

# Cabinet

## Supplementary Agenda

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**Date:** Monday, 17th September, 2012  
**Time:** 2.00 pm  
**Venue:** Council Chamber, Municipal Buildings, Earle Street, Crewe  
CW1 2BJ

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The following two items have been added to the agenda for the above meeting and will be dealt with as part of the public agenda.

21. **Key Decision CE12/13-6 SEMMMS- A6 to Manchester Airport Relief Road**  
(Pages 1 - 24)

To consider a report on the progress of this scheme and the Major Scheme Business Case.

*The Chairman has agreed that this item can be added as an item of urgent business. Detailed discussions associated with mitigation measures within Cheshire East have been ongoing since early June, and provision has been made within the Forward Plan for a paper to be received. As a consequence of these ongoing discussions the proposed final Business Case submission that will trigger the funding commitment has been delayed. The discussions have now been concluded with the outcome resulting in improved mitigation measures within Cheshire East funded by the project. If the report is delayed until the October cycle further unnecessary delays would be incurred resulting in key milestones associated with the future scheme development being missed.*

22. **Car Park Management - Environment and Prosperity Scrutiny Committee Review** (Pages 25 - 70)

To receive the Environment and Prosperity Scrutiny Committee review of car park management in Cheshire East.

*The Chairman has agreed that this can be added as an item of urgent business. The report needs to be received by Cabinet at the earliest opportunity in order for the recommendations contained within it to be further considered and by the Cabinet and, if approved, to be taken into account in the forthcoming budget setting process.*

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**CHESHIRE EAST COUNCIL****REPORT TO: CABINET**

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<b>Date of Meeting:</b>	<b>17<sup>th</sup> September 2012</b>
<b>Report of:</b>	<b>Strategic Director of Places and Organisational Capacity</b>
<b>Subject/Title:</b>	<b>SEMMMS A6 to Manchester Airport Relief Road</b>
<b>Portfolio Holder:</b>	<b>Councillor Jamie Macrae</b>

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**1.0 Report Summary**

- 1.1 The South East Manchester Multi Modal Strategy (SEMMMS) 2001 was developed following a study into the traffic issues in the South East Manchester area. The study considered a number of previously proposed trunk road schemes and recommended that a reduced size road be built as part of a multi modal strategy - the SEMMMS Relief Road.
- 1.2 In 2008 the Department for Transport (DfT) indicated its willingness to consider the overarching road project in phases, with the first phase being the section from the A6 to the Airport. Since 2009, work has progressed on developing the details of this first phase. This work has included; detailed design, development of a traffic model, environmental surveys, environmental assessments, a transport assessment and the production of a detailed business case for submission to the DfT. The various documents required by the DfT to support the submission of the business case are now complete and ready to submit.
- 1.3 This report provides information on the progress of the SEMMMS A6 to Manchester Airport Relief Road ("the Scheme") and its business case. The attached Appendix A and MAP describe the Scheme and Appendix B provides a full draft of the business case executive summary.

**2.0 Decision Requested**

- 2.1 At the meeting Members will be given a verbal update from officers on the outcome of discussions with the Greater Manchester Combined Authority (GMCA) and Stockport MBC before being requested to consider the proposals outlined within the report supporting the formal submission of the Major Scheme Business Case.
- 2.2 Based on the verbal update, Members will be requested to:
- Endorse the Scheme's business case, and its submission to the DfT, and to confirm this to Stockport MBC as the Scheme promoters on behalf of the GMCA.

- Subject to the final approval of the GMCA to allocate funding from the Earn Back model to the Scheme, approve that the authority to sign off the business case be delegated to Stockport Council's Section 151 Officer on behalf of Cheshire East Council, as one of the three promoting authorities, with regards to the estimated costs and funding of the Scheme.
- Provide delegated authority to the Strategic Director of Places and Organisational Capacity to agree the consultation material regarding the scheme for distribution to Cheshire East households.
- Provide delegated authority to the Strategic Director of Places and Organisational Capacity to establish the arrangements for a Board and Joint Infrastructure Development Fund with the GMCA.

### **3.0 Reasons for Recommendations**

- 3.1 The Council's endorsement of the business case and its submission to the DfT which, subject to its approval, would result in the Scheme being granted programme entry status. This status is necessary for the Scheme to move forward to the next stages of its programme, including public consultation.
- 3.2 The Council is contributing no direct funding to the development and delivery of the Scheme and will therefore not be bearing any of the associated financial risks. This position will be made clear in any support of the business case submission.
- 3.3 The Council will put match funding, whether in cash or in kind, up to £1m towards a Joint Infrastructure Development Fund with the GMCA. How this fund is established will be the subject of further discussions with GMCA. This fund will enable the Council to bring forward the development of key infrastructure schemes on the A6, A523 and A34 corridors and, in so doing, extend the transport and economic benefits from the Scheme.
- 3.4 The Borough would benefit from both the Scheme and its associated investment package of around £6m for key junction improvements, complimentary and mitigation measures and in the joint fund, which includes:
  - Facilitating the future delivery of a Poynton Relief Road – Included within the project will be the entry point from the SEMMMS Relief Road (roundabout, or a suitable alternative junction arrangement, constructed adjacent to Bramhall Oil Terminal) and connected into a new junction arrangement. Provision will also be made for the future Poynton Relief Road and will reinforce the Council's commitment to developing proposals in accordance with the Local Development Plan for the continuation of the Poynton Relief Road.
  - Improved connectivity and economic growth for residents, local businesses and development sites by the provision of a good standard east west link road. These benefits will extend along the A34, A6 and A523 Corridors by the identification and development of infrastructure improvements and enhanced mitigation measures.
  - Traffic relief for the many roads in this area, including from HCVs, and mitigation measures for those roads where traffic is forecast to increase

as a result of the Scheme, including in Poynton, Handforth and Disley and on the Dean Row and Styal Road corridors.

- Upgrading existing junctions on the A34 corridor near to its junction with the A555.
- The Scheme is supported by a high standard of environmental mitigation, which would be the subject of detailed scrutiny through the statutory planning process, including local public consultation.

3.5 This overall programme is intended to be managed through a joint Board between the Council and representatives of GMCA and will enable the Borough to maximise the wider transport and economic benefits that can be derived from the Scheme.

#### **4.0 Wards Affected**

4.1 Wilmslow West and Chorley, Wilmslow Lacey Green, Wilmslow East, Wilmslow Dean Row, Handforth, Prestbury, Poynton West and Adlington, Poynton East and Pott Shrigley, Disley.

#### **5.0 Local Ward Members**

5.1 Cllr Wesley Fitzgerald, Cllr Gary Barton, Cllr Don Stockton, Cllr Rod Menlove, Cllr Paul Whiteley, Cllr Barry Burkhill, Cllr Dennis Mahon, Cllr Paul Findlow, Cllr Roger West, Cllr Philip Hoyland, Cllr Jos Sanders, Cllr Howard Murray, Cllr Harold Davenport.

#### **6.0 Policy Implications including - Carbon reduction - Health**

6.1 By providing a new route for journeys across the north of the Borough, traffic relief will be afforded to many of the roads on our existing highway network. Overall, this would support economic growth, cut congestion and CO2 emissions and improve air quality.

6.2 A Health Impact Assessment is being produced as part of the Scheme development.

6.3 The Scheme would provide a junction with the A5149, Chester Road to the west of Poynton. This junction is designed to facilitate the future delivery of a Poynton Relief Road, which has a protected line in the Local Plan and is supported in the Borough's Local Transport Plan.

6.4 Traffic is forecast to increase on the A6 corridor as a result of the Scheme. This would affect the designated Air Quality Management Area in Disley. A study is being considered, which would aim to identify measures to reduce the scale of the impact.

#### **7.0 Financial Implications (Authorised by the Director of Finance and Business Services)**

7.1 No direct impact from the Scheme. The Scheme is being funded by the DfT, Greater Manchester and the Manchester Airport Group, the details of which are provided in Section 10 of this report. Officer time is being spent to ensure the

interests of Cheshire East are addressed within the Scheme design and delivery process.

- 7.2 The Council will need to consider how the £1m, whether in cash or in kind, towards the joint Infrastructure Development Fund with GMCA is established and operated. Negotiations need to take place with GMCA to fully understand the implications for the Council over the coming years. This discussion will be led by the Strategic Director of Places and Organisational Capacity.

### **8.0 Legal Implications (Authorised by the Borough Solicitor)**

- 8.1 The Scheme's statutory processes are programmed to commence later this year through highways and planning legislation. The Scheme will require planning approval and highways orders and may involve compulsory purchase and a public inquiry.

- 8.2 Stockport Council, the Scheme's promoter, is considering managing the delivery of the Scheme using a Section 8 Agreement under the provisions of the Highways Act. This provision is available in cases where a highway scheme affects more than one highway authority area and, under such an Agreement, enables one of the authorities to take a lead role. If this was taken forward, the development of any such Agreement would be managed by the Borough Solicitor and approved by Cabinet.

### **9.0 Risk Management**

- 9.1 All the risk around funding and delivery of this major road scheme is being borne by Greater Manchester. This would be made clear in any response endorsing the business case.
- 9.2 A package of measures has been devised to address those roads where it is forecast that traffic levels would be made worse as a result of the scheme. A contingency fund has also been set aside to address any unforeseen issues that appear on the opening of the Scheme.
- 9.3 The Scheme would be subject to a full public consultation exercise to support the statutory processes. This would enable local people to be involved in the design, raise concerns and make formal objections as the Scheme progresses.

### **10.0 Background and Options**

- 10.1 The South East Manchester Multi Modal Strategy (SEMMMS) 2001 was developed following a study into the traffic issues in the South East Manchester area. The study considered a number of previously proposed trunk road schemes and recommended that a reduced size road be built as part of a multi modal strategy - the SEMMMS Relief Road.
- 10.2 The Strategy was accepted by the local authorities involved in the study the former Cheshire County Council, Derbyshire, Manchester, Stockport, Tameside and the Greater Manchester Passenger Transport Authority (now Transport for Greater Manchester Committee). The Strategy was also supported by AGMA and approved by the Government.

- 10.3 Since 2001 the relevant authorities have worked together to implement the overarching Strategy including packages of small scale highway improvements, behavioural change initiatives, public realm improvements and public transport priority and improvement schemes.
- 10.4 Manchester City, Cheshire County and Stockport Councils, with Stockport Council taking the lead, developed an outline scheme for the proposed SEMMMS Relief Road. This scheme included the A6 (M) Stockport North South Bypass, the A555 Manchester Airport Link Road West (MALRW) and A555/A523 Poynton Bypass.
- 10.5 In 2003 this overarching scheme was formally launched and local councils approached the public for feedback on the plans. This feedback from two public consultations formed part of a bid to the Department for Transport (DfT) which was submitted in July 2004. In 2004 of the 11559 respondents to the consultation:
- 91.6% thought that the scheme was needed to bring traffic relief to the local communities and businesses;
  - 87.4% agreed with the principle of the road scheme as recommended by SEMMMS;
  - 87.6% in broad terms thought that the proposed route was in the right corridor
- 10.6 Discussions with DfT Officers continued between 2004 and 2008 when it was agreed that the overarching scheme should be developed and funded in phases with the first phase being the A6 to Manchester Airport Relief Road. This is shown on the Attached Plan.
- 10.7 Since 2009, work has progressed on developing the details of the Scheme. This work has included detailed design, development of a traffic model, environmental surveys, environmental assessments, a transport assessment and the production of a detailed business case for submission to the DfT. The various documents required by the DfT to support the submission of the business case are complete. A detailed summary of the business case is attached to this report.

### **Scheme Funding**

- 10.8 In November 2008 the Government offered £165m towards the Scheme if the remainder of the funding could be identified. In July 2009 Greater Manchester Integrated Transport Authority created its Transport Fund and identified the match funding required for the Scheme being a combination of Regional Funding Allocation, LTP funding and a contribution from the Airport. Work then continued towards the development of a Major Scheme Business Case for submission to DfT.
- 10.9 In 2010 following the Comprehensive Spending Review the previous Government offer of £165m and the Regional Funding Allocation were no longer available to fund the Scheme. However as the Scheme had been identified as a priority for Greater Manchester it was agreed that work would continue on the Scheme preparation and discussions continued to be held with the Government to identify ways that the Scheme could be financed.

- 10.10 In May 2011 the Greater Manchester Combined Authority agreed to release funding of £3.3m to Stockport Council for the Scheme preparatory costs to be incurred in 2010/11 and 2011/12. Further funding was approved for works to integrate the Metrolink Airport Extension with the Scheme and undertake some of the Scheme works in advance of the main Scheme. Manchester Airport Group as part of their delivery of Airport City infrastructure works would construct and fund improvements to the Terminal 1/3 junction and the new highway link from the Terminal 2 junction to the interface of the Metrolink element as their contribution to the overall Scheme.
- 10.11 In November 2011 the Coalition Government's National Infrastructure Plan identified the Scheme as a priority for delivery and reinstated the Government contribution of £165m.
- 10.12 In March 2012 a 'Deal for Manchester' was announced and the Government's Budget statement identified the 'Earn Back' model which will provide the Combined Authority for Greater Manchester with the mechanism needed to fully fund the Scheme and its wider infrastructure plan for Greater Manchester. Detailed discussions are continuing with Government officials in respect of the detailed arrangements for the Earn Back model which will be the subject of a further report to the Combined Authority for Greater Manchester over the next few months. The principles of the Earn Back model are based upon economic growth which will allow the Combined Authority to retain a proportion of the additional tax revenues generated from infrastructure investment. Prior to the Full Approval of the scheme (anticipated sometime during 2013) the full funding package will have to be established.
- 10.13 At this stage, the business case will state that the funding of the Scheme is subject to the final approval of the Combined Authority to allocate funding from the Earn Back model to the Scheme. In support of the business case submission (see section 5 below) the Section 151 officer sign off, on behalf of the three promoting authorities, based on the estimated costs of the Scheme will state how the balance of the funding will be met (i.e. the costs not covered by the DfT grant). This will make it clear that the funding package is subject to confirmation of the Earn Back model funding stream.
- 10.14 Therefore, in terms of the overall funding for the Scheme, the Council will be contributing nothing and will not be bearing any of the financial risks associated with its delivery. This position will be made clear in any support of the business case submission.

### **Business Case**

- 10.15 The business case complies with the most recent DfT guidance (interim) and is consistent with the Greater Manchester approach to developing major infrastructure schemes. It contains a detailed appraisal of the Scheme and considers its objectives and its economic and environmental impacts. The business case identifies the key benefits of the Scheme including;
- A BCR (benefit cost ratio) of 4.6 (with 44% Optimism Bias).
  - Wider economic benefits with a BCR of up to 18.85
  - Up to 5,450 new jobs stemming from the improved connectivity between labour and business markets.

- Increased economic activity (Gross Value Added) of £2.4Billion over the next 60 years.
- Improving access to Manchester Airport and the adjacent Enterprise Zone.
- Overall scheme cost of £290m (including Optimism Bias - risk allowance) net value for BCR calculations is £220m.

10.16 The business case acts as the bid and justification for funding of the Scheme and will be assessed by the DfT to ensure the Scheme is consistent with national policy drivers and provides value for money in order for the Scheme to be awarded DfT Programme Entry status. Appendix B is the Executive Summary of the Business case.

10.17 It will be a requirement that a further final version of the business case is submitted to the DfT after consultation and planning approval

10.18 In line with DfT guidance the final business case will confirm the final detail of the Scheme and the final costs, benefits and funding arrangements of the Scheme (see paragraph 3.6 above).

10.19 The approval of the final document for submission would be delegated to the Chief Executive and relevant Executive Councillor of Stockport Council.

### **Next Steps**

10.20 The Scheme project team are continuing to develop the design. Further reports on the process, land issues and the submission of a planning application for the scheme would be taken to Cabinet at the appropriate time.

10.21 It is currently the intention to undertake a further more detailed round of public consultation, commencing in October 2012, to inform the communities along its alignment of the latest proposals. CEC Officers will be working with Stockport and Manchester City Council Officers on developing the detail of the consultation materials that will be produced. Briefings are being arranged for local members in advance of this consultation exercise which will focus, as far as the Council is concerned, on the sections of the route that impact upon the northern boundary of Cheshire East and on the detailed requirements for any mitigation measures required.

10.22 Members will be requested to agree to delegate authority to agree the detail of the consultation material regarding the scheme for distribution to Cheshire East households.

10.23 In order that the Scheme is progressed and to mitigate programme risk with Stockport Council acting on behalf of the three authorities it is proposed that a Section 8 agreement is considered by the three authorities. This will provide a legal agreement for the delegation of powers as appropriate to Stockport Council from this Council, and Manchester City Council, and any draft developed between the three authorities would be included in a further Cabinet report.

**11.0 Access to Information**

Attached: Appendix A – Scheme Description and Background Documents. MAP of the Scheme.

Appendix B – Draft Business Case Executive Summary.

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## Appendix A - Scheme Description and Background Documents

### Components of the proposed scheme.

The A6 to Manchester Airport Relief Road comprises of the following:

**The Relief Road**, which is a broadly east-west route from the A6 near Hazel Grove (south east of Stockport) to Manchester Airport and the link road to the M56, incorporating seventeen new and improved junctions and four railway crossings;

**Provision of a segregated cycle/pedestrian route** adjacent to the new road and the existing length of the A555, providing a new orbital link for the Strategic/Pedestrian Network;

**A package of complimentary measures** in accordance with the SEMMMS Strategy that will maximise the scope of benefits by making the most efficient use of road space where there are forecast reductions in car traffic. These measures will prevent available road space from simply filling up with more cars; and

**A package of mitigation measures** will contribute to overall value for money by limiting any negative impacts resulting from the scheme, including environmental and construction engineering mitigation to minimise the effect of the road on local communities and surrounding habitats.

### Physical Description of the A6 to Manchester Airport Relief Road

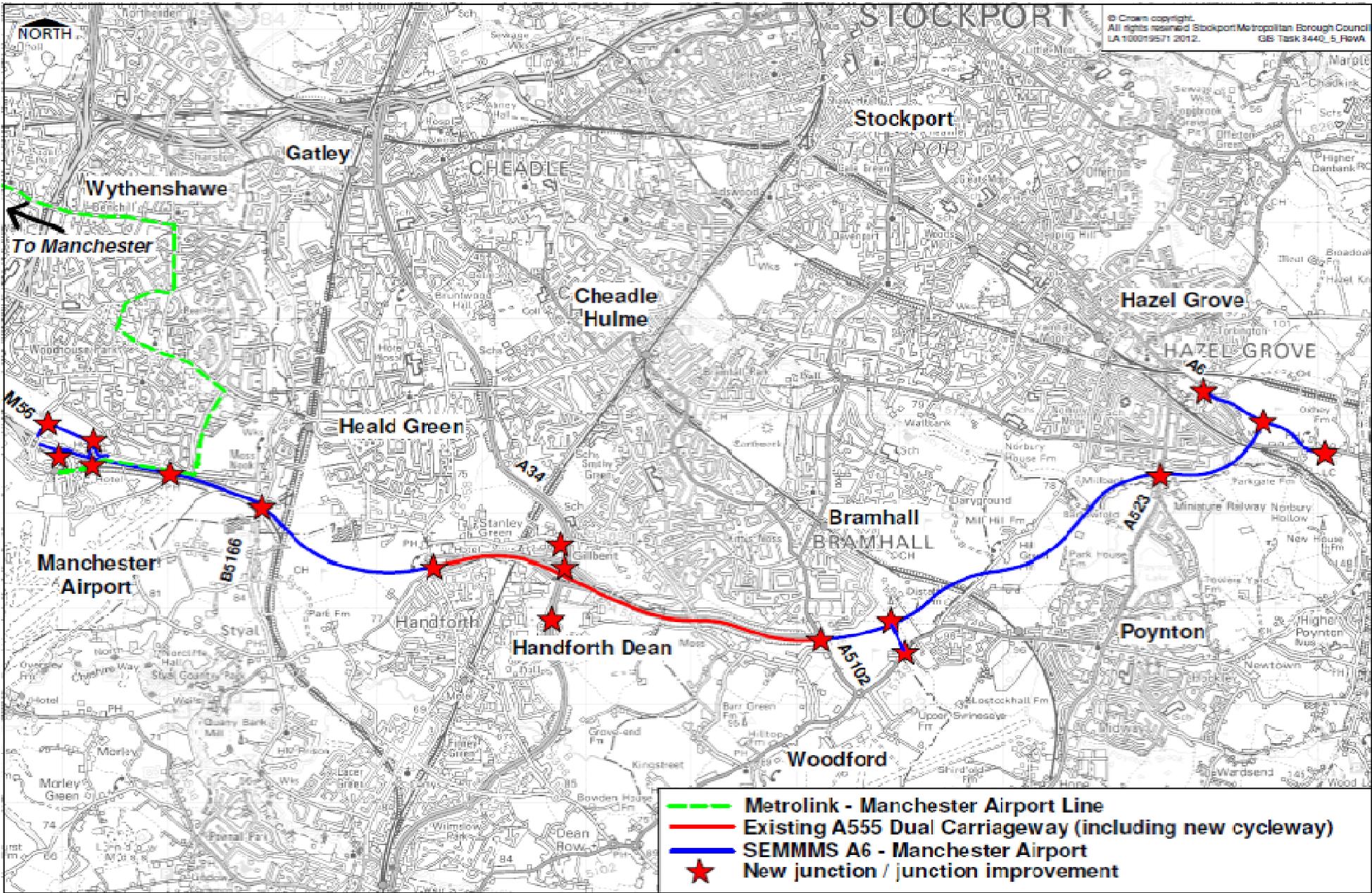
The proposed A6 to Manchester Airport Relief Road scheme includes a new 2-lane dual carriageway connecting the A6 to Manchester Airport. The scheme bypasses Bramhall, Cheadle Hulme, Hazel Grove, Handforth, Poynton and Wythenshawe District Centres and Gatley and Heald Green Local Centres (as shown in Figure 2.1 above)

The new road is approximately 10 kilometres long, of predominantly dual 2 lane carriageway standard and will include ten new and seven improved junctions. It also incorporates a further 4 crossings in the new sections, one of which is the West Coast Main Line. A pedestrian and cycle route is proposed for the whole length of the scheme, including retrofitting it to the existing 4 kilometre existing section of the A555.

### SEMMMS Background Documents

- South East Manchester Multi Model Study Final Report, 2001
- A6 to Manchester Airport Relief Road Business Case for Programme Entry
- Greater Manchester Transport Fund Update, Reports of the Greater Manchester Combined Authority
- Capital Programme 2012/13 – 2014/15, Reports of the Greater Manchester Combined Authority

The background papers can be obtained by contacting the report author.



-  Metrolink - Manchester Airport Line
-  Existing A555 Dual Carriageway (including new cycleway)
-  SEMMMS A6 - Manchester Airport
-  New junction / junction improvement

## Appendix B

### Draft Business Case Executive Summary

#### Overview

The South East Manchester Multi Modal Strategy (SEMMMS) A6 to Manchester Airport Relief Road will improve surface access to Manchester Airport and provide better connectivity along the south Manchester corridor, to assist Greater Manchester and Cheshire East in meeting their aspirations for economic growth. It directly supports the Government's objective to provide major transport infrastructure that will deliver economic growth, a fact acknowledged by the announcement on prioritisation for funding in the Chancellor's Autumn Statement in November 2011. The scheme will provide congestion relief to local communities and generate wider benefits to business through improved journey time reliability on the local and strategic highway network.

The scheme is an integral component of the wider SEMMMS strategy, which has delivered benefits to local communities across south-east Manchester through a range of public transport and sustainable transport measures over the past ten years. It is widely recognised that the A6 to Manchester Airport Relief Road is critical to delivering the long-term objectives of the SEMMMS strategy, and to meet national objectives for growth, employment and connectivity.

The key features of this current business case in support of the A6 to Manchester Airport Relief Road are as follow:

- The scheme will deliver substantial benefits to transport users through travel time, vehicle operating cost savings and accident savings amounting to £800 million, and deliver a benefit-cost ratio (BCR) of 4.60;
- The scheme will deliver substantial benefits to the wider economy:
  - At least 5,450 new jobs stemming from the improved connectivity between labour and business markets,
  - The potential for up to 11,000 new jobs if the full potential of the south Manchester corridor is realised – with development sites at Manchester Airport, Airport City Enterprise Zone, Handforth Dean and Hazel Grove Employment Area already identified as premier locations for investment by the private sector,
  - Additional economic output of up to £2,492 million generated directly by the scheme;
- Direct alignment with Government policies aimed at delivering jobs and economic growth, minimising the impact on the environment, and supporting increased social mobility and cohesion;
- An innovative funding package has been developed to deliver the scheme, based on contributions from the private sector, and substantial local investment, reflecting the

confidence in the ability of the scheme to deliver real benefits to the Greater Manchester and Cheshire East economies;

- Over £100m of savings on earlier scheme cost estimates, as a result of value engineering and a thorough review of earlier assumptions – producing a scheme cost estimate of £220.76 million.

### **Scheme description**

The A6 to Manchester Airport Relief Road Scheme will provide 10 kilometres of new 2-lane dual carriageway on an east-west route from the A6 near Hazel Grove (south east Stockport), via the 4 kilometres of existing A555 to Manchester Airport and the link road to the M56. The scheme bypasses heavily-congested district and local centres, including Bramhall, Cheadle Hulme, Hazel Grove, Handforth, Poynton, Wythenshawe, Gatley and Heald Green. It will provide much-needed connectivity for key strategic routes into the North West and to Manchester Airport, including traffic from the A6, A523 and A34 – all of which are key routes for business, leisure travel and freight from Cheshire, Derbyshire, Staffordshire, Yorkshire and beyond.

The scheme incorporates 10 new and seven improved junctions, 4 railway crossings, a parallel shared cycle/pedestrian path and priority for public transport, and will provide a step-change in the allocation of existing road space in favour of sustainable modes of transport, thereby improving access for public transport, pedestrians and cyclists, and improving the quality of life in residential areas along the south Manchester corridor.

The majority of benefits will accrue to road users and local residents through improved access to centres of employment, commerce and leisure facilities. A package of complementary measures will maximise the scope of potential benefits by making the most efficient use of road space where there are forecast reductions in car traffic. Such measures could include widening pavements, provision of bus lanes and general environmental enhancements for non-road users. These measures will prevent available road space from simply filling up with more cars. Similarly, a package of mitigation measures will contribute to overall value for money by limiting any negative impacts resulting from the scheme. Together, the complementary and mitigation measures will help secure substantial environmental, safety and social benefits.

### **Problems and objectives**

The A6 to Manchester Airport Relief Road scheme will alleviate a number of problems to bring benefits to the local population and businesses and to the wider economy. The major problems in the area – and objectives defined to address them – are presented below.

Problems - Objectives

Poor connectivity along the south Manchester corridor, with a fragmented east-west highway network and lack of surface access to Manchester Airport, that acts as a barrier to economic growth and regeneration.

In its Ground Transport Plan the Airport identifies surface access capacity as the most significant constraint on its future growth and therefore the economic benefits that it can help deliver to the Northern economy. Enhanced surface access to the Airport is also important in improving access to employment opportunities at the Airport and the new Enterprise Zone, particularly from nearby deprived neighbourhoods.

Whilst the construction of the Metrolink Line to the Airport and other initiatives to promote greater public transport mode share, will reduce the proportion of total trips arriving at the Airport by private car, growth of passenger and employee numbers at and around the airport will translate to an increasing demand for vehicle trips. In the absence of the Relief Road, the highway capacity constraints will constrain the ability of the Airport and the Enterprise Zone to fulfil their potential for job creation and economic growth. Increase employment and generate economic growth by providing efficient surface access and improved connectivity to, from and between Manchester Airport, local, town and district centres, and key areas of development and regeneration (e.g. Manchester Airport Enterprise Zone)

The A6 to Manchester Airport Relief Road scheme will remove the current capacity constraints and substantially improve surface access to the airport. This will enable the Airport and the Enterprise Zone to deliver the envisaged growth in jobs and economic output.

Congestion on the local and strategic network, with average peak hour vehicle speeds of less than 10mph on most parts of the highway network and journey times that are longer than all other 'large' urban areas across the UK, including those in London

These problems will become significantly worse in the future if there is no highway improvement. Tests using the do-minimum model indicate that total vehicle delay across the network will increase by nearly 200% between 2009 and 2032. Boost business integration and productivity: improve the efficiency and reliability of the highway network, reduce the conflict between local and strategic traffic, and provide an improved route for freight and business travel.

There are particular congestion problems along the A6 and in the urban centres of Gatley, Bramhall, Heald Green, Hazel Grove, Poynton, Wilmslow, Handforth and Cheadle Hulme, leading to delays to public transport and affecting accessibility. Reduce the impact of traffic congestion on local businesses and communities.

Promote fairness through job creation and the regeneration of local communities: reduce severance and improve accessibility to, from and between key centres of economic and social activity

Poor environmental conditions in the District and Local Centres along the south Manchester corridor, caused by the high volume of traffic passing through these towns to reach other destinations, leading to a number of locations in the study area being designated Air Quality Management Areas Minimise and mitigate adverse environmental impacts during construction and operation of the scheme.

Support lower carbon travel: reallocate road space and seek other opportunities to provide improved facilities for pedestrians, cyclists and public transport.

Unsafe conditions for pedestrians and cyclists through busy urban areas along the extent of the south Manchester corridor, with all non-motorised transport users facing severance and problems of safely accessing education, employment and leisure facilities Improve the safety of road users, pedestrians and cyclists: reduce the volume of through-traffic from residential areas and retail centres.

The main features of the A6 to Manchester Airport Relief Road major scheme business case are summarised in the remainder of this Executive Summary, focusing on the strategic fit, value for money, scheme delivery proposals, and commercial and financial considerations.

### **Strategic fit**

The Government has prioritised transport as one of the main areas of capital investment to help 'boost economic growth, unlock private investment and help businesses grow and compete effectively in the global economy'. In particular, there is a commitment to funding high value capital transport projects that promote economic growth, minimise the environmental impact of travel, improve public health and address social exclusion. At the same time, there is an onus on scheme promoters to identify alternative sources of funding where possible – encouraging the development of imaginative and workable solutions. The A6 to Manchester Airport Relief Road meets these criteria through its underlying objectives, the benefits it will generate, and via the innovative funding package for delivering the scheme.

The scheme has been developed in accordance with local, sub-regional and national transport policies and demonstrates alignment with the Government's guiding principles, set out in the Spending Review Framework and which continue to sit at the heart of the Government policy:

- 'Meet a tough new set of criteria that deliver value for money' – the A6 to Manchester Airport Relief Road Scheme generates a BCR of 4.6, demonstrating high value for money;
- 'Engagement between the Government and all parts of society' - there is clear support for the scheme at a local and sub-national level, public and stakeholder consultation having been undertaken at previous stages of scheme development and planned again for later stages in scheme development;

- ‘Deliver more for less’ – the scheme (and overall SEMMMS strategy) is based on guiding principles that seek to maximise benefits at all levels, from scheme preparation to delivery and operation – as demonstrated by the £100 million of savings to scheme costs since previous submissions;
- ‘Independent challengers...to think innovatively (and reduce) public expenditure while balancing priorities’ – the A6 to Manchester Airport Relief Road Project Board and key stakeholders (including Transport for Greater Manchester) have challenged outputs throughout the development of the scheme, which has used a multi-consultant and officer approach to maximise the opportunities for innovation and peer review, including those around scheme funding;
- ‘Challenging spending in all areas, including on contracts and programmes’ – the historic and current approach to programme management, risk analysis and scheme costing means the A6 to Manchester Airport Relief Road Scheme has a robust, fully-developed set of scheme costs – efficiencies have been maximised throughout scheme development to produce savings of £100 million compared to original scheme designs.

The strategic need for the scheme is based around three core areas:

- The Greater Manchester and Cheshire East economy:
  - Greater Manchester is the largest economy outside of London, contributing over £46 billion to national economic output and supporting 1.17 million workplace jobs – it is therefore a key driver of economic activity and growth in the UK.
  - Cheshire East contributes to over £16 billion of national economic output and has above-average levels of per capita economic output when compared to the national economy – it is therefore home to high-value economic activity.
  - The linkages between cities, towns and district centres across Greater Manchester and Cheshire East means a substantial amount of commuting and business travel occurs in this area. It is an area with a large proportion of high-skilled labour, commuting to high-productivity jobs in Manchester and along the south Manchester corridor between Stockport and Manchester Airport. These commuting patterns extend west into Cheshire and east to parts of Yorkshire and Derbyshire, and are characterised by a reliance on the car, with strategic connectivity provided via the A6, A34 and A523.
  - The North West as a whole is not contributing its full potential to the UK economy; there remains an economic gap of an estimated £20 billion when compared to the average performance of other parts of the UK. The Greater Manchester and Cheshire East economies represent over 50% of the NW GVA and thus economic output from these areas is thought to be around £10 billion per annum lower than its potential. Whilst traffic congestion is not the sole cause of the productivity gap, it is a significant contributor to the problem. Traffic congestion and its impact on journey

reliability place a substantial constraint on the ability of the Greater Manchester and Cheshire East economy to achieve its potential. The scheme will reduce the conflict between local and strategic trips to deliver journey time reliability for commuters, business and leisure travellers, helping to narrow the 'gap' in economic output with the rest of the UK.

- The growth potential of the South Manchester corridor
- A hub for creative and knowledge-based industries (KBIs), containing above-average levels of KBIs when compared to the North West and UK economies.
- Three identified sites in the immediate vicinity of the scheme – Airport City, Handforth Dean and Hazel Grove – that are capable of accommodating and delivering large scale, viable commercial real estate projects that will provide Greater Manchester and Cheshire East with a competitive advantage in capturing inward investment and driving economic growth.
- The development at the Airport City Enterprise Zone, facilitated by the A6 to Manchester Airport Relief Road, will form part of the Wythenshawe Regeneration Framework – ensuring that employment opportunities are available to those in currently deprived communities.
- High skilled jobs in an economic hub of health, logistics, cargo, advanced manufacturing and corporate services. These industries will derive significant benefits in productivity from being located within close proximity to the airport and through the benefits to be derived from co-locating with companies within the industry supply chain.
- The potential to generate up to 11,000 new jobs in high-value sectors, driving the growth of the local, Greater Manchester and national economies. The development of employment land along the south Manchester corridor will be a major driver in increasing productivity levels.
- At present, congestion and the lack of strategic connectivity is a direct barrier to business and employment opportunity along the south Manchester corridor. The scheme will assist in realising the growth potential of the south Manchester corridor through the development of Airport City, Hazel Grove and Handforth Dean – each of which will yield high levels of economic output for Greater Manchester with the attraction of high value industries and a skilled labour force, providing large economic payoffs for the investment placed in the A6 to Manchester Airport Relief Road.
- Strategic connectivity to Manchester Airport
- The airport has been confirmed as the location within Greater Manchester of one of the Government's 21 UK 'Enterprise Zones', as announced by the Chancellor of the Exchequer in March 2011.

- The airport and its surrounding infrastructure is one of Greater Manchester's key differentiators from other comparator cities outside London and this hub of connectivity and industry is seen as the region's most important asset in attracting investment from abroad.
- It is a key international gateway, home to over 100 airlines, serving 220 destinations worldwide and carrying almost 20 million passengers per annum – 86% of which are international trips.
- A major hub for international freight traffic, its World Freight Terminal accommodates 170,000 tonnes of cargo throughout the year – this is expected to increase to 250,000 tonnes (47%) by 2015.
- It sustains 19,000 jobs on-site and a further 16,000 indirectly, generating an income effect of around £800 million per annum.
- The Manchester Independent Economic Review (MIER) stated that Manchester Airport is an existing strategic urban asset, arguing that its development should be nurtured to maximise its substantial benefits to the wider economy through national and international connectivity for business and tourism – and that improved surface access to the airport is essential to this policy.
- A lack of surface access capacity is the most significant constraint on the future growth of Manchester Airport and therefore the economic benefits that it can help to deliver to the northern and national economies. Enhanced surface access is also important in improving access to employment opportunities, particularly from nearby deprived neighbourhoods. The A6 to Manchester Airport Relief Road will promote sustainable economic development through the provision of efficient surface access and improved connectivity to, from and between Manchester Airport and the local, town and district centres and employment sites and wider strategic network.

The highway network within the study area contains designated freight routes of importance to the wider economy. The A6 provides a direct link to/from Manchester that is utilised by a high volume of freight traffic. The delays experienced by freight traffic on the A6, as a result of the interaction with local traffic, generates productivity losses to businesses at a pan-regional level.

The Greater Manchester Strategy recognises the need to improve surface access to Manchester Airport and emphasises the key role that the A6, A523 and A34 in Stockport and Cheshire play both locally and strategically. These links provide access routes into the North West and links to the M60 and Manchester Airport for traffic from the West Midlands and Wales.

### **Value for money – what the scheme will deliver**

#### **Delivering benefits to transport users**

A comprehensive transport modelling and appraisal framework has been developed that is fully compliant with DfT guidance (WebTAG). Outputs from the future year forecasting demonstrate that, without the scheme, traffic conditions will deteriorate substantially by 2017, with road users experiencing increased levels of congestion and longer journey times. By 2032, the majority of road users will experience significant delays, particularly on the major routes for business and commuting, with journey times increasing by up to 19%. The provision of the A6 to Manchester Airport Relief Road will significantly improve the situation, providing improved (quicker) surface access to Manchester Airport than is currently available, at both 2017 and 2032. Congestion on the local road network will be significantly reduced, as through-traffic transfers to the new route.

An economic appraisal has been undertaken to establish the value for money of the scheme proposals and confirms the substantial benefits to transport users as a result of the scheme - monetised journey time savings of approximately £768 million and total transport economic efficiency benefits of £800 million. When taken in conjunction with the scheme costs, the overall value for money is high, generating a BCR of 4.6. The majority of these benefits accrue to transport users in areas around Bramhall, Hazel Grove, Stockport and Wilmslow, but with users across the wider study area experiencing an improvement to some degree.

### **Delivering benefits to the wider economy**

The proximity of the proposed scheme to Manchester Airport and the proposed Airport City development, to the future major development sites at Hazel Grove and Handforth Dean, and to Manchester and Stockport, provides substantial potential for wider economic benefits. By reducing the interaction of local and strategic traffic, the scheme will also deliver benefits to business through the more efficient movement of freight.

Completion of the Relief Road is predicted to deliver an increase in economic output across Greater Manchester and Cheshire East of up to £2,492 million across the 60-year appraisal period, with the most significant benefit being to the local economies of Stockport, Cheshire East and Greater Manchester. The scheme is expected to deliver employment benefits in the local area by improving connectivity between labour markets, businesses and key transport networks. This is predicted to deliver a net increase of 5,450 jobs across Greater Manchester and Cheshire East by 2021 – rising to 11,000 new jobs if the development potential of the south Manchester corridor is fully realised. When included as part of the overall value for money assessment, the wider economic impacts contribute to a BCR of up to 18.85.

The A6 to Manchester Airport Relief Road scheme will provide the connectivity required to fully realise the growth opportunities in the corridor.

### **Limiting the impact of transport on the environment**

The proposed relief road will contribute to a strategy that is focused on securing environmental benefits as an integral part of economic and social objectives. Implementation of the proposed scheme will involve specific environmental impacts within the proposed highway corridor between the A6 and the Airport – some of which will require mitigation to offset any adverse effect. A comprehensive assessment of the environmental impacts has been undertaken to show where the scheme will bring benefits, and also to identify those areas where mitigation may be required. The main findings from the assessment are as follow:

- An overall positive impact in relation to air quality and noise – reductions in noise levels and concentrations of traffic-related pollutants where traffic is removed from other parts of the network will offset the slight negative impacts in the rural hinterland south of the Greater Manchester conurbation;
- Improved rights of way and access to the countryside through the provision of safe crossing points and a segregated pedestrian and cycleway on the new route, and enhanced footpaths, cycleways and bridleways on existing network.
- A slight adverse impact on landscape and visual amenity - integrating planting and landform to established woodland and field patterns, and ensuring the road is integrated into the existing landscape pattern, will offset any negative impact of introducing a new road into a rural environment;
- Appropriate mitigation to ensure that ecological corridors are maintained and lost habitat is compensated and enhanced to offset the slight adverse impact on ecology and biodiversity;
- Proposals for the management and treatment of surface water discharge aimed at achieving a 'high level polishing treatment' system with associated ecological and landscape benefits – this will help offset the moderate adverse impact on cultural heritage resources
- The inclusion of proposed design features relative to watercourses and floodplains, and mitigation measures relative to construction in the vicinity of sensitive water resources will lead to an overall neutral impact on hydrology and water quality.

The scheme will deliver clear environmental benefits in those areas where a heavy volume of traffic is removed. In areas that experience an increase in traffic along the new route, appropriate mitigation measures have been identified to limit the impact – the overall impact on the environment is deemed neutral to slight adverse.

The scheme is expected to have a neutral impact on carbon emissions. The reduction in through traffic in congested urban centres will offset the small increase in carbon emissions generated by new trips on the highway network. The greatest challenge facing the south-east Manchester conurbation is how to improve surface access to Manchester Airport and facilitate the movement of people and goods across the study area whilst limiting the adverse impact on the environment. The A6

to Manchester Airport Relief Road is complementary to achieving the objectives of the wider SEMMMS strategy, which includes public transport and cycling initiatives that are key to overcoming this challenge.

### **Addressing social exclusion and improving public health**

There are a number of deprived areas within the study area, principally around Stockport, Adswold and Wythenshawe, which are characterised by high incidences of worklessness, low incomes, low educational attainment and poor health – in short, a generally poor quality of life based on national indicators of deprivation.

Whilst some of these issues are due to long-standing, inter-generational factors, a key problem identified through engagement with stakeholders and the public is the barrier to opportunity that exists as a result of poor transport accessibility. Congestion on the highway network has had a negative impact on bus reliability, with the result that some services have become unviable and therefore withdrawn. The impact of reduced bus service provision in some locations affects those low income households without cars, for whom public transport is often the only available alternative for accessing employment, services and facilities. The impacts of congestion therefore affect the ability of the poorer and least mobile residents within the study area to engage in society, ultimately widening the inequality gap at a local and strategic level. The scheme therefore aims to regenerate local communities and encourage community, cultural and social inclusion through reduced severance and improved accessibility to, from and between key centres of economic and social activity. The scheme will support the regeneration of local, district and town centres (e.g. Poynton, Bramhall and Hazel Grove) and improve accessibility to employment, facilities and services for those in deprived communities (e.g. Wythenshawe and parts of Stockport). Safety, accessibility and environmental improvements lie at the heart of the SEMMMS strategy, and the scheme will deliver benefits in all areas by removing long-distance traffic from the local road network, and via the step-change in provision for public transport, cycle and pedestrian networks.

The WebTAG assessment produced an overall positive impact in relation to access to services, due to improved connectivity between District and Local Centres along the south Manchester corridor and the contribution to delivering the Wythenshawe Regeneration Initiative - enabling the local population to access jobs in future development areas.

The high volumes of traffic within the study area, combined with its continued growth over the last three years create a significant level of conflict between road users. There is evidence of accident clusters on the wider local network and at key areas of congestion, with particular problems on and around the congested A6. The scheme will reduce traffic through local centres, leading to a reduction in the number of accidents in urban areas. The increased vehicle speeds on the new route means that whilst there is a significant decrease in the total number of accidents, the severity of

injuries incurred will increase. Overall, the analysis indicates that there are 885 fewer personal injury accidents over the 60 year assessment period. This is due to a large reduction in the number of 'slight' injury accidents but there are predicted to be small increases in 'serious' and 'fatal' injury accidents. Overall, the scheme generates a £9m saving in accident costs.

### **Delivering the scheme**

The A6 to Manchester Airport Relief Road is supported by all three major political parties in each of the Local Authorities through which the road passes. It is also supported by the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM). This high level of consensus between the councils means that the scheme faces few political hurdles in progressing to construction.

Extensive work has already taken place to ensure that the mechanisms for delivering the scheme are in place, from initial conception right through to construction and maintenance. The project is overseen by a steering group known as the Chief Executive Steering Group, comprising the Chief Executives of Cheshire East Council, Manchester City Council, Stockport Metropolitan Borough Council and Transport for Greater Manchester. The Senior Responsible Owner (SRO) responsible for the delivery of the project is Eamonn Boylan (Chief Executive of Stockport Metropolitan Borough Council).

The Project Delivery Team (PDT) is responsible for resolving all project issues that require cross sponsor agreement but do not have a strategic impact on the scheme. The PDT is led by the Project Director. The Project Development and Design Team consists of a significant number of specialist skilled staff, which includes full-time staff employed by the partners and specialist consultants providing advice on transport, environmental, design and engineering issues relating to the scheme proposals.

A suite of Project Initiation Documents, setting out the detailed management and delivery processes, has already been prepared and submitted to the DfT. These have been updated for the current submission, to incorporate changes in scheme design and management since the previous submission.

A detailed project plan shows the programme for scheme delivery. The key dates are as follow:

- Submission of the Major Scheme Business Case – summer 2012;
- Submission of the planning application and the publication of the draft Orders – spring 2012;
- Conditional Approval (if required) - summer 2013;
- Full Approval and contractor appointment - autumn 2014; and
- Scheme opening to the public – winter 2016/17

Other key elements of the delivery of the scheme include the following:

- A full Quantified Risk Assessment has been undertaken to identifying the key risks to the scheme delivery;
- Extensive public consultation over the ten years of the SEMMMS strategy, with pre-planning consultation programmed to take place once the MSBC has been submitted to DfT;
- A comprehensive communications and consultation strategy is in place to ensure all stakeholders and interested parties are fully consulted and informed through all stages of scheme development; and
- Proposals for before and after monitoring and evaluation, to demonstrate the extent to which scheme objectives were met, to monitor performance of the road and ensure that any potential issues post-implementation are identified and addressed.

### **Financial and commercial considerations**

The total scheme cost on which this major scheme business case for funding is based is £220.76 million, including inflation and risk but excluding optimism bias. This is based on:

- £3.69 million of preparation costs;
- £44.68 million for land acquisition;
- £172.39 million for scheme construction, supervision and other associated works costs, including £11 million in complementary measures and £28 million to cover risks.

The detailed cost estimate for preparation, design, supervision and construction of the scheme was prepared by Corderoy, based on their in-house data base of approximately seventy ECI and DBFO contracts. Allowances for the cost of land, environmental mitigation, complementary measures and Statutory Undertakers' costs have been determined separately by the project team. Balfour Beatty was commissioned to undertake a review of the buildability aspects of the scheme, and to independently review the assumptions relating to quantities, rates and prices. These were compared to similar schemes recently constructed by Balfour Beatty. The use of actual costs of current schemes – particularly those in the local area – ensures a robust approach to the development and review of scheme costs. A full independent review of costs has also been undertaken by Faithful & Gould.

An innovative funding package is being developed to provide the greatest opportunity for the scheme to be delivered. Based on a scheme cost of £290 million, the funding package comprises:

- £165m funding to be made available from the Coalition Government (National Infrastructure Plan)
- £7m contribution from Manchester Airport Group
- £118m of local contributions:
  - o £29m of funding identified from the Greater Manchester Transport Fund
  - o £89m through the Greater Manchester Earn Back model (GMTF)

The scheme is dependent on funding sources as listed above, including that to be available from that which will be generated from the Greater Manchester model as part of the overall Greater Manchester Transport Fund. The Greater Manchester model was announced by the Deputy Prime Minister and confirmed by the Chancellor in the recent March 2012 budget.

The strategic objectives of the A6 to Manchester Airport Relief Road and those factors that influence the chosen procurement route are identified as:

- Certainty that the scheme can be delivered within the available funding; and
- The ability to tie up contractual commitment with the point at which all promoting authorities are prepared to and are able to commit to the project, in full.

The preferred procurement route for the delivery of the A6 to Manchester Airport Relief Road is a Professional Services Contract (PSC) arrangement for immediate needs, followed by a 2 Stage ECI arrangement for taking the scheme forward.

### **Summary**

This business case sets out the work undertaken to date to support the case for the A6 to Manchester Airport Relief Road scheme. The scheme will deliver benefits to transport users, the economy, and to local communities in the south Manchester corridor.

The SEMMMS Strategy was developed on behalf of, and subsequently endorsed by, the previous Government. The contents of the strategy were endorsed across the North West at all political levels with strong public support for the multi-modal package of measures. Elements of the strategy have already been financed by Central Government and the A6 to Manchester Airport Relief Road has been prioritised by the Association of Greater Manchester Authorities (AGMA) for inclusion in the Greater Manchester Transport Fund, with a contribution from this fund to the overall cost of the scheme.

Across the North West the need for the A6 to Manchester Airport Relief Road has been recognised and supported. It is supported by local MPs, the GMCA and TfGM, the three promoting authorities and councillors from all three main political parties.

This support was also demonstrated by the high level of public response and support during the consultation on the original scheme.

The Government is committed to improving connectivity to international gateways and investing in infrastructure that will generate economic growth and employment, enhance the environment and support social cohesion. This business case presents the strong case for investment in the A6 to Manchester Airport Relief Road to meet these objectives and deliver substantial benefits to UK plc, as well as to the local communities of Greater Manchester and Cheshire East.

## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	17 September 2012
<b>Report of:</b>	Environment and Prosperity Scrutiny Committee
<b>Subject/Title:</b>	Cheshire East Car Park Management Review
<b>Portfolio Holder:</b>	Councillor Rod Menlove

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#### **1.0 Report Summary**

- 1.1 This report encloses the final report of the Task and Finish Group who conducted a Scrutiny Review of Cheshire East Car Park Management.

#### **2.0 Recommendations**

- 2.1 That the report be received and the Environment Portfolio Holder undertake to come back to a future meeting of Cabinet with a formal response to each recommendation.

#### **3.0 Reasons for Recommendations**

- 3.1 To progress the findings of the Scrutiny Review Task and Finish Group who reviewed Car Park Management within Cheshire East.

#### **4.0 Wards Affected**

- 4.1 All

#### **5.0 Local Ward Members**

- 5.1 All

#### **5.0 Policy Implications**

- 5.1 Not known at this stage

#### **6.0 Financial Implications**

- 6.1 Not known at this stage

#### **7.0 Legal Implications**

- 7.1 Not known at this stage

## **8.0 Risk Management**

8.1 Not known at this stage

## **9.0 Background and Options**

9.1 At its meeting on 24 February 2012 the Environment and Prosperity Scrutiny Committee commissioned a Task and Finish Group to review car park management on Cheshire East car parks.

9.2 The aim of the review was to ensure that Cheshire East Council's car parks were being managed in a way that assists the vitality and viability of town centres and villages.

9.3 The review consisted of a Member car parking survey which was distributed to all Members of Cheshire East Council as well as a review of the Car Parking Strategy, relevant legislation and guidance and consideration of information from other authorities.

9.4 The findings and recommendations of the Task and Finish Group are contained within the final report.

9.5 At a meeting of the Environment and Prosperity Scrutiny Committee on 4 September 2012 the report was endorsed by the Committee in its current form.

9.6 The final report of the Task and Finish Group is now attached for Cabinet's consideration.

## **10.0 Access to Information**

The background papers relating to this report can be inspected by contacting the report writer:

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Designation: Scrutiny Officer

Tel No: 01270 686468

Email: [mark.grimshaw@cheshireeast.gov.uk](mailto:mark.grimshaw@cheshireeast.gov.uk)

## **OVERVIEW AND SCRUTINY COMMITTEE – FINAL REPORTING PROCEDURE**

Final reports from Task and Finish groups should follow the procedure set out below:

- Final reports should always, where appropriate, include financial (authorised by the Director of Finance and Business Services) and legal implications (authorised by the Borough Solicitor).
- The relevant Overview and Scrutiny Committee should approve at a formal meeting a final report before submission to Cabinet.
- Two versions of the final report will be produced. A text only version in the standard cabinet format for cabinet, and a colour 'glossy' version for publication on the Council's website.
- At Cabinet, the relevant portfolio holder will open the item and then invite the Chairman of the Overview and Scrutiny Committee to introduce the report.
- The Portfolio Holder will respond by receiving the recommendations and undertaking to come back to the next meeting of Cabinet with a formal response to each recommendation.
- A copy of this procedure will be appended to each Overview and Scrutiny Report submitted to Cabinet.

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**Overview and Scrutiny Review**  
**Environment and Prosperity Scrutiny Committee**  
April 2012 – September 2012



# **Cheshire East Car Park Management Review**

## **Task and Finish Group Membership**

Chairman (April-May 2012) Councillor Les Gilbert  
Chairman (May-September 2012) Councillor Bill Livesley  
Councillors Philip Hoyland, Steven Hogben, Peter Hayes, Rod Fletcher

Officers:

Paul Burns (Parking Services Manager)  
James Morley (Scrutiny Officer)

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Appendix

## Chairman's Foreword



Councillor Bill Livesley  
Chairman - Environment and Prosperity Scrutiny Committee

Car parking is an important issue for local authorities, councillors, businesses and the public in all areas of the Country. The decisions that local authorities make regarding car parks attract a lot of attention and parking is often a subject which members of the public approach their local councillor to discuss.

When it was formed in 2009 Cheshire East inherited different approaches to a variety of services from the legacy authorities which over time we have had to harmonise or reform in order to establish and develop Cheshire East policy and strategy. Car parking is one of those services and it is important that we establish the best approach for the towns and villages of Cheshire East.

During these harsh economic times Cheshire East Council is working to help residents and businesses survive. Part of the process is to nurture strong communities and create conditions for business growth. This involves sustaining the economic vitality and viability of our towns and villages as well as supporting sustainable infrastructure such as transport. Car Parking is an important factor in both the vitality of towns and villages and the development of sustainable infrastructure. The demands on car parks of each objective need to be balanced through effective management.

This review was commissioned by the Committee to address the concerns of various groups and to help the Council move forward in the implementation of Cheshire East policies and strategies. Having considered a variety of sources and gathered the views of Cheshire East Councillors we hope that this report helps to establish car park management that is supported by all Members and is supported by local businesses, service users and residents.

I'd like to thank the members of the Task Group, including the former Chairman Councillor Les Gilbert, and officers Paul Burns and James Morley for their effort and commitment during this review as well as the Councillors who took the time to respond to the car parking survey.

## **1.0 Introduction**

- 1.1 At its meeting on 24 February 2012 the Environment and Prosperity Scrutiny Committee (the Committee) received a report on the Council's proposals for a new tariff structure which would harmonize the previous charging structures inherited from the legacy authorities and make charges easier to calculate and understand.
- 1.2 During this meeting there was a great deal of apprehension; Councillors and the public had concerns about the effect car parking charges have on the economies of the towns and villages in Cheshire East, particularly in a poor economic climate nationally.
- 1.3 As a result of concerns shown the Committee agreed to commission a Task and Finish Group (Task Group) to give consideration to the issue of Car Park Management in Cheshire East.
- 1.4 The Aim of the Review was to ensure that Cheshire East Council's (the Council) car parks were being managed in a way that assists the vitality and viability of town centres and villages.

## **2.0 Methodology**

- 2.1 In conducting the review the Task Group:
  - a. reviewed the Cheshire East Car Parking Strategy to recommend any alternations, additions and deletions necessary to provide a suitable and up to date strategy,
  - b. produced a Member Car Parking Survey to collect the views of Cheshire East Councillors about the availability of parking and the appropriate parking management and control mechanisms for their area,
  - c. met with the Parking Services Manager to discuss car parking in Cheshire East and potential improvements to the management of car parks individually and as a whole across the Borough,
  - d. considered the Council's Charging and Trading Strategy regarding charges for services and income generation,
  - e. gave consideration to information from other authorities,
  - f. discussed new technology for charging and control, and its potential in car parks in Cheshire East, and
  - g. considered relevant legislation and guidance from the Institution of Highways and Transportation and the Audit Commission

### 3.0 Background

- 3.1 When the Council was formed in 2009 it inherited three different parking strategies from the three legacy borough councils. Crewe and Nantwich Borough Council and Macclesfield Borough Council had off street charging and control of on- and off-street parking through Traffic Management Act 2004 compliant Civil Parking Enforcement. However, Congleton Borough Council had neither off-street charging nor on- or off-street civil parking control.
- 3.2 In July 2009 the Council agreed and adopted a Cheshire East Car Parking Strategy which contained basic principles, objectives and policy to achieve unified management and control across Cheshire East; the Strategy was later updated. In February 2010 charges for off-street parking were introduced in Congleton town centre.
- 3.3 In July 2010 a comprehensive programme of parking provision review for all the town centres in Cheshire East began. The purpose of these reviews was to study the controls and facilities for parking in the central area of each town centre; and to identify changes needed to improve the provision, control and management of parking. These reviews did not involve the consideration of charges and tariff structures. In February 2012 reviews had yet to be conducted in the following centres:
- a. Poynton
  - b. Bollington
  - c. Prestbury
  - d. Middlewich
  - e. Sandbach (due to being September 2012)
  - f. Holmes Chapel
  - g. Audlem
- 3.4 At the Committee's meeting on 24 February 2012 the Parking Services Manager presented a report suggesting a new tariff structure for Cheshire East which is shown at Appendix A along with the structure that was in place at the time. The proposed tariff structure was intended to remove the inconsistencies of the existing tariff structure by introducing a logical pattern which was transparent to customers and at the same time reflected the need to control long and short stay parking.
- 3.5 The new tariff structure was based in part on a review carried out by the Committee which concluded in October 2010. In June 2010 the Cabinet Member for Environment requested that the Committee set up a task and finish group to rank towns and villages within Cheshire East. The rankings were calculated based on criteria suggested by the Cabinet Member. The task and finish group considered socio-economic, and other, factors such as facilities, retail, hospitality, business and travel during a series of site visits. This review was carried out to ensure that if parking charges were reviewed in future comparable towns and villages were treated equally. It was agreed that during the review Members would not be making recommendations to Cabinet on parking charges. Appendix F shows the results of this review.

- 3.6 The Parking Services Manager's report received a lot of interest from both members of the public and local town councillors some of whom were under the assumption that a change in the tariff structure meant an increase in charges. Some borough councillors had attended the meeting to suggest that the classification given to their town did not accurately reflect the characteristics and needs of the town which meant that the wrong tariff was being applied to its car parks. It was also suggested that the results of the review were out of date 18 months on. Others attended the meeting to suggest that tariffs should not be standardised and should be set on a local basis to exclusively reflect the needs of the town. Some of these concerns were reflected by the Committee which led to this Cheshire East Car Park Management Review.
- 3.7 At several points during the Committee's February 2012 meeting attendees quoted a government endorsed report which had been produced by Mary Portas, a retail marketing consultant famous for her television programme "Mary Queen of Shops", entitled "The Portas Review – An independent review into the future of our high streets". In her report, published on 13 December 2011, she recommended that local areas should implement free controlled parking schemes that worked for their town centre. An example is the 'Free after 3' scheme which is currently being used by some councils. She suggests that town centres can't compete with out-of-town centres such as malls and retail parks which offer attractive free parking. Members of the public quoted these recommendations to argue that parking charges in their area should be reduced or scrapped.
- 3.8 In March 2012 the Government's Department for Communities and Local Government (DCLG) published its response to the Portas Review entitled "High Streets at the Heart of our Communities". In its response DCLG agreed that parking charges can have a real impact on the success of the high street and encouraged local authorities to look closely at their parking provisions and charges, ensuring they deliver the best outcomes locally. DCLG also introduced a policy that parking charges should not undermine the vitality of town centres. The response also states that while the setting of parking charges and all decisions relating to the operation of parking are a matter for the local authority, there are clear legal restrictions preventing councils from using on-street parking charges as a way of raising general revenue or as a local tax.

#### **4.0 Legislation and Guidance**

- 4.1 During the review the Task Group gave consideration to relevant legislation regarding local authorities and car parking. The sections of legislation most relevant to this review are briefly covered in this section.
- 4.2 **The Road Traffic Regulation Act 1984 Part IV** covers parking places and the provision of on- and off-street parking. Section 32 states that for the purpose of relieving or preventing congestion a local authority may:
- a. Provide off-street parking places; and
  - b. Authorise the use as a parking place of any part of the highway.

Section 35 allows the Council to set charges for the use of off-street parking provided and Section 45 gives the Council powers to charge for parking on the highway. Section 55 (4) of the Act deals with how any surplus funds from on-street parking can be used. Surpluses from on-street parking can be used on the following:

- Making good any charges against the Council's general fund (cost recovery);
- Provision and maintenance of off-street parking;
- Highway improvement and transport schemes;
- Local environmental improvements (updated by 2004 Act).

This is also amended by Section 95 of the Traffic Management Act 2004 to allow high performing councils the freedom to use parking surpluses for any purpose. The use of revenue from off-street car parks is not constrained in the way that on-street revenues are, and Councils can, and do, use it to help keep down the local council tax.

**4.3 The Integrated Transport White Paper 1998** sets out five main objectives for transport policy. Parking policies at national, regional and local level are designed to support them. These objectives are:

- a. To improve safety;
- b. To promote accessibility;
- c. To contribute to an efficient economy;
- d. To promote integration; and
- e. To protect the environment.

The White Paper supports explicitly the following aspects of local traffic management as related to parking:

- Control of on-street parking to prevent vehicles obstructing traffic;
- Parking control, on- and off-street, as a component of plans to reduce the amount of travel in and to congested town centres;
- Parking restraint strategies that include packages of measures to improve access to town centres by public transport and deter through traffic.
- Parking enforcement by local authorities.

Many local Council's transport and parking policies and objectives are influenced by the five main objectives set out in this White Paper. Cheshire East's Car Parking Strategy is reviewed later in this report.

**4.4 The Traffic Management Act 2004 Part 2** places a statutory network management duty on Councils responsible for traffic which aims to secure and facilitate 'the expeditious movement of traffic'. The aspects of parking management outlined in the 1998 White Paper contribute to the expeditious movement of traffic by controlling the number and location of parked cars through control of on- and off-street parking places. As mentioned above, **Part 7 of the 2004 Act** amends the 1984 Act regarding the application of surplus income from parking places.

**4.5 The Local Government Act 2003 Part 8** gives local councils the power to charge for discretionary services. Section 93 of the Act allows councils to charge for services that it is allowed, but not required by law, to provide as long as for each service the income from charges does not exceed the cost incurred. This Act does not take precedence over other legislation where a

power to charge for a service is provided. Therefore cost recovery only does not apply to car park management as surplus income from charging for car parks is allowed in the 1984 and 2004 Acts.

The aim of the 2003 Act was to encourage authorities to provide more wide-ranging and new innovative services for their communities which they would otherwise choose not to provide because they cannot afford to provide them for free. The 2003 Act also allows that charges may be set differently, so that different people are charged different amounts or provide discretionary services for free.

- 4.6 By charging for discretionary services the Council can provide more services to those that wish to use them without increasing council tax for all residents. They can also choose to charge some people more or less than others depending on circumstances. This policy is explained further in the Council's Charging and Trading Strategy.
- 4.7 As well as the relevant legislation the Task and Finish Group was made aware of several pieces of useful guidance. Again this section covers the advice and guidance most relevant to the review.
- 4.8 In January 2008 the **Audit Commission** produced a national report called "**Positively Charged** – Maximising the benefits of local public service charges". The aims of the report were to: assess the contribution of charging to the general fund and strategic effectiveness; help councils improve their approach to charging to support their strategic objectives better; examine the impact of charging on equality.
- 4.9 The report found that charging for local services makes a significant contribution to council finances. Councils also use charging to influence individuals' choices and behaviours, to bring other benefits to local communities. Charges; can be used to encourage or discourage the use of a service; can be used to ration services and control demand; can be used to pursue local objectives (e.g. in the case of this Scrutiny Review, improve vitality and viability of towns and villages; in the case of the Strategic Transport Plan, reduce congestion).
- 4.10 The report also found that in choosing how charges are used, councils make an important political decision. Councils in similar circumstances make very different decisions about which services to charge for. In the case of Cheshire East this led to the inherited inconsistencies in charging across the Borough. The report suggests that councils can minimise local concern about such variations by explaining the reasons for them and involving local people in the decision making process.
- 4.11 According to the Audit Commission report councils do not always make the most effective use of their charging powers. The powers in the Local Government Act 2003 to charge for discretionary services had remained largely unused by councils up to 2008. Decisions on levels of charging were most often driven by corporate income targets, historic charges and levels in

neighbouring councils rather than knowledge of the likely impact on use of services.

- 4.12 Finally, the report's findings suggested that councils' perceptions of local opposition to charges are not always backed up with robust evidence and that the public is more receptive to charging for some services than is often assumed. People are more willing to pay charges where they can see what they are getting for their money.
- 4.13 The Audit Commission report on charges suggests that charging for services is a powerful tool in achieving a council's objectives besides generating income. In many cases the surpluses produced by charging for a services are a by product of the achievement of objectives. Communication with the public regarding the need for charges is important to minimise negative opinions from service users. By emphasising the benefits to residents of charging service users to reduce the cost of Council Tax a charging policy could receive a positive reception.
- 4.14 In July 2005 the **Institution of Highways and Transportation** published the **Parking Strategies & Management guidelines** for practitioners. The guidelines are designed to assist in tackling the difficult and controversial issues that surround parking in a systematic way.
- 4.15 The guidance suggests that a council's car park tariff and pricing policy can be used to address a number of objectives including:
- a. Balancing supply and demand;
  - b. Influencing demand between on-street and off-street parking;
  - c. Influencing the distribution of demand between different areas;
  - d. Influencing length of stay and turnover of spaces;
  - e. Maximising revenue.
- When the strategy for a car park is to limit demand there is a need for parking charges to be more stringent which can be a challenge for councils where people have become accustomed to free or unrestricted parking.
- 4.16 The Parking Strategy should address the issue of whether parking is to be encouraged on the street or in off-street car parks. Where off-street car parks are under used the tariff could include higher charges for on-street parking than for the off-street parking. Increased use and enforcement of residents only parking schemes will also move users from on-street into off-street parking.
- 4.17 Other effects of the tariff and pricing policy include encouraging or discouraging certain types of user in line with other policies (e.g. encouraging shoppers into town centres). For example higher charges for long stay parking discourage all-day commuter parking and frees up space for shoppers and tourists coming and going during the day.
- 4.18 Regarding free parking the guidance suggests that in some cases the cost of charging and the low or occasional demand in a car park may not warrant a charge. Introducing charges may simply encourage users to seek out free on-

street parking or discourage users from visiting the town at all. While there are always costs to providing free parking in maintenance, management and security costs, the Council may consider that the benefits to a small local economy and removing parked cars from the highway justify the public expenditure involved in providing free parking.

4.19 The guidance also includes suggestions on tariff setting and review. As stated above charges can be used to influence the level of use of car parks, the type of users and the length of stay. It is important to ensure that the charging policy adopted conforms to the parking strategy and the overall transport strategy for the Borough. The guidance suggests that while councils may be tempted to avoid higher charges for fear of losing customers, supply and demand issues must be met and the price of parking should support the policy not constitute the policy.

4.20 Tariff graduation will affect the length of stay and type of demand on each car park. The tariff structure can be designed to reflect the policy of encouraging particular users. For instance increasing the rate at which a tariff goes up between 4-6 hours will discourage some long stay users who wish to stay longer than 4 hours without preventing long stay when users judge that the advantage outweighs the price. Rather than setting a maximum stay period a council can increase revenue from long stay users who are willing to pay a higher rate whilst discouraging other long stay users to increase the supply of spaces for short term use.

#### 4.21 Example 1

For shopping and Town Centre car parks a typical fee structure might be:

<b>Duration</b>	<b>Fee</b>	<b>Increase (price/hour)</b>
Up to 2 hours	£1.20	£0.60 (60p)
2-3 hours	£1.80	£0.60 (60p)
3-4 hours	£2.40	£0.60 (60p)
4-5 hours	£3.60	£1.20 (72p)
5-6 hours	£5.00	£1.40 (83.3p)
Up to 10 hours	£7.50	£2.50 (75p)

This structure reflects a policy of discouraging parking longer than four hours, which equates to allowing plenty of time for shopping and related activity, discouraging regular all-day users (commuters), whilst not preventing long stays when users judge that the advantage outweighs the price.

4.22 In the example quoted the car park tariff provides a level fee of 60 pence/hour up to four hours. It then increases at an accelerated rate to a level that is designed to deter regular commuting to work by car.

4.23 Conversely the rate of increase in charges for longer stay can be reduced to make long stay more value for money than short stay. This could encourage commuters to use particular car parks (e.g. car parks further from the centre

that are less desirable to shoppers).

- 4.24 The charges in larger towns and cities can be expected to be higher than in small towns due to the larger number of facilities and attractions in the area increasing the lure to visitors and demand for parking. The Committee's previous Review of Towns and Villages intended to classify towns and villages for this purpose.
- 4.25 The guidance explores short stay parking further, including limited period free parking. It suggests that limited period free parking (usually up to 2 hours) is very difficult to enforce and is usually widely abused. Limited period free parking also has a cost in lost revenue and additional enforcement costs if abuse is going to be avoided. This will have a detrimental effect on the overall profitability of car parks. However the Council may see an advantage in offering limited period free car parking to encourage shoppers to use town centres rather than out of town retail parks.
- 4.26 On balance it is generally preferable to charge a modest amount for short-term parking (e.g. up to 2 hours) rather than attempting to provide a readily enforceable system that is free
- 4.27 Finally the guidance also considers the generation and use of surplus funds from car parking. Councils' finances are now more stringently controlled than previously and they are expected to minimise costs to taxpayers by developing revenue streams where possible to at least balance revenue and costs on a year-by-year basis.
- 4.28 As mentioned above in the Audit Commission guidance on benefiting from charges, a number of councils who are providing free town centre parking to benefit the retailing viability of centres are being criticised for not covering the cost of maintenance, supervision and rates of car parks. The provision of free parking must be fully justified by the wider benefits and objectives should be clearly stated. The council's business plan should clearly identify such issues as free parking in district shopping centres or villages and rural areas and indicate where the subsidy for this arises.

## **5.0 Findings**

### **Cheshire East Charging and Trading Strategy**

- 5.1 The Council's Charging and Trading Strategy focuses on how the Council will raise funds each year to pay for local services. As mentioned above, under Section 93 of the Local Government Act 2003 the Council can charge service users for discretionary services. Although car parking charges are allowed under separate legislation that takes precedence over the 2003 Act the Charging and Trading Strategy still applies to the setting of charges for car parks.
- 5.2 Income to provide local services will come from a number of key sources, including local taxation, national taxation and charges to service users.

Elected Members make key decisions on the level of income to be generated by taxation of local residents and the level of charges where customers pay for service at source. The Council's intention to control the relative impact of Council Tax in the local area, and increase direct income from services, presents a clear intention to align the cost of services with service users where this promotes the Council's priorities, and away from the wider taxation of citizens.

- 5.3 Each service that intends to set charges for discretionary services should develop and publish a detailed strategy to support the approach to charge setting. The Council has agreed the following overall charging principles as part of the Strategy. Charges for Cheshire East discretionary services will be set with:
- a. Consistent criteria for concessionary reductions relevant to service priorities;
  - b. A consistent approach to the calculation of 'cost';
  - c. Due consideration to the total impact based on a corporate approach to household costs, informed by suitable comparative data;
  - d. A periodical review (at least annually) as part of the budget setting process;
  - e. Maximum value provided to the service user;
  - f. Any capacity identified in services, where charges are made, being considered for further income generation before being released as efficiency savings.
- 5.4 These principles provide Members and officers with appropriate guidelines for setting charges, monitoring expenditure and maximising income whilst providing a fair system for residents of Cheshire East. The Council also recognise that free to access services can sometimes lead to abuse and a subsequent reduction in value to citizens.

### **Cheshire East Car Parking Strategy**

- 5.5 During a meeting on 26 April 2012 the Task Group reviewed the Car Parking Strategy to consider whether it would be necessary to make updates or amendments to improve the strategy for the current needs of the Borough.
- 5.6 The Strategy contains key principles, objectives and actions which are linked to the wider Local Transport Plan. Appendix B contains the Parking Strategy Objectives which are based on the Primary Local Transport Plan Areas for Action and Corporate Priorities. Objectives 1 and 2 were the main focus of this review. Appendix B also contains the proposed actions to achieve the objectives. The Task Group was keen to ensure that these proposed actions

were suitable to achieve the objectives in each town.

- 5.7 In order to sustain the economic vitality of towns and villages through parking management (Objective 1) it was proposed to maximise the availability of short stay parking spaces in prime, central locations for use by shoppers and other short stay users. Discouraging long stay parking in prime locations will increase the supply of spaces throughout the day as short stay shoppers vacate spaces after a couple of hours or so. The availability of short stay spaces is essential to maintaining the commercial viability of town centres.
- 5.8 Objective 2, to provide excellent parking facilities at an appropriate charge to customers and Council tax payers, has a number of proposed actions to achieve it. These proposed actions include the following:
- a. Review charges annually, in accordance with the charging and trading strategy.
  - b. The scale of charges should conform to a consistent pattern across stay periods in all towns. The steps in charge level from one time period to the next should be broadly consistent throughout all locations.
  - c. All car parks on which no charges apply will be periodically reviewed and the need for application of charges considered in light of demand for and supply of parking.
  - d. Any charges imposed will be designed to regulate use and improve availability of spaces as well as diverting long stay users away from very central locations. Income earned should at least cover operating and maintenance costs and allow necessary improvements to usability, environment and security.
- 5.9 Example 1 of a tariff structure provide at paragraph 4.21 conforms to the Council's Car Park Strategy as it has a consistent pattern across stay periods i.e. 60 pence/hour up to 4 hours. The price/hour increases for over 4 hours to discourage long stay parking. However the tariff structures currently used by the Council (as shown in Appendix A) have no consistency with each other and have no consistent rate per hour.

#### 5.10 Example 2

Current tariff structure for a Band A car park in Macclesfield.

<b>Duration</b>	<b>Fee</b>	<b>Increase (price/hour)</b>
Up to 1 hour	£0.70	£0.70 (70p)
1-2 hours	£1.10	£0.40 (55p)
2-3 hours	£2.30	£1.20 (76.6p)
3-4 hours	£3.40	£1.10 (85p)
4-6 hours	£4.30	£0.90 (71.6p)
Up to 10 hours	£5.50	£1.20 (55p)

This inconsistency makes the calculation of cost per hour difficult but also makes stay over 4 hours more value for money/hour than short stay. If the Council wish to discourage long stay users on central car parks the current tariffs will have to be changed.

### 5.11 Example 3

Proposed tariff structure (Appendix A) with same charge for first hour for a Band A car park.

Duration	Fee	Increase (price/hour)
Up to 1 hour	£0.70	£0.70 (70p)
1-2 hours	£1.40	£0.70 (70p)
2-3 hours	£2.10	£0.70 (70p)
3-4 hours	£2.80	£0.70 (70p)
4-5 hours	£4.20	£1.40 (84p)
5-6 hours	£4.90	£0.70 (81.6p)
Up to 10 hours	£5.60	£0.70 (56p)

This structure creates the consistency required by the Car Parking Strategy but also provides an increase in cost for stay over 4 hours which should discourage some long stay users.

- 5.12 The current financial position of the Car Parking Services is covered at 5.21. The Council have adopted the strategic aim of operating car parks at no overall cost to the Council taxpayer. According to the strategy, the pricing mechanism that has been adopted is appropriate for the following reasons:
- a. Managing demand, required to promote the use of town centre short stay spaces for shoppers;
  - b. Ensuring that direct users pay for the services wherever practical;
  - c. Providing finance to implement other strategic transport aims.
- 5.13 If charges are to be introduced to a car park that currently has no charges on there is a specific process that must be followed.
- (1) The Parking Services Manager must submit a report proposing the charges to the Portfolio Holder for Environment at a public meeting.
  - (2) Any decision by the Portfolio Holder is subject to consideration of the results of statutory public consultation (21 days advertised in the local press).
  - (3) The results of the consultation will be considered by the Portfolio Holder at a further public meeting. If objections from the consultation are rejected the charges will be approved.
  - (4) Work on installation of meters and signs can be carried out.
  - (5) The introduction of charges must be advertised on the car park one week prior to charges being implemented.

### Member Car Parking Survey

- 5.14 The Task Group developed a survey (Appendix C) which would help it to collect the views of Councillors from all wards in the Borough regardless of

whether their ward contained a Cheshire East controlled car park or not. The questions contained in the survey asked for views on various aspects of parking including the current level of charges and how charges should be calculated as well as alternative forms of control such as enforcement.

- 5.15 The survey was sent to all Cheshire East Councillors who were given a month to return their responses. Members were given the opportunity during this time to consult with local parish/town councils and community groups to take their views into consideration when completing the survey. 27 out of the 82 (33%) Members responded to the survey. Responses came from Members in both Urban and Rural wards from most areas of Cheshire East giving the survey results a good coverage of the whole Borough. The Task Group agreed that if responses or comments on a particular area were not received it would be presumed that there were no issues with parking in that area.
- 5.16 Appendix D contains the tables and charts developed for the responses to the survey. The majority of questions received various responses with few overwhelming trends to the views of Members. There were some responses which received at least 50% support and others which received very little. The following points were drawn from the responses:
- a. Many Members commented that they believe an increase in charges would be detrimental to the vibrancy and vitality of their town/village.
  - b. Members want to encourage shoppers with short stay free or cheap parking in the centres and would like to see a distinction between long stay and short stay car parks in the centres.
  - c. Question 2, a large majority of Members were happy with the current level of charges including not charging in particular car parks and very few believed charges were either too high or too low.
  - d. In Question 3, 60% of Members believe that charges should be based on demand for each car park. 40% believe charges should be based on demand but also where that puts the car park in relation to other car parks in the Borough.
  - e. In Question 4, 50% of Members think that central car parks should be more expensive than car parks further out from the centre due to the higher demand for parking closer to shops and attractions. 33% thought there should be consistent steps from one period of time to the next and only 17% thought there shouldn't be any demonstrable method of calculation.
  - f. In Question 5, 50% of Members believe that there should be control of maximum length of stay on car parks that don't have charges although 36% believe there shouldn't be any control on them.
  - g. In Question 8, just over 50% of Members believe that there is adequate non-council parking in their ward with the rest split between inadequate

and non-existent.

- h. There doesn't seem to be a detrimental effect on traffic management in many areas as 75% of Members do not believe that there are problems with traffic flow in their wards as a result of the supply of parking. However 25% of Members believe that there are issues with traffic flow caused by parking.
- i. Answers to question 6 varied but there did seem to be trends. The majority of Members that gave (a) or (e) as an answer came from semi-urban/rural wards where as Members responding (b) or (c) came from larger urban areas with more car parks.
- j. Answers to question 7 were also varied but again appeared to follow a trend. No single method of charging was preferred above another by Members as the preferred method appeared to depend on local conditions such as type or level of demand for parking.

5.17 The Task Group received responses from Members in a variety of wards but also received multiple responses regarding some of the larger centres in the Borough. There were several responses related to Congleton, Knutsford, Macclesfield, Crewe and Sandbach. This would not be unexpected due to these areas having a greater number of Councillors however this helped to identify particular issues within each town.

5.18 It should be noted that while responses related to the same area were generally similar, responses differed between towns. For example, one of the main issues for Members commenting on Macclesfield was problems with commuters and shoppers parking in residential areas where as comments on Knutsford had similar themes regarding the need to differentiate between long stay and short stay.

5.19 This would suggest that each town or village is different and has its own issues and demands which need to be dealt with on an individual basis. Based on the responses received to the questionnaire, Members have the same objective to improve the vitality and vibrancy in their town however what is needed to achieve that objective seems to differ between each town.

5.20 There appears to be a lot of support from Members for varying the level of charges in each car park of a centre with multiple car parks. 60% of Members believed that charges should be set based on demand for each car park. It was also suggested by a variety of Members that differentiating between short stay and long stay car parks would allow the Council to encourage specific groups to use particular car parks in order to optimise their use for the needs of the town.

### **Finance and Budget Pressures**

5.21 As explained above (5.2) it is the Council's intention to keep down local council tax by charging for discretionary services and generating income

where possible. Current legislation allows the Council to use revenue from off-street car parks to fund other services to reduce the cost to local tax payers.

- 5.22 In the budget for 2012/13 the Council set the gross income target from car parking at £5.2m (Appendix E). Overall, the budget for Car Parking Services is expected to produce a net surplus of £5.047m which equates to approximately £13.20 per person in Cheshire East; or £30.50 per household. At the date of this report the income from car parking was projected to fall £441,601 below the annual target.
- 5.23 In December 2011 the Parking Services Manager was asked to attend a Scrutiny Committee meeting regarding car parking income budget shortfall during 2011/12. Councils nationally were experiencing budget shortfalls of around 5-15%. Possible reasons given for the shortfalls were economic downturn and reduced customer spending power as well as lower high street footfall and internet shopping. The Committee resolved that the shortfall was due to the budget being set too high as income over previous years had remained consistent but had always fallen below the budget set. The Committee suggested that in future a more realistic budget would be set based on historical data and achievable income in the current climate rather than desired outcomes.
- 5.24 If income from car parking does not meet the desired levels set in the budget then budget pressures will be produced in other areas of the Council. In order to meet the target for income this year Parking Services will need to either increase charges on car parks which are well used and/or increase the use of underused car parks with charges by restricting free on- and off-street parking in the vicinity.
- 5.25 If decreases in charges for car parking are proposed in order to assist the economic vitality of towns and villages, the effect on income and budget pressure must be taken into consideration as well as any other factors such as affect on supply/demand and congestion/traffic flow. Reducing budget income targets to support parking charge decreases would reduce the surplus that Parking Services is able to contribute towards the General Fund. This would increase pressure on the Council's budget and increase the need to raise funds from Tax Payers. In many cases a reduction in parking charges would not help the economic vitality of towns and villages by increasing demand for parking because the demand for parking in many car parks is already outstripping the supply of spaces and car parks are full with the current level of charges.

### **Initiatives to Increase Income**

- 5.26 One potential initiative to increase income from underused car parks is to sell parking permits to companies who wish to provide staff with somewhere to park. The Grosvenor multi-storey car park in Macclesfield has been identified as a car park with spare capacity that could be used for such a scheme and Parking Services have already been in discussions with businesses. By issuing permits/contracts to companies and individuals for long term use of a

car park the Council are guaranteed income for the period of contract and car parks are being used by a core group on a regular basis.

- 5.27 The introduction of new technology to particular car parks may also help to increase car park use and income. Part of the Parking Services Manager's report to the Committee in February 2012 was regarding the potential of new technology. Pay by phone and pay by card options have recently been trialled or installed in a few car parks in Cheshire East. The option to pay by card or phone is often more convenient for service users which leads to more people being tempted to use the parking facilities. If customers do not have change for a machine this often leads to them seeking free on-street parking which would be avoided if they are able to pay by card or phone. Being able to pay by card or phone can also lead to customers paying to stay for longer periods of time which can increase income and footfall in town centres.
- 5.28 Retailer linked promotions are opportunities to connect purchases in town to parking discounts. Two such schemes are currently in operation in Knutsford and Wilmslow and could be extended to more towns in the Borough. This can be an effective method of driving increased footfall or dwell time in stores as long as retailers and businesses consider it beneficial.
- 5.29 Careful consideration needs to be given to any schemes as there is always an additional cost involved in the necessary machinery or subsidy of parking charges. The Council would need to ensure a sufficient net income increase to make the implementation of initiatives worthwhile.

### **Other Authorities**

- 5.30 During the review the Task Group has consulted with several other authorities and conducted research on similar reviews that have been carried out.
- 5.31 In December "2002 Kirklees Metropolitan Council produced a Scrutiny Report on the rationale behind car parking charges to establish the reasons why and how parking charges were applied in Kirklees. At the time Kirklees had 96 car parks, 36 of which had parking charges imposed on them and 60 that were either free of charge or regulated by time limits.
- 5.32 The Scrutiny Panel found that there were a number of reasons why car parking charges were applied in Kirklees; they were:
- a. To control the demand for parking spaces.
  - b. Because of the need to encourage long stay car parking on the outskirts of towns and shoppers provision near to town centres.
  - c. Because of the need to cover costs and the expectation of generating surplus income.
  - d. To encourage the use of alternative forms of transport to the car.
  - e. As a result of benchmarking and comparisons with other towns in West Yorkshire.
- 5.33 The Panel also found that surplus income was used to support the Council's Highways Budget and General Revenue Budget. Some of the car parks were

managed through time limits. The Panel discouraged the use of time limited parking as a mechanism for controlling demand as it would mean that revenue is reduced (by not charging) yet costs for enforcing parking controls and maintaining car parks would remain.

- 5.34 Whilst the Panel agreed with the rationale for applying charges to car parks however was concerned that these rationale were not being applied consistently across the Borough. It appreciated that it would not be economical to apply parking charges in some car parks however identified car parks where parking charges could be applied but were not. It asked the Cabinet Member to look at the feasibility of applying the rationale more consistently and fairly throughout Kirklees.
- 5.35 The findings of the review from Kirklees are consistent with the guidance and legislation contained in this report and supports the Policies and Strategy adopted by Cheshire East.
- 5.36 Regarding the issue of limited period free parking the Task Group has contacted a number of authorities that currently or has operated limited period free parking schemes such as “Free After 3”.
- 5.37 The only strong evidence that any of the authorities could provide was that income from car parking was down during periods of limited free parking on when there was full charging. There was no statistical evidence to suggest that any of the free parking schemes had increased the footfall in town centres or improved performance for businesses and retailers overall.
- 5.38 Those authorities which operated “Free after 3” found that the parking trend for short stay had changed with less people using the car parks before 3pm and more using them after 3pm with overall usage only slightly increased. This would suggest that rather than increasing usage and footfall in towns these schemes simply alter the times during which regular users arrive.
- 5.39 As indicated above, the Parking Service currently has significant budget pressure as a result of a shortfall in income to date against income targets for the year. The introduction of any free parking where charges are currently imposed would reduce income and increase the pressure on the budget without being able to demonstrate effectively that the loss of income has resulted in an increase in footfall in town centres.

## **6.0 Local Issues**

- 6.1 During the Cheshire East Car Park Management Review the Task Group was asked by the Portfolio Holder for Environment to give consideration to some specific issues related to car parks in individual areas. This section of the report outlines the issues and the views of the Task Group.

### **Parade Car Park – Alderley Edge**

- 6.2 Alderley Edge has four public car parks which are operated by the Council. The Task Group was informed by the Parking Services Manager that the ownership of the Parade car park had recently changed and as a result the annual rent paid by the Council had increased to £40,000 for a 15 year lease to be reviewed every three years. The Council's operating cost for the car park was £9,000 and a total cost including rent of £49,000. Income from the Parade car park is budgeted at £30,000 so the increase in rent costs has produced a budget pressure of £19,000.
- 6.3 To address the budget shortfall the Ward Member for Alderley Edge was consulted about this issue with a view to increasing charges on the car park to cover the increase in cost. This would allow the Member the opportunity to consult the local Parish Council and public.

### **School Road and Wilmslow Road - Handforth**

- 6.4 Handforth has two public car parks operated by the Council, neither of which have any charges for use. These car parks are in high demand and are regularly full with users parking inappropriately and overspill being forced onto side streets. Improvements to the surface, line marking, and erection of regulation notices have now been completed which should reduce bad parking and increase capacity slightly.
- 6.5 To control the demand for this car park and to ensure spaces become available for local short to medium stay use (as well as long stay for workers and commuters), the Council may consider introducing charges and enforcement. As mentioned above (5.13), the introduction of charges is subject to the submission of a business case and statutory consultation which local residents.
- 6.6 The introduction of charges would conform to the Car Parking Strategy through the need to manage demand and by ensuring that shoppers can have a reasonable expectation of finding a short stay parking space. This should also help to improve the use of the town's retail and businesses as well as cover the Council's costs in providing excellent parking facilities.

### **Nelson Pit Car Park- Poynton**

- 6.7 As well as the car parks operated by Parking Services the Council has three countryside car parks which are operated by the Countryside Ranger Service. Nelson Pit car park in Poynton is one of these car parks and currently has no charges for use. The other two car parks, Brereton Heath and Teggs Nose, have had charges in place for over 15 years to control demand for spaces and recover the costs of providing the car park and amenities such as visitor centres and public toilets.
- 6.8 For consistency the Countryside Ranger Service wishes to impose parking charges on the Nelson Pit car park. Charges would be set on a cost recovery

basis with income ring fenced to support the amenities on the Nelson Pit site; the cost to the Council of running the amenities is currently £8,200. Initial charges would be set at an introductory rate to minimise the impact of charges on a previously uncharged car park.

- 6.9 Demand for the car park is high particularly during peak times and holiday periods which results in overspill onto local roads which can cause traffic issues. Introducing charges would help to control the demand for the car park and increase the turnover of spaces meaning visitors will have a reasonable expectation of finding a space. This would reduce the risk of displacement onto roads caused by over spill. Local visitors may also be encouraged to use alternative travel arrangements such as public transport, cycling or walking.
- 6.10 This approach would be consistent with the Council's Charging and Trading Strategy regarding cost recovery and the Car Parking Strategy regarding the control of supply and demand and encouraging alternative forms of transport.

## **7.0 Conclusions**

- 7.1 The Task Group note that whilst the aim of this review is to ensure that car parking assists the vitality and viability of towns and villages there are other priorities which car parking must contribute to, particularly Strategic Transport aims. These Strategic Transport aims need to be taken into consideration when developing action plans for each town and Councillors and members of the public must understand the importance of them.
- 7.2 A car park tariff and pricing policy is a useful tool for achieving Transport and Economic objectives. In supporting the economic objectives of towns and villages car park tariffs can be used to control supply and distribution of demand as well as encourage desired user groups with favourable charges. However the influence of car park tariffs on the vitality and viability of towns and villages is small compared to other factors necessary for a sustainable economy. The Portas Review makes 28 recommendations, only one of which relates to car parking. The retail offer and attractiveness of town centres needs to be at a level that encourages shoppers and tourists into those areas.
- 7.3 The Task Group has identified car park management policies and practices that can contribute to the vitality and viability of towns and villages. The Car Parking Strategy states that the availability of short stay parking is essential to maintaining the commercial viability of town centres. In the towns that have multiple car parks, tariffs on each could be set to attract particular user groups. The Task Group believe that it is important to design parking tariffs to favour short stay users over long stay users in central car parks. This will increase the turnover of spaces and ensure that shoppers and tourist can have a reasonable expectation of finding a car parking space. Car parks further from the centre could have a different tariff structure which is more favourable to long stay users to encourage them to use those particular car parks.

- 7.4 The Task Group believes that the current Car Parking Strategy is an appropriate document to allow car parks to be managed in an effective way. The Strategy conforms to the relevant legislation and follows best practice suggested in the guidance from the Institute of Highways and Transportation. The Task Group agreed with the objectives and principles of the Car Parking Strategy.
- 7.5 There are some issues which need to be addressed in order to align operations with the Strategy. The current tariff structures being used by the Council do not conform to some of the objectives of the strategy as they are not consistent across towns and do not conform to consistent patterns across time periods as required by the Strategy.
- 7.6 Having given consideration to the results of the Members Car Parking Survey and guidance the Task Group believe that in order to achieve the objectives of the Car Parking Strategy (i.e. sustain economic vitality of towns and villages) for each town in Cheshire East there needs to be specific management, including tariffs, for individual towns because each town is different. The specific requirements to achieve sustained economic vitality of a town need to be established before adopting parking management arrangements that will help to address those needs. However in doing so the Council must ensure that the management arrangements adopted for each town (or village) do not adversely affect the economic vitality of neighbouring towns.
- 7.7 Ideally the tariff structures would conform to the Strategy however the Task Group believe that there needs to be provision for allowing tariffs to be adaptable to local conditions to provide the best possible outcomes. Tariffs on each car park should reflect the characteristics and demand for that particular car park in relation to other car parks in the town to achieve the objectives of the Car Parking Strategy. Where possible rates of tariff increase on each car park should be level as demonstrated by Example 1 at 4.21 of the report to make the value of an hour of parking consistent up to 4 hours. The cost of subsequent hours of parking should be based on whether the tariff is designed to attract short stay or long stay users.
- 7.8 Car parks can also support the vitality and viability of local economies by using the surplus income received from charges on regeneration projects in towns and villages. Currently surpluses are used to support the general fund in order to reduce Council Tax. While it may be important in this economic climate to help residents by keeping Council Tax down the Task Group believe that at least some of the surplus raised from car parking should be ring fenced for improvements to highways, public transport and town centre environmental as recommended in the relevant legislation. Not only will this help the regeneration of towns and villages, and contribute to sustained economic vitality, but also by highlighting these benefits derived from parking charges local service users will be more supportive of car parking tariffs.
- 7.9 Some car parks with no charges have been identified that may need to be considered for the introduction of charges due to high demand. Car parks in Handforth and Poynton (Nelson Pit) have high demand and may need to have

charges imposed on them. This would be subject to consultation with local residents however the introduction of charges would be consistent with the Car Parking Strategies criteria for charging.

- 7.10 The Task Group reiterate the Committee's resolution from December 2011 that the current income projection from car parking is too high and that the budget setting process needs to be reassessed in order to develop a more realistic and attainable budget based on historic figures. There is significant pressure on the parking services budget to generate surpluses to support the General Fund. This makes reducing/removing charges in any car parks unviable as this would only increase the pressure on the budget.
- 7.11 The Task Group believe that the condition of car parks is very important in their management. The Task Group want to ensure that all car parks are being maintained to an acceptable standard of accessibility and security. If car parks have tariffs applied to them then service users can expect clean, safe, accessible and secure facilities. The Council needs to ensure that there are sufficient funds allocated in the budget to effectively maintain all car parks. This should also be the case in car parks without charges even though they do not generate income for the Council.
- 7.12 In order to meet projected income targets increasing charges will not necessarily increase income (the law of diminishing returns). Increasing charges may reduce demand to a point at which total income is lower than previously achieved due to fewer users paying for the service. Initiatives have however been identified that may help to increase income without increasing charges on most car parks. Paragraphs 5.26 to 5.29 give examples of initiatives currently being considered. The Task Group support any initiatives that help to increase the use of car parks for the economic vitality of towns and villages and subsequent higher total income would be a positive consequence.
- 7.13 The Task Group believe that most of the car parks that currently have no charges do not have sufficient demand to make it practical to charge users. Adding charges to these car parks may not cover the cost of charging and would reduce the demand for the car park further. However, the cost of providing these car parks free of charge reduces the surplus revenue that supports the General Fund. These costs may be justifiable as income from car parks with high demand cover the costs of low demand car parks and assists in improving the economic vitality of the smaller areas, improving the Borough as a whole.
- 7.14 As stated above the Task Group want to ensure that the policies adopted for each town, to achieve the overall Cheshire East objectives, do not adversely affect neighbouring towns. If free parking is going to be provided in a town or village the Council must ensure that it does not adversely affect the economic vitality of neighbouring towns where charges are applied by attracting shoppers and tourists away from those areas on a detrimental scale.

7.15 The Task Group believe that Residential Parking Schemes should be used to control on-street parking but only were necessary to ensure that residents can be confident of finding a parking space near their home. Several Members commented in responding to the Survey that there were some issues in their ward with commuters and shoppers seeking free on-street parking in residential areas near town centres. It is necessary to ensure that these issues do not occur by implementing Residential Parking Schemes where there is significant evidence that it is required. By doing so the Council would reduce the supply of on-street parking which should increase the use of off-street car parks.

## 8.0 Recommendations

8.1 Below is a list of recommendations to the Cabinet Member for Environment that the Task Group have developed as a result of carrying out this review.

8.2 The Task and Finish Group for the Cheshire East Car Park Management Review recommend:

- a. That Objective 2 of the Car Parking Strategy be amended to include specific reference to car parks that have no charges. Objective 2 should read as follows - "To provide excellent parking facilities at an appropriate charge (**which may include a zero charge**) to customers and Council Tax payers".
- b. That the actions points relating to Objective 2 of the Car Parking Strategy be amended to allow more flexibility in the development of car park tariff structures. The second bullet point should read as follows - "The scale of charges should **ideally** conform to a consistent pattern across stay periods in all towns."
- c. That where possible tariff structures should provide broadly consistent charges from one stay period to the next (i.e. cost per hour is the same for 1-2 hours as 3-4 hours) up to four hours.
- d. That whilst tariff structures should ideally conform to a consistent pattern tariffs for each individual car park should be set based on the characteristics of the car park, demand for that car park, desired service users, local needs and relationship with other car parks in the same town.
- e. That to achieve Cheshire East Council objectives each town or village should have individual parking management action plans based on the characteristics of the town or village and produced in partnership with the Parking services Manager, Ward members, and Town and Parish Councils. The action plans should achieve the Council's over arching objectives without negatively affecting the economic vitality of neighbouring towns or villages. The decision to change the charging status of any car park will only be taken if it can be supported by evidence, illustrating both the need and benefit to the area and local community. Evidence must be brought to the attention of Ward members,

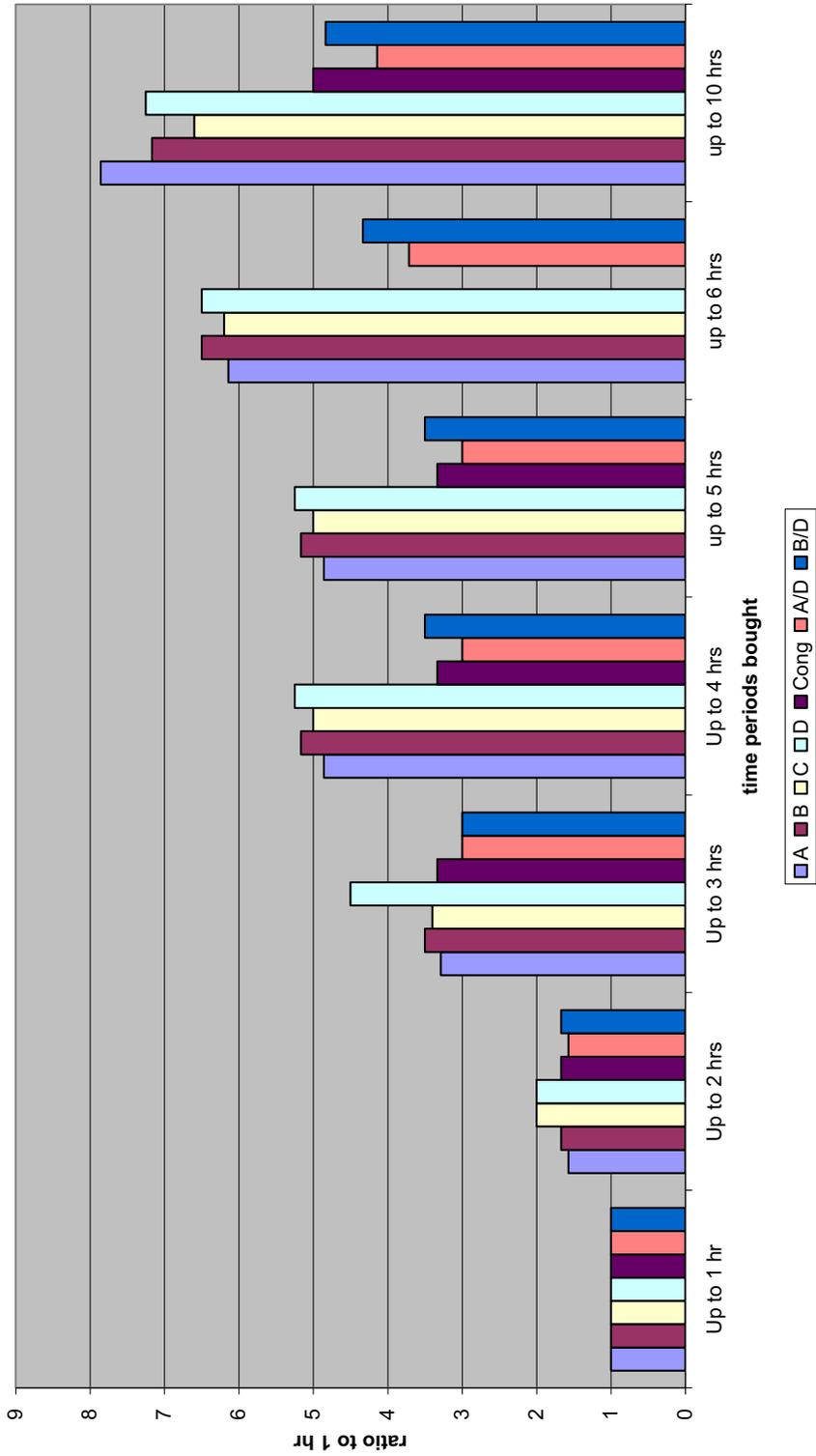
Town or Parish Councillors and must be open to legitimate challenge.

- f.** The income projection from parking for 2012/13 is too high and previous budget have been over optimistic. Future budget setting processes should be based on historic data to produce a more realistic income target for Parking Services
- g.** That attempts to increase revenue generation to reach the parking service's budgeted income projection for 2012/13 should not include wide scale increases in charges as this may reduce demand and result in lower income overall.
- h.** That initiatives to increase the use of car parks through new technology and sale of parking contracts be supported by Cabinet and the Environment and Prosperity Scrutiny Committee.
- i.** That residential parking schemes should be used to restrict on-street parking to provide residents with a reasonable expectation of finding a parking space near their home but only were it is deemed absolutely necessary.
- j.** That zonal charging should be implemented in towns and villages with multiple car parks to discourage long stay commuters from parking in central car parks to free up spaces for short stay users.

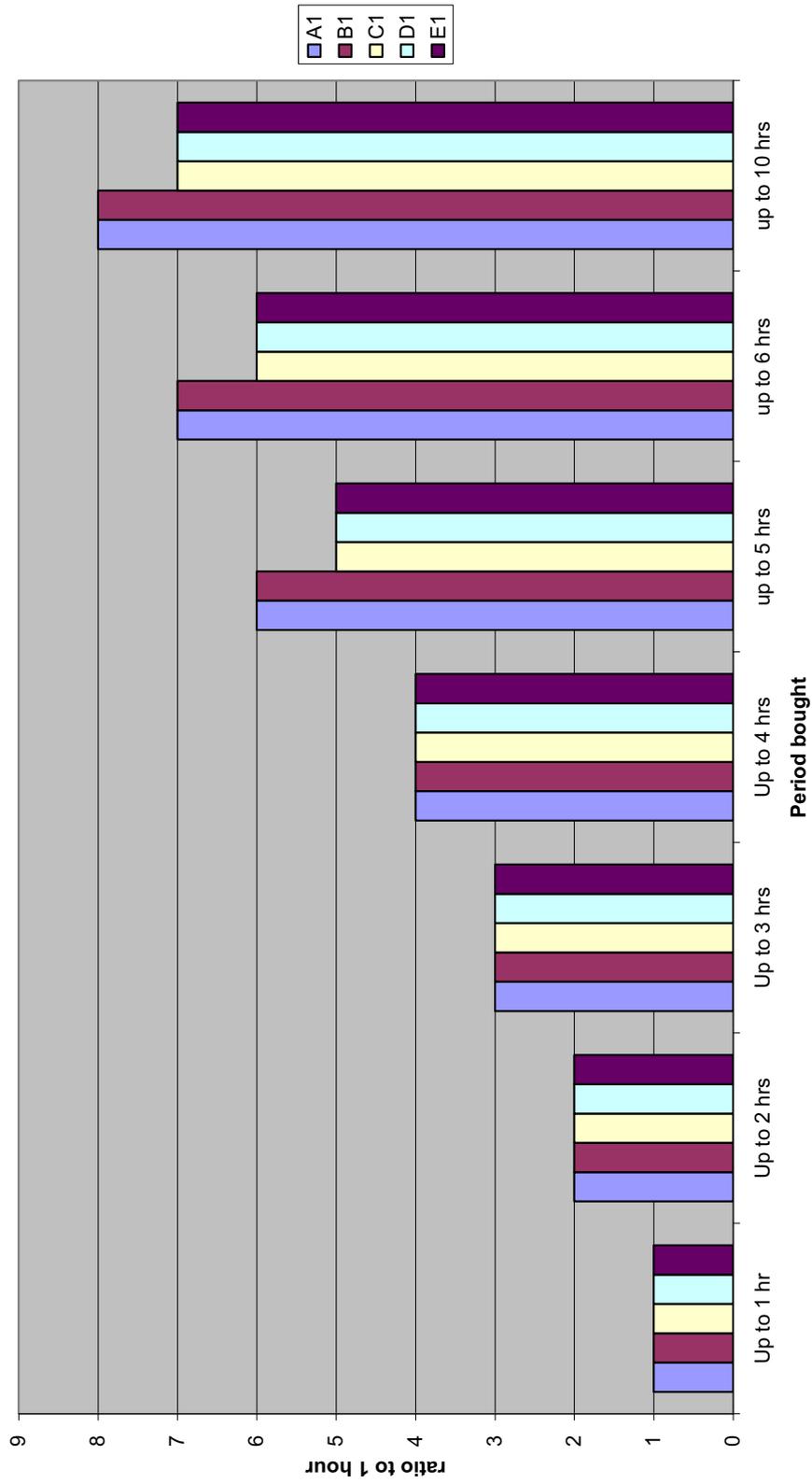
Appendix A

Charts of Current and Proposed Tariff Structures

Cheshire East Parking Tariff Structure: Now



Cheshire East Tariff Steps: Proposal



**Appendix B****Car Parking Strategy Objectives and Actions**

The objectives of the Car Parking Strategy are linked to the wider Local Transport Plan Areas for Action. Objectives 1 and 2 are the focus of this Review.

<b>Primary Local Transport Plan Area for Action (secondary areas)</b>	<b>Parking Strategy Objective</b>
<i>Create conditions for business growth (Unlock the potential of our towns)</i>	1. Control and manage parking so as to sustain the economic vitality of Cheshire East town centres and villages 2. Provide excellent parking facilities, at an appropriate cost, to users and Council tax payers.
<i>Nurture strong communities (Create conditions for business growth)</i>	3. Balance the parking needs of disabled people, local residents, suppliers of goods and services, businesses and their customers 4. Ensure that motorists comply with parking restrictions both on and off- street.
<i>Ensure a sustainable future (Drive out the causes of poor health)</i>	5. Encourage alternative travel choices through availability and pricing of town centre car parking 6. Support car share schemes 7. Support provision for electric vehicle recharge where economic and appropriate
<i>Nurture strong communities</i>	8. Support the provision of appropriate on and off street parking for residents of Cheshire East.
<i>Unlock the potential of our towns</i>	9. Perform an influencing role in addressing local transport issues.

## **Proposals and Action to Achieve Objectives 1 and 2**

- 1. *Control and manage parking so as to sustain the economic vitality of Cheshire East town centres and villages***
  - 1.1 Maximise the availability of short stay spaces in prime, central locations for use by shoppers and other short stay users. Availability of short stay spaces is essential to maintaining the commercial viability of the town centres.
  - 1.2 Improve compliance with on street restrictions to maximise traffic circulation, and contribute to safety.
- 2. *Provide excellent parking facilities, at an appropriate charge, to customers and Council tax payers***
  - 2.1 Review charges annually, in accordance with the Council 's Fees and Charges policy, at least recovering the cost of the car park service. The annual review should consider the charges applied at comparator Councils and similarities in demand profile of each of the town centres and villages.
  - 2.2 The scale of charges should conform to a consistent pattern across the stay periods in all towns, to improve choice and optimise management of parking supply. The steps in charge level from one time period to the next should be broadly consistent throughout all locations.
  - 2.3 Car Parks in certain locations are currently not charged for at point of use. All car parks will be periodically reviewed and the need for application of charges considered in the light of the local demand for and supply of parking; the aim will be to balance the needs of different potential users and local organisations, together with the cost of provision and asset use.
  - 2.4 Any charges imposed will be designed to regulate use and improve availability as well as diverting long stay away from very central locations. Income earned should at least cover operating and maintenance costs and allow necessary improvements to useability, environment and security.
  - 2.5 Establish a programme for lighting maintenance and improvement, and for the consideration of the installation of CCTV within the Council's car parks.
  - 2.6 Increase awareness, and sales, of the Council' s contract permits where appropriate to the other objectives.
  - 2.7 Review the designations of each car park to ensure the right spaces are in the right places
  - 2.8 Review the location of disabled spaces in car parks
  - 2.9 Ensure all of the Council's car parks are DDA compliant.
  - 2.10 Carry out satisfactory annual maintenance of car parks.

**Appendix C**

**Cheshire East Car Park Management Task Group**

**Ward Member Survey**

**2012**

Scrutiny Committee has set up this Group to review car park control and charging across the Borough. It will make recommendations to improve parking management so as to contribute to the vitality and viability of our centres.

The Task Group would like your views in order to help draft these recommendations.

We would be grateful for your answers to the questions below.

The answers will help the Group in considering whether any changes to existing control and charging should be made.

No presumptions have been made about either 1) the levels of charges or 2) whether or not to introduce charging on any currently uncharged car parks.

Name:  Ward:

Q

**1** Which of the following are most important issues concerning parking in your ward (tick as many as you like) *(please tick box)*

- a Level of charges in relation to demand
- b availability of spaces
- c condition of car parks
- d length of controlled hours (i.e. long stay vs. short stay)

**2** In the car parks in your ward (refer to attached list) indicate your opinion of charge levels (or no charges), for each car park. Please write in car park name and tick answer that best fits your view;

Car Park Name	No charges should apply	Charges too low for type of use and location	charges too high for type of use and location	Charges just right

**3** *In general*, should parking charge decisions (including nil charge) be made with reference to *(please tick box)*

- a The demand for each car park with no other reference point
- b The demand **and** where that puts it in relation to other Cheshire East car parks (i.e. choosing a "grade" from a set range)

**4** We currently use a range of charge grades with different charges per hours bought. In your opinion, where charges are applied, should these be calculated :

- a with consistent steps from 1 period's charge to the next (i.e. 2hrs = 2 x 1hr, etc)
- b to make central car parks charges higher than less central ones (in larger centres)
- c with no demonstrable method of calculation

**5** If there are car parks in your ward without charges or control over maximum stay, should they:

- a have controlled stay but without charges
- b have controlled stay with reasonable charges to help enforcement and cover costs
- c remain without control or charges

**6** In your ward, which of the following best describes the special features of the demand for parking:

- (please tick box)*
- a tight local community with small business, locals parking short stay
  - b wide range of visitors to the centre, needing a range of long and short stay
  - c Local workers parking for long periods in the day
  - d many commuters parking for long periods of the day
  - e Community using car parks infrequently for events, meetings etc
  - f Leisure or amenity users, visiting parks etc: frequent high usage
  - g other (please specify):

**7** In general, which of the following would be best for managing parking in your ward:

- (please tick box)*
- a charges and controlled hours geared to accommodate longer stay (5hrs +)
  - b charges and controlled hours geared to favour short stay
  - c controlled hours (maximum stay) only without the use of charging
  - d no control over hours' maximum stay

**8** Please describe availability of non-council run public parking (e.g. supermarkets) in your ward:

- (please tick box)*
- a adequate
  - b inadequate
  - c non-existent

**9** In your opinion, does the available supply of parking spaces in your ward result in difficulties for traffic flow?

Yes	No
-----	----

**10** Please add a short statement which best covers your view as to parking issues in respect of charging and control in your ward

**Thank you for completing this survey.**

**The results and analysis will be reported by the Task Group to the Environment and Prosperity Scrutiny Committee and as such will be available for inspection at a date to be announced.**

## Appendix D Member Car Park Survey Analysis

### Responses to each question

Q1 - Which of the following are most important issues concerning parking in your ward?	
a - Level of changes in relation to demand	12
b - Availability of spaces	12
c - Condition of car parks	5
d - Length of controlled hours	6

Q2 - In the car parks in your ward indicate your opinion of charge levels, for each car park.	
No charges should apply	38
Charges too low for type of use and location	5
charges too high for type of use and location	7
charges just right	23

Q3 - In General, should parking charge decisions (including nil charge) be made with reference to	
a - The demand for each car park with no other reference point	12
b - The demand and where that puts it in relation to other CE car parks	8

Q4 - We currently use a range of charge grades with different charges per hours bought. In your opinion, where charges are applied, should these be calculated:	
a - with consistent steps from 1 period's charge to the next	6
b - to make central car parks charges higher than less central ones	9
c - with no demonstrable method of calculation	3

Q5 - If there are car parks in your ward without charges or control over maximum stay, should they	
a - have controlled stay but without charges	11
b - have controlled stay with reasonable charges to help enforcement and cover costs	3
c - remain without control or charges	8

Q6 - In your ward, which of the following best describes the special features of the demand for parking:	
a - tight local community with small business, locals parking short stay	12
b - wide range of visitors to the centre, needing a range of long and short stay	9
c - Local workers parking for long periods in the day	9
d - many commuters parking for long periods of the day	2
e - Community using car parks infrequently for events, meetings etc	7
f - Leisure or amenity users, visiting parks etc: frequent high usage	1
g - Other	3

Q7 - In general, which of the following would be best for managing parking in your ward:	
a - charges and controlled hours geared to accommodate longer stay (5hrs +)	2
b - charges and controlled hours geared to favour short stay	4
c - controlled hours (maximum stay) only without the use of charging	5
d - no control over hours' maximum stay	5

Q8 - Please describe availability of non-council run public parking (e.g. supermarkets) in your ward:	
a - adequate	11
b - inadequate	4
c - non-existent	6

Q9 - In your opinion, does the available supply of parking spaces in your ward result in difficulties for traffic flow?	
Yes	5
No	15

## Analysis Question 2

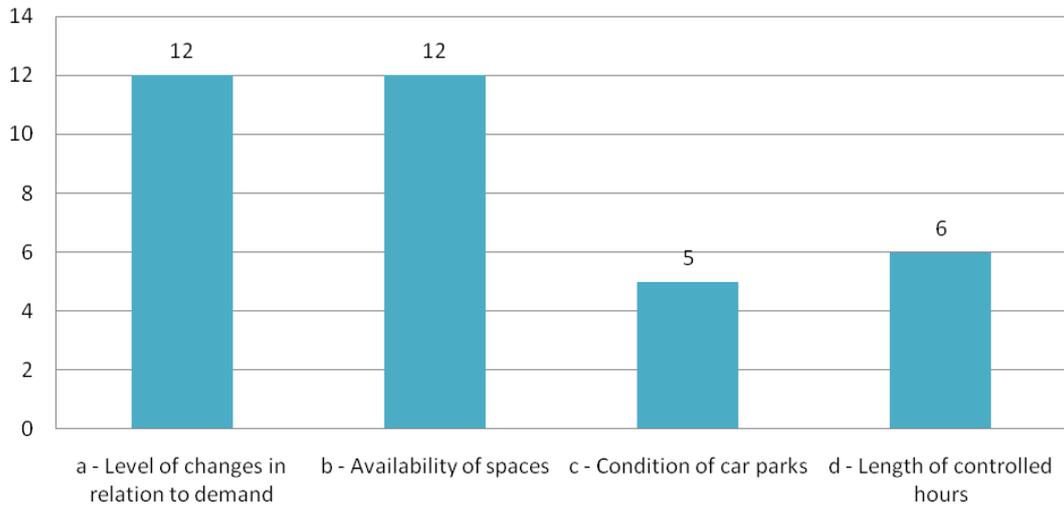
NB: Does not include any car parks that didn't receive any comments

			No Charges should apply	Charges too low	Charges too high	Charges just right
Back Park Street	Cong	Cong		1		5
Chapel Street	Cong	Cong				4
Park Street	Cong	Cong			3	2
West Street	Cong	Cong				5
Antrobus Street	Cong	Cong				5
Fairground	Cong	Cong				5
Princess Street	Cong	Cong				3
Chester Street	Crewe	A/D	1			
Thomas Street (8 to 5pm, free Sat Sun)	Crewe	A/D (old)	1			
King Street	Knutsford	B				2
Old Market Place	Knutsford	B				1
Princess Street	Knutsford	B				2
Silk Mill Street	Knutsford	B				1
Tatton Street	Knutsford	B			1	1
Booths	Knutsford	D				2
Exchange Street	Macc.	A			2	
Station	Macc.	B			1	
Waters Green	Macc.	B			1	
Gas Road	Macc.	C			1	
Churchill Way	Macc.	A			2	
Grosvenor Multi-storey	Macc.	A			1	
King Edward House (Sat/B Hol)	Macc.	A			1	
Pickford Street	Macc.	A			1	
<b>Town Hall (½hr max)</b>	Macc.	A			1	
<b>Town Hall (Sat/B Hol)</b>	Macc.	A			1	
Christ Church	Macc.	B	1		1	
Duke Street	Macc.	B			1	
Old Library	Macc.	B			1	
Park Green	Macc.	B			1	
Parsonage Street	Macc.	B			1	
Sunderland Street	Macc.	B			1	
Commercial Road	Macc.	C			1	
Hibel Road	Macc.	C			1	

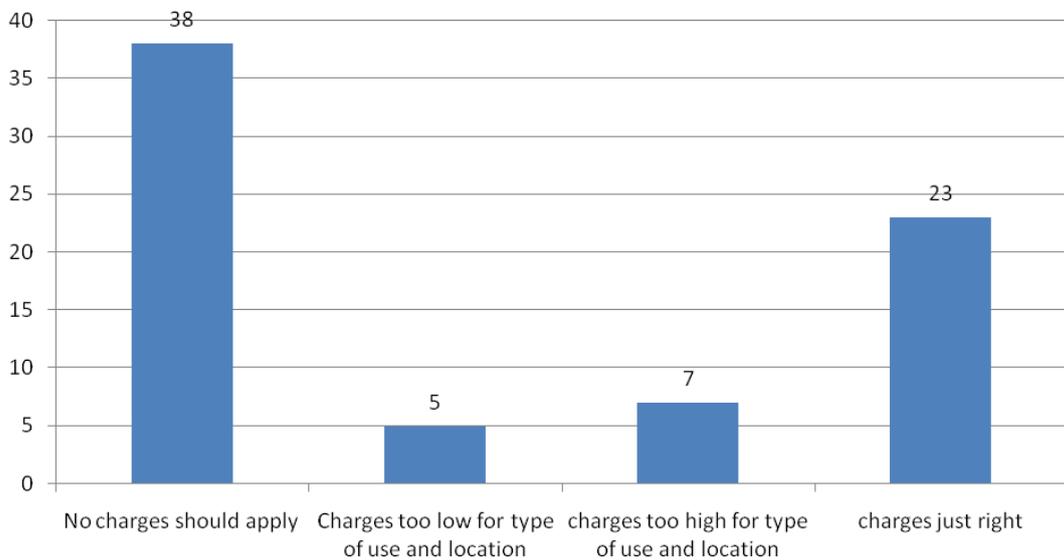
			No Charges should	Charges too low	Charges too high	Charges just right
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			apply			
Jordangate Multi-storey	Macc.	C				1
Whalley Hayes	Macc.	C				1
Fairview	Alsager	uncharged	2			
Fanny's Croft	Alsager	uncharged	2			
Station Road	Alsager	uncharged	2			
Well lane	Alsager	uncharged	2			
Pool Bank	Bollington	uncharged	1			
Blake Street/Edgerton St	Cong	uncharged				2
Congleton Leisure Centre	Cong	uncharged		2		3
Roe Street	Cong	uncharged	4			0
Rood Hill	Cong	uncharged	0			2
Rope Walk	Cong	uncharged	0			2
Royle Street	Cong	uncharged	0			2
Thomas street	Cong	uncharged	0			2
London Road	H Chapel	uncharged	1			
Parkway	H Chapel	uncharged	1			
Waterloo Road	Haslington	uncharged	1	1		
Civic Way	Middwch	uncharged	1			
Seabank	Middwch	uncharged	1			
Southway	Middwch	uncharged	1			
Springfields	Prestbury	uncharged	1			
The Shirleys	Prestbury	uncharged	1			
Brookhouse Road	Sandbach	uncharged	2			
Chapel Street	Sandbach	uncharged	3	1		
Crown Bank	Sandbach	uncharged	3			
Hawk Street	Sandbach	uncharged	3			
Little Common	Sandbach	uncharged	3			
Scotch Common	Sandbach	uncharged	4			
Well Bank	Sandbach	uncharged	2			
Westfields	Sandbach	uncharged	3			
Queen Street	Shavington	uncharged		1		

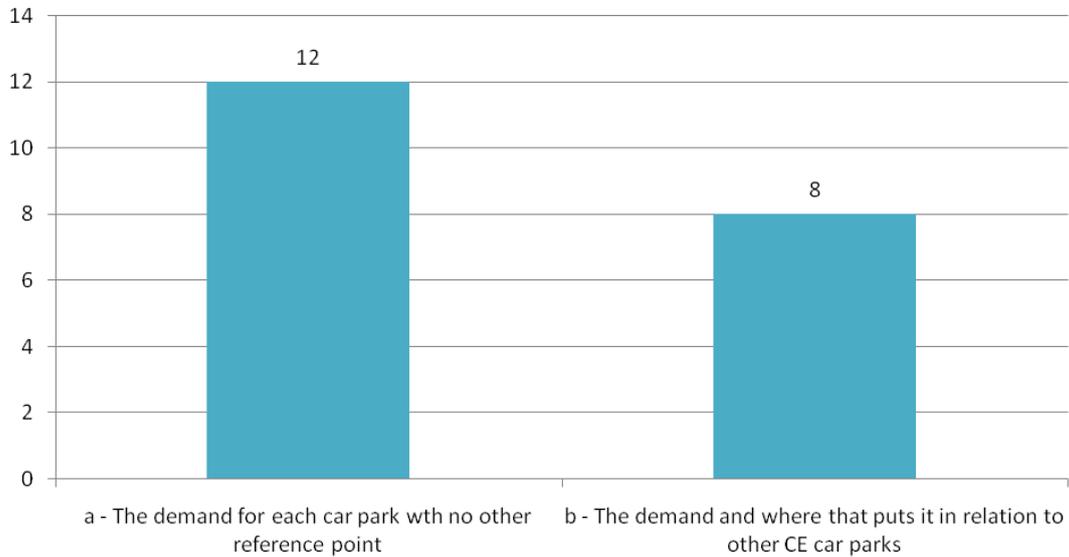
**Results Q1 - Which of the following are most important issues concerning parking in your ward?**



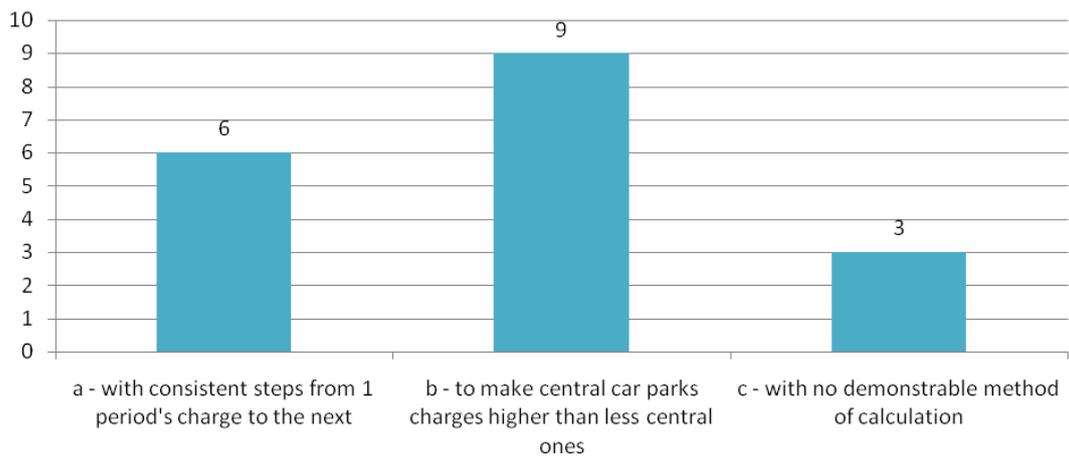
**Q2 - In the car parks in your ward indicate your opinion of charge levels, for each car park.**



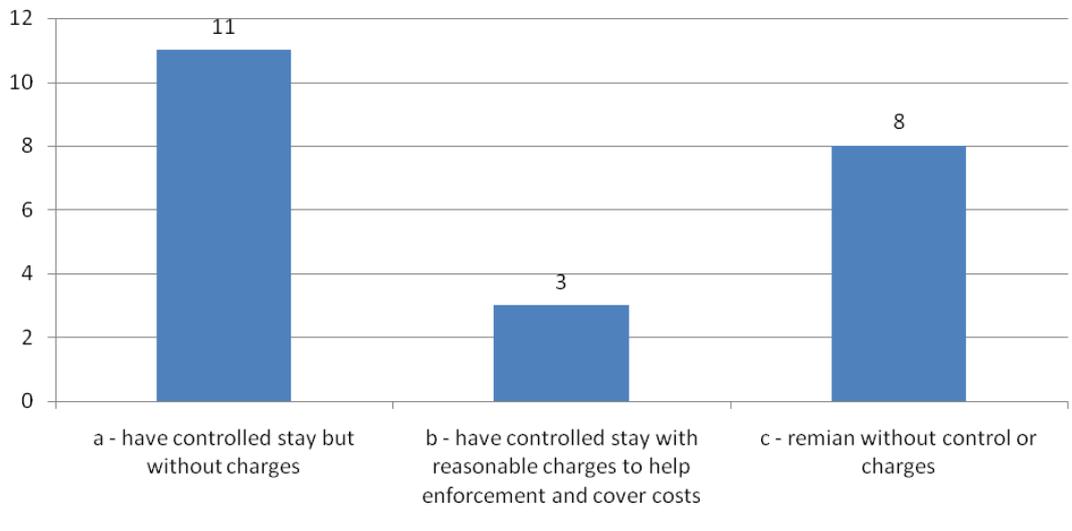
**Q3 - In General, should parking charge decisions (including nil charge) be made with reference to**



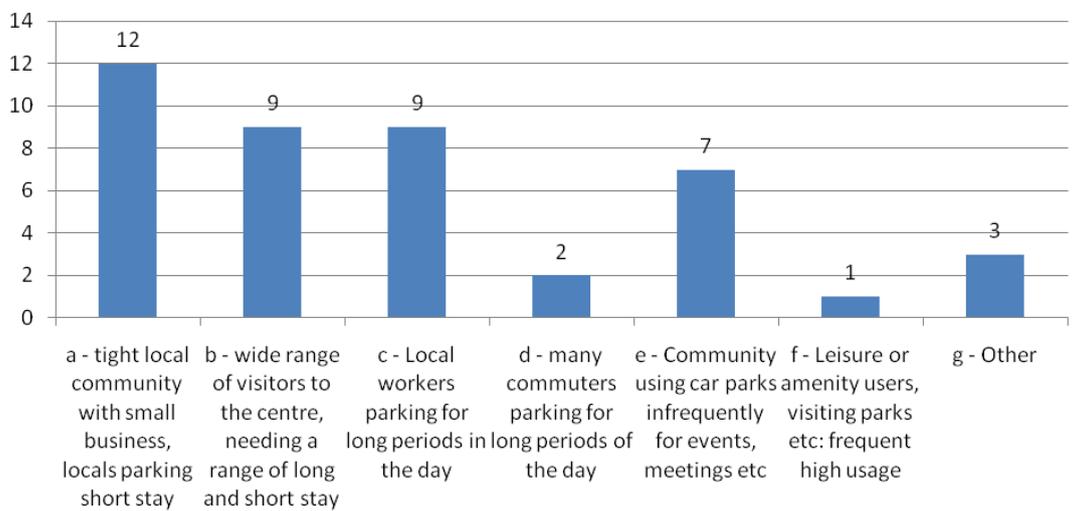
**Q4 - We currently use a range of charge grades with different charges per hours bought. In your opinion, where charges are applied, should these be calculated:**



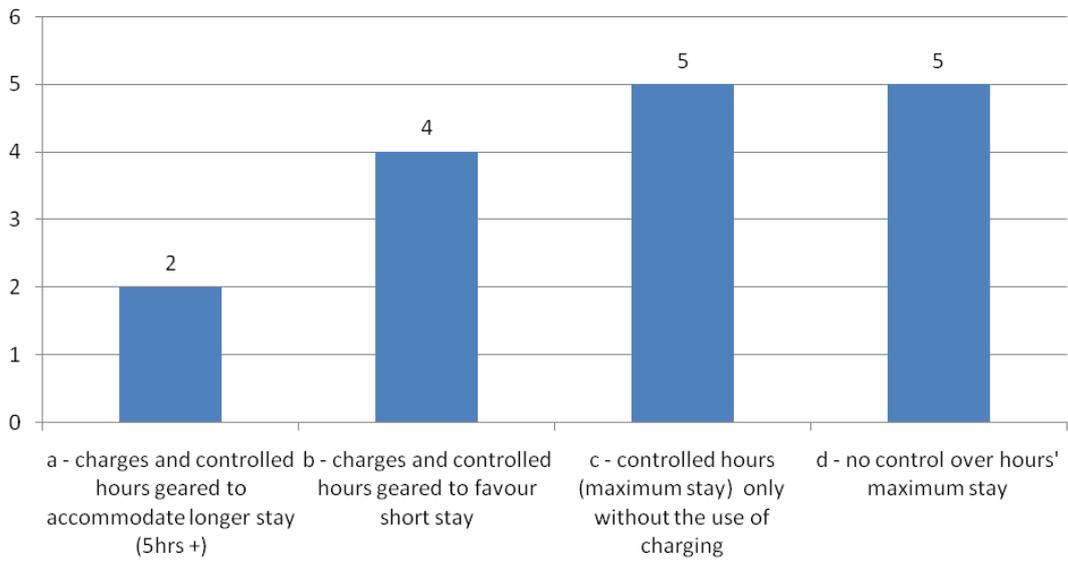
**Q5 - If there are car parks in your ward without charges or control over maximum stay, should they**



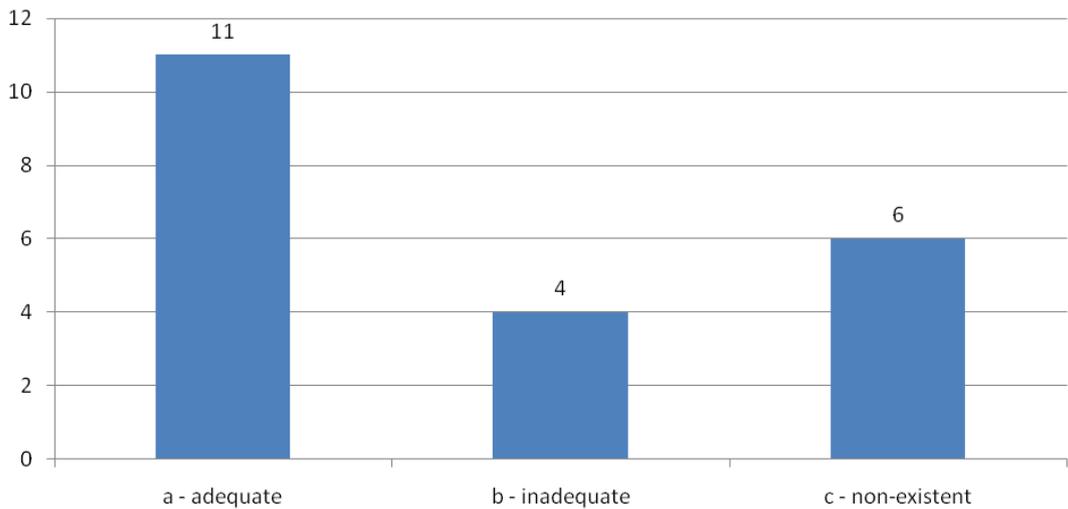
**Q6 - In your ward, which of the following best describes the special features of the demand for parking:**



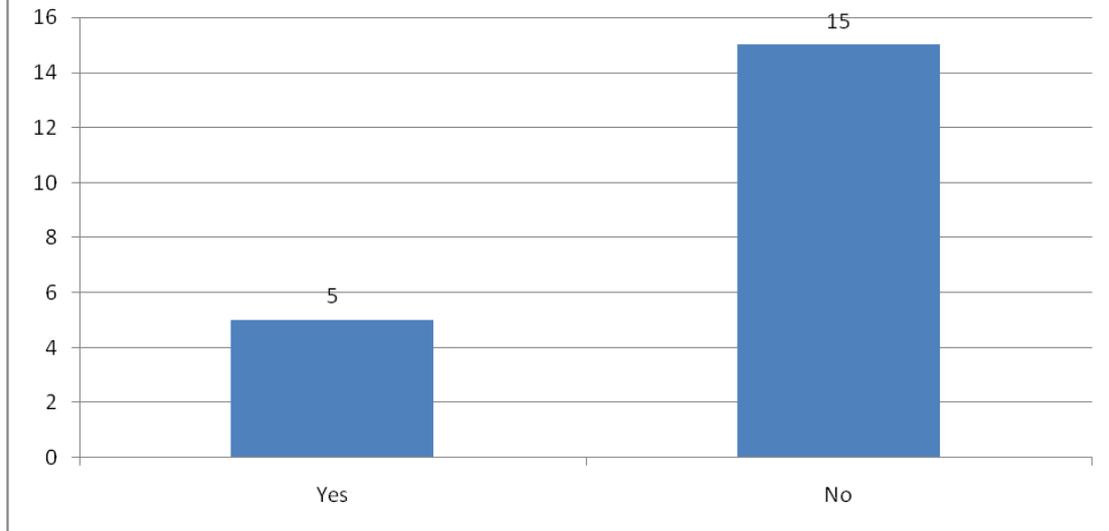
**Q7 - In general, which of the following would be best for managing parking in your ward:**



**Q8 - Please describe availability of non-council run public parking (eg supermarkets) in your ward:**



**Q9 - In your opinion, does the available supply of parking spaces in your ward result in difficulties for traffic flow ?**



## Appendix E

### Parking Services Budget 2012/13

<b>Car Park Management</b>	<b>Budget £'000</b>
Gross Expenditure	89
Gross Income	-35
<b>Net Budget</b>	<b>54</b>

<b>Car Park Pay and Display</b>	
Gross Expenditure	257
Gross Income	-5,204
<b>Net Budget</b>	<b>-4,947</b>

<b>Parking Enforcement</b>	
Gross Expenditure	1,003
Gross Income	-1,157
<b>Net Budget</b>	<b>-154</b>

<b>Total Car Parking Service</b>	
Gross Expenditure	1,349
Gross Income	-6,396
<b>Net Budget</b>	<b>-5,047</b>

## Appendix F Scrutiny Committee Review – Towns & Villages

### Review of Towns and Villages within Cheshire East – July/August 2010 Draft Report of the Car Parking Task and Finish Group

#### Agreed Terms of Reference

To rank towns and villages by criteria, to ensure that, if parking charges are reviewed sometime in the future, comparable towns and villages are treated equally and a reasonable tariff is created.

TOWN	POPULATION	UNEMPLOYMENT LEVELS as at Oct 09 (%)	FACILITIES	RAILWAY	CCTV	RETAIL	FOOD AND DRINK PROVISION	NIGHT TIME ECONOMY	EASE OF ACCESS	PUBLIC TRANSPORT	NUMBER OF SPACES ON CHESHIRE EAST CAR PARKS	TOTAL	RANK
CREWE	(50600) 10	5	10	10	(48) 6	10	8	6	5	9	(2643) 10	86	A
MACCLESFIELD	(50470) 10	3.5	8	10	(78) 10	8	10	8	8	9	(2166) 9	90	A
WILMSLOW	(30020) 6	2.5	7	10	(62) 8	9	10	8	9	8	(1239) 6	81	A
NANTWICH	(14100) 2	2.6	9	8	(15) 5	9	10	8	9	8	(750) 4	72	B
KNUTSFORD	(12650) 2	2.7	10	8	(14) 5	9	10	9	8	8	(635) 4	73	B
CONGLETON	(26350) 5	3.2	7	7	(8) 3	7	8	6	7	7	(799) 4	61	C
SANDBACH	(17840) 3	3.1	5	7	(5) 3	6	8	7	9	8	(487) 3	59	C
POYNTON	(14360) 2	2	7	8	(6) 3	6	7	6	7	7	(204) 2	55	C
ALDERLEY	(4710) 1	1.4	6	8	(3) 2	6	7	8	8	7	(181) 2	55	C
MIDDLEWICH	(13450) 2	3.1	5	0	(5) 3	6	7	3	5	4	(133) 2	37	D
ALSAGER	(12440) 2	2.6	5	7	(6) 3	5	7	3	8	7	(403) 3	50	D
HANDFORTH	(8014) 1	3.5	5	8	(3) 2	6	6	4	8	8	(102) 1	49	D
BOLLINGTON	(7400) 1	3.5	6	0	(0) 0	4	6	8	7	4	(71) 1	37	D
HOLMES CHAPEL	(5780) 1	1.3	5	8	(3) 2	5	7	4	8	6	(47) 1	47	D
DISLEY	(4210) 1	2.1	4	7	(3) 2	4	6	4	6	7	(60) 1	42	D
PRESTBURY	(3290) 1	1.1	4	7	(0) 0	3	7	7	5	7	(122) 2	42	D
HASLINGTON	(6670) 1	1.8	2	0	(0) 0	3	2	2	8	4	(15) 1	23	E
AUDLEM	(1940) 0	1.7	2	0	(0) 0	4	7	6	7	4	(59) 1	31	E

The above criteria have been scored out of 10

The population, number of CCTV cameras and number of carparking spaces for each town are quoted in brackets.