

REPORT TITLE: STATION APPROACH PROJECT – RESULTS OF CAPACITY STUDY AND NEXT STEPS

07 JUNE 2023

REPORT OF THE LEADER OF THE COUNCIL AND CABINET MEMBER FOR ASSET MANAGEMENT: Cllr Martin Tod

Contact Officer: Emma Taylor Tel No: 07980 732199

Email etaylor@winchester.gov.uk

WARD(S): ST PAUL, ST BARTHOLOMEW

PURPOSE

The area around Winchester Railway Station, known as Station Approach, is an important gateway to the city and has been identified in the Local Plan as a site worthy of regeneration (Local Plan WIN5-7, emerging Local Plan W8).

In July 2022, Cabinet agreed a new approach to be undertaken to determine whether a viable project could be brought forward at Station Approach. This involved a number of work streams including working with adjacent landowners, embarking on a comprehensive and active engagement with the community and undertaking a capacity study.

In March 2023, Cabinet Regeneration Committee received a report (CAB3399R) setting out the results of the initial engagement and consultation with local residents and key stakeholders.

This report provides the results of the capacity study that was undertaken between October 2022 and March 2023.

RECOMMENDATIONS:

That Cabinet Committee:

1. Note the outcome of the capacity study indicating that there are currently opportunities to bring forward a potentially viable scheme.
2. Agree that a further report will be submitted to a future Cabinet later this year incorporating the conclusions of the capacity study and other technical works undertaken into a Strategic Outline Case setting out options for how this project may be progressed.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Tackling the climate emergency and creating a greener district

This project provides the opportunity to realise a connected sustainable development that contributes to one of the council's key ambitions to be carbon neutral. This project will look to ensure any development proposals uphold and strengthen our commitment to tackling the climate emergency and sustainable transport. The re-use of this brownfield site and its role as a transport interchange / public transport hub provides economic, social and community benefit and further supports this aim.

The railway station provides an important hub for trains, local bus services, Park & Ride, taxis, pedestrians and cyclists and we will further improve facilities and integration working in conjunction with the county council and train operators. This project will integrate the offer of different and connected transport nodes supplemented with enhanced facilities making it a truly green travel hub for existing and new/potential users.

1.2 Homes for all

Housing in our district is expensive and young people and families are moving further afield because they are unable to find suitable accommodation they can afford. Supported by the Local Plan to ensure the right mix of homes is built for all sectors of our society, including young people, this project will consider the market and evaluate the possibility of residential uses across the sites. If residential use is appropriate, the council will ensure that any development provides affordable housing and homes at fair market value.

1.3 Vibrant local economy

Work patterns, commuter habits and the way people use city centres are changing. This project will make a vital contribution to Winchester's future economy – helping to deliver the council's objective for a vibrant green economy and ensuring that Winchester's centre continues to thrive.

The city of Winchester is an important source of district employment and we need to ensure that we have the right places for businesses to relocate/expand and start-up that will provide employment opportunities. We will be guided by market analysis and grow the economy by building, where appropriate, attractive commercial buildings that will realise economic, environmental and social benefits for our residents and compliment the work being progressed by the Central Winchester Regeneration project.

1.4 Living well

The council is committed to enabling and promoting improved cycling and walking in line with the Winchester Movement Strategy (WMS) and Local

Walking and Cycling Infrastructure Plan (LCWIP). This project will promote greater use of sustainable transport in line with the WMS. But it will not just be a 'good place to move through': the project's focus on high quality design and positive place-making will ensure that it is a 'good place to be' with regeneration of this area providing opportunities for significant improvement to the public realm.

1.5 Your services, your voice

The Station Approach project will provide the public with genuine opportunities to participate in shaping the future development of the area. The opportunity for active, positive public consultation has been included by outlining the process of consultation and all the points along the journey where public views will be captured. Feedback will be given and where views are used to shape the development of any scheme that comes forward as a result of the council's activities, this will be fully identified.

The project has undertaken an initial round of consultation and engagement from August to October 2022 to understand stakeholder views on the development principles of the project as well as current uses and future aspirations for the area. The consultation received over 1000 responses across the completed surveys and interactive map comments. The feedback received has been incorporated into the options explored as part of the capacity study and will continue to inform any future master planning exercise. The project is committed to continued engagement throughout any future stages to allow stakeholders to remain a vital part of the process.

2 FINANCIAL IMPLICATIONS

- 2.1 A £1m budget for additional project delivery resources to support regeneration work in the district was approved by Cabinet in October 2021. £254,000 of this budget has been allocated to Station Approach for the 1st phase of this project.
- 2.2 Whilst this report does not identify further funding requirements at this stage, when the Strategic Outline Case is considered by Cabinet, if the council wishes to progress to the next stage, further funding for the development of delivery options and an Outline Business Case will be required.
- 2.3 An Outline Business Case would explore both the financial implications of losing existing income streams on the council owned parts of the site (i.e., car parking revenue from the Gladstone Street and adjacent leased car parks, Cattle Market and Worthy Lane; property rents received from the former Registry Office etc.) – as well as options to replace them in other areas – and the costs of / income from future options for the site.

- 2.4 As well as being commercially viable any scheme proposed for Council owned sites will need to be affordable to the Council. This will be explored at Outline Business Case stage.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The capacity study was procured following a competitive process in compliance with the city council's Contract Procedure Rules and the Public Procurement Regulations 2015.
- 3.2 This report provides the outcomes of the capacity study and therefore contains no direct legal or procurement implications.

4 WORKFORCE IMPLICATIONS

- 4.1 External resources have been procured, as set out in paragraph 3.1 above, to undertake the capacity study as follows:

External Support	Company
Capacity Study	Haworth Tompkins
Commercial/Cost Consultancy	IKON

- 4.2 Project management continues to be led by the council's interim Project Lead and Project Manager, supported by contracted consultants. Teams from across the council are engaged in this project e.g., property, legal, communications. Ongoing staffing for all services, including regeneration projects, are included in annual budgets or individual business cases. The Strategic Outline Case that is being developed will set out implications for future resourcing should the decision be taken to progress the project further.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The council is a significant landowner in the Station Approach area. These landholdings consist of Gladstone Street car park and leased parking adjacent, together with the former registry office, Cattle Market and Worthy Lane car parks. Whilst there are no implications at this stage of the project there will be issues to consider as the project progresses and options are identified, such as how many and when parking spaces could be released to enable development and whether the council chooses to dispose of assets for development, enters into a joint venture partnership or self develops. Please refer to paragraph 11.10 which identifies the project area and land ownership.

6 CONSULTATION AND COMMUNICATION

- 6.1 An external public affairs agency Meeting Place Communications (MPC) was appointed in April 2022 to support the council in developing a communications

and engagement strategy for the project. The strategy was approved by Cabinet in July 2022 ref CAB3399(R). A period of initial consultation was undertaken from August to October 2022.

- 6.2 In July 2022, Cabinet ref CAB3399(R) agreed that a cross party Reference Group be established to provide early and regular engagement as the project develops. The Reference Group has been established and acts as a sounding board, drawing on external experts as necessary and required to provide specialist advice and guidance to the project team.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The regeneration of Station Approach will contribute towards the council's policy commitment to be carbon neutral and deliver an exemplar connected sustainable development that provides environmental as well as social and economic benefits. All proposed development will be required to achieve Biodiversity Net Gain in accordance with relevant legislation and planning policy.
- 7.2 Development proposals in this vital transport hub will need to promote sustainable transport to, from and around the city. Walking, cycling, public transport and other environmentally friendly urban mobility methods will be encouraged.
- 7.3 The business case will address sustainability principles outlined in relevant policies including the National Planning Policy Framework, Local Plan, City of Winchester Movement Strategy, Parking and Access Strategy, Winchester Green Economic Development Strategy and Vision for Winchester.
- 7.4 In developing the proposals for Station Approach advice will be taken from the council's sustainability officers, and other specialist consultants as required. A cross-party reference group has been established for the project that will include environmental expertise.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 An equalities impact scoping on the public consultation and engagement strategy has been undertaken to ensure that our approach engages as many residents and stakeholders as possible. This has been incorporated into the communications and engagement strategy.
- 8.2 An equalities impact assessment will accompany the Strategic Outline Case which is currently being developed.

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 All data collected as a result of procurement and consultation and engagement for the project is held in accordance with the Data Protection Act 2018 and the General Data Protection Regulation (GDPR) 2018.
- 9.3 The council's Public Affairs Consultants, MPC, have provided their policy regarding Data Protection and it conforms to the Data Protection Act 2018 and the GDPR 2018. MPC will adhere to their policy in all matters relating to the protection of data gathered from engagement and communications activities. This has been set out in the contract specification.

10 RISK MANAGEMENT

- 10.1 The council's current overall risk appetite is defined as 'moderate' - '*Tending towards exposure to only moderate levels of risk in order to achieve acceptable outcomes*'
- 10.2 However, the council recognises that there are inherently greater risks associated with regeneration projects and is open to innovative ways of working to pursue options that offer potentially substantial rewards, despite also having greater levels of risk. It is acknowledged that should the project progress beyond Outline Business Case, the risk profile will increase. The council will mitigate risk through following best practice project management methodology and using H M Treasury green book appraisal for evaluating viability, affordability and value for money.
- 10.3 The Project has a separate risk register which is managed by the Project Manager and maintained in line with the council's current Risk Management Policy. This will be submitted to Cabinet with the Strategic Outline Case later in the year.
- 10.4 Key risks include:
- a) Lack of support and engagement from Stakeholders. To treat and manage this risk, the council has procured a Public Affairs consultancy to ensure that public and stakeholder views are actively sought and inform the development proposals. They have prepared a comprehensive communications and engagement strategy for this purpose and conducted a very successful first round of engagement with the public. This supports the 'listening better' focus of the refreshed council plan. Stakeholder views have been incorporated into the capacity study options explored.
 - b) Global, national and local economic climate and social hardship. The consequences of the pandemic, war in Ukraine and cost of living crisis have brought significant challenge to our local communities and to the council. Costs of construction materials and energy have also increased. There is genuine concern that a scheme that is deemed acceptable and appropriate is not financially affordable at this time and the project may need to be paused until the economic climate

improves. The council will continue to use evidence-based decision making and have the courage to stop the project if it is deemed unable to be successfully delivered at this time. We will ensure the council is transparent to the public and stakeholders about the reasons for not pursuing the project if that turns out to be the case.

- c) This project was re-started after London & Continental Railway Property (LCR) approached the council with a proposal to explore Network Rail (NRIL) and the council's collective landholdings to establish if a viable regeneration opportunity existed. There is a risk that the council will need to re-address their strategy for development and how to proceed with this project if NRIL decide not to develop their landholdings at this time.

10.5 Other risks are:

Risk	Mitigation	Opportunities
Financial Exposure - At this very early stage in the project there is an acceptable risk that the council may begin the process and find that it is unable to present a viable scheme	Use of programme and project management methodology and the approval of each stage at the gateway point will ensure resources are only released one stage at a time.	There is an opportunity to understand the aspirations of stakeholders in determining how to revitalise this important gateway to the city.
Financial – risk that there are not sufficient funds for next stage of project	Set aside sufficient funds in earmarked reserves to undertake master planning and develop Outline Business Case. Build in gateway stop points in order to manage potential affordability challenges.	Consider how the council might be able to share costs with other landowners in the area
Exposure to challenge - from getting the process wrong (at this stage of the project this risk is considered to be minimal)	Work with legal, planning and procurement colleagues to ensure adherence to the correct process.	Opportunity to present a thorough and well-planned consultation strategy for the whole potential lifecycle of the project – learning from other projects
Innovation	Seek and engage the right project and design team.	The interactive map on the project website continues to offer helpful insights into the strength of feeling regarding various suggestions for

		uses around the site and opportunities for improvements that could be made regardless of the project outcome.
Reputation – The council builds expectation and is then unable to deliver	Ensuring that residents and stakeholders are brought along the journey as the project progresses and provided with information and feedback in a timely manner.	Opportunity to introduce new ways of working and managing regeneration projects that will enhance the Council's reputation.
Risk that the project could fail	Work with a multi-skilled team with sufficient expertise to determine the best options for the area in a controlled iterative process in order to develop a scheme that is viable, deliverable with public support and is planning compliant	To provide a process that has sufficient gateways to control release of funding and provides enough information to make sound, evidence based decisions
Risk on whether the future uses proposed (e.g., commercial) remain relevant/whether there is a demand post-pandemic	Undertake market analysis to ensure that future uses proposed have demand from the market. Ensure that key studies are updated so as not to rely on pre-covid assumptions.	Opportunities to liaise with other developments and organisations within the city to provide solutions that bring city wide benefits
Achievement of outcome – risk that benefits will not be achieved	The creation and implementation of a benefits management strategy will form part of the output of future stages if the project is taken forward.	The council has the opportunity to explore all the available options that incorporate public aspiration, improvement of existing infrastructure and the development of a viable scheme within the constraints of the sites.
Property Risks	None at this stage	
Community Support – risk that the approach does not fully engage with the public and other interested parties in	A communications and engagement strategy has been developed with our public affairs consultants. The council have	A full and comprehensive communications and engagement strategy will allow for wider public consultation and greater

developing options for the site resulting in lack of support for the project	consulted and engaged with residents and stakeholders in order to inform the capacity study options explored.	understanding of public aspiration for the site. A thorough consultation and engagement process will continue throughout the masterplan period should Cabinet agree to proceed to Stage 2.
Timescales – risk of delay to project	A project plan has been developed and will be monitored by the Project Board.	Ensure that the programme considers the impact of other developments within the city.
Project capacity	External advisors for stage 1 have been appointed.	Opportunity for knowledge transfer into the Council.

11 SUPPORTING INFORMATION:

- 11.1 In 2021, Winchester City Council were approached by London & Continental Railway Property (LCR), who are working in conjunction with Network Rail (NRIL), to look at sites in the vicinity of railway stations that could benefit from regeneration. LCR are regeneration experts with notable successes in areas such as King's Cross in London.
- 11.2 The council have agreed to explore opportunities to understand if a viable scheme can be progressed for the Station Approach area, allowing for the best possible use of the land as it interacts with its surroundings on our respective adjacent landholdings. The council has entered into a Memorandum of Understanding (MOU) with Network Rail and LCR to facilitate this.
- 11.3 The council is not obliged to work with LCR and Network Rail and therefore if after exploration we decide that it would be more advantageous to develop our landholdings alone then we can do so. However, our view is that a joined up plan for the area will produce greater regeneration benefits and therefore we are currently pursuing that route.
- 11.4 In addition, if after exploration either party conclude that a viable scheme cannot be brought forward at this time, it may be appropriate to pause the project and revisit it when circumstances change or continue in a phased way. A decision on whether to continue to collaborate with Network Rail/LCR and the nature of that collaboration will be taken when the Strategic Outline Case is considered later this year.

- 11.5 The council has held early discussions with partners including Hampshire County Council to improve understanding of the various strategies and policies which may help shape any proposed development and how the site's regeneration can help support these objectives – for example, the Winchester Movement Strategy, The Vision for Winchester, Parking and Access Strategy and Air Quality Management Area.
- 11.6 The council has procured specialist communications consultants, MPC, to help us engage better with the public and our stakeholders. A Communications and engagement strategy was drafted and approved by Cabinet in July 2022. See CAB3349 attached in background documents.

11.7 Market Research

The council commissioned its strategic advisors Jones Lang LaSalle (JLL) to undertake market research to understand how the demand may have changed due to the pandemic. They provided a highest value and best use analysis of the sites held by the council.

This has provided an important insight into the current demand for commercial and other uses and any gaps in the city centre market that the regeneration of Station Approach could address. It is considered important to highlight opportunities that are not necessarily based upon purely the most financially rewarding for the council but support the council's wider priorities and desire to deliver a high-quality development, with a strong sense of place, which benefits the community as well as the city's economy.

This analysis has been fed into the Capacity Study to inform the options that could be explored.

11.8 Public engagement and consultation

Meeting Place Communications (MPC) were appointed to deliver a comprehensive strategy for engagement and consultation during the early stages of this project.

At the heart of this strategy is the desire for meaningful community engagement. This has involved listening to the community and discussing development principles prior to commencing any work on development options.

MPC supported Winchester City Council to engage residents and stakeholders in a consultation period from 01 August to 23 October 2022 leading to over 1,000 individual responses across the completed survey forms and website contributions. This has provided a helpful insight into what local stakeholders want from this important area of the city. The comments received have been fed into the Capacity Study to inform the options that could be explored.

A full description of the methodology, initiatives used and detailed results from each part of the survey and interactive map comments can be found in the background document section at the end of this report - CAB3399(R).

11.9 Parking Usage and Forecasting Study

Key to any development proposals at Station Approach will be a parking plan that takes into account the provision of a new Park and Ride facility to the north of the city, the Winchester Movement Strategy and the Parking and Access Strategy.

City Science were commissioned jointly by Winchester City Council and Hampshire County Council. This work has updated the previous parking studies that were undertaken before the pandemic and considers parking and rail use behaviours post covid, including those associated with return to work, and how this will likely shape levels of future demand for parking spaces. This work will assist in determining what parking can be released for development and when.

The future state test results of the report concluded that the removal of Gladstone Street car park could be implemented now, subject to Cabinet approval, as there is sufficient capacity in other existing city centre car parks to accommodate a redistribution of displaced parking.

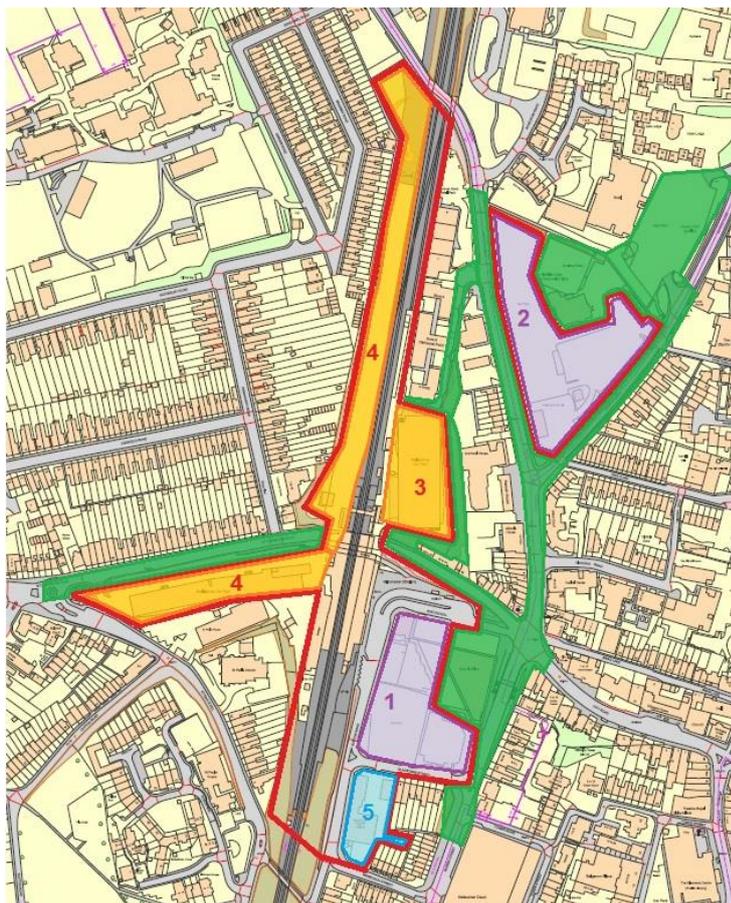
With regards to reallocating parking at Cattle Market car parks, this requires more detailed consideration particularly in terms of the redistribution and the role of a new strategic northern Park & Ride. Forecasts indicate that prior to the removal of all parking on Cattle Market it is likely that a northern Park & Ride and Kings Barton Park & Ride will need to be in place. However, if the Winchester Movement Strategy were to implement traffic reduction measures supported by associated traffic modelling that indicated further options might be available, the council could re-consider earlier development of this site.

The Winchester Car Parking usage and Forecasting Study Final report can be found in Appendix C.

11.10 Capacity Study

A capacity study of the sites within the Station Approach area has been undertaken to inform whether a viable scheme can be developed which meets the aspirations of stakeholders and the local community. The results of this study are summarised in section 12 below.

The area in scope for the capacity study consists of:



Map key:

Within Scope:

1. The **Carfax Site** – Gladstone Street car park, the leased parking adjacent and the former register office and to the south of Hampshire County Council's Records Office (owned by WCC).
2. The **Cattle Market and Worthy Lane car parks** (owned by WCC).
3. The **multi-storey car park to the East** of the Station (owned by NRIL, operated by South Western Railway - SWR)
4. **Car parking along the western** side of the railway line and the multi-storey car park to the West of the station (owned by NRIL, operated by SWR)

Outside Capacity Study Scope:

5. Other potential sites in the vicinity which could include working with other partners/landholdings, if they are supportive, which will assist in bringing forward a potentially broader comprehensive scheme for the whole area.

All areas within the redline boundary remain within the scope of the project but have been limited to the landholdings on each numbered site (1-4) for the purposes of the capacity study.

Areas shaded in green:

This indicates that the project will consider how these areas can integrate and connect better with public realm improvements within the redline as well as considering how connectivity between these areas can be enhanced. Some of these areas are being considered for improvement separately through the Winchester Movement Strategy (WMS). In co-operation with the WMS the council would consider interventions in these areas that would enhance the whole, but they are not part of the project redline or for largescale development by the project.

12 CAPACITY STUDY RESULTS

12.1 INTRODUCTION

A multi-disciplinary team led by architects Howarth Tomkins was procured to undertake the capacity study from October 2022 to March 2023. Supporting consultancy was provided by transport consultants, Systra, heritage consultants, Heritage Architecture, and cost /commercial consultants, IKON (comprising Lambert Smith Hampton (LSH) and Cast Consultancy)

The study focussed on four key sites around Winchester Station:

- Carfax
- Cattle Market
- Station East
- Station West

The capacity study explores the 'art of the possible' and is intended to help define the constraints and opportunities of the four sites and provide high level testing of the development capacity and commercial viability of each, as part of the groundwork for future development briefs.

It must be noted that the capacity study results do not constitute designs for future development. Rather, the study considers the evidence - the market conditions, costs, market demand, stakeholder aspirations, council priorities and planning parameters to show the types of development that could realistically be pursued.

The sites are primarily used for car parking and as such are generally open, without much built form although Network Rail sites have single storey parking decks. All sites are in a key positions within the area offering good potential for development that could contribute significantly to the urban environment, in this key gateway to the city.

The capacity study has explored a number of different uses for each site and provided a helpful guide to understanding constraints, including the financial costs associated with their development.

Development appraisals have confirmed that the current economic environment is challenging for development due to high build costs that are now on average 25% higher than two years ago.

The full report, providing details of methodology and assumptions can be found in Appendix A.

12.2 RESULTS

12.2.1 Summary of Key Findings

The findings of the capacity study together with the stakeholder consultation suggest that even in these challenging economic times a potentially viable scheme could be brought forward on both the Carfax and Cattle Market sites for a number of uses. These uses consist of a mix of commercial workspaces including ancillary food and beverage provision, student accommodation and a multi-storey car park.

Residential uses, including 25% affordable housing, were modelled and currently have a negative impact on viability. However, sensitivity analysis suggests that an uplift in land value or a decrease in build costs would have a positive impact on residual land value. As this is a long term project, spanning multiple years, it is anticipated that current macro-economic conditions will change and residential use could be brought forward in the future.

Furthermore, once the economic climate is more favourable the schemes will produce greater residual land values that could support increased benefits such as public realm improvements.

For Network Rail (NRIL) sites, the most credible scheme analysed was for the Station East site for commercial offices. However, this was currently showing a marginal viability and further complicated by a challenging site (access road, context, trees, and railway) and passenger parking requirements.

IKON have undertaken development appraisals on each option, to establish whether the project is commercially viable. These development appraisals are commercially sensitive and as such contain exempt information as defined by Section 100 (Part 1) of Schedule 12a of the Local Government Act 1972, by virtue of paragraph 3 which is information relating to the financial or business affairs of any particular person (which includes the authority holding that information). The development appraisals are contained within the exempt report at Appendix C and will be discussed in part 2 of the meeting.

12.2.2 Site Analysis:

Land use in the centre of Winchester and around the Station Approach Area is varied with a wide mix of uses and building types. All four urban brownfield sites are complex with multiple, varied constraints – including neighbours, shapes, topography, archaeology, existing parking requirements and heritage

constraints. These sites also provide potential to improve the town centre through high quality place-shaping, connectivity, improvements to walking and cycling routes and well-designed public realm.

Landownership within the site consists of Winchester City Council and Network Rail owned land parcels. Adjacent to the Carfax site is the Hampshire Records Office, now Grade II listed, owned by Hampshire County Council.

The initial public engagement has been used to define the options explored to ensure that they considered stakeholders views and provided a balance of what is agreeable (townscape/ stakeholders), acceptable (planning) and financially viable (affordable).

12.2.3 Heritage and Character

Due to the rich character and history in Winchester, understanding the heritage and impact on heritage assets was a key component of the capacity study. The four sites are based within three identified Townscape Character Areas (TCA's), giving each site a unique set of key considerations.

Heritage Architecture were tasked with providing accurate oversight of the heritage and character elements of each proposed option. Their comments have helped to shape the options being considered and provided useful opportunity and risk profiles. Their full report is available as appendix 4.2 in the capacity study report (Appendix A to this paper).

12.2.4 Connectivity, Transport and Movement

Transport is one of the key considerations for all of the sites within the study area; Winchester Rail Station acts as a major gateway to the City, however it is acknowledged that at present the environment (including some existing development) does not maximise the potential to facilitate sustainable movement, and create spaces which are attractive to residents, those visiting for work or study, and other visitors.

The development of the different options for each of the sites was undertaken with an over-arching aim of complementing and facilitating successful delivery of the Winchester Movement Strategy (WMS). The current strategy has three key aims:

- Reduce city centre traffic;
- Support healthier lifestyle choices; and
- Invest in infrastructure to support sustainable growth.

SYSTRA were commissioned to evaluate and prepare commentary with regards to transport matters relating to the different site development options prepared by Haworth Tompkins and provided comments in relation to the following transport topics:

- Site access (pedestrians, vehicles and servicing activity, including access for the less mobile and disabled)
- Connectivity (including site through-movement where appropriate)
- Estimated trip generation calculations (using TRICs) for each land use within the option
- Commentary on parking requirements (car and cycle) based on the TRICS data as evidence of future demand
- Public Transport access (Bus, rail and taxi)
- Hampshire County Council (HCC) Highways feedback and aspirations of the Winchester Movement Strategy

Detailed commentary was received for each site and incorporated into the capacity study outcomes. A full report of these findings is available as appendix 4.3 in the capacity study report (Appendix A to this paper).

12.2.5 Optioneering process

For each of the 4 sites, following site analysis, Haworth Tompkins carried out an options appraisal exercise to test different block layouts, massing, uses and quantum of development.

Across the sites, the different uses tested were residential (apartments and houses), student housing, commercial workspace/office (including some F&B) and makerspace/workshops. These were based on the highest value and best use options provided by JLL and the results of the public consultation.

These options are illustrated within the appended report (Appendix A) for each site.

Each option was reviewed by the Design Team at Haworth Tompkins, specialist consultants, NRIL, LCR and the council, and assessed against a range of criteria including:

- Townscape and massing
- Heritage impacts
- Stakeholder views from engagement feedback
- Parking, transport and connectivity
- Mix of uses within and across sites
- Flexibility and adaptability
- Viability and development economics
- Risk

Development viability appraisals were undertaken on several options for each site, and then iteratively on recommended options. This work is set out in detail in a separate IKON viability document which is exempt from public viewing due its commercially sensitive nature.

In each case, the strongest option or options were selected by consensus to be taken forwards, to be refined through subsequent design and viability

iterations. The resultant options are shown in detail for each site in the appended report (Appendix A).

12.2.6 Carfax Options

Of the options tested, option 3Bv4 (commercial, small food and beverage (F&B) with the diagonal desire line) and 3Bv3 (commercial, small F&B and residential with the diagonal desire line) were the strongest options and developed further. Option 1A (Commercial, small F&B – LDS scheme reduced) was retained due to the first iteration demonstrating financial viability.

The design options include the following elements:

- Aimed to create a pedestrian permeable site, with routes across the site, satisfying the desire line to the Town Centre from the Station
- High quality public realm created along the routes and within the centre of the site
- Retained as many trees as possible, including some of the silver birches at the centre of the site
- All options are set back from the Hampshire Records Office
- Active ground floor frontages to commercial blocks, particularly on street facades
- Lower density schemes than the previous LDS scheme, with more broken up massing and upper storeys that are set back
- Site slopes up towards the south creating some semi-basements
- Frontages are set back to create generous pavements
- A mixture of commercial and residential
- Residential and lower rise uses opposite the residential buildings on Gladstone Street
- Loading bays have been proposed on the street and within the carpark for deliveries to the development
- Some parking on site, reducing traffic to the site



Carfax 1A - LDS REDUX



Carfax 3Bv3 - Commercial and residential



Carfax 3Bv4 - Commercial diagonal

12.2.7 Cattle Market Options

Of the options tested, option 2Av2 (commercial, multi-storey carpark and student accommodation) and Option 3Bv4 (commercial and student accommodation) produced a positive residual land value and were therefore developed further.

These design options include the following elements:

- Created grain and block sizes that are sensitive to neighbours, with larger and more commercial on Andover Road, rising to the south to mark a key corner of the site.
- Created an east to west route across the site for pedestrians and bikes, reflecting the existing desire line / informal route.
- Massing is sensitive to the low-rise residential buildings at the south of the site on Worthy Lane.
- One-way vehicle access across the site, existing access on Worthy Lane with left turn exit onto Andover Road.
- Retained the vehicle access and views up to the Winchester Club from the new north to south route.
- Frontages are set back creating generous pavements and allowing for the provision of new street trees, planting and parking.
- Potential for a widened bus and cycle lanes on Andover Road.
- Level changes across the site are reflected with the new route across the site and also allows for some semi-basements.
- The inclusion of the multi-storey car park provides an option to release this site for development in advance of a northern park & ride being fully operational. It also provides an opportunity for re-providing car

parking currently located at Station East, should that site come forward for development.

- The multi-storey car park could be installed as a temporary structure, a timber frame structure or created to be repurposed once parking demand

reduces to minimise the embodied carbon impact.



Cattle Market 2Av2 – MCP, Commercial and Student



Cattle Market 2Av3 – Student and Commercial

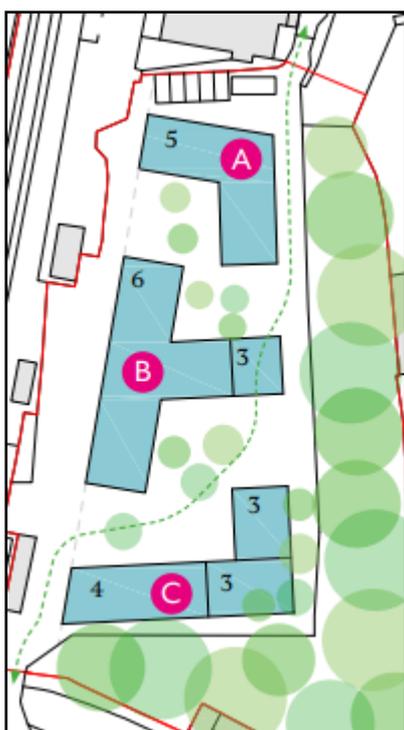
12.2.8 Station East Options

Of the options tested, options 1v2 (student accommodation) and 2Bv2 (commercial) were preferred and developed further.

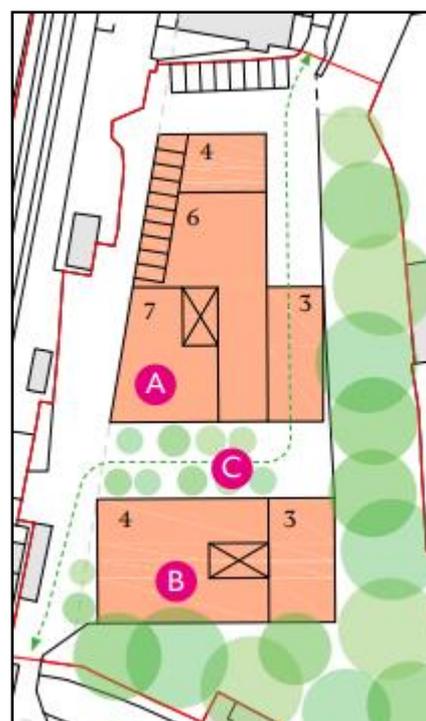
These design options include the following elements:

- Considered commercial and student housing typologies as both are less sensitive to railway noise than residential.

- Retained existing trees and vegetation on the slopes to the east and south of the site.
- Created new street trees, planting and public spaces within the centre of the site and along new created routes.
- Improved the existing public realm and desire line across the site, the existing route that cut through a carpark is replaced with a new route running through the landscaped centre of the site.
- Massing responds to surrounding context, with higher storeys to the west and north of the site and cut-back upper floors.



Station East 01v2 - Student



Station East 01v2 - Commercial

12.2.9 Station West Options

The options tested on this site included use types such as residential, commercial / workspaces and makerspaces / workshops.

The options that were explored on this site were not considered viable and are not proposed to be developed further at this time.

12.2.10 Development Appraisals

Development appraisals were completed on all the options to determine which were commercially viable. The strongest performing options as well as some which contributed significantly to the council's priorities and the desires of public stakeholder were then further developed and additional appraisals completed to refine the outcomes.

Some options produced substantial negative residual land values and have therefore been discounted. Full details are set out in Appendix C (exempt). These development appraisals are commercially sensitive and contain exempt information as defined by Section 100 (Part 1) of Schedule 12a of the Local Government Act 1972, by virtue of paragraph 3 which is information relating to the financial or business affairs of any particular person (which includes the authority holding that information) The development appraisals are contained within the exempt report at appendix C and will be discussed in part 2 of the meeting.

12.3 **CONCLUSION**

Despite the current challenging economic climate and considering the constraints of each site, the capacity study has indicated that there are several options that produce a positive residual land value and could therefore be considered commercially viable. These could be explored further as part of a concept masterplan for the Station Approach area if the project progresses to stage 2.

13 **NEXT STEPS**

- 13.1 The timeline for stage 1 of the project below provides an overview of proposed activities that will result in the production of a Strategic Outline Case and a Cabinet decision on whether there is a potentially viable project to progress to the next stage.

During Stage 2, a concept masterplan would be produced that establishes a regeneration vision for Station Approach which sets out the ambition and priorities for the area. This will uphold the council's priorities, support the Winchester Movement Strategy and deliver the aspirations of stakeholders.

Milestone	Start Date	Comments
Cabinet Committee: Regen	07/06/23	Capacity study results
Members briefing	21/06/23 TBC	Cabinet report and Strategic Outline Case (SOC)
Scrutiny Committee	03/07/23	Thorough review of SOC prior to Cabinet decision
Cabinet - Strategic Outline Case (SOC)	18/07/23	Cabinet Decision – Go/No Go for Stage 2

14 **BACKGROUND DOCUMENTS:-**

Previous Committee Reports:-

CAB3349 – Agenda item 9, page 23 – 47 [CAB3349](#)

CAB3399(R) – Agenda item 7, pages 13-84 [CAB3399\(R\)](#)

Other Background Documents:-

N/A

APPENDICES:

Appendix A – Haworth Tompkins Capacity Study Report

Appendix B – Winchester Car Parking usage and Forecasting Study Final report

Appendix C - Exempt IKON Viability Appraisal Report