Future of Winchester Study

FINAL REPORT

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Prepared by the Future of Winchester Project Team,
Planning Department, Winchester City Council

This document is intended to inform future reviews of the Winchester District Local Plan and other plans and strategies of the City Council.

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- Chris Hawthorne at Forum Communications
- Winchester City Council's Design, Print and Office Automation Unit

1 Introduction

Aims and objectives

1.1 This is the Final Report of the Future of Winchester Study, as endorsed by the City Council's Planning Committee [1]. The Study, which was officially launched on 2 June 1998, is an innovative project that seeks to help plan more effectively for the future role and development of the city of Winchester.

1.2 Placing Winchester at the forefront of the national urban agenda, the Study has taken a 'joined up' approach to town planning by considering how and to what extent the city could manage change over the next 30 years.

1.3 In a changing world, historic cities like Winchester aim to ensure that social and economic change, and the resulting requirements for development, do not damage their special qualities. These demands are particularly acute due to the nature and location of the city: a valued historic Cathedral city and the administrative centre of a large county, with a strong economy in its own right, set within one of the most affluent regions of the country.

1.4 A project brief[2] has been followed which sets out four key stages:

- Understanding Winchester's social, economic and environmental character - what matters and why
- Identifying pressures on this character for change
- Assessing possible 'futures' and types of development that could be accommodated within this context
- Translating the findings into guidelines for planning and other strategies, and subsequently monitoring the results.

Project management

1.5 The study has been progressed by a 3-person project team based in the Planning Department, accountable to a corporate Officers' Steering Group and a panel of elected Members. The team has:

- Extensively involved many sections of the local community (individuals and organisations) through a variety of active and passive methods
- Developed the detailed project methodology
- Analysed many opinions and information from the community and the results of surveys, studies and other technical data.

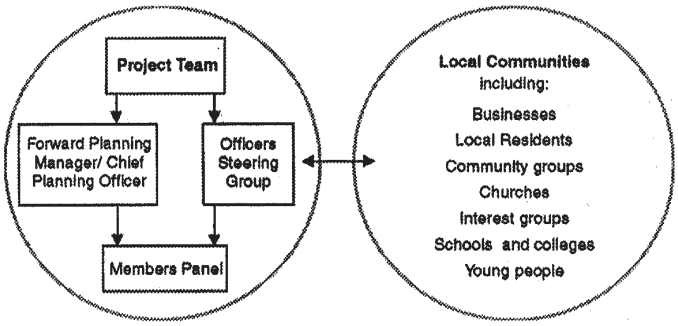


FIGURE 1: Accountability Structure - diagram from Project Management factsheet

What this report contains

1.6 This report builds on the preliminary conclusions of the Interim Report[3]. While those conclusions addressed many key issues, they also raised dilemmas arising from public opinion and pressures for change. Following public consultation and the development of a planning framework, this Final Report comes to a view on Winchester's future development: what it should achieve and how it can be accommodated in a sustainable way.

1.7 The framework has been developed from the characteristics that matter for Winchester's distinctiveness or sustainability and the pressures that these are under, or could be in the future. Policy and management objectives, recommended actions and their subsequent development implications are designed to steer successive reviews of the District Local Plan over the next 25 to 30 years.

1.8 In keeping with the holistic nature of the Future of Winchester Study, it is also

1 See report no. PL3291 to Planning (Policy) Committee on 17 June 1999.

2 At Appendix A.

3 'Future of Winchester Interim Report March 1999', published by Winchester City Council.

intended that the study's objectives are achieved through other initiatives by the City Council in partnership with a range of agencies.

Report structure

1.9 The main chapters of this report pull together the framework into some core conclusions about:

- What matters and why - Chapter 4
- The pressures for change - Chapter 5
- A recommended approach for addressing the implications for development - Chapter 7.

The proposed framework, entitled Framework for Change, is attached at Appendix F and explained in Chapter 6.

2 Background and Methodology

Winchester's context

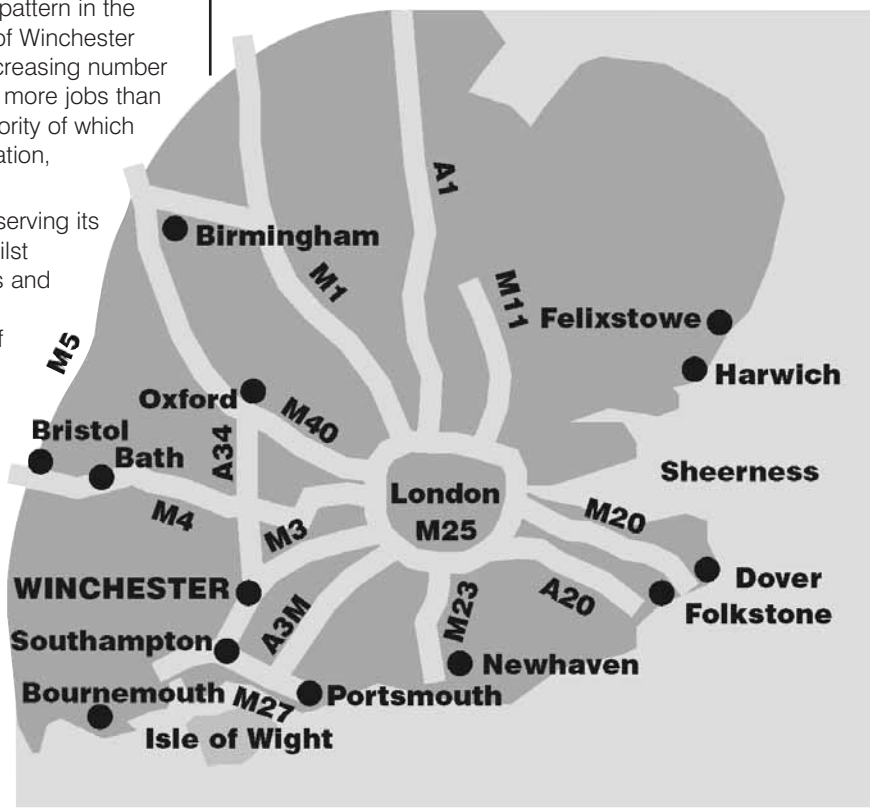
2.1 The city of Winchester has undergone many changes since the area was first colonised, and has a long and well-documented history. It is a well-known fact that the city formed the capital of Saxon Wessex at the time of King Alfred, who remains synonymous with the city's image. The Cathedral and St. Cross Hospital remain as memorials to one of the most important ecclesiastical centres in the country.

2.2 Winchester's status as a cathedral city, and centre of governance still applies, with the city standing as the county town of Hampshire, and the home of Winchester Crown Court where many high profile trials have taken place. The city today is a fascinating mix of the old and new, with the legacy of its past manifesting itself through the many well-preserved historic buildings, sites and monuments and the largely intact Saxon street pattern in the city centre. The economy of Winchester remains strong, with an increasing number of visitors and significantly more jobs than working residents, the majority of which are in the public administration, health and service sector.

2.3 How the city balances preserving its heritage and character, whilst accommodating the needs and aspirations of modern day living, is the cornerstone of the Future of Winchester Study. Periods of growth, stability and even decline have influenced the city's character today. However, the pace and scale of change now is arguably fundamentally different (particularly in the context of new technology and a global economy) and so, through planning, requires a considered approach which this study sets out.

A Cathedral City

Fig.2. Strategic Location Map, geographical contex in South East England



2.4 Key facts and figures

Population change

Resident population	1971	1981	1991	%Change 1971-91
	36344	36568	37424	+3%

Housing

Dwelling stock	1971	1981	1991	% Change 1971-91
	10707	12119	12463	+16%

Transport

		Winchester	Hampshire
Car ownership (1991)	Households with no car	16%	24%
	Households with 1 car	47%	45%
	Households with 2+ cars	37%	31%

Employment

Employment structure (1998)	Public administration and health	57%
	Banking and finance	14%
	Hotels and restaurants	13%
	Manufacturing	5%
	Transport and communications	4%
	Construction	3%
	Agriculture	<1%
	Energy and water	<1%
	Others	4%

Shopping

City centre quantitative indicators (1997)	Comparison floorspace	30,000 sq. m.
	Convenience floorspace	2560 sq. m
	Prime Zone A rentals	£11 per sq. m.
	Prime yield	4.75%

Tourism

Estimated number of visitors to Winchester District (1998)		2,712,000
Origin of all visitors to Winchester District (1998)	UK & Ireland	75%
	Rest of Europe	10%
	North America	9%
	Australia & New Zealand	3%
	Rest of the world	3%

Environment

Number of listed buildings	570
Number of Scheduled Ancient Monuments	23
Number of Sites of Special Scientific Interest	5
Number of public open spaces	41
Area of public open spaces	52 hectares

Sources: 1991 Census, 1998 Annual Employment Survey, Assessment of Retail Floorspace Requirements in Winchester 1996-2011, 1998 Winchester District Visitor Survey, Winchester Planning Department records

Background to the study

2.5 The onus to carry out this study stems from the Hampshire County Structure Plan Review (Deposit Plan Policy E.19) which, in recognition of the many and conflicting pressures on Winchester, suggests an 'environmental capacity study' be undertaken to determine the level and nature of development that Winchester may be able to accommodate in the future.

Study area

2.6 The issues and related data affect a variety of geographical areas - e.g. shopping catchment areas, landscape setting - and to this end it has not been appropriate to fix a boundary for the study. Generally, though, it concentrates on the existing built up area of the city and its wider landscape setting, as identified in the landscape and townscape assessment entitled 'Winchester City and its Setting' [4]. This separate study was commissioned by a number of partners: Winchester City Council, Hampshire County Council, Countryside Commission (now The Countryside Agency), Hampshire Gardens Trust, Hampshire Wildlife Trust and Winchester Preservation Trust (see Fig 3 Study Area).

Winchester City and its Setting study

2.7 The landscape and townscape assessment itself adopted a new approach towards assessing the natural and built character of a cathedral city. The aim was to understand the interrelationship of Winchester and its surroundings, and this has been achieved through looking at both the townscape and landscape together and by considering the city as a whole, rather than separating the town from its countryside. The final report brings together a wide range of research and analyses, covering the city's landscape, townscape, history, archaeology and ecology. It concludes by identifying what matters in terms of the critical environmental features of Winchester.

A four-stage approach

2.8 The Future of Winchester Study has been undertaken in four key stages, in accordance with the Project Brief[5]:

❶ Understanding Winchester's social, economic and environmental character - what matters and why

❷ Identifying pressures on this character for change

❸ Assessing possible 'futures' and types of development that could be accommodated within this context

❹ Translating the findings into guidelines for planning and other strategies, and monitoring the results.

The latter two stages now form part of the 'Framework for Change', at Appendix F. A timeline diagram illustrating the key stages and their inputs is shown in figure 4.

Defining Winchester's character

2.9 In order to identify what makes Winchester distinctive, i.e. to produce a snapshot of the city and how it functions today, the study has sought to bring together the defining social, economic and environmental features and characteristics.

2.10 This 'characterisation' of Winchester has been informed by:

- The findings of stakeholder workshops, public questionnaires and other community engagement[6]. Our involving of the public has been the primary means of identifying Winchester's characteristics and the issues/pressures relating to them. The findings have also proved valuable in understanding the reasons for what matters, the degree of importance people attach to different features and their perceptions of the 'enoughness' of different attributes, i.e. to what extent are certain features meeting expectations or agreed targets.
- Winchester City and its Setting study. The contents and conclusions of the landscape and townscape assessment supplement the public input. It provides a more detailed, technical understanding of Winchester's distinctive landscape setting, historic landscape, ecology and townscape character.
- Demographic, economic and other technical data. There are some features of Winchester that are

4 'Winchester City and its Setting', by Landscape Design Associates, December 1998.

5 At Appendix A.

6 Details of the public's participation are given in the following chapter.

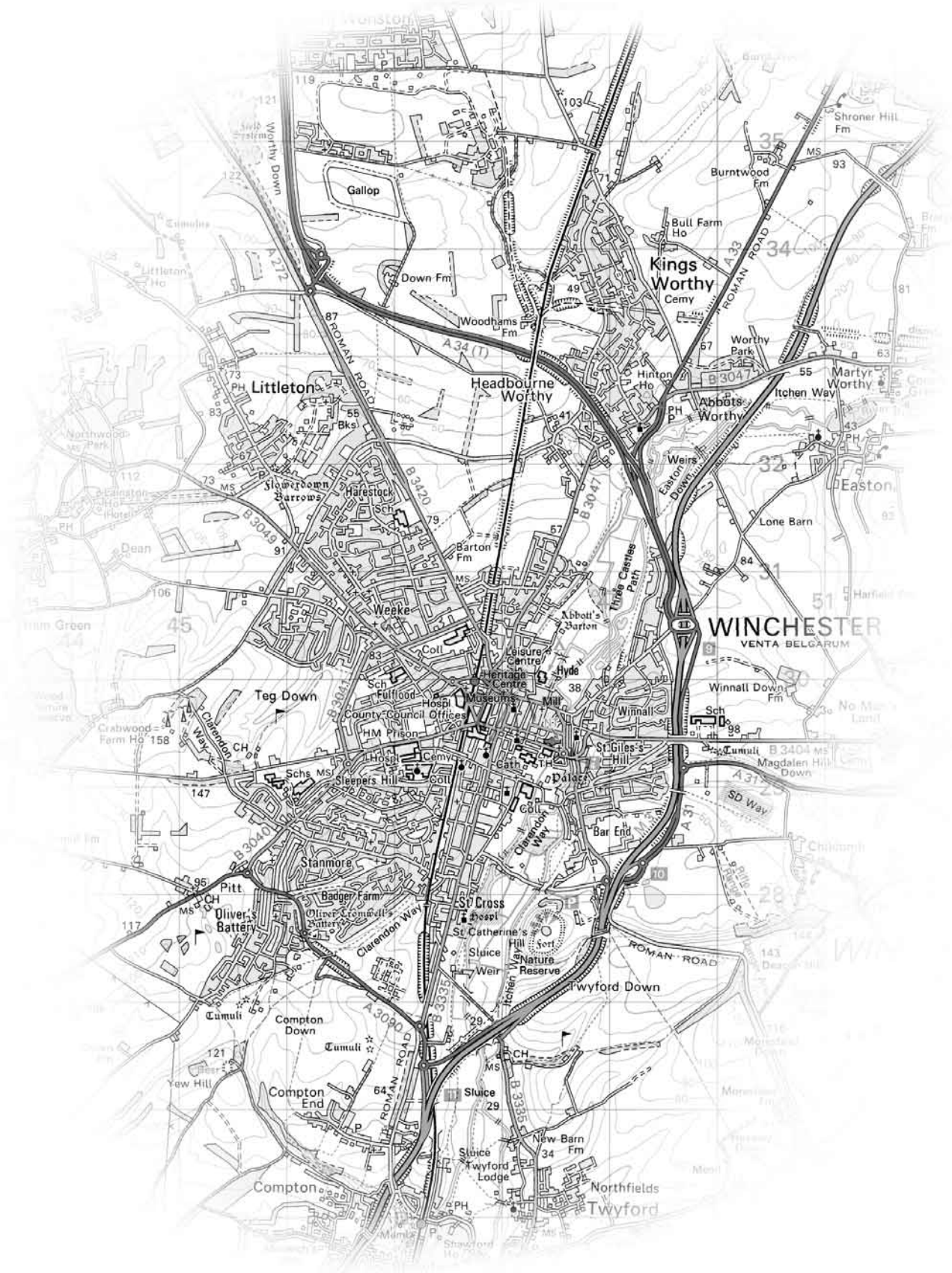


FIGURE 3: Study Area

Reproduced from the Ordnance Survey Mapping with the permission of Her Majesty's Stationary Office (C) Crown Copyright. LA 08610X

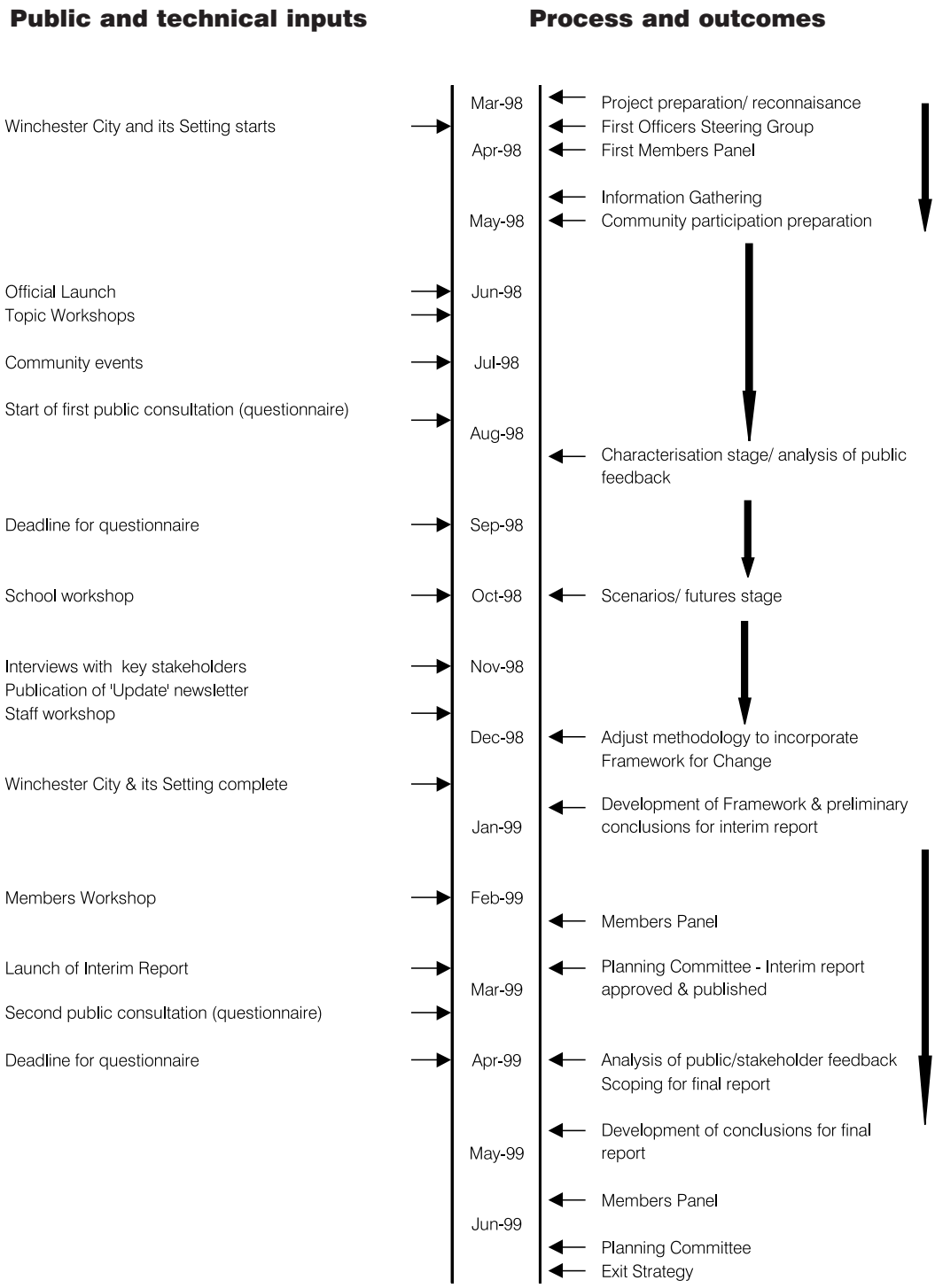


Figure 4.Timeline illustrating the key stages and their inputs

distinctive or matter for its sustainability but which are hidden, taken for granted or not generally appreciated. These incorporate 'essentials', such as food outlets and water quality, not raised by the public.

- Policy interpretation. Finally, there are other characteristics that arise from particular planning or sustainable development issues - either recognised locally or by national/European government - that complete the picture of Winchester.

A breakdown of the research and consultation that has contributed to the study is at Appendix B.

Evaluating Winchester's character

2.11 The purpose of this stage has been to evaluate the environmental, social and economic characteristics of Winchester, i.e. having identified what matters, assessing why they matter.

2.12 The aim has been to provide a 'transparent' and systematic understanding of Winchester's characteristics, how they are functioning at the moment, their trends and the pressures on them. The method chosen to accomplish this task was that of 'environmental capital', a new approach being promoted by English Heritage, The Countryside Agency, English Nature and the Environment Agency[7]. The study has been a key pilot in this national project and has, as a result, benefited from the advice and knowledge of independent consultants. It was the only pilot project to apply the approach to social and economic 'capital', as well as environmental.

2.13 The concept of environmental capital is increasingly used in relation to sustainable development. It views Winchester as consisting of assets (characteristics or features) that can provide a series of benefits or services (attributes); a greater understanding of which can enable them to be managed more sustainably. It should be emphasised that, given the strategic nature of the study and to keep the evaluation manageable, the characteristics have been restricted to those that matter to the city as a whole, rather than a specific site or neighbourhood.

2.14 The new approach asks of each characteristic or feature:

- What are the attributes (positive or negative) of this feature, place or object(s) that matter for the city's character or sustainability?
- How important is each of these, to whom, and for what reasons or purposes?
- Based on current trends, do we expect to have enough of each of them?
- What (if anything) could replace or substitute each of these benefits?

An example of how this is set out is shown in Figure 5[8].

2.15 From the answers to these questions, better policy and management decisions can be made to protect, enhance or replace each attribute if this is important, and hence how best to maintain (or change, in the case of weaknesses) Winchester's characteristics. The links between them have also been identified to produce a more 'joined up' assessment and, consequently, more informed conclusions and recommendations[9].

2.16 Winchester's characteristics and their attributes are summarised in the Framework for Change, the highest priorities of which are outlined in Chapter 4, 'What Matters and Why'.

Pressures for change

2.17 The city's character, however, is not immune from the outside world. The study has identified and evaluated a wide range of trends and pressures that exist now or may affect Winchester in the future. These include those at the local level, but also those at national, European and even global levels. There are certain types of change to which the city will be obliged to respond in some way, such as legislation from national and European government. Other pressures from outside (e.g. regional housing demand) cannot be ignored and the city should be ready to respond, either by accepting and planning for such pressures or by demonstrating why they are undesirable in Winchester.

7 See 'What Matters and Why - Environmental Capital: A New Approach - A Provisional Guide', by CAG Consultants and Land Use Consultants, August 1997.

8 See 'Winchester: What Matters and Why - a characterisation and evaluation of the city of Winchester using the 'Environmental Capital: A New Approach' methodology' technical background document for the complete matrix.

9 A diagram illustrating the key links can be found in Chapter 6.

FIGURE 5: Example of the Environmental Capital Matrix[8]

No.	Characteristic/ feature	Connecting themes	Key attributes (benefits/ disbenefits)	Scale at which it matters/ importance	Indicators/ current situation	Trend/ enough	Substitutable
	A compact/non-sprawling city[1]	Energy & natural resources Human scale Environmental health Accessibility	Contributes to human scale and sense of identity	Local High	• Perimeter/area ratio? • Building heights • Urban design theory and social research	On target	Yes[2].
			Countryside is accessible from all parts of the city	Local Med	• Accessibility "contours" • Views and distances • Public opinion	On target	No
			Easier/ more attractive to walk and cycle, leading to: Improved personal health	National High	• Walk/cycle-time isochromes • Edge to centre ratio • Pedestrian and cycle flows	Undershoot	Yes, because of Note 3.
			Helps restrict the length and number of motorised trips, leading to: Better air quality, less energy/ fuel consumption, lower noise, less time-wasting	National High	• Number and length of journeys made[3] • Drive-time isochromes • Air quality statistics/ targets • Research on energy consumption, etc.	Undershoot	Yes – there are other ways of restricting trips.
			Pressure for higher density development and traffic management/ restraint measures because of the city's physical constraints	County High	• Public opinion • National research and surveys	Undershoot	Yes

Notes:

1. This is a key feature of Winchester's 'sense of place', a result of the city's historical development and preservation. It matters highly to local people. 32% of questionnaire respondents and 26% of Winchester Show participants considered the city as 'compact and walkable' to be one of its key strengths.
2. This needs further explanation. Human scale and a sense of identity can be achieved at a street or neighbourhood level even within a large conurbation. The complex inter-relationship between buildings, spaces and their setting are key influencing factors. Winchester's compact nature is primarily defined by its topography. This is what is distinctive and non-substitutable .
3. A compact city may mean that people travel less within it, but if facilities are limited, that may be offset by the trips made to/from outside the city, e.g. Southampton.

2.18 A variety of sources have been used to secure a clearer picture of the future. Local studies, such as those recently commissioned by the City Council on tourism and affordable housing have been referred to, as have central government initiatives, such as the Department of Trade and Industry's 'Foresight' programme[10]. The study has also been able to identify examples of good practice and innovative solutions to problems from around the world. The results of this research have been fed into the Framework for Change in order to provide a greater degree of robustness (and practicability) in respect of the long-term aims and objectives.

2.19 Further details of this stage of the study are set out in Chapter 5, 'Pressures for Change'. The effects of the pressures (whether threats or opportunities) are summarised in the Framework for Change.

The Framework for Change[11]

2.20 The original intention of the Project Brief was to assess the impact of distinctly different scenarios for the future role and development of Winchester, from which planning guidelines would be developed. In practice this proved to have a number of drawbacks, especially due to the speculative nature of the information on which these two stages would be based. The methodology, therefore, has been adapted to formulate a 'Framework for Change' which builds on what matters and why, in the light of the pressures for change (a kind of SWOT analysis).

2.21 The initial conclusions of the study were published, for consultation purposes, in the Interim Report in March 1999. A summary leaflet[12] containing a questionnaire sought public reaction to some of the dilemmas that had been revealed through the project. Nearly 2000 people took this opportunity to contribute to the conclusions which are contained in this report.

2.22 The Framework for Change identifies policy and management 'parameters' within which the city could accommodate various changes and development in the future. Future development should therefore be directed and managed through the boundaries set by the framework. Using the headline indicators in the framework, a monitoring system will enable the effectiveness of policy to be gauged, and any alteration to policy to be made in the light of changing circumstances. The nature of this framework - and its physical and investment implications - is explained in Chapters 6 and 7 of this report.

10 www.foresight.gov.uk

11 At Appendix F.

12 Future of Winchester Update, Spring 1999', published by Winchester City Council, March 1999.

3 What People Think

Introduction

3.1 The Future of Winchester study developed a public participation strategy at its initial stages that set out the key principles and methods on which engagement with the community would be based.

An inclusive approach

3.2 The strategy was set up to ensure the study was as widely 'owned', informed and inclusive as could be achieved through the active involvement of local residents, businesses, community groups and other organisations. It was important that the aims, process and progress of the study were communicated accurately and efficiently to the public and organisations at each key stage.

3.3 The desire to include as many people in the process as possible stems from the ambitious and holistic nature of the study which, by considering the future scale and nature of development in Winchester, has the potential to have a significant impact on a wide range of interests. Therefore the study targeted the involvement of local people, especially those who do not normally get involved in the planning process. This necessitated using a variety of means that were most relevant to the audience.

3.4 Every effort has been made to involve a wide range of individuals and organisations. The strategy has sought to maintain interest and enthusiasm throughout the study period through the local press, following up workshops with summaries, and the regular publication of our 'Update' newsletter. A breakdown of public participation is at Appendix B.

Informing the direction of the study

3.5 Topic workshops. Following the formal launch of the study held at Winchester Guildhall on 2 June 1998, a series of topic workshops were held between 9 and 22 June 1998. These comprised a number of brainstorming workshops covering community, economy and environmental matters. They were aimed at professionals, service providers, community leaders and business representatives with a key interest or role in the city, i.e. 'stakeholders'. The workshops were arranged so as to identify stakeholders' perceived strengths and weaknesses of Winchester, and their visions for the future. Fifty five organisations were represented, by eighty five individuals throughout the six workshops. A summary of the topic workshops is at Appendix C.

3.6 First questionnaire. Following the topic workshops, a leaflet with a questionnaire[13] was produced as the principal means of securing the views of the wider public. The key elements of the topic workshops were maintained in the format of the questionnaire, i.e. respondents were asked to identify their five main likes and five main dislikes of Winchester, and how they would like the city to be thirty years from now.

Council Officer handing out information at one of the promotional exhibitions

3.7 Approximately 9,000 questionnaires were distributed in total. Some were available at various public venues around the city, although the majority were handed out by Council Officers at a series of promotional exhibitions in the High Street and at local supermarkets. These exhibitions consisted of displays highlighting the aims and objectives of the study, with questionnaires distributed to passers-by. The project also had a marquee and exhibition at the Winchester Show where the public were asked to indicate their perceptions of Winchester's strengths and weaknesses using a voting 'game'. They were also invited to write their priorities for the future on cardboard 'bricks' and attach

13 Entitled 'Have YOUR say on the Future of Winchester: Help plan YOUR city', published by Winchester City Council, July 1998. Copy of questionnaire at Appendix D.

them to a display wall. A shortened version of the questionnaire was printed in the Winchester Extra and the Winchester Weekly News. In total 740 questionnaires were received and analysed.

3.8 Results. The results of this questionnaire were published in the first edition of 'Update'[14] and can be found at Appendix D. The main results were as follows:

- 38% of respondents identified the history and heritage of the city as a key strength
- 31% of people identified the accessibility of the city, and the same amount indicating the Cathedral and its grounds as being important to them
- Over half of all respondents highlighted the lack of retail diversity in the city centre as a weakness
- Over 40% of people mentioned traffic congestion as a key weakness

3.9 The future visions often addressed the key weaknesses, with suggested measures to increase retail diversity, reduce traffic levels and an improved public transport system proving most common.

3.10 Young people. To ascertain the views of younger people who do not usually get involved in planning matters, a drawing competition was promoted to identify how primary school children envisaged

Picture of Winning Entry

Winchester in thirty years. The project team also visited a local secondary school, where over fifty GCSE students took part in brainstorming workshops and completed questionnaires.

3.11 Stakeholder 'interviews'. A number of meetings with the directors of key institutions and organisations in the city were also held. The primary purpose of these was to gain a greater understanding of their future plans and perspectives on current trends relating to their areas of activity. Meetings were held with stakeholders such as King Alfred's College, the NHS Trust, Social Services and the Police[15], and proved to be valuable in confirming or expanding our analysis of 'what matters and why', as well as identifying trends and pressures within different sectors of the city.

3.12 Councillor and staff workshops. In conjunction with these interviews, workshops were arranged with a wide range of Officers and elected Members from Winchester City Council and Hampshire County Council.

3.13 Feedback on the Interim Report Following the launch of the Interim Report at Winchester Guildhall on 15 March 1999, the second edition of 'Update' with an attached questionnaire was published[16]. Copies of these were sent to every household and business (19,700) in the city area via the Weekly News and Advertiser. They were also distributed directly to over thirty public venues, over 700 individuals and organisations on our mailing list and around 400 city centre shops and businesses.

3.14 Second questionnaire[17]. This comprised a series of statements, each attempting to get a view on some of the dilemmas arising from the results of the first phase of public participation. The dilemmas covered intensity of development, increases in the quantity of housing, higher numbers of visitors, more shops and restrictions on car use. Respondents were asked to state whether they strongly agreed, agreed, disagreed or strongly disagreed with each statement, and to prioritise them in the order of which action should be taken.

3.15 Results. The results of the questionnaire can be found at Appendix E. The response level was high, with nearly 1950 received and analysed. From the six statements in the questionnaire the results were:

- Almost 80% agreed or strongly agreed to a greater shopping mix
- Over 45% agreed or strongly agreed with car restrictions if public transport is improved

14 'Future of Winchester Update, Autumn 1998', published by Winchester City Council, November 1998.

15 A full list of stakeholders who were interviewed is at Appendix B.

16 'Future of Winchester Update, Spring 1999', published by Winchester City Council, March 1999.

17 Copy at Appendix E.

- Over 75% either agreed or strongly agreed to more visitors to help support the city's cultural and entertainment facilities
- Over 50% of respondents agreed or strongly agreed with more housing and more people living and working in the city, if the consequences were affordable homes and improved viability of the city centre

How public opinion has been used.

3.16 The public participation strategy has been used to feed into all stages of the project. First, the results of the topic workshops, stakeholder interviews and the first questionnaire were used to inform 'What Matters and Why' and future scenarios/pressures for change. These opinions also highlighted a number of contradictions in people's aspirations[18] that led to the formulation of the second questionnaire.

3.17 This second phase of public participation attempted to gauge people's degree of acceptance of change to achieve certain ends. In particular, it was intended to indicate how people would resolve the apparent contradictions arising from the earlier consultation, and the implications of those changes. The results were not seen as giving the 'go ahead' for development, but show that some change is acceptable by a sizeable proportion of the population of Winchester under certain conditions or if it accrues wider benefits.

3.18 Overall, public/stakeholder opinion has been used to inform and validate our technical studies that have led to the Framework for Change and the subsequent conclusions and recommendations contained in this report.

18 See Chapter 5 for a summary of these contradictions.

4 What Matters and Why

Introduction

4.1 The first technical stage of this study was to understand what matters about Winchester, and why, using the environmental capital approach outlined in Chapter 2. Accommodating future development in a way that respects what matters for the city's character and sustainability is a key concern. But Winchester is more than just its environment - understanding its social and economic characteristics has also been an important element of our analysis.

4.2 This chapter summarises the main conclusions of our detailed analysis of Winchester's characteristics, which is the backbone of the Framework for Change.

The city's characteristics

4.3 These fall into two broad categories: those that define its character and those that are essential for the basic functioning and sustainability of the city. The public and 'stakeholder' views, technical research and the Winchester City and its Setting study have all contributed to our list of important characteristics[19]. They naturally form a number of themes, together with their key attributes and issues needing attention, as set out in the framework. The themes and characteristics are summarised at Appendix G.

Priorities

4.4 This stage of the project concluded by identifying the core characteristics on which the city's character and function most depends, by virtue of:

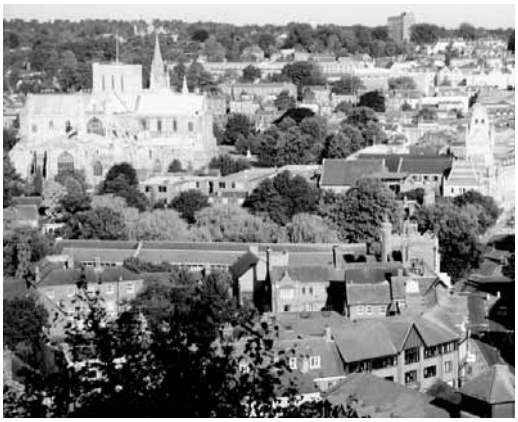
- The nature and importance of their benefits (or 'seriousness' of their disbenefits),
- how irreplaceable or vulnerable they are, and/or
- the level of importance attached to them by the local community.

19 See Figure 4 (Study Timeline) on page 7

4.5 These core themes and characteristics should be afforded priority attention. In the case of those that are currently strengths, managing and enhancing them and their benefits will mutually benefit other strengths and overcome areas of weakness. Similarly, taking the initiative to tackle the causes of the key weaknesses will be of mutual benefit to others. These are set out below.

St Cross from St Catherines Hill

Shopping in Winchester High Street



View of City from St Giles Hill

Core themes and characteristics

What really matters	Reasons why
Strengths	
Historic legacy - richness of the city in terms of its history, character, natural features and habitats, spiritual resources,culture etc	• Provides high quality of life • Contributes to the city's local distinctiveness • Creates a marketable image that attracts visitors, businesses and new residents • Archaeological evidence, historic buildings, spaces and street pattern, fine ecology, and subsequent mix of land uses and activity, are the key contributors to this richness • All set off against an outstanding landscape (see next item)
The city's setting	• Backdrop to townscape and landmark buildings • Dominates the city, creating a natural boundary • Strong visual connection between the urban area and its rural hinterland • Together with the River Itchen, it is the reason why the city was built here in the first place • Green wedges, the water meadows and abundance of trees permeating into and through the city are intrinsic to this setting • The strong focus of communication routes and clear sense of arrival are also connecting features • Defines the scale and compactness of city (see next item)
Small-scale city with compact centre	• Concentrates a mix of uses and activities - more efficient use of land - reducing pressure on greenfields • Easier for walking and cycling - reduces need for motorised travel - leading to improvement in air quality (although narrow streets can exacerbate the discomfort of fumes for pedestrians and cyclists) • Facilitates a pedestrianised/ walkable city centre • Contributes to townscape character, human scale and feeling of closeness to the countryside • Influenced by the landscape setting, green wedges and River Itchen and water meadows (see next item); also the historic buildings, spaces and street pattern
Green wedges, River Itchen and water meadows, and abundance of trees	• Recreational value for residents, visitors, etc. • Important setting for landmark buildings, e.g. Cathedral, St. Cross Hospital - with remarkable views to/from them • Visual interest • Biodiversity • Human well-being and tranquillity • Easy access to the countryside • 'Sustainable' communication routes for humans and animals • Trees condition the air (see next item)

Local economy	• There is very low unemployment, leading to quality of life benefits • Workforce important in maintaining the vibrant city centre (especially at lunch time) • Tourism makes an important contribution to commercial activity in the city • The number of jobs in Winchester is significantly greater than its working population • In and out commuting is a major consequence of this, contributing to traffic congestion and air pollution • High levels of public administration and health employment contribute to a 'stable' economy, and adds to the city's image and reputation • Lack of employment diversity contributes to deprivation and social exclusion (see weaknesses below)
Weaknesses (or detractors)	
Air quality	• Air is essential for life • Clean air is important for good public health (particular issue for children and in areas of deprivation), comfortable pedestrian and cycling environment, preventing deterioration of historic buildings, protecting the water environment, etc. • Air is conditioned by trees and other vegetation across the city and in the green wedges and river valley • Road traffic is the principal local contributor to poor air quality (see next item)
Impacts from the use of private cars	• Efficient movement of people and goods is vital to a city's functioning • Street plan in historic core is largely unchanged from the 9th century • Cars and other vehicles can take up to 40% of a development site in roads and parking space • Health and safety implications - air pollution and linked respiratory diseases, accidents (injuries and fatalities), conflicts with walking and cycling, etc. • Main routes converge in the city centre (see next item) causing traffic congestion - the second greatest concern among people who have taken part in this study
Range of shopping opportunities (in city centre)	• Perceived lack of variety of city centre shops is the greatest concern among people who have taken part in this study • Key contributor to the local economy and diversity of employment opportunities • Vibrant mix of land uses and activity which 'feed' off each other - leading to greater viability of an evening economy and natural surveillance/ safer environment • Provides choice of services and facilities for residents and visitors - greater scope for linked trips, reducing the need for motorised travel • Achieves many national sustainability objectives (e.g. PPG6, PPG13) • Focus of the city's heritage and attractions/ accommodation for tourists • Focus of many 'sustainable' communication routes, including the railway and river valley footpaths • Types of shops/facilities and inadequate public transport in/ to the centre perceived to 'exclude' people on lower incomes (see next item)

Social exclusion and 'pockets' of deprivation	• Puts strain on the people who experience it and on the resources to support them - churches and voluntary sector increasingly important providers of various social services • Social polarisation risks aggravating anti-social behaviour, promoting 'ghettoisation' or deteriorating parts of the city's environment - there are already local pockets of deprivation which are 'hidden' by the city's general affluence • Exacerbated by limited 'blue collar' jobs and poor choice and affordability of housing (both private and public, rented and owner-occupied sectors) - particularly for younger people, new families or older people on low incomes • Limited 'low cost' and children's clothing shops • Restricted alternatives to the private car - bus services are expensive, infrequent at times and often take inconvenient routes • Social imbalance (in terms of socio-economic group, age, gender and ethnic origin)

5 Pressures and Need for Change

What people want

5.1 Most of the priorities in the previous chapter accord with the opinions of the public and stakeholders that have emerged not only from the Future of Winchester Study, but also the City Council's Crime and Disorder Audit, Visitor Survey and Housing Needs Survey, and other studies that have contributed to our research and analysis[20] . However, their aspirations have highlighted a number of contradictions. see opposite: ➡ ➡ ➡ ➡

Trends and outside pressures

5.2 In addition to the aspirations of the local community, there are other pressures for change being (or which could be) presented to Winchester by virtue of its socio-economic make-up or outside 'forces' beyond the City Council's control such as government policy or economic globalisation. Many, however, present positive opportunities that, if the city embraces, could form part of a future scenario. They include among others:

(a) Urban renaissance:
- City centre enhancement
- Changes to the type and role of out-of-town retailing
- Car restraint
- Higher density development
- City centre living
- Redevelopment/ regeneration

(b) 'City of learning' image:
- Expansion or greater emphasis on the further/higher education sectors
- Spin-off research and businesses

People want
Less traffic congestion and air pollution, more car-free areas, Park & Ride, cycling and walking, and better public transport
But
They want to own and use their cars, and park easily and cheaply in the city
People want
More affordable housing and better choice of jobs
But
They do not want new development on greenfield sites or other green spaces because the rural feel, setting and compactness of Winchester is very important
People want
More leisure, arts and youth facilities and a more vibrant city centre in the evening
But
Many people are worried about anti-social behaviour, or losing the historic character and charm of the city centre
People want
More traditional independent shops
But
Other people want more and bigger multiple shops

(c) Economic change:
- Restructuring or contraction of local government and other public sectors
- Expansion of other sectors to diversify the local economy
- Economic recession or boom
- Impacts on commuting patterns
- Nature of commercial development in neighbouring towns and cities

(d) Changes in the leisure and retail industry:
- Impact of major new leisure and retail development in the region
- Trends in lifestyle and fashion

20 Background sources of information that have informed the characterisation of Winchester are highlighted in the Framework for Change. A full list of references will be contained in the Bibliography

(e) Pressure for development on undeveloped land:
- Regional housing demand and need
- Restricted availability of 'brownfield' sites for redevelopment in the existing Winchester urban area

(f) Traffic reduction:
- Implications of Local Transport Plans and the Road Traffic Reduction Act
- Car-free City and Clear Zone initiatives
- Radical improvements in the quality and attractiveness of public transport to car users
- Transhipment of goods into/out of the city
- Park and Ride/sail/bike/walk
- Home deliveries of shopping
- Initiatives undertaken by adjoining/competing centres and authorities

(g) 18 or 24 hour culture:
- Late night/evening shopping and leisure
- Expanded arts and cultural scene
- More vibrant 'evening economy'
- Staggered working hours
- Transport/movement implications

(h) Technological advancements:
- Every home linked to the Internet
- Internet/teleshopping
- Internet/teleworking and homeworking
- Technological advances in transport and traffic management

(i) Modern agriculture:
- Impact on landscape patterns/management of new farming techniques and types of crops
- Local self-sufficiency, allotments and organic farming

(j) Tourism expansion:
- Visitor management
- Demand for more accommodation
- New facilities/initiatives to interpret Winchester's history, etc.

(k) Car use/ownership projections:
- See (f) above
- New fuel/engine technologies
- Possible new tax or other financial incentives

(l) Population change and projections:
- Ageing population
- Increasing population, as people are living longer
- Pressure for more housing
- Changes in demand for types of housing

(m) Social/community change:
- Changes in household/family structures
- Spiritual revival
- Changing working patterns
- Increased rich/poor divide

(n) Global warming/climate change:
- Increasing average temperatures
- Greater seasonal variations
- Rising sea/river levels

What people need

5.3 The practical implications of future change will affect (and be affected by) the diversity of people who live and work in and shape the city. It is important that the needs of different sections of the community are not ignored or buried in the Framework for Change and the conclusions and recommendations. Many have needs that exert pressure for development or, it is recommended, should be reflected in the design and location of development.

5.4 The study has considered the whole diversity of needs including residents, businesses, visitors, women and men, children, young people, older people, people with disabilities, minority ethnic people, lesbians and gay men, people under care, single parents, people on low incomes, unemployed people and people with long term mental or physical illness. It has also taken account of the needs of users of different modes of transport.

5.5 Although the study does not attempt to suggest priorities, those who currently experience exclusion or economic disadvantage should generally be given priority attention. This will partly depend on the nature of development or investment concerned, and how it achieves the objectives in the Framework for Change.

6 Framework for Change

Introduction

6.1 As a logical progression from what matters about Winchester, and why, a Framework for Change has been developed. This sets policy and management objectives that seek to sustain or enhance the city's characteristics and functions in the light of the pressures for change and specific needs of the community.

6.2 The considerable amount of community engagement undertaken, together with research such as the 'Winchester City and its Setting' study, has informed and validated this process. Therefore our conclusions arise from a neutral and objective assessment of the issues facing Winchester, rather than being a rationale for a particular agenda.

Structure of the framework

6.3 The layout of the Framework for Change is intended to be user-friendly for quick reference and easier monitoring. The structure of the framework is set out under headings which correspond to the study's process of characterisation and evaluation of Winchester which is partly based on the environmental capital technique [21]

6.4 The first heading describes one of 10 themes which the 41 characteristics are evaluated under. The headings are descibed in more detail on the next page.

21 The framework is essentially a progression from, summary of, 'Winchester: What Matters and Why - a characterisation and evaluation of the city of Winchester using the 'Environmental Capital: A New Approach' methodology' which will be available as a technical background document

Structure of Framework

Theme (10 CATEGORIES)

What Matters

What characteristics or features matter to Winchester and its local people? The framework evaluates 41 Characteristics

Main Reasons Why

What social, economic and environmental attributes make particular characteristics or features matter?

Importance

How important are the characteristics/features on a scale of low-medium-high? How important it is to local people is derived from questionnaire results

Key Issues

What issues, trends and concerns surround the various social, economic, and environmental attributes?

Headline Indicators

Key Measurements. SDS denotes an indicator of the UK Sustainable Development Strategy (DETR 1999).

Future Threats and Opportunities

How would main pressures for change affect (positively and negatively) what matters and why?

Specific needs

''Capable of being monitored to track the performance of the feature''. Whom does the feature/attribute matter to most?

Policy and Management Implications

What should projects and policies aim to achieve? What actions could the City Council and other stakeholders take? When should each action begin to be implemented?

Key Links

Which characteristic influences or is influenced by another?

Background Information

Is there any other relevant information that supported the evaluation of characteristics?

Complementary Initiatives

What other strategies, plans and projects by the City Council and County Council could be/ are affected by the Future of Winchester Study?

Definition of Headings

6.6 The 10 Themes are;

1. Essentials - those that matter for basic quality of life and the functioning of the city
2. Social cohesion - features of the city's population, and what matters for community safety and good relationships
3. The city's setting - those that matter for the character of Winchester's distinctive landscape and sense of closeness to the countryside
4. Biodiversity - those that matter for the city's biodiversity and 'greenness'
5. Townscape character - those that matter for the character of the city's built fabric
6. Historic legacy - those that matter for Winchester's rich history and heritage
7. A city of standing - issues relating to the city's image and attraction as a tourist destination
8. Local economy - features of Winchester's economy, and what matters to safeguard and enhance it
9. Culture and leisure - those that matter for the recreational needs of residents and visitors
10. Movement and accessibility - features of the city's transport infrastructure.

What Matters: each key characteristic or feature of Winchester (as a whole) that helps define its character or matters for the city's sustainability/basic functioning. This may cover weaknesses or detractors for which action to overcome or improve them matters, as well as strengths that matter in themselves. The characteristics were predominantly informed by the public's participation.

Main Reasons Why: its social, economic and environmental attributes or benefits that make the characteristic matter to Winchester. In the case of weaknesses or detractors, this may cover disbenefits.

Importance: at what scale does this feature matter overall (from local to global[22]) and how important it is at that scale (low, medium or high[23]). This is derived from a more detailed evaluation of each attribute using the environmental capital technique. This should be seen in the light of the fact that each characteristic has been afforded some level of importance for it to be singled out in the first place. Details of how important a characteristic is to local people derives from the results of the first questionnaire.

Key Issues**:** the key trends and current concerns relating to the attributes of what matters. This indicates whether or not there is 'enough' of the characteristic in Winchester - important for formulating the objectives.

Headline Indicator(s): key measurement(s) of the 'performance' of the feature, capable of being monitored over the course of the life of the framework and strategy[24].

Future Threats and Future Opportunities: how the main pressures for change[25] would affect (positively and negatively) what matters and its attributes. This is particularly important for shaping the policy and management implications.

Specific Needs: to whom does the feature and its attributes particularly matter, and in what ways. Different sections of the community[26] have different needs that, it is recommended, should be integrated into the decisions over future development and investment in the city.

Policy and Management Implications:

1. Objectives: in the light of the above evaluation, what projects and policies should aim to achieve over the life of the framework in order to sustain or enhance Winchester's particular character or function.

22 Definitions apply - see Glossary.

23 Ditto.

24 As far as possible, each characteristic/feature includes an indicator of the UK Sustainable Development Strategy ('A Better Quality of Life: A Strategy for Sustainable Development for the United Kingdom', by DETR, May 1999) in which case this is denoted by SDS.

25 These are set out in Chapter 5.

26 These are set out in Chapter 5.

2. Recommended actions: suggestions for ways that the City Council and other stakeholders can achieve the objectives together. These are neither exhaustive nor promises, but recommendations that should be given due consideration for action by relevant departments, committees and external organisations.
3. Responsible agencies: which agencies or types of agencies should be involved.
4. Timescale: When each action should begin to be implemented during the 30 year life of the framework - in the short term (up to 5 years), medium term (5-15 years) or long term (15-30 years). Some short term actions have already begun to be implemented. In most cases it is assumed that actions will be ongoing after their commencement, unless future circumstances call for new or revised ways of achieving the objectives.

Key Links: a brief run-down of the other characteristics or issues that each characteristic influences or is influenced by. A diagram showing the key links between the themes follows this page.

Background Information: surveys and studies that have provided technical background information to support the evaluation of the characteristic.

Complementary Initiatives: Other strategies, plans and projects by the City and County Councils that are/could be affected by this study.[24]

How it is intended to be used

6.6 The complete framework is at Appendix F. Its objectives, which are summarised in Appendix G, are intended to set 'boundaries' within which the type, design and location of future development can be judged. A general vision and strategy for how this should be achieved in practice is set out in the conclusions and recommendations in the next chapter.

6.7 It is intended that the framework and subsequent strategy will engender a greater degree of certainty over the future direction that Winchester takes, while avoiding being too rigid and over-prescriptive. Thus future changes in the types and levels of pressures on the city can also be assessed against it, and the acceptability of their potential benefits and disbenefits gauged.

6.8 It is important to note that it will not be practical or possible to undertake all the initiatives set out in the framework immediately and, prior to many being capable of implementation, there will be a requirement for further public consultation and 'testing' of the proposals. This is particularly the case for those objectives that will mean substantial physical change. The Winchester District Local Plan, which has its own formal consultation and adoption procedures, will be the key focus for achieving many of these.

6.9 The Framework for Change is very much a framework. Further refinement and elaboration will often be necessary in the light of further research and consultation relating to detailed plans and projects by the City Council and other organisations.

The Study Recommends:

Photo above:

High priority to Public transport

Photo on right:

High Quality Contemporay Architecture

Photos below:

Efficient use of underused land and buildings

7 Conclusions and Recommendations

Implications of the Framework for Change

7.1 Drawing all the policy and management objectives of the framework together, as at Appendix G, reveals the extent to which the needs and aspirations of the city will require some - and in a few cases, considerable - development and investment. Objectives that require investment outnumber those that would constrain it, although many constraining objectives relate to characteristics that are highly important or irreplaceable. Choices about the priority and benefits of each objective, therefore, need to be made in the light of their importance to local people and for the sustainability of the city's character and function.

7.2 In many cases, investment will not just improve existing facilities, but will require additional land and buildings. As this will usually be met by the private sector, the City Council must be: (a) clear about what is expected; and (b) not so demanding that the potential investment and benefits are unreasonably discouraged.

7.3 Public participation has shown a general desire for changes to achieve the expressed objectives. However, bearing in mind public concerns over the potential conflict between some environmental and socio-economic objectives of the framework, a long-term approach that starts from making better use of what Winchester has already is recommended. If this is made clear and widely 'owned' and communicated, it will provide greater certainty for residents, businesses and potential investors, but be flexible enough to accommodate different futures and react to changing circumstances.

7.4 Monitoring the extent to which the objectives are being met will be essential in deciding if, when, where and how major changes or development can or should occur. It is essential that the City Council works in partnership with other agencies, businesses and organisations to realise fully the 'joined up' vision.

7.5 The key aim should be to develop Winchester as a 'compact city' because of the city's natural strengths and the many sustainable development benefits accruing from them. This kind of urban model is highlighted by the EU in its development plan entitled the European Spatial Development Perspective[27] , as well as by our own government's Urban Task Force[28] . Achieving this will have long and short-term implications for planning the city.

A sequential approach

7.6 Achieving a balance between achieving the objectives that constrain development and those that require some form of investment, will require a creative approach to planning and managing the urban and rural environment. Safeguarding and enhancing Winchester's character while accommodating changes and development that benefit the local community and sustain its economy will, in practice, require a sequential approach as set out below:

7.7 Begin by concentrating new development within the city's existing boundary, through more intensive and imaginative use of available/suitable space -

(a) First, in and adjacent to the city centre:

- Redevelop some city centre and edge-of-centre car parks for mixed use and mixed tenure, high density development, provided adequate short stay car parking is retained in keeping with enhancing the city centre's vitality and viability

27 Draft European Spatial Development Perspective, June 1998.

28 'Urban Renaissance: A Shared Vision 01.99 – Summary of Responses to the Urban Task Force Prospectus' by Urban Task Force, January 1998.

- As a result, most commuting and tourist (long stay) car parking could be re-located to Park and Ride/ Rail/ Walk/ Cycle sites on the outskirts of the city
- Encourage imaginative, high quality contemporary architecture that works well with the old and maximises the use of space, e.g. roof gardens/ terraces, shared amenity space, greater use of basements for living, storage or car parking, roof living space
- Reduce the need for space for cars by a package of initiatives, e.g. by encouraging car sharing schemes and neighbourhood car fleets, ensuring maximum 'permeability' by foot, cycle and bus, shared car parking and amenity areas (e.g. Home Zones), car park stacking systems, home delivery/homeworking and internet connections for new development
- Take a wider perspective of the city centre/ commercial core in terms of its geographical area, uses/ activities and marketing. For example, there may be redevelopment and 'intensification' possibilities around the railway station which could accommodate hotel, leisure, community, residential and/or business uses
- In this light, improve the physical integration and accessibility of city centre streets, Cathedral/College, River Park and the railway station through improved signing and streetscape improvements (in keeping with maintaining the intimate nature of some of the historic core's streets)
- Gradually extend the pedestrianised area of the city centre (or the benefits of it); consider marketing different distinguishable quarters of the centre; enhance the outdoor market; improve the public realm with public art, more seating, etc.
- Encourage significantly more residential units (especially affordable ones for small households) in the city centre to promote social and functional diversity
- Maintain and enhance open spaces and 'pocket' parks and gardens as these, and other shared spaces, will be more important to residents in higher density dwellings.

(b) Secondly, subject to further investigation, in suburban and edge-of-city centres:

- Existing facilities and services in the outer urban areas have the potential for greater integration and longer hours of use. For example, greater use of schools, libraries and community centres for after-school clubs, lifelong learning and community activities
- In the long term, these facilities could be developed as 'clusters' (even redeveloped/'intensified' with a wider range and higher density of uses including residential and teleworking/community information centres). The clusters could be linked physically and electronically to each other and the central cluster (city centre) by public transport, pedestrian and cycle routes.

Long term sustainability

7.8 However, there is a point at which this sequential approach would begin to destroy irreplaceable qualities that we are seeking to protect, and therefore become unsustainable. For example, limiting development within the city could lead to pressure for back land or high density development of streets whose very character is their low density, low plot coverage ratios, tree cover or views.

7.9 Given this and the combined implications of all the policy and management objectives, the desire to contain Winchester within its existing urban area is likely to prove incompatible with sustaining the city's range of activities and services, and regional standing (which was an aim identified through the initial public consultation and technical studies). The conclusion is that there remains the need for some carefully planned growth over the next 30 years.

7.10 The following issues also indicate such a need:

(a) The present commuting patterns in and out of the city are environmentally unsustainable, contributing to poor air quality, avoidable trips and traffic congestion. Appropriate development to reverse this may prove to be more sustainable in the long term.

(b) There is a finite supply of 'brownfield' sites within the city capable of being redeveloped.

- The amount of housing that could be provided by redevelopment of city

centre sites must be balanced against the importance of city centre accessibility, the availability of short stay shoppers' parking and the need to accommodate uses such retail, leisure and hotels.

- Phase 1 of the National Land Use Database (NLUD) has only identified capacity for approximately 200 dwellings at the current average density of new residential development in the city[29]. It would require large areas to be developed at considerably higher densities to achieve substantial additional 'brownfield' housing.

(c) According to the Winchester Housing Needs Survey 1999, the need for affordable housing is approximately 1100 dwellings (current need) plus 240 dwellings per year (future unmet need) over the five year period, 1999-2004. Although this relates to the whole district, a sizeable majority[30] of this need is in Winchester city.

(d) Demand for housing, however, is considerably greater than this. The County Structure Plan Review (Proposed Modifications) currently proposes 7295 additional homes should be provided within the district from 1996 to 2011. Winchester, as the largest existing settlement, is likely to prove to the most sustainable location for additional development. Resisting appropriate levels of development in Winchester will mean that other settlements in the District with less social and economic infrastructure will have to expand, resulting in development and travel patterns that are even less sustainable.

(e) As a result of their massive retail expansion, Southampton and Basingstoke are predicted to extend and strengthen their shopping catchment areas. The Interim Report does not propose that Winchester competes with these centres on equal terms, rather that it invests in strengthening and marketing its distinctive shopping experience as an attractive alternative. However, the existing range of retail units needs to be improved if a more attractive mix of shops, which balances the needs of leisure/ day visitors and local residents, is to be achieved, as suggested by a large number of people through both consultation exercises.

Managing the change

7.11 Future planning policies, therefore, need to plan for some development on previously undeveloped land and set criteria for the timing, type, design and location of development in the city. This is already being progressed at a District level through the District Local Plan Review. Nevertheless, the preference should always be to concentrate on the cyclical redevelopment of the existing urban area. If and when it becomes necessary to release undeveloped land for development, proposals should be considered in the light of the following expectations:

(a) Achievement of traffic reduction and air quality improvement targets in the city centre

(b) Achievement of cycling, walking and public transport targets

(c) Achievement of increase in visitors to the city centre and a significant improvement in their perceptions of it as a shopping centre

(d) Demonstrable lack of sufficient space for further development within the city, following guidance of the revised PPG3 Housing

(e) Demonstrable need for proposed development

(f) Demonstrable contribution to a more inclusive, balanced community

(g) Demonstrable enhancement of Winchester's environmental capital

(h) Demonstrable need for additional development as a result of sustained economic growth

(i) Demonstrable contribution to the diversification of the city's economy.

7.12 Major new development should continue to meet these criteria once built. The following general infrastructure and design principles should be incorporated into any larger scale development to achieve sustainability and high quality design:

29 A more in-depth housing capacity study should be considered, as part of the District Local Plan Review, to supplement NLUD.

30 Awaiting exact figures.

- Good urban design and efficient urban transit systems to help maintain the small scale 'feel' and compactness of the city and enhance its sustainable foundation - learn from continental European historic cities, e.g. Freiburg, Germany
- Wherever possible, focus future development along the main radial routes with the highest density fronting them in order to help create a 'critical mass' for complementary uses and public transport
- Carefully 'stitch' development into the existing city street pattern, landscape setting and protected green wedges
- Ensure that walking, cycling and public transport routes to the city centre, suburban foci and transport hubs are more direct or attractive to residents than roads
- Encourage more imaginative contemporary housing design with advanced environmental features such as solar power, grass roofs and water recycling

Sustainable foundation

7.13 The core themes and characteristics set out in Chapter 4 provide a foundation for sustainable development and a higher quality of life for residents, visitors and businesses. In this context, development should be a positive investment in this foundation, provided the important benefits of the city's characteristics are protected or enhanced. This is where the environmental capital technique could be used in the future.

7.14 This particularly applies to maintaining the qualities and benefits of the city's setting and biodiversity. For example, maintaining green wedges/corridors should be realistically balanced with the city's community needs. Apart from the River Itchen and water meadows, which are of international ecological importance, the existing boundaries of the green wedges/corridors penetrating the city are not necessarily sacrosanct. It is their benefits and contribution to the city's character that is the most important. Standards should be applied to ensure, for example, that everyone is within easy walking distance of a green wedge/corridor, that they are fully accessible by foot and wheelchair, well-managed, contribute significantly to biodiversity, etc. Other green wedges are important because they are an essential part of the setting of an historic building or group of buildings.

Short term implications

7.15 In the short term (i.e. within the next 5 years), the following actions should strengthen the city's sustainable foundation:

(a) Implementation of a radical movement and access plan and achievement of traffic reduction and air quality targets:

- Continue to give high priority to the Winchester Movement and Access Plan, Hampshire Local Transport Plan and possible Air Quality Management Area, with a view to meeting traffic reduction and air quality targets
- Ensure better integration with the land-use planning process
- Create a more balanced modal share - invest in the total quality of public transport, e.g. better information, more bus priority measures, expand Park & Ride by re-locating commuter city centre parking to the city outskirts, improved signing and surfacing of walking and cycling routes.
- Monitor government proposals, and their suitability for Winchester, for discouraging unnecessary use of the private car through taxation and other fiscal measures

(b) City centre management and redevelopment:

- Initiatives to regenerate the city centre (such as those in the City Centre Management Plan) should be undertaken in an action-oriented way, with appropriate funding, target dates, 'champion officers' and project management
- Attention should not be restricted to the retail sector, but also the leisure (e.g. youth facilities, arts and entertainment), residential and community (e.g. library, health services) sectors and taking a wider view of the physical boundary of the city centre

(c) Undertake a comprehensive space analysis, and prepare and implement a strong urban design and landscape framework:

- To make more efficient use of urban space through redevelopment or change of use, we need a fuller understanding of how much under-used, derelict or vacant land and buildings there is and what it is used for, as well as open space and land taken up by cars either for parking (public and private) or for movement (roads) - both within and around the current built-up settlement area. This would build on work being undertaken as part of the National Land Use Database.
- To safeguard the landscape setting, green wedges and compactness of the city, urban and landscape design principles will be increasingly important to 'stitch' new development into the city's street pattern and townscape. A framework or guide, setting out these principles, would also show how any major future growth could take place in line with a compact city model. Planning briefs and master plans for specific sites would fit into the framework.
- A strategy for managing the city's trees should be implemented before existing trees decline and have to be removed, leaving a void in the city's character, and to enable the landscaping of future development sites to mature.

Maintaining a presence of mature trees in Winchester

(d) Community planning:

- Greater emphasis should be given to combating social exclusion through the promotion of an accessible environment, mixed tenure housing development, community facilities, wider range of arts and entertainment (including those targeted at particular groups) etc.
- Other plans and projects by the City Council must work with the framework for it to be ultimately successful. A multi-agency action-oriented approach to community planning should be given particular attention to address the underlying causes of these social issues.

(e) Support for the local economy:

- To diversify the city's economy and skills base for its longer term sustainability, greater attention needs to be given by the City Council, trade associations, business support/training organisations, etc. to nurturing existing businesses and building on the city's non-public sector strengths (i.e. tourism/ heritage, IT/ telecommunications, creative industries/ arts, research/ education)

Market in City Centre.

8 Implementation

Introduction

8.1 The implications of the conclusions and actions contained within the Future of Winchester Study Final Report are wide reaching given the ambitious scope of the exercise. There is a very real need for many different groups, organisations and other 'stakeholders' to work as partners in achieving the desired outcomes. There are implications for the following areas:

- Policy - guidance for City Council strategies and at least the next two Local Plan reviews
- Technical approach - e.g. consider greater use of the Environmental Capital approach
- Management - the increasing need for multi-agency, cross-departmental action and service provision

A radical shift

8.2 This study comes at a time of a shift in public attitudes and Government policy about the environment and development. Even the way in which we planned five years ago is being challenged. Winchester has the opportunity to be at the forefront of this - not for change's sake, but because local circumstances call for us to take a more fundamental approach. To achieve a sustainable and compact city - maintaining and enhancing what matters and tackling the weaknesses and vulnerabilities - we must:

- Challenge public attitudes and expectations
- Enlarge the community's vision of the city
- Improve the way we manage our city.

Barriers to change

8.3 In particular we must overcome the following barriers to change:

Key barriers	Solutions
Public perceptions - city centre not as good as it could be, car parking is too expensive or inconvenient, little knowledge of Winchester Movement and Access Plan, etc.	• Clearer, wider and more co-ordinated communication and public participation • Better marketing and promotion of what Winchester has already
Fear of losing control of what Winchester has already	• Continue to be open with local residents about issues, choices and consequences • Demonstrate good practice examples elsewhere - often people's perceptions are different to what is meant
Out-dated working practices and attitudes	• Best Value approach - corporate/ multi-agency/ team working, action-oriented and project management styles, performance monitoring, etc.
Each player in the city doing their 'own thing'	• In conjunction with the development of a Community Plan, consider the establishment of a City Partnership - work up the Future of Winchester study into a vision signed up to by 'all' and co-ordinate action
Significant changing external influences, e.g. Government policy and legislation, global economy, development finance process	• Monitor and anticipate more….