

**REPORT TO: PLANNING AND TRANSPORTATION COMMITTEE  
23 FEBRUARY 2004**

**REPORT ON: DTZ PIEDA RETAIL STUDY 2003– PROVISION FOR FUTURE  
COMPARISON FLOORSPACE REQUIREMENTS**

**REPORT BY: DIRECTOR OF PLANNING AND TRANSPORTATION**

**REPORT NO: 128-2004**

## **1 PURPOSE OF REPORT**

- 1.1 The purpose of the report is to advise Members as to how the future comparison retailing requirements identified by the DTZ Piedad City of Dundee Retail Review 2003 can be accommodated. The report also seeks Members endorsement of the approach to be adopted in respect of these requirements at the forthcoming Public Local Inquiry into the Local Plan Review.

## **2 RECOMMENDATIONS**

- 2.1 It is recommended that the Committee:
- a Endorses the approach to meeting future comparison floorspace requirements outlined in this report; and
  - b Agrees that this should form the basis of its case on these matters at the forthcoming Public Local Inquiry into the Dundee Local Plan Review.

## **3 FINANCIAL IMPLICATIONS**

- 3.1 There are no direct financial implications for the City Council associated with this report.

## **4 LOCAL AGENDA 21 IMPLICATIONS**

- 4.1 The Local Agenda 21 implications of this report cover the following key theme:
- access to facilities, services, goods and people is not achieved at the expense of the environment and are accessible to all.

## **5 EQUAL OPPORTUNITIES IMPLICATIONS**

- 5.1 There are no equal opportunities implications associated with this report.

## **6 BACKGROUND**

- 6.1 At its meeting on 26 January 2004, the Planning and Transportation Committee considered Committee Report No 45-2004 regarding the DTZ Piedad Retail Review 2003. This study was undertaken by the consultants in order to review and roll forward the retail capacity element of the Retail Review 2000. The 2003 study indicated that significant scope exists for additions to the city's comparison goods floorspace. However, the Committee Report noted that neither the Dundee and Angus Structure Plan nor the Finalised Dundee Local Plan Review makes specific provision for this scale of additional floorspace. Following on from this, the

Committee agreed to remit the Director of Planning and Transportation to report back to the Committee with views as to how this additional floorspace requirement should be accommodated.

- 6.2 The remainder of this report seeks to address this remit. It also suggests how the issue of future comparison floorspace requirements should be addressed on behalf of the City Council at the Public Local Inquiry (PLI) into objections to the Finalised Local Plan. The PLI is due to commence in April of this year.

## **7 THE FLOORSPACE REQUIREMENT**

- 7.1 Report 45-2004 noted that given the likely lifetime of the Local Plan Review and the uncertainty regarding longer term expenditure projections, the City Council should only seek to make provision for new floorspace requirements up to 2011. However, much of the additional expenditure required to support the new comparison floorspace is projected expenditure which has yet to materialise. Accordingly, in the first instance, specific land allocations (where appropriate) should only be made for requirements up to 2008. In total, this amounts to almost 26,000m<sup>2</sup> gross. In the approach to 2008 the position could be reassessed and consideration given to further release necessary to meet requirements over the years up to 2011. Current estimates suggest that this could amount to a further 16,600m<sup>2</sup> gross floorspace in total.
- 7.2 In the case of City Centre related goods the consultants have indicated that scope exists over the period up to 2008 to support around 11,500m<sup>2</sup> gross of additional floorspace. In addition to the personal, fashion and leisure goods categories forming the mainstay of city centre retailing, this includes an element of the bulky goods categories more typically associated nowadays with the Kingsway East and West Retail Parks. It should be noted that opportunities for retail warehousing selling city centre related goods are provided by the Dock Street Retail Park.
- 7.3 With regard to retail warehousing specialising in the sale of bulky goods (DIY, furniture, carpets, etc) the study identifies potential to accommodate in excess of 14,000m<sup>2</sup> gross of floorspace up to 2008. While an element of this could theoretically be absorbed by currently vacant retail warehouse units, it should be noted that, for most of these, the Finalised Dundee Local Plan Review (Policy 51) encourages the permanent discontinuation of retail use and the introduction of alternative uses. These include the Homebase Unit at Riverside Drive which has been the subject of a Development Brief which outlines a range of acceptable alternative uses.

## **8 PLANNING POLICY CONTEXT**

- 8.1 The government's guidance on town centres and retailing is incorporated in NPPG8 - Town Centres and Retailing. A fundamental provision of NPPG8 is the sequential approach to site selection for new retail developments. This requires that town centres (which include city and district centres) should be the first choice for such developments. Thereafter, edge of centre sites and then out of centre sites accessible by different travel modes should be considered.
- 8.2 The requirements of NPPG8 are reflected in the Dundee and Angus Structure Plan which in turn provides the strategic framework for the Dundee Local Plan Review,

including the sequential test for new retail developments. These have been taken into account in the assessment of the options considered in this Report.

## **9 OPTIONS TO ACCOMMODATE THE FLOORSPACE REQUIREMENTS**

### **9.1 City Centre Retailing**

Pieda have indicated that much of the projected growth in city centre related retail turnover has the potential to service reoccupation of currently vacant units. The most obvious examples of these are the former Debenhams and Arnotts units. However, it must be recognised that a significant element of the uptake at these units could involve food (as opposed to comparison) retailing and also an element of city centre uses other than retail. While redevelopments and new developments within the city centre can also make a contribution there is often a “windfall” element to such opportunities which means they are difficult to pinpoint in advance. Nevertheless, there are certain possibilities which can be highlighted at this stage. An opportunity is presented by the area to the rear of the Arnotts building which is occupied by the Forum Centre. Both the Adopted Local Plan and Finalised Local Plan Review allocate this area for a potential extension of the retail core. This could offer scope to redevelop this area in a manner which would result in the creation of additional floorspace beyond that currently existing there. A further opportunity is presented by a planning consent for the extension of the Wellgate Centre. This authorises a net increase in floorspace of around 2,600m<sup>2</sup>.

9.2 Potential also exists within the area to the north of the western section of the Overgate Centre and east of Marketgait. This was the subject of an earlier proposal to extend the Overgate Centre for which planning consent was granted in 1999 (now lapsed). This involved a mixed use development incorporating almost 9,000m<sup>2</sup> gross retail floorspace. In the longer term, opportunities could be presented by the Central Waterfront Development; these are likely to occur in the latter period of the timescales considered in this report and will require to be considered as part of the overall Masterplan for the area.

9.3 Although the city centre itself is considered the most appropriate location to accommodate city centre type goods ranges there is also scope to meet part of this requirement in other retail formats in suitable edge of centre locations. Dock Street Retail Park and City Quay Factory Outlet Centre are examples of such options.

9.4 To sum up, options to accommodate the city centre goods requirements are:

- 1 Arnotts;
- 2 Debenhams;
- 3 Forum Centre;
- 4 Wellgate Centre;
- 5 Overgate Centre (extension);
- 6 Central Waterfront;
- 7 Dock Street Retail Park; and

- 8 Other (windfall etc opportunities within the city centre).

#### 9.5 Bulky Goods Retail Warehousing

At present, there are no suitable sites available within existing centre (ie the city centre and district centres) to accommodate the bulky goods retailing requirement. With regards to edge of centre potential, the options are limited, with only the Stack Leisure Park, Lochee offering a clear edge of centre retail warehousing opportunity with scope to integrate with the existing shopping centre. This is the subject of a Local Plan objection seeking provision for retail use at the site. Out of centre possibilities worthy of examination for bulky goods retail warehousing have been promoted by other objectors to the Local plan. These objection sites are as follows:

- 1 Bus depot, Dock Street (Travel Dundee).
- 2 Gas Holder site, Dock Street (Second Site property) – note: also promoted for food superstore use.
- 3 The Stack Leisure Park, Lochee (Fullwork Ltd).
- 4 Telephone Engineering Centre, Longtown Road (British Telecom).

Whilst other major sites have been proposed for retail use (eg South Road (east), Dunsinane and west of Camperdown Leisure Park) these objections have specifically sought food retailing allocations. However, they have been identified as options on the basis that, if foodstore use it not ultimately to be supported, the owners could be prepared to accept comparison retailing as the most acceptable alternative. These sites are as follows:

- 5 Dunsinane (James Keiller Estates);
- 6 West of Camperdown Leisure Park (Basell UK).
- 7 Kings Cross Road (Macdonald Estates).
- 8 South Road/Coupar Angus Road (Glennifer Estates).

- 9.6 The above are examined in more detail in the Appendix to this Report.

### 10 **CONCLUSIONS**

- 10.1 In the absence of considerable additional research, it is not possible to specify in full detail how the city centre goods floorspace requirement would be satisfied. However, the options outlined in paragraph 9.4 above could meet much, if not all, of this. If necessary, the Central Waterfront Development could absorb any remaining requirement in the later years.
- 10.2 With regard to the non-city centre bulky goods retail warehousing requirement the option emerging most strongly is The Stack. Of all the options, this comes closest to meeting the provisions of the sequential test. Given the present difficulties of the Lochee District Centre, careful consideration must be given to measures which could bring a potential boost for this shopping centre in terms of added attractive power

and new facilities. However, to avoid exacerbation of existing problems at Lochee District Centre, careful consideration would need to be given to the nature of any retail proposals there and a retail impact assessment would require to establish that there would be no adverse impact on the shopping centre's vitality and viability. In the longer term, and subject to satisfactory progress on these sites, the remaining bulky goods requirement could be met on the Travel Dundee Bus Depot in Dock Street subject to satisfactory arrangements for the relocation of the bus depot. Prior to 2008 the situation could be reassessed and consideration given to comparison floorspace requirements beyond this period.

## **11 CONSULTATIONS**

- 11.1 The Chief Executive, Depute Chief Executive (Support Services), Depute Chief Executive (Finance), and Assistant Chief Executive (Community Planning) and the Director of Economic Development have been consulted and are in agreement with the contents of this report.

## **12 BACKGROUND PAPERS**

- 12.1 DTZ Pida – City of Dundee Retail Review 2003.

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**APPENDIX 1 – EVALUATION OF THE BULKY GOODS RETAIL SITE OPTIONS****1 Bus Depot/Dock Street (Travel Dundee)**

The site is already allocated for retail use in the Adopted Local Plan. It is also adjacent to the Dock Street Retail Park and would appear capable of being easily integrated with it. High profile location alongside trunk route. Although involving a walking time of around 6 minutes from the edge of the city centre, it can be seen as within the limits of what can be considered convenient walking distance from it. The redevelopment of the site would need to be linked to the relocation of the bus depot.

**2 Gas Holder Site, Dock Street (Second Site Property)**

High profile brownfield site alongside trunk route. Offers opportunity to remove major eyesore (largely derelict site/gas holder) and contribute to urban renewal. High value end use could assist remediation of contamination associated with past use.

Less conveniently accessible on foot than the bus depot option. Could only be integrated with the existing retail park if the park were extended to incorporate the bus depot. Road access may be an issue.

**3 The Stack Leisure Park, Lochee (Fullwork Ltd)**

Edge of district centre brownfield site in keeping with the spirit of NPPG8. Scope to integrate with the district centre and rejuvenate what is currently a largely disused site. This would effectively transform The Stack into a mixed leisure/retail development. Potential spin off benefits for Lochee (and also perhaps for existing leisure elements) from additional trade drawn to the area.

Given the current problems of the Lochee District Centre, great care would be required to ensure that new retail uses at the Stack would help to tackle and not exacerbate these problems. A Retail Impact Assessment would have needed to accompany proposals for the site and to highlight necessary goods range and related controls.

**4 Telephone Engineering Centre, Longtown Road (British Telecom)**

Brownfield option extending existing retail park and allowing for linked trips to existing retail units there. However, this is clearly an out of centre location and other options involving sites which are neither edge of centre or close to existing centres would be more in keeping with the spirit of the sequential test.

Furthermore, the existing retail park suffers from considerable internal traffic movement/access difficulties. Without a fundamental reshaping of the retail park the proposed extension could exacerbate existing problems. The proposal could also add to existing problems associated with the Scott Fyffe roundabout. In addition, it is not clear how the proposal would address the issue of conflict with Longtown Road traffic.

**5 Dunsinane (James Keiller Estates)**

A high profile location with the potential for convenient trunk road access.

As a clear out of centre location the site fails the sequential test when compared with other options. It is located in close proximity to existing high intensity retail activity along the Kingsway and is thereby not contributing to satisfactory distribution, and would result in the loss of existing high quality business use sites, ultimately requiring further greenfield allocations to replace these uses.

6 West of Camperdown Leisure Park (Basell UK)

High profile location alongside trunk road. Like other clear out of centre options the site involves a location which fails the sequential test. Site is largely greenfield. Edge of urban area location not readily accessible by public transport and heavily dependent on access by car. Capacity issues associated with existing junction arrangements could require significant upgrading of trunk road junction.

7 Kings Cross Road (MacDonald Estates)

Brownfield site adjacent to major retail warehouse unit (B&Q depot) and close to retail park. Conveniently accessible to trunk road. However, this is another out of centre option which fails the sequential test.

Loss of football ground could be problematic.

8 South Road/Coupar Angus Road (Glennifer Estates)

Brownfield site to west of district centre and adjacent to Lochee bypass.

Separated from district centre by dual carriageway. Site could prove difficult to deliver due to multi-ownerships and need to relocate existing businesses.