

Jones Lang LaSalle Incorporated

Central Winchester Regeneration

Development Brief

November 2021

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1. Introduction

Foreword from Laura Taylor, Chief Executive of Winchester City Council:

'As a place to live, work and visit, Winchester is second to none.

Once the capital of England, steeped in history and heritage, we are a proud cathedral City with an eye on the future. International business and global brands already call Winchester and our district their home and we have bold plans to further develop our retail, leisure and business offer to attract new investment, bringing jobs and opportunity to our fabulous City. Couple this with a highly skilled workforce, two universities, high average earnings and fast, efficient transport links to London and beyond by road or rail, it's no surprise we feature regularly in best places to live surveys.

The opportunity to work with the City Council to transform the central area of Winchester is without compare. We have taken stock of the impact of the pandemic and stand poised to create new vibrancy in our City through regeneration with sustainability at its heart. We want to provide solutions to the challenges of rebuilding a high street economy – commercially and through a cultural offer, integrate City centre living, deliver true sustainable transport options actively reducing our carbon footprint and retain young people in our City through innovative employment options'

2. The Scheme

2.1. The Vision

The transformation of the central Winchester regeneration (CWR) site is of key strategic importance to the Council and the people of Winchester. The vision for the area is for a mixed-use, pedestrian friendly quarter that reflects the distinctive character of Winchester City Centre, supports a vibrant retail and cultural / heritage offer which is set within an exceptional public realm and incorporates the imaginative re-use of existing buildings.

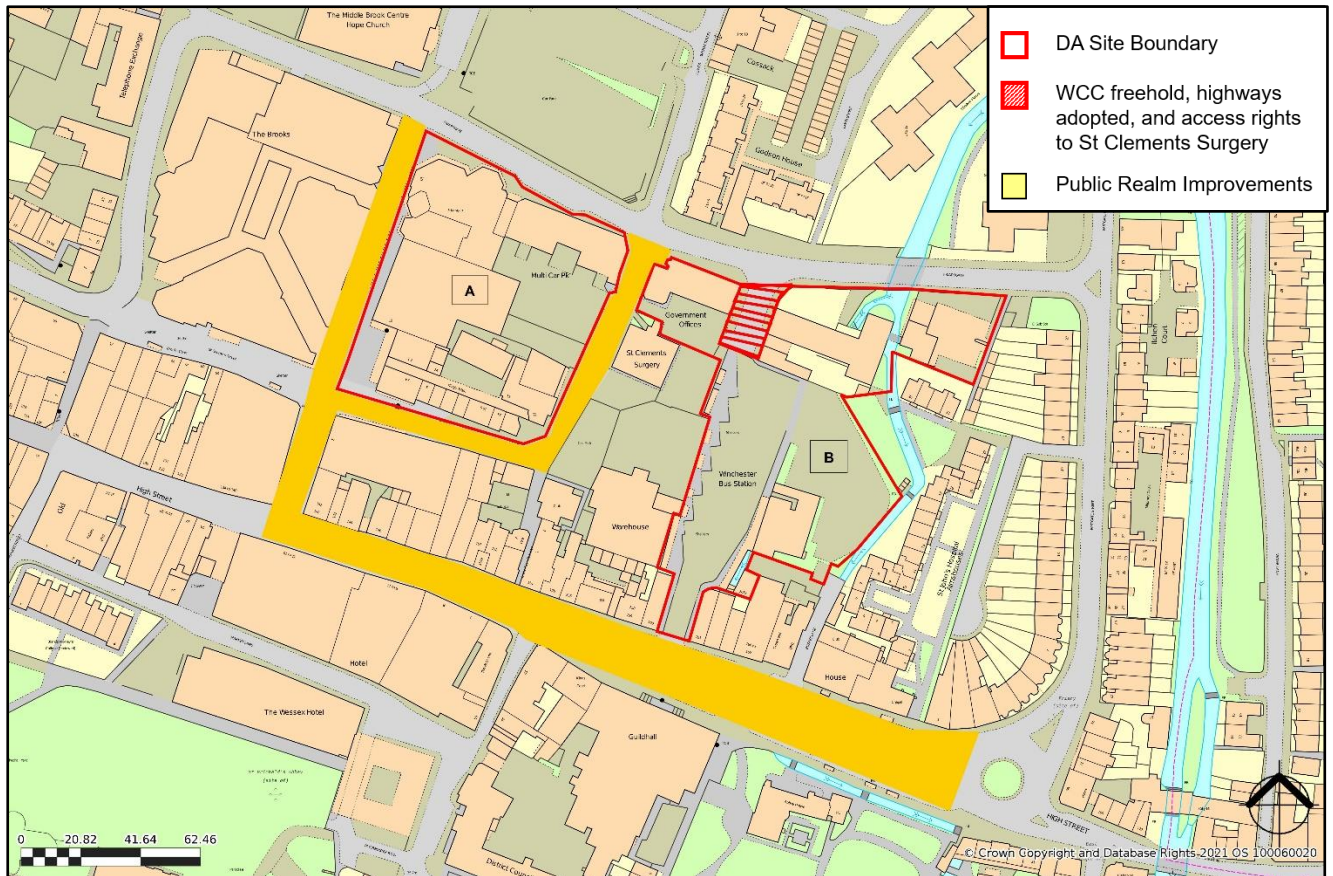
This vision is set out within the Central Winchester Regeneration Supplementary Planning Document (SPD) 2018. The strategic objectives set out within this document were borne out of an extensive community and stakeholder engagement process which enabled this collective vision to be produced. The development offers opportunities to introduce a variety of new uses and spaces, revitalise others and reimagine the functions for the site that brings new life to the City centre. It is an opportunity to create an exceptional proposal that is supported by the community, provides a balance of offers and creates an inspirational legacy for live work and leisure in a city centre context.

The Council is seeking to procure a Development Partner to turn this vision into reality. It is critical that the Development Partner shares the passion for transformational development that is sensitive to the heritage of an ancient cathedral City and is prepared to commit for the long term. Commitment to the vision for the City is essential as well as an unfaltering commitment to sustainability and engagement across Winchester's varied communities.

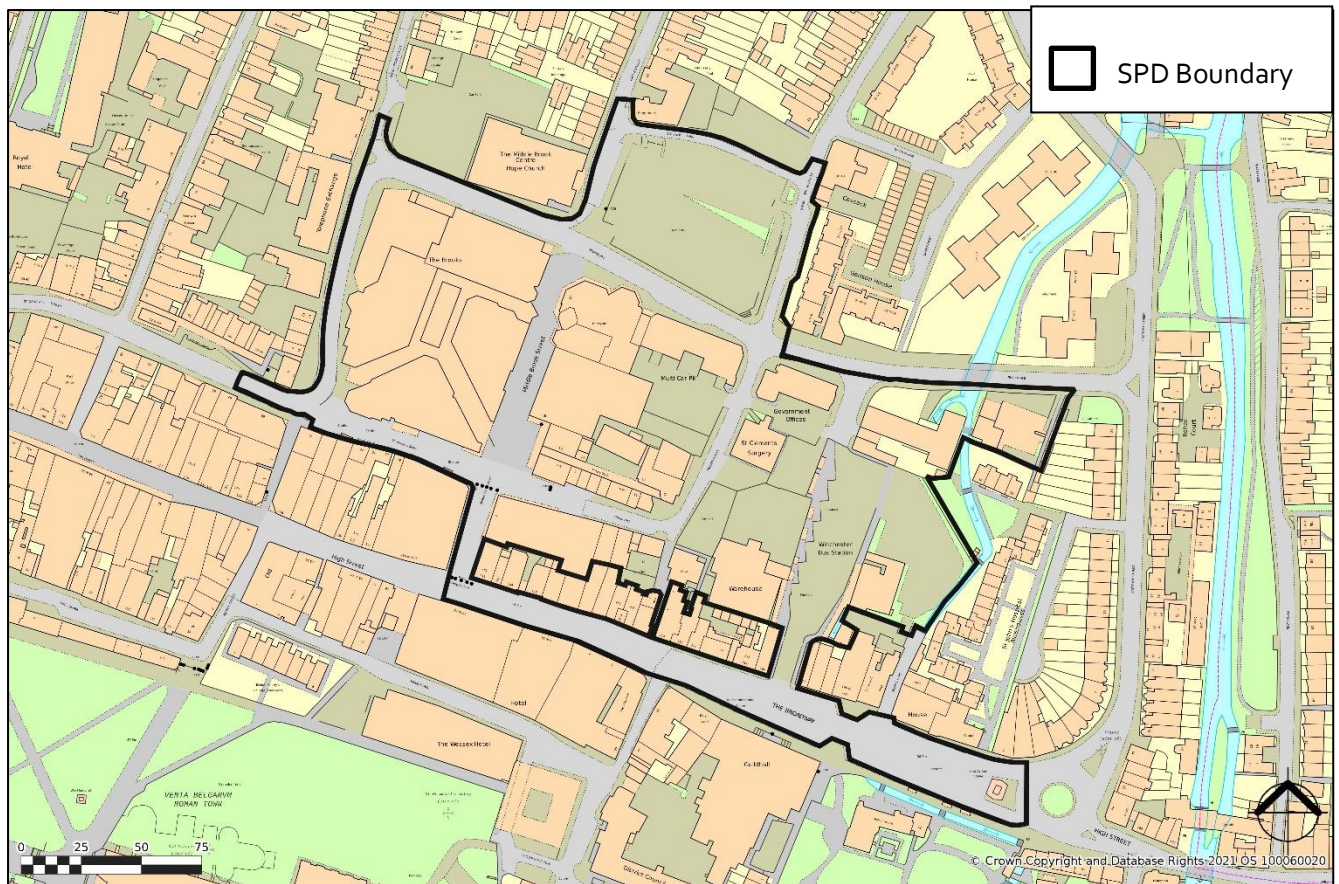
2.2. Site and Situation

CWR site is located in the heart of the City including the bus station, The Broadway, St Clements, Kings Walk and the Friarsgate car park. The land backs on to the River Itchen, which runs to the east of the site. The development comprises circa 3.68 acres (1.49 ha) of land located within the centre of Winchester and consists of two separate boundaries.

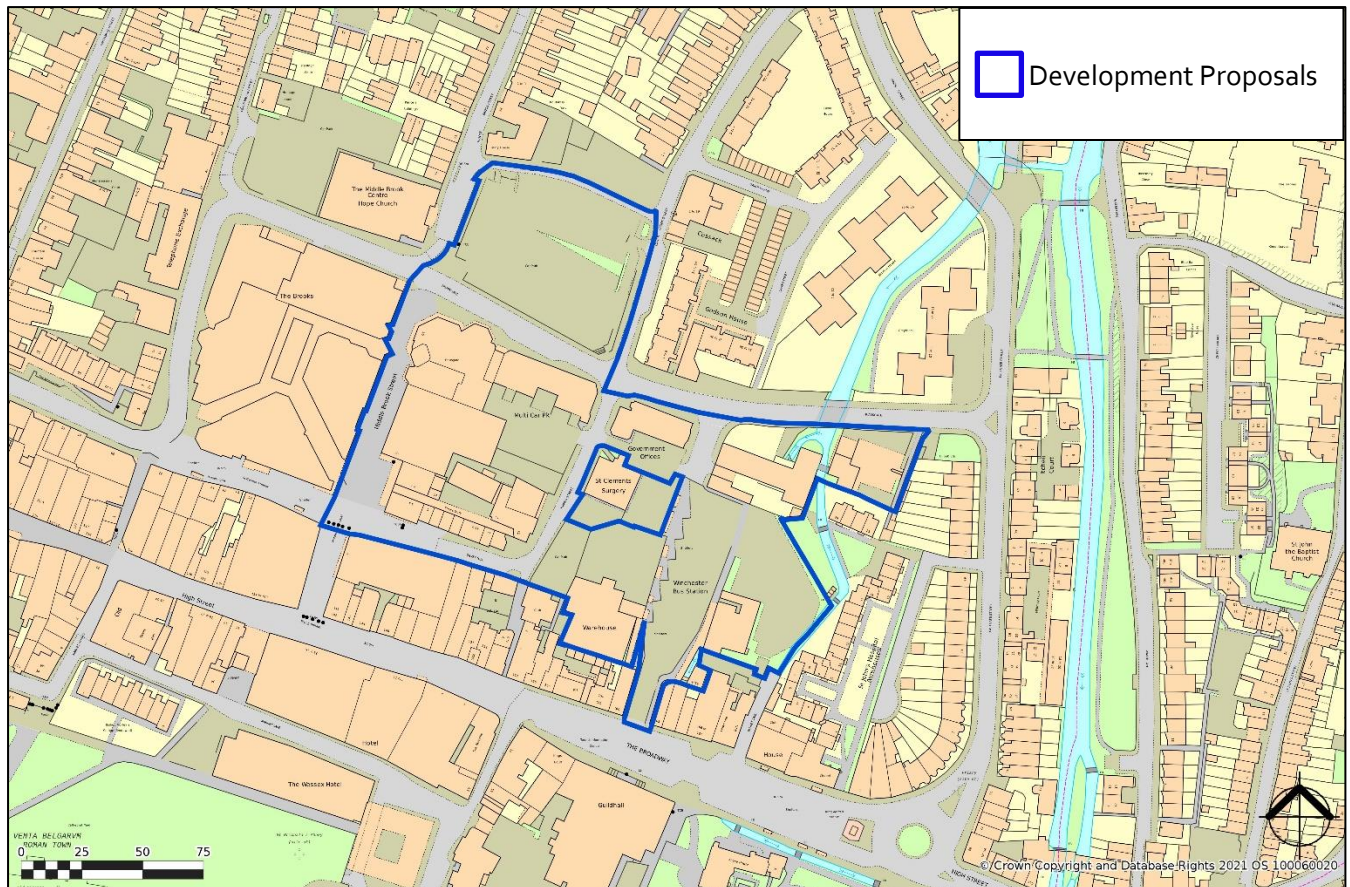
The map below shows the boundaries of the defined site, which would be subject to the development agreement:



The area outlined in red represents the defined site that would be included within a Development Agreement, therefore representing the area to be brought forward and examined in this business case. The area to be included in a Development Agreement includes only Council-owned land excluding the M&S leased land and is referred to as the 'defined site'. Areas A and B comprise 3.68 acres (1.49 ha). The area hatched denoting WCC freehold, highways adopted and access rights to St Clements Surgery comprises 0.06 acres (0.02 ha).



The area outlined in black illustrates the area defined in the CWR Supplementary Planning Document (SPD) which includes the Middle Brook Street Car Park, the Brooks Shopping Centre, Kings Walk block, Friarsgate Medical Centre, the Bus Station and the Broadway. The area comprises 11.48 acres (4.65 ha).



The area outlined in blue illustrates the area considered by the CWR development proposals, which includes Kings Walk block, Friarsgate Medical Centre, the Bus Station and Middle Brook Street Car Park. The outer area comprises 6.45 acres (2.61 ha). The development proposals are attached in Appendix A and B of this business case.

2.3. Vacant Possession

Vacant possession can be secured by December 2024, where required, and subject to the provision of the bus solution. A detailed tenancy schedule has been provided as part of the procurement pack.

3. Development Proposals

The development proposals have been prepared by the Council, working with advisors JLL and Arup, to set out plans for taking forward the future development of the site. The development proposals are an interpretation of how the Council's investment objectives can be delivered in alignment to the SPD. The development proposals have been underpinned by a massing study, cost plan and viability assessment to ensure that the investment objectives are deliverable.

The Council undertook a period of consultation on the draft development proposals from 11 November 2020 – 12 January 2021, where they consulted with local residents, businesses and stakeholder groups.

3.1. Land Uses

The development proposals present a vibrant mixed-use destination as demonstrated by the indicative illustration below:

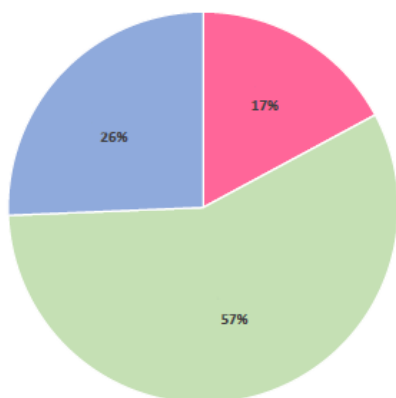


(Source: ARUP, 2021)

3.2. Development Framework Mix of Uses

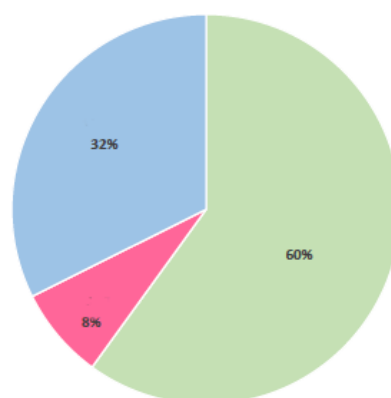
The development proposals reflect the following mix of uses, shown in comparison with the mix deliverable as per the upper limits of the SPD quantum:

Mix as per SPD Quantum



■ RETAIL & F&B ■ RESIDENTIAL ■ MIXED-USE

Mix as per Development Proposals



■ RESIDENTIAL ■ RETAIL AND F&B ■ MIXED-USE

(Source: ARUP, 2021)

NOTE: The development site does not comprise the full area covered by the SPD and the development proposals do include land which is not currently within the Council's control and not therefore included in this procurement.

The development proposals' use allocation, illustrated above, sits within the upper and lower boundaries of the use ranges outlined in the SPD. The mixed use category in the above charts consists of leisure, culture, hotel and commercial/office use.

The development proposals provide a framework for delivery. The indicative GIA quantum outlined below are specific to the development site which would be subject to the Development Agreement and comprise approximately:

- Circa 210,000 sq ft of residential of which a minimum of 40% is to be affordable;
- Circa 110,000 sq ft of mixed-use space;
- Circa 25,000 sq ft of retail and F&B space.

Further detail on the development proposals can be found in Appendix 9.6.

The Development Partner will be required to work with the Council to build on and optimise the development proposal to design a high-quality scheme in accordance with the SPD.

4. Key Objectives

4.1. The SPD

The SPD is derived from 18 months of research and analysis, working with residents and local organisations through extensive consultation to establish a vision that will revitalise this central area of the City and provide a place that can be enjoyed by everyone. The nine objectives of the SPD are in summary as follows:

Objectives	
Objective 1	Vibrant Mixed-Use Quarter
Objective 2	"Winchesterness"
Objective 3	Exceptional Public Realm
Objective 4	City Experience
Objective 5	Sustainable Transport
Objective 6	Incremental Delivery
Objective 7	Housing for All
Objective 8	Community
Objective 9	Climate Change and Sustainability

The Council requires the development of the site to deliver the vision and objectives set out within the SPD.

4.2. Investment Objectives

The list of investment objectives below incorporates the themes identified in the SPD and JLL's Competitive Positioning Study (provided in bidder information pack) and are specific to the development site. These investment objectives formed part of a public consultation which took place in November 2020 - January 21 and were adopted by the Cabinet in March 2021.

The Council requires the appointed Development Partner to deliver the following:

Investment Objective	Description
----------------------	-------------

1	Work	Provide creative, flexible workspaces to help grow start-up businesses and allow like-minded professionals to support each other by sharing skills, ideas and resources.
2	Live	Provide housing suitable for a range of people, including young people and families. A mix of private and affordable housing (40%) is needed with new homes for key workers and homes for rent.
3	Play	Create high quality exceptional public places where people want to spend time, to enjoy outside spaces, to experience new things, to celebrate heritage and culture and to get involved in something that interests them.
4	Student and young person experience	Create a mix of uses which is attractive to students and young people, which encourages them to visit the centre of Winchester instead of going elsewhere and gives them reason to want to stay in the City beyond their time at university or in other forms of education.
5	Overnight tourism	Create an attractive night-time offering to complement the existing City quarters and encourage residents and tourists to visit the area in the evening.
6	Sustainable development	Work towards the City carbon neutrality target through choice of building materials, measures to minimise energy use, re-use of buildings where appropriate and encouraging suitable modes of transport.

(Source: CWR Strategic Outline Case, 2021)

4.3. Sustainability Objectives

The Council declared a climate emergency in June 2019 and is intending for the Winchester district to be carbon neutral by 2030.

In addition to the information below, bidders should refer and adhere to the following policy documents (links in references):

- The Carbon Neutrality Action Plan 2020-2030
- The Biodiversity Action Plan 2021
- Air Quality Supplementary Planning Document 2021

The Green Economic Development Strategy (Council Plan 2021) was adopted in November 2021 and sets out the Council's latest policy objectives. The strategy provides a road map of practical steps to transition to a greener, inclusive and more technologically driven, creative economy. An economy where existing businesses can grow sustainably; new businesses can be created and thrive, particularly those operating in the green growth sectors, and high quality job opportunities are provided for all demographics across the district. This strategy and any other future policy documents will need to be considered and adhered to by the Development Partner.

The Green Economic Development Strategy seeks eight outcomes:

No.	Objectives
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1.	Increased business density and diversity
2.	Higher skills and productivity
3.	Reduced socio-economic and spatial inequality
4.	More affordable, sustainable, and flexible housing stock
5.	Net CO ₂ emissions reduced to zero
6.	Greener transport and less congestions
7.	More local renewable energy
8.	Increased biodiversity and green infrastructure

(Source: Council Plan, 2021)

The development is required to positively contribute towards the Council's sustainability objectives (in line with the above policy documents and the Council Plan) by delivering a best-in-class sustainable development for the district, consider sustainable transport patterns, green public spaces and enable the sustainable growth of the area. The development will be expected to address the requirements of the NPPF for street trees, Green Infrastructure standards and bio-diversity net gain requirements. Deliverable targets for carbon reductions should be considered including embodied carbon, whole life carbon, operational energy and in use performance, as a demonstration of the Council's ambition for a net zero carbon trajectory.

The Development Partner is required to commit to the principles outlined in the Council's Vision and deliver high environmental performance, strong energy efficiency and ecological credentials through the development of the site and the performance of the completed buildings.

4.4. Bus Solution and Movement Strategy

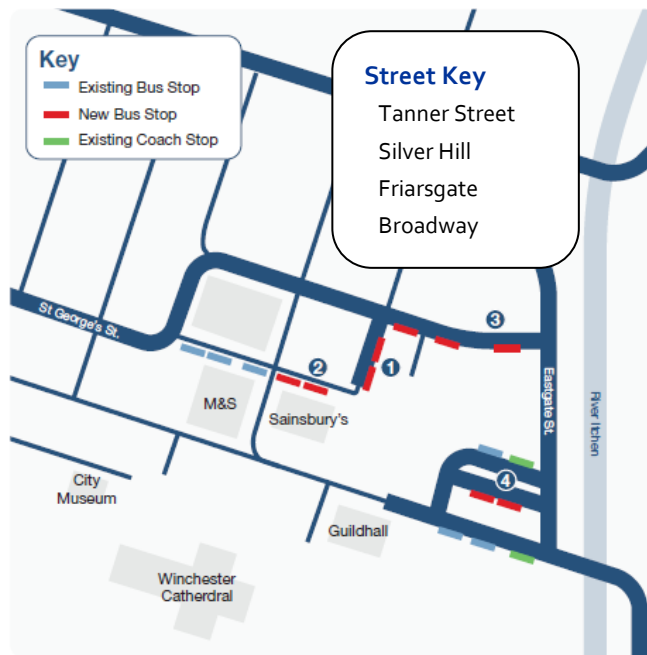
In addition to the below, bidders should refer to the Bus Travel in Central Winchester document found at Appendix 9.5.

The Winchester Movement Strategy 2019 (WMS) provides the overall framework for transport improvements across Winchester City over the next 20-30 years. The proposals include improvements to the City centre through changes to the one-way system. The push for sustainable modes of transport will be supported by the introduction of high-quality cycle/walking improvements that will contribute to form a network of routes.

Winchester Bus Station currently forms part of the development site. The redevelopment of the site requires the re-provision of bus facilities. In order to facilitate the development and secure vacant possession of the existing bus station, the Council has undertaken significant collaboration with the bus operators and Hampshire County Council to arrive at a solution that retains the most used bus stops in the heart of the City (e.g. Silver Hill and Tanner Street) and creates new on-street bus stops as part of public realm improvements to the City's streets. A bus solution for the City centre has been agreed as a way forward to facilitate Winchester's transport needs and to enable the site to be redeveloped.

The diagram below is an extract from the Bus Travel in Central Winchester document produced by Winchester City Council and Hampshire County Council. This document sets out the strategic intent for bus travel in relation to the development site. The diagram shows the location of bus stops identified for the bus solution.

The Council requires the development of the site to deliver the bus solution for the City centre.



(Source: Bus Travel in Central Winchester)

Future Winchester Mobility Hub

There is the intention to create a consolidated public transport hub at the Winchester Railway Station comprising train, park and ride, bus stops, cycle hub and foot paths. The objectives of the mobility hub include improved first/last mile connectivity to public transport, improve air quality, and promote health and wellbeing of the users. The proposals are currently under evaluation and do not sit within the development site, but an incoming Development Partner is expected to support the wider ambition to reduce the current reliance on travel by private car and improve the environment for pedestrians and cyclists across the City.

4.5. Winchester Public Realm Strategy report 2021

Arup have produced the Winchester Public Realm Strategy report 2021 which outlines the Council's requirements for the development in the context of the SPD guidance. The Winchester Public Realm Strategy document complements the SPD by adding further detail to the objectives and sets parameters for the development of the various areas of public realm within the development site. The framework emphasises the need for sustainability within its objectives. This includes sustainable transport, increasing green space and park like amenities, enhancing biodiversity, managing stormwater, and achieving zero carbon.

The Council requires the development to align with the principles outlined in the Winchester Public Realm Strategy report 2021.

4.6. Design and Placemaking

The Development Partner is required to ensure exemplary design quality, standards and placemaking approach is embedded and delivered throughout the development.

These objectives are outlined in the Central Winchester Regeneration SPD which seeks to ensure that the special qualities found in the heart of Winchester are preserved and enhanced and that any future development is of a high-quality design, coordinated and sustainable. **The use of different architectural practices is required, and the use of local practices is encouraged where appropriate.** The Development Partner is required to design the scheme in accordance with the Council's High Quality Places SPD 2015.

Designs will be expected to comply with the guidance set out in the National Design Guide to address the 10 characteristics of Well Designed Places and apply the principles to the local context.

There needs to be a coherent narrative for the design approach, informed by the context, history and culture that is easy to articulate to communities, their representatives and stakeholders.

Through the ITPD stage it is expected that Bidders will submit CVs for their lead architect and public realm consultant. It is expected that the Development Partner will appoint further architectural practices or design consultants in collaboration with the Council as the project progresses.

4.7. Archaeology

Bidders should refer to the Archaeology Statement found at Appendix 9.7 for further information.

Archaeology is an important aspect of the site and the heritage of Winchester. An Archaeology Advisory Panel was established in 2017 to ensure that the Council was supported by expert advice and opinion on this matter.

The Development Partner would be required to work with the Council, the Archaeology Advisory Panel and appoint archaeological consultants/ specialists who are suitably qualified and skilled in dealing with extensively stratified urban settings.

Key points:

- There is significant public interest in the approach to archaeology within the CWR area.
- The Council is committed to ensuring that a robust programme for the identification of significant archaeological remains, their conservation in situ and, if appropriate, their recording by excavation, is incorporated in any development proposals submitted for planning permission.
- Key partners include the Council, the Archaeology Advisory Panel, Historic England, Hampshire Cultural Trust and the University of Winchester as well as the involvement of the local community and the wider public.

5. The Opportunity

5.1. The Partnership Approach

The Council is seeking to identify a partner with which it can enter into the Agreement to ensure the delivery of the development. The Council is inviting bids in order to select a Development Partner with the right skills, resources, commitment, approach and proven track record, with similar projects, to deliver the Council's vision and investment objectives for the development and the Winchester district. The Council's required approach is to enter into a Development Agreement with a Development Partner, which provides a structure in which objectives, roles and responsibilities are clearly delineated.

The Development Partner will provide its development expertise, equity investment and access to private funding. The Development Partner will fund and deliver the site (including residential, commercial, cultural uses, public realm and infrastructure). It is envisaged that the Development Partner would bring forward the development in stages by drawing down land on a long leasehold basis.

The Council currently receives an income stream from the site which if removed presents affordability concerns for the Council. In relation to the transfer of land, **the Council will consider a financial structure which provides an income stream or a mixture of capital receipt and income stream.** The Council is open to consider alternative approaches and structures, that provide innovative solutions in relation to income replacement from the existing site, that are proposed and developed through the competitive dialogue process, provided they are in line with the key legal principles.

5.2. Role of the Development Partner

The task:

The Development Partner will undertake a wide range of activities including: Creating site proposals, design and securing a planning consent, funding and / or raising of development finance, procurement of third party contractors and supply chain management, delivery of development in phases and marketing and attraction of occupiers / residents.

Key roles:

- Design, in conjunction with the Council, a high-quality scheme in accordance with the SPD and other relevant planning policy;
- Ensure that sustainability and net zero carbon design is embedded within the site proposals and future functionality of the space delivered;
- Undertake, in conjunction with the Council, community engagement and consultation at key milestones leading up to the submission of the planning application;
- Consultation, communication and where necessary negotiation with Key Stakeholders and residents;
- Work alongside the Council, Hampshire County Council (Transport Authority) and the bus operators to ensure the delivery of the bus solution;
- Work alongside the Council, Archaeology Panel and relevant stakeholders and advisors to ensure best practice approach to preservation in situ of archaeology;
- Obtain planning permission(s) for development phases in a logical sequence;
- Ensure high quality design and delivery, using the best available talent and ideas;
- Enact a meanwhile use strategy;

- Undertake procurement of third party contractors and supply chain management;
- Undertake demolition, site remediation and enabling works to prepare the site for development;
- Incorporate innovation and future proofing associated with building safety, construction quality, new technologies, construction techniques and use of digital;
- Deliver all necessary enabling infrastructure including the on-street bus solution, pedestrian and cycle friendly infrastructure, sustainable transport/movement enhancements;
- Deliver high quality public realm which enhances links and permeability across the City;
- Fund (or source funding) and develop the scheme;
- Brand, promote and market the opportunity;
- Ensure long term stewardship, management, curation and activation of the completed development;
- Maximise the value of the proposition to ensure best consideration for land transferred from the Council to the Developer;
- Optimise long term values; and
- Create an environmental and sustainability strategy that protects the long-term value of the opportunity.

5.3. Social Value and Engagement with Stakeholders

The Council has held several public Open Forums (most recently in November 2021) and undertaken a period of public consultation throughout November 2020- January 2021 on the development proposals and method of delivery of the development site. There is public support in favour of the re-development of the site and the proposed mix of uses outlined in the Council's development proposals.

Bidders are required to consider approaches that will enhance the community, social, cultural and heritage values of Winchester. Your response should consider how it will:

- Support and enhance local economic wellbeing;
- Enhance the retention of young people and graduates;
- Support and promote SMEs (local where possible) in the supply chain;
- Promote employment and training opportunities (in development and in legacy);
- Support student visits, work experience and apprenticeship opportunities especially via links to Winchester based education institutions;
- Enhance sustainability and support the Council in the delivery of policy objectives in this area;
- Create a new destination that will complement and not compete with the existing City offer;
- Expand the range of night time economy offer of activities and venues;
- Increase the length of dwell times and increase overnight stays of visitors; and
- Enhance the historic built environment.

The Council expects to lead all community engagement up to the point that a Bidder is successfully appointed. After that point the Council expects the Development Partner to lead community engagement, with appropriate consultant expertise, in conjunction with the Council. As a minimum, the Council expects stakeholders, community groups, residents and businesses to be consulted about:

- a) The approach to archaeology
- b) The design concept
- c) The detailed design at pre-application stage
- d) The final design

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6. Planning Context

Bidders should refer to the Planning Statement found at Appendix 9.8 for further information.

Bringing Forward Development Proposals for the Site

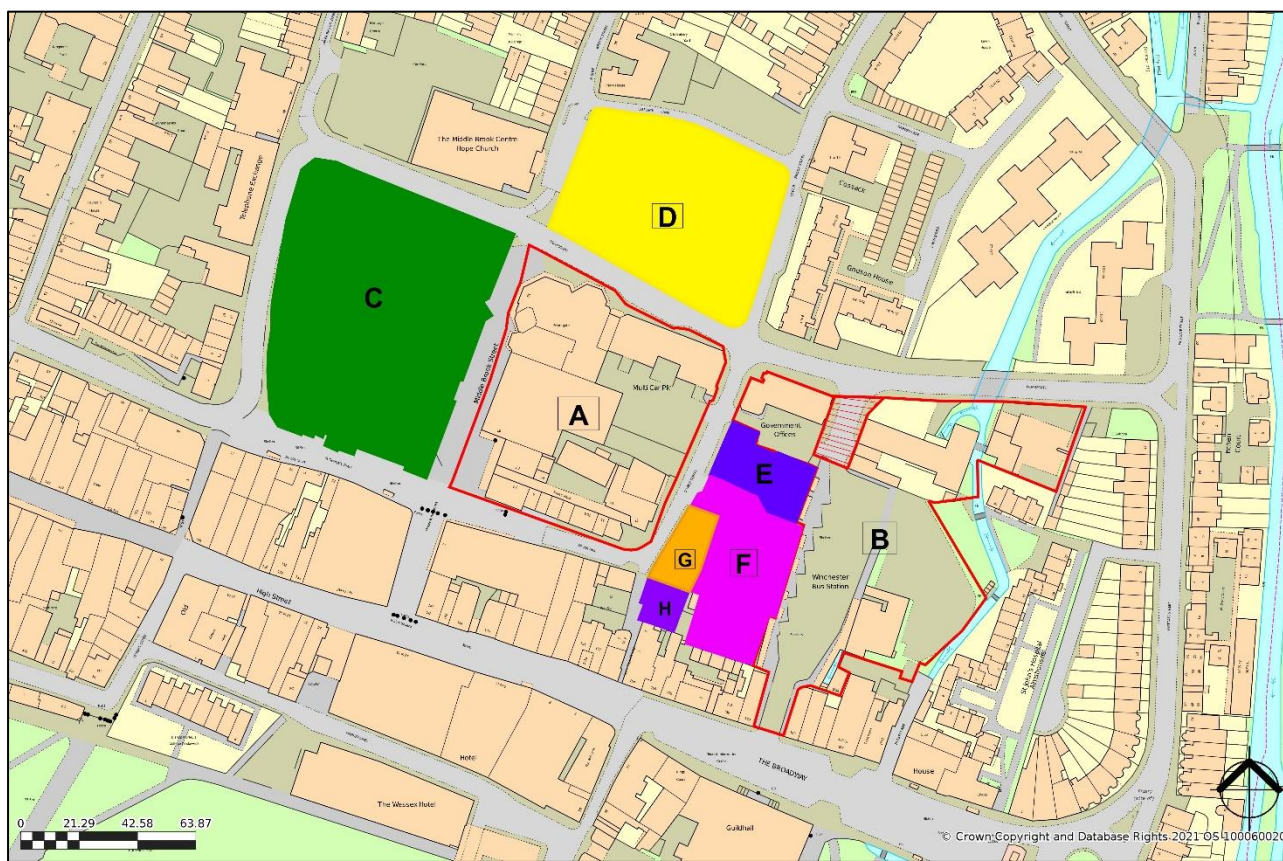
Paragraph 1.3.6 of the CWR SPD states:

"Planning Applications submitted will be expected to demonstrate how they have taken account of their site context, through the submission of appropriate supporting statements, assessments and illustrative material addressing physical characteristics of buildings and spaces within their wider and immediate contexts and the public realm. Contextual assessments should address the area within and around the CWR area to include, but not limited to, sunlight/daylight studies, close and distant view studies and the pattern of existing buildings, their skylines, vertical and horizontal rhythms, etc. All assessments should clearly illustrate how they have informed the proposal in terms of massing, heights, proportions, materials, etc"

Due to the site's location within a Conservation Area and its close proximity to listed buildings, an outline application for the entire site is not appropriate as a more comprehensive assessment of a proposed development's impact on surrounding heritage and other matters is required.

A hybrid approach is considered to be suitable in relation to the submission of planning applications for the site. This will involve an application for the whole site seeking full planning permission for the first phase of a proposed development, with proposals for the remainder of the application site submitted in outline form.

7. Adjacent Land Ownerships



- A & B - DA Site Boundary
- C - Brooks Shopping Centre (WCC freehold, LLH to Catalyst European PF.)
- D - Middle Brook Street Car Park (owned by WCC)
- E - St Clements Surgery (owned by Tanner St Ltd)
- F - Woolstaplers Hall (owned by M&S)
- G - Long Leasehold car park to M&S (WCC freehold)
- H - TBC
- WCC freehold, highways adopted, and access rights to St Clements Surgery

Adjacent Land Ownership

C- Brooks Shopping Centre Middle Brooke/St George's Street – The Council hold the Freehold title for the site. Brooks Shopping Centre is let to Catalyst Capital on a long lease expiring 28th January 2116.

D- Middle Brook Street Car park – The Council hold the Freehold title for the site.

E - St Clements Surgery- Owned by Tanner Street Limited and in current use as an NHS doctor's surgery. A legal right of way of occupiers of the St Clements Surgery to gain access to and from the surgery by foot or with vehicles over a very small section of Coitbury House.

F- Woolstaplers' Hall 90 Lower Brook Street- Owned by Marks & Spencer PLC and used for storage and goods access.

G- M&S car park – the Council hold the Freehold title for the site. The site is let to Marks & Spencer PLC on a long lease expiring 29th April 2099 with the current use being Marks & Spencer car park.

H- TBC- WCC understand that this site has changed ownership in 2021. New owner to be confirmed.

Land Assembly Considerations

The Council is of the view that the development can come forward without the need for any further land assembly to be undertaken.

Should the appointed Development Partner wish to explore land assembly options to extend the site area the Council should be consulted on the intent prior to any approaches to neighbouring land owners or lease holder being made. It is intended that the Development Agreement will include a CPO indemnity agreement to provide security for cost for the Council in the form of an indemnity from the Development Partner in the unexpected event that the Council be required to undertake the use of its CPO statutory powers.

8. Reference Documents

Please click on the live links below to access the documents.

Please note references in red require a link.

- [Central Winchester Regeneration Development Proposal – Public Participation presentation November 2020](#)
- [Central Winchester Regeneration Supplementary Planning Document, Adopted June 2018](#)
- [City of Winchester Movement Strategy](#)
- [Council Plan 2021 Edition](#)
- [CWR Public Consultation November 2020- January 2021 presentation.](#)
- [High Quality Places Supplementary Planning Document \(SPD\) 2015](#)
- [Invest in Winchester 2021](#)
- [JLL Competitive Position Report](#)
- [National Planning Policy Framework](#)
- [Planning Practice Guidance](#)
- [Strategic Housing Market Assessment, Icen Projects Ltd on behalf of the Council, 2020](#)
- [The Biodiversity Action Plan 2021](#)
- [The Carbon Neutrality Action Plan 2020-2030](#)
- [The Local Plan Part 1 – Joint Core Strategy \(2013\)](#)
- [The Local Plan Part 2 – Development Management and Site Allocations \(2017\)](#)
- [WCC City Wide Competitive Position report Q4 2019- JLL](#)
- [WCC position statement on nitrate neutral development 2021](#)
- [Winchester BID Annual Review, 2020 – 21](#)
- [Winchester Council Plan 2020 – 2025, 2021 Edition](#)
- [Winchester District Green Economic Development Strategy 2021 - 2031](#)
- [Winchester District Green Economic Development Strategy - Cabinet Report \(October 2021\)](#)
- [Winchester Hotel Market Fact File, 2019](#)
- [Winchester Vision 2020](#)
- [Air Quality Supplementary Planning Document adopted October 2021](#)
- [CWR Strategic Outline Business Case](#)
- [Kings Walk Feasibility Study July 2020 – Turner Works and Worthwhile Works](#)
- [Melvin Gold Consulting, Hotel Report 2020](#)
- [Winchester District Ten Year Green Economic Strategy](#)
- [Winchester Parking and Strategy 2020](#)
- [Winchester Public Realm Strategy Report 2020- Arup](#)

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