

REPORT FROM: NEIGHBOURHOOD SERVICES MANAGER

TO: EXECUTIVE

DATE: 25 MAY 2017

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REVIEW OF COUNCIL-OWNED CAR PARKS WITHIN THE BOROUGH

PURPOSE OF REPORT

1. To advise the Executive on the current usage, cost, condition and management arrangements for all 47 Council-owned car parks in the borough.
2. To recommend future arrangements for management including retention, retention with a proposal for alternative use, or disposal.

RECOMMENDATIONS

- (1) That the current provision and costs of car parks in Pendle be noted.
- (2) That the Executive notes the recommendations made in Appendix 1 regarding the future provision of each car park.
- (3) Subject to the above, that the Executive instructs Liberata Property Services to investigate the car parks which have been recommended for disposal, transfer or lease.
- (4) That the Executive considers whether a further report should be submitted on the possible re-introduction of pay-and-display in Nelson, Colne and Brierfield.
- (5) That the Executive considers the introduction of business/resident permits on the relevant car parks (as set out in the report), together with the suggested charge for this, and that a further report is presented to Nelson, Colne and West Craven Area Committees on this issue.
- (6) That the Executive considers the introduction of short-stay disc parking on Wellhouse Road Car Park in Barnoldswick, and that a further report is presented to West Craven Committee on this via Management Team.
- (7) That the Executive considers changing the Palace Car Park in Nelson from short-stay to long-stay and that a further report is presented to Nelson Committee on this.

- (8) That the Executive considers increasing the residents-only permit charge on Cuba Street Car Park in Nelson from £30 per annum to £50 as of February 2018 and that a further report is presented to Nelson Committee on this via Management Team.

REASONS FOR RECOMMENDATIONS

- (1) To provide a framework on which to decrease costs and increase income on public car parks.
- (2) The disposal of any car park would achieve a capital receipt for the Council and reduce its liabilities and risks.
- (3) To explore the re-introduction of short-stay disc parking to Wellhouse Road Car Park in Barnoldswick.
- (4) To increase the usage of the under-utilised Palace Car Park in Nelson town centre.

BACKGROUND

1. In the Best Value Review in 2003 (Highways the Pendle Way), a benchmarking study with 76 other authorities revealed that Pendle had the highest number of parking spaces and was the most expensive (cost per space) due to the lack of parking charges.
2. It has long been known that some of Pendle's car parks are under-utilised or are providing free residential parking.
3. On 26 May 2015 Management Team considered a report submitted by the Strategic Director which reviewed the provision of nine public car parks in the Borough and made a recommendation that a further report be submitted to a future meeting reviewing all 47 car parks.
4. It was agreed that the report would provide options on the car parks including retention, transfer to the Town and Parish Councils or disposal on the open market.
5. Since this time, car parks have been removed from the current programme for transferring services to Town and Parish Councils.
6. Parliament Street (Market Street) Car Park in Colne was transferred from Liberata Property Services to Neighbourhood Services in March 2015 and is now managed as a short-stay car park.
7. Pendle Council manages the enforcement of Colne Health Centre's car park as short-stay (maximum stay is two hours) on behalf of the NHS.
8. Barley Parish Council took over the management of Barley Car Park in March 2015.
9. This report was considered by Management Team on 28 February 2017.
10. Although this report does not consider the re-introduction of pay-and-display on car parks, the Executive may wish to consider a further report being brought to the Executive via Management Team considering this as an option on some or all of the town centre car parks in Nelson, Colne and Barnoldswick.
11. Management Team has proposed a rationalisation of car parks with a saving of £15,000 for 2018/19.

12. The table below shows the number of long- and short-stay car parks split into towns. A full summary of car parks together with usage information, costs and a recommendation can be found in Appendix 1.

| Town | Long-Stay | Short-Stay | Total |
|--------------------|-----------------|----------------|-----------|
| Barnoldswick | 8 | 0 | 8 |
| Barrowford | 1 | 0 | 1 |
| Brierfield | 3 | 1 (Long/Short) | 4 |
| Colne | 10 (+1 private) | 3 (+1 private) | 15 |
| Earby | 2 | 0 | 2 |
| Nelson | 10 | 7 | 17 |
| Grand Total | 35 | 12 | 47 |

APPENDICES TO THE REPORT

13. These constitute:
- Appendix 1: Summary of all the Car Park Details and Proposals;
 - Appendix 2: Breakdown of the Cost of Each Car Park (2015/16 Figures);
 - Appendix 3: Usage Surveys of Each Car Park;
 - Appendix 4: Details of Each Car Park (and Recommendation for Future Use); and
 - Appendix 5: The (Budget Book) Cost of Car Parking Provision in Pendle Year on Year.
14. The Executive may wish to concentrate on the colour-coded Appendix 1.
15. Car park usage surveys (Appendix 3) were carried out in October 2016 and January 2017. These surveys show how many vehicles were parking on any given car park in the morning, lunch time and evening over a seven-day period. It also shows, as a percentage, the capacity used on that visit and overall for the working week and a seven-day week.
16. A repair and maintenance survey was carried out simultaneously. In the past we have carried out an annual repair and maintenance survey of all the car parks to ascertain what work was required. However, since the removal of the asset maintenance budget for car parks, this annual survey has not been completed.
17. Information from the Council's Legal, Planning and Financial Services has been kindly provided. In addition, a great deal of assistance has been given by Liberata Property Services in collating this information and this is very much appreciated.
18. Appendix 4 provides a detailed narrative on each car park, together with comments from each of the Service Areas mentioned above, a recommendation and a location plan.
19. In the main, the study has identified three areas for discussion:

Retain as car park with no further action

These car parks are either managed as long- or short-stay car parks and are used in the best way for their location.

Transfer/sell or lease

These car parks are either under-utilised or are located near to businesses which may be able to make better use of the land. There is the potential to make savings in the region of £4,000 from these car parks, with further income from leasing the area.

Potential income from permits

These car parks are either used by town centre workers who move their cars every two and a half hours, or by residents who live in town centres. In both instances, complaints have been received on the lack of town centre parking. Potentially rather than having office workers moving their cars every couple of hours, the Council could benefit from business permit income.

In the case of Nelson town centre, it is suggested that the business permit could allow users to park on any of the short-stay car parks rather than limiting them to just one car park. It is suggested that a maximum of 50 permits should be introduced initially and reviewed after 12 months. It is suggested that £100 (including VAT) is a suitable charge for an annual permit bay. This would provide an annual income of £5,000.

20. Appendix 1 has been colour-coded to identify which of these areas each car park falls into.
21. In addition, a number of other recommendations have been made with regard to specific car parks. These include:
 - introducing short-stay disc parking on Wellhouse Road Car Park, Barnoldswick.
 - amending The Palace Car Park in Nelson from short-stay to long-stay.
 - increasing the resident-only permit charge on Cuba Street Car Park In Nelson from £30 to £50.

INCOME

22. Following a report to Colne and District Committee, the Executive on 23 October 2014 resolved that Thomas Street and Hawley Street Car Parks in Colne were made surplus to requirements and could be included in the disposal programme. There are no costs associated with these two car parks.
23. We retain rents from four car parks. These are:
 - (a) Edward Street, Colne: £4,500 (to Housing Pendle);
 - (b) Midgley Street, Colne: £252 (rental of bays to taxi operator);
 - (c) Stanley Street, Colne: £960 (rental of bays to taxi operator); and
 - (d) Nelson Town Centre: £82,005 (Tesco).

(all figures are inclusive of VAT)
24. We retain income for business permits on Cuba Street and Nelson Town Centre Car Parks (£480 and £300 respectively).

25. We provide enforcement and managerial support to the NHS for Colne Health Centre Car Park and achieve an annual income of £5,500 for this.

COSTS

26. The original budgetary cost for car parking in 2016/17 is £26,990 and is broken down as follows:

| | Actuals to date 31-03-17 | Revised 2016-17 | Original 2016-17 | Actuals 2015-16 | Budget 2015-16 |
|--|--------------------------------|--------------------|---------------------|--------------------|-------------------|
| Expenditure | | | | | |
| - Car Park-Related costs | | | | | |
| - Utilities (Gas/Elec Water) | 17,446 | 13,420 | 13,520 | 13,872 | 13,520 |
| - Buildings R & M | 6,799 | 13,020 | 13,020 | 13,878 | 13,020 |
| - Grounds R & M | 4,036 | 5,010 | 5,010 | 3,310 | 4,920 |
| - Admin: Building expenses | 2,527 | 2,540 | 2,500 | 2,422 | 2,420 |
| - General Rates | 57,577 | 55,160 | 55,160 | 55,377 | 55,160 |
| - Trade Refuse | 7,804 | 7,880 | 7,880 | 7,887 | 7,880 |
| - Off-Street Enforcement | 11,068 | 23,680 | 23,680 | 25,150 | 23,680 |
| - Resident Parking* | 0 | 1,500 | 1,500 | 0 | 1,500 |
| - Other (Parking Discs) | 5,600 | 8,750 | 8,710 | 9,944 | 8,710 |
| - Internal Market | 18,030 | 18,030 | 19,280 | 27,409 | 39,860 |
| - Internal Market (Resident Parking)* | 0 | 0 | 0 | 11,750 | 0 |
| | 130,887 | 148,990 | 150,260 | 170,999 | 170,670 |
| Income | | | | | |
| - Tesco** | 68,337 | 59,790 | 59,790 | 64,763 | 59,790 |
| - Business Permits/Rent/ Enforcement*** | 14,953 | 16,740 | 16,740 | 19,485 | 17,840 |
| - Off-Street Parking (PCNs) | 19,460 | 30,000 | 30,000 | 46,891 | 34,680 |
| - Resident Parking | 7,016 | 10,580 | 16,740 | 2,642 | 16,740 |
| | 109,766 | 117,110 | 123,270 | 133,781 | 129,050 |
| | | | | | |
| Net Income/(Expenditure) | -21,121 | -31,880 | -26,990 | -37,218 | -41,620 |

* This expenditure budget figure does not show true costs, ie staff costs. This is included in the 2014/15 (revised and original) Internal Market and an adjustment is done at year-end to Internal Market (Residents Parking) (as shown in 2013/14).

** Please note Appendix 4 Nelson Town Centre Car Park which refers to the current situation with regard to income and future use:

- The site contains the Council-owned car park and the privately-owned site of the empty Tesco store. Tesco holds the store building for the residue of a term of 35 years from 20 January 1986 from their landlord Shirestates Limited, with the benefit of an Agreement dated 20 January 1986 made between The Borough Council of Pendle (1) JA and MA Carter Investments Limited (2) and Gateway Foodmarkets Limited (3) which relates to use of the car park.*

- *Under the terms of the Agreement, the Council receives an annual payment, based on a multiplier (5 x) of the rates payable. For the duration of the Agreement, the Council is committed to pay the rates, maintain and keep Goitside Car Park available for short term shoppers' parking of private motor vehicles. Tesco does not have exclusive use of the car park.*

*** Colne Health Centre recharges for enforcing car park are included here.

27. Pay-and-display charges were introduced for off-street short-stay car parks in Nelson town centre in November 1986 at a charge of 2p for two and a half hours. Following an increase from 20p to 30p in 1992, they were removed.
28. Similarly, a Special Council on 3 December 1991 resolved not to introduce pay-and-display parking on three of Colne's town centre car parks.
29. Disc parking was introduced in 1998.

CONCLUSIONS

30. Many of the car parks were inherited in 1974 when Pendle was formed from the constituent authorities. The town centre ones are important to the economic viability. Some on the periphery are being used as residential car parks and some may be considered as not falling in to either category.
31. There is scope in Nelson (subject to the approval of Nelson Committee) to provide workplace parking to attract businesses to the town centre.
32. Despite the costs of car parking reducing over the years (see Appendix 5), we are still in a position where we need to make savings where possible, not only to reduce costs but also to be in a better position for the future viability of the retained car parks.
33. Of the 47 car parks in Pendle, 12 are currently managed as short-stay car parks. There is both the potential to reduce this number (in Nelson) and increase it in Barnoldswick.
34. The short-stay management of these car parks helps turnover of usage in the town centres. However, in Nelson there is evidence that the short-stay car parks are used by office/town centre workers who move their vehicles every two and a half hours.
35. It is recommended that:
 - thirty of the car parks should remain as they are;
 - further investigation to be carried out on eight car parks, with the potential for disposal, transfer or lease;
 - the remaining nine car parks be considered for the introduction of business/resident permit parking; and
 - consideration be given to a further report to the Executive via Management Team on the possible re-introduction of pay-and-display in Nelson, Colne and Barnoldswick.

IMPLICATIONS

Policy: None arising directly from this report.

Financial: As detailed within the report.

Legal: Any changes to the enforcement of off-street parking may require an amendment to the Off-Street Parking Order.

Risk Management: None arising directly from this report.

Health and Safety: None arising directly from this report.

Sustainability: By achieving efficiencies and gaining capital receipts, the Council can ensure the continued maintenance of the remaining public car parks.

Community Safety: Ensuring car parks are used for the intended purpose decreases the risk of antisocial behaviour.

Equality and Diversity: None arising directly from this report.

APPENDICES

Appendix 1: Summary of all the Car Park Details and Proposals. (Enc.)

The following appendices can be accessed via the following link on the Council's website:

<http://www.pendle.gov.uk/meetings/meeting/2326/executive>

Appendix 2: Breakdown of the Cost of Each Car Park (2015/16 Figures).

Appendix 3: Usage Surveys of Each Car Park.

Appendix 4: Details of Each Car Park (and Recommendation for Future Use).

Appendix 5: The (Budget Book) Cost of Car Parking Provision in Pendle Year on Year.

LIST OF BACKGROUND PAPERS

None.

Summary of Car Parks: Details and Proposals

Retain

Lease/Transfer/Dispose

Permit parking

| Name of Car park | No of bays | Long/Short-Stay | Average Use During Working Weeks (%) | Average Use During Full Week (%) | Cost of Car Park 15/16 | Recommendation |
|--------------------|-------------|-----------------|--------------------------------------|----------------------------------|------------------------|--|
| Brierfield | | | | | | |
| Cross Street | 26 | Long | 26% | 27% | £0 | Further investigation required into ownership of land with possibility of transferring to Housing Pendle |
| Holden Road | 24 | Long | 39% | 36% | £153 | Retain for car parking |
| Tunstall Square | 32 | Long/Short | 16% Short 38% Long | 22% Short 39% Long | £1,694 | Retain for car parking Consider increasing the number of long-stay bays |
| Wood Street | 19 | Long | 59% | 61% | £2,893 | Retain for car parking |
| Nelson | | | | | | |
| Booth Street | 16 | Short | 37% | 39% | £4,398 | Retain as short stay car park |
| Broadway | 44 | Short | 36% | 34% | £5,593 | Retain as short stay car park |
| Calder Street | 32 | Long | 41% | 50% | £15 | Retain for car parking |
| Carr Road | 58 | Long | 22% | 19% | £0 | Retain for car parking |
| Chapel Street | 67 | Long | 77% | 80% | £7,229 | Retain for car parking |
| Chatham Street | 20 | Long | 61% | 59% | £2,390 | Retain for car parking |
| Cuba Street | 23L/ 16R | Long/Res | 68% Long 55% Res | 75% Long 53% Res | £490 | Retain for car parking Increase the residents-only permit to £50 per annum |
| Every Street | 20 | Short | 23% | 28% | £1,547 | Retain for car parking Investigate the potential for permit parking |
| Garden Street | 25 | Long | 81% | 89% | £1,788 | Break lease and terminate |
| Leeds Road | 10 | Long | 52% | 50% | £1,500 | Retain for car parking |
| Nelson Town Centre | 159 | Short | 12% | 11% | -£65,076 | Retain as car parking Any future agreements should look at introducing some long-stay parking |
| Netherfield Road | 10 | Long | 48% | 49% | £1,746 | Retain the site as an asset and investigate the option of offering a lease of the site to local business |
| New Brown Street | 23 | Short | 58% | 63% | £1,965 | Retain for car parking Investigate the potential for permit parking |

| Name of Car park | No of bays | Long/Short-Stay | Average Use During Working Weeks (%) | Average Use During Full Week (%) | Cost of Car Park 15/16 | Recommendation |
|----------------------|------------|-----------------|--------------------------------------|----------------------------------|------------------------|---|
| Palace | 28 | Short | 26% | 24% | £165 | Retain for car parking Consider changing to long-stay car park or introduction of business permits |
| Rigby Street | 35 | Long | 43% | 50% | £37 | Retain for car parking Investigate the potential for business permit parking |
| Sagar Street | 16 | Long | 70% | 72% | £2,400 | Retain for car parking Consider introducing business permits |
| Stanley Street | 20 | Short | 27% | 30% | £259 | Retain for short stay car parking Consider leasing further parking bays to the Salvation Army |
| Barrowford | | | | | | |
| Greenfield Road | 30 | Long | 14% | 13% | £0 | Make enquiries with LCC regarding ownership |
| Colne | | | | | | |
| Colne Health Centre | 85 | Short | N/A | N/A | £5,500 | Maintain with Management Agreement with NHS |
| Colne Lane | 28 | Short | 53% | 47% | £2,324 | Retain for short stay car parking |
| Cross Skelton Street | 41 | Long | 51% | 45% | £2,160 | Retain for car parking Potential use for taxi bays for which we will retain an income |
| Dockray Street | 91 | Short | 35% | 31% | £0 | Retain for car parking Investigate the potential for business permit parking |
| Edward Street | 26 | Long | 89% | 71% | £4,500 | Retain for car parking as receive an income |
| Great George Street | 6 | Long | 98% | 93% | £288 | N/A – already agreed to dispose of the car park to Colne Town Council for nil consideration |
| Hawley Street | 16 | Long | 0% | 0% | £0 | Dispose for housing purposes |
| Linden Road | 83 | Long | 30% | 29% | £0 | Retain for car parking Recommend signage is erected |
| Market Street | 30 | Short | 54% | 47% | £1,783 | Retain for short stay car parking |
| Midgley Street | 34 | Long | 70% | 56% | £1,428 | Retain for car parking |
| Nelson Street | 44 | Long | 79% | 64% | £4,665 | Retain for car parking |
| Queen Street | 29 | Long | 71% | 69% | £1,746 | Retain for car parking Take no further action with regard to residents' parking as it would not be cost effective to line the car park |
| Stanley Street | 22 | Long | 104% | 87% | £960 | Retain for car parking |
| Thomas Street | 11 | Long | 7% | 5% | £0 | Dispose for housing purposes |

| Name of Car park | No of bays | Long/Short-Stay | Average Use During Working Weeks (%) | Average Use During Full Week (%) | Cost of Car Park 15/16 | Recommendation |
|---------------------|------------|-----------------|--------------------------------------|----------------------------------|------------------------|---|
| Windy Bank | 10 | Long | 82% | 67% | £0 | Retain for car parking |
| Earby | | | | | | |
| Albert Street | 52 | Long | 80% | 67% | £1,536 | Retain for car parking |
| Water Street | 8 | Long | 64% | 89% | £0 | Retain for car parking |
| Barnoldswick | | | | | | |
| Brook Street | 20 | Long | 95% | 94% | £576 | Retain for car parking Investigate the potential for permit parking |
| Jepp Hill | 5 | Long | 67% | 67% | £144 | Retain for car parking Investigate the potential for permit parking |
| North Avenue | 21 | Long | 36% | 33% | £0 | Retain for car parking Investigate the potential for permit parking |
| Rainhall Road | 48 | Long | 23% | 21% | £0 | Retain for car parking |
| Station Road | 22 | Long | 73% | 67% | £816 | Retain for car parking |
| Walmsgate | 18 | Long | 26% | 28% | £0 | Retain for car parking |
| Wellhouse Road | 93 | Long | 60% | 51% | £3,882 | Retain for car parking Recommend disc parking (short-stay 2.5 hours) |
| West Close Road | 38 | Long | 66% | 56% | £1,824 | Retain for car parking |