



<b>Meeting</b>	Cabinet
<b>Date and Time</b>	Monday, 25th March, 2019 at 1.00 pm.
<b>Venue</b>	Walton Suite, Winchester Guildhall

## AGENDA

### PROCEDURAL ITEMS

- 1. Apologies**  
To record the names of apologies given.
- 2. Membership of Cabinet Committees etc.**  
To give consideration to the approval of alternative arrangements for appointments to bodies set up by Cabinet or external bodies, or the making or terminating of such appointments.
- 3. Disclosure of Interests**  
To receive any disclosure of interests from Members and Officers in matters to be discussed.  
*Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests, personal and/or prejudicial interests in accordance with legislation and the Council's Code of Conduct.*
- 4. To note any request from Councillors to make representations on an agenda item under Council Procedure Rule 35**  
*Note: Councillors wishing to speak about a particular agenda item are requested to advise the Democratic Services Officer before the meeting. Councillors will normally be invited by the Chairman to speak during the appropriate item (after the Portfolio Holder's introduction, questions from Cabinet Members and public participation).*
- 5. Minutes of the previous meeting held on 13 February 2019, less exempt minute. (Pages 5 - 16)**



6. **Public Participation**

– to note the names of members of the public wishing to speak on general matters affecting the District or on agenda items (in the case of the latter, representations will normally be received at the time of the agenda item, after the Portfolio Holder's introduction and any questions from Cabinet Members).

7. **Leader and Portfolio Holders' Announcements**

**BUSINESS ITEMS**

8. City of Winchester Movement Strategy (Pages 17 - 74)

**Key Decision** (CAB3140)

9. Procurement of a Market Management Contractor for the Winchester Markets (less exempt appendix) (Pages 75 - 82)

**Key Decision** (CAB3145)

10. West of Waterlooville Forum - Revised Terms of Reference (Pages 83 - 94)

(CAB3150)

11. Minutes of the Cabinet (Leisure Centre) Committee held 11 February 2019, less exempt minute (Pages 95 - 102)

(CAB3155)

12. To note the future items for consideration by Cabinet as shown on the April 2019 Forward Plan. (Pages 103 - 106)

13. EXEMPT BUSINESS:

To consider whether in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

- (i) To pass a resolution that the public be excluded from the meeting during the consideration of the following items of business because it is likely that, if members of the public were present, there would be disclosure to them of 'exempt information' as defined by Section 100 (I) and Schedule 12A to the Local Government Act 1972.

14. Exempt minute of previous meeting held 13 February 2019

15. Guildhall café - future operation (Pages 107 - 120)

**Key Decision** (CAB3148)

16. Procurement of a Market Management Contractor for the Winchester Markets (exempt appendix) (Pages 121 - 124)  
**Key Decision** (CAB3145 - APDX A (EXEMPT))
17. Land Transaction  
**Key Decision** (CAB3121)
18. Exempt minute extract from Council held 28 February 2019  
(CAB3156)
19. Land Transaction (Pages 125 - 136)  
**Key Decision** (CAB3152)
20. Exempt Minute of the Cabinet (Leisure Centre) Committee held 11 February 2019 (Pages 137 - 138)  
(CAB3155)

L Hall  
Head of Legal Services (Interim)

Members of the public are able to easily access all of the papers for this meeting by opening the QR Code reader on your phone or tablet. Hold your device over the QR Code below so that it's clearly visible within your screen and you will be redirected to the agenda pack.



15 March 2019

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*\*With the exception of exempt items, Agenda, reports and previous minutes are available on the Council's Website [www.winchester.gov.uk](http://www.winchester.gov.uk)*

## **CABINET – Membership 2018/19**

Chairman: Horrill (The Leader with Portfolio for Housing)

Vice Chairman: Humby (Portfolio Holder for Business Partnerships)

Ashton	-	Portfolio Holder for Finance
Brook	-	Portfolio Holder for Built Environment
Godfrey	-	Portfolio Holder for Professional Services
Griffiths	-	Portfolio Holder for Health & Wellbeing
Miller	-	Portfolio Holder for Estates
Warwick	-	Portfolio Holder for Environment

**Quorum** = 3 Members

### **Corporate Priorities:**

As Cabinet is responsible for most operational decisions of the Council, its work embraces virtually all elements of the Council Strategy and [Portfolio Plans](#).

### **Public Participation**

Public Participation is at the Chairman's discretion. If your question relates to an item on the agenda, you will normally be asked to speak at the time of the relevant item. Representations will be limited to a maximum of 3 minutes, subject to a maximum 15 minutes set aside for all questions and answers. If several people wish to speak on the same subject, the Chairman may ask for one person to speak on everyone's behalf. As time is limited, a "first come first served" basis will be operated.

To reserve your place to speak, you are asked to arrive no later than 10 minutes before the start of the meeting to register your intention to speak. Please contact the Democratic Services Officer in advance for further details.

### **Disabled Access:**

Disabled access is normally available, but please phone Democratic Services on 01962 848 264 or email [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) to ensure that the necessary arrangements are in place.

### **Terms Of Reference**

Included within the Council's Constitution (Part 3, Section 2) which is available [here](#)

## CABINET

Wednesday, 13 February 2019

Attendance:

Councillor Horrill (Chairman)	– The Leader with Portfolio for Housing
Councillor Humby (Vice-Chairman)	– Portfolio Holder for Business Partnerships
Councillor Ashton	– Portfolio Holder for Finance
Councillor Brook	– Portfolio Holder for Built Environment
Councillor Godfrey	– Portfolio Holder for Professional Services
Councillor Miller	– Portfolio Holder for Estates
Councillor Warwick	– Portfolio Holder for Environment

Others in attendance who addressed the meeting:

Councillors Porter, Thompson and Weir

Others in attendance who did not address the meeting:

Councillor McLean

Apologies for Absence:

Councillors Griffiths

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### 1. MEMBERSHIP OF CABINET COMMITTEES ETC.

The Chairman announced the establishment of new Informal Policy Group (IPG) to advise the Portfolio Holder for Estates with respect to market contract procurement, with membership as set out below.

In addition, the membership of the River Park Area IPG which had been established at the previous Cabinet meeting on 31 October 2018 (Report CAB3093 refers) was agreed.

RESOLVED:

That the following appointments to Informal Policy Groups be agreed for the remainder of the 2018/19 Municipal Year:

- a) River Park Area IPG – Councillors Burns (Chairman), Hiscock, Lumby, McLean and Rutter;
- b) Market Contract Procurement IPG – Councillors Miller (Chairman), Ashton, Berry, Clear and Izard.

2. **MINUTES OF THE PREVIOUS MEETING HELD ON 23 JANUARY 2019**

RESOLVED:

That the minutes of the previous meeting held on 23 January 2019 be approved and adopted.

3. **PUBLIC PARTICIPATION**

There were no questions asked or statements made.

4. **LEADER AND PORTFOLIO HOLDERS' ANNOUNCEMENTS**

The Leader announced the proposal for £50,000 to be granted to the Winchester Hospice fund raising appeal. This was be an addition to the Capital Investment Strategy (report CAB3134 below) and had been discussed previously with Councillor Thompson as leader of the opposition group. A Portfolio Holder Decision Notice would follow to authorise the expenditure.

Councillor Humby reported on the success of the recent Winovation grant awards which had granted awards to various groups (including Wickham Community Association, Winnall Rock School and the Natural Death Centre).

5. **GENERAL FUND BUDGET 2019/20**  
(CAB3132)

Councillor Ashton gave a presentation on the overall Council budget and finances for 2019/20. His presentation referred to the above report, together with:

- General Fund (CAB 3132)
- Medium Term Financial Strategy (CAB3131);
- Capital Investment Strategy (CAB3134); and
- Treasury Management Strategy Statement (CAB3133).

It also included some consideration as of the Housing Revenue Account (HRA) Budget (Report CAB3111(HSG) refers).

The presentation was available on the Council's website from the following page: <https://democracy.winchester.gov.uk/ieListDocuments.aspx?CId=136&MId=176&Ver=4>

In summary, Councillor Ashton highlighted the following elements of the proposals.

- recommendation to freeze the Council Tax levels for 2019/20 (noting that other precepting authorities were recommending increases of differing levels);
- Maintaining and improving Council services and infrastructure to meet its strategic aims;
- taking an entrepreneurial approach to increasing income streams;

- concentrating on improving effectiveness and efficiency of Council services;
- Mitigating the impact of Government grants which were set to reduce to zero or negative;
- Proposed new policies regarding Council Tax on vacant dwellings and for care leavers;
- Strategic Asset Purchases would be required to produce a “double win” of furthering the Council’s strategic aims and a financial return;
- The Council’s accounts had been delivered on time against shorter timescales;
- The Council had a healthy level of reserves and a low level of liabilities compared to assets.
- The contents of the reports had been considered by The Overview and Scrutiny Committee at its meetings on 28 January and 4 February 2019 which had not made at recommendations to be considered by Cabinet.

At the invitation of the Chairman, Councillors Weir and Thompson addressed Cabinet as summarised below.

As Chairman of the Winchester Town Forum, Councillor Weir drew attention to comments that had been made about the Forum’s decision to increase the precept on the Town Account by 3% for 2019/20 and she offered Cabinet Members the opportunity to ask any questions they might have regarding the Forum decision.

Cabinet Members had no questions to ask at this point and the Chairman requested that they contact Councillor Weir directly should any be forthcoming.

Councillor Thompson raised the following points, in summary:

- expressed concern that the budget proposals did not include any detailed plan to reduce the predicted funding gap;
- The Medium Term Financial Strategy included reference to high level options to meet the challenge but did not specify that the options were. If there were difficult choices to be made it was important that all Councillors were made aware;
- Support additional policies regarding empty homes but this would not achieve significant increases in income;
- Where were the ambitions regarding improving the environment or reducing carbon footprint?
- Believed it was unacceptable to include the proposed funding for the new leisure centre as one line within the budget report without further justification or explanation;
- Concern about the impact of proposed funding for the leisure centre on other budgets;
- In response to a request that the Liberal Democrat group offer alternative suggestions for the budget, she emphasised that this was the role of the administration.

Councillor Ashton responded to Cabinet Members’ questions on his presentation and the contents of the four finance reports listed above. In addition, the

Strategic Director: Services (Interim) advised that the proposal to remove the one month exemption for empty dwellings would have a minor impact on the Housing Revenue Account but it would be minimised by the Council's good record on void turnaround (the void average was 15 days). The Strategic Director: Resources confirmed that the Council compared favourably to others on financial resilience.

Cabinet thanked the Finance Team and other Council Officers involved in preparation and administration of the Council's finances.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

**RECOMMENDED:**

**1. THAT THE LEVEL OF GENERAL FUND BUDGET FOR 2019/20, UPDATED FORECAST FOR 2018/19 AND THE SUMMARY AS SHOWN IN APPENDIX A OF THE REPORT BE AGREED.**

**2. THAT THE POLICY AS PREVIOUSLY AGREED BY THE COUNCIL ON 14 JULY 1999 (MIN 186 REFERS) BE CONFIRMED TO TREAT ALL EXPENSES OF THE COUNCIL AS GENERAL EXPENSES OTHER THAN THOSE SPECIFICALLY IDENTIFIED AND ITEMISED IN THE WINCHESTER TOWN ACCOUNT. IN CONSEQUENCE OF WHICH THE SUM OF £967,333 BE TREATED AS SPECIAL EXPENSES UNDER SECTION 35 OF THE LOCAL GOVERNMENT FINANCE ACT 1992 IN RESPECT OF THE WINCHESTER TOWN AREA, APPENDIX D.**

**3. THAT THE COUNCIL TAX FOR THE SPECIAL EXPENSES IN THE WINCHESTER TOWN AREA AT BAND D FOR 2019/20 BE INCREASED TO £69.19.**

**4. THAT THE DEFICIT BALANCE ON THE COUNCIL TAX COLLECTION FUND FOR DISTRIBUTION TO THIS COUNCIL, CALCULATED IN JANUARY 2019 OF £1,712, BE APPROVED.**

**5. THAT THE LEVEL OF COUNCIL TAX AT BAND D FOR CITY COUNCIL SERVICES FOR 2019/20 BE HELD AT £138.92.**

**6. THAT THE COUNCIL TAX REQUIREMENTS PER PARISH AREA, LISTED IN APPENDIX E BE NOTED.**

**7. THAT THE IMPLEMENTATION OF A 100% PREMIUM ON COUNCIL TAX FOR ALL PROPERTIES THAT HAVE BEEN VACANT FOR 2 YEARS OR MORE WITH EFFECT FROM 1<sup>ST</sup> APRIL 2019 BE APPROVED.**

**8. THAT THE FUTURE IMPLEMENTATION OF A 200% AND 300% PREMIUM ON COUNCIL TAX FOR ALL PROPERTIES THAT**



**HAVE BEEN VACANT FOR 5 YEARS AND 10 YEARS, OR MORE, WITH EFFECT FROM 1<sup>ST</sup> APRIL 2020 AND 2021, RESPECTIVELY BE APPROVED.**

**9. THAT THE 1 MONTH DISCOUNT FOR ALL COUNCIL TAX PROPERTIES THAT BECOME VACANT (A PROPERTY WHERE NO ONE LIVES WHICH IS SUBSTANTIALLY UNFURNISHED) ON OR AFTER 1<sup>ST</sup> APRIL 2019 BE ABOLISHED.**

**10. THAT THE INTRODUCTION OF A FULL REDUCTION FROM COUNCIL TAX WITH EFFECT FROM 1<sup>ST</sup> APRIL 2019 FOR CARE LEAVERS LIVING ON THEIR OWN UNTIL THE DAY BEFORE THEIR 25<sup>TH</sup> BIRTHDAY BE APPROVED, AS DETAILED BY THIS REPORT.**

**11. THAT THE REMAINING MINOR DETAILS OF THE IMPLEMENTATION OF CHANGES TO COUNCIL TAX LISTED IN POINTS 7. TO 10. ABOVE BE ALLOWED TO BE DETERMINED BY THE HEAD OF REVENUES AND BENEFITS, IN AGREEMENT WITH THE STRATEGIC DIRECTOR (RESOURCES).**

**12. THAT IT BE NOTED THAT FEES AND CHARGES WILL BE INCREASED WITH A TARGET INFLATIONARY INCREASE OF 2.4%. SOME INDIVIDUAL CHARGES MAY INCREASE AT DIFFERENT RATES OR NOT AT ALL (FOR EXAMPLE SOME CHARGES SUCH AS PLANNING FEES ARE SET BY CENTRAL GOVERNMENT).**

**6. HOUSING REVENUE ACCOUNT (HRA) BUDGET 19-20 AND BUSINESS PLAN  
(CAB3111(HSG))**

Cabinet noted that due to an administrative error, the above report had not been notified on the agenda within the statutory deadline. The Chairman agreed to accept the report onto the agenda as a matter requiring urgent consideration to allow the recommendations to be considered prior to Council on 28 February 2019.

The Leader introduced the report and highlighted key elements, including further financial commitment for fire safety provisions and to mitigate the impact of universal credit.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

**RECOMMENDED:**

**1. THAT THE 2019/20 HOUSING REVENUE ACCOUNT BUDGET AND FINAL FORECAST FOR 2018/19 AS DETAILED IN APPENDICES 1 AND 2 TO THE REPORT BE APPROVED.**

2. THAT THE HRA CAPITAL PROGRAMME FOR 2018/19 TO 2028/29, AS SET OUT IN APPENDIX 3 & 4 TO THE REPORT, BE APPROVED.

3. THAT THE PROPOSED FIRE SAFETY PROVISION OF £1M IN 2019/20 IDENTIFIED IN 11.5 BE APPROVED.

4. THAT IN 2019/20, THE HRA CONTINUES TO INCLUDE A PROVISION OF £100K TO MITIGATE AGAINST THE IMPACT OF THE UNIVERSAL CREDIT ROLLOUT THROUGHOUT THE DISTRICT.

5. THAT AUTHORITY BE GIVEN TO INCUR CAPITAL EXPENDITURE IN 2019/20 OF £9.046M FOR THE MAINTENANCE, IMPROVEMENT AND RENEWAL PROGRAMME AS DETAILED IN APPENDIX 3 OF THE REPORT, IN ACCORDANCE WITH FINANCIAL PROCEDURE RULE 6.4 (NOTING THAT WITHIN THIS, FOR ANY SCHEMES IN EXCESS OF £100,000, A FINANCIAL APPRAISAL WILL BE APPROVED IN ACCORDANCE WITH THE SCHEME OF DELEGATIONS), BE APPROVED.

6. THAT AUTHORITY BE GIVEN TO INCUR CAPITAL EXPENDITURE IN 2019/20 OF £22.407M FOR THE NEW BUILD PROGRAMME AS DETAILED IN APPENDIX 4 OF THE REPORT, IN ACCORDANCE WITH FINANCIAL PROCEDURE RULE 6.4 (NOTING THAT WITHIN THIS, FOR ANY SCHEMES IN EXCESS OF £100,000, A FINANCIAL APPRAISAL WILL BE APPROVED IN ACCORDANCE WITH THE SCHEME OF DELEGATIONS), BE APPROVED.

7. THAT THE PROPOSED FUNDING FOR THE HRA CAPITAL PROGRAMME AS DETAILED IN APPENDIX 5, INCLUDING THE ADDITIONAL BORROWING REQUIREMENT, BE APPROVED.

8. THAT THE HRA BUSINESS PLAN OPERATING ACCOUNT EXTRACT, INCLUDING ANNUAL WORKING BALANCES AS DETAILED IN APPENDIX 6, BE APPROVED.

7. **MINUTES OF CABINET (HOUSING) COMMITTEE HELD 30 JANUARY 2019 (CAB3137)**

Cabinet noted that the recommended minute had been considered by Cabinet under consideration of Report CAB3111(HSG) above.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

RESOLVED:

That the minutes of the Cabinet (Housing) Committee held 30 January 2019 be received.

8. **MEDIUM TERM FINANCIAL STRATEGY**  
(CAB3131)

The detail of this report had been considered alongside the General Fund Budget report (CAB3132) as set out above.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

RESOLVED:

That the medium term financial strategy be approved, as set out in the report.

9. **CAPITAL INVESTMENT STRATEGY**  
(CAB3134)

The detail of this report had been considered alongside the General Fund Budget report (CAB3132) as set out above.

Cabinet also noted the Leader's announcement regarding the proposal to award £50,000 towards the Winchester Hospice appeal and this would be subject to a further Portfolio Holder Decision Notice. Cabinet agreed that this additional £50,000 be included in the recommendation to Council.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

**RECOMMENDED:**

**1. THAT THE CAPITAL PROGRAMME AND CAPITAL PROGRAMME FINANCING (APPENDICES A AND B TO THE REPORT) BE APPROVED, SUBJECT TO THE ADDITION OF £50,000 TO WINCHESTER HOSPICE.**

**2. THAT THE MINIMUM REVENUE PROVISION (MRP) POLICY STATEMENT (APPENDIX E) BE APPROVED.**

**3. THAT IT BE NOTED THAT THE COUNCIL IS LIKELY TO NEED TO INCREASE ITS EXTERNAL BORROWING IN 2019/20 SUBJECT TO DELIVERY OF THE PROPOSED CAPITAL PROGRAMME.**

**4. THAT THE PRUDENTIAL INDICATORS DETAILED IN THE REPORT AND ITS APPENDICES BE APPROVED.**

RESOLVED:

5. That under Financial Procedure Rule 6.4 expenditure for the following budget items be approved:

- a) the IMT equipment and software expenditure (£240,000 in 2019/20) as detailed in paragraph 11.8.6;
- b) expenditure of £500,000 for the refurbishment of the West Wing as detailed in 11.2.3; and
- c) expenditure of £50,000 for preliminary works in respect of the development of small business units at the Goods Shed, Barfield Close as detailed in 11.2.4.

6. That the requirement to ensure Members have the right knowledge and skills to undertake their governance role as detailed in 11.12 of the report be noted.

10. **TREASURY MANAGEMENT STRATEGY STATEMENT 2019/20**  
(CAB3133)

The detail of this report had been considered alongside the General Fund Budget report (CAB3132) as set out above.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

**RECOMMENDED:**

**1. THAT THE TREASURY MANAGEMENT STRATEGY STATEMENT WHICH INCLUDES THE ANNUAL TREASURY INVESTMENT STRATEGY FOR 2019/20, (AND THE REMAINDER OF 2018/19) IS APPROVED; AND**

**2. THAT AUTHORITY BE DELEGATED TO THE SECTION 151 OFFICER, WHO IN TURN DELEGATES TO HAMPSHIRE COUNTY COUNCIL'S DIRECTOR OF CORPORATE RESOURCES, AS AGREED IN THE SERVICE LEVEL AGREEMENT, TO MANAGE ALL COUNCIL INVESTMENTS (OTHER THAN THE HIGH YIELD PORTFOLIO) AND SHORT TERM BORROWING ACCORDING TO THE TREASURY MANAGEMENT STRATEGY STATEMENT AS APPROPRIATE.**

11. **QUARTER 3 FINANCIAL AND PERFORMANCE MONITORING**  
(CAB3127)

The Chairman stated that the report had been considered by The Overview and Scrutiny Committee at its meeting on 28 January 2019.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

RESOLVED:

That the progress achieved during the third quarter of 2018/19 be noted and the content of the report be endorsed.

12. **GYPSY AND TRAVELLER DEVELOPMENT PLAN DOCUMENT - PROPOSED ADOPTION**  
(CAB3138)

Councillor Brook introduced the report, emphasising that the Development Plan Document (DPD) had been subject to extensive consultation previously. However, in order to progress the DPD to statutory adoption, the Council must accept the Inspector's Main Modifications as contained as Appendix 1 to the report.

At the invitation of the Chairman, Councillor Porter addressed the Committee as summarised below. She did not challenge the DPD but queried whether there was adequate Council capacity available to ensure effective enforcement of the DPD once adopted and also the quality of living accommodation on offer on sites (particularly on sites which were being sub-divided).

Councillor Brook acknowledged the importance of adequate enforcement measures, both in terms of mitigating the impact on local residents and also ensuring the provision of adequate accommodation on sites for those living there. She confirmed that the Council would take action as appropriate.

In response to questions, the Head of Strategic Planning advised that acceptance of the Inspector's recommended Main Modifications were required to ensure the DPD was sound and could proceed to adoption. The key change related to the insertion of a new criteria based policy for the Council to consider additional sites that might come forward in the future.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

**RECOMMENDED:**

**THAT THE WINCHESTER DISTRICT GYPSY, TRAVELLER AND TRAVELLING SHOWPEOPLE DEVELOPMENT PLAN DOCUMENT ('TRAVELLER DPD'), AS SUBMITTED TO THE SECRETARY OF STATE IN MAY 2018 AND MODIFIED IN ACCORDANCE WITH THE INSPECTOR'S RECOMMENDED MAIN MODIFICATIONS (SEE APPENDIX 1 OF REPORT) AND THE ADDITIONAL MODIFICATIONS (SEE DPD AS RECOMMENDED FOR ADOPTION AT APPENDIX 2 OF THE REPORT), BE ADOPTED AND THAT FORMAL NOTICES BE PUBLISHED TO COMPLETE THE PROCESS OF STATUTORY ADOPTION.**

RESOLVED:

That authority be delegated to the Head of Strategic Planning, in consultation with the Portfolio Holder for Built Environment, to undertake minor updating and amendments in order to incorporate the Modifications and consequential changes to the Plan, including to correct errors and format text, without altering the policy intentions of the Plan.

13. **PROPOSED REVISIONS TO COMMUNITY INFRASTRUCTURE LEVY (CIL) REGULATION 123 LIST AND PROPOSED ALLOCATION OF CIL FUNDS (CAB3123)**

Councillor Brook introduced the report and highlighted the recommendation to allocate £1.8m of CIL funding to the new Leisure Centre project (including £0.8m towards the cost of the access roundabout and associated facilities). A full review of CIL would be undertaken alongside the upcoming Local Plan review.

At the invitation of the Chairman, Councillor Porter addressed Cabinet as summarised below:

- Disappointment that the programme for parishes and community groups had not been published;
- Some confusion amongst parish councils about how they could access CIL funding;
- Disappointment that proposals to address flooding in Littleton and The Worthies had not been included;
- Some concern regarding the capacity of the County Council to deliver highway schemes;
- Query regarding whether education was included on the Regulation 123 list and whether provision for children with special needs could be increased.
- Suggested that the Regulation 123 required amending with regard to the Watercress Way item regarding possible extension to Wonston (rather than South Wonston). In general, how could amendments to the Reg 123 be made?

The Corporate Head of Regulatory confirmed that parishes were currently being given the opportunity to bid for a share of CIL funds and further clarification could be provided to parish councils if required. The report proposed a light touch revision of the Reg 123 list as the Government had indicated its intention to replace the list in the near future. He would clarify further with Councillor Porter any amendments required regarding the Watercress Way.

Cabinet agreed that the report's recommendations be amended to include delegation to the Strategic Director: Services (Interim) to make minor amendments to the Reg 123 List.

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

RESOLVED:

1. That, subject to any minor amendments required in relation to matters raised above to be agreed by the Strategic Director: Services (Interim), the revised Regulation 123 List attached at Appendix 1 be agreed and published.

2. That £1.8m of CIL funding be allocated to the Sport and Leisure Park at Bar End given its compliance with several criteria for allocating CIL funding.

14. **MINUTES OF CABINET (LEISURE CENTRE) COMMITTEE HELD 14 JANUARY 2019 (LESS EXEMPT MINUTE)**  
(CAB3135)

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

RESOLVED:

That the minutes of the Cabinet (Leisure Centre) Committee held 14 January 2019 be received.

15. **MINUTES OF CABINET (CENTRAL WINCHESTER REGENERATION) COMMITTEE HELD 22 JANUARY 2019**  
(CAB3136)

Cabinet agreed to the following for the reasons outlined above and set out in the Report.

RESOLVED:

That the minutes of the Cabinet (Central Winchester Regeneration) Committee held 22 January 2019 be received.

16. **TO NOTE THE FUTURE ITEMS FOR CONSIDERATION BY CABINET AS SHOWN ON THE MARCH 2019 FORWARD PLAN.**

RESOLVED:

That the list of future items, as set out in the Forward Plan for March 2019, be noted.

17. **EXEMPT BUSINESS:**

RESOLVED:

1. That in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

2. That the public be excluded from the meeting during the consideration of the following items of business because it is likely that, if members of the public were present, there would be disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

<u>Minute Number</u>	<u>Item</u>	<u>Description of Exempt Information</u>
20	Land Transaction	) Information relating to the financial or business affairs of
19	Exempt minute of the Cabinet (Leisure Centre) Committee	) any particular person (including the authority holding that information). (Para 3 Schedule 12A refers)

18. **LAND TRANSACTION**  
(CAB3121)

Cabinet considered the above report which dealt with a proposed land transaction (detail in exempt minute).

19. **EXEMPT MINUTE OF CABINET (LEISURE CENTRE) COMMITTEE HELD 14 JANUARY 2019**  
(CAB3135 - EXEMPT)

RESOLVED:

That the exempt minute of the previous meeting held 14 January 2019 be received.

The meeting commenced at 4.30 pm and concluded at 6.10 pm

Chairman



REPORT TITLE: CITY OF WINCHESTER MOVEMENT STRATEGY

THE OVERVIEW AND SCRUTINY COMMITTEE – 20 MARCH 2019  
CABINET - 25 MARCH 2019

REPORT OF PORTFOLIO HOLDER FOR ENVIRONMENT: Councillor Jan Warwick

Contact Officer: Simon Finch Tel No: 01962 848271 Email  
sfinch@winchester.gov.uk

WARD(S): CITY WARDS

## PURPOSE

In 2017 the City Council and Hampshire County Council resolved to work together on the development of a joint strategy intended to set out a vision and long term priorities for travel and transport improvements in Winchester over the next 20 to 30 years.

The City of Winchester Movement Strategy is the culmination of over 18 months of development work which has included gathering transport data from a range of sources, computer modelling looking at the way traffic moves in and around the city and public and stakeholder consultations designed to identify future transport priorities as well as an opportunity to comment on the emerging strategy.

The Strategy is a high level document which incorporates a number of schemes centred on delivering three key priorities; reducing city centre traffic, supporting healthier lifestyles and supporting sustainable growth. These underpin the overarching vision of the strategy which is “to support strong and sustainable economic growth for the city of Winchester whilst at the same time enhancing it as a place and community where people can have an excellent quality of life.”

It is recommended that the Strategy should be endorsed and adopted as a key evidence base to support the development of Local Plan 2036, future major projects, future updates of the Air Quality Strategy and Action Plan and the development of the Car Parking Strategy. Detailed work can then begin on developing and implementing the schemes set out in the document whilst acknowledging that some measures can be delivered by the City Council directly, others by Hampshire County Council as the highway/transport authority, and by working jointly together. Strategic road improvements on the M3 will be undertaken by Highways England.

The County Council is due to consider the Strategy in April.

RECOMMENDATIONS:

1. That Cabinet endorse the City of Winchester Movement Strategy and adopt it as a key evidence base to support the development of Local Plan 2036, future major projects, future updates of the Air Quality Strategy and Action Plan and the development of the Car Parking Strategy.
2. That the City Council works collaboratively with Hampshire County Council, as the highway and transport authority, to support the delivery of the 9 measures to be taken forward in the action plan section of the Strategy.
3. That the proposal to allocate £250k from the district Community Infrastructure Levy fund from the general fund to support further detailed development work be approved in addition to the £250k already committed from the general fund approved already as part of the budget setting process.

IMPLICATIONS:1 COUNCIL STRATEGY OUTCOME

- 1.1 The Movement Strategy will help deliver the outcomes of the Council Strategy and in particular; Winchester District will be a premier business location (Work with strategic partners to deliver critical infrastructure projects across the District), improving the quality of the District's environment (improve the environment and reduce harmful emissions through holistic transport planning).

2 FINANCIAL IMPLICATIONS

- 2.1 The City Council has already provided £200k to develop the Strategy with the County Council contributing c£300k.
- 2.2 A sum of £250k (£125k in 19/20 and £125k in 20/21) has been included in the General Fund budget to support further detailed development work to help deliver the measures set out in the Strategy. It is proposed that a further £250k provision be made from the district Community Infrastructure Levy fund to reflect the important role the measures will play in addressing the impact of both current and future development in and around the city (modelling to inform the strategy has taken account of this growth).
- 2.3 This aligns with the Spending Protocol agreed in 2018 (CAB3071) in that implementing the Strategy will help to lever in other funds that would not otherwise be available (needed to match or draw grant funding), offers wider as well as local benefits, and addresses a specific impact of new development beyond that which has been secured through a s106 Obligation or s278 Agreement. In addition, the Strategy will support the delivery of key development sites in the District such those being planned at Station Approach and Centre of Winchester Regeneration. It is therefore considered to be an appropriate use of CIL funds.
- 2.4 As acknowledged in the Strategy, some of the schemes identified are unfunded and will cost millions of pounds to implement. However, having a strategic document agreed by both authorities will enable the City and County councils to pursue regional (Local Economic Partnerships *et al*) and national (Government) funding streams as well as informing investment decisions taken at the local level. For example, the City Council has the option of supporting measures using more of its Community Infrastructure Levy income. There are also measures which are low cost (£0-£100k) and can be undertaken in the short term (0-3 years) so provide the opportunity for some early delivery.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 None directly as a result of the Strategy.

4 WORKFORCE IMPLICATIONS

4.1 None other than officer time as the Strategy moves from the development to the post adoption and implementation phases.

## 5 PROPERTY AND ASSET IMPLICATIONS

5.1 None specific to this report.

## 6 CONSULTATION AND COMMUNICATION

6.1 The Strategy has been informed by extensive engagement and consultation with the public, stakeholders and other interest groups.

6.2 Between October and December 2017 the councils undertook an open consultation on travel and transport constraints within Winchester, and how these might be addressed to improve movement throughout the City. This included three suggested priorities for a Movement Strategy; achieving the right balance between different types of traffic (including pedestrians and cyclists), supporting growth and economic vibrancy, and improving air quality. This consultation attracted over 1300 representations and, following a phone survey of Winchester residents, more than 2000 responses were received from people who live, work or visit the city.

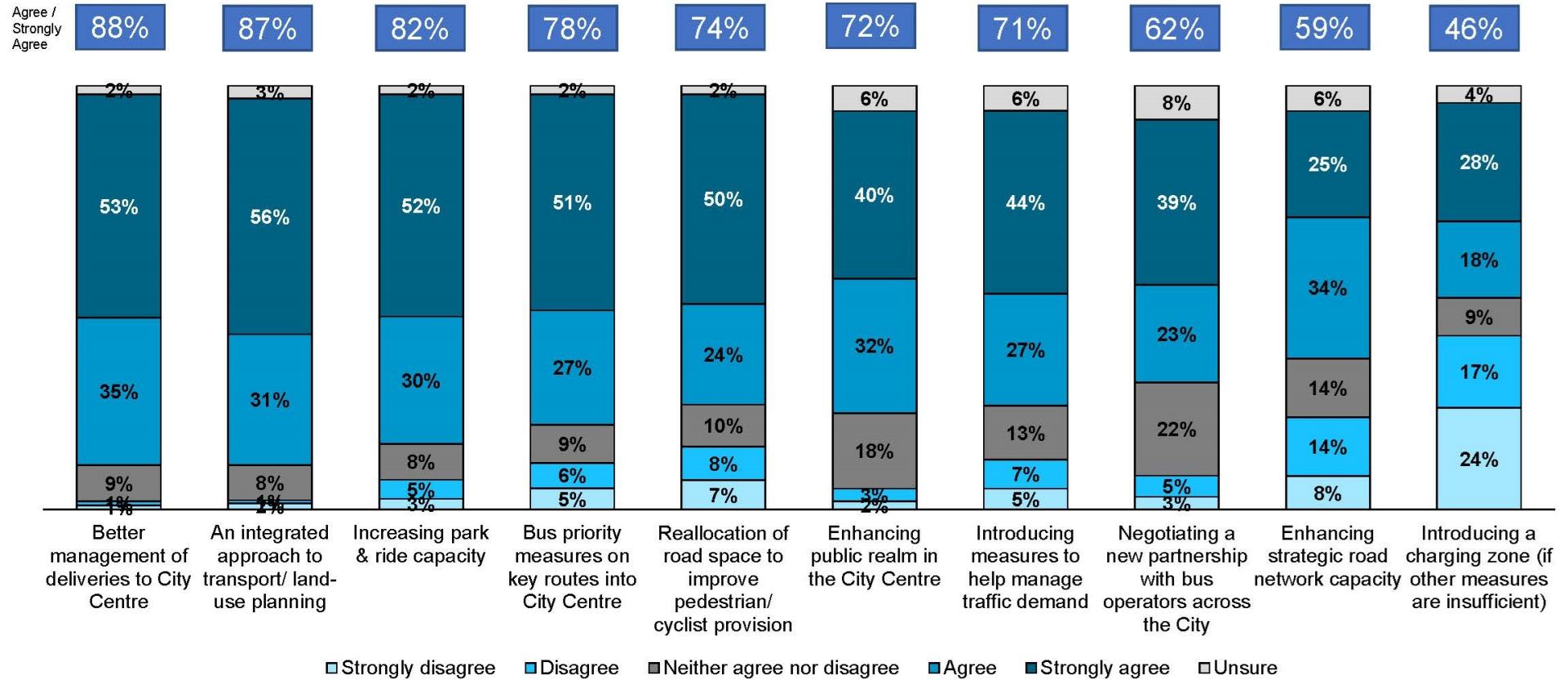
6.3 In addition briefings were held for elected members, including the Town Forum, and workshops were arranged with stakeholders, transport providers, as well as meetings with interest and residents groups.

6.4 Feedback received from the first round of consultation and engagement was used in conjunction with the technical evidence base (transport data and modelling) to develop an emerging Strategy which was published for public consultation between November 2018 and January this year. In light of comments received on the first round of engagement the three priorities were refined to; reduce city centre traffic, support healthier lifestyle choices and invest in infrastructure to support sustainable growth. 10 specific schemes were shown across these 3 priority areas. Drop-in sessions were organised for stakeholders, parish councils and interest groups.

6.5 Over 800 structured responses were received (questionnaires) along with some 42 unstructured replies (emails/letters) from the public as well as a range of businesses/Winchester Business Improvement District and Chamber of Commerce, transport providers, educational establishments, South Downs National Park and parish councils.

**Table 1: Level of Agreement with Proposed Measures**

To what extent do you agree or disagree that the following measures should be implemented? (Base: c764)



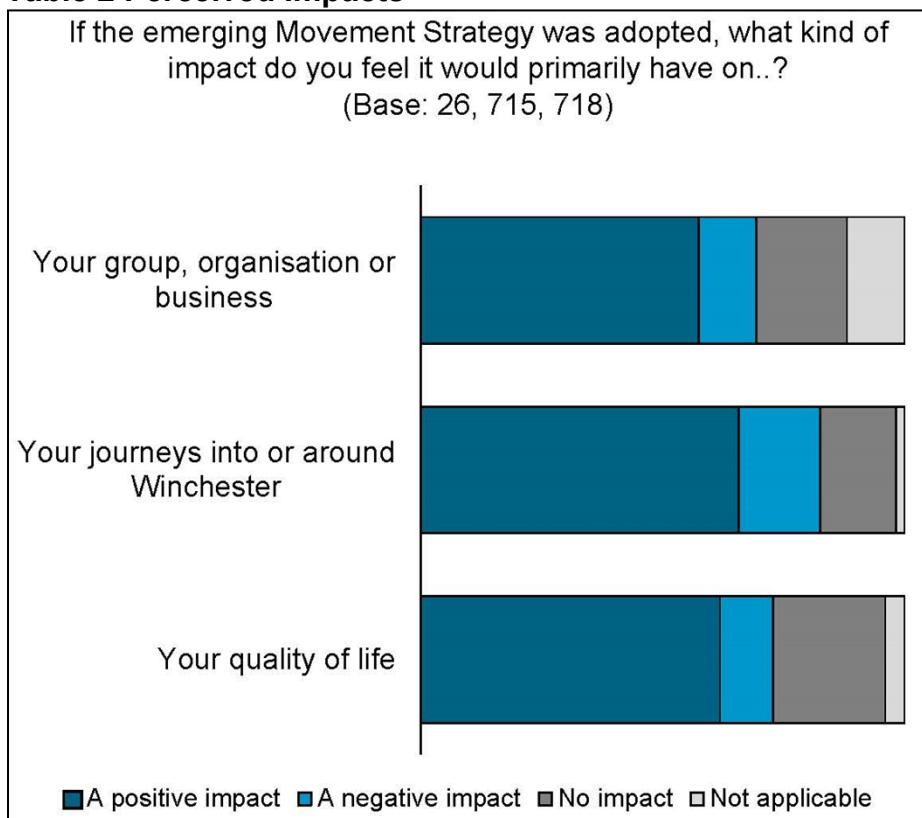
6.6 The responses received showed a good level of support for eight of the ten measures proposed across the three priorities within the emerging Strategy (Table 1 above). Over 70% of respondents were in agreement that the Strategy should aim to:

- 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
- enhance public realm in the city centre

6.7 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.

6.8 However, opinion was more 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.

**Table 2 Perceived Impacts**



6.9 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 (see table 2 above). Many respondents highlighted improved air quality, reduced congestion, and improved cycling provision as key drivers of this.

- 6.10 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.
- 6.11 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.
- 6.12 39% of respondents had confidence that the Strategy will meet Winchester's travel and transport needs. Confidence was limited because people were concerned about a number of factors including items that were not detailed in, or thought to be missing from, the Strategy, existing constraints and doubts about implementation of the measures. This is perhaps understandable as there will always be a wide range of views about what measures should be included within such a document including how they are identified and prioritised. Furthermore, some measures in the action plan will require substantial development work and financial investment to deliver. In order to address these issues an action plan has been incorporated in the final version of the Strategy which sets out more detail for each of the proposed measures in terms of timescales, benefits, costs, risks and deliverability. The City Council is also committing £500k to ensure the detailed development work around the agreed actions can begin. In addition, an expression of interest application has been submitted to the Enterprise M3 Local Economic Partnership in relation to their Local Growth Fund which may provide a possible funding stream for a number of measures in the action plan.
- 6.13 Overall therefore it is considered that the final version of the Strategy has been well informed by both the technical evidence base and responses to the open consultations and engagement events organised. Feedback has been provided by the public (residents, workers and visitors) as well as stakeholders and interest groups and it is encouraging to see that most of the proposed schemes set out under the three priorities are generally well supported. However, it is also evident that there is work to be done to deal with issues around deliverability and the impact measures will have once they have been carried out. This may in part be addressed by both councils committing further resources to support the Strategy post adoption (see Finance section above) and finding some measures that can be implemented quite quickly as well as providing more details about measures in the form of an action plan.

## 7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Impact of the of the city's environment is at the heart of the Strategy which is underpinned by its three key priorities; reduce city centre traffic, support

healthier lifestyle choices and invest in infrastructure to support sustainable growth.

- 7.2 Collectively, these priorities aim to reduce traffic in the centre by improving Winchester's infrastructure which will enable measures to be implemented that enhance the public realm and make it easier and more attractive for people to travel by public transport, bike and on foot. The measures should also help to reduce congestion and traffic emissions by cutting city centre traffic at peak times to the benefit of air quality in the centre of town.

## 8 EQUALITY IMPACT ASSESSEMENT

- 8.1 None specifically for the Strategy but some schemes within the document will need to be assessed as part of the detailed planning and delivery of these projects.

## 9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 None

## 10 RISK MANAGEMENT

<b>Risk</b>	<b>Mitigation</b>	<b>Opportunities</b>
<i>Property None</i>		
<i>Community Support - Lack of public support for the Strategy may result in schemes being opposed at the implementation stage.</i>	The Strategy has been subject to extensive consultation and engagement with the public, stakeholders and interest groups. The responses received to the consultation on the emerging Strategy were generally supportive of most measures (see section 6 above).	Some concern was evident through the feedback received that proposed measures would not be effective in achieving stated aims in the Strategy so delivering some improvements in the short term may help to demonstrate the councils' commitment to the Strategy and benefits arising from the implementation of its actions.
<i>Timescales – Some measures will take time to deliver and will need funding. This could undermine confidence in the deliverability of the Strategy.</i>	The Strategy sets out each measure and includes indicative timescales for delivery and costs (high/medium/low) to help manage expectations.	Delivering some improvements in the short term may help to demonstrate the councils' commitment to the Strategy and benefits arising from the implementation of its actions.



<i>Project capacity – Insufficient staff resources to implement the Strategy.</i>	Both Councils have already allocated resources to take the Strategy forward (see section 2 above). The development work for the next stage of the Strategy can therefore be commissioned. This will supplement in-house resources needed to deliver some of the measures.	
<i>Financial / VfM - Resources will be needed to implement the Strategy and some schemes are high cost and are unlikely to be funded from Council budgets.</i>	The Strategy sets out each measure and includes indicative timescales for delivery and costs (high/medium/low) to help manage expectations. Both councils have already allocated resources to take the Strategy forward (see section 2 above). The Strategy will enable both councils to bid for external funding (regional and national/Government).	
<i>Legal - None for the Strategy</i>		
<i>Innovation - None.</i>		
<i>Reputation – Failure to deliver measures in the Strategy will undermine confidence in the councils’ ability to implement it.</i>	Delivering some improvements in the short term may help to demonstrate the councils’ commitment to the Strategy and benefits arising from the implementation of its actions. Both councils have already allocated resources to take the Strategy forward (see section 2 above).	
<i>Other – None.</i>		

## 11 SUPPORTING INFORMATION:

- 11.1 In 2017 the City and County Councils decided to work collaboratively on developing a high level strategic document which seeks to define and address the transport issues facing the city. Winchester is the county town, with a rich heritage, and remains an attractive place to live, work and visit. It is set to grow significantly over the coming years (4000 homes to be built in the period between 2011 - 2031) along with a series of major developments being planned in and around the city centre as well as a new sport and leisure park at Bar End. However, with over 5 million visitors per year and 20,000 people commuting into the city each day of the working week, which generates 16,000 daily car trips, (7,000 people also travel out of Winchester to work in other locations) the city's transport infrastructure is under strain and this manifests itself in a number of ways, such as traffic congestion during peak times and poor air quality in the city centre which is designated as an air quality management area.
- 11.2 The City of Winchester Movement Strategy is intended to respond to these challenges and sets out an agreed vision and long term priorities for traffic and travel improvements in the town over the next 20 plus years based on three key priorities; reducing city centre traffic, supporting healthier lifestyle choices and investing in infrastructure to support sustainable growth. These are underpinned by 11 actions (schemes) grouped together under these priorities which collectively seek to achieve the overall vision of the strategy which is to "support strong and sustainable growth for the city whilst at the same time enhancing it as a place and community where people can have an excellent quality of life." It is proposed to take forward 9 of the 11 schemes at this point in time.
- 11.3 These schemes have been broadly defined by two categories; enabler/enabling and enabled. The enabler/enabling measures come first and then allow for further measures to follow on (enabled). For example increasing park and ride capacity and bus priority measures will reduce traffic in the centre of town and will mean that it's possible to re-allocate road space to improve provision for cyclists and pedestrians.
- 11.4 The Strategy has been developed collaboratively by both councils working together in order to establish an agreed vision and actions to secure improved movement in and around the city. Some of the measures in the action plan can be delivered by the City Council, others by the County Council as highway/transport authority, and a number of projects will need the authorities to work together to ensure delivery. The wider improvements to the strategic road network will be delivered by Highways England such as works to Junction 9 on the M3.

### **Priority One – Reducing City Centre Traffic**

- 11.5 In relation to delivering priority one (reducing city centre traffic) there are several schemes proposed. These consist of plans to increase park and ride capacity (adding up to 3000 spaces to the existing provision of 1850) which is likely to be a combination of expanding existing sites and developing new facilities including some provision on the northern side of the city. Bus priority measures are included, such as bus gates in locations like Chesil Street and Southgate Street, which will improve journey times and reliability of public transport as well as reducing operating costs and increasing bus use. Bus partnerships can also be used whereby operators improve services because of infrastructure investments made by the councils. Traffic demand management measures compliment these actions to promote bus use and consist of parking strategies which control capacity, charging and location of car parks. These factors influence the behaviour of drivers and softer measures, like travel plans and campaigns to promote modes of transport other than the private car, can also be used to reduce travel by car.
- 11.6 Clearly increasing park and ride capacity by 3000 spaces is ambitious and would be undertaken in phases over a period of years but the strategy recommends beginning development work now. From past experience in Winchester delivering these facilities can take a number of years and involves substantial investment. However the City Council is already developing plans to bolster park and ride provision on the east side of town at the former Vaultex site next to Barfield Close. 200 spaces will also be delivered as part of the Kings Barton housing development. It may be possible to revisit this if further opportunities arise in this location which means that it would make more sense to look at delivering a larger facility on a different site.

### **Priority 2 Supporting Healthier Lifestyle Choices**

- 11.7 Priority two relates to supporting healthier lifestyle choices which consists of actions around reallocation of road space to improve pedestrian and cycle provision. This includes development of a Local Cycling and Walking Infrastructure Plan which would incorporate a list of pedestrian and cyclist improvements for the city. The initial priority would be to address issues in the town centre, followed by routes to the centre. Potential schemes include; contraflow cycle facilities in the city centre to open new direct cycle route options, improving the main crossing points and links into the city currently offering poor levels of service to pedestrians and cyclists. (Sussex Street/Station Hill, City Road/Hyde Street, Ramsey Road/Upper High Street, Jewry Street/High Street). Route enhancements to the city centre could also form part of the plan e.g. enhanced pedestrian corridors from the station to the city centre including reprioritisation of Worthy Lane/Worthy Road in favour of pedestrians. Such measures could be funded from existing revenue/capitol budgets, planning obligation contributions for infrastructure enhancements and bids for external funding.
- 11.8 This priority also included the introduction of some form of charging zone if other measures failed to deliver the intended benefits. However, out of the ten actions set out in the emerging strategy, this was the only one which did

not enjoy support from the majority of those who responded to the consultation (see 6.8 above). It is not proposed to develop this scheme any further in the short to medium term but this will be revisited if the Strategy does not provide the improvements envisaged by delivering the other schemes.

### **Priority Three Invest in Infrastructure to support sustainable growth**

- 11.9 Priority three deals with investment in infrastructure to support sustainable growth. This entails developing a public realm plan for the central area to include redefining parts of the one-way system to remove traffic dominance and reallocation of road space for other users, re-characterising St. George's Street by reducing traffic to one lane and making space available to people and other activities, improving pedestrian priority along Jewry Street, and closing rat runs. This also aligns with the City Council's aspirations for Centre of Regeneration of Winchester relating in particular to enhancing the Broadway as a public space and the relocation of the bus station and stops.
- 11.10 The Strategy also proposes better management of city centre deliveries, which are a long-standing issue, and add to congestion and air quality problems at peak times. This will take several forms; review of loading controls and enforcement operations, ensuring adequate space for loading is provided as part of any works to the public realm and engaging with businesses to review freight management practices.
- 11.11 Another element for delivering priority 3 is enhancement of the strategic road network. In essence this is the improvements to the M3 (Junction 9 and Smart Motorway) which are important in accommodating future Winchester growth and avoiding traffic having to use the city centre. These schemes are funded by Highway's England for delivery by 2023/24.
- 11.12 Finally, the Strategy promotes an integrated approach to transport and land-use planning. The Strategy is timely in that the City Council is working on Local Plan 2036 and this document will form part of its evidence base. It will be used therefore to assist with the development of future housing and employment sites to reduce or minimise travel by car and support sustainable modes of transport including park and ride facilities. Policies which encourage these modes can be included in the Plan. The City Council is also working on a new car parking strategy which again will provide a mechanism to deliver the priorities of the strategy as mentioned above and can also be supported by the new Local Plan.
- 11.13 Overall the package of schemes outlined above has the potential to reduce peak AM traffic in the city centre by about a quarter which will have a number of environmental and other benefits and will provide the opportunity to make changes to improve the public realm as explained above.
- 11.14 There are only two measures consulted on in the emerging strategy which it is proposed not to progress at the present time. This decision is not based solely upon consultation responses, which suggested these actions were not

so well supported as the others, but the evidence base which indicated that these changes would not deliver sufficient transport improvements to justify taking them forward at the present time. As a result it is better to focus resources on those actions which will deliver the greatest improvements. The two schemes in question are the introduction of a charging zone and improvements to the primary road network (including a possible western by-pass). This formed part of enhancing the strategic road network measure in the emerging Strategy.

- 11.15 It is therefore proposed to take forward the work streams on the other 9 measures referred to above. The action plan in the Strategy provides timescales for both development work and implementation phases. The total cost of the development work is estimated to be around £500k and the councils are committed to allocating resources to enable this to proceed over the next 3 years through the usual budget setting processes. The City Council has committed £500k over the next two financial years to support the development work (see section 2 above). This funding will be used to take forward; park and ride, bus priority, bus operator partnerships, traffic demand management, walking and cycling measures, and commercial deliveries in the city centre.
- 11.16 The largest funding requirements in the first phase of work relate to developing park and ride options (£200k), details of bus priority measures (£80k) and proposals for public realm improvements (£100k). From experience it will take some time to develop schemes like park and ride and public realm enhancements and these will require the identification of significant funding streams to implement them (£5m plus for each). However, these will result in significant benefits in terms of reducing town centre traffic, enabling other changes to be made which make Winchester a more attractive place to cycle and walk for example and encouraging inward investment. It is therefore important to fund the development stage of these actions now.
- 11.17 Whilst some of the measures in the action plan will take a number of years to develop and deliver, with funding yet to be identified for implementation, there are other schemes which are already underway or can be developed and implemented using existing funding.
- 11.18 For example, the re-allocation of road space to improve pedestrian and cycle provision identifies a number of improvements in the city centre and routes into the centre. The development phase is estimated to cost only £50k and will involve producing a local cycling, walking and implementation plan. There is some funding available to support implementation of infrastructure improvements in the first 3 years (total costs £500k plus) using planning obligation (s106) contributions received and Community Infrastructure Levy funds. The City Council is also looking at complimentary measures such as providing charging points in its car parks to incentivise the up-take of low emission vehicles.

- 11.19 In addition, some of the softer measures in the document, like developing a new parking strategy for adoption later this year and travel plans, which form part of traffic demand management action, are already underway as is work on the City Council's new Local Plan 2036 which will aim to ensure an integrated approach to transport and land-use planning (adoption by end of 2021).
- 11.20 It is important to make sure that the development work is commenced early in relation to all 9 actions cited above which are to be taken forward to the next stage with delivery of some of these schemes in the first 3 years of the Strategy in order to demonstrate that both councils are committed to it and are able to show some tangible improvements. This should help to increase public confidence in the deliverability of the Strategy, and the benefits that follow, given the response to the last round of consultation (see 6.12 above).
- 11.21 In conclusion therefore it is considered that the Strategy is good example of collaborative working between the two councils which has resulted in a set of agreed transport priorities and actions designed to deliver a long term vision for the town; to support strong and sustainable economic growth for the city of Winchester whilst at the same time enhancing it as a place and community where people can have an excellent quality of life. The Strategy will improve the way people are able move in and around the city which will bring a range of environmental and other benefits. Adoption of the Strategy is the first step and is really only the beginning of the process. The City Council will need to work with the County Council and others to develop the measures identified further and find the funding necessary to deliver the actions set out in the Strategy. Having a clear agreed Strategy in place will enable both authorities to pursue funding opportunities at both the regional and national levels.

## 12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The City Council is not required to produce a Movement Strategy. However, the relationship between transport, land use planning, environmental health, major projects and operational services, like off-street parking including park and ride, means there is significant benefit in working together with Hampshire County Council as the highway and transport authority. Developing with the County Council a joint strategy means there are agreed transport priorities and actions for Winchester over the next 20 plus years and having such a document in place will enable both authorities to pursue funding opportunities which arise at the regional and national levels. This investment will improve how people are able to move in and around the city which will bring wider benefits. This would be far more difficult to achieve without such a strategy.

### BACKGROUND DOCUMENTS:-

CAB3071 - COMMUNITY INFRASTRUCTURE LEVY – OPERATIONAL REVIEW

Other Background Documents:-

Hampshire County Council City of Winchester Movement Strategy:  
<https://www.hants.gov.uk/winchestermovementstrategy>

**APPENDICES:**

Appendix A – City of Winchester Movement Strategy.

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# City of Winchester Movement Strategy



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# Foreword

Hampshire County Council and Winchester City Council are looking to improve how people travel in and around Winchester. We want to see a future where there is reduced car traffic but more activity in the city centre, better air quality and improved travel options when using the bus, walking or cycling.

A new strategy 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 £20 million. This has helped Winchester 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 city 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 development pressures or changes likely to impact the transport infrastructure which need to be planned for.

Following a period of plan development, including initial public consultation<sup>1</sup>, extensive engagement and data collection work, a new Movement Strategy for Winchester has been developed. The Strategy involves reducing traffic levels in the city centre by providing a good quality alternative to having to drive into the centre of Winchester, particularly for travel to work journeys. Key schemes in the Strategy that will allow this to happen include increasing park and ride provision, measures to make bus services more reliable, enhancing the public realm and removing barriers to walking and cycling.

We are very proud to have been able to develop this Strategy with the many passionate groups and individuals who have given up their time to respond to and engage with us on what we think is a bold plan for the future. This may be the end of strategy development for now but it is the beginning of a new process by which we intend to develop the detailed design for schemes in the Strategy and deliver them so that we can transform the way Winchester's transport system works. The action plan in the Strategy sets out how and when we will do this.

The Strategy and action plan will guide our investment decisions and allow us to develop strong bids for future funding opportunities. In order to make sure such opportunities are not missed the Councils will be putting funding into the next stage of design and development work.

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<sup>1</sup> An overview of consultation feedback and data can be viewed at [www.hants.gov.uk/winchestermovementstrategy](http://www.hants.gov.uk/winchestermovementstrategy)

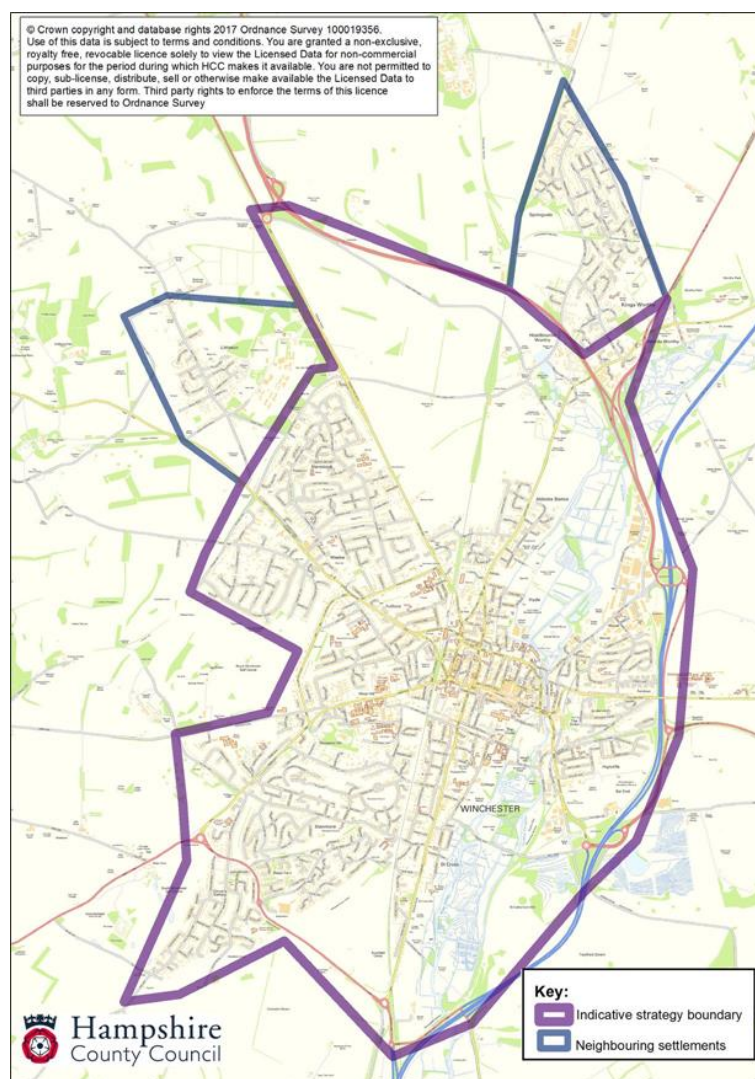
# Section one: Background

## What is the City of Winchester Movement Strategy?

The City of Winchester Movement Strategy has been developed in partnership by Hampshire County Council and Winchester City Council. It is a joint policy document that sets out an agreed vision and long-term priorities for travel and transport improvements in Winchester over the next 20-30 years. It also covers, at a high level, plans for how these priorities might be met, including indicative timescales and costings.

The Movement Strategy is accompanied by an Action Plan that considers what needs to happen in order to deliver the Strategy, in what order and by when. The Action Plan will be monitored on a regular basis.

## Geographical scope of the Strategy



The Winchester Movement Strategy primarily concerns movement throughout the City of Winchester. The main area of focus is highlighted in purple in the map at Fig.1.

*Fig.1 - Geographic scope of the Winchester Movement Strategy.*



## Why does Winchester need a new Movement Strategy?

Previous transport strategies for Winchester have focused on managing the number of vehicles coming into the city centre, whilst ensuring Winchester remains a thriving and pleasant place to live, work and visit. This resulted in measures costing over £20 million to reduce city centre traffic including, for example, constructing 1,861 park and ride spaces on the outskirts of the city.

The park and rides are now busy, as are the city centre car parks. Traffic demand is set to grow and, over time, more people are expected to come to Winchester for a range of purposes. The city centre is dominated by motorised traffic, with peak time congestion on main roads and little room to accommodate additional vehicle traffic. In addition, there are plans for commercial growth in the central area of Winchester, along with a commitment to develop city living accommodation.

Public consultation has highlighted that almost everyone travelling into and around Winchester wants things to improve (Fig.2). As the city evolves, a new strategy is needed which reflects and addresses both current and future needs. This is vital to securing Winchester’s future economic growth and prosperity - and making the city a healthier place to live, work and visit.

Fig.2 - Travel requirements of different groups in Winchester. Source: phase one consultation

Groups	Headlines
Residents	Dissatisfied with status quo – want real change Want better air quality and reduced traffic levels
Students	Want more flexible and affordable alternatives to driving/being driven
Commuters	Not as concerned with congestion and air quality Dissatisfied with peak hour bus capacity and journey times
Shoppers	Those from outside the city cite lack of alternatives to driving in and parking centrally Experience good levels of bus use and walking although limited priority/ pedestrian space
Visitors	No specific concerns raised although likely to support out-of-city centre parking and better interchange
Health care visitors	Want easy journeys that are reliable with minimal waiting time View alternatives to the car as limited, and often seen as impractical if available
Business/ service providers	Experience difficulties with deliveries Different views around space allocation and car parking

## How has the Movement Strategy been developed?

The Winchester Movement Strategy is the result of a broad evidence gathering process that began in 2017.

Almost 3,000 people who live in, work in and visit the city have shared their views about traffic and travel in Winchester through a range of meetings, surveys and workshops as part of two phases of public consultation<sup>2</sup>, which sought to understand:

- experiences of travelling into and around Winchester;
- residents' and stakeholders' views on early ideas and draft proposals;
- residents' and stakeholders' own priorities and ideas for improving movement throughout the city;
- the potential impacts of implementing the proposed Movement Strategy.

Data from both phases of consultation was considered alongside a variety of traffic and travel data (see Fig.3), to provide a robust understanding of how movement works in the city. A micro-simulation model was also created to investigate through-traffic levels and the broad impacts of initial measures. Together, these sources formed the overall evidence base that has been used to develop the Movement Strategy for Winchester.

Fig.3 - Evidence base sources and data

<b>Census 2011, Office for National Statistics</b>	<ul style="list-style-type: none"> <li>• Population</li> <li>• Travel to work - mode share, flows</li> </ul>
<b>School Census 2017, Hampshire County Council</b>	<ul style="list-style-type: none"> <li>• Mode share</li> <li>• Location</li> </ul>
<b>Traffic counts, Hampshire County Council and Department for Transport</b>	<ul style="list-style-type: none"> <li>• Time-series</li> <li>• Peak hours and directional</li> </ul>
<b>TrafficMaster, Department for Transport</b>	<ul style="list-style-type: none"> <li>• Average link journey time</li> <li>• Average link speed</li> </ul>
<b>Parking and park and ride data, Winchester City Council</b>	<ul style="list-style-type: none"> <li>• Indicative parking occupancy</li> <li>• Park &amp; Ride parking ticket sales</li> </ul>
<b>Telephone survey, Hampshire County Council</b>	<ul style="list-style-type: none"> <li>• Residents' views on transport issues, challenges and opportunities</li> </ul>
<b>Real Time Passenger Information System, Hampshire County Council</b>	<ul style="list-style-type: none"> <li>• Bus journey times between stop per journey and average per day</li> </ul>

<sup>2</sup> Information and feedback from both phases of consultation can be viewed in full at [www.hants.gov.uk/winchestermovementstrategy](http://www.hants.gov.uk/winchestermovementstrategy)

Overall, the evidence provided a strong mandate to:

- be bold: ‘don’t just tinker around the edges but seize the opportunity for real change’;
- tackle the causes of traffic congestion and improve movement flows in and around the city;
- address air quality issues, helping to make Winchester a healthier, more pleasant and less polluted environment;
- develop new options that prioritise safe travel for both pedestrians and cyclists;
- facilitate opportunities for people to leave their cars outside of the city centre and travel in by other means;
- enable further growth and cultural and economic development - supported by a strong and well-planned transport infrastructure;
- give people more choice of transport modes.

It also provided a good level of support for nine of the ten measures proposed to achieve these objectives – more detail of which can be found in Section Three.

Most people who shared views on the emerging Movement Strategy recognised its potential to have a positive impact on their journeys into/ around Winchester and their quality of life. Many highlighted improved air quality, reduced congestion, and improved cycling provision as key drivers of this, but wondered if the Strategy could also encompass some short-term actions to supplement the longer term ‘enabled’ measures. As a direct result of these comments, some suggested schemes which are considered to be deliverable and affordable, and which would complement the broader aims of the Strategy are proposed for development and possible delivery in the short term. Details can be found in Section Three.

Some people asked for further reassurance that the proposals, once implemented, will have the desired impacts and meet Winchester’s future travel and transport needs. Section Three sets out the Action Plan for delivering the Strategy. It is detailed for the next three years but indicative for timescales beyond this to allow for further scoping work.



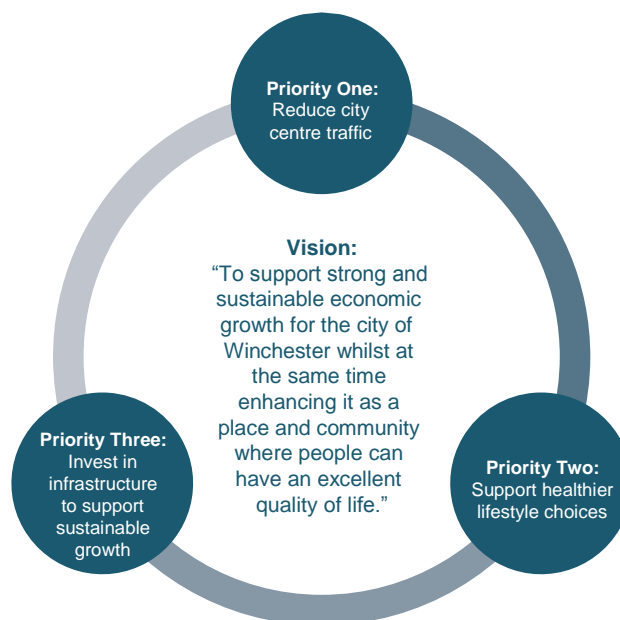
# Section two: Priorities for movement across Winchester

The overarching vision of the Strategy is to support strong and sustainable economic growth for the city of Winchester whilst at the same time enhancing it as a place and community where people can have an excellent quality of life.

This vision is supported by three key strategic priorities for movement across Winchester.

These have been identified from the evidence base, public consultation and stakeholder engagement.

Following initial public consultation, the priorities have changed to reflect what people have told us is important. They are now:



**Priority One - Reduce city centre traffic**, instead of 'achieve the right balance between different types of traffic'. People told us the right balance did not say what that balance should be and that we should be clear it really meant reducing levels of vehicle traffic in the city centre.

**Priority Two - Support healthier lifestyle choices**, instead of a single focus on 'improving air quality'. People told us that air quality was important but not the only health issue and that active travel was also important.

**Priority Three - Invest in infrastructure to support sustainable growth**, instead of 'support growth and economic vibrancy'. People told us that growth in the economy was important but that it needed to be the right type of growth, supported by well-planned infrastructure.

**All three of the priorities are critically related to each other. In most cases the second and third priorities are not deliverable without first achieving Priority One.**

# Priority One: Reduce city centre traffic

## Why is this important?

In the city centre, much of the scant street space is given to vehicle traffic which means that the environment is dominated by traffic and affected by pollution. Visitors, residents, commuters and others who use the city centre have told us that their experiences of travelling around and into the city centre are often poor<sup>3</sup>.

Initial public consultation has shown that almost universally, and regardless of how, why or where people travel from, traffic congestion is a big concern. Traffic survey data indicates that this concern is valid - the city centre road network is congested, and traffic moves slowly at peak times.

Evidence suggests that the only viable option for reducing traffic is to provide feasible and attractive alternatives to driving.

Other options are limited. For example, the city's medieval street layout and historic buildings make it difficult to increase road capacity, and many opportunities to manage traffic flow have already been taken.

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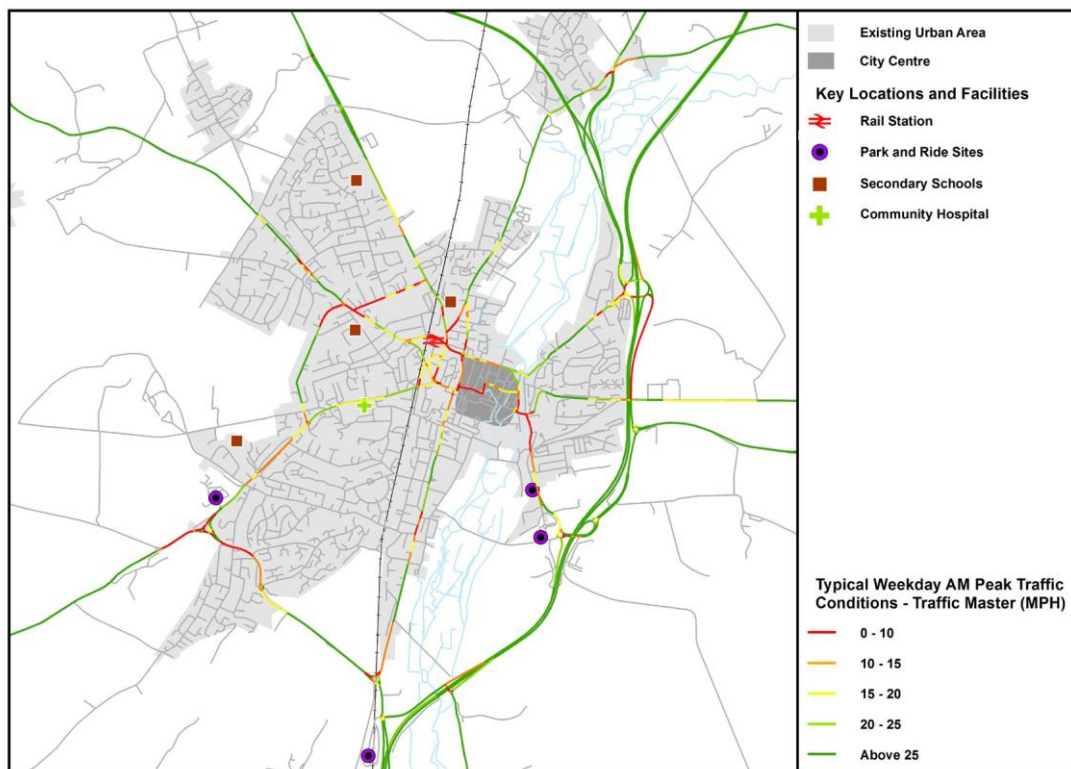
<sup>3</sup> In Phase one consultation, respondents were asked to describe their experiences. 81% did so in negative terms.

## Areas of focus

### High levels of car use for journeys to work

Average speed data is shown in Fig. 4. This map illustrates where congestion and delays occur in Winchester. Typically this is in the city centre, and on roads into Winchester. This reflects feedback from residents<sup>3</sup>, who frequently cited the city centre one-way system, Romsey Road and the mini-roundabout at Stockbridge Road/Chilbolton Avenue/Berewecke Road as locations where they commonly experience delays.

Fig.4 - Typical weekday average speeds AM peak hour (0800-0900). Source: Traffic Master. Collected by the Department for Transport and provided to local authorities.

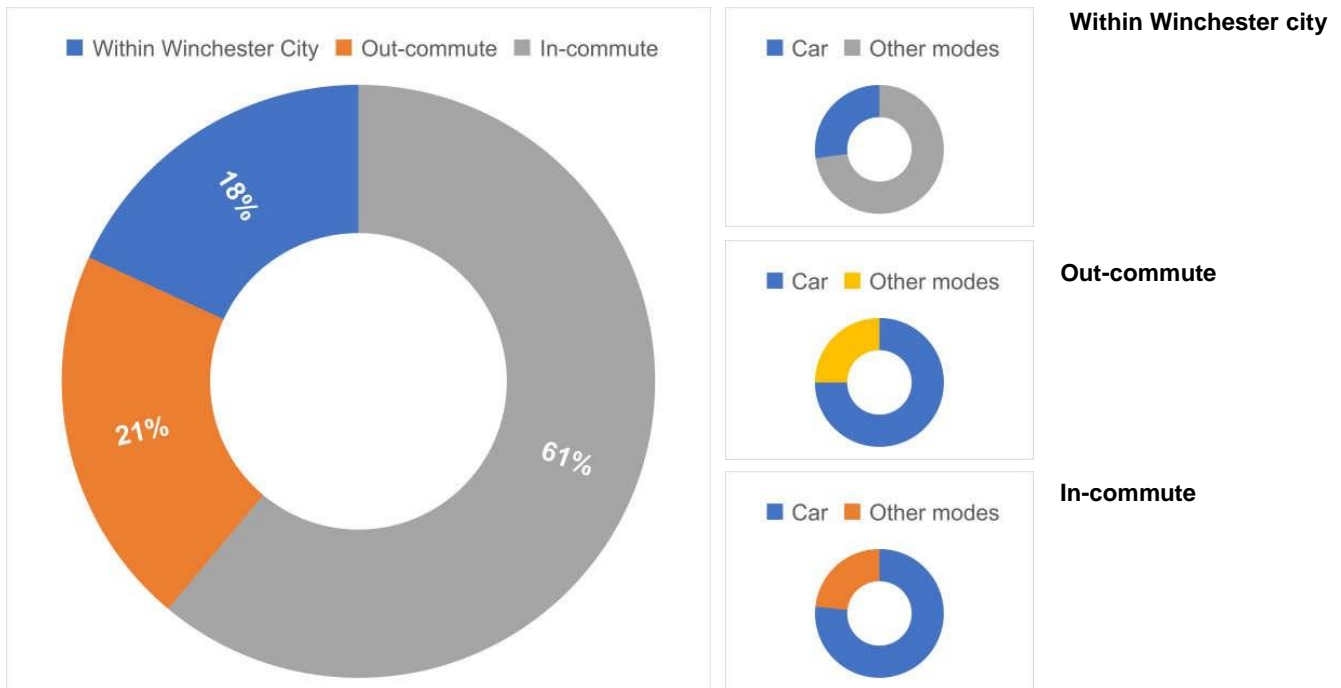


The main cause of congestion is the journey to work. These journeys tend to be in the peak hours and reflect Winchester's role as a regional employment centre.

This is confirmed by travel to work data from the 2011 census (Fig.5) which shows that around two thirds of city centre jobs are taken by people living outside the city and one third by people living in the city. Each day 20,000 people commute into the city of Winchester, whilst a further 7,000 people travel out of Winchester to work in other locations.

<sup>3</sup> 2018 Resident's telephone survey conducted during Phase One consultation

Fig.5 - Travel to work data for Winchester – car vs other modes. Source: MSOA, Census 2011.



Whilst most of those who live and work in the city walk or cycle to work (60%), three quarters of those travelling into and out of Winchester for work do so by car. The size of these flows, particularly the in-commuting traffic, is something which the Movement Strategy needs to target.

Levels of through-traffic have been calculated using a strategic transport model. This indicates that in the morning peak hour:

- through-traffic accounts for about 7% of all vehicle traffic;
- cross city traffic (moving within the city) accounts for 17% of all vehicle traffic;
- traffic from outside the urban area travelling into Winchester, or from within Winchester travelling to destinations outside the city, accounts for the majority of remaining traffic (76%).

In summary, the vast majority of trips that begin outside Winchester and end in the city are car trips. This includes 16,000 daily commuter car trips into Winchester from outside of the city that the Movement Strategy needs to address.

## Capacity for parking and park and ride

Past transport strategies have sought to move parking from the city centre to park and ride sites by increasing parking provision on the outskirts of the city, reducing demand and capacity for parking within the city centre, and providing reliable alternative transport between the two.

However, the evidence shows that the existing park and ride facilities are approaching capacity (see Fig.6).

The current parking supply<sup>4</sup> managed by the local authorities is around 6,000 spaces. Evidence suggests that this capacity is well used, with city centre car parks effectively at capacity during peak times (Fig.7).

Fig.6 - Park and ride average daily ticket sales. Source: Winchester City Council

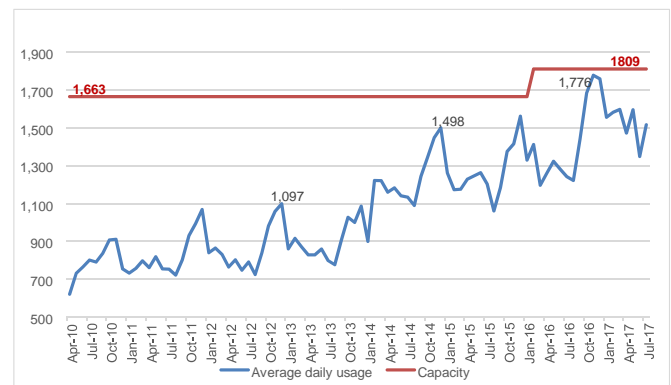
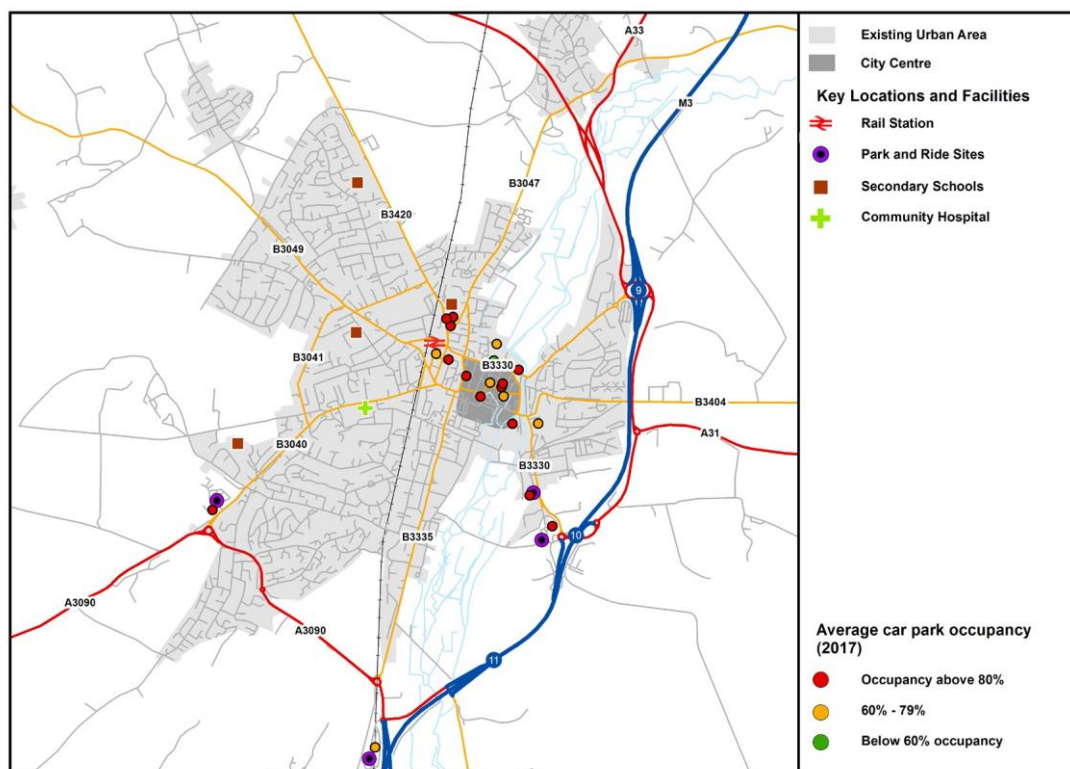


Fig.7 - Average car park occupancy in Winchester city centre 2017. Source: Winchester City Council



Increasing parking capacity in the city centre would increase traffic levels. In contrast, developing parking supply outside the city centre for park and walk is less likely to increase

<sup>4</sup> Including park and ride



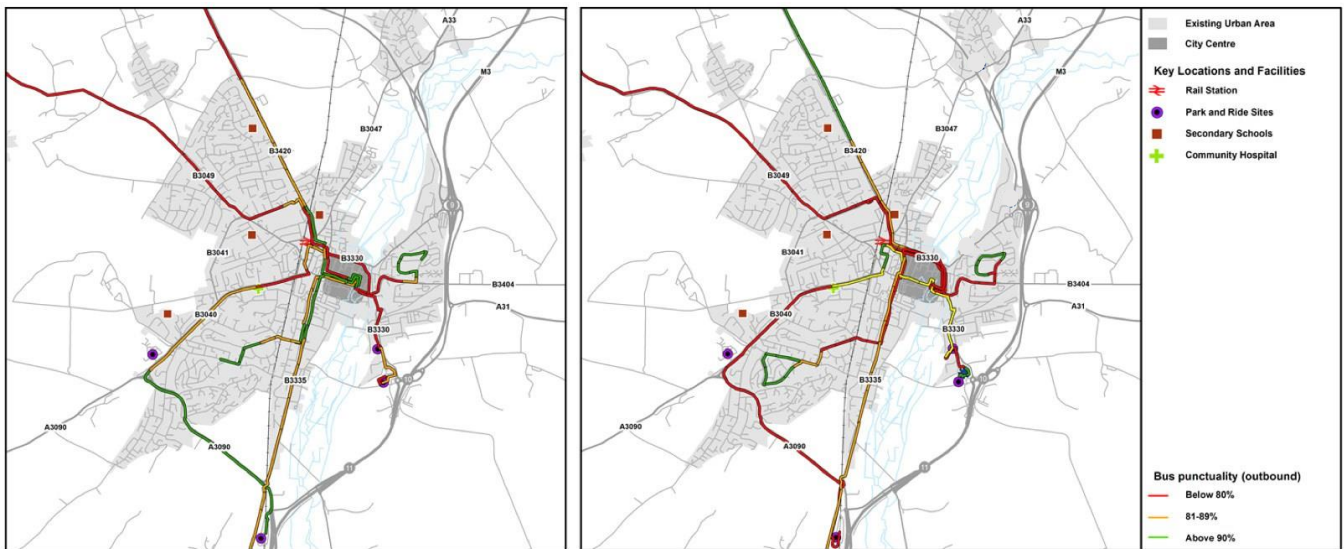
city centre traffic and is more likely to be deliverable than providing new spaces within the city centre.

### Congestion impacts the reliability of buses and park and ride

Survey feedback indicates that users of the park and ride service are frustrated about being caught in the same congestion as all other road traffic. Delays mean that the park and ride service is no more attractive than driving, even if it is cheaper.

Traffic volumes within the city centre also mean that local bus services can be irregular and unreliable, making them less attractive as an alternative to the car.

Fig.8 - Inbound and outbound delays on public buses routes 1 (Stagecoach Stanmore-Winnall), 68, 86 and PR1. Source: Hampshire County Council.



The technical work that has been undertaken to consider bus priority measures has identified modest benefits but also quite significant and complex issues for traffic re-routing. This suggests that such schemes need further detailed investigation. They will also be linked to the possible future location of park and ride sites and the routing of park and ride bus services, both of which also require further research to be undertaken.

### The one-way system

Most vehicle traffic in Winchester will at some point have to use the one-way system. Regardless of mode, many respondents to our initial consultation reported negative experiences of doing so.

This is because drivers can be forced to circulate the one-way system making journeys longer than necessary. For example, with car parking in the city centre approaching capacity during peak times, vehicles may need to circulate the city centre several times on one visit to find a parking space.

The one-way system also prevents walking and cycling. Typically, one-way roads can be narrower than two-way roads offering up opportunities to increase space for pedestrians and

cyclists. However, in the case of Winchester, the opportunity to reduce road widths was not seized upon when implementing the one-way system - to accommodate high traffic flows.

The one-way system is also complex. Small changes to one part of the system, such as reversing traffic flow or limiting vehicle access, can impact other parts - making one area more accessible at the expense of another. Removing the whole one-way system is problematic, as it would not allow for the High Street to be pedestrianised. It is likely that changes to the one way system would need to be conditional upon there having been vehicle traffic reduction in the town centre and on the package of measures that make up the changes being complementary to each other. Further detailed work is needed to identify the preferred package that could be delivered in the event of vehicle traffic reduction.

## Priority Two: Support healthier lifestyle choices

### Why is this important?

Across Winchester, pedestrians and cyclists compete for limited space with cars, buses and delivery vehicles. Many feel that it is unsafe to travel by bike or on foot within the city<sup>5</sup>. The dominance of motorised traffic on narrow streets has resulted in the city centre one-way system, and some of the roads into the city and within the city centre being designated an Air Quality Management Area (AQMA). Although national changes to vehicle engines have led to an improving picture, and the City Council is implementing the measures in its Air Quality Action Plan which should further help to reduce pollution levels, air pollution in the city centre and on some roads still exceed national standards (see Fig.9).

Evidence suggests that poor air quality and inactive lifestyles contribute to long lasting public health challenges.

Poor air quality has been identified by Public Health England as “the largest environmental risk to public health in the UK”. Research from Public Health England and the Local Government Association<sup>6</sup> highlights that short-term exposure to high levels of air pollution can cause a range of adverse health effects including exacerbation of asthma, effects on lung function, increases in hospital admissions and mortality.

According to Public Health England 33% of men and 45% of women are not active enough for good health<sup>7</sup>. They report that an *“active life is essential for physical and mental health and well-being. A number of [related] diseases are currently on the increase and affecting people at an earlier age. They include cancer and diabetes, and conditions like obesity, hypertension and depression.”* Providing more opportunities to use active forms of transport such as cycling and walking can therefore have wider health benefits.

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<sup>5</sup> Phase One consultation [www.hants.gov.uk/winchestermovementstrategy](http://www.hants.gov.uk/winchestermovementstrategy)

<sup>6</sup> [www.local.gov.uk/sites/default/files/documents/6.3091\\_DEFRA\\_AirQualityGuide\\_9web\\_0.pdf](http://www.local.gov.uk/sites/default/files/documents/6.3091_DEFRA_AirQualityGuide_9web_0.pdf)

<sup>7</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/374914/Framework\\_13.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/374914/Framework_13.pdf)

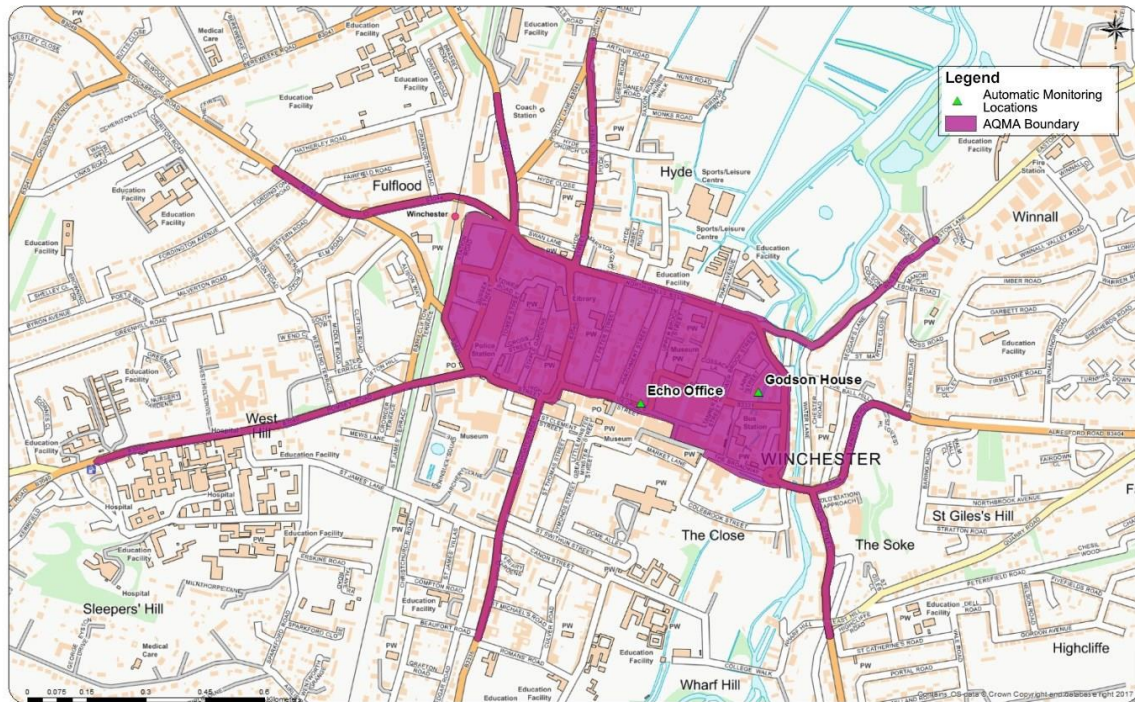


## Areas of focus

### Improving air quality

The levels of harmful emissions in Winchester currently exceed national standards and legislation requires that the City Council and County Council work together to develop an action plan. Fig.9 shows the area of the city centre currently designated as an Air Quality Management Area (AQMA)<sup>8</sup>.

Fig.9 - Map of Air Quality Management Area boundary in Winchester city centre  
Source: Winchester City Council Air Quality Action Plan (Final version-May 2017)



Winchester City Council

Monitoring Locations

**AECOM** Sunley House, 4 Bedford Park, Croydon, CRO 2AP  
Tel: +44 20 8639 3500 Fax: +44 20 8639 3599 www.aecom.com

Local residents are particularly concerned about the quality of the air that they breathe. 60% of respondents to the residents' telephone survey conducted during the first phase of consultation agreed with restricting access to the city centre for the most polluting vehicles, in order to improve air quality. Not unsurprisingly, cyclists and pedestrians were also found to be those most aware of poor air quality in Winchester.

Cities across the UK are using various initiatives to help tackle emissions levels or manage traffic levels - for example, introducing a charging zone which places a levy on certain types of vehicle entering a specific geographical area. Such measures may be required in Winchester to help improve air quality or manage traffic volumes if other actions do not deliver the improvements needed.

<sup>8</sup> Winchester City Council Air Quality Action Plan 2017, [www.winchester.gov.uk/environment/air-quality/air-quality-winchester](http://www.winchester.gov.uk/environment/air-quality/air-quality-winchester)

There are several options for a charging zone which could be considered in Winchester if traffic levels cannot be reduced by other means. They include:

**A charging zone related to air quality** such as a clean air zone, low emission zone or equivalent. These aim to help improve air quality by charging vehicles that do not meet local emissions standards. This type of zone is being used to manage the sustainability of buses operating in Oxford, Brighton and Norwich.

**Congestion Charging.** This aims to reduce the number of vehicles entering a specific area by charging those who choose to travel by private or commercial vehicle. Congestion charging has already been introduced in Durham city centre, as well as in London.

**A Workplace Parking Levy.** This aims to discourage car journeys to work by charging employers for each workplace parking space used by their employees on a daily basis. This type of zone has been introduced in Nottingham.

Phase Two consultation indicated that 46% of respondents are supportive of such measures and 41% are against them, with the remainder abstaining. This suggestion is therefore one of the least supported measures in the emerging Strategy. Modelling work has indicated that it may be possible to reduce traffic levels in the city centre by around a quarter without the need to introduce charging schemes of this type. Therefore, it is not proposed that a charging scheme be taken forward at the current time, although it may still be needed in the future if the other measures in this strategy fail to work or are not implemented.

### Barriers to walking and cycling

Many respondents to the initial consultation mentioned a lack of good facilities for cyclists and pedestrians in Winchester. Almost half spoke of concerns regarding motorised traffic, with many finding the proximity and speed of vehicle movement threatening, particularly around the central one-way system.

An audit of the city centre identified several locations where cyclist and pedestrian provision is of a low quality (see Fig.10).

These tend to be locations where there is limited space to accommodate vehicle traffic and

*Fig. 10 - Priority areas for intervention based on PERS - Pedestrian Environment Review System and Cycling Level of Service Assessment (CLoS) assessments. Source: Atkins*

offer good pedestrian priority.

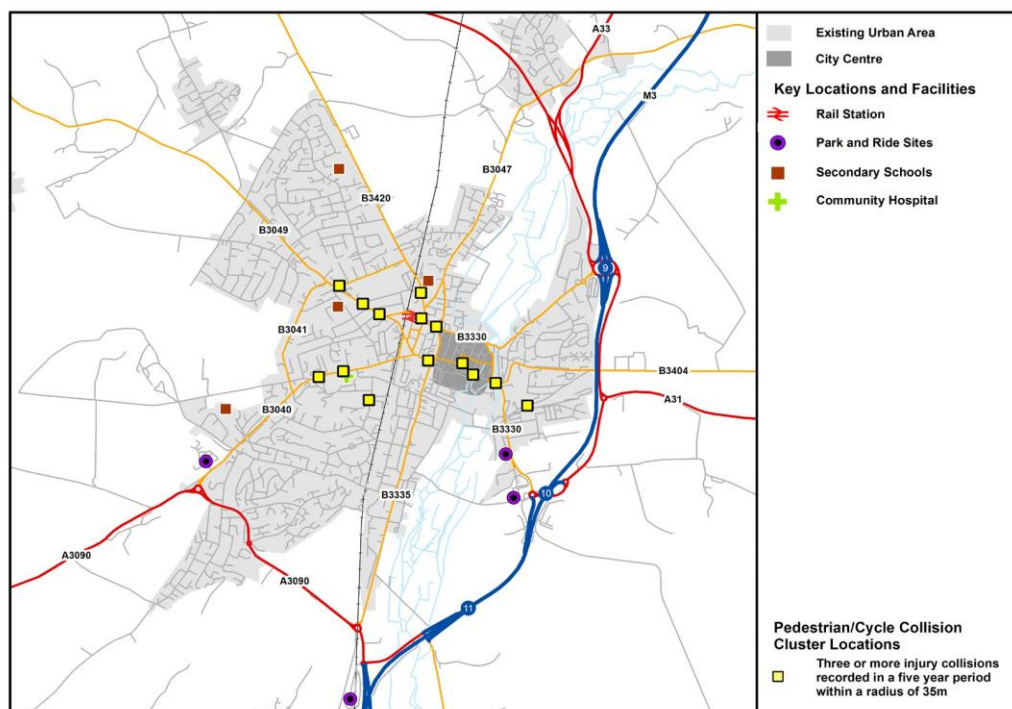


For a city of Winchester's size and form, the levels of cycling are low at less than 3%, with cycling to school being only 1%. Feedback suggests that the one-way system in the city centre makes some route choices difficult. One respondent stated that in order to cycle safely, they felt obliged to cycle illegally through pedestrian areas. Others stated that too much traffic, too little space or priority for cyclists and lack of crossings on existing routes made it difficult to cycle. Addressing these issues could increase cycling demand.

## Safety

Despite some of the physical barriers identified in the city centre audit, over 50% of residents who live and work in Winchester walk to work. When asked, almost 70% of residents considered walking to be their main and most frequent mode of transport. Whilst there are barriers to walking, it is clear that walking levels are high and that this is something to be encouraged further within the Movement Strategy. Actual and perceived concerns about safety when walking or cycling discourage use of these modes for travelling around the city. The level of concern is relatively high with 27% of respondents to the initial consultation expressing concern about road safety as their key issue. A view of pedestrian/ cycle collision clusters (Fig.11) shows a clear pattern within the city centre and on key radial routes leading into the centre.

Fig. 11 – Locations where three or more injuries have resulted from collisions with pedestrians / cyclists within a five year period.  
Source: Atkins



Many individuals and organisations were disappointed by the lack of detail within the Emerging Strategy consultation about potential cycling and walking improvements. A number of groups therefore took the initiative to put forward their own suggestions for improvements. The action plan in section three of the Strategy addresses these points and includes a workstream focused on developing a prioritised list of cycling and walking improvements as part of a Local Cycling and Walking Infrastructure Plan (LCWIP).



## Priority Three: Invest in infrastructure to support sustainable growth

### Why is this important?

Effective transport infrastructure is necessary to maintain and grow Winchester's thriving economy, including by attracting and encouraging people into the city to shop, visit, live, study and work. There is significant local competition within the region for shopping, employment sites and leisure experiences, albeit that Winchester will always have unique, historic appeal.

High streets are facing a challenging time and are needing to reinvent themselves in light of the rise in internet shopping. Many places are now seeking to offer a wider range of experiences than in the past, including a greater mix of leisure and entertainment. Winchester has a lot to offer, but with capacity for parking in city centre car parks and park and ride sites reaching their limits there is a need to think differently about how to accommodate increased footfall in the city centre.

Infrastructure is also essential to accommodating Winchester's increasing population. In addition to a number of new and planned housing and employment developments, Winchester City Council is preparing a new Local Plan to 2036.

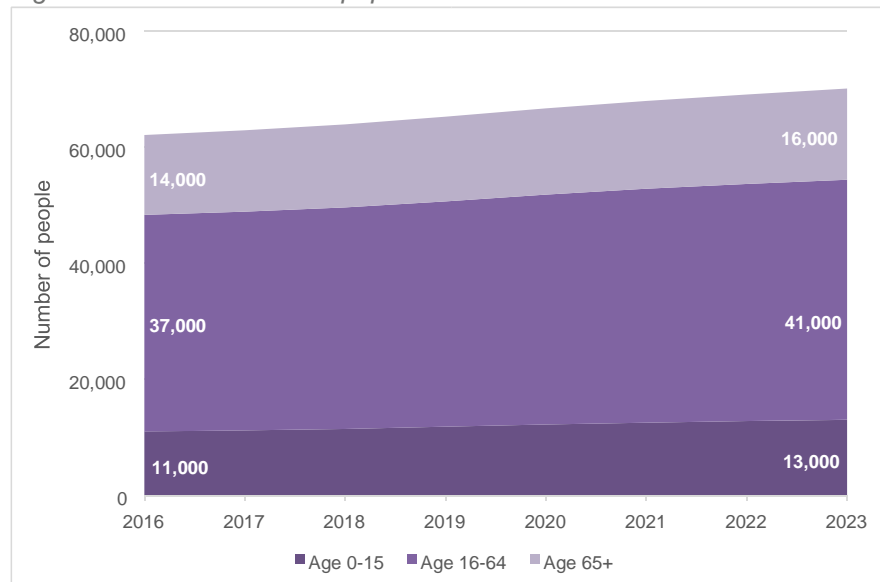
At a regional and national level, Winchester's strategic geographic position and connectivity means that it has an important role to play in supporting the broader economy.

## Areas of focus

### Planning for population growth and change

The population of Winchester district is forecast to increase by 13.3% between 2016 and 2023<sup>9</sup>, as shown in Fig.12. The number of 0-15 years olds is forecast to increase by 18%, 16-64 years olds by 11% and the number of people aged 65 years and over by 14%.

Fig. 12 - Winchester district population forecasts 2016-2023<sup>11</sup>



An overall increase in population means a need to accommodate more travel into and across the city. In particular, there is a need to think about improved separation of local and strategic traffic in order to manage increased demand more effectively on existing routes.

For example, to the east of the city, planned improvements to Junction 9 of the M3 should allow Easton Lane to perform much better as a route into Winchester from the motorway and creates options for improved vehicle movement and public realm enhancements<sup>1011</sup>. In the longer term, consideration may need to be given to providing a strategic infrastructure to the west of the city – such as a bypass – that would mean people can travel around, rather than through, the city centre.

The forecast increase in younger and older people will also have transport implications. On the one hand, it will spread trips through the day more evenly than growth in the working age population. On the other, it will make access to services, leisure facilities and educational institutions by public transport, walking and cycling even more important. Younger and older age groups also tend to be more vulnerable to air pollution.

<sup>9</sup> SAPF Factsheets, produced April 2017, Winchester, Hampshire County Council, Small Area Population Forecasts (SAPF) 2016 based, [documents.hants.gov.uk/population/Factsheet-WinchesterSAPF2016.pdf](https://documents.hants.gov.uk/population/Factsheet-WinchesterSAPF2016.pdf)

<sup>10</sup> [www.winchester.gov.uk/planning-policy/evidence-base/planning-frameworks/winnall-planning-framework](http://www.winchester.gov.uk/planning-policy/evidence-base/planning-frameworks/winnall-planning-framework)

<sup>11</sup> District populations by age and gender, Hampshire County Environment Department's 2016 based Small Area Population Forecasts, [www.hants.gov.uk/factsandfigures/population-statistics/pop-estimates/small-area-pop-stats](http://www.hants.gov.uk/factsandfigures/population-statistics/pop-estimates/small-area-pop-stats)

## Supporting planned growth in the city

Employment and housing growth for Winchester is planned in the Winchester District Local Plan (Part 1 and 2)<sup>12</sup>. Key planned developments for the city to be delivered in the plan period (up to 2031) are:

- Station Quarter – up to 1,000 new jobs.
- Strategic Site: Kings Barton - 2,000 dwellings.
- Creation of 2,000 dwellings within the City boundary.
- Central Winchester Regeneration area,
- Development of Bushfield Camp for employment purposes;

There may also be other large sites not included in the adopted Local Plan which before available for development, such as Sir John Moore Barracks once the Ministry of Defence decamp.

Various existing occupiers also have plans to expand. For example, Winchester University is planning for an increase of 1,000 students over the next ten years.

Transport infrastructure will be important to supporting and successfully delivering planned growth. Some of the critical linkages between these developments and the emerging Movement Strategy are explored in other sections.

The current imbalance in commuting (three times as many people commuting in than out) is a factor that should be considered when looking at the location of new housing development as part of the Local Plan process. The allocation of housing sites could help to reduce average commuting trip distances and influence preferred modes of travel, particularly with high levels of walking to work evident in the existing population.

Future employment development should, as far as possible, be placed in locations with the highest levels of public transport accessibility, i.e. near to the city centre, or other areas in sustainable locations.

The City Council could also consider the level of private parking permitted when granting permission for employment and residential development, in order to influence people's travel behaviour.

## Improving the appeal of the city centre

The economic value of having quality places has been the subject of several studies. Notably, the Commission for Architecture and the Built Environment (CABE) reported in their study "The Value of Public Space" that, 'well planned improvements to public spaces within town centres can boost commercial trading by up to 40%'.

A combination of vibrant economy and rich cultural heritage makes Winchester an attractive place to live, work and visit. Initial consultation feedback highlighted that a number of factors detract from the quality of the public realm and dissuade people from

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<sup>12</sup> Local Plan Part 1: Joint Core Strategy Adopted 2013, Winchester City Council, [www.winchester.gov.uk/planning-policy/local-plan-part-1](http://www.winchester.gov.uk/planning-policy/local-plan-part-1)

spending time in the city centre. These include: a congested one-way system, difficulty parking, poor air quality and, in many locations, poor facilities for walking and cycling.

These concerns have already been discussed as challenges in Priorities One and Two but the economic consequences of not addressing these quality issues is also important: a potential stagnation of the current Winchester offer.

### **Managing deliveries**

The city centre is a commercial hub and as such businesses rely on deliveries and servicing by both heavy and light goods vehicles which need to use the one-way system. The volume of goods vehicles (HGVs and LGVs) alongside limited space for safe, timely and efficient deliveries in the city centre has been highlighted as an issue and reported in the Central Winchester Regeneration Transport Study (Winchester City Council, July 2017).

Phase One of the public consultation highlighted concerns about delivery vehicles and HGV's adding to disruption by blocking already narrow spaces. Those attending stakeholder workshops generally felt that the current peak hour enforcement activity was ineffective, leading to traffic build-up behind stationary delivery vehicles. Phase Two of the consultation reinforced this view with measures to address managing deliveries being one of the most supported measures.

# Section three: How we propose to address these priorities

## The Action Plan

This section sets out how the Strategy will be delivered: providing greater detail for the next three years, with actions after this point being more indicative.

The action plan has been created by looking in more detail at the schemes identified in the emerging Strategy. It takes into account the views expressed during the consultation and the modelling and technical work. It blends these together to form a set of future workstreams. These are then considered as a whole in light of what needs to happen first (the enablers) and what needs to happen next (the enabled) and what streams of work may not be needed yet.





In broad summary, the action plan proposes to take forward all workstreams over the next three years, except for improving the principle road network and congestion charging.





## Workstream overviews





The following overviews include high level and summary information about each workstream. They include:





- scheme description and name;
- indicative cost range;
- consideration of the scheme's role in enabling traffic reduction or whether it is enabled after traffic reduction has been achieved;
- a strategic case identifying the main problem or opportunity the scheme addresses and relating this back to the main priorities of the Movement Strategy;
- a list of the wider benefits that may arise from the scheme;
- a list of the main impacts on equalities or the environment;
- a consideration of how the scheme links to the Hampshire Local Transport Plan (LTP). This is illustrated by a series of ticks: no ticks indicates that the scheme is not compliant; one tick indicates marginal compliance; two indicate good compliance and; three indicate total compliance;
- some consideration of critical dependencies or links to other schemes;
- a high-level assessment of issues associated with delivery in terms of the schemes acceptability, complexity, affordability and risk. The red / amber/green (RAG) colour scheme indicates the level of confidence (with current known information) that these aspects can be addressed;
- a project plan showing an indicative planning and delivery timeframe;
- an indication of how much it will cost to take the scheme to the next level of design.



<b>Title: Park and Ride - increasing the capacity of Park and Ride facilities</b>										
<b>Description:</b> Substantial increase in the number of Park and Ride spaces on the periphery of Winchester (up to 3000 additional parking spaces – a 66% increase on the existing 1800 spaces available). This may include investment in service frequency, opening times, additional capacity/ facilities at existing sites and consideration of potential new sites, which is likely to include Andover Road North corridor, Easton Lane corridor, Alresford Road corridor.										
<b>Cost to deliver (range):</b> £5m plus						<b>Enabling or enabled:</b> Enabling				
<b>Strategic Case:</b> Priority 1: Provides a viable option to enable people to shift from private car trips to public transport into the city – early assessments show a 10% reduction in city centre traffic volumes (AM peak). Priority 2: By reducing traffic volumes, enables street space to be redistributed away from car traffic to other modes whilst maintaining travel options for motorists. Priority 3: Helps to accommodate planned growth giving commuters and visitors a better choice of travel options.						<b>Contribution to LTP Priorities:</b> a) Supporting the economy through resilient highways (✓✓✓) b) Management of traffic (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place (✓✓✓) e) Transport and growth areas (✓✓✓)				
<b>Estimated wider benefits:</b> Enables ambitious improvements to the city centre streets for all users but providing a viable alternative to car travel.						<b>Dependencies and links:</b> Dependant on: Traffic demand management, WCC Parking Strategy Linked to: bus priority; walking and cycling; enhancing public realm.				
<b>High level equalities considerations:</b> Unforeseen consequences on other bus services. (Age/disability) Some car parking spaces in the city centre could be reallocated to disabled users. (Disability)						<b>Environmental considerations:</b> Positive impact on noise, Air Quality, Greenhouse Gas emissions. Development of sites will need to consider impacts and mitigation for Landscape, Historic Environment, Biodiversity, and Water Environment.				
<b>Potential funding sources:</b> • Existing capital budgets • Private Sector • Bids to external funding bodies			<b>Risk Level:</b>  The two factors that create a medium risk are: known availability of sites and; that the capital costs are currently unfunded and relatively high.			<b>Delivery Assessment</b>   				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> £200k to develop Park and Ride strategy (detailing capacity required on each corridor, initial capital cost estimates, bus service arrangements (new/existing), revenue estimates and early search of potential sites).						<b>Initial actions</b> City Council has acquired the Vaultex site at Bar End to increase East P&R offer.				

<b>Title: Bus priority - introducing bus priority measures on key radial routes into the city centre</b>										
<b>Description:</b> Any measures giving buses priority over other traffic e.g. bus lanes, bus gates (a point where only buses and other authorised vehicles can pass) or intelligent traffic signal schemes. Potential interventions to be considered include; bus gates on Southgate Street and Chesil Street; and bus lanes with intelligent traffic signals on Andover Road.										
<b>Cost to deliver (range):</b> £100k - £5m						<b>Enabling or enabled:</b> Enabling				
<b>Strategic Case:</b> Priority 1: Provides a faster, more reliable bus journey that better enables people to switch from private car trips. Priority 2: Contributes to improving air quality through reducing traffic in the city centre. Priority 3: Bus gates provide a step change in public transport status within the city and set a foundation for continuing public transport infrastructure investment to accommodate future growth.						<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)				
<b>Estimated wider benefits:</b> Higher investment from operators due to increased viability.						<b>Dependencies and links:</b> Dependant on: None Linked to: Park and Ride; Bus operator partnership; Enhancing public realm				
<b>High level equalities considerations:</b> Bus user journey times would be faster and more reliable. (Age/Disability)						<b>Environmental issues:</b> Positive impact on noise, Air Quality, Greenhouse Gas emissions.				
<b>Potential funding sources:</b> • Existing capital budgets • Private Sector • Bids to external funding bodies			<b>Risk Level:</b>  Initial modelling suggests significant traffic diversion implications requiring bus gate elements to be redefined. Benefit remains to be proven			<b>Delivery Assessment:</b>  <b>Acceptability</b>  <b>Affordability</b>  <b>Complexity</b>				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/30</b>	<b>2030/35</b>
Develop										
Implement										
<b>Cost to develop to next stage:</b> £40k per radial route - to review routes and produce concept designs/ cost estimates for each. £40k to further assess bus gate options and impact on the wider network.						<b>Initial actions</b> Further scoping work required.				





<b>Title: Bus operator partnership - New bus partnership with bus operators across the city</b>										
<b>Description:</b> A bus partnership is an agreement between bus operators and local authorities which seeks to improve the bus service (operator commitments) and associated infrastructure (local authority commitments). New discussions will be held with bus and coach operators to identify the package of actions and measures that could form part of an enhanced partnership arrangement. Measures may include: <ul style="list-style-type: none"> <li>• improved bus services (frequency, operating hours etc.);</li> <li>• minimum levels of service (vehicle specifications, emissions, frequency);</li> <li>• implementation of smart and intelligent ticketing;</li> <li>• improved travel planning and information services (e.g. RPTI, smartphone app with real-time information);</li> <li>• joint marketing and promotion of bus services;</li> <li>• improved highway infrastructure, including bus stops and bus priority measures.</li> </ul>										
<b>Cost to deliver (range):</b> Under £100k (to agree Bus Partnership terms – ongoing resource commitment to manage partnership)					<b>Enabling or enabled:</b> Enabling					
<b>Strategic Case:</b> Priority 1: Ensures highest quality service offering to maximise the incentive for people to switch from private cars. Priority 2: Contributes to improving air quality through specification of vehicles and encouraging less car use in the city centre. Priority 3: Establishes a commitment to deliver improved level of service to customers in all aspects of the public transport journey.					<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)					
<b>Estimated wider benefits:</b> An improved customer experience for those travelling on local buses. Secures on-going private sector investment to maintain the quality of service offering.					<b>Dependencies and links:</b> Dependent on: None Linked to: Bus priority; Enhancing public realm.					
<b>High level equalities considerations:</b> Improved level of service for bus users. Better access to bus services for local residents. (Age/Disability) Consider impact of smart ticketing initiatives on users of all needs. (Age, disability, poverty)					<b>Environmental issues:</b> Positive impact on noise, Air Quality, Greenhouse Gas emissions.					
<b>Potential funding sources:</b> <ul style="list-style-type: none"> <li>• Existing revenue budgets</li> <li>• Private Sector – other (bus operators)</li> <li>• Funding of infrastructure changes considered elsewhere</li> </ul>			<b>Risk Level:</b>  High level of confidence that bus operators will engage well with this concept, in light of levels of investment in infrastructure to support bus usage.		<b>Delivery Assessment:</b>  <b>Acceptability</b>  <b>Affordability</b>  <b>Complexity</b>					
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/30</b>	<b>2030/35</b>
Develop										
Implement										
<b>Cost to develop to next stage:</b> £20k to define partnership scope.					<b>Initial actions</b> Further scoping work required.					









<b>Title: Traffic demand management</b>										
<b>Description:</b> Traffic demand management involves measures to reduce car-travel demand or redistribute the demand to other locations, modes or different times. This scheme includes: <ul style="list-style-type: none"> <li>• car parking strategies – using parking supply, management, charging to encourage car sharing and use of sites outside the city centre and Park and Ride;</li> <li>• soft measures - e.g. develop travel plans and behaviour change campaigns with employers and key destinations. Such measures are best introduced if there are attractive alternatives to driving.</li> </ul> (Note: See separate proforma re: charging schemes)										
<b>Cost to deliver (range):</b> Less than £100k						<b>Enabling or enabled:</b> Enabling / Enabled				
<b>Strategic Case:</b> Priority 1: Encourages less car trips into the city to reduce city centre traffic – early assessments show an additional 2% reduction in city centre traffic volumes (when considered alongside improved Park and Rides and bus priority measures) as people change travel behaviours. Priority 2: Enables consideration of changes to the city centre streets whilst maintaining travel options for motorists. Encourages mode shift to active modes. Reduced traffic creates a more pleasant environment to cycle in. Priority 3: Manages demand from new development and growth. Potential to release existing city centre parking stock to be redeveloped, in accessible locations.						<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)				
<b>Estimated wider benefits:</b> Potential cross-subsidy between parking income and Park and Ride.						<b>Dependencies and links:</b> Dependant on: WCC Parking Strategy, Park and Ride. Linked to: Bus operator partnership; Walking and cycling; Enhancing public realm; Integrated planning.				
<b>High level equalities considerations:</b> Ensure alternative options are good quality for all users. Consideration needs to be given to ensuring an appropriate level of access is available for the mobility impaired. (Disability/ age).						<b>Environmental issues:</b> Positive impact on noise, Air Quality, Greenhouse Gas emissions, Townscape.				
<b>Potential funding sources:</b> <ul style="list-style-type: none"> <li>• Existing revenue budgets</li> <li>• Future revenue opportunities</li> <li>• Private Sector – other</li> </ul>			<b>Risk Level:</b>  Potential changes to parking restrictions will be high-profile and involve a wide range of stakeholders.			<b>Delivery Assessment:</b>  <b>Acceptability</b>  <b>Affordability</b>  <b>Complexity</b>				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> £50k						<b>Initial actions</b> Promotion of Travel planning initiatives through engagement with key employers through existing city-wide forum. Scoping of car parking strategy.				

<b>Title: Walking and Cycling – Re-allocation of road space to improve pedestrian and cycle provision</b>										
<b>Description:</b> This includes development of a Local Cycling and Walking Infrastructure Plan (LCWIP). This would include a prioritised list of pedestrian and cyclist improvements for the city. The initial priority would be to address issues in the town centre, followed by routes to the centre. Potential schemes include: <ul style="list-style-type: none"> <li>• contraflow cycle facilities in the city centre to open new direct cycle route options;</li> <li>• improving the main crossing points and links into the city currently offering poor levels of service to pedestrians and cyclists. (Sussex Street/Station Hill, City Road/Hyde Street, Romsey Road/Upper High Street, Jewry Street/High Street);</li> <li>• route enhancements to the city centre e.g. enhanced pedestrian corridors from the station to the city centre including reprioritisation of Worthy Lane/Worthy Road in favour of pedestrians.</li> </ul>										
<b>Cost to deliver (range):</b> £500k plus					<b>Enabling or enabled:</b> Elements of both depending on individual schemes					
<b>Strategic Case:</b> Priority 1: Re-allocating road space from providing vehicle capacity to provide high-quality walking and cycling options enables walking/cycling to be a realistic alternative for many journeys, whilst potentially discouraging car use. Priority 2: Direct support and promotion of active modes. Higher quality facilities make active mode a realistic choice for all users (including inexperienced/younger cyclists). Priority 3: Provides realistic non-car travel options to support future sustainable development.					<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)					
<b>Estimated wider benefits:</b> Active travel options opened to a wider range of people who would otherwise be discouraged. An increase in use of active modes and healthier lifestyles, with associated health benefits.					<b>Dependencies and links:</b> Dependant on: Traffic reduction (in some cases.) Linked to: Traffic demand management; Enhancing public realm.					
<b>High level equalities considerations:</b> Measures that are developed need to be consulted on with a range of mobility groups. (Disability)					<b>Environmental issues:</b> Potential impact on Townscape and Historic Environment. Indirect positive impact to Noise, Air Quality, Greenhouse Gas emissions through mode shift.					
<b>Potential funding sources:</b> <ul style="list-style-type: none"> <li>• Existing revenue budgets</li> <li>• Existing capital budgets</li> <li>• Private Sector – planning contributions</li> <li>• Bids to external funding bodies</li> </ul>			<b>Risk Level:</b> <div style="background-color: #92d050; height: 15px; width: 100%;"></div> Some funding is available through Section 106 contributions received and potentially Community Infrastructure Levy. There is a high level of acceptability.		<b>Delivery Assessment:</b> <div style="background-color: #92d050; height: 15px; width: 100%;"><b>Acceptability</b></div> <div style="background-color: #92d050; height: 15px; width: 100%;"><b>Affordability</b></div> <div style="background-color: #92d050; height: 15px; width: 100%;"><b>Complexity</b></div>					
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> £50k to develop concept designs/cost estimates etc. £500k to implement quick wins					<b>Initial actions</b> High probability that there are short term improvements that can be considered subject to design work.					












<b>Title: Enhancing public realm in the city centre</b>										
<b>Description:</b> Creation of high-quality, people focussed places and spaces that people will enjoy and be encouraged to spend time in, as well as move through on foot/ cycle. Such measures will help Winchester maintain and enhance its draw for shopping, leisure, culture, entertainment and tourism. Measures may include: <ul style="list-style-type: none"> <li>• re-defining parts of the existing one-way system to remove the dominance of traffic, simplify movements, and re-allocate street space to accommodate all users and different activities. (e.g. Friarsgate through to Easton Lane);</li> <li>• re-characterising St Georges Street by reducing traffic to one lane and re-allocating space to people and other activities, including widened pavements, dedicated areas for loading and bus stops, or contraflow cycling;</li> <li>• improving pedestrian priority on Jewry Street, in particular where it meets High Street;</li> <li>• severing “rat runs” in order to enable opportunities for enhanced public realm e.g. The Square;</li> <li>• improving the historic setting of the Westgate.</li> </ul>										
<b>Cost to deliver (range):</b> £5m plus						<b>Enabling or enabled:</b> Enabled				
<b>Strategic Case:</b> Priority 1: Re-definition of street space to reduce the dominance of traffic. Actual traffic volumes reduced by 11% (AM peak). Alongside improved Park and Rides and bus priority, traffic is reduced by 25% (AM peak). Priority 2: High quality, comfortable environment for active modes. Opportunity for greener streets with improved air quality. Priority 3: Good quality public realm supports investment and development opportunities, whilst supporting non-car travel options.						<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)				
<b>Estimated wider benefits:</b> Improved economic vibrancy and productivity through increased activity and footfall in the city centre. High-quality, people-focussed public realm underpins regeneration efforts and supports social cohesion, providing places for events and people to meet.						<b>Dependencies and links:</b> Most elements will be dependant on: achieving reduced traffic levels. Linked to: Walking and Cycling; Deliveries; Integrated planning.				
<b>High level equalities considerations:</b> More accessible streets with infrastructure meeting current design requirements and expected levels of service. (Disability) City spaces that are well designed for all users. (Disability)						<b>Environmental issues:</b> Consideration and enhancement of Townscape and Historic Environment.				
<b>Potential funding sources:</b> <ul style="list-style-type: none"> <li>• Existing capital budgets</li> <li>• Private Sector</li> <li>• Bids to external funding bodies</li> </ul>			<b>Risk Level:</b> <div style="background-color: yellow; height: 15px; width: 100%;"></div> Currently unfunded. Detailed design likely to raise some issues of acceptability.			<b>Delivery Assessment:</b> <div style="background-color: yellow; height: 15px; width: 100%;"><b>Acceptability</b></div> <div style="background-color: yellow; height: 15px; width: 100%;"><b>Affordability</b></div> <div style="background-color: green; height: 15px; width: 100%;"><b>Complexity</b></div>				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> £100k to produce public realm plan including concept designs and Valuation of Urban Realm assessment.						<b>Initial actions</b> Public realm improvements at Station Approach and the Broadway are being scoped as part of Centre of Winchester regeneration project				



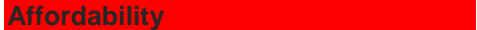
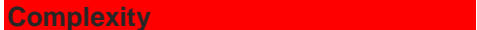






<b>Title: Deliveries - Better management of deliveries of goods to the city centre</b>										
<b>Description:</b> Initiatives ranging from physical measures, controls, and enforcement to industry engagement and soft measures. May include: <ul style="list-style-type: none"> <li>• a review of loading controls and enforcement operations;</li> <li>• ensuring adequate space for loading is provided as part of any works to public realm/street layout;</li> <li>• engaging with local businesses to review freight management practices including consolidation schemes.</li> </ul>										
<b>Cost to deliver (range):</b> Less than £100k						<b>Enabling or enabled:</b> Enabled				
<b>Strategic Case:</b> Priority 1: Better managed deliveries may avoid peak congestion, prevent obstruction/ delay to other traffic and consolidate freight movements in the city. Priority 2: Improvements to air quality through better managed freight deliveries and fleet. Priority 3: Improved delivery reliability and access to local businesses, supporting local economic growth.						<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)				
<b>Estimated wider benefits:</b> Better managing deliveries could also help to maintain the economic function of Winchester city centre and help to minimise costs for businesses.						<b>Dependencies and links:</b> Dependant on: Partial dependency on reprioritisation of road space for some measures Linked to: Traffic demand management; Walking and cycling; Enhancing public realm.				
<b>High level equalities considerations:</b> Better managed freight and deliveries may reduce occurrences of informal stopping and obstruction of footways etc. (Disability)						<b>Environmental issues:</b> Positive impact on noise, Air Quality, Greenhouse Gas emissions.				
<b>Potential funding sources:</b> <ul style="list-style-type: none"> <li>• Existing revenue budgets</li> <li>• Future revenue opportunities</li> <li>• Private Sector</li> </ul>			<b>Risk Level:</b>  Assumed to be affordable within existing budgets.			<b>Delivery Assessment:</b>  <b>Acceptability</b>  <b>Affordability</b>  <b>Complexity</b>				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> Delivered through Travel Plans team within existing revenue budgets.						<b>Initial actions</b> Enforcement of existing restrictions. Workplace and freight travel planning can be investigated in the short term.				

<b>Title: Integrated planning - An integrated approach to transport planning and land-use planning</b>										
<b>Description:</b> To adopt the Movement Strategy so that it can become a key piece of evidence to inform the preparation of the Local Plan 2036. The Local Plan will consider the location of future employment and housing sites and key services and will aim to focus new development on accessible sites which are, or can be, served by sustainable transport policies which support sustainable modes of transport including cycling and Park and Ride. Policies that support development of sites and infrastructure which enables sustainable transport modes to be provided including additional park and ride facilities can also be included.. The Parking Strategy will consider distribution of parking spaces, charging policy and other factors that could influence transport in line with the Movement Strategy's objectives.										
<b>Cost to deliver (range):</b> Less than £100k					<b>Enabling or enabled:</b> Enabling					
<b>Strategic Case:</b> Priority 1: Opportunities to mitigate future travel demand and reduce car travel will be maximised by ensuring developments have realistic non-car travel options where feasible. Priority 2: Better opportunities to walk, cycle and minimise car use contribute to healthier lifestyles and better air quality. Priority 3: Directly promotes integrated sustainable planning of future growth.					<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)					
<b>Estimated wider benefits:</b> A more joined up approach to planning and decision making related to major projects and plans.					<b>Dependencies and links:</b> Dependant on: None. Linked to: All MS schemes					
<b>High level equalities considerations:</b> None.					<b>Environmental issues:</b> Integrated land use and transport planning should result in better environmental outcomes.					
<b>Potential funding sources:</b> • Existing revenue budgets			<b>Risk Level:</b>  The action has received a high level of support			<b>Delivery Assessment:</b>   				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> Within existing budgets.					<b>Initial actions</b> Movement Strategy being considered by Hampshire County Council in April 2019 and Winchester City Council Cabinet in March 2019. Inform Local Plan development.					



<b>Title: Enhancing strategic road network capacity – M3</b>										
<b>Description:</b> This measure is related to improving motorways (M3) in order to sustain future growth of the national, regional and local economy, improve the resilience of the strategic network to unplanned events and reduce the risk of possible through traffic in the city. Measures may include: <ul style="list-style-type: none"> <li>• supporting Highways England in making planned changes to M3; Junction 9;</li> <li>• supporting Highways England in delivering the M3 Smart motorway upgrade J9 to J14.</li> </ul> (Both are committed to be delivered by 2023).										
<b>Cost to deliver (range):</b> £5M plus						<b>Enabling or enabled:</b> Enabler				
<b>Strategic Case:</b> Priority 1: Maintains a functioning route for through journeys to avoid impact on city centre. Priority 2: None. Priority 3: Accommodates wider growth, maintaining function of the strategic network.						<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)				
<b>Estimated wider benefits:</b> A transport infrastructure that helps sustain future growth for the local economy.						<b>Dependencies and links:</b> Dependant on: None. Linked to: None.				
<b>High level equalities considerations:</b> None.						<b>Environmental issues:</b> Relative impacts and benefits may include: Noise, Air Quality, Greenhouse Gas emissions, Landscape, Townscape, Historic Environment, Biodiversity, Water Environment.				
<b>Potential funding sources:</b> <ul style="list-style-type: none"> <li>• Private Sector – planning contributions</li> <li>• External funding body (Highways England)</li> </ul>			<b>Risk Level:</b>  Strategic network improvements are Highways England responsibility. Large complex project with technical and environmental challenges			<b>Delivery Assessment:</b>  <b>Acceptability</b>  <b>Affordability</b>  <b>Complexity</b>				
<b>Indicative Timescale:</b>										
	<b>Short Term</b>			<b>Medium to Long Term</b>						
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Develop										
Implement										
<b>Cost to develop to next stage:</b> Delivery by Highways England under national strategic funding.						<b>Initial actions</b> Highways England has started consultation and design work.				

<b>Title: Enhancing primary road network capacity</b>		
<b>Description:</b> This measure is related to improving the local primary road network (A and B roads) and would include schemes like a western bypass. The case for doing so is to improve the resilience of the primary network to unplanned events and reduce through traffic in the city particularly in the event of failure of the strategic road network. Planned investment in the strategic road network means that the need for this scheme is not pressing.		
<b>Cost to deliver (range):</b> £5M plus		<b>Enabling or enabled:</b> Enabler
<b>Strategic Case:</b> Priority 1: Maintains a functioning route for through-journeys to avoid impact on city centre. Priority 2: None. Priority 3: Accommodates wider growth, maintaining function of the strategic network.		<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)
<b>Estimated wider benefits:</b> A transport infrastructure that helps sustain future growth for the local economy.		<b>Dependencies and links:</b> Dependant on: None. Linked to: None.
<b>High level equalities considerations:</b> None.		<b>Environmental issues:</b> Relative impacts and benefits to be considered; Noise, Air Quality, Greenhouse Gas emissions, Landscape, Townscape, Historic Environment, Biodiversity, Water Environment.
<b>Potential funding sources:</b> • Private Sector – planning contributions • Bids to external funding bodies	<b>Risk Level:</b>  Potential new primary links would be large complex projects with funding challenges and acceptability concerns.	<b>Delivery Assessment:</b>   
<b>Indicative Timescale:</b> It is not proposed to take this forward for development at this time but it may be needed to support economic/ population growth in the future or if strategic road network improvements are not forthcoming.		
<b>Cost to develop to next stage:</b> It would cost £40k to assess long-term future needs, and further assess the case for a bypass, however, there is currently no intention to include this in the Movement Strategy.		<b>Initial actions</b> Not applicable

<b>Title: Charging zone - Consider introducing a charging zone</b>		
<b>Description:</b> A charging zone would act as a further traffic demand management tool, should other elements of the Movement Strategy not succeed in reducing city centre traffic. Charging zone options currently include: Congestion charge zone – vehicles are charged a fee to enter a defined area at busy periods; Low Emission Zone – the most polluting vehicles are charged to enter areas with air quality concerns; Workplace Parking Levy – businesses within a defined area are charged per parking space they own/ provide – many passing the charge onto employees who use the parking spaces.		
<b>Cost to deliver (range):</b> £100k - £5m		<b>Enabling or enabled:</b> Enabler
<b>Strategic Case:</b> Priority 1: Additional demand management likely to result in fewer car trips into the city centre – some approaches may be more effective than others. Priority 2: Enables consideration of changes to the city centre streets whilst maintaining travel options for motorists. Encourages mode shift to active modes. Reduced traffic creates a more pleasant environment to cycle in. Priority 3: Manages demand from new development and growth.		<b>Compliance with LTP:</b> a) Supporting the economy through resilient highways; (✓✓✓) b) Management of traffic; (✓✓✓) c) The role of public transport; (✓✓✓) d) Quality of life and place; (✓✓✓) e) Transport and growth areas. (✓✓✓)
<b>Estimated wider benefits:</b> Revenue generation to fund other improvements.		<b>Dependencies and links:</b> Dependant on: Park and Ride; Walking and cycling. Linked to: Bus operator partnership; Bus priority; Enhancing public realm, Traffic demand management, Deliveries.
<b>High level equalities considerations:</b> Ensure alternative options are good quality for all users. Access for disabled users must be maintained. (Disability)		<b>Environmental issues:</b> Benefits in city centre for Noise, Air Quality, Greenhouse Gas emissions, Townscape, Historic Environment. Design should consider impact on Townscape, Historic Environment.
<b>Potential funding sources:</b> • Future revenue opportunities • Private Sector – planning contributions • Private Sector – other (to cover BID, etc.) • Bids to external funding bodies	<b>Risk Level:</b>  Technical delivery may be complex but achievable. High risk in terms of acceptability.	<b>Delivery Assessment:</b>   
<b>Indicative Timescale:</b> This measure is not being taken forward at the current time but may be required if other measures do not deliver sufficient improvements.		
<b>Cost to develop to next stage:</b> It would cost £100k for a future feasibility study, however, this is not considered to be required at the current time.		<b>Initial actions</b> Not applicable

## Deciding which workstreams to take forward

The following matrix incorporates detail from the scheme proformas to provide an overview of how deliverable the proposed measures are likely to be and to help inform which workstreams should be taken forward (T/F).

Workstream	Risk	Acceptability	Affordability	Complexity	T/F
Park and ride	Yellow	Green	Yellow	Yellow	Yes
Bus priority	Yellow	Yellow	Yellow	Yellow	Yes
Bus operator partnership	Green	Green	Green	Green	Yes
Traffic Demand Management	Yellow	Yellow	Green	Yellow	Yes
Walking and cycling	Green	Green	Green	Green	Yes
Enhancing public realm in the city centre:	Yellow	Yellow	Yellow	Green	Yes
Deliveries (HGV's)	Green	Green	Green	Green	Yes
Integrated planning	Green	Green	Green	Green	Yes
Enhancing strategic road network capacity	Red	Yellow	Green	Red	Yes
Enhancing primary road network capacity	Red	Red	Red	Red	No
Charging zone	Red	Red	Green	Red	No

As a result of this analysis it is not proposed to abandon any workstreams, but it is proposed not to take some forward at this time:

- **Charging zone**

The scoring on the charging zone concept is reflective of minority support for the potential introduction of a charging zone in Winchester, with 46% of respondents to the Phase Two consultation agreeing and 41% disagreeing that this should be considered if other options fail to achieve the required reduction in traffic. The technical work indicates that traffic reduction is achievable without the need for a charging scheme if other measures are implemented. Those measures include increasing park and ride capacity, associated bus priority changes to the one-way system and more limited demand management measures such as tactical changes to car parking supply, location, and charging policy. On this basis, it is not considered appropriate to begin detailed development work on a charging scheme at this time.

- **Enhancing primary road network capacity**

This proposal (incorporating the main “A” and “B” roads but not including motorways) scores poorly on a range of considerations. The main aim of such schemes is to provide an alternative to driving through the city centre and to provide alternative routing choices in the event of motorway incidents. The option modelled includes a western bypass. The results suggested a western bypass would at present only have a slight impact in reducing traffic in the city centre and a modest impact on relieving Chilbolton Avenue. With planned improvements to Junction 9 of the M3 and the possibility of an extension of Smart motorways in the future, the need for the scheme is not yet pressing.

On this basis it is not considered appropriate to begin development work on this scheme at this time. The case for looking at other alternatives will be kept under review.

It is proposed to take forward all other workstreams through to the next stage of development and in some cases delivery.

## Movement Strategy Workstreams

The costs of taking all other workstreams forward to the next stage is summarised in the table below. The figures are at this stage financial estimates based on experience and an understanding of what work will be required and are likely to vary. The work can be expected to span the next three years.

Component	Development	Implementation
Park and Ride - increasing the capacity of Park and Ride	£200k	
Bus priority - introducing bus priority measures on key radial routes into the city centre	£80k	
Bus operator partnership - New bus partnership with bus operators across the city	£20k	
Traffic Demand Management (TDM)	£50k	
Walking and Cycling: City centre walking/ cycling facilities, including access to key destinations (rail station, leisure centre) Worthy Lane pedestrian access	£50k	>£500k
Enhancing public realm in the city centre: Public Realm Masterplan	£100k	
Deliveries - better management of deliveries of goods to the city centre	See TDM	
Integrated planning - an integrated approach to transport planning and land-use planning	nil	nil
Enhancing strategic road network capacity – M3	Funded through Highways England	
<b>Total Revenue Funding</b>	<b>£500k</b>	
<b>Total Capital Funding</b>		<b>&gt;£500k</b>

This shows an indicative total revenue cost of £500k to advance development work on all the identified workstreams over the next three years. The City Council is committing £500k (including £250k Community Infrastructure Levy income) to support the next phase.

The park and ride study will aim to identify a preferred location or locations for new park and ride sites or opportunities to expand existing sites. It will also produce preliminary estimates that will allow a decision to be reached as to which options to take forward for detailed design. The outputs of the study may be used to inform the Local Plan in terms of identifying areas where park and ride sites should be located and potentially reserved.

The bus priority study will seek to identify a number of deliverable schemes that allow buses to be sped up and for them to be more reliable. There is a key linkage between the

park and ride study and the bus priority study especially in terms of possible future routing options for park and ride bus services.

The bus operator partnership will support the development of the above studies and maximise the benefits of the schemes delivered. It should also attract inward investment from bus operators and is expected to result in enhanced bus facilities and services.

The traffic demand management stream of work will incorporate the softer side of transport planning such as travel plans with employers and the development of a new parking strategy. Work has already begun on establishing a travel plan forum and a new parking strategy is currently being scoped out.

In practice there is likely to be synergy between the traffic demand management and deliveries workstreams. The new Parking Strategy should take account of current freight arrangements, enforcement activity levels and freight travel planning.

The output of the walking and cycling stream of work is expected to be a list of prioritised cycling and walking schemes. These will form the basis of a Local Cycling and Walking Infrastructure Plan (LCWIP). An indicative sum of £500k is assumed for their implementation and is a reflection of what known funding is available through developer contributions received and/ or potentially Community Infrastructure Levy. The sum may be smaller or larger depending on the outcome of LCWIP.

The enhancing public realm workstream is expected to result in a public realm plan covering the one-way system. The output of this would be a package of complementary schemes that work in traffic terms but which enhance the public realm. An economic assessment of the value of the plan will be developed to support future business case submissions for funding. In order to do this work additional data collection will be needed to enhance the local traffic model, including multi-modal surveys with pedestrians and cyclists. Once in place, the plan will guide development opportunities and be used to secure external funding.

Integrated planning is not considered to require any new funding but does need both the County and District Councils to continue to work together in partnership going forward. As part of this work the existing governance that was set up to manage the development of the Movement Strategy will continue. This will consist of officers and the respective portfolio holders from each authority. It will meet on a regular basis and monitor progress on the Movement Strategy workstreams.

Enhancements to strategic road network capacity at M3 Junction 9 are being taken forward by Highways England and have been identified as a key enabler of traffic reduction in the city centre. It is an important scheme that if delivered will support the effectiveness of the rest of the Strategy. Although it involves technical complexity, environmental challenges and is the most expensive measure in the Strategy, funding has been identified via the Governments Roads Investment Strategy for delivery from 2021 and is to be delivered by Highways England.

## Consolidated Action Plan

The table below is a consolidated action plan, including a three year short-term action plan and indicative medium- to long-term programme. It is liable to change as scheme development work progresses or funding opportunities arise. The plan will be reviewed and kept updated on a regular basis.

Scheme		Short Term			Medium to Long Term						
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/30	2030/35
Park and Ride	Develop										
	Implement										
Bus priority	Develop										
	Implement										
Bus operator partnership	Develop										
	Implement										
Traffic Demand Management	Develop										
	Implement										
Walking and cycling	Develop										
	Implement										
Enhancing public realm in the City Centre	Develop										
	Implement										
Deliveries	Develop										
	Implement										
Integrated planning	Develop										
	Implement										
Enhancing strategic road network capacity	Develop										
	Implement										
Enhancing primary road network capacity	Develop		The Strategy does not support significant short-/ medium-term enhancement of primary road network capacity								
	Implement										
Charging zone	Develop		The Strategy does not support short-/ medium-term implementation of an area-wide charging zone								
	Implement										

*NB: Actions will be on-going and delivered over time. All schemes are subject to funding.*



## Implications for other projects

Hampshire County Council and Winchester City Council have been working closely together to ensure that there is a coherent and complementary approach between the emerging Movement Strategy and development opportunities in Winchester. The key linkages are listed below.

### Central Winchester Regeneration

The supplementary planning document for this site has identified that latter stages of the development, involving moving bus stops from off street to on street, is conditional upon either traffic levels in the city centre having been reduced or a suitable bus stop alternative being provided.

### Parking Strategy

The City Council regularly reviews its Parking Strategy and this will be happening in 2019. The Parking Strategy and Movement Strategy are complementary.

### New leisure centre

The new leisure centre at Bar End is well located with high public transport accessibility through the park and ride corridor. The three year action plan may include measures to enhance access to the new centre by sustainable modes.

### Station Quarter

Current proposals are supportive of the emerging Movement Strategy. They make use of Gladstone Street as the main car parking entrance and are restricting workplace parking numbers.

The development also presents opportunities to enhance pedestrian links between the station and city centre.

### M3 Junction 9 and Smart motorways

These important schemes are planned to be delivered by 2023. They should free up Easton Lane and take pressure off other radial routes. Modelling work has confirmed the importance of these schemes in reducing traffic flows in the city centre

### Andover Road

Transport modelling work has shown demand exists for a northern park and ride site providing up to 750 spaces. There is now an increased likelihood that the Andover Road corridor will need to include bus priority. This may mean keeping access open on Andover Road and providing a bus lane and signal priority alongside the Cattlemarket car park and up to the railway station.



## Funding Opportunities

Very few of the schemes identified in the Strategy currently have funding secured for their delivery. The Strategy is intended to help the County and City Councils prioritise local resources or bid for external funding. The current funding horizon is particularly uncertain as we are currently reaching the end of a Government spending review cycle and are about to start another. However, opportunities will arise, and the County and City Councils' track records of accessing funding are good, particularly where there are well developed strategies and plans in place. In order to attract funding for the proposed measures, it is necessary first to have the Movement Strategy in place and take forward the various workstreams. This will enable the development of business cases and delivery plans and enhance the policy framework for each of the measures.

The following are a list of known funding opportunities:

**Local sources and charging.** This is the funding option most within the control of the local community and local authorities. It includes income from parking charges, other charging schemes and other local authority budgets.

**Private sector contributions.** These are normally secured through the planning process and on occasion are voluntary (e.g. as part of a local Business Improvement District scheme). These are important and can make a valuable contribution to providing the match-funding that is sometimes required when submitting bids to funding bodies – although the level of funding will depend on the scale and impact of development. Also included in this is the Community Infrastructure Levy (CIL) – a planning charge to help deliver infrastructure to support the development of the local area. These funds are managed by the City Council.

**Bidding to external funding bodies.** External funding opportunities exist and are normally available from central Government or Local Economic Partnerships (LEPs). These tend to be targeted to measures that achieve central Government's, or funding bodies', top priorities. Some limited central Government funding is available for air quality measures.

An example of a recent new opportunity is the Government's new High Street Fund. This is intended to support high street improvement projects in light of threats caused by the rise of internet shopping leading to declining footfall and associated revenues.

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CAB3145  
CABINET

REPORT TITLE: PROCUREMENT OF A MARKET MANAGEMENT CONTRACTOR FOR THE WINCHESTER MARKETS

25 MARCH 2019

REPORT OF PORTFOLIO HOLDER: ESTATES, CLLR MILLER

CONTACT OFFICER: SUE GRANT TEL NO: 01962 848352

WARD : WINCHESTER TOWN AND SURROUNDING WARDS

PURPOSE

This report seeks authority to tender for a Market Management Contractor to operate the daily markets and the Sunday markets in Winchester High Street. The contract will be for four years with effect from 01 October 2019 and the estimated value of the contract has determined that it will fall under the Public Contract Regulations therefore a full EU procurement exercise must be undertaken and the opportunity advertised in the Official Journal of the European Union (OJEU).

RECOMMENDATIONS:

It is recommended that:

- 1 The Council proceed with the public tender for the appointment of a Market Management Contractor
- 2 The Evaluation Panel to consider the submitted Tenders shall comprise: the Corporate Head of Asset Management, Senior Estates Surveyor, Programme Lead (Central Winchester) and Finance Business Partner.
- 3 That the highest scoring tenderer as determined by the Evaluation Panel be approved and authorised by the Strategic Director Place, in consultation with Portfolio Holder Estates and The Head of Legal Services.
- 4 The Head of Legal Services (Interim) be authorised to enter into a contract for the services with the successful bidder.

## IMPLICATIONS:

### 1 COUNCIL STRATEGY OUTCOME

- 1.1 Winchester High Streets hosts a daily general market from Wednesday to Saturday and specialist Sunday markets which help support the Council Strategy by promoting a sustainable economy, enable new small scale employment opportunities to be developed, delivers revenue for the Council, and help make Winchester an attractive destination to visit.
- 1.2 The Sunday Art and Antiques & Collectibles Markets relate directly to the Council Strategy by providing residents with the opportunity to become engaged in cultural and creative activities. These markets generally help meet the prosperous economy objectives by helping residents to enhance their skills and ambitions by running a micro business, make the best use of the City Councils estate to support the local economy and help meet the High Quality Environment objectives by reducing greenhouse gas emissions by making products available locally which might otherwise require residents to make a trip to another town or shopping centre.
- 1.3 The Farmers' Market visits the High Street twice a month but is outside of this procurement exercise. Arrangements for the Farmers' Market are negotiated directly with the Council.

### 2 FINANCIAL IMPLICATIONS

- 2.1 The Council may not make a profit making on Street Trading Licences but may make reasonable charges for the operation of the market. The existing contract arrangements make a positive contribution to the general fund as set out in Exempt Appendix A. The procurement exercise will determine the current appetite for market management which may result in a change to the existing financial terms for the provision of the service.
- 2.2 Tenders will be evaluated using the council's standard 60% Cost and 40% Quality.

### 3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Due to the estimated value of the four-year contract including performance fee the new Contract will fall under the EU Procurement Directive and Public Contract Regulations 2015.

### 4 WORKFORCE IMPLICATIONS

- 4.1 The successful Market Management Contractor has a point of contact in the Estates team for contract management arrangements.

## 5 PROPERTY AND ASSET IMPLICATIONS

- 6 The Council is the Market Authority and is able to regulate the operation of markets in the City Centre. The market adds to the vitality and viability of the City centre retail offer and it is important to ensure that we have an efficient and competent Market Management Contractor in place.

## 7 CONSULTATION AND COMMUNICATION

- 7.1 The proposed specification for the Market shall be considered by a Member Working Group. A meeting is being arranged for the 18 March 2019. Estates shall also be consulting with the Executive Director of the Business Improvement District. In consultation with the Portfolio Holder for Estates, the Corporate Head of Asset Management is authorised to incorporate any meaningful changes which can be accommodated in the proposal.
- 7.2 The existing Market Management Contractor (SMT Management Consultants Limited) is aware of the forthcoming tender exercise and once the procurement is authorised it is intended to formally write to SMT enclosing a standard letter to give to the stallholders advising them of the process.

## 8 ENVIRONMENTAL CONSIDERATIONS

- 8.1 All traders are encouraged to take their own waste, refuse and rubbish with them from the site. For those traders that generate more waste and need to dispose of this on site, the new contract will require recyclable material to be separated and placed in appropriate bins provided. The Councils Health Protection Team will ensure compliance with the robust procedures that are in place in the application process to become an Approved Food Trader on the High Street and Middle Brook Street and that the Market complies with the 'Winchester Markets Trader Guidance.'

## 9 EQUALITY IMPACT ASSESSEMENT

- 9.1 None. However, the Invitation to Tender will stress that the Council is an equal opportunities employer and will expect the successful Tenderer to promote equality, comply fully with all UK equality legislation or European equivalent, have an equalities policy and be an equal opportunities employer at all times during the contract

## 10 DATA PROTECTION IMPACT ASSESSMENT

- 10.1 None

## 11 RISK MANAGEMENT

11.1 The procurement of the street market operator involves the following risks:

<b>Risk</b>	<b>Mitigation</b>	<b>Opportunities</b>
<i>Property</i>		
<i>Community Support</i> There have been previous concerns regarding the layout of the market affecting trade to local shops.	There are no significant changes to the layout and BID have been engaged in development of the specification	Development of Central Winchester potentially enables the market to relocate towards the Broadway. This flexibility has been built into the specification
<i>Timescales</i>		
<i>Project capacity</i>		
insufficient capacity to undertake the procurement	The Council's Interim Head of Procurement is supporting the process along with HCC who currently advertise all of the Council's OJEU tenders..	An opportunity for Estates colleagues to gain the experience of carrying out a tender exercise under the Public Contracts Regulations 2015.
<i>Financial / VfM</i>		
There is a financial risk that the future cost of managing the Winchester Markets will increase.  There is a risk that a new market operator will not be as successful in securing traders for the market, putting the business at risk and reducing the number of visitors to the City.	Careful evaluation of the submitted tenders will mitigate this risk  The tender exercise will examine the track record of the operators in securing traders, the quality and range of the traders offer and their experience in managing and growing a market in a prime retail location.	An opportunity for the Council to test the Market to ensure that the Council does not pay above the market price for the services of a Market Operator.
<i>Legal</i>		
<i>Legal</i> There is a risk that the form of Contract has to be amended.	This is mitigated by the Head of Legal approving the proposed contract.	An opportunity for the Council to identify any problems with existing format of the contract and

<p>There is a risk of a procurement challenge under the Remedies Directive by an unsuccessful bidder</p>	<p>This will be mitigated by the procurement exercise being carried out in an open, fair and transparent manner under guidance by the Interim Head of Procurement with support from the Head of Legal (Interim)</p>	<p>improve. An opportunity for the Council to identify improvement to template procurement documentation and processes.</p>
<p><i>Innovation</i></p>		
<p><i>Reputation</i></p>		
<p>If a new operator wins the tender and subsequently the market operation declines, there is a risk that the Council's reputation will be damaged with the BID and City Centre retailers</p>	<p>The risks are mitigated by ensuring that the tender process requires bidders to demonstrate their past experience of managing and growing a market in a prime location</p>	<p>A new operator could significantly refresh and improve the market, thereby improving the Council's reputation</p>
<p><i>Other</i></p>		
<p>There is a risk that there are a limited number of Market companies to provide a tender</p>	<p>This can be mitigated by carrying out some initial pre-,market engagement and also compliance with procedure giving sufficient notice to submit a tender when issuing advertising the required contract notice in the of Official Journal of European Union (OJEU)</p> <p>A clear and streamlined process will help to encourage bids</p>	
<p>There is a risk that the winning tenderer will not be as successful as the existing supplier..</p>	<p>To mitigate this risk the Tender questions regarding the Quality Criteria will seek examples of recent contracts, their proposals, strategy, social and economic advantages the tenderer might bring to Winchester.</p>	<p>An opportunity to identify what qualities are important to the Council.</p>

<p>If the existing supplier does not prove to be the successful tenderer, there is a risk that the links forged with Retailers, BID Highways and the Fire Service will take time to recreate.</p>	<p>This can be mitigated by allowing time for a planned contact mobilisation ensuring at change over, these links are initiated.</p>	
<p>No stalls will be located in the lower High Street whilst re-paving is carried out. If this is not carried out before 01 October 2019, this information will be included in the tender information pack and may have an effect on the tender.</p>	<p>Mitigate this by advising that spare capacity in Middle Brook Street whilst these works are taking place.</p>	

12 SUPPORTING INFORMATION:

12.1 The procurement documentation shall clearly set out what the Council requires for the management of the Market under a new contract which includes the following key points:

- Organising the erection of stalls at agreed locations in the High Street and Middle Brook Street with due regard for pedestrian flow, access to retail shops and access for emergency vehicles.
- Liaising with the retailers and the BID in consideration of their requirement regarding the siting of the stalls.
- Deal with all applications for pitches on the market with the objective of supporting the vitality and viability of Winchester City Centre as a retail location and visitor destination.
- Ensure that stallholders are provided with a 'Winchester Markets Trader Guidance' have completed the 'Application to Trade' form therein and achieve 'Approved Trader' status before being allowed to trade.
- Ensure that Food traders comply with Food safety & Health and Safety legislation and comply with the robust procedures for food traders in the Winchester Markets Trader Guidance providing all necessary certificates and evidence of public liability insurance before being allowed to trade.
- Maintain high quality markets which contain a variety of stalls selling a range of high quality goods and produce and customer focused stallholders which will encourage members of the public to visit the City.
- Ensure that stalls are provided to local traders where possible



- Market Manager on site at all times
- Work with stakeholders to accommodate events with due regard for safety which require access to the High Street and make reasonable adjustments to the operation and layout of the Market as necessary. This may include the early closure of the market, adjustment to the positioning of stalls, marshalling pedestrians through the high Street and up to four closures a year for military events or other parades or events.
- Liaise with the Fire Service and at all times have due regard for Health & Safety, ensuring that a route for emergency vehicles of not less than 4m wide is maintained through the High Street and Middle Brook Street pedestrianised areas and ensure that no stall shall obstruct a means of escape from adjacent premises.
- Be aware that the location of the Market may move from its High Street and Middle Brook Street location to another central location as directed by the Corporate Head of Asset Management.

12.2 It is anticipated that the procurement timetable could be achieved ensuring the successful operator is in place before Christmas 2019.

<b>KEY ACTIONS</b>	<b>DATES</b>
OJEU Contract Notice placed	01 April 2019
Closing date for submission of ITT	31 May 2019
Initial Evaluation of tender submissions	3 June – 14 June 2019
Possible Interviews / presentations	w/c 24 June 2019
Final Evaluation of tender submissions	1 – 5 July 2019
Successful Tenderer confirmed and successful and unsuccessful notifications issued	8 July 2019
Mandatory 10 day 'standstill' period	8 July – 18 July 2019
Contract Awarded	19 July 2019
Mobilisation	August / September
Contract Commencement Date	01 October 2019

12.3 The Market plays a prominent role in the life of Winchester High Street and it is proposed that the Evaluation Panel consists of the Corporate Head of Asset Management, Senior Estates Surveyor, Programme Lead (Central Winchester) and), Finance Business Partner, The Interim Head of Procurement will provide expert Advice.

12.4 The Evaluation Panel will make a recommendation to Strategic Director (Place) who will determine the successful bidder in consultation with Portfolio Holder (Estates) and Head of Legal Services.

13 OTHER OPTIONS CONSIDERED AND REJECTED

- 13.1 Prior to 2011 the Market was managed directly by the Council, but this arrangement was unsuccessful.
- 13.2 The alternative to this four-year contract procurement under Public Contract Regulations 2015 is to procure the contract for one year only under the Council's Contract Procedural Rules. Although possible, this was rejected because the estimated value of the contract for one year of £113,000 involves formal Public Invitation to Tender on an annual basis which does not provide continuity for operation of the Market and will provide no economies of scale.

BACKGROUND DOCUMENTS:-

Previous Committee Reports::

CAB 2799 Winchester Market Update, 29 March 2016

CAB 2310 Winchester Market Update, 11 April 2011

CAB 2274 Winchester Market Update, 07 December 2011

CAB 2100 Management of Winchester Market, 96 February 2011

Other Background Documents:-

None

APPENDICES:

Appendix A - Financial Information (Exempt Paper)

CAB3150  
CABINET

REPORT TITLE: WEST OF WATERLOOVILLE FORUM – REVISED TERMS OF REFERENCE

25 MARCH 2019

REPORT OF PORTFOLIO HOLDER: Cllr Stephen Godfrey, Portfolio Holder for Professional Services

Contact Officer: Steve Tilbury Tel No: 01962 848 256 Email [stilbury@winchester.gov.uk](mailto:stilbury@winchester.gov.uk)

WARD(S): DENMEAD / SOUTHWICK & WICKHAM

## PURPOSE

The Report seeks approval for a revised set of terms of reference for the West of Waterlooville Forum.

## RECOMMENDATIONS:

That the revised terms of reference for the West of Waterlooville Forum attached as Appendix 1 to the report be agreed, to take effect after the parish council election on 2 May 2019.

IMPLICATIONS:1 COUNCIL STRATEGY OUTCOME

- 1.1 The establishment of a successful community at West of Waterlooville is a priority for Winchester City Council.

2 FINANCIAL IMPLICATIONS

- 2.1 This report does not have any financial implications.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 None.

4 WORKFORCE IMPLICATIONS

- 4.1 None.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 None.

6 CONSULTATION AND COMMUNICATION

- 6.1 Comments have been sought from Havant Borough Council and Hampshire County Council but no response received to date. A verbal update will be provided at the meeting.
- 6.2 The parish councils have been closely involved in the process to undertake the Community Governance Review that led to the creation of Newlands Parish Council.
- 6.3 The Community Governance Review process included two major community consultations, which took place in January and March/April 2018. These involved a number of public events and generated more than 600 responses.
- 6.4 The process also required statutory notifications which have been carried out.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 None.

8 EQUALITY IMPACT ASSESSEMENT

- 8.1 None.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 None required.

## 10 RISK MANAGEMENT

10.1 None.

## 11 SUPPORTING INFORMATION:

### 11.1 Background

11.2 The West of Waterlooville Forum was established in May 2002 as a Winchester committee which included elected Member representation from Havant Borough Council and Hampshire County Council. The purpose of the Forum was to provide an opportunity for elected Members to discuss issues relating to the design, implementation and community development of the major development area (MDA) which straddles the Winchester / Havant border near Waterlooville. The Forum is not a decision making body, but through its guidance to developers and decision makers it has had a very real and practical influence on the content and quality of the Masterplan and the development of a successful community to date.

11.3 The terms of reference were revised in 2015 to reflect the work of the Advisory Group, established by the Forum, in assisting preparations for the establishment of a new parish council. It also formalised membership of the Forum for the existing parish councils of Denmead and Southwick & Widley. A copy of the current (2015) terms of reference is shown in Appendix 2.

11.4 The Forum has operated very constructively and has played an important role in providing a 'place' within which local communities, development interests and Council representatives can raise concerns and seek solutions across a variety of issues.

11.5 Now that the decision has been made to establish a new parish council to represent the MDA area – the Parish Council of Newlands, it is necessary to revise the terms of reference. This is exactly what was expected to happen at this point in the development and is an indication of successful progress.

### 11.6 Amended terms of reference

11.7 The amended terms of reference take specific account of the future role of the Parish Council of Newlands, which will represent residents living in the Winchester part of the development from 1 April 2019. Membership of the Forum is revised to include two members from the Parish Council of Newlands, replacing the two members (one each) that currently represent the Parish Councils of Denmead and Southwick & Widley.

11.8 Havant Borough has no parish councils and the Havant part of the development will therefore be unparished and administered solely by Havant Borough Council. Nevertheless, residents who live in the Havant part of West of Waterlooville will all meet the 'live within three miles' qualifying criterion for serving on the parish council and will therefore not be excluded from seeking election.

- 11.9 Confirmation is awaited that Havant Borough Council and Hampshire County Council wish to continue to be represented on the Forum with the same level of representation as under the existing terms of reference. A verbal update will be provided at the meeting.
- 11.10 The proposed amended terms of reference are attached as Appendix 1 to the report.
- 12 OTHER OPTIONS CONSIDERED AND REJECTED
- 12.1 The Forum was never intended to be a permanent part of the representational structure for West of Waterlooville and needs to have an 'exit strategy' for its work, handing over day to day representation of residents to the regular structures of governance in each district. However, this is not an appropriate time to end the work of the Forum, as many issues continue to arise that require consideration and response jointly by both Winchester and Havant Councils and the Forum is the appropriate place for such issues to be discussed.
- 12.2 Other governance options for the MDA area were considered and rejected as part of the Community Governance Review process.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

LR510; DRAFT REORGANISATION ORDER – COMMUNITY GOVERNANCE REVIEW WEST OF WATERLOOVILLE MDA; 14 JUNE 2018

CAB2667; WEST OF WATERLOOVILLE FORUM – REVISED TERMS OF REFERENCE; 18 MARCH 2015

Other Background Documents:-

None

APPENDICES:

Appendix 1 – Proposed revised Terms of Reference for the West of Waterlooville Forum

Appendix 2 – Existing Terms of Reference for the West of Waterlooville Forum

## **West of Waterlooville Forum – Proposed Revised Terms of Reference**

The major development area at West of Waterlooville has outline planning consent and a number of phases are now complete, including all of the Taylor Wimpey section. The community is becoming established and a new parish council comes into existence on 1 April 2019.

Some aspects of the West of Waterlooville Forum role have been served and it is now revised to work with the parish council to oversee the continued development of the community.

The two primary objectives of the West of Waterlooville Forum are now as follows:

1. To comment and advise on the next stages of the implementation of the West of Waterlooville master plan, in particular major elements of community infrastructure.
2. To ensure the success of the community development activities undertaken within the development area and advise on how these should progress.

In order to achieve this at each meeting the Forum will:

1. Receive and note a report outlining the progress of the physical development of the MDA;
2. Receive and comment on a report outlining community development activities and issues arising within the MDA;
3. Receive a report and comment to the relevant authority on any major infrastructure issue yet to be resolved which affects the MDA (if any);

(These may not be separate reports but may be combined where this is expedient).

Although the Forum has no formal decision making powers it can make recommendations to the parent authorities of Havant and Winchester.

In order to do this, the Forum shall:-

- Discuss the issues which arise out of these opportunities and challenges;
- Advise the relevant decision-making authorities on these issues;
- Consider the infrastructure and facility requirements.

The Forum shall meet in public (at least 3 times per year) and shall, so far as possible, seek to engage fully with the public. There may be occasions where there is a requirement to meet in confidential session due to matters of a commercial sensitivity.

### Constituent Authorities and membership

The membership of the Forum shall comprise of representatives from:-

- Havant Borough Council = 4 members (one of which shall be the vice-chairman of the Forum)
- Winchester City Council = 4 members (one of which shall be the chairman of the Forum)
- Parish Council of Newlands = 2 members.
- Hampshire County Council = 2 members

The Constituent Authorities may appoint deputy members.

### Method of Working and Voting Rights

All members are expected to use their best endeavours to reach conclusions by general consensus. Where any voting members of the Forum require a formal vote to be taken, this shall be on a show of hands by those members present and voting.

### Chairman

The Chairman of the Forum shall be appointed by Winchester City Council and the Vice-Chairman will be appointed from the Havant Borough Council membership.

### Quorum

The Forum will be quorate if five voting members are present.

### Administration

Winchester City Council shall be responsible for administration of the Forum, calling meetings and recording proceedings.

### Public Participation Procedure

#### **General**

- There will be a period of 10 minutes maximum at the beginning of each Forum meeting when the Chairman invites the public, including interested groups, to raise any general matters of interest and/or matters relating to the work of the Forum. Detailed matters relating to the agenda will not be accepted at this point, as there will be an opportunity for these to be heard under the appropriate agenda item. As is the usual practice for general public participation, however, Officers and Members may not be able to immediately respond at the meeting to points raised by the public where these relate to non-agenda items.



### ***Consideration of Individual Agenda Items***

- After an Officer has introduced an agenda item, the Chairman will invite public participation on matters relating to that agenda item. At this point, a period of ten minutes (subject to the Chairman's discretion) will be allowed for public comments. During this period, members of the public, including local interest groups will be able to object, support or ask questions directly relating to the agenda item and the comments of the Officer's presentation.
- An individual speaker will be limited to a maximum of three minutes per agenda item. Where a number of members of the public wish to speak, they will agree to the maximum allocation of the ten minute period for the public participation. The Committee Administrator will assist in this process before the start of the meeting. The Chairman will retain a general discretion to manage the public speakers process and may limit individual speakers to less than three minutes or take other steps necessary in order to maximise public participation in an appropriate way. The extension of the total 10 minute allowed for the public participation on any one item will be at the Chairman's discretion.
- There will be no further opportunity for the public to comment on an agenda item once the period of public participation has ended, even if the prescribed period has not been reached. The subsequent discussion, consideration and decision on the matter is then passed to Forum Members.
- Members and Officers will not provide immediate response to public comments raised from the floor. All comments and enquiries will be noted and the Chairman will invite Officer/Members to respond to specific points during the questions and debate period of the meeting.
- Members of the public who wish to speak should wherever possible contact the Committee Administrator before the start of the meeting (preferably by telephone or email prior to the day of the meeting to register their wish to speak) so that as many people as possible can speak during the public participation sessions (this list will be given to the Chairman before the start of the meeting).
- Once the period of public participation has drawn to a close, there will be an opportunity for elected members who are not on the Forum (relevant Portfolio Holders) to speak in advance of questions and debate amongst Forum Members, at the Chairman's discretion. This may include any councillors from Winchester City Council and Havant Borough Council.
- The Forum will then debate the item.

- The Chairman will then invite Officers to respond to any public comments raised from the floor, where appropriate, a vote will be taken to reach a formal recommendation on the agenda item.

March 2019

### **West of Waterlooville Forum – Existing Terms of Reference**

The major development area at West of Waterlooville has outline planning consent and several phases are now under way. The community is beginning to take shape and to find its own voice.

The initial purpose of the West of Waterlooville Forum has been served and it is now revised to oversee the transition from new community to established community.

The three primary objectives of the West of Waterlooville Forum are now as follows:

1. To comment and advise on the next stages of the implementation of the West of Waterlooville master plan, in particular major elements of community infrastructure.
2. To ensure the success of the community development activities undertaken within the development area and advise on how these should progress.
3. To secure the establishment of appropriate local democratic structures for the emerging community that will take responsibility for representing the area from April 2016.

In order to achieve this at each meeting the Forum will:

1. Receive and note a report outlining the progress of the physical development of the MDA;
2. Receive and comment on a report outlining community development activities and issues arising within the MDA;
3. Receive a report and comment to the relevant authority on any major infrastructure issue yet to be resolved which affects the MDA (if any);
4. Receive and comment on a report from the West of Waterlooville Advisory Group on the progress of the establishment of new parish level arrangements for representing the MDA in Winchester District and new neighbourhood level arrangements in Havant Borough.

(These may not be separate reports but may be combined where this is expedient).

Although the Forum has no formal decision making powers it can make recommendations to the parent authorities of Havant and Winchester on the most suitable arrangements for democratic and community representation within the MDA with a target that such arrangements become fully functioning from April 2016 at which point the Forum will be wound up.

In order to do this, the Forum shall:-

- Discuss the issues which arise out of these opportunities and challenges;
- Advise the relevant decision-making authorities on these issues;
- Consider the infrastructure and facility requirements.

The Forum shall meet in public (at least 3 times per year) and shall, so far as possible, seek to engage fully with the public. There may be occasions where there is a requirement to meet in confidential session due to matters of a commercial sensitivity.

### Constituent Authorities and membership

The membership of the Forum shall comprise of representatives from:-

- Havant Borough Council = 4 members (one of which shall be the vice-chairman of the Forum)
- Winchester City Council = 4 members (one of which shall be the chairman of the Forum)
- Parish Council of Denmead = 1 member.
- Southwick & Boarhunt Parish Council = 1 member.
- Hampshire County Council = 2 members

The Constituent Authorities may appoint deputy members.

### Method of Working and Voting Rights

All members are expected to use their best endeavours to reach conclusions by general consensus. Where any voting members of the Forum require a formal vote to be taken, this shall be on a show of hands by those members present and voting.

### Chairman

The Chairman of the Forum shall be appointed by Winchester City Council and the Vice-Chairman will be appointed from the Havant Borough Council membership.

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#### **General**

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Detailed matters relating to the agenda will not be accepted at this point, as there will be an opportunity for these to be heard under the appropriate agenda item. As is the usual practice for general public participation, however, Officers and Members may not be able to immediately respond at the meeting to points raised by the public where these relate to non-agenda items.

### ***Consideration of Individual Agenda Items***

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- Once the period of public participation has drawn to a close, there will be an opportunity for elected members who are not on the Forum (relevant Portfolio Holders) to speak in advance of questions and debate amongst Forum Members, at

the Chairman's discretion. This may include any councillors from Winchester City Council and Havant Borough Council.

- The Forum will then debate the item.
- The Chairman will then invite Officers to respond to any public comments raised from the floor, where appropriate, a vote will be taken to reach a formal recommendation on the agenda item.

March 2015

## CABINET (LEISURE CENTRE) COMMITTEE

Monday, 11 February 2019

Attendance:

Councillors

Griffiths (Chairman)

Ashton

Warwick

Other Invited Councillors:

Huxstep

Prince

Laming

Stallard

Others in attendance who addressed the meeting:

Councillors Burns, Horrill and Humby

Others in attendance who did not address the meeting:

Councillor McLean

---

1. **DISCLOSURE OF INTERESTS**

Councillors Huxstep, Stallard and Warwick declared disclosable pecuniary interests as they were all County Councillors and the County Council had awarded £1 million to the project. However they all participated in the meeting and, in the case of Councillor Warwick voted on items as below, under the dispensation granted by the Standards Committee.

2. **MINUTES OF THE PREVIOUS MEETING HELD ON 14 JANUARY 2019, LESS EXEMPT MINUTE**

RESOLVED:

That the minutes of the previous meeting held 14 January 2019, less exempt minute, be approved and adopted.

3. **REPRESENTATIONS FROM COUNCILLORS UNDER COUNCIL PROCEDURE RULE 35**

At the invitation of the Chairman, Councillors Horrill, Humby and Burns addressed the Committee (the latter requested to speak during the exempt session of the meeting and her comments are summarised under the exempt minute below). Councillor Horrill and Humby spoke at the start of the meeting as summarised below.

Councillor Horrill thanked all Officers, consultants and Members involved in the project so far and suggested that the public view now was that the new Centre should be built without delay. She welcomed the appointment of the building contractor and the new operator for the centre. She emphasised that at the start of the project, it was estimated that the Council would be required to invest £600k per year to support a new centre, but the Full Business Case (FBC) now indicated the new centre would return a benefit to the Council. The partnership working with the County Council, Pinder Trust and University of Winchester should also be celebrated.

Councillor Horrill stated that the Full Business Case had been discussed in detail at The Overview and Scrutiny Committee on 4 February 2019. With regard to concerns expressed at the meeting, she requested that Officers provide reassurance that all local sports groups had been consulted and there was documented evidence to this effect. In addition, she requested further assurance regarding the legitimacy of the Needs Assessment undertaken by Sports England.

Councillor Humby had also attended The Overview and Scrutiny Committee meeting on 4 February 2019 and expressed disappointment that some Members continued with negative comments regarding the project, despite the best efforts of all those involved to provide a new centre that maximised benefits for users of all abilities. Councillor Humby emphasised that he had been involved with the project from an early stage. He had attended initial meetings with the County Council where the offer of £1m was made, on the proviso that County-wide use was guaranteed. The sum originally agreed with the University was on the basis of the amount of University use and had changed to the sum now proposed because of the different proposal on offer. He emphasised that the Council had employed consultants to offer expert advice on the project and this should be given due regard.

#### 4. **PUBLIC PARTICIPATION**

Four members of the public and/or representatives of local groups spoke during public participation and their comments are summarised below.

Sandra Bowhay (Winchester Netball Club) stated that she had also spoken at The Overview and Scrutiny Committee on 4 February 2019. She expressed concern that the new facilities would not allow adequate space for the Club to increase its membership (it already had a long waiting list). The Club had responded to consultation, along with Western Blades, but believed they had been presented with an option for two netball courts as a “fait accompli” (when their preference would have been for three courts). She also expressed disappointment with the standard and guaranteed availability of the alternative court at the ATR offered by the Council.

Emma Back (Winchester SALT) had also spoken at The Overview and Scrutiny Committee on 4 February and wished to clarify a statement attributed to her in the draft minutes of that meeting (Report CAB3146(LC) refers) to emphasise that local clubs could have generated revenue to the new centre of significantly more than the £1.7million over 40 years committed by the University. In her opinion, it



would have been more than £10m over the 40 years if all the clubs' suggestions had been taken on board but these had been largely discounted, with the exception of the larger sports clubs. She also was disappointed that she was not offered the opportunity to discuss the needs assessment with the consultants.

Mike Fisher (Winchester City Penguins Swimming Club) stated that the new Centre would offer a great opportunity for the community with regards to the additional water space, including competitive swimming and welcomed the assurances given regarding affordable access. It was estimated that the Club would contribute over £6m over the life of the new centre and would be seeking to organise approximately 30 competitive events per year. He was looking forward to working in partnership with the new operator, including discussions over equipment for the new facilities (and potential for financial contributions from the Club). He would also welcome further investigation of the potential for swimming scholarships to be offered by Winchester University.

Geoff Wright (St Giles Hill resident) noted that his written questions submitted to The Overview and Scrutiny Committee on 4 February 2019 (as he had been unable to attend the rearranged date) had been answered at that meeting. Whilst supporting the new centre, he remained concerned regarding the FBC being able to be built, operated, managed and financed with no net financial contribution from the Council. His concerns included the following:

- the comparatively high construction costs;
- perceived difficult relationships with some sports groups and concern that the new facility would not be fit for purpose;
- no increase in numbers of courts to be provided than at the existing leisure centre;
- decrease in sum offered by the University towards the project;
- assessment of the income from the operator to the Council indicated a long period at the start when the Council is paying out more than receiving.

5. **WINCHESTER SPORT & LEISURE CENTRE – FULL BUSINESS CASE (LESS EXEMPT APPENDIX)**  
(CAB3082(LC))

The Committee received a presentation on the Full Business Case from the Strategic Director: Place and the Head of Programme, together with the following consultants who were present at the meeting:

- Simon Molden – The Sports Consultancy (TSC)
- Olivia Burton and Sean Clarke - MACE

The presentation was available on the Council's website via [this page](#).

In response to the presentation and comments made during public participation, in summary the following points were made:

- All sports clubs and groups with a connection to the district had been invited to consultation events (over 200 groups), comments had been documented and taken account of. The results of the engagement had all been reported to Cabinet (Leisure Centre) Committee on 25 July 2018 (Report

CAB3067(LC) refers). However, it was not possible for each, sometimes competing, demand to be met.

- The operator and the Council would continue to work closely with local groups to try and meet their various priorities.
- Hampshire County Council contribution was based on the facility being of the required standard for the Hampshire Institute of Sport. It was noted that the facility was for residents of the district and the wider area.
- Winchester SALT had provided useful information on sports club usage which had been discussed with the consultants. In addition, Emma Back had met with the consultants and the Council.
- The prices for using the new centre would be agreed by the Committee following discussion by the Advisory Panel. The FBC was based on a 15% price increase from 2018 prices.
- The offer by Winchester City Penguins Club to work with the Council was welcomed and it was intended that a meeting between the Club and the Operator be arranged as soon as possible.
- The suggestion for the University to offer swimming scholarships was also noted as a possibility.
- MACE highlighted the difficulties of undertaking cost comparisons of different leisure centres as each centre had different facilities (for example, another centre with a 50 metre pool and hydrotherapy centre). MACE did undertake checks at each stage that the facility offered value for money. He offered to investigate further if specific examples were suggested. Mr Molden advised that the Sports Consultancy had worked on 21 leisure facilities over the last 20 years and this project was comparable in terms of costs.
- The FBC had been prepared based on zero capital or revenue contribution from the University. The construction cost contract passed financial risk to the construction company. The FBC demonstrated a positive financial position for the Council on an un-discounted payment basis (exact details contained in exempt appendix).
- The Strategic Director: Resources advised that there was a deficit to the Council at the start of the scheme but after 40 years, there was estimated to be a net surplus. 40 years was chosen as that was the estimated life of the asset. MACE clarified that core structure of the building was estimated to last for at least 40 years, whereas secondary elements (such as external cladding or internal plumbing) were warranted for 25 years (but normally last longer in practice) and replacement costs were factored in.
- The facility mix had been agreed by Cabinet at its meeting on 13 November 2017 (Report CAB2970 refers). There was a detrimental impact on the business case of increasing the size of the sports hall. In addition, a bigger hall would have resulted in increased loss of football pitches and a bigger building overall, to the potential detriment of nearby residents. A larger building may also have significant planning challenges.
- The size of the eight court hall proposed was 250 sq.m larger than the eight court hall at the existing centre. In addition, there was twice the amount of studio space provided which would reduce the pressure on hall usage.
- Simon Molden confirmed that bidders for the operator contract had been provided with the detail of sports club usage and it was stipulated that the centre was primarily to be operated for community use. The needs

assessment had been carried out following the approved Sports England process (it was the accepted desktop model for assessing need).

- The Needs Assessment had flagged up the potential for an additional four court sports hall in the southern parishes and a further report would be brought to Committee on this later in the year.
- The Head of Programme confirmed that Winchester Netball Club had been consulted and officers had worked closely with the Club to try and find suitable alternative accommodation. He noted that the Club was not satisfied with facilities at the ATR and agreed to continue to work with the Club to try and find an alternative solution both in the short term and also to try to enable the access required to the new leisure centre. The contract specification required priority for local club use. However, he highlighted that it would not be practically possible for all clubs to always have access at peak times.
- The Strategic Director: Resources confirmed that the proposal to use some reserves to fund the project would not impact upon other proposed projects.
- With regard to inflation forecasts, the Strategic Director: Resources advised that the exempt appendix included scenario planning. However, the average inflation rate over the last 30 years had been 2.6% (with 19 years above and 11 years below 2%).

Cabinet agreed to the following for the reasons outlined above, discussed during the exempt session below, and set out in the Report.

RESOLVED:

1. That the contents of the Full Business Case (FBC) in Exempt Appendix A be acknowledged and noted.
2. That the preferred option for a new Sport & Leisure Centre as detailed in the FBC be approved.
3. That the Corporate Head of Asset Management be authorised, subject to agreeing terms, to enter into a construction contract with Willmott Dixon Construction Ltd to build the Sport and Leisure Centre.
4. That authority be delegated to the Head of Programme:
  - a) to agree terms for the Funding/ Collaboration agreement with the University of Winchester;
  - b) to agree and enter into a contract with the Operator based upon the outcome in relation to facilities to be included within the management operation.
5. That subject to Council approval of the revised budget, the total capital expenditure and associated revenue consequences as detailed in Exempt Appendix A for the construction and associated costs of the Sport and Leisure Centre be approved.

6. That the Corporate Head of Asset Management be authorised to oversee the construction of the Sport and Leisure Centre on the Garrison Ground.

6. **MINUTE EXTRACT FROM THE OVERVIEW AND SCRUTINY COMMITTEE HELD 4 FEBRUARY 2019 (LESS EXEMPT MINUTE)**  
(CAB3146(LC))

The Committee noted the minute extract and that the majority of questions from the Committee had been addressed under the above minute.

In addition, the Head of Programme clarified the following:

- The contract covered the early termination of the contract with Places for People;
- The Council would retain management of the car park, working alongside the operator. It would also consult local residents regarding on-street parking matters.
- With regard to attracting hard to reach groups, the saver card facility would be retained enabling discounts to certain groups.

RESOLVED:

That the minute extract from The Overview and Scrutiny Committee held 4 February 2019, less exempt minute, be noted.

7. **EXEMPT BUSINESS:**

RESOLVED:

1. That in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

2. That the public be excluded from the meeting during the consideration of the following items of business because it is likely that, if members of the public were present, there would be disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

<u>Minute Number</u>	<u>Item</u>	<u>Description of Exempt Information</u>
8	Exempt minute of the previous meeting	) Information relating to the financial or business affairs of any particular person (including the authority holding that information). (Para 3 Schedule 12A refers)
11	Winchester Sport & Leisure Centre – FBC (exempt appendix)	)
12	Exempt minute extract The Overview and	)

8. **EXEMPT MINUTES OF THE PREVIOUS MEETING HELD 14 JANUARY 2019**  
(CAB3146(LC))

RESOLVED:

That the exempt minutes of the previous meeting held 14 January 2019 be approved and adopted.

9. **WINCHESTER SPORT & LEISURE CENTRE – FULL BUSINESS CASE**  
**(EXEMPT APPENDIX)**  
(CAB3082(LC))

Cabinet considered the contents of the exempt appendix to the report which provided further detail regarding the FBC (detail in exempt minute). Simon Molden (The Sports Consultancy) along with Olivia Burton and Shaun Clarke (MACE) remained in the room during the exempt discussion to provide response to any questions relating to the exempt appendix.

10. **EXEMPT MINUTE EXTRACT FROM THE OVERVIEW AND SCRUTINY**  
**COMMITTEE HELD 4 FEBRUARY 2019**  
(CAB3146(LC))

Cabinet considered the content of the minute extract (detail in exempt minute).

The meeting commenced at 4.30pm and concluded at 7.30pm

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**Strategic Director:** City Offices  
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## Forward Plan of Key Decisions

April 2019

The Forward Plan is produced by the Council under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. The purpose of the Plan is to give advance notice of Key Decisions to be made by the Cabinet, Cabinet Committees, Portfolio Holders or officers on its behalf. This is to give both Members of the Council and the public the opportunity of making their views known at the earliest possible stage.

This is the Forward Plan prepared for the period **1 - 30 April 2019** and will normally be replaced at the end of each calendar month.

The Plan shows the Key Decisions likely to be taken within the above period. Key Decisions are those which are financially significant or which have a significant impact. This has been decided, by the Council, to be decisions which involve income or expenditure over £200,000 or which will have a significant effect on people or organisations in two or more wards.

The majority of decisions are taken by Cabinet and its committees, together with the individual Portfolios held, where appropriate. The membership of Cabinet and its committees, and their meeting dates can be found [via this link](#). Other decisions may be taken by Portfolio Holders or Officers in accordance with the Officers Scheme of Delegation, as agreed by the Council (a list of Portfolio Holders used in the Plan is set out overleaf).

The Plan has been set out in the following sections:

**Section A** – Cabinet and Committees

**Section B** - Individual Portfolio Holders

**Section C** – Officer Decisions

Anyone who wishes to make representations about any item included in the Plan should write to the officer listed in Column 5 of the Plan, at the above address. Copies of documents listed in the Plan for submission to a decision taker are available for inspection on the Council's website or by writing to the above address. Where the document is a committee report, it will usually be available five days before the meeting. Other documents relevant to the decision may also be submitted to the decision maker and are



available on Council's website or via email [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) or by writing to the above

Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 refers to the requirement to provide notice of an intention to hold a meeting in private, inclusive of a statement of reasons. If you have any representations as to why the meeting should be held in private, then please contact the Council via [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) or by writing to the above address. **Please follow this link to definition of the paragraphs** (Access to Information Procedure Rules, Part 4, page 32, para 10.4) detailing why a matter may be classed as exempt from publication under the Local Government Acts, and not available to the public.

If you have any queries regarding the operation or content of the Forward Plan please contact David Blakemore (Democratic Services Manager) on 01962 848 217.

### **Cllr Caroline Horrill**

Leader of the Council

1 March 2019

#### **Cabinet Members:**

- Cllr Caroline Horrill
- Cllr Rob Humby
- Cllr Guy Ashton
- Cllr Caroline Brook
- Cllr Stephen Godfrey
- Cllr Lisa Griffiths
- Cllr Stephen Miller
- Cllr Jan Warwick

#### **Portfolio Held:**

Leader & Portfolio for Housing Services

Deputy Leader & Portfolio for Business Partnerships

Finance

Built Environment

Professional Services

Health & Wellbeing

Estates

Environment



	Item	Portfolio Holder	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Committee, Portfolio Holder or Officer)	Date/ period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
<b>Section A -</b>										
<b>Decisions made by Cabinet and Cabinet Committees</b>										
	None.									
<b>Section B -</b>										
<b>Decisions made by individual Portfolio Holders</b>										
	None.									
<b>Section C -</b>										
<b>Decisions made by Officers</b>										
1	Treasury Management – decisions in accordance with the Council’s approved strategy and policy	Portfolio Holder for Finance	In accordance with the Prudential Indicators approved by the Council	All Wards	Hampshire County Council (HCC) Finance Department on behalf of WCC	Designated working papers	Designated HCC Finance staff, daily	Apr-19	Apr-19	Open

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of the Local Government Act 1972.**

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