



<b>Meeting</b>	Health and Environment Policy Committee
<b>Date and Time</b>	Tuesday, 9th July, 2019 at 6.30 pm.
<b>Venue</b>	Walton Suite, Guildhall, Winchester

## AGENDA

### PROCEDURAL ITEMS

- 1. Apologies and Deputy Members**  
To note the names of apologies given and Deputy Members who are attending the meeting in place of appointed Members.
- 2. Appointment of Vice-Chairperson for Municipal Year 2019/20**
- 3. Declarations of Interest**  
To receive any disclosure of interests from Members and Officers in matters to be discussed.

*Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests, and non disclosable interests in accordance with legislation and the Council's Code of Conduct.*

If you require advice, please contact the appropriate Democratic Services Officer, prior to the meeting.

- 4. Chairperson's Announcements**
- 5. To note the date and time of future meetings of the Committee**
  - Tuesday 9 July 2019
  - Wednesday 9 October 2019
  - Tuesday 10 December 2019
  - Wednesday 4 March 2020

Meetings commence at 6.30pm unless otherwise stated.



## **BUSINESS ITEMS**

6. **Public Participation**  
To receive and note questions asked and statements made from members of the public on matters which fall within the remit of the Committee.
7. **Environmental Services Contract - Procurement Process Update (Presentation to follow)**
8. **Car Parking Strategy (HEP002) and presentation (presentation to follow) (Pages 5 - 16)**
9. **The future of the Traffic Management and Civil Parking Enforcement Agency Agreements (CAB3173) (Pages 17 - 26)**
10. **Planning Pre-application Advice (HEP003) (Pages 27 - 34)**
11. **Health & Environment Policy Committee Work Programme for 2019/20 (HEP001) (Pages 35 - 38)**

**Lisa Kirkman**  
**Corporate Head of Resources and Monitoring Officer**

Members of the public are able to easily access all of the papers for this meeting by opening the QR Code reader on your phone or tablet. Hold your device over the QR Code below so that it's clearly visible within your screen and you will be redirected to the agenda pack.



1 July 2019

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## **MEMBERSHIP**

**Chairman:** Clear (Liberal Democrats)

**Vice-Chairman:**

### **Conservatives**

Brook  
Griffiths  
Pearson

### **Liberal Democrats**

Becker  
Ferguson  
Laming

## **Deputy Members**

Horrill and Weston

Hutchison and Williams

Quorum = 4 members

### **Relevant Portfolio Holders:**

### **PUBLIC PARTICIPATION**

A public question and comment session is available at 6.30pm for a 15 minute period. There are few limitations on the questions you can ask. These relate to current applications, personal cases and confidential matters. Please contact Democratic Services on 01962 848 264 in advance of the meeting for further details. If there are no members of the public present at 6.30pm who wish to ask questions or make statements, then the meeting will commence.

### **Voting:**

- apart from the Chairman, every Member has one vote when a matter before the meeting requires a decision.
- in the event of an equality of votes, the Chairman may exercise a casting vote and that vote may be exercised in any way seen fit.
- a Member may abstain from voting, or vote differently from how they may have indicated during the debate, without further explanation.
- the way each Member voted will not be recorded in the minutes, unless a motion to have a Recorded Vote has been passed.

### **DISABLED ACCESS:**

Disabled access is normally available, but please phone Democratic Services on 01962 848 264 or email [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) to ensure that the necessary arrangements are in place.

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HEP002  
HEALTH AND ENVIRONMENT POLICY COMMITTEE

REPORT TITLE: CAR PARKING STRATEGY

9 JULY 2019

REPORT OF CABINET MEMBER: Councillor Lynda Murphy, Environment

Contact Officer: Andy Hickman Tel No: 01962 848105 Email  
ahickman@winchester.gov.uk

WARD(S): ALL

PURPOSE

In April 2019 the City of Winchester Movement Strategy (WMS) which had been developed jointly by the City and County Council was endorsed by the City Council and formally adopted by Hampshire County Council. It is a joint strategy between Hampshire County Council and Winchester City Council that sets out the agreed vision and long term priorities for travel and transport improvements in Winchester over the next 20 to 30 years.

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

A new Parking Strategy is required to consider the changes to the current parking strategy and bring it into line with the WMS and planned/ potential development proposals. The Strategy will provide a framework for decision making for the next ten years, with a scheduled review after five years.

This paper considers the formulation of a new Car Parking Strategy for the District in the context of the agreed Winchester Movement Strategy and sets out some possible options for comment.

RECOMMENDATIONS:

1. That the Policy Committee considers and makes any comment upon the development of the Parking Strategy as set out in this report.

## 1 RESOURCE IMPLICATIONS

A budget has been allocated to support this work and staff resource is in place.

### 1.1 FINANCIAL IMPLICATIONS

A sum of £250K (£125k in 19/20 and £125k in 20/21) has been included in the General Fund budget to support further detailed development work to help deliver the measures set out in the Winchester Movement Strategy. A further £250k will be made available from the district Community Infrastructure Levy Fund.

In addition to this, Hampshire County Council will contribute towards the costs of both the assessment work and the delivery of schemes.

It should be noted that changes to car parking capacity will need to be considered in relation financial, economic, social and environmental implications and impacts.

### 1.2 LEGAL AND PROCUREMENTS IMPLICATIONS

Traffic Management is a requirement under the Traffic Management Act 2004. In this report Officers put forward differing proposals to be considered for inclusion within a Parking Strategy for Winchester.

Relevant provisions set out in the Road Traffic Regulation Act 1984 permits highway authorities to make and vary Traffic Regulation Orders to regulate the movement of vehicular traffic, to improve the amenities within a particular area. The Council has the power to provide car parks under section 32 of the Road Traffic Regulation Act 1984. Section 35 of the Act allows the Council to make orders in respect of parking places for their conditions of use and the charges that apply.

Road Traffic Management Act 2004, Civil Enforcement of Road Traffic Contraventions, Operational Guidance to Local Authorities, December 2014 and section 55 of the Road Traffic Regulations Act 1984 makes provision for surplus revenue from car parking charging to be used towards highway and transportation expenditure. Should disposal of a car park be a consideration then under section 123 of the Local Government Act 1972 the Council may dispose of land that it holds in any manner it wishes subject to the obligation to obtain best consideration.

Offices correctly identify a range of options which may be included within the Car Parking Strategy. Legal input will be required as the Strategy develops to provide assistance in the evaluation and procedures to bring these options forward.

### 1.3 CONSULTATION AND COMMUNICATION

The Winchester Movement Strategy has been informed through extensive engagement and consultation with the public, stakeholders and other interest groups.

An appropriate approach to engagement for the parking strategy will need to be agreed including briefings with elected members, the Town Forum, Parish and Town Councils, stakeholders and interest / resident groups.

### 1.4 ENVIRONMENTAL CONSIDERATIONS

Impact of the city's environment is at the heart of the Winchester Movement Strategy with a priority to reduce peak time commuter traffic and emissions in the city centre.

Key environmental considerations to be considered in the formulation of the Car Parking Strategy will be air quality and carbon reductions to help meet the Council's aspiration to be a carbon neutral district by 2030.

The car parking strategy could also help to deliver the Council's Electric Vehicle Charging Infrastructure Study recommendations for Winchester City Centre and District which suggests that 50 publicly accessible charging bays are provided in Winchester's car parks and Park and Ride (P&R) car parks. This includes replacement of the existing charging points with smart units.

### 1.5 EQUALITY IMPACT ASSESSMENT

1.6 The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

1.7 The Council is committed to all of the above which will be taken into account and included within the Strategy as it is developed, in particular, improving the quality of life and wellbeing for all residents in respect of socio-economics and health determinants.

1.8 DATA PROTECTION

None at this stage.

1.9 RISK MANAGEMENT

Risk	Mitigation
Park and Ride (P&R) extensions prove difficult to provide in the short term	On going monitoring and management of car parks and capacity.
Community Support –  Lack of public support for the Parking Strategy may result in schemes being opposed.	The Strategy will be subject to extensive consultation and engagement with the public, stakeholders and interest groups.
Timescales –  The implementation of the measures within the Strategy will take time to deliver.  This could undermine confidence in the deliverability of the Strategy.	The Strategy will set out each measure and include indicative timescales for delivery and cost to help manage expectations.
Project Capacity –  Insufficient staff resources to implement the Strategy.	Both WCC and HCC have already allocated resources to take both the Parking Strategy and the P&R Strategy forward.
Financial –  Resources will be needed to implement the Strategy.  The closure of city centre car parks could have an impact on cost recovery and therefore the finances of the Council and on local businesses.  Funding not available to purchase additional land for P&R.	The Strategy will look at measures and approaches which take these impacts into account and with input from local business groups.  The Strategy will identify funding opportunities to help offset the implications.
Reputation –  Failure to deliver the aims of the	Delivering some of the short term measures will help to demonstrate the council's commitment to the Strategy

Strategy will undermine confidence in the council's ability to implement the WMS.	and benefits arising from the implementation.
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## 2 SUPPORTING INFORMATION:

### 2.1 Existing Car Parking Strategy

The existing parking strategy was developed 2013, adopted for 2014-18 and reviewed in 2016. The overall aim of the adopted car parking strategy is;

'To provide a sufficient number of suitably located and managed car parking spaces to sustain the long term economic, social and environmental well being of Winchester Town and District.'

In Winchester Town the strategic approach is supported by three underlying statements:

That car parking levels serving the town will be retained at current levels (2013 was the base year for the development of the strategy) or expanded slightly in certain locations aiming to achieve 85% operational occupancy levels;

We will seek to consolidate parking in the most suitable locations within each quarter based on evidence of the way in which individual car parks are used; and,

The 'three ring' approach to pricing and allocating our car parks in Winchester Town will support tourism and the economy and will also help to reduce congestion, improve air quality and reduce our carbon footprint.

The levels of public support were demonstrably strong for this approach with at least two thirds of respondents in the 2016 consultation endorsing each of the above statements.

### 2.2 Winchester Movement Strategy (WMS)

The City of Winchester Movement Strategy (WMS) is a joint strategy formulated by Hampshire County Council and Winchester City Council and sets out the agreed vision and long term priorities for travel and transport improvements in Winchester over the next 20 to 30 years.

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

The WMS considers issues such as a park and ride capacity and operation, a need to reduce the traffic levels in the city centre which in turn will improve existing air quality issues and to ensure pressure on the transport

infrastructure due to planned development is taken into account alongside improving walking and cycle and public transport usage.

The WMS has three strategic priorities for movement across Winchester. These are:

Priority One: Reduce city centre traffic

Priority Two: Support healthier lifestyle choices

Priority Three: Invest in infrastructure to support sustainable growth

The WMS focuses on the removal/reduction of traffic from the town centre and the location of car parking spaces outside the Air Quality Management Area / town centre area and perhaps the consolidation of spaces over time. A specific aim of the WMS is thereby to increase park and ride car parking spaces in Winchester by up to 3000. This is an ambitious target and will need further assessment and study in order to identify potential sites, their usage and to determine how an effective and affordable bus service could be provided. This will need to be considered as part of the formulation of a new parking strategy.

The WMS therefore makes the following reference to the development of a new Parking Strategy for Winchester which would need to consider options around:

- parking supply in the city centre
- consolidation of parking in larger out of centre car parks
- a charging strategy with pricing structured to encourage parking outside the centre and to incentivise park and ride
- incentives for clean fuel vehicles

It is important to remember that a car parking strategy alone developed and implemented by the City Council can only have a limited impact on overall travel and parking demands for the city. Surveys show around 58% of the city's public parking spaces are used for 'work' purposes, which represents around 1,437 spaces, yet we know that around 14,500 people drive to Winchester for work each day, so we can only directly influence around 10% of those trips directly through a Council car parking strategy. The WMS will consider other measures in order to influence travel more widely.

### 2.3 Development Considerations

A parking strategy which allows for some alternative use of some centrally located public car park sites will impact directly on parking provision in that area. This will need to be considered alongside the benefits of that

development and an assessment of how its impacts and how they can be mitigated.

#### 2.4 Engagement/ Public Opinion Considerations

Thorough engagement will be undertaken in order to inform the formulation of the strategy. There are a number of distinct interest groups including residents, businesses, public sector organisations, and environmental and other interest groups which may have differing views which will need to be balanced in the formulation of the new strategy. The Council's recent resident survey will also help to provide a representative view.

#### 2.5 Formulation of an updated Car Parking Strategy

Although the focus of the WMS and Parking Strategy is to reduce peak time vehicle movements by reducing all day commuter parking in the centre it will also set out to deliver aspects of the City Council's Electric Vehicle Charging Strategy and Air Quality Action Plan relating to incentives to increase the number of electric vehicle / hybrid vehicles along with facilities to better provide for coach parking, the management and availability of blue badge parking.

It is intended that the new Car Parking Strategy will not be primarily income led but will be mindful of the significant overall income created/ utilised through parking charges so that a five to ten year pricing strategy will need to be developed that will allow for future changes and for people to adapt.

The Strategy therefore, will review both on and off street parking including pricing and income. This could include an assessment of potential new charges for Sunday and evening parking and allowing for inflation rate increases each year to reflect increased operational and maintenance costs and changes to parking zones. It will also review incentives for those parking in the city in low emission vehicles.

It will assess the impact of private non residential city centre parking on potential to increase Park and Ride.

Consideration will be given to parking issues and capacities in the district's market towns. Known issues such commuter parking provision and impact on residential areas in Whiteley will be considered along with availability and supply of parking in other market towns. Work will continue to address parking issues in Alresford and Bishop Waltham in partnership with the Town and Parish Councils.

It should be noted that a brief for a P&R study is currently being developed, see Appendix A, in parallel with the Parking Strategy which will look to identify potential new P&R sites for up to 3,000 additional parking spaces for Winchester. The recommendations from this Strategy will feed into the assumptions of the Parking Strategy.

Consideration will be given to the Air Quality Action Plan, May 2017, in particular to deliver Core Action 4, “Introduce new parking charges or incentives to limit diesel car parking and high polluting petrol vehicles (old than Euro 4 emission standard) in central car parks”.

The Strategy will also include consideration of the impact of the following potential pipeline changes in parking capacity in Winchester, including.

#### Saxon Gate:

- Potential reduction of on street parking along The Broadway
- Removal of Tanners Street / Friarsgate car park
- Removal of Upper Brook Street car park
- Removal of part of Middle Brook Street car park to accommodate a relocated bus station

#### Station Approach:

- Removal of Gladstone Street car park
- Future potential changes to Cattle Market and Worthy Lane car parks

#### Other changes

- Consideration of the role of the Durngate car park when Hampshire County Council take over the direct control of this car park. It is envisaged that this will remain as public car parking.
- Provision of a new car park to supplement the P&R provision at Bar End on the Vaultex site.
- 200 new spaces provided as part of the Kings Barton development.
- The future of the Agency Agreements with Hampshire County Council to manage and enforce on street parking. This will be considered by Cabinet in July.
- The Council’s commitment to Carbon reductions and how this strategy can help to achieve those aims.

#### 2.6 The Draft principles for an updated Parking Strategy are set out below for comment. –

- The overall Strategy will be to reflect the emergent ‘Movement Strategy’ in that it would need to cascade parking movements out and away from the town centre to outer and periphery locations over time. This would be achieved by changes to parking charges (city centre, edge of centre, P&R

differentials) and the number and location of parking spaces (car parking capacity).

- The Strategy will reflect the plans and desires for reuse of a number of potential town centre sites and allow for the anticipated reduction/relocation of parking capacity and income.
- The Strategy would identify and plan for the Vaultex site at Bar End as additional parking stock. Possibly linked with a premium P&R shuttle to/from the Town Centre which could also serve the new Leisure Centre.
- The Strategy would be developed to be phased over a longer term time period (with an iterative process in terms of implementation) and cover a 10-year period from 2019 to 2029 which would also include a mid term review.
- The Strategy would not be primarily 'income led' but would need to be mindful of the impact on the Council's finances and ability to provide related services such as park and ride buses. Income principles could also allow for inflation rate increases each year to reflect increased operational and maintenance costs.
- The Strategy will consider opportunities to increase income to provide for investment in infrastructure as the strategy would need to allow for longer term changes, primarily to allow the increase in P&R sites (which supports City of Winchester Movement Strategy) and allow for the displacement of parking outside of the central area.
- The Strategy will need to consider changes to the existing charging regime including for both Sunday and Evening operations. Including extending P&R services to Sundays and further into the evenings.
- The detailed issues relating to parking in the Market towns in Winchester District will also be covered.
- The Strategy should set a framework of investment in car parks for the necessary equipment to be installed to support EV charge points and to enable different charging regimes to be implemented for clean vehicle discounts.
- The detailed issues relating to Residents' parking and on-street parking would need to be covered by subsequent independent strategies. It should be noted that there is a separate paper also on this agenda relating to the arrangements for managing on-street parking which could affect the future parking strategy.
- The established three 'ring' approach to pricing and function of our car parks will be redeveloped further to clarify the approach used. It would be intended to retain the 'ring' approach but look at reviewing the catchment of each ring.

## 2.7 Process and Milestones/ Timeline for formulation and approval of the Parking Strategy

It is the intention that a new Strategy will be in place before the end of the year.

The milestones are set out in brief below for comment

- Draft Strategy approved for engagement Summer
- Park and Ride Study- July to Autumn
- Engagement Autumn
- Approval of Strategy December 2019

## 3. OTHER OPTIONS CONSIDERED AND REJECTED

Once the principles of the Strategy have been agreed, options will be developed.

### BACKGROUND DOCUMENTS:-

#### Previous Committee Reports:-

CAB3140 – City Of Winchester Movement Strategy – 24 March 2019

#### Other Background Documents:-

Winchester District Car Parking Strategy 2014-2018

City of Winchester Movement Strategy - Hampshire County Council/ Winchester City Council – April 2019.

Electric Vehicle Charging Infrastructure Study for Winchester City Centre and District, October 2018

Winchester City Council Air Quality Action Plan, May 2017

### APPENDICES:

Appendix A – Draft Park and Ride Strategy Brief

Appendix B – Income Considerations

## **Appendix A**

### **Draft Park and Ride Study Brief**

#### Scope

To assess the expansion of P&R facilities in Winchester as set out in the WMS in order to further reduce city centre commuter car parking.

#### WMS Requirements

Assess an increase in the capacity of P&R facilities by up to 3,000 additional spaces at existing and potential new sites.

Potential new sites are to include locations on Andover Road North, Easton Lane and Alresford Road corridors.

#### Outputs

- Identification and assessment of potential new P&R sites and assessment of expanded existing P&R sites
- Potential new sites in the north and east to be reviewed and extension of existing sites
- The assessment of each Identified P&R site will include:
  - Estimated parking capacity
  - Predicted occupancy on opening
  - Bus frequency required
  - Identification of bus route
  - Initial capital cost of contract
  - Identification of potential environmental / access constraints
  - Identification of potential land ownerships
  - Identification of anticipated catchment
- An assessment of Private Non Residential availability in the city centre and its impact on P&R commuter parking
- A review of the existing P&R bus operation including charges, contract and vehicle specifications
- A review of any additional services that could be offered at P&R facilities to encourage use
- Workshop with key stakeholders
- Recommendation of commercially viable preferred P&R Strategy.

#### Knowns and Considerations

Vaultex site development – Planned additional P&R spaces

Barton Farm – Planned 200 P&R Light spaces

Winchester Movement Strategy micro-simulation model

Andover Road – HCC proposing an express bus corridor

WCC Parking Strategy

Electric Vehicle Charging Infrastructure Study for Winchester City Centre and District, October 2018

## Milestones

Commission July 2019.

Completion autumn 2019.

## **Appendix B**

### **Income considerations**

The current income level from town car parks is around £5.6 million each year excluding season tickets. Income has increased by 29% since 2013 - the time of the development of the last parking strategy. This increase in income is as a result of both increased charges (centre ring) and increased demand (inner ring and P&R).

The closer to the town centre, the higher the income; Centre ring spaces yield £2.2k, Inner ring spaces yield £863 and P&R yields £601 per space per annum.

The aim of ensuring that income is not significantly impacted could be at odds with other strategy options such as those which move car parking away from the centre, as those spaces yield considerably more income per annum than those further out.

To at least maintain income, with the potential of also creating more income for a capital investment fund, a number of possible income options have been identified -

- Sunday charging
- evening charging
- charging increases/ incentives for cleaner vehicles
- changes to parking zones

### **Parking Spaces & Income Summary for 2018/19**

	Spaces		Income (£000)	
Centre Ring	1,522	33%	3,406	60%
Inner Ring	1,292	28%	1,115	20%
All P&R sites	1,861	40%	1,119	20%
Season Tickets			613	
<b>Sub-total</b>	<b>4,675</b>		<b>6,253</b>	
Other Car Parks			181	
<b>Total (Off Street Parking)</b>			<b>6,434</b>	

<b>Typical Occupancy levels</b>	<b>2013</b>	<b>2018</b>	<b>2019</b>
<b>Centre Ring</b>	85%	87%	90%
<b>Inner Ring</b>	69%	82%	85%
<b>Outer Ring (P&amp;R)</b>	57%	73%	82%
<b>ALL spaces</b>	71%	80%	86%

**Important note** – as the Centre ring has a third of the spaces, but delivers 60% of the income, any policy led strategy to relocate spaces from the centre to the P&R will result in significant reductions in income that are likely to be difficult to replace from other sources / policies.

REPORT TITLE: THE FUTURE OF THE TRAFFIC MANAGEMENT AND CIVIL PARKING ENFORCEMENT AGENCY AGREEMENTS

HEALTH AND ENVIRONMENT POLICY COMMITTEE – 9 JULY 2019  
CABINET – 17 JULY 2019

REPORT OF CABINET MEMBER: Cllr Lynda Murphy, Environment

Contact Officer: Richard Botham Tel No: 01962848421 Email  
[rbotham@winchestergov.uk](mailto:rbotham@winchestergov.uk)

WARD(S): ALL

PURPOSE

The City Council has for many years carried out on-street civil parking enforcement, which includes residents' permit parking zones, and traffic management functions on behalf of Hampshire County Council.

In 2018 the County Council served two year's notice to end Decriminalised Parking (On-street parking) arrangements. Consequently, unless new arrangements are agreed between the authorities this function would be recovered by the County Council and they would be responsible for delivering the service from April 2020.

This report sets out the potential impacts of entering into new arrangements with the County Council to deliver these functions as well as implications of not doing so which would mean the City Council would no longer be responsible for on-street parking enforcement and traffic management. Whilst entering into new arrangements with the County Council may have consequences which could be challenging for the City Council it is considered that retaining control of these functions offer benefits which mean that this is the best option and is therefore recommended.

RECOMMENDATIONS:

1. That the City Council enters into new agency agreements with Hampshire County Council in relation to the delivery of traffic management and on-street civil parking enforcement with effect from April 2020.

2. That the Strategic Director of Services be delegated to finalise and enter into the agency agreement with Hampshire County Council in relation to the delivery of traffic management and on-street civil parking enforcement with effect from April 2020.

IMPLICATIONS:1 COUNCIL STRATEGY OUTCOME

- 1.1 Traffic management and on-street parking enforcement services make an important contribution to Improving the quality of the District's environment and, in particular, to the objective of improving the environment and reducing harmful emissions through holistic transport planning. They also contribute towards making Winchester a safe and pleasant place to live, work and visit.

2 FINANCIAL IMPLICATIONS

- 2.1 Resident permit parking was broadly cost neutral in 2018/19. However, with regard to the on-street element of the function, there was a deficit of around £246k because the costs of administration and enforcement exceeded income from penalty charge notices, parking fees and so on. Overall there was a deficit for the on-street parking account of around £230k.

Winchester District - on-street agency parking  
2018/19 (£000)

	On-Street	Residents	Total
<b>Income</b>			
Penalty Charge Notices	(138)	(56)	(194)
Parking Fees	(68)		(68)
Parking Permits		(412)	(412)
Other Fees (Waivers etc)	(18)	(20)	(38)
	<u>(224)</u>	<u>(488)</u>	<u>(712)</u>
<b>Expenditure</b>			
Engineering		23	23
Parking Enforcement	157	169	326
Parking Administration	313	280	593
	<u>470</u>	<u>472</u>	<u>942</u>
<b>Total Net (Surplus) / Deficit</b>	<b>246</b>	<b>(16)</b>	<b>230</b>

- 2.2 A full review of the current cost apportionments will be undertaken over the summer to ensure a robust basis to move towards the new arrangements. The new agency agreements are not budgeted to have a net financial impact on the Council and this will need to be borne in mind when agreeing new pricing structures. Based on the table above there will clearly be a major shift required to ensure the service is operated on a full cost recovery basis, including the County Council's costs which are not currently reflected.
- 2.3 The County Council is requiring that the new agency arrangements must operate on a full cost recovery basis which would also need to take account of

the County Council's own costs. This will take a number of forms such as increased residents' permit charges and on-street parking fees.

- 2.4 The County Council have also stipulated a more detailed and standardised approach will be required in relation to annual reporting. Any deficit in the on-street parking account would need to be absorbed by the City Council whilst any surplus would be shared equally between the two authorities and can be used for services associated with parking and roads.
- 2.5 The revised agency agreement requires an increase in permit charges to £50 for first permits, which can be phased over three years. This increase will address the deficit highlighted above and contribute to the County Council's operating costs. Also, a review of parking administration is currently being undertaken to ensure apportionment of costs to On Street and Residents parking is accurate in the future.

### 3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Civil parking enforcement and traffic management is further to the Traffic Management Act 2004 in conjunction with the Regulations that give effect to the parking provisions in Part 6 of the Traffic Management Act 2004. The City area is a designated civil parking enforcement area and as such required to meet the Network Management duties set out in section 16 of the Traffic Management Act 2004.
- 3.2 The agreement with the County transfers the liability to ensure that the statutory requirements of the Traffic Management Act 2004 are met. Options for not entering into an agreement with Hampshire County Council in relation to the delivery of traffic management and on-street civil parking enforcement with effect from April 2020 are correctly set out by Officers in this report.
- 3.3 Legal input is required at an early stage, such as negotiating the heads of terms, associated with, and the preparation, negotiation and completion of new agency agreements or variations to existing agreements.

### 4 WORKFORCE IMPLICATIONS

- 4.1 Under the current agency arrangements the City Council employs a range of people to undertake on-street civil parking enforcement including back office (administration) staff who deal with penalty charge notices and permit parking for example, as well as Civil Enforcement Officers who patrol the streets to ensure compliance with waiting restrictions like single and double yellow lines. These are the same staff that are responsible for off-street parking (Council car parks) and so they divide their time between on-street and off-street work. It is estimated that majority of these members of staff spend less than half their time on on-street parking activities. The City Council also employs 2 members of staff to undertake traffic management.
- 4.2 In the event that the City Council and County Council do not agree new arrangements for on-street civil parking enforcement and traffic management,

a TUPE type situation and other staffing matters will arise and will need to be addressed as these functions will be delivered by Hampshire. However, the City Council will need to retain a Parking team to deal with off-street parking including enforcement, tickets and car park maintenance.

## 5 PROPERTY AND ASSET IMPLICATIONS

5.1 None

## 6 CONSULTATION AND COMMUNICATION

6.1 District council representatives have met regularly with Hampshire County Council and discussions have achieved positive changes to the original proposals (three year phasing of charge increases and the removal of a condition to share 50% of all “pay and display” income”)

6.2 Parking staff have been kept informed of the proposals.

## 7 ENVIRONMENTAL CONSIDERATIONS

7.1 The effective management of traffic and “on street” parking can have a direct impact on the environment. The agreement includes a commitment to work with the County Council on extending electric vehicle charging in “on street” areas where possible.

## 8 EQUALITY IMPACT ASSESSEMENT

8.1 Neutral in the context of the future of the highway agency agreements.

## 9 DATA PROTECTION IMPACT ASSESSMENT

9.1 Not applicable in the context of the future of the highway agency agreements.

## 10 RISK MANAGEMENT

<b>Risk</b>	<b>Mitigation</b>	<b>Opportunities</b>
<i>Property None</i>		
<i>Community Support The increase in permit charges, introduction of additional on-street charges, and abolition of free on-street parking will be likely to attract public criticism.</i>	Need to explain how the new agency agreement works and why cost increases are justified.  Consider phased approach to parking charge changes.	Work with Hampshire County Council on communications.
<i>Timescales Failure to agree a new agency agreement will result in Hampshire County Council</i>	Agree new agency agreements with Hampshire County Council.	

<i>delivering on-street civil parking enforcement and traffic management from 2020.</i>		
<i>Project capacity None</i>		
<i>Financial / VfM Agency agreement for on-street civil parking enforcement will need to operate on full cost recovery basis and any deficit will be met by the City Council Potential severance costs for staff if TUPE doesn't apply</i>	Ensure fees and charges are set at a level to enable full cost recovery.  Recommended to retain agency. Review of team to ensure accurate apportionment of costs.	
<i>Legal Risk of challenge to increased charges</i>	Work with the County Council and ensure correct procedures are followed.	
<i>Innovation None</i>		
<i>Reputation See Community Support above.</i>		
<i>Other</i>		

## 11 SUPPORTING INFORMATION:

- 11.1 As part of their role as highway authority Hampshire County Council is responsible for on street parking services and traffic management. This includes making and enforcing traffic regulation orders for a range of waiting restrictions, like single and double yellow lines and residents' permit zone parking, as well as on-street parking charges.
- 11.2 For many years, the City Council has delivered these services on their behalf in accordance with agency agreements which cover both on-street civil parking enforcement and traffic management.
- 11.3 However, in 2018 the County Council served two year's notice to end Decriminalised Parking (On-street parking) arrangements. Consequently, unless new arrangements are agreed between the two authorities, this function would be recovered by Hampshire and they would be responsible for delivering the service from April 2020. It is understood that several district/borough councils have already decided to hand-back the agency agreements but a number of others are committed to continuing to provide this service in accordance with the proposed new arrangements. Some have yet to confirm their course of action. The position relating to each Hampshire authority in spring this year was explained in a Parking up-date report

considered by Hampshire County Council's Executive Member for Environment and Transport on 12th March 2019 (see background papers). The report further clarifies that the County Council is intending to procure an external provider to deliver on-street services in areas where the district/borough councils have decided against continuing with this function.

- 11.4 The County Council has also indicated that district councils cannot retain only the traffic management function. Unless arrangements are made to continue with on-street parking enforcement therefore the County Council will also be responsible for direct delivery of traffic management across the District. This was previously considered in December 2016 (CAB2873) when the City Council resolved to keep traffic management and committed to fund up to 60% of its costs.
- 11.5 Hampshire is seeking to make a number of changes to the way on-street parking services are delivered on its behalf for those districts that decide to continue with these activities to achieve greater consistency across the county and to ensure full cost recovery. This means that there would be less discretion for the City Council in deciding how this service would be delivered in future.
- 11.6 Key elements of the proposed new arrangement for districts wishing to retain the management of on street parking services can be summarised as follows:
- a) New agency agreement to be introduced with effect from April 2020. New agreements would be more specific and set core standards for future management of parking services.
  - b) There would be a commitment to achieve a standard charge for residents' permits across Hampshire (£50 for first permits, which is more than double the current City Council charge of £22).
  - c) A commitment to extend on charged for "on street" parking services to market towns (no charges currently in market towns) and to dispense with free on-street parking such as in the Winchester city centre.
  - d) Introduction of a standard annual account, ensuring all agencies report and account for parking finances consistently. Any surpluses over and above full costs would be shared equally between the City Council and County Council. Any deficit would need to be met by the City Council.
  - e) A commitment to introduce electric charging points over time as finances permit.
  - f) New policy for residential parking schemes (residents' permit parking).
- 11.7 Clearly, in striving for greater consistency in how the on-street parking services are delivered and full cost recovery, the City Council would have less flexibility in terms of managing these activities and setting the level of charges. For example the proposed increase in the cost of residents' first

permits to £50 and the scrapping of free on-street parking, as well as introducing charges in market towns (pay and display), would be likely to raise objections amongst householders in permit zones, as well as the wider public and businesses as new charges could impact on visitor numbers relating to town and village centres. In terms of traffic management the Council would need to follow new County guidance which may result in fewer areas meeting the criteria for permit parking. There is therefore scope for criticism of the City Council in delivering these changes.

- 11.8 This being the case the new agency agreements will introduce a minimum charge of £50 for residents' first permits (current charge in Winchester is £22 but tariffs vary widely across Hampshire) which is based upon a figure of £1 per week rounded down. In Winchester the current number of residents' first parking permits (£22) is c3000 out of a total number of residents' permits of around 4150 which includes second permits. There are also about 4700 visitor permits along with scratch cards (c2900) and a small number of other types of permits such as those relating to amenity groups and business customer permits. There is also an expectation that there will be an end to free on-street parking so in Winchester this would mean no free 30 minutes and other towns and villages across the District, such as New Alresford, would see on-street charges brought in for the first time (pay and display). Currently there are no tariffs but waiting times are limited. However, the County Council has advised that these changes could be phased in over time.
- 11.9 However, by agreeing to new agency arrangements with the County Council, the City Council would retain control over these functions. This would present a number of benefits in that there are likely to be operational advantages in continuing to undertake on and off-street activities both in terms of parking enforcement and back office support and administration.
- 11.10 In addition, by keeping the traffic management function, the City Council would decide which schemes to prioritise across the District when drafting its annual programme (typically 15-20 parking schemes) which enables us to respond to local needs and to address concerns in particular areas where on-street parking issues exist. The City Council is therefore able to adopt an agile and responsive approach to on-street parking management. If the County Council took back this service they would be unlikely to deliver the number and range of schemes which the City Council has carried out in recent years.
- 11.11 Overall therefore, whilst there may be some challenges and possibly difficult issues for the City Council to address by retaining the agency functions, particularly around revised permit and new on-street parking charges, continuing with the on-street civil parking enforcement and traffic management functions would enable the City Council to retain local control within the wider County framework and is therefore the recommended option.

## 12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The City Council could decide not to enter into new agency agreements in which case traffic management and on-street civil parking enforcement functions would be delivered by the County Council. Some district/borough councils have already resolved to take this option (see background papers for details). However, as explained above, it is considered that there are operational and other advantages in keeping these functions at the City Council in terms of retaining local control on important outward facing service areas. In addition, even if the City Council does not continue to deliver these activities, the changes outlined in this report would still be made directly by the County Council. Consequently, this option was rejected.

### BACKGROUND DOCUMENTS:-

#### Previous Committee Reports:-

Future of the Traffic Management and Development Management Agency Agreements with Hampshire County Council – CAB2873 December 7<sup>th</sup> 2016.

#### Other Background Documents:-

Hampshire County Council – Executive Member for Environment and Transport decision day 12<sup>th</sup> March 2019 – Parking Up-date report.  
<http://democracy.hants.gov.uk/ieListDocuments.aspx?CId=170&MId=3566>

### APPENDICES:

None

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REPORT TITLE: PLANNING PRE-APPLICATION ADVICE

9 JULY 2019

REPORT OF CABINET MEMBER: Cllr Jackie Porter Built Environment and Wellbeing

Contact Officer: Julie Pinnock Tel No: 01962 848439 Email  
jpinnock@winchester.gov.uk

WARD(S): ALL (EXCLUDING THOSE IN THE SOUTH DOWNS NATIONAL PARK AUTHORITY AREA)

## PURPOSE

The council has undertaken a review of its existing Pre-Application Planning Advice Service. Following this review this paper recommends a new service based upon a refreshed purpose and 4 key principles. The service will have a new charging structure that aligns with its purpose and principles and increases fee income to cover the cost of delivering the service.

## RECOMMENDATIONS:

1. That the Policy Committee are asked to endorse the strategy set out in this report to adopt a new customer focused pre-application charging service based on the purpose, principle and charging structure set out within the report.

1 RESOURCE IMPLICATIONS (If applicable, please include below some detail to state that option(s) will need to have a legal and financial assessment) (to be reviewed by Monitoring Officer and s151 Officer)

1.1 The pre-application advice service will be delivered within existing resources. The change reflects the council's commitment to look at innovative and entrepreneurial avenues for income generation and service delivery.

1.2 Fee income for pre-application advice in 2018 was £31,455 . Projected fee income based upon the proposed charging structure would be £181,994 based on existing volumes, but a prudent forecast would be included in budget estimates in anticipation that there could be some volume reduction upon implementing the new charging structure.

1.3 Project fee income is calculated in Appendix 1.

2 SUPPORTING INFORMATION:

2.1 **Background**

2.2 The existing pre-application service was established in 2008 and has not been reviewed since that time, except for minor inflation increases. Notably the need for review is highlighted as a key priority to enhance the overall quality of service that the department offers its customers.

2.3 Development Management has transformed its service delivery putting the customer at the heart of its decision making; providing an end-to-end planning service incorporating a solution based philosophy to meet the needs of the customer within the planning framework. It is a natural step to embed a refreshed pre-application service within Development Management at the start of the engagement with its customers. This will allow the service to catch customer needs at the very early stage when the opportunity to help, guide and influence is at its greatest.

2.4 Feedback from Agents who regularly use the existing service is that the current offer is cheap in comparison to other pre-application services in Hampshire and agents indicate that they would be willing to pay more for a service that offered clear and direct planning advice. The review examines the cost recovery of the advice given, reflecting officer input, proportionality and fairness and will establish a new fee structure reflective of the high quality, customer focused service it will deliver.

2.5 **Details of Proposal**

2.6 The review of the existing service has helped inform and shape the revised service through scrutinising existing data. The findings of the review reflect best practice in accordance with National Planning Policy Guidance and the advice set out by the Planning Advisory Service. The review has robustly benchmarked the pre-application service offered by other Local Authorities in

Hampshire and wider afield. The review also aligns with the council's core priorities in relation to the Environment, Economy and Innovation.

## 2.7 Existing service:

- House Holder enquiries free and time consuming – average 8 hrs officer time; many repeat contacts.
- Significant time spent on minor and major advice including specialist advice 9-24hrs.
- Price not proportionate to officer time – the time taken is led by customer demand and not planning assessment (for householder and minor category applications).
- System abuse – cheaper “pre-dip” (development in principle) service used for more detailed response.
- Loss of income.
- Advice not often reflected in outcome – inflexible schemes.
- Not getting in early enough to shape schemes.
- Choice of advice to customer limited and not suited to individual needs.
- Advice often not customer focused; policy heavy; not clear or focused.
- Poor web site – not clear or purposeful.

## 2.8 The New Service: Purpose

2.9 The agreed purpose at the heart of the pre-application service will be:

**“Offering easy to use and tailored pre-application engagement, to improve and protect homes, and shape a high quality environment and economy.**

2.10 The new service will adopt 4 key principles:

### 2.11 Bespoke and Flexible

- Understand what the customer wants, why and when;
- Help advise the best way forward;
- Recommend which departments of the council to consult to deliver the advice that is needed;

### 2.12 Early engagement

- Commitment to early engagement to shape high quality development;
- Free upfront chat with a Planning Officer to talk through the customer's ideas and to shape the pre-application service to suit the individual customer;
- Inception meeting with Principal Planner for all Major Development.

### 2.13 Easy to Use and Value for Money

- New simple charging structure reflecting specialist officer's advice.

- Website improvement and digital platform.

#### 2.14 **Delivering High Quality Outcome**

- Precise, concise and unambiguous communication at every stage.
- Agree timeframes.

2.15 The volumes of pre-application enquiries has been carefully examined and based on 2018 data a revised pre-application advice service could generate an income of £181,994 based on 2018 volumes (see appendix 1). In the same period the current service generated an income of £31,455 .

#### 2.16 **Conclusion**

2.17 The new pre-application service will offer a bespoke and tailored advice service to all planning customers that will be easy to use and simple to understand. The advice provided will be tailored to each individual customer need and will be precise, concise and unambiguous. The advice given will involve a period of training for all officers to ensure best practice is delivered.

2.18 It will be led by experienced Team Leaders and principal officers. The transition period will therefore be well planned and effective. Review will take place to ensure the service is consistent and meets the needs of customers and recovers costs.

2.19 The charging structure has been developed through a thorough analysis of customer demand and needs and the officer resource involved in providing the advice. It reflects best practice and has been benchmarked against other Local Planning Authorities in Hampshire and beyond. The charging structure will reflect the bespoke service provided and the council's commitment to shaping a high quality environment and supporting the District's economy.

2.20 It must be acknowledged that the charging structure may result in less pre-application contact with the council, particularly from householders who have previously received a free service. However the justification to charge a 50% the planning fee (which at £206 does not deter people from applying for planning consent) is considered fair at this stage given the level of officer resource involved and reflects other charging points across Hampshire. The proposed charging schedule is set out in Appendix 2.

2.21 The charging structure combined with the targeted advice will create a service that is received as professional and high quality. The ability for all customers to have a free point of entry discussion with or guided by a planner is considered fair, open and engaging and will ensure the planning input is provided as early as possible which is considered essential in shaping high quality development.

### 3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 The charging structure has been developed through testing alternatives including a full cost recovery procedure based charging, and charging various percentages of the equivalent planning fee. However, the results led to much higher fees that would be significantly higher than other Hampshire Authorities, or complex charging structures that would likely deter customers.

### 4 LEGAL IMPLICATIONS

- 4.1 The Council recognises the provisions of The National Planning Policy Framework, which recognise that the local planning authority has a key role to play in encouraging other parties to take maximum advantage of the pre-application stage. To this end the Council provides a discretionary pre-application service at the request of applicants.
- 4.2 The Council may charge for providing discretionary services under section 93 of the Local Government Act 2003, as a best value authority defined by section 1 of the Local Government Act 1999. There is a limitation on the charges made to recovery the costs of the service in that the Council is under a duty to ensure that the charges do not exceed the cost of providing the service.
- 4.3 Additionally it is important that any charging does not discourage appropriate pre-application discussions. In this context, the Council needs to consider whether charging is appropriate in all cases, given the potential for pre-application engagement to save time and improve outcomes later in the process.
- 4.4 The Pre-Application fees seek to outline an increase in the level of pre-application advice offered whilst maintaining overall pre-application costs. As such, this report correctly addresses the NPPF and the requirements of Section 93 of the Local Government Act 2003.

#### BACKGROUND DOCUMENTS:-

##### Previous Committee Reports:-

None

##### Other Background Documents:-

Existing pre-application advice service

<https://www.winchester.gov.uk/planning/planning-applications/application-for-pre-application-advice>

National Planning Practice Guidance

Planning Advisory Service – The Pre Application Suite

Local Government Association advice

APPENDICES:

Appendix 1 – Project fee income

Appendix 2 - Proposed fee schedule

## Appendix 1

### Projected fee income (based on 2018 volumes)

Pre App Type	Volume	Fee	Income (exclude VAT)
Householder	237	£103.00	£24,411.00
Minor 1	45	£231.00	£10,395.00
Minor 2	29	£795.00	£23,055.00
Minor 3	13	£477.00	£6,201.00
Major	26	25% Fee	£115,185.00
Advert	2	£103.00	£206.00
COU	11	£231.00	£2,541.00
Total			<b>£181,994.00</b>

## Appendix 2

### Proposed fee schedule

Application Type	Fee	Fee (including VAT)
<b>Householder</b> Householder (enlargement, improvement, alteration to an existing dwelling or development proposed within the curtilage (not including replacement dwelling but is including an annex).	£103.00	£123.60
<b>Minor 1</b> New Dwellings 1	£231.00	£277.20
<b>Minor 2</b> New Dwellings 2-9	£795.00	£954.00
<b>Minor 3</b> Non Householder, non major, non residential	£477.00	£572.40
<b>Major</b> (As defined by central government) <ul style="list-style-type: none"> <li>•10+ dwellings / over half a hectare</li> <li>•General industrial - 1000+ m<sup>2</sup> / 1+ hectare</li> <li>•Office / light industrial - 1000+ m<sup>2</sup> / 1+ hectare</li> <li>•Retail - 1000+ m<sup>2</sup>/ 1+ hectare</li> <li>•Gypsy/traveller site - 10+ pitches</li> </ul>	25% of Planning Fee	25% of planning fee +VAT
<b>Planning Performance Agreement (PPA) for Major</b>	Discuss as part of Pre Application Process	
<b>Advert Enquiries</b>	£103.00 (50% fee)	£123.60
<b>COU (no external alterations)</b>	£231.00 (50% fee)	£277.20
<b>Application relating to Disability Adaptations</b>	Free	

REPORT TITLE: HEALTH AND ENVIRONMENT POLICY COMMITTEE - WORK PROGRAMME 2019/20

9 JULY 2019

REPORT OF THE CHAIRMAN, COUNCILLOR CLEAR

Contact Officer: Claire Buchanan Tel No: 01962 848348 Email  
cbuchanan@winchester.gov.uk

WARD(S): ALL

## PURPOSE

The Health and Environment Policy Committee Work Programme is published by The Health and Environment Policy Committee of Winchester City Council and is usually updated at the beginning of each Committee Cycle.

This report sets out the work of The Health and Environment Policy Committee, which deals with largely forward looking, policy development work and pre-decision scrutiny relevant to the specific priority area(s) of the Council Strategy. The detailed terms of reference of the Committee is set out at Article 7 of the constitution.

<https://democracy.winchester.gov.uk/documents/s6845/Part%20%20-%20Article%20%20Overview%20and%20Scrutiny%20Committees.pdf>

## RECOMMENDATIONS:

That the Committee considers the Health and Environment Policy Committee Work Programme for 2019/20 and suggests any additional items of business for consideration.

**HEALTH AND ENVIRONMENT POLICY COMMITTEE – SCHEDULED ITEMS OF BUSINESS ETC**

<b>9 JULY 2019</b>					
	<b>BUSINESS</b>	<b>LEAD OFFICER</b>	<b>COMMITTEE DATE</b>		<b>STATUS/COMMENT</b>
			<b>Original</b>	<b>Revised</b>	
	Health & Environment Policy Committee – Work Programme 2019/20	Claire Buchanan	9 July 2019		HEP001
	Environmental Services Contract - Procurement Process Update	Steve Tilbury	9 July 2019		Presentation
	The future of the Traffic Management and Civil Parking Enforcement Agency Agreements	Simon Finch	9 July 2019		CAB3173
	Car Parking Strategy	Andy Hickman	9 July 2019		HEP002
	Planning Pre-application Advice	Julie Pinnock	9 July 2019		HEP003
<b>9 OCTOBER 2019</b>					
	<b>BUSINESS</b>	<b>LEAD OFFICER</b>	<b>COMMITTEE DATE</b>		<b>STATUS/ COMMENT</b>
			<b>Original</b>	<b>Revised</b>	
	New Council Strategy - TBC	Simon Howson	9 October 2019		Also going to BHP
	Grounds Maintenance and Street Cleaning Specification	Steve Tilbury	9 October 2019		

	Climate Emergency Action Plan	Richard Botham	9 October 2019		
	Provision of sports facilities in the southern parishes	Andy Hickman	9 October 2019		
	Options appraisal for the delivery and operation of an electric vehicle charging network	Dave Ingram	9 October 2019		
<b>10 DECEMBER 2019 – Reports below to be allocated in due course</b>					
	<b>BUSINESS</b>	<b>LEAD OFFICER</b>	<b>COMMITTEE DATE</b>		<b>STATUS/COMMENT</b>
	AQMA Annual Update	Dave Ingram	10 December 2019		
<b>4 MARCH 2020 – Reports below to be allocated in due course</b>					
	<b>BUSINESS</b>	<b>LEAD OFFICER</b>	<b>COMMITTEE DATE</b>		<b>STATUS/COMMENT</b>

**Other reports are provisionally listed to come forward to the Health & Environment Policy Committee during 2019/20 are as follows: (Meeting date to be confirmed)**

	Cultural Strategy	Date TBC
	Tree Policy	Date TBC
	Future management of Meadowside Sports Centre	Date TBC

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