

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.

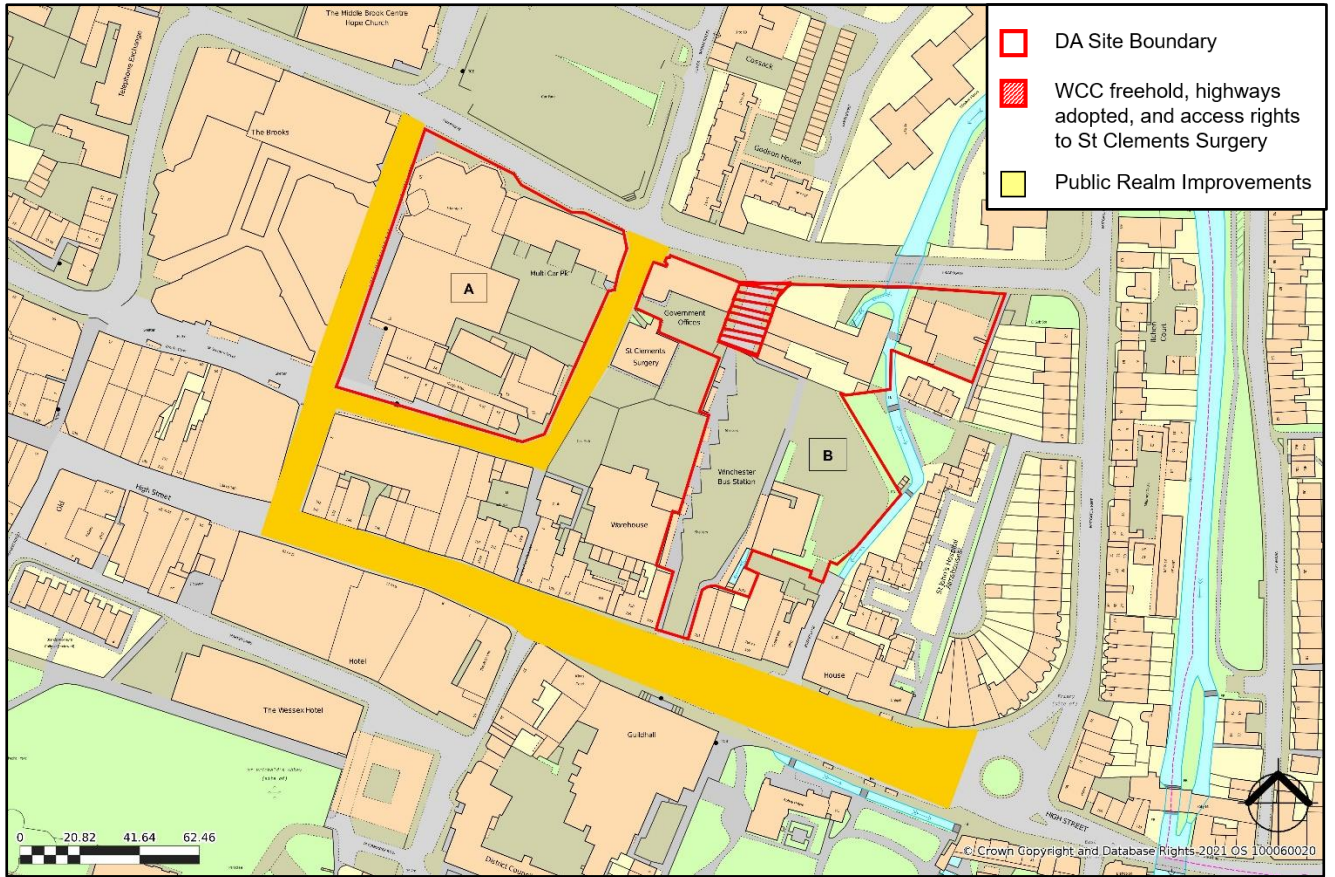
This vision is set out within the Central Winchester Regeneration Supplementary Planning Document (SPD) 2018. The strategic objectives and core requirements of the Council set out within this document were borne out of an extensive community and stakeholder engagement process which enabled this collective 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.

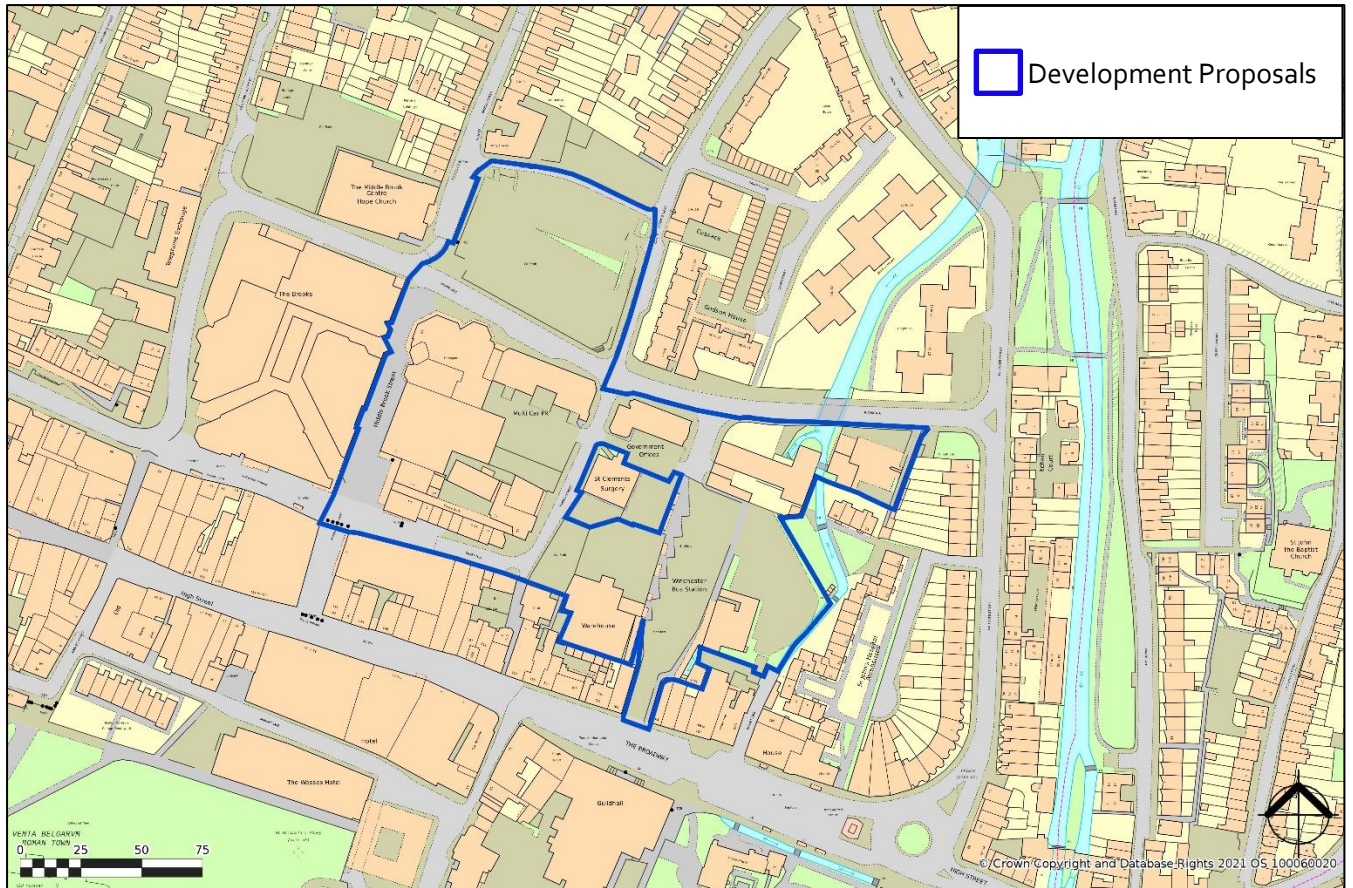
The map below shows the boundaries of the defined site, which would be subject to the development agreement:



The area outlined in red represents the defined site to be governed by the Development Agreement, therefore representing the area to be brought forward for development. The area to be included in the 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 9.6 of this Development Brief.

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 defined 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:

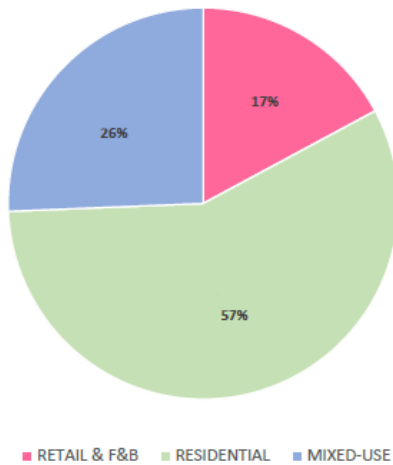


(Source: ARUP, 2021)

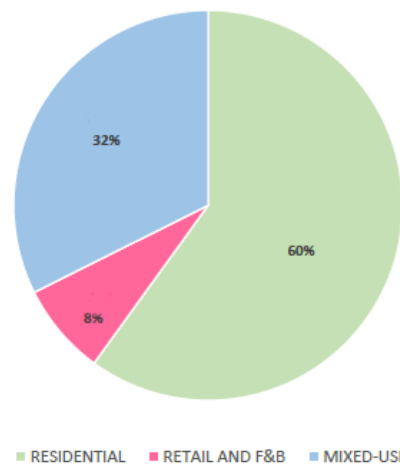
3.2. Development Framework Mix of Uses

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



Mix as per Development Proposals



(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 defined site which would be the subject of the Development Agreement and comprise approximately:

- Circa 180,000 sq ft of residential of which a minimum of 40% is to be affordable;
- Circa 80,000 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. Introduction

This section of the Development Brief describes the key objectives and core requirements of the Council under the Development Agreement.

4.2. 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.

4.3. 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:

(Source: CWR Strategic Outline Case, 2021)

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.

4.4. 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 must 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
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 and adhere to the aims in the above policy documents (alongside 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.

4.5. Bus Solution and Movement Strategy

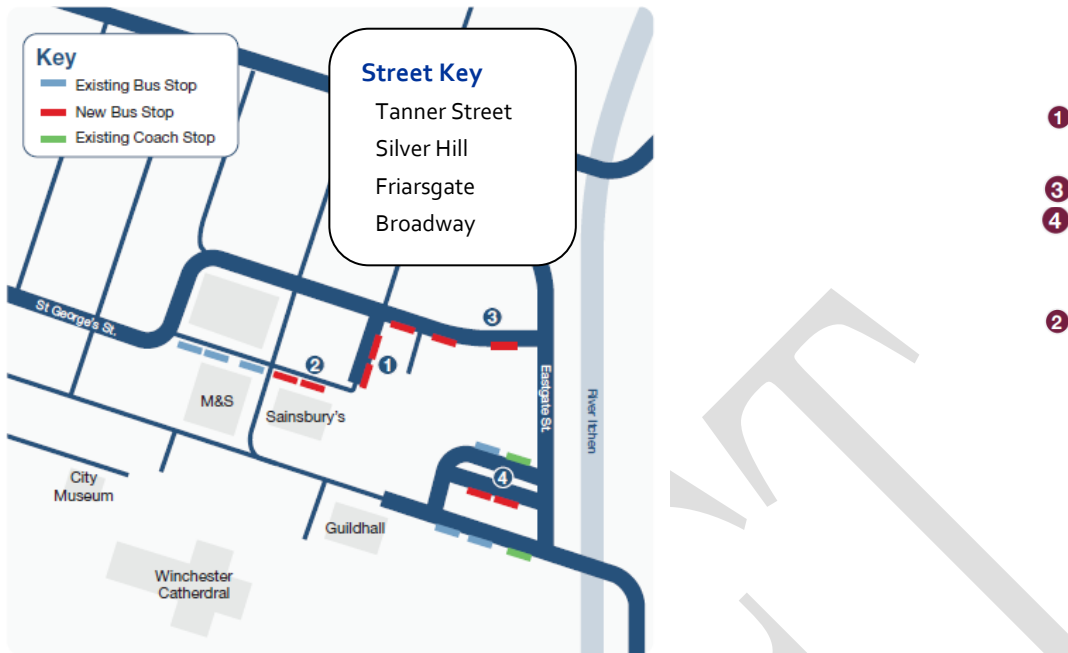
In addition to the below, bidders should refer to the **Bus Travel in Central Winchester** document found at Appendix 9.5.

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.

4.6. 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.

4.7. 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.

4.8. 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:

- 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.
- Council expects that, attached to any planning consent, a condition(s) will require a programme of archaeological excavation of an appropriate scope and scale to fully mitigate the impact of development.
- A Development Partner must be fully aware of the potential archaeology and historic environment of the site itself and the site's context within the historic city and to include a heritage statement in any planning permission submission.
- The Council is committed to the involvement of all appropriate stakeholders and the local community as a whole in developing an approach to the development of CWR. Key stakeholders 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, an exemplary 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 exemplary 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 exemplary 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 Development Partner will lead community engagement, with appropriate consultant

expertise, and in conjunction with the Council. As a minimum, stakeholders, community groups, residents and businesses are 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"

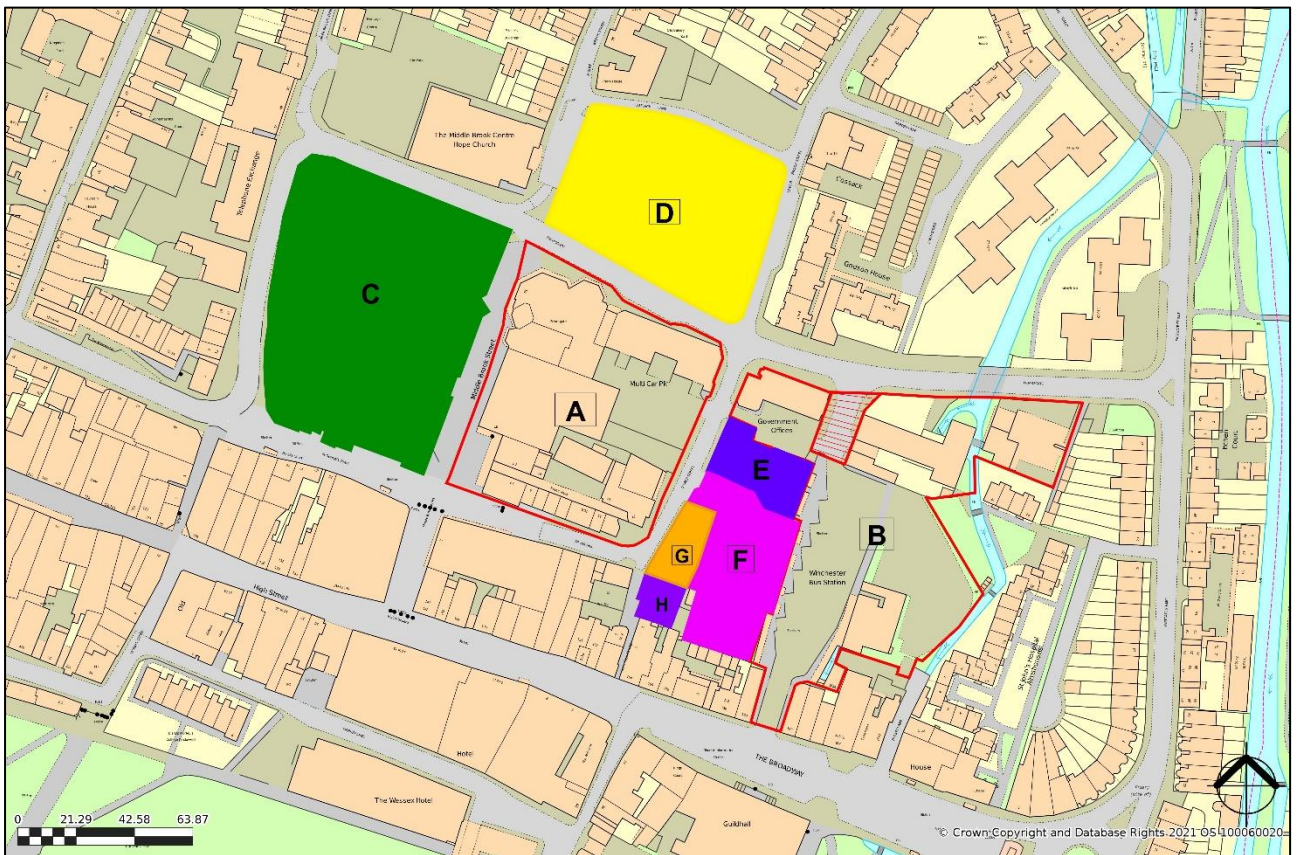
Due to the site's location within a Conservation Area and its close proximity to listed buildings, an outline application for the entire site is not appropriate as a more comprehensive assessment of a proposed development's impact on surrounding heritage and other matters is required.

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.

The application would be supported by statements, assessments and illustrative material to demonstrate how the development proposed addresses the context of the site and its wider setting in line with requirements of paragraph 1.3.6 of the CWR SPD. The application would include a phasing plan which provides details of the proposed timing for the development of the parts of the site including those areas which are not subject to full application details. Any elements of a scheme subject of a planning application which do not accord with the guidance provided in the CWR SPD will need to be explained and justified as part of the application. The Council will need to consider the planning merits of any elements which are at variance to the SPD when undertaking its planning assessment of the application.

The Council, as local planning authority, expects the development partner to hold pre-application discussions prior to the submission of any planning applications and complete a Planning Performance Agreement.

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 draft 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.

- [Air Quality Supplementary Planning Document, adopted October 2021](#)
- Arup (2021) *Winchester Public Realm Strategy Report*. Prepared for Winchester City Council.
- [Carbon Neutrality Action Plan 2020 - 2030](#)
- [Central Winchester Regeneration Development Proposal – Public Participation presentation November 2020](#)
- [Central Winchester Regeneration Strategic Outline Business Case](#)
- [Central Winchester Regeneration Supplementary Planning Document, Adopted June 2018](#)
- [City of Winchester Movement Strategy](#)
- [Council Plan 2021 Edition](#)
- [High Quality Places Supplementary Planning Document \(SPD\) 2015](#)
- [Invest in Winchester 2021](#)
- [JLL Competitive Position Report 2019](#)
- [Kings Walk Feasibility Study July 2020 – Turner Works and Worthwhile Works](#)
- Melvin Gold Consulting Ltd. (2020) *Study of Market Demand and Estimated Financial Performance for a Potential Hotel in the City of Winchester, Hampshire*. Prepared for WCC.
- [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 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 - Cabinet Report \(October 2021\)](#)
- [Winchester District Ten Year Green Economic Strategy 2021 - 2031](#)
- [Winchester Hotel Market Fact File, 2019](#)
- [Winchester Vision 2020](#)

9. Appendices

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9.7. Archaeology Statement

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DRAFT CWR Archaeology Statement

Winchester City Council fully recognises the rich archaeological heritage of the historic city and its surrounding area. This heritage survives both as below ground archaeological remains and as historic buildings and monuments, many of which enjoy statutory protection as Listed Buildings or Scheduled Ancient Monuments.

In particular, the Council recognises that nationally, and possibly internationally, significant archaeological remains, representing at least 2000 years of history, will survive on the Central Winchester development site. This view is supported by a desk-based assessment commissioned by the Council in 2017 which reviewed previous archaeological investigations in the development area and its environs, most notably the Lower Brook Street excavations of 1962-71 and The Brooks site of 1987-8. In addition, a geoarchaeological borehole survey and deposit model of the area undertaken in 2021 showed that there is a considerable depth of archaeological deposits which are likely to be well preserved; a programme of hydrological monitoring and assessment is also currently underway across the site. The City 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.

The City Council recognises that archaeology and the historic environment can be a key driver in building community identity and creating a sense of place as well as enhancing the visitor experience. The Council subscribes to national government's view, as expressed in the National Planning Policy Framework (NPPF) that local authorities should adopt a positive strategy for the conservation and enjoyment of the historic environment (including archaeological remains) when dealing with planning matters. In the case of the Central Winchester development, the City Council expects that prospective developers will make themselves fully aware of the potential archaeology and historic environment of site itself and of the site's context within the historic city. Any proposals submitted for planning permission will be required to include a heritage statement which demonstrates this awareness and sets out clearly how any impact on archaeological remains and the historic environment will be managed in line with the city's local plan policies, the Central Winchester Archaeology Advisory Paper and the National Planning Policy Framework.

The Council is committed to the involvement of all appropriate stakeholders and the local community as a whole in developing an approach to the development of the Central Winchester site. This approach will ensure their interests and concerns as far as archaeology and the historic environment are properly addressed. The Council will ensure that in respect of these matters the development process will be as transparent as possible.

In line with well-established planning procedures set out in the NPPF, the Council expects that, attached to any planning consent, a condition(s) will require a programme of archaeological excavation of an appropriate scope and scale to fully mitigate the impact of development. Any excavations will be carried out by a professional archaeological contractor with the appropriate experience and capacity in line with guidelines adopted by the Chartered Institute for Archaeology. It is expected that development proposals and archaeological mitigation will include proposals for community engagement, where possible, and other related aspects of the project. Before any planning condition is discharged, the results of the excavations will be fully analysed and prepared for professional publication and dissemination to wider audiences in accessible formats.

References:

Available on the Winchester City Council website:

Central Winchester Regeneration Project Archaeological Desk-Based Assessment – Patrick Ottaway 2017

Central Winchester Regeneration Geoarchaeological and Hydrogeological Desk-Based Assessment – ARCA 2020

Central Winchester Regeneration Project: Geoarchaeological Stratigraphic Interim Report – ARCA 2020

Central Winchester Regeneration Project: Updated Interim Integrated Geoarchaeological Report – ARCA 2021

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9.8. Planning Statement

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CWR Planning Statement

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.

The application would be supported by statements, assessments and illustrative material to demonstrate how the development proposed addresses the context of the site and its wider setting in line with requirements of paragraph 1.3.6 of the CWR SPD (see above). The application would include a phasing plan which provides details of the proposed timing for the development of the parts of the site including those areas which are not subject to full application details. Any elements of a scheme subject of a planning application which do not accord with the guidance provided in the CWR SPD will need to be explained and justified as part of the application. The Council will need to consider the planning merits of any elements which are at variance to the SPD when undertaking its planning assessment of the application.

The Council, as local planning authority, expects the development partner to hold pre-application discussions prior to the submission of any planning applications and complete a Planning Performance Agreement details of which are viewed at; <https://www.winchester.gov.uk/planning/pre-application-service>.

Planning policy context:

National

The **National Planning Policy Framework (NPPF)** was published in March 2012 and sets out the government's planning policies across England. It was revised in July 2018 and updated in February 2019. Most recently, it was revised in July 2021. The NPPF promotes competitive town centre environments which provide customer choice and a diverse retail offer whilst reflecting the individuality of the place. A range of other uses are expected to support the viability and vitality of the town centre, including leisure, offices, markets and a wide choice of quality homes. The Planning Practice Guidance was published to support the national framework and inform on explicit planning issues.

The NPPF and Planning Practice Guidance prioritise sustainable development and set out core principles for the design of the built environment, requiring local authorities to seek opportunities to meet the development needs of the area through the planning process.

The **National Design Guide** was published in October 2019 and updated in January 2021 and provides guidance to support well-designed development to achieve places that are beautiful, enduring and successful. Whilst all parts of the National Design Guide are to be followed, specific guidance is provided on context,

identity, built form, movement and public spaces which are key considerations for the development of this site.

Local – Development Plan and Emerging New Local Plan

The development plan for the CWR site is the Winchester District Local Plan Part 1 – Joint Core Strategy (2013) and the Local Plan Part 2 – Development Management and Site Allocations (2017) against which all applications in Winchester are considered and development proposals expected to accord with:

The Local Plan Part 1 – Joint Core Strategy (2013)

The Local Plan Part 1 is the Council's long term strategic plan for development within Winchester District, and includes the strategic vision, objectives and the key policies needed to achieve sustainable development across the district to 2031. It identifies the amount of development, broad locations for change, growth and protection, including allocating strategic sites. The Council adopted the Plan in March 2013.

Development proposals shall meet the requirements of Local Plan Part 2 unless there are material considerations that indicate otherwise, and include the following policies as of key relevance:

- DS1 – Development Strategy and Principles
- WT1 – Development Strategy for Winchester Town
- CP1 – Housing Provision
- CP2 – Housing Provision and Mix
- CP3 – Affordable Housing Provision on Market Led Housing Sites
- CP6 – Local Services and Facilities
- CP8 – Economic Growth and Diversification
- CP10 – Transport
- CP11 – Sustainable Low and Zero Carbon Built Development
- CP13 – High Quality Design
- CP16 – Biodiversity
- CP17 – Flooding, Flood Risk and the Water Environment
- CP20 – Heritage and Landscape Character
- CP21 – Infrastructure and Community Benefit

Affordable Housing Provision, Local Plan Part 1 (Policy CP3) states that all development which increases the supply of housing will be expected to provide 40% of the gross number of dwellings as affordable housing. The Council have confirmed that this threshold will also apply for applications within the CWR development site.

The Local Plan Part 2 – Development Management and Site Allocations (2017)

The Local Plan Part 2 allocates land to deliver the development strategy for new housing, economic growth and diversification set out in Local Plan Part 1 and provide planning policies which relate to the assessment of the details of development proposals. The Local Plan Part 2 was adopted by the Council in April 2017.

Development proposals shall meet the requirements of Local Plan Part 2 unless there are material considerations that indicate otherwise, and include the following policies as of key relevance:

- WIN1 – Winchester Town

- WIN₂ – Town Centre
- WIN₃ – Views and Roofscape
- WIN₄ – Silver Hill Mixed Use Site
- DM₂ – Dwelling Sizes
- DM₇ – Town, District and Local Centres
- DM₁₄ – Masterplans
- DM₁₅ – Local Distinctiveness
- DM₁₆ – Site Design Criteria
- DM₁₇ – Site Development Principles
- DM₁₈ – Access and Parking
- DM₁₉ – Development and Pollution
- DM₂₀ – Development and Noise
- DM₂₄ – Special Trees, Important Hedgerows and Ancient Woodlands
- DM₂₆ – Archaeology
- DM₂₇ – Development in Conservation Areas
- DM₂₈ – Demolition in Conservation Areas
- DM₂₉ – Heritage Assets

Emerging Local Plan

The Council is in the process of preparing a new Local Plan that will cover the period up to 2039. Consultation has taken place on a Strategic Issues & Priorities (SIP) document which concluded in April 2021 (<https://www.localplan.winchester.gov.uk/>). The analysis of the representations is currently taking place and the outcome of the consultation will be reported through the Local Plan Advisory Group by the end of 2021. Whilst the Council is at the very early stages of preparing a new Local Plan, the importance of creating high quality sustainable places and opportunities to support and enhance the town centre are being embedded in the new Local Plan. A number of Local Plan design workshops are taking place before Christmas 2021 to assist the Council with taking these important issues forward.

The timetable for preparing the new Local Plan is included in the Local Development Scheme (<https://www.winchester.gov.uk/planning-policy/winchester-district-local-plan-2018-2038-emerging/local-development-scheme>).

Central Winchester Supplementary Planning Document (SPD)

CWR SPD was adopted by Winchester City Council on 20th of June 2018. The CWR SPD supplements the policies within the adopted Local Plan (Parts 1 and 2) and in Section 1 (Aims & Objectives) the document sets out a Vision, Objectives and Planning and Urban Design Framework for the future development of the Central Winchester Regeneration Area.

High Quality Places SPD

A High Quality Places SPD was adopted by the Council in March 2015. This SPD sets out the expected principles of good urban design and provides guidance for developers as to how to apply Local Plan Policy CP13 (High Quality Design) and Policy CP20 (Heritage and Landscape).

Air Quality Strategic Planning Document

The Air Quality SPD was adopted in October 2021. This SPD sets out the Council's requirements for reducing air pollution emissions from new development and preventing human exposure to poor air quality on all land that is either in or within 1km of the Winchester built up area which includes the CWR red line area.

Other Relevant Plans and Strategies

City of Winchester Movement Strategy

The City of Winchester Movement Strategy was endorsed by the Council in March 2019. This joint policy document developed by Hampshire County Council and the City Council sets out an agreed vision and long-term priorities for travel and transport improvements in Winchester over the next 20 – 30 years.

City of Winchester Vision 2020 – 2030

The City of Winchester Vision 2020 – 2030 was adopted by the Winchester Town Forum January 2021. The vision statement identifies five key themes relating to the evolution of the town area over the next decade and is about how change happens across the city and not just what needs to change. This is relevant when considering the methods to be used to engage and consult with the public and other stakeholders as plans for CWR come forward.

Winchester Conservation Area

The entire central Winchester regeneration area is located within the Walled City character area of the Winchester Conservation Area. There are no listed buildings within the red line area. Key heritage based policies in the adopted Development Plan include; policies DM26, DM27, DM28 and DM29.

The Winchester Conservation Area Project contains a Conservation Area Appraisal, Review and Strategy. Development proposals should have regard to this information when preparing development proposals along with conservation policies set out in the NPPF and in particular Section 16 "Conserving and enhancing the historic environment. Further details are available at; <https://www.winchester.gov.uk/historic-environment/conservation-areas/winchester-conservation-area-project-2003>

Nitrogen Neutrality

Most forms of residential development are required to be nitrogen neutral. Any development which proposes additional overnight accommodation is required to be supported by a Nitrogen Budget Calculator which determines the amount of additional nitrogen discharged into the wider environment.

Mitigation should properly ensure the development does not adversely affect the protected water environment of the Solent. Such measures will be secured by planning condition and/or a section 106 legal agreement to ensure that the mitigation required is delivered in perpetuity (usually a minimum period of 80 years) prior to development being brought into use. Mitigation is a requirement of the Conservation of Habitats and Species Regulations 2017.

At present, many developers are purchasing nutrient credits from third parties (mitigation land owners) where mitigation is not feasible on site. Credits must be agreed with the Council as providing adequate mitigation for the scheme and secured by s106 agreement as part of the planning permission.

A Position Statement must set out how developers consider the nitrogen neutrality issue was adopted by the Council in January 2020 and updated in July 2021. The current position can be found on the Council's website

<https://www.winchester.gov.uk/planning/wcc-position-statement-on-nitrate-neutral-development>

Planning History

Additionally relevant is the planning history of the site which may be viewed on the Council's website.

Community Infrastructure Levy

The Community Infrastructure Levy is covered through a variety of legislative and associated amendments. The interpretation of the CIL Regulations are dependent upon the development proposal and hence are not covered by this statement.

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