

# Adopted Local Plan - Shopping

## Shopping

**Objective:** To enhance the quality of retail facilities within the District by sustaining the position of Salisbury as a sub-regional centre and encouraging the provision of needed facilities in other settlements.

### 9.1

Salisbury is the principal shopping area within the predominantly rural District and has a population catchment estimated in the order of 135,000 - 140,000. Retail expenditure in the city is enhanced by tourists and visitors, with at least 2.4 million tourism visits per annum in recent years. The range of small, specialist shops in the centre make a significant contribution to the diversity and appeal of Salisbury as a shopping destination. The city also plays a key role as the economic, social and leisure focus of the District, being its main employment centre, providing health facilities for the District and beyond, and offering residents and visitors an extensive range of entertainment and recreational facilities, including popular evening activities.

### 9.2

Amesbury, the second largest settlement in the District, functions as a district centre serving the communities on the southern edge of Salisbury Plain. Its proximity to Stonehenge and the A303 generates significant tourist interest. It is characterised by an emphasis on services and convenience based shopping, together with a high frequency of use.

### 9.3

Other centres in the District such as Wilton, Tisbury, Downton and Mere perform a local role in the provision of shopping and other services and have more limited catchments than the two main centres.

## Strategy for Retailing in Salisbury City Centre

### 9.4

The conservation value of a city centre like Salisbury inevitably imposes constraints on the scale and type of any additional floorspace, and how that floorspace is realised. The repercussions of retail growth, such as increased traffic generation and parking difficulties, must also be considered. National planning policy guidance requires local authorities to adopt a sequential approach to the assessment of future retail allocations and proposals, but recognises the constraints which exist in historic centres such as Salisbury.

### 9.5

Government guidance also stresses the importance of planning for future needs in retailing and complementary sectors, such as leisure. Following

Government guidance, the Local Plan strategy seeks to accommodate additional retail growth within and adjacent to the city centre, but to allow complementary out of centre development in order to meet identified needs and to achieve a balanced strategy for the Salisbury urban area and the wider District. Within the preferred balanced strategy however, the District Council will rigorously assess retail, leisure and other relevant proposals against key criteria to ensure that the vitality and viability of the city centre and other centres in the District are not undermined.

## 9.6

The original six point strategy for shopping in the City Centre has been continued from the previous Salisbury District Local Plan, but extended and changed to reflect more up to date guidance. The strategy seeks:

1. to protect and maintain the historic character and role of Salisbury as a sub-regional centre with its strengths being its attractive, historic environment, its mix of mainstream multiple and independent retailers, and its ambience
2. to restrict the level of new development to that which is appropriate for the role and character of Salisbury and in accordance with assessed needs
3. to accommodate, where possible, new trends in retailing and to locate development within or adjacent to centres consistent with the objectives of the sequential approach. Where this is not possible, the District Council will apply the approved locational strategy and direct development to locations which serve community needs and are accessible by a choice of means of transport
4. to promote central area development and redevelopment of a scale and design which is compatible with the historic character of the city centre
5. to exploit the opportunities remaining in city and town centres for new shops and conversion of historic buildings to retail use
6. to link shopping proposals with those for pedestrianisation, traffic management and car parking, and to achieve competitive environmental enhancement to boost investor confidence
7. to maintain access to the city centre by a choice of means of transport based on the Transportation Strategy and to protect the city centre environment and economy against the damaging effects of unacceptable increases in car usage whilst improving the opportunities for short stay and shopper car parking

8. to maintain the city centre's vitality by retaining a wide range of goods available. The cumulative impact of retail development proposals on the range of goods to be found in the city centre will be assessed as it may undermine its attractiveness as a sub regional centre.

The Local Plan attempts to accommodate innovative retailing wherever possible. In Salisbury, however, due to the fact that the built environment is historic, the city may not be able to accommodate all forms of retailing. Retailers may therefore need to be flexible in terms of their operation to secure representation in Salisbury.

## **City Centre Management**

### **9.7**

The District Council is committed to improving the environmental quality of Salisbury City Centre. Traffic calming and enhancement works have recently been carried out in the Queen Street and High Street as part of an ongoing enhancement programme. Both these streets have also been pedestrianised, and traffic calming measures are to be introduced on other city centre streets. The County Council is also going to implement a 20mph speed limit zone in the city. Car parking demand is also to be managed with the introduction of park and ride to the city. A partnership has been established between the Council and local businesses which seeks to promote the development of the economy and tourism within the city, and includes the appointment of a City Centre Manager. A wide range of events are also organised by the Council throughout the year which help promote Salisbury as a shopping and entertainment venue.

#### *Primary Frontages*

### **9.8**

The Local Plan identifies a number of areas within the City and Amesbury as Primary Frontages. The Local Planning Authority recognises and supports the maintenance of a predominantly retail element within these areas, but also that different but complementary uses, during the day and in the evening can reinforce each other, making town centres more attractive to local residents, shoppers and visitors. The principal role of the Primary Frontage is, however, to maintain the area as the retail centre, and the Local Planning Authority will therefore aim to establish or preserve, as a guide, 60% of each section of Primary Frontage within retail (A1) use. A section of Primary Frontage is considered to be a particular street block frontage, or frontage of 50 metres either side of the application site, whichever is less.

### *Policy S1*

#### *Secondary Shopping Areas*

## 9.9

The Secondary Shopping Areas reflect the concentration of existing shopping facilities in Salisbury and Amesbury and are areas within which retail development is acceptable in principle. Parts of Salisbury City Centre, for example, Fisherton Street and Winchester Street, have a distinct character, with the presence of small scale, specialist units, often within historic buildings. It is considered these areas contribute to the shopping experience of Salisbury and changes of use to non-retail activities should therefore be controlled. In accordance with PPG6, the importance of town centres providing a range of uses is recognised and the Local Plan places less restriction on change of use than to premises within Prime Frontages. It is however important to ensure that the vitality of these areas continues, and where possible is improved to provide attractive shopping environments. In order to ensure that retailing activity remains the dominant land use at ground floor level within these areas, at least a third of the units of a particular street block frontage, or frontage of 50 metres either side of the application site, whichever is less, should remain in retail (A1) use.

### *Policy S2*

## **Location of Retail Development**

### 9.10

The Local Planning Authority has reviewed the vitality and viability of key centres in the District in line with Government advice in PPG6 and recognises the need to strengthen and boost the city and town centres through positive measures. City and town centre sites are the preferred locations for retail and leisure development proposals, where suitable sites or buildings suitable for conversion are available, followed by edge of centre sites, district and local centres and only then out of centre sites in locations that are accessible by public transport. The definition of Salisbury City Centre encompasses the majority of the historic core. The Council considers the extent of this boundary is appropriate due to the compact nature of the city centre, its topography, high quality built environment and the presence of physical and strong visual boundaries around its edges. In order to help protect the environment of the City Centre the Council operates a policy of shopping trolley control. The historic character of Salisbury City centre will be protected and proposals within or adjacent to the city centre as defined on the Proposals Map will

only be considered favourably where environmental and economic harm and conflict with conservation policies would not result. Development proposals should be sited in locations which are accessible by choice of a means of transport.

*Policy S3*

9.11

Due to the extensive nature of the City Centre boundary, it may also contain locations which would normally be considered as Edge of Centre locations, in terms of Central Government guidance contained in PPG6. In PPG6 terms, and for the purposes of Policy S3, the 'Central Shopping Area' is considered to be the combined Primary Shopping Frontages and the Secondary Shopping Area. The Council also considers that, where pedestrian routes into the city centre are provided along flat, attractive and safe routes, the limit of the edge of centre may be extended beyond the 300 metres from the primary shopping area suggested in PPG6.

## **Salisbury**

9.12

The Local Planning Authority has reviewed the vitality and viability of key centres in the District in line with Government advice (PPG6, Figure 1). The evidence suggests a decline in some aspects of the city centre's performance and the need to strengthen and boost the centre's economy through positive measures. In addition, the Council's research has concluded that there is no further qualitative or quantitative need for additional retail warehousing floorspace in Salisbury over and above the extant permissions. Any further proposals should therefore be directed towards city centre or edge of centre sites. Whilst the Local Planning Authority has adopted a balanced strategy which allows for some limited out of centre development, all allocations and proposals which may emerge during the lifetime of the plan will be rigorously assessed to ensure that:

- a. they do not undermine the vitality and viability of the centre, deter investor confidence, lead to an unacceptable increase in vacancies, nor detrimentally affect the economies of town centres
- b. they would not detract from the positive enhancement of centres and the Local Planning Authority will rigorously apply the established planning tests to retail proposals and fully support the key objective of sustaining and enhancing the vitality and viability of centres.

9.13

The PPG 6 definition of 'edge of centre' also applies under policy S4; that is to say locations that are within 200 – 300m of the boundary of the primary shopping area. However, The Council also considers that, where pedestrian routes into the city centre are provided along flat, attractive and safe routes, the limit of the edge of centre may be extended beyond the 300 metres from the primary shopping area suggested in PPG6.

*Policy S4*

9.14

#### **Livestock Market (Waitrose Site)**

Planning permission for retail development on this site has been implemented. Whilst the site is further from the city centre than suggested for edge of centre locations by Central Government, it is considered to be an edge of centre location due to the fact that it provides parking facilities that serve the centre as well as the store, thus enabling one trip to serve several purposes, and has an attractive physical linkage.

9.15

#### **Brown Street Car Park**

This site is owned by the District Council. In view of the close relationship of this site to existing office and retail development it is considered that the best use of the site would be a mix of development which should incorporate a retail element. The site has archaeological interest and an archaeological excavation will be required by the County Archaeologist. A development brief will be prepared for the site.

*Policy S5*

9.16

#### **The Maltings**

The redevelopment of the city centre site at The Maltings, which will include the provision of a larger foodstore, is expected to meet the convenience shopping needs of the urban area during the plan period. Proposals will be expected to have regard to the adopted development brief for the site.

*Policy S6*

9.17

#### **London Road**

Planning Permission has been granted for non food retail development on approximately 3.6ha of land at London Road. The range of goods to be

sold from the site is limited by the permission to bulky goods. The Local Planning Authority wishes to to maintain the visual attractiveness of this route and therefore wishes to avoid the profusion of advertising found elsewhere along approaches to the city. For similar reasons, a high quality development, in terms of building design, layout and landscaping, is envisaged on the site. The Local Planning Authority may seek a retail impact assessment study for other applications for retail warehouse development on this site.

*Policy S7*

## **Amesbury**

### **9.18**

Amesbury is the second largest settlement in the District and considered to have potential for significant economic growth during this Plan period. The Local Planning Authority will therefore promote economic development in Amesbury through this Local Plan. It is however, considered important that the future development of the town should address a number of issues to ensure a balanced approach is taken and that facilities are provided to serve the increased population. Existing food retailing is concentrated at a Co-Op Pioneer foodstore in the town centre. The District Council has indicated that it wishes to see a new foodstore as the first phase of a comprehensive redevelopment of the Redworth House area to improve facilities in the town centre.

### **9.19**

The majority of new and proposed housing and employment growth is located to the east and south of Amesbury. In order to provide choice, help reduce car travel and to encourage development of self-sustaining communities, shopping and community facilities are planned in local centres at the Butterfield Down residential neighbourhood that is nearing completion off Porton Road and in the allocated development area south of Boscombe Road. The shopping provision in these local centres is intended to meet the qualitative local shopping needs

### **9.20**

#### **Amesbury Town Centre**

The extent of Amesbury town centre is defined on the Amesbury Proposals Map. The town centre is compact with the main retail and service areas located on Salisbury Street and High Street. The boundary also includes the various community and service facilities found within the immediate area.

### **9.21**

### **Food Store – Amesbury Town Centre**

In accordance with the sequential test set out in PPG 6, the District Council wishes to see a new foodstore as the first phase of the comprehensive redevelopment of the current Redworth House site in Amesbury Town Centre. A development brief for the site was adopted as Supplementary Planning Guidance in March 1999 and sets out detailed requirements for redevelopment proposals including the need to relocate the existing facilities at Redworth House.

*Policy S8*

## **Local Shops**

### **9.22**

There is an established hierarchy of facilities throughout the rest of the District serving local demand. This provision of shopping facilities is of particular importance within a predominantly rural area such as Salisbury District. Many settlements, such as Amesbury, Mere, Tisbury and Downton, have a range of shops and facilities, including day to day convenience goods shops, banks and speciality shops. In addition, village shops, often cum post office, provide a necessary service within the local community and a social forum, especially for the less mobile and those without private transport. The Local Planning Authority considers, therefore, the retention of village shops to be particularly important to the well being of the local community, and will seek to resist their change of use. In addition, the Local Planning Authority will test the impact of retail proposals on the vitality and viability of nearby local centres, to ensure that there is no unacceptable impact and will not undermine their continued viability.

*Policy S9*

## **Shopfronts**

### **9.23**

Salisbury and most of the local shopping centres are situated within Conservation Areas and retain old shopfronts, which contribute to the character of the street scene. The Local Planning Authority will seek to retain these, particularly where they incorporate recessed, curved or coloured glazing, moulded pilasters and frames and traditional fascias. Policies for shopfronts in Conservation Areas are contained within the Conservation Chapter. New shopfronts and alterations to existing ones should incorporate the needs of the disabled. The Local Planning

Authority has published separate guidance on shopfront design in Salisbury.

*Policy S10*

## **Farm Shops**

9.24

Farm sales of unprocessed goods produced on the farm together with a minimal quantity of other goods are regarded to be a use ancillary to the main use as a farm, which constitutes permitted development and does not therefore require planning permission. However, use of a farm shop for selling a significant amount of produce brought in from elsewhere is a separate use that requires planning permission. The Local Planning Authority is aware of the problems that farm shops can create, such as the impact on existing shops in villages, as well as the service they often provide to local communities. In the more remote rural areas, farm shops may be of benefit to the community, but in some cases, they may also undermine the viability of existing local shops nearby.

*Policy S11*

## **Garden Centres**

9.25

There are a number of nurseries and garden centres in the District which sell a range of horticultural goods, including ancillary items such as ponds and conservatories. Any service facilities, such as tea rooms, should also be ancillary to the sale of horticultural items. Proposals for nurseries and garden centres will generally be acceptable subject to the criteria set out in policy S12. However, the high landscape quality of the Local Plan area and the inadequacy of the local highway network will generally restrict this type of use in the more sensitive parts of the District.

*Policy S12*