



engagement and public consultation carried out during 2017 and 2018. The approach to date has been to speculatively develop the movement strategy and measures in it so that there is an agreed plan in place, against which external funding can be secured through developer funding or competitive grants and bidding.

6. There is a need to inform interested parties of the progress made since the last WMS consultation in 2018 on a series of feasibility studies, quick wins that are being developed and committed, and funded transport schemes that support the Movement Strategy. The engagement will explain the rationale for and seek feedback on the following ten priority schemes that are all part of the WMS Action Plan:
  - i. deliver a new Park & Ride site serving the north side of Winchester on Andover Road, served by a new bus service and bus priority;
  - ii. reduce city centre car parking and manage demand through pricing;
  - iii. convert parts of the one-way system to two-way working to help reduce city centre traffic (Friarsgate, Union Street & the southern two-lane part of Upper Brook Street);
  - iv. deliver an improved public realm in key locations within the city centre (including Jewry Street, St. George's Street and The Broadway);
  - v. deliver a high quality walking corridor, whilst also delivering some benefits for cyclists, from the railway station via the Westgate to The Broadway and the Leisure Centre on Bar End Road;
  - vi. provide segregated or quietway cycle routes on key corridors (e.g. Stockbridge Road corridor, Kings Worthy to Hyde) into the city and through the city centre (new cross-city N-S and W-E links);
  - vii. provide bus priority on key routes into the city centre including potential bus gates on Southgate Street & Chesil Street, shuttle working on Bridge Street, and a new inbound bus lane on Andover Road;
  - viii. provide new on-street bus stands in a location convenient for the main shopping area allowing easy interchange between services, replacing bus station stands (set to be part of Central Winchester Redevelopment project);
  - ix. implement additional loading bays within the city centre and changes to timing of servicing access; and
  - x. work with BID and other partners to deliver a micro consolidation centre to reduce city centre deliveries and support last mile deliveries by zero carbon transport.
7. These 10 schemes have been identified through the technical work undertaken to date as the most important to be developed to the next stage of detail. There are a number of other schemes which would provide benefits and help achieve the Movement Strategy, but they have not been prioritised at this time.
8. Whilst focussed stakeholder engagement has been carried out as part of feasibility work on the ten priority schemes listed, these proposals have not been subject to public engagement or feedback.
9. Public engagement provides an opportunity to explore transport challenges in depth, seek feedback on the timing of delivery of the different schemes, and better understand the consequences of trade-offs that have needed to be made between different WMS workstreams and aspirations at particular locations. For

example, in St. George's Street where it may be necessary to choose between using finite road space for public realm or bus facilities.

10. Findings from the engagement and subsequent consultation on any detailed proposals will help to provide evidence whether there is broad public support for schemes which would prove helpful as part of future funding bids for any of the ten priority proposed schemes.
11. An eight-week digital public engagement is planned and if agreed will be undertaken during December 2021 and January 2022. Additional engagement and then consultation will extend beyond this period. As well as obtaining views on the ten priority proposals, feedback will also be sought on the Winchester City Local Walking and Cycling Implementation Plan (LCWIP). Feedback will be encouraged via a SNAP questionnaire survey, and via a series of targeted online drop-in engagement sessions.
12. The results from the feedback surveys will be analysed and the findings set out in a report which would be published by early spring 2022.

### **Contextual information**

13. Winchester is a historic medieval City and as such its urban form and road layout means it was not intended to accommodate vehicle traffic at the levels of demand currently experienced. Since the 1970s, the approach taken has been to accommodate traffic within a two-lane one-way circulatory system. Since the 1990s, those working in central Winchester or for employers off Romsey Road have been encouraged to use Park & Ride services. These choices helped to maximise vehicle capacity of roads within the City Centre but at the expense of poor air quality, a traffic dominated public realm and a challenging or unpleasant environment for pedestrians and cyclists.
14. Over the coming years there is a need, through measures that form part of the Winchester Movement Strategy (WMS), to consciously plan to reduce traffic levels and re-allocate road space in order to provide an enhanced public realm and better air quality befitting the historic city as well as work towards de-carbonising travel to address the climate emergency. The WMS is the agreed future direction for transport policy in Winchester and signals a change of approach with the focus on planning for people and activities – place making – rather than predicting and providing planning for vehicle journeys and trying to accommodate vehicular traffic demand. This means Hampshire County Council and Winchester City Council will be delivering interventions to increase the attractiveness of and incentivise greater use of sustainable travel choices, coupled with some measures that seek to deter and discourage car use for journeys into the city centre.
15. The public consultation in 2017 and 2018 showed strong support for three WMS priorities of:
  - i. reducing city centre traffic;
  - ii. supporting healthier lifestyle choices; and
  - iii. investing in infrastructure to support sustainable growth.
16. Since the adoption of the WMS in 2019, a series of five “Phase 2” WMS feasibility studies have been undertaken to consider options, and to sift and

prioritise proposed schemes and interventions. This work has involved site visits, modelling, preparing initial concept and feasibility designs, stakeholder workshops to get feedback on draft designs and then modifying designs to incorporate feedback. These five studies were:

1. Park & Ride (P&R) expansion study;
  2. City Centre Movement and Place Plan (MPP) study - that considered changes to city centre wide traffic routing and access, road space reallocation, public realm and active travel improvements;
  3. Winchester City Local Walking and Cycling Infrastructure Plan (LCWIP);
  4. Bus Provision Study - to review bus facilities both for current services and future services that will be required to meet growth of the city and the requirements of WMS (including P&R); and
  5. Winchester City Centre Urban Freight Transport Study.
17. These five studies have used data and modelling that reflected pre-pandemic traffic conditions and travel patterns and behaviour. The three long-term priorities of the Winchester Movement Strategy set out in paragraph 15 and the schemes required to achieve them are still necessary interventions as we emerge from the pandemic. Whilst P&R and local bus use is currently below pre-pandemic levels, there is a clear need through the Hampshire Bus Service Improvement Plan (BSIP) and Enhanced Partnership (EP) to work in partnership with bus operators to encourage lapsed bus users to return and to then grow bus use. These bus travel modes do make efficient use of limited road space within Winchester and as a result help to contribute towards improving air quality within the city centre.
18. The Winchester LCWIP sets out a proposed strategic network comprising of 13 strategic walking routes and 9 strategic cycle routes that should be developed over the coming years. These routes will be designed to be safe, continuous, well-designed routes that are inclusive and cater for the needs of different people of different levels of cycling ability and personal mobility.
19. Alongside these five studies, Winchester City Council has published the Winchester Parking and Access Strategy which sets out its planned approach for managing the demand for parking by changes to pricing, delivering further reductions in the total supply of City Centre car parking over time, over and above those already in the pipeline as and when new park and ride capacity increases come on stream.
20. Having considered the recommendations from these five studies, the County Council and City Council undertook some further prioritisation of proposed schemes to arrive at a WMS Action Plan which includes ten priority schemes.

### **Scope of and approach to WMS Next Steps**

21. Alongside updating interested parties on the conclusions and recommendations made in the WMS technical feasibility studies, the following ten priority schemes that are all part of the WMS Action Plan will be the focus of the WMS public engagement:
- i. deliver a new P&R site serving north side of Winchester on Andover Road served by a new bus service and bus priority measures. This

- provision would be in addition to the committed 200 space Kings Barton P&R 'lite' site being funded by Cala Homes;
- ii. reduce city centre car parking and manage demand through pricing;
  - iii. convert parts of the one-way system to two-way working to help reduce city centre traffic (Friarsgate, Union Street & the southern two-lane part of Upper Brook Street);
  - iv. deliver an improved public realm in key locations within the city centre (including Jewry Street, St. George's Street and The Broadway);
  - v. deliver a high quality walking corridor, whilst also delivering some benefits for cyclists, from the railway station via the Westgate to The Broadway and the Leisure Centre on Bar End Road;
  - vi. provide segregated or quietway cycle routes on key corridors (e.g. Stockbridge Road corridor, Kings Worthy to Hyde) into the city and through the city centre (new cross-city N-S and W-E links);
  - vii. provide bus priority on key routes into the city centre including bus gates Southgate Street & Chesil Street, shuttle working on Bridge Street, and a new inbound bus lane on Andover Road;
  - viii. provide new on-street bus stands in a location convenient for the main shopping area allowing easy interchange between services, replacing bus station stands (set to be part of Central Winchester Redevelopment project);
  - ix. implement additional loading bays within the city centre and changes to timing of servicing access; and
  - x. work with BID and other partners to deliver a micro consolidation centre to reduce city centre deliveries and support last mile deliveries by zero carbon transport.
22. The public engagement will seek feedback on the next steps of the Winchester Movement Strategy and help inform feasibility and preliminary design of the ten priority schemes. It will help demonstrate public acceptance for any schemes that are developed and subsequent funding bids. Public consultation will be undertaken on detailed design proposals as and when required.
23. Whilst there is no requirement to undertake public consultation on the Winchester City LCWIP, the County Council has previously undertaken public surveys on a series of other LCWIPs, so in order to take a consistent approach, there is a need to seek views on the Winchester LCWIP alongside the ten WMS Action Plan proposals.
24. The WMS public engagement will be digitally based with an information pack that exhibits and explains the vision and the main benefits of each of the ten proposals set out in paragraph 21 and the Winchester LCWIP in a clear and accessible manner, using maps, images and visualisations. The visuals will help the reader to understand the nature of the different proposals & rationale for doing them. A summary of the proposals in the Winchester LCWIP will be produced, with the large technical reports that set out the prioritisation of routes and corridors and scheme designs in detail to be published alongside this summary as supporting documents.
25. There will be a SNAP survey, with questions that elicit feedback and views of respondents on the ten priority proposals and the LCWIP.

26. Some questions will seek public feedback on the trade-offs that have needed to be made between different WMS workstreams at particular locations in the city centre. One example is whether using finite road space in St. George's Street should be prioritised for public realm or bus facilities. Another example is on the southern part of Andover Road, asking for views on the removal of on-street parking bays near an existing off-street car park in order to provide a new bus lane that will reduce delays to buses and thereby encourage more bus use.
27. Alongside this there will be a series of 2-3 focussed online stakeholder engagement sessions that will be scheduled before Christmas (businesses and employers – e.g., Winchester BID, the Hospital, University of Winchester, Winchester School of Art, active travel groups) and then further 'drop-in' online sessions during January 2022, where members of the public can ask questions and discuss the ten schemes with Officers.
28. The consultation will run for a period of 8 weeks from early December to late January, and will be promoted via Hantsweb, a press release and social media corporate accounts for Facebook, Twitter, LinkedIn and Instagram as well as direct emails to stakeholders.
29. As schemes develop through preliminary design and subsequent detailed design there will be a requirement for schemes to have public consultation. This will be undertaken at an individual scheme level. Detailed design will be subject to funding availability and there will be a need to ensure individual schemes are delivered in a phased approach and consider other changes to the transport network. Therefore, at this stage it is not possible to commit to a timetable of consultation of individual schemes.

## **Finance**

30. Proposed measures, as identified in the five Phase 2 studies, are not funded at this time, so sources of funding to deliver them will need to be identified and bids for external funding made. Having evidence from this consultation to demonstrate public support will help support funding bids.
31. The consultation materials will be developed by Hampshire County Council and the cost of carrying it out, promoting it and analysing the results will be met by existing WMS budgets. To date the speculative approach to developing schemes and then bidding for funding has proven to be effective, with recent successes including the Active Travel Fund and LEP funding for the new P&R at Bar End.

## **Consultation and Equalities**

32. Two WMS consultations were carried out in 2017 and 2018, which set out the transport challenges at a broad level, seeking buy-in on broad principles and approaches for addressing these. The findings from these showed that there was strong support for the three WMS priorities and for increasing P&R capacity, providing bus priority measures, making changes to the city centre one way system and reallocation of road space to improve pedestrian and cycle provision.
33. Initial engagement on the emerging Hampshire Local Transport Plan 4 (LTP4) was undertaken in January and February 2021, with a wide group of interested

parties to help formulate a new transport strategy and plan for Hampshire. Stakeholders and members of the public who responded were clear that public transport and buses should be a focus for the County Council's strategies, supporting the principle of "reducing dependence on the private car" and "create a high quality transport system that puts people first".

34. In terms of equality impacts, there is a higher reliance on buses for commuting amongst particular sectors of the population: females, younger age groups (16-19 year olds), part-time workers, those in manual occupations, and those on low incomes. Teenage children and young adults who either cannot drive or do not own a car are also more likely to cycle regularly. 18.9% of households in Hampshire have no access to a car or van. Within wards in and next to Winchester city centre, this increases to over 30%. In light of this, there is a need to support the most socially excluded residents who are disproportionately represented as bus passengers. Around one in three bus journeys in Hampshire are made by concessionary pass holders.
35. This specific decision is considered to have a neutral impact on people with protected characteristics. The decision is seeking approval to carry out engagement and consultation. The purpose of carrying out this engagement and consultation is to seek feedback on initial proposals that if supported, would be subject to further development, at which point it would be possible to better understand specific likely impacts, from which mitigation measures can then be identified through a further EIA.

### **Climate Change Impact Assessments**

36. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
37. The tools to assess specific impacts on climate change adaptation and mitigation were utilised.
38. The proposed ten priority schemes and the LCWIP will help Hampshire County Council in de-carbonising travel to address the climate emergency. Research carried out on the evidence base for the emerging LTP4 has demonstrated that increased use of public transport and Active Travel is a major policy tool to achieve decarbonisation. This is based on the modal shift from private car to public transport where each journey made by bus was found to generate a 50% reduction in carbon emissions over a journey made by private car.

### **Climate Change Adaptation**

39. On-road cycle routes and bus services make use of the highway network which will become more susceptible to damage from wetter winters and drier summers. The design of new cycle routes and bus shelters will need to adapt to provide improved levels of shade and shelter during extremes of weather.

## **Carbon Mitigation**

40. By increasing the modal share of journeys made by bus and active travel and decreasing the share made by private car in the Winchester area, the delivery of the ten priority schemes in the WMS Action Plan and the improvements proposed in the Winchester LCWIP would support a reduction in carbon emissions from transport. Cycles and buses also make more efficient use of road space – a double decker bus can take up to 75 cars off the road, which will contribute towards improved air quality within the City Centre Air Quality Management Area. It is predicted that twice as many bikes as cars will be bought each year by 2030.

## **Conclusions**

41. Undertaking a public engagement on the ten proposed priority schemes in the WMS Action Plan and the Winchester LCWIP will enable people to make their views known. The proposals, if implemented, would contribute significantly to Hampshire County Council's policy objectives of decarbonisation of transport, levelling up the economy, and assisting the economic recovery from the Covid pandemic.
42. Having an understanding of the public acceptability of trade-offs that are proposed where road space is proposed to be re-allocated from general traffic or on-street parking to buses, pedestrians or cyclists, will help to inform the next stages of design of the ten proposed schemes.
43. Knowing whether there is support will help Hampshire County Council in preparation of bids for funding for these schemes, as evidence of public support is increasingly a requirement of competitive funding processes for transport improvements by the Department for Transport.

## Appendix A – Winchester Movement Strategy Action Plan

Package	Project
Park and Ride	Deliver a new P&R site serving the North side of Winchester off Andover Road, served by a new bus service and bus only route on Andover Road between the two Winchester Avenue junctions
	Review of Park & Ride service operational model & how it can support economic recovery
	Consider further expansion of existing P&R sites
	Convert P&R operation to electric buses + depot power upgrade (through bid to DfT for ZEBRA funding)
	Continue to explore potential P&R sites in the Winnall area
City Centre Parking	Reduce city centre car parking and manage demand through pricing
Highway	Convert parts of the one-way system to two-way working (Friarsgate, Union St and the southern part of Upper Brook St)
	Mitigation associated with M3 J9 improvements.
Public Realm	Deliver improved public realm in key locations including Jewry Street, St. Georges St and The Broadway/Lower High Street
	Enhance public realm as part of other schemes e.g., around Westgate, Sussex St
LCWIP	Deliver a high quality walking corridor, whilst also benefiting cyclists, from the railway station via The Westgate to The Broadway and the Leisure Centre on Bar End Road
	Provide segregated or quietway cycle routes on key corridors: <ul style="list-style-type: none"> <li>- Stockbridge Road corridor</li> <li>- Kings Worthy to Hyde</li> <li>- Badger Farm/ Stanmore to city centre</li> </ul>

	<p>Provide segregated or quietway cycle routes through the city centre:</p> <ul style="list-style-type: none"> <li>- North-South</li> <li>- East-West</li> </ul>
	Deliver LCWIP quick win scheme St. James Lane (subject to LCWIP consultation)
	Develop a district wide LCWIP to identify key links from Winchester to surrounding settlements
	New at-grade crossings e.g. Badger Farm Road, Hockley Link
	Cycle Parking strategy – provide cycle parking
Bus priority	<p>Provide bus priority on key routes into the city centre including potential bus gates on Southgate Street &amp; Chesil Street, shuttle working on Bridge Street, and a new inbound bus lane on Andover Road</p>
	Convert Jewry St to bus only (+local access)
	Romsey Road (Battery Hill-Chilbolton Avenue) bus priority corridor
City Centre bus interchange hub (supercede Bus Station)	provide new on-street bus stands in a location convenient for the main shopping area allowing easy interchange between services, replacing bus station stands (set to be part of Central Winchester Redevelopment project)
Bus strategy	<p>Work with bus operators to improve bus journey time reliability and reduce dwell times at stops (tap-on tap-off ticketing)</p>
	Develop bid for DfT ZEBRA (Zero emission electric buses) funding for urban network
	Deliver real time bus information display units within bus stop flags at between 15-40 additional bus stops across Winchester area and replace and upgrade 30 older RTI units
	Investigate the potential of Mobility Hubs to encourage the use of sustainable transport.
	Work with bus operators to improve range of fares & ticketing products (young person/ family off-peak/ evening travel fares)
Freight	<p>Implement additional loading bays within the city centre and changes to timing of servicing access</p>
	Work with BID and other partners to deliver a micro consolidation centre to reduce city centre deliveries and support last mile deliveries by zero carbon transport



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u> City of Winchester Movement Strategy Winchester Movement Strategy	<u>Date</u> 19 Sept 2017 23 April 2019
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

**Section 100 D - Local Government Act 1972 - background documents**

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

<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

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

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

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

### **2. Equalities Impact Assessment:**

This decision is considered to have a neutral impact on people with protected characteristics. The decision is seeking approval to carry out engagement and consultation. The purpose of carrying out this engagement and consultation is to seek feedback on initial proposals that if supported, would be subject to further development, at which point it would be possible to better understand specific likely impacts, from which mitigation measures can then be identified through a further EIA.