

Parking Strategy Update

2022



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Introduction

West Lindsey District Council ('the Council' or WLDC) have commissioned Parking Matters Ltd (PML) to update the current Parking Strategy in light of changes to retail and customer behaviour in the two towns of Gainsborough and Market Rasen since 2015.

The last full Parking Strategy was written in 2015, the plan being to renew it after 5 years. The decision was taken to delay the 2020 strategy due to Covid-19 as the adverse effects of the pandemic upon footfall and car park usage would have blighted the data that needs to be collected to support the strategy. As the impact of policies around the pandemic abated in 2021, it was an appropriate time to re-visit the strategy.

This update considers the current situation and progress against previous and seeks to address some specific questions provided by the Council.

Baseline:

Following the closure of the Beaumont Street Multi-Storey Car Park in Gainsborough in 2015, the council have acquired use of the Riverside Car Park, on the western edge of the Town Centre for longer term overflow parking.

The current public and council operated Car Parks in Market Rasen and Gainsborough are outlined in the tables below:

Market Rasen	Spaces	Blue B.	EVCP's
Festival Hall (Long Stay)	72	5	0
John Street (Long Stay)	99	8	0
Mill Road (Long Stay)	23	2	0

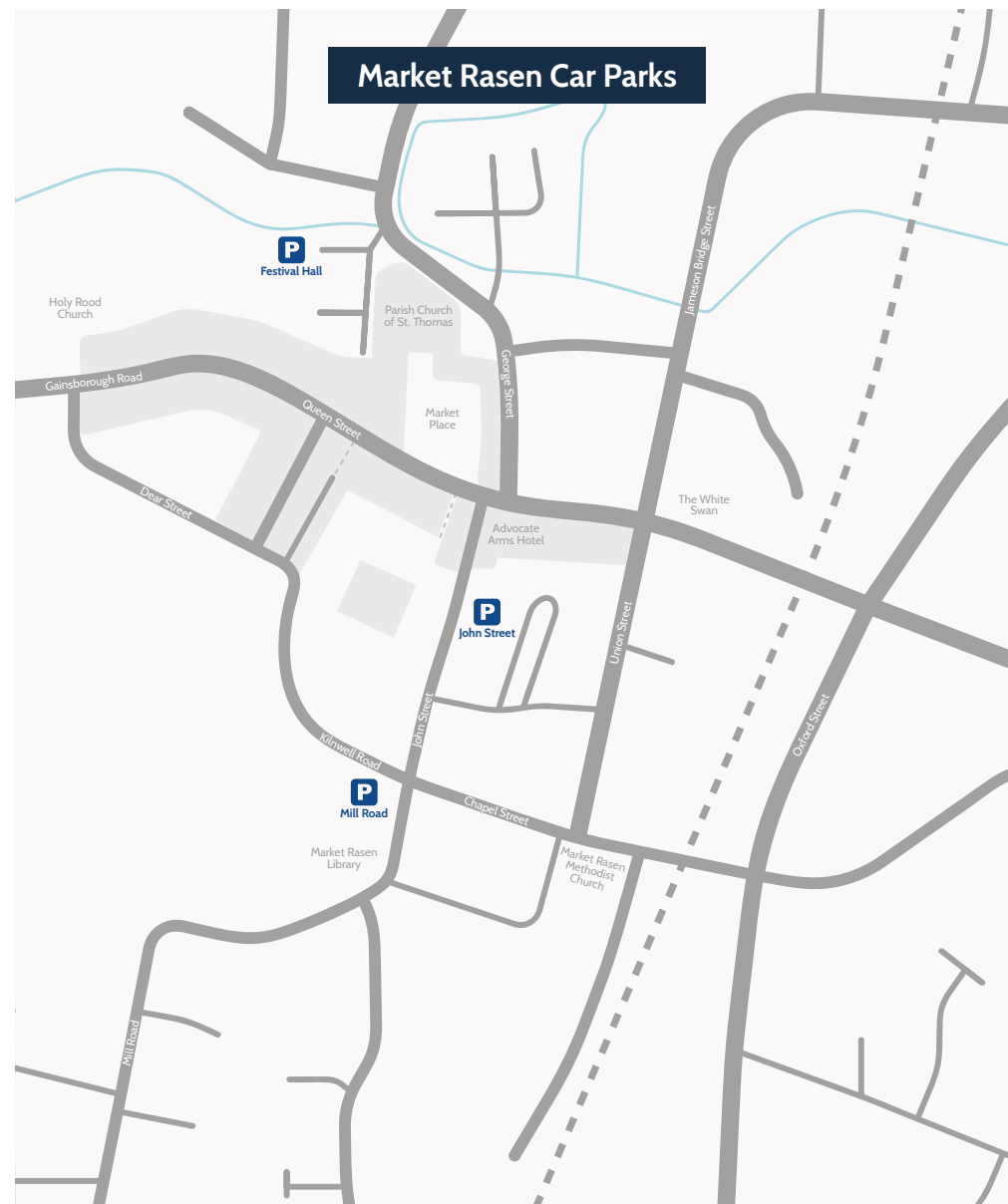
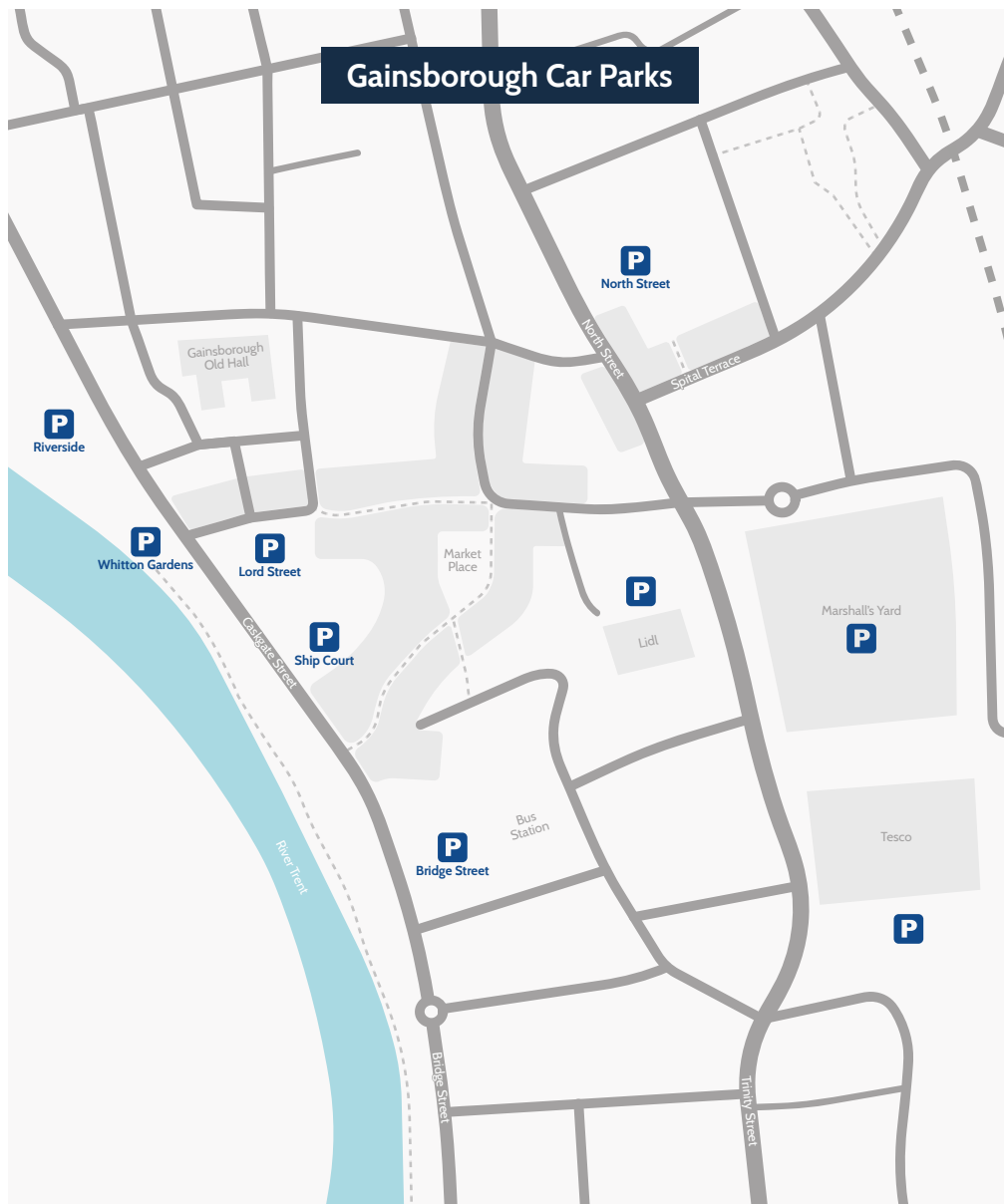
Gainsborough	Spaces	Blue B.	EVCP's
Bridge Street (Long Stay)	101	7	0
Roseway (Short Stay)	76	3	2
Ship Court (Long Stay)	52	6	0
Lord Street (Long Stay)	50	3	0
Whitton Gardens (Long Stay)	12	1	0
North Street (Long Stay)	81	3	0
Riverside (Long Stay)	123	4	0
Marshall's Yard (Short Stay) *	351	26 **	2
Lidl (Short Stay) *	138	6 **	0
Tesco (Council Staff) *	400	0	0

** not council controlled / ** estimated from aerial photography*

In total available Council controlled publicly available P&D supply sums to around:

- 486 spaces in Gainsborough
- 194 spaces Market Rasen

The council previously leased 50 spaces from Tesco supermarket for staff to ease the burden on public car parks.



General Condition and Progress since 2017:

The most significant upgrade to the estate has been the purchase of new Metric Pay & Display machines in Council car parks. These new machines allow payment by coins and require the input of registration numbers via a touch pad. Registration number input allows for better management information and more efficient enforcement. Cashless payment is also available via payment by mobile using the RingGo app. On-site signage has also been upgraded.

Poor legibility and information can lead to cars circulating to find spaces in town centres exacerbating congestion and air quality issues and generally providing a poor initial impression of the town. Onward destination information is also important to help customers quickly find their way once they have arrived through the provision of legible wayfinding information.

This will frame the town in a positive manner providing a good first impression. For example, key routes between car parks and town centre can be improved both with physical improvements and digital information to improve the customer experience. Digital apps (such as Parkopedia, Google Maps and Waze) will also help with wayfinding, and it is therefore essential that open source data is available to at least confirm the location of car parks and the number of spaces.

The condition of the estate whilst predominantly clean and satisfactory is variable ranging from very good at Roseway to requiring some attention on the temporary concrete parking area at the Bridge Street car park. The following table highlights the main comments arising from our inspections.

Point of Interest	Comments
Directional signage to car parks	Signage and wayfinding could be improved upon with a lack of highway 'P' signs directing visitors to the entrances. Car park names lack meaning for casual visitors. For example, Market Street Shoppers would be more informative than Roseway and Market Place Shoppers an improvement on Ship Court.
Wayfinding and information from car parks	There is no sense of destination when walking out of most car parks, although there are maps on some car parks (Ship Court). Maps on all car parks would help together with signposts directing pedestrians to key landmarks.
Lining and bay marking	Generally good with the exception of the extension to the Bridge Street car park where line markings are extremely worn and Whitton Gardens where the accessible bay lining is also worn.
Pay and Display Machines	Whilst the new machines are an improved, consideration should be given to accepting contactless payment to extend the range of payment options.
Accessible Parking Bays	There are bays available on all car parks with vacant bays available throughout our visit suggesting that there is adequate provision.
Security	With the exception of the Roseway car park, all surface car parks in Gainsborough and The Festival Hall and John Street car parks in Market Rasen are covered by monitored CCTV cameras.

In 2019/20 and prior to the impact of Covid-19 pandemic total income derived from the Council's car parks was £252,000, with this income used to fund the costs of operating the service. Any surplus is used towards funding for parking and environment improvement objectives, as allowed under legislation.

Revenue reduced significantly in 2021/21 to £97,000 due to the impact of the pandemic lockdowns to the extent that revenue was forecast to be insufficient to fund operating costs, resulting in a forecast deficit.

The parking function is managed by the Property & Assets team, enforcement is contracted to NSL Ltd and notice processing is carried out by the Nottinghamshire Parking Partnership (NPP) under an agreement. Management of the service/supply agreements for ticket machines, ticket stocks, cash collection, pay by phone service and EV charging is by the P&A team, sales and admin of the permit function is in-house jointly across the relevant services.

WLDC is responsible for the efficient management of its off street car park compliance management and the car parks are managed by the Council exercising its powers under the Road Traffic Regulation Act 1984 and under the Traffic Management Act 2004 as amended.

As a result of managing compliance of these powers, in the financial year 2019-2020, 1,250 Penalty Charge Notices (PCNs) were issued with an income of £27,280.

Benchmarking information was provided by the Council in respect of the following key performance indicators. We have provided average figures derived from other authorities to compare performance. Where information is available, with the exception of the percentage of PCN's challenged or cancelled, the service is operating at or better than the benchmark averages. Further investigation should be carried out into why so many PCNs are challenged or cancelled and appropriate improvements or training carried out to help reduce these.

PCN Statistical Benchmarks	West Lindsey (2019/20)	Average
Discount recovery rates	60.17%	62%
Overall recovery rates	73.47%	73%
Compliance Levels	Not available	85%-90%
Cancelled CEO error	0.08%	0.5%
CEO productivity	Not available	0.8
Cancellation Percentage (not including write off)	22.43%	16%
Percentage of PCNs challenged	31.16%	24%
Percentage of appeals to adjudicator	0.24%	0.24%
Percentage of appeal cases lost	33%	56%
EA Recovery Rates *	39.65%	Over 30%

Carrying out periodic compliance surveys is a cost efficient method of tracking where there may be compliance issues to help target Civil Enforcement Officer (CEO) deployment to where it is needed most.

Another useful benchmark that is not currently being monitored is productivity. The average CEO productivity per hour gives an indication of how effective current CEO deployment is. For example, productivity can be higher than average if there are an insufficient number of deployed hours, or lower if patrols are too often, poorly focussed or due to CEOs patrolling a wider than average geographical area increasing unproductive travelling time. In order to ensure continuous service improvement, is essential that these KPIs are continually monitored and managed both in respect of both the parking enforcement and notice processing contract.

Value for money:

It is extremely difficult to benchmark the WLDC financial budget against other authorities, as each authority report their financials differently i.e., re-charging policies, contract requirements and separation of service costs. Furthermore, the number of authorities that publish their parking accounts separately to their corporate accounts are limited. The hourly charges paid under the NSL contract do however appears to be very reasonable, particularly as it includes equipment, uniforms, supervisor, etc.

In our opinion, due to the size and nature of the operation, continuing with the agreement with NPP is the best way forward for WLDC. If the Council were to bring the operation in-house there would be little resilience within the service and the initial costs would be high.

The management of permits is currently carried out in house and outsourcing this service could be considered. Most Councils however like to retain permit functions in-house via their customer portals to retain control over the interaction with residents. In any event any savings would be minimal given the relatively small number of transactions, particular as the majority of costs relating to physical permits is the cost of printing and postage. The subject of digital permits is dealt with later in Section 4.

Baseline Summary:

Having regard to baseline surveys and information supplied we would recommend the following:

Theme	Operations Recommendations
Site conditions	Repair worn bay-marking, improve wayfinding and highway signage where required.
Payment options	Incorporate contactless payment functionality when machines are next upgraded.
Usage data	Monitor car park usage against town centre footfall data to ensure that policy is SMART, in particular with regard to change in tariff.
Service Delivery	Monitor service level agreements and ensure that KPIs are met. When contracts are renewed, concentrate KPIS on quality and efficiency. We would also recommend the number of deployed hours required is reviewed to ensure that it is at the appropriate level. Introduce compliance surveys to assist with understanding compliance levels in the car parks which will help ascertain if the deployed hours are appropriate.

Beyond the anecdotal, there is very little published evidence which links changes in car park charges to changes in town centre footfall. Most research generally concludes that visitors feel the general availability of spaces to be more important than cost in their overall decision about visiting.

High streets and town centres are changing nationally and need to change from retail centres to places where people want to live, work and enjoy. Parking has a role to play in this but is just one of a number of factors determining high street vitality and the value of the space and strength of the destination are bigger factors in customer choice of destination than charges. Whilst unreasonably high charges would obviously put visitors off, there is little evidence of this happening in the real world as parking operators of all types generally seek to find the optimum price.

Evidence, although limited, suggests that if anything town centres benefit from reductions in traffic and that local customers walking or using public transport often spend more than car drivers in any case.



Car Park Usage - Survey Data:

The surveys went well without significant technical issues and no major external issues reported. Notes on the off-street survey results:

- As a rule of thumb, a car park is considered full when it reaches 80% to account for circulation and turnover traffic.
- Percentages are used to illustrate utilisation as this gives a good overview of the usage patterns.
- Sites can exceed 100% because of many short stays within the hour count period; i.e. the site may not have been 100% full at any point, but the number of entrances/exits exceeded the capacity.
- The Market Rasen counts were based upon ANPR counts with manual checking where sites are complicated (for example John Street).
- The Gainsborough counts were manual beat counts to give a general overview of the capacity throughout the day.

Car Park Usage surveys were carried out on Council Car Parks in early December 2021. The timings of the surveys were fortunate as Covid-19 restrictions had been largely lifted in England by this time and they avoided the Christmas peak.

The results are summarised in the following tables:

Gainsborough Occupation Survey Results (Tuesday's):

	Roseway	Riverside	Whiton Gardens	Lord Street	Ship Court	Bridge Street	North Street	Marshall's Yard	Tesco	Lidl	WLDC Car Parks	Total
8am	33%	46%	0%	0%	4%	7%	10%	19%	12%	12%	20%	17%
9am	50%	50%	0%	58%	54%	30%	36%	26%	25%	29%	43%	32%
10am	55%	52%	0%	70%	67%	53%	43%	56%	38%	46%	53%	49%
11am	59%	55%	33%	100%	88%	59%	41%	87%	50%	43%	62%	63%
12pm	70%	56%	25%	20%	73%	47%	38%	77%	43%	59%	51%	56%
1pm	58%	51%	17%	40%	56%	45%	37%	79%	38%	41%	47%	52%
2pm	61%	50%	17%	40%	44%	41%	36%	73%	36%	36%	45%	49%
3pm	62%	49%	25%	42%	23%	37%	35%	69%	38%	40%	42%	47%
4pm	66%	52%	0%	38%	23%	30%	33%	57%	35%	28%	41%	42%
5pm	43%	50%	0%	8%	8%	20%	30%	32%	35%	22%	30%	31%
6pm	36%	49%	0%	4%	6%	14%	20%	30%	25%	20%	25%	26%
7pm	32%	49%	0%	0%	0%	9%	10%	26%	24%	12%	20%	22%
8pm	45%	46%	0%	0%	0%	4%	7%	17%	13%	9%	20%	16%

Gainsborough survey data was collected over the same period using manual counts. Payment transaction data was also analysed for the same days in order to help understand length of stay patterns including the proportion that pay by phone rather than the pay and display machines.

Gainsborough Occupation Survey Results (Saturday's):

	Roseway	Riverside	Whiton Gardens	Lord Street	Ship Court	Bridge Street	North Street	Marshall's Yard	Tesco	Lidl	WLDC Car Parks	Total
8am	21%	46%	0%	0%	0%	3%	7%	20%	18%	12%	16%	17%
9am	47%	49%	0%	58%	62%	23%	9%	27%	31%	39%	38%	33%
10am	61%	51%	0%	70%	71%	42%	10%	63%	48%	53%	47%	52%
11am	74%	55%	17%	100%	85%	55%	9%	94%	65%	67%	57%	70%
12pm	74%	55%	25%	24%	65%	46%	9%	90%	65%	77%	46%	65%
1pm	58%	51%	8%	38%	52%	42%	9%	89%	58%	69%	41%	61%
2pm	47%	47%	0%	40%	38%	30%	9%	84%	55%	59%	35%	55%
3pm	41%	49%	0%	42%	19%	25%	6%	79%	51%	55%	31%	51%
4pm	34%	49%	0%	34%	17%	18%	7%	63%	45%	31%	28%	42%
5pm	29%	48%	0%	12%	10%	9%	6%	33%	43%	26%	21%	31%
6pm	29%	47%	0%	0%	10%	4%	7%	29%	28%	25%	19%	25%
7pm	25%	45%	0%	0%	0%	2%	7%	25%	48%	12%	16%	27%
8pm	21%	45%	0%	0%	0%	0%	7%	17%	11%	8%	15%	14%

Gainsborough survey data was collected over the same period using manual counts. Payment transaction data was also analysed for the same days in order to help understand length of stay patterns including the proportion that pay by phone rather than the pay and display machines.

Payment Distribution at Gainsborough Car Parks:

	Roseway		Riverside		Whitton Gardens		Lord Street		Ship Court		Bridge Street		North Street	
	Tue	Sat	Tue	Sat	Tue	Sat	Tue	Sat	Tue	Sat	Tue	Sat	Tue	Sat
> 1 hour	77%	72%	86%	82%	92%	100%	62%	77%	71%	76%	59%	62%	25%	38%
1-2 hours	7%	7%	9%	7%	0%	0%	14%	10%	12%	6%	12%	14%	8%	8%
2-3 hours	4%	5%	1%	0%	0%	0%	3%	2%	4%	2%	3%	5%	0%	14%
3-4 hours	2%	7%	0%	0%	8%	0%	7%	3%	4%	8%	7%	7%	8%	11%
4 hours >	0%	1%	3%	7%	0%	0%	2%	2%	4%	4%	4%	1%	17%	11%
RingGo	10%	9%	1%	4%	0%	0%	11%	6%	5%	3%	15%	10%	42%	19%

Roseway Car Park is reasonably busy and close to the 80% threshold on Tuesdays and still well used on Saturday. Visitors to the Travelodge account for the majority of longer stays.

Riverside Car Park is about half full for much of the day, this pattern suggests use related to the nearby retail store, particularly as the vast majority of transactions are for 1 hour or less.

Whitton Gardens Car Park is generally very quiet on both weekdays and Saturday, with users predominantly parking for less than one hour.

North Street Car Park is reasonably full on Tuesday with utilisation patterns suggesting a majority of commuter use. This is supported by the Saturday being quieter.

Bridge Street Car Park is reasonably busy both days with predominantly short stay usage given the car park is adjacent to Sports Direct, Argos and other retail uses.

Lord Street and Ship Court Car Parks are reasonably busy on both dates especially in the mid-morning which suggests use primarily by retail users.

Marshalls Yard Car Park is busy, especially on Saturdays reflecting the variety of comparative shopping. Tesco Car Park was only just above half full on Saturday morning, with Lidl fuller, reflecting in smaller size.

With the exception of North Street on a weekday, the largest proportion of visitors to the Council operated car parks stay within the 1 hour free period.

For Market Rasen, a survey company was commissioned through PML to provide ANPR length of stay surveys. These give entrance and exits times for vehicles and so length of stay through accumulation. This level of detail was justified as the free two-hour period is being investigated. However, for Gainsborough, the requirements are more around total levels and capacity of parking and so more economical beat surveys were carried out. The results are summarised overleaf.

	Festival Hall		John Street		Mill Road	
	Thu	Sat	Thu	Sat	Thu	Sat
> 1 hour	50%	50%	50%	50%	50%	44%
1-2 hours	20%	23%	16%	22%	22%	0%
2-4 hours	12%	12%	14%	15%	18%	11%
4 hours >	17%	15%	20%	13%	11%	44%

Market Rasen Car Parks are at least half full for most of the peak on Thursdays, but with the exception of John Street, quiet on Saturdays.

Festival Hall Car Park is busy and close to 80% threshold on Thursdays but quiet on Saturdays. It remains half full in the evenings as a result of evening activity in Festival Hall itself, and about 50% of stays exceed an hour.

John Street Car Park is busy and close to the 80% threshold on Thursdays and in the middle of the day on Saturdays. About 50% of stays exceed an hour and usage patterns seem to reflect retail usage in our experience.

Mill Road Car Park is very full in the morning and afternoon, with utilisation reducing over lunchtime. The site is close to the Library and Health Clinic which most likely explains this usage pattern.

Tariff Benchmarking:

How tariffs are set depends very much on the objectives of the operator. A retail park or shopping centre is likely to set tariffs to encourage medium dwell times but discourage the 'wrong' sort of parking (e.g., commuters), either through maximum stay limits or through pricing. A private operator is likely to simply set tariffs to maximise income. Local Authorities have a much more difficult job and have to balance a whole range of policy objectives, as well as political influences.

Charging rates in Gainsborough are currently as follows:

- 0-1 hours - Free
- 1-2 hours - £1.10 (£1.40 at Roseway)
- 2-3 hours - £1.60 (£2.00 at Roseway)
- 3-4 hours - £2.00 (£2.50 at Roseway)
- 4-6 hours - £3.30 (no option at Roseway)
- 6+ hours - £3.90 (no option at Roseway)

Charging rates in Market Rasen are currently as follows:

- 0-2 hours - Free
- 2-3 hours - £0.80
- 3-4 hours - £1.00
- 4-6 hours - £1.70
- 6+ hours - £2.00

To consider how the current tariffs in West Lindsey car parks compare to settlements with broadly similar characteristics (size, region etc.) similar are appropriate we have updated the benchmarking exercise carried out in 2017. For the purposes of this we've picked the Gainsborough rate as it applies to most spaces.

Short Stay Tariffs	1hr	2hrs	3hrs	4hrs
Lincoln (Shopper Tariff)	£1.80	£3.40	£5.00	£6.40
North East Lincs (Grimsby)	£1.50	£2.50	£3.50	£3.50
Newark & Sherwood	£1.45	£2.90	£4.35	£5.80
South Holland (Spalding)	£1.00	£1.50	£2.00	£2.50
Boston (Mixed Stay)	£1.50	£2.00	£3.00	£4.00
North Lincs (Scunthorpe)	Free	Free	£2.50	£2.50
East Lindsey (Skegness)	£1.00	£1.50	£2.00	£3.00
Bassetlaw (Retford)	£1.00	£1.50	£2.00	£3.00
North Kesteven (Sleaford)	£1.30	£2.10	£3.10	N/A
Rushcliffe (West Bridgford)	£1.00	£2.00	£3.00	N/A
Gainsborough	Free	£1.10	£1.60	£2.00

In summary, Gainsborough's short stay tariff levels are generally lower than many of the districts with comparable retail offers. Long stay tariffs are also cheaper than most, with season ticket prices being particularly cheap.

Most other authorities in the region tend to charge for the first hour, with Gainsborough's average 3 hour tariff being by far the lowest of the comparisons, with Market Rasen's being even lower. This carries over into 'all-day' tariffs and season ticket (permit) prices, although the discount rate (% discount on day-rate) is broadly comparable.

Covid-19 is likely to have an impact on demand for season tickets, with workers being likely to continue to work from home, for at least for a

Long Stay Tariffs	24hrs	Season Ticket	Daily Rate	Dis-count
Lincoln	£8.50	£1,261.00	£5.25	38%
North East Lincs (Grimsby)	£5.00	£663.83	£2.77	45%
Newark & Sherwood	£5.95	£765.00	£3.19	46%
South Holland	£3.00	£460.00	£1.92	36%
Boston	£4.00	£450.00	£1.88	53%
North Lincs (Scunthorpe)	£3.50	£367.70	£1.53	56%
East Lindsey	£7.00	£250.00	£1.04	85%
Bassetlaw	£4.00	£643.00	£2.68	33%
North Kesteven	£3.10	N/A	N/A	N/A
Rushcliffe (West Bridgford)	N/A	N/A	N/A	N/A
Gainsborough	£3.90	£528.00	£2.20	44%

couple of days per week. Permits will therefore need to be flexible to adjust to these changing habits as the cost effectiveness of businesses and employees purchasing season tickets that are priced for Monday to Friday use will be impacted.

Suggested new products could include a 3 day season ticket to be paid in advance for a minimum of 4 weeks, which will be a 25% discount on the usual daily rate and would allow a maximum of 12 day visits to a car park per 28 day period. Alternatively, a 3 day part-time season ticket, which will work out at a 25% discount on the 4-6 hour rate, will allow up to 5 hours use for a maximum of 12 days in a 28 day period. This would be suitable for part-time employees.

Free Parking Periods:

In the context of the research summarised in Section 3, the survey results, and the tariff benchmarking, there would appear to be a case for re-introducing shorter-stay tariffs in car parks. This applies to both Gainsborough and Market Rasen in order better manage them and support their primary users and the wider town centre. But ultimately this would need to be a political decision.

From information provided by the Council, we understand that the number of users parking on the Council car parks during the free periods increased considerably following the introduction of free parking. This may have been due to increased footfall due to the free parking offer however, research would suggest that this could also be explained (at least in part) by a mix of displacement from free on-street bays, free store car parks (such as Tesco or Lidl) or from car parks such as Marshall's Yard where a charge applies, or simply visitors who may have stayed for 2 hours leaving early to avoid charges.

It is impossible to be absolutely certain either way as retail footfall data has not been gathered and monitored since free parking was introduced. A customer survey of existing car park users as to whether their choice of car park or length of stay changed following the introduction of free parking would provide further background to help inform future policy decisions around re-introducing charges. The impact of any changes should also be measured to ensure that the impact can be reasonably measured.

In Market Rasen, John Street presents the strongest case for re-introducing charging at a reasonable tariff for 2 hour stays. This would still support retail and other businesses in the Town Centre by encouraging more space availability at peak times on this busy car park.

At Mill Road and Festival Hall, the justification would be to safeguard spaces for shorter stay visitors to the library and clinic. Whilst from a parking business perspective no free period could generate the highest income levels, as a local authority, WLDC may wish to provide a free hour to help clinic and library users.

Festival Hall is busy during the weekday, and around 50% of parking is over two hours, as with Mill Road charging after a 1 hour free period would encourage churn and improve parking availability.

Gainsborough is unusual in allowing a free hour of parking and although a political decision would be needed, from a technical standpoint, there does not appear to be a clear case against dropping the 1 hour free period. Tariffs should be increased to better match similar towns and places.

Festival Hall and Mill Road in Market Rasen appear to be specifically linked to nearby uses and so a free period may remain appropriate. John Street presents a stronger case for no free period to support availability and promote churn.

Permits offer flexible products to adapt to new working patterns post Covid-19.

An alternative to re-introducing charges for all visitors would be to offer discount schemes that help encourage visits to the town centre. For example, in Southend, the Southend Pass enables visitors to take advantage of unlimited bursts of 3 hours parking for £8.50 per month. The payments and the use of the pass are administered by the payment by phone provider with users checking in via the app each time they visit the car park.

Alternatively, Chesterfield Council offers free parking in specific car parks between 10am and 3pm to residents of the town only rather than to all visitors. This is administered via a parking disc issued with the annual council tax bill.

Current Provision of Car Parks:

In Gainsborough, there is some surplus supply at times during the day, but the morning weekday peak still reaches 60% of capacity. The only site where there might be a clear case for disposal is Whitton Gardens, although options for an alternative use, such as development, seem limited given the sites size and location adjoining the river. North Street has surplus capacity for much of the day, but this should be retained until the impact of ending the lease agreement for spaces in the Tesco car park are clear.

In Market Rasen, current supply appears to be reasonably balanced with demand. There does not appear to be a case for a major investment such as a new site in the town centre. At the same time, all three car parks provide a service to nearby uses and the town centre generally without a clear case for removal. Peaks could be further managed through tariffs. There is no obvious argument for relinquishing control of the car parks or passing them to a third party. The council is concerned not simply with income but with the management of the town centres; including supporting the retail and services within them, encouraging visitors and to support its residents in accessing retail and services in what is a rural district where private vehicles will remain the most practical travel choice for most for the foreseeable future.

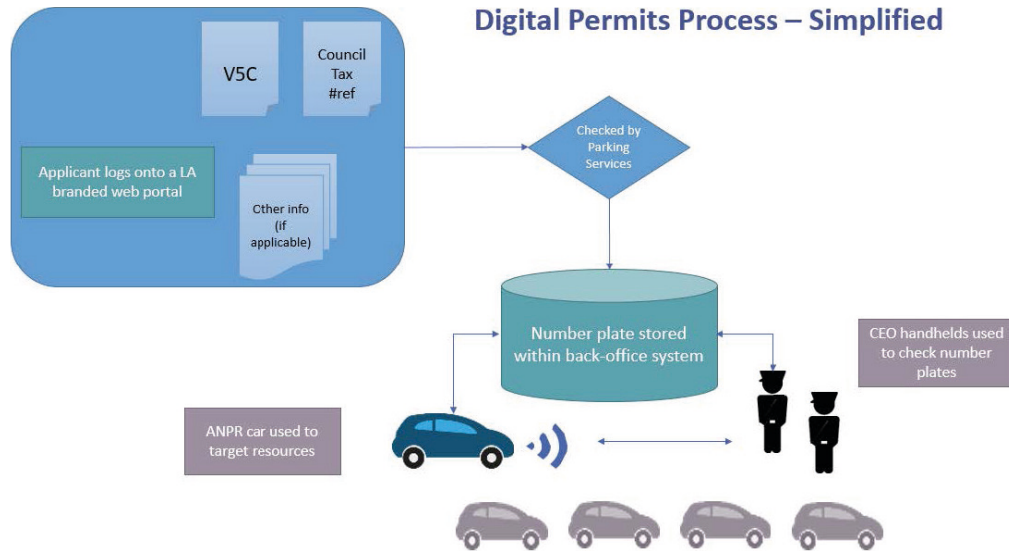
By retaining the car parks currently under their control, the district has some influence over travel policy and the urban environment. Also key, they provide an income which can be used for environmental improvements under the Act.

For overall provision, the surveys suggests although there is spare capacity for much of the day, provision is broadly in line with demand across Gainsborough and Market Rasen town centres with peaks at around 60%.

For specific sites, there is no clear case for either disposal of existing sites nor major investment in new sites or increasing capacity.



Cashless Parking and Payment Options



Technological innovation is changing the way people work, spend their leisure time, travel and shop, and will transform car ownership and car usage. 'Cashless' parking, through digitisation, is part of the response to this change, especially as automated and shared mobility comes to the market.

The benefits of digitisation of parking services are now well understood and customers now expect services to be easy to access online and through mobile and web enabled devices; rich data provides information for more agile and quicker response times and; digitisation allows for the more efficient delivery of services, often with financial benefits for both customer and operator.

The advantages of digital permitting for parking include surprisingly large savings in specialist stationary, such as scratch cards, better deployment of CEO resources and better options for customers (for example extending parking without having to return to their vehicles). WLDC already has pay-by-phone and this could be extended to allow paperless permits and visitor tickets.

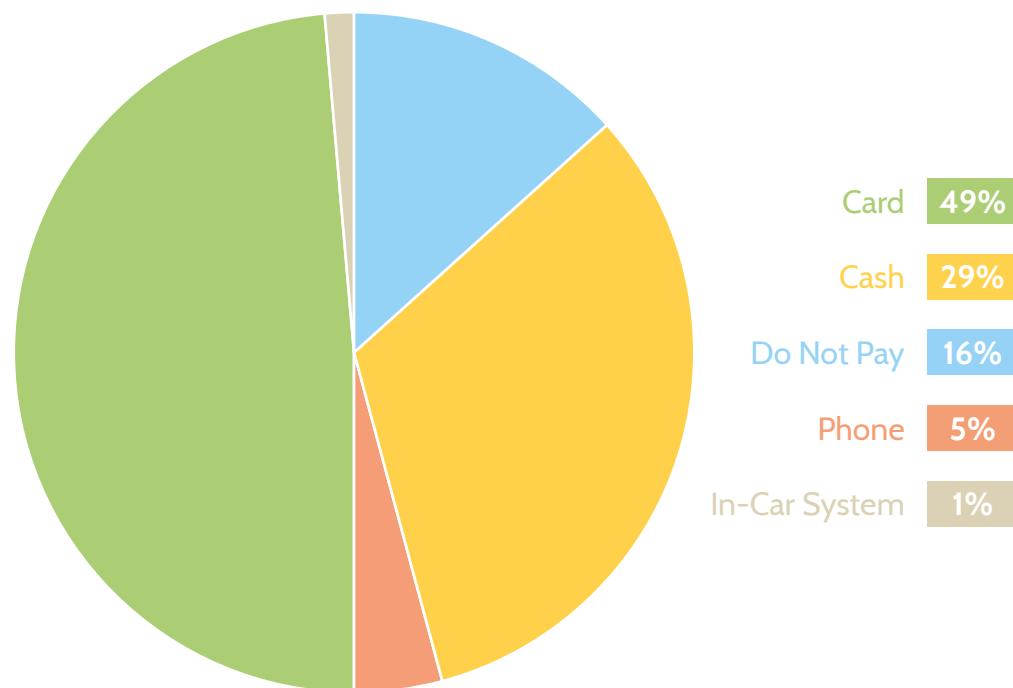
The case for digitisation of permits for Local Authorities (LAs) can be summarised within four broad categories:

1. **Customer Expectation and Service** - Customers expect to be able to manage products online themselves 24/7. Digitisation allows for online self-service, and quicker (even automated) response times.
2. **Future Proofing** - Increasingly choices are data driven. People use apps and online services to decide where/when they travel. If West Lindsey's parking is 'invisible' to third party systems, it risks being ignored.
3. **Better Data and Information** - Managing Parking is about traffic management and the duties of LAs in the TMA 2004 and compliance rates give knowledge of problems and where they are letting you know how well you are performing. Digitisation effectively manages compliance monitoring automatically. More and better focussed CEO patrols though richer data.
4. **More Efficient Service** - At the practical level digitisation removes the need for printing, posting, filing, laminating etc. reducing costs and freeing up staff time to focus on customers. Digitisation brings flexibility, for example easily enabling LAs to respond to customer needs or make changes quickly to the regime (e.g., allowing concessions).

The way that the public expects to pay for parking is also changing. In most instances parking is a relatively small spend and, prior to the Covid-19 outbreak, cash remained the most common method of payment. However, the use of contactless payment in society has been growing quickly, spurred on by banks looking to optimise operational efficiencies and growing customer confidence in and familiarity with this technology. This, and the increasing popularity of apps such as Apple Pay, Android Pay, PayPal, etc. mean that drivers increasingly expect cashless solutions to pay for their parking. Covid-19 social distancing rules will almost certainly speed up this trend due to the risk of spreading the virus through the use of cash. For the operator cashless payment enhances operational efficiency, provides valuable data opportunities, and removes the potential for theft.

Preferred Methods of Payment:

The information gathered in this survey was carried out by PML in the North West Midlands (2020).



Creating convenient alternatives to cash is an essential pre-requisite for any parking operator that aims to reduce or remove cash payment. For the customer, the need to carry change for cash payments can be increasingly inconvenient. Where coins are accepted car park operators need to securely collect and process the income at a cost to the operation. There is also the risk of break-ins to payment machines with a potential loss of income. Reducing the number of coins collected will decrease the cost of

processing this income and reduce the potential for theft. However, while reducing the number of parking payment machines could lead to revenue savings on maintenance, saving on the collection and processing costs will only be achieved if the actual proportion of coins coming through the system is reduced.

Despite new payment choices previous research prior to Covid showed that many customers remain keen to use cash. At a national level, the most common parking payment method is still using cash to pay and display and research from 2016 suggests that nationally, the general public would not support a wholesale shift to cashless parking. However, it is clear that contactless cards are changing the way customers pay for other products and services and it may be time to use this as a way of removing cash from parking. Customers expect to be able to pay for services as seamlessly as possible, using new technologies where appropriate, and want a quick and effortless service.

Payment Option Recommendations include:

- Payment by Mobile - Expand payment by mobile to include permits.
- Other Methods of Payment - Avoid paper-based systems such as very expensive 'scratchcard' parking. Cashless and move towards cashless payments, but with a cash option in the larger car parks.
- Ticket Machine Replacement - When the existing payment machines are renewed, switch to ticketless machines (with licence plate keypads) and incorporate contactless payment to help reduce cash payments further. This will allow the number of machines to be reduced over time.
- EV Charging - Work with partner local authorities to prepare a strategy for a practical, cost effective and reasoned roll out.

Electric Vehicle Charging:

Although numbers of Ultra Low Emission Vehicles are rising in the district (see graph below), the total number was only 550 in 2021 Q3 out of around 53,000 vehicles in total or about 1.04%.

As there are so few electric cars on the road, and with the technological improvements to come, it is impossible at this stage to predict the likely demand for charging in specific parking situations. In addition, there is very little data on how and where EV users will want to charge their vehicles, for example local shoppers may only want to charge their EVs at home and would not use a town centre car park as a charging point. Whilst the London Mayor's office demands that 20% of all new spaces in a development should have charging points, there is unlikely to be a demand for this level of charging in WLDC car parks for many years.



At present there are electric vehicle charging points in Gainsborough Roseway car park and Market Rasen Leisure Centre. Both locations have two points and the cost to charge is 30 pence per kilowatt hour. There are also spaces in Market Rasen Leisure Centre car park which are only for visitors using the centre's facilities.

Charging Types:

There are currently 3 broad types of charging station currently in use:

- Rapid are the fastest type, able to charge an EV to 80% in 20-40 minutes depending on battery capacity and starting state of charge. These are mostly installed in motorway service areas or similar facilities.
- Fast chargers are the most common in car parks and are available in two power capabilities (7kW and 22kW). These are able to charge a compatible EV in 3-5 hours, or in 1-2 hours if both vehicle and charger are compatible with the higher power.
- Slow charging units are rated at 3kW. Charging times vary on unit speed and vehicle.
- As the technology develops other charger types will appear. Power requirements

Whilst a small number of slow chargers will not affect most car park power supplies, larger numbers of slow chargers or fast/rapid chargers may require the car park supply to be upgraded, often at a significant cost. Limitations in the power distribution network may preclude large number of higher power chargers.

Electric Vehicle Charging Recommendations:

The lack of usage data, together with the continuing development of charging technology, suggests that modest investment in car park charging stations is the best course of action but that the underlying capacity of the electricity supply should be established.

Further investigation is required into the best types to install. When specifying a charging unit, it will be important to identify how it will be used; in a car park used for short term parking it may be important to install higher power fast chargers in order to enable a customer to obtain a useful charge, whereas in commuter car parks, a larger number of slow chargers may be more useful as they are cheaper and will be connected to one vehicle all day or for residents use overnight.

WLDC should consider a separate EV charging strategy and work with other authorities to produce this. The number of charging points should be under review and increase the number available when required up to the limit of the available supply.

We will need to work with the county and neighbouring districts to develop a EVCP strategy and system which minimises ongoing capital commitment through joint procurement and revenue costs through shared resources in jointly developing the strategy.

We need to ensure that we employ a measured roll-out, that keeps pace with demand. Options for expanding overnight EV charging infrastructure for those residents without off-street parking should be consistently reviewed according to demand. Payment should be managed through paperless ticketing systems.



Residents' Parking Schemes:

No Residents' Parking Schemes (RPS) are in place in the District at present. In two tier authority set-ups responsibility for on-street restrictions usually sits with the County Council as the Traffic Authority. Under the county and district council "Civil Parking Enforcement agreement of 2012", WLDC were given the responsibility for the implementation and administration of on-street RPSs although enforcement and fines income would remain with the county council.

Residents' Parking Schemes can be costly and time consuming to implement, requiring Traffic Regulation Order's (TROs) in order to be enforceable. TROs can take months to implement and are subject to strict processes which can be challenged if not followed correctly.

The County Councils' policy is that RPS may be justified where kerbside parking is 85% of capacity during the day, and the majority of residents want the scheme and the associated costs, and that the location should be part of a large urban area. Further criteria are stated on the Lincolnshire County Council website.

WLDC current stance is that it has no plans to implement RPZs due to the cost and potential displacement effect on parking of such schemes. Whilst occupancy surveys were beyond the scope of this commission, visits suggest that parking places on residential streets around the town centre was full during the day. However, it is important to consider the nature of this parking. In our experience of advising on RPS schemes, it may be that demand is from residents and their visitors rather than commuters.

Considering Etherington Street as an example, the street is comprised of dense terraced housing, but is too narrow to accommodate a row of parking on each side. If car ownership levels are close to the county level of 84% of households, then with space for only 13 vehicles with 24 houses demand is exceeded from residents.

The District should keep a file of requests for residents parking interventions and if there is a case for investigation, beat surveys can be

carried out to try and ascertain whether this demand would be managed with RPS. Other solutions could include offering purchased permits for residents to use off-street car parks. It is simply unaffordable and impractical for councils to micromanage their residents parking needs, especially if the issues are highly localised.

Given that the county has the function as Traffic Authority under the Traffic Management Act and specialisation in on-street parking and TROs, which a district council cannot be expected to have, the Traffic Authority is usually the appropriate place for this function. Lincolnshire County Council's Policy Overview for residents parking suggests a fully considered policy with a clear process is in place so any requests for RPS and consideration of them would be managed more efficiently and easily by the county.

Any roll out of residents parking schemes needs to be based upon strong evidence. The responsibility for on-street residents parking schemes general sits better in Highways Authorities, in this case Lincolnshire County Council.



Gainsborough Market Place:

There are strong views that parking should be provided in the Market Place, this is considered below.

Reducing the visual, noise, and severance impact of traffic is a good urban design principle which was established as long ago as the 1963 Buchanan Report and consistently re-iterated. Living Streets provide specific information on the benefits of traffic removal and provision of pleasant pedestrian environments on retail vitality.

Locally, the Gainsborough Town Centre Heritage Masterplan recognises the benefits of the Market Place as a traffic-free space which is used for open-air markets and seasonal events. In recent years this included a temporary 'beach'. These uses would be complicated by a return of parking.

From a practical standpoint, the high quality natural stone setts surface currently present appears to be subject to damage, and parking will exacerbate this. The pressure exerted by power steering when manoeuvring is significant and causes damage to road surfaces over consistent use. Replacing the current surface might be required, most economically with a standard tarmac surface which will further reduce the heritage value of the space.

Regardless, there is capacity in the town centre car parks so there would appear to be no parking demand rationale.

The Gainsborough Town Centre Heritage Masterplan recognises the importance of the Market Place to the attractiveness and heritage of the town. Urban design principles would suggest that town centres benefit from car free environments and parking should not be re-introduced. The stone-setts are likely to require replacement or frequent maintenance if they experience regular vehicle use.

Given the current Town Centre Heritage Masterplan and the likely financial implications due to the highlighted maintenance issues, re-introducing parking in Market Place is not advised.



Motorhome Parking:

There are low cost options used across Europe and in the Scottish Highlands to encourage camping car tourism which include unstaffed sites and/or chemical toilet disposal either plumbed into main sewers or using septic tanks. Even with this these low-cost options, there will be ongoing revenue costs and each site would need to be subject to feasibility on its own merits (financial, engineering, policy).

There are a number of council car parks across England that allow overnight parking. In Devon; Bideford, Appledore, and Westward Ho! Torridge District Council allows motorhomes to stay in their car parks from 6pm to 9am for £5 per night. The standard rate across the country, if water is provided seems to be around £10 per day/night although this goes up if electric hook ups and water are provided.

In Gainsborough if the daily rate of £4 is added £10 per 24hr period seems reasonable. Although this goes up with electrical hook-ups and water. Given the requirement for a quiet site, Whitton Gardens seems the logical choice in Gainsborough. A business case would be required though, as additional costs would be incurred with additional enforcement resources outside existing contracted hours and the capital costs of setting up the facility. Planning consent and changes to the Off Street Parking Places order would also be required.

Whitton Gardens presents a logical site for overnight parking. Without toilet disposal a rate of £10 seems reasonable. If chemical toilet disposal and or electrical hook-ups are provided, feasibility should be undertaken to consider the business case.



Coach Parking:

Whilst their value to towns and cities is well documented¹⁰, Coach Parking is a difficult issue across the country for towns and areas with tourist attractions. The issue is twofold;

1. Locating safe and convenient drop-off and pick-up areas for passengers, and;
2. Finding a site capable of handling coaches as very large vehicles and of a low enough value to justify their use as such.

Additionally, coach operators and drivers have an influence over destination and so systems need to be set up to make booking and parking easy and attractive for coach drivers and operators. To encourage coach drivers, some places such as York, offer meal vouchers.

There is an existing limited waiting bus un/loading bay on Gladstone Street. This bay allows 10 mins max stay, no return within 1 hour. Gladstone Street appears to be a standard road width and so West Lindsey could ask the County Council to investigate with to see if more bays could be provided for coach loading/unloading.

For longer term coach parking, it is usually difficult to justify using town centre car parks as each coach will use up the space of several cars. In Bath and Cheltenham for example, the councils direct coaches to Park and Ride sites on the edge of town. In York, St Georges field, a plot undevelopable due to flooding is used.

The Riverside car park might provide a solution for longer-stay parking as the junction heads are wide and there is spare capacity. This would need to be subject to traffic engineering feasibility, including plotting swept paths to test the alignment of the entrance and exits, and what changes might be required to the car park layout to accommodate the coaches.



Overall Conclusions:

The WLDC controlled Car Parking estate is generally well managed, with healthy usage levels which suggest no divestment and good availability of spaces across the town centres. Ensuring that appropriate KPIs are set and regularly monitored will improve the quality of the service moving forwards.

Tariffs are low compared to other places and there is no evidence that the free periods are providing a benefit to footfall levels in the town centres. The district should move towards cashless payments and paperless tickets and avoid expensive and complicated systems such as scratch cards.

The district should work with the county to agree a new policy position on residents' parking schemes and explore providing on-street short stay coach parking facilities.

Appendix A: The link between Pricing and Town Centres

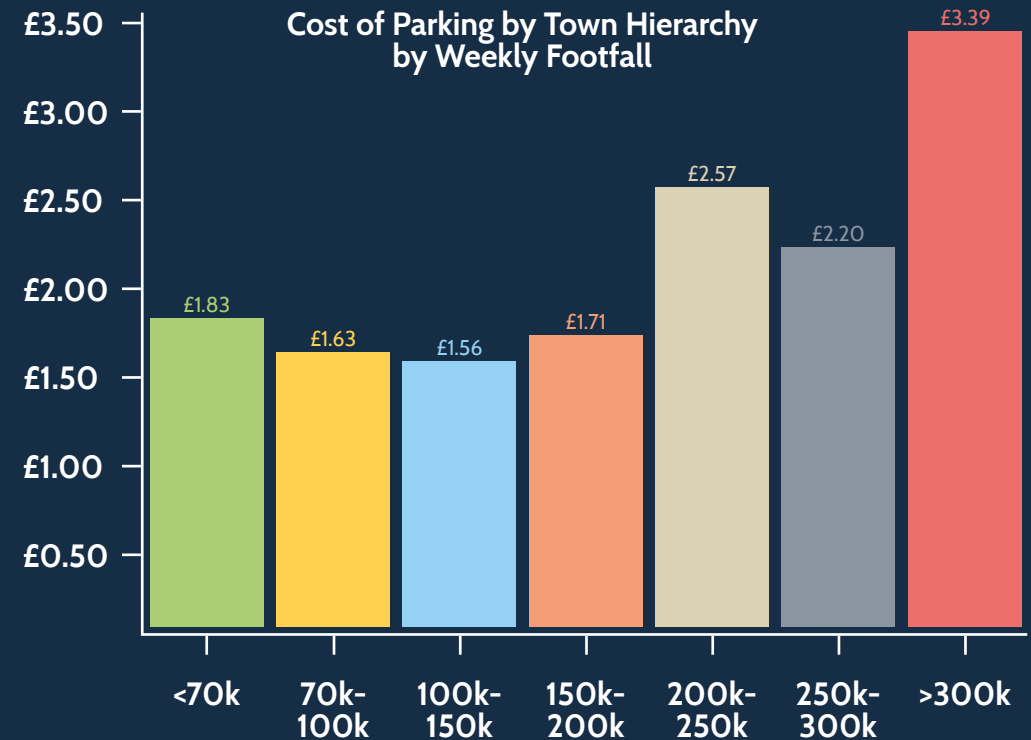
Car park charges are often perceived, particularly amongst businesses, as being a key determinant for changes in footfall levels in town centres. Over three-quarters of the business owners/workers interviewed for the Welsh Government research suggested that car parking options have an impact on the number of people coming into the town centre and therefore on their custom.

Beyond the anecdotal, there is very little published evidence which links changes in car park charges to changes in town centre footfall. Most research generally concludes that visitors feel the general availability of spaces to be more important than cost in their overall decision about visiting.

Re-Think! outlines research into the impact of the number of spaces and the cost of parking for the first two hours on the prosperity of town centres. A two-hour duration was chosen to separate shopping trips from commuter trips. The study did not consider any other factors relating to car parking that could have an impact on the performance of town centres, such as location of parking and the quality of the space.

The Re-Think! report found that whilst there is a link between the quantity of parking and footfall, this suggested that the level of provision in town centres is generally where it should be rather than that increasing available parking would increase footfall.

It also concluded that the relationship between the cost of parking and footfall is less clear. Business owners believe that as cost increases, footfall decreases, but as shown below, the towns/cities, with the highest footfall generally have higher than average parking charges.



Whilst towns with lower footfall generally charge less for parking this does not suggest that raising parking charges will increase or decrease footfall but implies that the cost of parking in the town centre is a lower priority when deciding on a destination than other factors. This is further evidenced when comparing the quality of the offer with footfall; simply, as the quality of the offer improves footfall increases.

The study does appear to find a link between a reduction in footfall in towns that charge more than the national average for the quality of their offer, however there are so many other variables, including the priorities of authorities in setting their charging regime, that it is difficult to draw any conclusions from this aspect of the research.

In-depth research at the Department of Urban Transport Economics, Erasmus University of Rotterdam shows no statistical correlation between footfall and parking charges:

“Visitors to town centres suggested that car park charges do impact behaviour, but the general availability of spaces is felt to be more important than cost in their overall decision about visiting. Traffic flow and parking signage have as much, if not greater, an effect on their decision to visit the town centre, how long they spend there, and how much money they spend.”

Association of Town & City Management

This view is further supported by a 2012 London Council's Report in the relevance of parking to the success of urban centres. Whilst London specific, the report supports the view that whilst research is scant, most of the evidence suggests the link between pricing and vitality of high streets generally correlated towards higher value destinations having higher tariffs and that if anything, traffic levels are frequently cited by shoppers as detrimental to the experience of town centre shopping.

The relationship between parking and local economies is complex, as provided by research conducted for the Renaissance Market Towns Programme. The report concluded that:

“People are drawn to towns, or away from them by other factors, such as place of work and the quality of the shopping facilities and public spaces. Therefore, a town with good shopping facilities and some parking problems will continue to attract shoppers, despite the poor parking, whilst a town with ample, good parking but a limited shopping facilities will not attract shoppers.”

Renaissance Market Towns Programme, 2007

Other than in private car parks (e.g., NCP), Councils control the availability, duration and cost of car parking. In two-tier systems, Districts generally have more control over off-street parking than any other aspect of transport policy and management.

Crucially Councils are rarely in control of the charging rates set at out-of-town developments. These are often free, and shopping centres are often designed to make shopping as easy as possible for people travelling by car. These discrepancies between in-town and out-of-town retail offerings are often blamed, particularly by the business community, for decreasing footfall and revenue in town centres. Whilst the District does not have any significant out-of-town retail, it exists in nearby Horsham and Crawley.

Re-Think! discusses the need to look at the ‘value’ of a space as opposed to simply the ‘cost’. Drivers expect to pay more in the centre of a town than in an out of town location with the diverse range of services and cultural attractions available in town centres as opposed to purely shopping and eating offer in most retail parks.

To summarise, there is a general consensus that parking is just one of many factors in city and town centre vitality and there is little evidence to suggest that parking charges alone are a significant factor in destination choice.

Research by the British Parking Association identified and ranked the top 10 factors that dictate a driver's choice of car park. Unsurprisingly, their overriding concern is ‘location’, in other words, proximity of the car park to the amenity or location which represents the very purpose of their trip. Their preference is a car park close to their destination where they can drive in and easily find a space that comfortably accommodates their vehicle. Charging helps to achieve efficient use and turnover this if done appropriately.

Condition, Signage and Wayfinding

Outcome	Actions	Lead	Timescale	Governance
Ensure live data is accessible to confirm location and number of car parking spaces available.	Review capability of Ringo as primary provider. Carry out a social media refreshed promotion of RingGo to promote the app and the map at the same time. Ensure car parks are clearly listed on Google maps. Check capability of 'Maybe' town centres app.	Car Parking Officer, Economic Growth Team Leader	September 2022	LP+G
Improved visibility and availability of highways 'P' directional signs.	Identify specific areas that could be improved. Revisit issue with LCC Highways.	Car Parking Officer	September 2022	LP+G - Issue to be raised at Gainsborough Transport Strategy Board (highlighting Market Rasen if necessary).
Improved wayfinding to and from car parks.	Delivery Gainsborough Levelling Up Wayfinding project. Develop wayfinding/signage strategy with Market Rasen Town Council.	Levelling-up Project Officer, Car Parking Officer	December 2022, March 2023	Levelling-up Programme Board, LP+G
Improve look and feel of car parks with ongoing maintenance.	Repair worn bay markings (Bridge Street and Whitton's Gardens).	Car Parking Officer	August 2022	LP+G

Payment Methods and Tariffs

Outcome	Actions	Lead	Timescale	Governance
Increase range of payment options to customers by adding contactless payment options at P&D machines.	Establish cost of adding hardware to machines and ongoing costs arising from card charges and operation of the card readers.	Car Parking Officer	September 2022	LP+G

Flexible season ticket options to accommodate part time working.	Research feasibility with potential suppliers. Establish costs of each provider. Review financial implications of discounted season tickets.	Car Parking Officer	September 2022	LP+G
Free parking offer meets current needs of local economy and visitors, whilst remaining affordable to the council.	Review provision of free parking in both towns as part of budget setting. Review tariffs in both towns, and appropriateness of a hybrid offer of free and paid parking in Market Rasen, as part of fees and charges.	Levelling-up Contract Manager	Date TBC	LP+G

Security, Enforcement and Electric Vehicle Charging

Outcome	Actions	Lead	Timescale	Governance
All car parks to be monitored by CCTV.	Work with Communities Manager to improve coverage at Mill Road car park.	Car Parking Officer	December 2023	LP+G
Effective management of enforcement contract to optimise service delivery and appropriate resource levels are deployed.	Use of KPIs to monitor contract performance. Review number of deployed hours at point of contract renewal.	Car Parking Officer, Levelling-up Contract Manager	Ongoing from August 2023, Date TBC	LP+G
Appropriate measures to implement EV charging in the District.	Work with partner authorities to develop and EV charge point approach which achieves economies of scale. Employ a measured roll-out of charge points that keeps pace with demand. Review the demand for overnight EV charging.	Car Parking Officer, Levelling-up Contract Manager	April 2023, Ongoing, Annually from May 2023	LP+G

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