and visit. Building on its distinctive character and unique assets, the vision is to create a high quality town centre environment for the future characterised by distinctive quarters, a busy waterfront and high quality shops.
- 4.2 As part of the objectives for the Shopping Quarter, the Park Way site is seen as a priority for development to act as a catalyst for further town centre growth. The main aim is to increase the quantity and quality of Newbury's shopping offer, as identified by the 2003 '*West Berkshire Retail & Leisure Study*', by extending the prime retail frontage.
- 4.3 As part of any proposed development, consideration will need to be given to strengthening the links between the Park Way site and the existing primary retail frontages along Northbrook Street and in the Kennet Centre. Of particular importance is the need to increase the permeability and accessibility into Northbrook Street. Integration with Victoria Park is also vitally important to help improve access to the park and enhance the use and activity of this important town centre public space.

Access and Movement

- 4.4 The Park Way development offers a major opportunity to provide an attractive environment for pedestrians and cyclists where the car and its related infrastructure (i.e. roads and surface car parking) do not dominate and one that is secure and accessible for all. This includes the elderly, families with young children, and people with mobility impairments and/or other disabilities (also see Section 5).
- 4.5 At the time of the preparation of this brief West Berkshire District Council was also in the process of commissioning a Movement Framework study for Newbury. The principles established through this process will help to inform the design of any scheme for the Park Way site. This study is due to be completed by late 2004.
- 4.6 Newbury has the advantage of having retained much of its historic character. The proposals for the site must therefore be developed based on the historic grain of the town, including the pattern of movement across this area of the town centre.
- 4.7 The proposed layout and design of the new development will also need to:
- demonstrate a strong framework of pedestrian links into the surrounding urban environment, as well as Victoria Park. Routes should be safe and attractive, as well as providing a variety of options for pedestrians to enable greater freedom of movement. The network should be logical and easy to understand and use, to aid people with restricted mobility and visual impairments (Figure 9).

- provide better pedestrian and cycle linkage between Northbrook Street and the Park Way, and between Park Way and the canal. A new pedestrian bridge over the canal is proposed to create a more direct connection to Market Place and proposals for the site should be designed to accommodate this (Figure 10).
 - create a viable layout of retail space based on a walkable shopping circuit, with larger units and access to parking spaces on upper levels providing anchor destinations to draw footfall past smaller shops. One opportunity to achieve a viable circuit is offered by the introduction of a new short street within the block connecting Marsh Lane and Northbrook Place at their mid-points, although this should be lower in the hierarchy of links than the east-west links.
 - provide good passive surveillance of all public routes around, and through the site, by designing spaces with buildings to overlook them. The development, design and mix of uses should ensure that both day-time and night-time surveillance is maintained. Where there are no opportunities for night time surveillance, additional security measures such as CCTV and ‘gating off’ sections of predominantly retail or commercial frontage, should be incorporated (although ‘gating off’ is the least preferred method of security).
 - provide new pedestrian/cycle crossings on Park Way and make adequate provision for cycling along the Park Way. All existing east-west connections through the site should be retained for public access, although some may take a higher place in the overall hierarchy of links than others.
- accommodate cycle movement through the town centre. It is anticipated that Park Way will be the focus for north /south cycle movement through the town centre. In addition the canal towpath is part of a strategic East/West cycle route . The layout and design of development should ensure provision and enhancement of these routes and that the interchange between the north/south and east/west routes should not require cyclists to dismount.
 - be designed with bus routing along Park Way in mind. The Council is seeking to transfer the bus routing from Northbrook Street to Park Way. Developers will need to indicate how new bus infrastructure, shopmobility and taxi ranks can be provided in the Park Way area to generate the proposed links.
- 4.8 As described above, access within and through the site should be focussed primarily towards pedestrians, and it would be desirable for vehicular access to be limited to servicing only. As such, it is an aspiration that access to any car parking on the site should be directly from Park Way and towards the northern end of the site, to limit the volume of traffic passing along the length of Park Way, particularly between the site and Victoria Park. However, if a phased development of the site were to come forward, it may be necessary to look at a solution with car parking distributed across the site.

4.9 It is anticipated that the car parking strategy will be informed by the forthcoming Movement Framework study. The current aspiration is for:

- Surface car parking in Park Way to be totally removed in order to enhance the street scene and improve the environment for pedestrians and cyclists.
- Sufficient multi-storey parking space to be provided to replace the existing parking levels (including that on Park Way), plus additional provision to support the new areas of development. This is in accordance with the Local Plan standards (see Section 3 and Appendix 1).

4.10 The new provision should either be provided totally on site, or consideration could also be given to alternative sites in consultation with the Local Authority. Any proposal for an alternative location for car parking should be accompanied by a justification that the facility is suitably located to support the continued vitality and viability of the town centre.

4.11 All parking provided on site should be within unobtrusive structures buried within blocks at upper levels, and screened from view by built frontage containing other uses or other measures.

Potential Uses

4.12 Local Plan policy, the *'West Berkshire Retail and Leisure Study'* and the Council's *Vision 2025* all identify the need for additional high quality retail floorspace and larger shop units in the town centre to meet the requirements of modern retail businesses

(particularly the fashion sector), as well as the changes in consumer needs and aspirations.

4.13 The *'West Berkshire Retail and Leisure Study'* forecast the capacity for significant new 'high street' retailing up to 2016, and interested parties will be required to make detailed reference to this study. Any retail development will also need to be supported by new residential uses to create a sustainable mix of uses in accordance with national, regional and local planning policy guidance.

4.14 In the main body of the site, applicants will be expected to maximise the retail floorspace within a mixed use scheme and to demonstrate how they are making best use of the site to meet the identified retail needs.

4.15 In order to sustain the critical mass of new retail, the design of any retail scheme should comprise a major anchor tenant. This should comprise either major shop units (MSUs), variety stores and/or a department store. A mix of other smaller unit shops will be expected to balance and complement these larger stores.

4.16 If a major anchor store is proposed as part of any scheme, then it will need to be demonstrated to the Council at an early stage in the process that an occupier can be procured. It will also need to be demonstrated to the Council that the proposed uses on the Park Way site will complement and reinforce the town centre's existing retail and leisure offer in accordance with planning policy and in the interests of taking forward the Newbury 2025 Vision and ensuring redevelopment of Park Way contributes to strengthening the town centre.

- 4.17 Any major retail scheme proposed for Park Way will also need to balance the requirements for a major anchor store (or stores), which is likely to be required in order to attract and support significant retail development off Northbrook Street, with the need to be fully integrated with Newbury town centre's historic built environment.
- 4.18 The Council's Newbury 2025 Vision highlights the Wharf and Market Place areas as the primary focus for leisure, recreation and cultural activities. Consequently the local authority will direct the majority of new A3 uses, particularly restaurants and bars, to this area. However, as part of the modern shopping experience, West Berkshire Council accepts that there is potential capacity for smaller coffee shops, cafés and sandwich shops within the Park Way opportunity site to help support the retail offer.
- 4.19 If A3 uses are included as part of any emerging development proposals for the Park Way site, developers will need to demonstrate that these uses will not adversely impact on the Council's policy and vision for the Market Place and Wharf areas. Applicants will also be required to demonstrate that any proposed A3 uses will not inhibit the main objective for the redevelopment of Park Way, namely to maximise the town centre's comparison retail and fashion offer.
- 4.20 Turning to the Park Way frontage to Victoria Park, the Council expects limited retail frontage in this area. It is anticipated, however, that intermittent areas of retail display and A3 activity would be beneficial to the overall streetscape. The primary reason for limiting retail uses on the Park Way frontage to Victoria Park is to prevent the development of a scheme which "turns its back" on Northbrook Street and fails to generate strong linkages between the prime shopping area and Victoria Park.
- 4.21 In addition to the major uses identified above, the Council also requires consideration to be given to community-style uses as part of the overall development, including crèches.
- 4.22 Turning to the southern boundary of the Park Way site and the Kennet and Avon Canal, the Council will require the strengthening of the canal walk pedestrian and cycle route. Any development in this area will also be required to make a positive contribution to surveillance and help create an active frontage to the canal.
- 4.23 The Council's Newbury 2025 Vision also recognises two different character areas on either side of the canal. The character of the southern area of the Park Way site will therefore need to recognise these attributes. Development should be focused towards complementary A3 uses at ground floor level with largely residential accommodation above.
- 4.24 The Council will produce further guidance for development in the Wharf area. Connectivity with the north side of the canal will be an important factor and this will need to be taken into account by interested parties.

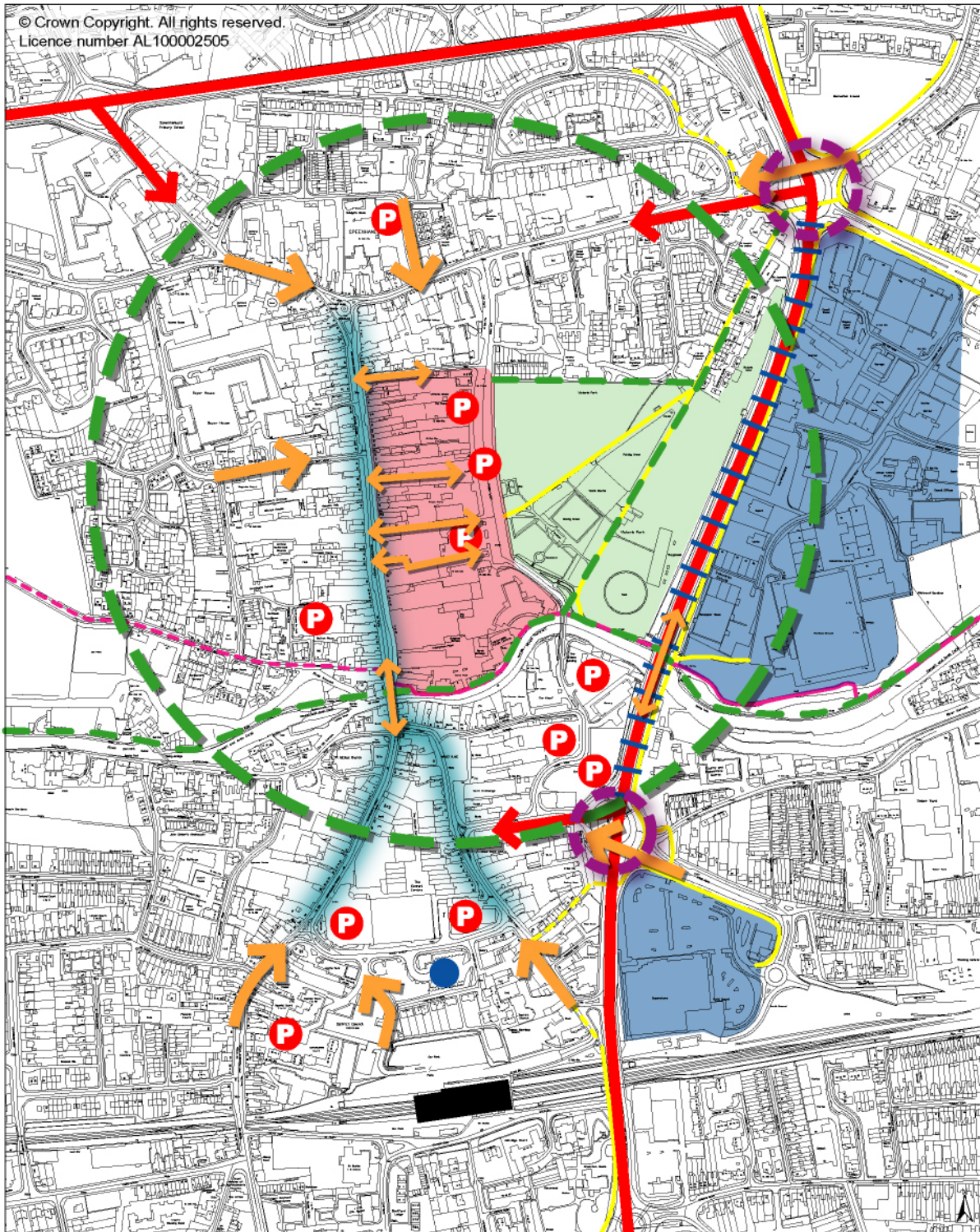


FIGURE 9
TRANSPORT ISSUES

KEY

- | | | | | | |
|---|---|---|--------------|---|--|
|  | Site |  | Major Roads |  | National Cycle Route 4 (using road) |
|  | Main Shopping Street |  | Severance |  | Signed Cycle Path (shared or adjacent to footpath) |
|  | Edge of Town Centre Retail/Industrial |  | Footpaths |  | Signed Cycle Route (using road) |
|  | Park |  | Key Links |  | Gateway |
|  | Car Park |  | Rail Station | | |
|  | 5 Minute Walking Time/
2 Minute Cycle Time |  | Bus Station | | |

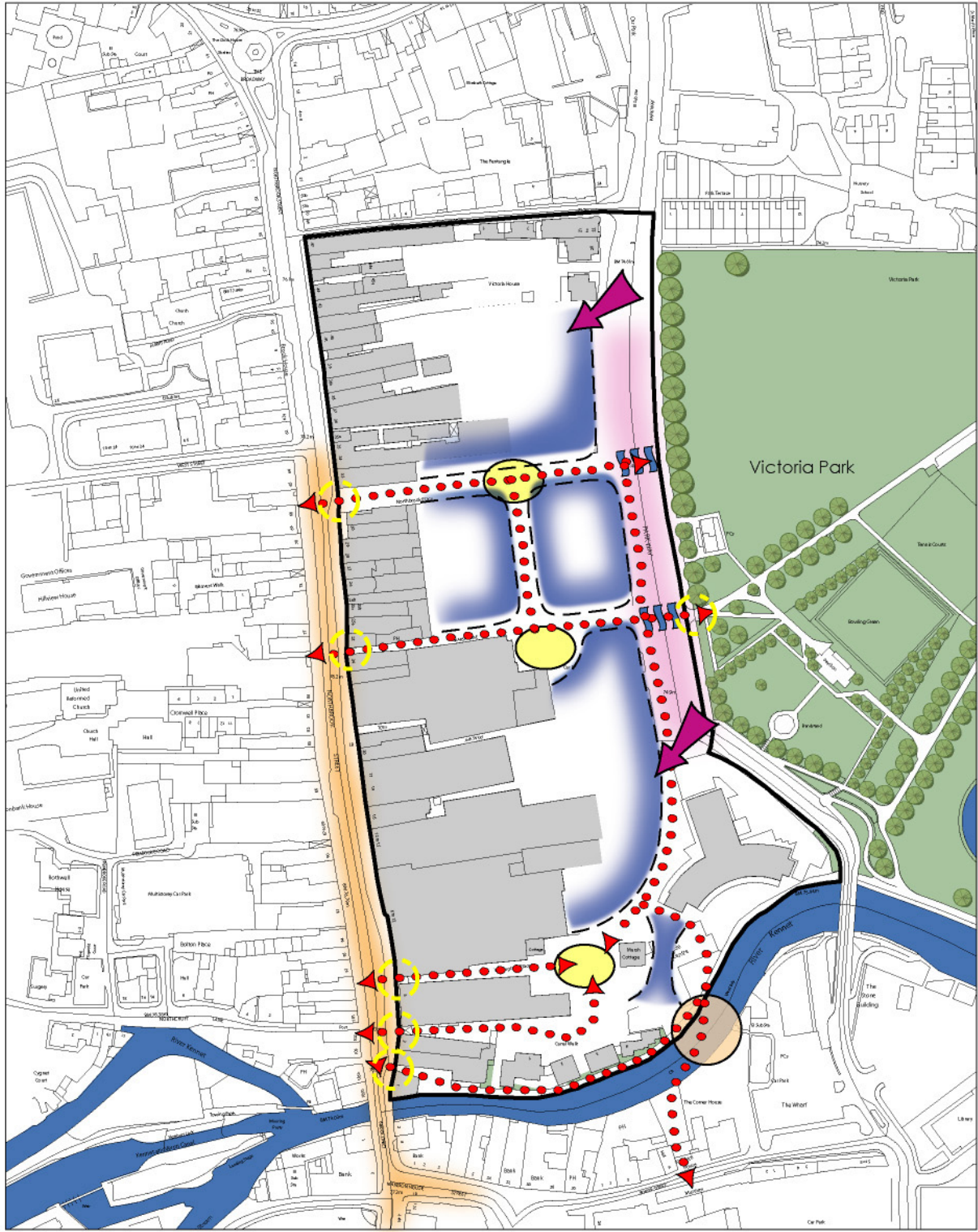


FIGURE 10
INDICATIVE CONCEPT

KEY

-  Site boundary
-  Existing buildings
-  Pedestrianised area 10.00am - 6.00pm
-  Street enhancements, new build to front of pavement
-  Potential Access to servicing & multi-storey car park
-  Pedestrian routes
-  Zone for potential bridge crossing
-  New public space
-  Proposed new Frontage
-  New building zone
-  Improved pedestrian crossings
-  Enhanced gateways/ entrances

PARK WAY PLANNING BRIEF

Client - West Berkshire Council
 Docket No. - 03061344
 Scale - 1:2500 at A4
 Date - 28/10/03
 Drawn by - H. Brookes
 Revision -



5. URBAN DESIGN ANALYSIS

Introduction

- 5.1 Urban design principles for the Park Way opportunity site have been developed in a pragmatic fashion, with equal regard afforded to issues of community safety, sense of place, scale and massing, along with economic and commercial deliverability.
- 5.2 True urban design is not about the consideration of aesthetic issues in isolation, but about the creation of a truly integrated, successful environment, with attention given to all aspects of the development process. Therefore, design principles should not be viewed as minimum standards, but as essential components of a scheme for the Park Way, to be worked up in consultation with the local authority and key stakeholders.
- 5.3 An urban design analysis has been carried out as part of this brief and is included as Appendix 4. Developers submitting planning applications for schemes within the Park Way site, however, will be required to prepare detailed landscape/townscape character analysis to include not only the site but also those areas which have a physical link with the site. They will also be required to develop a visual analysis to identify the impact of proposed development on existing key views and vistas.
- 5.4 The urban design principles included in this section aim to provide a framework for the detailed design development of proposals within the block bounded by Northbrook Street, Park Street, Park Way and the Kennet and Avon Canal. The guidelines seek to preserve the historic character of Northbrook Street whilst accommodating the development of a truly mixed-use quarter including retail, commercial, residential and community space.
- 5.5 Retail space should be designed to accommodate an anchor store (or stores) and a mix of shop units. This will help to meet the capacity for new quality comparison goods retailing in the town centre.
- 5.6 Parking space should be provided in unobtrusive structures buried within the block at upper levels and screened from view by built frontage containing other uses.
- 5.7 An essential aspect of Newbury's distinctive, historic character derives from the original burgage plots which have led to the development narrow lanes of courts flanked by small-scale buildings leading off the main thoroughfares. A number of such spaces, including Weaver's Walk, Cromwell Place and Bolton Place, are accessed via narrow openings or archways under buildings from the west side of Northbrook Street (Photo 5.1). The proposal should aim to replicate the scale and character of these spaces using contemporary buildings with active frontage along the existing routes leading off Northbrook Street to the east. These routes through the site will also provide pedestrian connections to Park Way and Victoria Park.
- 5.8 The Park Way site is largely undeveloped with surface car parking along much of its length (Photo 5.2). It should be designed to provide new, attractive façades with associated landscaping facing Victoria Park. Monolithic, homogeneous blocks should be avoided, although the facades should form a cohesive group and be of an appropriate scale to form a frontage onto the park.



Photo 5.1

5.10 The River Kennet is an under-exploited asset as existing buildings and the quality of routes and spaces currently fail to encourage public use (Photo 5.3). New proposals should therefore enhance the quality of public spaces adjacent to the river, encourage public access to the towpath and provide attractive and convenient links to the key attractions in the area including the library and Market Place.

5.11 The nature conservation importance of the river could also add significantly to the quality of the visitor experience and the reputation of the town. Consideration should therefore be given to the possibilities for improving the condition of the river habitat and the provision of interpretation.

Access and Movement

5.12 The broad principles of access to the Park Way site have been described in Section 4. This section provides additional, more detailed requirements for the access and movement strategy.

(i) Facilities for Cyclists

5.13 The Council has given specific commitment to make central areas more attractive and safe for cycling. This includes improved cycling routes and the provision of sufficient cycle parking facilities at key destinations, such as the Park Way.

5.14 There should be two elements to the cycle parking provision within the site:



Photo 5.2



Photo 5.3

5.9 The new Park Way frontage will also be visible from the A339. The development should therefore seek to convey the distinctive character of Newbury, and the amenities on offer in this quarter of the town, to those approaching by road.

- Secure and dedicated cycle stores for the residential units and for use by employees of commercial units.
- Cycle stands for public use located in safe, convenient and prominent locations within the site.

5.15 A justification for the proposed levels of cycle parking should be submitted to the Council for discussion and agreement.

(ii) Car Parking

5.16 The Local Plan emphasises the need to place stricter controls on parking within the town centre. This includes both on and off-street parking to make the best use of land, and reduce the dominance of the car.

5.17 The total parking provision should meet the total existing provision on the site (both public and private, and including that currently provided on the Park Way) plus the additional parking requirement for the new areas of development. The level of car parking provision for new development should initially be defined based on the relevant Local Plan standards (see Section 3 and Appendix 1).

5.18 Developers must also recognise the importance of existing retail uses on Northbrook Street and ensure that car parking is linked to existing development. Developers should ensure that all new parking provision for commercial or retail development is made available for public use as shared provision at appropriate times. In this way it may be appropriate to reduce the total parking provision.

5.19 A detailed justification of the level of parking will need to be submitted for discussion and agreement with the Council. This must demonstrate that the provision is the optimum and appropriate level needed to support the viability of the development.

(iii) Servicing and Vehicular Access

5.20 Servicing access for both the new and existing units on the site, including those fronting onto Northbrook Street, should remain via Park Street and the Parkway.

5.21 Servicing facilities relating to existing units fronting Northbrook Street must be maintained. Any changes to the existing arrangement should be developed in consultation with the building owner, the building occupier and the Council.

5.22 Servicing facilities should be shared where possible to minimise the adverse visual impact of large service yards and service roads on the scheme.

5.23 Whilst it may be desirable for servicing access to use the pedestrian routes through the site, in order to reduce the impact of service yards on the scheme, the penetration of servicing vehicles into the site should be kept to a minimum. From vehicle access points, deliveries may need to be made to units on foot.

5.24 Proposals for the site should be accompanied by a Servicing Management Plan that demonstrates that proper servicing can be provided to both the new and existing units on the site. This should also show that conflicts between the service vehicles and

pedestrians and residential units have been minimised, in keeping with the principles of a Freight Quality Plan. This should include the consideration of the timing of deliveries.

(iv) Access for All

5.25 The developer must, in adherence with the Disability Discrimination Act (1995), make buildings accessible for people with disabilities. This concept should be extended to cover the external areas within the scheme. The proposals should also include provision to extend the existing ‘Shopmobility’ scheme that operates in the town centre and provides the mobility impaired with the means to move around the shopping centre more freely.

(v) Transport Assessment

5.26 It will be necessary to ensure that traffic generation associated with new development on the Park Way site does not exceed the available capacity of the local highway network and that the proposals for the site are in accordance with the Council’s policies for sustainable transport. It is likely that a full Transport Assessment will be required to support any planning application for new development on the site.

5.27 The scope of the Transport Assessment should be discussed and agreed with the Council prior to submission with the planning application. As a minimum, however, it is expected that the Assessment will consider the following issues:

- Description of the access proposals for the site for all modes of transport. This will include improvements to pedestrian and cycle links, and public transport facilities, and a justification that vehicular access points meet the urban design requirements of the brief.
- Prediction of the likely traffic impacts of new development on the highway network and an assessment of how this might be mitigated through upgrading works.
- Description and justification of the location and level of car (including disabled), cycle and motorcycle parking.
- Description of the Servicing Management Plan.
- Description of any other proposals associated with development of the site, such as an extension to the Shopmobility scheme currently operating in the town centre.

(vi) Travel Plans

5.28 A Travel Plan should be submitted with the planning application for any proposal for new development on the Park Way site that exceeds the thresholds set out in ‘*Planning Policy Guidance Note 13: Transport*’. The format and contents of the Travel Plan should be discussed and agreed with the Council prior to submission.

Character Area Guidance

5.29 The site has been divided into five distinctive but interconnected character areas (see by Figure 11 at the end of this section). Guidelines for the scale, massing, forms and appropriate uses for all development/buildings within each area are set out below:

(i) Northbrook Street

5.30 Northbrook Street is a historic thoroughfare now lined with buildings dating from the 16th to the twentieth centuries. One of the key buildings along the street is a surviving part of Jack of Newbury's house – a timber framed property dating from the early 16th century. Design proposals will be required to maintain the integrity of the historic frontage. There should be no demolition of listed buildings and existing structures that make a positive contribution to the integrity of the historic space should be retained and refurbished where feasible. New buildings should be between two and three storeys tall with facades incorporating a palate of materials similar to that found on the historic building facades.

5.31 Entrances to existing routes between Northbrook Street and Park Way, including the towpath, should be enhanced and remodelled with active frontages to encourage pedestrian usage. The detailed design of entrances to lanes should signpost uses in an imaginative manner.

5.32 The backs of many properties fronting Northbrook Street are an unattractive series of additions large bulky forms. Proposals for development of adjacent plots should aim to mask these from

public view or remove them by redevelopment by providing new active frontage to the public routes.

(ii) Lanes and Courts

5.33 Lanes and courts are an important feature of historic burgage plot development. There is a strong local precedent for lanes accessed off the main shopping street that open out into small courtyard spaces flanked by narrow fronted, mixed-use, buildings of two to three storeys. Examples are Weavers Walk, Cromwell Place and Bolton Place to the west of Northbrook Street. New development along the lanes linking Northbrook Street with Park Way and the towpath should seek to reflect the scale and character of these spaces without trying to copy exactly the style of building but in an inflated form.

5.34 In order to provide adequate parking, whilst maximising the potential of ground floor space for retail and commercial uses, it may be necessary to incorporate parking space on upper levels within the site. However, the parking structures should be buried within the block and avoid a dominant presence on facades that enclose public spaces.

5.35 A glazed arcade or similar device may be useful to mask the height of parking structures or residential buildings when viewed from the lanes or courts. (Photo 5.4) However the fronts of buildings below the glazed area should be designed as exterior facades and not a mall style units. The glazed arcade device, if incorporated, should not extend over the entire length of the lane or court but should be restricted to sections of 50 metres maximum.



Photo 5.4



Photo 5.5

- Caroline Place** – The most northerly lane leads into a car park and to Victoria house. This lane has an old entrance that faces a church and provides a particularly attractive view as one emerges onto Northbrook Street (see Photo 5.5). Proposals should aim to develop frontage to the lane with appropriate business and residential uses. A small courtyard, possibly providing a secondary access to a major anchor store may be appropriate.
- Northbrook Place** – Northbrook place is currently accessed from Northbrook Street via an archway below a modern building (30 Northbrook Street). The route leads to a car park, but offers the potential for access to a site suitable for a major space user that would act as a northerly anchor to the retail area. Enhancement of the entrance to the lane from Northbrook Street is crucial in order to signify the presence of the retail provision behind. The best opportunity to provide this appears to be by demolition of the adjacent building (32 – 32A Northbrook Street) and replacement with a new building incorporating a wider and taller entrance flanked by retail space and incorporating appropriate projecting signage. The route leads directly to the park and the view of the park from Northbrook Street should be maintained. Small scale retail unit frontage should line the length of the route. A major anchor store in this location should also be designed to reflect this pattern using a rhythm and scale to the shop windows in order to reinforce the distinctive Newbury scale and character.
- Marsh Lane** – Marsh Lane is accessed from Northbrook Street via an opening between two listed buildings and flanked on the north side by a historic pub (see Photo 5.6). This route leads directly to the park entrance and consequently is the most significant public route through the block. The approach to development, as at Northbrook Street, should be to line the route with small scale retail frontage. Marks and Spencer should be encouraged to open up the flank wall, at least at ground level, to create additional boutique-style shop frontage. Due to the significance of this route, plots created on the corners closest to Victoria Park also provide an opportunity for developing café space. A new connection between the midpoints of Marsh Lane and Northbrook Place would increase the viability of the shopping area by creating more pedestrian permeability and length of shop frontage. Medium-sized units would be most appropriately located furthest from Northbrook Street where they

would anchor the retail provision by drawing footfall past smaller units.

- **Waldegrave Place** – Access to this route between Northbrook Street and the towpath is currently blocked and the space adjacent to Northbrook Street is used as a flower stall. It is intended that development on Park Way will lead to this access being opened up, to create additional small-scale retail and commercial frontage at ground floor level in flanking buildings to improve passive surveillance of the route. Waldegrave Cottage is an attractive building that would also benefit from improvements to its context (see Photo 5.7). There is an opportunity to recreate a traditional court with new small scale buildings facing each other across the space and, the listed, Marsh Cottage providing a vista stop.
- **Canalwalk** – Canalwalk currently provides access to the towpath and to Waldegrave Place via an entrance under no 3 Northbrook Street. The route should be enhanced by removing the conflict between service areas and pedestrian movement.



Photo 5.6

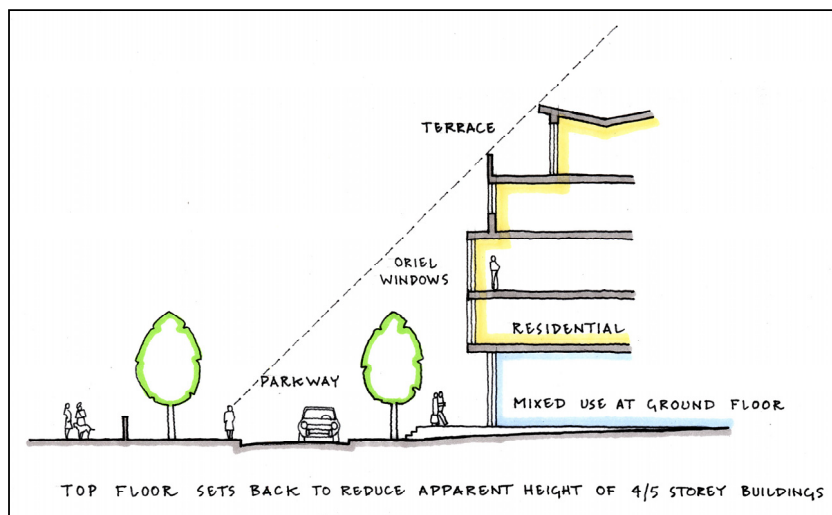


Photo 5.7

(iii) Park Frontage

- 5.36 New development along Park Way should provide frontage of four to five storeys facing Victoria Park with the top one or two storeys set back to reduce the apparent height of the block from street level.
- 5.37 Upper floors should be designed to accommodate residential apartments overlooking Victoria Park. Cafés and display windows to the anchor store should provide animation intermittently along Park Way at ground level. Lower floors should be predominantly residential.
- 5.38 Improvements to land drainage and possibly raised pavements along Park Way may be required to avoid problems with flooding that occurs in Victoria Park, the former marsh area. This is to be agreed with the relevant agencies.
- 5.39 Vehicular access points should be designed in such a way as to appear as unobtrusive elements in the overall composition of the facades.
- 5.40 The form of the new buildings should be contemporary in design but should reflect the proportions of the burgage plots by introducing a vertical rhythm that reflects typical plot widths of 6-10 metres. Windows should be grouped and given a vertical emphasis to provide the general impression of a series of individual narrow fronted buildings grouped together to form urban blocks rather than a 'big box'. Projecting elements such as bay and oriel windows, porches and balconies should be used to reinforce the vertical rhythm.

- 5.41 Roofs should be composed of a series of small elements to provide an attractive silhouette and roof level services such as vents, flues and air handling plant should be designed as an integral part of the roof form.



Indicative Section

(iv) Riverside

- 5.42 Design proposals for this area should aim to improve the public access to the river and accommodate the aspiration for a new pedestrian bridge providing a connection to the Market Place. The quality of public open space should be enhanced with new landscaping and enclosure with buildings of up to four storeys. The top floor of the buildings should be set back to reduce the apparent height of the building from street level.

- 5.43 New buildings should be laid out to define a route from Park Way to Waldergrave Place and the towpath. Formal landscaping, including new tree planting, should be incorporated to enhance this route and the setting of Marsh Cottage. A new route should be created between Marsh Cottage and Camp Hopson furniture store leading to the proposed pedestrian bridge connection to the Market Place.

- 5.44 As with Park Way frontage a vertical rhythm should be introduced in the articulation of the elevations that reflects the typical burgage plot width of 6-10 metres.

(v) Park Street

- 5.45 Park Street is a narrow through road that forms the northern boundary of the site and contains buildings of varying quality. The corner site no. 47 Northbrook Street has a substantial three-storey building facing the Northbrook Street, although the rear of the plot is occupied by a more utilitarian structure with garages at ground level (Photo 5.8 & 5.9).

- 5.46 Alterations to the existing buildings should aim to provide more accommodation overlooking the street and reduce the amount of parking visible from the public realm. Opportunities for providing an attractive entrance into the area known as Caroline Place should also be explored.



Photo 5.8



Photo 5.9

Materials

5.47 The following materials found on existing historic and contemporary buildings close to the site form the basis of the palette from which materials for new buildings should be selected. This will achieve a cohesive townscape with a distinctive sense of place. Consideration must be given to the longevity of the materials, and robust details to ensure long term quality of the proposals. The new buildings and hard landscape should be built to last.

- **Exterior Walls** – The following materials are found on historic buildings in the area: orange and grey facing brick (Photo 5.10 A); render (Photo 5.10 B); timber with render and brick infill (Photo 5.10 C); plain terracotta tiles (Photo 5.10 D); stone (Photo 5.10 E) and lead. Contemporary buildings have incorporated brickwork of a similar colour along with

timber cladding (Photo 5.10 F & G). New buildings should incorporate materials that reflect this range.

- **Roofs** – Plain tile (Photo 5.11 A) and slate roofs (Photo 5.11 B & C) are generally used on both traditional and contemporary buildings in the area. New buildings should incorporate these materials where appropriate to the form of the new roof. Metal roof coverings such as standing seam copper and natural finish zinc will also be permitted, providing it is appropriate within the overall design.
 - **Windows and Doors** - Windows should be double or triple glazed with frames of timber or metal. uPVC windows moulded or pressed uPVC doors and fibreglass porches will not be acceptable. Shop fronts should reflect the Council's Supplementary Planning Guidance 'Shopfronts & Signs' (July 2003).
 - **Carriageways and footways** – Bartholomew Street has recently been resurfaced with a variety of materials including tarmac and block pavements for carriageways and paving slabs with block pavements for footways. Granite flush kerbs have been used to improve accessibility for pedestrians, wheelchair users and pushchairs/buggies. (Photo 5.11 D & E). Within the lanes and courts and along pedestrian routes leading to the towpath a variety of paving types and textures should be used to emphasise the pedestrian nature of these spaces. Different modules of paving slabs and blocks rather than contrasting bands and areas of colour should be used for definition where required. (Photo 5.11 F & G).
- 5.48 These materials should be used in Park Way to define pedestrian crossing points that align with the lanes and encourage pedestrian access to Victoria Park.



Signage, lighting and street furniture

- 5.49 Traditional style street furniture and signage has recently been installed in Bartholomew Street (Photo 5.12). This style of lighting also extends into the existing lanes (Photo 5.10). A more contemporary style of lamp standards and street furniture has been used on Parkway around the new Camp Hopson building (Photo 5.12). This style may be more appropriate to the contemporary elevations proposed on Park Way.
- 5.50 Lighting can also provide exciting opportunities to create a vibrant town at night and on winter evenings and should be conceived as part of the architectural and landscape design. More detailed discussions will need to be held with the local authority on this matter.



Photo 5.12

- 5.51 In order to build on these recent investments and in the interests of cohesiveness, the style of street furniture and lamp standards should also be agreed in consultation with the council and respond to the prevailing character.
- 5.52 In order to minimise light pollution and to maximise energy efficiency, lighting should be provided using a mixture of overhead street lights, lights mounted on buildings, bollards, feature lighting including pavement LED's lighting to illuminate building facades and shop windows. Lighting should be low energy and focussed to ensure maximum efficiency. As far as possible all external lighting should be of the 'full cut-off lens downlighter' type.

Public Art Strategy

- 5.53 Any major development within the site area should incorporate public art that supports the overall design concept. Thought should also be given to public art being incorporated into building design as part of public frontages and integrated into the townscape. Artists should be selected and engaged at an early stage in order that an integrated approach to art installation can be developed and a budget of the construction costs should be set aside for this purpose.
- 5.54 The scheme would particularly benefit from installations that relate to the historic development of the town and encourage pedestrian movement through the site. Opportunities may include, but need not be restricted to, trail markers, fibre optic paving, water features, banners, relief friezes, holograms and pieces incorporating the written word.

Sustainability

(i) Land Use and Form

- 5.55 The proposal should seek to provide an efficient layout in order to make best use of this important brown field site. This should be achieved by designing buildings in compact form, minimising the ground area devoted to vehicular movement and storage, and providing residential and commercial space at upper levels.

(ii) Movement and Transport

- 5.56 Priority should be given to measures that promote the accessibility of the neighbourhood and town-wide amenities by public transport, bicycle and foot whilst acknowledging the need for vehicular traffic to support commercial, residential and retail uses in the neighbourhood. Secure cycle storage should be provided for residents and cycle hoops or racks located in well-overlooked spaces should be integrated into the public spaces. Creating a pedestrian environment that encourages movement through the site is a vital element in the sustainability strategy and is also essential for the viability of the shopping area.

(iii) Construction

- 5.57 Construction methods and materials should be selected with a view to minimising damage to the environment and disruption to local people. Materials should be sourced locally where possible in order to minimise the pollution caused by transport. Construction waste should be minimised through careful planning and site management and salvaged and recycled materials should

be considered. Materials involving a high level of embodied energy in manufacture should be kept to a minimum.

- 5.58 Timber should be sourced from forests certified as sustainable by the Forest Stewardship Council. The use of non renewable resources and products with a detrimental affect on air quality should be avoided.
- 5.59 Particular care should be taken in the selection and application of paints, sealants, preservatives, glues and plastics as these products frequently contain toxic materials that can be released into the environment causing pollution. A preference should be given to materials that can be re-used at the end of the building's life. Re-use is preferable to recycling which in turn is better than incineration or landfill.

(iv) Energy Conservation

- 5.60 The efficient use of energy lies at the heart of sustainability and many of the principles described in previous sections relating to selection of materials and transport will be beneficial.
- 5.61 Renewable sources of energy should be used and the building design should aim to reduce the overall energy requirements for heating and cooling and maintaining the buildings through selection of appropriate building forms, plant and materials.
- 5.62 Layouts should be designed to promote natural ventilation and incorporate appropriate levels of insulation. The residential and retail scheme should be evaluated using the British Research Establishment Assessment Method (BREEAM) and achieve a minimum rating of Excellent.

(v) Community and Safety

- 5.63 The development should aim to contribute to the maintenance of a mixed and balanced community in Newbury Town Centre with a mix of tenure types and good access to community facilities.
- 5.64 Proposals will be required to eliminate areas where people may feel vulnerable to crime and ensure that public spaces are well overlooked. Provision of residential accommodation overlooking Victoria Park and Park Way is essential to this.
- 5.65 Surfaces that are vulnerable to graffiti should be avoided as evidence of this type of activity often leads to a perception that the area is uncared for and poorly managed and therefore unsafe.
- 5.66 Consultation with the Police Architectural Liaison Officer (PAL) on the layout and detailed design proposals should be undertaken at an early stage in order to benefit from their knowledge of local crime issues. (*Contact: Mr. D. Stubbs PAL – 01635 265156 or 01635 31000 extn. 5156*)

Summary

- 5.67 The Park Way site offers a unique opportunity to realise the potential to increase and enhance Newbury town centre's retail and residential offer and environment. This is central to the policy aims and objectives of the Local Plan and the Newbury 2025 Vision. Buildings and open space of the highest quality will therefore be required, hence the attention to detail in this planning brief.

- 5.68 Proposals for the Park Way site will need to demonstrate compliance with the principles set out in this brief. Submitted designs that cover all or part of the site must show how issues of movement and permeability, building design, location of uses, public realm, material, massing and scale have been addressed. The application must also show how the local character of the town will be enhanced.
- 5.69 Designs are therefore welcomed which interpret the guidance in an imaginative and creative fashion. The Council will work actively with any applicant who wishes to deliver this significant opportunity for a vibrant retail and mixed-use development in the heart of the town centre.



FIGURE 11
CHARACTER AREAS

KEY

- | | |
|---------------------|--|
| ① Northbrook Street | ②e Canal Walk |
| ② Lanes/Courts | ③ Park Frontage |
| ②c Caroline Place | ④ Riverside |
| ②b Northbrook Place | ⑤ Park Street |
| ②c Marsh Lane | ⑥ Proposed Location of new pedestrian link |
| ②c Waldegrave Place | |

PARK WAY PLANNING BRIEF

Client - West Berkshire Council
 Docket No. - 03061344
 Scale - NTS
 Date - 10/12/03
 Drawn by - N. Quincey
 Revision -



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6. IMPLEMENTATION AND NEXT STEPS

Planning Benefits and Infrastructure Provision

6.1 West Berkshire Council will encourage early discussions (usually at the pre-application stage) with applicants regarding negotiation of planning gain issues. The Council will seek to have a draft Section 106 Agreement settled by the time the planning application reaches the Planning Committee.

6.2 The policy basis for seeking a legal agreement under Section 106 is set out in the Berkshire Structure Plan and the West Berkshire Local Plan (**Policy OVS.3** – see Section 3). In relation to this site, the Council is likely to seek contributions to support service, amenity and infrastructure provision which could include:

- Affordable housing.
- Community facilities, including community safety schemes.
- Provision of a new public square.
- Public art.
- Landscape enhancements.
- Streetscape enhancements.
- Improvements to Victoria Park.

- Transportation improvements.
- Employment / skills training provision

6.3 Please note that whilst contributions may be sought for the provision of public open space in relation to new residential development as part of the proposed Park Way scheme, this would not be sought on the Park Way site itself owing to the proximity to the Victoria Park public open space.

Planning Application Requirements

6.4 Since the site lies within a Conservation Area, planning applications should be submitted in detail to incorporate existing and proposed elevations, sections and floorplans and should also show the proposed building in relation to existing properties. Conservation Area consents will also be required for the demolition of buildings. Plans should indicate where new tree planting and landscaping is taking place, and should be accompanied by an environmental management plan. The sensitive nature of the site may also require work to be carried out in relation to archaeology.

6.5 There may also be a requirement for an Environmental Statement to be produced as part of any planning application. This will need to be prepared in the context of the requirements for major urban development projects as set out in the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

6.6 Given the complex nature of the site and the degree of information required, any applicant is advised to contact the Council at an

early stage in the evolution of their proposals with a view to arranging a meeting with the relevant Officers and the relevant consultees.

Phasing

- 6.7 The Park Way Planning Brief encompasses a significant area of land, in a variety of ownerships and interacting with different areas of the existing town centre. As such it is considered unlikely that a comprehensive scheme covering all of this area will be forthcoming.
- 6.8 Where development of parts of the site come forward in isolation, West Berkshire Council expect that careful consideration is given to the interface of the proposed development with the surrounding area and the ability for any scheme to allow further development to progress at later stages.
- 6.9 It is expected, however, that a mixed retail and residential development should form the first phase of development in the Park Way Opportunity Area. Any such scheme should include a significant amount of high quality comparison and fashion-orientated retail floorspace. A solely residential scheme on this site would therefore be resisted by the Council.

Funding and Delivery

- 6.10 West Berkshire Council District is committed to seeing significant development on the Park Way site and is therefore prepared to consider the inclusion of its land ownership as part of any scheme (subject to negotiation of appropriate price, scheme and contract).

- 6.11 In addition, if development is constrained by the multiple land ownership issues and the existing rights over the site, the Council intends to implement compulsory purchase procedures for site assembly to facilitate development and ensure implementation should it prove necessary.

Contact

- 6.12 The relevant contact at the Council:

Alban Henderson
West Berkshire District Council
Council Offices
Market Street
Newbury
Berkshire RG14 5LD

Email: ahenderson@westberks.gov.uk

APPENDIX 1 – POLICY ANALYSIS

APPENDIX 1

POLICY ANALYSIS

1. This Appendix provides an additional summary and explanation to the planning policy context, as outlined in Section 3 of this Brief, which must be considered in respect of any future development of the Park Way site.
2. The Brief has been prepared in the context of national planning policy guidance, the emerging Berkshire Structure Plan and the West Berkshire District Local Plan, which was adopted in June 2002.
3. In addition, brief reviews of Supplementary Planning Guidance (SPG), as prepared by West Berkshire District Council has also been carried out to guide future development of the site. The SPG's include:
 - *Communal Open Spaces for New Flats*
 - *Design and Sustainability – A Developer's Guide* (Draft June 2003)
 - *Shopfronts and Signs* (July 2003)
 - *Delivering Investment from Growth* (Draft: July 2003)
4. Additional policy statements which must be considered include:

- *Newbury 2025 – A Vision of Newbury Town Centre* (November 2003)
 - *West Berkshire Retail and Leisure Study* (July 2003)
 - *West Berkshire Local Transport Plan 2001/02 – 2005/06*
 - *Agenda 21 – Earth Summit*
 - *Cultural Strategy – Cultural; Services Supporting Vibrant Communities*
5. Design guidance is also relevant and need to be considered, including:
 - *Better Places to Live – By Design Guide*
 - *The Urban Design Compendium – Published by English Partnerships*
 - *Building in Context – New Developments in Historic Areas*

National Policy Guidance

6. National guidance is contained in Planning Policy Guidance Notes (PPG's) prepared on specific issues. The key issues to be noted are set out below.

(i) PPG 1, *General Policies and Principles* (February 1997)

7. PPG 1, reaffirms the key role of the planning system to enable the provision of homes and buildings, investment and jobs, in a way that is consistent with the principles of sustainable development. The guidance also encourages the efficient use of land, by re-using previously developed land and shaping patterns of development to minimise the need to travel.
8. The guidance states that within town centres, mixed-use development can help to create vitality and diversity and reduce the need to travel. It can be more sustainable than development consisting of a single use. PPG 1 states that Local Planning Authorities should include policies in their development plans to promote and retain mixed uses, particularly in town centre.

(ii) PPG 3, *Housing* (March 2000)

9. PPG 3 places an increased emphasis on sustainable residential development and making full and effective use of the previously developed land within existing urban areas. The guidance seeks to promote mixed-use developments and encourages local authorities to facilitate mixed use development by encouraging more housing, including affordable housing, in town centres by, for example converting space above shops and vacant commercial buildings.

(iii) PPG 6, *Town Centres and Retail Development* (June 1996)

10. PPG 6 seeks to safeguard town and city centres as the focus for new investment. The key considerations are the assessment of

quantitative and qualitative ‘need’ and the sequential test which requires town centre sites to be assessed before out-of centre sites are proposed.

11. The guidance states that the diversity of uses in town centres, and their accessibility to people living and working in the area, make an important contribution to their vitality and viability. Furthermore, the guidance states that local planning authorities should use their development plans to set out policies for mixed-use development in town centres by identifying suitable areas and by sites, and issuing Planning Briefs.
12. Interested parties will also need to familiarise themselves with the draft PPS6 recently published for consultation.

(iv) PPG 9, *Nature Conservation* (October 1994)

13. PPG 9, gives advice on how the Government’s policies for the conservation of our natural heritage are to be reflected in land use planning. It embodies the Government’s commitment to sustainable development and to conserving the diversity of our wildlife.
14. The guidance emphasises the importance of both designated sites and undesignated areas for nature conservation and on the treatment of nature conservation issues in development plans. The guidance also states development control criteria, particularly for Sites of Special Scientific Interest and sites with additional national and international designations.

(v) PPG 12, *Development Plans* (December 1999)

15. PPG 12, provides a strategic overview of the role and importance of development plans within the planning system. It outlines key issues on plan content and procedures. The guidance stresses the importance the government attaches to the need for plans to be prepared, and updated, more quickly and efficiently than has been the case in the past.
16. The guidance emphasises that the provision of infrastructure is important in all major new developments. The capacity of existing infrastructure and the need for additional facilities should be taken into account in the preparation of all development plans. Infrastructure includes services like education, health, transport facilities, water supply and sewers.

(vi) PPG 13, *Transport* (March 2001)

17. PPG 13 seeks to integrate planning and transport at national, regional, strategic and local level with the objectives to promote sustainable transport choices for jobs, shopping, leisure facilities and services and to discourage the use of the private car. The guidance also promotes a mix of uses in central locations, where one trip can serve several purposes, and encourages higher density development around transport nodes.

(vii) PPG 15, *Planning and the Historic Environment* (Sept 2001)

18. PPG 15 provides a full statement of Government policies for the identification and protection of historic buildings, conservation

areas and other elements of the historic environment. The Guidance also advocates early consultation with the local planning authority and English Heritage during the design of a proposed development.

(viii) PPG 16, *Archaeology and Planning* (Nov 1990)

19. PPG 16 sets out the guidance on archaeological remains on land, and how they should be preserved or recorded both in an urban setting and in the countryside. The guidance states that archaeological remains should be seen as a finite, and non-renewable resource, in many cases highly fragile and vulnerable to damage and destruction. Appropriate management is therefore essential to ensure that they survive in good condition. In particular, care must be taken to ensure that archaeological remains are not needlessly or thoughtlessly destroyed. They can contain irreplaceable information about the past and the potential for an increase in future knowledge. They are part of our sense of national identity and are valuable both for their own sake and for their role in education, leisure and tourism.

(ix) PPG 25, *Development and Flood Risk* (July 2001)

20. The guidance explains how flood risk should be considered at all stages of the planning and development process in order to reduce future damages to property and loss of life. It sets out the importance the Government attaches to the management and reduction of flood risk in the land-use planning process, to acting on a precautionary basis and to taking account of climate change.
21. The guidance states that the planning system should ensure that new development is safe and not exposed unnecessarily to flooding by

considering flood risk on a catchment-wide basis and where necessary, across administrative boundaries.

22. The guidance states that when local planning authorities receive planning application which they believe raises flooding issues appropriate internal consultation should be carried out in relation to their own flood defence responsibilities as well as with the Environment Agency.

Regional Planning Guidance

23. Regional Planning Guidance for Berkshire is provided by the South East Regional Guidance (RPG 9) and was adopted in August 2001.

24. The Guidance sets out Government Policy for the South East and provides the regional planning framework for the next fifteen years. The primary purposes of the guidance is to provide a regional framework for the preparation of local authority development plans.

25. The key development principles outlined in RPG9 that should govern the continuing development of the Region and include the following:

- i. Urban areas should become the main focus for development by making them more attractive, accessible and better able to attract investment.
- ii. The pattern of development should be less dispersed and more sustainable patterns of activity, allowing home, work, leisure, green spaces, cultural facilities and community services to be in closer proximity.

- iii. Greenfield development should take place only after other alternatives have been considered and should have regard to the full social, environmental and transport costs of locations.

- iv. Sufficient housing, and in particular affordable housing, should be provided for all who need to live and work in the Region, to encourage social inclusion and avoid pressure for housing in adjoining regions;

- v. The development of housing should be more sustainable, providing a better mix of sizes, types and tenures, having regard to the structure of households and people's ability to access homes and jobs.

- vi. Development should be located and designed to enable more sustainable use of the Region's natural resources, in supply of food, water, energy, minerals and timber, in the effective management of waste, the promotion of renewable energy sources and to assist in reducing pollution of air, land and water.

- vii. There should be continued protection and enhancement of the Region's biodiversity, internationally and nationally important nature conservation areas, and enhancement of its landscape and built and historic heritage.

- viii. Access to jobs, services, leisure and cultural facilities should be less dependent on longer distance movement and there should be increased ability to meet normal travel needs through safe walking, cycling and public transport with reduced reliance on the car.

- ix. Transport investment should support the spatial strategy, maintaining the existing network, enhancing access as part of more concentrated forms of development, overcoming bottlenecks and supporting higher capacity and less polluting modes of transport.
26. Policy H1 of RPG 9 states that during the period 2001 – 2016, provision should be made for an average of 39,000 net additional dwellings, per year in the rest of the South East. In Berkshire, the guidance suggests that the net additional per year should be 2,620.
27. In May 2003, the South East England Regional Assembly, issued the release of the Proposed Alterations to Regional Planning Guidance for the South East, relating to Energy Efficiency and Renewable Energy. The proposed alterations have been through an Examination in Public and the EiP Panel Report is expected to be published soon.
28. The objective of these alterations is to promote a more sustainable pattern of energy use and generation while ensuring that development does not harm the region's environment.
29. Policy EN2 of this Proposed Alteration to RPG9 states Development plans should encourage incorporation of high standards of energy efficiency in all development. The policy states that local authorities should use supplementary planning guidance to promote design for energy efficiency and renewable energy.
30. Such objectives can be achieved through design layout and orientation and use of energy efficient materials and technologies. This should be encouraged in all new developments.

Berkshire Structure Plan

31. The Berkshire Structure Plan was adopted in November 1995, with Alternations adopted in August 1997. The Plan is currently undergoing a review. It has been through its Examination in Public and the EiP Panel Report was published on 16th December 2003. The policies within the Berkshire Structure Plan 2001-2016, *Deposit Draft Incorporating Proposed Modifications* (March 2004) are therefore relevant.
32. The draft Structure Plan Vision has five general principles;
- The overall vision for Berkshire is one of sustainable development and the creation of diverse, sustainable urban and rural communities.
 - Berkshire will continue to play a major role in the national and international economy, resulting in an increasing level of prosperity among its population.
 - The area's affluence will be spread more widely within the community.
 - Berkshire's natural resources of water, air, land, minerals and energy will be carefully managed so as to ensure their availability to future generations.
 - The area will be home to scenic and architectural assets in town and country, and to a wide variety of species and habitats. These assets will be protected for future generations and for their own sake.

33. The Deposit Draft Structure Plan identifies that Newbury will:

“..... continue to develop as an important business centre while maintaining its role and character as an historic town with strong links to the surrounding rural areas. New residential development will continue to occur through redevelopment of sites within the built up area..... Accessibility to the national road and rail network will continue to ensure that the town is an ~~are~~ attractive location for existing and incoming businesses. There will be enhancements to public transport to create improving links between the towns’ business and residential areas.”.

(i) Development Principles

34. Draft Policy DP5 of the Plan deals with the quality of urban and suburban areas, stating that they should include a variety of land uses in close proximity. The draft Policy also states that these areas should be characterised by buildings of good design which are accessible to all members of the community.

(ii) Environment

35. Draft Policy EN4 states that historic features and areas of historic importance and their settings will be conserved and where appropriate enhanced. The Policy states that Councils will only allow development if it has no adverse impact on features or areas of historic importance.
36. Draft Policy **EN8**: Renewable Energy and Energy Conservation, requires all forms of development to maximize the opportunity to incorporate energy efficiency and energy conservation into their design, layout and orientation. It states that generation of energy

from renewable resources should be considered and implemented wherever feasible in development proposals provided that adverse impacts on landscape, biodiversity and local amenity are avoided and encourages development proposals for the generation of electricity and heat from renewable resources.

(iii) Housing

37. Draft Policy H1 of the Plan allows for the provision of the development of about 40,740 net additional dwellings between 1 April 2001 and 31 March 2016. Draft Policy H2 distributes this overall provision between the various authorities and breaks it up into phases. The table below sets out the requirement for West Berkshire for 9,080 new dwellings between 2001 – 2016.

District	2001-2006	2006-2011	2011-2016
West Berkshire	3,900	2,590	2,590

(iv) Employment

38. Draft Policy E1 states that the centres of the major towns, including Newbury, should be the principal locations for major office development.

(v) Shopping and Leisure

38. Berkshire's rapid growth and affluence has resulted in considerable growth in retail and leisure expenditure in recent years.
39. Draft Policy S1 states that the scale and nature of new retail and leisure development will be consistent with the role of the centre. The draft Policy states the following with regards to the function and scale and future needs of Newbury.
- *“Function and scale: Newbury serves the convenience and many of the comparison shopping needs of the Newbury and Thatcham built-up area along with its large rural hinterland. Newbury has recently been enhanced by pedestrianisation. There are threats to its higher-order retail functions from Reading and other major centres outside the County.*
 - *Future Needs: There is scope for retail and leisure growth in Newbury town centre as part of mixed-use development of a type that will serve to sustain and enhance the diversity of employment within the town. Such development will capitalise upon the market town character of the centre, expanding floorspace in order to enhance and build upon the quality and variety of the shopping and leisure facilities already available in the town centre.”*

West Berkshire District Local Plan

40. The Local Plan policy framework is contained within the adopted West Berkshire District Local Plan (June 2002).
41. The Park Way site falls within the Town Centre Commercial Area and the majority of Northbrook Street is designated as a Primary Shopping Frontage. (Policies **SHOP.1** and **ECON.5** are relevant). The site also has its own site-specific Policy – **SHOP.2** and **TRANS.1**. Conservation Area Policy **ENV.33** is also relevant. These policies, together with other relevant general policies, are summarised below.

(i) Shopping

42. Provision for future shopping is required to help meet the need and aspirations of the population whilst improving the environment of existing centres and maintaining their viability and vitality. The relevant policies are as follows:
- **Policy SHOP.1** states that the Council will refuse planning applications for the changes of use from Class A1, to other purposes within the Primary Shopping Frontages of Newbury, where it would result in a concentration of non-retail uses, which would be harmful to the vitality of the shopping centre.
 - **Policy SHOP.2** is specific to Park Way and the Wharf site. The Plan states it is the Council's intention to progress a retail scheme in Park Way, in order to enhance the attractiveness of the town centre. The Policy states that the Council will promote additional town centre shopping, together with leisure

and community facilities, housing development and car parking on land adjoining Park Way and The Wharf. It is stated that the development should be in accordance with the following criteria in that :

- It consolidates and improves the retail provision of the town centre.
 - It is of a scale, form, design and character compatible with the character and amenities of the town centre, including the Kennet and Avon Canal and will bring about significant improvements and townscape enhancement.
 - It protects and enhances pedestrian rights of way and improves the quality of the environment for pedestrians, particularly for the elderly, disabled or those with children and cyclists.
 - It rationalises access and circulation for vehicles, servicing arrangements and limiting on-street parking.
 - It provides for off-street car parking in accordance with Policy TRANS.1.
 - It provides for the implementation of a phased scheme, minimising the impact of redevelopment of the Town Centre.
 - It provides for the retention, enhancement and/or replacement of community facilities affected by the proposed development.
- It provides for an archaeological assessment of the site.
- **Policy SHOP.3** of the Plan states that within the retail and leisure areas shown on the inset maps the Council will, “.... normally refuse planning applications for the redevelopment/change of use of buildings to non-leisure/retail uses”.
- (ii) Economy**
43. Retaining existing jobs and creating new employment opportunities are principal priorities of the Local Plan. A healthy economy is reflected in the environment and vitality of the District and contributes to the quality of life of those who live and work in the area. The key policies of relevance to the potential redevelopment of Park Way are:
- **Policy ECON.5** states that the Council will permit proposals for business development within the ‘commercial areas’, including Newbury, provided :
 - It does not give rise to transport, parking or infrastructure problems.
 - It does not harm the physical or visual character of the area, the amenities of adjoining land uses especially residential uses or the relationship between existing development and the surrounding or adjoining landscape/open space areas.

- It does not unduly prejudice the prime shopping frontages (Policy SHOP 1).
 - It makes provision for a reasonable variety and scale of business development appropriate to the nature and character of the centre concerned.
 - The development does not give rise to pressures for housing development additional to the provision made in this Plan. Proposals for business development will also be expected to provide planning benefits appropriate to the scale and nature of the scheme as set out in Policies OVS.3 and ECON.4.
- Policy **ECON.4** states that the Council will seek improvements to the environment of West Berkshire's employment areas, where practical and related to development or redevelopment proposals.

(iii) Housing

44. The Local Plan makes provision for about 9,000 dwellings across West Berkshire between 1991 and 2006. The Council's main aims are:
- To make an adequate allocation of housing sites to accommodate these dwellings in a variety of locations.
 - To locate housing having due regard to the principles of sustainable development.

- To ensure the maximum level of affordable dwellings to meet the needs of the local population.
 - To ensure the creation of 'quality' housing schemes which maintain and enhance the character and appearance of the area in which they are to be located.
45. Policy **HSG.1**, identifies new housing developments are being appropriate within the identified boundaries of various settlements, Newbury being one of them.
46. The Council's housing strategy seeks to quantify the level of **affordable housing** need in West Berkshire and identifies ways in which this housing need can be met. Applicants for residential developments should consider the provision of at least 30% affordable housing within any development. This applies to housing developments of 15 or more dwellings or on sites of 0.5 hectares or more (see Policy HSG.9 of the West Berkshire Local Plan).

(iv) Environment

47. Designated Conservation Areas require care when considering proposals for new development. The Plan states that encouragement will be given to proposals which make a positive contribution to the enhancements of the character and appearance of the area.
48. The Parkway site falls within the Newbury Town Centre Conservation Area, therefore any future development will need to satisfy Policy **ENV.33**, which states that "*The Council will not permit development which would harm or prejudice the special character or appearance of a Conservation Area*".

49. The Kennet and Avon Canal forms the south boundary of the site and is designated in the Local Plan as a Site of Special Scientific Interest (SSSI). Policy **EN.9** of the Plan, therefore needs to be considered, as it looks at development proposals which affect nature conservation sites or interests.
50. Policy **ENV.14** is also relevant stating that the Council, in consultation and co-operation with the Environment Agency and British Waterways, will seek to protect and enhance all waterway corridors within West Berkshire as important open land by:
- (a) seeking the conservation of existing amenity features and wherever possible the restoration of natural elements within the corridors and associated margins; and
 - (b) seeking the provision of appropriate public access; and
 - (c) seeking protection and improved access for operational and maintenance purposes, including maintenance strips where practical; and
 - (d) resisting development which would have an adverse impact on nature conservation, fisheries, landscape, public access or water related recreation.
51. The Parkway site also comprises many Listed Buildings, therefore any future development will need to satisfy Policy **ENV.32**. This Policy states that the council will: “..... *only permit proposals affecting a listed building which preserve and enhance the character, historical or architectural integrity and setting of the building. Materials and design details should be used which complement the listed building and its setting. Proposals to extend a listed building will need to be of scale and massing which do not harm, in particular by competing with or overpowering the character or setting of the listed building*”.
52. Due to the site’s location in close proximity to the Victoria Park, Policy **ENV.31** will also need to be satisfied. The Policy states that the Council will not permit development settlements that would: “..... *result in significant harm to or the loss of important open space areas which have a special historic, wildlife, visual or amenity importance or afford views of, or from the surrounding countryside.*”
- (v) Archaeology**
53. Policy **ENV.39** deals with the provision of archaeological evaluation so that the archaeological significance of areas that do not presently enjoy statutory protection is not prejudiced.
54. Policy **ENV.40** states that developments affecting sites of archaeological significance should be designed to achieve the physical preservation in situ of archaeological deposits. Where this is not practicable or desirable, the Council will require provision to be made for an appropriate level of archaeological investigation prior to damage or destruction.
- (vi) Transport**
55. In line with the overall strategy of the Local Plan, the Council will direct development to the most sustainable locations and will reject poorly devised schemes, particularly those that do not include adequate measures to reduce the need to travel and encourage alternative modes.

56. Policy **TRANS.1** is relevant for new developments. The Policy states that the transportation needs of new development should be met through the provision of a range of facilities associated with different transport modes including public transport, walking cycling and parking provision. The level of parking provision will depend on the availability of alternative modes, having regard to the maximum standards adopted by West Berkshire Council. Standards below the maximum level may be applied in more accessible locations.
57. The Parking Standards currently set within the adopted Local Plan, are in line with PPG 13. The relevant standards are as follows:

Land Use	Maximum Provision
Food Retail A1	1 per 30 sq.m up to 1,000 sq.m 1 per 14 sq.m over 1,000 sq.m
Retail and Financial and Professional Services (except food retail) A1/A2	1 per 30 sq.m up to 1,000 sq.m* 1 per 20 sq.m over 1,000 sq.m * Newbury Town Centre Commercial Area 1 per 20 sq.m
Business B1	1 per 25 sq.m up to 2,500 sq.m 1 per 30sq.m above 2,500 sq.m
Dwellings C3	An averages of 1.5 spaces/dwelling across the District (or any higher figure that the government may recommend in the future)

(vii) Core Policy and Planning Benefits

58. The Council expects new development to improve the quality of the environment. Policy **OVS.2** applies to all development, irrespective of the proposed use. The Policy requires all developments to:
- Show a high standard of design including landscaping treatment which respects the character of the area.
 - Retain and protect important landscape and nature conservation features.
 - Retain important open space areas of recreational or amenity value.
 - Preserve or enhance the character and setting of listed buildings and conservation areas.
 - Preserve sites and setting of Scheduled Ancient Monuments or sites of special local archaeological significance.
 - Use material of quality appropriate to the development.
 - Comply with highway standards in respect of access, pedestrian movement including where appropriate links to adjoining land.
 - Safeguard public rights of way and the amenities of adjoining land uses and occupiers.

- Provide buildings and spaces with suitable access arrangement and facilities for use by people with disabilities.
59. The Local Plan states that planning obligations should only be sought where necessary to the grant of planning permission, relevant to planning and directly relevant to the proposed development. Policy **OVS.3** sets out examples of what items might be included within a Section 106 Agreement. These are repeated below, although interested parties should note that this is not necessarily an exhaustive list. Reference should also be made to the Council's draft SPG on developer contributions entitled '*Delivery Investment from Growth*':
- Affordable housing.
 - Landscaping.
 - Improved access for pedestrians, cyclists and people with disabilities.
 - Public transport facilities and services, public car parking and other highway improvements.
 - Green travel plans.
 - Implementation of measures enabling the use of sustainable transport modes, such as walking, cycling and public transport.
 - Space and facilities for recreation, community and medical facilities.

- Provision of re-cycling facilities.
- The repair of listed buildings and the preservation/enhancement of Conservation Areas and site of archaeological interest.
- The management of land and water areas for nature conservation purposes.
- Public art in appropriate locations.

Supplementary Planning Guidance (SPG)

Communal Open Space for New Flats (see also Section 3, paragraph 3.32).

60. The guidance states that all new development must respect the existing character of the area. It is suggested that there are two minimum standards, depending on the size of dwelling unit, and therefore relating to the size of the occupying household:
- For flats with 1 or 2 bedrooms, at least 25 squares metres of communal open spaces per flat.
 - For flats with 3 or more bedrooms, at least 40 square metres of communal open space per flat.
61. The guidance states that the standards may be relaxed in appropriate cases where the social or community benefits derived from the

scheme would be prejudiced by the application of full open space standards.

Design Sustainability – A Developers’ Guide (June 2003)

62. This draft guidance states that good design should be the aim of all those involved in the development process and should be encouraged everywhere. It can help promote sustainable development; improve the quality of the existing environment; attract business and investment; and reinforce civic pride and a sense of place. Good design also helps to secure continued public acceptance of necessary new development.

63. The purpose of the guide is to help developers seek to enhance environmental quality and sustainability through innovative solutions in both layout and building design. The guidance notes that landscape design should be considered as an integral part of the design process.

64. The key objectives and principles set out in this SPG cover:

- Character.
- Continuity and Enclosure.
- Quality of the Public Realm.
- Ease of Movement.
- Legibility.
- Diversity; and
- Adaptability.

65. The Council also encourages innovation and welcomes proposals that promote quality in design.

Shopfronts and Signs (July 2003)

66. The aim of the guidance is to make a positive contribution to the character of West Berkshire’s town and villages. The guidance emphasises the traditional elements of shopfronts, which are of particular importance to historic areas. It is recognised through the guidance that although this applies throughout West Berkshire, it is especially important in conservation areas and where listed buildings are affected.

67. The SPG stresses that wherever historic shopfronts of merit survive, they should be retained, renovated and restored.

Additional Policy For Consideration

(i) Newbury 2025 – A Vision for Newbury Town Centre

68. Newbury 2025 (September 2003) sets out the long term aspirations for the Town Centre. The Vision covers the period 2003 – 2025 and focuses on meeting the needs and aspirations of current generations but also works towards creating the sort of environment that future generations will want to live and work in.

69. One of the key elements of the Vision is the need for new retail and mixed use development in the town centre to help ‘claw back’ shoppers and spend currently flowing out for the District, as well as

to raise the relative status and attractions of the town centre as a place to live, work, shop and visit.

70. The Park Way site is identified as the key opportunity to lead the renaissance of Newbury Town Centre.

(ii) West Berkshire Retail and Leisure Study 2003

71. The *'West Berkshire Retail and Leisure Study 2003'* identified that Newbury town centre is at an important "crossroads" in terms of its future vitality and viability as a shopping and leisure destination, as there is a growing "leakage" of shoppers and spend to larger neighbouring centres in the region. Nevertheless, the study also identified the significant potential to increase and improve Newbury Town Centre's retail and leisure offer, and to build on the strength of the town's other unique attractions, including the racecourse and the Kennet and Avon Canal.

72. The study also identified the capacity for up to 18,000 sq. m gross of new high street retail floorspace up to 2016, with the potential for even more town centre space if the growth in 'bulky goods' retailing is also taken into account. The study also supports the concept of Quarters, as described in the Council's Newbury Vision 2025 document, and identifies the Park Way site as one of the key opportunities for unlocking the potential of the town centre to attract more shoppers and visitors.

(iii) West Berkshire Local Transport Plan 2001/02 – 2005/06

73. The Local Transport Plan sets out an integrated strategy to improve access to local facilities, tackle road safety issues and promotes the environment and local economy. In particular, the strategy focuses

on the need to develop the role of alternative, more sustainable modes of transport to the single occupier motor car.

74. The key elements of the strategy with reference to new development of town centre sites are as follows:

- Promoting walking, cycling and the use of public transport through the design of new development.
- Managing the quantity of car parking provision for new development through the adoption of maximum parking standards.
- Requesting Travel Plans as part of the S106 Agreement for new development.
- To encourage the adoption of sustainable practices for servicing and distribution of goods.

(iii) Agenda 21 – Earth Summit

75. Agenda 21 is a comprehensive plan of action to be taken globally, nationally and locally by organizations of the United States System, Governments and Major Groups in every area in which human behaviour impacts on the environment. The main issue is linked to sustainable development, and seeks to ensure that what we do today can continue to be done well into the future without harming other people, or the natural environment. This now forms an integral part of all planning policy and guidance. Therefore any proposed development will need to be sustainable.

(iv) Cultural Strategy – Cultural Services Supporting Vibrant Communities

76. West Berkshire has produced a Draft Cultural Strategy to provide clear priorities for 2003-2004, and to provide action plans for review by the community. The cultural priorities have been identified as:

- To achieve greater social inclusion.
- To contribute to increased achievement and personal development through participation in cultural activities.
- To increase awareness of our local resources and their value and benefits to all.
- Contribute to the community recognition of the importance of cultural services.
- Contribute to raising the regional profile of West Berkshire and its unique and innovative cultural benefits.

Design Guidance

77. Recent Government focus on promoting good design has given rise to substantial advice on ‘best practice’ in the form of guides, manuals and handbooks. The following publications provide useful reference:

- **Better Places to Live – By Design Guide** (September 2001) published for the Department of Transport, Local Government and the Regions and CABE. Following on from *By Design - A Guide to Better Urban Design*, it draws together the principles of good urban design as they relate to the residential environment to help move the practice of good design forward. It focuses on the attributes that underpin successful residential environments in order to provide guidance on implementing the new approach to planning for housing, as set out in Planning Policy Guidance Note 3 (PPG3).
- **The Urban Design Compendium** (August 2000) was published by English Partnerships in partnership with the Housing Corporation and examines the factors that make neighbourhoods stimulating and active places in which residents feel comfortable and safe. It provides advice to developers, funding agencies and partners on the achievement and assessment of quality urban design for the development and regeneration of urban areas. It is designed to provide a source of best practice to all those involved in the regeneration and development industries.
- **Building in Context – New developments in historic areas** (January 2002) was commissioned by English Partnerships and CABE to ensure a high standard of design for developments in historically sensitive areas. The document draws on a series of case study examples to illustrate best practice in terms of design, planning and development.

APPENDIX 2 – HISTORY AND BACKGROUND

APPENDIX 2

HISTORY AND BACKGROUND

1. Newbury was an important cloth town in Berkshire, and has prospered and grown due to its proximity to the Bath –London Road and the Kennet and Avon Canal. The town has a north-south street that forms an important spine, running south from the Bath Road and crossing the east-west flowing Kennet and Avon Canal.
2. The character of Newbury is of a brick town. This reflects the underlying geology of Berkshire which has an abundance of clay and very little stone suitable for building. On the Parkway site there is one significant stone frontage of the eighteenth century, at number 42 Northbrook Street. The stone has been brought from a distance and used for decorative, classical effect.
3. The underlying layers of the site are peat and alluvium beds relating to the river. The land was a marsh, and is still prone to flooding in Victoria Park. The Park Way is on the line of a stream that ran to the Kennet and Avon Canal and was used by the properties on Northbrook Street. There is potential for archaeological remains within the alluvial deposits from the former stream.
4. The origins of human activity on the site are at least Mesolithic in origin, with Medieval and post medieval activity. The archaeological remains are believed to be substantially preserved to the east side of the site under made up land of around a meter depth. This probably covers medieval remains and provides a platform for post-medieval construction, particularly in the 19th century.
5. In the medieval period, burgage plots were laid out which would have had medieval houses fronting Northbrook Street and small scale industries, possibly cloth working being carried out in the rear, utilising the stream which ran along the back of the properties.
6. In the sixteenth century Newbury's successful wool trade was of national importance. The life and riches of John Smallwood, also know as John of Winchcombe and Jack of Newbury are famous. He was a prosperous clothier who lived around 1520. His house is still reputedly located on the corner of Northbrook Street and Marsh Lane in the centre of the Park Way site. He is said to have had two hundred looms and seven hundred people working for him. Jack's house is of great significance. His dyeing and weaving works were behind the house.
7. Newbury continued to prosper locally through the seventeenth and eighteenth centuries due to the proximity with the Bath to London Road. One late seventeenth century building survives within 6-12 Northbrook Street. The legacy of eighteenth century prosperity contributes to the overriding character of Northbrook Street, which contains the finest collection of eighteenth century houses in Newbury.
8. It appears from map evidence between 1768 (figure A1) and 1839 (figure A2) that there was an explosion of buildings built on the rear of the burgage plots including a brewery, malthouse and numerous cottages. Vestiges of these buildings and the former layout of routes and lanes remain (figure A3). However, the interest and setting to

the rear of the buildings on Northbrook Street has been blighted by inappropriate additions and car parking.

9. In the early nineteenth century the Kennet and Avon canal was providing a navigable route from Bristol to the Thames and London. The canal use declined following the opening of the railway in 1841. The river with its towpath remains a valuable historic amenity which was restored by Kennet and Avon Canal Trust 1990. Further funding has been secured for the improvement and repair to conserve and enrich this heritage asset that forms the southern boundary of the site.

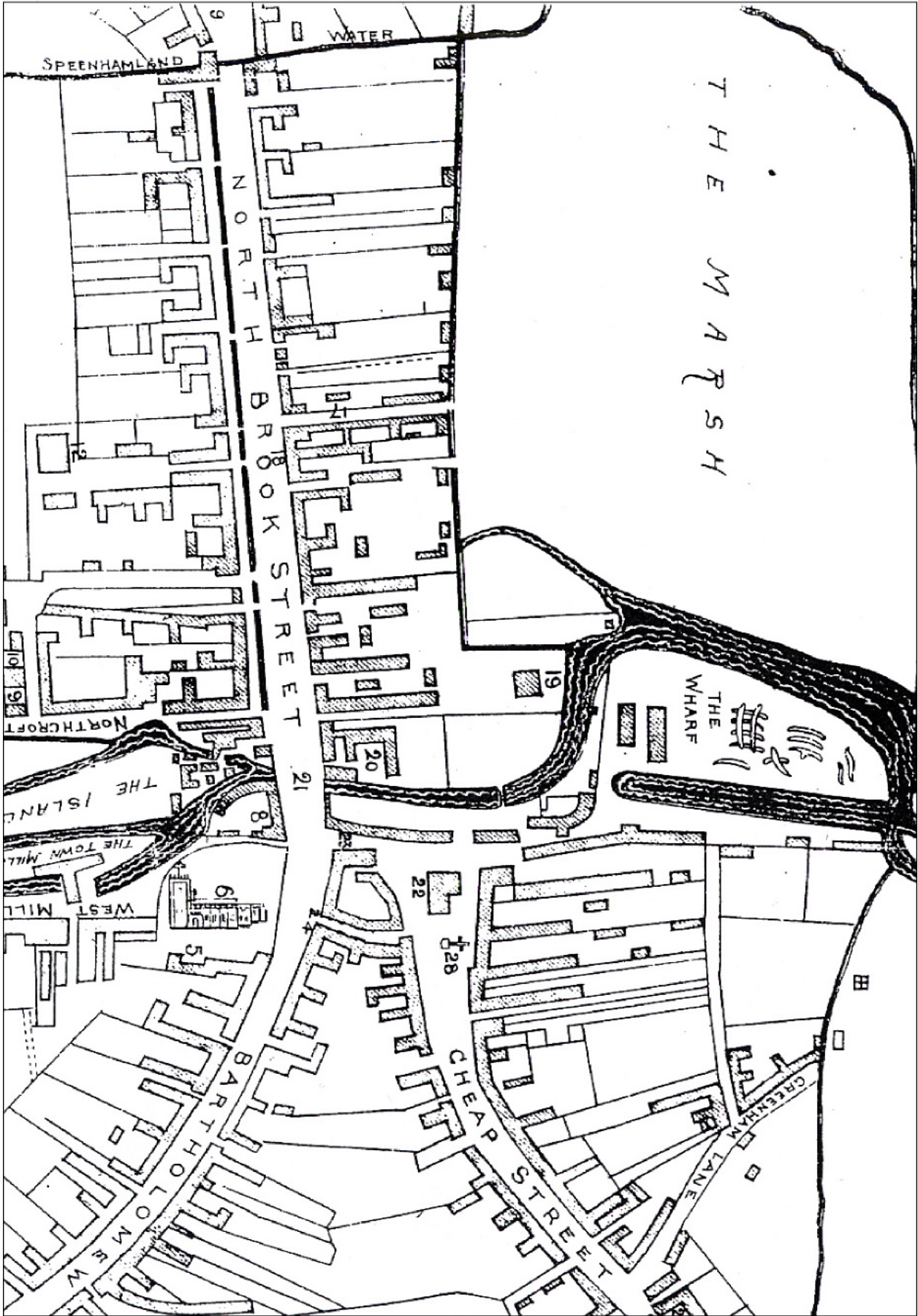


FIGURE A1 - 1768 Plan

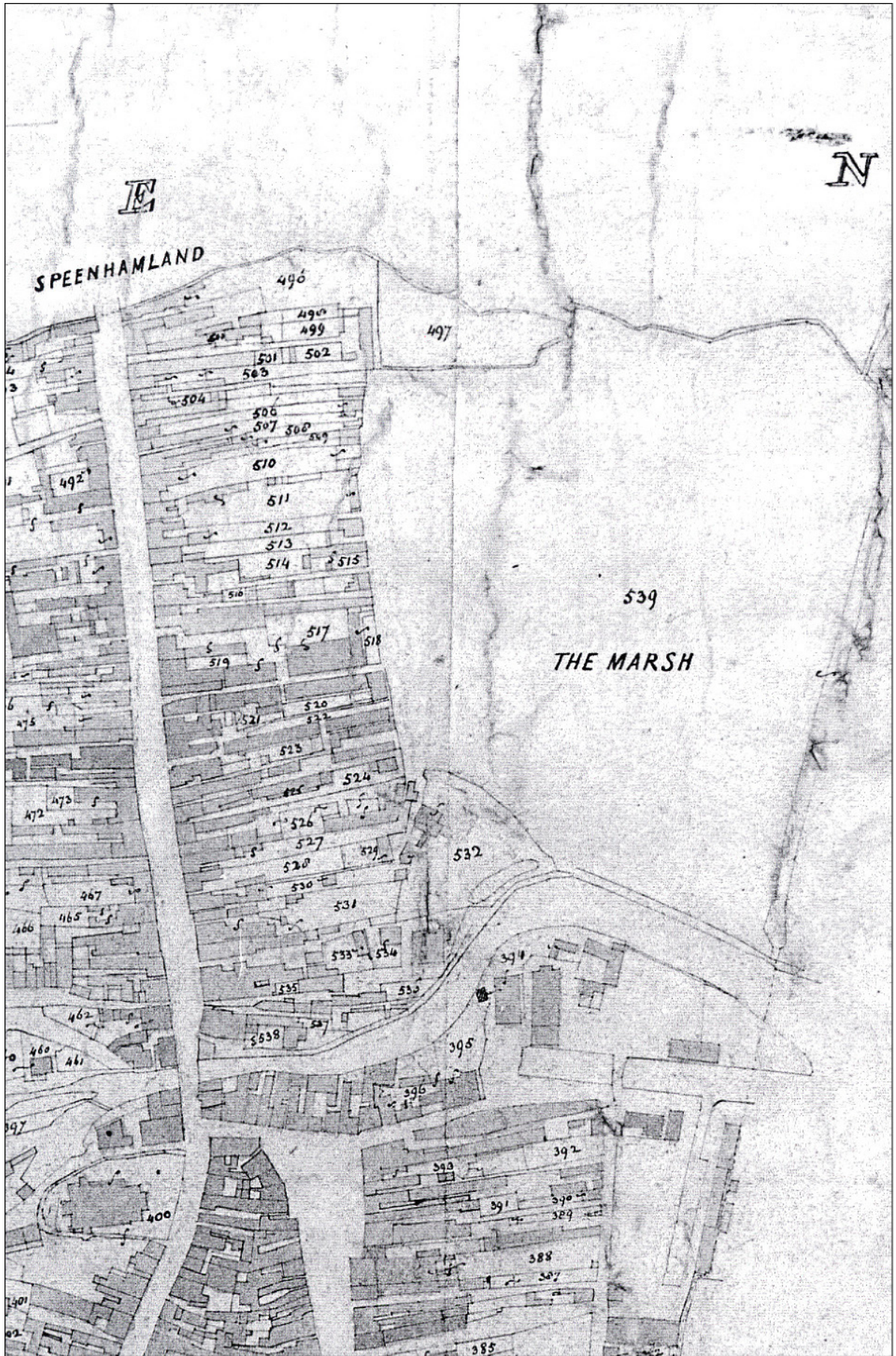


FIGURE A2 - 1839 Plan



FIGURE A3
HISTORICAL DEVELOPMENT

KEY

- Site Boundary
- 2003 Built Form
- 1911 Built Form

PARK WAY PLANNING BRIEF

Client - West Berkshire Council
 Docket No. - 03061344
 Scale - 1:2500 at A4
 Date - 28/10/03
 Drawn by - H. Brookes
 Revision -



APPENDIX 3 – SCHEDULE OF LISTED BUILDINGS

APPENDIX 3**SCHEDULE OF LISTED BUILDINGS**

Address	Site Reference	Grading	Comments
1 Northbrook Street	6/138	II	Late C18/early C19 (after 1791). Renovated 1979. Formed part of a bridge head development which included Nos. 2 and 4 Bridge Street and No. 104 Northbrook Street. Three storeys. Lower ground floor and central dormer. Three windows with splayed 1 window corner treatment. Hipped slate roof. Red brick. Cornice and blocking course. Gauged flat brick arched to recessed sash windows with glazing bars; 1 st floor windows in arched recesses. Cast Iron balcony at 1 st floor level. Modern shop front. Splayed bay incorporates former bridge shelter of 1769-72 as shop window (see Bridge). Betjeman and Piper suggest that No. 1 was the work of the distinguished local architect who designed Kimber's Almshouses, now demolished.
The Old St. Nicholas Rectory (part of Nos. 2 and 3 Northbrook Street)	6/139	II	Early C19 refronting of older building shown on the 1768 map as 'The Rector's House'. Two storeys. Double fronted with 3 windows. Hipped tile roof with 3 attic dormers. Brick. Gauged flat red brick arches to architraved sash windows with glazing bars (outer bays with sidelights). Wooden modified Tuscan doorcase; doorway with patterned fanlight. Interior with mid C18 dog-leg staircase with closed strings, mounded handrail, turned balusters and square newels. Reused C17 panelling and some rough C18 dado.
6 – 12 Northbrook Street (formerly listed as No. 7)	6/140	II	Circa 1790 terrace of 2 or 3 houses, now in one occupation. Rebuilt rear premises. Three storeys. Eight windows (1 st floor); 5 windows (2 nd floor). Multi-coloured stock brick. Moulded brick cornice. Rebuilt parapet. Plain band at 2 nd floor level. Gauged flat brick arches to slightly recessed sash window with exposed boxing and glazing bars. Modern shopfront. Lead rainwater head inscribed 1790. Included for group value of frontage.
6 – 12 Northbrook Street (formerly	6/141	II*	Circa 1669, altered; rebuilt at rear. Three storeys and attics. Projecting front

Address	Site Reference	Grading	Comments
listed as No. 8)			with 4 windows. Tiled roofs with 2 tile hung gables to street with bargeboards and pendants inscribed '1669'. Front of red brick rubbers with Doric and Ionic brick pilasters as pedestals between window bays of 1 st and 2 nd floors. Wooden modillion eaves cornice. Tow-light attic casements with glazing bars. Gauged flat red brick arches to slightly recessed sash windows with exposed boxing and glazing bars. Modern shopfront. A gabled staircase projection at the rear now enclosed in the shop and the window blocked. Interior with C17 staircase with moulded handrail and turned balusters; the top flight balustrade and upper balusters renewed in pine. Painted ceiling of staircase with moulded ribs, cherubs medallion and egg and tongue cornice.
6 – 12 Northbrook Street (formerly listed as No. 9)	6/142	II	Late C18, altered. Three storeys. Symmetrical 5 window front with pediment over central 3 bays. Tiled roof. Multi-coloured stock brick. Moulded eaves cornice and pediment. Gauged flat brick arches to recessed sash windows with glazing bars. Modern shop front. Rebuilt at rear.
23 Northbrook Street	6/143	II	Early C19 refronting of inn, formerly part of the Jack Hotel, demolished early C20. Three storeys. Two windows. Welsh slate roof. Stucco front with eaves cornice and plain band at 2 nd floor level. Recessed sash windows with keys and glazing bars. Modern shop front.
24 Northbrook Street	6/144	II*	Early C16, altered; known as 'Jack of Newbury's House'. Former part of a courtyard complex which covered the site of Nos. 22 and 23. North façade to Marsh Lane retains 2-storey gabled end of main west range and part of lower 2-storey north wing. West façade to Northbrook Street refronted early C19 to form unified fenestration with the rest of the Jack Hotel (see No. 23). Tile roofs with carved bargeboards. Timber framed with close studding. Tudor herringbone nogging to 1 st floor and gable. Panels of modern brick infill to ground floor. Gable with jetties to 1 st floor and attic with bracketed, moulded bresummers. Blocked window in attic gable. Five light oriel window to 1 st floor of gable with moulded mullions and transom, and bracketed sill. West front of stucco with 2 recessed sash windows with glazing bars and modern shopfront. North return with C19 windows and blocked earlier openings. West range of 2

Address	Site Reference	Grading	Comments
			bays with Queen post trusses, moulded tie beam and purlins; plain wind braces. Central chimney stack of Tudor brick. Stone fireplace (covered up) in 1 st floor front room. Ground floor with moulded ceiling beams. John Winchcombe (alias Smallwood), the famous 'Jack of Newbury' was an early C16 clothier who had a great weaving and dyeing works behind the house. Henry VII was entertained here by Winchcombe.
25 Northbrook Street and The Castle Public House	6/145	II	Late C18, altered, formerly the Brewer's House of the Satchell and Somerset Brewery (circa 1600-1870), later the Newbury Brewery (1892-1932). Two storeys. Two windows. Slate roof with brick gable stack. Multi-coloured stock brick with red brick dressings. Cornice and parapet. Gauged red brick arches to recessed sash windows. Modern shop front. Included for group value.
26 and 26A Northbrook Street	6/146	II	Early-mid C18 town house, originally freestanding (1768 map), style of James Clarke of Newbury (master builder); altered mid C19 and later. Two storeys and attic. Symmetrical 3 bay façade, fenestration 1:2:1. Hipped tiled roof. Red brick with pilasters between bays carrying entablature and parapet ramped up on central open-pedimented bay. Windows altered mid C19 with architraved sashes with ears and keys; round-arched attic window in pediment. Modern ground floor shopfront. Rear fenestration of No. 26 altered, with early C19 ground floor bow window. Early C19 (before 1849) range at rear of No. 26A. The building formed part of the Newbury Brewery in the late C19.
33, 33A and 34 Northbrook Street	6/147	II	Early C19 refronting of 2 older properties, now in 4 occupations. Three storeys. Four windows. Slate roof with moulded brick stacks. Red brick front. Parapet. Venetian windows with pilasters and glazing bars; pediments to 2 nd floor; round arches to 1 st floor. Modern shopfront.
35, 35A, 36 and 37 Northbrook Street	6/148	II	Early C19. One build, originally 3 properties now in 4 occupations. Three storeys. Six windows. Slate and tile roofs. Stucco fronts with cornices and blocking courses. Recessed sash windows with glazing bars and shallow pediments to 1 st floor windows. Modern shop fronts. Passage entrance between Nos. 35A and 36. Included for group value.

Address	Site Reference	Grading	Comments
38 Northbrook Street	6/149	II	Early C19. Three storeys. Two windows. Tile roof with moulded brick gable stack. Red Brick. Dentil eaves cornice. Gauged flat brick arches to recessed sash windows. Modern shopfront. Included for group value.
39A Northbrook Street	6/150	II	Formerly known as No. 39. Mid C18 house, altered. Three storeys and 2 dormers. Tile roof. Red brick with dentil eaves cornice. Flat-topped dormer sashes with glazing bars and tile cheeks. Flush framed sash windows with exposed boxing and glazing bars. Modern shop front.
42 Northbrook Street	6/151 & 4/151	II*	Circa 1724 (date and monogram in spandrels of Venetian 1 st floor window). Two storeys and central pedimented attic dormer. Symmetrical 3 bat front. Slate roof. Stucco rendering of brick with ashlar dressings. Composite Order pilasters between bays of 1 st floor carry modillioned entablature. Attic storey with central segmental pediment flanked by pilasters and panelled parapet. Central 1 st floor window of Venetian type with small Ionic pilasters and central light only, glazed. Flanking windows arched recesses, all with keystones carved with children's figures. Attic window in arched recess with plain keystone. Fenestration reglazed early C19 with sash windows with glazing bars. Crowning the front were formerly four figures representing the seasons. Rebuilt interior.
43 Northbrook Street	4/152	II	Early C19. Three storeys. Two windows. Hipped Welsh slate roof. Multi-coloured stock brick. Gauged flat brick arches to recessed sash windows with glazing bars; 1 st floor windows in arched recesses. Modern shop front.
44 Northbrook Street	4/153	II	Late C18. Two storeys and dormers. Slate roof. Stucco front with moulded eaves cornice. Flat-topped, sash dormer windows with glazing bars. Two light mullion and transom casement windows to 1 st floor. Modern shop front.
45 Northbrook Street	4/154	II	Early C19. Three storeys. Three windows. Slate roof with tall brick stacks. Painted brick front with exposed brick panel at 2 nd floor level. Recessed sash windows, some with glazing bars. Modern shop front. Included for group value.

Address	Site Reference	Grading	Comments
46 Northbrook Street	4/155	II	Early C19. Three storeys. Three windows. Hipped slate roof. Multi-coloured stock brick with dentil brick eaves cornice. Gauged flat red brick arches to recessed sash windows, some with glazing bars. Modern shop front.
49 Northbrook Street	4/156	II	Mid C19 (after 1849). Three storeys. Two windows with 3 window return. Hipped tile roof. Stucco front with plain bands at floor levels. Architraved sash windows. Modern shop window. House entrance on return with rectangular fanlight.
50a Northbrook Street	4/157	II	C17 range with wings and outbuildings at rear. Front remodelled mid C19. Old tile roof. Tall Brick multi-form stack with moulded cap. Timber framed with patterned tile-hung front and plain tile rear gables. Two storeys and dormers. Three windows. Hipped sash dormers with glazing bars. Central 1 st floor splayed bay window flanked by architraved sash windows. Modern shop front. At rear C18 and C19 sash and casement windows, some with glazing bars. North wing timber framed with rendered panels and mullioned weavers window to 1 st floor.
Marsh Cottage, Waldegrave Place	6/208	II	Early C19 villa. Two storeys. Double-fronted with 3 windows. Hipped Welsh slate roof with brick stacks. Grey brick with red brick dressings. Gauged flat red brick arches to recessed sash windows with glazing bars. Doorway with console-bracketed cornice, rectangular fanlight with margin lights and panelled door.

APPENDIX 4 – URBAN DESIGN ANALYSIS

APPENDIX 4:

URBAN DESIGN ANALYSIS

Built Form

1. The archaeological assessment suggests that Park Way was part of the layout of medieval burgage plots. These would have had medieval houses at the front along Northbrook Street with small-scale industries, possibly cloth working being carried out to the rear, utilising the stream that ran behind the properties. It appears from map evidence that between 1768 (Figure A1, Appendix 2) and 1839 (Figure A2, Appendix 2) there was an explosion of buildings built on the rear of the burgage plots. This may indicate that between these dates the site was drained and levelled in order that it was suitable to support this level of development.
2. This historic layout has left the Town Centre with a strong north/south linear street pattern of Northbrook Street and Bartholomew Street and a long legacy of under used back land space in the form of the Park Way area. It is interesting to note, however, that whilst Northbrook Street historically formed a continuous frontage, Park Way (formerly Marsh Road) was characterised by fragmented development in the form of a number of cottages, villas and workshops enclosing intricate courtyards. The 1878 plan (Figure A3, Appendix 2) shows a far greater ground coverage of development and more clearly defined networks of streets in the form of Northbrook Place, Marsh Lane, Marsh Street, Winchcombe Place and Waldegrave Place than is the case today.
3. Whilst Northbrook Street and Market Place remain as well defined streets, Park Way has a lack of coherence and containment. There are a small number of 17th and 18th Century out buildings which run to the rear of those premises fronting onto Northbrook Street but which present a disjointed appearance. Modern infill development has consisted of larger blocks including the Camp Hopson Furniture Store and a number of modern office blocks and have opened up the fabric of this part of the town reducing the characteristic containment of its built form.
4. The grain and block structure of new development must therefore seek to re-establish as far as possible the tight urban form with development blocks including internal spaces, alleys and courtyards. Opportunities should be sought through new development to re-define historic connections between Northbrook Street, Park Way and Victoria Park.

Scale and Massing

5. The existing buildings with frontage onto Northbrook Street are predominantly 2-3 storeys in height, rooflines are varied with pitched slate roofs, hipped tiled roofs, and flat Georgian roofs. Brick stacks, chimneys and attics also rise above the building line.
6. The varied roofline of Northbrook Street can be seen clearly from Park Way although many of the rear premises have been altered or rebuilt. In particular, Marks and Spencer dominates the area with its large rear blank brick façade and the air conditioning units rising above. At the southern end of the site Camp Hopson Furniture store also dominates the areas with its circular glass pinnacle. To the northern end of the site new office developments have been

established which are predominantly 4 storeys in height rising further at the corner of Park Street and Park Way. These new developments provide a sharp contrast to the other buildings in Park Way, many of which are remnants of workshops and industrial units and are very low at one and two storeys.

Views and Vistas

7. The urban design analysis of the Park Way area has included an assessment of existing and strategic local views. This analysis is summarised in the Views and Vistas Photograph Analysis below. In summary this shows:
 - The strategic view from the A339 Bridge towards Camp Hopson Furniture store and the Park Way beyond. At present this view reveals very little about the town centre and its offer and presents the opportunity for new development to create landmark buildings, which make a statement about Newbury.
 - The strategic view from the top end of Park Way standing in the forecourt of The Point office block to Camp Hopson Furniture store and the Postal Sorting Office and Telephone Exchange building towering above.
 - The strategic view looking from the entrance to Victoria Park to the rear façade of Marks and Spencer and the clock tower of the Town Hall.
 - The view from the new bridge towards Bartholomew Street north revealing the spires of St. Nicolas Church rising above the Waterside Centre.
8. The nature of the existing townscape and built form means that there are relatively few obvious local views and vistas within the Park Way area at present. Local views have been identified including:
 - The view from Newbury Bridge (Bridge Street) looking over the canal towards the side façade of the Cargo Furniture store and the Mid Georgian Old Rectory.
 - the view of the Town Hall clock tower from between the rear of the Cargo Furniture store and the Old Rectory;
 - the views into and out of the park, the view from the Camp Hopson Furniture Store car park to the bandstand in Victoria Park,
 - the glimpse of the 19th century Methodist Church from the passageway.
 - the important views from the Park Way through the small passageways into Northbrook Street at Marsh Lane, Northbrook Place and Park Street.
9. There are a number of ‘landmark’ buildings and structures which contribute, either positively, or in some cases, negatively to the townscape of the Park Way area. These include the Camp Hopson Furniture Store, the rear façade of Marks and Spencer and the office block at the corner of Park Street and Park Way.
10. The design and siting of new buildings should complement and, where possible, enhance existing views/vistas, skylines and landmarks.

11. Opportunities exist to create new landmark buildings in appropriate locations to emphasise locations of visual and spatial significance.
12. New views and vistas should also be created where possible to add to the quality and 'legibility' of the townscape in the Park Way area.

Access and Movement

Vehicular Movement

13. Park Way is well located for access by car and public transport. The Park Way car parking area is sign posted off the Robin Hood roundabout and can be accessed both from the east and the west via London Road. There is a temporary bus stop on the western side of Park Way and buses travel north and south over the traffic lighted bridge, vehicular traffic is only permitted to travel south over the bridge.
14. Park Way has parking along both sides and along the centre, there are also two Council owned pay and display car parks to the rear of Marks and Spencer and behind Thorntons and Swift Dry Cleaning. Camp Hopson has its own car park which serves both its Furniture Store and the back entrance of its Department Store. These car parks are fenced off when the stores close restricting access to the edge of the canal directly from Park Way during the evenings. The area also supports a number of service areas for those properties fronting onto Northbrook Street and a number of private car parks the largest of which supports some of the office uses immediately south of Park Street.

Pedestrian Movement

15. Park Way is a confusing and hostile environment for pedestrians. There is a conflict between pedestrians, vehicles parking, vehicles travelling through Park Way towards the bridge and into the Wharf area, service vehicles and buses.
16. There are a number of existing pedestrian routes between Park Way and Northbrook Street but they are poorly signposted, narrow and uninviting and create a perception of being unsafe. At the northern section of the site there is a very narrow route which passes between Clere Printing although very active during the day this area could become relatively threatening at night. Further south an arched entrance provides access between Thorntons and Swift Dry Cleaning (on Northbrook Street) into the Council owned car park. Jack Street runs along the southern edge of Marks and Spencer and has a sharp corner which does not allow for clear sight lines, lighting has however been added along this route and the side entrance to Tesco helps to break up the otherwise blank facades.
17. Marsh Lane is one of the key routes between Park Way and Northbrook Street running along the northern edge of Marks and Spencer with a direct visual link to the main gates of Victoria Park. The route is poorly lit, and attracts graffiti with blank facades on both sides. Marsh Lane is also very narrow which, is exacerbated by the parking of vehicles in the passageway. Historical mapping supports the importance of this route which served as a focus for the Brewery and Jack of Newbury's House (the remains of which are still present).
18. Victoria Park is also very poorly connected to the Park Way area and Northbrook Street beyond. There are no pedestrian crossing points

over Parkway and no clearly defined routes. Circulating traffic, the width of the road and parking vehicles also impedes pedestrian movement.

19. North-south movement between Parkway, the canalside, the Wharf and Market Place is also extremely difficult. The new vehicular bridge over the Kennet and Avon Canal does not permit easy pedestrian movement on its western side. Pedestrians are required to leave the canal walk, cross over Camp Hopson's car parking area, across the road and over to the eastern side of the bridge to gain access to the Wharf and Market Place. Or alternatively continue under the bridge and gain access to the bridge through the Park.
20. There is very little opportunity to break through into Park Way from canal walk, as there is an almost continuous frontage of buildings and railings which restrict access. The land at the rear of Camp Hopson department store has been identified as a site for possible future development as has the Waterside Youth Centre. Assuming the creation of a bridge link over the River Kennet, this would create a circular pedestrian route along Northbrook Street, through the new shopping development, and via the land to the rear of Camp Hopson back to Market Place.
21. The aim of new development should be to link the spaces and routes within the site to key movement networks and nodes (activity areas) including Northbrook Street, Market Place and the Wharf area. Movement networks should also be related to local desire lines.
22. Consideration should be given to at least one further pedestrian crossing of the Canal to permit a more circulatory pedestrian flow within the centre.
23. Wherever possible new development should front onto pedestrian routes and provide natural surveillance to contribute to the security and safety of pedestrian routes. Lights from shop windows can illuminate the streets and also help to create feelings of safety.

Public Realm

24. At present Park Way is deprived of any significant areas of green space or quality public realm. There are some areas of incremental green space between and around buildings but on the whole the area is harsh and exposed. The canal walk offers some respite from the harsh environment of the Park Way although the lack of active frontage onto the path does not encourage its use.
25. Throughout the town centre as a whole there are few areas to sit and 'enjoy' the town whether this is outside pubs, cafes and restaurants or public squares where people can congregate and meet. Cromwell Place a small courtyard running off the western side of Northbrook Street provides an attractive, enclosed environment for sitting, it is this type of environment which should be encouraged throughout the Park Way area.
26. Victoria Park is a valuable resource to the Town Centre as a whole and to Park Way in particular. It presents the opportunity to bring the Park into the Town Centre more effectively through enhanced routes, which could provide direct visual links from Northbrook Street. The creation of a well-defined active frontage onto Park Way would also provide natural surveillance onto the park encouraging its use.

27. There is a clear requirement for new development to promote new public open spaces along key routes and provide the opportunity for some spill-out space. Links to the Park are also important.

Conclusion

28. The urban design analysis of the Park Way area provides the foundation for the urban design principles outlined in Section 5. The character of the Park Way area derives from its industrial history and its relationship to Northbrook Street. Several elements in the townscape and streetscape reflect this historic legacy, including an early 16th century building, 'Jack of Newbury's House which housed a weaving and dyeing works, the late 18th century former Brewer's House and a number of remnants of 18th century cottages. In Northbrook Street elements of the historic street pattern remain strong, in contrast access to and across Park Way is currently poor compared to the historic situation, and Park Way itself (formerly Marsh Street) has largely lost its traditional character having been widened.
29. The Park Way is not particularly attractive, with its exposed service yards, surface car parking areas and fragmented built form. The challenge is to ensure that new development respects and enhances the environment of Northbrook Street, but also opens up public access to Victoria Park, which is the defining feature of the Park Way area.
30. The urban design principles in Section 5 seek to build upon this character and ensure that future development contributes to the regeneration of the area in a way which reflects the heritage.

PARK WAY PLANNING BRIEF : CONTEXT PLAN



Poor quality office and warehouse units along Park Lane



Tall office blocks at the corner of Park Lane/ Park Way



Marsh Lane - historical route through to Northbrook Street



Prominent rear facade of Marks & Spencer with car park



Offices with frontage onto the Kennel



The canalside walk with restricted access into the southern section of Park Way



Camp Hopson Furniture Centre and car park



LA Fitness - former cinema at the entrance to Park Way



Park Terrace overlooking the northern edge of Victoria Park



Incremental buildings along Park Way - old industrial units/ workshops



View north over Park Way with parking and bus shelter



Charles Hoile Solicitor - small section of frontage onto Park Way

PARK WAY PLANNING BRIEF : LISTED BUILDINGS



No. 36-37 (Argos)
Grade II listed three storey early 19th century building. Slate and tile roofs. Stucco fronts with cornices. Recessed sash windows. Modern shop fronts.



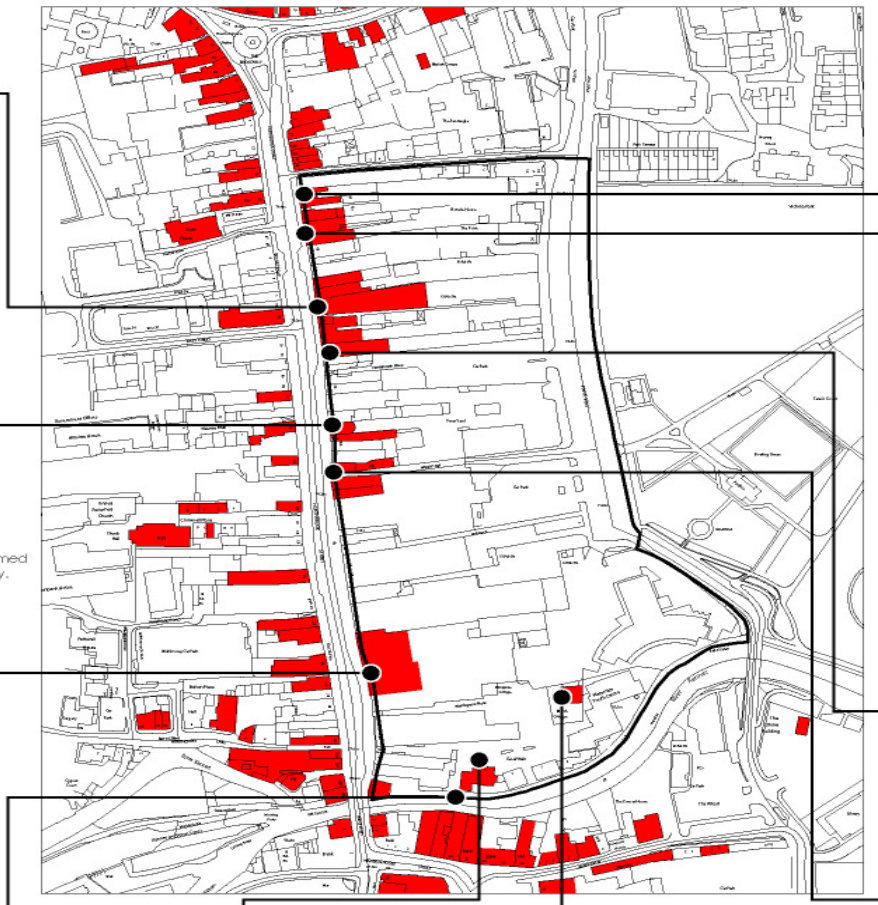
No. 26 (Cheltenham & Gloucester)
Grade II listed early mid 18th century town house. Building formed the entrance to the South Berks Brewery in the late 19th century.



No. 6-12 (Camp Hopson)
Grade II listed building frontage. The first and the third are late 18th century, pedimented and parapetted. The middle building is dated 1663 with classical pilasters and hung tiling. Rebuilt rear premises.



Mid-Georgian Old Rectory (waterside elevation)
Two storeys. Double fronted with 3 windows. Hipped tile roof with 3 attic dormers.



No. 2 and 3 (The Old St Nicholas Rectory)
Grade II Listed early c.19th refronting of older building.



Marsh Cottage
Grade II Listed early c.19th villa. Two storeys. Double-fronted with 3 windows. Hipped Welsh slate roof with brick stacks. Grey brick with red brick dressings.



No. 44 (A Plan Insurance) & No. 45 (Casino Slots Amusements)
Grade II listed late 18th and early 19th century buildings with slate roofs.



No. 42 (Specsavers)
Grade II* Listed building of 1724 of which only the facade is preserved. The decorated front shows Dutch influence with small Ionic pilasters.



No. 33, 33A, 34 (Sports Serve, Jones)
Grade II Listed early c.19th refronting of 2 older properties. Three storeys, slate roof with moulded brick stacks.



No. 24 (Mansoon)
Grade II* Listed early c.16th house. Former part of a courtyard complex which covered the site of no. 22 and 23. Formerly the house of John Winchoombe, Jack of Newbury. Behind the half timbered house, of which can be seen the oriel window in the side lane, Jack had his one hundred looms, the first large-scale factory in England.



View from the Park Way - Costa Coffee building has a prominent position on Newbury Bridge



View from the eastern side of the Park Way - the clock tower of the Town Hall and Marks and Spencer rear entrance



View from the park - prominent modern office building at the corner of Park Way and Park Street



View of the varied roofline of Northbrook Street (spires of the Methodist Church) - rear of many of the premises have been altered or rebuilt.



View of the clock tower between the Old Rectory and the rear of the Cargo Furniture Store



View from Newbury Bridge looking at the side profiles of the Old Rectory and the Cargo Furniture Store



View from the A339 bridge towards Park Way - Lack of landmarks to draw people to the town centre



View from the new bridge - spires of St Nicholas church rising above the Waterside Youth Centre

View through the parking area of Park Way into the arched link leading into Northbrook Street - poorly defined routes



Glimpse of the Methodist Church on Northbrook Street through the northern link from Park Way



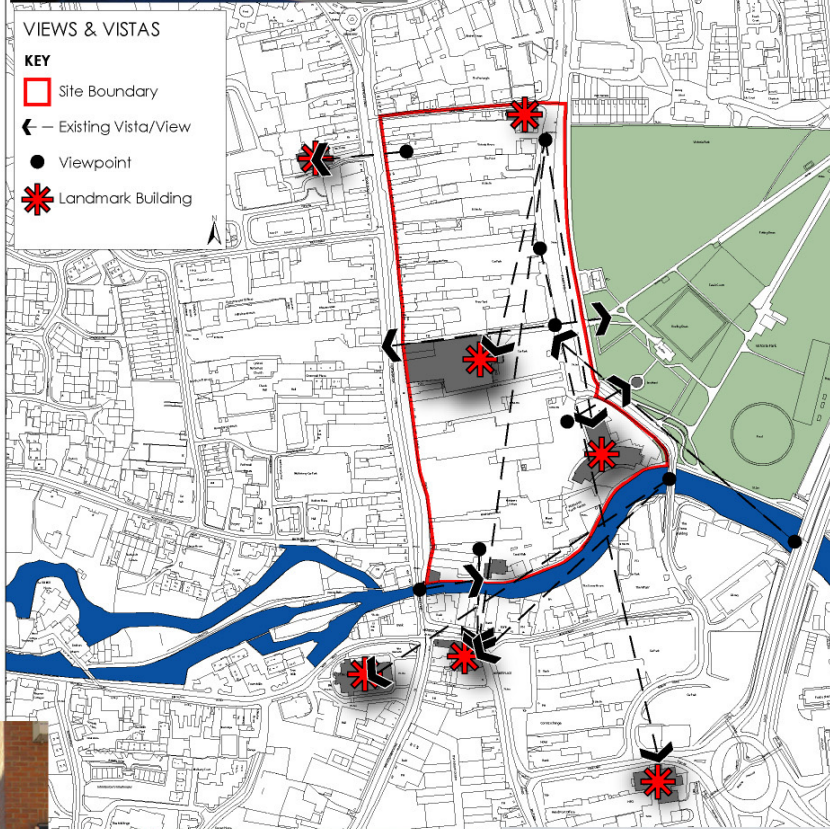
View from Park Way looking south - Camp Hopson Furniture Store with the Telephone Exchange and Postal Sorting Office above



View looking across at the gateway to Victoria Park - Poor visual impact - could make more of this entrance



View from Camp Hopson car park - prominent bandstand in Victoria Park provides a visual marker



View from the Park Way - Costa Coffee building has a prominent position on Newbury Bridge

View from the eastern side of the Park Way - the clock tower of the Town Hall and Marks and Spencer rear entrance

View from the park - prominent modern office building at the corner of Park Way and Park Street

View of the varied roofline of Northbrook Street (spires of the Methodist Church) - rear of many of the premises have been altered or rebuilt.

View of the clock tower between the Old Rectory and the rear of the Cargo Furniture Store

View from Newbury Bridge looking at the side profiles of the Old Rectory and the Cargo Furniture Store

View from the A339 bridge towards Park Way - Lack of landmarks to draw people to the town centre

View from the new bridge - spires of St Nicholas church rising above the Waterside Youth Centre

PARK WAY PLANNING BRIEF : INDICATIVE CONCEPT



Improve access arrangements along Park Lane



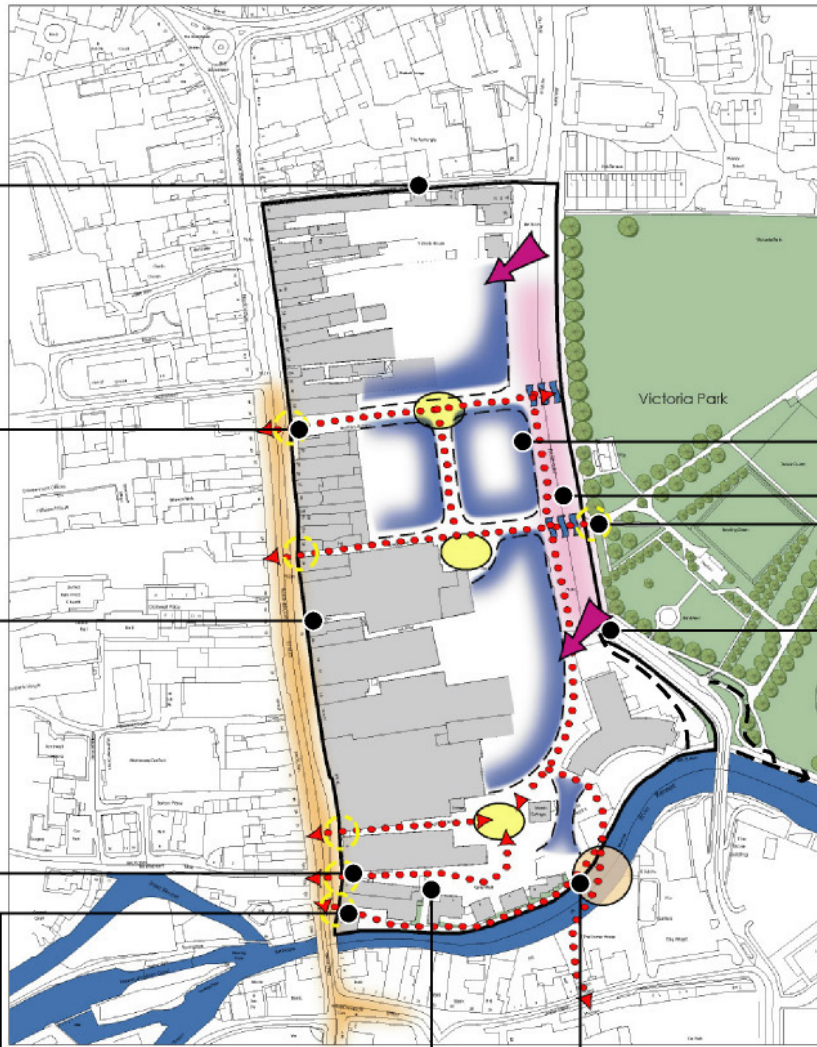
Strengthen the key routes between Northbrook Street and Park Way



Reconsider existing pedestrian routes to provide more direct, safe and accessible streets to Park Way



Remove the conflict between service areas, dead frontage and pedestrian movement



Improve the frontage of the Park Way with active uses with views onto Victoria Park



Opportunity to introduce traffic calming measures and the potential for a transport interchange



Improve the entrance to the park in line with enhanced pedestrian routes across Park Way



Improve key pedestrian crossing points to enhance the accessibility of Victoria Park



Improve the access and activity along the canal side with new uses and enhanced gateways



Enhance views and vistas



Opportunities to strengthen the canal walk and consider a pedestrian bridge crossing to permit a more circulatory flow around the Town Centre

KEY					
	Site boundary		Potential Access to servicing & multi-storey car park		Proposed new Frontage
	Existing buildings		Pedestrian routes		New building zone
	Pedestrianised area 10.00am - 6.00pm		Zone for potential bridge crossing		Improved pedestrian crossings
	Street enhancements, new build to front of pavement		New public space		Enhanced gateways/ entrances

ANNEX A – STATEMENT OF CONSULTATION

ANNEX A

Statement of Consultation

- i. The draft Park Way Planning Brief Supplementary Planning Guidance was released for consultation on 16 January 2004, for a six-week period expiring on 27th February 2004.
- ii. 580 consultees were contacted directly. This included Newbury 2025 Vision partners and stakeholders, landowners and leaseholders of land and/or property within the Park Way site, local residents and other neighbouring occupiers, statutory and non-statutory consultees including neighbouring local authorities, English Heritage, The Government Office for the South East and local MPs.
- iii. Copies of the draft planning brief were also made available for inspection at all West Berkshire libraries and the Council's offices at Market Street, Avonbank House, Faraday Road and Pelican House. The draft brief was also available to view on the Council's web site.
- iv. Public exhibitions were also displayed at Newbury Library and the Council's Market Street offices from 16th February 2004 to 5th March 2004.
- v. Twenty-eight responses were received in response to the consultation.
- vi. A summary of the representations received in response to the consultation, the Council's response to the representations received, and changes made to the draft brief in response to the representations are set out within a separate document (*Park Way Planning Brief Statement of Consultation; Schedule of Changes with Reasons*) accompanying this Planning Brief
- vii. West Berkshire Council's Executive Committee approved the changes to the draft planning brief and adopted the revised Park Way Planning Brief as Supplementary Planning Guidance on 13th May 2004.