



Meeting Cabinet

Date and Time Wednesday, 20th October, 2021 at 9.30 am.

Venue Walton Suite, Winchester Guildhall

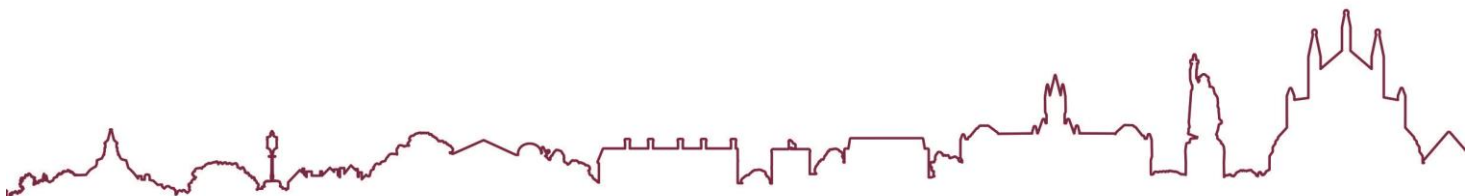
Note: *This meeting is being held in person at the location specified above. In line with relevant legislation and public health guidance the following arrangements apply. Members of the public should note that a live audio feed of the meeting will be available from the councils website (www.winchester.gov.uk) and the video recording will be available shortly after the meeting.*

For members of the public and “visiting councillors” who are unable to utilise this facility a limited number of seats will be made available at the above named location however attendance must be notified to the council at least 3 working days before the meeting. Please note that priority will be given to those wishing to attend and address the meeting over those wishing to attend and observe.

AGENDA

PROCEDURAL ITEMS

1. **Apologies**
To record the names of apologies given.
2. **Membership of Cabinet bodies 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.**



Note: Councillors wishing to speak about a particular agenda item are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264). Councillors will normally be invited by the Chairperson to speak during the appropriate item (after the Cabinet Member's introduction and questions from other Cabinet Members).

BUSINESS ITEMS

5. **Minutes of the previous meeting held on 15 September 2021, less exempt minute.** (Pages 5 - 10)

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 Cabinet Member's introduction and any questions from Cabinet Members).

NB members of the public are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264).

Members of the public and visiting councillors may speak at Cabinet, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on Thursday 14 October 2021** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.

7. **Leader and Cabinet Members' Announcements**
8. Winchester District Green Economic Development Strategy (Pages 11 - 180)
Key Decision (CAB3319)
9. Air Quality Supplementary Planning Document (SPD) (Pages 181 - 234)
Key Decision (CAB3311)
10. General Fund Budget Options & Medium Term Financial Strategy (Pages 235 - 260)
Key Decision (CAB3318)
11. Goods Shed site in Barfield Close, Winchester (Pages 261 - 272)
Key Decision (CAB3315)
12. Proposed Article 4 direction for Chalk Ridge, Winchester (Pages 273 - 282)
(CAB3313)

13. To note the future items for consideration by Cabinet as shown on the November 2021 Forward Plan. (Pages 283 - 286)
14. **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.
15. Exempt minute of the previous meeting held on 15 September 2021 (Pages 287 - 288)

Lisa Kirkman
Strategic Director and Monitoring Officer

All of the Council's publicly available agendas, reports and minutes are available to view and download from the Council's [Website](#) and are also open to inspection at the offices of the council. As part of our drive to minimise our use of paper we do not provide paper copies of the full agenda pack at meetings. We do however, provide a number of copies of the agenda front sheet at the meeting which contains the QR Code opposite. Scanning this code enables members of the public to easily access all of the meeting papers on their own electronic device. Please hold your device's camera or QR code App over the QR Code so that it's clearly visible within your screen and you will be redirected to the agenda pack.



12 October 2021

Agenda Contact: Nancy Graham, Senior Democratic Services Officer
Tel: 01962 848 235, Email: ngraham@winchester.gov.uk

**With the exception of exempt items, Agenda, reports and previous minutes are available on the Council's Website www.winchester.gov.uk*

CABINET – Membership 2021/22

Chairperson: Councillor Thompson (Leader and Cabinet Member for Partnership Working)

Councillor Cutler (Deputy Leader and Cabinet Member for Finance and Service Quality)

| | | |
|-------------------|---|---|
| Councillor | - | Cabinet Member |
| Clear | - | Cabinet Member for Communities and Wellbeing |
| Gordon-Smith | - | Cabinet Member for Built Environment |
| Learney | - | Cabinet Member for Housing and Asset Management |
| Murphy | - | Cabinet Member for Climate Emergency |
| Tod | - | Cabinet Member for Economic Recovery |

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.

Public Participation at meetings

Representations will be limited to a maximum of 3 minutes, subject to a maximum 15 minutes set aside for all questions and answers.

To reserve your place to speak, you are asked to **register with Democratic Services three clear working days prior to the meeting** – please see public participation agenda item below for further details. People will be invited to speak in the order that they have registered, subject to the maximum time period allowed for speaking not being exceeded. Public Participation is at the Chairperson's discretion.

Filming and Broadcast Notification

This meeting may be recorded and broadcast live on the Council's website. The meeting may also be recorded and broadcast by the press and members of the public – please see the Access to Information Procedure Rules within the Council's Constitution for further information, which is available to view on the [Council's website](#).

Disabled Access

Disabled access is normally available, but please phone Democratic Services on 01962 848 264 or email 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, 15 September 2021

Attendance:

| | |
|--------------------------------------|--|
| Councillor Thompson (Chairperson) | – Leader and Cabinet Member for Partnership Working |
| Councillor Cutler (Vice-Chair) | – Deputy Leader and Cabinet Member for Finance and Service Quality |
| Councillor Clear | – Cabinet Member for Communities and Wellbeing |
| Councillor Gordon-Smith | – Cabinet Member for Built Environment |
| Councillor Learney | – Cabinet Member for Housing and Asset Management |
| Councillor Murphy | – Cabinet Member for Climate Emergency |
| Councillor Tod | – Cabinet Member for Economic Recovery |

Others in attendance who addressed the meeting:

Councillor Horrill

David Light (TACT)

[Full audio recording and video recording](#)

1. **MEMBERSHIP OF CABINET BODIES ETC.**

RESOLVED:

That the membership of the Kings Barton Forum be amended for the remainder of the 2021/22 municipal year, as detailed below:

- a) Councillor Rutter to stand down as member of the Forum, with a replacement member to be appointed in due course.
- b) Councillor Weir to be appointed as Chairperson of the Forum in place of Councillor Rutter.

2. **DISCLOSURE OF INTERESTS**

Councillor Tod declared a personal (but not prejudicial) interest in respect of reports due to his role as a County Councillor.

3. **MINUTES OF THE PREVIOUS MEETING, LESS EXEMPT MINUTE.**

RESOLVED:

That the minutes of the previous meeting held on 21 July 2021, less exempt minute be agreed as a correct record.

4. **PUBLIC PARTICIPATION**

Ian Tait spoke during public participation as summarised briefly below.

Referred to his comments made at the previous Cabinet meeting regarding 54 new homes in North Whiteley and his previous opposition to the proposal for a commuted sum rather than allocation of affordable housing on site (when he was a councillor and a member of the council's Planning Committee). Queried why the report was exempt and when the specific details regarding the 54 new homes would be released.

The Strategic Director advised that the details remained exempt as negotiations were ongoing but that the information requested would be released as soon as possible.

5. **LEADER AND CABINET MEMBERS' ANNOUNCEMENTS**

Cabinet Members made a number of announcements as summarised briefly below.

Councillor Clear

A virtual funding event was taking place to offer advice and information to voluntary sector organisations about the grant application process. To assist with Covid recovery, match funding had been increased from £2,000 to £4,000. A crowd funding webinar would take place on 28 September and the panel meeting to consider small grants' applications would be held on 11 October.

Councillor Tod

Following the successful trial introduction of carton waste collection bins at Worthy Lane, Winchester the bins would be rolled out to another four "bring sites" across the district.

6. **COMMUNITY INFRASTRUCTURE LEVY (CIL) SPENDING PROGRAMME UPDATE**
(CAB3310)

Councillor Gordon-Smith introduced the report and welcomed the opportunity to allocate funding for a wide range of projects, across the whole district.

At the invitation of the Leader, Councillor Horrill addressed Cabinet as summarised briefly below.

In general welcomed the continued success of the CIL scheme but queried whether the overall amount available each year should be increased to take account of rising costs. Highlighted the significant

allocation towards the Winnall flats open space scheme. Emphasised that projects such as the Theatre Royal had a district wide impact and appeal. Questioned how many organisations had been declined funding.

The CIL Implementation Officer responded to the questions raised including emphasising that district scheme had been awarded over £1.3m over the last three years.

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

RESOLVED:

1. That the updated three year spending programme set out in Appendix A of the report be approved.

2. That an additional £2,500 be allocated from the Winchester City Council CIL income receipts bringing the total community budget allocation for 2021/22 to £282,500 including £30,000 unspent budget brought forward from 2020/21.

3. That the allocation of £282,500, from Winchester City Council CIL income receipts set aside for community projects be approved as set out in Section 11.8 of the report, and the expenditure under Financial Procedure Rule 7.4 be approved for the funding of eight community led projects recommended by the Informal Panel. This includes the following specific projects:

- a) Bishops Waltham Skate Park - £45,000
- b) Colden Common Tennis Club Lighting Upgrade - £10,000
- c) Arlebury Park New Alresford Outdoor Gym - £20,000
- d) St Marks Church Oliver's Battery Building Improvements - £30,000
- e) River Dever Sutton Scotney Boardwalk - £20,000
- f) Whiteley Skate Park - £65,000
- g) Wickham Water Meadows New Footpaths and Fencing - £40,000
- h) Wickham Community Centre Kitchen Upgrade - £52,500

4. That the allocation of £200,000 from the Winchester City Council CIL receipts be approved for the provision of a 3G (Third Generation) all-weather pitch at Winchester Football Club recommended by the Informal Panel and detailed in Section 11.9 of the report. The allocation would be subject to the required additional funding being secured from the Football Foundation, a successful application for planning permission and a business case being submitted to Cabinet at a later date.

5. That the expenditure for a capital grant of £68,000 from the Winchester City Council CIL receipts be approved for the provision of an improved open space and outdoor café area and associated building alterations for the Theatre Royal, Winchester, recommended by the Informal Panel and detailed in Section 11.9 of the report.

6. That an increase to the capital budget of £110,000 be approved, to be funded from the Winchester City Council CIL receipts, for the provision of playground equipment for Abbey Gardens in Winchester recommended by the Informal Panel and included in Appendix A to the report bringing the total budget to £230,000, and approve the expenditure of this budget.

7. That the capital budget and expenditure of £61,000 be approved to be funded from the Winchester City Council CIL receipts for the provision of a lay-by and footpath link at Hookpit Farm Road Kings Worthy recommended by the Informal Panel and included in Appendix A of the report. (Maintenance costs will be met from existing NERT budgets)

8. That the expenditure for a capital grant of £50,000 to be funded from the Winchester City Council CIL receipts be approved for the provision of pedestrian steps linking Stockbridge Road, Winchester with access to the railway station.

9. That an additional capital budget and expenditure of £6,000 to be funded from the Winchester City Council CIL receipts be approved for the provision of additional Wayfinding signs in Winchester in association with new signing for the Winchester Sports and Leisure Park.

10. That the criteria for considering future bids for CIL funding be reviewed and refreshed to reflect the commitment to reducing carbon emissions to help meet the council's climate emergency targets, with the agreement of the new criteria delegated to the Strategic Director in consultation with the Cabinet Member for Built Environment.

7. **FUTURE ARRANGEMENTS FOR DEVELOPMENT MANAGEMENT IN THE SOUTH DOWNS NATIONAL PARK (SDNP)**
(CAB3314)

Councillor Gordon-Smith introduced the report and highlighted the advantages of the ongoing arrangement.

At the invitation of the Leader, Councillor Horrill addressed Cabinet as summarised briefly below.

Welcomed the report and acknowledged the positive benefits of the important ongoing relationship with the SDNP. Queried the financial implications of the arrangement for the council.

Cabinet Members and the Corporate Head of Regulatory responded to comments made and confirmed that in general, the funds received from the SDNPA covered the costs incurred by the council.

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

RESOLVED:

1. That the Corporate Head Regulatory, in consultation with the Cabinet Member for the Built Environment, be authorised to agree the

detailed payment and operational arrangements with the South Downs National Park Authority.

2. That the Service Lead – Legal be authorised to approve and enter into a new agreement for the delivery of development management services (including planning enforcement) on behalf of the South Downs National Park Authority for a period of 2 years from October 2022, with provision to extend the agreement for a further period of 2 years subject to the agreement of both parties.

8. **Q1 FINANCE & PERFORMANCE MONITORING**
(CAB3312)

Councillor Cutler introduced the report, highlighting key points and drew attention to the list of questions and actions raised by the Performance Panel which was appended to the report as appendix 6.

At the invitation of the Leader, Councillor Horrill addressed Cabinet as summarised briefly below.

Highlighted the extensive scrutiny and analysis of the monitoring information undertaken by the Performance Panel. The Panel requested that Cabinet pay particular attention to the number of projects and other areas of work that had fallen behind schedule.

Councillor Cutler and other Cabinet Members responded to comments made, including outlining some of the reasons for the delay.

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

RESOLVED:

That the progress achieved during Q1 of 2021/22 be noted and the contents of the report be endorsed.

9. **FUTURE ITEMS FOR CONSIDERATION**

RESOLVED:

That the list of future items, as set out in the Forward Plan for October 2021, be noted.

10. **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> |
|----------------------|--|--|
| 11 | Exempt minute of the previous meeting |) Information relating to the financial or business affairs of |
| 14 | Winnall flats new homes scheme – variation to contract sum |) any particular person (including the authority holding that information). (Para 3 Schedule 12A refers) |

11. **EXEMPT MINUTE OF THE PREVIOUS MEETING**

RESOLVED:

That the exempt minute of the previous meeting, held 21 July 2021, be agreed as a correct record.

12. **WINNALL FLATS NEW HOMES SCHEME - VARIATION TO CONTRACT SUM (CAB3317)**

Cabinet considered the above report which set out proposals regarding Winnall flats new homes scheme in relation to a variation to the contract sum (detail in exempt minute). David Light (TACT) and Councillor Horrill both remained during the exempt session and addressed Cabinet.

The meeting commenced at 9.30 am and concluded at 10.20 am

1.

CAB3319
CABINET

REPORT TITLE: WINCHESTER DISTRICT GREEN ECONOMIC DEVELOPMENT STRATEGY

20 OCTOBER 2021

REPORT OF CABINET MEMBER: Cllr. Martin Tod, Cabinet Member for Economic Recovery

Contact Officer: Andrew Gostelow: Service Lead Economy & Tourism

Tel No: 01962 848065 Email agostelow@winchester.gov.uk

WARD(S): ALL

PURPOSE

This paper summarises the work that has been undertaken in developing the next ten year Winchester District Green Economic Development Strategy.

The strategy, see Appendix 1, sets out a framework and overall direction to influence the development of the district's economy over the next ten years, including its role in enabling the commitment to being carbon neutral by 2030. It supports a green recovery from the Covid-19 pandemic and will present a compelling proposition of Winchester district as carbon neutral, sustainable place in which to live, work, study and visit.

The strategy is underpinned by a comprehensive evidence base, see appendix 2, and extensive programme of stakeholder engagement. It builds on our existing sector and business and skills strengths, using them to springboard to a greener, more technologically driven, creative economy. It recognises that growth must be shared by all, reducing inequalities with high quality job opportunities for all demographics across the district.

This Green Economic Development Strategy (GEDS) provides a framework of scenarios, themes and outcomes forming the foundation from which the city council and stakeholders can work collectively to co-create a shared plan of short, medium and long term actions, supported by a robust and measurable programme of implementation. The strategy proposes a range of indicative and longer term actions that will be considered, refined, adapted or changed as the next stage of engagement on action and resource planning is undertaken.

RECOMMENDATIONS:

That cabinet:

1. Adopt the Ten Year Winchester District Green Economic Development Strategy framework (GEDS).
2. Delegate authority to the Corporate Head of Economy & Community to prepare a detailed action plan to respond to the scenarios, themes and outcomes outlined in the 10 year Winchester District Green Economic Development Strategy Framework which will be developed in partnership with internal and external stakeholders.

IMPLICATIONS:

1. **COUNCIL PLAN OUTCOME**

1.1. **Tackling the Climate Emergency and Creating a Greener District**

- 1.2. There are 8,000 businesses employing 83,000 people across the district, all contributing to the energy and transport carbon emissions of the district. This framework strategy and future action plan provides a significant opportunity to drive a step change in the district's carbon emissions and attract new businesses operating in the green growth sectors. Therefore the Framework Strategy focuses on the opportunity to shift to a greener, sustainable, inclusive economy and outlines how to rebuild and re-imagine post COVID. Given the council's ambition to be a zero carbon district by 2030, the strategy is a key mechanism through which to deliver the necessary change to a low/zero carbon economy. It is therefore aligned with the Carbon Neutrality Action Plan which demonstrates the council's leadership intent in tackling the climate emergency.

1.3. **Homes for all**

- 1.4. An affordable mix of housing is a vital factor in fostering a successful economy. The Framework Strategy identifies the nature of future employment and ways of working that will affect future housing need and demand.

1.5. **Vibrant Local Economy**

- 1.6. Within the Council Plan we have said that to create the vibrant local economy we will 'grasp opportunities for green growth'. The Framework Strategy identifies these opportunities and illustrative actions the council and external stakeholders can take to facilitate this green growth and provides a platform to lever inward investment. An external facing persuasive proposition to promote Winchester District as a location for sustainable investment in new and emerging sectors will be created as part of the outstanding pieces of work related to this project.

1.7. The Framework Strategy provides the foundation of how to transform Winchester District's economy to a greener, more technologically driven, creative economy, where our existing businesses can grow sustainably; new businesses can be created and thrive, and there are high quality job opportunities across the district for all demographics

1.8. **Living Well**

1.9. The importance of providing the opportunity for all residents to benefit from and contribute to the economy of Winchester District is recognised in the Framework Strategy within the 'levelled up' scenario. This ensures economic growth and developments redresses widening inequalities and promotes inclusion and participation in the future of the district. Also, the '20 minute communities' scenario sets the opportunity for new investments and services to enable residents across the district access to a greater breadth and depth of live-work offers.

1.10. **Your Services, Your Voice**

1.11. An innovative and collaborative approach to ensure comprehensive stakeholder engagement was adopted to develop the Framework Strategy. This ensured that stakeholders and communities were able to have their say in the future growth and development of the district's economy. This included the development of a stakeholder reference group and a range of stakeholder 'round table' style consultations which has facilitated a consensus around the scenarios, themes and outcomes illustrated in the strategy. A similar approach to stakeholder engagement will be adopted in the process of developing and delivering the action plan.

2. **FINANCIAL IMPLICATIONS**

2.1. The resources required to complete the development of the strategy have been secured as outlined in CAB3265/21 October 2020. A £45,000 allocation was agreed to be made from the Climate Emergency Programme budget along with approval to appoint a specialist consultant.

2.2. The creation of the action plan with priorities following approval of the Strategy will include resource planning to ensure these are aligned with its implementation. The need for additional resource will be set out within council's annual budget setting process and mid-term financial management strategy.

2.3. The delivery of the strategy outcomes will require finance and investment over the ten year period. This will include the need to access funding programmes, attract inward investment and bid for grants. Strong partnerships and robustly developed business cases will have to be in place to be successful in securing this external funding. The Strategy creates the framework, evidence base and vision to support this activity.

3. LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1. There are no legal and procurement implications arising directly from this report. The projects identified within the Ten Year Winchester District Green Economic Development Strategy Framework will be subject to input and review, at their time of implementation, by Legal Services and Procurement as and when necessary, and in particular where they require consideration of the council's Financial Procedure Rules, Contract Procedure Rules and Public Contracts Regulations 2015 (PCR2015).

4. WORKFORCE IMPLICATIONS

- 4.1. The Economy & Community Service will take overall responsibility for the implementation, monitoring and reporting of the Green Economic Development Strategy. The Economy and Tourism Team will play a lead role in providing resources to support this work. As part of the action planning process resource planning will also be undertaken to ensure there is the necessary capacity to deliver the Strategy.
- 4.2. It should be noted that this Strategy will require services across the council to align resources to its implementation for example housing, transport, bio-diversity and sustainability.

5. PROPERTY AND ASSET IMPLICATIONS

- 5.1. NONE

6. CONSULTATION AND COMMUNICATION

- 6.1. In addition to external consultation, as outlined in paragraph 1.10, the creation of the consultant's brief, the selection of the consultant and the development of the Framework Strategy has been considered as follows:-

Cabinet Members' Workshop – 28 September 2020

Cross-party and multi-officer procurement selection panel – 9 August 2021

Business & Housing Policy Committee – 22 June 2021 and 21 September 2021

Members' Briefing – 16 August 2021

- 6.2. The Cabinet Members for Local Economy and subsequently Economic Recovery and Climate Emergency have been engaged in the process throughout as has key officers across the City Council, especially planning and sustainability. Feedback has been given by the Corporate Head of Regulatory, the Business and Housing Policy Committee. These comments along with responses are summarised in the following table:

| Comment | Response |
|---|---|
| Stakeholder sessions should be undertaken to explore the proposed scenarios, themes and outcomes. | The engagement exercise with businesses and stakeholders to develop the detailed action plan include the future governance arrangements for a GEDS for example by creating a reference or implementation group to work with the council on project planning and delivery. |
| A more reader friendly version of the framework strategy should be produced, appropriate for the relevant audiences it is aimed at. | An easily understood executive summary will be produced to convey the council's vision and ambition in the Strategy. A presentation deck along with an investment proposition will be produced in a style which is appropriate for the wide range of internal and external audiences. |
| There is a need to rethink what we do as a council to ensure that the actions are embedded across all relevant activities of the council. | The next steps of creating an action plan will include internal as well as external stakeholder engagement. It is anticipated that the action plan and implementation programme will feature in appropriate work programmes across the council. |
| The difference between the timeline of delivery for the Local Plan and GEDS was highlighted along with concern regarding associated impact. | The consultants have engaged with the Strategic Planning team throughout the development of the GEDS and with particular reference to the review of the Local Plan. The Framework Strategy is designed to be flexible and adaptable, providing scenarios which can respond to new evidence and policy changes etc. over its lifetime. |
| One key scenario is the 20 minute neighbourhood. In the Local Plan a 15 minute cities is used - these should align and be described in the same way so as to be clear and consistent. | Agree and this will be reviewed to ensure consistency with the Local Plan. |
| The strategy talks about off-site construction (Modern Methods of Construction) but there may be some concern about no mention of fostering traditional building skills too. Important in a district like Winchester. | The Strategy does make reference to traditional skills when it speaks about the "foundation economy" which includes construction alongside energy and utilities infrastructure; care and health; and retail and hospitality. It acknowledges that "achieving inclusive growth and a just transition means that no part of Winchester District's foundational economy is left behind". |

7. **ENVIRONMENTAL CONSIDERATIONS**

- 7.1. In accordance with the Procurement and Contract Management Strategy the evaluation model for the consultancy work was based on the most economically advantageous tender that allowed us to fulfil our aims, with a minimum of 10% being allocated to environmental and social value.

8. **EQUALITY IMPACT ASSESSMENT**

- 8.1. The strategy was procured and contracted to promote and endorse the requirements of the Equality Act 2010 and the Modern Slavery Act 2015 Equality Impact Assessments were carried out as part of the procurement process in accordance with the corporate guidance.
- 8.2. Additionally officers will have regard to the considerations as set out in the Equalities Act 2010 and whether an Equality Impact Assessment will be required to be undertaken on any specific recommendations, future decisions and project design and implementation.

9. **DATA PROTECTION IMPACT ASSESSMENT**

- 9.1. All personal information collected as part of a procurement process, including that contained in contract documentation will be held in accordance with the Council's Data Protection Policy and comply with the six Data Protection Principles set out in Article 5(1) of the General Data Protection Regulation (GDPR) and sections 35 to 40 of the Data Protection Act 2018 (DPA).

10. **RISK MANAGEMENT**

- 10.1. The consultants were required to provide a project plan as part of their quote submission to demonstrate how the timeline would be met. Contract management activities monitored milestones against this plan. Staged payments and payment against milestones, at the end of Stage 1 and Stage 2, were subject to achievement of outcomes which reduced risk.
- 10.2. The development of the GEDS is in line with the council's current risk appetite which is moderate as this does means the council remains open to innovative ways of working.

| Risk | Mitigation | Opportunities |
|--|--|---|
| Financial Exposure Insufficient finance and investment is secured through the mid-term financial management strategy. External investment and funding cannot be secured to enable implementation of the | A review of the action plan and timeline will ensure resources are directed to the main priorities. Development of strong partnerships and collaborations for projects supported by robustly developed business | An investment proposition for the district will set out |

| Risk | Mitigation | Opportunities |
|---|--|--|
| action plan | cases to stand the best chance of attracting external funding and investment | |
| Exposure to challenge There are no legal and procurement implications arising from this report. | | |
| Reputation The engagement and subsequent delivery of the economic strategy through the action plan fails to build consensus and damages the perception the council leadership on the local economy. | The creation and delivery of the action plan led by the Economy & Tourism teams will be closely monitored and measured through robust management and corporate reporting processes in accordance with the councils contract management framework | A Green Economic Development Strategy with collaborative support for its delivery and local ownership of the future changes needed to transition to a sustainable green economy. |
| Achievement of outcome The GEDS aims and outcomes are not achieved within timescales. | The scenario planning allows for the regular review and prioritisation of actions, so that different levels of effort can be directed at those outcomes that most need addressing | |
| Property None | | |
| Community Support Stakeholders do not participate in the engagement work to co-create a shared action plan to deliver the priorities outlined in the strategy | An active group of stakeholders have already been engaged in the development of the strategy. It is proposed that these groups will be adopted as part of the action planning process to provide continuity and ownership. | Further developed approaches to engagement will ensure that a comprehensive cross section of stakeholders is engaged in the action planning process, potentially bringing forward new and different voices and opinions to further facilitate ownership. |
| Timescales | The Action Plan will identify projects that need | |

| Risk | Mitigation | Opportunities |
|---|--|----------------------|
| This is a ten year plan however there is expectation that change and action can be demonstrated early, which may not be possible due to the long term nature of some of the projects to design, resource and deliver. | to be implemented early, and have the greatest impact, or large transformational projects are planned and commenced as they will take time to complete. | |
| Project capacity Key internal personnel either overseeing creation or delivery of the action plan become unavailable. | An organisation wide approach to creating and delivering the action plan will be adopted. This will include a number of Senior Officers and service teams, offering resilience in the event of reduced capacity in any one area. | |

11. **SUPPORTING INFORMATION:**

- 11.1. Work commenced on developing the strategy in April 2021. There are two key stages of work, as outlined below. Stage 1 is completed and Stage 2 is nearing completion.

| Stage 1 – Scoping and Engagement |
|---|
| Research and analysis of economic data and trends, especially in emerging and developing issues, and the response to the economic impact of COVID-19 on different business sectors. |
| Innovative engagement approaches to reach a wider audience base, beyond the expected stakeholders and partners. Use of reference groups and strategic conversations. |
| Stage 2 – Strategy production |
| Creation of a long-term future economic vision , built on censuses with buy-in from the resident and businesses populations and that encompasses a short term COVID-19 recovery and adaptation plan. |
| Development of economic priorities based on evidence and the specific challenges and opportunities facing Winchester district. |
| Recommendation of the actions, interventions and investments from both public and private sector needed to achieve the long-term future economic vision. |
| Creation of a persuasive proposition to promote Winchester district as a location for sustainable investment in new and emerging sectors. |

- 11.2. The consultancy contract is being managed in accordance with the council's contract management framework against five workstreams (WS) with specific performance outcomes for each as set out below. The areas shaded in grey indicate the work completed to date:

| WS1 Evidence Base Research | WS 3&4 Vision & Strategy Development |
|--|---|
| Baseline | Vision development |
| Mapping Influencers & Drivers | Action plan development |
| Competitor Analysis & Benchmarking | WS5 – Reporting & Collateral |
| Economic & Infrastructure GAP Analysis | Strategy Report |
| Evidence Base Report | GIS Base Map |
| WS2 Engagement & Consensus | Executive Summary & presentation Deck |
| Reference Group consultation | Investment Proposition |
| Focus Groups | |
| Interviews | |

11.3. Overview of the strategy

- 11.4. Winchester district faces similar global and national challenges to many other non-metropolitan districts – climate crisis and decarbonisation, post-COVID recovery planning, digitalisation, and countering growing inequalities in a rapidly aging society, among others. This Green Economic Development Strategy (GEDS) outlines how these can be addressed and make the most of the opportunities for sustainable development and economic growth in a way that is distinctive to Winchester district.
- 11.5. It does this by presenting the GEDS as a 'next generation' approach to planning and managing change. It looks beyond the traditional economic indicators and recommends a wider range of economic development activity and new ways of working. The strategy offers a way of thinking about change through the lenses of strategy and contingency planning frameworks which are flexible, adaptive and inclusive and recognise the district's diverse geographies and communities.
- 11.6. The strategy has been built on an extensive and robust evidence base presenting a baseline and trends across all the major dimensions of district's economic, social, and environmental wellbeing. This is supported by a comprehensive programme of stakeholder engagement delivered through round table discussions and interviews including a combination of local and regional public sector organisations, large and small businesses from across the district, academic institutions, community groups and charities. An overview of stakeholders' feedback is illustrated in a SWOT analysis and has informed the eight outcomes as illustrated below.

11.7. The strategy illustrates a headline vision which underpins the overall strategy. It demonstrates a collective green growth ambition opposed to one or the other and outlines how the district and the strategy will interpret what is meant by a green economy. The vision also tackles the degree of shared ambition and how that sits within a wider strategic context.

11.8. The strategy is structured in three distinctive parts which overlap and should not be viewed in isolation. They are four scenarios; six policy themes and eight outcomes.

11.9. Four Scenarios

11.10. The four scenarios are neither singular choices nor mutually exclusive. They are suggested as lenses through which the council and its partners can plan, manage, and refresh pre-pandemic legacy programmes and projects, and prepare future funding bids and recovery plans as new national and regional opportunities evolve. They can stimulate initiatives and assist in considering impact mitigation of future shocks. They provide the backbone of an agile strategy where the priority actions can be dialled up or down in response to changing political, economic, social, technological or environmental trends.

- **Levelled Up**

Ensures economic growth and development across the district. Addresses inequalities and promotes inclusion and participation in the future

- **20 minute communities**

Addresses live/work offers for residents in the city, towns and villages which will inform new investments and services

- **Resilient**

How the district responds to climate crisis, pandemic and future shocks through green infrastructure, an emphasis on local supply chains, flood protection, energy, and biodiversity improvements

- **A vibrant place for business**

Maps how to exploit the district's business dynamism and our creative and design capabilities to ensure a competitive, technologically advanced route to future economic success

11.11. Six Policy themes (outlined in more detail in the attached strategy)

- Innovative business and economy
- Skills and competitiveness
- Culture, creative and visitor economy
- Connected, public and electric transport
- Affordable low carbon housing
- Green infrastructure, biodiversity and renewable energy

11.12. Eight Outcomes

- Increased business density and diversity
- Higher skills and productivity
- Reduced socio-economic and spatial inequality
- More affordable, sustainable, and flexible housing stock
- Net CO2 emissions reduced to zero
- Greener transport and less congestion
- More local renewable energy
- Increased biodiversity and green infrastructure

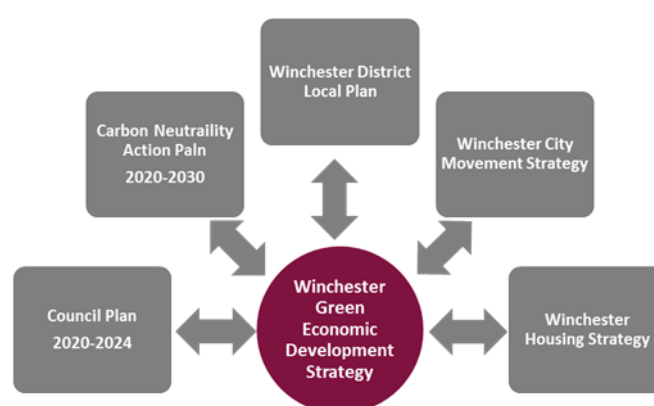
11.13. The strategy recognises that the initiatives outlined will not be the only ones to emerge in the coming years and indeed not all those illustrated may be realised. It therefore adopts a methodology of a “graphic equaliser” to enable agility within the strategy as activity undertaken within the policy themes turn evidence into intelligence, allowing flexibility and opportunistic actions, where appropriate, to plan and manage change strategically, in a way that builds on the district’s distinctive assets, capabilities and potential.

11.14. The four over-arching scenarios, the six policy themes and eight associated outcomes are aligned to key council plans and policies including the Local Plan, Winchester Movement Strategy, Winchester District Carbon Neutrality Action Plan and housing plans and to Local Enterprise Partnership economic and industrial strategies. They position the district in terms of Hampshire 2050 regionally and set a framework and way of working that can support the businesses, organisations and communities across all locations within the diverse district of Winchester.

11.15. Section seven of the Strategy – policy themes and illustrative actions – identifies a number of potential actions that fall into four categories as outlined below:-

- Enabling Policy - the council creating leverage to enable businesses and communities to act
- Investment/Delivery work programmes that the council will lead
- Partnership working – the council will be an equal stakeholder operating collaboratively to facilitate and coordinate action by all
- Research/Feasibility - shared work programmes building evidence bases for and appraising future interventions

- 11.16. The illustrative actions will form a starting point from which to develop and agree with stakeholders in a shared delivery action plan with associated resources and measurable programme of implementation. They are not therefore to be adopted as part of the Strategy approval. The process for creating a shared action plan will be developed and might include formalising the Green Economic Development Reference Group, which formed part of the stakeholder engagement, into a GEDS Steering Group enabled by the city council and stakeholder led.
- 11.17. The strategy outlines a recommended role for the city council within the shared delivery of the Winchester District ten year Green Economic Development Strategy. This includes the role of strategy and delivery leader. Therefore, GEDS principles will require embedding within all key strategies across the city council's services and feature in all appropriate work programme across the organisation. See illustration below:



- 11.18. In addition to the above the city council will be the convenor of co-created solutions and an enabling partner of solutions which are delivered by others. The latter is key and to support this an emphasis on partnership working is vital.
- 11.19. Within the City Council's leadership role it will make maximum use of all possible tools at its disposal, including:-
- Using planning as an active strategic tool to encourage the spatial outcomes required by the GEDS
 - Aligning procurement approaches to support the delivery of strategic outcomes envisaged by the desired scenario outlined in the GEDS
 - Ensuring assurance processes regarding Winchester City Council capital investment and interventions reflect the stated priorities committed to within the GEDS
 - Senior Leadership of Winchester City Council to internally and publicly reflect message, resolve, and ambition of the GEDS

11.20. **Next Steps**

- 11.21. Commencing in October the Economy Team will develop the process for stakeholder engagement on the policy themes and proposed actions to create an action plan by January 2022. Built into this will be the review mechanism to enable work programmes to be adapted and changed utilising the four scenarios to check the prioritisation of outcomes is still appropriate and to ensure the strategy remains current along with any need to commission further evidence.

12. **OTHER OPTIONS CONSIDERED AND REJECTED**

- 12.1. Do nothing: The production of a Green Economic Development Strategy is a discretionary function and the council could opt not to publish a new strategy. This option was rejected due to the important role such a strategy plays in demonstrating the council's leadership to its communities on the future growth of the district, the need to shift to a green, sustainable economy and the nature of the economic opportunities and benefits it seeks to develop through supporting a vibrant local economy.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

CAB3265, Creating a New Green Economic Development Strategy, 21 October 2020:

BHP017, 10 Year Green Economic Development Strategy, 22 June 2021

BHP020 10 Year Green Economic Development Strategy, 21 September 2021

Other Background Documents:-

Request for quote for the provision of consultancy to produce a Ten Year Green Economic Development Strategy for Winchester District to transition to a carbon neutral, inclusive economy.

APPENDICES:

Appendix 1 Winchester District Ten Year Green Economic Development Strategy

Appendix 2 Evidence Base

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Urban
Foresight



Winchester District Ten-Year Green Economic Development Strategy

PREPARED FOR:

Winchester City Council



Urban Foresight® is a multidisciplinary innovation practice that is dedicated to advancing the next generation of technologies, services and policy frameworks for cities. From our offices in Newcastle and Dundee we work with ambitious organisations from government, business, academia and the third sector around the world on projects that improve lives, protect the environment and boost local economies.



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1. Executive Summary

Winchester District has unique strengths and assets which provide a platform to accelerate economic development which capitalises on green growth opportunities. Economic growth and the transition to net zero carbon is becoming a single joined-up policy priority across the UK. The Green Economic Development Strategy aims to make sure Winchester District benefits from the new jobs, goods, and services the whole of the UK will need in the next decade.

Winchester District is an unusual, highly distinctive, and diverse set of the historic city, rural, and urban communities. It values nature, culture and heritage, education, creativity, design, and the way they are balanced across the district. Winchester District wishes to address the global challenges facing communities like itself in its own way. The Green Economic Development Strategy (GEDS) provides the framework and an approach for action planning the policies, programmes, and projects that will enable Winchester District to do this. In that spirit we commend this draft to Winchester City Council and key stakeholders and partners.

The GEDS has assembled a comprehensive Evidence Base Report¹ – presenting baseline and trends across all the major dimensions of district economic, social, and environmental wellbeing. It has suggested a basket of indicators across these dimensions for which goals and targets can be set to 2030 and beyond. From this it has identified and provided a tool for prioritisation of a mix of legacy and new investments across transport, housing and construction, skills, enterprise and the digital economy, nature and biodiversity, renewable energy, and business relocation. It also seeks to reposition long running major physical regeneration schemes, ongoing new housing developments, and wider ambitions around a dynamic independent business base and an enhanced visitor offer.

By green economic development we mean continuing economic growth whilst reducing net carbon emissions. Green growth describes the economic opportunity of public and private investment in new infrastructure and innovation, growth of new goods and services, and demand for new jobs and skills needed to enable the transition to net zero. This mean the GEDS looks beyond the traditional economic indicators and recommends

¹ This has been produced a separate, stand-alone document, available on request

a wider range of economic development activity and new ways of working. We call this a next generation strategy which means the GEDS is:

- A way of thinking about change through the lenses of strategic and contingency planning frameworks
- An approach that is flexible, adaptive, inclusive, and respectful of Winchester District's diverse geographies and communities, and evidence and intelligence rich
- An approach that builds 'One Council' cohesion alongside a coherent 'Team Winchester' board and collaborative anchor institution arrangements
- Demonstrating forward and outwards looking community leadership which advocates and influences for Winchester District's profile and reputation

Now is the right time for the GEDS

Winchester District faces similar global and national challenges to many parts of country, such as climate change and decarbonisation, post-COVID recovery, digitalisation, and growing inequalities in a rapidly aging society, among others. The GEDS outlines how these can be addressed and make the most of the opportunities for green growth in a way distinctive to Winchester District. It also reflects how Government policy and funding is responding to challenges.

The next ten years will see national Government policy driving local authorities and local economies closer to net zero carbon emissions. This transition across the economy will be underpinned by public and private investment in new infrastructure, innovation, growth of new goods and services, and demand for new jobs and skills.

Winchester City Council can influence how much the district benefits from the green growth opportunity. There is a choice for the Council to make. Winchester District *could* buy-in new goods, services, and skills from other places which would benefit from job creation, new businesses, and economic growth. Or Winchester District *could* invest in developing its own capabilities quickly and then sell goods, services, and skills to other places, creating new markets for Winchester District's businesses, new jobs, and economic growth.

Winchester City Council will play an important role in enabling public and private investment in infrastructure, innovation, business, and skills. Ensuring Winchester District benefits from the green growth opportunity requires cross-council working. This means using levers of planning, procurement, and the capital spending programme to stimulate, encourage, and support green economic development.

Winchester District Baseline

Winchester District entered the 2020s as a relatively successful Southern district, albeit one facing major challenges including demography, climate change, high commuter flows, and the impact of new technologies.

The district is home to global and national technology businesses like Arqiva and IBM, rural businesses who are pioneering solutions to climate change like Marwell Zoo, a strong and influential regional partner the South Downs National Park Authority, and distinct and characterful cultural and visitor offers, retailers, and independent businesses in all areas of the district. There are also prime opportunities for investment at sites such as the city centre regeneration, housing development in Whiteley, and former rural industrial space like at Alresford in The Dean. All this lies within easy reach of London and urban South Hampshire, home to Southampton airport and the Solent Freeport.

Winchester District is a distinctive and special place with a unique mix of rural areas, market towns, new developments, and a historic city centre. Its 661 square kilometres (the second largest district in Hampshire after New Forest) accommodates 125,000 residents in the City of Winchester – effectively 40% of the district population – the Whiteley urban village which is part of South Hampshire built-up urban area (itself the sixth largest in England), and many rural communities – with 40% of the district's geography lying within the South Downs National Park (SDNP).

Winchester District has above average productivity both in terms of GVA per hour worked and GVA per job filled. Winchester District also has a higher number of business births per 10,000 working age population than the England, South East, and Hampshire averages. It is home to a highly skilled workforce, with the proportion of employees with NVQ Level 4 qualifications or above being greater than the England, South East, and Hampshire averages.

Yet, while measures of employment and economic activity in Winchester District have recently shown signs of recovery, they currently lag regional and national averages. Winchester District's economic activity rate – the proportion of the labour force who are either employed or actively seeking work – is below the England, South East, and Hampshire averages. Similarly, Winchester District's unemployment rate is above national and regional averages.

The strong positive characteristics and performance of Winchester District could suggest that a 'business as usual' GEDS will sustain the district's relatively successful position in Hampshire and the UK, and that contributions to other strategies and plans can be similarly light touch. However, the Evidence Base Report shows some weaknesses had emerged prior to the pandemic (slowing population growth, housing, below average green credentials), and some new and accelerated trends such as new ways of working and social distancing and digitalization and AI. There is now an increasing focus on the

foundational economy (health, care, education, housing, utilities, and food supply) and the green and equality agendas.

An overview of how local and regional stakeholders view Winchester District's strengths, weaknesses, opportunities, and threats (SWOT) is summarised in Figure 1.

Figure 1: Winchester GEDS-related Strengths-Weaknesses-Opportunities-Threats (SWOT)

| | |
|--|--|
| <p>STRENGTHS</p> <ul style="list-style-type: none"> • Relatively affluent, high performing district on many metrics • A rich, diverse, distinctive geography, economy, and culture • Considerable business vitality, high level skills, and important anchor institutions with public/social/environmental purposes • Well-located between London and Southampton with strong connectivity to both and respective city regions • Seemingly not as vulnerable to pandemic, Brexit impacts, and other potential shocks as many places | <p>WEAKNESSES</p> <ul style="list-style-type: none"> • Typical non-metropolitan aging demographic challenges • Major housing market pressures and tensions • Lack of major business clusters anchored by global players and a well-defined innovation eco-system • High per capita CO₂ emissions, very reliant on car-based transport within the district • Not particularly well-placed to command policy attention and prioritisation from Government and LEPs |
| <p>OPPORTUNITIES</p> <ul style="list-style-type: none"> • A strong stock of underlying assets and capabilities, together with considerable enthusiasm and opportunities for a green recovery, natural capital, and social wellbeing approaches • UK Green Recovery, LEP focus on LCEGS, and Hampshire 2050 processes provide opportunities to attract investment and incentivise indigenous development • Strengthened anchor institution collaboration (including SDNP) together with diverse SME business vitality could be purposeful and agile if communities can be empowered and buy-in to the GEDS. | <p>THREATS</p> <ul style="list-style-type: none"> • Potential national/regional post-lockdown economy reduces domestic demand and levels of private investment, whilst prescriptive requirements and low resourcing limit local freedoms, flexibilities, and delivery capacity • Risks of complacency and resistance to change may inhibit necessary decisive, radical delivery of change • Post-COVID trends significantly weaken city and town centres, business, and community vitality, and increase social inequalities and exclusion for some groups |

Stakeholder priorities

Stakeholders have been consulted in a programme of roundtables and interviews. These all featured a combination of local and regional public sector organisations, large and small businesses from across the district, academic institutions, and community groups and charities. Together they have informed all aspects of the GEDS and its recommendations. Winchester District is not yet at the forefront of green economic development and stakeholders provide the following priorities:

- Moving away from the green vs growth debate: There is no longer a trade-off between the green agenda and economic growth as the transition to zero carbon becomes one of the defining characteristics of the economy.
- Reducing carbon emissions from transport: Reducing the need to travel to

address congestion and travelling more sustainably with an approach to transport planning which considers housing, the roles of local centres, digital connectivity, and access to services.

- Reducing carbon emissions from housing: Consideration should be given to how to reduce carbon emissions from existing homes and efforts made to ensure that future housing development is low carbon, high quality, sensitive to the characteristics of different parts of the district, and affordable.
- Adopting renewable energy: There is a need to move businesses and homes away from relying on fossil fuels, replacing oil burners and liquified petroleum gas (LPG) in rural areas, and making locally generated renewable energy a feature of the district's energy mix.
- Making Winchester District a prime location for green growth: Implementing the GEDS should develop the skills required for the direct green economy jobs needed to meet net zero in areas such as energy, housing, and construction. It should also seek to capitalise on Winchester District's significant existing strengths in areas such as creativity, culture, digital, tourism and agriculture.
- Using a 'Team Winchester' approach: Winchester City Council should formalise the Green Economic Development Reference Group (GEDRG) into an ongoing steering group, with a 'Team Winchester' approach, convened and enabled by Winchester City Council using its powers, levers, and influence.

Scenarios and outcomes

The GEDS deploys a scenario planning approach with four different ways of thinking about change over the 2020s:

1. A 'levelled up' Winchester will ensure economic growth and development redresses widening inequalities and promotes inclusion and participation in the future of the district.
2. Winchester City, market towns and villages can provide greater depth and breadth of live-work offers to residents through enabling '20-minute communities' principles to inform new investments and services.
3. A 'resilient' Winchester can respond to climate crisis, pandemic, and future shocks through green infrastructure, an emphasis on local supply chains, flood protection, energy, and biodiversity improvements.
4. Finally, 'a vibrant place for business' can exploit the district's business dynamism and creative and design capabilities to ensure a competitive, technologically advanced pathway to future economic success.

The scenarios are overlapping and should not be viewed in isolation. Each scenario has a mix of eight outcomes. These outcomes are achieved to a greater or lesser extent in each different scenario. The outcomes are:

1. Increased business density and diversity
2. Higher skills and productivity
3. Reduced socio-economic and spatial inequality
4. More affordable, sustainable, and flexible housing stock
5. Net CO₂ emissions reduced to zero
6. Greener transport and less congestion
7. More local renewable energy
8. Increased biodiversity and green infrastructure

Policy themes and strategic actions

Six priority themes and a range of actions informed by stakeholders will deliver the GEDS outcomes for people, businesses, and the lived experience. The key actions in each policy theme are:

| Policy Theme | Key Action |
|--|---|
| Innovative business and economy | Collaborate to extend the EM3 LEP digital spine |
| Skills and competitiveness | Co-ordinate development of a low carbon offsite and Sustainable Construction Skills Academy |
| Culture, creative and visitor economy | Collaborate with the district's educational institutions to grow opportunities for the creative and cultural sector |
| Connected, public, and electric transport | Deliver a plan for the next phase of the EV charging infrastructure strategy |
| Affordable, low carbon housing | Encourage low or zero carbon regeneration site testbed and development |
| Green infrastructure, biodiversity, and renewable energy | Deliver green infrastructure and ecosystem services in built-up areas |

Delivering the GEDS

This strategy reflects the strong desire of partners and stakeholders across the public, private, and third sectors to work collaboratively with Winchester City Council to achieve everyone's shared goal.

Winchester City Council needs to play the role of strategy and delivery leader, convenor of co-created projects, and enabling partner of activity delivered by others. In all of these measures the publicly visible advocacy, drive, commitment, and insights of the council's leadership is an essential ingredient. Without it the impact of the GEDS and any green economic growth will be lessened. This role requires a 'One Council' approach for delivering the GEDS and the creation of a 'Team Winchester'.

By 'One Council' we mean that all the powers, buttons, and levers the Council possesses have a role to play – finance, property, planning, procurement, assurance, housing, community, leisure, benefits, electoral, IT, HR, and others – far beyond a narrow economic development responsibility. There will be specified Cabinet and Senior Management figures and their directorates with responsibility and accountability for GEDS progress – but there are important roles to play from backbench ward Councillors to officer team leaders and front-line staff.

By 'Team Winchester' we mean a collaborative and joined-up multi-stakeholder approach. This should start with Winchester City Council formalising the Green Economic Development Reference Group (GEDRG) into an ongoing steering group. Stakeholders become delivery partners who will have collective ownership of the GEDS with different partners having decision-making powers and delivery responsibility on different actions.

Next Steps

Winchester City Council's planning, procurement, and assurance processes will play an important role in enabling public and private investment in infrastructure, innovation, business, and skills. Making Winchester District a leader and fully capturing the green growth opportunity requires cross-council working. This means using levers of planning, procurement, and the capital spending programme to stimulate, encourage and support green economic development.

This does not mean the GEDS is replacing existing Council plans. The Winchester Local Plan is in development and will need to build in permissions and flexibility to favour low or zero carbon construction and development for multiple purposes. The Biodiversity Action Plan, Local Energy Strategy Action Plan, Housing Strategy, Movement Strategy, Air Quality Action Plan, and Carbon Neutrality Action Plan must all be delivered. The actions in these strategies either support progress against the GEDS outcomes or are enhanced and augmented by the GEDS.

The actions presented in the GEDS are an indication of the task ahead and present initial priorities to build momentum. Building momentum with visible activity is important both to time-critical opportunities like city regeneration and for setting in train longer-term activity. A key first step to delivering this is to formally adopt the GEDS and establish a process for developing a shared Action Plan with Team Winchester stakeholders. Over the life of the GEDS, the Council and partners need to ensure local intelligence systems

are kept live and their relevance and application to decision-making and implementation is strengthened.

Realising green economic development is not just a task for Winchester City Council. The council provides vital local leadership and sets the framework for the new economy. But its economic vision can only be delivered through a partnership of key institutions from across the district. The council has the legitimacy and authority to lead that partnership, and to advocate for the district's economic future.

2. About this report

The Green Economic Development Strategy starts by making the case for why a new strategy and new approach is needed now. The strategy uses stakeholder engagement and a comprehensive evidence base to present scenarios for the future of Winchester District and propose actions for Winchester City Council.

Structure

This report has seven sections starting with a discussion of why this is an important time to adopt the GEDS (Table 1). The sections reflect the process for creating the GEDS, especially how the stakeholder engagement and Winchester District baseline have been used to shape the final recommended actions.

Table 1: Structure of the GEDS

| Section | Content |
|------------------------------------|---|
| Now is the right time for the GEDS | Explains why there is a need for the GEDS now so that action is started to make Winchester District well placed to respond to future national policy. |
| Winchester District Baseline | Summarises the evidence including economic, social, and environmental indicators and stakeholder created SWOT for Winchester District. |
| Stakeholder priorities | Presents the priorities of public, private, and third-sector stakeholders across Winchester District and the wider region. |
| Scenarios and outcomes | Eight outcomes with indicators to measure progress are introduced across four scenarios, or lenses, for Winchester District. |
| Policy themes and actions | Six policy themes give examples of what the Council should focus on to achieve the GEDS outcomes, with a set of proposed actions. |
| Delivering the GEDS | Discusses the role of the Council, the need for partnerships, and a new approach to service delivery using the levers of planning and procurement. |
| Summary and next steps | Recaps the key components of the GEDS and sets out the next steps for the Council and decisions needed to build momentum. |

Introducing the scenarios, outcomes, themes and actions

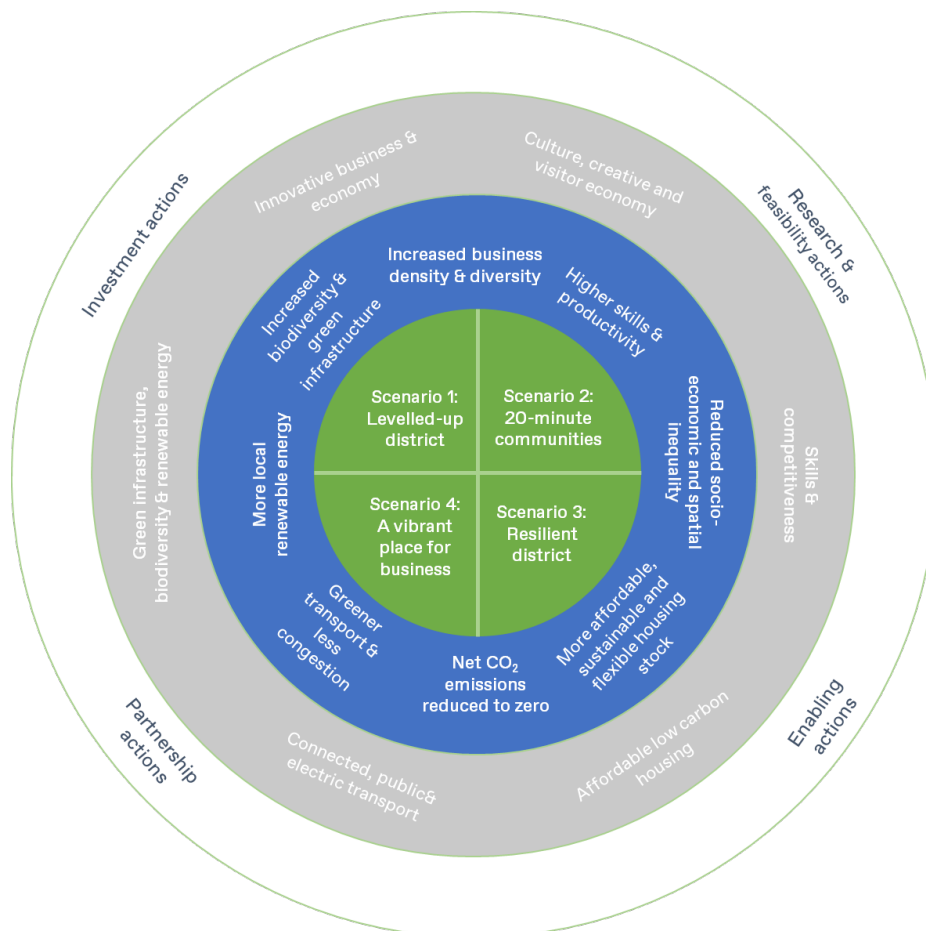
Figure 2 shows an overview of how the GEDS is constructed. Starting in the middle and reading outwards, the GEDS begins with four scenarios or lenses and ends with actions for Winchester City Council and partners.

At the centre of Figure 2 are the four interlinked scenarios or lenses showing how Winchester District may look by 2030. Each of the scenarios contains eight outcomes to a greater or lesser extent, shown in the blue ring.

It is important to note that the scenarios are not mutually exclusive. All of the outcomes will be achieved to some extent in every scenario. Instead, the scenarios show which outcomes would be achieved to the greatest extent depending on where Winchester City Council sees its priorities at any point in time.

Moving outwards in Figure 2 there are six policy themes (grey ring) which work towards delivering the outcomes. Finally, within each policy theme are actions for Winchester City Council and partners to deliver, grouped by action type (outer white ring).

Figure 2: GEDS scenarios, outcomes, themes, and actions



3. Now is the right time for the GEDS

The COVID-19 pandemic and the subsequent economic and social impact create a very different set of circumstances from those that pertained at the start of 2020. There is now an opportunity to use the GEDS to shape the recovery and future direction of Winchester District.

Winchester District is a prosperous place. The district has important links to London and the South Coast and is home to a rich variety of professional services and creative enterprises. Whiteley is a key retail destination and part of economically vibrant South Hampshire, and the district's diverse market towns and rural communities are home to a wide range of small and medium sized businesses. The economy performs better than the regional average on many measures. Winchester is regularly voted England's best place to live, and recently received the dubious honour of being the least affordable city in which to buy a home.

As that accolade shows, prosperity comes with challenges, and not all share in the district's prosperity. The COVID-19 pandemic has added to the sense that the district's economy and communities face real pressures. The significant impacts of climate change on communities highlights a challenge even greater than that of COVID-19. There is a very real sense that the framework within which Winchester City Council seeks to build and sustain an economy is changing rapidly and dramatically, and places like Winchester District must adapt to keep up.

Winchester City Council are well aware of the uncertain future the district faces, and the need to adapt to changing circumstances. In June 2019 the Council declared a climate emergency and stated its ambition for the district to be carbon neutral by 2030. To help realise that ambition Elected Members confirmed their intention to transition to a greener, low/zero carbon economy. The Council's Cabinet commissioned this GEDS to help provide a pathway to that new economy.

As the UK's economy faces such dramatic changes, a 'business as usual' approach to economic development will not suffice. Instead, we need to recognise that achieving a transition to a greener economy requires a focus on growth which also has positive environmental and social impacts.

Capitalising on the green growth opportunity

Winchester City Council's previous economic development strategy ran until 2020. The need to refresh the strategy coincides with the short-term shocks of Brexit and the COVID-19 pandemic and provides a chance to shape Winchester District's adjustment and recovery.

More importantly, the next ten years will see national Government policy driving local authorities and local economies closer to net zero carbon emissions. Regardless of action by Winchester City Council, people and businesses will experience change as the nation mitigates and adapts to climate change.

Public and private transport will transition to zero carbon tailpipe emission fuel such as electricity which will need domestic, commercial, and public infrastructure development. Retrofitting of existing homes to improve energy efficiency and adopt low or zero carbon fuels will need to accelerate without increasing household bills. New homes and commercial property will need to have less embodied carbon in their materials and be more energy efficient, whilst also building at the pace and scale needed. Supporting all this will be a shift to renewable energy, and increased focus on biodiversity and using nature to manage flooding and protect against increasing temperatures. Investing in and building the connectivity, business, and housing infrastructure needed to continue economic growth whilst reducing net carbon emissions is green economic development.

This transition across the economy will be underpinned by public and private investment in new infrastructure, innovation, growth of new goods and services, and demand for new jobs and skills. Green growth describes the economic opportunity of this investment, innovation, and increased demand.

Winchester City Council can influence how much the district benefits from the green growth opportunity. There is a choice for the Council to make. Winchester District *could* buy-in new goods, services and skills from other places which would benefit from job creation, new businesses, and economic growth. Or Winchester District *could* invest in developing its own capabilities quickly and then sell goods, services, and skills to other places, creating new markets for Winchester District's businesses, new jobs, and economic growth.

Winchester City Council's planning, procurement, and assurance processes will play an important role in enabling public and private investment in infrastructure, innovation, business, and skills. Making Winchester District a leader and capturing the green growth opportunity requires cross-council working. This means using levers of planning, procurement, and the capital spending programme to stimulate, encourage and support green economic development.

A strategy in a time of uncertainty

The 2020s commenced with two of the most profound challenges for the UK in recent decades; Brexit and the COVID-19 pandemic. The shape of the economy as we start to emerge from these events remains unresolved at time of writing.

Many of the structural changes to the economy that were already drivers of economic development in the 2010s have accelerated. Digitalisation and automation; decarbonisation and a fresh focus on the green economy, natural capital, and nature recovery; and attracting, retaining, and developing young talent in the face of acute demographic challenges, are three key examples.

At the same time, recent events have created emerging new trends and changes that are yet to be resolved as Winchester District emerges from the pandemic.

For the district's communities and businesses there are increasing considerations around:

- Public health and wellbeing being much more prominent alongside economic growth and productivity challenges, as complementary priorities as opposed to being either/or choices.
- Social distancing and home working counter previous growth assumptions based on high density and urban agglomeration, albeit we have yet to see how this will resolve itself.
- Changing behaviours on where we want to live, work, shop, and how we spend our leisure time – including a premium placed on space, safety, and green active living, and an emerging trend away from acquisition of material goods towards 'experiences'.
- The importance of foundational sectors, core workers, local supply chains, and the logistics of making complex urban living and natural eco-systems work effectively.
- Supporting those communities and households particularly impacted by the crises – whether in health and care, employment, or financial terms.

Seen as part of a more affluent 'South', Winchester is facing a national context where:

- National Government has more directly intervened in regional economies than in preceding years. Whilst, as of July 2021, social regulation is being rapidly reduced, the pace and direction of withdrawal of economic and financial support for businesses and households remains uncertain.
- Domestic concern around 'devolution' and the possible impact of policies designed to 'level up' parts of England are highly prominent and are unlikely to place Winchester District in an advantageous position for Government attention and support.

- Potential reforms of LEPs and Local Government and the growth in relatively modestly sized place-based funding programmes will make a single pot of flexible funding very difficult to achieve. Considerable resource will be required to respond to one-off challenge funding programmes.

Finally, global tensions remain unresolved and do have local consequences for Winchester District's economy (trade and investment), society (migration and cohesion), and environment (climate crisis and the UK's international obligations):

- Uncertain prospects for COVID-19 and likely future pandemics will require global collaboration which will influence Winchester Districts' public health services.
- Climate change has local impacts such as flooding and biodiversity loss. Global responses, for example the outcomes of COP26 in Glasgow in November 2021, will place new requirements on Winchester District's governance and institutions.
- Changing international trading relationships mean the trade and investment context is uncertain and probably volatile. This will influence the decisions of international-owned and trading business in Winchester District and those wider afield who employ the district's commuters.
- The continuing rise of the digital and AI economy will significantly impact the nature of Winchester District's economy and labour market whilst producing variabilities and inequalities between those with skills and access to take advantage of digitalisation and those who cannot.

Figure 3 shows how these local, national, and global drivers have informed the GEDS.

Figure 3: Contextual drivers and their implications for the GEDS

| Global | National | Local |
|--|---|--|
| <ul style="list-style-type: none"> • Pandemic(s) management - Rapidly changing top-down public health pressures for the foreseeable future • Climate change - New international requirements post-COP26 • Trade and investment - volatility for T&I, but opportunities for near-shoring and localisation of supply chains • Digitalisation and AI - accelerating trend with wide and varied impacts, but positive opportunities for a highly skilled local population if infrastructure and services are of global quality | <ul style="list-style-type: none"> • 'Big' interventionist government - Assimilate evolving and emerging national plans (e.g national recovery, green growth etc) in a rolling GEDS • Levelling-up - Explicitly address and mainstream inequalities, 'good work/jobs' and community cohesion issues • Fragmentation of funding and institutional churn - Whole council and 'Team Winchester' approaches - with local capacity for multiple bidding and delivery management • Centralised economy - Reduce reliance on commuterism through attracting satellite offices, increasing local opportunities, and facilitating hybrid working | <ul style="list-style-type: none"> • Public health and well-being - Broader set of wellbeing perspectives and goals beyond orthodox economic strategies • Social distancing and space premiums - making the most of WCCs size and low density; policies for home and hybrid working, high streets and local centres reopening, visitor and leisure economies • Foundation sectors and industries - Embedding good skills, work and jobs principles; business support outside high value, high growth sectors; focus on retail, leisure and visitor economy • Green and equalities concerns - 2030 Carbon neutrality driver; embedding national park principles (nature recovery and gain, biodiversity) across district; sustainability pilots and demonstrators |

A next generation strategy

The GEDS is a 'next generation' strategy meaning it has the opportunity to reflect approaches to national and global challenges through the local perspective, values, and context of Winchester District. The GEDS enables strategic choices on levels of ambition

and relative priorities for issues like social mobility, inter-generational tensions, and the balance between the knowledge economy and foundational sectors.

Firstly, the GEDS recognises that COVID-19 and Brexit are game-changers. These events are playing out in real time and their local impacts differ. This limits the utility of official datasets on the economy in informing policymaking over the business cycle. They are not designed to track local, event-induced impacts in real time.

Secondly, next generation strategies should avoid linear blueprints and fixed roadmaps. They must accommodate and expect rapid change, uncertainty, and risk through contingency and scenario planning.

Thirdly, now more than ever, local strategy must transcend traditional economic development roles and functions such as transport and infrastructure, enterprise and innovation, and skills. They should be more explicitly focused on the 'triple-bottom-line' of profit, people, and planet and the quadruple helix of government, business, academia, and civic society.

The critical points and principles of next generation local green economic strategy in general and the Winchester GEDS in particular are to make it as evidence-informed as possible, be highly flexible and adaptable in decision-making and implementation, be holistic and work across boundaries (whether thematic, institutional, or geographic), and build trust, understanding, commitment, and collaboration both within Winchester City Council and with partners.

4. Winchester District baseline

Overall, Winchester District is a relatively well performing district in national and also in Hampshire terms across most traditional social and economic performance metrics.

Winchester District entered the 2020s as a relatively successful Southern district, albeit one facing major challenges including demography, climate change, high commuter flows, and the impact of new technologies.

The district is home to global and national technology businesses like Arqiva and IBM, rural businesses who are pioneering solutions to climate change like Marwell Zoo, a strong and influential regional partner in the South Downs National Park Authority, and distinct and characterful cultural and visitor offers, retailers, and independent businesses in all areas of the district. There are also prime opportunities for investment at sites such as the city centre regeneration, housing development in Whiteley and former rural industrial space like at Alresford in The Dean. All this lies within easy reach of London and urban South Hampshire, home to Southampton airport and the Solent Freeport.

Data at the time of writing reveal that Winchester District has above average productivity both in terms of GVA per hour worked (£39.0 compared to the UK average of £35.2) and GVA per job filled (£58,848 compared to the UK average of £56,670).

Winchester District also has a higher number of business births per 10,000 working age population (123) than the England (100), South East (97), and Hampshire (96) averages. It is home to a highly skilled workforce where 57.5% of people in employment in Winchester have NVQ Level 4 qualifications or above, above the England (48.2%), South East (49.4%), and Hampshire (49.3%) averages. Meanwhile, 66% of people in employment in Winchester District are employed in high-skilled occupations² while only 14% are employed in low-skilled occupations³.

Yet, while measures of employment and economic activity in Winchester District have recently shown signs of recovery, they currently lag regional and national averages. The district's economic activity rate – the proportion of the labour force who are either

² Defined as Standard Occupational Classification (SOC) codes 1 (managers, directors, and senior officials), 2 (professional occupations), and 3 (associate professional and technical occupations)

³ Defined as Standard Occupational Classification (SOC) codes 7 (sales and customer service occupations), 8 (process, plant, and machine operatives), and 9 (elementary occupations)

employed or actively seeking work – of 79.0% is slightly below the England average of 79.5%, and below the average rate of 81.6% for the South East and 80.5% for Hampshire. Similarly, Winchester District’s unemployment rate of 5.0% is above the England (4.8%), South East (4.0%), and Hampshire (3.7%) averages.

Median hourly workplace pay in Winchester District is £16.65 and above the England (£15.54), South East (£15.95), and Hampshire (£15.47) averages. However, this was £2.27 (12%) lower than the median hourly resident pay. This suggests that a significant number of residents commute to higher paying jobs outside of the district, whereas those who work in the district have lower pay, increasing housing affordability challenges and congestion caused by commuting. This trend is common to the South East and Hampshire, although the difference between workplace and resident pay was notably bigger in Winchester District compared to regional and sub-regional benchmarks.

Winchester District is also not yet at the forefront of green development and can learn much from comparator districts both nationally and internationally. This overview is summarised in the SWOT (Strengths-Weaknesses-Opportunities-Threats) matrix in Figure 4.

Figure 4: Winchester GEDS-related Strengths-Weaknesses-Opportunities-Threats (SWOT)

| | |
|---|--|
| <p>STRENGTHS</p> <ul style="list-style-type: none"> • Relatively affluent, high performing district on many metrics • A rich, diverse, distinctive geography, economy, and culture • Considerable business vitality, high level skills, and important anchor institutions with public/social/environmental purposes • Well-located between London and Southampton with strong connectivity to both and respective city regions • Seemingly not as vulnerable to pandemic, Brexit impacts, and other potential shocks as many places | <p>WEAKNESSES</p> <ul style="list-style-type: none"> • Typical non-metropolitan aging demographic challenges • Major housing market pressures and tensions • Lack of major business clusters anchored by global players and a well-defined innovation eco-system • High per capita CO₂ emissions, very reliant on car-based transport within the district • Not particularly well-placed to command policy attention and prioritisation from Government and LEPs |
| <p>OPPORTUNITIES</p> <ul style="list-style-type: none"> • A strong stock of underlying assets and capabilities, together with considerable enthusiasm and opportunities for a green recovery, natural capital, and social wellbeing approaches • UK Green Recovery, LEPs focus on LCEGS, and Hampshire 2050 processes provide opportunities to attract investment and incentivise indigenous development • Strengthened anchor institution collaboration (including SDNP) together with diverse SME business vitality could be purposeful and agile if communities can be empowered and buy-in to the | <p>THREATS</p> <ul style="list-style-type: none"> • Potential national/regional post-lockdown economy reduces domestic demand and levels of private investment, whilst prescriptive requirements and low resourcing limit local freedoms, flexibilities, and delivery capacity • Risks of complacency and resistance to change may inhibit necessary decisive, radical delivery of change • Post-COVID trends significantly weaken City and town centres, business, and community vitality, and increase social inequalities and exclusion for some groups |

Winchester district suffered the full range of COVID-19 public health and associated economic impacts. These are described more fully in the accompanying Evidence Base Report. Although the economic impacts are significant and important – especially in hospitality and leisure-related sectors – there is some evidence that Winchester was less severely impacted than Hampshire as a whole. Winchester district's high skills and professional services strengths (including amongst out-commuters) provides more opportunities for home and hybrid working. The pandemic has also accelerated trends towards digitalisation, online retail, demand for open space, and interest in active healthy living agendas. These trends are all drivers of the GEDS. Key messages to take from the baseline research and stakeholder engagement are:

1. **Labour market and economy** – Winchester is a very open economy, with high levels of inward and out-commuting, high jobs density, and average earnings. Business dynamism is also strong, especially in industries where creativity and design are important. However, the largest clusters – especially in Winchester City – are public sector-oriented, including health and education. A green growth recovery strategy will require major land, building, and digital infrastructure investments – but appropriate for an agile and very diverse SME business base.
2. **Economic strengths and specialisms** – Winchester District is well positioned to capitalise on the strengths of its largest sectors; Retail, Professional, scientific, and technical, Accommodation and food services, Information and communication, and Business administration and Support services. There are particular opportunities for the district to build upon its employment specialisms in smaller sectors like Specialised retail sales, Scientific research and development, and niche areas of manufacturing. Moreover, there are opportunities in the district's business specialisms in Aquaculture, Camping grounds and recreational vehicle parks, Sea and coastal passenger water transport, and Support services to forestry, all of which not only emphasise Winchester District's strong rural land-based and visitor economy but also present exciting opportunities to become national leaders in green growth.
3. **Demographics** – prior to the pandemic, Winchester District's relatively rapid population growth compared to national and Hampshire averages appeared to be stalling. Winchester City Council will need to consider whether it wishes to enable a resumption of high rates of population growth and attract and retain young and talented households.
4. **Affluence, deprivation, and housing** – the economic vitality and high quality of life of the district means that pockets of deprivation are small according to the Index of Multiple Deprivation (IMD). However, there are housing affordability

challenges which need planning policies that encourages the right housing in the right places, aligned with the commitment to reaching net zero carbon emissions.

5. **The carbon reduction challenge** – The district has wonderful and distinctive natural and low carbon assets – from the national park to the heritage of Winchester City; from the environmental practice of major venues like Marwell Zoo to the knowledge and technological capabilities of Sparsholt College. Despite recent improvements, CO₂ emissions per capita are relatively high, and both transport and domestic and commercial energy sectors need step-change improvements. The GEDS, combined with national, regional, LEP, and Hampshire programmes and priorities presents a powerful set of opportunities to deliver decarbonisation/economic growth win-wins during the 2020s. The Council has a highly ambitious carbon neutrality target for its own operations and for the district. Achieving this will mean commissioning detailed feasibility studies and implementation plans for the priority objectives set out in the Carbon Neutrality Action Plan.
6. **Recognising the unique strengths of different parts of the district** – As the largest district in Hampshire after New Forest, the geography and the communities of Winchester are highly differentiated. The city urban area makes up around 40% of the population whilst the South Downs National Park covers around 40% of the district's land. Whiteley is highly urbanised and, together with the adjacent areas along the Fareham and Havant borders, is closely linked to the South Hampshire Urban Area – the sixth biggest urban area in England. Outside these areas is a rich array of market towns and villages. The GEDS recognises this diversity.

This is the context for Winchester City Council's existing local plans and strategies which are at various stages of development, adoption, and implementation. There will be a need to refresh these in the light of the events of 2020-21.

As the Council's plans and strategies are refreshed there is an opportunity to contribute to those of other partners such as Parish Councils, EM3LEP, Hampshire County Council, and the South Down National Park Authority. This is part of Winchester City Council's role to influence national and regional policies and demonstrate the levels of ambition and appetite for change recommended in the GEDS.

The EM3 LEP geography was identified by BEIS & HMCLG as the third strongest LEP geography in England⁴ in terms of labour market and economic sector resilience and strength. Winchester District is well-placed to use the GEDS to participate in and benefit

⁴ Local Economies Contingency Team; Cities and Local Growth; BEIS & HMCLG. Cited in *Revive and Renew: An evidence and intelligence-based economic recovery and renewal action plan for the Enterprise M3 area* (2020)

from EM3's recovery strategy – with its sensible menu of clean growth, upskilling, digitalisation, entrepreneurship and innovation, smart mobility, and town centre renewal.

The strong positive characteristics and performance of Winchester District might suggest that a 'business as usual' GEDS will sustain the district's relatively successful position in Hampshire and the UK and that contributions to other strategies and plans can be similarly light touch. Whilst this might be a viable position, the Evidence Base Report demonstrates some shortcomings that had emerged prior to the pandemic (including slowing population growth, housing, below average green credentials), and some new and accelerated trends such as new ways of working and social distancing, digitalization, and AI. There is now an increasing focus on the foundational economy and green and equality agendas.

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5. Stakeholder priorities

Input from local and regional stakeholders is at the heart of the GEDS.

Stakeholders have been consulted in a programme of roundtables and interviews. These all featured a combination of local and regional public sector organisations, large and small businesses from across the district, academic institutions, and community groups and charities.

Together stakeholders have informed all aspects of the GEDS and its recommendations, and provided the following priorities:

Moving away from the green vs growth debate

There should not be a trade-off between the green agenda and economic growth. The GEDS as presented demonstrates that both can be achieved. Indeed, it can be argued that, as the transition to zero carbon becomes one of the defining characteristics of the economy, embracing the green agenda and investing in green skills, jobs, and businesses is precisely how a district can best position itself for sustained, fairer, more inclusive, and levelled up growth.

Reduced carbon emissions from transport

Transport was a key theme, both in terms of reducing the need to travel to address congestion and accessibility issues as well as making travel more active and carbon neutral. This suggests the need for a more holistic approach to transport planning to include not only modes of travel but also housing, the roles of local centres, digital connectivity, and access to services.

Reduced carbon emissions from housing

Consideration should be given to how to make the existing housing stock more carbon neutral, but importantly, efforts must be made to ensure that future housing development is functionally efficient (in both its construction and final state) and low carbon. This must be balanced with the need to deliver affordable housing where it is most required with materials, production methodologies, and design libraries sensitive to local supply chains and aesthetics in different parts of the district, whilst delivering at the required scale and pace.

Decarbonisation of energy

There is a need to move businesses and homes away from relying on fossil fuels, replacing oil burners and liquified petroleum gas (LPG) in rural areas, moving from petrol and diesel to electric cars, freight, and agricultural vehicles, and making greener

energy generation the default position. There is significant opportunity for solar PV and energy storage investments on flat roofs in urban areas and business parks, and rural solar projects in the right places.

Winchester as a vanguard location for green growth

A Green Economic Development Strategy should develop the skills required for the direct green economy jobs needed to meet net zero in areas such as energy, housing, and construction. It should also seek to capitalise on Winchester District's significant existing strengths in areas such as tourism and agriculture to ensure that these create green jobs through their development as sustainable industries. Further, flexible meeting and enterprise space with good digital connectivity is required to support sustainable post-COVID business growth.

Stakeholders recognise that implementing the GEDS means Winchester district can fully benefit from the economic opportunities of green growth in a manner that builds on its strengths as a highly distinctive set of places and communities. Stakeholders see an opportunity for the district to grow a balanced range of economic activity with specialist areas of differentiation across the city, rural areas, and Whiteley. There is a desire to continue to grow a strong business base and a strong and integrated skills and higher education cluster. Stakeholders are keen for the district to be recognised for its enlightened environmental stewardship and sustainable harnessing of its natural assets. There is a need for the council to support this with a strong ethos of partnership working in the district and across boundaries.

The next sections describe the GEDS scenarios, outcomes, policy themes and actions, all of which are grounded in the stakeholder engagement.

6. Outcomes and scenarios

The Green Economic Development Strategy aims to deliver eight key economic, social and environmental outcomes for Winchester District, each with performance indicators. It is not feasible to prioritise all outcomes in equal measure. A strategic decision-making framework uses four interlinked scenarios to help Winchester City Council prioritise focus and effort in an agile way.

Green economic development outcomes

The GEDS is working towards eight outcomes reflecting stakeholder priorities (Table 2). The outcomes include traditional economic development metrics with broader green objectives, in line with the strategy’s next generation approach.

Monitoring performance against outcomes is important for measuring the success of the GEDS. Here we present suggested indicators which could be measured to assess progress between now and 2030. This will require establishing a monitoring and evaluation plan and programme including baseline data collection and analysis for each indicator. A starting point for this is the Evidence Base Report which presents a baseline for the indicators with available national public data sets.

Table 2: GEDS Outcomes

| Outcome | Indicator(s) |
|---|---|
| 1. Increased business density and diversity | <ul style="list-style-type: none">○ More businesses per 1,000 working-age population in each of the three sub-geographies.○ Increased business diversity across the district as whole, building on existing clusters of place-based strengths and specialisms.○ Higher proportion of businesses and jobs in the knowledge economy across the district. |
| 2. Higher skills and productivity | <ul style="list-style-type: none">○ Greater proportion of working age population with NVQ Level 3+ equivalent skills.○ Higher productivity, particularly in the district’s foundational sectors.○ Increased low carbon goods and services skills and qualifications.○ Fewer skills gaps and shortages.○ Increased proportion of premises with ultra-fast broadband. |

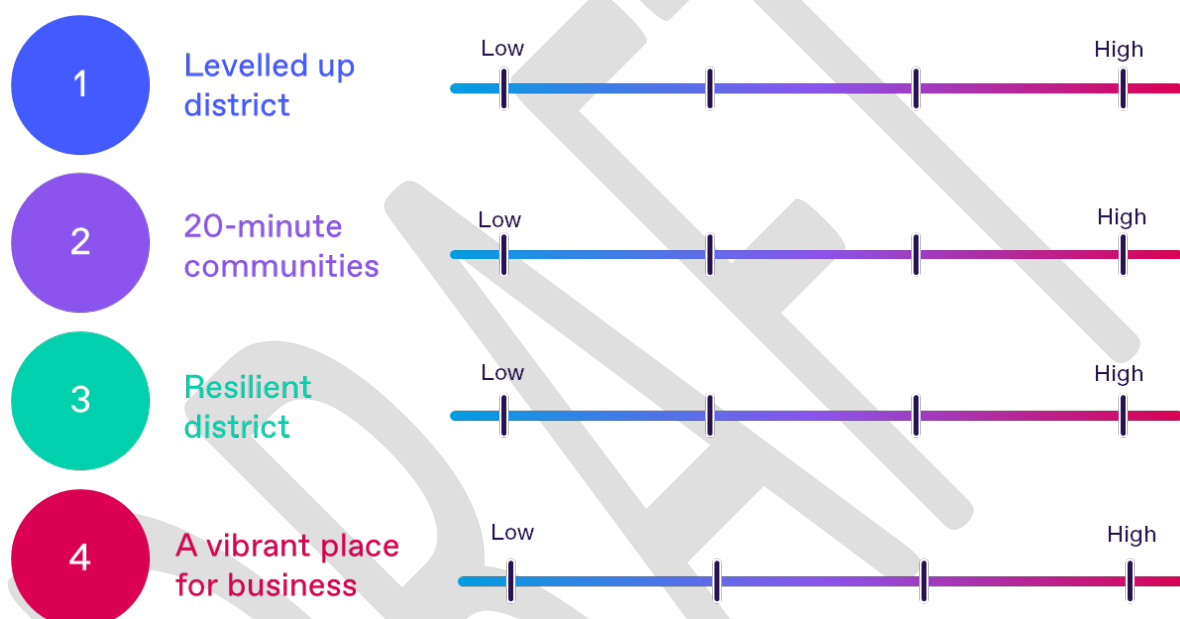
| Outcome | Indicator(s) |
|---|--|
| 3. Reduced socio-economic and spatial inequality | <ul style="list-style-type: none"> Reduction in the gap between median hourly workplace pay and median hourly resident pay. Improved health outcomes among the district's most deprived communities. Better educational outcomes in the district's weakest performing schools. |
| 4. More affordable, sustainable, and flexible housing stock | <ul style="list-style-type: none"> Percentage of existing homes at EPC Band C. Percentage of new homes which are net zero. Annual increase in pre-manufactured value (amount produced offsite) of new homes. Percentage of homes with no mains gas connection supplied with renewable electricity. Proportion of retrofit and offsite manufacturing employees and products based within the district. |
| 5. Net CO ₂ emissions reduced to zero | <ul style="list-style-type: none"> Tonnes of CO₂ equivalent emissions reduced each year from transport, business, and domestic sources. Tonnes of CO₂e emissions captured/sequestered by trees and green space each year. |
| 6. Greener transport and less congestions | <ul style="list-style-type: none"> Modal shift from private car to public transport or active travel. Percentage of private cars and taxis which are electric/zero emission. Percentage of fleet/freight vehicles which are electric/zero carbon. Faster journey times for private and public transport. Tonnes of CO₂e emissions reduced from transport each year (including electricity supply for electric vehicles). |
| 7. More local renewable energy | <ul style="list-style-type: none"> Amount (kW) of renewable energy generated within the district. Tonnes of CO₂e emissions reduced each year from energy use in the district. |
| 8. Increased biodiversity and green infrastructure | <ul style="list-style-type: none"> Tonnes of CO₂e emissions captured/sequestered by trees and green space each year. Number of trees planted in rural and urban areas. Greater number of species in the wider countryside and farmland. Number of approved environmental land management (ELM) schemes and land area covered. Percentage of urban areas which is green space. |

The four scenarios

Four interlinked scenarios (Figure 5) demonstrate how, by changing its priorities, Winchester City Council can accelerate or decelerate progress against each of green economic development outcomes.

It is important to note that the scenarios are not mutually exclusive. All of the outcomes may be achieved to some extent in every scenario. Instead, the scenarios show which outcomes would be achieved to the greatest extent, depending on where Winchester City Council sets its priorities at a point in time.

Figure 5: Scenarios on the graphic equaliser



The use of scenario planning is an important strategic decision-making tool for a future facing GEDS, and contingency planning will be critical in the post-pandemic period. The concept of the graphic equaliser in Figure 5 indicates that Winchester City Council and partners can adapt GEDS priorities and practice in an agile manner depending on the exact circumstances at any particular moment or in any particular place, and the specific opportunity to be realised.

So for instance, if considering how to respond to Government housing policy, whilst all four scenarios have a role, the primary focus may mean more focus on the 'Levelled up district' scenario. Digital or transport interventions might be driven by the 20-minute communities dial and so on.

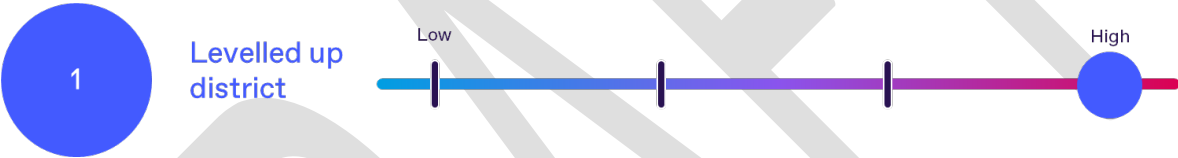
The following section summarises the nature of each of the four scenarios and how 'dialling-up' focus on each scenario in isolation impacts on the balance of outcomes. In practice the tool is more agile, and the scenarios can and should be dialled-up in a

balanced way, giving rise to a more nuanced combination of outcomes tailored to the specific needs of Winchester District.

Levelled up district

The GEDS sets up Winchester District for a holistic form of growth that balances and encompasses economic, environmental, and social prosperity. In this context Levelling up can be seen as primarily concerned with social prosperity. Within that there is a focus on development recovery that addresses pre-pandemic structural weaknesses like housing supply and affordability, foundational economy productivity, skills and jobs, economic participation, and health and wellbeing.

In Winchester district the Levelled up scenario recognises and answers the disparities across the district in terms of life outcomes, opportunity, and prosperity. It is about creating an environment for growth and innovation within rural and market town communities as much as it about the historic city centre or the business-led conurbation of Whitely.



| Strength of outcomes achieved | |
|--|-----------|
| Reduced socio-economic and spatial inequality | ● ● ● ● ● |
| More affordable, sustainable, and flexible housing stock | ● ● ● ● ● |
| Higher skills and productivity | ● ● ● ● ● |
| Increased business density and diversity | ● ● ● ● ● |
| Greener transport & less congestion | ● ● ● ● ● |
| Net CO ₂ emissions reduced to zero | ● ● ● ● ● |
| Increased biodiversity and green infrastructure | ● ● ● ● ● |
| More local renewable energy | ● ● ● ● ● |

20-minute communities

Winchester City Council has the opportunity to use planning levers to encourage and grow a series of 20-minute communities, both in Winchester City centre as well as in the market towns and their immediate hinterlands.

It is about being able to live locally, in a connected, walkable environment where people can access essential services, education, skills and work opportunities, and leisure pastimes in places that have a strong social and civic identity as well as a thriving local economy.

20-minute communities could contain a comprehensive economic offer in more places across the Winchester District geography. This means creating more economic activity which builds on the existing characteristics of communities alongside more services for employees, residents and visitors. To support this the city, towns, and villages should be connected with exemplary digital infrastructure, smart public transport, and active travel initiatives.



| Strength of outcomes achieved | |
|--|---|
| Greener transport and less congestion | <div><div></div><div></div><div></div><div></div></div> |
| Increased business density and diversity | <div><div></div><div></div><div></div><div></div></div> |
| Net CO ₂ emissions reduced to zero | <div><div></div><div></div><div></div><div></div></div> |
| More affordable, sustainable, and flexible housing stock | <div><div></div><div></div><div></div><div></div></div> |
| Reduced socio-economic and spatial inequality | <div><div></div><div></div><div></div><div></div></div> |
| Higher skills and productivity | <div><div></div><div></div><div></div><div></div></div> |
| Increased biodiversity and green infrastructure | <div><div></div><div></div><div></div><div></div></div> |
| More local renewable energy | <div><div></div><div></div><div></div><div></div></div> |

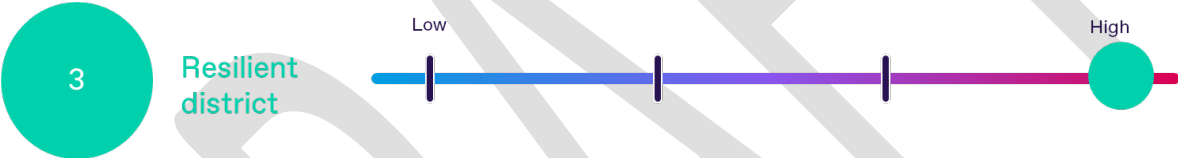
Resilient district

A resilient Winchester District is always learning, agile in its policy prioritisation and implementation and, where possible, builds local capacity to meet the challenges of both the present and future.

The district is better protected from flooding and is adapted to rising temperatures by embracing nature-based solutions. Local biodiversity is enhanced, and local food production becomes a bigger feature in the local economy. Local renewable energy generation increases energy security and helps power the decarbonisation of homes and transport without increasing bills.

Intelligent use of the local planning system facilitates local energy solutions and efficient, high quality and affordable housing stock.

Local food production positively contributes to carbon reductions and reduces transport congestion. A dynamic indigenous small and medium-sized business base provides diversity of employment, sticky jobs, and contributes to a strong and distinctive local identity.



| Strength of outcomes achieved | |
|--|---|
| Net CO ₂ emissions reduced to zero | <div><div></div><div></div><div></div><div></div></div> |
| Increased biodiversity and green infrastructure | <div><div></div><div></div><div></div><div></div></div> |
| Greener transport and less congestion | <div><div></div><div></div><div></div><div></div></div> |
| More local renewable energy | <div><div></div><div></div><div></div><div></div></div> |
| More affordable, sustainable, and flexible housing stock | <div><div></div><div></div><div></div><div></div></div> |
| Reduced socio-economic and spatial inequality | <div><div></div><div></div><div></div><div></div></div> |
| Increased business density and diversity | <div><div></div><div></div><div></div><div></div></div> |
| Higher skills and productivity | <div><div></div><div></div><div></div><div></div></div> |

A vibrant place for business

People and communities will understand and embrace the opportunities of sustainable living and wellbeing in Winchester District’s rich and varied environment and use their creativity and entrepreneurialism to make the most of them.

Policy measures will support this by enabling more affordable and flexible remote working, incubator, workshop, and independent commercial space and retail premises across the district, making it the go-to place for start-ups and a dynamic day and night-time economy.

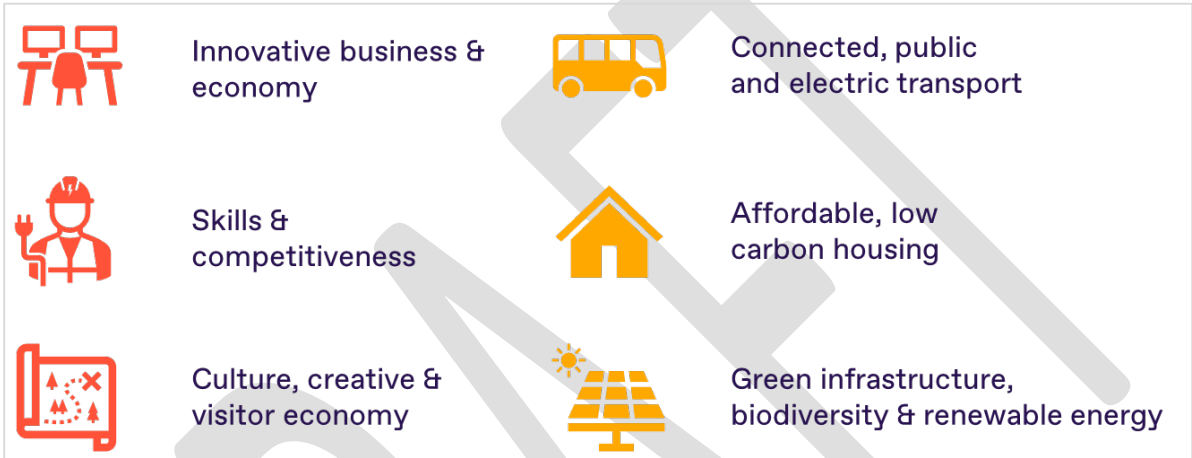
Improved transportation and digital infrastructure, improved supply of affordable housing, and more effective partnership working between anchor institutions, business, and the knowledge economy encourages innovation and business growth among large and small companies alike.



| Strength of outcomes achieved | |
|--|---|
| Increased business density and diversity | <div><div></div><div></div><div></div><div></div></div> |
| Higher skills and productivity | <div><div></div><div></div><div></div><div></div></div> |
| More affordable, sustainable, and flexible housing stock | <div><div></div><div></div><div></div><div></div></div> |
| Greener transport and less congestion | <div><div></div><div></div><div></div><div></div></div> |
| Reduced socio-economic and spatial inequality | <div><div></div><div></div><div></div><div></div></div> |
| Increased biodiversity and green infrastructure | <div><div></div><div></div><div></div><div></div></div> |
| More local renewable energy | <div><div></div><div></div><div></div><div></div></div> |
| Net CO ₂ emissions reduced to zero | <div><div></div><div></div><div></div><div></div></div> |

7. Policy themes and proposed actions

Six priority themes covering all elements of green economic development and a range of proposed actions that will deliver the GEDS outcomes for people, businesses, and the lived experience.



Each of these themes contain examples from around the UK of initiatives which are relevant to Winchester District and provide a flavour of the type of action needed. Subsequently, a series of proposed actions to take forward are presented. These actions will need to be tested, agreed, and designed in consultation with key stakeholders. The proposed actions fall into four categories (Table 3).

Table 3: GEDS actions categories

| | |
|-----------------------|---|
| Enabling Policy | Using levers which enable business and communities to act |
| Investment/ Delivery | The Council will lead on investing in and delivering actions |
| Partnership Working | The Council will collaborate, facilitate, and coordinate action by stakeholders |
| Research/ Feasibility | Building evidence bases for and appraising future interventions |

Innovative business and economy

Between now and 2030 businesses will need to stay competitive and relevant in their markets, and Winchester District will need to stay competitive and relevant to large and growing businesses. A digitally and physically connected business ecosystem, which encourages and enhances the collaborative efforts of private business to innovate, and which connects them more strongly with the large public sector organisations, will ensure that Winchester District is a place where businesses can successfully adapt rather than being left behind compared to other places.

- There is a balance between an explicit focus on green growth and more mainstream economic development intervention strategies and priorities. This is partly about enabling businesses and making sure they have the right access to talent, space, and digital connectivity – especially when seeking to attract or grow larger businesses in finance, technology, and other parts of the knowledge economy.

The economic focus of this theme has three major components:

Agricultural innovation network

The 4Sight Farming project, funded by the Scottish Government's knowledge transfer and innovation fund, worked with 30 growers to identify how technology and data can reduce fixed costs and increase productivity.

Farming businesses were supported to adopt relevant approaches from other industries and work with other sectors to design and develop digital applications.

Team Winchester institutions.

1. Strengthening the relationship management processes between, effectively, the Team Winchester Leadership institutions – the large anchors, many public sector, education and health oriented – the larger major businesses (for instance IBM, Arqiva, NATS, HSBC, etc.), and the high growth potential SMEs in key knowledge and technology-rich sectors and industries. Part of this is about the CRM and business support processes of Winchester City Council, Hampshire County Council (HCC), and LEP teams – but it is also about stakeholder and relationship management by the senior teams of the
2. Bringing forward refreshed propositions for the major regeneration sites in Winchester City centre and also employment sites in the market towns can address the deficits of contemporary physical accommodation noted in the narrative above and expanded in the evidence review.

3. Together with the National Park, the GEDS can provide a catalyst for nature recovery and biodiversity management businesses, and for new models of sustainable tourism in the visitor economy.

Enterprise space in National Parks

Hexham Enterprise Hub is based in the grounds of Northumberland National Park Authority's Hexham offices. Within easy walking distance of the town centre and public transport connections, and with access to fast broadband, this space reduces the need to travel to larger cities whilst still being connected.

Indoor and outdoor meeting rooms, communal facilities, and flexible and shared working space provides a physical ecosystem for businesses.

These more orthodox strategies can be designed and delivered in a post-pandemic context in a manner which:

- Reduces the need for travel between different places in the district and therefore starts to address the growing congestion challenges that are presenting particularly around the City of Winchester.
- Deliver an improved live-work offer within market town centres so that rural businesses, particularly those in the knowledge-based and digital sectors, are provided with a new alternative to commuting. This brings a new vibrancy to the day-time economy of market towns.
- Ensuring Winchester has the cultural vibrancy and identity needed to attract the talent which big businesses want, and that housing costs, ease of transport, and the lived experience are favourable.
- Rethink retail space for the future to provide more effective, flexible, and affordable space for start-ups and continuing remote workers. Where the estates of departing larger retailers allow, develop new types of leisure and enterprise uses, which are accessible and affordable for small and independent businesses
- Ensuring sufficient small and flexible enterprise space in or close to market towns and the National Park to accommodate new hybrid ways of working.
- New fast digital connectivity without the need for delivering this to every home office.
- Active travel routes within town centres and cross-local authority borders such as from Burridge and Swanwick to Whiteley and Solent Business Park.

Actions

Key action: Collaborate to extend the EM3 LEP digital spine

Improving the coverage and speed of internet is important to facilitate business growth and innovation and is a key factor in attracting start-ups and multi-national businesses alike.

Winchester City Council should engage with EM3 LEP to secure the extension of the digital spine from Basingstoke through the whole Winchester District to enhance broadband (fibre and 5G) connectivity.

Table 4: Innovative business and economy actions

| No. | Proposed Action | Description |
|-----|---|---|
| IB1 | Collaborate to extend the EM3 LEP digital spine Type; Partnership Working | WCC working with EM3 LEP to facilitate the extension of the digital spine from Basingstoke through the whole Winchester District to enhance broadband (fibre and 5G) connectivity. |
| IB2 | Collaborate to refresh CRM and business relationship management Type; Partnership working | Ensure Team Winchester lead institutions use a consistent process to be well-connected with local strategic large and high growth potential businesses – both through existing economic development teams, the growth hub(s), and directly at leadership level. |
| IB3 | Co-ordinate innovation and knowledge-sharing in the rural and land-based economy. Type; Partnership working | Work with the South Downs National Park Authority and FE/HE establishments like Sparsholt to deliver innovation support and knowledge-sharing to agricultural businesses across the district. This could include developing innovations using digital technology in partnership with local digital businesses, support to decarbonise agricultural vehicles, and using data. |
| IB4 | Co-ordinate a digital cluster programme Type; Partnership working | Winchester is home to Arqiva and IBM, alongside many smaller tech businesses. These organisations could be the core of a ‘Green Digital Forum’ to explore opportunities for building the green technology offer in the district. EM3 LEP may be a good partner, as may HEIs and GreenTech South, who are sponsored by the University of Portsmouth |
| IB5 | Co-ordinate a single business carbon reduction and responsible management programme | South Downs National Park Authority run their own programme helping SMEs measure their carbon emissions and designing interventions to reduce these. Sparsholt College have also identified a lack of business understanding in this area and are considering developing a course to help them. Winchester City Council also run their own activity, as do the Sustainable Business Network and the EMphasis3 CO ₂ Reductions Project run by the University of Winchester. |

| No. | Proposed Action | Description |
|-----|---|---|
| | Type; Partnership working | Creating a single district-wide brand and shop-window for this activity which sign-posts businesses to the relevant partner will reduce duplication and confusion. This programme can also focus on wider sustainability management skills. The University of Winchester Business School is accredited to the international PRME standard for teaching responsible management practices. The School could become a regional focus for training a new generation of managers to meet the new standards expected of business. |
| IB6 | Deliver flexible, affordable grow on/small SME space Type; Investment/delivery | Establish a pilot for a rural business hub to support start-ups and provide move on space, together with access to business support. This opportunity would be best in a market town, perhaps Alresford in The Dean – an old industrial area now being given over to housing. Work in partnership with Town Council and Hampshire County Council if required. |
| IB7 | Encourage repurposing retail space Type; Enabling policy | The post-COVID retail environment provides an opportunity to re-shape large retail space into more accessible and flexible customer-facing and workshop space for independent businesses. |
| IB8 | Deliver a post-COVID relocation prospectus Type; Enabling Policy | A relocation prospectus selling Winchester's strengths based around the district's strong economic metrics, cultural centre, connectivity to London, and access to nature and green spaces can form an important part of a concerted district-wide campaign to take advantage of the anticipated structural economic changes post-COVID and attract satellite businesses, including financial, wealth management, and digital tech companies. |

Skills and competitiveness

The foundational economy sits at the heart of green economic development as much as the district's digital, design, and financial sectors. The foundational economy includes care and health services, food, housing, energy and utilities infrastructure, construction, tourism, hospitality, and retail.

Capitalising on the strength and ambitions of education providers will provide skills for the direct new green foundational economy jobs in energy and housing retrofit needed to meet net zero.

Achieving inclusive growth and a just transition means that no part of Winchester District's foundational economy is left behind. In some sectors, decarbonisation requires traditional processes and jobs to be replaced with new ones. To ensure existing employees do not lose out, the district will have a culture of lifelong skills, training, and outreach. The Council and partners will create an enabling policy environment to support an innovative foundational economy to grow and thrive whilst also reducing carbon emissions.

Procuring MMC to stimulate the foundational economy

Wrexham County Borough Council (WCBC) developed a cutting-edge procurement strategy for social housing. This had the dual aim of delivering innovative homes and creating new skills and jobs in the local foundational economy to boost productivity.

Extensive stakeholder engagement was undertaken with universities, social housing providers, local councils, and representative sector bodies as well as Welsh Government to design the best procurement approach. To achieve success, a new approach to procurement was designed to focus on social-value and life-cycle cost rather than price.

A future Winchester will see the foundational and knowledge economy sectors increasingly linked and supportive of each other. Digital, data, and design skills, alongside strong professional services and university-led activity, will support all sectors of a green and innovative foundational economy.

Inclusive growth and a just transition also means that businesses and communities do not face challenges such as higher energy or transport costs, especially in parts of the district which rely on private cars and off-grid energy supplies. A strong foundational economy and skills base will mean that homes, businesses, and transport are decarbonised using the best solutions most cost effectively.

Actions

Key action: Co-ordinate development of a low carbon offsite and Sustainable Construction Skills Academy

Building homes which create lower carbon emissions and retrofitting existing homes is an important national policy driver which will affect house building across Winchester district.

New skills will be needed to build low carbon homes and retrofit homes, as well as will retraining of traditional construction workers as the industry moves towards wider adoption of modern methods of construction. Developing skills and supply chain capacity in Winchester district is an opportunity to create jobs and economic growth.

To do this, Winchester City Council should lead on developing an innovation centre around low carbon offsite construction skills developed in partnership with local education providers and incorporating the district’s architecture and design strengths. Regeneration sites, Whiteley developments, and rural retrofit are opportunities to encourage innovative and lower carbon construction methods as statements of intent and as levers to attract investment in skills and jobs.

Such a development will also align with EM3 LEP’s aspiration to create a centre for skills, which ought to link with construction businesses adopting sustainable practices. There is an opportunity to create a physical ‘academy’ at Sparsholt, using existing buildings at first, as a way of seeding the growth of this sector. A focus on apprenticeships for Winchester residents and re-skilling of existing construction sector employees.

Table 5: Skills and competitiveness actions

| No. | Proposed Action | Description |
|------|--|--|
| SFE1 | Co-ordinate development of a low carbon offsite and Sustainable Construction Skills Academy Type; Investment/delivery | New skills will be needed to build low carbon homes and retrofit homes, as well as will retraining of traditional construction workers as the industry moves towards wider adoption of modern methods of construction. Developing skills and supply chain capacity in Winchester district is an opportunity to create jobs and economic growth. To do this, Winchester City Council should lead on developing an innovation centre around low carbon offsite construction skills developed in partnership with local education providers and incorporating the district’s architecture and design strengths. Regeneration sites, Whiteley developments, and rural retrofit are opportunities to encourage innovative and lower carbon construction methods as statements of intent and as levers to attract investment in skills and jobs. |

| No. | Proposed Action | Description |
|------|---|---|
| | | Such a development will also align with EM3 LEP's aspiration to create a centre for skills, which ought to link with construction businesses adopting sustainable practices. There is an opportunity to create a physical 'academy' at Sparsholt, using existing buildings at first, as a way of seeding the growth of this sector. A focus on apprenticeships for Winchester residents and re-skilling of existing construction sector employees. |
| SFE2 | Co-ordinate development of a rural innovation hub for energy efficiency and generation Type; Investment/delivery | <p>The UK Government aims to install 600,000 heat pumps a year (to phase out reliance on heating oil and gas) across the UK, and there is currently a prohibitive skills and supply chain shortage to achieve this.</p> <p>WCC will co-ordinate activity to build on the Institute of Technology proposals from Sparsholt and Winchester University and leverage the capacity and experience of SDNPA and Marwell Zoo. Establishing a rural innovation hub for energy efficiency and generation will provide the skills, supply chain capability, and technology needed to decarbonise housing energy supply.</p> |

Culture, creative, and visitor economy

By concentrating on a more independent-led, experiential retail and leisure experience using local suppliers and local and regional branding across multiple market town cores as well as in the historic city centre, there is an opportunity to enhance the visitor offer and grow the Winchester District brand as the preferred sustainable visitor gateway to the South Downs.

Winchester District has an opportunity to build a local cluster of national significance in the creativity, design, and related heritage and nature/land-based professional services sectors. Winchester is already known for its architectural density, but this might be broadened and deepened into a creativity-themed network of scale and significance, akin at least to the way in which Guildford has recently promoted its gaming industry capabilities.

Vacant space can also be used to grow the creative sector. Winchester City Council should explore opportunities for converting the former Debenhams unit into creative start-up space, in partnership with the School of Art.

There is an opportunity for Winchester District to make more of its key assets such as its city centre heritage, the South Downs National Park, and the numerous visitor destinations across the district. This can be done by marketing itself as the number one sustainable tourism destination in the UK, with a single brand covering attractions, accommodation, transport, and hospitality.

Focus on sustainable tourism

The Lake District National Park Authority support a “tourism industry that is successful and profitable and protects the local environment and culture”.

This is a multi-faceted approach, focusing on providing better services and public transport, easier access to green space, local food, and crafts across hospitality venues and visitor attractions, and minimising the environmental impact of quality accommodation.

An existing population of dynamic local suppliers offers a ready market of collaborative partners to establish a district-wide ‘buy local’ sustainable tourism brand. Winchester is the most important gateway to the South Downs and has an opportunity to cohere a network of rural visitor attractions around a common identity. Hospitality businesses participating in either sourcing local food or supplying waste to local compost facilities can be part of a “grown in Winchester district” initiative, helping to raise their profile and that of the whole programme.

City centre regeneration provides an opportunity to establish a new and different anchor tourism destination to complement and stimulate spin-off visitor spend and to broaden audience reach.

Decarbonising tourist travel between accommodation, destinations, and town centres across the district and National Park should be a feature of the brand through a combination of electric vehicle charging at tourist hotspots, dedicated active travel links, and effective low carbon public transport.

Actions

Key action: Collaborate with the district’s educational institutions to grow opportunities for the creative and cultural sector

Stakeholders feel there is a lack of creative space for start-ups and creative events to attract and retain young people across all sectors.

Winchester City Council can play a key role in supporting its creative and cultural industries by delivering creative and cultural space for its residents and businesses. In partnership with the School of Art there is an opportunity to explore possibilities for dedicating space in underused properties or new developments for creative start-up space, skills hub, and flexible public facing creative exhibitions and events.

Including exhibition, event, and performance space this will add another dimension to the visitor offer in Winchester District and will complement its existing historical, heritage, and cultural attractions. This can then be integrated into the sustainable tourism strategy, which is another important recommendation (Table 6).

Table 6: Culture, creative, and visitor economy actions

| No. | Proposed Action | Description |
|-------|---|--|
| CCVE1 | Collaborate with the district’s educational institutions to grow opportunities for the creative and cultural sector Type; Enabling Policy | Winchester City Council can play a key role in supporting its creative and cultural industries by delivering creative and cultural space for its residents and businesses. In partnership with the School of Art explore opportunities for space for creative start-up space, skills hub, and flexible public facing creative exhibitions and events. |
| CCVE2 | Deliver a Sustainable Tourism strategy Type; Enabling Policy | A Sustainable Tourism strategy will deliver an overarching and coordinated vision to make Winchester District a national leader in this sector. The strategy will identify actions and develop a roadmap for delivering these, including how to maximise the use of local supply chains – including food supplies – improve connectivity and coordination across the district, and |

| No. | Proposed Action | Description |
|-------|--|--|
| | | support tourist sector businesses to become more sustainable and maximise their growth potential. |
| CCVE3 | Co-ordinate rural tourism businesses Type; Enabling Policy | WCC will need to engage rural tourism businesses and support them to become more sustainable, maximise their growth potential, and harness synergies across the sector. This may include helping them access central Government funding, developing charging hubs at park and ride locations, and dialogue and collaboration to potentially establish a 'visit Winchester pass'. |
| CCVE4 | Co-ordinate use of local creative capabilities in non-creative businesses Type; Enabling Policy | Winchester District has strong creative and design capabilities. To maximise on this place-based strength, WCC should play a leading role in encouraging and facilitating creative and non-creative businesses to work together to not only further support the district's reputation as a leading creative centre but to also boost innovation, productivity, and local skills and knowledge. |
| CCVE5 | Co-ordinate the establishment and operation of a creativity-themed business cluster network Type; Partnership working | Potentially encourage the universities (Art and Business Schools) to support SME business growth in, synergies between, and promotion of a Winchester cluster of niche businesses in areas like design, heritage, nature, and other LCEGS professional services |

Connected, public, and electric transport

Road transport is the largest source of CO₂ emissions in Winchester District and is important to address. Working and travel patterns may be fundamentally different after COVID-19, but transportation and its externalities will still be a fundamental factor in the district's economic, societal, and environmental performance.

Green economic development will see the district's residents travelling by electric car when they need to use a private vehicle, low carbon public transport or shared transport where possible, and walking and cycling in their local areas. Businesses in the district will use low or zero carbon fleet and freight vehicles where viable, with public sector organisations taking the lead. Dedicated low carbon public and shared transport for tourists and visitors will be complemented by a network of electric vehicle charging points and active travel options in prime tourism locations. For traffic moving through the district without stopping, providing low carbon fuel and infrastructure on the district's trunk roads ensures Winchester District is supporting regional low carbon aspirations.

Not all aspects of transport in the district are controlled by the Council. Therefore, the GEDS sees Winchester City Council playing three crucial roles:

1. Collaborate with and influence out-of-district partners who are responsible for improving public transport and roads.
2. Enable and encourage in-district stakeholders to change how they travel and make more sustainable decisions.
3. Investment and policy to make physical transport interventions.

A Flagship City for EVs

Dundee is a city being transformed by ultralow emission vehicles. The city is home to the largest local authority EV fleet in the UK at 96 vehicles, which between 2012-2017 saved 255 tonnes of CO₂ emissions in addition to realizing substantial savings on fuel costs. Dundee also has 112 fully electric taxis and private hire vehicles in Dundee, making up 15% of the city's taxis.

Dundee City Council has been further awarded £1.9m from the UK's Office for low Emission Vehicles (OLEV) 'Go Ultra-Low City' scheme to develop three new charging hubs.

Actions

Key action: Plan the next phase of the EV charging infrastructure strategy

Winchester City Council has recently made rapid progress in rolling out EV charging to its car parks across the district – and to its new housing developments. However electric vehicles (EV), charging technology, and infrastructure business models continue to develop rapidly. This evolution is happening in the context of planned housing development, changing patterns of work and travel, new technological options as ever larger vehicles move to electric power, and recent Government policy to accelerate EV adoption.

A next phase strategy would ensure the best options for residents and businesses are being considered. This can align with the sustainable tourism action, park and stride and car club actions, enterprise space development and renewable energy generation and storage actions (Table 7).

As part of this there is a need to engage with key bus operators, local delivery companies, and major fleet operators to assess their needs.

Table 7: Transport actions

| No. | Proposed Action | Description |
|-----|---|--|
| T1 | Deliver a plan for the next phase of EV charging infrastructure strategy Type; Research/Feasibility | Winchester City Council to review the district wide EV strategy and commitments made in the Carbon Neutrality Action Plan and consider focusing on urban and rural as well as grid capacity and energy storage. As part of this there is a need to engage with key bus operators and major fleet operators to assess their needs. |
| T2 | Deliver new park and ride capacity to the north of the city. Type; Investment/ Delivery | New park and ride capacity to the North of the City centre will provide a new option for commuters, visitors, and shoppers approaching from that direction. This is currently being considered at Sir John Moor Barracks in addition to the small Park & Ride planned for Kings Barton. This will reduce the number of vehicles travelling into, though, and around the city and builds on the success and positive view of the sites to the south and east of the city. This action is consistent with the priority actions outlined in Winchester’s Carbon Neutrality Action Plan, Air Quality Action Plan, and Movement Strategy. |
| T3 | Collaborate with HCC on Bus Improvement Plan | This will ensure a WCC voice in the HCC Bus Improvement Plan, together with a commitment to financial support where necessary to better connect rural and City across the district. |

| No. | Proposed Action | Description |
|-----|---|--|
| | Type; Partnership Working | This will complement and support the priority actions outlined in the Winchester Movement Strategy to introduce bus priority measures on key radial routes into the city centre and hold new discussions with bus and coach operators to identify the package of actions and measures that could form part of an enhanced partnership arrangement. |
| T4 | Collaborate with HE and HCC on the Movement Strategy Type; Research/ Feasibility | In alignment with the Winchester Movement Strategy, working with Highways England is an important process to ensure ongoing investment in initiatives such as the Smart Motorway Programme, motorway junction improvements and new road, walking and cycle connections provide the best outcome for the district, especially the South of the district and Whiteley. |
| T5 | Co-ordinate a high profile EV fleet commitment Type; Enabling Policy | WCC to co-ordinate anchor institutions and public bodies across the district to switch to zero carbon fleets. This will help the Council to meet its commitment to reduce emissions from all Council owned, leased, or contracted vehicles, as identified in the Air Quality Action Plan. |
| T6 | Deliver a feasibility for electric vehicle car club scheme Type; Research/ Feasibility | Now is a good time to revisit previous attempts to develop a rental scheme for electric vehicles, in partnership with a rental provider. There are opportunities to do this as part of a medium/large sized development. Kings Barton, immediately to the North of the town centre may be a good site. |

Affordable, low carbon housing

Building the houses the district needs today and in the future does not have to cause environmental harm or damage the character of the district’s communities. Innovative ways of designing homes will see affordable and energy-efficient homes built to a high standard using materials and designs sensitive to local characteristics in different parts of the district, and constructed at the required scale and pace, thus delivering on the priorities identified in the Winchester Housing Strategy.

This can be achieved using Modern Methods of Construction (MMC), which utilises Building Information Modelling, offsite manufacturing, new sustainable and energy efficient materials, and faster on-site assembly.

New sustainable homes and retrofit programs will reduce energy demand and costs in parts of the district with no mains gas connectivity and provide flexibility in the social housing sector to meet the changing needs of residents over time.

Net zero homes at scale

City of Edinburgh Council has granted planning permission for 444 houses at to create the largest net zero carbon housing development in Scotland.

The homes include improved insulation, low carbon heating, and renewable technology. This will create an affordable, scalable, and practical solution that can ultimately be delivered for any residential development.

Retrofit

Angus Council are leading a multi-stakeholder Social Housing Decarbonisation Fund Demonstrator project in one of the rural area’s oldest and most historic housing areas.

This property archetype will provide the ultimate “stress” test for evaluating the energy efficiency of retrofit technologies in the most “hard-to-treat” housing stock. For example, exploring whether electric powered heat pumps can replace oil or gas systems in similar properties.

Winchester can be a leader across the whole value chain of sustainable construction.

Green economic development will capitalise on strong architecture and design capabilities in the district to embrace innovative offsite and zero carbon construction approaches.

Building the technical process and advanced materials skills needed to manufacture and assemble homes stimulates the local supply chain, and homes made in the district can be exported across the South of England to meet anticipated strong and sustained demand.

Building the supply chain will mean initially working in partnership with registered social and affordable housing providers. Winchester City Council, through its Council-owned sites and commissioned build programmes (residential and commercial) can pioneer the

use of MMC and build skills and production capabilities in the district. These capabilities will then support private sector developments using MMC.

Making the district a home to a National Training Centre for Sustainable Construction is a flagship ambition to place Winchester District at the forefront of this national agenda.

Actions

Key action: Encourage low or zero carbon regeneration site testbed and development

Winchester City Council are developing the next Local Plan at a time when national Government policy is promoting the use of off-site manufacturing of homes and modern methods of construction.

To build supply chain capacity and show that the district is embracing innovation, a test-bed can be developed. This would be based at 2-3 medium sized sites which are part of the Council’s own house building programme, where Modern Methods of Construction approaches would be procured following market engagement with potential suppliers. Sites should be a mix of urban and rural and would see a selection of different property types designed to be sensitive and respectful of the characteristics in different parts of the district.

The test-bed will demonstrate approaches for maximising the ‘pre-manufactured value’ (PMV) of new homes which is a measure of the amount of a home built offsite. This can be increased over time as technology and supply chain capacity evolves. The test-bed could also have a focus on integrating rooftop solar, working towards net zero standards and designing modular homes which can be adapted to different needs over time. The Council can use control levers to make sites investment ready for innovative, zero carbon exemplar development.

Table 8: Housing and construction actions

| No. | Proposed Action | Description |
|-----|--|---|
| HC1 | Encourage low or zero carbon regeneration site testbed and development Type; Enabling Policy | <p>To build supply chain capacity and show that the district is embracing innovation, a test-bed can be developed. This would be based at 2-3 medium sized sites which are part of the Council’s own house building programme, where Modern Methods of Construction approaches would be procured following market engagement with potential suppliers. Sites should be a mix of urban and rural and would see a selection of different property types designed to be sensitive and respectful of the characteristics in different parts of the district.</p> <p>The test-bed will demonstrate approaches for maximising the ‘pre-manufactured value’ (PMV) of new homes which is a measure of the amount of a home built offsite. This can be increased over time as technology and</p> |

| No. | Proposed Action | Description |
|-----|---|---|
| | | supply chain capacity evolves. The test-bed could also have a focus on integrating rooftop solar, working towards net zero standards and designing modular homes which can be adapted to different needs over time. The Council can use control levers to make sites investment ready for innovative, zero carbon exemplar development. |
| HC2 | Deliver a significant retrofit campaign Type; Investment/delivery | WCC to deliver retrofit across its social housing estate and actively promote the Warmer Homes Local Authority Delivery (LAD) programme for non-Council housing residents. |
| HC3 | Collaborate to transform Whiteley into an urban village exemplar Type; Investment/delivery | Continuing planning approval for growth in residential housing is aligned with aims to be zero carbon and with more offsite construction. New and existing developments to have better digital connectivity. New live-workspace and smart-city solutions as part of a multi-faceted mixed use town centre offer. |
| HC4 | Encourage increased housing supply Type; Enabling Policy | Permit development aligned to the evidence base for the local plan with a focus on aims around zero carbon and offsite construction and the need to address fuel and transport poverty, the just transition (affordability of decarbonised homes), and 20-minute communities. |

Green infrastructure, biodiversity, and renewable energy

Climate change is impacting on our weather, with increased risk of flooding and rising temperatures. Increased green space in urban centres, green infrastructure in new developments, and increased biodiversity in rural areas builds resilience against climate change and improves quality of place.

Innovative water management

The Water Hub is a collaboration between Durham University, Northumbrian Water, the Environment Agency, and Durham County Council. It creates opportunities for businesses to work with communities, end users, government organisations, and research institutes to develop solutions to key water and environmental challenges in data insight; water futures; catchment management; water, energy, and waste; and enabling resilient communities.

Trees and greenery, including green roofs, reduce urban temperatures by casting shade and by reducing the build-up of heat in built infrastructure. In rural areas, green infrastructure also mitigates flooding and provides an opportunity to absorb carbon from the air and increase biodiversity.

As Winchester City Council's Biodiversity Action Plan highlights, despite its importance, biodiversity is being lost at an alarming rate. Not only is this an environmental issue, but also an economic, social, and moral one. Improved biodiversity brings environmental and ecological benefits and can also support local food production by providing habitats for natural pollinators.

Green infrastructure in urban areas is used to replace hard surfaces with sustainable urban drainage and greenery including meadows, rain gardens, and other vegetation in locations which play an important part in how rainwater flows. This acts as a natural 'sponge' to manage flood risk, reduce the volume of surface run off in urban areas, ease pressure on the sewer network, and prevent surface water flooding.

Planning for climate change

Leeds City Council are working with the Environment Agency, the University of Leeds, and the River Stewardship Company to plant 5,000 trees as part of a Natural Flood Management Programme.

The initiative will reduce flood risk to over 1,000 homes, 470 businesses, and key infrastructure along a 14km stretch of river upstream of the city centre train station, as well as capturing carbon and improving biodiversity.

The strong collaborative ethos is key, with partners also collecting data to monitor effectiveness to inform future projects.

Creating a positive planning and consultation environment with strong local leadership and advocacy will increase local renewable energy generation. This has the potential to benefit all of Winchester District with field-based solar offering rural communities that are currently high users of heating oil and bottled gas a transition to greener energy solutions. Surplus energy can be sold into the grid to benefit community-driven energy ventures.

Solar PV and energy storage investments are also viable on flat roofs in urban areas and business parks. Winchester City Council and other anchor institution-owned and -controlled buildings can demonstrate leadership here. There are then sizeable opportunities in areas such as Whiteley and other areas of large-scale retail, commercial, and industrial buildings for further private sector deployment of solar. A Winchester District with higher percentages of green energy offers enhanced protection against supply shocks and price rises.

Moving businesses and homes away from gas, replacing oil burners and LPG in rural areas, and moving from petrol and diesel to electric cars, freight, and agricultural vehicles needs affordable zero carbon electricity. A strong directional shift across Winchester City Council to green energy is a significant contribution to the Council's broader green and low carbon aspirations.

Actions

Key action: Deliver green infrastructure and ecosystem services in built-up areas

The city centre regeneration in the City of Winchester not only provides an opportunity to provide the required mix of large grade A office space, smaller flexible space, and live-work space, but also an opportunity to shape the city centre environment.

A key barrier to green infrastructure in urban areas is the cost of retrofitting green space, plants and landscaping, and sustainable urban drainage into densely built-up places. A new development is a chance to avoid this cost by embedding green

New approaches to financing solar

West Berkshire Council raised £1m to fund new rooftop solar power on Council-owned buildings from Community Municipal Bonds.

A form of public sector crowdfunding, with members of the local community able to invest in projects for a rate of return, these are a relatively new but growing way for local authorities to raise finance for infrastructure investment.

In West Berkshire a total 640 investors, 20% from within the local authority, invested with West Berkshire Council paying returns of 1.2 per cent per year over a 5-year term.

infrastructure from the start.

Green infrastructure will not just make the new development more attractive to prospective tenants and employees but it will make the new development more resilient to surface water flooding and rising temperatures.

Table 9: Green infrastructure, biodiversity, and renewable energy actions:

| No. | Proposed Action | Description |
|-----|--|--|
| GI1 | Deliver green infrastructure and ecosystem services in built-up areas Type; Investment/delivery | WCC to deliver proven green infrastructure and ecosystem services in the city and town centres. This includes exemplar projects in Council-controlled housing and commercial sites and using planning levers to deliver this in private sector developments. Replacing concrete and tarmac with nature-based solutions can help to address socio-environmental challenges and support sustainable management of urban areas while providing benefits for both human wellbeing and biodiversity. This action will also complement the Movement Strategy's priority action to enhance public realm in the city centre |
| GI2 | Co-ordinate local food producers and landowners to enhance biodiversity Type; Enabling Policy | WCC to support local food producers and landowners to enhance biodiversity and capture the value of natural capital assets for the district. |
| GI4 | Collaborate with water supply companies on measures for surface water management Type; Partnership Working | Nature-based solutions such as tree planting and flood meadow refurbishment and protection are important and sustainable interventions for protecting and managing flooding. This complements the priority actions in the Carbon Neutrality Action Plan regarding rewilding, tree planting, and the creation of grassland/wetland habitats. In an urban context this needs to be a whole systems approach with water supply companies as key co-creation partners. |
| GI5 | Deliver urban heat mitigation measures Type; Investment/delivery | Nature-based solutions such as tree planting and soft landscaping are important and sustainable interventions for mitigating urban heat. This complements the priority actions in the Carbon Neutrality Action Plan regarding rewilding, tree planting, and the creation of grassland/wetland habitats. |

| No. | Proposed Action | Description |
|-----|---|--|
| GI6 | Collaborate with rural land-based businesses and the South Downs National Park Authority to increase biodiversity Type; Partnership Working | SDNPA can assist rural SMEs to access central Government Environmental Land Management (ELM) funding (formerly CAP) to enhance biodiversity. |
| GI7 | Co-ordinate green energy initiatives Type; Partnership Working | WCC to lead engagement activities with solar industry and potential site owners via anchor institutions and a solar-friendly communications strategy aligned with planning. This could centre around co-ordinated initiatives to develop solar energy using flat roofs of commercial enterprises and appropriate rural sites. This will help WCC meet its Carbon Neutrality Action Plan commitments to source 100% of all electricity purchased by the Council from renewable sources and to build or invest in large scale renewable generation projects. |
| GI8 | Co-ordinate renewable energy and energy efficiency innovation and skills programme Type; Partnership Working | Build on the example of the Marwell bio-digester to stimulate similar initiatives and create a core expertise in renewables. The Marwell project was EM3 LEP funded, which could mean further opportunities for a partnership between Marwell and the LEP. Sparsholt are also developing their own renewable energy and energy efficiency projects and could be the skills and training partner. |
| GI9 | Co-ordinate development of a Regional Green Growth Institute Type; Partnership Working | Solent Freeport has an objective to create a 'green' Freeport, although this has not yet been defined. However, there is potential for a 'Green Growth Institute' being part of the model – in essence a hub for developing ideas which ensure growth takes full account of environmental and social considerations. The Freeport's geography is broad and extends inland and northwards. This means there is an opportunity for Winchester District to establish a centre of excellence with links to the port. This could focus on skills in partnership with skills providers in Winchester District or on the tourism elements of port activity. |

8. Delivering the GEDS

Few can dispute that COVID-19 is a game-changer for how economic strategies should be formulated and delivered. As such, the GEDS is explicitly positioned as a 'next generation' strategy.

Winchester City Council's leadership role

This strategy reflects the strong desire on the part of partners and stakeholders across public sector anchor institutions, the private sector, and the third sector to work collaboratively with Winchester City Council to achieve everyone's shared goal.

For this to occur the Council needs to play the role of strategy and delivery leader, convenor of co-created solutions, and enabling partner of solutions consistent with the GEDS aims but delivered by others. In all of these measures the publicly visible advocacy, drive, commitment, and insights of Winchester City Council's leadership is an essential ingredient. Without it the GEDS and any green economic growth will be lessened.

Winchester District has many significant strengths making it well-placed to maintain the successful position it has established for itself in Hampshire and the UK. However, both the local and national economy are rapidly changing in the face of mounting environmental pressures, broader societal changes, and two of the most significant events of recent decades: Brexit and the COVID-19 pandemic. As such, the cost of doing nothing – or 'business as usual' – is rapidly rising.

This will require Winchester City Council leadership to make maximum use of all possible tools at its disposal, including but not limited to:

- Using planning as an active strategic tool to encourage the spatial outcomes required by the GEDS
- Aligning procurement approaches to support the delivery of strategic outcomes envisaged by the desired scenario outlined in the GEDS
- Ensuring assurance processes regarding Winchester City Council capital investment and interventions reflect the stated priorities committed to within the GEDS
- Senior Leadership of Winchester City Council to internally and publicly reflect message, resolve, and ambition of the GEDS

There must additionally be a structured and conscious emphasis on partnership working as not all aspects of the GEDS can be delivered by Winchester City Council in isolation. Successful execution therefore requires:

- Partnership working and relationship building both within Winchester City Council and across local authority borders

- Establishing and communicating Winchester City Council's clear identity around the GEDS with local, regional, national, and international stakeholders, partners, and investors
- Lobbying with a clear vision and 'ask' with EM3 LEP, HCC, national Government, and others

A purposeful local intelligence system deployed flexibly through scenario and contingency planning processes will be most effective. This requires Winchester City Council adopting a 'One Council' approach and, building on that, convening a coherent and cohesive 'Team Winchester' of crucial partners to progress and manage the strategy.

By 'One Council' we mean that all the powers, buttons, and levers the Council possesses have a role to play – finance, property, planning, procurement, assurance, housing, community, leisure, benefits, electoral, IT, HR, and others – far beyond a narrow economic development responsibility. There will be specified Cabinet and Senior Management figures and their directorates with responsibility and accountability for GEDS progress – but there are important roles to play from backbench ward Councillors to officer team leaders and front-line staff.

'Team Winchester' should formalise the Green Economic Development Reference Group (GEDRG) into an ongoing collaborative delivery and consultative body akin to a Local Development Board. The GEDRG will share collective ownership of the GEDS with Winchester City Council, with both organisations having key decision-making and prioritisation powers for the inevitable variations that will be required during the 2021-30 delivery period.

Partnership working

Not all aspects of the GEDS can be delivered by Winchester City Council in isolation. Successful execution therefore requires establishing and communicating Winchester City Council's clear identity around the GEDS. Whilst the GEDS has been commissioned for and is 'owned' by Winchester City Council, successful delivery of the key priority actions within this report will require cooperation, co-creation, and partnership working.

Therefore, success requires lobbying with a clear vision and translating Winchester City Council's GEDS narrative into a coherent set of 'asks' of both regional (EM3 LEP and HCC) and national Government. Those asks may take the form of either funding for key strategic interventions or of meaningful dialogue regarding key control levers that will allow Winchester City Council influence over policy decisions in areas critical to the GEDS.

A formal approach to working with regional partners such as EM3 LEP and HCC, as well as local anchor institution stakeholders such as Winchester University and the South

Downs National Park Authority, is important to efficiently and effectively deliver the GEDS.

Establishing formal working groups across local and regional delivery bodies and incorporating the views and capacities of key stakeholders will result in a coordinated approach that can lock in efficiencies and benefit residents and businesses within the district.

Leading partners to achieve net zero

In November 2019, the Sheffield City Region (SCR) Mayoral Combined Authority (MCA) declared a Climate and Environmental Emergency and committed to become net zero carbon by 2040.

The Mayor convened the SCR Net Zero Partnership and produced a Net Zero Framework. The role of the Net Zero Partnership is to deliver against the Framework.

Underscoring the need for strong leadership from the whole of the region, Leadership is named as a Framework commitment with leadership actions in the proposed Net Zero Programme which underpin actions across a number of different commitment areas.

In order to successfully deliver the GEDS it will also be necessary for Winchester City Council to work with the business community as well as the third sector. The engagement process that has delivered the GEDS has disclosed a strong appetite for such dialogue, co-creation, and co-working.

What is required is for Winchester City Council to act as the leader, the facilitator, and the convenor of such cross sectoral, multi-disciplinary initiatives. Additionally, in clearly signposting its commitment to and support for the GEDS (through its approaches to planning, housing, leisure, land and property, and finance)

Winchester City Council can create an enabling environment that can embed the GEDS in business as usual and positively contribute to the successful

delivery of the various projects and initiatives that represent the real-world outcome of the GEDS.

The GEDS is about delivering green economic growth and real change. Ownership of the change is for all elements of Winchester District's public, private, and third sectors and its citizens. Winchester City Council must create the framework for that to occur.

A new approach to service delivery

Winchester City Council, like many others around the UK, have a legacy of contracts on outsourced services and accepted directions of travel for key regeneration sites. A truly ambitious approach to the GEDS will look to revisit these immediately where possible

and to ensure that the strategic imperatives of the GEDS are reflected in how future services are delivered.

At any given time, the nature of local government is that outsourced service delivery will be subject to fixed term contracts. It is also the case that land developments (be they for housing or commercial purposes) will be working their way through planning. Winchester City Council, like all authorities, are also directed in their actions by existing plans and strategies around housing, transport, net zero and biodiversity, the city centre, business and enterprise, skills, and more.

These constraints are part of the realities of governance at all levels. Whilst these ongoing commitments should not be unwound, where possible they should be revisited to see if they can be influenced, shaped, and re-negotiated to reflect the needs of a truly low carbon and sustainability-informed model of economic growth for Winchester.

Using planning and procurement to deliver outcomes

This strategy proposes embedding the GEDS in the planning frameworks, procurement approaches, and assurance processes of Winchester City Council to send a clear message that this a deliberate and long-lasting directional shift for Winchester District.

The GEDS will require embedding new ways of working in areas such as planning, procurement, and assurance processes relating to capital investment. In other areas it is demonstrating to key partners that relationships are more important now than ever, and that there is a need to build on the collaborative working foundations that already exist within Winchester District. It is also about recognising that there is a district-wide (and indeed regional) willingness, even desire, to see clarity of leadership on the 'green agenda', and this is a natural role for Winchester City Council to play.

This strategy talks elsewhere about competing investment priorities and procedural lock-in. A common theme arising from stakeholder engagement is the importance of aligning procurement with desired outcomes. There is a recognition that solutions most beneficial to delivering the outcomes associated with the GEDS can be problematic to procure using existing procedures.

There is therefore a strong and present need for procurement processes to be clearly aligned to the GEDS. Any such exercise needs to ensure a consistency of approach by involving all local delivery partners that form critical elements of the Winchester City Council supply chain and business base. Concerns over the costs to business of process changes and the re-phasing of investment priorities to be consistent with the GEDS must be listened to and addressed collaboratively.

Funding and finance

Delivering carbon reduction activities and energy generation projects will require new sources of funding and finance. Partners in the private sector and academia will be able to access innovation and research funding, and the Council's role in a Team Winchester approach will be to broker and facilitate joint working between partners to put together funding bids.

Developing projects and funding bids is also important as we enter a new Government funding environment. Following the Autumn 2021 Comprehensive Spending Review the Shared Prosperity Fund will be launched in April 2022, replacing existing European Union funding.

A range of loans and grants exist for Council-led decarbonisation and energy projects either on Council-owned sites or across the community. Government funding and finance often takes place in phases and waves. For example, the Phase 2 Public Sector Decarbonisation Scheme (which replaced the SALIX Energy in 2-Efficiency Loan Scheme) and the Public Sector Low Carbon Skills Fund became available for short periods in the first half of 2021. It is likely that that these or similar schemes will re-open for new phases in the future and it is important the Council are fully prepared for this event by:

- Maintaining dialogue with the Local Government Association and BEIS so they know when application rounds are coming
- Continuing with feasibility studies and project proposal development so they have 'off the shelf' projects ready for a quick response to funding calls.

As well as waves of funding, there are established, and emerging forms of finance backed by the UK Government including the Public Works Loan Board (PWLb), Community Municipal Bonds, the Salix Recycling Fund, and the UK Infrastructure Bank (UKIB).

Private investment in low carbon infrastructure by institutional investors is becoming more mainstream with established large and small organisations joining specialist green investors in financing low carbon infrastructure. A challenge facing investors and local authorities is that at a local level the scale of investment can be too small in value to make a strong case for investment. Working collaboratively across regions, however, can create a more compelling proposition and play a key role in securing necessary investment. Winchester City Council can work with local authorities across South Hampshire, and potentially South East Dorset, to build a bundle of infrastructure projects which have the scale and value to attract a broader range of private finance.

These must be carefully considered in conjunction with grant funding to ensure that the GEDS' carbon reduction activities and energy generation projects are delivered in the most cost-effective way and thus ensuring maximum value for money.

Implementation and monitoring

The GEDS sets out a series of economic intentions for accelerated progress towards net zero through collaborating to grow a low carbon economy that is sustainable, resilient, inclusive, and dynamic. It makes the most of the city, rural areas and villages, market towns, and Whiteley and ensures changes are delivering improved wellbeing and natural as well as economic and financial capital.

To fulfil these intentions, the GEDS has subsequently identified eight outcomes and recommended a number of high-level actions grouped within six priority themes. For these intentions to become reality, however, a detailed implementation strategy and monitoring and evaluation plan will be required.

The implementation strategy should establish a road map for delivering the GEDS, including detailed work programmes with timelines, budgets, and identified leads, roles, and responsibilities. This will ensure that the outcomes of the GEDS are met within time and resource constraints and introduce accountability for the strategy's success.

Monitoring performance against outcomes is important to measure success of the GEDS. The suggested outcomes presented in this strategy should be finalised and appropriate indicators and targets to measure progress agreed-upon in a monitoring and evaluation plan, which should additionally include a programme for collecting baseline data for and analysing each indicator against targets over the lifetime of the GEDS.

It is essential that the implementation strategy and monitoring and evaluation plan do not work in isolation; the monitoring and evaluation plan should feed into the GEDS implementation strategy, and vice versa. As a next generation strategy, the GEDS is designed to accommodate and expect rapid change, uncertainty, and risk through contingency and scenario planning. This will require the implementation of the strategy to be responsive and adaptive to any changes in circumstance and/or priorities.

Just as importantly, the implementation strategy and monitoring and evaluation plan must be aligned with and supportive of existing strategies and policies, both at the local and regional and national levels. A process for developing and delivering a shared Action Plan and monitoring and evaluation plan with all relevant key stakeholders across Team Winchester and its strategic partners will therefore need to be established.

Leadership actions

Key action: Establish a process for developing a shared Action Plan with Team Winchester stakeholders

Following its adoption, not all aspects of the GEDS can be delivered by Winchester City Council in isolation. There must be a structured and conscious emphasis on

partnership working. There is a strong desire on the part of partners and stakeholders across public sector anchor institutions, the private sector, and the third sector to work collaboratively with the Council to achieve everyone's shared goal.

Winchester City Council needs to play the role of strategy and delivery leader, convenor of co-created actions, and enabling partner of collaborative activity.

When adopting the GEDS, Winchester City Council should seek approval from stakeholders as well its own Cabinet. From the outset, the actions in the GEDS need to be further developed into a detailed action plan and the Team Winchester stakeholders will need to play a key role in designing this action plan. A formal and structured process for this collaboration is a way of working which stakeholders will value and rally behind.

Table 10: Delivery actions:

| No. | Action | Description |
|-----|---|--|
| L1 | Formally adopt GEDS | Publicly visible advocacy, drive, and commitment of WCC's leadership is an essential ingredient in the successful delivery of the GEDS. Without it the GEDS and any green economic growth will be lessened. The vital first stage of delivering the GEDS is therefore for elected members and the executive leadership team to ratify and formally endorse the strategy so as to internally and publicly reflect message, resolve, and ambition of the GEDS. |
| L2 | Formalise the Green Economic Development Reference Group into a GEDS Steering Group | The Green Economic Development Reference Group (GEDRG) should be formalised into an ongoing steering group. The GEDRG with share collective ownership of the GEDS with WCC, with both organisations having key decision-making and prioritisation powers for the inevitable variations that will be required during the 2021-30 delivery period. |
| L3 | Establish a process for developing a shared Action Plan with Team Winchester stakeholders | Given that not all aspects of the GEDS can be delivered by WCC in isolation, there must be a structured and conscious emphasis on partnership working. A process for developing and delivering a shared Action Plan comprising both an implementation strategy and monitoring and evaluation plan will therefore need to be established with all relevant key stakeholders across Team Winchester and its strategic partners. |
| L4 | Develop a detailed implementation plan | An implementation strategy should establish a road map for delivering the GEDS, including detailed work programmes with timelines, budgets, and identified leads, roles, and responsibilities. This will ensure that the outcomes of the GEDS are met within time and resource constraints and introduce accountability for the strategy's success. |
| L5 | Develop a monitoring and evaluation strategy | Monitoring performance against outcomes is important to measure success of the GEDS. The suggested outcomes presented in this strategy should be finalised and appropriate indicators and targets to measure progress agreed-upon in a monitoring and evaluation plan, which should additionally include a |

| No. | Action | Description |
|-----|--------|---|
| | | programme for collecting baseline data for and analysing each indicator against targets over the lifetime of the GEDS. The Baseline Evidence Report provides a useful starting point for this exercise. |

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9. Summary and next steps

The Green Economic Development Strategy is the start of a ten-year journey. This will see Winchester City Council leading efforts to benefit from green growth. The next step is to create a shared Action Plan with partners to deliver investment and initiatives to create economic growth, which is inclusive, long-lasting, and supports the need to reduce carbon emissions and enhance the environment.

The GEDS is designed to ensure Winchester District will fully benefit from the economic opportunities of green growth. The GEDS aims to build on the existing business strengths and a high skilled workforce to grow the business base and ensure businesses and people in the district have the infrastructure, capabilities, and support needed.

Winchester District will be a district with a distinctive identity; a balanced range of economic activity; specialist areas of differentiation across the historic city, rural areas and villages, and market towns and Whiteley. It will be recognised for its enlightened environmental stewardship and sustainable harnessing of its natural assets and enjoy a growth rate exceeding county and regional averages. The Council will lead this with a strong ethos of partnership working in the district and across local authority boundaries.

With the right leadership from the Council Winchester District can respond to the great existential challenges of our time – post-pandemic recovery, climate change and nature recovery, an ageing demographic, the digitalisation of public services, and technology driven innovation – in a manner that builds on its strengths as a highly distinctive set of places and communities.

The opportunity to build on the district's strengths and uniqueness is reflected in the four scenarios that show what the GEDS could mean for communities, business, and visitors across the whole of the district. The outcomes described in the scenarios, and the GEDS policy themes and actions, have been informed by stakeholder engagement and are grounded in what local and regional partners believe is needed across the district.

Achieving these outcomes will require a One Council approach to delivery. This means different directorates of the Council working together to prioritise projects, deliver feasibility studies, and use the levers of investment, planning, procurement, leadership, and influence.

The next ten years will see national Government policy driving local authorities and local economies closer to net zero carbon emissions. This transition across the economy will

be underpinned by public and private investment in new infrastructure, innovation, growth of new goods and services, and demand for new jobs and skills.

Winchester City Council can influence how much the district benefits from the green growth opportunity. There is a choice for the Council to make. Winchester District *could* buy-in new goods, services, and skills from other places which would benefit from job creation, new businesses, and economic growth. Or Winchester District *could* invest in developing its own capabilities quickly and then sell goods, services, and skills to other places, creating new markets for Winchester District's businesses, new jobs, and economic growth.

Winchester City Council's planning, procurement, and assurance processes will play an important role in enabling public and private investment in infrastructure, innovation, business, and skills. Making Winchester District a leader and capturing the green growth opportunity requires cross-council working. This means using levers of planning, procurement, and the capital spending programme to stimulate, encourage, and support green economic development.

This does not mean the GEDS is replacing existing Council plans. The Winchester Local Plan is in development and will need to build in permissions and flexibility to favour low or zero carbon construction and development for multiple purposes. The Biodiversity Action Plan, Local Energy Strategy Action Plan, Housing Strategy, Movement Strategy, Air Quality Action Plan, and Carbon Neutrality Action Plan must all be delivered. The actions in these strategies either support progress against the GEDS outcomes or are enhanced and augmented by the GEDS.

Crucially, partners from the public, private, and third sectors will play an important role in delivering the GEDS, especially for actions which lay outside the Council's responsibility and levers of control. By leading a Team Winchester approach to delivery, the Council can make sure that partners are enhancing and complementing one another in a way aligned to agreed district-wide long-term goals.

The actions presented in the GEDS are an indication of the task ahead and present initial priorities to build momentum. Building momentum with visible activity is important both for time critical opportunities like city regeneration and for setting in train longer-term activity. Key proposed actions the council should take are:

1. Leadership: Establish a process for developing a shared Action Plan with Team Winchester stakeholders
2. Innovative business and economy: Collaborate to extend the EM3 LEP digital spine
3. Skills and competitiveness: Co-ordinate development of a low carbon offsite and Sustainable Construction Skills Academy
4. Culture, creative, and visitor economy: Collaborate with the district's educational institutions to grow opportunities for the creative and cultural

sector

5. Connected, public, and electric transport:-Plan the next phase of the Electric Vehicle Infrastructure Strategy
6. Affordable, low carbon housing: Encourage low or zero carbon regeneration site testbed and development
7. Green infrastructure, biodiversity, and renewable energy: Deliver green infrastructure and ecosystem services in built-up areas

Delivering existing plans well and focusing on a small number of major interventions such as city centre regeneration and repurposing large vacant sites, digital infrastructure, and EV charging are necessary as a first step for Winchester District to achieve its full potential.

Following the adoption of GEDS, the next steps are to develop an implementation plan for the actions and monitoring and evaluation plan for measuring against outcomes. Over the life of the GEDS, the Council and partners need to ensure local intelligence systems are kept live and their relevance and application to decision-making and implementation is strengthened.

The extensive consultation and stakeholder engagement process to develop the GEDS has ensured that the competing needs and priorities of various stakeholders have been considered and inform the strategy's conclusions and recommendations. However, these will need to be constantly assessed throughout the lifetime of the GEDS to ensure that any changes in priorities or needs are adequately reflected and any tensions arising from this swiftly and amicably resolved. This will be particularly important when dealing with stakeholders external to Winchester City Council and underscores the need for partnership working and relationship building.

Realising green economic development is not just a task for Winchester City Council. The council provides vital local leadership and sets the framework for the new economy. But its economic vision can only be delivered through a partnership of key institutions from across the district. The Council has the legitimacy and authority to lead that partnership, and to advocate for the district's economic future.

This Green Economic Developments Strategy is an opportunity to build Winchester District's profile and reputation as a dynamic, sustainable place with a compelling, distinctive blend of assets, capabilities, and development opportunities, and shape a genuinely fresh and green approach to economic sustainability.

Appendices

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Appendix 1 – Stakeholder acknowledgements

The following organisations have been engaged and have helped to create the GEDS.

Basepoint

Campaign to Protect Rural England

Community First

EM3 LEP

Friends of the Earth

Green Week

Hampshire Chamber of Commerce

Hampshire County Council (HCC)

Marwell Zoo

National Farmers Union

Scottish and Southern Electricity Networks (SSEN)

South Downs National Park Authority

Sparsholt College

St John's Winchester

Sustrans

University of Winchester

Warren & Sons

Winchester Action on Climate Change (WinACC)

Winchester Association of Local Councils

Winchester Business Improvement District (BID)

Winchester City Council's Executive Leadership Board, Elected Members, Business and Housing Policy Committee, and Planning team.

Winchester School of Art

Winchester Sustainable Business Network

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Winchester Ten-Year Green Economic Development Strategy - Draft Evidence Base

PREPARED FOR:

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Urban Foresight® is a multidisciplinary innovation practice that is dedicated to advancing the next generation of technologies, services and policy frameworks for cities. From our offices in Newcastle and Dundee we work with ambitious organisations from government, business, academia and the third sector around the world on projects that improve lives, protect the environment and boost local economies.

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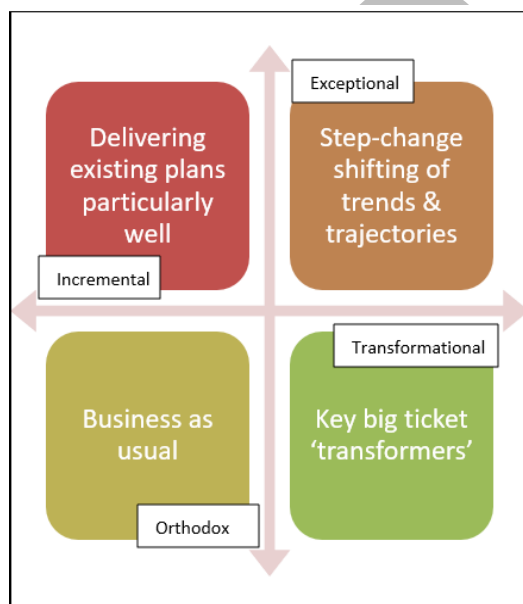
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Executive Summary

The detailed review presented in the accompanying document surfaces a number of key issues that provide the foundations for an evidence-informed, ambitious and forward looking Green Economic Development Strategy (GEDS) for Winchester. Perhaps key to this is how ambitious and exceptional Winchester and WCC wish to be during the 2020s, and how far the post-pandemic recovery and new global and national contexts provide opportunities for ambitious and exceptional transformation of the district and its communities.

Overall, Winchester is a relatively well performing district in national and also in Hampshire terms. But it has some weaknesses compared to more successful parts of the South East, including some neighbours to the north. It is also probably not yet consistently at the forefront of green development and can learn much from comparator districts nationally and internationally.

WCC and the district have a suite of plans and strategies covering most of the GEDS themes, and the Local Plan is in the process of being updated. They and partners will also be required by government to review and refine these plans to steward post-COVID recovery and reboot place-based strategies – especially around ‘levelling up’.



As the figure opposite illustrates, WCC and partners face strategic choices on how and where to focus a GEDS. For which small number of policy areas should the GEDS seek to deliver or at least nudge step change (top right quadrant)? Are there any major ‘big ticket’ interventions that will be required of most districts that can anchor the GEDS (bottom right quadrant)? How can existing plans and strategies be delivered at the highest levels of quality and GEDS relevance (top left quadrant)? And where will business as usual incrementalism suffice?

None of the quadrants are exclusive – and the reality is the GEDS will have interventions in each of them. This section of the report summarises what the evidence suggests as the elements of the choices entailed in the framework above.

Headline fundamentals:

Winchester is a relatively large, sparsely populated district anchored by an unusual town/city: WCC is the largest district spatially in Hampshire after New Forest, and (like New Forest), a significant part of the district (40%) is national park – in this case South Downs National Park (SDNP). Despite being anchored by the city of Winchester's built-up area of [49,000](#) (almost 40% of total population) which represents a population density similar to Bristol's and within 20% of Southampton's, overall the district has the lowest population density in Hampshire (189 persons per square kilometre) and third lowest in the whole of South East (after Chichester & West Oxfordshire).

Winchester, the town/city, is classified as a sui generis 'cathedral city' in [EM3LEP's town classification](#) study – neither a growth nor a step-up town, but significant enough to be a place of particular interest. Within WCC, for the purposes of the GEDS, the narrowly defined town sub-area needs to be reconsidered to look at the BUA urban system as a whole and to prevent Winchester suburbs distorting the approach to market towns and rural areas.

Trend population growth may be stalling: Over 2001-19 Winchester was the fastest growing district in population terms in Hampshire with the 16.4% increase being above England (13.8%), South East (14.4%) and county (11.4%) averages. However, in recent years population growth has fallen below England and regional averages and is now close to the county average and 6th of 11 Hampshire districts. Going forward ONS 2018-43 central forecasts of 8% growth continues to be below England (9.3%), at South East (8.1%) but above county averages (7.0%).

The aging demographic challenge is acute – especially outside Winchester city: Like most of non-metropolitan England, the age profile and trends are dominated by rapid aging. Winchester's current median age (43.7) is above national (40) and regional (41.7) averages. Population over 70 is forecast to be 23% by 2043, just above Hampshire's 22.9% and much higher than England's 18.7% and the South East's 20.4%.

The young adult population (18-24) is heavily concentrated in the town – highly influenced by the presence of the University. Although graduate retention is relatively good compared to other Central Southern universities, around 80% of graduates of both University and Sparsholt College appear to pursue their careers outside the town and 2/3rds outside the EM3 LEP area.

Winchester has a relatively healthy resident population, with only small pockets of deprivation – but these might change and become more acute post-pandemic: None of Winchester's LSOAs are in the 20% most deprived in England's Index of Multiple Deprivation although there are a small number of LSOAs with pockets of housing, education, and crime deprivation. Health indicators are generally positive, and health inequalities are less pronounced than England averages. Although the incidence may not

be high, there is considerable emerging evidence of households in financial difficulties post-pandemic, and this will increase as Government direct support is withdrawn. Similarly, some groups seem to be particularly prone to Long-Covid and other enduring underlying health conditions.

Winchester's housing market is high price, with affordability and also low carbon challenges: [Winchester's median house price \(September 2020\) is £420,000](#) – the highest in Hampshire, and a position they have held since the noughties when they overtook Hart. [The affordability ratio](#) – even with high average resident earnings – is also the worst in Hampshire (although less than many Surrey districts for the EM3 geography. The revision of the Local Plan, and the housing strategy has measures in place both to seek to address this – and to improve the green credentials of the stock. There are also a number of innovative pilots. Evaluating how these align with and create synergies in the GEDS will be an important consideration.

The working age population is higher skilled, in higher occupational classification jobs, with higher average salaries than county and regional averages...but the relatively high difference between residential (£689.30) and workplace earnings (£636.40) illustrates the importance of outward (and inward) commuting: In the 2011 Census, 41% of resident workers (23,642) commuted outside the district whilst 55% of jobs locally were filled by in-commuters (42,003) – both key issues for a post-pandemic home working trend. Most in-commuters (26,000) come from SOLENT LEP area and other origins to the South – and may work in the South of the district – which is effectively part of the national South Hampshire Urban Area – the sixth largest Built Up Area (BUA) in the country.

Job density and jobs growth is high and growing – with which labour market participation is not commensurate: Winchester's 101,000 jobs (2019) was, along with Guildford, the highest local authority (LAD) total in the EM3 geography, and the density (1.35) is 55% above the national (0.87) and county (0.88) averages. However, local economic activity (79%) in the working age resident population is more modest – at national and below regional and county averages, having declined quite significantly to as low as 75% in the period before 2019.

GVA and productivity growth has historically been high – but not compared to some neighbours and regional pacesetters: Winchester's GVA is the largest Local Authority District (LAD) economy in EM3 after Runnymede (largely determined by Heathrow) and its growth over the decade to 2018 is in the top 50 LADs in England and well above national and regional averages. Productivity per hour worked is 12% above national averages and relative growth over the decade has been faster than average. However, this is not at the level of many LADs in Thames Valley Berkshire, Buckinghamshire Thames Valley – nor is the relative improvement (4.4 on the UK index) comparable to key neighbours (Fareham 22.5, Hart 9.6) or comparators like Stratford-upon-Avon (13.8).

Winchester is a strongly service led economy and fairly diversified within this: Particular concentrations in health, retail, public administration and education (especially in the town), are matched by stronger than average profiles in higher value sectors like professional, finance, real estate and ICT, and a well-regarded creative and cultural sector. Key niche capabilities like, for instance, the high concentration of architects are particularly appropriate for GEDS development. There is a suggestion that, in the round, the workforce may be more resilient than average in terms of both post-COVID-19 recovery and increased home or flexible working.

Business dynamism is high – but arguably the district lacks the major corporate anchors most likely to drive science and innovation-led growth: Metrics on business density, business births and deaths is higher than national, regional and EM3 averages – suggesting a dynamic local economy. However, Winchester has neither large global corporate anchors nor large developed innovation districts or eco-systems. It is also on the boundaries of EM3 and SOLENT LEP economic geographies. So EM3 LEP has tended to focus on leveraging Heathrow and on areas further north up the M3, and on science and manufacturing sectors. There is, however, a prominent strengthened priority on clean, green economic growth – with a pre-pandemic recognition of the LEP area as having the highest green economy sales per capita in England. Taken together with the specialism in architecture, this may offer new opportunities for Winchester to take a lead in niche areas like green construction, modern methods of construction and innovative house building over the coming period.

Winchester has a strong location on national road and rail transport routes between London and Southampton, with reasonable accessibility to major airports – but intra-district transport can be much more problematic: The M3 and South Western/Southern railways between London and Southampton, together with the A34 corridor to Oxford and the Midlands are backbone infrastructure for the district. Although, beset with challenges, the advent of Transport South East, together with LEP transport and County Council LTP roles suggest the district may adapt well to post-pandemic national and regional connectivity. Within the district, Winchester as the county town has major congestion and resultant air quality challenges; the South Hampshire Urban Area is quite detached from the rest of the district; and east-west and rural – Winchester travel and connectivity needs significant change to meet green and low carbon ambitions.

Digital infrastructure is not as strong as Hampshire averages – especially in the rural areas: And Hampshire and UK averages are a long way short of premier EU and global smart places.

Utilities: The Winchester Infrastructure Delivery Plan for LPP2 2016 outlines there are four water companies who have infrastructure interests within Winchester District. Southern Water has both water supply and water treatment responsibilities over the majority of the District. Portsmouth Water supply water in the south eastern area, Albion Water have wastewater infrastructure around Knowle, and Thames Water's sewerage area covers a

small part of the eastern side of the District. Data from Water UK shows that on average, leakage from pipes sees Winchester lose 83 litres per property, which is below the national average of 116 litres.

The energy mixes across the South of England is dominated by gas, which forms 60% of energy supply. As a result, the carbon intensity (CO₂ emissions per unit of energy) of the South of England's national grid is higher than the South East and South West where gas makes up 30% and 23% of supply. However, latest BEIS estimates are that 21% of homes on Winchester are not connected to the gas network.

Winchester's current CO₂ emissions performance remains poor although improvements are being made rapidly. More broadly, the district has striking opportunities and potential for a green-led recovery: With the national park (SDNPA) and its attention and support from DEFRA and extensive other green spaces, Winchester has huge potential for a high-quality environment, improving biodiversity and a natural capital approach in the GEDS. Current high per capita CO₂ emissions are being addressed but need radical improvements in key areas of transport, energy and built environment to make WCC's net zero ambitions a reality. The national Green Recovery Plan, and EM3/SOLENT LEPs focus on low carbon environmental goods and services (LCEGS) can contribute to and augment the GEDS to make rapid sustainable progress.

Although not as severe as other places, Winchester's COVID-19 impact will introduce new dimensions and opportunities into the GEDS: Most analyses suggest that the impact of COVID19 and the lockdown on Winchester has mirrored national experience, but possibly with more resilience and rapid recovery than areas of more acute pressures. Nevertheless, it will have created profound long- term implications that the GEDS needs to address. For instance (and as examples only):

- Need to improve digital infrastructure to meet both business, resident and GEDS purposes.
- Related to this, the growth of home and hybrid working offer shift-change potential in a number of ways – employment, commuting, use of infrastructure, housing markets etc.
- Accelerated shift of vendors online is significant given the high retail densities of the district.
- The increased interest in open space (and accompanying social distancing), health living, in green and nature recovery agendas (especially with impending COP26) offer major opportunities to a relatively low-density district like Winchester, with the SDNP and other open space, within an hour of London and the South Hampshire cities.
- The realistic potential for the town's growth to be designed in exemplary low carbon ways and to reboot Winchester as a 15-20minute city.
- The potential of the large anchors – district, county, University, College, Hospital

- each will need to develop and embrace post-pandemic recovery strategies and responsibilities to collaborate in new coherent, cohesive ways.

Towards a GED strategic discussion

To capture the evidence base of Winchester performance in a high-level strategic tool for GEDS planning and prioritisation at this early stage of the exercise and for preliminary discussion only, we have used a SWOT analysis. A condensed summary is presented below. These are not the ONLY strengths-weaknesses-opportunities-threats facing Winchester – but we consider them significant in terms of formulating a GEDS framework with WCC, Reference Group and partners (Figure 1). As a prompt to the beginnings of a strategic discussion with WCC, Reference Group and partners, the SWOT is offered as a ‘straw man’ starter. By asking does it summarise the evidence review accurately? And what is inaccurate, omitted and/or in need of qualification? The SWOT will be collaboratively expanded to include more points.

Figure 1: Winchester GEDS-related Strengths-Weaknesses-Opportunities-Threats (SWOT)

| STRENGTHS | WEAKNESSES |
|---|--|
| <ul style="list-style-type: none"> • Relatively affluent, high performing district with a rich diverse geography, economy and culture, considerable business vitality, high level skills, and important anchor institutions with public/ social/ environmental purposes | <ul style="list-style-type: none"> • Typical non-metropolitan demographic challenges, major housing market pressures and tensions, lack of major business clusters anchored by global players and a well-defined innovation eco-system |
| <ul style="list-style-type: none"> • Well-located between London and Southampton with strong connectivity to both and respective city regions | <ul style="list-style-type: none"> • High per capita CO2 emissions, very reliant on car-based transport within the district |
| <ul style="list-style-type: none"> • Seemingly not as vulnerable to pandemic, Brexit impacts and other potential shocks as many places | <ul style="list-style-type: none"> • Not particularly well-placed to command policy attention and prioritisation from Government and LEPs |
| OPPORTUNITIES | THREATS |
| <ul style="list-style-type: none"> • A strong stock of underlying assets and capabilities, together with considerable enthusiasm and opportunities for a green recovery, natural capital and social wellbeing approaches, and a refresh of existing plans & strategies | <ul style="list-style-type: none"> • Potential national/regional post-lockdown economy reduces domestic demand, levels of private investment, whilst prescriptive requirements and low resourcing limit local freedoms, flexibilities and delivery capacity |

| | |
|---|---|
| <ul style="list-style-type: none"> • UK Green Recovery, LEPs focus on LCEGS, and H2050 processes provide opportunities to attract investment | <ul style="list-style-type: none"> • Risks of complacency and resistance to change may inhibit necessary decisive, radical delivery of change |
| <ul style="list-style-type: none"> • Strengthened anchor institution collaboration (including SDNPA) together with diverse SME business vitality could be purposeful and agile if communities can be empowered and buy-in to the vision and strategy | <ul style="list-style-type: none"> • Post-COVID trends significantly weaken city and town centres, business and community vitality, and increase social inequalities and exclusion for some groups |

The data review and any accompanying evidence-informed SWOT is also important in surfacing some of the underlying strategic choices framing the GEDS and other place-based strategic planning exercises for that matter. In the evolution from more orthodox to next generation economic development strategies, the balance of attention and prioritisation may shift along the dial or axis of a number of parameters. The figure below merits discussion as a ‘starter’ for shaping the GEDs.

| Typical orthodox economic development strategies | Potential wider priorities for a 2020s GEDS |
|--|---|
| <ul style="list-style-type: none"> • Strong focus on GVA, productivity and job numbers/employment – so very economic in character | <ul style="list-style-type: none"> • Much wider than economy – with major concerns on quality of life, wellbeing and environment/nature |
| <ul style="list-style-type: none"> • Prioritise knowledge and science-led innovation opportunities and assume ‘trickle-down/out’ | <ul style="list-style-type: none"> • Sustainability, Inclusion, ‘good jobs’, and key workers/core industries, at centre of strategic principles/values |
| <ul style="list-style-type: none"> • Particularly in more successful areas, manage existing trends well | <ul style="list-style-type: none"> • Explicitly shift key trends (e.g to attract and retain young talent) |
| <ul style="list-style-type: none"> • Agglomeration and densification | <ul style="list-style-type: none"> • Polycentricity and space premiums |
| <ul style="list-style-type: none"> • Bounded, self-contained blueprints | <ul style="list-style-type: none"> • Outward-looking, flexible frameworks |

These types of strategic choices all have specific Winchester dimensions.

The fact that this is a 'Green' EDS is a statement that the Winchester GEDS is some way to the right of the orthodox/next generation choice in the first two rows. But the GEDS will still need to consider what Winchester wishes to be known for in the high value, knowledge economy and how far it wishes to close the gap with the economic pacesetters in EM3, Thames Valley or the London/Oxford/Cambridge 'golden triangle'.

The aging demographic challenge and housing market tensions are key issues in the third row. Policies to explicitly attract, retain and develop young, talented individuals and households, however, requires specific intervention strategies that may divert scarce resources from managing existing trends well and might cause tensions with incumbent more comfortable older communities.

The GEDS needs to be relevant in the different geographies and communities of the district – Winchester itself, the South of the district, market town and rural communities both within and outside the National Park. This differentiation, though, may raise issues and trade offs.

The fifth row of the table has a number of dimensions. At one level, there is the traditional issue of how far a GEDS is about localising development and change, and how far, for instance, it is about skilling residents to be successful in neighbouring economies and London. At another, though, it is about the uncertainties, predictable turbulence, and unpredictable 'unknowns' and future shocks of post-pandemic, post-Brexit Britain and how these might impact and shape Winchester's future. A GEDS needs to have a credible pipeline of 'shovel-ready' investments and policy propositions – but it also needs to be flexible and contingent, able to respond to rapid local and contextual changes.

None of them are binary. The key to the GEDS will be the judgements made as to where on these and other continuums Winchester wishes to position the GEDS going forward.

Concluding remarks:

The desk-based research done at the start of the GEDS process has to be more than a collection of data. It needs to stimulate GEDS formulation co-creation by looking at the evidence afresh and surfacing the 'so-what?' questions.

This opening section and the accompanying detail seek to start those discussions with the WCC client, the reference group and other partners for progressing during the consultation and engagement phases.

The paper suggests Winchester is relatively well-placed for a credible and highly distinctive, green-based economic recovery and development strategy. The positive takeaways are that, despite very considerable challenges, Winchester does have those choices and opportunities to realise them. The intentions are to flesh those out and develop them during the next phases of GEDS formulation.

DRAFT

Introduction

The Green Economic Development Strategy will encompass a holistic range of aims and actions. The vision for Winchester will set out the balance between inclusive economic growth, carbon reduction and a just transition, quality of life and place, and the opportunities for existing and new business sectors to grow in Winchester.

The evidence base reviews a core package of indicators relating to each strand of the Green Economic Development Strategy. This builds the holistic picture needed, rather than deep investigation of just one strand in the way a pure economic profile or transport assessment may do. Additionally, such deep and detailed evidence as has been gathered by the Council as part of the Local Plan process, with important relevant findings, is also included in this report.

Themes and indicators to inform the Green Economic Development Strategy

A selection of indicators has been identified to create a baseline of social, economic and environmental outcomes in a consistent way across the District and across a range of sub-District geographical scales.

These indicators are grouped by theme and summarised below (Table 1) and draw on publicly accessible information and datasets. The most up to date information has been used, and analysis undertaken at local authority level or lower where possible.

Table 1: Green Economic Development Strategy baseline themes and indicators

| Theme | Indicators | Reason for including |
|-----------------------|--|--|
| Population | Working age population, 2019 Winchester District population age distribution, 2019 Working age population 2043 forecast Winchester District population age distribution 2043 forecast | Population indicators helps us understand labour supply, demand for housing and public services, and CO ₂ emissions. |
| Society and wellbeing | Average earnings Index of Multiple Deprivation Public Health England data: | Society and wellbeing indicators help to provide a holistic view of the economic challenges and opportunities within Winchester, as part of the inclusive growth |

| | | |
|--|---|--|
| | | focus of the Green Economic Development Strategy. |
| Employment | <p>Economic Activity Rate 2004-2020</p> <p>Employment by broad industrial group, 2019</p> <p>Employment specialisms, 2019</p> <p>Out of District workflows</p> | Economic activity and employment indicators help us to understand patterns of work to identify the types of jobs people are engaged in and where the district's employment strengths lie. |
| Business and Skills | <p>Business births and deaths, 2020</p> <p>Business Specialisms, 2019</p> <p>People in employment with NVQ Level 4+ qualifications, 2004-2020</p> <p>Employment by occupation level</p> <p>Digital Connectivity</p> | Business and skills indicators help us to understand business activity and the skills profile of Winchester to identify where further support might be required to capitalise on opportunities in new and emerging sectors. |
| COVID-19 impact and response | <p>Emergency grant funding</p> <p>Covid Job Retention Scheme by sector</p> <p>Jobs at risk occupation</p> <p>Google Covid-19 Community Mobility Maps</p> | Understanding the impact and response to COVID-19 is essential for ensuring Winchester can facilitate a swift and robust green economic recovery from the pandemic. |
| Low carbon economy and the environment | <p>Green jobs forecasts</p> <p>CO₂ emissions</p> <p>Green space</p> <p>Electric vehicle infrastructure</p> <p>Recycling rates</p> | Low carbon economy and the environment indicators help us to understand the current level of green growth in Winchester and importantly identify areas where green growth can be accelerated, which will be central to meeting net zero targets in a way which benefits the economy and community. |

The baseline geographies

The baseline analysis is presented for the Winchester City Council District as a whole, and for three sub-geographies. For consistency, the Green Economic Development Strategy baseline uses the same three sub-geographies as the Council's previous economic profiling work (2017).

These sub-geographies, shown in the below map (Figure 2) are Winchester City, Market Towns & Rural, and Winchester South.

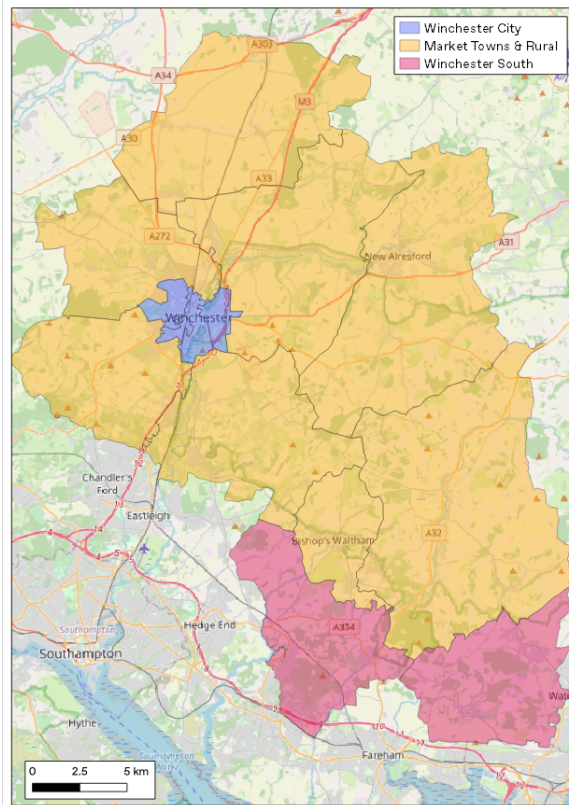


Figure 2: The three sub-geographies of Winchester District

Whilst these definitions are consistent with previous analysis undertaken by the Council, it must be noted that there are multiple options for creating these sub-geographies. These three areas are made up of different Middle Layer Super Output Areas (MSOAs), and in places one MSOA may include both suburban, market towns and rural areas.

There are therefore different ways for classifying the diverse areas of the district. For example, Whiteley and parts of the south of the district lie within the South Hampshire Built Up Area (BUA) and should be viewed in that context when considering the future of how and where people work, shop and access services.

The 2001 and 2011 Census also report data for the Winchester (BUA), which encompasses the historic city and neighbouring suburbs and edge-of-city developments. Similarly, the South Downs National Park (SDNP) could be treated as a separate area in its own right. However, due to the spatial level at which recent data is available the Winchester BUA and SDNP have not been used in this analysis to ensure that consistent and as up to date as possible data is used.

Benchmarking and comparator analysis

The Winchester City Council District has been benchmarked against national and regional data for a selection of indicators to help show where the District sits in those contexts.

Winchester is also competing for inward investment with towns and cities around the country. The evidence base includes preliminary analysis to show how Winchester compare with a small number of other towns and cities , agreed with the Council (Table 2).

Table 2: Competitors

| Competitor location | Reason for inclusion |
|---------------------|--|
| Chelmsford | County town, similar relationship to London, university and health assets and capabilities |
| Cheltenham | Relatively affluent, knowledge-based town with strong culture, heritage and visitor economy, adjacent to rural areas including an Area of Outstanding Natural Beauty |
| Chichester | Near-neighbour, small university and county town with large rural and SDNP hinterland |
| Guildford | Major EM3 LEP urban centre on same transport corridors but with more developed innovation eco-system and LEP attention |
| Stratford-on-Avon | A non-Greater South East example with strong culture and visitor economy – town and rural, and relationship to metro-city-region |

A living evidence base

This evidence base is a point-in-time selection of datasets relevant to the Green Economic Development Strategy. During the process for creating the strategy, further evidence from stakeholders will also be taken on board and integrated.

Similarly, stakeholder engagement will be used to co-create a vision and programme of actions. As these emerge, a deeper exploration of the relevant datasets can be undertaken, and more dynamic and faster changing datasets can be updated.

Not all data used is available at a local authority or sub-geography level. In these instances, such as with the Employer Skills Survey or jobs at risk from COVID-19, county, regional or national level data has been modelled to a Winchester level based on the population and business demography of the district.

This evidence base is designed to inform the Green Economic Development Strategy rather than provide a detailed ‘state of Winchester’ database. Building on this evidence base and input from Winchester City Council and stakeholders, a ‘Green Economic Development Index’ of indicators and KPIs will be created for the final strategy. This

index will sit within the Strategy and will enable to the Council to track and report progress over time.

DRAFT

Winchester District

Baseline

Population

Winchester's expanding but ageing population presents both challenges and opportunities for economic prosperity.

Winchester's population is projected to experience above average growth over the medium term, with population growth forecast to exceed the South East and Hampshire averages and come in just below the England average out to 2043. This will continue to put pressure on demand for housing, public services such as Education and Health, and significantly, on CO₂ emissions.

However, Winchester's population growth is forecast to be driven by a significant increase in its over 65 population, and the district's working age population is forecast to shrink over the medium term. This will not only pose a threat to Winchester's ambitions for a prosperous and thriving economy as a result of a dwindling labour market, but will also increase demand for health and social care and have implications for the lies of housing and transport policy as Winchester will need to become more 'age-friendly'. It may, however, also create demand for new goods and services in response to the so-called 'grey pound'.

Current population

Winchester has a population of 124,900, according to latest ONS data (2019) and has witnessed steady population growth since 2011 (earliest available data). Winchester's population has expanded by 7% over this period, recording faster growth than the England (6%), South East (6%), and Hampshire (5%) averages.

Despite being anchored by the city of Winchester's built-up area of 49,000 (almost 40% of total population) which represents a population density similar to Bristol's and within 20% of Southampton's, overall the district has the lowest population density in Hampshire (189 persons per square kilometre – even lower than New Forest) and third lowest in the whole of South East (after Chichester & West Oxfordshire). This can be explained by the fact that Winchester is the largest district spatially in Hampshire after New Forest, and (like New Forest), a significant part of the district (40%) is national park – in this case South Downs National Park (SDNP).

Winchester has a working age (16-64) population of 75,000, accounting for 60.1% of its total population. This is below the England (62.4%) and South East (61.2%) averages, but above the Hampshire average (59.9%).

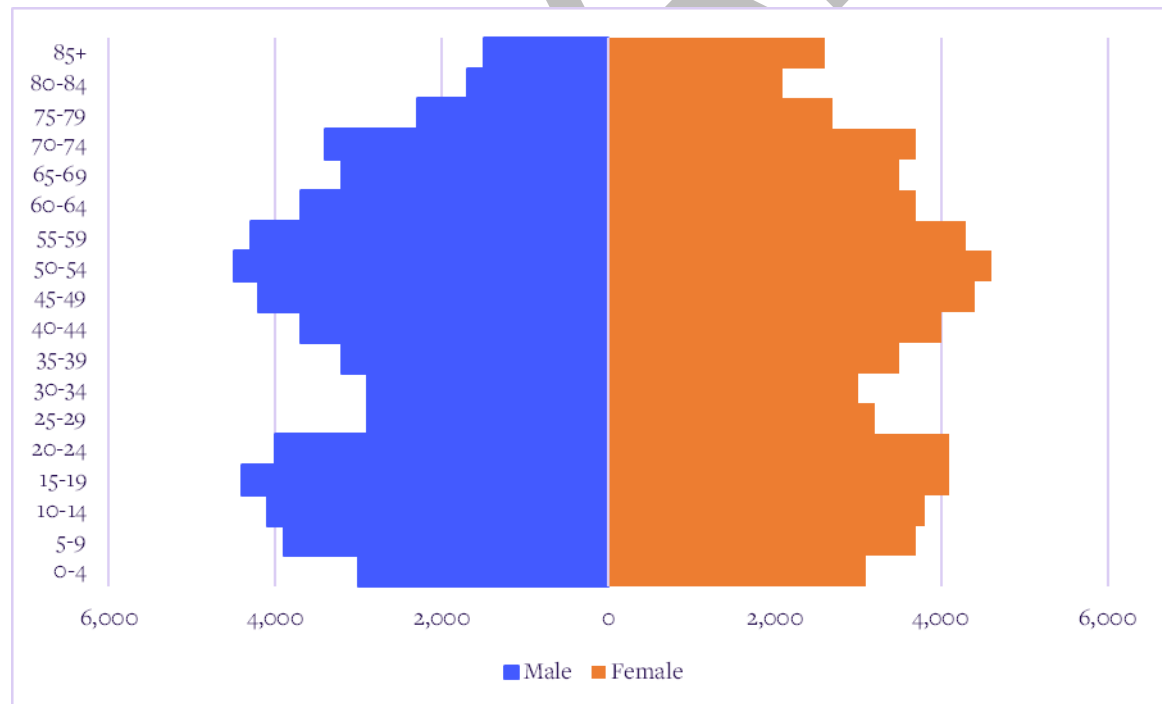
Table 3: Working age population, 2019

| Area | Working age population | % of total population |
|-------------------|------------------------|-----------------------|
| England | 35,116,600 | 62.4 |
| South East | 5,621,500 | 61.2 |
| Hampshire | 827,500 | 59.9 |
| Winchester | 75,000 | 60.1 |

Source: ONS, Population Estimates, 2019

In terms of age profile, Winchester has an hourglass-shaped population pyramid, with relatively large young (age 0-24) and old (aged 45+) populations, but a disproportionately small population aged 24-45. This suggests an outward migration of people following the completion of formal education with a corresponding inward migration of people once they reach the later stages of their careers. Winchester also has a large retirement-age population with 26,700 (21%) of the district's population aged 65+.

Figure 3: Winchester District population age distribution, 2019



Source: ONS, Population Estimates, 2019

Population projections

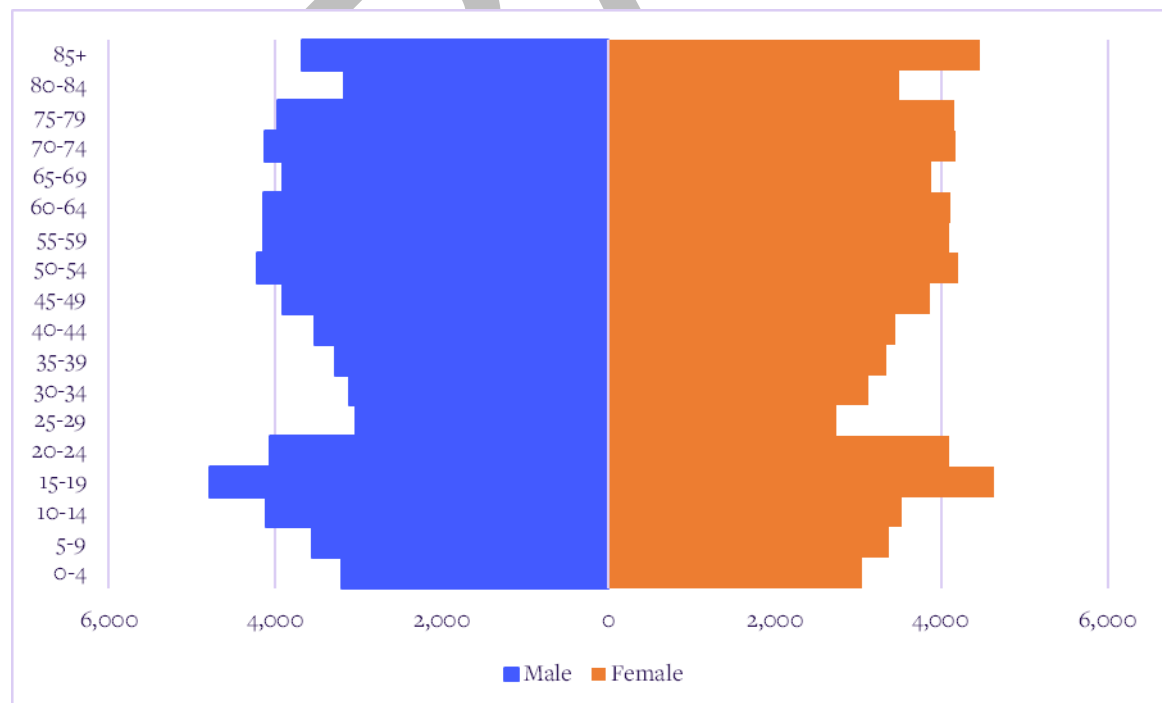
Winchester's population is forecast to grow by 9% to 135,700 by 2043. This projected population growth is below the England average of 10%, but above the South East (8%) and Hampshire (7%) averages.

Over this period, Winchester's working age population is forecast to shrink by 1% to 74,200 and while this is a slower decline than the Hampshire average (-2%), it contrasts with the positive growth projected across the South East (1%) and England (3%).

Most notably, Winchester's population growth to 2043 is forecast to be driven by a significant increase in its over 65 population, which is projected to expand by 46% to 39,000, which will account for 29% of the district's total population. This increase in retirement-age population largely mirrors projected growth rates for this cohort across national and regional benchmarks, although population growth of over 65s is forecast to be faster in Winchester than the England (42%), South East (44%), and Hampshire (40%) averages.

Positively for Winchester, the district's 16–24-year-old population is forecast to growth by 7% by 2043, outpacing the England (5%), South East (3%) and Hampshire (0%) averages. However, this is projected be offset not only by the rapid growth in the over 65 population, but also by declines across other age cohorts. This is reflected in an ageing demographic profile, as depicted in Figure 4.

Figure 4: Winchester District population pyramid, 2043



Source: ONS, Population Estimates, 2019

Society and wellbeing

Despite being among one of the least deprived areas in England, pockets of deprivation still exist within Winchester district, while pay disparities between those who work within and commute outside of Winchester persist. Meanwhile, although health indicators paint a portrait of a broadly healthy population, a high incidence of excess winter deaths highlights the need to address specific health challenges.

More than half of the district's LSOAs are within the 20% least deprived LSOAs in England, and none of them are within the 20% most deprived areas in England. However, pockets of deprivation nonetheless exist within the district for certain domains of deprivation including *Barriers to housing and services* and *Living environment*.

Median hourly workplace pay in Winchester is lower than median hourly resident pay, suggesting that a significant number of residents commute to higher paying jobs outside of the district. While this trend is common to the South East and Hampshire, the difference between workplace and resident pay was notably bigger in Winchester compared to regional and sub-regional benchmarks. That said, this gap has been narrowing over the past decade suggesting that pay has been rising more quickly within Winchester than in the surrounding employment areas.

Health indicators paint a portrait of a broadly healthy population. Life expectancy is higher in Winchester than the South East and England while inequality in life expectancy is lower, and Winchester also has higher rates of physical activity, a lower prevalence of childhood obesity, and a smaller proportion of children living in poverty. However, Winchester does have a high prevalence of excess winter deaths, which have most recently reached a rate more than double the England and South East averages.

Indices of deprivation

According to the Ministry of Housing, Communities and Local Government (MHCLG)'s 2019 indices of multiple deprivation, none of Winchester's 68 LSOAs are within the 20% most deprived areas in England. Indeed, 25 of the district's LSOAs (37%) are within the 10% least deprived LSOAs in England, with an additional 11 (16%) within the 20% least deprived.

However, pockets of deprivation nonetheless exist within the district for certain domains of deprivation.

Two of Winchester's LSOAs (3%) are within the 10% most deprived areas in England for *Education, skills, and training* (which measures the lack of attainment and skills in the local population) with an additional four LSOAs (6%) in the 20% most deprived.

One of Winchester's LSOAs (11%) is within the 20% most deprived areas in England for *Crime* (which measures the risk of personal and material victimisation at local level).

Nine of Winchester's LSOAs (13%) are within the 10% most deprived areas in England for *Barriers to housing and services* (which measures the physical and financial accessibility of housing and local services) with an additional six LSOAs (9%) in the 20% most deprived.

Seven of Winchester's LSOAs (10%) are within the 10% most deprived areas in England for *Living environment* (which measures the quality of the local environment) with an additional two LSOAs (3%) in the 20% most deprived.

Pay and wages

Median hourly workplace pay in Winchester was £16.65 in 2020, above the England (£15.54), South East (£15.95), and Hampshire (£15.47) averages. However, this was £2.27 (12%) lower than the median hourly resident pay, suggesting that a significant number of residents commute to higher paying jobs outside of the district. This trend is common to the South East and Hampshire, although the difference between workplace and resident pay was notably bigger in Winchester compared to regional and sub-regional benchmarks. For England as a whole, median hourly workplace pay is on average higher than median hourly residence pay.

However, this gap has been narrowing over the past decade in Winchester with median hourly workplace pay growth of 22% between 2010 and 2020 outpacing median hourly resident pay growth of 14% of the same period. Indeed, Winchester's median hourly workplace pay growth matched the England average and was faster than the South East (20%) and Hampshire (21%) Averages between 2010 and 2020 while median hourly resident pay growth lagged the England (20%), South East (16%), and Hampshire (22%) averages. This suggests that pay has been rising more quickly within Winchester than in the surrounding employment areas.

Table 4: Median hourly pay

| Area | Median hourly workplace pay | Median hourly resident pay | Difference | Median hourly workplace pay growth (2010-20) | Median hourly resident pay growth (2010-20) |
|-------------------|-----------------------------|----------------------------|---------------|--|---|
| England | £15.54 | £15.30 | £0.24 | 22% | 20% |
| South East | £15.95 | £16.29 | -£0.34 | 20% | 16% |
| Hampshire | £15.47 | £16.57 | -£1.10 | 21% | 22% |
| Winchester | £16.65 | £18.92 | -£2.27 | 22% | 14% |

Source: ONS, Annual Survey of Hours and Earnings (ASHE), 2020

Health outcomes and determinants

Public Health England publish a range of health indicators which give an overview of the wellbeing of a place and health outcomes of its population. Table 6 presents a small selection of these, which show that life expectancy is higher than the South East and England. Similarly, inequality in life expectancy is lower in Winchester.

Winchester also has higher rates of physical activity, a lower prevalence of childhood obesity and a smaller proportion of children living in poverty.

One of the few outcomes which is worse in Winchester is excess winter deaths, which have most recently reached a rate of 34.1% in 2018-19 compared to 14.3% in the Wider South East.

Table 5: Median hourly pay

| Indicator | Winchester | South East | England |
|---|------------|------------|---------|
| Life expectancy at birth (Female) (2017-19) | 85.6 | 84.3 | 83.4 |
| Life expectancy at birth (Male) (2017-19) | 81.5 | 80.8 | 79.8 |
| Female inequality in life expectancy at birth (years difference from lowest to highest) | 4.6 | 6.1 | 7.6 |
| Male inequality in life expectancy at birth | 5.9 | 7.8 | 9.4 |
| Percentage of physically active adults (2019-20) | 75.8% | 69.5% | 66.4% |
| Prevalence of childhood obesity (Year 6) (2019-20) | 11.2% | 17.8% | 21.0% |
| Children in low-income families (2016) | 7.7% | 12.9% | 17.0% |
| Excess winter deaths (2018-19) | 34.1% | 14.3% | 15.1% |

Employment

Measures of employment and economic activity in Winchester have are beginning to show signs of recovery, positioning the district to capitalise on its strengths in Retail, Professional, scientific, and technical, Accommodation and food services, Information and communication, and Business administration and Support services.

Even prior to the COVID-19 pandemic Winchester's economic activity and employment rates had been in decline while unemployment had been moving in the opposite direction. Measures of employment and economic activity have recently begun to show signs of recovery but remain below (and above in the case of unemployment) national, regional, and sub-regional benchmarks.

Retail and Health are Winchester's two largest employment sectors, and the district additionally is home to significant employment in *Professional, scientific, and technical, Accommodation and food services, Education, Information and communication, and Business administration and Support services*. Digging a little deeper into this, Winchester has important employment specialisms in *Manufacture of medical and dental instruments and supplies, Scientific research and development, Retail sale of other goods in specialised stores, and Market research and public opinion polling*.

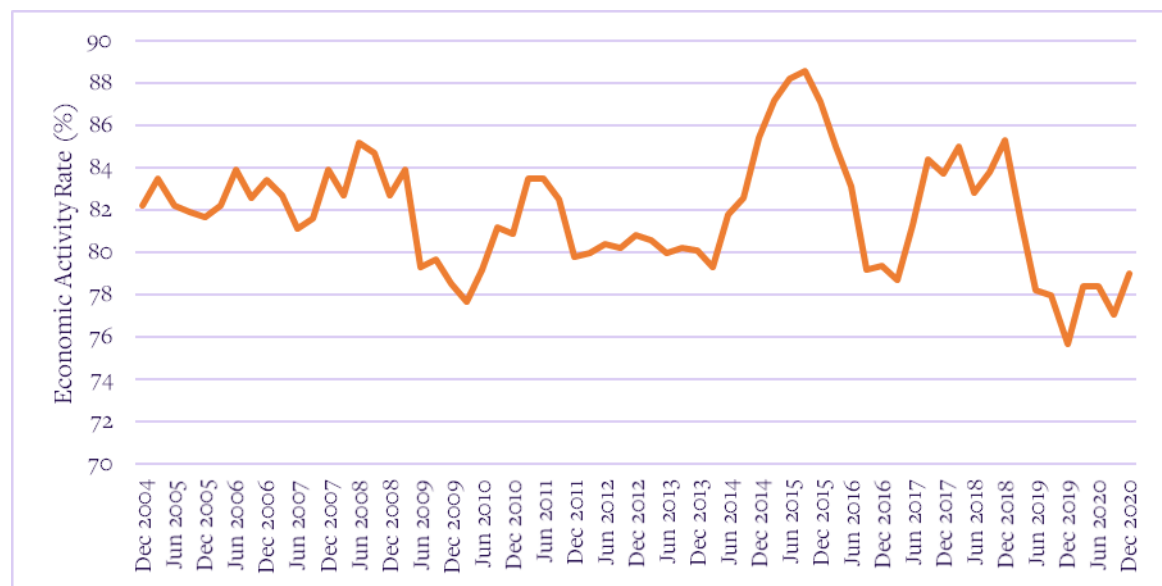
Although the average probability of job automation in Winchester has risen slightly in recent years, the district remains relatively well shielded from this threat to jobs. Risk is generally concentrated in the Low Risk (probability lower than 30%) category, although the proportion of jobs in Winchester at High Risk (probability greater than 70%) has seen a small but significant increase.

Economic activity and employment

Having been in steady decline in recent years, measures of employment and economic activity among Winchester's working age population (16-64) have recently begun to show signs of recovery.

Winchester's economic activity rate – the proportion of the labour force who are either employed or actively seeking work – had declined from 85.3% in December 2018 to 75.7% in December 2019, but according to latest ONS Annual Population Survey data (December 2020) has since recovered to 79.0%. This is slightly below the England average of 79.5%, and below the average rate of 81.6% for the South East and 80.5% for Hampshire.

Figure 5: Economic Activity Rate



Source: ONS, Annual Population Survey, 2020

Meanwhile, unemployment had been steadily rising even prior to the COVID-19 pandemic, from 2.0% in March 2018 to 4.2% in December 2019. This subsequently rose to a nine-year high of 7.5% in June 2020 likely spurred by the introduction of lockdown restrictions. However, latest data have shown two consecutive quarters of declining unemployment, with Winchester's unemployment rate falling to 5.0% in December 2020. This, however, remained above the England (4.8%), South East (4.0%), and Hampshire (3.7%) averages.

Largely mirroring unemployment trends, Winchester's employment rate declined from 83.7% December 2017 to 72.1% in September 2020 before rising to 75.0% in December 2020. This too remains below the England (75.7%), South East (78.3%), and Hampshire (77.5%) averages.

Out of district commuting

According to the 2011 Census (latest available data), 20,961 Winchester residents (49% of total employees) worked within the district with the remaining 22,071 residents commuting to work outside of the district.

Eastleigh was the place of work outside the district which accounted for the largest number of Winchester residents employing 3,034 people (7% of total employees), closely followed by Southampton where 2,923 (7%) of people worked.

Other significant places of work for Winchester residents included London (2,581 or 6%) and Portsmouth (2,098 or 5%) while Fareham, Basingstoke and Deane, and Test Valley also accounted for notable numbers of Winchester Residents.

Table 6: Location of place of work

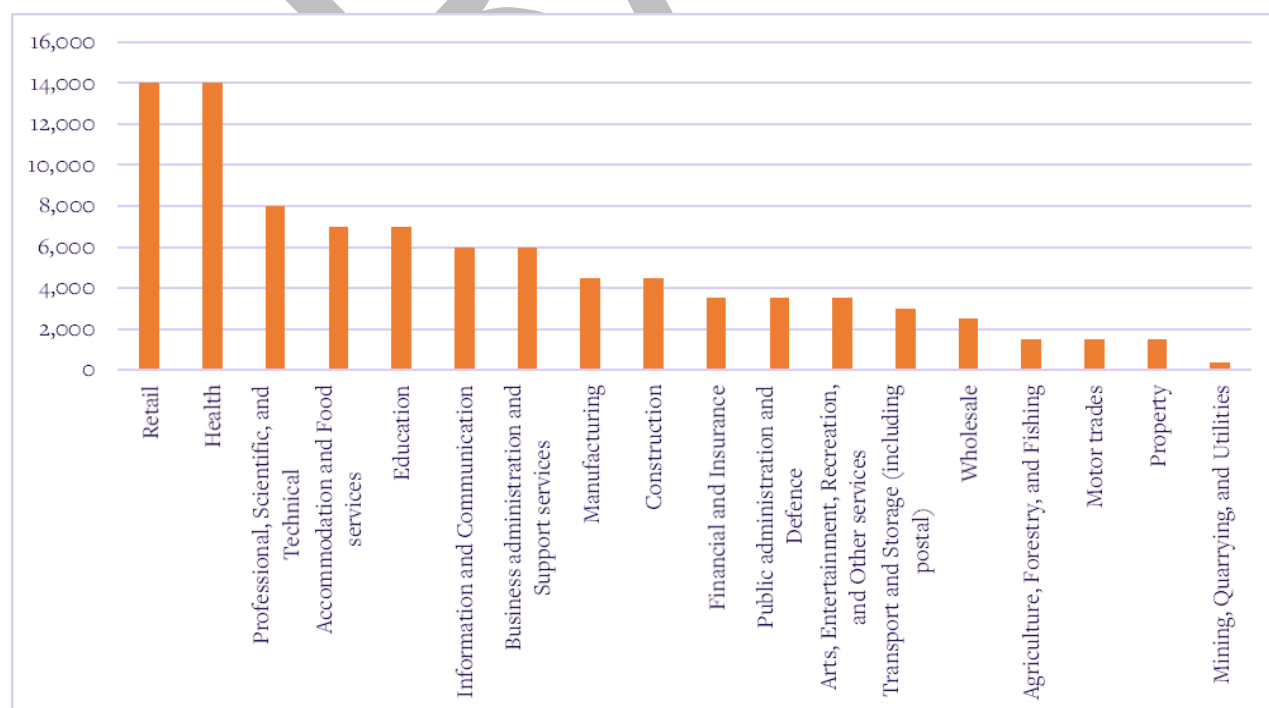
| Area | Number of employees | Share of total |
|-----------------------|---------------------|----------------|
| Winchester | 20,961 | 49% |
| Eastleigh | 3,034 | 7% |
| Southampton | 2,923 | 7% |
| London | 2,581 | 6% |
| Portsmouth | 2,098 | 5% |
| Fareham | 1,909 | 4% |
| Basingstoke and Deane | 1,616 | 3% |
| Test Valley | 1,556 | 2% |

Source: Census, WU01UK - Location of usual residence and place of work, 2011

Employment by sector and specialisms

Latest (2019) Business Register and Employment Survey (BRES) data from ONS identifies *Retail* and *Health* as Winchester's largest employment sectors, each employing 14,000 people accounting for 15.4% of total employment. BRES data also identifies *Professional, scientific, and technical* (employing 8,000 or 8.8% of total employment), *Accommodation and food services* (7,000 or 7.7%), *Education* (7,000 or 7.7%), *Information and communication* (6,000 or 6.6%), and *Business administration and Support services* (6,000 or 6.6%) as significant employment sectors.

Figure 6: Employment by broad industrial group



Source: ONS, BRES, 2019

Analysis of latest BRES data identifies a number of employment specialisms in Winchester.

Location quotients relative to the England average suggest significant employment specialisms at the three-digit Standard Industrial Classification (SIC) code level in *Manufacture of medical and dental instruments and supplies*, *Scientific research and development*, *Retail sale of other goods in specialised stores*, and *Market research and public opinion polling*.

Table 7: Employment specialisms

| Sector (3-digit SIC level) | Location Quotient |
|---|-------------------|
| Manufacture of medical and dental instruments and supplies | 9.0 |
| Retail sale of other goods in specialised stores | 4.2 |
| Market research and public opinion polling | 4.0 |
| Other telecommunications activities | 3.8 |
| Research and experimental development on natural sciences and engineering | 3.4 |
| Manufacture of dairy products | 3.0 |
| Other social work activities without accommodation | 2.6 |
| Construction of roads and railways | 2.5 |
| Support activities for transportation | 2.4 |
| Veterinary activities | 2.3 |
| Libraries, archives, museums and other cultural activities | 2.3 |

Source: ONS, BRES, 2019

The ONS calculates that the average probability of job automation in Winchester was 37.3% in 2017, up slightly from 36.8% in 2011. The proportion of jobs in Winchester at Low Risk (probability lower than 30%) of automation in 2017 was 42.7%, marking an increase from 39.7% in 2011. However, the proportion of jobs in Winchester at High Risk (probability greater than 70%) was 5.5% in 2017, an increase from 1.1% in 2011.

Retail: An important sector for Winchester

With a location quotient of 1.7, Winchester has a recognised specialism in Retail. Moreover, the sector is Winchester's largest employment sector, employing 14,000 people and accounting for 15.4% of total employment, while the sector accounts for 13% of the district's business base.

The district's largest retail centre Winchester Town is a unique and thriving centre that boasts a good range of quality high street and independent retailers, but also a very strong

offer in food and beverage and other commercial leisure uses. The town centre's retail pitch is aimed at mid-market customers and above, reflecting a relatively affluent resident catchment

This offer is supported by a purpose-built, modern retail development in Whiteley, a strong independent retail and town centre offer in Bishop's Waltham, a good mix of retail and town centre uses catering for its local catchment in New Alresford, a localised retail offer largely supporting day to day shopping needs in addition to a notable number of small antiques and gifts outlets in Wickham, and local centres including Denmead, Kings Worthy, Oliver's Battery, Stockbridge Road/Andover Road, and Weeke which principally serve the day-to-day convenience retail needs of their immediate communities.

As part of Winchester's local plan evidence base, produced just as the COVID-19 disruption started, Lambert Smith Hampton forecast strong retail growth in Winchester with total convenience goods expenditure projected to increase in real terms by 12% (£62 million) by 2029 and by an additional 16% (£79 million) by 2036 and total comparison goods expenditure expected to grow by 39% (£331 million) by 2029 and an additional 23% (£270 million) by 2036.

However, Lambert Smith Hampton emphasise that there is a need to move away from high streets as solely retail-led locations to those that offer a wider range of retail, leisure, cultural, heritage, employment, tourist, and other amenities/attractions. This transition to more diverse uses that go "beyond retail" will need to be supported by a mix of new homes and apartments on the edge of and/or 'on top of' centres to help boost their 'captive' resident and working catchment populations in the most sustainable and commercially effective way.

The retail and leisure industries are dynamic and evolving sectors, but they are facing significant challenges and pressures from changes in the economy, policy, and consumer trends. It is clear, for example, that consumers are becoming increasingly selective in terms of where and how they spend their disposable income on retail goods and discretionary leisure. The growth in online shopping and at-home entertainment and activities, represents a further challenge for town centres and retail and leisure operators to attract customers.

These trends are likely to have been significantly accelerated by the COVID-19 pandemic. The retail and commercial leisure markets are expected to have been badly impacted from the loss of custom during the period of lockdown, with many businesses that had closed during this period potentially not reopening. This is particularly likely to be the case within the comparison goods retail and food and beverage sectors where many operators were already struggling. As of May 2021, Google's COVID-19 community mobility maps show that travel for retail and leisure in Winchester remains around 30% below pre-pandemic levels.

How the impact will apply to Winchester District is still unknown, but Lambert Smith Hampton expect that strong centres such as Winchester Town will maintain demand from retailers and operators owing to its resident catchment and popularity as a visitor destination. That said, COVID-19 has now placed even greater onus on promoting the diversification town centres and allowing greater flexibility of uses. This could help centres to respond quickly to major economic impacts, but also evolving customer and market trends.

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Business and Skills

Winchester is home to a highly skilled workforce and a thriving business base, with significant opportunities for green growth.

Latest data showed that Winchester had a higher number of business births per 10,000 working age population than the England, South East, and Hampshire average and despite being below recent trends, a strong net increase in businesses.

Broadly in line with national, regional, and sub-regional trends, the majority of businesses in Winchester are micro-sized, employing nine or fewer people. Support for small businesses therefore remains an important priority.

Largely reflecting the district's employment strengths, Winchester's *Professional, Scientific, and Technical* and *Retail* sectors have the largest number of businesses, accounting for around one third of total enterprises. In addition, there is also a significant number of *Construction* companies which are predominantly micro-sized. Engagement with these companies could provide an opportunity to reduce CO₂ emissions and generate green growth in this important sector.

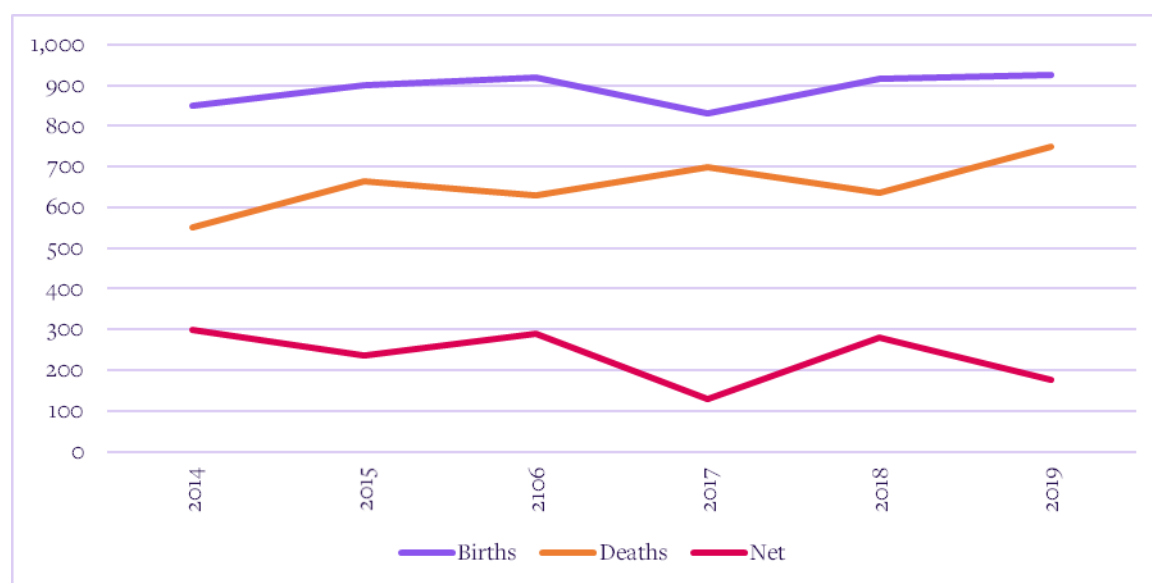
Similarly, Winchester has significant business specialisms in *aquaculture, camping grounds, recreational vehicle parks and trailer parks, sea and coastal passenger water transport, and support services to forestry*, all of which present exciting opportunities to become national leaders in green growth.

Winchester has a highly skilled workforce with an above average proportion of people with NVQ Level 4 qualifications or above and a below average proportion of people in employment with no qualifications. Moreover, approximately two-thirds that 66% of people in employment in Winchester are employed in high-skilled occupations while only 14% are employed in low-skilled occupations. However, data from the Department for Education's latest Employer Skills Survey suggest that employers may have difficulties recruiting *Associate professionals* and *Managers* in Winchester.

Business births and deaths

According to latest available data from ONS there were 925 new businesses created in Winchester in 2019 equating to 123 business births per 10,000 working age population. This was a higher number of business births per 10,000 working age population than the England (100), South East (97), and Hampshire (96) average. Meanwhile there were 750 business deaths, resulting in a net increase of 175 businesses. This net increase, however, was below the five-year average, largely due to a higher-than-average number of business deaths.

Figure 7: Business births and deaths, 2020



Source: ONS, Business Demography, 2020

Business size and sectors

Latest data (2020) from the Inter Departmental Business Register (IDBR) reveal that Winchester is home to 8,860 businesses, of which 7,310 (83%) are micro-sized (0-9 employees), 1,305 (15%) are small-sized (10-49 employees), 210 (2%) are medium-sized (50-249 employees), and 30 (0.3%) are large (250+ employees). This breakdown is broadly in line with England, South East, and Hampshire averages.

Table 8: Winchester business profile

| Employment Size band | England | South East | Hampshire | Winchester |
|--------------------------|---------|------------|-----------|------------|
| Micro (0 to 9) | 85% | 86% | 85% | 83% |
| Small (10 to 49) | 12% | 12% | 12% | 15% |
| Medium-sized (50 to 249) | 3% | 2% | 2% | 2% |
| Large (250+) | 0.4% | 0.3% | 0.3% | 0.3% |

Source: ONS, Inter Departmental Business Register, 2020

According to latest available data from ONS (2019), Winchester had a business density (number of businesses per 10,000 working age population) of 1,142, higher than the England (752), South East (821), and Hampshire (836) averages.

Winchester's *Professional, Scientific, and Technical* sector has the largest number of businesses with 1,745, or 20% of the total business base, followed by *Retail* with 1,175 businesses or 13% and *Construction* with 880 or 10%.

Location quotients relative to the England average suggest significant business specialisms at the three-digit Standard Industrial Classification (SIC) code level in

Aquaculture, Camping grounds, recreational vehicle parks and trailer parks, Sea and coastal passenger water transport, and Support services to forestry.

Table 9: Business Specialisms

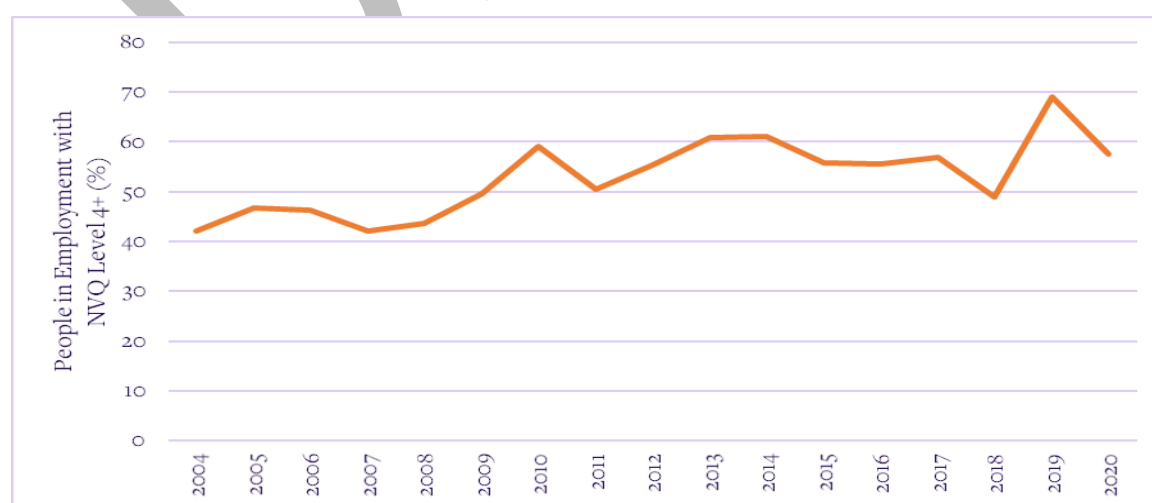
| Sector (3-digit SIC level) | Location Quotient |
|---|-------------------|
| Aquaculture | 6.1 |
| Camping grounds, recreational vehicle parks and trailer parks | 5.1 |
| Sea and coastal passenger water transport | 3.6 |
| Support services to forestry | 3.4 |
| Manufacture of prepared animal feeds | 3.1 |
| Retail sale of other goods in specialised stores | 3.1 |
| Manufacture of rubber products | 2.8 |
| Growing of perennial crops | 2.8 |
| Processing and preserving of fruit and vegetables | 2.7 |
| Plant propagation | 2.5 |
| Manufacture of dairy products | 2.5 |

Source: ONS, IDBR, 2019

Skills

Winchester has a highly skilled workforce. According to latest Annual Population Survey data, 57.5% of people in employment in Winchester had NVQ Level 4 qualifications or above in 2020, above the England (48.2%), South East (49.4%), and Hampshire (49.3%) averages. While this figure has fluctuated somewhat in recent years it has generally exhibited an upward trend since 2004.

Figure 8: People in employment with NVQ Level 4+ qualifications

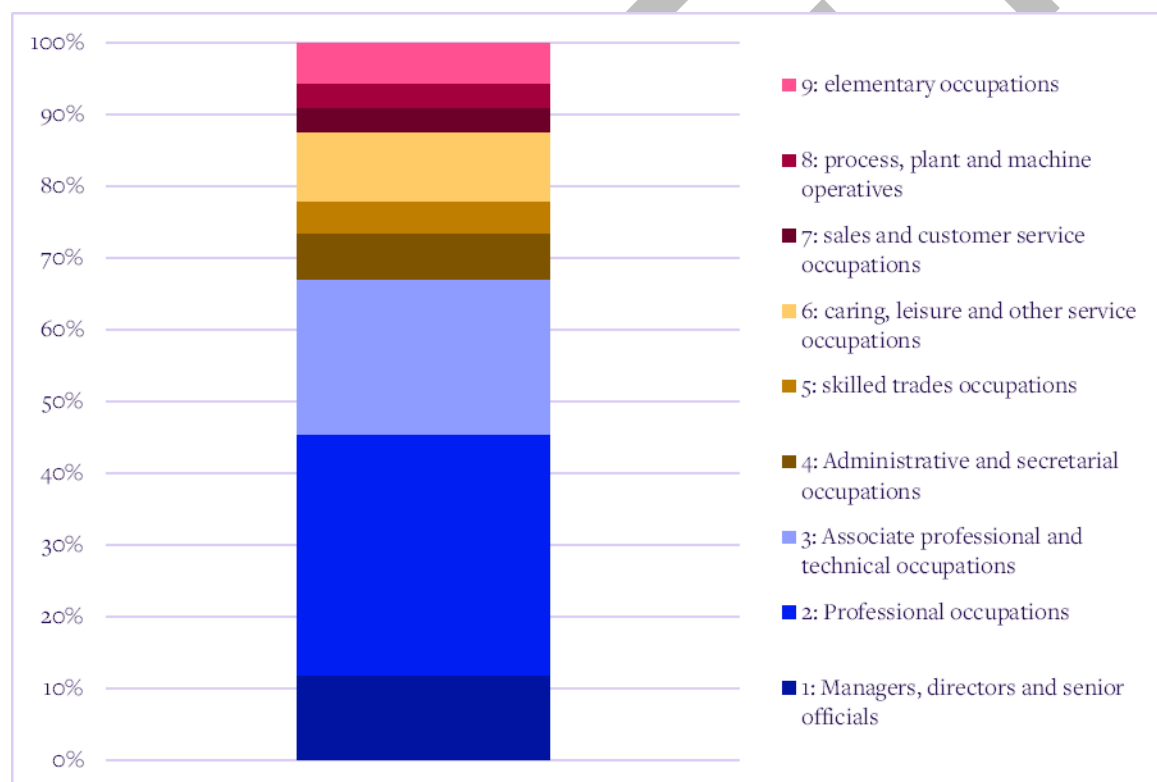


Source: ONS, Annual Population Survey, 2020

Unfortunately, data on people in employment in Winchester with no qualifications is sparse, but historically a very low proportion of Winchester's workforce have no qualifications. Latest data is only available for 2017 when only 2.5% of people in employment in Winchester had no qualifications, and the lowest percentage on record is 7.4% when data was first published in 2004. Latest available data suggest that the proportion of people in employment in Winchester with no qualifications is below the England (3.5%) and South East (3.1%) averages but above the Hampshire average (1.6%).

Latest Annual Population Survey data shows that 66% of people in employment in Winchester are employed in high-skilled occupations¹ while 14% are employed in low-skilled occupations².

Figure 9: Employment by occupation level



Source: ONS, Annual Population Survey, 2020

According to the Department for Education's latest Employer Skills Survey (2019), the occupations with the highest incidence of hard to fill vacancies in Hampshire are *Skilled trades* (28%), *Associate professionals* (16%), *Caring, leisure and other staff* (15%), and

¹ Defined as Standard Occupational Classification (SOC) codes 1 (managers, directors, and senior officials), 2 (professional occupations), and 3 (associate professional and technical occupations)

² Defined as Standard Occupational Classification (SOC) codes 7 (sales and customer service occupations), 8 (process, plant, and machine operatives), and 9 (elementary occupations)

Elementary staff (15%). In particular *Skilled trades*, *Associate professionals*, and *Caring, leisure and other staff* appear to be difficult to fill in Hampshire with a higher incidence than the national average. Other occupations which are more challenging to fill in Hampshire than the national average include *Managers* and *Sales/customer service staff*.

Applying this to Winchester, the hardest vacancies to fill would appear to be *Associate professionals* and *Managers* as these account for significant shares of total employment within the district, have a high incidence of hard to fill vacancies, and have a higher incidence than the national average.

Table 10: Incidence of hard-to-fill vacancies by occupation (employer base)

| Occupation | Incidence of hard to fill vacancies by occupation | | Breakdown of all employees in Winchester District |
|--|---|-----------|---|
| | England | Hampshire | |
| Managers | 4% | 7% | 12% |
| Professionals | 15% | 11% | 33% |
| Associate professionals | 14% | 16% | 21% |
| Administrative/clerical staff | 8% | 5% | 6% |
| Skilled trades | 24% | 28% | 4% |
| Caring, leisure and other services staff | 14% | 15% | 9% |
| Sales/customer service staff | 8% | 11% | 3% |
| Machine operatives | 8% | 7% | 3% |
| Elementary staff | 16% | 15% | 6% |

Source: Department for Education, Employer Skills Survey, 2019

Digital Connectivity

Latest data from Thinkbroadband (Q121) show that 93.2% of premises in Winchester district are covered by superfast broadband (over 30 Mbps) while 52.1% are covered by ultrafast broadband (over 100 Mbps) and 7.7% have access to full fibre (FTTP). This coverage is below the Hampshire average, with 96.6% of Hampshire covered by superfast broadband, 66.5% by ultrafast broadband, and 10.1% by FTTP.

The mean download speed in Winchester district is 50.0 Mbps while the median download speed is 33.2 Mbps, both of which are below that of Hampshire (57.4Mbps and 34.6 Mbps, respectively). Meanwhile, the mean upload speed in Winchester district is 8.4 Mbps, above the Hampshire average of 8.0 Mbps, while the median upload speed is 1.3 Mbps, below the Hampshire average of 2.3 Mbps.

Utilisation – defined as the mean download speed expressed as a percentage of the maximum mean speed in an area – is 16% in Winchester, above the Hampshire average of 14%.

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COVID-19 impact and response

Winchester has not escaped the economic impact of COVID-19, but has more resilience than Hampshire and the UK as a whole.

Hospitality and arts and culture have been the most affected sectors in Winchester, with around a quarter of employees in these sectors furloughed, compared to less than one in of employees across Winchester's economy as a whole.

However, this is a more positive picture than in Hampshire, the South East and UK where furlough rates in the accommodation sector have reached over 40% and in the arts sector over 35%.

Therefore, Winchester's hospitality and arts and culture businesses and workforce should be in a relatively strong position as COVID-19 restrictions ease. This will partly be due to the extensive emergency grant funding made available to businesses.

Similarly, Winchester's relatively high-skilled employment base means the proportion of at-risk jobs has been lower, as have rates of furlough, during the pandemic than Hampshire, the South East and UK. As restrictions ease, this relatively secure workforce has potential to mean demand for retail, services, hospitality and leisure could rebound more quickly than other parts of the UK.

However, travel behaviour paints a mixed pattern of recovery. Public transport use is recovering faster than other parts of the UK, and travel for grocery shopping remains above the pre-pandemic baseline.

Travel for more general retail activity has increased since the easing of restrictions but is still 20-30% below the pre-pandemic baseline and travel to work still 26% lower. This could represent a permanent change in where and how people work and travel, or simply slow return to the pre-pandemic situation. As we progress with producing the Green Economic Development Strategy the Community Mobility Reports can be revisited to further assess the emerging picture.

Business impact

A total of £48,188,363 of government Covid-19 related emergency grant funding has flowed through the city council to businesses as of mid-May 2021, benefiting 8,379 recipients³.

Funding programmes have included:

- Small Business Grants

³ The number of recipients is not equal to the number of businesses as businesses receive multiple grants. A breakdown by grant is not available.

- Retail Hospitality & Leisure Grant
- Business Rates Relief for the Retail, Hospitality & Leisure
- Local Authority Discretionary Grants
- Local Restrictions Support Grants
- Christmas support payment for wet led pubs
- Closed business lockdown payments
- Restart Grants
- Additional Restrictions Grants

According to latest HMRC data, the cumulative number of employments on furlough in Winchester as of 14 April 2021 was 18,600. This accounted for 8% of the Hampshire total, meaning that Winchester had a lower proportion of employments on furlough than might have been expected given that the district accounts for 14% of total Hampshire employment.

The sectors most affected by COVID-19 in terms of absolute numbers in Winchester have been Accommodation and food services (1,850 employments on furlough), Wholesale and retail; repair of motor vehicles (1,090), and Arts, entertainment, recreation & other services (860). In terms of shares of total employment, Accommodation and food services was once again the sector most impacted by COVID-19 with 26% of total employment having been furloughed, closely followed by Arts, entertainment, recreation & other services (25%). These were, however, lower than the England, South East, and Hampshire averages. Moreover, the total number of employments furloughed as a proportion of total employment in Winchester (8%) was lower than the England, South East, and Hampshire averages (all 13%), suggesting that employment in Winchester has perhaps been more resilient throughout the pandemic.

Table 11: Covid Job Retention Scheme by sector

| Sector | England | | South East | | Hampshire | | Winchester | |
|--|-----------|-----|------------|-----|-----------|-----|------------|-----|
| | Number | % | Number | % | Number | % | Number | % |
| Agriculture, forestry and fishing, Mining and quarrying, Energy production and supply & Water supply, sewerage and waste | 25,460 | 4% | 3,810 | 3% | 590 | 4% | 60 | 3% |
| Manufacturing | 220,080 | 10% | 26,250 | 9% | 4,450 | 8% | 270 | 6% |
| Construction | 158,320 | 12% | 26,070 | 11% | 4,070 | 11% | 240 | 5% |
| Wholesale and retail; repair of motor vehicles | 663,740 | 16% | 105,170 | 15% | 14,940 | 14% | 1,090 | 6% |
| Transportation and storage | 146,400 | 11% | 33,360 | 17% | 4,130 | 17% | 350 | 12% |
| Accommodation and food services | 835,860 | 41% | 131,130 | 40% | 18,900 | 39% | 1,850 | 26% |
| Information and communication, Financial and insurance & Real estate | 159,730 | 6% | 28,140 | 7% | 3,830 | 6% | 300 | 3% |
| Professional and scientific and technical | 207,220 | 8% | 36,060 | 9% | 5,300 | 9% | 540 | 7% |
| Administrative and support services | 282,040 | 12% | 46,660 | 13% | 6,350 | 14% | 530 | 9% |
| Education | 121,280 | 5% | 26,290 | 6% | 3,690 | 7% | 430 | 6% |
| Health and social work | 124,240 | 4% | 21,350 | 4% | 3,510 | 5% | 230 | 2% |
| Arts, entertainment, recreation & other services | 419,140 | 33% | 76,030 | 36% | 11,480 | 37% | 860 | 25% |
| Public administration and defence; social security, Households & Other | 42,810 | 4% | 6,490 | 5% | 820 | 4% | 90 | 3% |
| TOTAL | 3,406,320 | 13% | 566,810 | 13% | 82,060 | 13% | 6,840 | 8% |

Source: HMRC (2021), BRES (2019), Urban Foresight calculation

Indeed, analysis of the impact of COVID-19 by occupation underscores Winchester's relative resilience to the pandemic. ONS analysis has identified elementary (SOC code 9) and skilled trades (SOC code 5) occupations as the most likely to see their wages impacted because of the pandemic, based on their ability to work from home and whether or not they are a key worker.

At the start of the pandemic, Winchester had 3,900 people employed in elementary occupations and 5,000 employed in skilled trades, which accounted for 6.6% and 8.5%, respectively, of total employment, which were below the England, South East, and Hampshire averages. Moreover, using ONS estimates of job vulnerability it is estimated that at the start of the pandemic, 32% of Winchester's total employment were categorised as being at high risk, compared to 36% for England, 34% for the South East, and 35% for Hampshire.

Travel behaviour

Google COVID-19 Community Mobility Reports provide an indication of how travel behaviour has changed during the pandemic. The data provides a day-by-day tracker of journeys made to six types of destination since the start of 2021, and how these compare to a pre-pandemic baseline in 2020 (Table 12).

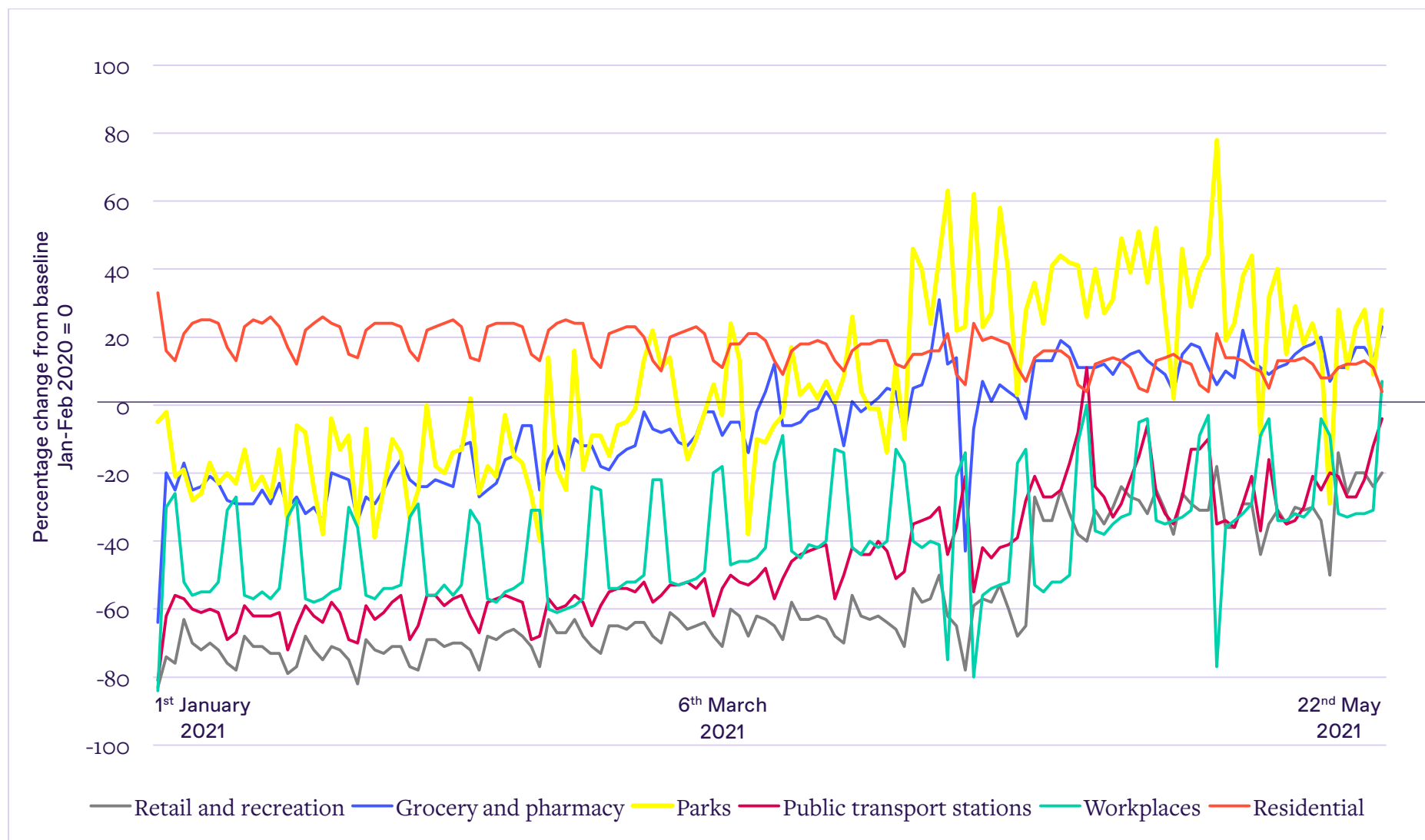
Travel for retail and recreation remains 30% lower in Winchester compared to pre-pandemic. The full time series (Figure 10) clearly shows a recovery in retail and recreation activity following the easing of lockdown restrictions with a step-change in the number of journeys from April 12th onwards. In fact, the most recent six days are the closest to the pre-pandemic average number of journeys for retail and recreation.

Table 12 also suggests that more journeys are being made for grocery and pharmacy shopping in Winchester than the UK as a whole, which could be an indication of a preference for physical rather than online shopping.

Table 12: Google COVID-19 Community Mobility Report for May 22nd, 2021

| Journey destination | May average compared to 2020 baseline (% change) | |
|---------------------------|--|---------------------|
| | UK | Winchester District |
| Retail and recreation | -27 | -30 |
| Groceries and pharmacy | 2 | 14 |
| Parks | 36 | 25 |
| Public transport stations | -39 | -25 |
| Workplaces | -27 | -26 |
| Residential | 9 | 11 |

Figure 10: Google COVID-19 Community Mobility Report for Winchester District



Low carbon economy and the environment

Winchester has an opportunity to grow its low carbon economy and with a need for over 1,100 new jobs by 2030.

As the UK transitions to a net zero economy, Winchester will need 1,861 green jobs in low carbon heat, power, transport and services with over 1,100 of these set to be created by 1,123.

The Green Economic Development Strategy will not just focus on how Winchester can capture its fair share of green jobs, but explore how it can exceed this and attract jobs which would otherwise be located elsewhere.

Winchester's environmental challenges can act as a catalyst for innovation and green job creation. Whilst the District's CO₂ emissions fell by almost a third between 2005 and 2018, CO₂ emissions per head of population are still higher than the Hampshire, South East and UK average. Transport emissions are the biggest contributor to the districts carbon footprint, with relatively small decreases over time and addressing these should be seen as a priority in order to deliver the 14% annual reductions in CO₂ emissions recommended by the Tyndall Centre.

The energy mix across the South of England is dominated by gas, which forms 60% of energy supply. As a result, the carbon intensity (CO₂ emissions per unit of energy) of the South of England's national grid is higher than the South East and South West where gas makes up 30% and 23% of supply. Winchester can play an important role by attracting investment in the infrastructure and jobs needed to decarbonise the region's energy supply.

Recycling rates in Winchester are comparatively low, with 38.1% of household waste sent for recycling, composting or re-use, compared to 47.6% across the South East and 43.8% across England. This sees Winchester ranked 234 out of 341 local authority areas, which again should be seen as an opportunity for job creation in green jobs.

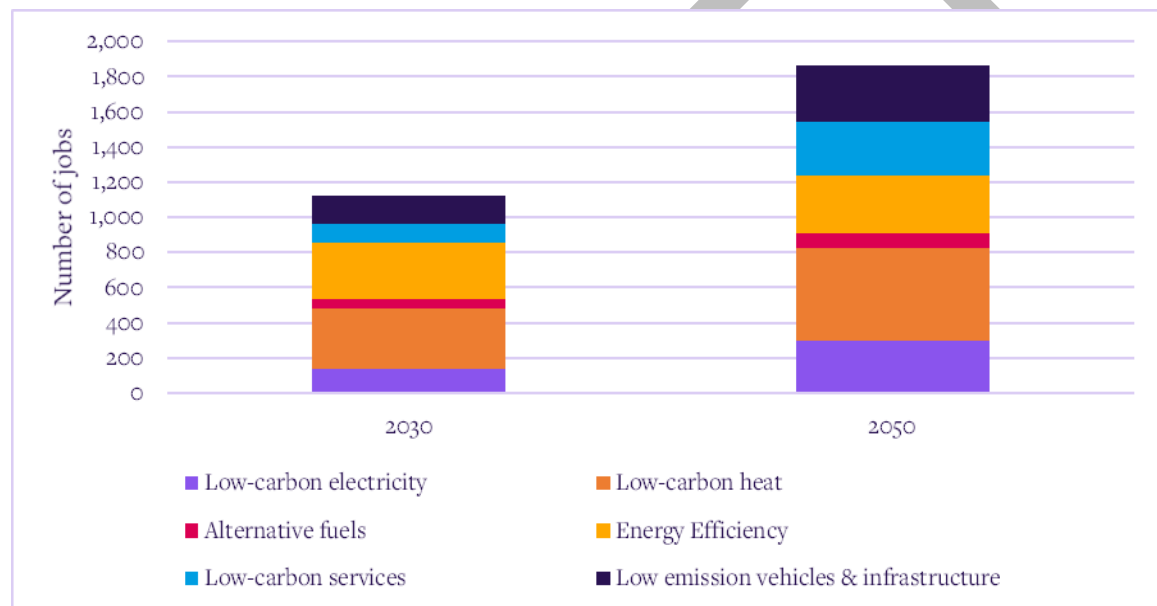
The role of green space is important to consider. Winchester has extensive green space in rural areas and the National Park. These can yield large environmental benefits through absorbing carbon and increasing biodiversity. Rural areas and the National Park also provide access to green space for Winchester's citizens. However, compared to England and the South East, people have further to travel to access their nearest green spaces Winchester, which are also smaller than the national average. The role and perceptions of urban green space in Winchester will be further explored during stakeholder engagement.

Green Jobs

The Local Government Association (LGA) has estimated that Winchester will require a total of 1,123 green jobs by 2030 and an additional 783 (bringing the total to 1,861) by 2050 in order for England to achieve a net zero economy.

The LGA estimates that in 2030 Winchester will require 133 jobs in low-carbon electricity, 346 jobs in low-carbon heat, 55 jobs in alternative fuels, 317 jobs in energy efficiency, 108 jobs in low-carbon services, and 163 jobs in low emission vehicles and infrastructure. Over the next 20 years, the largest growth in jobs will be required in low-carbon services (181% growth), low-carbon electricity (125% growth), and low emission vehicles and infrastructure (95% growth). A significant number of additional jobs (175) will also be required in low-carbon heat.

Figure 11: Required green jobs in Winchester by sector



Source: LGA, Local green jobs - accelerating a sustainable economic recovery, 2020

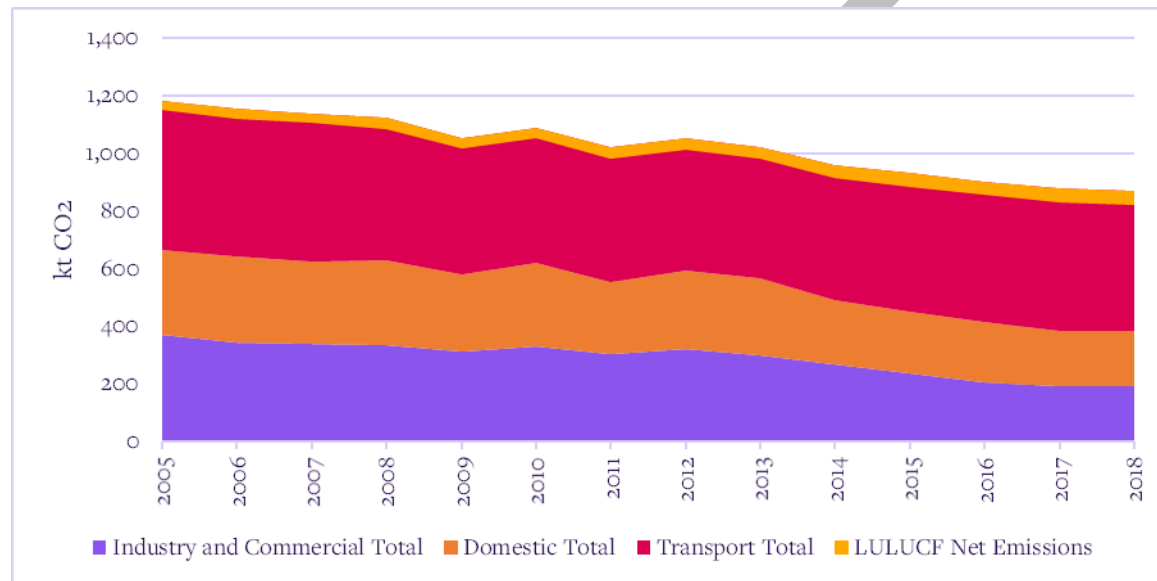
Latest Department for Transport (DfT) data on electric vehicle (EV) charging devices show that as of April 2021, Winchester has a total of 67 public charging devices of which 17 are rapid charging devices. This equates to 54 charging devices per 100,000 population. The LGA data show that expanding this network will be one source of green job creation.

CO₂ Emissions

Latest data from the Department for Business, Energy & Industrial Strategy (BEIS) reveal that per capita CO₂ emissions in Winchester were 6.6 tonnes in 2018, above the England (5.0), South East (4.7), and Hampshire (4.9) averages. In terms of CO₂ emissions per km², however, Winchester performs much better. Winchester's emissions of 1.2kt/km² was below the England (2.1), South East (2.2), and Hampshire (1.8) averages.

Between 2005 and 2018 (latest available data), Winchester has seen total CO₂ emissions fall by 29%, from 1,149.8kt CO₂ to 818.8kt CO₂. This has been largely driven by substantial declines in Industry and commercial emissions, which fell by 176.4kt CO₂ (48%) over this period, and Domestic emissions, which fell by 103.8kt CO₂ (35%). CO₂ emissions were also boosted by a 64% increase in Land Use, Land Use Change, and Forestry (LULUCF) net emissions, which removed 19.2kt CO₂ in greenhouse gas emissions between 2005 and 2018.

Figure 12: Local Authority territorial CO₂ emissions estimates



Source: Department for Business, Energy & Industrial Strategy, UK local and regional CO₂ emissions, 2020

Although Transport emissions fell during the 2005 to 2018 period, declines in this sector significantly lagged the progress witnessed across other areas. Transport emissions declined by a relatively small 31.8kt CO₂ (6%) between 2005 and 2018 and remain the largest contributor to Winchester's total CO₂ emissions accounting for 484.1kt CO₂ or 59% of total CO₂ emissions.

A recent report from the University of Manchester and Tyndall Centre⁴ concludes that for Winchester to make its fair contribution to delivering the Paris Agreement's commitment to staying "well below 2°C and pursuing 1.5°C" global temperature rise, then an immediate and rapid programme of decarbonisation is needed. At 2017 CO₂ emission levels, Winchester will exceed the recommended budget available within 6 years from 2020. To stay within the recommended carbon budget Winchester will, from 2020 onwards, need to achieve average mitigation rates of CO₂ from energy of around -13.9% per year. This will require that Winchester rapidly transitions away from unabated fossil fuel use.

⁴ <https://carbonbudget.manchester.ac.uk/reports/Eo7000094/>

Green Space

Latest Ordnance Survey (OS) data on access to garden space (April 2020) identifies total private outdoor space across houses and flats in Winchester of 26.6 million m². A total 86% of addresses have access to private outdoor space (91% of houses and 65% of flats) with an average size of 648m².

Table 13: Private outdoor space

| Area | Private outdoor space total area (m2) | Percentage of addresses with private outdoor space | Average size of private outdoor space (m2) |
|------------|---------------------------------------|--|--|
| England | 6,172,433,138 | 88% | 326 |
| South East | 1,309,961,682 | 89% | 427 |
| Hampshire | 233,554,167 | 89% | 326 |
| Winchester | 26,602,389 | 86% | 648 |

Source: Ordnance Survey, Private Outdoor Space Data, 2020

This proportion of addresses with access to private outdoor space in Winchester is below the England (88%), South East (88%), and Hampshire (89%) averages, but the average size of private outdoor space is bigger, with an average size of 326m² across England, 427m² across the South East, and 326m² across Hampshire.

Meanwhile, the average distance to the nearest park, public garden, or playing field in Winchester is 465m, with an average size of 29,543m². This is further than the average distance to the nearest park, public garden, or playing field in England (385m) and the South East (394m), while the average size is also smaller than the England (94,586m²) and South East (96,680m²) averages.

In Winchester there is an average of 3.3 parks, public gardens, or playing fields within 1,000m radius with an average combined size of 101,456m². This is once again smaller than the England and South East averages, with an average of 4.4 parks, public gardens, or playing fields within 1,000m radius across England and 3.9 across the South East, while the average combined size in England and the South East is 379,882m² and 360,773m², respectively.

Table 14: Access to public green space

| Area | Average distance to nearest Park, Public Garden, or Playing Field (m) | Average size of nearest Park, Public Garden, or Playing Field (m ²) | Average number of Parks, Public Gardens, or Playing Fields within 1,000 m radius | Average combined size of Parks, Public Gardens, or Playing Fields within 1,000 m radius (m ²) |
|------------|---|---|--|---|
| Winchester | 465 | 29,543 | 3.3 | 101,456 |

| | | | | |
|------------|-----|--------|-----|---------|
| England | 385 | 94,586 | 4.4 | 379,882 |
| South East | 394 | 96,680 | 3.9 | 360,773 |

Source: Ordnance Survey, Access to Public Green Space, 2020

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Winchester Sub-Areas

Baseline

Winchester City has a young population, a quarter of the District's businesses, and nearly a third of the District's population.

South Winchester is home to less than 20% of the district's population but is growing at a rate close to double that of the rest of the district. This area also has the most incidences of relative deprivation.

Market Towns and Rural Areas account for 54% the District's population, which is growing more slowly than the other areas, and 47% of the District's business.

Businesses with fewer than 10 employees make up almost 90% of all businesses in South Winchester and Market Towns and Rural Areas, and 80% in Winchester City. The sectoral mix of employment varies across the three areas.

Winchester City is home 34% of the business base, 80% of which is made up of micro-businesses (0-9 employees). The City has a broader business base in terms of size, with South Winchester and Market Towns and Rural Areas having a higher proportion of micro-businesses. Winchester City has the highest proportion of medium sized businesses (3%) and large employers (0.4%). Large employers (250+ employees) make up 0.1% or less of businesses in South Winchester and Market Towns and Rural Areas.

In Winchester City, 30% of employees work in health and social work and a further 12% in education demonstrating the importance of anchor institutions in the City. In South Winchester, retail formed 36% of pre-pandemic employment. These jobs are amongst the most at risk from COVID-19, and the emerging picture of where and how people work, and shop will be considered during the Green Economic Development Strategy.

Market Towns and Rural Areas do not have a such a dominant sector, with the most significant proportion of employment being Information and communication with 13% of jobs.

Winchester City is home to 26% of the District's business population, with a much larger proportion of 15-24-year-olds than the rest of the district – a result of the University. The much smaller population of residents aged 25+ shows that despite

having better graduate retention than Southampton and Portsmouth, the City still loses people in this age-range. In contrast, Market Towns and Rural Areas have the highest proportion of population aged 60 and above.

The low proportion of graduates and graduate-aged residents in the labour market, means more needs to be done to retain graduates and attract those from elsewhere. This is a necessity if the opportunities for growing both existing and emerging sectors are to be realised. Whilst increasing levels of working from home means Winchester can position itself as a quality place for graduates and young professionals to base themselves, the cost of housing is a barrier to Winchester's competitiveness.

In terms of population growth, the South of Winchester is growing at a rate almost double that of the District as a whole. This has implications for housing development and transport infrastructure, and it must be recognised that as part of the Southampton Built Up Area, a high proportion of residents here will work outside of the Winchester District.

Relative deprivation is low across the District with no areas in the 20% most deprived in the country. However, there are pockets of certain types of deprivation. In South Winchester, 11% of lower super output areas (LSOAs) are within the 10% most deprived areas in England for 'barriers to housing and services' (which measures the physical and financial accessibility of housing and local services) and 13% in Rural Areas and Market Towns. In Winchester City, 10% of LSOAs are within the 10% most deprived areas in England for 'education, skills, and training' and an additional 14% in the 20% most deprived.

The implications for an inclusive Green Economic Development Strategy are clear. Skills and training opportunities should continue to be enhanced to ensure inclusive growth and a more affordable cost of living (relative to incomes) will contribute to a just transition whilst also making the District a more competitive location for people to live and work.

The sub-geographies

These sub-geographies, shown in the below map (Figure 13) are Winchester City, Market Towns & Rural, and Winchester South.

Whilst these definitions are consistent with previous analysis, it must be noted that there are multiple options for creating these sub-geographies. These three areas are made up of different Middle Layer Super Output Areas (MSOAs), and in places one MSOA may include both suburban, market towns and rural areas.

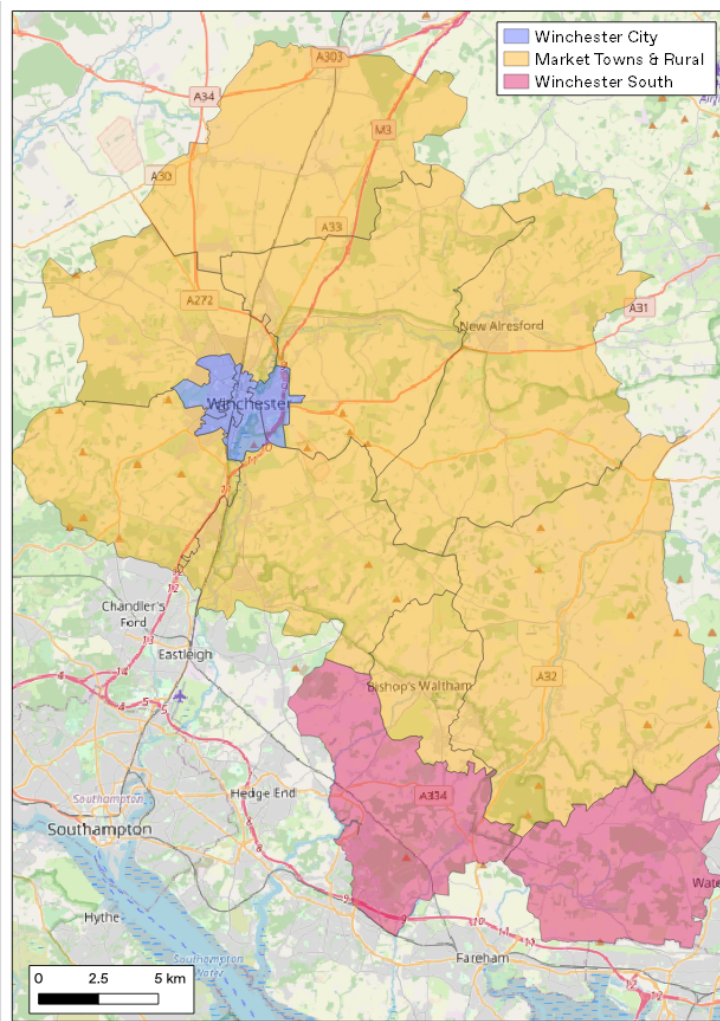


Figure 13: Winchester District Sub-Geographies

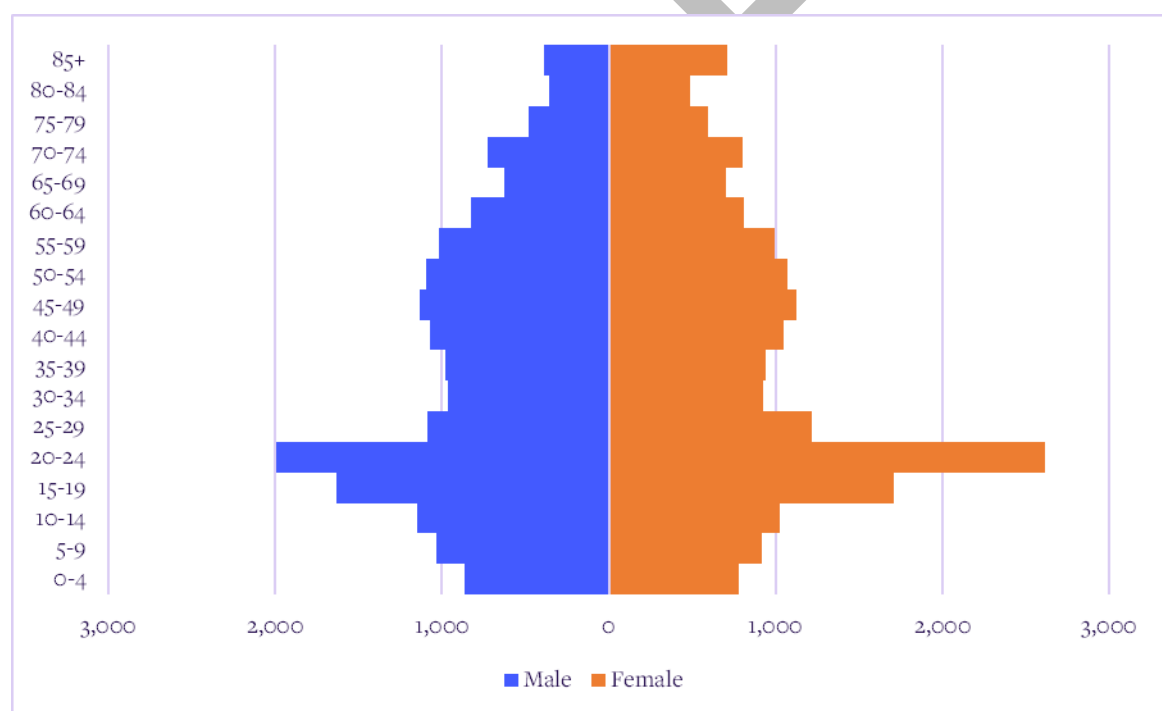
Winchester City

The Winchester City Sub-area covers most of the city of Winchester including the city centre which is dominated by public sector and retail employment and businesses, as well as four industrial/business parks (Bar End, St Martins, Winnall and Wykeham).

According to latest population estimates from ONS (2019), the population of the Winchester City sub-area is 35,900, accounting for approximately 28% of the district's total population. The sub-area has seen steady population growth since 2011 (earliest available data) with the population increasing by 7% over this period, in line with the wider district's population growth.

Winchester City has a relatively young population, with a large concentration of people aged 15-25 in contrast to the wider district. This is likely explained by the presence of the university. Correspondingly, Winchester City also has a significant working age population of 24,250 (68% of the total population).

Figure 14: Winchester City population pyramid, 2019



Source: ONS, Population Estimates, 2019

None of Winchester City's 21 LSOAs are within the 20% most deprived areas in England. Indeed, 4 of the sub-area's LSOAs (19%) are within the 10% least deprived LSOAs in England, with an additional 6 (29%) within the 20% least deprived.

However, the majority of the district's *Education, skills, and training* deprivation (which measures the lack of attainment and skills in the local population) is concentrated in Winchester City with two of Winchester City's LSOAs (10%) within the 10% most

deprived areas in England for *Education, skills, and training* and an additional three LSOAs (14%) in the 20% most deprived.

Winchester City is also home to the district's only LSOA which falls within the 20% most deprived areas in England for *Crime* (which measures the risk of personal and material victimisation at local level).

Meanwhile, one of Winchester's LSOAs (5%) are within the 10% most deprived areas in England for *Barriers to housing and services* (which measures the physical and financial accessibility of housing and local services) with an additional two LSOAs (10%) in the 20% most deprived.

Latest IDBR data (2020) identify 2,335 businesses in Winchester City, accounting for 26% of the district's business base. Of these, 1,900 (81%) are micro-sized (0-9 employees), 355 (15%) are small-sized (10-49 employees), 70 (3%) are medium-sized (50-249 employees), and 10 (0.4%) are large (250+ employees).

Table 15: Winchester sub-area business profile

| Employment Size band | Winchester | Winchester Town | South Winchester | Market Towns and Rural Area |
|--------------------------|------------|-----------------|------------------|-----------------------------|
| Micro (0 to 9) | 83% | 83% | 81% | 88% |
| Small (10 to 49) | 15% | 15% | 15% | 10% |
| Medium-sized (50 to 249) | 2% | 2% | 3% | 1% |
| Large (250+) | 0.3% | 0.3% | 0.4% | 0.0% |

Source: ONS, Inter Departmental Business Register, 2020

According to latest BRES data (2019), Winchester City is the district's largest employment centre, with a total of 30,215 people in employment within the sub-area. The largest employment sector in Winchester City is *Human health and social work activities* which employs 9,175 people or 30% of total employment. This is likely explained by the presence of the Royal Hampshire County Hospital.

Other significant employment sectors in Winchester City include:

- *Education* (3,750 people or 12% of total employment)
- *Wholesale and retail trade; repair of motor vehicles and motorcycles* (3,050 or 10%)
- *Professional, scientific and technical activities* (2,825 or 9%)
- *Public administration and defence; compulsory social security* (2,825 or 9%)
- *Accommodation and food service activities* (2,700 or 9%)

Location quotients relative to the England average suggest employment specialisms in *Public administration and defence; compulsory social security* (LQ of 2.4) and *Human health and social work activities* (LQ of 2.4).

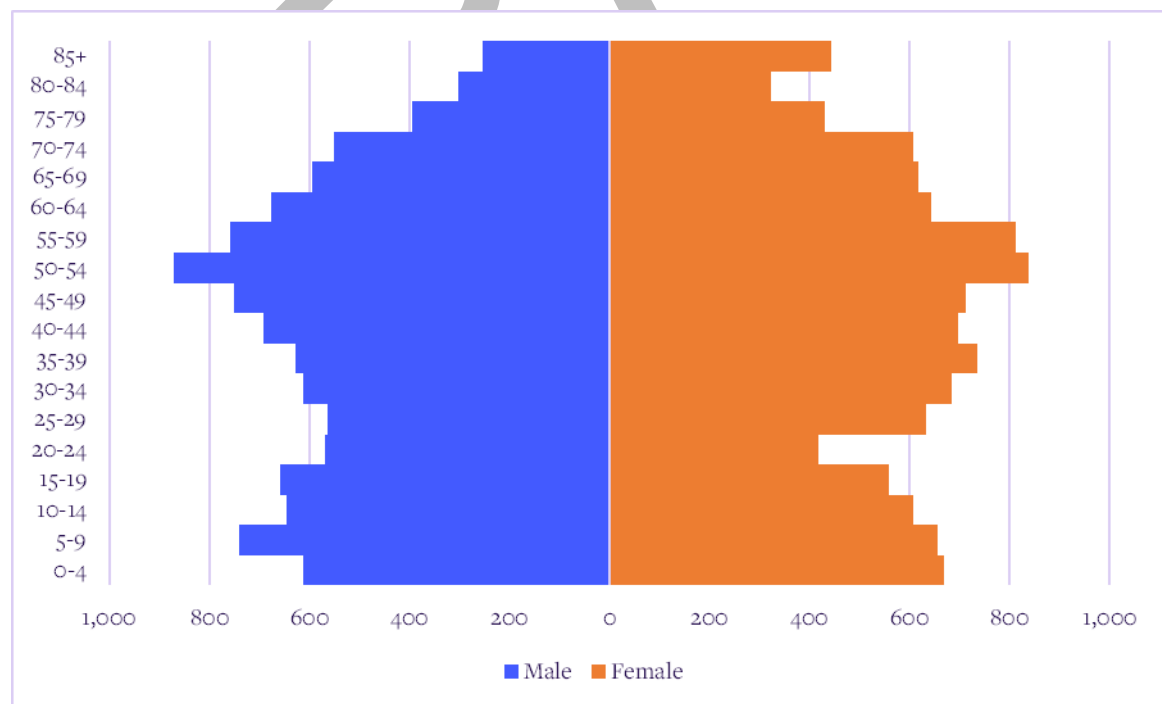
South Winchester

The South Winchester-area borders the M27 corridor and falls mostly within the Solent LEP. The sub-area has two market towns (Denmead and Wickham), the former home to a small business park. To the west and adjacent to Lock's Heath is the large Solent Business Park, Whiteley Village shopping centre and south of the M27, the Segensworth North business park. These three closely connected sites form the main employment centres in the sub-area.

The population of South Winchester is 22,000, accounting for approximately 18% of the district's total population. The sub-area has experienced strong population growth since 2011 (earliest available data) with the population increasing by 13% over this period, almost twice as fast as the wider district's population growth.

South Winchester's hourglass-shaped population pyramid largely mirrors the wider Winchester district with a relatively large young (age 0-24) and old (aged 45+) populations, but a disproportionately small population aged 24-45. Correspondingly, South Winchester also has a working age population of 13,500 (62% of the total population).

Figure 15: South Winchester population pyramid, 2019



Source: ONS, Population Estimates, 2019

Within the context of Winchester district, South Winchester is the relatively most deprived sub-area. However, none of South Winchester's 9 LSOAs are within the 20% most deprived areas in England and 2 of the sub-area's LSOAs (19%) are within the 10% least deprived LSOAs in England.

Three of South Winchester' LSOAs (11%) are within the 10% most deprived areas in England for *Barriers to housing and services* (which measures the physical and financial accessibility of housing and local services) with an additional one LSOA (11%) in the 20% most deprived.

Moreover, one of South Winchester' LSOAs (11%) are within the 20% most deprived areas in England for *Education, skills, and training* (which measures the lack of attainment and skills in the local population) while one (11%) is also within the 20% most deprived areas in England for *Living environment* (which measures the quality of the local environment).

Latest IDBR data (2020) identify 2,375 businesses in South Winchester, accounting for 27% of the district's business base. Of these, 1,735 (88%) are micro-sized (0-9 employees), 555 (10%) are small-sized (10-49 employees), 70 (1%) are medium-sized (50-249 employees), and 10 (less than 0.1%) are large (250+ employees).

Table 16: Winchester sub-area business profile

| Employment Size band | Winchester | Winchester Town | South Winchester | Market Towns and Rural Area |
|--------------------------|------------|-----------------|------------------|-----------------------------|
| Micro (0 to 9) | 83% | 83% | 81% | 88% |
| Small (10 to 49) | 15% | 15% | 15% | 10% |
| Medium-sized (50 to 249) | 2% | 2% | 3% | 1% |
| Large (250+) | 0.3% | 0.3% | 0.4% | 0.0% |

Source: ONS, Inter Departmental Business Register, 2020

According to latest BRES data (2019), total employment within South Winchester is 30,980. The largest employment sector in South Winchester is *Wholesale and retail trade; repair of motor vehicles and motorcycles* which employs 11,225 people or 36% of total employment.

Other significant employment sectors in South Winchester include:

- *Professional, scientific and technical activities* (3,250 people or 10% of total employment)
- *Administrative and support service activities* (2,625 or 8%)
- *Financial and insurance activities* (2,600 or 8%)
- *Manufacturing* (2,200 or 7%)

Location quotients relative to the England average suggest employment specialisms in *Wholesale and retail trade; repair of motor vehicles and motorcycles* (LQ of 2.4) and *Financial and insurance activities* (LQ of 2.4).

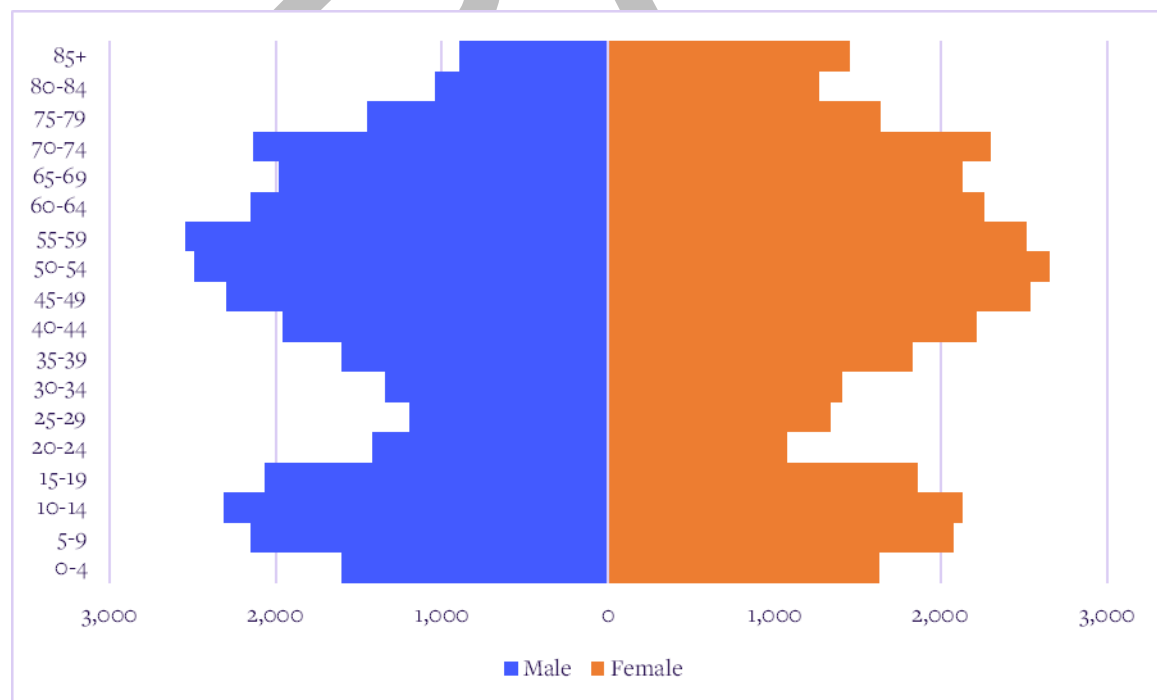
Market Towns and Rural Areas

The Market Towns and Rural Areas sub-area is the largest in terms of area. It covers rural Winchester and a number of market towns as well as the western edge of the South Downs National Park and a number of smaller industry/business parks in Bishop's Waltham, Kings Worthy and New Alresford (New Farm & New Dean).

With a population of 67,000, the Market Towns and Rural Areas accounts for 54% of Winchester district's total population. However, while the sub-area has seen steady population growth since 2011 (earliest available data), population growth has lagged behind the district average growing by 5% over this period.

Similar to the wider Winchester district and South Winchester, the Market Towns and Rural Areas has an hourglass-shaped population pyramid. However, the sub-area has a larger ageing population than either of these two comparators with 16,300 people (or 24% of the total population) aged 65+. Accordingly, the Market Towns and Rural Areas has a relatively smaller proportion of its population of working age (58%) although with a working age population of 38,800, the sub-area is home to the largest absolute working age population in the district.

Figure 16: Market Towns and Rural Areas population pyramid, 2019



Source: ONS, Population Estimates, 2019

Within the context of Winchester district, the Market Towns and Rural Area is the least deprived sub-area. None of MRTA's 38 LSOAs are within the 20% most deprived areas in England, while 19 of the sub-area's LSOAs (50%) are within the 10% least deprived LSOAs in England and an additional 5 (13%) within the 20% least deprived.

That said, the Market Towns and Rural Area is responsible for the majority of the district's *Barriers to housing and services* deprivation (which measures the physical and financial accessibility of housing and local services) and its *Living environment* deprivation (which measures the quality of the local environment).

Five of the Market Towns and Rural Area's LSOAs (13%) are within the 10% most deprived areas in England for *Barriers to housing and services* with an additional three LSOAs (8%) in the 20% most deprived. Further, seven of the Market Towns and Rural Area's LSOAs (10%) are within the 10% most deprived areas in England for *Living environment* (which measures the quality of the local environment) with an additional one LSOAs (3%) in the 20% most deprived.

The Market Towns and Rural Areas sub-area accounts for the largest number of businesses in the district with a total of 4,145 or 47% of the business base. Of these, 3,675 (89%) are micro-sized (0-9 employees), 395 (10%) are small-sized (10-49 employees), 60 (1%) are medium-sized (50-249 employees), and 5 (less than 0.1%) are large (250+ employees).

Table 17: Winchester sub-area business profile

| Employment Size band | Winchester | Winchester Town | South Winchester | Market Towns and Rural Area |
|--------------------------|------------|-----------------|------------------|-----------------------------|
| Micro (0 to 9) | 83% | 83% | 81% | 88% |
| Small (10 to 49) | 15% | 15% | 15% | 10% |
| Medium-sized (50 to 249) | 2% | 2% | 3% | 1% |
| Large (250+) | 0.3% | 0.3% | 0.4% | 0.0% |

Source: ONS, Inter Departmental Business Register, 2020

According to latest BRES data (2019), total employment within the Market Towns and Rural Areas is 27,120. The largest employment sector in the Market Towns and Rural Areas is *Information and communication* which employs 3,470 people or 13 % of total employment, closely followed by *Wholesale and retail trade; repair of motor vehicles and motorcycles* which employs 3,300 people or 12% of total employment.

Other significant employment sectors in the Market Towns and Rural Areas include:

- *Human health and social work activities* (3,050 people or 11% of total employment)
- *Education* (2,750 or 10%)

- *Professional, scientific and technical activities* (2,450 or 9%)
- *Accommodation and food service activities* (2,325 or 9%)
- *Construction* (2,275 or 8%)
- *Administrative and support service activities* (2,030 or 7%)

Location quotients relative to the England average suggest an employment specialism in *Information and communication* (LQ of 2.9)

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Strategic policy context

The Green Economic Development Strategy is not happening in isolation. It needs to align, complement or build on existing local and regional plans.

To help contextualise the Green Economic Development Strategy, a review of local policy has been undertaken focusing on themes which the strategy is likely to focus on. This section includes a summary of key policies in each theme. Before these summaries, we consider the key elements from regional policy and strategy.

Regional Policy Context

The **EM3 Local Industrial Strategy (LIS)** notes that the economy and the area are at or near to a crossroads. There are major strengths but also signs of stress which need to be addressed.

The EM3 economy is much more diverse than most other areas of the UK and much of it is complex, knowledge based, and high value add. Exports of services by value are the highest of any LEP area outside London. However, over the last few years there has been a marked loss of jobs across much of the area and in some of the frontier sectors that are most significant for the economy. The area remains a powerhouse of business led R&D, innovation, and commercialisation with plans to unlock even more value. In principle this makes the economy more resilient, adaptable, and capable of diversification from existing strengths. As a peri-urban polycentric area within London's gravitational pull, EM3 is comprised of a large number of longstanding small and medium sized settlements which are heavily constrained but provide much of the productive capacity in the area which needs to be used as effectively as possible. Employment is very high; the skills base is very strong and economic inactivity is very low but a major part of the economy supports a largely affluent but increasingly elderly resident population. Infrastructure deficits limit EM3's potential: the area exhibits the 'cost of success'. Investment, particularly on infrastructure, has lagged behind growth in population and in the size of the economy.

Within this context, the LIS identifies eight strategic priorities for the area which can be split between two main purposes:

1. **Supporting the success of our businesses** in exporting, innovating and as employers which are fundamental to growth and productivity and which are likely to need primarily additional revenue support:
 - **Science, Innovation and Enterprise** – Stimulating more innovation and greater commercialisation of knowledge in our leading sectors to increase output from the most productive businesses, to promote diversification from these strengths

- including from the low carbon sector of the economy - and to spread the opportunities to other sectors.
 - **People and Skills** – meeting business needs, promoting a better skilled, supported and healthier workforce and being an attractive and competitive area for prospective employees.
 - **Exports** – a major success story for the area but with plenty of scope to increase the number of businesses engaged in exporting and to support the growth of businesses that are already involved.
2. **Supporting the EM3 area as a great location in which to do business** through primarily additional capital investment:
- **Digital Connectivity** – a step change in connectivity which will address poor mobile and broadband connectivity in parts of the area; meet business needs for speed and capacity in transferring data which is crucial for some frontier sectors; and open up opportunities for implementing smart systems and for transforming public services.
 - **Clean Growth and Natural Capital** – articulating the full potential of the area to meet its needs for utility services like energy in a way that is fully consistent with clean growth and the role of natural capital in shaping future economic growth.
 - **Towns** – supporting their future vitality and viability and ensuring that the productive capacity that they offer is fully utilised through collaborative place shaping.
 - **Smart Mobility** – better, cleaner and more efficient connections between businesses and their staff, supply chains and markets to enhance productivity and new approaches to mobility.

A central theme of both the LIS and other core regional policy is climate change and green growth.

The LIS provides insight into the Enterprise M3 LEP Low Carbon Environmental Goods and Services (LCEGS) sector.

The total EM3 economy is worth £54.3bn, making the LCEGS 33.5% of the economy. The whole LCEGS sector (core and non-core activities) in the EM3 LEP is proportionally larger than for other LEPs in the UK. This is because the EM3 LEP is exceptionally strong in midchain activities. In fact, the LCEGS sector as a proportion of the economy of the EM3 LEP is 17.2% higher than the UK average across LEPs (excluding London). The LCEGS sector core activities account for only 8.5% of the total EM3 economy.

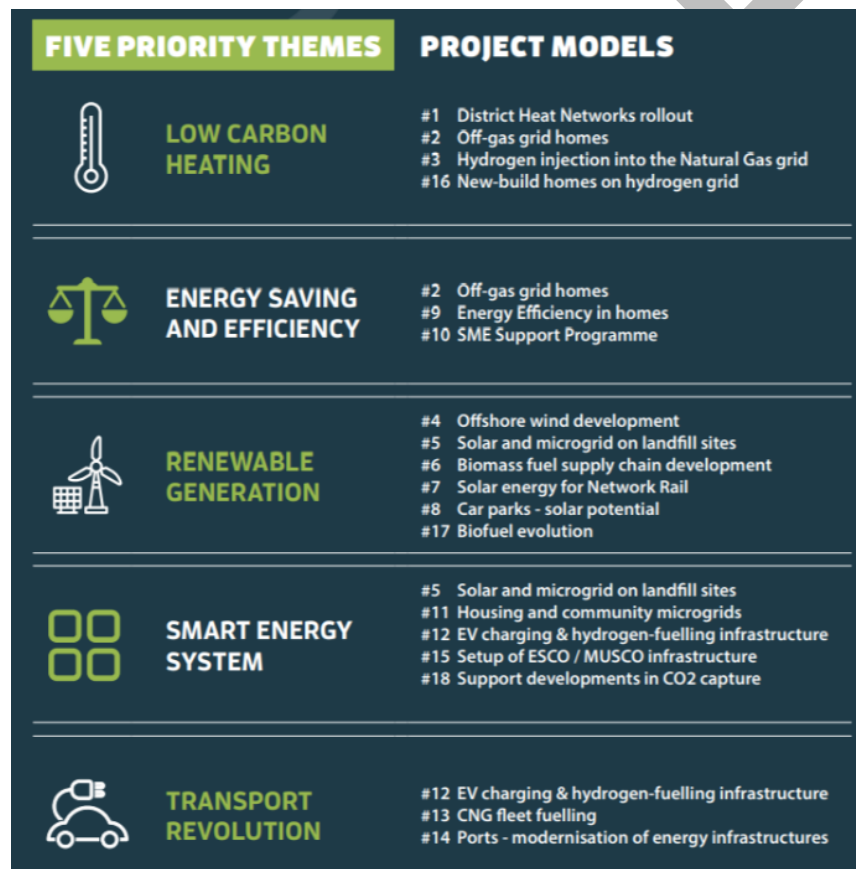
The LIS reports that the sector had total sales in 2017/18 of £18.2bn of which £4.6bn (25%) were sales of core activities with the remaining £13.7bn (75%) for non-core, midstream activities. In total, inclusive of all activities and services which are relevant to the LCEGS

sector and its chain of supply, the sector had over 7,100 companies and over 126,800 employees, split between 26% core and 74% non-core for both the number of companies and number of employees at the sector level. This split highlights how the LCEGS sector is embedded in other areas of the economy.

The LCEGS sector consists of three Level 1 sub-sectors: Low Carbon, Renewable Energy and Environmental. The Low Carbon sub-sector is by far the largest sub-sector, with sales of £8.8bn (48%). Renewable Energy had sales of £6.3bn (34%), with Environmental sales being £3.1bn (18%).

Complementary to this, the **Energy South2East Local Energy Strategy** has been developed to enable the Coast to Capital, Enterprise M3, and South East Local Enterprise Partnerships (LEPs) to achieve clean growth in energy across the power, heat and transport sectors out to 2050. This sets out a shared vision for energy in the tri-LEP region "to become a leader for sustainable energy production within the UK, powering innovative, decarbonised, and clean economic growth."

Figure 17: Priority Themes and Project Models from the Local Energy Strategy Action Plan



Source: C2C, EM3, and SELEP, Local Energy Strategy, 2020

The Local Energy Strategy (LES) has two main goals. The tri-LEP region will:

- play a leading role in the UK's decarbonisation efforts by making targeted interventions to reduce emissions in the electricity, heat, and transport sectors

- foster 'clean growth' by supporting public and private sector investments in novel low carbon technologies to take advantage of the opportunities presented by the emerging low carbon economy

To achieve these, the LES has identified five Priority Themes and a number of project models, as summarized in Figure 17.

The accompanying **Energy South2East Local Energy Strategy Action Plan** provides a clear pathway for delivering the Energy Strategy to achieve the Strategy's vision. If the Action Plan is delivered in line with the recommended Project Models, by 2032 the tri-LEP region will have:

- Secured investment in the region of £14.755 billion in commercially and technically viable projects that deliver healthy returns to stakeholders;
- Delivered a reduction in CO₂ emissions across the electricity, heat and transport sectors of 13,615 kT CO₂e;
- Transitioned 47,455 GWh of energy from polluting, high carbon generation sources to clean energy sources; and Created or secured 75,652 jobs across the tri-LEP area.

Similarly, recognising the changing climate as the biggest threat, the **Vision for Hampshire 2050 Commission of Inquiry** emphasises that a well-adapted and resilient Hampshire will be essential to ensure that Hampshire's economy, environment, and society continues to thrive and prosper. In support of this vision, the **Commissioner's Report** identifies the following drivers of change and attendant policy priorities:

- **Changing Climate:** Develop and promote a focus on embedding climate resilience and mitigation across key policies and sectors, working with communities across Hampshire.
- **Changing Environment:** Develop and promote a focus on sustaining and enhancing Hampshire's environment to strengthen Hampshire's economy and society.
- **Changing Economy:** Maintain a focus on fostering a knowledge-based and sustainable Hampshire economy, working closely with businesses and relevant agencies in Hampshire including our universities.
- **Changing Population and Society:** Maintain a focus on promoting the evolution and development of communities that support equity, connectivity, diversity, sustainability and resilience.
- **Changing Technology:** Prioritise a focus on opportunities offered by technology to enhance business and economy, public services, social infrastructure and connectivity; that complement rather than compromise human relationships and quality of life.

The **Commissioner's Report** further makes a series of detailed recommendations to deliver on these priorities and policies.

Local Policy Context

Over 60 policy and strategy documents have been reviewed, and summarised in Appendix I. To help contextualise the Green Economic Development Strategy, these influences and drivers have been grouped by themes which the strategy is likely to focus on. This section includes a summary of key policies in each theme.

There are seven themes: economy, net zero and green growth, transport and infrastructure, housing, natural environment, social, inequality and levelling up, and skills and jobs.

Economy

Building on the previous **Winchester District Economic Strategy (2010-20)** and current **Winchester District Local Plan**, one of the key areas of focus of the emerging **Local Plan 2038** is creating a vibrant economy.

Winchester District has historically had a strong economy with low unemployment. Winchester City centre is a vibrant retail and commercial centre, with a growing leisure and tourism economy, and large numbers of people are employed in major office areas, in particular around Winchester City and in the southern part of the district around the M27 at Whiteley.

It has been recognised that the District's economy is built on five key sectors: Public administration and business services, Land based industries, Tourism and recreation, Knowledge and creative industries, and Retail. Existing policies therefore focus on promoting these strengths, building on the creative and knowledge-based industries that exist, whilst developing the agricultural, tourism and cultural assets of the district's historic towns and villages and valued landscapes.

To achieve the district's vision for a prosperous local economy, existing strategies aim to ensure that there are a range of sites and premises available to meet changing business needs and that adequate infrastructure is available, including the provision of communications technology and sustainable transport links. By doing this, Winchester seeks to attract new businesses and enterprises, increase opportunities for high quality, well-paid employment across the district, and encourage more younger people choose to live and work in the district.

It is the ambition for the district's city, market towns, and rural communities to recover well and have a compelling, competitive visitor offer, maximising the

economic opportunities offered by the designation of the South Downs National Park, utilising its tourism, recreation, and cultural opportunities whilst supporting its purposes.

At the heart of Winchester's economic strategy lies a shift to a greener, more sustainable economy, as stated in the current **Winchester District Local Plan**. The **Local Plan 2038** seeks to develop this idea further by encouraging the development and adoption of energy efficiency and renewable energy technologies and enabling their take-up by new and existing businesses, through the creation and promotion of a low carbon economy.

Net Zero and Green Growth

In June 2019 Winchester City Council declared a 'Climate Emergency' and committed to making the activities of Winchester City Council carbon neutral by 2024, and the district of Winchester carbon neutral by 2030, taking into account both production and consumption emissions. This overarching ambition is a central theme which runs through all local plans and strategies.

At the heart of Winchester's net zero ambitions lies the **Carbon Neutrality Action Plan** which sets out how the council aims to achieve its carbon neutrality targets. The Plan sets carbon reduction targets across three priority areas:

- Transport: 1,500 tonnes CO₂e through council operations and 287,000 tonnes CO₂e district emissions
- Energy: 1,780 tonnes CO₂e through council operations and 172,000 tonnes CO₂e district emissions overall.
- Property and housing: 420 tonnes CO₂e through council operations and 193,000 tonnes CO₂e district emissions overall.

The Plan subsequently outlines ten priority actions to help address nearly all of the council's carbon emissions by 2024 and contribute to reducing emissions district wide by 2030. These actions are:

- Deliver key studies in 2020 to take forward the City of Winchester Movement Strategy which have a focus on achieving carbon emission reduction.
- Develop an expanded network of EV charging points across the district – starting with up to 46 points on the council's own estate by 2024, adding to existing provision and working with partners to identify where more

are needed.

- Develop additional Park & Ride facilities to increase capacity starting with the Vaultex site with at least 130 new car park spaces in 2020.
- Source 100% of all electricity purchased by the council from renewable sources by 2021.
- Build or invest in large scale renewable generation project(s), e.g. solar farms, heat pumps, solar-battery car ports, anaerobic digester, wind farm.
- Develop a council led pilot Passivhaus housing scheme in Micheldever by 2021.
- Invest an additional £1m per annum on energy and water efficiency measures to council housing stock.
- Bring forward the Local Plan update with an emphasis on low carbon housing development by 2021.
- Develop a programme of rewilding starting with planting at least 100 trees annually on council land.
- In collaboration with partners and landowners, identify up to 100 hectares of land to support additional tree planting and/or creation of grassland / wetland habitat / rewilding.

In line with this, the current **Council Plan (2020-25)** identifies addressing the climate emergency as one of its five priorities, reiterating the targets set in the Carbon Neutrality Action Plan, the current **Winchester District Local Plan** includes a number of core policies aimed at meeting the challenge of climate change, while consultation documents for the **Local Plan 2038** have set carbon neutrality as the overarching objective of the updated plan, and proposed a set of environmental objectives to meet this.

Transport and Infrastructure

Winchester City Council recognises that a whole systems approach is required to make significant improvements to the sustainability and effectiveness of transport and wider infrastructure. As such, the Council is a member of the Transport for South Hampshire and Isle of Wight (TfSHIoW) as some of WCC's administrative boundaries fall within the Transport area's remit.

The authorities of Hampshire, Southampton, and Portsmouth have combined efforts and produced a joint transport strategy to 2031, the **South Hampshire Joint**

Strategy Local Transport Plan. Their vision is to work together to deliver 14 key policies to create a “resilient, cost effective, fully-integrated sub-regional transport network, enabling economic growth whilst protecting and enhancing health, quality of life and environment.”

The Local Strategy encompasses key themes in transport and infrastructure for the covered area. Key themes include improving safety, adjusting to reduce budgets and constraining expenditure, improving critical infrastructure, widening travel choices, and reducing the environmental impact of transport.

Transport and Regional Integration

Hampshire Local Transport Plan 2011-2031 encompasses specific areas within Winchester, which also overlap with the **Winchester City Access Plan**. These form the backbone of Winchester’s transport policies, and ensure integration with surrounding areas. This includes provisions for both public and private transportation.

Key to the transport vision for the city is the need to sustain growth through well-planned infrastructure, rather than prioritising economic growth without investing in the infrastructure required to support a healthy economy that works for everyone. It is recognised that the regional economy must be supported by a safe and efficient road and rail network.

Integrating travel networks with surrounding areas will support those who travel to and from Winchester for work, commuting either by road or rail. In this way, an efficient, reliable, and safe transport network will help the entire regional economy grow.

Community & Wellbeing

Winchester City Council acknowledges the link between a healthy community and excellent infrastructure provision for active travel. Correspondingly, the **City of Winchester Movement Strategy** seeks to boost wellbeing while improving the quality of life in Winchester by reduced air and noise pollution and easing traffic congestion. The Strategy places active travel at the centre, laying out plans to reduce reliance on private vehicles in Winchester by improving infrastructure for cycling and walking.

In addition, it supports the vision of a 15-minute city. The 15-minute city concept is based on the premise that inhabitants can reach most of the services they require, leisure, culture, and hospitality venues, and green spaces on foot or by bike. It therefore minimises the need to travel by road, in particular by private car. In turn,

this helps alleviate road congestion while improving air quality and supports healthier lifestyles of inhabitants.

Electric Vehicles

The promotion of low-carbon vehicles is central to the aims and objectives of Winchester's Local Plan and South Hampshire Joint Transport Strategy. This forms part of WCC's response to the climate emergency and supports the Council Plan (2020-25) in creating a greener district by combining low carbon travel options with modes of active travel. This follows a study commissioned by WCC and conducted by Horizon Power & Energy which identifies the need to create 57 new charging bays with 46 chargers by 2023.

Infrastructure

Accessibility, particularly access to green spaces and supporting the diverse needs of local communities who live and work in Winchester and surrounding areas is central to infrastructure plans. Infrastructure requirements are referenced in the [Winchester District Infrastructure Delivery Plan \(IDP\)](#) which, in addition to transport, also includes the following themes:

- Education
- Water Management (networks, supply, and waste)
- Climate mitigation and resilience
- Health and social care
- Connectivity
- Energy and utilities.

The IDP outlines findings from an evidence base gathered from quantitative and qualitative data for 11 areas specifically. The core challenges identified are recurring themes across many, if not all, of the 11 areas. This includes a lack of accessibility to green space and infrastructure, including parks, allotments, and play areas for children; as well as the need to tackle congested roads that are over-capacity, lack of public parking, and inadequate healthcare facilities.

In addition to micro-scale interventions at local level, there are also pan-regional infrastructure projects in the pipeline. This includes the Broadband Hampshire Superfast, delivered by HCC to address the challenge of poor connectivity, especially in rural areas. It also includes the Smart Motorway proposal for the M3, delivered by Highways England.

Housing

Winchester City Council faces the dual challenge of supporting a growing population while facing a shortage of affordable housing. This is coupled with the need to decarbonise all areas of its operations by 2030. Meeting these challenges requires a series of interventions in the housing sector, within the sustainable development principles outlined in the National Planning Policy Framework.

Winchester District Local Plan provides the spatial vision for Winchester. It reflects the need to preserve Winchester's distinct local features and its cultural and historical heritage, while recognising that the needs of a diverse community and vibrant economy must be supported with suitable social and physical infrastructure. The Local Plan balances these social and economic needs with a requirement to protect and conserve the surrounding natural environment, particularly the environmentally sensitive areas of natural beauty.

The Local Plan is divided into three distinct geographical areas, each with their own sets of priorities. It encompasses the urban core, the County Town of Winchester, semi-rural areas on the southern fringes such as Waterlooville and Whiteley and communities in South Hampshire, and rural market towns and villages, including those that lie in the South Downs National Park.

Community and Placemaking

The **Winchester District Housing Strategy** (2017/18 – 2022/2023) outlines a vision for housing in Winchester “to support the creation of cohesive communities, helping everyone in the District to have a high-quality housing to meet their needs.” Key target beneficiary groups are highlighted in the Strategy as those least able to have a say in their housing circumstances.

The aims of the strategy are to increase both the scale and the quality of affordable housing. This seeks to mitigate the effects of a challenging housing market for young and vulnerable people in particular and reduce the shortfall of affordable housing.

A critical factor underlying the need to build more, and better housing is the requirement to ensure that any new housing that is delivered is energy efficient. The twin aim of increasing the quantity and quality of housing supply with the need to implement measures to decarbonise the housing sector forms one of five key priorities of the Winchester Council Plan 2020-25.

Low Carbon Housing

The housing sector is considered by Winchester City Council as central to achieving carbon neutrality. As such, the **Carbon Neutrality Action Plan** places an

emphasis on low carbon housing. This includes both retrofitting and additional investment to improve the efficiency of domestic water and energy systems, as well as a new Passivhaus pilot scheme led by the Council.

Key Recommendations

Iceni Projects have developed a series of 15 key recommendations designed to meet the twin challenge of improving the quality and sustainable supply of affordable homes in line with social and economic developments while preserving the natural landscape and cultural heritage of the Winchester area.

This clearly sets out the need for the Council to develop a flexible planning policy, which allows for development of a Homes for All strategy while delivering a mixture of affordable, sustainable housing to meet the diverse needs of end users without impacting on the surrounding environment.

The recommendations will support Winchester City Council in meeting its housing objectives, which include:

- Provision of 12,500 new homes across the District by 2031.
- Provision for 4,000 new homes in Winchester City to meet diverse community needs.
- Two new sustainable neighbourhoods created in South Hampshire Urban Areas totalling around 6,000 new homes.
- Support 2,500 new homes in Rural and Market Town areas, while conserving the natural environment of the South Downs National Park;
- Reducing carbon from district emissions in the housing sector by 193,000 tonnes CO₂.

Natural Environment

Providing a High-Quality Environment is one of the key strategic outcomes of the [Winchester District Local Plan](#). This is aligned to the [Hampshire 2050 Commissioner's Report](#) which recognises that the natural landscape and areas of natural beauty in the Hampshire region are valuable assets that must be protected at all costs.

The natural environment is not only a site of natural beauty which gives Winchester and the wider Hampshire region its distinctive characteristics and cultural heritage, but it is also an important source of economic prosperity, critical

to mitigating the impact of climate change, and vital for the wellbeing and public health of the local communities.

Environment and the economy

Open spaces are required to mitigate the impact of urbanisation, and as such the Local Planning Authority has outlined green spaces which must be protected and cannot be further developed. Any new developments must be in line with the context and setting of the natural landscape and heritage.

While economic growth is certainly important to support a dynamic and growing community, Winchester City Council understands that growth must be sustainable and in balance with the natural environment.

As such, tackling traffic congestion and improving air quality is a key aim for Winchester. While a well-maintained road network is crucial for supporting jobs and linking Winchester with surrounding towns and villages, traffic congestion is detrimental to both the natural environment and the health and wellbeing of those who live and work in the town. The [Air Quality Action Plan 2017](#) sets out measures for improving air quality, such as introducing new park and ride schemes to ease congestion in the town, and reducing the emissions Council-owned fleet, public transport vehicles and lorries in the city centre by 2020.

The strategic vision is to focus on stimulating economic growth by investing in measures to protect and improve the natural environment, as opposed to focusing on economic development and managing the environmental consequences afterwards.

Climate change and biodiversity

Winchester City Council recognises that the natural environment has as important role to play in both resilience and mitigation. Effective management of the natural landscape can help protect communities from extreme weather events by working with natural landscape assets to mitigate these risks (for example, water management systems to manage flood risk). It can also support the move to net neutrality by, for example, significant re-wilding, restoring ecosystems by protecting biodiversity, and mass planting of trees, which directly neutralise atmospheric carbon.

Management of the natural environment is considered a key path to ensuring climate change resilience and as such, protecting the natural environment is a key concern of the Local Planning Authority in Winchester. This involves managing water systems properly to ensure sustainability of supply and optimising water efficiency, as well as safeguarding from contamination and mitigating flood risk.

Winchester City Council Biodiversity Plan 2021 provides a strategic focus on restoring the biodiversity lost as a result of climate change and urbanisation. This forms a key component of the Carbon Neutrality Action Plan and will help strive toward achieving carbon neutrality.

Public health and wellbeing

Being outside and having access to green spaces is a vital element to the mental and physical health and wellbeing of the local community. Green infrastructure in which to run, walk, and cycle helps foster a feeling of belonging to an area, and strengthens local community resilience. This is recognised by the emphasis Winchester's Council Plan has placed on the links between public health and wellbeing and carbon neutrality. It highlights the role the community can play in reducing carbon emissions if they are granted access to green and blue infrastructure in which they can lead healthy, active lifestyles and opt for sustainable travel options.

Key environmental targets for Winchester City Council include:

- Planting 100 trees annually on Council land
- Restoring key biodiversity over a 5-year period
- Maintaining a network of wildlife corridors and a total of 11 green open spaces ("Settlement gaps")
- Increasing the number of green infrastructure assets such as play parks and recreations areas
- Increasing number of wildflower meadows and "rewilding" Council land.

To support the main aims of:

- Winchester City Council to be carbon neutral by 2024
- Winchester District to be carbon neutral by 2030.

Social, Inequality, and Levelling Up

The current **Council Plan (2020-25)** identifies living well as one of its five priorities, outlining a vision for all residents to live healthy and fulfilled lives and, recognising that its residents are living longer, to ensure the district offers the right mix of facilities to support good physical and mental health for all ages and abilities.

To ensure that its living well priority is met, the Plan sets out the following ambitions:

- Reduced health inequalities

- A wide range of physical and cultural activities for all ages and abilities
- Increased opportunities for active travel
- A wider diversity of residents and businesses involved in ensuring that our services work for all, especially for residents who need more help to live well
- Attractive and well-used public facilities and green spaces with space for relaxation and play

Meanwhile, consultation documents for the [Local Plan 2038](#) have proposed a number of wider social objectives:

- Achieve a transport system that is balanced and is focused on sustainable transport modes that provides everyone with a real choice whilst supporting walking and cycling and tackles in and out commuting
- Provide and broaden the choice of homes to meet the identified need of our communities and to support long term economic growth
- Develop a built environment that is focused more on people than private cars and respects and responds to local character so that we create communities and places where people want to live, work, study and play
- Promote active participation that supports an individual's right to participate in the activities and relationships of everyday life as independently as possible and support those individuals that are not able to do this
- Aim to create communities that are focused on green spaces, reduces health inequalities and creates a healthy environment in the district by having good access to services, schools and facilities within walking distance
- Protect and enhance open space and community facilities as spaces for social engagement and community building/ empowering neighbourhoods; ensure new developments provide spaces for social interaction and the building of new community networks
- Support the district's role as a thriving centre for education which integrates with the resident population

Skills & Jobs

Skills policy for Winchester is determined at the Local Enterprise Partnership (LEP) level, led by Enterprise M3 (EM3). The LEP's [Skills Action Plan & Local Skills Report 2020/21](#) identifies four strategic priorities for skills:

Priority 1: Use economic data to build business resilience, address skills gaps and match skills supply to employer demand

Priority 2: Enable EM3 residents to identify their skills strengths and needs

Priority 3: Work with employer and education partners to identify skills needs in key high growth EM3 industries and emerging sectors

Priority 4: To stimulate education and training providers to meet skills needs now and as they evolve.

The Skills Action Plan & Local Skills Report additionally identifies three ambitious priority projects for the EM3 area which the EM3 Skills Advisory Panel will progress as a main focus of their work:

- Establish a local digital skills partnership
- Become a national centre for skills for sustainable construction
- Launch EM3 apprenticeship and skills hub as a specialist in technical skills for emerging low carbon industries

These prioritise accelerating and expanding education and training in:

- High level digital skills for workers in an increasingly digital economy and specialist roles
- The sustainable buildings construction industry
- Technical jobs in emerging low carbon sectors

Comparator analysis

Winchester compares well to competitors, outperforming on some indicators, lagging on others and being in the middle-ground on most. Action to keep ahead where Winchester is doing well and to catch-up where it is not should be a focus of the Green Economic Development Strategy.

Working age population is proportionally smaller than three of the competitors, most notably Guildford. Winchester's population is forecast to grow faster than most competitors and from an economic development perspective, ensuring this growing population is of working age will be important. Currently, projections suggest the opposite with working age population set to fall and 65+ population set to increase significantly. This will pose a challenge to business growth, and action to make Winchester a more competitive location for younger workers will continue to make it more attractive to business investment.

Economic activity is lowest, and unemployment highest amongst the competitors. Whilst regarded as a negative, it does demonstrate that with the right training there is a ready labour market to fill new jobs.

Workplace and resident pay are higher than all competitors aside from Guildford. Average resident pay is higher than workplace pay, indicating a cohort of population who live in Winchester and access higher paid jobs elsewhere. All of the competitors apart from Chichester have average resident earnings higher than average local wages, however Winchester's is the second largest gap despite faster growth in local workplace wages since 2010. To close this gap further, the Green Economic Development Strategy should focus on attracting higher paid jobs, and increase productivity and wages in lower paid ones.

Winchester performs best on business density and business start-ups per head of population, and broadly the same as competitors in terms of start-ups as a proportion of all businesses. Action to improve graduate retention and make the District more attractive for graduates and entrepreneurs to move would be needed to boost start-up rates. Winchester also has slightly lower coverage of superfast broadband than all but one competitor, and relatively low average download speed, which are also important factors in business start-up decisions.

Each of the competitors studied have a 2030 target for reaching net zero across their economy and community, apart from Guildford which only has a focus on the Council's own operations. Proposed initiatives in Winchester are broadly the same as the

competitors, which net zero hubs and citizen assemblies being the only clear examples of activity elsewhere which is not proposed by Winchester. The co-creation of the Green Economic Development Strategy with businesses and communities could be seen as the first step of building a citizen assembly.

The comparators

The Winchester City Council District has been benchmarked against national and regional data for a selection of indicators to help show where the District sits in those contexts.

Winchester is also competing for inward investment with towns and cities around the country. The evidence base includes preliminary analysis to show how Winchester compare with a small number of other towns and cities, agreed with the Council (Table 18Table 2).

Table 18: Competitors

| Competitor location | Reason for inclusion |
|---------------------|--|
| Chelmsford | County town, similar relationship to London, university and health assets and capabilities |
| Cheltenham | Relatively affluent, knowledge-based town with strong culture, heritage and visitor economy, adjacent to rural areas including an Area of Outstanding Natural Beauty |
| Chichester | Near-neighbour, small university and county town with large rural and SDNP hinterland |
| Guildford | Major EM3 LEP urban centre on same transport corridors but with more developed innovation eco-system and LEP attention |
| Stratford-on-Avon | A non-Greater South East example with strong culture and visitor economy – town and rural, and relationship to metro-city-region |

Population

Latest ONS data (2019) reveal that Winchester's working age population (aged 16-64) accounts for 60.1% of its total population, which is higher than Chichester and Stratford-on-Avon, but below Chelmsford, Cheltenham, and Guildford. In terms of absolute numbers, however, Winchester has a larger working age population than Cheltenham and Chichester, but smaller than Chelmsford and Guildford, while it has a similar sized working aged population and Stratford-on-Avon.

Table 19: Working age population, 2019

| Area | Working age population | % of total population |
|-------------------|------------------------|-----------------------|
| Winchester | 75,000 | 60.1 |
| Chelmsford | 110,000 | 61.6 |
| Cheltenham | 72,800 | 62.6 |
| Chichester | 67,900 | 56.0 |
| Guildford | 98,000 | 65.8 |
| Stratford-on-Avon | 75,200 | 57.8 |

Source: ONS, Population Estimates, 2019

Winchester's population is forecast to grow by 9% to 2043, which is faster than Cheltenham and Guildford, but slower than Chelmsford, Chichester, and Stratford-on-Avon. Over this period, Winchester's working age population is projected to decline by 1%, less than the 5% and 2% falls anticipated in Guildford and Cheltenham, respectively and on a par with Chichester, but in stark contrast to the increases in working age population projected in Chelmsford (9%) and Stratford-on-Avon (18%).

Population growth across all six districts is forecast to be driven by strong growth in the over 65 population. Winchester's over 65 population is projected to grow by 46% to 2043, slower than Chichester and Stratford-on-Avon, but faster than Chelmsford, Cheltenham, Chichester, and Guildford.

Economic Activity

Winchester's economic activity rate of 79.0% is the lowest rate among selected competitors, while its employment rate of 75.0% is above only Chichester (74.0%). Meanwhile, Winchester's unemployment rate of 5.0% is the highest rate among selected competitors.

Table 20: Economic Activity

| Area | Economic activity rate (aged 16-64, %) | Employment rate (aged 16-64, %) | Unemployment rate (aged 16-64, %) |
|-------------------|---|------------------------------------|--------------------------------------|
| Winchester | 79.0 | 75.0 | 5.0 |
| Chelmsford | 83.1 | 80.8 | 2.8 |
| Cheltenham | 79.5 | 78.0 | 1.9 |
| Chichester | 74.9 | 74.0 | 2.7* |
| Guildford | 84.9 | 82.4 | 3.0 |
| Stratford-on-Avon | 84.6 | 81.9 | 3.2 |

Source: ONS, Annual Population Survey data, December 2020; *March 2020

With the exception of Guildford, both median hourly workplace pay and median hourly resident pay was higher in Winchester than all selected competitors in 2020.

Median hourly workplace pay was lower than median hourly resident pay across all selected competitors apart from Chichester, suggesting a general trend of residents commuting to higher paying jobs outside of their district. Of those competitors which exhibited this trend, Winchester had the second largest absolute difference between median hourly workplace pay and median hourly resident pay, once again behind Guildford, although in terms of relative difference, Winchester matched Chelmsford.

Median hourly workplace pay grew faster in Winchester than in Chelmsford, Guildford, and Stratford-on-Avon, but lagged Cheltenham and Chichester. Meanwhile, median hourly resident pay in Winchester grew faster than only Chichester.

Table 21: Median hourly pay

| Area | Median hourly workplace pay | Median hourly resident pay | Difference | Median hourly workplace pay growth (2010-20) | Median hourly resident pay growth (2010-20) |
|-------------------|-----------------------------|----------------------------|---------------|--|---|
| Winchester | £16.65 | £18.92 | -£2.27 | 22% | 14% |
| Chelmsford | £14.69 | £16.67 | -£1.98 | 12% | 16% |
| Cheltenham | £15.66 | £16.49 | -£0.83 | 28% | 21% |
| Chichester | £14.88 | £12.99 | £1.89 | 31% | 11% |
| Guildford | £17.37 | £21.11 | -£3.74 | 19% | 28% |
| Stratford-on-Avon | £13.94 | £15.56 | -£1.62 | 14% | 19% |

Source: ONS, Annual Survey of Hours and Earnings (ASHE), 2020

Skills

According to latest Annual Population Survey data, 57.5% of people in employment in Winchester had NVQ Level 4 qualifications or above in 2020, which compares favourably to selected competitors. The proportion of people in employment in Winchester with NVQ Level 4 qualifications or above is higher than Chelmsford, Chichester, and Stratford-on-Avon, although below Cheltenham and Guildford.

Table 22: Skills breakdown

| Area | % in employment with NVQ4+ (aged 16-64) | % in employment with no qualifications (NVQ) (aged 16-64) |
|-------------------|---|---|
| Winchester | 57.5 | 2.5 |
| Chelmsford | 41.8 | 3.7 |
| Cheltenham | 62.1 | 2.4 |
| Chichester | 44.5 | 4.9 |
| Guildford | 64.4 | 2.4 |
| Stratford-on-Avon | 51.9 | 3.8 |

Similarly, Winchester generally performs well with regards to the proportion of people in employment no qualifications in comparison to selected competitors. The proportion of people in employment in Winchester with no qualifications is lower than Chelmsford, Chichester, and Stratford-on-Avon, although above Cheltenham and Guildford.

Businesses

According to latest available data from ONS (2019), Winchester had a higher business density (number of businesses per 10,000 working age population) than all selected competitors. In absolute terms, Winchester also had the second highest (925) number of business births behind Chelmsford (1,095). Winchester additionally had the highest number of net business births (births minus deaths) among selected competitors.

Table 23: Business counts, births, deaths, and density

| Area | Business Count | Business Density | Births | Births per 10,000 working age population | Deaths | Net |
|-------------------|----------------|------------------|------------|--|------------|------------|
| Winchester | 8,565 | 1,142 | 925 | 123 | 750 | 175 |
| Chelmsford | 9,135 | 830 | 1,095 | 100 | 980 | 115 |
| Cheltenham | 5,995 | 823 | 680 | 93 | 635 | 45 |
| Chichester | 6,950 | 1,024 | 645 | 95 | 655 | -10 |
| Guildford | 8,335 | 851 | 895 | 91 | 880 | 15 |
| Stratford-on-Avon | 8,520 | 1,133 | 765 | 102 | 775 | -10 |

Source: ONS, Business Demography, 2020

Winchester performs well for start-ups compared to selected competitors. The Centre for Entrepreneurs ranked Winchester (138th out of 379 local authorities or 106th out of 347 local authorities excluding London) second among selected competitors behind only Chelmsford (113th or 81st), and first per capita.

Table 24: Business Start-up Index rankings

| | 2020 Rank | 2020 Rank (excl. London) | 2020 Per capita rank | 2020 Per capita rank (excl. London) |
|-------------------|------------|--------------------------|----------------------|-------------------------------------|
| Winchester | 138 | 106 | 72 | 43 |
| Chelmsford | 113 | 81 | 118 | 86 |
| Cheltenham | 199 | 167 | 146 | 114 |
| Chichester | 202 | 170 | 175 | 143 |
| Guildford | 165 | 133 | 160 | 128 |
| Stratford-on-Avon | 177 | 145 | 136 | 104 |

Source: Centre for Entrepreneurs, Business Startup Index, 2020

CO₂ Emissions

Latest data from the Department for Business, Energy & Industrial Strategy (BEIS) reveal that per capita CO₂ emissions in Winchester were 6.6 tonnes in 2018, higher than all selected competitors except for Stratford-on-Avon. In terms of CO₂ emissions per km², however, Winchester performs much better with Winchester's emissions of 1.2kt/km² only bettered by Chichester (0.8) and Stratford-on-Avon (1.0) among selected competitors.

Table 25: CO₂ emissions

| | Industry and Commercial Total | Domestic Total | Transport Total | LULUCF Net Emissions | Grand Total | Per Capita Emissions (t) | Emissions per km ² (kt) |
|-------------------|-------------------------------|----------------|-----------------|----------------------|--------------|--------------------------|------------------------------------|
| Winchester | 191.2 | 192.5 | 484.1 | -49.1 | 818.8 | 6.6 | 1.2 |
| Chelmsford | 194.9 | 256.6 | 414.3 | -16.8 | 848.9 | 4.8 | 2.5 |
| Cheltenham | 143.6 | 168.2 | 90.4 | -0.6 | 401.6 | 3.4 | 8.6 |
| Chichester | 256.7 | 206.2 | 306.6 | -126.1 | 643.4 | 5.3 | 0.8 |
| Guildford | 162.3 | 225.4 | 423.3 | -57.5 | 753.5 | 5.1 | 2.8 |
| Stratford-on-Avon | 238.3 | 216.3 | 575.8 | -8.3 | 1,022.0 | 8.0 | 1.0 |

Source: Department for Business, Energy & Industrial Strategy, UK local and regional CO₂ emissions, 2020

One way in which Winchester can reduce carbon emissions will be with more uptake of electric vehicles, which will need a comprehensive vehicle charging network. Winchester's 67 public charging devices for electric vehicles account for 11% of the total public charging devices across Hampshire and is the fourth highest number of charging devices behind New Forest, Portsmouth, and Southampton. Meanwhile, Winchester has the second highest number of public rapid charging devices behind Hart with its 17 public rapid charging devices accounting for 14% of the county's total. Significantly, Winchester has the largest number of charging devices per 100,000 population in Hampshire.

Winchester also performs well in terms of EV charging infrastructure among selected competitors with the second highest number of public charging devices, public rapid charging devices and charging devices per 100,000 population behind only Stratford-on-Avon in each category.

Table 26: Competitor EV charging infrastructure

| Area | Total public charging devices | Total public rapid charging devices | Charging devices per 100,000 population |
|-------------------|-------------------------------|-------------------------------------|---|
| Winchester | 67 | 17 | 54 |
| Cheltenham | 36 | 7 | 31 |
| Chelmsford | 36 | 16 | 20 |

| | | | |
|-------------------|----|----|----|
| Chichester | 47 | 9 | 39 |
| Guildford | 52 | 4 | 35 |
| Stratford-on-Avon | 71 | 31 | 55 |

Source: Department for Transport, Electric vehicle charging device statistics, April 2021

Digital Connectivity

With 93.2% of premises in Winchester having access by superfast broadband (over 30 Mbps), broadband coverage in Winchester is the lowest coverage among all but one (Chichester) of selected competitors. Similarly, Winchester's 52.1% ultrafast broadband (over 100Mbps) coverage is below Chelmsford, Cheltenham, and Guildford (although ahead of Chichester and Stratford-on-Avon). Winchester has full fibre (FTTP) coverage of 7.7%, once again above only Cheltenham and Guildford among selected competitors.

Median and mean download speeds in Winchester are above only that of Chichester in terms of median speeds and Chichester and Stratford-on-Avon in terms of mean speeds. Median upload speeds in Winchester are the lowest among selected competitors, while mean upload speeds are slower than Chelmsford, Cheltenham, and Guildford, but above Chichester and Stratford-on-Avon.

Utilisation – defined as the mean download speed expressed as a percentage of the maximum mean speed in an area – of 16% in Winchester, however, is below only Chichester (and level with Guildford) among selected competitors.

Table 27: Broadband coverage

| Area | Superfast (% of premises) | Ultrafast (% of premises) | FTTP (% of premises) |
|-------------------|---------------------------|---------------------------|----------------------|
| Winchester | 93.2% | 52.1% | 7.7% |
| Chelmsford | 97.1% | 66.4% | 39.4% |
| Cheltenham | 99.5% | 81.0% | 1.7% |
| Chichester | 91.6% | 22.8% | 19.5% |
| Guildford | 97.8% | 72.8% | 4.0% |
| Stratford-on-Avon | 95.1% | 45.0% | 18.9% |

Source: Thinkbroadband, Broadband Coverage and Speeds for UK Local Authorities and Regions, Q121

Table 28: Broadband speed coverage

| Area | Download speed (Mbps) | | Upload speed (Mbps) | | Utilisation (%) |
|-------------------|-----------------------|-------------|---------------------|------------|-----------------|
| | Median | Mean | Median | Mean | |
| Winchester | 33.2 | 50.0 | 1.3 | 8.4 | 16% |
| Chelmsford | 33.5 | 62.8 | 3.1 | 8.5 | 12% |

| | | | | | |
|-------------------|------|------|-----|-----|-----|
| Cheltenham | 36.9 | 56.8 | 4.0 | 8.5 | 15% |
| Chichester | 31.2 | 42.7 | 1.6 | 6.7 | 18% |
| Guildford | 38.2 | 63.4 | 3.6 | 8.5 | 16% |
| Stratford-on-Avon | 34.9 | 44.6 | 2.8 | 7.9 | 14% |

How comparators are working towards net zero carbon targets

UK best practice case study: Bristol

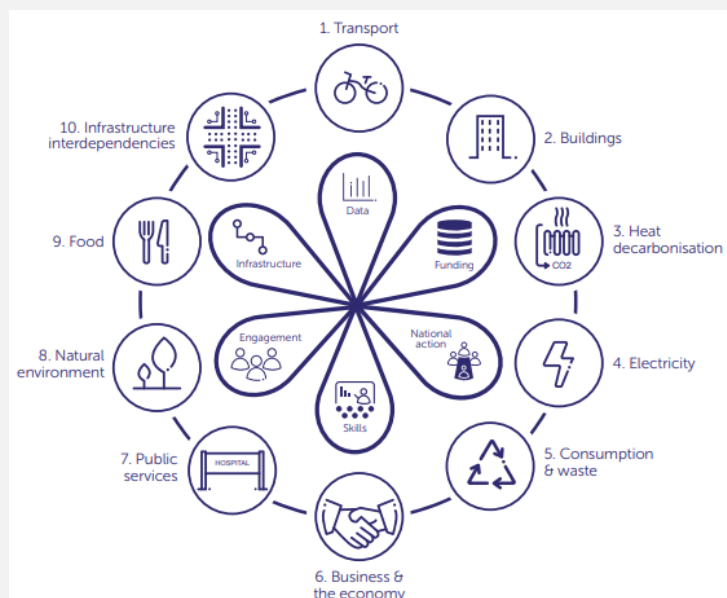
Like Winchester, Bristol has a 2030 target to reach net zero across the city having been the first in the UK to declare a climate emergency. The Bristol One City Plan builds on several years of national and international leadership, including being announced as European Green Capital in 2015, the only UK city to do so. The Plan is a collaborative call to action which sets out the 2030 vision and initiatives to achieve that goal. Like the Winchester Green Economic Development Strategy, the One City Plan has an “*ambition to become a fair, healthy and sustainable city. A city of hope and aspiration, where everyone can share in its success.*”

The One City Plan uses a framework of 10 interrelated themes, which include the key elements of Green Economic Development.

1. Transport: switching to significantly more walking, cycling and zero carbon public transport modes; converting the remaining vehicles to zero carbon fuels; transforming freight, aviation and shipping

2. Buildings: retrofitting and building them to become carbon neutral and resilient to a changing climate, calling on central government to develop a supportive planning framework to deliver this

3. Heat decarbonisation: implementing a carbon neutral energy method for heating and hot water. This is one of




the areas that will be supported by City Leap Energy Partnership, a radical new approach to delivering energy infrastructure in Bristol

4. Electricity: make our electricity use as smart and flexible as possible (to support electricity decarbonisation nationally), maximise local renewable energy generation and increase system resilience
5. Consumption and waste: responsible buying of goods and services, alongside zero carbon from waste management
6. Business and the economy: Bristol businesses move to be carbon neutral and climate resilient, capturing job opportunities for all through the transition
7. Public, voluntary, community and social enterprise services: carbon neutral public and VCSE services and supply chains that are also prepared for future climate conditions and hazards Bristol One City Climate Strategy A strategy for a carbon neutral, climate resilient Bristol by 2030 5 Executive summary
8. Natural environment: restoring, protecting and enhancing these spaces and wildlife within them as the climate continues to change
9. Food: a resilient supply chain, with food and drink produced locally, sustainably and moving to a more plant-based diet
10. Infrastructure interdependencies: collaboration in running vital services to the city such as water, transport, waste, ICT and energy to improve their climate resilience and embed carbon neutrality across different systems

Bristol was the first UK City to report against the UN Sustainable Development Goals, gaining international recognition alongside cities like New York and Madrid. The City uses an online dashboard to report to show how the One City sustainability plan is delivering against the SDGs. Bristol also features in a handbook for using SDGs published by the EU, an approach which has since been adopted by London and a number of towns and cities around the UK. This could be one option for Winchester to track and report success of the Green Economic Development Strategy in future years.





[One City Plan](#)
[Dashboard](#)
[SDGs](#)
[News](#)
[Get involved](#)
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The One City Goals Dashboard

The One City Plan has 546 Initiatives. This dashboard allows you to filter theme, sub-theme, relevant Sustainable Development Goal, year or keyword. If you have any feedback or suggestions for future goals please [complete our short survey](#) so we can improve this new tool.

Themes

- ☐ Connectivity
- ☐ Economy
- ☐ Environment
- ☐ Health & wellbeing
- ☐ Homes & communities
- ☐ Learning & skills

Goal 01 Year: 2020

Funding measures are explored to secure investment to develop mass transit systems, including underground and overground, and increased support for public transport, cycling and walking options, improving the movement of people across the city

[Give Your Feedback](#)

Energy Service Bristol has existed since 2005 and is a Council-run energy programme which generates renewable energy and delivers home energy efficiency programmes across the city, employing 35 energy experts. In fact, Bristol were the first local authority in the UK to build and manage its own large-scale wind turbines and have also invested in installing over 8 Megawatts of Solar PV across the city.

Under the banner of Energy Services Bristol, the City Council Launched the City Leap Energy Partnership investment prospectus in 2018 to market large scale investment opportunities to private finance in order to fund expensive infrastructure. The prospectus seeks to raise £1billion and is now being taken to the investment market by a strategic partner.

The City Leap Energy Partnership is seen as an essential mechanism for delivering heat decarbonisation, as well as the buildings and electricity initiatives in the One City Plan. This new approach to energy infrastructure delivery is regarded as best practice, with the UK Core Cities now actively exploring how to create a joined-up investment portfolio for energy projects around the UK.

The city council also established Bristol Energy in 2015-2016, set up to supply more affordable and renewable energy to residents in the city with a focus on social value. An estimated £12m of social value has been delivered back into the City, alongside funds and initiatives to tackle fuel poverty. The Council has since sold the company, although the Bristol Energy bran still operates for residential customers with the same focus on social value.

Winchester

In June 2019 Winchester City Council declared a ‘Climate Emergency’ and committed to making the activities of Winchester City Council carbon neutral by 2024, and the district of Winchester carbon neutral by 2030.

Winchester's Carbon Neutrality Action Plan sets out how the council aims to achieve its carbon neutrality targets. The Plan sets carbon reduction targets across three priority areas:

- Transport: 1,500 tonnes CO₂e through council operations and 287,000 tonnes CO₂e through district emissions
- Energy: 1,780 tonnes CO₂e through council operations and 172,000 tonnes CO₂e through district emissions.
- Property and housing: 420 tonnes CO₂e through council operations and 193,000 tonnes CO₂e district emissions overall.

The Plan outlines ten priority actions to help address nearly all of the council's carbon emissions by 2024 and contribute to reducing emissions district wide by 2030:

- Deliver key studies in 2020 to take forward the City of Winchester Movement Strategy which have a focus on achieving carbon emission reduction;
- Develop an expanded network of EV charging points across the district – starting with up to 46 points on the council's own estate by 2024, adding to existing provision and working with partners to identify where more are needed.
- Develop additional Park & Ride facilities to increase capacity starting with the Vaultex site with at least 130 new car park spaces in 2020;
- Source 100% of all electricity purchased by the council from renewable sources by 2021;
- Build or invest in large scale renewable generation project(s), e.g. solar farms, heat pumps, solar-battery car ports, anaerobic digester, wind farm;
- Develop a council led pilot Passivhaus housing scheme in Micheldever by 2021;
- Invest an additional £1m per annum on energy and water efficiency measures to council housing stock;
- Bring forward the Local Plan update with an emphasis on low carbon housing development by 2021;
- Develop a programme of rewilding starting with planting at least 100 trees annually on council land.

Chelmsford

The City and District of Chelmsford declared a climate and ecological emergency (C&EE) in July 2019. This led to a pledge to decarbonise all activities to net zero by 2030.

Net zero target activities in Chelmsford are focused on the following macro areas as immediate priorities:

- Reducing carbon emissions;
- Lowering energy consumption;
- Reducing waste and pollution;
- Improving air quality;
- Greening Chelmsford;
- Increasing biodiversity; and
- Encouraging sustainable travel choices.

The key aim is achieving 100% low carbon energy across the Chelmsford area by 2030, supported by a range of Council-led partnerships, programmes and monitoring.

Cheltenham

Cheltenham Borough Council declared a climate emergency in 2019 and a commitment to carbon neutrality for both the Council and the Borough by 2030.

Interventions for the wider Borough range across activities including leadership, community engagement, shifting to green energy, transport, and built environment.

The starting point will be co-creation activities with the community, including appointing “Climate Champions” to support grassroots level initiatives to reduce and eliminate carbon emissions. So far this has also included developing the Cheltenham Standard, which is a benchmark for low-carbon living. “Lead by Example” is a programme of demonstration pilots to support adoption of low carbon initiatives.

Other policy initiatives include the launch of the Cheltenham Green Deal, which supports communities who require carbon reduction initiatives but are unable to afford associated capital costs and expenses.

It also includes Smart Cheltenham, which is a vision for low-carbon living for those in West Cheltenham, Zero Carbon Hubs which are mobility initiatives promoting zero carbon green passenger transport and active mobility. Cheltenham Energy was also launched by the Council, who provide zero emission energy locally.

Chichester

In July 2019, Chichester District Council declared a climate emergency and pledged a commitment to achieve net zero carbon by 2050, in line with the UK Government’s national target. The Council also has pledged an area-wide target of 10% reduction of carbon emissions year-on-year from 2019 until 2025.

Chichester District Council developed a Climate Emergency Detailed Action Plan which outlines how the Council will reduce its own emissions, and how it can work with other initiatives and actors in the district to reach the target for the area as a whole.

The main themes for the area as a whole include:

- Social housing, where Chichester District Council will seek funding from Homes England to secure funding to deliver low carbon social housing.
- Mobility and Transport, including the Local Cycling and Walking Infrastructure Plan, Local Transport Improvement Plan and Sustainable Transport Package.
- Air Quality Action Plan which includes policies for Electric Vehicle adoption and increased charging infrastructure, including for taxi fleet in the area.
- Nature-based solutions including wildlife corridors, mass tree planting (Trees Outside Woodlands project), rewilding spaces and creating new green spaces, restoring wetland habitats.
- Renewable energy generation projects overseen by a working group to progress larger-scale community renewable energy project.

Identified actions include Establishing Working Groups, where partner organisations can support each other and the Council with recommendations, behavioural change campaigns and a Citizen's Assembly to be established in 2021 to bring together members of the public selected to represent the demographic profile of Chichester District.

Guildford

Guildford published a High-Level Action Plan in September 2020 to support the Council to achieve net zero carbon by 2030. However, as yet there are no coordinated plans or specific targets in place to tackle carbon emissions in the wider community, which account for 98% of Guildford's carbon emissions.

While the Council has not put in place formal plans to achieve net zero carbon in the wider community, there are third sector initiatives such as Zero Carbon Guildford working to implement their own grassroots initiatives in the community to reduce carbon and mitigate the impact of climate change.

Stratford-on-Avon

Stratford-on-Avon also declared a climate emergency in July 2019. The Council pledged to reach a target of net carbon neutrality in the Stratford area by 2030. Its aim was to achieve this using a combination of

Strategies and policies to achieve this are segmented into 5 workstreams. The first 4 are related to reducing the carbon emissions of the Council's own activities, and the fifth is more complex and related to reducing carbon emissions from the wider Stratford area.

The workstreams are as follows:

- 1. Operational Programme:** These are “quick wins” and focus on areas for which the Council has direct responsibility and can control carbon emissions. This includes the Council’s estates and includes initiative such as moving to an EV fleet, using green energy sources, and energy efficiency measures in Council buildings.
- 2. Community Leader and Partnerships:** This focuses on achieving carbon reductions through working with other partners and facilitating joint initiatives.
- 3. Central Government:** This involves lobbying and working with Central Government to improve and expand on local powers to achieve carbon emission reduction targets within a timescale quicker than that committed by the UK Government.
- 4. Adaption:** This focuses on adaption and mitigation measures and is largely focused on larger infrastructure projects and securing investment.
- 5. Carbon Neutral District by 2030:** This workstream include initiatives to achieve carbon neutrality in the wider area by 2030. It is more ambitious and far reaching than national targets, which seek to achieve net zero greenhouse gases by 2050.

Best practice case study: Lahti: European Green Capital 2021

Lahti is a [model city](#) in terms of adopting a whole systems approach to carbon neutrality and successfully using new technologies to support this. As a nation, Finland has a target to reach net-zero by 2035, ahead of the European target of 2050. Within Finland, Lahti is on track to reaching net-zero by 2025. This case study presents a flavour of the actions and investments Lahti is pursuing which can inform Green Economic Development around the world.

Lahti is championing a bottom-up and top-down approach, across all sectors of the economy. From a bottom-up, or individual household level, behavioural approaches are both enforced and encouraged. These support the fundamental changes in lifestyle needed to reduce the carbon footprint at an individual level. This is balanced with the recognition that industry is the main source of carbon emissions and where the main responsibility lies in terms of global carbon reduction efforts.

The below examples illustrate some of the green initiatives that have led to Lahti’s position as European Green Capital 2021.

- In the [hospitality sector](#), hotels and restaurants meeting defined standards are awarded a “[Green Key](#)” which is a global-level certification for hospitality sector establishments meeting high standards of environmental requirements.
- In the [construction sector](#), Lahti is developing a net-zero construction hub which will be used as a research facility for developing net zero buildings and pilot programmes.

- In **manufacturing**, Lahti is Finland's Cleantech centre of excellence. Cleantech employs around 5,000 people (Lahti's population is 120,000). It has particular strengths in circular economy, having introduced a roadmap in 2017 towards achieving a full circular economy. For example, at Kujala, a district of Lahti, there is a waste treatment plant that is pioneering waste symbiosis as part of the [Smart and Clean Lahti](#) plan. This is at the heart of the circular economy. The plant takes waste materials from all over Finland and creates energy from landfill, which is used to at the Hartwall bottling plant and beverage factory as well as generating electricity at the Lahti Energy Ltd. Company. Landfill is also used to produce ash for the construction sector, biogas used for biofuels in public and private transport, fertiliser for the agriculture sector, and scrap metal, paper, and asphalt which is re-purposed for building materials and construction of city infrastructure.
- Lahti is home to several **green energy** generation initiatives. In 2019 a number bio plant was opened which generates 100% renewable energy. The forestry sector is important to Finland's national economy as a whole and also constitutes a significant portion of Lahti's economy. A new biomass burning site, fuelled by by-products from the forestry sector and woodchips supplies most residential properties in Lahti with electricity and district heating.
- In the **food and drink production sector**, Lahti has seen the benefits of clustering activities. For example, Finland's major beverage producer, Hartwall, has partnered with an energy company to create a bioethanol plant which uses waste products (grain from the brewery and distillation by-products) to produce bio-based green fuels for vehicles. Similarly, Fazer, Finland's leading confectionary company, has partnered with companies from the agricultural sector to produce sweetener from oat hulls.

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CAB3311
CABINET

REPORT TITLE: AIR QUALITY SUPPLEMENTARY PLANNING DOCUMENT

20 OCTOBER 2021

REPORT OF CABINET MEMBER: Cllr Lynda Murphy

Contact Officer: David Ingram Tel No: 01962 848479

Email dingram@winchester.gov.uk

WARD(S): CITY

PURPOSE

This report seeks Cabinet approval to adopt the Air Quality Supplementary Planning Document (AQ SPD), which is one of the core measures set down within the Council's Air Quality Action Plan, approved on the 26th April 2017 CAB2906 and is designed to improve air quality in the air quality management area of the city

The draft AQ SPD, as set out in CAB3279, has been subject to public consultation between February and April this year, and in light of the comments received, it is proposed to amend the document prior to adoption as set out in this report.

The AQ SPD as recommended will supplement the policies in the Local Plan which are currently used to determine planning applications and, in particular, policies WIN2 and DM19 which deal with air quality.

In addition to seeking to mitigate air pollution impacts, this AQ SPD will have the added benefits of helping to reduce carbon emissions thereby assisting Winchester City Council in delivering a carbon neutral district by 2030.

RECOMMENDATIONS:

1. That Cabinet adopts the revised Air Quality Supplementary Planning Document (AQ SPD) as set out in Appendix A.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

- 1.1 Tackling the Climate Emergency and Creating a Greener District
- 1.2 This AQ SPD is intended improve air quality by reducing sources of pollution from new development in and around the town area through the mitigation of nitrogen dioxide and particulate emissions,. This will be achieved by a number of means including installation of low emission boilers, provision of infrastructure to support the uptake of ultra-low emission 'plug in' vehicles and promotion of sustainable transport options, all of which have the additional benefit of reducing carbon emissions.
- 1.3 Homes for all
- 1.4 By ensuring that all relevant development with the AQ SPD area, meets the basic standards of expectation as set out by an Air Quality Statement, this will ensure that all new developments will strive to meet environmental challenges for the future. The SPD also seeks to ensure the protection of occupants of new accommodation from exposure to existing poor air quality.
- 1.5 Vibrant Local Economy
- 1.6 Ensuring minimum development standards in support of cleaner air will reinforce the position that Winchester adopts a progressive approach to development to protect public health. This will in turn enhance Winchester's reputation as an attractive place to live and work, which will promote a vibrant economy.
- 1.7 Living Well
- 1.8 This AQ SPD, sets down a set of requirements for developers seeking to build within the area covered by the document, which is intended to improve air quality and by extension, public health, within the Air Quality Management Area (AQMA).
- 1.9 These criteria have been carefully considered to take into account the size and therefore the subsequent air quality impacts arising from development in relation to nitrogen dioxide and particulate emissions, both of which are proven impactors on public health.
- 1.10 In seeking to reduce these pollutants from developments, this policy's intent is to mitigate further NOx and particulate burdens on ambient air quality and thereby make the City of Winchester a 'healthier' place to live and work into the future.

2 FINANCIAL IMPLICATIONS

- 2.1 There is no additional financial burden to Winchester City Council in its role as the Local Planning Authority. New development proposals brought forward by the council will need to take account of the requirements of the document but it is envisaged that this should not in itself affect the viability of proposals.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The adoption of the AQ SPD will support the Council's legal duty to achieve and sustain compliance with air quality standards as set down in Section 82 Part IV of the Environment Act 1995.
- 3.2 There are no procurement implications for the Council, associated with the adoption of this AQ SPD.

4 WORKFORCE IMPLICATIONS

- 4.1 The AQ SPD as proposed has been developed in consultation between Development Control, Strategic Planning and Environmental Health and in a manner to ensure clarity of expectation through the existing planning regime in order to minimise additional work for officers. However inevitably with the introduction of additional planning requirements, and in the case of larger developments, the need to conduct an Air Quality Assessment (AQA), will mean that officers will have to assess compliance with the SPD.
- 4.2 In the case of the standard shortlist of measures set down in an Air Quality Statement (AQS), which will be required for all development inside the AQ SPD area, compliance can be addressed through the use of standard conditions and is common practice within the planning regime. This should not add significantly to workloads.
- 4.3 For larger developments required to deliver an AQA, this will necessitate officer input. However as this type of work is already required for major development applications across the district, this already forms part of the Environmental Health consultee function, so can be met by existing officer resources.
- 4.4 It is difficult to predict overall how much additional work will arise from this AQ SPD but it is expected that this will be met from within the existing staff resources.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 This AQ SPD will affect all new relevant developments within the SPD area, including those undertaken by the City Council.

6 CONSULTATION AND COMMUNICATION

- 6.1 The need for the AQ SPD was established through the adoption of the 2017 Air Quality Action plan, with the initial draft being delivered by environmental consultants AECOM, based on their extensive experience in delivering similar reports for a variety of local authorities. The draft AQ SPD that was approved for public consultation by Cabinet (CAB 3279), from which there was 21 responses.
- 6.2 A subsequent two month public consultation period was conducted between February and April of 2021 and which was undertaken concurrently with the Local Plan consultation. The draft as proposed by this report, is the final iteration subsequent to post consultation amendments made by the officer team that have been discussed and agreed with relevant Cabinet members.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 This AQ SPD, seeks to improve air quality within the AQMA, so the proposed SPD area includes the AQMA, Winchester's Settlement Area plus a 1km buffer, by requiring new developments to adhere to certain requirements intended to mitigate poor air quality and improved public health. Its entire purpose is to seek to improve the environment for residents, business and visitors to the City.

8 EQUALITY IMPACT ASSESSEMENT

- 8.1 There is nothing identified within the proposed AQ SPD that would otherwise lead to discrimination, whether directly or indirectly or in a manner that would compromise the equality of opportunity to consult by the relevant stakeholders and the public.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 Any comments that have been submitted in response to the public consultation have been taken into account, and included people's name and contact details. The Council will publish names and associated representations on its website but it will not publish personal information such as telephone numbers, addresses or email addresses.
- 9.2 In accordance with the General Data Protection Regulations (GDPR) information will only be kept for the necessary period of time required. The Council has an updated privacy policy which can be viewed on the website.

10 RISK MANAGEMENT

| Risk | Mitigation | Opportunities |
|--|--|--|
| Financial Exposure <i>None specific to the AQ SPD</i> | | |
| Exposure to challenge <i>That the adoption of the AQ SPD will be subject to legal challenge and amendments to the document have not been consulted on.</i> | <i>Public Protection have worked with Strategic Planning and Legal colleagues to ensure that the consultation process was legally compliant with the requirements for SPDs and was robust so as to mitigate as far as possible against possible legal challenge. The risk of challenge is considered to be low and acceptable.</i> | <i>To better understand where legal challenge may arise and be better prepared.</i> |
| Reputation <i>That in adopting this AQ SPD, it may discourage developers from building in the AQ SPD Policy Area.</i> <i>Failure to deliver an SPD could harm the council's reputation regarding improving air quality.</i> | <i>The Winchester district remains an attractive place to live and work and this will be supported by the AQ SPD in maintaining high environmental standards for the future. It also takes a proportionate approach determined by the scale of development proposed.</i> <i>Proposed to adopt the SPD.</i> | |
| Achievement of outcome <i>That despite adoption of the AQ SPD, air quality within the AQMA does not improve.</i> | <i>Ensure robust delivery of AQ Mitigations required of the SPD. SPD only one element of a broader suite of deliverables required by the AQAP.</i> | <i>Review 2017 AQAP to identify additional measures that will improve air quality within AQMA.</i> |
| Project capacity <i>Staff Capacity insufficient to proactively ensure compliance with required standards.</i> | <i>Ensure performance standards are upheld and sufficient staff resourcing is maintained.</i> | |

11 SUPPORTING INFORMATION:

- 11.1 Supporting information as set out in [CAB3279](#) remains unchanged and sets out the background as to why Cabinet approval was sought to undertake a public consultation on the draft of the AQ SPD, as then proposed. The

supporting information contained in this Cabinet Paper, seeks to summarise the key points which emerged from the consultation responses received and the amendments to the AQ SPD, as now proposed for Cabinet approval.

Public Consultation

- 11.2 A public consultation was conducted concurrently with the consultation to the Local Plan (Strategic Issues and Priorities) which ran between 15th February and 12th of April this year. Notice of the consultation was disseminated to the same extensive distribution list of potentially interested parties as the Local Plan, which included relevant stakeholders i.e. developers, planning agents and local environmental groups. A notice was placed in a local paper advertising the AQ SPD consultation and officers conducted a presentation to the Town Forum as well as providing two on line seminars. The consultation itself was conducted through the City Council's web site with responses captured through the Citizen Space Portal.
- 11.3 Overall the consultation attracted 21 responses, of which 6 were from organisations and 15 from members of the public.
- 11.4 The consultation sought views on the various policies set down within the AQ SPD, broadly summarised as follows:
- a) Policy 1: The concept of asking smaller developments for an Air Quality Statement and for larger developments an Air Quality Assessment?
 - b) Policy 2: Views on proposed receptor sites
 - c) Policy 3: Proposed requirements for inclusion in the Air Quality Statement
 - d) Policy 4: Proposed requirements for inclusion in the Air Quality Assessment
 - e) Policy 5: Proposed requirements in mitigation
 - f) Comments in regards the proposed AQ SPD area
 - g) Asking whether the consultee supports the adoption of the AQ SPD as a means to improve air quality for the Winchester City area
 - h) Any additional comments
- 11.5 A summary of the consultation responses can be found in Appendix B, with a full transcript of comments received can be found in Appendix C. These consultation comments were collated and a brief officer response provided against each point raised. Consultation comments identified as meriting further consideration were highlighted and shared with the relevant Cabinet members and Strategic Planning colleagues, details of which can be found in Appendix D. These are summarised as follows:

- a) That in the proposed AQ SPD, adopting a complete ban on solid fuel stoves, is overzealous and it should allow for new cleaner burn 'Eco Design' stoves as advocated by the Stove Industry Alliance.
- b) If the AQ SPD were to continue the position of a ban on solid fuel stoves, how would / could the Local Planning Authority ensure by condition, that no older 'dirtier' solid fuel stoves are retrofitted in the property post occupancy?
- c) In regards the requirement for prescribed heating appliances, would this be best enforced through a 'prior to occupation' condition?
- d) Under the current proposals it is possible that a larger development *could* through an AQA deem any impacts as minimal and therefore acceptable. This would effectively negate the need for any mitigation at all, which appears to conflict with the requirement for smaller developments to adopt the provisions of the AQS. Should the AQ SPD simply adopt the AQS as a set of minimum standards for all development, to avoid a conflicted standard of expectation and ensure a consistency of approach?
- e) That the proposed AQ SPD area is inappropriate, with some comments suggesting that it should include the whole district, whilst others adopting the opposite position that there is no evidence to suggest that it should be extended beyond the boundary of the AQMA i.e. the city centre.

Response to Public Consultation

- 11.6 Officers and members acknowledged that the public consultation did raise some valid points and so, in response, the SPD has been amended and these changes were discussed and agreed through the steering group. In addition legal advice was sought as to whether such amendments could be made to the AQ SPD in lieu of the public consultation without the need for additional formal consultation.
- 11.7 The agreed responses to the points raised by the consultation were as follows:

- a) **That the proposed AQ SPD continues to recommend a ban on the installation of solid fuel appliances and open fire places.**

It is acknowledged that the Eco Design standard as advocated by the Stove Industry Alliance, does present a higher emission standard in regard nitrogen dioxide and particulates. However the Council remains committed to the primary position of protecting public health, with a ban on the installation of all solid fuel appliances and fire places supporting a desired 'zero emission' position within the AQ SPD area.

- b) **That the proposed AQ SPD cannot adopt a policy of preventing the retrofitting of solid fuel stoves and fireplaces post occupancy.**

In this regard legal advice was that such a policy did not appear to meet the 6 tests for conditions outlined in the Government guidance on the use of planning conditions, including the condition that says “relevant to the development to be permitted... and reasonable in all other respects”. The Guidance indicates that conditions restricting the future use of permitted development rights or changes of use may not pass the test of reasonableness or necessity and that an area-wide or blanket removal of freedoms to carry out small scale domestic and non-domestic alterations that would otherwise not require an application for planning permission are unlikely to meet the tests of reasonableness and necessity. As a result the use of such a condition has not been included in the final version of the SPD.

- c) **That for the requirement for low NOx boilers be controlled through appropriate planning conditions.**

There is no need to amend the AQ SPD in this regard, simply that it be noted that these and other provisions can be effectively controlled through suitably worded planning conditions.

- d) **That the proposed AQ SPD require all developments regardless of size to adopt the requirements as set down by the AQS, as a minimum standard.**

Rather than adopting a separate set of standards for smaller and larger developments through an Air Quality Statement (AQS) and Air Quality Assessment (AQA) respectively, it has been agreed that all development must meet the AQS requirements. It is however acknowledged that some small scale development such as domestic extensions, would in most cases not require an AQS and would therefore be excluded.

In the case of larger (major) developments, these would, in addition to the AQS, be required to conduct an AQA and in that regard deliver any additional mitigations as identified by the this assessment.

Legal advice was sought as to whether an additional consultation be required to seek views on this proposed amendment. The advice provided was that it would be not be essential to undertake a new consultation to adopt standard mitigation measures regardless of development size so this option is not recommended. Further consultation may reduce any risk of possible challenge but this risk is considered to be low and acceptable (see below).

Further, the procedure for the production and adoption of SPDs is set out the Town and Country Planning (Local Planning) England Regulations 2012, including Regulation 12 which requires that before

adoption the LPA must prepare a summary of the main issues raised in consultation and “how those issues have been addressed”. The purpose of consultation is to allow for views to feed in to the adjustment of policy proposals, so provided the LPA at its discretion is acting reasonably and transparently in changing the AQ SPD guidance to meet an apparent inconsistency, and this is properly reflected in the adoption process, further consultation is considered unnecessary unless the effect of the changes would give rise to some substantial unfairness or prejudice to affected parties.

e) **That the AQ SPD area remain the same as per the initial proposal.**

Several comments were received suggesting a larger district wide AQ SPD, whilst others queried the need for the AQ SPD area to go beyond the current AQMA. It should be noted that this matter has been subject to extensive debate within the officer team in consultation with Cabinet members, before and after the public consultation.

The AQ SPD predicates on it having been recommended as a core measure within the AQAP which seeks to improve air quality within the AQMA i.e. predominantly the city centre. It is reasonable to assume that development and subsequent occupation inside and in the area around the AQMA, will have a material impact on air quality within it. A decision was made to draw a boundary line using Winchester’s Urban Development Area plus a 1km buffer and it is considered that this remains a reasonable and therefore tenable position.

It is recognised that Winchester City Council has set out ambitious targets toward carbon neutrality for itself and for the wider district and that some of the measures set down within the proposed AQ SPD will support these aims, although they are being introduced to address air quality issues in the town where the AQMA is designated. The AQ SPD area must therefore align with the AQMA, and does not include the wider district, where all available information indicates that air quality meets the national standards. Any such proposals to control carbon emissions more generally from new development will need to form part of the next Local Plan and other policies and strategies adopted by the council to reduce carbon emissions.

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The option of working with other Local Authorities to adopt a sub-regional AQ SPD was explored but was not pursued after jurisdictional differences stalled the process of delivery.
- 12.2 The only other option is not to adopt an AQ SPD, but this action was proposed in the AQAP, and failing to deliver it would not support the council’s commitment to improving air quality for the residents of Winchester.

GLOSSARY OF ACRONYMS

The following provides a short glossary of acronyms used in this report:

| | |
|--------|--|
| AQ SPD | Air Quality Supplementary Planning Document. The planning document being proposed for public consultation. |
| AQMA | Air Quality Management Area. The area identified as not meeting statutory air quality standards. |
| AQAP | Air Quality Action Plan. WCC's adopted plan which seeks to implement measures intended to improve ambient air quality within the AQMA. |
| AQS | Air Quality Statement. The statement provided by the developer simply setting out what they will deliver as part of their development in accordance with the prescribed list of actions set out in the AQ SPD. |
| AQA | Air Quality Assessment. A detailed assessment submitted by the developer identifying air quality impacts arising from development or as may be the case to their development and setting out their proposed detailed measures in mitigation. |

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

[CAB3279](#) – Air Quality Supplementary Planning Document

CAB2906 - The Adoption of the Winchester Air Quality Action Plan

Other Background Documents:- None

APPENDICES

Appendix A Revised proposed Air Quality Supplementary Planning Document

Appendix B Public Consultation Summary Report

Appendix C Public Consultation Comments (unabridged but anonymised)

Appendix D Public Consultation Comments with Officer Comments

Winchester City Council

Air Quality Supplementary Planning Document

September 2021

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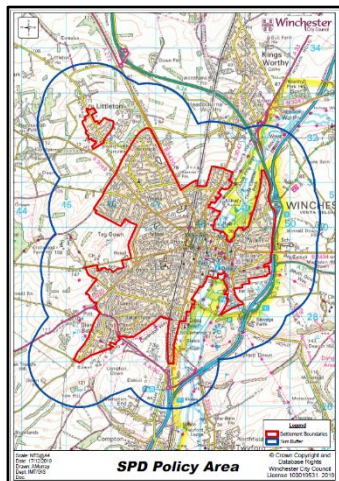
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1. Executive Summary

This Supplementary Planning Document (SPD) sets out the Council's requirements for reducing air pollution emissions from **new development on all land that is either in or within 1km of the Winchester settlement area as shown on the map below** and in larger detail in **Appendix H**.



This SPD supplements the policies in the Local Plan which are currently used to determine planning applications and in particular policies WIN2 and DM19 which deal with air quality. Once adopted this SPD will be a significant material planning consideration when determining planning applications within the SPD area and will form part of the Local Development Framework.

Planning applications within this area will be required to consider their impact and operation within the context of both the Air Quality Management Area (AQMA) and more widely across the area covered by this SPD.

This SPD will highlight and supplement the existing local plan policies aiming to improve air quality in the SPD area and also help to achieve the aims of the Council's Air Quality Action Plan (AQAP) for the Air Quality Management Area in Winchester City Centre by achieving compliance with the nitrogen dioxide (NO₂) annual mean Air Quality Strategy objectives of;

- Improve local air quality and reduce public health impacts;
- Attract investment in clean technology, sustainable travel and renewable energy; and
- Provide clarity and consistency for planners, developers and local communities.

This SPD will support the Council's requirement to assess, report on and improve local air quality under Local Air Quality Management (LAQM) with the aim of improving air quality to a point where the AQMA designation is no longer required.

This SPD will provide clarity about when Air Quality Statements (AQS) or Air Quality Assessments (AQA) will be needed, how potentially harmful impacts of development can be mitigated and guidance on the use of planning conditions and Section 106 obligations to improve air quality.

2. Background

There is one designated Air Quality Management Area (AQMA) within the district which is within Winchester City Centre. The AQMA was declared in 2003 for exceeding the annual mean nitrogen dioxide (NO₂) and 24-hour mean PM₁₀ concentrations, though the declaration for 24-hour mean PM₁₀ was later revoked in 2013. The AQMA is required to have an Air Quality Action Plan (AQAP), which sets out actions that will be taken to

reduce emissions. An updated AQAP was approved in 2017 to specifically address NO₂ concentrations. One of the core actions of this plan was to:

“Develop an air quality supplementary planning document (SPD) as part of the formal planning process that is integrated into the planning process”

This SPD is produced as a result of this core action requirement.

Planning has the ability to play an important role in improving local air quality and can provide opportunities to reduce overall emissions in the SPD area over time via use of cleaner technologies, the promotion of alternative means of transport and improved sustainability. Air quality is currently part of international, national and local policies and legislation to help reduce air pollution impacts on public health. The Council has declared a Climate Emergency in accordance with the Climate Change Act 2008 and is therefore seeking to improve air quality and reduce greenhouse gas emissions. This SPD will also help to achieve this aim.

During 2020, in response to the global Covid-19 pandemic, central government introduced a 4 month national lock down initially in March to June, and subsequently with several iterations of regional control based on a tier system, with a second less stringent one month national lock down in November of 2020. During the Spring lock down period, there was a significant drop in traffic to and through Winchester and this saw a marked drop in levels of NO₂ within the AQMA. However, since the lifting of this national lockdown there has been a steady increase in traffic with a corresponding rise in the levels of NO₂, with air quality approaching pre Covid levels just prior to the November lock down period. Although citizens have been encouraged to work from home throughout the pandemic, this upward trend in traffic movement indicates that NO₂ levels are likely to quickly return to or near to pre Covid levels once the pandemic is under control.

3 Policy Context

This chapter sets out the international, national and local policies whose objectives this SPD will help to achieve.

Table 1: Summary of Key Policies and Documentation (Appendix K)

| Level | Name |
|---------------|---|
| International | 2008 Ambient Air Quality and Cleaner Air for Europe Directive |
| | UK Air Quality Strategy |
| National | UK Clean Air Strategy |
| | National Planning Policy Framework |
| | National Planning Practice Guidance |
| Local | Adopted Winchester District (WCC) Local Plan (Parts 1 & 2) |
| | WCC Air Quality Action Plan (2017) |

3.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) 2019 sets out the overarching national planning policy objectives relating to air quality and development. Development should wherever possible improve local environmental conditions such as air quality (para 170 e). Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan (para 181).

3.2 Local Plan Policies.

The Winchester District Local Plan comprises Part 1 – Joint Core Strategy (LPP1) and Part 2 - Development Management and Site Allocations (LPP2). It also includes the Denmead Neighbourhood Plan, Gypsy and Traveller Development Plan Document and the Minerals and Waste Plan, although these documents are not relevant to this SPD. There are also other supplementary planning documents with more detailed policies, to which this SPD adds; including High Quality Places and the Car Parking Standards both of which are adopted SPDs. The air quality policies in the Local Plan commit to minimising the impact of development on local air quality and reducing carbon emissions.

Within LPP1 the key policy governing air quality is policy DS 1 – Development Strategy and Principles, which states that:

“In delivering the District’s housing, employment and community requirements development proposals will be expected to demonstrate conformity with the following (amongst other) principles:-

- *Addressing the impact on climate change, renewable energy, air quality, green infrastructure, recycling/waste, flooding issues and the water environment.”*

Other policies within LPP1 which also refer to air quality are WT1 (Development Strategy for Winchester Town) and CP13 (High Quality Design)

Within LPP2 the key policy in respect of air quality is policy DM19 – Development and Pollution, which states that:

“Development which generates pollution or is sensitive to it, and accords with the Development Plan will only be permitted where it achieves an acceptable standard of environmental quality. As a minimum, development should not result in unacceptable impacts on health or quality of life. Proposals should comply with all national statutory standards relating to environmental quality and include a statement setting out how such requirements have been met, where relevant, in designing the proposal.

The potential for unacceptable pollution resulting in adverse health or quality of life impacts should be addressed by applications. Where there is potential for adverse impacts to occur on the following matters (amongst others) a detailed assessment should be conducted:

(iii) ambient air quality

(vi) construction phase pollution impacts for large or prolonged developments

The report should identify and detail any mitigation measures that are necessary to make the development acceptable in respect of the adverse impacts on health and quality of life. The Local Planning Authority may require specific mitigation measures to be undertaken in order to make developments acceptable in terms of matters relating to pollution.

Other policies in LPP2 which are relevant to air quality include WIN1 (Winchester Town), WIN2 (Town Centre) and DM17 (Site Development Principles).

4 The Need for Air Quality Assessments

4.1 Local Air Quality

The Council has a statutory obligation to assess and report on local air quality annually, from which conclusions are drawn about the general air quality in the area.

Winchester City Centre has elevated levels of NO₂ due mainly to road transport emissions and as a result of this WCC has designated an Air Quality Management Area (AQMA) where concentrations of NO₂ breach Government Air Quality Statement (AQS) objectives as shown in Figure A. 1 (Appendix A).

Whilst the Council’s monitoring network demonstrates a steady improvement in air quality in recent years, in order to bring the AQMA into compliance by reducing annual mean concentrations of NO₂ below the objective of 40µg/m³, and to ensure new areas of exceedance are not introduced by new developments, further action is required.

Work conducted in the preparation of the latest AQAP in 2017 showed that road transport emissions accounted for between 40%-50% of annual mean NO₂ concentrations within Winchester City Centre.

Accordingly, the AQAP puts in place a number of measures to work towards compliance with the annual mean NO₂ objective, many of which are related to road traffic.

5 The Assessment Methodology.

This chapter sets out the methodology which should be used to assess the level of air quality information that will be needed to support any planning application within the SPD area. Table 2 below sets out the thresholds that should be used to determine whether an Air Quality Assessment (AQA) will be needed in addition to an Air Quality Statement (AQS). Note, an AQS will be required for all planning applications within the SPD area, unless agreed otherwise in writing with the Local Planning Authority.

Principle 1 – Level of Assessment.

Planning applications within the SPD area (see map in appendix H) should be screened using the thresholds in Table 2 below and should be subject to the relevant level of assessment required for the application. (Supplements Local plan policies DS1, WT1, CP13, DM17, DM19).

The thresholds are principally based on the Town and Country Planning Regulations definition of ‘major’ development, with additional considerations specific to air quality (derived from Environmental Protection UK (EPUK) & IAQM guidance, Ref. 11 Appendix K).

Table 2: Impact Screening Thresholds for proposed developments in the SPD area.

| Application Type | Threshold | Air Quality Statement (AQS) | Air Quality Assessment (AQA) |
|--|---|-----------------------------|------------------------------|
| Residential | Fewer than 10 dwellings | Yes | No |
| | 10 dwellings and over | Yes | Yes |
| | Site less than 0.5 hectares | Yes | No |
| | Site over 0.5 hectares | Yes | Yes |
| Partly or wholly Non Residential Buildings | Up to 1,000m ² floor space or creating less than 10 or more new parking spaces | Yes | No |
| | Over 1,000m ² floor space or creating more than 10 or more new parking spaces | Yes | Yes |
| Other | One or more combustion/heating plant(s) with a total combined net thermal output greater than 1MW | Yes | Yes |

Screening for relevant exposure receptor sites within the AQMA.

Where a proposed development is located on one of the roads as set out in Policy 2 below and a relevant exposure is introduced as part of the proposed development, the applicant will need to assess the proposed site for its suitability for the intended use in respect of air quality. Relevant exposure receptor sites may include residential, educational and health care facilities for long term exposure, but could also include commercial facilities where members of the public may be expected to spend an hour or more outside (for example a bar/café with outdoor seating) for short term exposure.

Principle 2 – Receptor Sites.

If new exposure is introduced to an area of existing poor air quality, then a quantitative demonstration of the site's acceptability in relation to those receptors will be required. Site suitability should be carried out using dispersion modelling, using the methodology proposed in Appendix B.

For all residential developments within the AQMA regardless of size (including changes of use and conversions) which propose ground floor habitable rooms within 5 meters of the following roads, in addition to providing an AQS, a full AQA will be required.

- **Jewry Street**
- **Romsey Road**
- **St Georges Street**

(Supplements Local Plan policies DS1, WT1, DM19)

If the LPA is not satisfied that the site is suitable for the proposed use on air quality grounds it will consider refusing permission or granting approval only if subject to conditions or legal agreements to ensure that sufficient levels of mitigation are secured.

5.1 Air Quality Statements.

An Air Quality Statement (AQS) will be required for all planning applications within the SPD area, unless otherwise agreed with the Local Planning Authority.

The AQS takes the form of a checklist which must be completed to accompany the planning application. Each measure contained in the checklist serves to mitigate or reduce the potentially negative impact of the development on air quality and demonstrates the applicant's commitment to avoiding a cumulative impact from development on air quality in the area covered by this SPD.

Principle 3 – Air Quality Statements.

An Air Quality Statement is required to accompany a planning application in accordance with Principle 1, which shall address the matters set out in the checklist in Table 3 below. Where the applicant does not consider it necessary to meet these requirements, because the development proposed will not materially affect air quality, they can submit their reasoning in writing to the Local Planning Authority. This information will be taken into consideration by the Council prior to the planning application being decided. (Supplements Local Plan policies DS1, WT1, CP13, DM17, DM19)."

Table 3: Air Quality Statement Checklist

| Item | |
|--------------------------|---|
| <input type="checkbox"/> | No solid fuel (wood or coal) domestic heating appliances or open fireplaces to be provided at any premises. |
| <input type="checkbox"/> | Appropriate secure, weatherproof cycle storage shall be provided in accordance with Policy 8 of the Parking Standards SPD which are detailed in Appendix I. |
| <input type="checkbox"/> | Where provided, gas boilers shall meet a minimum standard of <40mgNO _x /kWh. Preference should be given to domestic heating systems that utilises low carbon heating solutions that are not biomass based. |
| <input type="checkbox"/> | All residential development with private off-road parking shall be provided with at least one external electric charge point at suitable location that allows for safe access for the recharging of an electric vehicle. Where only shared communal parking is proposed then this shall be provided at an equivalent of one charge point per dwelling, at suitable locations that allow for sufficient and safe access for the recharging of electric vehicles. This requirement will not apply to any development that does not include any car parking provision. |
| <input type="checkbox"/> | Comprehensive literature on public transport options (locations/timetables etc.) shall be provided to the purchasers of all new dwellings. |

5.2 Air Quality Assessment.

Air Quality Assessments (AQA) will be required for all major developments within the SPD area which could increase road traffic or include commercial combustion processes. An AQA will also be required for all residential developments with habitable rooms within 5m of Jewry Street, Romsey Road and St Georges Street.

An AQA is a technical document and it is anticipated that in most instances a specialist Air Quality Consultant will be employed to produce the assessment report.

When an AQA is required it should follow the guidance provided by the Institute of Air Quality Management in their document "Land Use Planning and Development Control: Planning for Air Quality (<https://iaqm.co.uk/text/guidance/air-quality-planning-guidance.pdf>).

Principle 4 – Air Quality Assessments.

Where an Air Quality Assessment is required to accompany a planning application in accordance with Principle 1 it should include as a minimum a quantitative assessment of the impact of the scheme on local air quality during both the development and operation phases. This should include detailed dispersion modelling of significant emissions sources (usually road transport and/or combustion processes) associated with the proposed development at existing receptors. The precise methodology employed should be agreed with the Council during consultation prior to application. An outline methodology is given in Appendix B.

The applicant should use the decision matrices given in Appendix B to determine the wider scope of the assessment whether the application also requires a construction dust risk assessment and/or consideration of site suitability. (Supplements Local Plan policies DS1, WT1, CP13, DM17, DM19)

Where an Air Quality Assessment is required, a Delivery Service Plan (DSP) or Construction Traffic Management Plan (CTMP) must be prepared and implemented for the construction phase. This will reduce construction phase emissions by reducing individual trips to and from site, the emissions associated with those vehicles servicing the site and exploring opportunities to reduce unnecessary idling and manoeuvring. The applicant must demonstrate to the satisfaction of the LPA that the impact of the proposed development on air quality will not be significant. If this is not achieved, the applicant will need to provide adequate and suitable mitigation.

6 Mitigation

If the proposed development is likely to have a 'significant adverse effect' on air quality then it will only be permitted if adequate and suitable mitigation can be provided. In this situation, the applicant should quantify the impact of the development in terms of damage costs by estimating the emissions of NO_x and Particulate Matter. The method for assessing mitigation is set out in chapter 8 of the Institute of Air Quality Management in their document "Land Use Planning and Development Control: Planning for Air Quality. (<https://iaqm.co.uk/text/guidance/air-quality-planning-guidance.pdf>).

Principle 5 – Mitigation

Development will only be permitted where adequate mitigation is secured to implement the requirements of the Air Quality Statement or Air Quality Assessment. Appendices E and F set out a mitigation and cost benefit appraisal and further information about electric vehicles charging points, which can be used in determining what mitigation should be proposed. The mitigation measures identified through an Air Quality Assessment (AQA) will need to be agreed by the Council and may be subject of conditions or a S106 legal agreement to ensure that they are provided and retained. All developments that requires an AQA within the SPD area, will be expected to use Non- Road Mobile Machinery (NRMM) that complies with Stage V emissions limits (Appendix K Ref.15) as stated in Appendix C unless there are exceptional mitigating reasons why this is not possible. (Supplements Local Plan policies DS1, WT1, DM19).

There may be instances where planning permission can only be granted subject to securing mitigation. This can be achieved using planning conditions, which are a mechanism for ensuring the appropriate quality of the development and ameliorate any adverse impacts, or by way of a S106 legal agreement. Either mechanism will ensure that the mitigation measures proposed in a planning application are implemented and thereafter retained. Advice on the use of conditions or the need for a S106 agreement will be given during the planning application process or can be discussed at pre application stage.

If the Council is not satisfied that suitable mitigation can be provided to prevent adverse air quality impacts arising from the proposed development, then it can refuse consent on air quality grounds.

Appendix A Background to Local Air Quality

In 2003, the Winchester City Centre AQMA was designated for exceedances of the annual mean NO₂ objective and 24-hr PM₁₀ objective. The 24-hour PM₁₀ AQMA was later revoked in 2013 after a number of years of measured concentrations remaining below objective levels. Details of the current AQMA are available online at https://uk-air.defra.gov.uk/aqma/local-authorities?la_id=314 and in Figure A. 1, which additionally include the locations of the Council's automatic monitoring sites. Recently, between the years 2012-2017, a decreasing trend in NO₂ concentrations has been observed at all monitoring locations. There are some year-to-year variations in concentrations, which are likely due to meteorological influences. Further information can be found within the Council's latest Annual Status Report, submitted annually to Defra, and available via the link in Box A.2.

Figure A. 1: WCC AQMA and Monitoring Sites



In May 2017, WCC issued a new AQAP, with the aim of tackling the remaining hotspots in the city centre. In this plan, the Council has prioritised a number of high impact core actions to reduce traffic flow, congestion and emissions within the city centre. These particular measures are under the influence or lie within the direct control of the Council. The County Council as the Highways Authority has also made commitments within the scope of the Local Transport Plan and more specifically within the developing Winchester Movement Strategy, to support the City Council with respect to the preparation of air quality action plans. The Council will also lobby other agencies to assist in the delivery of additional measures and will review progress made on the plan each year. The core actions in the AQAP are given in Box A.1.

Box A.1: AQAP Core Actions

1. Review current car parking charges and increase the cost to park in central car parks;
2. Review and consider introducing restrictions of delivery vehicles by time of day;
3. Introduce a Park and Ride site in the North of Winchester;
4. Introduce new parking charges to limit diesel and high polluting petrol cars parking in central car parks;
5. Reduce emissions from lorries and buses in the city centre by 2020;
6. Reduce emissions from all Council owned, leased or contracted vehicles by 2020;
7. Put in place requirements to integrate air quality fully into the planning process;
8. Continue to work with and lobby Hampshire County Council to identify and deliver additional projects;
9. Monitor the performance of the plan and reassess the need to introduce additional measures to achieve the objective.

For further information regarding air quality in the UK in general and specifically in Winchester, please consult the information sources below in Box A.2.

Box A.2: Air Quality Information Sources

For further information and to find sources of air quality data, visit the following addresses:

Government air quality information - <https://uk-air.defra.gov.uk/>

Local Air Quality Management - <https://laqm.defra.gov.uk/>

Air Quality in Winchester - <https://www.winchester.gov.uk/environment/air-quality>. You can also raise specific air quality enquires using the email EH@winchester.gov.uk

Winchester Planning Policy - <https://www.winchester.gov.uk/planning-policy>

Appendix B Decision Trees

Figure A. 2: Construction Dust Decision Tree

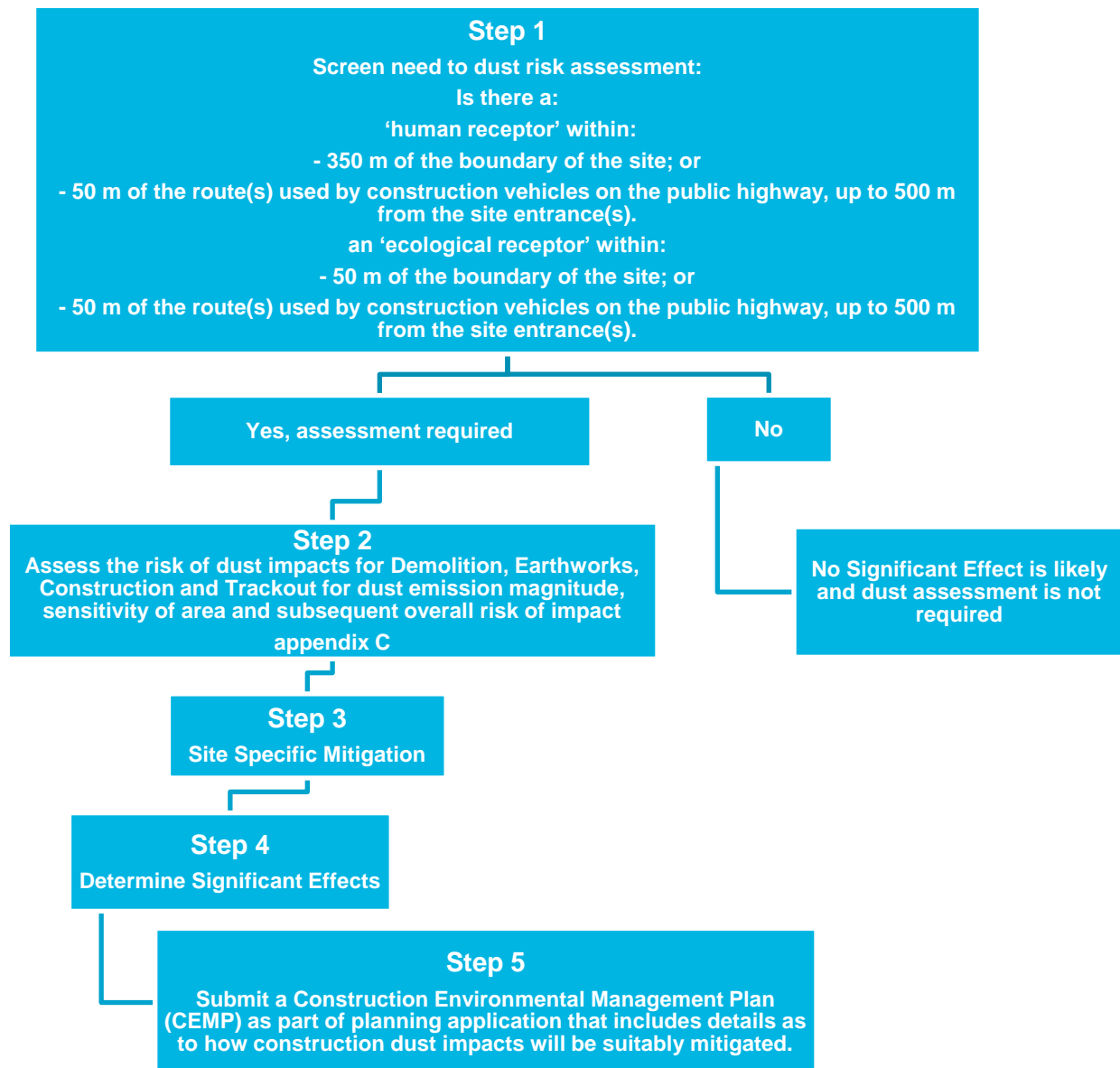


Figure A. 3: Operational Impact Decision Tree

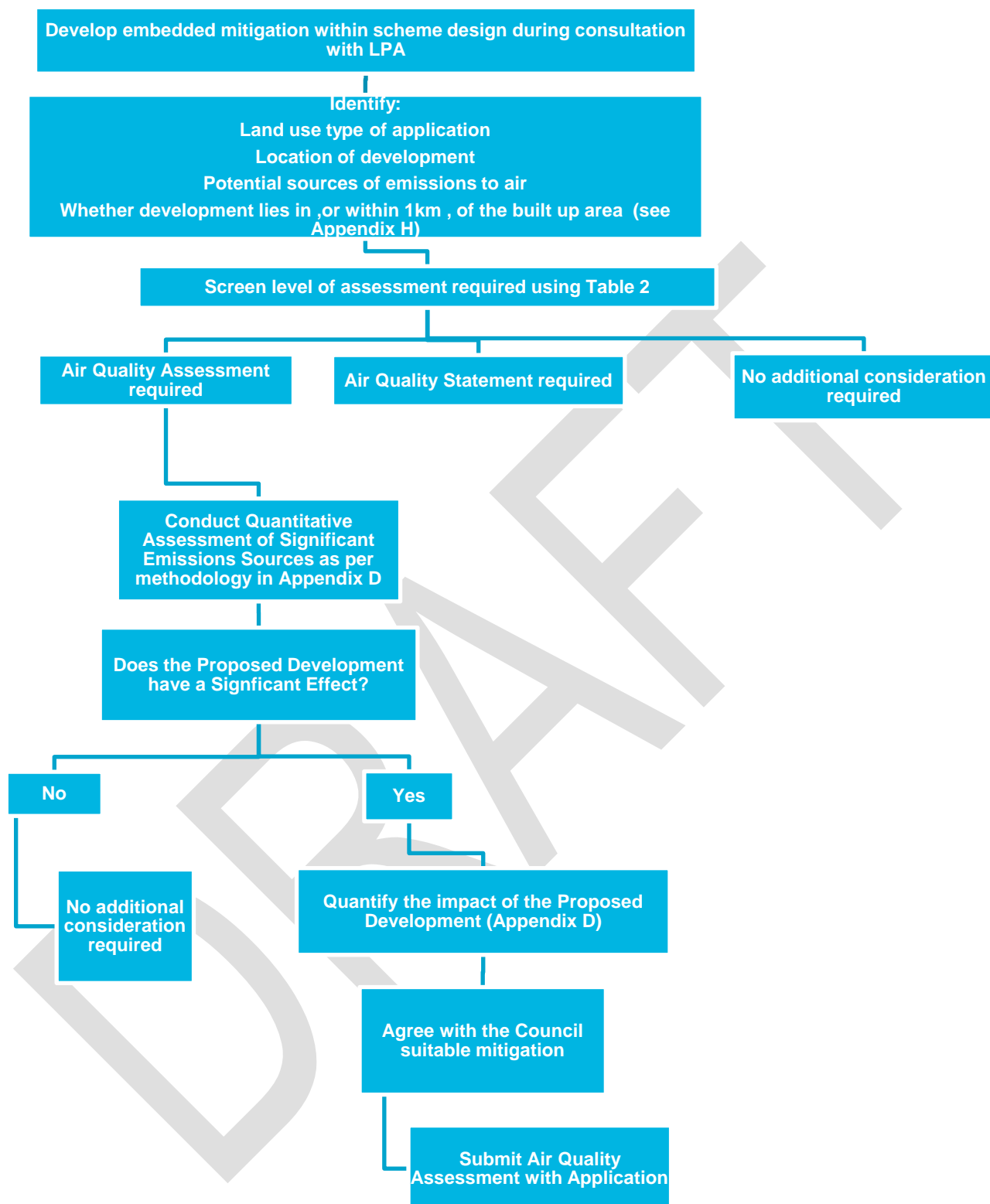
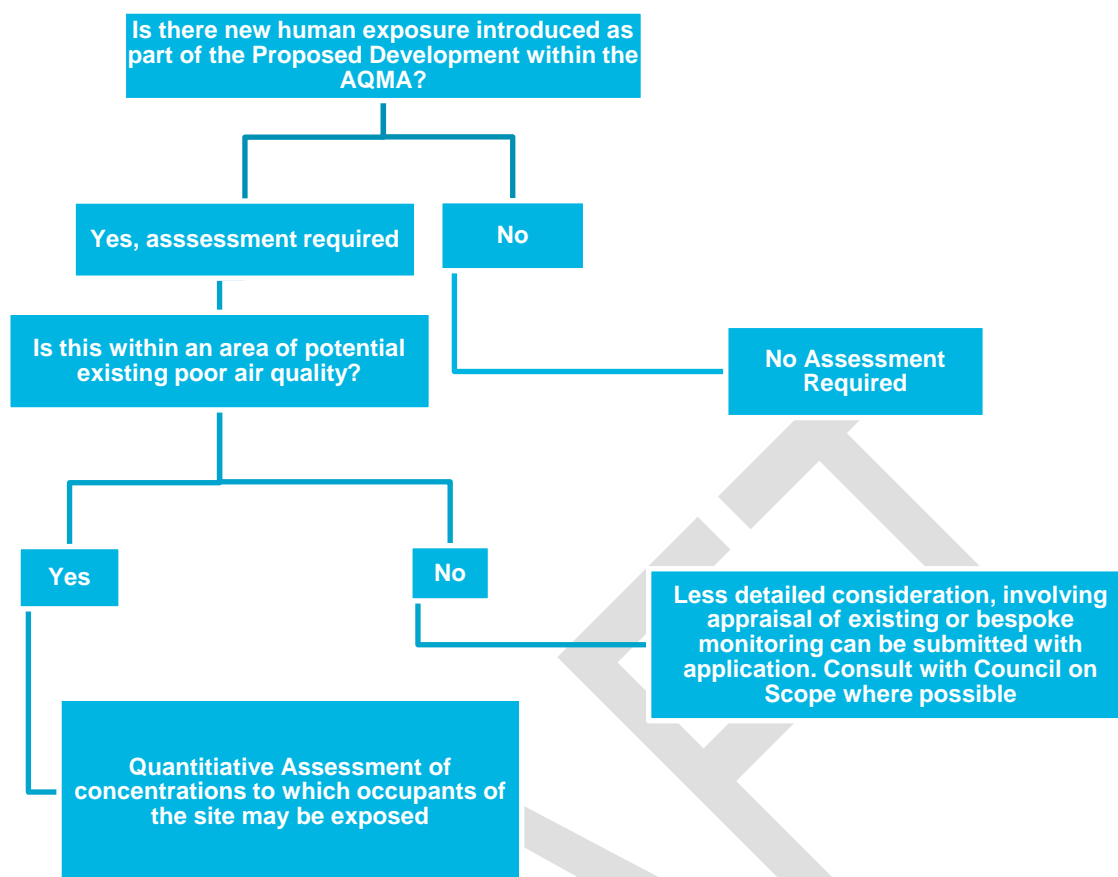


Figure A. 4: Site Suitability (within AQMA)



Appendix C – Construction Phase Assessment

Where identified as being required, a qualitative construction dust risk assessment should be undertaken in accordance with the IAQM guidance on the Assessment of Dust from Demolition and Construction for the application site. Site-specific mitigation for each of the four potential construction activities should be determined based on the risk of dust impacts identified. These measures are either 'highly recommended', 'desirable' or 'not required'. For general mitigation measures, the highest risk category should be applied. It is expected that the recommended mitigation measures will be documented within a Construction Environmental Management Plan (CEMP) (or equivalent) and agreed with the Council prior to the commencement of construction works.

If the increase in Heavy Duty Vehicles (HDV) traffic flows during the construction phase is greater than the thresholds identified in the EPUK & IAQM guidance, (Appendix K Ref. 11), then detailed dispersion modelling should be carried out to assess the impact, using a similar methodology to that specified below for the operational phase.

During construction, Non-Road Mobile Machinery (NRMM) will be utilised, which could also have an impact on local air quality. Where appropriate and within the control of the developer WCC will expect a written commitment that all NRMM used will meet the Stage V emission limits. If the information is available, the emissions should be quantified for their impact on existing receptors. An inventory of NRMM anticipated to be used should also be provided within the area covered by this SPD.

Appendix D – Operational Phase Assessment

Dispersion modelling should be undertaken to enable quantification of the impact of the Proposed Development, using a model that has been subject to extensive validation studies. Baseline pollutant concentrations should be established, along with expected concentrations in the opening year of the development without the development in place, and a quantification of the impact of the proposed development. Where a development has a phased implementation, interim assessment years are expected. The latest guidance issued by EPUK & IAQM should be used to assess the significance of effect. It is anticipated that the majority of assessments should include NO₂, PM₁₀ and PM_{2.5}, though additional pollutants may be required where ecological receptors are identified. Modelling should be conducted at existing relevant receptors (such as residential premises, schools, hospitals, care homes) and any proposed new receptors on the development.

The most likely impact of a majority of developments will be in the generation of additional road traffic. Emissions from road traffic should be quantified using the latest version of Defra's Emissions Factors Toolkit (EFT, Ref. 22 Appendix K). Emissions should be calculated for each of the years assessed. For developments not anticipated to be operational / occupied for many years (i.e. greater than 5 years from the base year assessment), it may be appropriate to address the inherent uncertainty associated with predicting future NO₂ concentrations using a sensitivity analysis.

The road traffic model should be verified against local monitoring data within the modelled road network, using the methodology outlined in Local Air Quality Management (LAQM) TG(16). For this, the most recent full year of monitoring data should be utilised, which is available online (Appendix A) or on request from WCC. If the Council's monitoring data does not provide suitable geographic coverage to enable model verification, the applicant will be requested to conduct a minimum of 3 months of monitoring.

If the development proposals introduce combustion emissions, these need also be quantitatively assessed using a suitable dispersion model, both for their impact on existing receptors and the concentrations to which the occupants of the development would be exposed. Building entrainment effects and terrain should be considered where appropriate. The applicant should know: the number of units; fuel of each unit; stack height, location and diameter; volumetric flux; efflux temperature and pollutant emission rates in order to assess these emissions accurately. In determining the conversion rate of NO to NO₂ from emissions of NO_x, 35% and 70% of the modelled NO_x process contributions can be used for short-term and long-term average concentrations respectively (Ref. 23 Appendix K). This approach is considered acceptable for combustion process contributions, unless more detailed data are available.

Dispersion models require meteorological data to be input in order to run. For road traffic modelling, data should correspond to the monitoring year used for model verification. Where combustion process emissions are modelled, a minimum of three years data should be modelled and the worst-case emissions taken, to account for annual fluctuations in meteorological conditions. Data should be taken from Southampton Airport, unless the use of other datasets has been agreed or collected as part of the scheme.

Appendix E - Additional Mitigation Assessment and Cost Benefit Appraisal

Table A. 1: Mitigation Assessment and Cost Benefit Appraisal

| Mitigation Measures | Cost | Air Quality Benefit |
|--|--------|---------------------|
| Construction Environmental Management Plan (CEMP) or similar prepared | Low | Medium |
| Mitigation Commensurate with the Dust risk assessment undertaken to IAQM specification | Low | Medium |
| Delivery Service Plan (DSP) or Construction Traffic Management Plan (CTMP) prepared / to be prepared for construction phase | Low | Low |
| NRMM to be utilised in construction adheres to Stage V emissions standards in Regulation (EU) 2016/1628 | Medium | High |
| The residential facades that are closest to the road are as far from the kerb as possible (and from other sources such as stack release points) | Low | High |
| Lowest level / floor of residential accommodation above ground floor | Low | High |
| Openable windows located away from vents / emissions release points | Medium | Medium |
| Barrier / bund / acoustic fence / green wall installed between road and buildings | Medium | Low |
| Sustainable building guidance / accreditation achieved (e.g. BREEAM for non-domestic and Home Quality Mark (HQM) for domestic) | Medium | Medium |
| Minimum F7 grade filtration within mechanical ventilation with heat recovery system (MVHR) | Medium | Medium |
| NO _x filtration within MVHR | High | High |
| Renewable energy generation installed (excluding biomass in urban areas) | High | High |
| Temporary generator use minimised / managed / removed | Low | Medium |
| Connection to a District Heating Network (where possible) in line with Local Plan Policy CP11 | Medium | Low |
| All gas-fired boilers meet a minimum standard of <40mgNO _x /kWh | Low | Low |
| All gas-fired CHP plant to meet a minimum emissions standard of: Spark ignition engine: 250mgNO _x /Nm ³ ; Compression ignition engine: 400mgNO _x /Nm ³ ; Gas turbine: 50mgNO _x /Nm ³ | Low | Low |
| Provision of, or access to, an Electric Vehicle (EV) charge point for every residential dwelling and/or per every 1000m ² of commercial floor space | Low | High |
| Travel Plan created | Low | Medium |
| Information and Awareness Campaigns | Low | Low |
| Encourage / Facilitate homeworking | Low | Low |
| Cycling infrastructure provided | Low | Medium |
| Public transport provision provided / supplemented (e.g. bespoke bus service provided) | High | Medium |
| Parking spaces minimised as far as practicable in line with Parking Standards SPD | Low | Medium |

| Mitigation Measures | Cost | Air Quality Benefit |
|---|------|---------------------|
| A delivery strategy / hub developed in order to minimise impact of LGV and HGV visits to Site (e.g. out of hours delivery, zero emissions last mile delivery) | High | Medium |
| Participation in voluntary fleet recognition / emissions reductions schemes e.g. ECO Stars, Logistics Emissions Reduction Scheme (LERS) | Low | Low |
| Development plans are demonstrably beneficial to air quality as compared to previous use | N/a | High |
| Development procurement follows sustainable procurement guidance | Low | Low |

Appendix F - Electric Vehicle Infrastructure Specification

This appendix provides further detail on the expectations in terms of specification and management of electric vehicle charging infrastructure associated with new development.

Four levels of capability are identified: standard, fast, rapid and super / ultra-rapid. Standard charge points can provide a typical full charge in approximately 7-8 hours, fast in approximately 4 hours, rapid in around 30-40 minutes and super / ultra-rapid in less than 30 minutes.

Table A. 2: Typical Technical Standards

| Speed | Voltage (V) | Current (Amps) | Nominal charge power (kW) | Typical Application | Charging Speed |
|---------------------|-----------------------|-------------------------------------|---------------------------|---|----------------|
| Standard | 230 AC | 13-16, single phase | 3 | Residents' parking Employees' parking | 7-8 hours |
| Fast | 230 AC | 32, single phase | 7 | Retail / leisure parking Residential & employment visitor parking | 4 hours |
| Rapid | 430 AC and 500-600 DC | 32-63A three phase and up to 125 DC | 20-50 | Specialist applications | 30-40 minutes |
| Super/Ultra - Rapid | DC | Three phase | 120-140 | Tesla chargers | <30 minutes |

The rating recommended for 'standard' EV charging infrastructure is 16 Amps. Three-pin 13 Amp domestic sockets are not endorsed for EV charging because they are not designed for continuous full power operation. EV manufacturers generally limit charging from a 13 Amp supply to 10-11 Amps in order to protect standard circuits. The additional power capability of a 16 Amp supply will ensure a full charge can be delivered in the approximate 6-hour overnight period of low background electricity demand. In line with guidance from the Office for Low Emissions Vehicles (Appendix K Ref. 26) and the European Automobile Manufacturers' Association, the default socket type to install at 'active' charge points should be the Type 2 the IEC62196-2. In order to reduce clutter in parking areas the installation of charge points with two outputs could be considered, i.e. one charge post with an outlet on either side to serve two active parking spaces. Installation of smart meter enabled EV charge points is encouraged to facilitate off-peak charging and use of off-peak electricity tariffs.

Active provision requires fully wired and connected 'ready to use' charge points at parking spaces. Passive provision requires the necessary underlying infrastructure (e.g. capacity in the connection to the local electricity distribution network and electricity distribution board, as well as cabling to parking spaces) to enable simple installation and activation of a charge point at a future date. Passive charging infrastructure future-proofs new developments for the projected increase in take-up of EVs over the longer term. It is significantly cheaper and less disruptive to install the underlying infrastructure for EV charge points during construction than to retrofit later. Passive charging infrastructure enables future users of that development to not only choose whether or not to own an EV, but also provides future choice as to which charging point best suits their requirements. One way of achieving passive provision would involve routing an empty cable conduit under one end of parking bays in a row, and ensuring this conduit also connects to the electrical mains, such that at a later date, a power supply cable could be fitted inside the conduit and aboveground charge points then installed with a minimum of excavation of parking bays. In residential developments, developers should ensure that power supplies are available inside a building wall near to any parking bay so that the relevant charging equipment can be fitted without requiring large amounts of additional wiring.

In support of the WCC Electric Vehicle Charging Strategy and reflective of guidance within the current London Plan (Appendix K Ref. 27), for all new developments, access to Electric Vehicle (EV) charging points will be required with at least the following provision in Table A. 14.

Table A. 1: Minimum EV Provision Required

| Parking Spaces Intended | Residents | Employees | Visitors / shoppers / clients |
|--|-----------|-----------|-------------------------------|
| Active (percentage of total parking spaces) | 20% | 20% | 10% |
| Passive (percentage of total parking spaces) | 20% | 10% | 10% |
| Total (active + passive as percentage of total parking spaces) | 40% | 30% | 20% |

Whilst the above provision is recommended, charging point specifications and requirements may be different per application site, and technology associated with these vehicles is constantly evolving. As such, consultation should be sought with the LPA prior to installation. Once agreement has been reached with the LPA, the electrical specifications should comply with the Institution of Engineering and Technology (IET) code of practice on Electric Vehicle Charging Installation 3 (Appendix K Ref. 28).

Funding

A range of financial incentives to electrify vehicles are available, including:

- The Government offers grants for new plug-in vehicles, currently up to £3,500 for cars, £1,500 for motorcycles, £8,000 for vans, £7,500 for taxis and low-emission vehicles can receive up to £3,500;
- Zero emission capable vehicles pay either no Vehicle Excise Duty (VED) or a reduced rate depending on their CO₂ emissions, vehicle list price and year of registration;
- There is a range of tax incentives for business users; and
- £400 million Charging Infrastructure Investment Fund (Appendix K Ref. 29) to help accelerate charging infrastructure deployment.

For publicly available charging points, it is recommended that the network be compatible with the Genie Point pay system used within Hampshire County Council EV Charging Framework (Appendix K Ref. 30).

Appendix G - Further Policies / Guidance

International

The Clean Air for Europe (CAFE) programme consolidated and replaced (with the exception of the 4th Daughter Directive) preceding directives with a single legal act, the Ambient Air Quality and Cleaner Air for Europe Directive 2008/50/EC (Ref. 6 Appendix K). These limit values are binding and are considered to apply everywhere (with the exception of the carriageway and central reservation of roads and any locations where the public do not have access), and are the principal driver behind many Council's being mandated to investigate the feasibility of a Clean Air Zone (CAZ) in the government's UK Plan for tackling roadside NO₂ (Appendix K Ref. 31).

National

The UK National AQS sets objective values for key pollutants as a tool to help local authorities manage local air quality in accordance with the EU Air Quality Directive. These are transcribed into UK law in the Air Quality Standards (as amended) (Appendix K Ref. 32). The AQS objectives are set for the purposes of Local Air Quality Management (LAQM) under the provisions of Part IV of the Environment Act 1995 (Appendix K Ref. 33), and apply only at locations where there is public exposure over the averaging timescales of the respective objectives. Where AQS objectives are not met, an AQMA must be declared.

A summary of the AQS objectives of principal relevance to planning within WCC are provided in Table A. 4.

Table A. 4: Air Quality Strategy Objectives

| Pollutant | Legislation | Averaging Period | Value | Maximum Permitted Exceedances |
|--|---------------|------------------|--|-------------------------------|
| Nitrogen Dioxide (NO ₂) | AQS objective | Annual Mean | 40µg/m ³ | None |
| | | Hourly Mean | 200µg/m ³ | 18 times per year |
| Particulate Matter (PM ₁₀) | AQS objective | Annual Mean | 40µg/m ³ | None |
| | | 24-hour Mean | 50µg/m ³ | 35 times per year |
| Fine Particulate Matter (PM _{2.5}) | AQS objective | Annual Mean | 25µg/m ³ | Not applicable |
| | | Annual Mean | Work towards reducing emissions / concentrations | Not applicable |

In 2019, the UK government released its much-anticipated Clean Air Strategy 2019, part of its 25 Year Environment Plan (Appendix K Ref. 34). The Strategy places greater emphasis on improving air quality in the UK than has been seen before and outlines how it aims to achieve this (including the development of new enabling legislation).

Air quality management focus in recent years has primarily related to one pollutant, NO₂, and its principal source in the UK, road traffic. However, the 2019 Strategy broadens the focus to other areas, including domestic emissions from wood burning stoves and from agriculture. This shift in emphasis is part of a goal to reduce the levels of fine particulate matter (PM_{2.5}) in the air to below the World Health Organisation guideline level; far lower than the current EU limit value.

The updated National Planning Policy Framework (NPPF) (Appendix K Ref. 8) was published in July 2018 (and revised in June 2019) and concisely sets out national policies and principles on land use planning.

Air quality is considered as an important element of the natural environment. On conserving and enhancing the natural environment, Paragraph 170 states that:

"Planning policies and decisions should contribute to and enhance the natural and local environment by: ... e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality ..."

Air quality in the UK has been managed through the Local Air Quality Management (LAQM) regime using national objectives. The effect of a proposed development on the achievement of such policies and plans are matters that may be a material consideration by planning authorities, when making decisions for individual planning applications. Paragraph 181 of the NPPF states that:

“Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.”

The Planning Practice Guidance (PPG) (Appendix K Ref. 9) is a web-based resource which is updated regularly having been originally launched in March 2014. The PPG states that the planning system should consider the potential effect of new developments on air quality where relevant limits have been exceeded or are near the limit. Concerns also arise where the development is likely to adversely affect the implementation of air quality strategies and action plans and/or, in particular, lead to a breach of EU legislation (including that applicable to wildlife). In addition, dust can also be a planning concern, for example, because of the effect on local amenity.

On how detailed an air quality assessment needs to be, the PPG states:

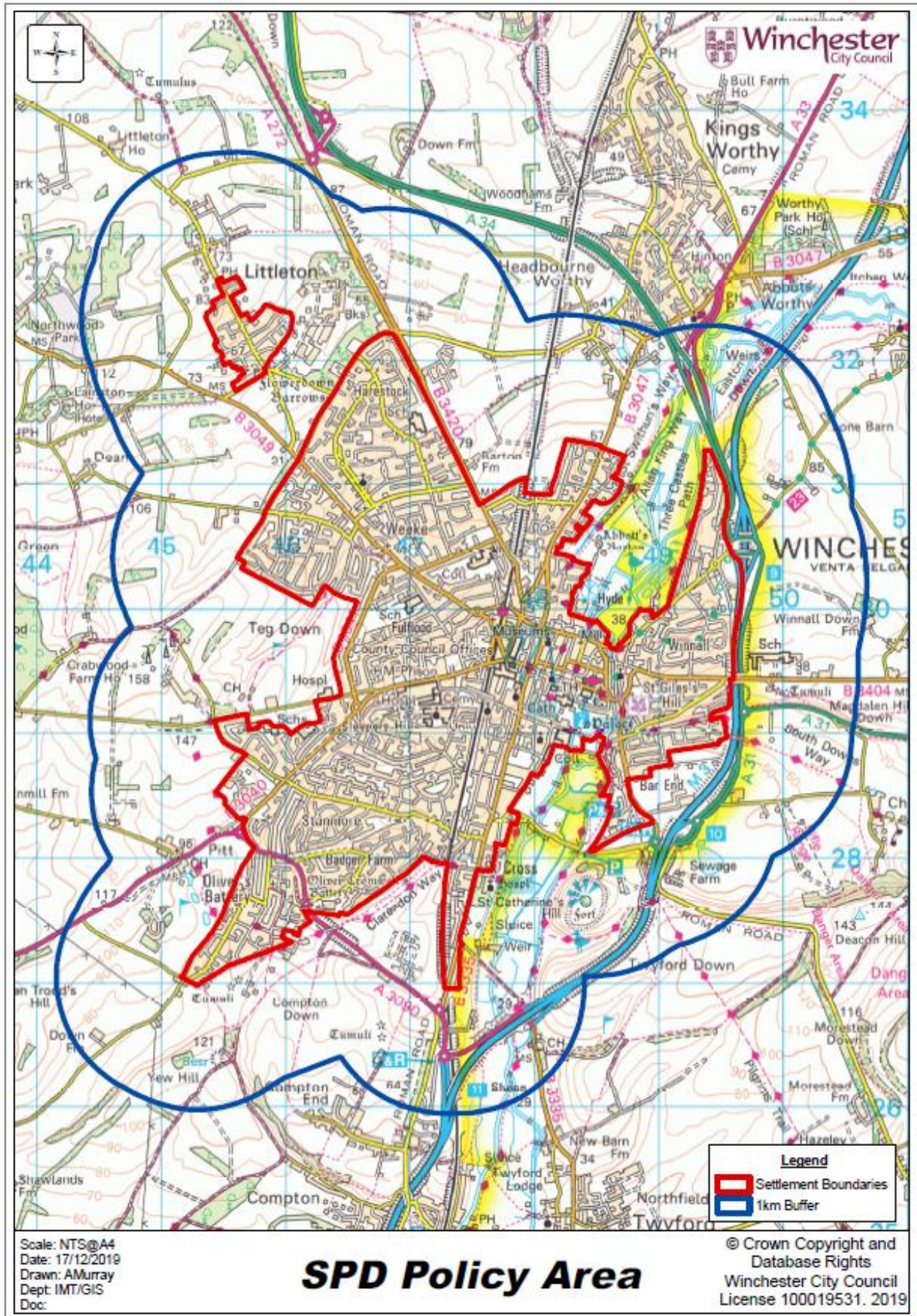
“Assessments need to be proportionate to the nature and scale of development proposed and the potential impacts (taking into account existing air quality conditions), and because of this are likely to be locationally specific. The scope and content of supporting information is best discussed and agreed between the local planning authority and applicant before it is commissioned...Mitigation options will need to be locationally specific, will depend on the proposed development and need to be proportionate to the likely impact. It is important that local planning authorities work with applicants to consider appropriate mitigation so as to ensure new development is appropriate for its location and unacceptable risks are prevented. Planning conditions and obligations can be used to secure mitigation where the relevant tests are met.” (para 007).

A number of policy and guidance documents pertinent to air quality further to those directly referenced within this document are available for consideration and are summarised below.

Table A. 5: Further Policies / Guidance

| Name | Locale | Summary of Relevance to Air Quality | Reference |
|---|---------------|---|-----------|
| Medium Combustion Plant Directive | International | Regulates pollutant emissions from the combustion of fuels in plants with a rated thermal input equal to or greater than 1 megawatt (MW _{th}) and less than 50 MW _{th} | Ref. 35 |
| The Non-Road Mobile Machinery (Type-Approval and Emission of Gaseous and Particulate Pollutants) Regulations 2018 | National | These Regulations translate into UK law Regulation (EU) 2016/1628 on requirements relating to gaseous and particulate pollutant emission limits and type-approval for internal combustion engines for non-road mobile machinery | Ref. 36 |
| Clean Air Act 1993 | National | Primarily regulates small combustion processes | Ref. 37 |
| Air Quality (England) Regulations 2000 and as amended 2002 | National | Sets air quality standards in England | Ref. 38 |
| LAQM Policy Guidance 2016 (LAQM.PG(16)) | National | Outlines guiding policy principles for local authorities in their assessment of local air quality management | Ref. 39 |

Appendix H–SPD Policy area in Blue (Winchester Built-up area shown in red)



Appendix I – Cycling Provision Standards – SPD on Residential Parking Standards

Policy 8 of the Residential Parking Standards SPD (Appendix K Ref. 19) states:

“All new developments must provide appropriately designed and located cycle parking that meets the required standards.”

All new development must make sure that adequate secure undercover and accessible cycle parking is provided to meet the following minimum standards for long and short stay cycle parking. These have been adopted from the Hampshire County Council Parking Strategy and Standards 2002 (Appendix K Ref. 40).

Table A. 2: Cycling Provision Standards for Residential Development

| Dwelling Size | Long Stay | Short Stay |
|---------------|-------------------|------------------------|
| 1 Bed | 1 space per unit | 1 loop / hoop per unit |
| 2 Bed | 2 spaces per unit | 1 loop / hoop per unit |
| 3 Bed | 2 spaces per unit | 1 loop / hoop per unit |
| 4+ Bed | 2 spaces per unit | 1 loop / hoop per unit |

The provision of long stay cycle parking should be in the form of secure, weatherproof facilities. For flats and similar developments, the provision of individual cycle stores or lockers that are integral to the building should be the aim. For houses, the provision of a suitable size garage (6m x 3m) can provide sufficient space for a vehicle and cycle parking. Houses without garages should provide a garden shed, which should be constructed so that a cycle hoop or security anchor can be secured to the wall. Facilities in all cases should provide security for the whole bicycle, including accessories.

It is recommended that cycle stores serving blocks of flats, are located within the building and accessed from the entrance foyer. External cycle stores should be as close to a building entrance as possible. It is essential that communal cycle stores be fitted from the outset with cycle lockers. In the case of the smallest stores 'security anchors' or hoops can be fixed to the walls.

Short stay parking needs to accommodate cycle parking for periods of up to half a day. Security is required for the cycle frame and at least one wheel. Weather protection is desirable. Parking should be located as close to the trip destination as possible. It should be overlooked by adjacent development or on well used pedestrian routes to minimise risks of theft or vandalism.

Appendix J - Glossary of Terms

Table A. 1: Glossary of Terms

| Term | Definition |
|-----------------|---|
| AC | Alternating Current |
| AQA | Air Quality Assessment |
| AQS | Air Quality Statement |
| AQAP | Air Quality Action Plan |
| AQMA | Air Quality Management Area |
| AQS | Air Quality Strategy |
| BREEAM | Building Research Establishment Environmental Assessment Method |
| CAFE | Clean Air For Europe |
| CAN | Clean Air Network |
| CAZ | Clean Air Zone |
| CEMP | Construction Environmental Management Plan |
| CHP | Combined Heat and Power |
| CIL | Community Infrastructure Levy |
| CO ₂ | Carbon Dioxide |
| CTMP | Construction Traffic Management Plan |
| DC | Direct Current |
| DEFRA | Department for Environment, Food and Rural Affairs |
| DfT | Department for Transport |
| DSP | Delivery Service Plan |
| EFT | Emissions Factors Toolkit |
| EPUK | Environmental Protection UK |
| EU | European Union |
| EV | Electric Vehicle |
| HDV | Heavy Duty Vehicle |
| HGV | Heavy Goods Vehicle |
| HQM | Home Quality Mark |
| IAQM | Institute of Air Quality Management |
| IET | Institution of Engineering and Technology |
| IGCB | Inter-Governmental Department on Costs and Benefits |
| JAQU | Joint Air Quality Unit |
| kg/annum | kilogrammes per annum |
| kph | Kilometres per hour |
| kWh | Kilowatt hours |
| LAQM | Local Air Quality Management |
| LAQM.PG(16) | Local Air Quality Management Policy Guidance 2016 |
| LAQM.TG(16) | Local Air Quality Management Technical Guidance 2016 |
| LEP | Local Enterprise Partnership |
| LEZ | Low Emission Zone |
| LDV | Light Duty Vehicle |
| LGV | Light Goods Vehicles |
| LPA | Local Planning Authority |
| LPP1 | Local Plan Part 1 |
| LPP2 | Local Plan Part 2 |
| mg | Milligrams |

| | |
|-------------------|--|
| MVHR | Mechanical Ventilation with Heat Recovery |
| MW _{th} | Megawatt Thermal |
| Nm ³ | Normalised metres cubed |
| NO | Nitrogen Oxide |
| NO ₂ | Nitrogen Dioxide |
| NO _x | Oxides of Nitrogen |
| NPPF | National Planning Policy Framework |
| NRMM | Non-Road Mobile Machinery |
| PCM | Pollution Climate Mapping |
| PM _{2.5} | Particulate Matter with an aerodynamic diameter of less than 2.5 micrometres |
| PM ₁₀ | Particulate Matter with an aerodynamic diameter of less than 2.5 micrometres |
| PPG | Planning Practice Guidance |
| SPD | Supplementary Planning Document |
| VED | Vehicle Excise Duty |
| WCC | Winchester City Council |

Appendix K - References

- Ref. 1. HMSO (2012) Town and Country Planning, England; The Town and Country Planning (Local Planning) (England) Regulations 2012 No. 767
- Ref. 2. Winchester City Council (2013) Local Plan Part 1 - Joint Core Strategy Adopted March 2013 & Local Plan Review 2006
- Ref. 3. Winchester City Council (2016) Local Plan Part 2 - Development Management & Allocations
- Ref. 4. Winchester City Council (2017) Winchester City Council Air Quality Action Plan
- Ref. 5. Department for Environment Food and Rural Affairs (Defra), (2007) The Air Quality Strategy for England, Scotland, Wales and Northern Ireland
- Ref. 6. Council of European Communities, (2008) Ambient Air Quality and Cleaner Air for Europe Directive, 2008/50/EC
- Ref. 7. Defra (2019) Clean Air Strategy 2019, Available at: <https://www.gov.uk/government/publications/clean-air-strategy-2019>
- Ref. 8. Ministry of Housing, Communities and Local Government (MHCLG), (2018) National Planning Policy Framework 2018
- Ref. 9. Ministry of Housing, Communities and Local Government (MHCLG), (2014) Planning Practice Guidance (Air Quality) Available at: <https://www.gov.uk/guidance/air-quality--3>
- Ref. 10. IAQM (2014) IAQM Guidance on the assessment of dust from demolition and construction, Institute of Air Quality Management, London. www.iaqm.co.uk/text/guidance/construction-dust-2014.pdf.
- Ref. 11. EPUK&IAQM (2017) Land-use Planning & Development Control: Planning for Air Quality. v1.2. Institute of Air Quality Management, London.
- Ref. 12. Defra (2016) Local Air Quality Management Technical Guidance LAQM.TG(16). April 2016 (as amended February 2018). Published by Defra in partnership with the Scottish Government, Welsh Assembly Government, and Department of the Environment for Northern Ireland.
- Ref. 13. HMSO (2014) Community Infrastructure Levy (Amendment) Regulations 2014, Available at: <https://www.legislation.gov.uk/ukdsi/2014/9780111106761/contents>
- Ref. 14. Winchester City Council (2015) High Quality Places Supplementary Planning Document (SPD)
- Ref. 15. Regulation (EU) 2016/1628, https://ec.europa.eu/growth/sectors/automotive/environment-protection/non-road-mobile-machinery_en
- Ref. 16. HM Government (2018) The Road to Zero Next steps towards cleaner road transport and delivering our Industrial Strategy, Department for Transport, Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/739460/road-to-zero.pdf
- Ref. 17. H.M. Government (2019) Electric Vehicle Charging in Residential and Non-Residential Buildings.
- Ref. 18. Winchester City Council (2012) Winchester District Cycling Strategy
- Ref. 19. Winchester City Council (2017) Car Parking Standards Supplementary Planning Document (SPD)
- Ref. 20. Winchester City Council (2014) Community Infrastructure Levy and Planning Obligations; A guide for developers and land owners (April 2014)
- Ref. 21. HM Government (1990) Town and Country Planning Act 1990 Chapter 8
- Ref. 22. Defra (2017) Emissions Factors Toolkit, Available at: <https://laqm.defra.gov.uk/review-and-assessment/tools/emissions-factors-toolkit.html>

- Ref. 23. Environment Agency (2014) Conversion Ratios for NO_x and NO₂,
http://webarchive.nationalarchives.gov.uk/20140328084622/http://www.environmentagency.gov.uk/static/documents/Conversion_ratios_for_NOx_and_NO2_.pdf
- Ref. 24. Defra (2019) Damage Costs Approach, <https://www.gov.uk/guidance/air-quality-economic-analysis#damage-costs-approach>
- Ref. 25. IAQM (2018) Mitigation of Development Air Quality Impacts, Available at:
https://iaqm.co.uk/text/position_statements/mitigation_of_development.pdf
- Ref. 26. OLEV (2011) Making the Connection The Plug-In Vehicle Infrastructure Strategy
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/3986/plug-in-vehicle-infrastructure-strategy.pdf
- Ref. 27. Greater London Authority (2016) The London Plan: The Spatial Development Strategy for London Consolidated with Alterations Since 2011.
- Ref. 28. Institution of Engineering and Technology (2018) Code of Practice for Electric Vehicle Charging Equipment Installation – 3rd Edition
- Ref. 29. HM Government (2018) Charging Infrastructure Investment Fund:
<https://www.gov.uk/government/news/taking-charge>
- Ref. 30. Hampshire County Council (2018) <https://www.hants.gov.uk/transport/ev-charging-points>
- Ref. 31. Joint Air Quality Unit (2017) UK plan for tackling roadside nitrogen dioxide concentrations, An overview, July 2017
- Ref. 32. HMSO, (2016) The Air Quality Standards (Amendment) Regulations 2016 No. 1184, The Stationery Office
- Ref. 33. H.M. Government (1995) The Environment Act
- Ref. 34. Department for Environment, Food and Rural Affairs (Defra) (2018) 25 Year Environment Plan
- Ref. 35. Directive (EU) 2015/2193 of the European Parliament and of the Council of 25 November 2015 on the limitation of emissions of certain pollutants into the air from medium combustion plants
- Ref. 36. The Non-Road Mobile Machinery (Type-Approval and Emission of Gaseous and Particulate Pollutants) Regulations (2018) Statutory Instrument 2018 No. 764, Environmental Protection
- Ref. 37. Clean Air Act (1993) London: HMSO, Available at: <http://www.legislation.gov.uk/ukpga/1993/11/contents>
- Ref. 38. HMSO, (2002); The Air Quality (England) (Amendment) Regulations 2002, Statutory Instrument No 3043, The Stationery Office
- Ref. 39. Defra (2016) Local Air Quality Management Policy Guidance LAQM.PG(16). April 2016. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government, and Department of the Environment for Northern Ireland.
- Ref. 40. Hampshire County Council (2002) Hampshire Parking Strategy and Standards (2002), Available at:
<http://www.hants.gov.uk/decisions/decisions-docs/020208-spjapl-R4.html>

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Winchester City Council Air Quality Supplementary Planning Document: Summary report

This report was created on Tuesday 13 April 2021 at 11:48 and includes 21 responses.

The consultation ran from 15/02/2021 to 12/04/2021.

Contents

| | |
|--|---|
| First name: | 2 |
| First name: | 2 |
| Last name: | 2 |
| Last name: | 2 |
| Are you responding as a member of the public or as a representative of an organisation? | 2 |
| Are you responding as a member of the public or as a representative of an organisation? | 2 |
| Postcode: | 2 |
| Postcode: | 2 |
| Email address: | 2 |
| Email address: | 2 |
| Organisation name: | 2 |
| Organisation name: | 2 |
| Address of organisation: | 2 |
| Address of organisation: | 2 |
| Postcode of organisation: | 2 |
| Postcode of organisation: | 2 |
| Job title at organisation (if applicable): | 2 |
| Job title at organisation: | 2 |
| Policy 1 introduces the concept and requirements for both an air quality assessment for larger specified developments and an air quality statement for smaller specified developments. Do you support this approach? | 3 |
| Policy 1 introduces the concept and requirements for both an air quality assessment for larger specified developments and an air quality statement for smaller specified developments. Do you support this approach? | 3 |
| Are there any trigger levels in table 2 you consider inappropriate or missing? | 3 |
| Policy 2 specifies specific receptor sites for consideration, please provide any comment you have regarding these: | 3 |
| Policy 2 specifies specific receptor sites for consideration, please provide any comment you have regarding these | 3 |
| Policy 3 details the requirements for inclusion within an air quality statement, please provide any comments you have regarding these: | 3 |
| Policy 3 details the requirements for inclusion within an air quality statement, please provide any comments you have regarding these. | 3 |
| Policy 4 specifies the requirements for an air quality assessment, please provide any comment on the guidance provided regarding this requirement: | 3 |
| Policy 4 specifies the requirements for an air quality assessment. Please provide any comment on the guidance provided regarding this requirement. | 3 |
| Policy 5 details the expected mitigation require, please provide any comments you have regarding this approach and the guidance provided: | 3 |
| Policy 5 details the expected mitigation required. Please provide any comments you have regarding this approach and the guidance provided. | 3 |
| The policies within the draft air quality SPD only apply to the area marked on the map within Appendix H. Do you consider this is the appropriate area to cover? | 3 |
| The policies within the draft air quality SPD only apply to the area marked on the map within Appendix H. Do you consider this is the appropriate area to cover? | 3 |
| If you answered no to the above question, what do you consider would be the appropriate area to cover and why? | 4 |
| Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area? | 4 |
| Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area? | 4 |
| If you answered no to the above question, please explain why? | 4 |
| We would welcome any additional comments you have regarding the draft air quality supplementary planning document: | 4 |
| We would welcome any additional comments you have regarding this proposed air quality SPD that you consider have not been covered by answering the above questions. | 4 |

First name:

First name:

There were 21 responses to this part of the question.

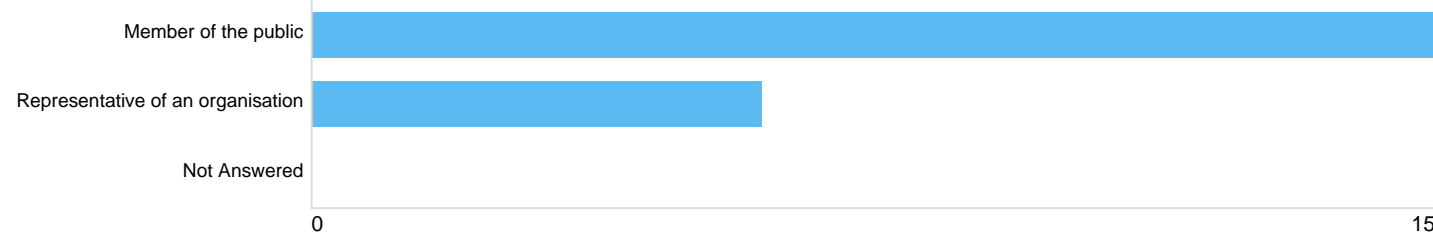
Last name:

Last name:

There were 21 responses to this part of the question.

Are you responding as a member of the public or as a representative of an organisation?

Are you responding as a member of the public or as a representative of an organisation?



| Option | Total | Percent |
|-----------------------------------|-------|---------|
| Member of the public | 15 | 71.43% |
| Representative of an organisation | 6 | 28.57% |
| Not Answered | 0 | 0.00% |

Postcode:

Postcode:

There were 14 responses to this part of the question.

Email address:

Email address:

There were 14 responses to this part of the question.

Organisation name:

Organisation name:

There were 6 responses to this part of the question.

Address of organisation:

Address of organisation:

There were 6 responses to this part of the question.

Postcode of organisation:

Postcode of organisation:

There were 6 responses to this part of the question.

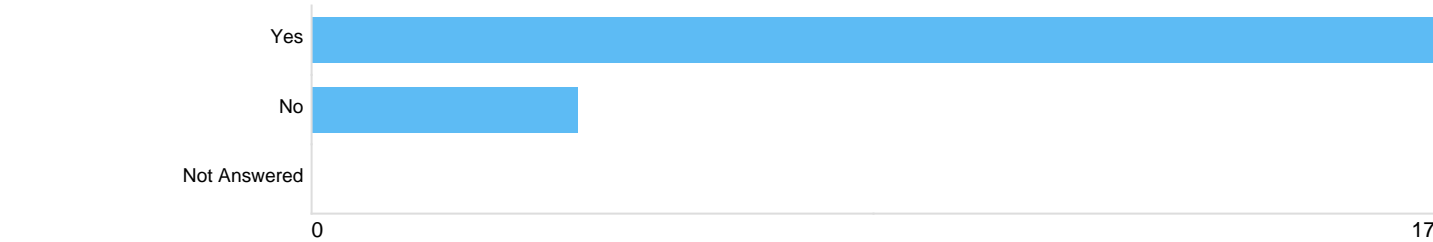
Job title at organisation (if applicable):

Job title at organisation:

There were 6 responses to this part of the question.

Policy 1 introduces the concept and requirements for both an air quality assessment for larger specified developments and an air quality statement for smaller specified developments. Do you support this approach?

Policy 1 introduces the concept and requirements for both an air quality assessment for larger specified developments and an air quality statement for smaller specified developments. Do you support this approach?



| Option | Total | Percent |
|--------------|-------|---------|
| Yes | 17 | 80.95% |
| No | 4 | 19.05% |
| Not Answered | 0 | 0.00% |

Are there any trigger levels in table 2 you consider inappropriate or missing?

There were 12 responses to this part of the question.

Policy 2 specifies specific receptor sites for consideration, please provide any comment you have regarding these:

Policy 2 specifies specific receptor sites for consideration, please provide any comment you have regarding these

There were 10 responses to this part of the question.

Policy 3 details the requirements for inclusion within an air quality statement, please provide any comments you have regarding these:

Policy 3 details the requirements for inclusion within an air quality statement, please provide any comments you have regarding these.

There were 13 responses to this part of the question.

Policy 4 specifies the requirements for an air quality assessment, please provide any comment on the guidance provided regarding this requirement:

Policy 4 specifies the requirements for an air quality assessment. Please provide any comment on the guidance provided regarding this requirement.

There were 10 responses to this part of the question.

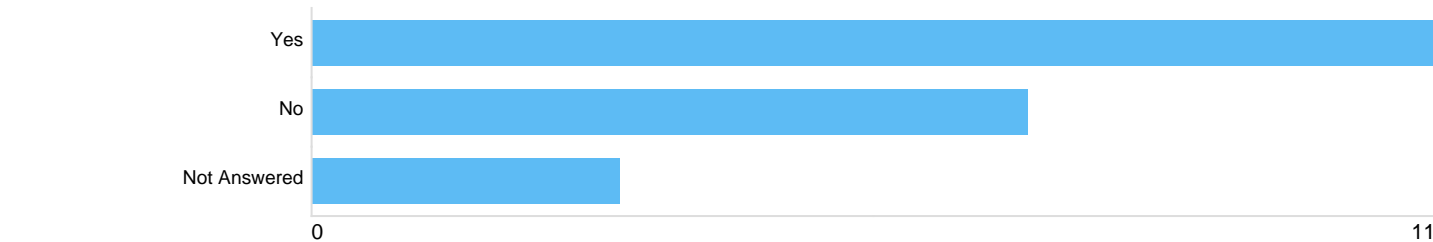
Policy 5 details the expected mitigation require, please provide any comments you have regarding this approach and the guidance provided:

Policy 5 details the expected mitigation required. Please provide any comments you have regarding this approach and the guidance provided.

There were 11 responses to this part of the question.

The policies within the draft air quality SPD only apply to the area marked on the map within Appendix H. Do you consider this is the appropriate area to cover?

The policies within the draft air quality SPD only apply to the area marked on the map within Appendix H. Do you consider this is the appropriate area to cover?



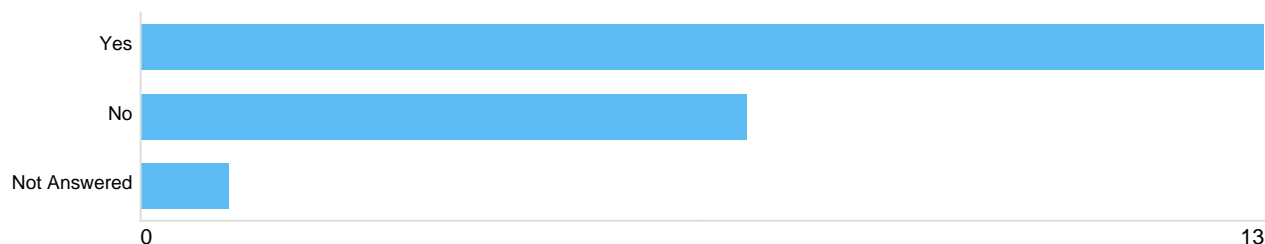
| Option | Total | Percent |
|--------------|-------|---------|
| Yes | 11 | 52.38% |
| No | 7 | 33.33% |
| Not Answered | 3 | 14.29% |

If you answered no to the above question, what do you consider would be the appropriate area to cover and why?

There were **6** responses to this part of the question.

Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area?

Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area?



| Option | Total | Percent |
|--------------|-------|---------|
| Yes | 13 | 61.90% |
| No | 7 | 33.33% |
| Not Answered | 1 | 4.76% |

If you answered no to the above question, please explain why?

There were **10** responses to this part of the question.

We would welcome any additional comments you have regarding the draft air quality supplementary planning document:

We would welcome any additional comments you have regarding this proposed air quality SPD that you consider have not been covered by answering the above questions.

There were **10** responses to this part of the question.

Appendix C - Consultee Comments

| First name | Last name | Are you responding as a member of the public or as a representative of an organisation? | Organisation name | Policy 1 introduces the concept and requirements for both an air quality assessment for larger specified developments and an air quality statement for smaller specified developments. Do you support this approach? | Policy 1 introduces the concept and requirements for both an air quality assessment for larger specified developments and an air quality statement for smaller specified developments. Do you support this approach? - Are there any trigger levels in table 2 you consider inappropriate or missing? | Policy 2 specifies specific receptor sites for consideration, please provide any comment you have regarding these | Policy 3 details the requirements for inclusion within an air quality statement, please provide any comments you have regarding these. | Policy 4 specifies the requirements for an air quality assessment. Please provide any comment on the guidance provided regarding this requirement. | Policy 5 details the expected mitigation required. Please provide any comments you have regarding this approach and the guidance provided. | The policies within the draft air quality SPD only apply to the area marked on the map within Appendix H. Do you consider this is the appropriate area to cover? | The policies within the draft air quality SPD only apply to the area marked on the map within Appendix H. Do you consider this is the appropriate area to cover? If you answered no to the above question, what do you consider would be the appropriate area to cover and why? | Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area? | Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area? - If you answered no to the above question, please explain why? | We would welcome any additional comments you have regarding this proposed air quality SPD that you consider have not been covered by answering the above questions. |
|------------|-----------|---|-------------------|--|---|---|---|--|--|--|---|--|--|---|
| Alexander | De-Ville | Member of the public | Not Answered | No | | | Ridiculous suggestions that will only stifle how new dwellings are built, with loopholes so that they provide less value for money and poorer equipment for the buyers. | | | No | | No | Only sets about to ban things instead of promote the adoption of better practices. Will lead to poorer quality of housing stock to meet regulations instead of bettering them. | |
| Jeremy | Banks | Member of the public | Not Answered | Yes | | | | | | No | When you consider the potential of the Royal down proposal moving towards Hursley the SPD should be enhanced to any plans that would significantly impact the Winchester area. | Yes | However rather than just say approach cycle storage it should also incorporate infrastructure - effective pedestrian and cycle paths. Developments should be expected to include this in plans as it forms long term thinking around tackling air quality. | |
| Patrick | Nixon | Member of the public | Not Answered | Yes | No | | | | | Yes | | Yes | | |
| Philip | Ross | Member of the public | Not Answered | Yes | No | | | | | Yes | | No | The document only seems to deal with new builds but makes no mention of road closures or road narrowing which has happened without public consultation. The Hampshire Chronicle gives the impression that they will be part of a public consultation but I can find no information at all. | The document mentions air quality but thus far not any potential resolution. If the plans include road closures or narrowing then there should be specific mention of these otherwise this consultation is worthless. That is presumably what the councillors intended. |
| Steven | Kan | Member of the public | Not Answered | No | Differentiating between new developments and extensions/changes to existing property. | no comment | Ban on solid fuel appliances is over zealous, given AQMA only applies to part of the area covered by the SPD, and the issue was with NOx emissions and PM emissions are deemed within limits. | no comment | Proactive enforcement is required when measures are agreed. | No | No quantitative evidence is given that air quality issues exist across this area to support the proposed restrictive guidance above & beyond national planning measures. | No | There is a lack of quantitative evidence to support it. Qualitative statements are made against specific numerical targets in the appendices. | |

| | | | | | | | | | | | | | | |
|----------|---------|-----------------------------------|---|-----|---|---|--|---|---|--------------|--|--------------|---|---|
| Richard | Peake | Representative of an organisation | Kingsworthy Foundry | Yes | | | Item 1 - Solid fuel stoves. Dry wood burnt in a modern eco design stove should be considered a positive in this respect. I feel there should be an emphasis on NON Eco Design stoves rather than a blanket 'NO SOLID FUEL DOMESTIC HEATING APPLIANCES'. Locally sourced dry wood burnt on a modern stove is about as carbon neutral a way of heating a property as it gets. Not only do SIA Ecodesign Ready stoves and fireplaces offer benefits in terms of lower emission which | | | Not Answered | | Not Answered | | |
| Jonathan | Driver | Representative of an organisation | Havant Borough Council (Environmental Health) | No | Policy text refers to the IAQM guidance on significance, which permits (i.e. does not strongly support refusal of a development) even where there is expected to be a +10% increase in ambient concentrations within an area that already exceeds an Air Quality limit or Objective at a point of relevant exposure. Given this, requiring assessment at 10 residential units is a very low threshold - within Havant's district, developments of <150 units rarely exceed a 'negligible' impact. I can't comment on how this may translate to WCC's district, but I do note that the later SPD policies allow developers to avoid requirements of the AQS (e.g. provide an EV charge point at each off-road parking space) simply by | I find the terminology used here confusing - the wording "Relevant exposure [is introduced to a] receptor site" implies that "relevant exposure" and "receptor site" are separable - I don't believe that they are functionally different. The wording is unnecessarily distinguishing between the relevant exposure (essentially a person of a given 'class', and relevant exposure duration-) and the type of development (where a person of a given class is assumed to be present & exposed for a given duration). I cannot envisage a scenario where a development could be considered a 'receptor | 1 - solid fuel. How will the Council address the exercise of permitted development rights in the operational phase? I would suggest considering removal of specific PDR to secure absence of DSF burning in the long term (without specific planning approval), and/or including a policy provision to cover householder applications for solid fuel appliances. 2 - Cycle Storage. Is it necessary to include this? this is apparently already required by policy 8. 3 - Space / Waster Heating Appliances. Supported in principle, | Guidance on dispersion modelling is given in Appendix D, but this is only referred to in Appendix B. The IAQM guidance referred to is fairly weak on the provision of mitigation (or the level of mitigation) to 'make acceptable' a negative impact of a given magnitude. It is similarly fairly weak on defining a point where development is (without mitigation) 'unacceptable' in planning terms. I'm not sure that this policy adds significantly to the NPPF provision + IAQM guidance; I would suggest developing the requirements to address the weaknesses of the guidance referred to - i.e. to set out clearly the level of mitigation that the Council would expect, or the threshold at which the | The introductory text ("quantify the impact of the development in terms of damage costs..." & "method for assessing mitigation is set out in chapter 8 of [the IAQM Guidance]..." suggests that a method of cost accounting can be found in the IAQM guidance, which is misleading (chapter 8 provides only very general mitigation advice). This text also suggests that the damage costs should be calculated, and then that sum should be used to calculate the level of mitigation required (similar to the Sussex approach, which is good on paper, but has proven to be | Yes | | No | I think it should be significantly strengthened. Referring to existing industry guidance undermines it's likely efficacy, and I suspect that it will not yield the expected material improvements without a greater focus on requiring & securing mitigation measures as a routine matter (or against criteria which at least target a 'hold the line' or 'no net increase' policy standard, rather than the 'managed rate of deterioration' approach that is embodied by the IAQM guidance). I would also suggest making links to the synergy between air | No additional comments. |
| Rachel | Aron | Member of the public | Not Answered | Yes | | | | | | Yes | | Yes | | Support this initiative |
| Michael | Evans | Member of the public | Not Answered | Yes | | | need more cycle paths to go with other cycle provisions | | | Yes | | Yes | | perhaps more smaller shuttle electric buses from out of town car parks and as above more cycle paths and routes to avoid busy roundabouts and traffic lights where most cycle lanes stop and where it is most dangerous |
| Derek | Morgan | Member of the public | Not Answered | Yes | | | | | | No | The area is to big, should only be where there is heavy traffic. Traffic Congestion is Winchester's biggest problem. Computerised traffic flow connected to all the traffic lights with the objective of improving flow, will reduce lots of stationary vehicles increasing the pollution. | No | More work needs to be done to ensure that any new regulations have the maximum effect with the minimum of disruption. | |
| Damien | Carpani | Member of the public | Not Answered | Yes | No | I'm surprised there aren't more sites specified | None | What is the likely cost of completing such an assessment? | How will compliance be monitored and enforced? | Yes | | Yes | | I would like to know more about how WCC will monitor compliance with requirements and enforce the regulations properly |

| | | | | | | | | | | | | | | |
|---------|--------|----------------------|--------------|-----|---|--|---|--|--|-----|---|-----|---|---|
| John | Hayter | Member of the public | Not Answered | Yes | "Other thermal output >1MW is out of date. The (derived from Environmental Protection UK (EPUK) & IAQM guidance, Ref. 11 Appendix K) does not now exist. The criteria are solely emissions based. | None | None | None | None | No | The areas in Winchester City are small. There are areas of similar size & character in the Local Plan area such as The Square Bishops Waltham due to buses, cars & delivery vehicles sometimes waiting with engines running & always when turning. This will now be a Local | No | The areas in Winchester City are small. There are areas of similar size & character in the Local Plan area such as The Square Bishops Waltham due to buses, cars & delivery vehicles sometimes waiting with engines running & always when turning. This will now be a Local | The areas in Winchester City are small. There are areas of similar size & character in the Local Plan area such as The Square Bishops Waltham due to buses, cars & delivery vehicles sometimes waiting with engines running & always when turning. This will now be a Local |
| Stuart | Dyne | Member of the public | Not Answered | Yes | Table 2 does not set out trigger levels, it sets out threshold levels at which different requirements apply. It does not appear to be informed by existing air quality levels and there are a paucity of such information throughout the draft SPD. | The criteria for acceptability are too loose so open to interpretation by developers or their experts. For example existing policy DM19 specifies that development will "only be permitted where it achieves and acceptable standard of environmental quality." The problem with this is what is/not acceptable depends on who is asked and what a developer considers acceptable may not be considered acceptable by residents or stakeholders leaving planning decisions vulnerable to the weight and quality of evidence presented in the assessment (Step 4, | Open fireplaces may be appropriate in some non-residential development for aesthetic purposes and it's difficult to see what is wrong with a gas fireplace in both residential and non residential. The provision secure, weatherproof cycle storage needs to reflect the purpose of the development - this does not seem necessary in development for, say, retirement accommodation or for retail development. These are not bad policy objectives but exceptions to the rule need to be allowed. | The problems with the "precise methodology employed should be agreed with the council during consultation prior to application" include: " should not must " availability of competency at an appropriate level within the planning department to assess the suitability of the proposed methodology " consequences of failing to adhere to the agreed methodology is not addressed " the extent to which the council will engage with other stakeholders on the suitability of the methodology particularly where expressions such as "acceptable" are used | There is a risk that S106 obligations would be used in lieu of planning conditions to control air quality. It would be interesting to know what sort of obligations are being considered for a S106 that could not be adequately addressed via conditions. A particular concern would be where a S106 agreement was used to pay a levy to the council where there was a legitimate air quality concern over proposed development on the understanding that the council would then use the levy for generic improvements in air quality not necessarily related to the particular development | No | The delimited area does not reflect existing air quality hotspots (which are likely to be focussed on heavily trafficked highways through the district, not just the city of Winchester) so may include areas where air quality is not an issue while excluding other areas where air quality is an issue. A systematic review and stakeholder engagement is needed to address air quality near the A34 including Sutton Scotney, the A33 and M3 including Kings Worthy (especially due to congestion caused by J9 or the M3) and Otterbourne, the B2177 including Twyford, | Yes | | |
| John | Axford | Member of the public | Not Answered | Yes | The trigger levels should be related to nature/size of pollutant source NOT simply size of site or number of dwellings | Should also include North Walls | OK | OK | OK | Yes | | Yes | OK but more needs to be done to limit the most important sources of pollutants - mostly vehicles. Is it possible to identify high polluting vehicles and prevent them from entering city? | As a resident right in the middle of the City - some concession needs to be made for access to our properties, that do not apply to non-residents. Also - simply raising car parking charges will not reduce traffic - Winchester residents are far too rich! |
| Malcolm | Hand | Member of the public | Not Answered | Yes | Any development outside of the SDP area but, that will potentially have an environmental/air quality impact within the area should also be included | from Fig A4- if there is new human exposure as part of the development then I do not see why there should be a difference between a site that is of known poor air quality or not- the detail of the potential impact on air quality should be the same for both and not 'the ability to submit less detailed considerations' Again, developments outside of the zone but, potentially due to wind direction etc that could affect within the zone should also have to submit detailed analysis of impact/mitigation | no comments | As mentioned previously, these criteria should also apply to developments outside of the LPA but, may have an impact within the LPA- e.g. due to prevailing wind, increase in traffic, commercial sites. Also, from the map a large part of Kings Worthy lies outside the LPA despite being a built up area which does not seem to make any sense at all unless it is outwit the WCC area. If this is the case, then the planning needs to align with the planning authority of Kings Worthy | Fine as far as it goes but, it needs to be clear that there will be monitoring put in place and if air quality/traffic standards etc are not met the construction will cease- this has to be enforceable | No | Kings Worthy lies between two major road routes and is a built up area that links directly into Winchester and should be included. Also, I am not clear if the SPD area extends 1kn beyond the anticipated final boundary of the Barton Farm Development- if not, it should do | Yes | Broadly speaking yes but with the caveats already mentioned | |

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|--------|-----------|-----------------------------------|--------------------------|-----|--|---|---|---|--|--------------|--|-----|--|--|
| George | O'Ferrall | Representative of an organisation | Southampton City Council | Yes | | How does 'within an AQMA' differ from 'an area of existing poor air quality'? Is the latter open to interpretation? Are there any considerations for first floor properties or is the risk considered negligible? | Are there any solid fuels which do not include wood or coal (eg. pellets)? Is it worth specifically mentioning electric boilers? For larger residential developments, will charge points be accompanied by designated bays and/or a management plan to ensure they are not under-utilised? I welcome the ambition to include charge points in all residential developments, but would question how useful it would be for most residents. | Would suggest requirement for Euro VI/6 vehicles in CTMPs should be considered. Will developers be required to use certain dispersion models - ie. latest version of ADMS. Is there a rough assessment structure which can be suggested? Do you require developers to set out impacts in terms of Process Contribution and Predicted Environmental Concentration at each receptor? Recommend requiring assurances certain level of validation in models from developers ie. calculating Root Mean Square Error, comparing modelled vs monitored data. | Suggest that the guidance encourages consultants to propose suggested mitigations, beyond those which might be required. Will a list of typical mitigation measures be provided? | Yes | | Yes | | I'm aware that the outcomes of air quality assessments almost always show that the development has a negligible impact on local air quality. Will there be any provision to encourage developers to incorporate the potential impacts of committed negligible developments in a given area? Will guidance on electric vehicle charge points be included? eg. number and type of chargers depending on the development size, requirements for designated bays etc. |
| Anne | Moir | Member of the public | Not Answered | No | I would like the land at Five Oaks Farm Shedfield SO32 2HS to be designated as a local Green Space in the Winchester Local Plan 2018 - 2038 because I believe it has beauty, historic significance, recreational value, tranquility and rich wildlife and is an important settlement gap to th3e communities of Shedfield Parish | | | | | Not Answered | | Yes | | |
| Giles | Maltby | Representative of an organisation | Persimmon Homes | Yes | | | | | The draft SPD does not specify the cost of mitigation. As the provisions of the SPD will be increased cost of development it is important that suitable viability testing is carried out. As such, we should be suggesting that the introduction of any cost increasing provisions in the SPD should be brought in through the Local Plan review process so the provisions can be subjected to the necessary scrutiny and examination. | Yes | | No | The draft SPD does not specify the cost of mitigation. As the provisions of the SPD will be increased cost of development it is important that suitable viability testing is carried out. As such, we should be suggesting that the introduction of any cost increasing provisions in the SPD should be brought in through the Local Plan review process so the provisions can be subjected to the necessary scrutiny and examination. | There is concern that the Council is seeking to introduce new planning policies contrary to guidance set out in the PPG/NPPF and/or without them having been subjected to the necessary scrutiny. Planning Practice Guidance (Paragraph: 008 Reference ID: 61-008-20190315) is clear in that SPDs do not form part of the development plan, cannot introduce new planning policies into the development plan, and should not add unnecessarily to the financial burdens on |

| | | | | | | | | | | | | | | | |
|-----------|--------------|---|--|------------|---|---|--|--|--|---------------------|--|------------|--|--|---|
| Alexandra | Lovegrove | Representative of an organisation | Southampton City Council | Yes | SCC considers the trigger levels appropriate and supports the use of thresholds that predominantly follow the NPPF guidance of minor/major developments to ensure ease at validation stage. | The Council broadly supports the proposed specific receptor sites. The Council would suggest considering other significant roads through the SPD zone, particularly those that are part of the one-way system, act as bus routes, and are often prone to blocked traffic. Other roads to consider might include Friarsgate, Union Street, Southgate Street and St Cross Road. This would increase the area in which developers would have to consider the air quality impact on relevant receptor sites within the SPD area and could potentially be subject to submitting an AQA with planning | The Council is in support of the criteria suggested above and notes that Winchester and Southampton are working collectively with other authorities under PISH to deal with climate change issues within the South Hampshire area. We believe that if Winchester District Council (WDC) and Southampton City Council (SCC) require largely the same criteria in an AQS, both councils will be providing a coherent and consistent approach to tackling air quality in their respective localities, as well as the broader South Hampshire area. As such, SCC would | SCC are in support of the requirements for an AQA, which would include an assessment of air quality on the local area both during development and when the site is operational. The Council would also like to note that when determining planning applications it is important to take into account the potential cumulative impact which may result from a number of small developments close to one another. In the case of large sites or major strategic developments which are broken down into a series of smaller planning applications, often including a series of unrelated | SCC broadly supports the mitigation measures set out in Appendix E and F. The Council would emphasise the impact of Green Infrastructure in line with the PISH goal of delivering enhancements to green infrastructure and high quality design in the built environment to consolidate and improve the environment throughout South Hampshire. Green infrastructure can help reduce the levels of pollution in an area whilst also providing an aesthetically pleasing aspect to a scheme. Moreover, it can also act as a barrier to a pollutant source such | Yes | | Yes | | | |
| Jim Josep | Floor Simona | Member of the public Representative of an organisation | Not Answered GL Hearn and Capita working on behalf of DIO as part of the Defence Estates Optimisation Portfolio | Yes Yes | No, there are not. We consider the thresholds appropriate. | We do not have any comments on these. | We agree with the requirements for inclusion proposed. | We agree with the requirements for an air quality assessment. | We do not have further comments on this point. | Not Answered Yes | | Yes Yes | | | We agree in principle to the requirements established by the draft SPD. |

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Appendix D - Officer Response

| Consultation Comments | Officer Comments |
|---|--|
| A. Do you support the concept of an AQ Assessment for larger sites and an AQ Statement for smaller sites? | |
| 1. Majority agree 17 Yes; 4 No | Concept broadly accepted |
| B. Comments on appropriateness of Threshold levels used for impact screening | |
| 1. Suggestion that 10 dwellings is too low for an AQ Assessment, to make any impact on air quality and that 150 or more be a better threshold; | Application profile in Winchester is small developments of an infilling nature. Setting a bar at 150 would not effectively ignore the vast majority of developments that when considered as a collective would vastly outnumber 150 and would certainly present an impact on air quality going forward. There setting at 10 captures the total development profile for the SPD area. |
| 2. Boiler Thermal Output of >1MW is out of date; | Agreed, however notwithstanding this is still felt to be an appropriate threshold in the absence of any alternative referenced standard. |
| 3. No trigger levels based air quality, instead uses threshold levels based on development size; | Yes, because it is development impacts on an area of poor air quality as defined by the AQMA, which this SPD is targeting. This is why the area was not proposed to cover the whole district. In having to draw a line somewhere, officers believe the 10 unit strikes the correct balance and is practically applicable to the planning regime. |
| 4. SCC - Threshold levels are appropriate and in line with NPPF Guidance; | Noted |
| Any development outside of the SDP area but, that will potentially have an environmental/air quality impact within the area should also be included | We are targeting the AQMA. The AQ SPD area as proposed includes a buffered zone around the AQMA to include Winchester's urban development zone and an additional 1KM zone. |
| 5. Confusion between receptor site and relevant exposure? | Noted, however re write not considered necessary. |
| C. Comments on appropriateness of suggested receptor sites | |
| 1. Surprise that more sites are not required; | Noted however choice of streets currently included are based on long term Nox monitoring failing current standards. This is an SPD targeting an AQMA based on failing NO2 standards only. Suggested roads do not fail these current standards. Note all these areas are covered by thresholds for an AQS or AQA. |
| 2. Should also include North Walls; | Noted however choice of streets currently included are based on long term Nox monitoring failing current standards. This is an SPD targeting an AQMA based on failing NO2 standards only. Suggested roads do not fail these current standards. Note all these areas are covered by thresholds for an AQS or AQA. |
| 3. DM19 criteria for acceptability of environmental quality too loose and open to interpretation; | DM19 forms part of an existing local plan which provides the 'hook' for the SPD, which is where the detail of assessment can be found. Notwithstanding an SPD cannot change the local plan and should form consultation to the Local Plan. |
| 4. Suggestion that the receptor sites should also include Friarsgate, Union Street, Southgate Street and St Cross Road; | Noted however choice of streets currently included are based on long term Nox monitoring failing current standards. This is an SPD targeting an AQMA based on failing NO2 standards only. Suggested roads do not fail these current standards. Note all these areas are covered by thresholds for an AQS or AQA. |
| D. Comments on requirements for inclusion in the Air Quality Statement | |
| 1. Ridiculous suggestion that will stifle development; | Noted, but no supporting evidence provided, so therefore mere unsubstantiated opinion. Officers do not agree. |
| 2. Ban on solid fuel appliances overzealous. Should consider Stove Industry Alliance Ecodesign ready standards as default, as recommended by DEFRA in Smoke Control Zones; | Valid point, for discussion. |
| 3. Is it necessary to include cycle storage when already required by Policy 8? | Valid point, but supports existing policy, so should remain. |
| 4. Is the requirement for heating appliances practically enforceable and would the planning dept. support a pre-commencement condition? | Valid point for further discussion/proposals. |
| 5. Identifies a potential conflict in EV requirements between a Statement and Assessment, whereby the latter may identify no need for EV. Recommends a stand-alone requirement for EV provision as standard requirement. | Valid point. Agree that EV should be a standard requirement for all development in accordance with appended standard. |
| 6. More cycle paths required; | Noted as a matter of opinion and could form part of mitigation within an AQA. |
| 7. Open fireplaces may be required for aesthetic purposes in non-residential development; | Officers do not consider this to be so common an issue to present a real impact and being mindful that it has to be practically applicable within planning regime. Or we could simply state that any solid fuel appliance must be EcoDesign as standard for any size development. |
| 8. Exceptions on cycle storage should be permitted to reflect the nature of the development e.g. may not be necessary for retirement accommodation; | Officers do not agree. Persons working, visiting or living in a retirement or care home may wish to cycle there. |
| 9. Should make reference to electric boilers; | See Point about >1MW boilers to change the boiler condition. Also potentially includes hydrogen boilers. |
| 10. For larger development, should EVCP's have designated bays and accompanied by a management plan to ensure optimum usage; | Yes, so need to convert the SPD expectation into an enforceable planning condition. |
| 11. SCC support for a coherent approach to AQ Statements between WCC and SCC in support of PISH objectives, but goes further to recommend that the AQS includes the No of parking spaces in accordance with the Informal Guidance regarding Air Quality and Planning in Southampton (https://www.southampton.gov.uk/images/92.11-gc-developers-informal-guide-1st-2_tcm63-432666.pdf) | Officer opinion is that we moved away from parking space requirements and this should be considered as part of wider local plan review. SPD is intended to attract the 'right' type of car and not the total number. |
| E. Comments on requirements for inclusion in the Air Quality Assessment | |
| Guidance on dispersion modelling is given in Appendix D, but this is only referred to in Appendix B. | Probably just a typo so will check cross referencing. |
| 1. IAQM guidance is 'weak' on mitigations to 'make acceptable' any impacts. Also weak of defining the point where an unmitigated development is considered 'unacceptable' in planning terms; | Agree, so given we won't be rewriting the IAQM Guidance, this does support minimum expectation requirements i.e. adopting EV and solid fuel AQS requirements as minimum standards irrespective of AQA conclusions. |
| 2. What is the cost of an AQA? | Cica £5k - £10k depending on development profile. |
| 3. Requirement for an AQA should also apply to larger developments outside the SPD area, also a large part of Kings Worthy lies outside the LPA despite being a built up area which does not seem to make any sense at all; | This has been previously discussed as to what the appropriate buffer is around the AQMA. This was based a 1KM buffer around Winchester's Urban development area. Inclusion of Kingsworthy would likely require a second round of consultation. Suggest we do this as Phase II to avoid further delay in the document. |
| 4. Would suggest requirement for Euro VI/6 vehicles in CTMPs should be considered. | Relates to the construction phase and raises questions about practical enforceability. Maybe consider this as a requirement for the AQS and minimum requirement for AQA. Would need to commit through a written statement which for larger developments would form part of their CEMP. NRMM (Non road mobile machinery) could be included, but lorries accessing the site may not be under the control of the developer. |
| 5. Should developers be required to use certain dispersion models - i.e. latest version of ADMS. | No because we ask for a suitable and sufficient assessment as assessed by officers. This enables officers to maintain a degree of latitude when in consultation with developers. |
| 6. Do you require developers to set out impacts in terms of Process Contribution and Predicted Environmental Concentration at each receptor? | Depends on what the impacts are to the receptors. Again this would form part of the report and subsequent dialogue with officers. |
| 7. SCC are in support of the requirements for an AQA, which would include an assessment of air quality on the local area both during development and when the site is operational. | Noted. |
| 8. It is important to take into account the potential cumulative impact which may result from a number of small developments close to one another. In the case of large sites or major strategic developments which are broken down into a series of smaller planning applications, often including a series of unrelated developments in the same area, the use of a 'Master or Parameter Plan' that includes an air quality assessment would be valuable to address the cumulative impact. The Council suggests that WCC might consider the cumulative impact of developments within the SPD area with a method such as this. | A valid point although we do not think this will present as a real issue within the SPD area. If we were to expand the SPD area unless it were expanded across the district. |
| 9. We agree with the requirements for an air quality assessment. | Thanks! |
| F. Comments on mitigation requirements | |

| | |
|---|---|
| 1. The introductory text suggests that a method of cost accounting can be found in the IAQM guidance, which is misleading (chapter 8 provides only very general mitigation advice). | Cost accounting was discounted as a means of mitigation so this is no longer an issue. Instead we have opted for acceptable/unacceptable based on mitigations offered. They cannot pay off their AQ impacts from the SPD. |
| 2. This text also suggests that the damage costs should be calculated, and then that sum should be used to calculate the level of mitigation required (similar to the Sussex approach, which is good on paper, but has proven to be ineffective in practice); | Ok, but there are no current alternative methods available to us. |
| SPD is not explicit that this is the intention, however, and Appendices E and F do not set out a cost accounting / required spend / quantified benefit process as it may be taken to imply. | Cost accounting was discounted as a means of mitigation so this is no longer an issue. Instead we have opted for acceptable/unacceptable based on mitigations offered. They cannot pay off their AQ impacts from the SPD. |
| 3. The wording of the SPD implies that mitigation is required (only) where AQ impact is 'unacceptable' - requiring at least some degree of 'significance' under the IAQM criteria, and so the SPD falls short of requiring a 'no net increase' in ambient air pollution. In this sense, I'm not sure that the policy adds anything to the NPPF requirements, and I would suggest that it is strengthened in the area of securing a proportional mitigation of the AQ impacts of development irrespective of the 'significance' of those impacts. | Agreed and makes the point that a 'do something' requirement to be adopted as a minimum standards for the AQA. EV Solid fuel and NRMM requirements |
| 4. The SPD allows refusal of an application only where its impact is unacceptable and where the developer refuses to propose 'sufficient' mitigation (not defined). Similarly, conditions / s106 may only be used to secure proposed mitigation, and it is not clear that the Council has any option to impose a given level of mitigation by condition in order to make the development acceptable against local planning policy (e.g. as the parking service does - securing funds to manage foreseeable parking problems, irrespective of proposals). | Accepted as the SPD is about negating the need for an AQMA and not a net zero gain document. |
| 5. Experience would suggest that the most successful means of securing mitigation measures would be through the imposition of planning conditions that require discharge - not necessarily Grampian style, but perhaps with a 'prior to occupation' clause. To do otherwise will impair the Council's awareness of the success or otherwise of implementation, and this undermines its ability to ensure expected mitigation is achieved, even where the planning service is willing to treat this as an enforceable matter (given the lack of a duty to enforce). | Noted, which is why require additional internal dialogue on the mechanism for enforcing the AQS/AQA within conditioning. Would not however hold up the SPD. |
| 6. How will compliance be monitored and enforced? | As above |
| 7. There is a risk that S106 obligations would be used in lieu of planning conditions to control air quality. It would be interesting to know what sort of obligations are being considered for a S106 that could not be adequately addressed via conditions. | Again a broad comment on implementation. Expectation is that its delivered through mitigations from AQA. Or basic requirements as set down. |
| A particular concern would be where a S106 agreement was used to pay a levy to the council where there was a legitimate air quality concern over proposed development on the understanding that the council would then use the levy for generic improvements in air quality not necessarily related to the particular development. | Paying off air quality impacts is not provided for within the SPD. |
| 8. Fine as far as it goes but, it needs to be clear that there will be monitoring put in place and if air quality/traffic standards etc. are not met the construction will cease- this has to be enforceable | Agreed a dialogue on conditioning and enforcement is required. |
| 9. Suggest that the guidance encourages consultants to propose suggested mitigations, beyond those which might be required. Will a list of typical mitigation measures be provided? | A list has been provided in an appendix but not withstanding this would form part of a competent consultants AQA. |
| 10. The draft SPD does not specify the cost of mitigation. As the provisions of the SPD will be increased cost of development it is important that suitable viability testing is carried out. As such, we should be suggesting that the introduction of any cost increasing provisions in the SPD should be brought in through the Local Plan review process so the provisions can be subjected to the necessary scrutiny and examination. | No because that forms part of the AQA. The SPD consultation process includes considerations of viability. But you have to draw the line somewhere. |
| 11. SCC broadly supports the mitigation measures set out in Appendix E and F. The Council would emphasise the impact of Green Infrastructure in line with the PISH goal of delivering enhancements to green infrastructure and high quality design in the built environment to consolidate and improve the environment throughout South Hampshire. Green infrastructure can help reduce the levels of pollution in an area whilst also providing an aesthetically pleasing aspect to a scheme. Moreover, it can also act as a barrier to a pollutant source such as a busy road and certain types of trees and shrubs are particularly effective at removing particulates from the atmosphere. In light of this information, the Council would like to suggest that WCC consider including a condition that requires suitable and effective greenery as a tool for air quality improvement, as well as a physical barrier to roads. | WCC Officers do not believe that this greenery approach provides significant air quality improvements and would not support its conditioning. There is little evidence for NOx improvement and some for particulate improvement. |
| 12. SCC would also like to reiterate the need for coherent and consistent planning among neighbouring authorities and suggest that WCC might consider additional mitigation methods that are listed in the Informal Guidance regarding Air Quality and Planning in Southampton. Other mitigation measures include those related to micro/shared mobility. These could include the creation/promotion of existing car clubs or the installation of e-scooter/e-bike hiring schemes as forms of sustainable travel. | Ok, but this forms part of a regional approach and goes way beyond the AQ SPD area, which is wrapped up in the Winchester Movement Strategy. Any approach towards regional sustainable transport interconnectivity is welcomed but goes beyond this SPD. |
| 13. Finally, it is important to note the consistent commuter flows that exist between Winchester and Southampton by road and rail, some of which depart directly from the SPD area, including Winchester Station. Commuters travel between Winchester and Southampton for work, leisure and onward travel and all contribute greatly to the economic stability of both cities. In light of the above, the Council broadly supports mitigation measures related to the creation of sustainable travel plans and public transport provision and believes it is important to support and encourage effective plan-making within our neighbouring authorities to ensure the perpetuation of sustainable travel into and out of both Winchester and Southampton. | Noted, as above |
| G. Comments on whether proposed area of the SPD is appropriate, where answer was 'No' | |
| No: 7 Yes: 11 No Comment: 3 | Slim majority agree that the SPD area is appropriate |
| When you consider the potential of the Royal down proposal moving towards Hursley the SPD should be enhanced to any plans that would significantly impact the Winchester area. | The boundary has to be drawn somewhere and it was agreed that the SPD related to air quality in the AQMA so a buffer had to be drawn to cover smaller and moderate developments within the area. Larger developments outside the SPD area would still be expected to deliver their own AQA as a separate matter under an MDA. |
| No quantitative evidence is given that air quality issues exist across this area to support the proposed restrictive guidance above & beyond national planning measures. | This challenges in reverse. It is based on the natural expectation that developments in close to the AQMA will have an impact upon it and therefore a buffer was agreed as being 1KM around the Winchester Urban Development Area. |
| The area is too big, should only be where there is heavy traffic. Traffic Congestion is Winchester's biggest problem. Computerised traffic flow connected to all the traffic lights with the objective of improving flow, will reduce lots of stationary vehicles increasing the pollution. | The heavy traffic is in fact generated by persons living outside and accessing the AQMA. |
| The areas in Winchester City are small. There are areas of similar size & character in the Local Plan area such as The Square Bishops Waltham due to buses, cars & delivery vehicles sometimes waiting with engines running & always when turning. | Agreed, but this relates to air quality in Winchester's AQMA. Wider air quality issues will be a matter of further consideration as part of the new Local Plan and wider sustainability agenda. |
| This will now be a Local Plan consultation issue. | |
| The delimited area does not reflect existing air quality hotspots (which are likely to be focussed on heavily trafficked highways through the district, not just the city of Winchester) so may include areas where air quality is not an issue while excluding other areas where air quality is an issue. A systematic review and stakeholder engagement is needed to address air quality near the A34 including Sutton Scotney, the A33 and M3 including Kings Worthy (especially due to congestion caused by J9 or the M3) and Otterbourne, the B2177 including Twyford, Colden Common, Lower Upham, Bishops Waltham, Waltham Chase, Shedfield and Wickham, the A3051 at Curbridge and the B2150 at Denmead. It is not known if there are air quality issues in other parts of the district including New Ariesford, Hursley, Whiteley. | This is a targeted document targeting poor air quality within the AQMA which is in Winchester. The other areas as mentioned are not currently failing the legal air quality standards. |
| Kings Worthy lies between two major road routes and is a built up area that links directly into Winchester and should be included. Also, I am not clear if the SPD area extends 1km beyond the anticipated final boundary of the Barton Farm Development- if not, it should do | This is why there is a buffer. |
| H. Do you support the adoption of this draft air quality supplementary planning document (SPD) as a way to improve the air quality within the Winchester City area? | |
| No: 7 Yes: 13 Not Answered: 1 | Majority do support the adoption of the AQ SPD |
| I. Comments on whether consultee supports the adoption of this draft air quality supplementary planning document (SPD) | |

| | |
|---|--|
| Only sets about to ban things instead of promote the adoption of better practices. Will lead to poorer quality of housing stock to meet regulations instead of bettering them. | Officers do not agree with this statement. It does seek to ban but it does seek to require better standards in a housing market which is already very lucrative from the building trade. |
| However rather than just say approach cycle storage it should also incorporate infrastructure - effective pedestrian and cycle paths. Developments should be expected to include this in plans as it forms long term thinking around tackling air quality. | Agreed, however the SPD allows for this as part of the AQA proposals in mitigation. |
| The document only seems to deal with new builds but makes no mention of road closures or road narrowing which has happenend without public consultation. The Hampshire Chronicle gives the impression that they will be part of a public consultation but I can find no information at all. | This is a comment about Hyde Street closure. Road closures do not form part of the Development control process and therefore fall outside of scope. |
| There is a lack of quantitative evidence to support it. Qualitative statements are made against specific numerical targets in the appendices. | Quantitative evidence of need can be found in the AQAP and the need to reduce Nox within the AQMA. |
| I think it should be significantly strengthened. Referring to existing industry guidance undermines it's likely efficacy, and I suspect that it will not yield the expected material improvements without a greater focus on requiring & securing mitigation measures as a routine matter (or against criteria which at least target a 'hold the line' or 'no net increase' policy standard, rather than the 'managed rate of deterioration' approach that is embodied by the IAQM guidance). | Possibly, but this is an idealistic statement and Winchester cannot be expected to re write and adopt a revised version of the national guidance for itself. Officers do not believe that its currently possible for new developemnet to present a 'no net increase' in air quality emissions. |
| I would also suggest making links to the synergy between air quality & climate change objectives, and looking at ways through which it may be possible to focus on effectively securing mitigation of domestic combustion emissions (cooking, space / water heating, heat recovery, LZC tech, etc.) | This AQ SPD predicates purely on the AQAP the aim of which is to reduce Nox levels in the AQMA. Whilst officers agree with this statement, making synergy between air quality and climate change need to be done through the new Local Plan and then we can broaden its remit going forward. |
| The areas in Winchester City are small. There are areas of similar size & character in the Local Plan area such as The Square Bishops Waltham due to buses, cars & delivery vehicles sometimes waiting with engines running & always when turning. This will now be a Local Plan consultation issue. | Yes, but again based on the AQMA, plus a buffer and not intended to cover the entire district. |
| OK but more needs to be done to limit the most important sources of pollutants - mostly vehicles. Is it possible to identify high polluting vehicles and prevent them from entering city? | This is city transportation access statement and is picked up within the AQAP and the Movement Strategy and not through the Planning Regime. |
| Broadly speaking yes but with the caveats already mentioned | Ok |
| The draft SPD does not specify the cost of mitigation. As the provisions of the SPD will be increased cost of development it is important that suitable viability testing is carried out. As such, we should be suggesting that the introduction of any cost increasing provisions in the SPD should be brought in through the Local Plan review process so the provisions can be subjected to the necessary scrutiny and examination. | Noted, but its not possible to stipulate mitigation costs as these will vary according to modelled impacts and subsequent mitigations required. |
| J. Any Additional Comments not already covered | |
| The document mentions air quality but thus far not any potential resolution. If the plans include road closures or narrowing then there should be specific mention of these otherwise this consultation is worthless. That is presumably what the councillors intended. | Noted and as stated mitigating development impacts on air quality is only piece in a larger puzzle. |
| Support this initiative | Noted |
| Perhaps more smaller shuttle electric buses from out of town car parks and as above more cycle paths and routes to avoid busy roundabouts and traffic lights where most cycle lanes stop and where it is most dangerous. | Noted and picked up as part of the Movement Strategy. |
| I would like to know more about how WCC will monitor compliance with requirements and enforce the regulations properly | This will be dome through thought through Planning Conditions |
| The areas in Winchester City are small. There are areas of similar size & character in the Local Plan area such as The Square Bishops Waltham due to buses, cars & delivery vehicles sometimes waiting with engines running & always when turning. This will now be a Local Plan consultation issue. | As above |
| As a resident right in the middle of the City - some concession needs to be made for access to our properties, that do not apply to non-residents. | Noted, but this isn't what this AQ SPD is proposing. |
| Also - simply raising car parking charges will not reduce traffic - Winchester residents are far too rich! | |
| I'm aware that the outcomes of air quality assessments almost always show that the development has a negligible impact on local air quality. Will there be any provision to encourage developers to incorporate the potential impacts of committed negligible developments in a given area. | Noted and we will be proposing minimum requirements for larger developments. |
| Will guidance on electric vehicle charge points be included? eg. number and type of chargers depending on the development size, requirements for designated bays etc. | Yes it already is as set out in Appendices. |
| There is concern that the Council is seeking to introduce new planning policies contrary to guidance set out in the PPG/NPPF and/or without them having been subjected to the necessary scrutiny. Planning Practice Guidance (Paragraph: 008 Reference ID: 61-008-20190315) is clear in that SPDs do not form part of the development plan, cannot introduce new planning policies into the development plan, and should not add unnecessarily to the financial burdens on development. | A query for our Strategic Planners |
| We agree in principle to the requirements established by the draft SPD. | Noted. |

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CAB3318
CABINET

REPORT TITLE: GENERAL FUND BUDGET OPTIONS AND MEDIUM TERM FINANCIAL STRATEGY

20 OCTOBER 2021

REPORT OF CABINET MEMBER: Cllr Neil Cutler, Deputy Leader and Cabinet Member for Finance and Service Quality

Contact Officer: Richard Botham Tel No: 01962 848421 Email RBotham@winchester.gov.uk

WARD(S): ALL

PURPOSE

This report sets out options for the 2022/23 budget, including anticipated changes and budget proposals. The report also includes the Medium Term Financial Strategy which sets out the Council's strategic approach to the use and management of its financial resources.

Projections indicate a balanced budget for 2022/23. A £1.0m deficit forecast for 2023/24 can be covered by the existing Transitional Reserve to ensure the Council can maintain a balanced budget through to March 2024. However, projections indicate the potential for significant longer term deficits, subject to Government funding announcements. It is proposed that a strategic service review is completed by March 2023 to identify how the longer term deficits can be addressed.

RECOMMENDATIONS:

That Cabinet:

1. Note the projections set out in Appendix A to this report which delivers a balanced budget for 2022/23 and support the proposal that £1.0m of Transitional Reserve be used if required to address the forecast deficit for 2023/24.
2. Approve the Medium Term Financial Strategy as set out in sections 17-22 of the report.

3. Approve one off provision of £200k be included in the 2021/22 budget, funded by the forecast surplus for the year, to provide additional short term capacity and support for teams experiencing additional demands on core services.
4. Approve “one off” provision of £1m to provide funding for additional project delivery resources to support regeneration work in the district, with £400k funded from the forecast surplus for 2021/22 and the remaining £600k from the Transitional reserve.
5. Approve grant funding of £75k, funded from the Grants reserve, to the Hampshire Cultural Trust to support the development of an Anglo Saxon experience attraction in the city in 2022, subject to agreement of grant terms and conditions.
6. Approve the proposal to spend £300k of the Tranche 5 Covid grant fund to upgrade the Council’s IT desktop infrastructure to support “agile/flexible working” proposals
7. Determine whether to apply an average 3% increase in fees and charges (other than Parking and garden waste subscriptions) and note that a report setting out details of all charges will be brought to the next meeting of Cabinet.
8. Approve a £10 discount to existing garden waste subscriptions for residents in receipt of Council tax reduction and if supported, what the level of discount should be.
9. Approve that a detailed budget be prepared for consideration by Council in February 2022 based on the above assumptions, final spending review announcements and including the following options:
 - a. That no inflationary increase be made to parking charges
 - b. That no increase is made to Green Waste collection subscriptions for the 2021/22 financial year.
 - c. That other fees and charges be subject to recommendation 6 above.
 - d. That, subject to referendum limits, Council tax be subject to an overall combined town and district £5 increase for 2022/23 (approx. 2.97%) and that Cabinet indicate whether consideration should be given to a lower district charge.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

- 1.1 The budget approved in February 2021 (CAB3289 refers) directly supported the delivery of all outcomes set out in the Council Plan.
- 1.2 This report sets out a budget proposal aimed at maintaining a focus on key priorities, including the Climate Emergency, the delivery of Central Winchester Regeneration work, supporting the economy, delivering homes and improving the health and wellbeing of all communities.

2 FINANCIAL IMPLICATIONS

- 2.1 The report provides an updated forecast for 2021/22, which now projects a surplus of £415,000 as set out in section 12.
- 2.2 The medium term projections included in section 16 and Appendix A forecast a balanced budget for 2022/23, a potential deficit of £1.037m in 2023/24 increasing to £3.6m by March 2026.
- 2.3 With the consumer price index currently at over 3%, the report assumes increases to Council tax and general fees and charges at 3%, although no increase garden waste charges are proposed. Alternative options are also set out for Cabinet consideration.
- 2.4 The report also assumes a targeted 3% increase in the 22/23 charges for central car parks in the Air Quality Management area, in line with the parking strategy and focussed on changing behaviour to move users out of the city centre.
- 2.5 The impact of the proposals in this report on reserves is set out in section 20 and a summary of reserves is provided at Appendix B. The Transitional Reserve increases to £2.9m by 2024 and provides mitigation against the forecast deficits up to that time.
- 2.6 The Government Spending Review announcements are expected at the end of October 2021. A three year funding announcement is anticipated and the projections included in this report will be updated once the announcements are made. The detailed funding confirmations will follow the spending review and should be confirmed before Christmas.
- 2.7 The report also includes a proposal to provide one off specific grant funding of £75,000 to Hampshire Cultural Trust to support the development of an Anglo Saxon visitor experience in the city in next year.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Under section 151 of the Local Government Act 1972 a local authority has to make proper arrangements for the administration of its financial affairs. Under

s28 of the Local Government Act 2003 a local authority has to review its budget calculations from time to time during the financial year and take appropriate action if there is any deterioration of its budget.

- 3.2 The Council is required under Chapter 3 of the Local Government and Finance Act 1992 to set a council tax for the forthcoming year along with its budget estimates. The decision must be made by 11 March of the preceding year. The Council's prospective income from all sources must be equal to its proposed expenditure.
- 3.3 The Council is also required to set a balanced budget, taking into account a range of factors, including consultation feedback and decisions must be taken in accordance with the Council's duties in the Equality Act 2010.
- 3.4 The approval of the budget and setting of the Council Tax is a decision reserved to Full Council under the Local Government Act 2000 and the Local Authorities (Functions and Responsibilities) Regulations 2000 (as amended). Under these regulations, the Cabinet makes recommendations as to the setting of the council tax and budget to Full Council.

4 WORKFORCE IMPLICATIONS

- 4.1 The report recognises the current challenges in delivering against Council Plan priorities and includes one off resource proposals for additional staff to support regeneration work, project delivery and to address the increased demand on core services in recent months.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 A key strand of the Council's financial and treasury strategies is to maximise income from its assets and seek to manage risk by achieving a balanced portfolio of assets. Options considered during the budget planning process may therefore involve either the acquisition or disposal of assets, requiring a full business justification case.

6 CONSULTATION AND COMMUNICATION

- 6.1 Once budget options have been finalised, proposals will be subject to consultation, including discussions with local business representatives through the business/BID briefing, the bi-annual parish liaison meeting and with the public via the provision of online information with feedback option in November 2021.
- 6.2 Responses will be considered and will help to inform the final budget setting in February 2022.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The Council is committed to its Carbon Neutrality targets and in 2019, £800k was included within the revenue budget to support feasibility and programme

delivery work. This provision is projected to be fully committed by March 2023 and the report includes further provision of £100k annual from April 2024 to support this work.

- 7.2 Specific projects are funded through the capital programme, supported in many cases through external grants. Examples include the provision of solar panels to council properties and to local businesses, the installation of EV charging points throughout the district and replacement of windows in the city offices. Further proposals for investment in a significant energy generation project on Council land is currently subject to feasibility review.

8 EQUALITY IMPACT ASSESSEMENT

- 8.1 The council, in the exercise of all its functions, must have due regard to the public sector equality duty in section 149 Equality Act 2010. This document is part of the budget consultation process and the public sector equality duty is considered alongside any relevant budget options.

9 DATA PROTECTION IMPACT

- 9.1 All projects set out in this report and the Capital Programme will be subject to individual data protection impact assessments.

10 RISK MANAGEMENT

| Risk | Mitigation | Opportunities |
|---|--|---|
| <i>Property</i> <i>Commercial tenants unable to pay rents or subject to business failure</i> <i>Slowdown in commercial property investment, meaning that the council's development schemes achieve less interest or less income than expected</i> | <p>Close monitoring of rent position by property team with support to tenants through effective working relationships.</p> <p>The council's advisors are reviewing the property investment market and will provide advice as to timing of any marketing.</p> | |
| <i>Legal</i> <i>The council is unable to balance the revenue budget resulting in the issuing of a S114 notice</i> | <p>Proposals set out in this report, including the strategy for management of reserves mitigate against this.</p> | <p>Present a balanced budget in difficult circumstances</p> |
| <i>Timescales</i> <i>Slower than projected economic recovery</i> | <p>The council is actively supporting high street</p> | |

| | | |
|--|---|--|
| <i>affecting income received by the council</i> | recovery through a EM3 LEP grant working with local partners The council has £12m uncommitted revenue reserves available to support further increases to the projected deficit | |
| <i>Financial The council is unable to balance the revenue budget</i> | Proposals set out in this report, including the strategy for management of reserves mitigate against this. | |
| <i>Risk of lower than projected demand for income generating services specifically parking</i> | The council has £12m uncommitted revenue reserves available which can be utilised as a last resort as above | |

11 SUPPORTING INFORMATION:

11.1 This report sets out:

- a) An update and forecast in relation to the 2021/22 Budget
- b) A summary of Government funding assumptions
- c) Budget Options for the 2022/23 budget (detail to be considered by Council in February 2022)
- d) General Fund Budget Projections for future years
- e) A proposed Medium Term Financial Strategy to address the projected future deficits and support service delivery

12 **2021/22 Budget Update**

- 12.1 CAB3312 dated 15 September included a revised forecast of a £0.8m net General Fund underspend for 2021/22. This related to the extension of the lease of the Guildhall to Her Majesties Courts and Tribunal Service and to additional Government subsidy in relation to Park and Ride.
- 12.2 Further work completed since that report was published has also accounted for the following (explanations below):

| | | |
|---|-----------------------------------|-----------------|
| Projected surplus at Jul 21 | | £800,000 |
| a. | Additional Garden Waste Income | £165,000 |
| b. | Reduced net Business Rates | -£700,000 |
| c. | Additional P&R Subsidy | £250,000 |
| d. | Additional Leisure Centre Income | £500,000 |
| e. | Project Delivery Resources | -£400,000 |
| f. | Support for core service delivery | -£200,000 |
| 21/22 Projected Net Surplus (at Sept 21) | | £415,000 |

- a) Garden Waste Subscriptions – The new paid for service has proved to be far more popular than predicted with over 21,500 subscriptions in the first year. This has generated forecast additional income in 2021/22 of £250k over and above budget assumptions. This has been used to fund the provision of an additional free month (February 2022) leaving the net overall increased income at approximately £165k.
- b) Business rates – Following an adverse variance of £1.2m in 2020/21 a net adverse variance of - £0.7m is now forecast for 2021/22 relating to continued reduced collection, excluding loss of collection which is covered by reliefs.
- c) Additional P&R bus subsidy receipts will to be awarded to the end of August and a new scheme is expected to be in place from September until March 2022. This is anticipated to result in an additional grant awards of £0.25m, taking the total forecast awards to be received in 2021/22 to £0.75m.
- d) Leisure Centres – The Council agreed to an “open book” approach to the first year of operation and originally anticipated additional costs as a result of the impact of the pandemic. However, user numbers and performance to date has been very positive and early estimates now suggest a budget saving of £0.5m for the year.
- e) Project Delivery Resources – Pressures on council teams in relation to progressing significant regeneration work (progressing central Winchester and other regeneration feasibility work, etc) will require additional short term resources (£0.4m in 2021/22 and £0.6m in 2022/23).
- f) Core Service Capacity – A number of services continue to experience increased demands at a time when they are also directly involved in supporting the recovery from the Pandemic. It is therefore proposed to utilise £200k of the projected surplus to provide short term additional capacity to support teams address this demand.

12.3 In light of the above factors, the revised forecast underspend for 2021/22 is now projected at £0.415m. It should be noted that this is subject to the

potential impact of further control measures should infection rates continue to increase.

- 12.4 **Supporting “Agile”/flexible working** – Proposals to support staff returning to the office but maintaining a degree of flexible working will require additional investment in IT infrastructure to be effective. This will include a migration from a “citrix” environment and fixed desk provision to laptops and docking stations for most staff. Costs are projected at £300k and it is proposed to fund this from the tranche 5 Covid grant.
- 12.5 **Parking Income** - The 2021/22 budget included provision for a three year sliding scale contingency built in to allow for the continued impacts of covid, particularly relating to car parking and commercial income (20% / 10% / 5%). Car parking has recovered well in the city but more slowly elsewhere. Income has continued to recover on a monthly basis. However, it is expected the full contingency budget will be required in 2021/22 to deal with shortfalls compared to previous income levels.
- 12.6 **Hampshire Cultural Trust** – The Trust has approached the Council seeking support for the development on an interactive exhibition/visitor attraction based on Anglo Saxon Winchester and linked with Ubisoft’s “Assassin’s Creed - Valhalla” action adventure game. The attraction is proposed to open in the city in 2022 and is anticipated to attract both regional and national attention. The attraction is likely to result in significant visitor numbers, which will have a direct impact on the local economy and “High St recovery” work. The Trust is seeking a £75,000 grant to support the proposal. The grant can be financed from the Grants reserve and subject to the agreement of appropriate terms and conditions, this allocation is recommended for approval subject to various funding conditions.

13 **Government Funding Assumptions**

- 13.1 A three year funding settlement is expected to be confirmed covering 2022/23 to 2024/25 at the end of October. There remains a strong likelihood that this will not give certainty of funding over this period as there could be staggered funding changes built into the settlement.
- 13.2 A reset of retained business rates growth is still highly likely but the commencement of the reset is forecast to be pushed back to April 2023.
- 13.3 New Homes bonus will end in 2022/23 and further details on any replacement scheme are awaited. Any new scheme is not expected to bring significant financial reward to district councils so the MTFP’s in Appendix A assume no replacement funding.
- 13.4 The lower tier services grant is expected to continue for one more year in 2022/23.

- 13.5 It is not certain that any changes in funding will occur over the three year settlement but it is expected that some will and some may wait until 2025/26. Government have previously applied a 'damping formula' to avoid any 'cliff edge' reductions in funding. A business rates reset alongside the ending of new homes bonus would significantly reduce funding and therefore an estimated damping model has been applied to the MTFP from 2023/24 to 2025/26. This model assumes a maximum reduction in total funding of 10% per annum.

14 **Council Tax**

- 14.1 Council tax referendum limits for districts are expected to once again remain at 2% or £5.
- 14.2 The MTFS assumes an annual tax base increase of 1.2%. This will be updated with final agreed figures around the end of November.
- 14.3 Council tax increases remain at maximum pro-rata across District. MTFS currently assumes 3% in 22/23 and 23/24 and then reducing to 2% in line with inflation forecasts.
- 14.4 Depending on the tax base distribution this could mean a maximum increase of approx. 2.97% for both the town and district, which is below the CPI inflation rate of 3.2% in July 2021. The maximum increase is impacted by the town tax base increase compared to the overall district average increase. If the town tax base increase is higher than the district average then this reduces the maximum precept increases due to the methodology behind the £5 limit.

15 **Budget Options/Proposals for 2022/23 and beyond**

- 15.1 The medium term financial projections approved as part of the 2021/22 budget in February 2021 projected a shortfall of £0.33m in 2022/23 increasing to £2.2m by 2025/26. These projections have been updated and forecast that a balanced budget can be delivered for 2022/23, although a deficit of £1.0m is forecast for 2023/24, increasing to £3.6m by 2025/26, as set out in Appendix A.
- 15.2 No significant changes are proposed for the 2022/23 budget. The following items have been included in the updated medium term projections included later in this report. Where appropriate, alternative options are highlighted and the Cabinet is asked to comment on and indicate which options they wish to see used to prepare final budget proposals in February 2022.
- a) Garden Waste Income – Whilst additional income was always projected for 22/23, it is proposed that a further £100k should be included in base budgets based on the high levels of subscriptions in the first year. No inflation increase is proposed for 2022/23.

- b) Garden Waste Discount – The option of offering a subsidy to residents in receipt of Council Tax support has been reviewed. The majority of Hampshire councils offer no concessions for garden waste collection services and no provision for a discount is assumed in budget projections set out in Appendix A. Two councils offer what equates to a 20% discount and a third offers a 50% discount (not including the cost of the bin meaning the concessionary charge still £64 for first year subscription). It is proposed that a £10 discount for residents in receipt of council tax support be offered for subscriptions from March 2022.

Concessionary charges in Hampshire:

| Council | Standard subscription (Inc. bin provision) | Concessionary Rate (Inc. bin provision) |
|-------------|--|---|
| Eastleigh | £39.50 | £31.50 |
| Basingstoke | £95 | £83.41 |
| Hart | £90 | £64 |

Options for a concessionary rate for Winchester City Council residents include:

- **20%** - A 20% discount on Winchester's charge for a 140lt bin (£39) would result in a concessionary charge of £31.20.
 - **25%** - A £10 discount resulting in a charge of £29 for a 140 lt bin and £49 for a 240lt bin and would result in the lowest concessionary charge in Hampshire. This would result in income losses of an estimated £10,000 from existing customers but would offer a clear incentive for those in receipt of Council tax support.
 - **50%** - A 50% discount would equate to a charge £19.50, although this would not be sufficient in the first year to cover the cost of providing the bin and would result in income losses of an estimated £20,000 from existing customers.
- c) Provision for reduced Parking Income – It is proposed that the 10% provision for continued income losses is retained. Adopting a more cautious position will result in a deficit on the budget projections. Current indications would indicate that the 10% provision is reasonable but this will be kept under review.
- d) No inflation provision for off street car parking in April 2022 – Parking charges were last increased in October 2020. Occupancy levels in city centre car parks are very positive with full occupancy achieved in the central area, illustrating a strong recovery for the city. However, capacity remains in other car parks. The budget forecast in Appendix

A assumes a 3% increase in the central car parks in the Air Quality Management area and a freeze in all other car parks (including park and ride) with effect from October 2022. However, it is proposed to review options in detail for both “off street” and “on street” charges and bring a further report back to Cabinet prior to any further price changes to ensure that pricing changes (potentially decreases as well as increases) fully support the aspirations of the Movement Strategy, Parking and Access Strategy and Cycling and Walking Infrastructure Plan.

- e) Fees and charges – In addition to parking charges, the Council sets fees and charges for a range of services. These charges seek to ensure that the cost of the relevant service provision is met by service users rather than from the wider council tax base. Charges were reviewed in detail in March 2021 (CAB3295 refers). With current consumer price index inflation running in excess of 3%, it is recommended that, where appropriate, an average 3% increase is applied to fees and charges (except where charges are subject to regulation and set nationally) to ensure appropriate cost recovery is maintained. Full detail of individual charges will be brought to the next meeting of Cabinet.

It is projected that a 3% increase will generate an additional £30,000 of income. If Cabinet determines a lower increase or no increase, this sum will be removed from the budget projections.

- f) Project Delivery Resources – As indicated in 12.2 e) above, £0.6m has been included in projections for 2022/23 to support additional project delivery resources. It is proposed to fund the £0.4m in 2021/22 from the forecast surplus and this £0.6m in 2022/23 from the Transitional Reserve.
- g) Community Grants – No changes to the current budget provision for community grants is proposed as part of this report. However, scope to provide additional support for this area, potentially by seeking external funding contributions, is being reviewed and will be reported to a future meeting of the Health and Environment Policy Committee.
- h) Council Tax – With inflation running in excess of 3%, a Council Tax increase of 2.97% (equivalent to the maximum £5 increase) would be reasonable. However, Cabinet may wish to consider a below inflation increase, which would allow the Town Account to increase its precept above inflation to address budget pressures on Town services. The table below gives a few examples of the possible increases by the town and district:

| District | | Town | |
|----------|---|------|---|
| % | £ | % | £ |
| | | | |

| | | | |
|-------|---------|-------|--------|
| 2.97% | 225,015 | 2.97% | 31,908 |
| 2.75% | 208,347 | 4.50% | 48,345 |
| 2.50% | 189,406 | 6.25% | 67,146 |

If Cabinet opt to set a district Council tax increase of less than 2.97%, the income figures in Appendix A will need to be amended to reflect the above differences. A zero increase will add £225k to overall net cost figures.

15.3 In addition to the above 2022/23 proposals, some additional issues will impact on future years and whilst only early estimates at this stage, have been included in the Medium Term Projections set out in this report. These include:

- a) Potential loss of Traffic and Parking Agencies – The existing agency agreements are ongoing until either party gives appropriate notice. Hampshire County Council has indicated an intent to make a Decision to exit the agency agreement. This will be subject to a future report once a clearer position is known, but could result in a net cost to the General Fund of an estimated £250k per annum. Whilst TUPE would apply and HCC would be liable to any additional one off costs, the cost of “off street” parking services would increase.
- b) Ongoing reduced parking income – There is potential for parking income to reduce in future years as a result of the impact of flexible working, measures to reduce city centre traffic and changes to city centre parking provision. An estimated £0.5m reduction from 2024/25 has been included in the projections but obviously will require further work.
- c) Revenue Provision for ongoing Carbon Reduction feasibility work – existing provision will be exhausted by March 2023 and therefore £100k has been added to base budget projections from 20223 onwards.
- d) Bar End Depot – The revenue impact of the proposed disposal of the Depot site (or income should the site be regenerated by the Council) of £300k has been included in projections from April 2024.
- e) Provision for future Asset Management – The Asset Management Strategy will be brought to Cabinet for approval later this year. It is anticipated that additional provision will be required in future years over and above the existing reserve provision and an annual contribution of £250k to the Asset reserve is proposed to be reinstated from April 2024.

16 General Fund Budget Projections – Potential Deficits

- 16.1 The Medium Term Financial Projections (MTFP) have been revised taking into account all items in section 15 above. There is potential for a better than forecast Government Spending Review announcement at the end of October which would reduce the deficits forecast in the table below. However, based on current assumptions, the budget options proposals set out above result in a balanced budget for 2022/23 and a potential £1.0m deficit by March 2024. The Transitional Reserve is projected at £2.989m by that time and it is therefore possible to cover the forecast deficit for 2023/24. However, it must be noted that forecast deficits continue to increase in future years and it will be necessary to reduce net operating costs by April 2024 to address this. The Medium Term Financial Strategy set out in section 17 below includes proposals for a strategic service review, to commence this year with a view to identifying appropriate measures to reduce net operating costs prior to finalising the 2023/24 budget. The table below illustrates the projected deficits to March 2026, further detail of which is included at Appendix A:

| General Fund Revenue (£m) | Forecast 2021/22 | Forecast 2022/23 | Forecast 2023/24 | Forecast 2024/25 | Forecast 2025/26 |
|-------------------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| Budget Surplus / (Shortfall) | 0.415 | 0.136 | -1.037 | -1.962 | -3.592 |
| <i>% of Gross Expenditure</i> | <i>-1.4%</i> | <i>-0.5%</i> | <i>3.3%</i> | <i>6.0%</i> | <i>10.8%</i> |

17 Medium Term Financial Strategy

- 17.1 The Medium Term Financial Strategy (MTFS) is intended to set out the Council's strategic approach to the use and management of its financial resources and provide a framework within which decisions can be made.
- 17.2 The key proposals for achieving long term budget sustainability for the General Fund include:
- Utilising the Transitional Reserve in the short term (up to 23/24) to cover forecast deficits and maintain a balanced budget
 - Commencing a programme of strategic service reviews with a view to reducing net operating costs by £2m by March 2024, with all measures to be identified and agreed by March 2023.
- 17.3 Financial projections in Appendix A are shown over a ten year period to 2030/31 in order to provide insight into the longer term financial sensitivities and the earmarked reserves strategy.
- 17.4 The budget options set out in this report, if approved in February 2022, contribute towards a balanced budget through to March 2024.

- 17.5 Reserves are projected to reduce significantly over this period. The Transitional reserve can be used to maintain a balanced budget through to 2023/24, with the remainder providing cover for the risk of forecasts being worse than projected in this report.
- 17.6 The existing MTFS includes a specific focus on investment to generate additional future income. Whilst it is proposed to retain this aim within the strategy, it must be noted that scope for strategic investments to make a positive contribution to Council finances is very limited, at least in the short term. Councils that have relied heavily on this strategy in recent years are currently very exposed to economic pressures and announcements of potential failures and issuing of section 114 notices are increasing.
- 17.7 The focus on efficiency and transformation that forms a key element of the existing MTFS has ensured the Council has maintained service provision in a climate of reducing resources. Significant savings and efficiencies have been identified, with £2.4m of budget reductions identified in 2020/21 and a further £3m of operational savings included in this report.

18 Medium Term Financial Planning

- 18.1 The existing MTFS grouped the medium term financial challenge options around five themes; transformation, efficiency, asset management, income generation and enabling partnerships. Whilst it is proposed to retain these themes, they will be incorporated into the Strategic Service Review process which will aim to identify options for reducing net operating costs by up to £2m by March 2024 and £4m by March 2025. Whilst the review process and timetable has yet to be finalised, it will incorporate:
- a) Funding – Detailed analysis of impact of Spending Review announcements, use of existing and future non ring fenced grant funding, scope for accessing additional funding programmes etc
 - b) Modernising service delivery/Transformation – A focus on digital transformation and “channel shift” (but with targeted support where required, a review of the potential for adopting a more commercial approach, removing unintended barriers/blockages between teams/services etc
 - c) Asset Management/Regeneration – Making best use of existing buildings/assets, bringing forward development of existing assets to improve return on investment etc. Some early opportunities existing with currently vacant buildings, although most opportunities will only contribute to longer term deficits, once developments are completed and operational.
 - d) Efficiency – The 2021/22 budget process reduced net operating costs by over £3m and scope for further efficiency savings will be limited. However, whilst previous “salami slicing” style targets for budget holders will be of very limited benefit, a coordinated “cross service”

efficiency programme can still make an important contribution towards the process

The Council will also need to consider how much funding it provides to a range of discretionary services. These services must remain affordable within the overall financial context and it is proposed to include a focus on “discretionary” services within this programme.

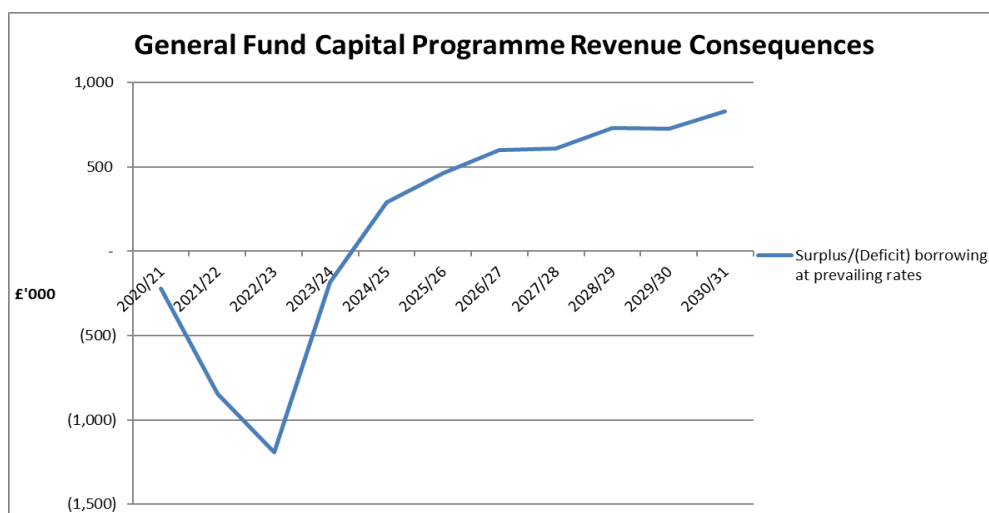
- e) Income Generation - Opportunities to invest which also generate a financial return, either through reductions in cost or income generation, are assessed on a case by case basis. Current economic pressures as well as the recent changes to borrowing restrictions has had a significant impact on the scope for income generation from investment. However, opportunities will continue to be reviewed in line with the SAP governance process.

Fees and charges are subject to annual review in order to ensure they are fair and, where appropriate, operate on a full cost recovery basis. It is important that fees for specific services are fully met by those benefiting from the service, rather than subsidised by the general tax payer where ever possible.

- f) Grants/Partnerships – The Council administers a well-established grants programme which underpins the work of core partners. The Council also operates an effective IT service partnership with Test Valley Borough Council. Scope to switch existing direct service delivery to shared services through partnerships or partner delivery funded by grant will need to form part of the Review process.

19 **General Fund Capital**

- 19.1 The Council has an ambitious general fund capital programme totalling more than £60m over the next 10 years. Not all projects provide savings or generate income but, in aggregate, the capital programme approved by Council in February is forecast to have a positive net benefit to the General Fund from 2024/25. There is an overall negative impact on the General Fund prior to this year which reflects significant spend on preliminaries and costs associated with major projects early in their lifecycle. Any delays to the programme can defer these early lifecycle costs but also defers future benefits.



Capital financing

19.2 The main sources of finance for capital projects are as follows:

- Capital receipts (from asset sales);
- Capital grants and contributions (e.g. Disabled Facilities Grant, Local Enterprise Partnership, and Community Infrastructure Levy);
- Earmarked Reserves (e.g. the Major Investment Reserve, the Property Reserve, the Car Parks Property Reserve, and the IMT Reserve);
- Revenue contributions; and
- Borrowing including internal (also known as the “Capital Financing Requirement”).

19.3 A large part of the capital receipts reserve is now committed to existing projects in the programme. Any new projects will be reliant on funding from external grants and contributions, earmarked reserves where appropriate, prudential borrowing, and any future asset sales.

19.4 Capital projects financed by prudential borrowing will incur an annual revenue cost over the life of the asset – a minimum revenue provision (principal repayment) and external interest/opportunity cost. Where a project does not provide additional income or savings in excess of the annual borrowing cost, it may be necessary for the council to make further savings elsewhere. There is a degree of uncertainty with the timing and extent of external borrowing need and the cost of that borrowing. To estimate the impact on the council’s annual revenue budget, borrowing costs are based on the current long term borrowing rates available to the council for prudence; however, the Council will seek to reduce its cost of borrowing by working closely with its treasury advisors (Arlingclose) to identify the optimum borrowing strategy. Where the council has existing resources (e.g. reserves) it is able to “internally” borrow

and so delay the need to externalise its borrowing requirement; this reduces interest costs in the short term. The council's capital financing requirement (unfinanced capital expenditure) as at 31 March 2021 is shown in the table below:

| Capital Financing Requirement | General Fund £000 | Housing Revenue Account £000 | Total £000 |
|-------------------------------|----------------------|---------------------------------|---------------|
| 31 March 2021 | 68,131 | 178,177 | 246,308 |
| Made up of: | | | |
| External borrowing | 0 | 166,722 | 166,722 |
| Internal borrowing | 68,131 | 11,455 | 79,586 |

Capital receipts

- 19.5 When a capital asset is sold the proceeds, known as capital receipts, can be spent on new assets or to reduce debt from prior year capital expenditure. The Council reviews the opportunity to realise additional capital receipts as part of its rolling asset challenge programme. For every £1m receipt applied to unfinanced capital projects the council could reduce its annual cost of borrowing by circa £40,000 per annum if reducing the borrowing requirement of a project with a 40 year life and assuming a rate of 2.6%. The actual saving will depend on the project to which it is applied and the prevailing cost of borrowing at the time of receipt.

MTFS Forecast Assumptions and Sensitivity Analysis

- 19.6 The tables below show the main assumptions used in the MTFP. These are central case assumptions based on the best knowledge available at the time of publishing, further updates will be made later in the process for example when the finance settlement is confirmed.
- 19.7 The highest risk assumptions are those outside of the control of the council such as government funding and contract inflation.
- I. There is a great deal of uncertainty around the finance settlement which has made medium term forecasting very difficult and therefore increasing the risk of either a favourable or adverse outcome. As there is less risk around the long term projections it is anticipated that the timing of transformation and savings plans will need to be agile enough to be brought forward should that be required.
 - II. CPI jumped from 2.0% in July to 3.2% in August and is expected to remain volatile in the short-term. The council has a number of high value contracts, such as environmental services, which means the MTFP is sensitive to spikes in inflation. A forecast of 3.5% has now

been included in projections for 2022/23 but reducing back to the target 2.0% from 2023/24. If inflation does remain high past 2022/23, or even continues on an upward trajectory, then forecasts will need to be revisited bearing in mind that each 1% increase has a baseline cost of £109k per annum.

| | | 2022/23 | | |
|---------------------------------|---------|---------|------------------------------|---------|
| | | | Sensitivity +/- 1% (£000) | |
| Key Assumptions | | | | |
| Income / Funding | | | | |
| District Council Tax Increase | 3.0% | 227 | 76 | |
| Fees and Charges | 3.0% | 30 | 10 | |
| Car Parking Fees | 0.0% | 0 | 74 | |
| Expenditure | | | | |
| Contractual Inflation | 3.5% | 381 | 109 | |
| Employee Pay Inflation | 2.0% | 350 | 175 | |
| | | | | |
| Central Case Assumptions | 2022/23 | 2023/24 | 2024/25 | 2025/26 |
| Income / Funding | | | | |
| Council Tax Increase | 3.0% | 3.0% | 2.0% | 2.0% |
| Council Tax Base | 1.2% | 1.2% | 1.2% | 1.2% |
| | | | | |
| Fees & Charges | 3.0% | 3.0% | 3.0% | 3.0% |
| Income Contingency | -10.0% | -5.0% | 0.0% | 0.0% |
| | -1.825 | -0.913 | 0 | 0 |
| Government Funding (Incl. NNDR) | 6.508 | 5.345 | 4.034 | 3.136 |
| | | -18% | -25% | -22% |
| Expenditure | | | | |
| Contractual Inflation | 3.5% | 2.0% | 2.0% | 2.0% |
| Employee Pay Inflation | 2.0% | 2.0% | 2.0% | 2.0% |

20 Strategic Reserves

- 20.1 The Council holds strategic reserves for specific purposes which are consistent with corporate priorities. These reserves are a key source of funding, helping to support specific service strategies and plans. They are also critical to our ability to fund the transformation of services and ability to

invest in order to generate the necessary savings to balance the budget over future years. This includes one-off costs in relation to service and staffing reviews as well as investing in systems to help develop digital service delivery.

- 20.2 Whilst the Council started in April 2020 with a healthy overall balance of earmarked reserves, there are significant existing budget commitments particularly in relation to major projects such as the new Winchester sport and leisure centre and central Winchester regeneration. In particular the Major Investment reserve, which has historically been the main reserve used to support revenue expenditure for major projects, is forecast to reduce from £7.6m in April 2020 to £3.3m by March 2023.
- 20.3 The creation of a new Transitional Reserve was approved by Cabinet in October 2019 (CAB3178). The purpose of this reserve is to both support the significant financial risks faced by the Council in relation to Government and other funding reductions and also to enable investment in the Council Plan (for example supporting the Climate Emergency).
- 20.4 In light of the projected shortfalls set out in this report, it is proposed that the Transitional Reserve be used to fund shortfalls in excess of the £3m net base budget reductions set out in this report. If the 20% reduced income assumption is realised, this will require a transfer from the Transitional Reserve to achieve a balanced budget for 2021/22. The reserve could absorb additional losses before any call on other useable reserves would be needed. This highlights the importance of holding a transition reserve to mitigate an element of this risk and provide time for any further change plans to be implemented.
- 20.5 In summary, reserves are used to support:
 - a) Funding of the capital programme
 - b) Investment in transformation
 - c) Funding one-off costs associated with staffing reviews and organisational development work.
 - d) Providing one-off support for service budgets (such as the local plan)
 - e) Community infrastructure plans
 - f) Council Plan support
 - g) Asset management plans, IT strategy, Car parking strategy
 - h) Winchester town account (notably major refurbishment and replacements of play areas.)
- 20.6 It is important to note that reserves are finite and can therefore only be used to fund one-off expenditure. One-off expenditure can include projects which span a number of financial years but cannot include recurring expenditure such as utilities.

20.7 Total General Fund earmarked reserves, before proposals in this paper, are forecast to reduce from £33.9m at 01 April 2021 to £19.5m at 31 March 2026. The forecast closing balances (31 March 2026) of key earmarked reserves are summarised below;

- a) Operational reserves (£2.5m), significantly the major investment reserve, are revenue reserves which can be used to support revenue or capital expenditure, for example major projects.
- b) Risk reserves (£3.7m), such as business rates retention, are available to mitigate risks faced by the Council. The overall levels are reviewed each year in line with the medium term financial strategy.
- c) Asset reserves (£4.3m), such as the asset management reserve, are used to maintain existing council assets and are supported by spending plans such as the asset management plan.
- d) Restricted reserves (£9.0m), such as the Community Infrastructure Levy, can only be used for restricted purposes and therefore must be considered separately to other reserves which can be used for wider purposes.

20.8 The revised general fund (CAB3256 refers) is forecast to balance by March 2021 although this is subject to significant uncertainty. Any balance at year end after adjustments will transfer to the Transition Reserve. Any shortfall will be funded from the same reserve.

20.9 A summary of earmarked reserves is included at Appendix B. These have all been reviewed as part of the budget process and the levels are considered to be appropriate.

21 Balances / risk reserves

21.1 The Council also maintains a general balance which is held to mitigate against any potential financial risks. These could be known risks or completely unforeseeable risks. As a general guide the minimum balance will be 15% of net revenue expenditure and so the current balance of £2.789m can give some additional cushioning particularly against the uncertainty of funding over the medium term projections.

21.2 A minimum balance of £1m is held within the business rates retention reserve in order to provide mitigation against the short term risks of a reduction in income.

22 Adequacy of reserves and robustness of estimates

22.1 There are specific requirements under Section 25 of the Local Government Act, 2003, for the Chief Finance Officer to provide a positive assurance statement about the adequacy of proposed financial reserves and the robustness of estimates made for the purposes of the budget calculation.

- 22.2 Reserves are detailed in this report and specific comment is made on the most significant balances. The general fund working balance is discussed above and is considered to be adequate.
- 22.3 When considering the robustness of estimates for the budget calculation for the current year, savings and increased income proposals included in the budget must be considered to be achievable. Considerable savings have been achieved to date, and the recent experience has been that compensating savings have been found to cover unforeseen growth pressures. The purpose of reserves, in particular the general fund working balance, is to provide a cushion for these variations.
- 22.4 The S151 officer is able to provide positive assurance on the robustness of the estimates, within the context of the overall budget and reserve levels, for the purpose of the budget calculations for the next year.

23 OTHER OPTIONS CONSIDERED AND REJECTED

- 23.1 Scope for additional savings in 22/23 to reduce the use of reserves does exist but would have a direct impact on service levels and service quality. With the uncertainty that exists regarding future funding, the recommended balance between savings and use of reserves to achieve a balanced budget is considered reasonable.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

CAB3276 - General Fund Budget Options and Medium Term Financial Strategy dated 16 December 2020

CAB3289 - General Fund Budget 2021/22 dated 11 February 2021

Other Background Documents:-

APPENDICES:

Appendix A – Medium Term Financial Projections – General Fund

Appendix B – General Fund Earmarked Reserves

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| | | | | | | | | | | | | |
|---|----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Council Tax Base | | | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% |
| Council Tax - Band D £ | 3.0% | | 3.0% | 3.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% |
| Contractual Inflation | 1.0% | | 3.5% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% |
| Pay Inflation | 2.0% | | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% | 2.0% |
| Reduction in Income | 20.0% | | 10.0% | 5.0% | 0.0% | | | | | | | |
| General Fund Revenue (£m) | Budget | Forecast | Forecast | Forecast | Forecast | Forecast | Forecast | Forecast | Forecast | Forecast | Forecast | Forecast |
| | 2021/22 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 | 2030/31 | 2031/32 |
| Funding | | | | | | | | | | | | |
| Council Tax (excluding Parish Precepts) | 8.517 | 8.517 | 8.847 | 9.190 | 9.465 | 9.748 | 10.040 | 10.342 | 10.653 | 10.974 | 11.305 | 11.646 |
| Retained Business Rates | 4.918 | 4.218 | 4.900 | 2.527 | 2.654 | 2.787 | 2.787 | 2.787 | 2.787 | 2.787 | 2.787 | 2.787 |
| New Homes Bonus | 1.963 | 1.963 | 0.970 | | | | | | | | | |
| COVID Tranche 5 | 0.494 | 0.494 | | | | | | | | | | |
| Lower Tier Services Grant | 0.461 | 0.461 | 0.289 | | | | | | | | | |
| Local Council Tax Support | 0.169 | 0.169 | | | | | | | | | | |
| Damping Forecast | | | | 2.469 | 1.031 | 0.000 | | | | | | |
| Other Grants | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 | 0.349 |
| | 16.871 | 16.171 | 15.355 | 14.535 | 13.499 | 12.884 | 13.177 | 13.478 | 13.789 | 14.110 | 14.441 | 14.782 |
| Investment Activity | 1.876 | 1.876 | 1.319 | 1.203 | 1.162 | 1.140 | 1.118 | 1.096 | 1.072 | 1.048 | 1.034 | 0.637 |
| Resources available | 18.747 | 18.047 | 16.673 | 15.738 | 14.661 | 14.025 | 14.295 | 14.574 | 14.862 | 15.158 | 15.475 | 15.419 |
| Baseline Net Expenditure | | | | | | | | | | | | |
| Gross Income | 11.627 | 11.627 | 13.655 | 15.808 | 17.154 | 17.086 | 17.216 | 17.237 | 17.380 | 17.397 | 17.523 | 17.553 |
| Gross Expenditure | -29.298 | -29.298 | -30.133 | -31.758 | -32.557 | -33.333 | -34.108 | -34.921 | -35.706 | -36.506 | -37.327 | -38.094 |
| One-off Staffing Support | | -0.200 | | | | | | | | | | |
| Growth - project delivery | | -0.400 | -0.600 | | | | | | | | | |
| Growth - climate emergency | | | | -0.100 | -0.100 | -0.100 | -0.100 | -0.100 | -0.100 | -0.100 | -0.100 | -0.100 |
| Provision for Asset Maintenance | | | | | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 |
| Unavoidable Growth - on-street parking agency | | | | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 | -0.250 |
| Reduced Car Parking Income - climate change agenda | | | | -0.500 | -0.500 | -0.500 | -0.500 | -0.500 | -0.500 | -0.500 | -0.500 | -0.500 |
| Central Zone car parking charges | | | 0.050 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 |
| P&R Bus Subsidy | | 0.750 | | | | | | | | | | |
| Guildhall Hire | | 0.300 | | | | | | | | | | |
| Winchester Sport and Leisure Park | | 0.500 | | | | | | | | | | |
| Additional net garden waste income | | 0.165 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 | 0.100 |
| Bar End Depot | | | | | 0.300 | 0.300 | 0.300 | 0.300 | 0.300 | 0.300 | 0.300 | 0.300 |
| Baseline resource requirements | -17.671 | -16.556 | -16.928 | -16.600 | -16.003 | -16.847 | -17.492 | -18.284 | -18.926 | -19.708 | -20.404 | -21.141 |
| One-off budgets & Reserve Related Movements | -1.077 | -1.077 | 0.391 | -0.175 | -0.619 | -0.769 | -0.769 | -0.630 | -0.181 | -0.177 | -0.177 | -0.177 |
| Total net resource requirements | -18.748 | -17.633 | -16.537 | -16.775 | -16.623 | -17.616 | -18.261 | -18.914 | -19.107 | -19.886 | -20.581 | -21.318 |
| Budget Surplus / (Shortfall) | 0.000 | 0.415 | 0.136 | -1.037 | -1.962 | -3.592 | -3.966 | -4.339 | -4.245 | -4.727 | -5.107 | -5.899 |
| % of Gross Expenditure | 0.0% | -1.4% | -0.5% | 3.3% | 6.0% | 10.8% | 11.6% | 12.4% | 11.9% | 12.9% | 13.7% | 15.5% |

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General Fund – Earmarked Reserves

CAB3318
Appendix B

| GENERAL FUND EARMARKED RESERVES (£000) | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 | 2030/31 | 2030/31 |
|---|-----------------|-------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| | Outturn | Forecast end of year balances | | | | | | | | | | |
| OPERATIONAL RESERVES | | | | | | | | | | | | |
| Major Investment Reserve | (6,920) | (4,043) | (2,499) | (1,877) | (1,726) | (1,726) | (1,726) | (1,726) | (1,726) | (1,726) | (1,726) | (1,726) |
| Transformation | (236) | | | | | | | | | | | |
| Council Plan Support | (138) | | | | | | | | | | | |
| Community Grants & Commissions | (364) | (364) | (289) | (289) | (289) | (289) | (289) | (289) | (289) | (289) | (289) | (289) |
| Flood Support Schemes | (67) | | | | | | | | | | | |
| Landscape Mitigation | (14) | | | | | | | | | | | |
| Local Development Framework (LDF) | (290) | | | | | | | | | | | |
| New Burdens | (636) | (502) | (502) | (502) | (502) | (502) | (502) | (502) | (502) | (502) | (502) | (502) |
| | (8,664) | (4,910) | (3,291) | (2,669) | (2,518) | (2,518) | (2,518) | (2,518) | (2,518) | (2,518) | (2,518) | (2,518) |
| ASSET RESERVES | | | | | | | | | | | | |
| Property - Asset Management Reserve | (3,511) | (2,880) | (2,780) | (2,680) | (2,630) | (2,580) | (2,530) | (2,480) | (2,430) | (2,380) | (2,330) | (2,480) |
| Car Parks Property | (1,549) | (1,230) | (1,360) | (1,490) | (1,440) | (1,390) | (1,340) | (1,290) | (1,240) | (1,190) | (1,140) | (1,270) |
| Information Management and Technology | (63) | (156) | (324) | (290) | (253) | (296) | (188) | (202) | (262) | (220) | (282) | (282) |
| | (5,123) | (4,266) | (4,465) | (4,460) | (4,323) | (4,266) | (4,058) | (3,972) | (3,933) | (3,790) | (3,752) | (4,032) |
| RESTRICTED RESERVES | | | | | | | | | | | | |
| S106 (Interest) | (236) | (236) | (236) | (236) | (236) | (236) | (236) | (236) | (236) | (236) | (236) | (236) |
| Community Infrastructure Levy - General Fund | (10,903) | (9,096) | (8,196) | (8,196) | (8,196) | (8,196) | (8,196) | (8,196) | (8,196) | (8,196) | (8,196) | (8,196) |
| Community Infrastructure Levy - Winchester Town | (1,078) | (383) | (383) | (383) | (383) | (383) | (383) | (383) | (383) | (383) | (383) | (383) |
| COVID - Discretionary Grants | (2,021) | | | | | | | | | | | |
| Winchester Town Reserve | (403) | (102) | (197) | (254) | (192) | (179) | (166) | (166) | (166) | (166) | (166) | (166) |
| | (14,641) | (9,817) | (9,012) | (9,069) | (9,007) | (8,994) | (8,981) | (8,981) | (8,981) | (8,981) | (8,981) | (8,981) |
| RISK RESERVES | | | | | | | | | | | | |
| Municipal Mutual Insurance | (139) | (139) | (139) | (139) | (139) | (139) | (139) | (139) | (139) | (139) | (139) | (139) |
| Museums Acquisitions | | | | | | | | | | | | |
| Transitional Reserve | (3,434) | (1,927) | (2,179) | (2,379) | (2,579) | (2,579) | (2,579) | (2,579) | (2,579) | (2,579) | (2,579) | (2,579) |
| Business Rates Retention | (1,900) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) | (1,000) |
| | (5,473) | (3,065) | (3,317) | (3,517) | (3,717) | (3,717) | (3,717) | (3,717) | (3,717) | (3,717) | (3,717) | (3,717) |
| Total General Fund Earmarked Reserves | (33,901) | (22,058) | (20,084) | (19,715) | (19,565) | (19,495) | (19,274) | (19,188) | (19,148) | (19,006) | (18,968) | (19,248) |
| | | | | | | | | | | | | |
| General Fund Balance | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) | (2,789) |
| | | | | | | | | | | | | |
| Usable Capital Receipts Reserve - General Fund | (3,838) | (2,022) | (2,032) | (1,809) | (1,959) | (2,297) | (2,639) | (2,984) | (3,333) | (3,685) | (4,041) | |

CAB3315
CABINET

REPORT TITLE: GOODS SHED SITE IN BARFIELD CLOSE

20 OCTOBER 2021

REPORT OF CABINET MEMBER: Cllr Kelsie Learney, Cabinet Member for Housing & Asset Management

Contact Officer: Richard Wadman Tel No: 01962 848397 Email
rwadman@winchester.gov.uk

WARD(S): ST MICHAEL WARD

PURPOSE

The former Goods Shed site in Barfield Close, Winchester is suitable for a mixed B1 and B8 development having been a commercial site since Victorian times. This report identifies the work undertaken by the team of officers and consultants to facilitate such a development, outlines the scope of the proposed works and details the estimated cost. The report seeks approval to prepare and submit a detailed planning application.

The proposal is to convert the former goods shed building into three self-contained office units and develop a terrace of adjacent small industrial / workshop units.

RECOMMENDATIONS:

1. That the proposal to refurbish the Goods Shed, Barfield Close, Winchester to create three self-contained office units and to develop a terrace of adjacent small industrial / workshop units be approved
2. That the Corporate Head of Asset Management be authorised to prepare and submit a detailed planning application for the proposed scheme.
3. That the Corporate Head of Asset Management be authorised to incur capital expenditure of pre-construction costs up to £95,000 and that this work proceeds at a financial risk to the Council.

4. That, subject to securing planning approval, the Corporate Head of Asset Management be authorised to invite tenders to undertake the proposed works.
5. That a Final Business Case report is brought to Members after tenders are evaluated and the final tender price is known, to agree whether to proceed with the scheme and to award the contract to the preferred bidder.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

1.1 Tackling the Climate Emergency and Creating a Greener District

1.2 The office units will be located within walking distance of the city centre and therefore easily accessible and the units will have Electric vehicle (EV) charging points. The design of the refurbishment will as far as possible follow low carbon principles.

1.3 Vibrant Local Economy

The location of the Goods Shed site between the city centre and the motorway provides an ideal location for small businesses who are increasingly looking for modern commercial accommodation build to a high standard within easy reach for staff but also customers.

1.4 Living Well

The location of the scheme on Barfield Close is within both a short walk of the amenities offered by the city centre but also those offered by the new leisure centre at Bar End. Businesses that choose this scheme will be able to encourage their staff to use the facilities offered by the leisure centre, among others, to promote a healthy lifestyle for employees.

2 FINANCIAL IMPLICATIONS

2.1 Preliminary feasibility has provided a build cost estimate, ground surveys, architectural plans and an assessment of market rental values.

2.2 An independent development appraisal has been carried out that demonstrates a positive land value of £530,000 per acre and a return of 6.24%.

2.3 In terms of viability, the current build cost estimate is approx. £3.3m and the projected income of a fully let development is £225,000 per annum. The council will lose the current income from the site (£7,000 per annum) but will save on business rates (currently £27,000 per annum), as these will be paid by the tenants. Assuming a PWLB borrowing rate of 2.5% this produces an estimated surplus income of £70,000 per year when fully let. Further detail is provided in Appendix A.

2.4 In recent months commodity prices have increased and this has inflated material costs. In addition, there is currently a shortage of labour. This means that tenders when sought may exceed budget estimates unless commodity markets stabilise. Given it is likely to be nearly two years before formal tender responses are received, only then will we really know the actual cost of the scheme. As construction will not commence until 2023, there is some risk that

the cost of borrowing will also increase. Sensitivity analysis has been undertaken as part of the financial appraisal (see Appendix A).

- 2.5 Planning application costs are estimated at up to £95,000. Upon planning permission being received, the specified works package will go out to tender, viability will be reassessed based on the tender prices and a further paper will be brought to Cabinet seeking approval to progress with the scheme and award a contract. Whilst the £95,000 can be capitalised, if the scheme does not ultimately progress these costs will be written back to revenue.
- 2.6 The mix of future tenants will be driven by the market but consideration may be given to letting a unit for community purposes, subject to viability not being adversely affected.
- 2.7 Proposals will also consider the potential of enhancing the adjacent public footpath.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Under section 1 of the Localism Act 2011, the council has the power to undertake any activity a normal person could undertake, so long as not otherwise prohibited by an express statutory restriction. There are no such prohibitions that apply, and therefore the council may pursue the scheme under this power and take steps to deliver it. In doing so, it will be subject to other statutory and common law obligations, including in relation to consultation.
- 3.2 The Council has had regard to its obligations under section 1 Local Government Act 1999 to secure continuous improvement in the way in which its functions are exercised having regard to economy, efficiency and effectiveness. A range of options have been properly considered.
- 3.3 The tender exercise will be properly run with support from the council's procurement team and in compliance with the Public Contract Regulations 2015 and the council's Contract Procedure Rules.

4 WORKFORCE IMPLICATIONS

- 4.1 This scheme will involve a significant amount of input from officers within Estates and other teams including Procurement and Finance.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 This proposal is designed to make best use of the Council's property asset and create an income producing investment to be retained within the Council's portfolio.

6 CONSULTATION AND COMMUNICATION

- 6.1 Prior to submission of the planning application, a stakeholder engagement plan will be agreed with the lead Cabinet member, local ward members and the Council's Communications team. This will involve sharing details of the planning application as it emerges.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The Goods Shed site is a former railway yard which was subsequently used as a scrap yard and even more recently for metal recycling. Soil samples have been taken and there is a need for an element of soil removal and remediation.
- 7.2 The design of the refurbishment will as far as possible follow low carbon principles.

8 EQUALITY IMPACT ASSESSEMENT

- 8.1 The proposed scheme will be designed to meet accessibility standards and an equality impact assessment of the final proposals will be completed before final recommendations to Cabinet.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 None required

10 RISK MANAGEMENT

| Risk | Mitigation | Opportunities |
|-----------------------|---|---|
| Financial Exposure | The scheme will have both offices and commercial space and this spreads the risk over two main sectors, both of which are in short supply around Winchester. | The scheme provides an opportunity to attract new businesses to the city. |
| Exposure to challenge | The planning application and accompanying documents will be produced by external consultants with all relevant parties being kept informed of progress and any concerns taken into consideration and included within the preparation of the | The Estates team will be working very closely with local residents. |

| | | |
|------------------|---|--|
| | planning application prior to submission to the LPA. | |
| Innovation | The site is very under-utilized at present and the scheme will show how an existing industrial site can be repurposed to provide modern accommodation suited to modern businesses | There are no other schemes directly comparable in the vicinity and this shows what can be done with a small existing site in a very sought after location |
| Reputation | The site has been undeveloped for many years and although used for temporary uses, by developing the site, shows that the council is focusing efforts on maximising the opportunities offered by its existing assets. | |
| Property | The property is a long held asset of the council and occupies a very prominent location ideal for redevelopment for the longer term future. | It will show that the council is committed to maximising the opportunity of a long held asset whilst also delivering on a pledge to help community orientated outlets like the boxing club |
| Project capacity | The use of outside consultants to assist with gaining planning consent and the construction process. | The Estates team will be working closely with consultants throughout the process to deliver the scheme |

11 SUPPORTING INFORMATION:

- 11.1 The Goods Shed site on Barfield Close forms part of an old railway works which has been largely empty for many years. The site's location offers good transport links being within a short walk of the city centre whilst also providing easy access to the road network. (See Location Plan at Appendix B) The redevelopment demonstrates the Council is delivering on one of the Council Plan Objectives, namely doing what it can to support and encourage a "Vibrant Local Economy"

- 11.2 **Background** – The site is a former railway goods shed yard and therefore has been in some form of industrial use since the late 1800's. It is therefore fitting that the site is continuing to be used for commercial purposes, nearly 200 years later albeit the modern uses will be far cleaner and more in-keeping with those of the 21st Century.
- 11.3 **Details of proposal** – The proposal is to retain, albeit substantially refurbish the existing building to provide three, modern, self-contained office units fronting Barfield Close. The design will retain the essence of the existing building as a nod to its original use but will offer all the modern elements that office occupiers now expect. The new units proposed behind will be of steel portal frame construction under a profile clad roof and provide modern light industrial / storage units of which there is a real shortage. The shortage of stock stems from the shortage of suitable land around Winchester on which to build these type of units. Rents have risen in recent years to a level where now schemes of small units can more easily be justified. Small units provide businesses with a stepping stone allowing businesses to grow and therefore without the first rung on the ladder businesses struggle to prosper. This comes back to the way in which this scheme demonstrates the council's ability to help and encourage a Vibrant Local Economy.
- 11.4 This is a commercially focused scheme although there may be an opportunity for one or more of the units to be offered on more flexible terms, however this would have a direct impact on the income profile and the overall viability
- 12 **Conclusion**
- 13 The proposed mixed commercial scheme fits very well with the site as it has been a long standing industrial location. However the move away from heavy industry to more modern commercial uses is a real sign of the times and aligns with the move towards greener, more sustainable practises. It delivers what the market needs in terms of modern commercial space whilst also delivering on one of the council's major themes which is encouraging a Vibrant Local Economy and the ongoing prosperity of the city of Winchester.
- 14 **OTHER OPTIONS CONSIDERED AND REJECTED**
- 14.1 Early on this site was considered as a housing site with a high level feasibility study carried out identifying the potential for approximately 45 flats. Although there is significant demand for housing this paper proposes a commercial use in order to support the business community and help encourage the growth of new firms who will hopefully become the employers of tomorrow within the city.
- 14.2 Due to the sites location next to the councils waste contractors depot and because of its long standing use as an industrial site it was felt that it should remain in commercial use to help the city's economic prosperity.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

None relevant.

Other Background Documents:-

Viability report produced by Carter Jonas.

APPENDICES:

Appendix A – Financial appraisal

Appendix B – Location Plan

Financial Appraisal

| Capital Budget | | | | | | | | | |
|----------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|---------------------------|---------------|
| | 2021/22 £000 | 2022/23 £000 | 2023/24 £000 | 2024/25 £000 | 2025/26 £000 | 2026/27 £000 | 2027/28 £000 | Remaining life £000 | Total £000 |
| Estimated build cost | 60 | 35 | 2,500 | 705 | 0 | 0 | 0 | 0 | 3,300 |
| Total | 60 | 35 | 2,500 | 705 | 0 | 0 | 0 | 0 | 3,300 |
| Financed by: | | | | | | | | | |
| Prudential borrowing | 60 | 35 | 2,500 | 705 | 0 | 0 | 0 | 0 | 3,300 |
| Total | 60 | 35 | 2,500 | 705 | 0 | 0 | 0 | 0 | 3,300 |

| Revenue Consequences | | | | | | | | | |
|---|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|---------------------------|---------------|
| | 2021/22 £000 | 2022/23 £000 | 2023/24 £000 | 2024/25 £000 | 2025/26 £000 | 2026/27 £000 | 2027/28 £000 | Remaining life £000 | Total £000 |
| Income | 0 | 0 | (7) | 132 | 201 | 201 | 201 | 5,718 | 6,446 |
| Expenditure | 0 | 0 | 0 | 18 | 27 | 27 | 27 | 711 | 810 |
| Net surplus/(deficit) | 0 | 0 | (7) | 150 | 228 | 228 | 228 | 6,429 | 7,256 |
| Financing costs | | | | | | | | | |
| Interest payments | 0 | 0 | (32) | (65) | (83) | (81) | (79) | (1,188) | (1,527) |
| Minimum Revenue Provision (MRP)* | 0 | 0 | 0 | 0 | (75) | (77) | (79) | (3,069) | (3,300) |
| Net impact on the General Fund balance | 0 | 0 | (39) | 85 | 70 | 70 | 70 | 2,172 | 2,428 |

*Borrowing need is reduced over the life of the asset by applying MRP annually from revenue

Sensitivities

Net impact on the General Fund balance

Cost of borrowing 0.5% higher

Cost of borrowing 0.5% lower

Cost of construction £500,000 higher

Cost of borrowing +0.5% and construction +£500,000

| | 2021/22 £000 | 2022/23 £000 | 2023/24 £000 | 2024/25 £000 | 2025/26 £000 | 2026/27 £000 | 2027/28 £000 | Remaining life £000 | Total £000 |
|--|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|---------------------------|---------------|
| Cost of borrowing 0.5% higher | 0 | 0 | (46) | 72 | 60 | 60 | 60 | 1,883 | 2,088 |
| Cost of borrowing 0.5% lower | 0 | 0 | (33) | 98 | 81 | 81 | 81 | 2,451 | 2,758 |
| Cost of construction £500,000 higher | 0 | 0 | (43) | 79 | 46 | 46 | 46 | 1,527 | 1,703 |
| Cost of borrowing +0.5% and construction +£500,000 | 0 | 0 | (50) | 65 | 34 | 34 | 34 | 1,194 | 1,312 |

Net Present Value/(Cost) £000:

1,734

Discounted payback period:

19 years

| Incremental Impact of Capital Investment Decisions* | 2021/22 Estimate £ | 2022/23 Estimate £ | 2023/24 Estimate £ | 2024/25 Estimate £ | 2025/26 Estimate £ | 2026/27 Estimate £ | 2027/28 Estimate £ | 2028/29 Estimate £ | 2029/30 Estimate £ |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| General Fund - equivalent to increase/(decrease) in annual band D Council Tax | 0.00 | 0.00 | 0.76 | (1.62) | (1.32) | (1.30) | (1.29) | (1.27) | (1.46) |

*This is an indicator of affordability that shows the impact of capital investment decisions on Council Tax.

Assumptions

| | | |
|----------------------------------|---|---|
| Appraisal period | 30 years | Estimated useful economic life |
| Construction period | May 2023 to July 2024 | Estimate |
| Tenancies start date | August 2024 | |
| Discount Factor | 2.50% | |
| Income | Offices - circa £120,000 per annum | Estimated cost of capital 5 years with 6 months rent free therefore smoothed rent of £108,000 per annum years 1 to 5. 5 years with 3 months rent free therefore smoothed rent of £100,000 per annum years 1 to 5. |
| | Industrial units - circa £105,000 per annum | Assumed tenants will renew on same terms and so no further rent free periods. |
| Lost income | £7,000 per annum | The council currently lets the site for private parking at a rent of £135 per week. |
| Expenditure | £nil | Maintenance of common areas recoverable via service charge. |
| Expenditure savings | £27,000 per annum | The council currently has a business liability. This liability will become the tenants' once occupied. |
| Inflation | nil | For purpose of appraisal no inflation has been applied to income. However, if rental income increases in future years, the forecast surplus will increase as borrowing costs are likely to remain fixed. |
| Notional interest | 2.50% | Rate based on long term borrowing rates available to WCC including margin for prudence |
| Minimum Revenue Provision | 2.50% | As above; applied in the year following the asset becoming operational and over estimated life |

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Former Goods Yard, Barfield Close, Winchester – Location Plan



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CAB3313
CABINET

REPORT TITLE: PROPOSED ARTICLE 4 DIRECTION FOR CHALK RIDGE, WINCHESTER

20 OCTOBER 2021

REPORT OF CABINET MEMBER: Cllr Russell Gordon-Smith - Cabinet Member for the Built Environment

Contact Officer: JULIE PINNOCK Tel No: 01962 848438 Email: jpinnock@winchester.gov.uk

WARD(S): ST MICHAEL

PURPOSE

The purpose of this report is to consider whether an Article 4 Direction should be introduced in Chalk Ridge to remove permitted development rights which allow the change of use of a dwelling house to a house in multiple occupation (HMO).

Local residents and Ward Members have expressed concern about the increasing number of HMOs in Chalk Ridge and the effect this is having on the neighbourhood with the loss of housing that is suitable for families.

There are 38 houses in Chalk Ridge and to date 5 of them have been converted to HMOs. This equates to just over 13% with another house currently being converted to a HMO, which would bring the total to 15.79%. There is potential for more family homes in the road to be changed in this way.

Policy WIN9 of the adopted Local Plan deals specifically with HMOs and explains that the council will introduce Article 4 Directions in neighbourhoods in order to retain a balanced housing stock and avoid over concentration of HMOs in an area.

Given the increase of HMOs in Chalk Ridge, and the impact this is having on the mix of housing in the street, a non-immediate Article 4 Direction (effective twelve months after it is made) would be appropriate and is therefore recommended.

RECOMMENDATIONS:

1. That the Service Lead: Legal be authorised to make a non-immediate Direction under the provisions of Article 4(1) of the Town and Country Planning (General Permitted Development) (England) 2015 to remove permitted development rights under Class L, of Schedule 2, Part 3 (development consisting of a change of use of a building from a use falling within Class C3 (dwellinghouses) of the Schedule to the Use Class Order, to a use falling within Class C4 (houses in multiple occupation).
2. That the Service Lead: Built Environment and the Service Lead: Legal be authorised to consider any objections received after the Direction is made and publicised and to confirm the Direction.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

- 1.1 Tackling the Climate Emergency and Creating a Greener District
- 1.2 The conversion of family homes into HMOs is unlikely to effect the councils climate emergency.
- 1.3 Homes for all
- 1.4 Policy WIN9 of the Local Plan seeks to retain a balanced housing stock across the city. The retention of family homes as well as new HMOs helps contribute towards homes for all. Making an Article 4 Direction does not prohibit the formation of any further HMOs in Chalk Ridge but means that planning permission would be required for a change of use thereby bringing proposals for additional HMOs within planning controls. This would enable an assessment of the planning merits of each proposed HMO having regard to national and local plan policies.
- 1.5 Living Well
- 1.6 The introduction of an Article 4 Direction will contribute to the well-being of the existing residents of Chalk Ridge by bringing into control development that would not otherwise require planning permission meaning there would be the opportunity for interested parties to comment on any new proposals that come forward.
- 1.7 Your Services, Your Voice
- 1.8 The introduction of an Article 4 Direction will provide a mechanism for locally elected members and local residents to have their say before any planning decision is taken on proposals for change of use of a dwelling house to an HMO.

2 FINANCIAL IMPLICATIONS

- 2.1 There should be no financial impact associated with the direction being introduced, provided it is a non-immediate Direction.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 None other than the resources involved in making and publicising the Article 4 Direction.

4 WORKFORCE IMPLICATIONS

- 4.1 None other than the resource involved in monitoring the number of HMOs in the street.

5 PROPERTY AND ASSET IMPLICATIONS

5.1 None

6 CONSULTATION AND COMMUNICATION

6.1 This issue has arisen from concerns raised by local ward councillors and residents. A public meeting (held virtually) was undertaken on 1st July 2021 and was well attended by local residents, an owner of one of the HMO units and their agent. It was chaired by the Cabinet Member for Built Environment with support from Ward Members.

6.2 Attached as a background paper is the presentation given by the Service Lead: Built Environment to that meeting which sets out the national and local plan policy, and the issues for consideration in serving an Article 4 Direction.

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

| Risk | Mitigation | Opportunities |
|---|--|---------------|
| Financial Exposure N/A | | |
| Exposure to challenge N/A | | |
| Innovation N/A | | |
| Reputation <i>Failure to take action to control the rising number of HMOs in Chalk Ridge could undermine public confidence in the Council as local planning authority.</i> | Make Article 4 Direction in Chalk Ridge where there is evidence of an increasing number HMOs which may in the future, if unregulated, cause an imbalance in the housing mix. | |
| Achievement of outcome N/A | | |
| Property N/A | | |
| Community Support <i>Lack of community support for making an</i> | There is evidence of concern from Chalk Ridge residents about the | |

| | | |
|---|--|--|
| <i>Article 4 direction to control HMOs.</i> | increasing number of HMOs and support for an Article 4 Direction. | |
| <p><i>Timescales</i> <i>Making a non-immediate Article 4 Direction will mean that there will be 12 months for dwelling houses to become HMOs without needing permission from the Council before the Direction comes into effect.</i></p> <p><i>Making an immediate Article 4 Direction would expose the Council to the risk of paying compensation if planning applications were refused or permitted with conditions in the first 12 months after the Direction was made.</i></p> | <p>In the 12 month period between making the Direction and it coming into effect it is possible that the number of HMOs could increase. As the number of HMOs in Chalk Ridge is at 15.79% (including the dwelling currently being converted), the 25% limit specified in policy WIN9 has not been reached albeit there may still be localised concentrations of HMOs which would not accord with the policy. A further 4 houses would need to be converted in the 12 months to breach the 25% limit, and the risk of this is considered to be low.</p> <p>This risk cannot be mitigated so the Council would have to deal with any compensation claims that arise. This option is not therefore recommended.</p> | |
| Project capacity N/A | | |
| Other N/A | | |

11 SUPPORTING INFORMATION:

- 11.1 Councillors representing the St Michael Ward and in particular residents in Chalk Ridge have raised concerns about the increasing number of HMOs in the street.

- 11.2 Chalk Ridge sits within the Highcliffe part of Winchester with access to and from the wider area via Petersfield Road. It is a residential street situated on steeply sloping land rising up quite considerably from the level of Petersfield Road.
- 11.3 Although it forms part of Highcliffe, the geography and topography of Chalk Ridge are somewhat unique which gives it a distinct almost self-contained character. Only those living in or visiting properties there are likely to come to the street which ends in a cul-de-sac.
- 11.4 Houses in Chalk Ridge are a mix of detached, semi-detached and terraced dwellings, most of which have off road parking. There are no parking restrictions on the road and some on street parking does occur. The houses on the south side of Chalk Ridge appear single storey with the accommodation stepping down to take account of the different land levels.
- 11.5 Planning regulations allow dwelling houses to be converted to small HMOs for three to six occupiers without requiring planning permission from the council (permitted development). This means that the council has no planning control over such change of use. However, local planning authorities can introduce Article 4 Directions if they are concerned that the exercising of permitted rights is having, or will have, detrimental effects on the area. Larger HMOs occupied by more than 6 unrelated residents already require planning permission.
- 11.6 Policy WIN9 of the Winchester District Local Plan Part 2 deals specifically with HMOs in Winchester and indicates that the council will introduce Article 4 Directions in areas where there are well founded concerns relating to an existing or potential over-concentration of this type of accommodation. It is important to note that this policy does not necessarily prevent permission being granted for new HMOs in neighbourhoods where a direction is made and acknowledges that this type of housing has a valuable role to play in meeting housing need. It is important to recognise that HMOs can provide a source of housing for a range of people and not just the student population as is often the public perception. Landlords are aware of this concern but may not be supportive of the council taking steps to control the numbers of new HMOs in the area. This has been considered when deciding whether to proceed with a direction in this area.
- 11.7 Policy WIN9 seeks to maintain a balance between HMOs and other types of dwellings. In areas where the proportion of HMOs has already reached 20% of the housing stock (Stanmore), or 25% in one street, permission for additional HMOs will normally be refused.
- 11.8 Furthermore, the policy is designed to prevent localised concentrations by resisting proposals which would result in a dwelling house being bounded by HMOs on both sides or a continuous row of 3 or more as well as ensuring that proposed HMOs would provide adequate parking. Exceptionally, planning permission would be granted for a change of use to a HMO where these thresholds have been reached or exceeded, if the continued use of that

property as a dwelling house is already seriously comprised because of existing domination of HMOs.

- 11.9 In light of the concerns being raised over the increasing number of HMOs in Chalk Ridge the council have reviewed information it holds for properties in the road. There are 38 houses, of which 5 are already in use as HMOs, with 1 further house currently being converted. This equates to 15.79%.
- 11.10 When applying an Article 4 Direction it usually relates to a neighbourhood, with a defined geographical area, and not to a single street. In considering the request for a direction in Chalk Ridge the wider Highcliffe area has also been considered. However as set out above, Chalk Ridge has a distinct character and the increase in HMOs appears to be a particular issue in this location rather than more broadly in this part of the city. It is as a result considered that an Article 4 Direction would not be justified for the wider area.
- 11.11 It is therefore considered that Chalk Ridge can be viewed independently of the wider area. It is unlikely that making an Article 4 Direction here would have a knock on effect in terms of increasing pressure for new HMOs in nearby roads or Highcliffe more generally. The character of adjoining areas, and their housing stock, is different to that of Chalk Ridge.
- 11.12 A decision to remove permitted development rights should not be taken lightly. Whilst the council has powers to introduce Article 4 Directions in areas of the city where an existing or potential over concentration of HMOs is detrimental to local housing mix, it should only do so exceptionally where there is sound justification. Paragraph 53 of the National Planning Policy Framework states:

“The use of Article 4 directions to remove national permitted development rights should:

- *where they relate to change from non-residential use to residential use, be limited to situations where an Article 4 direction is necessary to avoid wholly unacceptable adverse impacts (this could include the loss of the essential core of a primary shopping area which would seriously undermine its vitality and viability, but would be very unlikely to extend to the whole of a town centre)*
- *in other cases, be limited to situations where an Article 4 direction is necessary to protect local amenity or the well-being of the area (this could include the use of Article 4 directions to require planning permission for the demolition of local facilities)*
- *in all cases, be based on robust evidence, and apply to the smallest geographical area possible.”*

- 11.13 The justification in this case is the direction is required to allow the council to control new HMOs in the street, in line with adopted planning policy, so as to

protect the local amenity of Chalk Ridge by ensuring an appropriately balanced housing stock is maintained which also supports the well-being of the area. The proposed direction is intended to cover only this road so is compliant with the guidance in relation to applying the restrictions to the smallest geographical area possible.

Whilst the proportion of HMOs in Chalk Ridge is currently below the 25% threshold for a single street, as stated in policy WIN9, there is justification for making a non-immediate Article 4 Direction in Chalk Ridge.

OTHER OPTIONS CONSIDERED AND REJECTED

- 11.14 The council could make an immediate direction (removing permitted development rights as soon as the direction is made) however this would expose the council to the financial risk of compensation as explained in the risk section above. This risk would not be justified hence this approach is not recommended.

The council could decide not to make an Article 4 Direction for Chalk Ridge, allowing owners to freely exercise permitted development rights to convert dwelling houses into HMOs. However as noted in this report, this could lead to an imbalance in the housing stock and this approach is not therefore recommended.

BACKGROUND DOCUMENTS:-

Presentation given to residents at virtual public meeting on 1st July 2021

Previous Committee Reports:-

None relevant

Other Background Documents:-

Winchester District Local Plan Part 2

National Planning Policy Framework

National Planning Practice Guidance

APPENDICES:

Appendix 1 – Map showing the boundary of the proposed Article 4 Direction in Chalk Ridge.

Appendix 1

Map showing boundary of proposed Article 4 Direction in Chalk Ridge



Date: 23/09/2021

Scale: 1:1,250

Author:

Chalk Ridge, Winchester

Legend

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website www.winchester.gov.uk

Forward Plan of Key Decisions

November 2021

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 Members 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 November 2021** 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 £250,000 or which will have a significant effect on people or organisations in two or more wards.

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

The Plan has been set out in the following sections:

Section A – Cabinet

Section B - Individual Cabinet Members

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 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 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 Lucille Thompson

Leader of the Council

1 October 2021

| Cabinet Members: | Title |
|-----------------------------|--|
| • Cllr Lucille Thompson | Leader & Cabinet Member for Partnerships |
| • Cllr Neil Cutler | Deputy Leader & Cabinet Member for Finance & Service Quality |
| • Cllr Angela Clear | Communities & Wellbeing |
| • Cllr Russell Gordon-Smith | Built Environment |
| • Cllr Kelsie Learney | Housing & Asset Management |
| • Cllr Lynda Murphy | Climate Emergency |
| • Cllr Martin Tod | Economic Recovery |

| | Item | Cabinet Member | Key Decision | Wards Affected | Lead Officer | Documents submitted to decision taker | Decision taker (Cabinet, Cabinet Member 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 |
|--|------|----------------|--------------|----------------|--------------|---------------------------------------|---|----------------------------------|--------------------------------|--|
|--|------|----------------|--------------|----------------|--------------|---------------------------------------|---|----------------------------------|--------------------------------|--|

Section A

Decisions made by Cabinet

| | | | | | | | | | | |
|---|------------------|---|------------------------|-----------|-----------|----------------|---------|--------|-------------------|---------------|
| 1 | Land transaction | Cabinet Member for Housing and Asset Management | Expenditure > £250,000 | All Wards | Geoff Coe | Cabinet report | Cabinet | Nov-21 | Nov-21 (date tbc) | Part exempt 3 |
|---|------------------|---|------------------------|-----------|-----------|----------------|---------|--------|-------------------|---------------|

Section B

Decisions made by individual Cabinet Members

| | | | | | | | | | | |
|---|-------|--|--|--|--|--|--|--|--|--|
| 2 | None. | | | | | | | | | |
|---|-------|--|--|--|--|--|--|--|--|--|

Section C

Decisions made by Officers

| | | | | | | | | | | |
|---|---|--|------------------------|-----------|-------------------------------------|---------------------------|-------------------------------------|--------|--------|------|
| 3 | Treasury Management - decisions in accordance with the Council's approved strategy and policy | Deputy Leader and Cabinet Member for Finance and Service Quality | Expenditure > £250,000 | All Wards | Designated HCC Finance staff, daily | Designated working papers | Designated HCC Finance staff, daily | Nov-21 | Nov-21 | Open |
|---|---|--|------------------------|-----------|-------------------------------------|---------------------------|-------------------------------------|--------|--------|------|

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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