

3

WINCHESTER TOWN

3 Winchester Town

3.1 Location, Characteristics & Setting

3.1.1 Winchester Town consists of the six Winchester Wards plus the adjoining built up areas of Badger Farm, Oliver's Battery and Harestock. It is compact, vibrant, distinctive, and located within a remarkable natural setting. It has played an important role over the centuries as a seat of political and religious power, and it is still a major centre of civil government, the law and the military. The Cathedral, the College and the Universities are also great Winchester institutions. The town has a thriving cultural life with museums galleries, many fine art installations and live performances occurring throughout the town.

3.1.2 The unique characteristics of Winchester Town include historic and cultural assets of exceptional quality. The town is set in some of the most beautiful landscape in the country, and is connected both physically and visually to the surrounding countryside and the South Downs National Park. The river Itchen flows through the heart of Winchester, with its tranquil water meadows reaching right into the town itself.

3.1.3 As the largest settlement in the District, Winchester accommodates around 36% of the District's population and provides about 50% of the total District employment provision. However, there is a mis-match between the workforce and local residents which results in significant patterns of in and out commuting. The challenge is to provide for the future needs of residents and the sustainable growth of local businesses in a way which maintains a balanced and thriving economy whilst respecting the qualities and features which give the town its unique character.

3.1.4 The spatial vision for the Town as set out in the Local Plan Part 1 (LPP1) is, therefore:

“To ensure the Town retains its desirability and prosperity by providing the development necessary to meet the needs of the whole community, ensuring that the local economy thrives on its strengths in higher education, creative and media industries, and other knowledge-based activities, and respecting the town's special heritage and setting”.

3.1.5 This vision is expanded into a development strategy for the town by policy WT1 of LPP1. Policies WT2 and WT3 of LPP1 allocate strategic sites in Winchester for housing and employment uses. The vision has also been developed further by the Winchester Town Forum, which has published its Vision for Winchester Town 2012 to 2017. The Vision is grouped around 8 themes which aspire to;

- Encourage people to create economic prosperity
- Care for our history, heritage, and setting

- Be a natural destination for visitors and shoppers
- Provide new and affordable housing
- Improve transport, infrastructure and air quality
- Be a regional centre for creativity and culture
- Create a green and environmentally friendly city, and
- Be a town that supports safe and stable communities

Whilst the Vision document is not a land-use plan for the future, it has played a significant part in helping to shape the policies for Winchester Town.

3.2 Development Needs

3.2.1 The development strategy for Winchester set out in the LPP1 identified the critical issue facing the town as being how to deliver the amount and type of development required without compromising the town's recognised and valued qualities and character. Winchester's heritage and environment are recognised as being internationally important, and enjoy a high level of protection, which understandably acts as a constraint against certain forms of development. The LPP2 therefore builds upon the principles set out in the Core Strategy which seek to achieve the necessary balance between Winchester's varied development needs and the potential impact on its historic and environmental assets.

3.2.2 In addition to meeting the identified housing requirement, Policy WT1 of LPP1 sets out how the spatial planning vision for Winchester will be achieved by means of –

- *Economic development and diversification*
- *Promotion of the town centre as the preferred location for new retail, commercial, leisure, culture and tourism development*
- *Provision of education facilities, including a new primary school at Barton Farm*
- *Additional open space and recreation provision*
- *Retention of existing and provision of new green infrastructure*
- *Sustainable transport provision*
- *Employment opportunities at Bushfield Camp*
- *Ensuring the highest design quality in new development.*

3.2.3 The LPP1 requires the LPP2 to identify/allocate sites for the following land uses:

- 4,000 dwellings (2,000 of which are already allocated by LPP1 at Barton Farm)
- 9,000 sq. m of retail (preferably in the town centre)
- new business growth to broaden the town's economic base
- retention of open space and consideration of opportunities to address any under-provision
- any other uses identified through the Local Plan Part 2 process

3.2.4 In order to develop a strategy to address these requirements various evidence studies have been undertaken. These include the Winchester Retail Study Update undertaken by NLP in 2013, and the Winchester Station Approach Development Assessments undertaken for the Council by Tibbalds in 2013, with further work in 2014. Planning Frameworks have been prepared for Stanmore and Abbots Barton. These Planning Frameworks have been prepared through extensive consultation and reflect the communities' priorities for sustainable change within their areas, and, in turn have informed the policies for these areas. A Framework Study for the Winnall area is in the process of being commissioned and this will provide a Planning Framework for the area, and form part of the evidence base for the LPP2.

3.2.5 A series of workshops and exhibitions were held across the town in early 2014. These events were primarily Ward based, in order to identify issues of particular concern to local areas, but they also considered issues which affected the whole town. While they were held within a specific Ward, they were publicised across the whole of the town and were open to all. A total of 7 meetings/exhibitions were held during February and March 2014 in each Winchester Ward and the adjoining areas of Harestock, Badger Farm and Oliver's Battery.

3.2.6 Visitors to the meetings/exhibitions were encouraged to provide feedback on the emerging strategy and to raise any local issues which they felt the LPP2 should address. Meetings were also held with the Winchester Town Forum, the City of Winchester Trust, WinAcc and representatives of businesses in the town. In total 124 responses were received together with a petition containing 20 signatures. The main issues to emerge were;

- The majority of the responses received objected to the redevelopment of the Cattlemarket site and the potential loss of the car-parking and car boot sales
- A number of respondents raised concerns regarding the town's capacity to absorb a further 2,000 dwellings without requiring any additional green-field sites
- Concerns were also raised regarding the strain that the additional development would place on existing infrastructure, including health, schools, and roads, and that further development will also exacerbate the current lack of certain types of open space in parts of the town, particularly to the north.
- Business were concerned to ensure that a balance is struck between retaining accessibility and parking with maintaining the environmental quality of the town

3.3 Housing

3.3.1 The Council has to identify sites for around 4,000 new dwellings in the Winchester town spatial area, of which 2,000 houses have been already approved at Barton Farm, and the development has recently commenced. The development strategy in LPP1 requires the remaining Winchester town

housing requirement to be achieved through development and redevelopment of sites within and adjoining the defined built-up area of the town. In line with the LPP1 aim to make efficient use of land within existing settlements and prioritise the use of previously developed land (policy DS1), the expected capacity of the Winchester built-up area has been assessed, as set out below.

Winchester Net Housing Requirement

Category	No. of dwellings
a. Requirement (2011 - 2031)*	4000
b. Net Completions 1.4.2011 to 31.3.2013	105
c. Outstanding permissions at 31.3.2013**	3130
d. Significant permissions since 1.4.2013	48
e. SHLAA sites within settlement boundary	420
f. Planning Frameworks / Assessments*** (Stanmore, Abbots Barton, Station Approach)	135
g. Windfall allowance	910
h. Total supply (b+c+d+e+f+g)	4748
Remainder to be allocated	0

* Policy WT1 of LPP1

** Includes 2000 at Barton Farm

*** Over and above SHLAA sites already identified within these areas

- 3.3.2 A large proportion of the housing requirement for Winchester is already completed or committed through planning consents (c. and d. in the table above). Future changes to large consents at the Police Headquarters and Silver Hill sites may reduce the capacity of large sites with permission in the table (expected to reduce c. by about 230 dwellings). These may be partly offset by new sites coming forward for consent, such as schemes planned under the Council's Housing Delivery Programme.
- 3.3.3 The SHLAA identifies various other sites that are expected to contribute to housing supply during the Plan period (e.), and this will be up-dated on a regular basis. Various development assessments have also been undertaken, including the Stanmore Planning Framework, Station Approach Development Assessment and Abbots Barton Planning Framework (f.). These identify capacity for a total of nearly 300 dwellings, of which about 135 are over and above existing commitments and SHLAA sites in these areas. Policies WIN5 – WIN9 below promote suitable development in these areas and they will, therefore, contribute significantly to housing supply, particularly for the provision of affordable housing.
- 3.3.4 The expectation is that all housing sites that come forward in the town will need to provide 40% affordable housing, in compliance with LPP1 policy CP3. There is also the potential to bring forward affordable housing on exception sites around the town providing they comply with policy CP4. The Council will continue to add to the town's stock of affordable housing through its Housing Delivery Programme.

- 3.3.5 Work on windfall sites suggests that historically they have been a major source of housing supply in the town. The 'Windfall Trends and Potential' study for Winchester indicates that windfall sites have provided an average of 118 new dwellings per annum over the 5 year period assessed. If this rate was achieved over the whole Plan period then this would result in an additional 2360 houses, but the 'Windfall Trends and Potential' study takes a cautious approach and estimates a much more modest contribution of up to 910 dwellings from windfall sites (g.).
- 3.3.6 The conclusion is therefore that, with a combination of the sites identified in the table above, the housing requirement for Winchester can be met from within the existing built-up area (and Barton Farm), with only limited reliance on windfall sites, and without any additional greenfield allocations. This remains the case even taking account of the likelihood that some existing planning consents will be renewed with fewer dwellings than previously permitted.

3.4 Employment

- 3.4.1 There is no LPP1 requirement to allocate any further land for employment needs in the town. Bushfield Camp has already been identified in LPP1 as an employment site of around 20 hectares and there are other commitments available for employment development within and around the town. However there is a requirement to help facilitate new business growth to broaden the town's economic base.
- 3.4.2 Policies in the LPP1 (CP8 &9) set out the criteria by which any potential applications which would result in increases or losses of employment would be determined. The presumption is that the main employment areas in the town centre, Winnall and Bar End will remain in employment uses.
- 3.4.3 There are a number of vacant employment properties in the town but they represent less than 10% of the total stock which is considered a healthy level that can accommodate the normal 'churn' of employment floorspace.
- 3.4.4 The biggest opportunity within the town for an employment-led mixed use development is on a number of sites around Winchester Station. Policies for the 'Station Approach Area' are set out below, with the redevelopment of sites in this area potentially bringing forward around 16,000 sq. m of office (B1) floorspace. When this is added to the 20 hectares of land available at Bushfield Camp, and current vacant stock, it is clear that there is a good range of sites and opportunities to facilitate new business growth to broaden the town's economic base.

3.5 Retail

- 3.5.1 The Local Plan Part 1 noted that in the short to medium term there is no need to allocate any further land for retail uses. But, in the longer term, it identified a requirement for an additional 9,000 sq. m of retail floorspace, preferably in the town centre. However this was based on the Winchester Retail Study

2012, whereas the subsequent 2014 Retail Study Update¹ has reduced the projected floorspace need to 6,200 sq. m post 2021. This is broken down into 2,400 sq.m. of convenience floorspace, and 3,800 sq.m. of comparison.

- 3.5.2 In the short to medium term up until 2021 retail growth requirements will be met through the redevelopment at Silver Hill (see policy WIN3 below), and more limited local additions such as the new local centre at Barton Farm and the regeneration of the Station Approach area. In this way retail growth will be directed towards the town centre rather than out of centre sites, which is more consistent with the vision for Winchester town by ensuring that it is an attractive destination for the local community and visitors.
- 3.5.3 Given the uncertainties over the long-term nature of retailing and the impact of on-line shopping the retail studies recommend that there is no need to allocate any further retail floorspace at the present time, but the situation will need monitoring and the retail study will be refreshed before 2021.
- 3.5.4 The main retail area is centred on the historic High Street and The Brooks. With the development of Silver Hill additional prime frontage will be created. It is therefore important to ensure that the prime retail frontages remain healthy and enable Winchester to fulfill its role as a major retail centre. Outside of the prime frontage there are a number of streets which contain a significant number of smaller speciality shops and other town centre uses, which make a major contribution to the attractiveness and vibrancy of the town centre as a whole. These are designated as secondary retail frontages, where the aim, is to provide for a mix of retail-type uses, including those that serve the evening economy.
- 3.5.5 With the additional retail floorspace to be developed at Silver Hill, the LPP2 has reviewed the boundaries of the primary shopping frontages and redrawn them as appropriate. It also delineates an area of secondary shopping frontages as advised by the National Planning Policy Framework, which are vital to encourage speciality shops to maintain the distinctiveness and vitality of the town's retail offer. Policies DM8 and DM9 define the primary and secondary retail frontages within the town centre.

3.6 Infrastructure (including Open space, Leisure, and Transport)

- 3.6.1 The LPP1 identifies a shortfall of open space in the town, especially Children's Play, Informal Green Space, and Parks. Other open space uses are well provided for, but there are also issues about access to facilities which are unevenly distributed across the town.
- 3.6.2 Major new sports and recreational facilities are planned at Barton Farm, along with large areas of natural and informal green space. While these are aimed primarily at meeting the needs of the new community they will provide an asset for the whole community, and help make up shortfalls to the north of the town. To the south of the town the development of Bushfield Camp will

¹ Winchester Retail Study Up-date 2013; NLP

provide around 23 hectares of open space. These new areas will provide for much of the shortfall of open space, particularly for informal space and parks.

- 3.6.3 Therefore, no new allocations of land to provide for open space uses are proposed in the LPP2. Although some shortfalls will remain and opportunities to remedy them will be sought, there are difficulties in assembling land for this use given the high values within the town. Allocating land beyond the town boundary would have only limited benefits and the open spaces provided would not be accessible to residents in the more central Wards. The strategy for open space therefore will be to ensure that the important open spaces within the town, which are listed in the Winchester District Open Space Strategy and protected by policy DM5, will be retained, and to investigate how existing spaces can be used more effectively, which is particularly pertinent for the provision of play space. Any significant residential development which comes forward during the Plan period would be expected to provide for its open space needs and contribute towards addressing existing shortfalls where possible.
- 3.6.4 The leisure centre at North Walls is in need of significant improvements to provide the range of services expected in a modern leisure centre, and to create additional capacity to meet the expected growth in leisure needs. This need is highlighted by the Winchester Built Facilities Assessment 2014 , which identified a growing demand for sports and recreation facilities in the town which could not be met within existing facilities.
- 3.6.5 Alternatives for refurbishing the existing building, redeveloping on or adjoining the existing site, or re-location to another site are all being considered and will be the subject of continuing evaluation and consultation before a preferred option can emerge.
- 3.6.6 The Local Transport Plan 2006-2011 set out the role of Access Plans and how they will guide the longer term vision and strategies covering all modes of transport within larger settlements such as Winchester. The Winchester Town Access Plan July 2011 jointly developed by Hampshire County Council and Winchester City Council is a strategy which sets out a shared vision for how access to facilities and services within the town will be improved. It focuses on improving accessibility and air quality, reducing the level of traffic in the city centre and therefore improving the situation in terms of localised congestion. The four key aims of the Access Plan are:
- to ensure that the vitality and resilience of the local economy is strengthened by planning for movement and access which is economically and environmentally sustainable
 - to lead a transition to cycling, walking, public transport and low-carbon modes of travel, including low emission private and commercial vehicles.
 - to reduce the negative effects of transport related carbon emissions on all neighbourhoods including the town's historic environment, particularly in relation to air quality and the safety of pedestrians and cyclists

- to enhance the social and cultural wellbeing of Winchester by providing access for all.

3.6.7 The Council has published the Winchester District Car Parking Strategy 2014-2018, this sets out the approach to managing the provision of public parking spaces in the District. It notes the provision of additional park and ride facilities at Pitt Manor and Barton Farm, and additional spaces at the railway station provided by Network Rail. The objective is to retain parking capacity in the town generally at current levels, but the operation of the town centre car parks will be kept under review to assess whether there is potential for improvements and/ or consolidation. The Strategy recognises the potential to redevelopment several car parks within the town, including the surface car park in Chesil Street, but in the main the development potential of the other car parking sites is something that will be explored over the course of the Plan period.

3.6.8 A new primary school is planned for Barton Farm, this will be either a two or three form entry school depending on the demand for places in the area. Plans are also under consideration to expand Henry Beaufort School as a result of the increased numbers of secondary school pupils resulting from the Barton Farm development. The education authority is implementing a programme to increase primary school places through the development of a new primary school at Westgate Secondary School and the expansion of several existing schools within the town.

3.7 Policies

3.7.1 While it is important to ensure that Winchester town continues to thrive and grow sustainably, it is equally important to ensure that development does not detract from the special character of both the town and its landscape setting. Various studies help to define the special character of Winchester, including 'Winchester City and its Setting' and the 'Winchester Conservation Area Project'. There are also a series of Local Area Design Statements and Neighbourhood Design Statements for various parts of the town. Special care will be needed where development is proposed on the sloping and higher ground around the edges of the town to retain important views into and out of the town, protect treed skylines (see policy WT3) and contain the town within the surrounding main ridgelines.

3.7.2 The following policy will apply throughout Winchester town and seeks to realise the Vision for the town. It sets out a series of principles for new development, rather than specific criteria which every application for planning permission will be expected to meet. Where appropriate, proposals for new development within the town should say how these principles have been taken into account in preparing the application.

Policy WIN 1 –Winchester Town

Within the defined settlement boundary of Winchester as shown on the Policies Map, planning permission will be granted for development which accords with other relevant policies and is consistent with the following principles aimed at delivering the Vision for Winchester town:

- (i) Protects and enhances the special character of Winchester Town, including its setting and treed skylines;**
- (ii) provides a range of housing, including affordable housing, to meet local housing needs;**
- (iii) encourages sustainable transport options and contributes towards reducing carbon emissions and creating a green and environmentally friendly town.**

3.7.3 The Town centre is a vibrant commercial and retail centre, but it also has, a thriving resident population. It is the preferred location for new retail, commercial, leisure, culture and tourism development. It is important that the town maintains a balance between the different uses, and minimises any areas of potential conflict between the need for sustainable economic growth and environmental factors. For example, the need to provide a sustainable transport network which recognises the needs of business, and residents from the rural hinterland, poorly served by public transport, must be balanced with the need to reduce congestion and improve air quality. The role of the town centre as a hub for public administration has reduced in recent years and it is therefore important to encourage and attract investment which helps to re-balance the local economy. In line with the vision for the town employment opportunities in creative and knowledge based industries will be particularly encouraged.

Policy WIN 2 –Town Centre

Within the town centre as shown on the Policies Map, planning permission will be granted for development which accords with other relevant policies and is consistent with the following principles aimed at delivering the Vision for Winchester town:

- (i) contribute towards maintaining Winchester’s role within the hierarchy of retail centres and creating a regional centre for creativity and culture;**
- (ii) contributes towards creating economic prosperity, and broadening the town’s economic base;**
- (iii) effectively mitigates adverse environmental or transport impacts within the town centre.**

- 3.7.4 Winchester is located in a natural bowl through which the River Itchen flows and is surrounded by high chalk downland. The landform of chalk downland and escarpments is dramatic and affords some spectacular panoramic views across the town, as well as locally distinctive visual corridors and vistas linking the town and countryside. This landscape setting distinguishes Winchester from other English cathedral cities, in that the town and its cathedral are subservient to the landscape, a characteristic which is almost unique amongst these cities. Therefore panoramic views across the town are a defining characteristic of Winchester, and much of its character derives from the roofscape and the juxtaposition of spires, steeples, clock-towers and other tall buildings which pierce the general level of rooftops and the skyline. The Cathedral, perhaps the most important building within the town, can be viewed from distances well beyond the town boundaries, but its size and architectural qualities can also be appreciated from higher ground on the edge of the town centre. Close-to the Cathedral can be surveyed from relatively few locations, and sometimes not at all, as the tight narrow streets and landform restrict these views.
- 3.7.5 Winchester's roofscape is characterised by a closely packed interwoven network of small scale tiled pitched roofs giving an impression of informality, but which in fact has form and order. Views to and from significant historic buildings that punctuate the generally low rise level of roofs are highly valued and need to be protected from developments that would be out of scale, visually dominant, or incongruous.

Policy WIN 3 – Views & Roofscape

Development within and around Winchester Town which accord with other relevant policies will be permitted, providing:

- (i) roof designs are sympathetic to the character of the town's historic roofscape in terms of bulk, grain, form and materials;**
- (ii) any necessary plant, micro-generation equipment and other intrusive roof features are avoided or sensitively integrated within the roof-profile; and**
- (iii) important views to and from the key historic features shown on the Policies Map are protected.**

- 3.7.6 Key features which contribute most to the character of the town's roofscape have been marked on the Policies Map and are listed below. The planning authority will expect applicants to demonstrate that views to and from these will not be harmed and that the general character of the roofscape will be preserved. Within the town, developments which block key views, whether at roof or street level, or which compete with the finer grain of the roofscape by way of over-bulky design and lack of refinement, or by insensitively locating

plant, micro-generation equipment and reflective structures or materials, will be resisted.

Winchester Key Historic Features

- Winchester Cathedral
- Winchester Guildhall
- St John's House & Chapel
- St Thomas' Church
- Castle Offices, Castle Hill
- 3-5 Clifton Road & 16 Clifton Hill
- Hospital of St Cross
- St Catherine's Hill
- Abbey House
- The Old Guildhall (Lloyds Bank)
- The Great Hall
- The Westgate
- Winchester Prison
- Wolvesey Castle
- Winchester College
- King Alfred's Statue
- Barclays Bank Building
- Queen Elizabeth Court
- Peninsula Barracks
- Royal Hampshire County Hospital
- St John's Church

3.7.7 The **Broadway/ Friarsgate** area within the town centre, otherwise known as **Silver Hill** includes the current bus station, a health centre, Sainsbury's supermarket, Kings Walk, and the Friarsgate multi storey car park. The whole of the site is within a conservation area, which means that development proposals will be expected to be of the highest quality to protect and enhance the special qualities of the area. A number of watercourses run through the site and part of the area has the potential to flood

3.7.8 The area in general currently detracts from the townscape qualities of the town, and the bus station creates an unsightly gap in the buildings fronting the historic Guildhall and Abbey Gardens. Many of the buildings are vacant or under-used, and contain floorspace which is poorly laid out and not suitable for modern retail requirements. The development of Silver Hill is expected to provide substantial new retail floorspace which will meet the town's retail needs up until at least 2021. Planning consent has been granted for a mixed use development on the site, and the relevant Compulsory Purchase Orders confirmed. However, the planning consent will need to be revised in the light of current retail, public transport and viability demands.

Policy WIN 4 –Silver Hill

Development proposals for a comprehensively planned mixed-use development within the area known as Silver Hill as shown on the Policies Map, will be granted planning permission provided that

detailed proposals accord with other relevant policies and:

- (i) provide an appropriate mix of uses that reinforce and complement the town centre, including retail, residential and other town centre uses;**
- (ii) provide a Design and Access Statement setting out a high quality contemporary design response. Proposals should respect the historic context, and make a positive contribution towards protecting and enhancing the local character and special heritage of the area and important historic views, especially those from St Giles Hill;**
- (iii) ensure that where trees are lost an appropriate replacement planting scheme is agreed;**
- (iv) include proposals which accommodate buses and coaches, reduce traffic in the Broadway, and remove traffic from Silver Hill (except for servicing). Appropriate car parking to replace any spaces lost through development should be provided and proposals should include any on or off-site mitigation measures identified through the Transport Assessment;**
- (v) include a comprehensive archaeological assessment to define the extent and significance of any archaeological remains and provide for their preservation or recording, as appropriate;**
- (vi) include a Strategic Flood Risk Assessment, with suitable mitigation measures, and an Environmental Impact Assessment which includes an assessment of other potential environmental impacts and any mitigation measures necessary.**

3.7.9 Station Approach Area; The area around the Station including the former Cattlemarket area, is on a number of key transport nodes, but the area does not fulfil its potential to provide a vibrant gateway into the town, and contains a number of vacant and under-used sites and properties. The City Council has assessed the potential for viable development in this area in order to maximise the benefits for the City as a whole². This includes -

- identifying the most suitable mix and broad scale of uses;
- identifying the main sites with potential for development;
- identifying important constraints and urban design/access principles; and
- clarifying the landowners' intentions, site availability and likely timescales for development.

3.7.10 The assessments have enabled the Council to develop a number of strategic aspirations, which are to –

² Winchester Station Approach Development Assessment; Tibbalds, Nov 2013 & Sept 2014

- ensure the area around the Station enhances the economic vitality of the city, offering improved employment opportunities;
- create a high quality and welcoming arrival point and improve way-finding and legibility so that people find their way to the city centre and other key destinations;
- create an area that serves a variety of people and builds on and adds to the existing commercial and cultural life in the city;
- improve the aesthetic and environmental impact of the area, including the retention of important trees and new planting;
- safeguard and enhance views and the character of the area; and
- repair the urban fabric and create a cohesive high quality townscape, and public realm.

3.7.11 Based on the identified aspirations for the area, baseline studies and market assessments, the different options were tested based around a common concept of:

- creating a commercial office hub on the Cattlemarket site;
- improving linkages to the station and through the sites;
- retain some of the existing car parking and provide sufficient parking for the new development;
- strengthen the existing local centre around Andover Road;
- achieving active frontages by providing a variety of active uses along key routes;
- providing a mix of houses and flats; and
- creating and providing quality public spaces.

3.7.12 Initially, two options explored different locations for offices, hotels, residential uses and car parking. However, as the commercial brief and the Council's emerging Car Parking Strategy were firmed up, these were revised to one base option with two sub-options focused around alternatives for the Conservative Club site. These options were developed so that they could be delivered in a phased approach, respecting land ownership boundaries. However, an overall planning framework has been developed to address issues of access, car parking and level changes. However the area can be split into two main areas, the Carfax site adjoining the station and the Cattlemarket, and Conservative Club, both of which could be designed and developed separately. Other sites in this area might also come forward for development and policy WIN 4 sets out the general principles for development within the Station Approach Area.

3.7.13 The following policies do not seek to prescribe a set amount of floorspace for the different uses, but for the purposes of testing urban design principles, transport issues and viability certain assumptions were made in respect of what a scheme might deliver. These could vary in the final scheme, however it is expected that the area has the capacity to deliver over 100 new dwellings, more than 16,000 sq. m of new office space, and sufficient car parking to maintain public parking provision and serve new development..

Policy WIN 5 – Station Approach Area – Development Principles

Land in the Winchester Station area, as shown on the Policies Map, is suitable for an employment-led development comprising offices, car parking, open spaces, and leisure or small-scale retail on the ground floor with offices or residential above. Student housing would be permitted should suitable sites become available and favourable consideration would be given to provision of a hotel as part of a mixed use development.

Planning permission will be granted provided that detailed proposals accord with other relevant policies and:

- (i) are consistent with the Development Framework set out in the Winchester Station Approach Development Assessment (2014);
- (ii) take a contextual approach which respects the characteristics of Winchester town, and relate positively to the conservation area;
- (iii) make a positive contribution towards improving the area as a gateway into the town, enhancing the public realm and improving pedestrian and cycling access;
- (iv) clearly demonstrate a high standard of architectural design and use quality materials and detailing.
- (v) Do not exceed 4-5 storeys in height, except where good urban design principles require a landmark building (6 storeys), in which case this would need to make a positive contribution to Winchester's townscape. The impact of buildings over 3 storeys on views and adjoining areas should be assessed;
- (vi) retain existing trees where they make a positive contribution towards enhancing local distinctiveness;
- (vii) provide active streets frontages to enhance the pedestrian environment, including the vitality and viability of the local centre along Andover Road;
- (viii) are consistent with the Council's adopted Parking Strategy and adopt a coordinated approach to the provision of car-parking which ensures that the overall quantity of public parking spaces in the area is not reduced.

- 3.7.9 The area around the main entrance to the Station forms an important gateway into the town, but the spaces and buildings around the station are poorly defined and the overall experience of arrival is much diminished. Therefore there is an opportunity to create a proper gateway on this key transport node, with improved pedestrian links into the town centre. The opportunity should be taken to ensure that a properly integrated scheme is developed for the required pedestrian, vehicular and public realm improvements around the Station forecourt. In developing proposals for this area, consideration has been given as to whether the former Registry Office building should be retained. This is not a requirement as a more appropriate architectural statement could be provided by the way of a new building, along with an improved circulation area and public realm in front of the Station.

Policy WIN 6 –The Carfax Mixed Use Site

Land at the Carfax site, as shown on the Policies Map, is allocated for a mixed-use development comprising office (Use Class B1a) uses, small-scale retail or leisure uses, residential accommodation, and car parking. Planning permission will be granted provided that detailed proposals accord with other relevant policies and:

- (i) include a Design and Access Statement which clearly demonstrates a full understanding of the site constraints, context of the area, and shows how the designs have responded to it;**
- (ii) provide a fitting gateway into the town, by enhancing and extending the public realm and providing buildings of the highest design quality;**
- (iii) retain and respect the Records Office and Station buildings and assess the impact of development within the wider context, including residential properties and views;**
- (iv) prioritising pedestrian routes through the site and links to the town centre and other key destinations, improving provision for and integration of pedestrians, cyclists and public transport,;**
- (v) ensure that overall no public car parking is lost.**

- 3.7.10 The area formerly used as the Cattlemarket, is now largely used as a car park, with the building containing the Conservative Club also within the site. As such the Cattlemarket is an under-used site which makes no contribution towards the townscape of the area. Important views of the Cathedral can be glimpsed from the northern part of the site adjoining the Andover Road. The site presents the opportunity to create an office hub to help diversify the local economy and improve the economic vitality of the town. The site is well located to public transport, and within walkable distance of the town centre. It is recognised that the parking provision in this location is attractive to long

stay users, who might otherwise travel into one of the more central car parks which are primarily aimed at shoppers and visitors.

Policy WIN 7 – The Cattlemarket Mixed Use Site

Land at the Cattlemarket site, as shown on the Policies Map, is allocated for a mixed use development comprising offices (Use Class B1a) and other commercial uses, residential accommodation, and car parking. Planning permission will be granted provided that detailed proposals accord with other relevant policies and:

- (i) include a Design and Access Statement which clearly demonstrates a full understanding of the site constraints, context of the area, and shows how the designs have responded to it;**
- (ii) provide a fitting entrance to this part of the town, by improving the public realm, improving pedestrian and cycling access, including through the site, and developing a landmark element at the junction of Andover Road and Worthy Lane of the highest design quality;**
- (iii) define the extent and significance of any archaeological remains and provide for their preservation or recording, as appropriate;**
- (iv) ensure that the scale of the development respects and not overbearing for nearby residential and other properties;**
- (v) ensure that overall no car parking is lost;**
- (vi) seek to retain a view of the Cathedral from Andover Road or from within the development.**

3.7.11 The **Stanmore** Planning Framework was finalised in July 2013, after an extensive process of consultations. The aim of the Study was to reflect the community priorities for change and establish a deliverable portfolio of projects to guide regeneration and growth. The Framework identified that the four main areas of concern were delivering housing growth and renewing the built environment; enhancing community facilities; improving public open space; and transport and parking.

3.7.12 The adopted Vision for Stanmore which will guide the policy response is;

‘Stanmore will be a thriving and safe neighbourhood where all residents are proud to live. It will be a place that has seen the benefits of housing growth captured locally, with desirable homes that provide for the existing community and attract new residents.

There will be a strong sense of community spirit, effective partnership working, a wide range of well-run community facilities and high quality, and well maintained green spaces.

It will have strong connections within the neighbourhood and to nearby areas with training and learning programmes on offer for those who require further support'

- 3.7.13 The Planning Framework identified sites with the potential to deliver around 150 new houses over the long term, of which around 56 new dwellings would come forward over the short to medium term, many of them as affordable units. The Study proposed that these would be located at the former New Queen's Head site on Stanmore Lane and along the Valley. In the longer term further sites are likely to come forward subject to detailed feasibility studies and further consultation. It is expected that any new development will contribute towards meeting local needs in respect of the other themes of the Framework identified above. In this connection the Council will investigate measures to capture the financial benefits of development for investment in facilities which directly benefit the neighbourhood. The proposed Community Letting Plan for new affordable homes will ensure priority is given to local people who need affordable housing.
- 3.7.14 The Council will continue to explore opportunities for improving community facilities, and enhancing the attractiveness of the area, particularly for improvements to the cluster of community facilities at Somers Close, which would need to ensure sufficient parking is available and that the existing play area is replaced and improved if this part of the site were developed as affordable housing. Such improvements could be delivered through an affordable housing scheme and could also improve parking and access arrangements for existing dwellings in Somers Close, improve the natural surveillance of the recreation ground and provide new homes to meet local needs.
- 3.7.15 The Council will also investigate the potential for additional housing and improved open space, and other infill opportunities, which potentially include; about 35 homes at The Valley, including improving green infrastructure; about 15 homes adjacent to Somers Close community facilities, including improving parking arrangements for existing homes in Somers Close, a relocated and improved play area, and opportunities for enhanced community facilities; and about 20 homes at Cromwell Road Recreation Ground, including the provision of sports pitches and changing facilities.
- 3.7.16 A major issue facing the community at Stanmore is the number of house in multiple occupation, particularly student housing. This is perhaps most acute in this area, but other areas in the town also face this issue, which policy WIN9 seeks to address.

Policy WIN 8 - Stanmore

Within the Stanmore area, as shown on the Policies Map, the Council will implement the key principles and proposals set out within the Stanmore Planning Framework. Planning permission will be granted for developments that accord with other relevant policies and is consistent with the following objectives of the Stanmore Planning Framework:

- (i) provide (individually or in combination with other developments) for new or improved open spaces and green infrastructure; including the introduction of natural play facilities, multi-use games areas (up to two); teenage play structures; an additional junior pitch with associated changing facilities, and dedicated community gardening opportunities, as well as the better use of existing spaces;**
- (ii) improve the accessibility of the neighbourhood, including permeability through well lit and signposted footpaths and cycle routes;**
- (iii) enhance community facilities, particularly those offering co-location and collaboration opportunities such as a multi-purpose community 'hub' for Stanmore to accommodate social, leisure, health and educational activities for all;**
- (iv) provide new housing to meet local need, in particular affordable housing, and improved open space, including around 21 homes at the New Queen's Head with improved public access to the adjoining recreation ground and community buildings;**
- (v) explore the potential for infill development to provide new affordable housing, in accordance with the Planning Framework;**
- (vi) provide improvements to community facilities, particularly those at Somers Close, whilst ensuring that any development in this area provides adequate car parking, replaces and enhances the play area, enhances the overall attractiveness of the area, and provides for new housing as set out above.**

3.7.17 The Abbotts Barton Planning Framework was approved by the Council in February 2013. It has the following series of aims:

- To provide around 50 new council houses for local people over a period of years
- To ensure new buildings and spaces are of a high quality and good design

- To spread the benefits of housing growth by capturing the economic benefits for local community investment
- To ensure new development encourages more sustainable journeys, through better use of improved pedestrian and cycle links
- To develop a community lettings plan to give priority to local people who need affordable housing
- To provide new parking with new housing, and ensure that parking provides the maximum benefits to the local community
- To consider the qualities of the local landscape and townscape character and limit the impact of new development
- To enhance the biodiversity attractiveness and amenity value of open spaces in the area
- To work with the community to translate the Planning Framework into detailed ideas and develop a Community Plan to help achieve their aspirations.

3.7.18 The Framework identifies sites for up to 50 new affordable houses to help meet the shortage of affordable housing in the area, although only around 37 are likely to be delivered in the short to medium term. These include; about 12 dwellings at Hillier Way; about 9 dwellings at Dyson Drive; 4 dwellings at Hussey Close; 4 dwellings at Austen Close; and around 8 dwellings at the south eastern end of Charles Close

3.7.19 The Planning Framework took into account feedback from the two consultation events held in October and December 2012, as well as various studies undertaken in the area including topographical, environmental, and historical surveys.

3.7.20 Due to a number of responses which suggested that new housing might be provided behind the car park near to the football club, a Planning Report was prepared by an external Planning Consultant to assess whether this area was suitable for housing development. The conclusions were that there are strong and compelling reasons for not developing this site for housing. These relate to the physical and social separation from the existing housing areas to which any future development should connect, the loss of an important and unique open space which has significant value for the contribution it makes to a larger green area, including its value to the setting of the adjoining National Park. However, the potential to improve this open space which might include some form of community facility will be considered.

3.7.21 The Council will continue to work with the community to translate the Planning Framework into a detailed strategy and to develop a Community Plan to help articulate and achieve the community's aspirations. This will include developing a Community Letting Plan for the new homes which will give priority to local people who need affordable housing, and a review of Council garage usage to improve their benefit to the local community.

3.7.22 The Council will also investigate measures to ensure that the values captured from the developments are reinvested in the local area. In particular it will ensure that adjacent scrubland is reclaimed for the benefit of the local

community, and compensates for green space lost through development.

Policy WIN 9 – Abbotts Barton

Within the Abbotts Barton area, as shown on the Policies Map, the Council will implement the key principles and proposals set out within the Abbotts Barton Planning Framework. Planning permission will be granted for proposals to improve the provision of housing, open space and community facilities, including about 37 affordable houses, provided that detailed proposals accord with other relevant policies and:

- (i) provide new housing to meet local needs, in particular affordable housing, and improved areas of open space, including around 12 homes at Hillier Way;**
- (ii) explore the potential to improve recreation and greenspace opportunities in the area, particularly land on Hillier Way, to make it accessible for community use, possibly including a new community building.**

3.7.23 The City Council has set out its plans to provide for a mix of housing to meet the needs of different communities in policy CP2 - Housing Provision and Mix, in the adopted Core Strategy and in line with the NPPF. CP2 only relates to new developments, but it recognises that the greatest demand across the District is for 2-3 bed affordable family housing. Some areas in the Town are losing a significant proportion of the existing stock of family homes through conversion to small Houses in Multiple Occupation (HMOs) (Use Class C4), carried out under current permitted development rights³. Larger HMOs are classed as *sui generis* and require planning permission for a change of use.

3.7.24 On the whole, HMOs make up a small proportion of the overall housing market and provide an important housing supply for vulnerable households, those on lower incomes, students and young professional sharers⁴.

3.7.25 Compared to the rest of the Central Hampshire Housing Market Area, Winchester Town has a high proportion of single person and sharing households⁵. The projections in the updated Strategic Housing Market Assessment (2012) do not predict an increase in multi-person households, but identify that many of these households are in housing need, demonstrating that this type of accommodation is providing an important source of affordable housing.

³ Under the Town and Country Planning (General Permitted Development) Order 1995 (as amended) small HMOs are classed as C4, properties occupied by three or more unrelated people as their only or main residence, who share facilities (such as toilet, bathroom or kitchen facilities) where at least one resident is renting. Large HMOs are properties rented to 5 or more people who form more than 1 household, are at least 3 storeys high and where tenants share toilet, bathroom or kitchen facilities

⁴ Winchester Housing Strategy 2013/14 – 2018/19

⁵ The Winchester District Housing Market and Housing Need Assessment DTZ 2012

3.7.26 However, in the Stanmore area almost 20% of properties are estimated to be HMOs and of these, over half (182 households) provide student housing, predominantly in the areas of Cromwell Road, the top of the Valley, Upper Stanmore and Stanmore Lane⁶. Apart from the loss of more affordable family homes also needed in Winchester, the over-concentration of HMOs in any one area can create an unbalanced housing market with increased pressures on parking provision, loss of amenity and tensions within communities.

3.7.27 Stanmore is a desirable location for students and private-rental landlords. It is within walking distance of the University of Winchester and the style of the properties (predominantly former council housing) allows them to be adapted to provide additional bedrooms and thereby more affordable accommodation for students. Given the steady increase in the number of full time undergraduates attending the University of Winchester in recent years⁷ it is anticipated that the demand for HMOs in Stanmore may continue and not be met by new University developments catering for first years and international students, nor by privately owned halls of residence of which there is a lack in the Town⁸. Most 2nd and 3rd year students will still need to seek accommodation elsewhere in the city and therefore represent the greatest demand for accommodation in private accommodation.

3.7.28 The City Council recognises the important contribution the Universities and their students make to the local economy and labour market, supporting knowledge based industries, research and links with other centres of learning, as well as contributing to mixed communities. In order to balance support for the universities in Winchester with retaining a mixed housing stock in various neighborhoods, Council proposes to impose an 'Article 4 Direction' to restrict permitted development rights on HMOs. This would mean that the development of HMOs would require planning consent but would only be applied in those areas where there is an existing or potential over-concentration of HMOs, such that local communities have well-founded concerns over amenity and the availability of family housing.

3.7.29 The Direction would remove existing permitted development rights for any new changes of use from a dwelling-house (Use Class C3) to small a shared house (Class C4) within the area covered by an Article 4 Direction. These proposals would require planning permission and will be judged on the criteria set out in this policy.

3.7.30 Parking provision should accord with Local Plan Part 1 Policy DM21, taking the following issues into consideration:-

- The amount of parking available on and off site
- Existing parking pressures
- The proposed number of bedrooms and adult occupancy numbers

⁶ Stanmore Planning Framework Broadway Malyan June 2013

⁷ Higher Education Statistics Agency

⁸ Assessment of the present and future student population in Winchester town, and its impact on housing

- 3.7.31 The policy aims to prevent the over-concentration of HMOs in any one area. There may be exceptional circumstances where a single existing dwelling is in an area dominated by HMOs and would not be suitable for continued use as a dwelling. This is likely to be due to the amenities of the dwelling being seriously compromised by the effect of existing HMOs. Evidence should be provided to show that reasonable attempts have been made to use the property or to market it at a reasonable price, based on the local property market and provisions of policy WIN9.
- 3.7.32 The number of HMOs in any area covered by an Article 4 Direction will be monitored regularly and the data from the Annual Monitoring Report will be used to assess whether the relevant thresholds have been met.

Policy WIN 10 - Houses in Multiple Occupation

In order to retain a balanced housing stock, the Council will designate Article 4 Directions in areas where it is necessary to restrict permitted development rights in relation to the creation of Houses in Multiple Occupation (HMO).

In these areas, proposals for the conversion of dwellings to houses in multiple occupation will be permitted where the proposal accords with other relevant policies and:

- (i) would not create an overconcentration of HMOs, with no more than 20% of all properties in the total area being HMOs, and no more than 25% of the properties on any one street in use as HMOs; and**
- (ii) would not result in a dwelling being bounded by HMOs on both sides or a continuous line of 3 or more HMOs. Exceptionally, the change of use of an existing dwelling to an HMO may also be permitted where its suitability for continued use is seriously compromised because of existing domination by HMOs); and**
- (iii) provides parking to meet the needs of the development taking into consideration the availability and adequacy of on-street parking.**

'Dwellings' are defined as housing within Use Class C3 and Houses in Multiple Occupation are within Use Class C4 or *Sui Generis*.

