

Subject:	Stanmer Park Traffic Regulation Order		
Date of Meeting:	11th October 2016		
Report of:	Executive Director – Economy, Environment & Culture		
Contact Officer:	Ian Shurrock	Tel:	29-2084
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Ward(s) affected:	Hollingdean & Stanmer		

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 Car parking in Stanmer Park is currently unenforced and features no formal car parking spaces across the site. This has led to uncontrolled parking throughout the Park which is having a negative impact upon the environment, the local bus route, and the public's perception of the space.
- 1.2 Options to control parking using signage, grass mounds and wooden bollards have been limited due to the scale of the Park and the inability to enforce car parking controls.
- 1.3 This report summaries the current parking problems in Stanmer Park, the findings of previous consultation, and recommends that consultation is undertaken on proposals to introduce charges and control parking. If members approve the consultation process, a further report would be brought to committee for consideration of the results.

2. RECOMMENDATIONS:

- 2.1 That the Committee notes the outcome of the past consultations.
- 2.2 That the Committee approves the proposals to control parking in Stanmer Park as set out in this report, subject to the statutory consultation process for Traffic Regulation Orders.
- 2.3 That the Committee approves the advertising of the associated Traffic Regulation Orders by Officers.

3. CONTEXT/BACKGROUND INFORMATION

- 3.1 Stanmer Park is the city's largest and most historically significant park with archaeological sites dating back 5000 years to the Bronze Age. It is listed on English Heritage's Register of Parks and Gardens of special historic interest in England as Grade II. There are 27 listed structures within the park and the southern end contains a local nature reserve and conservation area as shown in **Appendix 1**.
- 3.2 The impact of uncontrolled car parking has resulted in:
- a) Detriment to the Conservation Area and the Park as a whole according to the Heritage Lottery Fund and Historic England.
 - b) Greater wear and tear on the parks grassed areas and roads in areas of historic importance.
 - c) Unregulated encampments of travellers and other overnight users in vehicles.
 - d) The 78 bus and emergency vehicles have been blocked and or disrupted on occasion by parked cars. This is likely to impact the user's perception of the future bus service and could affect the long term business case.
 - e) A negative impact on businesses as a result of insufficient and uncoordinated parking during busy periods.
 - f) A perception by the public that they can park anywhere in Stanmer Park.
 - g) Use of the car parks by non-park users such as students / staff from the universities and rail commuters.
- 3.3 Since July 2013, Stanmer Park has undertaken an annual visitor survey recording people's movement and behaviour patterns. Further extracts from this ongoing work can be seen in the **Community Engagement section 4.0**.
- 3.4 In 2015 the South Downs National Park Authority (SDNPA), Historic England and the HLF (Heritage Lottery Fund) grant advisor, all agreed that a car park parallel to the driveway of the estate, just south of Stanmer House, would not be supported as part of our emerging Stage 2 HLF application. This was due to the visual impact of cars to the Conservation Area, surrounding Stanmer House and its 18th century landscape setting.
- 3.5 In November 2015 a Sustainable Travel Plan was initiated to complement the master plan and to consider and encourage alternative means of transport to and through the park by public transport, cycle or on foot. An overview map is attached as **Appendix 2**.
- 3.6 In July 2016 a **Public Spaces Protection Order** was placed on Stanmer Park as well as 11 other parks in Brighton and Hove and this gives new powers to control parking on the grass in parks and other anti-social behaviours.
- 3.7 In August 2016 a parking and duration survey demonstrated the level of use during August on the weekend and weekday. The survey shows that over 40% of visitors stay for up to 1 hour and a further 20% stay for up to 2 hours. It also noted that as many as 16 vehicles were recorded staying overnight near the Home Farm complex or along the main road through the park.

Parking Proposal

- 3.8 Under the proposal, parking would be mainly directed to three car-parks: The Lower Lodges east and west and the new Patchway site in the centre of the estate. The design and detailed work for the car parks is still being progressed as part of the HLF programme including finalising the actual number of car park spaces. The capital investment to provide the infrastructure for these car parks is being sought as part of the restoration project (see 4.6).
- 3.9 The full list of proposed public car parks includes: the Lower Lodges East and West, Upper Lodges, Chalk Hill and the new Patchway site, (current Plumpton site and South Downs National Park Authority offices).
- 3.10 The following sites would no longer be available; Old Lodge Clump, Monument, Old Nissen Huts, Home Farm and Church. There is proposed for the last site some controlled/leased parking arrangements in relation to the occupation of the traditional Agricultural Buildings. Parking is not being considered along the main drive following guidance from the HLF and the SDNPA. Therefore, it is essential as part of the restoration project that car parking controls are considered. A plan showing all of the above proposed changes can be seen on Appendix 3.

Introduction of pay and display

- 3.11 Ring fenced car parking charges have successfully been used at Preston Park introduced in 2012 and East Brighton Park introduced in 2014. Introducing car park charges reflect the need for the council in the HLF bid to develop sustainable income streams for the Park. Proposals for car parking charges (on which consultation would take place) have been set out below in Table 1.

Table 1

	1 hr	2 hr	4hr	8am – 8pm
Upper Lodges	£1.00	£1.50	£2.50	£5.00
Chalk Hill	£1.00	£1.50	£2.50	£5.00
Lower Lodges	£1.00	£1.50	£2.50	£5.00
Patchway*	£1.50	£2.50	£3.50	£6.50

*The higher cost of parking in the Patchway is proposed to discourage vehicles driving through the centre of the park.

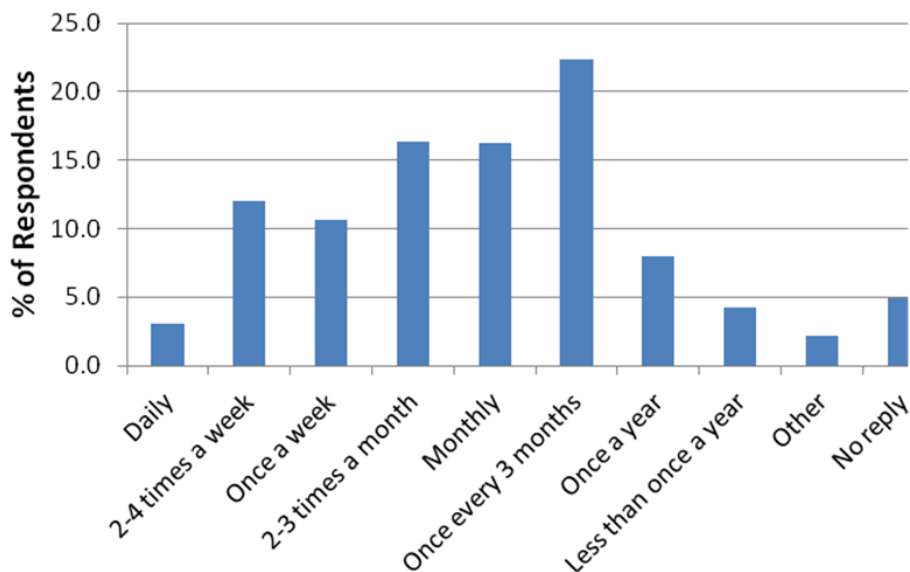
- 3.12 The charges would be expected to cover the full cost of maintaining the scheme and provide a revenue surplus to invest in the Park. The fines typically pay for enforcement and administration of the car parking controls. A combination of pay through machines (coin and card) and pay by phone would be installed. Charges are typically reviewed annually by the council.
- 3.13 The proposal is for car parks to be charged from 8am to 8pm and no overnight parking would be allowed. Enforcement would be undertaken to ensure the

charges are implemented. Also, enforcement would be undertaken with regard to overnight parking and parking outside of the designated car parking areas.

- 3.14 **Annual Season Tickets:** This would be available to everybody including residents outside of the city. A resident on-street parking permit is proposed to cost £130 per year. Students in the neighbouring University of Sussex pay £198 per year to park on campus. An annual season ticket at Stanmer Park has been priced at £75 per year plus a £15 administration fee: the total is therefore £90, (less than 25p per day). In comparison it would cost residents a minimum of £365 each year if they paid the minimum £1 per hour visit charge.
- 3.15 **Disabled badge holders:** Would be able to park in any of the parking bays for free. In addition 16 dedicated bays have been identified. Please see **Appendix 3**.
- 3.16 **Residents parking:** The intention is for residents parking to be contained to private areas, using gates and or signs where appropriate to restrict public access. This is subject to further discussion with the Stanmer Residents Working Group and other stakeholders.
- 3.17 **Plumpton College parking:** People working or studying in the park will be encouraged to travel by sustainable means, but it is acknowledged that approximately 30 leased spaces will be required by the college and located in the Patchway area.
- 3.18 **Community parking:** Small business and voluntary organisations working, in the park will be encouraged to travel by sustainable means. However, there have been private bays identified within the park for such use as shown in pink on **Appendix 3**.
- 3.19 **Commercial businesses** would arrange car parking by a lease agreement if they required spaces to be reserved for their staff, students or customers.
- 3.20 **Overflow parking:** The overflow car park on the Patchway would be open for use all year-round. Overflow parking in front of the Lower Lodges on the grass is already utilised but requires stewarding to manage.
- 3.21 The **Church car park** will be restricted for events and other business activities in relation to the occupation of the Traditional Agricultural Buildings.
- 3.22 **Loading and unloading** bays will be located near the related business but operational hours will be controlled to minimise the impact on the general operation of the Park.

4. COMMUNITY ENGAGEMENT & CONSULTATION

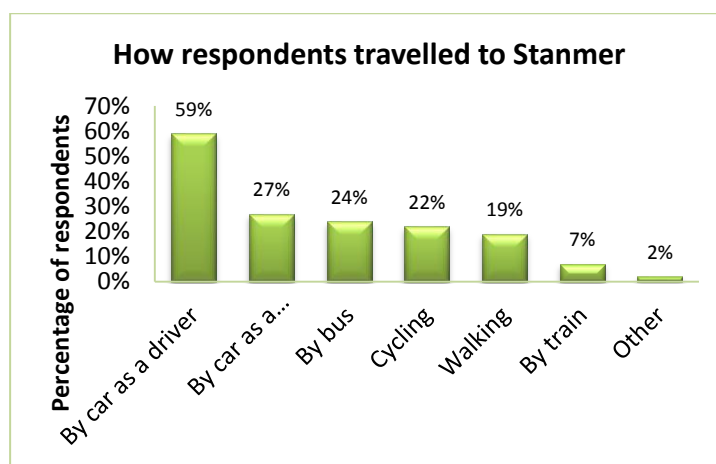
4.1 A visitor consultation in July/August 2013 attracted 1504 valid questionnaires. 54% of respondents visited Stanmer between 2-3 times a month, to once every three months). 3% said they visited daily, as seen below:



4.2 81% visited for between one hour and half a day, 44% visited between 1-2 hours and less than 3% visited for under an hour, as seen below.



4.3 88% of visitor drove or were driven to the park, (but note that they may also use other means of transport to reach the park at other times) as seen below.



4.4 The 2014 consultation identifies that 71% of the respondents thought that we should improve parking management/security at the Lower Lodges, see below.

	Number	%
Agree	813	71.6
No Opinion	203	17.9
Disagree	119	10.5
Total	1135	100

4.5 The council has successfully approved and implemented two car parking Traffic Regulation Orders in East Brighton Park in 2014 and Preston Park in 2012.

4.6 In 2014 Brighton & Hove City Council (“the Council”) made a bid to the Heritage Lottery Fund to revitalise Stanmer Park and its heritage. After being awarded £291,000 to complete a Stage 2 application, the bid has been submitted. The response from the HLF on the application for the £3.8m award will be made by January 2017. This application will require us to improve accessibility for all users and provide car parking for the anticipated 250,000 new annual visitors predicted by 2029; an increase to the current estimated 500,000 visitors.

4.7 Consultation to research the use and needs of Stanmer Park visitors and stakeholders has been carried out over the period June 2013 to August 2016.

4.8 The following information was extracted from the Stanmer Estate Restoration Project Report July/August 2013. In total 1504 valid questionnaire responses were completed. 834 (55%) were paper copy questionnaires and 670 (45%) were on-line responses.

4.9 Respondents were asked specifically about their views on parking arrangements.

Table 2

Comments regarding parking arrangements	Number (Respondents may make more than one comment)
Parking is provided in wrong places	73
Not enough disabled bays	78

Current parking blocks access for others	112
Current parking spoils look and feel of landscape	143
Parking is also required in other places	153
Not enough parking for cars	343
Car parks surfacing and bays need improvements	404
Total	1,304
Happy with parking arrangements	463
Unhappy with parking arrangements	841

4.10 The following was extracted from the August 2016 consultation report. A total of 1178 responses were received, 500 (42.4%) were face to face interviews, 572 (48.6%) online responses, 106 (9%) from paper copy questionnaires. Those relating to parking proposals are summarised in Table 3:

Table 3

Question: The masterplan should...	Agree	Disagree	No Opinion	Total
Improve parking management and site security at Lower Lodges (entrance)	71.6% (813)	10.5% (119)	17.9% (203)	100% (1135)
Restore the parkland to its 18 th Century landscape remove bollards and grass banks along the road	64.0% (724)	22.8% (258)	13.2% (150)	100% (1132)

6. CONCLUSION

6.1 Consultation on a Traffic Regulation Order would enable consideration of proposals for car park charging and controls to be given due consideration in a future report. The proposals are fundamental to the restoration proposals for the Park.

7. FINANCIAL & OTHER IMPLICATIONS:

7.1 If the HLF Second Round application is successful then the cost to implement, manage and maintain this proposal will be met from the £5.8m budget for the scheme including the cost of installing pay through parking machines . An additional amount of funding is also required to undertake the TRO signage and surveys estimated at around £2,500 which has been identified within the park projects team budget.

7.2 The revenue returns from the car parking tariffs will be ring-fenced toward the Cityparks revenue budget. This income will be used to support the ongoing enforcement and management of the parking in Stanmer Park plus any revenue surplus will be used to support the development of the park. The operational running costs will include approximately 40% toward staffing costs, 50% ongoing maintenance and 10% for supplies and services.

- 7.3 The proposed parking charges as set out in Table 1 above are in line with other similar sites within the city area but with a higher premium for the Patchway site to discourage vehicles driving through the centre of the park.

Finance Officer Consulted: Rob Allen

Date: 09/09/16

Legal Implications:

- 7.4 The Council's powers and duties under the Road Traffic Regulation Act 1984 ("the 1984 Act") must be exercised to secure the expeditious, convenient and safe movement of all types of traffic and the provision of suitable and adequate parking facilities on and off the highway. As far as is practicable, the Council should also have regard to any implications in relation to:- access to premises; the effect on amenities; the Council's air quality strategy; facilitating the passage of public services vehicles and securing the safety and convenience of users; any other matters that appear relevant to the Council.
- 7.5 Under sections 32 and 35 of the 1984 Act, there is power to provide off-street parking places and regulate their use for the purpose of relieving or preventing congestion.
- 7.6 Under section 45 of the 1984 Act, the Council has wide powers to designate pay parking places on highways for vehicles or classes of vehicles. It includes power to authorise parking by permit. Under subsection (3), in determining what parking places are to be designated under this section the Council must consider both the interests of traffic and those of the owners and occupiers of adjoining property, and in particular the matters to which that authority shall have regard include the need for maintaining the free movement of traffic; the need for maintaining reasonable access to premises; and the extent to which off-street parking accommodation, whether in the open or under cover, is available in the neighbourhood or the provision of such parking accommodation is likely to be encouraged there by the designation of parking places under this section.
- 7.7 Under section 55 of the Road Traffic Regulation Act 1984, as amended by the Traffic Management Act 2004, the Council must keep an account of all parking income and expenditure in designated (i.e. on-street) parking spaces which are in a Civil Enforcement Area, and of their income and expenditure related to their functions as an enforcement authority. Regulations and guidance confirm that in respect of off-street parking places, the term "income and expenditure as enforcement authorities" includes that related to the issue of PCNs. It does not, for example, include pay and display or permit/season ticket income or the direct expenditure relating to collecting that income.
- 7.8 Before making Traffic Orders, the Council must consider all duly made, unwithdrawn objections. In limited circumstances it must hold public inquiries and may do so otherwise. It is usually possible for proposed orders to be modified, providing any amendments do not increase the effects of the advertised proposals. The Council also has powers to make orders in part and defer

decisions on the remainder. Orders may not be made until the objection periods have expired and cannot be made more than 2 years after the notices first proposing them were first published. Orders may not come into force before the dates on which it is intended to publish notices stating that they have been made. After making orders, the steps which the Council must take include notifying objectors and putting in place the necessary traffic signs.

- 7.9 Relevant Human Rights Act rights to which the Council should have regard in exercising its traffic management powers are the right to respect for family and private life and the right to protection of property. These are qualified rights and therefore there can be interference with them in appropriate circumstances.

Lawyer Consulted: Stephanie Stammers

Date: 12/09/2016

Equalities Implications:

- 7.9.1 The improved surfacing of car parks and allocation of spaces should be an accessibility enhancement for all visitors. Blue badge holders will not be charge to use the park and will have 16 dedicated bays spread across the site. Consultation has been undertaken with Possibilities People (formerly the Federation for Independent Living).

Sustainability Implications:

- 7.11 The car parking charges will assist in encouraging more sustainable transport journeys to and from the park. The scheme will have 50 new bicycle stands. A cycle hire shop is proposed as part of the restoration project and would be a location for the city's cycle hire scheme which will run along the Lewes Road.

SUPPORTING DOCUMENTATION

Appendices:

1. Stanmer Park map of conservation areas and listed buildings
2. Overview map of sustainable transport plan
3. Car parking changes as submitted to HLF

Documents in Members' Rooms

1. None

Background Documents

1. Policy & Resources Committee report and decision papers Feb 2016 (P1 only)
2. Policy & Resources Committee report and decision papers July 2014
3. Environment, Transport & Sustainability Committee report January 2014

4. Environment, Transport & Sustainability Committee report June 2016
5. Policy & Resources Committee report July 2016