

1.0 Chapter 11 – Economic Prosperity

- 1.1 Economic prosperity is one of the key outcomes that the Council's Sustainable Community Strategy identifies. It lists a number of elements that should be achieved through this outcome :-
- The number of people earning to their potential is maximised
 - The District offers high value jobs, and service sector jobs (eg in the tourist industry) offer good wages and benefits to workers
 - There is little or no unemployment
 - Local needs are met locally
 - The vibrancy of the economy of Winchester town is maintained
 - The rural economy is growing
 - People are able to take up jobs which give high levels of personal satisfaction and which enable them to make the most of living/working in the Winchester district
- 1.2 The Core Strategy seeks to address the land use implications of these in line with the Regional Spatial Strategy that recognises that a healthy, low-carbon economy is a key tool to achieving quality of life. The concept of SMART economic growth underpins the Regional Economic Strategy, which is “an economy and labour market built on creativity and innovation, with reduced demand for low skilled labour”. Its premise is much about the efficient uses of resources through using space and technologies more effectively whilst protecting and enhancing the environment. The Council's Economic and Employment Land Study undertaken in 2007, identified five key economic sectors operating in the District and that could potentially change over the life of the Plan:-
- a) Administration and services
 - b) Land-based industries
 - c) Tourism
 - d) Knowledge and creative industries
 - e) Retail

The study emphasised that to remain competitive and support opportunities for economic growth and diversification there is a need to stimulate :-

- Entrepreneurship and diversity of opportunity;
- A low carbon economy; including the reduction of commuting levels
- The emergence of a new sector of 'green collar' industries
- The growth of a high value tourism economy

Past consultations have revealed a general recognition for the need to encourage new economic opportunities to maintain a dynamic economy, whilst providing employment opportunities to maintain balanced communities, together with more facilities for home working and that economic growth should be in proportion and appropriate to the location and community it is intended to serve. Draft policies CP3 and CP4 cover these matters District wide – although there is a need in line with PINS/GOSE advice to be more specific under the spatial strategies, to quantify the types of development expected in those areas. This also follows the 'what, where, when and how' approach.

Since publication of the Preferred Option, PPS4 'Planning for Sustainable Economic Growth', was published by the Government in December 2009, this guidance pulls together elements from previous PPS's covering town centres and the rural areas. This defines 'economic development' as development within the 'B' Use Classes, public and community uses and main town centre uses. Policies will also apply to other development which achieves at least one of the following objectives :-

- Provides employment opportunities
- Generates wealth or
- Produces or generates an economic output or product

The government's overarching objective is 'sustainable economic growth', which it defines as *"growth that can be sustained and is within environmental limits, but also enhances environmental and social welfare and avoids greater extremes in future economic cycles."*

The advice specifies that at a local district level it will be necessary to identify a range of sites to facilitate a broad range of economic development; encourage new uses for vacant or derelict buildings including historic buildings; consider how sites for different types of business use can be delivered and facilitate new working practices such as live/work. Whilst the guidance applies equally to both urban and rural areas, in terms of the wider countryside it states “*that the countryside is protected for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and to ensure that it may be enjoyed by all*”. It goes on to state that in rural areas planning authorities should ‘strictly control economic development in open countryside away from existing settlements...’, and should “*identify local service centres (which might be a country town, a single large village or a group of villages) and locate most new development in or on the edge of existing settlements....*”. This approach is consistent with the development strategy advocated in the Core Strategy to concentrate most development in the existing urban areas and then in the larger settlements in accordance with the settlement hierarchy.

1.2 **Conclusion and Recommended Approach**

Given the changes made through revised PPS4 together with the advice from PINS and GOSE, it is necessary to revise the approach to economic prosperity in the Core Strategy. The Sustainability Appraisal for both policies highlights positive impacts in terms of reducing carbon emissions by ensuring economic development occurs in sustainable locations, whilst recognising the wider benefits of economic and social well being. The principles and objectives of achieving economic prosperity remain the same, however, in terms of the implementation of this, there needs to be greater clarity as to the locational requirements and quantities of land/buildings for such purposes.

This can be achieved by being more locally distinct in the strategic spatial policies with regard to their economic development role and opportunities for change. This will enable Policies WT1, SH1 and MTRA1 to express in greater detail the general amounts, types and broad locations in line with the PINS advice and give clarity and certainty to these policies to ensure they deliver sustainable development by referring to both employment and housing growth.

Recommended Approach:

1. To amend Policy CP3 and incorporate relevant parts to strategic policies WT1, SH1 and MTRA1 to give detail to those policies in terms of the quantity, broad types and locations suitable for economic development purposes.
2. To move Policy CP4 (as amended to take into account comments made) to the section of the Core Strategy covering the Market Towns and Rural Area.

Chapter 11 Economic Prosperity		
Response no./Organisation	Summary of key issues	WCC officer response and Recommended Approach
25 (New Alresford TC); 120; 1994; 2515; 2985; 10037; 10097; 10246; 89 (Hants CC); 2515; 10451; 1994; 90 (English Heritage)	<p>Comments on paras 11.7 – 11.11</p> <ul style="list-style-type: none"> • Must give economic certainty and identify the location and timing of new business premises • Development of a knowledge economy may have negative consequences on the affordable housing stock • Welcome clear intention to build on strengths of higher education and creative industries through the creation of a knowledge park - need to specifically refer to the University of Winchester and the range of qualifications offered which support the creative and knowledge industries. • Support the allocation of Bushfield Camp • References to administration /services should refer to 'public' to give clarity to the sector being referred to (Hants CC) • Support creation of a low carbon economy; • Lack of commitment to green industries • Need to maintain the individuality of Winchester as a shopping and tourist destination rather than to compete with others 	<p>Many of these comments repeat comments made to the draft policies - see below responses to Policies CP3 and CP4 .</p>

	<ul style="list-style-type: none"> • Question whether there are enough hotels to attract the growing market into Winchester • Support references to green tourism • Must give more emphasis to agriculture and the role of working farms; local produce and tourism opportunities • Given the current changes in farming practices the core strategy needs to give clearer guidance to potential changes in this sector i.e increase requirements for market gardens, wind farms etc • Former country estates should be retained for food production • Is also a need to recognise the historic environment in this part of the plan (English Heritage) 	
Policy CP3		
<p>Sustainability Appraisal/Strategic Environmental Assessment – extract of SA/SEA report on Core Strategy Preferred Option:</p> <p>The policy has the potential to have very positive impacts; direct, indirect and synergistic. In and out commuting levels are high and the policy seeks to ensure that employment opportunities are available for the resident population and that job opportunities are expanded in line with the housing requirement. The policy creates conditions which assist the potential for people to live and work in the district thereby reducing carbon emissions and local pollution. The recognition of the importance of the tourist economy will indirectly lead to protection of the environment on which it is based, and will have a synergistic impact with policies directly seeking such protection.</p>		

Response no./Organisation	Summary of key issues	WCC officer response and Recommended Approach
42 (Wickham PC); 89 (Hants CC); 3198; 3411; 10037; 10058; 10055; 10269; 10450; 10451; 4 (Bishops Waltham PC); 2273; 2128; 2191	Support Policy CP3 :- <ul style="list-style-type: none"> • Must not lose smaller employment sites • Need to stress benefit of locally produced and marketed food • Welcome recognition of role of University of Winchester in growing knowledge and creative industries • Support objectives for economic growth • Support allocation of land at Bushfield Camp • Consider re-use for public services 	Support and related comments noted
	Policy CP3 – object	
87 (GOSE); 38 (Twyford PC)	<p>The intent of policy CP3 is not clear – is it to deal with windfall sites? It refers to new development – these references must be expressed and quantified under the three spatial strategies for the District.</p> <p>Policy does not distinguish between sites in PUSH, or level 1-4 settlements, Winchester or the rural area or refer to the SDNP.</p>	<p>The intention of CP3 was to provide a policy framework for economic development within Winchester District. However given the advice from PINS and comments made by GOSE (including these in relation to CP3), it is considered that the matters covered by CP3 can be accommodated within the spatial areas and strategic allocation policies. This will enable the ‘what, where, when, how’ concepts in relation to economic development be expressed to give certainty in terms of types, quantities and locations.</p> <p>At present CP3 fails to quantify the amount of</p>

		<p>development or even its broad locations and subsequently will not satisfy the examination procedure. It is very much a proactive policy but lacks detail to provide guidance and certainty. Given this, it is recommended that this policy in its current form is deleted and all matters pertaining to economic development and prosperity are covered by the expansion of the strategic policies WT1, SH1 and MTRA1 respectively to refer to local matters and to be locationally specific.</p> <p><u>Recommended Approach :-</u></p> <p>To amend Policy CP3 and incorporate relevant parts to strategic policies WT1, SH1 and MTRA1 to give detail to those policies in terms of the quantity, broad types and locations suitable for economic development purposes.</p>
84 (South East Regional Assembly)	<p>The policy should refer to achieving smart growth and actively encourage development of IT infrastructure and how new ways of working will be realised.</p> <p>The hierarchy for the District's town centres should be set out to reflect Policy TC2 (of SE Plan) with growth needs apportioned.</p>	<p>Noted, references to SMART growth and the necessity for IT infrastructure are highlighted in para 11.8.</p> <p>Only Winchester Town falls within the South East Plan's town centre hierarchy, where it is defined as a secondary town centre – this matter is recognised in Policy WT1 which refers to “Retail provision to support Winchester's role as a sub-regional shopping centre....”</p>

<p>123; 10246; 10243; 10247; 10289; 10409; 10426; 10427</p>	<p>Should only support land based industry and tourism sectors under this policy</p> <p>Need a specific policy on tourism and promotion of holiday parks</p> <p>Expand policy to refer to leisure uses</p>	<p>Revised PPS4 defines 'economic development' as development within the 'B' Use Classes, public and community uses and main town centre uses. PPS4's policies will also apply to other development which achieves as least one of the following objectives :-</p> <ul style="list-style-type: none"> Provides employment opportunities Generates wealth or Produces or generates an economic output or product; <p>the detailed policies in the guidance also refer to leisure and tourism. It is recommended above that CP3 be amended and changes be made to the spatial strategy and allocations policies. These will need to reflect the requirements of PPS4.</p>
<p>31 (Shedfield PC); 3071</p>	<p>Wish to support local employment but concern about traffic impact – need to have access to routes which are suitable and appropriate</p> <p>If employment development exacerbates commuting then this should only allowed as part of mixed use development</p>	<p>The Development Management and Allocations DPD will address the need for non-strategic sites to be allocated for such purposes and matters such as traffic impact will be taken into account.</p>
<p>2101; 10212; 10244; 10395; 10408; 10413; 2106</p>	<p>Expand CP3 to demonstrate benefit of existing smaller employment sites in the countryside (Southern House Otterbourne)</p>	<p>The Economic and Employment Land Study undertaken in 2007 by SQW to inform the Core Strategy examined a sample of 50 sites across the District to determine whether or</p>

	<p>Confirm in policy that the existing Local Plan allocations are continued as commitments in the Core Strategy</p> <p>Only retain employment premises which are viable and suitable for commercial use. Recognise that sites could be considered for alternative uses</p> <p>If existing sites are released for residential uses then new sites should be allocated – must not be a net loss of commercial sites, these must be maintained to secure economic growth</p>	<p>not they were ‘fit for purpose’ in terms of serving the needs of modern industry, with regard to location, size of site and form of buildings etc. The retention of existing sites and those allocated through ‘saved’ Local Plan policies will need be re-examined given this study and the revised guidance in PPS4.</p> <p>The Development Management and Allocations DPD will address the need for non-strategic sites to be allocated or retained for such purposes, rather than the Core Strategy.</p>
2169; 10403	<p>Object to the distinction of 5 key economic sectors in the District – there are more which do not fall within these 5 which should be given an equal opportunity to develop and expand</p>	<p>Noted – these sectors are those that are prevalent in the local economy and may therefore be subject to greater change which could have a greater impact on local employment opportunities etc. The purpose of this section of the plan is to give a strategic overview to economic matters that exist within the District. It does not seek to restrict opportunities for other sectors.</p>
2609	<p>Object to the allocation of Bushfield Camp</p>	<p>Noted – see responses to Policy WT3 covered at the meeting of the Cabinet (LDF) Committee on 15th December 2009 (see report CAB1944LDF).</p>

10255	Request that the policy is amended to refer to small scale economic development within rural areas - subject to specific requirements to comply with principle GP14 of South Downs Planning Guidelines	Given the proposed amendment of Policy CP3 economic development within the rural area will generally be covered under the Market Towns and Rural Area part of the Core Strategy. It will also be necessary to update Policy CP9 covering the South Downs given its confirmation as a National Park.
10410	Need specific policy on live/work units – to allow these on existing employment sites where this is the most viable use of the site	Noted – given references in PPS4 under policy EC2 for LPA’s to ‘facilitate new working practices such as live/work’, it will be necessary to examine the need for such policy guidance in the LDF – given the detailed nature of this matter it may be more appropriately covered by the Development Management and Allocations DPD.
10440 (Winchester Lib Dem City Council Group)	Policy fails to distinguish between quantity and quality of jobs – need an approach that promotes increasing the quality of jobs	This matter is difficult to resolve. Whilst the planning system can control the amount and type of land/premises available for economic purposes, it has little if any control over potential occupants, so can only assist by providing policies to deliver the right types of buildings in locations that are likely to attract higher value jobs.

Policy CP4		
<p>Sustainability Appraisal/Strategic Environmental Assessment – extract of SA/SEA report on Core Strategy Preferred Option:</p> <p>This is a specific policy to retain significant employers which are part of the business and training sectors which support the District's five key economic sectors. Providing a policy background which meets the needs of established employers and aids their retention in the District helps to meet the employment needs of the area. The sensitivity of the locations of these establishments is clearly recognised in the policy and potential adverse impacts on transport issues, the natural and built environment and existing communities are identified and measures put in place so that they will be avoided. The requirement for masterplans which will address any constraints identified and present clear mitigation proposals makes this a policy which progress sustainable development with positive impacts for the District.</p>		
Response no./Organisation	Summary of key issues	WCC officer response and Recommended Approach
86 (Environment Agency); 10055; 10456; 89 (Hants CC); 4 (Bishops Waltham PC); 2273	Support Policy CP4	Support welcomed.
	Policy CP4 – Object	
38 (Twyford PC); 2123;	<p>Policy should clarify that it only refers to named sites</p> <p>Request that Winchester College is added to the list (at para 11.11) given that it makes a significant contribution to the knowledge based sector or clarify that para 11.11 is only a list of examples and that the development of other</p>	<p>Agree this policy needs to express which sites it refers to, to provide clarity and certainty, particularly with regard to the educational sector, as there are numerous primary and secondary (both public and private sector) educational establishments located on the edges of</p>

	educational establishments on the edge of settlements will be encouraged.	settlements that could argue that they need to be considered under this policy. <u>Recommended Approach :-</u> Clarify the application of Policy CP.4.
2101	Policy must be more flexible and cover smaller commercial sites in more sustainable locations	Disagree - the purpose of this policy is to address a small number of sites that are of strategic importance and are unique to the District, but which provide valuable employment opportunities and promote the key economic sectors that exist. Given their rural locations and scale of development it is considered necessary to provide a framework for these businesses, to not only remain within the Winchester District but to address their changing needs and requirements in a pragmatic manner. Smaller sites and their retention / redevelopment opportunities will be covered by the suggested amendments to strategic policies WT1, SH1 and MTRA2 and MTRA3, more detailed polices will be included within the Development Management and Allocations DPD. In relation to this, as this is primarily a rural policy affecting those sites that lie within the Market Towns and Rural Area spatial area it is suggested that this policy is relocated to that part of the plan to provide a comprehensive

		<p>overview of the policies affecting that spatial area.</p> <p><u>Recommended Approach :-</u></p> <p>To move Policy CP4 (as amended to take into account comments made) to the section of the Core Strategy covering the Market Towns and Rural Area.</p>
2128	<p>Object to:</p> <ul style="list-style-type: none"> • the requirement for a detailed masterplan before development • need to distinguish between small operational development and large scale expansion • references to stewardship, sustainable transport etc. 	<p>Noted – given the sensitive locations of these sites there needs to be strict control over any potential changes (in accordance with revised PPS4) – the requirements of the policy are therefore not considered unduly onerous.</p>
10269	<p>Request add Military to the title and detail of this policy</p>	<p>The explanatory text accompanying Policy CP.4 refers to some MOD establishments, which are often involved in training and the knowledge industries. These are largely covered within the reference to ‘educational’ establishments but for clarity it is recommended that the word ‘Defence’ (Establishments) should be added to the title of CP.4.</p> <p><u>Recommended Approach :-</u></p> <p>Add ‘, Defence’ after ‘Commercial’ in the title of Policy CP.4 (as amended).</p>

10440 (Winchester Lib Dem City Council Group)	Policy needs to emphasise that development is conditional on sustainability principles being met	The policy is expressed with sustainability matters being covered in some detail. The purpose of the masterplan will be to assess whether such matters are considered to be dealt with acceptably.
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