

REPORT TITLE: CENTRAL WINCHESTER REGENERATION; DEVELOPMENT DELIVERY PLAN

13 MARCH 2025

REPORT OF CABINET MEMBER: Cllr Martin Tod, Leader and Cabinet Member for Asset Management

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WARD(S): ALL WARDS

PURPOSE

Central Winchester Regeneration (CWR) is a once in a lifetime opportunity to transform the centre of our historic city, bringing homes for local families, providing jobs for local people, making a visit to this heritage city one which will be remembered. The council has a unique opportunity to bring forward sensitive development, adapting to the challenges faced by a new generation and critically to be delivered through the lens of responding to climate change.

After extensive work to develop a Development Brief (Appendix A) that outlines the councils' objectives, a comprehensive procurement process to find a Development Partner that shares the council's vision and values was undertaken and Partnerships & Places LLP (Jigsaw) was subsequently appointed in March 2023.

The Development Agreement (DA) was signed in April 2024 and the first milestone set out in the DA is approval of the Development Delivery Plan (DDP) (Appendix B), a document that shows how Jigsaw will design and deliver a scheme in line with the council's development brief, and as specified in the DA. An initial DDP was appended to the DA as Schedule 3. The DDP will continue to be reviewed and updated as the scheme progresses through design, the planning process, satisfaction of the DA conditions, through to delivery and completion.

It is important to note that the DDP is not a masterplan for the CWR site but the "what, when, who and how" Jigsaw will deliver the CWR site.

This report highlights how the content of the initial DDP has been updated in accordance with the requirements set out in the DA.

In addition to the DDP, this report seeks a Cabinet commitment to the future allocation of Community Infrastructure Levy funding to enable Central Winchester Regeneration infrastructure works.

RECOMMENDATIONS:

That Cabinet:

1. Approves the updated version of the Development Delivery Plan in accordance with clause 5.2. of the Development Agreement, see paragraph 12.
2. Approves the Infrastructure Delivery Plan, the Public Realm Delivery Plan, the Phase Delivery Plan and the initial Financial Model in accordance with clause 5.4 of the Development Agreement, see paragraph 12.
3. Approves the ringfencing of £4.5m of CIL receipts, comprising £4m from the District fund and £0.5m from the Transport and Active Travel fund, to be used for exemplary public realm and green/blue and bus/highway infrastructure works in the Central Winchester Area in line with the Development Delivery Plan.
4. Delegates to the Strategic Director with responsibility for CWR, in consultation with the Cabinet Member for Assets, authority to approve amendments to the Development Delivery Plan as the design develops.
5. Notes the submission of the Initial Financial Model and that work will continue on this during the detailed design pursuant to a planning application.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

Creating places for people and communities to live, work and thrive is of paramount importance to the council. To bring forward the best possible development that respects the past and brings opportunity for the future, the council has appointed Jigsaw, a Development Partner that shares the same vision and ambition to deliver vibrant new mixed-use development that will be creative and innovative.

The Development Delivery Plan maps out how Jigsaw will deliver the Central Winchester Regeneration scheme that supports the priorities set out in the Council Plan.

1.1 Greener Faster

The city council has declared a Climate Emergency and addressing the climate crisis and reaching carbon neutrality is the city council's overarching priority.

Sustainable Development is a key priority for both the council and Jigsaw. The DDP outlines how development will be undertaken sustainably, based on the Footprint methodology. Footprint is Igloo's sustainability policy and practice. It sets out a process which they embed in all their developments to support delivery of great projects for people, places and planet. (see para 11.16). This aligns to the council's vision for a climate resilient district.

1.2 Good Homes for All

Housing in the Winchester district is expensive and finding suitable accommodation which is affordable is a challenge for our young people and families.

Jigsaw's plan is for a mixed intergenerational quarter with a housing offer that includes student housing, homes for younger people (who prioritise affordability/getting on the ladder), people with young families and older people perhaps looking to downsize. Affordable homes will be part of this housing mix based on the local plan policy.

1.3 Thriving Places

The council is focusing on sustainable growth through our Green Economic Development Strategy which sets out the opportunity to build a cluster of national significance in creativity, design and related heritage and nature/land based professional services along with the opportunity to deepen a creativity network of scale.

The newly adopted Cultural Strategy outlines the vision for the Winchester district whereby the district's creative dynamism enriches lives and makes

amazing things happen through education and young people, placemaking, creative industries and events.

The DDP Section 5 shows how the CWR scheme links in to and works to support the visions set out in these key council documents by working to fill the gap of affordable and flexible commercial space, enhancing the evening economy offer and creating an area aimed at attracting and retaining the young and creative talent in the city.

1.4 Healthy Communities

The council's ambition is that all residents live healthy and fulfilled lives, feel safe and secure in their neighbourhood, and enjoy the recreational and cultural opportunities that the district offers and is therefore committed to investing in our public spaces and working hard with partners to deliver pride in place for our residents.

The DDP outlines how provision of improved green space and public realm across the CWR area will encourage residents from across the district and visitors to spend and enjoy more time outside and, with an emphasis on pedestrians and cyclists, will also promote active travel and improve air quality.

1.5 Efficient and Effective

The CWR programme is being managed in line with the council's project management framework. This includes reviewing and updating the programmes risk register and ensuring that mitigation measures are implemented. Quarterly highlight reports are submitted to PAC Board for review.

The DDP outlines Jigsaw's approach to managing the development and delivery of the regeneration schemes to ensure it meets the council's priorities.

1.6 Listening and Learning

The council is committed to ensuring that everyone from everywhere in the district, every background, income or life circumstance has the opportunity to make their voice heard, and that these views are carefully considered and acted upon. Public opinions have been taken into account through the adoption of the Central Winchester Regeneration Supplementary Planning Document (CWR SPD) and the subsequent CWR development proposals and as regeneration of the central Winchester area comes forward.

The DDP outlines how the Jigsaw team have spent the last year meeting and talking to stakeholders, the local community and residents from across the district to hear their views and aspirations for the site and how the process will continue throughout the life of the project. Bringing the community and stakeholders together to shape the vision and designs for the scheme is a

core focus of the Footprint methodology with a golden thread of learning, reporting and feeding back. Their report on the engagement undertaken to date can be found in Appendix C.

Issues raised by the local community included developing links with surrounding transport networks, making it easier to walk and cycle through the city, reflecting the identity of the wider city and striving for carbon neutral development. The DDP responds to these important topics by setting out how Jigsaw will ensure these priorities are met. For example, within the Design Principles section it sets out key objectives to ensure that development will be of exemplar design rooted in Winchester's rich context, history and culture.

2 FINANCIAL IMPLICATIONS

- 2.1 The Development Agreement states that the financial model is to be prepared by the Developer prior to submission of the Planning Application and agreed in accordance with the provisions of clause 5 (Delivery Plans, Phasing Plan and Phase Delivery Plan) and Schedule 14 (Financial Model Instructions). Provisions contained in Schedule 14 set key thresholds and therefore involve agreeing inputs that will change as the design process continues through to planning. An initial financial model to support the Development Delivery Plan (DDP) has been submitted alongside the DDP and will be developed and finalised alongside the masterplan and detailed design (Exempt Appendix F contains the summary of the financial model).
- 2.2 The financial model that has been submitted indicates that the scheme would have a negative land value. This is not a gap that the Council is expected to make up by way of further funding beyond the CIL element contained in this report. Jigsaw holds the responsibility for improving that financial position and have indicated that they are confident in being able to improve it and are prepared to move forward with the detailed design work, incurring several millions of pounds of cost, through to submission of a planning application. The Council's retained development consultants have reviewed the financial model and indicated that the inputs are reasonable based on current market conditions.
- 2.3 It is important to note that no design work has been done yet. The financial model is based upon estimated square metre average costs associated with different building typologies. Similarly, the income side of the equation is based on commercial advice from local agents familiar with the Winchester market both residential and commercial. The model is based on real rates of finance that Jigsaw can access and so the model is robust enough for the Jigsaw Board to agree for submission.
- 2.4 The Business Case done at the time for CAB3371 noted that the Council received annual net income of £669k from the properties across the CWR area. It is anticipated that loss of income from the reduction in car parking spaces will be offset by the users parking elsewhere where there is capacity, although there will be some income loss where users are diverted to car parks

outside the city centre. The specific timing of lost income is affected by the phasing of the development. Whilst it is possible as the scheme develops that a positive land value will be realised and therefore produce a capital receipt to the council, it is prudent at this stage to assume that the current net income generated from the site will be lost and the overall estimated impact is reflected in the council's Medium Term Financial Strategy.

- 2.5 In order to support the infrastructure works detailed elsewhere in the report, it is proposed that £4m District CIL from an overall current resource of £4.482m and £500,000 Transport and Active Travel CIL from an overall resource of £2.641m be ringfenced for the scheme to enable eligible works to be funded via a capital grant.
- 2.6 Applications for use of CIL for infrastructure in the Central Winchester Regeneration will be managed through the normal CIL application and assessment processes. The development itself will be creating CIL receipts of circa £3.8m, dependant on the precise nature of the final scheme.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Council entered into the Development Agreement on 22nd April 2024 following approval of Cabinet on 6th March 2023.
- 3.2 The Development Agreement contains an obligation at Clause 5.4 for the developer to prepare a draft version of the Development Delivery Plan, the Infrastructure Delivery Plan, the Public Realm Delivery Plan, the Phase Delivery Plan and the initial Financial Model within 6 months of the date of the Development Agreement's approval.
- 3.3 This deadline was extended by mutual agreement until February 14th 2025 to allow further work on the viability of the scheme and to allow time for any potential new funding sources to be identified following the Autumn Statement by the Chancellor.
- 3.4 Once the documents referred to in 3.2 are approved by the Council the developer is contractually obliged to submit a planning application within 24 months.
- 3.5 The Community Infrastructure Levy (Amendment) (England) (No.2) Regulations 2019 allow charging authorities to collect funding from qualifying developments in their area, which must be used to support or mitigate the effects of development. It can be used flexibly to fund any infrastructure as defined within the regulations.
- 3.6 The Council could decide not to approve the DDP and initial financial model. Clearly Jigsaw would disagree with that position and the DA allows for the matter to be resolved within 20 working days by reference to senior representatives from all parties. If that is not successful then it can be referred

to mediation. If it is still not agreed by the Ultimate Delivery Plan Long Stop Date then either party may terminate the agreement. In that scenario the Council would have no financial obligation, but Jigsaw would have to pay any outstanding Project Costs to the Council.

4 WORKFORCE IMPLICATIONS

- 4.1 There will be an ongoing council resource requirement through the life of the Development Agreement. The resource requirement will vary depending on the stage of development and will be reviewed at regular intervals but remains the same as reported in CAB3371.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The council is the landowner for the site and the Development Agreement contains the agreed structure and mechanisms governing land and asset transfers to Jigsaw as the project progresses. These were detailed in CAB3371 for the Cabinet meeting on 6th March 2023.
- 5.2 The Estate Management chapter in the DDP outlines how Jigsaw intend to ensure that the site remains a well-cared for, publicly accessible, high quality development in the heart of the city for years to come.
- 5.3 The Estate Management Chapter can be found at page 193 of the DDP.

6 CONSULTATION AND COMMUNICATION

- 6.1 The council has carried out extensive engagement throughout the life of the project to date from development of the CWR SPD through to appointment of Jigsaw in March 2023. The full details were set out in CAB3371.
- 6.2 Continued engagement both in the city and immediate CWR area but also across the district was an important element of the Development Brief. The DA requires Jigsaw to set out their Community and Stakeholder Engagement Strategy and the DDP sets this out.
- 6.3 Since their appointment, Jigsaw have built on work already done by the council and have established an effective and productive engagement process with a wide range of community groups, stakeholders and members of the public. These include drop-in sessions, meet and greets, attending events such as Hat Fair, Stakeholder workshops and a series of Co-Creation workshops. Full details of their work so far can be seen in the Engagement Report at Appendix C.
- 6.4 Outputs from the engagement sessions will be used to inform the CWR masterplan and designs, and can be seen in Appendix C.

- 6.5 Going forward, Jigsaw will continue to engage and involve the community and stakeholders throughout the life of the project using active (personal interactions such as co creation and focus groups), passive (online) and meanwhile methods (trying and testing a variety of activities across the site).
- 6.6 The Community and Stakeholder Engagement chapter can be found at pages 52 - 59 of the DDP.
- 6.7 Ahead of the Cabinet meeting on the 13th March 2025, the project team have held Member briefings to discuss the DDP, and this report was considered by the Scrutiny Committee on 5th March 2025.
- 6.8 The request for a CIL commitment was considered by the CIL Informal Panel in a meeting held on the 20th February 2025.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Throughout the procurement process and as a priority in their final tender submission, Jigsaw demonstrated an understanding of and commitment to the council's sustainability policies and commitments. The DDP outlines Jigsaw's approach to achieving the council's sustainability objectives while seeking to evolve them further to ensure that the climate change and sustainability outcomes are truly best in class.
- 7.2 The Green and Blue Infrastructure Strategy being developed by Jigsaw will detail the proposals of green and blue infrastructure across the development. Key outputs include:
- Flood risk mitigation.
 - Proposals for enhancing the river corridor.
 - Development of a sustainable drainage strategy.
 - Strategies for achieving amenity, wellbeing and biodiversity net gain targets.
 - Addressing water resource scarcity in Winchester and incorporation of water circularity into design.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The council has a statutory duty under section 149 of the Equalities Act 2010 that requires all public bodies to consider the needs of all individuals in their day-to-day work – in shaping policy; in delivering services; and in relation to their own employees. The Public Sector Equality Duty (PSED) is a duty on public bodies and others carrying out public functions. An updated Equalities Impact Assessment is at Appendix E.

- 8.2 Although CWR sits within the St. Michael ward, the Lower Super Output Area (LSOA) also covers part of the St. Bartholomew's ward. This LSOA is amongst the 40% most deprived neighbourhoods in the country (2019, Lower Super Output Areas – Index of Multiple Deprivation).
- 8.3 The completed redevelopment should be well designed and deliver a positive benefit to all protected groups through improved design of buildings and public realm to increase legibility and accessibility through design performance. By seeking to meet the council's planning policy on affordable housing the needs of protected groups should be better met and hence equality of opportunity advanced through the delivery of new, highly accessible, good quality housing, public realm and accessible links into the city centre.
- 8.4 The DDP articulates Jigsaw's approach to ensuring best practice with regard to how diversity and inclusion is embedded in their approach to delivery, with particular attention paid to:
- a) Engagement with stakeholders and the local community throughout the lifetime of the project.
 - b) Recruitment of staff and procurement of sub-consultants.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 Due regard has been given to the council's obligations under the Data Protection Act 2018 and General Data Protection Regulation (GDPR) 2018, it is considered that a Data Processing Impact Assessment (DPIA) is not required for this report.
- 9.2 Any data collected has been and will be held in accordance with the Data Protection Act 2018 and General Data Protection Regulations 2018.
- 9.3 This will be applied to any data collected as a result of any future events, consultations and engagements.

10 RISK MANAGEMENT

10.1

- a) Risk: The design process does not identify a financially viable scheme

Mitigation: Continue to work closely with Jigsaw to identify a realistic and considered design approach.
Continue to interrogate and challenge the development appraisal,

seeking independent specialist advice where needed and have formal reviews every quarter.

Work with Jigsaw to explore funding options through production of the Full Business Case, identifying and securing external grant funding where available.

- b) Risk: The proposed scheme is not affordable to the council

Mitigation: Continue to work closely with and challenge Jigsaw to identify a realistic and considered design approach.

Continuing engagement with council members and other key stakeholders.

Continue to work closely with Jigsaw to identify options to retain an income stream through production of the Full Business Case.

- c) Risk: Construction cost increases and supply chain disruptions

Mitigation: Regular close monitoring of construction market supply and demand.

- d) Risk: Failure to satisfy the detailed CIL application process and secure the earmarked CIL funding

Mitigation: The commitment request sets out the proposal in broad terms, which are in accordance with CIL eligibility criteria. Regular review of the detailed plans as they evolve to ensure CIL compliance.

- e) Risk: CIL commitment affects ability to deliver other infrastructure across the district.

Mitigation: The commitment will be met from current CIL receipts; the collection of due CIL receipts each year will enable the District fund to be replenished.

11 SUPPORTING INFORMATION

Background

- 11.1 Winchester has a rich and varied history, the ancient capital of England and where English language originated, that has prospered for over 2,000 years through determination and innovation. The same strengths will enable us to meet the challenges faced today and tomorrow, and there is a united desire across Winchester and the wider district for a revitalised city centre with a mix of uses, spaces and connections that will enable a timeless city to meet the challenges and opportunities of the 21st century and beyond.
- 11.2 Winchester is a proud city committed to its stewardship and, after several years of dedicated work which includes adoption of the Central Winchester

Regeneration Supplementary Planning Document, approval of the CWR Development Proposals, agreement of the Development Objectives and the drafting of an approved Development Brief, the council sought to find a development partner that shares the aspirations for the city to work in partnership to shape its future.

- 11.3 In March 2023, after a year long procurement process, the council appointed Partnerships & Places LLP, known in Winchester as Jigsaw, to work to deliver the next chapter in the story.

Development Delivery Plan

- 11.4 Over the last year, the council has been working with Jigsaw to complete the Development Agreement (DA) then working towards the first milestone, submission of the CWR Development Delivery Plan (DDP), a binding document appended to the DA, that sets out how Jigsaw will work in partnership with the council to deliver the vision set out for the CWR area, namely;

“a mixed use pedestrian friendly quarter that is distinctly Winchester and 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”

- 11.5 The DDP is defined in the DA as being;

“the delivery plan for the Development incorporating the Developer’s Tender, and being in accordance with the Development Objectives as set out in Schedule 3, which is to be updated and thereafter amended as necessary from time to time by written agreement of the council”

- 11.6 A day one version of the DDP was attached to the DA and included in CAB3371 on 6th March 2023, which outlined the approach that Jigsaw committed to take throughout the procurement process to deliver the CWR site to meet the objectives set out in the Development Brief, both the CWR SPD objectives and the Investment Objectives of Live, Work, Play, student and young person experience, overnight tourism and sustainable development. The day 1 delivery plan included areas such as:

- a) Approach to mixed use quarter.
- b) Approach to high quality public realm and placemaking.
- c) Approach to community and stakeholder engagement.
- d) Approach to sustainability.
- e) Approach to social value.
- f) Approach to meanwhile uses.

- 11.7 The full day one DDP can be seen in CAB 3371 and as specified in the DA, it incorporates Jigsaw’s final tender submission, including additional sections outlining their approach to market understanding, design principles, estate management, planning, archaeology and partnering and procurement. The headings in the Day one Delivery Plan were based on specific questions asked as part of the procurement process to differentiate between the different tenders.
- 11.8 Jigsaw have now moved to structuring the DDP to reflect the requirements of the Development Objectives and the way in which they work. It is intended to be an evolving document that is regularly updated and reviewed as the project progresses and new information becomes available. The table below shows how this has evolved.

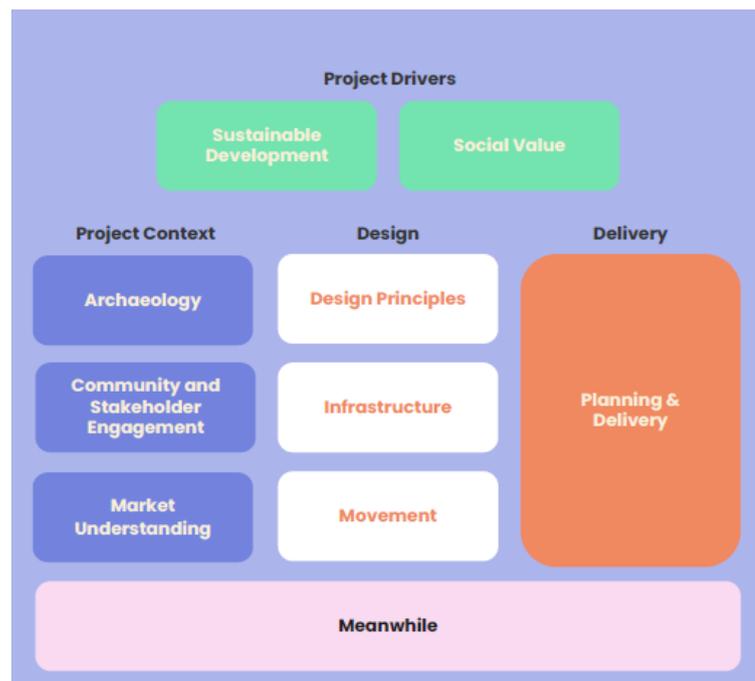
DDP document structure	
Development Agreement Schedule 3	DDP Chapter
	Project Drivers
3.5. Approach to Sustainability	1 / Sustainable Development
3.6. Approach to Social Value	2 / Social Value
	Project Context
3.13. Archaeology Strategy	3 / Archaeology
3.4. Approach to Community & Stakeholder Engagement	4 / Community and Stakeholder Engagement
3.10. Market Understanding	5 / Market Understanding
	Design
3.1. Approach to Mixed Use Quarter 3.2. Approach to High Quality Public Realm & Placemaking 3.11. Residential Typology Strategy 3.12. Design Principles	6 / Design Principles
	7 / Infrastructure
	8 / Movement
3.7. Approach to Meanwhile Uses	9 / Meanwhile
	Delivery
3.8. Planning Strategy 3.9. Partnering & Procurement 3.14. Programme 3.15. Architectural Delivery Structure including the Phasing Plan 3.3. Estate Management	10 / Planning & Delivery

- 11.9 Alongside the DDP but not required as part of the final tender submission, the DA requires that an Infrastructure Delivery Plan (IDP) and a Public Realm Delivery Plan (PRDP) be developed alongside the DDP and submitted at the same time and be subject to the same review and amendment arrangements as the DDP.
- 11.10 Since confirmation of their appointment, the Jigsaw team has been undertaking technical studies and surveys, exploring potential development

options, phasing and viability, engaging with the community, stakeholders and council teams and getting to know the city. The outputs have been incorporated into the updated version of the DDP which is being submitted at this stage.

The updated DDP can be seen at Appendix B and as noted in Paragraph 11.7 looks a little different from the day one version for the reason outlined, but it includes all the required information and reflects the way that Jigsaw work making it a working document that now includes both the IDP and the PRDP.

- 11.11 The introduction of the updated DDP sets out the purpose of the document, specifying both what it is and what it is not. **It is** the “What, When, Who and How” Jigsaw will plan, develop and bring to life the CWR site. **It is not** a masterplan for the site as this will be developed in collaboration with the community and stakeholders during the design and planning process.
- 11.12 The Introduction can be found at page 5 of the DDP.
- 11.13 Following the introduction, the DDP identifies two key drivers for the project, Sustainable Development and Social Value, setting out what Jigsaw wants to achieve and ensuring they will deliver the widest benefit over the long term.
- 11.14 The structure of the remainder of the updated DDP groups aspects of the project into context, design, delivery and meanwhile uses and these chapters describe how Jigsaw will work closely with Winchester’s local communities and businesses throughout the lifetime of the project, creating a development that recognises the vision and brings both social and economic value to the wider area.
- 11.15 The structure of the updated DDP, taken from the document, can be seen below:



11.16 The project will be delivered using the Jigsaw Footprint methodology with a golden thread of learning, reporting and feeding back and this approach is demonstrated throughout the document. The six elements of the Footprint methodology are laid out here, with people, place and planet at the heart of the process:



11.17 A summary of each chapter of the DDP is outlined below, reflecting the reasons why Jigsaw were chosen as the developer. The two key drivers not only reflect the Development Objectives but also reflect their individual company beliefs about how development should be undertaken.

- a) **Sustainable Development:** this chapter sets out the overarching approach to driving and achieving ambitious outcomes through the

design and delivery of the CWR development. This will be achieved using Jigsaw's Footprint methodology and will be an iterative approach which recognises critical decisions that need to be taken at each stage of the delivery process.

The chapter states that to ensure sustainable development is achieved, the following components will be developed:

- (i) Sustainable Development Framework which describes how project specific objectives and targets will be established and organised around the Footprint themes, informed by a baseline understanding of project context and co-creation sessions.
- (ii) Design: Design concepts, interventions and strategies will be developed and tested to measure how well they achieve the project objectives. This will include whole lifecycle appraisal of options and testing with key stakeholders.
- (iii) Delivery: Each component of the project will be procured and delivered working in partnership with others to include different business models and stewardship approaches. Sustainable development requirements will be imbedded into the procurement process.
- (iv) Governance: The sustainable development strategy will be monitored, reported on and overseen as the project progresses and key decisions will be appraised by the Joint Project Board to ensure the vision is being met.

The Sustainable Development chapter can be found at pages 12 - 21 of the DDP.

- b) **Social Value:** Social value is about improving peoples quality of life and sits alongside sustainable development as a key driver to achieving the CWR vision and objectives. This chapter outlines how a place based social value strategy is agreed, setting out the methodology for developing the various components of the strategy and how the Jigsaw approach will add value beyond the development requirements and maximise the long term benefits.

The chapter states that this will be achieved by developing the following components:

- (i) Baseline review to understand the challenges, opportunities and priorities for local communities together with the outputs from the initial Footprint co-creation process.
- (ii) Establishing a framework for Winchester which sets out the ambition, principles and scope of the Social Value Strategy through a co-creation workshop.

- (iii) Defining outcomes and agreeing the long term vision and changes that are identified.
- (iv) Developing delivery strategies using co-creation activities to achieve the outcomes across the lifecycle of the project.
- (v) Developing a framework to monitor and measure the outputs and outcomes over the project's lifespan.
- (vi) Establishing the governance and oversight of the Social Value Strategy throughout the lifespan of the project to ensure there is the capability to deliver it.

The Social Value chapter can be found at pages 22 - 36 of the DDP.

- c) **Project context:** This is about understanding the history of Winchester and the accompanying opportunity to learn more about it from the archaeological work already undertaken by the Council. It is also about understanding the views of local people and organisations about how this opportunity can be used to achieve wider goals than simply new buildings. Lastly it is also about how this opportunity sits alongside the wider commercial heart of the city and how it can reinforce and add to the role the City Centre plays.
- d) **Archaeology:** This chapter outlines how Jigsaw will develop a strategy that builds on Patrick Ottaway's baseline study of the area and subsequent work carried out by the council based on the recommendations of the CWR Independent Archaeology Panel. Jigsaw has commissioned PCA Heritage as their Archaeology consultant to develop and articulate their strategy for the sustainable preservation and enhancement of the rich archaeological resource of the CWR site. Preservation in situ is the overarching approach in line with National Planning policy and it is a staged process that is required to arrive at this outcome.

The chapter details what work has been carried out and learnings from that work to date, the understanding and implementation of the preserve in situ approach, how collaboration and community engagement will be approached and goes on to explain what will be done during each of the RIBA stages of design and when that is likely to be.

Case studies are included in the document to demonstrate how Jigsaw have approached and embraced the opportunities that the archaeological elements of the project can bring.

The Archaeology chapter can be found at pages 37 – 51 of the DDP.

- e) **Community and Stakeholder Engagement:** One of the areas that Jigsaw scored well in during the procurement process was their

approach to community and stakeholder engagement and since their appointment, they have been working hard in Winchester to ensure they do as promised. They have met with a range of stakeholders, held a series of workshops and drop-in sessions across the city and wider district and have had several co-creation workshops, all focused on bringing the community together to capture as many views and aspirations as possible so they can feed those into the designs for the scheme.

A report on the engagement to date can be seen at Appendix C.

The DDP chapter details how their engagement approach sits within the Footprint methodology and how they will continue to engage throughout the life of the project, using a range of different methods to ensure that as many people as possible can engage.

The Community and Stakeholder Engagement chapter can be found at pages 52 to 59 of the DDP.

- f) **Market Understanding:** Jigsaw has undertaken studies on both the commercial and the residential markets both nationally, to understand the macro drivers, and here in Winchester. The Market Understanding chapter outlines what they have done and as a result, what the intention for the CWR site is. It is important to bear in mind that no design or masterplan has yet been developed and so, alongside ongoing community and stakeholder engagement, the Jigsaw team will continue to study the relevant markets over the coming months and years so that the design process takes into account the most up to date market data.

The Market Understanding chapter can be found at pages 60 - 64 of the DDP.

- g) **Design:** This section is about understanding the physical qualities that exist in and around the site and how the Jigsaw design team can utilise those physical characteristics both natural and man-made to inform their designs for the Central Winchester area. It also informs what new infrastructure will be required and how people move around, through and within the site taking into account the surrounding City Centre.
- (i) **Design Principles:** The CWR Development Brief sets out the ambition for exemplary design quality, standards and placemaking which is rooted in Winchester's rich context, history and culture.

This DDP chapter sets out how Jigsaw have responded to both the SPD and the emerging Local Plan and how they have built on work, dialogue and knowledge that has already been done. The chapter identifies some key design objectives and

aspirations that the urban design and architectural proposals will need to meet.

Key design objectives are established and outlined under key umbrellas of “Winchesterness” and “Views and Skylines” and this chapter details how they will be interpreted throughout the design process.

- (ii) The chapter also outlines how the vision will be realised by detailing thoughts on how Jigsaw will deliver a vibrant mix of uses which are knitted together with high quality public realm.

The Design Principles chapter can be found at pages 65 - 93 of the DDP.

- h) **Infrastructure:** The Development Brief sets out the strategic objectives for the project which includes delivering exceptional public realm, greener sustainable transport, increased biodiversity and green infrastructure.

The IDP chapter provides an analysis of the base line conditions across the site and identifies key opportunities and constraints.

The chapter maps out how the infrastructure, a key enabler for the development of the site, will be delivered to meet existing and future needs, including those arising from new residential and commercial units as well as increased visitor numbers, sets out how a delivery strategy will be developed for each infrastructure system, key outcomes from those strategies and how those will be fed into the design process.

The Infrastructure chapter can be found at pages 94 – 133 of the DDP.

- i) **Movement:** This chapter concentrates on the key area of movement and outlines how Jigsaw will look to deliver a development that supports the reduction of vehicles in and around the city, encouraging active travel and improving opportunities to promote sustainable travel. Jigsaw aim to pull together the policies and standards not only from the SPD and Winchester Movement Strategy (WMS) but also the emerging Local Plan and others.

The chapter sets out how Jigsaw, in partnership with the council, Hampshire County Council and the bus operators, will work to deliver a solution to replace the current number of bus stands which currently sit within the CWR site, and recognising the role buses play in the longer term.

The Movement chapter can be found at pages 134 – 158 of the DDP.

- j) **Planning and Delivery:** This chapter sets out the Planning Strategy for the CWR site, outlining the principles to be followed, key issues and the level of detail required with a planning application. Key areas include the planning policy, requirements set out in the Development Brief, the proposed type of planning application and programme and delivery. This chapter also addressed phasing and how the development will be managed going forward.

The vision is to deliver a mixed use pedestrian friendly quarter set in exceptional public realm and therefore keeping the area open and truly public is a key priority for the partnership. The Estate Management section, set within the planning and delivery chapter, sets out the principles of how this will be achieved. This can be found at page 193.

The Planning and Delivery chapter can be found at pages 174 – 193 of the DDP.

- k) **Meanwhile:** While the design and planning processes are underway, Jigsaw have set out opportunities to generate interest, try out ideas and possibly create income on parts of the site that builds on work already started by the council at Kings Walk and Friarsgate Medical Centre.

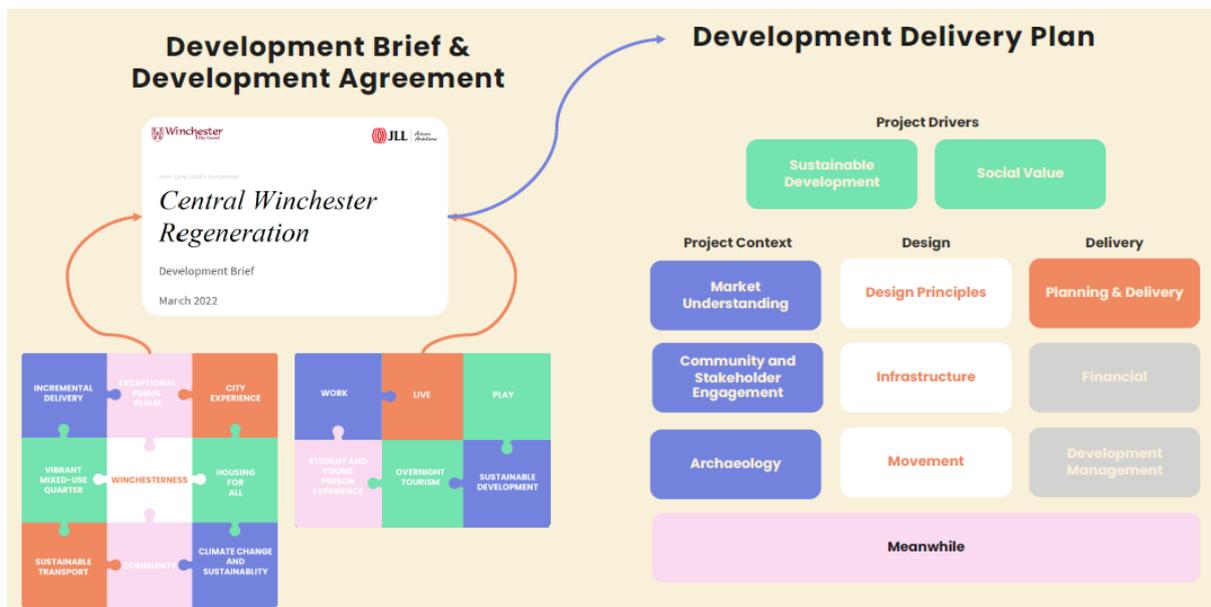
The Meanwhile uses chapter outlines how these opportunities could be delivered and continues to bring the community and stakeholders together to set the foundations for the longer term development.

The Meanwhile chapter can be found at pages 160 – 173 of the DDP.

12 HOW THE DEVELOPMENT DELIVERY PLAN MEETS THE OBLIGATIONS SET OUT IN THE DA

- 12.1 The DA sets out the council's obligations with regard to approval of the Development Delivery Plan, the Infrastructure Delivery Plan, the Public Realm Delivery Plan and the Financial Model in clauses 5.2 and 5.4.
- 12.2 Clause 5.2 states that as soon as practicably possible after signing of the DA prior to the submission of the Planning Permission, the Developer shall prepare, agree and circulate for council approval a draft updated version of the DDP, including the Phasing Plan.
- 12.3 The council can withhold approval if:
- a) All or part of the DDP is not in accordance with the Development Objectives.
 - b) The DDP is not coherent across the Phases.

- 12.4 The DA provides for a “Board” to be established including representatives of the Council and Jigsaw. The Board will meet on a monthly basis and also have formal Quarterly Reviews. Schedule 8 – Governance of the DA sets out the scope of the decision-making. That makes it clear that the Board cannot make decisions, which are in conflict with the terms of the DA and will always be without prejudice to those matters that are expressly subject to the Council’s or Developer’s consent or approval under the DA.
- 13 The DA makes it clear that the DDP will be updated quarterly and therefore the Council needs the ability to accept changes to it as the project develops. Recommendation 4 delegates the Authority to the Strategic Director in consultation with the Lead Member for Assets to agree those changes, noting the limitation outlined in the paragraph above. As noted in the paragraph above any changes that are in conflict with the terms of the DA will require explicit approval as part of a negotiation.
- 13.1 The Development Objectives centre around the 9 Objectives set out in the CWR SPD and the 6 Investment Objectives identified in the business cases. The figure below shows that the objectives that feed into the DDP.



- 13.2 The project drivers set at the beginning of the DDP of Sustainable Development and Social Value outline how Jigsaw aim to have the objectives at the heart of everything they do.
- a) The sustainable development chapter outlines how Jigsaw will deliver the CWR scheme with sustainability the focus for all aspects of design and delivery and therefore meets the Development Objectives around sustainability, including transport, and climate change.

- b) The social value chapter sets out how the CWR site could improve people's lives through the lifetime of the project and beyond through looking at the residential offer with exploring homes for all and providing a sense of community (live), a vibrant mixed use scheme and the city experience (work, student and young person experience) and exceptional public realm (play).
- c) Jigsaw have outlined how they would like to introduce and try out meanwhile uses across the site to help bring some of those objectives to life as the project progresses.
- d) The design principles set out how Jigsaw will design a scheme that takes into account "Winchesterness".
- e) The Meanwhile uses and Planning and Delivery sections identify the phasing and how the scheme will be delivered to meet the incremental delivery objectives.

13.3 Clause 5.4 of the DA states that Infrastructure Delivery Plan, the Public Realm Delivery Plan, the Phasing plan and the initial Financial Model are to be developed alongside the DDP and submitted for council approval with the draft updated DDP.

13.4 The council can withhold approval if:

- a) All or part of the plans are not in accordance with the Development Objectives.
- b) The IDP and/or the PRDP are not coherent across the Phases.
- c) The plans are in any material respect inconsistent with the DDP.

13.5 The IDP, PRDP and phasing plan have been incorporated into the DDP to ensure that these delivery plans meet the obligations set out above.

13.6 The initial Financial model has been submitted alongside the delivery plans to make sure that the content of the updated DDP represents a realistic basis on which to progress to the detailed design stages. It is important to note that the financial model at this stage indicates the current financial position and this will be subject to change as the design progresses towards a planning application. The initial financial model will be updated and submitted to the Council for review quarterly (alongside updated delivery plans). Such updated iterations of the financial model will demonstrate whether the emerging scheme remains viable and affordable. The financial model prepared and agreed prior to the submission of the planning application will set thresholds such as the Land Value Thresholds. It is not possible to do it at this stage given the level of design to date. The full Financial Model will be submitted alongside the draft Planning Application and Full Business Case.

- 13.7 The initial Financial Model contains commercially sensitive information and assumptions. The summary is therefore included as an exempt Appendix F.

14 NEXT STEPS

- 14.1 The DA sets a series of Milestones and Longstop Dates for the project, and the DDP contains the anticipated programme for the project.
- 14.2 This can be seen at page 8 of the DDP and represents a worst case scenario based on the Longstop dates in the DA. Jigsaw will be seeking to improve on those dates.
- 14.3 Once the DDP has been to Cabinet on the 13th March 2025, the Jigsaw team begin the Masterplanning and detailed design stage of the project, following the RIBA stages.
- 14.4 It is anticipated that RIBA stages 1 (Masterplanning) and 2 (Detailed Design) will be completed by Autumn 2026 and Cabinet approval will be sought at that point to submit the planning application to the LPA. The programme shows that community and stakeholder engagement will continue throughout this process. This is an indicative programme, and quarterly updates will be agreed as part of the ongoing reporting required under the DA.
- 14.5 At this point a Full Business Case will also be completed and this will identify the financial implications for the council.

15 CIL COMMITMENT

- 15.1 A request for CIL funding totalling £4.5m was submitted by the Regeneration Team in February 2025, to meet the costs of CIL eligible infrastructure that will form part of the CWR scheme. This will include highway works, bus infrastructure, exemplary public realm and green/blue infrastructure and will be delivered over all phases of the CWR scheme. Jigsaw require certainty of funding through the estimated timescale for delivery of the works. This means that the funding would be sought as described in Para 2.4 above.
- 15.2 The forecast CIL funding retained by WCC and still to be allocated, based on figures at the end of December 2024, is c.£7.5m. The CIL remaining to be allocated is now split into 3 funds (see CAB3385 in July 2023). Note that the development itself will create a CIL receipt of circa £3.8m subject to the final detailed planning application.
- 15.3 The CIL funding request was considered by the CIL Panel on 20th February 2025.

- 15.4 It is proposed that the approval and release of CIL funding for CWR is administered as a two-stage process:
- a) First stage now, via this report, with a commitment by Cabinet to earmark £4.5m from current CIL receipts. To be used for exemplary public realm and green/blue and highway infrastructure works (in compliance with relevant CIL legislation and guidance to support the development of the area).
 - b) Second stage, following a detailed CIL application(s) providing full details of the works to be funded. This would need to accord with this outline request.

16 OTHER OPTIONS CONSIDERED AND REJECTED

- 16.1 The option of not confirming that the DDP meets the obligations set out in the DA was considered.
- 16.2 The DDP was submitted to the council on the 14th February 2025 and has been reviewed against and considered to have met the obligations set out in the DA.
- 16.3 As such, the option of not confirming that the DDP meets those objectives has therefore been rejected.

BACKGROUND DOCUMENTS:

Previous Committee Reports:

1. Previous Committee Reports:
 - A. CAB3034 Central Winchester – Adoption of SPD - June 2018
 - B. DD17 Cabinet Member for Housing and Asset Management Decision Day CWR Project Update – 12 October 2020
 - C. CAB3271 CWR Development Proposals - November 2020
 - D. CAB3281 CWR Development Proposals and Delivery Strategy – March 2021
 - E. CAB3303 CWR Strategic Outline Business Case – July 2021
 - F. CAB3322 CWR Outline Business Case – December 2021
 - G. CAB3395R Governance of the CWR project – February 2023
 - H. CAB3371 Appointment of Development Partner and next steps – March 2023

Other Background Documents:

APPENDICES:

- A. Central Winchester Regeneration Development Brief
- B. Development Delivery Plan February 2025
- C. Engagement Summary Report February 2025
- D. Updated Risk Register March 2025
- E. Updated Equalities Impact Assessment March 2025
- F. Initial Financial Model – Exempt Appendix