



**DRAFT PORTFOLIO HOLDER DECISION NOTICE**

**PROPOSED INDIVIDUAL DECISION BY THE PORTFOLIO HOLDER FOR BUILT ENVIRONMENT**

**TOPIC – WINNALL PLANNING FRAMEWORK**

**PROCEDURAL INFORMATION**

The Access to Information Procedure Rules – Part 4, Section 22 of the Council's Constitution provides for a decision to be made by an individual member of Cabinet.

In accordance with the Procedure Rules, the Chief Operating Officer, the Chief Executive and the Chief Finance Officer are consulted together with Chairman and Vice Chairman of The Overview and Scrutiny Committee and any other relevant overview and scrutiny committee. In addition, all Members are notified.

If five or more Members from those informed so request, the Leader may require the matter to be referred to Cabinet for determination.

**If you wish to make representation on this proposed Decision please contact the relevant Portfolio Holder and the following Democratic Services Officer by 5.00pm on Monday 19 October 2015.**

**Contact Officers:**

**Case Officer:** Eloise Appleby, Assistant Director (Economy & Communities), tel: 01962 848 181, email [eappleby@winchester.gov.uk](mailto:eappleby@winchester.gov.uk)

**Democratic Services Officer:** Nancy Graham, tel: 01962 848 235, email: [ngraham@winchester.gov.uk](mailto:ngraham@winchester.gov.uk)

**SUMMARY**

- In 2012/13, officers worked with community organisations and local Members to develop the Stanmore Planning Framework. The Framework set out a ten year vision and themes intended to co-ordinate the activity and resources of key agencies working in this priority neighbourhood, in order to tackle some of the longstanding concerns raised by residents. Cabinet endorsed the Framework at its September meeting in 2013, and approved the proposal to commission a similar project for Winnall.
- It was agreed at the time to restrict the scope of the Framework to those parts of the Ward where business activity is concentrated (CAB2508, 11 September 2013 refers – see [www.winchester.gov.uk/assets/files/18202/CAB2508.pdf](http://www.winchester.gov.uk/assets/files/18202/CAB2508.pdf)

and amended recommendations in the minutes at [www.winchester.gov.uk/assets/files/18390/130911.pdf](http://www.winchester.gov.uk/assets/files/18390/130911.pdf)).

- However, later consultation with Leading Members and Ward Members led to the development of a broader specification – although still with a strong economic focus. This was reported to Winchester Town Forum, and Cllr Berry was nominated to sit with the then Portfolio Holder for Built Environment on the steering group for the project (WTF206, A Planning Framework for Winnall, 24 September 2015 refers).
- Consultants Parsons Brinckerhoff were appointed last December to deliver the Framework, and made rapid progress with a series of engagement events which included a school competition, a community ‘jamboree’ involving local performance groups, a business breakfast, stakeholder ‘drop in’ sessions, individual meetings, officer and Member round tables and e-surveys. An exhibition of options for the Framework travelled from Winnall Community Centre to Tesco and then to the Tourist Information Centre. Engagement was actively supported by Ward Members and the Neighbourhood Services Officer, and was generally felt to have been successful in terms of the numbers of people engaged and the quality of the activities.
- The final draft document was delivered to the Council over the summer, and is all but complete pending some detailed discussion with stakeholder organisations about action plan delivery. It is proposed to bring the full Framework to Cabinet in December with proposals to endorse a number of Council-led actions in the delivery plan, following the approach for the Stanmore Planning Framework.
- The Framework is also part of the evidence base for Local Plan Part 2 and directly informs policy aimed at securing the long term vibrancy and success of Winnall as a business centre for Winchester. This will be published following Council on 21 October 2015.
- In anticipation of this, approval is sought for the Vision and Objectives for Winnall set out in the draft Framework.
- The Vision is as follows:

*“Winnall will continue to be a place where people are proud to live and work. It will cater for a range of employment activities, with space for companies to start up, stay and grow. The residential neighbourhood will be known for its high quality green spaces and strong community heart. Walking and cycling will be encouraged and improved bus services promoted. Parking provision will also be improved. It will be easier to reach the city centre, station and moors. Winnall be an attractive and welcoming gateway to the city, with supporting services for the employment area, such as a café, meeting space and flexible business units located in a new hub on Moorside Road. Winnall*

*will be a place for continued economic investment and success, and where residential amenity is respected and improved.”*

- The objectives can be found at Appendix 1. Each one is supported by a project list, and the intention is to present Cabinet with a prioritised action plan in December.
- The consultants proposed a policy in Local Plan Part 2 which would protect and enhance the economic success of Winnall. The rationale for this can be found at Appendix 2, supported by a plan at Appendix 3, and these will form an Addendum to the finished Framework. The proposals put forward for a ‘zoned’ approach to planning policy in Winnall’s business areas formed part of the wider consultation, and were well supported. Approval is sought for the rationale and evidence set out in Appendix 2, as a basis for a dedicated policy in Local Plan Part 2.
- Although the Framework was commissioned to provide a plan for delivery of essential infrastructure in Winnall, it also considers some more operational issues that would enhance day to day life and business in Winnall. Some of the ‘quick wins’ in this category are the establishment of a business forum for Winnall, improvements to signage and further development of educational programmes for Winnall Moors.
- The Winnall Planning Framework directly supports the three outcomes of the Place, People and Prosperity in the Winchester District Community Strategy.

### **PROPOSED DECISION**

That

- i) the vision and objectives of the Winnall Planning Framework be endorsed;
- ii) a prioritised action plan and proposals for specific actions by the Council be returned to Cabinet in December 2015;
- iii) the vision and objectives and emerging action plan be taken into account by officers finalising Local Plan Part 2;
- iv) the vision and objectives and emerging action plan by taken into account by all Portfolio Holders and Heads of Team in developing Portfolio and Business Plans for 2015/16 and beyond;
- v) the Planning Framework Addendum at Appendices 2 and 3, setting out the rationale and evidence for a new planning policy to support the economic success of Winnall, be approved.

**REASON FOR THE PROPOSED DECISION AND OTHER ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

The proposed vision and objectives have been tested through a programme of engagement activities, and found to be supported by people who live and work in Winnall.

**RESOURCE IMPLICATIONS:**

None arising from this Decision Notice. There will be resource implications from specific actions proposed for the Council, and these will be made clear in the December Cabinet report.

**CONSULTATION UNDERTAKEN ON THE PROPOSED DECISION**

See main body of text above.

The evaluation panel and steering group also included one of Winchester City Council's Ward Members for Winnall, the County Council Division Member, and a representative of the business community from Basepoint

**FURTHER ALTERNATIVE OPTIONS CONSIDERED AND REJECTED FOLLOWING PUBLICATION OF THE DRAFT PORTFOLIO HOLDER DECISION NOTICE**

n/a

**DECLARATION OF INTERESTS BY THE DECISION MAKER OR A MEMBER OR OFFICER CONSULTED**

None.

**DISPENSATION GRANTED BY THE STANDARDS COMMITTEE**

n/a

**Approved by: (signature)**

**Date of Decision**

**Councillor Michael Read – Portfolio Holder for Built Environment**

**Appendix 1: Objectives for the Winnall Planning Framework**

Theme	Objective
Working in Winnall	Encourage businesses to start up, stay and grow in Winnall.
	Provide facilities to support business functions that make this a desirable place to work.
	Provide space for creative and cultural start-up businesses, as well as those in low carbon industries.
	Establish a cohesive voice for the businesses in the area.
Living in Winnall	Strengthen Winnall as a family friendly residential neighbourhood.
	Establish a new approach to green space in Winnall to improve the use of and access to green spaces and increase biodiversity.
	Enhance the quality of community facilities in Winnall.
	Improve the quality of the townscape.
Travelling in Winnall	Encourage walking and cycling.
	Improve the connections to the town centre, particularly by bus, foot and cycle.
	Improve bus links, particularly to employment areas.
	Establish a new approach to parking.
	Reduce congestion at key spots.
	Make connections to green spaces safe and easy.
	Maximise opportunities for investment in Junction 9 of the M3.

Project\_ Winnall Planning Framework

Date\_ 19.June 2015

Subject\_ Policy Plan Commentary

Prepared by\_ P.Dodd

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## Notes

This note provides a description of the proposed policy areas taken from the Winnall Planning Framework Final Report together with a commentary on the proposed policy area boundaries. The Winnall Planning Framework Final Report (June 2015) was prepared for Winchester City Council by Parsons Brinckerhoff and Outdesign Ltd.

Please refer to drawing nr. Out\_16\_01 Local Policy Plan.

### ***Moorside Road: 'core' employment area***

*3.2.4 The northern part of the industrial estate, largely based around Moorside Road, is currently a focus for larger businesses and employers. It is a vibrant and active business area with few vacancies but where B1, B2 and B8 employment activities, including Sui Generis uses, are encroaching. Policy CP9 of the Local Plan, which seeks to retain and protect employment land and premises, needs reinforcing in this area. An 'employment first' approach should be taken that restricts other uses, including those classed as Sui Generis, from locating here, unless there are clear and justifiable policy reasons to suggest otherwise.*

*3.2.5 Many of the units in this area are insular and there are no supporting facilities or recreational spaces, such as meeting and conference facilities or cafes, that are provided in many contemporary employment areas and which could strengthen this as a place to invest, to retain skills and business activities. This area would benefit from a new hub which could become a focal point around which new meeting spaces and other support functions, such as places to eat and relax could be provided. The new hub could also include flexible workspace and incubator units to meet the needs of medium size businesses and also attract new industries into the area, including those in the creative and cultural industries. Such a facility would contribute to upgrading the image of the area, and reinforce perceptions of this as a good place to work and locate a business.*

*3.2.6 At the centre of the Moorside Road area are a cluster of Victorian buildings, which appear to have previously been associated with the former railway running through the area. These buildings could be celebrated as an asset to the area, and through sensitive long term redevelopment could be transformed into the Moorside Road hub.*

*This site also represents an opportune location, as the redevelopment of the site would offer the chance to provide a new link connecting Moorside Road to Leicester Way, unblocking problems associated with the cul-de-sac nature of Moorside Road at present. In addition, any proposal on the site should be encouraged to explore the potential to enhance the visual connection to the moors (with the very strong proviso that there is no detrimental impact on the quality of the landscape and biodiversity of the moors and National Park).*

Moorside Road 'core' employment area is located between the A34 and Winnall Moors. Easton Lane currently forms its southern boundary. The proposed policy boundary retains the western and eastern extents of the employment area. The southern boundary is drawn to the north of existing retail and trade businesses which front onto Easton Lane and Erasmus Park student village.

*Easton Lane: 'Civic Boulevard'*

3.2.7 Around half of all premises in the industrial estate are in retail and trade use, and most of these are located along or off Easton Lane. This is generally accepted as a relatively good location for these types of activities given visibility, accessibility and compatibility with surrounding use types. However, these uses are spreading and leaking into employment areas beyond the immediate Easton Lane frontage, with some being found along Moorside Road. It is suggested that Easton Lane is defined as a retail and trade corridor where B1, B2 and B8 uses are permitted (subject to compliance with other policies in the Local Plan), although this should not preclude employment uses coming forward in this location either, so long as they help contribute to the aspirations for Easton Lane. This corridor should extend as far back as one block either side of Easton Lane and only include the land and premises falling within this. Retail and trade employment uses should be restricted outside of this area.

3.2.8 Alongside this, longer term enhancements to the appearance of Easton Lane should be promoted. The concept of a 'civic boulevard' is promoted. The components of this are:

- As and when opportunities for development come forward buildings should be reconfigured to actively front Easton Lane.
- A strong and consistent building line should be encouraged, providing uniformity along the street.
- Visual narrowing of the carriageway through street design, materials, tree planting and use of central medians to reduce speed and improve the ease of which pedestrians and cyclists can cross Easton Lane.
- Increase the width of the footways along Easton Lane, improving the pedestrian environment and ease of which people, of all ages, can walk along this and into the City Centre.
- Promote new segregated cycle facilities alongside Easton Lane, allowing safe conditions for people of all ages free of traffic.
- Promote the reconfiguration of key junctions along Easton Lane, including that with Winnall Manor Road, to address congestion and provide crossing facilities for pedestrians and cyclists.
- Incorporate landscaping along a reconfiguration of Easton Lane.

The proposed policy boundary for the Easton Lane 'Corridor' includes those retail and trade businesses currently fronting on to Easton Lane to the north and the Erasmus Park student village. To the south the proposed boundary includes Tesco's superstore, Winchester Road Park, Winchester Fire Station and adjacent businesses, Caledonia House Hotel (Premier Inn) and the car show rooms and businesses to the north of the dismantled rail line.

### **Winnall Valley Road: A location for SMEs and Start-ups**

*3.2.10 The businesses along Winnall Valley Road comprise a cluster of smaller organisations and start-ups and include a mix of manufacturing, light industrial and office based research and consultancy services within managed office space. It is a diverse and dynamic area providing an 'entry' location for new businesses as well as longer established local organisations. The success of Basepoint demonstrates the demand for good quality managed office space across Winchester. More space akin to this is needed in Winchester to stop new business start-ups locating elsewhere.*

*Winnall Valley Road could be promoted as a location for this type of space, responding both to demand but also to its setting adjacent to the residential neighbourhood.*

*3.2.11 It is suggested that land along Winnall Valley Road should be protected for employment uses (classes B1, B2 and B8) and that proposals for other uses should be restricted. If sites become available for redevelopment and reuse then opportunities to provide space for smaller businesses and start-ups should be explored in the first instance. Proposals for other uses, particularly residential, should not be permitted as they could undermine the ambitions to see a more diverse economic base in Winchester with greater opportunities for local people to be involved in the creation of economic diversity, which is a key plank of the Winchester town-wide vision (The Vision for Winchester Town, 2012-2017).*

*3.2.12 The currently vacant site on the junction of Winnall Valley Road and Winnall Manor Road has the potential to provide new employment space for start-up businesses, similar to that provided by Basepoint. The topography of the site provides scope to address parking on-site through under-croft provision, with a strong building frontage on Winnall Manor Road contributing to an improved townscape and gateway between employment and residential areas. We would also suggest that this site could incorporate a hub facility of some sort. Similar to that suggested within the Moorside Road area, the businesses on Winnall Valley Road (and nearby) are poorly served by supporting facilities and services. A meeting space and café, associated with general improvements to the quality of the street environment, could contribute to the attractiveness of this area as a place to invest.*

*3.2.13 Further along Winnall Valley Road is the Council's youth centre (KAYAC). This facility is no longer fit for purpose and, although funding has been made available for repair and refurbishment, a new replacement facility will be needed in the longer term. Opportunities for relocation should be explored within the area. When this happens, it is suggested that this site is redeveloped to provide space for smaller businesses, including incubator space for new sectors, such as the creative and cultural industries. Potential locations for a replacement youth centre are explored further in the Living in Winnall theme, though scope may exist to explore how this could be reprovided as part of any longer term restructuring of employment land backing onto Imber Road Park.*



**The proposed boundary for Winnall Valley Road / Winnall Close area includes all the businesses accessed from Winnall Valley Road and those properties fronting onto Winnall Manor Road to the south of Caledonia House Hotel. This policy area also includes those businesses accessed from Winnall Close including the Royal Mail delivery Centre, the Cavendish Centre and Sun Valley Business Park.**

*Wider opportunities in the employment area: (1) Nickel Close / Easton Lane*

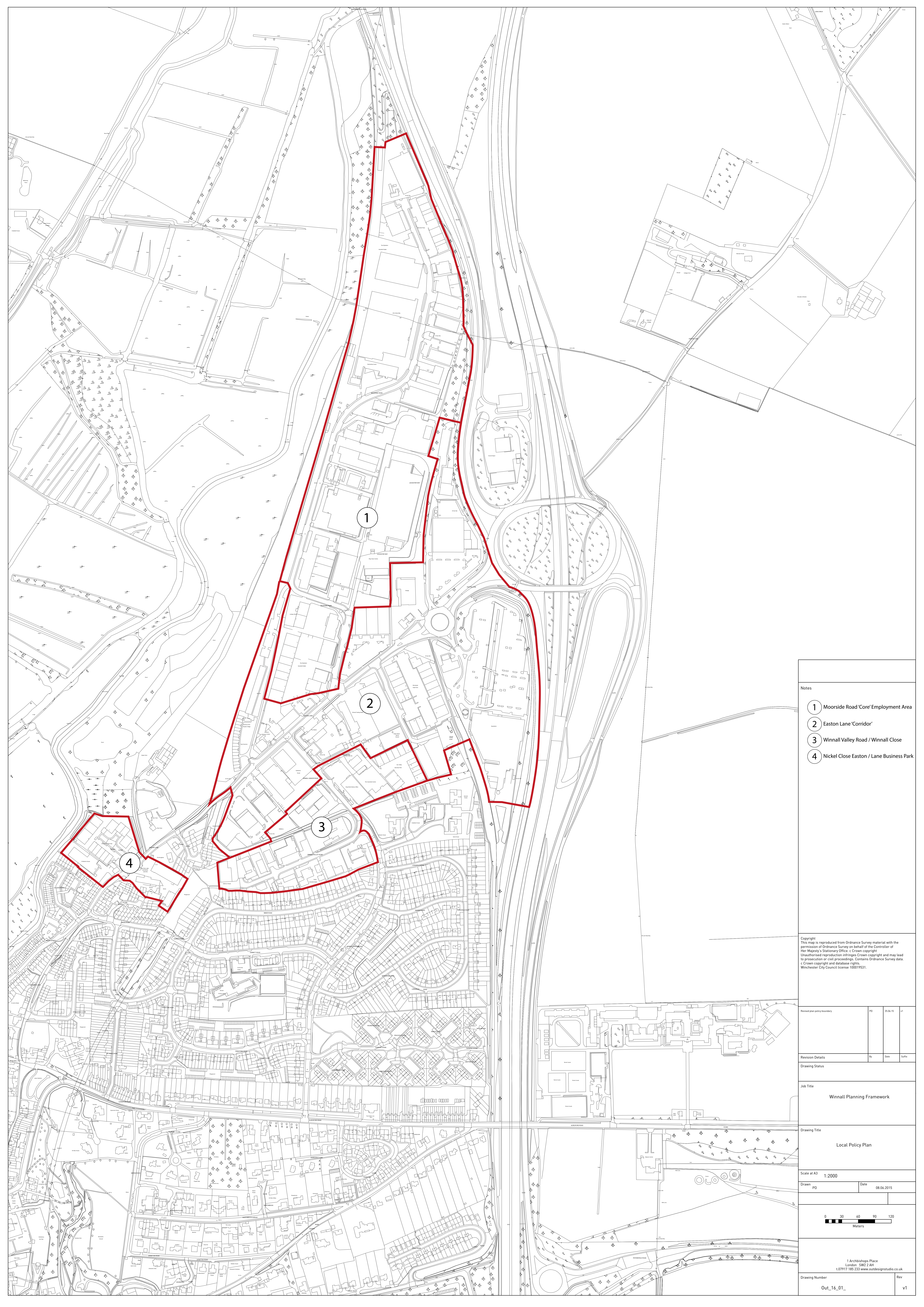
*3.2.18 Located to the southern end of Easton Lane and somewhat disjointed from the core employment area is the cluster of activities around Nickel Close. This comprises a range of different uses, including office space, trade / retail, car sales, workshops and studios. It is a vibrant area with few vacancies. It however lacks cohesiveness. The*

*four main areas comprising the cluster of activity here are poorly related to each other and are, to different degrees, all somewhat inward looking. The quality of the environment and building stock also varies: it is better on the northern side of Easton Lane where the premises are well relatively well maintained. To the south of Easton Lane however, the Easton Lane Business Park and workshop spaces adjacent to this are of a lower quality, with a poor and unwelcoming street environment, dated buildings, poor access arrangements and limited circulation space. These uses are though surrounded by homes, including a recently completed small development of homes on Easton Lane, the Imber Road Park and green links through to the moors and National Park. This green infrastructure presents a form of transition between the core employment area and residential neighbourhood.*

*3.2.19 This is an area which might come under pressure in the future for change and development. It is suggested that any change here accords with general policies and principles established in Local Plan Part 1 with regard to scale and use and is considered on its merits. However, any change here, whether it is for employment or other uses deemed appropriate, should be structure in such a way that responds to the park environment. The Council could also work in partnership with landowners and developers to explore the potential reprovision of the youth centre (KAYAC) on*

*Winnall Valley Road to this location. This might involve some sort of land swap, with new or replacement employment activities provided on Winnall Valley Road. Should the youth centre be located here then it should be placed to provide an active frontage to the Imber Road Park, enhancing the quality and safety of that space through overlooking, natural surveillance and regular activity. Such a location would be more accessible to the surrounding community.*

**The proposed boundary for this policy area includes all the existing properties within Nickel Close and Easton Lane Business Park.**



Notes

- 1 Moorside Road 'Core' Employment Area
- 2 Easton Lane 'Corridor'
- 3 Winnall Valley Road / Winnall Close
- 4 Nickel Close Easton / Lane Business Park

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Revised plan policy boundary	By	Date	Surv
	PD	25.06.15	

Revision Details	By	Date	Surv

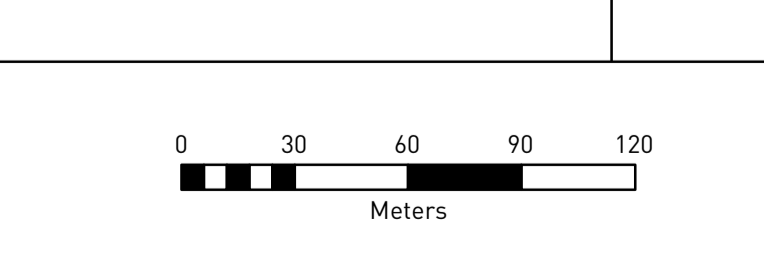
Drawing Status

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Drawing Title  
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