

Station Approach

Winchester City Council Design Brief



Winchester
City Council



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CONTENTS

1	Executive Summary	1
2	Project Introduction	2
3	Plan of Station Approach Area	4
4	Requirements of the Development Brief and Submissions	7
5	Development Requirements	11
6	Characteristics of the Area and the Council's Objectives	15
7	Station Approach Development Aims	19
7	Issues and Context	23
8	Consultation/Engagement	25
9	Public Realm	27
10	Car Parking	29
11	Principles for Determining a Successful Outcome	31

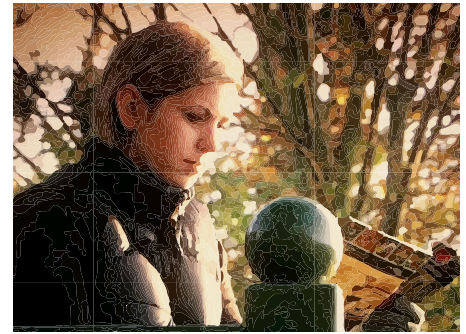
SUPPLEMENTARY DOCUMENTS TO BE SUPPLIED BY WINCHESTER CITY COUNCIL:

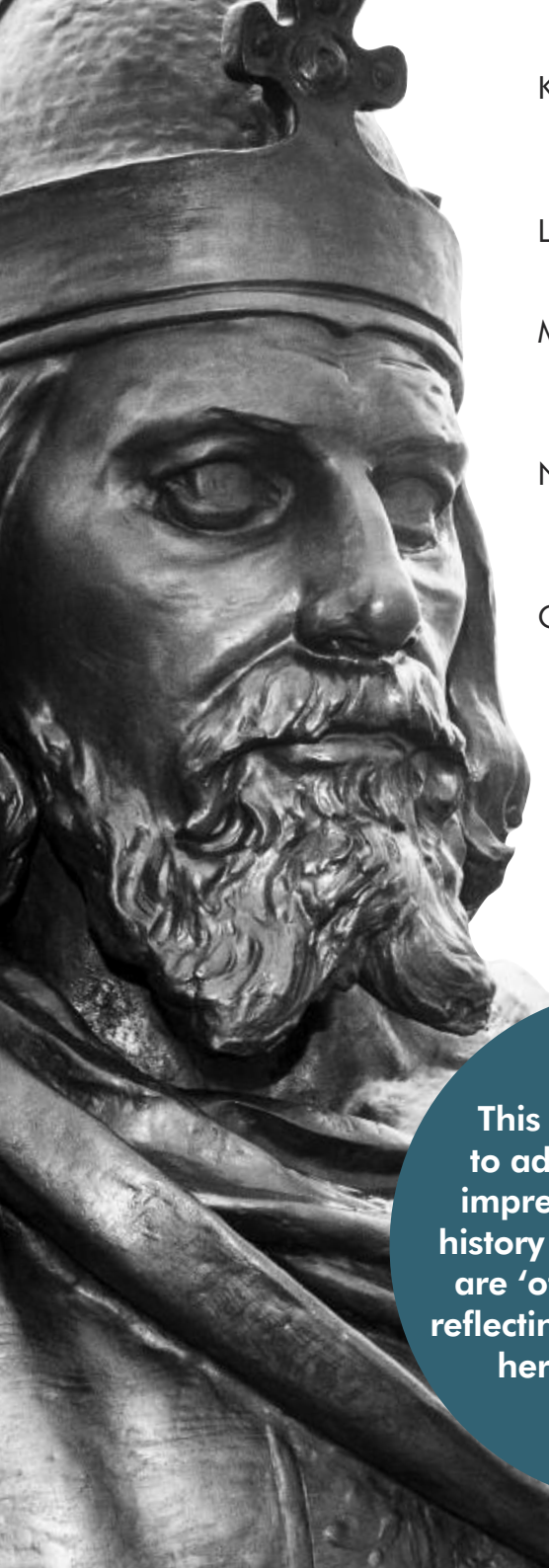
- a Car Parking Surveys and Parking and Access Reports
- b Transport and Accessibility Background Report
- c Statutory Undertakers Plans and Assessments of Capacity
- d Topographical Surveys
- e Archaeological Reports
- f Ecological Appraisal
- g Arboricultural Survey
- h Cultural Heritage Assessment
- i Land Ownership/Highway Land Plans



BACKGROUND DOCUMENTS:

- A The Vision for Winchester Town 2012-2017
- B Tibbalds – Winchester Station Approach Development Assessment September 2014
NB - both of the documents above can be found at:
www.winchester.gov.uk/planning/major-sites/station-approach
- C RIBA Concept Design:
<http://www.ribaplanofwork.com/about/Concept.aspx>
- D Winchester District Economic Strategy, 2010 – 2020:
<http://www.winchester.gov.uk/planning-policy/evidence-base/economy/economic-strategy-2010-2020>
- E District Cycling Strategy:
<http://www.winchester.gov.uk/roads-highways/cycling-and-cycle-routes/winchester-district-cycling-strategy/>
- F Walking Strategy for Winchester:
<http://www.winchester.gov.uk/roads-highways/walking-winchester>
- G Winchester Railway Station Travel Plan:
<http://documents.hants.gov.uk/railway-station-travel-plans/WinchesterStationTravelPlan-Final.pdf>
- H Local Plan Part 1: <http://www.winchester.gov.uk/planning-policy/local-plan-part-1/adoption>
- I Winchester Town Access Plan:
<http://www3.hants.gov.uk/tap-winchester-full-document.pdf>
- J Winchester District Car Parking Strategy 2014-18:
<http://www.winchester.gov.uk/parking/winchester-district-car-parking-strategy>





- K. Culture, Innovation and the Winchester Economy 2014-2019:
<http://www.winchester.gov.uk/assets/files/19513/Cultural-Strategy-2014.pdf>
- L. Hampshire County Council - proposed Winchester District Energy Scheme: contact environmentfutures@hants.gov.uk
- M. High Quality Places – Supplementary Planning Document:
<http://www.winchester.gov.uk/planning-policy/supplementary-planning-documents--spds-/high-quality-places-spd/>
- N. Results of stakeholder consultation:
<http://www.winchester.gov.uk/planning/major-sites/station-approach/help-shape-future-station-approach/>
- O. Route Map for a Low Carbon Economy
<http://www.winchester.gov.uk/assets/files/20340/CAB2586.pdf>
<http://www.winchester.gov.uk/assets/files/20348/CAB2586-BackgroundDoc1.pdf>
<http://www.winchester.gov.uk/assets/files/20349/CAB2586-BackgroundDoc2.pdf>
<http://www.winchester.gov.uk/assets/files/20350/CAB2586-BackgroundDoc3.pdf>
- P. Working Towards a Low Carbon District, CAB2682:
<http://www.winchester.gov.uk/assets/files/23239/CAB2682.pdf>

This is an opportunity to add to Winchester's impressive architectural history with proposals that are 'of their time', whilst reflecting the character and heritage of the city.

Station Approach

Executive Summary

Winchester is the ancient capital of England, dating back to the times of King Alfred. Its medieval heritage can be seen in the Cathedral, Winchester College and the Hospital of St Cross. Development during the Georgian and Victorian periods further contributed to create the special character that Winchester has today. This is an opportunity to add to Winchester's impressive architectural history with proposals that are 'of their time', whilst reflecting the character and heritage of the city.

There is considerable potential to improve the area's role as a gateway to the cathedral city and the South Downs National Park beyond for visitors, residents, commuters and students. The Council owns two sites within the Station Approach area, namely the site known as the Carfax site and the site known as the Cattlemarket site, and invites plans to create mixed use developments on these sites. Submissions are also required to demonstrate how improvements to the public realm within the wider development area (shown inside the red line on Page 4) and most particularly in the area immediately

surrounding the station can improve accessibility and create a strong sense of arrival in the city, as well as setting principles to guide future development of all types.

On completion, a successful project will:

- develop plans for sites in the Council's ownership to provide a mixed use development of office space, residential, parking and retail;
- improve the economic vitality of Winchester by offering high-quality office space;
- Improve permeability of the area for pedestrians, cyclists and motorists, and reduce congestion with the associated benefit of improving air quality;
- improve the public realm;
- create a much improved relationship between modes of transport and their impact on the local environment;
- contribute to a lower carbon Winchester District.





Project Introduction

Development of these sites is seen as both an objective in itself and as a catalyst for other improvements to public and private interests in the area.

The area currently has a variety of uses, some of which have obvious potential for improvement or development whilst others may be retained. There are a variety of ownerships; the Council proposes to engage with other owners who may wish to improve their property holdings through encouragement and enabling rather than through any other form of intervention.

The aim of this project is to realise the area's potential, both in relation to the city's economy and its role as a gateway. If it is successful the development should have a positive impact on the economy and environment of the city as a whole. It should provide new and improved public realm areas with better walking and cycling links for people who live and work in the area, or who move through it. It is an important location in the Council's 'Vision for Winchester' document.

A successful outcome of the regeneration of the area would be the creation of commercially successful developments; a distinctive local character respecting the best of the neighbouring areas, and an

improvement in the connectivity between the emerging suburb of Barton Farm, the historic area of Hyde, the station and the town centre.

The Carfax and Cattlemarket sites are two parcels of land within the area which are both owned by the Council and in excellent, sustainable locations. They offer the potential for creating innovative and attractive designs and public realm improvements and much needed commercial and housing development, with associated car parking and financial returns. Development of these sites is seen as both an objective in itself and as a catalyst for other improvements to public and private interests in the area.

The Council wishes to bring forward proposals to redevelop the sites in its ownership. To ensure that this is done to best effect, and to provide a framework within which other, independent, development proposals can be assessed, the Council proposes to create a plan to enhance and develop the public realm and transport links throughout the area. This will need to reflect the many different groups of people who pass through the



Plan of Station Approach area



	STATION APPROACH AREA
	CONSERVATION AREA
	HAMPSHIRE RECORD OFFICE
	AREAS WITH IMMEDIATE DEVELOPMENT POTENTIAL

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area to access educational, commercial, retail and tourist attractions when this and other development takes place. It is envisaged that the development will be taken forward in phases with the Carfax site being considered initially followed by the Cattlemarket site.

Firms will be invited to submit proposals which demonstrate how the requirements of the Brief can be achieved on the Carfax and Cattlemarket Sites, and from this analysis produce a more detailed design proposal at RIBA 'Concept Design' stage for the Carfax Site. Proposals for improvements to the public realm and connectivity in the area must also be submitted which the successful bidder will develop into a strategic document to inform investment and planning decisions.

The successful team will be commissioned to undertake the further design of the Carfax proposals to planning application stage at the fee specified in their proposals.

The Council has not decided at this stage whether it will undertake the development of the site itself or select a development partner to take the development forward.

If planning consent is secured and the proposals remain deliverable it is intended that the successful team will be novated to the contractor or developer and will be required to carry out the design work through to construction.

Whichever option is selected, it is intended that (subject to satisfactory performance of the above) the Council may then at its discretion invite the successful firm to provide designs of the Cattlemarket site up to concept and planning design stages. At the completion of these stages, a similar procurement decision would be required (i.e. whether the Council develops the site itself, choose a development partner or a combination of these), but it would be expected that the same options with regard to novation be available.



Requirements of the Development Brief and Submissions



The Council wishes to obtain innovative and creative design solutions which will create a structure for the area as a whole, and demonstrate how the development requirements can be accommodated on the two sites in its ownership. For the Carfax site, this will be taken to a further level of detail to demonstrate how the development proposals could be realised in form and materials. Through the public realm strategy the Council wishes to produce a template for decisions regarding infrastructure and third party development proposals to ensure a coherent and successful revitalisation of the area.

Submissions are therefore invited which must incorporate:

1. An analysis showing the proposed disposition of the development requirements (which are set out on Page 11) and such other uses as may be considered as appropriate and feasible between the Cattlemarket and Carfax sites shown in green on Page 4 in accordance with the principles set out in the Brief and in the Competitive Dialogue.

The Council wishes to obtain innovative and creative design solutions which will create a structure for the area as a whole.





2. A proposal for the content of a public realm strategy considering issues such as walking and cycling routes, access to public transport, public spaces (including any green spaces and community gardens or public art), landscaping (hard and soft), street furniture and signage which demonstrates how the requirements that are set out in the Brief and background documents can be accomplished within the red line area shown in the plan on Page 4. This should be integrated with the proposals contained in item 1. It should be assumed that the upper limit of total expenditure on the public realm (i.e. implementation of the strategy) will be in the order of £5 million. This figure represents the 'scale' of the public realm strategy the Council wishes to develop. The successful bidder will take develop their public realm ideas and proposals into a completed strategic document which will establish an informal 'design code' for the public realm in the area. The fee for this work should be included in the fee specified for item 3.

3. A proposal for the development of the proposed uses on the Carfax site at a level of detail consistent with RIBA 'Concept Design' and providing sufficient detail to demonstrate the specific qualities of the bidding team proposals and to differentiate it from any other proposals sufficiently for the Jury to make a judgement on its merits on the assessment criteria to be used. The successful bidder will take forward and develop the design to planning stage for the fee they have specified in their submission and subject to a decision to proceed thereafter will be appointed to complete the project either by way of a direct appointment to the Council or novation to a contractor or development team. It is envisaged that the project and concept design will be developed and will evolve through the subsequent and iterative design stages.

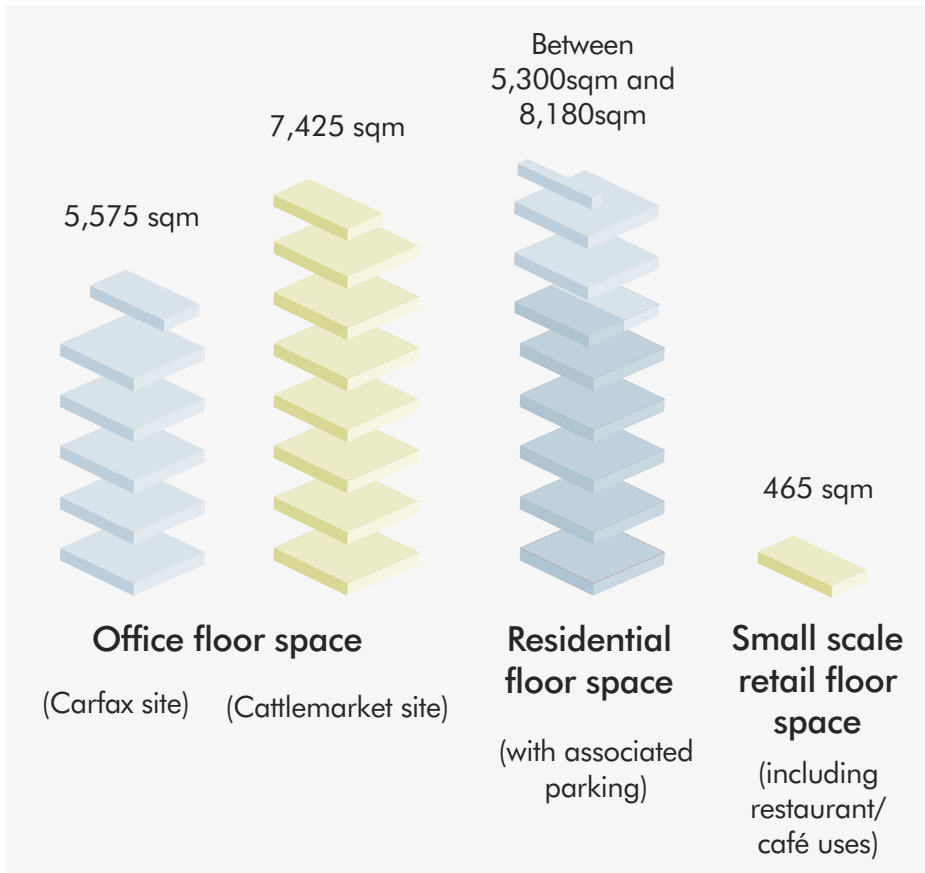


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UNTIL
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Development Requirements



Across the two sites owned by the Council the development requirements which the Council believes could be accommodated and which should be incorporated into concept design proposals are:

- approximately 13,000 sq m (140,000 sq ft) office floor space divided into two or three buildings with facilities and floorplates suitable for flexible use or subdivision either for a single or multiple occupiers with self contained car parking requirements incorporated into the design. Of this we expect in the order of 5,575 sq m (60,000 sq ft) of office space to be provided on the Carfax site and 7,425 sq m (80,000 sq ft) on the Cattlemarket site;
- provision of between 5,300 sq m (57,000 sq ft) and 8,180 sq m (88,000 sq ft) of residential floor space with associated parking in accordance with Council's Local Plan and Affordable Housing policies;
- approximately 465 sq m (5,000 sq ft) small scale retail floor space including restaurant/café uses.







Development proposals for the Carfax and Cattlemarket sites should be contained within the Council's land ownership. They must also be capable of delivery without creating any ransom situations.

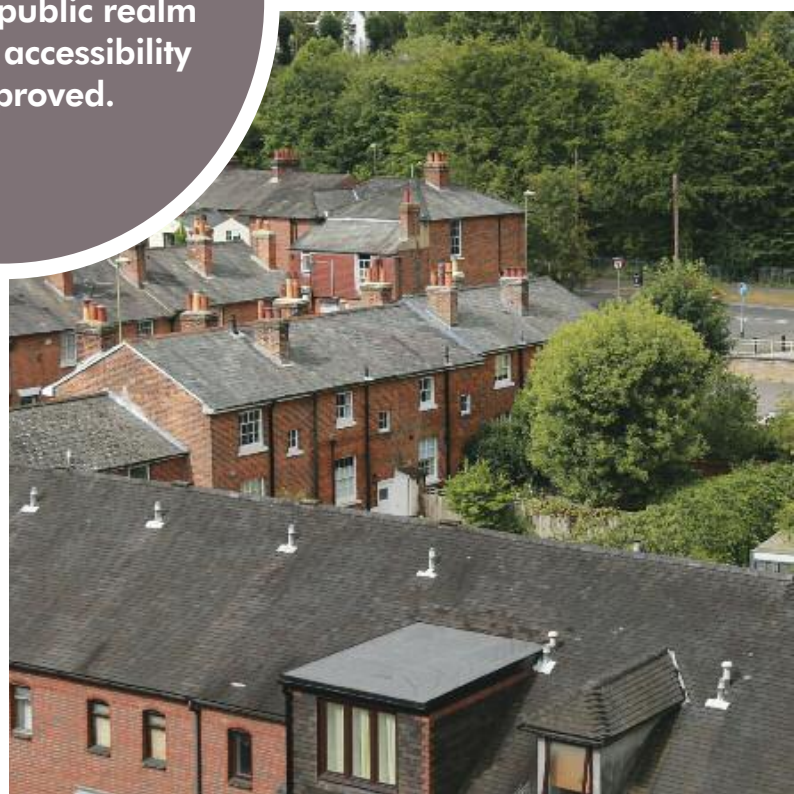
In addition to the above requirements, the Council's parking strategy seeks to maintain broadly the same level of public car parking provision across the area and ensure that the parking is 'purposeful', in that, it is located so that it can best serve different users including meeting the needs of businesses, residents and shoppers. The strategy also seeks to ensure that parking makes efficient use of space and that it is provided to a high standard. Proposals should therefore maintain approximately the current levels of public parking across the two sites but should explore how this can best be located and divided up to achieve the objectives of the car parking strategy whilst seeking to minimise traffic impacts on the Carfax Junction.

The Council has commissioned two parking studies (which are background documents to this Brief) which have started to look at this consideration in more detail. Appropriate private car parking for the new commercial and residential usages of the development will also be required; the precise amount will depend upon the extent and type of the accommodation to be provided on the two sites. This is also considered in the parking background documents. The impact of the Major Development Area to the North of Winchester at Barton Farm, which will shortly be commencing, should also be considered in terms of its impact and requirements.

...create a high quality and welcoming arrival 'gateway' point.



An important outcome from a successful project is that both public realm quality and accessibility are improved.



Characteristics of the Area and the Council's Objectives



The area at the southern end of the Andover Road and approaching the railway station has considerable potential which is, at present, largely unfulfilled. A small number of commercial premises exist along the railway corridor none of which are of any great design merit or significance. The route down Andover Road and Stockbridge Road into Winchester offers no sense of 'arrival'. The new suburb of Barton Farm, further north along Andover Road, will create additional transport movements of all types, and further highlight the unresolved traffic problems in the Station Approach area.

The junction of Worthy Lane and Andover Road is very busy at peak times, as is the main cross-roads a little further on, known as the Carfax junction. These present obstacles to pedestrian movements in particular but also for cyclists and to some degree, buses and commercial traffic arising from the busy intersection of cross town routes.

The area in front of the station is in good condition and has benefited from investment but routes to the

city centre are not as well defined as they should be and the area is largely given over to taxis and buses. The Carfax site immediately opposite has a mixture of uses which it is now proposed to redevelop in a way consistent with providing a characterful and welcoming arrival area and departure.

An important outcome from a successful project is that both public realm quality and accessibility are improved. The development and implementation of such works will rely upon partnership working with Hampshire County Council (HCC), train and bus operating companies and other key stakeholder groups including additional third party land or frontage owners who have been or may need to be involved. Initial discussions have taken place with a number of these organisations to confirm that they support the objectives and are keen to remain involved as it progresses. HCC, in their role as highway authority, are a particularly significant stakeholder. The Council is therefore seeking proposals which





are 'in principle' realistic and deliverable, but recognises that these may require agreements not yet in place.

A £5m bid is being made to the Enterprise M3 Local Enterprise Partnership for local growth funding to enable public realm, walking and cycling improvements to be made to the area around the development and Winchester Railway Station, linking into the city centre and beyond.

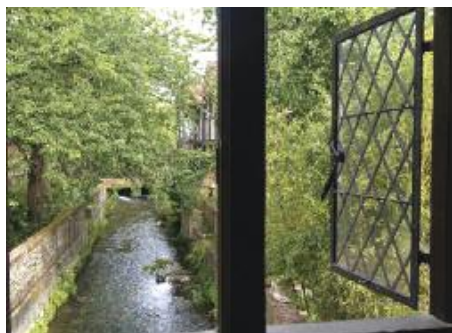
The Council places a strong emphasis on functional, high quality design in appropriate materials which should be distinctive and obviously 'of its time' but which should respect and be complementary to the

adjacent townscape. As a mixed use neighbourhood of commerce, housing, parking and a small amount of retail space development, the area has sufficient scale to have its own 'internal' public realm and design character but the transition to and from adjacent areas should be fluid and not abrupt. Sustainable building and layout based on good business principles should be at the heart of the design, construction and future operation. The Council has produced a High Quality Places Supplementary Planning Document to which reference should be made.

The Council places a strong emphasis on functional, high quality design in appropriate materials which should be distinctive and 'of its time' but which respects and takes cues from the adjacent townscape.



Station Approach – Development Aims



...demonstrate a high standard of architectural, highway and landscape design, in harmony with the existing character of Winchester.

Through the development the Council seeks to:

- ensure the area around the station enhances the economic vitality of the city, offering modern, purpose built offices to improve employment opportunities;
- create a commercial office hub;
- create a high quality and welcoming arrival 'gateway' point and improve 'wayfinding' and legibility so that people find their way to the city centre and other key destinations, particularly by means other than the private car;
- enhance the public realm, public transport facilities and retail offer in the area to create attractive and vibrant public spaces responding to people and their needs whilst also building on and adding to the existing commercial and cultural life in the city;
 - improve the aesthetic and environmental impact of the area, including the retention of important trees and create new planting areas, where space and practical considerations allow;
- demonstrate a high standard of architectural, highway and landscape design, in harmony with the existing character of Winchester, and use quality materials and detailing (noting future maintenance liabilities for publically owned spaces and land);
- safeguard and enhance important views (where it is appropriate to do so) and the character of the area;
- repair the urban fabric and create a cohesive high quality townscape, and public realm which is capable of being further enhanced as other developments within the area are brought forward;
- improve linkages to the station and through the sites that are consistent with the surrounding area and existing schemes and emerging proposals;
- provide car parking which meets both public and private needs through the efficient use of space and is of a high quality design from a user perspective (the office car parking should be made available for public use at weekends where possible);





- strengthen the existing retail offer in addition to the local centre around Andover Road/Stockbridge Road;
- create mixed use buildings with active frontages by providing a variety of active uses along key routes;
- provide a mix of houses and flats (giving consideration to the Council's policy on affordable housing);
- improve pedestrian, cycling and traffic flows where possible, for key junctions and roads, critically bearing in mind that improvements should avoid displacing vehicular traffic - especially elsewhere in the city - unless suitably mitigated;
- have consideration of the findings of recent research that show that traffic reduction and maximising pedestrian and cycling facilities increase considerably the commercial potential of an area.
(<http://activelivingresearch.org/sites/default/files/MakingTheCaseReport.pdf> and a reference to the Pedestrian Pound at http://www.livingstreets.org.uk/sites/default/files/content/library/Reports/PedestrianPound_fullreport_web.pdf).

... strengthen the existing retail offer... provide a mix of houses and flats.

This development will contribute to achieving the Council's objectives to increase high value employment prospects in the city, to build a low carbon economy and to promote the town's walking and cycling strategies. Winchester has a shortfall in modern, desirable commercial premises resulting in some businesses not being able to establish themselves or expand in the city. The development will support desired transport outcomes by improving access to markets and employment, improving public transport access and locating housing and commercial premises in a highly sustainable location.

...improve pedestrian,
cycling and traffic flows
where possible.



Issues and Context



Opportunities presented by this area have emerged from discussions between the Council and local stakeholders, and have been given momentum by the grant of planning permission for the Barton Farm development of 2000 dwellings with a local centre immediately to the north. Local Plan Policies set out in the adopted Local Plan Part 1 and in the Draft Local Plan Part 2 seek to ensure that there are a range of sites and premises available for businesses and commercial enterprises to set up and expand to meet their full potential and that adequate infrastructure is available. The Station Approach area has specific development plan policies with which this brief is consistent.

As part of its response to Barton Farm, Hampshire County Council (the highway authority) has commissioned three corridor studies to identify measures which could be undertaken using financial contributions from the developer for off site improvements. The developer will also be funding new bus services serving the site, linking to the Rail Station/ City Centre. The County Council has also developed a Winchester Railway Station Travel Plan in partnership with the train

operating company and Network Rail, which needs to be taken into account in any proposals.

There is therefore a strong strategy and policy framework to guide this work including the Local Plan Part 1, the Council's 'Vision for Winchester' document, the Council's Economic Strategy, the Winchester Town Access Plan, a District Cycling Strategy and a Winchester Walking Strategy and the Station Travel Plan.

The Council adopted a Car Parking Strategy in 2014 which sets out a detailed policy framework against which to test development proposals.

There is a designated Air Quality Management Area within central Winchester which contains thresholds for certain pollutants. This contains an action plan and work is planned on a vehicle profiling survey/ exercise which will help inform further actions that might be required.



Consultation / Engagement



Workshops have taken place with stakeholders and residents looking at both sites and the public realm of the area, and which have identified a number of issues and potential opportunities which are set out in a separate report.

Substantial local consultation has also taken place in conjunction with the production of this brief and the draft Local Plan Part 2. Through February and March 2015 the Council undertook extensive consultation including a series of workshops with residents, local business and other stakeholders. A very good level of response was received including 650 individual comments through the online survey as well as 115 residents and 48 stakeholders who attended workshops.

During this consultation a wide variety of people and groups provided their thoughts on the Station Approach area and what possibilities there might be to improve it and support the local economy. The consultation was intended to help generate key principles at this early stage which will inform how any development will be taken forward. There is concern from local residents in particular regarding the form and operation of any development, and its impact on local traffic and travel patterns.

The full survey report will be provided as a background report to this brief.





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Relaxing



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Public Realm

...create a public realm which is capable of being further enhanced as other developments are brought forward.

Securing a high quality public realm across the Station Approach area is an important objective and has two primary aims. First the Council wishes to ensure that the quality of the public realm makes a positive statement about the city itself on arrival via the station, and by all transport modes via the Andover Road/new development area. This project represents an opportunity to set a new standard. Secondly, by providing improved walking and cycling routes within the public realm, improve the links with new development to the north, and ensure that there is strong connectivity to the town centre, improving convenience and encouraging non-car journeys.

Specific issues that the Council wishes to see addressed include:

- the relationship of development on the Carfax site to the station forecourt so as to create a generous area of public realm to act as a legible and welcoming arrival, circulation and departure space;
- improving the interchange facilities between train, bus and taxi services with well-graded and well-signed pedestrian routes between the two, ensuring safe pedestrian links and ensuring the most direct and practical routing of bus services;
- improved cycling and pedestrian movement within and through the station and surrounding area, and improving pedestrian and cycle accessibility and way-finding into the centre of Winchester by all available routes;
- we will require packages of transport and public realm interventions to be identified, with concept designs and initial costings which can be implemented in agreed phases and in line with funding when it becomes available.



P PAY &
DISPLAY

Gladstone Street

 Winchester
City Council

P City centre
Short stay
← Chisel
(Long stay)



Car Parking



Detailed parking surveys and accompanying studies have been undertaken and provide further background reports to this brief.

The Council's Parking Strategy sets out the framework for the area in terms of parking provision and focuses on ensuring that parking spaces are provided in appropriate locations so as to manage traffic and retain the required provision to support Winchester's economy. Work done by the Council's retained consultants suggests that careful provision in this area can provide both a sufficient number of purposeful car parking spaces, and may reduce traffic flow across the City Road, Andover Road, Sussex Street junction ('Carfax' Junction).



Taking account of the total requirements indicated in the section of this brief entitled 'Requirements of the Development Brief and Submissions', the design proposals should be developed to provide the optimal balance of public and private parking on each of the two sites, reflecting the survey and assessment work undertaken. It is recognised that design considerations may also have a significant role in determining the precise location and configuration of car parking provided.

...improve linkages to the station and provide car parking.



Principles for Determining a Successful Development Outcome

The Council will expect the following requirements to be reflected in shortlisted proposals. Submissions should:



Generally

- produce a commercially viable scheme as defined by the Council in the procurement documentation;
- deliver accommodation in line with current and predicted future market requirements;
- set a new standard for the quality of design and public realm where it is currently poor, whilst relating well with the existing conservation areas;
- place an emphasis on individual building design being part of the character of the whole area rather than creating landmarks or statements in their own right;
- deliver buildings that are sustainable, contributing to targets for carbon reduction and renewable energy, and take account of Hampshire County Council's emerging proposals for a Winchester District Energy Scheme;
- proportionately scale new buildings using existing topography and the cues from existing buildings where these are helpful;
- adopt principles that minimise road and rail noise impacts upon residential receptors in accordance with chapter 7 of BS 8233:2014 including matters such as location, orientation, materials etc.;
- produce development which is permeable so that walking and cycling are prioritised along legible, well lit, attractive and lively routes;
- ensure that the street frontages of new developments enhance the pedestrian environment in particular but also that for cycling where possible;
- ensure that frontages are active wherever possible, avoiding stretches of blank façade;
- contribute as a whole to a lower carbon and sustainable Winchester;
- meet the requirements of typical commercial occupiers;
- deliver buildings attractive for long term institutional investment.





Carfax Site

- ensure careful massing to respect the two and three storey domestic dwellings which are opposite the site on Gladstone Street;
- have regard to the existing Hampshire Records Office and the Station building and assess the impact of development within the wider context including residential properties and views;
- retain a pedestrian route through the site linking the station forecourt and Sussex Street, and improve its quality and accessibility;
- create a focal point and attractive frontage immediately opposite the station to orientate arrivals;
- consider the relative merits of retaining or removing the former Register Office building on the north west corner of the site as part of an overall scheme.

Cattlemarket Site

- create a frontage onto Andover Road that is set back from the existing edge of pavement to provide a generous footpath with tree lined verge;
- make use of the Worthy Lane / Andover Road junction to create a focal point whilst considering the functioning of this junction and whether it could be improved in respect to pedestrian/ cyclist and vehicular movement and its interaction with the Carfax junction;
- adopt careful massing to respect the two storey domestic dwellings which are opposite the site on Worthy Lane and part of the Hyde conservation area.



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Public Realm

Provide a comprehensive framework for the public realm which will enable the Council to ensure that individual development proposals are properly integrated into a programme of improvements in movement, access and the provision of attractive public space (of all types);

- Set out a vision for the quality of public realm which is itself a spur to investment and the redevelopment of individual sites;
- Identify specific improvements to the existing network of highways and informal routes could be improved (within the financial parameters defined in the Brief) to as to reduce the impact of necessary vehicle movement on the area and improve connectivity for pedestrians and cyclists;
- Include proposals for distinctive and eye-catching public space or shared space in areas of existing public control or within the specific development proposals for Cattlemarket or Carfax sites.
- Retain existing mature trees where possible and incorporate new planting and soft landscape features into the proposals so as to reflect the importance of 'green features' on the other edges of the city centre.
- Consider the inclusion of other elements which the Council has not specified but which could be desirable additions to the public realm, such as integrated public art, cultural or community facilities or ad hoc commercial opportunities which can add character and interest.



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