

# City of Winchester Movement Strategy Consultation

## Information Pack

Autumn 2017



Hampshire  
County Council



Winchester  
City Council

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# City of Winchester Movement Strategy Consultation Information Pack

**Consultation period:** from midday on 30 October – 11:59pm on 8 December 2017

## Introduction

Hampshire County Council and Winchester City Council are seeking residents' and stakeholders' views on travel and transport constraints within Winchester, and how these might be addressed to improve movement throughout the City.

Over the past decade, the two councils, working with key partners, have introduced changes to transport in the City, including new park and ride schemes and a city centre 20 mph speed limit.

However, as the City continues to grow and evolve, further improvements are needed to ensure that the right travel and transport infrastructure is in place. This is vital to securing Winchester's future economic growth and prosperity - and making the City a healthier place to live, work and visit.

This consultation seeks to clarify the key priorities for movement across the City and to gather ideas for how these priorities could be addressed.

Your feedback will help to inform a **new Movement Strategy** for Winchester, which will set out priorities and options for change.

## **Why you should take part**

If you have ever been frustrated by sitting in traffic, squeezed for space when cycling, or concerned about safety when crossing a road in Winchester, then this consultation is for you.

Worried about how long a journey takes, a lack of parking, or levels of pollution? Then you too should get involved.

Being able to get easily from A to B is something that affects everyone who lives or works in, visits or passes through Winchester - whether travelling by private, commercial or public motorised transport, on bike or by foot.

This is your chance to help inform a new shared vision and set the priorities for further investment in Winchester's transport infrastructure over the next 20-30 years.

## **How to have your say**

A range of consultation exercises will be carried out to ensure that all residents and stakeholders have the opportunity to tell us their views.

This Information Pack contains important information which Hampshire County Council and Winchester City Council recommend you read carefully before sharing your views.

### **Open Public Consultation**

This part of the process is open to everyone. You can provide your feedback using the consultation Response Form:

- Online at [www.hants.gov.uk/winchestermovementstrategy](http://www.hants.gov.uk/winchestermovementstrategy)
- Via the consultations webpage at [www.hants.gov.uk/consultations](http://www.hants.gov.uk/consultations)
- Via post – by requesting a paper copy from [strategic.transport@hants.gov.uk](mailto:strategic.transport@hants.gov.uk) or Tel: **0300 555 1388\***.

You can also email your response directly to [strategic.transport@hants.gov.uk](mailto:strategic.transport@hants.gov.uk). The Information Pack and Response Form can also be requested in other formats, such as Braille, audio, easy read or large print.

Please return paper Response Forms in the Freepost envelope provided. If you do not have a Freepost envelope, please post your response to **Freepost HAMPSHIRE**.

This consultation will run from **midday on 30 October 2017 – 11:59pm on 8 December 2017**.

Please ensure that you respond within this period as we are unable to guarantee that responses received after the closing date will be taken into consideration.

\*Calls from a landline will be charged at the local rate, although mobile phone charges may vary.

## **Telephone Survey**

Winchester residents will be chosen at random to share their views in a telephone survey aiming to ensure a representative sample of local people. The survey will be conducted by independent consultants Atkins, Hampshire County Council's Strategic Partner, during late October and November 2017.

## **Stakeholder Events**

Stakeholder workshops will be held to hear and understand the views of delivery partners, local interest groups and elected Members of Hampshire County Council and Winchester City Council as part of this consultation.

## **Our commitment to consult**

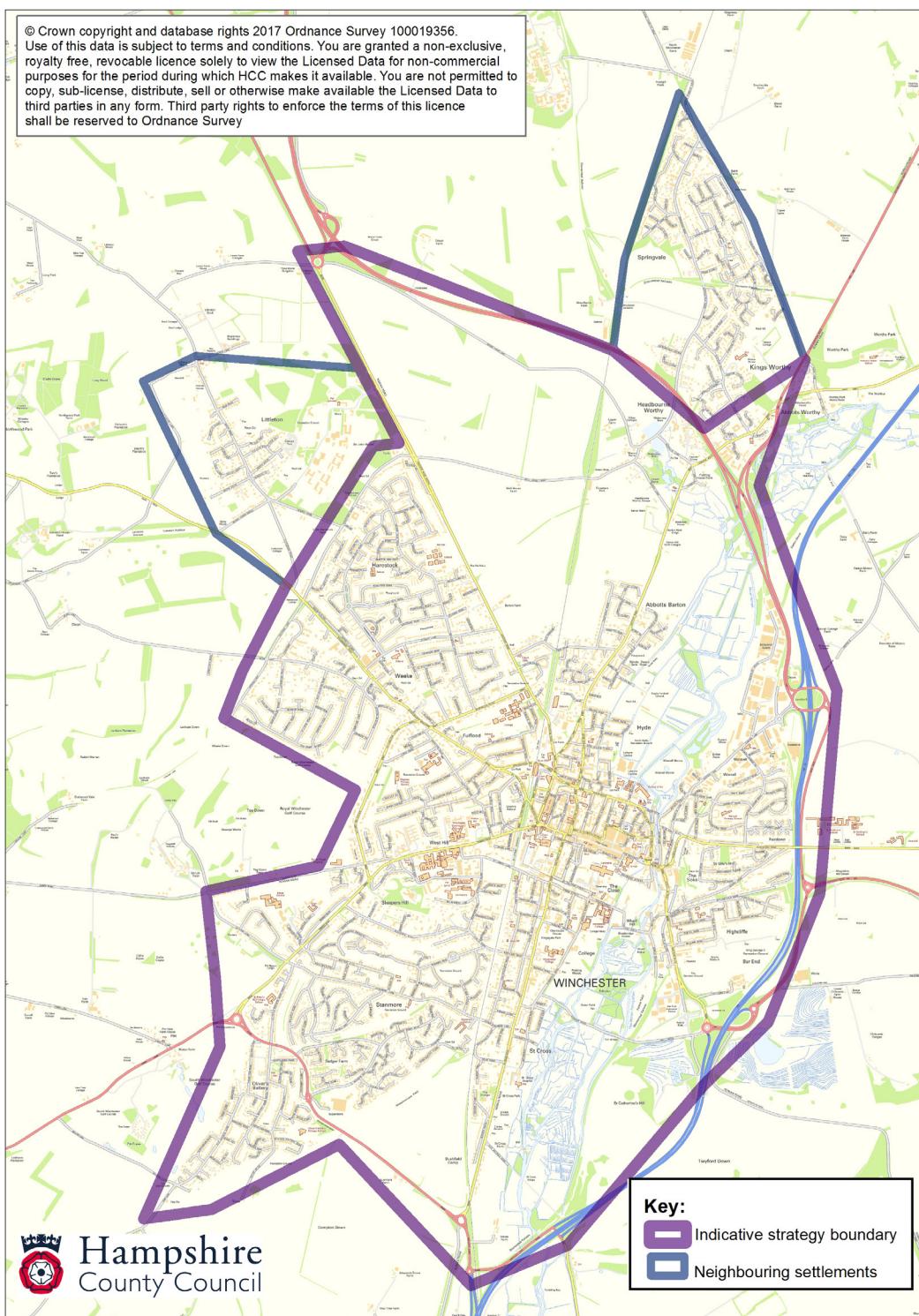
Hampshire County Council and Winchester City Council are committed to consulting as widely as possible when making decisions. This consultation is undertaken with reference to key consultation principles:

- to consult on key issues and proposals;
- to consult in good time;
- to be inclusive but with clear and appropriate limits;
- to consult using clear, simple information; and
- to ensure responses are taken into account when decisions are made.

# Section one: background to the consultation

## Geographical scope of the consultation

This consultation concerns movement throughout the City of Winchester. The area under consideration is highlighted in purple in the map below:



## **What is the City of Winchester Movement Strategy?**

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The Movement Strategy will set out an agreed vision and long term priorities for traffic and transport improvements in Winchester over the next 20-30 years. The Strategy will also set out, at a high level, plans for how these priorities might be met.

## **Why do we need a new Movement Strategy?**

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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 1,851 park and ride spaces on the outskirts of the City.

The park and rides are now busy - as are the city centre car parks - as more people continue to come to Winchester for a range of purposes. The city centre is increasingly dominated by motorised traffic, with peak time congestion on main roads. In addition, there are plans for commercial growth in the central area of Winchester and a requirement to provide houses to meet local need.

As the City evolves, a new strategy is needed which reflects and addresses Winchester's current and future needs.

By using feedback from public consultation alongside wider evidence to inform the new Strategy, the two councils will be in a strong position to bid for funding to enable future investment. This is important as transport improvements, especially large-scale changes, are unlikely to be funded from existing budgets.

## **How will the Movement Strategy be developed?**

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This consultation is part of a wider evidence gathering process intended to inform the Movement Strategy that will continue into 2018.

As well as inviting residents' and stakeholders' views, a range of traffic and travel data will be reviewed. This, alongside sophisticated computer modelling, will provide a robust understanding of how movement works in the City. Collectively, this will form the evidence base for the Movement Strategy and help to clarify travel and transport priorities.

Potential options for delivering these priorities will then be developed. These will be tested and reviewed using national Government best practice guidance before the draft Movement Strategy is put to further public consultation in mid 2018.

# Section two: setting the priorities for movement across Winchester

The first step in developing the Movement Strategy is to determine what key priorities it should address. When we look back in 20-30 years, what differences do we want to be able to recognise as a result of what has been done?

Early scoping work has led us to believe that the following priorities are the most important.

These priorities reflect our statutory local authority duties (responsibilities that we have a legal duty to meet), as well as the wide range of other services that we provide. They also reflect priority areas that residents and local groups have told us about in the past. However, your own priorities may be different, and we would also like to take these on board.

Please consider the suggested priorities, and use the consultation Response Form to tell us about the issues which matter to you, and the changes you would like to see.

## **Priority A: achieving the right balance between different types of traffic (including pedestrians and cyclists)**

### **Why we think this is a priority:**

Balancing the needs of different types of traffic is a particular challenge in a historic, compact and thriving City such as Winchester.

- **Pedestrians** may feel uncomfortable walking in areas dominated by roads and vehicles - and heavily trafficked streets can inhibit movement on foot.
- **Cyclists** have told us that they find it difficult to move through the City because of the one-way system, busy roads and lack of space or priority.
- **Drivers** making trips to and from the City could be doing unnecessary miles within the one-way system, adding to traffic levels, congestion and the perception of through traffic.
- **Heavy Goods Vehicles** and other delivery vehicles need to safely access the City to deliver goods but often do so at peak times, reducing capacity and adding to congestion and pollution.
- **Buses** want to pick up and drop people in the heart of the City but are caught up in congestion.

**We feel that the new Movement Strategy should carefully consider all means of getting around Winchester to ensure that the right balance is achieved.**

## Priority B: supporting growth and economic vibrancy

### Why we think this is a priority:

- Winchester is an attractive place to live, work and visit. **Over 5 million visitors come to enjoy this historic City throughout the year.** Winchester is also a regional centre for public sector employment - being home to Hampshire County Council, Winchester City Council and a major NHS hospital.
- Winchester has a number of high performing schools, a premier university and art college. The City is also home to a range of important private sector companies, benefits from a vibrant city centre and is regularly cited as a great place to live. As a result, **it is attractive to many different people - all of whom have different movement needs.**
- The **local population is growing and changing.** More people are moving into the City and many residents are living longer, leading to a higher proportion of retired people who have different transport needs. The Winchester District Local Plan 2031 has planned for 4,000 new homes and it is likely that the actual number of houses built will exceed this figure.
- The Local Plan also seeks to support and **strengthen the local economy.** More recently, Winchester City Council has requested that the Enterprise M3 Local Enterprise Partnership<sup>1</sup> upgrades the City's status to a 'step up town'<sup>2</sup>, recognising its role as an economic asset for the region and creating the potential to access new funding sources.
- Winchester City Council also has plans to bring forward **large scale developments** in the centre of town, including Central Winchester Regeneration, the development of Station Approach and the provision of a new leisure centre at Bar End. These will help the City to thrive but also place additional pressures on the transport infrastructure.

**Winchester is busy and is likely to get busier. We think it is important to ensure that the transport infrastructure is capable of supporting the City's future growth and prosperity.**

<sup>1</sup> The Enterprise M3 Local Enterprise Partnership (LEP) is a public/private partnership set up to support and sustain economic growth at a local level – in this case along the M3 corridor

<sup>2</sup> In the EM3 Local Enterprise Partnership's Regional Economic Strategy, step-up towns are areas of latent economic potential along the M3 corridor, which currently experience barriers to growth that impact upon the overall performance of the area.

See: [https://www.lepnetwork.net/modules/downloads/download.php?file\\_name=14](https://www.lepnetwork.net/modules/downloads/download.php?file_name=14)

## **Priority C: improving air quality**

### **Why we think this is a priority:**

- Since 2003, Winchester has been experiencing **air quality levels** in the city centre which **exceed national standards**.
- Real time air quality stations and nitrogen dioxide diffusion tubes, monitoring air quality across both the city centre and the wider district, have measured reduced levels of nitrogen dioxide in a number of areas – however, **levels still exceed the Air Quality Objective** close to busy roads within the city centre.
- It is estimated that road traffic related **emissions may need to be reduced by a quarter** to meet the Air Quality Objective by 2020.
- Air cleanliness can **impact quality of life**, affecting the attractiveness of the City to visitors and others. Long term exposure to high concentrations of pollutants, including nitrogen dioxide, is associated with health impacts such as heart and lung conditions.<sup>3</sup>
- Fuel and vehicle related technology is rapidly changing, creating increasing **opportunities for cleaner air and healthier places**. Such changes can be difficult to predict requiring flexible planning.

**We feel it is important to continue to prioritise improving Winchester's air quality to ensure the City remains a healthy and attractive place to live, work and visit.**

<sup>3</sup> <https://www.gov.uk/government/publications/air-quality-in-the-uk-plan-to-reduce-nitrogen-dioxide-emissions>

# Section three: examples of possible ways to address key priorities

Once the key priorities for movement across Winchester are set, specific proposals for addressing them will be developed. At this early stage, we would like to hear residents' and stakeholders' views on how proposed key priorities (such as those set out in section two) could be supported.

The two councils have undertaken some initial scoping work to provide **examples** of the type of initiatives that could be pursued to overcome travel and transport constraints and improve movement across Winchester.

Whilst we would like to hear your views on these examples, we are most interested in what other big ideas, bold plans or aspirational thinking you may have about improving Winchester's transport infrastructure and the quality of life of people who live, visit and work in the City.

All proposals would be subject to testing to determine if they are safe, realistic and affordable.

## **Example one: review and re-plan the city centre one-way system**

**The issue:** The one-way system has evolved over many decades, resulting in difficult east-west and north-south movement. It is probably creating a need for traffic to do circuits of the city centre rather than come in and leave by the most direct routes.

**Possible solutions to address this:** Review the whole one-way system with the aim of taking out unnecessary mileage, whilst maintaining access to all parts of the City by the shortest and most direct routes.

**Potential impacts:** This could mean:

- making some sections of the road network two-way;
- changing some directions of traffic flow or blocking off some routes to some types of traffic;
- opportunities to provide new route options for cycle or bus journeys; and
- improving public spaces used by pedestrians as well as shared space improvements.

## Example two: introducing new bus priority measures

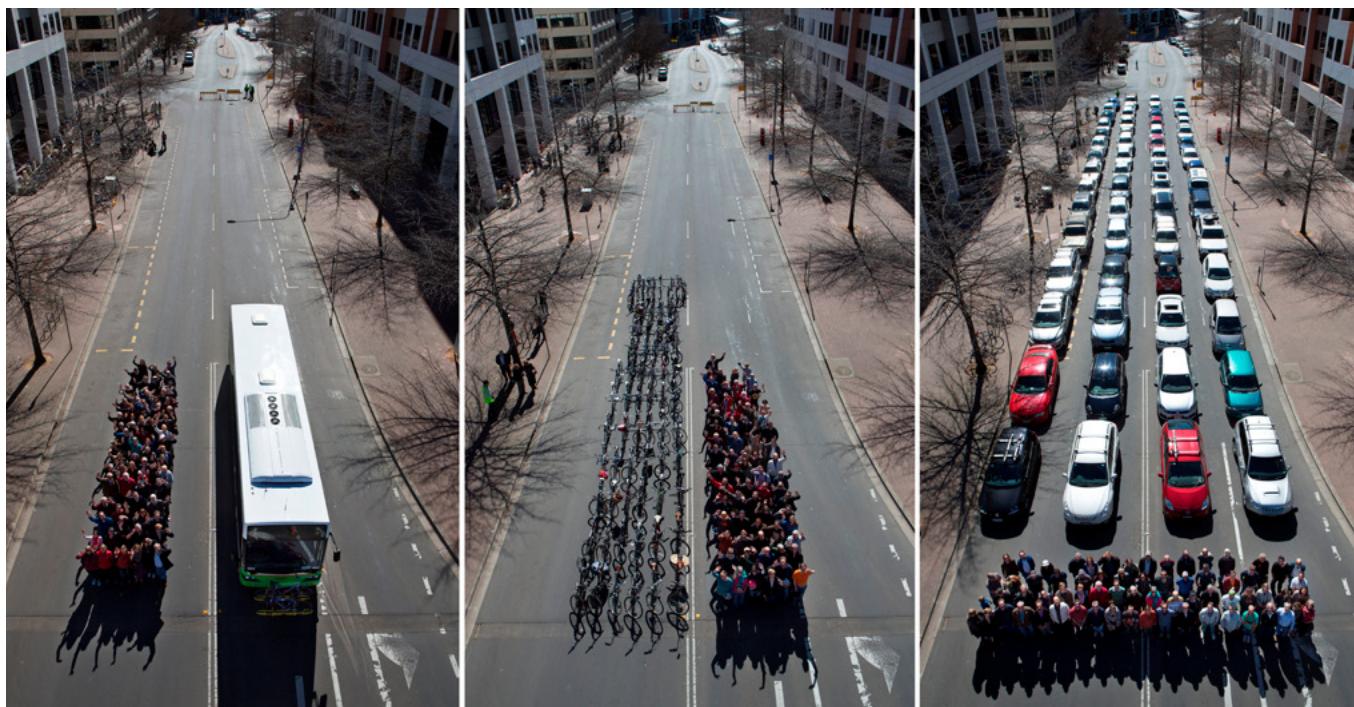
**The issue:** At present, there is limited space in the City for buses and little or no priority. As a result, buses get caught up in the same congestion as other traffic and often compete for limited space in the city centre - not just with other motorised vehicles but also with pedestrians and cyclists.

**Possible solutions to address this:** We could provide buses with dedicated road space or improved priority for some movements. Such a scheme would be linked to any review of the one-way system.

**Potential impacts:** This could mean:

- improved journey times;
- increased reliability for buses, including park and ride; and
- reduced road space or decreased priority for other forms of traffic.

Amount of space required to transport the same amount of passengers by car, bus or bicycle.



Source: Cycling Promotion Fund [www.cyclingpromotion.org](http://www.cyclingpromotion.org)

## **Example three: making public realm improvements**

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**The issue:** Streets and spaces tend to work for motorised traffic but are less appealing to pedestrians and cyclists. More could be done to redesign and improve streets and spaces to help them work effectively for all who use them, whilst protecting and improving the built, historic and natural environments across the City. Recent improvements to Jewry Street, The Square and Great Minster Street are examples of the kinds of improvements that could be made if funding could be secured.

Whatever public realm improvements are agreed, we need to ensure that they are in keeping with the local area and that they are cost effective to maintain.

**Possible solutions to address this:** Re-designing Winchester's streets and spaces around people rather than traffic to help them function better.

**Potential impacts:** This could mean:

- rebalancing streets and spaces in favour of pedestrians and cyclists to better meet the needs of people rather than vehicles;
- streets and places better reflect the local character; and
- reduction in the dominance of traffic at the possible expense of traffic capacity.

## **Example four: improving internal road links**

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**The issue:** Moving from one part of the City to another can be difficult and often requires the need to go through the city centre.

**Possible solutions to address this:** Look at what internal links, including existing roads, could be changed to improve connections between different parts of the City. The opportunities for improving internal road links are, however, only likely to be few due to limited available space.

**Potential impacts:** This could mean:

- reduced traffic flow in the city centre;
- increased traffic use along existing residential streets, which could be unpopular or divisive; and
- multi-million pound investment of phased improvements that collectively improve the city centre over time.

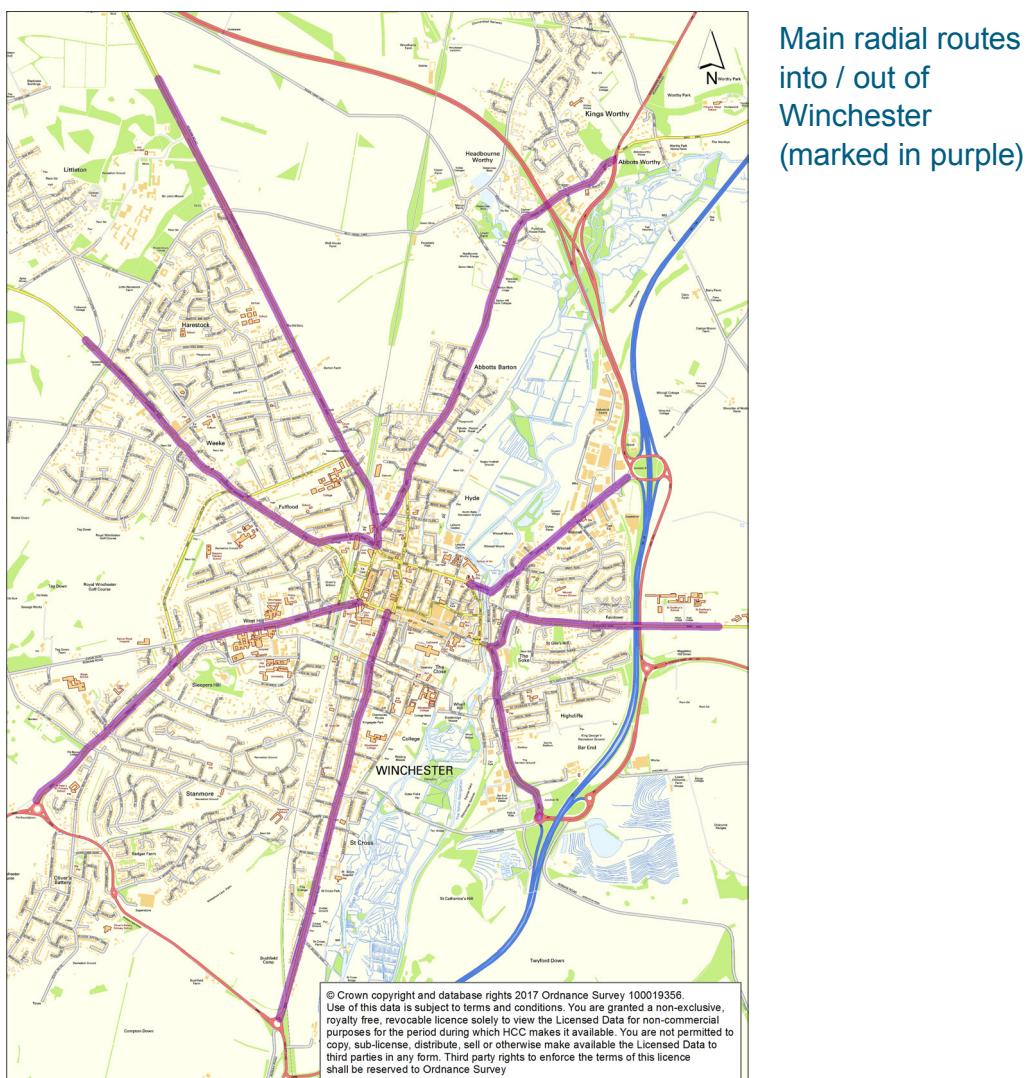
## **Example five: improving capacity on key routes into and out of the city centre**

**The issue:** Radial routes - the main roads in and out of Winchester - are constrained by the space between buildings, structures, property boundaries and rail bridges (owned by Network Rail), which create pinch-points that squeeze available space, particularly for pedestrians and cyclists. These routes are busy, mainly at peak times and are likely to get busier.

**Possible solutions to address this:** Consider options to improve capacity on radial routes by widening roads - for example, re-using space around the busy Romsey Road/Kings Road/Battery Hill junction on Romsey Road.

**Potential impacts:** This could mean:

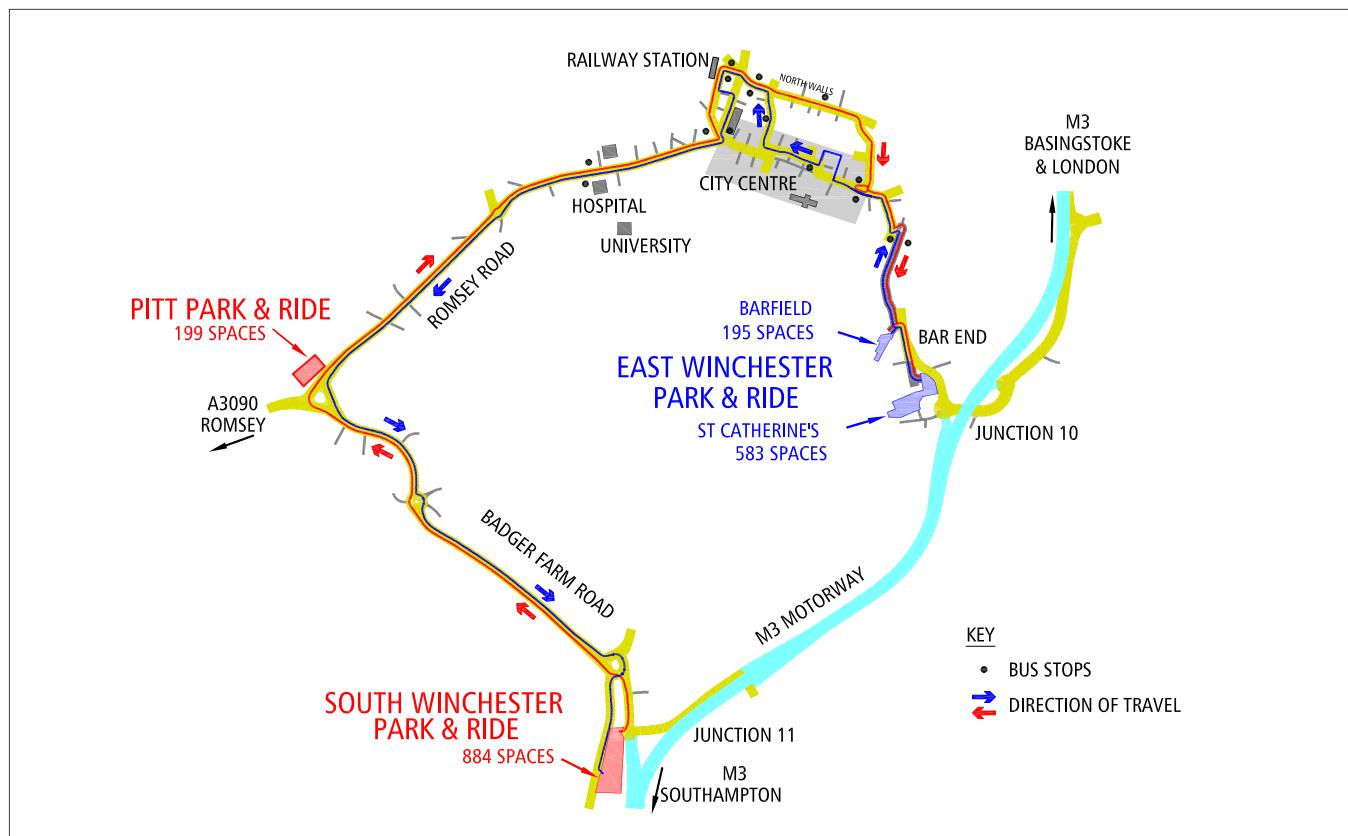
- local capacity improvements, enabling traffic flow and addressing congestion pinch-points; and
- the potential widening of some roads and junctions requiring the use of verges, green spaces, private property and other sensitive areas.



## Example six: increasing capacity for park and ride

**The issue:** Winchester's park and ride sites collectively provide over 1,800 spaces, helping to reduce car trips to the City. Capacity and occupancy rates at the park and rides show that they are working, but are also nearing operational capacity. With the exception of a small planned development at Barton Farm, there are currently no park and ride facilities to the north of the City.

Location and capacity of Park and Ride sites in Winchester



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### Possible solutions to address this:

#### A: Increase capacity of existing park and ride sites to the south of the City.

**Potential impacts:** This could mean:

- a reduction in city centre traffic, helping to reduce congestion, improve air quality and shorten journey times;
- the provision of decked car parking at existing park and rides; and
- an increase in the frequency of buses if they are at or over capacity, especially during peak times.

## **B: Create new park and ride sites.**

Traffic from the north of the City could be intercepted on the outskirts of Winchester to further reduce city centre traffic.

**Potential impacts:** This could mean:

- a reduction in city centre traffic; helping to reduce congestion, improve air quality and shorten journey times; and
- fewer miles driven by vehicles from the north of the City.

## **C: Offer park and walk (or cycle) schemes.**

Park and walk is becoming increasingly popular, possibly because park and ride bus services are busy and the difference between walking and bus journey times is not that different. One option could be to expand edge-of-city centre car parks, alongside potentially reducing parking in the city centre to encourage park and walk.

**Potential impacts:** This could mean:

- a reduction in city centre traffic, helping to reduce congestion, improve air quality and shorten journey times;
- the provision of decked car parking close to the city centre; and
- an increase in cars using busy radial roads.

## Example seven: encourage clean fuel technologies

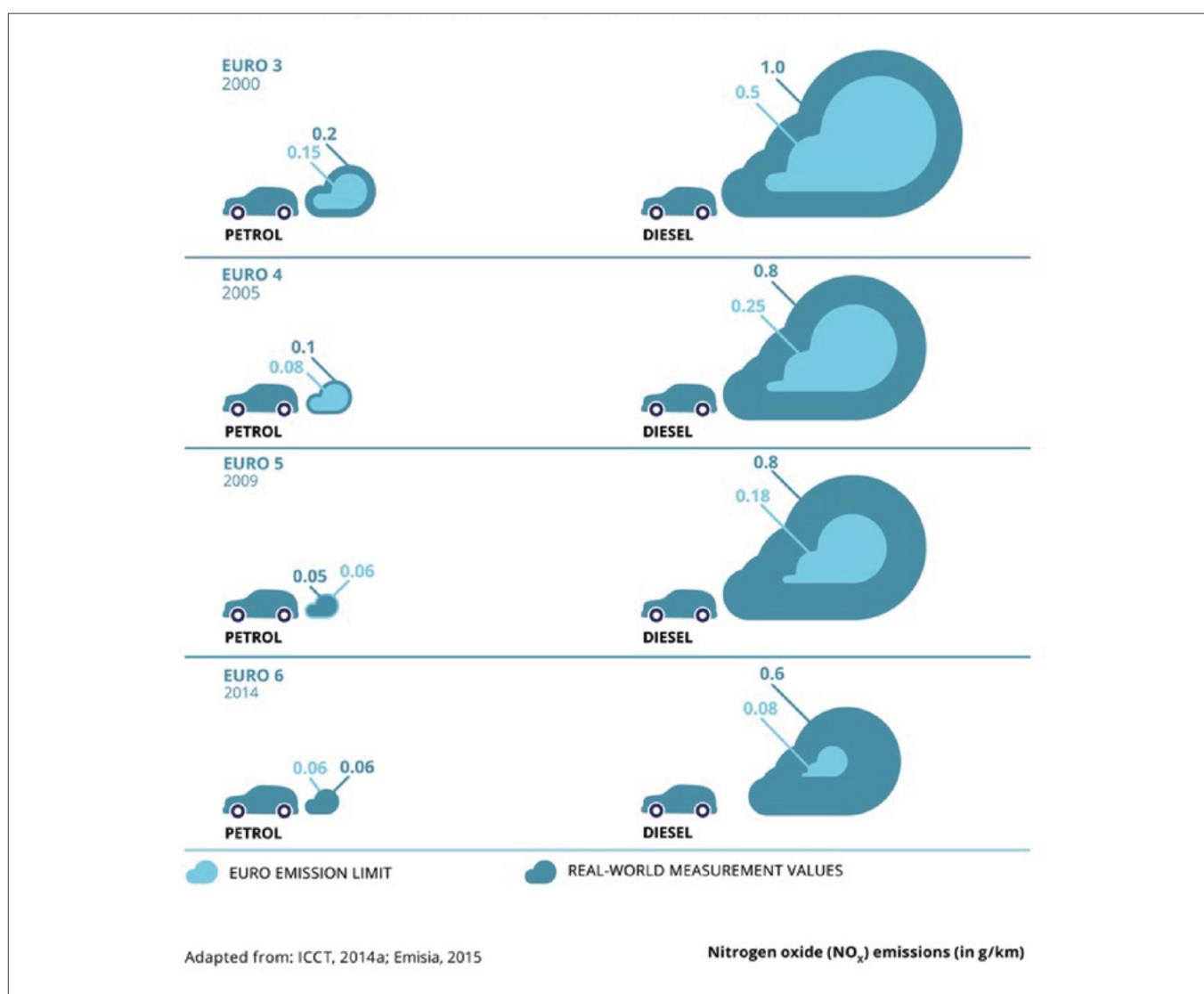
**The issue:** The use of diesel and petrol vehicles creates poor air quality in the City.

**Possible solutions to address this:** Using incentives and penalties to encourage people to change vehicle ownership to lower polluting vehicles over time.

**Potential impacts:** This could mean:

- lower transport emissions helping to improve air quality for the City;
- easier and more convenient vehicle charging points; and
- variable parking or permit charges to encourage changes in vehicle ownership to cleaner fuels.

Comparison of NO<sub>x</sub> emission standards for different Euro classes



Source: European Environment Agency Prod-ID: INF-38-en. Jan 2016

## Example eight: enforcement options to restrict vehicle access in areas of high pollution

**The issue:** The use of diesel and petrol vehicles creates poor air quality in the City.

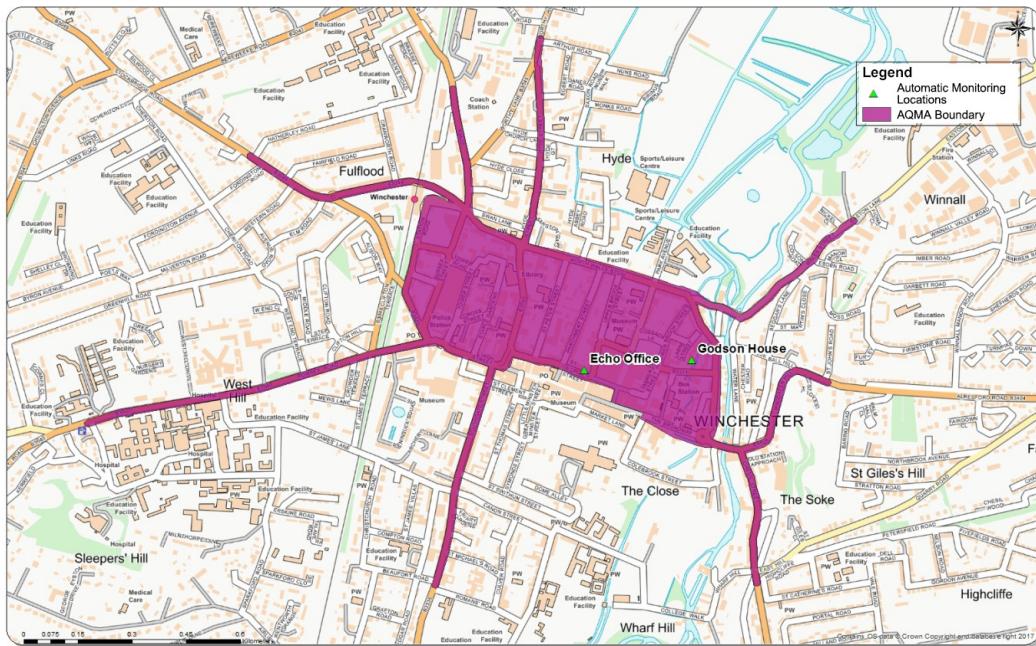
**Possible solutions to address this:** Review potential enforcement options, such as introducing a Clean Air Zone (CAZ)<sup>4</sup> for the City. This could mean restricting or controlling access to the most polluting vehicles in areas of high pollution.

Modelling undertaken for Winchester City Council's Air Quality Action Plan 2017 suggested that restricting entry of all Heavy Goods Vehicles that do not meet the Euro VI emission standard to St George's Street alone, could result in a 13% decrease in oxides of nitrogen emissions by 2020.

**Potential impacts:** This could mean:

- restricted access for the most polluting vehicles;
- a change in the overall mix of vehicles helping to reduce transport emissions;
- better air quality; and
- reduced congestion in peak hours.

Map of Air Quality Management Areas (AQMA) boundary in Winchester city centre.  
Reproduced from Winchester City Council Air Quality Action Plan 2017



<sup>4</sup> Clean Air Zone (CAZ) are areas where the most polluting vehicles are regulated – usually by restricting or charging for entry.

## **Conclusion**

Thank you for reading this Information Pack.

You are invited to share your ideas and help shape a shared travel and transport vision for Winchester that will guide our progress over the next 20-30 years.

You can do this by using the online Response Form which can be found at:

**[www.hants.gov.uk/winchestermovementstrategy](http://www.hants.gov.uk/winchestermovementstrategy)** or via the consultations webpage at **[www.hants.gov.uk/consultations](http://www.hants.gov.uk/consultations)**

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