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Mansfield Retail Viability Study



**Mansfield  
District Council**

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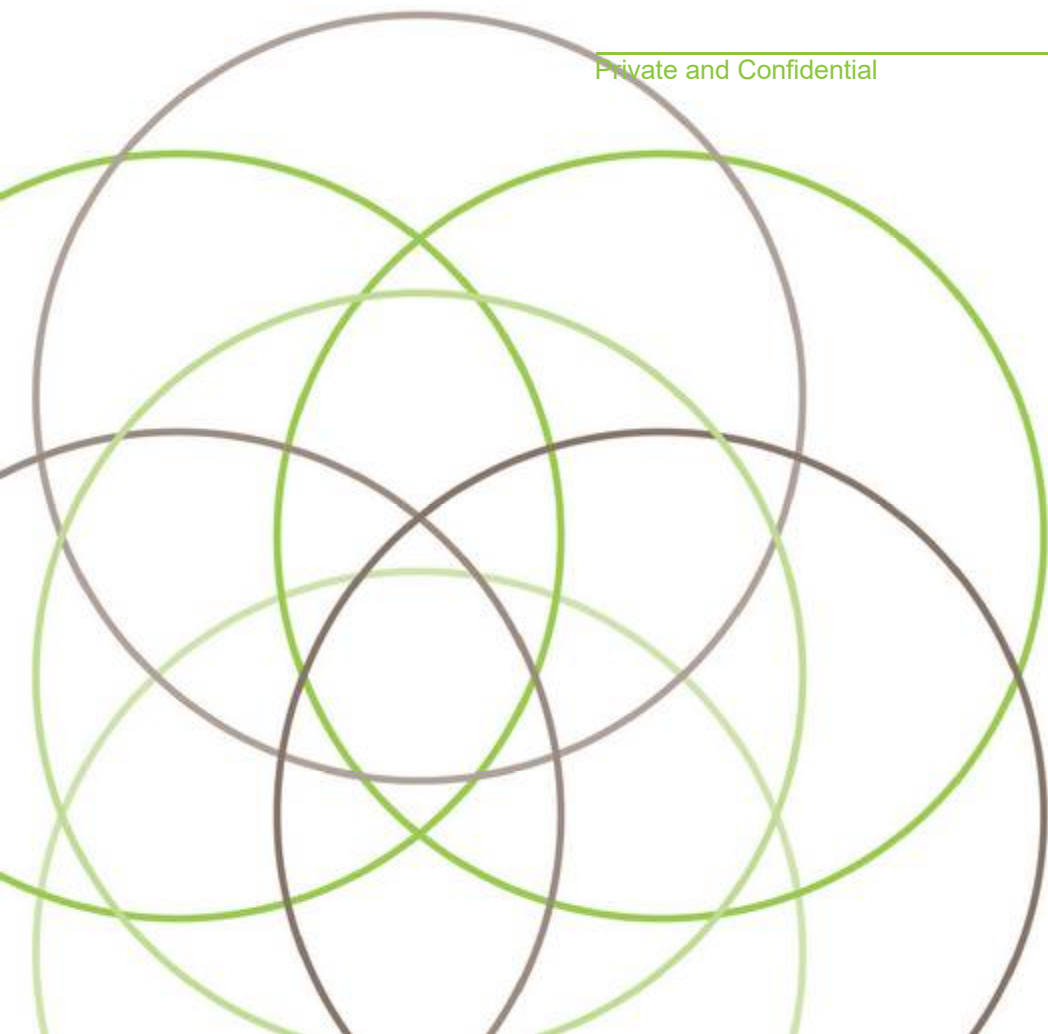
Mansfield District Council

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November 2016

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Appendix 1 : Site Locations
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# 1 Aims and Objectives

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- 1.1 AspinallVerdi, in conjunction with Peter Brett Associates LLP (PBA), is commissioned to review the suitability for comparison (i.e. non-food) retailing of a number of potential sites surrounding Mansfield town centre. The objectives are as follows;
- To assess the suitability of the sites for the purpose of comparison retail development.
  - To identify other sites which may be suitable for comparison shopping redevelopment.
  - To make recommendations as to which, if any, of the sites are suitable and likely to be deliverable to meet the district's retail needs during the plan period.

## Our Approach

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- 1.2 An inception meeting was held on the 7th July 2016 with Mansfield District Council which provided further information with respect to each site; including any potential or known issues and additional context. Site visits were also undertaken on the 7th July 2016 in order to inform the review.
- 1.3 An assessment of the retail/leisure markets, both nationally and regionally, has been undertaken which sets the scene in terms of understanding the trends and sentiments of the market sector. The review has however focussed upon occupier requirements in order to understand the type and nature of demand from prospective occupiers and their site location and accommodation needs.
- 1.4 The review considers Mansfield's current representation of national multiple and regional retail and leisure operators within the town and the transactions which have been witnessed within the past year.
- 1.5 We have compared Mansfield with Chesterfield, a similar sized market town in terms of population, in order to identify those national and regional operators which may be either missing or under-represented. Consideration is given to the potential for Mansfield to attract such operators to the identified sites, or other sites, as appropriate.
- 1.6 Vacant and under-used sites within the central area offer good potential for the town to prosper and to create a vibrant centre. In this context, a broad assessment of each site has been made in terms of the potential occupiers which may be attracted and in turn, potential viability. In addition, an assessment of the potential retail impacts of bringing each site forward for comparison retail development has been undertaken in terms of risks to investment and vitality and viability of the town centre, as well as the potential benefits for the town centre and wider catchment.

## 2 Planning Policy Context

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- 2.1 A detailed overview of planning is provided in the Retail & Leisure Study (RLS) published in 2011 as well as the Retail & Commercial Leisure Study Addendum (RCLSA) published in 2014. Therefore, this section focuses on what national policy requires of local authorities, further explanation of how the retail needs for Mansfield could be met (which has been prepared in conjunction with PBA, the authors of the RLS and RCLSA) as well as a summary of the Council's policy approach to-date. At the end of this section is a summary that links the policy requirements, the evidence base and the analysis of sites in the remainder of this report.

### National planning policy & guidance

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- 2.2 The National Planning Policy Framework (NPPF) was published in March 2012 and explains the government's planning policies for England. In respect, Section 2 of the NPPF relates to retail and town centres. In respect of ensuring the vitality of town centres, paragraph 23 states that *'planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period'*.
- 2.3 Paragraph 23 requires local planning authorities to, inter alia, *'define a network of centres that is resilient to anticipated future economic changes'* and *'promote competitive town centres that provide consumer choice and a diverse retail offer and which reflects the individuality of town centres'*.
- 2.4 The sixth bullet point under paragraph 23 states that locally planning authorities should *'allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres'*. The paragraph continues and states that *'it is important that needs for retail, office and other main town centre uses are met in full and are not compromised by limited site availability'*. Linked to this, paragraph 161 states that local planning authorities should assess *'quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development'*.
- 2.5 In support of the NPPF, the National Planning Policy Guidance (NPPG) was first published in March 2014 as an online document. The section on 'Ensuring the Vitality of Town Centres' is relevant. There is a requirement for a strategic vision for town centres (Paragraph 002, Reference ID: 2b-002-20140306) and guidance is provided on the need for a town centre strategy (Paragraph 003, Reference ID: 2b-003-20140306). Under this section on town centre strategy, the Section explains that the strategy answers what the appropriate and realistic role and function of town centres are, and should *'cover a three-five year period, but should also take the lifetime of the Local Plan into account and be regularly reviewed'*.

- 2.6 The NPPG also provides guidance on how market signals should be addressed when planning for town centres (Paragraph 04, Reference ID: 2b-004-20140306). It explains that local planning authorities should take full account of relevant market signals when planning for town centres and that retail land allocations should be kept under regular review. The NPPF explains that market signals should be identified and analysed in terms of their impacts on town centres and should be used to inform policies that are responsive to changes in the market, as well as changing needs of businesses.

## Evidence base and 'user guide' for allocations

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- 2.7 In conjunction with PBA, the evidence of the 'need' for additional retail floorspace is summarised in the following paragraphs, before a more detailed 'user guide' for what quantitative means in practice.
- 2.8 The RCLSA sets out an updated set of retail capacity forecasts in Section 5. This sets out the quantitative need for additional retail floorspace for the district, covering A1 comparison, A1 convenience and A3, A4 and A5 uses. No separate quantitative exercise was undertaken for A1 service uses (i.e. hairdressers, travel agents etc.) or A2 financial and professional uses (banks, estate agents etc.) It is noted that in in paragraph 6.1.13 of the RCLSA that there is a qualitative requirement for additional cinema provision, which was a finding of the original RLS from 2011. However, land for a cinema was not allocated on the basis that the local authority could not say with any certainty that it would be deliverable.
- 2.9 Turning to the specific comparison goods quantitative estimates in Section 5 of the RCLSA, the study provides quantitative outputs at 2017, 2021, 2026 and 2031. However, the post 2026 figures are shown as 'indicative'. The reason that they are shown as indicative is because of inherent uncertainty over long-term estimates of expenditure growth and how the market might behave over the next 15 years. Furthermore, the effect of adopting long term capacity calculations is that the compound effect of population growth and expenditure growth means that a high level of need is generated in the last five years of the plan period.
- 2.10 The capacity exercise assesses the need in the comparison sector under a static and increasing retention level, with the increasing retention level based on the proposition that there would be a delivery of new retail floorspace that will reduce expenditure leakage. Further scenarios are then presented, depending on whether Stockwell Gate South comes forward, or comes forward in an alternative form. The emerging policy (as summarised below) is based on the static retention level. This is shown at Table 2.1 below:

	2014	2017	2021	2026	2031
Static retention (sqm net)	-1,800	1,700	5,900	14,600	25,200

**Table 2.1 – Comparison Goods Needs in Mansfield District : Static Retention**

- 2.11 As is clear from this exercise, the need up to 2021 is rather modest compared to the position in 2031. i.e. the need increases by 19,300 sqm in the period 2021 to 2031, with 10,600 sqm (114,097 sqft) generated in the final five years of the Plan period (2026 to 2031). However, responding to the need to allocate sites to meet needs in full, Section 6 of the RCLSA recommends that the Council should provide for 24,000 sqm (258,334 sqft) net of comparison goods floorspace (i.e. the static retention level output), which represents 95% of the total need to 2031.
- 2.12 Irrespective of the above floorspace estimates, when interpreting quantitative need outputs it should be remembered that quantitative need is an outcome of expenditure growth calculations whereby surplus expenditure is converted to a floorspace quantum. The quantitative exercise in the RCLSA have already allowed for existing retailers to improve their turnover year on year and for special forms of trading in order to achieve a greater share of expenditure. The claim of retail commitments on expenditure growth is also modelled, but in this case no allowance has been made for improved vacancy levels. So the resultant needs are effectively the spare expenditure capacity once the above calculations have taken place, assuming the district maintains its market share. The spare expenditure is then converted to a quantitative need. There are various approaches to meet these needs, as follows;
- Opening of new floorspace through developments
  - Extensions to existing units, or mezzanine floors
  - Changes of use to retail
  - Converting back of house (storage) to sales floorspace
  - Re-occupation of vacant floorspace
  - Improving tenant profile to retailers with a higher turnover psm
  - Higher year on year performance of existing floorspace than has been assumed in the RLSA (1.7% per annum for the comparison sector between 2014 and 2031 and 0.3% per annum for the convenience sector from 2016 to 2031).
- 2.13 In respect of the final point above, under certain conditions, it is possible for existing floorspace to improve its turnover beyond this allowance. The ability to achieve this higher rate is dependent on two things;

- Firstly, the quality and configuration of existing floorspace is important, with modern floorspace with larger footplates better equipped to improve their level of sales psm; and,
  - Secondly, whether there are qualitative interventions that could take place to make more customers visit a centre, have an increased dwell time and therefore spend more money in existing shops.
- 2.14 To measure the effect of this approach is challenging since it will depend on a number of interlinking factors. However, given that most town centres have a mix of modern and dated floorspace, achieving an increased turnover psm beyond the allowance used will normally only be possible with significant intervention under the second point above. Therefore, a strategy to meet needs ought to take into account all of the above factors.
- 2.15 The need outputs for the comparison sector are significant in the longer term, it is necessary for the strategy to meet these needs to take into account the above factors, as well as the limitations of longer term estimates. It should also reflect on market signals to ensure that the strategy properly responds to evidence and is consistent with the NPPF.
- 2.16 For the avoidance of doubt, the quantitative needs set out in the RCLSA are only part of the picture. They are needs rather than immediate market demand, and reflect the longer term expenditure growth estimated. However, as explained above, there are some limitations to the longer term estimates. Therefore, quantitative needs ought to be considered alongside qualitative needs and market signals in order to ensure that planning policy has a robust and defensible policy approach. This issue is considered again at Section 8.

## Development plan

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- 2.17 The adopted development plan is the Mansfield District Local Plan (MDLP), adopted in 1998. However, this plan is now out of date for the purposes of retail strategies and the Council is now working on a new Local Plan. The Local Plan Consultation Draft (January 2016) includes the Council's draft policies, including policies on retail and town centre uses.
- 2.18 Policy S2 sets the scale of development for the district and explains that provision will be made for new town centre development between 2014 and 2031 for a minimum of 25,200 sqm net (271,251 sqft) sales area of comparison (non-food) retail floorspace (A1). Policy S4 explains that some 24,000 sqm (258,334 sqft) of this total will be directed to Mansfield town centre.
- 2.19 With particular reference to Mansfield town centre, Policy MCA1 considers Mansfield central area and seeks to bring forward high quality development on a series of development sites. It also requires proposals which help deliver major change will be supported where they strengthen the vitality and viability of the town centre through the development of new shops, offices and community facilities. Subsequently a series of sites are allocated, including the



Stockwell Gate North allocation which was expected to deliver up to 15,000 sqm (161,459 sqft) of new retail floorspace.

## Summary

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- 2.20 The NPPF requires retail need to be assessed and for sites to be allocated to meet that need in full and not compromised by site availability. There is also a requirement for a town centre vision and strategy that considers the next 3-5 years.
- 2.21 The current evidence finds there to be a need for some 14,600 sqm net (157,153 sqft) of comparison floorspace by 2026, increasing to 25,200 sqm net (271,251 sqft) by 2031 under a constant market share. However, the evidence makes it clear that the longer term figure should be considered indicative. It is recommended that 95% of the need identified is directed towards Mansfield town centre.
- 2.22 With specific reference to Mansfield, the critical challenge for policy is to understand how it responds in an NPPF compliant manner to a significant longer term comparison goods need, yet taking into account the limitations of longer term forecasts and understand the various measures that could be used to meet that need (i.e. beyond new floorspace).
- 2.23 The remainder of this report considers market signals and the extent to which there are sites that could meet the needs identified, taking into account the need to protect the vitality and viability of the town centre. Section 8 considers how the findings of this report could be used to assist the Council in developing a robust and defensible policy approach in meeting the identified comparison floorspace need in the RCLSA.

### 3 Market Assessment

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- 3.1 The district of Mansfield lies centrally within northern Nottinghamshire in the heart of Sherwood Forest and covers an area of approximately 77 square kilometres. The district has a population of approximately 107,038 whilst Mansfield town has a population of 77,551 (2011 census.) In terms of the economically active population (ages 16-74), (56.9%) are in full time employment whilst 6.8% are unemployed.
- 3.2 The plan (Figure 4.1) below shows Mansfield District; there are two main urban areas, Mansfield (including Mansfield Woodhouse where the majority of the population lives) and Market Warsop to the north of the district, which together with several smaller villages make up the Parish of Warsop.
- 3.3 The district is well served by a good road network and can be accessed from the M1 in the west and the A1 in the east. The A617 links the Mansfield urban area with Newark, the A60 to Nottingham and Worksop and the A38 to Sutton-in-Ashfield and Derby.

#### National Retail and Leisure Trends

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- 3.4 The Estates Gazette recently reported that retail development in town centres continues to outweigh out of town development with 65% of shopping centres currently under construction located in town centres across the UK<sup>1</sup>.
- 3.5 With respect to additional floorspace, the report highlights that extensions to existing shopping centres are forecast to overtake plans for new centres with 60% 185,806 sqm (c 2m sqft) of all proposed new space comprising extensions to existing centres by 2019.
- 3.6 Notably, independent retailers have experienced challenging market conditions evidenced by a decline in growth from 11 openings a day to just one a week. However, Estates Gazette reports that statistics now show that shopping centres in the UK are seeing a 1.4% rise in occupancy by independent retailers.
- 3.7 CBRE state in their paper 'UK Prime Rent and Yield, Q3 2016' that across the UK, retail was the weakest sector in Q1, showing rental value growth of 0.7% for the quarter with prime rents for shops in the west midlands falling by -0.2. Prime rents for shops in the east midlands remain unchanged at 1.5%. Shopping centres recorded a slight increase in rents in Q3 (+0.6%). Yields for prime shopping centres remained flat for the third consecutive quarter (4.7%).

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<sup>1</sup> Estates Gazette, Retail & Leisure, Summer 2016

## Mansfield Retail Profile

- 3.8 Mansfield town centre is the district's main shopping destination, which provides a range of shops and leisure facilities. It also has a strong sub-regional role for comparison shopping in the northern and western parts of Nottinghamshire.<sup>2</sup> There are three district centres at Mansfield Woodhouse, Market Warsop and Oak Tree, the latter being a centre based around a foodstores.<sup>3</sup>
- 3.9 EGi provides an overview of the retailer representation within Mansfield. The geographical area of coverage is highlighted in Figure 4.1 below.

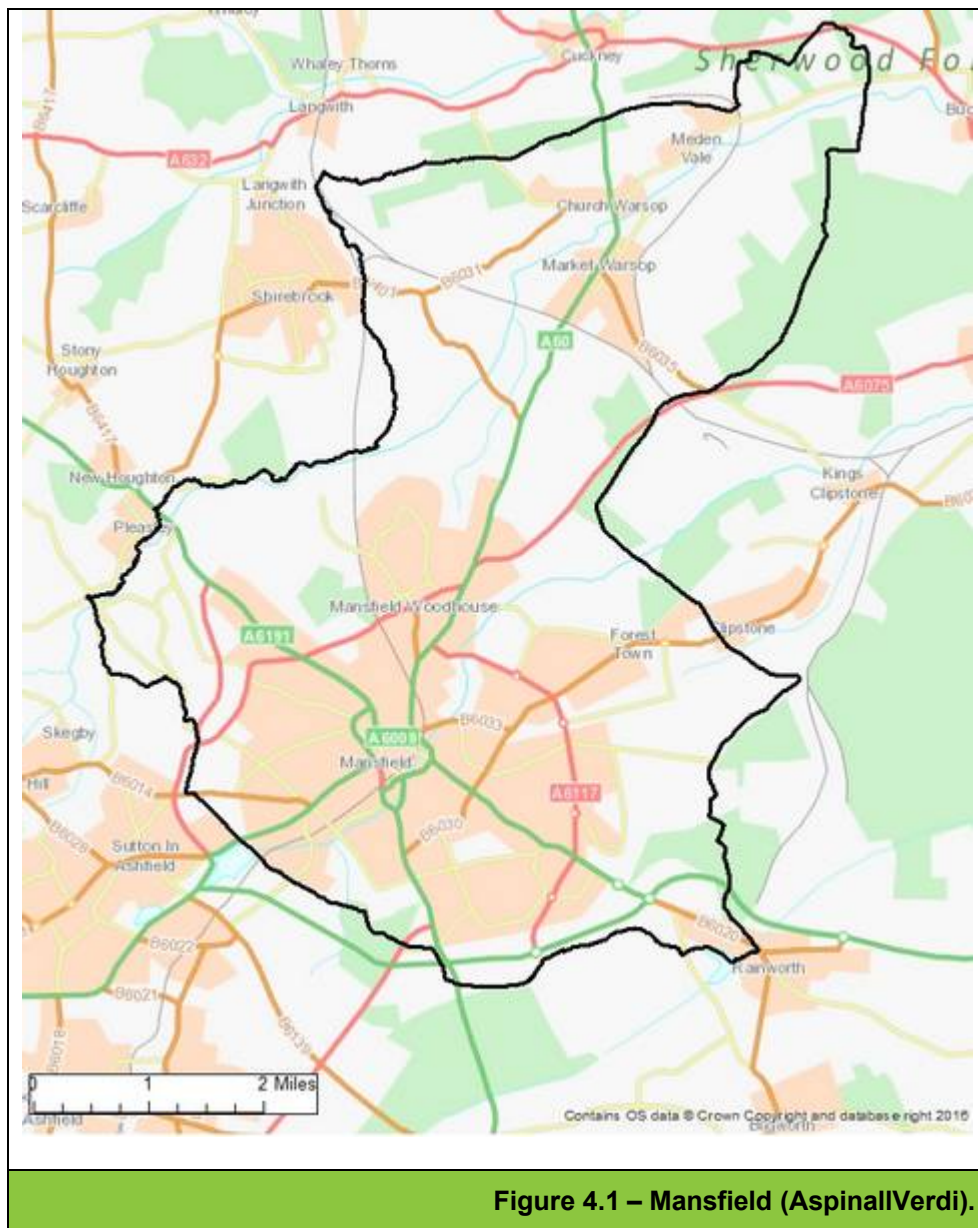


Figure 4.1 – Mansfield (AspinallVerdi).

<sup>2</sup> Mansfield District Council Retail Update 2015.

<sup>3</sup> Mansfield District Local Plan, Adopted 1998

- 3.10 The retail profile for Mansfield town is illustrated in Figure 4.2 below. The town has a good representation of national multiple retailers. Index figures over 100 suggest a greater than usual concentration of this type in the area.<sup>4</sup>
- 3.11 In terms of the range of retail offer, Cards and Stationery (219), Mobile Phones/Telecommunications (213), Department stores and variety stores (203) all show a greater than usual concentration within the area. In addition, Books/video/music, Hardware/DIY, financial services and travel are well represented.
- 3.12 Alternatively Antique and Arts (49), Sports (64) and Supermarkets (24) coffee shops, fast food, restaurants bars and cafes show a lower than usual concentration within the area.

Type of Store	Data for area	Data as % for area	Data for base	Data as % for base	Index av=100
Accessories & Jewellery	15	3%	8,468	1%	137
Antiques & Art	3	1%	6,798	1%	49
Books Video & Music	3	1%	2,489	0%	134
Cards & Stationery	9	2%	4,586	1%	219
Cash & Carry	3	1%	4,292	1%	78
Clothing	43	8%	39,981	7%	120
CoffeeShops	16	3%	21,572	4%	83
Crafts Hobbies & Toys	33	6%	37,104	6%	99
Department Store and Variety Store	7	1%	3,846	1%	203
Drink & CTN	31	6%	37,285	6%	93
Electrical & Computer Goods	29	6%	41,419	7%	78
Estate Agents	21	4%	18,510	3%	126
Fast Food Take Away	29	6%	41,679	7%	78
Furniture	43	8%	39,084	7%	123
Hardware & DIY	35	7%	39,117	7%	100
Mobile Phones / Telecommunications	11	2%	5,755	1%	213
Pharmacy Health & Beauty	74	14%	76,546	13%	108
Restaurants Bars & Cafes	22	4%	34,776	6%	70
Services - Financial	36	7%	26,267	5%	153
Services - Motor	33	6%	50,788	9%	72
Sports	11	2%	19,118	3%	64
Supermarket	2	0%	9,436	2%	24
Travel agent	6	1%	4,956	1%	135

Figure 4.2 - Mansfield (Town Report EGi 2015).

- 3.13 Table 4.1 below summarises the key UK named retailers both represented and not represented in the Mansfield Local Authority area. 43 national retailers are listed, 13 of which are not currently represented.
- 3.14 In terms of representation, 5 of the 13 retailers not represented are food/café businesses whilst 8 out of the 13 relate to comparison shopping.
- 3.15 A number of national 'high street' stores are present including Argos, Boots, Debenhams and Marks and Spencer's. There are also a number of independent stores which occupy the town and shopping centres such as Slacks News, Store 21 and Who's Toys.

<sup>4</sup> EGi Town report for Mansfield

- 3.16 The Retail Update Report highlights a number of freestanding retail warehouses situated across the District including Halfords, Magnet, Currys/PC World and Wickes.
- 3.17 In addition to comparison retailing there are a wide range of other uses which contribute to the vitality and vibrancy of the centre including banks/building societies and leisure operators including food and drink establishments such as Costa Coffee, McDonalds, Greggs and KFC.

<b>Retailer</b>	<b>No of branches in the Mansfield Local Authority area</b>	<b>Retailer</b>	<b>No of branches in the Mansfield Local Authority area</b>
Argos	1	New Look	1
Boots	2	Next	1
Café Nero	0	Oak Furniture Land	0
Carphone Warehouse	2	Pets At Home	1
Claire's	1	Pizza Express	0
Clark's	1	Poundland	1
Costa Coffee	1	Primark	1
Debenhams	1	River Island	1
Domino's Pizza	1	Sainsbury's	1
EE	1	Starbucks	0
Greggs	2	Superdrug	2
H&M	0	TK Maxx	1
Holland & Barrett	1	Tesco	1
Home Bargain	1	Topman	1
House of Frazer	0	Topshop	0
John Lewis	0	Tresspass	0
KFC	1	Vodafone	1
Marks and Spencer	1	Waitrose	0
McDonalds	2	Waterstone's	0
Monsoon Accessorize	0	WH Smith	1
Morrison's	1	Nando's	0

**Table 4.1 – Retail Profile Mansfield (EGi 2015).**

## Availability

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- 3.18 The Council's latest survey data (June 2016) found that there are 75 vacant units in the town. A review of Estates Gazette shows that 37 Retail Units are currently being actively marketed in Mansfield providing a total of 15,579 sqm (167,673 sqft) of floorspace. 35 available units have consent for Retail (A1) use and 2 units have planning for mixed use retail including A1/2/3/4/5/B1.
- 3.19 31 units comprise second-hand grade space with the largest available located on the 1<sup>st</sup> and 2<sup>nd</sup> floors of the Rosemary Centre – 6,608 sqm (71,127 sqft.). Just 7 units comprise new build space, 4 of which are located at Stockwell Gate.
- 3.20 The smallest unit available is located at 4 Market Place, NG19 8AS, 38 sqm (412 sqft) which is located 1.5 miles north outside the town centre. The smallest unit in the town centre is located at 32a Church Street, Mansfield, NG18 1AE, 65 sqm (700 sqft).
- 3.21 Figure 4.3 and 4.3.1 below shows the location of all available retail units within Mansfield. The majority are located within a one mile radius of the town centre and within the A60 ring road.



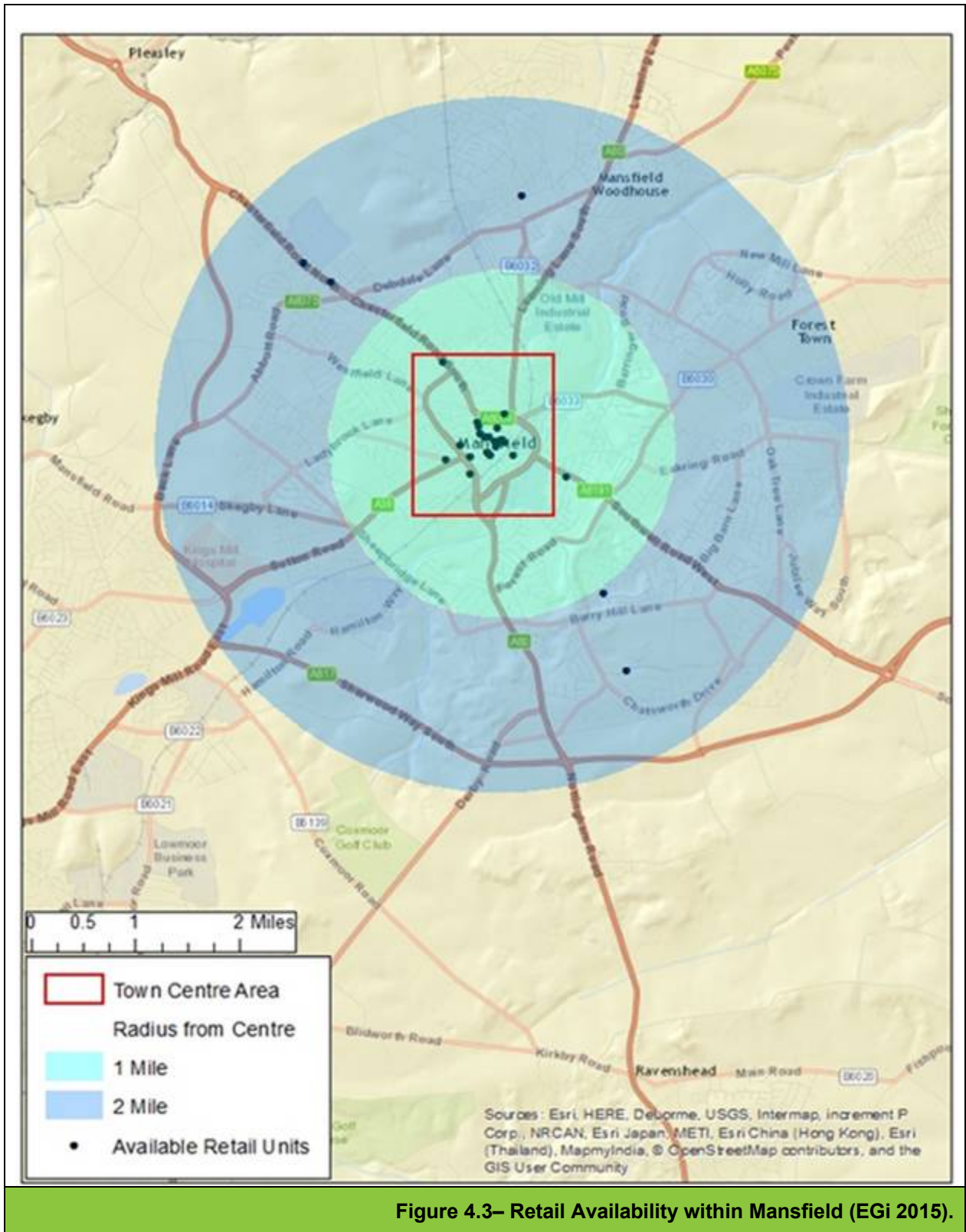


Figure 4.3– Retail Availability within Mansfield (EGi 2015).



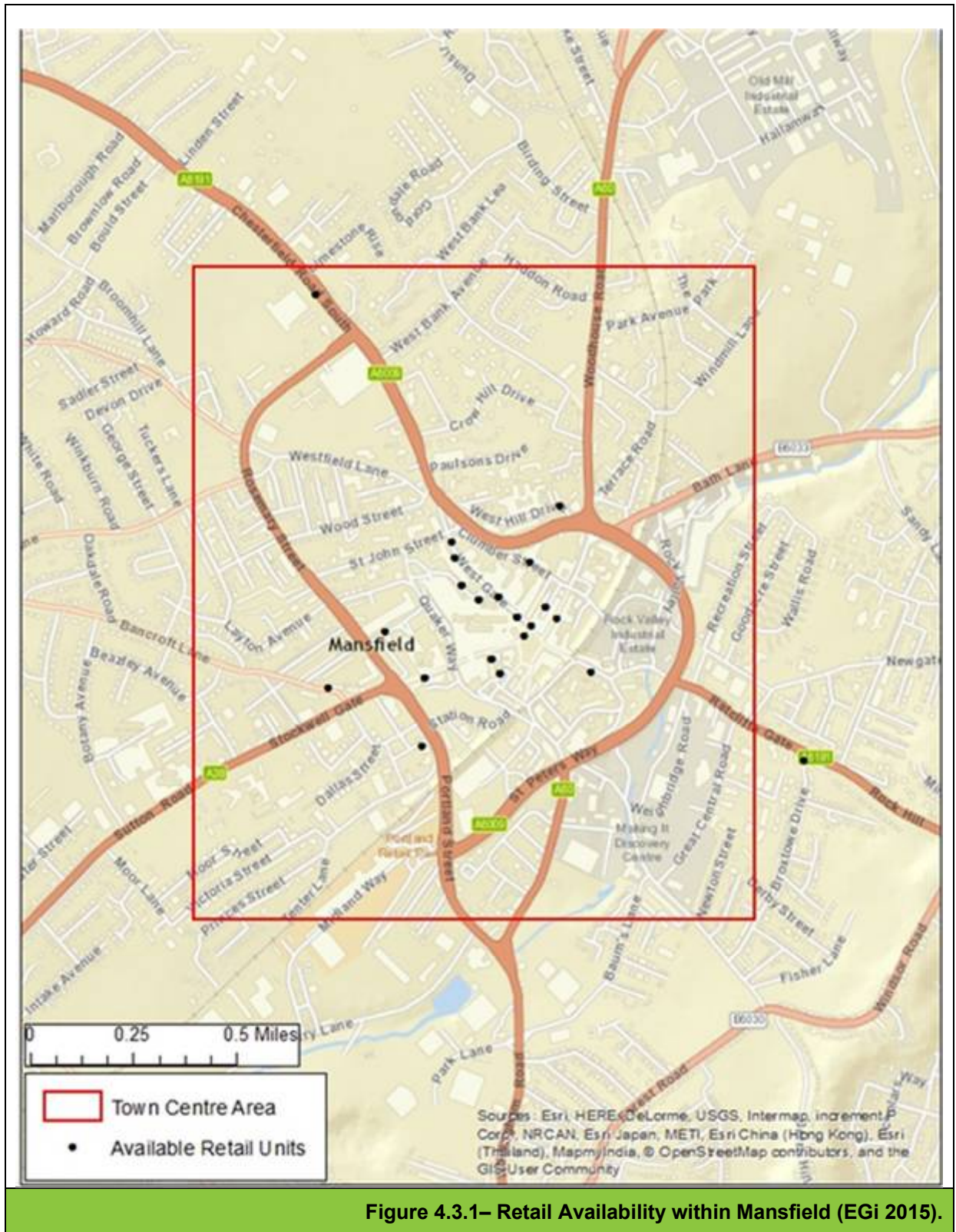


Figure 4.3.1– Retail Availability within Mansfield (EGi 2015).

## St Crispin's Court, Stockwell Gate

3.22 St Crispin's Court at Stockwell Gate is currently offering retail/leisure and office accommodation to let or for sale on a long leasehold. Accommodation ranges from 218.7 sqm – 1,641 sqm (2,354–17,662 sqft) and offers 50 dedicated on site car parking spaces. The accommodation is located on one of the main arterial routes in Mansfield on the edge of the town centre. Nearby occupiers include Asda, Dunelm Mills, TK Maxx, Boots, and Sports Direct.



3.23 There are four units currently available at St Crispin's Court which have been vacant since October 2013. The marketing agents, Lambert Smith Hampton confirm that they are quoting the following rentals:

- Unit C1 - 219 sqm (2,354 sqft) – £129psm (£12.00psf) – we understand this unit has now been granted use for A5 use and is being let to Papa Johns.
- Unit C2 - 940 sqm (10,118 sqft) – £129 psm (£12.00 psf)
- Unit C3 - 222 sqm (2,390 sqft) – £75.00 psm (£7.00 psf)
- Unit C4 – 260 sqm (2,800 sqft) – £75.00 psm (£7.00 psf)

## Queen's Place

3.24 Queen's Place was built on the site of a run-down pub close to Mansfield town centre next to the new £9 million bus station. The building is run and managed by Mansfield District Council and was the first new building to go up in the town centre in the space of ten years.<sup>5</sup> The units are well located with good footfall and visibility.

3.25 Currently, 807 sqm (8,685 sqft) of accommodation is vacant arranged on ground, first and second floors with units ranging in size from 8,159 sqm to 19,483 sqm (758 sqft up to 1,810 sqft). The ground floor units have planning for A1 (Retail), A2 (professional/financial services), A3 (Restaurant/café) and B1 (business). The upper floors comprise office accommodation. Unit 2 is currently available providing 110 sqm (1,185 sqft) at a quoted rent is £25,000 per annum equating to £227psm (£21.10 psf). A service charge is also payable for the maintenance and upkeep of common areas and an additional payment of 2% of the Rateable Value (i.e. RV £20,250) is payable towards the Business Improvement District (BID).

<sup>5</sup> <http://www.queensplacemansfield.com/>

- 3.26 Unit two, located adjacent to the new transport interchange is visible from the one-way town centre inner ring road.

## Deals done

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- 3.27 Since January 2015 there have been 37 retail deals completed in Mansfield, comprising a mix of lettings, freehold and investment sales totalling 7,818 sqm (84,154 sqft) of transactions across a range of sizes. Since the start of the year the town has witnessed a limited number of transactions comprising 3 lettings, an auction sale and two freehold sales.
- 3.28 The most recent letting was a 61 sqm (658 sqft) A1 retail unit located on part of the ground floor at the Mansfield Woodhouse Centre on the High Street which was let for a rental of £25.84 psf for an undisclosed term.
- 3.29 The largest unit let was a ground floor retail warehouse of 1,407 sqm (15,145 sqft), located on Great Central Road, (NG18 2RJ) close to the former Mansfield Brewery Site. The property was let in October 2015 for an agreed annual rental of £65,000 per annum (equating to £46.20 psm/£4.29 psf).
- 3.30 Figure 4.4 and 4.4.1 below shows the location of all the retail deals completed since January 2015 in Mansfield.





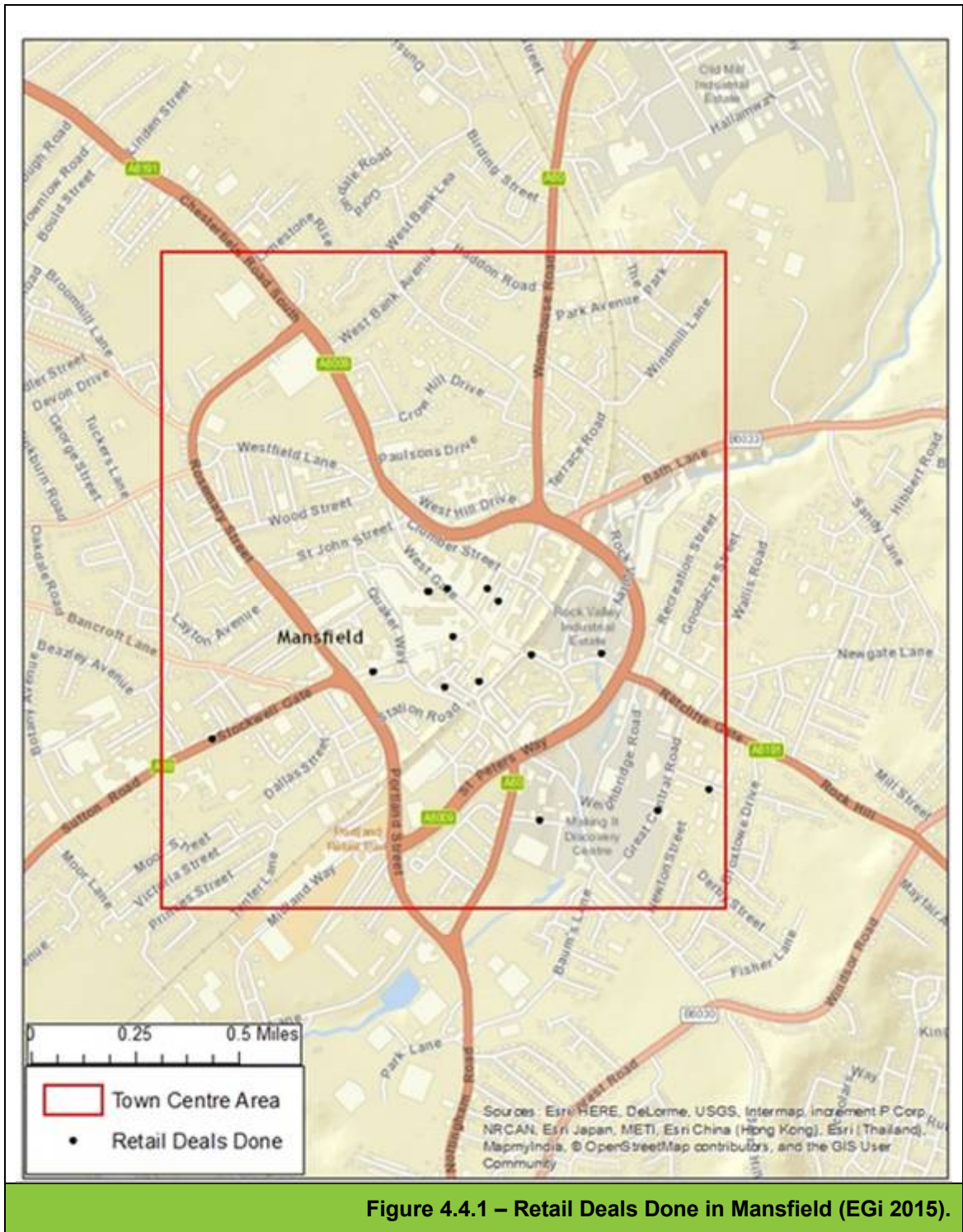


Figure 4.4.1 – Retail Deals Done in Mansfield (EGi 2015).

## Comparison retail

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### Portland Retail Park

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3.31 Portland Retail Park, on Nottingham Road is occupied by predominantly bulky goods retailers and contains the following companies.

<ul style="list-style-type: none"> <li>• Burger King</li> <li>• Frankie and Benny's</li> <li>• Carpet Right</li> <li>• Dreams</li> <li>• Dunelm Mill</li> <li>• DW Fitness</li> </ul>	<ul style="list-style-type: none"> <li>• Harvey's/Benson Beds</li> <li>• Jysk Sleeping and Living</li> <li>• Maplin</li> <li>• Pets at Home</li> <li>• Poundstretcher</li> <li>• SCS</li> </ul>
<b>Source: Mansfield District Council Retail Update 2015.</b>	

### St Peters Retail Park

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3.32 St Peters Retail Park is occupied by more traditional “high street” retailers and contains the following companies:

<ul style="list-style-type: none"> <li>• Next</li> <li>• TK Maxx</li> <li>• Boots</li> <li>• Laura Ashley</li> <li>• Sports Direct</li> </ul>	<ul style="list-style-type: none"> <li>• Peacocks</li> <li>• Poundland</li> <li>• Home Bargains</li> <li>• Carphone Warehouse</li> <li>• Greggs</li> </ul>
<b>Source: Mansfield District Council Retail Update 2015.</b>	

### The Rosemary Centre

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3.33 The Rosemary Centre, situated just off the town centres pedestrianised area, has a covered parade of shops including a select number of national chains i.e. Lloyds Pharmacy, Argos, Iceland, Dominos, Shop Mobility.

### Four Seasons Shopping Centre

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3.34 Four Seasons is situated in the heart of Mansfield.” The centre opened in 1974 and is a key shopping destination in the town. The Centre is owned by Mars Real Estate Investment BV, and comprises of c. 54 units<sup>6</sup>including:

<ul style="list-style-type: none"> <li>• Debenhams</li> <li>• River Island</li> <li>• HMV</li> <li>• EE</li> </ul>	<ul style="list-style-type: none"> <li>• Boots</li> <li>• W H Smiths</li> <li>• Primark</li> </ul>
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<sup>6</sup> <http://www.fourseasonsshopping.co.uk/customer-services-at-mansfield/about-us-at-mansfield.html>

## Competing Centres

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- 3.35 The town faces competition from a number of towns including; Nottingham, Chesterfield, Sutton-In-Ashfield and Worksop.
- 3.36 In addition there are two out of town shopping centres which compete with Mansfield town centre, these are:
- Meadowhall; covering 130,064 sqm (1.4 million sqft.) of floor space and contains 230 independent and international brands, 50 places to eat and drink and an 11 screen cinema. *“Ever since it opened in 1990 on the site of a former steelworks, Meadowhall’s been the place to shop in the region.”*<sup>7</sup> 30 miles North West of Mansfield.
  - McArthurGlen Designer Outlet East Midlands, situated 7 miles from Mansfield, is *“the leading designer outlet in the Nottingham and Derbyshire region. The centre is near junction 28 of the M1 motorway and has more than 65 stores, cafes and restaurants.”*<sup>8</sup>

## Comparison Location: Chesterfield

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- 3.37 The following section compares the retailer profile within Mansfield with Chesterfield. Chesterfield is also a market town located in the County of Derbyshire and lies 12 miles North West of Mansfield. It has a population of 88,483 (2011 census.) In terms of the economically active population (ages 16-74), 55.1% are in full-time employment whilst 6.9% are unemployed.
- 3.38 Figure 4.6 below provides an overview of the retail profile for Chesterfield. The geographical area of analysis is illustrated on Figure 4.5 below.

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<sup>7</sup> <http://www.meadowhall.co.uk/about-centre>

<sup>8</sup> <http://www.mcarthurglengroup.com/our-locations/east-midlands.aspx>



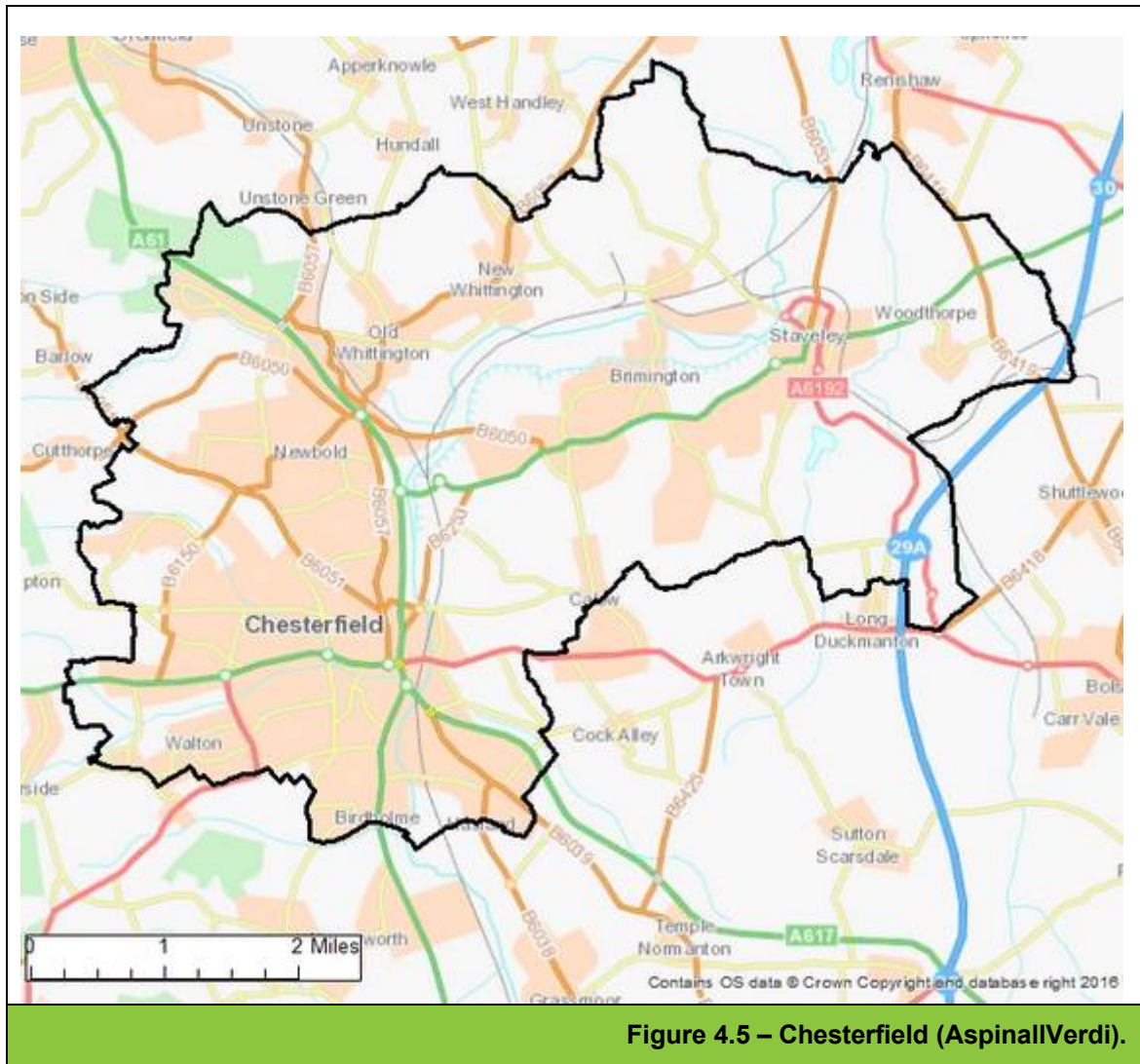
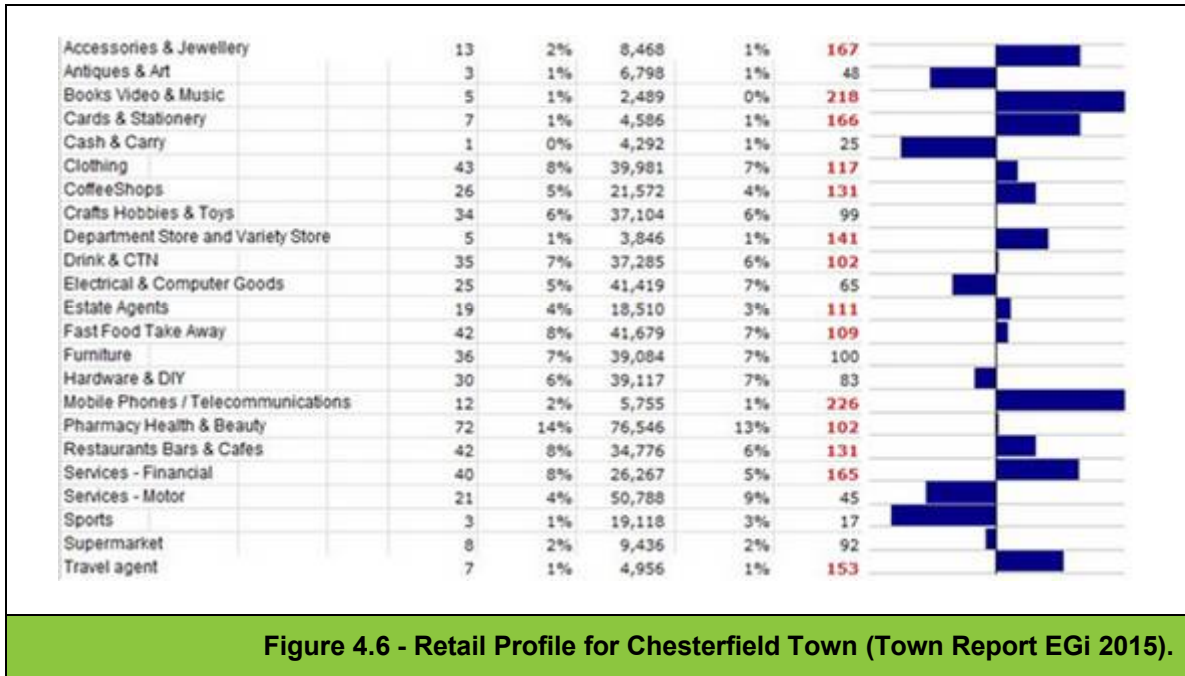


Figure 4.5 – Chesterfield (AspinallVerdi).



3.39 The Mansfield area has been compared against retailer representation within Chesterfield. Index figures over 100 suggest a greater than usual concentration of this type in the area.



3.40 The top three retailing types are; Mobile Phones/Telecommunications (226), Books Video and Music (218) and Accessories and Jewellery (167).

3.41 Alternatively the lowest three are; Sports (17), Cash and Carry (25) and motor services (45).

3.42 The table below is a list of key UK retailers represented in the Chesterfield Local authority area compared with Mansfield Local Authority area. A number of retailers represented in Chesterfield are not within Mansfield, namely, Café Nero, H&M, Waterstones and Monsoon Accessorize. The EGi Town Reports used to collect this data were prepared in August 2015 and so may not entirely reflect the current UK retailers present in both locations.

<b>Retailer</b>	<b>No of branches in the Chesterfield Local Authority area</b>	<b>No of branches in the Mansfield Local Authority area</b>
Argos	1	1
Boots	1	2
Café Nero	1	0
Carphone Warehouse	1	2
Clarie's	1	1
Clark's	1	1
Costa Coffee	2	1
Debenhams	0	1
Domino's Pizza	0	1
EE	1	1
Greggs	4	2
H&M	1	0
Holland & Barrett	1	1
Home Bargain	1	1
House of Frazer	0	0
John Lewis	0	0
KFC	2	1
Marks and Spencer	1	1
McDonalds	1	2
Monsoon Accessorize	2	0
Morrison's	0	1
Nando's	0	0
New Look	1	1
Next	1	1
Oak Furniture Land	0	0
Pets At Home	1	1
Pizza Express	0	0

<b>Retailer</b>	<b>No of branches in the Chesterfield Local Authority area</b>	<b>No of branches in the Mansfield Local Authority area</b>
Poundland	1	1
Primark	1	1
River Island	0	1
Sainsbury's	0	1
Starbucks	0	0
Subway	3	2
Superdrug	1	1
TK Maxx	1	1
Tesco	3	1
Topman	0	1
Topshop	0	0
Trespass	0	0
Vodafone	1	1
Waitrose	0	0
Waterstone's	1	0
WH Smith	1	1

**Table 4.2– Retail Profile Chesterfield and Mansfield (EGI 2015).**

## 4 Site and Accommodation Requirements of Comparison Retailers

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- 4.1 It is not necessary to demonstrate that each potential retail site is able to accommodate the exact requirements within the market in terms of scale and size (as stated in Planning Policy Guidance). This study is being undertaken at a specific point in time and the market will change in response to changing economic and market circumstances, whilst concurrently specific requirements may not be identified for the town. Similarly, even where specific requirements are currently known, it is not possible to predict how such requirements may change over the course of time in response to changing circumstances.
- 4.2 Sites which are sufficiently flexible to have the potential to satisfy current and future operator requirements should instead be identified. It is therefore, important to seek to identify those sites which may be able to offer sufficient flexibility in the future, in order to respond to a range of operator requirements as they come forward. Similarly, in accordance with Planning Practice Guidance with respect to the vitality of town centres, identified sites should satisfy the sequential test.
- 4.3 Nonetheless, it is useful to have an understanding of the accommodation and locational requirements of operators in order to inform the site assessment and the potential suitability of the sites to meet any current or future requirements.
- 4.4 In terms of suitability and viability, other considerations include current uses, landownership and physical constraints. Also the likely site acquisition costs and how these may impact upon financial viability are key considerations. When there is competition for a limited number of development opportunity sites, land values may become inflated as private landowners will inevitably hold out for the highest value. This can also adversely impact upon the timing of any future developments which are outside of the public sector's control.
- 4.5 Discussions with national retail and leisure agents active within the region, combined with our own understanding of the retail and leisure market sectors, has informed the range and nature of requirements. This has served to inform the individual site assessments.

### Unit Sizes

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- 4.6 Operators are seeking sites in various locations across the country. Unit size requirements vary across different operators and usually within a certain range. The overall unit sizes range from in the region of 46.45 sqm to 464.5 sqm (500 sqft to 5,000 sqft). At the smaller end of the range they are typically 46.45 sqm to 112 sqm (500 sqft – 1,200 sqft).
- 4.7 Typical size ranges being sought are as follows;

- 46.45 sqm – 279 sqm (500 sqft – 3,000 sqft)
  - 74 sqm – 186 sqm (800 sqft - 2,000 sqft)
  - 115 sqm – 325 sqm (1,200 sqft – 3,500 sqft)
  - 232 sqm – 464.5 sqm (2,500 sqft – 5,000 sqft)
- 4.8 In addition to standalone formats, units can often be delivered as part of mixed-use developments including complementary commercial or residential uses situated on upper floors e.g. similar to Stockwell Gate. Smaller local centre schemes may include small ground floor units as small as say e.g.500 sqft with WC and kitchenette areas. This may prove appropriate in certain locations and on suitable sites e.g. prominent locations with adequate parking. Such mixed use development may in particular, cater for independent and niche businesses contributing to the town centre's diversity and vibrancy, with good connectivity and pedestrian linkages with the town centre.

### Site Area

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- 4.9 Individual site requirements of national operators will inevitably vary. Local agents advise that typically sites sought are currently in the order of (0.4 ha to 0.8ha) 1 acre to 2 acres and we are aware of a number of national and regional requirements of this order.
- 4.10 In terms of the site identification/analysis, the gross areas of the seven main sites which are the subject of this analysis are broadly within this size range.

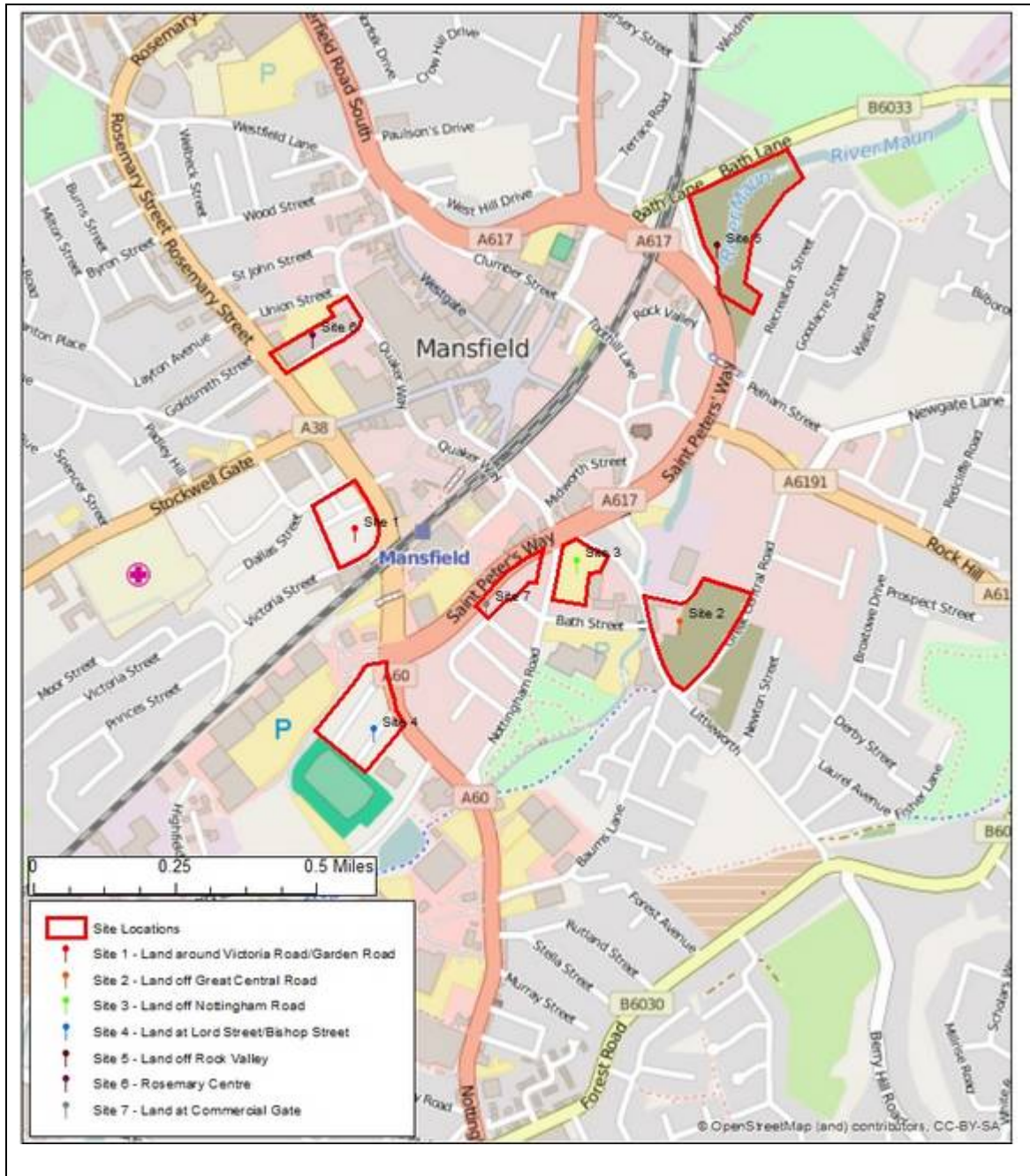
### Locational Requirements

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- 4.11 Comparison retailers and leisure operators will typically seek new stores in various types of location e.g. High Street, retail parks, shopping centres, neighbourhood parades, factory outlets and regional shopping centres. Operators will seek busy retail locations with high pedestrian footfall/passing traffic with good visibility and accessibility by car and public transport.
- 4.12 Proximity to public transport and other and similar uses e.g. retail, leisure, a commercial and residential use, which are likely to generate high levels of footfall, is therefore important.
- 4.13 Issues such as parking and servicing arrangements are important requirements in order to support retailer trading.

## 5 Site Appraisal

- 5.1 An Assessment has been made of the seven sites identified by the Council, which considers; Location; Land Ownerships, Constraints; Site Assembly, Infrastructure.
- 5.2 The plan below identifies each of the site locations and their relationship with the town centre, including the Primary Shopping, the shaded area on the plan.








## Site 1: Land at Victoria Street and Garden Street

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### Site Description (location, size, current land use, neighbouring uses)

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- 5.3 This site occupies a prominent position on the corner of Victoria Street and Garden Street which is situated overlooking the A60 Ring Road, in close proximity to Mansfield Town Centre. The site is in an elevated position from the A60 Ring Road (Portland Street) which forms the eastern boundary. Rooth Street borders the western boundary of the site.
- 
- 5.4 The site is a prominent and highly visible site from the Ring Road. The bulk of the site comprises of 3 key land parcels i.e. two parcels of land located to the north, bounded by Peacock Street to the north and Garden Road to the South, currently used as surface car parks; a larger land parcel in the centre bounded by Garden Road to the north and Victoria Street to the South comprising various commercial warehouses; and across Victoria Street at the most southern end, additional warehouses.
- 
- 5.5 The site extends to approximately 1.01 Ha (2.50 Acres).
- 5.6 This site has a number of uses/occupiers comprising two council owned car parks and four businesses (Taxi rank 6five2's, MCC Garage, Baldwin Motor Services, Paint Chip Techniques).
- 
- 5.7 The two car parks appeared to be under-utilised on the morning of the site visit during the week.
- 5.8 Within the site boundary located to the south of the site, fronting onto Victoria Street, a large industrial building is currently being marketed freehold by Chesterton. The adjoining two storey building is currently occupied by Paint Chip Techniques.

### Landownerships

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- 5.9 A review of Land Registry indicates that the site is in both public and various private ownerships. The individual owners are delineated on the plan and summarised overleaf.

**Landownership Key**



- 1a -Mansfield District Council
- 1b - Nottinghamshire County Council
- 1c - Mansfield District Council
- 1d- Mansfield District Council
- 1e - Mansfield District Council
- 1f - Peter Taylor
- 1g - Mansfield District Council
- 1h -Jeffrey Albert Smith and Kathleen Mary Smith of Stonelean
- 1i - Nottinghamshire County Council
- 1j -Yurek Nazaruk and Maria Nazaruk
- 1k –Mansfield District Council



- 5.10 Approximately half of the main site is within public sector ownership; Mansfield District Council owns the two car parks (plots 1k). Also Nottinghamshire County Council owns various small plots of land. There are three separate private landowners which own the remainder, with two private landowners owning part of the site located within the main land parcel.

## Constraints

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- 5.11 In order to bring the entire site forward for development site assembly is required. The potential time and costs associated with this process may prove a deterrent to the private sector in bringing forward a comprehensive retail scheme – even more so if the various landowners have high aspirations with respect to value. In addition, the public sector landowners would need to ensure that they achieve best consideration for the sites within their ownership if the decision is made to dispose of their landholdings to facilitate a comprehensive development.
- 5.12 The public sector (i.e. Mansfield DC and Nottinghamshire CC) own a significant site area. Consequently, subject to their agreement, the sites located to the north of Victoria Street may be easier to assemble in order to provide land for a comprehensive scheme, in isolation of the warehousing located on Victoria Street.
- 5.13 There are a number of active independent businesses at the site which would need to be engaged. Subject to the lease/license terms of those businesses compensation may be necessary, in order that Vacant Possession can be achieved.
- 5.14 Car parking utilisation statistics provided by Mansfield District Council suggest that the car parks are not as well utilised as other Council owned car parks in the town. We understand that during the period March 2015 to April 2016, Garden Road attracted 9,607 visitors and Victoria Street car park, fewer visitors with 1,658. The loss of public car parking within the town, combined with loss of income to the Council would need to be considered, particularly in the context of an overall town centre parking strategy. However, we understand from the Council, that the car parks were always intended to be temporary.
- 5.15 The site has been identified in the wider regeneration scheme as a site for employment and car parks. However, the emerging local plan does not currently rely on any employment floorspace coming forward here.
- 5.16 There may be issues with respect to contamination as a result of current and historic uses at the site which will need to be investigated as part of any future development proposals.



- 5.17 Access into the site, off the A38 via Dallas Street may be an issue. Dallas Street is a predominantly residential street and access therefore via Heavy Goods Vehicles which may serve large retail operators, could prove problematic in terms of the adverse impact upon residential amenity.

### Infrastructure

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- 5.18 The site has reasonably good road access off Dallas Street via the A38 Sutton Road which connects with the M1 to the west. There are a range of current uses at the site and therefore we assume that utilities will be in place.

### Flood Risk

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- 5.19 We have reviewed the Environment Agency Flood Risk Map and the site does not appear to fall within a Flood Risk Zone. However, it must be noted that the site slopes south – north and so during periods of heavy rainfall runoff could be an issue.

### Potential for Comparison Retail/Leisure

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- 5.20 Notwithstanding the constraints identified, this site is a suitable location for comparison retail development. The site is well located in terms of proximity and connectivity with the town centre. It also provides a site of sufficient size to ensure flexibility of development to respond to potential retailer requirements. Furthermore the site is in a visible position off the ring road.
- 5.21 The impact of retail development upon residential amenity will need to be considered. The site's accessibility may prove to be an issue which may therefore limit the scale of retail development which can be viably delivered.
- 5.22 Assuming the entire site is assembled, based on the assumed gross site area of 1 ha (2.5 acres)<sup>7</sup> and a site coverage ranging from 70% to 40% the site could accommodate indicative floorspace in the region of 4,047 sqm to 7,082 sqm<sup>8</sup> (43,562 sqft to 76,230 sqft) assuming single storey units. It should be noted that not all of this quantum of floorspace would necessarily be delivered and is not likely to be delivered on a speculative basis.
- 5.23 Subject to car parking requirements and planning policies, retail floorspace may be appropriate as part of a comprehensive mixed use scheme, with accommodation arranged on ground and 1<sup>st</sup> floors with the potential for residential apartments above.

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<sup>7</sup> All site areas quoted within this report are indicative only.

<sup>8</sup> All areas quoted within this report are indicative only and subject to further feasibility. No plans have been produced to ascertain site capacity.

### Potential Impact on existing town centre (short and long term)

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- 5.24 In accordance with PPG, any proposed development over 2,500 sqm (26,910 sqft) will need to be tested in terms of impact. The site is located across the A6009 from the town centre however it can be accessed by pedestrians via a crossing point and is in close proximity to the Mansfield Superbowl 2000 and Asda Supermarket which is on the opposite side of the A38.
- 5.25 The site is well positioned in terms of its proximity to the town centre and existing retail parks, with reasonably good pedestrian links. However, redevelopment of this site is likely to prove beneficial through intensification of uses which create footfall during the daytime and evening. Residential development would also serve to underpin demand for leisure which may boost the town's existing leisure offer.
- 5.26 In terms of the timing of delivery, due to the necessity to assemble the site, the site could more likely be delivered in the medium to long term.

## Site 2: Land off Great Central Road (Former Mansfield Brewery)

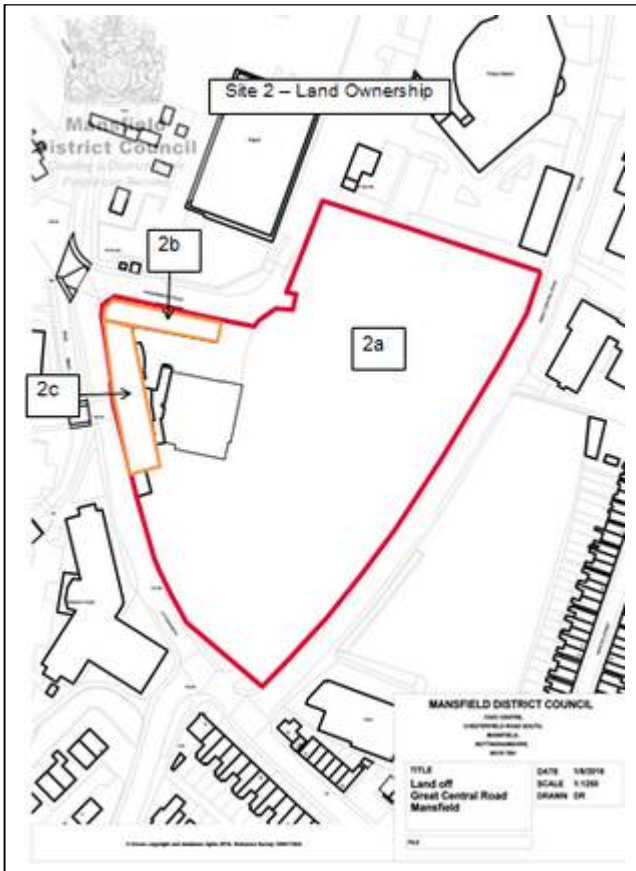
### Site Description (location, size, current land use, neighbouring uses)

- 5.27 This site is located off Great Central Road, bounded by Great Central Road to the east, Littleworth to the south and Weighbridge Road to the west. Located at the south eastern fringe of Mansfield town centre the site is in close proximity to Portland Retail Park and St Peters Retail Park. It is also relatively short walk from the town centre via a subway underneath the ring road, although the retail areas are not visible. A crossing point can also be used to access the site.
- 5.28 The site was once occupied by the Mansfield Brewery but has been cleared for a number of years and is now a brownfield site. Chadburn House a 3-storey building, occupying part of the site, currently offers managed workspaces and serviced office accommodation. The Discovery Centre and Managed Workspace accommodation adjoining the building is situated on Littleworth.
- 5.29 The site (including Chadburn House and workspace) extends approximately 2.16 ha (5.34 acres). The cleared site area extends to 1.69 ha (4.19 acres). The site to the east which falls outside the area delineated below as the former bottling plant with the site extending to 0.75 ha (1.84 acres).
- 5.30 The immediate vicinity is residential and commercial in nature with Transco; the Army Reserve Centre and Meadow House offices located opposite. Great Central Road itself is a commercial area comprising trade counter and light industrial units and garages. Mansfield Police Station is also located on Great Central Road.



### Landownership

- 5.31 We have reviewed Land Registry to ascertain the landownership pattern within the area. These are delineated on the plan below. The site is in two key ownerships and 2 leaseholders.



2a - O'Connell Real Estate Limited (Incorporated in Jersey) of Old Station House, Rue De La Corbiere, St Brelade, Jersey, JE3 8HN.

2b/2c – Mansfield Land Development Plc. 107 Kent Road, Halesowen B62 8PB (Leased to two companies).

## Constraints

- 5.32 The marketing agents, Eddisons advise that the site went into administration and has failed to attract any development. They advise that a range of uses have been considered, including housing and low cost housing. However, the landowners would ultimately seek to optimise land value.
- 5.33 We also understand that the Discovery Centre is currently available to purchase on a long leasehold basis and has planning consent for use as a museum/heritage centre under Class D1 (Non-Residential Institutions.) The property comprises accommodation over four floors with a total of 1,689 sqm (18,188 sqft). Therefore this building could be acquired and retained for alternative uses, or redeveloped as part of a wider scheme, subject to planning.
- 5.34 We are advised that there is a charge associated with the land owed to the council as a result of the demolition works.
- 5.35 We are also advised that the major landowner is seeking to maximise capital receipt from disposal which could potentially stall development in the event that the respective, landowner aspirations with respect to value are unrealistically high.

- 5.36 The site has remained vacant for several years since closure of the brewery and there may be potential contamination from previous uses. In addition there are variations in site level which will need to be addressed.

### Infrastructure

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- 5.37 The site's main vehicular access is via Great Central Road off the A6191. However, the site is also accessible via Bath Street and Littleworth. We assume that there are existing utilities at the site.

### Flood Risk

---

- 5.38 We have reviewed the Environment Agency Flood Risk Map and the site falls within Flood Risk Zone 2. We are aware that the former Mansfield Brewery site has historically been marketed as a major mixed use redevelopment opportunity with the site available on a long leasehold. This former brewery site was split and included the portion also on Great Central Road opposite the site delineated above.

### Potential for Comparison Retail/Leisure

---

- 5.39 Discussion with the current marketing agents has confirmed that there has been little appetite from prospective occupiers, developers or investors for the site. The agent's previous discussions with Mansfield District Council's Planning Department have confirmed support for residential, mixed use and leisure uses at the site.
- 5.40 The area surrounding the site is mixed in nature, with commercial (office, light industrial and trade counters) situated along Great Central Road itself. Littleworth is mainly residential with some commercial business and independent retailers.
- 5.41 The site may be suitable for mixed use development incorporating an element of comparison retail, at ground floor level or retail warehousing. However, the site is not visible from main arterial routes in and out of the town centre and therefore is likely to prove less attractive a location for comparison retailing.
- 5.42 The gross cleared site area is approximately 1.69 ha (4.19 acres), equating to 16,956 sqm (182,513 sqft). Assuming 40% site coverage the site has capacity for approximately 6,783 sqm. (73,007sqft) of single-storey retail floorspace.

### Potential Impact on existing town centre (short and long term)

---

- 5.43 The site is not visible from the town centre situated on the south eastern fringe. However, redevelopment would prove beneficial in terms of bringing an under-utilised brownfield site back into economic use and serving to regenerate this part of the town centre. The site is likely to come forward in the medium to long term, due to the need for site acquisition. Retail may come forward as part of a mixed use development, but due to lack of prominence for passing trade, demand may be limited.



## Site 3: Land off Nottingham Road

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### Site Description (location, size, current land use, neighbouring uses)

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- 5.44 The site extends to approximately 0.63 ha (1.56 Acres) and is located at the junction of Nottingham Road and St Peters Way (A617) which forms part of the town centre ring road. The town centre and Gala Bingo are immediately to the north of the site on the opposite side of the dual carriageway.
- 5.45 This is a cleared level site which previously housed a car dealership and snooker hall. Following demolition, the site now comprises a tarmac surfaced 232 space car park currently operated by the private freehold owners. We are aware that this site has been the subject of a planning application for a supermarket which was withdrawn.
- 5.46 The site is situated opposite a Methodist Church which is listed and located on Nottingham Road which we understand is now converted to a restaurant. In addition, the immediate vicinity comprises residential and retail uses. St Peters Retail Park is adjacent to the site.



### Landownerships

---

- 5.47 We have reviewed Land Registry to ascertain the landownership pattern within the area. These are delineated on the plan below and listed. The site is in single private ownership;





ALEXANDRA SOLUTIONS LIMITED of Hill Street, St Helier, Jersey, JE2 4UA

### Constraints

- 5.48 The site is in single private ownership and has a previous planning application for convenience retail which indicates that the freehold owners may be interested in disposal or development.
- 5.49 We are not aware of any physical constraints at the site e.g. contamination although understand that the site was previously the site of a petrol filling station and therefore contamination may be an issue.
- 5.50 The site is opposite terraced properties fronting onto Brunt Street and in close proximity to a former church which is listed. Development would need to consider the impact upon residential amenity and the adjacent heritage building.
- 5.51 The site slopes slightly from north to south and levelling may be required.

### Infrastructure

- 5.52 This site is in a sustainable location, in close proximity to the town centre with good prominence from both the A60 ring road and Nottingham Road which separates the site from St Peter's Retail Park.
- 5.53 We assume that there will be access to utilities.

## Flood Risk

---

- 5.54 We have reviewed the Environment Agency Flood Risk Map and the site does not appear to fall within a Flood Risk Zone.

## Potential for Comparison Retail/Leisure

---

- 5.55 The site is situated on a prominent corner and close to the town centre and retail parks. It is highly visible and suitable for comparison retail/leisure uses.
- 5.56 The gross site area is approximately 0.63 ha (1.56 acres) equating to 6,313 sqm (67,954 sqft). Assuming 40% site coverage the site has capacity for approximately 2,525 sqm. (27,181 sqft) of single-storey retail floorspace.

## Potential Impact on existing town centre (short and long term)

---

- 5.57 The site is situated to the south of the town centre and less than a 10 minute walk from the primary shopping location of Westgate. We are not aware of how well utilised the car park is and the loss of car parking may need to be considered as part of an overall parking strategy for the town centre. A quality redevelopment of the site for comparison retail development would help to regenerate this under-utilised site and could prove beneficial in terms of creating a gateway on this corner location, close to the town centre.
- 5.58 The site is well located relative to the core town centre, is cleared and within single private ownership. Therefore, subject to the willingness of the landowner to engage in the redevelopment of the site incorporating comparison retail, this site could potentially come forward in the short to medium term.

## Site 4: Land off Rock Valley

### Site Description (location, size, current land use, neighbouring uses)

5.59 The site is situated very close to the primary shopping area and approximately 10 minutes' walk to West Gate. The site is in close proximity to a residential areas north east of Mansfield town centre. The majority of the site is set below the adjacent land within vertical rock faces which bound the site to north, south, and east with the adjacent Rock



Valley road sloping down from north to south along the west of the site, from which the site is accessed. Bath Lane borders the site to the north and the main St Peter's Way dual carriageway lies along the south western site boundary. A culverted river runs through the site.

5.60 The land within the site itself was formerly dominated by buildings and was previously used for manufacturing by Crown Speciality Packaging. It is now vacant brownfield land.

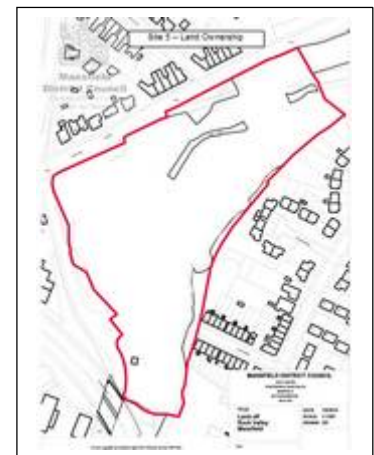


5.61 A planning application by the International Church for the development of a community church, car park, public spaces and landscaping works was granted however, not implemented.

5.62 The site extends to approximately 3.199 ha (7.904 Acres).

### Landownerships

5.63 The site is in a single ownership as delineated on the plan below and listed. The Trustees of the International Church; David Hawkins, Peter Tyler, David Jeffs and Andrew Burt of 61 High Street, Mansfield Woodhouse, NG19 8BB.



## Constraints

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- 5.64 The site is situated in a valley, enclosed on all sides with near vertical slopes; the topography is relatively uneven and the culverted River Maun runs across it.
- 5.65 Ground Investigations undertaken as part of the planning application found that the ground is contaminated with arsenic, chromium, lead, PAH's, sulphate and TPH's. The investigations also detected elevated concentrations of carbon dioxide gas and has been classified as a medium risk to end users.
- 5.66 The existing planning permission indicates the aspirations of the landowner for a community facility which may adversely impact upon the ability to bring forward an alternative retail led scheme.

## Infrastructure

---

- 5.67 The site is served by public transport and accessible off Rock Valley via Bath Lane B6033. It is assumed that utilities are in close proximity to the site.

## Flood Risk

---

- 5.68 We have reviewed the Environment Agency Flood Risk Map and the site partly lies within a Flood Risk Zone. The site entrance is classified as lying within Flood Zone 2, (i.e. medium probability, having an annual risk of the river flooding of less than 1 in 100 but greater than 1 in 1000). The remainder of the site lies in the low flood risk Zone 1.
- 5.69 The NPPF states that developments of a less vulnerable category (such as the proposed uses as part of the planning permission) are appropriate within Flood Zone 1 and 2. The investigations carried out as part of the flood risk assessment have demonstrated that the development will be safe, without increasing flood risk elsewhere, and will assist in reducing flood risk overall.
- 5.70 A Flood Risk Assessment would need to be undertaken in support of planning applications for alternative developments to determine the impact upon flood risk overall.

## Potential for Comparison Retail/Leisure

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- 5.71 The site is visible from St Peter's Way (albeit screened by trees). It is also visible from Bath Lane albeit is below road level, which is a route into the town centre from the residential areas to the east, although it is below road level due to being located in a valley. The site is also a short walk from the primary shopping area of the town and these attributes suggest that the site may be appropriate for retail or leisure development. This is an unusual site and therefore prospects for comparison retail would be better informed via a market testing exercise.

- 5.72 The gross site area is approximately 3.2 ha (7.9 acres) equating to 31,970 sqm (344,122 sqft). Assuming 40% site coverage the site has capacity for approximately 12,788 sqm. (137,649 sqft) of single-storey retail floorspace.

### Potential Impact on existing town centre (short and long term)

---

- 5.73 The site is well connected with the town centre. The displacement of town centre retail uses should be considered as proposals come forward to ensure that the scale and type of retail development does not adversely impact upon the existing town centre offer. The site may be appropriate for a mix of both retail and leisure uses which would serve to increase footfall and vitality in this location on the fringe of the town centre.
- 5.74 Enhanced pedestrian links should be considered as part of any planning application in order seek to encourage and increase the potential for linked trips into the town centre.

## Site 5: Rosemary Centre (off Walkden Street)

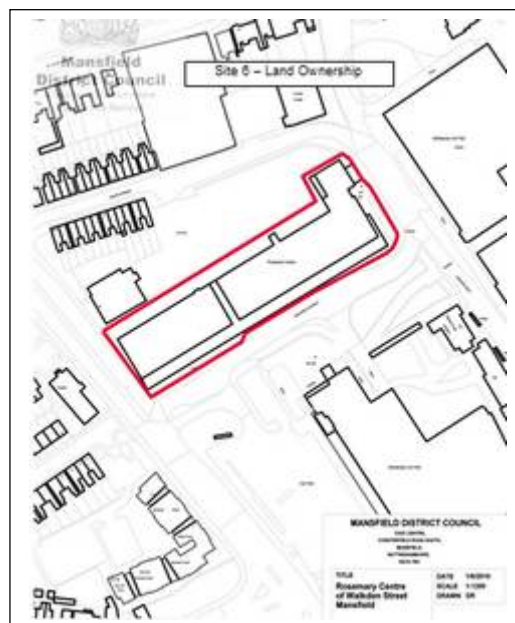
### Site Description (location, size, current land use, neighbouring uses)

- 5.75 The Rosemary Centre is located off Walkden Street and is a substantial brick building with retail uses on ground floors occupying a site of approximately 0.604 ha (1.493 Acres). The building is well positioned located to the west of Mansfield Town Centre and adjacent to the former Bus Station.
- 5.76 The site is easily accessible via the A38 Rosemary Street from Junction 28 of the M1.
- 5.77 Part of the first and second floors of the building are currently available offering a ground floor loading dock/despatch bay.
- 5.78 Discussion with the retained agents, Lambert Smith Hampton confirms that between 92.9 sqm – 6,503 sqm (1,000 and 70,000 sqft) of accommodation is currently available to let on flexible lease terms. The previous occupier used the accommodation for a bulk garment warehouse with hanging conveyor systems to the first floor which remains. The second floor was used for boxed storage. The quoting rental is £21.53 psm to £32.29 psm (£2.00 psf to £3.00 psf). There have been a limited number of tentative enquiries for the accommodation for leisure type uses e.g. Indoor paintball, Lazerquest. However, the space has remained vacant for some time and there have been no recent enquiries generated for the vacant accommodation during 2016. In its current condition the site may lend itself to continued use for short term storage or certain types of leisure use as described. Natural light within the 1<sup>st</sup> and 2<sup>nd</sup> floors is highlighted as a concern as this is limited.
- 5.79 Four Seasons Shopping Centre is situated adjacent to the site which includes a range of national multiple retailers and includes Debenhams Department Store.



## Landownerships

- 5.80 We have reviewed Land Registry to ascertain the landownership pattern within the area. The site is in the single ownership of Peverill Securities Limited of High Edge Court, Heage, Derbyshire, DE56 2BW.



## Constraints

- 5.81 In terms of existing floorspace with respect to the partly vacant 1<sup>st</sup> and 2<sup>nd</sup> floors the conveyor systems are a potential issue to letting the space for alternative uses, due to the potential costs associated with their removal.
- 5.82 The lease terms quoted are short term flexible leases, although there is the potential for longer term with annual break clauses. The rental levels being quoted are low at to £21.53 psm to £32.29 psm (£2.00 - £3.00 per sqft). Such low rents could prove a deterrent to investment by the landlord.
- 5.83 The site may offer an opportunity for comprehensive redevelopment. However the costs of acquisition and clearance combined with the potential values achievable, is likely to prove prohibitive.

## Infrastructure

- 5.84 The site is an existing shopping centre and highly accessible via the town centre ring road and there is ample parking available to the front and rear of the centre. The bus station and train station are also located close by.

## Flood Risk

- 5.85 We have reviewed the Environment Agency Flood Risk Map and the site does not appear to fall within a Flood Risk Zone.

## Potential for Comparison Retail/Leisure

- 5.86 This is a prime location within the town centre Primary Shopping area which benefits from good visibility and accessibility off the A38, Rosemary Street.



- 5.87 The site is appropriate for retail and leisure uses and the optimum location in terms of the sequential test. The gross site area is approximately 0.6 ha (1.5 acres) equating to 6,070 sqm (65,340 sqft). Assuming 40% site coverage the site has capacity for approximately 2,428 sqm. (26,135 sqft) of single-storey retail floorspace.

### Potential Impact on existing town centre (short and long term)

- 5.88 The shopping arcade is outdated and unattractive in appearance. Redevelopment of the site would serve to enhance the area and provide modern floorspace which could better cater to modern day operator requirements in terms of quality and configuration. It could attract additional operators which would increase footfall and reinforce Mansfield town centre as a retail and leisure destination.
- 5.89 Development is likely to be in the long term.

## Site 6: Land at Commercial Gate

### Site Description (location, size, current land use, neighbouring uses)

5.90 The property is located immediately south of Mansfield town centre, within the established Commercial Gate office area. With frontage to St Peters Way, being part of the town's centre Central Ring Road, the building has good prominence and accessibility. A crossing point and a subway are also available for access.



5.91 The property comprises of a purpose-built office building arranged over four floors and occupied by the Job Centre and car park and land towards the north of the site. Surface car parking is opposite and modern; 2-storey commercial office accommodation is adjacent.

5.92 The site extends approximately 0.392 ha (0.969 Acres).

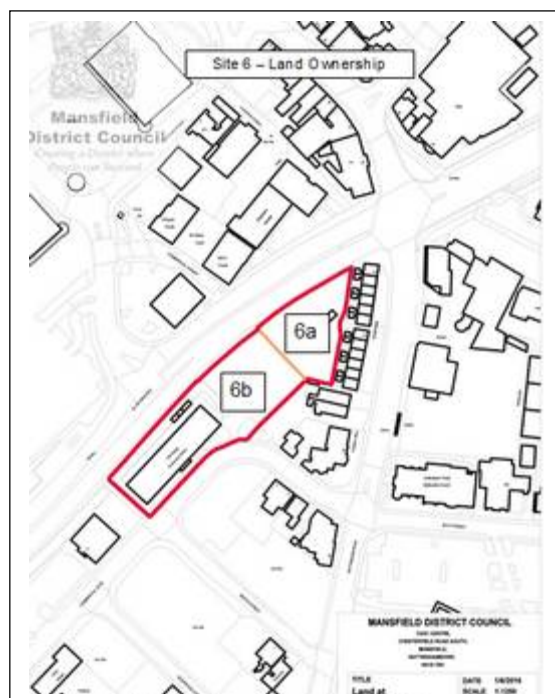
5.93 The immediate vicinity is commercial and retail, with St Peters Retail Park adjacent to the site.

### Landownerships

5.94 We have reviewed Land Registry to ascertain the landownership pattern within the area. The site is within 2 separate ownerships, as delineated on the plan shown.

6a – The Official Custodian for Charities

6b - London Wall Outsourcing Investment Ltd, London



### Constraints

5.95 Access into the site, off Commercial Gate via Nottingham Road may present a constraint. Commercial Gate is an office location and the impact upon the local amenity may be adversely impacted upon. A row of mews properties fronting

Nottingham Road and backing onto the eastern boundary of the site may also be adversely impacted upon. Development therefore would need to be sensitive to the amenity of these surrounding properties.

- 5.96 The site has limited depth in parts which may also limit the floorplate and configuration of any redevelopment.
- 5.97 The site is within two separate ownerships which could prove a barrier to redevelopment of the site. We are not party to the lease terms of the currently occupied building and do not know the current or future intentions of the occupiers which may pose constraints.

### Infrastructure

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- 5.98 The site can be accessed from Commercial Gate and is highly visible from St Peter's Way ring road which fronts onto it. We expect that utilities are already in place.

### Flood Risk

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- 5.99 We have reviewed the Environment Agency Flood Risk Map and the site does not appear to fall within a Flood Risk Zone.

### Potential for Comparison Retail/Leisure

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- 5.100 The gross site area is approximately 0.4 ha (0.97 acres) equating to 3,925 sqm (42,253 sqft). Assuming between 70% and 40% site coverage, the site has capacity for approximately 2,748 sqm (29,574 sqft) and 1,570 sqm (16,899 sqft) of retail floorspace. Due to the constraints identified, the quantum of floorspace may be reduced subject to layout and configuration of any development.
- 5.101 In view of the commercial nature of the location, the retail element could be delivered as part of a mixed use scheme with retail on ground floors and commercial offices above, subject to viability. Development may be delivered as part of mixed use office scheme with retail units serving the local businesses and residents.

### Potential Impact on existing town centre (short and long term)

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- 5.102 The site is situated to the south of the town centre and less than a 10 minute walk from the primary shopping location of Westgate. Development in this location should seek to complement the towns existing offer to avoid displacement of activities in the town.
- 5.103 Due to the market and physical constraints identified in addition to the fact that the site is within two separate private ownerships, the development of the site is likely to be medium to long term.

## 6 Alternative Sites Identified

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- 6.1 We have undertaken a review of available land which is currently on the market. There is very little land currently available which may provide alternative sites for comparison retail development. The site visit served to identify the following sites.

### Victoria Street

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- 6.2 This site is located on Victoria Street in close proximity to Site 1. The site is in a residential area and not in an area of high passing vehicular trade which would limit its potential for retail development. The site is currently an employment site extending to 0.30 ha (0.74 acres). The site has been marketed by Chesterton Humberts in the past but is not any longer being marketed.



- 6.3 The site may provide capacity for some small scale retail units on ground floor to serve local needs as part of a mixed use development with apartments above. Assuming 90% site coverage the site may have capacity to deliver 2,695 sqm (29,009 sqft) of accommodation on ground floor, subject to viability.

### Boothys Club, 2 West Hill Drive NG18 1PJ

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- 6.4 This site is currently being marketed, for sale or to let and consists of social club premises with upper accommodation and development potential. The building extends to 663 sqm (7,139 sqft) and is located in a prominent corner position with road frontage from the A60 Ring Road.
- 6.5 The site is being marketed by SMC Chartered Surveyors and is marketed as suitable for conversion to a convenience store, restaurant, residential or for redevelopment, subject to planning. The site is accessible off West Hill Drive via the A6009 via the A60 ring road and located just a few minutes' walk from the primary shopping area on the opposite side of the ring road. This site could potentially offer a redevelopment opportunity for a small amount of comparison retail which is well situated in relation to the town centre main shopping area.

## 7 Summary and Conclusions

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- 7.1 The NPPF requires the district to allocate sites to meet its comparison goods needs, irrespective of site availability. The current evidence finds there to be a need for some 5,900 sqm net of comparison goods floorspace by 2021, increasing to 14,600 sqm net (157,153 sqft) by 2026, and 25,200 sqm net (271,250 sqft) by 2031 based on a constant market share (i.e. Mansfield district retains its share of expenditure growth).
- 7.2 The quantitative exercise has some limitations, since the longer term forecasts to 2031 are seen as indicative. Furthermore, a quantitative need in the long term does not automatically align with current market demand. It should be remembered that there are also opportunities to meet the needs through other ways from pure new development; for example reduced vacancies, minor extensions, improved performance of existing floorspace or improved retailer profile.
- 7.3 Taking into account the need identified, the sites appraised offer the potential for comparison retail development in the district. Applying the sequential test, sites located within the primary shopping area and within closest proximity to the town are sustainable in terms of connectivity with the town centre, accessibility and visibility.
- 7.4 Site 2 is more peripheral and not visible from the main arterial routes and we consider this to be comparatively less attractive, both commercially and from a planning perspective, than the other 6 key sites under consideration.
- 7.5 The majority of the sites are within private ownership and outside of the Local Authority's control and ownership. Consequently, this may prove a barrier in bringing sites forward in the future. Each will be subject to the willingness of the individual landowners to dispose of their sites at an agreed land price or participate in delivering a scheme incorporating comparison retail.
- 7.6 As highlighted, accessibility into certain sites e.g. Site 1 in particular, will be an important consideration in terms of impact upon the amenity for neighbouring uses and this constraint may prove limiting in terms of the scale and type of accommodation delivered.
- 7.7 During our discussions with local agents, we are aware that demand from operators is currently weak. This is also evidenced from the slow take-up of newly developed units at Stockwell Gate. Furthermore, the site located on Belvedere Street which is again, being marketed by HEB has failed to attract any interest of note. Viability may therefore be an issue in terms of site redevelopment, particularly where there are existing interests which may need to be acquired on site. Seeking to deliver retail as part of a mix of high value uses may assist in addressing viability issues.

- 7.8 Based on a straightforward analysis of the gross site areas and capacity, the 6 sites may offer the potential from c. 36,017 sqm (387,683 sqft) up to 40,230 sqm. (433,032 sqft) of retail floorspace which is in excess of the target floorspace of 25,200 sqm (271,250 sqft) to 2031. However, more detailed design testing is required in order to confirm the development capacity of each site. Furthermore, the sites are likely to be mixed use and may include leisure floorspace, or other town centre uses, which may also help to support the town centre and meet the district's needs for town centre uses.
- 7.9 In terms of timing, none of the sites are straightforward to deliver with various challenges and constraints as identified. In order to inform the analysis further, more detailed feasibility work would be required in order to determine more precisely the scale and nature of development.
- 7.10 We have identified a few small sites in the town which may be appropriate for comparison retail. However, we would caution against allocating too many sites for retail development, which may lead to fragmentation and competition with other appropriate uses e.g. offices, residential as well as diluting the retail offer in the town centre, potentially undermining its role.
- 7.11 Overall, it is considered that the short term comparison goods needs (2021) and potentially some of the medium term needs (2026) could be met through a combination of reducing vacancies in the town centre alongside minor extensions (mezzanines, or extensions) and improved performance. However, given the market signals evidence on demand, and the findings on the sites, the Council need to carefully consider its approach to meeting its long term needs. There is an inherent challenge in the NPPF, since long term retail forecasts are much less reliable and market signals are unlikely to provide any guidance on the extent to which retail floorspace might come forward in the last five years of the plan period (2026-2031) where the majority of the need is generated.
- 7.12 Irrespective of the risks, if the market does not change, the Council ought to recognise that there is a potential that the District's comparison goods market share may reduce in the longer term without any appropriately located comparison retail floorspace coming forward in the District. Therefore, we encourage the Council to discuss this point with its neighbours to judge whether it is likely that some of the need generated in the District might be located elsewhere outside the District.
- 7.13 Planning for a reduced market share is not necessarily a negative step. Focusing policies on deliverable interventions and broadening the town centre offer (including a wider range of leisure uses) might be more effective in maintaining and improving the vitality and viability of Mansfield town centre, compared to planning for a long term need outcome that only exists due to the requirements of the NPPF to consider needs in full for the whole plan period, irrespective of the uncertainty of longer term expenditure growth estimates and the evolving nature of the retail sector.

7.14 In terms of developing a robust and defensible policy approach, the Council need an overarching cross-department town centre strategy that responds to the guidance in the NPPG. Market signals indicate weak demand, but clearly if the Council backed a major town centre regeneration project, then demand could be 'created' in due course. Focussing on planning policy and ensuring that the approach to policies is robust and defensible, it is recommended that the following approach is adopted:

- Focusing on delivering the short term needs by reducing vacancies in Mansfield town centre; it is understood that there are 75 units, and some of these could be re-occupied to meet some of the shorter term needs. It should also focus on the delivery mixed use schemes in the town centre that deliver retail uses.
- Improve the performance of the town centre (and thus meet needs through improved performance) through qualitative interventions. Some of these qualitative interventions are set out in the original RLS. The interventions may include:
  - Encourage the asset management of existing retail blocks to improving appearance, and creating units that are more in keeping with the modern requirements of retailers (for example Four Seasons Shopping Centre and Rosemary Centre would benefit from asset management).
  - Introduce additional leisure uses to broaden the mix of uses, increasing dwell time in the centre and thus improving performance of the existing retail stock.
  - Maintain and enhance and public realm.
  - Encourage meanwhile and temporary uses; pop up shops and street markets etc. to ensure regular activity in the town centre, encourage visitors and improve performance.
- Safeguard the most centrally located sites, retail blocks for retail development (i.e. ensure that sites are considered for retail alongside other potential town centre uses).
- Include criteria based policies to address any sites that come forward in other edge or out of centre locations, consistent with paragraph 23 of the NPPF (eighth bullet point). Such a policy should ensure the sequential test is applied, and retail impact is assessed consider with paragraphs 24 and 26 of the NPPF.
- Commit to an early review of the retail strategy (i.e. within 3-5 years); by this time, the retail market may have changed, or the political/corporate climate may have changed, which may mean that the longer term needs can be achieved. Or the economic climate may mean that the needs are much lower than currently estimated in the evidence.



## Appendix 1: Site Locations

