



Telford & Wrekin Council

Retail & Leisure Capacity Study and Health Check

Final Report

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## 1.0 Introduction

### Instruction

- 1.01 WYG Planning & Environment ('WYG') was commissioned by Telford & Wrekin Council (T&WC) in February 2013 to undertake a Borough-wide Retail and Leisure Capacity Study and Health Check ('the Retail Study'). The key purpose of this Study is to act as the evidence base to assist in the formulation of future development plan policy, as well as providing baseline information to assist in the determination of planning applications for retail and leisure development. The Study updates and supersedes the previous Retail and Leisure Study completed by WYG in 2006 and the Retail and Leisure Study (Town Centre Capacity Update) which reported in 2009.
- 1.02 The Study explores retail need and capacity over the period to 2031 and provides an up to date review of the performance of main town centres and district centres across the Borough. This is of particular importance given the downturn in the UK economy since the reporting of the 2006 Study which has had a notable impact on the retail and leisure sectors.
- 1.03 The Study includes new empirical research, with a shopping survey of 800 households being undertaken by NEMS Market Research Limited in March and April 2013. The Study Area for the survey comprises eight zones which are based on postcode areas grouped around one or more of the existing main town and district centres. The Retail Study also draws upon the most recently published Experian MicromarketerG3 population and expenditure data (September 2012) in order to establish the up to date position with regard to both convenience and comparison goods capacity.

### Structure of Report

- 1.04 Our report is structured as follows:
- Section 2 provides a context for the Retail Study by providing an analysis of key retail trends;
  - Section 3 considers the up to date position in respect of relevant retail and town centre planning policy;
  - Section 4 sets out a review of the findings of the household survey results and considers changes to local shopping patterns that have occurred since 2006;
  - Section 5 sets out an overview of the vitality and viability of the Borough's town and district centres;
  - Section 6 sets out current and future population and expenditure levels within the Study Area;
  - Section 7 provides our assessment of the quantitative need for further convenience and comparison goods floorspace over the assessment period;



- Section 8 considers future leisure capacity over the plan period; and
- Section 9 provides our recommendations in respect of the Council's future retail and leisure strategy.



## 2.0 Current and Emerging Retail Trends

### Introduction

- 2.01 The retail property landscape across the UK has evolved significantly over the past 50 years, from post-war redevelopment in town centres, through to the emergence of retail warehouse parks and out-of-town regional shopping malls. For most of this period, the retail and leisure sectors have experienced considerable expenditure growth, which has been attributed to a number of factors, including greater disposable income, availability of credit, new technology and a general overall increase in our standard of living. However, recent economic conditions have had a clear impact on expenditure and convenience goods spending per capita has actually reduced in recent years. The way in which goods are purchased has also altered due to the increased popularity of 'e-tailing', which now claims more than one in every ten pounds spent in the UK.
- 2.02 The retail and leisure market and the need for new development continually evolves as a result of numerous factors including demographics, consumer demands, car ownership, planning policy and technological advancements. The share of retail spending has undergone a significant shift in the decade since 2002, with Verdict identifying that town centre spending as a proportion of overall spending declined from 47.7% to 39.9% at 2012. In contrast, spending in out of centre locations has increased over the same period by 2.1% and non-store locations by 6.6%<sup>1</sup>. These changes have had a major impact on the format and location of retail and leisure floorspace, which has led to recent Governments reaffirming their commitment to the 'town centre first' policy approach that is now outlined in the National Planning Policy Framework (NPPF) (March 2012).

### Current Retail Picture

- 2.03 A recent report by Colliers<sup>2</sup> provides information regarding recent trends, together with forecasts for the future of retailing in the UK. The findings confirm that the retail sector has been significantly affected by the wider economic climate and that there is considerable uncertainty about the strength and durability of future growth. It is noted that whilst sales volumes and footfall were high at the start of 2011, the UK economy entered a double dip recession in the latter months of 2011 and the retail market has since continued to decline. The significant reduction in Government spending is also impacting on economic growth, and the UK unemployment rate was recorded at 7.7% in September 2013.

<sup>1</sup> 'UK Out of Town Retailing', Verdict Datamonitor, April 2012

<sup>2</sup> 'National Retail Barometer: Summer 2013', Colliers, August 2013



- 2.04 These factors have had a significant impact on the public's general confidence, thereby reducing their propensity to spend their earnings on retail goods. Since 2010 there have also been increases in taxation (for example in VAT, national insurance contributions and capital gains tax) which also impact upon households' spending. Furthermore, inflation has risen to a level beyond average earnings growth and, at the time of reporting, the national inflation rate is 2.7% (August 2013). The delay in reviewing business rates is also identified by both Portas<sup>3</sup> and Grimsey<sup>4</sup> as a key factor affecting the success of many operators, with the Grimsey Review in particular recommending that the 2015 business rates revaluation of property values should be reintroduced immediately and that business rates should be frozen from 2014.
- 2.05 The current economic conditions are resulting in significant structural changes to the high street, whereby the pressure on retailers to remain solvent has meant that many are showing increased signs of caution in investment decisions. In particular, retailers are rationalising their physical store portfolios by reducing their number of stores, abandoning their representation in weaker centres and concentrating on acquiring sites in city centres and major regional shopping centres. These steps have been taken by many well-known high street operators (including Optical Express which announced the closure of 40 stores in October 2012 and Thorntons which announced plans to close 180 stores in June 2011) and are considered necessary in order for operators to secure their future.
- 2.06 To address this, many retailers are re-negotiating their lease terms with landlords in order to enable them to switch from quarterly rents to monthly agreements, with several high street firms (including Monsoon and New Look) trying to ease the cash flow burden of paying rent three months in advance. Furthermore, some retailers are finding it increasingly difficult to justify being represented in every town in the UK and in less profitable markets. As a consequence, demand has reduced considerably for 'poorer quality premises' in secondary locations and in many smaller towns with a commensurate drop in value (and often rent). Large cities and towns are likely to suffer less compared to smaller centres, given that they provide an enhanced choice for customers and offer the greater retail and leisure 'experience' that consumers increasingly desire.
- 2.07 In summary, there has been a marked polarisation and divergence in retailer spending, characterised by diminishing demand for secondary premises in smaller peripheral centres and increasing interest for well located and appropriately configured floorspace in key centres. It is evident that whilst Central London, regional city centres and regional shopping malls are relatively stable, a significant

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<sup>3</sup> 'The Portas Review', December 2011

<sup>4</sup> 'The Grimsey Review – An Alternative Future for the High Street', September 2013



number of small and medium sized towns will need to implement innovative ideas in order to improve spending rates and reduce trade leakage.

- 2.08 In terms of prime retail rental values, Colliers<sup>5</sup> notes that national rates fell by an average of -0.9% in 2011 and by a further -1.2% in 2012, with the average national prime retail rent now being £110 per sq.ft. Colliers also reports that there is a marked regional variation in the rental rates, with London the only region to achieve rental growth over the 12 months to June 2012. In contrast, several other regions experienced significant reductions in their average prime rental values during the 12 month period to June 2012, notably Wales (-8.4%), the East Midlands (-5.7%), West Midlands (-3.7%), North West (-2.1%) and Yorkshire and the Humber (-1.8%).
- 2.09 Given current spending patterns and the wider uncertain economic climate, it is unsurprising that Experian, which monitors and forecasts retail consumer expenditure in the UK, has reviewed its forecast growth rates for both convenience and comparison goods expenditure in recent years. Experian's<sup>6</sup> forecast annual per capita convenience goods growth rate is now -0.6% at 2013, -0.3% at 2014 and +0.1% at 2015. However, forecast annual per capita comparison goods growth rates are slightly more positive than in previous years, with growth of +3.2% forecast at 2013, +2.3% at 2014 and +2.8% at 2015. Whilst this is encouraging, it is evident that these forecast growth rates are still well below the annual growth rates which were recorded (between 4% and 6%) prior to the economic downturn.
- 2.10 It has been widely reported that a number of high street retailers suffered poor trading figures during 2009 and 2010, resulting in many operators going into administration. Indeed, despite heavy discounting over the 2008 festive period and the reduction in VAT from 17.5% to 15.0% until January 2010, a significant number of 'big name' retailers went into administration in 2008 and 2009, including Woolworths, Adams and Zavvi. Whilst retail administrations fell considerably in 2010, a further number of high street brands were affected in that year including Envy, Ethel Austin, Habitat, Faith Shoes and Suits You. In the first five months of 2012, 30 retailers had gone into administration affecting 3,000 stores, including Blacks Leisure (300 stores), GAME (333 stores) and Peacocks (550 stores). In the second quarter of 2012, Clinton Cards went into administration, though 397 stores were subsequently purchased by Lakeshore, a subsidiary of supplier American Greetings. JJB Sports also fell into administration in September 2012, and whilst 20 of the stores were sold to Sports Direct, the remaining 133 units have closed. In April 2013 HMV was rescued as part of a £50m deal which allowed 131 out of a total of 223 stores to remain open.

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<sup>5</sup> Ibid

<sup>6</sup> Experian Retail Planner Briefing Note 11, October 2013



- 2.11 The Retail Futures 2018 report notes that, since 2008, 148 large and medium-scale retailers, which collectively employed 110,000 staff, have gone into administration<sup>7</sup>. It also predicts that overall store numbers are expected to fall by 61,930 (-22.0%) between 2012 and 2018, with the main impact to be upon non-food stores. The report estimates that 316,000 people will become unemployed, permanently or temporarily, as a result of these store closures.
- 2.12 Despite the difficulties outlined above and the general decline in the comparison goods sector, other specific types of goods continue to perform well. The market for recreational goods has, on the whole, performed well in recent years, with healthy growth attributed to supermarket sales together with the growing popularity of online shopping, which continues to see an increase in sales year-on-year. However, the manner in which such purchases are made has changed considerably, with the increasing popularity of the internet to purchase books and music having a notable impact on the composition of town centres, with such stores all but disappearing from the high street. Other businesses have experienced growth in the last two years, with a +12.4% increase (over 1,100 stores) in 'value-related retailing' outlets, including second-hand, discount and charity shops. The Grimsey Review also makes reference to the expansion of pawnbrokers, pay-day lenders and betting shops which have collectively experienced a 17% growth in the number of outlets since 2011.

### Trends in Comparison Goods Shopping

- 2.13 Whilst it is not anticipated that growth in retail spending over the next ten years will mirror that achieved after the turn of the millennium, there is expected to be some growth in comparison goods expenditure in coming years. Consequently, there is an increasing focus from retailers on achieving more efficient use of their floorspace, particularly given the recent poor performance of certain national multiples, many of which have been affected by the significant increase in e-tailing and increases in rental levels secured before 2008. As a result of the current economic climate, retailers are more reluctant to commit to new development than they have been in previous decades. Instead, they are more selective and are holding out for accommodation that is appropriate both in terms of location and the type of premises provided. Indeed, retailers are seeking to occupy larger units in order to achieve more efficient use of floorspace and attract shoppers from a wider area. These larger floor plates enable operators to provide a greater range of goods; for example, in 2011, Primark opened one million sq.ft of new retail space.
- 2.14 International market conditions and price deflation in some key sectors have also meant that many high street names are becoming increasingly vulnerable to takeover. This is being pursued through

<sup>7</sup> 'Retail Futures 2018', Centre for Retail Research, May 2013



disposals, company voluntary administrations (CVAs), informal arrangements with landlords, lease expiries and break options. More generally, whilst there is likely to be continued demand for larger, modern retail units in the future, increased sensitivity over future viability will mean a cautious approach to new investment for many key national retailers. Marginal locations within centres will increasingly be rejected. Many national retailers, who would have previously considered smaller/lower order centres in order to increase their market share, are now assessing their future strategies given the ongoing downturn in the economy. Consequently, many investment decisions will be influenced by the scale of commitment from other retailers; developers will increasingly need to promote large town centre redevelopment schemes if they are to attract high quality retailers.

### Trends in Food Retailing

- 2.15 In the aftermath of the growth in the number of edge and out of centre large format supermarkets during the 1990s, development of such facilities is now more limited due to stricter planning laws (following the publication of PPS4 and subsequently the NPPF) and a lack of suitable sites. As a result, the national multiples in the food retailing sector are finding a range of other measures to improve their market share. These include:
- Offering a wider product range, such as financial and insurance products, petrol and non-food goods;
  - Developing a wide range of retail models, for example small-format convenience stores in town centres (e.g. Sainsbury's Local, Tesco Express), smaller supermarkets mostly in town centres (e.g. Tesco Metro), superstores (e.g. Tesco) and hypermarkets (e.g. Tesco Extra, Asda Supercentres);
  - Extended opening hours;
  - Offering cheap products and no-frills service;
  - Providing an attractive and powerful brand image; and
  - Offering a home delivery service.
- 2.16 Mintel<sup>8</sup> identifies that the recession – allied with a period of higher inflation – has had an impact on consumer behaviour and the wider dynamics of grocery retailing. Price, or specifically value, is now identified as the key issue for consumers, and more shoppers are assessing whether purchases represent value for money. Shoppers now realise that they are able to 'trade down' and switch to own-label ranges to save money without sacrificing on quality. Indeed, customers are mixing value and premium in the same basket. It is noted that as weekly food budgets fall and consumers alter their shopping habits, growth will be limited and the battle for market share will intensify further.

<sup>8</sup> 'Food & Drink Retailing', Mintel, March 2013



Winning a share of consumer spend will require more than low prices, with shoppers increasingly seeking to source high-quality, good value food.

- 2.17 The changing UK demographics are also having a major impact on the food and grocery sector. For example, there has been a rise in single occupancy young professional households who are 'time poor' and relatively 'cash rich'. Though their baskets might be small, they tend to buy higher value items, therefore providing an opportunity to boost volume and value growth. Elsewhere, an ageing population profile is leading to a rise in time rich consumers who are likely to make more frequent small trips rather than do large weekly shops. The contrasting requirements of these markets means that retailers are seeking to open a variety of stores with a particular current focus on small convenience stores.
- 2.18 Verdict<sup>9</sup> estimates that the food and grocery sector was worth £136.0 billion in 2013, equating to an annual growth of 3.2%, representing 43.7% of total retail spend. The four key supermarket chains in the UK have respective market shares of 28.7% (Tesco), 15.9% (Asda), 15.6% (Sainsbury's) and 10.1% (Morrisons). National multiple retailers, including the Co-operative Food (5.1%), Waitrose (4.0%) and Aldi (3.6%), represent a total grocery market share of 90.8%.
- 2.19 More recently, there has been a slowdown in the growth plans of the majority of the principal supermarket operators. Tesco, for example, indicated in April 2013 that it would scrap plans for 100 major store developments and would instead focus on developing medium size units. It is also in the process of investing around £1 billion on improving its current stores and adding new elements, including bakeries and restaurants (notably the Giraffe chain which it purchased in March 2013) which, it hopes, will make the store environment more attractive and encourage shoppers to spend more time and money there. Asda is the second largest supermarket retailer in the UK, with more than 550 stores nationwide. In 2011, Asda opened 22 new stores and acquired 193 Netto stores which allowed the company to increase its smaller store portfolio. However, as a result of Competition Commission laws, it was later required to sell 47 of the stores to other retailers, including Morrisons. Asda has recently focused investment on its smallest store formats (known as Asda Supermarket), with the company having aspirations to deliver 250 such stores by 2015. Morrisons intend to deliver 2.5 million sq.ft of new retail floorspace by 2013/2014, both through the continued development of large foodstore schemes and the new small scale M-Local convenience format store. Due to the success of the initial trials, Morrisons now intend to open 50 additional M-Local stores by 2013/2014. The discount supermarket chain Aldi made a pre-tax profit of £57.8m in 2011, when it opened 29 new UK

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<sup>9</sup> 'UK Food & Grocery – Verdict Sector Report', Verdict, October 2013



stores. It is currently seeking to develop a further 40 stores by the end of 2013, thus bringing its total number of UK stores to over 500.

- 2.20 The role of supermarkets also continues to develop, with the large operators now offering a greater diversity of goods and services, via a larger number of formats and locations. Food and non-food sales are also increasingly being driven by large supermarket growth, with half of town centres now competing with five or more supermarkets within a two mile radius<sup>10</sup>. Whilst the exact impacts which will arise from the opening of a new supermarket are dependent on local circumstances, BCSC notes that there has been a significant decline in the number of independent food retailers over recent years, including a reduction of 45% between 1996 and 2007 in the number of greengrocers. Over the same time period the market share of total retail sales secured by supermarkets has increased from 38% to 42%.

## Leisure Sector

- 2.21 The daytime and evening leisure sector has undergone a major shift in the last five years, with the reduction in the income levels of consumers having an impact on their ability to spend on these types of discretionary activities and items. Mintel calculated that the total UK leisure market was worth almost £70 billion in 2012, only 0.2% higher than in 2007<sup>11</sup>. A review of the leisure activity participation and frequency levels indicates that eating and drinking out of the home still remain the most popular activities which people do on a monthly basis, with the cinema the next most popular of the non-food and drink-led activities. Other activities, including going to a theatre, doing tenpin bowling and visiting a zoo are, on average, undertaken less frequently and this reflects their greater average cost. It is expected that the difficult trading conditions for the leisure sector are set to continue for several more years as a result of the shortfall in the amount of money that consumers have available to spend.
- 2.22 The number of leisure centres and swimming pools has increased in the past five years and whilst there has been a demand on public finances due to budget constraints and in some cases Council's have had to scale back services, Mintel notes that 38% of adults currently use a health centre or swimming pool<sup>12</sup>. In addition, the health and fitness private sector had a market value of approximately £3.9 billion<sup>13</sup> in March 2012, an increase of 1.5% over the previous twelve month period. Mintel note that whilst only 15% of adults currently use a private health and fitness club, the potential for a further expansion of the market remains strong. The health and fitness sector is

<sup>10</sup> 'What Does the Future Hold for Town Centres?', BCSC, September 2011

<sup>11</sup> 'Leisure Review,' Mintel, December 2012

<sup>12</sup> 'Leisure Centres and Swimming Pools', Mintel, January 2013

<sup>13</sup> 'State of the UK Fitness Industry', The Leisure Database Company, June 2013



dominated by the David Lloyd Leisure and Virgin Active operators with these two health clubs having approximately 455,000 and 435,000 members<sup>14</sup>. There has also been a rapid growth in the number of the no-contract budget club operators, with Pure Gym (260,000 members) and The Gym (255,000 members) ranked fourth and fifth in the list of leading chains behind DW Sports Fitness which has 275,000 members. Mintel identifies that there has been a growth in the popularity of innovative exercise classes and technological features to attract additional people to these clubs, with many of the higher end clubs also adding spa facilities to their offer.

- 2.23 In terms of other leisure activities, the cinema sector is performing well, with the most recent data indicating that there were 173 million UK cinema admissions in 2012, an increase of 0.5% since 2011. The eating out market has grown by around 8% over the 2008-13 period to an estimated £32.1 billion. It recognises however that this has largely been driven by inflation, with consumer demand muted by the ongoing low consumer confidence levels<sup>15</sup>. Mintel also record<sup>16</sup> that 31% of respondents to their survey in September 2012 identified that they visited the cinema 'monthly or more often,' followed by 14% going to a nightclub, 12% visiting a museum, gallery or exhibition, 9% going to the theatre and 7% going tenpin bowling.

### Out of Centre

- 2.24 Despite the 'town centre first' planning policies which have been adopted by recent Governments, research undertaken by Verdict<sup>17</sup> indicates that between 2007 and 2012, the amount of out of centre floorspace increased by 23%. However, in very recent years, Colliers notes that the demand for out of centre representation has been limited, with those retailers seeking to acquire stores having a pick of vacant stock which has been made available through the administration of MFI (in November 2008), Land of Leather (in January 2009) and Focus DIY (in May 2011), amongst others. However, only five major out-of-town retailers have failed since June 2011, these being Allied Carpets, Clintons, Comet, GAME and Peacocks.
- 2.25 The national average vacancy rate in out of centre retail warehouses in 2012 was 3.9%, an increase of 0.3% since 2011. Some of the voids created by the administrations remain un-let and the flooding of the market with so much unwanted space has acted to reduce rents. Retailers who have had their pick of the best stores include Dunelm, Pets at Home, Dreams, Matalan, Dixons Group, Go Outdoors, B&M, Mothercare, Next Home and TK Maxx.

<sup>14</sup> 'Health and Fitness Clubs', Mintel, June 2013

<sup>15</sup> 'Eating Out Review', Mintel, June 2013

<sup>16</sup> 'Leisure Review', Mintel, December 2012

<sup>17</sup> 'UK Out of Town Retailing', Verdict Datamonitor, April 2012



2.26 Looking forward, Colliers indicates that whilst out of centre locations have witnessed low levels of development during the last two years, it is estimated that one million sq.ft of new space was completed in 2012. There are also an increasing number of retailers acquiring larger stores, including several department-store type format operators including John Lewis Home, M&S and Primark. The large out of centre Oakgate scheme which was approved by the City of York Council in May 2012, for example, will accommodate M&S, John Lewis and Next stores and is due to open in March 2014.

### Shopping Centre Development

2.27 It is evident that shopping centre retail development is currently at a virtual standstill and that little activity is anticipated over the next few years. Colliers suggests that the UK will never see a return to the level of shopping centre openings that was evident in recent times. Whilst the Trinity development in Leeds City Centre opened in March 2013 with 90% of the units pre-let, it is the only major retail development which is due to open in the UK in 2013. In contrast to the average level of completions over the last five years (3.9 million sq.ft per annum), this level of shopping centre development is by comparison very modest. In 2008, for example, almost 8 million sq.ft of new floorspace opened across 14 new schemes nationwide.

2.28 Viability is considered almost impossible to achieve no matter how well designed or well located a scheme is. There are three types of scheme which may still be successful in the current challenging economic climate. The first of these will be where a town has a large, affluent catchment and an acknowledged undersupply of retail floorspace in both town centre and out-of-town locations. The second scenario relates to schemes which were very close to happening before the recession took hold, which may be revised to better meet the current needs of the market. Barnsley, Macclesfield, Bradford and Lichfield are examples of such schemes. The third opportunity relates to development where the key anchor is a foodstore and, as a result, demand remains strong.

2.29 Proposed schemes which will conform to one of these models are considered to be few and far between, and for development to begin again in earnest, it will be necessary for improvements in retailer demand, a strengthening of rental levels, further improvement in the investment market and, critically, the availability of finance at viable levels to occur. For those towns without an oversupply of floorspace and with sites which can be brought forward without excessive levels of cost, some development may be able to be brought forward within the next five years. However, such opportunities may be the exception rather than the rule.

2.30 In addition to their retail offer, consumers are increasingly travelling to larger centres for their overall experience and to use the leisure facilities. Colliers notes that the largest destinations draw from a



wide catchment, hence the need to retain consumers for as long as possible. In the past, it was recognised that non-retail uses typically occupied less than 10% of the space, though this has increased in recent schemes, including Westfield in Stratford where catering and leisure units occupy over 20% of the space.

### Growth in E-tailing ('E-Commerce')

- 2.31 Many consumers who previously shopped in town centres and at retail parks are now using the internet for some of their purchases. It is estimated that internet sales accounted for 9.7% of all UK retail spending at August 2013<sup>18</sup> and this trend is set to continue. Mintel estimate that e-commerce sales in the UK was £28.9 billion in 2012, with store-based retailers accounting for 54% of online retail sales<sup>19</sup>.
- 2.32 The rise in recent years of e-commerce has had a major impact upon retailers, developers and investors alike, with the top 10 e-retailers in 2012 including Amazon UK (16%), Shop Direct (5%), and Next (4%)<sup>20</sup>. As access to the internet/online shopping continues to grow through digital televisions, tablets and mobile phones, proportionally less money is anticipated to be spent on the high street or at retail parks.

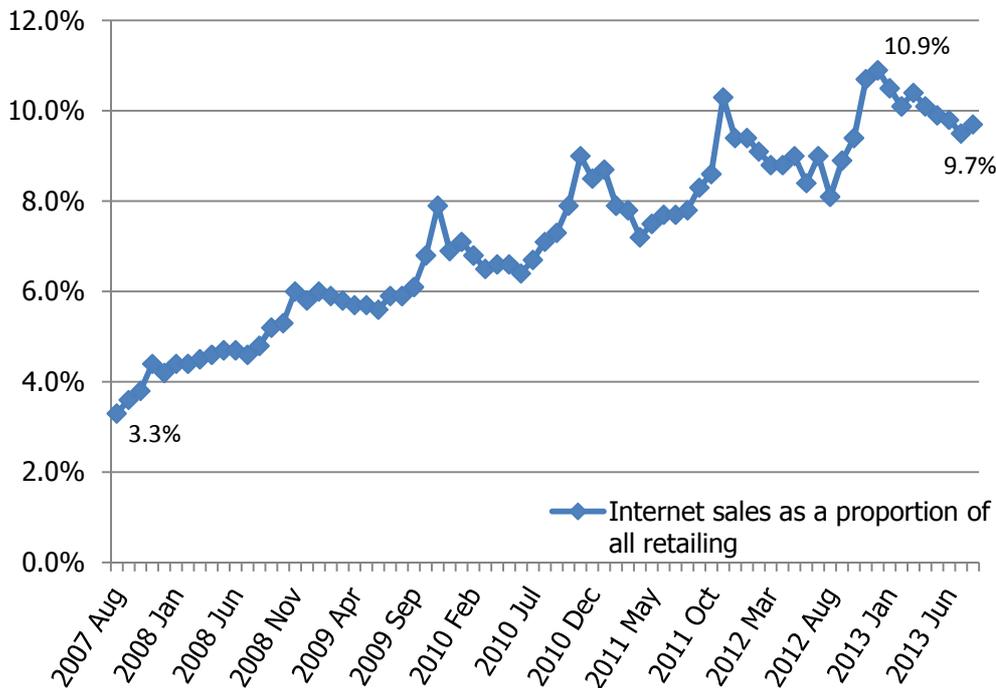
<sup>18</sup> 'Retail Sales', Office for National Statistics, August 2013

<sup>19</sup> 'E-Commerce,' Mintel, July 2013

<sup>20</sup> Ibid



**Figure 2.1: Internet Sales as a Proportion of All Retailing**



Source: 'Retail Sales,' Office for National Statistics, August 2013

2.33 The growth in internet as a sales medium has been enabled by the increase in access to the internet by households, which has reportedly<sup>21</sup> risen from 57% at 2006, to 77% at 2011, 80% at 2012 and 83% in 2013. A total of 21 million households in Great Britain now have internet access, an increase of 7.1 million since 2006. In addition, the proportion of households with access to the internet is expected to increase further over the coming years, alongside the growth in mobile phone and tablets with access via the new 4G spectrum. The ONS states that access to the internet using a mobile phone more than doubled between 2010 and 2013, from 24% to 53%. This has supported the strong growth recorded, together with improved consumer confidence in the security of online payment, deliveries and heavy demand for expensive electrical products available online. The option of using the internet to 'click and collect' in-store is also increasing in popularity, with the service accounting for a fifth of John Lewis internet orders.

2.34 Online spending continues to be the key growth opportunity for national and independent retailers, accounting for increasing proportions of total sales. For example, online sales at Next in 2011 accounted for 44% of operating profit and 32% of group sales. With regard to foodstore operators, food accounts for 20.5% of all internet sales, which equates to 3.1% of all food retailing<sup>22</sup>. Verdict's research identifies that, with the exception of Morrisons (though it is currently in the process of

<sup>21</sup> 'Statistical Bulletin: Internet Access Households and Individuals', Office for National Statistics, August 2013

<sup>22</sup> 'Shop Expansion and the Internet', CBRE, May 2012



establishing an online presence via Ocado), major retailers have seen their business grow as online shopping has increased and, as a result, the likes of Asda and Sainsbury's have improved their geographical coverage and capacity. In particular, online sales at Tesco currently exceed £2 billion, with Colliers noting that the operator has a reported 48% online grocery market share.

- 2.35 In further support of this, Office for National Statistics (ONS) data<sup>23</sup> indicates that the number of people using the internet to purchase goods continues to rise, with 72% of the UK population purchasing products over the internet in 2013, compared to 53% in 2008. The most popular online purchases were clothes/sports goods, with 47% of internet users buying these items. In addition, 44% of users bought household goods and 21% bought food or groceries. Additional research conducted by the Interactive Media in Retail Group (IMRG) and analysts Capgemini<sup>24</sup> indicates that British shoppers spent £5.8 billion online in August 2012, a year-on-year growth of 11%. IMRG also states that all key retail sectors experienced improvements in sales between July 2011 and July 2012, particularly in the health and beauty (+30%), electrical (+30%) and gifts (+27%) sectors.
- 2.36 It is evident that internet shopping as a whole is having an impact upon traditional high streets, in light of increased competition and lower prices. Consequently, there is a possibility that online retailing will put some pressure on retail rental growth over the next five to ten years. However, it will be difficult to understand the true impact as the current economic downturn is also having a significant impact on rental levels. Having said that, it would appear that the smaller the centre, the greater the impact will be felt from online retailing. Within small shopping centres (sized between 5,000 sq.m and 20,000 sq.m), including those in market towns, it is likely that the growth of online shopping could reduce turnover notwithstanding any future growth in disposable income.
- 2.37 Despite some variance in the estimated future growth of online shopping, it is clear that e-tailing will not replace the 'shopping experience' as shopping is a social activity. In this regard, retailers are already adopting innovative approaches to encourage people to visit their store through 'try before you buy' concepts. For example, Ellis Bingham has installed Vertical Chill indoor ice climbing walls at five stores for customers to try equipment and to interact with products. For successful retailers, online selling provides an additional route to the market. Online retailers benefit from demand generated through physical channels whilst high-street outlets can benefit from reaching a wider customer base through the internet. Those retailers who are likely to have a healthy future are those who are able to combine a strong high street presence with an interesting and closely related e-tail offer.

<sup>23</sup> 'Statistical Bulletin: Internet Access Households and Individuals', Office for National Statistics, August 2013

<sup>24</sup> 'IMRG Capgemini E-retail Sales Index', September 2012



## 3.0 Planning Policy Context

### Introduction

- 3.01 Given that this Study seeks to provide important evidence to assist in the production of the Telford and Wrekin Shaping Places Local Plan, it is important to review key policy advice and explore how the current and emerging national planning documentation may impact upon the content of Local Plan policy.

### National Planning Policy Framework

- 3.02 The National Planning Policy Framework (NPPF) was published on 27th March 2012. The Framework replaces all former Planning Policy Statements, Planning Policy Guidance Notes and some Circulars with this single consolidated document. While the NPPF supersedes PPS4, the PPS4 Practice Guidance on need, impact and the sequential approach has not been withdrawn and remains of some relevance.
- 3.03 The main theme of the NPPF is that there should be 'a presumption in favour of sustainable development'. In terms of plan-making, it is stated that local planning authorities should positively seek opportunities to meet the development needs of their area, with an emphasis on Local Plans having sufficient flexibility to adapt to rapid change.
- 3.04 In terms of economic development, it is set out within the NPPF's core principles that planning should proactively drive and support economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. It is emphasised that every effort should be made to objectively identify and then meet the business and other development needs of an area, with positive responses made to wider opportunities for growth.
- 3.05 The NPPF stresses the Government's commitment to securing economic growth in order to create jobs and prosperity, with paragraph 17 stating that the planning system should do everything it can to support sustainable economic growth.
- 3.06 Paragraph 19 indicates that planning should operate to encourage and not to act as an impediment to sustainable growth, and that significant weight should be placed on the need to support economic growth through the planning system. The NPPF seeks to ensure that Local Planning authorities plan proactively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> century.



3.07 The NPPF still recognises the need to promote the vitality and viability of towns and cities through the promotion of competition and growth management during the plan period. Paragraph 23 of the NPPF provides guidance for local planning authorities in drawing up Local Plans, it indicates that they should:

- recognise town centres as the heart of their communities and pursue policies to support their vitality and viability;
- 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 retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centre. 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 and viable 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.

3.08 Paragraph 23 also indicates that needs for retail, leisure, office and other main town centre uses should be met in full and should not be compromised by limited site availability.



- 3.09 Paragraph 24 requires local planning authorities to adopt a sequential approach to the consideration of planning applications for main town centre uses that are not in an existing centre or in accordance with an up to date Local Plan.
- 3.10 Paragraph 26 indicates that Local Planning authorities should require 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 and if the development is over a proportionate, locally set threshold. Where there is no locally defined threshold, the default threshold will be 2,500 sq.m.
- 3.11 The NPPF also recognises that retail activity should still, where possible, be focused in existing town centres. Retail and leisure proposals which cannot be accommodated in or adjacent to the town centre will have to satisfy a dual impact test and the sequential test.

### Planning for Town Centres: Practice Guidance on Need, Impact and the Sequential Approach

- 3.12 The Practice Guidance also confirms that an up to date assessment of the need for additional or replacement floorspace to accommodate town centre uses is a fundamental component of the evidence base to underpin policy making. Paragraph 3.2 indicates that both quantitative and qualitative need will have a role to play in reaching an overall judgement about the scale and form of development which should be planned for and facilitated through development plans. Quantitative need is identified as being that which arises as a result of forecast expenditure growth (either through population growth or increases in spending), or by imbalance between the existing facilities and the current level of available expenditure in an area. Qualitative need includes that which is related to customer choice, the appropriate distribution of facilities and the needs of those living in deprived areas.
- 3.13 Paragraph 3.4 of the Practice Guidance sets out the five key stages which will underpin an assessment of quantitative retail need, these being:
- the definition of the catchment/Study Area;
  - the assessment of current/future spend;
  - the assessment of current shopping patterns and market shares;
  - the comparison of current and forecast turnover with existing floorspace; and
  - the identification of future expenditure capacity and need for new floorspace.



## The Portas Review - An Independent Review Into the Future of Our High Streets

- 3.14 The Portas Review (December 2011) is an independent review undertaken by Mary Portas into the state of Britain's high streets and town centres. The review considers the reasons why retail spending on the high street is falling, why there has been a decline of Britain's high streets, and the benefits that can be brought about through the protection of Britain's high streets. Portas puts forward 28 recommendations including actions that Government, businesses and other organisations should take in order to create diverse, sustainable high streets where retailers can thrive.
- 3.15 The Government released a response to the Portas Review in March 2012. The response acknowledges that in response to the challenges facing town centres, namely out of centre retail development and online retailing, the high street will have to offer something new and different in order to create a diverse and competitive environment. In its response, the Government accepts the majority of recommendations put forward in the Portas Review, including: the implementation of Town Teams (described as a 'visionary, strategic and strong operational management team for high streets'); the provision of funding to pilot areas judged to have the best ideas for improving their town centres and high streets; investing in Business Improvement Districts; and, support for a new National Market Day. The Government's response seeks to encourage areas to think creatively about how their town centres can be improved in order to entice people back including through the redesign of high streets and promoting the evening and night time economy.

### Wrekin Local Plan

- 3.16 As the Shropshire and Telford & Wrekin Joint Structure Plan has now been revoked, the development plan for the area comprises the 'saved' policies of the Wrekin Local Plan, read together with the Telford & Wrekin Core Strategy and the Central Telford Area Action Plan.
- 3.17 The Wrekin Local Plan was adopted in February 2000, with 88 policies subsequently being 'saved' through the Secretary of State's Direction of September 2007. The Plan outlines the Council's land use policies and states how it will control and manage development in the local area. Chapter Five of the Plan outlines the Shopping and Service Centres policies, with the Plan noting that there had been important shifts in national and local retail patterns in recent years.
- 3.18 Policy S1 states that a hierarchy of service centres will be maintained by directing development and investment into the existing service centres in accordance with their role in the hierarchy. The hierarchy will consist of:



- Level 1: Telford town centre and the Telford Bridge, Telford Forge and Wrekin Retail Parks;
- Level 2: Newport town centre and the district centres of Wellington, Oakengates, Madeley, Dawley, Hadley and Donnington; and
- Level 3: Other local centres and groups of local shops.

3.19 The Plan identifies that the centres at the first level of the retail hierarchy perform a Borough wide and sub-regional role, whilst those on the second level cater for a more localised and have a more limited shopping role. Those on the third tier are centres and groups of local shops (defined as containing at least four shops) which meet local convenience shopping needs.

3.20 Telford town centre is described as having a well established sub-regional role and a focus for the activities of the people of Telford and the Borough as a whole. Policy TC1 notes that within the Town centre boundary defined on the inset plan, the Council will generally permit new development and changes of use which contribute to its function as a multi-purpose sub-regional centre. The Plan seeks to enable a multi-functional centre by promoting different uses which will mutually reinforce one another, including new shopping, leisure, housing and business developments.

3.21 Policy TC2 states that development of further shopping within the town centre boundary shown on the Proposals Map will only be permitted in areas defined on the Town Centre Proposals Inset Map and in accordance with other retail policies of the plan. The Plan also encourages the development of additional leisure facilities which serve the whole town, with Policy TC3 noting that a sequential approach will be adopted for new leisure and A3 uses.

3.22 The Plan indicates that Newport town centre and the district centres provide a secondary level of shopping provision which mainly meets the needs for more frequent convenience shopping and service needs of their local community. It also identifies that they also provide a more specialist and complementary comparison role to the town centre and retail parks. Paragraph 5.3.26 of the Plan identifies an aim to:

- Encourage diversity within the centres;
- Maintain and enhance food retailing provision;
- Encourage the development of large sites within the district centres for retail use where they can be satisfactorily accommodated within the townscape without adverse effect upon the character of the area; and
- Encourage good design and improvements to environmental quality.



- 3.23 The Plan recognises that these aims will be achieved by consolidating retail within the central core area of the centres and also by encouraging a variety of uses around the core. The Proposals Map identifies the primary and secondary areas for the district centres, with the subsequent policies setting out specific guidance for each of the centres, with an emphasis on maintaining their viability.

### Telford & Wrekin Core Strategy

- 3.24 The Core Strategy was adopted in December 2007 and provides a strategic planning policy framework which outlines how Telford & Wrekin will develop to 2016. It will be replaced by the new Shaping Places Local Plan which is currently undergoing the initial stages of stakeholder consultation.
- 3.25 Section 3 of the Core Strategy considers the spatial profile of the Borough and draws upon important baseline evidence of Telford & Wrekin. Telford town centre is described as having a wide sub-regional catchment area, whilst Newport is identified as a market town which serves a smaller catchment which reflects its rural location. The district centres of Dawley, Donnington, Hadley, Madeley, Oakengates and Wellington are described as offering a range of goods and services, with Wellington identified as providing the most extensive offer.
- 3.26 Section 6 of the Strategy outlines the Long Term Development Vision for the Borough over the next 15 to 20 years. The Vision seeks to maintain the balance between growth and development and the quality of living space. It seeks to transform Telford's centre from a shopping centre into a real city centre which will offer an 18 hour, seven days a week focal point for recreation, leisure and cultural services and facilities. In addition, the Vision notes that Telford will be assisted and complemented by a network of smaller district centres, each with their own distinctive character. The role of Newport as a market town will also be supported in order to enable it to fulfil its role as a rural service centre. It also identifies that in terms of community facilities; the Borough will seek to turn the area into a fit, healthy place and will strive to position itself at the forefront of new sports, recreation and leisure pursuits.
- 3.27 In order to deliver the Long Term Development Vision, the Strategy outlines a set of Spatial Development Objectives which include:
- to develop a vibrant and vital Telford town centre to serve the needs of the Borough and the sub-region;
  - to create a network of mixed-use district centres within Telford to provide key services and facilities to its local communities;
  - to support the role of Newport as a market town and to meet its local needs;



- to improve social inclusion by improving the accessibility of jobs, shopping, education, health, sport, recreation, open space, and leisure facilities and other services, while minimising the need for travel;
- to facilitate long term economic regeneration through the diversification of the economic base and create job opportunities to match population growth; and
- to provide a sufficient quantity and quality of space for sport, recreation, and leisure use.

- 3.28 The Spatial Development Strategy recognises that the current patterns of spatial development in the area is not sustainable as its low density approach gives rise to many economic, social and environmental issues for the Borough. To address this, the Strategy seeks to locate development close to services and facilities to support a network of existing and new service centres across the Borough and consolidate their vitality and viability. It states that, in Telford, the focus for economic development will be Telford town centre and the district centres of Dawley, Donnington, Hadley, Madeley, Oakengates and Wellington. Paragraph 8.6 states that development in Newport should support its role as a market town, strengthen the provision of services and facilities, meet local housing and employment needs and reduce the need to travel. The three key settlements of High Ercall, Tibberton and Waters Upton within the rural area will also act as the foci for new homes, jobs, and services and facilities for local residents.
- 3.29 Paragraph 8.8 notes that central to the Spatial Development Strategy must be the delivery of Sustainable Development, in a form that is consistent with the quality of life ambitions of the local community, as identified by the Community Strategy. To achieve this, development should adhere to numerous principles, including meeting local needs in respect of homes, jobs, health, education, shops, sport, recreation, open space and community facilities; minimising the need to travel and enhancing the accessibility of services and facilities.
- 3.30 Policy CS3 states that Telford will be the focus for the Borough's spatial development and it will accommodate the majority of new homes, jobs, and services. In addition, the Plan identifies that the physical regeneration of its neighbourhoods, particularly in the south of the town, will be a development priority and that all development will support Telford's role as a sub-regional focus for balanced growth.
- 3.31 The Strategy recognises that although Telford town centre is an established shopping destination, it lacks a range of leisure, social and cultural facilities. In addition, the closure of the shopping centre from early evening means that there is no evening economy in central Telford. To address this, Policy CS4 states that the role of the Central Telford Area will be consolidated and enhanced as the hub of the service centres hierarchy by:



- Creating more shops, homes, offices, cafes and restaurants, and sports, recreation, and leisure facilities;
- Locating new housing development both within the centre and in locations highly accessible to the centre:
- Accommodating a mix of uses, developed at higher density;
- Encouraging people into the town centre at different times of the day and night;
- Making the Central Telford area an easier, safer and more pleasant place in which to walk by reducing the need for and impact of car use and providing more public transport links;
- Enhancing the role of Telford Town Park as a valuable sport, recreational, open space and leisure asset.

3.32 Policy CS5 identifies that the six district centres will be the focus for new development which serves the needs of their respective communities with a mix of retail, recreation, leisure and culture, housing and employment uses. Smaller local centres will provide more accessible local services and small scale community facilities to meet people’s day-to-day needs. The Policy notes that the new Local Centres will be identified during the Plan period.

3.33 Newport provides a local focus for the commercial and social activities of its residents and those of its hinterland, with the Strategy noting that future development in the market town will help to facilitate its economic and commercial regeneration. Paragraph 9.43 identifies that:

**‘In seeking to increase the accessibility of key services and facilities to Newport residents and those living within its hinterland, the loss of existing services and facilities will be resisted, the enhancement of existing, and the creation of new, facilities within the town will be supported.’**

3.34 Policy CS6 states that development in Newport will support its role as a market town and that **‘...development will be limited to that required to meet local needs, including those of its rural hinterland, and to support the town’s regeneration.’** The supporting text accompanying the policy indicates at paragraph 9.43 that, in seeking to increase the accessibility of Newport’s residents to key services and facilities, the loss of existing services and facilities will be resisted. This will include services and facilities such as schools, doctors surgeries, shops (particularly convenience), sports, recreation and leisure facilities, and will specifically aim to strengthen the quantity and variety of the town’s retail provision and address any deficiencies in accessible open space.

3.35 Policy CS9 relates to accessibility and social inclusion and seeks to ensure that all of the population is afforded reasonable opportunity to access homes, work, schools, recreation and open space, sports facilities, healthcare, food shops and other key services.



## Central Telford Area Action Plan

- 3.36 The Area Action Plan was adopted in March 2011 and sets out a framework of policies and principles to guide the future development of the Central Telford area. It covers Telford town centre and the surrounding residential and employment areas of Central Park, Hollinswood, Malinslee and Old Park. The Plan also makes reference to the Telford Town Centre Development Control Guidance document which was adopted in October 2005 and provides the overall urban design principles which will control the quality of development in Telford.
- 3.37 The Plan identifies that during the period to 2016, Telford will act as a key sub-regional centre where office and retail growth will be directed. It recognises that the focus of new development in the centre will be critical to creating a sustainable and more attractive town. The Spatial Vision notes that by 2016, Central Telford will provide a high quality environment for work, recreation, visitors and residents. In addition, the centre **'...will have been transformed from an area focused on the indoor shopping centre which is currently segregated from adjoining areas by the encircling highway, to a mixed-use, pedestrian-friendly environment.'**
- 3.38 The Vision also seeks to enable a better range of facilities in the centre and add greater vitality throughout the day and into the evening. This will be achieved by creating a more diverse shopping centre which accommodates a range of uses and activities, as well as an improved and extended retail offer.
- 3.39 The land which is included in the Action Plan is divided into five Character Areas, including Telford town centre and the Old Park area which includes the out of centre Telford Bridge and Telford Forge Retail Parks.
- 3.40 Telford Town Centre Character Area contains the privately owned indoor Shopping Centre, Telford Central railway station and several civic and leisure facilities. The Plan recognises that whilst the Centre offers a successful modern shopping experience, the restricted opening times limit its potential connection with the surrounding areas. In addition, the Southwater area to the south west of the shopping area is identified as representing a significant opportunity site which could enable the outwards expansion of the Centre. The Vision for this Character Area is to **'...provide a vibrant, sustainable, commercial and cultural heart of the town that looks, feels and functions like an identifiable Town Centre.'**
- 3.41 The Plan identifies that although Telford is an important sub-regional centre within the West Midlands area, it currently has a comparatively weak and immature retail offer. The vision for the centre is therefore to create a vibrant commercial, cultural and active heart to the town. To achieve this, the



Plan recognises that it will be critical to diversify its range of uses as well as to provide substantial retail-led development schemes. Policy CT2 seeks to promote new mixed-use proposals, with no more than an additional 65,000 sq.m (gross) comparison retail development to be provided in the Town Centre Core over the period to 2016. In addition, the policy notes that the existing retail frontage in the Core will be protected by resisting the loss of retail floorspace to other uses and by ensuring that any future development is located where it does not undermine the role of the Primary Shopping Area as the main location for town centre shopping.

3.42 Policy CT6a also identifies that development proposals for new cultural, tourism and leisure activities and improvements to existing uses in the Central Telford area will be supported where they meet all of the following criteria:

- they are located in Central or East Southwater, or the existing shopping area;
- they take appropriate account of the need to contribute to improved links between Southwater, the existing shopping area and Telford Town Park;
- they include a high quality public realm in line with Policy CT17; and
- they are well integrated with a range of other uses such as employment, retail and housing.

3.43 Policy CT6a also states that elsewhere in Central Telford:

**'...leisure, cultural and tourism facilities will be permitted provided that it can be demonstrated that they cannot be accommodated in Central Southwater, East Southwater or the shopping area. They must also be a subsidiary part of a wider mixed use development, and that they must be directly accessible to the Town Centre Core by pedestrians, cyclists or public transport.'**

3.44 Policy CT6b also seeks to establish a safe, socially responsible and balanced evening and night-time economy in the Telford town centre area.

3.45 Policy OP5 states that within Old Park East, the Council will not support any future expansion of the Forge Retail Park or the Telford Bridge Retail Park for additional retail or leisure uses. The supporting text indicates that the retail parks comprise an out of centre location and are not considered to be appropriate locations for further retail and leisure floorspace.



## 4.0 Original Market Research

### Introduction

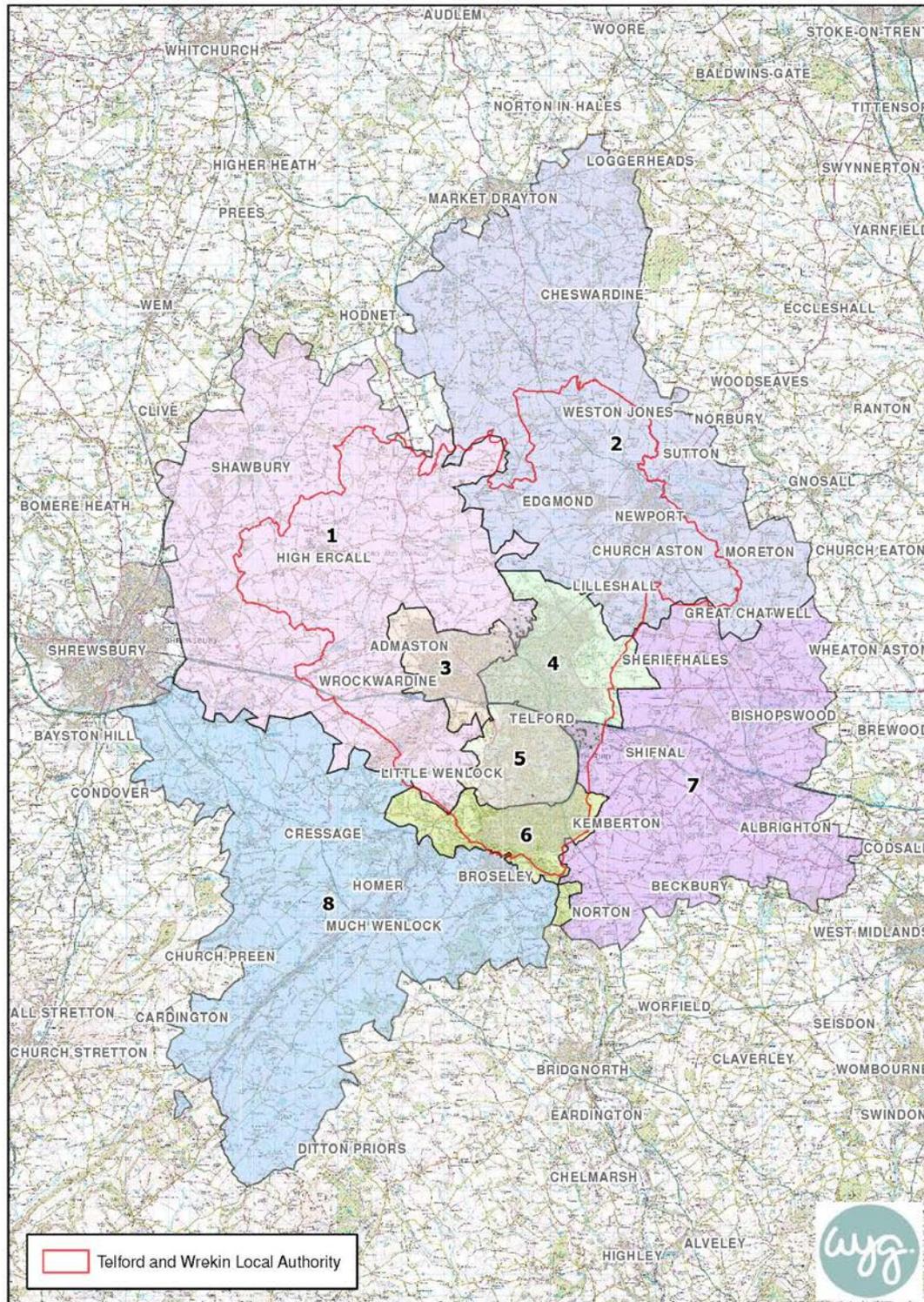
- 4.01 The undertaking of original market research enables in-depth analysis at a local level and allows the evaluation of the trade draw of particular town centres. The use of specifically commissioned and tailored survey research is fundamental to identifying the likely capacity for future retail floorspace across the Study Area.
- 4.02 A key requirement of this Study is the detailed understanding of shopping patterns in terms of the use of town centres, district and local centres and the identification of centres catchment area. WYG commissioned specialist market researchers NEMS Market Research Limited (NEMS) to undertake a comprehensive household telephone survey to identify consumer's habits and preferences in the Study Area. WYG also reviewed the previously commissioned household survey results which were undertaken by NEMS as part of the 2006 Study.

### Study Area

- 4.03 Drawing on the empirical evidence that was collated for the previous Study in 2006, an important element of this Retail Study is to review previous shopping patterns within the Borough to highlight any changes which have occurred since 2006 and ascertain any impacts on behaviour which may have arisen as a result of the wider UK economy, and also as a result of retail led development in the vicinity of the Study Area.
- 4.04 WYG adopted a new Study Area which comprises eight survey zones. **Table 4.1** below sets out the postcode areas which comprise each zone. A map of the catchment is provided below at **Figure 4.1**. The zones were defined according to postcode sector geography to assist in the collection of data for the purposes of a telephone based household survey, rather than precisely representing the shopping catchment areas of the respective areas. In an attempt to consider shopping behaviour within the wider area which looks to Telford to meet its shopping needs, WYG has included an additional survey zone beyond the Study Area utilised for the previous Study (Zone 8), covering the rural south area beyond Ironbridge, as it is highly likely that residents in this area would undertake shopping trips to Telford given its proximity to this large rural area. This zone was added to the previous seven zones which formed the Study Area.



**Figure 4.1: Study Area and Zones for Telford Retail and Leisure Study**



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**Table 4.1: Postcodes by Survey Zone**

Survey Zone	Postcode Sectors
Zone 1: Rural West	SY 4 4, TF 6 5, TF 6 6
Zone 2: Newport and Rural North East	TF 9 2, TF10 7, TF10 8, TF10 9
Zone 3: Wellington	TF 1 1, TF 1 2, TF 1 3, TF 1 6, TF 5 0
Zone 4: North East Telford	TF 1 5, TF 1 7, TF 2 0, TF 2 6, TF 2 7, TF 2 8, TF 2 9
Zone 5: Telford Central	TF 3 1, TF 3 2, TF 3 3, TF 3 4, TF 3 5, TF 4 2, TF 4 3
Zone 6: South Telford	TF 7 4, TF 7 5, TF 8 7
Zone 7: East Telford	TF11 8, TF11 9, WV 7 3
Zone 8: Rural South	SY 5 6, TF12 5, TF13 6

### Household Telephone Survey

- 4.05 In March 2013 a survey of 800 households was undertaken within the Study Area, which comprises all of Telford & Wrekin Borough and also extends into the neighbouring Shropshire County and Stafford Borough authority areas. The geographical extent of the Study Area is shown in **Figure 4.1**. The survey by NEMS asked 100 respondents from each of the survey zones a series of questions on their retail and leisure expenditure habits.
- 4.06 A full copy of the results of the survey is contained in **Appendix 4**.
- 4.07 A key element of this Retail Study is to obtain a detailed understanding and review of the catchment and influence of existing retail provision within Telford. This section considers the market share of existing facilities based on shopping trips rather than the amount of expenditure generated. The analysis of shopping patterns within each of the zones allows for detailed assessments to be undertaken for the various goods identified (e.g. main food, clothing, electrical goods, DIY, recreation, and so on). This can often assist with the identification of any qualitative deficiencies in provision. This analysis of shopping patterns (rather than expenditure flows) allows for equal weight to be given to each category. The results (where possible) of the 2006 survey are compared to the results of the current household survey in order to ascertain whether there have been any significant changes in shopping patterns over the last seven years and to consider the reasons for any such changes.
- 4.08 It should be noted that no such comparison is possible for Zone 8 as it is newly created for the purposes of this Study.

### Main Food Shopping Patterns

- 4.09 **Table 4.2** below indicates that all convenience stores situated within the Study Area claim a combined market share of 93.3% of all main food shopping trips. The area’s market share has improved since the previous Study was undertaken in 2006, at which time the main food market share was 88.6% (an



increase of 4.7 percentage points). Telford & Wrekin Borough secures a main food shopping market share of 92.1% of such expenditure generated within the Study Area.

**Table 4.2: Main Food Shopping Market Share Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	39.6	47.9	+8.3
2	87.0	86.2	-0.8
3	100.0	98.6	-1.4
4	100.0	100.0	0.0
5	99.2	100.0	+0.8
6	97.9	96.9	-1.0
7	86.2	95.2	+9.0
8	-	75.8	-
<b>Total</b>	<b>88.6</b>	<b>93.3</b>	<b>+4.7</b>

Source: Table 3, Appendix 5 (2013 Study) and Table 3, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

4.10 Zones 3, 4, 5, 6 and 7 have a main food shopping market share of more than 90%, with the household survey identifying that 100% of respondents from Zones 4 and 5 their main food shop within the Borough. Unsurprisingly, the zones with the highest main food market share are located at the core of the Borough around the Telford Urban Area. The retention of main food convenience goods expenditure within the Borough is lowest in Zone 1, where the market share is 47.9%. However, this is to be expected, as this zone covers the rural area between Telford and Shrewsbury urban areas. There has been an overall increase in the main food shopping market shares (notably in Zones 1 and 7), though there has been a slight decline recorded in Zones 2, 3 and 6.

4.11 Since 2006, there has been an improved provision of convenience shopping facilities in the Study Area, notably in respect of:

- Zone 3 – A Lidl store was opened outside Hadley district centre in December 2007;
- Zone 4 – A 1,558 sq.m gross/1,125 sq.m net Aldi store at Gateway Retail Park at Snedshill opened in 2011 and the former Netto store at Donnington district centre was converted into a Morrisons and re-opened in May 2011;
- Zone 5 – A 3,287 sq.m gross/1,828 sq.m net Morrisons foodstore was opened in December 2012 at Gresham Drive in Lawley; and
- Zone 6 – A new 4,323 sq.m gross Tesco Superstore was opened at Madeley district centre in 2010.



4.12 Outside of the Study Area, there have been several new foodstores in Shrewsbury, including the Tesco Extra at Battlefield Road and the Lidl at Harlescott Lane, both of which opened in 2007, and a new Waitrose store at Pride Hill, which opened in May 2011.

**Table 4.3: Main Food Shopping Market Share (%)**

Foodstore	Survey Zone (%)									
	Year	1	2	3	4	5	6	7	8	Total
Waitrose, Audley Road, Newport	2013	2.7	34.3	0.0	0.8	0.0	0.0	0.0	0.0	<b>4.2</b>
	2006	2.2	23.9	0.0	0.0	0.0	0.0	2.3	-	<b>3.7</b>
Morrisons, Spring Hill, Wellington	2013	23.2	1.4	36.8	7.2	4.2	2.6	3.7	6.6	<b>10.7</b>
	2006	16.5	7.6	56.9	8.4	8.3	12.5	2.3	-	<b>16.2</b>
Tesco Extra, Wrekin RP, Arleston, Telford	2013	4.6	1.9	21.7	7.1	12.1	0.7	6.3	7.8	<b>9.0</b>
	2006	9.9	3.3	24.6	16.1	20.0	17.7	11.5	-	<b>15.2</b>
Asda, St George's Road, Donnington Wood, Telford	2013	6.9	29.0	11.4	44.1	20.3	12.5	21.9	6.4	<b>23.2</b>
	2006	2.2	27.2	2.9	52.5	10.0	9.4	26.4	-	<b>19.3</b>
Asda, The Border, Telford Town Centre	2013	4.0	0.0	1.0	1.1	13.3	12.7	7.6	9.5	<b>5.7</b>
	2006	0.0	0.0	2.0	5.1	31.7	27.1	6.9	-	<b>11.1</b>
Sainsbury's, Telford Forge Retail Park, Telford	2013	1.4	2.5	9.7	17.2	15.8	10.8	26.4	8.9	<b>12.8</b>
	2006	3.1	5.5	4.5	7.4	14.6	15.4	14.8	-	<b>9.5</b>
Morrisons, Gresham Drive, Lawley, Telford	2013	0.6	0.0	0.0	6.2	12.9	0.7	1.6	5.1	<b>4.6</b>
	2006	-	-	-	-	-	-	-	-	<b>-</b>
Tesco Superstore, Park Avenue, Madeley, Telford	2013	1.6	0.0	1.0	0.0	11.4	43.2	6.4	12.6	<b>8.0</b>
	2006	-	-	-	-	-	-	-	-	<b>-</b>
<b>Total</b>	<b>2013</b>	<b>45.1</b>	<b>69.1</b>	<b>81.5</b>	<b>83.6</b>	<b>90.0</b>	<b>83.0</b>	<b>73.8</b>	<b>57.0</b>	<b>78.3</b>
	<b>2006</b>	<b>33.8</b>	<b>67.5</b>	<b>90.9</b>	<b>89.6</b>	<b>84.6</b>	<b>82.0</b>	<b>64.2</b>	<b>-</b>	<b>75.1</b>

Source: Table 3, Appendix 5 (2013 Study) and Table 3, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

4.13 **Table 4.3** indicates that the foodstores with the largest market share in the Study Area are the Asda at Donnington Wood (with a net sales area of 5,382 sq.m), the Sainsbury's at Telford Forge Retail Park (3,763 sq.m net) and the Morrisons at Wellington (3,510 sq.m net). The market share for the Waitrose at Newport (2,046 sq.m net), Asda at Donnington Wood and Sainsbury's at Telford Forge Retail Park has increased since 2006, whilst the survey indicates that the market shares for Morrisons in Wellington, Tesco Extra at Wrekin Retail Park (6,175 sq.m net) and Asda in Telford town centre (4,274 sq.m net) have declined. The Morrisons at Lawley (1,828 sq.m net) and the Tesco Superstore at Madeley (3,458 sq.m net) both opened after the previous Study in 2006, with **Table 4.3** indicating that they are both performing well with a main food market share of 4.6% and 8.0% respectively.



4.14 Overall, the main food shopping market share of Telford is very strong, with a high proportion of main food shopping trips undertaken by the Borough’s population being retained within the local area, with very little outflow patterns indeed.

**Table 4.4: Main Food Shopping Market Shares by Centre**

Centre	Market Share (%)		
	2006	2013	Difference
Newport Town Centre	3.7	5.1	+1.4
Telford (Central Area)	12.4	6.5	-5.9
District Centres	14.2	21.0	+6.8
Other (Undefined)	58.2	60.7	+2.5
Asda, Donnington Wood	18.1	23.2	+5.1
Sainsbury’s, Telford Forge Retail Park	10.1	12.8	+2.7
Tesco Extra, Wrekin Retail Park	14.2	9.0	-5.2
<b>Total</b>	<b>88.6</b>	<b>93.3</b>	<b>+4.7</b>

Source: Table 3, Appendix 5 (2013 Study) and Table 3, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

4.15 **Table 4.4** shows that the district centres attract an elevated main food shopping market share of 21.0%. This is an increase (by 6.8 percentage points) from the 14.2% market share which was achieved by the district centres in 2006. The district centres’ high market share can be attributed to the presence of several large supermarkets in these locations, including the Morrisons foodstore at Wellington district centre and the new Tesco Superstore at Madeley district centre, which opened for trading in 2010. The central area of Telford has a main food market share of 6.5% and includes the Asda, Iceland, Marks & Spencer and other local stores in the centre. Telford has experienced a decline in its market share from 12.4% in 2006, a reduction of 5.9 percentage points, which reflects the reduction in the market share of the Asda store by 5.4 percentage points. In contrast, the main food shopping market share of Newport town centre has increased from 3.7% in 2006 to 5.1% in 2013.

4.16 Overall, the largest main food shopping market share (60.7%) is from stores situated in ‘out of centre’ locations in the Borough, including the Tesco Extra at Wrekin Retail Park, Asda at Donnington Wood and the Sainsbury’s at Telford Forge Retail Park which collectively represent 45.0% of the total market share.



**Top-Up Food Shopping Patterns**

4.17 **Table 4.5** below provides a breakdown of the 'top-up' shopping market share achieved by facilities within the Study Area by Zone, with facilities achieving a high top-up shopping market share of 93.9%. This is slightly higher than the main food shopping market share in the Study Area, which would be expected as households tend to make top-up purchases close to home. When comparing the market share at 2013 (93.9%) to the market share recorded in 2006 (84.3%), it is evident that the market share for top-up shopping in the Borough has increased by 9.6 percentage points since the previous Study was undertaken. The top-up shopping market share retained in the Study Area is greater than 90% for the majority of the Zones (3, 4, 5, 6 and 7), with Zones 4 and 5 having a market share of 100.0%. The zone within the lowest top-up shopping market share is Zone 1 (66.0%); this is unsurprising as it is located in the rural area between Shrewsbury and Telford.

**Table 4.5: Top-up Shopping Market Share Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	37.4	66.0	+28.6
2	89.0	88.2	-0.8
3	98.5	94.5	-4.0
4	97.4	100.0	+2.6
5	98.7	100.0	+1.3
6	93.9	97.1	+3.2
7	60.0	92.2	+32.2
8	-	82.3	-
<b>Total</b>	<b>84.3</b>	<b>93.9</b>	<b>+9.6</b>

Source: Table 3, Appendix 5 (2013 Study) and Table 3, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

4.18 **Table 4.6** shows the top-up food shopping market shares achieved by the two town centres, district centres and other out of centre locations. It is evident that out-of centre locations (56.3%) and the district centres (27.0%) attract the highest proportion of top-up shopping trips, whilst Newport and Telford town centres have respective market share figures of 9.5% and 1.0%. Once again, it is not surprising that out of centre and district centre facilities have the greatest market share given their role in catering for everyday shopping needs. The overall market share of top up shopping in the Study Area has increased by 9.6 percentage points between 2006 and 2013.



**Table 4.6: Top-Up Shopping Market Shares by Centre**

Centre	Market Share (%)		
	2006	2013	Difference
Newport Town Centre	11.3	9.5	-1.8
Telford (Central Area)	18.1	1.0	-17.1
District Centres	5.1	27.0	+21.9
Other (Undefined)	49.8	56.3	+6.5
Asda, Donnington Wood	7.6	6.5	-1.1
Sainsbury's, Telford Forge Retail Park	5.2	5.7	+0.5
Tesco Extra, Wrekin Retail Park	4.3	2.3	-2.0
<b>Total</b>	<b>84.3</b>	<b>93.9</b>	<b>+9.6</b>

Source: Table 3, Appendix 5 (2013 Study) and Table 3, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

4.19 Whilst Newport town centre experienced an improvement in its market share of main food shopping (by 1.4 percentage points), its top-up market share declined by 1.8 percentage points. The market share of Telford Central Area has reduced by 17.1 percentage points, whilst the district centres' share has increased by 21.9%. This can primarily be attributed to the Morrisons store at Wellington district centre (7.2%) and the new Tesco Superstore at Madeley district centre (7.8%), which have the highest food top up retention rates in the Study Area.

#### Main Food and Top-up Shopping Market Shares Outside the Study Area

4.20 As set out above, the Study Area retains a high market share for both main food and top-up shopping, 93.3% for main food shopping and 93.9% for top-up shopping. The proportion of shoppers from within the Borough travelling to locations outside the Study Area to obtain their food shopping (often referred to as 'leakage') is low, equating to 6.7% of main food shopping expenditure and 6.2% of top-up shopping expenditure.

4.21 The most popular areas for main food shopping outside the Study Area are in Shropshire, which attracts a market share of 5.4%, followed by Stafford which attracts a market share of just 0.7%. In terms of individual operators, the supermarkets attracting the highest proportion of main food shopping trips are the Tesco Extra store at Shrewsbury which secures a market share of 1.6% and Morrisons store at Shrewsbury which retains a market share of 0.9%. It is evident that there are no individual stores outside the Study Area which are attracting a substantial amount of shoppers from within the Study Area, reinforcing the high retention of convenience goods expenditure in the Borough.



**Non-Food Shopping Patterns**

- 4.22 The household survey also assessed shopping patterns for a variety of non-food or comparison goods. Such goods include non-bulky goods (clothing and footwear, small household goods, books, CDs and DVDS, recreational and toy goods and chemist goods) and bulky goods (electrical goods, furniture goods and DIY goods).
- 4.23 Facilities within the Study Area retain a comparison goods market share of 83.1%. This is a moderate increase (1.3 percentage points) from 2006, when the market share was 81.8%. The zones located nearest to the Telford central area are subject to the greatest rate of retention of comparison goods expenditure within the Borough, these being Zones 3 (91.9%), 4 (88.6%), 5 (91.8%) and 6 (87.4%). This is to be expected given that Telford is the principal centre within the Borough and contains the main concentration of comparison goods units.

**Table 4.7: Comparison Goods Market Shares Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	32.0	41.9	+9.9
2	71.8	72.5	+0.7
3	84.2	91.9	+7.7
4	86.6	88.6	+2.0
5	88.4	91.8	+3.4
6	83.3	87.4	+4.1
7	76.0	85.2	+9.2
8	-	64.6	-
<b>Total</b>	<b>81.8</b>	<b>83.1</b>	<b>+1.3</b>

Source: Table 25, Appendix 5 (2013 Study) and Table 9a, Appendix 9 (2006 Study), adjusted to exclude SFT  
 Note: The total figures for 2013 include Zone 8, whilst the 2006 total figures do not include Zone 8 and the 2006 Study did not consider books, CDs and DVDS, or recreational goods, or chemist goods

- 4.24 **Table 4.8** indicates that since 2006 there has been a slight decline in the comparison goods market share at Newport town centre (of 0.8 percentage points) and the district centres (0.6 percentage points). It is also evident that there has been a significant shift in the comparison goods market share from Newport and Telford town centres to the three large retail parks. However, it should be noted that the previous Study in 2006 did not distinguish between Telford Central Area and the nearby retail parks and therefore a direct comparison between the two datasets is not possible.

**Table 4.8: Comparison Goods Market Shares by Centre**

Centre	Market Share (%)	
	2006	2013
Newport Town Centre	3.4	2.6
Telford (Central Area)	66.9	34.9
District Centres	7.3	6.7
Other (Retail Parks and other undefined) Comprising:	4.2	39.0
<i>Wrekin Retail Park</i>	-	<i>8.7</i>
<i>Telford Bridge Retail Park</i>	-	<i>9.0</i>
<i>Telford Forge Retail Park</i>	-	<i>13.8</i>
<i>Other (undefined)</i>	-	<i>7.5</i>
<b>Total</b>	<b>81.8</b>	<b>83.1</b>

Source: Table 25, Appendix 5 (2013 Study) and Table 9a, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

- 4.25 The majority of comparison goods expenditure outside of the Study Area is diverted to destinations in Shropshire, Birmingham, Stafford, Wolverhampton and Dudley.

### Clothing and Footwear

- 4.26 In terms of shopping for clothing and footwear, facilities in the Study Area attract 81.6% of shopping trips. The Study Area market share has increased by 8.4 percentage points since 2006 when 73.2% of such expenditure was retained. Telford town centre has an overall clothing and footwear market share of 53.7%, whilst Newport town centre has a market share of only 0.8%. Several other large stores, retail parks and district centres also achieve strong market shares, including the Telford Forge Retail Park (7.4%), Wrekin Retail Park (6.7%), Wellington district centre (4.3%) and Asda at Donnington Wood (2.8%).
- 4.27 Overall, there has been an increased market share of clothing and footwear goods in the Study Area, with the exception of Zone 2. The nearest zones to Telford (Zones 3, 4, 5 and 6) unsurprisingly have the highest market share retention rate in the Borough. Outside of the Study Area, Shrewsbury town centre (8.1%), Birmingham city centre (2.1%) and Wolverhampton city centre (1.7%) achieve the highest market shares for the clothing and footwear sector.



**Table 4.9: Clothing and Footwear Market Shares Share Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	29.1	38.9	+9.8
2	70.5	67.4	-3.1
3	83.0	88.7	+5.7
4	83.0	87.2	+4.2
5	91.2	92.6	+1.4
6	80.7	88.3	+7.6
7	74.4	79.6	+5.2
8	-	60.1	-
<b>Total</b>	<b>73.2</b>	<b>81.6</b>	<b>+8.4</b>

Source: Table 9, Appendix 5 (2013 Study) and Table 4, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

**Small Household Goods**

- 4.28 Facilities in the Study Area retain 81.2% of shopping trips for small household goods (including home furnishings, glass and china items). Retention of such expenditure within the Study Area has increased marginally since 2006, when the market share was 78.8%. Again, Telford town centre attracts a greater market share (32.7%) than Newport town centre (1.7%) due to the wider range of retail units trading in small household goods.
  
- 4.29 In addition, strong market shares were achieved at several of the large national foodstore operators and the retail parks in Telford, namely at Telford Forge Retail Park (15.0%) which includes the Dunelm Mill, Laura Ashley and TK Maxx stores; Telford Bridge Retail Park (6.8%) which accommodates Argos, Next Home and Dreams; and Wrekin Retail Park (5.8%) which includes a Homebase, Matalan and Asda Living. The Tesco Extra at Wrekin Retail Park and Asda at Donnington Wood also have market shares of 4.1% and 4.0% respectively. Wellington district centre in Zone 3 also has a market share of 5.0% which can be attributed to the strong provision of homeware stores there, including Home & Leisure and Wilkinson.



**Table 4.10: Small Household Goods Market Shares Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	36.2	33.3	-2.9
2	74.3	72.5	-1.8
3	84.2	94.5	+10.3
4	91.5	80.7	-10.8
5	90.5	84.9	-5.6
6	86.6	88.7	+2.1
7	81.3	87.6	+6.3
8	-	66.5	-
<b>Total</b>	<b>78.8</b>	<b>81.2</b>	<b>+2.4</b>

Source: Table 13, Appendix 5 (2013 Study) and Table 4, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

**Electrical Goods**

4.30 In terms of shopping for electrical goods, facilities in the Borough attract 87.6% of shopping trips undertaken by the local population. This is a 2.8 percentage point increase in the market share achieved in 2006 (84.8%). Telford Forge Retail Park accounts for the greatest proportion of the electrical goods market share at 30.5%, with this location accommodating several national electrical goods stores, including Currys/PC World and the Carphone Warehouse. The market share of Telford town centre was recorded as 18.0%, with Newport town centre achieving a market share of 3.2%.

4.31 Other key locations for the purchasing of electrical goods in the Borough are Telford Bridge Retail Park (11.4%) which accommodates a Maplin Electronics and an Argos, Tesco Extra at Wrekin Retail Park (6.0%), and the Asda at Donnington Wood (4.7%).

**Table 4.11: Electrical Goods Market Shares Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	37.3	42.0	+4.7
2	78.6	77.5	-1.1
3	96.5	92.4	-4.1
4	96.9	97.9	+1.0
5	99.1	97.6	-1.5
6	92.9	83.8	-9.1
7	84.0	91.9	+7.9
8	-	70	-
<b>Total</b>	<b>84.8</b>	<b>88.0</b>	<b>+3.2</b>

Source: Table 13, Appendix 5 (2013 Study) and Table 4, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8



**Furniture, Carpets & Floor Coverings**

- 4.32 The facilities within the Study Area achieve a market share of 77.0% for furniture goods, the lowest market share achieved for any of the eight non-food goods categories. However, the market share has increased sustainability by 19.2 percentage points (from 57.8%) since 2006. The largest increase in the market shares have been in Zones 1 and 5, with respective increases of 29.6 percentage points and 20.6 percentage points.
  
- 4.33 Telford town centre achieves a market share for furniture of 12.2% of all such expenditure which originates within the Study Area, with Newport town centre securing a market share of 5.3%. The respective market shares secured by district centres equate to 9.8% in Wellington, 2.8% in Dawley, 2.5% in Oakengates, 1.6% in Madeley and 0.3% in Donnington. The household survey identified furniture goods expenditure is claimed by Hadley district centre. The Telford Forge Retail Park (17.7%) and Telford Bridge Retail Park (11.6%) have a good provision of furniture stores including Furniture Village, SCS, Dunelm Mill and Homebase. Wrekin Retail Park (3.4%) also accommodates a Next Home, Dreams and Bensons for Beds.

**Table 4.12: Furniture Market Shares Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	25.4	55.0	+29.6
2	54.5	68.8	+14.3
3	69.4	82.8	+13.4
4	68.5	78.5	+10.0
5	62.2	82.8	+20.6
6	66.7	81.8	+15.1
7	60.3	74.9	+14.6
8	-	62.4	-
<b>Total</b>	<b>57.8</b>	<b>77.0</b>	<b>+19.2</b>

Source: Table 13, Appendix 5 (2013 Study) and Table 4, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

**DIY & Gardening Goods**

- 4.34 In terms of shopping for DIY and gardening goods, facilities located within the Study Area attract 86.5% of shopping trips undertaken by the Study Area population, with the market share having increased slightly by 3.5 percentage points since 2006 (from 83.0%). The most popular locations for people to undertake their shopping for DIY and gardening goods are the B&Q store at Telford Bridge Retail Park (32.4%) and the Homebase at Wrekin Retail Park (14.5%). Other relatively popular destinations include the Wyevale Garden Centre at Donnington (8.7%), Telford Forge Retail Park (4.4%) and the Wickes store at Snedshill Trading Estate (4.0%).



4.35 Collectively, the six district centres achieve a market share of 5.6%, whilst the household survey identified that Telford town centre has a market share of 4.0% and Newport a market share of 2.0%.

**Table 4.13: DIY Goods Market Shares Analysis by Zone (%)**

Zone	Market Share (%)		
	2006	2013	Difference
1	30.1	34.0	+3.9
2	85.9	72.7	-13.2
3	95.6	93.2	-2.4
4	96.3	98.6	+2.3
5	98.2	95.3	-2.9
6	94.3	84.6	-9.7
7	75.9	91.6	+15.7
8	-	66.2	-
<b>Total</b>	<b>83.0</b>	<b>86.5</b>	<b>+3.5</b>

Source: Table 13, Appendix 5 (2013 Study) and Table 4, Appendix 9 (2006 Study)

Note: 2006 market shares adjusted to exclude SFT, whilst the total figure for 2013 includes Zone 8

**Books, CDs, DVDs**

4.36 The previous Study in 2006 did not directly ask the respondents where they last went to buy books, CDs and DVDs or recreational goods and toys or chemist goods and therefore a direct comparison between the two datasets is not possible. **Table 4.14** sets out the Study Area market share for these comparison goods categories as identified by the 2013 household survey.

**Table 4.14: Market Shares Analysis by Zone (%)**

Zone	Market Share (%)		
	Books, CDs, DVDs	Recreational Goods, Toys etc	Chemist Goods
1	41.6	53.4	43.3
2	74.0	76.8	84.0
3	97.5	96.6	96.9
4	90.0	90.9	97.9
5	90.5	95.8	100.0
6	84.2	92.6	95.9
7	86.0	88.1	94.6
8	60.6	67.6	67.4
<b>Total</b>	<b>84.8</b>	<b>88.1</b>	<b>91.2</b>

Source: Tables 11, 15, 17, Appendix 5 (2013 Study), adjusted to exclude SFT

4.37 It is evident from **Table 4.14** that 84.8% of expenditure for Books, CDs and DVDs is retained in the Study Area, with notably high figures recorded in Zones in 3, 4, 5, 6 and 7. Telford town centre has the highest market share for books, CDs and DVDs and claims 44.0% of all such expenditure generated within the Study Area. Newport has an overall share of 1.1%, with 12.7% of households in



Zone 2 last shopping for books, CDs and DVDs in this town centre. Wellington district centre secures a Study Area market share of 3.8%. A high proportion of shoppers indicated that they purchased these types of comparison goods when they last visited the large supermarkets in the district, notably at the Asda store at Donnington Wood (8.4%), Tesco Extra at Wrekin Retail Park (6.7%) and Morrisons in Wellington (4.5%).

### Recreational Goods, Toys etc.

- 4.38 In terms of shopping for recreational goods, toys etc, facilities in the Study Area in 2013 attract 88.1% of shopping trips. As Telford is the principal centre in the Borough, it unsurprisingly attracts the highest market share of recreational goods, expenditure (36.2%). Newport town centre claims 2.8% of all such expenditure, and Wellington district centre secures a market share of 1.9%, whilst the other five district centres (Dawley, Donnington, Hadley, Madeley and Oakengates) have a combined market share of just 0.6%. These centres provide a relatively modest comparison goods offer and therefore the proportion of shoppers from within the Study Area attracted to these centres to make recreational goods purchases is limited.
- 4.39 The retail parks and several of the large foodstores in the Borough attract a higher recreational goods market shares, including Telford Forge Retail Park (14.4%), Telford Bridge Retail Park (13.4%), Tesco Extra at Wrekin Retail Park (5.6%) and Asda at Donnington Wood (3.6%).

### Chemist Goods

- 4.40 The facilities in the Study Area attract 91.2% of chemist goods shopping trips, the highest market share achieved by facilities within the Study Area for any of the eight non-food goods categories.
- 4.41 Telford town centre attracts a market share of 23.3% for chemist goods, Newport attracts a market share of 8.9%, whilst Wellington district centre's market share is 4.7%, Madeley's is 2.6%, Donnington's is 2.1%, Oakengates is 1.8%, Dawley's is 1.6% and Hadley's is 1.0%. A high proportion of respondents also identified that they last shopped for chemist goods in the largest supermarkets in the Borough, particularly at the Asda store at Donnington Wood (7.7%), Tesco Extra at Wrekin Retail Park (4.8%) and the Morrisons at Wellington (3.9%).

### Special Forms of Trading (SFT)

- 4.42 The household survey identifies that 4.4% of respondents last undertook their main food shop using the internet. This is a significant increase from 2006, when 0.8% undertook their main food shopping via the internet. In terms of top-up shopping, 0.2% of respondents order their top-up shopping over the internet; this is a decline from the figure recorded in 2006, when 0.5% undertook their top-up shopping via the internet. We consider the figure recorded in 2006 to be relatively high for top-up



shopping and the more circumspect figure of 0.2% to more closely correspond to what we would expect.

- 4.43 In terms of clothing and footwear, 6.6% purchase goods via the internet, which is an increase of 3.7 percentage points since 2006. For small household goods, 6.4% purchase such goods using the internet, this compares to 10.5% for recreational goods, 3.4% for chemist goods. The products which are most commonly purchased via the internet are books, CDs and DVDs (with 32.3% of all such purchases being made online in 2013) and electrical goods (8.4% in 2006 and 14.5% in 2013). There has been an increase in the proportion of householders purchasing DIY goods online, with an increase of 2.5 percentage points between 2006 (0.4%) and 2013 (2.9%). The level of furniture purchased via the internet has declined slightly, with 3.1% of respondents stating that they bought these types of good via the internet.
- 4.44 It is evident from the household survey results that the purchase of food and comparison goods over the internet is generally becoming increasingly more popular in the Study Area, which reflects wider national trends.

**Table 4.15: Special Forms of Trading (SFT)**

	SFT (%)		
	2006	2013	Difference
Main Food Shopping	0.8	4.4	+3.6
Top-Up Shopping	0.5	0.2	-0.3
Clothing & Footwear	2.9	6.6	+3.7
Small Household Goods	7.8	6.4	-1.4
Books, CDs, DVDs	-	32.3	-
Recreation Goods, Toys etc	-	10.5	-
Chemist Goods	-	3.4	-
Electrical Goods	8.4	14.5	+6.1
DIY Goods	0.4	2.9	+2.5
Furniture	3.6	3.1	-0.5

Source: NEMS Household Survey 2013 (unweighted data, adjusted to exclude don't know/can't remember responses)

- 4.45 This trend towards increased use of the internet to purchase both convenience and comparison goods is reinforced by the responses to question 33 of the household survey, which asks **Do you make use of electronic home shopping (i.e. internet or TV shopping)?** The results confirm that 58.0% of respondents use the internet to shop at least on occasion, 4.1% use portable internet (i.e. mobile phone) and 4.3% undertake TV home shopping. The proportion of respondents not using electronic home shopping is 41.4%.



### Travel Patterns

- 4.46 The majority of respondents to the household survey identified that they would normally travel to their main food shopping destination via private motor vehicle, either as the driver (79.0%), or as a passenger (9.5%). Only 4.5% would normally travel via a bus, minibus or coach, whilst 4.1% generally walk to undertake main food shopping.

### Conclusions

- 4.47 The Study Area retains a high market share in relation to both main food (93.3%) and top up shopping (93.9%), with both figures having improved since 2006. The respective figures for facilities within the Borough remain strong at 92.1% and 81.2%. This suggests that the existing convenience retail provision within the Borough and wider Study Area is performing well in meeting the food shopping needs of the local area. In relation to comparison goods, the market share retained by the Study Area is lower at 83.1%, with 82.3% being retained within the Borough.
- 4.48 It is evident that only a low proportion of shoppers are travelling outside the Study Area to meet their shopping needs, with Telford town centre and the large retail parks in particular providing for the majority of residents' needs. Whilst the level of shopping leakage to the wider sub-region is higher for comparison goods, the overall retention rate and market share in the Borough and wider Study Area remains high and satisfactory, and there does not appear to be any increases in the outflow of expenditure. In addition, it is evident that the use of the internet to purchase both food and non-food goods in the Study Area has become increasingly popular since 2006.



## 5.0 Summary of the Vitality and Viability of the Key Centres

- 5.01 The National Planning Policy Framework (NPPF) (March 2012) states that local authorities should set out policies for the management and growth of centres over the plan period. The NPPF requires local authorities to recognise town centres as the heart of their communities and to pursue policies to support their viability and vitality. It is recognised that competitive town centre environments should be promoted in order to ensure customer choice, a diverse retail offer and to reflect the individuality of town centres.
- 5.02 The NPPF, presumably for reasons of brevity, does not provide a list of indicators to be used to assess the health of a centre. However, the former Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth (December 2009) set out a number of key indicators which should be monitored on a regular basis in order to judge the health of a centre and its performance over time. Although PPS4 has been superseded by the NPPF and no longer forms part of national planning policy guidance, the key indicators included in PPS4 remain of relevance. In the absence of guidance in the NPPF with regard to key indicators, the former PPS4 indicators are therefore a useful tool in assessing the health of centres. The performance indicators outlined in the former PPS4 comprise the following:
- Diversity of main town centre uses (by number, type and amount of floorspace);
  - The amount of retail, leisure and office floorspace in edge of centre and out of centre locations;
  - The potential capacity for growth or change;
  - Retailer representation and retailer demand;
  - Shopping rents – the average Zone A rents paid in centres;
  - Proportion of vacant street level property;
  - Commercial yields on non-domestic property (i.e. the capital value in relation to the expected market rental);
  - Pedestrian flows;
  - Accessibility;
  - Perception of safety and occurrence of crime; and
  - State of town centre environmental quality.
- 5.03 The commentary below provides an overview of our analysis of the health of the two town centres of Telford and Newport, the district centres of Dawley, Donnington, Hadley, Madeley, Oakengates and Wellington, as well as Ironbridge. The commentary is supplemented by a more detailed appraisal of available data relating to the centres' performance and of WYG's observations in surveying each centre. The comprehensive appraisal provides full details of published data sources, including Venuescore and Estates Gazette. The commentary provided below summarises our key findings in



respect of the centres, with the full versions of the health check analysis being provided at **Appendix 1**. Detailed reports for Telford and Newport town centre are set out in **Appendix 2** with detailed reports for each of the district centres set out in **Appendix 3**.

5.04 **Table 5.1** provides a summary of the total number of units and floorspace within each centre. This is based on each of the six Experian Goad categories: convenience, comparison, retail services, leisure services, financial/business services and vacancies. Telford is the principal centre in the Borough and this is reflected by the centre having the greatest number of units and quantum of floorspace.

**Table 5.1: Summary of the Centres**

Centre	Total No. of Outlets	Quantum of Floorspace (sq.m)
Telford town centre	179	75,400
Newport town centre	164	30,570
Dawley district centre	59	7,365
Donnington district centre	17	3,273
Hadley district centre	18	3,207
Ironbridge	38	3,190
Madeley district centre	59	10,165
Oakengates district centre	110	16,450
Wellington district centre	213	43,420

Source: Site visits of March and April 2013

Note: Figures for Telford, Newport, Oakengates and Wellington are based on the centre boundaries as defined by Experian Goad. Figures for Dawley, Donnington, Hadley, Ironbridge and Madeley are based on the district centre boundaries defined in the Wrekin Local Plan 1995-2006 Proposals Map.

5.05 **Tables 5.2** and **5.3** show the diversity of uses within each of the centres surveyed in accordance with the above Experian Goad categories.



**Table 5.2: Diversity of Uses – Units**

Centre	% Convenience	% Comparison	% Retail Service	% Leisure Service	% Financial/ Business	% Vacant
Telford town centre	7.8	48.6	6.7	12.8	12.8	11.2
Newport town centre	8.5	31.7	20.7	18.3	16.5	4.3
Dawley DC	11.1	16.7	5.6	33.3	0.0	33.3
Donnington DC	29.4	17.6	23.5	17.6	5.9	5.9
Hadley DC	11.1	16.7	5.6	33.3	0.0	33.3
Ironbridge	15.8	28.9	7.9	39.5	5.3	2.6
Madeley DC	6.8	15.3	15.3	25.4	11.9	25.4
Oakengates DC	7.3	22.7	13.6	26.4	12.7	17.3
Wellington DC	8.0	32.9	16.4	20.2	15.5	7.0
Centres Average	11.8	25.7	12.8	25.2	9.0	15.6
<b>UK Average</b>	<b>8.0%</b>	<b>32.9%</b>	<b>13.6</b>	<b>22.0</b>	<b>11.0</b>	<b>12.2</b>

Source: Site visits of March and April 2013

Note: Figures for Telford, Newport, Oakengates and Wellington are based on the centre boundaries as defined by Experian Goad. Figures for Dawley, Donnington, Hadley, Ironbridge and Madeley are based on the district centre boundaries defined in the Wrekin Local Plan 1995-2006 Proposals Map.

**Table 5.3: Diversity of Uses – Floorspace**

Centre	% Convenience	% Comparison	% Retail Service	% Leisure Service	% Financial/ Business	% Vacant
Telford town centre	11.3	58.7	2.1	19.9	5.3	2.7
Newport town centre	22.8	27.2	11.7	19.2	13.4	5.8
Dawley DC	18.4	25.9	10.7	30.3	2.6	12.1
Donnington DC	60.2	10.5	13.3	9.0	4.4	2.6
Hadley DC	29.1	7.3	2.3	33.5	0.0	27.8
Ironbridge	9.9	28.7	3.7	53.3	3.1	1.3
Madeley DC	46.0	8.4	6.5	17.2	8.9	12.9
Oakengates DC	12.9	20.2	9.1	26.7	14.2	16.8
Wellington DC	27.3	32.3	8.1	15.8	10.1	6.5
Centres Average	26.4	24.4	7.5	25.0	6.9	9.8
<b>UK Average</b>	<b>14.4</b>	<b>36.4</b>	<b>7.3</b>	<b>22.8</b>	<b>8.3</b>	<b>10.2</b>

Source: Site visits of March and April 2013

Note: Figures for Telford, Newport, Oakengates and Wellington are based on the centre boundaries as defined by Experian Goad. Figures for Dawley, Donnington, Hadley, Ironbridge and Madeley are based on the district centre boundaries defined in the Wrekin Local Plan 1995-2006 Proposals Map.



## Telford Town Centre

- 5.06 Telford is the principal economic and social centre in Telford & Wrekin Borough. It is located 13 km to the south west of Newport, 24 km to the east of Shrewsbury and 26 km to the north west of Wolverhampton. The centre is ranked as a Sub-Regional Centre by the Venuescore 2013 retail rankings report, with the centre ranked 131st out of all retail venues surveyed.
- 5.07 The site visit at Telford town centre in March 2013 identified that there was a total of 179 units within the Experian Goad defined town centre boundary, comprising a gross floorspace of 75,400 sq.m. The survey also reviewed the diversity of uses in locations on the edge and out of centre of Telford, including the four retail parks, namely Telford Forge Retail Park, Telford Bridge Retail Park, Rampart Court Retail Park and Wrekin Retail Park.
- 5.08 Telford's Primary Shopping Area as defined in the Central Telford Area Action Plan is concentrated on the Telford Shopping Centre which is a purpose built, privately owned shopping mall containing approximately 160 units. To the south of the shopping centre is the Southwater Development Area, which, once developed, will provide additional commercial, leisure, retail and residential floorspace.
- 5.09 In terms of the diversity of uses in Telford, the town centre is well provided for in terms of the number of comparison goods units and floorspace. However, due to the high proportion of comparison goods floorspace, there is a slight shortfall in the provision of convenience, retail service, leisure service and financial service floorspace in the centre. In terms of vacancy rates, Telford is performing well, with both the proportion of units and vacant floorspace below the UK average figures, with the amount of vacant floorspace in the centre having decreased by 380 sq.m since the 2006 survey was undertaken.
- 5.10 In relation to the out of centre retail parks, Forge Retail Park and Telford Retail Park are located adjacent to each other and are around 400 metres from Telford's PSA. Rampart Court Retail Park is located 450 metres from the PSA. Forge Retail Park accommodates 22 units providing a gross floorspace of 31,280 sq.m. The majority of units (63.6%) at Forge Retail Park are occupied by national multiple comparison goods retailers. Telford Bridge Retail Park accommodates 17 units which provide 18,490 sq.m floorspace. Rampart Court Retail Park accommodates only two units, namely a Blockbuster video rental store and a Staples office equipment store. Wrekin Retail Park is located 4 km to the west of Telford town centre on the outskirts of Arleston. Although the retail park is located some distance from the town centre, the journey time along the M54 between the town locations is relatively short. Wrekin Retail Park accommodates 15 units, providing 21,020 sq.m gross floorspace. The majority of the units (60.0%) are occupied by national multiple comparison goods retailers.



- 5.11 In accordance with the health check indicators it is considered that Telford is performing well. Planned improvements to the town centre are taking place through the Southwater Development, which will introduce additional office, residential, retail, community and leisure uses to the south of Telford shopping centre. Outline planning permission has also been granted for the redevelopment of Brodie House to provide a mixed-use development and full planning permission has been granted to Asda Stores Limited to develop a replacement foodstore at land at Malinslee House, which was formerly occupied by Telford & Wrekin Council. The town centre is well represented in terms of national multiple retailers; during the site visit in March 2013 good levels of footfall were witnessed in the town centre and the majority of the town centre is well maintained.
- 5.12 Since the previous survey was undertaken in 2006, there have been a number of changes in Telford town centre. The number of convenience, retail service and financial and business service units in the centre has decreased slightly (by four, one and three units respectively), while the number of comparison and leisure service retail service units has increased by one and eight units respectively. The number of vacant units has remained static at 20 units since 2006.
- 5.13 To summarise, Telford accommodates a good provision of retailers, though it is noted that there is a bias towards comparison goods provision. Whilst the town centre's retail ranking declined by five places between 2010 and 2013, it is evident that positive improvements are taking place in the town centre in order to strengthen the town's position.

### Newport Town Centre

- 5.14 The Core Strategy notes that Newport acts as a key service centre in the rural hinterland and states that any new development should support its role as a market town and strengthen the provision of services and facilities. It is located approximately 13 km to the north east of Telford town centre, 20 km to the west of Stafford and 30 km to the east of Shrewsbury. Newport is ranked as a Local Centre by Venuescore 2013.
- 5.15 Newport's Primary Shopping Frontage as defined by the Wrekin Local Plan 1995-2006 Proposals Map is located along St Mary's Street and High Street. The Secondary Shopping Zone encompasses a number of surrounding streets including Water Lane, Salters Lane, Beaumaris Road, Avenue Road and Audley Road.
- 5.16 A site visit of Newport town centre was undertaken in March 2013 which identified that there were a total of 164 units in the town centre as defined by Experian Goad, equating to 30,750 sq.m of gross floorspace.



- 5.17 In terms of the diversity of uses in Newport, the town centre is well provided for in terms of convenience, retail service and financial and business units and floorspace, with both the number of units and amount of floorspace being above the national average figure. The town is under-provided for in terms of the amount of comparison and leisure service floorspace.
- 5.18 The number of vacant units and the amount of vacant floorspace in Newport town centre is below the UK national average, which would suggest that the town is performing well. The number of vacant units in the centre has decreased by eight units and the amount of vacant floorspace has decreased by 670 sq.m since April 2007.
- 5.19 In terms of changes in the diversity of uses in the town centre since 2007, the number of retail service, leisure service and financial and business service units has increased by five, three and one unit respectively. During the same period, the number of comparison goods units has decreased by four units, while the number of convenience goods units has remained static.
- 5.20 Newport town centre exhibits a number of positive signs in relation to health check indicators. The centre's position in the Venuescore 2013 retail rankings has improved by a substantial 267 places since 2010 (albeit, it should be noted that, as a relatively small town, Newport is susceptible to significant shifts in its position in the rankings). The town centre is well represented in terms of independent retailers, with a range of retail and service units ensuring that there is variety in terms of the goods and services on offer. The number of national multiple retailers in the centre is limited, and although the town may benefit from additional representation from national retailers, the independent retailers help to define the character of the town centre. The site visit to Newport found the town centre to be busy and the environmental quality of the centre to be good. The low vacancy level in the centre is a positive sign in terms of Newport's health.
- 5.21 Notwithstanding these positive indicators, the town centre is under-represented in terms of comparison goods and leisure service floorspace when compared to the national average.

### Dawley District Centre

- 5.22 Dawley is located approximately 3 km to the south of Telford town centre and 4 km to the north west of Madeley district centre.
- 5.23 The site visit in March 2013 identified there to be 59 units within the district centre boundary (as identified by the Wrekin Local Plan Proposals Map), comprising a total gross floorspace of 7,365 sq.m. The main retail area in Dawley is linear in nature, with retail and service units located along either side of High Street.



- 5.24 There is a strong proportion of convenience, retail service and leisure service operators in the district centre. However, the district centre is less well provided for in terms of comparison and financial and business service floorspace. The main convenience goods retailer in the district centre is the Co-operative Food store on High Street. The majority of comparison goods units in the centre are occupied by independent operators. The Lloyds Pharmacy is the sole national multiple comparison goods retailer in the centre.
- 5.25 Both the proportion of vacant units (16.9%) and floorspace (12.1%) evident within the district centre is higher than the national average rates of 12.2% and 10.2% respectively. The largest vacant unit in the centre is the former Lord Hill public house (189 sq.m) on High Street.
- 5.26 Outline planning permission (reference TWC/2010/0036) was granted in August 2010 for a mixed use development at the eastern extent of the district centre to provide a new school, retail units, residential dwellings and open space. The development is to take place on the Paddock Mount site which was formerly occupied by a number of units which have been demolished to allow the redevelopment scheme to be accommodated.
- 5.27 Since the previous survey of the centre was undertaken in 2006, the total number of units in the centre has decreased by 17 units, which can partly be attributed to the demolition of a number of units occupied by financial and business uses at Paddock Mount. Since 2006, the number of convenience goods units has decreased by one, the number of comparison goods units has decreased by one, leisure service units have decreased by six and financial and business service units have decreased by eight. However, the number of retail service units has increased slightly by one.
- 5.28 Dawley does exhibit some signs of being a healthy centre. There is a good provision of convenience, retail service and leisure service units, a good range of independent retailers and the centre is situated in an accessible location in close proximity to Telford and the M54. However, vacancies in the district centre are above the national average level and the centre would benefit from additional representation from the comparison and financial and business sector.

### Donnington District Centre

- 5.29 Donnington district centre is located 6.5 km to the north of Telford and 8 km to the south of Newport. The centre is linear in nature and is focused on a parade of shops along The Parade. The Morrisons supermarket, which opened in 2011 following the redevelopment of the former Netto site, is the centre's anchor convenience unit and is located at the southern end of the centre.



- 5.30 The site visit of Donnington district centre in March 2013 identified that there was a total of 17 units within the district centre as defined in the Wrekin Local Plan Proposals Map, comprising a gross floorspace of 3,273 sq.m.
- 5.31 In terms of the diversity of uses in Donnington, the district centre is well provided for in terms of the convenience goods offer, with the proportion of convenience goods units and floorspace substantially above the national average. The centre is also well provided for in terms of the retail service offer. The centre is less well provided for in terms of comparison goods, leisure service and financial and business floorspace, when compared to the national average figure.
- 5.32 Donnington is performing well in terms of the lack of vacancies in the centre. There is only one vacant unit present in the district centre, with the proportion of vacant units and floorspace substantially below the national average. The number of vacant units in the centre has decreased by one since the previous survey was undertaken in 2006.
- 5.33 Since the 2006 survey was undertaken, the number of convenience, comparison, retail service and leisure service units in Donnington district centre has remained stable, with the number of financial and business units having decreased by one unit.
- 5.34 The health check indicators suggest that Donnington district centre shows signs of being a healthy centre. The centre's Venuescore retail ranking has improved substantially since 2010, by 2,820 places (to 2,216th). Although the centre is slightly dominated by convenience goods provision, there is also a range of comparison, retail service and leisure service units and the vacancy rate in the centre is low. The majority of units in the centre are occupied by independent operators, with only a limited number of national multiple retailers present in the centre. However, this is not unexpected for a centre of Donnington's size. Reasonable levels of pedestrian activity were noted during the site visit of the centre. Although the majority of retail units in the centre are well maintained, some units appear somewhat outdated and may benefit from modernisation.

### Hadley District Centre

- 5.35 Hadley district centre is located 5 km to the north west of Telford and 11 km to the south west of Newport.
- 5.36 The centre's primary retail zone as defined in the Wrekin Local Plan Proposals Map is focused on the precinct of retail units at the western extent of the centre. The secondary retail zone includes a number of units located on High Street.



- 5.37 The site visit of Hadley district centre in March 2013 identified that there was a total of 18 units in Hadley district centre boundary, providing a gross floorspace of 3,207 sq.m. Since the 2006 survey was undertaken, the total number of retail units in the centre has reduced by 13 units. This is due to a number of units at Gladstone House having been demolished as part of redevelopment proposals for the district centre.
- 5.38 Hadley district centre is currently being redeveloped, following the grant of full planning permission reference TWC/2011/0953 on the 25<sup>th</sup> January 2012. The scheme for the redevelopment of the district centre includes a Tesco Express foodstore (371 sq.m), ancillary units (Use Classes A1, A2, A3 and A5) a total floorspace of up to 560 sq.m gross, a veterinary surgery, along with 70 car parking spaces. Phase 1 of the development commenced in June 2012. The former Gladstone House shopping precinct has been demolished and the construction of the foodstore and six retail units has commenced.
- 5.39 When looking at the diversity of uses in Hadley, it is evident that there is a shortfall in comparison, retail service and financial and business units and floorspace in the centre. However, it is likely that the number of such uses may increase following the completion of the current development scheme. There are also only two convenience goods units present in the centre and it is therefore considered that the centre will benefit from the development of the new Tesco Express store. The centre is also well represented in terms of the proportion of leisure service units and floorspace.
- 5.40 The proportion of vacant units (33.3%) and floorspace (27.8%) are both substantially above the respective national average figures of 12.2% and 10.2%. The six vacant units provide 892 sq.m of vacant gross floorspace. The largest vacant unit in the centre is the former Hadley cultural and leisure centre (602 sq.m), with the remaining five units each having a floorspace of less than 100 sq.m. The completion of the Hadley district centre redevelopment may well stimulate the occupation of the other vacant units in the centre.
- 5.41 Since the 2006 survey was undertaken, the number of convenience, comparison and retail service units in Hadley district centre has declined. At the same time, the number of leisure service and financial and business services has remained stable.
- 5.42 It is evident that there have been a number of issues in Hadley district centre. The centre is suffering from high vacancy rates, low levels of pedestrian footfall and appears dated and in need of modernisation. However, positive interventions are taking place in order to improve the health of the district centre, through considerable investment in the district centre in the form of the redevelopment scheme. New, modern retail units are to be developed as part of the proposals, along with



improvements to the public realm. It is likely that the redevelopment scheme, with Tesco Express as the anchor unit, will help to attract new retailers to the centre, which in turn will help to bolster pedestrian activity. Hadley district centre is currently in a transitional period, with changes to the health of the district centre likely to ensue once the district centre redevelopment scheme is complete and operational.

## Ironbridge

- 5.43 Ironbridge is a popular retail and leisure destination, with its location within the Ironbridge Gorge World Heritage Site (WHS) attracting tourists to the centre. Ironbridge is located approximately 3.5 km to the south west of Madeley, 7 km to the south of Telford and 20 km to the south of Newport.
- 5.44 The retail centre of Ironbridge, as defined in the Wrekin Local Plan 1995-2006 Proposals Map, is centred on the Square and includes Tontine Hill, High Street and The Wharfage. The centre is linear in nature, with the Square at the centre and retail units running in parallel to the River Severn.
- 5.45 A site visit of Ironbridge retail centre was undertaken in April 2013 which identified that there were a total of 38 units in the centre as defined by the Wrekin Local Plan, providing a gross floorspace of 3,190 sq.m.
- 5.46 In terms of the diversity of uses in Ironbridge, the town centre is relatively well provided for in terms of the number of convenience goods units; however, the proportion of convenience goods floorspace is below the national average. It is notable that there is no foodstore located in the retail centre. The centre is well provided for in terms of leisure service units and floorspace, with the proportion of such floorspace substantially above the national average figures. This is due to a high proportion of the units in Ironbridge catering for visitors to the centre. The centre is slightly underprovided for in terms of comparison goods, retail service and financial and business units and floorspace.
- 5.47 There is only one vacant unit present in the retail centre of Ironbridge and therefore the proportion of vacant units (2.6%) and floorspace (1.3%) is substantially below the respective national average figures of 12.2% and 10.2%.
- 5.48 Ironbridge is a vital and viable centre. At the time of the site visit in April 2013, the centre was busy with relatively heavy footfall. The centre has a high environmental quality due to its position within the WHS, with the historic buildings in the centre and well maintained retail units creating an attractive centre. Although the Post Office is the only national multiple retailer in the centre, the range of independent retailers help to create a unique retail offer. Ironbridge's vacancy rate is very low, demonstrating that the centre is thriving and able to attract operators. The centre is slightly



under-represented in terms of convenience, comparison, retail service and financial and business floorspace, due mainly to the high proportion of leisure services in the centre, and therefore Ironbridge may benefit from additional representation from these sectors (although it is accepted that Ironbridge's role and function is not that of a typical service centre).

### Madeley District Centre

- 5.49 Madeley is located approximately 5.5 km to the south of Telford and 18 km to the south of Newport. In accordance with the Wrekin Local Plan 1995-2006 Proposals Map, Madeley's primary retail zone is focused on the eastern part of Park Avenue, Anstice Square and Russell Square. The secondary retail zone comprises a larger area including High Street, Court Street and Church Street.
- 5.50 In January 2008, full planning permission (reference W2006/0938) was granted for the redevelopment of Madeley district centre including the demolition of the retail and residential properties and the erection of a new supermarket (Tesco), 15 retail units, 16 residential units, with car parking, landscaping and servicing. The new Tesco store (4,323 sq.m gross) commenced trading in 2010 and provides the main convenience goods offer in the district centre.
- 5.51 The site visit in April 2013 identified 59 units within the district centre boundary, providing a total gross floorspace of 10,165 sq.m.
- 5.52 The centre is well provided for in terms of convenience goods floorspace, with the proportion of floorspace (46.0%) in the centre substantially above the national average (14.4%). The majority of this floorspace is provided by the Tesco store. However, the proportion of convenience goods units in the centre is slightly below the national average. The centre is well provided for in terms of financial and businesses services, however the centre is under-represented in terms of the comparison goods offer. The majority of units in the district centre are occupied by independent operators, with a limited number of national multiple retailers present in the centre.
- 5.53 Both the proportion of vacant units (25.4%) and floorspace (12.9%) in the district centre are higher than the respective national average rates of 12.2% and 10.2%. The majority (60%) of these vacant units comprise a series of small units within the former Madeley Shopping Mall. The number of vacant units in the district centre has increased by two (from 13 to 15 units) since the 2006 survey was undertaken. However, during this period the quantum of gross floorspace which is vacant has decreased by 429 sq.m.



- 5.54 Since the previous survey of the centre was undertaken in 2006, there has been a reduction in the number of convenience (two), comparison (two), leisure service (one) and financial and business service units (two), whilst there is one more retail service unit retail service unit.
- 5.55 Madeley does exhibit signs of being a healthy centre. The centre's Venuescore retail ranking has improved by 2,983 places since 2010. The recent investment in the centre through the development of the Tesco foodstore and surrounding retail units has introduced a number of modern properties in the centre, with the Tesco store acting as an anchor for Madeley. Reasonable levels of pedestrian activity were witnessed in the centre on the day of the site visit. Notwithstanding this, the vacancy rate in the centre is above the national average. Although generally the environmental quality of the centre is good, Russell Square may benefit from some improvements to its public realm, with the vacant units at Madeley Shopping Mall detracting somewhat from the overall environmental quality.

### Oakengates District Centre

- 5.56 Oakengates district centre is located approximately 3 km to the north of Telford and 11 km to the south west of Newport. The Primary Shopping Zone as defined in the Wrekin Local Plan 1995-2006 Proposals Map is focused on Limes Walk Shopping Centre. The Secondary Zone of the boundary encompasses a number of surrounding streets, including Market Street, Oxford Street, Lion Street and Bridge Street.
- 5.57 The site visit of Oakengates district centre in March 2013 identified that there was a total of 110 units within the district centre as defined in the Wrekin Local Plan Proposals Map, comprising a gross floorspace of 2,770 sq.m.
- 5.58 In terms of the diversity of uses in Oakengates, the district centre is well provided for in terms of the retail service, leisure service and financial and business service offer, with the proportion of units and floorspace above the national average. However, the centre is slightly under-provided for in relation to the convenience goods offer, with the proportion of floorspace (12.9%) below the national average (14.4%). Currently the main convenience goods offer in the centre is provided by the Co-operative Food store in the Limes Walk Shopping Centre. The centre is also under-provided for in terms of the comparison goods offer, with the proportion of such floorspace (20.2%) below the national average figure (36.4%). The sole national multiple comparison goods unit in the centre is the British Red Cross charity shop.
- 5.59 Vacancy rates in Oakengates district centre are above the national average level. The majority of vacant units in the centre (58%) have a gross floorspace of 100 sq.m or less. The vacancy rate



includes two vacant former industrial units on Kensington Way (within the district centre boundary), which have a combined gross floorspace of 730 sq.m. However, even if these two units are omitted from the vacancy rate calculations, the vacancy rate in Oakengates would be above the national average. Since the previous survey was undertaken in 2006 the proportion of vacant units in the district centre has increased from 12.3% to 17.3% and the proportion of vacant floorspace has increased from 8.7% to 16.8%.

- 5.60 Oakengates does exhibit some positive signs in relation to the health of the centre. It is encouraging that investment has taken place in the district centre during 2012, with improvements to the environmental quality of the centre via improvements to paving, management of on-street parking and the removal of street furniture which was deemed to be unnecessary. In addition, the centre is well represented in terms of the retail service, leisure service and financial and business sectors. Notwithstanding this, the vacancy rate in the district centre is above the national average, and it is considered that the centre would benefit from additional representation from the convenience and comparison goods sectors, and from national multiple retailers, as a limited number of such retailers currently operate in the district centre.

### Wellington District Centre

- 5.61 Wellington district centre is located approximately 7 km to the north west of Telford and 14 km to the south west of Newport.
- 5.62 Wellington's Primary Shopping Zone as defined in the Wrekin Local Plan 1995-2006 Proposals Map is focused on Market Square, Duke Street, Crown Street, Bell Street and New Street. The Secondary Shopping Zone includes a wider area incorporating Market Street, Bridge Road, Queen Street, Church Street and Tan Bank.
- 5.63 The site visit of Wellington district centre in March 2013 identified that there was a total of 213 units in Wellington district centre boundary, equating to a gross floorspace of 43,420 sq.m.
- 5.64 When looking at the diversity of uses in Wellington, it is evident that the centre is well provided for in terms of convenience goods floorspace, with the proportion of such floorspace (27.3%) substantially above the national average figure (14.4%). The main convenience goods retailer in the centre is the Morrisons on Springhill, with an additional offer provided by the Aldi on Grooms Alley and Wellington market on Market Approach. Although the proportion of comparison goods units in the district centre equates to the national average figure, the centre is slightly under-provided for in terms of comparison goods floorspace. There is a good representation of financial and business service units in the centre, however there is a slight under-provision in leisure service provision.



- 5.65 The proportion of both vacant units (7.0%) and floorspace (6.5%) are below the respective national average figures of 12.2% and 10.2%. The majority (67%) of vacant units in the centre have a gross floorspace of 150 sq.m or less. The largest vacant unit in the centre is 18 to 20 Church Street (970 sq.m) which was formerly occupied by the Charlton Arms public house and restaurant. Since the 2006 survey was undertaken the vacancy rate in the district centre has decreased slightly, with the proportion of vacant units decreasing from 7.6% in 2006 to 6.5% in 2013.
- 5.66 The health check indicators show that Wellington shows signs of being a vital and viable centre. The centre has improved its position in the Venuescore retail rankings by 47 places since 2010. Although the majority of units in the centre are operated by independent retailers, there are also a number of national multiple retailers in the centre. On the day of the site visit good levels of pedestrian activity were noted in the central areas of the centre, with the environmental quality of the centre generally being favourable. The centre is performing well in terms of vacancy rates, which are below the national average. Notwithstanding these positive indicators, the centre would benefit from additional representation from the comparison goods and leisure service sectors.



## 6.0 Population and Expenditure

6.01 This section of the report assesses the current population and available expenditure (for both convenience and comparison goods) within the Study Area. The extent of the Study Area and its eight zones was previously identified by **Figure 4.1**.

### Study Area Population

6.02 Three different population growth scenarios have been utilised in modelling the potential future need for additional retail provision within the Study Area. The three scenarios are derived from those set out by the Council in the Shaping Places Local Plan: Strategy & Options document entitled 'Housing Completion Led', 'Planned Growth' and 'Hub for Growth and Business'. Each of the scenarios relates to the Telford & Wrekin Borough administrative area only and, therefore, we have adopted different methodologies to estimate the population within the zones which fall within the Borough (Zones 1, 2, 3, 4, 5 and 6) to that which is deployed in the zones which fall largely outside (Zones 7 and 8).

6.03 Whilst a very small part of Zones 7 and 8 fall within Telford & Wrekin, these areas are not residential in character and it has therefore been assumed that future population growth in Zones 7 and 8 will not be impacted by the implementation of any one of the growth scenarios being considered by the Council. Accordingly, for Zones 7 and 8, we have calculated the population within each postal code sector within each of the zones using Experian Micromarketer G3 data (2011 estimate, which was issued in September 2012). The baseline population data takes into consideration the findings of the recent 2011 Census release which has then been projected forward by Experian (using growth rates derived from ONS population projections). Future population growth in these two zones has then been calculated using Experian's estimate at five year intervals from 2013 (the base date) to 2031<sup>25</sup> (i.e. at 2013, 2018, 2023, 2028 and 2031), in accordance with the lifespan of the Shaping Places Local Plan Core Strategy and the requirements of the NPPF.

6.04 To estimate the future population of Zones 1, 2, 3, 4, 5 and 6, we have again assumed Experian's population estimates at 2013 to be accurate. Thereafter, we have used the three scenarios set out in the Shaping Places Strategy & Options document to estimate increases in population across the reporting intervals to 2031 (i.e. at 2013, 2018, 2023, 2028 and 2031). Each of these population scenarios is set out below at Table 6.1.

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<sup>25</sup> 2031 is three years after 2028 but is reflective of the plan period



**Table 6.1: Population Scenarios**

Growth Scenario	Annual Increase in Dwellings	Annual In-Migration	Annual Out-Migration	Annual Net Migration	Population Change 2011 to 2031	Annual Pop Change	Population Change 2013 to 2031
1. Housing Completion Led	682	3,200	2,400	800	29,600	1,480	26,640
2. Planned Growth	890	4,100	3,100	1,000	35,100	1,755	31,590
3. Hub for Growth and Business	1,325	6,200	4,700	1,500	46,600	2,330	41,760

Source: Shaping Places Local Plan: Strategy & Options document and Telford & Wrekin Council briefing note

6.05 We have adopted a staged process in order to estimate the distribution of the above increases in population across Telford & Wrekin Borough. Our methodology is based on:

- The distribution of extant residential planning permissions across the Borough at 2013. At the time of reporting, the Council’s monitoring data indicates that extant planning permissions would provide for a total of 10,097 potential dwellings. This comprises 9,252 dwellings in the Telford Urban Area, 689 dwellings in Newport and 156 dwellings in the rural area.
- The distribution of extant permission suggests that around 91% of future housing in the Borough may be delivered in the Telford Urban Area, around 7% in Newport and around 2% in the rural area.
- We have assumed that any future growth in population will correlate with the identified distribution of extant residential planning permissions. We have therefore distributed the identified potential housing growth in Telford to the zones which comprise the urbanised Telford area (Zones 3, 4, 5 and 6); the identified growth in the Newport area to the zone which accommodates Newport (Zone 2); and the growth in rural areas to the two zones which incorporate the majority of the Borough’s rural area (Zones 1 and 2). We have assumed that the growth which is attributed to multiple zones (i.e. future growth in Telford and in rural areas) is divided between the zones comprising that particular area on a pro-rata basis reflecting each zone’s population at 2013.

6.06 The first stage in this process is set out below at **Table 6.2**, which indicates the distribution of the growth identified under each population scenario across the Telford, Newport and rural areas.



**Table 6.2: Assumed Distribution of Growth Between 2013 and 2031 in Accordance with 2013 Residential Planning Permissions Monitoring**

Growth Scenario	Pop Change 2013 to 2031	% to Telford	% to Newport	% to Rural	Pop Growth in Telford	Pop Growth in Newport	Pop Growth in Rural
1. Housing Completion Led	29,600	91%	7%	2%	26,831	2,184	585
2. Planned Growth	35,100	91%	7%	2%	31,817	2,589	693
3. Hub for Growth and Business	46,600	91%	7%	2%	42,241	3,438	921

Source: Telford & Wrekin Council's monitor of extant residential planning permissions

6.07 **Tables 6.3, 6.4 and 6.5** then identify how this growth has been split between relevant zones on a pro-rata basis in accordance with the methodology set out above. For Zones 1 and 2 for each scenario, an additional allowance has been made for population growth which occurs in the zones in areas outside Telford & Wrekin Borough.

**Table 6.3: Scenario 1 – Study Area Population by Survey Zone (2013 to 2031)**

Zone	2013	2018	2023	2028	2031
1	11,124	11,196	11,267	11,339	11,382
2	25,136	25,833	26,531	27,228	27,646
3	34,403	36,152	37,902	39,651	40,701
4	48,778	51,258	53,739	56,219	57,708
5	41,890	44,020	46,150	48,281	49,559
6	21,494	22,587	23,680	24,773	25,429
7	18,218	18,588	18,932	19,220	19,389
8	12,352	12,748	13,082	13,303	13,452
<b>Total</b>	<b>213,395</b>	<b>222,383</b>	<b>231,283</b>	<b>240,015</b>	<b>245,266</b>

Source: 2013 data derived from Experian Micromarketer G3 data

**Table 6.4: Scenario 2 – Study Area Population by Survey Zone (2013 to 2031)**

Zone	2013	2018	2023	2028	2031
1	11,124	11,209	11,294	11,379	11,430
2	25,136	25,963	26,790	27,617	28,113
3	34,403	36,478	38,552	40,627	41,871
4	48,778	51,719	54,661	57,602	59,367
5	41,890	44,416	46,942	49,468	50,984
6	21,494	22,790	24,086	25,382	26,160
7	18,218	18,588	18,932	19,220	19,389
8	12,352	12,748	13,082	13,303	13,452
<b>Total</b>	<b>213,395</b>	<b>223,911</b>	<b>234,339</b>	<b>244,598</b>	<b>250,766</b>

Source: 2013 data derived from Experian Micromarketer G3 data



**Table 6.5: Scenario 3 – Study Area Population by Survey Zone (2013 to 2031)**

Zone	2013	2018	2023	2028	2031
1	11,124	11,237	11,350	11,463	11,530
2	25,136	26,234	27,332	28,429	29,088
3	34,403	37,157	39,911	42,666	44,318
4	48,778	52,683	56,588	60,493	62,836
5	41,890	45,244	48,597	51,951	53,963
6	21,494	23,215	24,936	26,656	27,689
7	18,218	18,588	18,932	19,220	19,389
8	12,352	12,748	13,082	13,303	13,452
<b>Total</b>	<b>213,395</b>	<b>227,105</b>	<b>240,728</b>	<b>254,181</b>	<b>262,266</b>

Source: 2013 data derived from Experian Micromarketer G3 data

### Retail Expenditure

- 6.08 In order to calculate per capita convenience and comparison goods expenditure, WYG has again utilised Experian Micromarketer G3 data which provides detailed information on local consumer expenditure which takes into consideration the socio-economic characteristics of the local population. Experian is a widely accepted source of expenditure and population data and is regularly used by WYG in calculating retail capacity.
  
- 6.09 The base year for the Experian expenditure data is 2011. Per capita growth forecasts have been derived from Experian Retail Planner Briefing Note 11, which was published in October 2013. For the purposes of this Study, the following annual growth forecasts have been applied.



**Table 6.6: Expenditure Growth Forecasts**

Year	Convenience	Comparison
2012	-0.6	3.1
2013	-0.6	3.2
2014	-0.3	2.3
2015	0.1	2.8
2016	0.6	2.9
2017	0.9	2.9
2018	0.8	3.1
2019	0.9	3.1
2020	0.9	3.0
2021	0.9	3.0
2022	0.9	2.9
2023	0.9	2.9
2024	0.9	2.9
2025	0.8	2.9
2026	0.7	2.8
2027	0.7	2.9
2028	0.8	2.9
2029	0.9	2.9
2030	0.9	2.8
2031	0.9	2.8

Source: Retail Planner Briefing Note 11 (October 2013)

- 6.10 The latest growth forecasts suggest that the current downturn in the economy will continue to impact upon future convenience goods expenditure, at least in the short term. However, over the medium to long term it is expected that the forecast levels of growth will increase as the economy recovers. For convenience goods, Experian forecasts negative growth to 2014, before identifying a modest forecast increase of 0.1% at 2015. Experian identifies an estimated convenience goods increase of +0.9% at 2017 and, although some deviation in the rate is forecast thereafter, the rate of annual convenience goods growth forecast to 2030 does not fall below +0.7%.
- 6.11 By contrast Experian identifies an immediate strong annual comparison growth rate of +3.1% and +3.2% at 2012 and 2013 respectively. Whilst a drop in the rate of growth is anticipated at 2014 (to +2.3%), growth rates thereafter are forecast to be relatively stable, ranging from +2.8% to +3.1%.
- 6.12 WYG has applied the estimated growth rate for 2030 to calculate growth in 2031 in the absence of any specific estimate for that year. However, growth in expenditure forecast in the longer term (beyond the next ten years) should be treated with caution given the inherent uncertainties in predicting the economy’s performance over time. Assessments of this nature should therefore be



reviewed on a regular basis in order to ensure that forecasts over the medium and long are reflective of any changes to relevant available data.

- 6.13 Experian Retail Planner Briefing Note 11 also provides a forecast as to the proportion of expenditure which will be committed through special forms of trading (comprising 'non-store retailing', such as internet sales, TV shopping and so on) over the reporting period. We have 'stripped out' any expenditure which survey respondents indicated was committed via special forms of trading and instead have made an allowance derived from Experian's recommendation.
- 6.14 In considering special forms of trading, it should be noted that many products which are ordered online are actually sourced from a physical store's shelves or stockroom (particularly in the case of convenience goods). Accordingly, expenditure committed in this manner acts to support stores and should be considered 'available' to tangible retail destinations.
- 6.15 Accordingly, in order not to overstate the influence of expenditure committed via special forms of trading, we adopt Experian's 'adjusted' figure (provided at Appendix 3 of its Briefing Note) which makes an allowance for internet sales which are sourced from stores. The proportion of expenditure committed through special forms of trading cited below at **Table 6.3** is 'stripped out' of the identified expenditure as it is not available to stores within the Study Area.

**Table 6.7: Special Forms of Trading Forecasts**

Year	Convenience	Comparison
2013	2.5%	10.8%
2018	3.8%	14.5%
2023	4.8%	15.9%
2028	5.4%	16.0%
2031	5.6%	15.9%

Source: Experian Retail Planner Briefing Note 11 (October 2013)

- 6.16 Using the above growth rates and special forms of trading allowances, it is possible to produce expenditure estimates for each survey zone under each population growth scenario at 2013, 2018, 2023, 2028 and 2031. In doing so, our assessment takes into account both per capita retail expenditure growth and population change.



### Convenience Goods Expenditure

6.17 Taking into consideration the above changes in population and per capita expenditure, it is estimated that, at 2013, the resident population of the Study Area generates some £380.7m of convenience goods expenditure<sup>26</sup>. Under population growth Scenario 1, available convenience goods expenditure is then forecast to increase to £483.6m at 2031, which represents an increase of £102.9m (or 27.0%) between 2013 and 2031. Under growth Scenario 2, expenditure increases to £494.4m at 2031 (which represents an increase of £113.7m or 29.9%) and, under growth Scenario 3, expenditure increases to £517.0m at 2031 (which represents an increase of £136.3m or 35.8%).

**Table 6.8: Total Available Study Area Expenditure Under Three Population Scenarios – Convenience (£m)**

Scenario	2013 (£m)	2018 (£m)	2023 (£m)	2028 (£m)	2031 (£m)	Growth 2013-2018 (£m)	Growth 2013-2023 (£m)	Growth 2013-2028 (£m)	Growth 2013-2031 (£m)
1	380.7	400.3	430.6	462.1	483.6	19.5	49.9	81.4	102.9
2	380.7	403.0	436.2	470.9	494.4	22.3	55.5	90.2	113.7
3	380.7	408.7	448.0	489.3	517.0	28.0	67.3	108.6	136.3

Source: Table 2a, Appendices 5, 6 and 7  
In 2011 prices

### Main Food and 'Top-Up' Shopping

6.18 It has been assumed that the proportion of convenience goods expenditure directed to each respondent's main food shopping destination equates to 80% of their overall convenience shopping expenditure. The remaining 20% of expenditure (which will typically be spent on regular purchases such as milk, bread and so on) is therefore attributed to the respondents' 'top-up' convenience shopping destination. This ratio reflects the respective expenditure committed during main food and top-up shopping trips by Study Area residents as identified by Questions 5 and 15 of the household survey.

6.19 By applying these estimates to the identified resident population of the Study Area, convenience goods expenditure at 2013 committed through 'main food' shopping trips is estimated to be £304.6m and through 'top up' shopping trips is estimated to account for £76.1m.

### Comparison Goods Expenditure

6.20 At 2013, it is estimated that the resident population of the Study Area generates £545.4m of comparison goods expenditure which is available to tangible retail destinations. Under population growth Scenario 1, available comparison goods expenditure is then forecast to increase to £983.5m at 2031, which represents an increase of £438.2m (or 80.3%) between 2013 and 2031. Under growth

<sup>26</sup> Expressed in 2011 prices, as is every subsequent monetary value



Scenario 2, expenditure increases to £1,005.2 at 2031 (which represents an increase of £459.9m or 84.3%) and, under growth Scenario 3, expenditure increases to £1,050.6m at 2031 (which represents an increase of £505.3m or 92.7%).

6.21 Whilst the increase in expenditure which is identified through modelling all three population scenarios is clearly very significant (particularly for the higher growth scenarios), it is more modest than that which has been achieved historically. This is a result of the more circumspect level of per capita comparison goods growth which is forecast over the short and medium term in particular, allied to the greater proportion of expenditure which is forecast to be committed in the future through special forms of trading. In this regard, it is relevant to note that the identified comparison goods expenditure growth of £80.6m within the Study Area between 2013 and 2018 under population growth Scenario 1 represents a relatively modest 14.8% increase over this five year period.

**Table 6.9: Total Available Study Area Expenditure Under Three Population Scenarios – Comparison (£m)**

Scenario	2013 (£m)	2018 (£m)	2023 (£m)	2028 (£m)	2031 (£m)	Growth 2013-2018 (£m)	Growth 2013-2023 (£m)	Growth 2013-2028 (£m)	Growth 2013-2031 (£m)
1	545.4	626.0	739.8	884.2	983.5	80.6	194.5	338.8	438.2
2	545.4	630.2	749.4	900.8	1,005.2	84.8	204.1	355.4	459.9
3	545.4	639.0	769.5	935.6	1,050.6	93.7	224.2	390.2	505.3

Source: Table 8, Appendices 5, 6 and 7  
In 2011 prices

6.22 For the purposes of this Study, comparison goods expenditure has been divided into eight sub-categories: 'Furniture', 'DIY', 'Electrical' (these three categories collectively being referred to as bulky goods), 'Clothing & Footwear', 'CDs, DVDs and Books', 'Small Household Goods', 'Toys, Games, Bicycles and Recreational Goods' and 'Health and Beauty/Chemist Goods' (collectively referred to as non-bulky goods). The proportion of expenditure directed to each sub-category is estimated by Experian on a zonal basis.

**Market Share of Expenditure of Main Facilities**

6.23 Having estimated the level of expenditure which is generated by the resident population within the defined Study Area, it is necessary to identify the 'sphere of influence' of each of the town and district centres through consideration of each centre's claimed market share of available expenditure. We have also assessed the market share claimed by the major retail parks (this latter category effectively being 'undefined' in planning terms).



- 6.24 This Study has involved the completion of 800 household telephone interviews within the defined Study Area. By analysing the results of the survey, it is possible to estimate the levels of expenditure which are directed towards each principal centre's shopping facilities. The market shares for the various expenditure categories were identified in Section 5. Table 6.6 below summarises the differing market shares achieved for each of the main retail destinations across the Borough and shows that, unsurprisingly, the principal destination for undertaking shopping trips is Telford town centre. The network of district centres (Dawley, Donnington, Hadley, Oakengates, Madeley and Wellington) attracting varying proportions of available expenditure, with Wellington claiming 7.7% of all expenditure originating from the Study Area and Hadley district centre claiming just 0.2%. The relatively high proportion of expenditure which is directed to the better performing district centres, such as Wellington and Madeley, is buoyed by the presence of large superstores in these centres. The second most popular destination overall, behind Telford town centre, is Telford Forge Retail Park. The survey indicates that Newport town centre currently attracts a market share of 1.7% of all expenditure generated within the Study Area, which is at least in part a consequence of the centre's relatively modest main food and fashion retailing offer.
- 6.25 We note that 20.9% of trips are undertaken to other ('unprotected' in planning policy terms) locations across the Borough. Overall, the facilities within the Borough retain 85.3% of all local expenditure generated in the Study Area. This is considered a healthy and sustainable level of retention, demonstrating that there is limited outflow of expenditure.



**Table 6.6: Telford & Wrekin Borough Market Shares by Location**

Destination	Market Shares by Category (%)										
	Convenience Goods		Comparison Goods								TOTAL
	Main Food	Top-up Food	Furniture	DIY	Electrical	Clothing & Footwear	CDs, DVDs, books	Small Household	Recreation	Chemist	
Telford town centre	6.5	7.6	14.4	4.0	20.5	57.0	48.8	34.3	39.0	24.3	23.4
Newport town centre	0.2	1.6	5.3	2.0	3.2	0.8	1.1	1.7	2.8	8.6	1.7
Dawley district centre	0.0	1.6	2.8	0.0	0.2	0.0	0.5	0.4	0.2	1.6	0.4
Donnington district centre	0.5	3.1	0.3	0.4	0.0	0.0	0.0	0.2	0.3	2.1	0.5
Hadley district centre	0.0	1.2	0.0	0.0	0.6	0.0	0.0	0.2	0.0	1.0	0.2
Madeley district centre	8.0	8.6	1.6	0.4	0.7	0.2	1.6	0.5	0.1	4.1	3.7
Oakengates district centre	0.0	1.5	2.5	0.6	1.6	0.0	1.2	0.3	0.0	1.8	0.5
Wellington district centre	12.4	9.5	9.8	4.3	2.4	4.3	8.3	5.2	1.9	8.6	7.7
Telford Bridge RP	0.0	0.0	11.6	33.7	11.4	1.0	0.2	6.8	13.4	0.5	5.3
Telford Forge RP	12.8	5.7	17.7	4.4	32.0	7.7	2.0	15.5	16.1	8.1	12.7
Wrekin Retail Park	9.0	2.3	3.4	17.7	8.6	7.6	7.0	10.0	8.4	7.6	8.3
Other (undefined)	42.6	37.7	6.2	16.7	6.3	3.0	12.9	5.8	5.8	15.5	20.9
<b>Borough Sub-Total</b>	<b>92.1</b>	<b>80.4</b>	<b>75.7</b>	<b>84.2</b>	<b>87.6</b>	<b>81.4</b>	<b>83.7</b>	<b>80.9</b>	<b>88.1</b>	<b>83.9</b>	<b>85.3</b>

Source: Telford & Wrekin Borough Household Shopping Survey (2013)  
Based on cumulative market share of all categories (convenience goods and comparison goods)

### Forecast Growth in Expenditure Attracted to Study Area

6.26 With forecast growth in convenience goods expenditure predicted to increase at an average of 0.5% per annum<sup>27</sup> across the whole of the period from 2013 to 2031, and with the Study Area population expected to grow from around 213,395 to 245,266 people over the same period under population growth Scenario 1, it is estimated that the Study Area will experience an increase in convenience goods expenditure of approximately £102.9m at 2031. Assuming a constant Study Area market share of 89.6%, this equates to an increase in retained (within Telford & Wrekin Borough) convenience goods expenditure of approximately £92.2m at 2031. This figure increases to £101.9m at 2031 under population growth Scenario 2 and to £122.1m at 2031 under population growth Scenario 3.

6.27 The significant forecast increase in expenditure on comparison goods (an average of 2.5% per capita per annum increase in the period 2013 to 2031) would result in a further £438.2m of comparison

<sup>27</sup> Average growth rate taken from Appendix 3 of Experian Retail Planner Briefing Note 11 (October 2013) and is adjusted to take into consideration SFT allowances



goods expenditure being generated within the Study Area by 2031 under population growth Scenario 1. Assuming a constant comparison goods market share of 82.3%, existing facilities within Telford will capture around an additional £360.7m of comparison goods expenditure by 2031. This figure increases to £378.6m at 2031 under population growth Scenario 2 and to £416.0m at 2031 under population growth Scenario 3.

- 6.28 This analysis is based on 'rolling forward' the current market share within the Study Area for each category of goods (and does not take into consideration from outside the Study Area). This approach of rolling forward existing market share is in line with standard practice and does not take into account the desirability or need to 'claw back' leakage between expenditure directed to centres elsewhere, which might be achieved through improvements in retail provision. However, in this regard it should be noted that the current comparison goods market share of the Telford & Wrekin Borough share of Study Area comparison goods expenditure of 82.3% is considered to be reasonably healthy.
- 6.29 In order for the Study Area to capture the significant future growth in retail expenditure which is forecast, it is likely that there will be a need to enhance future retail provision, thereby ensuring that this growth is not lost to competing centres (such as Shrewsbury, Stafford and Market Drayton) and that the Study Area retention rate does not decline in the future.
- 6.30 If an excess of comparison or convenience goods expenditure manifests itself within the Study Area, this does not necessarily translate directly into a requirement for additional floorspace. In assessing quantitative need, it is also necessary to take account of:
- Existing development proposals;
  - Expected changes in shopping patterns; and
  - The current capacity and efficiency of retail floorspace within the established centres.



## 7.0 Capacity in Existing Centres

- 7.01 WYG has examined the need for new convenience and comparison goods floorspace over five year reporting periods to 2028, and then to 2031 to coincide with the lifespan of the Shaping Places Local Plan. At the outset, it is important to note that an assessment in the long term should be viewed with caution, due to the obvious difficulties inherent in predicting the performance of the economy and shopping habits over time. In any event, any identified need or capacity identified beyond 2018 should not necessarily be viewed as justification of new retail floorspace outside of centres as this could prejudice the implementation of any emerging town centre redevelopment strategies and the development of more central sites which may be currently available or which could become available over time.
- 7.02 A complete series of quantitative capacity tables are provided at **Appendices 5, 6 and 7** to provide further detail in terms of the step-by-step application of the study methodology.

### Capacity Formula

- 7.03 For all types of capacity assessment, the conceptual approach is identical, although the data sources and assumptions may differ. The key relationship is Expenditure (£m) (allowing for population change and retail growth) *less* Turnover (£m) (allowing for improved 'productivity') *equals* Surplus or Deficit (£m).
- 7.04 **Expenditure (£m)** – The expenditure element of the above equation is calculated by taking the population within the defined catchment and then multiplying this figure by the average annual expenditure levels for various forms of retail spending per annum. The expenditure is estimated with reference to a number of factors, namely:
- Growth in population;
  - Growth in expenditure per person per annum; and
  - Special Forms of Trading (e.g. catalogue shopping / internet).
- 7.05 **Turnover (£m)** – The turnover figure relates to the annual turnover generated by existing retail facilities within the Study Area. The turnover of existing facilities is calculated using Mintel Retail Rankings and Verdict UK Grocery Retailers reports – independent analysis which lists the sales density for all major multiple retailers.



- 7.06 **Surplus / Deficit (£m)** – This represents the difference between the expenditure and turnover figures outlined above. Clearly, a surplus figure will suggest an under provision of retail facilities within the Study Area (which, all things being equal, would suggest that additional floorspace is required), whereas a deficit would suggest an over provision of retail facilities (and in these circumstances it would prove difficult to justify additional floorspace).
- 7.07 Although a surplus figure is presented in monetary terms, it is possible to convert this figure to provide an indication of the quantum of floorspace which may be required to meet identified needs. The level of floorspace will vary dependent on the type of retailer proposed and the type of goods traded. For example, electrical retailers such as Currys (which is considered a bulky goods retailer) have a much higher sales density than other bulky goods retailers such as B&Q, and clothing and footwear (non-bulky goods) operators generally have a higher sales density than bulky goods retailers.
- 7.08 The likely turnover of any future retail provision will largely be determined by its net retail sales area. As a consequence, any floorspace figure identified in respect of future needs and capacity in this report relates to a net retail sales area. This is particularly important, as future planning proposals should also be assessed with particular reference to the net retail sales area which will be provided through development.

### Future Capacity for Convenience Goods

- 7.09 In order to ascertain the likely need for additional convenience goods floorspace for Telford, it is first necessary to consider the current provision. For each centre, it is assumed that future expenditure available to the centre will be based upon its existing market share. Given that the Borough is already relatively well provided for with a variety of foodstore operators, it is assumed that the future convenience goods expenditure available to Telford will be commensurate to its current market share of 89.6%. This current market share is calculated by examining the trading performance of stores in the wider Study Area.
- 7.10 The analysis of the market share of facilities in Telford & Wrekin Borough indicates that the current level of trade at 2013 passing through food facilities originating from inside the Study Area is £341.1m. For each identified convenience goods destination, we have made a judgement as to whether any additional expenditure is likely to be attracted from outside the Study Area. We have considered this 'inflow' on a case by case basis, having regard to the size of the store, its operator and its position within the Study Area.
- 7.11 We estimate that, taken as a whole, approximately £23.5m may be attracted to convenience retail facilities from outside the Study Area, taking the total of such expenditure committed at facilities



within the Borough to £364.6m. Inflow equates to 6.9% of overall convenience goods turnover derived from the Study Area.

- 7.12 For each convenience goods retail destination, the survey-derived turnover is compared to a 'benchmark' turnover that indicates the level of turnover that the store would generally be expected to attract, based on company average trading levels. A judgement can then be made on the trading performance of existing facilities based on the comparison of the survey-derived turnover with the expected turnover (based on nationally published trading information from Mintel and Verdict) of existing provision.
- 7.13 **Tables 7.1, 7.3 and 7.5** below indicate the current trading position compared against the 'benchmark' (or anticipated) turnover of existing convenience goods floorspace and projects this forward to 2031 under each of the three population growth scenarios assuming that the identified market share remains constant. The 'benchmark' turnover differs for each operator based on its average turnover per square metre of retail floorspace (or 'sales density') across the country. Although robust up to date information is available in terms of the convenience goods floorspace provided by large foodstores, it can be more difficult to quantify the extent of local convenience provision as there is no single comprehensive database to rely upon. Where we have been unable to verify the exact quantum of floorspace provided by existing smaller-scale convenience stores, we have assumed that stores are trading 'at equilibrium' (i.e. the survey-derived turnover equates to the expected level of turnover).
- 7.14 Furthermore, as this assessment is based upon a 'goods based' approach which disaggregates expenditure by category type, it is important to recognise that major foodstore operators generally sell an element of non-food goods such as books, compact discs, clothing and household goods. To account for this, the typical ratio between convenience/comparison goods provision for each operator<sup>28</sup> has been applied to the estimated net floorspace of each foodstore. This provides an indication of the likely sales area dedicated to the sale of convenience goods at each store.
- 7.15 Whilst survey results are commonly accepted as a means by which to identify existing shopping patterns, their findings should be treated with a 'note of caution' as they tend to have a bias towards larger stores and understate the role of smaller stores and independent retailers.
- 7.16 Our assessment identifies that, across the main convenience goods provisions considered together, the expected turnover of existing convenience goods shopping provision is £350.5m per annum at 2013, which is slightly below the survey-derived turnover of £364.6m per annum. The survey-derived

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<sup>28</sup> Sourced, where available, from Verdict Food & Grocer Retailers report (2012)



figure allows for inflow in the manner previously identified. This suggests that, cumulatively, convenience goods floorspace is 'overtrading' slightly, when compared to its expected turnover. Whilst existing provision therefore generally performs well, there are instances where certain facilities trade very strongly or relatively poorly. For example, in Zone 4 (North East Telford), the survey identifies that facilities have a survey derived estimated turnover of £104.0m, which compares to an expected benchmark of £80.0m (i.e. they are effectively overtrading by £24.0m). Conversely, in Zone 5 (Telford Central) facilities have a survey derived turnover of £94.9m, which compares with a benchmark turnover of £112.2m (i.e. they are undertrading by £17.3m).

- 7.17 Accepting the caveat provided at paragraph 7.15, the survey indicates that a number of stores are performing particularly strongly in and around the main two town centres and six district centres, in particular the Aldi stores at Donnington and Wellington, the Asda at Donnington Wood and the Sainsbury's at Telford Forge Retail Park (which all overtrade significantly), whilst other stores including the Asda at Telford town centre, the Morrisons at Donnington and the Tesco Extra at Wrekin Retail Park are performing below expected levels. The individual performance of each of the main convenience goods facilities are identified at Table 5 of Appendix 5. It should be noted that, although the level of trading at a small number of stores is high, such trading performances are not uncommon and will occur at numerous stores operated by the 'leading five' supermarket retailers and also at successful discounter stores.
- 7.18 In order to appraise the need for additional convenience goods retail floorspace, it is necessary to consider how the performance of stores will be affected by future growth in expenditure. Accordingly, the next series of tables set out the anticipated increases in expenditure which will be available to the Borough's convenience goods retail facilities, assuming that the current market share is maintained. It is also assumed that the turnover of existing floorspace will improve through improvements in floorspace efficiency as set out in Experian Retail Planner 11. Following this exercise, we then consider the effect extant planning commitments will have in addressing any identified convenience shopping needs under each of the three population growth scenarios.

### Convenience Goods Quantitative Need in Telford & Wrekin Borough – Scenario 1

- 7.19 **Table 7.1**, relating to population growth Scenario 1, indicates that, after taking into consideration future increases in both population and expenditure and after making provision for the inclusion of inflow from beyond the Study Area, a convenience goods expenditure surplus of £14.1m is identified at 2013. By 2018, after increases in population and expenditure figures are coupled with increases in productivity, we estimate that there will be a surplus expenditure of £39.4m at 2018, increasing to £67.4m at 2023, up to £95.9m at 2028 and to £115.5m at 2031 (based on the retention of the existing market share of 89.6%).



**Table 7.1: Scenario 1 – Quantitative Need for Convenience Goods Floorspace in Telford & Wrekin Borough**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	350.5	364.6	14.1
2018	343.8	383.3	39.4
2023	344.9	412.3	67.4
2028	346.6	442.6	95.9
2031	347.7	463.2	115.5

Source: Table 6a, Appendix 5  
In 2011 prices

- 7.20 WYG estimates that extant planning permissions<sup>29</sup> would, if implemented, provide an estimated 11,646 sq.m (net) of convenience good floorspace proposed across the Borough. However, we note that that the planning permission which provides for a foodstore at Audley Avenue in Newport (reference TWC/2011/0916) is, at the time of reporting, the subject of an ongoing legal challenge. Accordingly, we have not taken this proposal into account in estimating the surplus expenditure which is likely to be claimed by extant planning permissions. Moreover, the Asda proposal for a replacement store at Malinsee House in Telford town centre (reference TWC/2009/0915) would not result in any substantial uplift in convenience goods trading area when compared to the floorspace provided by the existing store. We have assumed that the new store will trade at benchmark level and, in taking account of the expenditure which will be claimed by the new store, we have only accounted for turnover over and above that which is already claimed by the existing store (i.e. the 'uplift' in turnover).
- 7.21 WYG estimates that consented floorspace would have a turnover of £65.1m at 2013 drawn from the Study Area. As illustrated by **Table 7.2**, extant permissions effectively negate any need for major new convenience goods development in the short term, based on the existing market share being retained. There is, however, a need for a small amount of additional floorspace by 2023 (equating to between 300 sq.m and 700 sq.m of additional convenience goods floorspace).
- 7.22 At 2028, the identified residual of £31.5m under population Scenario 1 would support 2,700 sq.m to 6,400 sq.m of additional convenience goods floorspace, and the increased residual of £50.9m at 2031 would support 4,300 sq.m to 10,300 sq.m.
- 7.23 The principal commitment which absorbs significant capacity is the supermarket which could be delivered at Red Oak Car Park through the recent proposal to extend Telford Shopping Centre

<sup>29</sup> As reported by Telford & Wrekin's Annual Monitoring Report (2012) and by further email correspondence with Council officers



(planning permission reference TWC/2013/0612). The proposed Red Oak Car Park foodstore accounts for around half of the estimated turnover of all convenience goods commitments accounted for.

**Table 7.2: Scenario 1: Quantitative Need for Additional Convenience Goods Floorspace in Telford & Wrekin Borough – After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	14.1	65.1	-52.2	-4,300	-10,200
2018	39.4	63.9	-24.5	-2,100	-5,000
2023	67.4	64.1	3.3	300	700
2028	95.9	64.4	31.5	2,700	6,400
2031	115.5	64.6	50.9	4,300	10,300

Source: Table 6c, Appendix 5  
In 2011 prices

7.24 WYG recommends that the Council carefully monitors the implementation of extant planning permissions over the next five years and reviews how these influence existing shopping patterns moving forward. The findings of this Study should also be viewed in the context of the ongoing promotion of sites to accommodate significant food superstores in Newport.

**Convenience Goods Quantitative Need in Telford & Wrekin Borough – Scenario 2**

7.25 **Tables 7.3 and 7.4** below repeat the above exercise for population growth Scenario 2. **Table 7.3** indicates that, with a higher population at 2018 and every subsequent reporting year, there is an estimated increased surplus expenditure of £42.1m at 2018, increasing to £72.8m at 2023, to £104.3m at 2028 and to £125.8m at 2031 (based once again on the retention of the existing 89.6% market share).

**Table 7.3: Scenario 2 – Quantitative Need for Convenience Goods Floorspace in Telford & Wrekin Borough**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	350.5	364.6	14.1
2018	343.8	385.9	42.1
2023	344.9	417.7	72.8
2028	346.6	451.0	104.3
2031	347.7	473.5	125.8

Source: Table 6a, Appendix 6  
In 2011 prices

7.26 After taking account of the same commitments, we again find that there is no further need for additional convenience goods facilities in the short term, but that there will be a need for further floorspace by 2023. At 2023, the identified residual of £8.7m will support 700 sq.m to 1,800 sq.m of



additional convenience goods floorspace and the increased residual of £39.9m at 2028 will support 3,400 sq.m to 8,100 sq.m. By 2031, the identified residual of £61.2m will support between 5,200 sq.m and 12,300 sq.m of convenience goods floorspace.

**Table 7.4: Scenario 2 – Quantitative Need for Additional Convenience Goods Floorspace in Telford & Wrekin Borough – After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	14.1	65.1	-51.1	-4,300	-10,200
2018	42.1	63.9	-21.8	-1,900	-4,500
2023	72.8	64.1	8.7	700	1,800
2028	104.3	64.4	39.9	3,400	8,100
2031	125.8	64.6	61.2	5,200	12,300

Source: Table 6c, Appendix 6  
In 2011 prices

**Convenience Goods Quantitative Need in Telford & Wrekin Borough – Scenario 3**

7.27 As one would anticipate, under the higher population growth Scenario 3, there is a greater estimated need for additional convenience goods floorspace across the Borough. **Table 7.5** indicates that the modelling of Scenario 3 population growth results in an estimated increased surplus expenditure of £47.5m at 2018, increasing to £84.2 at 2023, to £121.9m at 2028 and to £147.4m at 2031 (based once again on the retention of the existing 89.6% market share).

**Table 7.5: Scenario 3 – Quantitative Need for Convenience Goods Floorspace in Telford & Wrekin Borough**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	350.5	364.6	14.1
2018	343.8	391.5	47.5
2023	344.9	429.1	84.2
2028	346.6	468.6	121.9
2031	347.7	495.1	147.4

Source: Table 6a, Appendix 7  
In 2011 prices

7.28 Once more, identified convenience goods commitments extinguish any need for further food retail facilities over the short term, but that there will again be a need for further floorspace by 2023. At 2023, the identified residual of £20.1m will support 1,700 sq.m to 4,100 sq.m of additional convenience goods floorspace and the increased residual of £57.5m at 2028 will support 4,900 sq.m to 11,600 sq.m. By 2031, the identified residual of £82.8m will support between 7,000 sq.m and 16,700 sq.m of convenience goods floorspace.



**Table 7.6: Scenario 3 – Quantitative Need for Additional Convenience Goods Floorspace in Telford & Wrekin Borough – After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	14.1	65.1	-51.1	-4,300	-10,200
2018	47.5	63.9	-16.4	-1,400	-3,300
2023	84.2	64.1	20.1	1,700	4,100
2028	121.9	64.4	57.5	4,900	11,600
2031	147.4	64.6	82.8	7,000	16,700

Source: Table 6c, Appendix 7  
In 2011 prices

7.29 The assessment above identifies convenience goods capacity which should be directed to each of the two main urban areas within the Borough.

**Convenience Goods Quantitative Need in Telford Urban Area – Scenario 1**

7.30 In order to appraise the need for additional convenience goods retail floorspace in the main urban area around Telford, we have considered the trading performance of existing facilities in Zones 3, 4, 5 and 6 which forms the main urban area around Telford. The area includes facilities that are located in and around Telford town centre, the six district centres (Dawley, Donnington, Hadley, Madeley, Oakengates and Wellington), as well as other undefined locations (including ‘standalone’ edge and out of centre stores and local parades). The results found that existing facilities in the four zones retain 82.9% of the available expenditure generated within the Study Area.

7.31 Drawing on information contained in Table 5 of **Appendix 5**, it is evident that convenience goods facilities within Zones 3, 4, 5 and 6, when considered together, have an expected benchmark turnover of £320.6m at 2013, which compares to a survey-derived turnover under population growth Scenario 1 of £335.4m. The survey-derived figure allows for inflow (at 6.2% of Telford’s overall identified turnover) in accordance with WYG’s estimate for each store. This mirrors the result found within the Borough as a whole, whereby a relatively modest amount of overtrading is apparent at 2013.

7.32 **Table 7.7** indicates that, at 2013, an expenditure surplus of £11.3m (above the expected benchmark turnover) is attributed to facilities in the Telford Urban Area. This surplus derives from the overtrading of facilities in Zone 4, and especially the overtrading experienced at the Asda store at Donnington Wood, which has an estimated convenience goods benchmark turnover of £40.5m but a survey derived turnover of £77.5m (and is therefore overtrading by £37.0m). The store also dominates local shopping patterns and retains 74.3% of all the trade retained within Zone 4. If this store is excluded from the survey-derived figures, then it is evident that the remaining stores in Zone 4 are trading below their expected benchmark turnovers (by circa £14.1m), due in part to the undertrading of



facilities in Donnington and Oakengates district centres. The results also indicate that the trading performance of convenience goods facilities in Telford town centre (Zone 5) is well below expected benchmark level.

7.33 **Table 7.7** identifies the surplus expenditure identified under population growth Scenario 1 to support additional convenience goods floorspace in the Telford Urban Area at each reporting year. Assuming a constant market share, we estimate that there will be an expenditure surplus of £14.9 at 2013, increasing to £38.2m at 2018, to £63.9m at 2023, to £90.2m at 2028 and to £108.1m at 2031 (based on the continuation of Telford Urban Area’s current market share of 82.9%).

**Table 7.7: Quantitative Need for Convenience Goods Floorspace in the Telford Urban Area Under Scenario 1**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	320.6	335.4	14.9
2018	314.5	352.7	38.2
2023	315.5	379.4	63.9
2028	317.0	407.2	90.2
2031	318.0	426.1	108.1

Source: Table 6e, Appendix 5  
In 2011 prices

7.34 We understand that there is a further circa 8,897 sq.m (net) of convenience good floorspace proposed in and around the Telford Urban Area in the form of extant planning permissions. We estimate that the consented floorspace would have a turnover of £64.6m at 2013 drawn from the Study Area. We have made appropriate provision for the likely increase in turnover which would result from the proposed replacement Asda store at Malinslee House. As shown in **Table 7.8**, after account is made for extant planning permissions, there is no identifiable quantitative need for further convenience goods development until 2023, based on the existing market share being maintained.

7.35 At 2023, a very limited residual of £0.3m will support up to just 100 sq.m of additional convenience goods floorspace, and the increased residual of £26.3m at 2028 will support 2,200 sq.m to 5,300 sq.m. By 2031, the identified residual of £44.1m will support between 3,700 sq.m and 8,900 sq.m of convenience goods floorspace. However, WYG would recommend that shopping patterns are further reviewed subsequent to the implementation of any committed floorspace to assess if the new facility changes patterns of convenience goods shopping in the area.



**Table 7.8: Quantitative Need for Additional Convenience Goods Floorspace in Telford Urban Area – Scenario 1 After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	14.9	64.6	-49.7	-4,200	-9,900
2018	38.2	63.4	-25.2	-2,200	-5,100
2023	63.9	63.6	0.3	0	100
2028	90.2	63.9	26.3	2,200	5,300
2031	108.1	64.1	44.1	3,700	8,900

Source: Table 6g, Appendix 5  
In 2011 prices

**Convenience Goods Quantitative Need in Telford Urban Area – Scenario 2**

7.36 **Tables 7.9 and 7.10** below repeat the above exercise to identify the need for additional convenience goods floorspace under population growth Scenario 2. **Table 7.9** indicates that, with a higher population at 2018 and every subsequent reporting year, there is an estimated increased surplus expenditure of £40.6m at 2018, increasing to £68.9m at 2023, to £97.9m at 2028 and to £117.7m at 2031 (based on the continuation of Telford’s current market share).

**Table 7.9: Quantitative Need for Convenience Goods Floorspace in the Telford Urban Area Under Scenario 2**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	320.6	335.4	14.9
2018	314.5	355.1	40.6
2023	315.5	384.4	68.9
2028	317.0	414.9	97.9
2031	318.0	435.6	117.7

Source: Table 6e, Appendix 6  
In 2011 prices

7.37 After taking account of the same commitments, we again find that there is no further need for additional convenience goods facilities in the short term, but that there will be a need for a greater quantum of additional floorspace at 2023 under Scenario 2. At 2023, the identified residual of £5.3m will support 500 sq.m to 1,100 sq.m of additional convenience goods floorspace, the estimated residual of £34.0m at 2028 will support 2,900 sq.m to 6,900 sq.m, and the estimated residual of £53.6m at 2031 will support 4,600 sq.m to 10,800 sq.m of floorspace.

**Table 7.10: Quantitative Need for Additional Convenience Goods Floorspace in Telford Urban Area – Scenario 2 After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	14.9	64.6	-49.7	-4,200	-9,900
2018	40.6	63.4	-22.8	-2,000	-4,700
2023	68.9	63.6	5.3	500	1,100
2028	97.9	63.9	34.0	2,900	6,900
2031	117.7	64.1	53.6	4,600	10,800

Source: Table 6g, Appendix 6  
In 2011 prices

### Convenience Goods Quantitative Need in Telford Urban Area – Scenario 3

- 7.38 Once more, under the higher population growth Scenario 3, there is a greater estimated need for additional convenience goods floorspace in the Telford Urban Area. **Table 7.11** indicates that the modelling of Scenario 3 population growth results in an estimated increased expenditure surplus of £45.6m at 2018, increasing to £79.3m at 2023, to £114.1m at 2028 and to £137.5m at 2031 (based on the continuation of the current market share).

**Table 7.11: Quantitative Need for Convenience Goods Floorspace in the Telford Urban Area Under Scenario 3**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	320.6	335.4	14.9
2018	314.5	360.1	45.6
2023	315.5	394.8	79.3
2028	317.0	431.1	114.1
2031	318.0	455.5	137.5

Source: Table 6e, Appendix 7  
In 2011 prices

- 7.39 After taking account once more of commitments, we again find that there is no further need for additional convenience goods facilities in the short to medium term. However, under population growth Scenario 3, there is a significant need for additional convenience goods floorspace going forward from 2023. At 2023, the identified residual of £15.7m will support 1,300 sq.m to 3,200 sq.m of additional convenience goods floorspace, the residual of £50.2m at 2028 will support 4,300 sq.m to 10,100 sq.m, and the residual of £73.4m at 2031 will support 6,200 sq.m to 14,800 sq.m of floorspace.



**Table 7.12: Quantitative Need for Additional Convenience Goods Floorspace in Telford Urban Area – Scenario 3 After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	14.9	64.6	-49.7	-4,200	-9,900
2018	45.6	63.4	-17.8	-1,500	-3,600
2023	79.3	63.6	15.7	1,300	3,200
2028	114.1	63.9	50.2	4,300	10,100
2031	137.5	64.1	73.4	6,200	14,800

Source: Table 6g, Appendix 7  
In 2011 prices

**Convenience Goods Quantitative Need in Newport – Scenario 1**

7.40 **Table 7.13** sets out Newport’s collected survey derived convenience goods turnover (£28.7m) and compares this within the expected collective benchmark turnover (£29.4m) of the existing provision, indicating that existing facilities are performing broadly in line with expected levels. Account has been made for inflow on a store by store basis, which throughout Newport as a whole accounts to an allowance equivalent to 15.4% of the centre’s estimated turnover.

7.41 The results suggest that the Co-operative Food store is trading around £1.0m below benchmark level, but that the Waitrose store on the edge of the town centre is trading above expected levels by around £0.6m. The results indicate that existing facilities in Newport retain approximately 6.5% of all convenience goods expenditure generated by residents within the Study Area.

7.42 Based on this undertrading, there is currently an expenditure deficit of £0.8m identified at 2013, which becomes a modest surplus of £1.2m at 2018, increasing to £3.4m at 2023, to £5.7m at 2028, and to 7.2m at 2031. Our methodology assumes that 15.4% of the turnover of the shops in Newport will derive from outside the Study Area.

**Table 7.13: Quantitative Need for Convenience Goods Floorspace in Newport Under Scenario 1**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	29.4	28.7	-0.8
2018	28.9	30.1	1.2
2023	29.0	32.4	3.4
2028	29.1	34.8	5.7
2031	29.2	36.4	7.2

Source: Table 6h, Appendix 5  
In 2011 prices



- 7.43 As previously advised, the planning permission to provide a new Morrisons store at Audley Avenue remains the subject of a legal challenge which is being pursued by the Council. Accordingly, whilst this proposal would absorb all of Newport's identified capacity (based on the retention of Newport's existing market share), we have not included it as a commitment whilst the Council's challenge is ongoing.
- 7.44 Should the proposal (or any other similar development) come forward, we believe that it would have the potential to significantly increase the retention of convenience goods expenditure in Zone 2 from its current market share of 6.5%. It is anticipated that an additional store would help claw back trade which is currently spent at facilities in Zone 4, particularly the out of centre Asda at Donnington Wood, which attracts a considerable level of Zone 2 residents (29.0% of main food trips originating within the zone). Additional provision would also widen and increase consumer choice in main food provision in Newport, which is currently limited to the Waitrose and Co-operative Food stores. However, given Newport's relatively modest population and the current strength of the Asda Donnington Wood store, additional large scale foodstore provision in Newport may trade below its expected benchmark level in practice.
- 7.45 As shown in **Table 7.14**, after taking account of a single extant planning permission to provide a convenience store in connection with a petrol filling station adjacent to the A41/A518 roundabout at Newport, there is a very limited identified residual of £0.5m at 2018 which will support up to 100 sq.m of additional convenience goods sales floorspace. An increased residual of £2.9m at 2023 will support 300 sq.m to 600 sq.m of net floorspace, the residual of £5.1m at 2028 will support 400 sq.m to 1,000 sq.m, and the residual of £6.7m at 2031 will support between 600 sq.m and 1,300 sq.m.
- 7.46 However, as explored above, we believe that that the introduction of a major new foodstore in Newport will act to stem the outflow of expenditure from Zone 2 and increase Newport's market share in the future. Any such development would therefore be supported by a significant 'clawing back' of expenditure which is currently lost to the town and which is not accounted for in the above analysis.



**Table 7.14: Quantitative Need for Additional Convenience Goods Floorspace in Newport – Scenario 1 After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	-0.8	0.5	-1.3	-100	-300
2018	1.2	0.5	0.7	100	100
2023	3.4	0.5	2.9	300	600
2028	5.7	0.5	5.1	400	1,000
2031	7.2	0.5	6.7	600	1,300

Source: Table 6j, Appendix 5  
In 2011 prices

**Convenience Goods Quantitative Need in Newport – Scenario 2**

7.47 **Tables 7.15 and 7.16** below repeat the above exercise to identify the need for additional convenience goods floorspace under population growth Scenario 2. **Table 7.15** identifies that, with a higher population at 2018 and every subsequent reporting year, there is a very slightly higher expenditure surplus to support new facilities in the medium to long term. A surplus of £1.4m is identified at 2018, which increases to £3.9m at 2023, to £6.3m at 2028 and to £8.0m at 2031 (based on the continuation of Newport’s current convenience goods market share).

**Table 7.15: Quantitative Need for Convenience Goods Floorspace in Newport Under Scenario 2**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	29.4	28.7	-0.8
2018	28.9	30.3	1.4
2023	29.0	32.8	3.9
2028	29.1	35.5	6.3
2031	29.2	37.2	8.0

Source: Table 6h, Appendix 6  
In 2011 prices

7.48 After once more taking account of the existing small-scale convenience goods commitment, **Table 7.16** indicates a residual of £0.9m at 2018 which will again support between 100 sq.m and 200 sq.m of additional convenience goods sales floorspace. An increased residual of £3.3m at 2023 will support 300 sq.m to 700 sq.m of net floorspace, the residual of £5.8m at 2028 will support 500 sq.m to 1,200 sq.m, and the residual of £7.5m at 2031 will support between 600 sq.m and 1,500 sq.m.

**Table 7.16: Quantitative Need for Additional Convenience Goods Floorspace in Newport – Scenario 2 After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	-0.8	0.5	-1.3	-100	-300
2018	1.4	0.5	0.9	100	200
2023	3.9	0.5	3.3	300	700
2028	6.3	0.5	5.8	500	1,200
2031	8.0	0.5	7.5	600	1,500

Source: Table 6j, Appendix 6  
In 2011 prices

### Convenience Goods Quantitative Need in Newport – Scenario 3

7.49 As one would expect, under the higher population growth Scenario 3 there is a slightly greater need for additional convenience goods floorspace in Newport. **Table 7.17** identifies that, with a higher population at 2018 and every subsequent reporting year, there is a greater expenditure surplus to support new facilities in the medium to long term. A surplus of £1.9m is identified at 2018, which increases to £4.8m at 2023, to £7.7m at 2028, and to £9.8m at 2031 (based on the continuation of Newport's current market share).

**Table 7.17: Quantitative Need for Convenience Goods Floorspace in Newport Under Scenario 3**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	29.4	28.7	-0.8
2018	28.9	30.8	1.9
2023	29.0	33.7	4.8
2028	29.1	36.8	7.7
2031	29.2	38.9	9.7

Source: Table 6h, Appendix 7  
In 2011 prices

7.50 Accordingly, **Table 7.18** illustrates a greater need for additional convenience goods floorspace in Newport under population growth Scenario 3, with the identified residual of £1.4m at 2018 supporting between 100 sq.m and 300 sq.m of additional convenience goods net sales. An increased residual of £4.2m at 2023 will support 400 sq.m to 900 sq.m of net floorspace, the residual of £7.2m at 2028 will support 600 sq.m to 1,500 sq.m, and the residual of £9.2m at 2031 will support between 800 sq.m and 1,900 sq.m.



**Table 7.18: Quantitative Need for Additional Convenience Goods Floorspace in Newport – Scenario 3 After Commitments**

Year	Convenience Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	-0.8	0.5	-1.3	-100	-300
2018	1.9	0.5	1.4	100	300
2023	4.8	0.5	4.2	400	900
2028	7.7	0.5	7.2	600	1,500
2031	9.7	0.5	9.2	800	1,900

Source: Table 6j, Appendix 7  
In 2011 prices

### Future Capacity for Comparison Goods

- 7.51 As highlighted in Section 4 (and within **Appendix 2**) of this report, the two principal centres of Telford and Newport contain a varied range of comparison goods floorspace, including both high street multiples, and independent retailers, as well as out of centre retail warehousing provision and comparison goods floorspace within the major supermarkets distributed across the Borough. Telford town centre has by far the highest level of comparison goods floorspace, equating to over 44,000 sq.m of gross retail floorspace. Telford Forge Retail Park has the second highest level of comparison goods floorspace in the Borough with 18,430 sq.m (gross) (excluding Sainsbury’s) and is closely followed by Telford Bridge Retail Park which accommodates 16,750 sq.m (gross).
- 7.52 Wellington has the fourth largest amount of comparison goods floorspace (14,000 sq.m gross, excluding the Morrisons store), and is closely followed by Wrekin Retail Park which has 13,210 sq.m (gross) of comparison goods floorspace (excluding the Tesco Extra). Newport town centre has just 8,300 sq.m (gross) of comparison goods. In terms of the district centres, there is a relatively limited level of comparison goods floorspace in each, with Oakengates having the highest quantum of such floorspace (3,300 sq.m). The results show that there is now more comparison goods floorspace in the existing three retail warehouse parks than in Telford town centre, which is partly a consequence of the large format nature of the retail warehousing units. The number of comparison goods units in the retail parks is significant below the number apparent in Telford town centre, whereby the three retail parks have 38 units compared to 87 units in the centre.
- 7.53 Our analysis of the market share of facilities in the Borough indicates that the level of trade passing through comparison goods facilities which originates from inside the Study Area is £449.0m at 2013; we estimate that an extra £55.2m is drawn to the Borough as ‘inflow’ from outside the Study Area. This represents a market share 82.3% of the total comparison goods expenditure generated from within the defined Study Area. **Table 7.19** below provides a breakdown of the comparison goods market share by different shopping destinations across the Borough.



**Table 7.19: Comparison Goods Market Share and Turnover within the Study Area (2013)**

Destination	Market Share (%)	Survey Estimate Turnover (£m)
<b>Newport</b>		
Town Centre	2.5	15.2
Edge of Centre/Out of Centre Supermarkets	0.1	0.4
Other Out of Centre	0.1	0.8
<b>Sub-Total</b>	<b>2.7</b>	<b>16.3</b>
<b>Telford</b>		
Town Centre	34.9	223.2
<b>Sub-Total</b>	<b>34.9</b>	<b>223.2</b>
<b>Retail Parks</b>		
Wrekin Retail Park	8.7	52.0
Telford Bridge Retail Park	9.0	54.7
Telford Forge Retail Park	13.8	83.6
<b>Sub-Total</b>	<b>31.5</b>	<b>190.2</b>
<b>District Centres</b>		
Dawley	0.5	2.5
Donnington	0.2	1.2
Hadley	0.1	0.8
Oakengates	0.7	3.8
Madeley	0.6	3.2
Wellington	4.6	25.5
<b>Sub-Total</b>	<b>6.7</b>	<b>36.8</b>
<b>Other (undefined)</b>	6.6	37.6
<b>Sub-Total</b>	<b>6.6</b>	<b>37.6</b>
<b>Total</b>	<b>82.3</b>	<b>504.1</b>

Notes: Based on findings of the Telford Household Survey (2013), taken from Table 26 of Appendix 5  
 Based on market share of expenditure (comparison goods) after allowance made for inflow  
 At 2011 prices

7.54 Despite the total combined level of comparison goods floorspace within the three main retail parks exceeding that in Telford town centre, the town centre is still the single most popular destination for comparison goods shopping, retaining just over a third (34.9%) of available expenditure within the wider Study Area. The three retail parks together retain just under a third (31.5%) of all available expenditure, with Telford Forge Retail Park being the most popular of the three parks. Newport has a limited comparison goods retail role in the wider Borough with a market share of just 2.7%. The district centres generally have limited roles in terms of the provision of comparison goods which



reflects the dominance of convenience and service operators in these centres. However, Wellington has a relatively high market share of 4.6%.

- 7.55 Our general methodology in assessing future comparison goods need deviates from that which has been deployed in respect of convenience goods for two principal reasons. Firstly, it can be extremely difficult to attribute an appropriate benchmark turnover to existing comparison goods provision. Secondly, there tends to be greater disparity between the trading performance of apparently similar comparison goods provision depending on its location, the character of the area and the nature of the catchment. As a consequence, with comparison goods facilities, it is considered appropriate to assume that they are effectively trading 'at equilibrium' (i.e. our survey derived turnover estimate effectively acts as benchmark) at 2013. We therefore assume that there is therefore a nil quantitative need for any additional floorspace across the Borough at 2013. Once again, it has generally been assumed that the future performance of each of the centres considered will be commensurate with their current market share.
- 7.56 Our analysis of the market share of facilities in Telford & Wrekin Borough indicates that the current level of trade at 2013 passing through non-food facilities originating from inside the Study Area is £449.0m. For each identified comparison goods destination, we have made a judgement as to whether any additional expenditure is likely to be attracted from outside the Study Area. We have considered this 'inflow' on a case by case basis, having regard to the location, role and function of a particular facility.
- 7.57 We estimate that, taken as a whole, approximately £55.2m may be attracted to comparison goods retail facilities from outside the Study Area, taking the total of such expenditure committed at facilities within the Borough to £504.1m. Inflow equates to 12.3% of overall turnover.
- 7.58 On this basis, WYG has 'rolled forward' Telford & Wrekin Borough's current 82.3% market share to examine the likely level of comparison goods floorspace required to maintain its current role and function and position within the hierarchy under the three population growth scenarios.

#### **Comparison Goods Quantitative Need in Telford & Wrekin Borough – Scenario 1**

- 7.59 Accordingly, given the increases in forecast comparison goods expenditure, rises in special forms of trading and projected increases in the Study Area population, WYG estimates that at 2018 there will be an expenditure surplus of £19.8m to support additional comparison goods floorspace, which is relatively modest due to limited increases in comparison goods spending and increases in the level of expenditure committed via special forms of trading (forecast by Retail Planner Briefing Note 11) over



the short term. However, **Table 7.20** identifies that the expenditure surplus is then forecast to increase to £65.7m at 2023, to £134.8m at 2028 and to £184.9m at 2031.

**Table 7.20: Scenario 1 – Quantitative Need for Comparison Goods Floorspace in Telford & Wrekin Borough**

Year	Benchmark Turnover (£m)	Derived Available Expenditure (£m)	Surplus Expenditure (£m)
2013	504.1	504.1	0.0
2018	558.8	578.6	19.8
2023	618.1	683.9	65.7
2028	682.5	817.3	134.8
2031	724.2	909.1	184.9

Source: Table 27a, Appendix 5  
In 2011 prices

7.60 Drawing on information from Telford & Wrekin’s Annual Monitoring Report and subsequent discussions with Council officers, we are aware of circa 28,259 sq.m of comparison goods net sales floorspace proposed across the Borough in the form of extant planning permissions. Once more, we have excluded the consented foodstore at Audley Avenue from our estimation of the likely turnover of such planning permissions as the proposed store remains the subject of an ongoing legal challenge.

7.61 WYG estimates that comparison goods floorspace would have a turnover of £137.3m if implemented and trading at 2013. We estimate that £113.7m of this aggregated turnover would derive from within the Study Area at 2013. The single largest commitment (providing an estimated 20,230 sq.m of net sales floorspace) is provided by the proposal to extend and redevelop Telford Shopping Centre. As shown in **Table 7.21**, the identified commitments negate any need for major new comparison goods development in the long term up to the last reporting year of 2031, based on the existing market share being retained (and based on current economic forecasts). At 2031, WYG estimates that a modest residual capacity of £21.5m will be available to support new development. Dependent on the format and operator, we estimate that under population growth Scenario 1 there will be a need for an additional 3,000 sq.m to 5,000 sq.m of additional comparison goods floorspace at 2031. However, we recommend that any capacity identified at 2031 should be considered with some caution as a number of assumptions may change in the future which could ultimately change the level of capacity identified.



**Table 7.21: Scenario 1 – Quantitative Need for Additional Comparison Goods Floorspace in Telford & Wrekin Borough – After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	0.0	113.7	-113.7	-20,500	-34,200
2018	19.8	126.1	-106.2	-19,200	-31,900
2023	65.7	139.5	73.7	-12,000	-20,000
2028	134.8	154.0	-19.1	-2,800	-4,700
2031	184.9	163.4	21.5	3,000	5,000

Source: Table 27c, Appendix 5  
In 2011 prices

**Comparison Goods Quantitative Need in Telford & Wrekin Borough – Scenario 2**

7.62 **Tables 7.22 and 7.23** repeat the above exercise for population growth Scenario 2. **Table 7.22** identifies that, with a higher population at 2018 and every subsequent reporting year, there is an estimated increased surplus expenditure of £23.8m at 2018, increasing to £74.6m at 2023, to £150.2m at 2028 and to £205.0m at 2031 (based once again on the retention of the existing 82.3% market share).

**Table 7.22: Scenario 2 – Quantitative Need for Comparison Goods Floorspace in Telford & Wrekin Borough**

Year	Benchmark Turnover (£m)	Derived Available Expenditure (£m)	Surplus Expenditure (£m)
2013	504.1	504.1	0.0
2018	558.8	582.5	23.8
2023	618.1	692.7	74.6
2028	682.5	832.7	150.2
2031	724.2	929.2	205.0

Source: Table 27a, Appendix 6  
In 2011 prices

7.63 After taking account of the same commitments (which are all situated in the Telford Urban Area), we unsurprisingly find that there is no quantitative need for additional comparison goods facilities until the very long term. By 2031, a residual of £41.6m is identified which will support 5,800 sq.m to 9,600 sq.m of additional comparison goods floorspace.



**Table 7.23: Scenario 2 – Quantitative Need for Additional Comparison Goods Floorspace in Telford & Wrekin Borough – After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	0.0	113.7	-113.7	-20,500	-34,200
2018	23.8	126.1	-102.3	-18,500	-30,800
2023	74.6	139.5	-64.8	-10,600	-17,600
2028	150.2	154.0	-3.8	-600	-900
2031	205.0	163.4	41.6	5,800	9,600

Source: Table 27c, Appendix 6  
In 2011 prices

### Comparison Goods Quantitative Need in Telford & Wrekin Borough – Scenario 3

7.64 Under the higher population growth Scenario 3, **Table 7.24** identifies there to be an estimated increased surplus expenditure of £31.9m at 2018, increasing sharply to £93.2m at 2023, to £182.3m at 2028 and to £246.9m at 2031.

**Table 7.24: Scenario 3 – Quantitative Need for Comparison Goods Floorspace in Telford & Wrekin Borough**

Year	Benchmark Turnover (£m)	Derived Available Expenditure (£m)	Surplus Expenditure (£m)
2013	504.1	504.1	0.0
2018	558.8	590.7	31.9
2023	618.1	711.3	93.2
2028	682.5	864.8	182.3
2031	724.2	971.2	246.9

Source: Table 27a, Appendix 7  
In 2011 prices

7.65 After taking account of the same commitments, we find there to be no quantitative need for additional comparison goods facilities in the period to 2023, but that there is a significant need for additional comparison goods floorspace across subsequent reporting periods. At 2028, the identified residual of £28.4m will support 4,200 sq.m to 7,000 sq.m of additional comparison goods floorspace. An increased residual of £83.6m at 2031 will support 11,600 sq.m to 19,400 sq.m of comparison goods floorspace.



**Table 7.25: Scenario 3 – Quantitative Need for Additional Comparison Goods Floorspace in Telford & Wrekin Borough – After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	0.0	113.7	-113.7	-20,500	-34,200
2018	31.9	126.1	-94.1	-17,000	-28,300
2023	93.2	139.5	-46.2	-7,500	-12,600
2028	182.3	154.0	28.4	4,200	7,000
2031	246.9	163.4	83.6	11,600	19,400

Source: Table 27c, Appendix 7  
In 2011 prices

**Comparison Goods Quantitative Need in Telford Urban Area – Scenario 1**

- 7.66 Similar to the approach for convenience goods, and in order to appraise the need for additional comparison goods retail floorspace in the main urban area around Telford, we have considered the trading performance of existing facilities in Zones 3, 4, 5 and 6 which form the main urban area of Telford. The area includes facilities located in and around Telford town centre; the six district centres; as well as other out of centre locations (including Retail Parks). The household survey indicates that existing facilities in the four zones retain 79.6% of the available comparison goods expenditure generated within the Study Area. When the retention of comparison goods spend in Zones 3, 4, 5 and 6 is considered, it is evident that existing facilities retain 89.9% of all comparison goods spend, which is considered a high level, demonstrating that Telford is nearly self sufficient in terms of providing all the shopping needs of its residents.
- 7.67 Our analysis indicates that the comparison goods facilities in and around the Telford Urban Area retain £434.2m of comparison goods expenditure generated within the Study Area, which equates to 79.6% of all available expenditure. WYG estimates that there is inflow equating to around 12.3% of the Telford’s total turnover which originates from outside the Study Area; in monetary terms this equates to £53.6m at 2013, increasing the survey derived turnover to £487.7m.
- 7.68 Assuming that the same market share is maintained and ‘rolled forward’, we estimate that by 2018 a comparison goods expenditure surplus of £19.2m will be available to facilities in Telford Urban Area. After allowing for increases in the turnover efficiencies of existing floorspace, a surplus of £63.6m is then identified at 2023 to support additional comparison goods floorspace, increasing to £130.4m at 2028 and to £178.9m at 2031.



**Table 7.26: Quantitative Need for Comparison Goods Floorspace in the Telford Urban Area Under Scenario 1**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	487.7	487.7	0.0
2018	540.6	559.8	19.2
2023	598.0	661.6	63.6
2028	660.3	790.7	130.4
2031	700.7	879.6	178.9

Source: Table 27e, Appendix 5  
In 2011 prices

7.69 We are aware that planning permission has been granted for a significant quantum of comparison goods floorspace across the Telford Urban Area. There is circa 27,598 sq.m of net comparison goods floorspace committed through extant planning permissions in the Telford Urban Area, the majority of which are located in Telford town centre. Larger developments include the extension of Telford Shopping Centre and the comparison goods floorspace proposed within food superstore developments at the Shopping Centre development and at Malinslee House. As before, we have taken account of the likely uplift in turnover that would result from Asda relocating to the Malinslee House site (above and beyond that which is achieved by the current store). We estimate that proposed floorspace in the Telford Urban Area will have a total estimated turnover of £137.3m if trading at 2013, of which £113.7m would be drawn from the Study Area. This would leave negative residuals of £113.7m at 2013, £106.9m at 2018, £75.9m at 2023 and £23.5m at 2028 based on the existing market share remaining constant at 79.6%.

7.70 At 2031, a residual of £15.5m will support 2,200 sq.m to 3,600 sq.m of additional comparison goods floorspace.

**Table 7.27: Quantitative Need for Additional Comparison Goods Floorspace in Telford Urban Area – Scenario 1 After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	0.0	113.7	-113.7	-20,500	-34,200
2018	19.2	126.1	-106.9	-19,300	-32,100
2023	63.6	139.5	-75.9	-12,400	-20,600
2028	130.4	154.0	-23.5	-3,500	-5,800
2031	178.9	163.4	15.5	2,200	3,600

Source: Table 27g, Appendix 5  
In 2011 prices



**Comparison Goods Quantitative Need in Telford Urban Area – Scenario 2**

7.71 **Tables 7.28 and 7.29** below repeat the above exercise to identify the need for additional comparison goods floorspace under population growth Scenario 2. **Table 7.9** indicates that, with a higher population at 2018 and every subsequent reporting year, there is an estimated increased surplus expenditure of £23.0m at 2018, increasing to £72.2m at 2023, to £145.3m at 2028 and to £198.3m at 2031 (based on the continuation of Telford’s current market share).

**Table 7.28: Quantitative Need for Comparison Goods Floorspace in the Telford Urban Area Under Scenario 2**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	487.7	487.7	0.0
2018	540.6	563.6	23.0
2023	598.0	670.2	72.2
2028	660.3	805.6	145.3
2031	700.7	899.0	198.3

Source: Table 27e, Appendix 6  
In 2011 prices

7.72 After once more taking account of commitments, we find once more that a negative residual is apparent up to the very long term. The limited identified positive residual of £34.9m at 2031 will support between 4,900 sq.m and 8,100 sq.m of comparison goods floorspace.

**Table 7.29: Quantitative Need for Additional Comparison Goods Floorspace in Telford Urban Area – Scenario 2 After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min	Max
2013	0.0	113.7	-113.7	-20,500	-34,200
2018	23.0	126.1	-103.1	-18,600	-31,000
2023	72.2	139.5	-67.3	-11,000	-18,300
2028	145.3	154.0	-8.7	-1,300	-2,100
2031	198.3	163.4	34.9	4,900	8,100

Source: Table 27g, Appendix 6  
In 2011 prices

**Comparison Goods Quantitative Need in Telford Urban Area – Scenario 3**

7.73 As would be expected, the higher population growth Scenario 3 results in the greatest level of need for additional comparison goods floorspace in the Telford Urban Area. **Table 7.30** indicates that the application of Scenario 3 population growth results in an estimated increased expenditure surplus of £30.9m at 2018, increasing to £90.2m at 2023, to £176.4m at 2028 and to £238.9m at 2031.



**Table 7.30: Quantitative Need for Comparison Goods Floorspace in the Telford Urban Area Under Scenario 3**

Year	Benchmark Turnover (£m)	Available Derived Expenditure (£m)	Surplus Expenditure (£m)
2013	487.7	487.7	0.0
2018	540.6	571.5	30.9
2023	598.0	688.2	90.2
2028	660.3	836.7	176.4
2031	700.7	939.6	238.9

Source: Table 27e, Appendix 7  
In 2011 prices

7.74 After commitments have been accounted for, we once again identify a negative residual over the earlier reporting periods. However, by 2028, we estimate that a positive residual of £22.4m will be available to support additional comparison goods floorspace, growing to £75.5m at 2028. The identified level of residual expenditure equates to a need for between 3,300 sq.m and 5,500 sq.m of comparison goods floorspace at 2028, increasing to between 10,500 sq.m and 17,500 sq.m at 2031.

**Table 7.31: Quantitative Need for Additional Comparison Goods Floorspace in Telford Urban Area – Scenario 3 After Commitments**

Year	Comparison Goods			Floorspace Requirement (sq.m net)	
	£m			Min	Max
	Surplus	Commitments	Residual		
2013	0.0	113.7	-113.7	-20,500	-34,200
2018	30.9	126.1	-95.2	-17,200	-28,600
2023	90.2	139.5	-49.3	-8,000	-13,400
2028	176.4	154.0	22.4	3,300	5,500
2031	238.9	163.4	75.5	10,500	17,500

Source: Table 27g, Appendix 7  
In 2011 prices

7.75 Once more, it should be noted that long term estimates should be viewed with a degree of caution as even moderate changes to population levels and expenditure growth forecasts will have a significant bearing on estimates of available expenditure over time (as will any failure to implement existing planning commitments). These estimates are based on up-to-date information available at the time of reporting, and we would therefore recommend that these are regularly monitored to ensure the Council’s preferred strategy is realised.

**Comparison Goods Quantitative Need in Newport – Scenario 1**

7.76 Newport has a relatively small level of comparison goods floorspace in the centre when compared with the other main destinations. However, such provision still forms an important part of its wider retail and service offer, and is mainly provided through independent retailers. As set out in Section 4, the



household survey indicates that Newport’s market share has reduced since 2006 from 3.4% to 2.6%; representing a decline of 0.8 percentage points.

7.77 Our analysis indicates that comparison goods facilities in Newport retain £14.7m of comparison goods expenditure generated within the Study Area, equating to 2.7% of all such available expenditure. WYG estimates that there is inflow of around 10.7% from outside the Study Area, which represents £1.6m, increasing the derived turnover to £16.3m.

7.78 As Table 7.32 demonstrates, we again assume that the identified market share is maintained and ‘rolled forward’ in the future and, on this basis, changes in forecast comparison goods expenditure and projected increases in population result in an expenditure surplus of £0.6m at 2018, increasing to £2.1m at 2023, to £4.4m at 2028, and to £6.0m at 2031.

**Table 7.32: Quantitative Need for Comparison Goods Floorspace in Newport Under Scenario 1**

Year	Benchmark Turnover - £m <sup>1</sup>	Derived Available Expenditure - £m <sup>2</sup>	Surplus Expenditure
2013	16.3	16.3	0.0
2018	18.1	18.7	0.6
2023	20.0	22.1	2.1
2028	22.1	26.4	4.4
2031	23.4	29.4	6.0

Source: Table 27h, Appendix 5  
In 2011 prices

7.79 As set out earlier, Newport benefits from planning permission for a Morrisons foodstore at Audley Avenue, which is the subject of a legal challenge. As this situation is ongoing, we do not make provision for the comparison goods floorspace which may come forward on this site as part of assessment. **Table 7.33** below therefore indicates that the identified expenditure surplus will support 100 sq.m to 200 sq.m of comparison goods floorspace at 2018, increasing to between 300 sq.m and 600 sq.m at 2023, to between 600 sq.m and 1,100 sq.m at 2028, and to between 800 sq.m and 1,400 sq.m at 2031.

7.80 Any significant proposed development has the potential to increase the current market share secured by the town and WYG would therefore recommend that any changes in shopping patterns arising from development should be monitored after implementation to review the impact on town centre vitality and viability once settled trading patterns occur.



**Table 7.33: Quantitative Need for Additional Comparison Goods Floorspace in Newport – Scenario 1 After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min <sup>1*</sup>	Max <sup>2*</sup>
2013	0.0	0.0	0.0	0	0
2018	0.6	0.0	0.6	100	200
2023	2.1	0.0	2.1	300	600
2028	4.4	0.0	4.4	600	1,100
2031	6.0	0.0	6.0	800	1,400

Source: Table 27j, Appendix 5  
In 2011 prices

**Comparison Goods Quantitative Need in Newport – Scenario 2**

7.81 Under population growth Scenario 2, **Table 7.34** indicates that there is still a relatively modest surplus to support additional comparison goods floorspace over the medium to long term, equating to £0.8m at 2018, increasing to £2.4m at 2023, to £4.9m at 2028, and to £6.6m at 2031.

**Table 7.34: Quantitative Need for Comparison Goods Floorspace in Newport Under Scenario 2**

Year	Benchmark Turnover - £m <sup>1</sup>	Derived Available Expenditure - £m <sup>2</sup>	Surplus Expenditure
2013	16.3	16.3	0.0
2018	18.1	18.8	0.8
2023	20.0	22.4	2.4
2028	22.1	26.9	4.9
2031	23.4	30.1	6.6

Source: Table 27h, Appendix 6  
In 2011 prices

7.82 Noting once more the situation at Audley Avenue, the identified expenditure surplus translates into a need for between 100 sq.m and 200 sq.m of comparison goods floorspace at 2018, increasing to between 400 sq.m and 700 sq.m at 2023, to between 700 sq.m and 1,200 sq.m at 2028, and to between 900 sq.m and 1,500 sq.m at 2031.



**Table 7.35: Quantitative Need for Additional Comparison Goods Floorspace in Newport – Scenario 2 After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min <sup>1*</sup>	Max <sup>2*</sup>
2013	0.0	0.0	0.0	0	0
2018	0.8	0.0	0.8	100	200
2023	2.4	0.0	2.4	400	700
2028	4.9	0.0	4.9	700	1,200
2031	6.6	0.0	6.6	900	1,500

Source: Table 27j, Appendix 6  
In 2011 prices

**Comparison Goods Quantitative Need in Newport – Scenario 3**

7.83 Under population growth Scenario 3, **Table 7.36** indicates an increased but still relatively modest surplus to support additional comparison goods floorspace in Newport. An expenditure surplus of £1.0m is identified at 2018, increasing to £3.0m at 2023, to £5.9m at 2028, and to £8.0m at 2031

**Table 7.36: Quantitative Need for Comparison Goods Floorspace in Newport Under Scenario 3**

Year	Benchmark Turnover - £m <sup>1</sup>	Derived Available Expenditure - £m <sup>2</sup>	Surplus Expenditure
2013	16.3	16.3	0.0
2018	18.1	19.1	1.0
2023	20.0	23.0	3.0
2028	22.1	28.0	5.9
2031	23.4	31.4	8.0

Source: Table 27h, Appendix 7  
In 2011 prices

7.84 **Table 7.37** demonstrates that the identified expenditure surplus translates into a need for between 200 sq.m and 300 sq.m of comparison goods floorspace at 2018, increasing to between 500 sq.m and 800 sq.m at 2023, to between 900 sq.m and 1,500 sq.m at 2028, and to between 1,100 sq.m and 1,900 sq.m at 2031.



**Table 7.37: Quantitative Need for Additional Comparison Goods Floorspace in Newport – Scenario 3 After Commitments**

Year	Comparison Goods				
	£m			Floorspace Requirement (sq.m net)	
	Surplus	Commitments	Residual	Min <sup>1*</sup>	Max <sup>2*</sup>
2013	0.0	0.0	0.0	0	0
2018	1.0	0.0	1.0	200	300
2023	3.0	0.0	3.0	500	800
2028	5.9	0.0	5.9	900	1,500
2031	8.0	0.0	8.0	1,100	1,900

Source: Table 27j, Appendix 7  
In 2011 prices

### Summary

- 7.85 The modelling of three scenarios necessarily generates a large number of tables and we therefore summarise the principal identified requirements for Telford below under each of the population growth scenarios. For Newport, given the level of committed floorspace and the fact that additional housing will substantially be delivered in the Telford Urban Area, it is clear that the quantitative need for additional floorspace across the reporting period to 2031 is relatively limited.
- 7.86 **Table 7.38** demonstrates that there is no need for any additional convenience goods floorspace under each of the growth scenarios until the medium term at 2023. Even at this reporting period, there is only a very limited need for any further convenience goods floorspace under population growth Scenario 1 and a minimum requirement for only 1,300 sq.m of net convenience goods sales under Scenario 3. Over the longer term to 2031, there is a need for at least 3,700 sq.m of additional convenience floorspace under population growth Scenario 1, increasing to a need for at least 6,200 sq.m under population growth Scenario 3.
- 7.87 Turning to the future need for additional comparison floorspace, given the significant extant planning commitments in the area, any identified need is effectively extinguished until at least 2028. By that time, there is a limited need for additional comparison goods floorspace under population growth Scenario 3 only (equating to a minimum requirement for an additional 3,300 sq.m). However, at 2031, there is an identified quantitative need under all three scenarios, equating to a minimum of 2,200 sq.m of additional floorspace under Scenario 1, increasing to a minimum of 10,500 sq.m under Scenario 3. Clearly, there is a substantial need for additional convenience and comparison goods floorspace in Telford over the longer term, with any such need markedly increasing should the population growth proposed by Shaping Places be successfully delivered.



**Table 7.38: Quantitative Need for Additional Convenience and Comparison Goods Floorspace in Telford Urban Area**

Year	Scenario	Convenience Goods			Comparison Goods		
		Residual (£m)	Minimum (sq.m)	Maximum (sq.m)	Residual (£m)	Minimum (sq.m)	Maximum (sq.m)
2013	1	-49.7	-4,200	-9,900	-113.7	-20,500	-34,200
	2	-49.7	-4,200	-9,900	-113.7	-20,500	-34,200
	3	-49.7	-4,200	-9,900	-113.7	-20,500	-34,200
2018	1	-25.2	-2,200	-5,100	-106.9	-19,300	-32,100
	2	-22.8	-2,000	-4,700	-103.1	-18,600	-31,000
	3	-170.8	-1,500	-3,600	-95.2	-17,200	-28,600
2023	1	0.3	0	100	-75.9	-12,400	-20,600
	2	5.3	500	1,100	-67.3	-11,000	-18,300
	3	15.7	1,300	3,200	-49.3	-8,000	-13,400
2028	1	26.3	2,200	5,300	-23.5	-3,500	-5,800
	2	34.0	2,900	6,900	-8.7	-1,300	-2,100
	3	50.2	4,300	10,100	22.4	3,300	5,500
2031	1	44.1	3,700	8,900	15.5	2,200	3,600
	2	53.6	4,600	10,800	34.9	4,900	8,100
	3	73.4	6,200	14,800	75.5	10,500	17,500

In 2011 prices

### Qualitative Need

- 7.88 The above analysis provides an assessment of quantitative capacity based on the current market share achieved by existing facilities in a particular centre being maintained. As found in both Sections 4 and 7, the results of the household survey indicate that Telford & Wrekin Borough has a high retention of both convenience goods and comparison goods shopping patterns, with limited outflow of trade to other competing centres. This is partly due to the strength of existing retail provision across the Borough and the geographical separation of Telford in relation to other competing settlements.
- 7.89 In terms of convenience goods retailing, we have identified that market shares in the Borough’s principal areas (Zones 2, 3, 4, 5 and 6) are extremely high (between 85% and 100%) with limited outflow of expenditure. The level of trade retention has also increased since 2006, as a result of supermarket provision being introduced in Madeley and Lawley. The results suggest that convenience goods shopping patterns are generally sustainable, although this would be further improved by more choice in Newport. The household survey indicates that, whilst the overall market share has increased since 2006, there have been shifts in local convenience goods shopping patterns, whereby the retention of trade to facilities in Telford town centre has declined significantly as a result of improvements in the district centres’ retention of trade and the strong performance of some out of centre facilities in other undefined destinations (including the Asda at Donnington Wood and the



Sainsbury's at Forge Retail Park). However, we expect that the town centre will be bolstered through the introduction of the replacement Asda store at Malinslee House and potentially through a further foodstore development linked to the wider Telford Shopping Centre development, both of which will address the current overtrading which occurs at the existing Asda at Donnington Wood.

7.90 In terms of Newport, since 2006 the Waitrose store has helped increase the retention of main food shopping in its immediate area (Zone 2) and has helped in part reduce the previously identified level of outflow to facilities elsewhere in the Borough, mainly to the Sainsbury's at Forge Retail Park (Zone 5), Tesco Extra at Wrekin Retail Park (Zone 4), but also the Morrisons at Wellington (Zone 3). However, it has done little to address the level of shoppers using the Asda Donnington Wood store. The results show that facilities in Zone 2 claim approximately 43% of the main food shopping trips that occur in Zone 2, with a further 36% of using facilities in neighbouring Zone 4. We believe that the introduction of a new food superstore in Newport will help address this current expenditure leakage from Zone 2 and lead to the retention of additional expenditure within the Study Area.

7.91 WYG believes that the current extant planning permissions in Telford and the prospect of additional food retail provision in Newport will, once implemented, address any substantial qualitative need and we therefore do not consider there to be any need to allocate further sites to provide for additional convenience goods retailing in the short to medium term. We recommend that, subsequent to any new provision being implemented and trading in a settled manner, it will then be appropriate to review local shopping patterns again to assess whether the expected improvements have materialised.

7.92 In terms of comparison goods retailing, the results show that since 2006 there has been a marked decline in the market share of established town and district centres, which can be attributed to the increased popularity of out of centre retailing, including the main retail parks which together provide a significant level of floorspace. We recommend that any qualitative improvements should be focused towards improving the comparison goods offer within existing town centres, and notably Telford town centre. Such an improvement can be secured by the proposed development at Telford Shopping Centre. Central areas should be the first preference for any other additional retail development.



## 8.0 Leisure Capacity

8.01 Our approach to the assessment of quantitative need in the leisure market is necessarily different from our methodology in considering retail need, due to a number of reasons, including the fragmentation of the market and the limited availability of information. However, for the purposes of this Study, we consider key sectors where up to date information is available and review capacity in relation to the cinema, bingo and bowling sectors.

8.02 The results of the household survey have been used to determine the participation rate and the market share achieved by the different categories of leisure activity. The relevant tables are set out in **Appendix 8**.

### Cinema

8.03 As set out in the 2006 Study, Telford & Wrekin Borough still benefits from a 10 screen Odeon cinema, located in Telford town centre. The three screen Majestic cinema in Bridgnorth still operates, as does the single screen Assembly Room in Ludlow. More significantly, an 11 screen cinema is currently under construction as part of the Southwater leisure development to the south of Telford town centre. The Southwater cinema is to be operated by Cineworld and forms part of a wider development including a hotel, bars and restaurants, a visitor centre and the refurbishment of the ice rink. We note that a further planning permission remains extant to provide a new ten screen Odeon cinema as part of the mixed-use redevelopment of the Brodie House site in Telford town centre. At the time of reporting, we are unaware of any substantial progress being made with this development. Additional cinema provision is also available to the west of the Study Area in Shrewsbury, which accommodates the eight screen Cineworld which opened in 1998.

8.04 Drawing on research by Mintel<sup>30</sup>, it is evident that, from 2007 the number of annual admissions to UK cinemas increased from 162.5m to 169.2m in 2010, peaking at 173.5m in 2009. Despite admissions falling in 2010, the market value of the cinema sector increased from £1.30bn at 2009 to £1.34bn at 2010. The increase in value was principally due to increased pricing and attendance of 3D films and increased sales of concessions. Despite increasing pressure on disposable income and increasing high unemployment of 18 to 24 year olds, Mintel estimates that cinema admissions are likely to increase to around £198.6m by 2015, a 17% increase on 2010 levels.

8.05 We set out the market share of various cinema destinations within and around the Study Area at Table 1 of **Appendix 8**.

<sup>30</sup> The UK Cinema Market, Mintel, May 2011



- 8.06 When comparing the participation rate and market share derived from the 2013 household survey to the 2006 results<sup>31</sup>, the participation rate for visiting the cinema has increased from 49.0% to 51.8%. In terms of the Borough’s market share for cinema visits, this has also increased since 2006, from 81.0% to 82.9%, an increase of 1.9 percentage points.
- 8.07 WYG has updated the cinema capacity for Telford & Wrekin Borough based on this Study’s three population growth scenarios considered in Section 6 of this report.
- 8.08 We estimate that the Study Area has a total estimated population of 213,395 at 2013, increasing to 245,266 at 2031 under population growth Scenario 1 and to 262,766 at 2031 under population growth Scenario 3. Mintel’s research indicates that the UK population on average visits a cinema 2.7 times per annum and that each cinema screen attracts around 45,228 separate admissions.
- 8.09 Applying these benchmark averages to the Study Area, we estimate that there will be 576,167 cinema admissions arising from the Study Area population at 2013, increasing to 662,218 admissions at 2031 under population growth Scenario 1 and 708,118 admissions under population growth Scenario 3. Based on the assumed number of admissions per screen, we calculate that around 12.7 screens are supported at 2013, increasing to 14.6 screens at 2031 under population growth Scenario 1 and 15.6 screens at 2031 under population growth Scenario 3. Our calculations for each of the population growth scenarios are set out below at Tables 8.1, 8.2 and 8.3.

**Table 8.1: Cinema Screen Requirement in Telford & Wrekin Borough – Scenario 1**

Year	Study Area Population	Number of Cinema Visits Per Person	Attendance	Number of Admissions Required to Support Single Screen	Screens Supported by Study Area
2013	213,395	2.7	576,167	45,228	12.7
2018	222,383	2.7	600,434	45,228	13.3
2023	231,283	2.7	624,464	45,228	13.8
2028	240,015	2.7	648,041	45,228	14.3
2031	245,266	2.7	662,218	45,228	14.6

Note: Number of cinema trips per person and number of admission per screen derived from Mintel Cinema Market report of May 2011

<sup>31</sup> The 2006 household survey results have been adjusted to exclude ‘don’t know and varies’ responses in order that a direct comparison to the 2013 household survey results can be made



**Table 8.2: Cinema Screen Requirement in Telford & Wrekin Borough – Scenario 2**

Year	Study Area Population	Number of Cinema Visits Per Person	Attendance	Number of Admissions Required to Support Single Screen	Screens Supported by Study Area
2013	213,395	2.7	576,167	45,228	12.7
2018	223,911	2.7	604,560	45,228	13.4
2023	234,339	2.7	632,715	45,228	14.0
2028	244,598	2.7	660,415	45,228	14.6
2031	250,766	2.7	677,068	45,228	15.0

Note: Number of cinema trips per person and number of admission per screen derived from Mintel Cinema Market report of May 2011

**Table 8.3: Cinema Screen Requirement in Telford & Wrekin Borough – Scenario 2**

Year	Study Area Population	Number of Cinema Visits Per Person	Attendance	Number of Admissions Required to Support Single Screen	Screens Supported by Study Area
2013	213,395	2.7	576,167	45,228	12.7
2018	227,105	2.7	613,184	45,228	13.6
2023	240,728	2.7	649,966	45,288	14.4
2028	254,181	2.7	686,289	45,288	15.2
2031	262,266	2.7	708,118	45,288	15.6

Note: Number of cinema trips per person and number of admission per screen derived from Mintel Cinema Market report of May 2011

8.10 The existing Telford & Wrekin Borough market share of 82.9% would suggest that around 10.5 of the 12.5 screens supported by the Study Area at 2013 should be located in the Borough, increasing to a maximum requirement of 12.9 screens at 2031 under population Growth Scenario 3.

8.11 Clearly, the estimated requirement is significantly below the provision which will be available subsequent to Southwater’s implementation. In actuality, we consider that the Southwater cinema will increase the Borough’s market share of cinema trips and thereby generate additional custom. Whilst it is evident that Cineworld Southwater, together with the existing Odeon cinema, will provide Telford with excellent facilities for a town of its size, we are aware that the proposed Telford Shopping Centre redevelopment also provides for a further cinema. Given this, it is highly unlikely that there will be any requirement for additional cinema facilities over the remainder of the plan period.

### Bowling

8.12 The level of ten pin bowling facilities has remained unchanged since the reporting of the previous Retail Study in 2006, with there being 24 bowling lanes within the Borough. These are all provided at



the existing facility at Southwater in Telford which has changed name from Superbowl to Ten Pin in recent years.

- 8.13 Drawing on latest information from Mintel<sup>32</sup>, the UK tenpin bowling sector contracted in value by 33% between 2006 and 2011 in real terms. The market peaked in 2008 at the beginning of the recession. In the UK, the number of tenpin bowling facilities has declined slightly from 325 in 2004 to 321 in 2011. In 2006, the tenpin sector was worth £271m and by 2010 this had decreased to £238m. Mintel estimates that the sector will be valued at just £226m in 2016. Despite the shift in the market, the number of facilities in Telford has remained stable. The success of tenpin bowling will be driven by retention of visitor volumes through customer loyalty and discounted fees with claw back of revenue through increases in ancillary purchases associated to the main bowling experience.
- 8.14 The 2013 household survey found that the participation rate for bowling is 22.4% and the Borough retains a market share of 82.9%. The participation rate and market share achieved by the Borough for bowling appear comparable to those achieved in 2006.
- 8.15 Mintel identifies that there were 5,822 bowling lanes across the UK in 2010. Given that the UK population at 2010 was approximately 62.7 million<sup>33</sup>, this equates to one lane for every 10,769 persons.
- 8.16 We again estimate that the Study Area has a population of 213,395 at 2014, increasing to 245,266 at 2031 under population growth Scenario 1 and to 262,766 at 2031 under population growth Scenario 3. Based on the assumed benchmark identified above, we calculate that around 19.8 bowling lanes are supported in the Study Area at 2013, increasing to 22.8 lanes at 2031 under population growth Scenario 1 and to 24.3 lanes at 2031 under population growth Scenario 3. Our calculations for each of the population growth scenarios are set out below at Tables 8.4, 8.5 and 8.6.
- 8.17 If it were to again be assumed that the current Telford & Wrekin Borough market share for this leisure sector is 'rolled forward', then we would anticipate that the 16.4 of the lanes supported by the Study Area should be located in the Borough, increasing to a maximum requirement of 20.1 lanes at 2031 under population growth Scenario 3.

<sup>32</sup> Tenpin Bowling – UK, Mintel, November 2011

<sup>33</sup> Office for National Statistics' Revised Annual Mid-Year Population Estimates 2001 to 2010, December 2013



**Table 8.4: Ten Pin Bowling Requirement in Study Area – Scenario 1**

Year	Study Area Population	Typical No. of Persons Required to Support One Ten Pin Bowling Lane	Potential No. of Lanes Supported by Study Area
2013	213,395	10,769	19.8
2018	222,383	10,769	20.7
2023	231,283	10,769	21.5
2028	240,015	10,769	22.3
2031	245,266	10,769	22.8

Note: Typical number of persons required to support a bowling lane derived from Mintel Tenpin Bowling report of July 2010

**Table 8.5: Ten Pin Bowling Requirement in Study Area – Scenario 2**

Year	Study Area Population	Typical No. of Persons Required to Support One Ten Pin Bowling Lane	Potential No. of Lanes Supported by Study Area
2013	213,395	10,769	19.8
2018	223,911	10,769	20.8
2023	234,339	10,769	21.8
2028	244,598	10,769	22.7
2031	250,766	10,769	23.3

Note: Typical number of persons required to support a bowling lane derived from Mintel Tenpin Bowling report of July 2010

**Table 8.6: Ten Pin Bowling Requirement in Study Area – Scenario 3**

Year	Study Area Population	Typical No. of Persons Required to Support One Ten Pin Bowling Lane	Potential No. of Lanes Supported by Study Area
2013	213,395	10,769	19.8
2018	227,105	10,769	21.1
2023	240,728	10,769	22.4
2028	254,181	10,769	23.6
2031	262,266	10,769	24.3

Note: Typical number of persons required to support a bowling lane derived from Mintel Tenpin Bowling report of July 2010

- 8.18 Given that there are currently 24 lanes provided by one facility in the Borough, we do not consider there to be any need for an additional ten pin bowling facility across the entire period to 2031.

### Bingo

- 8.19 The level of bingo facilities in Telford has remained stable since 2006, with two commercial bingo facilities, Globe Bingo at Donnington and the Mecca Bingo at Southwater in Telford, as well as around five independent facilities operated through social clubs.



- 8.20 Mintel<sup>34</sup> reports that UK wide consumer expenditure on bingo totalled £668m in 2012. This is a decrease of £272m since 2007, at which time consumer expenditure on bingo totalled £940m. It is therefore evident that the bingo sector remains in a period of sustained decline and this is a trend which Mintel anticipates will continue. It is estimated that by 2016 expenditure will have decreased to £522m. The decrease in consumer expenditure has coincided with a decline in club admissions, with admissions decreasing from 68.0 million in 2007 to 45.5 million in 2011.
- 8.21 The number of bingo clubs in the UK declined by 149 between 2007 and 2011 as a result of the reductions in spending. The decline is attributable to a number of factors, including the smoking ban in public venues, restrictions of gaming machines in clubs, and the rise of on-line versions of the game which have had a significant influence on falling admissions. There has also been a tax burden on operators, which has led to falling revenue and prize monies. It is expected that operators will continue to diversify their businesses to provide a wider social offer, including foods, drinks and entertainment, in the hope of reversing the trend of decline.
- 8.22 Since 2006, the participation rate for bingo has increased by 1.6 percentage points, from 7.0% in 2006 to 8.6% in 2013, which has bucked the national trend. The Borough's market share for bingo was found to be 96.4%; no comparable data for 2006 is available.
- 8.23 Once again, we estimate that the Study Area has a population of 213,395 at 2013, increasing to 245,266 at 2031 under population growth Scenario 1 and to 262,766 at 2031 under population growth Scenario 3.
- 8.24 Mintel identifies that there were 461 bingo halls across the UK in 2011. Given that the UK population at 2011 was approximately 63.2 million<sup>35</sup>, this equates to one bingo hall for every 137,093 persons. Accordingly, we estimate that it could be expected that the Study Area could be expected to support 1.6 bingo halls at 2013, increasing to 1.8 bingo halls at 2031 under population growth Scenario 1 and to 1.9 bingo halls at 2031 under population growth Scenario 3. This is set out below at Tables 8.7, 8.8 and 8.9.
- 8.25 Based on this, the existing provision of bingo halls in the Borough is what we would expect (although it is evident that more informal bingo games in social clubs also help cater for resident's needs). Accordingly, we do not consider that there will likely be any significant change to the Borough's current provision in the foreseeable future and do not consider it necessary for the Council to plan for

<sup>34</sup> Casinos and Bingo, Mintel, June 2012

<sup>35</sup> Office for National Statistics' Revised Annual Mid-Year Population Estimates 2001 to 2010, December 2013



additional provision. We instead recommend that, should any proposals for such development be forthcoming, they are judged on their own merit in accordance with relevant town centre planning policy at the time of an application’s submission.

**Table 8.7: Bingo Hall Requirement in Study Area – Scenario 1**

Year	Study Area Population	Typical Catchment Required to Support Bingo Hall	Potential No. of Clubs Supported by Study Area
2013	213,395	137,093	1.6
2018	222,383	137,093	1.6
2023	231,283	137,093	1.7
2028	240,015	137,093	1.8
2031	245,266	137,093	1.8

Note: Typical catchment required to support a bingo hall derived from Business in Sport and Leisure

**Table 8.8: Bingo Hall Requirement in Study Area – Scenario 2**

Year	Study Area Population	Typical Catchment Required to Support Bingo Hall	Potential No. of Clubs Supported by Study Area
2013	213,395	137,093	1.6
2018	223,911	137,093	1.6
2023	234,339	137,093	1.7
2028	244,598	137,093	1.8
2031	250,766	137,093	1.8

Note: Typical catchment required to support a bingo hall derived from Business in Sport and Leisure

**Table 8.9: Bingo Hall Requirement in Study Area – Scenario 3**

Year	Study Area Population	Typical Catchment Required to Support Bingo Hall	Potential No. of Clubs Supported by Study Area
2013	213,395	137,093	1.6
2018	227,105	137,093	1.7
2023	240,728	137,093	1.8
2028	254,181	137,093	1.9
2031	262,266	137,093	1.9

Note: Typical catchment required to support a bingo hall derived from Business in Sport and Leisure

## Health and Fitness

- 8.26 WYG has assessed the qualitative need for additional health and fitness and evening economy facilities using the results of the household survey, which allows us to consider the participation rate and the market share of such facilities.



8.27 The results of the household survey show that there is a 28.1% participation rate for health and fitness activities and a 20.0% participation rate for leisure centre activities. The Borough's market share for these activities is 85.0%. In terms of health and fitness activities, there has been a 3.0 percentage point increase in participation since 2006 when participation was 25.1%. The participation rate (20.0%) for leisure centre activities has declined significantly since 2006, decreasing by 16 percentage points from 36%. The market share for health and fitness facilities in Telford & Wrekin Borough has increased from 71.5% since 2006 to 85.0%.

### Evening Economy

8.28 The household survey found that the participation rate for visiting restaurants is 70.7%, with Telford & Wrekin Borough attracting a market share of 58.3% for this activity. The participation rate has decreased by 11.5 percentage points since 2006, when participation was 82.2%. In terms of visiting pubs and nightclubs and social clubs, the household survey recorded participation rates of 55.1%, 6.6% and 7.6% respectively. The participation rates for these three activities has decreased since 2006, by 7.1 percentage points (previously 62.2%), 5.2 percentage points (previously 11.8%) and 8.0 percentage points (previously 15.6%) respectively. The aggregated market share of Telford & Wrekin Borough for such activities is 68.6%; unfortunately no comparable data for 2006 is available.

8.29 The participation rate for visits to theatres and concert halls was recorded as being 45% at 2006 and is now recorded to be 38.0%. In terms of visits to galleries and museums the participation rate was 42% at 2006 and is now 30.4%. The market share of visits to theatres, galleries and museums claimed by Telford & Wrekin Borough equates to 36.8% of all such trips.

8.30 Whilst the results of the household survey suggest a lessening in the use of bars, restaurants and cultural facilities over the past seven years, Telford's evening economy is shortly to receive a large boost in the form of the Southwater development. In addition to the Cineworld cinema, Southwater will accommodate a number of national chain restaurants, including Bella Italia, Chimichanga, Harvester, Nandos, Pizza Express, Wagamama and Zizzi<sup>36</sup>. The development is due to open in the Spring of next year and clearly has the potential act as Telford's 'leisure quarter', where visitors can spend a number of hours enjoying different attractions. We anticipate that Southwater will add considerably to Telford town centre's overall offer and should therefore result in an increase in the number of Study Area residents visiting restaurants (and an increase in the proportion of such trips which are undertaken at Telford town centre).

<sup>36</sup> As reported by the Shropshire Star of 17 September 2013



## Conclusion

8.31 Based on the market share analysis drawn from the 2013 household survey and data on recent trends for commercial leisure facilities, WYG finds that the existing leisure facilities in the Borough are generally satisfactory and the principal focus should be on retaining these over the plan period. The results show that the commercial leisure market (comprising cinema, ten-pin bowling and bingo) has not been significantly impacted on and existing facilities appear to be doing as well they were in 2006, despite the wider the UK recession and changing leisure trends since the undertaking of the 2006 Study. However, the results show that there has been a reduction in the level of residents using leisure centres in the Borough. In terms of future development pressures, it is unlikely that any significant new commercial leisure opportunities will present themselves in the short to medium term (given the scale of development which is currently being progressed at Southwater) and we therefore do not consider that there is any need to actively plan for any further such provision in the development plan. A sensible approach would be for the Council to respond to any opportunities that may arise, based on the location of such proposals, and the qualitative and economic benefits which would result from the proposed development.



## 9.0 Recommendations and Future Retail Strategy

9.01 The NPPF requires local planning authorities as part of their development plan to set out a strategy for the management and growth of centres over the plan period. Most particularly, paragraph 23 of the NPPF indicates that, as part of their strategy, authorities should, *inter alia*:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
- allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres;
- allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable 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; and
- set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres.

9.02 Policy 26 of the NPPF also indicates that local planning authorities should set their own appropriate threshold relating to the quantum of floorspace above which an impact test for retail, leisure and office development will be required.

9.03 Each of the above matters is considered below in relation to Telford & Wrekin Borough and its principal centres.

### Hierarchy

9.04 The current retail hierarchy for Telford & Wrekin is set out by paragraphs 3.43 to 3.47 of the adopted Core Strategy Development Plan Document, this essentially being:

- Telford Town Centre;
- Newport Market Town Centre;
- Dawley, Donnington, Hadley, Madeley, Oakengates and Wellington District Centres; and then
- Local Centres.



- 9.05 The research undertaken during the course of this Study reaffirms that Telford is an extremely important retail centre which caters for the majority of the Study Area population's comparison goods needs, as well as its cultural and leisure needs. Accordingly, Telford clearly remains at the head of hierarchy and future retail and town centre policy should emphasise its sub-regional role. Telford should be the principal focus for significant additional main town centre uses.
- 9.06 Given its geographic separation from Telford, Newport retains a very important function as a market town providing for the day to day needs of its residents. Whilst it attracts a relatively limited proportion of available comparison goods expenditure, the town accommodates a relatively large Waitrose store in an edge-of-centre location and is able to meet most service and retail needs. Accordingly, we consider that Newport should remain a town centre.
- 9.07 Of the current district centres, it is evident that the role of Wellington continues to evolve, not least through the Civic & Leisure Centre development which opened in March 2012. The development includes a new library, council offices, registry office and a refurbishment of the swimming pool and leisure facilities. Moreover, it is evident from the household survey, that Wellington claims a greater level of both convenience and comparison goods expenditure than Newport (partly as a result of the performance of the Morrisons superstore, but also due to the accommodation of other national multiples in the centre). Due to its performance and its wider civic function, we consider that Wellington operates as a town centre and that it should be recognised as such in order to provide for its future growth to help meet identified needs.
- 9.08 Whilst the centres of Dawley, Donnington, Hadley, Madeley and Oakengates continue to perform a valuable function, each has a relatively localised sphere of influence focused around small-scale convenience and service provision. Accordingly, we do not envisage any change in respect of the position of any one of these centres in the hierarchy. The consideration of local centres is outside the scope of our instruction and we therefore do not provide any commentary in respect of the current performance of such centres.
- 9.09 Accordingly, given the above, we recommend that the hierarchy of centres going forward should be as follows:
- Level 1: Principal Town Centre of Telford;
  - Level 2: Town Centres of Newport and Wellington;
  - Level 3: Centres of Dawley, Donnington, Hadley, Madeley and Oakengates; and then
  - Level 4: Local Centres.



9.10 As part of our instruction, we have been asked to form a view as to the appropriateness of the centre and primary shopping area boundaries for Wellington, Dawley, Donnington, Hadley, Madeley and Oakengates. The boundaries were originally identified by the Wrekin Local Plan of February 2000<sup>37</sup> and we provide our review of each centre below. Proposed revisions to existing boundaries are illustrated through the plans provided at Appendix 9.

#### Proposed Wellington Town Centre Boundaries

9.11 We proposed two substantial amendments to the existing centre boundary of Wellington, namely a contraction of the centre to exclude an area to the west (around Saville Close and Haygate Road) and to the north (around Queen Street), both of which are predominantly residential in character. We consider that there is merit in excluding such areas from the centre in order that the uses which fall within the boundary are generally those identified to be main town centre uses by Annex 2 of the NPPF. We also recommend that the boundary of Wellington's primary shopping area (formerly known as primary retail zone) is rationalised to exclude premises at Walker Street which are not in A1 retail use and for which the point of access is not contiguous with core retail streets including Market Street and Market Square.

#### Proposed Dawley Centre Boundaries

9.12 We proposed that three areas are excluded from the Dawley centre boundary, namely the site of the new Phoenix Academy; the former Royal Exchange Inn and numbers 1 to 5 Burton Street; and, residential apartments at Balmoral Court, off Captain Webb Drive. Such areas are at the periphery of the Dawley centre boundary (as previously drafted) and do not constitute main town centre uses. Accordingly, their exclusion from the centre is considered appropriate. We also recommend a slight more focused primary shopping area, which still incorporates only High Street but which excludes a small number of properties which are largely in non-A1 retail use at its western end.

#### Proposed Donnington Centre Boundaries

9.13 We consider that the Donnington centre boundary as drafted in the Wrekin Local Plan remains appropriate and consistent with the current composition of the centre. Accordingly, we do not propose any amendment to the boundary.

9.14 Furthermore, given the scale and retail function of Donnington centre, we do not consider it necessary to define a separate primary shopping area as the town centre boundary effectively performs this function in this instance.

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<sup>37</sup> At which point each centre's retail core was termed the 'primary retail zone' rather than the 'primary shopping area', which is our preferred term for a centre's retail core to ensure consistency with the terminology of Annex 2 of the NPPF



### Proposed Hadley Centre Boundaries

- 9.15 Hadley centre boundary has been substantially redrawn to exclude residential properties at Cyril Hayward Court which formerly comprised the south eastern part of the centre. We are aware of very few (if any) main town uses that are accommodated in this area. Hadley has been the subject of a significant regeneration scheme in the past year or so, with a Tesco Express and a small number of additional retail units being built at High Street. This scheme will now represent the single concentration of retail activity within the centre and we proposed that it now forms the entirety of the primary shopping area.

### Proposed Madeley Centre Boundaries

- 9.16 We consider that the Madeley centre boundary as drawn in the Wrekin Local Plan remains appropriate and do not propose any amendment. However, recent redevelopments focused in the form of the Tesco superstore and adjacent refurbished Madeley Mall have extended the extent of the primary shopping area to the south but effectively acted to curtail it slightly to the north. Accordingly, we propose a revised primary shopping area which incorporates Tesco, the Madeley Mall, retail properties at Russell Square, and Horeshoes Court which has retail uses at ground floor. Accordingly, whilst Madeley centre covers a relatively wide area (and at times has quite a sporadic mix of commercial uses interspersed with residential properties), the primary shopping area is focused on a limited area.
- 9.17 We note that new development – comprising an Aldi foodstore, doctors' surgery and 'drive through' restaurant – will shortly be completed to the north of Parkway. Whilst such uses have the potential to form part of the defined centre, we note that Court Street currently has a slightly peripheral feel to it towards its junction with Parkway. On this basis and given Parkway's distance from the primary shopping area, we consider that the correct approach is to allow the Aldi scheme to commence trading before forming a view as to whether it functions as part of the centre in practice. Accordingly, the Council may wish to review the Madeley centre boundary in the future to ensure that it remains appropriate.

### Proposed Oakengates Centre Boundaries

- 9.18 We do not propose any amendment to the primary shopping area which was effectively established by the Wrekin Local Plan and propose only one amendment in respect of the centre boundary, this being the exclusion of the light industrial premises which lie to the south east of Stafford Road. Such business uses do not typically comprise main town centre uses and this area is better described as 'edge of centre'. Accordingly, we recommend that it is omitted from the centre.



## Central Telford Area Action Plan and the Future Strategy for Retail and Leisure in the Borough

- 9.19 Since the preparation of the previous 2006 Retail Study and the further update in 2009 informing the Central Telford Area Action Plan (CTAAP) Examination in Public, the economic conditions within the UK and worldwide have had a dramatic impact on the retail market in general and overall levels of consumer expenditure. Therefore, much of the work undertaken to inform the 2006 Study and subsequent 2009 update was undertaken on the premise that the strong economic conditions which had been experienced in the UK since the turn of the century would continue for the foreseeable future.
- 9.20 As a result, the previous work undertaken in 2006/2009 assumed that there would be significant demand, and therefore need for additional retail facilities in the short to medium-term within Telford. Much of this evidence was debated at length at the examination into both the West Midlands Regional Spatial Strategy and the subsequent CTAAP development plan document.
- 9.21 It is clear that at the time the soundness of CTAAP was being tested, nobody could have predicted the economic conditions that would be experienced between 2009 and 2013. As a consequence, it is not unsurprising to discover that the need now forecast in the short to medium-term for Telford has reduced significantly since the previous Retail Study and its subsequent update were prepared.
- 9.22 The need for convenience goods (food grocery) hasn't changed dramatically because recessionary periods tend to have a less dramatic impact on our weekly food shopping compared to more discretionary spending on comparison goods (non-food goods) which have clearly been hit hard.
- 9.23 Not only has the reduction in comparison goods spending had a dramatic impact on the likely need for retail facilities in the short to medium-term, it has also had a dramatic impact on the shape and nature of high streets generally within the UK with numerous national multiples being forced to close, and vacancy rates in general increasing.
- 9.24 Whilst the recession has clearly had an impact on shaping the nature of established centres, the increase in expenditure and popularity of sales over the internet cannot be overlooked. Forecast increases in 'online' sales will continue to force the majority of retailers in the future to reconsider their preferred business model and approach.
- 9.25 For example, it is evident that very large food superstores (often referred to as hypermarkets) are now not a desirable format to the shopper or retailer, as much of the comparison goods stocked in these larger stores can now be sourced and sold online. As a result, many of the major supermarket



operators are currently looking at ways of using the significant space within these stores through the inclusion of larger cafes/restaurants, the sub-letting of additional floorspace to other franchises, and even the introduction of community space/uses.

- 9.26 Given the fact that successful retailers are already considering innovative ways to reuse their existing floorspace within their current portfolios, the pressure for additional space or additional large footprint stores (particularly in the food grocery sector) is set to decline. Therefore, given the fact that the need identified for future convenience goods within Telford and the wider area is likely to be met by existing commitments, there would appear to be no pressing need for the Council to identify additional sites to meet any potential need arising from the quantitative factors (i.e. population growth and expenditure growth).
- 9.27 Having said that, we are aware that Telford is planning for major growth (particularly in terms of residential completions), and therefore, whilst there is no need for significant convenience goods floorspace in the short to medium-term, it will be important for the Council to carefully review areas where major housing growth is planned in the future, and whether or not, as part of that major housing growth, there is a need to establish additional convenience goods facilities (as part of the overall mix of uses) to meet the day-to-day shopping needs of these new communities.
- 9.28 Therefore, in planning for significant growth in residential development, the Council will need to be mindful of any local demand that may arise as part of this significant planned development and ensure that suitable facilities are put in place which can help meet needs at the local level.
- 9.29 Furthermore, whilst at this stage we do not envisage the need for major land allocations for future convenience goods provision based on current need/demand, this does not rule out the fact that we anticipate there to be applications for smaller foodstores within and on the edge of established centres in Telford, which seek to meet a qualitative need through improved consumer choice and competition.
- 9.30 Whilst it is not necessary to attempt to identify sites for such opportunities in the future (as many of these will be driven by the market and end operators), it will be important that the Council have in place a suitable development management policy which seeks to focus such future investment within and on the edge of established centres, thereby adding to the overall vitality and viability of the centres as a whole.
- 9.31 In terms of comparison goods floorspace and future needs, it is evident that this study has sought to explore the role of Telford's significant out-of-centre retail parks in more detail than was undertaken in the original 2006 study. As a result, WYG now has a much clearer understanding of the role and



function of these retail parks, and their significant influence on shopping patterns within the Study Area.

- 9.32 In fact, it is interesting to note that the combined market share of the retail parks and other out-of-centre retail facilities (39%) is greater than the market share of central Telford (35%). This not only underlines the significant strength of comparison goods retail facilities contained within the retail parks, but also reinforces the objectives outlined in the CTAAP whereby future investment and development needs to be focussed on central Telford to not only deliver the wider vision for the centre, but to ensure the centre will be the future focus for retail, leisure and office development over the emerging plan period.
- 9.33 The aim of policies set out in the CTAAP seek to focus future need/demand for retail floorspace on the existing and expanded primary shopping area (as identified in the plan). Whilst representations were made by the owners of established retail parks within Telford arguing that a proportion of this need should continue to be focussed at out-of-centre facilities, the approach sought by the plan was found to be sound and, as a result, the need for comparison goods retailing in the wider Telford area was to be focussed on the town centre core and part of Southwater, as set out in Policy CT2 in the CTAAP.
- 9.34 Although the overall quantum of anticipated floorspace in 2009 was estimated to be circa 65,000 sq.m gross (by 2016), the principal policy objective of focussing the majority of this growth on the central core and parts of Southwater, in our view, still remains valid. Whilst the revised estimates for comparison goods floorspace in the short-term are materially different, it is evident that in the longer term, there is still a significant anticipated need for comparison goods floorspace within the Telford Urban Area.
- 9.35 This need still does not approach the levels that were forecast in 2009. However, it is evident that, depending upon which population scenario is adopted, the minimum net sales floorspace requirement for the Telford Urban Area at 2031 ranges from circa 24,900 sq.m to circa 33,300 sq.m. Whilst the level of need and the likely timescale involved suggest that Policy CT2 is now somewhat out of date, the principal of focussing future growth on Telford remains valid.
- 9.36 Furthermore, it is important to note that although this Study's findings are based on current forecasts of comparison goods expenditure which are inherently more cautious during recessionary periods compared to periods of significant growth. Therefore, it will be important to monitor how forecast growth rates change over time, particularly as we are now beginning to emerge from the recessionary period.



- 9.37 As with all major shopping centres, planned growth and expansion can take a significant period of time and the majority of developments that were being pursued prior to 2008 have been put on hold during the recession, and are unlikely to be restarted until there is greater confidence in the retail market and sustained growth in consumer expenditure.
- 9.38 Therefore, whilst the need established within this Study is unlikely to be realised until the medium to long-term, this would appear to correspond with any planned expansion of the central Telford area as this is also likely to take a considerable period of time to be advanced and delivered.
- 9.39 It is also important to note that when the evidence was being prepared for the CTAAP, the influence of spending via the internet was not as significant as is now apparent. As this spending is deducted from the overall need for future floorspace, it is not surprising to discover that the overall quantum of floorspace is reduced.
- 9.40 Whilst spending on the internet is anticipated to grow in the short to medium-term, it is estimated that this will reach a natural level at around 20% and any dramatic growth will begin to plateau. However, it is important to note that this is still a forecast and the growth of online sales will need to be carefully monitored in the future, as will the overall growth in consumer expenditure, as these two components will have a significant bearing on the need for future comparison goods floorspace within Telford.
- 9.41 Having said that, it is felt that the forecasts used within this study are relatively cautious and therefore we can have significant confidence that the levels of floorspace arrived at are robust.
- 9.42 In summary, whilst it is evident that the overall levels of need set out in CTAAP are unlikely to be required (as is the timescale within which the need must be fulfilled), it is evident that the overall vision, objectives, and policy thrust/direction is still valid and that future development (albeit likely to occur in the longer term) should continue to be focussed within central Telford.
- 9.43 Whilst any future strategy/policy development should not prevent the provision of further comparison goods within or on the edge of other established centres within Telford, it is likely that much of the future retail development within the lower order centres will primarily be driven by convenience goods development rather than comparison goods.
- 9.44 Again, such development can be controlled through the establishment of thresholds for various centres and appropriate development management policies linked to the sequential approach and tests of impact.



## Future Designation of Further Centres

- 9.45 WYG has not reviewed the distribution of local centres in Telford & Wrekin Borough as part of this Retail Study. On this basis, it is not possible to assess the appropriateness of current local centre distribution. Local centres should be distributed on a proportionate basis throughout an authority area to ensure that all residents have appropriate access to local facilities and that the network of local centres supports the higher order centres effectively.
- 9.46 Notwithstanding this, it is recognised that the planned growth to 2031 will result in opportunities to provide additional local retail and service provision to cater for the day to day needs of communities. In considering the future potential to identify and plan for such opportunities, it is relevant to note that there is no current definition of town, district and local centres provided by the NPPF or Practice Guidance, and that the broad definitions provided by Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4) (2009) are currently of greatest relevance in considering the need to define further centres. In particular, it should be noted when considering the need to identify and designate additional centres that Annex B of PPS4 cautions that **'Small parades of shops of purely neighbourhood significant are not regarded as centres.'**
- 9.47 Appropriate account has been taken of the scale of planned growth proposed under each of the three growth scenarios in setting out the findings in respect of future quantitative retail need. Accordingly, it may be that some of the quantitative capacity which is identified at Section 7 of this report can be brought forward as local provision which serves areas of housing growth. It is envisaged that any such centres are likely to be small in scale in order to support and complement the existing town centre hierarchy.
- 9.48 The appropriate scale and location for additional retail facilities to serve local needs arising from planned housing growth will need to be determined with reference to the exact location of future development, the dwelling densities which will be realised, and the scale and location of existing retail and service provision. As set out in Section 6 of this report, the distribution of extant residential planning permissions suggest that the vast majority of future growth is likely to be delivered in the Telford Urban Area and we therefore anticipate that the Telford area will be likely to be able to accommodate additional smaller defined centres as a result of future development.
- 9.49 In considering the future need for additional local shopping facilities, it will be necessary to understand the critical mass of households or population which may be required to support additional retail and service provision, it is helpful to consider typical benchmarks of the numbers required to support viable local facilities. In this regard, we consider that the Integration of Parish Plans into the Wider Systems of Local Government report (Department for Environment, Food and Rural Affairs, July 2007) provides



a realistic assessment of the number of homes which are required to support various types of facilities. The Integration of Parish Plans report is accepted as a credible source of such benchmark data by the Towards Sustainable Communities: Eco-towns Community Worksheet (Town and Country Planning Association and Department for Communities and Local Government, March 2008) which seeks to provide instruction to the promoters of sites and to Council officers in considering the need to provide facilities to serve new residential developments.

9.50 Table 2.1 of the Integration of Parish Plans report considers the number of households which may typically be required to support GPs’ surgeries, groups of shops, post offices and libraries. An extract from the report’s Table 2.1 is provided below as our Table 9.1.

**Table 9.1: Facilities and the Number of Households the Serve (as Amended from Integration of Parish Plans into the Wider Systems of Local Government report)**

Facility	Number of Households Required to Support Specified Facility	WYG’s Estimate of Population to Support Specified Facility Based on Assumed Dwelling Occupation <sup>1</sup>
GPs’ Surgery	1,000 to 1,200	2,500 to 3,000
Group of Shops	2,000 to 4,000	5,000 to 10,000
Post Office	2,000 to 4,000	5,000 to 10,000
Library	4,800 to 12,000	12,000 to 30,000

<sup>1</sup> Based on an average occupancy of 2.5 persons per dwelling, reflecting current housing occupation throughout the Study Area

9.51 Based on the above, in planning for additional local centres, a population of above 5,000 persons (or 2,000 households) can be taken to be an approximate indicator of the catchment population required to support a ‘group of shops’ or a local centre.

9.52 As we note above, no current definition of a local or district centre is provided by the extant Government guidance. In very general terms, we would typically expect a local centre serving a small catchment area to have a small supermarket, an additional number of shops of a local nature (possibly including a newsagent and post office) and an ATM. The ATM will often be inside the grocery store. Other uses that may be expected in a local centre are a hot food takeaway and a hairdresser. District centres are likely to have all of the above (and in greater number) and have an additional community function. A district centre may well accommodate a community centre of some form, a doctors’ surgery or health centre and, at least on occasion, a library and educational facilities.

9.53 The number and distribution of additional centres should be determined with reference to the delivery of future housing growth. Some new dwellings may be able to be appropriately served by existing centres, whilst other new residential developments would be better served by a new local centre. The



proximity of any new centre to existing local centres or other higher order centres will also determine whether there is scope for the creation of a higher order centre (i.e. district centre). In WYG's experience, a district centre will generally be supported by in excess of 10,000 persons. Accordingly, it will be important to consider in detail the day to day needs of the future population when the locations to accommodate such growth are more precisely identified.

## Thresholds

- 9.54 In accordance with national planning policy, it is appropriate to identify thresholds for the scale of edge-of-centre and out-of-centre retail and leisure development which should be subject to the assessment of the impact criteria set out by paragraph 26 of the NPPF. WYG does not consider that a blanket threshold is suitable for all types of centre across an administrative area. For example, a 500 sq.m convenience store (which could be operated by Tesco Express, Sainsbury's Local or similar) will likely have a greater impact on a small centre than a similar facility would on Telford. Therefore, in developing an appropriate policy relating to the assessment of impacts, it is in our view that it is appropriate to have a range of thresholds, depending upon which centre the development applies to.
- 9.55 Accordingly, we would advocate a tiered approach whereby the threshold applied to retail, leisure and office planning applications at edge-of-centre and out-of-centre locations varies in relation to the role and function of the particular centre within its sphere of influence.
- 9.56 For the three proposed town centres of Telford, Newport and Wellington (Level 1 and Level 2 of the proposed retail hierarchy), it is recommended that development proposals providing greater than 500 sq.m gross floorspace for retail, leisure or office uses in an edge or out-of-centre location should be the subject of an impact assessment. It is considered appropriate to reduce the threshold for Level 3 centres to 300 sq.m gross and around Level 4 centres to 200 sq.m gross. In our experience, it will only generally be development of a scale greater than these thresholds which will lead to a 'significant adverse' impact, which could merit the refusal of an application for town centre uses in accordance with the provisions of paragraph 27 of the NPPF.
- 9.57 The above thresholds for Level 3 and 4 centres are set at a manner which will generally result in proposals for the leading supermarket operators' smallest format stores having to demonstrate that there would be no unacceptable impacts resulting from the proposed development. Such smaller format M-Local, Sainsbury's Local and Tesco Express (and similar) stores are often able to have significant turnovers and it is therefore considered appropriate to consider the trade diversion associated with such proposals where they are in proximity to smaller centres.



9.58 It should be noted, however, that, in accordance with the Government's Practice Guidance on Need, Impact and the Sequential Approach (2009), the scope of supplementary documentation accompanying an application addressing impact should be proportionate to the scale of development being proposed. Accordingly, the Council should expect a more modest submission to justify a 300 sq.m convenience store than it would in support of a large superstore. Furthermore, there may also well be occasions when it is evident that a new out-of-centre development with a gross floorspace of just over 200 sq.m could not realistically result in an impact of the 'significantly adverse' magnitude which could merit the refusal of a planning application. Accordingly, it will be important during pre-application discussions to agree the content of any submission to address the test of retail impact. It may be that smaller proposals can be satisfactorily appraised by the Council accompanied only by a brief statement summarising the likely impacts arising from development. The setting of a threshold should not result in an overly onerous requirement, whereby an applicant needs to invest significant time and resource to promote relatively straightforward and uncontentious proposals. Instead, it allows the authority to retain appropriate control to ensure that particular scrutiny can be given to those application proposals which genuinely threaten to have an adverse impact on existing defined centres.

9.59 Accordingly, an appropriate future impact threshold policy could read as follows.

**'An impact assessment will be necessary for planning applications for retail, leisure and office developments which are not located within a defined centre and which are not in accordance with an up to date development plan, where:**

- **The proposal provides a floorspace greater than 500 sq.m gross; or**
- **The proposal is located within 500 metres of the boundary of a Level 3 centre and is greater than 300 sq.m gross; or**
- **The proposal is located within 500 metres of the boundary of a Level 4 centre and is greater than 200 sq.m gross.'**

9.60 The proposed policy seeks to provide some certainty as to the areas to which the reduced threshold would apply, with the 500 metres considered to be an appropriate 'easy walking distance' which will broadly correlate with the core catchment of smaller centres.