

**Winchester District Local Plan Review**  
**Analysis of Representations on the Deposit Plan**

**CHAPTER 8: TOWN CENTRES, SHOPPING & FACILITIES**

Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

**Issue 8.1**  
**Chapter 8: General**

**City Council's Response to Representation**

The support is welcomed.

*Change Proposed – none.*

**Representation:**

**Sparsholt College (353/18)**

Support Chapter 8, particularly for the sections on rural diversification and farm shops (paragraphs 8.31 and 8.32).

*Change sought - none.*

**Issue 8.2**  
**Proposal SF.1 / Paras 8.4 - 8.6**

**City Council's Response to Representation**

The support is welcomed.

**Representation:**

**Fareham Borough Council (1423/4)**

Support Proposal SF.1.  
*Change sought - none.*

**City of Winchester Trust (223/2)**

Housing provision in/around Winchester will be below the 3000 additional dwellings considered by the Council's consultants. There may be no quantitative need for retail floorspace and there should be an additional criteria-based policy against which shopping applications would be assessed. There may be a deficiency of retail warehousing and consideration should be given in the 2<sup>nd</sup> Deposit Plan to whether and how any need is provided for.

*Change sought - add a criteria-based policy for assessing retail applications.*

**Cadbury Schweppes plc (260/3)**

Paragraph 8.5 of the Plan indicates that additional comparison floorspace may be needed in Winchester, although there is limited scope to accommodate it. This appears to conflict with paragraph 8.6 of the Plan which states that it is not expected that further out-of-centre development will be justified. The revised retail assessment may well conclude a need for further retail floorspace and it is, therefore, inappropriate to pre-judge the situation in this way.

*Change sought - remove the following wording from paragraph 8.6:  
"It is not expected that further out-of-*

Paragraphs 8.4 – 8.6 of the Local Plan describe the situation regarding the assessment of retail needs. At the time the Plan was published, a retail needs assessment had been carried out ('Assessment of Retail Floorspace in Winchester' 1997). However, the conclusions of that study had been questioned and consultants were about to be appointed to re-examine the conclusions and update the study. Paragraph 8.6 indicated that any retail needs arising would need to follow the 'sequential approach' and that it was not expected that additional out-of-centre retail development would be justified.

The situation has moved on and a re-examination / update of the 1997 retail assessment has now been commissioned and carried out. This concluded that the 1997 assessment's results are no longer reliable due to a combination of concerns about certain assumptions made in it and the fact that more up to date information is now available. The consultants (Drivers Jonas) recalculated the projections for future retail capacity, using several possible scenarios that take account of the possibility of the Winchester City (North) MDA being developed or a growth in market share.

However, the consultants expressed one significant area of concern, which was that the lack of an up-to-date shopper survey meant that the calculations regarding the extent to which Winchester could increase its market share should be treated with a degree of caution. They recommended an up-to-date survey and a more detailed qualitative assessment so that a robust view could be taken on how Winchester may perform against surrounding centres. The consultants' view was that without some qualitative improvements Winchester's market share may decline, rather than either remaining stable or increasing as assumed in the scenarios tested.

Accordingly, a new shopper survey and retail study was commissioned and has now been undertaken by consultants (Nathaniel Lichfield and Partners). The Winchester Retail Study 2003 considers the need for retail floorspace using up-to-date population forecasts. Alternative figures are suggested in the event that the reserve MDA at Winchester City (North) is not required or if the need for the MDA is triggered. The Study also considers the need for retail warehousing development and this issue is dealt with more fully in the

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**Change Proposed**

*centre development will be justified during the Plan period."*

**Cadbury Schweppes plc (260/4)**

If a need is identified for retail provision over the Plan period which cannot be accommodated in the town centre, land at Units 1/2 Wykeham Industrial Estate (Winnall) would be suitable for such development.

**Change sought** – *amend explanatory text to state: "Where a need is identified for further retail warehousing or food retail over the Plan period which cannot be accommodated in the town centre the Local Planning Authority will consider allocating sites for such development which are consistent with objectives of PPG6".*

**GOSE (261/48)**

Paragraph 8.5 indicates that a retail needs assessment has been carried out. As Chapters 12 and 13 of the Plan include proposals for retail use it is not clear how the findings of the retail assessment have been applied.

**Change sought** - *not specified.*

**Town Planning Consultancy Ltd (324/6)**

Proposal SF.1 should be based on a factual assessment of retail developments and trends. The assessment on which the Proposal is based is outdated. The Proposal does not outline the provisions of PPG6 and established tests relating to need, sequential test, impact on existing centres and accessibility.

**Change sought** - *replace FS.1 with a policy reflecting the sequential approach (detailed wording suggested).*

**B&Q plc (325/2)**

The assessment of retail needs is very generalised and simply assesses the need for convenience and durable retailing facilities. There is no breakdown into the various forms of retailing (e.g. DIY). The Local Plan should outline the requirements for bulky goods floorspace.

**Change sought** - *state that the retail assessment is only a guide and individual applications will be judged on their merits in the light of retail need/capacity at the*

response to Issue 8.11. It is considered that the concerns raised by the representations on this Issue have now been addressed by the replacement Proposal SF.1 and the carrying out of the Winchester Retail Study, the findings of which are summarised below.

The Winchester Retail Study 2003 has indicated a need for additional comparison floorspace of 5,800 sq.m. (gross) by 2011 (7,700 sq. m. gross by 2011 should the reserve MDA be triggered). This could rise to 10,400 sq. m. gross if the MDA is triggered and Winchester increases its market share of comparison retailing in Hampshire (assuming 5% 'clawback' of lost trade). The Study also indicated a need for additional convenience floorspace of 5,000 sq. m. (gross) by 2011, rising to 6,300 should the MDA be triggered.

This additional floorspace should be accommodated within the town centre, as far as possible, in accordance with the 'sequential test' and Proposal SF.1. An assessment of potential town centre sites suggests that the Broadway/Friarsgate site in central Winchester is the only one available that could accommodate the majority of the additional development potentially needed (including some 2,000 sq m gross of convenience floorspace). Any further convenience floorspace requirements could be provided by extensions to existing stores (subject to the requirements of SF.1) or within the MDA if it is triggered. An allocation for a mixture of uses, including retail, at Broadway/Friarsgate is proposed as an addition to Chapter 11 of the Revised Plan.

The Retail Study also indicates a possible need for additional retail warehouse floorspace of 3,700 sq. m. gross by 2011, rising to 4,500 should the MDA be triggered. Following the recommendations in the Study, no sites have been identified for such provision at this stage and any demand for retail warehousing goods should therefore be accommodated in accordance with the sequential approach and criteria outlined in Proposal SF.1.

**Change Proposed – paragraphs 8.4 – 8.6:**

~~In 1997 the Council commissioned consultants to advise on future retail needs, resulting in the publication of the 'Assessment of Retail Floorspace in Winchester' (Winchester City Council/Llewelyn Davies 1998). This concluded that there was likely to be no further need for further convenience shopping floorspace in Winchester, although there could be a need for limited development if the 'reserve' Major Development Area at Winchester City (North) is to be developed.~~

~~The Assessment of Retail Floorspace in Winchester concluded that additional comparison floorspace may be needed, although there is limited scope to accommodate it within Winchester. Winchester has a slightly lower than average amount of retail warehousing, but the report concluded that there was no need for any additional warehousing development, and that any future retail requirements would need to satisfy the 'sequential approach' to development.~~

~~The conclusions of the assessment are being updated to take account of more recent population, expenditure and trading projections, and to reflect the greater clarity concerning housing requirements following approval of the Structure Plan Review. If, as a result, a need for~~

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*Change Proposed*

*time.*

~~additional comparison shopping floorspace is shown, application of the sequential approach in Winchester indicates that the only significant scope for additional retail development is in the Broadway/Friarsgate area. Any proposals for significant retail development should demonstrate that a need exists for the development and should apply the sequential approach. It is not expected that further out-of-centre development will be justified during the Plan period.~~

***Change Proposed – new paragraphs:***

Add new paragraphs to replace existing paragraphs 8.4-8.6.

*Following earlier studies, the Council commissioned a new retail survey and study in 2002, resulting in the publication of the Winchester Retail Study 2003 (Winchester City Council/Nathaniel Lichfield and Partners). This indicates the likely need for additional retail floorspace of various types and makes recommendations accordingly. As a result the Local Plan proposes that any further significant retail development should be concentrated in Winchester town centre, primarily as part of the proposed Broadway/Friarsgate development (see Proposal W.xx). Any other significant retail development proposals will be required to demonstrate a need for the development and to meet the other requirements of Proposal SF.1.*

*The Winchester Retail Study recommends that the Winchester provides additional floorspace of approximately 8,500 sq. m. for 'comparison' shopping and 5,000 sq. m. for 'convenience' shopping. This would meet projected growth in retail spending during the Plan period and help Winchester regain a realistic proportion of the expenditure lost to other centres. The Study sets out full details of the assumptions made regarding population and expenditure growth, claw-back, turnover levels, etc. The Broadway/Friarsgate area is the most suitable location for such development, and as much of the additional floorspace as can be reasonably accommodated should be provided there, as part of an overall redevelopment scheme (see Proposal SF.1). If further retail floorspace is needed, it should be provided in accordance with the 'sequential approach' contained within Proposal SF.1.*

*The Study identified a possible need for additional retail warehousing but acknowledged also the need for new floorspace to be provided in accordance with the sequential approach and subject to the requirements of Proposal SF.1.*

***Change Proposed – new sub-heading, Proposal and paragraphs (in Chapter 11, Winchester):***

Add new sub-heading, Proposal and paragraphs following existing paragraph 11.19.

*Broadway/Friarsgate*

*The Broadway/Friarsgate area in central Winchester, comprises the bus station, medical buildings, Sainsbury's supermarket, Kings Walk, Friarsgate multi-storey car park and the former Post Office sorting office. The area currently contributes little to the architectural and historic character of the City. The development of the area will provide the opportunity to revitalise this part of the town and to provide a mix of uses appropriate to it, with high quality urban design and architecture that enhances the town centre.*

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The area under consideration is bounded by Friarsgate to the north, Middle Brook Street to the west, Silver Hill and part of Broadway to the south and Busket Lane and the Brook Street culvert to the east. The site is in the centre of Winchester where Proposals E.3 and SF.1-SF.3 apply. Kings Walk and the Middle Brook Street parts of the site are within the Primary Shopping Area, where Proposal SF.4 applies. The site is within the Winchester Conservation Area and most of the site is in the floodplain of the River Itchen.

Proposal W.xx

Development proposals for a mix of uses including housing, shopping, leisure, and possible civic, cultural and community facilities will be permitted on approximately 2 hectares of land between the Broadway and Friarsgate, as identified on Inset Map 45, provided that they:

- (i) incorporate an appropriate mix of uses that reinforce and complement the town centre, including housing, retail and other town centre uses;
- (ii) provide a new bus station, retain the existing street market and provide sites for the relocation of existing healthcare facilities, the Post Office, taxi rank and other important facilities in the area;
- (iii) provide the main vehicular access to the multi-storey car park and service areas from Tanner Street, with the closure of Silver Hill to through traffic, except where access is required for servicing;
- (iv) incorporate the design principles set out in the draft Broadway/Friarsgate Planning Brief, retaining and enhancing key views and providing a series of linked public spaces;
- (v) include a satisfactory archaeological assessment in accordance with Proposal HE.1;
- (vi) provide public art within the scheme and a 'percent for art' contribution in accordance with Proposal DP.12;
- (vii) make an appropriate contribution to the improvement of the public realm on the site and in the surrounding area, in particular Friarsgate, Middle Brook Street, and the Broadway;
- (viii) provide appropriate on and off-site highway works and traffic management arrangements to accommodate a new bus station and associated revised bus routes and stops in the town centre;
- (ix) incorporate adequate flood protection measures in accordance with Proposals DP.10 & DP.11;
- (x) include an Environmental Impact Assessment and Transport Assessment;
- (xi) accord with Proposals DP.3, HE.1, HE.5, the draft Broadway/Friarsgate Planning Brief and other relevant proposals of this Plan.

The Council has prepared a draft Planning Brief for the site in conjunction with key stakeholders, which has been published for public consultation. This Brief builds on an earlier draft that was subject to public consultation in June 1999. It also incorporates the findings of the 'Future of Winchester Study' (see paragraphs 11.2 – 11.8 of this Plan), where relevant. Development should be in accordance with the principles outlined in the Brief and potential

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*developers should be guided by the Brief when formulating their proposals. The Council will expect developers to establish and maintain a constructive dialogue with all stakeholders throughout the design and construction of the development.*

*The development should significantly extend the range and quality of retail provision in the town so as to complement and reinforce the shopping function of the town. Retail provision should reflect the floorspace needs in central Winchester for convenience and comparison goods as identified in the Winchester Retail Study 2003. The site should ideally accommodate all of the identified need for additional town centre comparison floorspace and the majority of the identified need for convenience shopping.*

*Residential provision should assist in bringing life and security to the centre and help to reduce the need to travel. The housing should be integrated with the other uses on the site and should meet the requirements of the Plan regarding housing mix and affordable housing provision. The site is likely to have capacity for a substantial amount of residential development and is therefore included as a residential allocation within Table 2 of the Plan (Housing Supply from Allocated Sites).*

*The site provides an opportunity for increasing the range of indoor leisure facilities in the town centre. The Council is currently undertaking an assessment of leisure needs, which will identify the need for indoor leisure provision in central Winchester and the likely form and scale that this should take. In advance of the results of this study, any proposals will be required to demonstrate a need for provision and that the requirements of the 'sequential test' (PPG6) have been followed.*

*A new bus station is required on the site. Developers will need to work closely with bus operators and the County Council to achieve a modern passenger-friendly station.*

*The site is likely to be of archaeological importance and redevelopment offers the opportunity to investigate the archaeology and history of the area. The importance of this central site, within the Conservation Area, means that a scheme of the highest architectural quality is required. The Council will expect an enhanced public realm comprising linked public spaces of attractive and varied materials incorporating public works of art. Public links to the Itchen should be opened up and enhanced.*

*Drainage is an important issue on the site. There are several open and culverted watercourses running through it and the eastern part of the site is within the floodplain of the River Itchen. Accordingly, a Flood Risk Assessment and adequate protection measures will need to be agreed with the Environment Agency (see Proposals DP.10 and DP.11).*

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**Issue 8.3**  
**Proposal SF.1 / Paragraphs 8.7**

City Council's Response to Representation  
The support is welcomed.

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**Summary of Representation.**  
***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

**- 8.16**

**Representation:**

**Cadbury Schweppes PLC (260/1)**

Support Proposal SF.1, which suggests that outside town and village centres developers will have to demonstrate need and follow a sequential approach.

***Change sought - none.***

**Somerfield Stores Ltd (49/2) Budgens Stores Ltd (263/1)**

Proposal SF.1 fails to incorporate the sequential approach for major new retail development, as outlined in PPG6. Although it is incorporated in the explanatory text, it should be reflected in the main policy. Proposals for new retail development in village centres should be of a scale and size reflecting their local role so as not to threaten the vitality and viability of the town centre.

***Change sought - add a new criterion to Proposal SF.1 setting out requirements for major new retail developments outside existing centres (detailed wording suggested).***

**GOSE (261/50)**

Whilst paragraph 8.12 refers to the sequential test, PPG6 advises that criteria based policies should be included in local plans and such a policy does not appear to have been included.

***Change sought – not specified.***

**GOSE (261/51)**

Paragraph 8.12 refers to assessing all possible sites before assessing sites outside defined town/village centres. It is not clear that this complies with PPG6 advice, which makes clear that the first preference should be town centre sites, followed by edge of centre, district and local centres and only then out-of-centre sites in locations accessible by a choice of transport means (for both retail and leisure).

***Change sought – not specified.***

**Havant Borough Council (265/1)**

Although paragraph 8.12 refers to the matters that will provide the basis for considering out-of-centre proposals, these should be included in a policy. In

It is accepted that Proposal SF.1 does not set out the sequential test clearly, although it is covered in the supporting text. The Proposal also tries to cover several issues and would be clearer if these were dealt with separately. There also needs to be a clearer indication of the tests involved to establish retail need and whether a suitable site exists.

It is suggested that Proposal SF.1 be replaced with a series of proposals which would cover separately the following:

- Promotion of commercial development in town centres and resistance to such development outside, including the sequential approach to retail and leisure development;
- Allocation of any sites necessary for retail or leisure purposes following the outcome of further studies;
- Resisting the loss of commercial floorspace at ground floor level.

A revised Proposal SF.1 is therefore proposed below. The further work on retail needs has confirmed a significant need for additional retail floorspace and a specific site allocation is proposed for the Broadway/Friarsgate area in Winchester (see Issue 8.2 above). This is in the Winchester Chapter of the Plan (Chapter 11) and the allocation is for a mix of uses, including residential and leisure provision.

The Winchester City (North) MDA is only a 'reserve' allocation and, if it is triggered, a Masterplan will be drawn up for it. The retail assessments carried out so far, taken in conjunction with the 'sequential approach', do not suggest any need for significant retail development at Winchester City (North) even if the MDA is triggered. However, any commercial or leisure requirements can be fully assessed as part of the Masterplan process, which should be informed by the results of the Winchester Retail Study 2003.

A new Proposal (SF.xx) is also proposed below, dealing with the loss of commercial facilities within town/village centres. This separates out this part of the former Proposal SF.1 but retains the original wording.

***Change Proposed – Proposal SF.1:***

~~Commercial and leisure development (Use Classes A1, A2, A3, B1, C1, D1 and D2) will be permitted within the town and village centres of Winchester, Bishop's Waltham, Denmead, New Alresford, Whiteley and Wickham, as defined on the Proposals and Inset Maps, provided:~~

- ~~(i) where development is within a Primary Shopping Area, it satisfies Proposal SF.4;~~
- ~~(ii) in Winchester, any office development (Use Class B1[a]) accords with Proposal E.3;~~
- ~~(iii) it accords with Proposal DP.3 and other relevant proposals of this Plan.~~

~~Commercial and leisure development will not be permitted outside the defined town and village centres unless it is needed to provide a service or facility locally, in accordance with Proposal SF.5, or will not attract large numbers of visitors.~~

~~Proposals which would result in a net loss of commercial or leisure floorspace (Use Classes A1, A2, A3, B1, C1, D1 and D2) at ground floor level will not be permitted within the defined town and village~~

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order to protect existing shopping facilities in Havant Borough, the Plan's retail policies should cover the sequential approach and refer to Hampshire County Council's supplementary planning guidance on Town Centres and Out-of-Centre Development (1998).

**Change sought** - include policies to cover the sequential approach and proposals for out-of-centre development.

**GOSE (261/45)**

The Plan's text does not reflect the need for developers to be more flexible about the format, design and scale of their proposed development in view of the need to accord with the sequential approach (PPG6 paragraphs 1.11 – 1.12).

**Change sought** – not specified.

**BT PLC (305/6)**

Object to the statement in SF.1 that commercial/leisure development will not be permitted outside defined centres unless needed to provide a facility/service locally, which does not fully accord with PPG6. Retail/leisure sites must comply with the sequential approach and for sites outside town centres it is necessary to demonstrate a need for the development, which may not just relate to a 'local' need. No reference is made to the potential for edge-of-centre sites where no suitable town centre site exists.

**Change sought** - amend Proposal FS.1 having regard to national policy.

**B & Q plc (325/3)**

SF.1 is confusing and should be replaced with a policy relating to all retail development. Strongly object to second paragraph, which does not allow for the demonstration of need or the application of the sequential approach. The explanatory text, which refers to the sequential approach, is supported and should be reflected in the policy itself.

**Change sought** – replace FS.1 with proposal that sets out the sequential approach (detailed wording suggested).

**Cala Homes (South) Ltd (468/44)**

Proposal SF.1 fails to consider the need for commercial and leisure development

~~centres of Winchester, Bishop's Waltham, Denmead, New Alresford, Whiteley and Wickham, as defined on the Proposals and Inset Maps, unless:~~

- ~~(a) it is no longer practical or desirable to reuse the site or premises for its existing or another commercial/leisure use; or~~  
~~(b) the proposal is for relocation of an existing use within the town/village centre and there will be no net loss of ground floor commercial units.~~

Retail, leisure or other development which attracts large numbers of people (Use Classes A1, A2, A3, B1, C1, D1 and D2) will be permitted within the town and village centres of Winchester, Bishops Waltham, Denmead, New Alresford, Whiteley and Wickham, as defined on the Proposals and Inset Maps, provided it accords with other relevant proposals of this Plan, including Proposals DP.3, E.3 and SF.4.

Where a need for development is demonstrated and no suitable sites are allocated or available for such development within a defined town or village centre, proposals will be permitted on edge-of-centre, district centre or local centre sites. Development of out-of-centre sites will only be permitted where a need is demonstrated and no suitable alternative sites are available. All proposals outside defined town and village centres will be required (individually and cumulatively) to:

- (a) adopt a format, design and scale of development appropriate to local circumstances and the need identified;  
(b) avoid adverse impacts on the vitality and viability of existing defined centres and to the development plan strategy;  
(c) avoid detrimental effects on overall travel patterns and car use and be readily accessible by public transport, cycle or on foot;  
(d) accord with Proposal DP.3 and other relevant proposals of this Plan.

**Change Proposed – new Proposal:**

Add new Proposal (SF.xx) after Proposal SF.1).

Proposals which would result in a net loss of commercial or leisure floorspace (Use Classes A1, A2, A3, B1, C1, D1 and D2) at ground floor level will not be permitted within the defined town and village centres of Winchester, Bishop's Waltham, Denmead, New Alresford, Whiteley and Wickham, as defined on the Proposals and Inset Maps, unless:

- i. it is no longer practical or desirable to reuse the site or premises for its existing or another commercial/leisure use; or  
ii. the proposal is for relocation of an existing use within the town/village centre and there will be no net loss of ground floor commercial units.

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within the MDA at Winchester City (North) and how it can meet local and other needs for such land uses, contrary to Policy MDA1 of the Structure Plan.  
***Change sought - not specified.***

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**Issue 8.4**  
**Paragraphs 8.7 - 8.16**

**Representation:**

**GOSE (261/49)**

The Plan does not appear to fully reflect PPG6 Annex B which states that different types of centre should be defined and the policy approach to be followed in each should be set out, including the need to have regard to scale, particularly in small centres.

***Change sought – not specified.***

**Fareham Borough Council (1423/5)**

The use of the term town centre in relation to Whiteley District Centre (Whiteley Village) could cause confusion over the role of the centre in the retail hierarchy. It is not listed as a town centre in the Structure Plan and is referred to as a district centre in the Fareham Borough Local Plan Review.

***Change sought - not specified.***

**City Council's Response to Representation**

Paragraph 8.8 refers to other settlements that have retail provision but not in sufficient quantity to warrant them being defining as a retail centre. These may be individual shops, such as a post office/general stores, rather than a parade of shops or village centre. It would not be appropriate to highlight every shop or small group of shops on the Proposals Map as these locations are not 'centres' in the terms referred to in PPG6. It is considered that paragraph 8.8 already makes it clear that these are settlements with very limited retail provision and no change to the Plan is considered necessary.

Winchester is the only town centre referred to in the Structure Plan Review (Policy S.1), with none of the other centres mentioned in the Proposal SF.1 being listed in the Structure Plan's policy. However, the Structure Plan is a strategic document and it is appropriate that it should only mention Winchester in this context. Nevertheless, the small towns/villages listed in Proposal SF.1 are considered to be important service centres in Winchester District, albeit that they are all much smaller than Winchester. This is no reason to remove them from the Proposal and many serve a substantial rural hinterland.

Whilst 'Whiteley Village' is designed largely as a retail outlet centre, it contains a substantial amount of floorspace and provides facilities for the local area as well as visitors. There is a reference in the Fareham Borough Local Plan Review (2000) to the 'Whiteley district centre' (within Winchester District), where the principal shopping and community facilities for Whiteley will be located. There is also a proposal for some shopping provision at the local centre, adjacent to the Primary School (in Fareham Borough). Whiteley is referred to as a district centre in Chapter 13 of the Winchester Local Plan and it is not considered that there is any conflict or confusion in the approaches being adopted in the two Authorities' Plans. However, to clarify the situation, it is proposed that the word 'District' be added to the list of centres in paragraph 8.7.

***Change Proposed – paragraph 8.7:***

***Other Town/Village/District Centres:***

*Bishop's Waltham*

*Denmead*

*New Alresford*

*Whiteley*

*Wickham*

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**Issue 8.5**  
**Proposal SF.1**

**Representation:**

**City Council's Response to Representation**

To cover retail, leisure and office uses in separate policies would conflict with Government advice in PPG12, which states that plans should be succinct, by resulting in unnecessary repetition. PPG6 encourages a mix of uses within town centres to create thriving



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**Somerfield Stores Ltd (49/1)**

SF.1 attempts to cover too wide a remit, guiding leisure, office and retail development without reflecting the differing circumstances of these land uses.

***Change sought*** – *separate retail, leisure and employment uses into separate policies where due attention can be given to their specific needs.*

**C J Webb**

Concerned at the loss of shops and offices in Southgate Street, etc, Winchester as this will mean fewer shoppers at lunch time, an important part of Winchester's economy. There needs to be a sensible mix of residential, offices and shops.

***Change sought*** - *not specified.*

**GOSE (261/47)**

There appears to be no assessment of leisure need or allocation of sites (if a need exists), in accordance with PPG6, the Caborn Statement (1999) and RPG9 policy Q5.

***Change sought*** - *not specified.*

**NHS Executive SE Region (452/4)**

The NHS needs to locate facilities in areas accessible to a wide range of people, including the elderly, such as town centre locations. Proposal SF.1 may limit the ability to find suitable locations. The Plan should support the provision of NHS health-care facilities within the Primary Shopping Areas.

***Change sought*** - *make it clear in the wording of the policy that D1 Uses will be permitted in town and village centres.*

centres, which is what Proposal SF.1 seeks to achieve. Other Proposals in the Plan deal specifically with offices (Employment Chapter), retail (Proposal SF.4) and leisure (Recreation and Tourism Chapter), where each use requires a specific approach.

There have been assessments of leisure needs in relation to sports and children's play provision and site-specific allocations are made in the Recreation and Tourism Chapter as appropriate. However, it is accepted that the Plan does not specifically assess the need for 'commercial leisure' or possibly other forms of leisure development. It is intended that such an assessment will be undertaken jointly with the Community Services Department. However, this will not be completed in time to inform the Revised Deposit Local Plan Review. In the meantime, the proposed revisions to Proposal SF.1 provide for the sequential approach to be applied to any proposals for leisure development within the Use Classes listed in the Proposal. SF.1 allows for a mix of uses, including leisure, within the town and village centres, following the sequential approach. The explanatory text accompanying Proposal SF.1 will need to be amended to reflect the proposed new SF.1 and SF.xx and reference to the proposed leisure needs assessment.

Proposal SF.1 already allows for a mix of uses within the defined town centre. The new Proposal SF.xx would resist the loss of commercial uses at ground floor level within the defined town centre, which includes all of Southgate Street and many surrounding areas. However, most of Southgate Street cannot realistically be considered to be part of the Primary Shopping Area, so it would not be appropriate to extend that designation.

Proposal SF.1 already allows for the development of D1 Uses (within which health-care facilities fall). However, there is unlikely to be any justification or overriding need for health facilities to be located within the Primary Shopping Area, although they could be located within the wider town centre, which would be permitted by SF.1. Proposal SF.5 also allows for the development of new facilities and services within the settlements. As a result, the Plan is already sufficiently flexible and permissive towards D1 Uses.

***Change Proposed – paragraph 8.12:***

***Proposals SF.1 and SF.xx apply applies to new retail, tourism, cultural, commercial, leisure, entertainment and facilities and services. They # seeks to promote new commercial development within town and village centres and to resist the loss of such uses at ground floor level. Assessments of the likely need for additional shopping provision during the Plan period have been made and land is allocated for any substantial requirements (see Proposal W.xx). An assessment is being undertaken of the need for leisure facilities and any proposals that are put forward should take account of this work and be accompanied by a needs assessment. Where proposals are put forward on sites not allocated for development outside the defined town/village centres, developers must demonstrate a need for the proposed development, and that they have thoroughly assessed all possible sites within the relevant town/village centre (as defined on the Proposals and Inset Maps)....***

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Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

**Issue 8.6**  
**Paragraph 8.16**

**Representation:**

**GOSE (261/52)**

Reference in paragraph 8.16 to "minimise the impact" of development does not reflect the advice in PPG15 regarding 'preserving or enhancing the character or appearance of a conservation area'.

***Change sought - not specified.***

**City Council's Response to Representation**

It is accepted that paragraph 8.16 could be worded to be more consistent with the terms used in PPG15.

***Change Proposed – paragraph 8.16:***

*New development should be carefully designed and sited to be in scale and character with the existing centre. Particular care ~~shall~~ should be taken to ensure that minimise the impact of new development preserves or enhances the character or appearance of ~~within~~ Conservation Areas....*

**Issue 8.7**  
**Proposal SF.1 Boundary**

**Representation:**

**Bishops Waltham Parish Council (211/10)**

Welcome Proposals SF.4 and SF.1 in Bishops Waltham but suggest the defined town centre is extended as there are more facilities in the suggested area than the defined one.

***Change sought - extend the defined town centre (SF.1) to include Lower Lane Car Park and Surgery.***

**Bishops Waltham Society (212/19)**

The defined town centre should be extended as there are more facilities in the suggested area than the defined one. The Proposals Map should be clarified to show SF.1 applies to the SF.4 areas within them.

***Change sought - extend the defined town centre (SF.1) to include Lower Lane Car Park, surgery, library, CAB, Church Hall, Jubilee Hall, Ridgemed School and police station. Clarify that SF.1 applies to the SF.4 areas.***

**New Alresford Town Council (1386/4)**

Land to the east of St John's Church and south of East Street is not part of the town centre. Any development there as provided for within the terms of SF.1 would be inappropriate.

***Change sought - amend the town centre boundary (SF.1) to follow the eastern boundary of St John's church yard and rear of properties in East Street.***

**City Council's Response to Representation**

The Plan seeks to take a consistent approach when considering all town centres, to define a compact area within which the majority of retail, business and other town centre uses are contained. Whilst Bishops Waltham has other facilities which are publicly used, some are situated away from the main shopping area, which forms the focal point of the town centre. It is considered appropriate to include the Lower Lane car park and surgery within the town centre boundary, given their level of use, close links and proximity to the town centre. This would also require the inclusion of Southfields Close and Southbrook Mews to achieve a logical boundary to the town centre.

There is a small grouping of facilities around the Free Street/Hoe Road area, which includes the library, CAB, Church Hall, Ridgemed School and police station. However, this is situated some distance from the town centre (200m from the High Street and over 100m from the nearest part of the currently-defined town centre boundary). Other town centres do not include schools, even where they are publicly used (e.g. Denmead, New Alresford and Winchester). It is concluded that to extend the town centre boundary as sought by respondent 212 would be inconsistent with the way other town centres are defined, but the smaller extension sought by respondent 211 should be accepted.

It is also considered perfectly clear that Proposal SF.1 applies to the defined Primary Shopping Area (SF.4), as there is a clear boundary to SF.1 shown on the relevant Inset Map. No change is, therefore, proposed in response to this point.

With regard to New Alresford, the area that is suggested for removal from the town centre boundary is part of the churchyard. It is accepted that this is unlikely to be appropriate for development for town centre uses and there are no existing commercial facilities or services within it. It would, therefore, be logical to remove it from the SF.1 boundary. This would, nevertheless, still leave large parts of the churchyard within the town centre boundary and it may be equally inappropriate to apply Proposal SF.1 in these areas too. It is, therefore proposed that all of the churchyard should be excluded from the SF.1 boundary, as indicated on the plan below.

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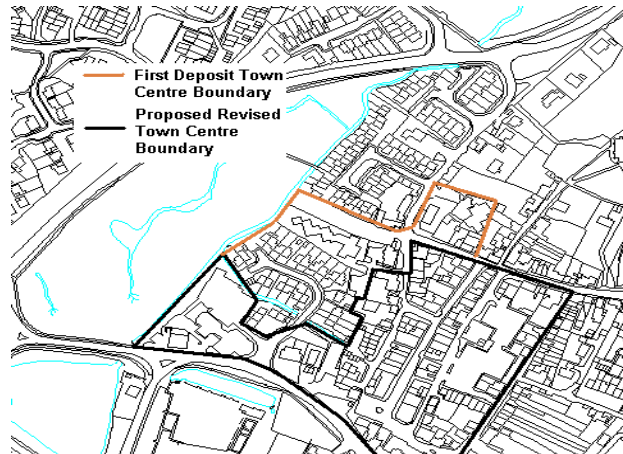
**CHAPTER 8: TOWN CENTRES, SHOPPING & FACILITIES**

Summary of Representation.  
*Change sought.*

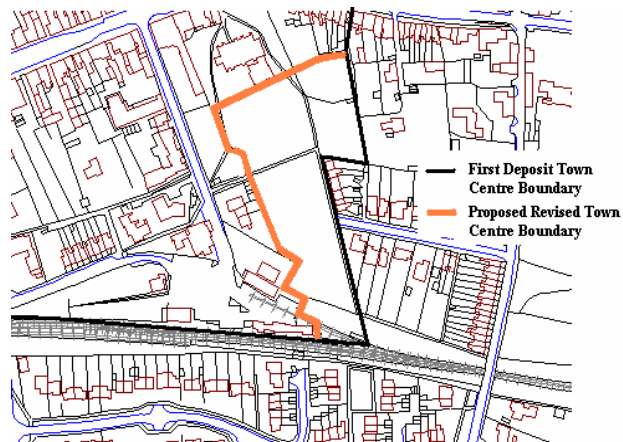
City Council's Response to Representation  
*Change Proposed*

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***Change Proposed – Inset Map 1 (Bishops Waltham):***



***Change Proposed – Inset Map 20 (New Alresford):***



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**Issue 8.8**  
**Proposal SF.2**

**Representation:**

**J Hayter (138/9)**

Object to Proposal SF.2:

A) The Proposal is not needed as these matters are already controlled by DP.3 (vii), especially with suggested amendments. Noise, fumes etc also arise from other businesses and may also impact businesses as well as residential development. The Proposal is contrary to PPG 12 because it duplicates environmental legislation;

**City Council's Response to Representation**

Proposal SF.2 seeks to concentrate A3 Uses within town centre locations, and to control the impact and effects of concentrations of A3 Uses. The Proposal relates to the settlements with a defined SF.1 town centre, namely Winchester, Bishops Waltham, Denmead, New Alresford, Whiteley and Wickham. Whilst some of the requirements of SF.2 may be capable of being met by the provisions of DP.3 or other policies, SF.2 was included in response to particular concerns and enables the problems potentially associated with A3 uses to be highlighted and addressed. If the Council wishes to do this by means of a specific policy, this is considered entirely legitimate. It is not considered that the Proposal duplicates environmental legislation and it introduces certain requirements (e.g. provision for dealing with litter) that are not covered by other policies and which are specific to certain types of A3 uses.

The term 'defined town and village centres' is considered to be quite

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***Change sought.***

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***Change Proposed***

B) The term 'defined town and village centres' should be clarified;  
C) These problems may equally arise in all settlements, not just in larger ones, so the Proposal should apply to all settlements and the countryside.

***Change sought*** - A) delete the whole Proposal; B) Clarify 'defined town and village centres'; C) apply policy to all A3 development regardless of location.

**English Heritage (250/6)**

Proposal SF.2 (ii) should be extended by inserting "or the setting of" before "Conservation Area".

***Change sought*** - add "or the setting of" before "Conservation Area".

**GOSE (261/53)**

Proposal SF.2 (ii) does not fully address the advice in PPG15 (paragraphs 4.19 and 4.20) whereby consideration must be given to the objective of preserving or enhancing the character or appearance of conservation areas.

***Change sought*** - not specified.

**Cala Homes (South) Ltd (468/45)**

Object to Proposal SF.2 as it fails to consider the need for development falling within Use Class A3 as part of the proposed MDA at Winchester City (North) MDA.

***Change sought*** - not specified.

clear and Proposal SF.2 states that these are as defined on the Proposals and Inset Maps. It is, therefore, suggested that there is no need to make this more explicit.

Proposal SF.5 allows for the development of facilities and services within the settlements, which may include A3 Uses. It is not generally desirable or sustainable to develop A3 Uses in the countryside as they are likely to attract substantial numbers of car-based trips. There is, however, flexibility in Proposals SF.2 and SF.5 to develop A3 Uses within the defined settlements and potentially within the countryside, through the reuse of existing buildings (e.g. Proposal RT.15).

Criterion (ii) of Proposal SF.2 seeks to prevent harm to the character of an area, particularly within a Conservation Area. However, guidance in PPG15 states that consideration must be given to the objective of preserving or enhancing the character or appearance of a Conservation Area. As a result, it is proposed to amend the wording of criterion (ii) to reflect the wording of the guidance in PPG15. It is not, however, considered necessary to elaborate this by referring to the setting of a conservation area, as there is a specific Proposal (HE.4) in the Historic Environment Chapter that deals with the setting of conservation areas.

The Winchester City (North) MDA is only a reserve provision and, if it is triggered, a Masterplan will be drawn up for the MDA. Proposal NC.3 provides for the development of 'associated physical and social infrastructure' with the MDA (if triggered) and A3 uses would, therefore, be capable of being developed as part of the MDA. However, specific commercial or leisure requirements do not need to be fully assessed at this stage and should await the Masterplan process.

***Change Proposed – Proposal SF.2:***

....(ii) *the development would not harm the character of the area and, if especially within a Conservation Area, would preserve or enhance its character;....*

**Issue 8.9**  
**Proposal SF.3**

**Representation:**

**English Heritage (250/7)**

Support Proposal SF.3.

***Change sought*** – none.

**GOSE (261/54)**

Proposal SF.3 includes 'encouraged' which does not accord with PPG12 whereby "...policies in the development plans should concentrate on those matters which are likely to provide a basis for considering planning applications..."

**City Council's Response to Representation**

The support is welcomed.

Proposal SF.3 actively seeks to encourage the use of upper floors for residential uses to bring into use disused or underused premises and help create a "lived-in" centre. Although the Proposal does use the word 'encouraged', it also specifically states how development proposals will be dealt with, as required by PPG12 (changes of use to residential 'will be permitted' and losses of residential 'will not be permitted'). However, in order to address this objection whilst continuing to promote a positive approach, a change to the wording of Proposal SF.3 is proposed.

***Change Proposed – Proposal SF.3:***

*In town and village centres, the Local Planning Authority will promote residential development that brings into use upper floors ~~will be encouraged~~....*

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Summary of Representation.  
*Change sought.*

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*Change Proposed*

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*Change sought - not specified.*

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**Issue 8.10**  
**Proposal SF.4, paragraphs 8.23**  
**- 8.29**

**Representation:**

**GOSE (261/55)**

Proposal SF.4 (ii) is not clear (which is contrary to PPG12) and appears to contradict paragraph 8.27. Paragraph 8.27 'expects' planning obligations to be entered into, which appears to conflict with Circular 1/97 as they can only be sought.

*Change sought - not specified.*

**Unilever Superannuation Fund (326/3)**

Object to the first sentence of paragraph 8.27, which expects applicants to enter into a planning obligation. Proposal SF.4 already provides enough control over loss of retail in the PSA, so there is no justification for requiring a planning obligation. The requirement is contrary to Circular 1/97.

*Change sought - delete the last sentence of paragraph 8.27.*

**Unilever Superannuation Fund (326/1)**

Object to first sentence of Proposal SF.4 which is misleading as it states a net loss of retail floorspace will not be permitted, yet goes on to say a change of use will be permitted in specified circumstances. Criterion (ii) is also unclear.

*Change sought - delete SF.4 first sentence and clarify criterion (ii).*

**NHS Executive SE Region (452/5)**

Proposal SF.4 should support the provision of NHS health-care facilities within the Primary Shopping Areas. The NHS needs to locate facilities in areas accessible to a wide range of people, including the elderly, such as town centre locations.

*Change sought - in Proposal SF.4 add "other than for health-care facilities" after "within the Primary Shopping Areas"*

**GOSE (261/56)**

Primary and Secondary areas should be

**City Council's Response to Representation**

Proposal SF.4 seeks to retain retail uses on ground floors within the Primary Shopping Area in order to retain the vitality and viability of the town centre. However, there may be exceptional circumstances when it would be appropriate to allow a change of use from A1 to A2 or A3, where it is demonstrated that this would at least maintain the vitality and viability of the town centre.

One such situation is where a non-A1 Use is already located within the PSA and wishes to relocate. This would be acceptable so long as it would not result in any loss of retail units and criterion (ii) allows for this. There is no conflict between resisting a loss of retail floorspace and allowing the relocation of non-retail uses that are already located within the PSA, and both can be achieved by applying SF.4. It is accepted that the reference to 'similar use' in criterion (ii) should be clarified, but paragraph 8.27 is an explanation of criterion (ii) and is not considered to be in conflict with it.

The explanatory text at paragraph 8.27 relating to Proposal SF.4 states that applicants will be expected to enter into a planning obligation to restrict the ground floor to A1 Uses. Such a restriction is necessary to meet the requirement that there should be no loss of retail units and a planning condition would not usually be an appropriate alternative as it would relate to an off-site matter. Paragraph 8.27 does not require applicants to enter into a S106 agreement, but the objections could be addressed by rewording the text to 'seek' a planning obligation.

Proposal SF.1 allows a mix of uses within the defined town centre, including health-care facilities (D1 Uses). However, there is no overriding justification for health facilities to be located at ground floor level within the Primary Shopping Area when they could be (and normally are) located elsewhere within the town centre. The town centre is accessible by a choice of mode and, outside the PSA, a location could be found close to public transport or housing areas, thus making the facilities more accessible to the public. Proposal SF.5 also allows for the development of new facilities and services within the settlements. As a result, the Plan is already flexible towards D1 Uses and there is no reason to exclude health-care facilities from the provisions of Proposal SF.4.

The Primary Shopping Area (SF.4) is defined on the Proposals Map. Any shopping areas outside the PSA are by definition secondary. The purpose of Proposal SF.4 is to apply policies to the PSA, not to secondary areas, which are not specifically mentioned in the Proposal. It is, therefore, not considered necessary to define secondary areas.

With regard to the extent of the defined Primary Shopping Area in New Alresford, this is not intended to incorporate all shopping floorspace and to attempt to define the PSA in this way could not be justified. In any centre there are 'primary' areas and 'secondary' areas of shopping and whilst Government advice (PPG6)

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***Change Proposed***

clearly shown on the proposals map if they have different approaches. The text is not clear whether there is a "secondary" area and the extent of it is not clear on the map and key.

***Change sought - not specified.***

**New Alresford Town Council (1386/3)**

The Plan does not properly reflect the extent of shopping floorspace in the town. The previously-identified area on the north side of East Street should continue to be in the Primary Shopping Frontages and the frontages on the east side of Broad Street and the whole of the southern side of West Street should be included.

***Change sought - amend the Primary Shopping Frontages to include parts of East Street, Broad Street and West Street.***

**Unilever Superannuation Fund (326/2)**

Paragraph 8.26 is too prescriptive in specifying an arbitrary proportion of non-retail frontage which will be acceptable. There is no justification in PPG6 for the specified limits in respect of non-retail uses.

***Change sought - delete the last two sentences of paragraph 8.26.***

acknowledges that it is legitimate for plans to seek to retain retail uses within primary areas this does not mean that all retail uses within a centre can be retained.

The additional areas suggested for inclusion by the respondent are no longer predominantly in retail use and are certainly not considered to be 'primary' in retail terms. Part of the northern side of East Street is defined as a Primary Shopping Frontage in the current (1998) Local Plan but even in this area it has proved not to be feasible to resist some loss of retail units and it would not be realistic to continue to include it in the PSA.

In order to retain retail uses as the dominant uses within the Primary Shopping Area it is necessary to restrict change of use from A1 within the defined PSA. Outside the PSA, but within the town centre generally, there is a more flexible approach adopted, which allows a mix of uses. Without a predominantly retail core, the vitality and viability of the town centre would suffer. The criteria for assessing the proportion of non-retail frontage allowable in the PSA have been carried forward from the adopted Local Plan and have been proven to work well in practice. The proportion of non-retail frontage that is acceptable is considered the maximum that could be permitted whilst ensuring that retail uses remain dominant. It is entirely legitimate for this to be established locally rather than through PPG6.

***Change Proposed – Proposal SF.4:***

*....(ii) where an A2 or A3 similar use is already located within the Primary Shopping Area and a grant of permission for relocation to alternative premises would not result in a net loss of retail units....*

***Change Proposed – paragraph 8.27:***

*.... In such cases, ~~applicants will be expected to enter into the local planning authority will seek~~ a planning obligation restricting the use of the ground floor of the vacated premises to retail use (Use Class A1), so as not to lead to an overall loss of retail units in the Primary Shopping Area.*

**Issue 8.11**  
**Paragraph 8.30**

**Representation:**

**Cadbury Schweppes PLC (260/2)**

There is a conflict between paragraph 8.30 and 8.6 which states that "it is not expected that further out-of-centre development will be justified during the Plan period".

***Change sought - delete the phrase "it is not expected that further out-of-centre development will be justified during the Plan period" from paragraph 8.6.***

**City Council's Response to Representation**

The alleged conflict between paragraph 8.6 and 8.30 is dealt with at Issue 8.2 above, where it is concluded that paragraphs 8.4 – 8.6 will need to be updated to reflect the results of the Winchester Retail Study 2003. Paragraph 8.30 also needs updating as a consequence, although the references to the sequential approach that it contains should be retained.

The Winchester Retail Study concludes that residents in Winchester have access to retail warehouses selling most bulky goods, although the retention of bulky goods expenditure is relatively low, with the most obvious area of deficiency appearing to be in furniture retail warehouses. In quantitative terms there could be scope for 3,700 sq. m. gross of retail warehousing floorspace in Winchester (without the Winchester City North MDA). However the Study highlights the sequential approach in PPG6 and the requirement for retail developers to demonstrate a clear need for the development, and that

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***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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it cannot be accommodated on a sequentially preferable site in or on the edge of the town centre.

The Study concludes that it may be possible to accommodate some bulky goods retailing in the town centre, in line with the sequential approach, reducing the retail warehouse floorspace projection (and consequently increasing the scope for town centre retail provision). The Study therefore suggests that is not necessary to allocate sites for retail warehousing in the Local Plan, as the scope for meeting comparison shopping needs should be determined in taking account of the nature, scale and content of any proposed town centre developments. Consideration should, therefore, be given to the ability of the town centre to accommodate bulky goods provision, which may need to be disaggregated into the various types of goods that may be sold.

It would be necessary for retail warehouse developers to demonstrate a clear need for their development and that it cannot be accommodated on a sequentially preferable site within, or adjoining, the town centre. Consideration would also need to be given to the impact on the vitality and viability of the town centre and transportation issues.

The proposed replacement for Proposal SF.1 (see Issue 8.3) includes a series of criteria which any proposed development outside defined town and village centres would need to satisfy. These relate to the format, scale and design of development, impact on vitality/viability, and transportation issues. It is, therefore, considered that the proposed new SF.1 provides an appropriate criteria-based policy, incorporating the matters recommended by the Winchester Retail Study. A separate proposal relating to retail warehousing is not, therefore, proposed, although revisions are proposed to paragraph 8.30 to update the situation to reflect the results of the Study.

***Change Proposed – paragraph 8.30:***

.....Examples are furniture, carpets, do-it-yourself and household electrical goods. The Winchester Retail Study (2003) Assessment of Retail Floorspace in Winchester 1998 concluded that, although Winchester has a slightly lower than average amount of retail warehousing floorspace, there is no need for the Local Plan to allocate further retail warehousing land for further retail warehousing is identified for the Plan period. It is expected that part of the capacity for retail warehousing that is expected to arise over the Plan period will be accommodated on suitable town centre sites that accord with the sequential approach to the provision of retail floorspace. Any proposals for retail warehousing development would have to follow the sequential approach and meet the requirements of Proposal SF.1.

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**Issue 8.12**  
**Paragraph 8.33**

**Representation:**

**GOSE (261/57)**

**City Council's Response to Representation**

It is accepted that a reference to the scale of rural shopping facilities would help to make the Plan clearer. It is, therefore, proposed that paragraph 8.33 is amended.

Paragraph 8.33 outlines the general approach towards proposals for shops in rural areas. A garden centre would have to satisfy the

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PPG6 refers to the importance of scale with regard to retail proposals, which does not appear to be reflected in paragraph 8.33.  
***Change sought - not specified.***

**Thompson Bros (Esher) Ltd (290/4)**  
No regard is given to retail facilities such as garden centres. These cannot be accommodated in town centres but do not impact on their vitality and viability.  
***Change sought - add a new Proposal (detailed wording suggested) permitting new garden centres, with new/amended explanatory text.***

sequential approach like all other retail and leisure uses. It is recognised that due to the requirement for large, open-air display areas, they often cannot be accommodated within the existing town centres and may, therefore, be acceptable outside town centres as long as they do not harm vitality and viability. Garden centres can aid the diversification of the rural economy. Paragraphs 8.31 to 8.34 offer general guidance on shops in the countryside, regardless of the type of development proposed and garden centres would need to satisfy Proposal SF.1 (by assessing need and following the sequential test) like other retail developments. It is, therefore, concluded that there is no reason to deal with garden centres separately by adding a new proposal.

***Change Proposed – paragraph 8.33:***  
*In assessing proposals for shops and other retail uses in rural areas, the Local Planning Authority will apply the 'sequential approach', taking account of whether the proposal is small scale and required only to meet a rural need or eshould more appropriately be located in a town or village centre (see also Proposal SF.1)...*

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**Issue 8.13**  
**Proposal SF.5**

**Representation:**

**NHS Executive SE Region (452/7)**  
Need to fully consider impact on healthcare provision when identifying levels of contributions required as part of a development plan allocation/ planning application.  
***Change sought - amend Proposal SF.5 accordingly.***

**Cala Homes (South) Ltd (468/46)**  
Proposal SF.5 fails to consider the need for new, extended or improved facilities and services, at the reserve MDA at Winchester City (North).  
***Change sought – not specified.***

**City Council's Response to Representation**

Paragraph 8.36 makes it clear that, for the purposes of Proposal FS.5, health care facilities fall within the range of facilities and services that will be permitted within the settlements. Proposal DP.12 would resist development proposals that fail to make adequate provision for the facilities and services required by new development.

However, the local planning authority is rarely in a position to identify what specific facilities or services are needed or how they may need to be improved to enable them to accommodate new development. It does, however, take a proactive approach in liaising with health providers where major new developments are being planned, such as the MDAs (see for example Proposal NC.2). Elsewhere, service providers would need to take the lead if they were seeking to demonstrate that new development would result in a need for developer contributions to offset the impact of development and in advising on and justifying any specific requirements.

The Winchester City (North) MDA is only a reserve provision and, if it is triggered, a Masterplan will be drawn up for the MDA. Proposal NC.3 provides for the development of 'associated physical and social infrastructure' with the MDA (if triggered) and new facilities and services would, therefore, be required as part of the MDA. However, it is not possible or appropriate at this early stage to be specific about exactly which facilities/services may be required and at what scale and this should await the Masterplan process.

***Change Proposed – none.***

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**Issue 8.14**  
**Proposal SF.6**

**Representation:**

**City Council's Response to Representation**

The possible need for the NHS or other service providers to change their operations is acknowledged and the Plan includes permissive proposals that allow for this to happen (e.g. SF.5). Also, Proposal SF.6 does not preclude the continued use of such sites for the



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**NHS Executive SE Region (452/6)**

The Health Service will need to reconfigure itself over the Plan period, involving the procurement of new sites and buildings and disposal of surplus ones. SF.6 must recognise the regeneration value that can be offered by the appropriate redevelopment of surplus land and assets which have had a healthcare or community use. The NHS Trusts/Health Authorities must decide which are "no longer practical or desirable", not the local planning authorities.

***Change sought*** – add "or, where appropriate, other public authorities" after "where the Local Planning Authority" and before "is satisfied".

**R Tutton (1360/2)**

Proposal SF.6 is unduly onerous and fails to recognise the changing market forces that lead to the closure of facilities and services. The effect is that buildings stand unused for long periods, to the detriment of the area's character and at odds with sustainability aims.

***Change sought*** – delete Proposal SF.6.

**P Dines (1183/1)**

Proposal SF.6 is contrary to Government guidance in that it seeks to resist the loss of uses that may not be located in accordance with the objectives of PPG6 with regard to sustainability. It restricts the change of use of both public facilities, shops and pubs. Pubs are not a community facility or service and should not therefore be included.

***Change sought*** – delete the reference to "pubs" in paragraph 8.36 and include the following: "public houses and shops are excluded from this restrictive policy as they may be located in more appropriate town centre locations, in accordance with PPG6".

provision of facilities and services, which may be different to those currently provided. However, whilst it is for the service providers to determine how and where to provide their services, the local planning authority must provide the planning policies to guide service providers in making these decisions and must determine any planning applications made.

It is important that adequate land is available for the range of community facilities and services that may be needed and the planning authority has an important role in seeking to ensure this is achieved. This is especially important when competing land uses such as housing are capable of inflating land values well beyond the levels that many local facilities could sustain. It is, therefore, considered entirely reasonable that the Plan should require applicants to test whether there are other facilities and services that may be able to use the site before other uses are permitted, even if this may result in the site remaining vacant for a while. Proposal SF.6 is needed to stop unnecessary losses of important local facilities and services. This can help to meet sustainability aims as it can reduce the need to travel by retaining facilities and services close to where people live.

Community facilities and services may well be provided on a commercial basis and some of those that are, such as pubs, local shops, Post Offices, etc, are some of the most important in local communities. It is not therefore accepted that pubs (or any of the other facilities listed in paragraph 8.36) should be deleted.

***Change Proposed*** – none.

**Issue 8.15**  
**Sparsholt College**

**Representation:**

**Sparsholt College (353/various)**

**City Council's Response to Representation**

Sparsholt College has made representations on various parts of the Plan seeking the definition of Sparsholt Collage as a settlement, sustainable educational campus, or other designation that would provide for future development of the College campus. The Hampshire County Structure Plan Review contains a series of policies on higher education establishments, which provide for educational

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**Analysis of Representations on the Deposit Plan**

**CHAPTER 8: TOWN CENTRES, SHOPPING & FACILITIES**

**Summary of Representation.**  
***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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Various representations seeking definition of Sparsholt Collage as a settlement, sustainable educational campus, or other designation providing for development of the College.

***Change sought – define Sparsholt College as a settlement, sustainable educational campus, or other designation allowing for necessary development.***

development and student accommodation within built-up areas, as defined in local plans (Policies ED1 & ED2). Policy ED3 provides for free-standing educational campuses to be developed exceptionally, if they are adjoining built-up areas and cannot be accommodated within them. Policy ED3 requires student accommodation to be provided in such schemes and for them to be well-served by public transport.

Sparsholt College does not fit into the circumstances provided for by any of these policies, as it is well beyond any built-up area but is a well-established and substantial institution in its own right, with considerable built development. It is not a 'new-build' proposal, as envisaged by ED3, but is a large establishment in the countryside. As an important and thriving educational institution, the College may have legitimate development needs. It would, therefore be appropriate to provide some guidance within the Plan for large educational establishments such as this.

As these sites are within the countryside, policies restraining additional built development should continue to apply, but similar principles to those for dealing with MOD sites could appropriately be applied (Proposals E.5 and E.6). These would require new development to demonstrate an essential operational need for such a location and why the need could not be met within a defined built-up area; to use existing buildings or a limited amount of new-build; to produce a full site appraisal and brief for any larger proposals; to take account of residential accommodation needs; and to accord with other relevant policies.

There are several options for where such a proposal should be located within the Plan but it is concluded that the 'Facilities and Services' section of Chapter 8 would be the most appropriate. It is proposed that an additional proposal and explanatory text be added in this section which would be applicable to Sparsholt College and other large educational establishments in the countryside.

Although the College would prefer a proposal dealing specifically with Sparsholt College and identifying some form of development area, it is concluded that the opportunity should be taken to include a proposal that would guide development both at this College and other similar establishments in the District. The College is in the process of producing a masterplan for its campus, which is to be welcomed and is encouraged by Proposal DP.2. The masterplan will enable the proposals for the College to be considered formally by the City Council and, if acceptable, to be adopted as supplementary planning guidance.

***Change Proposed – new sub-heading, Proposal and paragraphs:***

Add new sub-heading, Proposal and paragraphs after existing paragraph 8.43.

***Further & higher education***

***Higher education provision in the District provides valuable facilities and is an important aspect of the local economy. Proposal SF.5 provides for such establishments to be developed and to expand within the defined settlements. The Plan's countryside proposals would resist the development of new establishments outside the defined settlements, but there are some establishments already***

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located in the countryside. In considering proposals for development at these locations a balance needs to be struck between the operational requirements of the establishment and the policies of restraint over development in the countryside that the Local Plan and Government policy applies.

Proposal SF.xx

Development which is essential for the operation of existing further and higher education establishments in the countryside will be permitted provided that:

- (i) the development and location proposed are essential for operational purposes and there is no suitable alternative site within a defined settlement (Proposals H.2 and H.3);
- (ii) any new buildings are either in replacement of existing development or are of a small scale and sensitively located so as not to increase visual intrusion;
- (iii) in the case of development of a more substantial scale, the proposal is accompanied by a full site appraisal and/or planning brief which respects the physical and policy constraints and opportunities affecting the site;
- (iv) in the case of an educational establishment, an assessment of the accommodation needs of students and the likely impact on the local housing market is made and appropriate provision made to ameliorate any harmful effects;
- (v) a transport assessment is carried out and appropriate measures put forward to ensure that travel demands are minimised and met in the most sustainable way;
- (iv) it accords with Proposal DP.2, DP.3 and other relevant proposals of the Plan, particularly DP.2, C.2-C.4, C.6-C.10, C.17, HE.1-HE.2, HE.13-HE.16, and T.1-T.5.

Proposal SF.xx applies to higher and further education establishments. Ministry of Defence establishments are subject to other proposals of the Plan (see Proposals E.5 and E.6). To be acceptable, development should be operationally essential with no reasonable scope for it to be accommodated in an existing settlement. Proposals should minimise harm to the character of the countryside by reusing existing buildings, minimising the amount of built development and giving careful consideration to the siting and design of any buildings or structures. Early consultation with the Local Planning and Highway Authorities will assist preparation of a site assessment and is encouraged.

Where a need is demonstrated for development of a scale that cannot be accommodated by reusing existing buildings, a full site appraisal or planning brief will be needed. This may be combined with the production of a master plan, as sought by Proposal DP.2. Any brief or master plan should take account of the countryside policies applying as well as any features or constraints of the site. Where educational development is proposed, there should be an assessment of the impact of any increase in student numbers, both in terms of transport implications and accommodation requirements. The provision of on-site student hostel accommodation may be acceptable if this can be satisfactorily accommodated and would help to reduce travel demands and pressures on affordable housing in the area. However, the development of independent dwellings, whether for staff or

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*students, would conflict with the Plan's aim of resisting residential development in the countryside and will be resisted.*

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