



Colchester Positive Parking Strategy

November 2020



working in partnership with

**North Essex
Parking
Partnership**



Contents

Foreword.....	3
Executive Summary.....	4
1 Parking in Colchester.....	6
2 Workstreams for the Strategy.....	8
3 Protecting the Environment.....	9
4 Delivering Good Service.....	11
5 Providing Social & Financial Value.....	13
6 Supporting Wellbeing & Social Inclusion.....	15
Appendix A What is Positive Parking?.....	16
Appendix B About Colchester.....	17
Appendix C On Street Parking.....	Error! Bookmark not defined.
Appendix D Reference Notes.....	19

Title	Status	Authors	Date
Colchester Parking Strategy - A Positive Parking Review	Pre-Consultation Draft Report	RW NEPP	January 2020
Colchester Parking Strategy - A Positive Parking Review	Consultation Report	RW NEPP	July 2020
Colchester Parking Strategy	Summary Report Outline Structure	AP Parking Perspectives	6 Oct 2020
"Colchester Parking Strategy"	Draft		Oct 2020
"Colchester Parking Strategy"	Draft Final		Nov 2020
"Colchester Parking Strategy"	Final		Nov 2020

Parking Perspectives | 2020018 – NEPP Strategy Review \ Parking Strategy for Colchester 04.docx

Foreword

In 2019 our Council, along with many others in the UK, declared a climate emergency. We still want to deliver on our ambitions to make Colchester a great place to live and work, prosperous and providing people with opportunities to live long fulfilling lives. We understand that the supply and provision of adequate accessible and good quality car parking is important to visitors and residents alike.

But it is also imperative that we take action and embody within our policies and plans measures that will make a real difference to the way we travel, and reduce the impact of our activities on the environment.

This parking strategy contains a number of measures that we hope will help embody real change in how we travel and how we help the Council deliver on its wider ambitions for society. I trust it is one of many positive steps that we can take now to help us all make our contribution, reduce the carbon we generate, and enable us to be proud when we hand on our town to subsequent generations.



Cllr Michael Lilley

Colchester Borough Council

Portfolio Holder for Communities, Wellbeing and Public Safety

Executive Summary

This strategy for parking has been shaped to help support the Council deliver on its 2019 climate emergency declaration and other objectives set out in the Strategic Plan (2020-23). It presents four themes, and principles within each, that will guide decisions about parking provision, allocation, charging and control over the coming years.

Protecting the Environment

Poor air quality and road congestion remain key issues for Colchester. To encourage drivers to consider other more environmentally-friendly methods of transport, so that the goal of Carbon Neutrality by 2030 can be reached, Colchester Borough Council will:

- Consider air quality, traffic congestion and availability of other modes of transport when setting the quantity, location and charge of car parking.
- Ensure the policy can be consistently applied by acquiring or applying a licence scheme to all significant third party public off-street parking in the town centre.
- Seek to introduce a levy on all workplace parking within the town centre.
- Support car free developments and lower provision of car parking in appropriate areas.

Delivering Good Service

Whilst tackling the environmental impacts, the Council look to deliver the best service possible. A large part of the strategic plan sets out to do this by:

- Providing clear signing to allow visitors to find appropriate, available parking more easily, and to manage the choice of routes taken to that parking.
- Improving user experience by adopting new payment tariffs and channels. These systems could support new sophistications, such as promotions and caps on parking charges.
- Varying the parking offered to meet different customer requirements spatially and temporally.

Providing Social & Financial Value

The strategy aims to ensure proper social and financial value is delivered to users. In order to do this, the council will:

- Ensure parking prices take account of the full costs of providing the service and that this price is set to ensure that other, more sustainable methods of transport, remain attractive to users.
- Vary charges applied to parking depending on user type. This is to take account of a user's situation and support their needs, along with being a means to encourage certain behaviours.
- Make revenues from parking available to support other transport options in order to deliver on overall objectives.

Supporting Wellbeing & Social Inclusion

The strategy will seek to make access to parking fairer, taking account of specific needs, including actions to:

- Design parking payments to make parking offers available to all.
- Set and adjust Blue Badge parking provision over time based on the observed need.
- Support use of the parking estate in the provision of social housing.

1 Parking in Colchester

The Council's Off-Street Car Parking provision was last reviewed in 2009/10 with changes being implemented from April 2010. The charging strategy was based on a mixture of short and long stay with protection of the historic core as far as possible.

Since that strategy was adopted, a number of key aspects have changed. These drive the need for a new strategy to be produced suitable for the five to ten years.

1.1 Strategic Plan

Colchester Borough Council has adopted a new Strategic Plan (2020-23)¹. This sets out the following priorities:

- **Tackling the climate challenge and leading sustainability** – responding to the climate emergency, conserving, and enhancing biodiversity, enabling more opportunity for cycling and walking around Colchester
- **Creating safe, healthy, and active communities** – building on community strengths and assets, tackling inequalities, supporting vulnerable people and providing opportunities for young people
- **Delivering homes for people who need them** – increasing the number of homes, preventing homelessness, creating new communities, and adopting a new Local Plan
- **Growing a better economy so everyone benefits** – enabling economic recovery, working with partners to deliver a shared vision for a vibrant town, attracting inward investment
- **Celebrating our heritage and culture** – agreeing a new Cultural Strategy, strengthening tourism, and protecting our unique heritage

1.2 Climate Emergency

In July 2019, Colchester Borough Council declared a climate emergency. Its Climate Emergency Action Plan² sets out measures to achieve carbon neutrality by 2030. A number of these measures relate to sustainable travel and the role of parking.

1.3 Infrastructure Changes

Over the last decade Colchester has seen the implementation of Park & Ride³. Changes to several off-street parking areas has been completed. The town centre has seen the redevelopment of the St Botolphs car park for a Court building, redevelopment of the Lion Walk Shopping Centre, development of an office building on part of the Sheepen Road car park and replacement of the Priory Street car park with a quality facility.

1.4 Societal Change & Technological Opportunities

The last decade has seen changes in public attitudes and the introduction of legislation that moves the expectations and options available in delivering a parking service. There is a significant structural change in the way people buy things, and potentially permanent changes to the way people work and carry out ordinary activities that will arise as a result of the response to coronavirus. Since 2010 there

has also been a significant shift in new technologies. These are being applied to enable a big change in how the parking service is used and how it can be delivered. A particular example of this is *MiPermit*, the cashless payment system.

1.5 The Positive Parking Agenda

Allied to the wider shift in attitudes, Colchester Borough Council is a founder member of the Positive Parking Agenda (see Appendix A). It is an initiative to change perceptions, challenge misconceptions and improve understanding about the role that good parking management has in supporting a successful society. A renewed parking strategy will enable Colchester to deliver its commitment to the Agenda by providing a benchmark for other authorities to follow.

1.6 A Parking Strategy for 2020

This Parking Strategy adopts principles that apply throughout the Borough but also sets out how those principles will impact the strategic development of parking in Colchester Town. Updates to the specific strategies for parking applicable to the other satellite town parishes will be developed as required.

This strategy is focused on off-street parking. Residents' parking and on-street pay and display is controlled by the highway authority, Essex County Council. More information about the management of on-street parking, and the way that Colchester Borough Council works collaboratively with the highway authority in its delivery of the parking service, is contained in **Error! Reference source not found..**

1.7 Covid-19

At the time of writing this strategy, the world is still struggling to contain and live with Covid-19. This strategy does not make any further reference to Covid-19 on the basis that while it may impact *how* we do things in the future, both in the short term and potentially as a new, permanent, normal, it is not expected to change the fundamental principles set out at this time nor our common values.

Due to the impact of Covid-19, the council is facing a £2m funding gap in its budget to support essential services this year. It is anticipating a £3.5 million gap in the budget for the next financial year (2021/2020) and potential deficits thereafter for a number of years.

This will accelerate and influence some of the choices we make around when we can deliver on the principles and the extent to which we have to ensure our services are adequately funded by those that use them and able to make a contribution to ensure we can continue to deliver critical services.

2 Workstreams for the Strategy

Four workstreams have been identified that support delivery of the Climate Emergency and contribute to some of the objectives contained within the Strategic Plan.

Workstream	Supporting the Strategic Plan	Description
Protecting the Environment	Tackling the climate challenge and leading sustainability	Principles that support a reduction in carbon and encourage our community to make better choices in the way they travel to help improve air quality and address the needs of the Council's declaration of a Climate Emergency are covered in this workstream.
Delivering Good Service	Growing a better economy so everyone benefits	This workstream consists of those principles that support growth, a vibrant town centre, make Colchester welcoming, encourage inward investment and deliver economic growth.
Providing Social & Financial Value	Creating safe, healthy, and active communities	Principles relating to the way the assets owned or managed by us are used, allocated and charged for to promote healthier lifestyles and provide land for housing and social value will be contained here.
	Delivering homes for people who need them	Moreover, principles that deliver good financial value, to save money and where appropriate provide resources to make a positive financial contribution to other activities, are also covered.
Supporting Wellbeing & Social Inclusion		Principles that offer targeted or specific support to help the most disadvantaged residents and communities help deliver this objective.

A discussion and rationale for each of the principles to be developed under each workstream are described below. Combined, these principles form the parking strategy.

3 Protecting the Environment

Support for the Council's goal of carbon neutrality by 2030 will include measures to encourage travel by modes other than private car and to reduce the detrimental impact on the local environment caused by motor vehicle traffic⁴. The historic core, containing four Air Quality Management Areas (AQMAs), will be a particular area of focus.

Over the last five years many London boroughs have introduced differential charges for those driving vehicles with higher carbon outputs for residential permits⁵. A number apply additional levies or higher tariffs for their car parks and on-street parking for vehicles with a higher carbon rating or diesel engines^{6,7}. In 2018, Cambridge implemented a parking congestion charge by application of a higher rate tariff for those beginning a parking session in the city centre car parks between 8 and 10 am⁸.

Colchester will seek to adopt and develop a similar approach of using parking charges to encourage alternative travel choices. Supplementary parking charges may be applied to the car parks that are within higher density areas, for locations that are well served by more sustainable alternatives, for access or egress at peak times when the travel will contribute to traffic congestion, and to those vehicles that are more polluting⁹.

The strategic approach is not to prevent those choosing to drive from doing so. It will encourage drivers to consider more favourably other options: To park outside the town centre, to use park and ride or choose another mode of travel, such as walking, cycling or taking a bus. The charges applied will be pre-determined and additive; they will not be dynamic nor intended to present drivers with a surprise.

As the town develops and consistent with plans to reduce town centre traffic congestion there may be a progressive reduction in the available capacity to park cars in the town centre¹⁰. It will remain important that shoppers and those visiting the town for personal business and to access goods and services are able to do so, but the general approach will mean that those wishing to benefit from the high access and convenience afforded by the parking closest to the commercial areas, and who impose an environmental and social cost when they do so, may expect to pay a higher charge. The strategy will see much of the long stay parking moved further from the town centre.

Further options to enable Secured Resident Off Street parking for those living in the town and seeking additional parking beyond that available to them within their curtilage or locally on-street will be developed. Charges will reflect the service provided and may include a hypothecated levy to support Car Clubs and other cleaner transport modes¹¹.

Principle 1. Traffic congestion, air quality and the availability of other modes of travel will be a key consideration in setting the quantities of parking available, the location, the restrictions applied and parking tariff employed.

Measures will also be applied to other parking in the town to ensure that the approach is consistent and so that overall outcomes can be delivered.

The Council will seek to control the charges applied by third party public car parks. This will be achieved through acquisition, the application of planning conditions or licensing¹². The Council will also look to incorporate the park and ride into its management. This will enable price setting and financing of the park and ride to be integrated as part of the overall parking strategy for the town.

Colchester has some significant parking areas provided by employers for staff¹³. Many of these are within the commercial centre of the town and/or contribute to generating significant peak period congestion. A workplace parking levy was introduced in Nottingham in 2012. It placed an annual charge on employers based on the quantity of parking spaces they made available to employees. Money raised from the scheme has been hypothecated into other transport schemes including in particular accelerating the delivery of phase 2 of the tram system¹⁴. Colchester will seek to introduce a similar levy.

Principle 2. All significant public off-street parking will be owned or licensed by CBC. Workplace parking within the town centre will be subject to a levy.

Removing the requirement for new housing developments to provide a minimum amount of in-curtilage car parking increases the options for sites to bring forward attractive accommodation at higher densities. Unbundling the parking from the accommodation means that housing is more affordable for those willing or wanting to live without car parking. Such developments are supportive of lifestyles that are less reliant on car use and thus aligned with aims to reduce carbon. Colchester's current planning conditions permit car-free developments in suitable locations¹⁵.

Application of lower in-curtilage parking requirements are subject to ensuring that sufficient restrictions are in place to prevent residents anyway acquiring cars that they then park on-street. This may create or exacerbate parking issues for the local community. A number of authorities support car-free developments where on-street parking is controlled and the development, and all subsequent occupants, can be excluded from the residents' parking scheme¹⁶.

New developments may be required to provide or increase the quantities of other parking, to support increased cycling and car sharing¹⁷.

Principle 3. Planning requirements will support car free developments and lower provision for car parking in suitable areas. New developments will continue to be obligated to provide minimum levels and standards of cycle parking, electric vehicle charging and space for car clubs.

4 Delivering Good Service

Easy navigation and movement helps people do business. It creates a good first impression for those coming to the town as visitors. Provision of good quality information and guidance on parking makes finding parking suitable for the user's particular needs easy. It also enables the choice of car park used, and the route taken to it, to be managed in the wider interests of the town and county¹⁸.

Not only will physical signage be developed, but the process to ensure that web-based information and data provided to third party navigation systems remains current and appropriate, will be reviewed. This will include options to prepare these channels to reflect actual conditions in real-time, allowing car park guidance and routing to be changed as part of a wider process of managing congestion, air quality and car park occupancy.

Providing easy wayfinding, interesting and attractive routes to the destinations reached from the car parks will also form part of the strategy to successfully re-locate some parking capacity away from the town centre.

Principle 4. Signing will be provided with the intent that visitors to the town can find appropriate, available parking for their needs without difficulty and using routes supportive of the town's wider use.

The reason people come to town, and how they spend their time, has changed. The town centre is becoming less of a destination to buy commodities and more of a place to spend time, browse, socialise, be entertained and partake in leisure activities¹⁹. Surveys in market towns in North Yorkshire have indicated that around one in five visitors were curtailing their stay in the town because of parking time limits²⁰. Indications from Harrogate are that visitors now able to pay for their off-street parking on return, rather than in advance using pay and display, are staying around 22 minutes longer²¹. Major shopping centres utilise pay on foot, at the end of the shopping trip, as part of their customer offer.

Systems and options that are transforming the way people can pay for their parking in a more convenient way and less restrictive way are already in use in many UK towns. Colchester will seek to provide options across the town for driver to access various methods to pay for their parking, including cash, card or account.

The facility to extend a stay remotely, pay on return to the vehicle along with existing pay and display options will be provided. Automated systems and 'trusted customer' accounts will negate the requirement to buy a ticket, remove any restriction or concern about penalty charges and take away the need to make any payment at the point of use. Such options will also enable users to opt-in to promotions or parking rebates offered by retailers and other commercial destinations. The systems available offer a day charge cap similar to that applied by users of Oyster in London. Charges applied at the end, or subsequent to the many parking events, can be 'capped', adjusted, or rebated, based on promotional rules and a user's cumulative activity over a period of time.

Principle 5. Payment tariffs and channels will be adopted that offer improvements to the user. Systems that support promotions, caps on parking charges and other sophistications to billing will be enabled.

Requirements for parking differ between users and their needs. Colchester will look to adopt different standards and minimum expectations from car parks similar to the gold, silver and bronze grading adopted by Cornwall²². One of the improvements in the higher tier parking areas will be wider bays.

Destinations are chosen because of the what the town has to offer and its proximity to the origin; parking costs are a secondary consideration.²³ It is not the case that parking charges are driving users onto internet shopping²⁴. It is the availability, and certainty of finding a space, rather than its cost, that is most important to users²⁵.

Some cities have successfully embodied a process to adjust parking time limits and charges to deliver a desired level of availability. These aspects are set locally for each car park, based on historic levels of utilisation, so that there is always a space to park²⁶.

While this may mean that popular car parks become more expensive, alternative lower cost options will be available for those on a budget. Users will be able to choose where they wish to park, based on cost, location and service, and be generally assured that they will be able to do so. This approach removes the frustration, inefficiency and unreliability to people's schedules arising from a system in which car parks are frequently full.

As we have now, the parking tariff may be set and established in advance, to operate at different levels on different days and times to best manage use and reflect the requirements of different customers. Additional short stay tariffs will be available in car parks otherwise intended for long stay use and the use of maximum stays will be replaced with escalating tariffs. These will not prevent longer stays; an extended stay in a particular place may be very important to that user on that occasion, but will be designed to discourage long stays in car parks demarcated for shorter visits.

Principle 6. The parking offered will be deliberately varied to serve different customer requirements and needs, both temporally and spatially.

5 Providing Social & Financial Value

The cost of providing good parking goes beyond what is spent to empty the machines and issue enforcement notices. Other operational costs include making sure a car park remains safe, is lit, cleaned, resurfaced, repainted, has its landscaping and foliage managed and has significant structural renewal work completed when required. Parking charges are inclusive of VAT and car parks are subject to rates. Furthermore, land used for car parking may not present the best return for the Council. There is an opportunity cost if the site could earn more for the Council if it was used in another way.

In the same way that bus users pay a commercial fare for their journey to cover all the operator's costs, the Council will establish a baseline parking charge that ensures the full costs of providing parking are covered. This will apply for each site.

Consistent with the primary drive to promote sustainable travel, this baseline charge will be increased where it is deemed by the Council to price a car journey at a lower cost than if the user chose to make the same trip by bus. Users may choose to drive for a number of reasons, but it should not be because it is the cheapest option²⁷.

Other charges may also be applied to the baseline parking charge where these support Council policies. These may include further charges applied to reduce peak hour driving, to manage use of town centre roads or ensure availability.

Principle 7. Pricing for parking will be set at a level that takes account of at least the full costs of providing the parking service and at a level that ensures that more sustainable alternative modes of travel remain viable and attractive options. Charges may be levied above this floor payment as determined by other policies.

Employment of parking space, variations to parking restrictions and differential charging will support vehicle choice and types of travel favourable to the Council's environmental aims. Space will be allocated for Car Club and electric vehicle parking, and charges applied to those using these modes may be varied for a period to support uptake or use.

Concessions for traders to use parking space to undertake commercial operations, such as food trucks or car valet services, will be considered and promoted where these are supportive of town vitality and do not present an unacceptable environmental cost or impact on the facility.

A parking discount scheme for local residents will not be progressed. This is seen to be contrary to, and potentially undermines, measures to encourage those living within the borough to seriously consider other means of travel. This is applicable in particular to those living within the town. They may be making relatively short journeys that could be walked or cycled.

Principle 8. Charges applied to parking may be varied on account of user type as a means of encouraging particular behaviour, to support wider policy, take account of a user's situation or to support particular needs.

The Council's car parks will be managed to deliver the best value to the community it represents. Any surplus arising from the policies adopted will be available to the Council to support delivery of other critical services and keep other charges lower. The Council may allocate parking surplus in ventures to reduce the costs of alternative travel options supportive of a change in behaviour. Potential uses include generating funds to improve cycle and walking infrastructure, cycle parking or to support bus services²⁸.

Principle 9. Revenues derived from parking may be made available to support other transport options where these help deliver overall objectives.

6 Supporting Wellbeing & Social Inclusion

A number of initiatives will be explored to help those with limited resources or non-standard working patterns access similar parking rates as those on a more typical full-time week. Smaller monthly payments will be available for those purchasing longer term parking permits and options to provide season ticket parking rates that can be used on odd days within a longer period of eligibility will be examined.

A scheme such as that operated by Allerdale Borough Council²⁹, to enable residents on a low income access to a lower priced parking permits for their workplace town will be considered.

Principle 10. Parking payment options will be designed to offer access to all.

Blue Badge holders are currently granted 3 hours uncharged parking in Colchester's car parks. Additional hours are paid for at the prevailing rate. The Blue Badge scheme was designed for, and continues to have legal standing, for on-street parking only. Its use in off-street car parks is a concession to assist those with mobility needs.

Many local authorities charge for Blue Badge parking. The designated parking spaces are to afford users the best access and proximity, not to provide or imply an inability to pay for the parking used. It is common for Blue Badge users to be granted additional time for any paid stay in a public car park³⁰.

The Council will maintain an approach to charges for Blue Badge parking consistent with the overarching policy approach to ensure that car use is not subsidised or promoted over other modes available to users. It will also remain mindful that charged-for parking removes the financial incentive for those ineligible for a badge, to use, or acquire one. This improves availability of the disabled bays provided for those with real access needs.

It is important that the integrity and community respect given to Blue Badge parking bays for use by those that need them is maintained. To this end the Council will monitor use so that evident over-provision is adjusted down commensurate with actual demand³¹.

Where demand is excess to supply options to increase provision will be explored. There may be additional demand due to the scheme now accommodating those with 'hidden disabilities' or where on-street disabled parking is removed³².

Principle 11. Blue Badge parking provision will be set and adjusted over time based on observed need.

Many of the Council's car parks provide excellent sites for new homes. Where this opportunity is appropriate the needs and provision of parking in the rest of the town will be reassessed to mitigate, and enable, the redevelopment of car parks in this way.

Principle 12. The parking estate will be used to support the provision of social housing.

Appendix A What is Positive Parking?

Colchester Council is both a founder member of, and has signed up to, the Positive Parking Agenda, an initiative started by a group of local authorities supported and assisted by the British Parking Association.

The aim of the Positive Parking Agenda is to change perceptions and challenge misconceptions about the parking sector as well as local government's role and make the parking experience a better one for all concerned. The Agenda looks to provide effective and positive communications, promoting innovation and the use of technology, for the benefit of all.

The Agenda addresses a range of key priorities including: congestion, safety, air quality, accessibility, technology, working together and fairness.

Colchester Council is looking to align its parking strategy, including its policies and operations, to this agenda through a Positive Parking Framework. The Positive Parking Agenda is looking to its founder members to set a benchmark standard for other local authorities to follow.

Find out more at [**www.positiveparkingagenda.co.uk**](http://www.positiveparkingagenda.co.uk)



Appendix B About Colchester

Colchester has a population of 190,098 living in 82,055 households. There are currently 132,530 voters in the local electorate. Our population is projected to grow to 216,300 by 2030.

12,500 new homes were built between 2001 and 2015; and 16,000 are projected to be built between 2016 and 2032. The borough covers 300 square kilometres and Colchester is the largest district in Essex, with a rapidly growing population and economy. Over the next 15 years Colchester is anticipated to experience one of the fastest growth rates within the county.

6,877 jobs were created between 2004 and 2014 (up 9.6%); and the turnover of the local economy grew to £3.41 billion over the same period, an increase of an estimated £200 million of Gross Value Added (GVA) (using 2010 prices). Colchester's economy attracted an estimated £3 billion of inward investment 2001- 2015.

The University of Essex ranks in the top 20 for research excellence. It is also one of the most international campus Universities in the UK with students from more than 130 different countries. Two of Colchester's secondary schools appeared in the top 10 for the best GCSE results in the country, and another school achieved the best A-Level results in the UK.

Part of the borough lies in an Area of Outstanding Natural Beauty and it contains 22 conservation areas and 2,056 listed properties. We estimate that approximately 35,000 adults in the borough volunteer at least once per month.

Appendix C How Parking is Managed in Colchester

Public off-street car parks are managed by local authorities. These are the district or borough councils.

Where it has been de-criminalised, the local highway authority will patrol and enforce waiting and loading restrictions on roads. This is known as Civil Parking Enforcement (CPE).

The authority responsible for the parking area may delegate management of the parking, and suitable enforcement, to a third party acting on its behalf.

In Colchester, both on and off-street parking management and enforcement duties are carried out by the North Essex Parking Partnership (NEPP), an independent local government service.

The local highway authority, Essex County Council, have by agreement, delegated their enforcement of on-street parking in the northern part of the county to NEPP. The NEPP operational service brings together all on-street parking enforcement and operations for Braintree, Colchester, Epping Forest, Harlow, Tendring and Uttlesford Councils.

A number of local authorities in that area have also put agreements in place for NEPP to deliver their off street car park enforcement services. NEPP provides off-street car parking services in the districts/borough of Braintree, Colchester, Harlow and Uttlesford.

In the areas that it operates, NEPP is responsible for the administration of the parking restrictions, the management and maintenance of parking schemes, the Civil Enforcement Officers ("traffic wardens"); the enforcement process and workload associated with the challenges to, and payments of, parking penalties ("parking fines").

The operational activities of NEPP are governed by a Joint Partnership Committee (JPC) set up by Essex County Council. The committee consists of elected members from the County Council and each of the boroughs and districts that make up the Partnership. Various operational issues are delegated to officers of the operational service on a day-to-day basis by the JPC. The NEPP JPC meets four times a year, with its AGM in June.

Essex County Council has also delegated its powers to make parking Traffic Regulation Orders (parking restrictions/permissions such as "yellow lines" and parking bays and permit areas) to the NEPP. The NEPP JPC has a sub-committee to oversee this function. It meets three times a year to discuss cases.

NEPP maintains a Reserve Fund built from any surpluses that accumulate from its operation. This fund is used to deliver up to six small scale on-street parking schemes (such as yellow lines) in the Borough Area each year. The allocation of the funding is made each October by the Joint Committee.

A link to the process for making representations for a new scheme may be found online at :- <http://www1.parkingpartnership.org/north/technical.php>.

Appendix D Reference Notes

¹ **Colchester Borough Council Better Colchester Strategic Plan 2020-23.** Colchester Borough Council, 2020.

² **Colchester Borough Council Climate Emergency Action Plan.**

<https://colchester.cmis.uk.com/colchester/Document.ashx?czJKcaeAi5tUFL1DTL2UE4zNRBcoShgo=YWmLTRbGk1iauz9a0CO28DEYgV1uGb6BJA0ICEAI%2f4bhhnn9%2fLhvcA%3d%3d&rUzwRPF%2bZ3zd4E7lkn8Lyw%3d%3d=pwRE6AGJFLDNih225F5QMaQWCtPHwdhUfCZ%2fLUQzgA2uL5jNRG4jdQ%3d%3d&mCTIbCu> : Colchester Borough Council, 2020.

³ **Essex Transport Strategy.** A long-term plan covering 15 years which sets out the aspirations for the transport network to achieve sustainable long-term economic growth and deliver enriched lives for residents. The plan set out transport priorities for the Haven Gateway, which includes Colchester, as providing transport improvements needed to accommodate housing and employment growth in a sustainable way; tackling congestion within Colchester (including the provision of Park & Ride facilities) and improving the availability, reliability and punctuality of local bus services. (Local Transport Plan for Essex, 2011, Essex County Council)

⁴ **Source Apportionment of NO_x emissions for the Borough of Colchester.** NO_x is a term to represent nitric oxide and nitrogen dioxide, responsible for diminishing air quality. In 2014 cars were found to account for 46% of emissions in the Colchester Town modelling domain area. While the introduction of cleaner engines for buses and goods vehicles and a progressive shift from diesel engines in the car fleet will have reduced NO_x, it remains a target area. [Cambridge Environmental Research Consultants, 2014].

⁵ **London Borough of Camden Parking Operations Fees and charges 2020/21** Residents permits are charged based on the vehicle's CO₂ emissions rating. 5 tariffs apply, from Tariff 1A - vehicles with CO₂ emissions rated up to 120g/km registered after 1 March 2001 to Tariff 4 for vehicles with CO₂ emissions rated over 225g/km or, in the case of vehicles first registered prior to 1 March 2001, with an engine capacity of 2,450cc or over. A further charge is also made for each diesel powered vehicle registered to the permit.

⁶ **Diesel Surcharge, Islington Borough Council.** One of the first boroughs to introduce a diesel surcharge on resident permits in 2015, followed by a £2 per hour surcharge for short stay parking in 2018. In 2019 the cost of short stay parking for diesel vehicles increased by a further £1 per hour and the surcharge on the resident permit increased from £99.65 to £120. Islington Council is clear that this pricing structure is a deliberate policy to encourage a move away from diesel vehicles.

<https://www.islington.gov.uk/parking/parking-permits/diesel-surcharges>

⁷ **London Borough of Croydon. Consultation on greener parking charges.** From January 2021, Croydon Council plans emissions-based charging for on-street parking and car parks across the borough. The lowest pricing band will apply to electric vehicles; a middle range will apply to standard cars using petrol, or newer diesel engines and a third higher charge will apply to vehicles that produce more than 185 grams per kilometre.

<https://wp.croydon.gov.uk/newsroom/consultation-on-greener-parking-charges/>

⁸ **Cambridge City Council Off Street Parking Charges 2018/19.** The policy, to reduce peak period congestion on the network, introduced a 50 pence surcharge to each hour of parking for those commencing a parking stay Monday-Friday between 8-10am.

⁹ **Utility Pricing** proposes setting and applying parking charges based on the dis-utility imposed on the community by the trip to and from the parking location, rather than the duration of the parking. This concept was presented at the Parking World 17 Conference in November 2017 in London and subsequently as the article 'Utility Bill for Parking' in Parking Review, October 2018. The charge applied for the parking session would be additive, comprising charges for congestion, severance and noise based on the time of entry and exit from the car park. Duration of stay would only impact the price charged for the parking for those stays when the car park may be expected to be full.

¹⁰ **Healthier Air for Colchester.** Colchester Air Quality Action Plan 2016-2021 Principle 6 (Reduce Emissions from Personal Car Use), includes the policy measure "Reduction of Town Centre Off Street Parking Spaces". The action plan states that following the introduction of the Park & Ride, it will be necessary to reduce the number of off street parking spaces available within the town centre to encourage reductions in personal car use. [Colchester Borough Council (2016)].

¹¹ **The Positive Impact of Car Clubs on Air Quality.** Evidence from London indicates that for each car club vehicle deployed, members sell or dispose of more than 10 private cars and defer the purchase of 22 cars [Carplus annual survey of car clubs, 2015/16, London]. The car club also offers other air quality advantages. The fleet is modern and more readily replaced than a private car may be. The car club fleet in London emits 28% less CO₂ than the average UK vehicle and all of the London car club cars are already compliant with the capital's Ultra Low Emission Zone [LTT, 20 February 2020]. Car clubs are also having a strategic effect in normalising electric car use and ownership by providing early access to electric vehicles for drivers [Carplus annual survey of car clubs 2016/17, London].

¹² **Licensing Off-Street Parking.** Section 43 and 44 of the Road Traffic Regulation Act 1984 and the associated Control of Off-Street Parking Orders 1978 and 1986 provide local authorities discretionary powers to control off-street parking through a licencing scheme. The powers allow, following appropriate consultation with stakeholders, for local authorities to establish controlled areas within which no person other than the local authority may operate a public off-street parking place of a prescribed description except under and in accordance with the terms and conditions of a licence granted to that person by the local authority [Department of Transport correspondence 14 June 2011].

¹³ **Employers Parking.** Estimates from 2007 indicated that the Town Centre has just under 9,000 private non-residential (PNR) car parking spaces. This figure excludes nearly 1500 spaces at North Station. 58% are associated with private businesses; 21% with retail; 12% with leisure and 9% with educational establishments [Colchester Town Council Car Parking Report 2007 unpubl., Telfer J.]

¹⁴ **Workplace Parking Levy, Nottingham City Council.** Employers with more than 10 liable employee parking places will be charged £424 for each in 2020/21. The levy, introduced in 2012, has helped fund extensions to the existing tram system. That now carries more than 17m passengers a year. It has also contributed to the redevelopment of Nottingham Station and provides continued support for the bus network. Approximately a quarter of employers recover the charge from employees. Business numbers are up by a quarter since 2012, and job

numbers have increased by over 20,000. Car use is down; public transport use is up [Hallam & Gooding, 2019, at Traffic & Parking, Manchester 2019].

¹⁵ **Parking Standards** Colchester Borough Council refers developers to the Essex Planning Officers Association Vehicle Parking Standards, adopted by Colchester Borough Council as a Supplementary Planning Document in November 2009. The level of parking provision required will depend on the location, type and intensity of use. While the default is for a minimum provision, lower standards are acceptable or required where it can be clearly demonstrated that there is a high level of access to services, such as a town centre location [Colchester Borough Council. Development Policies Section 8 (Transport and Accessibility)]. The National Planning Policy Framework 2019 (Ministry of Housing Communities and Local Government) has set out that maximum parking standards may be appropriate for residential and non-residential development where they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport.

http://www.planvu.co.uk/cbc/written/cpt8_dp.htm &
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

¹⁶ Southampton City Council Residents' Parking Policy excludes properties with planning approval after 2001 from entitlement to resident and visitor permits unless agreed on an exceptional basis. The London Borough of Islington's interactive street map shows those properties designated as being car-free and for which residents are not eligible for controlled parking zone permits

<https://mapapp.islington.gov.uk/mapthatv3/Default.aspx>
<https://www.southampton.gov.uk/moderngov/documents/s23618/Appendix%20%20-%20Residents%20Parking%20Policy.pdf>

¹⁷ **Carbon-free living.** Eight sites, consisting of 600 houses, are being planned for the City of York. The schemes are designed to provide carbon-free living. Houses will have cycle parking, but no in-curtilage car parking. Cars will have access only to the periphery of the sites, with the streets devoted to people and play spaces. Every house will come with a bike storage, be fitted with electric charging points and have "cargo bikes" available to rent. [Oliver Wainwright writing for The Guardian, Sunday 4 Oct 2020 10.00 EDT]

<https://amp-theguardian-com.cdn.ampproject.org/c/s/amp.theguardian.com/artanddesign/2020/oct/04/everest-zero-carbon-inside-yorks-green-home-revolution>

¹⁹ **Changing Function of Town Centres** When Brent Cross opened in the 1970s it had two cafes making up less than 1% of floorspace. Food and beverage outlets, placed in the lower rent eaves in Lakeside (1980s) now make up 15-20% of floorspace and are positioned in and amongst the higher retail and rental areas in recognition of its value in retaining customers (Westfield Stratford, 2011). The High Street is also reducing its commodity sales space which is being replaced with services that cannot be serviced on-line; nail bars, food, beverage, social spaces and other experiences. The upgraded Brent Cross shopping mall plan unveiled in 2016 consisted of a £1.4 billion plan to upgrade its offer with as many as fifty food options including street food stalls in the main thoroughfare, a cinema complex and a hotel. Recognising that shopping centres are destinations to spend leisure time, opening hours were proposed to extend to midnight (Evening Standard, 2016).

²⁰ **Parking Limits Impact on Spend.** Surveys undertaken in 2019 in the tourist visitor towns of Malton and Helmsley in North Yorkshire found that in both towns, around a fifth of trips were being prematurely curtailed because visitors were reaching the limit of the parking period [Ryedale District Council & North Yorkshire County Council "Ryedale District Car Parking Strategy – Findings & Recommendations" November 2019].

²¹ **Paying for Parking on Return** A survey of users in Canterbury found that more than 95% of visitors wanted to pay for their parking on return, not arrival [Canterbury City Council, Digital Transformation, presentation at Traffic & Parking, Manchester, 2019]. Harrogate introduced parking sessions managed and paid for on return using in-highway sensors in 2019. Parking sessions are begun by the drivers using an app (associated with an account). The parking session is terminated once the user is detected to have driven away. Payment is then taken for the period parked. Early indications are that those who have switched from a pre-payment to a post payment method are staying on average 6 minutes longer on-street and 22 minutes longer off-street [Harrogate Borough Council & AppyWay, 2020]. The tap in-tap out system has been introduced and is established in a number of car parks in local authorities. Early adopters were Royal Tunbridge Wells and East Hertfordshire in 2017. The system is now in place in Lichfield and Basingstoke and Newcastle City Council intend to extend their tap-in tap-out system as conditions allow.

²² **Gold, Silver and Bronze Car Parking.** Cornwall Council have set out to classify their car parks. Bronze standard locations will have an up to date condition survey and be in a safe condition, whereas gold standard car parks will have higher levels of lighting, clearly marked bays, occupancy management systems and a greater range of payment options for users [Cornwall Council, Positive Parking Framework, 2018].

²³ **Price of Parking on High Street Vitality** Many studies are consistent that the price of parking remains a lower order factor while the utility and attractiveness of the destination outweighs overall cost; people choose where they want to go and consider other factors subsequently. Recent significant research in 217 Dutch shopping areas found that the parking fee had no relationship to retailer turnover either for daily or non-daily goods. On a list of customer motives for shopping at a particular place, parking charge levels came eighth. The most important factors were accessibility to the destination and quality-related issues (Mingardo G, 2012, "Parking & Retail: an uneasy relationship", Erasmus University Rotterdam & presentation at Parking & Property, London April 2016).

A range of examples of survey work over the last 20 years that place the influence of parking charges are presented in "The relevance of parking in the success of urban centres" for London Councils 2012. Of note are the conclusions from a survey of more than 2000 customers that "the tenant mix and the atmosphere, unlike parking and accessibility, exerted the most influence on attractiveness for shoppers" [citing Teller and Reutterer (2008)] and that price of goods and general access to the destination was a much greater factor than parking [citing Data from IGD Consumer Unit 2006 reported in RAC Foundation and British Retail Consortium (2006)].

Parking pricing structures are often most objected to, not by the user, but by retailers who believe that parking fees discourage customers. When people or retailers are asked directly about parking, it often comes across as seeming important - but in wider surveys, it tends to be the quality of the shopping environment which is a more important determinant on where people go, and their satisfaction with their visit [Traffic Restraint and Retail Vitality, Sustrans, 2006]. Shop keepers may over-estimate the importance of free or cheaper parking. They may assume that 1) most shoppers drive; 2) drivers are the 'best' customers; and 3) the choice of shopping destination is strongly influenced by the availability of low cost parking [Mingardo and van Meerkerk, 2011]. Surveys in two neighbourhood shopping streets in Bristol consisting of 840 customers and 126 separate retailer interviews found that shopkeepers overestimated how far their customers were travelling, walking rather than cars (as thought by the shopkeepers) was the most frequently used mode and shoppers wanted traffic reduction and environmental improvements to improve their shopping experience. Retailers put parking as their top priority (Sustrans 2006). The survey in Bristol replicated one undertaken previously in Graz, Austria, that found that retailers significantly overestimated the number of customers traveling by car and underestimated those coming on public transport, by bicycle or on foot. There are clear indications of the veracity of this argument; highly successful retail centres in the UK such as Cambridge, Oxford Street in London, Brighton or even the Westfield Centre at Stratford operate costly parking regimes but remain buoyant.

²⁴ **The switch to on-line.** When 127 shoppers were asked in 2013 in St Helier, Jersey, why they had used the internet for their last on-line purchase rather than coming to the shops, 83% gave as their primary reason that the item was either not available or the range on the internet was better, or it was less expensive on-line. Despite both being available options, no-one in St Helier said that their primary reason for not using a bricks and mortar shop was because of the cost or parking or lack of parking. ["Town Centre Parking" in Parking Review, September 2014]. This survey was repeated in Harrogate in 2018. The overwhelming reasons 84 respondents bought on-line was due to the item not being available or not of the same range (selection), that the internet saved time or effort or the purchase was less expensive. The availability of parking was not mentioned by any of the respondents. Not even as a tertiary consideration. The cost of parking was given as a principal reason by two respondents and a secondary reason by a third (less than 5%) ["Harrogate Parking Strategy" 2019 Harrogate Borough Council and North Yorkshire County Council].

²⁵ **The importance of Parking Availability** "Shoppers and short stay parkers are not sensitive to price, but are very sensitive to the availability of parking spaces close to their destination" [Kielthy (2002b) "The Great Shopping Centre Car Park Space Hunt" PARKING NEWS – The journal of the British Parking Association. Issue No. 201 April 2002]. This view is characterised in the approach taken by many town centres and shopping mall operators (Rose, Graham, CP Plus, 2015, Speaking at conference "Parking & Property", London) and has been found to be a key aspect in a number of international research pieces (for example, Innes et al. (1990) "Factors affecting automobile shopping trip destinations, Journal of Urban Planning & Development"). What is key is that availability may well be a product of good enforcement

and management, including the application of clear policies to restrain unwanted parking behaviour. A study of the effect of parking policy on retailing in the UK that compared cities according to the level of parking restraint applied and the level of economic vitality (measured by vacancy and rental rates) concluded that there is “no evidence that a relaxed attitude to parking improved economic performance.” (Kamali & Potter (1997) “Vital Travel Statistics”, Landor Publishing, London).

²⁶ **Performance pricing.** Setting the price of parking to deliver a level of service idea formed the core of guidance in 2005: “In setting tariffs ...it is good practice to set them at a level such that 10-15% of the space is free at peak times. This means that drivers will always have a high expectation that parking space will be available. Some local authorities may be tempted to resist higher (parking) charges for fear of losing customers, but this should be avoided. Both supply and demand issues must be resolved. The process of parking should support the policy, not constitute the policy.” (Institute of Highways and Transport Parking Strategies 2005). The guidance goes on to say that matching demand with supply avoids parking aisles or streets becoming clogged with parkers seeking or waiting for an empty bay. Demand responsive or what is now being called *performance pricing* for parking adjusts the tariff paid to park based on demand. At times and locations that demand is expected to be high, the price to park is set higher and where there is good availability, the price is reduced (“The High Cost of Free Parking”, Shoup 2005).

²⁷ **Public Transport Viability.** Setting parking charges so they do not undermine the viability of public transport is a principle within the North Yorkshire Parking Strategy. The London Borough of Brent will formally align the price of daily visitor parking permits in its CPZs to bus fares to “ensure that there is no price incentive to travel by private vehicle rather than use public transport” (Local Transport Today 805).

²⁸ **Supporting Sustainable Travel** Surplus from London Councils parking operations provide revenue support for the Freedom Pass, offering free travel on public transport for older and disabled residents across the capital. The Government of Jersey specifically commits an allocation of its annual surplus to support their concessionary fare scheme and deliver its sustainable travel policies (Sustainable Transport Policy, 2019, States of Jersey).

²⁹ **Allerdale Borough Council Low-pay car park permit** Those on a low income can get a lower priced parking permit for commuting by car to the workplace. To be eligible applicants must prove that they earn less than £16,900 gross per year, demonstrate that their workplace is in the town applied for and proof that the vehicle is registered with DVLA. [<https://www.allerdale.gov.uk/en/parking/car-park-permits>]

³⁰ **Additional Time for Blue Badge Parkers.** Legal challenges against Lincoln Council and Norwich City Council have relied on the Equality Act 2010. Without adjustments, those with disabilities effectively paid more for parking than non-disabled persons, due to the additional time they needed to complete the same task. [<https://www.disabled-world.com/disability/legal/car-park-case.php>]

³¹ **Disabled Parking Quantities** Over-provision of disabled bays can lead to a breakdown in integrity and respect for the Blue Badge scheme. Blue Badge spaces that are seen to be over-provided while standard spaces are inadequate for demand may lead to authorised use by car parking managers. This in turn may invite unofficial or assumed use of them at other times

and/or other locations. Ensuring spaces for those with mobility needs are appropriate in number is thus an important part of the process in maintaining respect for the Blue Badge scheme and acceptance by the wider public of the special status associated with those spaces.

Car parks that provide fewer bays for Blue Badge holders than national guidance can still qualify for the DMUK's Disabled Parking Award where the promoter can evidence provision is commensurate with actual demand. [Disabled Parking Award Handbook Ver 1.0 Section 2, 8.10 | Ver 2.0 Section 3.4]

³² **Hidden Disabilities.** The Disabled Persons (Badges for Motor Vehicles) (England) (Amendment) Regulations 2019 became effective from 30th August 2019. People with conditions that can affect their ability to access goods and services, including those with Parkinson's, dementia, autism and epilepsy, may qualify. By the end of the year, a further 120,000 badges have been issued to this group [Elisa Menendez, Metro, Saturday 28 Dec 2019 [<https://metro.co.uk/2019/12/28/thousands-hidden-disabilities-given-blue-parking-badge-new-rules-11970860>]]. This represents an increase of 5% on the 2.29 million Blue Badges already held in England on 31 March 2019 [Blue Badge Statistics, England: 2018].