



**Winchester**  
City Council

# **Public Space Protection Order Review 2026**

**Report by: Rebecca Hallett – Community Safety Officer.**



## Introduction

Winchester City Council is committed to providing safe spaces for those that live, work and visit the district.

The Anti-social Behaviour, Crime and Policing Act 2014, provides local authorities with several tools and powers to tackle anti-social behaviour, including the authority for the council to implement Public Spaces Protection Orders (PSPO).

PSPO's provide wider discretionary powers to deal with nuisance or problems which harm the local community's quality of life. They provide local authorities with the necessary powers intended to deal with a specific nuisance or problem in a particular area that is detrimental to those using an open space. They are designed to ensure the law-abiding majority can use and enjoy public spaces.

Winchester presently has a PSPO, known locally as the Alcohol Control Zone, covering the city centre and surrounding area (see appendix 1) to address alcohol related anti-social behaviour. The order restricts "Behaving in a manner, either as an individual or within a group of people, which is likely to cause harassment, alarm or distress, whilst being in possession of an open container of, or consuming alcohol"<sup>1</sup>.

Under Section 59 of the 2014 Act, the council can make or renew a PSPO where they can evidence behaviour that:

- have, or are likely to have, a detrimental effect on the quality of life of those in the locality.
- are, or are likely to be, persistent or continuing in nature.
- are, or are likely to be, unreasonable; and
- the restrictions justify the interference.

Renewals can be made for up to **three years** and may be renewed repeatedly, provided the test continues to be met and due process (including consultation) is followed.

The city council's constitution states that the Licensing and Regulation Committee will determine all applications to designate an area under Section 59 Anti-Social Behaviour, Crime and Policing Act 2014. This means that officers need to establish if our partners and the Committee are happy to proceed with the continuation of the PSPO in its present format.

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<sup>1</sup> PSPO Order – does not apply to licensed premises. Breaking an order is a criminal offence, which can result in a fixed penalty notice (FPN) of £100 or proceed to prosecution. If prosecuted an individual could be fined up to a maximum of £1,000. Only those aged 18 or over can be issued with an FPN.

## **PSPO Review methodology**

To support the review of the PSPO the Community Safety Team has referred to and complied with Section 72 Anti-social behaviour, Crime and Policing Act 2014.

### **The necessary consultation**

The Community Safety Team has consulted with the Police Chief Inspector for Winchester district, and Hampshire and Isle of Wight Office Police and Crime and Commissioner. In addition, as outlined in (b) and (c) a wider 14 organisations have been consulted with, including registered social landlord, support services and owner or occupiers of land within the PSPO area.

Appendix 2 outlines the partner organisations consulted with as part of the PSPO review, including if those partners submitted a response to the consultation survey.

Of the 16 organisations consulted with, 12 responses were received and all supported the renewal of the PSPO, known locally as Alcohol Control Zone, for a further 3 years<sup>2</sup>.

As part of the consultation process a consultation survey was sent out via the Winchester BID<sup>3</sup> e-newsletter<sup>4</sup> to capture the views of those who have businesses or work within the city centre. The response rate from this is statistically insufficient with only 2 responses submitted.

### **The necessary publicity**

Information regarding the review and the proposed renewal was published on the city council website from 19<sup>th</sup> May 2026, in advance of the Licensing and Regulatory Committee meeting on 15<sup>th</sup> June 2026, and prior to the expiry of the current PSPO on 14<sup>th</sup> September 2026.

### **The necessary notification**

Notification of the review and proposed renewal of the PSPO was sent to members of the Community Safety Strategic Partnership. The partnership has representative from the statutory partners<sup>5</sup> and wider partner organisations.

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<sup>2</sup> Appendix 3 provides a table of the survey questions and responses.

<sup>3</sup> The Winchester BID area follows the City Centre boundary and covers over 700 businesses.

<sup>4</sup> BID e-newsletter has 1.152 subscribers.

<sup>5</sup> Section 5 of Crime and Disorder Act 1998 sets out responsible authorities that are to work in partnership to deliver on crime and disorder. These are: Winchester City Council, Hampshire & Isle of Wight Constabulary, Hampshire & Isle of Wight Fire & Rescue Service, Hampshire County Council, National Probation Service South Central, Hampshire & Isle of Wight Integrated Care Board.

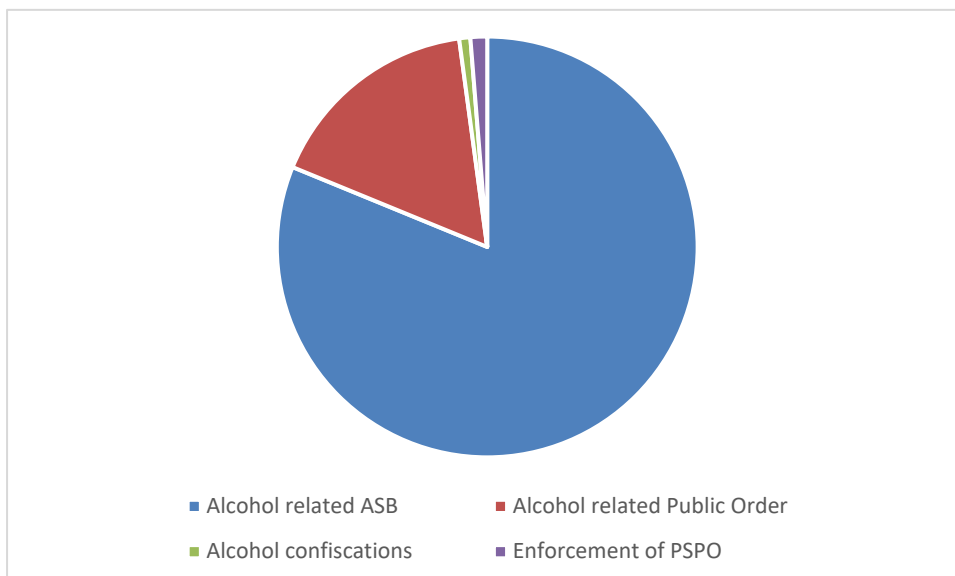
## Supporting evidence

### Hampshire & Isle of Wight Constabulary data.

The below table provides the data of all incidents logged as anti-social behaviour on the police system for the PSPO area. The data shows seasonal peaks during the summer months.

Months	Number of incidents logged
Oct – Dec 2023	59
Jan – March 2024	36
April – June 2024	80
July – Sep 2024	83
Oct – Dec 2024	51
Jan – March 2025	55
April- June 2025	43
July – Sep 2025	87
Oct – Dec 2025	69
<b>Total:</b>	<b>563</b>

Of the **563** anti-social behaviour incidents logged between 1<sup>st</sup> October 2023 and 31<sup>st</sup> December 2025, **234** incidents are relevant to the PSPO. The chart below shows that of these incidents the majority were alcohol related anti-social behaviour. Whilst this data captures **2** alcohol confiscations, and **3** incidents logged under enforcement of the PSPO, data on the number of contacts where an individual has complied with the officer's request to surrender or dispose of their alcohol in line with the PSPO are not recorded as this is not logged or captured by officers.



## Winchester City Council CCTV data

Winchester City Council CCTV data for calendar years 2024 and 2025 captures a wide range of behaviour that is observed by operatives. For the purpose of this report, data for incidents categorised as: Alcohol Control Zone, Public Order and Drunk have been extracted. The numbers captured remain low throughout the reporting period.

Months	Quarter	ACZ Total	Public Order	Drunk
Jan – March 2024	7	0	1	6
April – June 2024	5	0	2	3
July – Sep 2024	3	0	1	2
Oct – Dec 2024	8	0	4	4
Jan – March 2025	3	0	2	1
April- June 2025	8	0	5	3
July – Sep 2025	3	0	1	2
Oct – Dec 2025	5	0	1	4
<b>Total:</b>	<b>42</b>	<b>0</b>	<b>17</b>	<b>25</b>

## Winchester Business Improvement District (BID)

Winchester BID Rangers<sup>6</sup> incident reports provide the details of incidents that they attend and behaviour they observe as part of their pro-active patrols. The table below shows data taken from Tracktik. The data shows a consistent pattern during this reporting period<sup>7</sup> with a slight peak during the christmas period of 2024.

In addition, an interview has been conducted with Winchester BID Ranger (Appendix 5) who advised that they refer to the Alcohol Control Zone at least every other day.

Months	ASB/Drunkness	ASB/ Public Order	ASB/Public Drinking	ASB/Other <sup>8</sup>	Quarter Total
Oct – Dec 2023	21	9	0	21	<b>51</b>
Jan – March 2024	4	31	2	13	<b>50</b>
April – June 2024	5	39	23	26	<b>93</b>
July – Sep 2024	12	25	26	54	<b>118</b>
Oct – Dec 2024	14	29	36	64	<b>143</b>
Jan – March 2025	7	26	10	65	<b>108</b>
April – June 2025	9	29	29	41	<b>111</b>

<sup>6</sup> Winchester BID Rangers are employed by Venture who are contracted by Winchester BID to help reduce business crime and provide a safe city centre environment.

<sup>7</sup> In 2024 BID introduced recording alcohol related ASB increasing the number of incidents.

<sup>8</sup> ASB other accounts for approx. 50% alcohol related incidents that do not fit into other current headings.

July – Sep 2025	16	23	28	50	<b>117</b>
Oct – Dec 2025	11	27	25	59	<b>122</b>

## **Supporting statements from Partners**

### **Hampshire & Isle of Wight Constabulary – Winchester District**

From Winchester District Senior Management Team, we fully support the continuation/extension of these powers. The existing conditions remain proportionate, and they continue to give us an effective tool for managing alcohol-related ASB and offending. It also supports some of our ongoing activity under OP Compile, OP Vigilant and in particular our ongoing NTE strategy<sup>9</sup>.

The conditions set out in the PSPO are clear and practical, allowing us to intervene when alcohol-related behaviour starts to cause issues. The requirement for individuals to stop drinking or surrender alcohol when asked helps prevent situations from escalating into ASB or disorder.

Although the city centre sees the highest concentration of incidents, we do experience associated ASB in surrounding residential areas and open spaces, particularly during busier periods i.e. over the summer, especially with the Football World Cup this year.

Overall, the PSPO remains an important part in reducing ASB and maintaining a safe environment.

### **Winchester BID<sup>10</sup> (extract)**

The renewal of the Winchester Public Spaces Protection Order (PSPO) is an important step in ensuring that the city continues to be a safe, welcoming, and vibrant place for residents, businesses, and visitors.

Local shops, hospitality venues, and businesses have consistently raised concerns about the impact of alcohol-related antisocial behaviour on staff, customers, and the wider trading environment. The continuation of the PSPO directly supports these concerns by giving authorities the tools needed to reduce disruptive behaviour, protect commercial areas, and maintain a positive atmosphere that encourages footfall and economic activity.

<sup>9</sup> **Op Compile** – High visibility proactive response to ASB and shop lifting in the city area targeting key nominals. **Op Vigilant** – Utilising trained officers designed to identify and remove predatory individuals likely to commit Violence Women and Girls (VAWG) and related offences in Winchester City in and around the nighttime economy (NTE). **NTE strategy** – policing response dedicated to managing the nighttime economy, reducing harm, pursuing offenders and working proactively with partners and premises to keep the city centre safe.

<sup>10</sup> Full statement available in Appendix 4.

A key strength of the PSPO in Winchester is the way it supports effective partnership working. Police, the local authority, community safety teams, and the Winchester Business Improvement District (BID) work closely together to deliver a coordinated response to issues in the city centre.

Renewing the PSPO will allow Winchester to maintain a balanced approach—supporting those who may be vulnerable due to alcohol misuse while ensuring that public spaces remain safe and enjoyable for everyone. It is a practical, proportionate, and collaborative tool that continues to deliver clear benefits for the city.

### **Comments and concerns raised by partners**

Below are comments and concerns captured as part of the review process, with a response where these are applicable.

- **Comment:** Enforcement is everything - it's worthless without the resources to enforce the provisions  
**Response:** Local policing teams have identified the PSPO as an important tool to address alcohol related anti-social behaviour.
- **Comment:** Evidence suggests that PSPO's can result in street drinking moving to other areas and target groups of individuals disproportionately.  
**Response:** The Alcohol Control Zone area was extended in 2007 in response to displacement from the city centre. Since this extension there has been no further evidence of displacement because of this intervention. As part of the PSPO review, an Equality Impact Assessment has been completed.
- **Comment:** It would be crucial for this policy to be part of a broader whole systems approach to harm reduction within the district – accompanied by clear pathways including alcohol treatment / support services, outreach provision, and pathways into housing and wider support for people with complex needs.  
**Response:** Trinity Winchester is a key partner as part of the wider Community Safety Partnership and are part of problem solving to address crime and anti-social behaviour within the city centre. In addition to their day services, Trinity Winchester also provide an outreach service working with and sign posting individuals within the city centre to support services.
- **Comment:** I would propose that the zone is expanded to include the new Barton Farm Development as that will clearly sit outside of the existing boundary indicated on the map.  
**Response:** There is presently not the evidence to support a variation to expand the area covered by the PSPO.
- **Comment:** Based on the available evidence, PSPOs appear to be effective at managing visible street drinking, reducing nuisance, and reassuring residents
- **Comment:** Alcohol related PSPOs can be an effective tool for managing antisocial behaviour in public spaces, improving perceptions of safety and giving police and councils practical enforcement powers. However, they do

not tackle the underlying drivers of alcohol harm and should be viewed as a community-safety intervention, not a public health solution.

**Response:** The aim of the PSPO is to improve feelings of safety and tackle alcohol related anti-social behaviour.

### Considered Options:

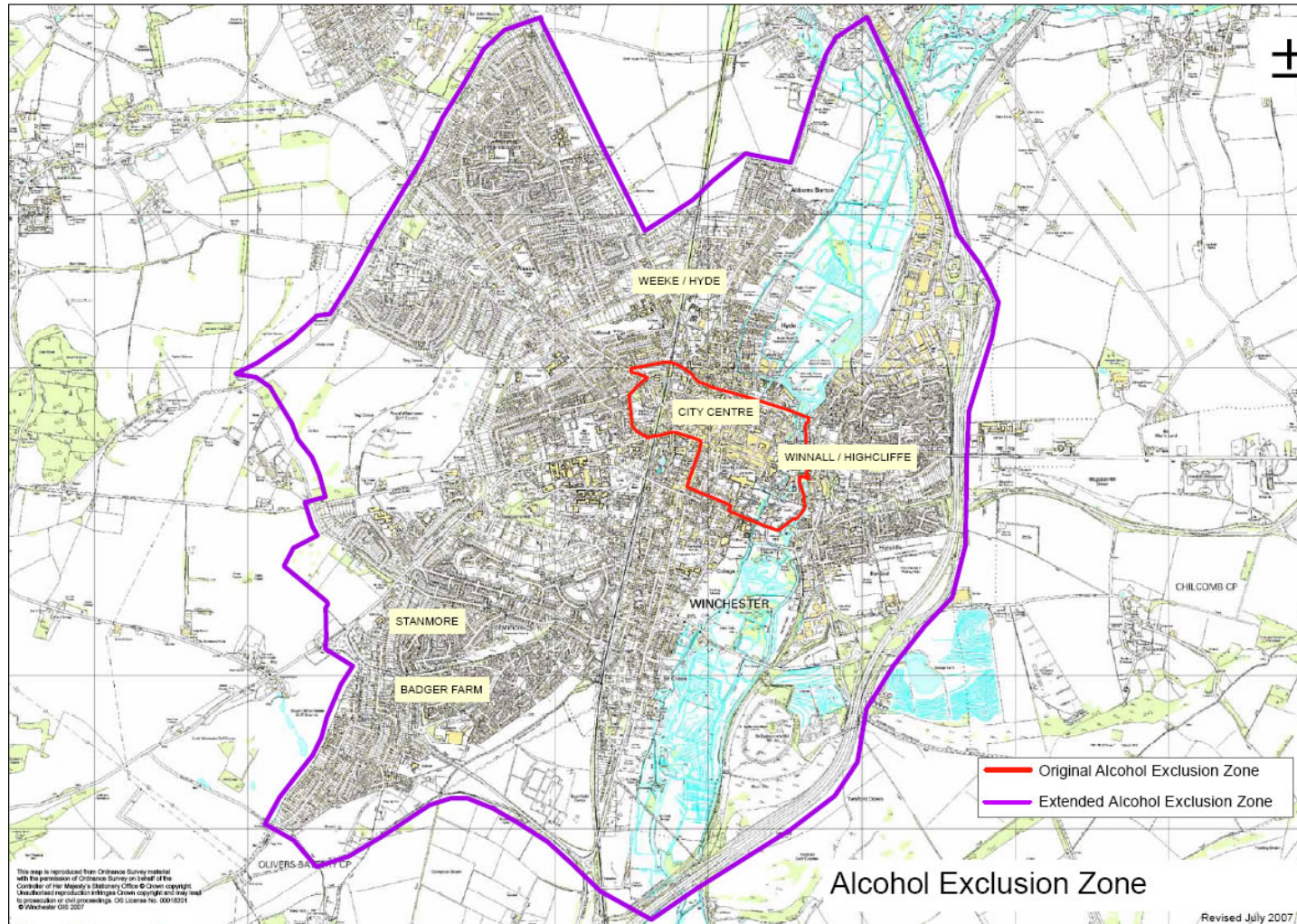
1. **Renew the existing PSPO for three years.** Maintaining the present powers, allowing authorised officers to respond to alcohol related anti-social behaviour efficiently, supporting the council plan for Thriving Places.
2. **Let the present PSPO lapse.** This would remove the ability for authorised officers to direct those causing anti-social behaviour to surrender or dispose of their alcohol. This would:
  - a. Reduce public confidence and feelings of safety.
  - b. Increase alcohol related crime and anti-social behaviour.
  - c. Reduce the powers available to authorised officers to address alcohol related anti-social behaviour.

### Recommendation:

Based on the information as outlined within this report, it is recommended that **Option 1** be approved and the renewed PSPO remain in place for another three years.

## Appendix: 1

Map of Alcohol Control Zone. The map outlines the original PSPO in 2005 and the present PSPO as extended in 2007.



## Appendix 2:

Table outlining how each organisation has been engaged with as part of PSPO review.

Partner/ Organisation/Body	Consultation survey		Anecdotal evidence	Data
	Sent	Response received		
Hampshire & Isle of Wight Constabulary	Yes	Yes	Yes	Yes
Office of the Police and Crime Commissioner for Hampshire & Isle of Wight	Yes	No	No	No
Hampshire & Isle of Wight Fire and Rescue Service	Yes	Yes	No	No
Hampshire County Council	Yes	Yes	No	No
Winchester City Council – Housing Operations and Community Safety	Yes	Yes	No	No
Registered Social Landlords (A2 Dominion, VIVID, SNG, Home Group)	Yes	Yes	No	No
Trinity Winchester	Yes	Yes	No	No
Beacon	Yes	No	No	No
Winchester City Council Sustainable and Natural Environment Team	Yes	Yes	No	No
Winchester Cathedral	Yes	Yes	No	No
University of Winchester	Yes	Yes	No	No
Winchester BID	Yes	Yes	Yes	Yes
Winchester Street Pastors	Yes	Yes	No	No
Winchester City Council CCTV	No	No	No	Yes

## Appendix 3

### PSPO Survey Questions and results

Partner agency survey responses showed the following results:

Question	Responses:
<p>1. Are you aware of the current PSPO Alcohol Control Zone, in Winchester City and surrounding area?</p> <p>1) Yes 2) No</p>	<p>a. Yes 100% b. No</p>
<p>2. Do you agree that the current PSPO has had an impact on the quality of life for those visiting, working or living in Winchester?</p> <p>a. Strongly Agree b. Agree c. Disagree d. Strongly Disagree e. No opinion</p>	<p>a. Strongly agree 42% (5) b. Agree 42% (5) c. Disagree d. Strongly disagree e. No opinion 18% (2)</p>
<p>3. Do you agree that the current PSPO is making a difference to incidents of alcohol related anti-social behaviour, crime and disorder?</p> <p>a. Strongly Agree b. Agree c. Disagree d. Strongly Disagree e. No opinion</p>	<p>a. Strongly agree 25% (3) b. Agree 42% (5) c. Disagree d. Strongly disagree e. No opinion 33% (4)</p>
<p>4. Do you have any concerns about the current PSPO?</p>	<p>See below</p>
<p>5. Do you support the extension of the current PSPO powers (which permits consumption of alcohol in the designated area, but allows authorised officers to confiscate alcohol from those who engage in ASB)</p> <p>a. I support the renewal b. I oppose the renewal</p>	<p>a. I support the renewal 100% (12) b. I oppose the renewal</p>

6. Do you have any other comments about the proposed extension of the PSPO?	See below
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Question 4. Do you have any concerns about the current PSPO?

- Enforcement is everything - it's worthless without the resources to enforce the provisions. Sometime the resources are stretched too thin, but we are definitely better with the PSPO than without it. The return of police on foot on weekend nights has helped.
- Evidence suggests that PSPO's can result in street drinking moving to other areas and target particular groups of individuals disproportionately (1, 2). For people who are alcohol dependent and street drinking, we have concerns about the risk of displacement and stigmatisation, where street drinking is moved to other areas rather than reducing overall.

To this extent it would be crucial for this policy to be part of a broader whole systems approach to harm reduction within the district – accompanied by clear pathways including alcohol treatment / support services, outreach provision, and pathways into housing and wider support for people with complex needs.

References:

1. Gloucester City Council (2021). Review of Public Spaces Protection Orders (PSPOs).
2. Archer, Benjamin (2025). Public spaces protection orders and the policing of sub-criminal behaviours. Punishment and Society.

Question 6. Do you have any other comments about the proposed extension of the PSPO?

- I would propose that the zone is expanded to include the new Barton Farm Development as that will clearly sit outside of the existing boundary indicated on the map.
- High quality research on the effectiveness of PSPOs is limited. Based on the available evidence, PSPOs appear to be effective at managing visible street drinking, reducing nuisance, and reassuring residents, but there is little evidence they reduce: chronic alcohol use, alcohol-related, hospital admissions, long term crime trends. To this extent, alcohol-related PSPOs can be an effective tool for managing antisocial behaviour in public spaces, improving perceptions of safety and giving police and councils practical enforcement powers. However, they do not tackle the underlying drivers of alcohol harm and should be viewed as a community-safety intervention, not a public-health solution.

Enforcement and partnership working is critical in the managing the policies effectiveness and the impact depends on; Police and Council enforcement capacity, Clear guidance and processes that address, enforcement expectations, training for officers in use to PSPO powers & safeguards against misuse. Outreach to people with alcohol dependence including coordination with treatment services, housing, and community safety teams.

PSPO's are best used alongside a whole systems approach to harm reduction including treatment services, outreach, housing support, and broader alcohol-harm-reduction strategies aimed at targeted populations.

Additional policy interventions to reduce alcohol harm:

Higher alcohol outlet density (the overall availability of alcohol in an area) is associated with increased alcohol-related harm, including higher rates of crime, disorder (3,4,5) and hospital admissions (6). Cumulative Impact Policies (CIPs) are a local licensing tool used to manage the concentration of alcohol outlets in areas where there is evidence of alcohol-related harm. While direct evaluations of CIPs are limited, a 2022 evaluation of a CIP zone in the London Borough of Islington found that the policy reduced alcohol related harms without negatively impacting on the overall night-time economy in Islington and the ability of alcohol retailers to operate if they meet the conditions required (7).

References:

3. Holmes et al (2014) The impact of spatial and temporal availability of alcohol on its consumption and related harms: A critical review in the context of UK licensing policies.
4. Alcohol Focus Scotland (2018) Alcohol-outlet-availability-and-harm-in-Scotland.
5. Campbell et Al (2009) The effectiveness of limiting alcohol outlet density as a means of reducing excessive alcohol consumption and alcohol-related harms.
6. Maheswaran R et all (2018) Alcohol outlet density and alcohol related hospital admissions in England: a geographical analysis
7. National Institute for Health Research (2022) Evaluating the impact of a Cumulative Impact Zone Policy to reduce alcohol-related harms in Islington Local Authority

- This is the socially responsible thing to do and we will support it if the council feels it is required.

## Appendix 4

### Winchester City Council – Sandra Tuddenham, Community Safety Manager

“In my professional opinion, the data and anecdotal evidence demonstrate the current PSPO has had a positive impact on individuals with entrenched alcohol use. It provides partners with effective tools to address the socio-economic factors linked to alcohol misuse and anti-social behaviour, enabling targeted engagement and promotion of clear pathways into support services.”

### Winchester BID - PSPO statement of support to the renewal of PSPO

I am Jane Bastock employed by Winchester Business Improvement District (BID) as the Business Crime Reduction Manager for the Winchester Business Crime Reduction Partnership (WBCRP), a role I have held for over 12 years. Prior to this, I served as a Hampshire Police Officer for 30 years, policing across the county and gaining extensive experience in managing both daytime and night-time economies in busy urban environments.

In my current role I manage the Winchester Business Crime Reduction Partnership, which includes Shopwatch, Pubwatch, the city-wide Radio Link Scheme, and the DISC secure intelligence system used by members to report crime and anti-social behaviour.

I analyse and disseminate intelligence in accordance with WBCRP policies and procedures. I also oversee the BID Ranger Scheme, whose accredited security staff patrol the BID area and work closely with Hampshire Constabulary, Winchester City Council, and partner agencies to reduce crime and anti-social behaviour.

Winchester BID represents 711 businesses within a defined geographical area and has operated since 2008. WBCRP has achieved five consecutive National Standards accreditations, most recently in February 2024.

The renewal of the Winchester Public Spaces Protection Order (PSPO) is an important step in ensuring that the city continues to be a safe, welcoming, and vibrant place for residents, businesses, and visitors. The PSPO provides police and authorised officers with additional powers to address alcohol-related antisocial behaviour swiftly and effectively. These powers enable early intervention, helping to prevent situations from escalating and ensuring that officers can respond proportionately to behaviour that undermines public safety and community confidence.

Local shops, hospitality venues, and businesses have consistently raised concerns about the impact of alcohol-related antisocial behaviour on staff, customers, and the wider trading environment. The continuation of the PSPO directly supports these concerns by giving authorities the tools needed to reduce disruptive behaviour, protect commercial areas, and maintain a positive atmosphere that encourages footfall and economic activity.

A key strength of the PSPO in Winchester is the way it supports effective partnership working. Police, the local authority, community safety teams, and the Winchester Business Improvement District (BID) work closely together to deliver a coordinated response to issues in the city centre. The Winchester BID Rangers play an important role in this partnership. Operating daily on the streets of Winchester, the Rangers use the PSPO as a practical tool to challenge and reduce street drinking, deter antisocial behaviour, and provide visible reassurance to businesses and the public. Their presence, combined with the powers available under the PSPO, allows for consistent engagement, early intervention, and swift escalation to police where necessary.

Renewing the PSPO will allow Winchester to maintain a balanced approach—supporting those who may be vulnerable due to alcohol misuse while ensuring that public spaces remain safe and enjoyable for everyone. It is a practical, proportionate, and collaborative tool that continues to deliver clear benefits for the city. END

## Appendix 5

### Interview with Charlie Tuck Winchester BID Ranger

Charlie Tuck is a Winchester BID Ranger, employed by Venture Security. Charlie has been a BID Ranger for 3 years.

1. **What types of behaviour do you deal with as part of your role in the city centre (excluding shop lifting)**

#### Response

Anti-social behaviour, Street drinking, Alcohol fuelled anti-social behaviour.

2. **How much of the anti-social behaviour you observe or deal with as part of your role is alcohol involved in?**

#### Response

About 75%

3. **As part of your role as a BID Ranger, how often do you refer to or remind members of the public about the alcohol control zone?**

#### Response

I probably remind people 50% of the time that if they continue to behaviour anti-social their alcohol can be taken away.

#### **How often do you do this?**

Probably every other day.

4. **When you are observing street drinking, what kind of containers are people drinking out of?**

Cans, bottles, paper cups for businesses

#### **Do you think people drinking out of non-alcohol containers helps disguise their drinking from other members of the public?**

Sometimes they still notice they are drinking due to their behaviour.

5. **Do you think that the alcohol control zone is a useful tool to address alcohol based anti-social behaviour?**

#### Response

Yes definitely

6. **Do you have any other comments?**

#### Response

No

