

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	23 April 2019
Title:	Winchester Movements Strategy
Report From:	Director of Economy, Transport and Environment

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1. Recommendations

- 1.1. That the Executive Member for Environment and Transport notes the findings of the recent consultation, outlined in this report, and formally approves the Winchester Movement Strategy.
- 1.2. That the Executive Member for Environment and Transport authorises work on the next stage of scheme planning and development works, subject to securing financial resources to complete the work, including a contribution from Winchester City Council.

2. Executive Summary

- 2.1 On 19 September 2017, the Executive Member for Environment and Transport agreed to develop a new City of Winchester Movement strategy and authorised officers to undertake local engagement. Since then, the County Council, in partnership with the City Council, has developed a robust evidence base and transport modelling tools and undertaken extensive local engagement and consultation on an emerging plan. Having undertaken this work and taken into account the results of technical work and consultation findings, this report seeks to agree a Movement Strategy for the City of Winchester. It also makes clear what resources will be required to begin developing and delivering the proposals within it.

3. Contextual information

- 3.1 A new strategy for the City of Winchester is needed to address the current and future transport challenges facing the City. The past strategy involved implementing almost 2,000 park and ride spaces alongside a package of local improvements at a cost of over £20million. This has helped Winchester City continue to grow, but the park and ride spaces are now nearing operational capacity. City Centre car parks are also near full occupancy at peak times. Traffic levels in the town centre are dominating the streetscape and are the primary cause of the designated Air Quality Management Area

that broadly encompasses the whole one way system. At the same time, there are new pressures or changes likely to impact on the transport infrastructure which need to be planned for. They include:

- moving the leisure centre from River Park to Bar End;
- the Station Quarter Scheme, which includes plans for a large new grade “A” office;
- the City Centre Regeneration proposals;
- the currently adopted Winchester District Local Plan development sites and an emerging Local Plan 2036;
- natural growth in many large existing institutions such as the university;
- the changing role of the High Street; and
- planned Highways England improvement to Junction 9 of the M3.

3.2 The process of developing this new strategy has followed several stages. Initially this involved establishing a clear view of what outcomes were most important. Following local engagement with the community, which elicited more than 2,000 responses, these were refined to 3. They are:

- Reduce city centre traffic;
- Support healthier lifestyle choices; and
- Invest in infrastructure to support sustainable growth.

3.3 At the same time as engaging with the community, an extensive evidence base has been collected to help understand the transport issues and challenges better. Some of this was used to build a local traffic model which simulates traffic conditions and has also allowed technical assessment to be done on possible solutions and options.

3.4 The outputs of this work and further engagement work (including community group workshops) were used to develop an emerging strategy, which was consulted on between November 2018 and January 2019. This consultation received over 800 replies. During the consultation, drop in sessions for organisations that wished to express any views were also held. The results suggest there is a high level of consensus with the outcomes and the strategy approach.

3.5 The strategy itself is relatively short in nature in order that it remains strategic and relatively easy to understand for what is a fairly complex subject. As such it seeks to establish a strategic framework within which much more detailed development work can now follow. However, it is supported by an extensive list of supporting information which serves to back up the strategy. These are publicly available on the Winchester Movement Strategy Website and include:

- The initial engagement findings;
- A summary report of the evidence base;
- A technical modelling report; and

- The results of the consultation findings.

- 3.6 The framework of the strategy is quite simple in design. It reflects the fact that the dominating factor causing peak hour traffic is car based commuting. For this reason, an important priority for the strategy is to increase the number of park and ride spaces and support park and ride use by making park and ride bus services more reliable and faster. Modelling work undertaken suggests a potential demand for new Park and Ride provision could be as high as 3,000 spaces, with roughly one third of this demand coming from the north. In association with some tactical changes to the city centre one-way system, the evidence base and traffic modelling work suggests that vehicle traffic in the City Centre could be reduced by as much as a quarter if all measures in the strategy are delivered. This gives some confidence that the strategy may be effective in achieving the desired outcomes, including improved air quality. However, as with all modelling work it is only a simulation and should not be taken at face value, as significant further detailed work is needed to make such traffic reduction a reality. It is also clear from this work that transport measures alone will not achieve the desired outcomes and that complementary land use planning, and parking management and enforcement are vitally important – as is the delivery of the Highways England improvement planned to Junction 9 of the M3.
- 3.7 The strategy includes an action plan covering the next 3 years in some detail, and beyond this it is indicative. The action plan categorises types of improvement needed and sets out the relative priorities of what is most needed and in what order. There is still much detail to be worked up on the schemes and projects within it. This plan requires resources to take the schemes and projects needed to the next stage of development. It also sets out what complementary work is needed to support it, such as the development of a parking strategy, and lists implications for other strategic plans such as the emerging local plan.
- 3.8 The consultation results highlighted a desire from many local groups to make some changes now and deliver some “quick wins”. The strategy has identified that true transformation will come from delivering a step change in park and ride and a significantly modified public realm around the one-way system, and that this will take time to plan, secure funding for, and deliver. The transformational elements of the strategy are not “quick wins”.
- 3.9 The strategy proposes to combine the resources available to both authorities in a coordinated way to make best use of what is available to the public sector. This will allow the strategy and action plan to include a number of schemes that appear to be deliverable and affordable in the short term, and which would complement broader aims of the strategy and yet have no critical dependencies. The schemes proposed have been largely informed by the comments made by respondents in relation to walking and cycling projects. At this stage they do not include a major investment in public realm enhancements or significant modification to the one way system. This is simply because the technical work undertaken has indicated that such schemes need to be delivered alongside park and ride capacity

enhancements. The key elements of the action plan recommended to be taken forward in the next three years are:

- To scope out and develop a public realm masterplan covering the City Centre;
- To undertake a park and ride study which will focus on identifying locations, costs and deliverability issues;
- To undertake a detailed study of bus priority measures;
- To develop a prioritised cycle plan and some pedestrian and cycle enhancements; and
- To conduct an enhanced integrated planning and parking strategy review.

Each of these elements of the strategy will entail specific actions for implementation, including approval of project appraisals and the initiation of legal processes, many of which will be covered in, or the subject of, future reports.

4. Finance

- 4.1. Very few of the schemes identified in the strategy currently have funding in place. The strategy is intended to help the County and City Councils prioritise local resources and bid for external funding. The current funding horizon is particularly uncertain, as the current Government spending review cycle is due to end soon and another about to start. However, opportunities will arise, and the County and City Council's track record of accessing funding is good, particularly where there are well developed strategies and plans in place. Current options being investigated include EM3 LEP growth deal funding and the recently announced High Street Fund administered by Government.
- 4.2. The first step in this process requires the action plan identified in the strategy to be resourced to allow detailed planning to take place on prioritised schemes and projects. Scheme development work identified in the action plan is currently estimated at costing a total of £500,000 over the next three years. The County Council and City Council will both be seeking to agree funding to undertake this work from 2019-20 via the normal budget setting processes.
- 4.3. Schemes identified in the strategy for delivery in the short term will be added to the existing highways capital programme following the outcome of scheme design and consultation work. The financial implications of scheme delivery will be covered in other reports and project appraisals.
- 4.4. The advancement of this strategy and action plan will be dependent on collaborative working, and as it is in part intended to mitigate future development, it may be possible to secure some improvements when new development schemes come forward using Community Infrastructure Levy funds collected by the City Council, subject to proposals meeting the requirements of the Community Infrastructure Levy Regulations.

5. Consultation and Equalities

- 5.1. No impact on people with protected characteristics has been identified from this decision, but any transport schemes that arise as an outcome from the Strategy would be subject to their own Equalities Impact Assessment.
- 5.2. The detailed results of the initial engagement process and then a further round of consultation are available on the Winchester movement strategy website. Consultation on the emerging strategy resulted in over 800 replies. It revealed a good level of support for nine of the ten measures proposed within the emerging Strategy with over 70% of respondents in agreement that the Strategy should aim to:
 - ensure a more integrated approach to transport/ land-use planning;
 - improve management of deliveries to the City Centre;
 - increase park and ride capacity;
 - implement bus priority measures on key routes into the City Centre;
 - reallocate road space to improve pedestrian/ cyclist provision;
 - introduce measures to help manage traffic demand; and
 - enhance public realm in the City Centre.
- 5.3. Around 60% of respondents were in favour of proposals to negotiate a new partnership with bus operators across the City and enhance strategic road network capacity.
- 5.4. Opinion was divided regarding the potential introduction of a charging zone in Winchester, with 46% agreeing and 41% disagreeing that this should be considered if other options fail to achieve the required reduction in traffic.
- 5.5. Some respondents felt that the final Strategy could go further, with 435 additional options proposed, encompassing improvements to pedestrian and cycling provision, traffic flow, Park and Ride, local bus services and parking.
- 5.6. Around two-thirds of individuals who responded felt that, should the emerging Movement Strategy be adopted, it would have a positive impact on their journeys into / around Winchester and their quality of life. Many respondents highlighted improved air quality, reduced congestion, and improved cycling provision as key drivers of this.
- 5.7. Over half of responding groups/businesses/organisations felt that the Strategy would have a positive impact, compared to 13% who felt that the impact would be negative.
- 5.8. Whilst respondents recognised the potential of the emerging Strategy, feedback suggests further reassurance is needed to enable people to feel confident that the proposals, once implemented, will have the desired impacts and meet Winchester's future travel and transport needs.
- 5.9. The consultation and technical work have informed the final strategy. Together they confirm that there is no overall support for area wide charging proposals. The technical work also indicates that the traffic reduction required, and the associated air quality enhancement, may be achievable without such schemes. It does, however, require car parking supply, location, charging policy, and management to complement the provision of a

step change increase in park and ride provision. In addition, the action plan proposes work on a new Winchester parking strategy.

- 5.10. The consultation results highlighted a desire for more integrated transport and land use planning. The joint development and adoption of the movement strategy is a significant step in bringing about integration. The timing of the strategy just before the City Council begin local plan work means that the strategy outcomes and measures in it will inform and influence the strategy local plan.
- 5.11. The strategy has also been endorsed by Winchester City Council at its Cabinet meeting on 26 March 2019, having previously been through its scrutiny process. This means that the strategy will have an influential role to play in shaping future city projects such as the new local plan, the Central Winchester regeneration scheme, and its air quality action plan for the city centre.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> City of Winchester Movement Strategy	<u>Date</u> 19 September 2017
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
The initial engagement findings	All documents are publicly available on the Winchester movement strategy web site
A summary report of the evidence base	
A technical modelling report	
The Emerging Transport Strategy	
The results of the consultation findings	
The Revised Transport Strategy	

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

No impact on people with protected characteristics has been identified from this decision, but any transport schemes that arise as an outcome from the Strategy would be subject to their own Equalities Impact Assessment.

2. Impact on Crime and Disorder:

2.1. No Impact.

3. Climate Change:

a) How does what is being proposed impact on our carbon footprint / energy consumption?

No Impact.

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

No Impact.