



## Aberystwyth Promenade Parking Study

### Final Report

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Final Report

	Name	Signature	Date
Author	Sam Watkins		26/04/2016
Checker	Martin Dolan		26/04/2016
Approver	Dave James		26/04/2016

## Issue Record

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# 1. Introduction

## 1.1 Background

Parking plays a critical role in the successful operation of a town centre. For the future vitality of Aberystwyth town centre it is important that Ceredigion County Council (CCC) find the right balance between parking demand and provision. Too little parking will result in increased illegal parking and congestion, while too much parking will detract from the Council's sustainable transport policies, encourage additional traffic and reduce the availability of land that could potentially be utilised for more economically attractive activities.

In addition it is vital to ensure that parking is made available in the right locations. Business people, shoppers, commuters, tourists and students all have different needs and it is crucial that parking is designed to cater for their different characteristics, so that they are accommodated in the right location.

CCC has commissioned this report to look into the provision of parking along the Promenade in Aberystwyth (see the study area provided in Figure 1.1). This study represents the output of the first phase of a three phase project investigating parking within Aberystwyth.

Aberystwyth is in a unique position, with parking stock needing to cater for a wide range of requirements. As well as accommodating commuters, shoppers and students, tourists, especially during peak period, place exceptional demand on parking. As a result the parking product offered and any parking tariffs charged must enhance and encourage daily use while at the same time control the additional demands generated by tourists.

CCC required the following to be investigated as part of this Parking Study:

- A review of existing parking studies undertaken in Aberystwyth along with a review of any other relevant studies;
- The views of relevant users and stakeholder groups on parking along the promenade and the potential introduction of charges;
- The impact of any potential displacement parking if parking charges were to be introduced;
- The introduction of parking charges, with options for different charging regimes.

## 1.2 Report Structure

The remainder of this report is structured as follows:

- Chapter 2 provides a review of relevant documents;
- Chapter 3 outlines the results of the consultation exercise that was undertaken;
- Chapter 4 discusses the output of the traffic surveys undertaken along with an assessment of any displacement that may occur if parking charges are introduced along the promenade;
- Chapter 5 provides a summary of the charging options that could be implemented, along with discussion on the advantages and disadvantages of each. The chapter provides an outline of charges at other comparable seaside towns and a discussion on seasonal charges. An outline of the potential revenue forecast to be generated by the charging options is also provided.

- Chapter 6 outlines any legislative requirements that may need to be considered if on-street parking charges are introduced;
- Chapter 7 outlines the potential charging methods; and
- Chapter 8 provides a summary and conclusion to the report.

Figure 1.1  
Study Area



## 2. Document Review

This section of the report provides a summary of past reports with relevant information to the promenade parking strategy proposal.

They are as follows:

- Camper-van order on Aberystwyth Promenade
- Potential options for introducing charges for parking on the sea front at Aberystwyth
- Travel Plan - Proposed retail development, Mill Street, Aberystwyth
- Transport Assessment – Proposed Retail Development, Mill Street, Aberystwyth

### 2.1 Camper-van order on Aberystwyth Promenade

This report was written on the 9<sup>th</sup> September 2014 by Ceredigion County Council.

Purpose of the report: To consider options to prevent the overnight parking of Caravan, Caravanette, Motor-home (and other vehicles equipped for sleeping and cooking) along lengths of New Promenade / South Marine Terrace, Aberystwyth.

“The parking of vehicles overnight that are designed or adapted for sleeping / cooking in, on the public highway has generated complaints in Ceredigion for many years; particularly in amenity locations such as the Promenade in Aberystwyth. Whereas it is recognised that the vast majority of these visitors are welcome and contribute to the vitality of the town/ region, unfortunately, there is a small minority that stay for excessively lengthy periods.”

“Following consideration and further engagement with local representatives the following options are proposals all (with the exception of options 1, 7 and 8) on an experimental basis with an operational target date of 1<sup>st</sup> April 2015, to address the issues and redress the use of the New Promenade and South Marine Terrace, Aberystwyth for the benefit of all users.”

“Generally there are two types of Traffic Regulation Orders (TRO) that Ceredigion County Council, as the highway authority, can consider introducing so as to prevent or restrict parking on the public highway. These are:”

- a) “A permanent TRO involving full formal and public consultation normally taking between 6–12 months to introduce. This type of Order cannot be amended/ changed without undertaking the full formal process.”
- b) “An Experimental TRO is an Order that can be used to try out a new highway measure and requires consultation with the emergency services. An Experimental TRO normally takes about 3 months to introduce and can last up to 18 months. During the first 6 month period the measures are monitored and assessed including the consideration of any objections or amendments. Changes can be made if necessary before the Council makes a decision on whether or not to implement the Order on a permanent basis.”

“As part of a local context it should be noted that currently within the New Promenade public off-street car park the parking of vehicles overnight is not prohibited; however, as with all public off-street car parks throughout Ceredigion, no person is permitted to use any parking space or any vehicle left within a parking space for sleeping, camping or cooking purposes. Any proposal to

amend the legal conditions applying to this or any other public car park within Ceredigion would require further detailed Cabinet consideration.”

Originally 8 options were pitched to a general consultation. The report suggested that it is recommended that the Experimental order should commence on the basis of Option 3. Option 3 is listed “**as Option 2**” with some differences, therefore for clarification both Option 2 and Option 3 are listed below.

***Option 2: Introduce a TRO to prevent overnight parking (between the hours of 11pm and 8am) along both sides of New Promenade and South Marine Terrace (along its entire length) from the Pier southwards to the New Promenade Car Park by the specific type/ use of vehicle (i.e. vehicles that are either designed or adapted for sleeping or cooking in). This will cost in the region of £12,000 to introduce.***

***Option 3: As option 2, but not including the seaward length of New Promenade between the HUT and the Pier as indicated on the option 3 plan. This will cost in the region of £10,000 to introduce. Effectively this will remove the issues from the residential properties in South Marine Terrace but still allow overnight parking (for these types of vehicle) for the remainder of the New Promenade on its seaward side.***

“It is recommended that the Experimental Order should commence on the basis of option 3 – with an operational target date of 1<sup>st</sup> April 2015”

It is estimated that the effects of this Experimental Order will allow for a greater turnover of vehicles, allowing further opportunities for all users to enjoy the amenity.

## 2.2 Potential Options for Introducing Charges for Parking on the Sea Front at Aberystwyth

This report was written by a Senior Traffic Management Engineer for Ceredigion County Council on 21<sup>st</sup> January 2015.

The purpose of the report was to outline options and costs in relation to the introduction of charges for parking on the sea front at Aberystwyth.

A list of potential locations where charges might be considered, is included in the report, they are as follows:

Bay A - Northern end of Victoria Terrace to junction with Albert Place.

Bay B - Junction with Albert Place to the pedestrian crossing by the toilets.

Bay C - Pedestrian crossing by the toilets to the pedestrian crossing by Terrace Road (landward side).

Bay D - Tourist Bus Bay to Disabled Bay

Bay E - Disabled bay to the pier

Bay F - Outside the Belle Vue Hotel (landward side)

Bay G - Limited waiting bays by the food takeaways (landward side)

Bay H - South of the pier to the castle

Bay J - Bay outside the Cambrian Hotel/University



Bay K – Castle to New Promenade Car Park

Bay L - Castle to New Promenade car park (landward side by the B&Bs)

The report also informs the reader as to the processes involved with setting up pay and display zones in Aberystwyth. This includes the average cost estimates per pay & display machine. As well as the spacing allowed per machine.

The report assumes that existing disabled bays will be excluded from charges. However an alternative would be to remove the existing bays and instead allow blue badge holders a concession (e.g. allowing vehicles displaying a blue badge to park for one extra hour, in line with current Ceredigion County Council practice to pay & display) Similarly it has been assumed that the tourist bus bay by the junction with Terrace Road will be excluded from charges, but charges may be considered for this.

## 2.3 Travel Plan - Proposed retail development, Mill Street, Aberystwyth

This Travel Plan was written and produced by ADL Traffic Engineering Ltd. August 2013.

This Travel Plan was written in support of the application for a proposed new retail development at Mill Street, Aberystwyth. The site is located in the northern edge of Aberystwyth town centre, on land west of Park Avenue and south of Mill Street.

The proposed development will provide a total of 555 car parking spaces to serve Tesco, M&S and the town centre. It has been agreed that this car park will provide a 3-hour free car parking requirement for customer and non-customer alike. This will include 40 disabled bays and parent and toddler spaces (7%).

There will be a total of 23 long stay cycle spaces and 22 short stay cycle spaces. These will be double sided Sheffield stands and will be located in a safe, secure and well-lit location near the main entrance to the store.

M&S will endeavour to promote a car sharing scheme for its staff at the store to encourage those driving to work to offer lifts to colleagues.

A successful car sharing scheme could work to reduce the demand for parking and trips on the network.

## 2.4 Transport Assessment – Proposed Retail Development, Mill Street, Aberystwyth

This Transport Assessment was written and produced by ADL Traffic Engineering Ltd. August 2013.

This document works to assess the impact the proposed development on Mill Street will have on existing transport structures as well as the estimated peak parking demand for the new development.

The car parking required by the development has been calculated, along with the demand generated by town centre shoppers. The peak demand for parking will occur on Friday with an overall demand for 365 spaces for Tesco and M&S. The Transport Assessment suggests

that the provision of 555 spaces is adequate to cater not only for the proposed development but also provide surplus parking for town centre shoppers.

The arrival/departure profiles show that the maximum car parking accumulation for the proposed Mill Street development on an average weekday is expected to be 365 (66% occupancy) and on Saturday it is expected to be 326 (59% occupancy).

According to these estimates made in the 2013 Transport Assessment the new parking provision for the Mill Street development would accommodate all parking demand for users of the new developments facilities as well as providing availability for 190 spaces on a Friday and 229 spaces on a Saturday for public usage.

The existing town centre car park has approximately 261 spaces and the maximum occupancy observed during static count in November 2010 was 177 vehicles on Friday and 175 vehicles on Saturday.

The 2013 Transport Assessment therefore suggests that the provision of 555 spaces is adequate to cater not only for the proposed development but also provided surplus parking for the remainder of the town centre.

## 3. Consultation

### 3.1 Methodology

On the 30<sup>th</sup> November 2015 a consultation exercise was undertaken to engage with Aberystwyth Seafront stakeholders. This consultation sought to establish the stakeholder's thoughts and opinions on the potential introduction of parking charges along the Aberystwyth Promenade. The consultation exercise took the form of a workshop, designed to encourage focused discussion.

Ceredigion County Council provided contact details for the Aberystwyth Seafront stakeholders. These 11 stakeholders were invited by email to attend the workshop. (See Appendix A for a full list of invitees).

5 stakeholders were in attendance on the day of the workshop:

- Gillian Hopkins – Ceredigion Disability Forum
- Karen Axford – Aberystwyth Business Club
- Marise Lloyd-Evans – South Beach Action Group
- Cllr Brendan Somers – Aberystwyth Town Council
- Eleri Thomas – Aberystwyth University

Also in attendance were the following Ceredigion County Council representatives:

- Cllr Alun Williams
- Cllr Aled Davies
- Rhodri Llwyd
- Peter Austin
- Gerwyn Jones
- Tom Delph-Janiurek
- Jeanette Jones
- Nicola Parry
- Apologies provided by Cllr Ceredig Davies

The workshop was facilitated by Martin Dolan and Sam Watkins of Capita.

The workshop was structured around a number of tasks designed to generate discussion on focused areas. A representative from the project team facilitated discussion, while another team member recorded the discussion.

The workshop lasted 3 hours. Workshop attendees were split into groups and given four separate tasks. The groups were told to discuss each activity amongst themselves, before then providing feedback to all the attendees. The structure for the workshop was as follows:

- Presentation discussing the results for the Aberystwyth parking surveys.

- Activity 1: Discuss the Positives and Negatives of charging.
- Activity 2: Discuss where cars might displace to if charging is introduced on the Promenade.
- Activity 3: Discuss the alternatives to Charging - Suggest parking control / management measures other than those related to charging.
- Activity 4: Develop a charging policy that may be appropriate to Aberystwyth.

## 3.2 Presentation on the Results for the Aberystwyth Parking Surveys

Workshop attendees were given a presentation to explain the results of parking surveys conducted across Aberystwyth Town Centre and along the promenade, all parking surveys were recorded at **09:00, 12:00, 15:00 and 19:00** on the following dates. See Appendix B to view the presentation.

### 3.2.1 *Summer Holidays*

Thursday 30<sup>th</sup> July and Saturday 1<sup>st</sup> August

### 3.2.2 *October Term Time*

Thursday 15<sup>th</sup> October and Saturday 17<sup>th</sup> October

Results from the parking surveys indicate the available capacity for on and off street parking in Aberystwyth Town Centre and along the promenade.

During the presentation the total off street capacity was inclusive of the Canolfan Rheidol Car Park. It was later decided that inclusion of the Canolfan Rheidol Car Park would skew the data, as it is primarily a commuter car park used by Ceredigion council workers, therefore its capacity is less relevant to the analysis of the Aberystwyth Promenade Parking Potential.

## 3.3 The Positives and Negatives of Charging

Attendees discussed the main positives and negatives to introducing parking charges along the Aberystwyth Promenade.

During the discussion Stakeholders listed the positives as follows.

- Parking charges would provide much needed additional revenue to help fund other services provided by Ceredigion County Council.
- Parking charges could help to create a higher turnover of spaces helping to create more spaces to park on the promenade during peaktimes.
- A higher turnover of spaces may encourage more people to visit Aberystwyth knowing that they would have somewhere official to park on the seafront.
- The number of visitors able to park on the seafront during the day may increase with a higher turnover of parking spaces. If this is the case it was suggested that this may help increase the customer base for local businesses along the promenade.
- Parking charges could help keep motorhomes from parking along the Promenade.
- Parking charges along the promenade may help to encourage active travel in Aberystwyth.

During the discussion the negatives were listed as follows.

- There would be a cost to implementing and managing the new paid parking system.
- Paid parking might discourage visitors/ people parking along the promenade
- If paid parking discourages visitors from parking along the promenade this may be a disadvantage to local businesses.
- A new paid parking zone may create negative opinions and perception from residents towards Ceredigion County Council.

### 3.4 Displacement Parking

For this task groups were each given a map of Aberystwyth which highlighted on street parking zones analysed during the parking surveys (see Figure 3.1).

Figure 3.1: Map Showing on Street Parking Zones Recorded During Aberystwyth Parking Surveys



Groups were then asked to identify where displacement parking was most likely to occur.

The feedback provided for this task was as follows:

- It is hoped that if displacement were to occur that it would first occur within car parks private and public with spare capacity to accommodate extra parking.

- However, it will most likely occur in the outlying streets surrounding Aberystwyth promenade
- Displacement parking may occur in the Red Zone along Mill Street as there are fewer restrictions on parking in this area.
- With the addition of paid parking along the promenade, displacement parking may occur with shoppers moving from shopping in the town centre to parking closer to the Morrisons supermarket located outside of town.
- However, the level of displacement may not be high because some people who currently park along the seafront may choose to stay and pay for the convenience.
- Some displacement parking may be replaced by a modal shift, encouraging an increased use of public transport.

### 3.5 Alternatives to Charging

During task three, stakeholders were asked to think of and discuss any alternative parking control/management measures other than those related to charging.

The feedback provided for this task was as follows:

- Instead of introducing parking charges the Council could provide better enforcement of existing conditions, creating a better managed system for parking restrictions currently in place along the promenade. Ceredigion County Council's representatives countered this suggestion by stating that they were operating the current parking system on a budget that allows them to break even with the cost for running the scheme.
- Residents could be accredited residential parking to allow them to park along the promenade. Representatives from the council suggested that a residential parking system would be difficult and costly to implement and enforce.
- It was suggested that students should be restricted to parking away from the seafront. However, the representative for the University indicated that students should be allowed to park there as much as anyone else and that creating restrictions for student cars would dissuade students from choosing to study at Aberystwyth University.
- Parking along the seafront is discontinued entirely and the promenade instead be pedestrianised. It was suggested that the Council could then create extra revenue by providing extra activities along the promenade.

### 3.6 Develop a Charging Policy that Maybe Appropriate to Aberystwyth

During this task stakeholders were asked to review different charging strategies deployed by different local authorities for seaside towns with similar characteristics to Aberystwyth.

Using this information as a guide stakeholders were then asked to develop a charging policy that may be appropriate to Aberystwyth whilst also considering the following: seasonal charges, different charges at different times of the year, start time/ end time, concessions and the method of collection.

The feedback provided for this task was as follows:

- It was suggested that the charging structure be not too dissimilar from other Ceredigion County Council charging structures, so as to avoid confusion amongst users.

- The type of parking restrictions should differentiate between the north and south end of the promenade, with preference for seasonal charges on the north end of the promenade for commuters and local residents.
- It was suggested that the timing structure for charges start at 09:00am and finish at 16:00pm.
- Concessions for disabled parking should also be considered. However, the council suggested that if the new charging structure were to remain consistent with other charging structures across the county then blue badge holders would still be charged.

## 3.7 Conclusion

The consultation workshop was conducted on the 30<sup>th</sup> November 2015.

Eleven stakeholders were invited with five attending on the day of the workshop. There were also eight representatives present for Ceredigion County Council.

### 3.7.1 *Summary of the Workshop Activities*

- The stakeholders were shown a presentation displaying the results of the Aberystwyth parking surveys (See Appendix B to view the presentation).
- Stakeholders gave feedback on the advantages and disadvantages of introducing parking charges along the promenade.
- Using Figure 3.1 as a guide stakeholders gave their thoughts and opinions on where they thought parking displacement may occur if parking charges were to be introduced.
- Stakeholders suggested alternative parking control/management measures other than those related to charging.
- Stakeholders attempted to create an appropriate charging structure for the potential promenade parking charges.

## 4. Parking Surveys and Displacement Study

Snapshot parking occupancy surveys were carried out by Sky High Technology. Parking beat surveys were carried out across all Ceredigion County Council controlled off street car parks, as well as all on street parking zones within close vicinity of the Promenade and the town centre.

These surveys were conducted to provide an insight into current on and off street parking levels for Aberystwyth during the Summer Holidays and October Term Time. Aberystwyth has a large student population and as such it was considered important to consider the difference between term time and the summer holidays.

### 4.1 Methodology – On and Off Street Parking Surveys

On and Off street Parking beat surveys were conducted at 09:00, 12:00, 15:00 and 19:00 for the following days:

- **Summer Holidays:** Thursday 30<sup>th</sup> July and Saturday 1<sup>st</sup> August.
- **October Term Time:** Thursday 15<sup>th</sup> October and Saturday 17<sup>th</sup> October

Both the 30<sup>th</sup> July and the 1<sup>st</sup> August recorded highs of 18 °C with clear sunny weather.

Thursday 15<sup>th</sup> October was recorded as mostly cloudy with highs of 15 °C.

Saturday 17<sup>th</sup> October was recorded as overcast with highs of 12 °C.

The following information presents an overview of the methodology from the car park occupancy snapshot surveys.

### 4.2 Methodology - On Street Parking Surveys

On street parking survey data was split into four different zones, in order to understand and assess the parking levels for different areas of Aberystwyth town centre and the Promenade.

As illustrated in Figure 4.1:

- The 'Orange Zone' represents the North-East Side of Aberystwyth town centre, including the East side of the promenade;
- The 'Green Zone' represents the North West side of Aberystwyth town centre including the west side of the promenade;
- The 'Red Zone' represents the South West side of Aberystwyth town centre;
- The 'Blue Zone' represents the South East side of Aberystwyth town centre.

A list of all the streets surveyed within each Zone is provided in Appendix C.



**Figure 4.1**  
**Aberystwyth On Street**  
**Parking Zones**



### 4.3 Methodology – Off Street Parking Surveys

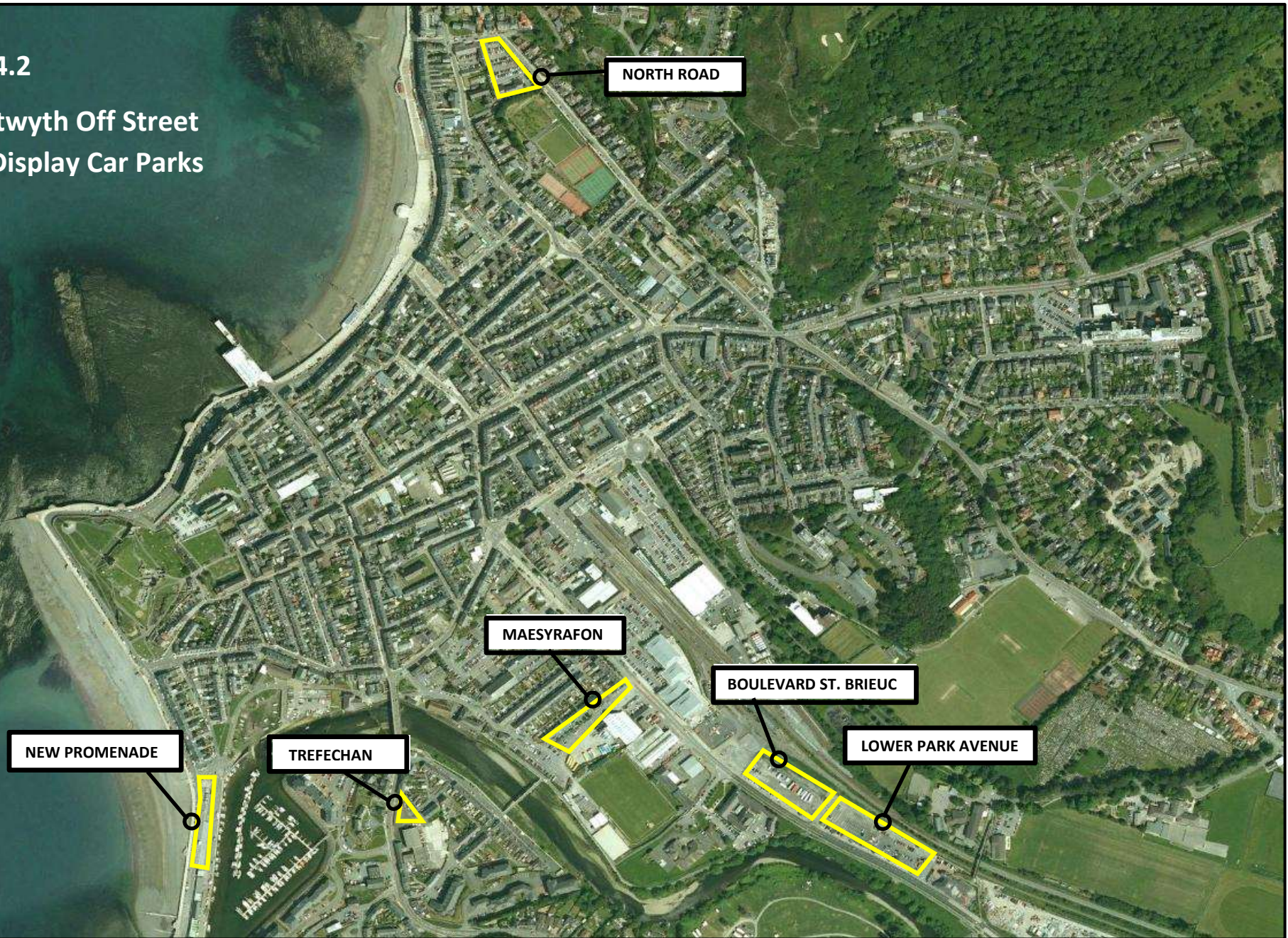
Off street parking beat surveys were carried out across all Ceredigion County Council controlled car parks. These are as follows

- New promenade
- Maesyrafon
- North Road
- Boulevard St. Brieuc
- Lower Park Avenue
- Trefechan

The location of the off street Ceredigion County Council controlled car parks can be seen in figure 4.2.

Figure 4.2

Aberystwyth Off Street  
Pay & Display Car Parks

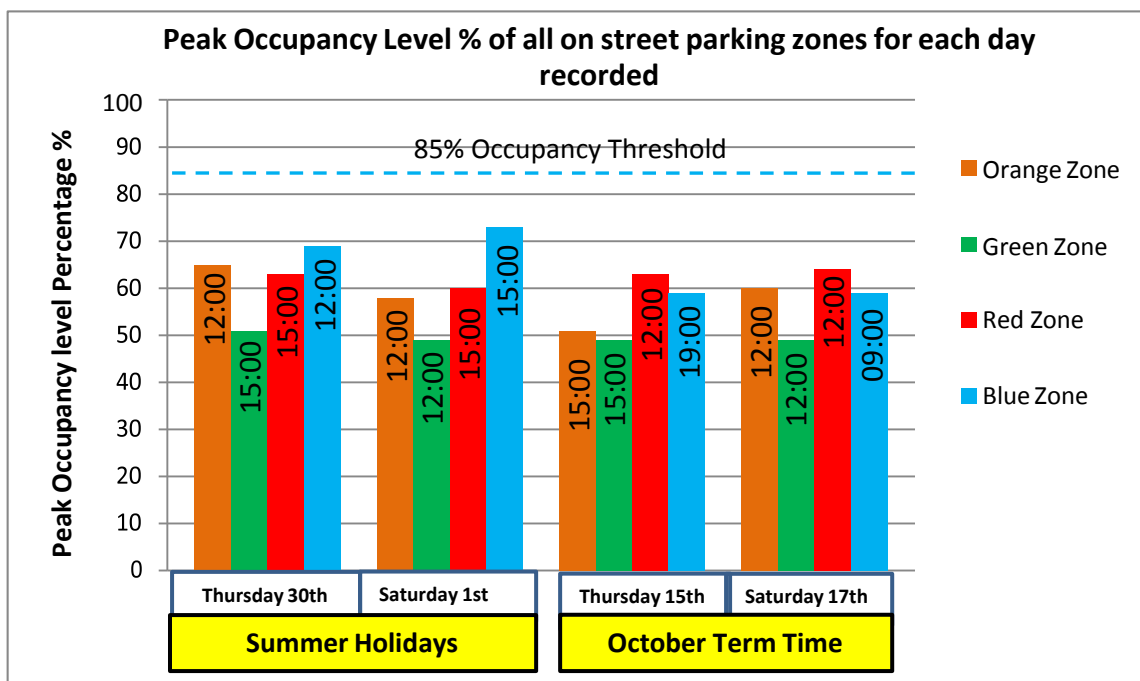


## 4.4 Summary of Results for On Street Parking Surveys

Results for the on street parking zones are as follows:

Graph 4.1 shows the peak occupancy level % for all on street parking zones for each day recorded. Graph 4.1 also provides detail as to what time this peak was recorded in each of the zones.

Graph 4.1 Peak occupancy Level % of all on street parking zones for each day recorded



Graph 4.1 illustrates the differences in peak occupancy between the Summer Holidays and October Term Time.

The Green Zone and the Red Zone show the least change in peak occupancy level % between the Summer Holidays and October Term Time, fluctuating by no more than 5%.

The Orange Zone and the Blue Zone experience lower occupancy levels during October term time. Peak occupancy level % for the Blue Zone falls by as much as 10%, whereas peak occupancy level % for the Orange Zone falls by as much as 9%.

Guidance suggests that once car park capacity reaches 85% problems occur.

Drivers begin circulating the car park hunting for spaces; this causes congestion that can spill out into the surrounding area.

Therefore it is important to assess how many additional vehicles each car park can accommodate before reaching this 85% threshold.

Table 4.1 shows the peak occupancy percentages for each day for all on street parking zones. From this data it is possible to work out the number of vehicles each on street parking zone could accommodate before reaching the 85% threshold for all days recorded.

**Table 4.1:** Number of Additional Vehicles Accommodated before an 85% Occupancy

Aberystwyth – Peak Time On street parking (85% occupancy calculation)				
Date	Combined legal parking capacity total for on street parking zones	Peak occupancy % for all on street parking zones combined	Peak no. of parked vehicles for all on street parking zones combined	No. of additional vehicles accommodated before reaching an 85% parking occupancy level
30/07/2015	1494	62	918	352
01/08/2015	1494	58	861	409
15/10/2015	1494	55	818	452
17/10/2015	1494	59	873	397

All peak occupancy levels recorded for on street parking zones during the summer holidays and for October Term Time were recorded as being below 85% occupancy.

As such table 4.1 represents the total number of additional vehicles that can be accommodated via on street parking, across all zones before an 85% occupancy rate is reached for each of the dates, during peak parking times.

The data in table 4.1 suggests that on the 30/07/2015 an additional 352 vehicles could have been accommodated during peak occupancy before the on street parking zones would reach an 85% occupancy threshold. This is the lowest available occupancy level during peak occupancy for all dates recorded during the parking survey, with all other dates recording a higher available occupancy.

The data in table 4.1 and from the parking surveys conducted on the dates displayed, therefore suggests that there is enough spare parking capacity for on street parking zones to accommodate additional vehicles even during peak occupancy highs.

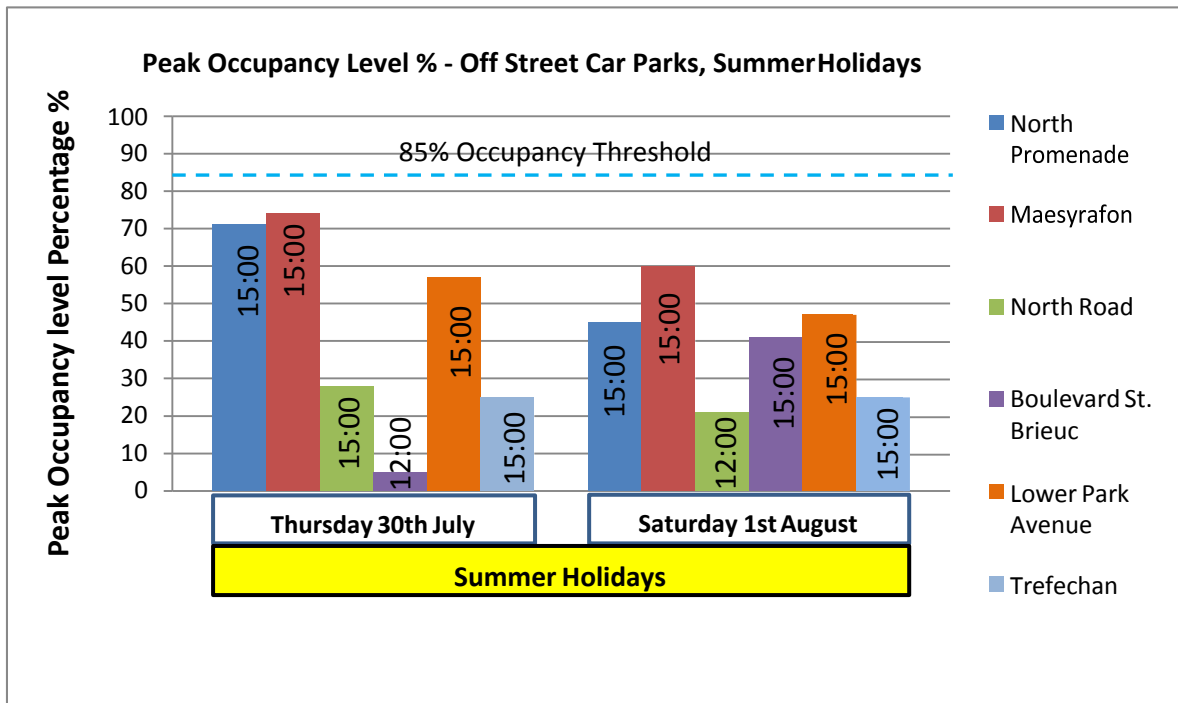
The information provided in graph 4.1 and table 4.1 suggests that there is also spare capacity for on street parking to be accommodated in each of the four zones before an 85% occupancy level is reached, should displacement parking occur from one zone to another.

## 4.5 Summary of Results for Off Street Parking Surveys

Results for the off street parking surveys are as follows:

Graph 4.2 shows the peak occupancy level % for all off street, Ceredigion County Council operated car parks, for Thursday 30<sup>th</sup> July and Saturday 1<sup>st</sup> August during the summer holidays. Graph 4.2 also provides detail as to what time this peak was recorded in each of the car parks

Graph 4.2 Peak Occupancy Level % of all off Street Parking Zones for Each Day Recorded during the SummerHolidays.

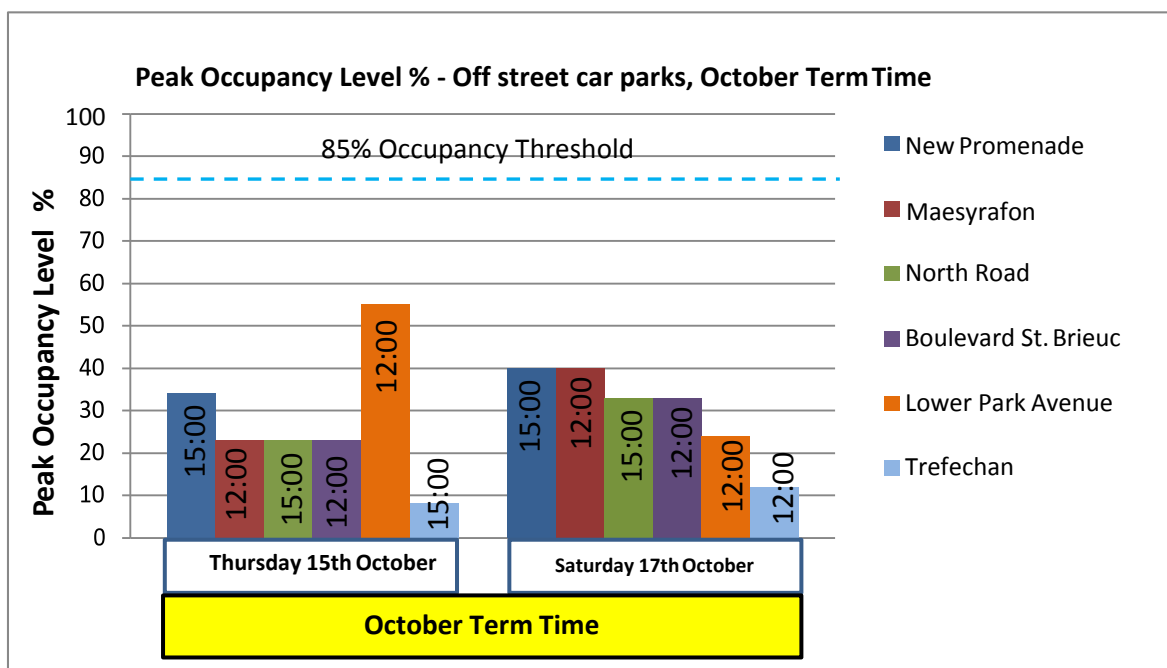


The highest peak occupancy level recorded for both days, during the summer holidays, was in the Maesyrafon Car Park. The Maesyrafon Car Park recorded a peak parking occupancy level of 74% on Thursday 30<sup>th</sup> July and a peak parking occupancy level of 60% on Saturday 1<sup>st</sup> August.

Peak parking occupancy levels for all off street car parks recorded during the summer holidays are relatively low. The highest peak parking occupancy level recorded is 74% in the Maesyrafon Car Park on Thursday 30<sup>th</sup> July. Therefore on Thursday 30<sup>th</sup> July and Saturday 1<sup>st</sup> August all off street car parks had spare capacity to accommodate extra vehicles before reaching an 85% occupancy threshold, during peak times.

Graph 4.3 shows the peak occupancy level % for all off street, Ceredigion county council operated car parks, for Thursday 15<sup>th</sup> October and Saturday 17<sup>th</sup> October during October Term Time. Graph 4.3 also provides detail as to what time this peak occupancy level was recorded in each of the car parks.

Graph 4.3 Peak occupancy level percentages of all off street parking zones for each day recorded during 2015 October term time.



Peak occupancy level percentages for off street parking for days recorded during the October term time are relatively low, with the highest peak occupancy being recorded in lower park avenue at 12:00, 55% peak occupancy level.

Peak parking occupancy levels for all off street car parks recorded during October Term Time are relatively low. The highest peak parking occupancy level recorded is 55% in the Lower Park Avenue Car Park on Thursday 15<sup>th</sup> October. Therefore on Thursday 15<sup>th</sup> October and Saturday 17<sup>th</sup> October all off street car parks had spare capacity to accommodate extra vehicles before reaching an 85% occupancy threshold, during peaktimes.

Guidance suggests that once car park capacity reaches 85% problems occur.

Drivers begin circulating the car park hunting for spaces; this causes congestion that can spill out into the surrounding area.

Therefore it is important to assess how many additional vehicles each car park can accommodate before reaching this 85% threshold.

Table 4.2 shows the peak occupancy percentages for each day for the combined capacity of all off street car parks. From this data it is possible to work out the total number of additional vehicles that could be accommodated off street before an 85% parking occupancy level threshold is reached.

**Table 4.2:** Number of Additional Vehicles Accommodated before an 85% Occupancy is reached

Aberystwyth – Peak Time Off Street parking (85% occupancy calculation)				
Date	Combined legal parking capacity total for off street car parks	peak occupancy % for all off street car parks combined	Total peak no. of parked vehicles for all off street car parks	No. of additional vehicles accommodated before reaching an 85% parking occupancy level
30/07/2015	731	43%	317	304
01/08/2015	731	40%	291	330
15/10/2015	731	30%	218	403
17/10/2015	731	28%	205	416

All peak occupancy levels recorded for off street car parks during the summer holidays and for October term time were recorded as being below 85%.

Table 4.2 presents a summary of data displaying how many additional vehicles could be potentially accommodated off street for each day before an 85% threshold is reached, during peak times.

The data displayed in table 4.2 suggests that over 300 additional vehicles can be accommodated within combined capacity off street parking provision before an 85% occupancy level threshold is reached.

The data in table 4.2 and from the parking surveys conducted on the dates displayed, therefore suggest that there is enough spare parking capacity for off street car parks to accommodate additional vehicles even during peak occupancy highs.

The information provided in graphs 4.2, 4.3 and table 4.2 suggests that there is also spare capacity for off street parking to be accommodated in each of the Ceredigion County Council controlled off street car parks, before an 85% occupancy level is reached, should displacement parking occur from one car park to another.



## 4.6 Parking Surveys and Displacement Study Conclusions

In summary the data collected during the Summer and October parking surveys demonstrates that there is adequate capacity off-street and on-street to accommodate any displacement parking that may occur if charges are to be introduced along the Promenade. However, should displacement parking or capacity for parking become an issue after charges are introduced then there are mitigating measures that could be introduced. This could include the consideration of a residents parking permit scheme or resident parking zones. However, this would need careful consideration by CCC before being implemented as these schemes can be costly to operate in terms of officer time for set up and administration and also issuing of permits. Study work may also need to be undertaken to establish the extent of a permit scheme and its application.

It would be advised that parking survey data be collected post implementation of any charging scheme on the Promenade to gather clear data on the extent of any displacement parking and that using this data a decision then be made on any mitigating measures such as implementing resident permits for parking.

## 5. Charging Options

### 5.1 Introduction

If charging were to be introduced along the Promenade in Aberystwyth there are a number of different charging regimes that could be implemented.

This chapter provides a discussion on:

- The advantages and disadvantages of seasonal charging;
- The area along the Promenade where charging could be implemented;
- The different tariff structures that could be implemented, providing comment on operating times;
- Revenue forecasts for the charging options;
- An outline of cost implications from the introduction of charging and the ongoing operation of charging.

### 5.2 Seasonal Charging

Some coastal towns and other towns which are highly affected by seasonal variations in the number of visitors take the decision, to implement different parking charges in car parks and on-street areas, during different times of the year. During the peak visitor number periods they operate a higher charge to manage demand and maximize revenues and during the off peak period they operate lower parking charges to encourage demand.

There are advantages and disadvantages to operating seasonal charges and these are highlighted in Table 5.1.

**Table 5.1 – Advantages and Disadvantages of Seasonal Charging**

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• With seasonal charging the structure can reflect the changing user levels and lower charges or no charge can encourage higher usage in off peak periods.</li> <li>• Local business owners and residents might be in favour of a lower parking charge to aid in encouraging trade / allowing access to the town centre in off peak season.</li> </ul>	<ul style="list-style-type: none"> <li>• Aberystwyth could receive the same numbers of visitors on a sunny autumn / winter day as a cloudy summer's day. Therefore a consistent charge may be more applicable to visitor patterns as weather rather than time of year may be more of a driver in visitor numbers.</li> <li>• Time and cost involved in reprogramming payment machines during the year to reflect varying charges.</li> <li>• Varying charges can confuse users. There is simplicity in having one single charge all year round.</li> <li>• Parking revenues may not make enough money during the off peak season to balance the cost of maintaining.</li> <li>• Forecasting parking income for the local authority is likely to be simpler with one year round fee.</li> </ul>

It was suggested during consultation that different seasonal charges should be in operation along varying parts of the Promenade (North – South split). It has also been suggested that

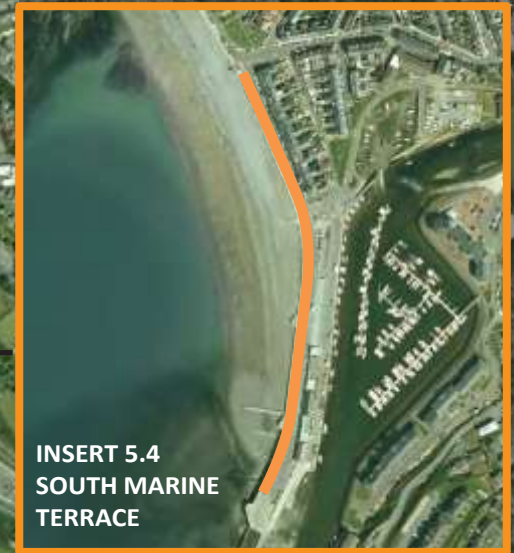
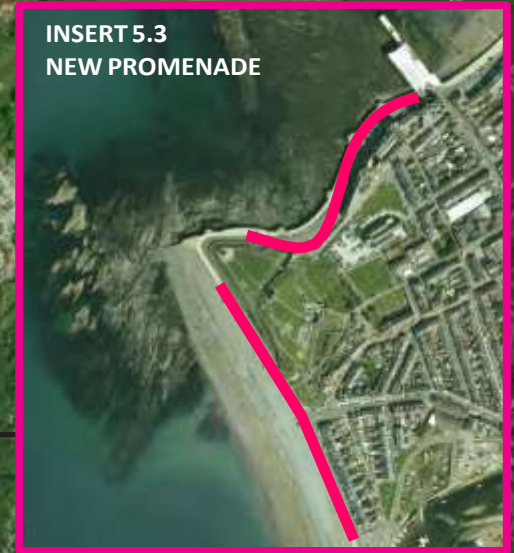
South Marine Terrace is excluded from potential charges. However, this could be complex to operate, with users expected to understand that at different times of the year different charges are in the operation and that these changes apply to different sections of the Promenade. Furthermore, it could lead to a concentration of demand along South Marine Terrace, leading to parking and traffic management issues in this area. A consistent approach to charging in terms of geographical location and times of the year is recommended to aid parking demand management.

It is recommended that seasonal charging is not operated and that one charging tariff structure is implemented during the whole year. Having seasonal variations as detailed can be time-consuming and expensive to change, especially if different areas of the Promenade were to have varying charges.

### 5.3 Charging Area

The proposed area where charges would operate if introduced along the Promenade is detailed in Figure 5.1. This covers South Marine Terrace, New Promenade, Marine Terrace and Victoria Terrace, applying to all current legal parking areas that are in operation. This is estimated to be 279 on-street spaces.

**Figure 5.1**  
**Parking Areas along the Promenade**



Google earth

Data SIO, NOAA, U.S. Navy, NGA, GEBCO  
Image © 2016 Bluesky, Infoterra Ltd & COVIA/S  
Image © 2016 Getmapping plc  
Image Landsat

## 5.4 Charging Tariff Options

Three charging options are proposed for on-street parking charges along Aberystwyth Promenade:

### 5.4.1 Option 1

This charging strategy was developed to be comparable to other charging strategies in Welsh seaside towns.

Comparable towns to Aberystwyth were chosen using criteria such as:

- Seaside location;
- Trip generators within town e.g. Major Government building, university, hospital etc
- Population size;
- Whether the town charges for on-street parking.

Table 5.3 shows the average pricing strategy for on street parking in Welsh seaside towns.

See Appendix D to view the individual pricing strategy for each of the towns compared within the table.

Based on an average charging strategy for Welsh seaside towns, the proposed parking tariff for option 1 would be:

- 1hr £1
- 2hrs £1.50
- 3hrs £2.00
- 4hrs £3.00
- Blue Badge holders displaying their blue badge would park for free
- Operating Hours 8am to 10pm (mirroring operating hours of the New Promenade Car Park (nearest off –street council operated parking facility to the Promenade)
- Same charge structure would operate throughout the whole year.

Table 5.2 Advantages and disadvantages - Option 1

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Based on averages charged for on-street parking in other comparable seaside towns.</li> <li>• Charges are therefore fair based on the comparable data from Table 5.3.</li> <li>• The tariff is more expensive for longer stays (over 4 hours) than North Road or New Promenade Car parks where parking all days costs £3.20.</li> <li>• This should encourage turnover and increase utilisation of the promenade and encourage long stay usage of the off-street facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• On-street charges should be higher than off-street to encourage more users from the highway network and into off-street areas. Parking on the highway can cause congestion and be a hazard with reversing vehicles etc.</li> <li>• This tariff would make on-street parking cheaper for 1 and 2 hours compared to the nearest off-street facility (New Promenade Car Park).</li> <li>• Local residents and business may dislike the charging hours being from 8am to 10pm.</li> </ul>

Table 5.3 – Average Charging Strategy at Comparable Seaside Towns

Towns	Off Peak Long Stay							Off Peak Short Stay			
	1hr	2hrs	3hrs	4hrs	5hrs & Over	All Day	Half Day	1hr	2hrs	3hrs	4hrs & Over
Llandudno	£0.72	£1.12	£2.00	£1.60	£2.90	£4.25	£4.25	£0.62	£1.18	£2.00	£2.10
Bangor	Peak Long Stay							Peak Short Stay			
Rhyl	1hr	2hrs	3hrs	4hrs	5hrs & Over	All Day	Half Day	1hr	2hrs	3hrs	4hrs & Over
St Andrews	£0.92	£1.12	£2.00	£2.00	£3.25	£4.75	£4.25	£0.92	£1.18	£2.33	£3.00
Prestatyn											

5.4.2 Option 2

This option would see the charging regime operating at the nearest council owned car park to the Promenade implemented. The nearest car park to the Promenade is the New Promenade Car Park which operates the following tariff:

- Up to 2 hours £2.00
- Per Day £3.20
- Blue Badge holders displaying their blue badge would park for free
- Operating Hours 8am to 10pm
- Same charge structure would operate throughout the whole year.

The above would be implemented in all locations along the promenade, with no seasonal variation.

Table 5.4 Advantages and disadvantages - Option 2

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Same charge as the New Promenade Car Park will be easy for users to understand.</li> </ul>	<ul style="list-style-type: none"> <li>• Encourages long term use of the on-street Promenade area which will not encourage turnover of spaces and not increase utilisation.</li> <li>• Will not encourage use of the off-street facilities as on-street facility if same price.</li> <li>• Does not give variance in the tariff structure to allow parking for more definitive periods e.g. 1 hr or 3hrs.</li> </ul>

5.4.3 Option 3

The option is a charge based on the short stay charges currently charged at North Road Car Park (and other short stay council owned car parks within Aberystwyth) with a percentage increase applied (roughly 10% rounded to nearest 10p). This option would only allow for short stay parking to be undertaken along the Promenade and would offer a slightly higher tariff with users paying the premium to park in this on-street location. This would encourage higher utilisation of the off-street facilities and ensure turnover of spaces with only short stay usage permitted along the Promenade.

- £1.50 for 1hr
- £2.20 for 2 hours
- £3.10 for 3 hours

- No long stay parking (max 3hours)
- Blue Badge holders displaying their blue badge would park for free
- Operating Hours 8am to 10pm
- Same charge structure would operate throughout the whole year.

Table 5.5 Advantages and disadvantages – Option 3

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Premium price for on-street short stay parking encourages increased turnover and utilisation and encouraging long stay users into off-street parking locations.</li> <li>• No long-stay usage of the Promenade.</li> </ul>	<ul style="list-style-type: none"> <li>• Local residents, business owners, students, may object to the higher on-street parking charges (compared to off-street locations).</li> </ul>

## 5.5 Revenue Monitoring

### 5.5.1 Introduction

Using the three charging options as a base, an estimate has been produced which outlines potential revenues that may be generated if charges are introduced along the Promenade.

It should be noted that the figures provided in this section are estimates only and provide no guarantee of future income. Actual revenue could vary considerably to the forecasts presented once the scheme is implemented. Forecasting is not an exact science and revenues seen in actual implementation could differ as a number of assumptions have had to be made to produce the forecasts.

There are a number of caveats to the forecasts and these should be read and understood when interpreting the data presented. These are detailed in the next section.

### 5.5.2 Methodology

An excel spreadsheet was utilised in order to produce forecasts for revenue generation.

For each of the three options the number of spaces available on the Promenade (detailed in table 5.6) was multiplied by the average occupancy (data for this was taken the traffic survey data – see assumptions) and then by the number of times the space may be used on average per day. This enabled an estimated total number of users per day to be calculated.

Table 5.6 – Number of Spaces Available to be charged along the Promenade

Name of Street	Legal parking (m)	Legal parking capacity, rounded to whole figure (v)	Notes
New Promenade	395	89	Capacity includes 12 spaces at 90 degrees to kerb on landward side by the University/ Cambria Hotel
Marine Terrace	419	102	Capacity includes 20 spaces (most at 90 degrees to kerb) on landward side east of the pier
Victoria Terrace	231	46	
S Marine Terrace	215	42	Excludes existing disabled bay
<b>Total Legal Parking Capacity</b>		<b>279</b>	

Within revenue forecast modelling an elasticity of demand is often applied to reflect what may happen to user behaviour if a price rise occurs. It has not been possible to calculate an exact elasticity of demand (which would reflect how many users may choose not to park along the promenade or change their behaviour to park elsewhere due to the introduction of charges) as stated preference data is required along with detailed hour by hour duration of stay information. However, to try and capture the fact that some users may reduce their propensity to park along the Promenade or park in an alternative location once charges are introduced, a factor of reduction was applied to the estimated total number of users per day for each of the three options<sup>6</sup>.

The factor of reduction was chosen using a high, medium and low level, with values for these being based on previous elasticity of demand models used in car park modelling. To determine whether an option would have a high, medium or low factor of reduction applied, a qualitative assessment of the likelihood for displacement / reduction of usage was undertaken based on the following:

- Alternative parking locations;
- Operating time of the charges;
- Level of charge compared to other seaside towns;
- Flexibility in charge to match user patterns.

The factor of reduction was applied to the estimated total number of users per day figure and this was then multiplied by the average charge to produce the estimated daily revenue.

As no duration of stay data is available for car parking on the Promenade then an assumption of the length of stay tickets that would be purchased has had to be made in order to produce the revenue forecasts. The assumption used was:

- That users will on average stay 2 hours so the two hour charge for each of the three tariff options has been utilised;

Table 5.7 presents results for each of the options.

Further assumptions that have been made in producing the revenue forecasts include:

- The estimated average occupancy. Traffic survey data collected shows an average occupancy along the promenade of 55% in the summer period and 48% in the October surveys. However there are times of the day when occupancy is recorded as high as 70% at some locations along the Promenade. An estimated occupancy of 50% has been used in the revenue forecast calculations in order to provide realistic forecasts and avoid over estimating.
- The number of times spaces are used per day. There is no detailed duration of stay information for the Promenade so the number of times a space is used per day has had to be estimated. It has been assumed that a space will be used 3 times per day.

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<sup>6</sup> Although a factor of reduction was applied to try and reflect potential displacement and user behaviour the largest factor influencing the variance between forecasts is the average occupancy rate applied and the tariff charged.



- The length of stay tickets purchased – as already detailed as no duration of stay data is available for car parking on the Promenade then an assumption of the length of stay tickets that would be purchased (and thus the average charge rate used in the forecasts) has had to be made in order to produce the revenue forecasts. An assumption has been made that on average users will stay 2 hours.
- It is assumed that blue badge holders will not be charged to park along the Promenade. However, the effect of any reduction in revenue has not been included in the forecasts produced as the number of blue badge holder's using the Promenade is unknown.
- Within the estimated daily revenue figures the effect of the length of operation of charges each day has not been forecast. Duration of stay information would be needed in order to model the effect of an increase or decrease in charge operating times. An assumption is instead made on the average number of times a space will be used in one day.
- It is assumed that the charges will be in operation for 365 days per year at the same tariff rates throughout the year.
- No account has been taken in the forecasts for any future development within the town centre which may affect parking availability e.g. retail development proposed at Mill Street.

### 5.5.3 Results

The estimated revenue for each option is presented in Table 5.7.

Detailed results showing the available parking spaces, average occupancy applied, and the discount for potential displacement for each option is provided in Appendix E.

Table 5.7 – Revenue Forecasts (Two Hour Average Stay Charge)

Option	Average 2 hour Charge	Estimate Daily Revenue	Estimated Yearly Revenue	Estimated Daily Revenue Per Occupied Space	Estimated Yearly Rev Per occupied Space
Option 1	£1.50	£621.47	£226,837.46	£4.46	£1,626.08
Option 2	£2.00	£820.26	£299,394.90	£5.88	£2,146.20
Option 3	£2.20	£902.29	£329,334.39	£6.47	£2,360.82

Based on an assumption that users will stay on average 2 hours and using this tariff to estimate revenues, Option 3 is forecast to generate the highest revenue. This is because the tariff for this option is the highest for two hours parking of all three options.

## 5.6 Costs

There are costs associated with the introduction parking charges, for both the initial set up of the scheme along with ongoing operational costs.

The main set-up costs include:

- Cost of purchasing pay and display meters (however, there are options available for leasing machines). Machines are approximately £5000 per unit if purchased in multiple units;

- Related signage needed to advertise and inform users of the charging scheme in operation along with any road lining or markings to reflect any changes in traffic regulation orders or designations as a result of introducing charges;
- Officer time for any changes in Traffic Regulation Orders required, along with possible advertisement and consultation costs if a new Order is applied for rather than amended of an existing larger order.

The Parking Services Manager from CCC has advised that due to the sea front location machines would need to be housed within an additional cabinet to provide adequate protection from the waves which deposit considerable amounts of beach material onto the promenade. The strength of the waves have in the past removed fixed street furniture. The previous report into potential charging along the Promenade has also outlined that machines should be constructed of stainless steel which have a greater life span. These can cost up to £500 more per unit.

Ongoing operational costs would include:

- Ticket machine maintenance;
- Disbursement items such as the cost of tickets rolls for the pay and display machines;
- Telemetry – mobile and data costs;
- Costs associated with the cash collection at pay and display machines;
- Enforcement – There may be some increase in cost if additional civil parking officer time is required to enforce the car park charge system along the Promenade.

The estimated cost for the installation and maintenance of the P&D machines are represented in Table 5.8 below.

Table 5.8 Estimated P&D costs for installation and maintenance

Name of street	Legal parking (m)	No. of Spaces	No. of machines required	Cost of installing P&D machines	1 year P&D maintenance costs	Total cost 1 <sup>st</sup> year	Total Cost 2 <sup>nd</sup> Year
New Promenade	395	89	13	£71,500	£15,600	£87,100	£15,600
Marine Terrace	419	102	15	£82,500	£18,000	£100,500	£18,000
Victoria Terrace	231	46	7	£38,500	£8,400	£46,900	£8,400
S Marine Terrace	215	42	6	£33,000	£7,200	£40,200	£7,200
<b>Total</b>	<b>1260</b>	<b>279</b>	<b>41</b>	<b>£225,000</b>	<b>£49,200</b>	<b>£274,200</b>	<b>£49,200</b>

The total costs for the 1st year in table 5.8 are established as the sum of the cost for 1 year P&D maintenance and the cost of installing the P&D machines.

Total costs for the 2nd year are only equivalent to the cost of 1 year P&D maintenance, as the cost for installing the machines no longer applies.

## 5.7 Summary

This chapter has presented a range of possible charging options along with an estimate of possible revenues that may be generated if charges were implemented for parking along the Promenade. An outline of the possible costs associated with implementing charges and operating on-street charges has also been provided.

Three charging tariff structures have been proposed, each with their own advantages and disadvantages.

The forecast data indicates that option 3 is likely to generate the highest future revenue, however this is based on a number of assumptions. It should therefore be further investigated before any charges are implemented.

The choice of which tariff option to implement if on-street charges are to be introduced along the Promenade, depends on what the primary aim of introducing charges is.

For example, option 3 provides the highest forecast revenue returns of all the options and in operation would be likely to generate the highest turnover of spaces on the Promenade and encourage off-street parking usage as the on-street tariffs would be higher. This would aid in parking management and likely to help to improve traffic management on the Promenade. However, this option could result in a higher displacement if users do not want to pay the proposed parking charge levels.

Option 2 may generate the second highest forecast revenue of the three options, however, may result in less turnover of spaces along the Promenade as users can pay to park all day.

Option 1 is forecast to generate the least revenue, however, it may be more acceptable to user groups as it is comparable to other seaside towns that operate on-street charges and for some duration of stays is cheaper than nearby off-street car parks e.g. 2 hours parking on street under Option 1 would cost £1.50, with 2 hours in North Promenade Car park costing £2. However, a lower on street charge for some durations may encourage on-street parking and therefore in terms of parking and traffic flow management may be advantageous.

In terms of a time line for implementation of any potential charges, it is recommended that charges are not introduced until after the proposed new retail development at Mill Street is complete. This new development will create a number of new spaces within the town centre and therefore it may be difficult to quantify the impact this development may have on parking elsewhere in the town.

Furthermore, the creation of a number of new spaces could impact on the level of displacement from the introduction of charges along the Promenade and effect the revenue forecasts. If more users chose to park at the new retail development instead of the Promenade, parking income could reduce.

## 6. Legislative Requirements

### 6.1 Introduction

The implementation of on-street parking charges along the Promenade will require the consideration of current legislative processes.

The previous report undertaken by CCC into possible charging along the Promenade highlighted that the road and footway on the sea front is currently maintained as public highway, but although there are no issues as far as ownership are apparent, the complete legal position may need to be fully confirmed before proposing charging at some locations e.g. by the university building.

This chapter discusses some of the legislative processes that may need to be followed.

### 6.2 Parking Charges

Individual authorities are responsible for setting charges for parking off-street or on-street in designated areas in accordance with section 35 of the Road Traffic Regulation Act 1984. Charges should be reviewed periodically and account taken of their effectiveness.

Sections 45 and 46 of RTRA provide local authorities the right to charge for on street parking places.

Imposing charges under this power requires an Order. Orders are mandatory for designating spaces and charging for on street parking.

An Order however, may not be necessary for off street car parks depending on whether penalties are to be imposed through penalty notices.

Therefore, a local authority running a pay on foot car park or car park with an attendant collecting the fees can do so without gaining an order, however an order may give local authorities extra powers in these circumstances.

The legislation provides for payment to be made to a meter or ticket machine, or indicated by a parking device, and also provides for the issue of permits (with or without charge) allowing vehicles to use parking places.

According to the 1984 RTRA provisions can be made for on-street parking places to be reserved for special categories of vehicle e.g. residents' vehicles, doctor's vehicles, trader's vehicles, coaches etc, and for special charges to be made for or permits issued for those classes of vehicles. Classes of vehicle can also be determined by length, number of vehicles per household, engine capacity or type.

Local authorities should never use parking charges to raise additional revenue or as local taxation, but where parking demand is high, delivering transport objectives with realistic demand-management prices for parking may create some surplus. In such cases authorities must ensure that any on-street revenue is not used for enforcement but is used for legitimate purposes only and that its main use is to improve, by whatever means, transport provision in the area so that road users benefit. The authority's auditor may decline to certify an authority if it has used on-street parking income not in accordance with section 55 of the RTRA. There are a number of factors which authorities should consider when setting charges.

- If on street parking charges are too low they could attract higher levels of traffic than are desirable, discourage the use of off-street car parks and lead to demand for parking spaces to exceed supply so drivers spend longer finding a vacancy.
- Parking charges can help curb unnecessary car use when there is adequate public transport or walking or cycling are realistic alternatives.
- Parking charges can reflect the value of kerb space, encouraging all but short-term parking to be in nearby off-street car parks. This implies a hierarchy of charges in an authority's area, so that charges for prime parking space in a busy town centre would normally be higher than at nearby off-street car parks or at designated places in more distant residential areas. Such hierarchies should be as simple as practicable and applied consistently so that charges are readily understood and accepted by regular and occasional users.
- Charges should be set to encourage compliance with parking restrictions. If set too high they could encourage drivers to risk non-compliance or to park in unsuitable areas, possibly in contravention of parking restrictions. In certain cases they could encourage motorists to park in commercial districts which may have a negative impact on businesses.
- Authorities need to decide on a desirable occupancy rate for paid on street parking. High rates may encourage the use of non-car modes (if available) or diversions elsewhere in the long-term, but may also increase congestion in the short term as drivers search for spaces. Lower charges may mean less efficient use of kerb space.

If parking charges were to be introduced on the promenade and a new Order implemented, then existing Traffic Regulation orders may need to be reviewed and if necessary revoked. For example any existing limited waiting restrictions may need to be reviewed / revoked if parking charges are implemented which will allow people to park up to a set time controlled via payment of the parking charge.

A review of existing traffic regulation orders will need to be undertaken as part of any implementation process, with the relevant consultations conducted when a new Order is implemented.

### 6.3 The Civil Enforcement of Parking Contraventions (County of Ceredigion) Designation Order (2012)

This Order designates the County of Ceredigion as a civil enforcement area for parking contraventions, and as a special enforcement area, for the purposes of Schedules 8 and 10 to the Traffic Management Act 2004. The practical effect of the Order is to enable Ceredigion County Council to enforce parking contraventions within the County of Ceredigion through a civil law regime, as opposed to enforcement by police or traffic wardens in a criminal law context.

It would be likely that this order would need to be altered / extended to include the area of the Promenade if parking charges were to be implemented. This would ensure that the area could be enforced by Civil Parking Enforcement officers.

### 6.4 Increases in Parking Charges – Notice/Order Procedure

Increases in parking charges introduced by Order can be made either by Amendment Order or under section 35C or 46A of the 1984 Act, by Notice. Making Changes by Notice means that objections to the changes need not be entertained as would be the case if an amendment order was advertised. Charges can thus be made more quickly.

However the Notice procedure can only be used to change charges. It cannot be used to amend other conditions relating to the use of a car park or parking place.

Regulations for governing the Notice and Order making procedure are provided in the Local Authorities Traffic Orders (England and Wales) regulations 1996.

These formal procedures apply to both civil and non-civil enforcement operations, but are not required to change charges in car parks that do not operate under an Order.

Local authorities can vary their parking charges using a simplified procedure of public notices under the local authorities Traffic Orders Regulations 1996. The Secretary of State recommends that authorities set charges at levels which are consistent with the aims of the Authority's transport strategy, including its road safety and traffic management strategy.

## 6.5 Correspondence with Ceredigion County Council Parking Officer

Capita received correspondence from a Ceredigion County Council Parking Officer with regards to the legislative requirements of on street parking proposals. Their correspondence is listed below as follows:

***“The Traffic Management Act 2004 Statutory Guidance to Local Authorities on the Civil Enforcement of Road Traffic Contraventions: Parking - July 2014 (Welsh Government) states–***

***“123. The income and expenditure of local authorities in connection with their on-street charging and their on-street and off-street enforcement activities are governed by Section 55 (as amended) of the Road Traffic Regulation Act 1984. This means that all their income and expenditure as enforcement authorities (i.e. related to the issue of and income from PCNs) in respect of off-street parking places is covered by section 55. Enforcement authorities must keep an account of all income and expenditure in respect of designated (i.e. on-street) parking places which are not in a Civil Enforcement Area, designated (i.e. on-street) parking spaces which are in a Civil Enforcement Area and their functions as an enforcement authority. At the end of the financial year all enforcement authorities must send a copy of these accounts to Welsh Ministers. Again, this should be done as part of the reporting on the Local authority transport plans.”***

***“The consultation also refers to it as a means of general revenue raising (the above confirms that this is not possible because it falls under section 55). Previous case law has already dealt with on-street charging and has made it clear that revenue generating (even when used in accordance with section 55) is not what the provisions within the 1984 act were designed for.”***

***“The following is from the British Parking Association Guidance - “When introducing on-street parking schemes and setting parking charges, authorities must have regard for the purpose of the powers incorporated in the 1984 Act. Justice McCullough has ruled [R v Camden London Borough Council; ex parte Cran and Others (1995) (RTR 346)], that the 1984 Act “is not a fiscal measure”. It contains no provision which suggests that***

***Parliament intended to authorise a council to raise income by using its powers to designate parking places on the highway and to charge for their use”.***

***“It is also not possible to charge blue badge holders on-street – we cannot charge any fee on street for valid blue badge holders. This is covered by The Local Authorities' Traffic Orders (Exemptions for Disabled Persons) (Wales) Regulations 2000 which states:***

***“Exemptions from other provisions of orders under section 45 or 46 of the Road Traffic Regulation Act 1984***

***9.—(1) this regulation applies to an order made under section 45 or 46 of the 1984 Act which prescribes -***

***(a) a charge to be paid for a vehicle or vehicle of any class left in a parking place designated by the order;***

***(b) a maximum period during which a vehicle may wait in a parking place; or***

***(c) a period which must elapse before a vehicle taken away from a parking place may be left there again.***

***(2) An order to which this regulation applies shall include an exemption from each of the matters so prescribed in favour of a vehicle displaying a disabled person’s badge in the relevant position.”***

It should be noted that this correspondence from the Ceredigion County Council Parking Officer refers directly to feedback from stakeholders during the consultation held on 30<sup>th</sup> November 2015, within this report it is acknowledged and confirmed that on street charges may not be used as a means of ‘*general revenue raising*’ as this conflicts directly with the Traffic Management Act (2004)

This report will reflect the correspondence from the Ceredigion County Council Parking Officer as such that blue badge holders will not be charged for on street parking.

## 7. Charging Methods

### 7.1 Introduction

Through the introduction of new technologies there is now a range of charging methods available. However, costs and operational constraints can impact on which charging method is the most applicable.

This chapter provides a review of the charging methods that would be applicable to on-street parking charges along the Promenade.

### 7.2 Vouchers

This system of charging is operated by users purchasing parking vouchers at local shops, Council offices or businesses. The voucher is then displayed showing the length of time that a user has purchased to park. These systems are usually operated for on-street parking charging. They are often difficult to use for drivers who need to pre-buy vouchers or park and then purchase. This can be time consuming and inconvenient. Enforcement of parking vouchers can also be very officer time intensive.

This method could be implemented along the Promenade, with parking vouchers available from local shops and businesses. However, this can be resource intensive for shop owners and businesses and also inconvenient for users who would need to go into a shop or business to purchase a ticket, with walking to a pay and display machine more convenient. Furthermore, the operating hours of the shops and businesses where the vouchers are sold have to match the operating hours of the car park charging to ensure that vouchers are always available for purchase by users.

It is therefore not recommended that this method of payment be used along the Promenade.

### 7.3 Payment by Phone

This is a system where payment is provided via phone (automated telephone line) or via an application downloaded on to a smart phone. Examples of systems in operation include RingGo operated in Herefordshire and in some NCP car parks in Newport and Cardiff and in Council owned coastal car parks in the Vale of Glamorgan.

Telephone payment systems are beneficial in that they offer an alternative to cash payment for the user. Telephone payment also offers a reduced operating cost to Councils as there is no cash collection needed at meters (if operated as the only payment method).

Payment by phone can be used as the only method of payment or it can be operated alongside more traditional methods such as pay and display. If operated as a single payment option, it should be ensured that the area has good mobile phone signal for payment by users and enforcement by officers, who need a mobile phone service to check telephone payments.

The operation of telephone parking charge payments could be something that CCC may wish to investigate at the Promenade, although it is not advised that this be the only method of payment in operation. It would be recommended to be used alongside more traditional methods, such as pay and display (see below).



## 7.4 Pay and Display

Pay and display is the traditional method of collecting car parking charges, where users purchase a ticket for a set time once they have parked and display this within their vehicle.

Pay and display offers a simple, easily understood method of payment for users which is economical to install and maintain for the Council.

Machines are provided by suppliers such as Metric, Cale BriParc, Parkare and Smart Parking and are now available with solar power and LED lighting options to reduce operating costs. Local authorities are able to utilise the ESPO 509 Parking framework to procure the supply of machines. Suppliers included on this framework are 'pre-qualified' for their suitability.

Currently CCC use three types of Metric pay and display machines. These are the Elites, Auras 2 and Auras 1. The Elites are the newest model and the number in operation is slowly growing as old machines are replaced. These except only coin payment and CCC do not accept card payment or payments by phone at present.

Enforcement of pay and display is resource intensive and will require the input of existing Civil Parking Enforcement officers. Pay and display meters are also required to be emptied on a regular basis.

It is recommended that Pay and Display machines are the method adopted for collection of parking charges along the Promenade as it represents the simplest method for users and it is tried and tested and in operation in many other off-street locations by other authorities as a method of payment. It may have higher set up costs than implementing a voucher system, but is the more user friendly and efficient option.

There are a range of pay and display machines available which allow different methods of payment:

- The more traditional that only accept coin payments (that do not give change);
- Those that accept coin, cash and card payment allowing users a range of payment options;
- Those that only offer card payment, with these meters usually being used in conjunction with payment via phone (automated telephone line) or via an application downloaded on to a smartphone.

There is an increasing trend for authorities to move towards cashless operated charge systems. This can have the advantage of reduced operating costs for local authorities, however, the use of cashless methods may be opposed by some user groups (particularly over 60's).

It is recommended that the machines that are installed along the Promenade accept payment by card and cash and are a compatible model to those used at CCC operated car parks. Payment by phone should also be investigated as a supplementary option.

It is recommended that Marine Grade units be supplied and they be housed within an additional cabinet to provide adequate protection from the waves which deposit considerable amounts of beach material onto the promenade. The units should also include GPRS Aslan telemetry unit and include add on security kit.

It is important that any payment machines provided are DDA compliant.

Implementing the similar pay and display machines models that are currently in operation in CCC owned car parks will allow the council to utilise existing software to read and operate meters.

The average cost of purchase and installation of a coin and card pay and display machine is £5000. However, this can vary based upon specification and the mains connections works required. There is no standard guidance for how many pay and display machines should be provided, but best practice indicates that a meter should be provided approximately every 7 spaces or within a 50 meter walk. The previous report produced by CCC into possible charging along the Promenade recommended every 11spaces.

## 7.5 Conclusion

It is recommended that the payment collection method implemented is Pay and Display. This is the most applicable option and would be the most user friendly. Machines should be installed that are DDA compliant and that offer cash and card payment. Investigation should also be made into a payment by phone system as a supplementary payment option, as this would aid in CCC operating cashless payments if they chose in the future.

## 8. Conclusion

This report has provided discussion on the potential introduction of parking charges along the Promenade. It provides an outline of the opinions of user groups to the introduction of charges along with an assessment of any potential parking displacement and the capacity of on and off-street parking areas.

The report provides three options for charging tariff structures and provides forecast for potential revenue generated. Methods of payment and legislative requirements are also outlined.

The report makes the following key observations / recommendations:

- Using the results of the traffic surveys undertaken it can be seen that there is adequate on-street and off-street parking capacity to accommodate any displacement parking that may be caused if charges are implemented along the Promenade;
- It is recommended that the same tariff structure should be implemented all year with no seasonal changes. Charges should also be implemented in all areas of the Promenade if charges are introduced to ensure a consistent approach;
- The charge tariff that is implemented will depend heavily on the aims of introducing charges. Option 3 tariff structure is likely to result in high turnover levels and encourage users into off-street car parks. Option 1, which proposes lower tariffs to Option 3 may be more acceptable to users groups but may not encourage as much turnover or use of off-street car parks;
- Pay and display should be the method used to collect charges;
- Parking charges if implemented should be introduced after completion of the proposed Mill Street retail development. This will allow for assessment of the developments impact on town centre parking.

# Appendix A

## Workshop Invite List

Workshop Invite List	In Attendance Y/N
Cllr Alun Williams – Ceredigion County Council	Y
Cllr Ceredig Davies – Ceredigion County Council	N - Apologies
Cllr Mark Strong – Ceredigion County Council	N
Cllr Aled Davies – Ceredigion County Council	Y
Cllr Brendan Somers – Aberystwyth Town Council	Y
Marise Lloyd-Evans – South Beach Action Group	Y
Eleri Thomas – Aberystwyth University	Y
Sophie Fuller – Aberystwyth Chamber of Commerce	N
Representative for Aberystwyth Students Union	N
Representative for CCC tourism team	N
Gillian Hopkins – Ceredigion Disability forum	Y
Karen Axford – Aberystwyth Business Club	Y
Representative for landlords forum	N
Dafydd Roberts – Taxi Trade Forum	N
James Wallace – Menter Aberystwyth	N

Project Board	In Attendance Y/N
Jeanette Jones	Y
Alun Davies	N
Gerwyn Jones	Y
Tom Delph-Janiurek	Y
Rhodri Llwyd	Y
Peter Austin	Y
Nicola Parry	Y
Phil Jones	N

## Appendix B

# PowerPoint Presentation on Aberystwyth Parking Survey Results

# CAPITA



## Aberystwyth Promenade Parking Workshop Monday 30<sup>th</sup> November

08.05.14

- **Introduction**
- **Background**
- **Results of Parking Surveys**





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# Introduction



# Results of the Parking Surveys

# CAPITA



## Results from Aberystwyth Parking Surveys

# Aberystwyth Parking Surveys – Dates and Times

All parking surveys were recorded at **09:00, 12:00, 15:00 and 19:00**

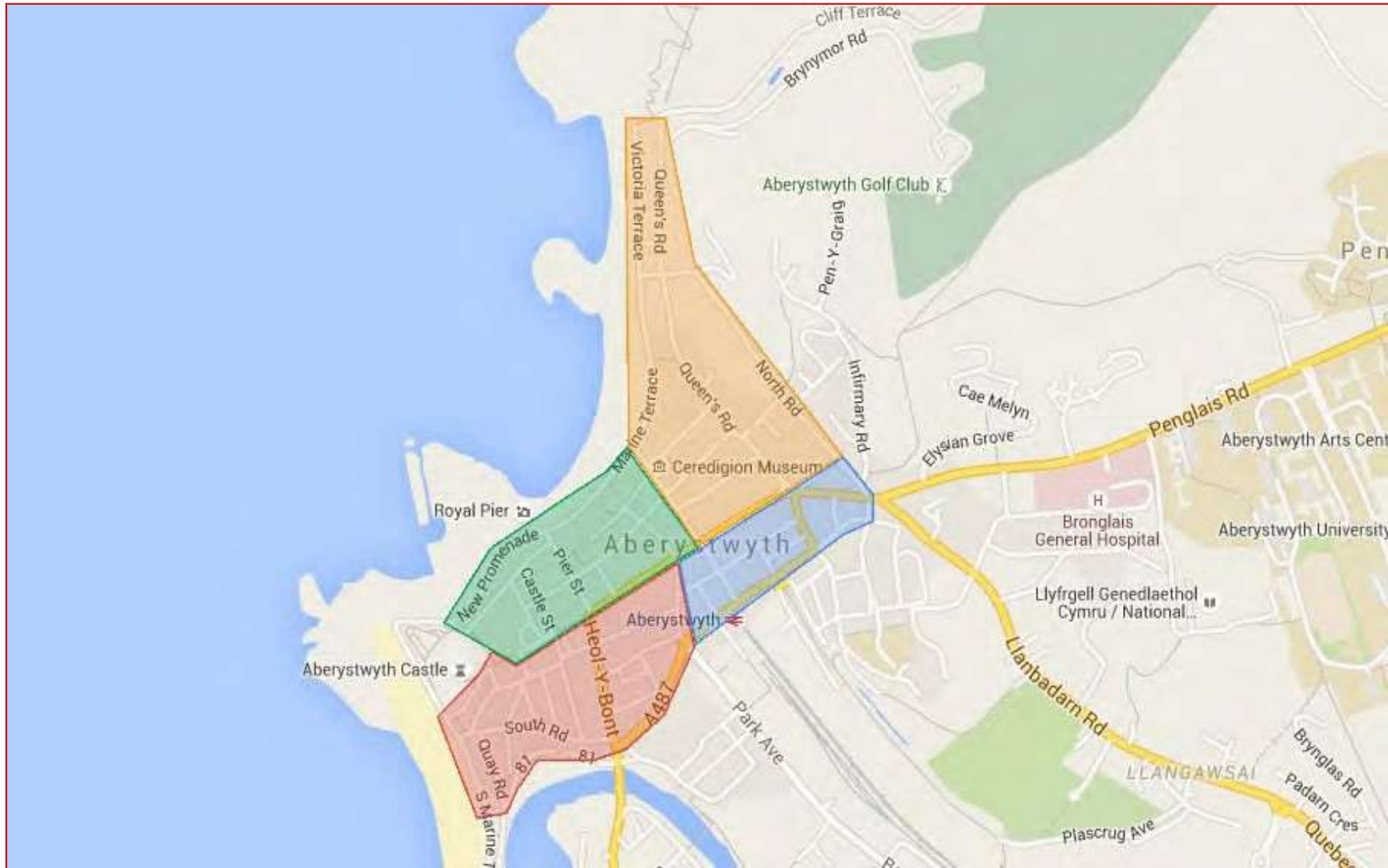
## **SUMMER HOLIDAYS**

Thursday 30<sup>th</sup> July and Saturday 1<sup>st</sup> August

## **OCTOBER TERM TIME**

Thursday 15<sup>th</sup> October and Saturday 17<sup>th</sup> October

# On Street Parking Zones



CA PITA

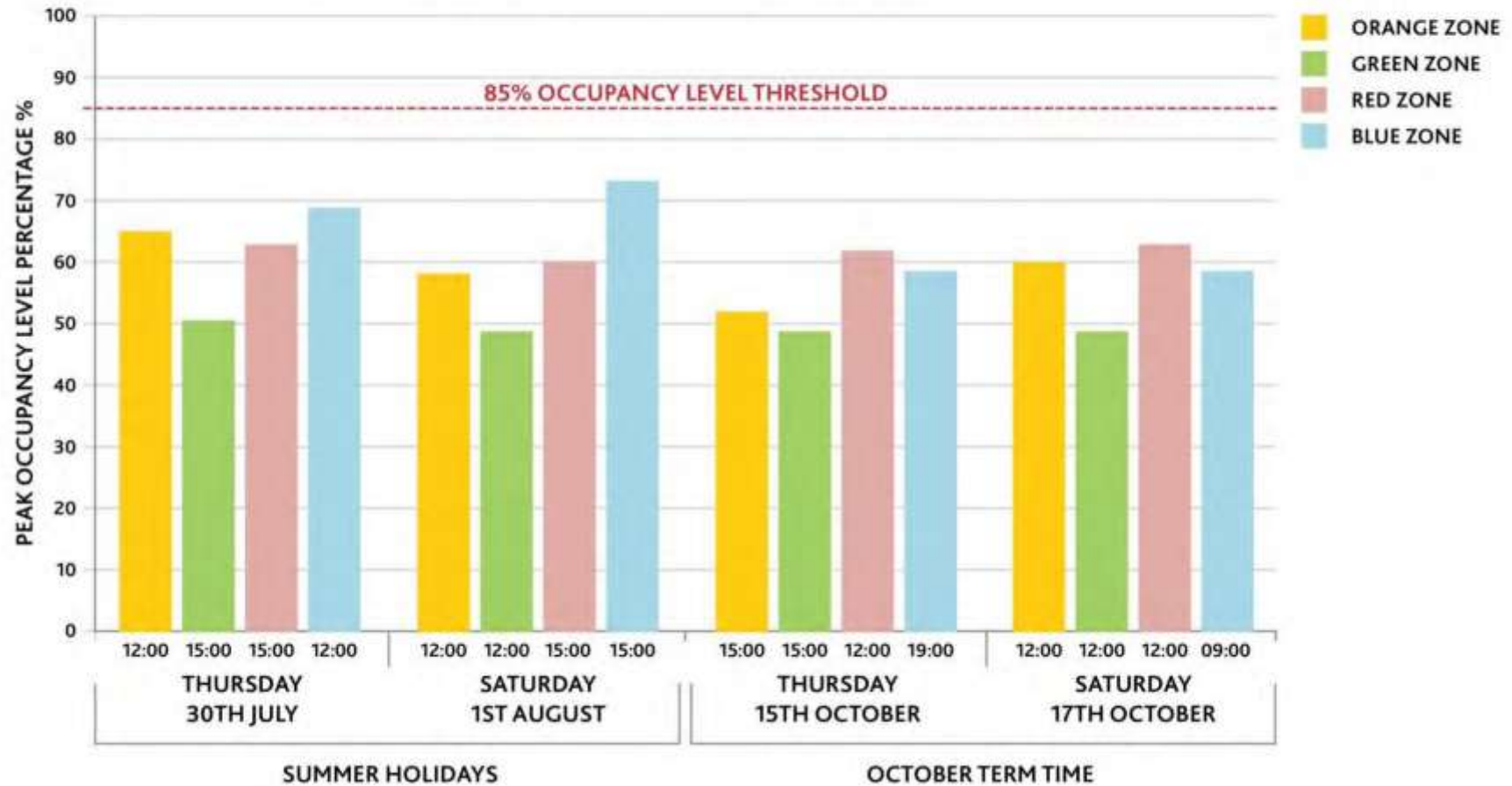
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CA PITA

We | Listen Create Deliver

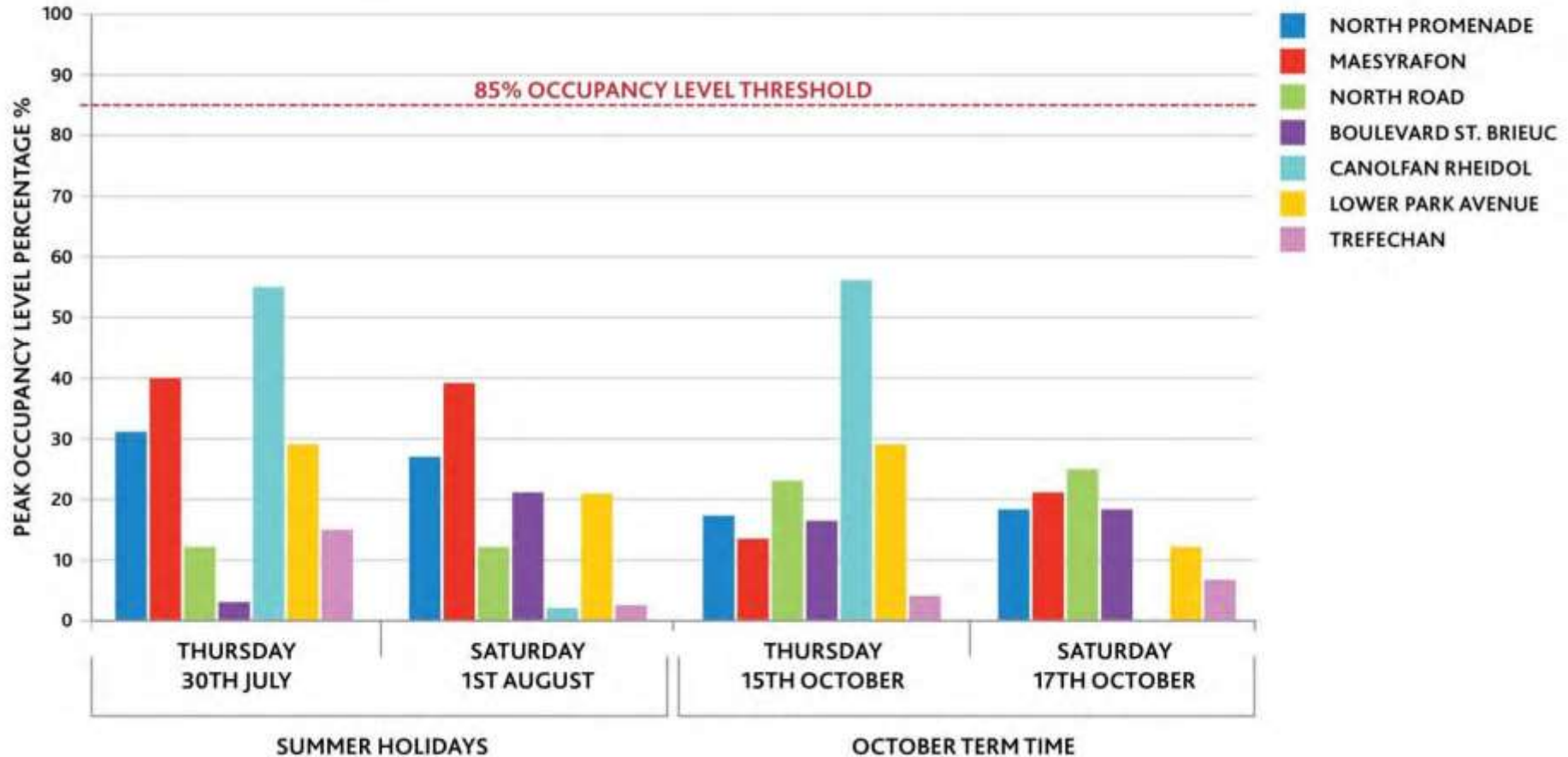
# On Street Parking

PEAK OCCUPANCY LEVEL % OF ALL ON STREET PARKING ZONES FOR EACH DAY RECORDED



# Parking Survey Results - Off Street Parking

AVERAGE DAILY OCCUPANCY LEVEL % OF ALL OFF STREET PARKING ZONES FOR EACH DAY RECORDED





# On Street Parking Capacity

<u>Name of Zone</u>	<u>Total Legal Parking Spaces</u>
Orange Zone	566
Green Zone	362
Red Zone	442
Blue Zone	124
<b>TOTAL CAPACITY FOR ALL ZONES</b>	<b>1494</b>

# On Street Parking Capacity before an 85% occupancy level is reached

ON STREET PARKING		HOW MANY SPACES CAN BE OCCUPIED BEFORE REACHING AN 85% OCCUPANCY LEVEL			
CAPACITY	ON STREET PARKING ZONE	30/07/2015	01/08/2015	15/10/2015	17/10/2015
566	Orange Zone	171	193	238	170
362	Green Zone	154	161	160	156
442	Red Zone	136	139	120	120
124	Blue Zone	34	26	34	43
	<b>CAPACITY GRAND TOTAL</b>	<b>495</b>	<b>519</b>	<b>552</b>	<b>489</b>

# Off Street Parking Capacity before an 85% occupancy level is reached

OFF STREET PARKING		HOW MANY SPACES CAN BE OCCUPIED BEFORE REACHING AN 85% OCCUPANCY LEVEL			
CAPACITY	OFF STREET PARKING ZONE	30/07/2015	01/08/2015	15/10/2015	17/10/2015
103	New Promenade	56	60	70	69
97	Maesyafon	43	44	70	63
80	North Road	58	58	50	48
120	Boulevard St. Briec	98	77	83	99
191	Canolfan Rheidol	86	187	55	162
161	Lower Park Avenue	114	127	90	117
170	Trefechan	120	142	138	135
	<b>CAPACITY GRAND TOTAL</b>	<b>575</b>	<b>695</b>	<b>556</b>	<b>693</b>

## **Activity One**

### **Pros and Cons of Charging**

#### **Spilt into Groups**

**20 minutes to discuss the advantages and disadvantages of charging**

**5 minutes to feedback to the rest of the group**

## **Activity Two**

**Remain in your groups**

**20 minutes to discuss where cars might displace to if charging is introduced on the Promenade.**

**5 minutes to report back to the group**

# Comfort Break

## **Activity Three**

### **Alternatives to Charging**

**Suggest parking control / management measures  
other than those related to charging**

## **Activity Four**

### **Charging Strategy**

**Review different charging strategies deployed by different Local Authorities for seaside towns with similar characteristics to Aberystwyth**

**Develop a charging policy that may be appropriate to Aberystwyth considering the following:**



- **Seasonal**
- **Different charges at different times of the year**
- **Start time / end time**
- **Concessions**
- **Method of collection**

## The Next Step

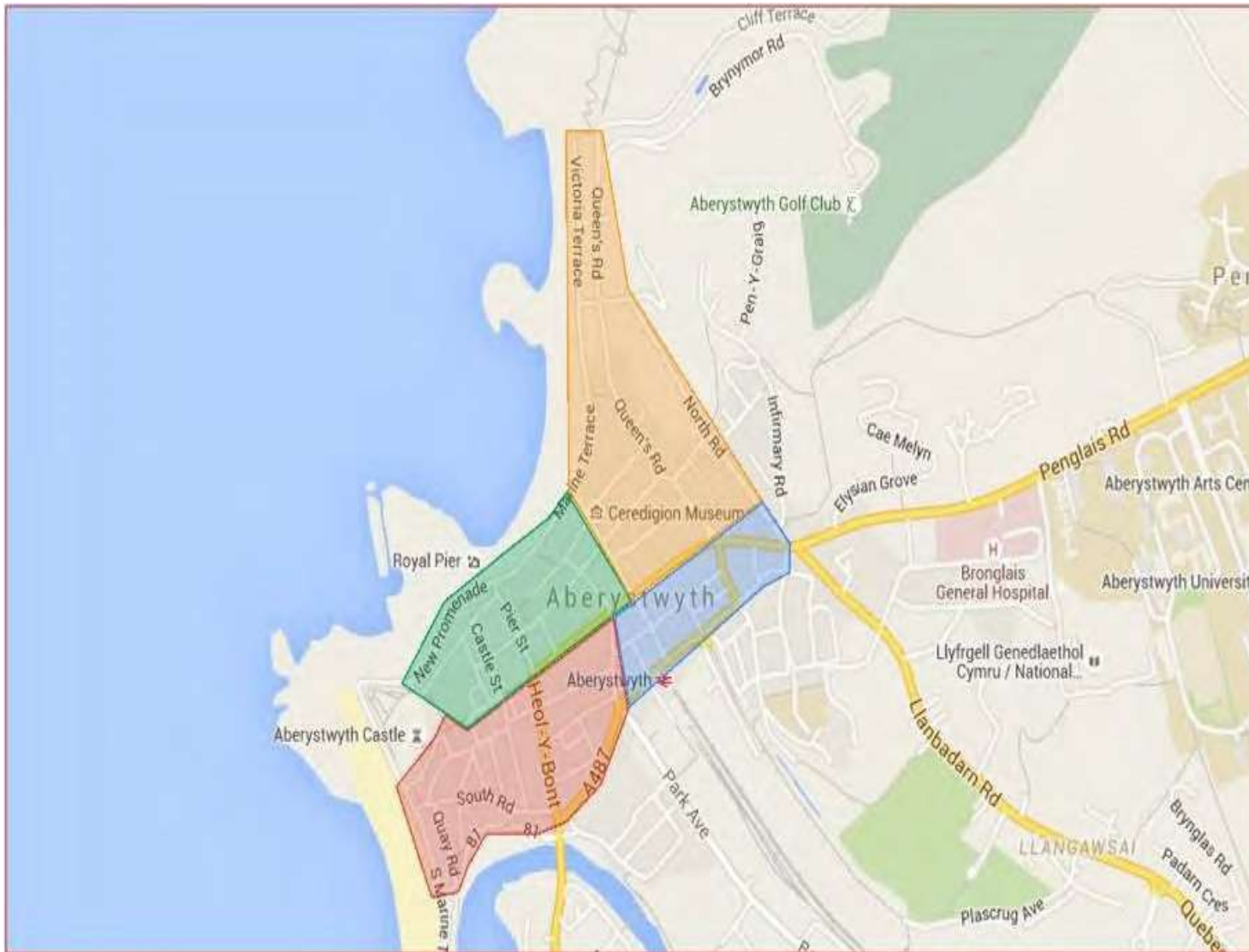
**Thank You**

**Martin Dolan**

**[martin.dolan@capita.co.uk](mailto:martin.dolan@capita.co.uk)**

Town	Local Authority	Population (2011 Census)	Number and type of institutions & Services (Universities / Government Buildings / Offices / Hospitals etc)
Aberystwyth	Ceredigion County Council	13,040	1 University (Aberystwyth University), 1 Hospital, 4 Government Buildings, 10 Offices, 1 National Library
Llandudno	Conwy County Borough Council	20,710	2 Government building, 1 Hospital (Llandudno General Hospital), 1 College (St. Davids College), 3 Offices
Bangor	Gwynedd County Council	18,808	1 University (Bangor University), 2 Hospitals (1 General, 1 Psychiatric), 2 Government Buildings, 9 Offices
Rhyl	Denbighshire County Council	25,149	2 Government Buildings, 2 Hospitals, 3 Offices
St Andrews	Fife County Council	16,680	1 Hospital, 1 University (University of St.Andrews), 1 Government Building, 4 Offices
Prestatyn	Denbighshire County Council	18,849	1 Hospital, 2 Offices

# Parking Surveys



# Appendix C

## Streets Surveyed by Zone

Aberystwyth Streets Surveyed by Parking Zone			
Orange Zone	Green Zone	Red Zone	Blue Zone
<ul style="list-style-type: none"> <li>• North Street</li> <li>• Queen's Ave</li> <li>• Queen's Rd</li> <li>• Albert Pl</li> <li>• Loveden Rd</li> <li>• Marine Terrace</li> <li>• Portland St</li> <li>• Terrace Rd</li> <li>• Bath St</li> <li>• Portland Rd</li> <li>• N Parade</li> <li>• Victoria Terrace</li> <li>• Queen's Road</li> <li>• Parc Graig Glas</li> </ul>	<ul style="list-style-type: none"> <li>• New Promenade</li> <li>• King St</li> <li>• Laura Pl</li> <li>• Great Darkgate St</li> <li>• Castle St</li> <li>• New St</li> <li>• Pier St</li> <li>• Portland St</li> <li>• Eastgate</li> <li>• Market St</li> <li>• A487</li> <li>• Tai Crynfryn</li> <li>• Alfred Pl</li> <li>• Baker St</li> <li>• Corporation St</li> </ul>	<ul style="list-style-type: none"> <li>• S Marine Terrace</li> <li>• Quay Road</li> <li>• 81</li> <li>• Rheidol Terrace</li> <li>• South Road</li> <li>• Heol-Y-Bont</li> <li>• Sea View Pl</li> <li>• Vulcan St</li> <li>• Pen-Maes-Glas Road</li> <li>• Custom House St</li> <li>• Prospect Street</li> <li>• High Street</li> <li>• Princess Street</li> <li>• Saint James' Sq</li> <li>• Queen St</li> <li>• Gary's Inn Rd</li> <li>• George St</li> <li>• William St</li> <li>• Powell St</li> <li>• Chalybeate St</li> <li>• A487</li> </ul>	<ul style="list-style-type: none"> <li>• Alexandra Rd</li> <li>• Cambrian Pl</li> <li>• Terrace Rd</li> <li>• Union St</li> <li>• Brewer St</li> <li>• A487 South</li> <li>• Northgate St</li> <li>• Vaynor St</li> <li>• North Rd</li> <li>• Skinner St</li> <li>• Popular Row</li> <li>• Lle'r Ffald</li> </ul>

## Appendix D

# On-Street Parking Charge Pricing Strategies for Comparable Towns





# Appendix E

## Estimated Revenue Forecasts

**Using Average 2 hours charge to calculate revenue**

	Available parking spaces	Number of Spaces occupied each day (Average Occupancy at 50%)	Number of time space used per day (Est average)	Total number of users per day	Discounted User Number from potential displacement (see tables below)	Average 2 hour Charge	Estimate Daily Revenue	Estimated Yearly Revenue	Estimated Daily Rev Per Space	Estimated Yearly Rev Per Space
Option1	279	139.5	3	418.5	414.315	£1.50	£621.47	£226,837.46	£4.46	£1,626.08
Option2	279	139.5	3	418.5	410.13	£2.00	£820.26	£299,394.90	£5.88	£2,146.20
Option3	279	139.5	3	418.5	410.13	£2.20	£902.29	£329,334.39	£6.47	£2,360.82

**% Reduction in User figures Assessment**

Option1:

Reason for Displacement	Low	Medium	High
Alternative parking locations			x
Operating time		x	
Level of charge compared to other seasidetowns	x		
Flexibility in charge to match user patterns	x		

Therefore go with Low range of reduction (1%)

Option2:

Reason for Displacement	Low	Medium	High
Alternative parking locations			x
Operating time		x	
Level of charge compared to other seasidetowns		x	
Flexibility in charge to match user patterns		x	

Therefore go with medium range of reduction (2%)

Option3:

Reason for Displacement	Low	Medium	High
Alternative parking locations			x
Operating time		x	
Level of charge compared to other seasidetowns		x	
Flexibility in charge to match user patterns		x	

Therefore go with medium range of reduction (2%)

(low / high / medium ranges taken from Bridgend model of changes in elasticities)

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