

REPORT TITLE: PARKING AND ACCESS PLAN IMPROVEMENT PROGRAMME

9 MARCH 2022

REPORT OF CABINET MEMBER: Cllr Martin Tod - Cabinet Member for Economic Recovery

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WARD(S): ALL WARDS

PURPOSE

The purpose of this report is to consider and agree the proposed Parking and Access Improvement Programme for 2022/23 and an indicative programme for 2023/24.

The programme consists of both capital and revenue expenditure and is part of the Council's Asset Management Plan and delivery of the Parking and Access Strategy across the whole district.

The City of Winchester Movement Strategy recognises the importance of parking as a means to help manage traffic movements through the city and, as part of this objective, the need for additional park and ride provision has been identified. Parking management is also a tool to support wider traffic management which enables us to address the Climate Emergency and improve air quality.

The report also covers progress made in 2021/22 programme for maintaining and improving parking assets and sets out additional proposals for maintenance and enhancements of car parks for 2022/23 and beyond including proposals for digital transformation and customer service improvements in relation to parking services.

An update is provided within this report on works still to be delivered or that are no longer required as the business needs have changed. A key part of this has been the impact of, and the response to, COVID 19 which has had a significant effect on traffic levels, parking patterns, and driver behaviour. It has also had a direct impact on progress on a number of projects.

In addition, the County Council has indicated that subject to a formal decision in March 2022 that it intends to take back the traffic management and the on-street parking agency agreements. The proposals in this report have taken this into account, in terms of priorities and approach, and to reflect the likely arrangements

once the agencies have been transferred back to the County Council.

RECOMMENDATIONS:

That Cabinet:

1. Approve an additional budget of £70,000 (total £100,000) for the upgrade of pay machines in order to roll out contactless payments and to support the potential introduction of a differential charging scheme based on vehicle emissions across the central Air Quality Management Area.
2. Approve expenditure of £590,000 for the car park major works programme 2022/23 as outlined in appendix A.
3. Note the indicative programme for 2023/24 is yet to be fully defined subject to condition surveys and further evaluation work being completed.
4. Approve a change in relation to The Dean Car Park at Alresford from 47 to 42 spaces and approve expenditure of £1,005,000. See 14.2 below.
5. Delegate to the Head of Programme in consultation with the Corporate Head of Asset Management and Cabinet Member for Economic Recovery, authority to procure and to make minor adjustments to the programme in order to meet maintenance and operational needs of the car park service throughout the year, as required.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

- 1.1 On-going investment in the Council's parking infrastructure is consistent with the Council Plan in relation to delivering against the priorities of tackling the climate emergency and creating a greener district with better air quality, vibrant local economy and living well as managing our car parking offer, which includes investment in infrastructure, helps to influence customer choices and behaviour as well as supporting the local economy.
- 1.2 The planned works also help to underpin the adopted Parking and Access Strategy and take full account of the City of Winchester Movement Strategy (WMS). A report on the Electric vehicle charging strategy was considered by Cabinet in February 2020 (CAB3206) and is now being rolled out across the district.

2 FINANCIAL IMPLICATIONS

- 2.1 The total programme of works identified in this report amounts to £889,000 in 2022/23.
- 2.2 Of the total programme, approval for expenditure is sought for £590,000 in 2022/23. Of the proposed works, £150,000 will be funded from the capital receipts reserve with the balance to be funded from the car parks' property earmarked reserve. The balance of this reserve as at 31 March 2021 was £1,549,000.
- 2.3 The additional items such as the Dean car park, and works to the Chesil Multi-storey car park are significant works and are subject to separate business cases and approvals. Further detail is provided in the supporting information below.
- 2.4 Investing in parking infrastructure will reduce the risk of loss of income from parking charges, which helps to cover rising costs of management of our facilities, by ensuring that car parks are attractive and well used facilities and which are fit for purpose. This is an important component in implementing our Parking and Access Strategy across the District and will, in addition, help to prevent any claims against the Council resulting from accidents or other incidents in car parks.
- 2.5 COVID has had a significant effect on parking usage and therefore income. It is difficult at present to accurately quantify the long-term impact of COVID on parking patterns and therefore income resulting from changes in commuter and visitor behaviour, but the actions set out in this report are identified to ensure that the council is ready to respond when a return to more normal conditions occurs.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Under section 1 of the Localism Act 2011, the Council has the power to undertake any activity a normal person could undertake, for the benefit of the authority, its area or persons resident or present in its area. The Council is satisfied it has the enabling power(s) to procure and award a contract for services following a robust procurement exercise.
- 3.2 The Council has an obligation as a best value authority under section 3 of the Local Government Act 1999 to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness” together with a duty of care to the public to ensure that both the car parks and park and ride facilities are safe to use and maintained in a condition that is fit for purpose. It is considered by officers that the proposed programme assists the Council to meet these requirements.
- 3.3 Any procurement for goods and services will be in line with the Council’s Contract Procedure Rules and Public Contract Regulations 2015 (PCR2015) and subsequent contracts managed in-line with the Council’s Contract Management Framework.

4 WORKFORCE IMPLICATIONS

The majority of works will be managed or delivered ‘in house’ by the Council’s Parking, Estates or Special Maintenance Teams. Delivering the programme of work included in this report will require officer time in order to plan, organise and to implement it.

5 PROPERTY AND ASSET IMPLICATIONS

Works are in line with the Council’s Asset Management Programme and reflect the operation of Council car parks.

6 CONSULTATION AND COMMUNICATION

The proposals in this paper are as set out in the Winchester Movement Strategy and the Parking and Access Strategy., and reflect the consultation results of both. The Parking and Access Strategy was agreed by Cabinet on 11th March 2020 and the Winchester Movement Strategy was approved by Cabinet on 20th March 2019.

7 ENVIRONMENTAL CONSIDERATIONS

Environmental considerations have informed the programme in terms of delivering measures which will help to reduce our carbon footprint in line with the Climate Emergency declaration and commitment to improve air quality in Winchester particularly in respect of energy efficient lighting systems, future provision of electric vehicle charge points, cycle parking and park and ride provision.

8 EQUALITY IMPACT ASSESSEMENT

- 8.1 An Equality Impact assessment has been undertaken in relation to the overall programme of works set out in appendix B of this report. A significant number of the Council's car parks have achieved Disabled Parking accreditation from Disabled Motoring UK. Individual actions which may have an impact on equality matters will be assessed on a case by case basis.

9 DATA PROTECTION IMPACT ASSESSMENT

All new projects such as introduction of a virtual permits system will note and adhere to any requirements regarding Data Protection and GDPR.

10 RISK MANAGEMENT

Risks are set out below.

Risk	Mitigation	Opportunities
Property - failing to maintain Council property in an attractive and safe condition may lead to complaints, reduced usage and claims against the Council.	Continued inspection and associated investment to address defects means that car parks remain fit for purpose and are safe.	Opportunities to explore new technology in areas such as energy efficient lighting, emissions reductions and new build facilities and reduce costs whilst including measures, which address the Climate Emergency.
Community Support – Poor car parking will undermine confidence in the Council to support its communities.	Maintain and improve the parking offer.	Utilise the new RingGo contact for phone payments which offers significant benefits to customers and the council
Timescales	n/a	n/a
Project capacity, - – Inadequate resources result in a failure to deliver projects.	Additional staff employed on temporary contracts to deliver some projects where needed.	Potential for secondment opportunities for existing staff
Financial / VfM - failing to have safe and well managed car parks and reliable /working parking machines that give customers a range of payment options, may result in loss of income and detrimentally effect the implementation of the Parking & Access	Investment in replacing machines each year has taken place and this has enabled customers in all town centre car parks to have a range of payment options and ensured that customers are able to make payment. It also means that the Council's parking stock is Payment	Creates efficiencies and delivers customer aspirations enhancing the Council's reputation. Opportunity to generate income and customer improvements from the recently procured new RingGo contract.

Strategy	Card Industry ['PCI'] compliant and will help to assist in achieving Digital Transformation Projects such as the new Council reception project.	
Legal - The Council has an obligation to maintain its car parks in a safe condition for all users.	Maintaining car parks in a safe condition helps to minimise claims from injuries and damage to vehicles; this helps to reduce any possible reputational damage and financial claims.	
Innovation, Missing opportunities to invest in new technology including energy efficient lighting would mean that the Council would fail to realise energy efficiencies/reductions in our carbon footprint and other savings.	The Council continues to investigate and implement lighting and other measures to improve the parking stock and to reduce energy consumption costs and the Council's carbon footprint.	
Reputation, Failing to maintain car parks and to carry out preventative and reactive repairs to an acceptable standard may damage the reputation of the Council and attract criticism from customers as well as reducing use and therefore income.	By carrying out a programme of condition surveys and other inspections and subsequent repairs, the Council will ensure it has attractive and safe car parks which will encourage use.	Safe and well managed car parks, should encourage additional use and will provide for the needs of all members of our communities.

11 SUPPORTING INFORMATION:

- 11.1 The Parking and Access strategy is on the parking pages of the council's website. The Parking and Access Strategy was formulated alongside the Winchester Movement Strategy (WMS) to ensure it contributes to its core priorities of reducing city centre traffic, supporting healthier lifestyle choices and providing investment in infrastructure to support sustainable growth.
- 11.2 The Car Parks Major Works Programme sets out the spending plans for 2022/23 incorporating both capital and revenue costs. It consists of a variety of works including: building refurbishment; maintenance and equipment replacement; car park resurfacing and improvements; future parking provision; and new software solutions to improve efficiency and deliver

customer expectations, as well as improvements to reduce the Council's carbon footprint.

- 11.3 The programme set out in this report includes expenditure proposals for 2022/23 and an indicative programme for 2023/24 though it should be noted that condition surveys of the council's car parks are currently being undertaken and may require works to be added to the programme in 2023/24 as a result. For 2022/23 the total proposed programme including any carry forwards amounts to £889,000 of which £724,000 is classified as capital expenditure and £165,000 as revenue expenditure.
- 11.4 The programme set out in detail in Appendix A reflects the current needs and priorities of the Council and helps deliver the Council Plan in terms of its sustainable transport, asset management and broader strategic objectives. In particular this programme of works is:
- Encouraging a change in parking behaviour to support carbon and air quality objectives;
 - improving health and safety;
 - delivering our general obligations for maintenance and equipment replacement in relation to its assets;
 - additional cycle and car parking provision where appropriate;
 - digital transformation;
 - reducing the Council's energy consumption;
 - delivering enhanced customer service; and
 - reflecting the need to re-open after COVID.

12 **2021/22 Programme - Progress**

- 12.1 As an update on works that have taken place since the previous report to Cabinet in January 2021 (CAB 3284), the following projects have been undertaken or are in the process of being completed.

Virtual permits	Work has been paused on this project for residential on-street permit holders as the Council await further detail on proposed agency agreement changes with Hampshire County Council. However, the intention remains to introduce season tickets and staff permits on a virtual basis for 2022 issue
Tariff Changes	See additional paper to Members CAB3330, which sets out the intended changes in car parking charges from October 2022, and the intention to consult on the potential introduction of an Air Quality surcharge in due

	course.
Various car park improvement works	This budget has covered general maintenance of car parks including potholes and lining refreshments, which has contributed to safe operation of the car parks. These have included the re-lining of Worthy lane, South P&R, and Alresford car parks, opening the WSLP new car park, and managing covid related temporary parking arrangements.
Improved car park signs	Improved signage for Chesil MSCP has been planned and is in the process of being procured and installation arranged. Some additional directional signage to Chesil MSCP was installed before Christmas 2021. Pedestrian directional signage from the new car park at the former Vaultex site is also on order and will be installed shortly.
Electric Vehicle Charging at Various car parks	These are being rolled out now and are now being used, with usage increasing each month. December had over 1000 separate charging events with over 16000 kWh used.
New coach parking	A new coach parking facility has now been provided at South Park and Ride.
Park and Ride-Vaultex	The construction of a new decked park and rise car park adjacent to Barfields, at Bar End, is nearing completion and will provide 287 new park and ride spaces, as well as electric vehicle charge points powered by photovoltaic panels.
Winchester Sport & Leisure Park (WSLP)	WSLP opened in May 2021 and the car park is operating well, as part of the new facility. This includes EVCPs.
Park and ride	Smart card system being phased out which in the main this has included the removal of smart cards from large institutions as well as the public. However the introduction of the 'RingGo corporate scheme' has enabled companies and institutions to manage their car parking effectively.
Pay machines upgrade	Machines continue to be upgraded to provide PCI compliance in terms of security and customer service standards. Move to RingGo is showing significant reductions of cash in system therefore reducing costs further.
IMT	Automated Letter writing system for penalty charge notices paused due to resource constraints this year caused by COVID, but still intended for introduction in 22/23.
Brooks Centre car park	Scheduled core maintenance activities in this facility e.g. deep clean, painting, cleaning, bollards / general

	improvements not completed during this financial year, due to COVID.
Smart phones	Planned for completion by the end of March 2022. Upgrade to next model for the Civil Enforcement Officers.
CCTV equipment/system upgrades	Not able to progress in 2021/22, to be carried forward to 2022/23.
Cycle parking	New cycle lockers installed at South Winchester and Barfield park and ride sites.
Chesil Multi-storey car park	Chesil Multi-storey car park fire doors were replaced.
Parkmap	Implementation of a digitised system for traffic regulation orders is nearly complete

13 Proposals for 2022/23

13.1 The total programme for 2022/23 is £889,000 and the indicative programme for 2023/24 is dependent upon work yet to be carried out. The major works are summarised below and listed in Appendix 1:

Improved air quality and lower carbon

- a) **Park and Ride improvements (£200k)**
Resurfacing and repair works are required in the park and ride car parks to improve usage, particularly at Barfields and St Catherines. Works in 2022/23 are expected to be £100,000 with the remainder carried out in 2023/24
- b) **To support cycling provision and study (£50K)**
To improve the provision of secure cycle parking and access across the District – with better provision for electric bikes, cargo bikes and improved CCTV coverage of bike parking areas. Separately we will survey interest in on-street bike hangars in residential areas. This will include carrying out study work as required as part of a Districtwide Local Cycling and Walking Improvement plan.
- c) **Improved car park signage (£35k)**
£50,000 was approved in 2021/22 to improve signage and encourage people to use better value parking outside the Air Quality Management Area and walk into the centre, and of this it is estimated that £15,000 will be spent in year with £35,000 being carried forward to 2022/23
- d) **Development and delivery of a parking and access strategy for the market towns (£25k)**
To improve condition and effectiveness of the main market towns in line with parking and access plans.

- e) **Chesil MS – additional CCTV (£25k)**
Additional CCTV is required at the Chesil MS car park in order to extend the coverage of the cameras to support improved usage of the park and walk car parks.

- f) **Bus access enhancements (£10k)**
As part of enhancing access an allocation is being made to help pump prime service enhancements, service extensions, or support the move to electric buses at park and rides at service retender during 2023. It may be that significant improvements will require further funding from the parking reserve.

Modern Payments and enforcement

- a) **Pay machine upgrade (£100k)**
To roll out contactless payments and vehicle registration number input to support the potential introduction of a differential charging scheme. NB differential charging is subject to a separate report also on this agenda.

- b) **Upgrade to public WIFI (£20k)**
To enable phone payment throughout large central car parks, which in turn reduces the need for machines and cash collection at high cost.

- c) **Civil Enforcement Officer equipment (£30k)**
To replace and enhance CEO equipment to ensure their safe and continuous operation, through new mobile phone and telemetry and video cameras.

- d) **Improved customer service (£10k)**
Purchase of letter response master system or equivalent (carried forward from 2021/22)

Accessible and safe

- g) **Garnier Road surfacing (£10k)**
Feasibility study, design and business case for an improved and possibly charged car park at Garnier Road with signage, more blue badge spaces and supporting enforcement, which would then enable better access to the Handlebar Cafe, Hockley viaduct, St Catherine's Hill and the Itchen Navigation Heritage Trail for people with limited mobility as well as better management of the car park.

- h) **Updates to CCTV system (£150k)**
The indicative estimate to update the CCTV system is likely to cost around £150,000, and would involve a project to replace and improve upgrades to the whole system to make it fit for purpose in the future

and including and allowing additional cameras to be connected, however project would flex depending upon what objectives are required for CCTV in the future.

- i) **CCTV – camera review and replacement programme (£75k)**
An estimated £75,000 has been included in the indicative 2023/24 programme for replacement CCTV cameras.
- j) **Car park repairs and remarking (£25k)**
Responsive repair and maintenance works across the Council's car parks as required throughout the year – including improved walking routes through car parks where appropriate.

13.2 The following major works are subject to separate approval:

- a) **Chesil Multi-Storey (£299k)** - £350,000 was approved for expenditure to carry out the next phase of enhancement which included the replacement of fire doors, refurbishment of the public conveniences, and the resurfacing of the top floor. The fire doors were replaced in 2020 at a total cost of £51,000 with the remaining works, the resurfacing and waterproofing of the top floor, expected to be completed in the first quarter of 2022/23.
- b) **Chesil Multi-Storey additional works** - the Capital Investment Strategy (February 2022 Cabinet) will include £400,000 (2023/24) to replace 2 lifts in the car park which are nearing the end of their useful lives and are no longer economical to repair. In addition a budget of £120,000 to replace the LED lighting throughout will be requested for 2024/25.
- c) **The Dean - New Alresford (£1,005,000)** as approved in CAB3005. Officers are working with the developer and the land agent to help bring forward a development at 13, The Dean, New Alresford, including a new public car park which is acceptable in planning terms and which provides suitable public car parking. These discussions are ongoing and a layout of a car park which will provide around 42 spaces to the rear of a new development off The Dean is being progressed. This proposal is in line with what was agreed by Cabinet (CAB3005) in January 2018. In that report it was envisaged that approximately 47 spaces would be provided and that the car park would be to the rear of the development. A change to approximately 42 spaces (subject to detailed design and planning approval) would not have a material impact on the ongoing financial implications, the business case or the car parking operation in the Town. This is in line with the agreed

masterplan for the area and Local plan Part 2 which *allocates this land at The Dean, Alresford for mixed use development, including provision of a new public car park of 50-100 spaces (policy NA2). It should also be noted that this reduction in spaces now ensures that the Council has direct access on land which it will own to the public highway on The Dean.*

If the car park could not be developed on this site in the short term there is a risk that no other opportunities for increased parking provision would arise which could service the town centre. Undertakings have been made by the promoters of various sites to make substantial developer contributions for acquisition of land at The Dean for a car park, either through S106 obligations or 'up-front' payments. The Council has also committed CIL funding for this purpose. If the scheme cannot be developed in the near future, and no other options become available, the Council would be under pressure to repay any contributions received and/or to revise legal agreements to remove this requirement.

As such it is felt that on balance it is sensible to accept a 42 space car park (subject to detailed design and planning approval) in the interests of the Town and to enable delivery of this scheme as soon as possible.

It is intended that a planning application will be submitted in the first part of 2022 and that the developer will hold a public exhibition of the proposal prior to submitting a planning application where all stakeholders including local businesses and representative groups can view and comment on the proposals. Completion of the land purchase is expected in 2023/24

- d) **The Brooks ventilation system (costs and timings to be defined but potentially c £1million)**
To replace the ventilation system which has been in operation since its opening. This is potentially a very significant cost, and will require investigation to identify the timing and value required and to ensure the parking reserve has the capacity to respond to this requirement.

14 OTHER OPTIONS CONSIDERED AND REJECTED

If we do not invest in decarbonisation and air quality initiatives we will fail to deliver core council priorities in both these areas

- 14.1 Not investing in Council car parks and their infrastructure may lead to financial loss if car parks are not able to be used or are unattractive to drivers. Losses may also result if accidents occur which generate successful claims against the Council. There is also a risk of reputational damage to the Council, and an

adverse impact on the city and market towns' economies, through lack of good quality parking provision which help to underpin these locations in terms of meeting business and visitor needs.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

CAB 3070 Q1 FINANCE AND PERFORMANCE MONITORING 19th September 2018 (Brooks' lighting upgrade)

CAB3060 Q4 2017/18 FINANCIAL AND PERFORMANCE MONITORING 18th July 2018 (Virtual permits)

CAB3284 CAR PARKS MAJOR WORKS PROGRAMME 2021/22

Other Background Documents:-

[Winchester Movement Strategy](#)

[Winchester Parking and Access strategy -](#)

APPENDICES:

APPENDICES:

Appendix A – Proposed work programme for 22/23 and indicative programme for 23/24

Appendix B Equality impact Assessment (as attached as Appendix 2 to CAB3330)

APPENDIX A

**Proposed Car Parks Major Works Programme for 2022/23 and indicative
Programme for 2023/24**

CAR PARK / ITEM	PROJECT	Capital	Revenue	TOTAL
<u>2022/23</u>		£	£	£
Garnier Road car park	Review of options to resurface to generate a safe and accessible car park.		10,000	10,000
Improved car park signage	Carried forward from 2021/22		35,000	35,000
Park and Ride resurfacing	Phase 1 Resurfacing works.	100,000		100,000
Chesil MS – CCTV	Additional CCTV required to extend coverage of cameras	25,000		25,000
Pay machines upgrade	Replacing and improving PCI compliant pay machines and move to cashless parking for the replacement of “cash” machines with “contactless” only machines as part of the move towards “cashless” parking.		100,000	100,000
Various Car Parks	Repairs and remarking		25,000	25,000
Cycling provision	To improve the provision of secure cycle parking and access across the District		50,000	50,000
Market towns	To improve condition and effectiveness of car parks in the main market towns		25,000	25,000
Public WIFI	Upgrade to enable phone payment throughout large central car parks, which in turn reduces the need for machines and cash collection at high cost	20,000		20,000
Civil Enforcement Officer equipment	To replace and enhance CEO equipment to ensure their safe and continuous operation, through new mobile phone radios and telemetry and video cameras.	30,000		30,000
Improved customer service	Purchase of letter response master system or equivalent (c/f)		10,000	10,000
CCTV	Software and equipment upgrade required – estimated cost of up to £150,000. More detailed consideration will be	150,000		150,000

	undertaken to confirm final costs.			
Bus access enhancements			10,000	10,000
Total expenditure to be approved		325,000	265,000	590,000
Other works subject to separate approval				
Chesil MS	Resurfacing and waterproofing of the top floor. Budget and expenditure has already been approved.	299,000		299,000
		299,000	0	299,000
TOTAL PROGRAMME		624,000	265,000	889,000
<u>2023/24</u>		£	£	£
Park and ride resurfacing	To undertake second phase of resurfacing at Barfield Park and Ride	100,000		100,000
CCTV	Camera review and camera replacement programme	75,000		75,000
Other works subject to separate approval				
Car Park at the Dean (Previously approved)	Acquisition of land and car park development, subject to planning related funding	1,005,000		1,005,000
Chesil lifts	Replacement of the two lifts within Chesil park and Walk	400,000		400,000
TOTAL PROGRAMME		1,580,000	0	1,580,000