

CABINET

29 March 2016

WINNALL PLANNING FRAMEWORK

REPORT OF ASSISTANT DIRECTOR (ECONOMY & COMMUNITIES)

Contact Officer: Eloise Appleby Tel No: 01962 848 181, Email:
eappleby@winchester.gov.uk

RECENT REFERENCES:

[PHD653](#) Winnall Planning Framework: Vision and Objectives, signed 20 October 2015

[WTF206](#) A Planning Framework for Winnall – 24 September 2014

[CAB2508](#) Planning Frameworks: Stanmore and Winnall – 11 September 2013

EXECUTIVE SUMMARY:

In the light of the success of the Stanmore Planning Framework in identifying long term infrastructure improvements in the Stanmore neighbourhood, Members approved the commissioning of a similar Framework project for Winnall.

The aim of the Frameworks is to provide evidence on which to base policy and to guide future investment by the Council and by other agencies working in the area, as and when funds are available. In both neighbourhoods, the Frameworks have shaped dedicated neighbourhood policies in Local Plan Part 2.

Members approved the vision and objectives of the new Framework for Winnall via a Portfolio Holder Decision Notice ([PHD653](#) Winnall Planning Framework: Vision and Objectives, refers). This report invites consideration of the action plan proposed by the consultants who produced the Framework.

RECOMMENDATIONS:

- 1 That the considered and imaginative work of consultants Parsons Brinckerhoff in developing the Winnall Planning Framework be recognised.
- 2 That the actions for delivery by the Council set out in section 3.3 of the Report be approved, and the relevant Portfolio Holders charged with building these into Portfolio Plans as soon as they can reasonably be accommodated and resourced.
- 3 That the submission of an Expression of Interest for Growth Deal funding to the Enterprise M3 Local Enterprise Partnership to support delivery of actions in section 3.2 of the Report be noted and supported by Members.
- 4 That the relevant Assistant Directors for Environment and for Economy & Communities be charged with taking forward discussions with the County Council, community organisations and Hampshire and the Isle of Wight Wildlife Trust in relation to actions in sections 3.4 and 3.5 of the Report.
- 5 That the recommendations and actions be reported to Winchester Town Forum.

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DETAIL:

1 Introduction

1.1 In October 2015, The Portfolio Holder for the Built Environment signed a [Decision Notice](#) setting out the vision and objectives for the emerging Winnall Planning Framework.

1.2 The Framework has been developed in consultation with the residents and businesses of the Winnall neighbourhood to provide a long-term infrastructure plan for the area.

1.3 By agreeing a shared vision and objectives for the area, supported by a sound evidence base, the Council and other stakeholders can make policies and investment decisions that contribute to the long-term future of Winnall. The adopted vision runs as follows:

“Winnall will continue to be a place where people are proud to live and work. It will cater for a range of employment activities, with space for companies to start up, stay and grow. The residential neighbourhood will be known for its high quality green spaces and strong community heart. Walking and cycling will be encouraged and improved bus services promoted. Parking provision will also be improved. It will be easier to reach the city centre, station and moors. Winnall be an attractive and welcoming gateway to the city, with supporting services for the employment area, such as a café, meeting space and flexible business units located in a new hub on Moorside Road. Winnall will be a place for continued economic investment and success, and where residential amenity is respected and improved.”

1.4 A final version of the document has now been prepared. The Framework was produced by consultants Parsons Brinckerhoff on the Council's behalf, and includes many suggestions for developments in the Winnall neighbourhood. Although these are all considered to be helpful and interesting suggestions, it is important for the Council to manage expectation by being clear about the actions which it is prepared and able to deliver in the coming years.

1.5 This report asks Members to agree the actions to which the Council will commit itself, with the understanding that it will seek to facilitate others from the Action Plan on a more opportunistic basis.

- 1.6 Members are also asked to note that work has already been started on an Expression of Interest submission for Growth Deal funding from the Enterprise M3 Local Enterprise Partnership with the aim of moving forward a number of the more costly and ambitious actions.

2 Development of the Winnall Planning Framework

- 2.1 Although it was agreed that the Winnall Community Plan and its set of 'Future Fifty' actions would form a sound basis for the Framework, Parsons Brinckerhoff carried out a series of consultation events and activities to update, sense check and develop the issues identified in the Plan.

- 2.2 These included:

- two dedicated meetings for businesses;
- a community 'jamboree' engagement event to gather new ideas;
- a 'future of Winnall' poster competition in the junior school;
- a stakeholder 'drop in' session to review emerging issues;
- a public exhibition of emerging options at the Community Centre, Tesco and the tourist information centre;
- two e-surveys for both residents and people working in Winnall;
- an officer panel for technical input (eg on open spaces, housing).

- 2.3 The Steering Group benefited from the close involvement of Ward Member Cllr Janet Berry and Neighbourhood Warden Rebecca Hallett. They have provided a link with the Winnall Community Forum throughout.

- 2.4 One of the outputs from the Parsons Brinckerhoff commission was the production of a database of businesses in the Winnall area. This is the first time officers have had access to a comprehensive listing, and they have already put it to use in taking forward the creation of a Winnall Business Forum.

- 2.5 The Framework initiative was welcomed by businesses and residents alike. Whilst a number of the main concerns were known about, the consultants explored these – and newer issues – in some detail, and proposed creative ways to address them.

- 2.6 Businesses are frustrated by the lack of reliable, fast broadband and difficulties with parking for staff and customers. Residents were also keen to see improved parking, but also to make more of green space and improve the overall presentation of the neighbourhood. Much of the feedback is captured in the Winnall Planning Framework Technical Appendices which can be found in the Background Reading section of this report.

- 2.7 The feedback was reviewed and a vision and objectives drawn up, based on the three themes of Living in Winnall, Working in Winnall and Travelling in Winnall. These were approved as part of the Portfolio Holder Decision Notice

[PHD653](#) Winnall Planning Framework: Vision and Objectives which was signed in October 2015, but are included for ease of reference at Appendix 1.

3 Delivering the Action Plan

3.1 ***Actions already in train:***

3.1.1 The Framework produced by Parsons Brinckerhoff is very thorough and has already been put to good use, as [a basis for a dedicated Winnall planning policy](#) in Local Plan Part 2 (endorsed by Members through the Decision Notice in October). In terms of nurturing the economic potential of Winnall, this policy is very significant, setting out identified planning ‘zones’ for retail, business start-up/development and large-scale non-retail enterprise. It will help to ensure that Winnall can provide workspace for new businesses and also for large-scale businesses that cannot easily be accommodated elsewhere in the city.

3.1.2 Officers have already begun work on one of the ‘quick wins’ of the Framework, which was to establish a business forum to provide a voice for the business community in Winnall and a partner with which to work on future plans and policies for the area. A small working group is currently helping officers to shape the forum, which could – in due course – decide to become a Business Improvement District. This would in turn generate new funding to support and develop the economic wellbeing of Winnall.

3.2 ***Actions requiring significant external funding:***

3.2.1 The action plan in the final Framework report (see Appendix 2) sets out a range of other Projects to Consider. Whilst all are helpful suggestions, the Council cannot commit to delivering them all without additional funding and without support from other agencies, such as Hampshire County Council. To this end, an Expression of Interest has been submitted to the Enterprise M3 Local Enterprise Partnership for a Growth Fund grant which would support a range of projects including:

- Improvements to the public realm and presentation of the Winnall employment areas;
- Facilitation of faster broadband connections ;
- Exploring the feasibility of an ‘employment hub’ in Moorside Road and/or Winnall Valley Road;
- Improving walking and cycling routes to work in Winnall;
- Investigating opportunities for a turning space for large vehicles on Moorside Road;
- Exploring provision of improved youth/community infrastructure, including facilities for skills development, training and enterprise.

3.3 ***Actions for delivery by the Council:***

3.3.1 Alongside these initiatives, there are a number of actions in the Framework which the Council can deliver. These will need to be incorporated into

Portfolio Plans over a period of years, according to available resources. They are set out below under the relevant Framework theme.

3.3.2 *Working in Winnall:*

- Promote the development of flexible premises in employment areas to allow businesses to adapt and grow so they can stay in Winnall;
- Continue to facilitate the development of a new business forum for Winnall to help drive change;
- Working with the forum, to develop an overarching branding, marketing and signage strategy for the area so that it is presented as one cohesive, easily understandable place;
- Consult on the extension of the Controlled Parking Zone across Winnall – including benefits and costs, and means of enforcement - taking business views into consideration;
- Formalise on-street parking in the employment areas;

3.3.3 *Living in Winnall:*

- Improve the quality of local play spaces;
- Should opportunities for re-development adjacent to existing green spaces come forward in the future, to encourage developers to improve the relationship of development with the park and play space;
- Look at scope and feasibility of improving the quality of the public space and environment in the neighbourhood centre on Garbett Road.

3.3.4 *Travelling in Winnall:*

- Enhance the quality and safety of the Black Path link between Winnall Manor Road and Tesco.

3.4 *Actions requiring input from the County Council:*

3.4.1 There are some proposed actions which would require leadership or significant input from the County Council, whose Highways Team was consulted in the drafting of the Framework. The County contributed to the cost of commissioning the project, but will need to assess these actions alongside its other priorities.

3.4.2 *Living in Winnall:*

- Collaborate with residents to consider suitable locations for home zone treatments so that schemes may be properly tested prior to full interventions being costed and implemented – for example, Garbett Road;

3.4.3 *Travelling in Winnall:*

- Consider how to remodel Easton Land as a ‘civic boulevard’, with strong frontages and good landscaping, providing a gateway into Winchester, with buildings fronting the street, wider footways and better pedestrian crossings.

- Reconfigure junction of Winnall Valley Road and Winnall Manor Road to reduce speed and improve safety;
- Reconfigure junction of Easton Lane and Winnall Manor Road to reduce congestion at peak times;
- Provide better and more segregated cycle routes through the area and to the moors.

3.5 **Actions for other organisations:**

3.5.1 There are also actions for which the leadership or co-ordination could reasonably sit with other bodies. Again, these would be subject to further discussion and are simply projects to consider at the current time.

3.5.2 *Living in Winnall*

- Investigate the potential for re-using green verges and under-used areas of public space for community gardens and allotments
 - To be discussed with Winnall Community Association and Winnall Community Forum
- Explore the best ways to promote the moors through continuing educational programmes whilst ensuring that those who make visits to the moors do so without harming the landscape and biodiversity of the area.
 - To be discussed with Hampshire Wildlife Trust

3.6 Members are asked to consider this division of responsibilities and support the approach.

4 Winchester Town Forum

4.1 In view of the fact that the Winnall Planning Framework is within the Winchester Town area, it is recommended that the actions arising from this report are put before the Town Forum, so they are aware of the work taking place in Winnall.

OTHER CONSIDERATIONS:

5 SUSTAINABLE COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO):

5.1 The Winnall Planning Framework directly supports the three outcomes in the Winchester District Community Strategy relating to Active Communities, Economic Prosperity and a High Quality Environment.

6 RESOURCE IMPLICATIONS:

6.1 There is a resource implication for every action listed above. Where actions proposed for delivery by the Council cannot be accommodated within existing budgets, a project proposal will be put forward for consideration in the usual way and in line with the Council's planning and budgeting cycle.

7 RISK MANAGEMENT ISSUES

- 7.1 There has been a high level of interest in the Winnall Planning Framework from both the business community and the residents. The aim of this Report is to manage expectations about the capacity of the Council to deliver the actions proposed by Parsons Brinckerhoff, and so to avoid the risk of reputational damage. It is important that the Council is seen to deliver some 'quick wins' following this Report to maintain the confidence of the many individuals and businesses in Winnall who have contributed to its development.
- 7.2 The Framework itself is a tool to manage the risk that the economic life of Winnall will decline over time or become devalued by ad hoc decisions. Although the document cannot be classified as formal planning policy, it has brought about the introduction of a dedicated policy in Local Plan Part 2 to protect and develop the business life of Winnall as one of the most significant areas of economic activity in the Winchester District.
- 7.3 The Framework also seeks to enhance community life in Winnall and to improve the public realm in a way to encourages pride of place among those who live and work there. This should help to reduce the risk of anti-social behaviour.

BACKGROUND DOCUMENTS:

Winnall Planning Framework – Main Document

Winnall Planning Framework – Technical Appendices

APPENDICES:

Appendix 1: Objectives for the Winnall Planning Framework

Appendix 2: Action Plan Proposed by the Consultants

Appendix 1: Objectives for the Winnall Planning Framework

Theme	Objective
Working in Winnall	Encourage businesses to start up, stay and grow in Winnall.
	Provide facilities to support business functions that make this a desirable place to work.
	Provide space for creative and cultural start-up businesses, as well as those in low carbon industries.
	Establish a cohesive voice for the businesses in the area.
Living in Winnall	Strengthen Winnall as a family friendly residential neighbourhood.
	Establish a new approach to green space in Winnall to improve the use of and access to green spaces and increase biodiversity.
	Enhance the quality of community facilities in Winnall.
	Improve the quality of the townscape.
Travelling in Winnall	Encourage walking and cycling.
	Improve the connections to the town centre, particularly by bus, foot and cycle.
	Improve bus links, particularly to employment areas.
	Establish a new approach to parking.
	Reduce congestion at key spots.
	Make connections to green spaces safe and easy.
	Maximise opportunities for investment in Junction 9 of the M3.

Appendix 2: Action Plan Proposed by the Consultants

	Issues	Objectives	Projects to consider
Working in Winnall	<p>To recognise that the nature of the employment area is changing with more retail and trade activities locating here.</p> <p>There is a lack of space and premises for small businesses to be able to grow and stay within the area.</p> <p>There is a need for incubator space to help attract a more diverse employment base and respond to changing economies (including, for example, creative and cultural industries, and those in the low carbon and green sectors).</p> <p>The employment area suffers from a poor image, limited branding and generally poor quality environment.</p> <p>There are issues with broadband speed.</p>	<p>Encourage businesses to start up, stay and grow in Winnall.</p> <p>Provide facilities to support business functions that make this a desirable place to work.</p> <p>Provide space for creative and cultural start-up businesses, as well as those in low carbon industries.</p> <p>Establish a cohesive voice for the businesses in the area.</p>	<p>Reinforcement of Policy CP9 in Local Plan Part 1 seeking to protect and retain employment land and premises through the promotion of an 'employment first' approach to proposals in the Moorside Road area.</p> <p>Reinforce Policy CP8 in Local Plan Part 1 by encouraging a more diverse employment base responding to new economies.</p> <p>Promote the development of flexible premises in employment areas to allow businesses to adapt and grow so they can stay in Winnall.</p> <p>Enhance and improve the quality of the employment areas to the south of Easton lane (around Winnall Valley Road and Winnall Close) to continue to attract small businesses and SMEs..</p> <p>Define a retail / trade corridor along Easton Lane beyond which no further retail / trade uses will be permitted.</p> <p>Consider how to re-model Easton Lane as a 'civic boulevard', with strong frontages and good landscaping.</p> <p>Any opportunities for redevelopment should adhere to standard Local Plan policies regarding design, setting and amenity.</p> <p>Establishment of a forum of some kind, such as a BID or similar, to present a unified voice for the employment area.</p> <p>To develop an overarching branding, marketing and signage strategy for the area so that it is presented as one cohesive, easily understandable place.</p> <p>Look to facilitate faster broadband connections.</p> <p>Strengthen links with universities to help develop and encourage the creation, and retention, of creative and cultural industries within the city.</p>
Living in Winnall	<p>Facilities do not provide an effective range of opportunities particularly for 11-18 year olds.</p> <p>The poor quality of and limited access to green space.</p> <p>The poor setting of the retail parade on Garbett Road.</p>	<p>Strengthen Winnall as a family friendly residential neighbourhood.</p> <p>Establish a new approach to green space in Winnall to improve the use of and access to green spaces and increase biodiversity.</p> <p>Enhance the quality of community facilities in Winnall to maximise benefits.</p> <p>Improve the quality of the townscape.</p>	<p>Consider homezone / play street treatments on selected residential streets.</p> <p>Investigate the potential for re-using green verges and underused areas of public space for community gardens and allotments.</p> <p>Explore the best ways to promote the moors through continuing educational programmes whilst ensuring that those who make visits to the moors do so without harming the landscape and biodiversity of the area.</p> <p>Improve the quality of local play spaces.</p> <p>Should opportunities for re-development adjacent to existing green spaces come forward in the future, to encourage developers to improve the relationship of development with the park and play space.</p> <p>Promote delivery of replacement youth centre and facilities.</p> <p>Look at scope and feasibility of improving the quality of the public space and environment in the neighbourhood centre on Garbett Road.</p>

	Issues	Objectives	Projects to consider
Traveling in Winnall	<p>There are high levels of on-street parking, particularly on Winnall Valley Road, Moorside Road and Garbett Road.</p> <p>There is limited provision for heavy good vehicles in employment areas including a lack of turning space.</p> <p>Poor walking and cycling conditions, particularly along and across Easton Lane, and via the Black Path to Tesco.</p> <p>There are limited bus services, particularly at peak times.</p> <p>Limited access to the moors and surrounding countryside.</p>	<p>Encourage walking and cycling.</p> <p>Improve the connections to the town centre, particularly by bus, foot and cycle.</p> <p>Improve bus links, particularly to employment areas.</p> <p>Establish a new approach to parking.</p> <p>Reduce congestion at key spots.</p> <p>Make connections to green spaces safe and easy.</p> <p>Maximise opportunities for investment in Junction 9 of the M3.</p>	<p>Provide better and more segregated cycle routes through the area and to the moors.</p> <p>Enhance quality and safety of Black Path link between Winnall Manor Road and Tesco.</p> <p>Reconfigure junction of Winnall Valley Road and Winnall Manor Road to reduce speed and improve safety.</p> <p>Investigate the potential and possible benefits of a park and ride facility in the vicinity of Tesco, providing direct bus services between the city centre, station, residential neighbourhood and employment areas.</p> <p>Formalise on-street parking in the employment areas.</p> <p>Investigate opportunities for a turning space for large vehicles on Moorside Road.</p> <p>Investigate extension of Controlled Parking Zone (CPZ) across Winnall taking business views into consideration.</p> <p>Reconfigure junction of Easton Lane and Winnall Manor Road to reduce congestion at peak times.</p> <p>Promote the enhancement of Easton lane as an important civic boulevard and gateway into Winchester, with buildings fronting the street, wider footways and better pedestrian crossings.</p>