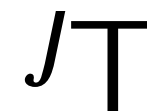




Stanmore Stage Two - October 2003

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Introduction

Purpose of Commission

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John Thompson and Partners was appointed by Winchester City Council in July 2002 to work with the residents of the Stanmore and Highcliffe areas of Winchester as part of the city's "Neighbourhood Development Programme". Prior to John Thompson and Partners' appointment, an urban capacity study of the Winchester area had been carried out which identified a number of potential development sites within Stanmore and Highcliffe.

The Council's brief to John Thompson and Partners stated that the primary aim of the programme was:

- To investigate the potential for provision of new affordable homes on sites within the areas

And the secondary aim was:

- To pursue a social inclusion agenda and provide a range of community benefits to the localised areas of Stanmore and Highcliffe

The engagement of local residents was a key aspect of the work and John Thompson and Partners have conducted a series of community consultation events throughout the duration of the project and held meetings with interested parties in the wider area. The process aimed to identify the concerns and needs of the local communities as well as other local agencies and council departments, and to integrate them with proposals for new affordable housing development.

The appointment was divided into two stages. The first stage, which was described in the stage one report issued in October 2002, was principally concerned with information gathering. The aim was to compile a list of local concerns and ideas for improvements and also to identify potential sites for new housing. The second stage, which is described in this report, commenced at the start of 2003 and aimed to focus more closely on the potential development sites identified in stage one. Through further consultation and investigation the suggested sites were analysed in detail and conclusions were reached as to which might be most suitable for housing development. A suggested Masterplan was drawn up, and at the final consultation events held in May 2003 residents were asked to complete a questionnaire, giving their response to this. Residents have also responded to a questionnaire in order to assist in the compilation of a prioritisation of possible neighbourhood improvements which could be taken forward by the city council and local community organisations.

Introduction

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Summary of Stage One

Stage one of the community consultation process commenced in July 2002. John Thompson and Partners consulted with local residents and organisations by means of organised events and individual meetings. The aim was to compile a list of local concerns and ideas for improvements and also to identify potential sites for new housing which could be investigated in more detail in stage two of the process.

Following the distribution of advertisement leaflets to all the homes in the area, consultation events were held at The Carroll Youth Centre on the 10th of August and at the Stanmore Community Centre on the 15th of August and the 10th of September. The key issues arising from these events are summarised below, while a more detailed discussion can be found in the stage one report which was issued in October 2002.

Issues relating to the primary aim of the project (Identification of possible sites for new affordable housing)

- general acceptance that there needs to be affordable housing the area for local people – some felt that provision of bungalows for older residents would be a good way of freeing up larger family homes
- general feeling that many of the allotments are unused – better use could be made of them
- general support for the development of garage sites – assuming that street parking is improved
- general wish to see future development that respects the scale and density of existing homes and
- general reluctance to see development on areas of open space – although acceptance of the idea that some rationalisation might lead to better maintained, more attractive spaces

Issues relating to the secondary aim of the project (identification of issues and possible community benefits)

- concerns with all residents about levels of vandalism and drug abuse – particularly in the recreation grounds
- particular concern expressed about the number of properties rented out to students – causing additional parking stress, noise nuisance and a fracturing of the local community
- desire to see improved leisure facilities for young people in particular, and the general population as a whole
- concern that the police do not have a high enough visibility in the area – Stanmore should not be split between two different beats
- general issues in relation to the problems caused by large buses negotiating the narrow roads and the frequency of services and
- widespread support for the idea of creating a neighbourhood agreement which all residents would be encouraged to sign up to. This would effectively be a good conduct guide covering items such as garden maintenance, keeping noise levels down and considerate parking – aimed at bridging the gap between tenants and home owners

In addition the following types of site within Stanmore were identified as potential areas for housing development for which further studies should be undertaken:

1. Allotments

Twelve allotment sites were identified. They are principally located in lower Stanmore. Eight of these sites are leased by the Winchester and District New Allotment Holder's Society and the level of cultivation varies from site to site. One of the others is well used as an allotment, two are no longer publicly accessible and the fourth is unused and overgrown.

2. Garage Courts

Twelve garage courts were identified. They are principally located in upper Stanmore and around the Valley. While generally well maintained many of the garages are no longer used for parking cars and the immediate environment is often overgrown and potentially unsafe.

3. Open Space

Two of the three main areas of open space in Stanmore were identified. These were the Cromwell Road recreation ground and the Valley. The suggestion was that limited development in some parts of the open space could be used to generate an enhancement of the remaining space for the benefit of the whole community.

4. Sheltered Housing

All the existing sheltered housing in Stanmore was identified as being in need of review in terms of whether or not it continues to offer the type of accommodation which is required by both existing and future residents and also the city council.

Stage two of the consultation process has built upon the findings of stage one by looking in more detail at the suggestions put forward at that time. This work has involved detailed discussions with Winchester City and Hampshire County Council officers and also detailed analysis of the suggested sites to determine their realistic development potential.

Following additional consultation with the local community this information was drawn together to form a suggested masterplan for Stanmore which was presented at the final consultation event in May 2003. As a consequence of the analysis and consultation the number of sites identified in the masterplan was reduced from those outlined in the stage one report and consisted only of sites which seemed to offer a realistic development opportunity.

Following the final consultation event John Thompson and Partners carried out an analysis of the questionnaire that was completed by residents at the event. The results indicated that a large proportion of those questioned recognised that new affordable homes are required in Winchester and that some of these homes should be built in Stanmore. However, the majority of respondents did not consider that any of the sites identified were suitable. We consider that the cause of this discrepancy can be largely attributed to residents' concerns over the issue of supported housing.

Originally, three sites were considered for the provision of supported housing in the Stanmore area. Shortly after the consultation events in January, the Council was required to quickly arrange the transfer of ownership of these sites to a housing association before the end of the financial year in order to retain the funding for their development. At that time, although the principle of development on those sites had been agreed, there had been no explicit discussion of their use for supported housing and when the news became public there was a great degree of concern expressed by local residents. This generated a lot of bad feeling towards the Council and despite the fact that at the time of the questionnaire the proposed sites had been reduced to only one (Thurmond Crescent East), there was still an all pervading lack of trust within the local community.

Unfortunately, despite assurances to the contrary, we feel that residents were afraid that by agreeing to any form of development they would be seen as agreeing to the further provision of supported housing on sites adjacent to their homes. There was also a general feeling that affordable housing of any kind provided by housing associations, would prove to be much more expensive than renting from the Council and consequently not 'affordable' to anyone other than those on full benefits, who are also seen as being undesirable neighbours by many. While these opinions cannot be ignored, it must be noted that the recently formed Stanmore Community Action Group (SCAG) was actively encouraging residents to answer no to every question on the questionnaire. As such the results should be interpreted as an understandable protest vote as much as a considered analysis of the different options.

However, since the last consultation event the proposed Supported Housing scheme has been withdrawn, and the site at the end of Thurmond Crescent earmarked for general needs housing. Consequently we think that the majority of residents would now be amenable to the development of new affordable housing in Stanmore if the homes are designed in a manner which respects the amenity of the existing residents and if improvements to the local infrastructure accompany such development. In addition we believe that development on these sites offers an opportunity to enhance the image of the area by creating new and desirable homes to which local residents might aspire.

We are recommending that the following sites should be considered for the development of affordable housing:

Garage Sites

- Site between Minden Way and Chatham Road
- Site between Fox Lane and Stanmore Lane
- Drayton Street North
- Drayton Street South
- Woolford Close
- Thurmond Crescent East

Allotment Sites

- Cromwell Road East
- Princes Place
- Vicarage Gardens adjacent to St Luke's Church

Open Space Sites

- Selected parts of The Valley (taking full account of the requirement to review the designation of this land in the local plan)

We would also recommend that further consideration is given to the long term future of all the Sheltered Housing in Stanmore. We consider that a full appraisal of both the existing accommodation and also the long term requirements for sheltered accommodation in the area would enable a fully considered appraisal to be undertaken. As part of such a process we would also recommend detailed consultation with the existing residents and neighbouring households.

However, there are a number of factors we consider are essential in order to make any such developments widely acceptable:

- Residents have expressed strong views with regard to the importance of ongoing consultation. Therefore, it is imperative that they are made to feel included in any future decisions.

- Residents are particularly concerned about the affect that any new development would have on the current parking situation so it must be a priority, at the very least, to replace any parking spaces that are lost and seriously consider some form of parking control for the wider area.
- Particularly on infill sites, residents are very concerned about the preservation of their privacy and amenity, and very careful consideration of the design of new homes will have to be undertaken in order to protect this.
- Residents have continually expressed the opinion that any new development should be in keeping with the character of the area. By this they generally mean the two storey, red brick, Garden City type development typified by the buildings of lower Stanmore. In particular there is a concern that future development should not look like Woolford Close which is universally considered out of scale and insensitive to the surrounding homes. Except in exceptional circumstances, development higher than two storeys will be considered unacceptable, and it is likely that the Planning department will be in agreement on this issue.
- Wider environmental issues also need to be tackled in order that people can see tangible benefits accruing to existing residents.

The key issues which need to be addressed are:

- anti-social behaviour
- better policing
- facilities for Young People
- better maintenance of open spaces and of footpaths
- enforcement of standards for the upkeep of homes and gardens
- better Public Transport

Encouragement of the fledgling community organisations will help to ensure that resources are being targeted towards those areas which matter most to local residents and the introduction of specific projects such as the creation of a Neighbourhood Agreement would contribute further to a feeling that local concerns are being addressed.

There is a general acceptance that new affordable homes are required in Winchester. Therefore, if the measures mentioned above are addressed and it can be demonstrated that other areas of the city and surrounding district are also being developed in a similar way, it seems likely that the provision of additional homes in Stanmore will prove acceptable to the majority of residents.

Analysis

Strategic Analysis - Planning

Strategic Advice

Following stage one of the project, John Thompson and Partners began more detailed consultation with the residents of Stanmore and also with the following departments of the local authority:

- Planning
- Parks and Recreation
- Traffic and Highways (both Winchester City Council and Hampshire County Council)

What follows is an analysis of their comments and recommendations, along with analysis of the key policy documents.

General Planning Advice

John Thompson and Partners consulted with the following members of the Planning Department at Winchester City Council (WCC):

Steve Opacic - Head of Forward Planning
John Hearn - Team Manager, Development Control

In addition to discussing the issues surrounding individual sites WCC advised that reference should be made to the following documents for guidance:

- Planning Policy Guidance Note 3 (PPG3)
- Planning Policy Guidance Note 17 (PPG17)
- National Playing Field Association "Six Acre Standard"
- Winchester District Local Plan (Adopted 22 April 1998)
- Winchester District Local Plan Review (Revised Deposit published 9 May 2003)

It was emphasised that while the revised deposit of the Local Plan Review is not yet the statutory Local Plan, it has now been adopted by the council for development control purposes and as such provides the most up to date guidance.

Advice on Possible Development Sites

• Garage Courts

WCC advised that they had no objection in principle to the redevelopment of existing garage sites for housing, assuming that it could be demonstrated that the necessary access could be provided to the satisfaction of the highways department. They did note however, that very careful consideration of the design of new homes on such sites would need to be made. In particular, that the existing privacy and amenity value of the surrounding homes should not be compromised by new development. It will be necessary in many cases to investigate creative designs which avoid direct overlooking of people's gardens.

• Allotments

WCC advised that although allotments are not specifically protected under the local plan, there is a presumption against development on them in the revised PPG17. This states that development should only be allowed if it can be demonstrated that the allotment is now surplus to requirements. If such information was available it was agreed that development would be viewed much more favourably, although it would still be subject to the same demands in terms of detailed design as would be required on garage sites.

• Areas of Public Open Space

WCC advised that all the significant areas of open space and playing fields in the area are designated EN2/RT2 in the Local Plan and that this identifies them as important open amenity and recreation areas. This designation means that no development is allowed on them except perhaps for small buildings for recreation purposes ancillary to the main use. In order for housing development to be allowed there would need to be an alteration to this designation, which would have to happen through a future review of the Local Plan. WCC noted that they found it hard to imagine this happening in the short term, but that if support was forthcoming from local residents and the political will existed, the process of reviewing the designation could be undertaken at the next Local Plan review.

WCC went on to say however, that although PPG17 emphasises that where any open space is lost it should be replaced with a site of at least the same area and quality, there may well be an argument for replacing a smaller area which is of a much higher quality and therefore of much greater benefit to the local community. It was stressed however, that due to the existing shortage of active recreational space in the Winchester district, there could be no suggestion of the loss of the existing sports pitches in Stanmore and that in all cases the same number of useable pitches should be retained. It was also suggested that where allotments are no longer used, it might be possible to retain their recreational value by converting them to mini parks or play areas to compensate for losses in larger areas of open space.

		Option 1	Option 2	Option 3
Car Parking Provision		High 2-1.5 spaces per unit	Moderate 1.5-1 spaces per unit	Low 1.0-0.5 spaces per unit
Predominant Housing Type		Detached & linked houses	Terraced houses & flats	Mostly flats
Location	Setting			
Suburban Lower Density "Pod-Shed"	Central			200-300 hr/ha 200-300 u/ha
	Urban		200-300 hr/ha 200-300 u/ha	400-500 hr/ha 400-500 u/ha
	Suburban		100-200 hr/ha 100-200 u/ha	200-300 hr/ha 200-300 u/ha
Along Transport Corridors & Sites close to a Town Centre "Pod-Shed"	Urban		200-300 hr/ha 200-300 u/ha	300-400 hr/ha 300-400 u/ha
	Suburban	100-200 hr/ha 100-200 u/ha	200-300 hr/ha 200-300 u/ha	300-400 hr/ha 300-400 u/ha
Currently Mixed Sites	Suburban	100-200 hr/ha 100-200 u/ha	200-300 hr/ha 200-300 u/ha	300-400 hr/ha 300-400 u/ha

Sustainable Residential areas

Recent government advice (such as PPG3) has sought more intensive use of scarce land resources. It has also stated that new development has to contribute to existing urban areas in a more sustainable way, encouraging improvements in the quality of environment for local communities, more walking to work and local amenities and more use of public transport for work and amenities that are further afield.

This is not to say that all new developments should be built to the highest density but that they should respond in the best way possible to their urban context. Less car use in well connected areas can increase the areas vitality with more people living there, whilst poorly connected area could not survive without significant car use but are also likely to have fewer people living there.

In order to understand this and have guidance for all types of areas the Government Office for the Southeast and English Partnerships have separately published the matrix illustrated here.

Applying the Guidance

The matrix provides a guide to density for all urban places by referring to location characteristics, such as closeness to amenities and public transport; and, amount of car parking provision.

By reviewing the matrix it is possible to determine a suggested density range for new development in Stanmore. Firstly, looking at the location column we consider that while Stanmore would certainly not be considered to be within the town centre it can certainly be thought to be situated on a transport corridor in close proximity to the town centre. The existing development would certainly be described as suburban in character and therefore in terms of the matrix this is the category which we will put it in.

Considering both, the predominant housing type in the area and also the type of homes which are in demand we feel that the Option 2 column most closely represents the type of housing which should be provided. While Stanmore contains a mixture of flats, terraced homes and semi-detached and even detached homes, nearly three quarters of the homes which are needed will be of one and two bedrooms and it is clear that many of these homes will have to be provided as flats. However, we do not consider that development which consists mostly of flats would be acceptable in either urban design terms or to the majority of residents. Regarding the provision of car parking, it can be seen that the matrix suggests moderate provision for this type of housing, which equates to between 1.5 and 1 cars per unit which is in line with the strategic thinking of the Highways department.

Therefore, reading down the Option 2 column, it can be seen that the densities considered achievable in the Stanmore area are in the range of 200 – 250 habitable rooms per hectare, which equates to between 50 – 80 homes per hectare. We believe that this target is both achievable and will result in the creation of vibrant and characterful additions to the community.

Analysis

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Strategic Analysis - Parks and Recreation

PPG 17

PPG17 deals with the topics of open space, sport and recreation and seeks to give guidance on planning policies which will help to deliver broad Government Objectives, such as:

- Supporting an urban renaissance
- Promoting social inclusion and community cohesion
- Health and well being
- Promoting more sustainable development

• Consultation

One of the key pieces of guidance concerns the need to be aware of the needs of a local community through consultation and also suggests that local authorities undertake audits of existing open space, sports and recreational facilities in order to identify where a potential for increased use exists. It is important, that poor quality or under-used spaces are not taken as necessarily indicating an absence of need in the local area, and an audit might identify measures such as capital investment in better design, management or maintenance that would encourage greater use. In particular, the use of good design to reduce crime should not be underestimated as a tool for encouraging greater use.

• Development

The document states clearly that recreation grounds, playing fields and allotments should not be considered as previously developed land and goes on to state that they should not be built on unless an assessment has clearly shown that the land is surplus to requirements in a recreational context. In these circumstances a potential developer would also have to show that they had consulted with the local community and that their proposals were widely supported.

The only exception to this is that development should be allowed on playing fields where the proposed development is: an ancillary use (eg. changing rooms) that does not affect the quantity or quality of the playing pitches; on land not capable of forming a playing pitch; or a development for indoor or outdoor sport which would significantly improve upon the existing provision. However, it is recognized that development might provide an opportunity to swap one piece of open space with another of at least equal size, usefulness, attractiveness and quality, particularly if opportunities are taken to increase the quality of the facility at the same time.

• Protection

The document notes that the recreational quality of open spaces can be eroded by insensitive development or incremental loss of the site and recommends that the character of these spaces is protected and the need for nature conservation considered. There is a recommendation that particularly valuable pieces of open space or recreational facilities should be formally protected by the local authority through local policies. Examples of such valuable pieces of land might include: areas of open space that provide a community resource and can be used for events; and areas of open space that particularly benefit wildlife and biodiversity.

• Creation of new facilities

New areas of open space and recreational facilities should be located in locations which promote accessibility by walking, cycling and public transport. They should be located so as to improve the quality of the public realm and not result in a loss of amenity to surrounding residents. Active uses have a potential to enhance the vitality of an area, but this should be balanced against the careful consideration of security and personal safety issues. Where appropriate it is sensible to extend existing facilities and to make use of surplus land within existing communities, and particularly to use brownfield sites before considering the use of greenfield land.

Application of these recommendations in Stanmore

The consultation that has been undertaken as part of this project has identified many of the issues surrounding recreation and leisure in the Stanmore area. While it is stressed that poorly used facilities should not be assumed to indicate an absence of need in the area, we feel confident that, particularly in the case of the allotments, the consultation undertaken to date has clearly indicated the current level of need in the area. It is possible that a dedicated audit would also be of value to quantitatively identify the gaps in provision, particularly for adult members of the community, but the current consultation can nevertheless be seen as a very good starting point. In the short term, proposals to consult with young people in the area with regard to the redesign of play areas will be a positive step towards identifying how underused facilities can be improved.

On the issue of allowing development on recreation and amenity sites, we feel that, in the case of the allotments (where they are currently managed but still seriously underused), the consultation to date has clearly identified those sites as being surplus to requirements and therefore developable. In the case of the areas of existing open space this is somewhat harder to categorically state, even when they are clearly unused, since their suggested use is not as specifically defined, and the doubt must always remain that better design or management would increase their use. However, the planning department has suggested that in theory they may be willing to consider how a large improvement in the quality of certain areas might be considered to off-set limited development on others, so there is clearly a need for additional consideration of this issue, not least because of the current designation under the Local Plan. The policy also advises that development might provide an opportunity to swap one piece of recreation land for another and this is something which also needs to be taken into account, particularly where there is the opportunity to provide amenity space as part of the redevelopment of garage courts.

The opportunity to investigate how new recreational facilities might be included as part of any new development in the area should be seized. While the majority of the potential sites are not large enough to provide a significant new recreational facility, the creation of one or more safe, accessible play areas for children is a definite possibility.

Strategic Analysis - Parks and Recreation

Recreational Space Standard

The Local Planning Authority has adopted a set of standards which aim to ensure that every community in the district has access to appropriate amounts of recreational space for both current and future needs. Existing provision and current deficiencies are assessed annually in both qualitative and quantitative terms with the aim of informing future decisions relating to development and the provision of new facilities. The recreational space standard which has been adopted calls for a minimum of 2.8 hectares (7 acres) of recreational space to be provided for every 1000 residents. This standard includes 0.4 ha per 1000 population for informal recreational space and 2.4 ha per 1000 population for children's play and sports grounds. This standard for formal recreational space accords with the recommendations of the National Playing Field Association's "Six acre standard" (see below) and the Local Planning Authority will make reference to this document with regard to the design and location of such facilities. The minimum requirements are broken down as follows:

Children's Play	0.7 ha	(to include equipped playgrounds, other opportunities for outdoor play and casual play space)
Sports Grounds	1.7 ha	(of which at least 1.2 ha should be for pitch sport)
General Use	0.4 ha	
Total	2.8 ha	

National Playing Field Association

The National Playing Field Association is an independent charity which champions the need for the retention and improvement of play and recreation facilities for all sections of the community. Their most important contribution to the discussion on the current and future suitability of the recreational facilities in the Stanmore area is the "Six acre standard".

The six acre standard

The six acre standard is a minimum standard which the NPFA recommend is adopted by all local authorities, and which primarily sets out the standards for outdoor playing space which should be met (or preferably exceeded) in all new developments. Ideally the standard would also be met within existing residential areas, but in many cases this is not possible due to the scarcity of available land, and in this case the standard should be viewed as a target to be aspired to. The recommendation states that there should be a minimum of 2.4 hectares (6 acres) of outdoor playing space for every 1000 head of population in a given area. Playing space is defined as:

"Space which is available for sport, active recreation or children's play, which is of suitable size and nature for its intended purpose, and safely accessible and available to the general public".

This is distinct from (though not necessarily removed from) more general recreation space which is also essential for the well being of the community. Examples of areas of open space which should not be included in the calculations of playing space include the following:

- Outdoor sports facilities not generally available for public use
- Verges, woodlands, commons, ornamental parks and gardens, except for defined sports, games, practice and play areas
- Golf facilities
- Water – except where it forms a play feature of an outdoor play area
- Indoor sport or leisure centres
- Car parks for non recreational use

Within the 6 acres of playing space there are two major user groups for which different facilities need to be provided. Depending on the demographic profile of the area the proportion in which these facilities are required will vary:

Youth and Adult Use

The recommendation for this age group is for between 1.6 - 1.8 ha (4 – 4.5 acres) per 1000 head of population. Uses will be varied depending on the user profile, but will include examples of the following:

- Pitches, greens, courts, athletics tracks etc. owned by local authorities
- Similar facilities within the educational sector available for public use
- Similar facilities within voluntary or private ownership which serve the outdoor recreation needs of their members, or the public
- 1.2 ha (3 acres) specifically for pitch sports

Childrens Play Space:-

The recommendation for this age group is for between 0.6 – 0.8 ha (1.5 – 2 acres) per 1000 head of population. Of this: 0.2 – 0.3 ha (0.5 – 0.75 acres) is recommended for outdoor equipped play grounds; and 0.4 – 0.5 ha (1 – 1.25 acres) for casual or informal play space. The overall recommendation is further broken down into three categories of play facility which reflect the increasing maturity and physical development of growing children. The NPFA states recommendations as to the facilities which these play areas should have; the distance they should be from the childrens' homes and also the size of a new development which would ideally lead to the creation of such a facility.

- **Local Area for Play (LAP)**

These are the smallest facility and are essentially a small area of unsupervised open space suitable for 4 – 6 year olds. A LAP should be within 1 minutes walking distance of home (60m radius) and contain both an activity zone (100sqm) and a planted buffer zone to surrounding homes. Every new development of 15 homes should have a LAP.

- **Local Equipped Area for Play (LEAP)**

This is an unsupervised play area equipped for children of early school age, identified as accompanied 4 – 8 year olds. It should be within 5 minutes walk of home (240m radius) and contain at least five types of play equipment and seating for adult carers. It is suggested that this will require an activity area of 400sqm and that it should be located in a position which allows informal supervision by overlooking. It is recommended that a 20m buffer zone is provided between the LEAP and surrounding homes. Every new development of 50 homes should have a LEAP.

- **Neighbourhood Equipped Area for Play (NEAP)**

This is an unsupervised play area equipped mainly for unaccompanied, older children between 8 and 14 years. It should be within 15 minutes walk of home (600m radius) and contain at least 8 types of play equipment. There should be a kickabout area, opportunities for wheeled play (skateboards, roller blades or bicycles) and seating to be used by accompanying adults and by teenagers as a meeting place. It is suggested that the activity zone will cover an area of about 1000sqm and require a minimum 30 metre buffer zone between it and any surrounding residential properties.

It is recommended that a LEAP be positioned adjacent to, but separated from a NEAP. This has the advantages of:

- saving on the land take for buffer zones
- keeping families in one location
- reducing the need for supervision and
- saving on play equipment costs where some can be used by both age groups.

However, if only one play area is provided for the whole area there is a likelihood that children of all ages will congregate there and possibly cause nuisance, so it is advisable to provide at least one alternative location. With regard to location the NPFA recommends that play areas should be:

- sited in open locations, not on backland with accesses along high fenced narrow alleys
- separated from major vehicle movements
- sited on land appropriate for the activity
- normally overlooked by houses or pedestrian routes
- far enough away from houses to reduce disturbance
- ideally be linked with other open spaces and
- accessible by footpaths.

The NPFA stresses that the assessment of the need for play opportunities should take into account a number of relevant factors, such as the fact that children will not confine their play to areas which have been specifically designated for the purpose. It is also important to remember that existing facilities may require updating if a significant amount of new development occurs in a given location, and in particular that the accessibility of the play area and the impact that it will have on surrounding residents are of paramount importance if the facility is to be properly used and respected.

Analysis

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Strategic Analysis - Parks and Recreation

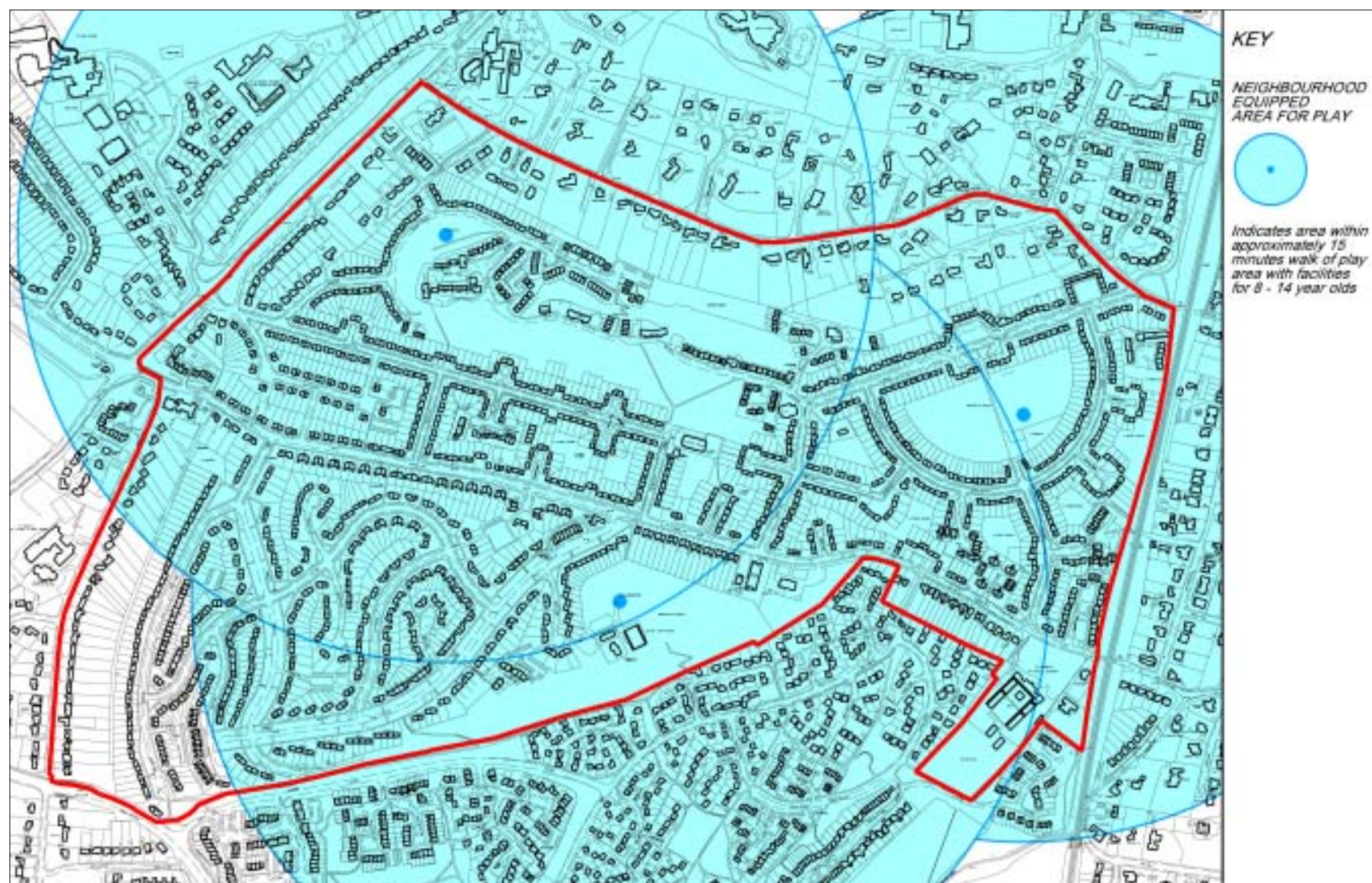
Application of these recommendations in Stanmore

We do not have exact population data for the Stanmore area, since the ward statistics available from the 2001 census cover the whole of the St Luke's ward, which includes areas of housing on the Romsey Road and to the west of it as well. However, given that there are approximately 1800 homes in the area and taking the average household size in the ward as a guide (2.6 persons) we can roughly calculate the population at around 4700 people.

The recommendation for youth and adult use equates to a total area of 7.5 – 8.5 hectares of space for sport and active recreation, of which 5.6 hectares should be dedicated to pitch sports. An analysis of the provision in Stanmore reveals that very little of the amenity space might really be considered to fall into this category, since the existing football pitches are ill defined at best and there are little or no facilities for any other type of active recreation. However, taking account of the potential for improvement of these facilities, the combined area of the recreation grounds at Cromwell Road and Somers Close amounts to approximately 3.6 hectares, which is less than half what is recommended. It should also be borne in mind that a significant proportion of this land is actually relatively unusable space around the edges of the site, and so the situation is actually worse than it appears. It also seems that there is little scope to provide additional facilities in other parts of the area, since despite the fact that the Valley and Thurmond Crescent amount to almost 4 hectares of additional land, it is almost exclusively steeply sloped and/or tree covered and consequently unsuitable for anything other than general recreational use. It must be borne in mind however, that Winchester is already recognized as being deficient in its provision of playing fields, and consequently this seems unlikely to be a reason in itself for refusing further development.

In terms of childrens' play areas the recommendation equates to a total of 0.9 – 1.4 hectares of equipped play grounds and 1.9 – 2.4 hectares of casual or informal play space. There are four existing play areas in Stanmore:

- The play area accessed at the junction of Walpole Road and Minden Way which covers an area of approximately 0.14 hectares
- The play area in Thurmond Crescent which covers an area of approximately 0.1 hectares
- The play area in the Cromwell Road recreation ground which covers an area of approximately 0.25 hectares
- The play area in the recreation ground at the end of Somers Close which covers an area of approximately 0.1 hectares, with a further 0.05 hectares of skate board park.



Strategic Analysis - Parks and Recreation



Together these amount to a total of 0.64 hectares of equipped play space, and this is clearly less than the recommended total of between 0.9 and 1.4 hectares. However, the recommendations take account of the fact that the targets may not be achievable in existing residential areas, and in Stanmore's case the aim should be to try and improve the situation where the opportunity presents itself in the future. In terms of casual and informal play space there seems to be no shortage of available space in and around the current open space and recreation grounds, and the target should be considered to be easily achievable. The fact that the majority of homes in the area also have ample gardens is another point which should be taken into account.

The other factors which must be considered are the type of facilities which are offered by these play areas and also the distance that children must travel to reach them. We appreciate that some of these play areas are under design review at present and we can only make reference to the current facilities, but in general we feel that the facilities available at the following areas might best be considered to equate to a LEAP:

- the play area accessed at the junction of Walpole Road and Minden Way

and those at the following areas to equate to, or have the capacity to equate to, both a LEAP and a NEAP:

- the play area in Thurmond Crescent
- the play area in the Cromwell Road recreation ground and
- the play area and skate board park in the recreation ground at the end of Somers Close.

Taking into account the distance that residents have to walk to reach these facilities (as indicated by the diagrams) it can be seen that the NEAPs fairly effectively cover the area, although it should be noted that the area around Walpole Road does fall outside the coverage. In terms of the LEAP's however, coverage is considerably less successful, with large areas around Wavell Way and the lower part of the Valley falling outside the coverage of a play facility. While this is to be expected in an area of housing largely constructed in or before the first half of last century we feel that there is an obvious opportunity to improve the situation by providing a new facility in the lower part of the Valley. A new play area located on the land between St Luke's church and Valley Court would provide additional coverage sufficient to serve all the homes between Stanmore Lane and the boundaries of Sleeper's Hill, although very careful consideration would need to be given to its detailed positioning in order to prevent disturbance to surrounding homes.

We believe that this proposal should certainly be given further thought, and in particular, that it should be considered in tandem with the recommendation that limited development should be allowed in this part of the Valley. Furthermore, it seems likely that this area of land is large enough that development might exceed the recommended threshold of 50 units, at which it is suggested a LEAP should be provided in any case. The provision of LAP's as part of any development exceeding 15 homes would seem to be a perfectly sensible requirement, particularly given that the form of new development is very unlikely to include a garden for every home.



Analysis

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Strategic Analysis - Highways

As part of the consideration of traffic and transport issues relating to possible new development, JT&P spoke to both Winchester City Council (WCC) and Hampshire County Council (HCC). The consultees were as follows:

Nick Richardson HCC – Principal Transport Planner
 Dan Massey WCC – Transport Planner
 Nick Culhane WCC – Highways Department
 Corrinne Hollis WCC – Highways Department
 Martin Gilbert WCC – Highways Department

The following issues were discussed:

Parking

In general WCC and HCC consider that the existing parking situation in the area is satisfactory, particularly since it goes some way towards providing a traffic calming role in the area. Essentially their advice is that since current planning policy seeks to reduce the number of new parking spaces provided in order to discourage car use, the presumption should be that the residents of Winchester need to start reducing the number of cars that they own, rather than that the Council will seek to provide larger and larger areas of tarmac in which to park them.

Resident Parking Schemes

Despite their opinion of the general situation, WCC and HCC recognize that there is a particular problem in parts of lower Stanmore and especially around Cromwell Road, which is closest to the city centre and at the outer edge of the neighbouring controlled parking zone. While residents generally blame this situation on students from the college, WCC and HCC consider that general commuter parking is a much more significant factor. The problem is only going to get worse in the short term and consequently, both WCC and HCC feel that a controlled parking scheme is now almost essential for Stanmore. While consultation in the past resulted in a rejection of this solution, there is a feeling that the problems have increased to such an extent in recent years that residents would be much more amenable to it now. Although at present it might be argued that only lower Stanmore requires a permit scheme, (and it is questionable whether commuter parking would be displaced to upper Stanmore due to the extra distance), their recommendation is that the whole area should be covered due to the fact that upper Stanmore is where the majority of new development sites have been identified.

WCC went on to note that where development takes place within an existing controlled parking zone the new homes would not be eligible for any on-street parking permits. This would clearly only be of relevance if a controlled parking scheme was introduced during implementation of a development masterplan for the area.

Additional Parking

They are both of the opinion that only parking spaces lost as a result of redevelopment should be provided as part of improvements in the neighbourhood. They would not wish to see any additional parking spaces created in place of verges, and would provide no funding for such measures which they consider too costly for minimal gain. They would actually like to see greater protection of the verges, and suggest that the most they would envisage happening is the formal marking-out of parking spaces within the existing carriageway.

On-Plot Parking

Both WCC and HCC supported the idea of increasing the amount of on-plot parking as a means of addressing residents' concerns about lack of parking spaces and the security of their vehicles. However, it was emphasised that this should not be without consideration for the visual impact that this might have on the general streetscape. In particular it was suggested that careful consideration should be given as to whether there is adequate space in the front garden in order to avoid the need for excessive manoeuvring to park at an angle or sideways. WCC recommended that a minimum of 4.5 metres between the front of the house and the back of the pavement is required.

Road Junctions

The only significant problem which was recognised in Stanmore occurs at the signal controlled junction at the top end of Stanmore Lane during peak hours. While this is of concern, HCC do not feel that there is anything that can be done to improve the situation.

Traffic Calming

HCC stated that the traffic calming in Stanmore Lane has proved to be very successful in reducing traffic speeds but that they do not consider that there would be any benefit in putting in additional traffic calming anywhere else in Stanmore.

Homezones

Homezone is the name given to a residential street which has been heavily traffic calmed in order to give priority to the pedestrian over the car. The road and pavement surfaces are replaced with one unifying material and traffic is forced to carefully wind between parking spaces, small play facilities and seating areas. The intention is to make the street safer for the residents and also a meeting place for the community. Some residents had specifically asked about the possibility of creating homezones when discussing the potential benefits of further traffic calming.





WCC and HCC both recognized that Homezones offer potential benefits in terms of road safety and also visual improvements to the streetscape. However, they emphasized that they are very costly to create and HCC stated that there is very little funding available for the creation of Homezones generally, and specifically that Winchester is not seen as being 'a homezone sort of place'. That is to say, that they are generally considered most appropriate in dense housing areas where narrow residential streets are used as rat runs and open space is at a premium. The only schemes which will be taking place in the city are those which have already been approved. It was unlikely that a large enough demonstrable benefit could be evidenced in the Stanmore area to justify the expenditure, so it was suggested that unless alternative funding is found from other council departments there is no likelihood of any schemes being undertaken in the near future.

Potential Development Sites

WCC and HCC consider that given Stanmore's close proximity to the City centre and the relatively good public transport, there is definitely a good argument for additional housing development in the area. Furthermore, it was felt that the sites identified represent a fairly small amount of development overall and that they will have minimal impact on the area as a whole in transport terms.

Access to back-land sites

While there is clearly existing vehicular access to the garage sites, the consensus was that a significantly larger number of vehicle movements would be associated with residential use than with garage use. Consequently, WCC advised that it will be necessary for them to study any proposed developments on a site by site basis in order to advise as to any improvements that may be required. Improvements might constitute the widening of roadways or the improvement of junctions. This will take place as a normal part of the planning process.

In general WCC's preferred standard for access roads is an adoptable width roadway and footpath of 7.8m minimum. However, where the access will serve six houses or less it would be acceptable to have an un-adopted private drive of a narrower width. In the case of flats, it would be acceptable for the roadway to be un-adopted on the understanding that the management company is responsible for the upkeep of the roadway. However, it was suggested that the general preference would be for the roadway to be adoptable in order to reduce the burden of maintenance on the landlord, particularly where this is a social landlord. It was also noted that access for refuse vehicles and fire appliances forms an important part of the consideration.



Current County Parking Standards

The existing HCC parking standards are set out below. These are the standards which any new development will currently be required to meet.

Number of Bedrooms	Car Parking	Cycle Parking – Secure Covered	Cycle Parking – Informal
1 Bed	1 Spaces	1	1
2 & 3 Bed	2 Spaces	2	1
4 Bed & above	3 Spaces	2	1

However, from a strategic point of view, particularly in relation to the aspirations of PPG3, this appears to run contrary to general policies on reducing car reliance. Some of the consultees considered that this standard could sensibly be challenged at the planning stage and recommended that a maximum of 1.5 spaces per home might be more appropriate in this area.

Car-Free Development

Further to this, both WCC and HCC recommended that serious consideration should be given to the benefits of designating new development as car-free, particularly if improvements to the bus service go ahead as planned. They consider that the Council should be proactive in championing sustainable measures in their own developments in order to increase the general acceptability of such measures.

Transport other than Cars

HCC reported that they are entering into a Quality Partnership with Stagecoach with the aim of improving the frequency of services and the quality of the buses on the No. 1 route through Stanmore. Ideally this might increase the frequency of buses to one every 10 minutes.

WCC reported that there is a proposed new cycle route along the railway line into the City centre which will further increase the opportunities for Stanmore residents to avoid using their cars.

HCC and WCC are both of the opinion that many more people should be encouraged to walk into the City centre from Stanmore – a walk of approximately 25 minutes for the average person.

WCC also noted that developers are currently required to contribute a sum of money for every house that they construct, which is put towards a fund for non-car related forms of transport in Winchester. They emphasised that if a suitable project was identified in the locality then this money could be used for the benefit of Stanmore residents.

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The Stanmore Area

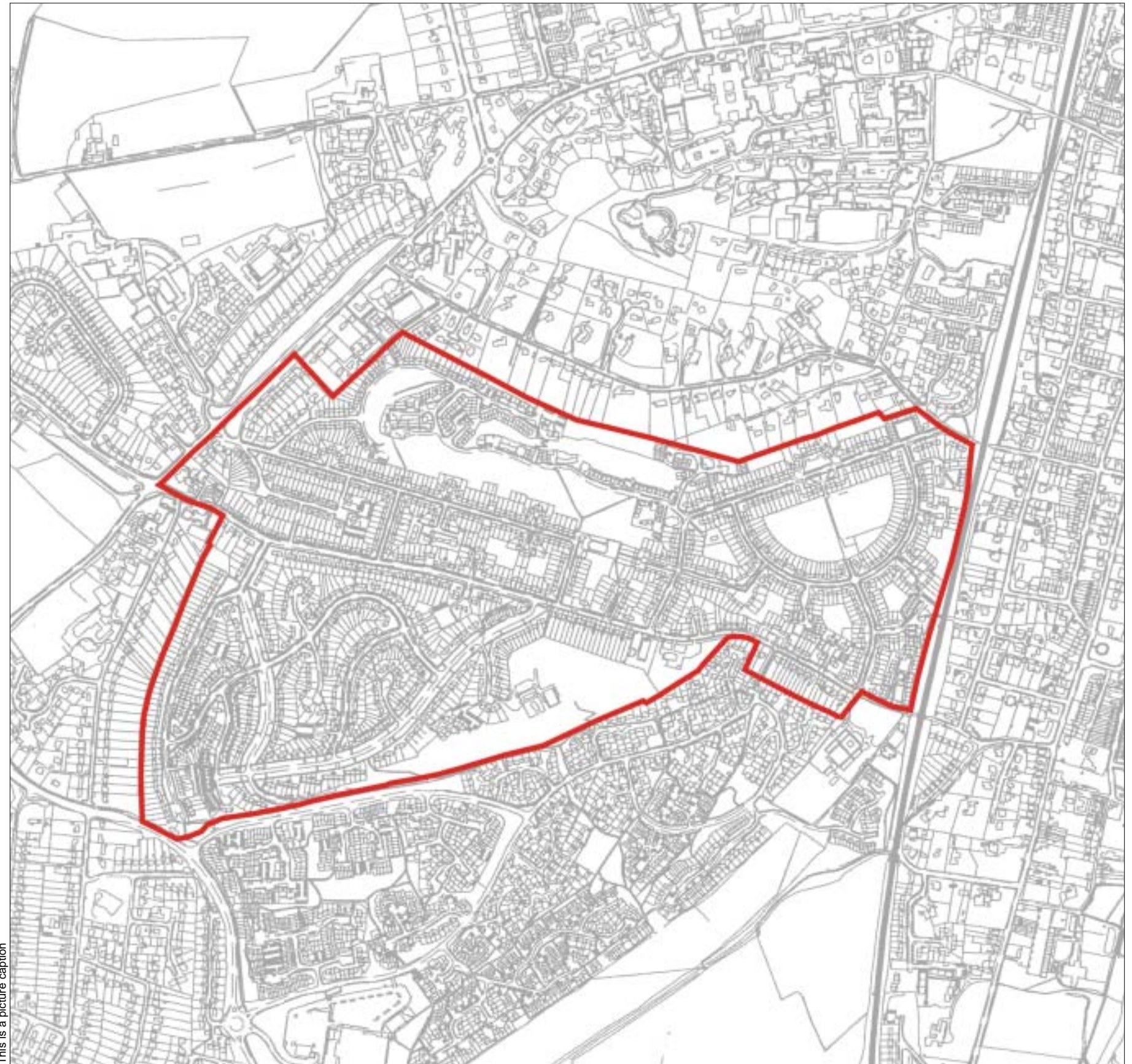
Stanmore is a residential area to the southwest of Winchester city centre. It is bounded by Romsey Road to the West and the Winchester to Southampton railway to the East. Stanmore covers an area of 78HA and contains approximately 1,794 homes. In Comparison to other parts of Winchester this is a relatively low density.

Although Stanmore is within 2KM of the city centre there is perception that it is a remote neighbourhood. This separation from the city is partly due to the topography of the area which sloping southeast and the alignment of the railway which is on an embankment.

It is bordered to the East by the railway line, which forces vehicles and pedestrians alike through narrow tunnels in order to gain access and to the North and South by steep, tree covered slopes rising to the residential areas of Sleeper's Hill and Badger Farm respectively. To the West, the boundary is formed by the rear gardens of the private properties fronting the Romsey Road and Oliver's Battery Road North. There are just two roads entering the area on both the Eastern and Western sides, and none at all to the North and South. In addition there are a number of steeply sloping pathways connecting to the area of housing at Badger Farm to the South, but no points of access at all to the Northern edge of the estate (towards the city centre).

The character of the area also has a significant impact on the areas unique identity. Built in three main phases it reflects the Garden Cities principles of;

- Generous spaces both in private gardens and recreation grounds;
- Easy pedestrian circulation with a network of footpaths;
- Bright airy homes provided by shallow house plans with good daylight; and,
- The close proximity of allotments allowing residents the choice of growing their own food close by.

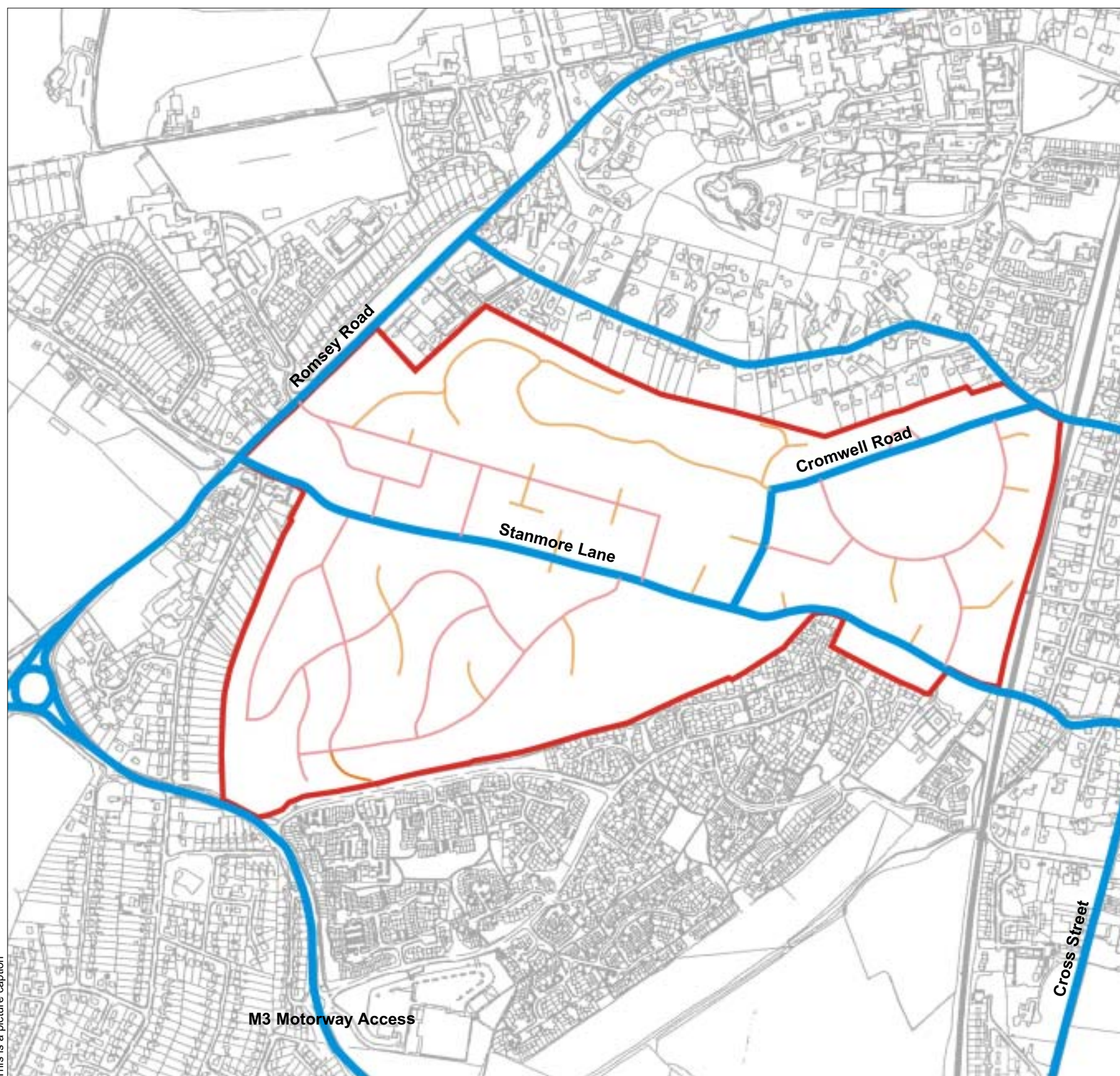


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Vehicular Movement



Stanmore lies between two radial routes (the B3040 to Romsey and the B3335 Cross Street) leading out from Winchester city centre, to outlying villages such as Shawford. The Romsey Road is more heavily trafficked at peak times as it provides the west of Winchester access to the M3 motorway. These two B roads are linked across the Stanmore area which can result in rat-running. The streets most affected are Stanmore Lane and Cromwell Road. A traffic calming scheme has been installed along Stanmore Lane to try and combat this situation, but with mixed success. Traffic calming has also been installed along the Valley.

All other streets within Stanmore are mainly used for residential access only and are generally quiet. However, Battery Hill suffers from traffic problems. It is connected to the Romsey Road, very straight, sloping and narrow over a long distance before sharply turning right.

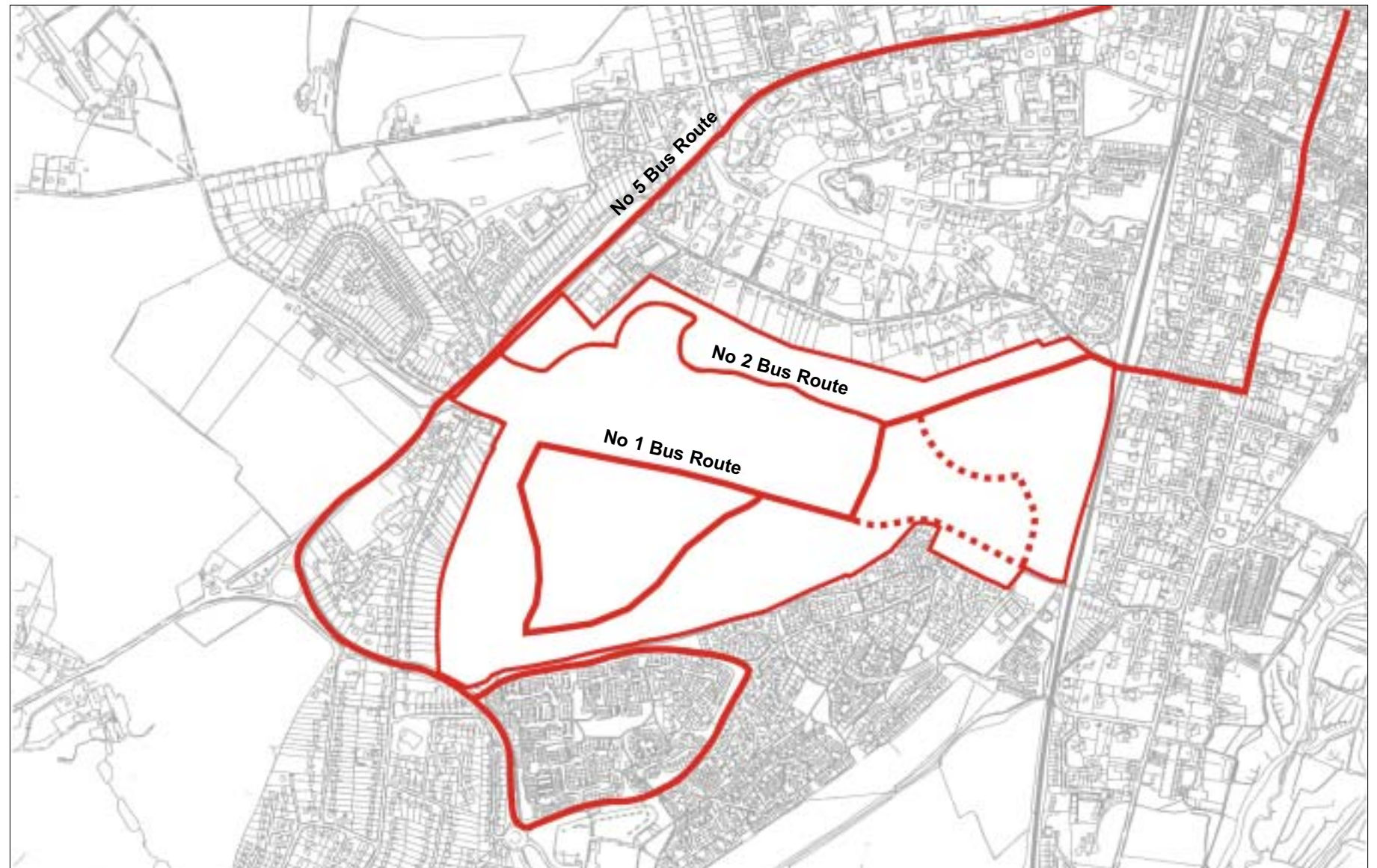
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Public Transport

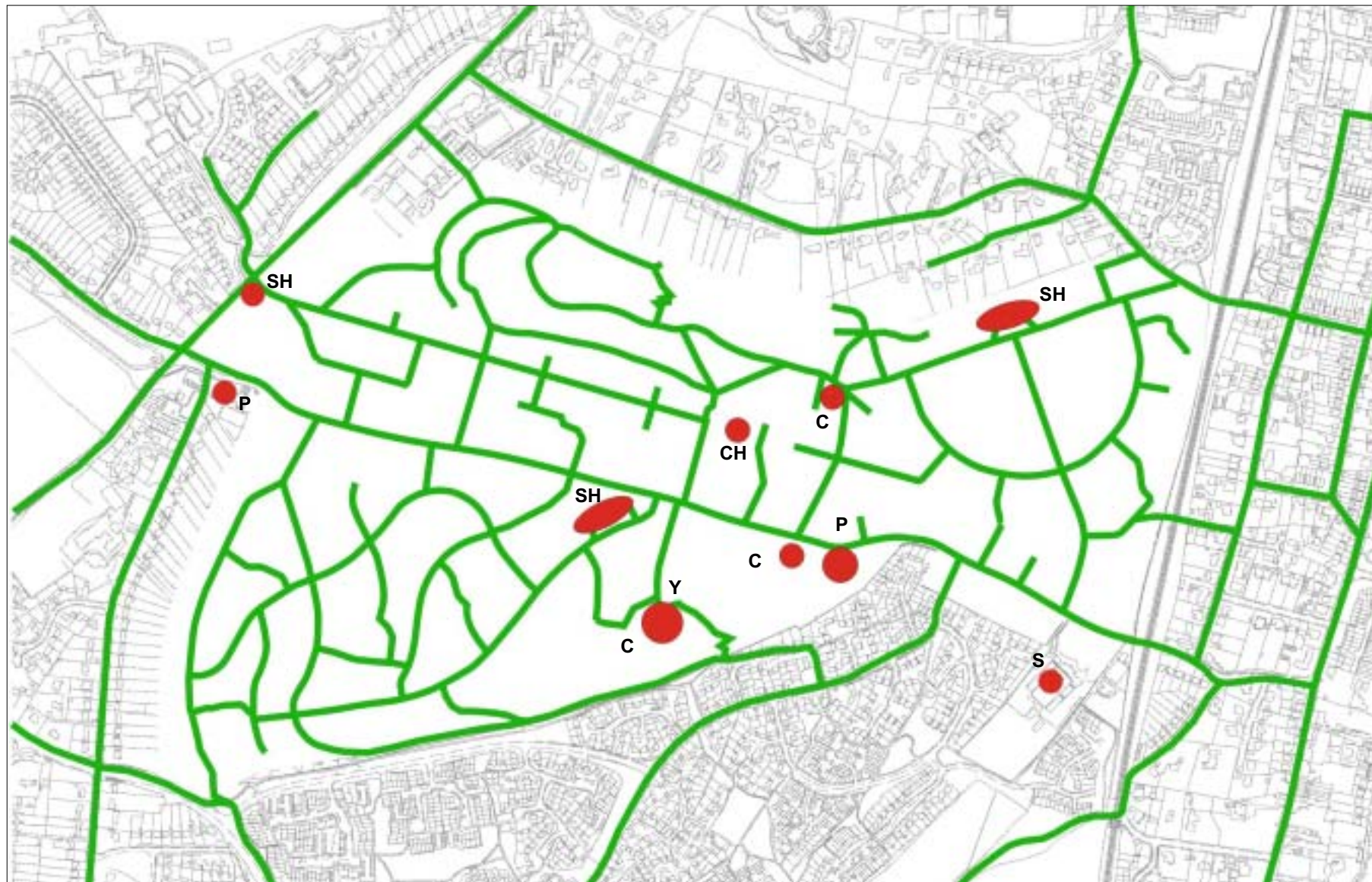
The local bus service is the only mode of public transport through the majority of Winchester and Stagecoach operates two services through Stanmore. The number one service runs between Stanmore and the city centre and operates every 15 minutes throughout the day and on Saturdays, reducing to a half hourly service in the evenings and on Sundays. The last bus from the city centre leaves at 11.15 at night on all days of the week. The number two service serves the Valley and connects to the hospital, but is more limited, running once an hour between 7am and 6pm, with no service on Sundays. Residents who are able to walk to the Romsey Road, at the top of the hill, can also make use of the number five bus route which connects with both the hospital and the railway station, and runs every 15 minutes.

The bus routes are such that nearly all dwellings are within 5-6 minutes walk of a bus stop. Stanmore is therefore well served and from a transport perspective, more dwellings would further support patronage of these services. There are however limitations to the service, in particular that desirable destinations such as the railway station and the hospital do not connect well to Stanmore and passengers are forced to take additional journeys from the city centre outwards.



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Pedestrian Permeability and Local Amenities



There is a high degree of pedestrian permeability in Stanmore. Foot paths follow the main street pattern and in many streets they are part of a congenial environment with grass verges, trees and hedges. However, many of these verges have been eroded by the parking of cars which have churned the top soil; even where hard standing has been installed surfaces are not satisfactory and ruts occur creating hazards for pedestrians.

Along with the street based foot paths there are a number of other routes. There are paths that cross the street block structure allowing access to open space and local amenities, for example the foot paths from Eversley Place to St. Luke's Church and from Stanmore Lane to the recreation ground. Footpaths also provide access to the backs of street blocks to serve allotments and parking courts.

The range of local amenities includes shops, post office, hairdressers, a church, a pub and several community buildings and these are relatively well dispersed across the area. Apart from the shop on Romsey Road, the parades of shops (on Cromwell Road and Wavell Way) are not well located for passing trade. They therefore rely on pedestrian catchments for viability. As a result they will always remain small and sometimes marginal.



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Landscape and Open Space

Wooded Slopes

The slopes that form the topography of Stanmore have, over time, established tree belts. Because of the slopes, it is unlikely that these areas will be suitable for development. They provide an important setting for the housing in Stanmore, support biodiversity and form view corridors out to open countryside. Within this context they are underexploited as a local asset. Woodland foot paths are limited with sporadic management and they tend to be subject to fly tipping and other anti-social activities.

Recreation Grounds

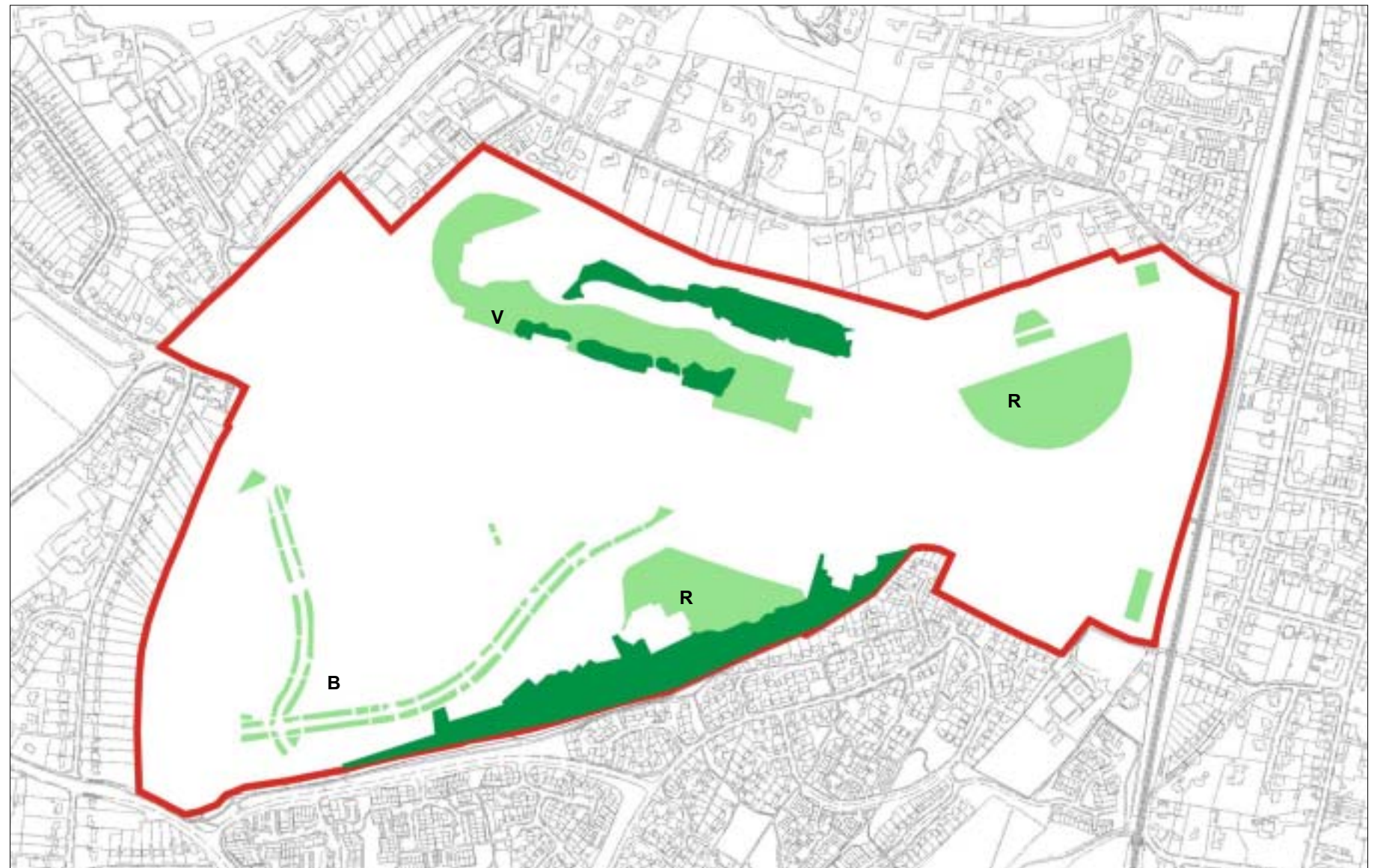
These play spaces have tended to occupy the most level areas of Stanmore so that pitches can be accommodated. Because they tend to be at the backs of houses they are not easily overlooked. On the several visits made to the area there was very little evidence of recreational activity. This amounts to limited usage of the children's play equipment and almost no use of the spaces by adults at all. The southern recreation ground also suffers from erosion from vehicles that cross the ground to un-permitted back garden access. Here a variety of caravans and vans line the recreation ground boundary and detract from the quality of the place.

Boulevards and Formal Spaces

Wavell Way and Minden Way are laid out in the garden suburb style of 'grand avenues'. Their generous space and mature trees gives them a very special character. Each side verge is 10m wide and the house front to front distances are 45m. The principle of these types of space is used incidentally throughout the rest of Stanmore forming corners and frontages, courtyards and crescents. Typical examples of these smaller spaces are Drummond Close and the frontage to Cromwell Road shops.

The Valley

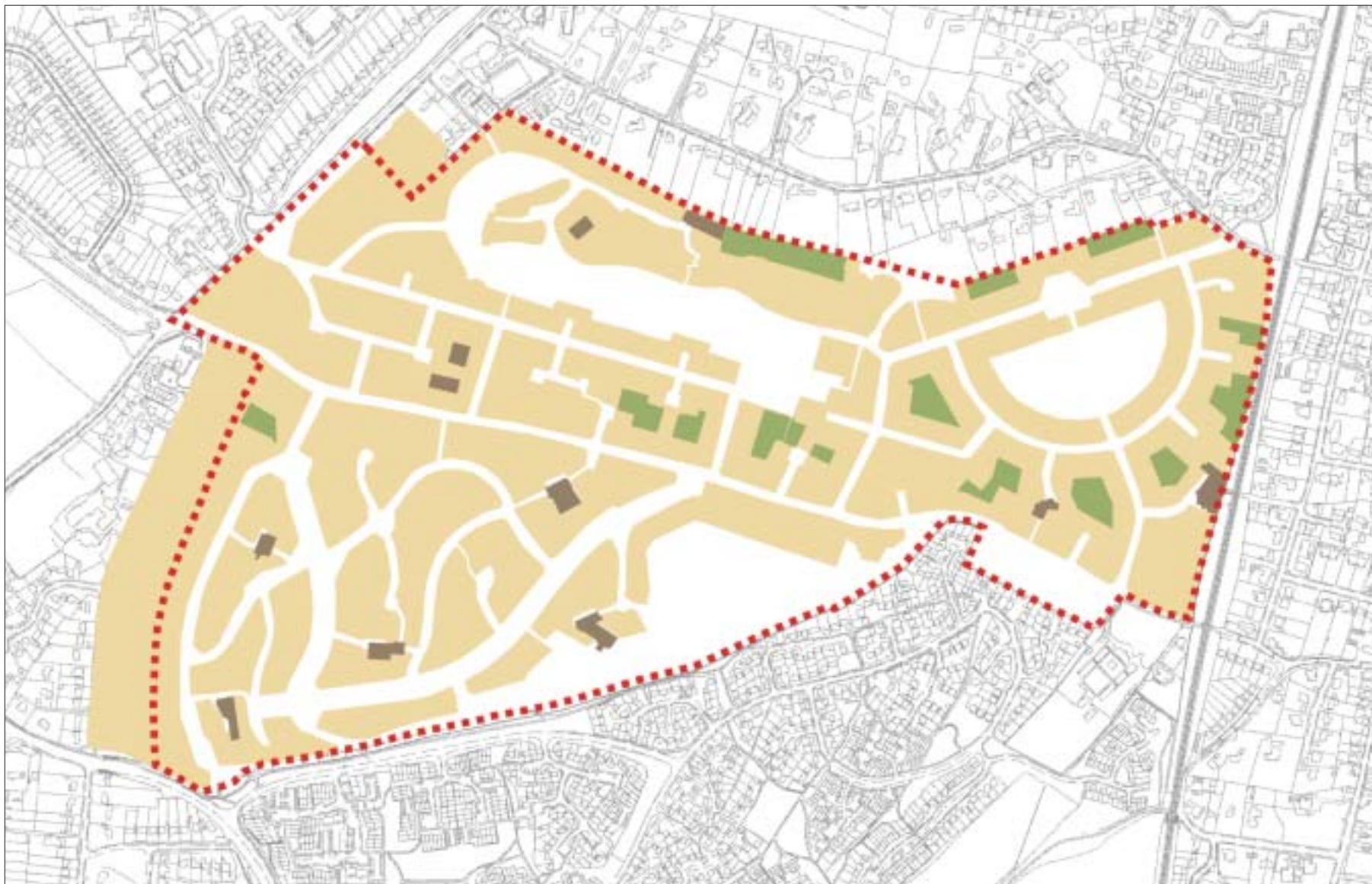
The Valley has been the location of the most recent residential development in Stanmore. This has occurred over time and without an overall master plan or framework. So far this type of development has been built up to Wiberforce Close, a cul-de-sac with no dwellings on it. In its current state the Valley has a belt of trees along its southern ridge and a play space at the western end. The area around the trees has been used as a dump and there is evidence of anti social behaviour.



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Block Structure and back of Block Uses



The overall pattern of urban blocks shows the early formal geometric layouts to the east and later more organic curving layouts to the west.

The street blocks are large. This provides sufficient depth for long gardens and other back of block uses including allotments and car parking. This block plan also shows that the principle of including allotments close by only occurs comprehensively in the earlier phases. In later phases the backs of blocks are allocated for parking cars rather than as allotments.

Key:

- Block Structure
- Allotments
- Parking Courts

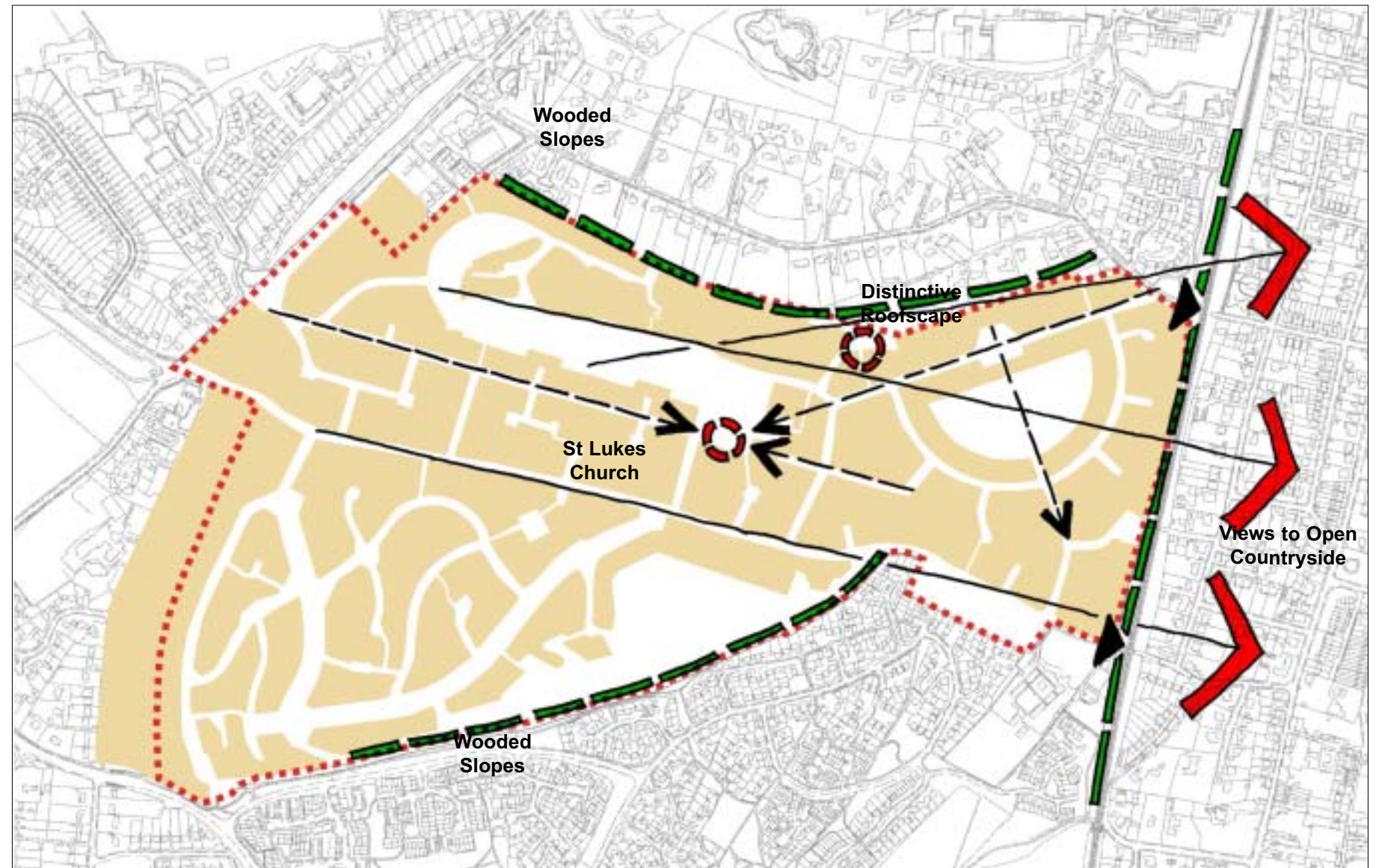
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Vistas and Landmarks

Stanmore is characterised by a series of planned and naturally occurring vistas both towards built elements within the area and out towards the surrounding landscape. The most significant of these are the long range views obtained from the higher ground in the west towards the downland in the east, which are viewed between and over the roofs of the homes in lower Stanmore. These views are particularly apparent when viewed down the length of Stanmore Lane and Battery Hill, which run in straight lines down the contours of the land, but are also obtained from numerous places in the gaps between buildings. Important views are also gained from the tree lined ridge which skirts the southern edge of the Valley.

Particularly within the older parts of Stanmore the homes have been planned to create a number of formal axes, which are focused on elements of the built environment. One of these runs through the centre of the Recreation Ground and is focussed on the small crescent of shops on Cromwell Road, and several routes in the area create vistas towards St Luke's Church, which acts as a central focus for the whole estate. Other important landmarks include the tunnels under the railway embankment and the recently built, turreted roofline of the Housing Association homes on Octavia Hill.



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Indicative Topography



There is limited survey information on the topography of Stanmore. Although from OS spot height data the character of the slopes can be understood. The land fall is to the southeast with the most flat areas reserved for recreation grounds. The Valley is the most distinctive land form with a valley head to the northwest. The Valley could have an impact on the types of housing provided such as the use of split level types, although these are not evident in housing development to date.

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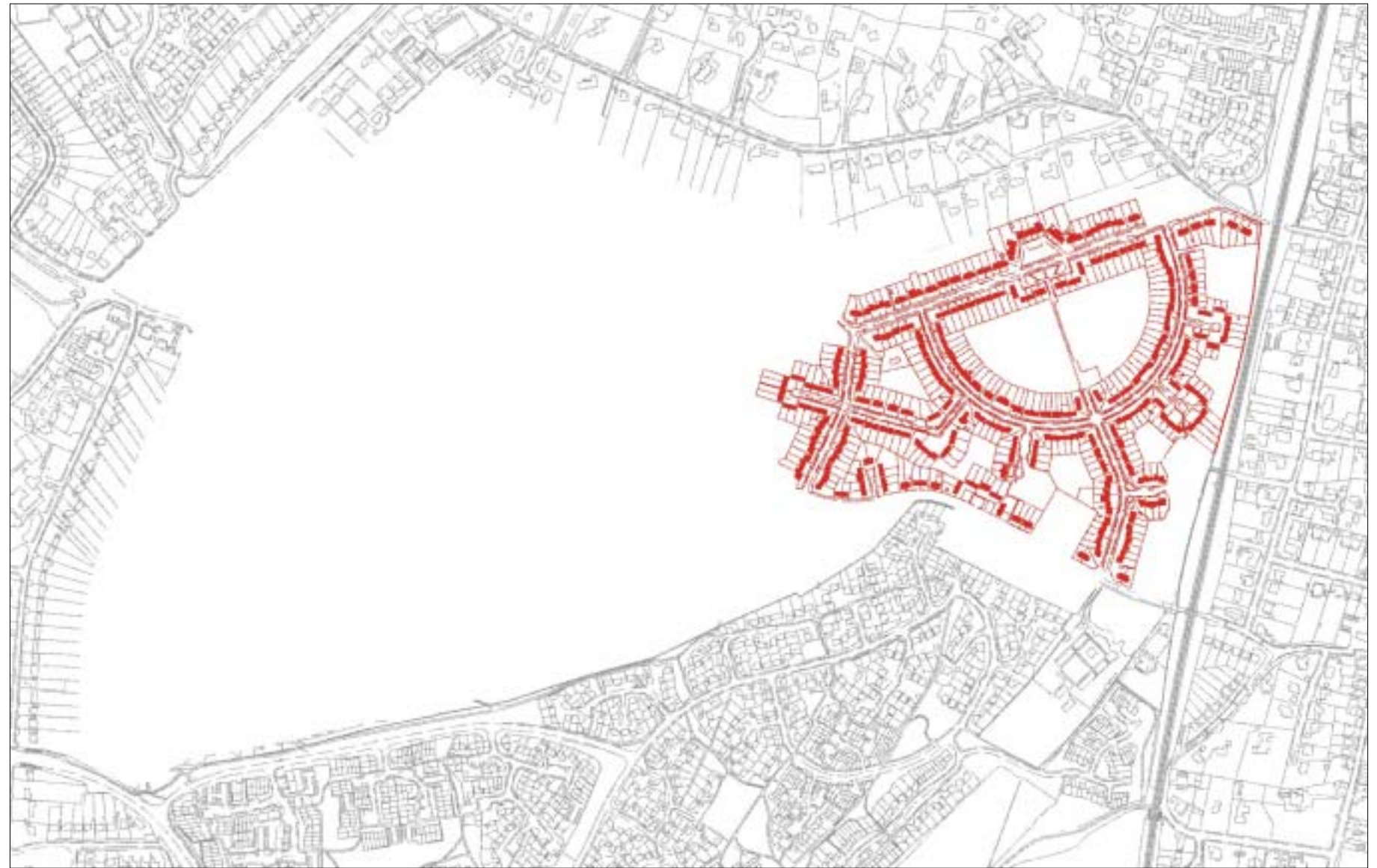
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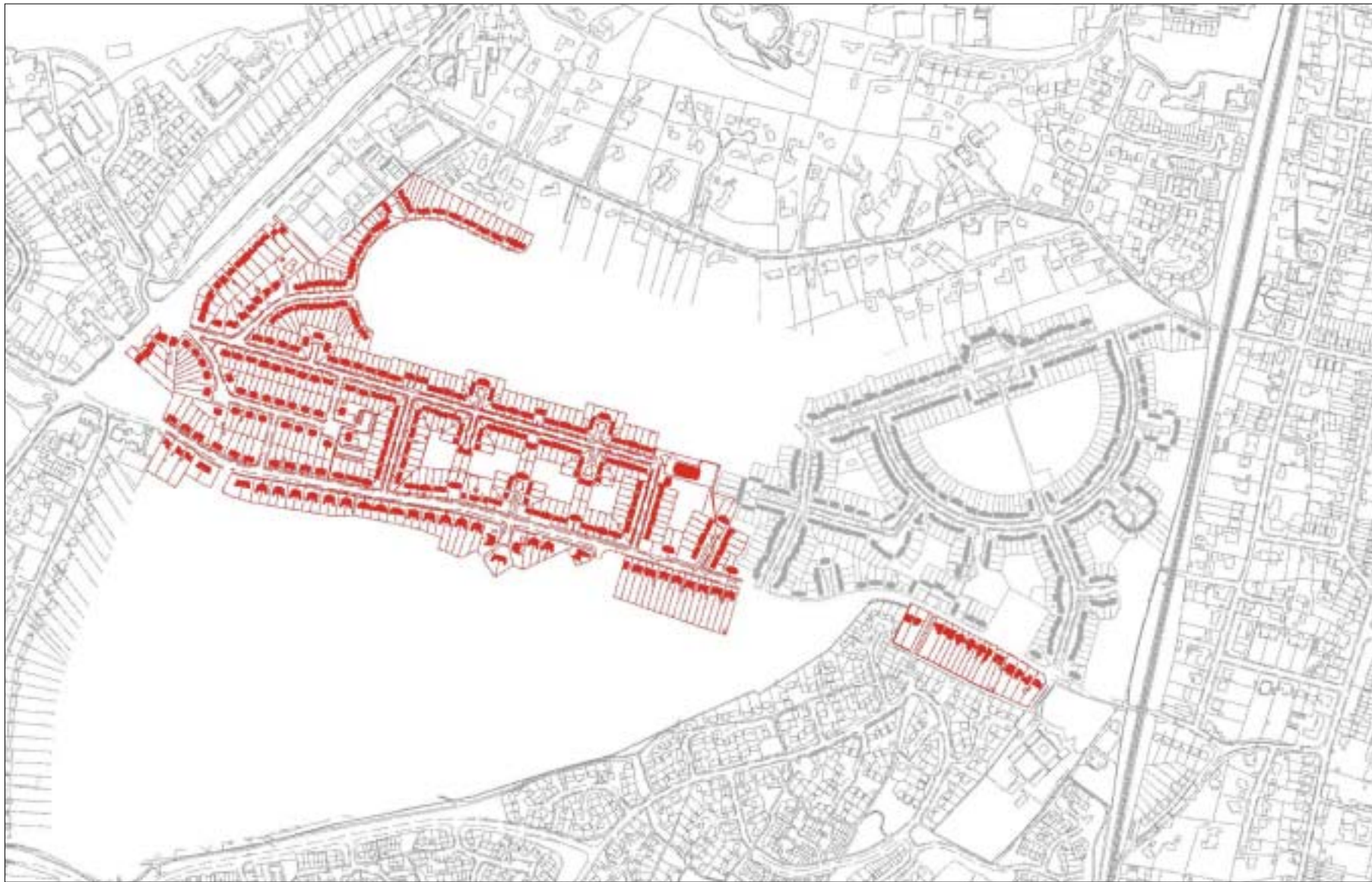
Visual Character

1920's Development

The first group of houses are structured around a group of shops and a recreation ground. These uses have, in turn, influenced other street patterns including cul-de-sacs and allotments.

The next group of houses to be developed continue the formal characteristics of the first phase. Key elements are Stanmore Lane which links the Romsey Road to Cross Street and St. Luke's church. Allotments are an integral part of the layout and an important community asset for the growing of supplementary food.





1920's / 1930's Development

The next group of houses to be developed continue the formal characteristics of the first phase. Key elements are Stanmore Lane which links the Romsey Road to Cross Street and St. Luke's church. Allotments are an integral part of the layout and an important community asset for the growing of supplementary food.



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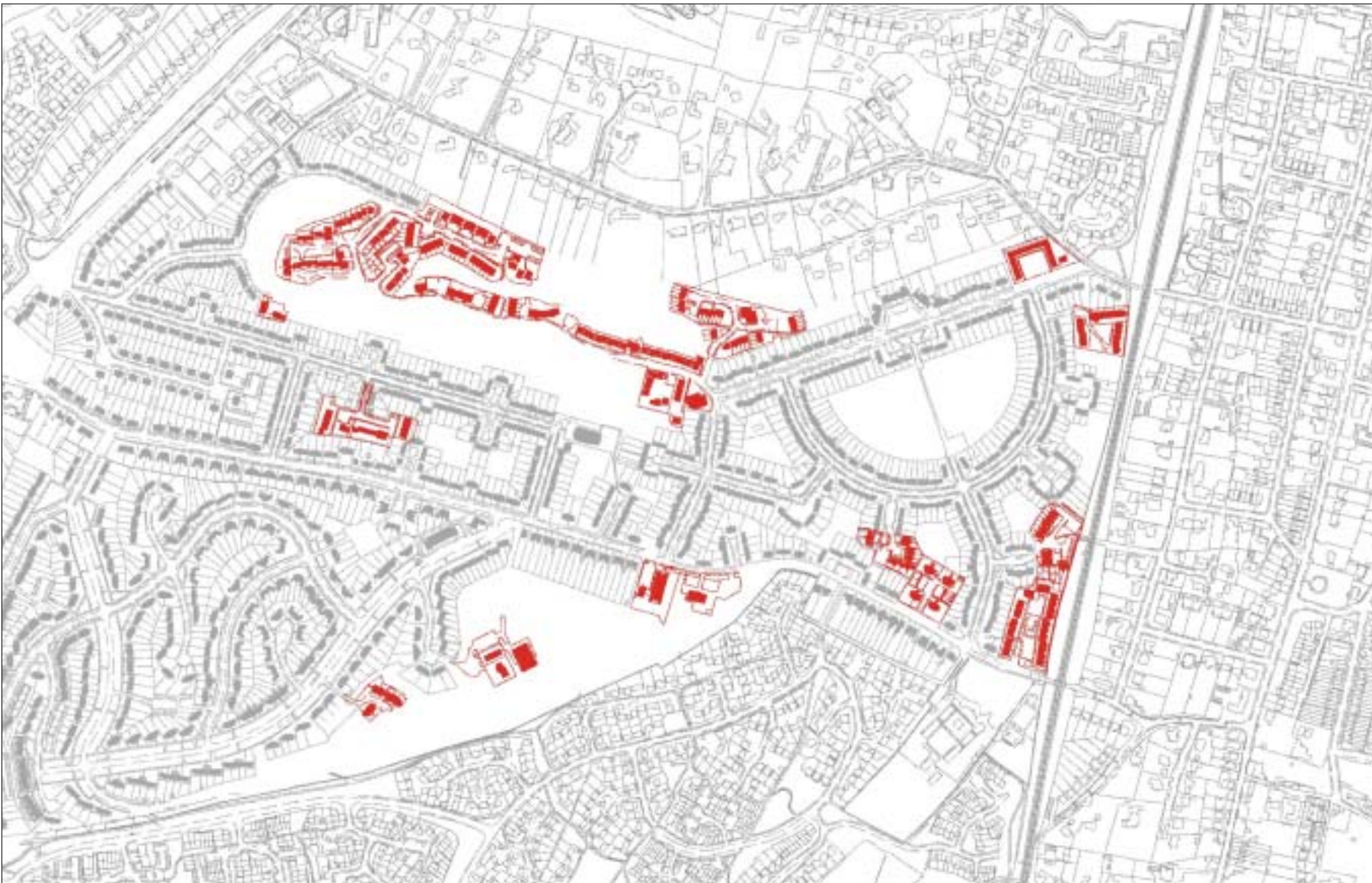
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Visual Character

1940's / 1950's Development

The street pattern now adopts an organic layout. All streets are curved and there is a clearer hierarchy between the major and minor streets. The most important element is the 'grand avenue' of Wavell Way and Minden Way. The parade of shops has a more incidental location in comparison to the earlier phases. Allotments do not form a part of the design in this area and have been replaced with backland garage courts.



**Infill Development**

Residential development has continued in several ways since the main phases of Stanmore were completed. The northern side of the Valley has absorbed mostly flatted development terminating in Woolford Close in the east. There has been an increasing tendency for underused gardens to be converted for parking space and this has allowed some redevelopment of parking courts and the back-of-block allotments. There has also been the development of new amenities including a church and community facilities.

