

**WATERLOOVILLE – UNIT 6
WELLINGTON RETAIL
PARK, PO7 7FG**

**RETAIL PLANNING
STATEMENT**

**HENDERSON UK
RETAILWAREHOUSE
FUND**

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1.0 INTRODUCTION

- 1.1 This Retail Planning Statement is submitted on behalf of the Henderson UK Retail Warehouse Fund, the owners of the Wellington Retail Park (formerly Gallagher Retail Park).
- 1.2 Wellington Retail Park is located adjoining the current designation of Waterlooville Town Centre. Units 1-7 form the main terrace of units along the north eastern side of the Park. Within this terrace, Unit 6 has become vacant. It was previously occupied by JJB Sports, before that company went into administration.
- 1.3 On 2 May 2006 planning permission (06/54013/009) was granted for the variation of conditions 16 and 17 of planning permission 01/54013/007 to allow for an increase in the floorspace of unrestricted A1 retail use. This was approved subject to 3 planning conditions.
- 1.4 Condition 2 precludes the sale of food from the whole terrace (Units 2-14) and limits the non-food goods which can be sold from Unit 6 specifically.
- 1.5 It is now recognised that the Retail Park forms an integral part of the shopping “offer” of Waterlooville Town Centre, and the Council is changing the designation of the Town Centre to reflect this. Specifically, the Council proposes to include the Park as a whole within Waterlooville Town Centre, and Units 2-14 within the Primary Shopping Frontages.
- 1.6 On 21 December 2012 we met Aaron Wright to discuss the removal of the restriction on the goods that can be sold from Unit 6, and in particular to allow for the sale of food. Ms Wright indicated support for this proposal. This Statement is therefore submitted in support of a planning application seeking the variations of condition 2 of planning permission 06/54013/009 as follows:-
- “Notwithstanding the provisions of any Town and Country Planning Uses Classes Order, Units 1-5 and 7 shown on Plan (insert ref) attached to this permission shall be used for the sale of food (other than confectionary and pet foods)”.*
- 1.7 The site and surrounding area for the application site is described in Section 2 along with the relevant planning history in Section 3. The proposals are set out in Section 4 along with a review of planning policy in Section 5.
- 1.8 The economic development implications of the proposed development are considered in Section 6, followed by a sequential assessment and consideration of retail impact in sections 7 and 8 respectively. Section 9 sets out our conclusions which is that the proposed development accords with the development plan and other material considerations and should be approved.

2.0 LOCATIONAL CONSIDERATIONS

Waterlooville

- 2.1 Waterlooville is located 9 miles north of Portsmouth, 24 miles north east of Southampton and 15 miles west of Chichester. It has excellent road (A3 (M)) and rail connections, which are described in more detail in the Transport Statement.
- 2.2 The town has an urban population of 63,500 with a planned urban extension. Approximately 139,000 people live within a 10 minute drive of the centre. The shopping function of the town therefore serves a large catchment population.

Waterlooville Town Centre

- 2.3 Waterlooville Town Centre contains some 169 units in over 39,230sqm floorspace (Experian Goad). Many units are located on London Road, which is the traditional main shopping street in the town and which originally formed part of the A3 road network. The opening of the Maurepas Way in 1981 enabled through traffic to by-pass the town centre, from the Rockville Drive junction in the south, around the west and north of the centre, to the Hulbert Road junction in the north. Arising from the formation of Maurepas Way, London Road was partially pedestrianised between 1981-83 and the character and function of London Road changed to provide a more attractive and safer pedestrian environment. Further enhancement works have recently been undertaken to it.
- 2.4 High Street can be considered in two parts; first to the north east the St Georges Walk-Stakes Hill Road junction and second to the south west of it.
- 2.5 The prime shopping area of High Street is north east of St Georges Walk. There are 46 units within this area of which just four are vacant. There is a significant concentration of multiple retailers in this area, including Peacocks, Shoe Zone, Claire's Accessories, Boots, Superdrug, WH Smith's, Poundland, Game Station, Carphone Warehouse, EE, and Phones 4 You, McDonalds, Thomsons travel agents, Fabric Warehouse, Timpsons, Nat West, Halifax, Santander and HSBC.
- 2.6 To the south west of St George's Walk, with the exception of Dorothy Perkins and Day Lewis, the multiple outlets are banks/ building societies (Barclays, Lloyds TSB and Nationwide), food and drink outlets (Subway, Domino and Poppins cafe/ restaurants) as well as betting offices (Betfred and Ladbrokes) and an amusement outlet (Stardust). There are 49 units in total in this part of the town centre. Whilst most units are independently occupied, only three units were vacant.

2.7 St Georges Walk and Stakes Hill Road have mixed characteristics. Both provide relatively secondary units in a mix of uses, whilst the roads provide access to the centre from a number of bus routes with stops on these streets. St Georges Walk provides a direct connection between London Road and Wellington Retail Park. It has a shop/ service character from High Street to the Wellington Centre but comprises predominantly office uses along with a church, church hall and service uses (citizens advice, dental etc) between the Wellington Centre and Maurepas Way.

2.8 A number of developments have taken place to provide additional retail units close to London Road: -

- The Wellington Centre was built as a pedestrian precinct to the north of London Road and east of St Georges Walk. Whilst the scheme is rather dated in appearance, it provides 28 shop and service units to a variety of national multiple and independent traders, with direct connections through the centre from a conveniently located surface level shopper's car park to London Road. Occupiers include M&Co, Iceland, the Post Office and Thomas Cook. There are three vacancies within this centre.
- The Boulevard is a pedestrianised area extending south east from London Road to the town library. It contains 22 units with occupiers including Costa (who also provide outside seating), Co-Op Travel and EE along with a variety of independent traders. Four units are vacant.
- The Dukes Walk development is located to the south east of London Road. Waitrose and Wilkinsons (Fitness First above) anchor this scheme, with a terrace of 10 retail units (all except two of which are occupied by multiple retailers) in between overlooking a shared surface level town centre car park. Waitrose is the only food retailer in a unit of 2,289sqm sales area – c.90% convenience goods sales. Other occupiers include New Look, Bon Marché, Edinburgh Woollen Mill, Robert Dyas and Card factory. The scheme has good connections with London Road via The Boulevard, but otherwise faces away from the rest of the centre. Connectivity with the south western part of the town centre is less good.
- There is an Asda superstore to the northwest of London Road. This is also bounded by, and takes vehicular access from, the A3 Maurepas Way. The store is accessible on foot from London Road and other parts of the Town Centre, albeit that the quality of the linkages are not ideal. Whilst the surface level car park serving the store is located between the store and the A3 (i.e. furthest away from the Town Centre) it

does serve as a town centre car park subject to a 2 hour limit. The store extends to c.3,285sqm of which approximately 60% is used for the sale of convenience goods and remainder for comparison goods sales. Specialist counters including a bakery, deli and fish counter are on offer, as well as a pharmacy, kiosk and photo processing outlet.

- Wellington Retail Park provides 13 large comparison goods retail units. It is located adjoining the original town centre, connected to it via an underpass beneath the A3. The Council has granted planning permission for a new 4,236sqm net Sainsbury superstore on the Salvador Caetano Coach Builders site immediately to the north of Wellington Road Park. Approximately two thirds of the sales area of that store will be used for convenience goods, and the application package includes proposals to improve connections to the Town Centre through the Retail Park and via a new pedestrian ramp to a pedestrian crossing over the A3. Implementation of that permission has begun.

Wellington Retail Park

- 2.9 Wellington Retail Park, was built in three phases between 1987-2001. It is accessed from the B2150 via Aston Road and Hambledon Road, although there is a slip road from the A3-B2150 roundabout junction into (but not out from) the retail park for customers.
- 2.10 Unit 6 is located within the main terrace (phase 3). It has a ground floor area of 924sqm and a 726sqm mezzanine. Servicing of it is to the east.
- 2.11 The application site is not located within the flood plain, and we are not aware of any other environmental designations affecting it.

Existing and Proposed Supermarket Provision

- 2.12 There are three existing, and one proposed, main supermarkets/ stores within Waterlooville along with a discount foodstore at Cowplain. These are as follows: -
- | | | | |
|--------------------|-------------------|--------------|---------------|
| • Asda | Portland Road | 3,285sqm net | 1,905sqm conv |
| • Iceland | Wellington Centre | 465sqm net | 432sqm conv |
| • Waitrose | Dukes Walk | 2,289sqm net | 2,014sqm conv |
| • Sainsbury (Prop) | Hambledon Road | 4,236sqm net | 2,824sqm conv |
| • Lidl | Cowplain | 892sqm net | 714sqm conv |
- 2.13 In addition, there are further large stores at Bedhampton (Asda) to the south and Horndean (Morrisons) to the north, both of which are located close to the A3 (M).

- 2.14 In 2012, planning permission was granted for food retail use in one of the two units created from the former Focus building (planning permission APP/12/00330). This is now being implemented on a partial basis, through the letting of one of the units to a discount retailer selling a limited amount of food within a predominantly comparison goods offer. This will be a technical implementation of the permission, but will have a di minimus effect on food shopping patterns.
- 2.15 The application subject of the Sainsbury planning permission included an Economic Development Statement which forecast trading patterns following the opening of the Sainsbury store at Hambledon Road. The Retail Statement submitted in respect of application APP/12/00330 adopted Sainsbury's forecast trading patterns as a base to assess the retail impact implications of a food unit in the former Focus building. A similar approach has been adopted in relation to the proposals for Unit 6.

3.0 PLANNING HISTORY

3.1 The base permission for the retail terrace comprising units 1-7 is outline planning permission was granted (99/54013/003) for the erection of 10,126sqm non-food retail units, 1,207sqm garden centre, 232sqm fast food unit with access, parking and servicing, Conditions 16 and 17 restricted the range of goods which can be sold. The reserved matters approval (00/54013/004) was granted on 23 February 2001.

3.2 Conditions 16 and 17 of planning permission 99/54013/003 have been varied on several occasions: -

- On 9 July 2001 a Section 73 application 01/54013/006 was approved. Conditions 1 and 2 imposed to new conditions relating to the goods sold and floorspace of the approved scheme; and
- On 2 May 2006 planning permission 06/54013/009 approved further changes and represents the current restrictions on the units.

3.3 Three conditions were attached to planning permission 06/54013/009, although the first and last are no longer of relevance. Condition 1 was a standard 3 years for implementation condition and condition 3 limited occupation of Units 4, 5 and 6 for a period of two years from the date of the permission (i.e. until 2 May 2008).

3.4 However, condition 2 of planning permission is of continued relevance, and it is this condition which the application subject of this Statement seeks to vary. It states:-

Notwithstanding the provisions of any Town and Country Planning Uses Classes Order, Units 1- 7 shown on Plan 05/007-11 attached to this permission shall not be used for the sale of food (other than confectionary and pet foods); and Unit 6 shall not be used for the sale of clothing (other than sports goods) , footwear (other than sports goods), fashion accessories (including handbags, luggage, watches and jewellery), books, stationery (except where sold from an Office Supplies Store), perfumery and toiletries, music, records, CD's, audio and video tape (including hire), china, glass goods and kitchenware, unless any of the above are ancillary to or related to the main range of goods.

3.5 The reason given for the imposition of the condition is to ensure that the vitality and viability of the existing Waterlooville Town Centre is not undermined by the nature of the retail uses permitted on this site, having regard to Structure Plan Policies S3 and S3 and Policies TC2, TC3 and TC 4 of the Havant Borough District Wide Local Plan 1996-2011.

3.6 The Sainsbury store beyond the Retail Park was approved after APP/10/00585 was granted.

4.0 PROPOSED DEVELOPMENT

- 4.1 Henderson wishes to re-let Unit 6 to a food retailer. The application seeks the variation of condition 2 of planning permission 06/54013/009 (itself a variation of conditions 16 and 17 originally imposed on planning permission 99/54013/003) to allow for unrestricted food and non-food use in Unit 6. The following variation of the condition is proposed (changes shown in bold and underlined): -

*Notwithstanding the provisions of any Town and Country Planning Uses Classes Order, Units 1-**5 and** 7 shown on Plan **(insert refer)** attached to this permission shall not be used for the sale of food (other than confectionary and pet foods); ~~and Unit 6 shall not be used for the sale of clothing (other than sports goods), footwear (other than sports goods), fashion accessories (including handbags, luggage, watches and jewellery), books, stationary (except where sold from an Office Supplies Store), perfumery and toiletries, music, records, CD's, audio and video tape (including hire), china, glass goods and kitchenware, unless any of the above are ancillary to or related to the main range of goods~~ (Proposed insertions in bold, deletions struck through).*

- 4.2 Unit 6 has a ground floor area of 924sqm and a 726sqm mezzanine. It is very unlikely that a food retailer would trade from mezzanine level from. Therefore, in practice we would expect that any occupier would have a sales area of up to c.878sqm (95% of 924sqm), with storage, administration, staff facilities and any other ancillary functions upstairs.
- 4.3 All food retailers sell a proportion of comparison goods, but for the purposes of this assessment we have assumed 100% convenience goods sales.
- 4.4 The sales density of food retailers varies significantly from discount stores (c.£4,500/sqm) to larger mainstream outlets (c.£12,000). We consider that £10,000/sqm is a reasonable base level for this assessment.
- 4.5 Therefore, the application is assessed based upon a turnover of £8.78 million (878sqm at £10,000/sqm) which is considered realistic for a scheme of this size and nature.
- 4.6 Food retailers typically employ more staff than non-food operators and therefore we consider that the employment in a food unit is likely to increase the provision of jobs compared to an equivalent non-food operator.

5.0 PLANNING POLICY

National Planning Policy Framework

5.1 The National Planning Policy Framework (NPPF) is a material consideration in planning decisions. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government's view of what sustainable development means is based upon three mutually dependent roles:-

- The economic role should contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation;
- The social role supports strong, vibrant and healthy communities, by providing sufficient housing, creating a high quality built environment, with accessible local services and support its health, social and cultural well-being; and
- The environmental role – contributing to protecting and enhancing our natural, built and historic environment.

5.2 The planning system should play an active role in guiding development to sustainable solutions. Paragraph 14 confirms that at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

5.3 The 12 core land-use planning principles that should underpin decision-taking include: -

- Planning should be a creative exercise in finding ways to enhance and improve places;
- Proactively delivering the homes, business units etc to meet needs.
- Always seeking high quality designs and a good standard of amenity;
- Take account of the different roles and character of different areas, promoting the vitality of our main urban areas,
- Encourage the effective use of land by reusing land that has been previously developed;
- Promoting mixed use developments and multiple benefits from the use of land in urban.

5.4 Paragraphs 18-22 address the delivery of sustainable development to build a strong, competitive economy. This states that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths,

and to meeting the twin challenges of global competition and of a low carbon future. The planning system should operate to encourage and not impede sustainable growth. Significant weight should be placed on the need to support economic growth through the planning system.

5.5 These principles are set out in more detail under the heading “*Delivering Sustainable Development*” including building a strong, competitive economy, as well as “*Ensuring the Vitality of Town Centres*”.

5.6 The NPPF states that planning authorities should apply a sequential test to such uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. Retail impact should also be considered for such developments over 2,500sqm or other local thresholds.

Planning for Growth 2011

5.7 In the 23 March 2011 Written Ministerial Statement “*Planning for Growth*”, the Minister of State for Decentralisation emphasised the key role of the planning system in ensuring that the sustainable development needed to support economic growth is able to proceed as easily as possible. He confirmed that the promotion of sustainable economic growth and jobs as the Government's top priority in reforming the planning system. Except where it would compromise the key sustainable development principles, the clear expectation is that development and growth should be approved.

Development Plan

Core Strategy

5.8 The Havant Core Strategy was adopted in March 2011. Policy CS4 concerns Town, District and Local Centres, and guides the broad quantum of proposed new comparison goods floorspace (approximately 13,000 square metres (net) up to 2016 in identified centres. Waterlooville, along with Havant is a designated Town Centre within which planning permission will be granted for “*appropriate town centre development proposals*” that promote and enhance the centre. Other elements of the policy seek to-

- Enhance the evening economy of the town and district centre.
- Retain and enhance local markets.
- Support small and independent businesses.
- Encourage high quality, mixed-use development in designated centres that retain active ground floor frontage.

- 5.9 The subsequent supporting paragraph (3.39) states that retail development outside the defined centres will need to be assessed in terms of Government guidance in PPS4, especially the sequential approach to site selection and retail impact.
- 5.10 Supporting paragraph 3.49 goes on to state that the spatial distribution of the new comparison retail floorspace will facilitate approximately 4,000sqm in the west of the borough at sites within the town centres, consistent with the scale and character of the centre, in the Development Delivery (Allocations) Plan.
- 5.11 Saved policy Local Plan Policy TC1 defines the hierarchy of centres, with Waterlooville being one of two Town Centre's in the District. This policy confirms that planning permission will be granted for development of a scale and kind related to the role of each centre. The supporting text notes that whilst providing a convenience shopping function, Waterlooville also provides a comparison role with greater market shares in the non-food sector than district and local centres. Policy D1, referred to in the reason for condition 2 of AP/10/00858, was not saved when the Core Strategy was adopted.
- 5.12 The Hampshire Structure Plan, referred to in the reason for imposing condition 2 of planning permission 06/54013/009), is no longer relevant. Local Plan policies TC2, 3 and 4 which are also referred to in the reason for that condition have not been saved either.
- 5.13 The Council has begun work on more detailed designations and policies for the Borough, culminating in the publication of the Havant Borough Draft Local Plan (Allocations) in December 2012. Prior to this, Henderson has taken part in the "call for sites" and "what do you want from your town, district and local centres" consultation. The latter proposed extending the boundary of the town Centre to include Wellington Retail Park, which was supported by Henderson. This proposal has been carried through the Havant Borough Draft Local Plan (Allocations) Plan which not only shows the Park within the Town Centre Boundary, but the terrace comprising Units 1-7 as being in the Primary Shopping Frontage. The plan showing this is enclosed at Appendix 1.

Policy Evidence Base

Town Centres, Retail and Leisure Study

- 5.14 Nathaniel Lichfield and Partners (NLP) produced the Town Centres, Retail and Leisure Study report for the Borough Council in March 2009. This included an assessment of the quantitative need for additional comparison and convenience goods floorspace, the outcome of which (set out on page 66) underpins the overall comparison goods floorspace

requirements set out in Policy CS4 as well as the distribution of that floorspace set out on the Key Diagram.

- 5.15 Interestingly, NLP recall that the Borough Council's health check of Havant in 2005 found Waterlooville town Centre to be performing well in terms of four of the six criteria adopted. NLP's own assessment, despite being undertaken in recessionary conditions, found the health of the centre to have improved (paras 7.10-11).
- 5.16 NLP identified potential development opportunities to accommodate the proposed growth. The only short term scheme in Waterlooville was for up to 1,000sqm gross floorspace at 308-312 London Road. They also considered that there was a "reasonable" prospect of up to 10,000sqm being developed on a former allotments site by 2016.

Town Centre Vitality and Viability Assessment

- 5.17 Whilst Commercial Road, Portsmouth remains the most visited shopping centre for Havant's residents, its trade draw from the Borough has declined since the shopping surveys conducted by the Council were first undertaken in 1995. It is Havant's centres, particularly Waterlooville Town Centre, which have benefited from the trade loss by Commercial Road.
- 5.18 The assessment advises that Waterlooville's market share of non-food shopping trips had increased from 16.5% in 2001 to 19.8% in 2003, which was found to be directly attributable to the expenditure clawed back from Portsmouth (especially Commercial Road) arising from the Dukes Walk and the Hambledon Road Retail Park schemes. Both schemes were recognised to have increased the provision of national multiple retailers in the centre, which improved the public perception of the centre, and was identified as contributing to town centre's vitality and viability.
- 5.19 Class A1 representation in the Primary Shopping Frontages was considered to be strong and well above policy requirements, with a greater variety of uses in the secondary areas. The centre was also considered to have a greater proportion of larger shop units than the UK average due to the size of the relatively modern units located in the London Road Precinct and Dukes Walk.
- 5.20 Whilst convenience retailers were said to be under-represented compared to the UK average, due to the presence of Asda and Waitrose, the provision significantly exceeds national average in floorspace terms. This was found to be notwithstanding the earlier closure of Kwik Save and the small Tesco on London Road.
- 5.21 The Assessment goes on to note public views that Waterlooville is considered to be a safe and comfortable place to shop, easy to move around in and free from traffic noise and fumes. However, access to the centre was recognised to be inhibited by the A3 which

restricts pedestrian movement into and out of the centre on foot or by cycle. The centre's car parks are considered to be well used and full at peak periods. The appearance of the centre was considered to be the most negative aspect of it, with no discernible architectural theme or buildings of architectural or historic interest.

6.0 ECONOMIC DEVELOPMENT CONSIDERATIONS

- 6.1 The delivery of sustainable economic growth and jobs is the Government's top priority in reforming the planning system. Core Planning Policy Principle 1 (of the NPPF), concerning the building of a strong, competitive economy, was relevant to the determination of application A/12/00330.
- 6.2 The application site is an accessible, previously developed site in the urban area. Unit 6 is an existing vacant building, which is physically capable of providing good quality accommodation for a new retail occupier. There are no environmental, amenity or other reasons limiting the potential occupation of the unit. Therefore, in principle, the unit is well suited to provide employment and economic development needs of business that wish to re-occupy it.
- 6.3 The lawful use of Unit 6 is for retail purposes, albeit on a restricted basis. There is interest in the re-occupation of it by a food retailer. We assess the acceptability of the proposed relaxation of the goods restriction in sequential and impact terms below. However, at this stage, we note that the location of the premises is highly sustainable for retail use in principle. The retail park is a large shopping area with free car parking that can facilitate linked trips. Such sustainable shopping patterns are particularly likely given the location of the Park between the original Town Centre and the approved Sainsbury's. We have explained above that the Council's own survey evidence identifies that the Park has helped claw back expenditure to the town and this is reflected in the proposed designation of this retail terrace as a main shopping frontage in the extended Town Centre. Accordingly, it will promote and enhance the Town Centre in accordance with Policy CS4.
- 6.4 Retailers selling food typically employ more people than comparison goods retailers. The Council granted planning permission APP/12/00330 last year for a food retail use on the Park. This is being implemented but via a discount variety store who will sell a limited amount of food as part of a predominantly comparison goods offer. However, in submitting application APP/12/00330 it was forecast that the provision of jobs on the application site would be 40 posts. Such forecasts could equally apply to Unit 6.
- 6.5 In light of the above, we conclude that the proposed development will deliver a sustainable economic development in terms of the NPPF, and a greater number of jobs than the approved scheme. Delivering such sustainable economic growth and jobs meets the Government's top priority to which significant weight should be attributed.

7.0 SEQUENTIAL APPROACH TO SITE SELECTION

Policy Requirements

- 7.1 As noted above, the objectives the NPPF is to deliver sustainable development patterns and promote the vitality and viability of town centres. In practice, this means meeting the need for development in a sustainable form, in accordance with the sequential approach to site selection and without unacceptably impacting upon the vitality and viability of a town centre. There is no longer a policy requirement to demonstrate a need for a retail development.

Policy Requirements

- 7.2 Sequential assessments should identify sites that are suitable and available for the proposed development in town centres before less central locations are considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants should demonstrate flexibility in the format and scale of their proposals.

Relevant Centres

- 7.3 The Council now considers that Wellington Retail Park is located within Waterlooville Town Centre. However, for the purposes of this assessment, it is considered an edge of centre site. However, clearly Waterlooville Town Centre the only relevant sites to consider.

Scale and Scope for Disaggregation

- 7.4 The retail study submitted in support of the planning application 2012/1031 undertook the sequential approach assessment based upon a threshold unit size of c.15% below the actual gross floor area. We have adopted the same proportions for this assessment. Therefore, as the unit is 1,650sqm gross, we have looked for units of c.1,400sqm.

Sequential Approach

- 7.5 We have surveyed Waterlooville Town Centre for vacant units which could accommodate the proposed development. The identified vacancies are set out in the table below and on the plan at Appendix 2.

Table 1 – Vacant Units Waterlooville Town Centre

Unit	Size (sqm)
230 London Road	230
79 London Road	110
81C London Road	350
Vacant Outlet – St Georges Walk	200
12 Wellington Way	70
10 Wellington Way	80
9 Wellington Way	90
2 The Boulevard Precinct	120
14 The Boulevard Precinct	60
17 The Boulevard Precinct	90
5 The Boulevard Precinct	70
3 The Boulevard Precinct	120
3 Queens Parade	90
2 Queens Parade	90

7.6 There are 14 vacancies within the centre. The largest of these is 230 London Road which extends to 230sqm. This is less than 17% of the threshold figure and therefore substantially smaller than the requirements of this assessment.

7.7 Therefore we conclude that there are no suitable existing vacant units in the centre that are anywhere near large enough to meet the requirements of a unit of 1,400sqm. Accordingly, those vacant units are unsuitable for the proposed development.

7.8 The Local Plan identifies development proposals for Waterlooville Town Centre, of which four are potential development opportunities: -

- TC2 Stakes Hill Road. This is a redundant access to the Albert Road car park for which a retail or service use with offices above is required at ground floor with a public footpath alongside it connecting the car park to Stakes Hill Road. Trees along the boundaries should be retained, as well as to the rear of the site. The rear building line should be aligned to 18-22 Stakes Hill Road, with on-site operational car parking in accordance with the Council's standards.

The site is too small for the proposed development. Furthermore, it has not come forward for development during earlier more prosperous economic times and therefore it is unlikely that the site would be both available and viable for the proposed development in the current economic circumstances. We conclude that this is not a sequentially preferable opportunity for the proposed development.

- TC3 Private access road adjoining 310-312 London Road for a shop unit with offices or residential accommodation above, subject to protecting rights of light,

providing appropriate servicing and parking, which should be accessed from Curzon Road. (See assessment below).

- WTC 4 – St Georges Walk/ Portland Road is a relatively large development area for the town centre, comprising a variety of established uses including new offices, a dental studio, funeral director and an advice bureau. The policy allocates the site for a mixed use development which is “*encouraged*” and which can be provided on a piecemeal basis.

NLP did not consider that this was a realistic development opportunity for a retail led scheme, a conclusion with which we agree. We conclude that this is not a sequentially preferable opportunity for the proposed development.

- TC7 – Former Allotments, Maurepas Way is allocated to meet identified needs for recreation and leisure on the edge of the centre, subject to satisfactory integration with the MDA and other requirements. Additional non-recreational uses, excluding retail, may be permitted. (See assessment below).

7.9 The NLP Town Centres, Retail and Leisure Study 2009 includes an evaluation of potential development sites in the Borough, including five in Waterlooville.

310-312 London Road

7.10 Only one site was considered to be available in the short term; WAT1 which comprises the two vacant units at 310-312 London Road as well as the adjoining hall and access road subject of Local Plan allocation TC3.

7.11 On 3 June 2008 planning permission (08/71767/002) was granted for the demolition of the existing and construction of a 4 storey building comprising 954sqm retail floorspace in three units and 14 flats. The site was subject of subsequent marketing by national and local agents and in 2009 NLP considered that there is a good prospect of securing a small scale retail development of up to 1,000sqm gross. (This would equate to c.700sqm net).

7.12 However, despite the marketing of the scheme the site has not come forward for redevelopment, the planning permission was not renewed and has therefore lapsed.

7.13 At the time that we were preparing our 2010 Retail Statement were advised that the owners of the London Road site, London & City Land Ltd, were likely to submit a new planning application which includes additional residential development. The reason for this was that the scheme subject of planning permission 08/71767/002 was not considered to be viable

and to improve viability additional open market residential units were required. That application has still not been submitted. There is no guarantee that if a revised application is submitted which includes additional residential accommodation, that it would be granted permission.

- 7.14 The buildings on the site are now demolished and it is to be used as a temporary car park. This is considered to be a positive short term use of the site when there is no interest in the redevelopment of it. It shows that the site is not currently suitable to meet market requirements.
- 7.15 Food retailers typically require deliveries each day to provide fresh products to their customers. Deliveries are precluded on Sundays and bank holidays within the approved redevelopment at 310-312 London Road by condition 19. Indeed, the also precludes deliveries before 8am Monday-Saturday. The reason for the condition is to protect the amenities of nearby occupiers. This is the same reason for the imposition of condition 6 which sets maximum noise levels within the habitable rooms of the proposed residential units. Accordingly, we consider that this site is not likely to be suitable for a foodstore use.
- 7.16 In conclusion we do not consider that the site is suitable, viable and available for the proposed development. Whilst this site is available for development in principle, there is no longer an extant planning permission for the site. The absence of the intended revised application with additional residential development adds to the uncertainty about the deliverability of a scheme on the site. One reason for the failure of the site to come forward to date is understood to be that the approved scheme subject of planning permission 08/71767/002 was not viable. Were a new scheme to come forward, the advice of NLP indicates that the retail units will not exceed 1,000sqm which is substantially below the threshold size of the unit's subject of this assessment. This and the noise/ delivery hours restriction result in a scheme which is unsuitable for a food retailer of the size proposed.

Raebarn House

- 7.17 We note that the Retail Statement for Sainsbury's application reviewed the potential of Raebarn house for retail development. The ground floor of this is occupied by The Fabric Warehouse and therefore the most suitable part of the building for food retail use is not available.
- 7.18 Various planning permissions have been granted for new uses of the upper floors residential and other uses, which we understand have been – in part at least – implemented. Therefore we do not consider that Raeburn House is suitable and available for redevelopment for retail purposes.

- 7.19 Site to rear of Raebarn House has planning permission for 14 apartments above the Raebarn House office parking area. A planning application (APP/11/00343) was submitted to renew that permission and, following receipt of a new Section 106 permission was granted on 2 November 2011.
- 7.20 The retail warehouse to the rear of Wickes is now vacant. Whilst this is located within the Town Centre boundary, it is outside the shopping frontages and further from the existing Primary Shopping Frontages than the retail terrace at Wellington Retail Park, within which Unit 6 is located. This view is reinforced by the proposed Town Centre designations of the Site Allocations document (see Appendix A). Accordingly, in our view, this vacant unit is not a sequentially preferable location to Unit 6, Wellington Retail Park.
- 7.21 NLP go on to advise that the former allotment site, which they reference as WAT2 (TC7 in the Local Plan) is a short-medium term opportunity for a large scale edge of centre retail development. However, given the absence of progress in bringing forward this site since the NLP report, we do not consider that it will be available within a reasonable period of time for the proposed development. Furthermore, as the Local Plan allocation of the site for leisure and recreation uses to meet an identified need, expressly excluding retail, and there is a requirement to integrate the scheme with the delayed MDA, we consider that NLP's short-medium term timescales for the development are optimistic.
- 7.22 Furthermore, even if the former allotments site were to be available for retail use within a reasonable period of time, like the application site, the allotments site is also edge of centre and therefore not sequentially preferable.

Conclusions

- 7.23 After allowing for flexibility we have surveyed the existing town centre, referred to the development sites of the Havant Local Plan, considered retail sites identified for the Council by NLP and assessed other sites. We conclude that there are no suitable sites that are available for the proposed development in a sequentially preferable location to the application site. Therefore, the proposed development accords with the sequential approach to site selection, and therefore the development will promote and enhance the town centre in accordance with Policy CS4.
- 7.24 Indeed, we note that NLP considered the household waste recycling centre site at Hambledon Road, which is located on the far side of the retail park from the town centre, to suitable for retail warehousing. The application site is closer to, and better related to, the main shopping area of Waterlooville than the waste recycling site.

8.0 RETAIL IMPACT

- 8.1 The NPPF sets a default threshold figure of 2,500sqm, above which retail assessments are normally required. Whilst the proposed development at 1,650sqm is just two thirds (66%) the size of this threshold, we have assessed the likely impact of the proposed development below.

Impact on Existing, Committed and Planned Investment

- 8.2 We have previously identified a commitment within Waterlooville Town Centre at 310-312 London Road. We have reviewed this site in Section 7, and concluded that the redevelopment of it is unlikely to come forward in the foreseeable future irrespective of the proposed food use within the application site. Whilst the London Road site is likely contain retail uses, the expired permission is for three units each with an average size of c.320sqm. Unit 6 at Wellington Retail Park is over five times the size of the proposed London Road units, and clearly aimed at a different type of occupier.
- 8.3 We therefore do not consider that the application proposals will impact on investment within Waterlooville Town Centre.

Town Centre Vitality and Viability

- 8.4 NLP note that in November 2005 the Council produced a vitality and viability assessment of Waterlooville Town Centre which identified that four of the six principle indicators of economic health showed that Waterlooville was performing well. NLP's assessment showed that, notwithstanding the recession, the health of the centre had improved between 2005-09.
- 8.5 The Centre continues to perform well. The most recent Goad Town Centre report for the Centre shows that its composition is based upon comparison goods (over 48% compared to 41% nationally) along with service uses (36% of units compared with 36% nationally). The proportion of floorspace in use for comparison goods sales and service uses is very close to the national average figure. The centre has relatively few units selling convenience goods (just over 5% compared to 8.5% nationally, but due to the presence of supermarkets the proportion of floorspace selling such goods (25%) is notably higher than the compared to 17% nationally. Vacancies are low at 10% of units (5% of floorspace) compared to 14% of units and over 12% of floorspace nationally.

- 8.6 Indeed the centre has a higher proportion (45.5%) of multiple outlets than the national average (29%), and 10 of the Goad 31 Major Retailers are present in the Centre including Boots, Carphone Warehouse, Dorothy Perkins, New Look O2, Phone 4 U, Superdrug, Waitrose, WH Smith and Wilkinson's. Other Goad Major Retailers are located at Wellington Retail Park including Argos and TK Maxx, with Sainsbury's under construction on an adjoining site.
- 8.7 We therefore consider that Waterlooville continues to be a vital and viable centre, with the majority of units being used for comparison goods or service uses. Convenience goods are generally sold in larger supermarket units, who are well placed to compete with new retail developments. Therefore, we consider that the application proposals will not unacceptable impact on the vitality and viability of the town centre.

Impact on In-Centre Trade/ Turnover

- 8.8 Unit 6 has a ground floor area of 924sqm and a 726sqm mezzanine. It is very unlikely that a food retailer would trade from mezzanine level, and therefore we forecast a sales area of up to c.878sqm (95% of 924sqm), which we are assuming will all be used for convenience goods purposes. Based upon this we have forecast a turnover of £8.78 million (878sqm at £10,000/sqm).
- 8.9 (As with application APP/12/00330), we have adopted the trading patterns used in the WYG Economic Development Statement for Sainsbury of September 2010. That Statement was prepared to assess the effects of the proposed Sainsbury store on existing trading patterns, and in particular the stores within Waterlooville, and formed the basis of the Council's decision to grant permission in retail policy terms.
- 8.10 We enclose at Appendix 3 a table which show the forecast trading implications of the application proposal. Columns A and B identify the turnover of existing stores, and Columns C, D and E the effects of the new Sainsbury store, based upon WYG's Table 8.
- 8.11 Column F sets out the revised turnover of the existing stores in 2016 (after Sainsbury has opened) and forms the baseline position for our assessment.
- 8.12 The table re-iterates the WYG figures which show that the proposed Sainsbury development will strengthen the convenience goods role of Waterlooville, in the same way that the Dukes Way and Welling Retail Park scheme's did with comparison goods shopping. The total convenience goods turnover will increase from £60.90m to £87.90m arising from the Sainsbury investment.

- 8.13 The proposal subject of this assessment is for a far smaller scheme than the Sainsbury store and therefore the trading effects of it will be far smaller. However, again the effect of the scheme will be to increase the turnover of convenience goods shopping in Waterlooville from £90.91m to £92.93m. The additional choice of a new store will make the town a more desirable location for food shopping.
- 8.14 Retailers compete most directly with stores that are most similar to them in terms of their location, size, format and offer. In this case the location, size and format of the proposed store is known, but the identity of the retailer (and therefore the character of the offer) is not known.
- 8.15 The closest store to the application site will be the new Sainsbury store. Shoppers driving to the new store will pass the Sainsbury, and all shoppers will be able to easily walk between the two stores. The nearest other stores are Asda followed by Waitrose. We consider that three quarters of the trade to the new store is likely to be diverted from those three stores, especially Sainsbury.
- 8.16 The effect of the proposed development on Sainsbury will be a 10.9% impact. The Sainsbury store will continue to trade very well and this level of trade diversion will be no threat to it.
- 8.17 The implications of the proposed development on Asda, Waitrose and the other general convenience goods shopping in the town centre will be to divert £2.81m from the convenience goods turnover of the established town centre. This will leave a resultant turnover of £51.90m which is only marginally less than the 2012 level forecast by WYG of £52.90m. Accordingly, we do not consider that the proposed development should have any unacceptable effect on these stores.
- 8.18 Furthermore, 15% is also shown diverted from Morrisons at Horndean and Asda at Bedhampton, with the remaining 5% being diverted from various other in-town and out of town sources. There are no planning implications of this trade diversion.
- 8.19 Therefore, in our view the impact of the proposed store upon the convenience goods turnover of Waterlooville will not amount to a significant adverse impact – even in light of the Sainsbury store – and will not threaten the health of the town centre. Indeed, as an edge of centre location for which connectivity to the centre is to be improved, the store can be expected to benefit the centre through linked trips to the shops and other services available within it.

8.20 Trade diversion from Cowplain will be very modest and will not threaten the health of the centre. Diversion from elsewhere is a matter of commercial competition rather than retail impact.

8.21 We therefore conclude that the proposed development is acceptable in terms of its potential impact on in-centre trade and turnover.

Conclusions

8.22 We conclude that the proposed development would not have an unacceptable retail impact in terms of investment within Waterlooville Town Centre, the vitality and viability of the centre or from trade diversion from the centre. Rather, it will promote and enhance the Town Centre in accordance with Policy CS4 and the NPPF.

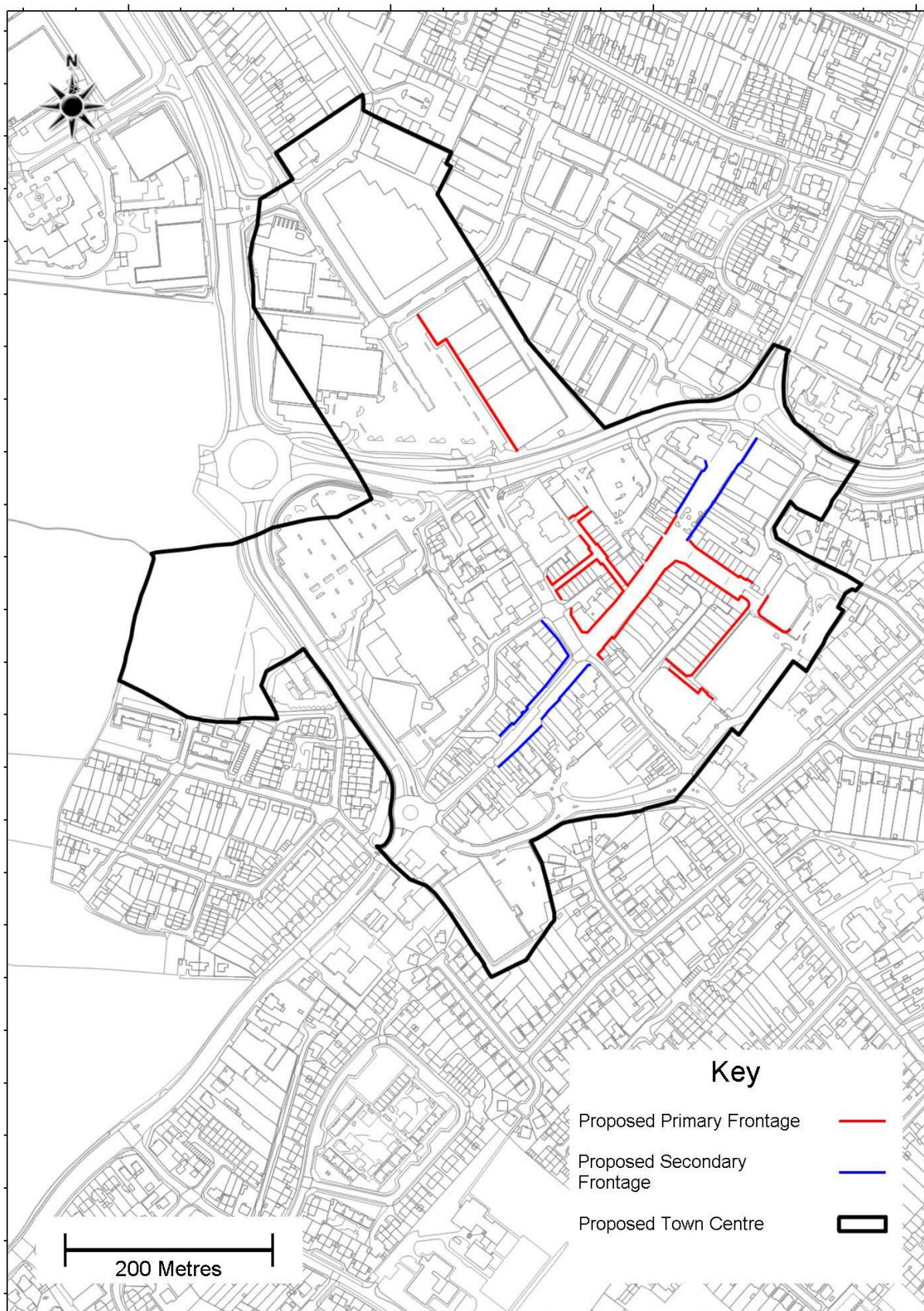
9.0 CONCLUSIONS

- 9.1 This Retail Planning Statement has been prepared on behalf of Henderson UK Retail Warehouse Fund to examine the acceptability of its proposals to amend condition 2 of planning permission 06/54013/APP to allow for the sale of food within Unit 6 Wellington Retail Park, Waterlooville. Specifically, this Statement assesses the proposals in terms of relevant economic development and town centre considerations.
- 9.2 Wellington Retail Park is located adjoining the established Waterlooville Town Centre. Planning permission APP/12/00330 establishes the principle of food retail use within a unit on the Park. Whilst that is being technically implemented, in retail policy terms the effect of this will be di minimus.
- 9.3 In Section 7 of this Statement we considered the economic development characteristics of the proposed development and concluded that it comprises a sustainable economic development in accordance with the NPPF. We consider that significant weight should be accorded to the positive economic development benefits that the proposals will deliver in determining the planning application.
- 9.4 We have also undertaken an assessment of potentially preferable sites within Waterlooville. Whilst the Council is proposing to extend the boundary of the Town Centre to include the Retail Park, and considers that Unit 1-7 should form a Primary Shopping Frontage, we have undertaken this assessment on the basis that the site is an edge of centre location. The assessment has been undertaken in accordance with the NPPF and based upon it we conclude that there are no sequentially preferable existing units or development sites which are suitable and available for the proposed development.
- 9.5 Whilst there is no requirement in terms of the NPPF to assess the impact of the proposed development, we have undertaken such an assessment in any event. We consider that the proposed store will not prejudice investment within Waterlooville Town Centre and that it is in a form which is acceptable in terms of town centre viability and in centre trade/ turnover. We therefore conclude that the proposed development would improve choice and competition without resulting in an unacceptable impact in accordance with the NPPF. Indeed, we note the Council's own findings on the effect of the opening of the Dukes Walk and Retail Park (Phase 3) was to increase the attraction of the town centre to shoppers. We consider that the proposal subject of this application will increase the attraction of it to food shoppers, promoting and enhancing the centre in accordance with Policy CS4.

- 9.6 Accordingly, we consider that the proposed development should be allowed in accordance with the NPPF and Policy CS4.

APPENDIX 1

Waterlooville Town Centre



APPENDIX 2



Waterlooville



Map Key – Vacant Unit Sizes (sqm)

- 0-100
- 101-250
- 251-500
- 501-1000
- 1001-
- 1001-
- Spur Road Development Site



APPENDIX 3

WATERLOOVILLE – WELLINGTON RETAIL PARK RETAIL IMPACT (FOOD)

Location	Store	A	B	C	D	E	F	G	H	I	J
		Turnover		Sainsbury 2012			Turnover	Proposal 2016			
				Trade	Residual	Impact		Trade Draw/ Diversion		Residual	Impact
		2010	2012	Diversion	Turnover		2016	%	£m	Turnover	
Waterlooville TC	General	£5.00	£5.10	£0.60	£4.50	11.8%	£4.65	2.0%	£0.18	£4.47	3.8%
	Asda	£30.30	£30.90	£4.40	£26.50	14.2%	£27.41	18.0%	£1.58	£25.83	5.8%
	Waitrose	£24.40	£24.90	£3.00	£21.90	12.0%	£22.65	12.0%	£1.05	£21.60	4.6%
	Sub-Total	£59.70	£60.90	£8.00	£52.90	13.1%	£54.71		£2.81	£51.90	5.1%
Edge of Centre	Sainsbury's				+£35.00		£36.20	45.0%	£3.95	£32.25	10.9%
	Wellington								+ £8.78	£8.78	
	Sub-Total				+£35.00		£36.20		+£4.83	£41.03	+ 13.3%
Waterlooville		£59.70	£60.90		£87.90		£90.91		+£2.02	£92.93	+2.2%
Cowplain DC	General	£6.30	£6.40	£0.30	£6.10	4.7%	£6.31	1.0%	£0.09	£6.22	1.4%
Out of Centre	Havant West	£11.50	£11.80	£0.60	£11.20	5.1%	£11.58	2.0%	£0.18	£11.40	1.5%
Havant	General	£22.90	£23.40	£0.30	£23.10	1.3%	£23.89			£23.89	0.0%
	Tesco	£51.00	£52.00	£3.70	£48.30	7.1%	£49.96			£49.96	0.0%
Bedhampton	Asda	£64.50	£65.80	£4.10	£61.70	6.2%	£63.82	7.0%	£0.61	£63.21	1.0%
Horndean	Morrison's	£31.40	£32.10	£4.20	£27.90	13.1%	£28.86	8.0%	£0.70	£28.16	2.4%
	Sub-total	£187.60	£191.50	£13.20	£178.30		£184.42		£1.58	£182.84	0.1%
Other		£54.20	£55.30	£9.70	£45.60	2.6%	£47.16	5.0%	£0.44	£46.71	0.9%
Total		£301.50	£307.70	£35.00	£311.80		£322.49	100.0%	£8.78	£322.48	