Agenda Item No.

Southend-on-Sea Borough Council

Report of Executive Director Neighbourhoods and Environment
To
Cabinet
On
15 September 2020
Report prepared by: Sharon Harrington, Head of Traffic Management & Highways Network

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Parking Review 2020 – Enabling Projects

Place Scrutiny Committee
Cabinet Member: Councillor Ron Woodley
Deputy Leader (Cabinet Member for Transport, Capital & Inward Investment)

Part 1 (Public Agenda Item)

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1. Purpose of Report

1.1 This Report follows the Parking Review 2020 report approved by Cabinet in June 2020 and the adoption of a new Traffic & Parking Policy Statement at Cabinet in July 2020.

1.2 It sets out the enabling projects, required to deliver the wider aspirations as set out in the Traffic & Parking Policy Statement, particularly the Administrative Zones, Permit Parking Concessions and Digitisation of services.

1.3 It also sets out the financial commitments required to deliver the overall Parking Review 2020 project, within the timescales described in this Report and as required by Cabinet.

1.4 This Report also sets out the investment required to support a trial period of a new parking concession for Residents, the Southend Pass.

1.5 Finally, this Report sets out a recommendation for extending the parking recovery concessions, agreed by Cabinet in June 2020.

2. Recommendations

2.1 It is recommended that Cabinet approves the:

a) Parking Administrative Zones (Section 4)
As described in this Report and on the attached plan, to introduce Administrative Zones which will be used to deliver future projects such as a review of Fees & Charges, Permits and the types of regulations (parking restrictions) which will be brought forward to meet the local need. To be delivered by April 2021.

b) Permit Review (Section 5)
To undertake a wider review of parking concessions, based on the core permit types as described in this Report, ensuring they remain fit for purpose. To be delivered by April 2021.

c) Southend Pass Trial (Section 6)
To deliver aspirations for a trial period of a new parking concession for residents, enabling pass holders to park for free in certain areas of the Borough, as described in this Report. The Trial period is to commence in April 2021.

That Cabinet note that the trial period will be used to monitor the overall impact of the Southend Pass and an evaluation of the trial scheme on a quarterly basis by the Executive Director Neighbourhoods and Environment in consultation with the Executive Director Finance & Resources and the Cabinet Member for Transport, Capital and Inward investment. This could result in further recommendations coming back to Cabinet to make changes to the scheme during the trial period.

Cabinet also to note that a final comprehensive evaluation report on the Southend Pass will be bought back to Cabinet following the conclusion of the trial period.

d) Service Digitisation (Section 7)
To deliver on the wider Council digitisation programme, in respect of the Parking Service, including transition to digital, rather than paper parking permits, and improvements to the way in which parking permits and paid for parking sessions are administered.

e) Traffic Regulation Order Review (Section 8)
To undertake a review of the TRO database, ensuring it is fit for purpose and helps improve accessibility to public documents.

f) Discounted parking offer
It is further recommended that the Council extends the discounted parking offer of a free hour of parking, once one hour has been purchased, valid in all off street car parks. This was intended to expire in September 2020 but it is now proposed to be extended until 31 March 2021.

That Cabinet note that the temporary relaxation of enforcement in car parks after 16:00 each day, will expire on 30th September 2020, as originally approved in June 2020.

2.2 Cabinet are also requested to approve the use of up to £635,000 from the Business Transformation Reserve to support the proposals set out in this report. This includes a £180,000 revenue contribution to the Capital Investment Programme to fund the replacement of signage project. Further details are outlined in Section 13 of the report.

2.3 Cabinet are also asked to refer, for Council approval, the addition of £180,000 to the Capital Investment Programme for the replacement of signage project.

3. Background

3.1 The Parking Review 2020 is an ambitious project, designed to ensure the Service is fit for purpose and delivers on the aspirations set out in the Traffic & Parking Policy Statement, and wider Council policies and strategies.

3.2 The Traffic & Parking Policy Statement sets out the interim direction for the Service, in anticipation of a full Parking Strategy, to be delivered once the longer-term impacts of COVID-19 are known.

3.3 This report sets out the range of enabling projects that are required for delivery of future aspirations, as set out in the Policy Statement.

4. Administrative Zones

4.1 In 2019, the Council commissioned a review of parking within the Borough, particularly focusing on options for creating new administrative zones, and considering approaches to charging.

4.2 A copy of the draft consultant's report is attached at Appendix 1 to this Report.

4.3 The Council currently operates 26 charging schemes, including permit, and paid for parking. These schemes are further divided by differing days and times of operation, in some areas with seasonal variations.

4.4 With so many variations, the Councils ability to introduce more innovative charging and concession schemes, is limited. The Administration have a clear aspiration to deliver concessions to residents, support local businesses and improve air quality; and making the permit application process much more customer friendly.

4.5 The introduction of Administrative Zones as described in this report, will enable the Council to develop and design operating standards to meet the needs of wide areas, without losing the localised focus required to properly balance the needs of road users.

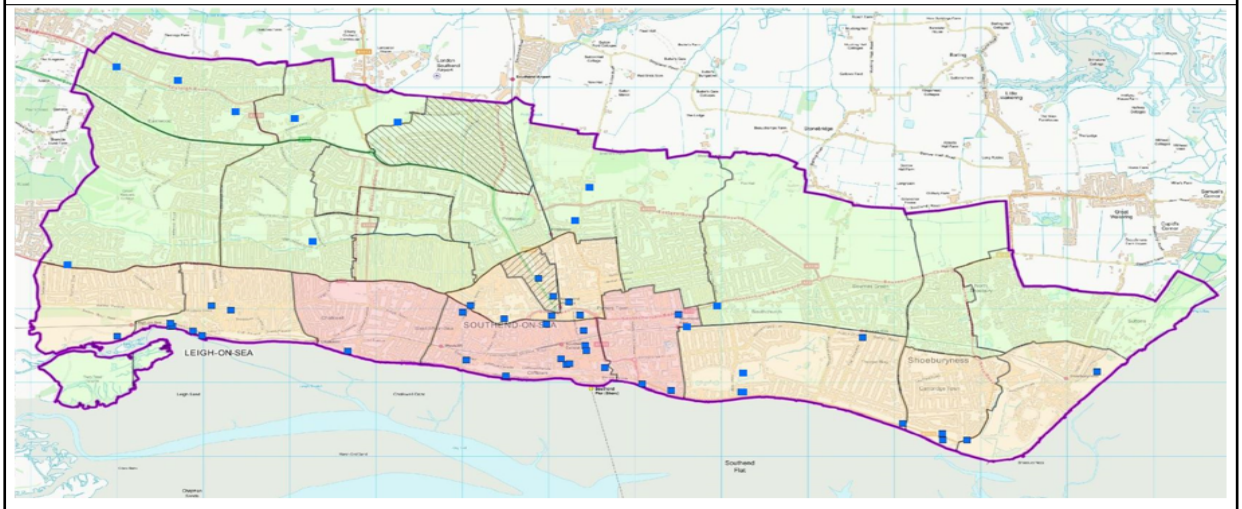
4.6 Proposed Administrative Zones

4.7 The Administrative Zones will be used to deliver the following service improvements:

a) Zone based charging, whereby parking charges can be set to cater for the local need, rather than a one size fits all approach
b) Differential operating times for restrictions, for example in a residential area, timing the restrictions to ensure residents returning from work in the early evening are properly catered for
c) Managing concessions offered through permits, this could be areas where a high turnover of short stay parking is required to support businesses, therefore use of long stay permits would be a detriment
d) Managing parking pressures with the introduction of shared space where appropriate
e) Ability to signpost to areas of the borough that are under utilised
f) Implement schemes that support the use of the asset and are fair and consistent with the zone in which they fall
g) Ability to manage what permit types can use various zones
h) Ability to understand what a new scheme will include when it is proposed, to reduce implementation time

4.8 Moving forward, consideration could be given to introducing levies and discounts on paid parking to incentivise transition to lower emission vehicles or cashless parking. In 'tourist' areas, this would be directed towards visitors, but in residential areas, the Council could decide to offer discounts instead.

4.9 The following map shows the new Administrative Zones proposed for the Borough, where possible, these utilise the main road network to provide natural boundaries and further extend the opportunity to reduce signage clutter.



Key Red Hatch - Zone 1, Yellow Hatch – Zone 2, Green Hatch – Zone 3, Blue Dots – Car Parks
Grey hatch – Airport and Hospital Areas for individual consideration

4.10 Zone 1

4.11 The Town Centre and central section of the seafront are areas of the highest demand, and where capacity is split between competing road users, primarily visitor and business, with some requirement for residential capacity.

4.12 The primary parking regulations will include paid for parking, with some areas reserved for residents only. A further review will be conducted to ensure resident capacity is properly utilised, and where possible consider introducing 'shared use' parking instead.

4.13 With so many competing demands, and different parking regulations, this area would retain individual parking bays and signage to ensure the message is clear to road users.

4.14 Zone 2

4.15 Zone 2 is primarily residential but is at risk of significant displacement from Zone 1 and includes some major employment sites, putting the residents, at a disadvantage against commuters.

4.16 As restrictions in this area will be mainly Permit Parking Areas with no-waiting restrictions, this will be considered for zone-based signage and where appropriate, 'shared use' parking bays will be considered, supporting access to retail and public services.

4.17 Zone 3

4.18 Almost entirely residential, it is unlikely large areas of parking regulation will be required, except for large employment sites.

4.19 Any existing or new Permit Parking Areas will be considered for zone-based signage as the provision will be almost entirely designed to protect residents.

4.20 Zone 4

4.21 The Hospital and Airport Zones, along with any future schemes around large employment sites, required to protect residents, will be identified as Zone 4, these areas are likely to be impacted at all times, whereas the majority of other Zones will only require restrictions during the daytime.

4.22 Delivery

4.23 The Administrative Zones are primarily for administration purposes only and will not be visible on street. Where parking regulations will be different depending on the zone, for example in Permit Parking Areas, these Administrative Zones will be referenced on the signage to ensure the driver is clear on which rules are in force.

4.24 The use of ‘zone codes’ will be rationalised to ensure they are consistent and clear – any Residents Parking Schemes or Permit Parking Areas will have a clear code which references the Administrative and individual zone they reside within.

4.25 To ensure best value, any changes to existing schemes will, where possible, be undertaken alongside any other works in that area.

4.26 Benchmarking

4.27 The Service continues to work closely with other Local Authorities and industry bodies, including the British Parking Association to ensure the approaches brought forward are representative of the wider industry, tailored to the specific needs of Southend-on-Sea.

4.28 With many competing demands, this approach to zoning the Borough aims to prioritise the needs of road users in smaller chunks, enabling the Council to be more responsive to local pressures.

5. Permit Review

5.1 The Council currently offers 60 permit variations; it is proposed that these will be revised to ‘core’ permit types as shown below.

Proposed Permit Type	**Intended use**
Resident	Inclusive of all resident permit parking areas.
Southend Pass	Concessionary pass to allow parking in agreed locations borough-wide to support residents.
Resident – Visitor Scratch Card	All visitor scratch card or temporary home carer concessions will be delivered here.
Business / Trader	Where businesses operate within a resident permit parking area or other controlled area such as a pedestrian zone, these permits will be issued, often time limited to avoid incentivising commuting over public transport.
Season Ticket – Car Parks	Any Customer; potentially aimed at commuters and regular workers within the borough
Carers Permit	Issued to residents who require essential home visits by a doctor, district nurse, similar healthcare professional carers
Operational Permit	Healthcare workers and Corporate Carers SBC employees and contractors working on behalf of SBC that need to visit sites across

	the borough. Paid for by employer (cost code for internal, online payment for contractors)
Seafront	Permits for those who own properties or assets on the seafront who require regular access

5.2 The new permits will be rationalised based firstly on the Administrative Zone, as described above, then on the concession offered. In future projects, the Council will then have the ability to impose zone specific restrictions, for example in Zone 1, the Town Centre and Seafront, the ability of Staff Permit Holders to park could be time or location limited, or removed altogether.

5.3 Once the core permit types are approved, the Council will undertake a full review of the existing concessions and bring forward recommendations for a new set of Terms & Conditions for each, along with a revised pricing and eligibility criteria.

5.4 Any changes will be subject to sufficient consultation and engagement with affected groups, before consideration by Cabinet for approval. It is anticipated this will be brought back to Cabinet in November 2020.

5.5 It is anticipated the concessions offered to staff and current or past Elected Members will require significant consultation and engagement, therefore these proposals will be brought forward separately in 2021.

5.6 It is expected that over the course of the review all permits will transition to a digital service by April 2021.

6. Southend Pass

6.1 The Southend Pass is an experimental pilot initiative that is hoped will be both attractive to local car users and also provide some extra stimulus for local retail, hospitality and leisure outlets to help support the area as part of the economic recovery from the pandemic.

6.2 The proposal is to introduce a new parking permit, which will enable users to park for up to three hours in any single location, in any on street pay and display, or off-street car park.

6.3 This new initiative does contain several risks, uncertainties and opportunities that will need to be carefully assessed and evaluated as part of the trial and this will form part of the quarterly review.

6.4 It is hoped that the introduction of a Southend Pass would have the following positive impacts:

a) Support local businesses by incentivising residents to utilise local retail, leisure and service offerings, over out of borough shopping centres and other leisure destinations.

b) Provide a reasonable discount offer to residents of Southend who could be at a disadvantage to visitors when attempting to ‘stay local’.

6.5 With a pilot scheme of this size and scale the financial implications will vary significantly depending upon the take up of the offer presented and the ways in which the pass is utilised by the holders.

6.6 Several assumptions have been used to help quantify the estimated financial impact of the pass.

a) That the current cost of a 3-hour parking session is on average £2.30 across the Borough. There are varying parking charges across Council operated on and off-street parking offers but the £2.30 price point has been used as the base parking fee for this time period. If the majority of uses of the pass are in areas where a 3-hour stay is priced higher than £2.30 this will increase the financial risk of the proposal.

b) That the pass will be used on average 4 times per month.

c) That there is parking provision for up to 3-hour session in any single zone within a 24-hour period, further 3-hour sessions can be made in any other zone. For clarity, the intention would be that a driver can park for up to one 3-hour session in Zone 1 and then up to a further 3 hours in any other Zone, within a single 24-hour period. Southend Pass holders cannot use the pass multiple times within any single zone, within a 24-hour period.

d) That the introductory offer price of this pass is £8.50 per month inclusive of VAT. The Council will continue to explore the VAT status and treatment of the pass with HMRC.

e) The pass cannot be used in a resident parking area nor to replace a resident permit.

f) That the pass is applicable for both off and on street parking.

g) That the period of the Southend Pass is for a 12-month pilot trial from 1 April 2021 to 31 March 2022 to fully assess the usage and financial impact of the proposal. Quarterly reviews will also be undertaken with the appropriate Executive Directors and Portfolio Holder.

6.7 Based upon the above range of assumptions, it is estimated that the financial exposure on the parking income budget over the 12 month pilot period of potentially less parking income than the Southend pass income generated in that period could be in the region £125,000. This is based upon a 10% of eligible pass take up from the 82,000 registered vehicles in Southend-on-Sea. (Although applications will also be considered from other boroughs in future).

6.8 There is a high degree of volatility and uncertainty over these assumptions as the financial impact increases the more residents take up the offer, but the highest element of volatility rests on the regularity of the use of the pass. Given

the nature of this innovative initiative and with no previous information to base the assumptions on, it is also proposed to create a further risk allocation of £150,000 to support the scheme if required during the trial period.

6.9 A quarterly review of the usage data and financial impact on the parking income budget will be undertaken to gain an understanding and an assessment of the behaviours of pass holders. This will be used to ascertain if the assumptions need to be revisited during the pilot period. Should improvements to the scheme be required, these may be brought forward during the trial period, in order that the impact can be monitored, reviewed and reported on.

6.10 Pass usage and resident take up will be the key indicators to consider during the quarterly reviews due to the seasonal nature of parking use in the town and to establish if the coronavirus pandemic has had a longer term impact on parking use.

6.11 The potential impact on the parking income budget will also be monitored monthly as part of the regular budget monitoring arrangements to assess the required drawdown from the Business Transformation Reserve to support this pilot proposal. A total sum of £275,000 is being set aside for this purpose.

6.12 More detailed information on the Southend Pass can be found in Appendix 2.

6.13 Discounted Parking Offer

6.14 At Cabinet in June 2020 a decision was taken to allow customers to buy one hour of parking and get an additional hour for free. This was originally valid in all off street car parks until 30th September 2020.

6.16 In GasWorks and Fairheads Green Car Parks customers are required to purchase two hours of parking, before being eligible for the additional free hour.

6.17 Extending this concession to 31 March 2021 will support the recovery from COVID-19, and dovetail with the aspiration to deliver the replacement concession, the Southend Pass.

6.18 Cabinet also agreed to limit enforcement operations and reduce the charging operational times to 4pm each day, only in off street car parks. These arrangements will expire as planned on 30th September 2020 and enforcement charging and operations will return to normal.

6.19 Based on the original assumptions of the revenue implications of these proposals, it is estimated the impact could be a further £180,000. However, some extra income could be generated to offset this by customers choosing to stay longer and visit more frequently.

7 Service Digitisation

7.1 Supporting the wider Council objective to digitise services where possible and appropriate, the Council will develop a new digital application and renewal process. Permits will be 'virtual', reducing printing costs and making tasks such as changing a vehicle registration number, simpler and faster. The service will always ensure there is support for our vulnerable residents who do not have access to a virtual platform.

7.2 To protect vulnerable groups, the Council will retain the ability to apply using a paper form, or by visiting a Council office.

7.3 It is likely the new digital permits will be processed using the Mobon pay by phone app already used by the Council, providing a single point of contact for customers to manage their parking.

7.4 Work is still ongoing to develop this proposal, however it is anticipated we will be in a position to deliver this early in 2021.

8 Traffic Regulation Order Review

8.1. A Traffic Regulation Order is the legal instrument used by the Council to introduce any parking or movement regulations on the public highway or Council operated Car Parks. The Road Traffic Regulation Act 1984, and associated Regulations provide the legislative framework and direct how and when regulations can be implemented.

8.2. These Orders also enable the Council to introduce charges for parking, for example permit parking areas or pay and display.

8.3. Any parking or moving traffic enforcement undertaken by the Council is subject to these Orders. Where Police enforce contraventions of road traffic rules, for example speed limits other than 30mph, these Orders are used to issue a Fixed Penalty Notice or as part of the prosecution.

8.4. To keep up with changing industry standards, reduce operating costs and make these Orders more accessible to the public, a new digitisation project will be undertaken.

8.5. Moving to 'map based' TRO's will reduce the cost of advertising and introducing new Orders, and improve the information presented to the public as part of statutory consultations.

8.6. Ensuring the enforcement operation is fair and transparent, a digital service will help drivers who have received a Penalty Charge Notice understand the contravention and submit an appeal if they believe it has been wrongly or improperly issued.

8.7 <u>Additional Benefits</u>

8.8 As this new digital service is brought forward, it will be expanded to include wider service functions, to supplement the MySouthend mobile phone application and website, with functions to include; -

- Updates on Roadworks and Emergency Road Closures

- Consultations on new proposed Traffic Regulation Orders

- Enhance the ongoing DFT Grant Funded digitisation project to; -

    - Enhance real time information, insight, and network management, improving travel time, which is key for freight and export sectors
    - Enhance journey planning, promoting access for tourists, shoppers, and visitors
    - Active network management, maximising existing capacity, access to services, housing, and key economic zones
    - Real time monitoring for predictive analytics, actively managing the network to improve air quality
    - Linking data across multiple modes.

9 Project Funding

9.1. To date, the Council has already engaged x1 FTE and x1 PTE consultant and project manager to lead the delivery of all elements of Parking Review 2020, and to support the wider service throughout the reorganisation. It is anticipated the project programme will dovetail into this reorganisation, ensuring the new team structures are delivered at the same time as significant policy and process changes.

9.2. To ensure the project is fully financed from inception to completed, and to deliver within the parameters approved by Cabinet in earlier Reports, the following funds are required.

Item	**Funding Required**
Consultancy Costs (Revenue)	£90,000
Signage Replacement (Capital)	£180,000
TRO Advertising (legal costs) (Revenue)	£20,000
Consultation & Engagement (Revenue)	£10,000
Surveys & Analysis (Revenue)	£60,000
Total	**£360,000**

9.3. Consultancy costs include resources required to deliver the Traffic Regulation Orders (TROs) digitisation, and to ensure continuity of service during the restructure. Should contingencies be required, these consultants' will be positioned to ensure core services, such as temporary and emergency TRO's can be delivered whilst the permanent resources are put in place.

9.4. As the reorganisation takes shape, the Consultants will lead on training and supporting the new team structures in implementing the new policies and procedures.

9.5. It is estimated more than 4,000 signs will be replaced through the life of this project. Where possible, sign plates will be combined, or removed altogether to reduce signage clutter in the Borough. Including a 20% contingency for damaged or lost posts or columns, which will not be quantifiable until survey works are completed.

9.6. Costs associated with advertisement of Traffic Regulation Orders will be significantly reduced following successful completion of this project, specifically costs associated with advertising space in local newspapers. These funds are requested to deliver a new 'consolidation Order', bringing together all existing restrictions into a single, digital or map-based Order.

9.7 Consultation and engagement are key to the successful delivery of this project. It is anticipated a majority of this will be delivered using the new Consultation Strategy, using the online portal, this contingency is proposed for any printed material that may be required, particularly to support those who do not have access or are unable to a computer.

9.8 Changes to Controlled Parking Zones and other parking regulations require on street stress surveys and analysis which cannot be undertaken using consultations or assumed data. In early 2020, some initial surveys around the Hospital and Railway Station were abandoned due to COVID-19, these will be incorporated into the Parking Review 2020, where it is anticipated a further set of surveys will be required in all parts of the Borough.

9.9 The quotations for the original survey and analysis work was circa £5,000 per week. It is anticipated a further 10 surveys will be required. Where possible, efficiencies will be sought by combining surveys or procuring multiple works together.

9.10 <u>Savings</u>

9.11 It is anticipated the Council will receive payback on this project within two years, as described below.

9.12 Digitisation of Permits will save up to circa £150,000 per financial year in reduced printing and administration costs. Further savings will be found in time saved for Enforcement Officers, who will be able to enter the details of a vehicle into their handheld device, which will show all relevant information, linking the Council systems with Mobon and other applications.

9.13 Experience of consultants from other Local Authorities suggests Traffic Regulation Order processing costs can see reductions of up to 25%. Currently the Council spends £35,000-£40,000 per year in advertising costs depending on the number of schemes implemented.

9.14 The projects as described in this Report, with the exception of the Southend Pass, are enablers to future schemes identified in the Traffic & Parking Policy Statement, which may be brought forward, each of these will seek to achieve best value for the Council by improving service provision and reducing operating costs. Where the Council generates revenue, for example in Off Street Car Parks, consideration will be given to acting more commercially, increasing revenue against competing car parks.

10 Other Options

10.1. Cabinet could decide on a different approach to delivering Parking Review 2020, and the related projects as described in this Report, however it is likely this will significantly extend the programme and limit the effectiveness of certain elements.

11 Reasons for Recommendations

11.1 To ensure the Parking Review 2020 and related projects as described in this and related Reports can be delivered within the timescale and to the standards and outputs already directed by Cabinet.

12 Corporate Implications

12.1 Contribution to the Southend 2050 Road Map

12.2 The Road Map for 2020 sets out the first five-year plan to achieve the Southend 2050 vision. This proposal will help the Council to deliver on its aspirations as set out in the Traffic & Parking Policy Statement, ensuring parking regulations are properly tailored to the local need, and clearly signposted to road users.

13 Financial Implications

13.1 As referenced in section 9.2, the costs of these enabling schemes is estimated at £360,000 split equally between Capital and Revenue and it is requested that all these costs are funded from the Business Transformation Reserve. In addition, the Capital Investment Programme will need amending to reflect the additional replacement of signage capital spend of £180,000.

13.2 Based on the assumptions surrounding the Southend Pass which are detailed in section 6.6 there is a potential that the Pass could generate less income than pay and display use dependent upon a range of factors. In order to mitigate some of this risk it is proposed to earmark up to £275,000 from the Business Transformation Reserve. The income received in our car parks will be monitored regularly as part of the monthly budget monitoring process and the Reserve will only be drawn down if necessary.

In addition, there is a small set up cost in association with the proposal as set out below;

Item	Trial Period Cost
Licence Fee	£2,000 per month for 6 months (£3,000 thereafter)
Transaction Cost (per transaction)	5p

The Licence Fee will be funded through the Parking Services existing revenue budget and for Mobon users, the 5p transaction fee would be added to the Southend Pass charge for each month. There is no transaction fee for clock users.

13.3 The extension of the parking offer scheme from 1 October 2020 to 31 March 2021 is estimated to be a further loss in parking income of an estimated £180,000 and will therefore add to the overall current budget pressures being experienced by the Council for 20/21. The funding of these overall pressures will need to be dealt with as part of the regular budget monitoring and the recommended solutions for funding as we move through the year.

14. Other Implications

14.1 Legal Implications

14.2 The Council can vary any Traffic Regulation Order made using provisions in the Road Traffic Regulation Act 1984, following the associated procedures. It is anticipated these changes will be introduced alongside a related project which is reviewing the TRO database and procedures, reducing cost.

14.3 People Implications

14.4 The changes will improve the existing service by providing clearer information to road users on the restrictions in effect.

14.5 Property Implications

14.6 It is anticipated that the Southend Pass will incentivise residents to utilise the Council Off-Street Car Parks throughout the year, increasing capacity during the ‘off season’. The impact could be that car park assets become more viable in the longer term.

14.7 Consultation

14.8 As projects are brought forward, consultation and engagement will be central to developing the proposals. To properly monitor this, it is proposed a service specific survey be created using the online portal, enabling those affected to feed back through a single source. Paper surveys will be made available where appropriate.

14.9 Equalities and Diversity Implications

14.10 Assessments on the impact of these projects will be developed as the programme moves forward, ensuring they remain 'living documents' and are updated as the full proposals and impacts are known.

14.11 Risk Assessment

14.12 Alongside other assessments, risks to the Service, those affected by the project and the wider impacts on Council aspirations will be undertaken.

14.13 Value for Money

14.14 The Parking Review 2020 has an overarching objective of achieving best value for the Council, and ensuring the Service is fit for the future. As projects are brought forward, consideration will be given to the most cost-effective approach to delivery. The funds sought in this Report are considered to deliver value for money as in the longer term, Service costs will be reduced.

14.15 Community Safety Implications

14.16 A robust and transparent enforcement regime will give the community confidence that the road network is safe and accessible for all users.

14.17 Environmental Impact

14.18 The Council has declared a Climate Emergency and made several commitments to reduce emissions. The Traffic & Parking Policy Statement will provide a clear set of principles and projects to reduce emissions and support the Southend 2050 vision.

15. Background Papers

15.1 Cabinet Report, 5th November 2019

15.2 Cabinet Report, June 2020

15.3 Cabinet Report – Traffic & Parking Policy Statement July 2020

16: Appendix

- Appendix 1: CityScience Consultant Report
- Appendix 2: Southend Pass
- Appendix 3: Asset maps

Appendix 1: CityScience Report

Date issued: 08/01/2020
Document status: Draft
Version number: 1.3

Document history:

Author	Version	Change reference
Laurence Oakes-Ash	1.0	Executive Summary Draft
Laurence Oakes-Ash	1.1	Adding Analysis Results
Chloe Bates	1.2	Adding Full Report
Laurence Oakes-Ash	1.3	Report Review

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Contents

Southend-on-Sea Borough Council | Parking Tariff Study & Recommendations

1 Executive Summary

1.1.1 This report sets out the results of analysis undertaken as part a Parking Tariff Review Study for Southend-on-Sea Borough Council. The study consolidated parking tariff data from across Southend, benchmarked the authority's tariffs against national comparators, and developed a series of options that were appraised using a 2-stage revenue model. The options were developed, taking due consideration for the Southend 2050 vision. In particular, tariff options were developed based on their potential to support the following outcomes:

- Promote a vibrant town centre and seafront economy (Opportunity & Prosperity);
- Reducing congestion (Smart & Connected);
- Encouraging and supporting active lifestyles (Active & Involved); and
- Maximising asset utilisation and reinvestment potential.

1.1.2 A further objective in the analysis has been to rationalise the parking tariffs making them clear, simple, understandable and easy-to-use. Southend-on-Sea Borough Council maintains and operates 65 public car parks covering 7,387 spaces. Across these car parks the authority currently operates 20 different tariffs. In addition, 10 car parks operate different tariffs for Summer and Winter seasons. Tariff simplification will make travel within Southend easier to understand and communicate to residents and visitors. Rationalisation of tariffs and enforcement periods alone has the potential to support an additional £790k of revenue.

1.1.3 **Benchmarking:** Benchmarking was undertaken to compare Southend-on-Sea's parking charges with 9 national comparators. Benchmarking of individual car park tariff structures and permits was undertaken. To provide an intuitive comparison, the tariff sample from each location was converted to a weighted average hourly charge. On this measure, Southend's average hourly charge (at £1.10) compares favourably to Colchester (£1.19) and Chelmsford (£1.30), while being more expensive than Rochford (£0.89) and Thurrock (£0.62). Notably, Southend's average hourly charge is less than half that of comparable seaside resorts such as Bournemouth (£2.33) and Brighton (£2.34). Benchmarking of costs against alternative modes of accessing the Borough (e.g. Rail) was also undertaken.

1.1.4 **Accessibility:** To provide context for the evaluation of strategic options a series of accessibility maps were developed. Contextual data such as Car Ownership and the 2019 Index of Deprivation was also mapped. Accessibility mapping demonstrates relatively good public transport connectivity across the Borough, with the Town Centre accessible within 30 minutes from the majority of the Borough (all but the far North Western edge).

1.1.5 **Proposed Zoning:**
Current tariffs and zones have been reviewed and benchmarked against alternative options within Southend, in addition to the regional and national benchmarking. The proposed zoning consolidates all car parks into strategic zones based on accessibility analysis. This zoning also eliminates the potential abuse of free car parks in key locations - such as those close to train stations or points of interest. Overall, this zoning system enables Southend to rationalise the 20 tariffs down to 7 or fewer.

DRAFT

1.2 Options Appraisal

1.2.1 Promoting a Vibrant Town Centre Economy:

Car Park charging is one of a complex set of factors influencing business activity in town centres, willingness to travel and disposable income available to spend. While often being perceived by businesses as a key driver of town centre activity, there is very little robust evidence that links car parking strategies to town centre footfall (MRUK, 2015). Recent challenges to town centres include online retail, out-of-town shopping and demographic changes and, in addition, alternative modes of access can be considered as having an important role to play (Flusche, 2017). Car park pricing strategies must therefore be seen as part of a holistic package of measures to create a vibrant town centre.

1.2.2 Potential adverse impacts of policies must also be considered – for example the general availability of spaces can be felt by visitors as being more important than price in terms of the decision to visit (Yorkshire Forward, 2007). Policies need to balance the inducement of visitors with increased use of limited capacity by workers or commuters.

1.2.3 Two strategies have therefore been explored under this theme offering different approaches, risks and revenue outcomes:

- A Southend-wide low-cost parking permit to encourage residents to stay within the Borough;
- A tiered pricing strategy to induce foot-fall through and within the town centre.

A summary of results is shown below:

1.2.4 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	Vibrancy can be supported in a number of ways. It is essential to ensure car park tariffs do not induce misuse by residents at the expense of visitors.
Revenue	In 2018/19 £561,771 of revenue was generated from car park users making more than 20 repeat visits. If full displacement is assumed, revenue loss under the low-cost parking permit could be between £245,000-£521,000 even at a modest uptake by residents. Alternatively, a tiered pricing strategy could stimulate Town Centre footfall by 350 per day, while also modestly increasing revenue. At a minimum, we recommend a phased roll-out of any new resident permit to 1,000 to provide time to evaluate driver behaviour.
Congestion	Congestion impacts will depend on the degree to which residents and visitors are encouraged to make additional trips. A tiered pricing strategy is most likely to incentivise congestion-reducing behaviours.
Physical Activity	The low-cost residents permit may discourage physical activity.
Equity	Many lower income households within Southend do not have access to a car and are therefore unlikely to benefit as much from a low-cost permit as wealthier households further away from the town centre.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

1.2.5 Reducing Congestion:

Data demonstrates that within the Town Centre 30%-60% of households do not own a car, whereas in Thorpe Bay, Leigh-on-Sea and on the outskirts of the borough, 30%-60% of households are likely to own 2 or more cars. Policies expected to offer the greatest benefits to congestion reduction are those that mitigate against the use of car-based trips within the Borough (e.g. short-distance trips) and incentivise visitors to avoid key bottlenecks.

1.2.6 To examine this outcome a tariff structure that incentivises drivers to avoid Queensway and the central seafront is explored. Further consideration could be given to traffic / demand management / park and ride on the A127.

1.2.7 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	Strategies can be developed which maintain vibrancy while minimising vehicle trips by ensuring accessibility via a range of modes and additional policies to strengthen the town centre offer and environment.
Revenue	Strategies have been identified that could both reduce congestion (by 1,776 vehicles per day) and at the same time increase revenue (by approx. £650k).
Congestion	Car park pricing should again be part of a holistic package of measures to minimise congestion. Simplification of tariffs will enable clearer communication and management.
Physical Activity	Congestion-minimisation strategies are expected to be aligned with those that support physical activity.
Equity	Southend has good accessibility across a range of modes and this strategy is expected to provide a suitable mix of parking offers for residents.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

1.2.8 Encouraging & Supporting Active Lifestyles:

The Active & Involved Outcome seeks to encourage more people have active lifestyles and to reduce the number of people who do not engage in any physical activity. Residents of Southend have relatively good accessibility across the borough by public transport – the town centre in particular is within 30 minutes walk of 5 train stations. Cycling accessibility to these central locations is also relatively good with access through to Thorpe Esplanade and Chalkwell within 30 minutes. There is therefore strong potential to incentivise further walking and cycling through tailored pricing strategies.

1.2.9 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	City Science's White Paper, 'Activating the City' consolidates the evidence around the potential positive impacts of active travel on economic centres.
Revenue	Strategies that could increase active trips by up to 1,700 per day have been identified. These strategies result in a loss of revenue of approx. £140k.
Congestion	Strategies that support physical activity, in particular from the outskirts of the borough, are expected to be aligned with strategies aimed towards minimising congestion.

Physical Activity	While accessibility has been mapped as part of this work, path quality has not been audited. Pricing strategies combined with infrastructure enhancement for active travel (e.g. LCWIPs) and other behaviour support measures are likely to have most benefit.
Equity	Southend has good accessibility across a range of modes and this strategy is expected to provide a suitable mix of access options for residents.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

1.2.10 Maximising Utilisation & Reinvestment:

Southend-on-Sea Borough Council currently maintains 65 car parks as part of its portfolio. In this study we have used available data to identify the occupancy of both car parks and the proposed zones (note: where car parks are currently free, no data is available) – this shows that utilisation of these assets varies through the Borough. Pricing can be targeted to increase expected utilisation, and generate additional income for reinvestment. Any additional income could be used directly to improve the quality of the car parks or alternatively to invest in other improvements – for example to strengthen the visitor offer or to resource additional marketing campaigns.

1.2.11 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	Benefits from increased utilisation could be reinvested in strengthening the visitor offer. As a result, impacts on vibrancy will depend on the investment priorities from any additional income.
Revenue	Maximum utilisation strategies have been identified which increase car park income by approx. £825k in addition to the benefits from tariff rationalisation.
Congestion	Under this scenario utilisation is increased, indicating a higher number of vehicle trips. However, more balanced utilisation is expected to divert traffic to car parks further away from the Town Centre and Sea Front zones, thus benefiting congestion in these areas.
Physical Activity	Under this scenario utilisation is increased, indicating a higher number of vehicle trips overall. However, higher pricing of existing high occupancy car parks is likely to incentivise increased walking and cycling trips by residents.
Equity	Southend has good accessibility across a range of modes and this strategy is expected to provide a suitable mix of access options for residents.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

1.3 Overall Recommendations

1.3.1 Car park pricing strategies should be seen as part of a holistic package of measures to create a vibrant town centre. To maximise the potential positive impact across a range of outcome goals, accessibility to the town centre should be considered across all modes.

1.3.2 There is strong overlap between the strategies that promote congestion reduction, active lifestyles and utilisation improvements. Within the context of a holistic approach that includes a tiered pricing strategy within the central zone, it is expected that town centre vibrancy can also be supported. Such a strategy, that maximises benefits while minimising risks to income, can be developed within the new zoning structure.

1.3.3 It is worth noting, that while a low-cost residents parking permit may have negative impacts on revenue and physical activity, a permit system comparable to Chelmsford's "Annual 7" Town Centre could provide year-long access for residents while mitigating potential risks. We recommend that the roll-out of any resident permit should be phased, initially restricted to 1,000 permits. To best support the wider objectives, it may also be additionally prudent to limit access to Zone 2a (the new Town Centre North zone).

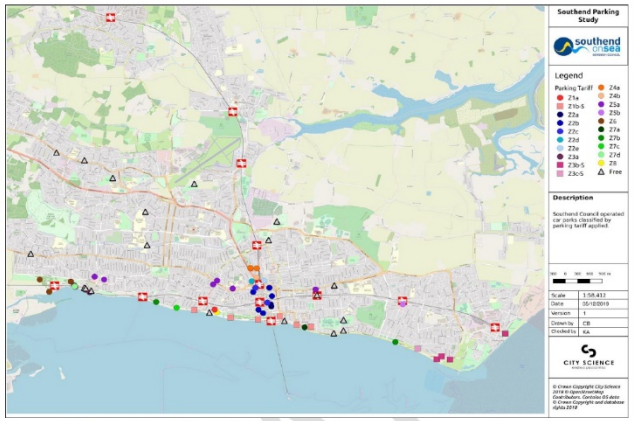

Figure 1: Current Zoning Structure with Associated Tariffs

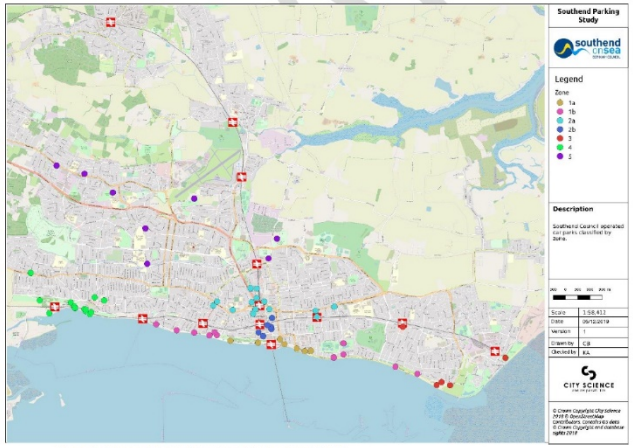

Figure 2: Proposed Zoning Structure with Associated Tariffs

2 Existing Tariffs & Zones

2.1.1 We consolidated information on the 65 car parks operated by Southend-on-Sea Borough Council (SBC), cross-referencing across a number of sources. Over all 65 car parks there are 7,387 parking spaces, these are spread out over the entire town from Leigh-on-sea to Shoeburyness. Capacities of the car parks differ considerably with some in the town centre/seafront topping 700 while some on the outskirts having less than 10 spaces. The spatial spread of the capacities of car parks is shown in Figure 3 which shows that the larger car parks are centred around the town centre and seafront, although there are a few smaller car parks in those areas also.

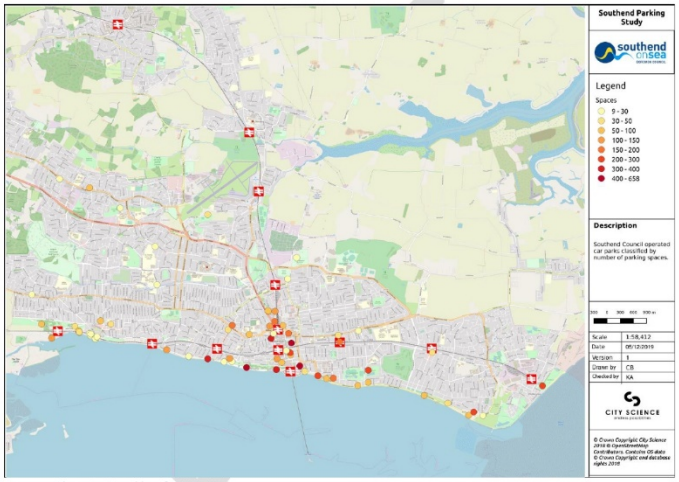

Figure 3: Capacities of SBC Car Parks

2.1.2 Tariff information was also consolidated. Each tariff was reviewed and categories developed based on the similarities between car parks. Over the 65 car parks it was found that 20 different tariffs are currently in operation. There are 17 charges which apply all year round and 3 which differ between Summer (April to October) and Winter (November to March). Table 1 shows those which apply all year and Table 2 those which differ seasonally.

	T1a	T2a	T2b	T2c	T2d	T2e	T3a	T4a	T4b	T5a	T5b	T6	T7a	T7b	T7c	T7d	T8
30 mins	-	-	-	£0.20	-	-	-	-	-	£0.20	£0.20	-	-	-	-	-	£0.20
Up to 1hr	-	£1.10	-	£0.50	-	£1.10	£1.10	£1.00	£1.00	£0.50	£0.50	-	£1.20	£1.00	£1.20	£1.10	-
Up to 2hr	£2.00	£1.90	£1.90	-	-	£1.90	£2.10	£1.60	£1.80	£1.70	£1.70	£4.00	£2.30	£2.10	£2.20	£2.30	£1.50
Up to 3hr	-	-	-	-	-	£2.70	£3.00	£2.40	£2.50	£2.20	£2.20	-	£3.90	£3.40	£3.20	£3.40	£4.00
Up to 4hr	£4.50	£4.70	£4.70	-	-	£4.70	£4.80	£4.10	£4.30	£2.50	-	-	£4.60	£4.30	£5.00	£4.60	£4.80
Up to 5hr	-	-	-	-	-	£4.70	£6.00	£5.40	£5.10	£4.40	-	-	£5.70	£5.40	£6.30	£5.70	£8.00
Up to 6hr	£6.60	£6.60	£6.60	-	-	£6.60	£7.40	£6.10	£6.40	£5.40	-	-	£7.00	£6.50	£7.70	£6.90	£8.00
7+ hr	£8.00	£10.00	£10.00	-	-	£10.00	£8.00	£8.00	£8.00	£8.00	-	-	£9.00	£9.00	£9.00	£8.00	£8.00
Weekend Day	-	-	-	-	-	-	-	£3.00	£3.00	-	-	£1.00	-	-	-	-	
Annual	-	£600	£600	-	£1,200	-	£100	£300	£300	£300	£300	£200	£50	£50	£200	-	
Number of Car Parks	1	2	5	2	1	1	4	3	1	6	1	3	1	2	1	1	1

Table 1: Tariffs Without Seasonal Variation

Summer (01.04 - 31.10)	**T1b-S**	**T3b-S**	**T3c-S**
Up to 1hr	-	£1.00	£1.00
Up to 2hr	£2.90	£2.00	£1.80
Up to 3hr	-	£2.80	£2.60
Up to 4hr	£6.60	£4.50	£4.20
Up to 5hr	-	£5.60	£5.30
Up to 6hr	£10.00	£7.00	£6.50
7+ hr	£12.00	£8.00	£8.00
Winter (01.11 - 31.03)			
Up to 1hr	-	£0.70	£0.70
Up to 2hr	£2.20	£1.70	£1.70
Up to 3hr	-	£2.40	£2.40
Up to 4hr	£5.00	£4.00	£4.00
Up to 5hr	-	£5.00	£5.00
Up to 6hr	£7.70	£6.00	£6.00
7+ hr	£9.60	£7.00	£7.00
Number of Car Parks	5	4	1

Table 2: Tariffs with Seasonal Variation

2.1.3 There is currently limited spatial structure (zoning) to the location of the tariffs. One common theme is that the seasonally fluctuating tariffs are only applied at seafront car parks. Free car parks are located mainly to the north of the town but there are still a few on or near the seafront. Overall the capacity of the free car parks is approximately 870. Figure 4 shows the current distribution of tariffs across the Borough.

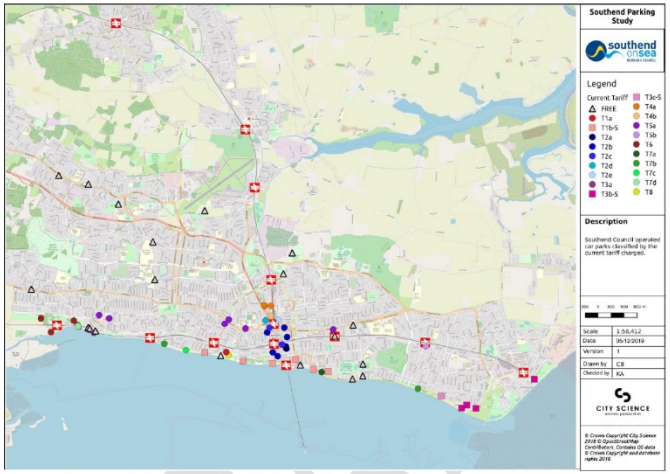

Figure 4: Spatial Distribution of Different Car Park Tariffs

2.1.4 Figure 5 highlights the free car parks close to Prittlewell and Southend East station, totally 41 and 182 spaces respectively. Simple cost comparisons can be drawn between these and the station car parks. Since these car parks are not charged there is limited data to evaluate how they are being used, but given their proximity to stations there is potential that these are being used by commuters. The wider free car parks can be observed to be distributed throughout the Borough.

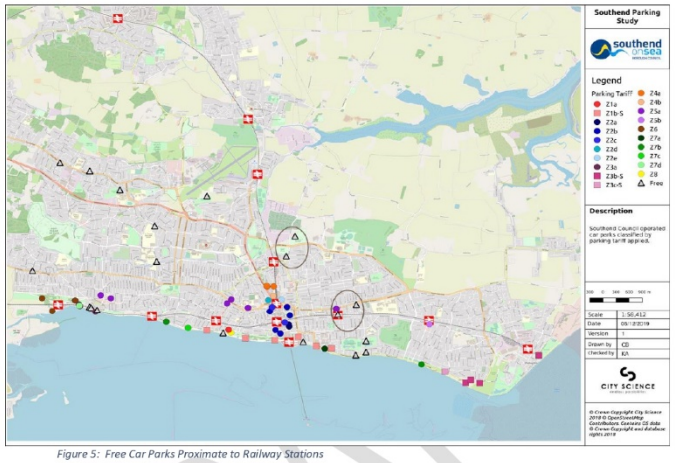

Figure 5: Free Car Parks Proximate to Railway Stations

3 Benchmarking Exercise

3.1.1 The study undertook a benchmarking exercise to compare average parking costs in Southend with other comparable locations. 10 locations were chosen for comparison, split into two categories: those close in location to Southend such as Rochford and Chelmsford; and those which are similar to Southend such as Brighton and Bournemouth. We also included Exmouth, East Devon as a comparable location as although it is far geographically it currently runs a residents parking permit system similar to the proposed £7/month permit for Southend.

3.1.2 The locations that were selected for benchmarking are:

- Billericay and Wickford
- Bournemouth
- Brighton
- Chelmsford
- Clacton-on-Sea
- Colchester
- Exmouth
- Gravesham
- Rochford
- Thurrock

3.1.3 Firstly, the analysis consolidated the hourly parking charges at these locations. Table 3 shows the car parks studied and their relevant charging rates. St Marys, Colchester and Back Lane, Rochford had tariffs which were more expensive on a Saturday and a blanket £2 charge in the evenings after 7pm and 6pm respectively. Chelmsford station car park had a blanket charge of £7 for the day and £4.50 for the evenings and weekends.

Car Park	Location	Type	1hr	2hr	3hr	4hr	5hr	6hr	7 + hr
Bath Rd South	Bournemouth - seafront	Car park	£2.00	£4.00	£6.00	£8.00	£8.00	£12.00	£12.00
Alum Chine	Bournemouth - seafront	Car park	£1.20	£2.30	£3.90	£4.60	£5.70	£7.00	£11.00
Bath Rd North	Bournemouth - town centre	Car park	£2.00	£4.00	£6.00	£8.00	£8.00	£12.00	£12.00
Beacon Road	Bournemouth - town centre	Car park	£2.00	£4.00	£6.00	£8.00	£8.00	£12.00	£12.00
Russell Road	Brighton - seafront	Car park	£6.00	£12.00	£17.00	£22.00	£32.00	£32.00	£32.00
Madeira Drive	Brighton - seafront	On street	£3.20	£6.00	£11.00	£11.00	£16.00	£16.00	£16.00
Marine Parade	Brighton - seafront	On street	£3.20	£5.20	£10.40	£10.40	£15.60	£15.60	£15.60
Regency Square	Brighton - seafront	Car park	£2.00	£4.00	£7.00	£7.00	£11.00	£11.00	£11.00
Black rock	Brighton - seafront	Car park	£1.00	£2.00	£4.00	£5.00	£6.00	£6.00	£6.00
Churchill Square	Brighton - town centre	Car park	£3.50	£3.50	£4.50	£7.00	£12.00	£12.00	£15.00
Chelmsford Station	Chelmsford - town centre	Car park	£7.00	£7.00	£7.00	£7.00	£7.00	£7.00	£7.00
Waterloo Lane	Chelmsford - town centre	Car park	£1.40	£2.50	£3.20	£4.70	£7.50	£8.50	£10.50
Fairfield Road	Chelmsford - town centre	Car park	£1.20	-	-	-	-	-	£7.50
St Johns	Colchester - town centre	Car park	£1.80	£2.70	£3.30	£3.50	-	-	-
St Marys	Colchester - town centre	Car park	£1.80	£2.70	£3.30	£3.50	£4.40	£4.90	£5.70
Back Lane	Rochford - town centre	Car park	£1.20	£1.80	£2.60	£3.30	£3.60	£5.50	£5.50
Old Ship Lane	Rochford - town centre	Car park	£1.20	£1.80	£2.60	£3.30	-	-	-
On street	Thurrock	On street	£0.70	£1.20	£3.20	£3.20	£3.20	£3.20	£3.20
Grays	Thurrock - inside Grays	Car park	£0.70	£1.30	£1.30	£2.10	£2.10	£3.70	£5.80

Table 3: Parking Tariffs for Sampled Car Parks

3.1.4 In order to compare the sampled car parks we converted the tariffs into an average hourly charge. Figure 6 shows the results of this analysis. Comparing Southend to the comparator set we see that Southend is comparable in price to locations nearby such as Gravesham and Clacton-on-Sea but has an average hourly rate of around half that of comparable tourist seaside locations such as Brighton and Bournemouth.

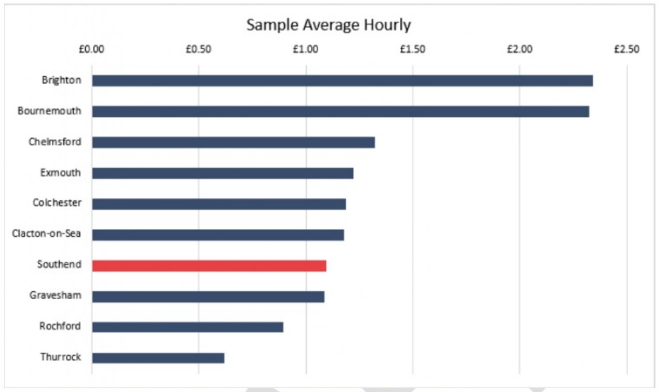

Figure 6: Benchmarking of Average Hourly Charges in Southend vs. Comparator Set

3.1.5 The analysis then investigated season tickets available at comparable locations. These differed in both price and type between and within towns and are shown in Table 4. Chelmsford's 'Annual 7' parking permit is of interest here as it is similar to the monthly permit scheme proposed for Southend – however almost 10 times more costly. The Chelmsford 'Annual 7' tariff charges £850 annually (approximately £70/month) to park in any of the 7 available town centre car parks at any time of day.

3.1.6 Another comparable tariff is the East Devon Residents permit which allows residents to buy parking permits for individual towns within the region. They can buy one for £100/year and then an additional five for £20/year each, if they purchase six in total (£200/year) they can park in any of the 11 towns in the region. The only restriction on this scheme is that it doesn't cover Devon County Council car parks, but over the 11 towns there are 50 car parks which holders of the permit can utilise for free. It should be noted that East Devon is a considerably larger geography compared to Southend (814.4 km^2 compared to 41.76), with ample space available for parking. East Devon experiences much greater seasonality which may provide additional rationale for the residents tariff (see later seasonality analysis for Southend).

Season Tickets		Resident 1 month	Resident 3 month	Resident 12 month	Non-resident 1 month	Non-resident 3 month	Non-resident 12 month
Billericay and Wickford	Railway Station	£86.35	£241.40	£871.55	£106.20	£285.45	£1053.55
	Between station and high street	£40.15	£112.05	£404.50	£49.40	£132.50	£489.00
Chelmsford	Choice of 1 of 9 car parks in town centre, can be used between 5pm and 8am Monday to Friday, and all day Saturday and Sunday.	-	-	£350.00	-	-	-
	Annual 7 - park in any of the 7 available town centre car parks, any time of day. Limited number so a waiting list.	-	-	£850.00	-	-	£850.00
	Town centre individual car parks	-	£385.75	-	-	£385.75	-
Clacton on sea	Free residential permit that allows residents to park on their street but it doesn't cover July and August, for those there is a £20/month charge for a Residents Permit						
	Category A season ticket	-	£87.50	£350.00	-	-	-
	Category B season ticket	-	£50.00	£200.00	-	-	-
	Frinton and Walton residents permit - allows parking at coronation car park (seafront), mill lane CP (town), naze CP (seafront) and station yard CP (town)	-	-	£20.00	-	-	-
Gravesham	Season ticket per car park - average charge	£119.75	£339.625	£1207.50	£119.75	£339.625	£1207.50

Table 4: Season Tickets Available within Comparator Group

3.1.7 The analysis also investigated comparisons between the self-reported revenue Outturn Forms (ONS). For 2018/19 we can see how Southend's parking revenue compares against the comparable locations used above. While this analysis is not normalised for total capacity, some interesting observations can be made. Table 5 presents the detail of the parking income by Local Authority.

3.1.8 It can be seen that Southend bringing in a combined £8,118 from Sales, Fees and Charges which is comparable with Chelmsford and Colchester. Bournemouth can be seen to generate £13,709, while Brighton stands out as an outlier generating £36m of income from parking. Taking the maximum tariff (day parking) rate, a simple linear Revenue / Price relationship can be observed within the benchmark group.

Parking Services Revenue Benchmarking

	Employees (C1)	Running Expenses (C2)	Total Expenditure (C3 = C1 + C2)	Sales, Fees and Charges (C4)	Other Income (C5)	Total Income (C6 = C4 + C5)	£ thousand Net Current Expenditure (C7 = C6 - C3)
Southend-on-Sea							
61 On-street parking	127	1,137	1,264	4,128	0	4,128	-2,864
62 Off-street parking	28	1,698	1,726	3,990	0	3,990	-2,264
Rochford							
61 On-street parking	0	0	0	0	0	0	0
62 Off-street parking	136	458	594	1,565	36	1,601	-1,007
Thurrock							
61 On-street parking	0	30	30	869	0	869	-839
62 Off-street parking	427	267	694	185	4	189	505
Bournemouth							
61 On-street parking	801	475	1,276	2,404	3	2,407	-1,131
62 Off-street parking	788	3,820	4,608	11,305	32	11,337	-6,729
Brighton							
61 On-street parking	1,507	7,476	8,983	30,391	18	30,409	-21,426
62 Off-street parking	4	1,670	1,674	6,260	0	6,260	-4,586
Chelmsford							
61 On-street parking	13	25	38	0	49	49	11
62 Off-street parking	726	2,071	2,796	7,174	506	7,680	-4,883
Colchester							
61 On-street parking	0	2,902	2,902	3,157	5	3,162	260
62 Off-street parking	2,202	4,116	6,318	3,908	4,403	8,311	-1,993
East Devon							
61 On-street parking	0	0	0	0	0	0	0
62 Off-street parking	164	1,034	1,198	3,570	0	3,570	-2,372

Table 5: Comparison of Parking Revenue by Local Authority

Figure 7: Price / Revenue Relationship within Benchmarking Group

3.1.9 **Modal Benchmarking:**
In addition to benchmarking Southend's parking tariffs against other locations, the study also investigated the cost of accessing the Borough by other modes. Table 6, for example, shows the return fare to Southend Central and Southend Victoria Station by train. This table captures the cost for a single traveller, couple and family from London, Rochford and Leigh-on-Sea to indicate the cost of different types of travel.

From	To	Single	Couple	Family of 4
Fenchurch Street	Southend Central	£12.60	£25.20	£25.20-£37.80 dependent on age
Liverpool Street	Southend Victoria	£13.00	£26.00	£26-£39 dependent on age
Rochford	Southend Victoria	£3.60	£7.20	£7.20-£10.80 dependent on age
Leigh-on-Sea	Southend Central	£3.10	£6.20	£6.20-£9.30 dependent on age

Table 6: Cost of Accessing Southend by Train

4 Mapping & Accessibility

4.1.1 The study undertook accessibility analysis to help understand overall access to the key locations and to inform future zoning. In order to undertake this, we split the region into five key zones focussing around the High Street, Seafront, Southend Central and Southend Victoria stations and the hospital. These then informed further analysis such as accessibility to these areas and the distance of car parks from each zone. Core Walking Zones were defined as recommended in DfT LCWIP Guidance (400m radius of key locations) (DfT, 2017).

Figure 8: Zones Used for Accessibility Analysis

4.1.2 **Contextual Data:** Contextual data was also analysed to understand other socio-economic factors. From mapping available in Cadence we could see the spread of certain demographic measures including population density, deprivation index and access to a vehicles throughout Southend. Figure 9 shows that there is a relatively even distribution of population throughout Southend. Figure 10 shows the deprivation index of areas throughout Southend. It shows marked differences across the area with some of the 10% least deprived regions the in the country (in Thorpe Bay and Leigh on Sea) and some of the 10% most deprived regions in the country (around Central Southend).

4.1.3 Figure 11 and Figure 12 highlight access to vehicles across Southend. Many households (30-60%) within Central Southend have no access to a car (Figure 11) whereas many households (30-60%) within Leigh-on-Sea and Thorpe Bay have access to two or more cars (Figure 12). This suggests that those that live further from the town centre are more likely to have more vehicles and higher incomes. Therefore policies to encourage resident parking within the Borough, if applied uniformly to the population, may risk disproportionately benefiting residents with a higher ability to pay (Leigh-on-Sea / Thorpe Bay).

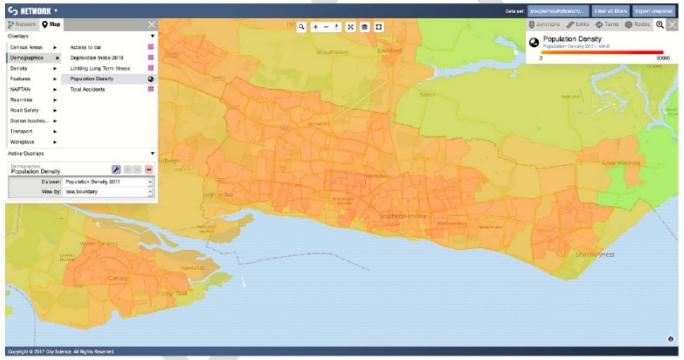

Figure 9: Population Density Within Southend

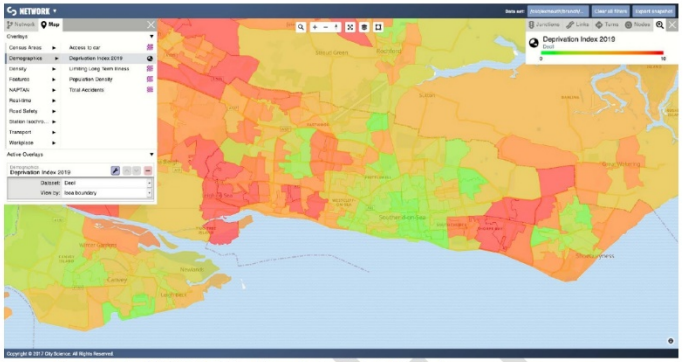

Figure 10: Index of Multiple Deprivation (Green = Deprived, Red = Not Deprived)

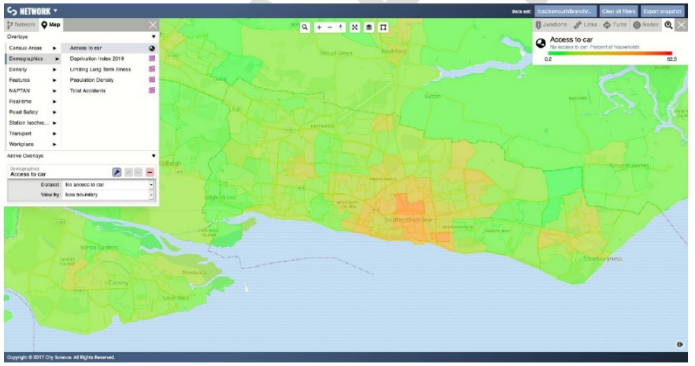

Figure 11: No Access to Car (Red = No Access)

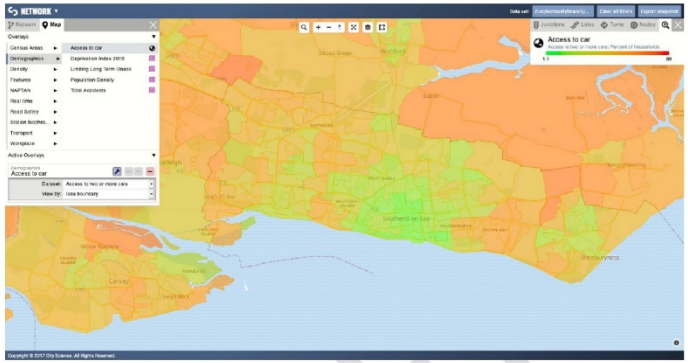

Figure 12: Access to Two or More Cars (Red = Access to 2 or More Cars)

4.1.4 **Public Transport Access:** There is a relatively even distribution of bus stops in and around Southend (Figure 13) so access to bus stops is high. This analysis however says nothing about the service, quality or routes of any buses. Figure 14 and Figure 15 shows the public transport accessibility from Southend Central within 30 and 15 minutes respectively. These show there is relatively good public transport connectivity to the town centre, especially at the 30-minute interval with the majority of the Borough having access.

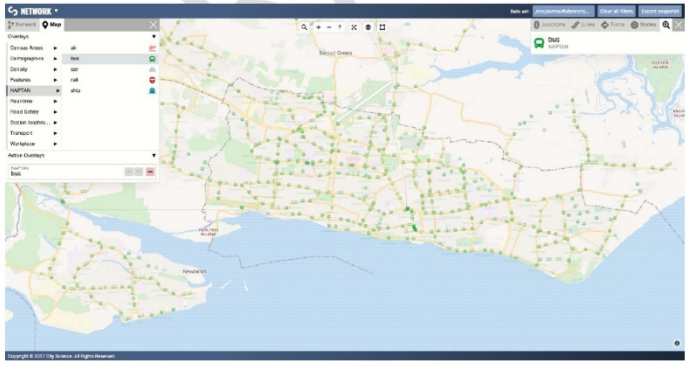

Figure 13: Bus Stop Coverage Across Southend

Figure 14: 30 Minute Public Transport Isochrone from Southend Central (Source: Mapumental)

Figure 15: 15 Minute Public Transport Isochrone from Southend Central (Source: Mapumental)

4.1.5 **Walking and Cycling:** We carried out walking and cycling accessibility for the five zones set out above as recommended by the Department for Transport (DfT) LCWIP (Local Cycling and Walking Infrastructure Plan) Technical Guidance. For the high street we see eight car parks located within the Core Walking Zone (CWZ), five railway stations, the pier station and 23 car parks within a 30-minute walk of the high street (Figure 16).

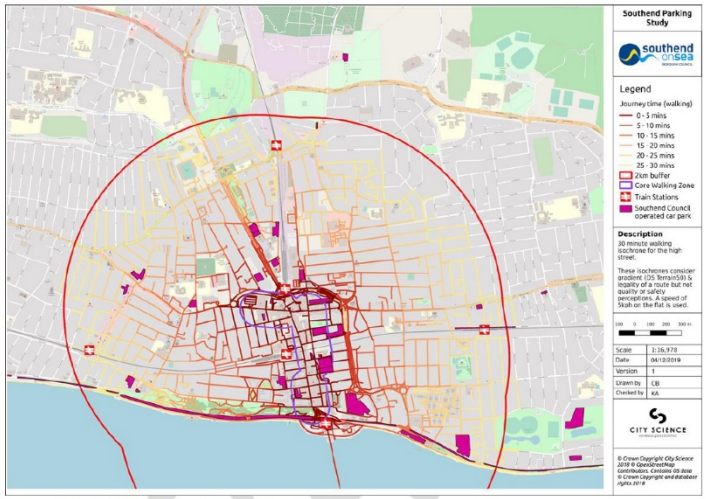

Figure 16: High Street Core Walking Zone Accessibility

4.1.6 In terms of cycling, we created a 30-minute cycling accessibility map from the high street taking into account travel time and gradient(Figure 17). This shows relatively good accessibility through to Thorpe Esplanade and Chalkwell by bicycle. Leigh-on-Sea is just beyond a 30-minute cycle from the high street but accessibility could be extended, for example, through electric bike provision/micromobility.

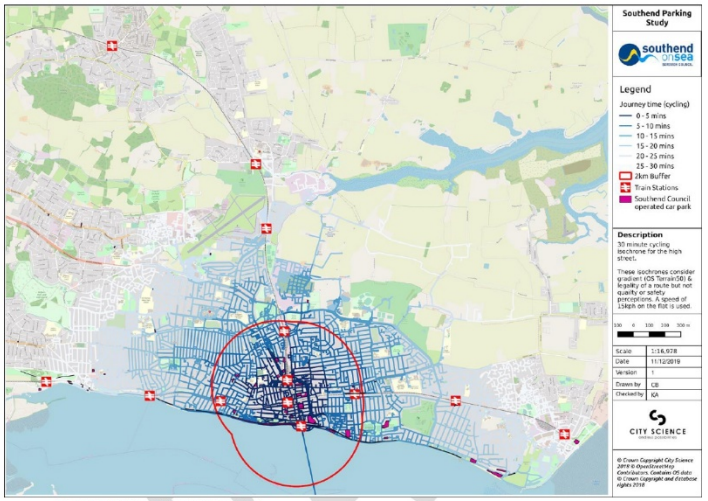

Figure 17: High Street Cycling Accessibility

4.1.7 The same analysis was undertaken for the seafront zone (stretching from the Gasworks car park to the Genting Casino). This shows six car parks within the seafront CWZ, five train stations and 26 car parks within a 30-minute walk from the seafront. All areas of Southend are within a 30-minute cycle of the seafront, with the airport being at the very edge of the 30-minute cycling area.

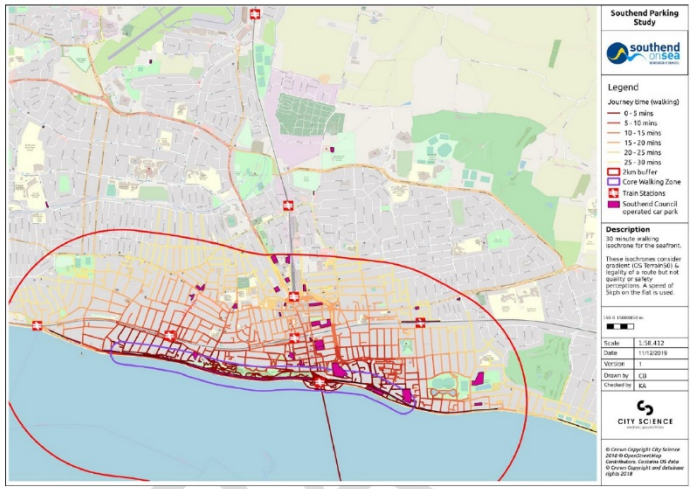

Figure 18: Seafront Walking Accessibility Analysis

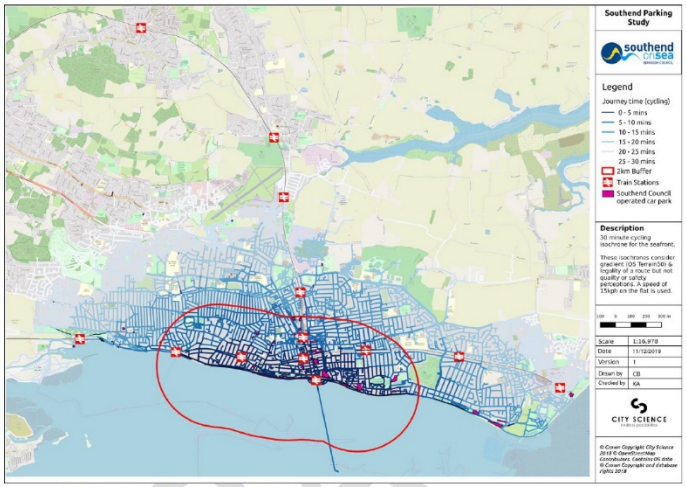

Figure 19: Seafront Cycling Accessibility Analysis

4.1.8 Both the seafront and the high street are within a 30-minute walk from both Southend Central and Southend Victoria train stations and 31 car parks are within a 30-minute walk of both train stations. The majority of Southend is within a 30-minute cycle of both train stations, Leigh-on-sea is just outside of 30-minutes for Southend Victoria and Shoeburyness is just outside of 30-minutes for both stations.

4.1.9 The 30-minute walking zone around the hospital (Figure 20) identifies a number of council operated car parks within walkable distance, three of those are currently free. It is worth noting the hospital parking charges as a further comparison within this area. These are shown in Table 7 (the average hourly cost ranges between £0.50-£1 depending on the ticket purchased).

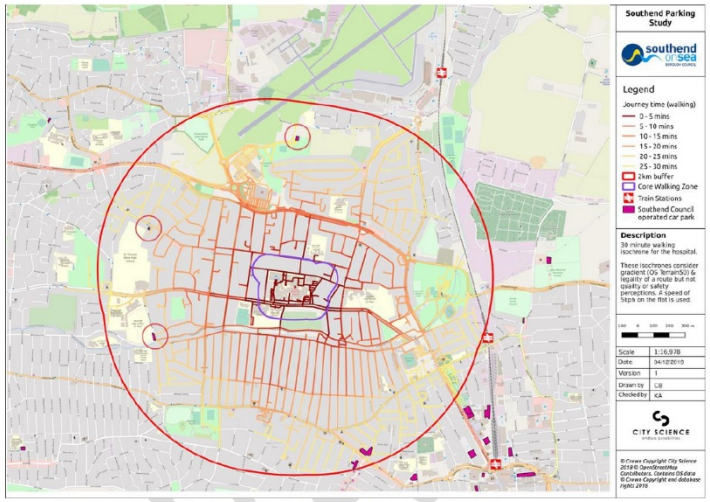

Figure 20: 30 Minute Walking Accessibility to the Hospital (Free Car Parks are Highlighted)

Time	Charge
30 minutes	Free
Up to3 hours	£3.10
3 to 6 hours	£4.00
6 to 12 hours	£6.00
Over 12 hours and up to 24 hours	£10.00
7 day concession	£10.00

Table 7: Hospital Car Parking Charges

5 Parking Data Analysis

5.1.1 Arrival patterns by day and month are shown in Figure 21 and the average fees by time of day are shown in Figure 22. In Figure 21 the impact of August arrivals can be observed, in particular on Sunday/Monday. Arrival patterns across other days remain relatively stable. Another point to note is the consistent number of arrivals after 6pm-8pm.

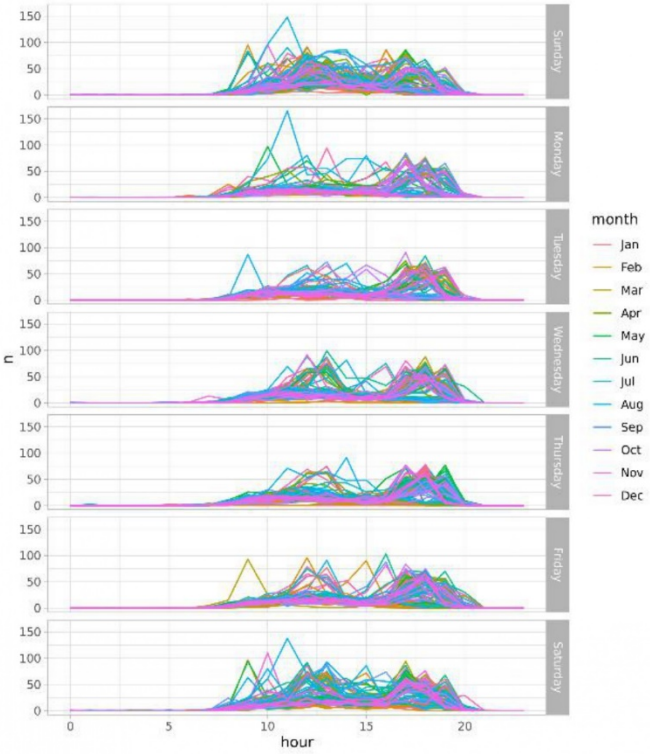

Figure 21: Arrival Patterns by Day

5.1.2 Figure 22 shows a large peak of ticket purchases at the start of the day which possibly represents people purchasing day-long parking.

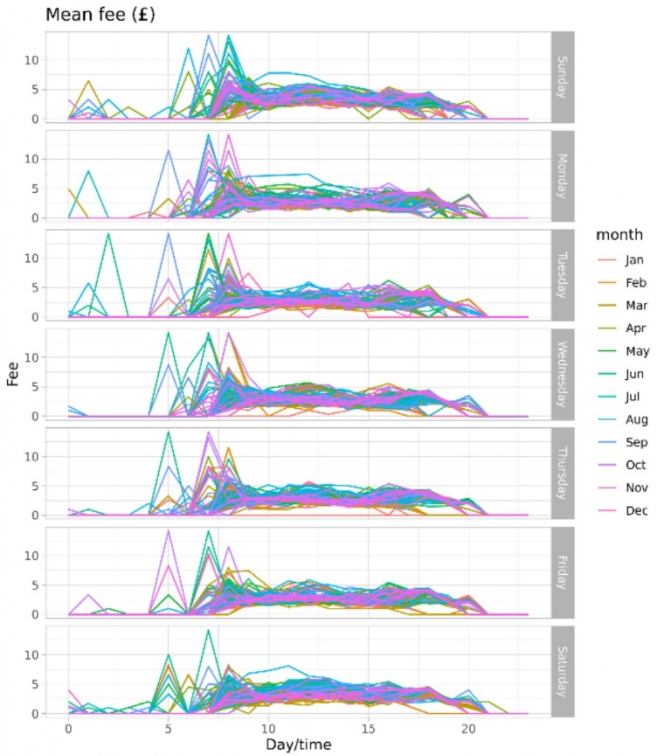

Figure 22: Mean Fee by Time of Day and Month

5.1.3 Figure 23 shows the number of arrivals by day across the year. This seasonal overview, indicates limited seasonality in the arrival patterns (i.e. there is a consistent pattern of arrivals across the year) other than August Bank Holiday where arrival spike significantly (double the non-August average).

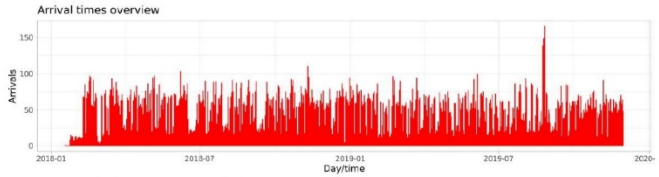

Figure 23: Arrivals by Day Across the Year

5.1.4 Figure 24 shows the mean occupancy by day and month for the measured car parks. Once again, increased occupancy over the August Bank Holiday can be observed.

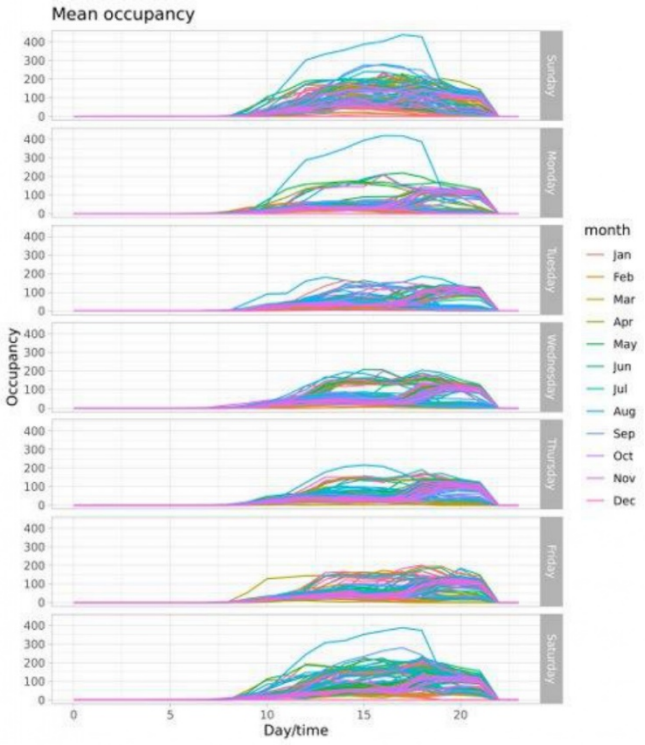

Figure 24: Mean Occupancy by Day and Month

5.1.5 **Visitor Patterns:** There are approximately 6.5 million visitors to Southend annually. An Intercept study carried out during the Steer study showed that 69% of visitors sampled had travelled from an SS postcode (Steer, 2018). The Origin / Destination patterns captured by this survey are shown in Figure 25 and Figure 26.

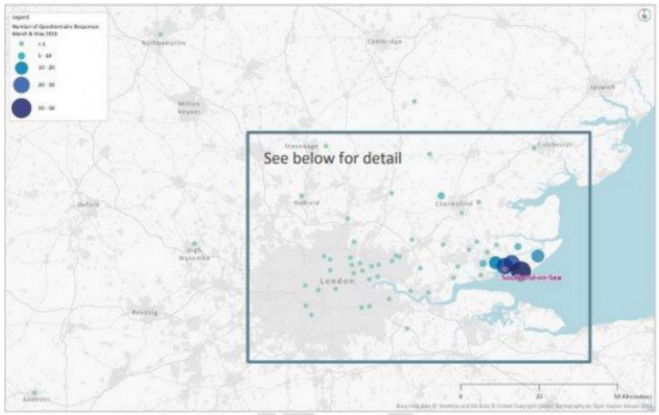

Figure 25: Patterns of Arrivals to Southend (Source: Steer)

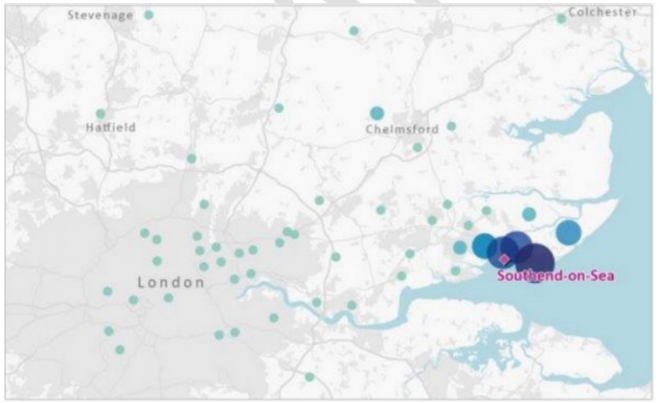

Figure 26: Patterns of Arrivals to Southend (Source: Steer)

5.1.6 This information can be compared to patterns of trips to Brighton using data from Visit Brighton. There are approximately 11 million visitors to Brighton annually, Table 8 shows the breakdown of the locations from which they come from. This indicates a larger proportion of visitors from outside Brighton than observed within the Southend intercept survey.

	All visitors 2018		All visitors 2016	Day visitors from home	Day visitors on holiday	Staying visitor
South East	233	24%	23%	41%	9%	14%
London	201	20%	17%	33%	6%	15%
South	78	8%	4%	14%	5%	4%
South West	52	5%	7%	4%	6%	6%
East Midlands	47	5%	3%	2%	5%	7%
East Anglia	36	4%	3%	2%	3%	5%
West Midlands	25	3%	4%	1%	3%	3%
North West	31	3%	3%	1%	4%	5%
Yorkshire	31	3%	3%	<1%	6%	5%
North East	16	2%	2%	<1%	3%	2%
Scotland	15	2%	2%	<1%	1%	3%
Wales	13	1%	2%	<1%	3%	1%
Northern Ireland	6	1%	<1%	<1%	-	1%
Outside UK	201	20%	26%	-	46%	28%
Total	985	100%	100%	100%	100%	100%

Table 8: Distribution of Origins to Brighton (Source: Visit Brighton 2018)

5.1.7 **Analysis of Repeat Purchases:** Using the data collected from monitored car parks, equipped with ANPR, we are able to plot the activity of repeat visitors using similar vehicles. The results of this analysis are shown in Figure 27 and Figure 28. This analysis shows that the majority of activity in the monitored car parks is by visitors returning fewer than 20 times a year. Figure 28 shows a more specific picture for some of the more prominent car parks of the area.

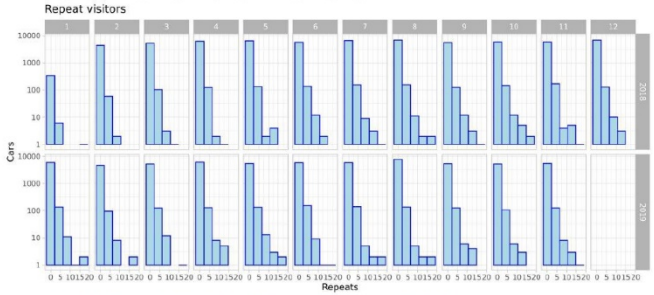

Figure 27: Repeat Visitors to Southend Monitored Car Parks Equipped with ANPR

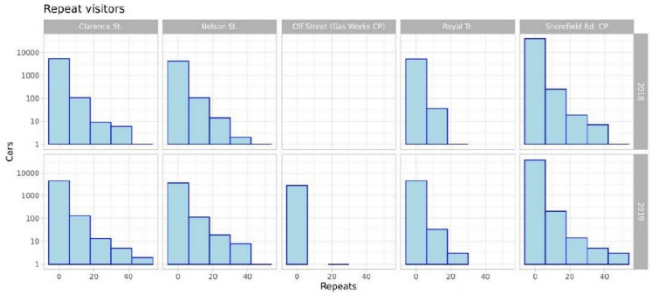

Figure 28: Repeat Visitors to Selected Car Parks

5.1.8 According to the Smartfolio system, £561,771 was paid by people who made more than 20 visits in FY2018/2019. We can use the system to analyse the revenue attributable to visitors based on the number of repeat visits as shown in Table 9. This shows that the revenue currently derived from repeat visits is low relative to the overall. This leads to the key question of what effect would greater use by residents have on displacing customers that currently make up the bulk of income.

Number of Repeat Visits	Revenue from these customers
20 or more	£561,771
24 or more	£467,329
30 or more	£360,941
36 or more	£291,064
48 or more	£197,949

Table 9: Revenue Attributable to Repeat Visits Based on Number of Repeats

6 Scenario Modelling

6.1.1 In order to support the exploration and modelling of parking tariff options we first developed a framework focused around four scenarios. The scenarios were developed based on the Southend 2050 vision and are detailed in Figure 29. The scenarios focus around 4

Figure 29: Scenario / Options Framework for Parking Tariff Modelling

6.2 Method

6.2.1 In order to model the impact of changes to parking tariffs we implemented a 2-stage model. The model uses price-elasticity relationships documented within Lehner 2018. This paper undertakes a meta-analysis of 50 parking studies and provides extensive analysis related to the price elasticities observed across these studies. Stage 1 of the model applies a price-elasticity model to parking zones – i.e. the model takes existing demand for a zone and uses the price-elasticity relationship to evaluate expected changes in demand based on changes in averages price.

6.2.2 The second stage of the model allows us to disaggregate demand back to individual car parks within a zone if needed using a generalised cost model. Figure 30 provides an overview of this approach. It is important to note that this model does not apply to free car parks (behavioural responses would be expected to be different where a free car park is changed to paid – a good example of this effect is the recent 5p tax on plastic bags). As a result, free car parks are either grouped into a zone and the overall weighted average price considered, or treated as a free zone and an average level of occupancy assumed.

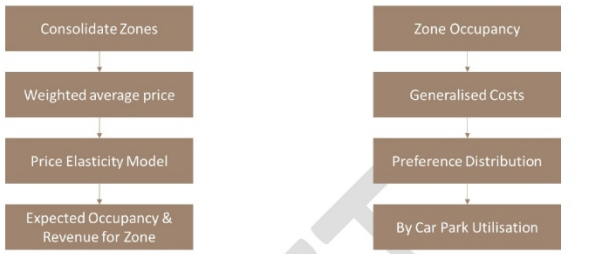

Figure 30: Overview of Revenue Model

6.2.3 Finally, the model above does not allow us to explicitly model monthly permits. Due to the complexity of the behavioural response to a monthly resident's permit, The Monthly Permit Analysis in the first instance evaluates the worst case scenario – i.e. the loss of revenue under the assumption of 100% displacement. We can calculate the maximum revenue impact by using the assumption that each resident car displaces another vehicle that would otherwise use the car park on standard tariffs. We also calculate the risk that utilisation within the Borough severely impacts car park capacity. Based on current assumed usage, this risk certainly rises with the % of vehicles registered reaching a critical level at 10% uptake.

6.3 Scenario Analysis

6.3.1 Option 1: Town Centre and Seafront Economy

Car park charging is one of a complex set of factors influencing business activity in town centres, willingness to travel and disposable income available to spend. While often being perceived by businesses as a key driver of town centre activity, there is very little robust evidence that links car parking strategies to town centre footfall (MRUK, 2015). Recent challenges to town centres include online retail, out-of-town shopping and demographic changes and, in addition, alternative modes of access can be considered as having an important role to play (Flusche, 2017). Car park pricing strategies must therefore be seen as part of a holistic package of measures to create a vibrant town centre.

6.3.2 Potential adverse impacts of policies must also be considered – for example the general availability of spaces can be felt by visitors as being more important than price in terms of the decision to visit (Yorkshire Forward, 2007). Policies need to balance the inducement of visitors with increased use of limited capacity by workers or commuters.

6.3.3 Two strategies have therefore been explored under this theme offering different approaches, risks and revenue outcomes:

- A Southend-wide low-cost parking permit to encourage residents to stay within the Borough;
- A tiered pricing strategy to induce footfall through and within the town centre.

6.3.4 Assumptions: The assumed average cost per zone for the tiered pricing strategy are shown below:

New Zones	Total Zone Capacity (Off Street)	Total Zone Capacity (On Street)	New Weighted Average Cost per Hour
Zone 1a - Seafront Premium	1599	108	£2.10
Zone 1b - Seafront	495	1130	£1.45
Zone 2a - Town Centre (North)	1570	152	£0.50
Zone 2b - Town Centre (South)	950	0	£1.70
Zone 3 - Shoeburyness	609	21	£1.40
Zone 4 - Leigh-on-Sea	413	141	£1.35
Zone 5 - Southend North	199	0	£1.00

6.3.5 A summary of results is shown below:

Evaluation Criteria	Impact Summary
Vibrancy	Vibrancy can be supported in a number of ways. It is essential to ensure car park tariffs do not induce misuse by residents at the expense of visitors.
Revenue	In 2018/19 £561,771 of revenue was generated from car park users making more than 20 repeat visits. If full displacement is assumed, revenue loss under the low-cost parking permit could be between £245,000-£521,000 even at a modest uptake by residents. Alternatively, a tiered pricing strategy could stimulate Town Centre footfall by 350 per day, while also modestly increasing revenue. At a minimum, we recommend a phased roll-out of any new resident permit to 1,000 to provide time to evaluate driver behaviour.
Congestion	Congestion impacts will depend on the degree to which residents and visitors are encouraged to make additional trips. A tiered pricing strategy is most likely to incentivise congestion-reducing behaviours.
Physical Activity	The low-cost residents permit may discourage physical activity.
Equity	Many lower income households within Southend do not have access to a car and are therefore unlikely to benefit as much from a low-cost permit as wealthier households further away from the town centre.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

6.3.6 Option 2: Reducing Congestion

Data demonstrates that within the Town Centre 30%-60% of households do not own a car, whereas in Thorpe Bay, Leigh-on-Sea and on the outskirts of the borough, 30%-60% of households are likely to own 2 or more cars. Policies expected to offer the greatest benefits to congestion reduction are those that mitigate against the use of car-based trips within the Borough (e.g. short-distance trips) and incentivise visitors to avoid key bottlenecks.

6.3.7 To examine this outcome a tariff structure that incentivises drivers to avoid Queensway and the central seafront is explored. Further consideration could be given to traffic / demand management / park and ride on the A127.

6.3.8 Assumptions: The assumed average hourly costs per zone for the reducing congestion strategy are shown below:

New Zones	Total Zone Capacity (Off Street)	Total Zone Capacity (On Street)	New Weighted Average Cost per Hour
Zone 1a - Seafront Premium	1599	108	£2.50
Zone 1b - Seafront	495	1130	£1.45
Zone 2a - Town Centre (North)	1570	152	£1.80
Zone 2b - Town Centre (South)	950	0	£2.10
Zone 3 - Shoeburyness	609	21	£1.40
Zone 4 - Leigh-on-Sea	413	141	£1.35
Zone 5 - Southend North	199	0	£1.00

6.3.9 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	Strategies can be developed which maintain vibrancy while minimising vehicle trips by ensuring accessibility via a range of modes and additional policies to strengthen the town centre offer and environment.
Revenue	Strategies have been identified that could both reduce congestion (by 1,776 vehicles per day) and at the same time increase revenue (by approx. £650k).
Congestion	Car park pricing should again be part of a holistic package of measures to minimise congestion. Simplification of tariffs will enable clearer communication and management.

Physical Activity	Congestion-minimisation strategies are expected to be aligned with those that support physical activity.
Equity	Southend has good accessibility across a range of modes and this strategy is expected to provide a suitable mix of parking offers for residents.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

6.3.10 Option 3: Encouraging & Supporting Active Lifestyles

The Active & Involved Outcome seeks to encourage more people have active lifestyles and to reduce the number of people who do not engage in any physical activity. Residents of Southend have relatively good accessibility across the borough by public transport – the town centre in particular is within 30 minutes walk of 5 train stations. Cycling accessibility to these central locations is also relatively good with access through to Thorpe Esplanade and Chalkwell within 30 minutes. There is therefore strong potential to incentivise further walking and cycling through tailored pricing strategies.

6.3.11 Assumptions: The assumed average hourly costs per zone for the reducing congestion strategy are shown below:

New Zones	Total Zone Capacity (Off Street)	Total Zone Capacity (On Street)	New Weighted Average Cost per Hour
Zone 1a - Seafront Premium	1599	108	£2.50
Zone 1b - Seafront	495	1130	£1.45
Zone 2a - Town Centre (North)	1570	152	£0.50
Zone 2b - Town Centre (South)	950	0	£2.10
Zone 3 - Shoeburyness	609	21	£0.50
Zone 4 - Leigh-on-Sea	413	141	£1.35
Zone 5 - Southend North	199	0	£0.50

6.3.12 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	City Science's White Paper, 'Activating the City' consolidates the evidence around the potential positive impacts of active travel on economic centres.
Revenue	Strategies that could increase active trips by up to 1,700 per day have been identified. These strategies result in a loss of revenue of approx. £140k.
Congestion	Strategies that support physical activity, in particular from the outskirts of the borough, are expected to be aligned with strategies aimed towards minimising congestion.
Physical Activity	While accessibility has been mapped as part of this work, path quality has not been audited. Pricing strategies combined with infrastructure enhancement for active travel (e.g. LCWIPs) and other behaviour support measures are likely to have most benefit.
Equity	Southend has good accessibility across a range of modes and this strategy is expected to provide a suitable mix of access options for residents.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

6.3.13 Option: Maximising Utilisation & Reinvestment

Southend-on-Sea Borough Council currently maintains 65 car parks as part of its portfolio. In this study we have used available data to identify the occupancy of both car parks and the proposed zones (note: where car parks are currently free, no data is available) – this shows that utilisation of these assets varies through the Borough. Pricing can be targeted to increase expected utilisation, and generate additional income for reinvestment. Any additional income could be used directly to improve the quality of the car parks or alternatively to invest in other improvements – for example to strengthen the visitor offer or to resource additional marketing campaigns.

6.3.14 Assumptions: The assumed average hourly costs per zone for the reducing congestion strategy are shown below:

New Zones	Total Zone Capacity (Off Street)	Total Zone Capacity (On Street)	New Weighted Average Cost per Hour
Zone 1a - Seafront Premium	1599	108	£2.10
Zone 1b - Seafront	495	1130	£1.45
Zone 2a - Town Centre (North)	1570	152	£1.80
Zone 2b - Town Centre (South)	950	0	£1.70
Zone 3 - Shoeburyness	609	21	£1.40
Zone 4 - Leigh-on-Sea	413	141	£1.35
Zone 5 - Southend North	199	0	£1.00

6.3.15 Option Summary:

Evaluation Criteria	Impact Summary
Vibrancy	Benefits from increased utilisation could be reinvested in strengthening the visitor offer. As a result, impacts on vibrancy will depend on the investment priorities from any additional income.
Revenue	Maximum utilisation strategies have been identified which increase car park income by approx. £825k in addition to the benefits from tariff rationalisation.
Congestion	Under this scenario utilisation is increased, indicating a higher number of vehicle trips. However, more balanced utilisation is expected to divert traffic to car parks further away from the Town Centre and Sea Front zones, thus benefiting congestion in these areas.
Physical Activity	Under this scenario utilisation is increased, indicating a higher number of vehicle trips overall. However, higher pricing of existing high occupancy car parks is likely to incentivise increased walking and cycling trips by residents.
Equity	Southend has good accessibility across a range of modes and this strategy is expected to provide a suitable mix of access options for residents.
Capital Cost	30 new P&D machines are expected to be required at a cost of £120,000.

7 References

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Appendix 2: Southend Pass

The Southend Pass is a Member led initiative, creating a new parking permit concession, designed to incentivise and support residents to access local retail and leisure offerings, encouraging increased local economic activity, making Southend more accessible and inclusive.

Subject to the references in the Report, and associated Financial Implications, it is proposed the Southend Pass be brought forward as follows.

a) Be introduced for an initial 12-month trial period
b) Offer a period of parking of up to 3 hours, in any Zone as many times a day as required
c) For example, a driver can park for one 3-hour session in Zone 1, and then another 3 hour session in any other Zone, within a single 24 hour period.
d) Southend Pass holders cannot use the pass multiple times within a single zone, within a 24 hour period.
e) Be valid for use in any Off-Street Car Park and On-street Pay & Display location
f) Be valid for use in any individual vehicle which is registered to a residential property within Southend and other boroughs (for the 12-month trial)

The Southend Pass will be made available at an introductory administrative fee of £8.50 (inclusive of VAT per month), plus a £0.05 individual transaction fee (Mobon app only).

Customers who require a clock will be provided with one at no additional cost, replacements will be subject to an administration cost of £10.

That the Council meets the licence costs of £30,000 for a one-year trial period.

The trial period will be used to monitor the overall impact of the Southend Pass and an evaluation on a quarterly basis will be undertaken in consultation with the Portfolio Holder and relevant Executive Directors which could result in further recommendations coming back to Cabinet to make changes to the scheme during the trial period.

A final comprehensive evaluation report will be bought back to Cabinet following the conclusion of the trial period.

<u>Implementation</u>

If approved, the Council will deliver the Southend Pass from April 2021, with a marketing campaign using the Council media strategy and promoting via press releases, social media, and direct contact with customers.

Use of the Southend Pass

Southend Pass holders will be able to use their pass either:

- Digitally using the Mobon pay by phone application
- Manually using a clock, similar to those used by Disabled Blue Badge Holders.

Digital users will be able to create a parking session in the normal way, and where a valid Southend Pass is active, the discount will automatically be applied. If additional parking time is required, customers will be able to purchase this at the standard rate.

Manual customers will be required to set their time of arrival on the clock, and where additional parking time is required, they must either use a pay and display machine or the Mobon application to purchase this at the standard rate, or in a residential permit parking area, use a visitor scratch card.

The Southend Pass can be used in any permit parking, pay and display or off street car park.

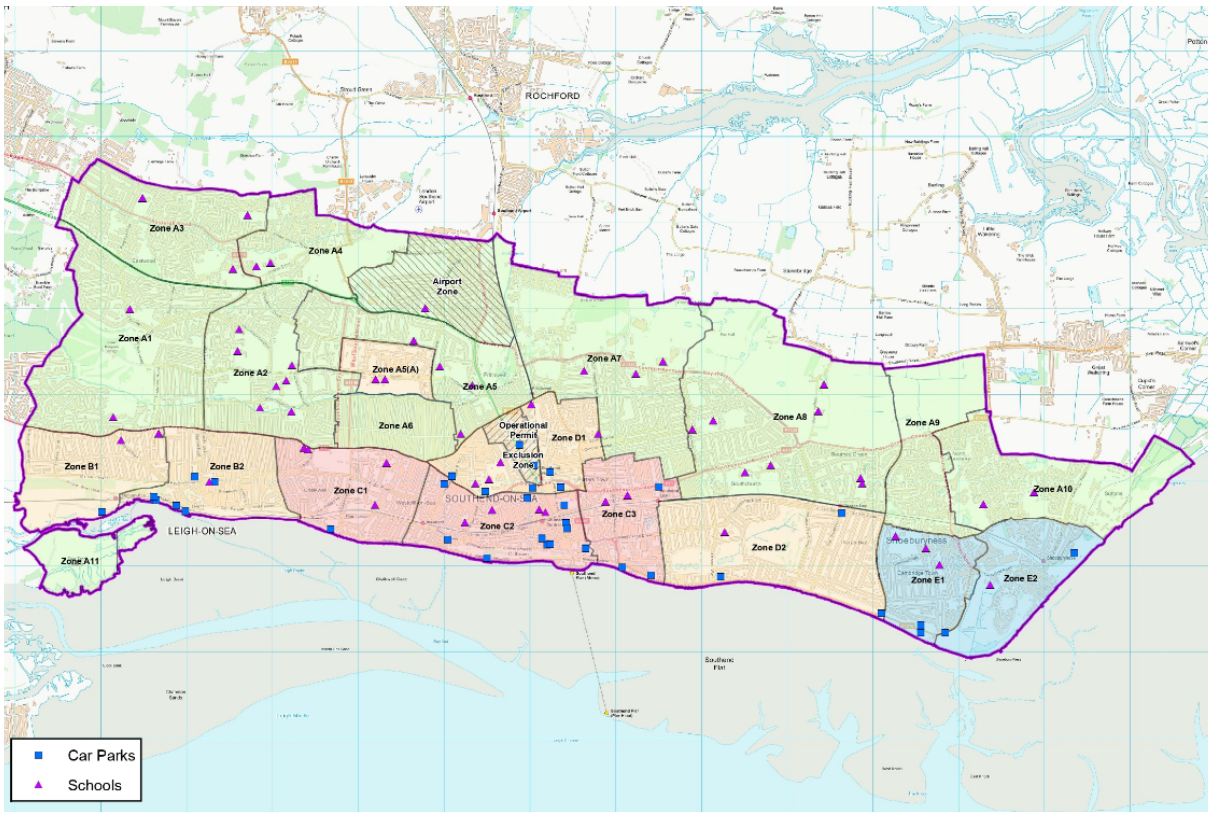
During the initial trial period, it is not anticipated there will be a restriction on use in areas of high demand, however, these areas will be monitored for adverse effects which will be reported back to Cabinet, along with updated recommendations if required.

Enforcement

The Council Civil Enforcement Officers will enforce misuse of the Southend Pass, or other parking contraventions in the normal manner. Contraventions such as failure to display a clock or adjusting the time of arrival may result in a penalty charge notice being issued.

Appendix 3: Asset Maps

Schools and Car Parks



Libraries, Dentist, GP's, Places of Worship