Local Plan

Havant BOROUGH COUNCIL

Town Centres Study

July 2020

Town Centres Study

Background Paper

Purpose of this paper	The purpose of this paper is to support and inform the Havant Borough Local Plan.
Why?	The findings and recommendations of this paper have been used to inform the review of the Adopted Local Plan; in particular the review of the policies relating to the town centres and retail development. In addition, the paper also recommends amendments to the Borough's town centre boundaries in order to make the town centres more flexible to the changing UK market.
Objectives	▪ Use national guidance, publications and trends to help inform the approach in the Local Plan to the borough's Town Centres. ▪ Conduct a health check of the town centres to ascertain the strengths and weaknesses of the town centres and determine where there may be opportunities for improvement (including regeneration). ▪ Propose amended town centre boundaries to help make the town centres more flexible to the changing UK market.

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1. Introduction

1.1 This paper is an update of the June 2016 report entitled ''Havant and Waterlooville Retail and Town Centres Study''. This paper has used the most up-to-date data and evidence that are currently available.

1.2 This study assesses the economic performance of Havant and Waterlooville Town Centres. It is part of a range of background evidence papers that Havant Borough Council has prepared to support and inform the Havant Borough Local Plan.

1.3 A range of data and information has been used to prepare this background paper. This has included national and sub-regional policies, national retail reports, local audits of use classes and vacancies, Experian Goad retail floorspace data as well as crime data for Havant and Waterlooville. Recent local background studies, such as the car parking papers, have also been used.

2. National Policy

The National Planning Policy Framework (NPPF)

2.1 The National Planning Policy Framework (NPPF) sets out a number of national policy guidelines that Local Planning Authorities (LPAs) should consider when drawing up Local Plans. Those relating to town centres can be found in Appendix 1. The table also reviews how these were addressed int eh adopted Local Plan, and whether or not the approach remains robust for the Local Plan Review, taking into account the findings of this paper.

The National Planning Practice Guidance (NPPG)

2.2 The National Planning Practice Guidance (NPPG) states the need for a 'town centre first' approach which also takes into account specific town centre policies. It presents specific recommendations for town centre strategies which should include an assessment of the current state of the town centre and flag up any opportunities to meet future development needs. Market signals for retail uses and their impacts on town centres should also be identified and taken account of. These should include national trends and existing rates of development both in and outside of the town centre relative to planned levels of completions. The guidance also recommends that audits of town centres should be undertaken covering a three to five-year period, which take the lifetime of the Local Plan into account and are subject to regular review (paragraph 2b-003).

2.3 The NPPG suggests ten indicators of relevance that local planning authorities can use to assess the health of town centres[1]. This background paper has considered data and information against eight out of ten of these indicators for Havant and Waterlooville Town Centres in sections 6 and 7 of this report, with a recommendation to review the remaining two indicators in future editions of this paper.

2.4 The ten NPPG indicators are:

a. Diversity of uses
b. Proportion of vacant street level property
c. Commercial yields on non-domestic property
d. Customer's views and behaviour
e. Retailer representation and intentions to change representation
f. Commercial rents

[1] Paragraph: 005 Reference ID: 2b-005-20140306, revision date 6th March 2014

g. Pedestrian flows

h. Accessibility

i. Perception of safety and occurrence of crime

j. State of town centre environmental quality

2.5 The NPPG also recommends that town centre strategies evaluate the options for individual centres and consider timeframes for the delivery of new retail floor space (paragraph 2b-003). Further details on new retail floor space in Havant Borough can be found in Section 6 of this study.

2.6 The NPPG goes on to advise (Paragraph 2b-005) that:

> *'Not all successful town centre regeneration projects have been retail led or involved significant new development. Improvements to public realm transport (including parking) and accessibility as well as other measures promoted through partnership can also play important roles.'*
>
> *'Any strategy should identify relevant sites, actions and timescales and be articulated in the Local Plan, so as to enable it to be considered by residents and investors; and it should be regularly reviewed to assess the change in the role and function of different parts of the town centre over time.'*

2.7 This retail paper has been prepared in the context of the above advice and includes a section on public realm as well as a consideration of parking. A fuller assessment of parking provision in Havant Town Centre is presented in a separate background paper published by Havant Borough Council in February 2016[2]. In addition, a Transport Assessment (TA) has been commissioned as a separate study, once published it will also inform the Havant Borough Local Plan.

[2] https://www.havant.gov.uk/evidence-base-studies/parking-studies

3. Sub-Regional Background

3.1 The Partnership for South Hampshire (PfSH), formerly PUSH, is a voluntary partnership of local authorities in South Hampshire.

3.2 PUSH produced the Spatial Position Statement in June 2016. This superseded the South Hampshire Strategy (2012), nevertheless, the Spatial Position Statement still categorised Havant and Waterlooville Town Centres as medium sized town centres alongside Gosport and Southsea (Figure 1).

Figure 1: Town centre hierarchy in South Hampshire[3].

3.3 The range and number of major comparison goods retailers in Havant, Waterlooville and other medium sized centres is smaller than that of larger centres such as Portsmouth, Southampton, Eastleigh and Fareham; all of which have larger catchment areas. As the closest city centre, Portsmouth's sphere of influence includes both Havant and Waterlooville. Nevertheless, both Havant and Waterlooville Town Centres benefit from the presence of major comparison retailers and include retail parks within their boundaries.

3.4 A retail catchment area is the area which residents travel within to make comparison purchases. In 2013, Havant and Waterlooville's retail catchment areas where ranked 347 and 292 out of more

[3] Found on Page 9 of the South Hampshire Strategy: http://www.push.gov.uk/south_hampshire_strategy_-_oct_2012-2.pdf. This hierarchy still remains in the updated Spatial Position Statement (June 2016)

than 3,000 retail centres respectively according to the Experian Retail Ranking. Please see ''Convenience and Comparison Goods Spending Patterns'' in Sections 6 and 7 respectively.

3.5 One of the guiding principles of the PUSH Spatial Position Statement (June 2016) is to ''*focus regional retail and office development in city centres first*'' and then focus on local retail, as well as housing and employment, in ''*main towns and urban areas first, where possible''* (see Paragraph 5.4 of the Statement). This focus reflects and reinforces a national shift towards increased polarisation of retail development onto larger centres, something that is both a threat and an opportunity in relation to town centre vitality (see Section 5).

3.6 Paragraph 5.65 of the PUSH Spatial Position Statement states that ''*population and economic growth can be expected to support increased spending on retail and leisure''*. As such, investment of retail and leisure facilities, as well as office development, is encouraged in the network of city, town and district centres across the sub-region. This reinforces the ''town centre first'' approach highlighted in the NPPG in order to combat against the loss of trade to larger centre and out of town locations. Moreover, Position Statement R1 of the PUSH document further emphasises that ''*development will be focused principally within existing centres, seeking to enhance their individual character and complementary roles; support improvements to public realm; and public transport and walking and cycling facilities*''.

3.7 Havant's largest retail units are located within the Central and Solent Retail Parks; both of which operate successfully within the town centre boundary. A new Next store and Marks & Spencer store were opened in the Solent Retail Park in April and June 2016 respectively. The presence of these businesses in Havant Town Centre should further increase its retail ranking against other competing centres.

3.8 In addition, the Wellington Retail Park in Waterlooville Town Centre has continued to grow in recent years and also operates successfully.

4. The Changing Role of Town Centres

The Portas Review (December 2011)

4.1 The adverse impact on town centres caused by the recession and the growth of e-commerce led to a series of influential reports on the future of town centres. The first was *The Portas Review: An independent review into the future of our high streets*[4], which was commissioned by the Government and published in December 2011. This report highlighted the rise of supermarkets and their move into sales of a greater range of comparison goods, for instance, stationery, books, flowers and homeware, as well as finance products and needs-based services such as opticians and doctors' surgeries that would previously have been found mainly in town centres. The report contained 28 recommendations. Those of most relevance to the study[5] are:

- the need for Local Authorities to use their discretionary powers to give business rate concessions to new local businesses and independent retailers (along the lines of those that charity shops were already receiving)[6];
- the need for free, controlled parking schemes in town centres;
- amendments to the Use Classes Order to make it easier to change the use of key properties on the High Street, increasing flexibility and helping to encourage diversity and reduce vacancies, whilst placing a restriction on betting shops by a recommendation that they should have a separate Use Class – a suggestion that the Government has now implemented through amended legislation[7];
- support for the use of lease structures other than upward-only rent reviews;
- further disincentives to prevent landlords leaving units vacant;
- the need for Local Authorities to make more proactive use of Compulsory Purchase Order powers to encourage redevelopment of key high street retail space.

[4] Portas, M (2011) *The Portas Review: An independent review into the future of our high streets*, December 2011.

[5] Several recommendations in the report were not included in this list as they relate to proposed legislative changes, e.g. amendments to the Use Classes Order, which are beyond the Council's remit to influence.

[6] Business rate discounts of £1,000 were introduced by the Government for smaller retail premises for two years from 1st April 2014 (increased to £1,500 in the 2014 Autumn Statement) (https://www.accountancylive.com/summer-budget-2015-business-rates-revaluation-and-reform)

[7] (an amendment to the Use Classes Order to take betting offices out of A2 (financial services) and categorise them as sui generis uses was made in April 2015 under the Town and County Planning (Use Classes) (Amendment) (England) Order 2015)

Beyond Retail (November 2013)

4.2 The Government's response to the Portas Review (*High Streets at the Heart of our Communities: the Government's Response to the Mary Portas Review*) included a commitment to work with an industry-led cross-sector Taskforce to look at a broad range of issues that have an impact on bringing commercial property into use or attracting investment in town centres.

4.3 The Taskforce report, *Beyond Retail: Redefining the Shape and Purpose of Town Centres*, was published in November 2013, and this built on Portas' observation of the decline of traditional town centres. The *Beyond Retail* report suggested ways in which this decline, which is being accelerated by use of home delivery and click and collect services, can be harnessed to regenerate town centres or maintain their existing performance. The report recommends that local authorities actively intervene by pushing for *"a smaller retail core, supplemented by the introduction of a wider range of uses such as food and leisure, accessible and affordable transport, housing, as well as a greater number of office and civic functions''.*

4.4 The Taskforce report notes that many town centres have too much retail floor space as a consequence of attempting to compete with out-of-centre developments and the trend for e-commerce and multi-channel shopping. It states further that this floor space is dated and of the wrong size and configuration to meet the needs of major multiple retailers, which have generally demanded larger units to accommodate their showrooms and merchandising. It argues that this trend should be countered by improving the leisure mix within town centres, by supporting local employment and residential uses close to the town centre and by reviewing car park pricing to make town centre shopping more attractive.

4.5 The report recommended that:

- long-term master planning to strengthen retail cores, re-configure town centre spaces and re-use obsolete areas by defining new uses;
- greater cross-border co-operation between local authorities to better understand the impact of evolving shopping patterns;
- retail capacity models to be adapted for changing business requirements that will see the need for fewer stores;
- proactive use of CPO powers in town centres to enable effective reconfiguration of space;
- use of the private sector led Tax Increment Finance (TIF) model to help finance public infrastructure as part of new developments;
- incorporation of strategies for use of digital and mobile technologies in town centres; and
- reviewing the quality, perceived safety and ease of access to, as well as the price of car parking in town centres.

4.6 Havant Borough Council is working to implement the recommendations of the two reports in Section 4 that are within its control and use its influence to implement the others. In relation to the recommendations of the *Portas Review*, there are a range of departments within the local authority working collaboratively to improve the town centre's environment for public benefit as well as that of retailers and businesses. The Council's planning and economic development teams work closely to support local businesses and improve economic performance, both in the town centres and the rest of the Borough.

4.7 In terms of the last recommendation above, there is free short-stay on-street parking available in Havant Town Centre as well as free off-street parking at the Solent and Central retail parks and at the Tesco and Waitrose car parks. With regard to Waterlooville Town Centre, there is free off-street parking at the Wellington Retail Park, as well as the Asda and Sainsbury's stores.

4.8 The *Beyond Retail* report also recommends strategies for use of digital and mobile technologies. Havant Borough is now covered by Virgin Media Superfast Broadband, which assists with the ongoing shift towards online shopping (discussed in more detail in Section 5) as well as the use of the internet for home working and leisure.

5. National Trends in Retailing and the Economy

5.1 This section reviews the current retail market and social trends influencing the retail sector. It draws on published data sources, including research by The Centre for Retail Research, the Local Data Company (LDC) and GVA.

5.2 The global recession, which started in 2008 and continued in the UK until the third quarter of 2012, caused a marked reduction in people's disposable income as a result of increased unemployment, low growth in incomes, and high housing costs. Despite this, there has been a continued and substantial growth in e-commerce and the evolution of multi-channel retailing throughout this period. The combined impact of these factors has had a very significant effect on town centres.

5.3 The growth rate of retail expenditure per capita in bricks and mortar stores fell nationally during the recession, particularly in the comparison goods sector. As a consequence, many multiple chain stores have closed or gone bankrupt (e.g. Borders, Woolworths), town centre vacancy rates have increased, and there has been a rise in the representation of charity shops, discount retailers, betting shops and payday loan businesses nationally[8]. This creates negative perceptions of town centres to visitors and presents a threat to the long-term viability of town centres as retail or leisure destinations.

5.4 In the face of heightened competition from out of town retailers, there was an increase in the closure of multiple chain stores in 2014 compared to 2013. A study by The Local Data Company (LDC) showed that out of 500 town centres there was a net reduction of 987 shops during 2014, as significantly fewer shops opened than closed their business premises. In the same year there was a net increase in occupancy of retail parks of 2.4%[9].

5.5 More recently there have been signs of economic recovery with a 2.6% growth in gross domestic product (GDP) in the second quarter of 2015 compared to the same quarter in 2014[10]. Footfall at retail parks increased by 3.1% in the year to July 2015, although high streets continued to suffer with a 2.2% decline in footfall in town centres in the same year[11].

5.6 The Local Data Company's (LDC) bi-annual Retail and Leisure Trends Report (titled ''Turning Point'') published on 14th September 2017, showed that the second quarter of 2017 saw the number of shops opening reduce by 84% compared to the second quarter of 2016[12]. The impact of the slowdown in openings resulted in a net loss of 207 shops in the second quarter compared to the net increase of 1,284 shops in the first quarter of the year. The net difference between the two quarters is the biggest fall between any two consecutive quarters in the past five years. The vacancy rate

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[8] http://www.theguardian.com/business/2010/jan/26/uk-recession-winners-and-losers
[9] *Openings and Closures: Report Summary End 2014*, The Local Data Company, March 2015
[10] ONS Statistical Bulletin, Gross Domestic Product Preliminary Estimate, Q2 (Apr to June) 2015 (http://www.ons.gov.uk/ons/rel/gva/gross-domestic-product--preliminary-estimate/q2-2015/index.html).
[11] http://www.retail-week.com/data/retail-parks-enjoy-best-footfall-growth-for-a-year-as-high-streets-suffer/5078076.article
[12] http://blog.localdatacompany.com/sharp-slowdown-in-shop-openings-in-second-quarter-of-2017

began to rise again in quarter two of 2017 and is likely to continue to do so according to the analysts of the LDC who have also indicated further uncertainty with regard to Brexit.

5.7 The above may be due to the increase in online sales in the UK. Online sales in the UK totalled £44.97bn in 2014, which increased to £60.43bn in 2016. In both years, the UK was the highest out of any European country and has had the highest recorded online shares of retail trade in the past three years (see Figure 2 below). Online shopping in Europe is expected to continue to expand with 14.2% growth in online sales forecast for 2017[13].

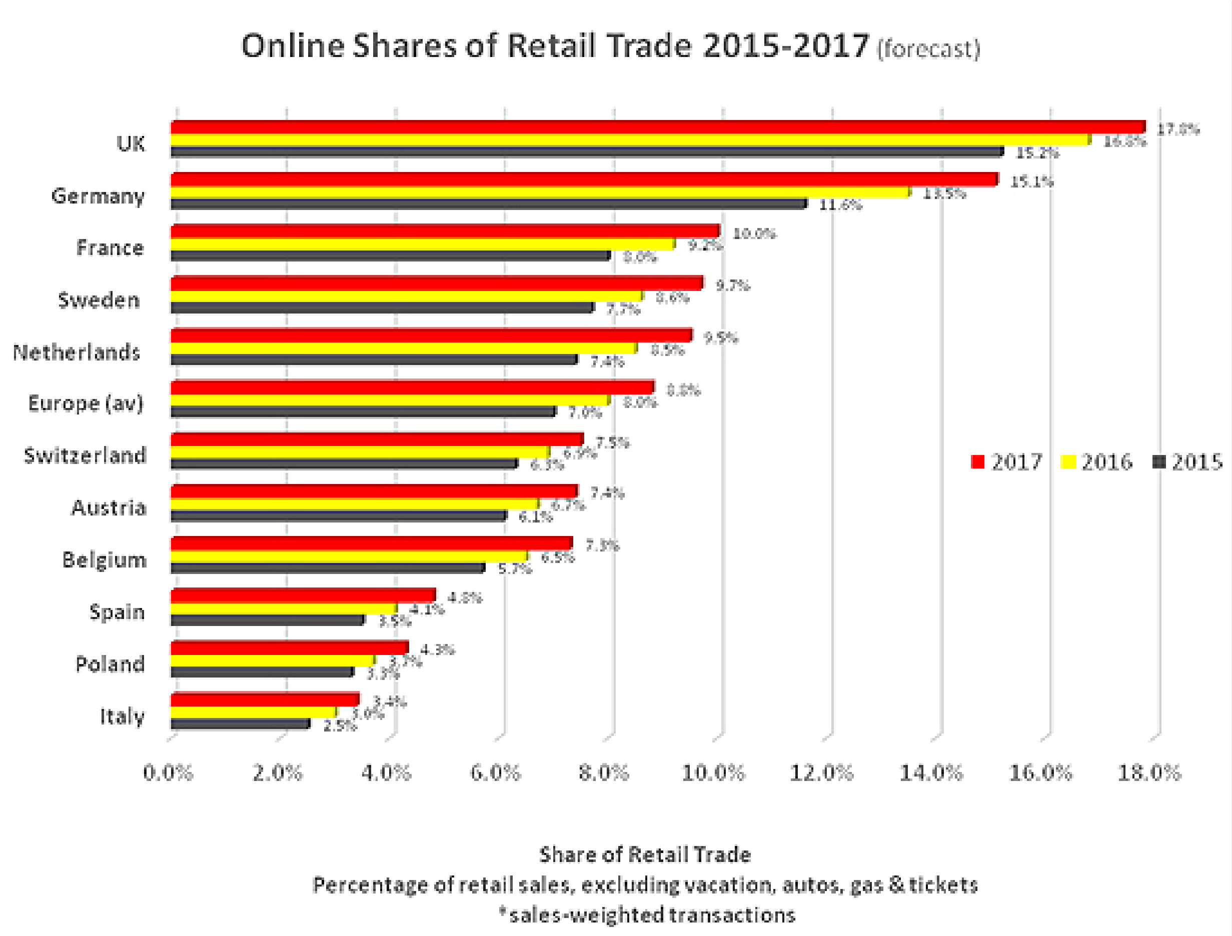

Figure 2: Online Shares of Retail Trade 2015-17 by European Country
Source: http://www.retailresearch.org/onlineretailing.php (Accessed June 2017)

5.8 Other digital channels for shopping have proliferated in recent years. Many retailers now report that up to one-half of website browsing occurs through customers using mobile devices; both smartphones and tablets. However, a much smaller proportion actually use their mobile device to make the final purchase, with other purchases made in-store or on the store's website, either for collection in-store or delivery to a home address[14]. This means that a smaller number of physical stores are now required to meet the needs of the retail public. Many successful retail chains have capitalised on this trend by offering interactive modes of shopping on their websites which enable customers to view products in three dimensions, compare different styles and then select from a

[13] Centre for Retail Research: http://www.retailresearch.org/onlineretailing.php (Accessed June 2017)
[14] Centre for Retail Research, http://www.retailresearch.org/onlineretailing.php

variety of alternative channels as to how to make their final transactions[15]. Moreover, the proportion of retailers offering alternative payment methods online via Amazon and PayPal has increased from 33% to 83% from 2015 to 2017. More specifically, 68% of 187 retailers surveyed were offering this through click-and-collect services in 2017, with the vast majority offering the service for free[16].

5.9 This shift away from in-store browsing habits presents a challenge to maintaining a traditional High Street retail presence, but it also provides opportunities to build current and ongoing trends into future planning for the town centre. The review of the Local Plan provides an opportunity to create a town centre that can adapt to the changing nature of retail, leisure and the evening economy. This may incorporate a wider range of non-retail uses, as recommended by the *Beyond Retail* study. Such an approach may be particularly effective at regenerating the heart of the town centre if it can be achieved as part of a comprehensive development. Planning options for creating a flexible town centre that can adapt to the changing retail/leisure markets would include; making better use of outdoor assets (i.e. Havant Park), creating high quality outdoor space for public interaction including seating areas (and provision of street cafés), provision of free Wi-Fi throughout the town centre, improved signposting, street paving and other public realm improvements. Havant possesses a wealth of local heritage, which is somewhat hidden at present. Therefore, incorporating a consistent style of design, which takes the town's local heritage into account and creates more of a traditional ''market town'' feel, could bring a unique sense of place to the town centre and be another way of making it even more attractive to retailers, shoppers and investors.

5.10 The attraction of medium-sized town centres such as Havant and Waterlooville for comparison retail shopping will in future be heavily influenced by the national shift in the retail market. Major multiple retailers are no longer setting their sights on as many locations for new premises now as a decade ago, but instead tend to target bigger centres, particularly where they are able to accommodate larger footprint stores. Where there may be difficulty in attracting major multiples to a centre due to its existing floor space configuration, it could be worthwhile adopting a modern, alternative policy approach, which takes account of these market trends. One way of doing this could be to put in place plans to consolidate the retail shopping core or town centre boundary and allow more A2 and A3 uses, and/or changes of use to leisure, residential and community uses. Such a tactic should be supported by analysis of what is planned in competing towns[17]. This is looked at further as part of the review of town centre boundaries of Havant and Waterlooville Town Centres in Sections 6 and 7 respectively, as well as in other recommendations in this paper.

5.11 Retention of traditional retail uses within the primary frontage of a town centre, where they can be viably achieved, may still be beneficial. However, recent guidance indicates that a town centre's retail function does not need to be dominated by comparison stores. The NPPG (Section 2) indicates the importance of schemes which are not retail-led. Meanwhile the *Beyond Retail* report (Section 4) suggests that, in light of the departure of national comparison goods retailers from town centres, local authorities need to identify their town centres' future role in order to differentiate them from other competing centres and to continue to attract people to shop, work, socialise and spend time there. For example, services and convenience retail uses could form part of a convenience and

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[15] *Retail Futures 2018: Shop numbers, online and the High Street – A guide to retailing in 2018* (Centre for Retail Research, 2013)
[16] Ampersand's Multi-Channel Retail Report (2017)
[17] Unlocking Town Centre Retail Developments, May 2012, GVA

service based centre, with an element of fashion and comparison goods and an improved leisure and evening offer.

5.12 Many smaller or medium-sized town centres including Havant and Waterlooville already have a strong provision of local services such as banks/building societies, hairdressers and coffee shops, in addition to convenience goods stores. Havant and Waterlooville not only have a good representation of these (see Sections 6 and 7), but also a considerable quantity of comparison retail floor space within their retail parks (Solent and Central Retail Parks, Havant; and Wellington Retail Park, Waterlooville). The presence of retail parks within the boundaries of these two town centres places them at a distinct advantage over many towns. This is because they have a number of larger department stores and major food retailers within easy walking distance of the smaller-sized shops generally found in the more central locations of these town centres.

5.13 A number of 2017 publications[18] [19] [20] on retail continue to support the findings and recommendations of the *Beyond Retail* (2013) report. Recent publications have supported the need for physical stores within areas where leisure and other non-retail uses can be found. This is because millennial shoppers (who spend less but make frequent visits) and those of the older generation, termed as the grey pound (who make less frequent visits but carry out more higher value transactions), still want an ''experience'' during their visits to nearby town centres.

5.14 Havant and Waterlooville are, therefore, both well placed to adapt to the changing national trends in the retail market. The development of alternative non-retail uses will form an important part of Havant Borough Council's future strategy in response to the polarisation of shopping and ensure that the two town centres are able to expand their existing roles (as mainly retail centres) to become vibrant social, commercial and cultural hubs.

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[18] http://www.propertyweek.com/opinion/leader/hey-big-spenders-ageing-population-is-reshaping-retail/5087823.article
[19] http://www.propertyweek.com/time-to-gen-up-on-gen-z/5088967.article
[20] https://www.vendhq.com/uk/university/retail-trends-and-predictions-2017

National trends in retailing and the economy: Key findings

- The nationwide growth in e-commerce and multi-channel shopping, combined with recessionary impacts, poses a challenge to maintaining a strong High Street retail presence.
- Increasing potential threat to viability of smaller and independent retailers in the town centre from supermarkets and other out-of-town retailers selling an ever-wider range of comparison goods and services.
- Havant and Waterlooville Town Centres are both well placed to adapt to the retail market trend of loss of national comparison retailers from town centres, particularly taking account the retail parks within their boundaries.

Recommendations:

- Seek a wider range of uses including leisure, employment, food/catering and residential uses, in addition to A1 shops in Havant and Waterlooville Town Centres, as recommended in the 2016 PUSH Spatial Position Statement (Section 3) and *Beyond Retail* (Section 4).
- Combine the above approach with public realm improvements to public space (including better signposting and provision of outdoor space, cafes and other seating areas). It should also adopt a consistent design style that incorporates local heritage and builds in a sense of a ‘’market town’’.
- Consider the requirements of businesses/retailers to ensure that policies work to meet their demands in terms of size and configuration, and that the town centres meets these requirements.
- Encourage uses in Havant and Waterlooville Town Centres that offer maximum viability for future investors and that increase local footfall and spending.

6. Havant Town Centre

Havant Borough Local Plan Town Centre and Retail Policies

6.1 The Adopted Havant Borough Local Plan consists of the Core Strategy (March 2011) and the Allocations Plan (July 2014). The policies in the Adopted Local Plan which have an impact on the two town centres and retail development are summarised below. The below policies will be updated and reviewed in line with the recommendations of this study.

CS4: Town, District and Local Centres

6.2 Policy CS4 sets out the retail hierarchy of Havant Borough and defines the boundaries of its two town centres, four district centres and ten local centres. The policy seeks to focus retail development in the town centres and then the subsequent centres in the hierarchy. Therefore, the policy already accords with the guidance of the NPPF and the PUSH Spatial Position Statement. The current policy also recognises the need specified in the NPPF and NPPG for a sequential approach to site selection as a test for applications for main town centre uses outside of existing centres.

6.3 A health check of Havant Town Centre and Waterlooville Town Centre is carried out in Sections 6 and 7 respectively in accordance with the guidance of the NPPG. The analysis and recommendations from the health checks, along with the information from Sections 3, 4 and 5, have been reviewed in line with the Officer Boundary reviews undertaken earlier in 2017. As such, alterations to the two town centre boundaries have been recommended in Sections 6 and 7 and should be considered with any updates to Policy CS4.

6.4 The policy also sets out a requirement of 13,000 sqm of new comparison retail floorspace in Havant Borough up to 2016. This is discussed further in Section 6 of this report.

CS6: Regeneration of the Borough

6.5 Policy CS6 aims to encourage the social, economic and physical regeneration of five key sites within Havant Borough. The two town centres are listed as two of these five key sites. For Havant Town Centre, particular focus has been placed on; Market Parade, Havant Railway Station, as well as the connectivity between the town centre and the Public Service Village, and between Solent Road and West Street. As for Waterlooville Town Centre, focus has been placed on; the London Road public realm, the integration of the Berewood Major Development Area (MDA), as well as the connectivity with the town centre and Wellington Retail Park, along with improved car and cycle parking, public realm and a sustainable mix of uses.

6.6 The areas listed for Havant Town Centre are discussed in greater detail throughout the town centre health check (Section 6). More specifically, the connectivity between Solent Road and West Street is addressed in the ''Pedestrian Flow'' sub-section. Along with this, the London Road area of Waterlooville Town Centre and the integration of the town centre with the Berewood Major Development Area (MDA) are also discussed in Section 7. Recommendations for these areas have been made throughout the paper and should be used to inform the Council's next strategy for the regeneration of these areas.

DM2: Protection of Existing Community Facilities and Shops

6.7 Policy DM2 aims to protect the loss of community services and facilities, including local shops. The proposed new boundaries for Havant Town Centre (Section 6) and Waterlooville Town Centre (Section 7) propose to reduce the size of the town centres in line with the recommendations of Sections 4 and 5 of this study. In doing so, the areas removed from the town centre boundaries will be appropriate for residential-led redevelopment. As such, a flexible approach will need to be taken with these areas in regard to Policy DM2.

6.8 Moreover, the policy requires a marketing campaign to provide evidence that a shop and/or community facility is no longer required and that its loss for an alternative use is appropriate. This method should remain as it flexible in light of the changing UK market (see Section 5).

DM19: Small Shops outside Town, District and Local Centres

6.9 Policy DM19 recognises the importance of small shops outside of the identified town, district and local centres of the Borough for residents' everyday needs and easy access. In order to reduce the threat of out of centre development (as discussed in Section 5), the policy requires net sales area of the shop to be less than 150 sqm and a sequential test to be carried out in accordance with paragraph 24 of the NPPF. These requirements or similar should be retained for the Local Plan in order to prioritise development for main town centre uses in the identified town, district and local centres of the Borough.

AL3: Town and District and Local Centres

6.10 Policy AL3 of the Adopted Local Plan refers to the proportion of retail (A1) uses in primary and secondary frontages, the wording has been reproduced below.

Policy AL3: Town, District and Local Centres

Planning permission will be granted for development proposals that:

1. Provide main town centre uses in the town, district and local centres as defined on the Policies Map, and so contribute to their vitality and viability.
2. Promote and enhance the primary shopping areas of the town and district centres.
3. Retain at least 50% of the units in an unbroken run of primary frontage as defined on the Policies Map in retail (A1) use.
4. Retain at least 25% of the units in an unbroken run of secondary frontage as defined on the Policies Map in retail (A1) use.
5. Generate pedestrian activity within the primary shopping area by being open during the day to visiting members of the public.
6. Provide a shopfront within the primary shopping area with a well designed and appropriate display window.

Exceptions to parts (3) and (4) may be made to allow a change of use to non-retail if more than 25% of units in the unbroken run of frontage are vacant at the time of the application.

6.11 Planning applications for change of use from A1 uses within the Borough's shopping frontages from March 2011 to June 2015 were used to test the effectiveness of Policy AL3 at retaining a good proportion of A1 uses and maintaining vital and viable town centres. By looking at the assessment of these applications, it was possible to identify whether the A1 concentration tests in clauses 3 and

4 of policy AL3 could be holding back potential non-A1 uses from occupying vacant units in the town and district centres[21].

6.12 There were 48 applications determined for change of use from A1 between March 2011 and June 2015. These applications are as follows:

- Ten were prior approval applications. Prior notification was granted for the change of use, which was classed as permitted development[22].
- Eight were for the re-occupation of a vacant A1 unit with a non-A1 or part non-A1 use. Planning permission was granted on the basis that the loss of an A1 unit (or part) was preferable to a vacant unit. These units could be converted back to an A1 use in the future.
- Permissions were mainly for sites within the secondary frontages, although three were in primary frontages[23].
- The non-A1 uses permitted included estate agents, takeaways, adult gaming centres and one residential flat, which means that all except one remain open to visiting members of the public.
- For all change of use applications determined, the loss of an A1 unit would not have brought the remaining proportion of A1 uses in the frontage below the threshold in the policy[24].

6.13 Policy AL3 therefore appears to be operating reasonably successfully at present as it is helping to reduce vacancies by encouraging other uses. At the same time it has maintained a good A1 representation. It may, however, be worth revising the policy in future; Section 10 of this report includes a recommendation to amend the existing frontages and the A1 concentration test in light of further recommendations in this paper to make the town centres more flexible to the changing UK market. Moreover, a threshold adjustment could help to maintain more vibrant town and district centres, taking into account the value of leisure and other non-retail uses highlighted in Section 5 of this study. In addition, lowering the threshold for vacancies in the exception test within the policy could benefit the centres' performance by allowing flexibility for any long-standing vacant units to change use.

6.14 Other relevant Core Strategy policies which still have a bearing on future development of all types within Havant and Waterlooville Town Centres and the rest of the borough include Policy CS8: Community Safety and Policy CS16: High Quality Design.

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[21] For applications within retail frontages which were determined prior to July 2014, saved Local Plan policies TC6 and TC7 were used to assess whether a change of use would have a detrimental impact on the retail function of the frontage. These policies were replaced by policy AL3.
[22] Under SI 564, class IA allows class A1 shops and A2 uses up to 150 sqm to be converted to residential use (C3) subject to prior approval and to certain provisions.
[23] Please see Appendix 2 for NPPF definitions of Primary and Secondary Frontages.
[24] Policy AL3, or saved policies TC6/TC7 of the 2005 Local Plan.

Local Plan (Allocations) policy AL3: Key findings

- Policy AL3 of the Local Plan (Allocations) appears to be successfully helping to reduce vacancies whilst maintaining a reasonable proportion of A1 units. This will need continuous monitoring to ensure that the town centre remains viable.

Recommendations:

- Review the existing frontages and the A1 concentration tests in Policy AL3 of the Local Plan (Allocations) for primary and secondary frontages.

- Continue to monitor reasons for refusing applications to ensure criteria 3 and 4 of policy AL3 continue to allow changes of use to non-A1 uses where appropriate; and that they prevent the loss of too many active A1 uses.

Havant Borough Retail Floorspace Target

6.15 Policy CS4 of the Havant Borough Local Plan (Core Strategy), informed by the NLP Retail and Leisure Study (Nathaniel Lichfield and Partners, 2009), projected a net requirement of 13,000 sqm of new comparison retail floorspace within Havant Borough's town and district centres up to 2016. This requirement was split between Havant (9,000 sqm.) and Waterlooville (4,000 sqm.).

6.16 Table 1 (below) shows the total retail floorspace built or lost from 2006 to July 2016 and compares the net total to the 13,000 sqm requirement of Policy CS4.

		East		**West**		**Comments**
Year	**Site**	**Convenience (m^2)**	**Comparison (m^2)**	**Convenience (m^2)**	**Comparison (m^2)**	
2006-07	B & Q Plc, Purbrook Way				473	
2007-08	Land at Park Way and Potash Terrace		10027			Solent Road Retail Park
2007-08	Land at School Road/Clarendon Road and Brockhampton Lane		5640			
2007-08	Unit 5, Wellington Retail Park, Hambledon Road				465	
2008-09	Land East of Sombourne Drive	1286				
2008-09	30 East Street		244			
2008-09	44-54 West Street		-822			
2009-10	Tesco, Solent Road	5349				5,349 sqm. net gain (gain of 9,328 and loss of 3,979)
2010-11	30 East Street		-226			
2011-12	18 The Westbook Centre, Grassmere Way				256	
2012-13	Former Petrol Filling Station, 5, Park Road South	579			-	
2012-13	B & Q Plc, Purbrook Way				328	
2013-14	Interbridges, Emsworth	300				
2013-14	Tesco's Purbrook			371		Not started
2013-14	Hart Plain Avenue, Wecock			282		Under-Construction
2013-14	Rose in June PH, Hayling Island	359				Completed
2013-14	Wellington Retail Park			173	173	Completed 2015-16
2013-14	Eastbound Petrol Service Station, Land South of Emsworth	320				
2014-15	Sainsbury's, Waterlooville			2,806	1,382	Completed 2014-15
2014-15	179 London Road			380		Completed 2014-15

2014-15	UNIT 1 NORTH STREET, STATION APPROACH, EMSWORTH		554			Completed 2014-15
2014-15	Land bounded by Solent Road, Brockhampton Lane and Selbourne Road		7617			Completed 2016-17
	Total:	**8,193**	**23,034**	**4,012**	**3,077**	
	Policy CS4 target 2006-2016:		**9,000**		**4,000**	
	Remaining requirement:		**-14,034**		**923**	

Table 1: Net retail provision in Havant Borough as of July 2016 (sqm.) as taken from Table 5.5 in the Havant Borough Annual Monitoring Report (AMR) 2016.

6.17 As highlighted in Table 1 (above), the 2009 based projected requirement for new comparison retail floorspace in Havant Borough (as part of Policy CS4) has been met and exceeded by 13,111 sqm. More specifically, Havant exceeded its target of 9,000 sqm by 14,034 sqm, where as Waterlooville had a deficit of 923 sqm compared to its 4,000 sqm target. The majority of the new retail floorspace in the Borough has been from the construction of larger retail park style units rather than smaller traditional high street units. This is in accordance with the recommendations of Section 5 of this report which highlights the need of retail units to be of the correct size and configuration; or more specifically, the move away from traditional comparison small footprint stores to that of larger style footprint stores. The development of this type of retail floorspace is one way in which Havant and Waterlooville Town Centres have increased their overall market share and allowed them to compete more successfully with other town centres.

6.18 Nevertheless, this is not a strategy for economic success itself. Sections 4 (more specifically paragraphs 4.2 to 4.4) of this report highlight the recommendations of the Beyond Retail Report (2013). The report suggested that retail floorspace targets have become less relevant to the economic success of town centres given the importance of adapting to the wider UK market shopping trends (i.e. e-commerce including click-and-collect services). As such, shops can only form part of the regeneration plan of both Havant and Waterlooville Town Centres. In order to compete more effectively with larger centres, the two town centres will now need to focus on regeneration through a mix of leisure and community uses, public outdoor space, restaurants and other evening and night time uses. Residential development is also key in order to increase the population in the immediate vicinity of the town centre. Due to the presence of shops and services close by and the good public transport accessibility, high density residential development is particularly suitable. To do this, the study makes recommendations for Havant Town Centre in Section 6; and for Waterlooville Town Centre in Section 7.

Retail floorspace targets: Key findings

- The 2009 based projected requirement for new comparison retail floorspace in Havant Borough (as part of Policy CS4) has been met and exceeded by 13,111 sqm.
- Of the above, Havant exceeded its retail floorspace target of 9,000 sqm by 14,034 sqm; whereas Waterlooville had a deficit of 923 sqm compared to its 4,000 sqm retail floorspace target.
- Havant Town Centre retailing is overall very successful – the market has delivered significantly more floorspace than was envisaged in 2009 during a period of national recession.

Havant Town Centre: Retail Overview

6.19 Havant is a compact former market town, which has evolved around the crossroads formed by West Street, South Street, East Street and North Street. Havant performs the role of a medium-sized town centre within the hierarchy of settlements across the PUSH sub region (as described in Section 3). The centre is easily accessible in terms of its central location and excellent motorway and rail links. It also benefits from the presence of a range of multiple and independent retailers – Section 9 provides a categorised breakdown of these uses.

6.20 Havant's primary shopping frontages are in West Street, the southern end of North Street, the Meridian Centre and at the Central and Solent Retail Parks. The presence of retail parks within a town centre is unusual and places Havant in a strong position in regard to the type and size of retail units that it can attract and successfully retain. Also situated within the town centre boundary is a Tesco Superstore in Solent Road. Waitrose occupies a large store in North Street whilst three of the remaining key attractors – Wilkinsons, Argos and WHSmith – are located in the Meridian Centre. Additional retail floorspace was constructed on land at Solent Road and to the west of the Solent Retail Park (see Section 7); these units opened as a Next and Marks & Spencer stores on 28th April and 14th July 2016 respectively. Figure 3 indicates the general location of Havant Town Centre's key shopping areas in relation to each other:

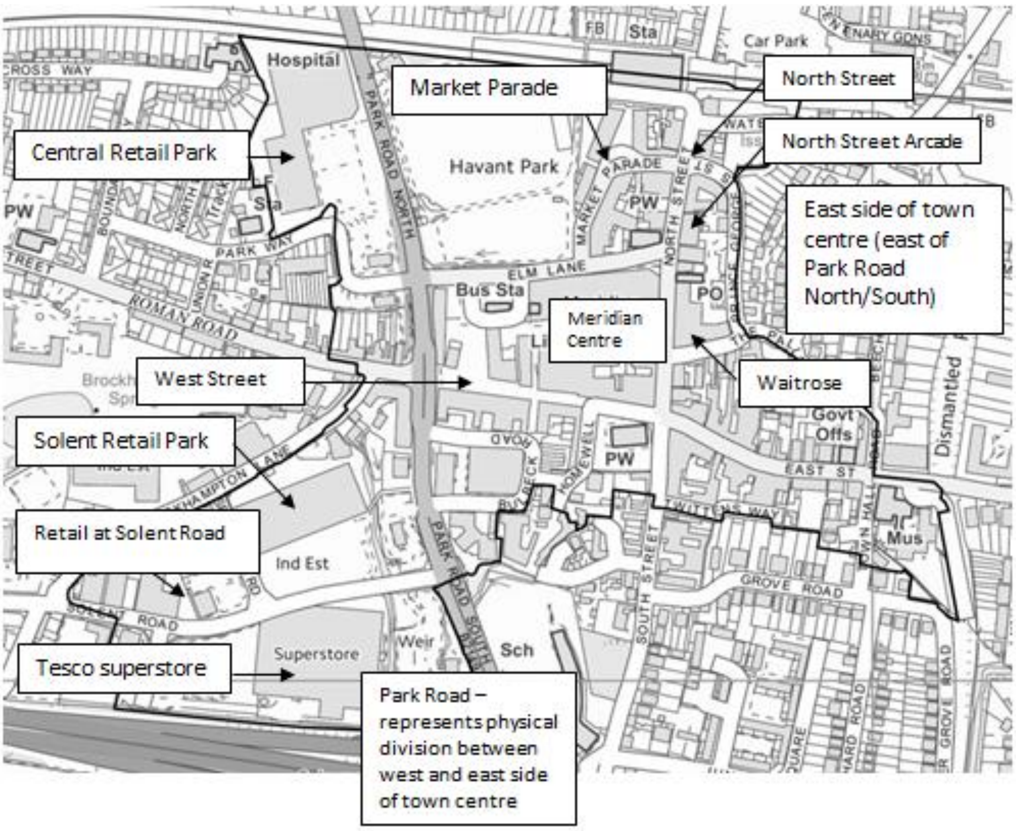


Figure 3: Havant Town Centre's key shopping areas

6.21 Park Road represents a physical division between the west and east sides of the town centre, with the retail parks situated on the western sides. Despite their proximity to each other, the two sides do not compete for trade as each attracts complementary markets. The retail parks house larger retail units selling clothing and bulky goods, whereas the eastern side of the centre caters for a greater proportion of independent shops and services; these include banks and building societies, restaurants and cafés, as well as traditional high street shops. There is an open street market held twice a week on Tuesdays and Saturdays just outside the entrance to the Meridian Centre in West Street; this attracts significant numbers of shoppers and creates a vibrant and bustling atmosphere.

6.22 A brief summary of Havant's key shopping areas is provided in the Table 2 below:

Area	Retail mix
Meridian Centre	Purpose-built enclosed shopping centre (opened 1991) including decked parking above first floor and an adjacent multi-storey car park in Bulbeck Road. The centre houses multiple and independent (mainly comparison) retailers, as well as a café. Havant library is located on the first floor.
North Street	Mainly A1 uses with some A2 uses in the primary frontage; broader mix of units to the northern end including restaurants and cafés.
North Street Arcade	Pedestrianised arcade adjoining North Street. Mixture of takeaway and comparison retail services.
West Street	Predominantly shops and other A1 uses; also banks and building societies, estate/travel agents and cafés.
Market Parade	Largely made up on independent retailers. The north east block (35 to 51 Market Parade) is mostly vacant due to the proposed development under planning reference APP/14/01225 (this expired in August 2017).
Solent Road/Retail Park	Tesco Extra superstore; Large retail units housing major brand multiple stores including Next, Laura Ashley, Pets at Home, Hobbycraft, Halfords, Peacocks, Sports Direct and Marks & Spencer.
Central Retail Park	Large retail units including Wickes, Aldi, Dreams and Carpetright.

Table 2: Summary of Havant's key shopping areas

The Meridian Centre

6.23 The Meridian Centre's occupancy has increased significantly in the last few years so much so that the centre is now fully occupied at ground floor level, primarily by A1 uses (18 out of 20 units). Some of the businesses represented include WHSmith, Holland & Barratt, Wilkinsons, Argos, O2 and Costa Coffee. Nonetheless, five out of the 11 units on the first floor were vacant in April 2017, two of which had been last occupied by comparison retail businesses (Sleepwell and Simpsons).

Photo 1: Outside the Meridian Centre

6.24 The Meridian Centre (Photo 1 above) was taken over by Fairacre Asset Management in 2014. It is understood that there is an intention to undertake some physical enhancements to the building and to seek a new mix of tenants. First floor occupancy remains a challenge and may warrant considering an alternative, non-retail approach, for example a new leisure use such as a cinema or a gym, subject to a suitable and viable scheme coming forward.

Market Parade

6.25 Market Parade (Photo 2 below) is a key gateway site from Havant Railway Station into the older historic part of the town centre. It would be desirable for Havant Town Centre's economy for its profile to be raised and improved. Particularly considering the lack of need for smaller sized retail units, a residential-led approach along with improvements to the public realm are proposed to improve the area and thus the access from the train station to the rest of Havant Town Centre.

Photo 2: Market Parade

6.26 Most of the units in Market Parade are A1 authorised uses and most are currently within secondary frontages, however, there are also several other uses including restaurants and cafés. Market Parade has a high overall vacancy rate at present, in part due to progression of a scheme at nos.

35-49 (pictured to the left hand side of Photo 2 above). Previous tenants left to make way for the potential comprehensive redevelopment of this entire block under planning reference APP/14/01225. However, this planning permission expired in August 2017.

North Street Arcade

6.27 North Street Arcade (Photo 3 below) is comprised of nine units of which two were vacant as of April 2017. This includes the corner unit of the Arcade (Unit 1) which is in a prominent location at the Arcade's entrance. The unit was granted planning permission for a change of use to a high quality restaurant in early 2015 and opened as Grastar Restaurant in February 2016; however, it closed in early 2017.

Photo 3: North Street Arcade

Havant Town Centre: Health Check

6.28 The National Planning Practice Guidance (NPPG) recommends ten performance indicators for local planning authorities to use to assess the economic health of town centres (see Section 2)[25]. These are:

- Diversity of uses
- Retailer representation and intentions to change representation (Please note, this has been termed as ''Diversity of Uses – A1 Representation'' in the sub-sections below).
- Proportion of vacant street level property
- Commercial yields on non-domestic property
- Customers' views and behaviour
- Commercial rents

[25] https://www.gov.uk/guidance/ensuring-the-vitality-of-town-centres

- Pedestrian flows
- Accessibility
- State of town centre environmental quality
- Perception of safety and occurrence of crime

6.29 This section of the report considers Havant Town Centre in relation to eight out of ten of the above indicators. The ‘’customers’ views and behaviour’’ indicator can be researched into as part of future pedestrian footfall surveys and through the Draft Local Plan public consultation for any future editions of this paper. As for the ‘’commercial yields and non-domestic property’’ indicator, this will be investigated further in future iterations of this study.

6.30 The remaining eight indicators are reviewed below. A sub-section on ‘’Convenience and Comparison Spending Patterns’’ has also been incorporated.

Diversity of Uses

6.31 Havant Town Centre is fairly compact and has a wide range of shops and several important anchor stores, including a Waitrose store in North Street and a Tesco superstore in Solent Road. There is a Boots, Clarks, New Look and Superdrug in West Street and Argos, Wilko and WH Smith stores in the Meridian Centre. There are also many important independent retailers and cafés as part of the town centre offer.

6.32 The Council commissioned a series of reports and analysis from Experian Goad in 2015. The findings of these analyses have been reproduced in this sub-section below. Please note that updated vacancy rates (up to April 2017) can be found in the third sub-section of this chapter; ‘’Proportion of Street-Level Vacancies’’.

6.33 Figure 4 (below) illustrates the number of units across Havant Town Centre that fall into different land use categories (Land Use Classes) as of March 2015.

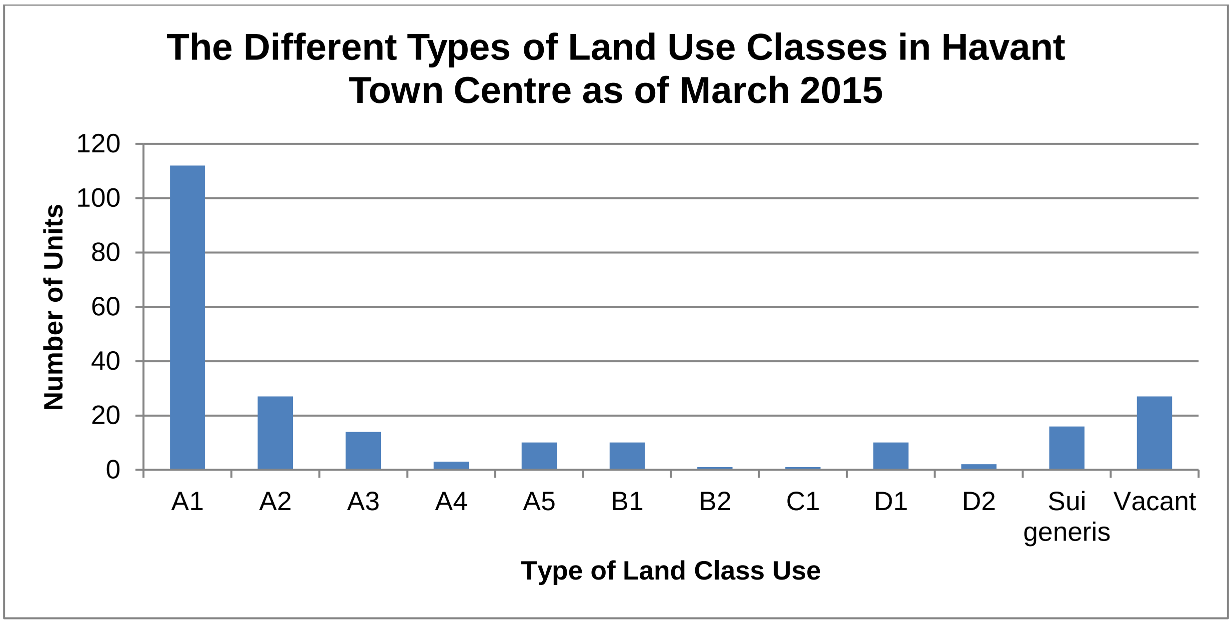


Figure 4: Use classes within Havant Town Centre as of March 2015

6.34 Table 3 and Figures 5 and 6 (below) indicate the proportion of retail sector units and floorspace in Havant Town Centre in 2015 and compare these to the UK average figures at the time. Havant appeared very close to the UK averages across all trade categories with slight underrepresentation in comparison retail and catering (restaurants, cafés, pubs and takeaways) (both around 3% below) and slight overrepresentation in services and other categories, based on unit numbers. In contrast, total comparison floorspace in Havant Town Centre was 0.7% above the UK average. Havant Town Centre has a considerable quantity of comparison A1 floor space within its two retail parks and this makes a noticeable difference to the proportions in this trade category (this is in part due to the floorspace target of current Policy CS4 – see pages 18 and 19).

Sector	Units (count)	Units (%)	UK average (%)	Floorspace (sqm)	Floorspace (%)	UK average (%)
Convenience	14	7.4	8.81	8,870	18.3	17.79
Comparison	74	38.9	40.91	22,750	46.9	46.02
Catering	26	13.7	16.39	3,760	7.7	11.79
Services - A2	21	11.1	8.68	3,470	7.1	7.06
Services - Other	24	12.6	11.45	2,760	5.7	5.61
Other	7	3.7	1.16	2,080	4.3	1.03
Vacant	24	12.6	12.6	4,860	10.0	10.7
TOTAL	190	100	100	48,550	100	100

Table 3: Percentage and floorspace in retail sector[26] categories in Havant town centre – March 2015
Source: Unit count from HBC survey (March 2015); Floorspace from Experian Goad (2015). UK averages from Experian Goad data (2014)[27]

NOTES:	
Sector	**Types of unit included**
Convenience	Food shops - butchers, bakers, fruit & veg, fish, supermarkets.
Comparison	Clothing, chemists, furniture, DIY, Books/news, electrical, jewellery.
Catering	Restaurants, cafés, takeaways, pubs.
Services – A2	Banks and building societies, finance, insurance, estate agents.
Services - Other	Repairers, taxi, travel agents, hairdressing, funeral, dry cleaning.
Other	Employment services, careers.

[26] Use classes A1-A5
[27] Note: Vacant units recorded separately to allow comparison of sectors with UK averages.

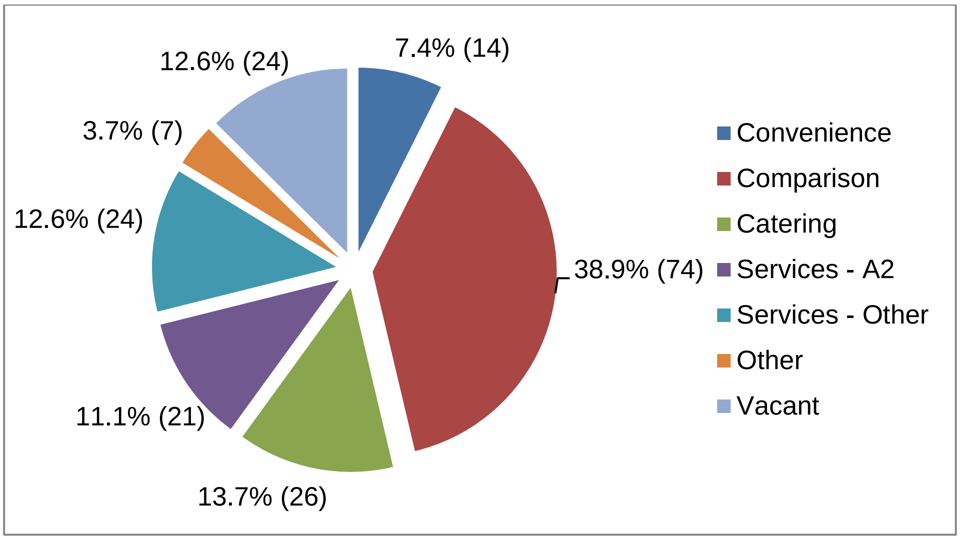


Figure 5: Percentage of units* in retail categories, Havant Town Centre – March 2015

*N.B. unit counts shown in brackets after percentages

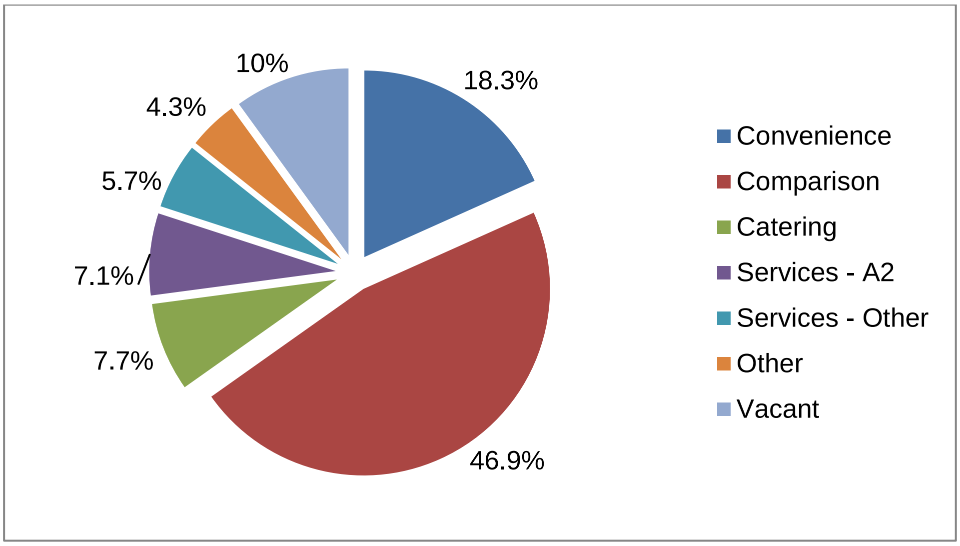


Figure 6: Percentage of floorspace in retail categories, Havant Town Centre – March 2015

6.35 The maps at Appendices 2 and 3 illustrate the proportion of use classes across Havant Town Centre in March 2015 and February 2005 respectively. By comparing the maps it is possible to see some distinct changes. Several units previously occupied by a mixed range of uses at the eastern end of East Street including shops and offices have been converted into residential use. This trend has occurred naturally following a decision to enable flexibility and opportunity in the market by removing the tertiary frontage in Policy TC8 of the 2005 Havant Borough District Wide Local Plan when it was superseded by the Local Plan (Allocations) in 2014. The remaining units in East Street are mostly in A2 use although there are also a few A1 shops and a café (as of 2015). There have also been some losses of retail and other uses to residential in other parts of the town centre between the two years but the vast majority of ground floor uses have remained non-residential.

6.36 The number of A3, A4 and A5 food and drink uses in the town centre decreased slightly between 2005 and 2015 from 35 to 29 units (one of which was vacant in 2015). Nearly half of these food and drink uses have remained clustered at the top end of North Street and in Market Parade, possibly due to the bus and rail stations being situated nearby, and between 2005 and 2015 their number has remained almost exactly the same (a fall from 14 to 13 units)28.

6.37 There has been a reduction in the number of pubs in the town centre over recent years with the closure of The Cobden Arms (74-76 West Street) in 200929, The Star (59 North Street) in 2011, The Perseverance (51 North Street) in 2012, and the grade II listed White Hart (1 East Street) in 2014. The Perseverance has changed its use to a restaurant whilst the White Hart was occupied by Golden Slots (Southern) Ltd in mid-2016. The Star was demolished in 2014 and the site has permission as a temporary car park until a new use for it is determined.

6.38 Monitoring data from recent years has shown a slight rise in the number of discount shops such as Poundland and Pound World within the A1 shops category. This reflects a national trend for a strong performance of discount stores, charity shops and budget supermarkets, which is partially the result of discounters broadening their range of goods as well shoppers seeking value, particularly during the recession era30.

Diversity of Uses – A1 Representation

6.39 In March 2015 there were 131 commercial A1 units in the town centre, of which 112 (85.4%) were occupied. This represented 54% of all occupied units. Table 4 (below) illustrates the change in A1 representation in the town centre between 2005 and 2015 (see also Appendices 2 and 3). The total of A1 units has remained roughly similar. This was mainly due to a local policy change in July 2014 where the Havant Borough Local Plan (Allocations) amended the boundary of the town centre to include the Central and Solent retail parks. The retail parks were completed in 2008 and comprise a 100% proportion of A1 uses.

	2005	*Town centre boundary amended July 2014 in Local Plan (Allocations)*	**2015** (figures in brackets indicate total A1 units using the former boundary, i.e. excluding retail parks)
Total A1 units	136		131 (117)
Total occupied A1 units	*		112 (98)
Vacant A1 units	*		19 (19)

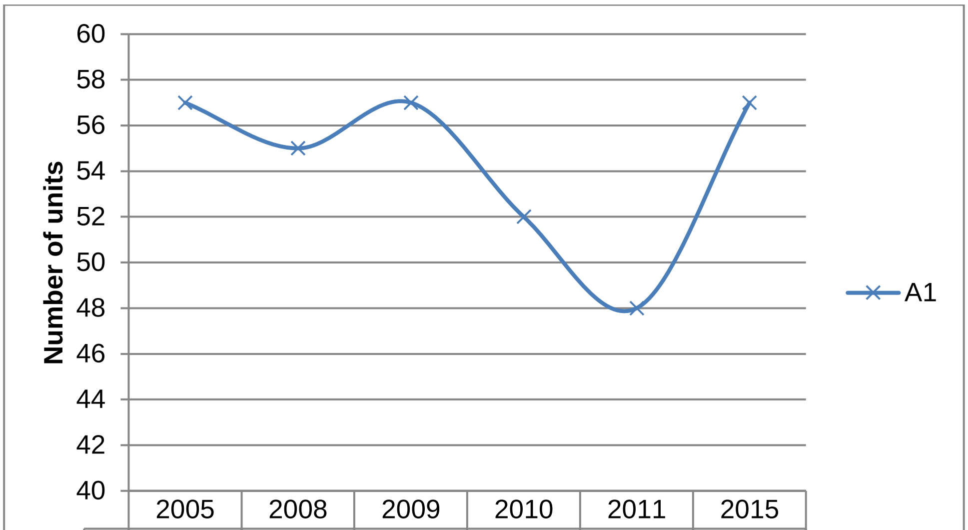
Table 4: A1 representation within Havant Town Centre boundary, 2005-2015
*Units are not shown here as vacancy data for 2005 was unavailable

6.40 From observation of the use class maps in Appendices 2 and 3, one can discern the significant increase in total A1 floor space between 2005 and 2015. The retail parks contain large format comparison stores which contribute a considerable quantity of actively trading A1 floor space. Similar to this are the larger A1 stores in the rest of the town centre, i.e. Waitrose in North Street. This presents a positive overall picture of Havant's current retail provision.

6.41 Figure 7 below illustrates the change in the number of A1 uses in the town centres' primary frontages from 2005 to 2015. The number of A1 uses fell between 2005 and 2011 but increased

[28] Note that there are differences between the uses shown on the keys on the maps in Appendices 1 and 2 – this is because in April 2005 the former Use Class A3 (food and drink) was disaggregated into three separate Use Classes – A3 (Restaurants and cafes), A4 (Drinking establishments) and A5 (Hot food takeaways).
[29] Planning permission was granted for a change of use of this building to flats in July 2015.
[30] *Beyond Retail: Redefining the Shape and Purpose of Town Centres,* Distressed Town Centre Property Taskforce (2013)

sharply as the result of the inclusion of 13 A1 units within the new primary frontage at Central and Solent Road retail parks31. These units were new since 2005 and their inclusion in the town centre as part of the boundary review in 2014 reflected their contribution to attracting visitors to the area. The retail parks will continue to be assessed as part of monitoring town centre use classes and occupancy rates.



	2005	2008	2009	2010	2011	2015
A1	57	55	57	52	48	57

Figure 7: A1 uses in Havant town centre's primary frontages 2005-2015 (numbers, including vacant units)

6.42 Figure 8 (below) illustrates some fluctuation in the total number of A1 uses in the secondary frontages between 2005 and 2010. The number of A1 units dropped by 20 stores between 2011 and 2015. Half of this reduction was due to 11 units in North Street, North Street Arcade and Market Parade being removed from secondary frontage designation in the Local Plan (Allocations) in 2014, with the other half of the reduction accounted for by permitted changes of use – For more information see Section 6.

[31] The inclusion was made via the adoption of the Local Plan (Allocations) (July 2014).

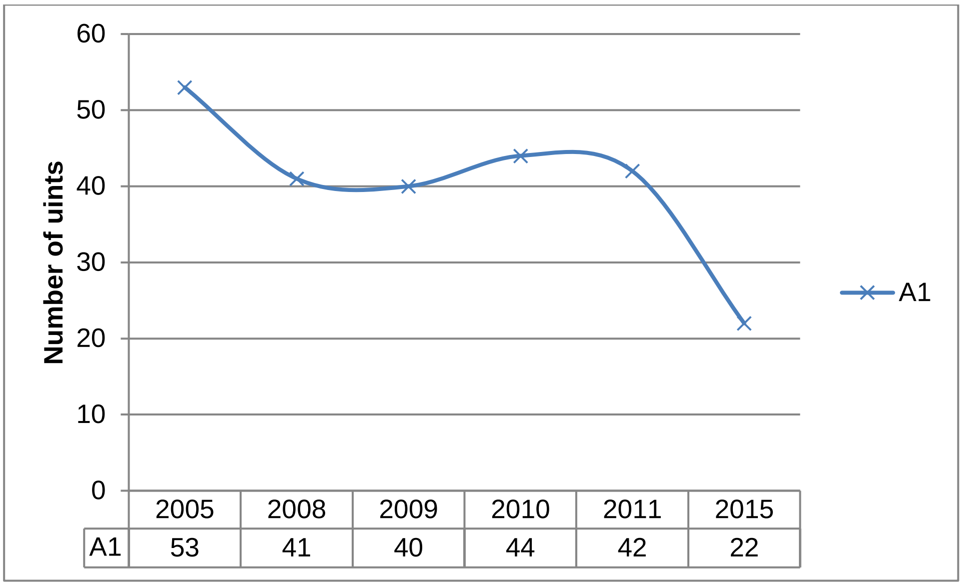


Figure 8: A1 uses in Havant town centre's secondary frontages 2005-2015 (numbers, including vacant units)

Diversity of uses – key findings:

- A1 floorspace within the town centre has significantly increased as a result of the town centre boundary review in 2014 (where the two retail parks were added) whilst numbers of A1 units have remained fairly similar since 2005.
- Several changes of use from retail and offices to residential uses in East Street between 2005 and 2015, partially enabled by change to frontages in Local Plan (Allocations) in 2014. A few retail losses in other parts of the town centre.
- Slight decrease in food and drink uses in the town centre between 2005 and 2015. Most food and drink uses remain clustered at top end of North Street and in Market Parade.
- Reduction in number of pubs in town centre in recent years.
- Slight increased number of charity and discount shops in the town centre, reflecting the broadened range of goods sold at these shops and shoppers seeking value. There has been a national trend for a strong performance of discount stores, charity shops and budget supermarkets as other multiples across the UK have shifted from smaller and medium-sized town centres to larger town centres. However, the trend is also partially the result of discounters broadening their range of goods and shoppers seeking greater value.
- Fall in number and proportion of A1 units in secondary frontages between 2011 and 2015. Part of this reduction was due to changes to the secondary frontages in 2014 with the other part accounted for by permitted changes of use.

Proportion of Street-level Vacancies

6.43 Table 5 (below) shows the change in the percentage of vacant ground floor level retail units in Havant Town Centre between 2014 and 2017.

Date	No of Units Vacant	% of Units Vacant
May 2014	25	11.01%
October 2014	22	9.86%
March 2015	16	7.24%
July 2015	20	9.10%
April 2016	21	9.68%
October 2016	16	7.31%
April 2017	18	8.22%

Table 5: Retail vacancies in Havant town centre 2014-2017.

6.44 The 2016 publication of this paper reported that the proportion of vacancies in Havant Town Centre fell dramatically between June 2009 and June 2010, between 14.4% and 9.6%. This was likely to be due to increased shopper numbers following the peak of the recession as the vacancy rate in the Borough's other centres also fell during this period. Moreover, as shown in Table 5 (above), vacancies have continued to gradually decrease. In April 2017 the vacancy rate was 8.22%.

6.45 The national average vacancy rate for town centres across England in July 2015 was 11.6% and in October 2016 was 13% (The Local Data Company32). On both occasions, the vacancy rate for Havant Town Centre was below the national average33.

6.46 Data from the local authority's own retail surveys shows an increase in the proportion of occupied units in the town centre between 2014 and 2015 in spite of the wider economic trend showing a downturn in town centre retail occupancy nationally at the time. This is a positive indication for Havant Town Centre's economic performance and shows that it is continuing to perform well and improve. The positive upward trend in occupancy is likely to continue as town centre regeneration initiatives start to take effect, particularly in and around Market Parade. Market Parade has an artificially high overall vacancy rate at present which is the result of the recent purchase of unit nos. 35-49 by a developer in advance of a proposed comprehensive scheme to be built.

6.47 Table 6 (below) shows the percentage of units for each unbroken run of frontage within Havant Town Centre that were vacant as of April 2017. The frontage runs were established by using the Local Plan Proposals Map which shows unit numbers. As per Policy AL3, the frontages include minor breaks in the building line, such as alleyways, but exclude substantial breaks, i.e. road junctions and crossroads.

[32] http://www.theretailbulletin.com/news/uk_shop_vacancy_remains_at_1_in_july_07-08-15/
[33] Note that this vacancy rate includes all recorded commercial use classes within the town centre, including leisure and non-retail uses.

Primary(P)/Secondary(S)	Unbroken run	Addresses	Vacant units	% vacant
Primary	P1	Meridian Centre (ground floor)	0/20	0%
Primary	P2	2-22 North Street (even nos.)	0/7	0%
Primary	P3	5-23 North Street (odd nos.)	0/8	0%
Primary	P4	1 Park Road North 2-58 West Street (even nos.)	0/18	0%
Primary	P5	1-33 West Street (odd nos.)	0/18	0%
Primary	P6	Solent Retail Park	0/9	0%
Primary	P7	Central Retail Park	0/7	0%
Secondary	S1	1-33 Market Parade (odd nos.)	1/15	6.7%
Secondary	S2	2-32 Market Parade (even nos.)	1/15	6.7%
Secondary	S3	35-49 Market Parade (odd nos.)	8/8	100%[34]

Table 6: Percentage of vacant units in Havant Town Centre primary and secondary frontages, April 2017
N.B. Double units are counted as one unit for the purpose of this assessment.

6.48 Notwithstanding the area of Market Parade (S3) which is proposed to be redeveloped (though the recent permission expired in August 2017), most other parts of the town centre that fall within a frontage designation have a very healthy occupancy rate (100% occupation in the case of primary frontages) as of April 2017.

6.49 In addition to the above, schemes completed in East Street between 2005 and 2015 included 10 implemented change of use from commercial to residential uses. Eight of these affected the ground floor of the units of which six were at the eastern end of East Street between nos. 21-37 and nos. 30-42. As a result, the tertiary frontage of East Street in Policy TC8 of the 2005 Havant Borough District Wide Local Plan was removed upon the adoption of the Local Plan (Allocations) in July 2014. From this, 17 non-residential units remain in East Street of which 3 were vacant as of April 2017.

[34] The vacancy level in this part of Market Parade is high at present due to progression of a scheme at nos. 35-49 where previous tenants left to make way for a potential redevelopment. It does not directly reflect on the economic health of this particular area.

Street-level vacancies – key findings:

- Havant Town Centre retail vacancies are below the national average (based on the current town centre boundary). A large proportion of vacancies are accounted for by East Street and the proposed future development in Market Parade.
- An increase in proportion of occupied units in the town centre in the last two years in spite of wider economic trend showing a downturn in town centre retail occupancy nationally.
- Planning permission resulted in a number of vacancies at Market Parade ahead of proposed development under planning reference APP/14/01225. Nevertheless, as of August 2017 this has expired.

Recommendation:

- Planned comprehensive scheme in Market Parade is needed to reduce current high proportion of vacancies between nos. 35 and 49.
- The character and use of East Street has changed since 2005, as such, it may not be appropriate for it to remain in the town centre.

Convenience and Comparison Goods Spending Patterns

Figure 9: Retail catchment area for Havant Town Centre

6.50 Figure 9 (above) shows Havant Town Centre's market share for shopper expenditure within its total retail catchment area. The light green and yellow shaded postcode sector areas represent the average percentage of residents of areas closest to Havant that shop in Havant Town Centre.

6.51 The total comparison goods expenditure within the entire catchment in 2014 was £114.8m[35]. This is indicated by Table 7 (below) which also shows the breakdown of expenditure in other sector categories.

	Catchment spend (£'000s)	%	GB spend (£'000s)	%
Total comparison	114,879	46.5	196,900,541	45.5
Total convenience	67,353	27.3	118,690,524	27.4
Total leisure	64,698	26.2	117,342,878	27.1
Total expenditure	246,930	100.0	432,933,943	100.0

Table 7: Total shopper expenditure within Havant's retail catchment (2014)
Source: Experian (2015)

[35] Source: Experian (2015).
N.B. The expenditure data provided by Experian for Havant for the 2015 Town Centre Shopper Report is lower than that used in the 2009 NLP Retail Study due to Experian using a smaller study/catchment area in 2015.

6.52 Havant's non-food market share, i.e. total comparison goods expenditure spent in Havant Town Centre as a proportion of its total retail catchment area, is 5.2%36. This is slightly below Waterlooville's non-food market share as a proportion of its catchment area (6.2%), despite Havant having a slightly larger shopper population37. Both town centres have retail parks within their boundaries and immediate retail catchment areas.

6.53 Patterns of spending are also indicated by shopper and expenditure leakage to other centres. Key competitors for Havant and Waterlooville, as expected, are the larger medium-sized town centres of Fareham and Chichester; as well as Portsmouth City Centre, which is a regional city centre in the PUSH sub-regional hierarchy of centres in Figure 1 (Section 3).

6.54 Havant's retail catchment experienced 20.3% leakage of comparison expenditure to central Portsmouth38 in 2014 (see Table 8 below) whilst Waterlooville experienced 20.9% leakage to central Portsmouth (see Table 9). Havant has a higher leakage of expenditure to Chichester and, in terms of total expenditure, retains a lesser proportion of comparison spending within its catchment shopper population than Waterlooville. Note that the figures in Table 8 indicate leakage from Havant to other centres within its catchment area – leakage figures for Waterlooville are shown in Table 9.

Leakage from Catchment				
Retail Centre	**Shopper population**	**%**	**Shopper Expenditure (£)**	**%**
Portsmouth - Central	131,225	20.3%	676,938,185	19.5%
Chichester	76,159	11.8%	433,364,006	12.5%
Fareham	57,494	8.9%	306,207,254	8.8%
Waterlooville	38,126	5.9%	208,417,926	6.0%
Havant	**33,747**	**5.2%**	**182,558,228**	**5.3%**
Portsmouth - Gunwharf Quays	28,857	4.5%	143,013,201	4.1%
Southampton Central	24,565	3.8%	132,424,689	3.8%
Gosport	19,051	2.9%	94,698,700	2.7%
Petersfield	18,152	2.8%	111,115,237	3.2%
Portsmouth - Ocean Park Retail Park	17,941	2.8%	92,661,707	2.7%
Other	202,123	31.2%	1,082,324,046	31.2%
Total	**647,440**	**100.0%**	**3,463,723,180**	**100.0%**

Table 8: Key competitors for Havant
Source: Experian (2015)

[36] Source: Where Britain Shops, 2014 (Experian Town Centre Shopper Report, November 2015)
37 647,440, compared to 619,719
[38] Not including Gunwharf Quays

Leakage from Catchment				
Retail Centre	**Shopper population**	**%**	**Shopper Expenditure (£)**	**%**
Portsmouth - Central	129,452	20.9%	666,906,084	20.1%
Chichester	55,320	8.9%	292,408,879	8.8%
Fareham	51,799	8.4%	298,602,373	9.0%
Waterlooville	38,345	6.2%	209,892,876	6.3%
Havant	32,740	5.3%	177,005,149	5.3%
Portsmouth - Gunwharf Quays	28,598	4.6%	141,432,180	4.3%
Southampton Central	24,194	3.9%	130,661,579	3.9%
Gosport	23,016	3.7%	139,729,237	4.2%
Petersfield	18,852	3.0%	93,406,115	2.8%
Portsmouth - Ocean Park Retail Park	17,675	2.9%	91,138,891	2.7%
Other	199,728	32.2%	1,076,966,139	32.5%
Total	**619,719**	**100.0%**	**3,318,149,503**	**100.0%**

Table 9: Key competitors for Waterlooville
Source: Experian (2015)

Rents

6.55 The 2009 Town Centres, Retail and Leisure Study by Nathaniel Lichfield and Partners39 was the last work commissioned by the Council to include information on rents in Havant. Table 4.2 of their report showed that Havant Town Centre had experienced growth in ''Zone A'' prime retail rents between 2002 and 2007, following a long period of static rents between 1997 and 2002.

6.56 The Council obtained the latest data on rents through its subscription to the property website CoStar. From 2012 to 2016, rents have varied from approximately £10-£1440.

6.57 Rents were just under £14 per square foot at the beginning of 2012, however this dropped to £10 at the beginning of 2014. This value remained static until the beginning of 2016 where it then soared and returned to £14 by the second quarter of that year. Since then, rents have varied from £12 to £14.

Pedestrian Flows

6.58 Monitoring pedestrian footfall is a key method of investigating shopping centre vitality. The data can be used to assess the impact of future development proposals and justify subsequent planning decisions. Moreover, the information will be considered when reviewing the Council's existing retail

[39] https://www.havant.gov.uk/sites/default/files/documents/town-centre-study-Mar09.pdf

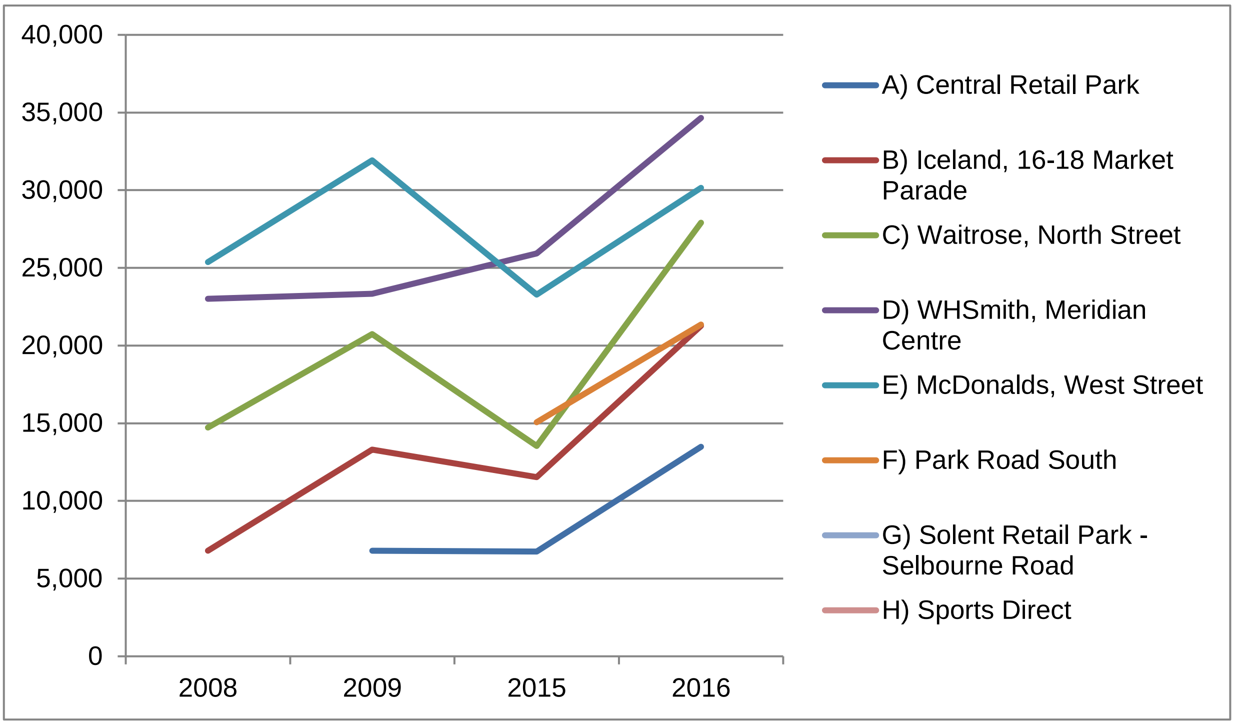
[40] Rents are worked on £ per sq ft per annum, e.g. £10 per sq ft for a 200 sq ft unit = £2000 per annum.

policies and shopping frontages as part of the Local Plan review. With this, impacts of any environmental, transport, parking or other improvements on pedestrian footfall between various areas of the town centre, in particular between east and west, will also be monitored in the process.

6.59 Havant Town Centre has a rare advantage of having two retail parks within its boundary; this can attract a greater range and number of visitors than if the retail parks were located outside of the town centre boundary. It also enables their future development or expansion under NPPF sequential test guidance.

6.60 The June 2016 version of this report recommended that footfall in Havant Town Centre should continue to be monitored on an annual basis; as well as an additional count point at the Solent Retail Park. This has been done and is shown in Figure 10. The continued monitoring of footfall in the town centre enables analysis of on-going trends, which may be affected by new stores or store closures, as well as new and/or amended planning policies.

6.61 The results of the pedestrian footfall surveys are presented in Figure 10 (below). The figure shows the total weekly pedestrian footfall recorded at eight stations (count points), together with the results of previous surveys. The data represents total footfall over an entire week between 10am and 4.30pm41. In order to obtain an accurate representation, the footfall surveys were conducted on a Friday and a Saturday so that a weekday and a weekend day were incorporated.



[41]Data was obtained at each footfall station over two days and then a standard multiplier was used to convert it into a total weekly equivalent number (WEN).

Footfall Station	2008	2009	2015	2016	Commentary
A) Central Retail Park	-	6,797	6,744	13,487	Almost doubled since 2009 and 2015 surveys
B) Iceland, 16-18 Market Parade	6,797	13,300	11,534	21,274	60% increase since 2009 84% increase since 2015
C) Waitrose, North Street	14,718	20,739	13,541	27,911	35% increase since 2009 Doubled since 2015
D) WHSmith, Meridian Centre	23,014	23,335	25,930	34,654	49% increase since 2009 34% increase since 2015
E) McDonalds, West Street	25,368	31,925	23,281	30,159	6% decrease since 2009 30% increase since 2015
F) Park Road South	-	-	15,066	21,354	42% increase since 2015
G) Solent Retail Park - Selbourne Road	-	-	-	10,543	First year of data
H) Sports Direct	-	-	-	10,731	First year of data
Footfall Total for Stations B) to E)	69,897	89,298	74,286	113,998	28% increase since 2009 53% increase since 2015
Footfall Total for Stations A) to F)	-	-	96,096	148,839	55% increase since 2015

Figure 10: Total weekly footfall in Havant Town Centre, 2008-2016
- Dashes represent where there was no previous survey data.

6.62 Footfall at most locations in Havant Town Centre has increased since the previous three survey years. The only exception being station E) where there has been a 6% decrease since the 2009 survey; however, the 2016 survey does show a 23% recovery in footfall since 2015.

6.63 Station E) is a significant counting station as it is an indicator of linkage between the Solent Retail Park and the historic town centre. In order to further monitor this linkage, additional footfall stations (G and H) were set up, as per the recommendation of the previous edition of this paper. Moreover, it would appear that footfall between the older east side of town is far stronger with the Solent Retail Park than that of the Central Retail Park (when comparing stations E) and A) respectively). This may suggest that Solent Retail Park and the historic town centre experience linked shopping trips on foot, whereas the Central Retail Park operates more independently from the historic town centre.

6.64 This difference in shopping patterns could reflect the different retail offers at the two retail parks. Solent Retail Park offers a mix of traditional high street retailers but in larger format, modern stores (e.g. Next, Peacocks, Laura Ashley and Sports Direct). In comparison, the Central Retail Park is made up of retail units which are more typical edge of centre uses; these include DIY (Wickes and Carpetright), bedroom furniture sales (Dreams) and an Aldi supermarket. Nonetheless, Figure 10 does show that footfall at the Central Retail Park (station A) has doubled since 2015. Overall, the two retail parks appear to be trading well from unit occupancy levels and observations of visitor numbers and cars parked.

6.65 The footfall around the Meridian Centre has continued to increase, reflecting the centre's improved performance as its ground floor is now trading at 100% occupancy.

6.66 In addition, the footfall count around Market Parade has increased despite the closure of several units in the preparation of APP/14/01225. However Market Parade is also a route from the Havant Railway Station and Civic Campus to the rest of the town centre.

6.67 Footfall in Havant Town Centre will continue to be monitored. With this, the monitoring of retail floor space, use class and occupancy data will continue to build an ongoing and comparative picture of the economic health of the town centre.

Pedestrian flows – Key findings:

- The retail parks are economically successful and, rather than drawing trade away from the historic town centre, footfall data points towards evidence of a healthy number of linked shopping trips on foot between the east of the town centre and Solent Retail Park.
- Data from May 2016 shows high footfall in West Street, reasonably high footfall between the Solent Road Retail Park and Park Road South, and increased footfall at the Meridian Centre compared to both 2008 and 2009.

Recommendations:

- Continue to monitor footfall in Havant Town Centre and the Borough's other centres regularly.
- Maintain existing count points for consistency but consider revising or adding further count points in future to take account of new developments.
- If needed, consider additional ad-hoc counts for specific locations at points in time before and after new retail developments are completed.

Accessibility

6.68 Havant is located on the M27 corridor with good rail links and access to other cities and towns. The A3(M) London route meets the M27 in Havant. In addition, Havant Town Centre can be accessed via Langstone roundabout which feeds traffic on and off the A27.

6.69 Havant Railway Station and Havant Bus Station are located within a short walking distance from, and next to, the Meridian Centre respectively. The train station is directly adjacent to Market Parade which highlights this area of the town centre as an important gateway/linkage location.

State of Environmental Quality

6.70 The public realm could be improved in the town centre through the provision of tree planting and resurfacing in order to provide consistency and improve the appearance of the environment. In addition, improvements to pedestrians and cyclists routes could improve the overall visitor experience, safety and linkages between the various areas of the town centre.

6.71 In terms of air quality, there are currently no Air Quality Management Areas (AQMAs) designated at any location within the Borough. Nevertheless, a number of localised areas along Park Road within

Havant Town Centre have seen levels of nitrogen dioxide emissions exceed the National Air Quality Standards. This is due to roadside traffic and poses a threat to public health. To address this, the Council is investigating likely future air quality levels in collaboration with neighbouring authorities through PUSH. This report will provide an in-combination assessment of air quality as a result of proposed development within the sub-region. More specifically, this will include an assessment on the likely impacts on European sites and human health. The study will also provide recommendations on the need for mitigation and/or interventions required as part of new development, particularly in the more densely populated parts of the borough such as the town centres. The PUSH Air Quality Report will be used to inform the Havant Borough Local Plan .

Perception of Safety and Occurrence of Crime

6.72 Havant Town Centre is located in the ''Havant and Emsworth'' neighbourhood as defined by UK Crime Stats42. The years between 2011 and 2016 have seen a steady reduction in recorded crime and antisocial behaviour; however this has started to rise gradually up to March 2017. This mostly follows the steady fall in overall crime in the UK in the last 20 years. See Figure 11 below.

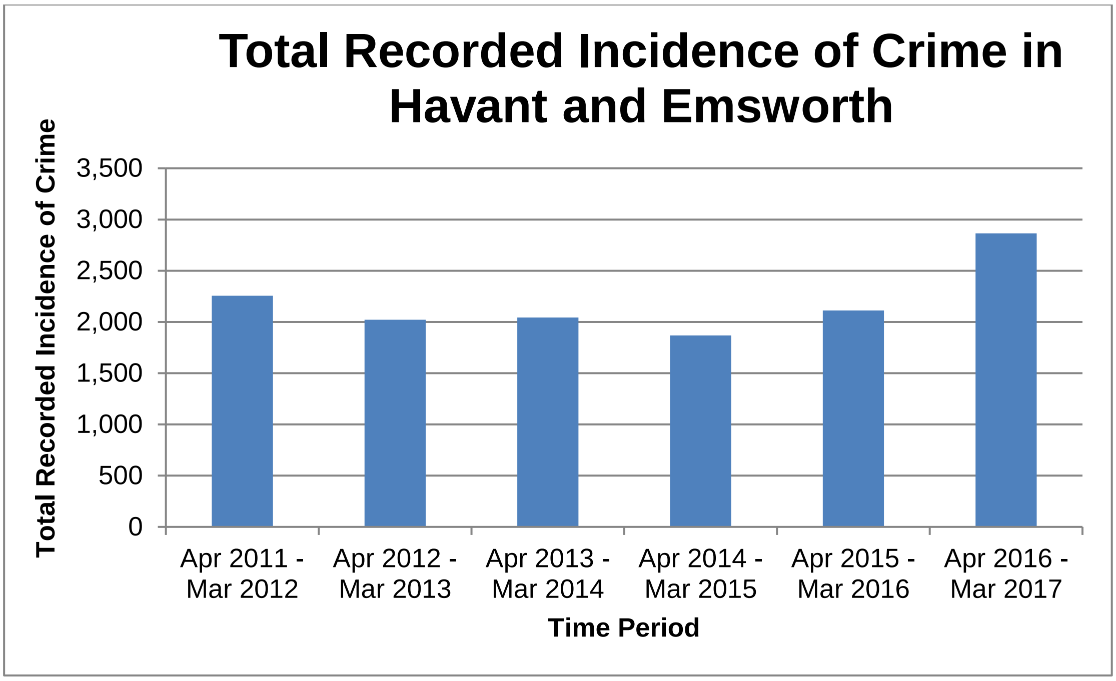


Figure 11: Crime and antisocial behaviour (A SB) incidents in Havant and Emsworth 2011-2017
Source: UK Crime Stats

6.73 Overall, UK Crime Stats defines the recorded crime rate in the area of Havant and Emsworth as ''Low''.

6.74 The low levels of crime would suggest that Havant is a safe place to visit. The breakdown of the different types of crime from April 2016 to March 2017 shows that the most recorded incidence is anti-social behaviour. This accounted for 37.51% of all recorded crimes.

[42] http://www.ukcrimestats.com/Neighbourhood/Hampshire_Constabulary/Havant_and_Emsworth

6.75 Data on the Hampshire Constabulary website showing recorded crime incidents in the last few years shows a relatively high concentration of crime and antisocial behaviour in Market Parade, in Bulbeck Road and near Havant Railway Station. All of these areas are close to takeaways and other uses where antisocial behaviour tends to naturally occur and the quality of the public realm in these areas is relatively low, which could be another influencing factor. Crime and perceived safety is something that should be considered in the forthcoming review of the Local Plan (for example as part of reviewing the retail policies to limit certain uses).

6.76 The Safer Havant Partnership Strategic Assessment 2013/14 identified several areas where Havant Borough has either improved or is continuing to tackle problem areas. The Safer Havant Partnership (whose partners include the Council, the Police, Fire and Rescue, Hampshire Probation Area and Community First Havant and East Hampshire, among others) has successfully implemented a range of initiatives aimed at reducing crime and making the area safer to shop or visit, for example the Safer Places Scheme, Community Alcohol Project, and recently the ''We're Watching You'' Initiative and ''Keep Tidy Britain''43.

6.77 10.50 More recently, ''Operation Syren'' began in late 2016 and aims to tackle anti-social behaviour in Havant Town Centre through a working collaboration between the Council, Police and Youth Support Services.

[43] *http://saferhavant.co.uk/*

Havant Town Centre: Conclusions

6.78 The retail overview at and the analysis of Havant Town Centre against the NPPG performance indicators has led to several conclusions. These are summarised in the following paragraphs and SWOT44 analysis table (Table 10).

6.79 The NPPG performance indicators suggest an improvement in the overall health and vitality of Havant Town Centre over recent years. This is reflected in:

- Low vacancies, particularly in terms of proportion of overall units; and
- Comparison retail floor space above Local Plan target – this reflects the large size of units available at the two retail parks.

6.80 Comparison retail floorspace in Havant is well represented compared to the UK average, despite a slight under-representation of convenience and comparison retailers in terms of proportion of units. This is considered a positive indicator of Havant Town Centre's economic health.

6.81 The town centre performs well against the other performance indicators including unit occupancy, diversity of uses and pedestrian footfall. The town centre is also easily accessible in terms of its central location and excellent motorway and rail links.

6.82 The polarisation of retail into distinct halves of the town centre, with retail parks in the west and more traditional smaller town centre shops in the east side has not had an adverse impact on the town centre's performance. As described under the heading 'Havant Town Centre: Health Check in Section 6, each side performs a complementary role and attracts different markets, whilst at the same time linked trips frequently occur between the two areas as the footfall data supports. There is also good unit occupancy across the entire town centre.

Strengths	Weaknesses
• Low vacancies below national average. • The presence of retail parks in the town centre is unusual and provides a range of additional large A1 units to complement the smaller high street and precinct stores. Development of further A1 uses in retail parks within a town centre is also permissible under the NPPF. • Wide range of stores in 'traditional' central part of town centre including independents and multiples. • Part of M27/A27 corridor with excellent rail and bus links and access to other cities and towns. • Plentiful free parking at retail parks, in contrast to some other centres outside the Borough. • Considerable parking spaces available in the main heart of the town centre, including off-street car parks (mostly chargeable) and free limited stay on-street bays. • Retail parks economically successful and no specific indications that they are drawing trade from the historic town centre – increased footfall at Meridian Centre in last	• Crime and antisocial behaviour still fairly high relative to some other parts of Hampshire, but falling and being addressed through the Safer Havant Partnership initiatives and more recently the introduction of Operation Syren. • Public realm weak in Market Parade, the Havant Railway Station, Bulbeck Road and through Havant Park to Park Road North/South. • Park Road North/South acts as a barrier between the different sections of the town centre. • Although no Air Quality Management Areas (AQMAs) have been designated in the Borough, areas along Park Road have shown nitrogen dioxide levels above those stated in National Air Quality Standards. This poses a threat to public health. The Council is working as part of PUSH to produce an assessment on Air Quality which will establish what mitigation and/or interventions can be put in place.

[44] SWOT stands for Strengths, Weaknesses, Opportunities and Threats.

year and evidence of linked trips between retail parks and east side of town centre. • Further retail units constructed at Solent Road which will further increase footfall and create jobs and economic growth. In turn this will raise Havant's profile, boosting its vitality and creating an even more attractive market for investors.	
Opportunities • The local heritage leaflet is being revised to inform to inform residents about what assets are around. • Opportunity to increase pedestrian links between retail parks and traditional town centre to further encourage linked trips. • Opportunity to increase cultural, civic and leisure offer in the town centre as alternatives to A1 uses (an approach recommended in *Beyond Retail* (2013) and other national reports). This may require developer funding for individual or comprehensive schemes. • Opportunity to embrace national trend towards online sales of goods (also a threat – see right column) by developing technological systems and/or encouraging take-up of larger units in the town centre by major retail or leisure uses which can easily adopt such approaches (e.g. click and collect). • Develop a more rounded day and evening mix of consumer and leisure attractions. • Opportunity to capitalise on the potential creation of new available retail floorspace in the town centre from redevelopment of existing car park(s), which could provide space for other town centre uses, including leisure as well as retail. • Opportunity to revise the scale of parking charges at Council-owned car parks to be more competitive and attractive to shoppers, particularly for stays of 1-2 hours. • Parking charges at Council-owned car parks in Havant remain well used and therefore not directly competing with the plentiful free parking at the retail parks. Although this should be kept under review to see if use falls or there are pricing opportunities to increase income.	**Threats** • Threat from online and multi-channel[45] shopping and recessionary impacts affecting all town and city centre high streets, particularly small and independent shops. • The evidence and recommendations from Sections 4 and 5 indicate a move toward smaller town centres with less A1 provision. However, replacement uses must ensure continued viability in the town centres. • Continued competition from other town centres and retail parks. • Uncertainty due to Brexit and its impact on economic growth and disposable income.

Table 10: SWOT analysis of Havant Town Centre retail environment and provision (based on retail overview, NPPF performance indicators and separate research on car parking in Havant)

[45] Defined as the use of digital channels e.g. online stores, mobile apps and telephone sales, in addition to opportunities to browse and make purchases at physical 'bricks and mortar' stores.

Havant Town Centre: Boundary Review

6.83 To make sure that Havant Town Centre is best able to adapt to the challenges of the 21st Century, it will be necessary to substantially change the policy proposals for the town centre in the new Local Plan.

6.84 The maps of use classes in Havant Town Centre in Appendices 2 and 3 indicate several units previously occupied by a mixed range of uses at the eastern end of East Street including shops and offices which were converted into residential use between 2005 and 2015. As discussed under the heading ‘Havant Town Centre: Health Check’ in Section 6, this shift has taken place naturally following a decision to enable flexibility and opportunity in the market by removing the tertiary frontage in Policy TC8 of the 2005 Havant Borough District Wide Local Plan when it was superseded by the Local Plan (Allocations) in 2014.

6.85 Data on schemes completed in East Street between 2005 and 2015[46] was analysed to see when these changes of use took place. There were a total of 10 implemented changes of use from commercial to residential uses in East Street over this time period, eight of which affected the ground floor of the units. Six of these schemes were at the eastern end of East Street, between nos. 21 to 37 and nos. 30 to 42. The majority of units between nos. 17/20a and the edge of East Street at its junction with Beechworth Road are now in residential use.

6.86 Recognising the need to consolidate the town centre (Section 3, 4 and 5) and the new retail development to the west, a boundary review of Havant Town Centre was undertaken in March 2017. It was concluded that East Street no longer performed a town centre function and should thus be removed from the town centre boundary (see Table 11). It would therefore be appropriate for the regeneration of East Street to be led by residential redevelopment.

6.87 Whilst Market Parade has an extremely high vacancy rate (due to the vacancies of 35-49 Market Parade to make way for redevelopment), it performs a key role in linking the Meridian Centre, West Street and Havant Bus Station with Havant Railway Station, the railway bridge and the Civic Campus to the north.

6.88 There is not a specific need to keep units in the north of Market Parade in retail use as they do not meet modern retailer needs. However there is an opportunity for food, drink and leisure uses at the ground floor in Market Parade to keep it an active and vibrant place into the evening. There is also a need for substantial improvements to the public realm. This should include improved connectivity to Havant Railway Station and the replacement of the footbridge to the Civic Campus.

6.89 With this, it is proposed that the Havant Borough Civic Campus is included within the town centre boundary (see Table 11). The Civic Campus area includes the Public Service Plaza and associated car parks, Havant Health Centre, Havant Methodist Church, Havant Leisure Centre, Havant Police Station, Her Majesty’s Courts Service and Hampshire Probation Service, BT Telephone Exchange and the Jobcentre Plus. As the area is primarily in public ownership it is a key area in the Hampshire One Public Estate portfolio. One Public Estate (OPE) is a government initiative to bring together public bodies to join together to use their estate to deliver more effective public service provision and create market development opportunities. Phase one of the OPE collaboration resulted in the successful extension and enhancement of the Council offices to provide improved facilities and co-located services at the Public Service Plaza. The potential for redevelopment of the

[46] Source: Hampshire County Council

remainder of the Civic Campus is significant as the range of public service organisations review their operational requirements. Retail uses would not be appropriate here; however the connection between the site and Havant Town Centre would mean that the Civic Campus is an appropriate location for further community and health facilities as well as the potential for residential-led redevelopment in some areas.

6.90 Moreover, bringing together public services in a single place, intensifying development at the site and enhancing the site's sustainable location close to Havant Railway and Bus Stations with a new pedestrian and cycle bridge between Havant Town Centre, Havant College and Leigh Park is fundamental to the vision for the future of Havant Town Centre.

6.91 In the future, these alterations will help channel applications for new comparison retail units into the historic town centre and the two retail parks; as such future policy should encourage this. In turn, this will assist in the regeneration of Market Parade (numbers 35-49) and East Street. It would also consolidate the shopping core of the town centre in line with the shift in the national retail market towards smaller town centres as discussed in Sections 4 and 5. This could have positive impacts for Havant's retail market, particularly if combined with other proposals in this paper, such as the need for residential and/or leisure led schemes in the town centres.

6.92 In addition, the primary and secondary frontages were reviewed in light of the recommendations in Sections 4 and 5. Recognising the need for fewer shops, particularly of a small format, and further development of other town centre uses, the policy requirements for the West Street and North Street areas should allow more flexibility for the change of use away from shopping to other town centre uses.

6.93 The map in Appendix 5 shows the proposed boundary change for Havant Town Centre (see also Table 11 below). In addition, a 300m buffer around the town centre has also been added to the maps to show the area which would be classified as ''edge of centre''.

Street	Unit nos to remain in the town centre	Unit nos to be deleted from the town centre
East Street	None are to remain	None are to remain
Civic Campus	All to be included	All to be included

Table 11: Havant Town Centre proposed boundary changes

7. Waterlooville Town Centre

Waterlooville Town Centre: Retail Overview

7.1 Waterlooville has existed as a settlement since the 18th century, but expanded considerably in the post-war period to meet the needs of new residential neighbourhoods. Two shopping precincts were constructed during the 1970s; Wellington Way precinct and The Boulevard. The latter links London Road to the Dukes Walk shopping centre, which was completed in 2000[47].

7.2 Waterlooville Town Centre contained 196 units (182 retail uses) in over 52,000 sqm floorspace in 2015 (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 and 1983 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.

7.3 Like Havant, Waterlooville performs the role of a medium-sized town centre within the hierarchy of settlements across the PUSH sub region (as described in Section 3). The centre is easily accessible via the A3(M) but not accessible by rail, with the nearest railway stations at Bedhampton and Havant. Waterlooville is part of the A3 ZIP corridor bus priority network, which has improved access to the town by bus since its opening in 2008, as well as reducing emissions and helping to improve pedestrian safety by removing through traffic in the town centre. In future, the aim is for the A3 ZIP to become part of the wider South East Hampshire Bus Rapid Transit (BRT) network, which will connect main towns, including Waterlooville and Havant and proposed strategic development sites[48] including Dunsbury Park. The town centre also faces significant challenges in terms of its topography. There is a sharp difference in levels with London Road being significantly higher than Wellington Retail Park. As a result, one looks out over the rooftops of the retail park from a number of vantage points which gives a poor impression. This change in levels, together with the fact that major roads separate sections of the centre, presents significant challenges in connecting the component parts of the town centre together.

7.4 The town centre's traditional shopping area lies to the east of St Georges Walk, Hambledon Road and Stakes Hill Road. There were 98 units with a primary frontage designation within this area, including six that fell within the primary frontage at Wellington Retail Park on Hambledon Road as of March 2015.

7.5 There is a significant concentration of multiple retailers in this area, including Peacocks, Shoe Zone, Claire's Accessories, Boots, Superdrug, WH Smith's, Waitrose, Poundland, Gamestation, Carphone

[47] Town centre vitality and viability assessments, Havant and Waterlooville town centres: Background paper no. 2/10 November 2005, Havant Borough Council
[48] Havant Borough Transport Statement, 2012, Havant Borough Council

Warehouse, EE, O2, Vodafone, Thomsons travel agents and New Look. A high proportion of the shops in Waterlooville are comparison uses, 86% of the multiple retail units in this area were A1 uses in March 2015.

7.6 To the west of St George's Walk, with the exception of Dorothy Perkins, the multiple outlets are banks/building societies (Barclays, Lloyds Bank and Nationwide), food and drink outlets (Subway, Dominos and Poppins café/ restaurants) as well as betting shops and seven estate agents (AJ Eyres & Sons, Leaders, Your Move, Jefferies, Beals, Belvoir and Chapplins). With the national reduction in high street presence of banks and estate agents, vacancies are likely to increase in the future and there is a need for more flexibility in this part of the town centre. There were 63 units in total in this part of the town centre as of October 2015. Whilst most units are independently occupied, only three units were vacant. This contrasts to the high proportion of vacancies in the Wellington Way shopping centre and the Boulevard, which totalled around 30% in October 2015 (this increased to 41% in April 2017).

7.7 Figure 12 (below) indicates the general location of Waterlooville Town Centre's key shopping areas and major retail sites in relation to each other.

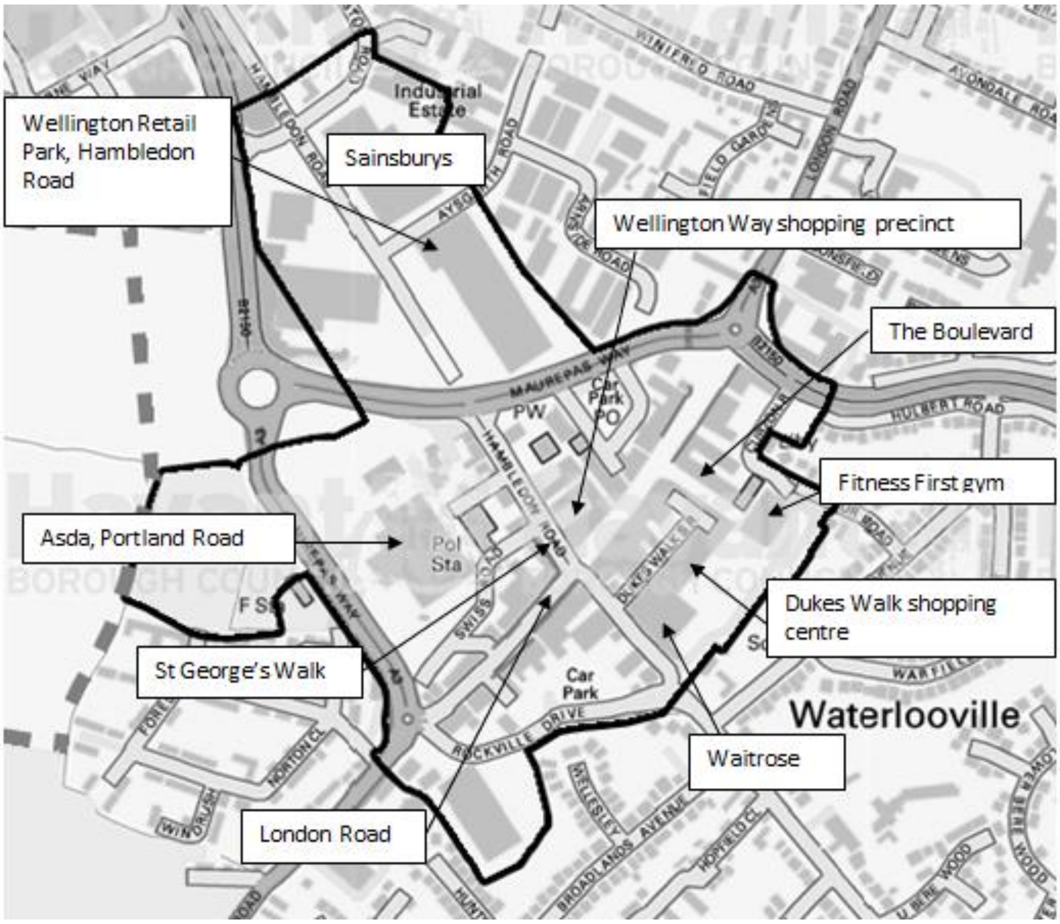


Figure 12: Waterlooville Town Centre's key shopping areas

7.8 A brief summary of Waterlooville Town Centre's key shopping areas is provided in Table 12 below:

Area	Retail mix
Wellington Way	The Wellington Way centre is an enclosed shopping centre built in the 1970s. It has connections from the surface level car park through the centre to London

	Road. The centre contains 27 shop and service units which house a variety of multinational and independent traders as well as four charity shops. It is performing poorly overall, with a large proportion of the units vacant (30% as of October 2015, this increased to 41% in April 2017). The public realm and environment of Wellington Way is not inviting and relatively enclosed in contrast with London Road and Dukes Walk in particular.
The Boulevard	The Boulevard is a pedestrianised area to the south east of London Road which links London Road to the Dukes Walk shopping centre. It also dates from the 1970s. It has 22 units, out of which 5 (23%) were vacant in April 2017. Due to their small size most of the units are independent traders, however occupiers also include Costa Coffee and O_2. Five of the 15 occupied units are charity shops.
St George's Walk/Hambledon Road	St George's Walk (which falls within a secondary retail frontage)/Hambledon Road contain a mixture of shops, services and other uses. Other services and uses include offices (B1), hairdressers and a dental surgery. St George's Walk provides a direct connection on foot between London Road and Wellington Retail Park.
Dukes Walk	The Dukes Walk shopping centre consists of a terrace of 10 retail units, alongside a Waitrose supermarket and Wilkinsons anchoring the scheme to either side of the terrace. The units overlook a large shared surface level car park. Other occupiers include New Look, Bon Marché, Edinburgh Woollen Mill and Card Factory. The scheme has good connections with London Road via The Boulevard, but otherwise faces away from the rest of the centre.
London Road	London Road is the traditional main shopping street in Waterlooville and can be considered as the High Street. It contains a range of shops and services, consisting of predominantly A1 uses and multiple traders. Vacancy rates are very low. The pedestrianised part of London Road is also the location for a bustling street market held once a week on Fridays which attracts visitors.
Wellington Retail Park	Large retail units housing major brand multiple stores including Matalan, Argos Extra, TK Maxx, M&S Food, Dreams, Brantanos, Carpetright and DFS. The retail park is connected to the rest of the town centre on foot via an underpass beneath the A3 as well as a pedestrian crossing over the A3. To the immediate north there is a large Sainsbury's superstore. This opened in December 2014 and has an adjacent free surface car park and undercroft parking.

	The retail park was included in the town centre as part of the previous Local Plan boundary review in 2014.
Asda	Extensive (c. 3,285 sqm.) supermarket to the northwest of London Road, at the western end of the town centre. The store sells both convenience and comparison goods. Vehicular access is directly from the A3 Maurepas Way and the store has a large free car park which also serves as car parking for visitors to the rest of the town centre, subject to a two hour limit. The store is also accessible on foot via Portland Road and other parts of the town centre although pedestrian routes are not clearly signposted.

Table 12: Summary of Waterlooville's key shopping area

Waterlooville Town Centre: Health Check

7.9 The National Planning Practice Guidance (NPPG) recommends ten performance indicators for local planning authorities to use to assess the economic health of town centres (see Section 2)49. These are:

- Diversity of uses
- Retailer representation and intentions to change representation (Please note, this has been termed as ‘’Diversity of Uses – A1 Representation’’ in the sub-sections below)
- Proportion of vacant street level property
- Commercial yields on non-domestic property
- Customers’ views and behaviour
- Commercial rents
- Pedestrian flows
- Accessibility
- State of town centre environmental quality
- Perception of safety and occurrence of crime

7.10 This section of the report considers Waterlooville Town Centre in relation to eight out of ten of the above indicators. The ‘’customers’ views and behaviour’’ indicator can be researched into as part of future pedestrian footfall surveys and through the Draft Local Plan public consultation for any future editions of this paper. As for the ‘’commercial yields and non-domestic property’’ indicator, the Council will talk with their Economic Development Team about requiring this information for future editions of this paper.

7.11 The remaining eight indicators are reviewed below. A sub-section on ‘’Convenience and Comparison Spending Patterns’’ has also been incorporated.

Diversity of Uses

7.12 Waterlooville Town Centre has a significant concentration of multiple retailers and comparison A1 uses at its eastern end, within the primary shopping area and at Wellington Retail Park; whilst the town centre’s western end is characterised by independent retailers. These are illustrated in the map of the centre’s use classes in Appendix 4.

7.13 The Council commissioned a series of reports and analysis from Experian Goad in 2015. The findings of these analyses have been reproduced in this sub-section below. Please note that

[49] https://www.gov.uk/guidance/ensuring-the-vitality-of-town-centres

updated vacancy rates (up to April 2017) can be found in the third sub-section of this chapter; ''Proportion of Street-Level Vacancies''.

7.14 Figure 13 shows the number of units across Waterlooville Town Centre that fall into different land use categories (use classes).

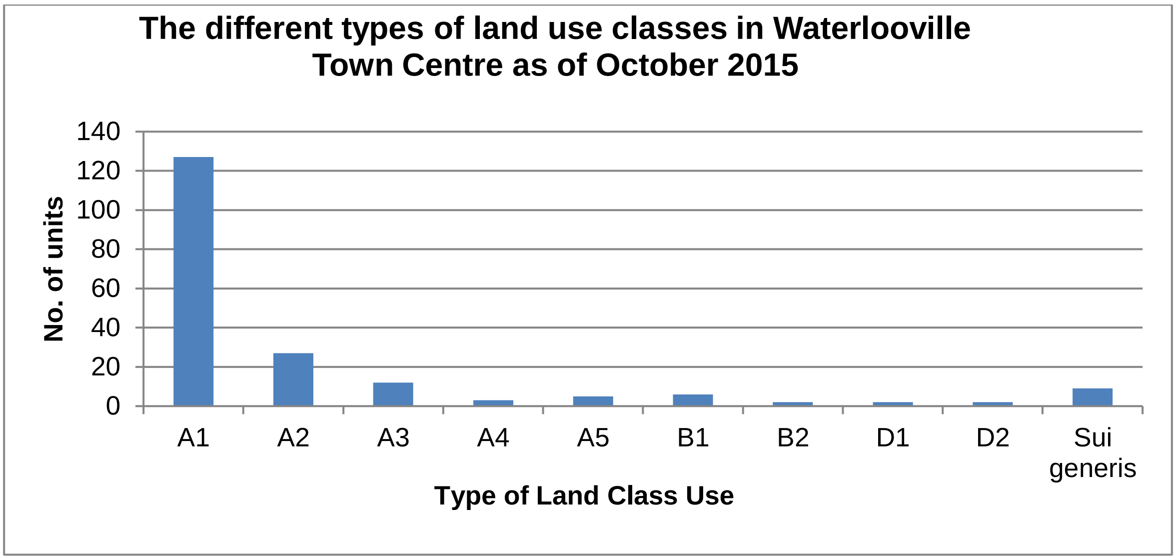


Figure 13: Use classes within Waterlooville Town Centre as of October 2015

7.15 Table 13 (below) and Figures 14 and 15 (also below) compare the proportion of retail class units and floorspace in Waterlooville Town Centre to UK average figures in October 2015. In terms of units, the centre had a high proportion (45.1%) of comparison uses, which was above the UK average (40.91%) for town centres. The centre was slightly underrepresented for convenience uses, catering uses (restaurants, cafés, pubs and takeaways) and services. Vacant units were equal to the national average (12.6%). In floorspace terms, the centre performed considerably better than the UK average for comparison floorspace (57.6% in Waterlooville against 46% nationally) and also had more convenience floorspace (20.7% against 17.79%). Vacant floorspace (4.7%) was also considerably lower than the average for the UK (10.7%).

Sector	Units (count)	Units (%)	UK average (%)	Floorspace (sqm)	Floorspace (%)	UK average (%)
Convenience	11	6.0	8.81	1,830	20.7	17.79
Comparison	82	45.1	40.91	30,120	57.6	46.02
Catering	17	9.3	16.39	2,510	4.8	11.79
Services - A2	25	13.7	8.68	3,630	6.9	7.06
Services - Other	19	10.4	11.45	1,890	3.6	5.61
Other	5	2.7	1.16	890	1.7	1.03
Vacant	23	12.6	12.6	2,450	4.7	10.7
TOTAL	**182**	**100**	**100**	**52,320**	**100**	**100**

Table 13: Percentage and floorspace in retail use class categories in Waterlooville town centre – October 2015
Source: Unit count from HBC survey (March 2015); Floorspace data for Waterlooville and UK average % units and floorspace from Experian Goad[50].

[50] Note: Vacant units recorded separately to allow comparison of sectors with UK averages.

NOTES:	
Sector	**Types of unit included**
Convenience	Food shops - butchers, bakers, fruit & veg, fish, supermarkets.
Comparison	Clothing, chemists, furniture, DIY, Books/news, electrical, jewellery.
Catering	Restaurants, cafés, takeaways, pubs.
Services – A2	Banks and building societies, finance, insurance, estate agents.
Services - Other	Repairers, taxi, travel agents, hairdressing, funeral, dry cleaning.
Other	Employment services, careers.

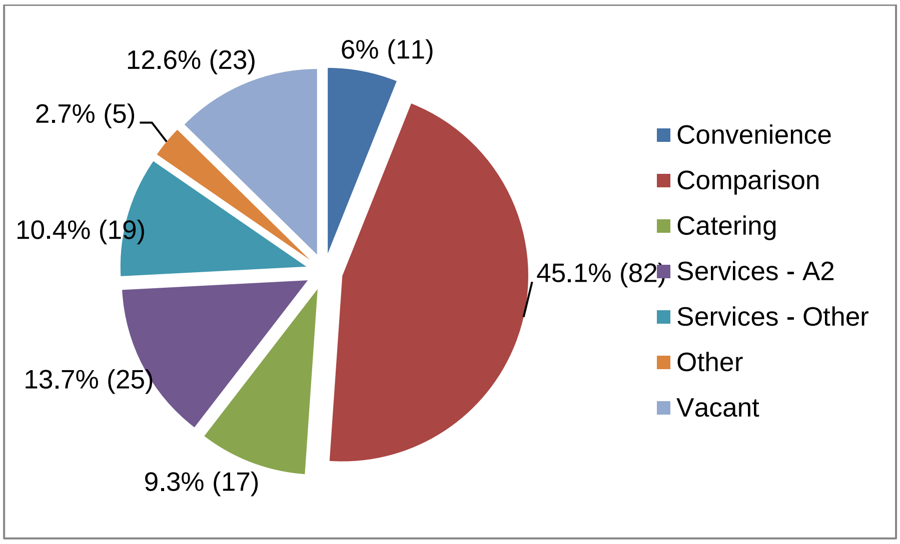


Figure 14: Percentage of units* in retail categories, Waterlooville Town Centre – October 2015
*N.B. unit counts shown in brackets after percentages

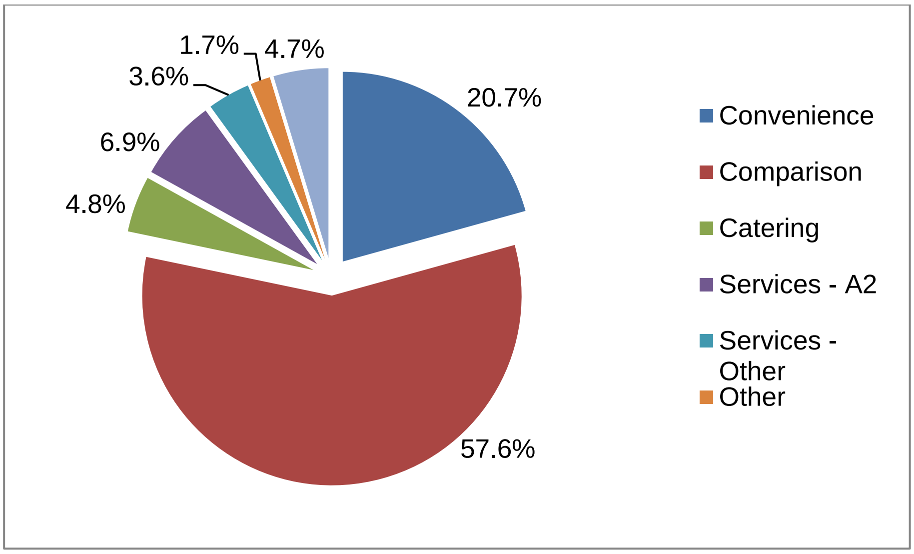


Figure 15: Percentage of floorspace in retail categories, Waterlooville town centre – October 2015

7.16 The number of charity shops in the town centre almost doubled from 7 in 2008 to 13 in 2015. This has been a very noticeable pattern in Waterlooville although it is also a trend observed nationally as other multiples across the UK are shifting from smaller and medium-sized town centres to larger town centres, leaving vacant A1 retail units. These vacant units are easily reoccupied by charity shops, which qualify for relief on business rates51. Town centre locations are also attractive for them as they are accessible for their volunteers and have higher footfall. A large number of charity shops do not necessarily indicate economic underperformance, particularly if the units that they occupy are generally small in size52. They also provide active uses for units that might otherwise remain vacant and help to retain footfall and spending as well as providing social value through voluntary work opportunities53. To make a complete assessment of a centre's performance, indicators such as retail sales, vacancies over time, diversity and pedestrian footfall therefore need to be considered – these are looked at in more detail within this section.

Diversity of Uses – A1 Representation

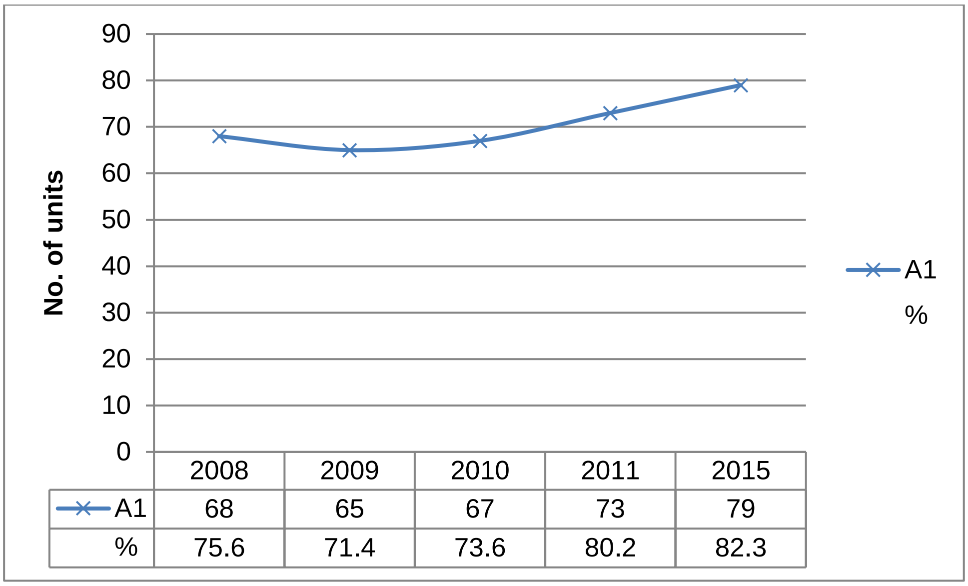
7.17 In October 2015, there were 127 commercial A1 units in the town centre, of which 117 (92%) were occupied. This represented 67% of all occupied units. Table 14 compares A1 representation in the town centre in October 2015 with A1 representation using the former town centre boundary. The boundaries for both Waterlooville and Havant were enlarged as part of the Local Plan (Allocations) [adopted July 2014], which resulted in an increase in the number of A1 units as well as A1 floorspace for both centres.

	2015 (Figures in brackets indicate total A1 units using pre-2014 boundary, i.e. excluding Wellington Retail Park)
Total A1 units	127 (114)
Total occupied A1 units	117 (104)

Table 14: A1 representation in Waterlooville Town Centre as of October 2015 and using pre-2014 town centre boundary

7.18 Figure 16 illustrates the changes in the number of A1 uses in the town centre's primary frontages between 2008 and 2015. The number and proportion of occupied A1 uses in the primary frontages have both increased steadily since 2009. Occupied A1 retail floorspace across the town centre and primary frontages also increased in this period. These two facts are primarily due to the inclusion in 2014 of 13 A1 units at Wellington Retail Park, eight of which were in a primary frontage, as part of the review of boundaries and frontages for the Local Plan (Allocations) (July 2014). The inclusion of Wellington Retail Park in the town centre boundary reflected its continued contribution in attracting shoppers to Waterlooville Town Centre.

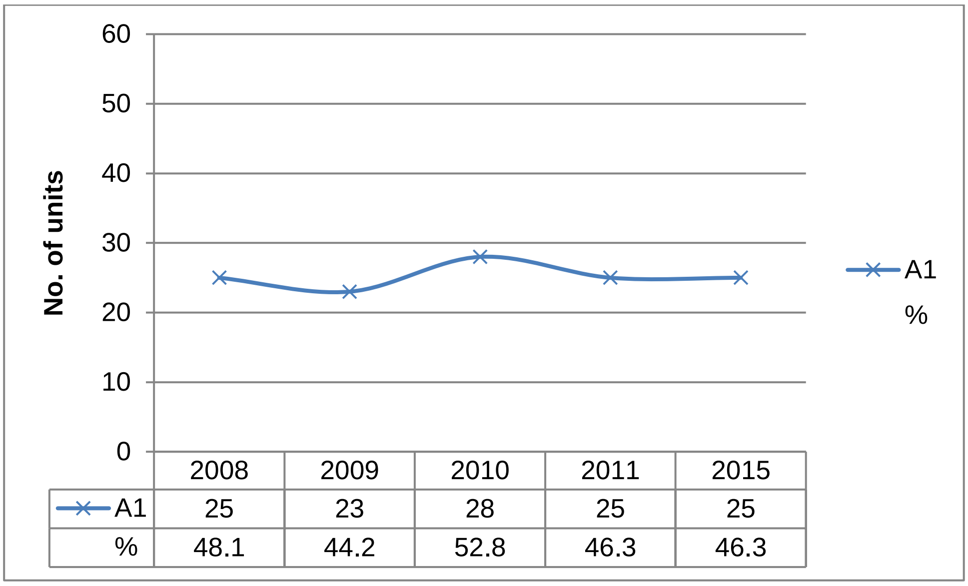
[51] Charities qualify for an 80% reduction on business rates under current legislation (https://www.gov.uk/apply-for-business-rate-relief/charitable-rate-relief)
[52] BIS Research Paper No. 188: Policy Implications of recent Trends in the High Street/Retail Sector (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/389385/bis-14-1124_Research_paper_188_Policy_implications_of_recent_trends_in_the_high_street-_retail_sector.pdf)
[53] Giving Something Back, Demos, 2013 ((http://www.demos.co.uk/files/DEMOS_givingsomethingbackREPORT.pdf?1385343669)



	2008	2009	2010	2011	2015
A1	68	65	67	73	79
%	75.6	71.4	73.6	80.2	82.3

Figure 16: A1 uses in Waterlooville Town Centre's primary frontages 2008-2015 (including vacant units)

7.19 Figure 17 shows that A1 representation in the town centre's secondary frontages has fluctuated slightly from 2008 to 2015. In October 2015 the proportion of occupied A1 units across all secondary frontages was 46%, which was well above the 25% threshold in Policy AL3.



	2008	2009	2010	2011	2015
A1	25	23	28	25	25
%	48.1	44.2	52.8	46.3	46.3

Figure 17: A1 uses in Waterlooville Town Centre's secondary frontages 2008-2015 (including vacant units)

Diversity of uses – key findings:

- A1 floor space within Waterlooville Town Centre has significantly increased and numbers of A1 units across the town centre have also increased since 2008 (from 101 in 2008 to 117 in 2015). However, this is in part due to the town centre boundary and frontages review in 2014.
- The number and proportion of occupied A1 uses in the primary frontages have both increased steadily since 2009. This was mainly due to the inclusion of 13 A1 units at Wellington Retail Park.
- Occupied A1 uses have remained steady in the secondary frontages over recent years.
- Doubling in the number of charity shops in the town centre, from 7 in 2008 to 13 in 2015. There has been a national trend for a strong performance of discount stores, charity shops and budget supermarkets as other multiples across the UK have shifted from smaller and medium-sized town centres to larger town centres. The trend is also partially the result of discounters broadening their range of goods and shoppers seeking greater value.

Proportion of Street-level Vacancies

7.20 Table 15 (below) shows the change in the percentage of vacant ground floor level retail units in Waterlooville Town Centre between 2014 and 2017.

Date	No of Units Vacant	% of Units Vacant
May 2014	20	10.64%
October 2014	22	11.46%
March 2015	21	10.88%
July 2015	23	11.92%
April 2016	22	10.36%
October 2016	28	14.14%
April 2017	27	13.85%

Table 15: Retail vacancies in Waterlooville Town Centre 2014-2017

7.21 The 2016 publication of this paper reported that the proportion of vacancies in Waterlooville Town Centre fell dramatically between June 2009 and June 2010, between 12.43% and 9.1%. This followed a similar trend to Havant Town Centre and the Borough's other centres and was likely to be due to increased shopper numbers following the peak of the recession. Nevertheless, as shown in Table 15 (above), this has risen and remained static between May 2014 and April 2016. The Waterlooville Town Centre vacancy rate reached a new peak of 14.14% in October 2016.

7.22 The national average vacancy rate for town centres across England in July 2015 was 11.6% and in October 2016 was 13% (The Local Data Company[54]). On both of these occasions, the vacancy rate for Waterlooville Town Centre has been above the national average[55].

7.23 Table 16 (below) shows the percentage of units for each unbroken run of primary or secondary frontage within Waterlooville Town Centre that were vacant as of April 2017. The frontage runs were established by using the Adopted Local Plan Proposals Map which shows unit numbers. As per Policy AL3, the frontages include minor breaks in the building line, such as alleyways, but exclude substantial breaks, i.e. road junctions and crossroads.

Primary(P)/Secondary(S)	Unbroken run	Addresses	Vacant units	% vacant
Primary	P1	1-15 Dukes Walk and Waitrose Ltd	0/13	0%
Primary	P2	3-23 The Boulevard (odd nos.)	4/11	36%
Primary	P3	4-18 The Boulevard (even nos.)	3/8	38%
Primary	P4	93-119 London Road (odd nos.)	4/14	29%
Primary	P5	278-310 London Road (even nos.)	0/14	0%
Primary	P6	1-11 Wellington Way	3/10*	30%
Primary	P7	12-21 Wellington Way	4/7**	57%
Primary	P8	22-34 Wellington Way	3/9***	33%
Primary	P9	2-14 Wellington Retail Park (even nos.)	0/6****	0%
Secondary	S1	75-81c London Road (odd nos.) and 1-9 The Clock House	3/16	19%
Secondary	S2	1-9 Queens Parade and 125 London Road	1/10	10%
Secondary	S3	244-274 London Road (even nos.)	1/17	6%
Secondary	S4	1 The Boulevard and 310a-326 London Road (even nos.)	2/9	22%

Table 16: Percentage of vacant units in Waterlooville Town Centre primary and secondary frontages, April 2017
N.B. Double units are counted as one unit for the purpose of this assessment

7.24 As seen from the Table 16 (above), more than half of the areas of the town centre that fall within a frontage designation have a healthy occupancy rate; however, The Boulevard (P2 and P3), London Road Odd Nos 93-119 (P4) and all three sections of Wellington Way (P6, P7 and P8) have

[54] http://www.theretailbulletin.com/news/uk_shop_vacancy_remains_at_1_in_july_07-08-15/
[55] Note that this vacancy rate includes all recorded commercial use classes within the town centre, including leisure and non-retail uses

noticeable high vacancy rates of over 25%. In contrast, the units in Dukes Walk (P1), London Road Nos 278-310 (P5) and Wellington Way Retail Park (P9) are fully occupied. The latter is consistent with the trend referred to in Section 5 of this report.

7.25 Moreover, Wellington Way (P6, P7 and P8) has a total of 27 units. Of these, 11 were vacant which produces a vacancy rate of 41% as of April 2017. This has increased from 3.7% in 2011 and 30% in October 2015.

7.26 As the proportion of vacant units in the Wellington Way, the Boulevard and the odd nos 93-119 London Road exceed 25%; the clause within Policy AL3 of the Local Plan (Allocations Plan) would allow change of use of any units in one of these frontages to a non-A1 use if an application came forward.

7.27 The Council has recently commissioned a short piece of work in 2015 to consultants to look at longer term options for regenerating Waterlooville Town Centre and make better use of its space in the future. This feedback cited a number of issues that may account for the comparatively poor performance of the core part of the town centre (i.e. Wellington Way, the Boulevard and London Road). The feedback includes:

- The draw of business from the town centre historic core created by the attractive food and comparison retail offer at the adjacent Wellington Retail Park, including Sainsbury's;
- Poor condition of many of the town centre retail units;
- The absence of an established night time economy, particularly restaurants; and
- A differential car parking offer, with free parking at the retail park and at Asda, and Pay & Display parking at the two Council-owned car parks and the privately operated Dukes Walk and Central (NCP) car parks.

7.28 Targeted regeneration/reconfiguration of the town centre would help to tackle the current problem of high vacancy rates in the shopping centres. Some broad suggested options to help regenerate the centre have been put forward in the SWOT analysis in Section 7 of this report.

Street-level vacancies – key findings:

- Waterlooville Town Centre's retail vacancies as a whole are above the national average, as of October 2016. Surveys of the retail units in the town centre reveal pockets of very high (30-40%) vacancy levels within Wellington Way shopping centre and the Boulevard.

Recommendations:

- Targeted regeneration initiatives within the town centre should help to address the pockets of high retail vacancies within the Wellington Way and the Boulevard shopping precincts. A more attractive and successful town centre would also be able to effectively capitalise on future opportunities for increased trade from existing residents as well as from new residents of the major scheme currently underway at the Berewood Major Development Area (MDA).

Convenience and Comparison Goods Spending Patterns

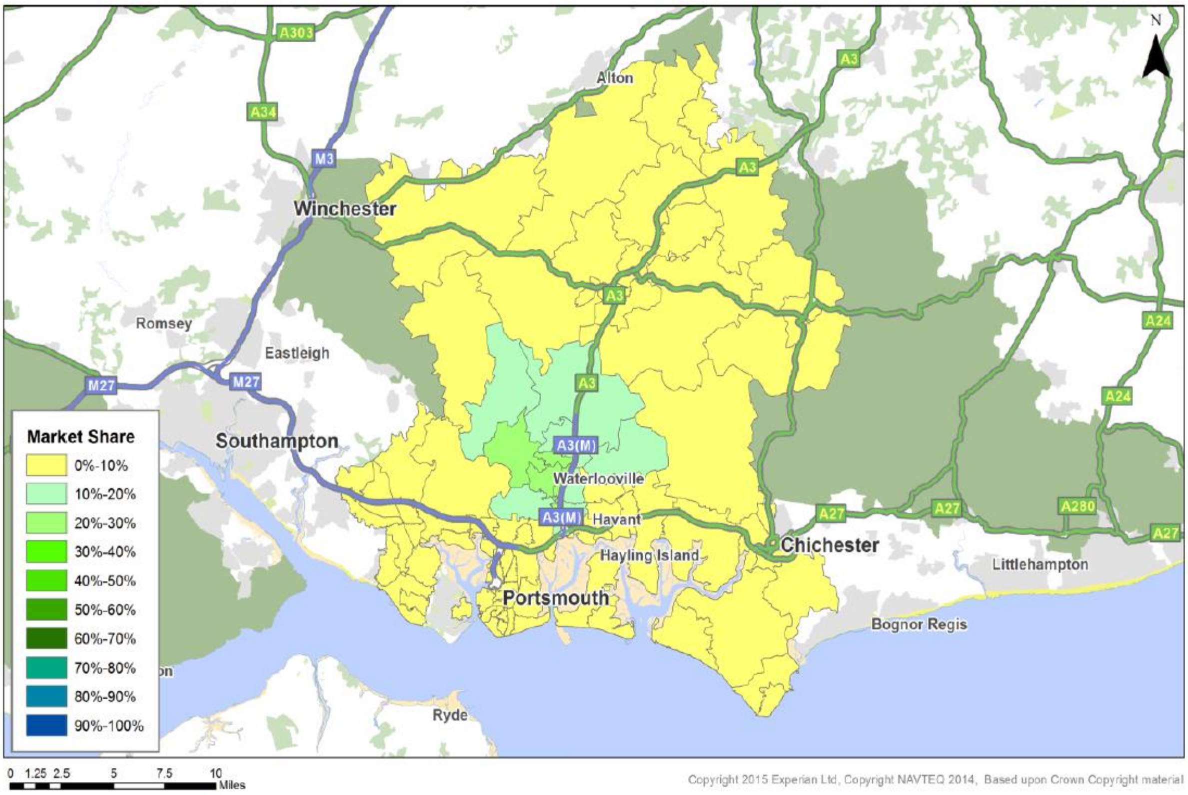


Figure 18: Retail catchment for Waterlooville town centre

7.29 Figure 18 shows Waterlooville's market share for shopper expenditure within its total retail catchment area. The light green shaded postcode sector areas represent the average percentage of residents of areas closest to Waterlooville that shop in Waterlooville Town Centre.

7.30 The total comparison goods expenditure within the entire catchment in 2014 was £132.5m[56]. This is indicated by Table 17 which also shows the breakdown of expenditure in other sector categories.

	Catchment spend (£'000s)	%	GB spend (£'000s)	%
Total comparison	132,507	46.5	196,900,541	45.5
Total convenience	76,942	27.0	118,690,524	27.4
Total leisure	75,411	26.5	117,342,878	27.1
Total expenditure	284,860	100.0	432,933,943	100.0

Table 17: Total shopper expenditure Waterlooville's retail catchment (2014)
Source: Experian (2015)

7.31 Waterlooville's non-food market share, i.e. total comparison goods expenditure spent in Waterlooville Town Centre as a proportion of its total retail catchment area, is 6.2%[57]. This is slightly higher than Havant's non-food market share as a proportion of its catchment area (5.2%), despite Waterlooville having a slightly smaller shopper population[58]. Both town centres have retail parks within their boundaries and immediate retail catchment areas, although Waterlooville Town Centre also has a medium sized Asda store at Portland Road within the town centre boundary. Shopper expenditure in Waterlooville may be adversely influenced by the presence of another Asda supercentre at Larchwood Avenue. This is likely to receive a high volume of trade from the town's large housing estates and draw trade which otherwise may have gone to Waterlooville Town Centre.

7.32 Patterns of spending are also indicated by shopper and expenditure leakage to other centres. Key competitors for Havant and Waterlooville, as expected, are the larger higher order town centres of Fareham and Chichester; as well as Portsmouth City Centre, which is a regional city centre in the PUSH sub-regional hierarchy of centres in Figure 1 (Section 3).

7.33 Havant's retail catchment experienced 20.3% leakage of comparison expenditure to central Portsmouth[59] in 2014, whilst Waterlooville experienced 20.9% leakage to central Portsmouth. Havant has a higher leakage of expenditure to Chichester and, in terms of total expenditure; Waterlooville retains a greater proportion of comparison spending than Havant within its catchment shopper population. These figures are illustrated in Tables 18 and 19 (below).

7.34 The proportion of spend in Waterlooville's catchment area could increase further as new development continues at Berewood and Wellington Park to the immediate west of the A3 (London Road). The site is located mainly within Winchester District but is centred on the settlement of Waterlooville; therefore, Waterlooville Town Centre is the closest higher order town centre to the new development. The scheme has planning permission for around 3,000 dwellings across the entire site. The development, which is currently underway, will create a new community and include employment and mixed use land. The new uses will include two primary schools, a local centre and

[56] Source: Experian (2015).
N.B. The expenditure data provided by Experian for Havant for the 2015 Town Centre Shopper Report is lower than that used in the 2009 NLP Retail Study due to Experian using a smaller study/catchment area in 2015.
[57] Source: Where Britain Shops, 2014 (Experian Town Centre Shopper Report, November 2015)

[59] Not including Gunwharf Quays

areas for open space and recreation. There are no major new retail developments proposed within the site. This development close to the edge of Waterlooville Town Centre will create an enlarged market/spend for retail uses within Waterlooville's catchment area. It presents an invaluable opportunity for the town centre to attempt to capture a large share of this substantial emerging market, rather than risk it going to competing centres elsewhere.

7.35 The overall development is taking place in phases and the rate at which the dwellings at Berewood will be completed will depend on market conditions. Nevertheless, the scheme is well underway, with a number of dwellings now complete and a new primary school having opened there in 2014. The opening of a Sainsbury's supermarket at Wellington Retail Park is already acting as a draw into Waterlooville Town Centre for residents in and around the town. The regeneration initiatives and recommendations in Section 7 of this report will further increase the centre's attractiveness as a shopping destination; these new retail uses will also benefit from the potential additional trade arising from Berewood.

Leakage from Catchment				
Retail Centre	**Shopper population**	**%**	**Shopper Expenditure (£)**	**%**
Portsmouth - Central	129,452	20.9%	666,906,084	20.1%
Chichester	55,320	8.9%	292,408,879	8.8%
Fareham	51,799	8.4%	298,602,373	9.0%
Waterlooville	38,345	6.2%	209,892,876	6.3%
Havant	32,740	5.3%	177,005,149	5.3%
Portsmouth - Gunwharf Quays	28,598	4.6%	141,432,180	4.3%
Southampton Central	24,194	3.9%	130,661,579	3.9%
Gosport	23,016	3.7%	139,729,237	4.2%
Petersfield	18,852	3.0%	93,406,115	2.8%
Portsmouth - Ocean Park Retail Park	17,675	2.9%	91,138,891	2.7%
Other	199,728	32.2%	1,076,966,139	32.5%
Total	**619,719**	**100.0%**	**3,318,149,503**	**100.0%**

Table 18: Key competitors for Waterlooville
Source: Experian (2015)

Leakage from Catchment				
Retail Centre	**Shopper population**	**%**	**Shopper Expenditure (£)**	**%**
Portsmouth - Central	131,225	20.3%	676,938,185	19.5%
Chichester	76,159	11.8%	433,364,006	12.5%
Fareham	57,494	8.9%	306,207,254	8.8%
Waterlooville	38,126	5.9%	208,417,926	6.0%

Havant	**33,747**	**5.2%**	**182,558,228**	**5.3%**
Portsmouth - Gunwharf Quays	28,857	4.5%	143,013,201	4.1%
Southampton Central	24,565	3.8%	132,424,689	3.8%
Gosport	19,051	2.9%	94,698,700	2.7%
Petersfield	18,152	2.8%	111,115,237	3.2%
Portsmouth - Ocean Park Retail Park	17,941	2.8%	92,661,707	2.7%
Other	202,123	31.2%	1,082,324,046	31.2%
Total	**647,440**	**100.0%**	**3,463,723,180**	**100.0%**

Table 19: Key competitors for Havant
Source: Experian (2015)

Rents

7.36 The 2009 Town Centres, Retail and Leisure Study by Nathaniel Lichfield and Partners60 was the last work commissioned by the Council to include information on rents in Waterlooville. Table 4.2 of their report showed that Waterlooville Town Centre had experienced growth in 'Zone A' prime retail rents between 2006 and 2007, following a long period of static rents between 2001 and 2006.

7.37 The Council obtained the latest data on rents through its subscription to the property website CoStar. From 2012 to 2016, rents have varied from approximately £10-£1761.

7.38 Rents were almost £17 per square foot in 2012, however this dropped sharply to £12 by the second quarter of 2013. The value then steadily declined to £10 by the second quarter of 2015, but since then has began to rise with the value of rents fluctuating between £12 and £15 between 2016 and the second quarter of 2017.

Pedestrian Flows

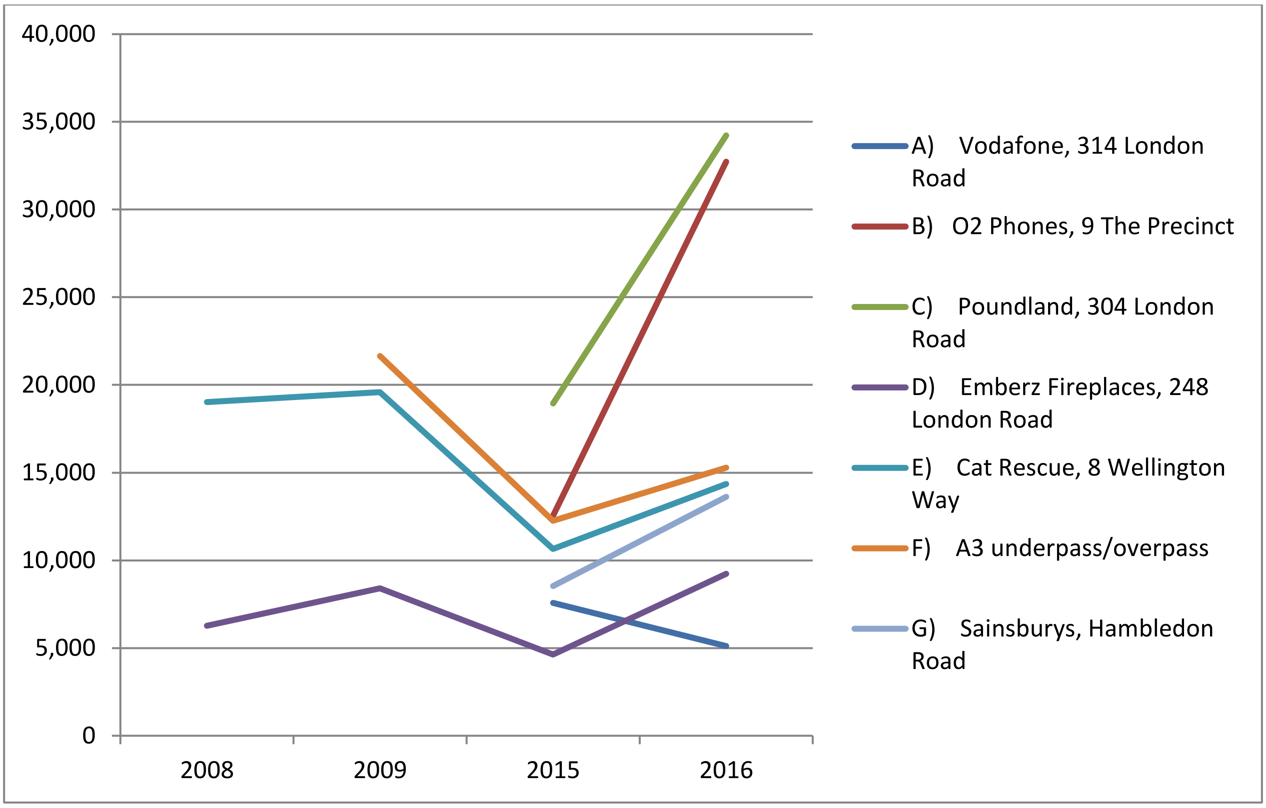
7.39 Monitoring pedestrian footfall is a key method of investigating shopping centre vitality. The data can be used to assess the impact of future development proposals and justify subsequent planning decisions. Moreover, the information will be considered when reviewing the Council's existing retail policies and shopping frontages as part of the Local Plan review. With this, impacts of any environmental, transport, parking or other improvements on pedestrian footfall between various areas of the town centre will also be monitored in the process. The continued monitoring of footfall in the town centre enables analysis of on-going trends, which may be affected by new stores or store closures, as well as new and/or amended planning policies.

7.40 Waterlooville Town Centre has the advantage of having the Wellington Retail Park within its boundary; this can attract a number of visitors, mainly by car, but also on foot from London Road via the bridge underpass/overpass crossing the A3. The results of the pedestrian footfall surveys are presented in Figure 19 (below). The figure shows the total weekly pedestrian footfall recorded at

[60] https://www.havant.gov.uk/sites/default/files/documents/town-centre-study-Mar09.pdf

[61] Rents are worked on £ per sq ft per annum, e.g. £10 per sq ft for a 200 sq ft unit = £2000 per annum

seven stations (count points), together with the results of previous surveys. The data represents total footfall over an entire week between 10am and 4.30pm[62]. In order to obtain an accurate representation, the footfall surveys were conducted on a Friday and a Saturday so that a weekday and a weekend day were incorporated.



Footfall Station	2008	2009	2015	2016	Commentary
A) Vodafone, 314 London Road	-	-	7,573	5,111	33% decrease since 2015
B) O_2, 9 The Precinct	-	-	12,550	32,727	More than doubled since 2015
C) Poundland, 304 London Road	-	-	18,946	34,226	81% increase since 2015
D) Emberz Fireplaces, 248 London Road	6,262	8,403	4,629	9,232	10% increase since 2009 Almost doubled increase since 2015
E) Cat Rescue, 8 Wellington Way	19,026	19,588	10,650	14,343	27% decrease since 2009 35% increase since 2015
F) A3 underpass/overpass	-	21,649	12,256	15,280	29% decrease since 2009 25% increase since 2015

[62]Data was obtained at each footfall station over two days and then a standard multiplier was used to convert it into a total weekly equivalent number (WEN).

G) Sainsburys, Hambledon Road	-	-	8,536	13,621	60% increase since 2015
Footfall Total for Stations D) to F)	25,288	49,640	27,535	38,855	22% decrease since 2009 41% increase since 2015
Footfall Total for Stations A) to G)	-	-	75,140	124,540	66% increase since 2015

Figure 19: Total weekly footfall in Waterlooville Town Centre, 2008-2015
- Dashes represent where there was no previous survey data

7.41 Footfall at the western end of London Road (station D) and in the Wellington Way shopping centre (station E) both increased between 2008 and 2009, but then fell sharply between 2009 and 2015 – 45% & 46% respectively. Whilst there were footfall decreases in Havant, they were only of the 20-30% order and much less compared to 2008 data (see Section 6). Nonetheless, the 2016 survey has shown a new high for station D) and improvement for station E).

7.42 Whilst the falling trade across town centres is being observed nationally, the difference in scale between Havant and Waterlooville (which both have the characteristic of successful retail parks could be explained by the different pedestrian connections and parking opportunities in the two centres. The footfall for Havant Town Centre is displayed in Section 6 and shows good connectivity between the Solent Retail Park and the older town centre. Nevertheless, the same cannot be said for the connectivity between Wellington Retail Park with Wellington Way and the pedestrianised area of London Road in Waterlooville Town Centre. The A3 underpass/overpass (Station F) connects Wellington Retail Park to these older town centre areas. This station used to record one of the higher footfall rates but in 2016 witnessed a 29% decrease in footfall since 2009 (albeit an improvement since 2015). The retail park has 100% unit occupancy and observations of visitor numbers and cars parked both indicate that it is trading well; however, pedestrian linkage between the retail park and the rest of the town centre appear to be decreasing.

7.43 Shopping activity at the retail park and the rest of the town centre will continue to be monitored on a regular basis by ongoing assessment of pedestrian flows at the A3 underpass/overpass and Sainsbury's. Although the retail park is unlikely to pose competition for other shops in the town centre due to the difference in the type and size of the shops in each part of the centre, pedestrian connectivity needs to be improved where possible. Further footfall surveys across the centre should help to confirm whether or not this might be the case.

Accessibility

7.44 Waterlooville Town Centre is easily accessible via the A3(M) but not accessible by rail, with the nearest railway stations at Bedhampton and Havant. Waterlooville is part of the A3 ZIP corridor bus priority network, which has improved access to the town by bus since its opening in 2008, as well as reducing emissions and helping to improve pedestrian safety by removing through traffic in the town centre. In the future, the aim is for the A3 ZIP to become part of the wider South East Hampshire Bus Rapid Transit (BRT) network, which will connect main towns, including Waterlooville and Havant and proposed strategic development sites63. This factor, combined with the encircling road network, makes the area attractive for visitors travelling by car and bus, albeit less attractive for pedestrians and cyclists. There are several pedestrian routes through the town centre's shopping

[63] Havant Borough Transport Statement, 2012, Havant Borough Council

precincts. However, the above footfall data does suggest that some areas are less frequently visited and that pedestrian linkages could be improved.

State of Environmental Quality

7.45 In Waterlooville Town Centre, surface car parking is a dominant land use, reflecting the fact that the car is the primary means of getting to the town centre. In addition, there are minimal areas of public open space or landscaping whilst signposting is relatively poor.

7.46 In terms of air quality, there are currently no Air Quality Management Areas (AQMAs) designated at any location within the Borough. Nevertheless, a number of localised areas along the roundabout at Hulbert Road and London Road in Waterlooville Town Centre have seen levels of nitrogen dioxide emissions exceed the National Air Quality Standards. This is due to roadside traffic and poses a threat to public health.

7.47 To address this, the Council is investigating likely future air quality levels in collaboration with neighbouring authorities through PUSH. This report will provide an in-combination assessment of air quality as a result of proposed development within the sub-region. More specifically, this will include an assessment on the likely impacts on European sites and human health. The study will also provide recommendations on the need for mitigation and/or interventions required as part of new development, particularly in the more densely populated parts of the borough such as the town centres.

Perception of Safety and Occurrence of Crime

7.48 Waterlooville Town Centre is located in the ''Waterlooville North'' neighbourhood as defined by UK Crime Stats64. According to UK Crime Stats, there was a steady reduction in recorded crime and antisocial behaviour in Waterlooville North between 2011 and 2015, which reflects the steady fall in overall crime in the UK in the last 20 years - see Figure 20. However, the years 2016 and 2017 have seen an increase in recorded incidents. Hampshire Constabulary's Neighbourhood Policing Team for Waterlooville previously put in place various initiatives, including 'Operation Blitzen' which aimed to tackle shoplifting and theft in the town centre, particularly in the run up to Christmas, by liaising with shop security staff.

7.49 Overall, UK Crime Stats defines the recorded crime rate in the area of Waterlooville North as ''Low''.

7.50 The low levels of crime would suggest that Waterlooville is a safe place to visit. The breakdown of the different types of crime from April 2016 to March 2017 shows that the most recorded incidence is anti-social behaviour. This accounted for 34.3%% of all recorded crimes and is similar to Havant (see Section 6).

7.51 Moreover, crime and perceived safety is something that should be considered in the forthcoming review of the Local Plan (for example as part of reviewing the retail policies to limit certain uses).

[64] http://www.ukcrimestats.com/Neighbourhood/7692

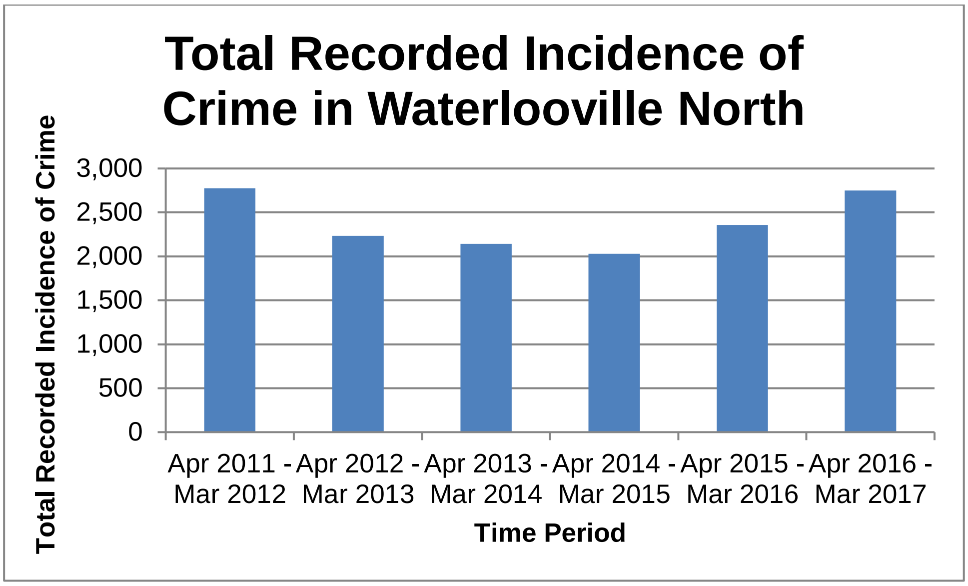


Figure 20: Crime and antisocial behaviour (ASB) incidents in Waterlooville North, 2011-2017

Waterlooville Town Centre: Conclusions

7.52 The retail overview and the analysis of Waterlooville Town Centre against the NPPG performance indicators in Section 7 has led to several conclusions, which are summarised in the following paragraphs and SWOT[65] analysis table (Table 20 below).

7.53 The NPPG performance indicators suggest that Waterlooville Town Centre's economic health and vitality is varied amongst its different areas. This is reflected in:

7.54 Very high occupation in the Wellington Retail Park and Dukes Walk. However, Wellington Way, the Boulevard and sections of London Road have vacancy rates of over 25%; and

7.55 Comparison retail floorspace in Waterlooville Town Centre is 923 sqm. below the Local Plan target.

7.56 The town centre performs well against other performance indicators including diversity of uses and pedestrian footfall (though polarisation is further highlighted – see below). The town centre is also easily accessible via the A3(M).

7.57 There is some evidence of polarisation of retail types with a significant concentration of multiple retailers and comparison A1 uses in the primary shopping areas of Dukes Walk and Wellington Retail Park. This has led to other areas, including Wellington Way, the Boulevard and sections of London Road, becoming less successful and leading to an increased vacancy rate. Overall however, the town centre is served by a range of multiple and independent retailers.

[65] SWOT stands for Strength, Weaknesses, Opportunities and Threats.

Strengths	**Weaknesses**
• Very high occupation at the Wellington Retail Park and Dukes Walk. • The crime rate around the town centre is considered ''low''. • The presence of a retail park in the town centre is unique and provides a range of additional large A1 floorspace to complement the smaller high street and precinct stores. Development of further A1 uses in retail parks within a town centre is also permissible under the NPPF. • Wide range of stores across the town centre including independents and multiples. • Highly accessible by car from the A3(M) and bus from the A3 Zip Corridor, as well as free parking at Wellington Retail Park and at Asda. • Many car parking spaces available at car parks around the rest of the town centre, all within easy walking distance from the shops.	• Noticeably high concentrations of vacant units within certain parts of the centre (Wellington Way and the Boulevard). • Public realm weak across the town centre, with poor signposting and lack of public or civic open space or a square; however, new furniture was recently erected along some parts of London Road to try and remedy this. • The town centre is mostly accessible primarily by car and bus. • The topography and highway network make connecting the different parts of the town centre difficult. • Crime and antisocial behaviour still fairly high relative to some other parts of Hampshire. • The overall vacancy rate for the town centre as a whole is above the national average. • Although no Air Quality Management Areas (AQMAs) have been designated in the borough, the roundabout at Hulbert Road and London Road has shown nitrogen dioxide levels above those stated in National Air Quality Standards. This poses a threat to public health. The Council is working as part of PUSH to produce an assessment on Air Quality which will establish what mitigation and/or interventions can be put in place.
Opportunities	**Threats**
• Opportunity to increase pedestrian links between town centre sites (Wellington Retail Park, Asda) through better signposting and other public realm improvements. • Opportunity to increase cultural, civic and leisure offer in the town centre as alternatives to A1 uses (an approach recommended in *Beyond Retail* (2013) and other national reports). This may require developer funding through CIL (and potentially Section 106 agreements) to improve public realm or provide new community facilities as part of individual or comprehensive schemes. A relaxation of the Local Plan policy approach for retail uses in parts of the centre that may be earmarked for regeneration could potentially assist with delivery of these alternative non-retail uses, or they could be encouraged through use of a Local Development Order. Both options would require further investigation. • Develop a more rounded day and evening mix of consumer and leisure attractions. • Opportunity to revise the scale of parking charges at the Council-owned car parks to be more competitive and attractive to shoppers. • Opportunity to capitalise on the substantial emerging retail market being presented by the major residential and mixed-use scheme being constructed at the Berewood Development MDA. This could provide considerable shopping trade for the town	• Fragmented land ownership within the town centre may create potential difficulties and/or delays in being able to effect large-scale positive changes through major redevelopment initiatives, particularly on the Asda Portland Road site. • Threat from online and multi-channel[66] shopping and recessionary impacts affecting all town and city centre high streets, particularly small and independent shops. • The evidence and recommendations from Sections 4 and 5 indicate a move toward smaller town centres with less A1 provision. However, replacement uses must ensure continued viability in the town centres. • Continued competition from other town centres and retail parks, for example Fareham, Whiteley, Gunwharf Quays and Havant Town Centre. • Risk that new residents of the Berewood Development (MDA) may travel elsewhere other than Waterlooville Town Centre if regeneration in the centre does not happen and the right places and time. For example, the right type of retail development and/or leisure offer to meet the latent demand from this development as well as from existing residents of Waterlooville (as well as other parts of the centre's catchment area). • That the physical barriers of Maurepas Way fail to attract pedestrian visits from the Berewood

[66] Defined as the use of digital channels e.g. online stores, mobile apps and telephone sales, in addition to opportunities to browse and make purchases at physical 'bricks and mortar' stores.

centre, particularly if regeneration takes place at the right pace and scale to attract new residents to shop there rather than at other competing centres. Regeneration of the town centre could be partly funded through the use of Section 106 agreements as part of the Berewood (MDA) scheme.	Development MDA and the Wellington Way Retail Park to the town centre. • Uncertainty due to Brexit and its potential impact on economic growth and disposable income.

Table 20: SWOT analysis of Waterlooville Town Centre retail environment and provision (Based on retail overview, NPPF performance indicators and separate research on car parking in Waterlooville)

Waterlooville Town Centre: Boundary Review

7.58 The 2016 edition of this paper discussed the potential retail and leisure developments at BAE Systems Technology Park in Waterlooville. The site is currently allocated in the Local Plan (Allocations Plan) under Policy WA2 (reference BD54) for economic development, hotel or leisure uses.

7.59 The BAE site is within an established area for high-technology industries (Brambles Industrial Estate) and was previously assessed within the Employment Land Review (ELR) as being suitable and well-located for future employment development. Nevertheless, planning reference APP/12/00652 was permitted in July 2013 and included the redevelopment of part of the BAE site to provide business units (Class B1, B2 and B8). The applicant carried out a significant marketing campaign which demonstrated that there was no occupier demand for the revised quantum of Class B1, B2 and B8 floorspace. It therefore became necessary for the developer to consider an alternative mix of development for the site to ensure that it could be brought back into use and its longer term viability was not jeopardised. As a result, subsequent applications for the site have included mixed-use, leisure and retail development on the site; at the time of writing this report, the McDonald's drive-thru[67] has been constructed and the Lidl A1 foodstore[68] is under construction. With regard to the remainder of the site, the Council approved application reference APP/15/00770 in April 2016 for the use of the E-block for leisure (Use Class D2) and/or non-food retail (Use Class A1). However, the Council then granted prior approval for the demolition of the E-Block under reference APP/16/00603 in July 2016. This meant the previous permission (APP/15/00770) was made redundant. A Development Consultation Forum (DCF)[69] was held at the Council in late August 2017 where members of the public were presented with outline plans for the remainder of the site for mixed use, including leisure (D2), retail (A1) and potentially class usage A3/A5. However, as of early October 2017, the Council is yet to receive an application.

7.60 As stated in the previous edition of this paper, the distance of the BAE site from the town centre, as well as the other non-retail uses between the site and the town centre, does not form a natural extension of the town centre boundary. It would therefore be inappropriate to identify the BAE site as part of the town centre at present.

7.61 Moreover, it is considered that the most natural and effective approach to achieve a leisure use at the BAE site would be for the Council to maintain the Local Plan site allocation as part of the

[67] Under reference APP/15/00773
[68] Under reference APP/15/00772
[69] Development Consultation Forums (DCFs) are set up by the request of the developer to enable the developer to explain to councillors, key stakeholders and the public about proposals for significant development prior to submitting a planning application.

forthcoming Havant Borough Local Plan. As explained in Section 4 of this report, the Beyond Retail Paper (2013) argues that improvements in the leisure mix of town centres and leisure-led redevelopment would be useful in the future of town centres in the face of the changing UK market. There are few opportunities in the Borough to achieve large-scale leisure provision. As such, it is important that the potential for leisure at the BAE site is fully explored. This would enable any future applications on the site to be considered subject to certain policy criteria.

7.62 With regard to the existing town centre boundary, in recognising the need to consolidate the town centres and the successful retail developments at Wellington Retail Park and Dukes Walk, a boundary review of Waterlooville Town Centre was undertaken in April 2017. It was concluded that the Blue Star site and the land south of Rockville Drive (currently occupied by Wickes) should be removed from the town centre boundary (see Table 21).

7.63 The Blue Star site was previously allocated for mixed-use development (retail and residential). It is now proposed that the site be taken out of the town centre and be allocated for only residential development given its proximity to the Berewood (MDA) development.

7.64 The land south of Rockville Drive (currently occupied by Wickes) is surrounded by residential development to the east, south and west. With this, the land is mostly accessed by car and does not form a natural pedestrian route with the rest of the town centre. The site's current use includes a DIY retail unit (Wickes) which is a more typical edge of centre use. The removal of this site from the town centre boundary will re-identify this area as edge of centre which will be more appropriate. In addition, this will allow for a more flexible approach to the site in the instance that the site becomes available for development in the future.

7.65 These removals will help channel proposals for new comparison retail provision into the remaining town centre area. It will also consolidate the town centre in line with the shift in the national retail market towards smaller town centres as discussed in Sections 4 and 5. This could have positive impacts for Waterlooville Town Centre's retail market, particularly if combined with other proposals in this paper, such as the need for residential and/or leisure led schemes in the town centres.

7.66 It is considered that there is an oversupply of retail units in Waterlooville Town Centre, particularly smaller units which are less suited to modern retailer needs. This is particularly true in Wellington Way for example and is reflected in a particularly high vacancy rate. Moving forwards, there is a need to consolidate the town centre, reduce the amount of retail units and encourage a diversification of uses. This would see a move away from the town centre as simply a place to shop and towards a place to meet, socialise and live. The provision of further food and drink destinations together with leisure opportunities will help the centre to adapt to this change. Further flexibility should also be introduced to the Local Plan in order to enable the centre to dynamically change with the market outside of those areas where shopping provides a continued important draw, demonstrated by particularly low vacancy rates (Dukes Walk & Wellington Way Retail Park).

7.67 The map in Appendix 6 shows the proposed changes. In addition, a 300m buffer around the town centre has been added to show the area which would be classified as ''edge of centre''.

Street/Area	Unit nos to remain in town centre	Unit nos to be deleted from town centre
Blue Star	None of the site is to remain	None of the site is to remain
Land south of Rockville Drive (currently occupied by Wickes)	None of the site is to remain	None of the site is to remain

Table 21: Waterlooville Town Centre – proposed boundary changes

8. District Centres

8.1 The Council recognises that accessible, attractive and vibrant centres are critical to the achievement of sustainable development in the Borough. The Council seeks to promote and enhance the centres by focusing development of a scale and of a kind that acknowledges the different roles each part of the centre performs.

8.2 District centres serve the needs of the community by providing community facilities, services, shopping, and recreation within an area. The do not provide the full range of uses that higher order town centres do, and mostly include no or very few national multiple retailers. They tend to attract a more local catchment of shoppers that higher order town centres.

8.3 There are a four District Centres identified within the Havant Borough Local Plan:

- Cowplain District Centre
- Emsworth District Centre
- Leigh Park District Centre
- Mengham District Centre

8.4 The District Centre is formed of two boundaries. There is the wider District Centre boundary and a primary shopping area boundary.

8.5 The District Centre boundary aims to take a positive approach to the growth, management and adaptation by allowing a suitable mix of uses such as retail, leisure, community and housing to reflect the distinctive character of the district centre. This includes allocating a primary shopping area within the District Centre boundary.

8.6 The primary shopping area is defined where retail development is concentrated within the District Centre boundary. Development within the primary shopping area is only permitted for a more focussed range of uses focussed on shopping. The type of use permitted varies depending on the District Centre. The permitted uses for each primary area is outlined within the individual policies in the emerging Local Plan.

9. Local Centres

9.1 Local centres and small local shops provide important services for local communities and provide everyday essentials in short commuting distance. It is therefore important that local centres are identified and protected to ensure the long-term vitality and vibrancy of the local centres for the future.

9.2 There are 11 local centres identified within the Borough in the Local Plan, an additional new local centre has been proposed as part of the Southleigh Strategic Site, however it is not yet completed.

9.3 The local centres are:

- Bedhampton Local Centre
- Gable Head Local Centre
- Rails Lane Local Centre
- West Town Local Centre
- Middle Park Way Local Centre
- Crookhorn Local Centre
- Grassmere Local Centre
- Hambledon Road Local Centre
- Milton Road Local Centre
- Purbrook Local Centre
- Widley Local Centre

9.4 Each Local Centre has been identified based on their individual character and services which they provide. While these vary from centre to centre, what areas have in common is that they are stretches of shops and facilities which provide services to the local community,

9.5 A review of Havant Borough's local centres was undertaken in January 2020 to ascertain whether the correct boundary has been identified for the local centres.

9.6 The aim of the review was to ensure that stretch of shops and similar retail uses were included within the local centre boundary. Some changes included excluding residential buildings that were at either end of the previously identified local centres from the designated boundary and ensuring that local centres were stretches of continuous retail use.

10. Overall Conclusions and Recommendations

Quantitative need for retail floorspace

10.1 The national trends (as discussed in Section 5) indicate that most town centres have too much retail floorspace and of the wrong size and configuration to; a) meet the needs of major multiple retailers; b) compete with out-of-centre developments, and; c) adapt to the trend of e-commerce and multi-channel shopping.

10.2 As such, it is considered that there is no need for a further net increase in retail floorspace provision in the Borough.

Qualitative need for retail uses

10.3 In order to deliver the new and reconfigured retail development that is likely to arise in future, it is essential that the Council works closely with the retail industry to better understand their property requirements. If retailers are looking to downsize due to an increase in multi-channel retailing, this could lead to additional availability of floorspace that could provide opportunities for other town centre uses such as restaurants and bars, independent retailers, offices and leisure uses. A policy framework should be put in place through the new Local Plan that enables the town centres to continue to adapt and change moving forwards.

10.4 The Council will continue to monitor the levels of car parking within the town centres and their relationship to the dynamics of shopping patterns. Initial research into car parking in the town centres shows it is all well used, at various times and there is limited spare capacity. There remains an emphasis to promote modal shift to reduce reliance on the car but the character of the Borough and the town centres is largely car based and so parking will remain a necessity. Where any opportunities to redevelop town centre sites arise then rationalisation of parking will be considered in the scheme to match parking with the needs of businesses that could be retail but could also include leisure or cultural attractions. Mixed use developments would encourage people to visit the town centres for a broad range of activities, at various times of day including the evenings, thereby increasing the centres’ vibrancy and maximising their vitality (as well as perceptions of public safety) and making most effective use of parking areas.

Borough’s Retail Hierarchy

10.5 Local Plans are expected to set out the hierarchy of town centres for the plan period. The hierarchy includes town centres, district centres and local centres. The hierarchy of Town Centres for Havant Borough within the emerging Local Plan can be found below.

	Town Centre	What type of development is suitable here?	Relevant policy in emerging Local Plan
Town Centre	Havant Town Centre	Larger format retail, leisure, cafes, restaurants and residential	KP1
	Waterlooville Town Centre		KP2
District Centre	Cowplain	Small to mid-scale retail, small scale financial and professional services, cafes, and restaurants	C3
	Emsworth		C4
	Leigh Park		KP4
	Mengham		C5
Local Centres	Various	Small scale shops, professional services, cafes and restaurants	C6

Recommendations

10.6 In addition to the opportunities highlighted in the SWOT analysis tables in Sections 6 and 7, this study has also made several specific recommendations. These are reiterated below:

- Seek a wider range of uses in addition to A1 shops and consider combining this approach with public realm improvements in Havant and Waterlooville Town Centres to improve public space (including outdoor space and cafés). In particular, this could be achieved as part of comprehensive redevelopment.
- Consider the requirements of businesses whilst undertaking a Local Plan review to ensure that policies maximise the viability of the town centres for future investors, and as such, increase public footfall and spending within the centres. This is particularly relevant for the east side of Havant Town Centre (i.e. West Street and the Meridian Centre), as well as Waterlooville Town Centre's older shopping areas.
- Amend the Havant and Waterlooville Town Centre boundaries to delete East Street, the Blue Star site and the land south of Rockville Drive as proposed in Sections 6 and 7 respectively. This will consolidate the town centre in line with the shift in the national retail market towards smaller town centres (as discussed in Sections 4 and 5).
- Amend the existing frontages and the A1 concentration tests in Policy AL3 of the Local Plan (Allocations) for primary and secondary shopping frontages. This should continue to promote shopping uses in those areas considered key shopping destinations (Central and Solent Retail Parks, Wellington Way Retail Park and Dukes Walk).
- Reconsider the provisions currently in Policy AL3 to make sure that a flexible approach is taken to the provision of non-shopping uses outside of the key shopping destinations.
- Continue to monitor footfall in Havant and Waterlooville Town Centres in the Borough on a regular basis to observe the impact of new developments at these centres and at competing nearby town centres and retail parks.

- Maintain the existing footfall count points for consistency but consider adding additional count points in the future to take account of further new developments.

- Consider the role that residential development can have for underused areas of the town centre and above first floor. This can achieve the twin benefits of meeting the need for housing and providing a sustainable future for the town centre. High density residential development could be suitable taking advantage of the presence of shops and services together with high public transport accessibility.

- A survey of customer view's and behaviour should be carried out during any future footfall surveys and public consultations in order to continue to check the health of the town centres in line with the recommendations of the NPPG.

- Consider the potential for targeted regeneration strategies to address underperforming parts of the town centres. With regard to Havant Town Centre, this includes the first floor of the Meridian Centre and Market Parade. In Waterlooville Town Centre, this includes the Wellington Way shopping area, the Boulevard and odd nos 93-119 London Road. These strategies should be focussed on reducing vacancies in these areas through retail, leisure or residential led schemes (where appropriate) that are viable and meet the Council's long-term aims.

- Site specific plans or Local Development Orders should take into account the surveys undertaken by the Council, as well as consider the requirements of businesses and how these fit with the ideal of a compact town centre, as recommended in Beyond Retail (2013).

- Develop Compulsory Purchase Order (CPO) skills to take forward sites that are critical to town centre regeneration but have not progressed due to multiple ownership and land value expectation issues.

- Carry out the recommendation of the Beyond Retail Report (2013) for long-term master planning to strengthen retail cores, re-configure town centre spaces and re-use obsolete areas by defining new uses.

- In the emerging Local Plan, amend the boundaries of both district centres and the primary areas within them to ensure that they reflect and support the function of district centres in the retail hierarchy and are sufficiently flexible to meet changing requirements. The maps in Appendix 7 show the proposed changes.

- In the emerging Local Plan, review the local centre boundaries to ensure the viability and vibrancy of the local centre by including shops and community facilities within the boundary and excluding stretches of residential development from within the boundary. The maps in Appendix 8 show the proposed changes.

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Appendix 1: NPPF Requirements

NPPF Requirement	Where the Council has demonstrated this
Paragraph 23, NPPF – Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plan, local planning authorities should:	
Recognise town centres as the heart of their communities and pursue policies to support their vitality and viability.	The Adopted Local Plan states that retail development should be focussed on the primary shopping areas of the town and district centres. More specifically, Policies CS4 and DM19 reflect the need, underpinned by the sequential tests, to promote and protect the vitality and viability of the town, district and local centres. At the same time, they also aim to maintain an element of flexibility in order to be able to adapt to future economic changes. This approach must be continued in the Local Plan ; however, it will be necessary to update the town centres' boundaries and primary shopping areas to provide greater flexibility to economic changes.
Define a network and hierarchy of centres that is resilient to anticipated future economic changes.	Policies CS4 and AL3 of the Adopted Local Plan define the network and hierarchy of the Borough's two town centres, four district centres and ten local centres. The Local Plan should retain this hierarchy. Moreover, separate policies for each of the town and district centres (but not the local centres) will be required in order to better appreciate their distinctiveness and individual needs. This, in turn, will make the centres more resilient to anticipated future economic change.
Define the extent of town centres and primary shopping areas, based on clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.	The Adopted Local Plan states that retail development will be focussed in the primary shopping areas of the town and district centres. More specifically, Policy AL3 sets out the primary and secondary frontages of the town and district centres. The policy also includes percentage concentration tests for A1 uses in these frontages. The recommendations of this report indicate that the town centres will need to be more flexible in the future in order to adapt to the changing UK market. As such, it may be necessary to remove the concentration tests and review the locations of the primary and secondary frontages for the Local Plan . The removal of the concentration tests in secondary frontages will allow for a greater range of main town centre uses.

Promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres.	Both town centres have retail parks within their town centre boundaries. In Havant, the retail parks have not deterred shoppers from the historic town centre (as shown in the ‘’Pedestrian Flows’’ part of Section 6). It is concluded that the retail parks and the older town centre experience linked shopping trips, which with their differing size and type of units, offer a diverse retail offer. Nevertheless, the same cannot be said for Waterlooville Town Centre. Initiatives to improve the link between Wellington Retail Park and the older town centre will need to be explored as part of the Local Plan.
Retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive.	Policy CS4 of the Adopted Local Plan includes a requirement to ‘*’retain and enhance local markets”*. The Local Plan should retain this requirement in the policies for the two town centres and Emsworth District Centre as weekly/seasonal markets occur in these locations.
Allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres…’ so that the *‘…needs for retail, leisure, office and other main town centre uses are met in full and not compromised by limited site availability.*	The Local Plan will need to achieve this. With the recommendations of this paper for proposed alteration to the town centre boundaries, as well as the national guidance for residential and leisure-led redevelopment within main town centres, it may be appropriate to use the review of the primary and secondary frontages to present zones/areas of different uses within the town centres.
Allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre.	The Adopted Local Plan has not allocated appropriate edge of centre sites for main town centre uses; however the current policies refer to the sequential approach. This study has proposed altered town centre boundaries and has also included a 300m buffer (as defined in the NPPF) around the proposed boundaries in order to outline what areas constitute as ‘’edge of centre’’. In addition, the BAE site, referenced as BD54 in the Adopted Local Plan, was allocated for economic, development and leisure. This site is both within an edge of centre and out of centre location. This paper has discussed why the site should not be included as part of the Waterlooville Town Centre boundary. However, the Local Plan will need include provisions for greater connections with the site and Waterlooville Town Centre.
Set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres’	
Recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites	The supporting text of Policy CS4 of the Adopted Local Plan states that: ‘*’Residential development on upper floors can make an efficient use of town centre land while adding to the mix of dwelling types and tenures available in the*

	borough. Policy CS4 seeks to encourage high quality mixed-use development in designated centres with offices or new homes located on upper floors above town centre uses with active ground floor frontages''. In addition to this, the findings of this paper have recommended the removal of some sites from the town centre boundaries (i.e. East Street in Havant Town Centre and the Blue Star Site in Waterlooville Town Centre) and that these are developed through residential-led schemes. This will attract activity and vitality to the town centre, particularly outside the core retail hours which will also help boost the early evening economy.
Where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.	This study has identified areas in potential decline within the town centres and has recommended residential-led regeneration schemes and alterations to the town centre boundaries as a result.
Paragraph 24, NPPF	
Local planning authorities should apply a ***sequential test*** *to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be 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 and local planning authorities should demonstrate flexibility on issues such as format and scale.*	Policy CS4 of the Adopted Local Plan refers to the need of the sequential approach to sites which fall outside of the town centres. This requirement will be continued in the Local Plan .
Paragraph 26, NPPF	
When assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sqm).This should include assessment of: • the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and • the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in	Policy CS4 of the Adopted Local Plan sets out this requirement in accordance with Paragraph 26 of the NPPF. This requirement will be continued in the Local Plan .

<table>
<tr><td>five years, the impact should also be assessed up to ten years from the time the application is made</td><td></td></tr>
<tr><td colspan="2">Paragraph 161, NPPF - Local planning authorities should use this evidence base to assess:</td></tr>
<tr><td>The needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development.</td><td rowspan="2">The Employment Land Review (ELR) was updated in 2017 and demonstrated a modest oversupply of land for economic development.

With regard to floorspace for retail development, the Borough met and exceeded its floorspace target for comparison goods in 2016 (please see Section 6 of this report). National advice has now recommended that retail floorspace targets may no longer be appropriate, but instead the focus must be placed on the right size and type of retail units.</td></tr>
<tr><td>The existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs. Reviews of land available for economic development should be undertaken at the same time as, or combined with, Strategic Housing Land Availability Assessments and should include a reappraisal of the suitability of previously allocated land.</td></tr>
<tr><td>The role and function of town centres and the relationship between them, including any trends in the performance of centres.</td><td>The PUSH Spatial Position Statement sets out the role and size of the main town centres within the sub-region.

This study discusses the visitor leakages the town centres experience to nearby areas and how these can be overcome. The general approach within the Local Plan will need to adopt the general approach from national guidance to the changing trends in the UK market, e.g. Beyond Retail (2013). This paper has suggested alterations to the town centre boundaries as well as further recommendations to overall town centre policies to achieve this.</td></tr>
<tr><td>The capacity of existing centres to accommodate new town centre development.</td><td>This Town Centre Study provides evidence and recommendations about the capacity of the existing centres and what areas of the designated centres are capable of accommodating certain types of (re)development.</td></tr>
<tr><td>Locations of deprivation which may benefit from planned remedial action.</td><td>The study has highlighted the areas of the town centres that require regeneration through residential or leisure-led redevelopment and these will be carried forward in the reviewed policies of the Local Plan. More specifically, the boundaries of the town centres, and the functions of areas within the town centres, have been altered to allow for residential-led regeneration schemes (e.g. East Street in Havant Town Centre) to take place in areas which show high vacancy rates.</td></tr>
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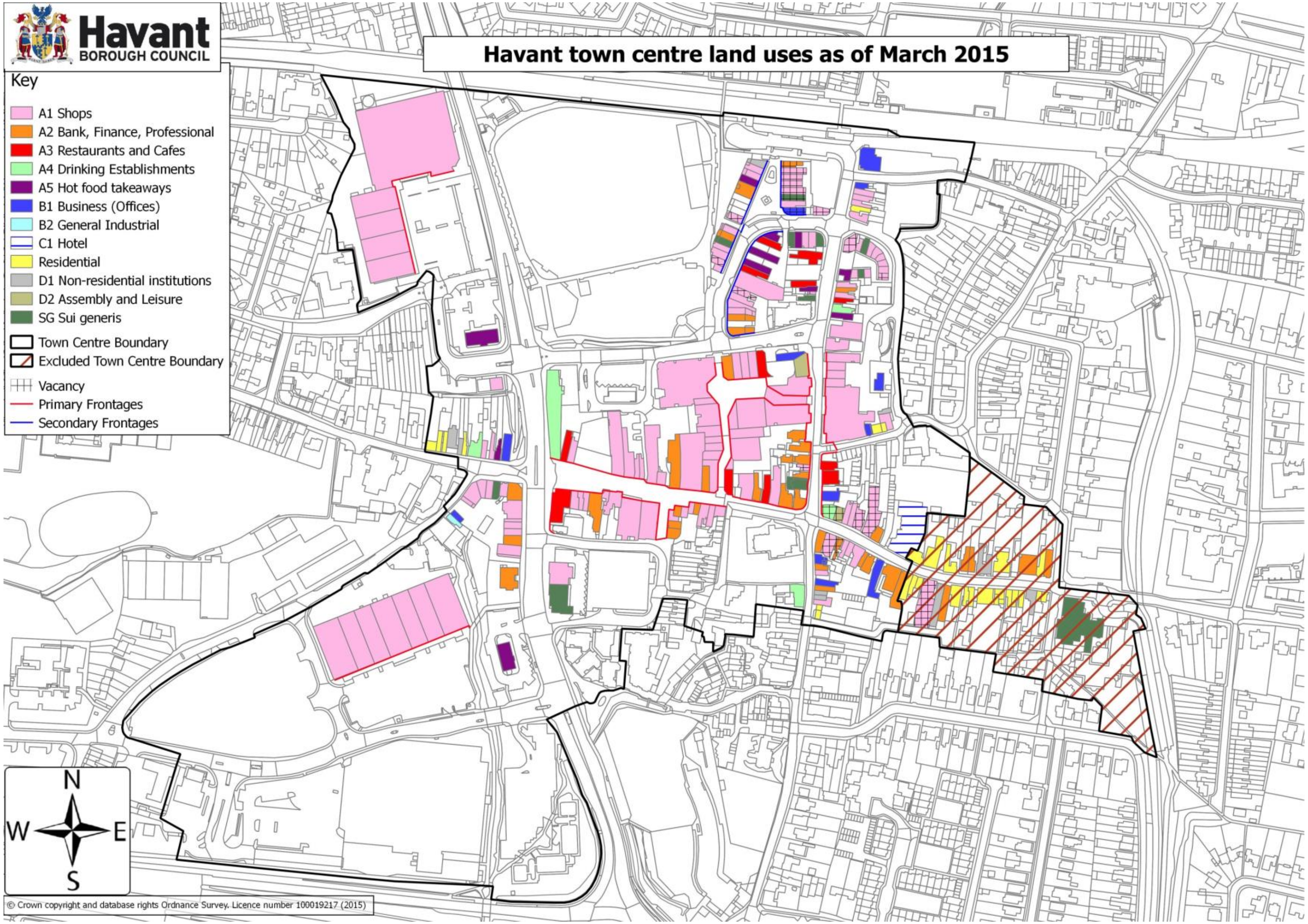
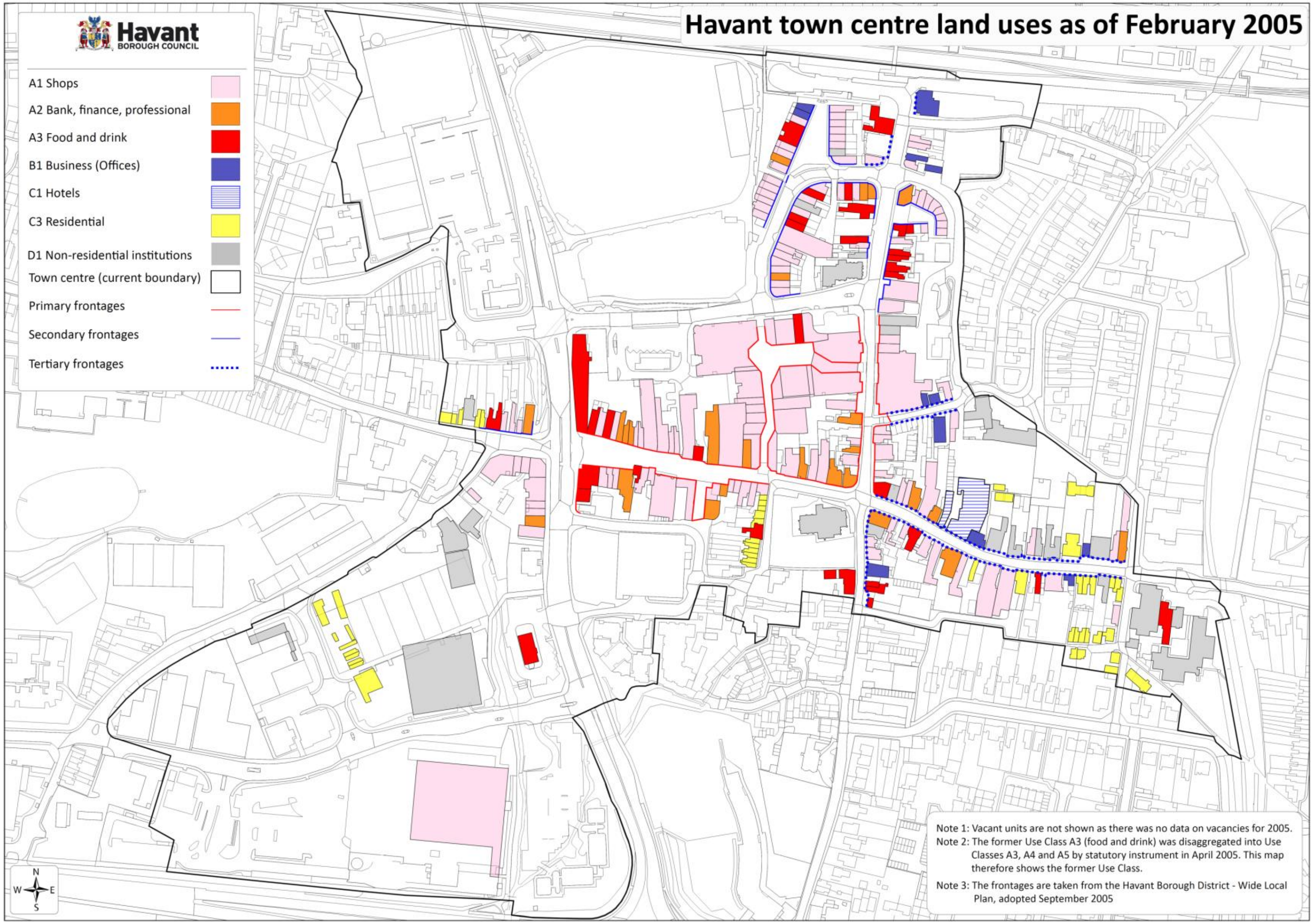
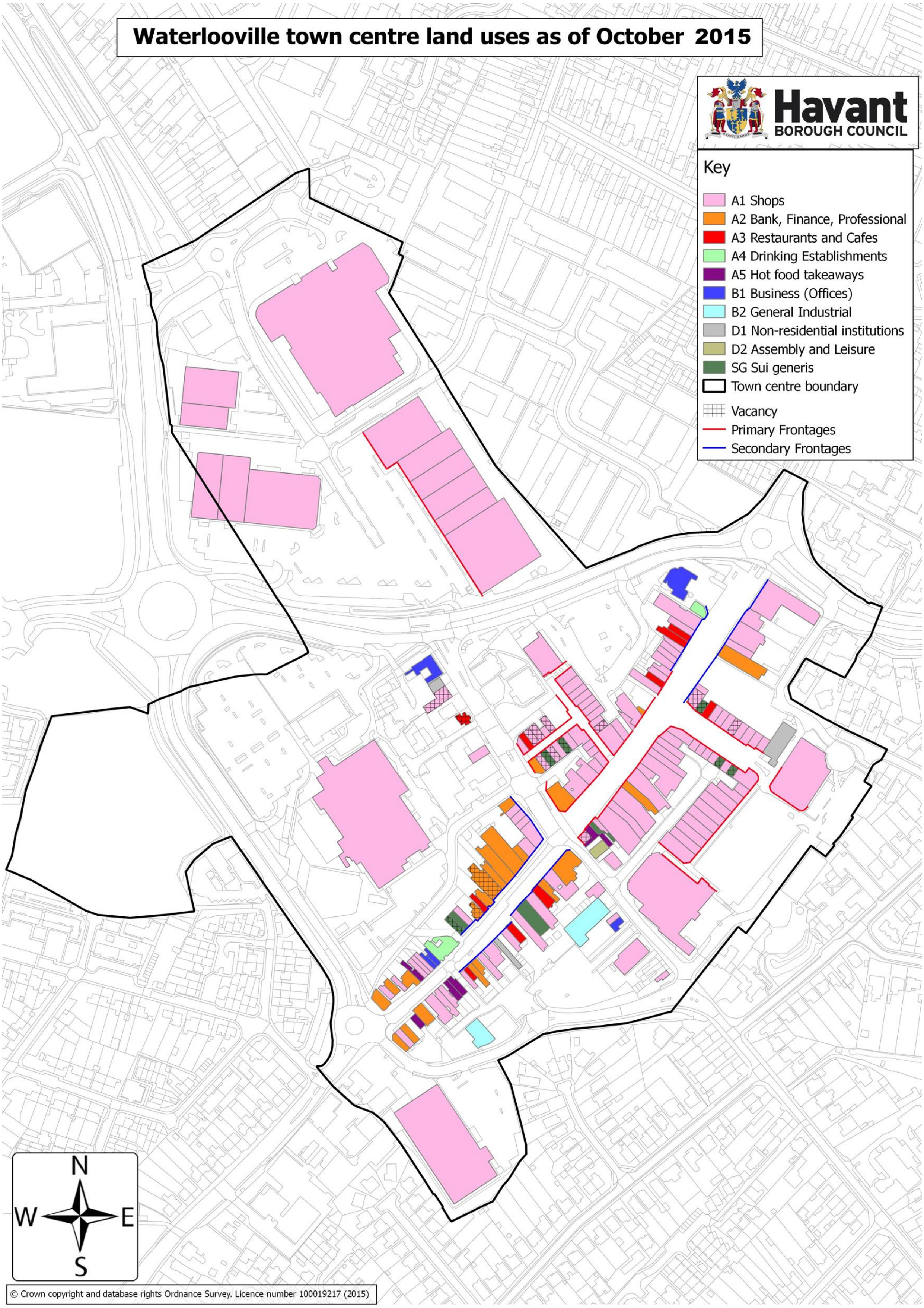
Appendix 2: Havant Town Centre Land Uses (March 2015)



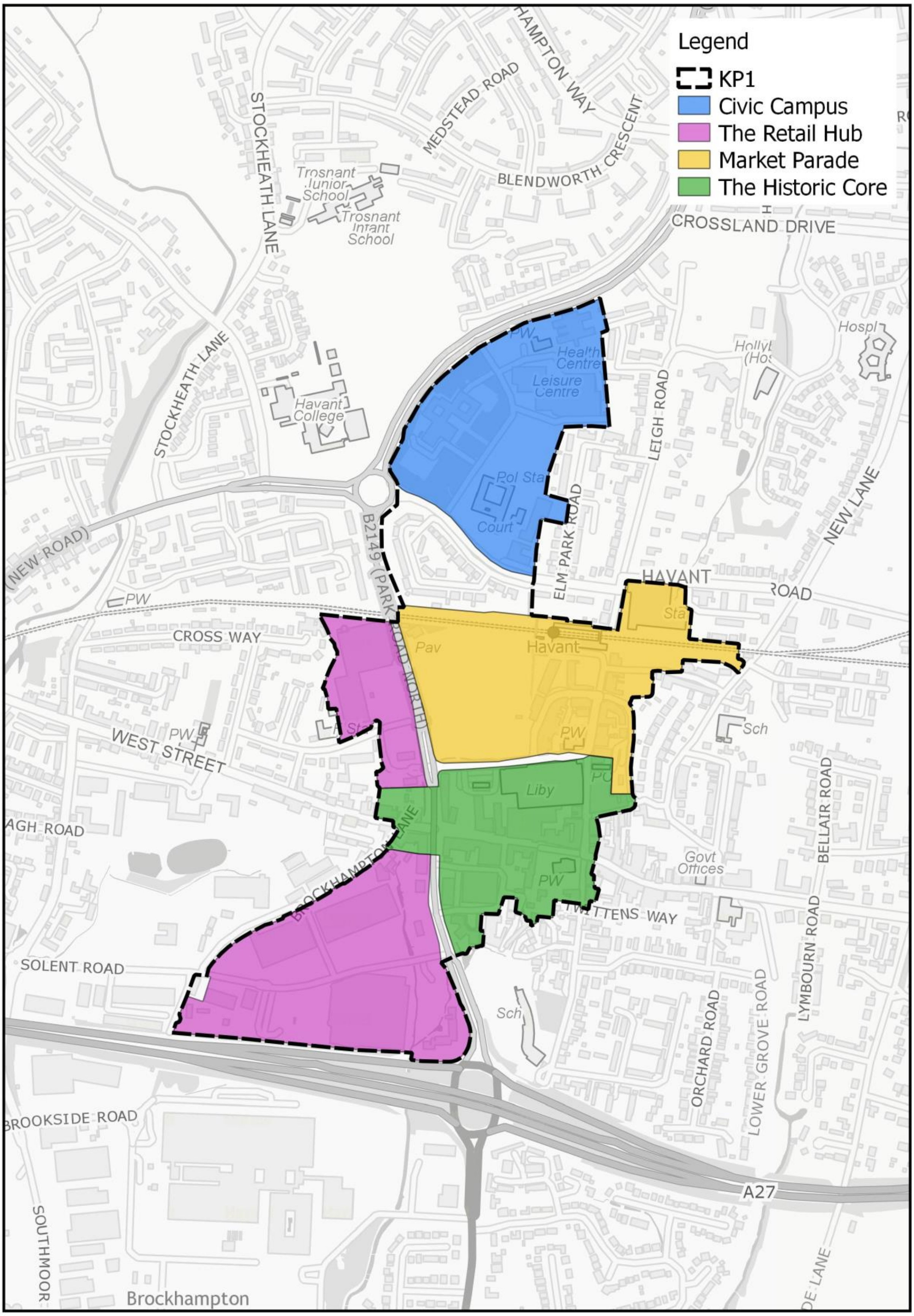
Appendix 3: Havant Town Centre Land Uses (February 2005)



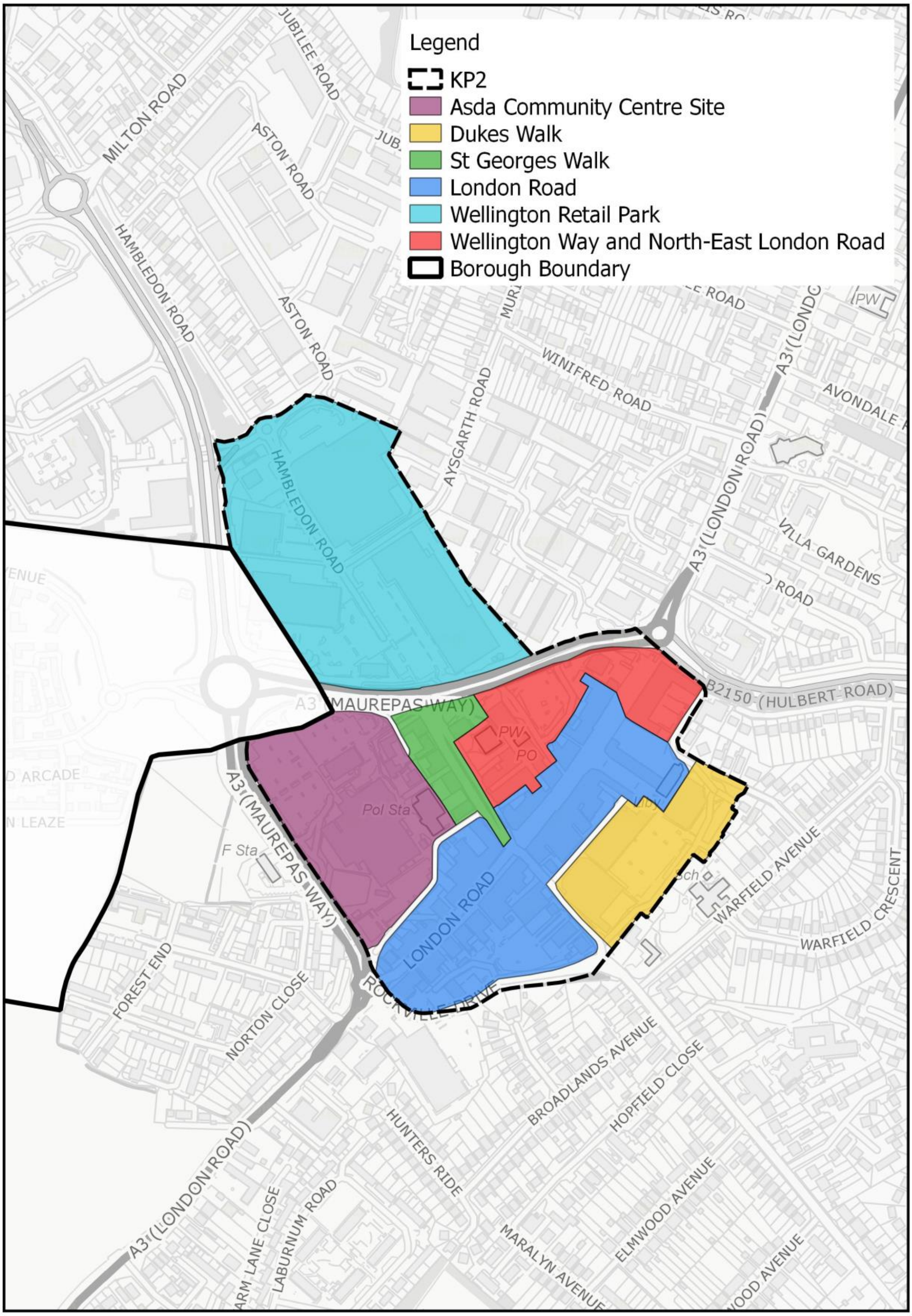
Appendix 4: Waterlooville Town Centre Uses (October 2015)



Appendix 5: Proposed Havant Town Centre Boundary

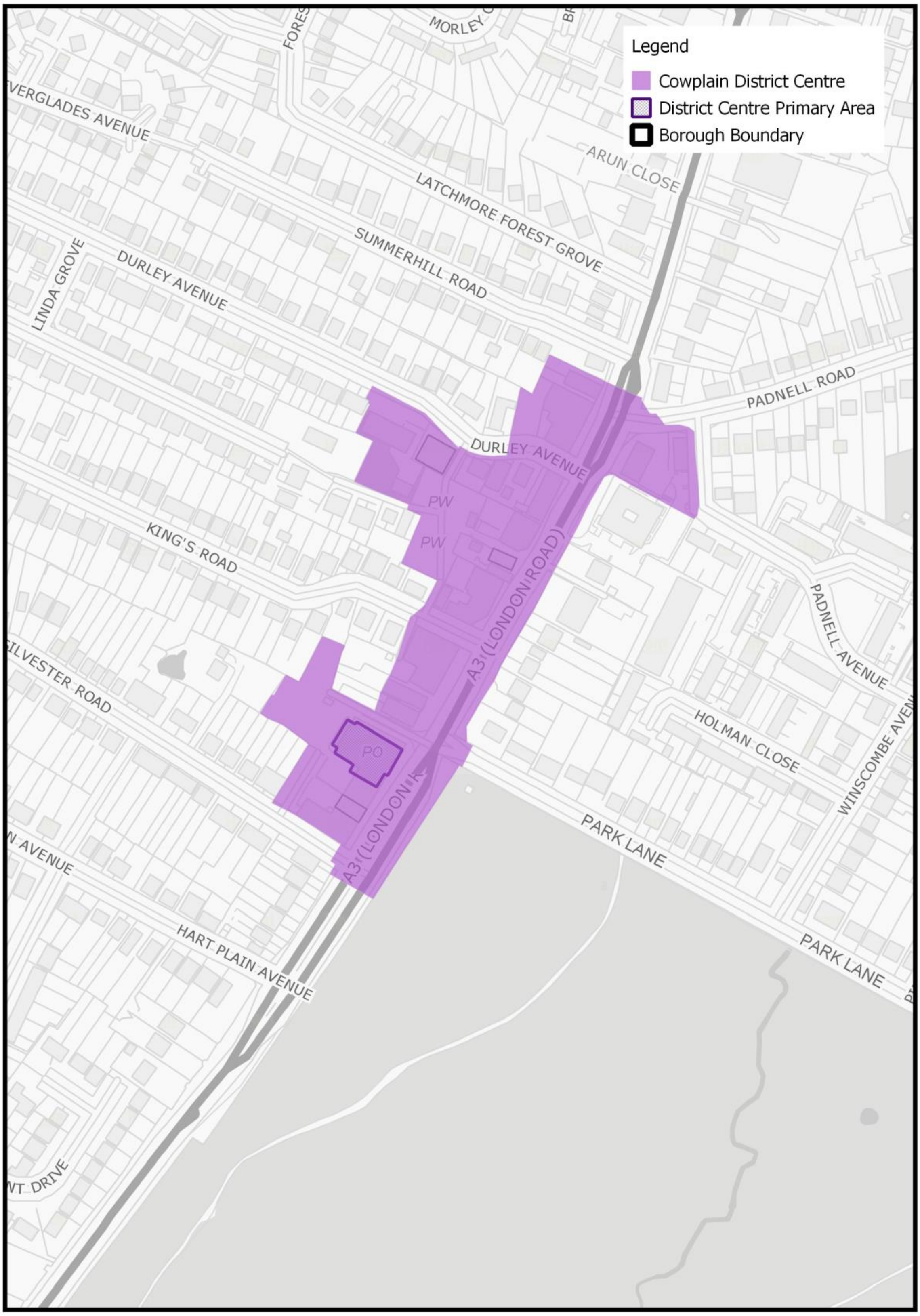


Appendix 6: Proposed Waterlooville Town Centre Boundary

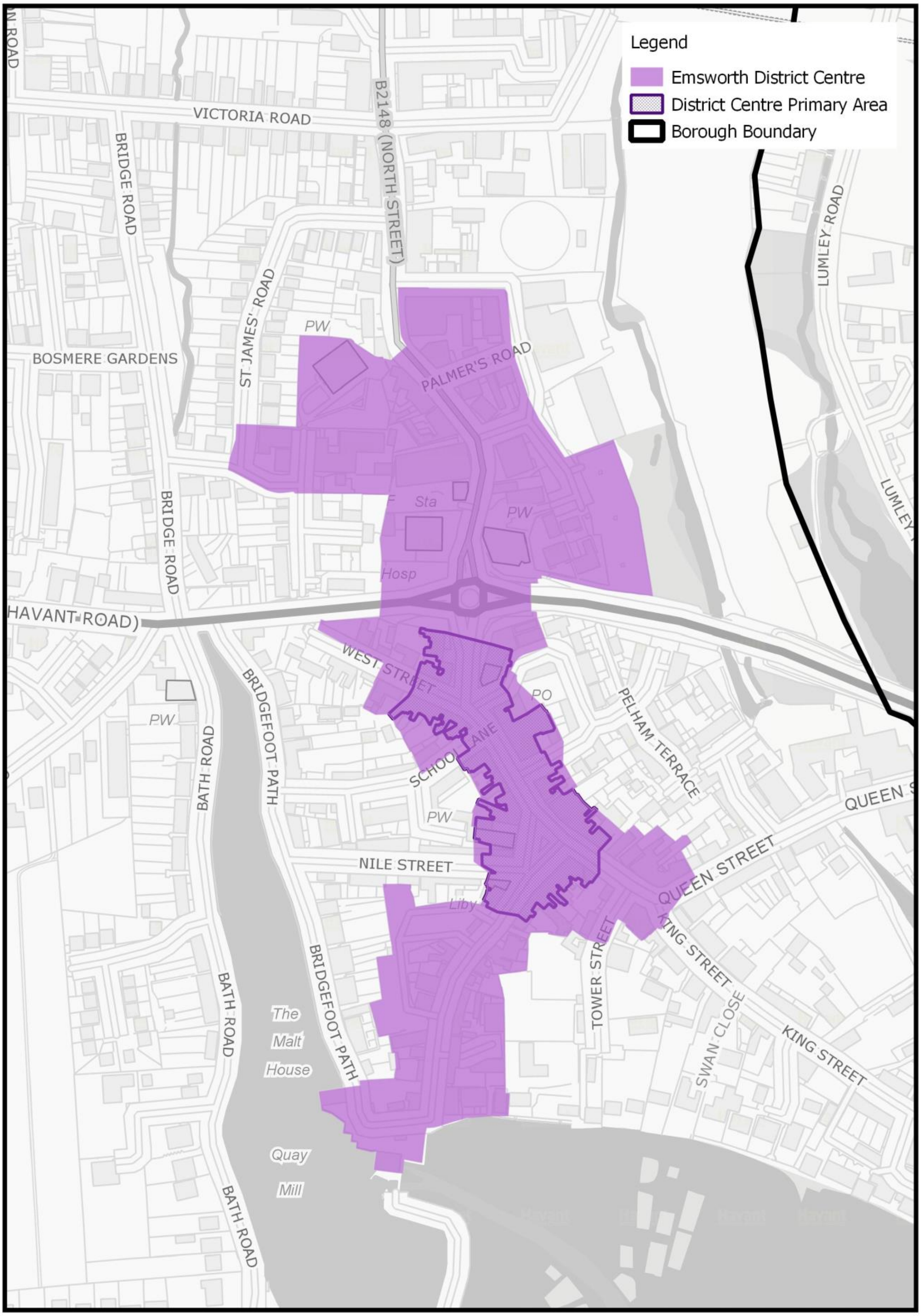


Appendix 7: Proposed District Centre Boundaries

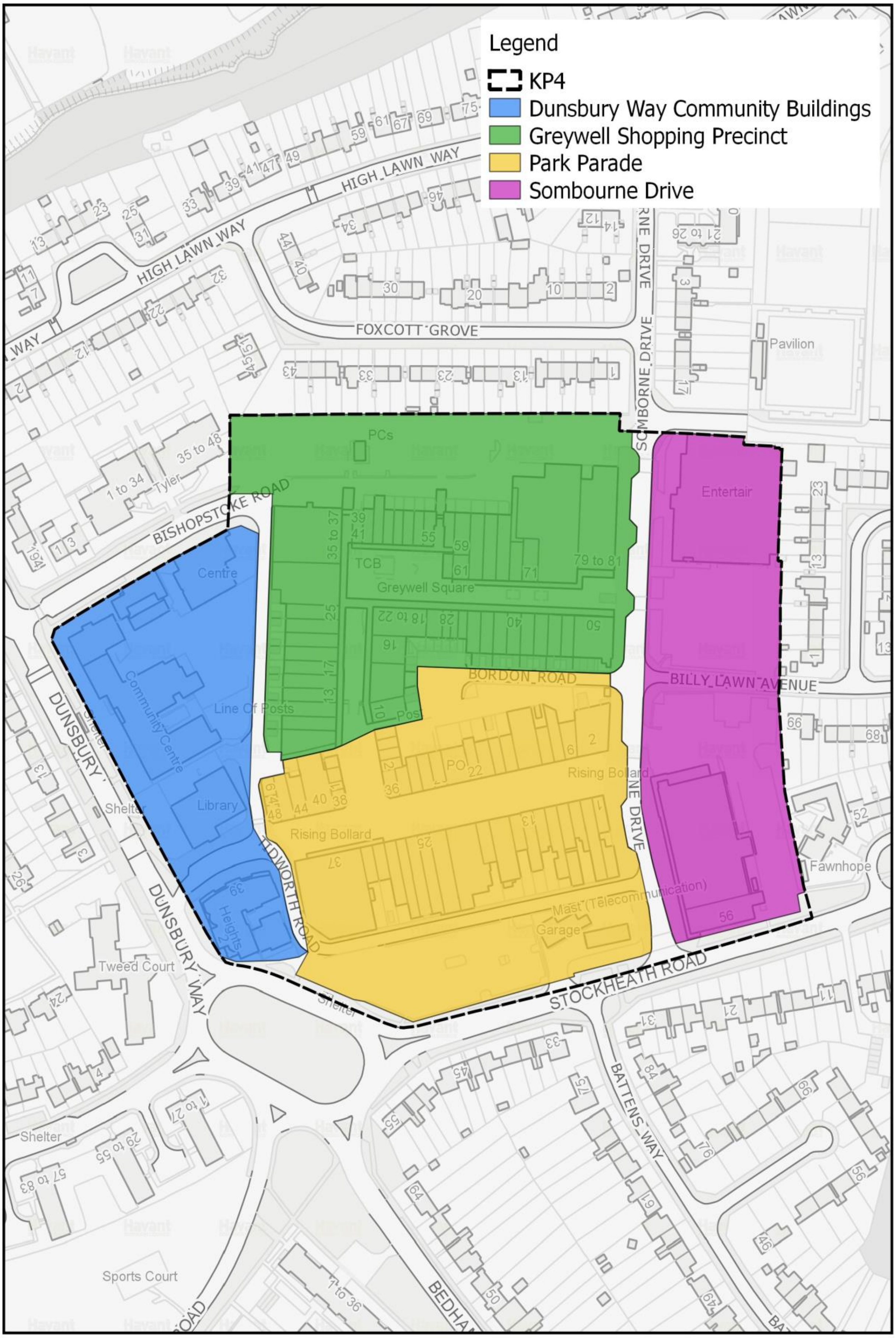
Cowplain District Centre



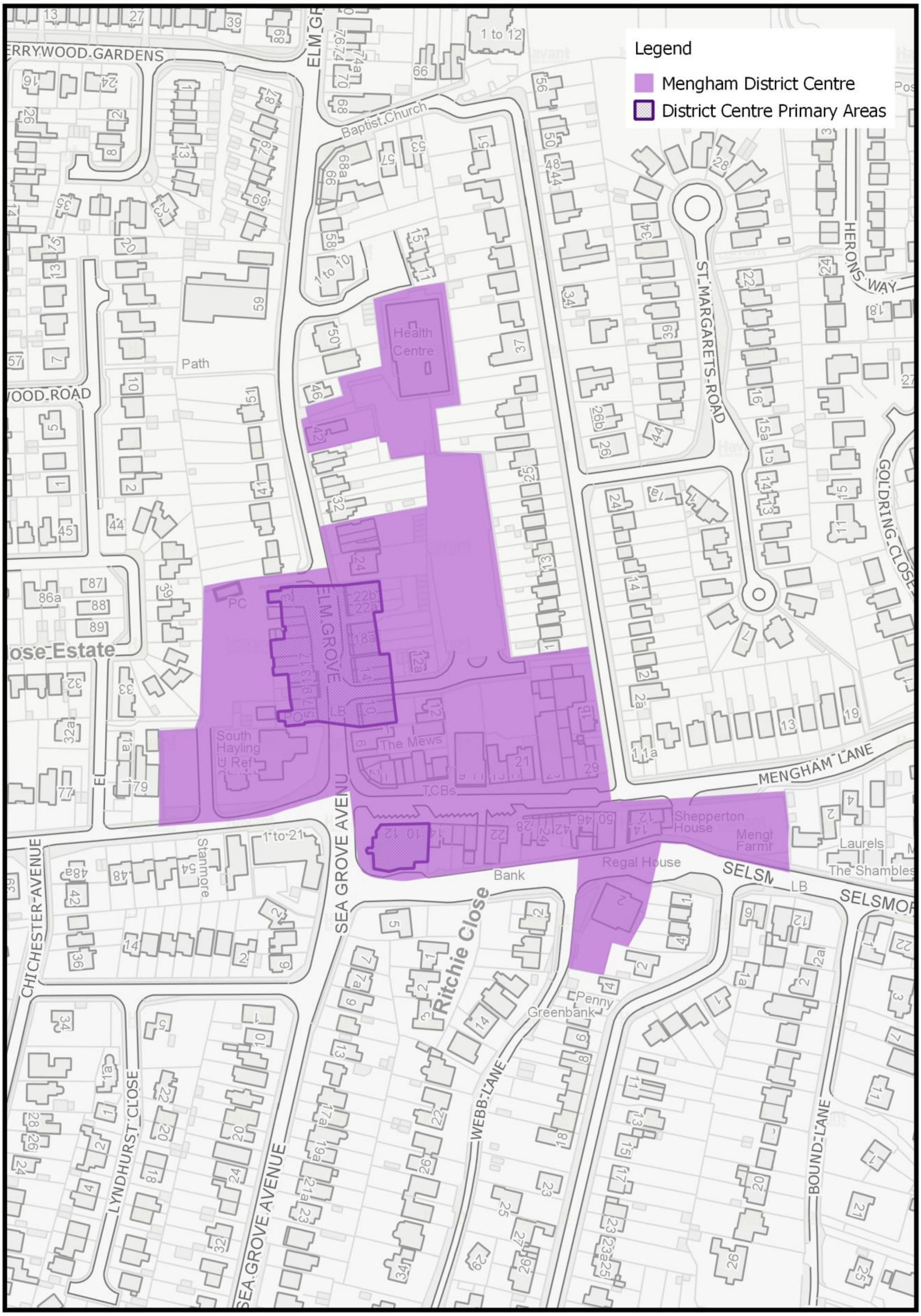
Emsworth District Centre



Leigh Park District Centre

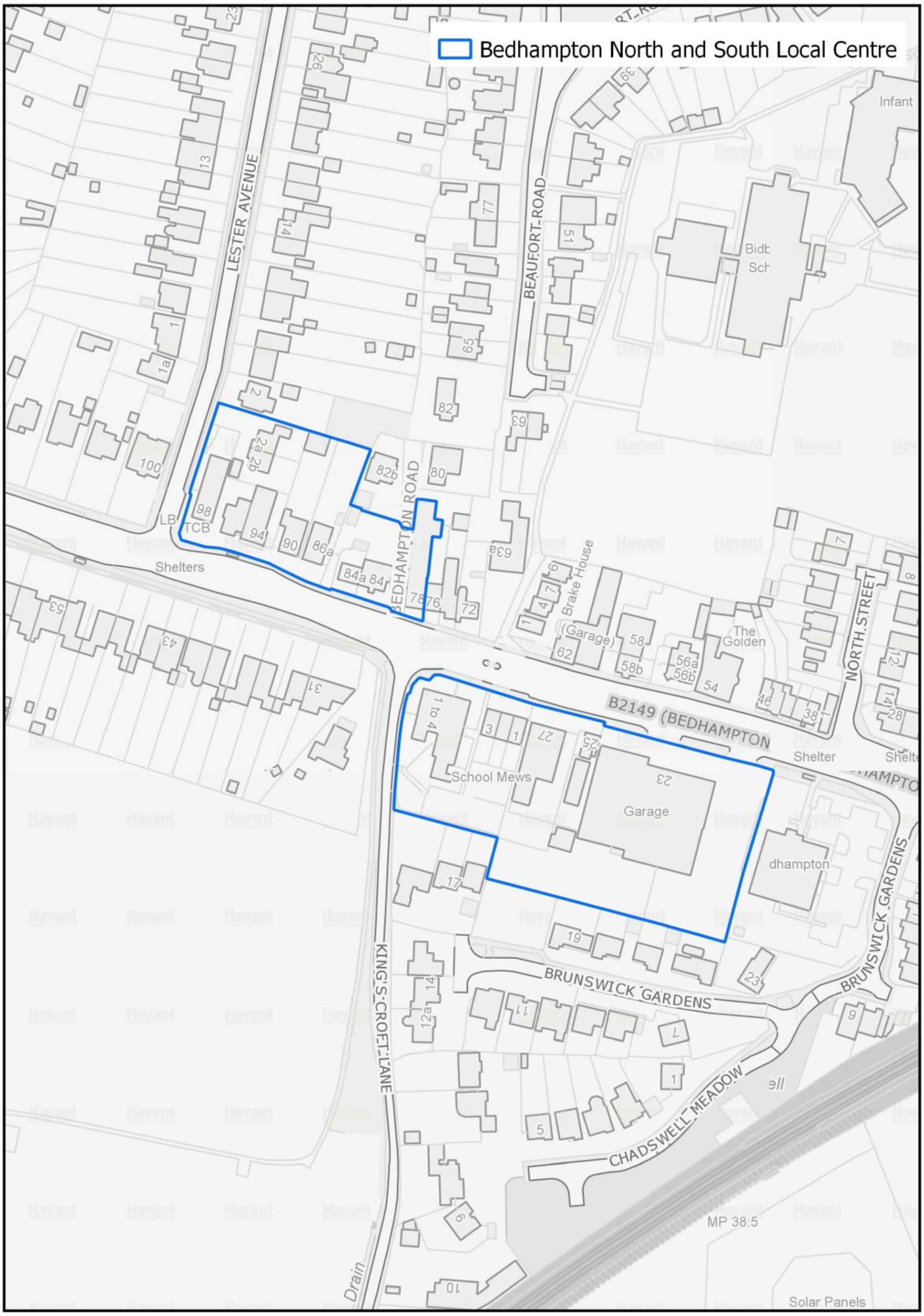


Mengham District Centre

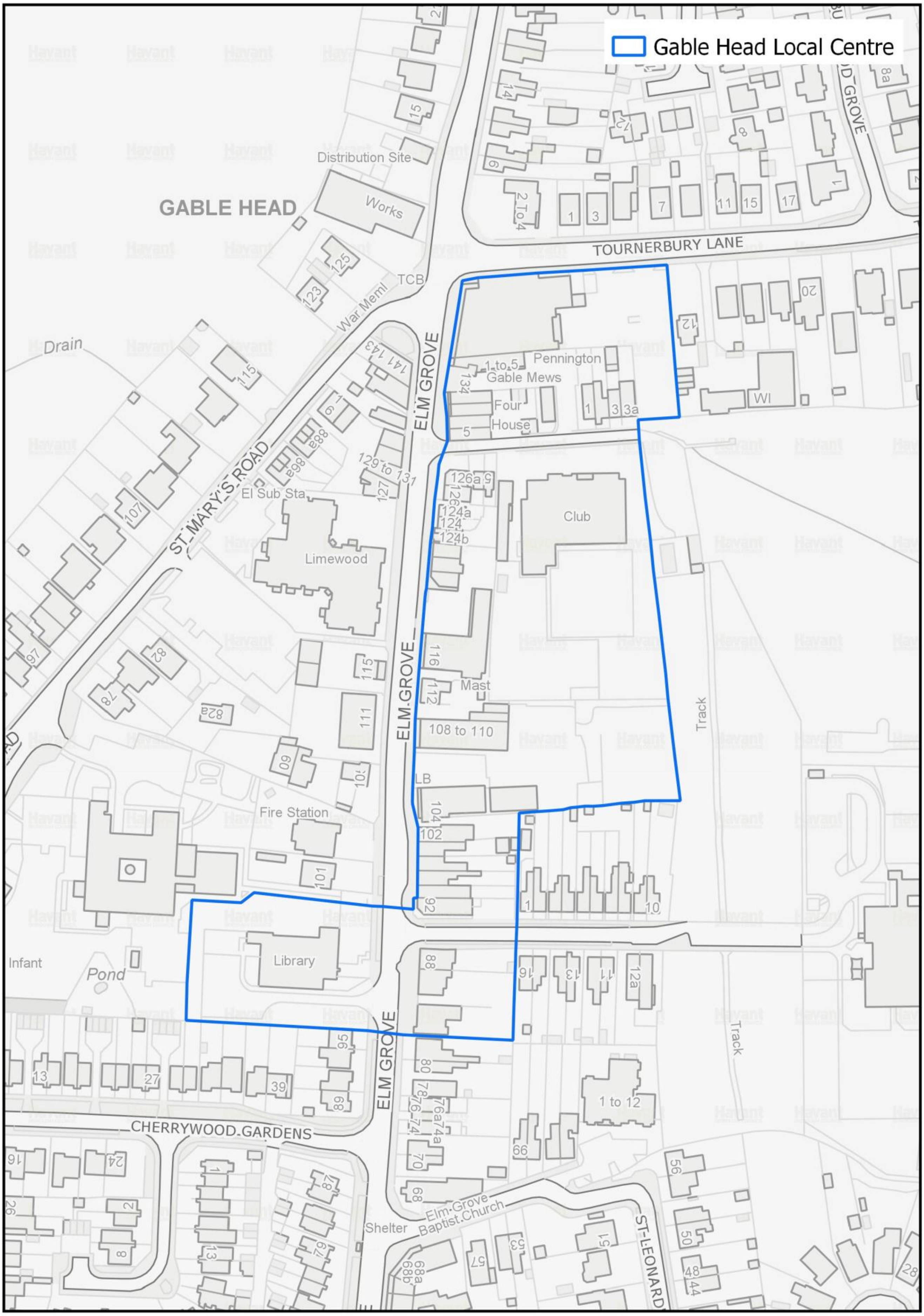


Appendix 8: Proposed Local Centre Boundaries

Bedhampton Local Centre

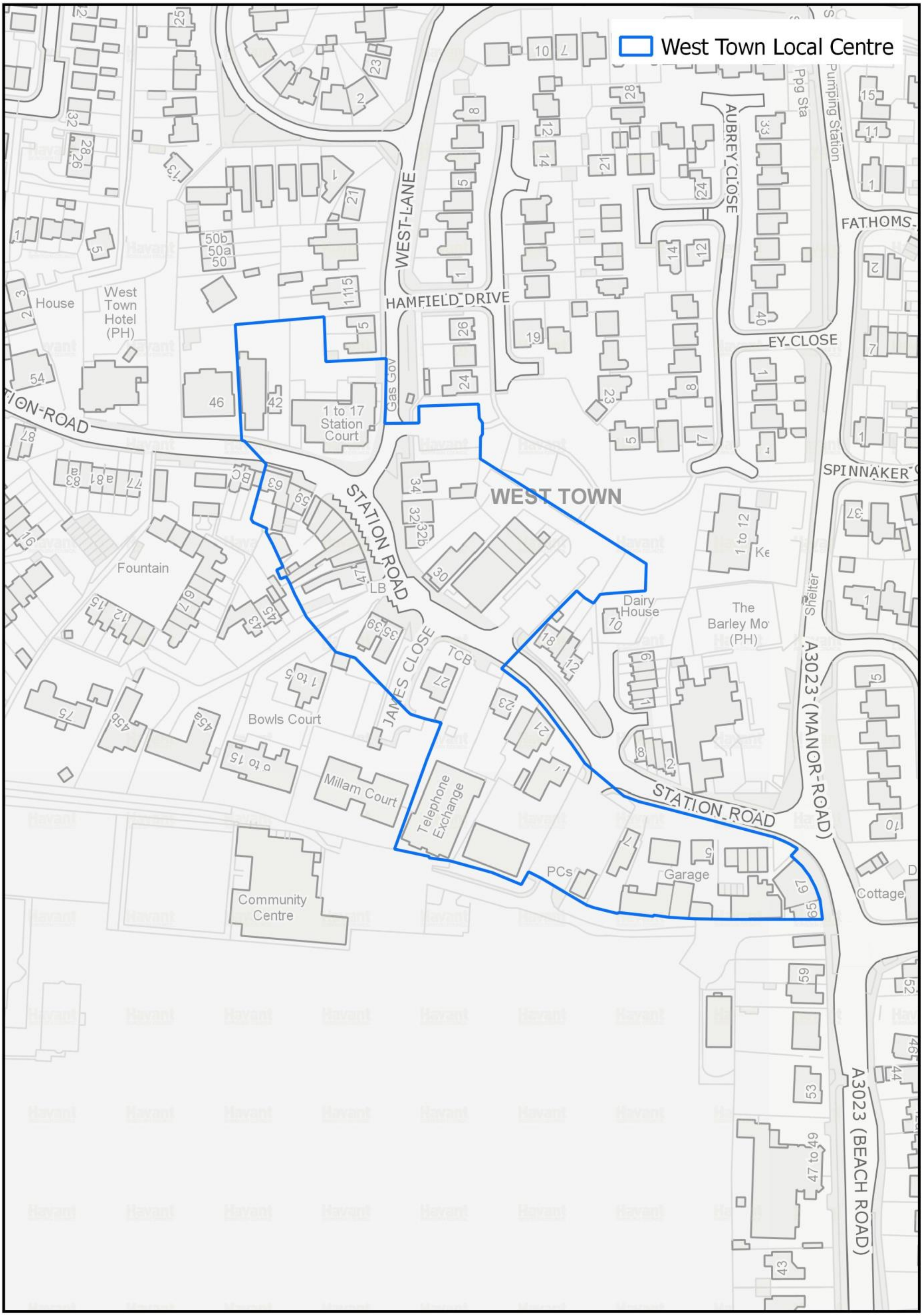


Gable Head Local Centre

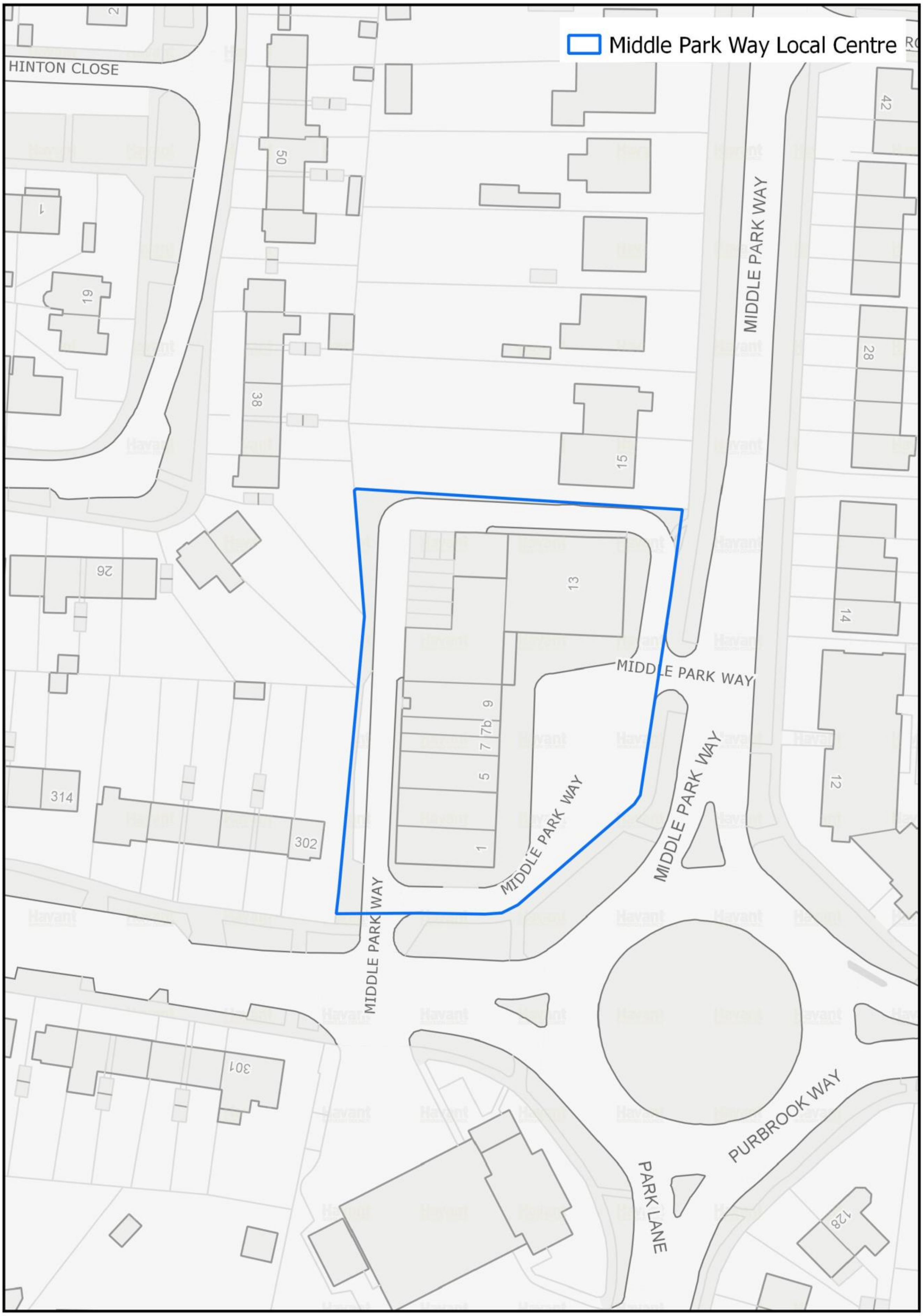


Rails Lane Local Centre

West Town Local Centre

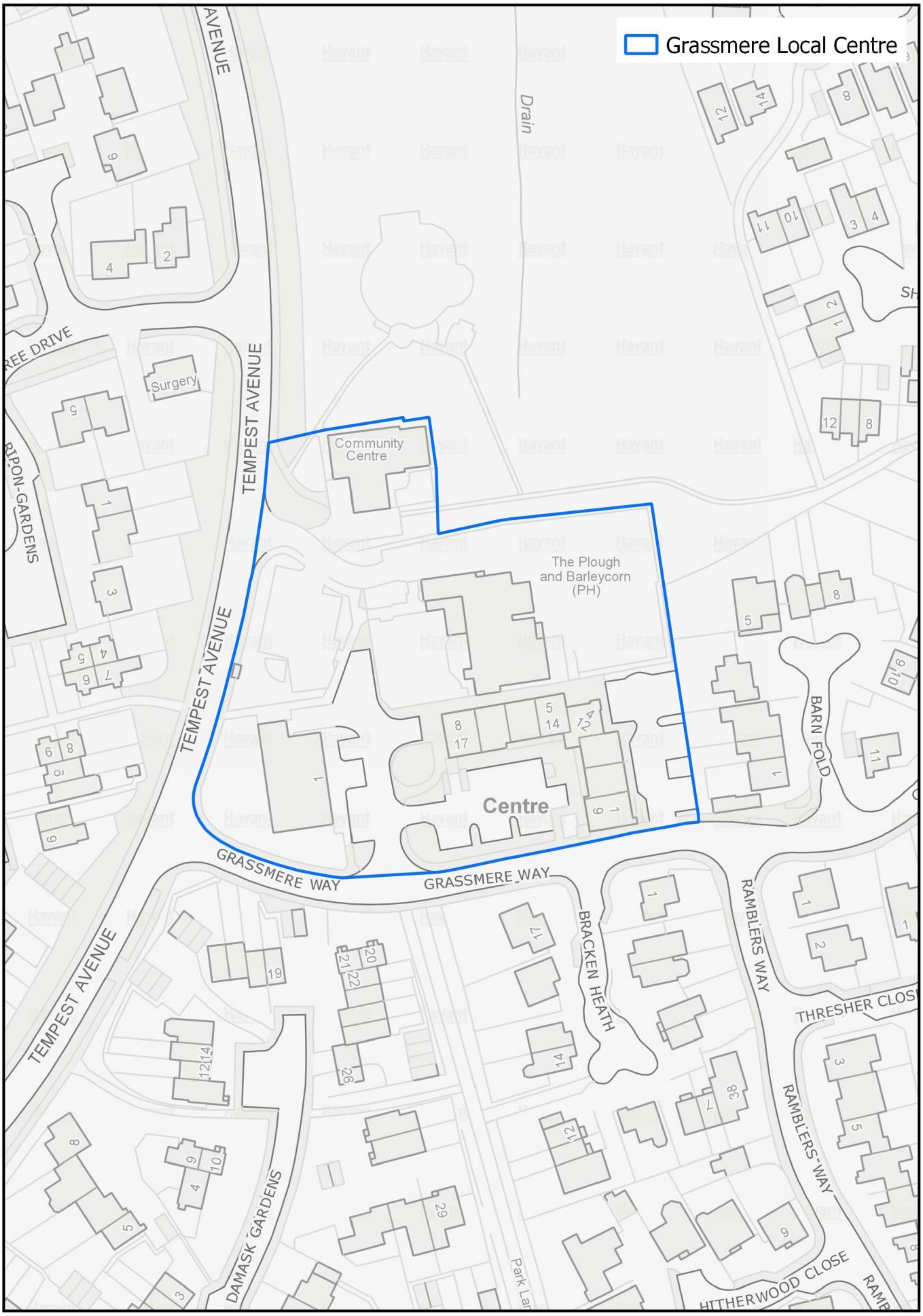


Middle Park Way Local Centre

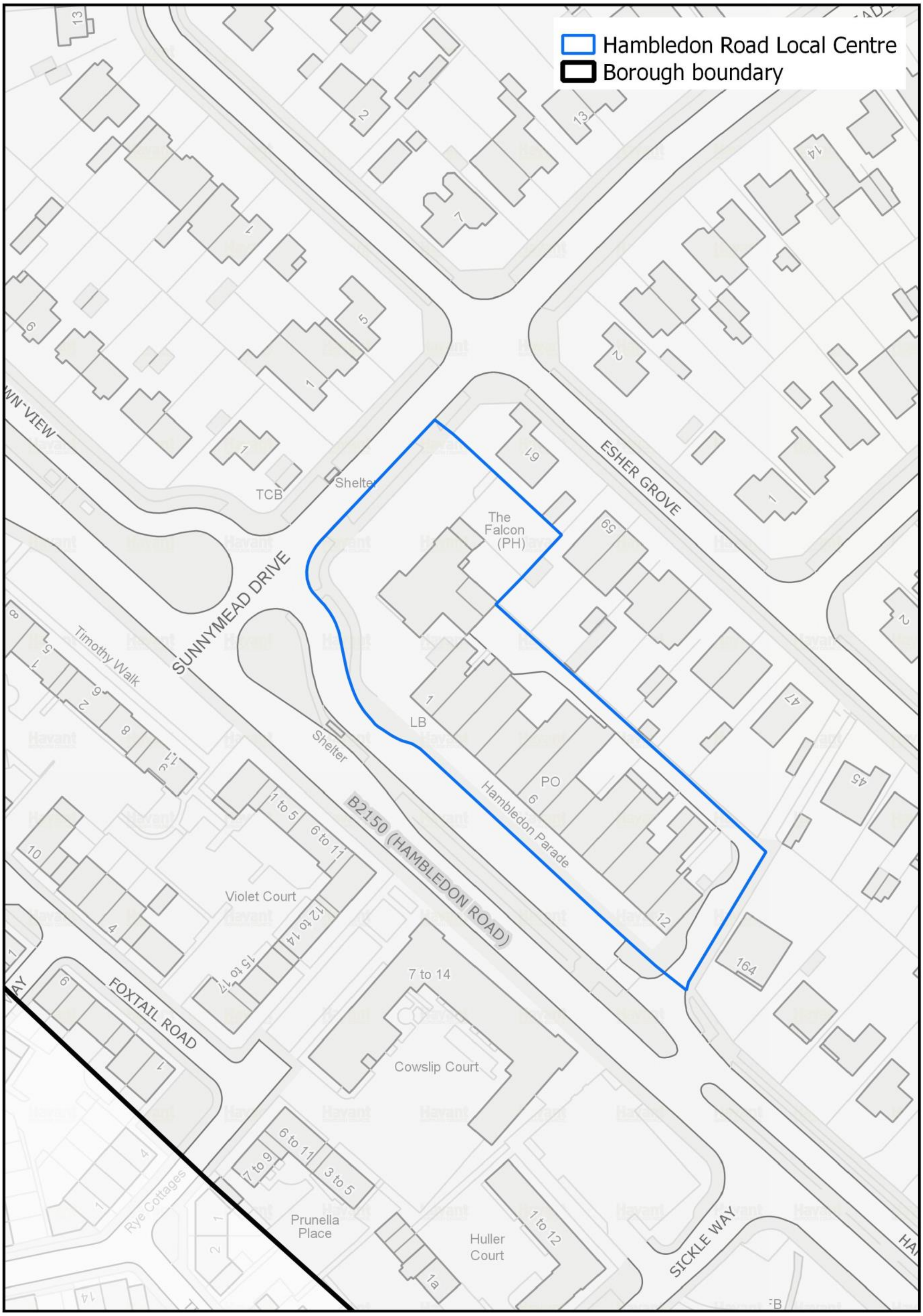


Crookhorn Local Centre

Grassmere Local Centre

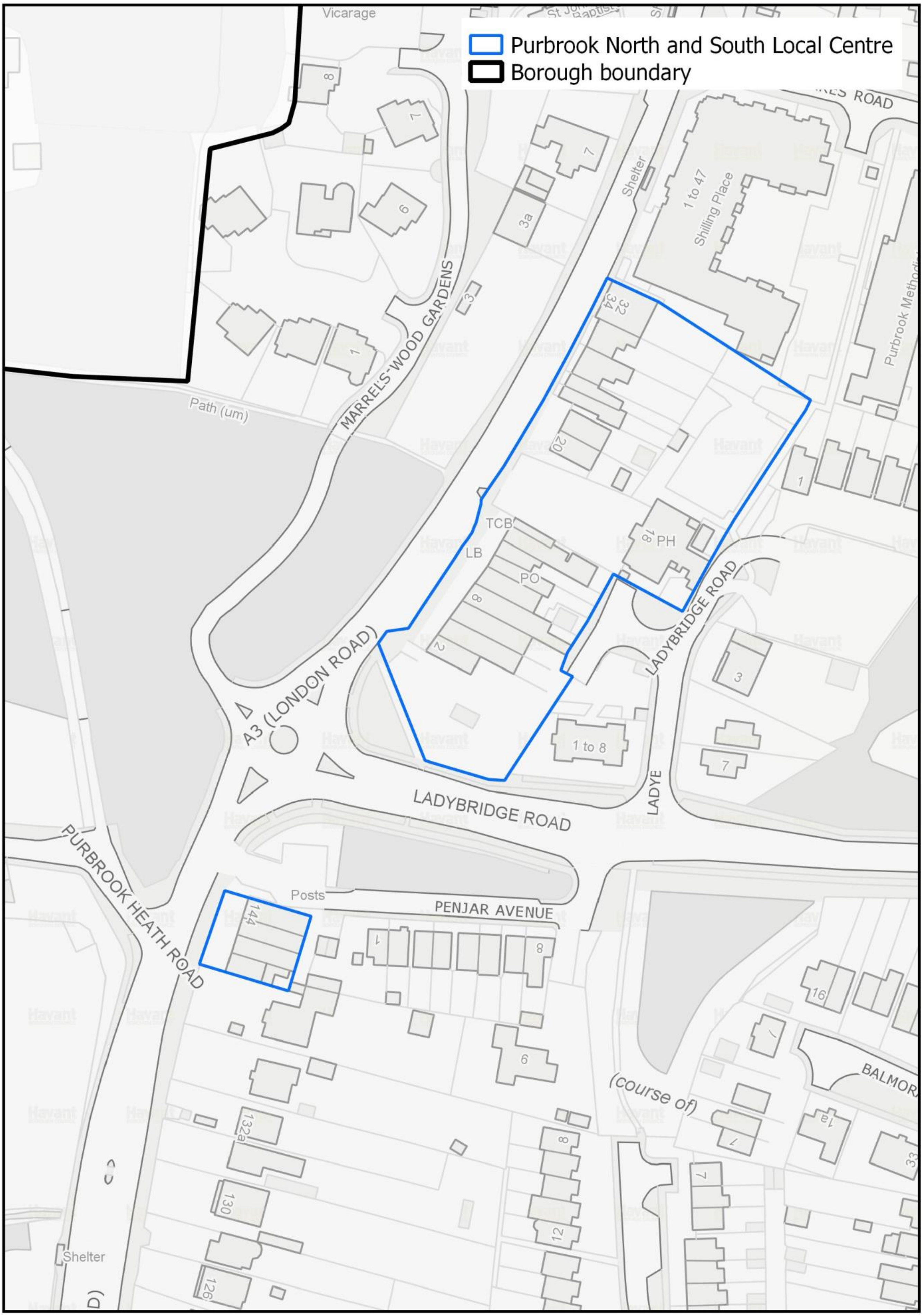


Hambledon Road Local Centre



Milton Road Local Centre

Purbrook Local Centre



Widley Local Centre