

REPORT TITLE: BUSHFIELD CAMP CONCEPT MASTERPLAN

21 JUNE 2023

REPORT OF CABINET MEMBER: Cllr Jackie Porter Cabinet Member for Place and Local Plan

Contact Officer: Julie Pinnock Tel No: 01962 848439 Email
jpinnock@winchester.gov.uk

WARD(S): BADGER FARM AND OLIVERS BATTERY

PURPOSE

Land at Bushfield Camp, Winchester is allocated for employment in the current adopted Winchester District Local Plan Part 1 (Policy WT3). The policy sets out the requirement for a conservation led approach to development of the site and a range of detailed policy criteria that any future planning application will be assessed against. The current plan was adopted in March 2013.

The Council is bringing forward a new Local Plan and has concluded its consultation on its Regulation 18 draft local plan after reviewing the policy to ensure it is deliverable in the next plan period. Recognising the changing nature of employment uses, the policy for Bushfield Camp has been amended to support a high quality flexible business and employment space, an innovation/education hub and creative industries.

The emerging plan policy will require any future application at the site to be preceded by and consistent with a comprehensive and evidence based site wide masterplan that has been undertaken in conformity with the Councils master planning process. This will demonstrate how high quality design will be delivered for the whole site which has involved and engaged with stakeholders and interested parties before it is endorsed by the local planning authority as a material consideration for development management purposes.

The applicants have entered into a planning performance agreement with the local planning authority to enable the council's planning team to comment on the site context and masterplan as it has evolved. The site promoter has undertaken a series of community events and where appropriate taken on board comments received.

This report explains the process undertaken by the applicants in preparing their

concept masterplan and seeks Cabinet agreement for this concept masterplan prior to the submission of a related planning application.

The concept masterplan approach for Bushfield Camp has been undertaken in conformity with the master planning approach being reported for agreement by Cabinet.

RECOMMENDATIONS:

1. Support the concept masterplan process as undertaken by the applicants and note the accompanying technical document that has helped to inform the preparation of the concept masterplan for Bushfield Camp, which has been undertaken in general conformity with the Councils emerging master planning process; and
2. Agree the Bushfield Camp concept masterplan that is attached at Appendix 1 along with the accompanying technical document attached at Appendix 2 as a material consideration to inform the development management assessment of the planning application.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

- 1.1 Tackling the Climate Emergency and Creating a Greener District
- 1.2 The applicants' concept masterplan sets out the vision and objectives for development at Bushfield camp. The applicants recognise the Council's commitment to tackle climate emergency and propose to deliver exemplary sustainable, bio-diverse and regenerative development. Their concept master plan identifies 10 sustainability criteria to evaluate the schemes performance and impact.
- 1.3 The future planning application submission will demonstrate how the applicant will meet the councils emerging local plan policies CN1 and CN3 to reflect the Council's climate emergency declaration. Both the adopted and emerging Local Plan policy will secure the undeveloped part of the site for recreation purposes in perpetuity supporting the councils greener district.
- 1.4 Homes for all
- 1.5 The site is allocated as an employment site in the current local plan (Policy WT3) and this has been carried forward in the R18 local plan identifying the site as suitable for a mixed use high quality flexible business and employment space, an innovation/education hub and creative industries. The concept master plan identifies a range of land uses, and these will be considered through the development management planning process.
- 1.6 Vibrant Local Economy
- 1.7 The local plan policy allocation underpins the councils plan to promote a vibrant local economy by supporting a range of flexible employment uses at the site. This concept masterplan shows the framework which will inform future development of the site. New office and workspace at this site would meet the changing business needs in the district and create a range of new jobs.
- 1.8 The applicant has outlined some key economic benefits of the scheme. During construction 300 on-site jobs with further 210 linked to supply chain generating a GVA of £380m. In terms of its operational use, the site has the ability to generate 2,520 on campus jobs, with a further 1770 in the supply chain and £299m GVA. The scheme could generate £7.2m in business rates. (Appendix 2).
- 1.9 Living Well
- 1.10 The concept masterplan identifies opportunities for public access through the site and beyond and would secure a significant area of land for recreational purposes, benefitting existing residents and opening up the site to the wider local area supporting the health and wellbeing of residents.

1.11 Your Services, Your Voice

- 1.12 The requirement for a concept masterplan to be agreed before the submission of any planning application at the site as well as engagement with stakeholders and interested parties ensures an open, transparent and inclusive and enabling council and ensures stakeholders and interested parties have been involved in the concept master planning process. There have been a series of stakeholder engagement events to allow the stakeholders and interested parties to contribute to and inform the principles of concept master planning as well as the future planning application submission at the site.

2 FINANCIAL IMPLICATIONS

- 2.1 The land promoters have entered into a pre-planning application arrangement with officers called a 'planning performance agreement' (PPA). This promotes a project team led approach and covers the councils costs in delivering the programme of meetings to comment on and feed into the work to deliver both a concept master plan and the master planning and planning application process prior to submission of a planning application.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The concept masterplan as prepared will be a material consideration for development management purposes in the assessment of a related planning application. There are no other particular legal or procurement implications in agreeing to the process that this concept masterplan has been followed.

4 WORKFORCE IMPLICATIONS

- 4.1 The PPA secures cost recovery for officer time.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 None.

6 CONSULTATION AND COMMUNICATION

- 6.1 As required by the Local Plan policy, the developer has undertaken a series of stakeholder engagement events which has informed their concept master planning process.

- 6.2 The consultation included in person events, targets newsletters and an interactive map and survey on the bespoke web site www.bushfieldcampregeneration.co.uk

- 6.3 There have been 3 public engagement events as follows:-
18th and 20th November 2022.

- 6.4 18th November 2022 - 3.00pm – 7.00pm at Shawford Parish Hall.

6.5 Sunday 20th November 2022 - 10.00am -2.00pm at Badger Farm Community Centre.

6.6 The team were also present outside Sainsbury at Badger Farm handing out leaflets.

13th and 14th January 2023

6.7 13th January 2023 - 3.00pm – 7.00pm at Shawford Parish Council.

6.8 14th January 2023 - 10.00am – 2.00pm at Badger Farm Community Centre.

6.9 In addition a pop up consultation stall was hosted on Saturday 14th January 2023 at Winchester market.

19th and 20th May 2023

6.10 19th May 2023 - 3.00pm – 7.00pm at The Refectory, Great Minster Street

6.11 20th May 2023 -11.00am–3.00pm at Badger Farm Community Centre

6.12 The developers have provided a summary of the outcomes from those events which are attached at appendix 3.

7 All Member Briefing

7.1 On 12th January 2023 the developer team provided an all member briefing to update on progress of engagement and evolution of the master plan.

8 Local Member briefing

8.1 Officers and Cabinet Member for Place met with Ward Members on 19th May and 24th June and the following matters were highlighted:

- a) Noted the series of public engagement undertaken by the developer in addition to meetings with WINACC as well as the social values workshops undertaken;
- b) Welcome the dedication of land and discussed mechanisms to secure this through the planning process should planning permission be granted;
- c) Noted and welcomed the range of employment opportunities the development presents;
- d) Welcome the opportunities for permeability both within and surrounding the site;
- e) Highlighted local concerns about movement, access and transport implications from the development, including:

- (i) Relationship of existing routes into Winchester and impacts that this development may have on the surrounding road network;
 - (ii) Overspill parking in surrounding area if active travel plans and parking is not correctly applied;
 - (iii) Links to local train network including both Winchester and Shawford Train station linked to active travel options;
 - (iv) Park and Ride options to be fully utilised;
 - (v) Raise concern about the Oliver's Battery Road junction, both in terms of vehicular and pedestrian access onto Badger Farm Road and the underpass at the Oliver's Battery Road junction;
 - (vi) Disabled access both in the locality and around the site;
 - (vii) Lighting for walkers / cyclists is important, and recognising the potential landscape impact this has as well as affects to species. Discussion over new lighting techniques being trialled by HCC.
- f) Recommend the developer engaged with HCC and Sustrans in regard to the Winchester Movement Strategy, local cycling and walking initiative.
- g) Parish Council engagement - asking developer to continue to engage with three parish councils most closely affected by the development (Badger Farm, Oliver's Battery and Compton and Shawford);
- h) Sought assurances that the site had the right grid connection to serve the site;
- i) Discussed timing of the planning application, phasing of development and / deliverability of the supporting/complimentary land uses and long term management; Seeking reassurance that the public benefits that would ensue from development is appropriately secured at the planning application stage;
- j) Referred to the land to the west owned by HCC. Noting outside the boundary of this application.
- k) Noted reference at consultation events to academic accommodation and sought assurances about how such accommodation would if acceptable in planning terms be managed / controlled. Questioned if this was the right location for student accommodation.

8.2 Ward Members recognised that the matters raised above would be considered at the planning application stage.

8.3 All Member - Masterplan governance briefing

8.4 A briefing on masterplan governance was given to Members on 23rd May 2023. This establishes the framework within which all sites requiring a masterplan will follow.

9 ENVIRONMENTAL CONSIDERATIONS

9.1 Environmental considerations have informed the councils draft Local Plan policy in terms of requiring a mixed use high quality flexible business and employment space, an innovation/education hub and creative industries which will promote a greater range of employment opportunities in the district.

9.2 The applicants' concept masterplan emphasises the importance of place making and exemplary design, ensuring that the proposals are informed by a Landscape Visual Impact Appraisal and strengthens the landscape framework for Winchester Town as a whole, having regard to sensitive national and local landscapes and views into the site including the South Downs National Park and enhance and retain public access to the site and build upon the sites legacy as a place for enjoyment by the wider public.

10 PUBLIC SECTOR EQUALITY DUTY

10.1 Section 149 of the Equality Act 2010 (1) A public authority must, in the exercise of its functions, have due regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

10.2 Having an agreed concept masterplan that has been subject to public consultation is the most effective way of ensuring public involvement in the concept masterplan process.

11 DATA PROTECTION IMPACT ASSESSMENT

12 None required.

13 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure	N/A	N/A
Exposure to challenge	Ensure concept masterplan properly taken into account as material	N/A

	consideration in assessment of related planning application	
Innovation	N/A	<p>Agreeing a concept masterplan ensures that development proceeds in accordance with the council plan 2020 – 2025 and the development plan. The concept masterplan will help to ensure high quality business and employment space, an innovation/education hub and creative industries.</p> <p>It also enhances local level collaborative engagement in its widest sense with appropriate key stakeholders, essential to speeding up the decision-making process and to the successful delivery of development.</p>
Approving poor quality masterplans would impact on the Councils reputation	<p>PPA's are being used to ensure quality time and resource is applied to the technical assessments of the masterplan.</p> <p>Training has been provided to Members on 24th January 2023 and 23rd May 2023</p>	N/A
Achievement of outcome	PPA's are being used to ensure quality time and resource is applied to the technical assessments of the masterplan	N/A/
Property	N/A	N/A
Community Support	Series of public exhibitions to actively engage the public in the concept mastering	Further consultation opportunities during the planning application process.

	planning process.	
Timescales	N/A	N/A
Project capacity	PPA's are being used to ensure quality time and resource is applied to the technical assessments of the masterplan.	N/A
Other	N/A	N/A

14 SUPPORTING INFORMATION:

- 14.1 Bushfield Camp was used by the Army during the Second World War. The camp was closed in the 1970's. The total site area is approximately 43 hectares with approximately 20 hectares previously occupied by the military camp.
- 14.2 The site is in private ownership and allocated for employment purposes in the current Winchester District Local Plan March 2013. Policy WT3 applies limiting the total area of development to 20 hectares to prioritise the previously occupied areas for development. This allocation has been carried forward in the draft R18 local plan (Policy WT5) identifying the site as suitable for a mixed use high quality flexible business and employment space, an innovation/education hub and creative industries
- 14.3 Emerging local plan policy WT5 (i) sets out a requirement for a masterplan process stating:
- a) *Any application for development is preceded by, and is consistent with, a comprehensive and evidence based site wide masterplan which demonstrates how high quality design will be delivered for the whole site which has involved and engaged with stakeholders and interested parties before it is agreed by the local planning authority;*
- 14.4 The land is owned by the Church Commissioners for England. The applicants' concept masterplan has been prepared by the Church Commissioners for England, Legal & General and Gisborne Investment Group who are bringing forward development at the site.
- 14.5 When work on masterplanning for Bushfield commenced the council did not have an established strategy setting out proposed governance arrangements for concept masterplanning. This concept master plan has been undertaken in general conformity with the proposed concept master planning process.
- 14.6 The developer has undertaken a series of stakeholder engagement which includes public consultation, engagement with Ward Members and Parish Council. A meeting schedule including topics for discussion was agreed at the outset of the PPA, and to progress the concept master plan, a project team of officers representing the applicant team as well as officers

representing the council have worked collaboratively on the concept master planning process. This has included:

- a) Planners;
- b) Urban designer;
- c) Historic Environment / Archaeology;
- d) Sustainability;
- e) Landscape / Arboriculture / Ecology;
- f) Environmental Protection;
- g) Highways;

- 14.7 The applicant has undergone two rounds of external independent design review engaging Design South East to review and comment on the site wide master planning processing. The design review panel first met on 19th December 2022, firstly visiting the site and then convening a panel meeting. The second panel met on 3rd April 2023.
- 14.8 The first round of feedback from Design South East in response to the first panel meeting in December 2022 highlighted a need for the developer to clarify the vision for the development of Bushfield Camp, using an evidence and constraints based approach to achieve this. Further exploration into a suitable proposed layout for the site was required with this evidence and constraints in mind, in order to inform the masterplan. Further engagement with council officers was recommended with regard to guidance on design to help inform and progress the master planning process.
- 14.9 In response to the second panel meeting with Design South East, it was acknowledged that the masterplan for the site had significantly progressed particularly in terms of the site layout which had been informed by evidence and site constraints. Key recommendations in response to the second panel meeting included further work to ensure that a sustainable vision is embedded throughout the masterplan and that further positive engagement with council officers was encouraged to enable Bushfield Camp to become an exemplar for Winchester.
- 14.10 The concept masterplan sets out a timeline highlighting the processes undertaken to inform and shape the concept master plan. This included significant early site research and analysis carried out by the appointed developer team in order to fully understand the sites context, constraints and potential. A number of stakeholder and community engagement events ensuring that key stakeholders and communities have played their role in the master planning process as well as extensive and proactive engagement with council officers and independent design review panels demonstrating an extensive and well informed master planning process.

- 14.11 A masterplan training event, opened up to all members to attend took place in the Guildhall Winchester on 24th January 2023. This training was provided by Andrew Cameron (Andrew Cameron Associates) and Ross O’Ceallaigh (Design South East). This training gave an overview of good master planning to give Cabinet members the tools to make informed view on the concept master planning process.
- 14.12 The concept masterplan should be based on and in conformity with the councils proposed mastering approach and should:
- a) Establish a vision and objectives ;
 - b) Agree baseline information / issues to be addressed:
 - c) Engagement and Consultation;
 - d) Design Review Panel;
 - e) Explain the sites constraints and opportunities and setting out the key parameters for the following elements:
 - (i) Movement and access
 - (ii) Land use
 - (iii) Sustainability
 - (iv) Design principles
 - (v) Landscape principles
 - (vi) Green and blue infrastructure
- 14.13 The concept masterplan has responded to these points and establishes a vision, objectives, context and approach, establishing design principles, land use and movement both outside, into and through the site.
- 14.14 It establishes recreational links and identifies land to be secured for long term future management for public benefit. The concept masterplan proposes a network of public spaces for local communities, people working and visiting the site to encourage social connections.
- 14.15 The preparation of the concept master plan is considered to have followed an acceptable process and it is recommended that the concept masterplan and technical document are agreed. This will then be considered as a material consideration for development management purposes. This will then feed into further work to be undertaken by the applicants to continue to develop the masterplan and outline planning application submission.

15 OTHER OPTIONS CONSIDERED AND REJECTED

- 15.1 Emerging local plan policy requires any new application for development of this site to be preceded by, and consistent with a comprehensive masterplan. It is therefore appropriate for the concept masterplan to be considered and endorsed by Cabinet.

BACKGROUND DOCUMENTS:-

None

Previous Committee Reports:-

None

Other Background Documents:-

(Available on the council's website - <https://www.localplan.winchester.gov.uk/local-plan-library>)

Winchester District Local Plan Part 1 – March 2013

Winchester District Local Plan Part 2 – April 2017

Regulation 18 Winchester District Local Plan 2019 – 2039 (November 2022)

APPENDICES:

Appendix 1 – Concept masterplan

Appendix 2 – Technical Document to accompany concept masterplan

Appendix 3 – Stakeholder engagement