

North Somerset Council

REPORT TO THE EXECUTIVE

DATE OF MEETING: 7 JANUARY 2020

SUBJECT OF REPORT: CAR PARKING REVIEW INITIAL
RECOMMENDATIONS INCLUDING ADJUSTMENTS TO PARKING FEES AND
CHARGES

TOWN OR PARISH: ALL

OFFICER/MEMBER PRESENTING: COUNCILLOR CANNIFORD, EXECUTIVE
MEMBER FOR BUSINESS, ECONOMY AND EMPLOYMENT

KEY DECISION: YES

REASON: FINANCIAL IMPACTS ABOVE £500K AND MULTIPLE WARDS
AFFECTED

RECOMMENDATIONS

- i. Approve the amendments to existing on and off-street parking fees and charges, including changes to hours of operation and waiting limits as set out in Schedule 1 of Appendix 1.
- ii. Approve the principle to introduce new on and off-street fees and charges as set out in Schedules 2 and 3 of Appendix 1.
- iii. Approve the addition of £685,000 to the Council's capital programme, funded from prudential borrowing, to fund the introduction of on-street and off-street parking controls and charges as set out above and the associated essential maintenance requirements; with the capital financing costs to be met from the net income derived from the proposals in this report.
- iv. Approve the budget transfer of £75,000 from the Highways & Transport Capital Works Programme 2020-23 to give a total capital scheme budget of £760,000.
- v. Note the financial implications highlighted in section 5 and approve the amendments to the revenue budget (both one-off and on-going), noting that all additional expenditure should be met through additional income.
- vi. That the legal process be commenced to implement the changes to fees and charges and that, following statutory notices or consultation where appropriate, the Executive Member for Business, Economy and Employment in consultation with the Director of Development and Environment and the Executive Member for Planning and Transport be authorised to consider any objections and determine whether or not to accept the proposals and, if appropriate, to approve the On-street Parking

Designation Order and the Off-Street Parking Places Order with or without amendment.

- vii. That prior to the commencement of the legal consultation process, residents and stakeholders be consulted about the practicalities of introducing parking restrictions. The nature, timing and form of such consultation to be decided by the Executive Member for Business, Economy and Employment, in consultation with the Director of Development and Environment and the Executive Member for Planning and Transport, and ward councillors for wards affected by the scheme.
- viii. That the process including development of business case and legal consultation is commenced to implement the introduction of on and off-street charges and changes to waiting restrictions and that following consultation, the Executive Member for Business, Economy and Employment in consultation with the Director of Development and Environment and the Executive Member for Planning and Transport be authorised to consider responses and determine whether or not to implement the proposals and, if appropriate, to approve the final details of the schemes.

1. SUMMARY OF REPORT

As part of the process to review parking in North Somerset we are looking to understand the best and fairest way to manage parking in our communities.

This report sets out proposals to implement parking measures to improve the management of spaces and turnover to benefit users, businesses and service providers; and to recognise that we need to change our unsustainable travel choices wherever possible as part of the declared climate emergency. Proposals include changes to existing parking fees both on and off-street and to introduce new parking controls both on and off-street in various locations including pay and display charges. Proposals to reduce the number of machines and promote mobile app services are included to align with the Council's cashless strategy.

2. POLICY

The Draft Joint Local Transport Plan 4 (JLTP4) sets out the West of England's vision and objectives for transport up to 2036. Two of the 5 main objectives are to *"Create better places"* and, *"Address poor air quality and take action against climate change"*. The JLTP4 includes policies that specifically relate to parking and the need to deter private car use. *"Through the development of local parking strategies, we will continue to manage parking to control future traffic demand, including policies for on-street parking, off-street parking and the numbers of spaces provided in new developments and at workplaces"*.

The Climate Change Act is a legally binding commitment by the UK to achieve an 80% reduction in CO2 emissions by 2050 from a 1990 baseline.

Parking regulation is a key part of our range of demand management measures for tackling congestion. The supply and management of parking is closely linked with the demand for car use and this in turn affects traffic levels, especially in peak periods and, ultimately, congestion. Chapter 6 of our Joint Local Transport Plan (JLTP3) sets out our policy and strategy for parking.

“Parking controls including charges will be structured to support short stay retail, leisure and business trips to the central areas; All day parking will be controlled in a way to discourage users who could transfer to lower carbon travel choices.” (JLTP3 section 6.9.11)

3. DETAILS

CONTEXT & RATIONALE

3.1 Context

3.1.1 Local businesses outside Weston-super-Mare (W-s-M) and residents have been calling for measures to improve the way parking is managed across North Somerset to support local economies and town centres and improve amenity for residents.

3.1.2 A review of the previous policy had not taken place so in response to these concerns, a review was commenced by Members in autumn 2018 which sought views on the key issues across the area. In July 2019, under the new administration, an Executive Working Party chaired by the Executive Member for Business, Economy and Employment was setup, with cross-party involvement and active participation from councillors whose wards have parking issues, to take a fresh look at parking in the area. The Working Party has been considering those issues already raised, including management of existing parking provision, parking charges and the opportunities to consider residential parking permits. The proposals in this report form part of the initial outcomes from the Working Party about the way existing provision is managed, including charges and how operating costs could be more fairly recovered across the area without undermining important objectives including supporting local economies and responding to the climate emergency.

3.1.3 This report was preceded by a proposal to the 23 October 2019 Executive Committee for a scheme to improve the management of parking in Leigh Woods. The Leigh Woods scheme was intended to be the first step in making wider changes to parking in North Somerset. The Leigh Woods proposal includes a residents' permit scheme which will act as a pilot, allowing development of back office systems and key principles to enable the introduction of similar approaches in other locations where there are known pressures.

3.1.4 Through the Council's Strategic Planning Economic Development and Regeneration Policy and Scrutiny Panel (SPEDR), a further working group has now been set up to consider and develop parking policy and to look specifically at the issue of residents' parking requirements. This will bring further recommendations to this Committee in due course, including consideration of issues for residents living in Weston town centre.

3.1.5 There are a finite number of parking spaces across North Somerset. In areas where demand is focussed, such as town centres, seafronts, and at railway stations, there are often not enough spaces for everyone who wants to park. This results in traffic and congestion as drivers circulate in search of parking spaces as well as safety concerns from inappropriate or illegal parking. These impacts affect all road users and can make it more difficult for businesses and services where turnover of spaces is low. As the population in North Somerset continues to rise and housing growth expands, the pressure on parking resources will continue to grow and therefore we will need a robust policy in place.

3.1.6 With ongoing operating costs and reducing council budgets it has become more difficult to maintain car parks to a good standard. This has led to an overall decline in appearance and condition with some key maintenance issues not yet addressed. There has been much criticism from the community about how the operating costs for car parks are

not recovered evenly across the district and the resulting lack of funding available for maintenance in some areas.

3.1.7 There is a wide range of parking issues and many are complex with competing demands from different highway users that are difficult to balance. The council is keen to tackle parking fairly across North Somerset and to resolve current issues as soon as possible. The proposals in this report are not a finite list of locations but represent a manageable and rational set of interventions that can be brought forward soon, with the potential for further work to follow.

3.2 Managing parking and traffic

3.2.1 It is acknowledged that there is a debate within the community about charged for parking versus free parking and how it impacts on users and the vitality of high streets and local businesses. There are also lessons learned from policies that were applied in W-s-M. It is important that local authorities use the tools available to them to support high streets and this includes management of limited parking spaces.

3.2.2 In Weston-super-Mare (W-s-M) there was vigorous debate prior to the introduction of on-street pay and display in 2012. This was designed to manage usage and promote higher turnover of parking spaces. Following implementation of the scheme there was broad acceptance of the benefits to businesses that resulted from greater availability of parking spaces for visitors. The response to the scheme included reports of significant improvements in revenue for some businesses while others communicated experiencing none of the negative impacts that were expected.

3.2.3 The National Highways & Transport Network (www.nhtnetwork.org) survey presents trends for levels of public satisfaction annually including a benchmark indicator for satisfaction with the way illegal on-street parking is tackled, (TCBI 11). For North Somerset this indicator showed improved satisfaction correlated with the years when pay & display was introduced in W-s-M town centre (2012 - 2014) and the year when Civil Parking Enforcement Powers (CPE) were adopted (2017).

3.2.4 Although the proposals to introduce new parking charges are primarily aimed at supporting users and businesses, we also need to ensure the costs of providing parking are recovered more fairly across North Somerset, particularly for off-street car parks where ongoing maintenance and other cost liabilities apply. This does not mean the same rates applied everywhere but that the principle of well-managed parking is put in place with charges where appropriate and the level of these charges set in a way that is appropriate to local circumstances taking into account a range of factors.

3.2.5 From a climate change emergency perspective, continuing to subsidise free parking and therefore taking true costs out of an individual's decision making for each journey is no longer an acceptable approach. Applying fair and reasonable charges can help change the choices made by some and can form part of a range of factors that encourage more sustainable transport choices.

3.2.6 The tensions between some of these aims are particularly apparent when setting prices. Increasing prices supports carbon reduction and reducing traffic while reducing prices may attract more usage to the benefit of traders etc. The proposals here attempt to find a more consistent balance both geographically across North Somerset and between competing demands.

THE PROPOSALS

3.3 Increases and adjustments to existing charges

A number of changes and adjustments to existing fees and charges are proposed. These are set out in detail in Appendix 1.

Carlton Street Car Park

3.3.1 Extension of the period when the early bird discount applies in Carlton Street car park, Weston-super-Mare from Nov-March currently, to 1 September to 30 April. This is aimed at attracting more usage at times when there is spare capacity. The rate will also be increased to £3 to be more in line with alternatives offered by other providers.

3.3.2 As a simplification to the current tariff it is proposed to remove the £1 discount currently applied to overnight parking for Premier Inn customers, bringing it in line with the standard overnight charge. The evening charge will also be reduced from £1.50 to £1.

Railway Station Car Parks

3.3.3 Railway Station car parks are an important part of enabling sustainable journeys both for commuters and other users. Demand for spaces is high and the limited capacity can sometimes be fully occupied in the morning, meaning that other users arriving later in the day are unable to find a space. The Council wants to support rail as a more sustainable mode of travel and the level of charges seeks to find a balance between encouraging rail use whilst maintaining the availability of spaces and encouraging those who have an alternative to walk, cycle, car share or catch a bus to the station. In order to maintain this balance some modest increases are proposed for station car parks.

Kewstoke Car Parks

3.3.4 Usage at the Kewstoke car parks along the seafront has been reviewed and an increase to the daily rate is proposed along with removing the 30min rate which has not been as popular with users as the other tariffs. This change will simplify the tariff and bring it more in line with other seafront car parks while still offering fair and reasonable rates.

Beach Parking

3.3.5 A 50p increase to the 4 hour rate for seafront parking in W-s-M during the winter season is proposed to create meaningful separation from the new 2 hour rate set out in paragraph 3.4.1.

Coach Parking – Salthouse Car Park

3.3.6 A £1 increase to coach parking rates at Salthouse Car Park, Clevedon to bring this rate closer to the fee in W-s-M which is currently twice as much.

3.4 Reductions and improvements to existing tariffs:

The introduction of a number of changes and reductions to existing tariffs are proposed in both W-S-M and Clevedon. These are set out in Appendix 1 and summarised below:

- Free evening parking introduced (from 6pm) for the seafront in W-s-M

- New 2 hour option to provide cheaper seafront parking during the daytime between 1st October and 1st June in W-s-M
- Reduced first hour fee for short stay car parks in W-s-M from £1.30 to £1
- Reduced first hour fee for Clevedon car parks from £1.30 to £1
- Reduced cost of 20 minute charge to 20p on-street
- New 3 hour rate for on-street parking in W-s-M town centre
- New £1 overnight rate in Madeira Long Stay Car Park W-s-M
- New £2.30 for 2 hours rate in Hampton Long Stay Car Park W-s-M
- Change in hours of operation to commence at 9am for W-s-M on-street parking
- Reduced costs for residents' permits in W-s-M town centre and adjusted hours for the morning exemption to 9-11am

3.4.1 It is proposed that evening charges on Marine Parade are to be removed. This will enable local residents to park for free from 6pm any evening of the year and will also enable visitors to stay on in Weston if they have purchased a whole day ticket without having to return to their vehicle and will hopefully provide an incentive to stay into the evening. Encouraging better use of the facilities in Weston, including the seafront, fits with wider regeneration ambitions for the town.

3.4.2 It is proposed that there will be a new daytime 2 hour rate on Weston seafront that will offer an alternative to the long stay day or half day rates that currently exist. This rate will be available for most of the year except the peak summer period from June to September when spaces will still be prioritised for visitors. The 2 hour rate will be £3 from 2 March to 1 June and during the month of October, reducing to £2 in the winter from 1 November to 1 March. This proposal is designed to balance the demand from local residents for better parking access to the seafront at times of the year when dogs are permitted on the beach, and still prioritises the sea front as the long stay option during the high season rather than creating additional traffic churn with a two hour ticket at the most busy times of the year.

Major event days are exempt from these changes as they have different event-specific pricing structures.

3.4.3 The 1 hour stay fees will be reduced to £1 in other car parks in Clevedon and W-s-M as well as for on-street parking. The 20 minute rate for on-street parking will reduce to 20p. This is to make clear that short stay visits are encouraged to support traders. The 2 hour rate on-street will remain unchanged to ensure the differential between on and off-street is maintained along with the premium for convenience of on-street parking.

3.4.4 A new 3 hour rate for on-street parking in W-s-M will be introduced in response to calls for more flexibility, particularly to support those businesses such as restaurants and hairdressers for whom 2 hours may not be long enough for customers. There is a balance here however with the aim of making off-street parking more attractive and pricing will reflect this.

3.4.5 It is acknowledged that these proposals will mean that the 2hr and 3hr rates for on-street parking in W-s-M remain higher than those rates proposed for on-street in the other towns. W-s-M is the Principal Urban Area in North Somerset and as such has a number of more significant competing demands for parking and higher charges are appropriate in order to influence demand.

3.4.6 A new overnight rate of £1 is proposed for the underused long stay Madeira car park and a new 2 hour option is proposed in the Hampton long stay car park. This is to make better use of spare capacity and increase the range of potential users.

3.4.7 It is recognised that further detailed work is needed regarding residents' parking in W-s-M town centre. This will be picked up as part of the SPEDR workstream which will also look more broadly across North Somerset. However, the current proposals include reductions to the existing residents' permit offer in order to make them attractive to more people. The times of exemption associated with these permits will also be amended to 9am-11am in line with a later start time for pay and display enforcement of 9am. This will assist in improving the situation for residents.

3.5 Proposals to introduce pay and display to manage car parks

It is proposed to introduce new charges in car parks across North Somerset although the Lake Ground in Portishead is excluded at this stage. The proposed charging schedule (subject to consultation) is set out in Appendix 1.

Clevedon Town Centre Car Parks

3.5.1 The 38 space Marson Road car park is immediately adjacent to Clevedon town centre and is currently provided by the Council as a free service to shoppers and other visitors to the town centre. Surveys have shown that turnover of spaces is extremely low with as few as 5-7 spaces being used for short stay movements. The majority of spaces appear to be used for long stay by residents and/or commuters. Some vehicles do not appear to move from one day to the next. There is little opportunity for the car park to be used by those wishing to shop in the town centre despite what appears to be significant levels of demand. At a time when the need to support local shops is an important priority, the lack of effective controls on this car park mean that it adds very little to supporting the prosperity of the high street. Applying a pay and display charge could achieve the aims of increased turnover whilst also covering the capital setup and operating costs. To avoid increasing pressure on residential on-street parking it is proposed that overnight parking should remain free.

3.5.2 The two car parks off Great Western Road in Clevedon also offer spaces in close proximity to the town centre. The proposal is to introduce pay and display managed parking in both locations on the same basis as at Marson Road with overnight parking remaining free to avoid increasing pressure on residential on-street parking.

Nailsea Car Parks

3.5.3 There are two council operated car parks in Nailsea. Clevedon Road Car park is Long Stay only and Station Road Car Park has a mix of Long and Short Stay spaces.

3.5.4 Long stay car parking spaces in Nailsea appear to be filled by commuters on weekdays when there are no spaces available for other users during the main part of the day. Other short stay car parks in the area have also been observed to be at or near capacity during the week. Short stay demand in the town centre is likely to increase as planned growth progresses.

3.5.5 Evidence from the impact of introducing charges in W-s-M town centre is that commuters are discouraged and the turnover of spaces improved in shopping areas. Introducing a long stay charge in Nailsea would reduce daily parking by commuters and

encourage parking by shoppers/other visitors who spend money in the town. Surveys on Saturdays when commuters are absent gives evidence that there is demand for parking in Clevedon Road Car Park by shoppers/other visitors. Surveys show low availability of short stay spaces in Nailsea and video footage is available to show drivers circulating through each car park looking for a space. Applying a charging regime will improve turnover and ensure there is improved availability of spaces for those who need them. This could also encourage those with an alternative to choose a more sustainable mode such as walking, cycling, car sharing or bus. A reasonable charge would remain affordable for those without an alternative, it would not be a barrier to shoppers and would ensure that spaces are available to those who need them. It is proposed that overnight parking remains free to avoid pressure during peak demand for residential parking.

Portishead – Roath Road and Lake Grounds Car Parks

3.5.6 Roath Road car park in Portishead is often full with a mixture of users. With limited on-street space around the High Street this can make it difficult for shoppers and short stay visitors to find a space. Applying a charge here is expected to improve the availability of spaces and support the High Street during the day and continue to allow free parking for residents overnight to reduce impacts during peak demand for residential parking.

3.5.7 The Lake Grounds is a large area with a mixture of defined and undefined parking spaces. Concentration of demand is generally around the lakeside/seafront area and the leisure facilities including open air pool and tennis courts. Parking is heavily in demand during the summer period especially when events take place. Charges here would help manage the demand during peak periods and encourage those with an alternative to walk, cycle or car share. It is suggested that the principle of charges here is accepted but there is a recognition that it needs to tie in with other plans for investment. With that in mind, specific proposals are not included in this report but instead it is recommended that management of parking be considered holistically alongside wider work.

3.6 Proposals to introduce pay and display charges to manage on-street parking

It is proposed to introduce new charges in a number of on-street locations across North Somerset. The proposed charging schedule is set out in Appendix 1.

Hill Road area, Clevedon

3.6.1 The Hill Road shopping area provides an attractive and diverse offer of retail, restaurants and services. There are many unique shops that are not found elsewhere and this creates a local character that is valuable to residents and visitors.

3.6.2 The parking bays in the Hill Road shopping area are currently limited to a maximum 2 hour stay during trading hours. This policy has been in place since 1968 and is intended to support traders during the day by allowing shoppers to park nearby. Outside trading hours these bays are unrestricted which allows residents to park overnight.

3.6.3 Enforcement of limited waiting bays is time consuming and expensive as it requires multiple visits, observations and photographs detailing specific information including the position of valves on each wheel on every car checked. This level of evidence is required in order to support any Penalty Charge Notices that are issued. The Council has limited enforcement resources and seeks to deploy them as efficiently as possible. The staff cost involved to enforce limited waiting bays means these are not enforced often enough to ensure turnover is maintained for the benefit of businesses and shoppers. The installation

of pay and display bays would resolve this by speeding up the enforcement process as Civil Enforcement Officers can easily check tickets. The funding generated through pay and display also helps to secure the staff resource to carry out more regular enforcement. The proposal is for measures to apply Mon-Sat 9am to 6pm. Overnight parking would remain free.

Clevedon Seafront, on-street - Beach and Elton/Old Church Road

3.6.4 Salthouse car park can at times seem underused due to the availability of free on-street parking in the vicinity. This is in contrast to The Beach and Elton Road/Old Church Road areas where parking movements can affect traffic flow and volumes as vehicles circulate in search of spaces. The Beach [road] is viewed as one of Clevedon's greatest assets, with a high demand for parking and people constantly looking for spaces. Turnover and availability would benefit from the introduction of charging to The Beach [road] and Elton/Old Church Road areas with the tariff set to reflect the premium offer along The Beach and to favour the off-street car parks to reduce traffic and improve the attractiveness of this area. Along the seafront, the proposal would be for measures to apply Mon-Sun 9am to 6pm. Overnight parking would remain free to reduce pressure during peak demand from residents.

Clevedon, Portishead and Nailsea Town Centres on-street

3.6.5 On-street parking pressures are similar in all three town centres and some have been suffering from shop closures, which is a concern taken into account in recommending introducing charging. All areas have short stay parking provided, in part by limited waiting supermarket/shopping centre car parks, along with local authority car parks providing long stay where no time limits are set or enforced. The aim of charges here is to encourage different choices to be made by some of the long stay users to free up spaces for shorter stays for shoppers or visitors to other businesses in the town centres. High demand for on-street parking coupled with a limited number of spaces results in circulating traffic which should be reduced with the introduction of parking charges. Introducing pay and display bays on-street as soon as possible after off-street charges are applied will help mitigate the potential displacement pressures including increased traffic that may arise. Measures proposed would apply Mon-Sat 9am to 6pm while overnight parking would remain free.

Leigh Woods

3.6.6 There are a range of demands in Leigh Woods and a proposal including on-street pay and display was approved by the October 2019 Executive Committee, as referred to in section 3.1. The issues around introducing a residents' parking scheme are being considered by a SPEDR Working Party. Whilst an indication of possible charges for permits are shown in this report, the recommendations of SPEDR will need to be considered before setting final details and charging levels.

IMPLEMENTATION

Implementation of the above proposals will be undertaken in phases. There are a range of associated details set out below along with the timescales along with the requirements for monitoring and review.

3.7 Maintenance and appearance of car parks

3.7.1 Many of the car parks where new charges are proposed are suffering from a lack of funding for maintenance. This has resulted in a tired appearance with some also requiring significant one-off investment to resolve structural defects. As part of these proposals one off issues will be resolved and on-going budgets included to ensure that regular maintenance can be carried out to an appropriate standard to improve user experience.

3.8 Displacement impacts of changes to parking regime

3.8.1 The changes proposed in this report will result in the displacement of some parking movements. Impacts will be monitored and future adjustments made depending on how peoples' behaviours change in response to implementation of these proposals.

3.8.2 In some cases the proposals for on-street measures will help tackle the potential for displacement from car parks by applying a premium for on-street parking spaces and encouraging wider usage of off-street car parks. Some additional restrictions may be required in some areas of the adjacent network to ensure displacement does not create traffic or safety issues. These will be considered in consultation with Ward Members and Town and Parish Councils. Where possible this will be picked up during detailed design. Issues will also be identified and dealt with subsequently through routine reviews.

3.8.3 North Somerset Council is already working with Bristol City Council to explore options to improve the management of parking around Ashton Court in connection with the events that create parking pressure there. The scope of this includes the A369 which will mitigate the potential displacement effects resulting from the proposals in Leigh Woods.

3.9 Pay and display tariff

3.9.1 The reduction in charges set out in section 3.4 will result in a loss of income but this will be offset by the income generated from new charges proposed in the off-street car parks. The capital costs of the proposals will be met through the income generated.

3.9.2 The introduction of pay and display machines and pay by phone options will balance the demand across the range of users whilst giving fair access for all. Charges will be set with the aim of being fair and reasonable but also to help manage the level of demand and help to make alternative modes including bus, walking, cycling or car sharing more attractive.

3.9.3 A schedule of proposed charges is set out in Appendix 1 but these are not yet finalised. The changes to existing pay and display charges will be dealt with via the statutory process. The proposals to introduce new charges will require statutory consultation and a decision on the final rates will be taken in light of comments received. Where required, informal consultation will also be carried out i.e. as agreed in relation to the Leigh Woods scheme at October Executive Committee.

3.9.5 In reviewing the parking orders additional flexibility to provide short term promotions i.e. In the run up to Christmas will be considered. The cost of these promotions will need to be approved on a case by case basis.

3.10 Cashless strategy

3.10.1 The Council has a wider strategy to move towards cashless transactions which are both cheaper and reduce the carbon emissions associated with cash collection. Currently it is possible to pay by phone or mobile app at Council car parks and on-street locations and users are charged a 10p convenience fee per transaction collected by the app provider to fund the service. On average 17% of parking transactions in North Somerset are made using pay by phone options and there is scope to increase this. Cashless payment is becoming more popular and many authorities currently operate up to around 50% uptake with some achieving even higher levels than this in dense urban areas. A more local example is the First Great Western operated train station car parks in W-s-M which recently became cashless. Pay and Display machines are no longer available and the option to purchase a parking ticket at a Station ticket desk now incurs a 40p surcharge.

3.10.2 In light of fewer people using pay and display machines there is potential to reduce the number of machines required. The proposals to install new machines in this report have already reflected a lower density of machines than would previously have been used. In total, 98 pay and display machines would have been specified based on a traditional approach but this proposal has reduced that to 68 machines which has reduced costs by £95k. Fewer machines will also mitigate visual impacts on attractive streets and whilst the design of machines used in North Somerset is sympathetic to the street scene, this will be particularly welcome in conservation and other more sensitive areas.




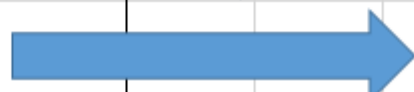
3.10.3 It is proposed to reduce some of the existing coin operated machines by removing them from existing locations and re-using them in new locations to help reduce capital setup costs and encourage greater uptake of cashless payments. Appendix 2 lists sites where numbers of existing machines could be reduced.

3.10.4 In order to support cashless payment and encourage greater uptake, the 10p per transaction currently charged to users of the mobile phone app or pay by phone payment system for parking will be reviewed to consider if there is scope to reduce it.

3.11 Delivery Programme

3.11.1 The proposals in this report will be delivered in phases. The first phase will be the introduction of changes to existing fees and charges. The 2nd phase will be changes to car parks and the 3rd phase will be the on-street areas.

3.11.2 The target is to introduce the Phase 1 proposals from 1st April or as soon as possible thereafter. New areas will require more time in view of the need to provide new parking infrastructure e.g. pay and display machines and to make capital investments in existing car parks. The timescales below are indicative and will depend on local circumstances, for example electricity supply, location of utilities, availability of new machines. For financial modelling purposes 1st July has been assumed for off-street car parks and 1st October for on-street locations (with the exception of Leigh Woods which is expected to be delivered earlier).

Timescales	2019/20	2020/21			
	Q4	Q1	Q2	Q3	Q4
Reduce and rebalance existing fees and charges					
Increase existing fees and charges					
New fees at existing car parks					
New fees at on-street locations					

3.11.3 Where charges are introduced for the first time a soft enforcement period of 2 weeks from the start of the scheme would normally take place to minimise the risk of users not being aware that new charges have been introduced.

3.12 Monitoring and review

3.12.1 After implementation, a bedding-in period needs to follow allowing users to adapt their behaviours in response to the changes. Officers will then carry out post-scheme monitoring.

3.12.2 Whilst tariffs have been proposed in light of local knowledge, operational experience may inform the need to make changes to ensure demand is appropriately balanced across all users. Tariffs can be reviewed alongside the council's routine annual review of fees and charges.

4. CONSULTATION

Newly proposed fees and charges will require a statutory consultation exercise in accordance with the procedures needed to make Traffic Regulation Orders for on-street parking restrictions; a Designation Order to introduce on-street Pay and Display charges; or the Off-Street Parking Places Consolidation Order. Notices will be advertised in local newspapers and displayed in affected streets or car parks, and a further three weeks will be allowed for comments to be registered. A communications plan will be developed and implemented accordingly.

5. FINANCIAL IMPLICATIONS

Using a reasonable set of assumptions based on existing operational experience and historical data, there is enough information to build a financial case for the proposed changes and new charges collectively. At this stage the usage estimates have been calculated at a broad level and may change following detailed design for each element. Estimates include the revenue and associated costs for the Leigh Woods proposal which is also dealt with in a separate report. These are included due to the relationship with wider

proposals but the level of fees for Leigh Woods has not yet been agreed and the need for further informal consultation on these was established at the October Executive Committee.

Based on the assumptions used, forecasts show a net surplus as per the summary tables 1 and 2 below.

Table 1 – Summary of financial implications for a full year

Estimate	£000's
Additional Pay and Display Income	560
Enforcement income	50
Subtotal income	610
Operating Costs	260
Financing Costs	130
subtotal Costs	390
Net Income	220

Table 2 – Summary for year 1 reflecting phased implementation programme

Estimate	£000's
Additional Pay and Display Income	350
Enforcement income	50
Subtotal income	400
Operating Costs	210
Monitoring/consultation	40
subtotal Costs	230
Net Income	150

Note- financing costs £130k not applied during year 1

The phased implementation programme figures shown above, match the savings assumed within the Medium Term Financial Plan.

Procurement – New machines can be obtained through the contract setup with the council's current supplier. The civil engineering work will be carried out using the council's current term highways contract.

Cost estimates

Capital setup: £760k which could be funded largely through borrowing paid back over 7 years

Revenue setup: **Year 1 revenue setup cost:** £30k which could be funded from year 1 income. (pre-scheme data collection/consultation and works to reuse old machines)
Year 2 revenue one off cost £15k for post scheme monitoring/review

Operating cost: £390k (Consists of £260k general operating costs + capital financing costs of £130k)

Ongoing operational cost estimates include the following key elements:

Table 3. Operating cost estimates

Per annum £000s	Operating cost element
60	Staff and travel
20	Cash collection and maintenance
15	Additional processing fees
5	Mi-permit fees
20	Additional maintenance
60	MiPermit cost (subject to review)
25	P&D machine hosting and servicing
55	NNDR (non domestic rates)
260	Subtotal operating costs
130	Financing costs over 7 years
390	Operating plus financing costs

Operating costs are estimated at this stage based on operational experience and reasonable assumptions about the level of usage that is expected to determine the additional resources required. Machine replacement costs at end of life are not included as stainless-steel cases will be used. The replacement of internal components is covered under the service agreement with the supplier. Replacement due to vandalism/attempted cash theft is included.

Funding

It is proposed to fund the bulk of the capital setup costs through unsupported borrowing (prudential) and pay back the capital financing costs from the net income derived from the scheme over 7 years. The asset life of pay and display machines which make up the largest proportion of the capital cost is 10 years.

Ongoing revenue costs will also be covered using income generated by the scheme.

The proposals are expected to be self-funding using income from pay and display charges, residents' permit scheme fees (where applicable) and income from Penalty Charge Notices issued during the course of carrying out enforcement activity.

Summary of funding sources:

- £75k proposed from 20/21 LTP Integrated Transport Block for parking review
- £685k from borrowing
- **£760k Total capital investment**

6. LEGAL POWERS AND IMPLICATIONS

The Road Traffic Regulation Act 1984 provides the council with the necessary powers to implement parking restrictions, including parking charges, on the public highway and in council-operated car parks. This is achieved by making Traffic Regulation Orders, for which there is a defined statutory process.

The Traffic Management Act 2004 provides the council with the powers to enforce on-street parking restrictions.

It should be noted that in accordance with section 55 (as amended) of the Road Traffic Regulation Act 1984, the council is required to keep account of:

- All income and expenditure in respect of designated parking places (ie. on street parking);
- Income and expenditure as an enforcement authority for parking contraventions (this means all enforcement activities so that will be for on and off street parking spaces and also enforcement of traffic sign regulations, waiting and loading areas, parking in taxi stands etc.)

The financial requirements at the end of each financial year are as follows:

- Any deficit to be made up from the general fund
- Any surplus to:
 - a) making good to the general fund any amount charged in the last 4 years in respect of a deficit
 - b) meeting the cost of provision and maintenance of off-street parking provision
 - c) If provision of further off-street parking is unnecessary or undesirable to
 - i) costs of public passenger transport services
 - ii) highway / road improvement
 - iii) environmental improvement

Expenditure must be in relation to the council's own area. Environmental improvement includes the reduction of environmental pollution, improving or maintaining the amenity of a road or land in the vicinity of a road or open land or water to which the public has access, provision of outdoor recreational facilities available to the public without charge.

7. CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS

Transport is responsible for 29% of carbon dioxide emissions in the West of England, compared to 26% nationally. Policies set out in the Draft Joint Local Transport Plan 4 will be key levers in supporting the UK commitment to the Paris Agreement and towards more far-reaching locally held ambitions.

In addition to helping improve the management of the parking resource, the introduction of parking charges can help deter private car use. Charges should help prompt users to consider other choices such as travelling by bus, walking, cycling or car-sharing to reduce costs. Such measures are an important part of our transport strategy to achieve significant mode shift to more sustainable, lower carbon travel modes.

The move to promote cashless payments via mobile phone app or pay by phone options and reduce numbers of pay and display machines will reduce both existing and the additional carbon costs associated with cash collection and maintenance arising from the proposals.

8. RISK MANAGEMENT

1. There may be residents and other users who will be opposed to the proposals. Communications will be key to ensure that all affected users can engage with the

development of the proposals and the statutory process will be followed to ensure decision making is carried out correctly.

2. Delivery costs may increase following detailed design (e.g. if underground services are found in critical locations), however the estimates include an element of contingency for this purpose.

3. Income may not be enough to cover capital financing costs. The borrowing period could be extended and pay and display charges can be revised to ensure that tariffs are effective at managing demand and to ensure costs of operation are met. Ensuring the appropriate level of enforcement resource will also be important and can be reviewed after implementation in light of operational experience.

4. Machine thefts in recent years have increased. Damage to the machines and the repair / replacement cost along with lost cash can affect income. This risk can be mitigated by placing increasing emphasis on pay by app or pay by phone options which are already available in North Somerset and becoming increasingly popular.

5. Internal staff resources both on the client and delivery sides of the organisation are already operating close to capacity. The timescales outlined in this report are reliant on timely input from relevant officers.

6. Concerns over the economic impact of parking charges. Providing direct causal links between parking management and economic performance is difficult but literature shows that parking is not the primary factor in a town centre's competitiveness. There is a fear that changes to the way parking is managed will adversely affect a town centre's economy, however evidence suggests that it is the broader retail, commercial, leisure and/or tourism offer which is a primary factor affecting a town centre's competitiveness, not parking provision.

When changes to parking restrictions, charges or enforcement are made, the primary responses tend to be:

- An acceptance of the new behaviour (in which case people's behaviour broadly remains unchanged)
- A change in parking location (people tend to park further away from their destination in order to avoid charges)
- A reduction in length of stay in order to reduce parking costs

There is little evidence to suggest that the primary response to parking management is more extreme than this and there is no evidence that visitors would use an alternative destination more.

Higher parking costs do tend to lead to shorter stays which can affect retail revenue per head, however if parking is free, people may stay for longer, reducing car parking availability and deterring other shoppers from using a town centre.

A common perception is that car users spend more than other users. A report examining retail spend by mode in Cambridge per visit (prepared by Mott McDonald) concluded that car drivers do spend more per visit but that other modes visit more often and therefore spend similar amounts overall.

7. The ability to achieve appropriate enforcement levels depends on recruitment and retention of Civil Enforcement Officers.

9. EQUALITY IMPLICATIONS

An initial Equality Impact Assessment has been undertaken. There are users who will experience a disproportionate impact from the proposed changes:

Disabled people with blue badges will benefit from greater availability of parking spaces, both in dedicated bays and the charged bays where management of parking will increase turnover of users and availability of spaces should increase significantly. Blue badge holders are exempt from on-street P&D charges and time limits and normally benefit from additional time in short stay off-street car parks.

The implementation of parking charges is likely to disproportionately impact those on a low income. The charging levels will be subject to a formal public consultation as part of the scheme development.

The proposals to move toward cashless payments may not be welcomed by those who find it difficult to use mobile phones. Evidence suggests this tends to be older people so this proposal may disproportionately affect them.

North Somerset Council promotes equality and freedom from discrimination for everyone living in North Somerset. We are committed to ensuring equality of opportunity for our residents irrespective of their status.

Currently residents outside W-s-M benefit from free car parks provided by the council. These car parks have a maintenance/rates liability which costs the council circa £70k per year for all free car parks across the district. Introducing charges in car parks across the district would recover the operating and maintenance costs in a fairer way across a wider range of the population.

10. CORPORATE IMPLICATIONS

[The potential implications for crime and disorder relating to criminal damage or theft from pay and display machines will be mitigated as far as possible by minimising the number of machines required.]

11. OPTIONS CONSIDERED

The option to do nothing would leave residents and all other users to deal with increasing pressure on the limited parking resource.

The option to specify card payment machines instead or as well as coin operation has been considered but the alternative cashless strategy of mobile phone app / pay by phone is recommended. Mobile phone app / pay by phone has greater potential for longer term savings and carbon reduction benefits. There are also other benefits outlined in section 3.10 of this report. The caveat to this is that card machines may be necessary in sites that are more likely to suffer from theft and this will be reviewed through detailed design.

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APPENDICES

Appendix 1. Schedule of proposed changes

Appendix 2. List of coin operated machines to be removed and reused

BACKGROUND PAPERS

Joint Local Transport Plan (JLTP4) <https://travelwest.info/projects/joint-local-transport-plan>

Leigh Woods Executive Report October 2019 <https://apps.n-somerset.gov.uk/Meetings/document/report/NSCPM-111-480>

W-s-M on-street parking scheme progress after first 6 months operation <http://apps.n-somerset.gov.uk/cairo/docs/doc24921.htm>

Appendix 1: Current and proposed Parking Charges

Schedule 1. Adjustments to existing fees and charges

Kewstoke car parks (Bus Terminus and Beach Road opposite Commodore)			
Hour(s)	Current	Proposed	
30mins	£0.20	withdrawn	Notice
1 hr	£0.50	£0.50	*
2 hr	£1.00	£1.00	*
All day	£2.00	£2.50	Notice
12 Month Permit	£100.00	£100.00	*

Worle Parkway Diamond Batch			
Hour(s)	Current	Proposed	
20mins	£0.20	£0.20	*
1 day	£2.40	£2.50	Notice
2 day	£4.80	£5.00	Notice
3 day	£7.20	£7.50	Notice
4 day	£9.60	£10.00	Notice
7 day	£10.00	£12.00	Notice
Weekend	£4.00	£4.50	Notice
6 month	£220.00	£240.00	Notice
12 month	£375.00	£400.00	Notice

Nailsea and Backwell station			
Hour(s)	Current	Proposed	
20mins	£0.20	£0.20	*
1 day	£2.40	£2.50	Notice
2 day	£4.80	£5.00	Notice
3 day	£7.20	£7.50	Notice
4 day	£9.60	£10.00	Notice
7 day	£10.00	£12.00	Notice
Weekend	£4.00	£4.50	Notice
6 month	£220.00	£240.00	Notice
12 month	£375.00	£400.00	Notice

Marine Parade and Beach, W-s-M			
Peak	2 March to 31 Oct	2 March to 31 Oct	
Hour(s)	Current	Proposed	
2 hr (1 Oct - 1 June only)	na	£3.00	Notice
4 hr	£6.00	£6.00	*
All day	£10.00	£10.00	*
Evening	£1.50	£0.00	Notice
Off Peak	1 Nov to 1 March	1 Nov to 1 March	
Hour(s)	Current	Proposed	
2 hr (1 Oct - 1 June only)	na	£2.00	Notice
4 hr	£2.50	£3.00	Notice
All day	£4.00	£4.00	*
Evening	£1.50	£0.00	*

Carlton St car park, W-s-M (short stay)			
Hour(s)	Current	Proposed	
1 hr	£1.30	£1.00	Notice
2 hr	£2.30	£2.30	*
3 hr	£3.50	£3.50	*
4 hr	£5.00	£5.00	*
24 hr	£12.00	£12.00	*
Evening from 6pm to 2.30am	£1.50	£1.00	Notice
Overnight Non Premier Inn 5pm to 10.30am	£6.00	£6.00	*
Weekend	£25.00	£25.00	*
Premier Inn overnight 5pm to 10.30am	£5.00	£6.00	Notice
Low season early bird Nov to March M - Sat	£2.00	£3.00	Notice
Cinema evening from 6pm	£1.00	£1.00	*
Gym daytime (9am-5pm)	£1.00	£1.00	*
Gym evening (5pm-10pm)	£0.50	£0.50	*

Melrose, Grove and Knightstone Causeway, W-s-M (short stay)			
Hour(s)	Current	Proposed	
1 hr	£1.30	£1.00	Notice
2 hr	£2.30	£2.30	*
3 hr	£3.50	£3.50	*
4 hr	£5.00	£5.00	*
Evening	£1.50	£1.00	Notice
24hr	£12.00	£12.00	*

On street, W-s-M town centre			
Hour(s)	Current	Proposed	
20min	£0.30	£0.20	Notice
1 hr	£1.50	£1.00	Notice
2 hr	£3.00	£3.00	*
3 hr	not offered	£4.00	Notice
Charges and restrictions to start at 9am (currently 8am)			Notice
Resident A1	£31.00	£20.00	Notice
Resident B (+long stay)	£260.00	£190.00	Notice
Resident C (+LRCP)	£130.00	£90.00	Notice
Residents' exemption to apply 9-11am (currently 8-10am) and 5-6pm			Notice

Hampton car park, W-s-M (Long Stay)			
Hour(s)	Current	Proposed	
2 hr	not offered	£2.30	Notice
1 day (24 hr)	£6.00	£6.00	*
Overnight 6pm to 10.30am	£5.00	£5.00	*
7 days	£30.00	£30.00	*
12 month	£425.00	£425.00	*

Madeira car park, W-s-M (Long Stay)			
Hour(s)	Current	Proposed	
4 hr	£1.50	£1.50	*
1 day (24 hr)	£3.00	£3.00	*
Coach all day	£6.00	£6.00	*
Overnight 4pm to 10am	n/a	£1.00	Notice
12 month	£95.00	£95.00	*

Salthouse car park, Clevedon			
Peak	2 March to 31 Oct	2 March to 31 Oct	
Hour(s)	Current	Proposed	
1 hr	£1.30	£1.00	Notice
4 hr	£4.00	£4.00	*
All day	£7.00	£7.00	*
Coach	£5.00	£6.00	Notice
Off Peak	1 Nov to 1 March	1 Nov to 1 March	
Hour(s)	Current	Proposed	
1 hr	£1.30	£1.00	Notice
4 hr	£2.50	£2.50	*
All day	£4.00	£4.00	*
Coach	£5.00	£6.00	Notice

Hawthorns car park, Clevedon			
Peak	2 March to 31 Oct	2 March to 31 Oct	
Hour(s)	Current	Proposed	
1 hr	£1.30	£1.00	Notice
4 hr	£4.00	£4.00	*
All day	£7.00	£7.00	*
Off Peak	1 Nov to 1 March	1 Nov to 1 March	
Hour(s)	Current	Proposed	
1 hr	£1.30	£1.00	Notice
4 hr	£2.50	£2.50	*
All day	£4.00	£4.00	*

Schedule 2. New fees and charges for existing car parks

Marson Road, Great Western Road East, Great Western Road West car parks, Clevedon			
Hour(s)	Current	Proposed	
1 hr	na	£0.50	Consultation
2 hr	na	£1.00	Consultation
3 hr	na	£2.00	Consultation
All day	na	£3.00	Consultation
Proposed 9am to 6pm Mon to Sat			

Station Road car park, Nailsea - short stay spaces			
Hour(s)	Current	Proposed	
1 hr	na	£0.50	Consultation
2 hr	na	£1.00	Consultation
3 hr	na	£2.00	Consultation
Proposed 9am to 6pm Mon to Sat			

Clevedon Road car park and Long stay section of Station Road car park, Nailsea			
Hour(s)	Current	Proposed	
1 day	na	£3.00	Consultation
Proposed 9am to 6pm Mon to Sat			

Roath Road car park, Portishead			
Hour(s)	Current	Proposed	
1 hr	na	£0.50	Consultation
2 hr	na	£1.00	Consultation
3 hr	na	£2.00	Consultation
All day	na	£3.00	Consultation
Proposed 9am to 6pm Mon to Sat			

Schedule 3. New fees and charges at on-street locations

Triangle, Hill Road Area, Elton Road and The Beach, Clevedon			
Hour(s)	Current	Proposed	
20mins	na	£0.20	Consultation
1 hr	na	£1.00	Consultation
2 hr	na	£2.00	Consultation
3 hr	na	£3.00	Consultation
Proposed 9am to 6pm Mon to Sun on The Beach and Elton Rd			
Proposed 9am to 6pm Mon to Sat on Triangle and Hill Road			

Portishead town centre on-street			
Hour(s)	Current	Proposed	
20mins	na	£0.20	Consultation
1 hr	na	£1.00	Consultation
2 hr	na	£2.00	Consultation
3 hr	na	£3.00	Consultation
Proposed 9am to 6pm Mon to Sat			

Nailsea town centre on-street			
Hour(s)	Current	Proposed	
20mins	na	£0.20	Consultation
1 hr	na	£1.00	Consultation
2 hr	na	£2.00	Consultation
3 hr	na	£3.00	Consultation
Proposed 9am to 6pm Mon to Sat			

Leigh Woods on-street			
Hour(s)	Current	Proposed	
1 hr	na	£1.00	Consultation
2 hr	na	£2.00	Consultation
3 hr	na	£3.00	Consultation
All day	na	£4.00	Consultation
Residents' annual permit 1st	na	£80.00	Consultation
Residents' 2nd permit	na	£160.00	Consultation
Proposed 7am to 10pm Mon to Sun			

Indicates No Change	*
Notice	Notice
Consultation	Consultation

Appendix 2 - Proposal to remove machines from existing car parks

Areas - Car parks unless marked	Current machines	Proposed	change
Hawthorns	1	1	
Salthouse	2	2	
Carlton	10	7	-3
Melrose	3	2	-1
Grove	2	2	
Knightstone	2	2	
Hampton	1	1	
Maderia	1	1	
Sand Bay bus terminus	1	1	
Sand Bay Beach Road	1	1	
Worle Diamond Batch	4	2	-2
Locking Road long stay	2	2	
Locking Road short stay	1	1	
Walliscote Place	1	1	
Uphill Beach	1	1	
Marine Parade	10	7	-3
Nailsea and Backwell	4	2	-2
	Current	Proposed	Change
Totals	47	36	-11