

# 10

## DELIVERY AND IMPLEMENTATION



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## BEESTON TOWN CENTRE – DELIVERING THE VISION

- 10.1 This final chapter of the Preferred Options Report sets out the mechanisms for delivering the vision for Beeston Town Centre over the next 15 years. The Area Action Plan and Masterplan will provide a planning and design framework upon which to assess development proposals as they come forward.
- 10.2 The proposals contained within this document provide flexibility in terms of land use and design in order to accommodate changing market conditions during the period of the AAP. The AAP will therefore require regular review. The Masterplan does however provide clear development and design parameters and an over arching regeneration strategy to which future development should conform. It will consequently aid and inform development control decisions during its lifetime.
- 10.3 The Area Action Plan sets out proposals for redevelopment and improvement for Beeston Town Centre that can reasonably be achieved during its plan period (2007 -2022). The proposals represent an ambitious programme of investment and development that will radically change and improve the town centre environment and experience. Delivering all of the proposals within the next fifteen years will be a major challenge for the town. The positive decision to proceed with the NET proposals will provide the impetus to ensure the delivery of key projects and in particular the redevelopment of the Square shopping centre.
- 10.4 The process of renewal and regeneration for the whole of the town centre can not be expected during the life of the AAP. There are additional areas that would benefit from improvement and redevelopment within the AAP boundary but are not expected to be feasible during the AAP. For instance, the residential area of terraced properties between Wilkinson's Street and High Road and the area bounded by Cross Street, Villa Street and Vernon Avenue would benefit from regeneration, investment and possibly partial redevelopment. Certainly the long term regeneration of these areas would add to the quality of the centre and improve the northern gateway into the town. However, the regeneration of these areas is not considered to be realistic within the next fifteen years. Furthermore, other strategic developments are considered to have a higher priority during this time because of the wider benefits that they bring to the town centre.
- 10.5 It is also possible that landowners and developers will bring forward proposals for sites not identified in the AAP. Clearly in such situations planning applications will need to be considered on their merits and assessed against the agreed strategic aims and vision for the town centre.



## THE ROLE OF THE PUBLIC SECTOR

- 10.6 Ultimately it will be the private development industry that will deliver the AAP's development proposals. The role of the public sector will be to enable and encourage this development.
- 10.7 It is expected that the Borough Council will take the lead in delivering the strategy through its statutory duties and as part of its promotional activity for the Borough and Beeston town centre. The statutory planning process for instance will be a key instrument in delivering the AAP proposals.
- 10.8 The Council will also seek support from external partners such as Nottinghamshire County Council, GNP and Nottingham Regeneration Ltd in undertaking marketing activities as well as assisting with the delivery of projects and funding of technical support including consultancy advice where appropriate.
- 10.9 The Borough Council has also significant land holdings in the town centre which could be utilised in bringing forward development proposals.
- 10.10 Substantial involvement will be required from the public sector in the following key projects:
- NET implementation
  - The Square redevelopment including Foster Avenue to Wollaton Road
  - Car parking strategy
  - Public realm improvements
- 10.11 Outside of these key projects the development proposals within the AAP are relatively small scale and can readily be brought forward by land owners and developers.

## Resources

- 10.12 The public sector has a key role in promoting and enabling development. Broxtowe Borough Council possibly with public sector partners such as the Greater Nottingham Partnership should provide the leadership and drive to make projects happen. To achieve this, time and resources will need to be secured. Serious consideration should be given to providing a small dedicated team that is experienced in delivering regeneration projects. This team would be responsible for taking forward specific projects and promoting other opportunities that will be led by the private sector. Part of this process will be ongoing discussions and negotiations with landowners and developers to resolve development constraints and agree design principles and development form. This approach would give the private sector confidence that the Council and its partners are committed to delivering the



proposals. A key requirement of such a team will be to continuously involve key stakeholders. The Beeston Business Forum would be a key vehicle in engaging with local businesses and interest groups.

- 10.13 Direct public sector investment in public realm improvements is a further way of convincing investors that the public sector is committed over the long term to deliver the AAP proposals.

### **Marketing**

- 10.14 A co-ordinated marketing strategy should be developed in advance of the formal adoption of the AAP. The strategy should focus upon the opportunity created by the redevelopment of The Square shopping centre in the context of the wider vision for the town centre. The purpose would be to attract developer interest and ultimately investment for the town. The Masterplan that forms part this AAP can be used in part to articulate the vision. Additional 3D visualisations would be beneficial as part of marketing strategy. Marketing material should be distributed through the full range of media options.

### **Capital Investment**

- 10.15 Given the limited availability of public funds for development and regeneration capital projects, the emphasis will be upon the private development industry to deliver the AAP projects. The Borough Council and its partners can play an important role in creating an environment that is attractive to investment through pump priming activity such as investment in the public realm and being clear that the public sector will use its statutory powers to help enable development.
- 10.16 Section 106 Planning Agreements will be a key source of funding for regeneration projects. As part of the planning application process planning permissions can require financial and other contributions to be paid by landowners/developers to off-set the impact of development. A typical requirement for significant developments are contributions to improvements in public transport services, highway improvements or enhanced cycling infrastructure. Section 106 agreements can also require financial contributions to programmes of public investment including the public realm.
- 10.17 The Council has substantial property interests in the town centre which represent a substantial opportunity to help drive and deliver the AAP proposals. The Council's part ownership of The Square shopping centre will be vital in shaping that particular development whether the Council retains or disposes of its long term interest in the centre.



- 10.18 The AAP includes proposals for the development of small Council land holdings including the rationalisation of smaller car parks within the town centre. The disposal of these interests would generate capital that potentially could enable other town centre projects and in particular investment in the public realm.
- 10.19 Council land interests also provide opportunity to exert substantial influence over development beyond the planning process. This can be used to secure higher design standards with respect to the form and quality of development. The development of publicly owned land therefore provides an additional mechanism to enforce a higher level of control over development.

### **DEVELOPMENT BRIEFS**

- 10.20 Where sites involve Council or other public sector property the production of Development Briefs would be helpful in ensuring high quality schemes are produced. Development Briefs will include the same information as Planning Briefs (including planning history and relevant planning policy, site details, ownership, physical issues such as access and design guidance) but also provide information relating to key requirements upon site disposal that provide the ability to secure the aspired quality of development. Development Briefs would additionally include information with regard to proposed site assembly (where appropriate), the design brief, implementation programme, development agreement process related to disposal of site, requirements of preferred developer, role of public sector interest, and the selection process. These Development Briefs therefore would set out the terms of the disposal and the key requirements of the developer and the development. These conditions can be embodied in a development agreement that is legally binding. In this way the landowner can dictate the minimum requirements conditional upon the site disposal. It is also possible that a land/legal interest is retained in the site and development.

### **TOWN CENTRE MANAGEMENT**

- 10.21 Consideration should be given to the appointment of a town centre manager (TCM) who could form part of the suggested dedicated delivery team. The TCM would primarily seek to co-ordinate activity within the town and provide a key conduit for day to day dialogue with local businesses. This will be important during a period of significant change. The TCM would also play a key role in organising promotional activities.



10.22 Traditionally TCM's have focussed activity on:

- improving the quality of the public realm which is as much about effective maintenance as promoting new works
- crime reduction and safety improvements
- management of markets

10.23 For Beeston these would also be important activities but the primary purpose will be developing effective communications between public service providers and the local community including town centre businesses.

10.24 The Beeston Business Forum has produced an Action Plan which provides a typical agenda for the activities of town centre management that includes;- festivals and events, media strategy, community art projects, web sites, shop front and environmental improvements, crime prevention, transport and access issues, and improved service provision and attracting investment.

## MANAGEMENT AND MAINTENANCE

10.25 It is essential that investments in the public realm provide long term benefits. This can only be achieved by a combination of good design specification (materials should be robust as well easily maintained) and, a well resourced and planned maintenance programme. The public realm comprises the streets including frontages, market, car parks and all public spaces. A management and maintenance strategy should be prepared. This should include the management and maintenance structures, operational (cleansing, repair and replacement, emergency works) regime, and design specification of materials.

10.26 Design and specification is crucial in creating a quality environment and thereafter maintaining the quality of impact without creating a heavy and unsustainable burden in terms of the operational maintenance costs. Investment needs to be robust and resistant to vandalism. Effective cleansing is key to maintaining the feel of quality and in providing an enduring impact.

10.27 Additionally, the quality of shop fronts has a major influence on the overall feel for the quality of the street. Consideration should be given to the opportunities for 'face lift' initiatives that provide grants for the repair and improvement of the external appearance and condition of property. This initiative should be targeted. High Road as far as Broadgate should be considered the highest priority, with Wollaton Road south off Albion Street being a slightly lower priority. An initiative of this kind could (at least in part) be funded from capital receipts generated through disposal of small Council owned property as discussed above.



## THE SQUARE

- 10.28 This is the key development that will enable significant change, growth and improvement in the town centre. Fisher Hargreaves Proctor (FHP) have provided critical input into the design of The Square and assessed the viability of the project.
- 10.29 The Square will provide the key opportunity in driving forward the town's retail offer which is fundamental to the long term viability of the town centre. The Square has also the potential to accommodate residential, office and leisure uses thereby creating a vibrant mix of uses that will add significantly to the vitality of the town centre. With the introduction of the NET and a new bus station the Square will also serve as the central public transport hub.
- 10.30 The proposed uses for the Square are not prescriptive allowing for changing market conditions during the life of the AAP and the developmental stage of the project. At this time there is no market requirement for leisure uses such as cinema or ten pin bowling but this market could easily change over time. Certainly the scheme should include for cafes and restaurants to provide vitality and interest outside of shopping hours. A fitness centre/club is likely to be feasible within the scheme.
- 10.31 Currently the residential market is strong and provided suitable car parking can be provided within (or at least nearby) the development then the scheme is likely to include housing which will provide night time activity and natural surveillance over the shopping streets. The market for offices is far from strong in Beeston but this may change and in principle would be an acceptable use within a mixed use scheme.
- 10.32 Retail provision should be no less than 90,000 sq ft (9,000 sqm). A significant proportion of this would be taken up by accommodating existing stores within the new Square development.
- 10.33 The Square development could be taken forward by the current landowners including the Borough Council. A development agreement could be established between the parties and the redevelopment opportunity offered to the market jointly by the landowners.
- 10.34 Alternatively the Council could without the agreement of other landowners, seek a developer partner on a competitive basis. It is likely that the scheme would attract significant interest. In this scenario it is possible that the Council would be called upon to use its powers to compulsory purchase property by the 'developer partner' who would need to under-write the costs of the CPO action, guaranteed by way of a legal agreement with the Council.



- 10.35 A third option would be for the Council to market the opportunity in order to attract developer interest and allow the private sector to develop and implement the project without any formal partnership being formed with the Council. In this scenario the developer would acquire from the Council its interests in the site as well as other property owners.
- 10.36 Whether working through a landowners development agreement or with a selected developer partner the Council could take a pro-approach to enable the development.
- 10.37 In summary, the preliminary appraisal work provides confidence that The Square development can be delivered.
- 10.38 Phasing of the development is likely to coincide with the implementation of the NET scheme. The NET project would commence with a Transport and Works Act Order submission in Spring 2007 followed by a public inquiry in Autumn 2007. Construction could start in 2010 with NET services operating 2013.
- 10.39 The Square will require a substantial period of pre-development work prior to anything happening on site. This pre-development period will involve identification of a developer partner, detailed feasibility and design, negotiation with third party interests, marketing and identification of anchor retailers, submission and approval of planning applications, and construction procurement. We believe that this would be a period of at least three years allowing a possible start on site during 2010. Clearly close liaison with the NET provider will be a key requirement in co-ordinating on site works and indeed providing a complementary design.
- 10.40 The construction period would be a minimum of three years with probably a phased approach that would commence with the demolition of the bus station and car park allowing alternative units to be constructed for those that need relocation. However it will be important to have in place alternative parking arrangements.





## FOSTER AVENUE

- 10.41 The retail frontage between Foster Avenue up to and including the HSBC building could be redeveloped to provide a more inspiring setting for the public areas on High Road. This development would involve the acquisition of private businesses and land interests fronting High Road and the Council's public car park off Foster Avenue. In isolation this could be a difficult project to deliver. It is recommended therefore that this scheme is brought forward as part of the overall Square redevelopment. This may ensure that a built form is constructed that compliments and enhances the Square development.
- 10.42 The AAP should also include proposals to enhance 'Commercial Row' between the HSBC and Wollaton Road. This could be achieved through external and internal refurbishments including new shop fronts. The Council could consider a 'facelift grant' scheme to encourage landlords to invest in the property including utilisation of first floor accommodation. The buildings do have architectural merit but much is lost due to harsh pigeon protection measures and insensitive shop facias. If this approach is unsuccessful then a redevelopment scheme could be considered as a last resort. Again this could be delivered by expanding the Square project to include such property.
- 10.43 The Masterplan also identifies the need to address the poor impression made by Nos. 14 to 16 High Road currently occupied by 'Clinton Cards'. This building dominates the gateway view from Wollaton Road heading south. It is suggested that this property should be redeveloped. The adjoining property (No. 12) is a quality building ('Orange' phone shop). Unfortunately it would seem impracticable to demolish Nos. 14 to 16 whilst retaining No. 12.
- 10.44 An alternative solution would be to 'dress' the upper stories of the building with high impression advertising or public art.

## THE SQUARE WITHOUT NET

- 10.45 Consideration has been given to a scenario whereby NET is not implemented due to funding or other reasons. The Square development is not physically or financially dependant upon NET. Indeed if Styring Street was made a bus only corridor then the footprint of the Square could be expanded.
- 10.46 A clear implication of NET not being implemented is the potential increased demand for car parking as the NET will encourage a modal shift from car usage.



### **SAINSBURY'S DEVELOPMENT AREA**

- 10.47 The key project within this area is the site north of Albion Street and the creation of a welcoming and attractive pedestrian route between that site and High Road via the Sainsbury's store.
- 10.48 This site is one of a number of potential sites in the town centre that could provide public car parking and in this case a multi-storey car park. In the scenario the car park would form part of a mixed use scheme with either residential, office and/or retail uses included on the Albion Street frontage. Alternatively, the Albion Street site could exclude the multi-storey car park if the town centre can provide sufficient public car parking on other town centre sites.
- 10.49 The pedestrian route through the Sainsbury's site would benefit from enhancement including opportunities to introduce smaller units along the route. This would help draw shoppers down to High Road.
- 10.50 The opportunity to extend the Sainsbury's store in conjunction with these improvements could also be considered.
- 10.51 At the northern end of Derby Street, the existing long stay car park is proposed for residential development. Residents parking can be retained on Derby Street but may be relocated.

### **NORTHERN APPROACH**

- 10.52 The northern approach has been described in earlier sections as providing a poor impression and gateway to the town centre. During the lifetime of the Area Action Plan it is anticipated that there will be opportunities to improve the gateway to compliment the proposed Lidl development. The Anglo Scotian Mills development that is currently under construction may act as the catalyst for additional mixed use development.
- 10.53 The area includes a number of potential redevelopment opportunities including the two storey development on the north-east corner of Albion Street and Wollaton Road. This is a poorly designed building particularly given the impressive back drop provided by the Mills. However, existing businesses appear to be functioning happily and residential use on upper floors would be required to make any redevelopment financially feasible.



10.54 With the exception of the redevelopment of 'The Cricketers' Public House, between Albion Street and the High Road the Area Action Plan does not put forward any redevelopment proposals. Essentially the terraced residential properties make any redevelopment scheme uneconomic in the current market. However, market conditions may change and this area should be kept under review.

### **EASTERN APPROACH**

10.55 There are no large scale development proposals within the 'Eastern Approach'. The key issues relate to improvement of the public realm and movement within the area. Development of Hofton and Son premises on Regent Street is likely to come forward during the AAP and directly delivered by the private sector. This is also a possible site for public car parking.

10.56 The AAP proposes an extension of the pedestrianisation along High Road up to Regent Street. This would be undertaken potentially by the County Council in partnership with Broxtowe Borough Council and possibly GNP.

### **CHILWELL ROAD**

10.57 Landowners are in the process of producing a Masterplan for the Barton Garage site. This is likely to include an element of residential and other non employment uses. Due to the shortage of employment land in good accessible locations in Beeston and the general area west of Nottingham, non employment uses should only be considered at this location provided there is overwhelming evidence that a mixed use scheme is vital to enabling the regeneration of this area and/or to overcome design/ land use conflicts with neighbouring property.

10.58 Adjoining the Barton Garage site is an existing employment area which could be enhanced by introducing an improved access from Chilwell Road via Holly Lane. The access scheme would enable additional industrial units to be constructed. Initial discussions with landowners should be taken forward in conjunction with the NET providers. A planning Brief would assist in promoting the opportunities for development and provide potential developers and landowners with detailed planning and design guidance.

10.59 The Chilwell Road development opportunities are therefore expected to be delivered and led by landowners and developers.



## MONITORING AND REVIEW

- 10.60 Monitoring is now a requirement and statutory part of the new planning system and will provide a mechanism for review and assessment of the performance of plans and policies comprising the Local Development Framework.
- 10.61 The AAP along with the LDF documents will be monitored through the Council's Annual Monitoring Report.
- 10.62 Once the APP is finalised, appropriate local indicators will be determined for Beeston and these indicators will assess the performance of the AAP. This process will ensure that the policies are monitored regularly and any new circumstances or change in Government or regional guidance are considered.
- 10.63 The sustainability appraisal will also be updated to take into consideration any changes that may have occurred and to ensure that policies are meeting sustainability objectives.

## WHAT COMES NEXT

- 10.64 This Preferred Options report will be subject of public consultation for a period of six weeks. After careful consideration of comments received following public consultation a revised report will be finalised and submitted to the Secretary of State. Upon submission of the AAP to the Secretary of State, there will be a further six-week period for comment. These comments will be heard at an independent examination which will consider outstanding objections to the plan. The Planning Inspectorate who will chair the Examination will produce a report which is legally binding. The AAP will then be revised to take on board the Inspectorate's recommendations and formal adoption will take place. The policies contained within the final document will then form part of the Local Development Framework, and be used by the Council to judge against future planning applications and development proposals for the Town Centre.
- 10.65 It is important that progress is achieved during this statutory process with respect to the promotion of development opportunities, town centre management, investment in the public realm and establishing a dedicated delivery team. For key sites detailed Development Briefs could be prepared and with respect to the Square development negotiations should commence with landowners and potential regeneration partners including the NET providers.







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