

CABINET

4 DECEMBER 2013

STATION APPROACH DEVELOPMENT ASSESSMENT – CONSULTANT'S
REPORT

REPORT OF HEAD OF STRATEGIC PLANNING

Contact Officer: Steve Opacic Tel No: 01962 848101 sopacic@winchester.gov.uk

RECENT REFERENCES:

None.

EXECUTIVE SUMMARY:

The Council has commissioned the Station Approach Development Assessment to examine the development potential of the area close to Winchester station, the uses that could be accommodated, at what scale and whether they are financially viable. The appointed consultants (Tibbalds) have produced their report, which is appended (Appendix 2). The assessment analyses the characteristics of the area, develops various options and puts forward a concept masterplan and development principles, informed by a market assessment.

The assessment provides a valuable analysis of the area from an environmental, land use and economic point of view. It is proposed that it should be used to inform the Council's work on developing land use policies for the area through Local Plan Part 2, and as a landowner.

RECOMMENDED (TO CABINET):

1. That Cabinet notes the concept masterplan and development principles set out in the report from Tibbalds and that these be used to inform the development of planning policies and proposals for the area.
2. That officers arrange to discuss with key stakeholders the conclusions of Tibbald's report, to inform how matters are taken forward.

CABINET

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STATION APPROACH DEVELOPMENT ASSESSMENT – CONSULTANT'S REPORT

DETAIL:

1. Report

- 1.1 The Vision for Winchester and Local Plan Part 1 identify the area around Winchester station as lending its self to development to provide a new area of commercial, office, residential and retail space to strengthen Winchester's economy and enhance the local environment. It is therefore a site for which the Local Plan Part 2 can be expected to put forward a more specific site allocation, but there has not previously been any assessment of which combination of uses would be most appropriate and deliverable.
- 1.2 As well as having an interest in this as planning authority, the City Council has substantial land holdings in the area, as does the County Council. It is, therefore, important that there is an assessment of the area's development potential to examine what uses can and should be accommodated, at what scale and whether they are viable. Accordingly, the Council (with a financial contribution from the County Council) commissioned Tibbalds consultancy to produce the Station Approach Development Assessment in July 2013 (see consultants brief and plan at Appendix 1). This is one of several 'evidence studies' to inform the emerging Local Plan Part 2.
- 1.3 The Assessment is a broad and quite high-level document, looking primarily at planning and urban design principles, the mix and quantity of land uses that could be accommodated, transport and parking issues, and viability. At the early stages a number of key stakeholders were invited to 'brief the consultants' and contact has been made with the main landowners.
- 1.4 The consultants have now produced their report and this is attached at Appendix 2. This is presented primarily for Cabinet's information at this stage, so as to put it into the public domain at the earliest opportunity. A briefing for all interested Members will be held on 4 December (6.30pm, Walton Suite).
- 1.5 As a consultant's evidence report, the Assessment would not normally be subject to public consultation. It is the Local Plan Part 2 itself, or other document which the Assessment may inform, which would need to undergo formal consultation. The Town Forum will discuss the report at its meeting on 27 November 2013 and an update on any views expressed by the Town Forum will be provided to Cabinet .
- 1.6 The Assessment analyses the Station Approach area and its surroundings, takes account of the transport and parking situation and incorporates the results of a commercial market assessment. A number of development

options are then tested and a concept masterplan is developed. From this a number of development principles are established, relating to urban design, land use, movement and public realm. Appendix 1 of the Assessment sets out the more detailed work that was done to develop and test options. The commercial market assessment has also been submitted to officers but is confidential as it deals with commercially sensitive information relating to existing and potential site values.

- 1.7 The high-level nature of the Assessment enables broad land use proposals for the area to be developed and incorporated into Local Plan Part 2. Along with the market assessment they also provide an element of guidance and certainty for the Council and other landowners in the area. It is, therefore, recommended that the assessment be taken into account, along with any views on it, in developing the Local Plan Part 2 proposals for Winchester and by the Council as a key landowner in the area.

2. Conclusion

- 2.1 The Station Approach Development Assessment provides a valuable analysis of the area around Winchester Station, from an environmental, land use and economic point of view. It should be used to inform the Council's work on developing proposals for the area through Local Plan Part 2, and as a landowner. It is recommended that Cabinet notes the concept masterplan and development principles set out, taking account of any views expressed by the Town Forum, and that these be used to guide the development of planning policies and proposals for the area.

OTHER CONSIDERATIONS:

3. SUSTAINABLE COMMUNITY STRATEGY AND CHANGE PLANS (RELEVANCE TO):

- 3.1 The Assessment will help the Council in progressing effective spatial planning of the District and efficient use of its land and resources.

4. RESOURCE IMPLICATIONS:

- 4.1 The Assessment was jointly funded by the City Council, from Strategic Planning, Major Projects and Estates budgets, and Hampshire County Council (as a significant landowner). It will inform the Council's land use planning and estates work, for which budget provision exists. As an evidence study, it would not normally be subject to consultation or future revision and no budget provision has been made for this.

5 RISK MANAGEMENT ISSUES

- 5.1 The Assessment will help reduce risks to the Council by helping to ensure that planning policies are adequately evidenced and that decisions regarding the Council's land assets are well-founded.

6. BACKGROUND DOCUMENTS

None.

APPENDICES

Appendix 1: Consultants Brief

Appendix 2: Station Approach Development Assessment, November 2013

APPENDIX 1

Winchester Station Approach Development Assessment

Consultant's Brief, June 2013

Background

Winchester City Council wishes to appoint a suitably qualified and experienced consultancy to produce a Development Assessment of the part of Winchester around the railway station, known as the Station Approach area. This brief sets out the Council's requirements and invites proposals from suitable consultants to undertake this work.

The Station Approach area provides an important gateway into Winchester, being part of a major point of arrival which includes Winchester station and the confluence of several radial routes into the city. The area has been identified by various organisations, including the City Council, as having potential for development and redevelopment on a substantial scale. The area concerned is shown on Plan 1, although account needs to be taken of nearby development proposals, linkages and impacts on other areas. With careful and coordinated planning there is the potential to bring about a major improvement in the productive use and environmental quality of this part of the City. On the other hand, piecemeal and uncoordinated development may result in a poor environment and missed opportunities.

The area has potential for substantial new commercial development, residential and other uses, and improvements to the public realm, to create a more vibrant and productive quarter of the City. Past development within this important urban quarter has resulted in a fragmented townscape and a new comprehensive approach to planning for this area presents the opportunity to repair the urban fabric and create a cohesive townscape. It is also important to ensure that there is good permeability and that the area is well connected to surrounding parts of Winchester and to the City centre. The area is within or adjoining the defined Town Centre of Winchester and well related to the railway station, Hampshire County Council offices and Barton Farm development.

Purpose and Scope of the Assessment

In order to maximise the benefits of developing this area, the City Council is seeking a Development Assessment that will help it to determine the most suitable mix and scale of uses for the area having regard to land ownership, the aspirations of landowners, planning policies, development capacity, and development costs/viability. Consultants are invited to submit a proposal to undertake the Assessment which should cover the following aspects:

- i Identify the main sites/areas with potential for development and clarify the landowners' intentions, site availability and likely timescales for development, including:
 - The Cattle Market car park, Conservative Club and Worthy Lane car park;

- The block known as the 'Carfax' site – Hampshire Records Office, Registry Office site and Gladstone Street car park;
 - The railway station and associated car parks;
 - Sites and buildings west of Andover Road/north of Stockbridge Road – including Hunts foods area, petrol station, Cromwell House, etc;
 - Other land where a contextual survey and analysis shows that there would be townscape, economic and community benefits.
- ii Identify the planning policies applying to the area and other development proposals, allocations or planned initiatives which may affect the area, including the Winchester District Economic Strategy 2010-2020 (WCC to advise);
- iii Have regard to the emerging conclusions of the Council's Car Parking Strategy (draft currently being developed) in making proposals for parking provision in the area and identifying the number of spaces which should be retained for public and private use;
- iv Assess the need to retain or relocate uses existing in the area and assess other development needs and market demands, including office, retail, housing, community facilities, hotel, open space, etc;
- v Develop options for the area as a whole in order to assist its regeneration and accommodate those uses which are necessary, appropriate and where there is market demand. The options should consist of viable development packages for the key sites and should identify the broad scale of development likely on each site, which should be based on a contextual site analysis. The development options should include:
- A concept masterplan for the whole of the study area which sets out proposals for the location and inter-relationships between uses, the mixes of uses involved and the overall scale of provision proposed in terms of number of dwellings, commercial floorspace, public parking spaces, etc;
 - A broad assessment of the capacity of each development parcel including the density, scale and massing of the development options which could reasonably be accommodated on the various sites, taking account of the context of the area, conservation and heritage assets and their settings, significant views, existing / adjoining uses, and the high expectations in respect of sustainable design for this important new urban quarter;
 - A transport and parking strategy to maximise opportunities for walking and cycling, the use and interchange of public transport modes, linked trips and connections to other areas/uses, whilst alleviating existing traffic issues or conflicts and maintaining adequate parking provision and management to serve the needs of the developments and this part of the town. Where mixed uses are being proposed a broad indication as to the access and servicing arrangements should be provided;
 - Proposals for the public realm which will draw together and link the various development areas through high quality urban design and planning, creation and use of public spaces, use of high quality materials and landscaping, etc. This should include proposals for improving links from the railway station to the City centre and the functioning and appearance

- of the Stockbridge Road / City Road / Andover Road / Sussex Street junction;
- A phasing plan which sets out the potential timescales for bringing forward each site, which in turn should be aligned to the various evidence studies in respect of future car parking, retail and employment needs;
 - Conclusions as to viability and deliverability of the options, including any assumptions about cross-subsidy between sites, commuted / Community Infrastructure Levy payments for public realm improvements or other infrastructure, relative phasing and development timescale. This will be especially important where different market conditions operate for specific uses;
- vi Discuss and agree with the client which options are the most appropriate and viable on which to consult with key stakeholders, to identify any issues and views which will help to develop a recommended package of proposals. Undertake focussed engagement with stakeholders, as agreed with the client;
- vii Produce the final Development Assessment document setting out the results and conclusions of the stages above in a form which can be used as a basis for formal public and stakeholder engagement.

Sources of Information and Evidence

Some work has already been undertaken on the area covered by the proposed Framework, particularly for the Carfax site, which will be provided to the consultant appointed. The following are the key information sources and links;

- Winchester District Local Plan Part 1 – Joint Core Strategy
- Winchester District Local Plan Review (2006)
- South West Trains / Network Rail Utilisation Studies and Business Plans and Franchise commitments.
- Car Parking Standards SPD (WCC 2009)
- Winchester Conservation Area Project (WCC 2002)
- Winchester Town Access Plan and Traffic Management Studies (WCC/HCC 2011)
- Winchester District Transport Statement (2012)
- Winchester District Economic Strategy 2010-2020 (WDSP 2010)
- The Winchester Workspace Demand Study (in preparation)
- Winchester Retail Study Update (NLP 2012)

Commission Outputs

The consultant will be expected to produce a report which sets out clearly the evidence, information sources and aims used to develop the Assessment, in accordance with the requirements of steps i – vii above. The report should contain sufficient detail to show how the options were developed and how the input of landowners and stakeholders has been sought and has contributed to the Assessment.

A draft report should be submitted to the client for comment and approval after the 'options' have been developed (stage v) to inform the discussion of the options and selection of those for consultation with key stakeholders. A draft final report should also be presented to the client for comment prior to the submission of the final report. There will be a need for liaison with the Council during the project and, in particular, for progress meetings during or after stages iv, v and vi.

The final Development Assessment should not include worked-up development proposals or architectural drawings but should focus on establishing principles of development for the area, including the land uses proposed, scale of development, linkages and public realm, and delivery/implementation matters. It should enable any relevant conclusions to be introduced into the Local Plan Part 2 work, and a Supplementary Planning Document (SPD) or other guidance as considered necessary by the Council, without prejudging site-specific decisions, which may be subject to specific planning applications or further consideration and consultation by the Council and local communities.

Proposal Specifications

The consultant should submit a proposal to undertake the project, in the form of one electronic copy and one paper copy. This should include details of how the requirements of this Brief will be achieved, the methodologies to be used for each stage of the work and how information will be obtained and presented.

The proposal should include the consultant's fee for the project (excluding VAT), which should include the costs of attending any meetings or workshops that are proposed, as well as expenses. The key stages of the study (i-vii above) should be itemised separately and any costs involved in data collection / acquisition, consultation, display materials, etc should be included. Where 'optional extras' are included in terms of additional added-value projects which the consultant is suggesting / offering, the proposal should be clear as to which elements are included within the main fee proposal and which are additional, and their cost.

The proposal should also include the following information:

- Lead consultant/company name and contact details;
- Details of any associate consultancies or sub-contractors likely to be involved in the project;
- CVs of the person(s) who will carry out the work including grade, qualifications and experience;
- Day rates for each individual involved and number of days each person is expected to spend on the project;
- Proposed liaison and reporting mechanisms between the consultant and the Council;
- Details of any conflict of interests and how the consultant is proposing this issue will be managed;
- Brief details of any similar studies the consultants have undertaken, including contact/reference details.

The Council reserves the right not to award the contract to any bidder.

If it does award the contract it will be to the lowest priced proposal of those submitted which satisfies the Council that it is based on a proper understanding of the requirements of the Brief, allows for sufficient suitably qualified and experienced personnel, and demonstrates the organisational expertise necessary to complete the work successfully.

Prospective bidders should provide the information required to the address given below by 12.00 (noon) on 1 July 2013:

Steve Tilbury (Corporate Director)
Winchester City Council
City Offices
Colebrook Street
Winchester
SO23 9LJ

Tel: 01962 848256

Email: stilbury@winchester.gov.uk

Queries about the requirements of this Brief, the selection process, etc should be addressed the Steve Tilbury (details above) or Steve Opacic (Head of Strategic Planning) – Tel: 01962 848101, Email: sopacic@winchester.gov.uk

The Council expects to invite a shortlist of consultants to present their proposals at interviews in week commencing 8 July. Each consultant will be asked to give a brief presentation of their proposal and answer questions about it.

Timescale

The required timescale of the study is as follows;

Brief to consultants	w/c 17 June 2013
Deadline for consultant submissions	8 July 2013
Interviews	w/c 15 July 2013
Appointment made/commence work	19 July 2013
Stages i-iv completion	16 Aug 2013
Stage v completion	30 Aug 2013
Stage vi completion	20 Sept 2013
Draft report submitted to client	27 Sept 2013
Client comments on draft report returned	11 Oct 2013
Stage vii (final report submitted to client)	25 Oct 2013

The consultant's proposal should highlight any anticipated difficulties in meeting this programme.

Conditions

The Council reserves the right to withdraw from using the services of the consultant at any time during the project if it is not satisfied with the standard or quality of the work.

Payment of fees will be on completion (to the Council's satisfaction) of the project, in accordance with this Brief. The consultant's proposal should refer to, and the Council should agree in advance, any proposals for staged payment.

Any work outside the specification of the Brief, or as subsequently agreed in writing between the Council and the appointed consultants, will be considered as additional work. The parties must first agree the content and cost of any such work before it is undertaken.

No part of the study should be sub-contracted to third parties without the Council's prior consent.

The appointed consultant shall at all times be fully covered by professional indemnity insurance.

The Council will own the copyright of the final report and will have the right to copy, publish and distribute it as required (subject to the work being accredited to the consultant).

The final report should:-

- Follow the Council's corporate style, to include the Council logo
- Be provided as electronic versions (see below) and a 'master' hard copy
- Include text, graphs, tables and photos as necessary
- Be provided in MS Word and PDF formats to enable the report to be stored/manipulated electronically and placed on the Council's website

Contacts/Liaison

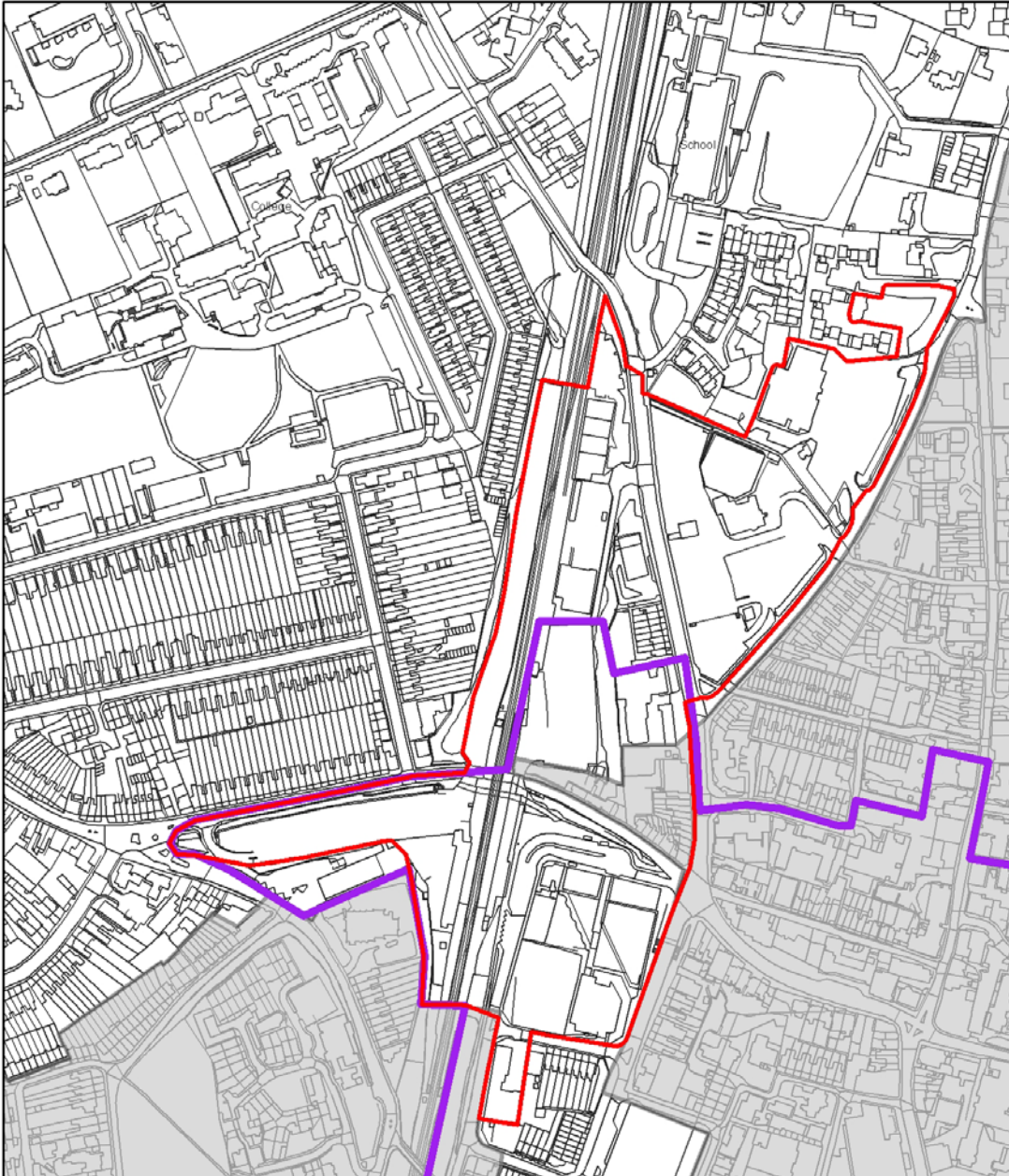
The principal contact for the study is:

Steve Tilbury (Corporate Director)
Winchester City Council
City Offices
Colebrook Street
Winchester
SO23 9LJ

Location Map

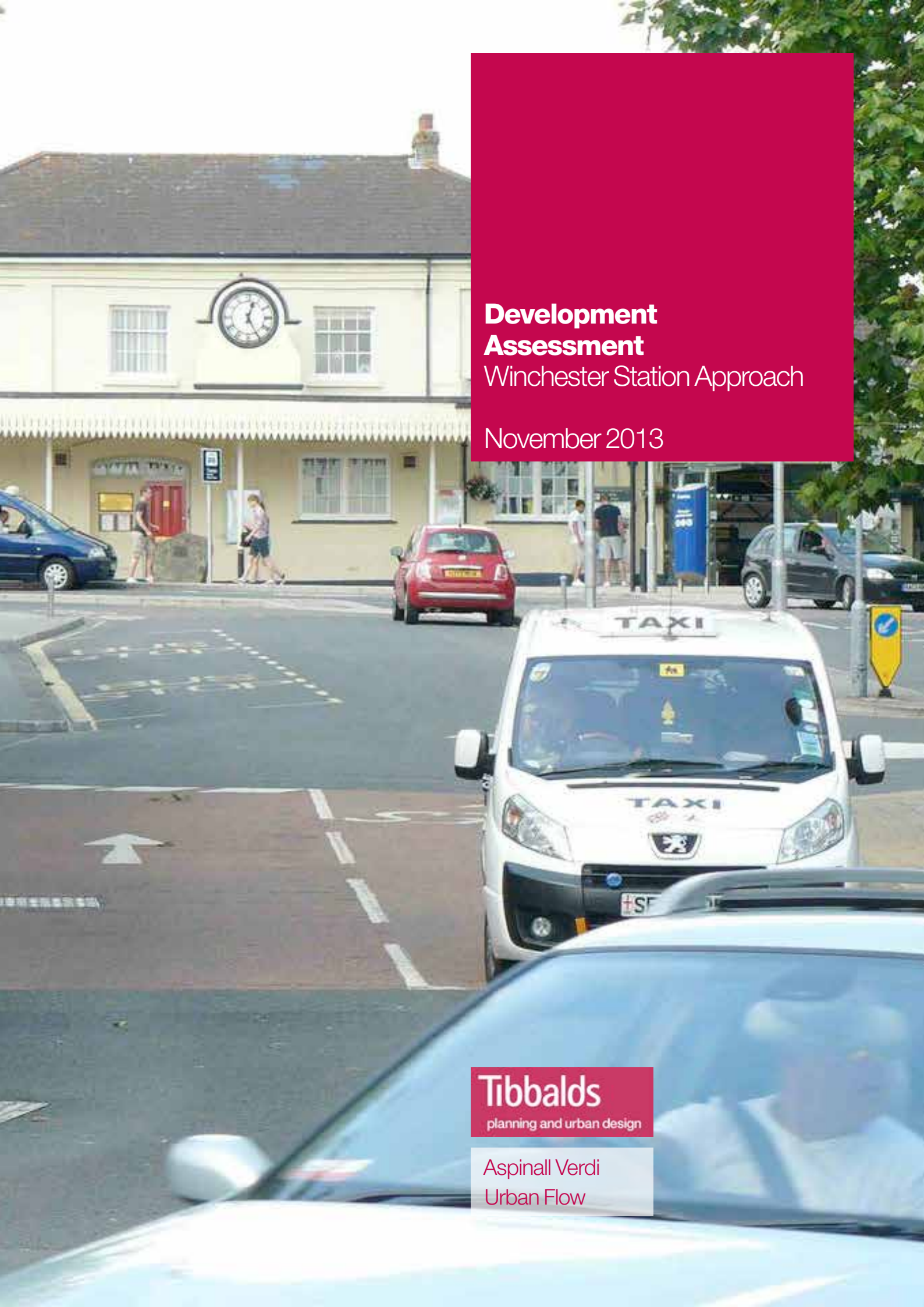


Station Approach Study Area



APPENDIX 2

STATION APPROACH DEVELOPMENT ASSESSMENT, NOVEMBER 2013



**Development
Assessment**

Winchester Station Approach

November 2013

Tibbalds
planning and urban design

Aspinall Verdi
Urban Flow

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169 Tower Bridge Road
London SE1 3JB

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Contents

Introduction **2**

Site and Context **3**

Aspirations 3

Station Approach area 4

Commercial Brief 12

Concept Masterplan **14**

Development principles 14

Public realm and movement framework 16

Appendices **20**

Appendix 1: Options

Appendix 2: List of stakeholders

Introduction

Tibbalds Planning and Urban Design, together with Aspinall Verdi and Urban Flow have been commissioned by Winchester City Council to prepare a development assessment of an area known as 'Station Approach' in Winchester.

The following is an extract from Winchester City Council's brief:

'The Council's purpose in appointing consultants to prepare a Development Assessment for the area is to provide a solid platform in policy to realising its ambitions to:

- *improve the aesthetic and environmental impact of the area;*
- *achieve greater economic performance from land uses;*
- *maintain or improve income from City Council assets.'*

The purpose of the document is to assess the potential for viable development within the area in order to maximise the benefits of this area for the city as a whole. The Development Assessment seeks to:

- identify the most suitable mix and broad scale of uses; and
- identify the main sites with potential for development and clarify the landowners' intentions, site availability and likely timescales for development.

In preparing this study we have drawn on the extensive information that is already available, including:

- any available and emerging policy documents, including the City Council's 'Vision for Winchester';
- the emerging Parking Strategy;
- the document 'Winchester in its Setting'; and
- information provided to us by landowners and stakeholders, including Winchester Action on Climate Change (WinACC), and City of Winchester Trust

This report is structured as follows:

- **Section 1 - Site and context:** This section sets the project background, project aspirations and gives an description of the Station Approach area.
- **Section 2 - Concept Masterplan:** This section brings together the option testing and viability analysis and includes options of how the area could be developed, and a concept masterplan setting out development principles .
- **Appendices:**
 - Appendix 1 - Options considered.
 - Appendix 2 - List of stakeholders consulted.

Site and Context Aspirations

At the outset of the project a number of stakeholders and interest groups were invited to brief the consultants. The Council's Brief, the briefing session and background material have led us to understand these strategic aspirations for the area:

- 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 wayfinding 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 existing trees;
- safeguard and enhance views and the character of the area including existing trees and landscape; and
- repair the urban fabric and create a cohesive high quality townscape.

A list of stakeholders who informed this Development Assessment is provided in Appendix 2.



Site and Context

Station Approach area

The Station Approach area provides an important gateway into the city, not only for rail users, but also for visitors arriving by car due to the confluence of several roads into the city.

The area covers various ownerships and uses, including car parking, the Winchester Record Office, offices and small retail units.

Land use

Parts of the site have been previously developed whilst the majority is currently used as surface car parking either for public or railway users.

A row of small shops and commercial uses are located along Stockbridge Road and Andover Road. City Road leading into the city centre also contains a varied mix of shops and restaurants. The area to the east of Andover Road (referred to as the Cattlemarket site) is used predominately for surface car parking with the exception of the Conservative Club, which is located in the centre of this area.

Further surface car parks are located either side of the railway tracks.

Immediately outside the main entrance to the station lies the Registry Office, Hampshire Records Office and more surface car parking. This area is referred to as the Carfax site.

Topography and landscape

The area is of varied topography. The land dips to a low point at the junction of City Road, Andover Road and Sussex Street with the ground raising to the north and south. The highest point is in the north at the top of Andover Road.

There are also steep level changes between the station car park, station forecourt and the Andover Road. Stockbridge Road sits in a cutting crossing underneath the rail tracks.

The Cattlemarket itself slopes over 9m from one end to the other with retaining walls creating a series of flat parking areas.

A number of roads are lined by mature trees, in particular the southern edge of Stockbridge Road, Worthy Lane and Station Road. Other groups of trees are located on the embankments between Station Hill and Stockbridge Road and along the edges of the railway car parks.

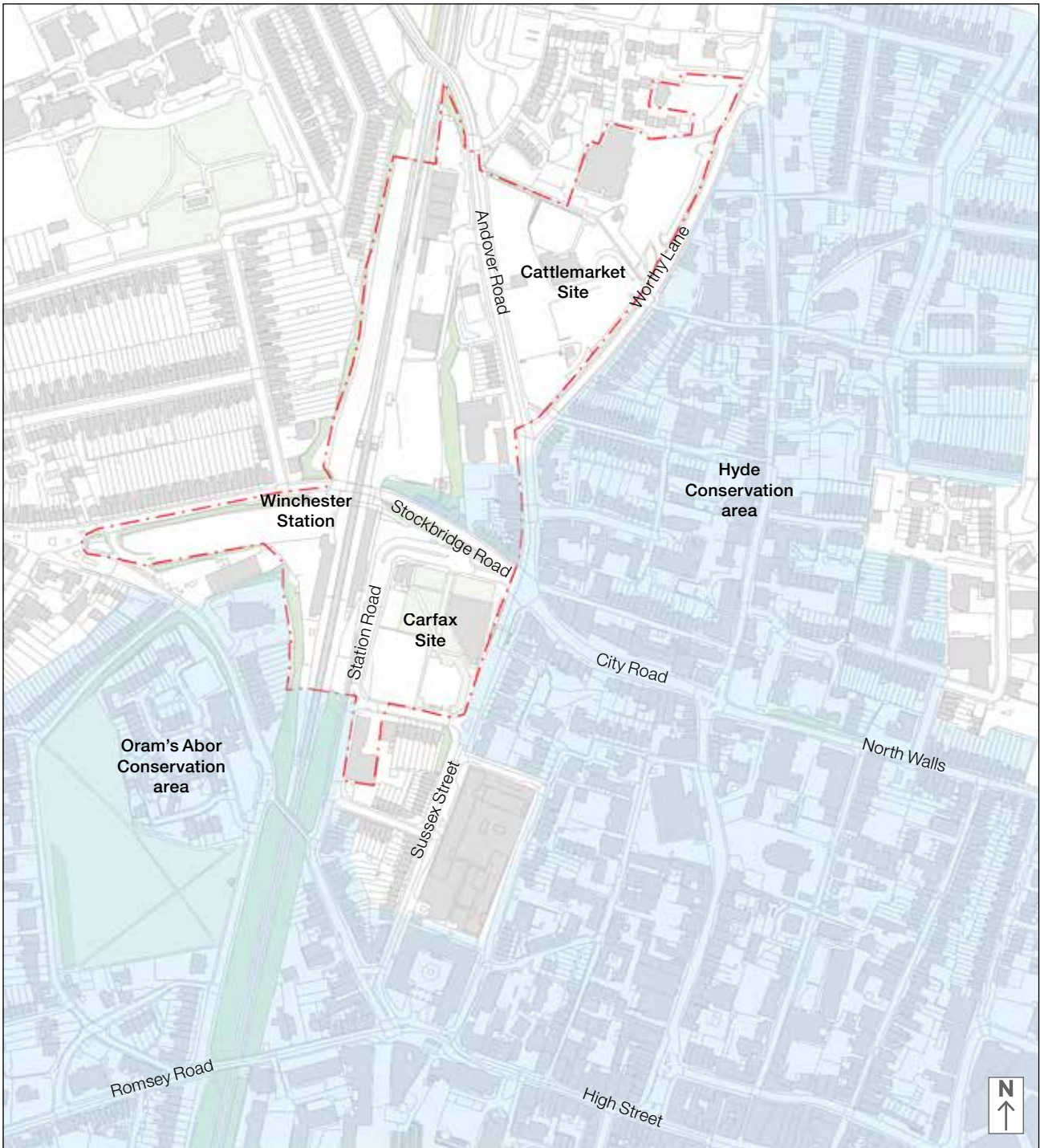
These mature trees provide an important backdrop to the development and contribute to the City skyline as a whole.

Heritage

Winchester is an historic town with many buildings of significant historic value. The study area, however, contains no listed buildings. The station building is characterful and the modern Hampshire Record Office is of high quality, although failing to address its surrounding area positively. The Registry Office has been highlighted by some residents as being of local interest due to its social importance.

A conservation area lies immediately adjacent to the station. The area to the south-west is called Oram's Arbour and the one to the east is called Hyde.

Stakeholder consultation and site visits have identified a view towards the Cathedral from the top of Andover Road that is important as it is the first view of the Cathedral when arriving via Andover Road.



Site plan showing the Station Approach area in relation to the city centre

- - - - - Study area
- Conservation area

Pedestrian and cycle movement

On foot the Station Approach area is around 10 minute walk from the City Centre. Pedestrian routes, however, are not very direct, leading to a lack of legibility. In particular, visitors find it difficult to orientate themselves when arriving at Winchester station. There are two main pedestrian routes to the city centre, both of which have their own difficulties and barriers:

Route 1 - City Road: This route is the more obvious route towards the centre. However, the junction of City Road, Andover Road and Sussex Road presents a large busy junction which has pedestrian facilities but can cause delays to pedestrians. Further along pavements become narrow making it difficult for pedestrian to pass one another or to walk two abreast. This route leads more quickly to the fringes of the Town Centre, with its shops, cafes, restaurants and the theatre.

Route 2 - Station Road: This route is less likely to be used by visitors who arrive in Winchester for the first time. It is quieter and leads directly to the top of the High Street. It is poorly animated and generally used only by people who know Winchester. The narrow footpath alongside the rail tracks leads slightly uphill and runs on top of an embankment.

Stakeholders have identified another route which runs diagonally past the Records Office and to Sussex Street. This route is a pleasant short cut for people in the know.

Other key pedestrian routes in the area are routes to the College, University and Hospital.

There are no dedicated cycle routes towards the station. Stakeholders inform us that cyclists arriving from the top of Andover Road cut across the station car park (east) to avoid the junction of Andover Road/ City Road/ Sussex Road.

An Andover Road cycle lane would clearly be desirable but is dependent on available highway space; any small land gains that can be made in conjunction with the masterplan would be very beneficial.

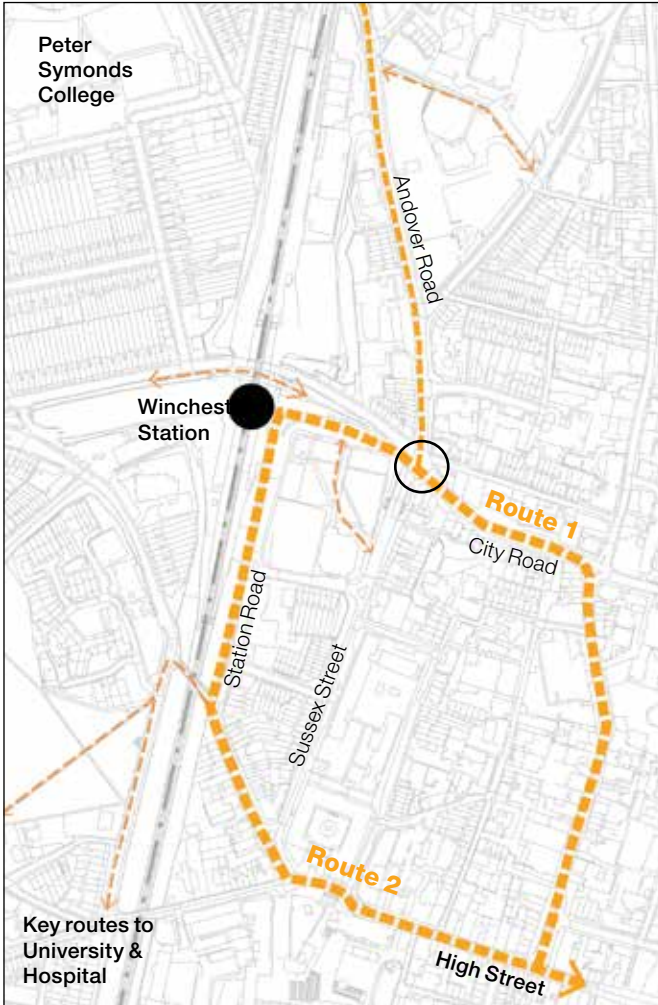
HCC are in the process of preparing the development of a Station Travel Plan that will look at improved walk/cycle routes to the station.

Vehicular traffic

Andover Road is the main approach into Winchester arriving in the Station Approach area. This route will gain even more significance when the Barton Farm development has been completed. The route is currently busy at peak times and congestion caused by the City Road Junction is common.

HCC is currently preparing a feasibility study along the Andover Road corridor (all the way from the city centre to the development) looking at walking, cycling, bus (including bus priority measures) and highway improvements.

A 'Park and Ride Lite' facility is proposed at Barton Farm – the difference from the other P+R services being that it will use existing and enhanced commercial services rather than dedicated vehicles.



Existing pedestrian routes



Pedestrian route alongside Station Road



Pedestrian route past the Record Office



Subway underneath the railway station towards the College Peter Symonds and residential areas west of the station



Andover Road

Car parking

There are eight car parks within the study area, five are operated by Winchester City Council, one is for private use by HCC and there are two rail station car parks owned by Network Rail.

These amount to a total of just over 1500 spaces, representing around 30% of the city's total supply. Two thirds of the total supply is in public ownership and control. The small HCC car park on the Carfax site can be regarded as being under public control. The fact that the majority of these spaces are in public ownership provides an opportunity to review the car parking provision in the study area in a strategic way.

Weekday utilisation is very high in almost all car parks, with the only noticeable exception being the coach park.

In most cases, demand is at a level that the City Council would regard as an efficient maximum level of use (85%). Detailed information for the station and the HCC private site is unknown but site observations have confirmed our working assumption that all are fully occupied. On weekdays the permanent loss of significant car parking provision within the study area would lead to displaced parking demand.

The Council has recently published its draft car parking strategy for consultation. It aims: *'To provide a sufficient number of suitably located and priced car parking spaces that will sustain the economic, social and environmental well being of Winchester town and district.'* i.e. providing the right amount of car parking in the right location. To use the available land more efficiently, the suggestion is that parking will be concentrated in a smaller number car parks in key locations. The majority of surface car parking in the Station Approach area is not serving retail activity in the City Centre, but accommodates either commuters travelling from Winchester station or employees of existing offices.

The City Council takes the view that a change in the configuration of long-stay car parking for commuters is acceptable and is supportive of the increase of capacity on the station car parks by Network Rail as part of the overall level of provision.

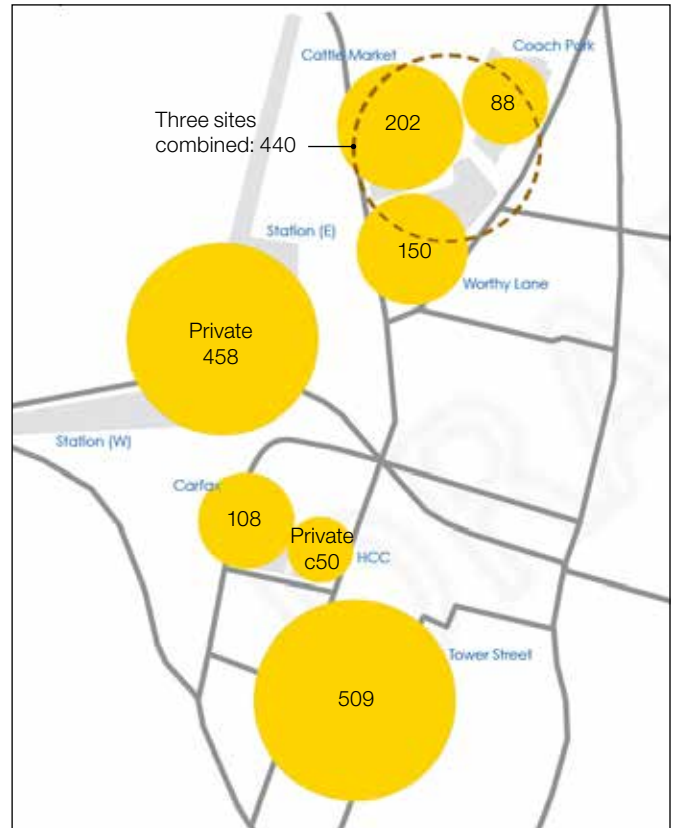


Diagram showing existing parking provision



Eastern station car park

Development Opportunities

A significant proportion of the study area is in public ownership by the City Council or County Council. The majority of the remaining site is owned by Network Rail. Other significant land owners in the area are the Conservative Club and the Winchester Hotel.

The land to the west of Andover Road is in fragmented private ownerships.

Based on land ownership and existing uses, individual sites have been assessed for their development potential. The largest development opportunities in the area are the Cattlemarket site and the Carfax site, due to them being predominately in public ownership.

TA Centre site: The site is currently occupied by the MOD and its availability for development is uncertain.

Carfax site: This site is jointly owned by the City and the County Council. It currently contains the County Council Records Office, the Registry Office which is earmarked to move in the near future, and public and private surface car parking.

An existing pedestrian route runs diagonally through the centre of the site alongside some good quality open space.

Station car parks east and west: These areas are used as surface car parks for station customers. They lie at a high level, but are fairly well contained behind large trees, so minimising the visual impact of the car parking. Access to the eastern car park is constrained due to a narrow access drive off Andover Road. The western car park site that runs alongside the station is narrow with residential units immediately to the west of it. It therefore has limited potential for future development.

Network Rail has indicated that they have no intention to develop their sites other than for additional car parking through an additional deck or multi storey car park.

Andover Road sites A and B: These sites are located immediately to the east of the railway tracks. They are currently occupied by an industrial unit and a four retail sheds.

Andover Road C: This area to the west of Andover Road contains a number of successful businesses. At the lower end of the rental market, these provide an important function for the city as a whole. It is unlikely that any of these sites will come forward for development in the near future.

Cattlemarket Site: This site is the largest development opportunity in the area. It is in public ownership and currently used for surface car parking. The site slopes substantially and is constrained by a number of retaining walls. It is also an area of archaeological significance and any redevelopment will need to take this into consideration. At weekends this area hosts the Winchester car boot sale.

Conservative Club site: This site is located at the centre of the Cattlemarket site, and currently consists of an old manor house that is not listed or of any heritage value, and a bowling green. The Conservative Club has indicated that they are interested in redeveloping or relocating off site.

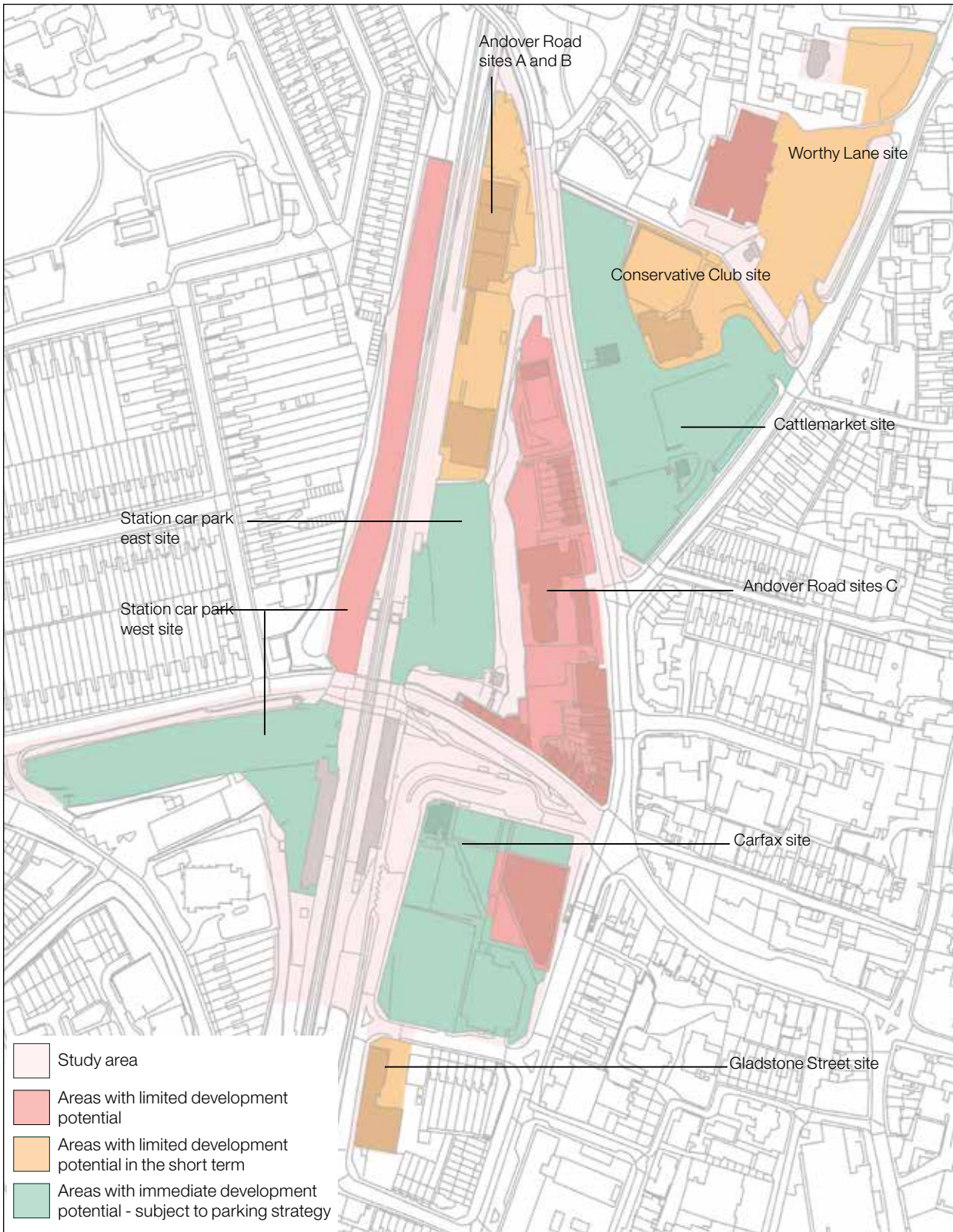
Worthy Lane site: This site includes coach parking and provides access to the Winchester Hotel. The frontage to Worthy Lane is heavily planted and set on an embankment.



Cattlemarket site



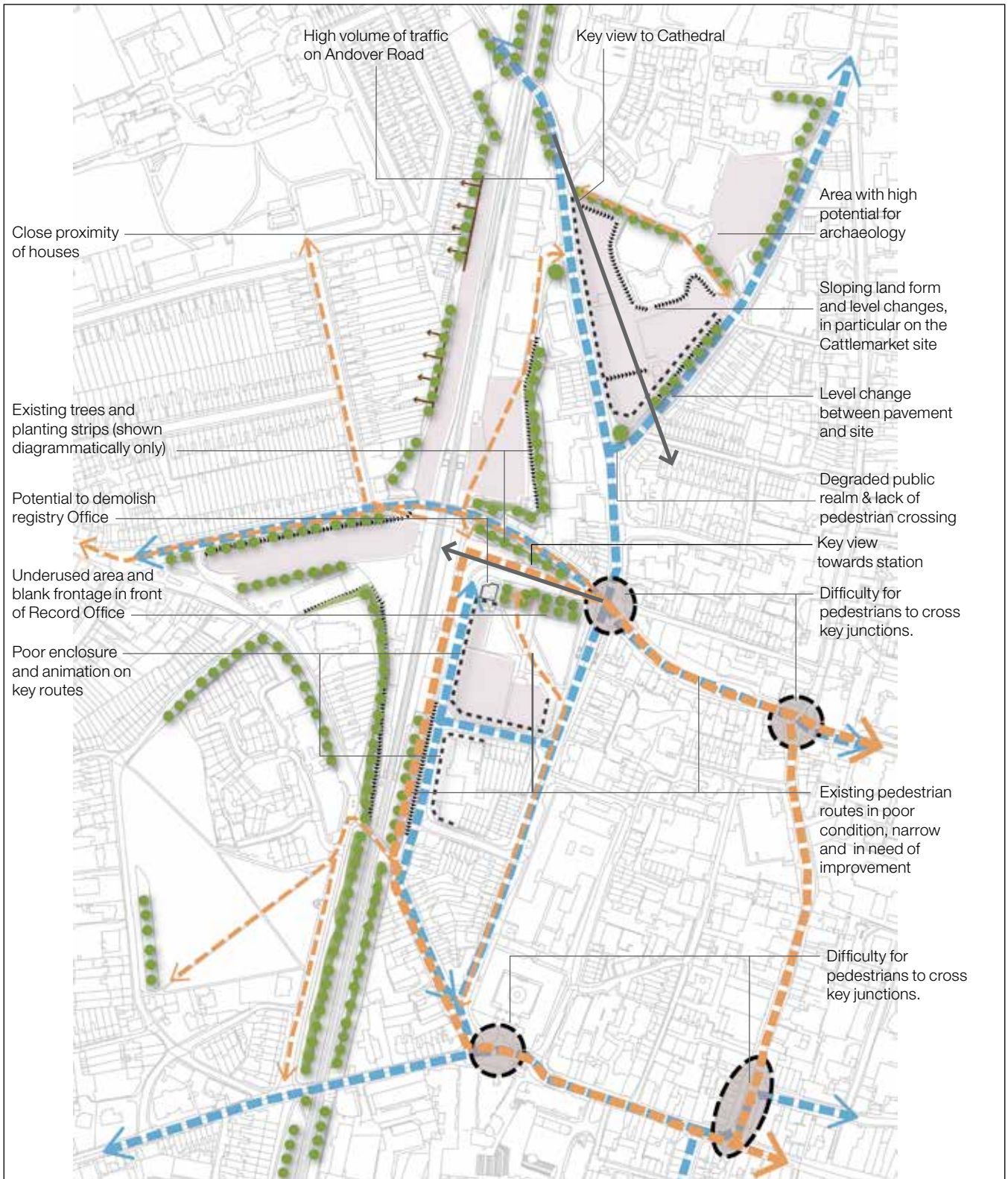
Carfax site



Plan showing the development potential for different sites

Existing site conditions

The Station Approach area is let down by the amount of surface car parking and the fragmented land ownership that has led to a poor urban design quality. The site conditions identified below have influenced the concept masterplan.



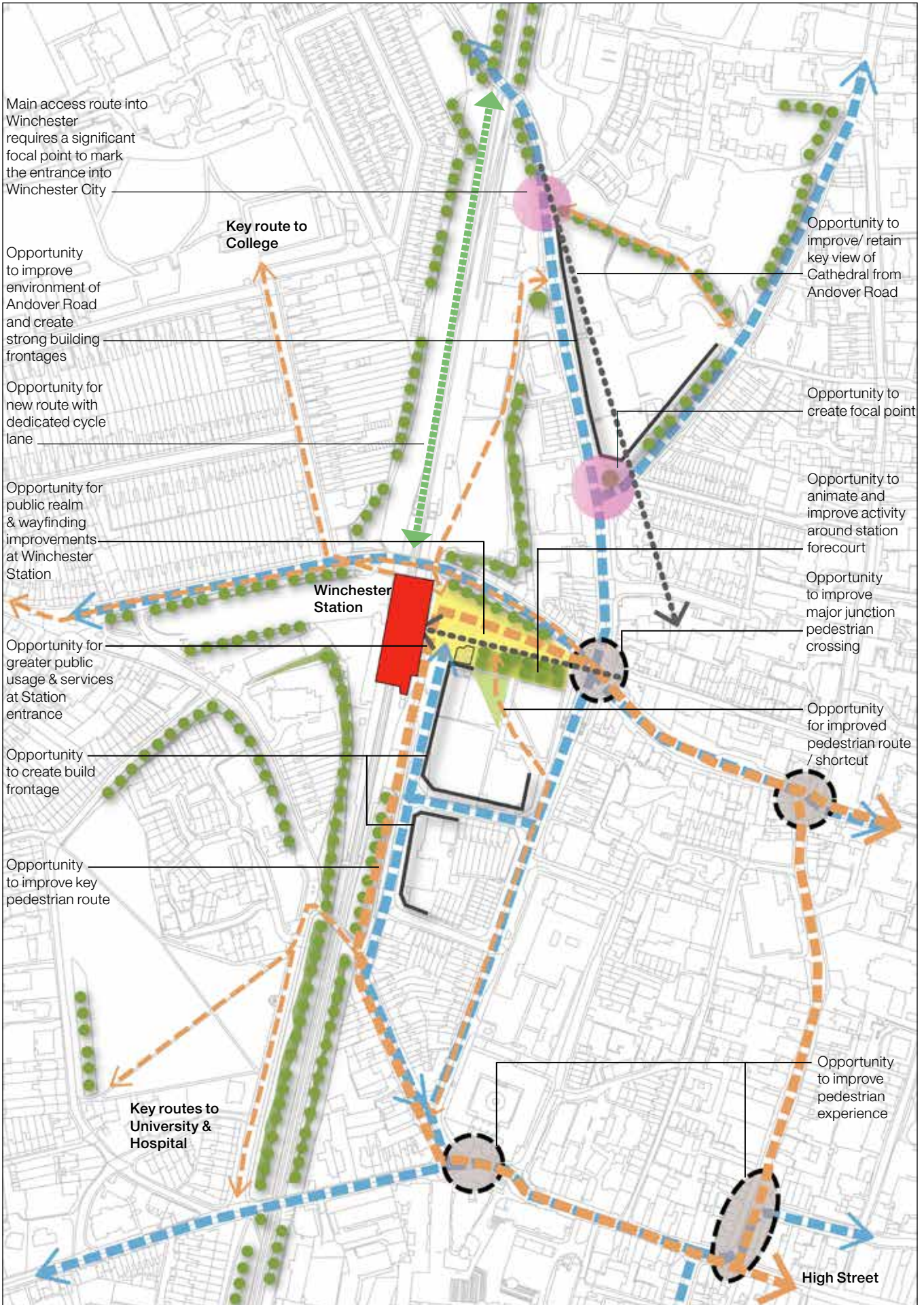
Existing site conditions

Opportunities

The area has the opportunity to become a high quality gateway into Winchester and improve the experience of people arriving at the station.

Opportunities have been identified to:

- **Create a gateway** marking the arrival in Winchester City at the top of Andover Road, making the most of the existing view towards the Cathedral;
- **Create active frontages** on Andover Road, Station Hill, Worthy Lane, Station Road and Gladstone Street;
- **Create focal points** at the junctions of Worthy Lane and Andover Road, and the 5-arm junction with City Road;
- **Improve junctions** so that pedestrian can cross more easily;
- **Create a high quality station forecourt** incorporating trees, landscape and a variety of activities;
- **Retain existing trees** where possible and add to the landscape quality;
- **Integrate and utilise the topography** and existing level changes; and
- **Maximise the environmental benefits** that can be derived from southerly sloping sites (such as the Cattlemarket) and a mixed use scheme.



Study area opportunities

Site and Context

Commercial Brief

The brief for the Development Assessment asked us to consider a wide range of land uses ranging from commercial offices to extra care homes. In response Aspinall Verdi have undertaken a market overview to identify potential uses for the Station Approach area. More detail is set out in the Market Assessment produced by Aspinall Verdi and issued to the Council as confidential report, due to market sensitivities.

Offices

The area around the station has the potential to be a prime office location. It has good access to town centre amenities and good transport connectivity. To create a successful office location, an appropriate number of dedicated car parking spaces would need to be provided on site. A mixture of smaller and larger units is likely to be desirable to meet local requirements and that from larger more established occupiers. There are a number of known potential occupiers requiring new floorspace. Offices provide a viable option for the site, given the known requirements and have the potential to deliver a new commercial office destination in the Station Approach area.

Managed workspace

The Winchester City Council Workspace Demand Study recommends that to respond to firms demands and current constraints on supply a 'hub and spokes' offer is provided within Winchester City Centre area. The City Centre should be easily accessible by public transport and by road with parking available.

Both Basepoint and Winchester Business Centre (WBC) are fairly recently opened. However continued demand is likely to outstrip supply over the mid-long term, making this a suitable use for the Station Approach area.

Residential

Station Approach area lies within Winchester City and the high value market area of Hampshire. A mix of market and affordable housing in the Station Approach area is likely to improve viability of mixed use proposals.

Student housing

There is currently no identified demand for additional student housing in this location. However, the pressures on Houses

in Multiple Occupation (HMO) and high values of student accommodation make it a potential option for the area, particularly if neither university in the city seeks to increase the number of students taught.

Care Home / Extra Care

The changing demographic, with an increasing number of older people make demand a certainty. However, care home operators have very specific requirements and any provision by an operator is likely to be particular to their aspirations. The potential for establishing the quantum and type of development is more difficult to achieve. The Market Assessment includes a list of known interests. However, the site is seen as too far removed from Winchester Town Centre and its topography may be an additional constraint for such use.

Retail, leisure & hotel

Winchester has a relatively buoyant retail market with the potential for some growth, however this retail requirement will be delivered at Silver Hill in the City Centre. The Station Approach area is a short distance from the prime shopping areas, therefore any provision in the study area would centre around the train station and new development itself due to a lack of connectivity to the retail core and the need to avoid competing with the City Centre. Any retail offer will be limited to the needs of the local area (e.g train station and servicing new development).

However, leisure and ancillary retail, such as small scale convenience stores and A3 restaurants may be attracted to the area to service the needs of the proposed development and residential properties. This could create a relatively self contained 'local centre'.

Little interest has been shown in the location by new hotel operators.

Public transport interchange

Currently there are a small number of busses serving the station. Further provision in the form of a bus station has been considered. However, from recent conversations between the Council and the operator it is known that there is little commercial interest to locate a bus station within the study area.

Concept Masterplan

Development principles



Concept Masterplan

Development principles

The concept masterplan sets out the development principles for the Station Approach area. It is based on the option testing (Appendix 1) and intended to be a flexible framework allowing a variety of uses to be accommodated

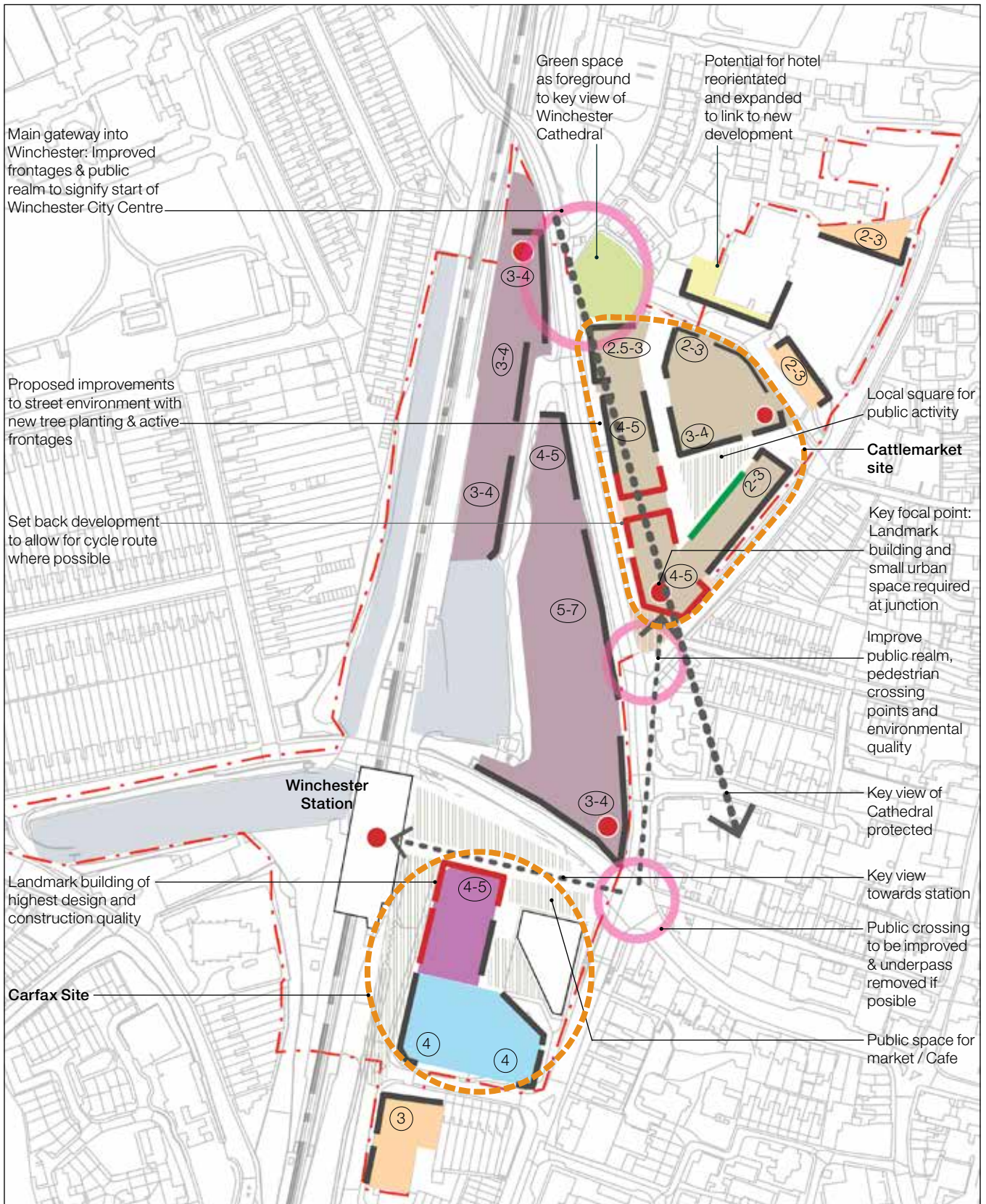
Any development in the Station Approach should:

Urban Design Principles

- contribute to creating a high quality gateway into Winchester City Centre at the top of Andover Road;
- contribute to creating an active, animated station forecourt and arrival point to Winchester;
- be of the highest quality and of scale and massing appropriate to the area. Building heights indicated on the concept masterplan are for guidance only and have not been tested in detail;
- create active street frontages in particular along key pedestrian routes;
- minimise blank frontage of any multi-storey car park on the Carfax site by for example wrapping it with residential or other active uses;
- Place buildings so that they add positively to the public realm, allow for street tree planting where appropriate and give additional space to the public realm (ie cycle road / wider pavements) where possible;
- create a distinct development on the Cattlemarket site set around a public space;
- create landmark buildings outside the station and on the southern edge of Cattlemarket site and improve the townscape around gateways and junctions; and
- retain the view of the Cathedral from Andover Road.

Land use

- focus employment uses (offices) on the Cattlemarket side and immediately adjacent to the station;
- create a mix of uses on the Cattlemarket site, including residential, leisure and cultural uses;
- create a mix of uses along side the railway track, possibly including student housing, managed workspaces;
- locate leisure and retail uses serving the local and commuter market, such as cafes, restaurants and small convenient shop outside the station or on the Cattlemarket site as part of a wider mixed use scheme that will improve and reinforce the local centre around Andover Road;
- car parking on the Carfax site and as part of a wider mixed use scheme on the Cattlemarket site; and
- provide new residential development as part of wider mixed use schemes or where at the fringes of the Station Approach area adjacent to existing residential uses.



Development principles

- New and improved public open space
- Site boundary
- Primary frontage with active ground floor uses and primary location for retail and leisure uses
- Strong building frontage
- Improve gateway and townscape quality
- View to Cathedral to be respected and enhanced
- 4-5 Potential storey heights
- Andover Road sites: Mix use employment led / student housing
- Hotel
- Mixed use development with potential for leisure and retail on the groundfloor and offices / hotel / residential on the upper floors
- Car park / residential
- Residential
- Cattlemarket: Mix use employment led / primary location for office development
- Landmark buildings
- Open space

Concept Masterplan

Public realm and movement principles

Pedestrian and cycle movement

Improving pedestrian and cycle movement is a key opportunity for the Station Approach area. The framework sets out the key routes and future links and opportunities. Any development in the Station Approach area should contribute to improving existing links and providing new routes, as follows:

- pedestrian route to the city centre along City Road: improve crossing points, public realm quality, wayfinding and signage and widening the pavements where possible;
- pedestrian route along Station Road: provide active and animated frontages, widening the footpath where possible and improving the pavement;
- provide a new pedestrian and cycle route connecting Andover Road to the station on the western side of the rail tracks;
- create local pedestrian links across the Cattlemarket site, linking the development to the surrounding area, the station and the hotel;
- retain and improve the existing pedestrian link behind the record office, making it accessible and overlooked by development;

Wider aspirations include improving pedestrian crossing points at identified junctions, improving the quality of the existing subway underneath the rail tracks and providing additional cycle parking at the station.

Public realm and open space

The top of Andover Road is an important arrival point coming into Winchester City. An improved and extended open space lined by high quality development would appropriately mark this gateway and help with the retention of the Cathedral view.

The new Cattlemarket development should provide a new public space that serves new and existing residents and future employees.

The station forecourt is an important arrival space and development must positively add to its quality and animation.

A quiet and pleasant space lies at the rear of the Records Office. This should be retained where possible, animated by cafes etc to allow a greater number of people to enjoy it.

There are a number of small incidental landscape areas that are currently not very well looked after. However, these have the potential to uplift the Station Approach area in the immediate and short term, provided they are well cared for. Ownerships of these areas are not always clear and they tend to appear forgotten. Local interest groups have identified an interest of caring for these areas and this opportunity to quickly improve the areas environment should be investigated.



Public realm and movement principles

Appendices

Appendix 1

Options

Appendix 2

List of Stakeholders

Appendix 1: Options

Based on the briefing at the outset of the project, the identified aspirations for the Station Approach area, baseline studies and the Commercial Brief we have developed and tested options.

Initially two options explored different locations for offices, hotels, residential uses and car parking. However, as the commercial brief and the emerging parking strategy were firmed up these have been revised to one base option with two sub-options focused around alternatives for the Conservative Club site.

The options are 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 existing local centre around Andover Road;
- animating frontages by providing a variety of active uses along key routes;
- providing a mix of houses and flats; and
- create and provide new public space.

Baseline option

The Baseline Option (excluding the Conservative Club site) creates an office hub on the Cattlemarket site. The development would be prominently located on Andover Road and focused around a public square with cafes, landscape and some parking. Parking for this development could be undercroft making use of the existing levels.

Immediately outside the station a mix of cafes and a small convenience store will animate the station forecourt with office space above.

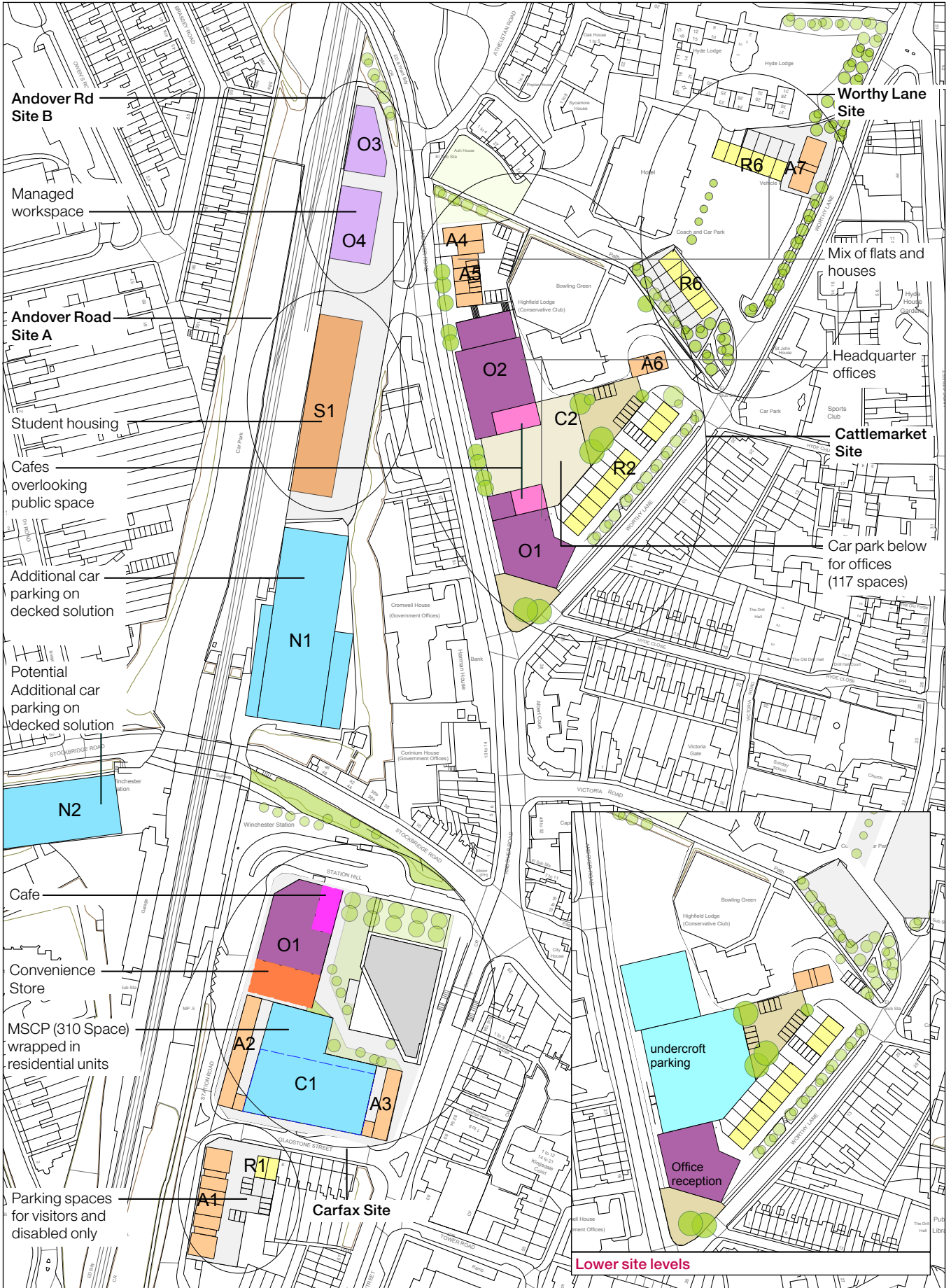
The southern part of the Carfax site contains a multi-storey car park wrapped by residential uses.

Additional residential units, houses and flats are located along the edges of the Station Approach area, along Worthy Lane, at the northern end of Andover Road and south of Gladstone Street.







A mix of student housing and managed workspaces could be feasible next to the railway line.

Both existing railway parking areas are retained as car park. The capacity of the eastern car park has been expanded by an additional level of car parking.

The baseline and sub-options have been developed so that they can be delivered in a phased approach, respecting land ownership boundaries. However, a comprehensive development approach would be beneficial in addressing issues regarding access, car parking and level changes.



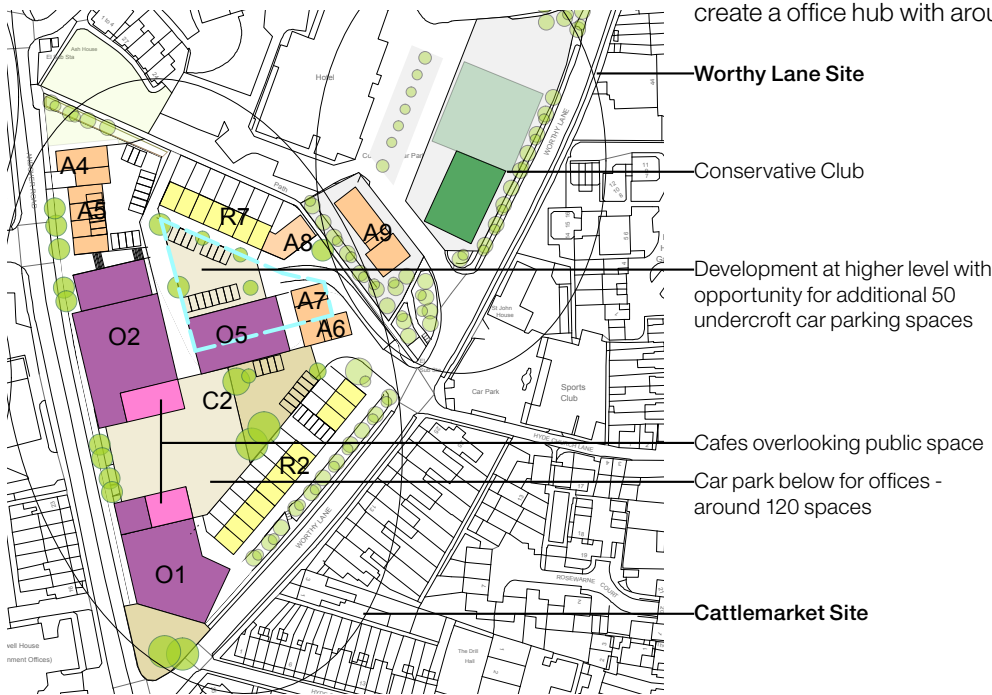
Baseline option

- | | | |
|--|--|---|
|  Offices |  Apartments |  Managed Workspace |
|  Multi Storey Car Parking |  Houses |  Student Housing |

Sub-option 1

(Conservative Club relocated onto Worthy Lane site)

This sub-option looks at the development of the Conservative Club site. The club facilities are relocated onto the Worthy Lane site and the site developed for a mixture of offices and housing. This option maximises the potential to create a office hub with around 11,700 sqm of office space.

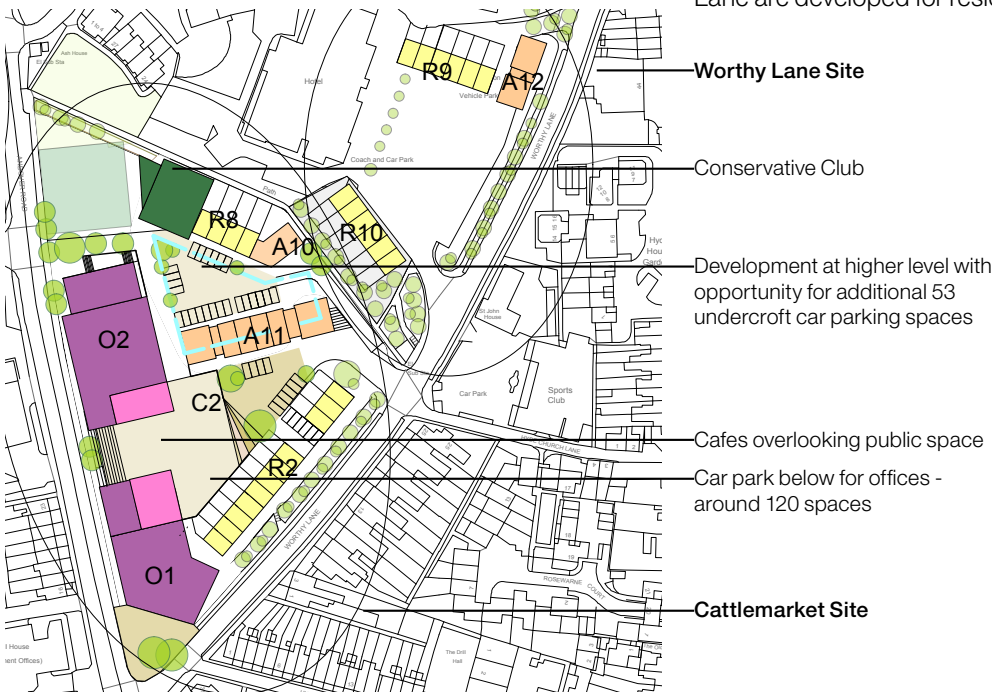


Sub-option 1

Sub-option 2

(Conservative Club relocated within the existing Cattlemarket Site)

This option places the bowling green in the north-western corner of the Cattlemarket site, creating a green entrance space. This may help retaining the views to the Cathedral. The remainder of the Conservative Club site and Worthy Lane are developed for residential uses.



Sub-option 2

Summary assessment

The options shown in this document are our suggestions based on our understanding of the Council's objectives, stakeholder views, viability and parking / movement assessments.

The options have the opportunity to deliver the following:

- a new office hub on the Cattlemarket site that will improve the economic vitality of the city, offering improved employment opportunities;
- improvements to the urban fabric by developing and activating poor edges and creating a high quality townscape;
- improvements to pedestrian and cycle routes so that people find their way to the city centre and other key destinations;
- a mix of new uses into the Station Approach area that attracts a variety of people and reinvigorates the area as a local commercial centre;
- retention of trees where possible; and
- new public spaces for a variety of uses and users.

Depending on the detailed proposals this high level option retains the opportunity to contribute towards the improvement of the environmental quality of Winchester.

Building heights could range from 2-5 storeys with the highest buildings immediately outside the station and the southern end of the Cattlemarket.

Viability

The residual analysis demonstrates that each option is viable. The baseline option creates the highest residual land value due to the fact that the relocation of the Conservative Club is not part of this option. However, the proposed scheme in the baseline option does not fulfil the aspiration for a comprehensive development and fails to deliver a commercial / local hub (new destination).

Moving the Conservative Club onto the Worthy Lane site produces a negative residual land value and as a stand alone development this would be unviable.

The Andover Road site produces a very small residual value, suggesting that proposals for this site are currently marginal and it is unlikely that either of these sites are going to come forward in the short-medium term.

Car parking

The current peak demand on a weekday is 1450 space within the Station Approach area. Any of the options leads to a major reconfiguration of car parking spaces, including the private HCC car park.

This is consistent with the Council's draft parking strategy which anticipates a consolidation of parking spaces onto the Carfax site and the removal of less utilised spaces on the Cattlemarket Site.

A new multi storey car park on the Carfax site would provide around 300 spaces. Taking into account the possible additional parking level (between 100-125 spaces per level) on the eastern station car park and opportunities for adding further levels to the one proposed by Network Rail the option shows potential for an increase in parking spaces in the Station Approach area. The balance between parking demand and supply may be optimised through active parking management measures complementary to the draft parking strategy.

The function of car parking spaces remains broadly the same with a clear focus around the rail station.

Car parking spaces required by the new development on the Cattlemarket site will be accommodated on site by a new underground car park. Parking for residents will be in their own parking courts or within public space.

Flatted development on the Carfax and Gladstone Street site has been assumed to be car free, due to its location near the station.

Summary table

Baseline Option		
Carfax Site - Phase 1b		
Use	Approximate Area (sqm)	Number of units or spaces
Office (net)	4,700 sqm	
Cafe,retail	650 sqm	
Apartments (quantity)		40
Multi-storey car parking spaces		300 - 310
T.A. Centre Site 3b		
Apartments (quantity)		22
Houses		2
Car parking spaces		7 - 10
Cattlemarket Site (without Conservative Club) Phase 2a		
Office (net)	9,600 sqm	
Cafe/restaurant or retail	400 sqm	
Apartments (quantity)		23
Houses (quantity)		11
Car parking - surface and underground		120 - 145
Andover Road Site A - Phase 3a		
Student housing	4,850 sqm	
Andover Road Site B - Phase 3a		
Managed offices	3,650 sqm	
Parking spaces		30 - 35
Worthy Lane Site -Phase 1a		
Apartments (quantity)		9
Houses (quantity)		12
National Rail Site (deck in addition to existing NR plans)		
Multi-storey car parking spaces		200 - 250

Sub Option 1		
Cattlemarket Site (including Conservative Club site)- Phase 1b		
Use	Approximate Area (sqm)	Number of units or spaces
Office (net)	11,700 sqm	
Cafe/restaurant or retail	400 sqm	
Apartments (quantity)		36
Houses (quantity)		18
Conservative Club replacement facilities (incl. bowling green)		
Car parking - surface and underground		170-200
Worthy Lane Site - Phase 2		
Apartments (quantity)		14

Sub Option 2		
Cattlemarket Site (including Conservative Club site)- Phase 2a		
Use	Approximate Area (sqm)	Number of units or spaces
Office (net)	9,600 sqm	
Cafe/restaurant or retail	400 sqm	
Apartments (quantity)		34
Houses (quantity)		4
Conservative Club replacement facilities (incl. bowling green)		
Car parking - surface and underground		170-200
Worthy Lane Site - Phase 2		
Apartments and houses (quantity)		26

■ Appendix 2: List of Stakeholders

- City Council Officers (highways, urban design, heritage/ archaeology, environment);
- Local Councillors;
- Council Leader;
- Hampshire County Council (property and highways);
- Landowners: Network Rail and South West Trains, Conservative Club, Winchester Hotel;
- Representatives from Winchester Business Improvement District and Chamber of Commerce;
- Town forum;
- Winchester Action on Climate Change (WinACC); and
- City of Winchester Trust.

