

Brookside Business Park, Brookside Road, Uttoxeter

ST14 8AT

Planning and Retail Statement
and Heritage Statement

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**Brookside Business Park, Brookside
Road, Uttoxeter, ST14 8AT**
Planning and Retail Statement
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Planning and Retail Statement

Contents	Page
1. Executive Summary	1
2. Introduction	2
3. Factual Context	3
Site Description	3
Planning History	3
4. Proposed Development	5
Lidl business model	5
Development proposals	6
Layout	7
Parking	7
Access	7
Employment	8
5. Planning policy	9
6. Suitability of the site	10
Sustainable Development	10
Highways	11
Layout and Design	11
Heritage Assets	12
Residential Amenity	12
Ecology	12
Flooding	13
Conclusion	13
7. Sequential test	14
Sequential test method	14
Summary	16
8. Impact Test	17
Impact on Existing, Committed and Planned Investment	17
Impact on Town Centre Vitality and Viability	17
Summary	22
9. The Planning Balance and Conclusions	23

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Planning and Retail Statement

Appendices

Appendix 1
Site Location Plan

Appendix 2
Planning Policies

Appendix 3
Study Area

Appendix 3
Quantitative Retail Impact Assessment

1. Executive Summary

- 1.1. This Planning and Retail Statement has been prepared to support a planning application for the partial redevelopment at Brookside Business Park, Uttoxeter.
- 1.2. Planning permission is sought for the following:
- 1) Demolition of existing buildings and structures and preparatory works;
 - 2) Detailed planning permission for erection of Lidl food store (2,206sqm GEA) (use class A1) and two retail units (use class A1) totalling up to 1,400sqm (GIA) and associated means of access, parking, landscaping and associated infrastructure works; and
 - 3) Outline planning permission for a drive-thru restaurant (use classes A3/A5) (169sqm GIA). Means of access only (all other matters reserved).
- 1.3. This statement analyses the relevant national and local planning policies in relation to various material considerations including the principle of retail development, the impact on the highway network, effect of development on heritage assets, flood risk and design.
- 1.4. The Statement concludes that:
- There are no suitable and available alternative sequential sites;
 - The proposal will not have a significant and adverse impact on Uttoxeter Town Centre; and
 - Other material considerations have been addressed in full, leading to the conclusion that the application can be approved without delay.
- 1.5. The application proposals provide a deliverable and viable development opportunity to create a high quality and well-designed scheme on a brownfield site in a highly sustainable location. The proposal will enhance the site and surrounding area and make a positive contribution to the local economy.

2. Introduction

- 2.1. This Planning and Retail Statement has been prepared by Indigo Planning on behalf of Lidl UK GmbH and M J Barratt Developments Ltd (the applicants), to support a hybrid planning application for development at Brookside Business Park, Brookside Road, Uttoxeter.
- 2.2. Planning permission is sought for the following development;
- “Hybrid planning application for:*
- 1) Demolition of existing buildings and structures and preparatory works;
 - 2) Detailed planning permission for erection of Lidl food store (2,206sqm GEA) (use class A1) and two retail units (use class A1) totalling up to 1,400sqm (GIA) and associated means of access, parking, landscaping and associated infrastructure works; and
 - 3) Outline planning permission for a drive-thru restaurant (use classes A3/A5) (169sqm GIA). Means of access only (all other matters reserved).
- 2.3. The proposals will see the redevelopment of the site which has been underused and partially vacant for many years. The development will enable Lidl to relocate from their existing store on Town Meadows Way. The new slightly larger store, will be a more efficient store, that is better laid out for customers with a greater range of affordable and high-quality Lidl products. The site also provides better access and parking for customers.
- 2.4. In addition to the 30 full and part-time Lidl jobs, that will be relocated from the existing store, we would expect the other retail units and drive-thru restaurant to create approximately 40 new jobs.
- 2.5. The proposed scheme provides an opportunity to deliver a high quality and well-designed scheme on a brownfield site in a highly sustainable location. The proposal will enhance the site and surrounding area and make a positive contribution to the local economy.
- 2.6. This statement provides the context for the application site at Section 3 and outlines the proposed development at Section 4. An analysis of the proposal against the relevant national and local planning policies is provided at Section 5. It considers the principal of the partial redevelopment of Brookside Business Park at Section 6, before going onto demonstrate that there are no sequentially preferable sites which could accommodate the proposals at Section 7. Section 8 considers the impact of the development on Uttoxeter Town Centre, and concludes that it will not have a significant and adverse impact. The overall conclusion to the statement is provided in Section 9.

3. Factual Context

- 3.1. The application proposals will see the redevelopment of a brownfield site which has been underutilised for many years. The regeneration of the site for the proposed development will provide a replacement Lidl store and new retail units and drive-thru restaurant. The development of the site will provide employment opportunities for the relocated Lidl staff and around 40 new opportunities in the other units proposed.

Site Description

- 3.2. The application site is located adjacent to Brookside Road, on the edge of Uttoxeter Town Centre. A Site Location Plan is attached at Appendix 1.
- 3.3. The site is roughly square in shape and extends to c.1.66ha. The site boundary encompasses approximately 50% of the Brookside Business Park, it is currently occupied by a mix of vacant underused land and employment and trade uses. It is bound by the Tesco superstore and car park (located within the Dovefields Retail Park) to the north, the A518 Town Meadows Way to the west, Brookside Road to the south, and the remaining part of Brookside Business Park to the east.
- 3.4. The site is currently accessed from Brookside Road to the south, which leads to Town Meadows Way (A518), approximately 100 metres west.
- 3.5. The site is within 200m (or a 2-3-minute walk) of a bus stop located on Brookside Road. The bus stop is sheltered and is served by services that route to Burton upon Trent. Uttoxeter Bus Station is located within a 10-minute walk from the site. The railway station is located within 200m and it provides frequent services to Derby and Crewe. The site is located 220m from the primary shopping area of Uttoxeter town centre. The site is therefore well connected to the town centre and readily accessible by range of sustainable public transport modes.
- 3.6. The site is located within Flood Zone 3, as such, this application is supported by a Flood Risk Assessment and sequential test.
- 3.7. There are no listed buildings nearby, and there are no trees on the site or in the surroundings that are subject to Tree Preservation Orders (TPO). The site is partially adjacent to Uttoxeter Conservation Area, which is located to the north west.

Planning History

- 3.8. Brookside Business Park has previously been used for Class B2 (general industrial) and B8 (distribution) uses, as a fuel depot/oil terminal and a creamery. There have been several planning proposals approved for the site and adjacent land as summarised below.
- 3.9. In July 1988, a planning application (LPA ref: PA/17971/001) was approved on site for the erection of 12 dwellings. However, the development was never implemented and the permission, which was granted for 5 years, has now lapsed.
- 3.10. In September 1989, planning permission (LPA ref: PA/17971/002) was granted on site for the erection of 14 terraced dwellings. The development was never implemented and the permission, which was granted for 5 years, has now lapsed.
- 3.11. In September 1999, an outline planning application was submitted (LPA ref: OU/25607/001) for a development comprising industrial units, non-food retail, fast food unit, leisure, motel and public house, pub/leisure use and residential, with construction and alterations to vehicular access. A total of 24,136 square metres were proposed for the development

excluding housing and motel, of which industrial proposals accounted for 16,606 square metres (approximately two thirds) and retail and leisure proposals for some 7,500 square metres (approximately one third). An outline consent was granted on the 9th of March 2001.

- 3.12. In April 2001, an outline planning application (PC/25607/003/PO) to carry out the development of B1, B2, B8 industrial units, non-food retail, leisure, fast food, motel and two A3 public houses without complying with Condition 85 of the planning permission OU/25607/001 relating to opening hours of non-food retail units was submitted. It was approved on the 30th of October 2002.
- 3.13. Three B2/B8 units were developed under reserved matters in connection with planning permission (PC/25607/017/PO), but the other elements of the outline consent were not brought forward and the consent has now lapsed.
- 3.14. The adjacent site is currently the subject of an outline planning application for up to 90 residential dwellings, 6 employment units and 4 trade units and it is recommended for approval, subject to completion of the S106 agreement (LPA ref: P/2015/00299).
- 3.15. It is clear from the preceding section that there has been a history of planning permissions for various uses on the site including retail and fast food development. The latest proposals, underpinned by the relocated Lidl, represent a viable and deliverable scheme that will regenerate this prominent site.

4. Proposed Development

- 4.1. The proposals will enable Lidl to relocate from the existing constrained site on Town Meadows Way to a more modern, sustainable and customer friendly store. The current Lidl site is constrained in terms of access and parking availability it does not meet the requirements of the company's business model set out below, and is therefore not delivering the customer experience Lidl strive for.
- 4.2. Th additional parts of the development, the retail units and drive-thru restaurant, in combination with the Lidl, will create a comprehensive development of the site improving its appearance and delivering an economic boost to Uttoxeter.

Lidl business model

- 4.3. Lidl, which was crowned 'Best Supermarket 2016' by readers of Good Housekeeping, has experienced continued growth over the years and now has over 700 stores across the UK. Lidl's aim is to ensure that they always offer their customers the freshest, highest quality products at the best prices. The application proposals will enable Uttoxeter customers to have access to a wider range of Lidl products than is currently possible in the existing store.
- 4.4. The standard Lidl business model offers a product range, two thirds of which are British, that includes:
- A range of own-branded dry groceries, frozen foods and tertiary branded wines and spirits;
 - A small range of fresh and frozen pre-packaged meat, but no specialist butchery or delicatessen counter;
 - A range of fruit and vegetables, mainly pre-packaged;
 - Pre-packaged sliced bread as well as a selection of artisan bread and cakes baked on the premises; and
 - A basic range of non-food household items accounting for up to 20% of the sales area.
- 4.5. Lidl is able to offer very competitive prices whilst keeping the quality of its goods extremely high because of:
- tremendous buying power as a result of the scale of its operations across Europe;
 - a concentration on own brands (about 80% of its product range) which avoids passing on the cost of brand name marketing to the consumer;
 - a limited product range which focuses on those goods that form a very high proportion of the weekly food and convenience goods needs of most households. Lidl stock in the region of 1,800 products, which is significantly less than its competitors, which on average stock around 16,000 lines;
 - operating systems that reduce operational costs; and
 - simple product display and stock handling procedures.
- 4.6. Moreover, Lidl does not compete in the same market as many independent or specialist traders such as confectioners, greengrocers or butchers. Lidl do not sell cigarettes or single

confectionary items, do not include pharmacies or post offices and no meat or fish preparation takes place on the premises.

- 4.7. Lidl stores are clearly popular with their customers, as they offer high quality goods at very low prices. Lidl operate on far lower profit margins than the major foodstore operators and, due to their efficient productive approach, savings made operationally are passed on to the customer.
- 4.8. The proposed Lidl store will have distinctive trading characteristics that are largely complementary to traditional high street convenience stores. Indeed, deep discounters rarely provide a one-stop shopping experience and, as such, customers also tend to use other shops and facilities in the locality to supplement their deep discount shop.
- 4.9. The Secretary of State and Planning Inspectorate have on many occasions, accepted that the Lidl business model has a number of inherent characteristics that limit its flexibility, in terms of the size and format of the store, and how stores function alongside other retailers.

Site requirements

- 4.10. To create successful stores, Lidl require sites that meet certain basic criteria as set out below;
- Prominent sites in town, district, edge of centre or out of town locations; and
 - Ideally main road frontage with easy access and strong pedestrian or traffic flow.
- 4.11. Lidl customers are the most important people in their business. The customer wishes are paramount and drive the way Lidl operate. Lidl's aim is to fulfil customer needs at all times and to offer the perfect environment for a more pleasant and enjoyable shopping experience.
- 4.12. This can only be achieved by combining a number of important elements, including:
- Customer orientated sites with simple, straightforward access through broad and spacious car parks;
 - Car parks which are located close to the store and at ground level for ease of access;
 - Parking spaces which are generously designed and clearly marked;
 - Functional and attractive architecture;
 - Spacious sales areas with wide aisles for a more comfortable shopping experience;
 - Sufficient warehouse space to ensure constant product availability; and
 - Logical store layouts with simple merchandising, ensuring customers can find the same products in the same place in every store.
- 4.13. The existing store and site, is incapable of delivering the elements set out above. To deliver the best customer experience a new site was therefore required.

Development proposals

- 4.14. The proposals will provide not only a new Lidl, but also two other retail units and a drive -thru restaurant, as described by the description of development below.

1) Demolition of existing buildings and structures and preparatory works;

2) Detailed planning permission for erection of Lidl food store (2,206sqm GEA) (use class A1) and two retail units (use class A1) totalling up to 1,400sqm (GIA) and associated means of access, parking, landscaping and associated infrastructure works; and

3) Outline planning permission for a drive-thru restaurant (use classes A3/A5) (169sqm GIA). Means of access only (all other matters reserved).

4.15. The floorspace breakdown of the retail element of the proposal is provided in Table 1 below.

	GIA (sqm)	Net (sqm)	Convenience	Comparison
Lidl	2,125	1,325	1,060	265
2 retail units	1,400	1,120		1,120
Total	3,525	2,445	1,060	1,385

4.16. At this stage the occupants of the two retail units and drive-thru are unknown although discussions with various interested parties are ongoing. Full consent is sought for the retail units to enable the development to be commenced quickly, once the permission is issued.

4.17. Outline consent with means of access is sought for the drive-thru restaurant, to provide flexibility for the occupier, in terms of the specific layout and design of the unit.

4.18. The proposals represent a deliverable and comprehensive redevelopment of the site. Regenerating this prominent site for commercial uses ties in with the existing retail uses to the north, without prejudicing the redevelopment of the remainder of Brookside Business Park to the east for alternative uses, such as the housing previously proposed.

Layout

4.19. The proposal has been informed by the site's constraints. The layout has been subject to detailed technical assessments relating to flood risk, highways and ecology and represents the most appropriate arrangement for the proposed development in this location.

Parking

4.20. The proposed Lidl food store and retail units will be served by 149 parking spaces plus 11 disabled parking spaces, 12 parent and child spaces and 10 staff parking spaces (located to the rear of the store) together with parking for 16 bicycles. Lidl staff will also have secure bicycle parking within the store warehouse.

4.21. The proposed drive-thru restaurant will include 22 car parking spaces plus two disabled parking spaces.

Access

4.22. Customer vehicular access to the site will be from the existing access point off Brookside Road, direct to the car park. A new vehicular access for retail service vehicles will be created to the south-eastern corner of the site to allow customers and service / delivery vehicles to remain separated. A new vehicle route will also be created to the Dovefields Retail Park to the north and connect to the existing road which terminates at the site boundary. The development scheme includes a proposal to create a direct link in the northwest corner of the site which will provide pedestrians direct access between the new store and the town centre.

4.23. Pedestrian access will be provided via a new path leading to from Town Meadows Way to the store entrances. The new path commences close to the existing pedestrian crossing on Town

Meadows Way thereby providing direct access from the development to the Town Centre. Pedestrian access will also be possible via pavement running from Dovefields Retail Park and Brookside Road.

Employment

- 4.24. A number of other employment opportunities will be created by the development, including more staff in the Lidl store, new jobs at the two retail units and drive-thru restaurant, and opportunities for local people during the construction of the development.
- 4.25. In addition to the 30 full and part-time Lidl jobs, we would expect the other retail units and drive-thru restaurant to create approximately 40 between them, although numbers cannot be confirmed until tenants are in place.

5. Planning policy

- 5.1. In accordance with the Planning and Compulsory Purchase Act (2004) section 38(6), the determination of planning applications must be made in accordance with the local development plan unless material considerations indicate otherwise. Other material considerations to be taken into account include the National Planning Policy Framework ('the Framework') and the associated planning practice guidance ('the PPG').
- 5.2. The local development plan for Uttoxeter comprises the East Staffordshire Local Plan (2015) and Uttoxeter Neighbourhood Plan (2017). The development plan is therefore compliant with the Framework.
- 5.3. Of particular relevance to the consideration of the proposals are Strategic Policy 20 and Strategic Policy 21 of the East Staffordshire Local Plan and Policy B1 of the Uttoxeter Neighbourhood Plan.
- 5.4. Strategic Policy 20 seeks to direct retail development to the three-tier hierarchy of centres, firstly to the town centres of Burton upon Trent and Uttoxeter, then to local centres and then to rural centres in order to promote their viability and vitality. Strategic Policy 20 also identifies a need for 4,025 sqm of convenience floorspace across the Overall Catchment Area, which should be shared between the retail centres.
- 5.5. Strategic Policy 21 requires a sequential test for sites located outside town centres. Furthermore, an impact assessment is required to assess the effect of proposals on defined town centres where the proposals exceed the locally set threshold of 750sqm for Uttoxeter.
- 5.6. Policy B1: Employment Land permits the change of use from the existing employment land to other employment uses (including offices, retail and other commercial uses). Applications for employment uses on brownfield sites within or adjacent to the town centre, and those within easy access of the A50, will be supported subject to ensuring the amenity of neighbouring uses is protected and in compliance with development plan policies.
- 5.7. Other national and local policies of note are set out in Appendix 2.

6. Suitability of the site

- 6.1. This section considers the suitability of the site for the proposed development. It demonstrates how the proposal constitutes sustainable development and that there are no technical constraints to prevent its redevelopment or warrant its refusal.

Sustainable Development

- 6.2. Strategic Policy 4: Distribution of Housing Growth 2012 – 2031 provides the distribution of new housing across East Staffordshire. The Brookside Business Park, which the application site is a part of, is included in this policy. The site falls within the wider allocation for 90 units.
- 6.3. The application site is designated in the Uttoxeter Neighbourhood Plan for employment and residential use.
- 6.4. In March 2015, an outline planning application was submitted for demolition and erection of mixed use development comprising up to 90 residential dwellings, 6 employment units and 4 trade units together with associated access roads, parking, turning areas and amenity space (LPA ref: P/2015/00299). The application was recommended for approval subject to completion of the Section 106 agreement.
- 6.5. The layout of the development split the site; the commercial aspects were located to the Town Meadows Way / Brookside Way corner i.e. the application site, while the housing was located to the east. The current proposals do not therefore prevent the proposed housing from being delivered, in accordance with the Strategic Policy 4.
- 6.6. Strategic Policy 13: Burton and Uttoxeter Existing Employment Land states that non B class uses will be permitted if the new use is an employment generator which could make a positive contribution to the local economy.
- 6.7. Policy B1 of the Uttoxeter Neighbourhood Plan permits the change of use from the existing employment land to other employment uses (including offices, retail and other commercial uses). Applications for employment uses on brownfield sites within or adjacent to the town centre, and those within easy access of the A518, will be supported subject to ensuring the amenity of neighbouring uses is protected and the proposal complies with development plan policies. Therefore, the principle of retail development on the site is acceptable.
- 6.8. The application proposals are likely to generate in the region of 70 full and part time jobs, in addition to the employment opportunities during the construction phases of the development. Located adjacent to both the town centre and A518, the proposed development will make a positive contribution to the local economy and regenerate an underused brownfield site in accordance with Strategic Policy 13 and Policy B1.
- 6.9. The proposal would will improve the appearance of this prominent site and wider area. The site is located to the edge of the town, adjacent to an existing retail destination, accessible by a variety of modes of transport. The site is also located within a short walk from the Uttoxeter town centre, therefore making it a very accessible and sustainable location.
- 6.10. The proposed development will enable Lidl to relocate to a new, more customer – friendly and sustainable premises. The new store, two retail units and drive-thru restaurant will contribute to the local economy both directly and indirectly through employment creation and the retention of expenditure within the local economy.
- 6.11. The new store will feature a number of sustainability measures. The building reduces the CO₂ emission rate by over 20% when compared with a building of the same type, size and use.

The fully glazed, front façade maximises natural daylight entering the building, whilst sensor controlled exterior sun blinds automatically operate to mitigate the effects of excessive heat from solar gain. The lighting system is made up entirely of LED fittings which, compared with a traditional lighting system, are over 50% more energy efficient whilst still providing excellent levels of lighting. Therefore, the development proposals comply with the Strategic Policy 1 of the East Staffordshire Local Plan.

- 6.12. Lidl stores also include a range of other sustainability measures. To further reduce energy use, Lidl is investing in a range of optimisation measures, such as removing oven lighting, reviewing refrigeration temperatures and adjusting light settings. As well as working to reduce carbon footprint, Lidl is also making their operation quieter by investing in the latest noise reducing lift, door and engine technologies. In 2017, Lidl launched a national food redistribution programme, called the Feed It Back network. In partnership with Neighbourly, a social enterprise that connects companies with local charities, each Lidl store will be connected with local good causes to donate quality food surplus.

Highways

- 6.13. The supporting Transport Statement prepared by Vectos has assessed the proposed development in terms of transportation impact, access and sustainability.
- 6.14. The proposed development will have two customer vehicle access points. The main customer vehicle access to the site is proposed from Brookside Road, via a priority controlled junction which is to be positioned in the approximate location of the existing access to the site. Another access point in the northwest corner of the site will connect the proposed development site with Dovefields Retail Park to the north.
- 6.15. A dedicated service vehicle access will be provided approximately 80m to the east of the customer access. The service area for the Lidl food store and non-food retail units will be located to the east of the proposed buildings. The secure service area will include a turning circle, which will allow delivery vehicles to turn within the site and then approach the unloading area in a reverse gear.
- 6.16. The largest vehicle to deliver to the proposed Lidl store would be a 16.5 metre articulated vehicle. The Lidl food store will receive 1 to 2 deliveries per day using this vehicle. The service frequency of the non-food units would be subject to end user requirements; however, it is expected that deliveries would be received on an equally infrequent basis.
- 6.17. The proposed Lidl store and retail units will be served by 182 car parking spaces, 11 of which will be accessible spaces and 12 of which will be parent and child spaces. This will be a sufficient level of parking provision for the expected trade levels of the store. Staff parking for 10 cars will be available to the rear of the store. The nearest bus stop to the site is located on Station Road to the south of the site. The stop is served by several frequent bus services. The site is also ideally located to take advantage of the rail services, being located 120m from Uttoxeter railway station.
- 6.18. The proposed development is in a highly sustainable location, with excellent access on foot, by bike, public transport or car. The site is highly accessible on foot and is within a short walking distance from the Uttoxeter town centre.
- 6.19. The proposals are therefore in accordance with Strategic Policy 1 of the East Staffordshire Local Plan and Policy D2 of the Uttoxeter Neighbourhood Plan. Both policies support development which is well connected to the strategic highway network, would not result in vehicles harming residential amenity and provide sufficient parking provision.

Layout and Design

- 6.20. The standardised design of the proposed Lidl store represents the company's corporate branding and meets their operational requirements while delivering good quality, functional

design.

- 6.21. Paragraphs 56-64 of the Framework sets out the approach for achieving good quality design, including responding to local character, creating a strong sense of place and resisting poor design that fails to take opportunities to improve the character and the quality of an area.
- 6.22. The design of the Lidl food store and adjacent retail units will be compatible with the adjacent retail and commercial units. They will be constructed with a steel frame structure and a metal clad roof. The elevations will be predominantly metal cladding panels with render panels to the lower sections of the walls. To the entrances expanses of glazing will be provided with powder coated frames supporting the glazing and customer entrance doors. There will be a feature canopy to each unit framing the entrances, supported by circular columns. The escape and servicing doors will also be powder coated.
- 6.23. The position of the retail units and the layout of the car park will ensure that the site is easily accessible and safe for customers, with dedicated pedestrian routes provided through the car park leading to the store entrances.
- 6.24. In light of the above, the proposal is designed in full accordance with the Framework and Policy B2 of the Uttoxeter Neighbourhood Plan. Further information regarding the design of the proposal is set out in the Design and Access Statement prepared by HCD Architects and submitted with this application.

Heritage Assets

- 6.25. The site is partially adjacent to the Uttoxeter Conservation Area, which is located to the north west. The Uttoxeter Conservation Area was designated by Staffordshire County Council in 1970.
- 6.26. The Uttoxeter Conservation Area Appraisal (2007) states that:
- Until recently, to the east, the town's edge was defined by the escarpment on the west side of the Dove Valley and below this were playing fields and open agricultural land which more latterly became built on for business parks and other usage. However, the construction of Town Meadows Way in recent years has redefined the sensible edge of the Conservation Area and it is inevitably bringing construction with a mix of residential and commercial uses to this part of the boundary.*

- 6.27. The proposed development is located a significant distance from the core of the conservation area and separated by a modern housing development located to the west of the site, Town Meadows Way and a line of mature trees and landscaping. The design of retail units is in keeping with the character of the area and represents an improvement to the existing site and therefore positively impacts on the area and nearby conservation area. The proposal complies with Strategic Policy 25 of the Local Plan and Policy D4 of the Neighbourhood Plan.

Residential Amenity

- 6.28. The site lies within a commercial area although there is a single property adjacent to the site. The dwelling is owned by one of the Applicants, it is currently unoccupied and it will be demolished to make way for the further redevelopment of the eastern part of the site. Other residential properties lie circa 70 metres to the south of the site and are separated by a railway line, road and a line of trees. The impact on residential amenity has not therefore been considered further.

Ecology

- 6.29. The Preliminary Ecological Appraisal was prepared by Absolute Ecology in November 2017.

There are three non-designated statutory sites within 2km of the site. The appraisal concludes that botanically, the site does not appear to have any rare species and is of low environmental value.

- 6.30. The survey for birds and bats found that some buildings have negligible potential for roosting bats and do not require any further survey. However, three other buildings were identified as having moderate potential for bat roosts. Activity surveys around these buildings will be carried out before demolition works; within the appropriate season.
- 6.31. No evidence of badger, dormouse, water vole or otter activity was discovered during the survey. The site is also unsuitable for reptiles as it lacks extensive areas of scrub.
- 6.32. The proposal is therefore in accordance with Strategic Policy 29 of the Local Plan which seeks to protect, maintain and enhance the biodiversity of the Borough.

Flooding

- 6.33. The Flood Risk and Runoff Assessment was prepared by Mott MacDonald in April 2018. The report indicates that the site lies in all three Flood Zones (1-3), with a large proportion in Flood Zone 3.
- 6.34. The existing and proposed use on the site shares the 'Less Vulnerable' flood risk classification therefore no sequential test is required.
- 6.35. The report incorporates a detailed hydraulic model. This has identified the baseline flood envelope of the site and has enabled the provision of flood mitigation proposals. The mitigation proposals include accommodation of displaced flood water on the proposed car park.
- 6.36. The proposed layout also lends itself to the use of permeable surfacing and sub-base under the large car park area. This will provide collection, conveyance and attenuation as well as in-situ water quality improvements.
- 6.37. In the event of a flood, access to the site along Brookside Road will be temporarily unavailable. The report therefore recommends a Flood Evacuation Plan is prepared and implemented.
- 6.38. The report concludes that the development would not cause unacceptable harm in terms of flooding while adapting a number of mitigation measures. Therefore, the proposed development complies with the Strategic Policy 27 of the Local Plan which seeks to mitigate flood risk.

Conclusion

- 6.39. This chapter has demonstrated that the proposal complies with the adopted Local Development Plan and the Framework, and subject to compliance with the retail tests that are set out in the following sections, there are no material considerations that would warrant refusal of the application.

7. Sequential test

- 7.1. The site is located in an edge of centre location in terms of retail policy. Given the location, the following section considers the proposals against the sequential test outlined in the East Staffordshire Local Plan (2015) and the Framework and associated PPG.
- 7.2. The sequential test directs main town centre uses to town centre first, then, if no town centre sites are available, to edge of centre locations, and, if neither town centre nor edge of centre sites are available, to out of centre sites, with preference for accessible sites which are well connected to the town centre.
- 7.3. Paragraph 24 of the Framework states that LPAs are obliged to apply sequential test to planning applications for main town centre uses that are not in an existing centre and not in accordance with an up to date local plan. Paragraph 27 states that when an application fails to satisfy the sequential test it should be refused.
- 7.4. The proposed development site is situated in an edge of centre location, with Uttoxeter town centre primary shopping area being located circa 220 metres away. In considering alternative locations for the development only locations within Uttoxeter town centre have therefore been assessed.
- 7.5. PPG provides additional information about the sequential test. The PPG sets out three factors to be considered when assessing potential development sites:
- Availability;
 - Suitability; and
 - Viability.
- 7.6. For the site to be considered sequentially preferable, it must fulfil all three criteria.

Sequential test method

- 7.7. The methodology for the sequential assessment is based on the advice provided in PPG and the checklist provided at Paragraph: 010 Reference ID: 2b-010-20140306, as summarised below. The scope of the sequential assessment (and following impact assessment) was agreed prior to the submission of the application with Naomi Perry, Principal Planning Policy Officer at East Staffordshire Borough Council.

Search Parameters

- 7.8. The proposed development of three retail units and a drive-thru restaurant with associated parking and servicing is provided on the site of c.1.66ha. The proposals will provide for a replacement Lidl store, sequentially preferable sites must therefore be capable of accommodating the proposal as a whole, while meeting the operational requirements of Lidl set out earlier in this Statement and catering for the catchment of the existing Lidl store.
- 7.9. This stance is supported by the Supreme Court Judgement – Tesco Stores Ltd v. Dundee City Council (dated 21st March 2012). This judgement provides clarity on the sequential approach and its application. The Judgement concluded that in order for a site to be considered 'suitable' should be based on whether an alternative site is suitable for the development proposed, not whether the proposed development can be altered or reduced to fit alternative sites.

Assessment of Alternative Sites

7.10. In searching for alternative sites or units, we have had regard to the following sources of information:

- Vacant units in and on the edge of Uttoxeter Town Centre identified using Estates Gazette (EGi);
- East Staffordshire Development Sites website;
- East Staffordshire Local Plan and Uttoxeter Neighbourhood Plan Proposals Map;
- Local estate agents; and
- Recent planning decisions.

7.11. The following section considers the findings of this exercise.

EGi

7.12. Indigo Planning used EGi to search for two vacant sites of at least 1.494ha (-10% of the proposed 1.66ha Lidl site area) in and on the edge of Uttoxeter Town Centre.

7.13. The desktop search found that there are no sites large enough to accommodate the proposed development as a whole.

East Staffordshire Development Sites

7.14. One site in Uttoxeter was identified in the East Staffordshire Development Sites website. The site is located in the out of centre location in the retail policy terms, therefore the site has been discounted.

East Staffordshire Local Plan and Uttoxeter Neighbourhood Plan Proposals Map

Former Bramford Works site

7.15. The site extends to 8.5ha and it is allocated in the adopted Local Plan for residential development (Use Class C3). The site is significantly larger than required for the proposed development and it is designated for residential use, therefore developing the proposed store on this site would jeopardise the council's housing land supply.

7.16. As such, the site is unavailable.

Local Estate Agents

Former Co-op store

7.17. One site in Uttoxeter was identified through a local estate agency. The site is located in the town centre location in the retail policy terms and it is occupied by a vacant retail unit. The unit was previously occupied by Co-op and offers sales area of 801sqm. The total site area for the store is 0.11ha therefore the site would not be able to accommodate the proposed development.

7.18. As such, the site is unsuitable.

Recent planning decisions

The Maltings

- 7.19. In December 2016, a planning application for the partial redevelopment of the Maltings Shopping Centre was approved (LPA ref: P/2016/00083). The Maltings is located along the High Street between the Maltings car park to the east and the Uttoxeter Town Hall to the west. The whole site covers an area of approximately 5,826sqm. The retail part of the redevelopment will provide 683sqm of flexible retail space therefore the site would not be able to accommodate the proposed development.
- 7.20. As such, the site is unsuitable.

Summary

- 7.21. An assessment of potentially sequentially preferable sites has been carried out. This search has accommodated a degree of flexibility, as required by the Framework.
- 7.22. It has been demonstrated that there are no more sequentially preferable locations within the town centre that could accommodate the proposed development. The sequential assessment is in full accordance with the approach outlined in paragraph 24 of the Framework and the site is the most appropriate site for the proposed development.
- 7.23. Given the location of the proposed site within a walking distance from the Uttoxeter Town Centre, it is considered to be the most suitable for the proposed development.

8. Impact Test

- 8.1. Paragraph 26 of the Framework requires that out-of-centre retail proposals which exceed 2,500sqm (or a locally set floorspace threshold) are assessed against the following impact criteria:
- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
 - the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made.
- 8.2. Strategic Policy 21 of the East Staffordshire Local Plan identifies a locally set threshold for impact assessment for proposals for main town centre uses outside of the defined centre in Uttoxeter which exceed 750sqm (gross) of convenience floorspace and 500sqm (gross) of comparison floorspace.
- 8.3. The proposals involve a replacement Lidl foodstore of 2,125sqm (gross) and two non-food retail units of a combined 1,412sqm (gross). The uplift in gross floorspace between the existing and proposed Lidl foodstores is 608sqm, which falls below the 750sqm impact assessment threshold for convenience proposals in Uttoxeter. As such, an impact assessment of the convenience element of the proposals is not required by policy.
- 8.4. However, the Council has requested that an impact assessment is prepared for the convenience element as well as the comparison element.
- 8.5. The following Section assesses the convenience comparison and total impacts of the proposals.

Impact on Existing, Committed and Planned Investment

- 8.6. The only committed or planned investment in Uttoxeter town centre that we are aware of are the redevelopment proposals for the Maltings Shopping Centre.
- 8.7. The redevelopment will include the demolition of Units 2-18 and the erection of various extensions to create adaptable ground floor retail units, nine apartments and five office units. Approved in 2016, application P/2016/00083 was submitted by M J Barrett Developments Ltd who are also one of the applicants on this application.
- 8.8. The redevelopment proposals are not considered as a commitment for the purposes of the quantitative assessment of impact set out below, as the consent allows for the reconfiguration of the existing retail space, rather than an increase in space.
- 8.9. Clearly, M J Barrett Developments believe the development proposals at Brookside Business Park are complementary to the proposals for the Maltings, and that their investment in the Maltings proposals will not be hindered by the current application proposals for Brookside Business Park.

Impact on Town Centre Vitality and Viability

Health of Uttoxeter Town Centre

- 8.10. The 'performance analysis' of Uttoxeter town centre contained in the ESRLS 2013 identified a number of concerns with the health of the town centre, including an ongoing decline in

national retail rankings, a low level of published retail requirements, low footfall and an increase in vacancy rates. However, this analysis was undertaken before both Waitrose and Asda opened new stores on the edge of Uttoxeter town centre, both of which seem to have improved expenditure retention and activity locally.

- 8.11. Uttoxeter Town Centre generally comprises a linear formation extending approximately 700 metres along Market Street and High Street. There are small commercial units located either side of Radford Road and the Asda Superstore is located centrally within the centre.
- 8.12. We have carried out a town centre health check to confirm the current state of Uttoxeter's vitality and viability. The health check was undertaken on a showery, Friday afternoon.
- 8.13. Retailer representation and the comparison and convenience offerings of Uttoxeter have improved since the Retail and Leisure Study was completed in October 2013. The comparison goods offer has improved and it includes a number of national retailers including WH Smith, Wilkinson, Boots, Peacocks and The Original Factory Shop.
- 8.14. The convenience offer goods provision of the town centre has also improved since the Retail and Leisure Study was published. A local Co-op store was closed however two new stores have been opened in the town centre: Asda and Waitrose which further improved clawback of expenditure in Uttoxeter. Notwithstanding, the convenience offer still comes largely from small independent retailers and 'discount retailers' such as Iceland.
- 8.15. The nearest Aldi store is located in Ashbourne (20 minute drive from Uttoxeter) and the nearest Lidl store is located in Burton upon Trent (25 minute drive).
- 8.16. All three major stores (Asda, Tesco and Waitrose) appear to be busy and well used.
- 8.17. The town centre also includes a high proportion of services, including public houses, restaurants, and take-aways. A number of national banks are represented within the town centre including Barclays, RBS, Lloyd's and NatWest. The banks are located within close proximity of each other in the central part of the town centre.
- 8.18. There are total of 24 vacant units which is a reduction of 6 units since the Retail and Leisure study was completed. The vacancy rate of the town centre (15%) is currently higher than the UK average. Out of 24 vacant retail units, 12 are located within the Maltings. The Maltings is a rundown shopping centre. It was granted planning permission for redevelopment (LPA ref: P/2016/00083) in 2016. We understand that the number of units are vacant while awaiting redevelopment of the shopping centre.
- 8.19. The reduction of vacant units and introduction of new major retailers such as Asda and Waitrose suggest that the town centre is improving and meeting the local demand for shops and services.
- 8.20. The town centre appears to be busy with high pedestrian footfall particularly along the pedestrianised High Street. The lower footfall was observed along the Market Place. The highest pedestrian footfall correlates broadly with the Primary and Secondary Shopping Frontages.
- 8.21. The town centre benefits from a high quality public realm, including street furniture and public art. The area to the north, along the Smithfield Road appears to be divorced from the town centre. The Smithfield Road is a major traffic road and it has a poor quality public realm environment.
- 8.22. The main shopping area of Uttoxeter town centre feels safe and secure, with a few obvious signs of crime or anti-social behaviour.

Quantitative Impact Assessment

- 8.23. With the agreement of the Council, this assessment uses the ESRLS 2013 as the basis of the impact assessment, adjusted to take account of the introduction of Carters Square (Asda) and Waitrose in Uttoxeter since the ESRLS 2013 was published.
- 8.24. Our assessment has been prepared on the basis of the following:
- The Study Area for the proposals is identified to be Zones 1 and 2 of the wider ESRLS 2013 catchment area (an extract of which is provided in Appendix 3). This includes the Uttoxeter settlement and its natural catchment hinterland;
 - We have adopted a base year of 2018 and an assessment year of 2021. Assuming that the application is approved in 2018 and opened in 2019, 2021 represents the second full year of trading and is, therefore, an appropriate assessment year;
 - Expenditure data has been obtained from the ESRLS;
 - The assessment adopts a 2011 price base in line with the ESRLS; and
 - The assessment adopts the market shares identified by Tables 4a and 8a, ESRLS 2013.
- 8.25. Tables 1 – 11, Appendix 4 provides the quantitative retail impact assessment. These are explained below.

Expenditure Data

- 8.26. As noted, we have obtained the expenditure data for the zones identified by the ESRLS 2013. While our Study Area comprises only Zones 1 and 2, data for all eight zones has been obtained to enable the calculation of turnovers.
- 8.27. Tables 1a/b provide outlines the total convenience and comparison expenditure available within the Study Area and wider ESRLS 2013 catchment area, in 2011 prices and excluding SFT. Figures for the 2018 base year have been interpolated from the ESRLS data.

Turnovers of Existing Facilities

- 8.28. Using the total available expenditure data (Table 1a/b) and market shares (Table 2a/b) within the ESRLS 2013, the turnover of existing convenience facilities at 2018 and 2021 are calculated at Tables 3a/b. The turnover of comparison facilities for the same time period are provided in Tables 4a/b.

Convenience Facilities

- 8.29. Table 3a shows that facilities in Uttoxeter currently achieve a convenience turnover of £48.19m, with almost £30.64m (63%) of that captured by Tesco on Brookside Road. The convenience facilities in Uttoxeter town centre are estimated to be achieving £8.14m and Lidl and Tesco Express achieving comparable turnovers of circa £4.6m.
- 8.30. In 2021, convenience facilities in Uttoxeter are estimated to be achieving £50.11m, with Tesco's turnover estimated at £31.84m, and Uttoxeter town centre turning over at £8.47m.
- 8.31. In total, Zones 1 and 2 are estimated to be retaining £67.48m in 2018, which represents 71% of total available expenditure. In other words, some £27.1m or 29% of expenditure is leaking outside of Zones 1 and 2. In 2021, the convenience expenditure leakage from Zones 1 and 2 is estimated to be £28.06m.

Comparison Facilities

- 8.32. Table 4a estimates the turnover of comparison facilities within Zones 1 and 2 in 2018. It is estimated that Uttoxeter facilities are turning over at £40.05m, with Uttoxeter town centre attracting £30.81m (or 77%).
- 8.33. Table 4b estimates that by 2021, Uttoxeter facilities will be turning over at £43.57m, of which £33.51m will be spent in Uttoxeter town centre.
- 8.34. Table 4a estimates that existing facilities are currently retaining £47.53m, which represents only 32% of total available expenditure in Zones 1 and 2. There is leakage of circa £100m (68%) to stores and centres outside of the Study Area. By 2021, Table 4b estimates that the leakage will have increased to £108.56m (an increase of some £8m). The additional comparison floorspace at Carters Square will have assisted in clawing back some of the comparison expenditure leaking from the Study Area. However, given the significance of the leakage, we consider that there remains scope to improve expenditure retention with improved facilities.

Turnover of New Retail Facilities

- 8.35. Since the ESRLS 2013 was undertaken, two retail developments have opened in Uttoxeter:
- In 2014, Carters Square shopping centre opened on the former cattle market site, with the retail element comprising an Asda foodstore and nine retail units; and
 - Waitrose opened on Trinity Road in 2016.
- 8.36. While both are located on edge of centre sites, these developments will have materially changed shopping patterns, particularly convenience shopping patterns, and significantly improved the convenience attraction of Uttoxeter town centre. Located at the northern and southern ends of the town centre respectively, the developments have created a dumbbell effect, encouraging shopper activity and footfall to both ends of the town centre, which is likely to have had spin off benefits for other town centre retailers.
- 8.37. The positive effects of the developments were anticipated by both applications. Paragraph 6.11 of the Revised Retail Report supporting the Waitrose application (prepared by Alyn Nicholls and Associates) states:
- ‘Convenience trade diversion from shops elsewhere in Uttoxeter town centre would be in the order of £0.29m. However, the net benefit to the town centre would be to introduce nearly £23m of new convenience expenditure. This represents an enhancement in the role of the town centre meeting convenience shopping needs, it would introduce choice and competition and provide the opportunity for spin-off from the proposal to shops and services to elsewhere in the town centre.’*
- 8.38. Paragraph 6.32 further states:
- ‘The proposal will have a positive impact on the vitality and viability of the town centre’.*
- 8.39. Paragraph 3.3.18 of the Carters Square Planning Statement states:
- ‘...there is very strong Development Plan policy (both Local and Structure Plan policy) support for the proposal which acknowledge the need to regenerate this key town centre site for retail and other uses in order to bring new vitality to this historic market town.’*
- 8.40. Table 5 estimates the turnover of the Asda and Waitrose stores and the comparison retail units also constructed as part of the Carters Square shopping centre. Table 5 estimates that the Asda store has a convenience turnover of £20.7m. The turnover of the comparison retail units at Carters Square is estimated to be £8.50m.
- 8.41. The turnover of the Waitrose store is estimated to comprise £21.09m convenience turnover

and £3.76m comparison turnover.

Turnover of Uttoxeter town centre

- 8.42. Table 6 calculates the turnover of Uttoxeter town centre, including the turnover from both Carters Square and Waitrose developments. However, given the considerable clawback of local expenditure and the associated spin off benefits for other town centre retailers that will have come about as shoppers now use facilities in Uttoxeter for main food shopping and their linked trip needs, rather than travelling to stores and centres elsewhere, is likely to have boosted town centre turnover more than simply by the turnover of both developments. As noted, the material supporting both applications anticipated that the developments would have a positive impact on the town centre. As such, we estimate that the turnover of Uttoxeter town centre (excluding Asda and Waitrose) will have increased by a further 10% over and above that estimated by the ESRLS 2013. This is taken into account in Table 6.
- 8.43. Table 8 estimates that in 2021, Uttoxeter town centre will have a convenience turnover of £51.11m and a comparison turnover of £49.12, combining to a total town centre turnover of £100.24m. This is more than double what the turnover of the town centre would have been if the Carters Square and Waitrose developments had not materialised.

Turnover of the Proposals

- 8.44. Table 7 estimates the turnover of the proposals.
- 8.45. As previously noted, the proposals involve a replacement Lidl store which will enable Lidl to provide a new format store, including its latest range and choice of discounted grocery items, and compete more effectively with the other main food grocery retailers in Uttoxeter. As a replacement store, it is only necessary to take into account the uplift in turnover. Table 7 estimates that the turnover of the existing Lidl store is £4.83m and that the turnover of the proposed Lidl store is £10.47m. The uplift in turnover is £5.64m.
- 8.46. The turnover of the proposed retail units is estimated to be £3.04m each, with 5% coming from inflow. The turnover from the Study Area is estimated to be £2.89m each, totalling £5.78m for both retail units.
- 8.47. In summary, the total (new) turnover of the proposed development is £11.72m, with £11.42m from the Study Area.

Convenience and Comparison Trade Diversion

- 8.48. Table 8a estimates the convenience trade diversion of the proposals.
- 8.49. As outlined in Section 4, Lidl stores are intended to cater for a discount shop which, due to their limited product range, rarely provides a one-stop shopping experience. Customers therefore tend to use other shops and facilities in the locality to supplement their deep discount shop. Nonetheless, in the context of its likely trade diversion patterns and assuming that it will compete on a 'like for like' basis, we expect Lidl to compete with existing retailers providing main food needs and in Uttoxeter, that is principally the existing Tesco Extra, Asda and Waitrose stores. It is estimated that the proposed Lidl store will divert 75% (£4.23m) of its uplift turnover from these stores in total.
- 8.50. It is estimated that the proposed Lidl store will divert 5% of its turnover (£0.28m) from small convenience food stores in Uttoxeter town centre, resulting in a convenience impact of 3%. The impact on the convenience turnover of Uttoxeter town centre (including Waitrose and Asda) will be 6.1%. Overall, we expect that 85% of the convenience turnover of the store will come from existing Uttoxeter facilities.
- 8.51. Given the limitations of the existing store, it is likely that there are some shoppers who are travelling elsewhere to shop at discount food stores, including either Lidl or Aldi stores, and

as such, we expect that the proposed Lidl store will divert 10% (£0.56m) of its turnover from stores outside of the Study Area as the proposals provide an improved discount food store for Uttoxeter.

- 8.52. The remaining 5% will be diverted from Morrisons in Cheadle.
- 8.53. Table 8b estimates the comparison trade diversion of the proposals.
- 8.54. Given the very significant leakage of comparison expenditure from the Study Area at present (circa £108m at 2021), it is estimated that the proposals will divert 60% of their turnover from stores outside of the Study Area, thereby clawing back £3.19m of local expenditure.
- 8.55. Of the remaining 40%, it is estimated that 20% (£1.06m) will be diverted from Uttoxeter town centre, having a 2.2% comparison impact.
- 8.56. A further 15% (£0.8m) will be diverted from other out-of-centre Uttoxeter facilities including Tesco and B&Q, and 5% (£0.27m) from Cheadle town centre, having a 2.7% comparison impact.

Total Impact of the Proposals

- 8.57. Table 9 estimates the total (convenience and comparison) impact on Uttoxeter town centre, taking into account the turnovers, and diversions from, Carters Square shopping centre and Waitrose. Table 9 estimates that the total impact on Uttoxeter town centre will be 4.2%. This is a very low level of impact for a town centre which is healthy, vital and viable and it is unlikely to result in significant adverse impact.
- 8.58. When considering the total impact of the proposals, it is also relevant to note that the proposals are estimated to clawback £3.75m from stores outside of the Study Area, further reinforcing the strength of Uttoxeter in meeting the needs of its local and hinterland residents and improving sustainability by reducing the need to travel.

Summary

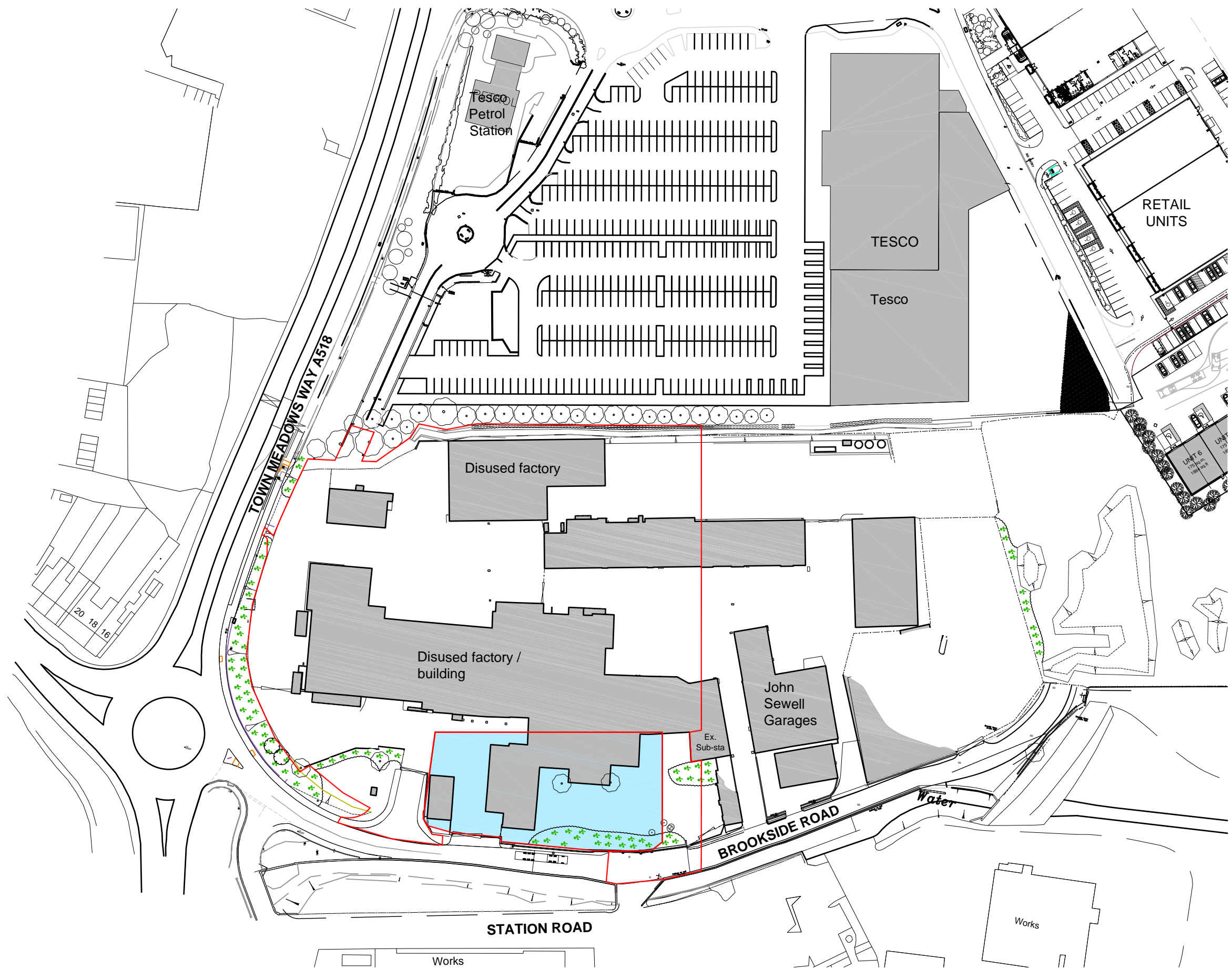
- 8.59. The proposals to provide a replacement Lidl store and two additional retail units have been assessed against the Framework impact assessment criteria. It is relevant that the uplift in floorspace at the proposed Lidl store falls below the convenience impact assessment threshold for Uttoxeter and therefore, an impact assessment of the convenience element of the proposals is not required by policy. We have undertaken this part of the impact assessment at the request of Council officers.
- 8.60. Our quantitative impact assessment assesses the convenience, comparison and total impact of the proposals on Uttoxeter town centre. Our analysis confirms that the proposals will not result in significant adverse impact on Uttoxeter town centre, but that it will facilitate the clawback of additional convenience and comparison expenditure currently leaking outside of the Study Area, thereby reinforcing the ability of local residents to meet their needs in Uttoxeter and reducing the need to travel.
- 8.61. In short, the proposals satisfy the Framework impact test.

9. The Planning Balance and Conclusions

- 9.1. This application seeks planning permission for a new retail food store at an underused brownfield site in the sustainable location in Uttoxeter.
- 9.2. The proposal has been assessed against local and national planning policies. This statement has demonstrated the suitability of the development site for the proposed scheme and that the proposal complies with the retail tests as set out in the East Staffordshire Local Development Plan and the Framework.
- 9.3. The site is sustainably located within an acceptable walking and cycling distance of local bus stops, the train station and Uttoxeter town centre. A new pedestrian access point from the western boundary to the store entrances to reduce the walking distance to the proposed store from the town centre.
- 9.4. The proposed development will have two vehicular access points for customers and a separate service vehicle access to maintain separation of vehicles and therefore safety. A sufficient level of car parking (including parent & child and disabled spaces), motorcycle and bicycle parking is provided. Therefore, the proposal is in accordance with the national and local planning policy.
- 9.5. The proposed development site lies across all three Flood Zones (1-3), but with a large proportion in Flood Zone 3. The proposals include a number of mitigating measures to reduce the risk of flooding on site and within the wider area. Therefore, the proposal is in accordance with the Framework and Strategic Policy 29 of the Local Plan.
- 9.6. The design of the proposed scheme is will be compatible with the adjacent retail and commercial units and wider area. Materials used for construction will be contemporary and will improve the appearance of the site.
- 9.7. The proposal will make an efficient use of brownfield land and provide additional employment in town. The new store will include a number of sustainability measures to reduce the CO emission by 20%, maximise use of natural daylight and reduce energy use. The proposed development is a sustainable development, in accordance with paragraph 7 of the Framework and Strategic Policy 1 of the local plan.
- 9.8. The site has a low environmental value and no protected species were identified on site. Therefore, the proposal is in accordance with Policy 29 of the local plan which seeks to protect, maintain and enhance the biodiversity and geodiversity of the borough.
- 9.9. The site is adjacent to the Uttoxeter Conservation Area however the proposed development is located in a significant distance from the core of the conservation area and will be separated by landscaping. Therefore, the proposal accords with Policy 25 of the local plan and Policy D24 of the neighbourhood plan. Both policies expect new development to take account of heritage assets.
- 9.10. The proposal will create additional jobs within the store and retail units, and indirectly through construction and maintenance. It is anticipated that the development will create approximately 40 new full and part-time jobs in the two retail units in addition to the roles that will be retained and relocated from the existing Lidl store. Every effort will be made to ensure the new jobs go to local people.
- 9.11. The proposed development represents significant investment in Uttoxeter by Lidl and MJ Barratt Developments and confirms their ongoing commitment to Uttoxeter, this is expected to have a positive impact on local investment and confidence in the town.

- 9.12. The proposed development is an appropriate development that accords with planning policy. In line with Paragraph 14 of The Framework, the application should therefore be approved without delay.

Appendix 1



NOTES:

THIS DRAWING IS STRICTLY NOT TO BE USED FOR CONSTRUCTION PURPOSES.

THIS DRAWING CONSISTS OF THE FOLLOWING THIRD PARTY INFORMATION & DRAWINGS:-

Ordnance Survey, received from M J BARRETT DEVELOPMENTS, drg A-02-101, dated OCT 2016, first issue.

Topographical Survey by Green Hatch, drawing 15541a_OGL, received via email on 27/07/2017.

- Detailed Application Boundary (14,638m², 157,562sq.ft)
- Outline Application Boundary (2,562m², 27,577sq.ft)

- TO BE READ IN CONJUNCTION WITH HCD DRAWINGS:
- A-PL-002 - EXISTING SITE PLAN
 - A-PL-003 - PROPOSED SITE PLAN
 - A-PL-004 - PROPOSED STORE PLAN
 - A-PL-005 - PROPOSED RETAIL UNIT BUILDING PLAN
 - A-PL-006 - PROPOSED STORE ROOF PLAN
 - A-PL-007 - PROPOSED RETAIL UNIT ROOF PLAN
 - A-PL-008 - PROPOSED STORE ELEVATIONS
 - A-PL-009 - PROPOSED RETAIL UNIT ELEVATIONS
 - A-PL-010 - PROPOSED SITE SECTIONS

REVISION D	BY: DJW	CHECKED:	DATE: 09/04/2018
Issued for Planning. Red Line Boundaries Updated adjacent sub-station. Scale of drawing changed to 1:500.			
REVISION C	BY: DJW	CHECKED:	DATE: 03/01/2018
Issued for Planning. Red Line Boundaries Updated to include site access junction, service road access/ egress junction, top of pedestrian ramp and Tesco shared site access. Site Boundary area updated.			
REVISION B	BY: DJW	CHECKED:	DATE: 28/11/2017
Issued for Planning. Red Line Boundaries Updated.			
REVISION A	BY: DJW	CHECKED:	DATE: 28/11/2017
Issued for Planning. Red Line Boundaries Updated.			
REVISION *	BY: DJW	CHECKED:	DATE: 15/11/2017
Issued for Planning.			

PLANNING

PLOT DATE:



CLIENT:

**LiDL UK GmbH
BROOKSIDE ROAD
UTTOXETER**

PROJECT:

SITE LOCATION PLAN

DRAWING:

DRAWN BY: DJW SCALE: 1:1250 @ A3 DATE: OCTOBER 2017

Hadfield Cawkwell Davidson

Appendix 2

Appendix 2

National Planning Policy

- 1.1 The National Planning Policy Framework was adopted in March 2012. At the heart of the Framework is a presumption in favour of sustainable development, which should be seen as a 'golden thread' running through plan making and decision taking.

Economic Growth

- 1.2 The Framework requires local planning authorities to meet their objectively identified development needs and to respond positively to wider opportunities for growth.
- 1.3 Paragraph 19 states that significant weight should be placed on the need to support economic growth through the plan system.
- 1.4 The Framework also requires local planning authorities to be flexible to allow for needs not anticipated in the Local Plan and allow for a rapid response to changes in circumstances.

Town Centre Uses

- 1.5 The Framework sets out the approach that local planning authorities should adopt to manage town centre growth. The Framework states that local planning authorities should promote competitive town centres however they should be also setting policies for the consideration of proposals for town centre uses which cannot be accommodated in or adjacent to town centres.
- 1.6 In paragraph 24, the Framework advises that:

"Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan".

- 1.7 Paragraph 26 of the Framework states that developers should submit an impact assessment for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan. The impact assessment should include the following:

"The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and

The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made."

- 1.8 Paragraph 26 of the Framework requires an impact assessment for development which exceeds a proportionate locally set threshold (a default of 2,500sqm where there is no local policy). The local threshold for town centre uses located outside of Uttoxeter Town Centre is 750 sqm.

Transport

1.9 The Framework supports sustainable modes of transport such as public transport, cycling and walking and directs development to accessible locations. It clarifies that development should only be refused on transport grounds, where the residual cumulative impacts of development are severe.

National Planning Policy Guidance

1.10 The National Planning Policy Guidance (the NPPG) was launched in March 2014. It provides additional guidance on policies presented in the Framework.

1.11 The NPPG clarifies that developers will have to undertake a sequential assessment as a part of the planning application. The sequential assessment applies to all main town centre uses proposed outside an existing town centre, and which are not in accordance with an up-to-date local plan.

1.12 The NPPG states that it might be impossible to accommodate all forecast need in a town centre due to physical or other constraints. The application of the sequential test:

“should ensure that any proposed main town centre uses which are not in an existing town centre are in the best locations to support the vitality and vibrancy of town centres, and that no likely significant adverse impacts on existing town centres arise” (Paragraph: 006 Reference ID: 2b-006-20140306).

1.13 The NPPG clarifies:

“Where the proposal would be located in an edge of centre or out of centre location, preference should be given to accessible sites that are well connected to the town centre” (Paragraph: 010 Reference ID: 2b-010-20140306).

Local Planning Policy

East Staffordshire Local Plan (2015)

1.14 The Development Plan currently comprises the adopted East Staffordshire Local Plan (2015) and the Uttoxeter Neighbourhood Plan (made March 2017).

1.15 Strategic Policy 1: East Staffordshire Approach to Sustainable Development presents the local approach in assessing sustainability of a development proposal. It states that there are several principles of sustainable development that should be applied in assessment of a development such as:

- Location with good access to the strategic highway network;
- Convenient and safe to walk, cycle and travel by public transport;
- High quality design which incorporates energy efficient considerations and renewable energy technologies; and
- Designed to protect the amenity of the occupiers of residential properties nearby, and any future occupiers of the development through good design and landscaping.

1.16 Strategic Policy 2: Spatial Hierarchy sets out the location of development in order to deliver the spatial development strategy based on East Staffordshire’s settlement hierarchy. The policy identifies Burton upon Trent and Uttoxeter as main towns, as they are “the most sustainable locations”.

1.17 Strategic Policy 4: Distribution of Housing Growth 2012 – 2013 provides the distribution of new housing across East Staffordshire. The Brookside Industrial Estate, which the application site is a part of, is included in this policy. The site falls within the wider allocation for 90 units.

1.18 Strategic Policy 13: Burton and Uttoxeter Existing Employment Land states that non B class uses will be permitted if the new use is an employment generator which could make a positive contribution to the local economy.

1.19 Strategic Policy 20: Town and Local Centres Hierarchy seeks to direct retail development to the three-tier hierarchy of centres, firstly to town centres of Burton upon Trent and Uttoxeter then to local centres and then to rural centres in order to promote their viability and vitality. Strategic Policy 20 also identifies a need for 4,025 sqm of convenience floorspace across the Overall Catchment Area, which should be shared between retail centres.

1.20 Strategic Policy 21: Managing Town and Local Centres requires a sequential test for sites located outside town centres. Furthermore, an impact assessment will be required to assess the effect of the proposal on defined town centres given it exceeds the relevant local threshold set for Uttoxeter by the Local Plan (750sqm).

1.21 Strategic Policy 25: Historic Environment supports development proposals that protect, conserve and enhance heritage assets and their settings, taking account of their significance, as well as distinctive character.

1.22 Strategic Policy 27: outlines the Council's approach towards development within flood risk areas. Proposals in flood risk areas, or proposals which would affect such areas, will only be permitted where they would not cause unacceptable harm to the following interests:

- The protection and storage capacity of the flood plain, washlands and other areas at risk from flooding;
- Access to watercourses for maintenance;
- The characteristics of surface water run-off;
- The integrity of fluvial defences;
- The drainage function of the natural watercourse system; or
- The necessity for additional public finances for flood defence works.

1.23 All new developments will be expected to incorporate Sustainable Drainage Systems (SUDS). Each system should:

- Discharge clean roof water to ground via infiltration techniques such as soakaways, green roofs, permeable surfaces and street trees etc unless demonstrated by an infiltration test that due to ground conditions this is not possible;
- Limit surface water discharge to the greenfield run-off rate or, where this is demonstrated to not be viable, a reduction from the existing situation;
- Protect and enhance wildlife habitats, heritage assets, existing open spaces, amenity areas and landscape value of the site, as well as being sympathetically designed to meet the needs of the local community.

Uttoxeter Neighbourhood Plan (2017)

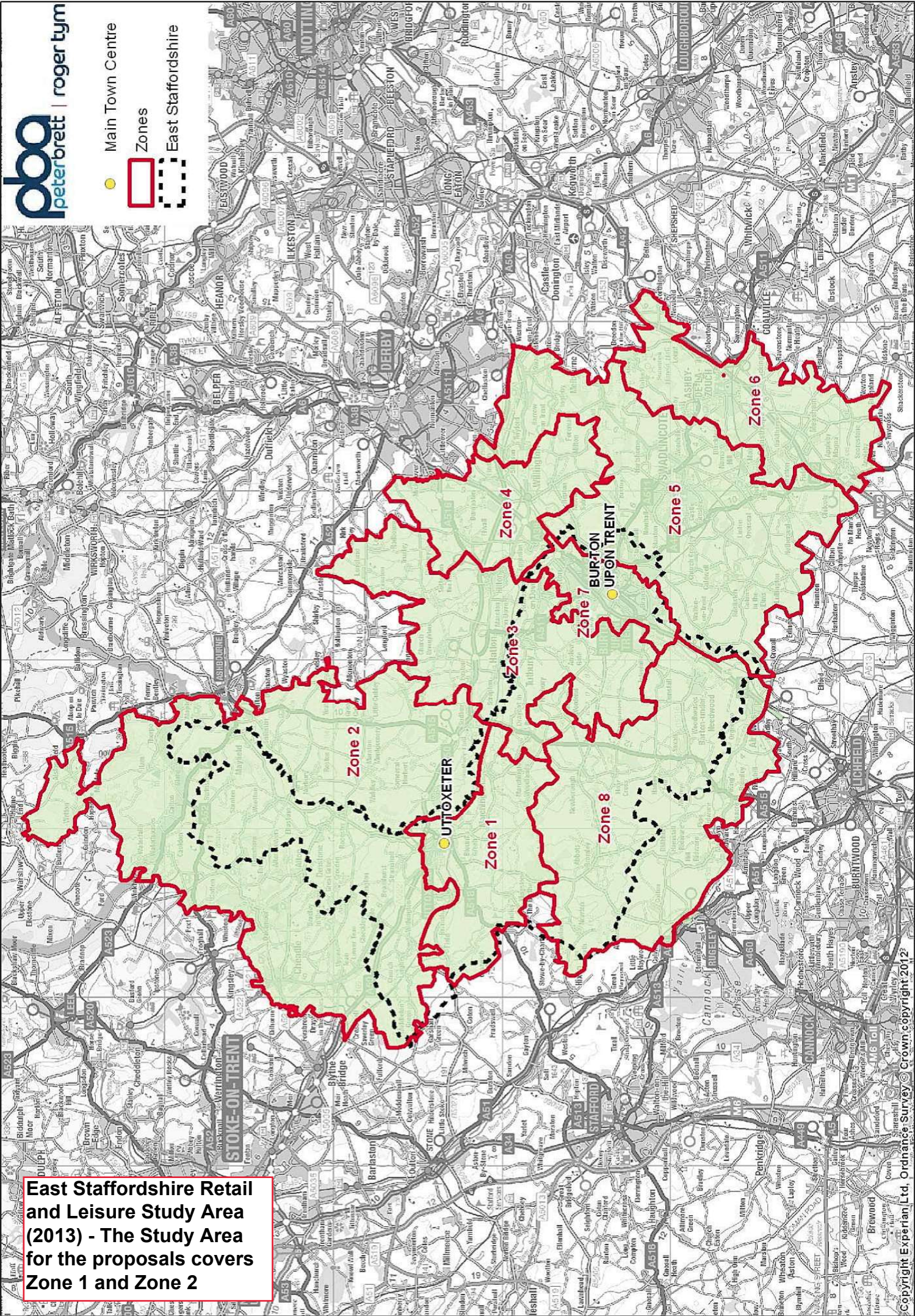
1.24 The application site is designated in the Uttoxeter Neighbourhood Plan for employment and residential use.

1.25 Policy D2: Non-residential Development seeks to ensure high quality design which makes a key contribution to the built form of Uttoxeter.

- 1.26 Policy D4: Heritage Assets states that all new development must take account of its impact on heritage assets across the Neighbourhood Plan Area – both designated and non-designated – seeking to protect and enhance them.
- 1.27 Policy B1: Employment Land permits the change of use from the existing employment land to other employment uses (including offices, retail and other commercial uses). Applications for employment uses on brownfield sites within or adjacent to the town centre, and those within easy access of the A50, will be supported subject to ensuring the amenity of neighbouring uses is protected and in compliance with development plan policies.

Appendix 3

Main Town Centre
Zones
East Staffordshire



East Staffordshire Retail and Leisure Study Area (2013) - The Study Area for the proposals covers Zone 1 and Zone 2

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 1a: Total Available Convenience Expenditure

Table 1b: Total Available Comparison Expenditure

	2016	2018	2021	2026		2016	2018	2021	2026
Zone 1	28.90	29.79	31.12	33.47	Zone 1	43.59	46.49	50.83	60.76
Zone 2	63.34	64.80	66.98	71.09	Zone 2	95.52	101.06	109.38	129.07
Zones 1 and 2 growth from 2018			3.52	9.98	Zones 1 and 2 growth from 2018			12.66	42.28
Zone 3	46.16	47.60	49.76	53.61	Zone 3	73.15	78.05	85.39	102.27
Zone 4	37.60	38.75	40.48	43.38	Zone 4	57.94	61.75	67.46	80.38
Zone 5	155.05	160.71	169.21	183.98	Zone 5	225.96	242.38	267.02	322.78
Zone 6	45.70	46.96	48.85	52.33	Zone 6	66.96	71.18	77.51	92.30
Zone 7	86.19	89.35	94.09	102.47	Zone 7	125.67	134.83	148.56	179.87
Zone 8	33.57	34.23	35.22	37.02	Zone 8	53.91	56.85	61.26	71.58

Notes:

Tables 3a and 3b, Appendix 3 ESRLS 2013

Turnover at 2018 interpolated from the growth in the period 2016 to 2021.

Excludes expenditure on special forms of trading (SFT).

2011 prices.

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 8a: Convenience Trade Diversion

	2021 Turnover	Trade Diversion		Post Diversion	Conv Impact
	£m	%	£m	£m	%
Zone 1					
Uttoxeter town centre	9.32	5%	0.28	9.04	3.0%
Asda, Smithfield Road	20.70	35%	1.97	18.73	9.5%
Waitrose, Trinity Road	21.09	15%	0.85	20.24	4.0%
Total Uttoxeter Town Centre	51.11	55%	3.10	48.01	6.1%
Tesco, Brookside Road, Uttoxeter	31.84	25%	1.41	30.43	4.4%
Tesco Express, New Road	4.83	3%	0.17	4.66	3.5%
Other Zone 1	4.88	2%	0.11	4.77	2.3%
Zone 2					
Morrisons, Well Street, Cheadle	16.63	5%	0.28	16.35	1.7%
Asda, Ashbourne Road, Cheadle	3.46	0%	0.00	3.46	0.0%
Other Zone 2	4.16	0%	0.00	4.16	0.0%
Outside Zones 1 & 2	98.10	10%	0.56	97.54	
Total		100%	5.64		

Table 8b: Comparison Trade Diversion

	2021 Turnover	Trade Diversion		Post Diversion	Comp Impact
	£m	%	£m	£m	%
Zone 1					
Uttoxeter town centre	49.12	20%	1.06	48.06	2.2%
Tesco, Brookside Road, Uttoxeter	4.50	10%	0.53	3.97	11.8%
B&Q, Uttoxeter Retail Park	3.02	3%	0.16	2.86	5.3%
Other Zone 1	2.53	2%	0.11	2.43	4.2%
Zone 2					
Cheadle Town Centre	9.99	5%	0.27	9.72	2.7%
Other Zone 2	0.27		0.00	0.27	0.0%
Outside Zones 1 & 2	160.21	60%	3.19	157.02	
Total		100%	5.32		

Notes:

Trade diversions are Indigo estimates.

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 3a: Convenience Turnover 2018

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Total
Zone 1									
Tesco, Brookside Road, Uttoxeter	15.26	12.78	1.07	0.00	0.00	0.00	0.00	1.52	30.64
Uttoxeter town centre	5.17	2.89	0.08	0.00	0.00	0.00	0.00	0.00	8.14
Lidl, Town Meadows Way	2.95	1.69	0.00	0.00	0.00	0.00	0.00	0.00	4.64
Tesco Express, New Road	2.30	2.11	0.24	0.00	0.00	0.00	0.00	0.05	4.69
Other Zone 1	0.08	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.08
Sub-total Uttoxeter	25.77	19.47	1.39	0.00	0.00	0.00	0.00	1.57	48.19
Zone 2									
Morrisons, Well Street, Cheadle	0.27	15.76	0.05	0.00	0.00	0.00	0.00	0.00	16.09
Asda, Ashbourne Road, Cheadle	0.00	3.34	0.00	0.00	0.00	0.00	0.00	0.00	3.34
Other Zone 2	0.00	2.86	0.03	0.00	1.11	0.00	0.00	0.00	4.00
Total Zones 1 & 2	26.04	41.44	67.48	71%					

Leakage from Zones 1 & 2	3.75	23.35	27.10	29%
Burton on Trent	1.29	0.32		
Ashbourne	0.08	7.48		
Stoke on Trent	0.00	5.60		
Elsewhere	2.38	9.95		

Table 3b: Convenience Turnover 2021

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Total
Zone 1									
Tesco, Brookside Road, Uttoxeter	15.95	13.21	1.12	0.00	0.00	0.00	0.00	1.57	31.84
Uttoxeter town centre	5.41	2.99	0.08	0.00	0.00	0.00	0.00	0.00	8.47
Lidl, Town Meadows Way	3.08	1.75	0.00	0.00	0.00	0.00	0.00	0.00	4.83
Tesco Express, New Road	2.40	2.18	0.25	0.00	0.00	0.00	0.00	0.05	4.88
Other Zone 1	0.08	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.08
Sub-total Uttoxeter	26.92	20.13	1.45	0.00	0.00	0.00	0.00	1.62	50.11
Zone 2									
Morrisons, Well Street, Cheadle	0.28	16.30	0.05	0.00	0.00	0.00	0.00	0.00	16.63
Asda, Ashbourne Road, Cheadle	0.00	3.46	0.00	0.00	0.00	0.00	0.00	0.00	3.46
Other Zone 2	0.00	2.96	0.03	0.00	1.17	0.00	0.00	0.00	4.16
Total Zones 1 & 2	27.20	42.84	70.04	71%					

Leakage from Zones 1 & 2	3.92	24.14	28.06	29%
Burton on Trent	1.34	0.33		
Ashbourne	0.09	7.73		
Stoke on Trent	0.00	5.79		
Elsewhere	2.49	10.28		

Notes:

Tables 3a and 4a

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 4a: Comparison Turnover 2018

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Total
Zone 1									
Uttoxeter town centre	14.18	15.06	1.17	0.00	0.00	0.00	0.00	0.40	30.81
Tesco, Brookside Road, Uttoxeter	2.18	1.82	0.08	0.00	0.00	0.00	0.00	0.06	4.14
B&Q, Uttoxeter Retail Park	1.53	1.01	0.00	0.06	0.00	0.00	0.00	0.17	2.78
Other Zone 1	1.26	1.01	0.00	0.06	0.00	0.00	0.00	0.00	2.33
Sub-total Uttoxeter	19.15	18.90	1.25	0.12	0.00	0.00	0.00	0.63	40.05
Zone 2									
Cheadle Town Centre	0.23	8.99	0.00	0.00	0.00	0.00	0.00	0.00	9.23
Other Zone 2	0.05	0.20	0.00	0.00	0.00	0.00	0.00	0.00	0.25
Total Zones 1 & 2	19.43	28.10	47.53	32%					

Leakage from Zones 1 & 2	27.05	72.97	100.02	68%
Burton on Trent	10.04	3.64		
Derby	5.07	13.44		
Stoke on Trent	4.04	26.68		
Elsewhere	7.90	29.21		

Table 4b: Comparison Turnover 2021

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Total
Zone 1									
Uttoxeter town centre	15.50	16.30	1.28	0.00	0.00	0.00	0.00	0.43	33.51
Tesco, Brookside Road, Uttoxeter	2.39	1.97	0.09	0.00	0.00	0.00	0.00	0.06	4.50
B&Q, Uttoxeter Retail Park	1.68	1.09	0.00	0.07	0.00	0.00	0.00	0.18	3.02
Other Zone 1	1.37	1.09	0.00	0.07	0.00	0.00	0.00	0.00	2.53
Sub-total Uttoxeter	20.94	20.45	1.37	0.13	0.00	0.00	0.00	0.67	43.57
Zone 2									
Cheadle Town Centre	0.25	9.73	0.00	0.00	0.00	0.00	0.00	0.00	9.99
Other Zone 2	0.05	0.22	0.00	0.00	0.00	0.00	0.00	0.00	0.27
Total Zones 1 & 2	21.25	30.41	51.65	32%					

Leakage from Zones 1 & 2	29.58	78.97	108.56	68%
Burton on Trent	10.98	3.94		
Derby	5.54	14.55		
Stoke on Trent	4.42	28.88		
Elsewhere	8.64	31.61		

Notes:
Tables 3b and 4b

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 5: Turnover of New Retail Facilities

	Gross sqm	Net Sales sqm		Net Floorspace sqm	Sales Density £/sqm	Turnover £m
Carters Square Shopping Centre						
Asda	2,880	2,304	convenience	2,066	10,021	20.70
Retail Units	2,300	1,578	comparison	1,578	5,386	8.50
Waitrose, Trinity Road	4,181	2,718	convenience	2,090	10,091	21.09
			comparison	627	6,000	3.76

Notes:

Asda gross floorspace taken from application material (ref: P/2012/00771).

Asda net:gross ratio assumed to be 80%. Convenience floorspace taken from application material.

Asda and Waitrose convenience sales densities are taken from Retail Rankings 2018, adjusted to 2011 prices.

Carters Square comparison sales density is taken from ESRLS 2013 (Table 7, Appendix 3).

Waitrose gross, net floorspace figures and conv/comp spilt taken from application material (ref:OU/05254/018/JR/PO).

Waitrose comparison sales density is an Indigo estimate.

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 6: Turnover of Uttoxeter town centre in 2021

	Convenience	Comparison	Total
Uttoxeter town centre	9.32	36.86	
Carters Square/Asda	20.70	8.50	
Waitrose	21.09	3.76	
Total	51.11	49.12	100.24

Notes:

Turnover of Uttoxeter town centre taken from Tables 3b and 4b + 10%.

Turnover of Carters Square /Asda and Waitrose taken from Table 5.

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 7: Turnover of the Proposals

	Gross	Net Sales	Sales Density	Turnover	Inflow	Turnover from
	sqm	sqm	£/sqm	£m	%	Study Area
						£m
Existing Lidl	1,517			4.83		4.83
Lidl	2,125	1,325	7,903	10.47		10.47
Difference	608			5.64		5.64
Retail Unit 2	700	560	5,000	2.80	5%	2.66
Retail Unit 3	700	560	5,000	2.80	5%	2.66
Total	4,133	2,445		11.24		10.96

Notes:

Net:gross ratio for retail units is assumed to be 80%.

Turnover of existing Lidl taken from Table 4b.

Lidl sales density from Retail Rankings 2018, adjusted to 2011 prices.

Retail units sales density taken from Table 7, Volume 3, ESRLS 2013.

Inflow to retail units is Indigo estimate.

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 8a: Convenience Trade Diversion

	2021 Turnover	Trade Diversion		Post Diversion	Conv Impact
	£m	%	£m	£m	%
Zone 1					
Uttoxeter town centre	9.32	5%	0.28	9.04	3.0%
Asda, Smithfield Road	20.70	35%	1.97	18.73	9.5%
Waitrose, Trinity Road	21.09	15%	0.85	20.24	4.0%
Total Uttoxeter Town Centre	51.11	55%	3.10	48.01	6.1%
Tesco, Brookside Road, Uttoxeter	31.84	25%	1.41	30.43	4.4%
Tesco Express, New Road	4.83	3%	0.17	4.66	3.5%
Other Zone 1	4.88	2%	0.11	4.77	2.3%
Zone 2					
Morrisons, Well Street, Cheadle	16.63	5%	0.28	16.35	1.7%
Asda, Ashbourne Road, Cheadle	3.46	0%	0.00	3.46	0.0%
Other Zone 2	4.16	0%	0.00	4.16	0.0%
Outside Zones 1 & 2	98.10	10%	0.56	97.54	
Total		100%	5.64		

Table 8b: Comparison Trade Diversion

	2021 Turnover	Trade Diversion		Post Diversion	Comp Impact
	£m	%	£m	£m	%
Zone 1					
Uttoxeter town centre	49.12	20%	1.06	48.06	2.2%
Tesco, Brookside Road, Uttoxeter	4.50	10%	0.53	3.97	11.8%
B&Q, Uttoxeter Retail Park	3.02	3%	0.16	2.86	5.3%
Other Zone 1	2.53	2%	0.11	2.43	4.2%
Zone 2					
Cheadle Town Centre	9.99	5%	0.27	9.72	2.7%
Other Zone 2	0.27		0.00	0.27	0.0%
Outside Zones 1 & 2	160.21	60%	3.19	157.02	
Total		100%	5.32		

Notes:

Trade diversions are Indigo estimates.

BROOKSIDE BUSINESS PARK, UTTOXETER

Table 9: Total Impact - Uttoxeter town centre

	Convenience	Comparison	Total
2021 Turnover (£m)	51.11	49.12	100.24
Trade Diversion (£m)	3.10	1.06	4.17
Impact (%)	6.1%	2.2%	4.2%

Notes:

Turnovers taken from Table 6.

Trade Diversions taken from Table 8.

