

REPORT TITLE: WINNALL PLANNING FRAMEWORK UPDATE

28 MARCH 2018

REPORT OF PORTFOLIO HOLDER: Cllr Rob Humby, Deputy Leader and Portfolio Holder for Business Partnerships

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WARD(S): ST BARTHOLOMEW

PURPOSE

This report sets out the progress made against the action plan in the Winnall Planning Framework. The Framework document produced by consultants Parsons Brinckerhoff in 2015 developed actions around three broad headings: Working in Winnall; Living in Winnall; Travelling in Winnall. Whilst the resulting recommendations are not for Winchester City Council alone to act on, it is incumbent on the Council to collaborate with partners, monitor progress, and maintain an up to date knowledge of the most pressing issues affecting the Winnall area as they change over time.

RECOMMENDATIONS:

1. That Members note the content of the report and identify any further actions

## IMPLICATIONS:

### 1 COUNCIL STRATEGY OUTCOME

#### 1.1 Winchester District will be a premier business location:

- a) Utilise our environment to drive business growth – a number of the actions set out in the Winnall Planning Framework refer to environmental improvements in Winnall, making it a more welcoming entrance to the city.
- b) Develop new employment opportunities across the District – the Winnall Planning Framework sets out how the area can be maintained as a key centre of employment for Winchester and the wider District.
- c) Work with strategic partners to deliver critical infrastructure projects across the District – Junction 9 of the M3 remains a key issue for Winnall based businesses, and recent consultation on concept plans for changes to the junction have rejuvenated the debate and optimism for the future. The City Council is also working with Hampshire County Council in relation to other highway based infrastructure improvements and developing a long term plan by producing a City of Winchester Movement Strategy.

#### 1.2 Improve the health and happiness of our community

- a) Ensure that a holistic approach to travel and movement is integrated into all Council plans and strategies, to improve health and reduce emissions - a number of the actions set out in the Winnall Planning Framework refer to travel and transport improvements in Winnall.

#### 1.3 Improving the quality of the District's environment

- a) By working with our partners and by using powers available to us, make Winchester a safe and pleasant place to live, work and visit - a number of the actions set out in the Winnall Planning Framework refer to ways to make Winnall a pleasant place to live and work.
- b) Protect, enhance and increase the use of open spaces in both the towns and more rural areas of the District – Play areas and making best use of small green spaces are identified in the Winnall Planning Framework.

### 2 FINANCIAL IMPLICATIONS

- 2.1 Staff time which is met within existing team budgets. Many of the actions will require significant investment by the City Council and other partners, including Hampshire County Council, to improve local infrastructure. Opportunities exist to implement some of these actions through the normal budget setting processes (Town Account and broader Council budget).

Others will require the commitment of additional resources which will be determined on a case by case basis.

### 3 LEGAL AND PROCUREMENT IMPLICATIONS

3.1 None

### 4 WORKFORCE IMPLICATIONS

4.1 None

### 5 PROPERTY AND ASSET IMPLICATIONS

5.1 Ongoing monitoring of acquisition opportunities are reported separately by the Corporate Head of Estates and Regeneration. Plans are also being developed to improve open spaces that are managed by the City Council.

### 6 CONSULTATION AND COMMUNICATION

6.1 Regular communications with the Winnall business community continue, via The Winchester Entrepreneur for those who have opted to receive this, and via direct emails on Winnall specific matters such as the recent Junction 9 consultation. A recent business survey has been circulated to ensure the issues for businesses identified in the Winnall Planning Framework remain the greatest priority for the business community. The results of this survey were not available at the time of writing this report.

### 7 ENVIRONMENTAL CONSIDERATIONS

7.1 Environmental impacts concerning play areas and other green spaces are set out in appendix 1.

### 8 EQUALITY IMPACT ASSESSMENT

8.1 None

### 9 RISK MANAGEMENT

<b>Risk</b>	<b>Mitigation</b>	<b>Opportunities</b>
<i>Property</i> None		
<i>Community Support</i> See reputation risk below.		
<i>Timescales</i> Delivery of actions is not achieved in a timely manner – see reputation risk below.		

<i>Project capacity</i>		
<i>Financial / VfM</i> Actions are not taken forward because of a lack of resources	Ensure that schemes achieve funding where possible through budget setting processes, working with partner organisations and accessing additional funding when opportunities arise.	
<i>Legal</i> None		
<i>Innovation</i> See reputation risk below.		
<i>Reputation</i> If actions identified in the Framework are not implemented public confidence in the Council's ability to deliver improvements in Winnall will be undermined.	Ensure that Council plans and budgets take account of actions in the Framework and work with other bodies including the County Council to deliver environmental and other improvements.	
<i>Other</i> If actions identified in the Framework are not implemented the Winnall area of the city will not benefit, and may fall below expected standards for a modern, thriving business community. This is in position to the Council's strategy for 'Winchester to be a premier business location'.	See reputation mitigation above.	

## 10 SUPPORTING INFORMATION:

- 10.1 The Winnall Planning Framework was produced by consultants Parsons Brinckerhoff in 2015 following a number of consultation events in addition to on site and desk based research. The report drew conclusions under three broad headings: Working in Winnall; Living in Winnall; Travelling in Winnall. The key actions achieved to date are set out below, with a more extensive list in the context of the Winnall Planning Framework action plan set out in appendix 1.

## Working in Winnall

- 10.2 Following the Winnall Planning Framework October 2015, Policy WIN11 (Winnall) was included in Local Plan Part 2 (adopted April 2017) which reinforces Policy CP9 (Retention of Employment Land & Premises) in Local Plan Part 1 by emphasising that Winnall is to remain the main employment area of the town. This policy identifies 4 areas within Winnall and set out the policy approach adopted for each to reflect the recommendations in the Framework:
- a) Moorside Road should be kept for Class B uses (Business – offices, research & development and light industrial/general industrial and storage & distribution);
  - b) Easton Lane where a more flexible approach will be taken by allowing employment uses outside the Class B uses.
  - c) In the area around Winnall Valley Road/Winnall Manor Road the subdivision and development of premises will be permitted to support start up businesses and SMEs.
  - d) In and around Nickel Close uses other than Class B uses will be considered against LP1 Policy C9 in the context of adjoining land uses.
- 10.3 More broadly the policy promotes improved links for cyclists and pedestrians and improvements to recreation and greenspace provision in the area.
- 10.4 In November 2017 an Article 4 Direction, which includes Winnall, came into effect in Winchester removing permitted development rights (PD) which allow offices to be converted to housing without requiring full planning permission. This follows a large number of PD schemes in the city which resulted in premises being changed to residential use including several in Winnall. Any new proposals will require full permission and can therefore be assessed against local plan policies which seek to protect employment land.
- 10.5 The Winnall business community have been brought together as a business forum via a number of meetings and networking events. Momentum has unfortunately waned, and without dedicated officer resource it is unlikely that such a group will continue. An external contractor has been commissioned to spend six months working in depth with the businesses with a brief to set up a self-sustaining business forum. Initial steps include a survey to ensure the issues set out in the Winnall Planning Framework remain the key issues for businesses.
- 10.6 Broadband was considered to be a key barrier to business growth in the Winnall Planning Framework. Officers have negotiated with Virgin Media Business to supply the business community across Winnall which they committed to do in early 2018. Officers continue to press Virgin Media

Business for precise dates, and are working with individual businesses to ensure their needs are met as effectively as possible.

### **Living in Winnall**

- 10.7 Improving open and recreation spaces in the area will require significant investment by the City Council so in order to manage the process of delivering such improvements, plans have been developed for the next 7 years which will see a number of enhancements provided. To this end play areas in Winnall are now subject to a scheduled improvement plan as set out in appendix 1. For example Fairdown Close and St Martins Close are scheduled for 2023/24 and Imber Road scheduled for 2024/25. In the short term Winnall Manor Road play engagement process is expected to start shortly, with works likely to be undertaken in summer 2018. In addition, an opportunity to improve accessibility to Imber Road play area has been identified as there is a desire line through the site which is on a slope and becomes very muddy at certain times of the year making access difficult. An all weather pathway is being installed and work will begin in March 2018.

### **Travelling in Winnall**

- 10.8 Hampshire County Council plans to review the Winchester District Transport Statement taking into account the Winnall Planning Framework. Using agreed criteria, this review will assess each proposal regardless of its scale and ambition, to test its ability to deliver safe and affordable improvements that meet required Local Transport Plan objectives.
- 10.9 Critically for Winnall, the new Movement Strategy is a significant opportunity to review and test high-level options for the city, including for example an improved access corridor for Easton Lane alongside improving its public realm in support of attractive and useable public spaces and streetscapes. The Movement Strategy is currently planned for adoption in late 2018 and while it will not include detailed schemes, it aims to present widely supported high-level options for the city and an action plan of further work to progress the agreed priorities. The challenge will then be in identifying funding and resources to further develop and eventually implement the high level options. Continued partnership working between County and City Councils will help to identify potential funding sources including opportunities through the LEP, as many measures cannot be delivered using Council resources alone.
- 10.10 The timescale for updating the Winchester Transport Statement is less certain and will be subject to the County Council's Transport Planning Team reaching its full complement which will enable work to be taken forward.
- 10.11 The City Council has recently completed consultation in Winnall regarding the introduction of residents' permit parking zones. It is expected that the traffic regulation order will be made shortly and is likely to come into effect in May this year.

## 11 OTHER OPTIONS CONSIDERED AND REJECTED

11.1 None

### BACKGROUND DOCUMENTS:-

#### Previous Committee Reports:-

PHD635, Winnall Planning Framework, October 2016

#### Other Background Documents:-

Winnall Planning Framework <http://www.winchester.gov.uk/planning-policy/evidence-base/planning-frameworks/winnall-planning-framework/>

### APPENDICES:

Appendix 1 – Progress on actions in the Winnall Planning Framework

## Appendix 1 – Progress on Actions in Winnall Planning Framework

Working in Winnall			
Issues	Objectives	Projects	Update March 2018
<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>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</p>	<p>Policy WIN11 (Winnall) was included in Local Plan Part 2 (adopted April 2017) which reinforces Policy CP9 (Retention of Employment Land &amp; Premises) in Local Plan Part 1 by emphasising that Winnall is to remain the main employment area of the town.</p> <p>This policy identifies 4 areas within Winnall and set out the policy approach adopted for each to reflect the recommendations in the Framework. Moorside Road should be kept for B Class uses (Business – offices, research &amp; development and light industrial/general Industrial and storage &amp; distribution) whereas a more flexible approach will be taken along Easton Lane by allowing employment uses outside the B Use Classes. In the area around Winnall Valley Road/Winnall Manor Road the subdivision and development of premises will be permitted to support start up businesses and SMEs. The fourth area is located in and around Nickel Close and indicates that non B Class uses will be considered against LP1 Policy C9 in</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>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>	<p>the context of adjoining land uses.</p> <p>In November 2017 an Article 4 Direction which includes Winnall, came into effect in Winchester removing permitted development rights (PD) which allow offices to be converted to housing without requiring full planning permission. Any new proposals will require full permission and can therefore be assessed against local plan policies.</p> <p>The Winnall Business Forum held its inaugural meeting in January 2016, and met on a number of occasions in order to tackle some key issues in the Winnall Planning Framework, but with decreasing attendance. A more informal networking approach was taken which was well received but with little impetus from the business community. An independent consultant has now been appointed for a six month period to drive this forward using the M3 junction 9 consultation as a catalyst to bringing the business community together.</p> <p>Virgin Media Business stated they would bring their fibre optic broadband to the area in 2018 at a Winnall Business Forum event in September 2017. Changes to VMB means this is delayed,</p>
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			<p>but still consider this to be a priority.</p> <p>Officers continue to consider the opportunities presented by vacant properties and properties for sale in Winnall, in order to meet the objectives of the Winnall Planning Framework, and to identify future income streams for the Council.</p>
<b>Living in Winnall</b>			
<b>Issues</b>	<b>Objectives</b>	<b>Projects</b>	<b>Update March 2018</b>
<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 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. 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>Investigate the trialling of HIWWT 'Wildlife Rangers' club for teenagers.</p> <p>Improve the quality of local play spaces.</p>	<p>The existing play areas in Winnall form part of the refurbishment programme with Fairdown Close and St Martins Close scheduled for 2023/24 and Imber Road scheduled for 2024/25.</p> <p>An opportunity to improve accessibility to Imber Road play area has been identified as there is a desire line through the site which is on a slope and becomes very muddy at certain times of the year making access difficult. An all weather pathway is being installed and work will begin in early March 2018.</p> <p>WCC pay the Wildlife Trust to manage and promote education on our behalf.</p> <p>Winnall Manor Road Play engagement process expected to start shortly, with works likely to be undertaken in summer</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>	<p>2018.</p> <p>Garbett Road environment In work programme for 2019/20.</p> <p>Proposed WCC development for the Winnall Flats area may provide opportunities for a community garden.</p> <p>Proposed WCC development for the Winnall Flats area is at early design stage and will seek to improve quality of, and links to, surrounding open space. Public consultation expected in 2018.</p> <p>KAYAC building has been taken over by Integr8 Dance to improve long-term sustainability and maximise use of the building.</p>
<b>Travelling in Winnall</b>			
<b>Issues</b>	<b>Objectives</b>	<b>Projects</b>	<b>Update March 2018</b>
<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</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,</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</p>	<p>Cycle routes, the Black Path and reconfiguring the junction are included in Transport Statement review.</p> <p>'Quick-wins' implemented where possible subject to funding and resources.</p> <p>Movement Strategy provides opportunity to plan for better walking and cycling</p>

<p>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>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>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> <p>Maximise opportunities for investment in</p>	<p>connections/routes/access, recognising that Winnall has limited existing connections beyond the local area.</p> <p>Working with local cycling and walking groups to determine specific local issues in support of existing or new local issues for Winnall and the wider city.</p> <p>Park and ride provision to be investigated as part of Winchester Movement Strategy to review existing and likely future provision of park and ride/walk/cycle opportunities for all approaches to the city.</p> <p>Turning space on Moorside Road included in Transport Statement review.</p> <p>Study planned in 2015/16 to investigate options to reduce congestion and turning delays (especially for buses), as well as review of walking and cycling at the junction of Easton Lane and Winnall Manor Road. Traffic signal upgrade for Easton Lane approach to M3 Junction 9 (2013/14) significantly reduced congestion on Easton Lane to remove/reduce delay for this junction, although remains difficult for pedestrians and cyclists especially at peak times. Movement Strategy will investigate full</p>
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		<p>Junction 9 of the M3 to create a better entrance into Winnall and to enhance access to the countryside.</p>	<p>potential of Easton Lane/Wales Street as a key access corridor serving the city and its local community, alongside potential streetscape/public realm improvements.</p> <p>Progressing Wales Street zebra crossing.</p> <p>Movement Strategy will investigate and test ideas and solutions as part of developing an agreed package of comprehensive and complementary measures for the city.</p> <p>Continuing to work with Highways England in support of emerging options for M3 Junction 9, who are in turn consulting with South Downs National Park Authority regarding countryside issues.</p> <p>Movement Strategy is further opportunity to work with both authorities regarding strategic and local access and the built and green environments for Winnall and the neighbouring countryside.</p>
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