

REPORT TO CABINET

Title: **WINDSOR PARKING STRATEGY**

Date: 22 January 2009

Member Reporting: Councillor Rayner

Contact Officer(s): Ben Smith, Highway Services Manager

Wards Affected: The parking strategy will have direct, or indirect impact on all Windsor Wards, Eton and Datchet

1. SUMMARY

- 1.1 Travel to and from Windsor has been a long-standing concern for residents, visitors and business. Demand is predicted to grow and it is essential to develop a strategy which manages this increasing pressure to support the continued vitality of the town for residents, business and visitors.
- 1.2 A draft strategy and proposed solutions were developed and presented to Cabinet in July 2008 and formed the basis of a comprehensive consultation exercise in Autumn 2008. A headline from the consultation was that 83% of the respondents consider that the provision of new parking facilities are very important or quite important.
- 1.3 In parallel with the public consultation a number of short-term solutions have been developed and delivered and a full business case review has been completed on the longer-term solutions.
- 1.4 This report, therefore, recommends the adoption and implementation of a new parking strategy for Windsor which will maximise use of existing parking stock; increase capacity and promote alternative travel choices.

2. RECOMMENDATION: That;

- i) The parking strategy for Windsor as set out in Section D and Appendix D be adopted**
- ii) Authority be delegated to the Strategic Director of Environment (in conjunction with the Lead Member for Highways and Streetcare) to implement the solutions embedded within the strategy**
- iii) The Planning practice note (as set out in Appendix A) be adopted as formal planning guidance**

What will be different for residents as a result of this decision?
Adoption and implementation of the parking strategy will improve transport and parking conditions for residents, business and visitors thereby supporting the vitality of the town.
Improved travel information will enable greater choice; existing parking capacity will be better utilised and additional capacity will be created.

3. SUPPORTING INFORMATION

Background

3.1 In July 2008 Cabinet considered a report entitled ‘Windsor Parking Strategy’ and resolved the following:

- ‘...a new parking strategy...be adopted as the basis of a formal consultation exercise...’
- ‘...to develop and deliver the short-term solutions...’
- ‘...to review the responses to the consultation exercise; amend and implement the longer-term elements of the strategy accordingly...’
- ‘...Cabinet receive a further report in January 2009 to note the outcome of the consultation exercise; to note progress on delivering the short-term solutions and consider the business case for implementation of the next phase of the strategy...’

In accordance with these resolutions this report will focus on progress in delivering the short-term solutions; a review of the business case for each longer-term element; the results of the consultation and the formal adoption of a revised parking strategy.

Section A: Short-Term Solutions

3.2 The following table sets out the stage 1 solutions identified in July 2008 annotated with a update on progress

Solution	Progress	Financial Implications (Capital)
Home Park car park – extend existing shuttle bus to 21.00 hours	Complete: shuttle bus extended with effect from Monday 24 th November 2008. Additional season ticket sales may assist in offsetting costs.	£ 14,500 pa (Full Year Effect)
King Edward Court car park – promote car park as key evening venue	Complete: commitment secured from King Edward Court and directional signage introduced	£ 2,000

East Berkshire College (Overflow car park) – weekend parking	Complete: agreement secured to use car park for public use at weekends. Directional signage introduced	£ 2,000
Increase On-Street Capacity	Ongoing: 200 additional spaces have been created and an ongoing programme is continuing (including the introduction of one-way systems in Keppel Street and Oxford Road to facilitate the introduction of additional parking)	£ 30,000
Flexible management of coach park	Complete: flexible management introduced to utilise coach park for car parking when coach demand is low	£ Nil
Planning practice note for on-street parking and shared public / private use of business car parks	Complete: new practice note (Appendix A) prepared to highlight the impact of development on the on-street parking scheme and secure opportunities through the planning process for businesses to make private parking available for public use at weekends and evenings	£ Nil
Maximise use of spare capacity	Complete: additional signage introduced to direct motorists to alternative locations where parking capacity is more likely to be available (For example: from Victoria Street to York House)	£ 3,000
<p>Note:</p> <ol style="list-style-type: none"> 1. a number of elements were introduced in November 2008 to support the Christmas activities within the town and to compliment the 'free' parking arrangements on offer. 2. The above package of stage 1 solutions has been progressed within the previously identified budget allocations 		

3.3 In addition to the completed improvements good progress has been made on the following work streams. These supporting measures are critical in implementing an effective strategy and progress will be incremental during the delivery phase:

- **Travel Information Signs (Windsor and Eton Relief Road):** the Royal Borough has been successful in securing 'Department for Transport (DfT)' grant funding of £4.5m to undertake a comprehensive improvement scheme on Windsor and Eton Relief Road. It is, therefore, prudent to introduce the permanent infrastructure and travel information signs as part of this project scheduled to commence construction in 2010. In the interim period temporary solutions have been identified that will be in place by Summer 2009
- **Car Park Variable Message Signs:** the current system requires investment to deliver an effective and reliable system. Initial design work has been completed and a 'back-office' system ('Common Database') has been procured as the platform for improvements. Dialogue has commenced with

King Edward Court to include this car park within the system and it is likely that an updated system will be in place by Christmas 2009

- **Technology Solutions** (eg. text alerts, web based travel information): a 'back-office' system (Common Database) has been procured which will provide a platform for improvements and web based travel information portal is being developed for release in Summer 2009
- **Rebranding / Publicity:** a suite of new travel information is currently being developed (in parallel with the web based travel information portal) which will be released incrementally during the implementation of the strategy

Section B: Business Case Review

3.4 In July 2008, Cabinet resolved to review the business case for each of the longer-term elements of the strategy. The intention of this approach is to combine business case data with the responses to the consultation exercise and endorse or revise the strategy accordingly.

3.5 The business case review comprises an update of capital costs; future ongoing revenue expenditure; future income generation and potential funding sources. The following schemes have been appraised

- 'Centrica' – park and ride
- King Edward VII Hospital – park and ride
- Home Park car park – extension
- Windsor Racecourse – park and ride
- Alexandra Gardens car park – additional spaces above existing car park
- Windsor Dials – car park bridge link

3.6 In addition, it should be noted that a funding bid was prepared and submitted to SEERA for consideration as part of the 'Major Scheme Bid' refresh process in early 2008. This bid seeks to secure funding for a package of measures as an alternative to the previous bid for funding of a major new park and ride facility adjacent to the Windsor and Eton Relief Road.

Dialogue has continued with the 'South-East England Regional Assembly' on behalf of the Regional Transport Board (who advise the Department for Transport on funding priorities) for a number of months. This dialogue has been encouraging. It has focused on exploring ways in which the funding to deliver sustainable transport measures might be most effectively targeted. It is anticipated that a recommendation on the way forward will be made as part of the Regional Funding Advice to be submitted at the end of February 2009. This will be preceded by a meeting of the Regional Transport Board on 16th January 2009.

The Regional Assembly has been very clear that it is not appropriate for funding from the Regional Transport Board to be invested in the potential extension to Alexandra Gardens car park.

Appendix B sets out the detailed business case for each element, which is based on the following key assumptions:

- **Capital costs** have been appraised on two scenarios - **Scenario A** is based on capital costs being 100% externally funded through a DfT grant (except Alexandra Gardens car park) and **Scenario B** is based on capital costs being 100% corporately funded
- **Annual Operational costs** include a cost assessment for cash collection from pay and display machines; energy costs; enforcement and security presence.
- **Annual Revenue generated;** the potential demand is based on an occupancy rate of between 40 – 60% dependant upon location and day of the week. The turnover per space is assessed between 1 and 2 dependant upon location and proposed usage pattern of the car park.
- **Annual Revenue generated;** daily charges for each solution are to be confirmed but the current policy of differential long-stay rates between town centre car parks and park and ride sites will be maintained to encourage usage at the park and ride.
- **Annual operational costs and revenue generated** are based on year 1 assessments

This full business case document is available in the Members’ Rooms, Group Rooms and from Democratic Services and an executive summary of key points is highlighted below:

3.7 ‘Centrica’ – Park & Ride

Capital Costs (assumed as 100% externally funded)	Annual Operational Costs	Annual Revenue Generated by RBWM	Annual Surplus / Deficit (excluding payment to landowner)
£ 30,000	£ 85,000	£ 75,000	£ 10,000 deficit per annum

Scheme details:

- 250 space capacity
- Operates on weekends only
- 2no. buses providing link to town centre
- No allowance has been included for any rental agreement costs to the landowner. This will impact upon the surplus / deficit when established
- This facility will cease upon opening of the park and ride at Windsor Racecourse
- Target date for implementation: by Christmas 2009

3.8 King Edward VII Hospital – Park & Ride

Capital Costs (assumed as 100% externally funded)	Annual Operational Costs	Annual Revenue Generated by RBWM	Annual Surplus / Deficit (excluding payment to landowner)
£ 15,000	£ 45,000	£ 30,000	£ 15,000 deficit per annum
<i>Recommended option ('Park & Walk' site)</i>			
£ 15,000	£ 10,000	£ 30,000	£ 20,000 surplus per annum

Scheme details:

- 100 public space capacity
- Operates on weekends only
- 1no. buses providing link to town centre
- No allowance has been included for any rental agreement costs to the landowner. This will impact upon the surplus / deficit when established
- Revenue costs are considered optimistic due to the proximity of the hospital to the town centre making it less attractive to switch from town centre parking
- Target date for implementation: by Christmas 2009

Due to the proximity of this site to the town centre and the marginal business case it is recommended that this solution is included in the strategy as a 'Park & Walk' site (via St. Leonards Road retail area) for weekend use and is promoted accordingly. This will reduce annual operational costs to £ 10,000.

3.9 Home Park – Car Park Extension

Capital Costs (assumed as 100% externally funded)	Annual Operational Costs	Annual Revenue Generated by RBWM	Annual Surplus / Deficit (excluding payment to landowner)
£ 270,000	£ 20,000	£ 52,000	£ 32,000 surplus per annum

Scheme details:

- 95 additional spaces
- Additional public capacity during weekdays / Additional sports club capacity at weekend
- 1no. bus providing link to town centre (existing)
- No allowance has been included for any rental agreement costs to the landowner. This will impact upon the surplus / deficit when established
- Target date for implementation: Summer 2009

3.10 Windsor Racecourse – Park and Ride

Capital Costs (assumed as 100% externally funded)	Annual Operational Costs	Annual Revenue Generated by RBWM	Annual Surplus / Deficit (excluding payment to landowner)
£ 990,000 (incl. New roundabout at Vale Road junction)	£ 460,000	£ 433,000	£ 27,000 deficit per annum

Scheme details:

- 400 space capacity
- Operates weekdays and weekends
- 3no. buses providing link to town centre
- No allowance has been included for any rental agreement costs to the landowner. This will impact upon the surplus / deficit when established
- Target date for implementation: Christmas 2010

3.11 Alexandra Gardens Car Park – Extended car park

Capital Costs (assumed as 100% corporately funded)	Annual Operational Costs	Annual Revenue Generated by RBWM	Annual Surplus / Deficit
£ 9,700,000 (2013 opening)	£ 141,000	£ 613,000	£ 472,000 surplus per annum Assuming capital costs are repaid in full it will take in excess of 19 years to achieve a surplus

Scheme details:

- 330 space additional capacity
- Operates weekdays and weekends
- Current daily charges applied

As this element of the strategy will not be funded externally by any SEERA grant it has been assumed that the capital costs be 100% corporately funded and repaid from the annual surplus generated. The business case, therefore, shows that a surplus will not be achieved until year 19.

This element of the strategy also presents significant planning challenges and was identified through the consultation process as the least favoured option.

Therefore, it is recommended that this element be omitted from the adopted strategy.

3.12 Windsor Dials Car Park – new bridge link

Capital Costs (assumed as 100% externally funded)	Annual Operational Costs	Annual Revenue Generated by RBWM	Annual Surplus / Deficit
£ 205,000	£ 21,000	£ 35,000	£ 14,000 surplus per annum

Scheme details:

- New bridge link from existing car park directly to Windsor Royal Station retail area
- No additional capacity but greatly enhances attractiveness of currently under utilised car park
- Current daily charges applied
- Existing agreement in place with landlord for existing car park
- Target date for implementation: by Christmas 2009

3.13 Sharing parking with local business is also highlighted as part of the longer-term solutions. Initial proactive approaches have been made to a number of local businesses but no opportunities have yet been identified. It is not possible to undertake a business case review until specific opportunities arise.

3.14 It should also be noted that the current economic climate may have an effect on Windsor town centre (eg. visitor numbers), which, in turn, will affect the demand for parking. The business case has been appraised on current conditions and a judgement on future economic impacts.

3.15 Business Case Summary

Solution	Capital Costs	Annual Operational Costs	Annual Revenue Generated by RBWM
'Centrica' park & ride	£ 30,000	£ 85,000 (subsumed into Windsor Racecourse when opened)	£ 75,000 (subsumed into Windsor Racecourse when opened)
King Edward VII Hospital	£ 15,000	£ 10,000	£ 30,000
Home Park – car park extension	£ 270,000	£ 20,000	£ 52,000
Windsor Racecourse – park and ride	£ 990,000	£ 460,000	£ 433,000
Windsor Dials car park bridge link	£ 205,000	£ 21,000	£ 35,000
Total	£ 1,510,000	£ 511,000*	£ 550,000*

Notes: The above business case summary is based on the following:

- * excludes 'Centrica' park and ride as this will be subsumed into Windsor racecourse when opened
- Alexandra Gardens car park – extension has been excluded as it is not recommended for inclusion within the strategy

Section C: Public Consultation

3.16 A comprehensive public consultation exercise was conducted between September and November 2008. The public consultation included the following main elements:

- approximately 50 letters were issued to formal stakeholders and representative groups (including; Thames Valley Police, Chamber of Commerce, Windsor & Eton Society and Highways Agency) – only 5 formal responses were received
- a consultation leaflet and questionnaire was distributed to all residential properties within the Royal Borough with the residents magazine, 'Around the Royal Borough
- the consultation leaflet and questionnaire was published on the Royal Borough website (available for download or completion on-line)

(A total of 1749 questionnaire responses were returned and an additional 31 individual letters have been received)

- A public exhibition was held at Windsor Guildhall from Thursday 16th – Saturday 18th October (inclusive). The exhibition was staffed throughout and static displays were erected at 'Waitrose', York House and the 'Visitor Information Centre'. Leaflets were distributed at key locations within Windsor and the static displays were periodically staffed – approximately 200 visitors attended the exhibition
- Text alerts were sent to a targeted audience directing them to the website to encourage participation in the consultation exercise
- Regular press releases and advertorials were published to promote the public consultation and promote engagement

3.17 The consultation questions and leaflets were prepared by specialist marketing and PR consultants and a high level of good quality responses have been received. Full analysis is set out in Appendix C (available in Group Rooms, Members' Rooms and from Democratic Services).

3.18 The main headlines are:

- 83% of the respondents consider that the provision of new parking facilities are very important or quite important

The questionnaire invited a ranking for each of the longer-term elements ('Very Good / Good / Neither Good or Bad / Bad / Don't Know).

- A majority of respondents ranked 'Centrica' park and ride; King Edward VII Hospital park and ride; Home Park car park expansion; Windsor Racecourse park and ride and the Windsor Dials bridge link as 'Very Good or Good'
- In excess of 80% of respondents favour sharing parking with local business
- Alexandra Gardens car park - extension; 43% ranked this solution as 'Very Good' or 'Good'; and 38% ranked it as 'Bad'
- When asked which elements were most preferred the top three were:
 - Windsor Racecourse – park and ride
 - Sharing car parks with local business
 - King Edward VII Hospital – park and ride
- When asked the 'open' question '*...Do you have any other ideas how to improve parking in Windsor...*' the top two themes were:
 - lower parking charges and extend 'Advantage Card' discounts (total of 245 respondents)
 - out of town park and ride (144 respondents)

Section D: Parking Strategy

3.19 A robust evaluation of each longer-term solution has been undertaken against key data (set out below) which is summarised in the following table:

- Business Case
- Public Consultation
- Deliverability (includes probability of success with respect to planning, landowner consent etc.)
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Solution	Consultation	Business Case	Deliverability	Summary
'Centrica' park and ride	✓	✓	✓	Recommended for inclusion in strategy
King Edward VII Hospital – park and ride	✓	X	✓	Include in strategy and promote as a 'Park & walk (via St. Leonards Road retail area)' site at weekends only

Home Park – car park extension	✓	✓	✓	Recommended for inclusion in strategy
Windsor Racecourse – park and ride	✓	✓	✓	Recommended for inclusion in strategy
Alexandra Gardens – extended car park	X	X	X	Omit from strategy
Windsor Dials – bridge link	✓	✓	✓	Recommended for inclusion in strategy

Notes:

- Consultation is assessed with respect to the overall consultation exercise
- Business case is assessed as ✓ if any deficit is less than 20% of operating costs
- Deliverability is assessed as ✓ if there is a high probability of success through the planning process and support from private landowners

A new parking strategy for Windsor is set out as Appendix D (available in Group Rooms, Members' Rooms and Democratic Services) and is recommended for adoption and implementation.

This approach combined with 'Smarter Travel' choices (such as public transport, walking, cycling and enhanced travel information) matches the predicted demand to support the vitality of the town for residents, visitors, business and visitors from now until 2013.

Summary of predicted demand versus proposed solutions

Demand Prediction	End of 2009	End of 2011	End of 2013
Total	409	707	1144
Solutions to manage demand			
'Centrica' park and ride *	250	Replaced by Windsor Racecourse	Replaced by Windsor Racecourse
East Berkshire College (Overflow car park) * (COMPLETE)	50	50	50
Increase on-street capacity (200 SPACES CURRENTLY INTRODUCED)	250	250	250
King Edward VII Hospital *	100	100	100
Home Park – car park extension	95	95	95
Windsor Racecourse – park and ride	Nil	400	400

<i>Total</i>	<i>745</i>	<i>895</i>	<i>895</i>
<i>Surplus / Deficit</i>	<i>336 surplus</i>	<i>188 surplus</i>	<i>249 deficit</i>
Notes:			
<ul style="list-style-type: none"> - The potential shortfall in demand will be met by reducing demand through a 'Smarter Choices' approach (public transport, walking, cycling and enhanced travel information) - The potential shortfall in demand will be met by securing shared use of private parking stock with local business - the demand prediction highlights the maximum demand predicted whether it be weekday, weekend or evening - * available at weekends only 			

4. OPTIONS AVAILABLE AND RISK ASSESSMENT

4.1 Options

	Option	Comments	Financial Implications
1.	Retain the existing parking strategy based on a new major 'out of town' park and ride facility	This option is not in accordance with the Cabinet resolution of November 2007 and creates a number of local, environmental and economic difficulties	The capital and ongoing revenue costs of this scheme are not currently available
2.	Prepare an alternative parking strategy for adoption	This is not considered appropriate as the proposed strategy is based on a thorough assessment of consultation responses, business case analysis and deliverability and offers a package of effective solutions.	The financial implications of an alternative strategy cannot be quantified at this stage
3.	Amend the strategy to include additional solutions or remove proposed solutions	This may be appropriate. However, the current proposals are felt to offer a balanced, deliverable and effective package of solutions	The financial implications of an amended strategy cannot be quantified at this stage
4.	Continue to deliver the short-term solutions and adopt the strategy (Appendix D) for implementation	This approach, combined with 'Smarter Travel' choices (such as public transport, walking, cycling and enhanced travel information) will manage the predicted demand to support the vitality of the town for residents, visitors, business and visitors from now until 2018	The financial implications are set out in the full business case review (Appendix B)

Option 4 is the recommended option

4.2 Risk assessment

A full assessment of risk and opportunity has been undertaken in accordance with the adopted 'Risk Management' policy and toolkit. The following significant risks have been identified:

- lack of available capital investment and subsequent ongoing revenue support will compromise the strategy resulting in reduced performance – this should be mitigated against by identifying all financial factors at an early stage and ensuring that the strategy is affordable (Business Case Review – Appendix B refers)
- Planning consent is critical in delivering a number of elements of the strategy and early communication / consultation is essential in ensuring that solutions / designs are acceptable from a planning perspective
- Support from all partners is essential in delivering the strategy to achieve stated objectives

The following significant opportunity has been identified

- Significant external funding may be available from the Regional Transport Programme (administered by the South-East England Regional Assembly (SEERA)) and it is essential that ongoing dialogue is maintained and that policy objectives are aligned. This will include the range of measures outlined and in particular alternative arrangements to reduce overall levels of demand

5. CONSULTATIONS CARRIED OUT

- 5.1 Extensive public consultation has been completed and is summarised in Appendix C.

6. COMMENTS FROM OVERVIEW AND SCRUTINY PANEL

- 6.1 The Planning & Environment Overview & Scrutiny Panel considered this report on 12th January 2009 and resolved the following:

RESOLVED: That the Panel welcomes the report to be endorsed and be recommended to Cabinet with the additional comments, that;

- *support continues for the existing park and ride at Legoland and the site be reviewed with the possibility of making improvements to increase usage;*
- *concerns be noted about what would be required at the Windsor Racecourse in relation to hard-standing and the need to thoroughly investigate this issue as part of the planning process;*
- *concerns about extra congestion be noted;*

- *that the Planning & Environment Overview & Scrutiny Panel reviews this issue every 6 months.*

7. IMPLICATIONS

The following implications have been addressed where indicated below.

Financial	Legal	Human Rights Act	Planning	Sustainable Development	Diversity & Equality
✓	✓	✓	✓	✓	✓

Background Papers:

- 'Windsor Park and Ride – Options Appraisal' (Cabinet Report – November 2007)
- 'Windsor Parking Strategy' (Cabinet report – March 2008)
- 'Windsor Parking Strategy' (Cabinet report – July 2008)