

Wiltshire Council

Cabinet

12 September 2017

Subject: Amendments to the Wiltshire Local Transport Plan (LTP) 2011-2026 – Car Parking Strategy

Cabinet Member: Councillor Bridget Wayman – Cabinet Member for Highways, Transport and Waste

Key Decision: Yes

Executive Summary

The current Car Parking Strategy was approved by cabinet at its meeting on 17 March 2015. The strategy sets out how parking management, including charging, is undertaken in Wiltshire. The strategy focused on three key factors:

- **Regeneration:** using parking measures to support town centre regeneration (such as providing more and / or cheaper parking to attract more shoppers).
- **Restraint:** using parking controls as a means of restraining / managing traffic (e.g. to reduce congestion) and improving environmental quality (e.g. air pollution), or to encourage the use of sustainable transport modes (e.g. cycling and buses).
- **Revenue:** generating revenue to cover the costs of providing car parking, and using any surplus to fund other important local services (such as subsidising non-commercial, but essential local bus services).

The council's Parking Services is facing significant cost pressures. These include business rate payments, essential equipment upgrades and maintenance works, and inflation costs. The demands on the service are also increasing; particularly requests from residents, schools, businesses and parish / town councils asking for extra parking enforcement and maintenance to be undertaken. It is important to note that surplus revenue from parking charges supports other transport measures including non-commercial, but essential local bus services. This is one of the main reasons why the council has been in a position to retain the vast majority of these bus services, in contrast to other local authorities which have seen significant cuts to services.

The 2016/17 net income budget for car parking was £3.695 million. This consisted of a gross income budget of £7.666 million and a gross expenditure budget (including business rates overheads and depreciation) of £3.971 million. The net income budget (£3.695 million) contributes towards the provision of public transport revenue support and concessionary fares which had a net expenditure budget of £7.838 million in 2016/17.

To address the pressures outlined above and other pressures highlighted in the council's Medium Term Financial Strategy (MTFS), it is considered that a number of charging policies and practices need to be looked at and possibly reviewed.

Significantly, despite rising operational costs and increasing service demands, the council has not applied any inflationary increases to car parking charges since 2011.

To help address the pressures, improvements to the service, both technology and operational based on a 'one off' cost of £125,000 and ongoing costs of £133,000 per annum, have been identified. To fund these essential service improvements seven proposed charging options have been identified (two further options; introducing evening parking charges and changes to Blue Badge holders charging regime have been discounted). The seven options are:

- Option 1: Apply an inflation increase to all parking charges
- Option 2: Introduce Sunday and Bank / Public Holiday charging at all car parks
- Option 3: Charge in all Wiltshire Council car parks
- Option 4: Discontinue free event parking in November and December
- Option 5: Base season ticket charges on the standard rate charges
- Option 6: Harmonise residents' parking permit charges
- Option 7: Reduce the parking grace period to ten minutes

Cabinet is asked to consider the above seven car parking charging options and if these proposals should form the basis for a public consultation exercise.

Following the public consultation exercise, and subject to any responses received, it is proposed that Option 1 would be implemented over an 8 to 12 week period via a variation notice to the existing Traffic Regulation Orders (TROs). For the remaining options, the outcome of the public consultation would be presented to a future cabinet meeting ahead of any agreed options (and any relevant technology and operational improvements) being implemented via an amendment to the existing TROs (which includes a statutory consultation period). The outcome of the TRO amendment process would be subject to a cabinet member decision.

Proposals

That cabinet:

- (i) Notes the technology and operational improvement proposals outlined in this report.
- (ii) Considers the seven proposals for car parking charging options and if all of these should be included in a public consultation exercise.
- (iii) Approves the suggested format for the public consultation exercise as set out in paragraphs 49 to 54.
- (iv) Agrees that, subject to any responses received during the public consultation,

Option 1 is implemented as soon as possible through a variation notice to the Traffic Regulation Orders and delegates authority to the Associate Director for Highways and Transport in consultation with the Cabinet Member for Highways, Transport and Waste to consider any suggestions from respondents for alternative ways in which the estimated income increase from the option could be met by other means, and, with the advice of legal and parking services, to negotiate and agree any resulting legal agreements.

Reason for Proposals

To seek comments and approval from cabinet to undertake consultation on proposed parking charging options to address the identified financial, technology and operational pressures faced by Parking Services.

Alistair Cunningham
Corporate Director

Wiltshire Council

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Key Decision: Yes

Purpose of Report

1. To enable Cabinet to consider and agree possible car parking charging options for inclusion in a subsequent public consultation exercise.

Relevance to the Council's Business Plan

2. The Wiltshire LTP Car Parking Strategy is relevant to the following Business Plan 2017 - 2027 priorities:

Priority: Growing the economy

The car parking strategy can:

- Support the local economy (e.g. by making it easy for shoppers and visitors to park) and facilitate development growth (e.g. by enabling the planned housing and employment growth set out in the Wiltshire Core Strategy to 2026).
- Enhance the built and natural environment (e.g. by reducing the amount of land required for parking and by improving the look of streetscenes through the appropriate enforcement of parking contraventions).
- Manage residents' needs for car parking near their homes (e.g. by introducing residents' parking zones).
- Improve journey time reliability for road users (e.g. by designing and managing on-street parking facilities to reduce traffic conflicts and delays).
- Help fund public transport provision through the income generated on council owned car parks.

Priority: Strong Communities

The car parking strategy can:

- Enable community groups to take over (ownership and/or management) identified off-street car parks in accordance with the Council's Community Asset Transfer (CAT) Policy.
- Enable community groups to run identified car parking services in accordance with the Council's Delegation of Services to Town and Parish Councils and Funding of Delegated Services Policy.
- Make Wiltshire a safer place (e.g. by ensuring that car parks are 'safer by design').

- Encourage the use of sustainable travel modes and reduce reliance on the private car (e.g. by setting parking charges at appropriate levels).

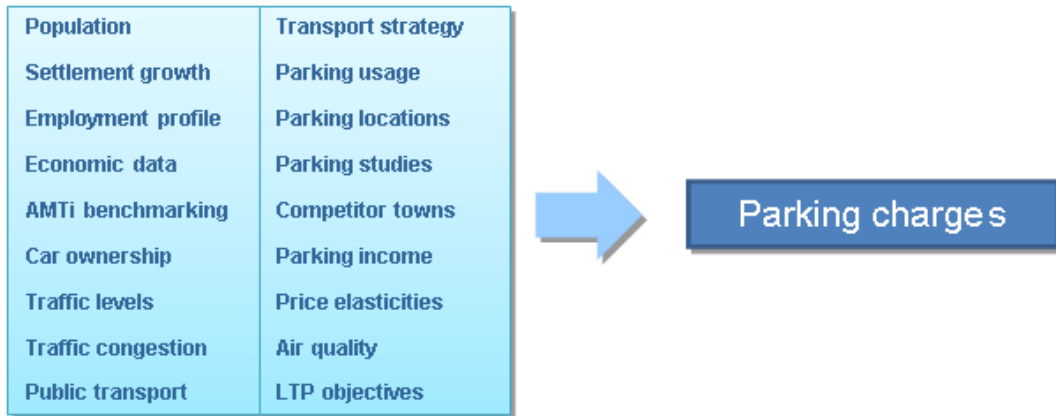
Priority: Protecting the Vulnerable

The car parking strategy can:

- Provide access to key services and facilities for special needs groups and mobility impaired (e.g. by providing appropriate Blue Badge spaces).

Background

3. The current Wiltshire Local Transport Plan Car Parking Strategy was approved by cabinet at its meeting on 17 March 2015.
4. This approval came after a comprehensive review of the strategy in 2014 which included a pre-consultation with key stakeholders to agree the method and objectives of the review, followed by a public consultation exercise which attracted over 5,000 responses from individuals and organisations.
5. While there are a number of aspects to car parking management, in essence a balance needs to be found between three key factors:
 - **Regeneration:** using parking measures to support town centre regeneration (e.g. providing more and / or cheaper parking to attract shoppers).
 - **Restraint:** using parking controls as a means of restraining / managing traffic (e.g. to reduce congestion) and improving environmental quality (e.g. air pollution), or to encourage the use of sustainable transport modes (e.g. cycling and buses).
 - **Revenue:** securing sufficient revenue to cover the costs of providing car parking, and using any surplus revenue to fund other important local services (e.g. subsidising non-commercial but essential local bus services).
6. It should be noted that the pursuit of one of these factors alone will potentially result in the other two being compromised.
7. In order to help find the right balance between the above factors, town profiles (based on economic, social and environmental data for each settlement), car park usage data and other relevant data was used to inform the review and included as part of the public consultation exercise. A key outcome of this process was the move to a more 'fine grained' approach to car parking management, and in particular charges, based on the local circumstances of each car park / settlement (see below).



8. A key proposal agreed by Cabinet was that:

“...a full review of parking charges will be undertaken by the council at approximately five year intervals based on the factors outlined in Policy PS3 [of the Car Parking Strategy] and delegates authority to the Associate Director for Highways and Transport in consultation with the Cabinet Member for Highways and Transport to undertake any necessary annual interim reviews of parking charges at a car park or town level”.

9. Policy PS3 of the Car Parking Strategy includes that “Parking charges will be set by the council following consultation with the public, stakeholders and Area Boards”.
10. In addition, cabinet recognised the need for introducing new technologies to better manage car parking and for ongoing studies into various aspects of the parking service. In doing so, cabinet delegated authority to the Associate Director for Highways and Transport to develop and implement any changes in consultation with the Cabinet Member for Highways and Transport.

Main Considerations for the Council

11. As outlined in the above section, the review of the Car Parking Strategy was based on an assessment of relevant local circumstances in each settlement to try and achieve the best balance between the three factors identified in paragraph 5. The council’s Parking Services is facing significant operational cost pressures. These include business rate payments, essential equipment upgrades and maintenance works, and inflation costs. The demands on the service are also increasing; particularly requests from residents, schools, businesses and parish / town councils asking for extra parking enforcement and maintenance to be undertaken. It is important to note that surplus revenue from parking charges supports other transport measures including non-commercial, but essential local bus services. This is one of the main reasons why the council has been in a position to retain the vast majority of these bus services, in contrast to other local authorities which have seen significant cuts to services.
12. The 2016/17 net income budget for car parking was £3.695 million. This consisted of a gross income budget of £7.666 million and a gross expenditure budget (including business rates overheads and depreciation) of £3.971 million. The net income budget (£3.695 million) contributes towards the provision of

public transport revenue support and concessionary fares which had a net expenditure budget of £7.838 million in 2016/17.

13. To address the pressures facing the council and this service as outlined and other pressures highlighted in the council's Medium Term Financial Strategy (MTFS), it is considered that a number of charging policies and practices need to be looked at and possibly reviewed.
14. It should be noted that, despite rising operational costs and increasing service demands, the council has not applied any inflationary increases to car parking charges since 2011. The current range of parking charges (including residents' parking permit charges and park and ride charges) in Wiltshire and in key competitor towns are set out in **Appendix 1** and **Appendix 2** respectively.
15. As outlined above, the council continues to fund a number of transport measures, including supported bus services from car parking income. Failure to adequately meet the increasing cost and demand pressures facing Parking Services could result in an adverse impact on the council's ability to continue to fund some of these transport services.
16. To help address the pressures outlined above, a number of technology and operational improvements, with a 'one off' total cost of £125,000 and ongoing costs of £133,000 per annum, have been identified by officers as set out in paragraphs 20 to 24 below.
17. To meet the operational and demand pressures and to fund the proposed technology and operational improvements, seven possible charging options have been identified. These are set out in paragraphs 32 to 45 below. It should be noted that if implemented, some changes to charges could have positive, negative or a mixed impact on local economic, social and environmental factors. For example; town centre regeneration issues (such as footfall levels and the number of vacant shops), the use of sustainable transport modes (such as walking, cycling and public transport) and unintended consequences (such as increased parking on residential streets).

Technology Improvements

18. Officers are currently looking at the possible use of smart phone technology which uses sensors to provide real time information on available car park spaces. And, as part of the council's National Productivity Investment Fund (NPIF) award for 2017/18, the Cabinet Member for Highways and Transport has recently agreed an allocation of £50,000 to fund a feasibility study to investigate parking technology improvements in Chippenham and Salisbury. The cost and benefits of implementing such a system will be evidenced and reported as part of this study.
19. Paragraphs 20 to 24 below set out a number of technology improvements which can help address the rising demand from residents, schools, businesses and parish / town councils for parking enforcement at a time of constrained resources.
20. Mobile Automatic Number Plate Recognition (ANPR) is in essence a car with an ANPR system fitted for use on residential parking streets. It is a surveillance technology which uses optical character recognition on camera images to read a

vehicle's number plate. This technology is currently used in private car parks and offers significant advantages to standard charging methods:

- system links directly to pay and display machines;
- optimises use of parking facilities; and
- copes with banded charging periods, including free parking.

21. Local authorities are not currently allowed to use mobile ANPR management for automatic enforcement and sending Penalty Charge Notices (PCNs) in the post. However, placing a Civil Enforcement Officer (CEO) in the vehicle, so allowing drive pass checking of resident parking areas, is permitted where the CEO issues physical PCNs on illegally parked vehicles. Implementation of this system option will allow faster and more efficient checking due to the speed of movement of a car, which allows checking at speeds of up to 30 mph with modern technology. The forecast estimate identifies a 'one off' cost of £40,000 and operational revenue costs of £5,000 per annum.
22. The council's Parking Services is currently facing constant requests from schools to address parking enforcement issues outside schools. Use of a static ANPR system is permitted on safety grounds where there is a Traffic Regulation Order (TRO) outside of an establishment such as a school. The static ANPR system will offer a fixed deterrent to reduce the unsafe and illegal parking on yellow lines, zig zags, etc. The proposal would be for the council to purchase three cameras for a 'one off' cost of £60,000 with an on-going annual management and maintenance cost of £10,000. The schools or local community in question would fund the erection and removal costs.
23. Body Worn Video Cameras (BWVC) ensure that enforcement decisions are undertaken in a transparent way and, where evidence is required, that this is robust and available in a timely fashion. In addition, they ensure the safety of CEOs who often face both verbal and physical abuse and can be subject to accusations of inappropriate behaviour; currently two to three such incidents per month. Regrettably, this is an increasing occurrence locally and nationally. Many comparative councils have already introduced BWVCs in recognition of the risk to officers and for their protection. This will become an escalating risk to the council and a potential staffing claim when issues occur. Alternatively, the council could look at double shifting staff to work together and ensure safety. However, this will severely hamper staff effectiveness of resources and potential income.
24. Wiltshire Police has recently trialled and are introducing BWVC equipment for their officers. BWVC was first introduced to Wiltshire Police in 2006 and has been used by officers in neighbourhood policing and response teams in a number of small initiatives since then. The council would work in partnership with the police and utilise the police BWVC system. The 'one off' cost of purchasing the system is £25,000 and £2,000 per annum is required to maintain the system.
25. As part of the parking review undertaken in 2014/15, it was identified that the council should look at extending its existing pay-by-phone system and as part of the public consultation, four car parks were identified for a 'MiPermit only' trial: Sheep Street, Devizes; Union Street, Melksham; Wood Street, Royal Wootton Bassett; and Salt Lane, Salisbury. These car parks were chosen as they are used by a variety of users including shoppers, tourists and residents. Furthermore, excluding Salt Lane, the chosen car parks are relatively small and would allow

officers to determine how successful cashless parking could be without having a significant detrimental impact on users as there are other Council pay and display car parks nearby. The trial was undertaken at the start of February 2016, and was scheduled to run for six weeks. Comments were invited via the displayed signage within the relevant car parks.

26. During the trial, however, it became clear that there were two main factors affecting the uptake of customers using the service. Firstly, the 'convenience charge' of 20p levied on users was a cause of concern for some customers especially if they were only parking for one hour. Over the coming months officers will be working with the service provider, using the findings from the trial, to reduce the 'convenience charge' where possible.
27. Secondly, some customers do not have mobile phones. Given this understanding that some customers may have difficulty using the new system and working with officers in the council's library service, a POD was set-up in Devizes library where customers could log into the online portal and pay for parking using this cashless method. Unfortunately, the facility saw very little usage.
28. The option of contactless payments via the pay and display machines at one car park in Salisbury has also been explored. However, contactless payments need to go through a third party (such as Credit Call) and the associated charges, payable by the council, are significant. As a result, the contactless option in Salisbury was withdrawn. Officers will continue to work with service providers and explore other opportunities to see if contactless modules can be added to the council's newer stock of pay and display machines.
29. Given the above, it is considered that both cash and MiPermit options need to be offered in the majority of council car parks at this time. Where possible, however, the number of pay and display machines will be reduced making efficiency savings in terms of cash collection, maintenance, etc.

Operational Improvements

30. To help meet the challenge of reduced overall council funding, maintenance of council car parks has been reduced to a minimum level. If continued, this could result in safety issues and claims for compensation from users. There are also areas where parking enforcement can no longer be undertaken as the signs and lines are not being maintained at an appropriate level. To apply the adequate level of maintenance at car parks as prescribed by the agreed standards, £116,000 of revenue funding per annum is required.

Charging options rejected by the Cabinet Member

31. Based on early discussions with the cabinet member, a decision was been taken to reject the following charging options:
 - The introduction of evening charges at all car parks. Reason: While a number of key competitor towns have evening charges (see Appendix 2 for details), it is felt that their introduction in Wiltshire would harm the evening economy.

- Changes to Blue Badge holders charging regime. Reason: In view of the councils priority to 'Protect the Vulnerable' in its Business Plan 2017 – 2021, it is considered that this option should not be taken forward.

Charging Options

32. As stated previously, a number of possible charging options (see below) have been identified to address the pressures facing the council and the service as outlined and other pressures highlighted in the council's MTFs. It is proposed that Option 1 would be implemented via a variation notice to the existing Traffic Regulation Orders (TROs) at a 'one off' cost of £35,000 for the required TRO process and to make changes to ticket machines and signage. It is then proposed that where applicable, the remaining agreed options would be implemented via an amendment to the existing TROs at a further 'one off' cost of £35,000. Further information on the TRO processes are set out in paragraphs 49 to 54 and the Legal Implications section.

Option 1: Apply an inflation increase to all parking charges

33. As stated in paragraph 14, despite rising operational costs, the council has not applied any inflationary increases to car parking charges since 2011. Applying a forecast annual inflation rate¹ to all existing car parking charges would generate approximately £140,000 per annum. However, as every annual increase would cost £35,000 to implement (for the required TRO process and changes to ticket machines and signage), it is proposed that the inflation increase be applied for a five year period. This would avoid the large implementation cost of repeating the process each year. The net annual increase from this option would be £708,000 per year. The schedule of proposed increased charges for each car park where charges are currently levied is shown in **Appendix 3**.

Option 2: Introduce Sunday and Bank / Public Holiday charging at all car parks²

34. Currently Sunday charging is applied only in Salisbury, and Bank / Public Holiday charging in Amesbury, Bradford on Avon, Melksham, Salisbury, Trowbridge, Warminster and Westbury. By comparison, charges are applied Monday to Sunday (including Bank / Public Holidays) in all or most council car parks in the following key competitor towns (see Appendix 2 for details): Bath; Bournemouth; Newbury; Southampton; and Swindon. In addition, Bank / Public Holiday charges are applied in: Cirencester and Frome. In the interest of improved fairness (i.e. between different towns in Wiltshire and between those people who park on Sundays and those who park Monday to Saturday) and efficiency (i.e. charging for the use of the car park service and asset), if Sunday and Bank / Public Holiday charging was applied throughout Wiltshire then this would increase income by an estimated £78,000.

¹ Based on the Bank of England's Consumer Prices Index inflation projections

² The policy in the LTP Car Parking Strategy (Policy PS3) includes that: "Sunday parking charges will be considered where there is an identified traffic congestion or air quality issue, or where there is a strong and established parking demand from shoppers or visitors."

Option 3: Charge in all Wiltshire Council car parks

35. There are a small number of parking facilities where currently charges are not applied (see **Appendix 4**). In the interest of improved fairness (i.e. between different towns in Wiltshire) and efficiency (i.e. charging for the use of the car parking service and asset), if charges were applied in all council parking facilities this would result in a projected annual increase of £95,000. Where this change may affect an Air Quality Management Area (e.g. as a result of a reduction in 'searching' traffic for free spaces), this will be assessed through the council's air quality monitoring programme.

Option 4: Discontinue free event parking in November and December

36. The council currently provides a number of free parking spaces to town councils to allocate on a discretionary basis to help support local events, initiatives and businesses. However, a number of town councils have used this initiative to provide free parking in the Christmas / New Year shopping period when parking demand is already high. Given this, it is proposed that this initiative is withdrawn for use by town councils in November and December. This proposed change is estimated to increase income by £5,000.

Option 5: Base season ticket charges on the standard rate charges

37. Season tickets are available for designated car parks (they are not valid in on-street parking areas). While a season ticket does not guarantee a parking space, they do offer considerable savings when compared to standard charges. As a result however, and particularly as they are popular with commuters, season tickets can increase car use (particularly at peak times), discourage the use of sustainable transport modes (as people have already paid for parking) and reduce the availability and turnover of parking spaces (as commuters often park for eight hours).
38. The increased take up of season tickets has impacted on the income of the council due to the lower cost of parking for season ticket holders; currently, depending on the car park, season ticket holders receive up to an 85% discount on full day rate ticket prices. To address the income impact and help deal with the implications of season tickets outlined above, it is proposed that all season tickets should be based on a standard discount percentage. If season ticket charges were 50% of the day rate for five days a week and for 48 weeks of the year (including those season tickets which are currently not directly related to full day rate ticket prices), this would increase income by an estimated £280,000 per annum (see **Appendix 5**).

Option 6: Harmonise residents' parking permit charges

39. Residents' parking permits are issued to residents living within residents' parking zones for use with their own vehicle³. Permits issued can only be used with the vehicle assigned to the permit and are only valid for one year. Currently there

³ The residents' parking scheme process is set out in Appendix B of the LTP Car Parking Strategy and includes that "The charging structure for Resident Parking Permits is generally set by Wiltshire Council's parking enforcement service although in some cases consideration may need to be given to site specific needs".

are considerable differences between the rates charged across Wiltshire (i.e. Salisbury residents' permits cost £20 for permits in limited waiting zones and £40 for permits in residents' only zones, whereas £90 is charged in other areas).

40. Residents' parking permit charges in neighbouring areas are provided in Appendix 2. This also identifies that many neighbouring authorities charge more for a second residents' parking permit.
41. In addition, the council receives a number of complaints from permit holders regarding the level of enforcement in residents' parking zones. Investment in and the use of a mobile ANPR system (as set out in paragraphs 19 and 20) would enable more effective and efficient enforcement to be undertaken in the residents' parking zones. In so doing, this would allow officers to concentrate more time on central areas to help reduce the impact of inappropriately parked vehicles on traffic flows.
42. It is proposed that two options are put forward in the public consultation:
 - Option A: Increase the residents' permit in limited waiting zones from £20 to £60 and the permit in residents' only zones from £40 to £90.
 - Option B: Introduce a two tiered charging regime where residents' permits in limited waiting zones would be £60 for the first permit and £80 for the second permit (at the same address). The charge for the permits in residents' only zones would then be £90 for the first permit and £110 for the second permit (at the same address).
43. If these charges were introduced then this would increase income in 2018/ 19 by an estimated £190,000 for Option A and £215,000 for Option B.

Option 7: Reduce the parking grace period to 10 minutes

44. The council currently offers a grace period for parking overstay of 15 minutes. The statutory period is 10 minutes. If the council adopted the statutory 10 minute period this would increase income by a projected £5,000.
45. It should be noted that as this stage, all the above projected income figures associated with each option are high level estimates and would require further detailed analysis and due diligence. This would include a price elasticity model similar to that used in the previous car parking review. It should also be noted that the income estimates for options 2 to 7 are based on current charges.

Relevant responses to 2014 consultation exercise

46. The overall response to the question "*Should the council introduce Sunday charges, evening charges and overnight charges across all car parks?*" in the 2014 public consultation exercise was as follows: 11.1% Agree; 81.5% Disagree; and 7.5% Neither. In particular, a number of negative consultation responses to introducing Sunday charges were received from religious and other organisations.
47. The overall response to the question "*Should the council increase season ticket prices to encourage commuters who tend to park for several hours, to explore*

alternative travel methods?” in the 2014 public consultation exercise was as follows: 32.3% Agree; 46.8% Disagree; and 20.9% Neither.

Proposed Public Consultation Exercise and Implementation Timetable

48. As stated previously, the review of the LTP Car Parking Strategy undertaken in 2014 included a comprehensive consultation exercise based on a pre-consultation element with key stakeholders and a public consultation element using a questionnaire survey with significant supporting information.
49. Given the more limited nature of the review proposed in this report and the need to implement changes as soon as possible, it is proposed that the public consultation exercise is:
 - based on a questionnaire survey supported by readily available information (e.g. parking changes in competitor towns and links to relevant documents such as Joint Strategic Assessments); and
 - run for eight weeks as opposed to the normal 12 week period stated in the Wiltshire Compact (the statutory TRO amendment process (see below) would provide a further opportunity for comments to be made on charging options 2 to 7).
50. As part of the consultation, and particularly in relation to Option 1, respondents (primarily parish and town councils and Business Improvement District organisations) would be asked to suggest alternative ways in which the estimated income increase from an option could be met by other means.
51. Following the public consultation exercise, the timetable for the implementation of any approved changes needs to build in a number of key TRO stages. To implement the variation notice to the existing TROs in relation to Option 1 the key stages would be:
 - (i) Drafting of press notice and site notices.
 - (ii) Public notice placed with advertising company and documents sent out to town councils, etc.
 - (iii) Public notice appears in local publications and site notices placed in affected car parks with an operation date at least 21 days hence.
 - (iv) Ticket machines re-calibrated and new signs erected in affected car parks, and formalities completed.
52. It is anticipated that the above process would take between 8 and 12 weeks to complete.
53. To implement the amendment notice to the existing TROs in relation to charging options 2 to 7 the key stages would be:
 - (v) Preparation of the TROs and supporting documents allowing for advice to be sought from the council’s legal team to ensure that once implemented, the TROs will be legally enforceable and not subject to challenge.
 - (vi) Required processes for public and other consultation on the TROs.

- (vii) Preparation of a report to the relevant Wiltshire Council Cabinet Member who will consider any objections received during the TRO public consultation exercise before making a decision.
- (viii) Required processes as set out in the relevant legislation for the implementation of the TROs.

54. The proposed overall timetable to implement options 2 to 7 is set out below:

	Sep 17	Oct	Nov	Dec	Jan 18	Feb	Mar	Apr	May	Jun	Jul	Aug
Cabinet meeting	■											
Public consultation	■	■	■	■								
Review public consultation comments			■	■	■							
Cabinet meeting					■							
TRO documents drafted liaising with Council's legal team					■	■						
Documents checked / approved					■	■						
Advert sent to press and appears in local press							■					
TRO public consultation							■	■				
Objections received and report drafted and submitted to Cabinet Member								■	■			
Cabinet Member report process								■	■			
Cabinet Member decision advised to people who made representations									■	■		
TRO(s) sealed and advertised											■	
TRO(s) operational												■

Overview and Scrutiny Engagement

55. This topic will be taken to the Environment Select Committee meeting on 19 September 2017. It will be proposed that during the consultation process an Overview and Scrutiny Task Group is formed to comment on the proposals in the final cabinet report to be submitted on conclusion of the consultation exercise.

Safeguarding Implications

56. There are no direct safeguarding implications as a result of the proposals put forward in this report. It is proposed that during the consultation process the views of relevant officers will be sought.
57. Currently, policy PS 12 'Improving access and use' in the LTP Car Parking Strategy includes the following:

The council will promote the convenient access to parking facilities in Wiltshire by ensuring that:

- *parking for disabled motorists (Blue Badge holders) is provided in line with recognised national guidance (as a minimum)*
- *where appropriate (e.g. at supermarkets and retail centres), provision is made for 'parent and child' spaces*
- *parking facilities are 'safer by design'.*

Public Health Implications

58. There are no direct public health implications as a result of the proposals put forward in this report. It is proposed that during the consultation process the views of relevant officers will be sought.
59. The LTP Car Parking Strategy was subject to a Strategic Environmental Assessment (SEA) which includes consideration of a number of relevant topics (see table below). No significant effects were identified in the SEA Environmental Report.

Relevant Public Health SEA Topics

SEA Topic	Significance of the effect
Air quality and environmental pollution	Partial positive/partial negative effect
Population	Partial positive/partial negative effect
Healthy communities	Partial positive/partial negative effect
Inclusive communities	Partial positive/partial negative effect
Transport	Partial positive/partial negative effect

Corporate Procurement Implications

60. There are no direct procurement implications as a result of the proposals put forward in this report. It is proposed that during the consultation process the views of relevant officers will be sought.
61. This report outlines where improvements can be made with investment in updating and buying into new technologies. A clear procurement strategy will be implemented to support the transition to the new model for Parking Services.

Equalities Impact of the Proposal

62. There are no direct equality impacts as a result of the proposals put forward in this report. The LTP Car Parking Strategy was subject to an Equalities Analysis Evidence Document (EAED). In terms of the possible impacts identified for each Protected Characteristic group, the following issues are considered relevant:

Age:

- Issue: Young people and the elderly are more likely to be on low incomes and are therefore more likely to be adversely impacted by any higher parking charges.
- Issue: Some elderly people may struggle with the introduction of new technologies (e.g. paying parking charges by mobile phone).

Disability:

- Issue: Some people may struggle with the introduction of new technologies (e.g. paying parking charges by mobile phone).

Other (including caring responsibilities, rurality, low income, military status, etc):

- Issue: People on low incomes are more likely to be adversely impacted by any higher parking charges.
- Issue: People living in rural areas with little public transport and who therefore need to use a car to access shops and services in the towns, are more likely to be adversely impacted by any higher parking charges.
- Issue: Increased parking charges may have some influence on reducing the numbers of people accessing local towns and businesses (i.e. increased charges may result in people not visiting certain areas so often).

63. The EAED would be reviewed as part of the consultation exercise in liaison with relevant officers.

Environmental and Climate Change Considerations

64. There are no direct environmental and climate change considerations as a result of the proposals put forward in this report. It is proposed that during the consultation process the views of relevant officers will be sought.
65. The LTP Car Parking Strategy was subject to a SEA which includes consideration of a number of relevant topics (see table below). No significant effects were identified in the SEA Environmental Report.

SEA Topic	Significance of the effect
Biodiversity	Partial positive/partial negative effect
Land, soil and water resources	Minor negative effect
Air quality and environmental pollution	Partial positive/partial negative effect
Climatic factors	Partial positive/partial negative effect
Historic environment	Partial positive/partial negative effect
Landscapes (and townscapes)	Partial positive/partial negative effect
Population	Partial positive/partial negative effect
Healthy communities	Partial positive/partial negative effect
Inclusive communities	Partial positive/partial negative effect
Transport	Partial positive/partial negative effect
Economy and enterprise	Partial positive/partial negative effect

Risks that may arise if the proposed decision and related work is not taken

- (i) Failure to meet the council's budget requirement.
- (ii) Inability to effectively enforce regulations and increasing likelihood of insurance claims.
- (iii) Reductions in supported bus services as a result of lower surpluses in off-street parking income.

- (iv) Parking Services unable to operate efficient parking management processes.
- (v) Reduced ability to adequately deal with abuse incidents against Civil Enforcement Officers.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

Risk	Action to mitigate the risk
Reputational impact of conducting another review of parking charges.	The consultation material would make it clear why another review of parking charges is necessary.
Adverse impact of increased parking charges on businesses and local economies.	The public consultation would provide the opportunity for comments to be made by all interested parties. Some relevant economic data (e.g. links to Joint Strategic Assessments) would be included in the consultation material.
Adverse impact of increased parking charges on some Protected Characteristic groups.	An EAED would be undertaken as part of the consultation process.
Increase in inappropriate parking (e.g. in residential streets) as a result of increased parking charges.	Town parking reviews will continue in line with a prioritised programme. Better management and control of parking will be enabled by the increased investment from parking income and use of modern technologies.

Financial Implications

- 66. The council's approved 2017/18 budget requires a recurring increase in car parking revenue of £165,000. There is an additional expectation as part of the MTFs that future savings in this area will be achieved.
- 67. In addition to this, the outturn from 2016/17 and 2015/16 shows that the current charges and current demand cannot meet the current set budget and would require a recurring £90,000 increase.
- 68. Technology and operational improvements are being considered that would require a 'one off' increase of £125,000 and recurring annual increase of £133,000. However, this is not part of the current decision making process and will be brought forward in the future.
- 69. There are associated costs with the TROs for implementing the revised charges. Using experience from the previous revision of parking charges, these are estimated at around £35,000 per process and cover the advertisement cost of the TROs and updating machines and signage for the new charges.
- 70. In **Appendix 6** there is an options summary which summarises the options and proposals, and provides income and cost estimates. All income estimates require further due diligence and sensitivity analysis, once options are approved for consultation. This would include a price elasticity model similar to that used in the

previous car parking review. It should be noted that the income estimates for options 2 to 7 are based on current charges.

71. When charges are approved, the income levels will be monitored through the budget monitoring process to ascertain the reaction of the parking users and identify whether they have had a negative impact on income levels. Parking data provided by the pay and display machines and MiPermit payment application will allow Parking Services to monitor ticket sales with detail and accuracy and identify the trend of sales following implementation.
72. The current MTFs that is being reviewed as part of the budget setting for 2018/19 has an additional savings target of £1 million for car parking income in 2018/19. This additional target needs to be considered when reviewing the options proposed and is why options have been presented that exceed the 2017/18 requirement.
73. It should be noted that, with the possible exception of Option 1, these option proposals will not generate additional income until 2018/19 due to the need to undertake the public consultation and TRO processes. The budget pressures of £255,000 in 2017/18 will need to be monitored and managed in year.

Legal Implications

74. Any significant changes to the terms and conditions applicable to car parks will require the processing of a TRO under the Road Traffic Regulation Act 1984 ('the 1984 Act') and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. In deciding whether or not to make a TRO, and exercising any of their powers under the 1984 Act, the council also has a duty to (having regard to the matters specified in s.122 (2)) secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. The matters referred to in s.122 (2) are; the desirability of securing and maintaining reasonable access to premises; the effect on the amenities of any locality affected; the importance of regulating and restricting the use of roads by heavy commercial vehicles; the national air quality strategy; facilitating the passage of public service vehicles including the safety and convenience of persons using public service vehicles and any other matters the council considers to be relevant. Failure to adhere to any of the statutory processes could potentially result in the proposed changes being successfully challenged in the High Court.
75. The making of a TRO includes a statutory public consultation process over a period of 21 days to permit responses including any objections to be made. Any objections must then be considered before an Order is made.
76. For these purposes, a significant change would include:
 - (i) Imposing a charge where one did not previously exist.
 - (ii) Introducing free parking areas into a charging car park.
 - (iii) Changing the class of vehicle permitted to use a car park.
77. Failure to adhere to the statutory processes could potentially result in:

- (i) The new charges being successfully challenged in the High Court resulting in loss of income and/or loss of reputation for the council.
- (ii) Delay arising from the council being unable to increase the charges on the anticipated implementation date.

78. Where the only change proposed is an increase in parking charges, there is no statutory requirement to make a new TRO. Such changes can be implemented by notice. This involves publishing a notice of the changes in a local newspaper at least 21 days before the changes come into effect and also placing a similar notice in the car park(s) affected. However, the council's LTP Car Parking Strategy provides that, before any parking charges are set, the council will consult the public, stakeholders and Area Boards. Such consultation should, therefore, be carried out before notice of the increases is given.

Options Considered

79. The options considered are as set out in this report.

Conclusions

80. The council's Parking Services is facing significant operational cost pressures. These include business rate payments, essential equipment upgrades and maintenance works, and inflation costs. The demands on the service are also increasing; particularly requests from residents, schools, businesses and parish / town councils asking for extra parking enforcement and maintenance to be undertaken. It is important to note that surplus revenue from parking charges supports other transport measures including non-commercial, but essential local bus services. This is one of the main reasons why the council has been in a position to retain the vast majority of these bus services, in contrast to other local authorities which have seen significant cuts to services.
81. The 2016/17 net income budget for car parking was £3.695 million. This consisted of a gross income budget of £7.666 million and a gross expenditure budget (including business rates overheads and depreciation) of £3.971 million. The net income budget (£3.695 million) contributes towards the provision of public transport revenue support and concessionary fares which had a net expenditure budget of £7.838 million in 2016/17.
82. To address the pressures facing the council and this service as outlined and other pressures highlighted in the council's Medium Term Financial Strategy (MTFS), it is considered that a number of charging policies and practices need to be looked at and possibly reviewed.
83. Significantly, despite rising operational costs and increasing service demands, the council has not applied any inflationary increases to car parking charges since 2011.
84. To help address technology and operational pressures, improvements with a 'one off' total cost of £125,000 and ongoing costs of £133,000 per annum, have been identified.

85. To meet the operational and demand pressures and to fund the proposed technology and operational improvements, seven possible charging options have been identified (two further options – introducing evening charges and changes to Blue Badge holders charging regime – were rejected based on early discussions with the cabinet member):
- Option 1: Apply an inflation increase to all parking charges
 - Option 2: Introduce Sunday and Bank / Public Holiday charging at all car parks
 - Option 3: Charge in all Wiltshire Council car parks
 - Option 4: Discontinue free event parking in November and December
 - Option 5: Base season ticket charges on the standard rate charges
 - Option 6: Harmonise residents' parking permit charges
 - Option 7: Reduce the parking grace period to 10 minutes.
86. Cabinet is asked to consider the seven proposals for car parking charging options and if all of these should be included in a public consultation exercise.
87. Following the public consultation, it is proposed that, subject to the responses received, Option 1 would be implemented over an 8 to 12 week period via a variation notice to the existing TROs. For the remaining options, the results of the public consultation would be presented to a future cabinet meeting ahead of any agreed options (and any relevant technology and operational improvements) being implemented via an amendment to the existing TROs (which includes a statutory consultation period). The outcome of the TRO amendment process would be subject to a cabinet member decision.

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The following unpublished documents have been relied on in the preparation of this report:

None.

Appendices

Appendix 1: Range of Parking Charges in Wiltshire

- Appendix 2: Range of Parking Charges in Key Competitor Towns
- Appendix 3: Schedule of Proposed Increased Car Parking Charges
- Appendix 4: Proposed Charges in Currently Free Car Parks
- Appendix 5: Proposed Season Ticket Charges
- Appendix 6: Options and Improvements Summary