

Mansfield District Council

Local Plan Publication Draft

Retail and Leisure Technical Paper



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Mansfield
District Council



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1 Executive summary

This paper sets out the background to how our retail and leisure floorspace targets were established. Technical papers relating to housing numbers and distribution, and employment are also available.

1.1 This paper will form a key source of evidence in the generation of retail and leisure floorspace targets within the emerging Mansfield District Local Plan. It will help us understand the floorspace requirements in the district for existing and future residents.

1.2 Alongside new housing and new employment development, making sure that there is enough land for new retail and leisure floorspace is also important for economic growth. In addition to its social benefits, a vibrant town centre can help the district to retain and grow existing businesses, as well as attract new investment.

1.3 The paper has investigated evidence which looks at the population of the Mansfield catchment area, current spending and shopping habits and expected changes in the economy. This information has been used to indicate a likely capacity for development during the timeline of the local plan.

1.4 The paper has established that the most realistic floorspace targets for retail and food and drink leisure uses over the plan period are as shown below.

Table 1.1 Retail and leisure floorspace targets (2017-2033) (sqm net)

Type of floorspace	Mansfield town centre	Mansfield Woodhouse district centre	Market Warsop district centre	Housing growth areas
Comparison retail	11,100	700	700	700
Convenience retail	0	0	0	540
Food and drink leisure	2,800	350	350	0

1.5 Accounting for development that has been permitted since the evidence was provided, and for the reoccupation of a proportion of vacant floorspace within the town centre, gives the following adjusted targets. These should be treated as minimum figures.

Table 1.2 Adjusted retail and leisure floorspace targets (2017-2033) (sqm net)

Type of floorspace	Mansfield town centre	Mansfield Woodhouse district centre	Market Warsop district centre	Housing growth areas
Comparison retail	7,366	700	700	616
Convenience retail	0	0	0	540
Food and drink leisure	1,633	350	350	0

2 Introduction

What is the purpose of this paper?

2.1 This paper sets out the technical evidence we have used to assess how much retail and leisure floorspace may be required in the district over the years 2017-33.

2.2 The paper builds upon three earlier pieces of work – the Mansfield Retail and Leisure Study carried out in 2011 by consultants Roger Tym and Partners (RTP) (the 2011 Study), an addendum to that study carried out by Peter Brett Associates (PBA) in 2014 (the 2014 Addendum), and a further update by PBA in 2017 (the 2017 Update). A previous retail study was completed by GVA Grimley in 2005.

2.3 This paper uses the terms convenience retail and comparison retail. Both fall within Class A1 of the Use Classes Order⁽¹⁾ but are defined separately:

- Comparison goods are items that you tend to shop around for; these can include shoes, clothes, books, electrical items, household goods etc.
- Convenience goods are items that you need on a day to day basis, such as food. Supermarkets fall into this category.

2.4 Leisure uses referred to in this paper relate to food and drink leisure within the following use classes:

- Restaurants and cafes (A3)
- Drinking establishments (A4)
- Hot food takeaways (A5)

Why has it been prepared?

2.5 There are several reasons:

- A local plan must show how much retail and leisure development is likely to occur and how it will plan for it accordingly. This demonstrates what is and is not considered acceptable when the district council considers planning applications, and helps give certainty to landowners, developers and local communities. This paper explains how we arrived at the targets in our local plan.
- The overall requirement allows us to look at how many sites may need allocating, and where. When allocating sites we can take a view on what may be the most suitable locations based on promoting a sustainable pattern of development.
- Working out how much land we need to allocate informs the infrastructure required to support new development.
- It's a national policy requirement - paragraph 161 of the National Planning Policy Framework (NPPF) directs that Local Authorities should assess the need for floor space for economic development over the plan period. This includes retail and leisure development.

1 The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as Use Classes. It is generally the case that planning permission is needed in order to change from one class to another, although there are exceptions.



What is the current strategy for retail and leisure?

2.6 Our existing method of distribution of retail development is set out in the Mansfield District Local Plan 1998 which the emerging plan is set to replace. Retail development is focused upon Mansfield town centre in the first instance (unless a small convenience store) and then to lower centres within the defined retail hierarchy. The current strategy restricts growth elsewhere unless it can meet certain criteria.

2.7 There were also a number of land allocations within the 1998 Local Plan, some of which have yet to see development. The allocations were located within Mansfield town centre and the district centres at Mansfield Woodhouse, Market Warsop and Oak Tree.

Why are we proposing to change the existing strategy?

2.8 We are now in the process of replacing the 1998 Local Plan, and as part of this we have the opportunity to look at how the existing strategy is working, and whether it needs to be modified to better serve the needs of Mansfield district. As part of this we have considered the available evidence on possible retail growth based on projected changes in: population, spending levels and trends, and forms of trading (such as Internet trading), as well as committed development and the plans of competing towns and cities.

3 Context

3.1 This section of the paper sets out the context within which we need to establish retail and leisure targets. It covers:

- key national retail trends
- recent developments within or close to the area
- retail ranking
- information on the shopping habits of the Mansfield catchment area, and
- the policy background that we must work within.

Retail trends

3.2 The table below sets out some of the key national retail trends which are likely to have an effect on Mansfield district during the plan period.

Table 3.1 Key national trends

Trend	What it means	Implications
Polarisation to higher order centres	The preference of retailers to concentrate trading activities in larger schemes, within larger centres. The trend has been driven by the economic downturn, online shopping and a shrewder customer base. This leads to a concentration of comparison goods expenditure in a smaller number of large centres. Within the East Midlands, Nottingham, Leicester and Derby are the centres where many retailers seek to focus their trading presence.	Many retailers will seek to downsize their portfolios, particularly in smaller centres, because they can operate more efficiently with a smaller network of stores combined with a strong online presence. Vulnerable centres may be required to refocus their role and function away from solely being shopping destinations to incorporate a much broader retail, leisure, culture and residential offer.
Growth of the convenience goods sector (The sector has traditionally been dominated by the big four- (Asda, Morrisons, Tesco and Sainsbury's) and increasingly, higher quality operators (Waitrose, Marks & Spencer) and discount retailers (Aldi, Lidl). The discount retailers are becoming increasingly important forces in the convenience goods market and are expected to continue to take market share from the big four supermarket operators in future years).	The sector has often benefited from floorspace becoming available in town and city centres as a result of comparison goods retailers (such as Woolworths) entering administration. Operators are increasingly moving away from opening larger-format stores towards establishing a network of smaller top up convenience goods shopping facilities (referred to as c-stores), often located in town centres, or district / neighbourhood parades, reflecting customers' changing shopping patterns away from bulk weekly (or less frequent) shopping trips to more frequent, lower-spend visits to smaller stores in locations convenient to their home, work or commute.	The proportion of convenience goods floorspace which will be accounted for by smaller stores and discount retailers is likely to increase.



Trend	What it means	Implications
Growth in commercial leisure	Most commentators predict that commercial leisure, such as cafes, bars, restaurants and cinemas, will constitute a growing share of town centre floorspace.	<p>There is scope for town centres to capitalise on this, redefining their function as destinations.</p> <p>This could have positive implications on the performance of town centres as residents and visitors undertake linked trips and spend more time in the town centres. The development of a strong commercial leisure offer can help increase footfall outside of retail hours.</p>
<p>Increase in online shopping</p> <p>(Online shopping is perceived to offer a number of significant advantages over traditional, high street-format shopping including lower prices, wider choices and the ability for customers to find bargains).</p>	<p>While unfavourable economic conditions are forcing many retailers to scale back on physical retail space, their online operations allow them to reach a wider customer base. However, the competition is not as simple as 'online shopping versus the high street' as new technologies promote integration between the two shopping channels.</p> <p>Internet sales have been rising much more rapidly than general retail sales in recent years. Experian however consider that at the turn of the next decade, growth in online shopping is expected to plateau.</p>	<p>Forecast growth in online spending does not equate to a redundant future for bricks and mortar stores. There is a role for physical outlets to act as showrooms for online retailers. A physical presence on the high street improves the visibility of businesses; indeed 12 out of the top 20 e-commerce businesses in the UK have a physical presence on the high street.</p>
Growth in the click & collect online shopping	<p>This relatively new trend looks set to play an increasing role. The click & collect concept is such that a customer orders and pays for a desired product online, and then collects the product from the nearest large branch of the retailer in question. This approach is being rolled out by a number of retailers – examples of retailers trading in Mansfield town centre who already offer this service include Debenhams, Topshop / Topman, River Island, Boots and Wilkinson. Like showrooming, it is also a trend where the physical outlet of the store can still be used to drive footfall.</p> <p>Research by the British Retail Consortium indicates that 60% of click & collect transactions result in an additional purchase in the store. There is, therefore, a role for bricks and mortar stores. This is also found to be the case by Kantar Retail in 'The Multichannel High Street: Winning the Retail Battle in 2015'. https://uk.kantar.com/media/906607/retail_report_2015.pdf</p>	<p>The role and function of high streets, particularly those outside the higher-order shopping centres, are likely to need to consider uses beyond that of traditional retail activity in order to remain vital and viable.</p>
Source: Mansfield Retail and Leisure Study – 2014 Addendum (PBA, 2014).		

3.3 In light of the above trends, Mansfield town centre will need to adapt to the changes in shopping habits in order to remain vibrant. The town centre will need to move away from being a shopping destination and start to offer a broader range of retail, leisure, cultural and civic services. Place marketing to sell the offer of the town centre will become of increasing importance.

Local area context

3.4 There have been a number of changes to retail provision within and surrounding Mansfield district which are likely to have affected shopping patterns since the 2005 retail study was carried out. In addition, planned developments in the town and wider sub-region may further affect current shopping patterns over the course of the council's local plan period.

Table 3.2 Recent and planned changes to retail provision

Comparison retail floorspace	Convenience retail floorspace
<p>No major comparison goods retail developments have come forward in Mansfield since the GVA Grimley retail study was carried out in 2005, and whilst there have been some significant developments completed elsewhere in the wider sub-region, In 2011 RTP did not expect these to have a major influence over shopping patterns of residents in Mansfield. They listed the following as potential future trade draws:</p> <ul style="list-style-type: none"> ● Extension / redevelopment of Broadmarsh Centre, Nottingham ● Extension of Victoria Centre, Nottingham ● Sevenstone (new retail quarter) development, Sheffield ● Potterdyke development, Newark <p>Sites (such as Stockwell Gate and White Hart) identified in the Local Plan and subsequent planning policy publications provide the opportunity for Mansfield to react to these competing development pressures.</p> <p>The following floorspace was committed (had planning permission) at the time of the 2017 Update:</p> <ul style="list-style-type: none"> ● Stockwell Gate South (1,390 sqm) (not counted within figures due to deliverability uncertainties) ● Leeming Lane South (320 sqm) ● Adjacent Unit 3 St Peter's Retail Park (101 sqm) ● Land between Church St and Burns Lane, Market Warsop (80 sqm) ● Adjacent Unit 6 St Peter's Retail Park (176 sqm) ● Vape HQ, Woodhouse Road (182 sqm) ● Oakleaf Close (251 sqm) 	<p>Mansfield has seen the construction of the following significant convenience stores since 2005:</p> <ul style="list-style-type: none"> ● A new Tesco Extra foodstore to the northwest of the town centre ● Morrisons acquisition of the former Cooperative store in Mansfield Woodhouse, resulting in increased trade draw ● Extension of Tesco Extra store at Oak Tree ● Redevelopment of a larger Sainsbury's store and development of an Aldi discount foodstore on Nottingham Road, Mansfield ● Development of a Farmfoods store on site of the former Flamingo PH ● Development of an Aldi discount store at Oakleaf Close <p>Elsewhere, there have been recent openings such as Tesco Extra stores in Chesterfield and Clay Cross, an Aldi in Shirebrook, an Asda acquisition in New Ollerton and a new Asda store in Newark. Generally these are unlikely to have had a significant impact on shopping patterns as convenience goods shopping is a relatively localised activity, although the new Aldi store in Shirebrook does have a strong trade draw (see 2017 Update).</p> <p>The following floorspace was committed in Mansfield district at the time of the 2017 Update:</p> <ul style="list-style-type: none"> ● Stockwell Gate South (1,390 sqm) (not counted within figures due to deliverability uncertainties) ● Adjacent The Ladybrook PH, Ladybrook Lane (400 sqm) ● Leeming Lane South (1,003 sqm) ● Adjacent The Reindeer Inn, Southwell Road West (326 sqm) ● Land between Church St and Burns Lane, Market Warsop (716 sqm) ● Land adjacent the MARR (1000 sqm) ● Oakleaf Close (1,003 sqm)



Comparison retail floorspace	Convenience retail floorspace
Source: Mansfield Retail and Leisure Study – 2014 Addendum (PBA, 2014), Mansfield Retail and Leisure Study Update 2017 (PBA, 2017)	

Retail ranking

3.5 According to the Management Horizons Europe 2008 UK Shopping Index Mansfield town centre has a retail offer equivalent to a Sub-Regional centre. However, in 2008, Mansfield's position in the Index had declined over the preceding decade, indicating that the retail offer in the town has remained relatively static whereas other similarly-ranked centres have shown improvement. More recent rankings by Experian have shown Mansfield town centre to be improving.

3.6 Nottingham is by some distance the highest ranked nearby centre, and is ranked within the top ten UK shopping destinations. To the north of the district, both Sheffield city centre and the Meadowhall shopping centre are also placed within the top 40 UK shopping destinations. There are therefore three destinations close to the district which are highly ranked within the Index due to their strong retail offer.

Health of Mansfield town centre

3.7 As stated in the 2011 Retail Study, Mansfield town centre exhibits generally positive signs of vitality and viability (or 'health'), reflective of what would be expected of a sub-regional shopping destination.

3.8 There are a range of established anchor stores, such as Debenhams, Primark and Marks & Spencer. Primark is the newest of these anchor stores, and represents a positive addition to the overall offer.

3.9 The retail offer is centred on the Four Seasons Shopping Centre, a purpose built, covered shopping mall. The larger units in the centre are fit for purpose, however the smaller units are only able to accommodate limited product ranges for the national multiple retailers which occupy space there.

3.10 Elsewhere in the town centre, there is strong retail offer on the eastern end of Westgate, focused on the Marks & Spencer and New Look stores. The western end of West Gate has a poorer quality retail mix as units are smaller, and vacancy rates are higher. The current vacancy rate in the town centre is higher than the UK average and this needs to be monitored carefully. Vacancy rates in the prime retail area are low however.

3.11 Mansfield market plays an important role in attracting footfall to the town centre, and the pedestrianised market place is considered fit for purpose in this respect. The market was rebranded recently to improve its attractiveness to modern shoppers.

3.12 Comparison goods shopping provision is generally strong, but would benefit from more middle/upper-middle retailers. In relation to convenience shopping provision, the town centre currently lacks a supermarket (with the exception of the foodhall in Marks & Spencer), and this should be addressed during the study period, as it represents a key qualitative shortfall.

Improving the health of the town centre - in partnership:

3.13 There are two multi-agency groups that each aim to improve different aspects of Mansfield town centre. These groups and their roles are as follows:

Table 3.3 Multi-agency teams active in Mansfield town centre

Team	Role
Mansfield Town Team	This small group is made up of representatives from the Mansfield BID (Business Improvement District), Mansfield District Council, Nottinghamshire County Council, Four Seasons Shopping Centre, local businesses and Mansfield 2020 and is a task and finish group focused on identifying projects and potential funding streams that will help increase the attractiveness of the town centre.
Mansfield Community Partnership	MCP brings organisations such as Mansfield District Council, the Police, Nottinghamshire County Council, Office of the Police and Crime Commissioner, Nottinghamshire Fire & Rescue Service, Mansfield and Ashfield Clinical Commissioning Group, Nottinghamshire Probation Trust, Mansfield BID, and voluntary sector organisations including Victim Support and Mansfield Community and Voluntary Services together to deal with issues such as alcohol-related crime, anti-social behaviour, burglary, domestic abuse, personal safety and vehicle crime. There is an area focused upon the town centre and parts of the Portland and Woodlands wards.

Monitoring the health of the town centre:

3.14 Each year, the Planning Policy team produces a Retail Update report, as part of the authority's monitoring report (please visit http://www.mansfield.gov.uk/planningpolicy_info). This monitors retail development across the district and includes a section on Mansfield town centre which acts as a 'health check'.

Mansfield catchment area

3.15 In establishing retail and leisure provision in Mansfield district it is useful to understand the catchment area that supports our retailing centres.

3.16 The catchment area (referred to as the study area within the 2011 Study, the 2014 Addendum and the 2017 Update) places Mansfield at the centre, and extends over a wide geographical area shown in the map at Appendix 1 'Mansfield catchment area' and the table below. This forms a realistic area from which Mansfield can be expected to draw trade.

3.17 The 2017 Update found that the population of the catchment area was 325,134 in 2017 with a total of £1,042.3m available to spend on comparison goods. Of this, £898.5m was spent in stores and £143.8m was spent via special forms of trading (SFT), such as the Internet. The level of SFT spending has increased since the 2014 Addendum when it was £98.6m.

3.18 In relation to convenience goods, the catchment area had a total of £686.4m available to spend. This was split between in-store shopping (£664.4m) and SFT (£22m). The amount available for spending on food and drink related leisure activity in 2017 was £292.7m.

3.19 In order to get an accurate picture of where this money is spent, the area was divided into nine survey zones for further analysis. The catchment area and zones used in the 2017 Addendum were unchanged from those used in preceding retail studies).



Table 3.4 Mansfield catchment area

Zone	Zone name	Main centres	Post code sector
1	Mansfield East	None	NG18 2, NG18 3, NG18 4, NG19 0, NG19 9
2	Mansfield Central & West	Mansfield town centre, Pleasley	NG18 1, NG18 5, NG19 6, NG19 7
3	Warsop & Shirebrook	Mansfield Woodhouse district centre, Market Warsop district centre, Meden Vale, Shirebrook, Langwith/Whaley	NG19 8, NG20 8, NG20 0, NG20 9
4	South of Worksop	Creswell, Whitwell	S80 3, S80 4
5	New Ollerton	New Ollerton, Clipstone, Edwinstowe	NG21 9, NG22 9
6	Rural East Nottinghamshire	Tuxford	NG22 0, NG23 6
7	Southwell	Blidworth, Bilthorpe, Rainworth, Southwell	NG21 0, NG22 8, NG25 0
8	South Ashfield	Jacksdale, Ravenshead, Selston, Underwood	NG15 0, NG15 8, NG15 9, NG16 5, NG16 6, NG17 9
9	Kirkby & Sutton	Kirkby-in-Ashfield, Sutton-in-Ashfield, Huthwaite, Tibshelf	DE55 5, NG17 1, NG17 2, NG17 3, NG17 4, NG17 5, NG17 6, NG17 7, NG17 8

Source: Table 4.1, Mansfield Retail and Leisure Study Update 2017.

3.20 In 2017 an updated household telephone survey was carried out on a sample population within each zone in order to learn more about residents' shopping habits. It found that:

Table 3.5 Shopping habits

In relation to comparison retail...	In relation to convenience retail...	In relation to leisure...
<p>40.9% of total available comparison expenditure is retained by destinations within the catchment area.</p> <p>The following destinations account for the greatest proportion of comparison goods spending:</p> <ul style="list-style-type: none"> ● Mansfield town centre (24.1%) ● Mansfield retail parks (9.3%) ● Sutton-in-Ashfield town centre (6.9%) ● East Midlands Designer Outlet, South Normanton (3.2%) <p>22.9% of total available comparison goods expenditure is spent in Mansfield district.</p> <p>The 59.1% comparison goods expenditure that 'leaks' out of the catchment area goes to:</p> <ul style="list-style-type: none"> ● Nottingham city centre and retail parks (11.6%) ● Sheffield city centre and retail parks (4.5%) ● Newark on Trent 3.9% ● Giltbrook Retail Park, Giltbrook (including Ikea) (3.6%) ● Worksop (2.5%) ● Plus limited expenditure leakage to other areas. 	<p>43.3% of total available convenience (food) expenditure is retained by centres and stores within the catchment area.</p> <p>No foodstore attracted over 10% of total available convenience goods expenditure from residents in the catchment area which reflects the rural nature of much of the study area. The relevant market shares were:</p> <ul style="list-style-type: none"> ● Tesco Extra, Oak Tree, Mansfield (8.1%) ● Asda, Forest Town, Mansfield (7.1%) ● Morrisons, Kirkby-in-Ashfield (6.3%)- ● Asda, Sutton-in-Ashfield (6.1%) ● Sainsbury's, Mansfield (5%) ● Morrisons, Mansfield (4.1%) ● Tesco Extra, Chesterfield Road South, Mansfield (3.7%) ● Aldi, Mansfield (3.6%) ● Tesco, New Ollerton (3.5%) and ● Morrisons, Mansfield Woodhouse (3.4%); <p>There is some limited leakage of convenience goods expenditure to foodstores in Hucknall, Clowne and Newark.</p> <p>In the Mansfield zones, very few residents travelled outside the catchment area, with retention rates of 92.7%, 98.5% and 87.8% for zones 1, 2 and 3 respectively.</p> <p>Overall, foodstores in Mansfield district account for 18.9% of total available convenience goods spending available to the catchment area.</p>	<p>Destinations in Mansfield district account for 34.8% of total available leisure expenditure, a decrease of 5% since 2011.</p> <p>Mansfield zones (1, 2 and 3) had retention rates of 72.1%, 75.6% and 47.1%.</p>
Source: Mansfield Retail and Leisure Study 2017.		

3.21 Mansfield town centre's comparison retail market share has reduced by 5% since the 2011 Study, and the overall retention rate of both the catchment area and the district study area have also reduced. The district's foodstores have also experienced reduced market shares since 2011.



Policy context

3.22 The Government published the National Planning Policy Framework (NPPF) in March 2012. This document replaced previous Planning Policy Statements (PPS), Planning Policy Guidance (PPG) and a number of circulars, and forms national planning policy. Please note that this has been updated by the revised NPPF in 2018. As the emerging local plan is to be examined under the transitional arrangements, this paper refers to the NPPF 2012. Below is a summary how it has influenced retail and leisure planning.

National Planning Policy Framework (NPPF) (2012):

3.23 Paragraphs 23 to 27 of the NPPF pay particular attention to retail and promote a 'town centre first' approach.

3.24 When preparing Local Plans, LPAs should:

- recognise town centres as the heart of their communities and pursue policies to support their success;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
- retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive;
- allocate a range of suitable sites to meet the scale and type of development needed in town centres. It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites;
- allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre;
- set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres;
- recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and
- where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.

Decision-making:

3.25 Paragraphs 24 to 27 of the NPPF explain the principal tests which LPAs should apply to applications for retail development that fall outside defined town centre locations. Applications for town centre uses (such as retail) need to demonstrate that the proposed scheme cannot be accommodated on an in-centre site (if the application site is in an edge-of-centre location), or either an in-centre or an edge-of-centre (if the application site is in an out-of-centre location).

3.26 Applications for town centre uses outside defined centres which are above 2,500 sq.m (or a locally-set threshold) must also submit an impact assessment. This is to assess the impact of the proposal on existing, committed, and planned investment in defined centres within an appropriate catchment area, as well as the impact on town centre vitality and viability. The NPPF is clear that in instances where a planning application cannot demonstrate compliance with either the sequential or impact tests, it should be refused planning permission. This paper refers to the impact test in 7 'Impact test threshold'.

Plan-making:

3.27 Paragraphs 150 to 185 of the NPPF discuss plan-making, with paragraphs 150 to 157 focusing on the role of local plans. Paragraph 150 of the NPPF states "local plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities" and that "planning decisions must be taken in accordance with the development plan, unless material considerations indicate otherwise".

3.28 The NPPF advises that local plans should be aspirational but realistic, and should set out "opportunities for development and clear policies on what will or will not be permitted and where" as well as "the strategic priorities for the area", including for the provision of retail, leisure and other commercial development.



Evidence base:

3.29 The NPPF identifies a requirement for LPAs to use a proportionate evidence base, and states that local plans must be based on "adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area" (paragraph 158).

3.30 As such, in relation to retail matters, the evidence base should assess, amongst other things (paragraph 161):

- the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development;
- the role and function of town centres and the relationship between them, including any trends in the performance of centres; and
- the capacity of existing centres to accommodate new town centre development.

3.31 Please note that the NPPF will be revised during 2018.

National Planning Practice Guidance (NPPG):

3.32 The Government published the National Planning Practice Guidance (NPPG) in March 2014 in order to provide further guidance on and support to the policies contained within the NPPF.

3.33 Issues related to town centre uses are set out in the section entitled Ensuring the vitality of town centres. This section states that a positive vision or strategy for town centres, articulated through the Local Plan, is key to ensuring successful town centres, which enable sustainable economic growth and provide a wider range of social and environmental benefits. It also states that any strategy should be based on evidence of the current state of town centres and opportunities to meet development needs and support their viability and vitality. Strategies should also identify changes in the hierarchy of town centres, including where a town centre is in decline.

3.34 The NPPG also provides further guidance in terms of the interpretation of the NPPF's sequential and impact tests.

4 Retail and leisure floorspace targets

How much floorspace are we currently planning for?

4.1 The Mansfield Retail and Leisure Study Addendum 2014 stated that the council would need to identify enough land for the following floorspace targets in order to meet the district's needs from 2014 to 2031:

- Comparison retail floorspace (A1): A minimum baseline figure of 25,200 square metres (sqm) net sales area
- Convenience retail floorspace (A1): A minimum baseline figure of 2,300 sqm net sales area
- Leisure floorspace (A3, A4, A5): A minimum baseline figure of 3,060 sqm net sales area.

4.2 Since this target was set the following floorspace has been committed (as at 1 April 2017):

- 1,153 sqm comparison retail (A1)
- 3,907 sqm convenience retail (A1)
- 1,223 sqm leisure (combination of A3 and A5).

Table 4.1 Existing floorspace targets and balance remaining

Type	Comparison retail (A1)	Convenience retail (A1)	Leisure (A3 / A4 / A5)
Target (2011 - 2026)	25,200	2,300	3,060
Floorspace committed / developed	1,153	3,907	1,223
Balance remaining	24,047	-1,607	1,837

Is this figure still our best estimate?

4.3 No. We have taken the opportunity to review the evidence on how much retail and leisure floorspace is needed as there is more up to date information on how population levels, spending patterns and retail trends are likely to change over the plan period.

4.4 In addition, a significant reduction in the amount of retail floorspace at Stockwell Gate North (a proposed allocation) that would be available for development meant that the requirement was unlikely to be met. The Mansfield Retail Viability Study 2016 was commissioned to look at the feasibility of a number sites and found that some may be suitable but due to a various issues would be unlikely to meet the short term needs of the district.

4.5 The council also carried out a call for development sites through the Housing and Economic Land Availability Assessment (HELAA) process, in summer 2016. There was little interest in sites for retail development and none of the sites looked at within the 2016 feasibility study were submitted for retail use.

4.6 Following the results of the feasibility study it was decided that a further update to the retail study should be commissioned in order for the council to understand the impact of a declining market share. This update (Mansfield Retail and Leisure Study Update 2017) was based on a new telephone survey to ensure robustness.



How do we establish a new figure?

4.7 The evidence base explains the methodology for establishing our floorspace requirements. This is simplified below.

Table 4.2 Process for establishing our floorspace requirement

Step	Task	How?
1 -Assess the scale of population and expenditure growth between 2014 (the base year) and 2033 (the end year for the study), and make allowances for Special Forms of Trading retail activity	Establish the catchment area	See 'Mansfield catchment area'.
	Using population forecasts, find out how the catchment area is expected to change in size over the study period.	The 2017 Update uses 2014-based population projections, (bespoke for each of the nine survey zones which make up the catchment area), provided by Experian. In summary, the population is expected to increase by 22,330 persons over the period between 2017 and 2033. Please see Appendix 2 'Data tables' for more information.
	Forecast the expenditure growth across the catchment area over the study period.	The 2017 Update uses 2014-based per capita spending on comparison and convenience goods, provided by Experian for each of the catchment area zones. In order to calculate how much per capita spending is likely to increase over the course of the study period, expenditure growth rates, sourced from Experian's Retail Planner Briefing Note 14 (October 2016), were applied to the base year figures. This identifies a comparison goods expenditure growth rate of 1% per annum in 2017/18, which increases slightly to 3% per annum from 2018/19 to 2023 and then to 3.2% for the rest of the study period. For convenience goods expenditure, a growth rate of -0.9% was applied for 2017/2018, 0.0% for 2018/2019 to 2023 and then 0.1% per annum applied until the end of the study period. Leisure expenditure growth rates were also taken from the Experian Retail Planner Briefing Note 14, October 2016. The resulting figures can be seen in Appendix 2 'Data tables'.
	Forecast the expenditure likely to be spent on Special Forms of Trading (SFT) such as the Internet, and deduct from total expenditure growth.	SFT needs to be identified and then removed from the 'pot' as it acts as a claim on the amount of expenditure which is available to support physical retail outlets. It is then possible to calculate the residual expenditure that is available to entirely support physical retail developments. The 2017 Update used adjusted data from the Experian Retail Planner Briefing Note 14 which makes allowance for 'store-picked' online transactions (whereby the customer orders a product online, but it is processed by the nearest local branch of the retailer). The growth rates applied vary over the study period, and can be found in Appendix E of the 2017 Update. The resulting figures appear in Appendix 2 'Data tables'.
2 - Assess existing retail supply and market shares (assess the provision of existing retail floorspace, and the shopping patterns of residents within the catchment area through the results of an empirical household survey, in order to establish the turnover attracted to each centre/store, and the proportion of expenditure which is 'retained' within the catchment area)	Undertake a household survey.	This was updated in 2017. Please see Appendix B of the 2017 Update.
	Calculate the study area spending by applying the market share data from the household telephone survey to the overall 'pot' of expenditure.	The analysis of the survey results is summarised in Table 3.5 'Shopping habits'. For more detailed information please see the relevant section in the 2017 Update.

Step	Task	How?
3 - Make allowance for other 'claims' on growth in retained expenditure (in addition to SFT in Step 1)	Make an allowance for committed developments (either schemes under construction or extant permissions that would result in additional retail floorspace)	<p>In order to provide an accurate indication of the amount of surplus expenditure it was necessary to deduct the turnovers of retail commitments at the time of the 2017 household survey.</p> <p>The turnover of the comparison goods commitments that were included in the 2017 Update would equate to £6.58m in 2021. They were:</p> <ul style="list-style-type: none"> ● 30 Leeming Lane South, Mansfield Woodhouse ● Adjacent Unit 3 St Peter's Retail Park ● Land between Church St and Burns Lane, Market Warsop ● Adjacent Unit 6 St Peter's Retail Park ● Vape HQ, Woodhouse Road ● Oakleaf Close, Mansfield <p>The turnover of the convenience goods commitments that were included in the 2017 Update would equate to £38.52m in 2021. They were:</p> <ul style="list-style-type: none"> ● 190 Ladybrook Lane ● 30 Leeming Lane South, Mansfield Woodhouse ● 17 Southwell Road West ● Land between Church St and Burns Lane, Market Warsop ● Land adjacent to the MARR ● Oakleaf Close, Mansfield <p>Leisure floorspace commitments would have a turnover of £5.61m in 2021. They were:</p> <ul style="list-style-type: none"> ● 28A Leeming Street, Mansfield ● 21 Albert Street, Mansfield ● 2-8 Stockwell Gate, Mansfield
	Make allowance for sales density growth (the growth in turnover for existing retailers within existing floorspace)	<p>This is based on the assumption that existing stores within the catchment area will trade at increasingly efficient levels of turnover per sqm over the course of the study period. A growth figure of 1.5% is used for comparison goods, 0.0% for convenience good and 0.4% is used for leisure.</p>



Step	Task	How?
4 - Consider whether over-trading of existing floorspace represents an additional source of quantitative need.	Make allowance for over-trading / under-trading.	<p>Over-trading refers to the performance of centres and stores within a catchment when related to benchmark turnovers (for example, a centre of comparable size, or the turnover of a particular store based on applying company average sales densities to the floorspace of that store).</p> <p>It was considered that in terms of comparison goods the centres/stores in the study area are performing well. In terms of convenience goods there is over-trading equal to £2.87m allowed for within the calculations. This is explained in paragraphs 5.2.2 and 5.4.5 of the 2017 Update.</p>
5 - Assess quantitative need	Calculate the initial residual expenditure pot that is potentially available for new retail floorspace and apply an estimated sales density (turnover per sqm) to convert this expenditure to a quantitative need for additional floorspace.	<p>The amount of money that is likely to be available to support new development is shown in Appendix 2 'Data tables'</p> <p>For comparison goods a turnover of £5,000 per sqm in 2017 was used, rising (in line with the sales efficiency growth rate used) to £6,345 in 2033.</p> <p>For convenience floorspace a turnover of £10,000 per sqm for the whole study period.</p> <p>For leisure floorspace a turnover of £6,500 per sqm in 2017 was used, rising to £6,929 in 2033.</p> <p>The amount of additional floorspace required under each scenario that was tested is shown in 5 'Setting the retail and leisure targets for the Local Plan'.</p>
6 - Develop alternative scenarios for calculating growth in residual expenditure, based on increases or decreases in the projected expenditure retention level.	Assess alternative policy scenarios, and / or the sensitivity testing of key assumptions.	<p>Two scenarios for comparison retail floorspace were established.</p> <ul style="list-style-type: none"> ● A constant market share (or static retention) capacity forecast (which assumes current patterns of shopping will remain unchanged over the study period), and ● a decreasing market share (or declining retention) forecast <p>These scenarios are detailed further in 'Scenario testing'.</p> <p>There was just one (baseline) figure given for convenience retail floorspace and leisure floorspace.</p>
SOURCE: Mansfield Retail and Leisure Study 2014 Addendum & Mansfield Retail and Leisure Study Update 2017, both Peter Brett Associates		

Scenario testing

Comparison:

4.8 The 2017 Update identified two different scenarios for the comparison retail floorspace requirements.

The **static retention** requirement assumes that current patterns of comparison goods shopping (where 41% of expenditure is spent (or retained) in Mansfield district) remain unchanged throughout the study period. This is the baseline position.

The **decreasing retention** scenario assumes a reduction in the retention rate of centres and stores within the district from the current retention rate of 41% to 39% by the end of the study period. This alternative scenario was tested to understand the impact on capacity if the district's market share continued to decline as it has between 2011 and 2017.

Convenience:

4.9 Just one scenario was modelled for convenience retail floorspace. This is the baseline position and assumes that the current spending pattern (43% retention rate) will continue over the study period.

Leisure:

4.10 Just one scenario was modelled for leisure floorspace. This is the baseline position and assumes that the current spending pattern (35% retention rate) will continue over the study period.

4.11 As stated in the evidence base, food and drink spending is much more mobile than shopping due to the trend for people to travel long distances to socialise and as there are no constraints connected with transporting goods to the home.

4.12 The figures need to be considered in the context of the fact that people tend to spend more on food and drink when they are visiting destinations – on a day trip, for example. Therefore it is unlikely that a catchment area would retain close to 100 per cent of its expenditure.

4.13 This section has explained the methodology used to determine the retail and leisure floorspace targets and detailed the different scenarios that were modelled.

4.14 **IMPORTANT:** This method is not capable of giving us a 100% accurate picture of what may happen as we can't predict the future. In practice, the amount of floorspace will be dependent on a huge range of factors, not least the performance of the national and local economy, and our ability to provide new sites and infrastructure and attract investment to the area. The static retention (baseline) approach will therefore give us a benchmark or 'do nothing' scenario which allows us to understand what the level of demand for floorspace may be if the shopping and



spending trends remain consistent with the 2017 Household Survey. This should therefore be seen as a minimum figure and the sort of level which if we fail to plan for may mean forcing shoppers, and investment to go elsewhere.

5 Setting the retail and leisure targets for the Local Plan

5.1 This section provides the floorspace figures that are derived from each of the scenarios explained in 'Scenario testing'.

Comparison retail

5.2 The 2017 Study gives two different floorspace figures for comparison retail, as explained in the 'Scenario testing' section above. These are set out below.

Table 5.1 Comparison goods floorspace requirements

Scenario	2017	2021	2026	2031	2033
Static retention (at 41%)	0	-6,300	1,100	9,500	13,200
Declining retention (at 41% - 39%)	0	-7,200	-900	6,200	8,600

Source: Tables CM7a, and CM7b of Appendix D to the Retail and Leisure Study Update 2017. Negative figures denote over-supply. Figures in italics are indicative. Figures are cumulative.

5.3 The static retention figures are the baseline floorspace requirements and are based on the assumption that the level of expenditure retention within the Mansfield catchment area will remain static throughout the study period (i.e. shopping patterns will remain the same).

5.4 The declining retention figures are included to help understand the impact of further decline in the market share of stores within the Mansfield district.

5.5 The revised comparison capacity forecasts are significantly lower than those published in 2014. This is due to the following reasons:

- the district's market share reduced from 46% in 2011 to 41% in 2017 according to the 2017 survey
- current empirical forecasts show that since 2014 expenditure growth rates have fallen while SFT growth rates have increased; as a result, the amount of expenditure growth now expected to come forward over the current study period (2017-2033) is significantly lower at £511m than the expenditure forecast to come forward over the 2014 Update study period (2014-2031) at £650m

5.6 In light of the NPPF requirement for authorities to plan positively it is recommended that the Local Plan includes the static retention figures rather than the lower, declining retention figures.



Qualitative considerations:

5.7 It is stated in the 2014 Addendum that the most successful town centres will be the ones that adapt to the changes in shopping habits, and which move away from solely being shopping destinations to those which offer a broad range of retail, leisure, cultural and civic services. As such it will be important to ensure mixed uses are developed on new town centre sites.

5.8 There will also be an important role for niche retail destinations, which are able to compete with advances in online / mobile technology because they offer an experience based on excellent customer service and a unique retail offer. PBA therefore expect that place marketing and 'selling' the offer of a town centre will become of increasing importance.

Convenience retail

5.9 The 2017 Update gives one (baseline) scenario for convenience retail floorspace, as explained in the 'Scenario testing' section. This is set out below.

Table 5.2 Convenience goods floorspace requirements

Scenario	2017	2021	2026	2031	2033
Static retention (at 43%)	300	-3,500	-3,000	-2,400	-2,100
Source: Table CV7 of Appendix D to the Retail and Leisure Study Update 2017. Negative figures denote over supply. Figures in italics are indicative. Figures are cumulative.					

5.10 These figures are based on the assumption that the level of expenditure retention within the Mansfield catchment area will remain static throughout the study period (i.e. shopping patterns will remain the same).

5.11 As can be seen from the table above there is no quantitative need for additional convenience floorspace over the study period as a whole (up to 2033). The need for additional convenience floorspace will decrease between 2017 and 2033. This is because from 2021 commitments and existing floorspace will absorb surplus expenditure which would otherwise be available to support new floorspace.

Qualitative considerations:

5.12 It is recommended in the 2014 Addendum that any additional provision should be concentrated in Mansfield town centre in the first instance, as there is currently no supermarket provision in the town centre following the closure of the Tesco at Stockwell Gate (with the exception of limited provision in the Marks & Spencer store). A supermarket in the town centre would further enhance the attractiveness of the town centre as a retail destination (i.e. It would give residents another reason to visit, with likely linked-trips benefits for other retailers), and the strong accessibility of the town centre by public transport means that provision would be readily accessible by residents in deprived areas to the east and west of the town centre.

Food and drink leisure

5.13 The 2017 Update provides a baseline figure for the amount of leisure floorspace required over the plan period.

Table 5.3 Food and drink leisure floorspace requirements

Scenario	2017	2021	2026	2031	2033
Static retention (at 35%)	0	800	900	<i>2,400</i>	<i>3,500</i>
Table L5 of Appendix D of the Retail and Leisure Study Update 2017. Figures in italics are indicative. Figures are cumulative.					

Qualitative considerations:

5.14 There is a qualitative need to improve the diversity of food and drink options in Mansfield town centre since no major Use Class A3-A5 commitments to have come forward since 2014. As identified in the 2011 Study, this could be achieved by introducing additional restaurants aimed at the middle of the market including a mix of national operators and quality independents. Applications which seek to provide improved provision in this respect, and assist in diversifying the range of food & drink options available in the town centre, should be considered favourably. Any proposals that come forward which exceed the figures above should be assessed on their planning merits.

5.15 The 2011 Study identified that there is a qualitative requirement for additional cinema provision (in addition to the Odeon cinema at Mansfield Leisure Park) to serve the growing population of the district over the course of the study period, and that this should also be directed to Mansfield town centre. A combined cinema/restaurant development would represent a significant enhancement of the vitality and viability of the town centre, and improve its attractiveness outside of retail trading hours. This was not updated as part of the 2014 Addendum or 2017 Update although this recommendation continues to be supported.

Land availability and distribution of floorspace

5.16 The 2017 Update recommends that the vast majority of the identified comparison requirement (84.5%) is accommodated in Mansfield town centre, with residual allocations of 5% to each of Mansfield Woodhouse and Market Warsop district centres, and a further 5.5% to new housing growth areas. The leisure requirement was broken down between Mansfield town centre (80%), Mansfield Woodhouse district centre (10%) and Market Warsop district centre (10%).

5.17 Therefore, using the static retention scenarios and the recommended distribution levels, the council should seek to provide the following floorspace in Mansfield town centre over the plan period to 2033: (figures are rounded)

- 11,100 sqm net comparison goods floorspace;
- 2,800 sqm net A3, A4 and A5 commercial leisure floorspace.



5.18 In addition, the council should seek to provide the following floorspace in each of Mansfield Woodhouse and Market Warsop district centres over the Plan period to 2031:

- 700 sqm net comparison goods floorspace;
- 350 sqm net A3, A4 and A5 commercial leisure floorspace.

5.19 700sqm of comparison, and 540 sqm of convenience floorspace should also be provided at new housing growth areas.

Table 5.4 Retail and leisure floorspace targets (2017-2033) (sqm net)

Type of floorspace	Mansfield town centre	Mansfield Woodhouse district centre	Market Warsop district centre	Housing growth areas
Comparison retail	11,100	700	700	700
Convenience retail	0	0	0	540
Food and drink leisure	2,800	350	350	0

5.20 These should be seen as minimum targets. It is recommended that any development proposals which would increase the total amount of floorspace over the relevant minimum figure but are within or well-located to an existing centre should be considered on their individual merits, providing they are of a scale appropriate to the role and function of the centre.

Committed floorspace

5.21 The next steps in translating the figures above into the Local Plan are to take off:

- any floorspace that has been implemented or committed since the the 2017 Update was published, and
- any allowance for the reoccupation of vacant floorspace.

5.22 The tables below give the new floorspace targets for each town centre for 2017-2033 and the balance that remains to be allocated through the Local Plan, taking account of commitments.

Table 5.5 New floorspace targets and balance remaining (sqm net) - Mansfield town centre

Type	Comparison retail (A1)	Convenience retail (A1)	Leisure (A3 / A4 / A5)
Target (2017 - 2033)	11,100	0	2,800
Floorspace developed (-)	-	-	-
Floorspace committed (-)	1,715 (2015/0273/ST and 2017/0754/FUL)	-	-
Balance remaining to allocate	9,385	0	2,800

Table 5.6 New floorspace targets and balance remaining (sqm net) - Mansfield Woodhouse district centre

Type	Comparison retail (A1)	Convenience retail (A1)	Leisure (A3 / A4 / A5)
Target (2017 - 2033)	700	0	350
Floorspace developed (-)	-	-	-
Floorspace committed (-)	-	-	-
Balance remaining to allocate	700	0	350

Table 5.7 New floorspace targets and balance remaining (sqm net) - Market Warsop district centre

Type	Comparison retail (A1)	Convenience retail (A1)	Leisure (A3 / A4 / A5)
Target (2017 - 2033)	700	0	350
Floorspace developed (-)	-	-	-
Floorspace committed (-)	-	-	-
Balance remaining to allocate	700	0	350

Table 5.8 New floorspace targets and balance remaining (sqm net) - Housing growth areas

Type	Comparison retail (A1)	Convenience retail (A1)	Leisure (A3 / A4 / A5)
Target (2017 - 2033)	700	540	0
Floorspace developed (-)	-	-	-
Floorspace committed (-)	84 (2010/0805/ST)	-	-
Balance remaining to allocate	616	540	0

Other committed floorspace

5.23 The next table shows any edge and out of centre development that has been committed.

Table 5.9 Other committed floorspace

Type	Comparison retail (A1)	Convenience retail (A1)	Leisure (A3 / A4 / A5)
Target (2017 - 2033)	0	0	0
Floorspace developed (-)	18.5 (2015/0578/ST)	-	-
Floorspace committed (-)	-	160 (2017/0033/OUT)	167 (2017/0259/FUL)
Balance	18.5	160	167



5.24 This floorspace has been taken from the Mansfield town centre requirement on the basis that this is the nearest centre for each of the developments proposed. The following table gives the adjusted requirement per centre. Figures are rounded. These are the figures that will inform the allocations within the Local Plan.

Table 5.10 Adjusted retail and leisure floorspace targets (2017-2033) (sqm net)

Type of floorspace	Mansfield town centre	Mansfield Woodhouse district centre	Market Warsop district centre	Housing growth areas
Comparison retail	9,366	700	700	616
Convenience retail	-160	0	0	540
Food and drink leisure	2,633	350	350	-

Contribution of vacant floorspace

5.25 It is intended to make an allowance within the Local Plan for the reoccupation of vacant floorspace over the plan period. As highlighted in this paper, the town centre market share has reduced since the last household survey was completed in 2011. It is considered that the reoccupation of vacant units would help to improve the variety of shops and the appearance of the town centre and therefore visitors' experiences. This should help increase its market share. It would also mean that the floorspace would come forward in the most sustainable location, rather than on edge and out of centre sites that would compete with the town centre.

5.26 The reoccupation of floorspace is promoted by the council and the Mansfield Business Improvement District (BID) both of which run / provide information about funding schemes to help new businesses start up. For example, the Ashfield and Mansfield Business Start Up Grant Scheme is for up to £1,000 and can be spent on items such as:

- shop fittings and refurbishment
- security equipment and installation
- business stationery, advertising and other marketing costs including web design.

5.27 The amount of vacant floorspace to contribute towards the Local Plan requirement has been calculated by analysis of the past trends in vacant floorspace and new occupiers. As shown in Appendix 3 'Vacant floorspace - past trends', the average percentage of vacant floorspace has been 13.1 percent over the last ten years. During this time period the vacancy rate was at its lowest in 2015/16 (8.4 percent). The average percentage of new occupiers since 2010/11 has been 6.2 percent (as a percentage of all units). This peaked at nine percent in 2014/15.

5.28 It is considered that counting a proportion of vacant floorspace towards our retail requirement, whilst allowing for an aspirational but realistic balance of 10.5 percent to remain (for churn), would mean that approximately 3,000 sqm would come off the town centre floorspace requirement; split between comparison and leisure floorspace targets. This approach will be kept under review.

5.29 This reduces the town centre requirement for comparison goods floorspace to 7,366 sqm and the leisure floorspace requirement to 1,633 sqm.



6 Site selection / meeting the target

6.1 As detailed in the previous section, the Local Plan has floorspace targets to meet at Mansfield town centre, and Mansfield Woodhouse and Market Warsop district centres. Various site options have been explored throughout the plan making process in an attempt to allocate enough sites to meet the targets.

6.2 Site allocations need to meet the sequential test as set out in the NPPF. Therefore the first stage of site selection was to review any sites within the town and district centres with lapsed planning permission, or which were allocated within the 1998 Local Plan, that may remain suitable for development. A desktop mapping exercise, followed up by site visits, was then carried out in order to explore any infill site options. As a result, at the time of the Local Plan Consultation Draft, there were a number of small sites within Mansfield town centre and Mansfield Woodhouse and Market Warsop district centres which were proposed for allocation. These complimented larger sites at Stockwell Gate North and White Hart Street to meet the floorspace targets at that time.

6.3 Following the consultation period on the above document, it became clear that the largest retail allocation (Stockwell Gate North (a council-owned site) - which accounted for 15,000 sqm and 1,500 sqm of leisure floorspace) was no longer considered viable for redevelopment over the plan period. The council had decided to pursue a smaller, hotel-led, redevelopment on just a small portion of the site in question and had recently undertaken to appoint a joint venture development partner. It also became clear that there were viability issues on the White Hart Street site.

6.4 As a result, a further piece of work was carried out, by consultants Aspinall Verdi and Peter Brett Associates, on the council's behalf. This looked at the feasibility of a number of other in centre and edge of centre sites, in accordance with the sequential test approach. This study concluded that in terms of timing, none of the sites were straightforward to deliver with various challenges and constraints, and as such would be unlikely to meet the short term needs of the district. The study went on to make a number of recommendations for the short term (see below).

6.5 The council then carried out a call for development sites through the Housing and Economic Land Availability Assessment (HELAA) process in summer 2016. There was little interest in sites for retail development and none of the sites looked at within the 2016 feasibility study, or included within the Consultation Draft were submitted for retail use.

6.6 All sites that were considered are listed below in Table 6.1 with outline reasons provided as to why they have been rejected or proposed for allocation. These sites have all been through the sustainability appraisal process. As discussed above, a number of other sites were briefly considered (within the document 'Mansfield Retail Viability Study 2016'), in order to meet the retail floorspace requirements of the district. However for various reasons (suitability, availability etc.) they were not considered to be reasonable alternatives and therefore were not appraised. These are included at the bottom on Table 6.1 (sites 32 to 40) and further details can be found within the feasibility study⁽²⁾ Plans of sites 1 to 31 can be found in Appendix 4.

2 <http://www.mansfield.gov.uk/CHttpHandler.ashx?id=9722&p=0>.

Table 6.1 Sites considered for retail and leisure purposes

Site ref	Site name	Stage considered	Allocated	Rationale
1a	Stockwell Gate North	Publication Draft	Yes RT6a	Council owned site, former bus station in need of regeneration. Site will meet the majority of the floorspace requirements. Proposed for allocation in the Consultation Draft (MCA1a) as a larger site, however there are viability issues with its delivery. A smaller parcel of land remains appropriate for development and is allocated as such.
1b	Stockwell Gate North	Consultation Draft	Yes*	*See above. Larger site that was considered unviable for comprehensive redevelopment.
2	Frontage to Ransom Wood Business Park	Publication Draft	Yes RT6b	Proposed for employment allocation at Preferred Options stage. However, considered more appropriate/suitable to allocate as a leisure and retail site. The landowner has aspirations for a hotel and drive-through on this land and as such it would not be available for employment uses. A recent study for the D2N2 LEP revealed that there is potential demand for a hotel close to the Ransom Wood Business Park. Any development that serves a wider catchment area than the business park will be required to conduct sequential and impact tests as appropriate.
3	White Hart Street	Consultation Draft	No	An area in need of regeneration with developer interest. Proposed for allocation in the Consultation Draft (MCA1b). Remains suitable for inclusion in the Plan, but as a key regeneration area rather than a specific allocation for retail/commercial uses. The new policy reference is S4a.
4	Clumber Street	Consultation Draft	No	Proposed for allocation in the Consultation Draft (MCA1c). However, no longer proposed because it is too small to allocate and availability is uncertain.
5	Toothill Lane	Consultation Draft	No	Proposed for allocation in the Consultation Draft (MCA1d). However, no longer proposed because it is too small to allocate and no longer available.
6	Handley Arcade	Consultation Draft	No	Proposed for allocation in the Consultation Draft (MCA1e). However, no longer proposed because it is too small to allocate and no longer available.
7	Portland Gateway (a)	Consultation Draft	No	Long term regeneration project, cannot demonstrate deliverability sufficiently for inclusion as an allocation. To be included as a regeneration area where any new development will need to work towards the regeneration objectives. Policy reference at Consultation Draft stage was MCA1 (f)). New policy reference is S4b.
8	Portland Gateway (b)			
9	Portland Gateway (c)			
10	Portland Gateway (d)			
11	Portland Gateway (e)			
12	Former Mansfield Brewery (part a), Great Central Road	Consultation Draft	No*	Site in need of regeneration, but not suitable for retail; likely to include employment and residential. Policy reference at Consultation Draft stage was MCA1 (h)). *Now a housing allocation as delivery is more certain due to a land charge being removed. (Policy H1i refers).



Site ref	Site name	Stage considered	Allocated	Rationale
13	Riverside (a)	Consultation Draft	No	Long term regeneration project, cannot demonstrate deliverability sufficiently for inclusion as an allocation. To be included as a regeneration area where any new development will need to work towards the regeneration objectives. Policy reference at Consultation Draft stage was MCA1 (g)). New policy reference is S4c.
14	Riverside (b)			
15	Riverside (c)			
16	Rear of Town Hall	Consultation Draft	No	Study found that the council will be less likely to find a beneficial use for the town hall if it doesn't have a car park associated with it. No longer considered to be a reasonable alternative.
17	Bellamy Road New neighbourhood parade	Consultation Draft	No	Location now unclear. May redevelop existing shops instead. No longer considered to be a reasonable alternative.
18	Land off Nottingham Road	Consultation Draft	No	Considered to be unavailable.
19	Extension to Morrisons	Consultation Draft	No	No objections from Morrisons. Proposed for allocation in the Consultation Draft. However no longer necessary to allocate because Morrisons have undertaken in store improvements to create additional space.
20	Land off Station Street	Consultation Draft	No	Council owned site, which would help to meet the floorspace requirements. Proposed for allocation for leisure uses in the Consultation Draft. Too small to allocate and it now has planning permission for A5 use.
21	Land Adj Turners Hall	Consultation Draft	No	Greenfield, difficult to access. No longer considered to be a reasonable alternative
22	Land off Portland Street	Consultation Draft	No	Divorced from retail centre, currently being refurbished. Not considered to be a reasonable alternative
23	Police Station	Consultation Draft	No	Unavailable. Not considered to be a reasonable alternative.
24	Land off Vale Road	Consultation Draft	No	No longer available as recently developed. No longer considered to be a reasonable alternative.
25	Land Adj The Greyhound PH	Consultation Draft	No	Now has planning permission for housing, construction has started. No longer considered to be a reasonable alternative.
26	High Street (land adjacent Crates and Grapes PH), Market Warsop	Consultation Draft	No	No objections from the land owner and accessible directly from the high street. Proposed for allocation as retail/commercial use in Consultation Draft as WDC3(a). However, no longer proposed for allocation because it is too small to allocate
27	Church Street (car park), Market Warsop	Consultation Draft	No	Proposed for allocation as retail/commercial use in Consultation Draft as WDC3(b). No longer proposed for allocation because It is too small to allocate and there were lots of objections to the consultation draft allocation regarding the loss of car parking.
28	Burns Lane / Church Street, Market Warsop	Consultation Draft	No	Interest from a food retailer, previously had planning permission for a small Tesco store. Suitable and available. Proposed for allocation as retail/commercial use in Consultation Draft as WDC3(c). No longer proposed for allocation because it has a new planning permission.
29	Library and Adj Car Park	Consultation Draft	No	Not available. No longer considered to be a reasonable alternative.
30	The Market PH and Adj Car Park	Consultation Draft	No	Not available. No longer considered to be a reasonable alternative.

Site ref	Site name	Stage considered	Allocated	Rationale
31	Land at G.A. Townroe & Son Funeral Directors	Consultation Draft	No	Not available. No longer considered to be a reasonable alternative.
32	Land around Victoria Street / Garden Road	Between Consultation Draft and Preferred Options	No	Various landowners which would impact upon the delivery of the site within the plan period. Not available. Not considered to be a reasonable alternative.
33	Land off Great Central Road (Former Mansfield Brewery) (Part A)	Between Consultation Draft and Preferred Options	No	Unsuitable for retail development. Not considered to be a reasonable alternative. (Previously considered (see Site ref 12).)
34	Land off Nottingham Road	Between Consultation Draft and Preferred Options	No	Not available. Not considered to be a reasonable alternative.
35	Land at Lord Street / Bishop Street	Between Consultation Draft and Preferred Options	No	Various landowners, land assembly required. Not available. Not considered to be a reasonable alternative.
36	Land off Rock Valley	Between Consultation Draft and Preferred Options	No	Not available. Not considered to be a reasonable alternative.
37	Rosemary Centre	Between Consultation Draft and Preferred Options	No	Unlikely to be deliverable within the plan period. Not available. Not considered to be a reasonable alternative.
38	Land at Commerical Gate	Between Consultation Draft and Preferred Options	No	Various landowners. Not likely to be deliverable within the plan period. Not available. Not considered to be a reasonable alternative.
39	Victoria Street	Between Consultation Draft and Preferred Options	No	May be suitable for some small scale retail. Not submitted through HELAA for retail, therefore not considered to be a reasonable alternative as not available.
40	Boothys Club, 2 West Hill Drive	Between Consultation Draft and Preferred Options	No	May be suitable for some small scale retail. Not submitted through HELAA, therefore not considered to be a reasonable alternative as not available.

Proposed strategy for meeting the floorspace targets

6.6 As stated in Section 4 of this paper, following the results of the feasibility study, it was decided that a further update to the retail study should be commissioned in order for the council to understand the impact of a declining market share. This update (Mansfield Retail and Leisure Study Update 2017) was based on a new telephone survey to ensure robustness. This revealed that Mansfield town centre's market share has declined significantly since 2011 and gave the council up to date (lower) baseline floorspace requirements up to 2033, as well as a lower figure should the market share of the town centre decline further (see below). It is advised that long-term quantitative forecasts (post-2026) should be treated as indicative only and reviewed within the next three to five years. This is due to the inherent uncertainty over long-term estimates of expenditure growth and how the market might behave over the next 15 years.

6.7 Despite the lower baseline requirement (13,200 sqm), the council have been unable to find sufficient sites to allocate in the emerging Local Plan to meet the full retail need over the plan period. In response, a criteria based policy has been included within the Publication Draft Local Plan. This has been prepared in accordance with NPPF paragraph 23, bullet point 8.



Moving forward

6.8 The 2016 viability study confirmed that there are various approaches to meet the floorspace 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 retail study – dependant on:
 - the quality and configuration of existing floorspace,
 - if 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.

6.9 Given that most town centres have a mix of modern and dated floorspace, achieving a higher performance will normally only be possible with significant qualitative intervention. Therefore, a strategy to meet needs ought to take into account all of the above factors.

6.10 The feasibility study stated that the quantitative exercise has some limitations since the longer term forecasts to 2033 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 other than from pure new development; for example reduced vacancies, minor extensions, improved performance of existing floorspace or improved retailer profile.

6.11 Following this advice, the retailing policies within the Publication Draft Local Plan aim to:

- improve the performance of the town centre (and therefore meet needs through improved performance and reduction of vacant floorspace) through the following:
 - encourage additional leisure uses to broaden the mix of uses, increasing dwell time in the centre and increasing the performance of the existing retail stock (Policy RT3)

- encourage the refurbishment of existing retail blocks, namely the Four Seasons Shopping Centre, Rosemary Centre and Beales department store (Policy RT4)
- enhance the public realm (Policy RT4)
- safeguard committed retail floorspace (Policy RT7) and promote centrally located sites suitable for future retail development (to ensure they are considered for retail alongside other potential town centre uses), (Policy S4, Policy RT1)
- focus on the delivery of mixed use schemes in the town centre that deliver retail uses (Policy RT6a)
- 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) (Policy RT1)
- commit to a review of the plan within 5 years; by this time, the retail market / economic climate may have changed, which may mean that the longer term needs can be achieved (Policy IM1).

6.1 As shown in the table below, where floorspace can be developed / reoccupied, the district's target will be met as follows:

Table 6.2 Sources of retail / leisure supply (as of 1 April 2018)

	Comparison goods floorspace (sqm)	Convenience goods floorspace (sqm)	Leisure goods floorspace (sqm)
Requirement (2017 - 2033)	13,200	0 (-2,100)	3,500
Commitments (sites with planning permission minus those taken account of within the requirement calculation - see Retail Update 2018)	1,815*	160	167
On allocated sites (those listed in RT6 and SUE)	1,500 – RT6a 400 – SUE1	250 - RT6b 1,400 – SUE1 500 – SUE2	548 – RT6a (would also include a hotel) 500 – RT6b (would also include a hotel) 1,030 – SUE1 (would also include a hotel, gym and nursery) 250 – SUE2
Reoccupation of vacant town centre units	2,000	0	1,000
Balance	7,485	0 (-4,410)	5



*Includes approximately 100 sqm committed / developed on small sites (2010/0805/ST and 2015/0578/ST).

6.2 As can be seen, the balance takes account of the reoccupation of vacant units, as discussed in section 5.

6.3 Sufficient land to meet the short to medium term comparison retail requirement has been identified. The longer term requirements will be reassessed when the plan is reviewed (in accordance with Policy IM1).

7 Impact test threshold

7.1 The National Planning Policy Framework (2012) (and 2018 revision) includes the requirement for an impact test to be carried out on planning proposals for edge and out of centre development of main town centre uses. There is a default threshold of proposals over 2,500 sqm, however it is possible, through a local plan, to set a local threshold.

7.2 The 2011 Retail Study advised that the default threshold would be appropriate for Mansfield town centre, however a smaller threshold of 500 sqm should apply for developments that may impact upon other town centres such as the district centres. This is the approach that was taken in the Local Plan Consultation Draft, and the following options were appraised through the Sustainability Appraisal.

- Option A – Apply the national default floor space threshold of 2,500 sqm before requiring an impact assessment on out-of-centre and edge-of-centre development of main town centre uses;
- Option B – Apply a locally agreed threshold; and
- Option C – Apply a lower threshold for development that would impact upon centres other than the town centre.

7.3 The appraisal of the options found that there is unlikely to be a significant effect upon the baseline for the SA objectives. All options had very similar results; which means that whichever threshold is used to trigger the requirement for an impact assessment, the effect is likely to be the same. The main difference between the options is that the lower the threshold is, the more applications there will be that need to be scrutinised through the impact assessment process.

7.4 As a result of comments that were received on the Consultation Draft, officers reconsidered the locally set thresholds. It has now been changed from having two (2,500 sqm and 500 sqm), to a single threshold of 500 sqm at Publication Draft stage. It is considered that this gives more protection to the town centre against out of centre developments. This is particularly important in the context of the town centre's recent decline in market shares; as highlighted by the 2017 Update to the Retail Study.

7.5 Furthermore, the average unit size within Mansfield town centre is 211 sqm, and only 7.13 percent of units are above 500 sqm. Given the shortage of 500+ sqm units, it is considered that the town centre is particularly vulnerable to edge and out of centre developments which would directly compete with the town centre offer, to the detriment of its vitality and viability.



8 Retail boundaries

8.1 As part of the consideration of the district's retail hierarchy, each town centre and neighbourhood parade was visited in order to assess the boundary within the 1998 Local Plan and any changes that may be required. Any clusters of retail units were also visited in order to assess their suitability for designation.

8.2 The maps below show the changes that have been made to the retail hierarchy between the 1998 Local Plan and the Local Plan Publication Draft (2018).

8.3 The following key has been used to show the types of uses within the revised retail centres. Areas that have been removed are shown with a blue hatch. A revised boundary is shown with a blue outline, and new town centre or neighbourhood parade has a red line, and an unchanged boundary has a black outline.

Key		
Legend		
<div></div> A1	<div></div> A2	<div></div> A3
<div></div> A4	<div></div> A5	<div></div> B1
<div></div> B2	<div></div> B8	<div></div> C1
<div></div> C3	<div></div> D1	<div></div> D2
<div></div> SUI GENERIS	<div></div> Vacant	

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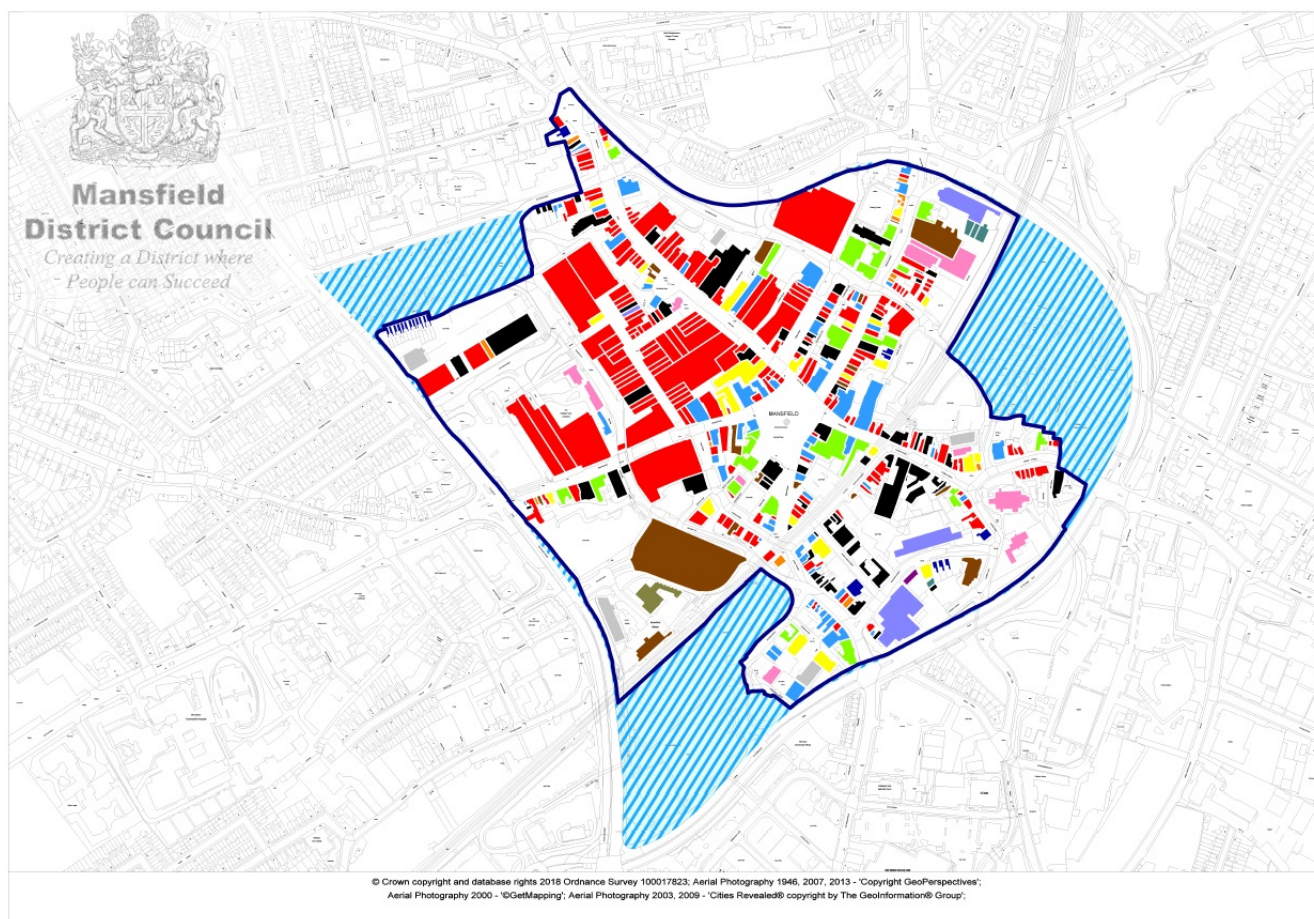
Mansfield town centre

8.4 As can be seen below, three areas have been removed from the town centre boundary.

8.5 The area to the north west is mainly within residential use, and the area to the north east is mainly within industrial use. Both of these areas are located well outside of the primary shopping area and do not contribute to the retail function of the town centre.

8.6 The area to the south is St Peters Retail Park. This has been removed from the town centre boundary in order to focus retail activity into the primary shopping area. The retail park is covered by Policy RT10 within the Local Plan Publication Draft which allows the development of bulky goods floorspace subject to certain criteria.

Mansfield town centre - boundary changes

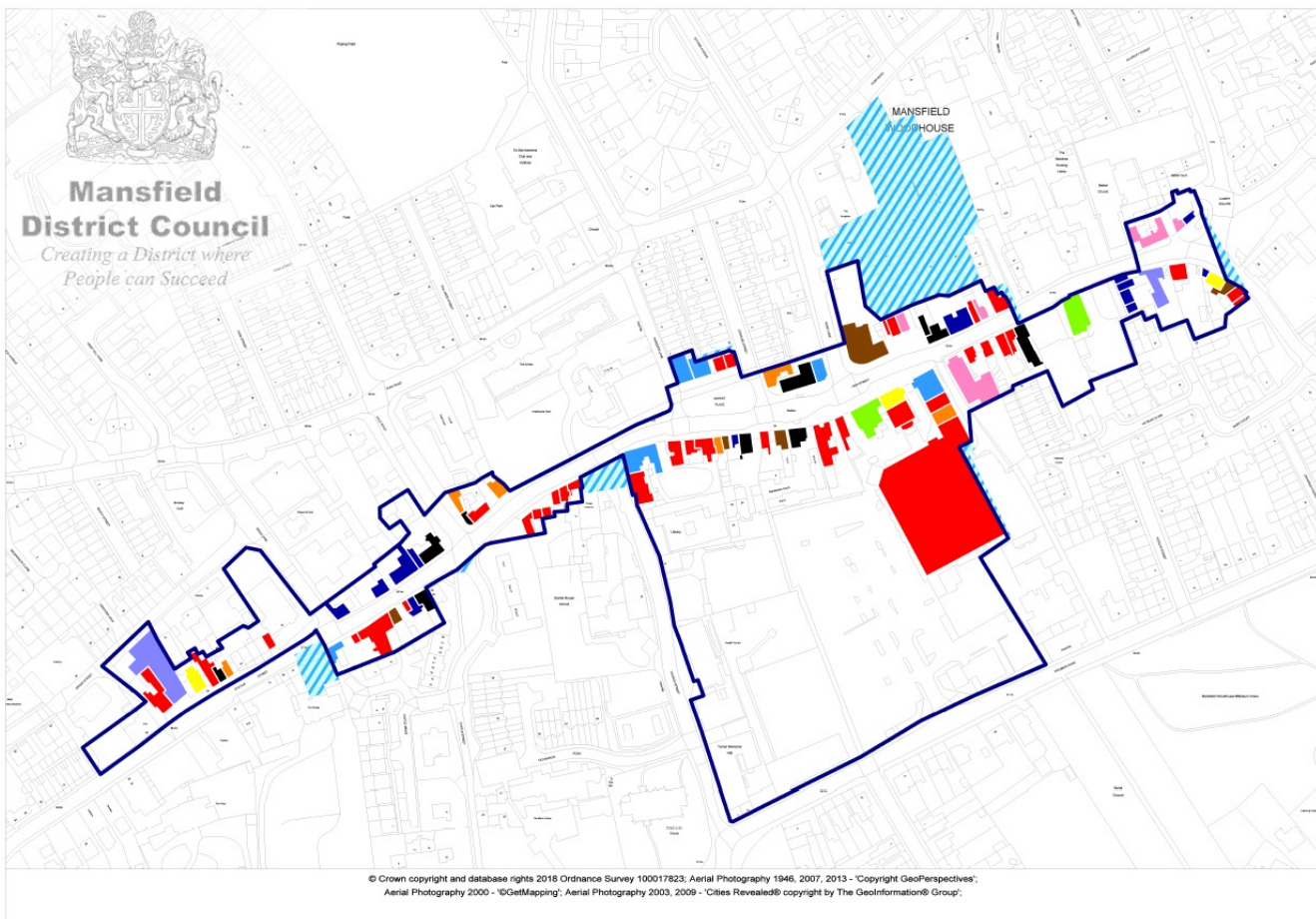




Mansfield Woodhouse district centre

8.7 The boundary at Mansfield Woodhouse district centre was amended by the removal of a large area to the north, which has been developed for residential use, and areas to the south which are not in retail use. The centre has also been extended to the south to include existing community and health facilities, and the car park and petrol filling station associated with the small supermarket within the centre. Small amendments have also been made to the boundary to rationalise it (for example, to ensure it does not cut through the middle properties, and follows boundaries on the ground, such as roads).

Eight: Retail boundaries

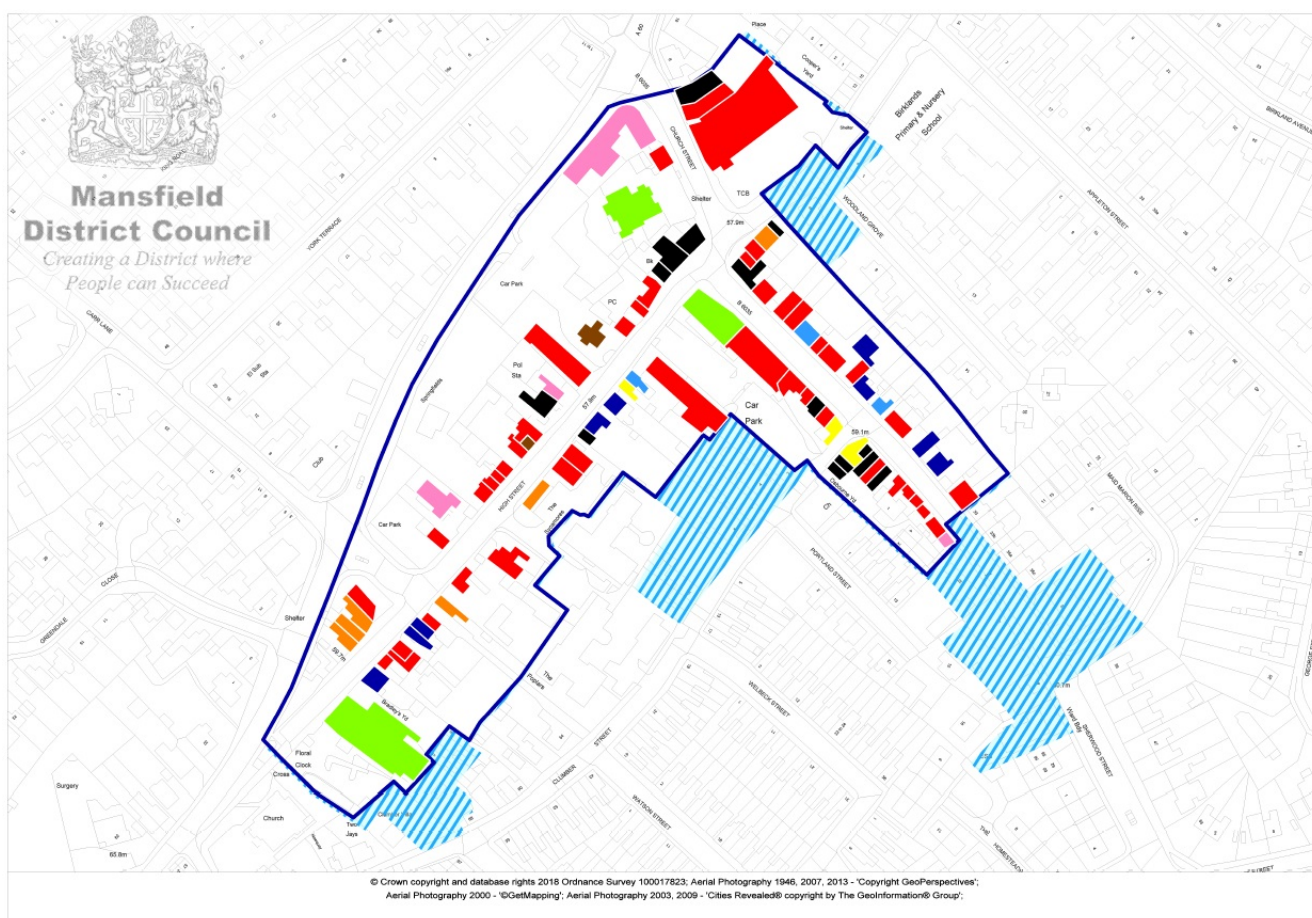


Market Warsop district centre

8.8 Market Warsop district centre has had some boundary changes at the following locations:

- removal of residential properties on Woodland Grove;
- removal of an employment centre (protected by other policies in the local plan), a children's centre, hair salon, and a fitness centre on Sherwood Street which are divorced from the main retailing area by residential uses;
- removal of some residential and commercial units on Clumber Street which do not form part of the main retailing area;
- removal of some vacant land and residential units off Clumber Street which, again, do not form part of the main retailing area.

8.9 There is potential to extend the district centre to the north as planning permission exists for the development of a small supermarket on the former Eastwood's site and the Strand bingo hall. Should this development come forward as planned, it is likely to help integrate other existing commercial uses (such as a pharmacy, a public house and numerous units on the western side of Church Street) into the district centre. These are currently cut off to some extent by the road network. This issue should be kept under review.

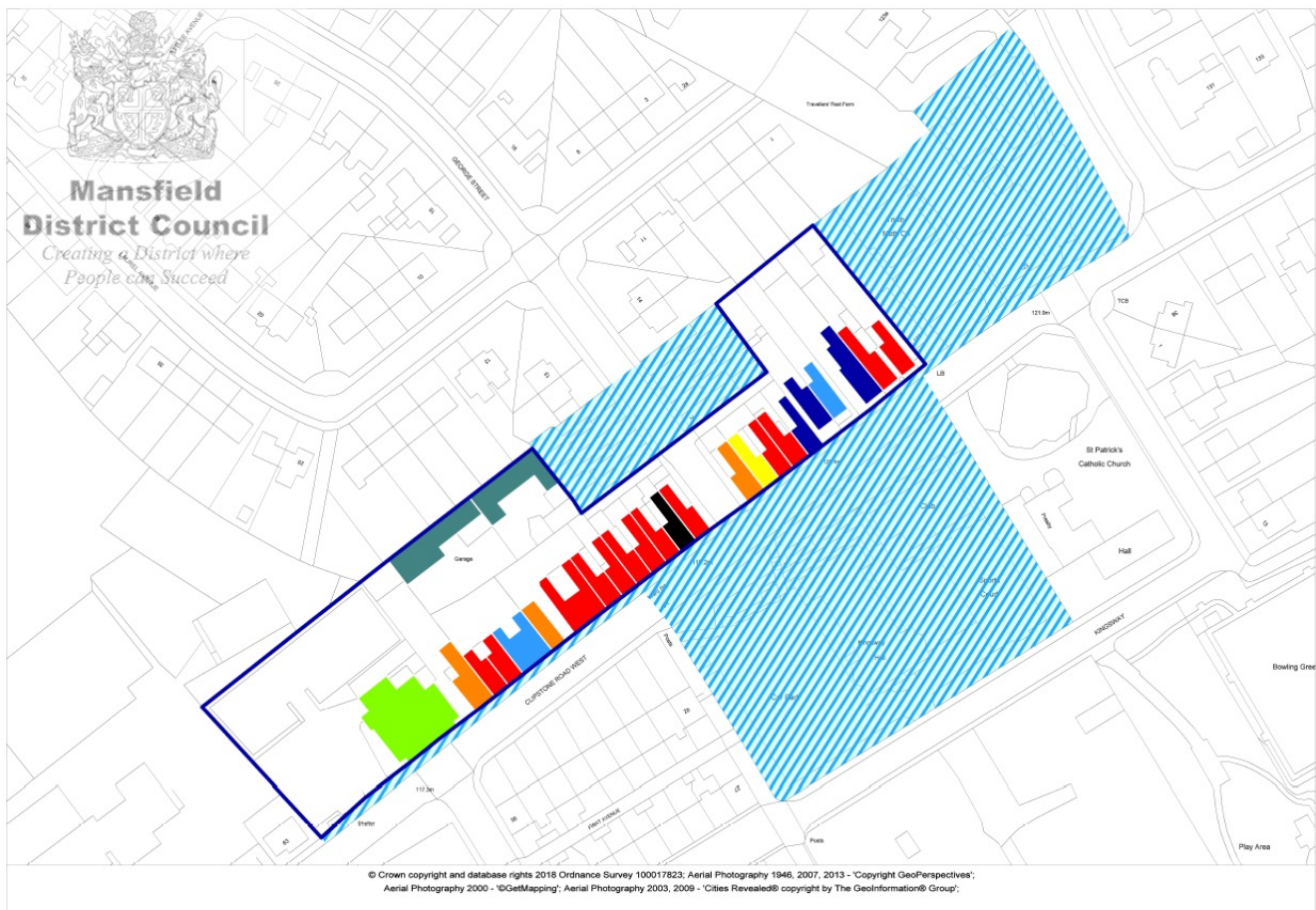




Local centres

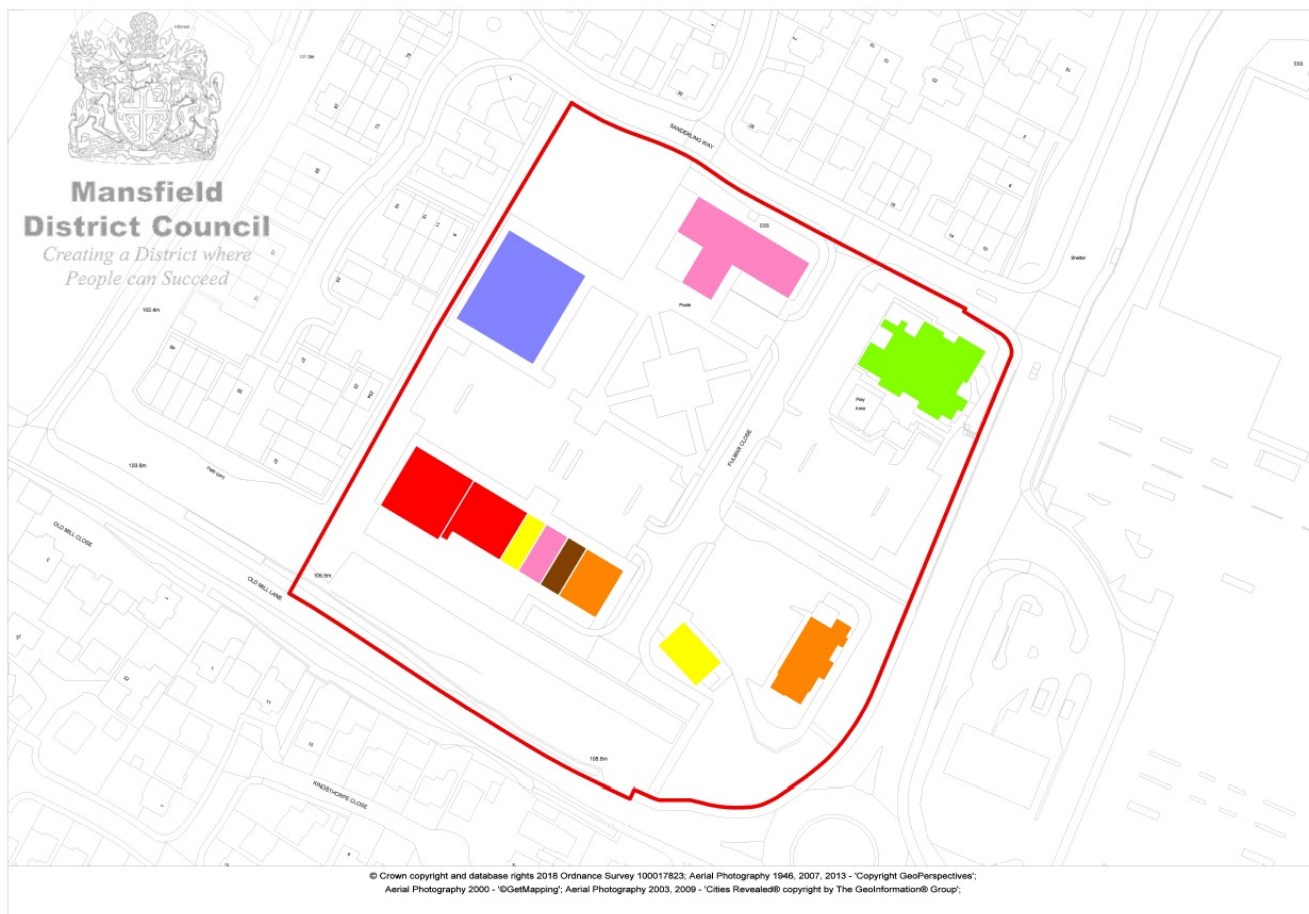
Clipstone Road West

8.10 This local centre has been amended to remove a residential area off George Street, a mixed area of residential and a church to the north east, and the area surrounding Kingsway Hall to the south, which is divorced from the local centre by Clipstone Road West and differences in the land levels.



Fulmar Close

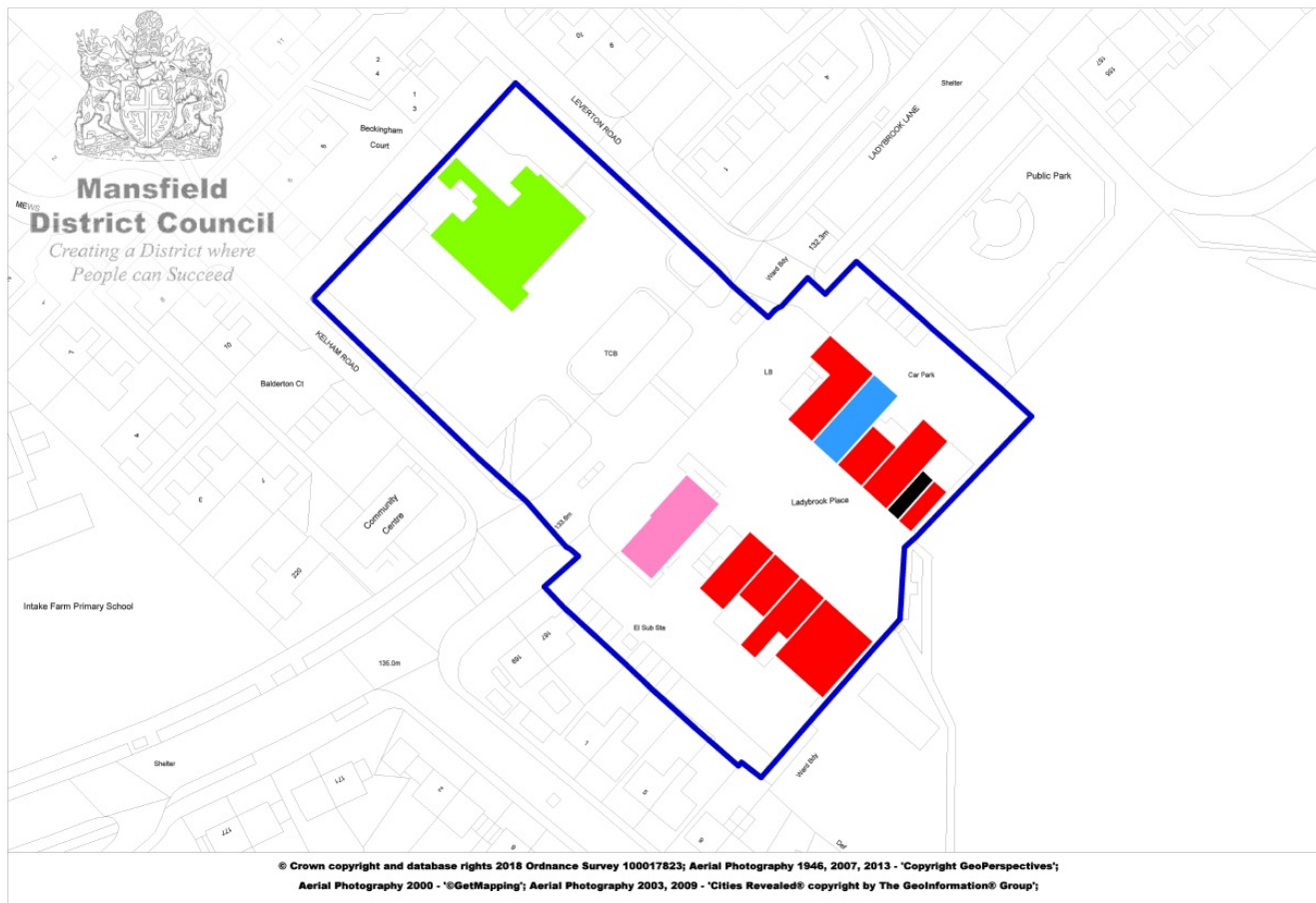
8.11 This is a new local centre that has been developed since the 1998 Local Plan was adopted. The 2011 Retail Study considered that Fulmar Close (then referred to as Sandlands Way) was at the correct level in the retail hierarchy as there are insufficient facilities available to justify reclassification to a district centre.





Ladybrook Lane

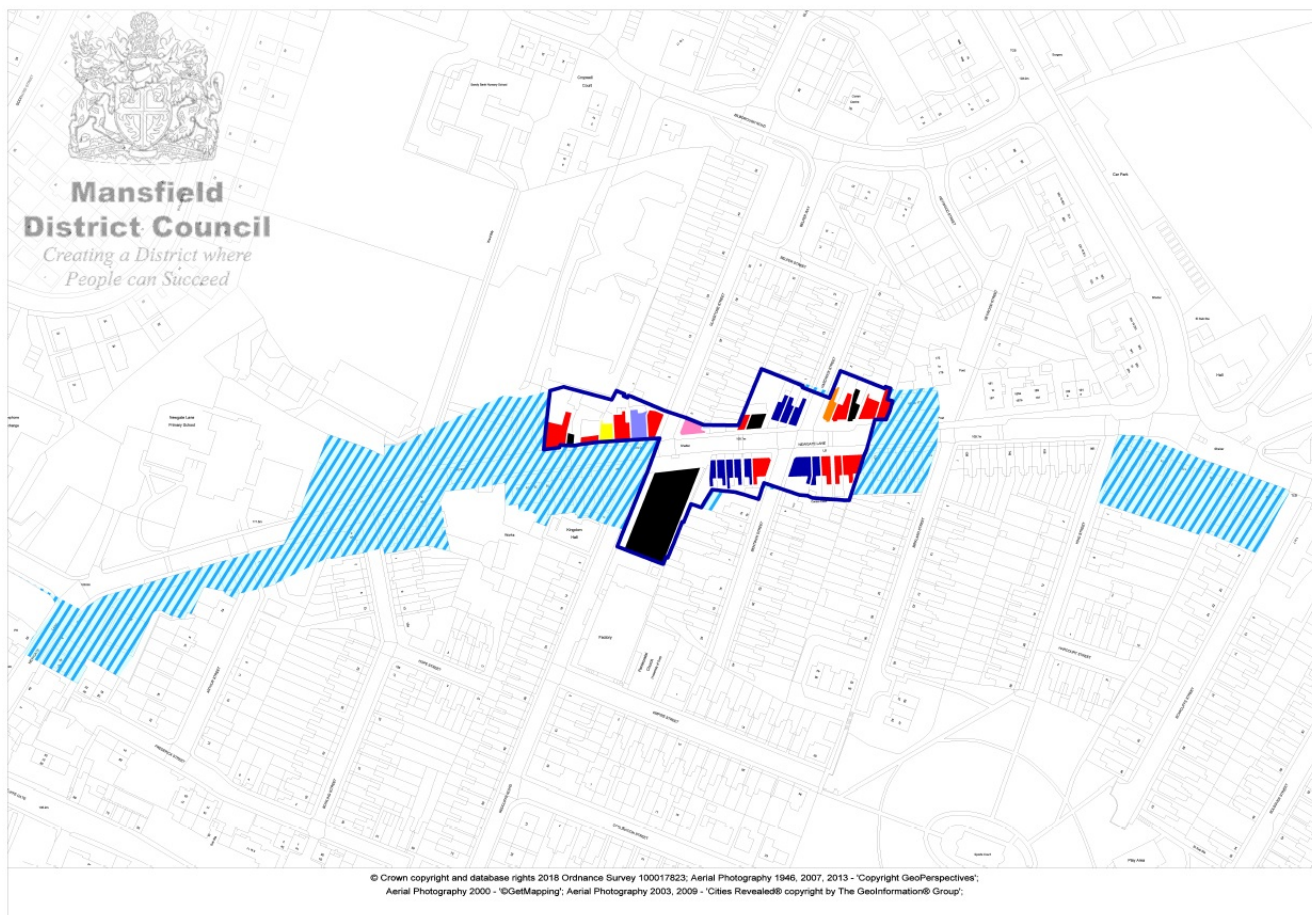
8.12 This local centre boundary has been extended to include the public house and new convenience store on the north western side of Ladybrook Lane.



Newgate Lane / Redcliffe Road

8.13 This local centre was previously part of the larger Newgate Lane / Ratcliffe Gate local centre which covered large stretches of these roads and included many residential units which did not contribute to the retail function of the centre. As a result, the previous local centre boundary has been revised to focus on just the most relevant units. This has meant splitting the previous local centre into the following:

- Newgate Lane / Redcliffe Road local centre;
- Ratcliffe Gate local centre; and,
- Newgate Lane / Scarcliffe Street neighbourhood parade.

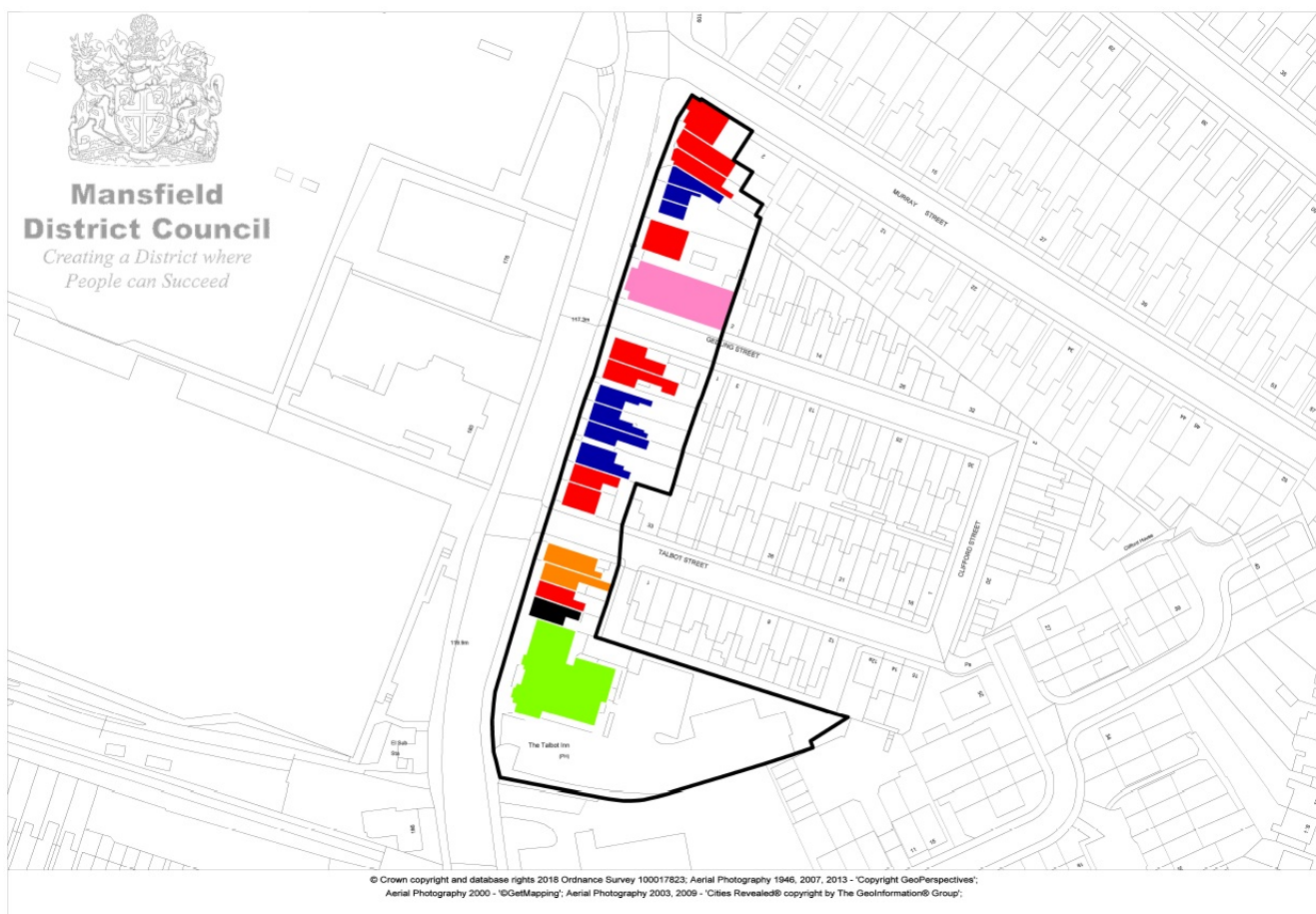




Nottingham Road

8.14 This was designated as a neighbourhood parade in the 1998 Local Plan, but is considered to have a wide enough range of uses to be redesignated as a local centre within the district's retail hierarchy. The centre includes an electrical goods store, various hairdressers, a florist, a newsagents, a vape store, a furniture store, a balloon store, a public house, a church, and a number of hot food takeaways. The boundary has not been revised.

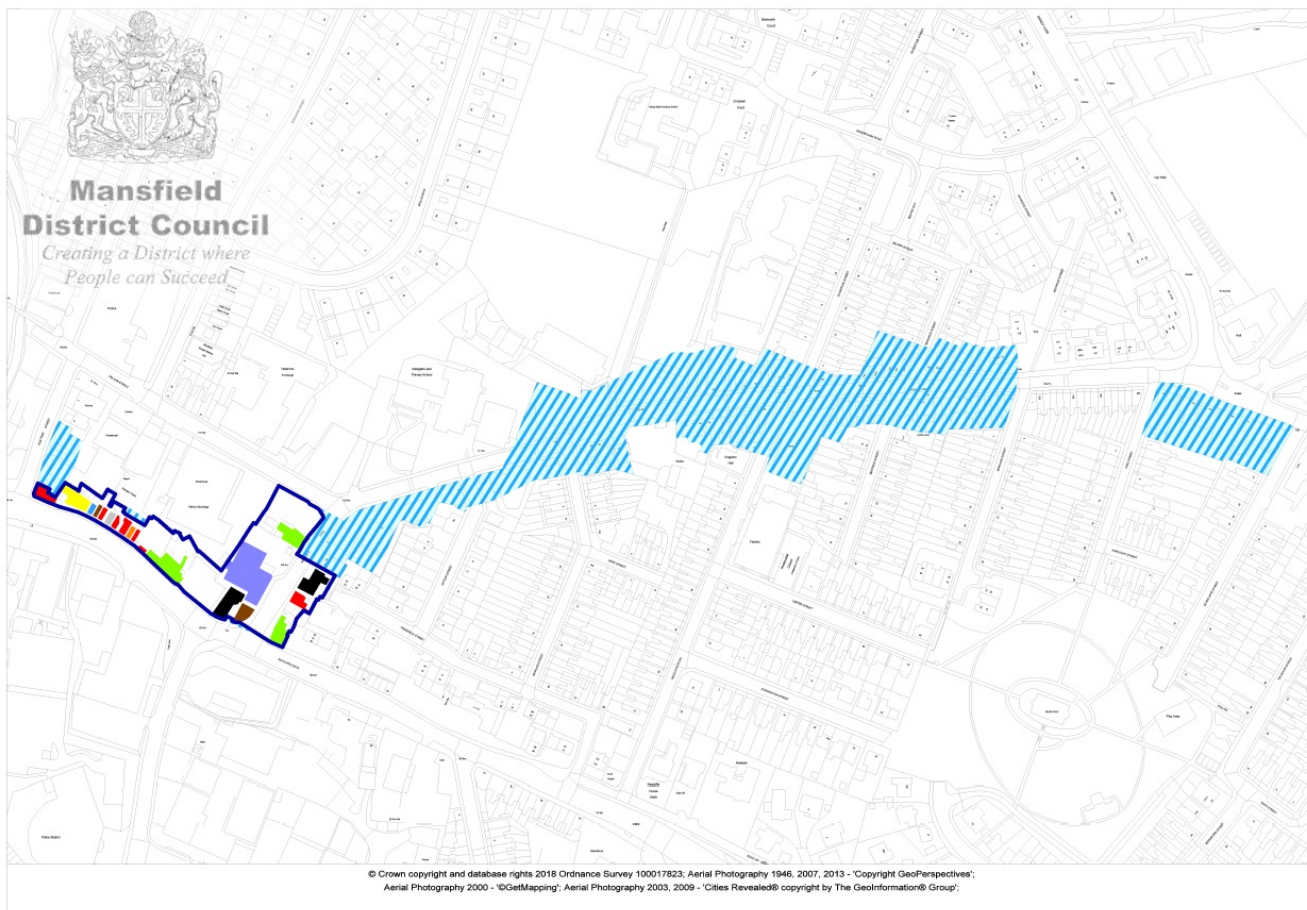
8.15 The centre is located in close proximity to a number of other commercial units, including Sainsburys and Aldi supermarkets, restaurants, a cinema and a bingo hall at Mansfield Leisure Park, and various other large retail and leisure units such as Halfords, PC World and Pizza Hut. These units are spread fairly widely and inclusion within the Nottingham Road local centre would result in a substantial centre. A local centre of such size, in this location, is likely to undermine Mansfield town centre, which is within walking distance. More information is included within 'Consideration of supermarket locations'.



Ratcliffe Gate

8.16 This local centre was previously part of the larger Newgate Lane / Ratcliffe Gate local centre which covered large stretches of these roads and included many residential units which did not contribute to the retail function of the centre. As a result, the previous local centre boundary has been revised to focus on just the most relevant units. This has meant splitting the previous local centre into the following:

- Newgate Lane / Redcliffe Road local centre;
- Ratcliffe Gate local centre; and,
- Newgate Lane / Scarcliffe Street neighbourhood parade.

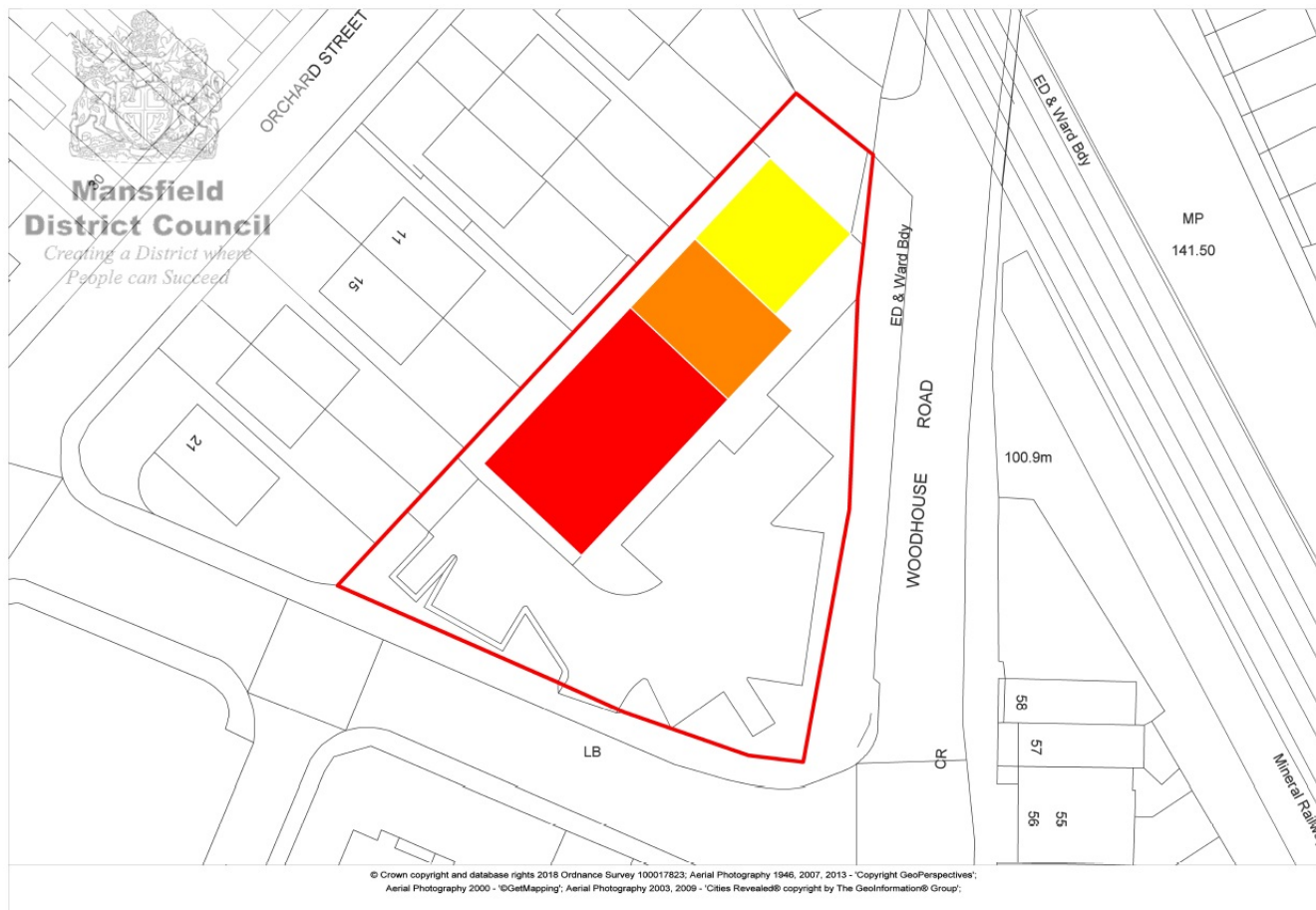




Neighbourhood parades

Birding Street

8.17 This is a new neighbourhood parade that has been developed over recent years on a former public house / restaurant site. There is a convenience store with ATM, a hot food takeaway and a restaurant / cold food takeaway. There is also planning permission for an additional unit on the north eastern end of the parade.



Bright Square

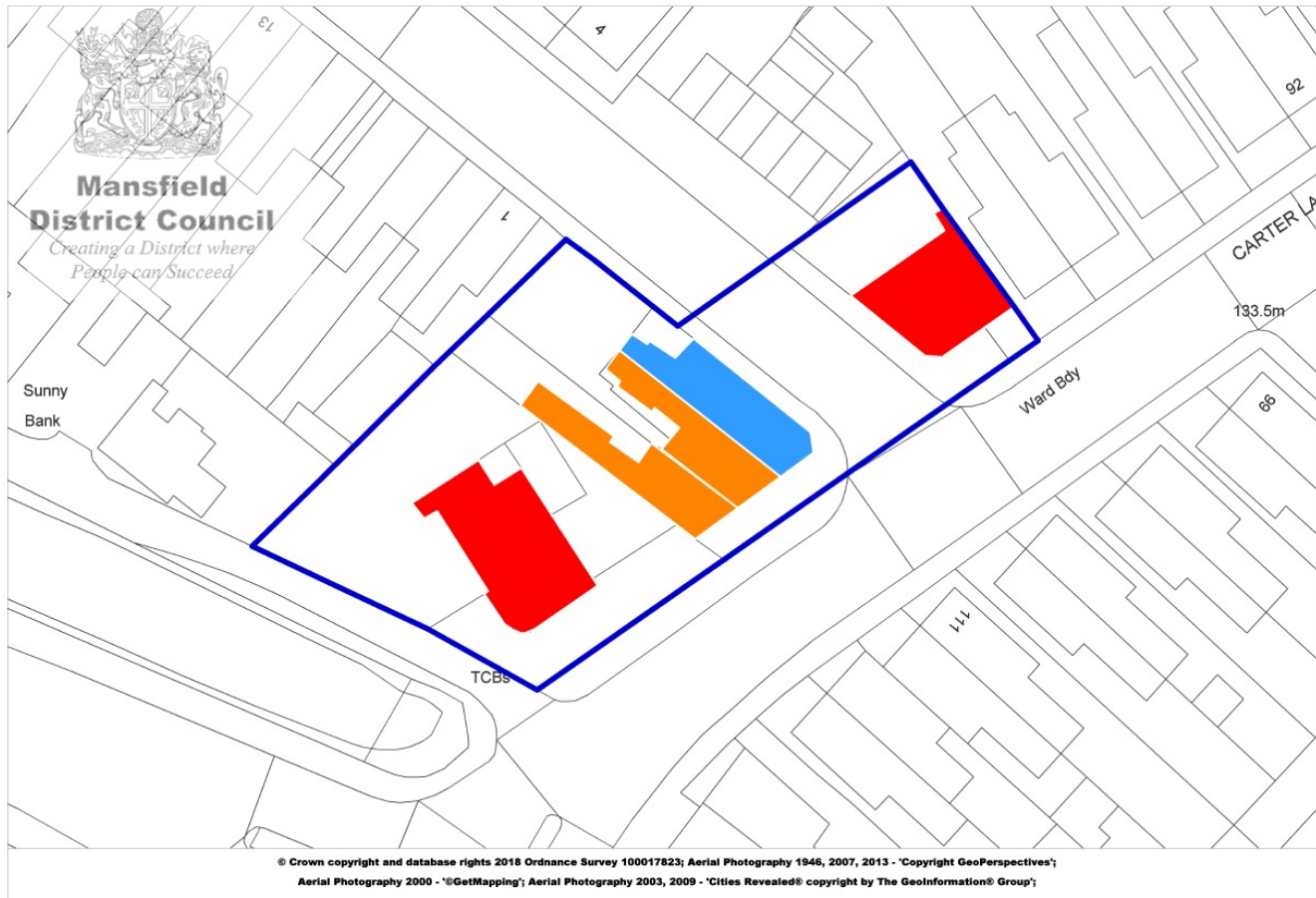
8.18 This existing cluster of shops is a new neighbourhood parade designation. The small parade includes a convenience store, hot food takeaway and a charity shop.





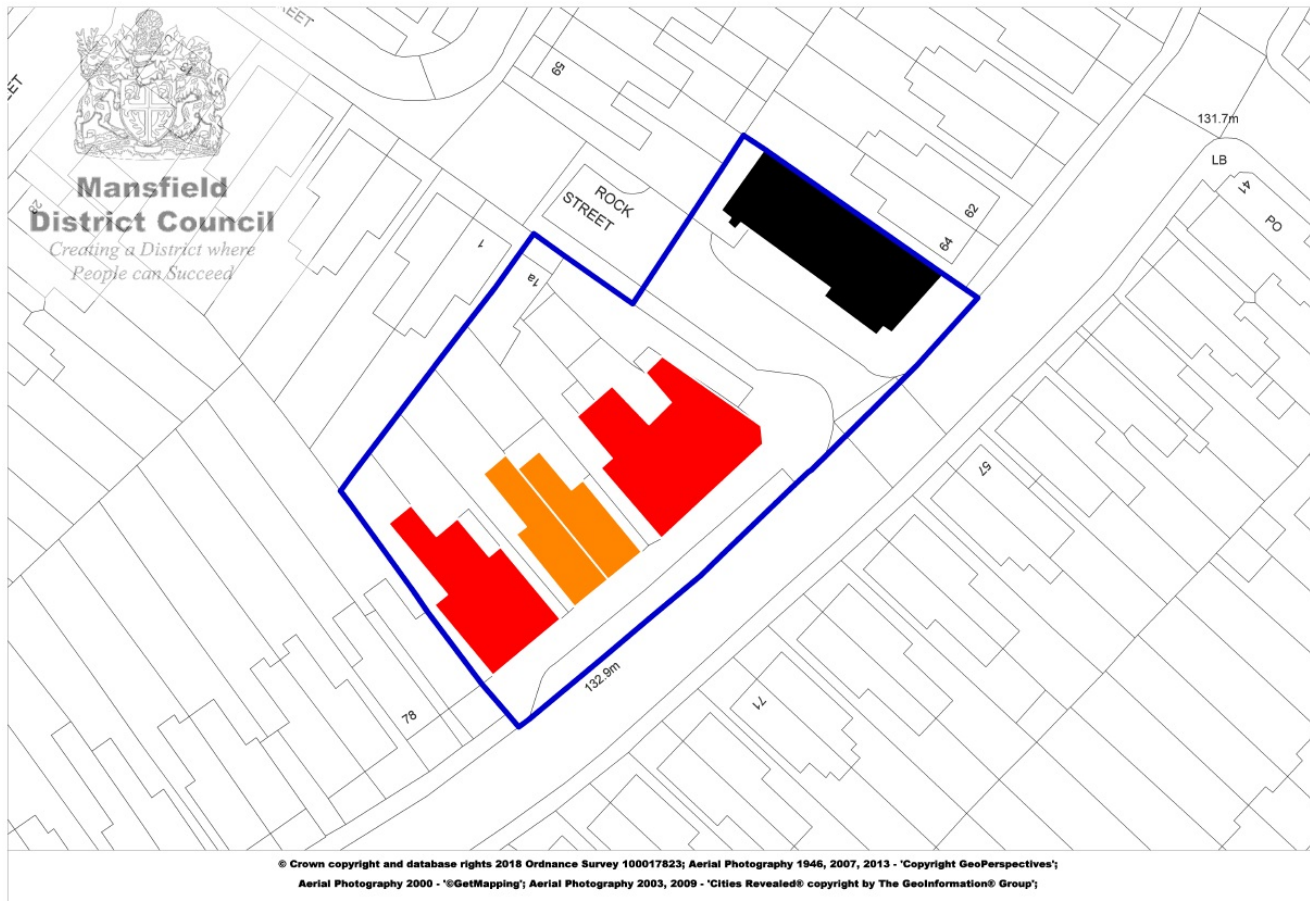
Carter Lane / Mill Street

8.19 This neighbourhood parade was part of a larger designation in the 1998 Local Plan, which was split into two sections. The two sections have been designated separately in the Local Plan Publication Draft (see below).



Carter Lane / Rock Street

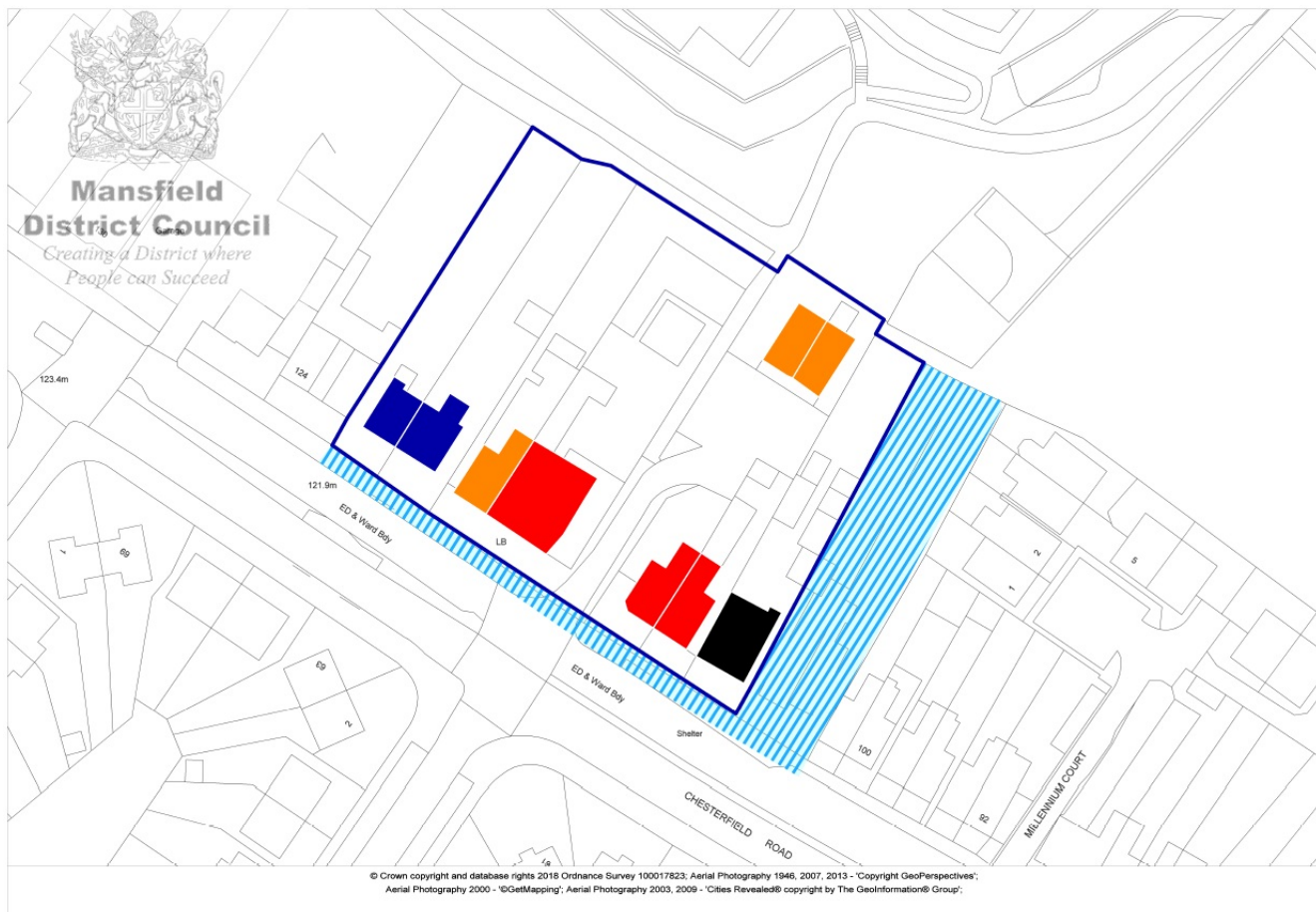
8.20 This neighbourhood parade was part of a larger designation in the 1998 Local Plan, which was split into two sections. The two sections have been designated separately in the Local Plan Publication Draft (see above).





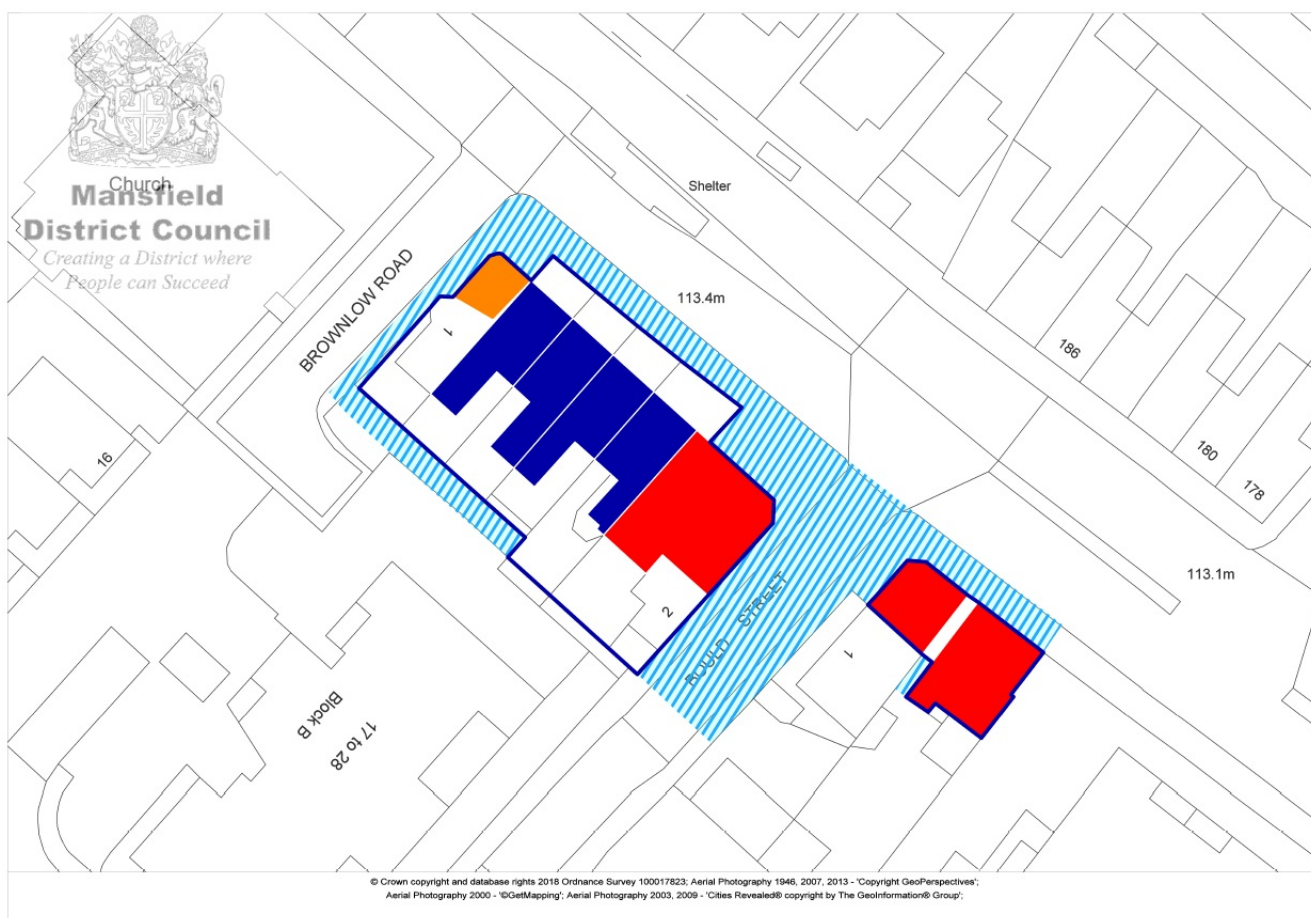
Chesterfield Road North

8.21 The boundary to this neighbourhood parade has been revised to exclude residential units from the eastern end. There is also a pair of semi detached dwellings at the western end, but outline planning permission exists for their demolition and the construction of two new shops and 2 no. two bedroom flats. The southern boundary has been rationalised to remove the pavement from the designation.



Chesterfield Road South

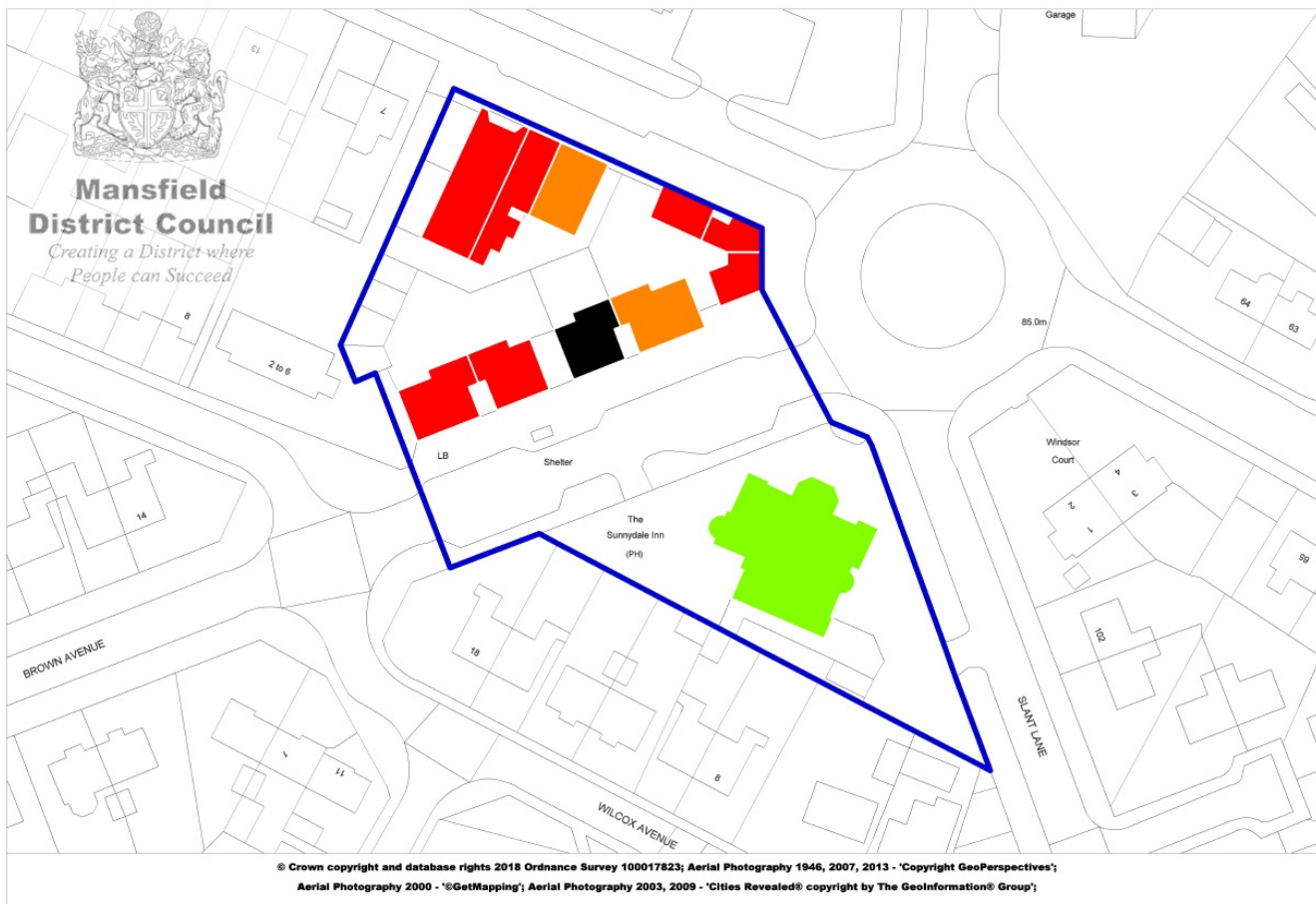
8.22 This neighbourhood parade boundary has been rationalised to remove surrounding pavements and roads. The presence of four residential units within the parade mean it is particularly vulnerable; the loss of any retail units may impact upon the overall viability. There has recently been a residential redevelopment behind the parade at Centenary Road (previously Bould Street) which is likely to support the existing businesses.





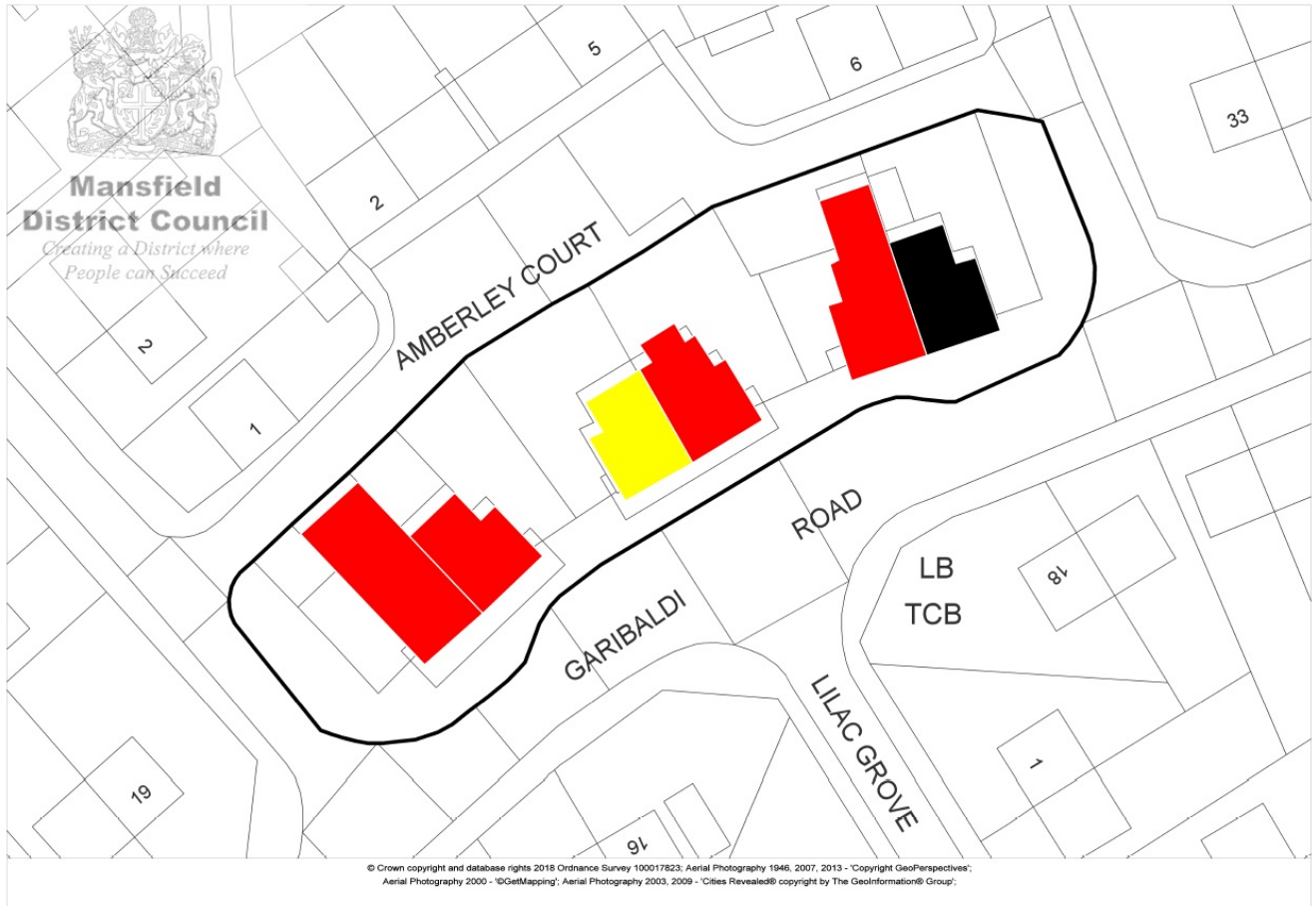
Cox's Lane / Brown Avenue

8.23 The boundary to this neighbourhood parade has been extended to include the public house to the south of Brown Avenue.



Garibaldi Road

8.24 There has been no change to this neighbourhood parade.





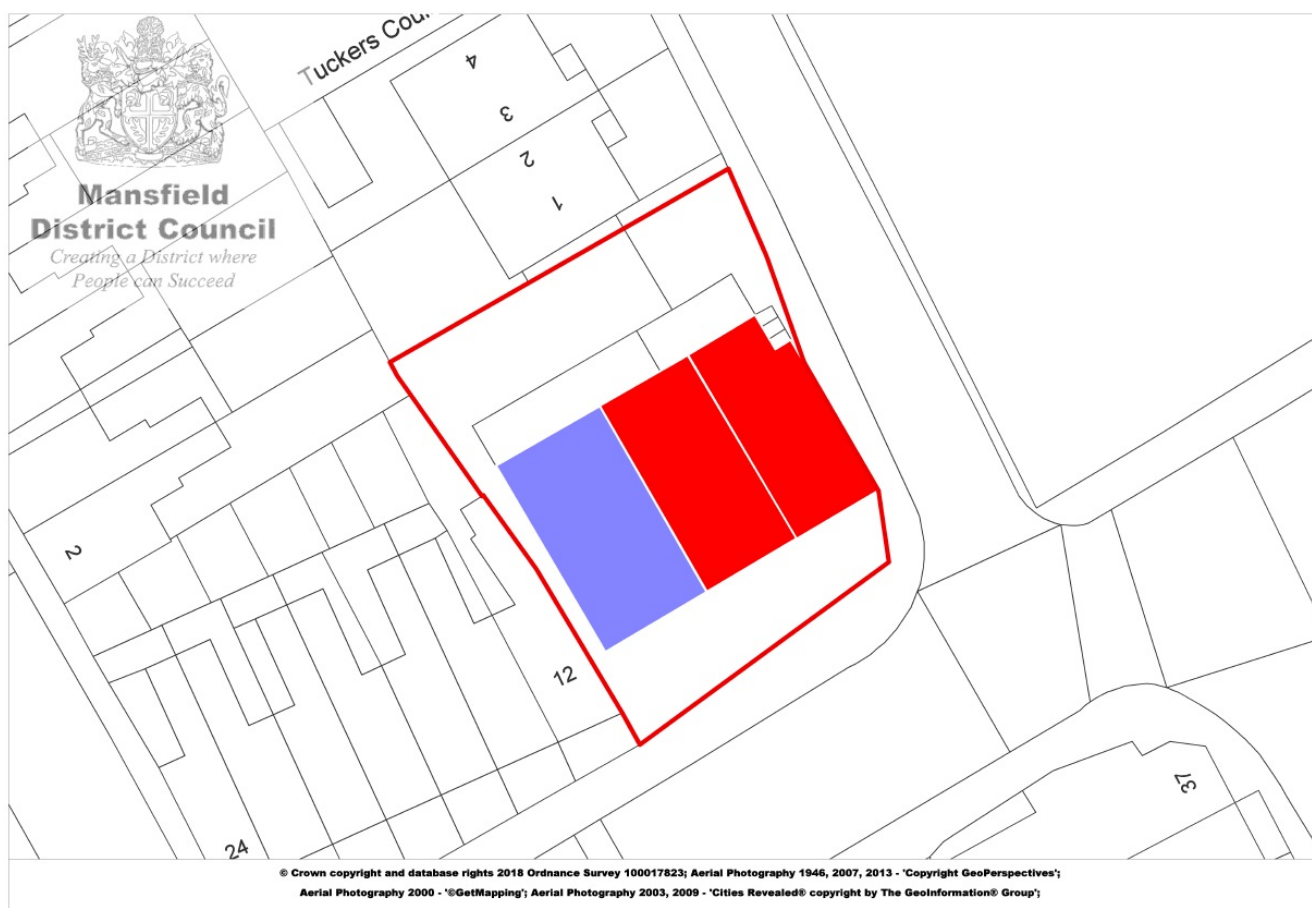
Harrop White Road

8.25 There has been no change to this neighbourhood parade.



Ladybrook Lane / Tucker's Lane

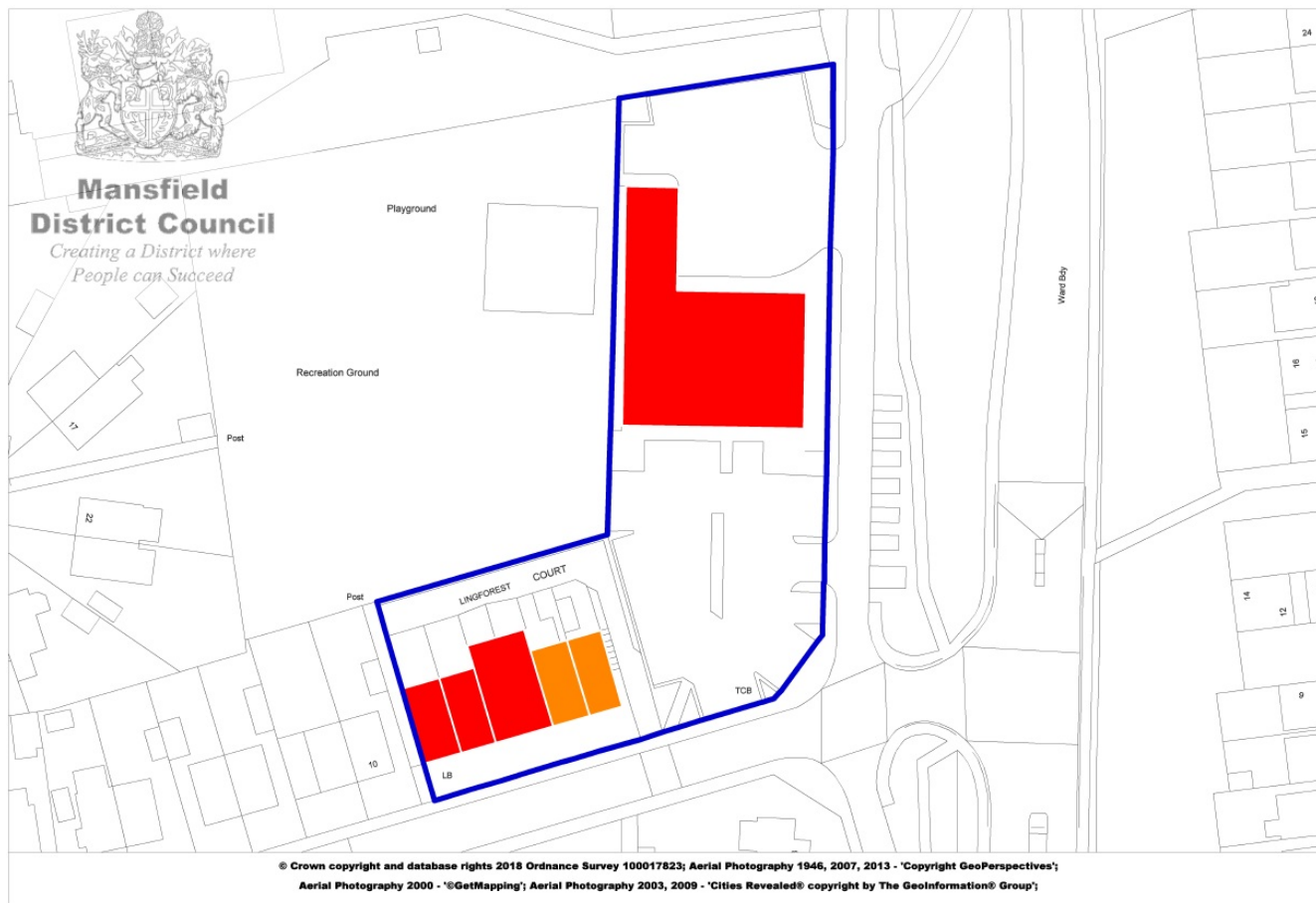
8.26 This existing cluster of shops is a new neighbourhood parade designation. The small parade includes a convenience store / off licence, a hairdressers and a tanning studio.





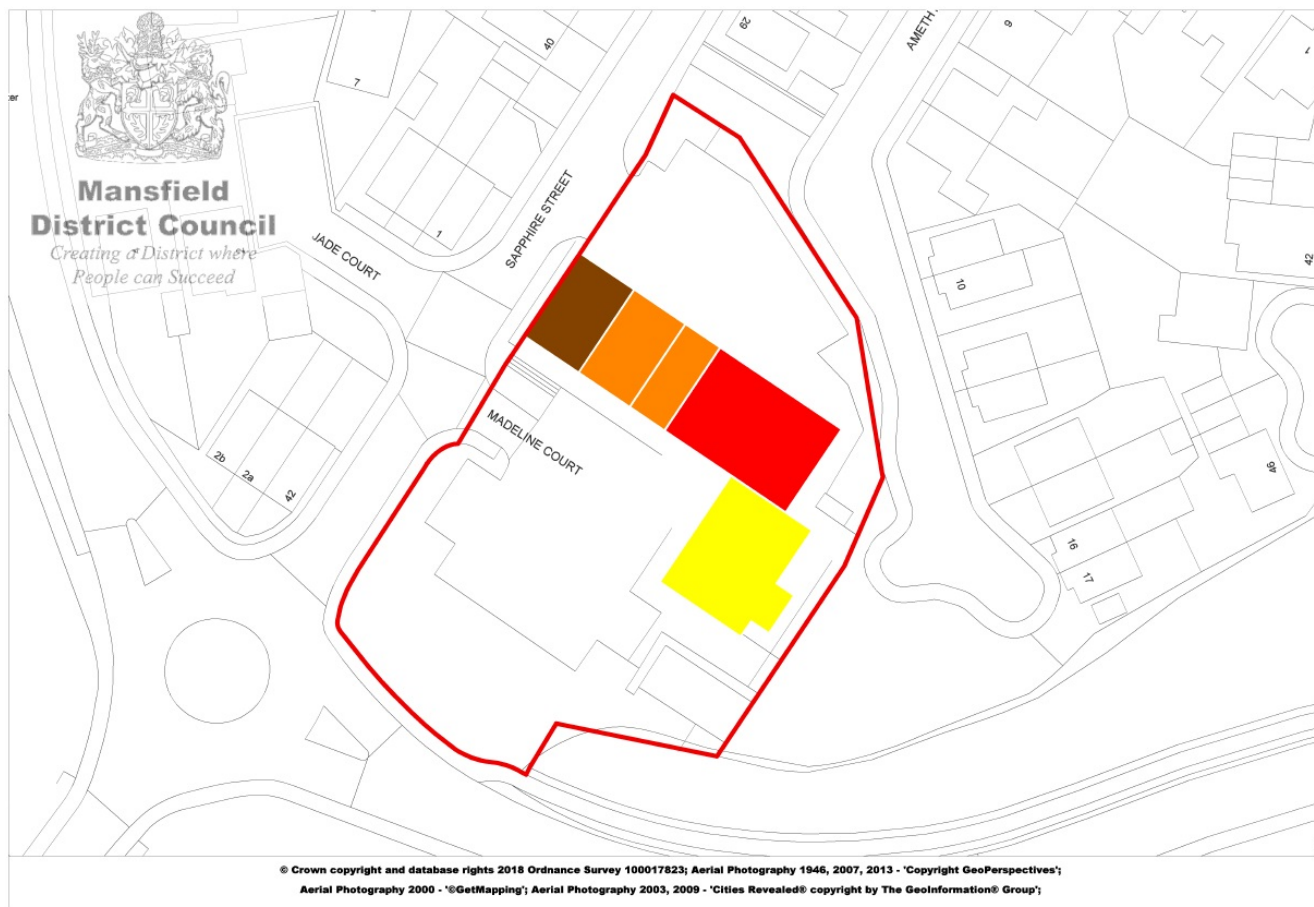
Lingforest Road

8.27 The boundary to this neighbourhood parade has been amended to include the Farmfoods store that has been developed on a former public house site.



Madeline Court

8.28 This neighbourhood parade has been developed since the 1998 Local Plan was adopted. It is part of the Berry Hill Quarry redevelopment and serves the residents of this area. The parade includes a convenience store, a cafe / bar / bistro, two hot food takeaways and a beauty salon.

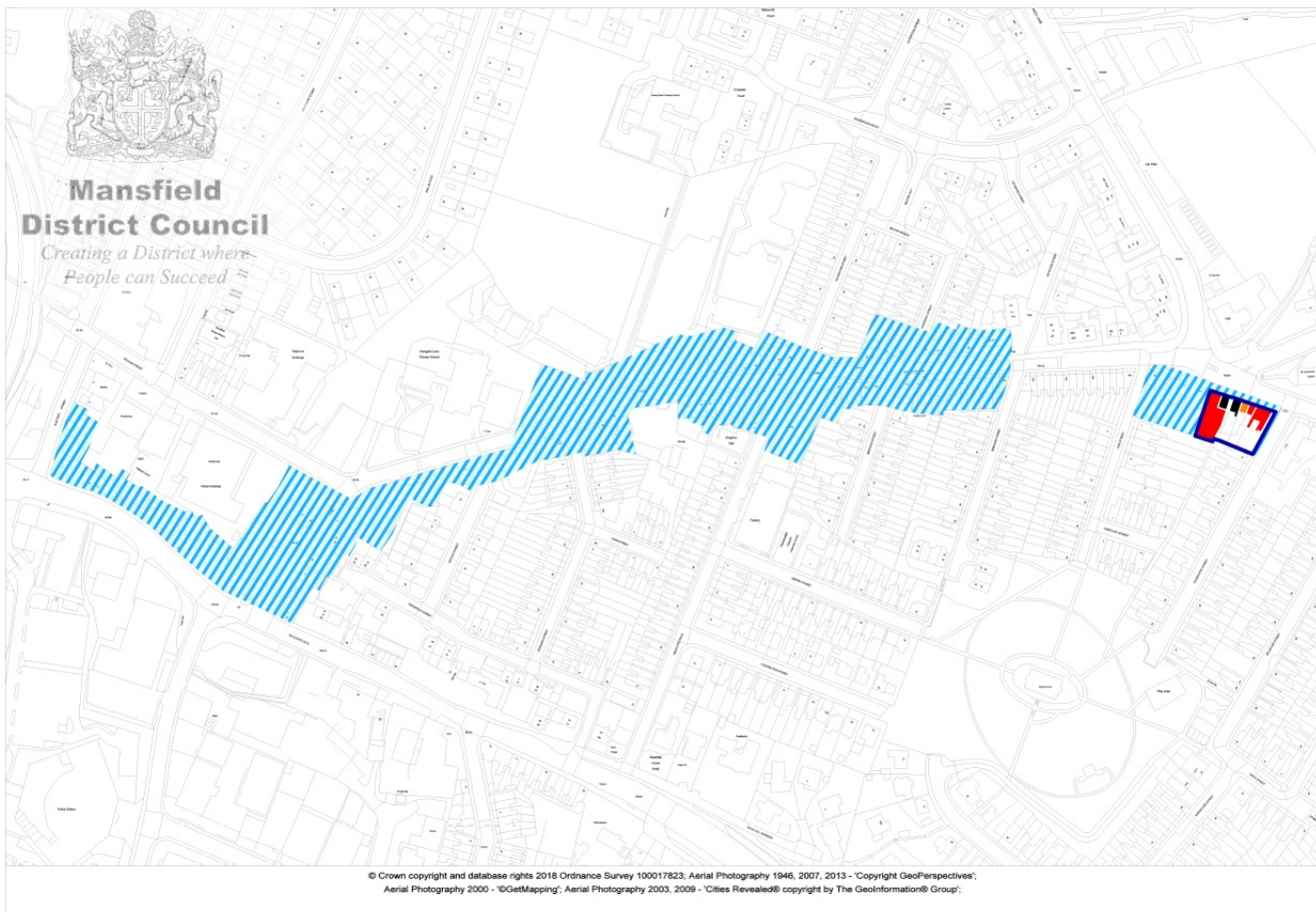




Newgate Lane / Scarcliffe Street

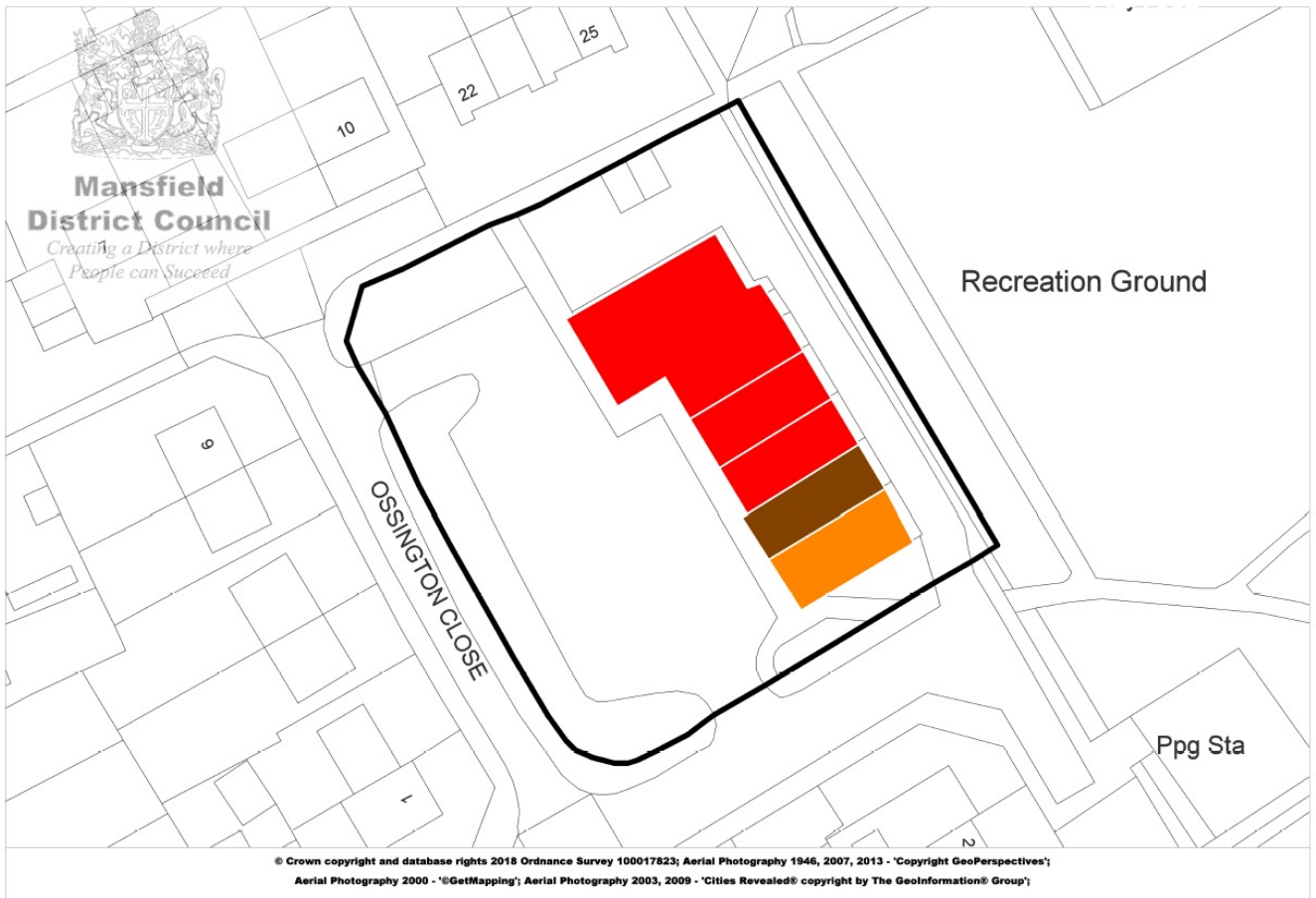
8.29 This neighbourhood parade was previously part of the larger Newgate Lane / Ratcliffe Gate local centre which covered large stretches of these roads and included many residential units which did not contribute to the retail function of the centre. As a result, the previous local centre boundary has been revised to focus on just the most relevant units. This has meant splitting the previous local centre into the following:

- Newgate Lane / Redcliffe Road local centre;
- Ratcliffe Gate local centre; and,
- Newgate Lane / Scarcliffe Street neighbourhood parade.



Ossington Close

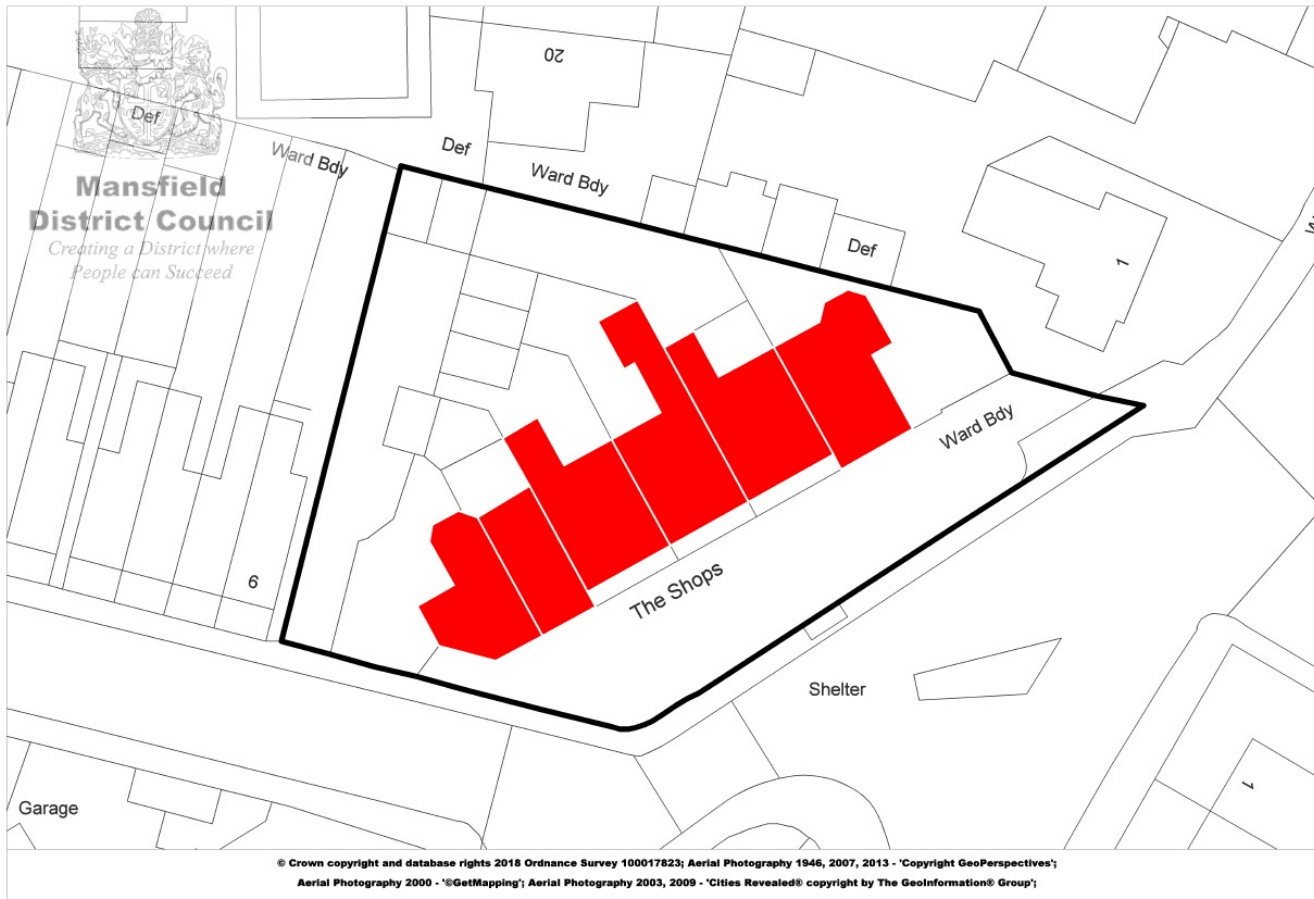
8.30 There has been no change to this neighbourhood parade.





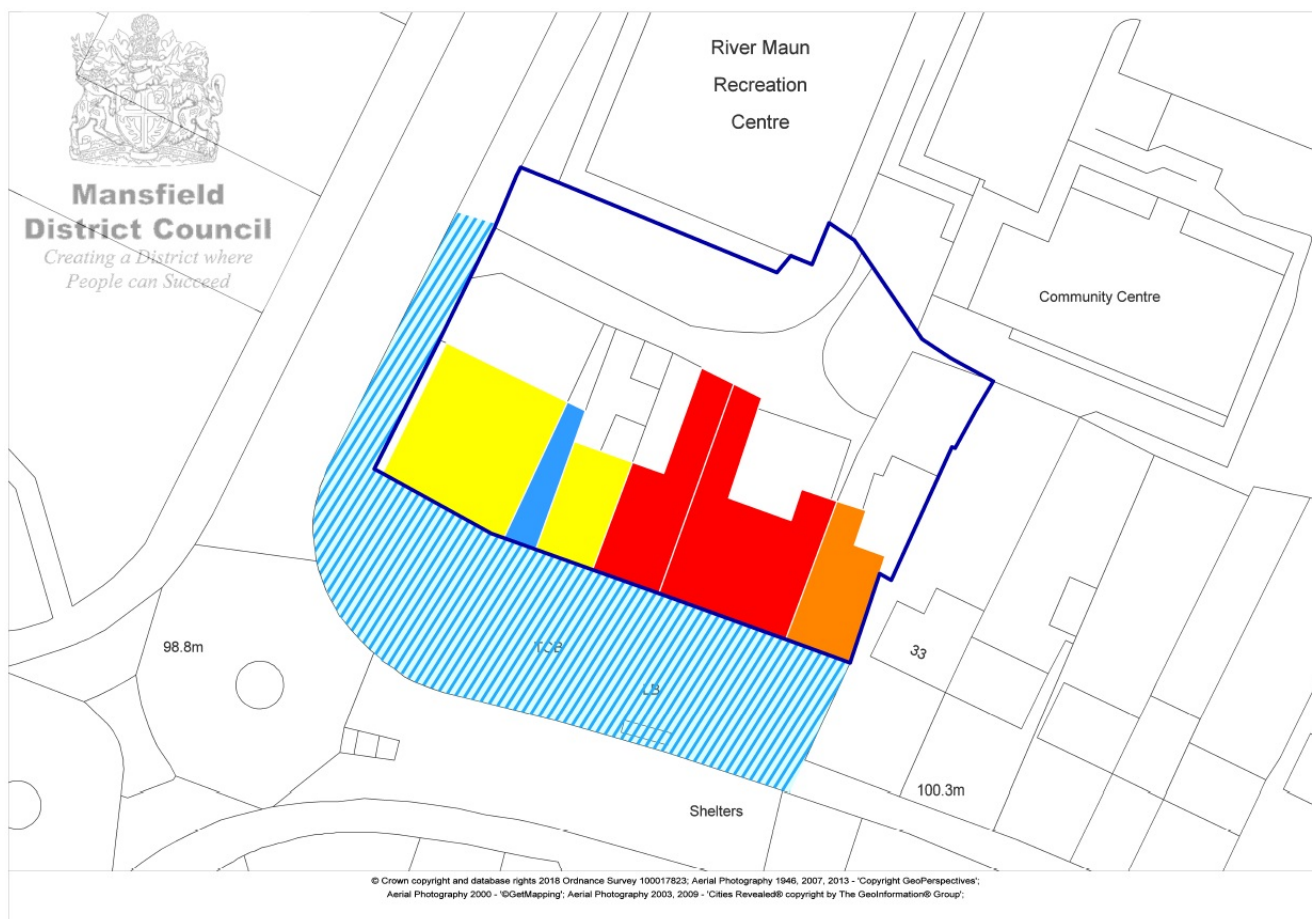
Pecks Hill

8.31 There has been no change to this neighbourhood parade.



Ravensdale Road

8.32 The boundary to this neighbourhood parade has been rationalised to remove large areas of pavement / hard landscaping.





Southwell Road East

8.33 This existing cluster of shops is a new neighbourhood parade designation. The parade includes four A1 retail units, a hot food takeaway and an A2 unit.



Southwell Road West

8.34 This existing cluster of shops is a new neighbourhood parade designation. The parade includes three A1 retail units, and a hot food takeaway.





Consideration of supermarket locations

8.35 As part of the council's review of the above retail boundaries, the role of out of centre supermarkets was considered, and whether or not there was any merit in bringing any of these into the retail hierarchy, particularly when they were close to other retail and / or leisure uses.

8.36 The Mansfield Retail Update 2018 identifies the following supermarkets in the district:

Table 8.1

Store	Location	In, edge or out of centre
Morrisons	High Street, Mansfield Woodhouse	In centre
Tesco	Jubilee Way South, Oak Tree	Out of centre*
Asda	Old Mill Lane, Forest Town	Edge of centre (Fulmar Close local centre)
Asda	Bancroft Lane, Mansfield	Edge of centre
Morrisons	Sutton Road, Mansfield	Out of centre
Sainsburys	Nottingham Road, Mansfield	Edge of centre (Nottingham Road local centre)
Aldi	Nottingham Road, Mansfield	Edge of centre (Nottingham Road local centre)
Tesco	Chesterfield Road South, Mansfield	Out of centre

*This is an in centre store when considered against the retail hierarchy set out in the 1998 Local Plan, but this due to be de-designated (see below).

8.37 There has also been a new Aldi store completed at Oakleaf Close (an out of centre location) since the end of the monitoring period of the Retail Update.

8.38 Of these supermarkets, only the Asda at Old Mill Lane, and the Sainsburys / Aldi development on Nottingham Road are close enough to a centre to be considered for inclusion within its boundary.

Asda

8.39 The Fulmar Close local centre sits adjacent to the large Asda supermarket and associated petrol filling station. These units have not been included within the boundary of the centre on the basis of advice contained within the 2011 Retail Study. This stated that the Asda store, and a Tesco store to the south east of the district (in the Oak Tree area) both acted more like out of centre retail parks. The store at Oak Tree was within a district centre within the 1998 Local Plan, which the Retail Study advised the council to de-designate as its offer does not provide sufficient breadth of facilities to meet many people's day to day needs (aside from food shopping), and residents must accordingly travel further afield.

Sainsburys / Aldi

8.40 There is a Sainsburys supermarket and Aldi discount foodstore on Nottingham Road, close to the Nottingham Road local centre and a number of other commercial units including restaurants, a cinema and a bingo hall at Mansfield Leisure Park, and various other large retail and leisure units such as Halfords, PC World and Pizza Hut. These units are all spread fairly widely and inclusion within the Nottingham Road local centre would result in a substantial centre. A local, or district, centre of such size, in this location, is likely to undermine Mansfield town centre, which is within walking distance. As such the local centre boundary surrounds just the smaller units, of a more day to day use on the eastern side of Nottingham Road.

8.41 As with the Asda and Tesco sites mentioned above, it was considered that the stores largely operate as a standalone convenience shopping destination, despite the recent addition of the Argos brand into the Sainsburys format.

Mansfield catchment area



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Appendix 2 Data tables

Table 2.1 Population forecasts for Mansfield catchment area to 2033

	2014	2017	2021	2026	2031	2033	Change
Population of Mansfield catchment area	319,390	325,134	331,522	338,701	344,663	347,464	22,330
SOURCE: Mansfield Retail and Leisure Study 2017 Update, Peter Brett Associates							

Table 2.2 Expenditure forecasts*

	2014	2017	2021	2026	2031	2033	Change
a. Comparison expenditure available	£934.39m	£1,042.31m	£1,106.07m	£1,317.79m	£1,569.77m	£1,685.43m	£643.12m
b. Spending on Special Forms of Trading, e.g. Internet shopping	£109.32m	£143.84m	£172.55m	£212.16m	£255.87m	£276.41m	£132.57m
c. Residual comparison goods expenditure (a - b)	£825.06m	£898.47m	£933.52m	£1,105.62m	£1,313.90m	£1,409.02m	£510.55m
d. Convenience expenditure available	£683.08m	£686.36m	£693.64m	£710.80m	£726.93m	£734.30m	£47.93m
e. Spending on SFT	£16.39m	£21.96m	£27.05m	£32.70m	£36.35m	£37.45m	£15.49m
f. Residual convenience goods expenditure (d - e)	£666.68m	£664.40m	£666.59m	£678.11m	£690.58m	£696.85m	£32.45m
Leisure expenditure available (food & drink)	£246.51m	£292.68m	£310.87m	£340.83m	£373.65m	£399.54m	£106.86m
SOURCE: Mansfield Retail and Leisure Study 2017 Update, Peter Brett Associates *figures may not sum due to rounding							



Table 2.3 Expenditure available for NEW retail floorspace

	2017	2021	2026	2031	2033
Residual expenditure pot that is potentially available for new comparison retail floorspace (baseline)	£0m	£-33.41m	£6.15m	£58.41m	£83.53m
Residual expenditure pot that is potentially available for new comparison retail floorspace (decreased growth)	£0m	£-38.22m	£-5.25m	£38.09m	£54.48m
Residual expenditure pot that is potentially available for new convenience retail floorspace (baseline)	£2.87m	£-3,468m	£-2,964m	£-2,418m	£-2,144m
Residual expenditure pot that is potentially available for new leisure floorspace (baseline)	£0m	£5.13m	£6.22m	£16.30m	£24.44m
SOURCE: Mansfield Retail and Leisure Study 2017 Update, Peter Brett Associates					

Appendix 3 Vacant floorspace - past trends

Table 3.1 Vacant floorspace - past trends

Year	Total floorspace (Mansfield town centre) (sqm)	Vacant floorspace (sqm)	% vacant
2008/09	102706.77	15413.35	15.0
2009/10	102373.14	16720.7	16.3
2010/11	102373.14	16455.87	16.1
2011/12	108229.68	14553.14	13.4
2012/13	113146.78	17036.14	15.1
2013/14	113148.36	16530.67	14.6
2014/15	113120.39	11556.69	10.2
2015/16	112226.42	9374.86	8.4
2016/17	112687.51	11291.35	10.0
2017/18	112687.94	14041.45	12.5
Averages	109270.01	14297.42	13.1

Table 3.2 New occupiers - past trends

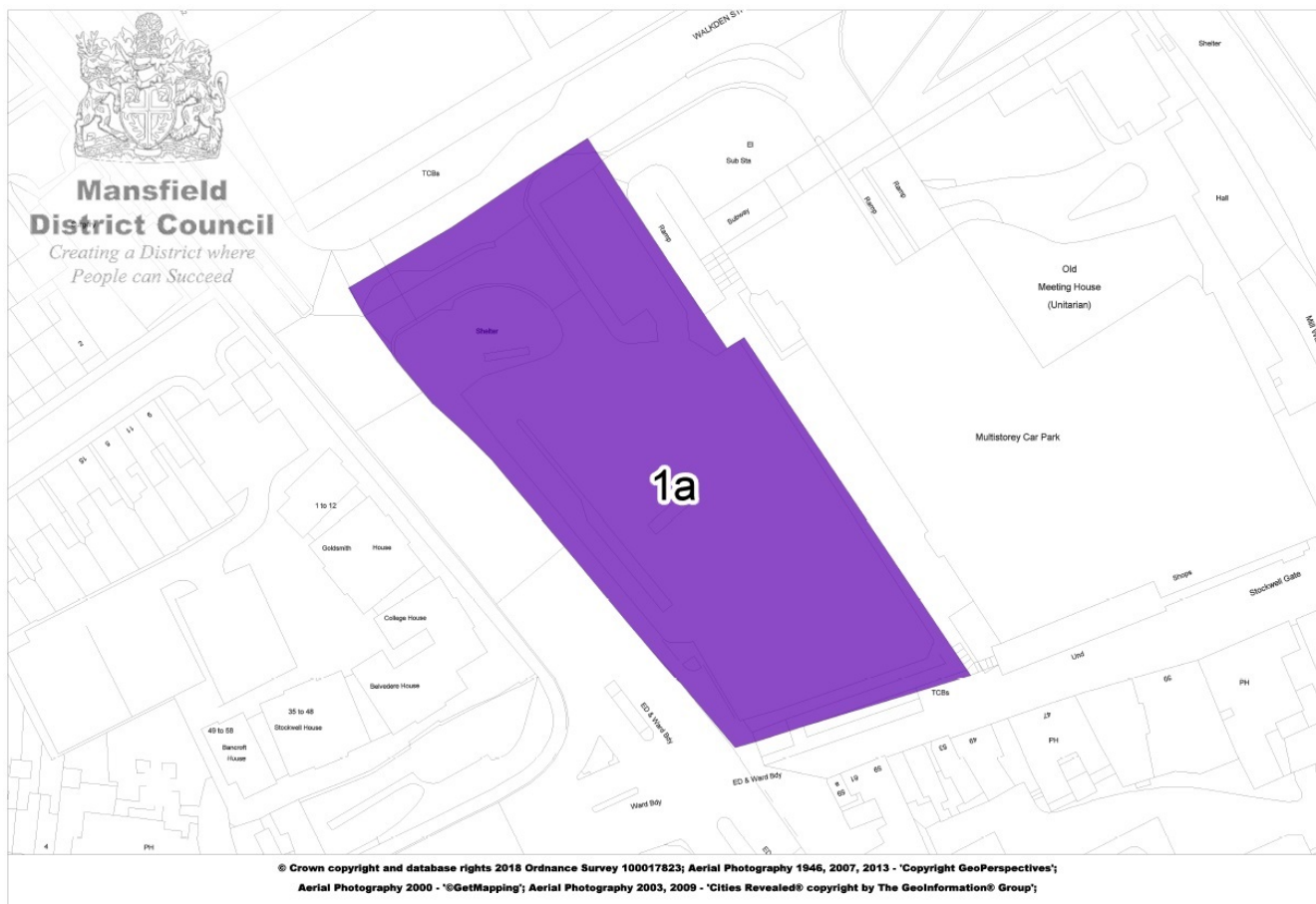
Year	Total units (Mansfield town centre)	New occupiers	% new occupiers
2010/11	517	19	3.7
2011/12	528	30	5.7
2012/13	541	46	8.5
2013/14	541	13	2.4
2014/15	543	49	9.0
2015/16	539	42	7.8
2016/17	545	26	4.8
2017/18	544	43	7.9
Averages	537.25	33.5	6.2



Appendix 4 Sites considered for retail / leisure development

4.1 The following sites were all considered for retail / leisure development during the preparation of the Local Plan. Reasons for or against allocation within the Local Plan - Publication Draft are included within Table 6.1 within the main report.

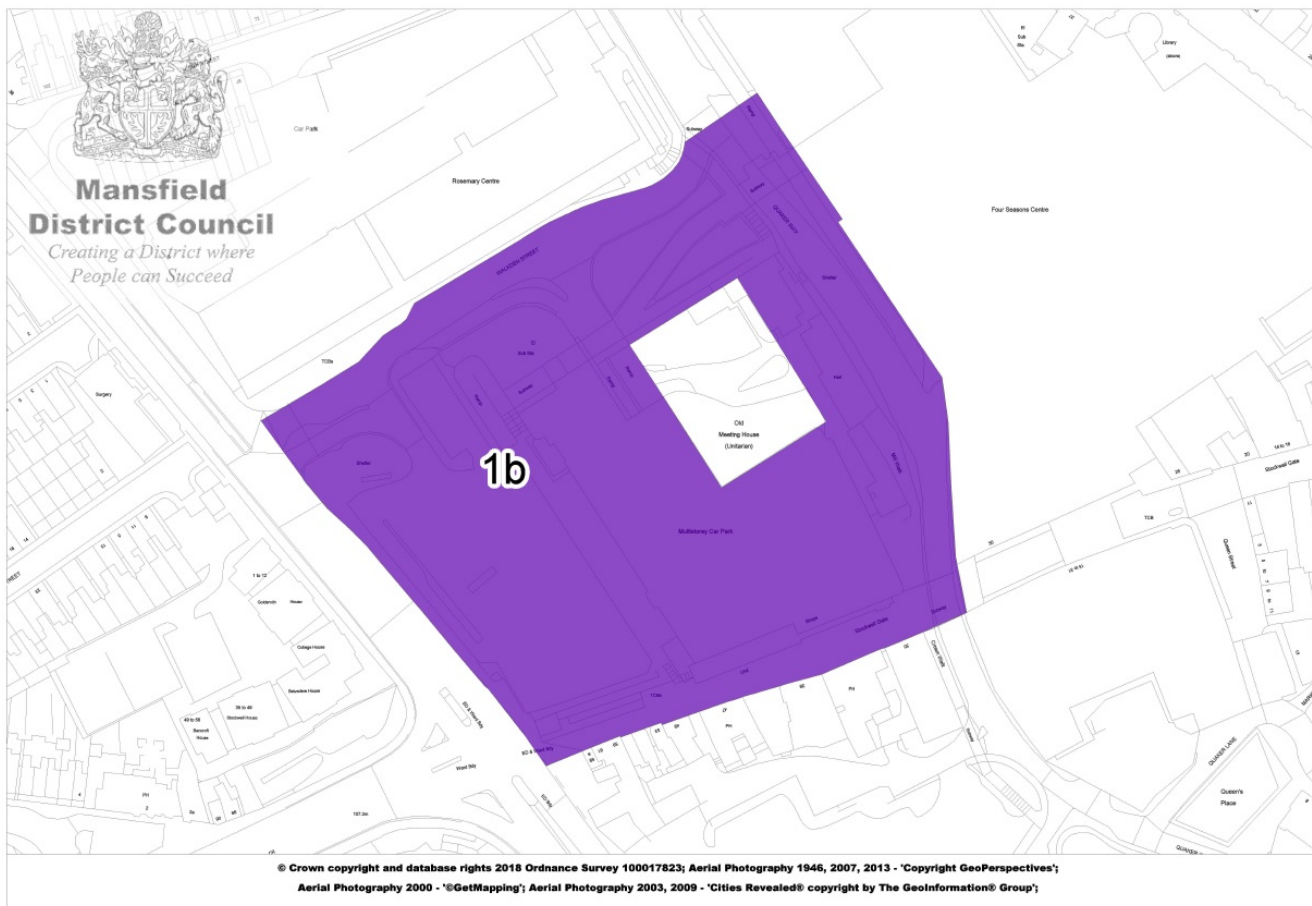
Site 1a - Stockwell Gate North



Proposed for allocation: Yes (Policy reference RT6a)

Comments: Council owned site, former bus station in need of regeneration. The Sustainability Appraisal (SA) found that the site has very good access to the primary route network and public transport links, and could help to provide employment opportunities. There are potential negative effects on heritage assets and surface water flooding would need to be assessed, mitigated and managed.

Site 1b - Stockwell Gate North

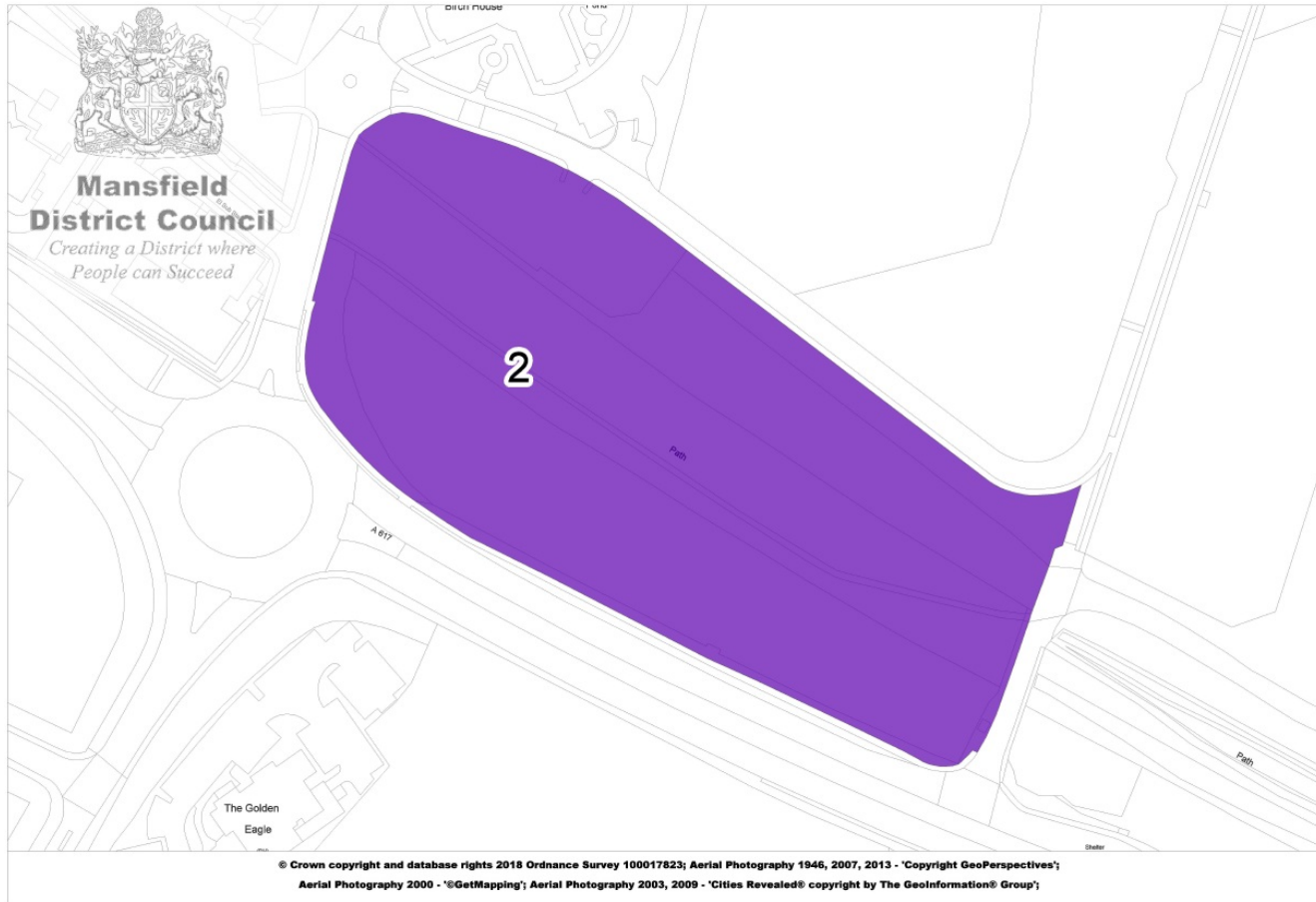


Proposed for allocation: No

Comments: Proposed for allocation in the Consultation Draft (MCA1a) as a larger site, however there are viability issues with its delivery. A smaller parcel of land remains appropriate for development and is allocated as such (see above). The SA raised the same issues as above and referred to the opportunity presented by the larger site for combined heat and power / district heating.



Site 2 - Frontage to Ransomwood Business Park



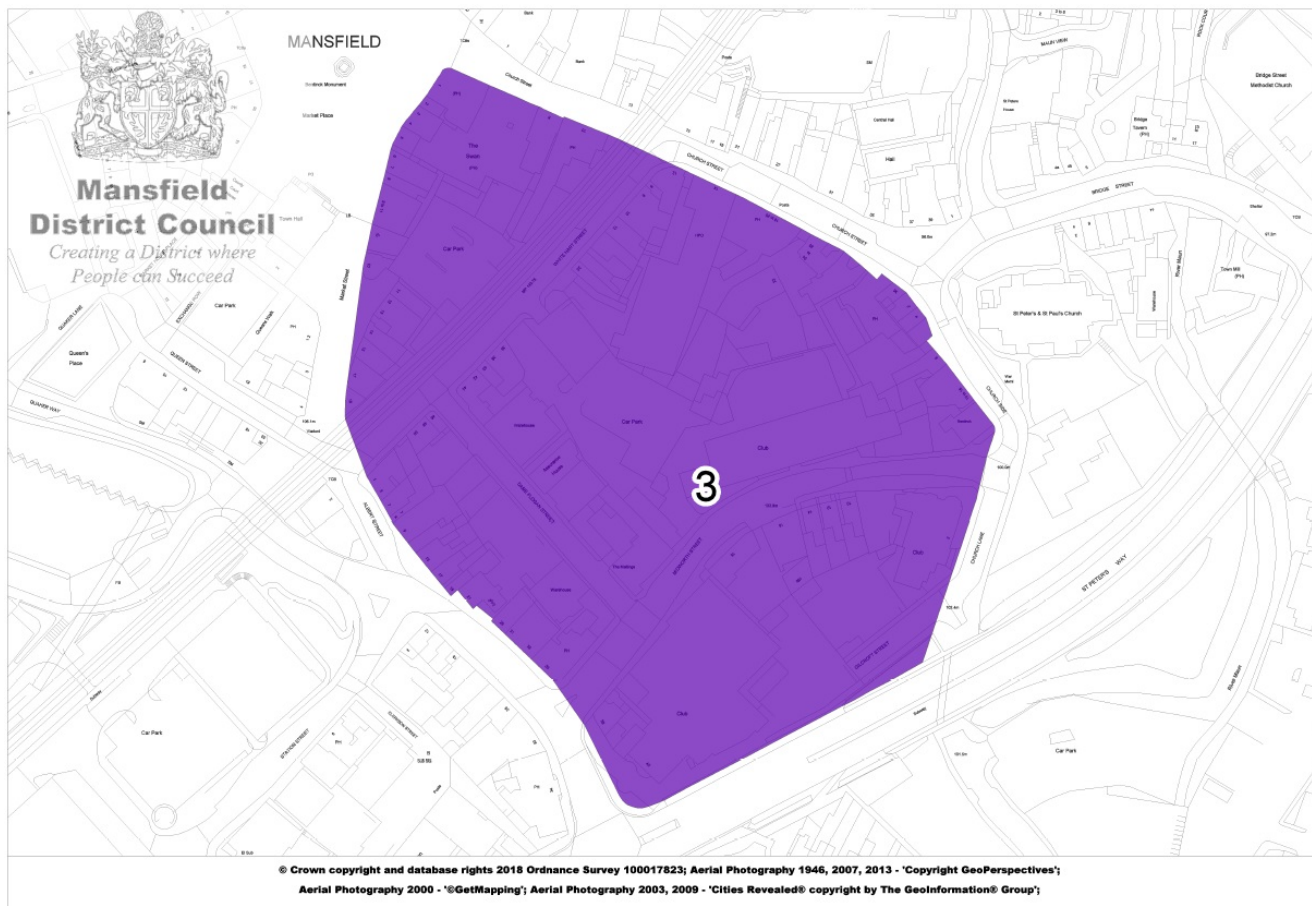
Four: Sites considered for retail / leisure development

Proposed for allocation: Yes (Policy reference RT6b)

Comments: Proposed for employment allocation at Preferred Options stage. However, considered more appropriate/suitable to allocate as a leisure and retail site. The landowner has aspirations for a hotel and drive-through on this land and as such it would not be available for employment uses. A recent study for the D2N2 LEP revealed that there is potential demand for a hotel close to the Ransom Wood Business Park. Any development that serves a wider catchment area than the business park will be required to conduct sequential and impact tests as appropriate.

The SA found that the site has very good access to the primary route network and public transport links and cycle routes, and could help to provide employment opportunities. There are potential negative effects on biodiversity, and a loss of open space/green infrastructure. Surface water flooding would need to be assessed, mitigated and managed.

Site 3 - White Hart Street



Proposed for allocation: No

Comments: An area in need of regeneration with previous developer interest. Proposed for allocation in the Consultation Draft (MCA1b). Remains suitable for inclusion in the Plan, but as a key regeneration area rather than a specific allocation for retail/commercial uses due to viability concerns. The new policy reference is S4a.

The site was appraised as a mixed use scheme at the Consultation Draft stage. The SA concluded that there would be significant positive effects in relation to the provision of housing, enhancement of heritage assets, maximising brownfield land, accessibility and potential for a low carbon energy scheme. There was a significant negative effect identified in relation to flooding, but mitigation is likely to be possible.

The regeneration policy (S4) was also appraised and it was found to be positive as it encourages the regeneration of brownfield land located within and on the fringes of Mansfield town centre. Development could possibly have positive effects with regards to housing, employment, recreation or retail provision. However, this depends upon scheme details. Each site has good accessibility to services and facilities, and should therefore be positive with regards to accessibility. However, as the policy does not provide detail on the nature of the regeneration of these sites, some effects are uncertain at this stage. Provided that green infrastructure forms a key principle of regeneration on these sites, there could possibly be improvements with regards to open space



and biodiversity. However, the policy does not explicitly mention these factors. Likewise, the sites fall within areas of high heat demand and could possibly present good opportunities for low carbon energy schemes. These factors would need to be explored though. There could be negative effects due to flood risk on several of the sites, but it ought to be possible to mitigate effects so that they are not significant. Overall, the effects of regeneration are mostly positive, and this should contribute to positive effects on health and wellbeing in the long term. The appearance of gateway locations into the town centre should also be improved given that these sites are either wholly or partly derelict/vacant.

Mansfield District Council
Creating a District where
People can Succeed

CLUMBER STREET

103m

Dark

Market Cross

Pump

Old Market Place

CLUB

PH

TCB

Regent House

4

101m

102m

103m

104m

105m

106m

107m

108m

109m

110m

111m

112m

113m

114m

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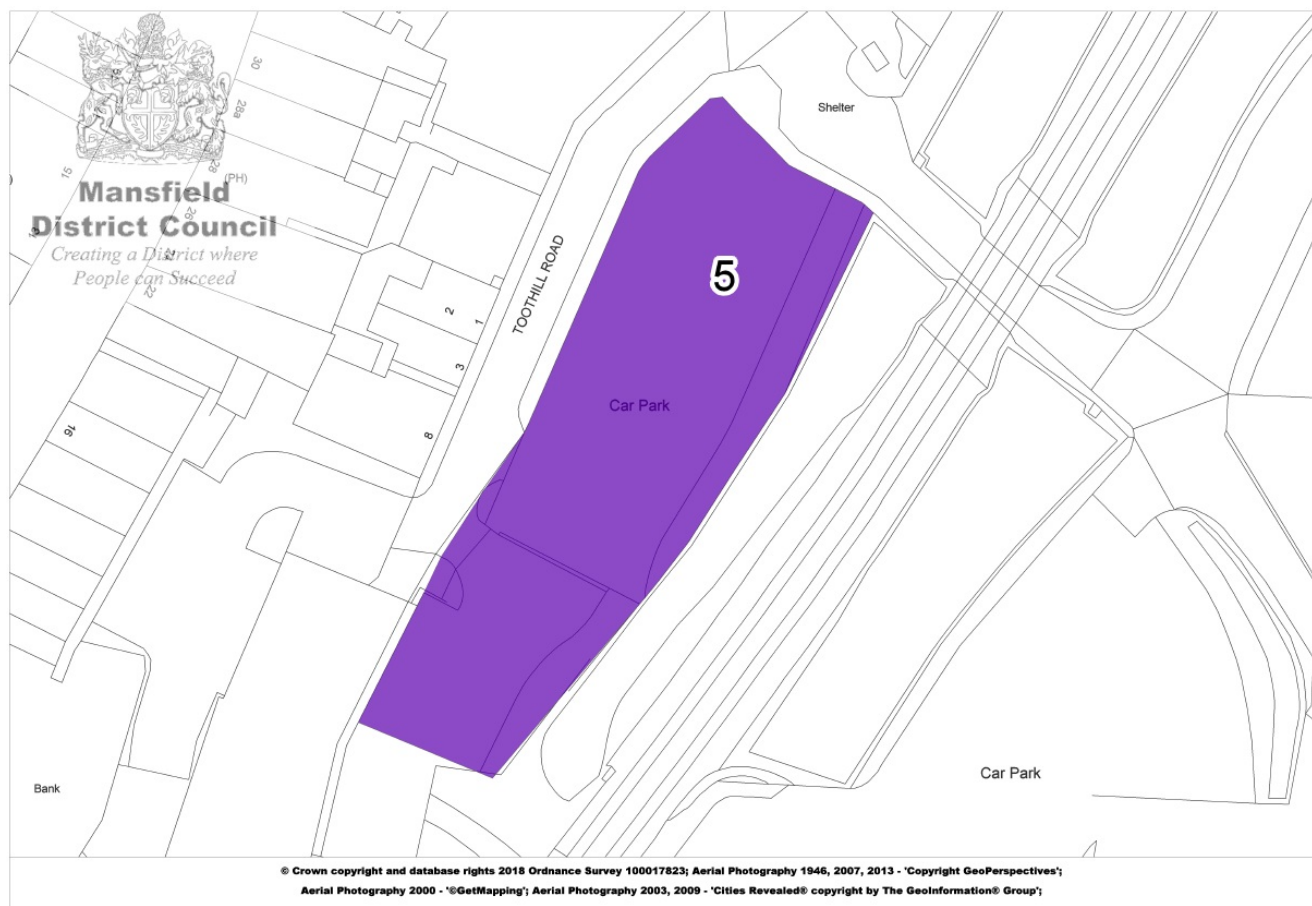
485m

Comments: Proposed for allocation in the Consultation Draft (MCA1c). However, no longer proposed because it is considered too small to allocate and availability is uncertain.

76



Site 5 - Toothill Lane



Proposed for allocation: No

Comments: Proposed for allocation in the Consultation Draft (MCA1d). However, no longer proposed because it is considered too small to allocate and is no longer available.

The SA that was carried out to inform the Consultation Draft found that this site is very accessible, has an opportunity to provide a low carbon energy scheme, and already has infrastructure in place. It is also surrounded by a wide range of community and health facilities should residential uses be provided on upper floors. There were no significant negative effects.

Site 6 - Handley Arcade



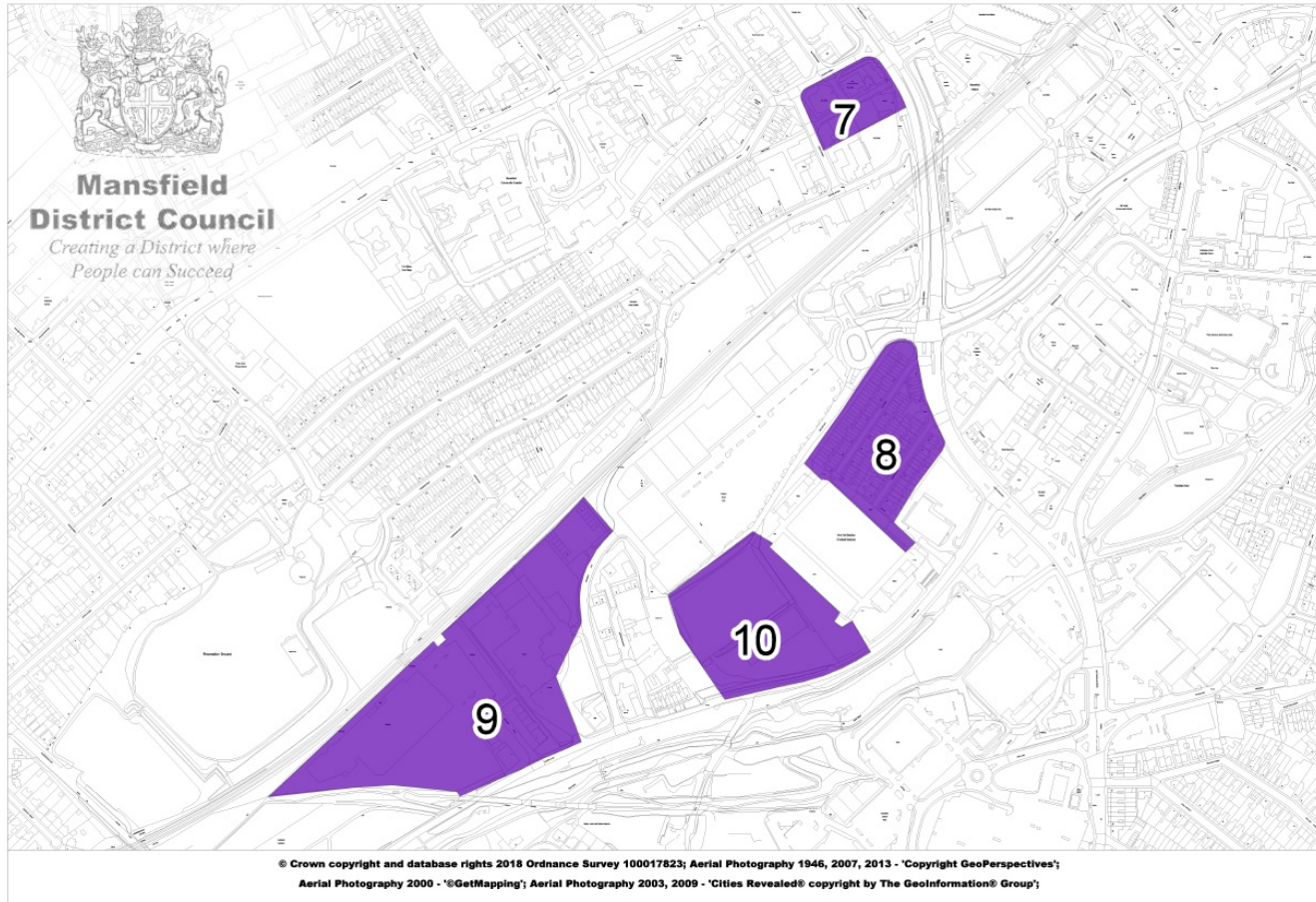
Proposed for allocation: No

Comments: Proposed for allocation in the Consultation Draft (MCA1e). However, no longer proposed because it is considered too small to allocate and is no longer available.

The Interim SA carried out at the Consultation Draft stage found that the site is easily accessible by public transport but has potential to impact upon the conservation area that it is located within.



Site 7 to 11 - Portland Gateway (a to e)



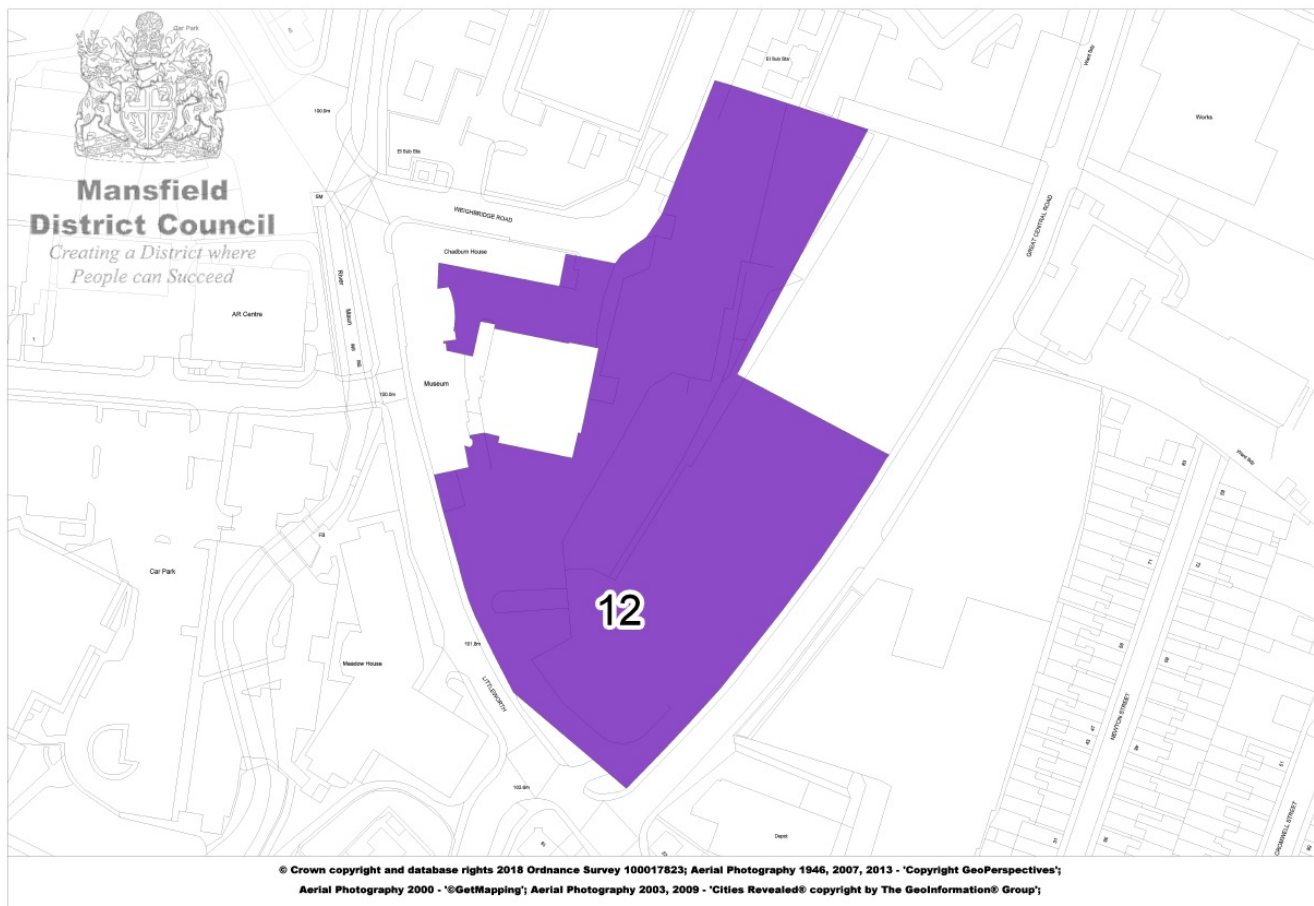
Four: Sites considered for retail / leisure development

Proposed for allocation: No

Comments: Long term regeneration project, cannot demonstrate deliverability sufficiently for inclusion as an allocation. To be included as a regeneration area where any new development will need to work towards the regeneration objectives. Policy reference at Consultation Draft stage was MCA1 (f). New policy reference is S4b.

The Portland Gateway development sites were appraised individually for the Consultation Draft stage (including two options for site 8 above). Overall these found positive effects in relation to transport due to the close proximity to Mansfield town centre, but negative effects in relation to the necessary relocation of existing businesses / residents. There were also potential biodiversity, flooding and water quality issues raised that would need further investigation, and an opportunity for a low carbon energy scheme due to high heat demand. Please also refer to the appraisal of Policy S4, referred to above in relation to Site 3.

Site 12 - Former Mansfield Brewery (part a)



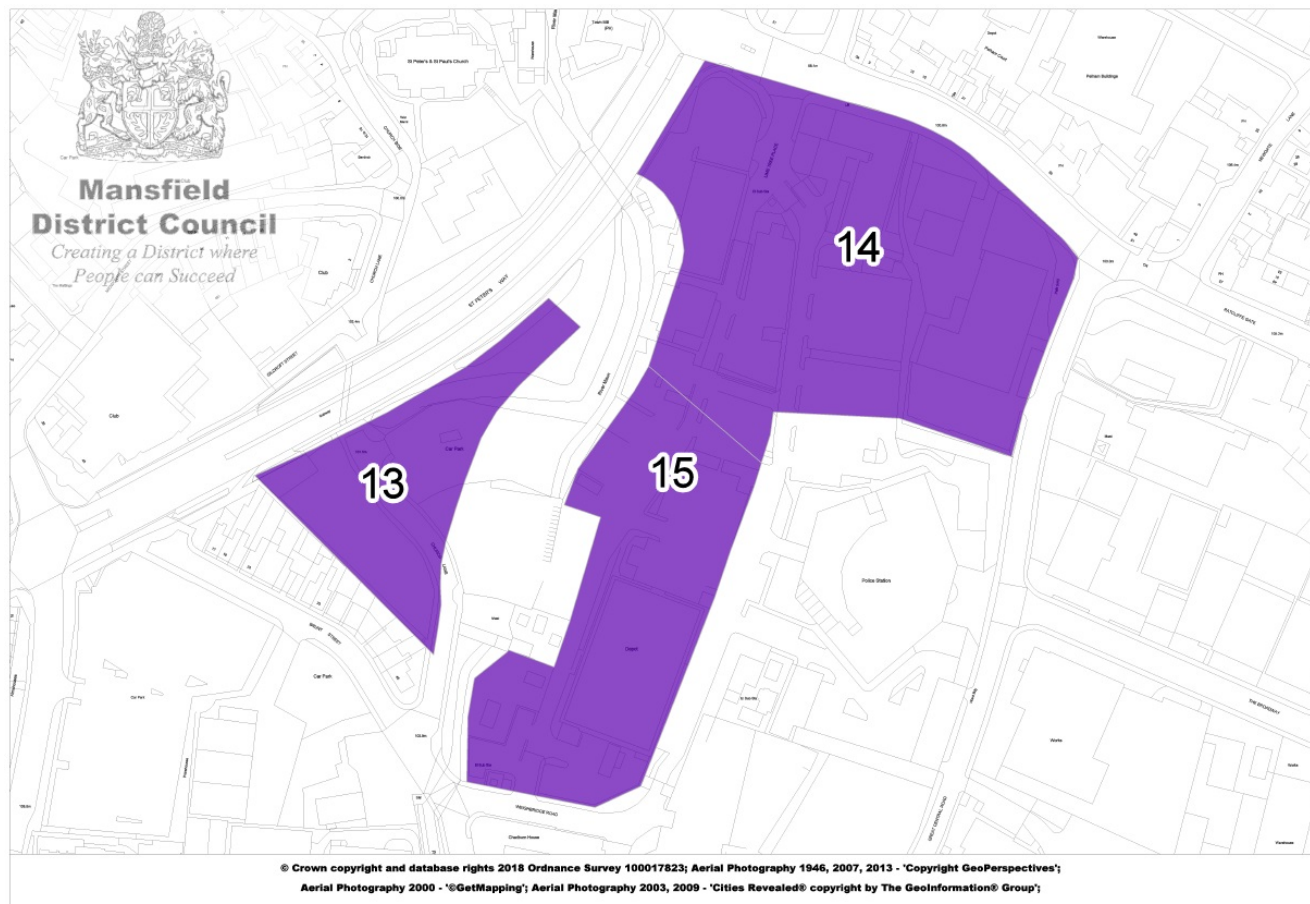
Proposed for allocation: No

Comments: Site in need of regeneration, but not suitable for just retail; likely to include employment and residential. Policy reference at Consultation Draft stage was MCA1(h). Now a housing allocation as delivery is more certain due to a land charge being removed, and a pending planning application. (Policy H1i refers).

The SA that was carried out when the site was under consideration as a mixed use site found positive effects in relation to reuse of a brownfield site and enhancement of a local heritage asset (there was to be a requirement for this within a development brief). The accessibility of the site was positive based on its close proximity to Mansfield town centre and the bus and rail stations. There were negative effects due to flood risk and the opportunity for low carbon energy scheme (as it is not located in an area of high demand). This appraisal has now been superseded by a more recent appraisal as a housing site.



Site 13 to 15 - Riverside (a to c)



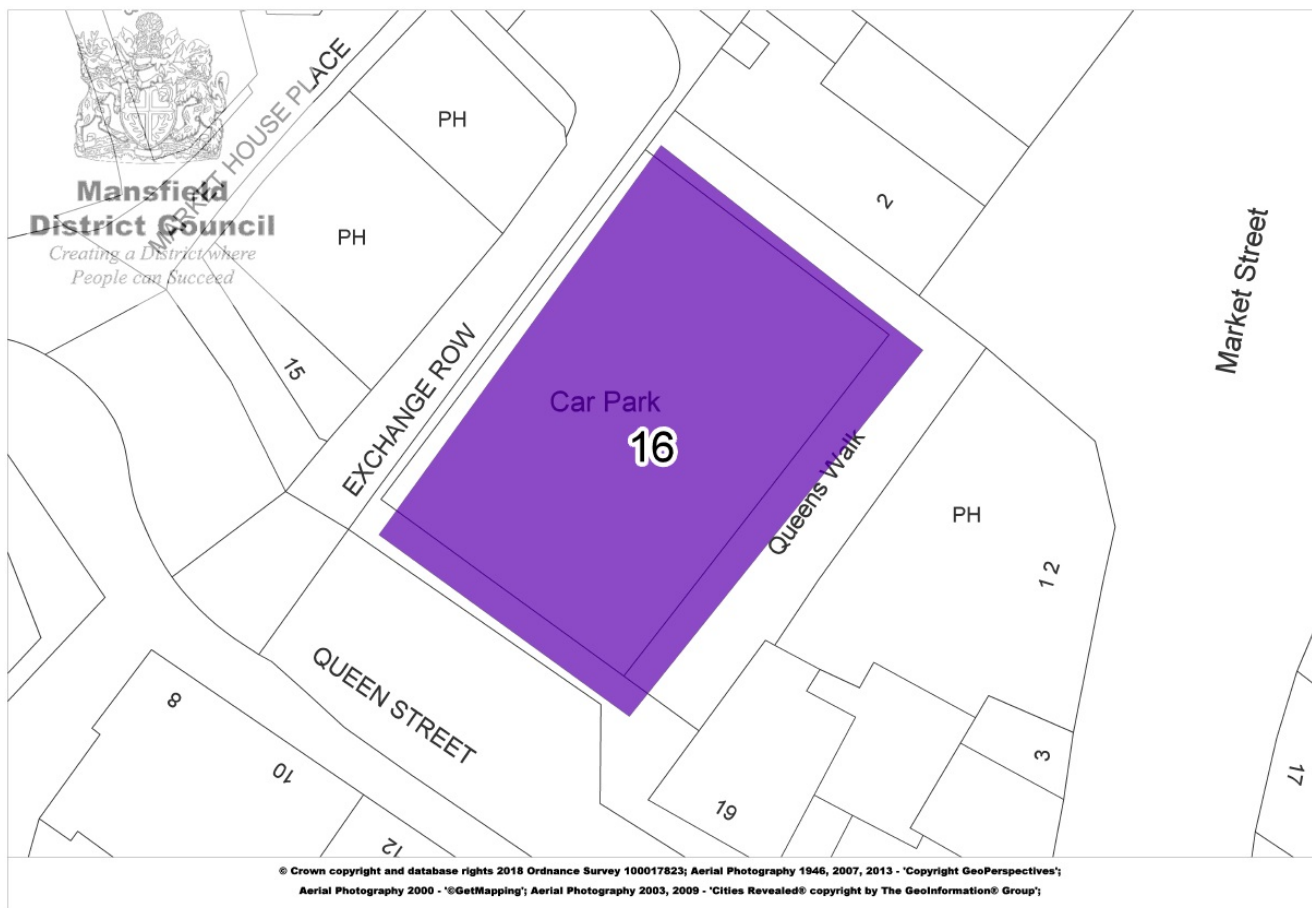
Four: Sites considered for retail / leisure development

Proposed for allocation: No

Comments: Long term regeneration project, cannot demonstrate deliverability sufficiently for inclusion as an allocation. To be included as a regeneration area where any new development will need to work towards the regeneration objectives. Policy reference at Consultation Draft stage was MCA1 (g). New policy reference is S4c.

The Portland Gateway development sites were appraised individually for a mix of uses at the Consultation Draft stage. The SA found that the sites were very accessible and well served by a large number of facilities. Their development would maximise the use of brownfield land, potentially enhance a local heritage asset, provide jobs, and help to meet housing needs. The SA also flagged up flooding issues which would need to be mitigated, and a lack of opportunity for a low carbon energy scheme.

Site 16 - Rear of Town Hall



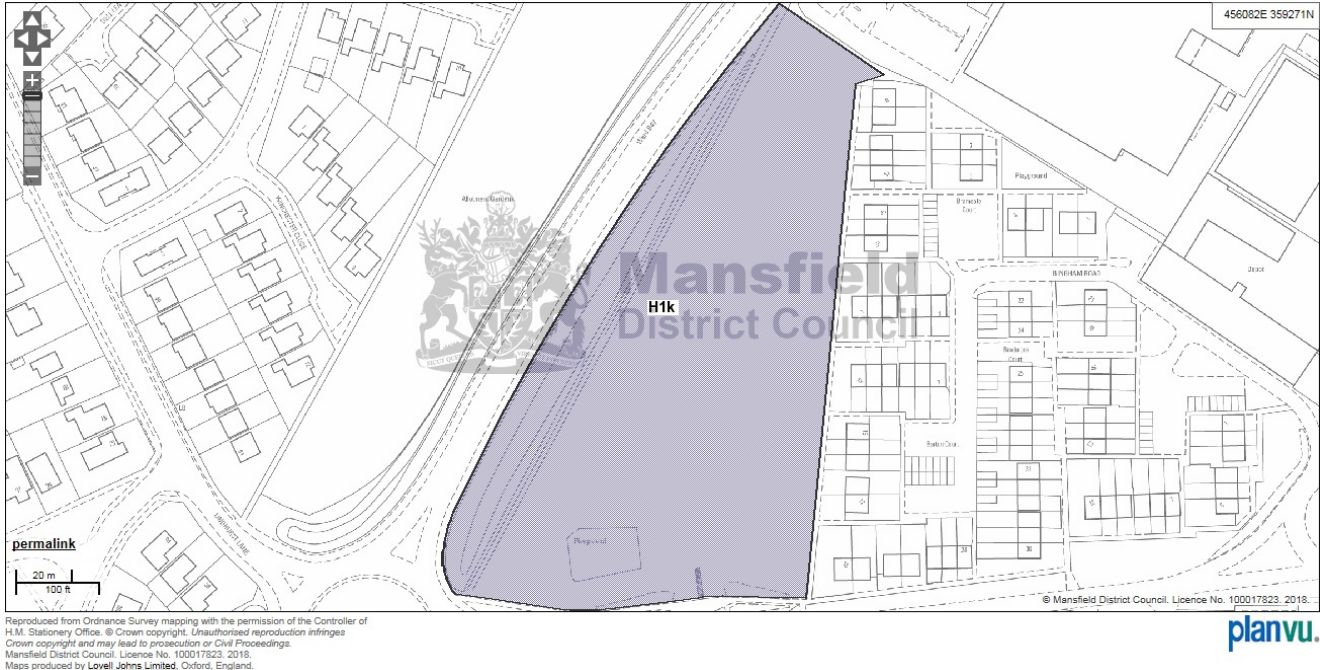
Proposed for allocation: No

Comments: Not available. Reoccupation of the Old Town Hall more likely if there is a car park associated with it. No longer considered to be a reasonable alternative.

When an SA was carried out at the Consultation Draft stage of plan making, this site was found to be very accessible, with opportunities to enhance heritage assets (including the Old Town Hall) and provide low carbon energy.



Site 17 - Bellamy Road new neighbourhood parade

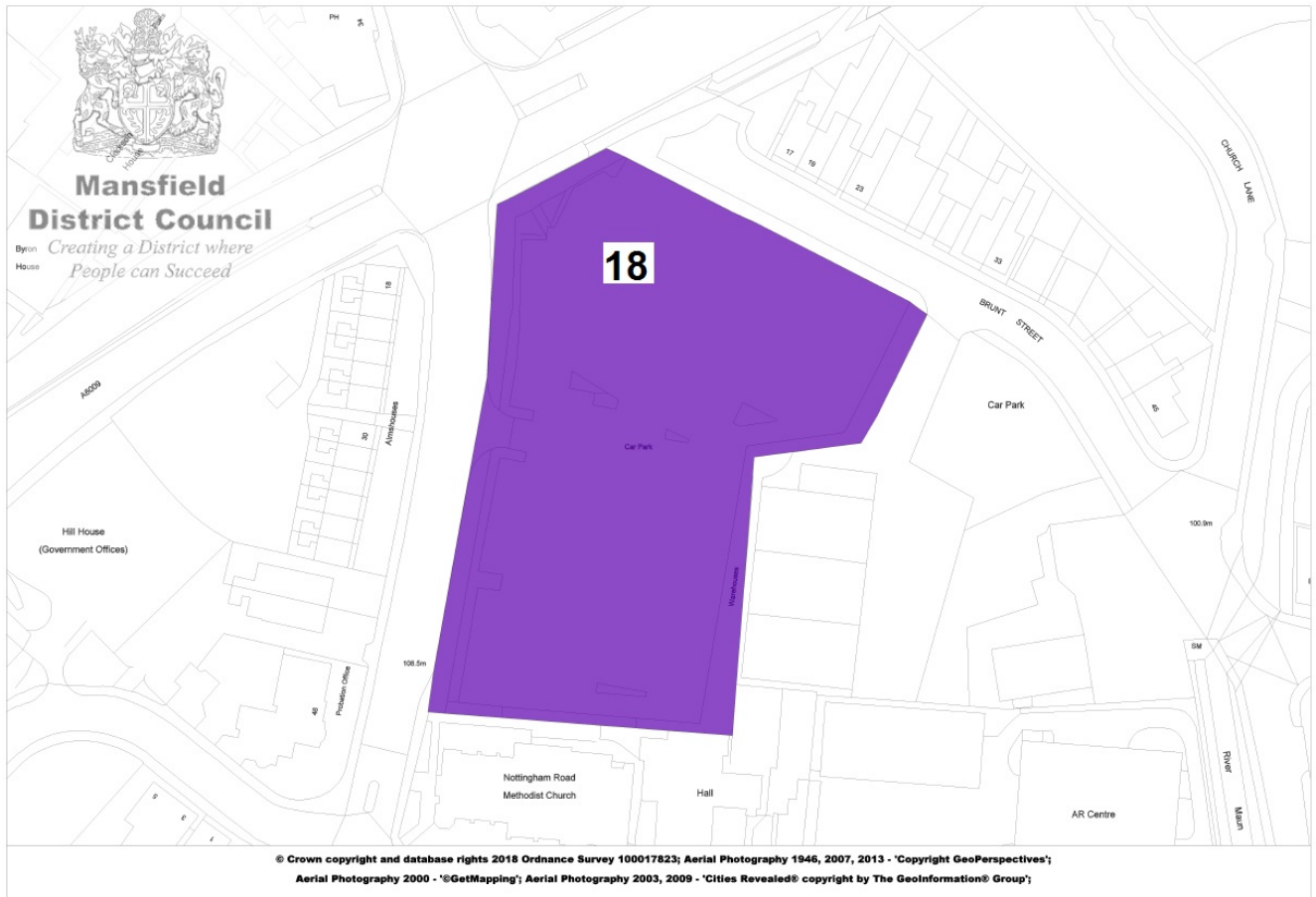


Proposed for allocation: No

Comments: A new shopping parade was expected on part of land allocated for housing (housing allocation H1k shown above), however the location is now unclear and existing shops within the estate may be redeveloped instead. No longer considered to be a reasonable alternative.

The SA found that locating shops within this site could have significant negative effects upon health and wellbeing, and green spaces, due to the loss of open space and biodiversity. There were no significantly positive effects.

Site 18 - Land off Nottingham Road



Proposed for allocation: No

Comments: Not allocated as unavailable. The SA carried out at the Consultation Draft stage of plan making found that the site is easily accessible by public transport due to its close location to Mansfield town centre, Its development may however result in harm to the setting of a listed heritage asset (listed building) and the loss of a locally listed heritage asset.



Site 19 - Extension to Morrisons, Mansfield Woodhouse

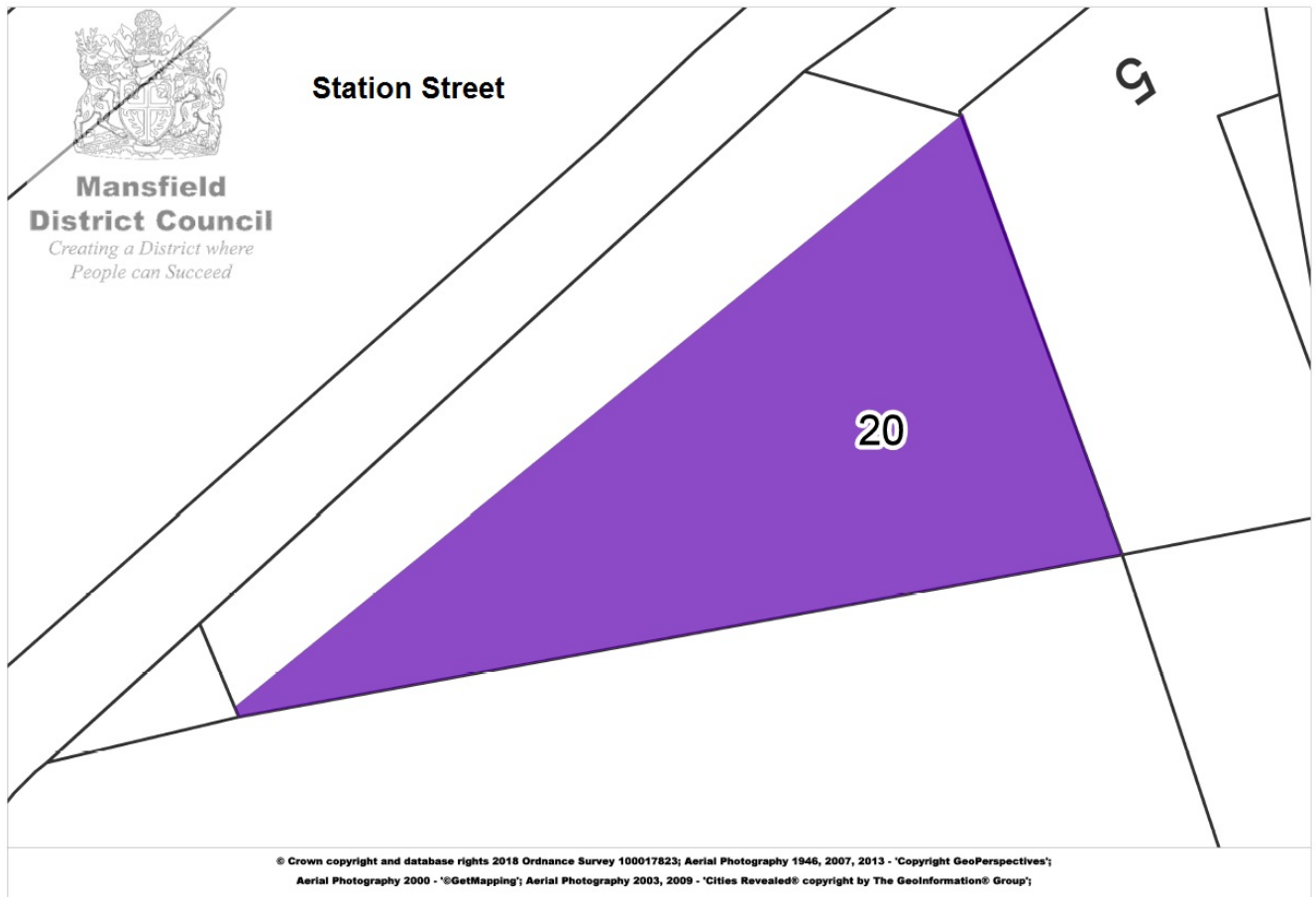


Proposed for allocation: No

Comments: Proposed for allocation in the Consultation Draft. However no longer necessary to allocate because Morrisons have undertaken in store improvements to create additional space.

The sustainability appraisal for this site found that it was in a very accessible location with infrastructure in place, but that there may be negative effects in relation to the conservation area, flooding, biodiversity and low carbon energy opportunities.

Site 20 - Land off Station Street, Mansfield Woodhouse



Proposed for allocation: No

Comments: This site now has planning permission for A5 use. As such it has not had an SA as commitments have not been appraised.



Site 21 - Land adj Turner Hall, Mansfield Woodhouse

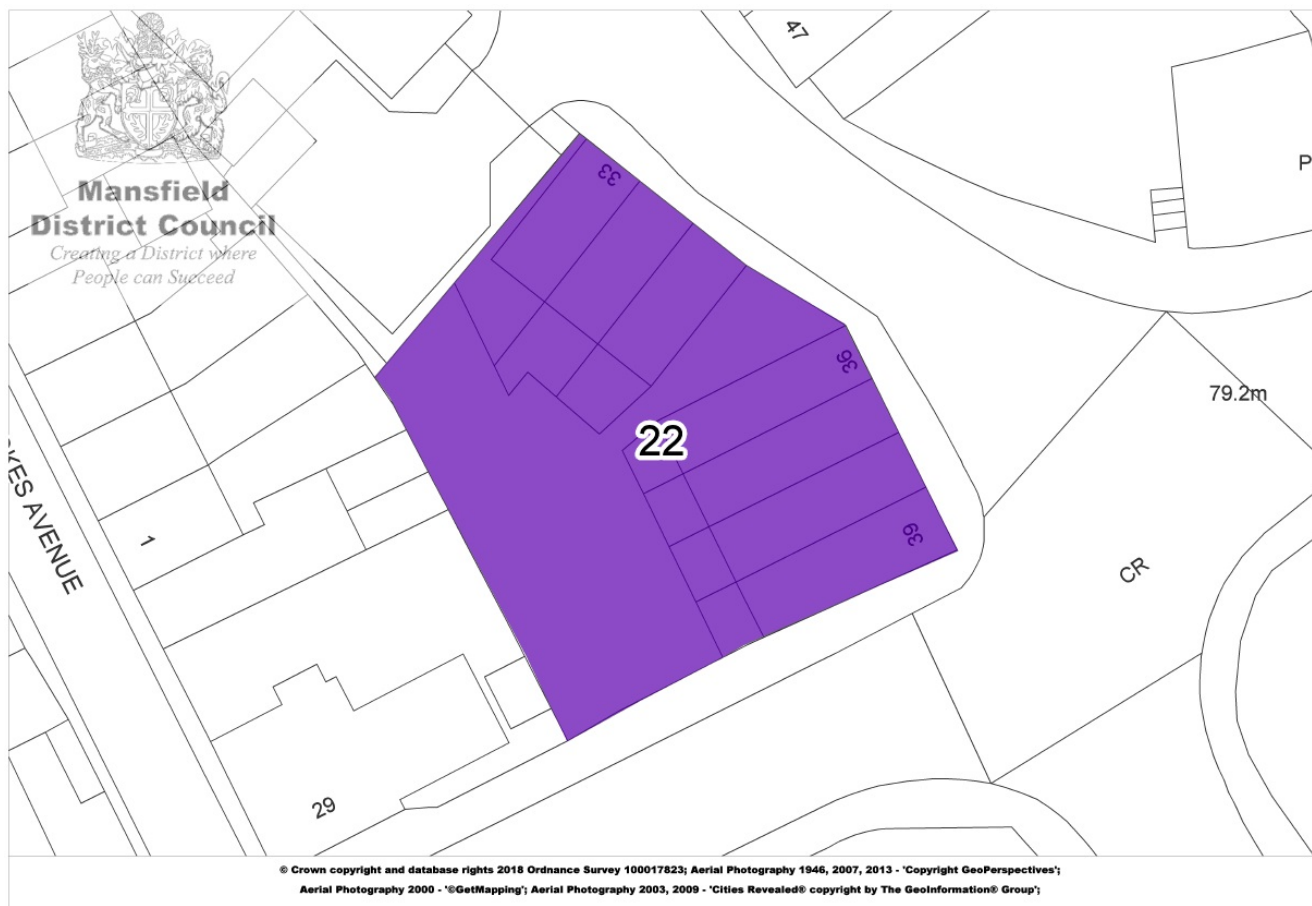


Proposed for allocation: No

Comments: Greenfield site that is difficult to access for retail purposes as located behind a private car park. Has now been protected as a community open space and is no longer considered to be a reasonable alternative.

The SA found that the site was very accessible in relation to the Mansfield Woodhouse district centre.

Site 22 - Land off Portland Street, Mansfield Woodhouse



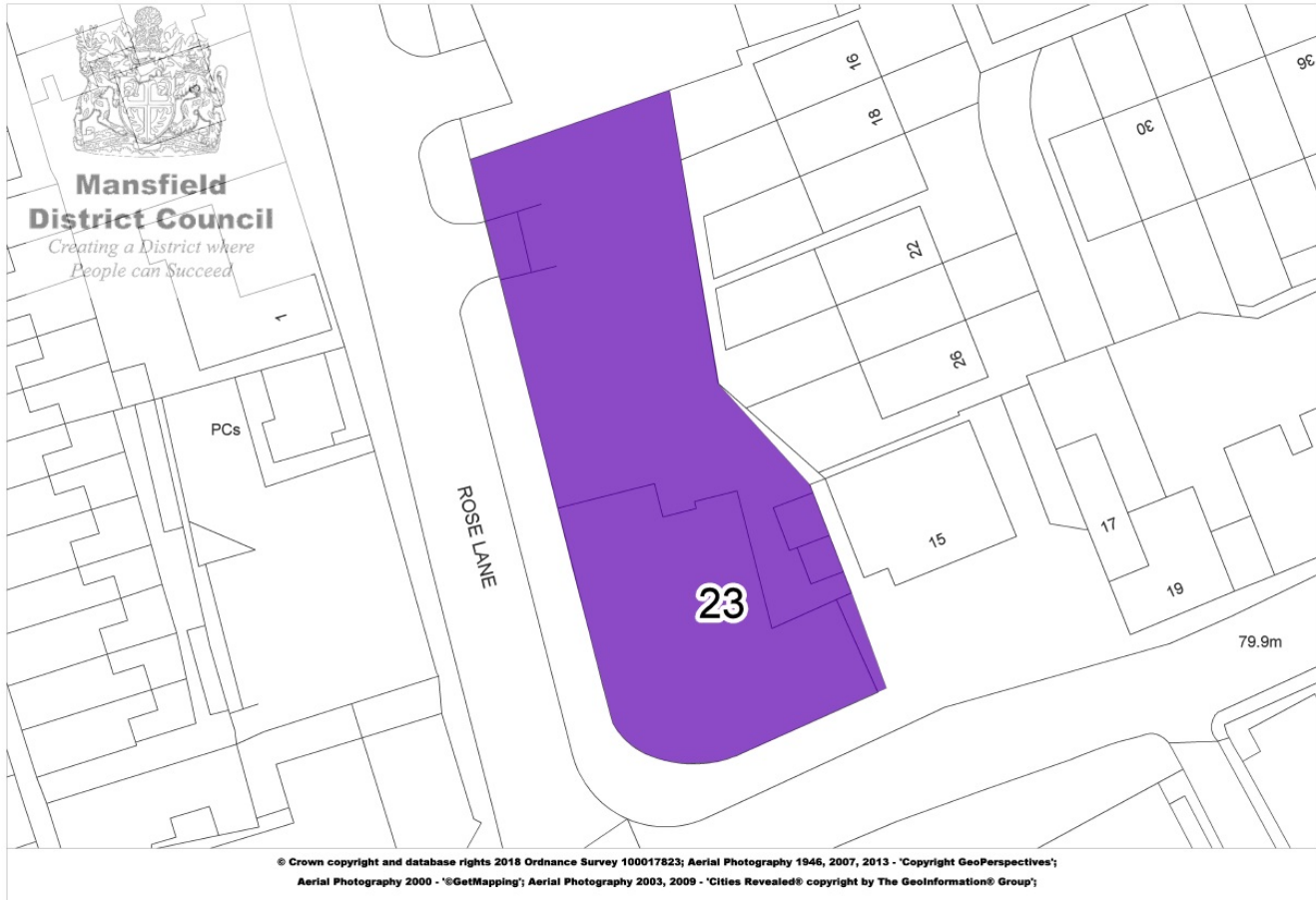
Proposed for allocation: No

Comments: At the time of consideration these were long term vacant buildings, formerly in retail use as a butchers / slaughterhouse. The site was not allocated as it is divorced from the main retailing centre. The buildings have since been refurbished and offer residential accommodation. No longer considered to be a reasonable alternative

The sustainability appraisal of this site found that it was very accessible, with infrastructure in place and would also have significant positive effects due to maximising brownfield land and by bringing the local heritage asset onsite back into use. There were no significant negative effects.



Site 23 - Police Station, Mansfield Woodhouse



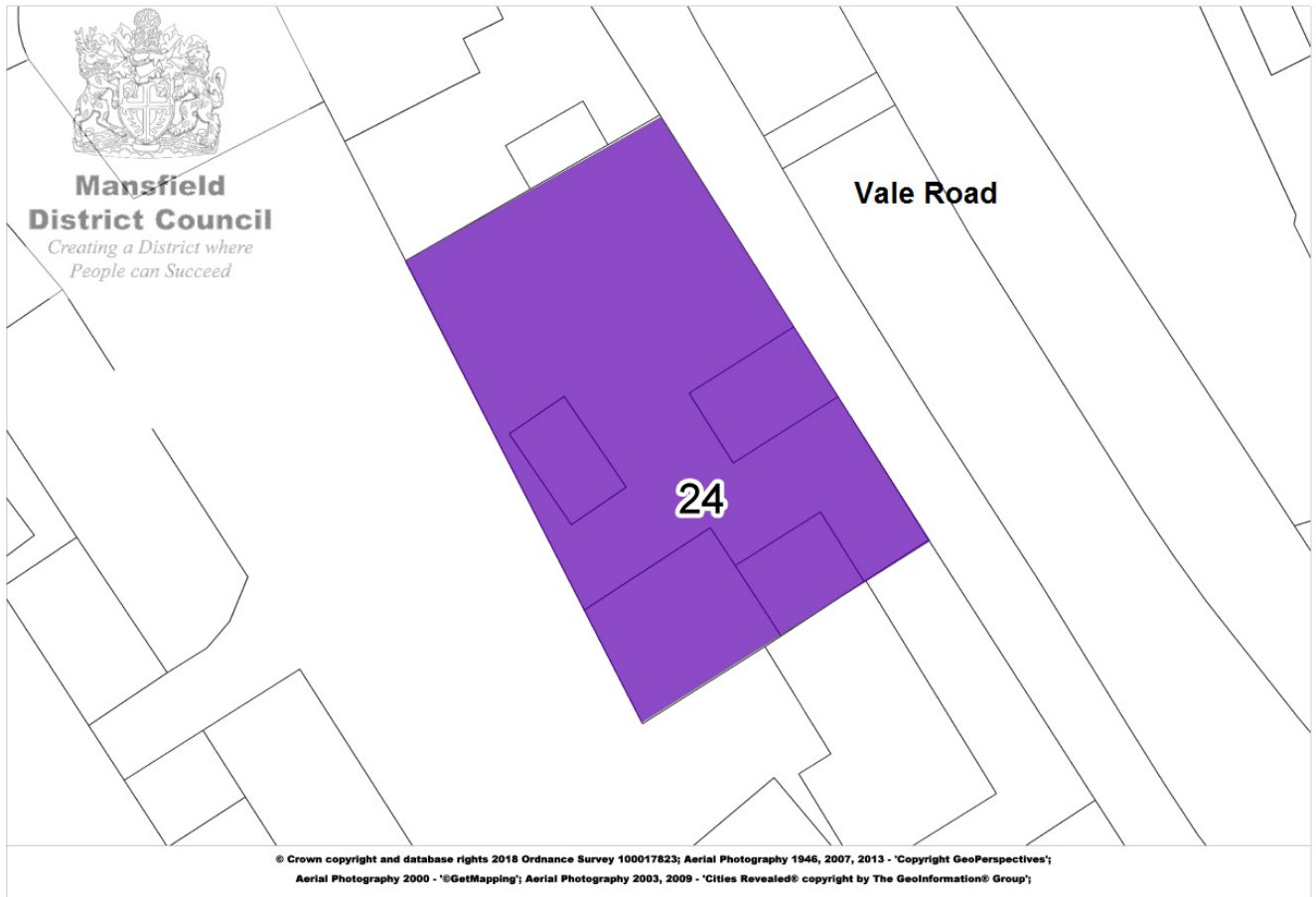
Four: Sites considered for retail / leisure development

Proposed for allocation: No

Comments: Unavailable. Not considered to be a reasonable alternative.

The SA found that the site's location within the Mansfield Woodhouse district centre was very accessible and that there was already infrastructure in place. There were no significant negative effects.

Site 24 - Land off Vale Road, Mansfield Woodhouse



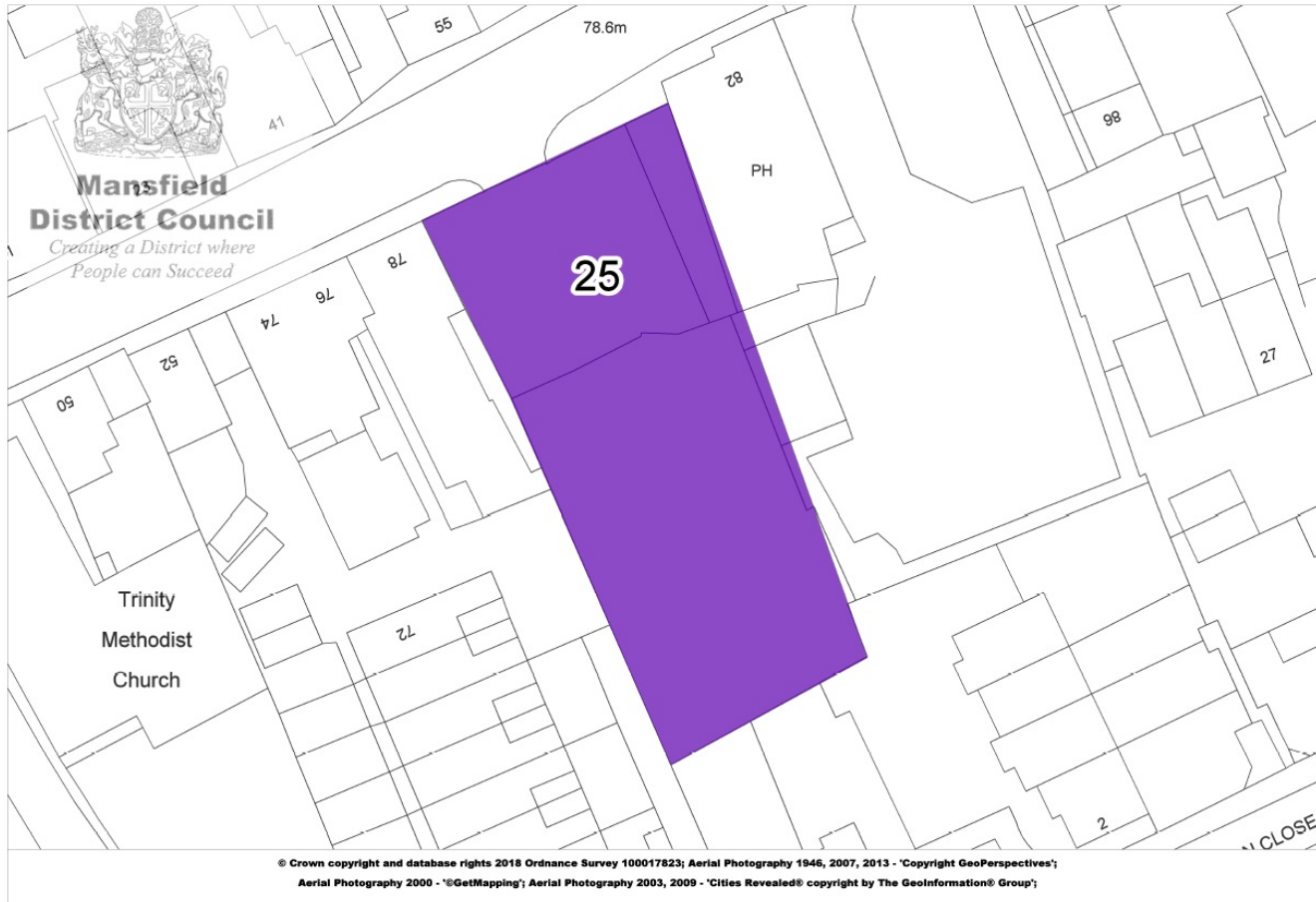
Proposed for allocation: No

Comments: No longer available as developed since original consideration. No longer a reasonable alternative.

The SA found that the site may have a negative impact upon biodiversity as within a 2km buffer zone, but this was considered unlikely. The site was found to be very accessible and likely to provide job opportunities.



Site 25 - Land adj The Greyhound PH, Mansfield Woodhouse



Four: Sites considered for retail / leisure development

Proposed for allocation: No

Comments: Now has planning permission for housing, construction has started. No longer considered to be a reasonable alternative.

When this site was appraised at the Consultation Draft stage, the SA concluded that this was an accessible site that makes good use of a brownfield site and would provide employment opportunities. There were no significant negative effects.

Site 26 - High Street (land adjacent Crates and Grapes PH), Market Warsop



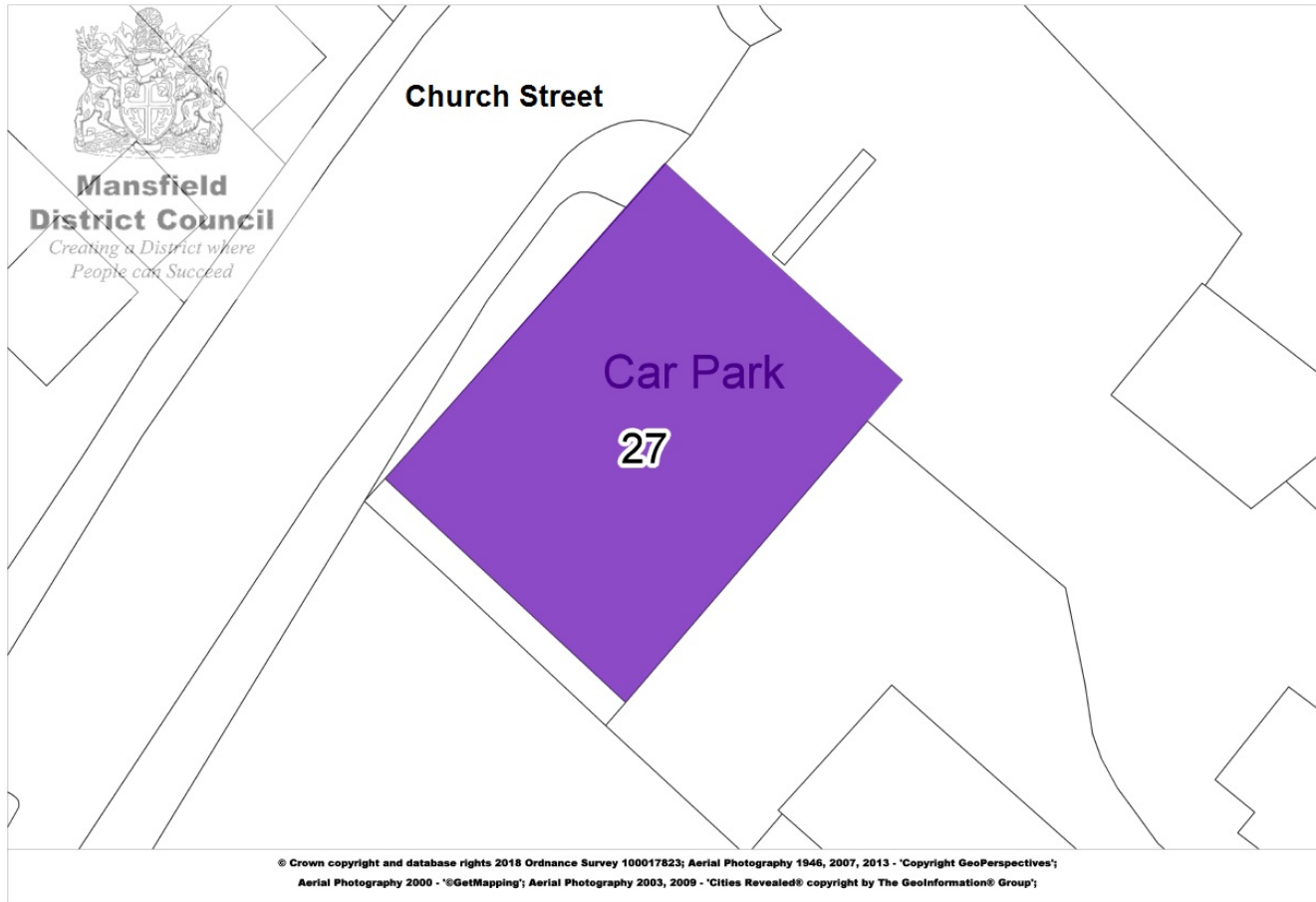
Proposed for allocation: No

Comments: Proposed for allocation as retail/commercial use in Consultation Draft as WDC3(a). However, no longer proposed for allocation because it is considered too small to allocate.

The SA carried out during the preparation of the Consultation Draft highlighted that this site may have a significant negative effect on biodiversity as located within a 2km buffer of a SSSI, although this is considered unlikely due to the site's location within a district centre. It also found that the development would be very accessible and likely to enhance the setting of the public house (a heritage asset).



Site 27 - Church Street (car park), Market Warsop



Four: Sites considered for retail / leisure development

Proposed for allocation: No

Comments: Proposed for allocation as retail/commercial use in Consultation Draft as WDC3(b). No longer proposed for allocation because It is considered too small to allocate and there were many objections raised regarding the loss of car parking.

The SA found that there could be significant negative effects in relation to biodiversity and loss of agricultural land, but this is considered unlikely due to the location within a district centre. The site was considered to be very accessible with positive effects on job creation and reuse of brownfield land.

Site 28 - Burns Lane / Church Street, Market Warsop



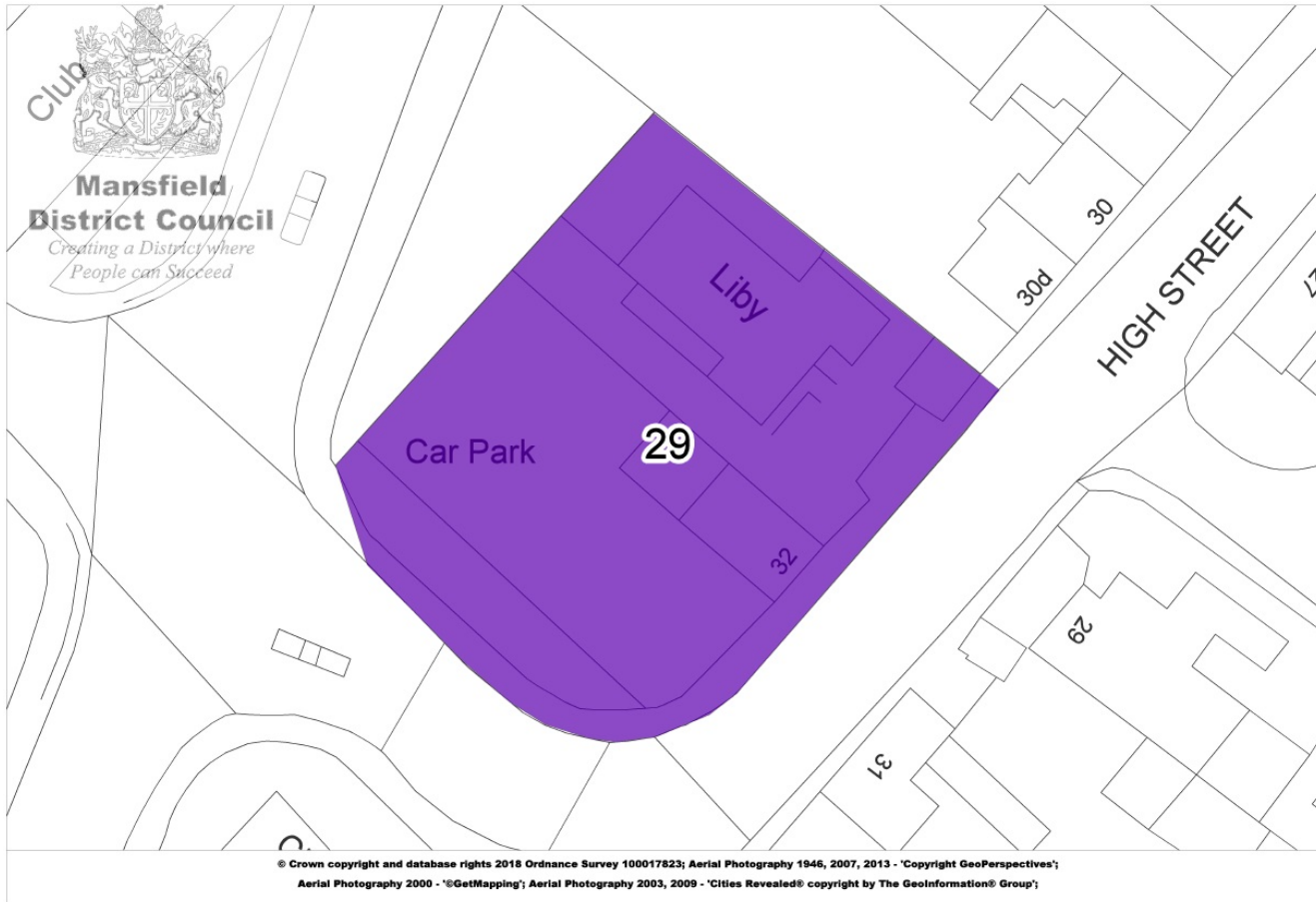
Proposed for allocation: No

Comments: Proposed for allocation as retail/commercial use in Consultation Draft as WDC3(c). No longer proposed for allocation because it has a new planning permission. It is included as a commitment (Policy RT7).

The SA carried out at the Consultation Draft stage of plan making found that the site has very good access to the primary route network and public transport links, and could help to provide employment opportunities. There are potential negative effects on biodiversity, and surface water flooding would need to be assessed, mitigated and managed.



Site 29 - Library and Adj Car Park



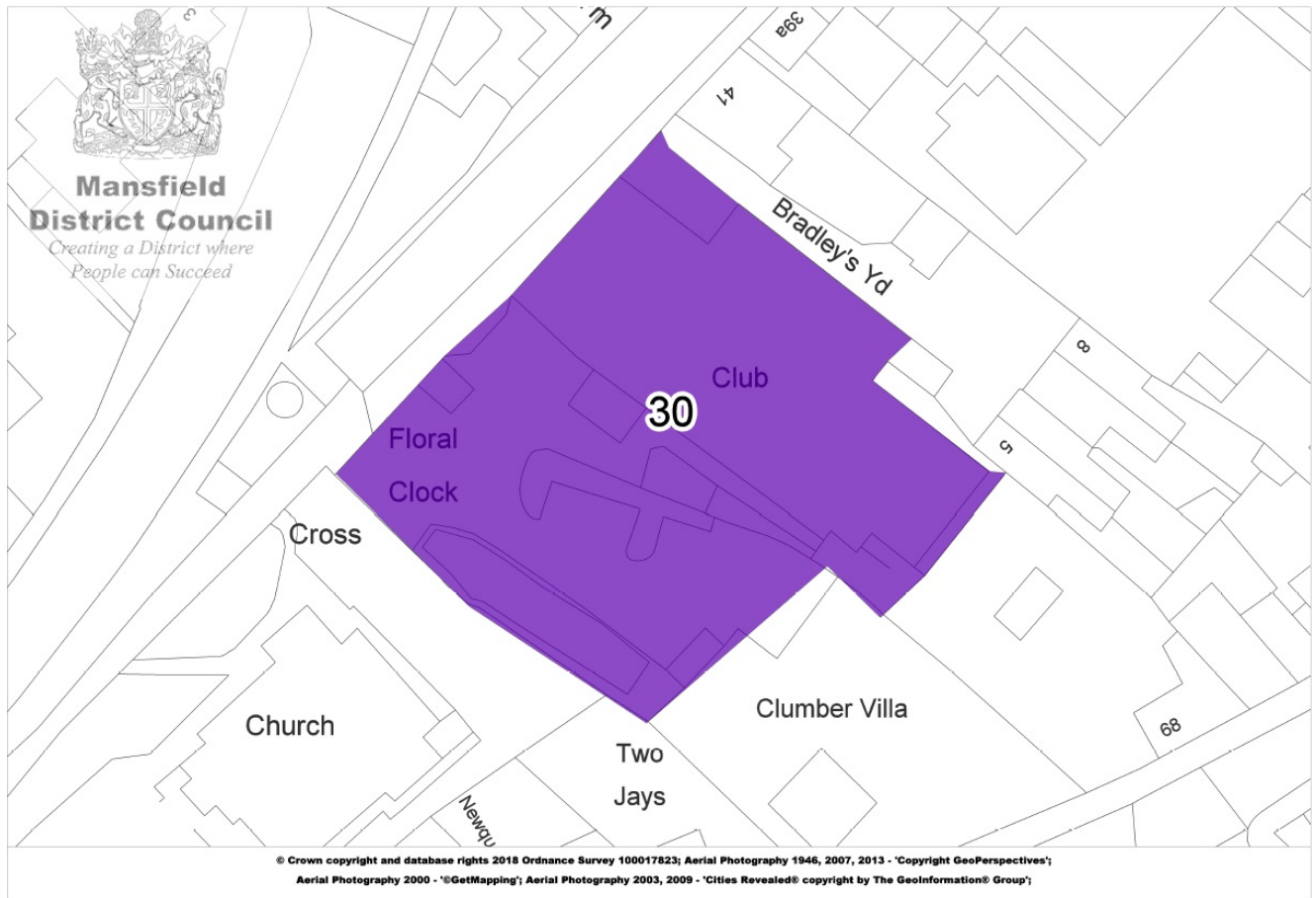
Four: Sites considered for retail / leisure development

Proposed for allocation: No

Comments: Not available. No longer considered to be a reasonable alternative.

The SA found that there could be significant negative effects in relation to biodiversity and loss of agricultural land, but this is considered unlikely due to the location within a district centre. The site was considered to be very accessible with positive effects on job creation and reuse of brownfield land.

Site 30 - The Market PH and adj car park



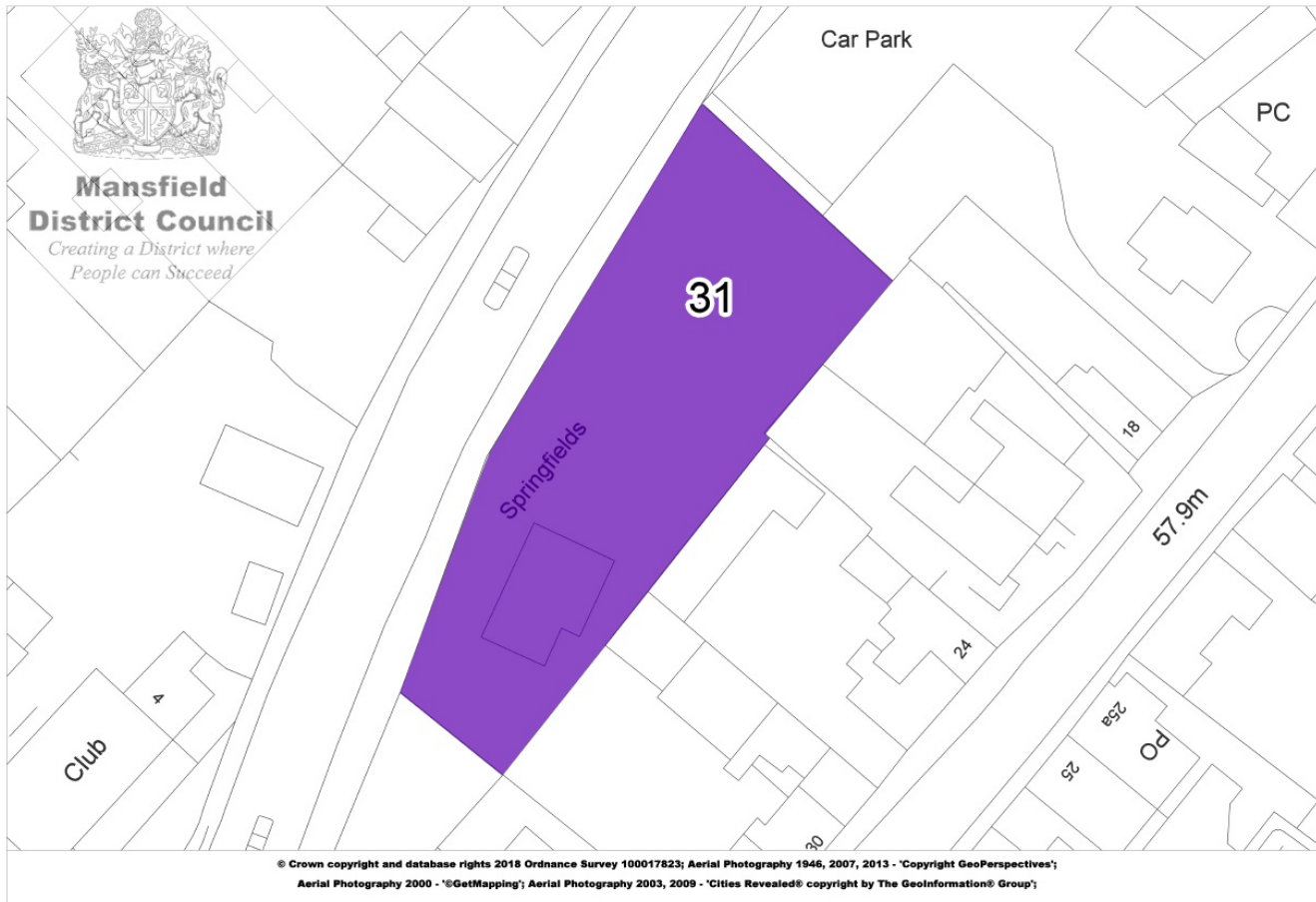
Proposed for allocation: No

Comments: Not available. No longer considered to be a reasonable alternative.

The SA carried out when this site was under consideration found that significant negative effects would be likely to occur on the basis that the community facility would be lost. It also predicted significant negative effects in relation to biodiversity and loss of agricultural land, but this is considered unlikely due to the location within a district centre. On the plus side, the site is very accessible to the district centre.



Site 31 - Land at G.A. Townroe & Son Funeral Directors



Proposed for allocation: No

Comments: Not available. No longer considered to be a reasonable alternative.

The SA found that there could be significant negative effects in relation to biodiversity and loss of agricultural land, but this is considered unlikely due to the location within a district centre. The site was considered to be very accessible but would result in the loss of greenfield land, and relocation of an existing business.