

REPORT TITLE: CITY OF WINCHESTER MOVEMENT STRATEGY

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

REPORT OF PORTFOLIO HOLDER FOR ENVIRONMENT: Councillor Jan Warwick

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

WARD(S): CITY WARDS

PURPOSE

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

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

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

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

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

RECOMMENDATIONS:

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

IMPLICATIONS:1 COUNCIL STRATEGY OUTCOME

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

2 FINANCIAL IMPLICATIONS

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

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 None directly as a result of the Strategy.

4 WORKFORCE IMPLICATIONS

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

5 PROPERTY AND ASSET IMPLICATIONS

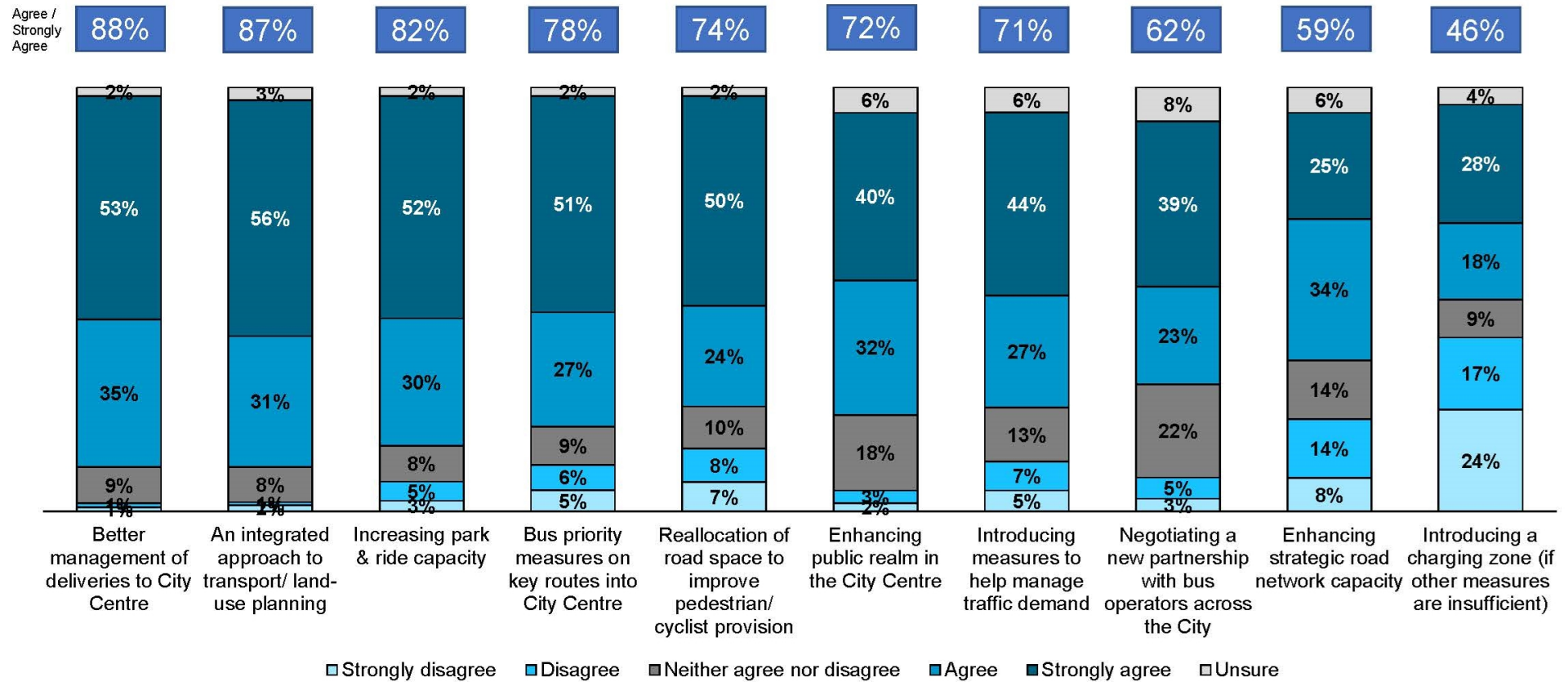
- 5.1 None specific to this report.

6 CONSULTATION AND COMMUNICATION

- 6.1 The Strategy has been informed by extensive engagement and consultation with the public, stakeholders and other interest groups.
- 6.2 Between October and December 2017 the councils undertook an open consultation on travel and transport constraints within Winchester, and how these might be addressed to improve movement throughout the City. This included three suggested priorities for a Movement Strategy; achieving the right balance between different types of traffic (including pedestrians and cyclists), supporting growth and economic vibrancy, and improving air quality. This consultation attracted over 1300 representations and, following a phone survey of Winchester residents, more than 2000 responses were received from people who live, work or visit the city.
- 6.3 In addition briefings were held for elected members, including the Town Forum, and workshops were arranged with stakeholders, transport providers, as well as meetings with interest and residents groups.
- 6.4 Feedback received from the first round of consultation and engagement was used in conjunction with the technical evidence base (transport data and modelling) to develop an emerging Strategy which was published for public consultation between November 2018 and January this year. In light of comments received on the first round of engagement the three priorities were refined to; reduce city centre traffic, support healthier lifestyle choices and invest in infrastructure to support sustainable growth. 10 specific schemes were shown across these 3 priority areas. Drop-in sessions were organised for stakeholders, parish councils and interest groups.
- 6.5 Over 800 structured responses were received (questionnaires) along with some 42 unstructured replies (emails/letters) from the public as well as a range of businesses/Winchester Business Improvement District and Chamber of Commerce, transport providers, educational establishments, South Downs National Park and parish councils.

Table 1: Level of Agreement with Proposed Measures

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



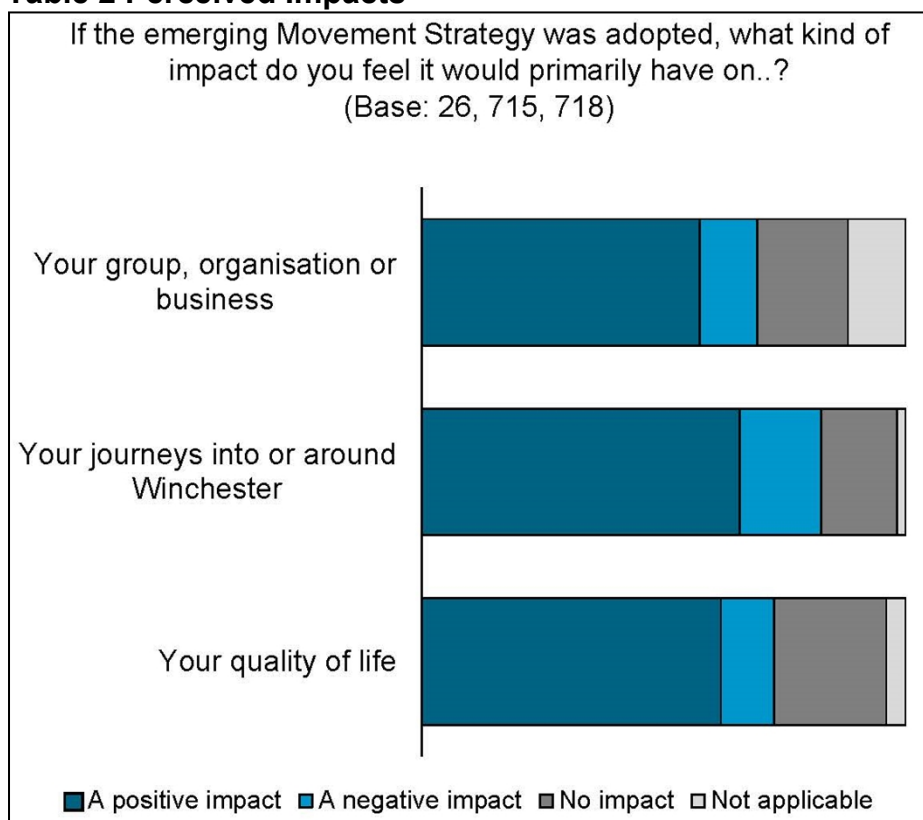
6.6 The responses received showed a good level of support for eight of the ten measures proposed across the three priorities within the emerging Strategy (Table 1 above). Over 70% of respondents were in agreement that the Strategy should aim to:

- ensure a more integrated approach to transport/ land-use planning
- improve management of deliveries to the city centre
- increase park and ride capacity
- implement bus priority measures on key routes into the City Centre
- reallocate road space to improve pedestrian/ cyclist provision
- introduce measures to help manage traffic demand
- enhance public realm in the city centre

6.7 Around 60% of respondents were in favour of proposals to negotiate a new partnership with bus operators across the city and enhance strategic road network capacity.

6.8 However, opinion was more divided regarding the potential introduction of a charging zone in Winchester with 46% agreeing and 41% disagreeing that this should be considered if other options fail to achieve the required reduction in traffic.

Table 2 Perceived Impacts



6.9 Around two-thirds of individuals who responded felt that, should the emerging Movement Strategy be adopted, it would have a positive impact on their

journeys into / around Winchester and their quality of life (see table 2 above). Many respondents highlighted improved air quality, reduced congestion, and improved cycling provision as key drivers of this.

- 6.10 Over half of responding groups/ businesses/ organisations felt that the Strategy would have a positive impact, compared to 13% who felt that the impact would be negative.
- 6.11 Whilst respondents recognised the potential of the emerging Strategy, feedback suggests further reassurance is needed to enable people to feel confident that the proposals, once implemented, will have the desired impacts and meet Winchester's future travel and transport needs.
- 6.12 39% of respondents had confidence that the Strategy will meet Winchester's travel and transport needs. Confidence was limited because people were concerned about a number of factors including items that were not detailed in, or thought to be missing from, the Strategy, existing constraints and doubts about implementation of the measures. This is perhaps understandable as there will always be a wide range of views about what measures should be included within such a document including how they are identified and prioritised. Furthermore, some measures in the action plan will require substantial development work and financial investment to deliver. In order to address these issues an action plan has been incorporated in the final version of the Strategy which sets out more detail for each of the proposed measures in terms of timescales, benefits, costs, risks and deliverability. The City Council is also committing £500k to ensure the detailed development work around the agreed actions can begin. In addition, an expression of interest application has been submitted to the Enterprise M3 Local Economic Partnership in relation to their Local Growth Fund which may provide a possible funding stream for a number of measures in the action plan.
- 6.13 Overall therefore it is considered that the final version of the Strategy has been well informed by both the technical evidence base and responses to the open consultations and engagement events organised. Feedback has been provided by the public (residents, workers and visitors) as well as stakeholders and interest groups and it is encouraging to see that most of the proposed schemes set out under the three priorities are generally well supported. However, it is also evident that there is work to be done to deal with issues around deliverability and the impact measures will have once they have been carried out. This may in part be addressed by both councils committing further resources to support the Strategy post adoption (see Finance section above) and finding some measures that can be implemented quite quickly as well as providing more details about measures in the form of an action plan.

7 ENVIRONMENTAL CONSIDERATIONS

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

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

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

8 EQUALITY IMPACT ASSESSEMENT

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

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 None

10 RISK MANAGEMENT

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

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

11 SUPPORTING INFORMATION:

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

Priority One – Reducing City Centre Traffic

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

Priority 2 Supporting Healthier Lifestyle Choices

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

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

Priority Three Invest in Infrastructure to support sustainable growth

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

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

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

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

12 OTHER OPTIONS CONSIDERED AND REJECTED

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

BACKGROUND DOCUMENTS:-

CAB3071 - COMMUNITY INFRASTRUCTURE LEVY – OPERATIONAL REVIEW

Other Background Documents:-

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

APPENDICES:

Appendix A – City of Winchester Movement Strategy.