MOTT MACDONALD

Cheshire West and Chester Parking Strategy

Action Plan and Impact Assessment - Frodsham and Helsby

January 2018

Cheshire West and Chester Council

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1 Introduction

1.1 Document Context

Mott MacDonald has been commissioned by Cheshire West & Chester Council (CWaC) to undertake the Cheshire West & Chester Parking Study. The primary aim of this study is to:

> Carry out a review of all parking-related matters in Cheshire West and Chester to identify options and recommend future actions that are consistent with the corporate and sub-regional strategies and policies alongside future development and regeneration proposals.

Based on an extensive data collection and stakeholder consultation exercise, a Strategy Report was produced in 2016 which contained time-bound strategy recommendations for the following centres:

- Chester
- Ellesmere Port
- Northwich
- Winsford
- Neston and Parkgate
- Helsby
- Frodsham
- Rural areas (including Tarporley and Malpas etc).

The strategy was then subject to widespread public consultation, after which the recommendations were adopted by the Council, subject to pre-implementation Action Plans being prepared for each centre. These include Impact Assessments for any notable parking measures being proposed. The purpose of the Impact Assessments is to assess the potential economic, social, environmental and equality impacts of these measures, and to identify suitable mitigation where appropriate.

The purpose of this document is to present the Impact Assessment for Frodsham and Helsby.

1.2 Document Structure

This Impact Assessment document is structured as follows:

- Section 2 defines the specific measures proposed for Frodsham and Helsby in terms of on-street and off-street car parking tariff changes, potential maximum length of stay limits, and quality improvements at car parks
- Section 3 then describes the likely impact that these measures will have based on our analysis. This is separated into three sections:
  - Economic Impacts – mainly associated with tariff changes
  - Social and Environmental Impacts – mainly associated with potential displacement of car parking together with mitigating measures and the impact on air quality
  - Equality Analysis – mainly associated with varying impacts on protected user groups within the town
- Section 4 then provides a summary of the findings and recommendations from the Action Plan and presents a commentary on next step to implementation

2 Definition of Proposed Parking Measures

2.1 Introduction

The purpose of this section is to provide some definition to the parking measures proposed for Frodsham and Helsby by the Parking Strategy.

2.2 Impact Assessment Scope

The scope of the Impact Assessment for Frodsham and Helsby is to assess the impacts and any potential mitigation required for the following measures proposed by the Parking Strategy:

1. Revision of control methods for off-street and on-street parking tariffs to designate short and long stay parking provision to support the local economy and cater for retail, rail and leisure users
2. Implementation of a programme of car park quality review/improvement, including better compliance with standards associated with the provision of disabled bays

Further definition for each of these measures is provided in the following subsections.

It should be noted that the impact assessment does not take account of proposed special parking offers that may be introduced in addition to the core offer described here.

2.3 Parking Control Measures

2.3.1 Scope of Parking Provision

The following table lists the publicly available car parking provision in Frodsham and Helsby for which tariff change or maximum stay restriction measures are proposed. Discussions will be required with third party owners/operators, where relevant, in order to implement the changes proposed at car parks.

Table 1: Publicly available car parking where measures proposed

Ref	Name	Locality	Current Control	Capacity
PU68	Moor Lane	Frodsham	Free	37
PU69	Frodsham Station	Frodsham	Free	84
PU87	Station Car Park Extension	Frodsham	Free	58
PU93	Health Centre	Frodsham	Free	88
PU94	Will to Work Extension	Frodsham	Free	40
-	Main Street (bays)	Frodsham	Unrestricted	129
PU66	Station Avenue	Helsby	Free	23
-	Chester Road (bays)	Helsby	Some unrestricted; some maximum stay 1 hour	19

Source: MM

PU69 Frodsham Station car park refers to the Council-operated car park on the south side of the station, and not the Arriva Trains Wales operated car park on the north side; for the purpose of clarity, subsequent references to Frodsham Station car park refer to PU69, the CWAC operated car park, NOT the Arriva Trains operated car park. PU87 Station Car Park Extension refers to the informal car parking area to the rear of PU69. PU66 Station Avenue refers to the CWaC owned car park on the corner of Station Avenue and Chester Road; this is different from the Arriva Trains Wales operated car park immediately adjacent to the station. All subsequent references in this report to Station Avenue refers to the CWAC-operated car park and not the Arriva Trains Wales operated car park. The Arriva Trains Wales operated car parks in Helsby and

Frodsham were not included in the Cheshire West and Chester Parking Strategy because they are outside of CWAC's remit.

2.3.2 Current Parking Controls and Usage

At present, all car parks are free with no maximum stay restrictions, while the on-street parking at Helsby is also free; some are subject to a 1-hour length of stay restriction while others have no length of stay restriction. The on-street bays on Main Street are all unrestricted except for a number of blue badge holder only bays, which are not affected by this action plan and will remain unchanged.

Length of stay surveys were carried out at all of these car parks, except Station Avenue (Helsby), between 8am and 6pm on a school term-time weekday and Saturday in September and October 2016. For Station Avenue car park and Chester Road on-street bays in Helsby, a spot check occupancy count was undertaken on both a weekday and Saturday in Spring 2016.

Based on this data, the following tables show for a weekday and Saturday:

- The average car park occupancy across each survey period (where measured or calculated)
- The maximum car park occupancy achieved during the survey period
- The average length-of-stay per vehicle (where measured or calculated)
- Parking control recommendations

Table 2: Existing parking usage and tariff recommendations – Weekday

Ref	Name	Car Park Occupancy		Avg Length of Stay (hrs)	Parking Control Recommendation
		Avg	Max		
PU68	Moor Lane	93%	97%	4.4	Tariff required to increase availability for short stay use whilst maintaining a provision for long stay
PU69	Frodsham Station	93%	96%	7.5	Tariff required to increase availability for short stay use whilst maintaining a provision for long stay
PU87	Station Car Park Extn	34%	53%	3.1	Tariff required to increase availability for short stay use whilst maintaining a provision for long stay
PU93	Health Centre	87%	100%	2.1	No tariff for facility users, but maximum stay recommended (with staff exemption) to prevent long-stay displacement
PU94	Will to Work Extension	54%	100%	2.0	Tariff required to suit multiple user types while deterring excessive long-stay displacement
-	Main Street (bays)	76%	82%	2.9	No tariff but maximum stay recommended between 8am and 6pm (with resident exemptions) to remove long-stay use and dedicate to short stay use
PU66	Station Avenue*	N/A	100%	N/A	Recommend flat rate to suit long stay commuter market
-	Chester Road (bays)*	N/A	74%	N/A	Extended maximum stay of 1 or 2 hours between 8am and 6pm recommended

Source: Survey 2016
*Occupancies taken from spot check survey only

Table 3: Existing parking usage and tariff recommendations – Saturday

Ref	Name	Car Park Occupancy		Avg Length of Stay (hrs)	Parking Control Recommendation
		Avg	Max		
PU68	Moor Lane	76%	95%	2.5	As for weekday
PU69	Frodsham Station	60%	94%	2.8	As for weekday
PU87	Station Car Park Extn	12%	29%	2.4	As for weekday
PU93	Health Centre	30%	47%	1.7	As for weekday
PU94	Will to Work Extension	25%	51%	2.1	As for weekday
-	Main Street (bays)	81%	86%	2.7	As for weekday
PU66	Station Avenue*	N/A	26%	N/A	As for weekday
-	Chester Road (bays)*	N/A	84%	N/A	As for weekday

Source: Survey 2016
* Occupancies taken from spot check survey only

In the case of both towns, new parking controls are particularly needed to better manage the impact of rail-related parking. Currently, the free and unrestricted parking available near both rail stations is attractive to outside commuters who use the towns as Park & Rail locations. Although this has benefits in terms of taking car trips off the wider network, it results in a lack of short-stay daytime parking supply in both towns for retail-related uses and is a situation predicted to deteriorate further once the Halton Curve (new route between Frodsham / Helsby and Liverpool) is opened.

The above recommendations can therefore be summarised as the following aims to be met by the proposed parking control changes:

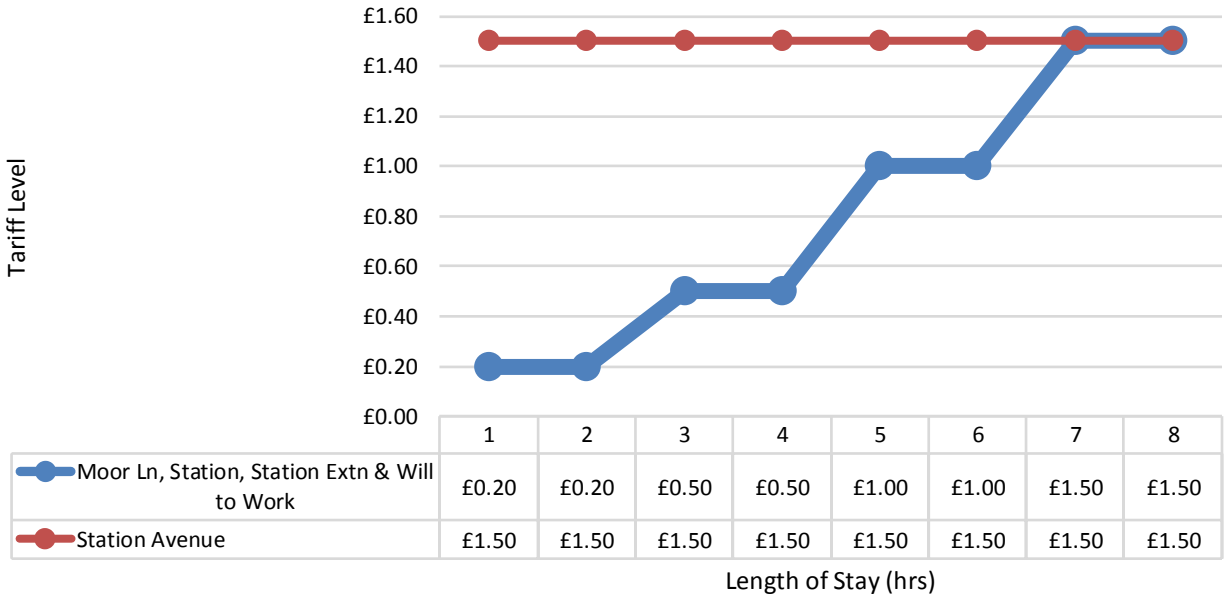
1. To better manage demand at limited car parking facilities, and
2. To prioritise parking locations for the most appropriate user groups

2.3.3 Proposed Parking Controls and Usage

In order to address the above recommendations and aims, the following chart shows the tariffs proposed for the above car parks. The same tariff is proposed to suit the needs of both a weekday and a Saturday, and to aid user clarity.

All of the proposed tariffs should be kept under continuous review to ensure that they deliver (and continue to deliver) the required strategy objectives.

Figure 1: Proposed tariff structures – Weekdays and Saturday



	1	2	3	4	5	6	7	8
Moor Ln, Station, Station Extn & Will to Work	£0.20	£0.20	£0.50	£0.50	£1.00	£1.00	£1.50	£1.50
Station Avenue	£1.50	£1.50	£1.50	£1.50	£1.50	£1.50	£1.50	£1.50

Source: MM

The rationale for each proposed parking control method is as described in the following table.

Table 4: Proposed parking control rationale

Car Park	Control Type	Rationale
Moor Lane	Short stay tariff	• Graduated tariff to control levels of long-stay commuter parking from commuters and to release capacity for short-to-medium stay local uses
Frodsham Station	Multi-user tariff	• Graduated tariff to control levels of long-stay commuter parking from commuters who travel from other areas and to release capacity for short-to-medium stay local uses
Station Car Park Extn	Multi-user tariff	• Same multi-user tariff to harmonise with adjacent Frodsham Station car park
Health Centre	Free with maximum stay restrictions and exemption for staff	• To prevent long-stay commuter displacement into this car park and to protect parking for Health Centre, library and leisure centre users.
Will to Work Extension	Multi-user tariff	• Same multi-user tariff to harmonise with nearby Frodsham Station car park to prevent long-stay commuter displacement in to this car park and to protect short-medium stay capacity
Main Street	Free with maximum stay restrictions and exemption for residents	• To prioritise parking for short-stay users in this core retail area and to prevent all-day commuter parking
Station Avenue	Long stay tariff	• Same long-stay rate as for Frodsham car parks, so as to prevent rail user displacement to this car park as a result of Frodsham tariffs
Chester Road	Maximum stay restriction	• Increased maximum stay length in on-street bays to cater for short stay displacement from flat rate tariff at Station Avenue car park

Source: MM

These proposed parking controls will help address the current imbalance caused by rail station parking in both towns, by introducing long-stay charges to moderate the rail demand while also prioritising parking for short-stay users where most needed. Blue badge holders will be exempt from charges in Pay and Display car parks providing they are displaying a valid blue badge. In larger ANPR controlled car parks, Cheshire

West and Chester residents who register for a micro-chipped blue badge will be entitled to four hours of free parking, in line with procedures already in place in Chester.

Whilst Station Avenue car park is not the official station car park for Helsby (which is operated by Arriva Trains Wales and situated immediately adjacent to the station), evidence from the strategy data collection exercise and from anecdotal evidence gained at consultation events indicates that this car park does nonetheless function as one. Length of stay surveys were not carried out at Station Avenue as part of this study, but prior to the implementation of the charge proposed, it is recommended that surveys be undertaken at the car park to confirm that this is indeed the case. Predicted car parking usage changes have not been calculated due to the lack of data, but they could be established using length of stay survey data if conducted.

The predicted effect of these proposed parking controls on the usage of each parking area in Frodsham is summarised for a weekday and Saturday in the following two tables. A description of the methodology applied to derive these results is attached in Appendix A.

Table 5: Predicted Frodsham parking usage and change from existing – Weekday

Ref	Name	Avg Occupancy		Max Occupancy		Avg Length of Stay (hrs)	
		Predicted	Abs Change	Predicted	Abs Change	Predicted	% Change
PU68	Moor Lane	72%	-21%	75%	-22%	3.9	-11%
PU69	Frodsham Station	64%	-29%	67%	-30%	7.0	-8%
PU87	Station Car Park Extn	24%	-10%	40%	-14%	2.6	-15%
PU93	Health Centre	68%	-19%	91%	-9%	1.7	-17%
PU94	Will to Work Extension	44%	-9%	87%	-13%	1.9	-9%
-	Main Street (Bays)	25%	-51%	28%	-54%	1.3	-56%

Source: MM calculation

Table 6: Predicted Frodsham parking usage and change from existing – Saturday

Ref	Name	Avg Occupancy		Max Occupancy		Avg Length of Stay (hrs)	
		Predicted	Abs Change	Predicted	Abs Change	Predicted	% Change
PU68	Moor Lane	65%	-10%	82%	-13%	2.3	-7%
PU69	Frodsham Station	48%	-12%	79%	-15%	2.5	-11%
PU87	Station Car Park Extn	10%	-2%	26%	-3%	2.2	-7%
PU93	Health Centre	28%	-2%	44%	-3%	1.6	-6%
PU94	Will to Work Extension	21%	-5%	43%	-8%	1.9	-9%
-	Main Street (Bays)	34%	-47%	48%	-38%	1.5	-44%

Source: MM calculation

As previously stated discussions will need to be had with third party owners/operators, where relevant, in order to implement new controls.

Because the above parking controls are all being introduced to parking areas which are currently uncontrolled, all car parks show an expected decrease in average and maximum occupancy rates, particularly on Main Street where maximum stay restrictions are introduced. However, the data also predicts a drop in the average length of stay for each car park, which suggests that the measures would help to reduce the current suppression of short-stay retail-related parking and increase the turnover of parking in the core retail area. It is equally expected that some of the above predicted occupancies would drop less than indicated as short-stay parking which is currently suppressed or displaced by long-stay parking would be released back into these car parks. This is a response that the above analysis is not able to predict (see

Appendix A), but is picked up to a degree in the displacement impact analysis presented below in the next section.

However, given that it is likely to take some time for the parking response to these measures to stabilise and settle, the usage of each car park will be monitored in the year after implementation of the changes, so that adjustments can be made to the parking controls if required to achieve the aims of the strategy. In particular, if the above tariffs do not sufficiently reduce long-stay external commuter parking in key car parks, such as Moor Lane, then the long-stay tariff level can be reviewed and/or a maximum-stay restriction be considered.

Regarding Helsby, the Cheshire West and Chester Parking Strategy recommended increasing the maximum stay waiting time for on-street bays on Chester Road. The current maximum stay for some bays of 1-hour limits the length of time customers can use shops and restaurants in the area. With a flat-rate tariff proposed for the nearby Station Avenue car park to manage rail commuter demand, it is recommended that some of the bays on Chester Road between Crescent Drive and Station Avenue are restricted to 1 hour and some to 2 hours, to encourage longer dwell times. Other time-limited bays may also be needed to cater for businesses and retail units in this area. These bays can absorb the short-stay users displaced from the Station Avenue car park.

As an additional measure, it is also proposed that a dedicated blue badge on-street parking bay is provided adjacent to the shops on Britannia Road in Helsby to improve accessibility in this location. Other restrictions may also need to be considered due to the congestion in this location.

Overall, it is concluded that the proposed parking control changes should achieve the above aims of the Parking Strategy:

1. To create greater user differentiation between car park types on a weekday and Saturday
2. To better manage demand at limited car parking facilities and allocate the most appropriate parking locations to the most appropriate user groups.

The parking controls are proposed to be introduced in the first half of 2018.

The potential economic, social, environmental and equality impacts of these changes are considered in the Section 3 of this document.

2.4 Car Park Quality Improvements

One element of the Cheshire West and Chester Parking Strategy is to improve the quality of car parks across the borough to improve the experience for users and make them feel safer, and therefore increase usage by appropriate user groups. For non-CWaC owned car parks, discussions will need to be had with owners to negotiate regarding quality improvements, as with the introduction of restrictions and tariffs. This will also improve the perception of the town centres, particularly for visitors and encourage visitors to return. This section sets out the specific improvements which should be undertaken at each relevant car park in Frodsham and Helsby. For each car park, a prioritised list of improvements is provided, with the highest priority improvement listed first. It is proposed that these improvements will start between March and June 2018, subject to discussions with third-party owners/operators of car parks.

All car parks would benefit from accurate signage on roads into Frodsham and Helsby, displaying capacity of car parks and the intended user (shopper, long stay etc). All car parks will require updated internal signage to communicate information on restrictions and tariffs.

Secondly, it is recommended that upgraded payment infrastructure is installed in all appropriate car parks as part of the programme of car park quality improvements. Some car parks in Chester have already seen the new ANPR-based (Automatic Number Plate Recognition) barriered pay on foot system implemented, and the same infrastructure should be rolled out in Frodsham and Helsby as well.

Finally, the disabled provision in all car parks requires review according to latest guidance on volume and sizes. This will ensure that all disabled bays are fully accessible and compliant with national guidance.

Next to each car park is a score to indicate the priority of carrying out quality improvements at car parks. Poor quality car parks are given a high priority score and should be improved sooner than better quality car parks.

It should be noted that the surveys on which the following recommendations are based were undertaken in Spring 2016.

2.4.1 Station Car Park Extension – High (Red)

Station Car Park Extension is a very poor quality car park. To raise it to a high standard, it urgently requires the following improvements:

1. Surfacing, bay markings and layout
2. CCTV
3. Internal signage
4. Lighting

2.4.2 Will to Work Extension– High (Red)

Will to Work Extension is a poor quality car park. To raise it to a high standard, the following improvements are recommended:

1. Surfacing, bay markings and layout
2. Lighting
3. Internal signage
4. CCTV (Closed Circuit Television)

2.4.3 Station Avenue (Helsby) – Medium (Amber)

Station Avenue is an average quality car park. To raise it to a high standard, the following improvements are recommended:

1. CCTV (Closed Circuit Television)
2. Lighting
3. Internal signage
4. Surfacing, bay markings and layout

In the longer term, significant investment there may be required to increase the capacity of Station Avenue car park to meet demand for station car parking. This could be done through decking it, once a review of car parking demand is undertaken following the implementation of tariffs.

2.4.4 Moor Lane – Medium (Amber)

Moor Lane car park is of average quality. The following improvements, in prioritised order, are recommended at Civic Way:

1. CCTV
2. Internal signage
3. Lighting
4. Surfacing, bay markings and layout

2.4.5 Frodsham Station – Low (Green)

Frodsham Station is a good quality car park. However, there is scope for improvements in the following aspects:

1. CCTV
2. Internal signage
3. Surfacing, bay markings and layout

In the longer term, there may be a requirement to increase the capacity of Frodsham Station car park to meet demand, such as through decking it, once a review of car parking demand is undertaken following the implementation of tariffs.

2.4.6 Health Centre – Low (Green)

The following improvements have been identified as priorities at Health Centre:

1. CCTV

2.5 Future aspirations

As a longer term aspiration, CWaC would like to discuss potential expansion of the privately owned Helsby Station car park with owners and operators (Network Rail and the Wales and Borders rail franchise holder), and other adjacent land owners with a view to creating a larger and potentially multi-storey facility at the station to better cater for existing and future Park and Rail demand. The potential need for other land to be acquired to create additional car parking provision to cater for increased demand has already been raised, and further discussions may be needed in due course. As noted above, additional capacity may be needed at Frodsham Station as well, to meet growing levels of demand once additional services are running via Halton Curve; this could be through decking or acquiring additional land.

In a similar vein, there is a short-medium term aspiration (within the next 5 years) for CWaC to discuss the future operation of the car park adjacent to WH Smith / Costa Coffee in Frodsham Town Centre, with a view to potentially taking control of this facility. This could potentially remain an isolated facility, or could alternatively be connected physically with the Will to Work Extension car park forming a larger combined facility with a common control and charging regime.

3 Parking Measures Impact Assessment

3.1 Introduction

The purpose of this section is to present an assessment of the potential impacts of the parking measures proposed for Frodsham and Helsby and to identify appropriate mitigation where required.

3.2 Economic Impact Assessment

It is often a concern of town centre retailers that any perceived increase in town centre parking restrictions will have a negative impact on trade. The purpose of this economic impact assessment section is to identify whether such concerns are valid for the above proposed parking measures and, if so, what mitigation measures are needed.

3.2.1 Rationale for Measures

Firstly, it is important to note that the rationale behind the introduction of the measures proposed by the Parking Strategy for Frodsham and Helsby is to better manage demand to suit the particular demands of the town centre. A brief summary of the rationale behind the measures is as follows:

Table 7: Summary of parking measure rationale

Measure	Rationale	Intended Impact on Trade
Off-street car park tariffs and on-street bay maximum stay restrictions	To encourage short-stay shopper-type parking in retail related car parks and on-street bays, and longer-stay commuter-type parking in car parks appropriate for this use	Positive
Car park quality improvements	To increase attractiveness of existing car park stock	Positive

Source: MM

When implemented in accordance with the outcome of the assessments in this section, these measures should therefore have a positive impact on the functioning of the town centres and hence on trade.

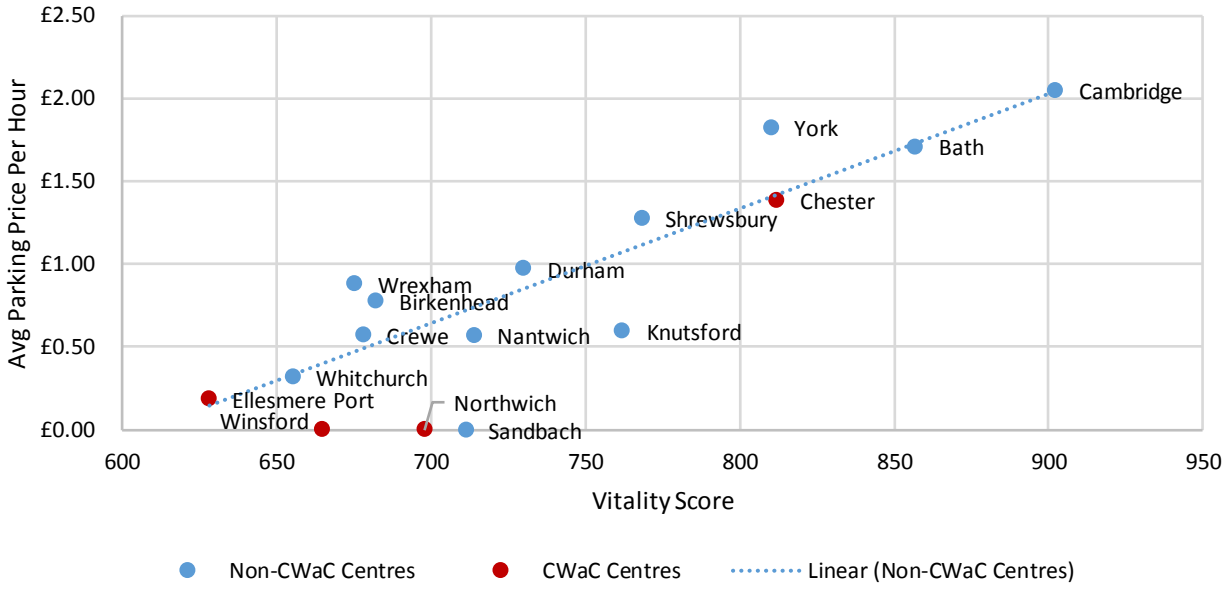
3.2.2 Proportionality of Measures

Current research suggests no evidence of a detailed quantifiable relationship between parking charges and footfall in a retail centre, as footfall is dependent on a much larger range of factors than just parking. It is not therefore possible to directly equate the above tariff change proposals to any potential impact on footfalls in Frodsham and Helsby.

However, empirical evidence does suggest that retail centres which are more attractive to shoppers and visitors are more likely to require higher parking charges to manage demand than centres which are less attractive. The following chart confirms this by comparing, for a range of centres comparable to CWaC centres, average parking prices per hour (measured across the first 6 hours) and retail centre vitality scores. The vitality scores are as issued by Harper Dennis Hobbs – a retail and commercial retail estate consultancy - and apply to 1,000 retail centres in the UK in 2017, taking into account a large range of factors that reflect economic health, including retail spend, population catchment size, retail vacancy rates etc. The average parking prices are calculated from Parkopedia.

Frodsham and Helsby are too small to have been included in the retail centre vitality scores produced by Harper Dennis Hobbs and so are not shown in Figure 2. But the figure demonstrates a strong positive correlation between parking tariffs and retail centre vitality for a range of towns and cities in the UK.

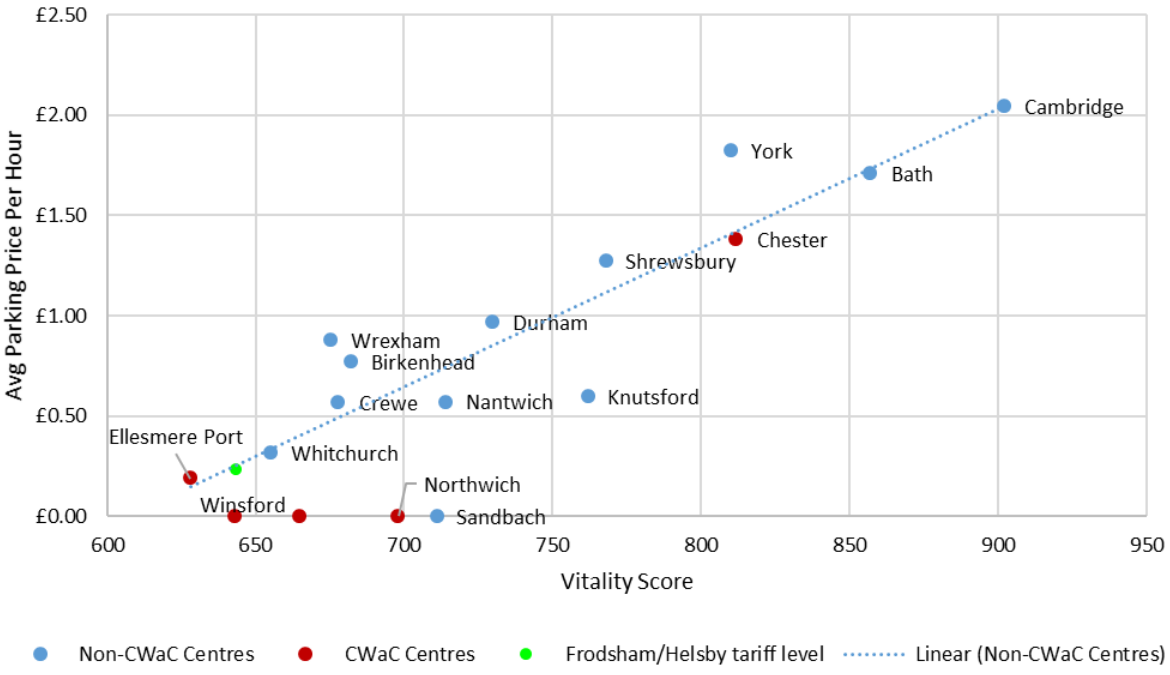
Figure 2: Average parking price vs retail centre vitality score



Source: Data from Parkopedia and Harper Dennis Hobbs - See Appendix D for the data table on which the latter is based

Following the above proposed off-street car park tariff changes, the average price per hour (measured across the first 6 hours) for all car parks in Frodsham and Helsby is predicted to be £0.23. The following chart shows the vitality score (in green) which this tariff rate would correspond to according to the average trendline.

Figure 3: Average parking price vs retail centre vitality score – Frodsham and Helsby revised tariff



Source: Data from Parkopedia and Harper Dennis Hobbs - See Appendix D for the data table on which the latter is based

This shows that the average tariff rate proposed for Frodsham and Helsby would correspond to a vitality score of 640 on the trend line. This corresponds to a vitality index in between Ellesmere Port and Whitchurch which is intuitively realistic. In practice, the vitality of Frodsham and Helsby is likely to be higher than that implied by this graph indicating that overall the pricing of car parking proposed is below that which may be expected for towns of Frodsham and Helsby's vitality.

3.2.3 Assessment Conclusion

Based on a review of the rationale behind the measures proposed by the Parking Strategy for Frodsham and Helsby, which is to positively impact the economies of the towns, and a favourable comparison of the proposed average parking tariff level against the towns' level of economic vitality, it is concluded that the proposed parking measures will not have a negative economic impact on the town, and should instead generate positive effects.

3.3 Social and Environmental Impact Assessment

The primary social and environmental impacts associated with the changes proposed for parking in Frodsham and Helsby are related to any displacement effects as a result of changes, particularly in relation to tariffs. The following sub-sections take each car park and on-street bays where changes are proposed in turn and note the potential impacts of any traffic displaced on adjacent streets and car parks. It assesses, in each case, the severity of any impact and also notes any potential mitigation measures that may help to reduce the severity of this. It should be noted that the analysis does not take into account the impact of specifically targeted parking offers and promotions to be rolled out in the near future.

3.3.1 Moor Lane

At present, 71% of Moor Lane users stay over 7 hours on a weekday. Forecasts indicate that a maximum of 8 of these long-stay vehicles will be displaced from the car park on a weekday, and 3 on a Saturday, as a result of the proposed parking tariff to release capacity for short-stay users. The uniform approach to tariffs in Frodsham means any short stay users are unlikely to displace from Moor Lane to another car park, but may displace to the free on-street bays on Main Street. The displaced long stay users may choose to displace to other nearby car parks which have sufficient capacity to accommodate the displaced vehicles. They may also displace into surrounding residential streets such as Ship Street, Park Lane, Princeway and Marsh Lane.

Potential Daytime Displacement: Up to 8 vehicles

Potential Mitigation Measure: Monitor impact on surrounding residential streets to determine whether a residents' parking scheme is needed

3.3.2 Main Street

The designation of Main Street as short stay bays, with a maximum stay of 2 hours, will enable these spaces to cater specifically for shoppers and other short stay users. All vehicles which stay over two hours at present will be required to move to another parking location. Displacement is likely to be in the region of up to 75 vehicles on both a weekday and Saturday, but the vacated spaces will be filled by short stay users who are currently forced to use other car parking facilities. There will be capacity to accommodate the long stay users in other multi-user car parks, but some may also be displaced onto surrounding residential streets.

Potential Daytime Displacement: Up to 75 vehicles

Potential Mitigation Measure: Monitor impact on surrounding residential streets to determine whether a residents' parking scheme is needed

3.3.3 Station, Station Extension and Will to Work Extension

It is recommended that these three car parks have the same multi-user tariff applied to all. Because of this, and their close proximity to one another, the displacement and associated impact of the new tariffs at these car parks have been assessed together. Displacement of around 38 cars on a weekday is forecast, and up to 18 vehicles on a Saturday – mainly long stay users. These vehicles are unlikely to displace from one car park to another, because the tariff will be the same in all. Some short stay users will likely displace to the two-hour maximum stay bays on Main Street.

Many of displaced users from Station and Station Extension car park will be all-day stay commuters who use Frodsham station choose to park here over other station car parks to avoid charges. Some commuters will therefore likely displace to stations closer to where they live rather than in to other parking provision within Frodsham. Short stay users or long stay users for whom there is no viable alternative station may displace on to surrounding streets. Streets at particular risk are Sandfields, London Road, Kingsway and Ship Street. Monitoring of the situation on these streets is recommended to ascertain whether a residents' parking scheme is needed in the future.

Potential Daytime Displacement: Up to 38 vehicles

Potential Mitigation Measure: Monitor situation on residential streets to determine whether restrictions are needed.

3.3.4 Princeway Health Centre

Because the Health Centre car park specifically exists to serve the health centre, library and leisure centre, a maximum stay restriction of 4 hours will be implemented here and usage will be restricted to people using the health centre, library and leisure centre. This will protect parking capacity for users of the three services from displaced vehicles owing to charges and maximum stay restrictions in other nearby parking provision.

It is difficult to calculate exact displacement from this car park as it will largely depend on user types, but it is likely to be low because most current users are likely to be facility users for whom 4 hours is long enough. The current vehicles which stay for more than four hours are likely to be staff at the facilities, but appropriate exemptions will be made for them and therefore they will not displace. All non-staff and non-facility users will need to move into the surrounding multi-user car parks of Will to Work Extension and the Station. Some transfer to surrounding residential streets such as Princeway and Queensway and monitoring of the situation on these streets is recommended to ascertain whether a residents' parking scheme is needed in the future, but the number of displaced vehicles is unlikely to be high enough to warrant any restrictions.

Potential Daytime Displacement: Minimal

Potential Mitigation Measure: Monitor situation on residential streets to determine whether restrictions are needed.

3.3.5 Station Avenue, Helsby

The car park here is predominantly used by station users for Park and Rail commuting. For this reason, the tariff implemented will be a flat rate of £1.50. Some on-street bays on Chester Road have a maximum stay restriction at present, to discourage station users from parking on street, while others are unrestricted. The maximum stay length for some of these bays is to be increased to 1 or 2 hours to cater for short stay users displaced from the car park, and to support longer dwell times for leisure and retail users. It is recommended that a mixture of 1-hour and 2-hour maximum stay bays are designated to offer a range of options for users. Parking on Station Avenue, Lodge Hollow, Chester Road north of the station, Crescent Drive and other residential streets is currently unrestricted, and demand can be high and negatively impact on local residents. Consideration of restrictions on these roads is recommended immediately, regardless of the impact generated by changes to the car park.

3.3.6 Summary

Table 8: Summary of Impacts

Car Park	Summary
Moor Lane	Displacement of short stay users to Main Street; long stay users may displace to other car parks or surrounding residential streets. Monitor residential streets.
Main Street	Long stay users may displace to other car parks or surrounding residential streets. Monitor residential streets.
Station, Station Extension and Will to Work Extension	Long stay users may displace to surrounding residential streets. Monitor residential streets.
Health Centre	Minimal displacement
Station Avenue, Helsby	Minimal displacement due to existing restrictions on surrounding streets, but unrestricted streets should be monitored.

The implementation of tariffs and maximum stay restrictions in Frodsham and Helsby will likely lead to some displacement, due to all car parks and on street bays having new maximum stay and/or tariff controls implemented. There will likely be some re-distribution of short stay users from car parks to the free on-street bays on Main Street, and long stay users from Main Street bays to car parks. Other long stay users may displace on to surrounding residential streets to avoid tariffs. The impact on residential streets should therefore be monitored over time to ascertain whether restrictions such as resident permit schemes are required to manage parking demand.

3.4 Equality Analysis

The third and final set of potential impacts that will be reviewed in light of the proposed changes associated with the Cheshire West and Chester Parking Strategy are those linked to equality and diversity. As a local authority and public organisation, Cheshire West and Chester Council has a duty to evaluate the impact of each of its schemes on protected groups. It does this by completing an Equality Analysis to capture the level of impact under a number of strategic headings.

This assessment has been completed for the Frodsham and Helsby components of the Parking Strategy and is appended to this document as Appendix B. The following sub-sections summarise each of the main findings in cases where there is considered to be a non-neutral impact on equality and diversity.

3.4.1 Race and Ethnicity

There is a potential barrier to using parking services for those whose first language is not English. The strategy will need to consider prioritised options for communication to contain this impact.

Impact: Low Negative

3.4.2 People with Disabilities

The parking action plan includes a programme of car park quality improvements, including ensuring compliance with standards for the number and size of disabled parking bays. Parking in Pay and Display car parks will remain free for blue badge holders, and free for Cheshire West and Chester residents who register for a micro-chipped blue badge in ANPR-controlled car parks.

Impact: Medium Positive

3.4.3 Carers

The parking action plan includes a programme of car park quality improvements, including ensuring compliance with standards for the number and size of disabled parking bays. This could potentially benefit the carers of disabled people.

Impact: Low positive

3.4.4 Summary

To summarise, the equality analysis has awarded the scheme a **'Low Impact'** score and recommends a process of continuous monitoring with outcomes to be reviewed in three years.

4 Findings, Recommendations and Next Steps

4.1 Findings

From the analysis undertaken in this Action Plan for Frodsham and Helsby with respect to the Cheshire West and Chester Parking Strategy, it is concluded that the predicted impacts of the strategy will be largely positive for each town centre and that, where potentially negative, can be resolved through appropriate monitoring and mitigation. The impact assessment results are summarised as follows:

4.1.1 Economic Impacts

Based on a review of the rationale behind the measures proposed by the Parking Strategy for Frodsham and Helsby, which is to positively impact the economies of Frodsham and Helsby, and a favourable comparison of the proposed average parking tariff level against the towns' level of economic vitality, it is concluded that the proposed parking measures will not have a negative economic impact on the town, and should instead generate positive effects.

4.1.2 Social and Environmental Impacts

The primary impacts are due to the potential for displaced demand from existing off and on-street parking locations as a result of the changes to tariffs. Because car parking provision in Frodsham and Helsby is to change from no restrictions to having some control method (maximum stay lengths and/or tariffs), it is inevitable that there will be some displacement of parking from one location to another.

In most cases this will serve to redistribute parking to ensure that it occurs in the most appropriate locations for the specific user groups. However, monitoring of surrounding residential streets will be needed to determine whether further restrictions, such as the introduction of residential parking zones, are required to address parking displacement impacts.

4.1.3 Equality Analysis

The equality analysis has awarded the scheme a 'Low Impact' score and recommends a process of continuous monitoring with outcomes to be reviewed in three years.

4.2 Recommendations

Based on an extensive data collection and stakeholder consultation exercise, a Strategy Report was produced in 2016 which contained time-bound strategy recommendations for Frodsham and Helsby. These include:

- Develop a joint strategy between Frodsham and Helsby to support long and short stay parking zones, manage demand and generate revenue for enhancement
- Implement a programme of car park quality review/improvement, including better compliance with standards associated with the provision of disabled bays
- Designate short and long stay parking provision to support local economy and cater for leisure/retail users

These are proposed in order to meet the following aims:

1. To create greater user differentiation between car park types on a weekday and Saturday
2. To better manage demand at limited car parking facilities and allocate the most appropriate parking locations to the most appropriate user groups.

It is considered that the recommendations on tariffs and quality will achieve these aims without significant negative impact under the headings described above. As such the recommendations are upheld following this analysis.

4.3 Next Steps

Following the publication of this Action Plan for Frodsham and Helsby, the following programme of measures is recommended:

- Commencement of implementation of Car Park Improvement Programme: March 2018 – June 2018
- TRO process for changes to tariffs/introduction of tariffs/length of stay restrictions: March 2018 – June 2018
- Introduction of changes to tariffs/introduction of tariffs/length of stay restrictions: March 2018 – June 2018

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A. Tariff Change Impact Prediction Methodology

A.1 Introduction

The purpose of this appendix section is to summarise how the demand response to tariff changes in off-street car parks has been calculated.

A.2 Demand Elasticities

Following the principle of supply and demand in a competitive environment, parking demand is generally inversely related to parking price. So if price goes up, demand is likely to go down, and vice versa.

The scale of this response, however, depends on the 'elasticity' level of the demand. If demand is highly elastic to change, then large responses can be seen from small changes in price. But if it is relatively inelastic, then lower response levels would be expected.

The degree of elasticity of the parking market for any particular car park depends on a range of factors, including the location and appeal of the car park, and the degree of competition, but researchers have derived average values based on empirical evidence. The average values employed for this analysis are taken from the 2010 Transport Research Laboratory document, 'Parking Measures and Policies Research Review', and are as follows:

Table 9: Parking demand elasticities employed

Parking Duration	Elasticity Value
0-2 hours:	-0.1
2-4 hours:	-0.3
4-7 hours:	-0.5
7+ hours:	-0.9

Source: Parking Measures and Policies Research Review, TRL, 2010

In practice, what these elasticities mean is that, for users who park for up to 2 hours, a 10% parking charge increase would result in a 1% drop in demand, while the same increase for users who park over 7 hours would result in a 9% drop in demand. 10% decreases in the price would yield the opposite result.

A.3 Application to Charged Car Parks

For car parks where there is already charging, the application of the above elasticities is straightforward. So, for example, if the price for parking up to 2 hours increases by 10%, demand for this duration would fall by 1%, while if it increased by the same amount for stays of over 7 hours, demand for this duration would fall by 9%. 10% *decreases* in the price would yield the opposite result.

A.4 Application to Non-Charged Car Parks

For car parks where there is currently no charge, the application of the above elasticities is less straightforward, as the introduction of a charge cannot be represented as a percentage change of the existing situation. Instead, a market-value parking-charge-per-hour is estimated for the car park from which a drop to zero would represent a 100% price drop and a demand increase as per the above elasticity values. The demand response for the reverse situation of increasing the tariff *from* zero is then calculated pro-rata according to what proportion of the estimated market-value price the increase represents.

For example, if a car park which is currently free is estimated to have a potential market value of 50p per hour, then the introduction of a 50p per hour charge would equate to a 100% price increase and therefore a decrease in demand according to the above elasticities as follows:

- 0-2 hours: -10%
- 2-4 hours: -30%
- 4-7 hours: -50%
- 7+ hours: -90%

The introduction of tariffs which are lower or higher than the estimated market value would then generate a pro-rata demand response. For example, the introduction of a 25p per hour charge would generate half the response level, as follows:

- 0-2 hours: -5%
- 2-4 hours: -15%
- 4-7 hours: -25%
- 7+ hours: -45%

A.5 Limitations

It should be noted that this is a simplified method of predicting demand responses to tariff changes in individual car parks, in the absence of any current evidence that would allow more sophisticated modelling. Such a method, however, inevitably comes with limitations which should be noted in the interpretation of the results. Particular limitations are:

- The elasticities are drawn from research, but represent an average response for all car parks in all situations. In reality, actual elasticities would likely vary per town and car park, and by time of year, day of week, time of day and user type. In the absence of more bespoke data, however, and in the interests of consistency, these averaged elasticities are the best data available for the purposes of this exercise.
- The elasticity approach indicates how demand may increase or decrease in a particular car park, but it cannot identify where affected demand would displace to or from. Judgment is required to assess this.
- Because the demand response is proportional to existing demand levels, even large price changes will only generate small responses if the existing demand level is low. This means that the response to measures aimed to stimulate new market sectors for a car park are likely to be underestimated.
- On a similar basis, the method is not able to take account of constrained demand. For example, if a tariff is introduced to a free car park to displace long stay parking so that short-stay shopper parking has priority, this method will show an overall drop in demand. In reality, however, the capacity released by displaced long-stay parking could be directly replaced by short-stay demand which is currently being suppressed. Judgment is therefore required to recognise where demand constraints may be in effect.
- Lastly, it is noted above that the method requires an estimate of a car park's potential market-value tariff in the case where a tariff is introduced to a car park where there is currently no charge. Though a reasonable estimate of market-value can be made through appropriate comparison, this additional user input to the process renders the outcome more subject to uncertainty.

B. Completed Equality and Diversity Proforma

Frodsham and Helsby Parking Action Plan

Main aims, purpose and outcomes and how does it fit in with the wider aims of the organisation:

In 2016 a borough wide parking strategy was developed with recommendations to provide a consistency of quality and management of local authority parking stock. Following a period of public consultation this was approved by cabinet in June 2017 and finally in September 2017 following scrutiny. Parking Action Plans have now been produced for key local centres to progress the implementation of the strategy.

Lead officer: Ken Prior (Manager, Parking Services)

Stakeholders: Residents (and representative groups), businesses (and representative groups) and Town and Parish Councils

Equality analysis is a valuable tool to help embed equality into everything we do

While process is important, equality analysis is essentially about outcomes

Lack of evidence of discrimination is not evidence of a lack of discrimination

It is not acceptable to say that a policy is applied uniformly to all groups and is therefore fair and equal. Applying a policy or procedure consistently may result in differential outcomes for different groups.

For each of the areas below, an assessment needs to be made on whether the policy has a **positive, negative or neutral impact**, and brief details of why this decision was made and notes of any mitigation should be included. Where the impact is negative, this needs to be given a **high, medium or low assessment**. It is important to rate the impact of the policy based on the current situation (i.e. disregarding any actions planned to be carried out in future).

High impact – a significant potential impact, risk of exposure, history of complaints, no mitigating measures in place etc.

Medium impact –some potential impact exists, some mitigating measures are in place, poor evidence

Low impact – almost no relevancy to the process, e.g. an area that is very much legislation led and where the Council has very little discretion

	Neutral	**Positive**	**Negative**

Target group / area			
Race and ethnicity (including Gypsies and Travellers; migrant workers, asylum seekers etc.)			Barrier to using services for those whose first language is not English. Will need to consider prioritised options for communication to contain this impact. **LOW IMPACT**
Disability (as defined by the Equality Act - a person has a disability if they have a physical or mental impairment that has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities)		The parking action plan includes a programme of car park quality improvements, including ensuring compliance with standards for the number and size of disabled parking bays. Blue Badge holders will be exempt from charges in line with current system in operation in Cheshire West and Chester. **MEDIUM IMPACT**	
Gender	Identified no aspects of this work that will have any impact based on gender.		
Gender identity (gender reassignment)	Identified no aspects of this work that will have any impact based on gender identity.		
Religion and belief	Identified no aspects of this work that will have any impact based on religion and belief.		
Sexual orientation (including heterosexual, lesbian, gay, bisexual)	Identified no aspects of this work that will have any impact based on sexual orientation.		
Age (children and young people	Some concerns have been		

aged 0 – 24, adults aged 25 – 50, younger older people aged 51 – 75/80; older people 81+. The age categories are for illustration only as overriding consideration should be given to needs)	raised regarding the introduction of charging and maximum stay lengths, which could have a negative impact on age categories with traditionally lower levels of income such as school leavers, students, and senior citizens. The introduction of tariffs will raise the price of parking; however, the prices are low and on-street parking bays will remain free. The designation of different car parking locations for different user groups will enable older people, who are likely to be short stay users and less mobile, to park closer to the core retail area.		
Carers		The parking action plan includes a programme of car park quality improvements, including ensuring compliance with standards for the number and size of disabled parking bays. This could potentially benefit the carers of disabled people. **LOW IMPACT**	
Rural communities	Some concerns have been raised regarding the introduction of charging and maximum stay restrictions, which could have a negative		

	impact on car reliant individuals. However, the tariffs are low and the restrictions will help to manage demand as those for whom the journey is feasible will be encouraged to use sustainable methods, therefore freeing up space for those for whom a car is necessary.		
Areas of deprivation	Concerns have been raised about the negative impact on car users generated by the implementation of tariffs. However, the low tariffs especially when compared to the cost of running a vehicle in general, combined with the low levels of deprivation in the area are low mean disproportionate impacts will be minimal. The maximum stay restrictions will help generate turnover of spaces in the retail areas, thus supporting economic vitality of retail provision.		
Human rights	Identified no aspects of this work that will have any impact on Human Rights.		
Health and wellbeing (consider both the wider determinants of health such as education, housing, employment, environment, crime and transport, as well as the	Identified no aspects of this work that will have impacts on health and wellbeing		

possible impacts on lifestyles and the effect there may be on health and care services)			
Procurement/partnership (if project due to be carried out by contractors/partners etc, identify steps taken to ensure equality compliance)	Equality compliance is embedded within the council's policy and procedure with regards to infrastructure works undertaken by the council's term contractor and with regard to procurement of car park payment and management technology.		

Evidence (see guidance note for details of what to include here):

A 12-week public consultation was undertaken as part of the development of the borough wide parking strategy. The consultation was widely publicised including media releases, publication on the Council website and through the Council's social media channels and public events.

The consultation documents were made available on the Council's website and were provided on request in hard copy format. Consultation documents were available in a variety of formats (including audio, Braille, large print, and other languages) and consultation surveys could be completed on-line or by completing a printed copy.

The feedback received has influenced the development of the strategy. Proposals to introduce charging for disabled parking has not been progressed following concerns received that in some cases individuals with a disability may have a lower income and introducing charges would have a negative impact on this group.

At the request of the council's Scrutiny Panel an economic analysis of impact of introducing the Frodsham and Helsby Car Parking Action Plan on the economic performance of Frodsham and Helsby, and modelling of the demand response to the implementation of tariffs has been undertaken. In addition, a social/environmental analysis of impact of introducing above measures (e.g. displacement, triggering the need for any mitigating measures such as additional restrictions or RPZs; or air quality benefits or disbenefits.

This further work has concluded that the proposed tariff changes will:

1. To create greater user differentiation between car park types on a weekday and Saturday
2. To better manage demand at limited car parking facilities and allocate the most appropriate parking locations to the most appropriate user groups.

Improving the quality of car parks through these aspects will improve the experience for users and make them feel safer. This will likely improve the perception of the city centre, particularly for visitors and encourage visitors to return.

Waiting restrictions will prevent long stay users displacing to immediate area around car park. Displacement to nearby terraced residential areas is a risk; situation to be monitored to decide on further restrictions.

Actions required	**Key activity**	**Priority**	**Outcomes required**	**Officer responsible**	**Review date**
Review impact of Parking Action Plans	Monitor for adverse trends	Medium	Trends adversely affecting residents and visitors are identified at an early stage	Manager Parking Services	November 2019

Sign off	
Lead officer:	Ken Prior – Manager, Parking Services
Approved by Tier 4 Manager:	Vanessa Griffiths - Manager, Regulatory Services
Moderation and/or Scrutiny	
Date:	
Date analysis to be reviewed based on rating (high impact – review in one year, medium impact - review in two years, low impact in three years)	Low impact - 2021

Please forward the completed Equality Analysis to the Equality and Diversity Managers for publishing on the Council's website

C. Supplementary Data Tables for Figures

C.1 Data Supporting Figures 3 and 4

Table 10: Average parking price vs retail centre vitality score

Town	Population	Vitality Score	Avg Parking Price per hour
Wrexham	61,603	675	£0.88
Shrewsbury	71,715	768	£1.27
Nantwich	17,424	714	£0.57
Whitchurch	9,781	655	£0.32
Middlewich	13,595		£0.00
Birkenhead	88,818	682	£0.77
Sandbach	17,976	711	£0.00
Deeside	53,568		£0.05
Knutsford	13,191	762	£0.60
Crewe	83,650	678	£0.57
Northwich	27,914	698	£0.00
Winsford	29,797	665	£0.00
Neston	14,698		£0.00
Bath	88,859	857	£1.71
Durham	65,549	730	£0.97
York	153,717	810	£1.82
Cambridge	131,800	902	£2.05
Chester (Current)	82,459	812	£1.38
Chester (Proposed)	82,459	812	£1.35
Ellesmere Port (Current)	60,787	628	£0.19
Ellesmere Port (Proposed)	60,787	628	£0.18
Frodsham and Helsby (current)	13,988		£0.00
Frodsham and Helsby (proposed)	13,988	640+	£0.23

Source: CWaC population stats taken from 2014 BRES data; Vitality Score from Harper Dennis Hobbs (2017); Frodsham and Helsby estimated vitality score based on parking price and trend line