# PRELIMINARY SEQUENTIAL TEST ASSESSMENT OF RETAIL ELEMENTS

**PROPOSED MIXED USE DEVELOPMENT FOR UP TO 950 DWELLINGS, B1/B8 BUSINESS USE, HOTEL, PFS, CARE HOME AND NEIGHBOURHOOD RETAIL**

**LAND AT PLEASLEY HILL**

**PREPARED BY FREETHS LLP**
**PLANNING AND ENVIRONMENT UNIT**

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## 1. INTRODUCTION

1.1. This Assessment has been carried out at the request of Mansfield District Council in the connection with the proposed development at Pleasley Hill and the allocation of the site for the Mansfield Local Plan for mixed-use development. This assessment is being carried out to consider the retail element of the proposal and in particular the provision of a discount supermarket of approximately 1,000 $m^2$ floor space as part of the "*local centre*" to be provided as part of the development.

1.2. National Planning Policy, as enshrined in the NPPF (2018), requires planning policies to support the role that the town centre plays, by taking a positive approach to their growth, management and adaption. Planning policies should:

(a) define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retails and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;
(b) define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
(c) retain and enhance existing markets and, where appropriate, re-introduce or create new ones;
(d) allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary;
(e) where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. If sufficient edge of centre sites cannot be identified, policies should explain how identified needs can be met in other accessible locations that are well connected to the town centre; and

(f) recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

Paragraph 89 of the NPPF (2018) also states that:

> "*When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m2 of gross floorspace). This should include assessment of:*
>
> *(a) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and*
>
> (b) *the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider*".

As the proposed retail floorspace is below the default threshold of 2,500m², an impact assessment is not required.

1.3. The proposed development at Pleasley Hill is a major urban extension of the town of Mansfield involving in the order of 1000 dwellings and new commercial and employment development in addition to the existing community and recent developments in the vicinity. This will in effect create a new suburban neighbourhood on the Northern side of Mansfield, well linked to the strategic Highway Network. As such it is envisaged that a new local centre will be created as part of the overall development.

1.4. As part of the evaluation of impact of potential Local Plan Allocations, the District Council have suggested that potential for accommodating the retail element of the local centre within an existing local centre should be assessed. Following discussions with Mansfield District Council potential sequentially preferable locations have been identified and this assessment considers whether those locations are appropriate for the nature of the retail development proposed and could accommodate that development in a suitable form in or adjacent to the identified locations of existing local centres.

## 2. NATURE OF THE RETAIL UNIT PROPOSED

2.1. Currently there is very little appetite food retail outlets by the major food retailers such as Tesco, Sainsburys, Morrisons and Asda due to contraction in the market and changing shopping habits. However, those changing shopping habits have increasingly favoured the provision of larger scale food retail in the form a deep discount provider such as retailers Lidl and Aldi. “Deep discounters” concentrate on selling a limited range of primarily own brand goods at extremely competitive prices. Retailers are therefore distinct from the mainstream convenience retailers such as Tesco, Sainsburys, Morrisons and Asda, the offer they provide to shoppers.

2.2. This sector of the market was recognised by the Competition Commission in its 2008 gross remarket investigation and refers to this form of food retailers “Limited Assortment Discounters” (LAD) which carry a limited range of grocery products based their retail offer on selling these products at very competitive prices.

2.3. The report went on to recognise that the limited of products carried by LAD stores mean that they are not in competition with similarly sized main stream food retailers in that they typically sell fewer than 1,000 products as compared to a mainstream food retailer selling between 5 and 10,000 products.

2.4. This means that deep discount retailers, or LAD’s, occupy a different sector of the market to mainstream food retail and meet a different quality of need which extends consumer choice objective of National Planning Policy for retail provision.

2.5. LAD stores differ from other convenience retailers including smaller scale retailers by not offering the following products or services:

- Tobacco sales
- Pharmacy
- Post Office services

- Mobile phone
- Café/restaurant
- Dry cleaning
- Photographic services
- Fresh fish counter
- Fresh meat counter
- Lottery ticket purchase

2.6. As a consequence of this business model, customers tend to purchase part of their main grocery shop in the form of basic staples at a LAD store, taking advantage of the low prices, but then visit other retailers to purchase other products and services. This means that LAD stores compliment existing retail provision while providing additional opportunity choice for shoppers.

2.7. LAD operatives also tend to operate shorter trading hours typically 7am – 10pm, Mon-Sat and 10am – 4pm on Sundays and Bank Holidays and do not benefit from the Sunday trading exemptions that smaller scale stores under 400 $m^2$ or thereabouts do.

## 3. CATCHMENT AREA

3.1. LAD stores serve a relatively compact catchment area and are intended to provide a local shopping facility. The location or strategy of operators in this sector is to serve an area that broadly equates to a 0-5 minute drive time of the store. Due to the limited range of goods on offer customers do not tend to travel long distances to shop at such stores.

3.2. Appendix 1 identifies drive time isochrones based on the proposed site location of 0 – 5 min, 0 – 7min, 0 – 10 min drive times. Given the nature of the retail unit proposed part of the allocation, an assessment of potential sequentially preferable sites has been carried out within the 0 – 5 min drive time isochrones.

## 4. ASSESSMENT OF SEQUENTIALLY PRFERABLE SITES

4.1. To maintain operational efficiency, LAD stores have a very fixed format in terms of store layout and ancillary services such as car parking. This requires a broadly rectangular unit around 1000 $m^2$ with onsite car parking, bicycle parking and external shopping trolley storage. This would normally require a broadly rectangular site at approximately 1 hectare.

4.2. The plan at Appendix 1 identifies the location of existing local centres and neighbourhood parades within 5-minute drive time isochrones of the proposed development site at Pleasley Hill. An assessment of each of those centres has been carried out to determine if either within the defined local centre (where defined) or on the edge of those centres there is potential to accommodate the proposed retail use.

**Bright Square**

Bright Square lies quite close to the proposed development site and is a small parade of small retail units surrounded by residential development. Bright Square is not identified as a local centre in the adopted local plan but has been suggested as a potentially sequentially preferable location. As would be apparent from Appendix 1 [ ] there is little potential for expansion of existing units or redevelopment to accommodate the format of food store proposed. Bright Square does not therefore present sequentially preferable opportunity for locating the store.

**Chesterfield Road North**

Chesterfield Road North is also quite close to the proposed development site and within the 5-minute drive time isochrones. This is the main thoroughfare from Mansfield to Chesterfield and is a dual carriageway restricted right/U-turn access. The shopping parade contains a small local food store of under 400 $m^2$ (NISA) and other small individual retail units fronting the road with limited off street parking. The area is surrounded by residential and other development with very limited opportunity for expansion or new development. Chesterfield Road North does not therefore present opportunity for the proposed food store to be located within or adjacent to the identified local centre.

**Ladybrook Lane**

Ladybrook Lane lies towards the edge of the 5-minute isochrones some distance from the proposed development site to the South. It is an identified local centre in the adopted Mansfield Local Plan and contains a branch of the library service, a Post Office, Pharmacy and small convenience store.

Although not within the identified local centre, opposite the centre, on the other side Ladybrook Lane is Ladybrook Public House. This is recently been granted Planning Permission, development of its car park to provide a food store which it is understood will be occupied by Heron Foods. This will provide a form of discount food retail primarily associated with frozen goods and chilled goods. Beyond this there are no other opportunities for location of a food store of this sought proposed in the development either within or adjacent to the identified local centre.

**Chesterfield Road South**

Chesterfield Road South is a small local centre identified in the local plan and lies on the Western side of Chesterfield Road within the 5-minute drive time isochrones from the proposed development site. There is a small parade of 3 – 4 shops including a convenience store, hairdressers and Bargain Booze unit. As with Chesterfield Road North there is no provision for off street parking, access is restricted from Chesterfield Road travelling South and the centre is surrounded by residential and commercial development with few if any opportunity for further development. This area does therefore present an opportunity to provide a sequentially preferable location for the proposed retail development.

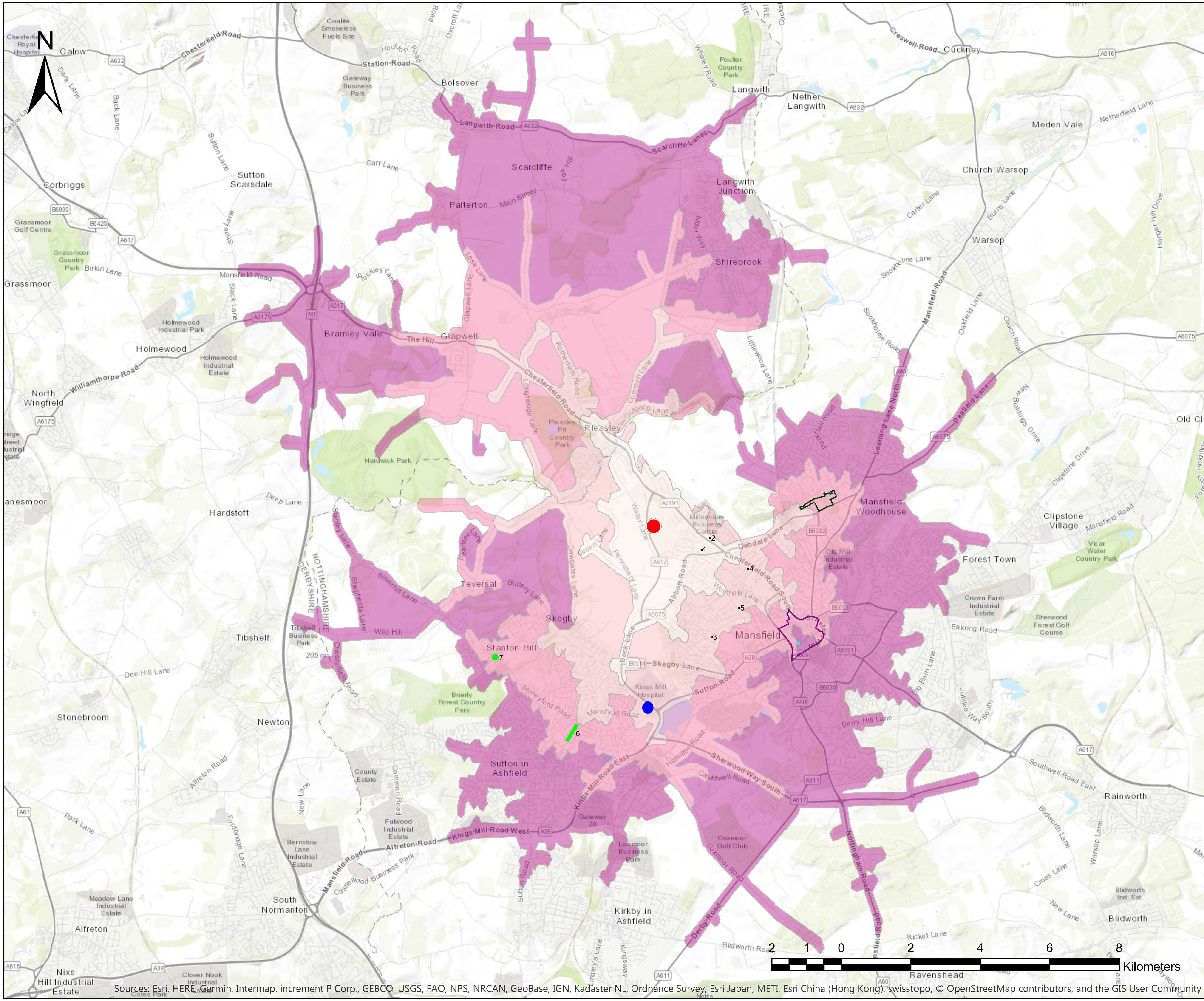
**Harrope White Road**

This is a small parade of shops identified as a local centre in the adopted local plan. Comprises of 4 – 5 small retail units including a small convenience store with on street parking in a residential area. There is little or no scope for additional development as this is not a location where the proposed retail development could be sequentially preferably located.

## 5. SUMMARY

In conclusion, there are no sequentially preferable, suitable and viable sites within the catchment area, than the proposed development at Pleasley Hill, to meet the specific needs of the proposed strategic urban extension.

Furthermore, the Mansfield District Retail & Commercial Leisure Study Update 2017 ("the Study") identified the net additional floor space required to meet the Council's assessed needs in respect of retail facilities. Table 6.3 of the Study summarised the comparison and convenience floorspace needs generated by retained expenditure in 2033, which showed a need for a minimum of 170sqm of convenience floorspace and 180sqm of comparison floor space for Pleasley Hill (W2).




## Legend

Proposed Discount Foodstore Site Location

Drive Time Isochrones

- 3 Minutes
- 5 Minutes
- 7 Minutes
- 10 Minutes

Notes:
No Dimensions to be scaled off this drawing.
Isochrones based on a Saturday start time of 14:00 hours.
Isochrones based on the ArcGIS industry recognised network analyst drive time tool.

- Aldi Store (1)
- Lidl Store (0)
- Mansfield Woodhouse District Area (RT1b
- Mansfield Town Centre (RT1a)
- Mansfield Bus Station

**Identified Local Centres**

1. Bright Square Neighbourhood Parade (RT9b)
2. Chesterfield Road North Neighbourhood Parade (RT9e)
3. Ladybrook Lane Local Centre (RT1f)
4. Chesterfield Road South Neighbourhood Parade (RT9f)
5. Harrop White Road Neighbourhood Parade (RT9i)
6. Outram Street Centre
7. Stanton Hill Centre

RLRE

Client
Helier Limited

Project
Pleasley Hill

Drawing Title
Drive Time Isochrones - Saturday Peak

Status
For Information

Scale
A3 @ 1:100000

| Drawn | Checked | Date |
|---|---|---|
| JWL | MWH | 12/06/18 |

Drawing No. 15395-RRL-18-XX-M2-D-5003 Rev. #



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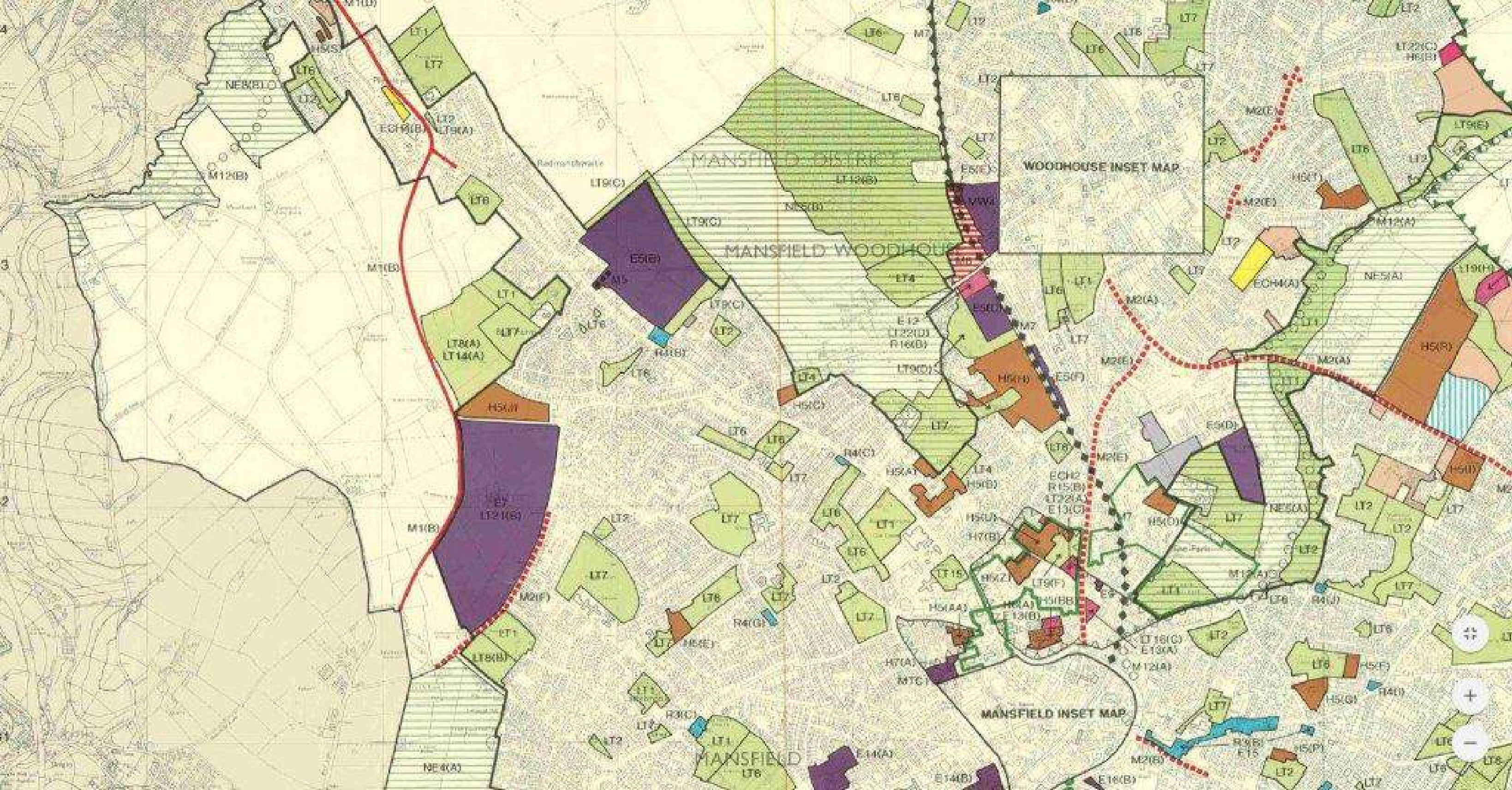

MANSFIELD DISTRICT
MANSFIELD WOODHOUSE
MANSFIELD
WOODHOUSE INSET MAP
MANSFIELD INSET MAP
NE5(B)
NE5(A)
NE4(A)
NE5(L)
M1(B)
M12(B)
M12(A)
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M2(B)
M7
E5(B)
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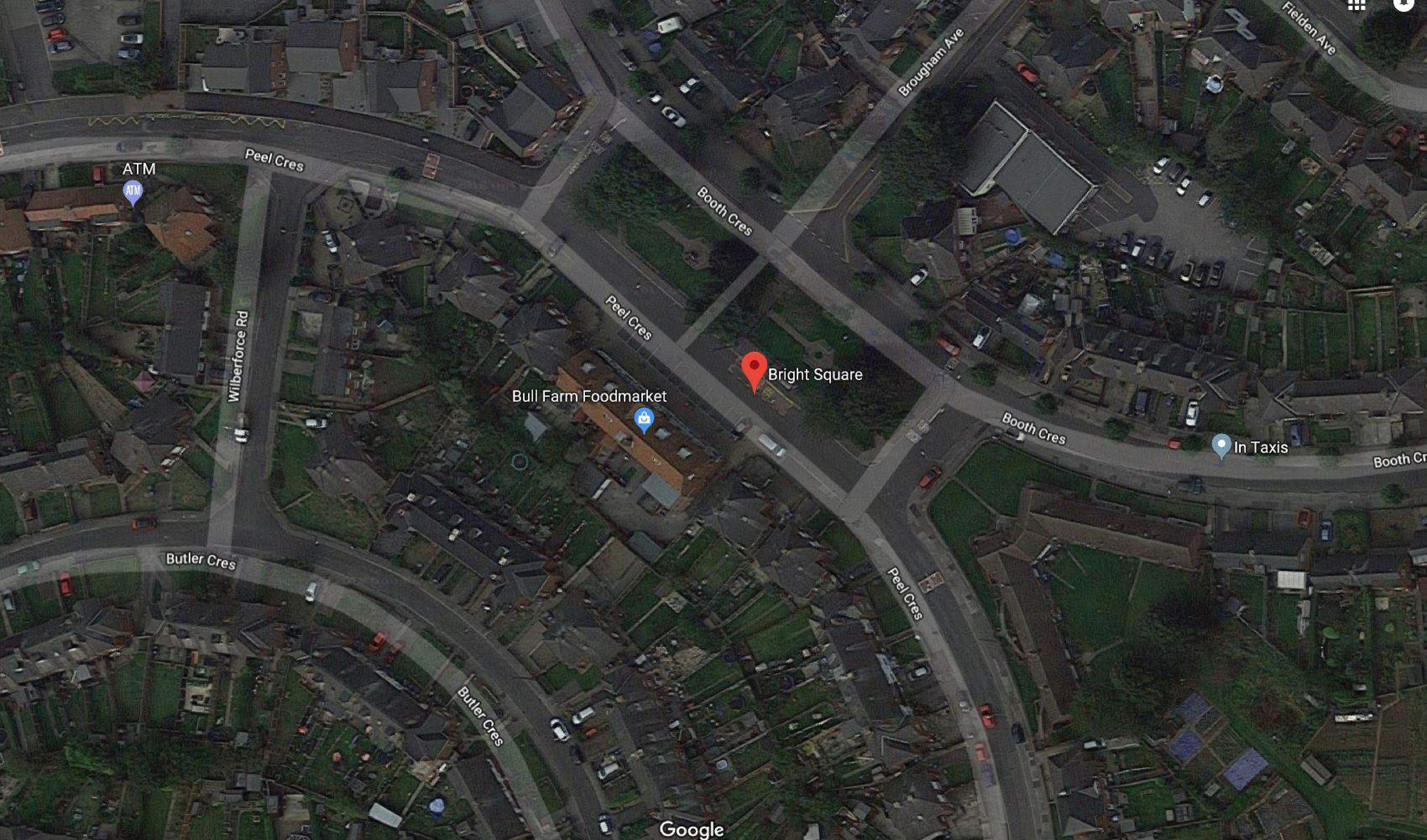
Fielden Ave
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Peel Cres
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Booth Cres
Peel Cres
Bright Square
Bull Farm Foodmarket
Wilberforce Rd
Booth Cres
In Taxis
Booth Cr
Butler Cres
Peel Cres
Butler Cres
Google


47 Peel Cres
Mansfield, England
Google, Inc.
Street View - Jun 2016
BUDDIES
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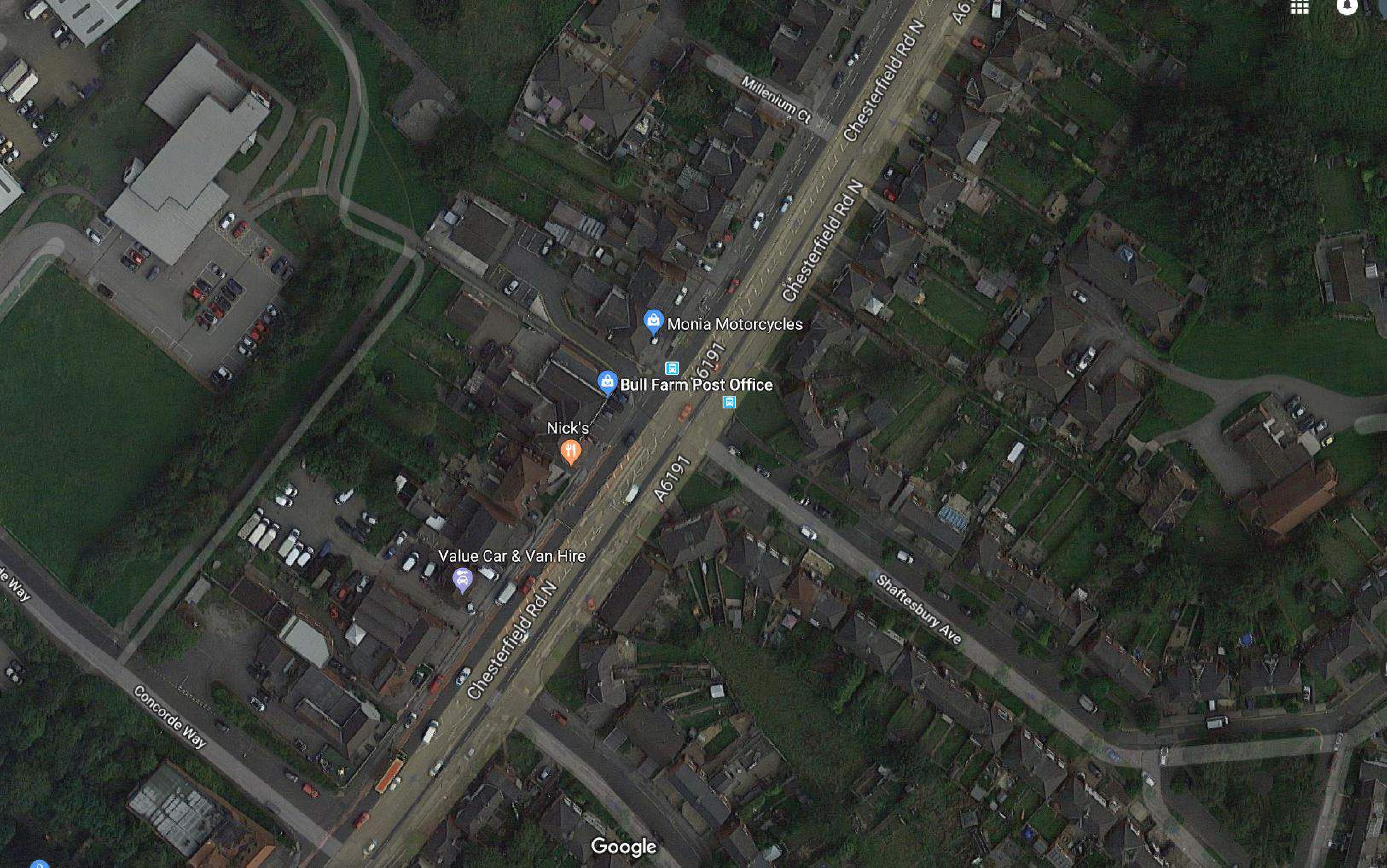
Millenium Ct
Chesterfield Rd N
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Monia Motorcycles
A6191
Bull Farm Post Office
Nick's
A6191
Value Car & Van Hire
Shaftesbury Ave
Concorde Way
Google


Chesterfield Rd N
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Google, Inc.
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Traditional Fish&Chips
Nicks Chippy
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Chesterfield Rd

Ladybrook Ln
Parish Church of
Saint Mary the Virgi
Leverton Rd
Fit4Fun
Heron Foods
Withorn Mews
Ladybrook Ln
Kelham Rd
Intake Farm Primary
School and Nursery
Armstrong Rd
Ladybrook
Lane Post Office
Ladybrook Ln
Manor Pharmacy
Mansfield
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Rhodes Walk
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167 Ladybrook Ln
Mansfield, England
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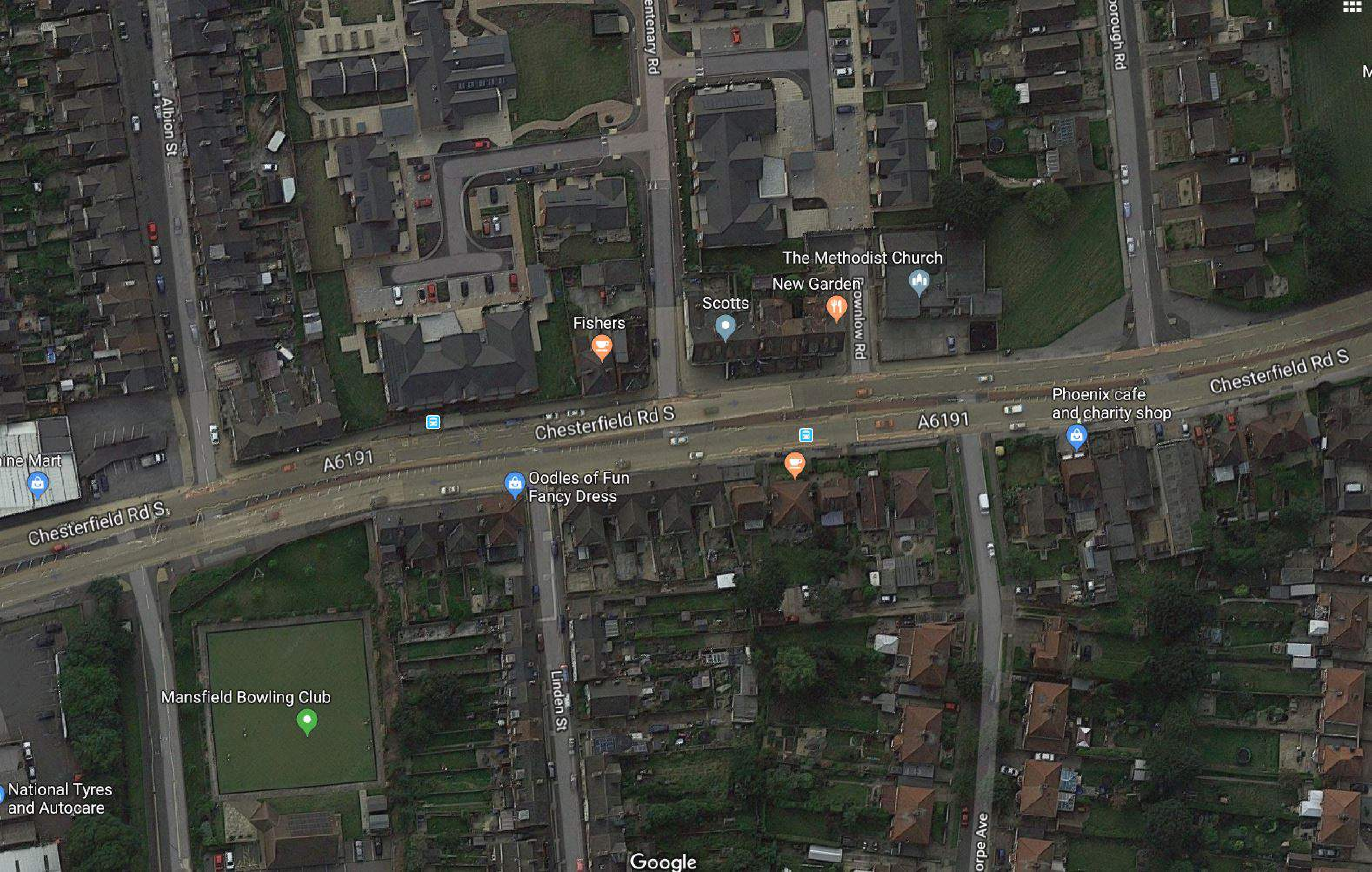
The LADYBROOK



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Albion St
The Methodist Church
New Garden
Scotts
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Chesterfield Rd S
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Chesterfield Rd S
Phoenix cafe
and charity shop
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Oodles of Fun
Fancy Dress
Chesterfield Rd S
Mansfield Bowling Club
Linden St
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Chesterfield Rd S
Mansfield, England
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FISHER'S GENERAL STORE
OFF LICENCE • FABULOUS FOOD TO TAKE AWAY
Fishers
Cobs Rolls & Snacks
Open 7 Days A Week
Bargain Booze
cold beers
chilled wines
spirits
SCOTT'S
Academy
Linden St


Wainwright Primary
Academy and Nursery
Somersall St
Stafford St
Beck Cres
Harrop White Rd
Devon Dr
George St
Brown St
Fusion
Mansfield Aquariums
KJ'S Sandwich Bar
Beck Cres
Williamson St
Brown St
Harrop White Rd
Winkburn Rd
Beck Cres
Cres