

REPORT TITLE: WINCHESTER PARKING AND ACCESS STRATEGY

23 DECEMBER 2019

REPORT OF CABINET MEMBER: Councillor Martin Tod

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WARD(S): ALL

PURPOSE

This report considers a draft revised Parking & Access Strategy for the District covering 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.

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. 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 & Access Strategy is required to consider the changes to the current parking strategy and bring it into line with the WMS, reflect 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.

This paper presents a draft Parking & Access strategy for approval for consultation.

RECOMMENDATIONS:

That the Draft Parking & Access Strategy is approved for consultation purposes from the end of December and will then be reported back to Cabinet in March.

## IMPLICATIONS:

### 1 COUNCIL STRATEGY 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 emerging Council Plan, specifically:
- a) Tackling the climate emergency and creating a greener district 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 a need to invest 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. This will need to be carefully considered in relation to the overall Council budget and a review of car parking charges will help to support some of the required investment.

### 3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Legal advice will be required through implementation of the Strategy. 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.

#### 4 WORKFORCE IMPLICATIONS

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

#### 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 are currently being 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 Winchester Movement Strategy 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. LEP funding to support such a facility is being sought.

#### 6 CONSULTATION AND COMMUNICATION

- 6.1 The draft strategy will be consulted upon from the end of December and reported back to Cabinet in the spring.
- 6.2 Key stakeholders will be consulted and the document will be available on the web site. A consultation page will be available including some feedback questions and to allow for input.

#### 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 to be considered 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.
- 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 will be taken into account as the Strategy is developed and this will include environmental, social and economic impacts.

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

## 9 DATA PROTECTION IMPACT ASSESSMENT

9.1 None at this stage

## 10 RISK MANAGEMENT

10.1 Risks are set out below

<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>Provide new park and ride parking near to the City Centre</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 will be subject to extensive consultation and engagement with the public, stakeholders and interest groups.</p>	<p>That there will be investment in new facilities and equipment over the period of the strategy</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 to implement the Strategy.</i></p>	<p>Both WCC and HCC have already allocated resources to take both the Parking Strategy and the P&amp;R Strategy forward.</p>	
<p><b>Financial / VfM</b>  <i>Resources will be needed to implement the Strategy. The closure of city centre car parks could have an impact on the finances of the Council and on local</i></p>	<p>The Strategy will look at measures and approaches which take these impacts into account and with input from local business groups.</p>	

<i>businesses. Funding not available to purchase additional land for P&amp;R.</i>	The Strategy will identify funding opportunities to help offset the implications.	
<b>Legal</b> <i>Extension of the Park and Ride service will require further changes to the existing bus operation contract which will likely require retendering.</i>		
<b>Innovation</b> <i>Technology installed for differential parking charging or electric vehicle charging is unreliable or becomes outdated / obsolete.</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.	
<i>Other</i>		

## 11 SUPPORTING INFORMATION:

### 11.1 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.'

### 11.2 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 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

It is important to remember that a car parking and access 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 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 Parking Strategy. The WMS will consider other measures in order to influence travel more widely should the implemented schemes not reduce vehicle numbers, such as a workplace levy charge.

### 11.3 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.

### 11.4 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 is also being utilised to help provide a representative view.

### 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, Bishops 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 suggests some changes to charging alongside investment in key areas such as Sunday and evening park and ride bus services. 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 considers and sets out a 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. A review of off-street pricing will be undertaken. 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.

It should be noted that a brief for a P&R study is currently being developed in parallel with the Parking & Access Strategy which is looking to identify potential new P&R sites for additional parking spaces for Winchester.

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 P&R provision at Bar End on the Vaultex site;
- 200 new Park & 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

#### 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 – DRAFT Car Parking and Access Strategy and supporting data pack

Appendix 2 – DRAFT Car Parking and Access Strategy Action Plan

## Appendix 2 - Car Parking and Access Strategy - Action Plan/ Framework

Location		Pricing	Investment	Availability
Winchester	Year 1 19/20	<ul style="list-style-type: none"> <li>• Differential charges review between inner and park and ride charges and to encourage cleaner vehicles</li> <li>• Residents on-street permit prices increase over the next three years to cover the cost of operating the scheme</li> <li>• Consider Sunday/ evening charging approach in Winchester (alongside improved Park &amp; Ride and bus services)</li> <li>• Inflationary car park charges review and implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Seek to provide Coach parking at Bar End</li> <li>• Develop a signing approach and required improvements to encourage park and walk behaviours, as well as bus and cycle usage.</li> <li>• Progress Vaultex Bar End park and ride provision</li> <li>• Provision of cycle parking in car parks and other priority sites</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of Upper Book Street if St Clements surgery scheme goes ahead</li> <li>• up to 14 new coach spaces at St Catherine's</li> <li>• Release of coach spaces at Coach Park , Worthy Lane</li> <li>• Future park and ride extensions to be identified</li> </ul>
	Year 2 20/21	<ul style="list-style-type: none"> <li>• P&amp;R ticketing/ discount review</li> <li>• Inflation increases implemented for off street and on street.</li> <li>• Sunday / evening charges implementation</li> <li>• Implement P&amp;R discounts and ticketing changes</li> <li>• Implement pricing differentials for cleaner vehicles</li> <li>• Agree new three ring pricing</li> </ul>	<ul style="list-style-type: none"> <li>• Further implementation of equipment to allow incentivised pricing and more convenient payments</li> <li>• Incentives for EV / Hybrids</li> <li>• Consider extending P&amp;R contract to Sundays and evenings subject to contract provisions also reflecting the Sunday/evening charging review</li> <li>• Implement signing improvements</li> <li>• Provision of cycle parking in car parks and other priority sites</li> </ul>	<ul style="list-style-type: none"> <li>• Possible Loss of Gladstone Street and private parking around Carfax if Station Approach goes ahead</li> <li>• Addition of Vaultex P&amp;R at Bar End number of spaces to be determined (min 100)</li> <li>• Addition of Barton Farm P&amp;R in line with housing delivery</li> <li>• Future P&amp;R extensions to be agreed</li> </ul>

	Year 3 21/22	<ul style="list-style-type: none"> <li>Inflation increases and other changes to reinforce three ring approach implemented for off street and on street</li> </ul>	<ul style="list-style-type: none"> <li>Incentives for EV / Hybrids</li> <li>Implement signing improvements</li> <li>Provision of cycle parking in car parks and other priority sites</li> </ul>	Potential loss of: <ul style="list-style-type: none"> <li>Middle Brook Car Park as part of bus station relocation</li> <li>Friarsgate Car Park as part of CWR</li> </ul>
	Year 4 + 22/23	<ul style="list-style-type: none"> <li>Inflation increases for off street and on street</li> </ul>	<ul style="list-style-type: none"> <li>Incentives for EV / Hybrids</li> </ul>	<ul style="list-style-type: none"> <li>Potential loss of some of The Broadway Car Parking</li> <li>Future P&amp;R extensions</li> </ul>
<b>Alresford</b>		<ul style="list-style-type: none"> <li>Station Car Park – Lease negotiations</li> <li>Town Car Park Management Plan engagement – Jan 2020</li> <li>Off street pricing review and inflationary increase implementation</li> </ul>	Changes to Station car park as agreed through lease negotiations. Review of cycle parking	Provision of the Dean car park option – timing dependent upon third party development
<b>Bishops Waltham</b>		Off street pricing review and inflationary increase implementation Consider how to integrate new Jubilee Hall car park	Changes to reflect Jubilee Hall considerations Review of cycle parking	Increase at Jubilee Hall
<b>Wickham</b>		Off street inflationary increase implementation  Consider management of The Square and role of Station car park	Implement changes to reflect review of parking arrangements/ management Review of cycle parking	No changes planned
<b>Whiteley</b>		Study into public parking provision options  Ongoing on-street parking regulation implementation	Seek funding to deliver identified options for additional off street parking Review of cycle parking	
<b>Denmead</b>		Currently not charged	Review of cycle parking	No change of availability
<b>Shawford Train Station</b>		SWR / NR seeking to create new chargeable off street car park subject to consultation, planning permission and agreement	Consider On street parking restrictions – lines and signs, subject to consultation Review of cycle parking	

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