

City of Winchester Movement Strategy



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Foreword

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

A new strategy is needed to address the current and future transport challenges facing the city. The past strategy involved implementing almost 2,000 park and ride spaces alongside a package of local improvements at a cost of over £20 million. This has helped Winchester continue to grow, but the park and ride spaces are now nearing operational capacity. City centre car parks are also near full occupancy at peak times. Traffic levels in the city centre are dominating the streetscape and are the primary cause of the designated Air Quality Management Area that broadly encompasses the whole one-way system. At the same time, there are new development pressures or changes likely to impact the transport infrastructure which need to be planned for.

Following a period of plan development, including initial public consultation¹, extensive engagement and data collection work, a new Movement Strategy for Winchester has been developed. The Strategy involves reducing traffic levels in the city centre by providing a good quality alternative to having to drive into the centre of Winchester, particularly for travel to work journeys. Key schemes in the Strategy that will allow this to happen include increasing park and ride provision, measures to make bus services more reliable, enhancing the public realm and removing barriers to walking and cycling.

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

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

¹ An overview of consultation feedback and data can be viewed at www.hants.gov.uk/winchestermovementstrategy

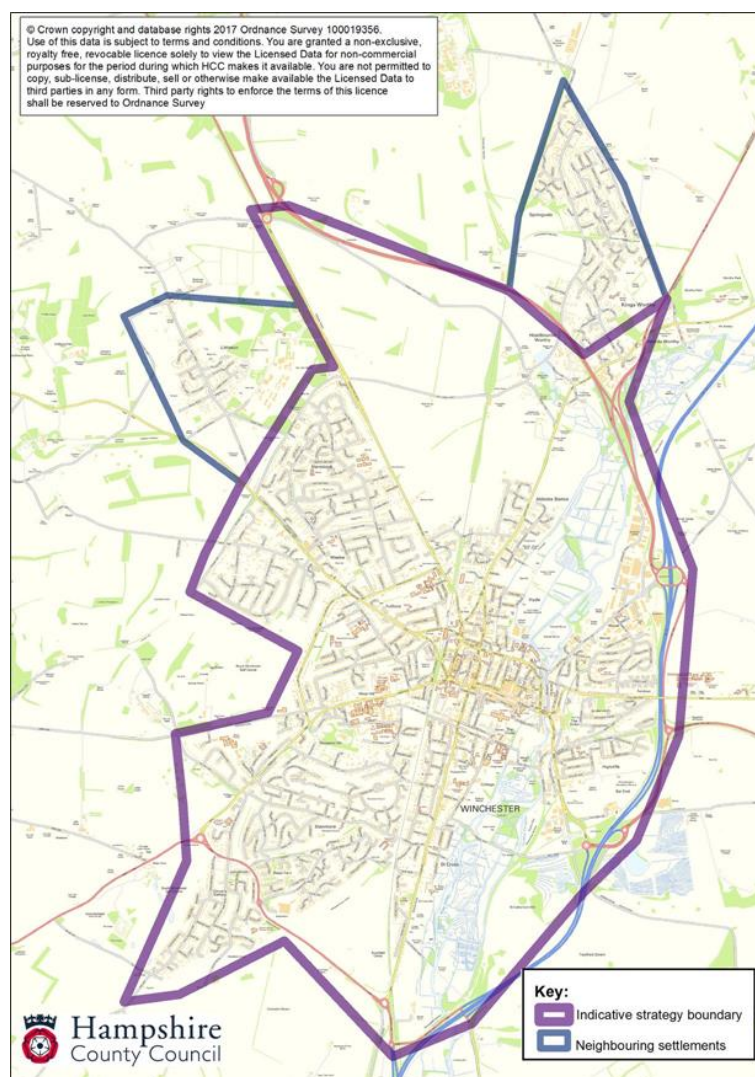
Section one: Background

What is the City of Winchester Movement Strategy?

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

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

Geographical scope of the Strategy



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

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

Why does Winchester need a new Movement Strategy?

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

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

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

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

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

How has the Movement Strategy been developed?

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

Almost 3,000 people who live in, work in and visit the city have shared their views about traffic and travel in Winchester through a range of meetings, surveys and workshops as part of two phases of public consultation², which sought to understand:

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

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

Fig.3 - Evidence base sources and data

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

² Information and feedback from both phases of consultation can be viewed in full at www.hants.gov.uk/winchestermovementstrategy

Overall, the evidence provided a strong mandate to:

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

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

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

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

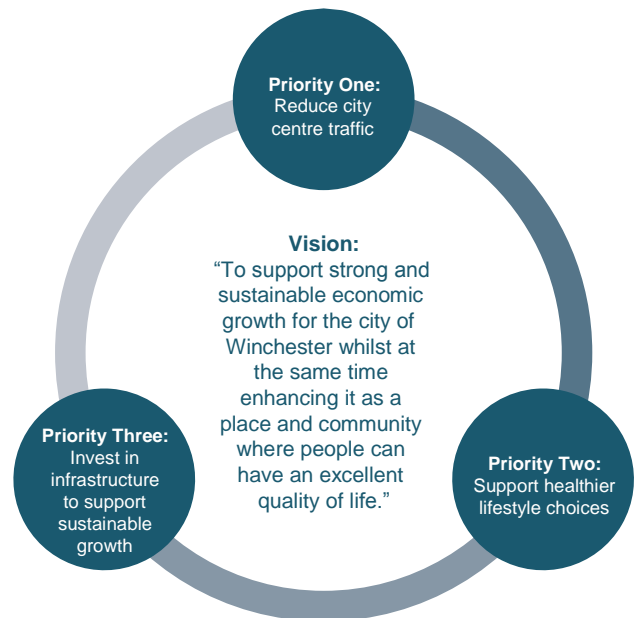
Section two: Priorities for movement across Winchester

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

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

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

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



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

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

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

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

Priority One: Reduce city centre traffic

Why is this important?

In the city centre, much of the scant street space is given to vehicle traffic which means that the environment is dominated by traffic and affected by pollution. Visitors, residents, commuters and others who use the city centre have told us that their experiences of travelling around and into the city centre are often poor³.

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

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

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

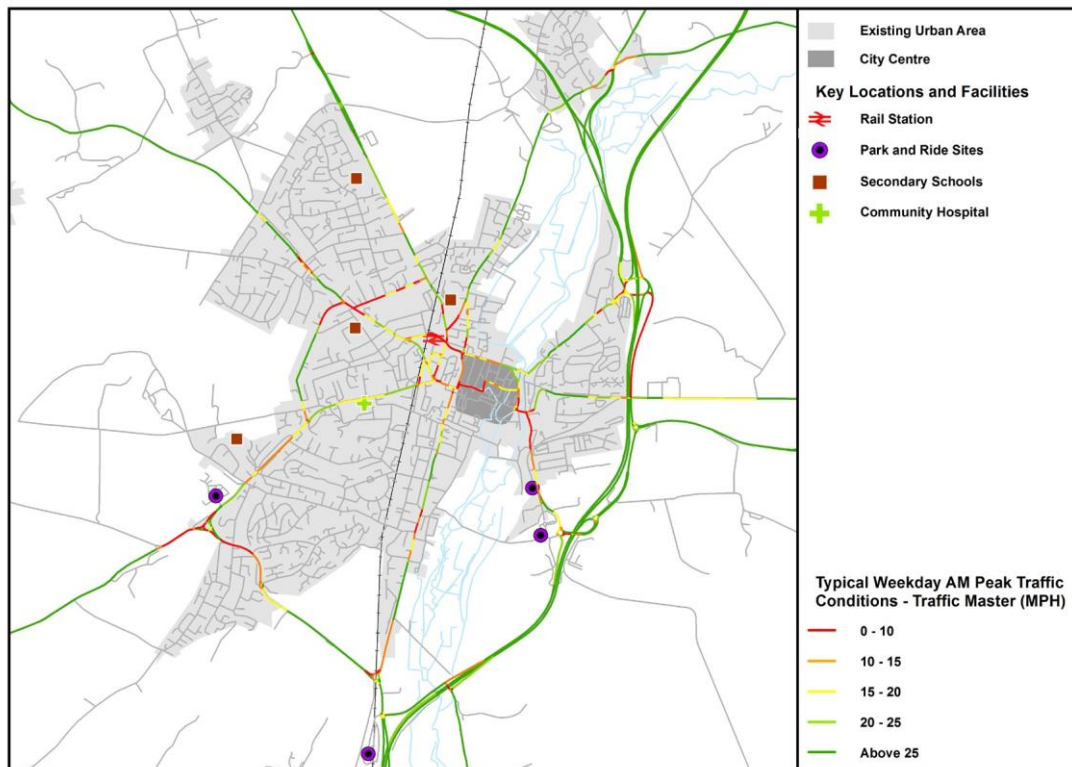
³ In Phase one consultation, respondents were asked to describe their experiences. 81% did so in negative terms.

Areas of focus

High levels of car use for journeys to work

Average speed data is shown in Fig. 4. This map illustrates where congestion and delays occur in Winchester. Typically this is in the city centre, and on roads into Winchester. This reflects feedback from residents³, who frequently cited the city centre one-way system, Romsey Road and the mini-roundabout at Stockbridge Road/Chilbolton Avenue/Berewecke Road as locations where they commonly experience delays.

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

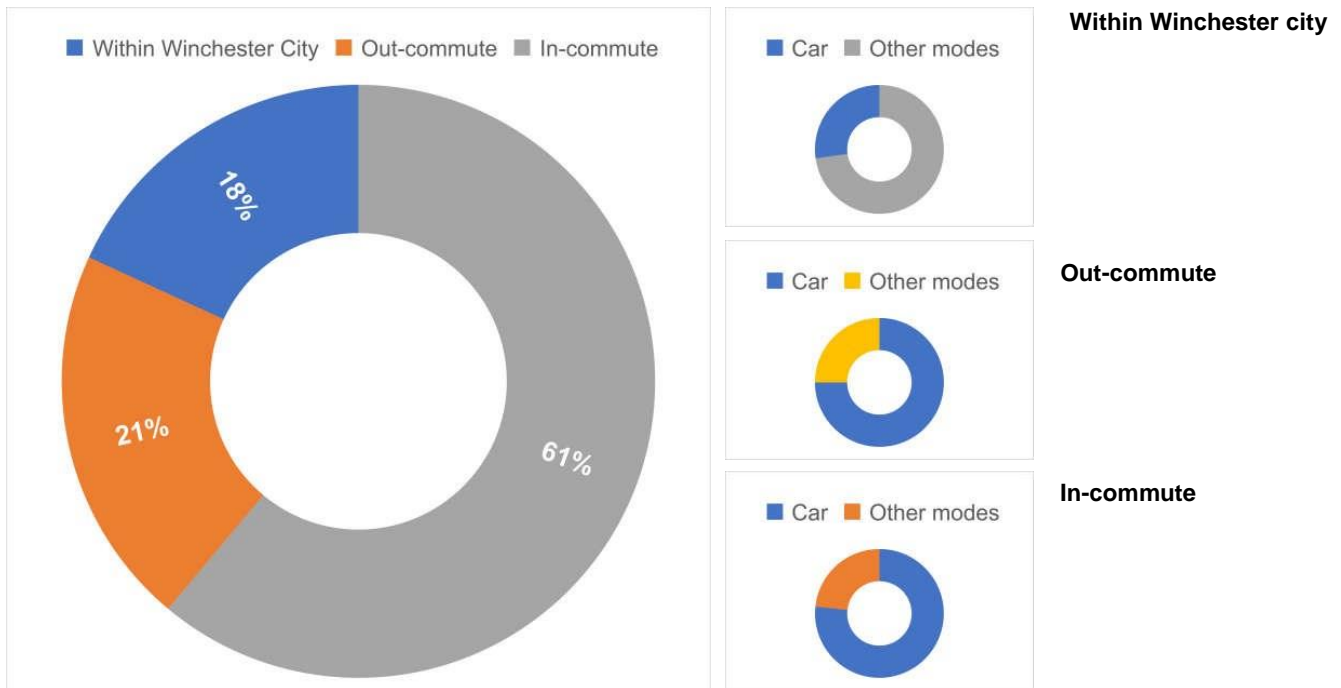


The main cause of congestion is the journey to work. These journeys tend to be in the peak hours and reflect Winchester's role as a regional employment centre.

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

³ 2018 Resident's telephone survey conducted during Phase One consultation

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



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

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

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

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

Capacity for parking and park and ride

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

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

The current parking supply⁴ managed by the local authorities is around 6,000 spaces. Evidence suggests that this capacity is well used, with city centre car parks effectively at capacity during peak times (Fig.7).

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

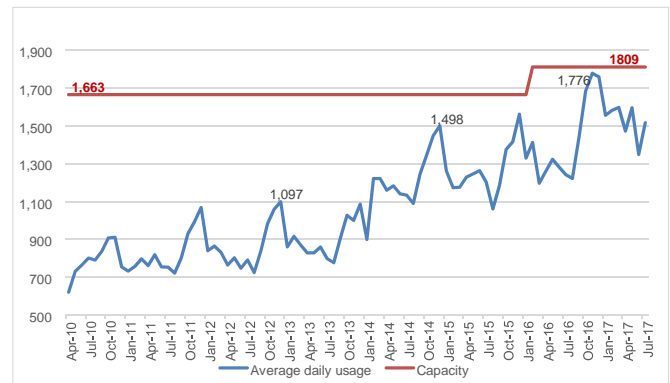
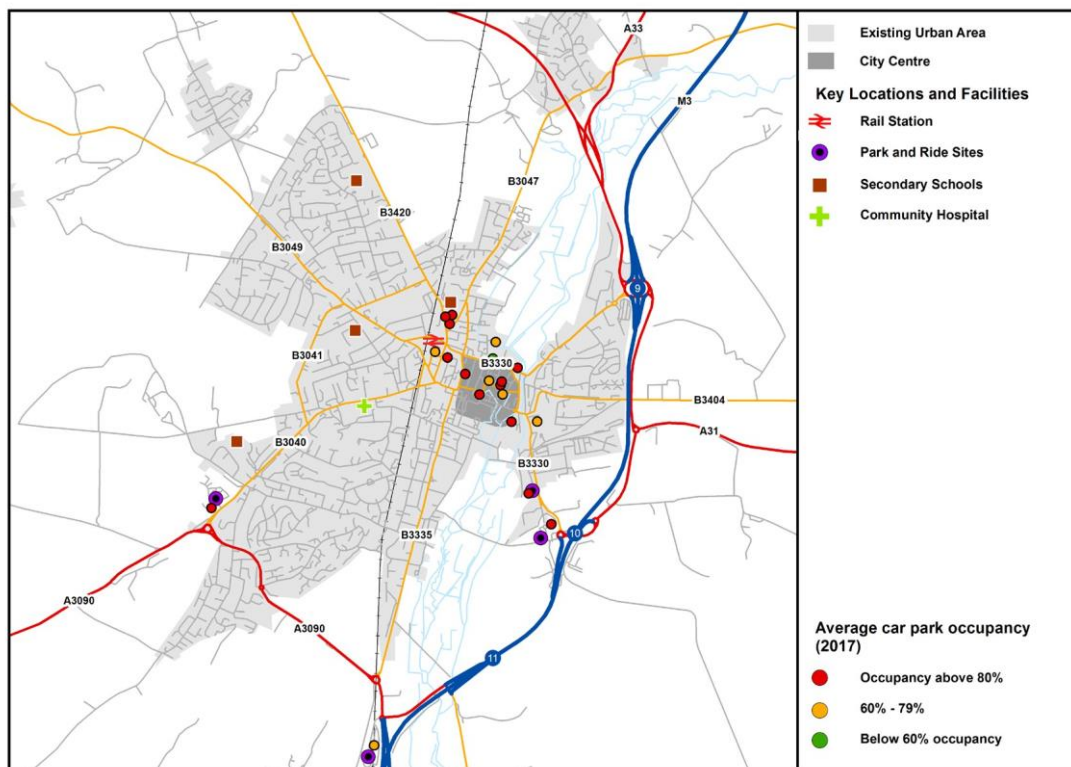


Fig.7 - Average car park occupancy in Winchester city centre 2017. Source: Winchester City Council



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

⁴ Including park and ride

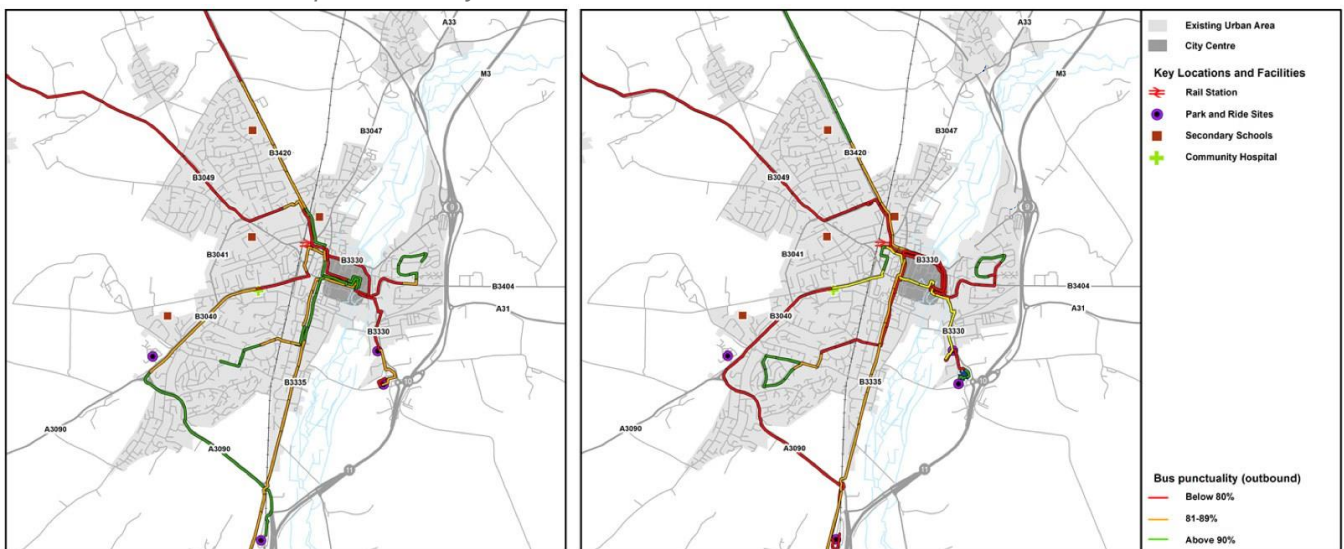
city centre traffic and is more likely to be deliverable than providing new spaces within the city centre.

Congestion impacts the reliability of buses and park and ride

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

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

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



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

The one-way system

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

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

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

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

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

Priority Two: Support healthier lifestyle choices

Why is this important?

Across Winchester, pedestrians and cyclists compete for limited space with cars, buses and delivery vehicles. Many feel that it is unsafe to travel by bike or on foot within the city⁵. The dominance of motorised traffic on narrow streets has resulted in the city centre one-way system, and some of the roads into the city and within the city centre being designated an Air Quality Management Area (AQMA). Although national changes to vehicle engines have led to an improving picture, and the City Council is implementing the measures in its Air Quality Action Plan which should further help to reduce pollution levels, air pollution in the city centre and on some roads still exceed national standards (see Fig.9).

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

Poor air quality has been identified by Public Health England as “the largest environmental risk to public health in the UK”. Research from Public Health England and the Local Government Association⁶ highlights that short-term exposure to high levels of air pollution can cause a range of adverse health effects including exacerbation of asthma, effects on lung function, increases in hospital admissions and mortality.

According to Public Health England 33% of men and 45% of women are not active enough for good health⁷. They report that an *“active life is essential for physical and mental health and well-being. A number of [related] diseases are currently on the increase and affecting people at an earlier age. They include cancer and diabetes, and conditions like obesity, hypertension and depression.”* Providing more opportunities to use active forms of transport such as cycling and walking can therefore have wider health benefits.

⁵ Phase One consultation www.hants.gov.uk/winchestermovementstrategy

⁶ www.local.gov.uk/sites/default/files/documents/6.3091_DEFRA_AirQualityGuide_9web_0.pdf

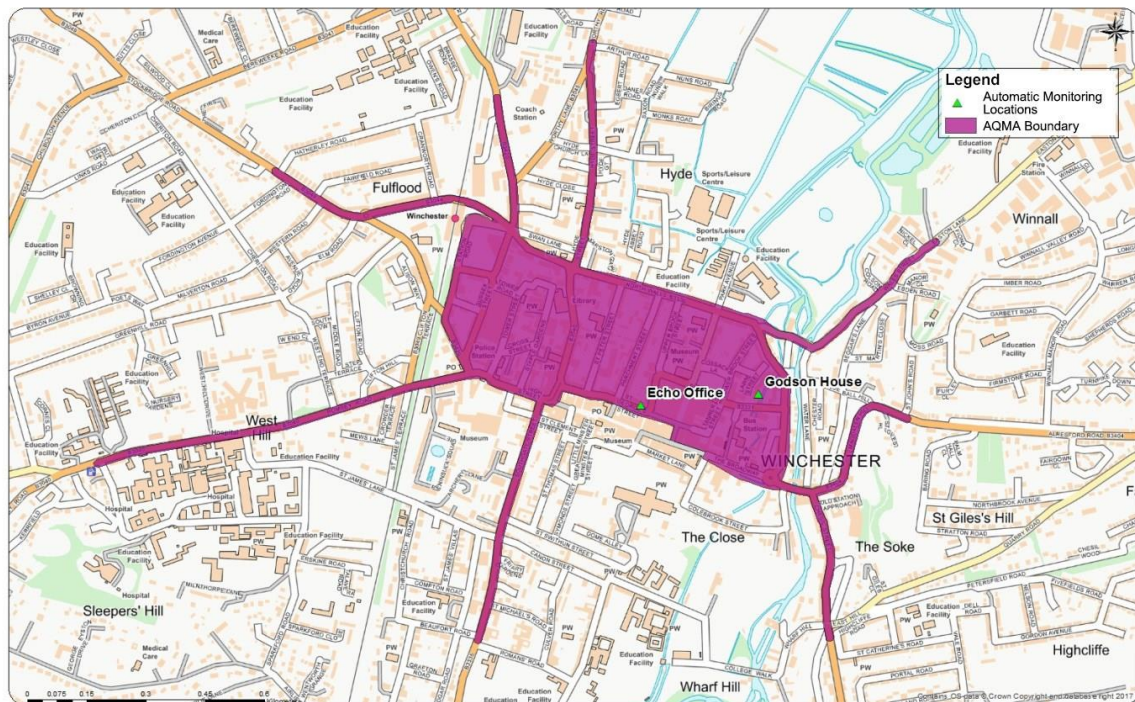
⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/374914/Framework_13.pdf

Areas of focus

Improving air quality

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

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



Winchester City Council

Monitoring Locations

AECOM Sunley House, 4 Bedford Park, Croydon, CRO 2AP
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Local residents are particularly concerned about the quality of the air that they breathe. 60% of respondents to the residents' telephone survey conducted during the first phase of consultation agreed with restricting access to the city centre for the most polluting vehicles, in order to improve air quality. Not unsurprisingly, cyclists and pedestrians were also found to be those most aware of poor air quality in Winchester.

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

⁸ Winchester City Council Air Quality Action Plan 2017, www.winchester.gov.uk/environment/air-quality/air-quality-winchester

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

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

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

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

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

Barriers to walking and cycling

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

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

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

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

offer good pedestrian priority.

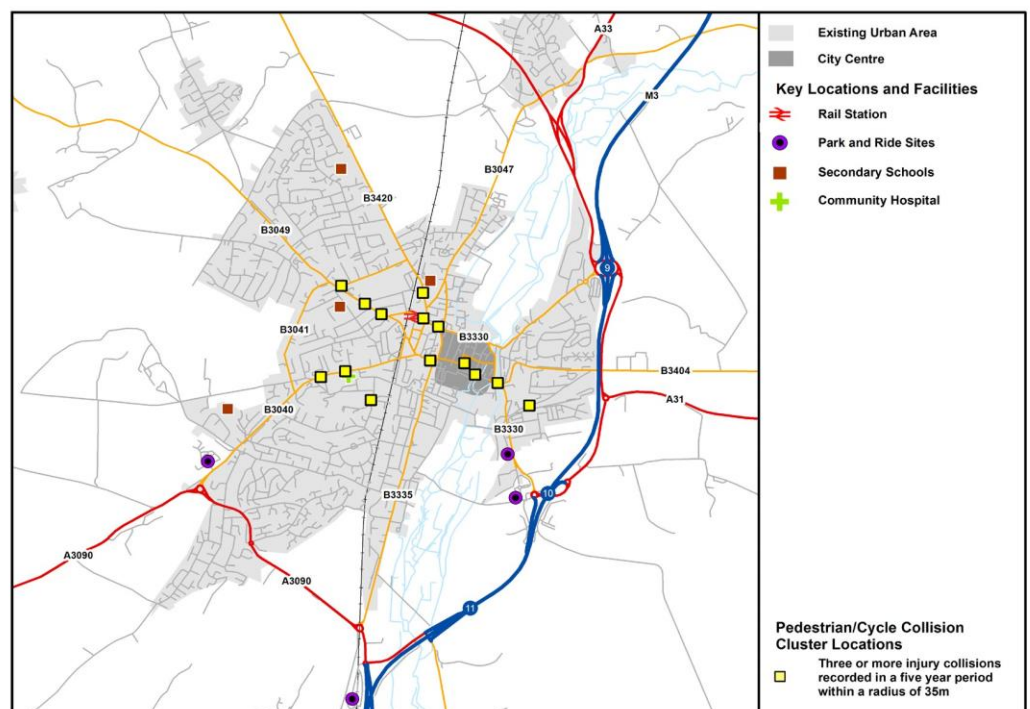


For a city of Winchester's size and form, the levels of cycling are low at less than 3%, with cycling to school being only 1%. Feedback suggests that the one-way system in the city centre makes some route choices difficult. One respondent stated that in order to cycle safely, they felt obliged to cycle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

Safety

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

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



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

Priority Three: Invest in infrastructure to support sustainable growth

Why is this important?

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

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

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

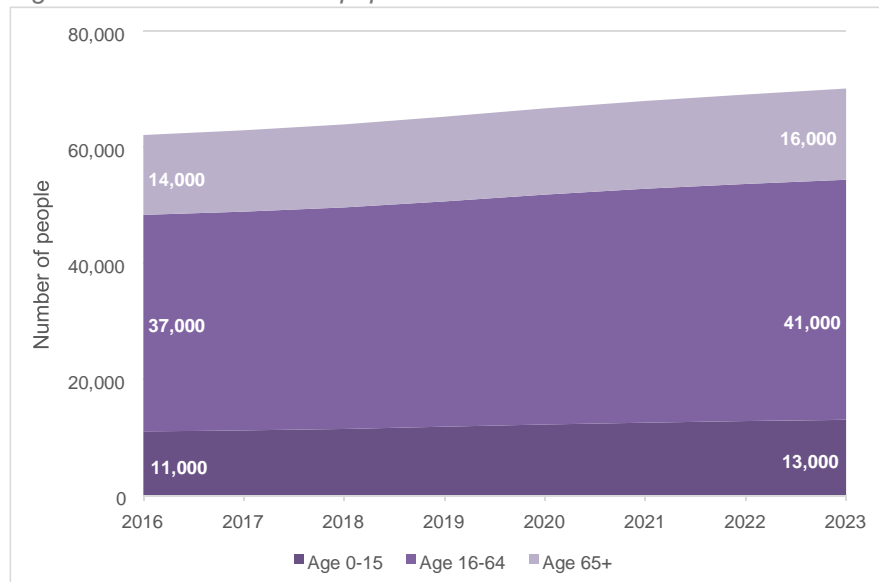
At a regional and national level, Winchester's strategic geographic position and connectivity means that it has an important role to play in supporting the broader economy.

Areas of focus

Planning for population growth and change

The population of Winchester district is forecast to increase by 13.3% between 2016 and 2023⁹, as shown in Fig.12. The number of 0-15 years olds is forecast to increase by 18%, 16-64 years olds by 11% and the number of people aged 65 years and over by 14%.

Fig. 12 - Winchester district population forecasts 2016-2023¹¹



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

For example, to the east of the city, planned improvements to Junction 9 of the M3 should allow Easton Lane to perform much better as a route into Winchester from the motorway and creates options for improved vehicle movement and public realm enhancements¹⁰¹¹. In the longer term, consideration may need to be given to providing a strategic infrastructure to the west of the city – such as a bypass – that would mean people can travel around, rather than through, the city centre.

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

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

¹⁰ www.winchester.gov.uk/planning-policy/evidence-base/planning-frameworks/winnall-planning-framework

¹¹ District populations by age and gender, Hampshire County Environment Department's 2016 based Small Area Population Forecasts, www.hants.gov.uk/factsandfigures/population-statistics/pop-estimates/small-area-pop-stats

Supporting planned growth in the city

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

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

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

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

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

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

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

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

Improving the appeal of the city centre

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

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

¹² Local Plan Part 1: Joint Core Strategy Adopted 2013, Winchester City Council, www.winchester.gov.uk/planning-policy/local-plan-part-1

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

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

Managing deliveries

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

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

Section three: How we propose to address these priorities

The Action Plan

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





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





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





Workstream overviews





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

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

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





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









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





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



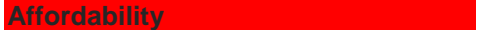
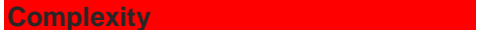
Title: Walking and Cycling – Re-allocation of road space to improve pedestrian and cycle provision										
Description: This includes development of a Local Cycling and Walking Infrastructure Plan (LCWIP). This would include a prioritised list of pedestrian and cyclist improvements for the city. The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





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

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

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

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

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

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

Deciding which workstreams to take forward

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

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

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

- **Charging zone**

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

- **Enhancing primary road network capacity**

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

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

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

Movement Strategy Workstreams

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

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

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

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

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

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

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

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

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

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

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

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

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

Consolidated Action Plan

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

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

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

Implications for other projects

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

Central Winchester Regeneration

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

Parking Strategy

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

New leisure centre

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

Station Quarter

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

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

M3 Junction 9 and Smart motorways

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

Andover Road

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

Funding Opportunities

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

The following are a list of known funding opportunities:

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

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

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

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