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Bushfield Campus
Technical Document to
Accompany the Concept
Masterplan

Church Commissioners for England, L&G and Gisborne

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Contents

1.0	Introduction	1
2.0	Local Planning Policy Framework	2
	Adopted Local Plan	2
	Emerging Local Plan	2
3.0	Meeting the Overarching Objectives of the Adopted and Emerging Local Plans	3
4.0	Deliverability and Proposed Mix of Uses	5
	Market Conditions	5
	Economic Benefits to Winchester	7
5.0	Phasing and Implementation	8
	Proposed Scheme Phasing	8
	Planning Application Approach	8
6.0	Estate Management & Stewardship	11
7.0	Summary	12

1.0 Introduction

- 1.1 This document has been produced to accompany the Concept Masterplan document for Bushfield Camp, which has been prepared by the Church Commissioners for England (CCE), Legal & General (L&G) and Gisborne Investment Group team. It supports the visual document by providing an overview of the local planning policy framework and sets the high level strategic approach in relation to the deliverability of the site and the mix of proposed uses.
- 1.2 Bushfield Camp is in a sensitive location, forming part of the Winchester – Compton Street Local Gap and the South Downs National Park which lies to the south east. The River Itchen is also east of the site and is designated for its biodiversity interest. Given these sensitivities, the Emerging Local Plan for Winchester (Regulation 18) sets out at Part (i) of Policy W5 that any development proposals for the site should be preceded by, and consistent with, a comprehensive and evidence based site wide Masterplan. It continues that this Masterplan should demonstrate how high quality design will be delivered for the whole site which has involved and engaged with stakeholders and interested parties before it is agreed by the local planning authority.
- 1.3 The Concept Masterplan proposals seek to create an exciting employment led mixed-use quarter for Winchester, comprising a number of uses, including offices and R&D space, academic and associated uses and complementary or ancillary uses such as a hotel, sports and leisure facilities, local shops, cafes/restaurants etc. In addition, the Concept Masterplan will provide a range of new public spaces/open space for people to enjoy.

2.0 **Local Planning Policy Framework**

Adopted Local Plan

2.1 The relevant adopted Development Plan comprises:

- Winchester District Local Plan Part 1 – Joint Strategy (LPP1) (March 2013); and
- Winchester District Local Plan Part 2 – Development Management & Site Allocations (LPP2) (April 2017).

Policy WT3 – Bushfield Camp Employment Site

2.2 The Bushfield Camp site is allocated in the current adopted Local Plan (LPP1) under Policy WT3. Within the Inspector’s report on the examination into the Winchester District Local Plan Part 1, in reference to the site allocation, the Inspector stated: *“given that the Council fully endorses the need to broaden and diversify the economy of the city, as referred to in the plan, this site represents the most sustainable, realistic and deliverable option for new employment land provision at present”* (paragraph 38).

2.3 The Inspector states that Policy WT3 would provide *“an opportunity for a new HQ building for a major company and/or a business cluster of sufficient size to be sustainable, once established”* (paragraph 39) and that *“the proposals (for the site) would make a significant contribution to implementing the plan’s overall objectives through positively and proactively encouraging sustainable economic growth by identifying a strategic scale site to meet local needs over the plan period”* (paragraph 42).

The preamble to Policy WT3 states that a positive planning solution is needed for the site, which contributes to the spatial development strategy for Winchester and the importance of its setting. The policy confirms that any proposals must resolve the long term future of the site by securing sustainable development and delivering a high quality, accessible scheme which meets a number of criteria. These are listed in the policy.

Emerging Local Plan

2.4 In 2022, the Council published its draft Local Plan for consultation under Regulation 18. This emerging Local Plan has a greater focus on sustainability in light of Winchester City Council having declared a climate emergency. The emphasis is on sustainable transport, use of brownfield sites and designing buildings and uses to make appropriate use of a site’s orientation, passive solar gain/shading and reducing impact on the environment, with an aim to be a carbon neutral district by 2030.

2.5 The draft Local Plan includes a revised proposed policy for Bushfield Camp (W5), retaining the allocation, but updating and amending it as considered appropriate.

Draft Policy W5 – Bushfield Camp

The emerging policy confirms that the site is allocated for a mixed use high quality flexible business and employment space, an innovation/education hub and creative industries. In common with adopted policy, the draft policy sets out a number of key criteria which set the parameters for any future development of the site.

3.0 Meeting the Overarching Objectives of the Adopted and Emerging Local Plans

3.1 The Concept Masterplan's design strategies for Bushfield seek to celebrate Winchester and its location adjacent to the South Downs National Park. The vision for the site has been informed by the overarching objectives of the adopted and emerging Local Plan.

3.2 The proposals will be employment led with a varied range of employment, research and academic spaces which will be provided to meet the needs of the local economy and emerging business sectors. The Concept masterplan will allow the creation of buildings and complementary uses that create an environment for collaboration and new opportunities. It will create a resilient and circular economy for Winchester to spread prosperity and opportunity across the city.

3.3 When considering this policy framework, the Concept Masterplan has been developed in line with a number of key design principles and concepts:

- Restorative public offer. Existing open spaces (currently in private ownership) in the north of the site will be retained and protected and new nature rich publicly accessible spaces created.
- Delivering social value. To address the disadvantaged and excluded people and communities we have adopted accessibility as principle which informs the design. The site will continue be a much loved local asset and will be made accessible to local communities. There will be scope for opportunities for on-site education activities which can be developed in collaboration with local colleges and schools.
- Being well connected. Design seeks to maximise connectivity between Winchester and the communities that surround the site, including Badger Farm, Olivers Battery, St Cross and Compton.
- Celebrating views and the landscape setting. The Concept Masterplan seeks to sensitively integrate the development into its landscape context.
- Sustainability. The Bushfield sustainability framework identifies ten areas for change that, when combined, will have positive social, environmental and economic impacts. These areas address the climate emergency declared by Winchester City Council in 2019.
- Sustainable movement. New walking and cycling routes and improved connections to public transport along with a Mobility Hub.
- Knowledge quarter. Create places for social interaction to specifically encourage the spread of ideas and innovative thinking in learning and business.
- Enhancing biodiversity. The Concept Masterplan and associated management will deliver both a net gain in biodiversity within the site and strengthen existing ecological networks and linkages to surrounding areas.

3.4 The Concept Masterplan has been informed by the notion of 'public life' and how members of the public will move through the site. To promote social activities, the public realm has been designed to intentionally welcome people and encourage them to linger rather than

pass through. A broad spectrum of activities has been considered, which have been combined to make attractive and communal spaces that people enjoy using.

- 3.5 The proposed public realm seeks to supplement the public realm of the city, providing a clear hierarchy of spaces and creating meeting places, streets and spaces which are a continuation of the existing natural landscape to maximise ecology and enhance the connectivity between users and the natural landscape.
- 3.6 A network of public spaces is proposed, divided into character areas with different purposes and to serve different types of visitors/users of the site. These public spaces have informed the layout of the site. They will be typically multifunctional and activated by a variety of ground floor uses in the buildings surrounding them.
- 3.7 As set out above, one of the key masterplan design principles is enhancing biodiversity on site. The site will make a significant investment in green infrastructure and to improve biodiversity and landscape outcomes, the development will:
- Conserve and enhance local ecology and respond to Winchester City Council's Biodiversity Action Plan;
 - Maintain and restore existing priority habitat of chalk grassland and broadleaved woodland;
 - Enhance the condition where possible of existing habitats on site;
 - Deliver over 10% biodiversity net gain;
 - Create new chalk grassland and broadleaved woodland as compensation for the habitat lost in the development footprint; and
 - Secure a long-term management plan for both habitats and protected species on site.
- 3.8 The Concept Masterplan acts as an exemplar for sustainable development. There will be a renewable energy grid, highly energy-efficient buildings, and a variety of green spaces rich in biodiversity. It demonstrates a regenerative design approach, adopting life-centred approaches seeking solutions for building sustainably in nature, identifying materials, character and typologies that contribute to the unique identity of Winchester and utilise modern methods of construction with locally sourced materials, where feasible.

4.0 **Deliverability and Proposed Mix of Uses**

4.1 The vision for the scheme is to provide an urban campus type development, a concept which is relatively new and has not been undertaken anywhere else in the city or the wider area. It therefore presents an opportunity for the Bushfield Camp site to be at the forefront of current thinking, providing an exemplar employment-led mixed-use development with the potential for significant growth and investment. The Concept Masterplan will provide a framework for development, allowing for flexibility as these campus developments evolve in the future.

Market Conditions

Urban Campus Development/Innovation Clusters

4.2 In recent years, UK universities and academic institutions have recognised the importance of urban campus developments and innovation clusters in promoting their growth and enhancing their performance. This is also true of high tech industry and global research institutions. Within the context of the growing demand for income diversification, adapting to rapid technological advancements and increasing competition, it has become crucial for these academic institutions to foster innovation and collaboration between academia, industry, and government, to stay competitive and relevant in the fast-changing landscape. This is even more crucial to maintain the UK's place as a leading player in global educational and academic markets.

4.3 An urban campus development involves the creation of a campus in an urban setting that integrates with the surrounding community, offering access to a wide range of amenities and services, including transport, entertainment and ancillary retail development. It provides students, staff, and researchers with a unique and vibrant learning environment that promotes innovation, collaboration, and creativity. By investing in urban campus developments, these institutions can attract and retain top talent, enhance student experience, and build strong partnerships with industry, government, and local communities.

4.4 Innovation clusters, on the other hand, refer to the concentration of innovative firms, entrepreneurs, and support services in a particular location. They offer a platform to connect with industry and create a dynamic and collaborative ecosystem that promotes innovation and entrepreneurship. By leveraging the resources and expertise of innovation clusters, these institutions can enhance their research and development capabilities, generate new ideas and solutions, and commercialize their research outputs.

4.5 One of the significant benefits of urban campus developments and innovation clusters is the potential for knowledge exchange and collaboration between academia, industry, and government. By creating a vibrant ecosystem that connects these stakeholders, it can facilitate the transfer of knowledge and skills, encourage innovation and entrepreneurship, and foster economic growth and development.

4.6 Legal & General ('L&G') has been at the forefront of urban campus and innovation cluster development and have numerous examples of schemes where they have partnered with a range of leading institutions.

- 4.7 One example of this includes their partnership with Newcastle City Council and Newcastle University to develop the £200m Newcastle Helix project, a 24-acre urban campus that combines science, business, and living facilities. The project aims to create a hub for innovation and collaboration, bringing together researchers, entrepreneurs, and investors to develop new solutions and technologies. Without L&G's investment, the scheme may well have settled into becoming just an annexed University Campus. The impact of a focussed approach to delivering the right type of mixed use investment, at pace, has been hugely significant for the Helix Project in ensuring the vast success of this place based investment and has put it on the international innovation district map.
- 4.8 It is therefore crucial for the private sector to invest in campus developments and innovation clusters by partnering with universities, local authorities and others. Furthermore, these investments can provide long-term financial returns for investors, while also delivering social and environmental benefits to local communities.
- 4.9 L&G can leverage their resources, expertise, and networks to create a vibrant and sustainable community at the Bushfield Camp site that promotes economic growth, innovation, and collaboration. The Concept Masterplan for the site provides an opportunity for collaboration with the further or higher education establishments within the Borough and beyond.

Employment-led Mixed Use Development

- 4.10 The UK market conditions for employment led development schemes has recently entered a new and dynamic phase led by the life science, media, digital operations and academic sectors. The nature, design and contexts emerging are predicated by next generation lifestyle choices dictating a much more sophisticated blend of uses in the live/work schemes currently leading the national development pipeline. Leading UK and global corporates seek sites with development canvasses which can fulfil state of the art office concepts, supported by integrated homes, wellbeing and leisure facilities coupled with amenity in demonstrably sustainable environments. From a previously deflated and unpredictable set of conditions the post pandemic demand has triggered the emergence of high demand for Environment Social and Governance (ESG) led schemes with high lifestyle and amenity values in decentralised UK locations. Winchester is consistently named as one of the UK's leading lifestyle locations and hence the viability and timing of Bushfield's potential is now resurgent.
- 4.11 As a consequence, L&G and Gisborne as joint developers have identified Bushfield as a highly attractive development proposition ideally suited to meeting demand if a suitably broad allocation of uses can be obtained. This is essential to facilitating a making of place, with exemplar ESG principles, collaboratively curating a new quarter for Winchester by the employment of market leading ethical and social practices, state of the art design governed by long term investment ownership modelling and full use of significant L&G capital resources.
- 4.12 In light of the above, market research and conditions indicate Life Sciences, Academia, Media, knowledge led R&D, Innovation and Digital Services are all potential uses for the site coupled with complementary and ancillary uses such as a hotel, leisure, retail and wellbeing facilities.

- 4.13 It is important therefore to recognise that the ability to build a new community quarter via a genuine mix of uses is key to knitting Bushfield into the city's urban environment as a natural extension of the cityscape. There is a critical scale and mix of uses required to ensure that a development of this type is successful. The Concept Masterplan reflects this requirement.
- 4.14 The balance of uses broadens the appeal of the project, associated risk of delivering too much of one type of space, thereby creating internal competition. The higher education facilities and associated uses will form an integral part of building the broader community envisaged within the Concept Masterplan for Bushfield, with supporting amenity and facilities being essential to creating place and establishing a “new quarter” identity. The proposed mix of uses within the Concept Masterplan will spread activity throughout the site from day to night which therefore creates the opportunity for the inclusion of supportive amenity facilities.
- 4.15 Ongoing discussions are taking place regarding the integration of broader academic innovation hubs on the site with local higher education providers.
- 4.16 The imagination, quality and scale of the public realm will be funded by the consent for developing an employment led scheme of scale. L&G is the UK's leading institution in this field with over £38bn of assets under management, an in house development team of over 45 surveyors and a long term ambition to help boost the UK real economy and create transformative place regeneration through inclusive capitalism.
- 4.17 L&G bring with them undoubted financial strength, an ethos of long term investment and development for Bushfield, and together with local partner and specialist Gisborne, the deliverability of the site will be undertaken by achieving a broad umbrella of uses within the outline consent.

Economic Benefits to Winchester

- 4.18 Buro Happold has prepared an Infographic to demonstrate the wider economic benefits that will be delivered as a result of the Bushfield Camp development (attached in **Appendix 1**). In summary this includes:
- £380m total GVA over the construction period.
 - 2,520 on campus Full Time Equivalent (FTE) jobs as well as 1,770 supply chain FTE jobs.
 - Once the development has been completed, £7.2m in business rates per annum.

5.0 **Phasing and Implementation**

Proposed Scheme Phasing

5.1 It is proposed that, subject to planning permission, works on site would start in 2025/26, with construction works underway for approximately 10 years.

5.2 At a high level the current phasing plan reflects the following approach:

- Phase 1, commencing in 2025/26 will relate to the construction of the access road off Badger Farm Road, the arrival hub, and approximately 16,000 sqm (GEA) of employment floorspace and one of the car parks.
- It is also proposed that the creation of publicly accessible open space, such as Drovers Field will be delivered in the early stages of the development (further details on this are contained in Section 6.0 of this note). Accessible routes into the site will also be provided in the early phase, where these can be safely maintained through the construction stages.
- It is recognised that it would be favourable to include ancillary amenity facilities at an early stage if the build process allows. However, until the critical mass/occupier numbers on site rise, this will not be viable for all of these facilities.
- Phase 2 will include the delivery of the central square and hotel/well being facilities as well as academic floorspace and associated uses, workspace, research and development space as well as the second car park.
- Phase 3 will deliver the remaining buildings for research and development and workspace floorspace as well as the central hall and café.

Planning Application Approach

5.3 Outline planning permission will be sought, with all matters reserved apart from access which will be considered in detail at the outline stage. The outline application will be accompanied by a Development Specification document which will set out a more detailed description of the proposed development.

5.4 The outline planning application will also be accompanied by various supporting strategies/documents, including an Environmental Statement.

5.5 As part of the outline planning application, Parameter Plans will be submitted. These plans set out the parameters within which any future detailed development, brought forward as Reserved Matters applications, must work within. Details will be shown on the Parameter Plans:

- 1 Land Use: Parameter Plans will define the location of proposed uses.
- 2 Movement and Access: Parameter Plans will define vehicular, pedestrian and cycle routes for the development.
- 3 Layout and Scale: Parameter Plans will define the extent of areas for built development (plot locations), as well as maximum building heights above ground level.

- 4 Landscape: Parameter Plans will identify the locations of strategic landscape elements. Further details of landscape, including landscaping within each of the Development phases will be provided through the Reserved Matters applications.

Development Specification

- 5.6 The Development Specification document will accompany the outline planning application and will contain Development Principles that define a framework within which future Reserved Matters applications will be developed. The development principles are not intended to fix a specific design outcome at the outline stage, but to set criteria for the detailed design stages ensuring that a high quality development is delivered.
- 5.7 The future Development Specification will set out a series of Development Principles which inform future Reserved Matters applications. Subsequent Reserved Matters applications (i.e. detailed design work) would be required to demonstrate conformity with the approved principles. The Development Principles set a series of criteria for the detailed design stages ensuring that a high quality development is delivered. These principles could include:
- Predominant land uses in specified built development areas;
 - Car parking restrictions e.g. amount, location, temporary ground floor plots;
 - Building heights, massing, layout and orientation;
 - Building Design/Appearance;
 - Open space provision;
 - Ecology and biodiversity (such as a target overall % of biodiversity net gain);
 - Landscape, Visual and Heritage Impact;
 - Movement and Access;
 - Drainage;
 - Lighting.
- 5.8 It is expected that the Council will impose a planning condition that would prevent development from coming forward other than in accordance with the Development Principles and that compliance with those Development Principles will need to be demonstrated in a statement of compliance.
- 5.9 The Development Principles will be taken into account as embedded mitigation by the Environmental Impact Assessment (EIA) process and the Environmental Statement (ES) provided in support of the outline planning application.
- 5.10 This approach was approved by Cambridge City and South Cambridgeshire District Councils in the Welcome Genome Campus application (Ref: S/4329/18/OL, approved in December 2020) and is the approach recommended by the Design South East Design Review Panel.

Development Phase Briefs and Reserved Matters

- 5.11 Following the grant of Outline planning permission, a Design Guide and/or Development Phase Briefs for each Development Phase will be prepared. The Development Principles within the Development Specification document will inform the preparation of these Briefs.
- 5.12 The Briefs will help to define more precise requirements for subsequent Reserved Matters applications, such as the quantum and mix of development proposed for each Development Phase. It is expected that the approach and scope of these documents will be discussed and agreed with the Council during the determination period.
- 5.13 A Statement of Conformity will be submitted to demonstrate that the details proposed within the Development Briefs and Reserved Matters Applications remain in conformity with the ES.

6.0 **Estate Management & Stewardship**

- 6.1 Our proposals for Bushfield seek a long term relationship with Winchester City Council and its communities, putting sustainability, green transport, open space and wellbeing at the core of its ethos. L&G and Gisborne is committed to capturing the site's enormous potential and delivering the long term public accessibility of Drovers Field and the wider site. This will help deliver to Winchester a new open space legacy in excess of 25 hectares. Within the Concept Masterplan there are a further 5 hectares of biodiverse, green public realm accessible to the public.
- 6.2 The Concept Masterplan will create new connected accessible green space in the former camp area and meadows to the east along with securing public accessibility and the long term management of 17 ha of existing green space in Drovers Field. Enhancement of this existing open space will promote biodiversity and habitat creation. This space also offers the opportunity to educate people on the creation and management of ecologically important habitats. The Concept Masterplan seeks to protect and enhance this open space, delivering a long term legacy for Winchester.
- 6.3 Drovers Field will be controlled by the land owner of the development site. The future management of these spaces will be handed to a site management company (or similar body) which will operate these areas of the site once the development is complete, with the land managed for the long-term benefit of the local community. Long term management and maintenance of the land will be secured via the S106 agreement.
- 6.4 Management of the land areas will be reviewed on an annual basis, with all interested parties meeting to review the success of current management prescriptions and to formally agree any revisions to management where required. Such annual reviews should be open to any interested party, but would specifically invite the presence of Winchester City Council, the land owner and any future land management body. Minutes of the meeting will be formally produced to ensure that a record of agreed actions is maintained, ensuring that the success of management prescriptions can be effectively reviewed.
- 6.5 The development team is discussing these matters with local colleges, key stakeholders and wider community to examine a framework for securing the long term management and maintenance of this asset for the benefit of the local community.

7.0 **Summary**

- 7.1 The concept proposals seek to create an exciting employment led mixed-use quarter for Winchester, comprising a number of uses, including R&D space and offices, academic and associated uses and complementary uses or ancillary uses such as a hotel, sports and leisure facilities, local shops, cafes/restaurants etc. as well as providing a range of new public spaces/open space for people to enjoy.
- 7.2 The design strategies for Bushfield seek to celebrate Winchester and its location adjacent to the South Downs National Park. The vision for the site has been informed by the overarching objectives of the adopted and emerging Local Plan.
- 7.3 The Concept Masterplan acts as an exemplar for sustainable development. There will be a renewable energy grid, highly energy-efficient buildings, and a variety of green spaces rich in biodiversity. It demonstrates a regenerative design approach, adopting life-centred approaches seeking solutions for building sustainably in nature, identifying materials, character and typologies that contribute to the unique identity of Winchester and utilise modern methods of construction with locally sourced materials.
- 7.4 The proposals will seek to meet the needs of the local economy and emerging business sectors. The Concept Masterplan will allow the creation of buildings and complementary uses that create an environment for collaboration and new opportunities. It will create a resilient and circular economy for Winchester to spread prosperity and opportunity across the city.

Appendix 1 Bushfield Camp: Economic Benefits to Winchester

The Economic Benefits of Bushfield Campus



GISBORNE
Investment Group

Construction



300

On-site FTE Jobs



210

Supply Chain FTE Jobs



£380m

Total GVA

Operation



2,520

On-campus FTE Jobs



1,770

Supply Chain FTE Jobs



£299m

GVA p.a.

Fiscal & Social



New and enhanced green Space



£7.2m

Business Rates p.a.



New Training Opportunities

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60
years

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