

Portfolio Holder Decision

Stratford District CPE Variation 9 - S2-S4 Residents' Parking Zones

Portfolio Holder	Portfolio Holder for Transport and Planning
Date of decision	15 November 2024
	Signed

1. Decision taken

Recommendation

That the Portfolio Holder for Transport and Planning

1) approves the below named proposed Traffic Regulation Order to be implemented as advertised IN PART, subject to compliance with Regulation 14 of the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996:

The Warwickshire County Council (District of Stratford On Avon) (Civil Enforcement Area) (Waiting Restrictions, On Street Parking Places & Residents' Parking) (Consolidation) (Variation No.9) Order 2024

Proposals relating to:

- (i) 4 x parking bays (consisting of up to 11 parking spaces) in Mulberry Street and Shakespeare Street to change from:
8am – 6pm No Waiting / 6pm – 8am S2 Permit Holders; to
8am – 6pm Pay & Display or S2 Permit Holders / 6pm – 8am S2 Permit Holders Only;
- (ii) All S4 zone bays hours of operation to change from:
8am – 10pm Pay & Display or S4 Permit Holders; to
8am – 6pm Pay & Display or S4 Permit Holders / 6pm – 8am S4 Permit Holders Only;
- (iii) S3 Permit eligibility to be extended to residents of St. Gregory's Road;
- (iv) Changes to S2 Permit Eligibility for Samaritans; and

2) Agrees that all other proposals within the scheme be deferred, with a view to monitoring the effects of the above measures, and developing proposals for a further, separate Traffic Regulation Order including the following:

- (i) The town centre zone currently eligible to apply for S2 or S3 permits

- (hereafter referred to as the “Town Centre S2-S3 Permit Zone” for clarity) to be amended to be eligible to apply for S2, S3 or S4 Permits.
- (ii) Parking bays in Maidenhead Road, Rowley Crescent and St Gregory’s Road (currently allocated for use as Limited Waiting, or for S2 or S3 Permit Holders) to be amended to also allow for use by S4 Permit Holders.

The effects of the introduction of any Traffic Regulation Order would be subject to further monitoring and review.

2. Reasons for decisions

2.1 Residents’ Parking Zones – S2, S3 and S4, Stratford-upon-Avon

Proposals were informally consulted upon in summer 2023, consisting of plans to merge the S2 & S4 residents' parking zones in Stratford-upon-Avon. At the time, substantial levels of feedback were received both in favour of and opposed to the scheme.

Much of the feedback opposed to the scheme centred around the perception that the excess demand for parking spaces from the S2 zone would then leave the S4 zone equally over-subscribed. As a response to this, detailed analysis of the layout of the S2 zone was carried out in order to maximise the availability of spaces, with the intention being that this reduces the level of 'overspill' parking into the neighbouring zone.

2.2 The finalised proposals were subsequently formally advertised as a Traffic Regulation Order, principally consisting of the following:

- An additional 4 parking bays (approx. 11 No. spaces) made available for daytime use by permit holders / pay and display users, in areas previously reserved for overnight parking only
- Merging the S2 and S4 zones
- Standardised restrictions across the whole area; 8am - 6pm shared use (pay and display / permit holders), 6pm - 8am permit holders only
- An additional 2 No. S2 Permits made available for daytime use by Samaritans
- S3 Permit eligibility to be extended to residents of St. Gregory’s Road

2.3 80 representations were received. Various comments were received which could broadly be categorised as discussing common issues; a thematic review was therefore carried out as detailed below.

Emails/letters	
Total support	42
Total objections	38

Address	Support / Objection	Flawed study (e.g. Unrepresentative times, small sample &/or S2-S3 overflow spaces not included in S2 availability)	S4 to be oversubscribed	Town Centre S2-S3 Permit Zone to use car parks	S2 additional daytime spaces should be sufficient &/or trialled first	Residents only, remove PnD	Visitor Permit Abuse	Concerns over additional demand from Town Centre S2-S3 Permit Zone	Concerns over personal safety and security when forced to park further away from home	Pollution from additional traffic
St Gregorys Road	Support									
Not provided	Support									
Not provided	Support									
Not provided	Support									
Not provided	Support									
Not provided	Support									
Not provided	Support									
Not provided	Support									
Other - Outside S2, S3, S4	Objection	X	X							
John Street	Objection	X	X							
John Street	Objection		X		X			X		
John Street	Objection	X	X			X	X		X	
John Street	Objection	X	X		X			X	X	
John Street	Objection	X	X					X		
John Street	Objection	X	X		X			X		
John Street	Objection		X							
John Street	Objection	X	X							
John Street	Objection	X	X	X	X		X	X	X	X
Lock Close	Objection		X						X	
Payton Street	Objection		X			X			X	
Payton Street	Objection		X			X			X	
Payton Street	Objection		X		X	X		X		
Payton Street	Objection	X	X		X			X	X	
Payton Street	Objection	X	X		X			X		
Payton Street	Objection	X	X				X			
Payton Street	Objection	X	X		X			X		
Payton Street	Objection	X	X		X				X	
Payton Street	Objection		X			X				
Payton Street	Objection	X	X		X					
Payton Street	Objection	X	X					X		
Payton Street	Objection	X	X					X		

Address	Support / Objection	Flawed study (e.g. Unrepresentative times, small sample &/or S2-S3 overflow spaces not included in S2 availability)	S4 to be oversubscribed	Town Centre S2-S3 Permit Zone to use car parks	S2 additional daytime spaces should be sufficient &/or trialled first	Residents only, remove PnD	Visitor Permit Abuse	Concerns over additional demand from Town Centre S2-S3 Permit Zone	Concerns over personal safety and security when forced to park further away from home	Pollution from additional traffic
Payton Street	Objection		X		X					X
Payton Street	Objection	X	X		X			X		
Payton Street	Objection		X							
Shakespeare Street	Objection		X							
Other - Outside S2, S3, S4	Objection		X						X	X
Tyler Street	Objection	X	X		X			X		
Tyler Street	Objection	X	X		X			X		
Tyler Street	Objection	X	X		X			X		
Tyler Street	Objection		X		X			X	X	
Tyler Street	Objection	X	X			X			X	
Tyler Street	Objection	X	X		X	X		X		
Not provided	Objection		X						X	
Not provided	Objection	X	X	X	X	X	X	X		X
Not provided	Objection		X							
Total:		24	38	2	19	8	4	19	12	4

2.5 Objections & Representations – Thematic Review

2.5.1 Objection:

Flawed study (e.g. Unrepresentative times, small sample &/or S2-S3 overflow spaces not included in S2 availability)

The formal survey was carried out in January 2022 as part of the investigation and data-gathering into parking demand and availability. Comments principally centre around the time of year, limited sample size, and that the data collected was for the S2 and S4 zones only, excluding the combined S2-S3 bays in Maidenhead Road, Rowley Crescent and St Gregory's Road.

Officers' Response:

The original surveys were an important consideration in formulating the original proposals as informally consulted, but they are only a part - coupled with our own observations from site visits, plus the substantial feedback from the original consultation, plus input from the County Councillor and that of other residents and their self-organised local groups.

It is acknowledged that the results would appear substantially different were the S2-S3 combined bays north of the canal crossed by Great William Street to be included within the statistics for S2 availability. However, their observable lack of use calls into question the distance that the majority of residents would consider reasonable to park away from their homes and is coupled with concerns over personal safety when walking to and from vehicles; it is clear that these bays are viewed as "last resort only" by the majority.

For the purposes of this report, this is considered both a legitimate concern from the perspective of S2 residents majority in favour of the proposals as advertised, but also a legitimate reason for objection from S4 residents expressing concern over the perception that any available S4 capacity will be outstripped by additional demand from S2; and therefore a balance does need to be struck with regard to the expected levels of parking displacement from one zone to another.

It is also acknowledged that the sample size of the survey is limited, but demand and availability of parking spaces will always be subject to both short-term and long-term fluctuations. Officers are satisfied that the survey results provide an insight into the respective levels of demand and availability of parking spaces in the two neighbouring zones as a snapshot, and should not be taken as the sole justification for progressing the scheme.

2.5.2 Objection:

S4 to be oversubscribed – any current availability of spaces to be exceeded by new demand for 'overspill' parking from S2.

Officers' Response:

Substantial levels of objection were received to the informal consultation in the summer of

2023. The overriding perception was that the excess demand for parking in the S2 zone would outweigh the availability of spaces in the current S4; this was acknowledged in the re-design of the scheme prior to formal consultation which resulted in the provision of up to 11 extra spaces allocated for use by Pay & Display users or S2 permit holders between 8am and 6pm (where parking was previously restricted).

All 38 objections received to the formal consultation still reference that the availability of spaces in S4 is not enough to offset the excess demand from S2. This essentially becomes the main focus of the scheme; if parking capacity within the current S2 zone is maximised within the available road space, then the only way to reduce competition for spaces and increase availability is to allow some road users currently using S2 to park elsewhere. However, the scheme as advertised would see both the 'overspill' parking from S2 residents as well as some residents within the Town Centre S2-S3 Permit Zone (those in properties geographically closer to S4) potentially adding to the existing parking pressures in the current S4 zone; it is this which has attracted the majority of opposition as being excessive.

With the levels of objection and the strength of feeling as they are, **it is therefore recommended that the part of the proposals relating to the merging of S2 and S4 be deferred.** It is intended that regular surveys of parking availability in the S2 & S4 zones be carried out following the introduction of the 11 additional bays to assess the impact on the S2 zone, alongside the development of further proposals relating to the allocation of permits in the Town Centre S2-S3 Permit Zone; this is intended as a further Traffic Regulation Order to redistribute some demand for spaces in a fair and equitable way which would reduce competition for spaces within S2 while directing fewer vehicles towards S4 in comparison with the proposals as advertised.

2.5.3 Objection:

Town Centre S2-S3 Permit Zone should be allowed to use town centre car parks.

Officers' Response:

Town centre car parks are maintained and operated by Stratford-on-Avon District Council, and it would be their discretion as to the issue of season permits for nearby residents. This is therefore beyond the scope of this report, although it should be noted that discussions are ongoing between representatives of both County and District Councils as to whether this is a feasible and practical means of reducing demand for on-street parking places.

2.5.4 Objection:

Additional daytime spaces in S2 should be sufficient to reduce competition for spaces without having to merge S2 and S4 zones.

A phased introduction of measures is suggested in multiple objections, with the introduction of the additional 11 daytime spaces introduced first or as the only measure to alleviate pressure on S2 parking spaces.

Officers' Response:

See Officers' Response to 2.5.2 & 2.5.3

2.5.5 Objection:

Residents' Parking Only in S2 and S4, Remove Pay & Display.

Officers' Response:

On street parking provision is intended to provide a balance between the needs of varying different road users, including residents and visitors to the area. Because of the proximity to the town centre, pay & display parking provides a useful short-term facility for visitors to the area, and its removal would likely prompt further objection from this set of road users and nearby businesses. The maximum stay period for Pay & Display prevents the area from being used for all day commuter parking and promotes turnover of parking; while it is acknowledged that the area is well used by visitors, the proposals already include provision of Permit Holders Only parking across the current S2 and S4 zones overnight (6pm to 8am), taking into account the additional demand for spaces by residents overnight when residential parking is at its peak.

2.5.6 Objection:

Visitor Permit Abuse; excess demand for spaces is contributed to by visitor permits being sold on for use by town centre workers and commuters occupying spaces up to 5 days a week

Officers' Response:

Under a system of paper issued permits, visitor permits were not routinely noted against vehicle registrations during enforcement, which meant that any abuse of the visitor permit system was extremely difficult to detect and take action against; often there was only circumstantial or anecdotal evidence. This means that there is little in the way of baseline data charting historic levels of permit abuse.

Under the new system with available electronic "virtual permits", patterns of use (e.g. 9am-5pm Monday to Friday) are easier to detect, which acts as a deterrent and greatly reduces the market for visitor permits being used in the same way. The lack of historical data makes a direct quantified comparison not possible, but it is likely that levels of visitor permit abuse are substantially lower than 5-10 years ago, and would not be considered of a level such that it is a major contributory pressure on the parking situation in either the S2 or S4 zones.

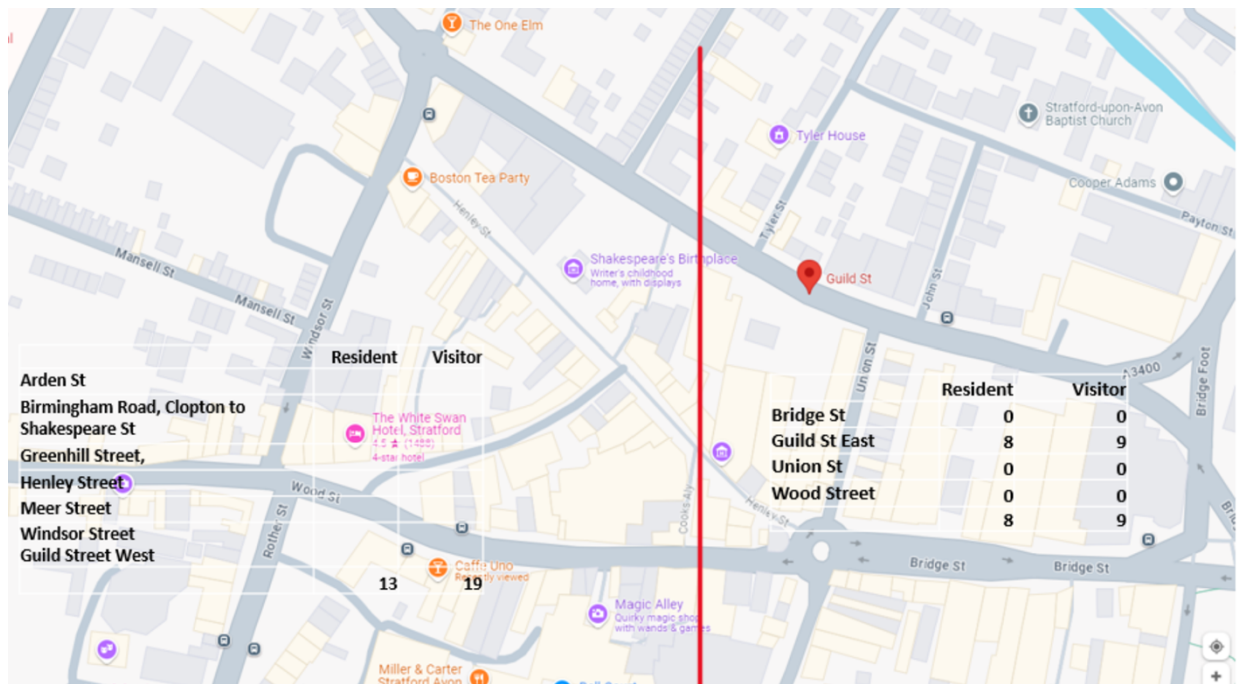
2.5.7 Objection:

Concerns over additional demand [in S4] from Town Centre S2-S3 Permit Zone.

Merging the S2 and S4 zones would enable residents within the Town Centre S2-S3 Permit Zone a free choice of parking in either the current S2 or S4 parking bays, which could lead to demand for spaces in S4 outstripping availability, to the detriment of residents within the S4 zone itself.

Officers' Response:

Numbers of permits issued to residents within the Town Centre S2-S3 Permit Zone (and levels of concurrent use) are subject to natural fluctuation. Analysis of permits currently issued (data supplied September 2024) gives an indication of the numbers expected, with 21 permits in circulation registered to residents' vehicles and a further 28 visitor permits as per the illustration below.



Again there is likely to be natural fluctuation over time as to which parking areas these residents and their visitors would use on a preferential basis, but the distribution of current permits issued (using a simplistic geographical split as in the illustration above) suggests that there would be approximately 8 registered residential permits and 9 visitor permits more likely to prefer the S4 area.

Without the S2 & S4 zones merging, residents within the Town Centre S2-S3 Permit Zone do not have the S4 zone as an option; for this reason, the recommendation is for surveys to monitor both the need for further measures to relieve pressure on S2 parking spaces, and the levels of any available capacity within the S4 zone. Amending the permit eligibility for the Town Centre S2-S3 Permit Zone to also include S4 permits is then a further measure subject to the Traffic Regulation Order process, which would see the estimated current 8 registered permits and 9 visitor permits likely to prefer use of the S4 area, but importantly would NOT see any direct displacement from residents within the S2

zone using S4 as 'overspill' parking.

There are also concerns expressed in multiple representations regarding the provision of Town Centre permits to new developments within the area, potentially greatly expanding the number of properties eligible to apply for residential permits. Planning applications are the responsibility of Stratford-on-Avon District Council and are therefore beyond the scope of this report, but it should be noted that there are separate discussions ongoing between representatives of both District and County Councils to ensure that due consideration is given to town centre properties being considered as low-car or car-free developments with respect to planning applications (primarily, but not limited to, commercial to residential conversions), meaning that they would not become eligible for on-street parking permits on completion and occupation as residential properties.

2.5.8 Objection:

Concerns over personal safety and security when forced to park further away from home

Officers' Response:

Personal safety and security are absolutely legitimate concerns, taken seriously as an integral part to the design of any highway scheme. However, in the context of residential streets with little access to off-street parking, it should be considered that there is no guarantee of being able to provide for parking directly outside properties and therefore there will always be an element of residents needing to walk to and from vehicles. The S2 and S4 zones are both illuminated by street lights, and in this context are not considered as high risk.

2.5.9 Objection:

Pollution from additional traffic

Officers' Response:

While any changes to the residents' parking zones will inevitably have an effect on traffic patterns as drivers change behaviour in terms of preferred locations when looking for parking spaces, traffic volumes involved are light and the proposals are not anticipated to generate additional journeys. It is therefore anticipated that the scheme will not have a significant adverse effect on air quality, with no predicted increase in overall traffic volumes or noise levels as a result of the schemes.

3. Background information

- 3.1 Proposals for waiting restrictions, parking places and permit eligibility in and around the S2, S3 and S4 Residents' Parking Zones were advertised and consulted upon in accordance with statutory procedure on the 8th August 2024, with consultation open until the 6th September 2024.
- 3.2 The statutory criteria for decisions on making Traffic Regulation Orders are included as Appendix A.
- 3.3 Drawings showing published proposals for waiting restrictions are found in Appendix B.
- 3.4 A copy of the published Public Notice is found in Appendix C.
- 3.5 A copy of the published Statement of Reasons for the scheme is found in Appendix D.
- 3.6 The Executive Summary of the parking survey carried out in 2022 is found as Appendix E.
- 3.7 A copy of the objections, support and other representations received are available as background information in Appendix F.
- 3.8 Drawings showing potential proposals for further consultation are found as Appendix G.
- 3.9 An equalities impact assessment has not been commissioned for this scheme, as the implementation of these parking restrictions is not expected to have a detrimental impact to any particular demographic of road user.

4. Financial implications

- 4.1 All work (Traffic Regulation Order process and implementation) will be carried out within existing allocations from the Local Member's Delegated Budget.

5. Environmental implications

- 5.1 While any changes to the residents' parking zones will inevitably have an effect on traffic patterns as drivers change behaviour in terms of preferred locations when looking for parking spaces, traffic volumes involved are light and the proposals are not anticipated to generate additional journeys. It is therefore anticipated that the scheme will not have a significant adverse effect on air quality, with no predicted increase in overall traffic volumes or noise levels as a result of the schemes.

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Portfolio Holder	Councillor Jan Matecki Portfolio Holder for Transport and Planning janmatecki@warwickshire.gov.uk

Urgent matter?	No
Confidential or exempt?	No
Is the decision contrary to the budget and policy framework?	No

List of background papers

Copies of the objections, support and other representations received.

The Executive Summary of the parking survey carried out in 2022.

Members and officers consulted and informed

Portfolio Holder – Councillor Jan Matecki

Corporate Board – Mark Ryder

Legal – Serena Cammish, Caroline Gutteridge

Finance – Purnima Kandula

Equality – Delroy Madden

Procurement – John Hopper

Democratic Services – Amy Bridgewater-Carnall, Nic Conway

Councillors – Jeff Clarke, Jonathan Chilvers, Jenny Fradgley, Sarah Feeney

Local Member(s): Councillor Tim Sinclair

