

CONTENTS

PAGE NO.

1.	Introduction	1
2.	Policy Framework	2
3.	Development Plan Framework	6
4.	Site Assessment	9
5.	Conclusions	11

1. INTRODUCTION

- 1.1 This report provides an overview of relevant policies and studies with regard to the retail element of the proposed Silver Hill redevelopment in Winchester city centre. The report examines the applicant's proposals for Silver Hill against national, regional and local policy objectives. It also considers how the proposals fit in with the findings of the 2003 Winchester Retail Study.
- 1.2 The development site, known as Silver Hill (also known as Broadway Friarsgate), includes the existing bus station, Woolstaplers Hall, the medical buildings on Friarsgate and Tanner Street, Kings Walk, Post Office, Friarsgate multi storey car park and properties fronting Silver Hill, including the Sainsburys supermarket. Silver Hill has been earmarked for regeneration for several years.
- 1.3 This scheme, comprising a mixture of uses, proposes to redevelop this area of the city centre in accordance with the Broadway / Friarsgate Planning Brief. It is proposed that the development will comprise: -
- 10,427 sqm gross of retail and food and drink space, to include a supermarket of 2,429 sqm (gross).
 - 282 residential units – 35% of which are to be affordable
 - 330 public car parking spaces
 - A new bus station with ancillary facilities
 - A new public square
 - Premises for a relocated closed circuit television (CCTV) control room and parking office
 - New premises for Shop Mobility and Dial a Ride
 - An area for the relocation of the weekly and the farmer's markets (this is the subject of an additional planning application)
 - Relocation of the two existing surgeries as well as the Primary Care Trust.

2. POLICY FRAMEWORK

DELIVERING SUSTAINABLE DEVELOPMENT

- 2.1 Planning Policy Statement (PPS) 1; Delivering Sustainable Development, issued in February 2005, sets out the overarching planning policies on the delivery of sustainable development through the planning system.
- 2.2 The Government makes clear that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development through a number of initiatives, including the need to ensure that new developments provide good access to jobs and key services for all members of the community. In promoting sustainable development, the Government reaffirms through the guidance that, amongst other things, the planning system needs to:
- Make suitable land available - ensuring that suitable locations are available for industrial, commercial, retail, public sector, tourism and leisure development, so that the economy can prosper;
 - Promote urban and rural regeneration to improve the well being of communities, improve facilities, promote high quality and safe development and create new opportunities for the people living in those communities. Promote mixed use developments for locations that allow the creation of linkages between different uses and can thereby create more vibrant places;
 - Promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land.

PPS6: PLANNING FOR TOWN CENTRES

- 2.3 PPS6 deals with town centres and main town centre uses. It makes clear that the Government aims to promote the vitality and viability of town centres by:
- Planning for the growth and development of existing centres; and
 - Promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.
- 2.4 Other Government objectives, which need to be taken into account in the context of the above are:

- Enhancing consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially excluded groups;
 - Supporting efficient, competitive and innovative retail, leisure, tourism and other sectors, with improving productivity; and
 - Improving accessibility, ensuring that existing or new development is, or will be, accessible and well served by a choice of means of transport.
- 2.5 PPS6 states that local planning authorities should actively plan for growth and change in town centres over the period of their development plan documents by selecting appropriate existing centres to accommodate the identified need for growth by making better use of existing land and buildings and where necessary, extending the centre.
- 2.6 Where possible the guidance states that growth should be accommodated by more efficient use of land and buildings within existing centres. Local planning authorities should aim to increase the density of development and opportunities within existing centres should identify suitable sites for development or redevelopment. Local planning authorities should also seek to ensure that the number and size of sites identified for development or redevelopment are sufficient to meet the scale and type of need identified.
- 2.7 Where existing centres are in decline, PPS6 states that local planning authorities should assess the scope for consolidating and strengthening these centres by seeking to focus a wider range of services there, promote the diversification of uses and improve the environment.
- 2.8 In selecting sites for development, PPS6 requires local planning authorities to:
- a) Assess the need for development – in assessing the need and capacity for additional retail development, local planning authorities should place greater weight on quantitative need for additional floorspace. However, local planning authorities should also take account of qualitative considerations.
 - b) Identifying the appropriate scale of development – in selecting suitable sites for development, local planning authorities should ensure that the scale of opportunities identified are directly related to the role and function of the centre and its catchment.
 - c) Applying the sequential approach to site selection – the sequential approach requires that locations in appropriate existing centres are considered before edge of, or out of centre locations, taking account of an appropriate scale of development in relation to the role and function of the centre.

- d) Assess impact – it is recognised that making additional sites available for development may have both positive and negative impacts on existing centres. Positive benefits are likely to be stronger where additional development takes place in the centre. Where the potential development of the site or sites proposed to be allocated in a centre would substantially increase the attraction of the centre and could have an impact on other centres, the impact on other centres will also need to be assessed.
- e) Ensure locations are accessible – the Government is seeking to reduce the need to travel, to increase the use of public transport, walking and cycling and reduce the reliance on the private car, to facilitate multi purpose journeys. Jobs, shopping, leisure and tourist facilities and a wide range of services should therefore be located in town centres wherever possible and appropriate, taking full advantage of accessibility by public transport.

2.9 In assembling sites, PPS6 states that in planning for growth in town centres, local planning authorities should allocate sufficient sites to meet the identified need for at least the first five years from the adoption of their development plan documents, although for large town centre schemes a longer period may be appropriate to allow for site assembly. Local planning authorities should consider the scope for site assembly using their compulsory purchase powers, to ensure that suitable sites within or on the edge-of-centres are brought forward for development, including sites that are under-utilised, such as car parks and single storey buildings, which could be redeveloped for multi storey, mixed use development.

PPG13: TRANSPORT, MARCH 2001

2.10 PPG13 reaffirms the Government's policy position towards retail development, as outlined in PPS6. In particular, paragraph 35 of the guidance endorses the need to promote the vitality and viability of existing town centres, which should be the preferred locations for new retail and leisure developments.

THE SOUTH EAST PLAN

- 2.11 The Draft South East Plan was submitted to Government in March 2006 with an Examination in Public due to begin in November 2006. The Plan provides a framework for the region's development over the next 20 years and compliments other strategies, such as those for economic development and public housing investment. The Plans core objectives are to balance continuing economic and housing growth with rising standards of environmental management and reduced levels of social exclusion and natural resource consumption.
- 2.12 The Plan promotes the merits of sustainable development reaffirming that urban areas and existing centres should be the focus for development. Policy TC1 states that accessible, attractive, vibrant town centres are fundamental to the sustainable development of South East England. Accordingly town centres are promoted as the focal point for the development of a mixture of uses to include

leisure, services, retail, residential and commercial. The policy goes on to state that where appropriate, LDD's will seek to promote good quality development where it is desirable to regenerate and renew town centres.

2.13 The Plan identifies a strategic network of town centres. Winchester is identified as a secondary regional centre and as such is viewed as an appropriate focus for:

- Major retail developments,
- Uses which attract large numbers of people including major cultural, tourism, social and community venues,
- Employment, particularly large scale leisure and office developments,
- A range of housing, where possible provided as part of wider mixed use developments.

2.14 Winchester is not identified in any of the sub-regional strategy areas but the Plan identifies strong links with the South Hampshire sub-regional strategy area in terms of comparison goods shopping patterns. The Plan highlights the need for Winchester to develop its centre to better reflect its position within the wider catchment area.

SUMMARY

2.15 PPS1 promotes the more efficient use of land through higher density, mixed use development. The statement also aims to ensure that suitable locations are available for commercial, retail and public sector development, enabling the economy to prosper.

2.16 The central objective of PPS6 is to promote the vitality and viability of town centres by promoting them as the focus for new development. In selecting sites for development local planning authorities are encouraged to ensure that the scale of opportunities identified are directly related to the role and function of the centre.

2.17 PPG13 endorses the need to promote the vitality and viability of existing town centres, which should be the preferred locations for new retail and leisure developments.

2.18 The Draft South East Plan reaffirms that urban areas and existing centres should be the focus for development. Winchester is identified as a secondary regional centre in the Plan and as such is viewed as an appropriate focus for major retail and mixed use development.

3. DEVELOPMENT PLAN FRAMEWORK

HAMPSHIRE STRUCTURE PLAN 1996 – 2011

- 3.1 In accordance with national guidance the Hampshire Structure Plan seeks to enhance the vitality and viability of the county's town and city centres, including Winchester. The Plan seeks to ensure that where possible all retail development locates within town centres.

WINCHESTER DISTRICT LOCAL PLAN REVISED DEPOSIT DRAFT

- 3.2 The Winchester Local Plan Revised Deposit 2003 (with pre inquiry changes 2004) is the emerging planning policy for the District. The Revised Deposit draft was the subject of a Public Inquiry between June 2004 and March 2005. The Inspector published his report in September 2005 and the Council published their proposed modifications in response to this in January 2006. As the Plan is nearing the end of the statutory adoption process and the contents of the Plan have been broadly supported by the Inspector, the Revised Deposit draft including proposed modifications is considered to hold significant weight.
- 3.3 Drawing on the findings of the Winchester Retail Study, summarised later in this section, the Plan highlights that additional convenience and comparison retail floorspace will be required within the Plan period. The Plan goes on to state that the Broadway Friarsgate area is the most suitable location for this additional retail floorspace and that as much of the additional floorspace as can be reasonably accommodated should be provided there as part of an overall redevelopment scheme. The Local Plan Inspector has endorsed this site and the general retail approach in the Plan.
- 3.4 Chapter 11 of the Plan sets out policies specific to Winchester. This chapter reiterates the need for the redevelopment of the Broadway Friarsgate area. Policy states that development proposals for a mix of uses including housing, shopping leisure and possible civic, cultural and community facilities will be permitted at the Broadway Friarsgate site, provided that they accord with a number of caveats relating to; mix of uses, vehicular access, design principles, the public realm, flood protection, environmental and transport impacts.

WINCHESTER RETAIL STUDY, 2003

- 3.5 Nathaniel Lichfield & Partners were commissioned by Winchester City Council to prepare a retail study for Winchester. The report, published in 2003, calculated the need for additional retail floorspace in Winchester and was based on a household telephone survey undertaken in October 2002.
- 3.6 The study highlights that within the Winchester urban area, 48% of expenditure is leaking to larger competing centres, such as Southampton. The study concludes that due to recent improvements in

competing centres it is possible that Winchester's position as a sub regional centre in the retail hierarchy will decline if no improvements to the retail provision are made.

- 3.7 The study concludes that based on a population and expenditure growth that there would be a surplus convenience expenditure at 2011 of between £29.50m to £37.84m. This equates to a gross convenience floorspace requirement of between 5,000 and 6300 sq m by 2011.
- 3.8 In terms of comparison retail, the study concludes that to maintain Winchester's current position in the retail hierarchy a further 4,000 – 5,400 sq m net comparison floorspace would be required by 2011. If the Council wished to improve Winchester's position in the retail hierarchy then the study states that the city could support at least a further 7,000 sqm net floorspace by 2011. This would represent a 22% increase in comparison floorspace within the city centre. As expenditure is projected to grow by 32% to 2011, the study concludes that it is unlikely that this scale of development would have an adverse impact on existing businesses.

BROADWAY FRIARSGATE PLANNING BRIEF, JULY 2003

- 3.9 Issued in 2003, a planning brief was prepared for the Broadway Friarsgate site to guide redevelopment and clarify the Council's requirements for any redevelopment. In terms of retail provision, the Council uses the Winchester Retail Study (summarised above) to guide floorspace requirements. Therefore the brief states that the identified need is primarily for comparison goods (up to 8,500 sqm gross).
- 3.10 The Council considers that the site is an appropriate location for mixed use redevelopment although it is stated that the Council do not consider the site capable of satisfactorily accommodating a single convenience goods foodstore of more than 3,000 sqm gross.
- 3.11 The brief states that the Council wishes to see uses introduced to the area which will significantly extend the range and quality of retail services offered in the city centre, to compliment and reinforce the core shopping area, particularly its key shopping role.
- 3.12 The Council also expects to see a significant residential component for the development as the Council Urban Capacity Study identified mixed use developments and housing above shops as suitable ways of increasing the city's residential capacity.

SUMMARY

- 3.13 The Hampshire Structure Plan and Winchester District Local Plan reaffirm the Government's position by having policies promoting town and city centres as locations for retail and mixed use development.
- 3.14 In allocating the Broadway Friarsgate site for redevelopment Winchester City Council is meeting the requirements of PPS6 by actively planning for growth and change in its town and city centres.

- 3.15 Retail policies in the Winchester District Local Plan are based on the quantitative assessment in the Winchester Retail Study and the Plan gives floorspace requirements for the Plan period. The Local Plan states that these should be met as far as possible at the Broadway Friarsgate town centre site.
- 3.16 The development brief for the Broadway/ Friarsgate site gives a guide to what redevelopment would be appropriate. The brief sets out that the City Council wished to see uses introduced which will significantly extend the range and quality of retail services along with a significant residential component.

4. SITE ASSESSMENT

- 4.1 PPS6 requires developments involving town centre uses to meet five 'tests' as set out in paragraph 2.8 of this report. Taking each of these in turn it is considered to what extent the applicant's proposed development at Silver Hill meets these requirements.
- 4.2 **Need** – As the proposal site is within the city centre, in line with PPS6 it is not necessary to demonstrate the need for retail proposals. Notwithstanding this, the qualitative need for the scale of development has been clearly demonstrated by the Winchester Retail Study. Taking the Local Plan's interpretation of the results of this study, there is a need for 8,500 sqm gross comparison floorspace and 3,000 sqm gross convenience floorspace. The Silver Hill proposal is for total of 10,247 sqm gross total retail floorspace, 2,429 of which being a supermarket. Assuming that supermarket accounts for the bulk of the convenience floorspace, the proposal will have circa 7,818 sqm gross comparison floorspace.
- 4.3 In line with PPS6, greater weight should be placed on quantitative need but qualitative need also needs to be considered. As part of the Winchester retail study a health check was undertaken which concludes that there are weaknesses in terms of the size and quality of retail units available in Winchester city centre. As many premises are listed, opportunities for alterations and extensions are limited. It was also noted that the Sainsburys food store is the largest in the centre, but only has a floorspace of 623 sqm net and the store is cramped and congested at peak times.
- 4.4 **Scale** – In selecting sites for development LPA's should ensure that the scale is directly related to the role and function of the centre within the wider hierarchy. Winchester is identified as a secondary regional centre in the draft South East Plan and therefore should be the focus for major retail and mixed use development. In line with the South East Plan, Winchester is the only centre in the Winchester City Council plan area where major development such as this should be located. The Local Plan reinforces this by designating Winchester as the main 'town centre' and top of the retail hierarchy in the Plan area. As such, Winchester is the appropriate location for additional retail floorspace in the District.
- 4.5 **Sequential Approach** – The sequential approach states that locations in existing centres must be assessed before edge of centre or out of centre locations are considered. The Council have, in line with the sequential approach set out in PPS6, identified the Broadway Friarsgate proposal site, which is within the city centre.
- 4.6 **Impact** – A conclusion of the Winchester Retail Study was that the centre could support 7,000 sqm net of comparison floorspace without adversely impacting upon existing businesses in the city centre. The floorspace figures in the Retail Study were based on clawing back some expenditure that is currently leaking to Winchester's main competing centre of Southampton. Although the proposed Silver Hill development at Broadway/ Friarsgate will increase the attraction of Winchester city centre and this will enable the centre to maintain its position in the retail hierarchy, the development is not of

a scale to materially affect Winchester's competing centres which already have a significantly larger centres offering more comprehensive retail provision.

- 4.7 **Accessibility** – The development will be accessible and well served by a choice of means of public transport, walking, cycling and by private car. Given the city centre location, shoppers and residents will have excellent access to a range of facilities and city centre services. A new bus station is a key part of the development meaning that access by bus will be excellent.

SUMMARY

- 4.8 The proposal has been assessed against the five tests set out in PPS6, and fully meets these tests:-
- As the proposal is a city centre site, the need does not have to be demonstrated. Notwithstanding this, the clear need for additional retail floorspace has been shown in the Winchester Retail Study.
 - Winchester's position as a sub regional centre, and its position at the top of the retail hierarchy in the District means that Winchester city centre is the appropriate focus for this need for additional floorspace.
 - As a city centre site, the proposal complies fully with the sequential approach.
 - The Winchester Retail Study concluded that without significant retail development Winchester would not maintain its position in the retail hierarchy. The development will claw back trade that should be retained in the area. The development is not of a scale to materially affect Winchester's competing centres which already have a significantly more comprehensive retail provision.
 - Given its city centre location, the proposed development will be genuinely accessible by a choice of means of transport, this is augmented by the fact that the scheme includes the provision of a revitalised and relocated bus station.

5. CONCLUSIONS

- 5.1 PPS1 promotes the more efficient use of land through higher density, mixed use development. The statement also aims to ensure that suitable locations are available for commercial, retail and public sector development, so that the economy can prosper.
- 5.2 The central objective of PPS6 is to promote the vitality and viability of town and city centres by promoting them as the focus for new development. In selecting sites for development local planning authorities should ensure that the scale of opportunities identified are directly related to the role and function of the centre.
- 5.3 PPG13 endorses the need to promote the vitality and viability of existing town and city centres, which should be the preferred locations for new retail and leisure developments.
- 5.4 The draft South East Plan reaffirms that urban areas and existing centres should be the focus for development. Winchester is identified as a secondary regional centre and as such is viewed as an appropriate focus for major retail and mixed use development.
- 5.5 The Hampshire Structure Plan and Winchester Local Plan reiterate the Government's position by having policies promoting town and city centres as locations for retail and mixed use development.
- 5.6 In allocating the Broadway/ Friarsgate site for redevelopment Winchester City Council is meeting the requirements of PPS6 by actively planning for growth and change in its town centres and in Winchester City Centre.
- 5.7 Retail policies in the Local Plan are based on the quantitative assessment in the Winchester Retail Study and the Plan gives floorspace requirements for the Plan period. The Local Plan states that these should be met as far as possible at the Broadway/ Friarsgate city centre site.
- 5.8 The development brief for the Broadway/ Friarsgate site gives a guide to what redevelopment would be appropriate. The brief sets out that the City Council wished to see uses introduced which will significantly extend the range and quality of retail services along with a significant residential component.
- 5.9 The proposal has been assessed against the five tests set out in PPS6, and fully meets these tests:-
- As the proposal is a city centre site, the need does not have to be demonstrated. Notwithstanding this, the clear need for additional retail floorspace has been shown in the Winchester Retail Study.
 - Winchester's position as a sub regional centre, and its position at the top of the retail hierarchy in the District means that Winchester city centre is the appropriate focus for this need for additional floorspace.

- As a city centre site, the proposal complies fully with the sequential approach.
 - The Winchester Retail Study concluded that without significant retail development Winchester would not maintain its position in the retail hierarchy. The development will claw back trade that should be retained in the area. The development is not of a scale to materially affect Winchester's competing centres which already have a significantly more comprehensive retail provision.
- 5.10 Given its city centre location, the proposed development will be genuinely accessible by a choice of means of transport.
- 5.11 It has been demonstrated that in terms of retail provision the applicant's Silver Hill proposals fully meet national, regional and local policy requirements. The specific site has also been supported by the Local Plan public inquiry inspector as a site for retail and mixed use development. The proposals are also in line with the adopted Broadway Friarsgate Development Brief.