

REPORT TITLE: PARKING AND ACCESS STRATEGY

11 MARCH 2020

REPORT OF CABINET MEMBER: Councillor Martin Tod

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WARD(S): ALL

PURPOSE

This report sets out the results of the draft Winchester Parking and Access Strategy consultation and provides recommendations on the next steps.

The consultation opened on 24 December 2019 after Cabinet approved the draft strategy and closed 6 February 2020. Consultation was undertaken via an online survey with key stakeholders being informed of the process by email. The consultation process has provided residents' and organisations' feedback on how parking should be managed in the future both within the city centre and within the market towns. There was some misunderstanding that all parts of the district might be subject to an identical approach which resulted in a significant number of unsupportive comments particularly from Bishop's Waltham. These comments are acknowledged and it is reconfirmed that individual Parking and Access Plans for the market towns will be developed to meet particular and local needs in collaboration with local groups, parish and town councils and ward members.

A new Parking & Access Strategy is required to consider the changes to the current parking strategy and is a key part of implementing the Winchester Movement Strategy, also reflecting the current climate emergency action plan and planned/potential development proposals. The Strategy provides a framework for decision making for the next ten years, with a scheduled review after five years. The Strategy includes additional investment in park and ride bus services and parking spaces, parking management and parking enforcement as well as other measures to encourage access to our town and village centres such as bike parking and support for public and community transport.

RECOMMENDATIONS:

1. That the consultation responses to the draft Winchester Parking and Access Strategy 2020 – 2025 be considered and noted.
2. That local meetings be held in the parished and Market Town areas to develop a local parking and access plan as required.
3. That the Winchester Parking and Access Strategy 2020 - 2030 as attached to the report be approved.
4. That the Council implement the next steps to finalise the Winchester Parking and Access Strategy and develop an action plan to feed into the annual car park improvement works and the Winchester Movement Strategy (WMS).
5. That authority be delegated to the Head of Programme to make any minor amendments to the Strategy.
6. That authority be delegated to the Head of Programme in consultation with the Cabinet Member for Environment to liaise with Hampshire County Council and bus operators and to agree funding to support bus service improvements in support of the parking and access strategy.

## IMPLICATIONS:

### 1 COUNCIL PLAN OUTCOME

- 1.1 To update the existing Car Parking Strategy is in line with the climate emergency action plan and City of Winchester Movement Strategy. This Strategy also supports priorities identified in the Council Plan, specifically:
- a) Tackling the climate emergency and creating a greener district through extending the plan to cover bike parking, supporting lower emission vehicles and supporting greater use of buses, walking and cycling to access city, town and village centres;
  - b) Vibrant local economy – by enabling commuters to park further out and save money, while giving higher priority to shoppers and visitors to access and use our centres directly by car, public transport and through walking and cycling;
  - c) Living well – by seeking to improve availability of free centrally located convenient parking for people with disabilities ;
  - d) Your services. Your voice – by improving information, service and enforcement – and continuing to benchmark the value of our parking vs other centres.

### 2 FINANCIAL IMPLICATIONS

- 2.1 Parking charges are a very important part of managing car parking in relation to set objectives. A progressive approach towards park and ride parking in favour of central car parking could impact on the Council's income. Alongside this impact there will be investment in new technology, bus services including Park & Ride extensions in particular the new Vaultex car park and coach parking at Bar End and more in the longer term in new park and ride car parks.

### 3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Legal advice and resources will be required through implementation of the Strategy which includes a range of statutory instruments, such as the review of controlled parking zones, parking operations, on and off street parking, charging, management and improvements through investment in car parks, cycle parking, including in car parks, and investment in bus services. The strategy includes measures which support the Council Plan as set out in paragraph 1.1 of this report.
- 3.2 The primary legislation which forms the basis of these mechanisms is to be found in the Road Traffic Regulation Act 1984 and the Traffic Management Act 2004. The statutes are supplemented by the Local Authorities Traffic

Orders (Procedure) (England and Wales) Regulations 1996. The legislation sets out the statutory process which the Council must adhere to prior to the amendment of traffic orders as may be necessitated by the introduction of new measures referred to in this report. Consultation is a requirement in the introduction and reduction of some traffic and parking management tools, such as the introduction of any new controlled parking zones, review and review of charging arrangements.

- 3.3 The powers for local authorities to provide and charge for car parking are set out in the Road Traffic Regulation Act 1984 under which revenue received from current car parking charges must not be used for the purpose of raising general Council revenue. However it is legitimate to take into account wider parking policy such as funds necessary to manage transport movement and the setting of on-street parking charges in order to encourage use of off-street parking.
- 3.4 It will be necessary to formally notify any park and ride bus service extensions in the Official Journal of the European Union due to the level of the contract value increase.

#### 4 WORKFORCE IMPLICATIONS

- 4.1 The staff resources required to deliver the action plan and other changes in relation to car park charges and park and ride bus service changes is within existing establishment
- 4.2 Additional budget provision has been provided in the 20/21 general fund budget to increase the level of parking enforcement which can be deployed through Civil Enforcement Officers.

#### 5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 These relate initially to the Vaultex site which was purchased by the Council to provide further park and ride parking at Bar End. Buildings on the site have been demolished in advance of seeking planning approval to provide, initially, a surface car park and potentially a decked car park in the future if the work being undertaken on the WMS demonstrates that there is the demand to support further park and ride parking in this area. This would include consideration of generating electricity which could be used to offset the council's carbon emissions. EM3 Local Enterprise Partnership (LEP) funding to support such a facility is being sought. The LEP bid is currently at the due diligence stage.

#### 6 CONSULTATION AND COMMUNICATION

- 6.1 A public consultation for the draft strategy was held between 24 December 2019 and 6 February 2020. Key stakeholders were contacted and the document and questionnaire was made available online. The consultation was promoted online and via Twitter and Facebook. The consultation report is appended and key issues highlighted below.

- 6.2 Over 1,700 responses were received during the consultation period. The questionnaire asked for people to consider a number of principles, objectives and investment areas guiding the draft Parking and Access Strategy. This included developing parking management strategies, charging by zone in the city, encouraging outer ring city car parks and investment in areas such as Park and Ride, payment processes and electric vehicle charging. Overall, the majority of responses were in agreement with these. The exception were the two questions relating to parking arrangements for the district where the majority of responses disagreed with adopting a district-wide approach to parking and developing parking management plans in the market towns.
- 6.3 Of the postcodes provided in response to the questionnaire over 70% came from the 4 market towns. Many of these highlight concerns regarding possible changes to their existing parking arrangements particularly opposition to any requirement to adopt some of the specific measures proposed for the central Winchester Air Quality Management Area. A high percentage of those responses have come from Bishop's Waltham postcodes following circulation of a letter by the Bishop's Waltham Town Team. To reconfirm the council's position and allay these concerns, neither the draft Parking and Access Strategy, nor the proposed Parking and Access Strategy requires such measures to be introduced. For the market towns, the proposed action is to develop a Parking and Access Plan specific to each individual market town in conjunction with the appropriate local groups and representatives. The feedback received has reinforced our intention to ensure that each plan is carefully tailored to meet the specific needs of each local community.
- 6.4 Initial scoping meetings are being arranged with local Members and representatives for each market town/ parish to discuss and agree a way forward for their individual Parking and Access Plans.

## 7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 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. This aligns with the Climate Change Emergency and the Air Quality Action Plan which is intended to improve air quality in the town centre.
- 7.2 Key environmental considerations in the formulation of the Parking and Access Strategy are air quality and carbon reductions to help meet the council's aspiration to be a carbon neutral district by 2030. The changes in parking charges in Winchester to charge on Sundays and in the evenings will only apply to the central car parks and the outer car parks will remain free at these times with the aim of encouraging park and walk behaviours thus reducing impact of the air quality management area in the city centre.
- 7.3 The inclusion of bicycle parking within the strategy is intended to make it easier for people to cycle more instead of using their car.
- 7.4 The Parking & Access Strategy will also help to deliver the Council's Electric Vehicle Charging Infrastructure Study with the provision of new electric

vehicle charging points and replacement of the existing charging points with smart units.

## 8 EQUALITY IMPACT ASSESSEMENT

8.1 This has been taken into account in the development of the Strategy and has included careful consideration of environmental, social and economic impacts with improving sustainable access being central to all considerations.

8.2 A particular consideration will be the needs of vehicle users with disabilities and their ability to park close to their desired destinations and the needs of pedestrians including the elderly and parents with children.

## 9 DATA PROTECTION IMPACT ASSESSMENT

9.1 The consultation questionnaire was anonymous and postcodes provided cannot be related to individual properties. The storage of any personal details contained within emails or letters will follow WCC's GDPR policy.

## 10 RISK MANAGEMENT

<b>Risk</b>	<b>Mitigation</b>	<b>Opportunities</b>
<p><b>Property</b>  <i>Delays on development of Vaultex site into P&amp;R car park.</i></p> <p><i>Extension of the Park and Ride scheme proves difficult to deliver in the short term.</i></p>	<p>Ensure any future changes to the availability of city centre car parks relate to the delivery of additional Park and Ride sites.</p>	
<p><b>Community Support</b>  <i>Lack of public support for the Parking Strategy may result in schemes being opposed.</i></p>	<p>The Strategy has been subject to extensive consultation and engagement with the public, stakeholders and interest groups.</p>	<p>Build on strong engagement in the market towns to promote improved parking and access</p>
<p><b>Timescales</b>  <i>The implementation of the measures within the Strategy will take time to deliver. This could undermine confidence in the deliverability of the Strategy.</i></p>	<p>The Strategy will set out each measure and include indicative timescales for delivery and cost to help manage expectations.</p>	
<p><b>Project capacity</b>  <i>Insufficient staff resources</i></p>	<p>Both WCC and HCC have</p>	

<i>to implement the Strategy.</i>	already allocated resources to take both the Parking Strategy and the P&R Strategy forward.	
<i>Financial / VfM</i>		
<i>Legal</i> Consideration is constantly required to ensure statutory process is followed with due consultation as required	Legal will work closely with the implementation teams to enable correct statutory processes to be followed.	The opportunity for residents to have their say in an important strategy for the city which assists towards implementation of the Council Plan
<i>Innovation</i>		
<b>Reputation</b> <i>Failure to deliver the aims of the Strategy will undermine confidence in the council's ability to implement the WMS.</i>	Delivering some of the short term measures will help to demonstrate the council's commitment to the Strategy and benefits arising from the implementation.	Show demonstrable action towards the delivering outcomes in the strategy, building trust in the overall programme
<i>Other</i>		

## 11 SUPPORTING INFORMATION:

- 11.1 The consultation responses in relation to the Parking and Access Strategy provide good support for the approach and action plan. A tailored approach to the market towns developed in collaboration with local representative groups will determine the best actions in these areas.
- 11.2 With the adoption of a Climate Change Emergency in 2019 and recognition that traffic movement is difficult around the city, this new strategy sets out proposals for parking and access in support of the Councils objectives.
- 11.3 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 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. Further assessment work is underway to determine how much additional capacity would be required based on demand whilst considering available sites and to determine how an effective and affordable bus service could be provided.

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

#### 11.4 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.

#### 11.5 Formulation of an updated Parking and Access Strategy

The proposed new Parking & Access Strategy covers both on and off street parking, charging, management and improvements through investment in car parks, cycle parking, including in car parks, and investment in some important bus services to improve access. It covers Winchester (which for clarity we refer to as 'Winchester Town') and in the market towns of New Alresford, Bishop's Waltham, Wickham, Whiteley and Denmead. It provides a framework for decision making and investment in the period 2019 – 2029 with a planned review in 2024.

The draft principles are set out below:

1. Addressing the key issue of the climate emergency and supporting the delivery of the Winchester Movement Strategy;
2. Integration of other vehicles – including bicycles – into the strategy – and more explicit linkage with bus services;
3. Comprehensive coverage across the district;
4. Clarity - by providing a framework for decision making on managing parking availability, charging, and future investment.

The strategy reviews both on and off street parking including charging, availability of spaces and investment.

It includes some significant changes to charging alongside investment in key areas such as Sunday and evening park and ride bus services in order to encourage a change in parking behaviours in support of wider WMS and the Council's Carbon Neutrality Plan objectives. This is considered important in order to carefully manage the limited parking spaces available and to ensure that they are used efficiently and in line with the Winchester Movement Strategy objectives. It also reviews incentives for those parking in the city in low emission vehicles and to encourage cycling and bus usage.

It sets out a £2m investment plan for investment in car parks, equipment and facilities and in supporting some bus services including park and ride services to improve access. Consideration is given to parking issues and capacities in the district's market towns of Alresford, Bishop's Waltham, Whiteley and Wickham. Known issues such as commuter parking provision and impact on residential areas in Whiteley will be considered along with availability and supply of parking in other market towns. Parking & Access Management Plans to address parking and access issues in Alresford, Whiteley, Wickham and Bishop's Waltham will be developed in partnership with the Town and Parish Councils. Initial scoping meetings will be held with each area to agree a way forward with the Management Plans. Denmead will also be considered in relation to improvements and or facilities that will be beneficial and locally supported.

It should be noted that a park and ride study is currently underway in parallel with the Parking & Access Strategy which is looking to identify potential new park and ride sites for additional parking spaces for Winchester. Initial work has identified demand for additional park and ride car parking to the South of Winchester. This is in line with the Council's plan to develop additional parking at Bar End at the Vaultex site. The site has now been cleared and design work is underway to enable planning approval for a surface car park to be sought in the spring. A LEP bid has also been submitted to enable the car park to be decked in the future thus providing additional spaces. This bid is currently at the due diligence stage.

With regards to the development and support of local bus services into Winchester this will be considered as part of the WMS.

Consideration is being 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 also includes consideration of the impact of the following potential pipeline changes in parking capacity in Winchester, including.

Central Winchester Regeneration:

- Potential reduction of on street parking along The Broadway;
- Removal of Tanners Street / Friarsgate car park as part of Central Winchester Regeneration;
- Removal of Upper Brook Street car park to provide a new doctors' surgery;
- Potential removal of part of Middle Brook Street car park to accommodate a bus hub.

Station Approach:

- Removal of Gladstone Street car park.

Other changes:

- Consideration of the role of the Durngate car park when Hampshire County Council take over the direct control of this car park;
- Provision of a new car park to supplement the park and ride provision at Bar End on the Vaultex site;
- 200 new park and ride spaces provided as part of the Kings Barton development;
- The increase in on-street permit parking charges in line with Hampshire County Council's requirement to recover some of the costs of maintaining the scheme;
- The Council's commitment to Carbon reductions and how this strategy can help to achieve these aims.

## 12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The WMS considers measures which go further in terms of parking management, such as introducing a workplace parking levy to act as a further

traffic demand management tool, should other elements of the Movement Strategy not succeed in reducing city centre traffic.

**BACKGROUND DOCUMENTS:-**

**Previous Committee Reports:-**

HEP 002 – CAR PARKING STRATEGY – 9 July 2019

CAB3140 – CITY OF WINCHESTER MOVEMENT STRATEGY – 24 March 2019

CAB3201 – WINCHESTER PARKING AND ACCESS STRATEGY – 23 December 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 1 –Parking and Access Strategy

Appendix 2 –Parking and Access Strategy Action Plan

Appendix 3 –Parking and Access Strategy Consultation Report