

TRANSFORMATIONAL SERVICE REVIEW OF PARKING

CABINET - 27 FEBRUARY 2019

Report by Depute Chief Executive - Safer Communities

PURPOSE

- 1 This report outlines the findings of a transformational review of parking and seeks approval of a range of recommendations and proposals for wider engagement arising from the review. These are intended to improve traffic management and parking across East Ayrshire, whilst generating additional income to support delivery of the Transformation Strategy. Proposals are also included for investment in the Council and Community Planning Partnership's Strategic Priority of supporting communities to regenerate our town centres.

BACKGROUND

- 2 The Transformation Strategy was approved by Cabinet on 25 October 2017, with a further report reflecting feedback from the Vibrant Voices engagement campaign and outlining the six Transformational Workstreams approved by Council on 22 February 2018. There was a recognition within the Vibrant Voices responses that the Council could increase income, including fees and charges, to mitigate the impact of our reducing budget on local services. A number of potential new income opportunities were suggested, including the extension of parking charges to towns other than Kilmarnock.
- 3 Cabinet on 28 June 2018 subsequently endorsed the detailed Transformational Strategy and the six individual Workstream Project Plans. The proposal to explore opportunities for new areas of charging, including a review of existing parking arrangements, with opportunities to extend into other areas, was agreed as a key action within the Income and Commercialisation workstream.
- 4 This report provides an update on the outcome of the transformational review of parking. In developing proposals across East Ayrshire, the review has taken into consideration a wide range of issues including local traffic management and parking issues, anecdotal feedback from Kilmarnock traders and the potential economic impact of proposals. The opportunity to encourage communities to make a positive impact on our strategic priority of regenerating our town centres has also been explored.

CURRENT POSITION

- 5 Parking charges currently only apply in Kilmarnock with both on and off street parking charges applied. Off street car parks are categorised as short and long stay, with bespoke charges in place for the multi-storey car park in Kilmarnock to

encourage greater use of this specific facility. Full details of existing car parking charges are provided in Appendix 1 of this report.

- 6 In 2017/18, car parking charging generated a total income of £1.273M, details of which are set out in the table below:-

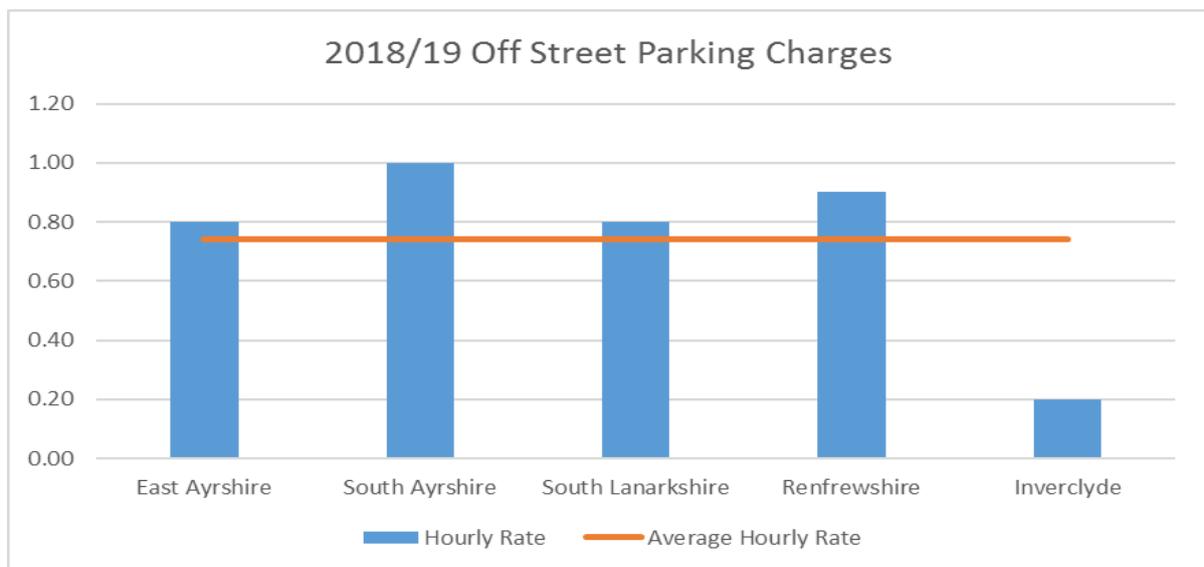
Total Income Generated from Parking in 2017/18	
On Street Parking	£0.393m
Surface Car Parks	£0.578m
Multi-Storey Car Park	£0.096m
Enforcement Fines*	£0.206m
Total	£1.273m

* note – this is net of a £0.010m bad debt provision

- 7 Full details of the income generated from parking in 2017/18, together with occupancy rates (based on actual against maximum income analysis) for all car parks in Kilmarnock is provided in Appendix 2 of this report. A summary of key information in relation to our current parking arrangements is outlined below:
- Income levels for 2018/19 are currently at a similar level with final year outturn anticipated to match the 2017/18 income levels;
 - Occupancy rates for on street parking in Kilmarnock average 44%;
 - Average income per space for on street parking is £1,311 per annum;
 - Based on income analysis, off street parking spaces have an occupancy rate of 63%;
 - The average income per space in off street car parks is £654 per annum;
 - Portland Road and Sturrock Street (West) are our most popular car parks;
 - Princes Street and Foregate South are our least popular car parks.
- 8 The multi storey car park is our most costly car park to operate, primarily due to significant non-domestic rates fees. In 17/18 it ran at an annual loss of £0.015m. Discounted pricing and season tickets, details of which are in Appendix 1, have been introduced to stimulate use of the multi-storey car park and these have been successful in increasing use from previous levels. A summary of key information in relation to the multi storey car park is outlined below:
- The multi-storey car park has an occupancy rate of 55%
 - Average annual income per space is £242 per annum
 - Annual operating costs are £0.110m (including £0.064m NDR);
 - Annual income is £0.096m (including £0.020m from season tickets)

FINDINGS OF BENCHMARKING ANALYSIS

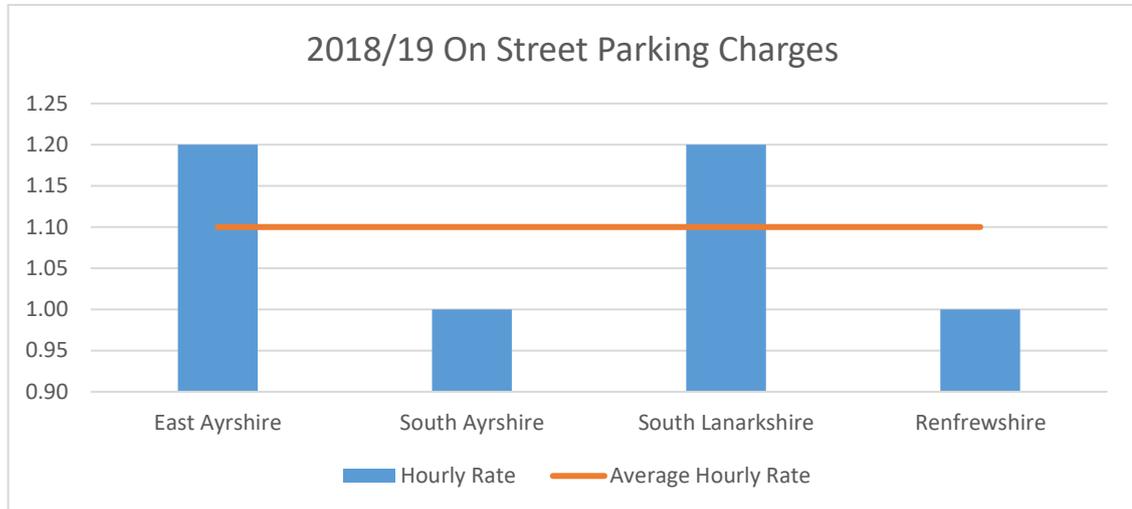
- 9 A national benchmarking comparison of parking charges across Scotland was undertaken by PWC and based on charges applied in 2016/17. This showed that charges for both on and off street parking in East Ayrshire were below the national average. Our charges have since been increased but the increased rates still remain below the 2016/17 Scottish average charges applied for both on and off street parking. It should be noted, however, that this benchmarking analysis included a number of major cities, where parking charges are significantly higher and that this distorts the national average upwards.
- 10 To help inform this review, a more focused benchmarking exercise was undertaken to analyse and compare parking charges with similar Councils in the West of Scotland, including South Ayrshire, Renfrewshire, Inverclyde and South Lanarkshire. It should be noted that North Ayrshire, North Lanarkshire and East Renfrewshire do not currently charge for parking, however, North Ayrshire are currently considering the introduction of parking charges. In addition, Inverclyde only currently charge for off street parking.
- 11 The results of this benchmarking analysis for off street parking charges are presented in the table below.



- 12 In terms of the key findings arising from comparison of other authorities off street parking charges, it can be concluded that:
- both Renfrewshire and South Ayrshire Councils have a higher hourly tariff for off street car parking and there may be scope for increasing our own charges to match neighbouring authorities;
 - Most daily rates are higher than East Ayrshire Council rates – ranging from £5 to £5.80;
 - South Ayrshire are also considering extending parking charging beyond the main town of Ayr to cover smaller towns of Prestwick and Troon. In

addition, South Lanarkshire Council apply parking charges in their two main towns, Hamilton and East Kilbride.

13 Findings from the benchmarking analysis for on street parking charges are presented in the table below.



14 In terms of the key findings arising from comparison of other Councils on street parking charges, it can be concluded that:-

- Our on street parking charges are already amongst the highest, with most comparator authorities slightly cheaper.
- There may be scope to extend the timeframe from 8am until 6pm.

ECONOMIC IMPACT OF PARKING CHARGES

15 Charging for car parking is a complex issue. It is only one aspect of a wide range of factors influencing willingness to travel by car, time and money spent, and business activity in town centres. It is very difficult to separate the influence of car parking charges from other factors. Charging is not the only important aspect of parking management; availability and ease of access are just as important to users. Research on the impact of parking charges, while limited, shows that charging for parking is often perceived, particularly amongst businesses, as having a negative impact on the number of people coming into the town centre and therefore on their footfall and activity levels. However, available evidence is almost entirely anecdotal. There is very little published evidence which links changes in car park charges to changes in town centre footfall.

16 Visitors to town centres suggested that car parking charges impact on how long they remain and, consequently, how much they spend whilst there. However, the general availability of spaces is felt by visitors to be more important than cost in their overall decision about visiting. Traffic flow and parking signage are felt by visitors to have the same, if not greater, effect on their decision to visit the town centre, how long they spend there, and how much money they spend.

17 Whilst a 'blanket' free parking strategy has been suggested to encourage more car park users, these were generally found not to benefit target visitors (for example, the spaces were used primarily by town centre workers who were taking up the spaces all day, rather than shoppers) and consequently had an unexpected negative impact on footfall related parking. Out of town developments were unanimously cited as being at least partly responsible for a detrimental impact on footfall and business trade in the town and city centres. The fact that most of these developments offer free parking was felt to give shoppers a reason to go to them over town or city centres.

18 To assist decision making when considering the recommendations around parking charges which are set out later in this report, it is worth reflecting on some of the key factors which have been highlighted by research around the economic impact of parking charges. To assist, commentary on the context within East Ayrshire is also provided in the table below:-

Key Factor	Commentary on East Ayrshire Context
The status and pull of the town	Kilmarnock is the main shopping centre in East Ayrshire. Cumnock and Stewarton are both important market towns.
Town centre layout and the attractiveness of retail offerings	<p>Bound by the one way system, Kilmarnock town centre provides a public realm which offers access to a range of health, leisure and public services, together with an attractive retail offer.</p> <p>Cumnock town centre has benefited from considerable investment and re-development in recent years and like Stewarton offers access to a range of services and retailers.</p>
The relative health or weakness of the town centre economy	<p>Like a number of town centres, online shopping has had an adverse impact on Kilmarnock, with a number of major retailers closing down in recent years, however, Marks and Spencer remains as a flagship town centre retail attraction.</p> <p>Cumnock and Stewarton both offer a varied retail offering.</p> <p>The Head of the Ayrshire Growth Deal has, however, indicated that in general economic activity is weak.</p>
Popular car parks are over capacity	Analysis of occupancy rates indicates that both the Portland Road and Sturrock Street West car parks are operating at (or over) full capacity.

Central area car parks are over-subscribed whilst peripheral parking is under-used	This is perhaps best demonstrated by the Sturrock St West and East car parks, which are split by the one way system. The west car park within the one way system is fully occupied, whilst the east car park on the outside of the one way system is one of the least used.
Central car parks are taken up by long stay users before shoppers and visitors arrive	A recent survey of Kilmarnock parking indicated that this was the case on Saturdays when parking is free.
There is no overall shortage of car parking spaces	Whilst car parks within the one way system are relatively well used, there is ample parking available in periphery town centre car parks.
There is a lack of compliance with parking restrictions	Compliance benchmarks favourably with neighbouring authorities.
Residents are complaining that they cannot get on street parking near their homes	A number of concerns regarding availability of parking continue to be expressed by residents just out with the current controlled parking zone in Kilmarnock town centre.
Availability of free parking in other parts of town	Morrisons Supermarket provides access to free parking and free parking is currently available on a range of residential streets just out with the current controlled parking zone.
Parking is not the number one local transport issue	There is no evidence to suggest that parking is currently the biggest transport issue, with public transport frequently highlighted as an issue of local concern.
The town has a nearby competitor with a better retail offer and/or free or cheaper parking	Irvine <i>currently</i> offers free parking, as does the closer out of town Queens Drive retail park. Silverburn Shopping Centre also offers free parking and a wider retail offering.

19 Taking account of the observations set out above, the Head of the Ayrshire Growth Deal has advised that in view of the relatively weak town centre economies across East Ayrshire, increasing or indeed introducing new parking charges would in her view, currently be detrimental to our towns. There is, however, the opportunity for wider town centre regeneration to mitigate the impact of parking charges.

REVIEW FINDINGS AND RECOMMENDATIONS

- 20 Taking account of the benchmarking findings above and reflecting on advice from colleagues in Roads and Transportation on local traffic management and parking issues that could be addressed by the introduction of parking charges, a series of proposals were considered and in some cases dismissed. Where available, informal feedback from local groups such as the Kilmarnock Town Centre Liaison Group and Celebrate Kilmarnock on local parking issues and concerns were also taken into consideration in shaping the recommendations, as was wider academic research on the economic impact of parking charges on town centres. Parking charges currently only apply in Kilmarnock and the review has also considered whether parking charges could be applied more equitably across East Ayrshire.
- 21 Details of the proposals considered and rejected, together with details of the proposals that are recommended for immediate implementation and those which are suggested for more detailed engagement are set out below.

PROPOSALS REJECTED

- 22 A number of proposals, some of which were suggested by local business representatives, were considered and rejected. These are summarised below:-
- Introduction of cameras to monitor and enforce parking based on Automatic Number Plate Recognition (ANPR) Technology;
 - Introduction of barrier controls at off street car parks;
 - Proposed introduction of off street parking charges in Galston and Mauchline; and
 - Introduction of a daily charge of £1 for use of Council Car parks at London Road, Kilmarnock and Rothesay House, Cumnock.
- 23 Further details on each of these proposals, together with an explanation of the reasons for their rejection is provided in Appendix 3 of this report.

PROPOSALS RECOMMENDED FOR IMMEDIATE IMPLEMENTATION - FROM 1 APRIL 2019

- 24 **Increase off street parking charges in Kilmarnock from 80p to £1 per hour and remove multi hour discount** - The existing short stay tariff was introduced around 1999/2000 on the back of the then parking strategy to help introduce a quicker turnover of spaces within the most sought after town centre car parks. At that time there was no on street pay and display regime and therefore it was important to try and provide a mixture of short and long stay parking within the car parks. Since the introduction of the on street regime, we have created short term turn over spaces at even more convenient locations to those provided within the car parks and this has removed a lot of the demand for short term parking in the

off street car parks. Indeed there have been a growing number of requests from various sources for the provision of more long term parking from for example court attendees, dental patients and town centre based workers.

25 Benchmarking data also indicated that our daily parking rates were significantly below neighbouring authorities and that there is scope to increase this rate. Similarly, a number of other authorities and privately operated car parks do not apply a multi hour discount rate, so it is again considered that there is scope for removal of the multi hour discount. Accordingly, in order to simplify the rates and better align them with our on street tariff structure and daily rates charged by comparator authorities, it is proposed to increase off street parking charges in Kilmarnock from 80p to £1 per hour and to remove the multi-hour discount. To respond to demand for all day parking in our existing short stay car parks, it is proposed to remove the maximum 4 hour stay restriction to allow all day parking at a premium rate of £8 per day. For existing long stay car parks only, the daily rate would capped at £5 per day. Full details are provided in Appendix 4, which provides details of the proposed new parking tariffs. Details of the additional income which it is anticipated will be generated by implementing this proposal are modelled in the table below:

Kilmarnock Carparks (Exc Multi Storey) Increase Charges to £1 per Hour & Remove MHD	High - No Reduction on Overall Demand	Medium - 10% Reduction on Overall Demand	Low - 20% Reduction on Overall Demand	Additional Operational Costs	Net Additional Income	Capital Costs
Revise Charges to £1 per hour with no Multi-Hour Disc (Mon - Fri)	204,900	127,200	49,500	-	127,200	-

RECOMMENDATION 1: That off street parking charges should be increased from 80p to £1 per hour and that multi hour discounts should be removed, with a £5 cap for full day parking applied in existing long stay car parks.

RECOMMENDATION 2 That existing maximum stay restrictions in our short stay car parks should be removed to allow all day parking at a premium daily rate of £8.

26 **Review of Charges – Kilmarnock multi-storey car park** – The multi-storey car park in Kilmarnock has suffered from a poor reputation for a number of years and this has impacted upon occupancy levels. Recent improvements, including an enhanced cleaning regime and added security patrols along with a discounted pricing policy, which makes this car park the least expensive in Kilmarnock, and the sale of season tickets, which have now required to be capped due to demand, have all been successful in improving occupancy levels, however, the car park continues to make an annual loss of around £0.015m.

27 The introduction of the increase in off street parking charges from 80p to £1 per hour, and the removal of the multi hour discount recommended previously, will

allow a similar level of increase to be applied to the existing multi-storey car park prices and for this car park to retain its status as the least expensive car park in Kilmarnock.

- 28 Accordingly, it is proposed that a similar increase should be applied across the board to multi-story parking fees, including season tickets. Full details of the new charges proposed are provided in Appendix 4 and the anticipated financial impact of applying these charges is shown in the table below. It should be noted that no decrease in demand has been built in to the medium forecast as it is anticipated that current levels of demand will be maintained as this will remain the least expensive car park to use in Kilmarnock.

Increase Multi-Storey Charges by 25% and Remove Multi-Hour Discount	High - 10% Increase on Overall Demand	Medium - No Reduction on Overall Demand	Low - 10% Reduction on Overall Demand	Running Costs	Net Additional Income	Capital Costs
Increase MSCP charges with no Multi-Hour Disc	36,000	24,000	12,000		24,000	

RECOMMENDATION 3: To approve the proposed increase in Multi-storey parking charges as detailed in Appendix 4 of this report.

PROPOSALS RECOMMENDED FOR ENGAGEMENT WITH COMMUNITIES

- 29 A number of additional options for increasing income from parking were explored and modelled to determine the potential income that could be generated should it be decided to implement these. Details of the options considered, which it is suggested should be endorsed to facilitate detailed engagement on these proposals with interested stakeholders are outlined below:-
- 30 **Re-introduce off street car parking charges for Saturday Parking** – Following representations from retailers in Kilmarnock to attract shoppers in to the town centre on a Saturday, a decision was taken in 2013 to stop charging for off street car parks in Kilmarnock. More recent discussions with traders at the Kilmarnock Town Centre Liaison Group indicated that the removal of off street parking charges in Kilmarnock is not achieving its original aim and that it is in fact having an adverse effect, with anecdotal evidence showing that long stay parkers were preventing the turnover of prime off street parking spots, which would usually be used by shoppers.
- 31 To establish if this was indeed the case, a series of Saturday car parking surveys were undertaken over a period of 7 weeks between 13 October and 24 November 2018. The results of these surveys demonstrate pretty emphatically that off street

car parks are used more or less to capacity every Saturday. The town centre footfall would not suggest that all of these vehicles are being used by shoppers and therefore it is reasonable to assume that the large majority of these vehicles are driven by town centre workers or park and riders. This assessment is also supported by the academic research on the impact of parking charges discussed earlier in this report. That being the case then it can be argued that the lack of turnover in off street parking in Kilmarnock on Saturdays is actually having a detrimental impact on the town centre economy.

32 To address this problem and stimulate turnover of prime off street car parking in Kilmarnock town centre, it is therefore proposed that Saturday parking charges for off street car parks be reintroduced. Details of the anticipated income that would be derived from this decision, based on the assumption that charges will be increased in line with the earlier recommendation above, are presented in the table below:

Reintroduce Saturday Charging (Exc Multi Storey)	High - 60% Current Occupancy Levels	Medium - 50% of Current Occupancy Levels	Low - 40% of Current Occupancy Levels	Running Costs	Net Additio nal Income	Capital Costs
Reintroduce Saturday Charging Proposed £1.00 Tariff	93,200	77,700	62,100	-	77,700	-

PROPOSAL FOR ENGAGEMENT 1: That off street car parking charges should be re-introduced on a Saturday in Kilmarnock as soon as possible.

33 **Extend the enforcement period for on street parking charges from 9am-5pm until 8am-6pm** – A number of neighbouring authorities currently apply this extended period for charging and it was previously our own policy, however, this was changed following a parking policy review in 2013. It was established at that time that demand for parking before 9am and after 5pm was low, accounting for only 7.5% of daily ticket sales. There was also strong support from local businesses for this change which allows town centre traders time in the morning for delivery of stock and in the evening to encourage short stay shoppers to drop in after work and initial feedback from Kilmarnock Town Centre Liaison Group indicates this remains their position. A further advantage of this policy change was that it freed up Parking Attendants to undertake other enforcement duties such as an increased presence outside of schools.

34 A return to the original 8am – 6pm enforcement period would however, bring us back in line with comparator authorities and as the table below shows, would generate significant income.

Extension of Parking Charges from 8am - 6pm	17/18 Total Income
Existing Off Street Parking Income (Exc Multi-Storey Carpark - based on 17/18 outturn)	571,900
Existing Multi-Storey Car Park Income (based on 17/18 outturn)	78,400
Existing On Street Parking Income (Based on 17/18 outturn)	379,700
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	1,030,000
7.5% Income	77,300

PROPOSAL FOR ENGAGEMENT 2: That the parking enforcement period should be returned to 8am – 6pm.

35 Introduction of additional on street parking spaces in Kilmarnock – The review identified an additional 38 parking spaces within Kilmarnock town centre that could be used for on street parking. Currently, the proposed areas contained within the cobbled / paved areas of the Controlled Parking Zone are often used for parking by blue badge holders (who are exempt) or motorists who have paid and displayed (albeit outwith bays and therefore illegally) – typically at the end of rows. These vehicles often receive PCNs and rather than continue to punish motorists who may have unwittingly parked illegally, it is proposed to introduce legitimate bays. We have also identified non-residential areas in Woodstock Street and Park Street to the west of the existing on street pay and display zone which could also be included. In total, 38 additional bays at the undernoted locations in Kilmarnock have been identified, with account being taken of road widths, proximity to junctions etc.

- Nelson Street (4 spaces)
- John Dickie Street (4 spaces)
- Strand Street (5 spaces)
- Woodstock Street (15 spaces)
- Park Street (6 spaces)
- Portland Road (4 spaces)

36 The introduction of these additional parking bays is anticipated to generate additional income, an analysis of which is presented in the table below:

Additional On-Street Parking Bays - Kilmarnock (Based on 6 Days)	High - 40% of Max Occupancy	Medium – 30% of Max Occupancy	Low - 20% of Max Occupancy	Additional Running Costs	Net Additional Income	Capital Costs
Introduction of Additional On Street Parking within KK, £1.20 ph	45,400	34,000	22,700	3,200	30,800	17,100

PROPOSAL FOR ENGAGEMENT 3: That 38 new on street parking bays, at the locations detailed above should be introduced in Kilmarnock town centre.

37 Introduction of free residents parking with introduction of a £1.50 all day charge for non-residents- Numerous residential streets on the outskirts of Kilmarnock town centre are subject to all day parking sessions by town centre based workers. This often results in residents being unable to park within their own streets, let alone near to their own properties, between the hours of 8am and 5pm. This situation is exacerbated in areas where residents have no access to off street parking. There is a clearly demonstrable need to free up space within these streets for residential and visitor parking. An extensive consultation process was undertaken a few years ago which was designed to address this issue. The proposed scheme was based on the introduction of 2 or 3 hour limited waiting with residents being entitled to 2 annual permits costing £90 in total and also entitled to purchase further visitor permits. There was widespread opposition to the scheme due to the proposed costs so the proposals were shelved.

38 As there is still a need to deal with this issue and in light of previous opposition, an alternative proposal has been considered to create charging zones whereby town centre workers can still park in these areas for a fee of £1.50 per day. Although this won't completely clear the streets, it is anticipated that the introduction of charges will encourage motorists to seek alternative modes of transport or car share thereby creating the desired freeing up of spaces for residents. Payment options would be limited to the pay by phone system only for daily payments or motorists could also purchase quarterly or annual permits. These permits would be issued virtually and both payment options would greatly reduce the need to invest in costly infrastructure such as ticket machines. Residents would also be permitted to purchase virtual permits and it is proposed to set a free tariff for such. Virtual visitor permits would also be available for a nominal fee. Wider engagement with residents would be required before this is developed further. A summary of the anticipated additional income that could be achieved from this proposal is modelled in the table overleaf.

Wider On Street Parking - £1.50 per day	High - 50% of Max Occupancy	Medium - 40% of Max Occupancy	Low - 30% of Max Occupancy	Additional Running Costs	Net Additional Income	Capital Costs
Wider On Street Parking - £1.50 per day - Kilmarnock	94,000	62,600	31,300	500	62,100	2,000

PROPOSAL FOR ENGAGEMENT 4: That a wider free residents parking scheme be introduced to cover streets on the outskirts of Kilmarnock, with a daily parking charge of £1.50 per day introduced for non-residents.

- 39 **Introduction of Parking Charges in other East Ayrshire Towns** – Currently, car parking charges are only levied in Kilmarnock. The review considered the opportunity to apply parking charges more equitably across East Ayrshire by extending charges to other satellite towns. In developing proposals, the undernoted summary information on parking and traffic management issues within Cumnock, Stewarton, Galston and Mauchline was considered.
- 40 **Cumnock** - is the second largest settlement in East Ayrshire and it is the market town for a substantial part of the former coalfield area with an estimated catchment population of 35,000. The town continues to prosper from inward investment and a regeneration programme and there is an increase in tourism due to the Dumfries House attraction. On street parking is severely limited but the town centre is well served by car parks located at Townhead Street, Tanyard, Ayr Road and Glaisnock Street.
- 41 There are currently no parking charges or time limits within the car parks and surveys indicate that the town centre car parks operate at or near capacity for significant periods of the day with a substantial amount of medium or long term parking which limits the opportunities for short stay parking to meet the needs of shoppers and the business community. The introduction of parking charges could create the desired turnover of spaces and reduce the amount of traffic circulating around the town centre in search of a place to park.
- 42 **Stewarton** - is the third largest settlement within East Ayrshire and continues to undergo expansion through residential development which results in increased traffic flows through the town centre. This can be demonstrated by the fact The Cross traffic lights operate at or near to capacity during peak periods.
- 43 Off street parking is limited only to the small car parks located off Avenue Square and Hamilton Gardens, however, there is a relatively large on street provision available along the main streets such as High Street, Avenue Square and Lainshaw Street.
- 44 Similar to Cumnock, the car parks operate at or near capacity for most of the day with very little turn over. There are currently no charges or time restrictions within these car parks. The on street parking provision is free but limited in time to two hours. The introduction of parking charges would, stimulate turnover and make the best of the limited parking provision available in this expanding town.
- 45 **Galston and Mauchline** - are similar in terms of population and parking provision. There are small off street car parks located in key locations and both town centres have on street provision in the form of free but limited waiting time parking spaces. Similar to Stewarton there is a need to better manage the on street provision for the benefit of both local economies.

46 **Introduction of off street charging in Cumnock and Stewarton** – Based on the analysis of parking issues outlined above, it is suggested that both Cumnock and Stewarton would benefit from the introduction of off street parking charges. In both towns, this would address the issue of town centre workers and residents taking up prime parking in town centre car parks and free up spaces within these car parks for shoppers and visitors to these towns. To ensure an equitable approach across East Ayrshire, it is proposed that the charges should be applied on the same basis and at the same rates as those applied to off street car parks in Kilmarnock.

47 The table below provides an analysis of the costs and the potential income that could be generated from the introduction of off street parking charges in Cumnock and Stewarton.

Charging in Other Towns - Off Street	High - 40% of Max Occupancy	Medium - 30 of Max Occupancy	Low - 20% of Max Occupancy	Additional Operational Running Costs	Net Additional Income	Capital Costs
Introduction of Off Street Parking Charges outwith KK - £1per hour and 6 day charging						
Cumnock	286,600	215,000	143,300	6,800	208,200	23,000
Stewarton	46,800	35,100	23,400	2,500	32,600	9,500
	333,400	250,100	166,700	9,300	240,800	32,500

PROPOSAL FOR ENGAGEMENT 5: That off street car parking charges should be introduced at the same rates as proposed for Kilmarnock for car parks in Ayr Road, Tanyard, Townhead Street and Glaisnock Street (Town Hall) in Cumnock.

PROPOSAL FOR ENGAGEMENT 6: That off street car parking charges should be introduced at the same rates as proposed for Kilmarnock for car parks in Avenue Square and Hamilton Gardens in Stewarton.

48 **Introduction of on street charging in Cumnock, Stewarton, Galston and Mauchline** - Based on the analysis of parking issues outlined above, it is suggested that Cumnock, Stewarton, Galston and Mauchline would all benefit from the introduction of on street parking charges. The introduction of on street parking charges will create the desired turnover of spaces and reduce the amount of traffic circulating around these town centres in search of a place to park. To ensure an equitable approach across East Ayrshire, it is again proposed that the on street charges should be applied on the same basis and at the same rates as those applied to off street car parks in Kilmarnock. A particular issue to be

considered through the engagement process will be around timing eg should regeneration activity within Galston be completed before charging is introduced.

49 The table below provides an analysis of the costs and potential income that could be generated from the introduction of on street parking charges in Cumnock, Stewarton, Galston and Mauchline.

Charging in Other Towns - On Street	High - 40% of Max Occupancy	Medium - 30 of Max Occupancy	Low - 20% of Max Occupancy	Additional Operational Running Costs	Net Additional Income	Capital Costs
Introduction of On Street Parking Charges outwith KK - £1.20 per Hour - 6 Days						
Cumnock	22,700	17,000	11,300	2,500	14,500	12,000
Stewarton	72,800	54,600	36,400	8,300	46,300	38,700
Galston	20,300	15,200	10,200	2,500	12,700	12,000
Mauchline	10,700	8,100	5,400	800	7,300	4,000
	126,500	94,900	63,300	14,100	80,800	66,700

PROPOSAL FOR ENGAGEMENT 7: That on street car parking charges should be introduced at the same rates as proposed for Kilmarnock in Hamilton Place, The Square and Glaisnock Street Cumnock.

PROPOSAL FOR ENGAGEMENT 8: That on street car parking charges should be introduced at the same rates as proposed for Kilmarnock in Avenue Square, High Street, Main Street and Lainshaw Street Stewarton.

PROPOSAL FOR ENGAGEMENT 9: That on street car parking charges should be introduced at the same rates as proposed for Kilmarnock in Brewlands Street, Bridge Street and Wallace Street Galston.

PROPOSAL FOR ENGAGEMENT 10: That on street car parking charges should be introduced at the same rates as proposed for Kilmarnock in Loudoun Street Mauchline.

COMMUNITY LED REGENERATION FUND

50 The roads legislation which governs parking charges states that any income derived from charging for parking is ring fenced for re-investment in roads and transportation infrastructure. This legislation preceded the more recent Community Empowerment (Scotland) Act 2015, which introduced participatory budgeting as a tool for community engagement and for developing participatory

democracy in Scotland by ensuring that people should have equal opportunity to participate in decisions shaping their local community and society.

- 51 The Council's annual investment in Roads will always far outweigh the total income brought in from charging for parking, so we will always remain compliant with the original Roads legislation. In the spirit of participatory budgeting (PB), the review identified an opportunity for the Council to allocate additional funding to support town centre regeneration and mitigate the impact of parking charges. Linked to income generated from parking, this Community Led Regeneration Fund would support the Council and Community Planning Partner's strategic priority of encouraging communities to regenerate our town centres, and would be distributed using a PB approach. It is envisaged that this fund will empower local communities to invest in their town centres, to reinvigorate and make them attractive places to live and visit.
- 52 As part of the planned engagement with communities on the wider proposals outlined within this report, it is suggested that the views of key stakeholders should be sought on the proposed establishment of a Community Regeneration Fund. This to include levels of funding and arrangements for disbursement.

PROPOSAL FOR ENGAGEMENT 11: Linked to implementation of the wider proposals on parking charges in this report, agree to seek views on the establishment of a Community Led Regeneration Fund to support town centre regeneration.

ENGAGEMENT ARRANGEMENTS

- 53 Initial engagement on the proposals specific to Kilmarnock, as outlined within the report, was held with the Kilmarnock Town Centre Liaison Group on 5 February 2019. Initial feedback was generally positive and balanced, with an understanding of the Council's position. Specific feedback received on individual proposals, is included within the body of this report. This meeting also generated some suggestions for alternative proposals around parking, which will now be considered.
- 54 Following consideration of this report by Cabinet and subject to agreement on which of the proposals should be progressed to stakeholder engagement, it is proposed that those specific to Kilmarnock should inform engagement with Celebrate Kilmarnock, Kilmarnock Town Centre Liaison Group and the wider business community. Parking proposals need to be developed to support the overall regeneration of the town centre and this engagement will help to ensure, where possible, that they are aligned to the new strategic plan being developed for the town centre and wider capital investment in town centre regeneration. A special event is planned at the end of April to facilitate this engagement.
- 55 Engagement within other communities where parking charges are being considered will involve the respective Community Led Action Plan Groups,

Community Councils and other relevant interest groups in these areas. This will be led by established Vibrant Communities contacts with support from colleagues in ARA and the Transformation Team.

- 56 Initial engagement has already generated some alternative suggestions and it is anticipated that the plans for further engagement will generate other ideas. Alternative suggestions received will be considered and responded to within a further report on the outcome of the engagement process and reflected in the final recommendations for future implementation, details of which will be presented to Cabinet once this wider engagement has been concluded.

COMMUNITY PLANNING / POLICY IMPLICATIONS

- 57 The proposal arising from the Transformational Review of Parking through the proposed establishment of a Community Led Regeneration Fund supports the Council and the Community Planning Partnership's strategic priority of encouraging communities to regenerate our town centres

LEGAL IMPLICATIONS

- 58 The price increases, which are recommended for implementation in 2019/20 are not subject to Traffic Regulation Order (TRO) amendments and can be implemented from 1 April 2019 subject to the publication of a relevant notice within the local press.
- 59 The proposal to remove the maximum stay restriction within existing short stay car parks and introduce an hourly tariff structure to facilitate all day parking constitutes a structural change to the existing tariff and, therefore, is subject to the promotion of a TRO amendment. Should approval be granted this amendment would be promoted on its own to avoid delay.
- 60 Otherwise, it should be noted that all of the proposals for engagement outlined within this report shall also be subject to TRO amendments or revocations. Should any of these proceed to implementation, they would also require to be promoted following statutory TRO implementation procedures which are outlined as follows:
- 61 In the first instance the proposals are presented to Police, Fire and other statutory bodies for their consideration and this stage of the process normally takes up to three or four weeks. Thereafter, the proposals are subject to a wider public consultation where objections may be raised during the 21 day consultation period. Any valid objections raised have to be resolved before the TRO making process can proceed. Thereafter, the date for the making of the TRO is set having established realistic timescales for the introduction of any lines, signs and / or other equipment necessary for the implementation of the TRO restrictions. Timescales for the preparation and implementation of new TROs are entirely dependent upon the scope of the proposals, the nature of any objections raised

and the ability to mitigate these. Therefore, in addition to the wider engagement proposals outlined below, it is prudent to allow for further period of 6 to 12 months for this official consultation process to be concluded.

- 62 The proposals in relation to the establishment of a Community Regeneration Fund, linked to parking, will also need to be developed to meet the requirements of relevant roads legislation.

HUMAN RESOURCE IMPLICATIONS

- 63 There are no direct human resources implications arising from the recommendations of this report, although it should be noted that significant officer time will be required to undertake statutory consultation and prepare traffic orders, should the proposals subject to further engagement be progressed.

- 64 In relation to the proposed extension of parking charges to other towns, it is currently envisaged, as parking enforcement activity already takes place in these towns, that any additional workload could be absorbed within the existing staffing structure. The impact of any new proposals on the parking service will be assessed during future service re-design activity.

EQUALITY IMPACT ASSESSMENT IMPLICATIONS

- 65 There are currently no identified equality impacts as a result of recommendations from this review.

RISK IMPLICATIONS

- 66 There are a number of environmental factors that can impact on parking income, including the attractiveness of the current retail offer and the underlying economy of our town centres. As a consequence, there is a risk that the income forecasts projected within this report will not be achieved.

- 67 This risk will be mitigated and managed through in year budgetary control activity.

68 TRANSFORMATION

- 69 This review is a key action of the Income and Commercialisation Workstream of the Transformation Strategy and will assist in increasing income to protect frontline services. The proposed establishment of a Community Led Regeneration Fund also links with the Vibrant and Empowered Workstream and is intended to support local people and community groups, through a participatory budget approach to make a positive contribution towards the regeneration of our town centres.

FINANCIAL IMPLICATIONS

- 70 Full details of the projected financial implications arising from the recommendations and proposals for engagement outlined within this report are summarised in Appendix 5. If all of the recommendation and proposals outlined within this report were implemented, it is anticipated, based on the medium income forecasts, that additional annual revenue of £0.747m could be generated.
- 71 Assuming that the medium forecast uptake levels are achieved, implementation of recommended increases in off street parking charges and the new pricing structure for the Multi Storey Car Park will generate additional parking income of £0.151m and this is reflected in the 2019/20 budget proposals.
- 72 It should also be noted that an estimated capital investment of £0.118m would be required, should all of the recommendations and proposals outlined within this report be implemented. It is recommended that the capital infrastructure costs associated with implementation should be funded from the Transformation Fund.

RECOMMENDATIONS

- 73 Cabinet is requested to:-
- i. Note the proposals considered during the course of this review, as detailed in Appendix 3, and agree that these should be rejected at this time;
 - ii. Agree that off street parking charges should be increased from 80p to £1 per hour and that multi hour discounts should be removed, with a £5 cap for full day parking applied in existing long stay car parks;
 - iii. To approve the proposed increase in Multi-storey parking charges as detailed in Appendix 4 of this report.
 - iv. That existing maximum stay restrictions in our short stay car parks should be removed to allow all day parking at a premium daily rate of £8 and that a standalone TRO should be promoted to allow implementation of this small change in tariff structure.
 - v. Agree that the above increases should be included in the Council's 2019/20 budget;
 - vi. Consider the remaining proposals outlined within this report and agree which of these should be taken forward to inform engagement with wider community and business interest groups;
 - vii. Note the proposal to create a Community Regeneration Fund as outlined within this report to mitigate the impact of parking charges and agree that views on this should be sought during the planned engagement process;
 - viii. Agree to the proposals for engagement with key stakeholders on the parking proposals as outlined in this report;

- ix. Agree that the Head of Roads and Transportation should be requested to prepare a further report on the outcome of the engagement process and bring forward recommendations for future implementation;
- x. Agree that the future capital infrastructure costs associated with implementation of the parking proposals outlined in this report should be met from the Transformation Fund; and
- xi. Otherwise note the contents of this report.

Katie Kelly
Depute Chief Executive (Safer Communities)
1 February 2019

APPENDIX 1**EXISTING CAR PARKING CHARGES – KILMARNOCK**

Tariff	Duration	Charge	Permits
(A) Short Stay	1 hour	£0.80	NA
	2 hours	£1.50	NA
	4 hours	£2.90	NA
(B) Long Stay	1 hour	£0.80	Quarterly £100 + vat
	2 hours	£1.50	Annual £345 + vat
	4 hours	£2.90	
	Over 4 hrs	£3.70	
(C) MSCP A	1 hour	£0.50	Quarterly £80 + vat
	2 hours	£1.20	Annual £270 + vat
	4 hours	£2.30	
	Over 4 hrs	£3.30	
(D) MSCP B	All day	£1.20	Annual £185 + vat

APPENDIX 2

EXISTING KILMARNOCK CAR PARKS – OCCUPANCY AND INCOME ANALYSIS

EAC - Car Parking Income	17/18 Actual Income (£)	General Spaces	Income per space	Maximum Income based on Max Stay per space (£)	Occupancy Based on Max Income
Multi-storey - Specific Tariffs Apply					
K/K Multi-Storey	(96,124)	397	(242)	(173,767)	55.32%
Long Stay					
Portland Rd	(40,981)	33	(1,242)	(31,624)	129.59%
Sturrock St - (East)	(12,129)	33	(368)	(31,624)	38.35%
Titchfield St	(32,923)	49	(672)	(46,957)	70.11%
Short Stay					
Foregate North	(51,047)	83	(615)	(124,683)	40.94%
Foregate South	(5,537)	11	(503)	(16,524)	33.51%
Nelson St - B	(7,194)	11	(654)	(16,524)	43.54%
Princes St - A	(4,605)	14	(329)	(21,031)	21.90%
Princes St - B	(7,108)				
St Marnock St	(46,813)	72	(650)	(108,158)	89.46%
St Marnock St (Nelson St)	(49,947)			-	
Sturrock St - A	(43,032)	51	(844)	(76,612)	99.59%
Sturrock St - West	(33,268)			-	
Queen St - A	(55,616)	129	(431)	(193,784)	53.33%
Queen St - B	(25,395)			-	
Queen St - C	(22,342)			-	
Fowlds St	(19,591)	24	(816)	(36,053)	54.34%
Waterside Street	(8,478)	12	(707)	(18,026)	47.03%
East George St 'A'	(66,046)	106	(623)	(159,233)	66.17%
East George St 'B'	(39,321)			-	
St Marnock Place	(6,786)	6	(1,131)	(9,013)	75.29%
Total	(674,282)	1,031	(654)	(1,162,551)	63.40%

Maximum Income Assumptions

Max income per space based space being occupied for maximum time

Max income based on charging hours of 9-5

Income based on current charging tariffs for LS and SS

Assumes 5 days charging within car parks based on current policy

Assumes 6 days charging for on-street parking in line with current policy

Based on 52 weeks

Excludes Christmas day (No charges applied)

**PROPOSALS CONSIDERED BY THE REVIEW AND
RECOMMENDED FOR REJECTION**

1. **Introduction of cameras to monitor and enforce parking based on Automatic Number Plate Recognition (ANPR) Technology** – The review considered whether this new technology could be used to enforce parking charges and automatically issue fines. Whilst this approach is used by a number of privately operated car parks in the area such as local supermarkets, to discourage long stay parking, it was established that ANPR cannot be used on its own for a Decriminalised Parking Enforcement system. The Road Traffic Act 1991 clearly stipulates that Penalty Charge Notices can only be legally served by affixing to windscreens or handing to motorists. Therefore, we cannot post penalty charges to offenders. As a consequence, this proposal was rejected.

2. **Introduction of barrier controls at off street car parks** – This proposal would ensure that every driver that entered a barrier controlled car park paid the required parking charge for the period of their stay and could assist in reducing enforcement costs. Kilmarnock traders have also indicated support for this option as a shift from a pre pay and display parking ticket to a pay on exit system would encourage visitors and shoppers to stay for longer as their stay would not be influenced by the need to return to their car to renew a parking ticket. There are a number of issues that argue against this approach:
 - Capital costs (£21K per barrier/ticket station) especially given the number of smaller car parks that we have;
 - Traffic flow issues on the one-way system at busy times;
 - Loss of spaces to facilitate the barrier technology
 - Resource still required to respond to any emergency issues associated with the operation of barrier controls

In addition, the ‘RingGo’ mobile payment facility already provides a remote parking ticket extension function which addresses the concerns expressed by local traders about the need to return to vehicles to extend parking stays. For these reasons, the introduction of barrier controls at off street parking was rejected.

3. **Proposed introduction of off street parking charges in Galston and Mauchline** – The review considered the introduction of off street charges on the same basis as Kilmarnock, for two car parks in Galston (Henrietta St, 32 spaces; and Church Lane, 12 spaces) and one car park in Mauchline (Loudoun St, 35 spaces). Whilst it was forecast that an income could be generated from this proposal, details of which are set out in the table below, it was not considered that there was sufficient demand within these smaller satellite towns to introduce off street parking charges and this proposal was rejected.

Charging in Other Towns - Off Street	High - 40% of Max Occupancy	Medium - 30 of Max Occupancy	Low - 20% of Max Occupancy	Additional Operational Running Costs	Net Additional Income	Capital Costs
Introduction of Off Street Parking Charges outwith KK - £1per hour and 6 day charging						
Galston	26,400	19,800	13,200	3,300	16,500	9,500
Mauchline	21,000	15,800	10,500	2,500	13,300	9,200
	47,400	35,600	23,700	5,800	29,800	18,700

4. **Introduction of a daily charge of £1 for use of Council Car parks at London Road, Kilmarnock and Rothesay House, Cumnock** – Council staff based within Kilmarnock town centre offices do not have access to free car parking and often therefore pay for parking. The review identified the potential to introduce a nominal daily charge of £1 for parking at the Council’s two major office bases in London Road, Kilmarnock and Rothesay House, Cumnock. This proposal would support employees to consider alternative greener methods of getting to work by public transport, cycling or walking and links well with the Council’s cycle to work scheme and the Active Travel Hub in Kilmarnock. There is also scope to extend similar parking charges to all Council premises, including schools. Consideration would require to be given to season tickets, impact on visitors (staff or public) and how these charges would be enforced eg DPE. The potential impact on neighbouring residential parking is another consideration, with the unintended consequence of staff parking in residential streets.
5. A summary of the anticipated income that could be generated from implementation of this proposal is set out in the table below. It should be noted that based on conservative estimates of initial uptake, the introduction of such a scheme at Rothesay House would initially operate at a small loss, however, as uptake increases, a small profit would be delivered.

Council Offices	High - 50% of Max Occupancy	Medium - 40% of Max Occupancy	Low - 30% of Max Occupancy	Additional Operational Running Costs	Net Additional Income	Capital Costs
Introduction of Parking Charges in Council Offices (Based on 5 days - do we need to change this?)						
London Road	23,600	18,900	14,200	4,500	14,400	9,200

Rothsay House	5,100	4,100	3,100	4,500	-400	9,200
	28,700	23,000	17,300	9,000	14,000	18,400

6. During the course of the review, the Scottish Government, in finalising its budget for 2019/20, announced proposals to introduce a workplace parking levy (WPL). Details of this scheme, which will allow councils to set a levy on workplace car parking spaces are not yet available. The intention of the levy is to encourage employees to use alternative methods of transport to get to their place of work by imposing a tax on employee parking which would be payable by the employer and could be passed on to employees.

7. As will be noted from the table above, the potential income that could be generated from this proposal are relatively low and given the clear links between the proposal considered by the review and the WPL proposed by the Scottish Government, it is suggested that this proposal should be rejected at this time and given further consideration once more details of the new legislation proposed by the Scottish Government on the WPL is available.

APPENDIX 4**PROPOSED CAR PARKING CHARGES FROM 1 APRIL 2019 – KILMARNOCK**

Tariff	Duration	Charge	Proposed Permits
(A) All Surface Car Parks	1 hour	£1.00	Quarter £125 + vat
	2 hours	£2.00	Annual £430 + vat
	3 hours	£3.00	
	4 hours	£4.00	
	Over 4 hrs	£5.00 cap in long stay car parks only	*
	5 hours*	£5.00	
	6 hours*	£6.00	
	7 hours*	£7.00	
	Over 8 hrs*	£8.00	
(B) MSCP A	1 hour	£0.75	Quarter £100 + vat
	2 hours	£1.50	Annual £340 + vat
	3 hours	£2.25	
	4 hours	£3.00	
	Over 4 hrs	£3.75	
(C) MSCP B	All day	£1.50	£230 + vat

Notes

* 5-8 hour charges to be introduced in short stay car parks only, subject to TRO Amendment

Max all day tariff capped at £5 in long stay car parks only (no cap in short stay)

3 hour tariff introduced where currently there is none

MSCP Zone A charges based on a 25% uplift on the 2 hours charge and then an hourly equivalent applied for all stay lengths.

MSCP all day tariff capped at £3.75

MSCP Zone B daily charge and all permits uplifted by 25%

APPENDIX 5

SUMMARY OF FINANCIAL IMPLICATIONS ARISING FROM RECOMMENDATIONS OF THE REVIEW

SUMMARY OF RECOMMENDATIONS AND PROPOSALS	High Occupancy	Medium Occupancy	Low Occupancy	Operational Running Costs	Net Additional Income	Capital Costs
RECOMMENDATIONS FOR IMPLEMENTATION FROM 1 APRIL 2019						
Revise Charges to £1 per hour with no Multi-Hour Discount (Mon – Fri)	204,900	127,200	49,500		127,200	
Increase MSCP Charges	36,000	24,000	12,000		24,000	
PROPOSALS FOR ENGAGEMENT						
Reintroduce Saturday Charging Proposed £1.00 Tariff	93,200	77,700	62,100		77,700	
Extension of Parking Charges to 8am-6pm	77,300	77,300	77,300		77,300	
Introduction of Additional On Street Parking within KK, £1.20 ph	45,400	34,000	22,700	3,200	30,800	17,100
Wider On Street Parking - £1.50 per day – Kilmarnock	94,000	62,600	31,300	500	62,100	2,000
Introduction of Off Street Parking Charges outwith KK - £1per hour and 6 day charging						
Cumnock	286,600	215,000	143,300	6,800	208,200	23,000
Stewarton	46,800	35,100	23,400	2,500	32,600	9,500
Introduction of On Street Parking Charges outwith KK - £1.20 per Hour - 6 Days						
Cumnock	22,700	17,000	11,300	2,500	14,500	12,000
Stewarton	72,800	54,600	36,400	8,300	46,300	38,700
Galston	20,300	15,200	10,200	2,500	12,700	12,000
Mauchline	10,700	8,100	5,400	800	7,300	4,000
TOTAL	1,010,700	747,800	484,900	27,100	719,900	118,300