

REPORT TITLE: CAR PARKING STRATEGY

9 JULY 2019

REPORT OF CABINET MEMBER: Councillor Lynda Murphy, Environment

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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	
Sub-total	4,675		6,253	
Other Car Parks			181	
Total (Off Street Parking)			6,434	

Typical Occupancy levels	2013	2018	2019
Centre Ring	85%	87%	90%
Inner Ring	69%	82%	85%
Outer Ring (P&R)	57%	73%	82%
ALL spaces	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.