Parking Management and Land Use Regulations Seminar
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Workplace Parking Levy – A new UK Instrument?

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1 Outline

This paper seeks to inform the seminar's parking policy development and thinking by outlining the story of the real life example of Nottingham in England's Midlands. The paper will seek to demonstrate United Kingdom and Nottingham context, look at the relatively recent changes in transport and parking policy and in particular outline the work Nottingham has done to consider the introduction of a Workplace Parking Levy (WPL) in the City.

The paper concludes by looking at some views on future direction and next steps.

2 UK Context

The previous presentation has outlined in some detail the UK context, but from a local authority perspective the last 8 years have been very exciting in transport planning. Following the election of the new labour Government in 1997 subsequent new integrated transport planning policies at the national level sought to shift priority between public and private transport provision, reduce the need to travel and recognise the close relationship between transport and land use transport planning.

Cities and their regions are recognised as key economic drivers in the national context and issues such as managing congestion through demand management and intervention rather than though large infrastructure investment in capacity increases is now the main thrust of urban planning.

One of the most important changes introduced in the late 1990's was the requirement for local authorities to produce new 5 year Local Transport Plans (LTP) with clear targets supported by a programme of transport investment and policies.

Performance of local authorities in meeting the targets is closely monitored by the Government through the publication of an Annual Progress Report (APR).

Government assessment of this report determines financial allocations for the following year and therefore allows close intervention by the national Government in the actions of local authorities.

3 Some General Nottingham Context

3.1 Facts and Figures

Appendix A to this paper sets out a comprehensive profile of Nottingham.

Nottingham is one of England's 8 'Core Cities', which are the main urban areas outside London. Whilst the City Council boundary is relatively tightly drawn and does not cover the whole of the built up urban area, in transport terms 'Greater Nottingham' as shown on the plan below is the key planning unit.

Total Population	**630,100**
City of Nottingham	273,900
Surrounding County suburbs	273,800
Surrounding County settlements and rural area	82,400

Total population in the Travel-To-Work Area increases to 742,000

Nottingham is a successful regional centre, the effective capital of the East Midlands Region in England. It is the major retail destination within the region and has two very popular and successful universities.

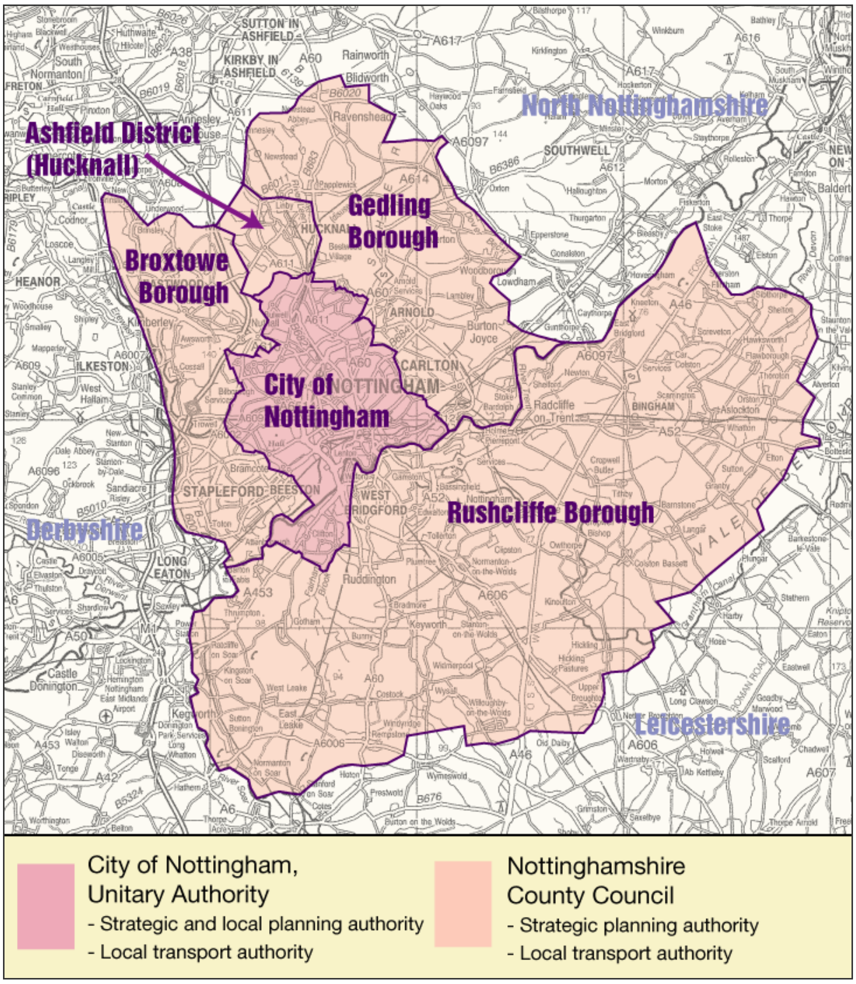
Whilst manufacturing jobs have declined in recent years, a pattern common to most urban areas in the UK, it has a relatively strong service sector.

Number of Jobs

Area	Jobs
City Centre	58,500
Nottingham City	179,400
Greater Nottingham	286,500
England	22,302,100

Number of Jobs by Broad Industrial Group, 2003

Sector	Nottingham	Greater Nottingham
Agriculture/Energy/Water*	500	2,900
Manufacturing	16,600	32,100
Construction	5,800	12,700
Services, of which…	156,500	238,800
Retail/Hotels/Restaurants	42,700	70,300
Transport/Communications	7,900	13,600
Business & Professional	41,100	54,100
Public Admin/Education/Health (inc Other Services)	64,800	100,800
Total	179,400	286,500



In transport terms the following data is highlighted of particular interest:

Car Ownership (Households)

Nottingham	55%
Greater Nottingham	68%
England	73%

Public Transport Usage (journey to work)

City Centre	41%
Nottingham	22%
Greater Nottingham	16%

Figures %	Work at home	Metro/tram	Train	Bus	Motor cycle	Car as driver	Car as passenger	Taxi or minicab	Bicycle	On foot	Other
City Centre	0.3	0.1	4.2	36.8	0.4	42.2	5.7	0.9	2.1	7.1	0.2
Nottingham City	3.9	0.1	1.6	20.3	1.0	54.4	6.1	0.4	3.1	8.9	0.2
Greater Nottingham	7.6	0.0	1.2	15.1	1.0	55.3	6.1	0.4	3.2	9.9	0.2
Nottingham TTWA	7.7	0.0	1.1	13.9	1.1	55.5	6.2	0.4	3.4	10.4	0.3

The relatively low levels of car ownership and very high levels of public transport use are partly a reflection of the very high quality of public transport provision in Nottingham.

There are only two main bus companies, one of which, Nottingham City Transport, is controlled by the local authority. Bus networks are stable and extensive, serving a compact urban area.

Bus user satisfaction levels are very high compared to the national average, as is the average age of buses, demonstrating forward thinking operators willing to invest to secure future patronage growth.

Table 4.3: Mode of Travel to Work by **Travel to Work Area** (Three-Cities and Core City Comparisons)

Figures %	Work at home	Metro/tram	Train	Bus	Motor cycle	Car as driver	Car as passenger	Taxi or minicab	Bicycle	On foot	Other
Nottingham	7.7	0.0	1.1	13.9	1.1	55.5	6.2	0.4	3.4	10.4	0.3
Derby	7.8	0.0	0.7	7.0	1.4	62.5	6.7	0.5	3.3	9.8	0.2
Leicester	9.0	0.1	0.7	9.3	0.9	59.1	6.7	0.3	3.2	10.5	0.3
Birmingham	8.0	0.3	3.3	13.1	0.8	58.4	6.4	0.5	1.5	7.5	0.2
Bristol	8.0	0.0	1.3	8.6	1.6	59.8	6.2	0.2	3.3	10.7	0.3
Leeds	6.5	0.1	3.4	15.3	0.8	55.9	7.1	0.6	1.2	9.0	0.2
Liverpool	6.2	0.5	4.7	13.4	0.8	53.9	7.4	1.4	2.0	9.4	0.3
Manchester	7.6	1.3	2.5	10.2	0.8	59.1	6.6	0.8	1.9	9.0	0.3
Tyneside	7.3	5.0	1.0	13.7	0.6	52.2	8.5	0.8	1.5	9.0	0.4
Sheffield	7.1	2.0	0.9	15.3	0.8	56.0	6.9	0.3	1.0	9.3	0.3

Source: 2001 Census

3.2 Nottingham's Transport and Planning Powers

Nottingham City Council is a Unitary Authority responsible for:

Land use planning
Highway planning (since 1998)
Public transport regulation and provision of non-commercial bus services (since 1998)
On street parking enforcement control (since 2002)

It also operates two large bus based park and ride sites, (1,500 spaces) and owns Nottingham City Transport, the largest of the two main Bus companies operating in Nottingham.

The City Council is Joint Promoter of Nottingham Express Transit, the City's new tram company, which was built as a Private Finance Initiative by a consortium including Nottingham City Transport as its operator. The tram operates along 14 km of route and serves a further 3,000 park and ride spaces.

Plans for phase 2 of NET are well advanced and would provide a further 17km of line and two more park and ride sites.

This track record reflects the extent of these powers and influences which has enabled Nottingham to do well in responding to the new transport context.

Many of the new national policies were closely aligned with local political aspirations, and the new LTP Process allowed the city make a new renewed commitment to transport. The City Council has a vision of Nottingham as an internationally competitive City with continued economic growth. To achieve this it identifies that traffic growth has to be contained and high quality public transport alternatives must be available to all. The aim is to keep the City moving, reduce road congestion, ensure the timely arrival of commuters, goods to market and maximise the numbers of people accessing Nottingham's shops and leisure opportunities.

Nottingham has had a clear planning and transport policy position over the last 10 years and the new LTP system has unlocked substantial government investment with one of the highest funding per head of population of any major city in the country. This is partly as a result of our transport performance, reflected in the assessment of the Commission for Integrated Transport quoting Nottingham as one of the three most successful cities in containing traffic growth and increasing bus use.

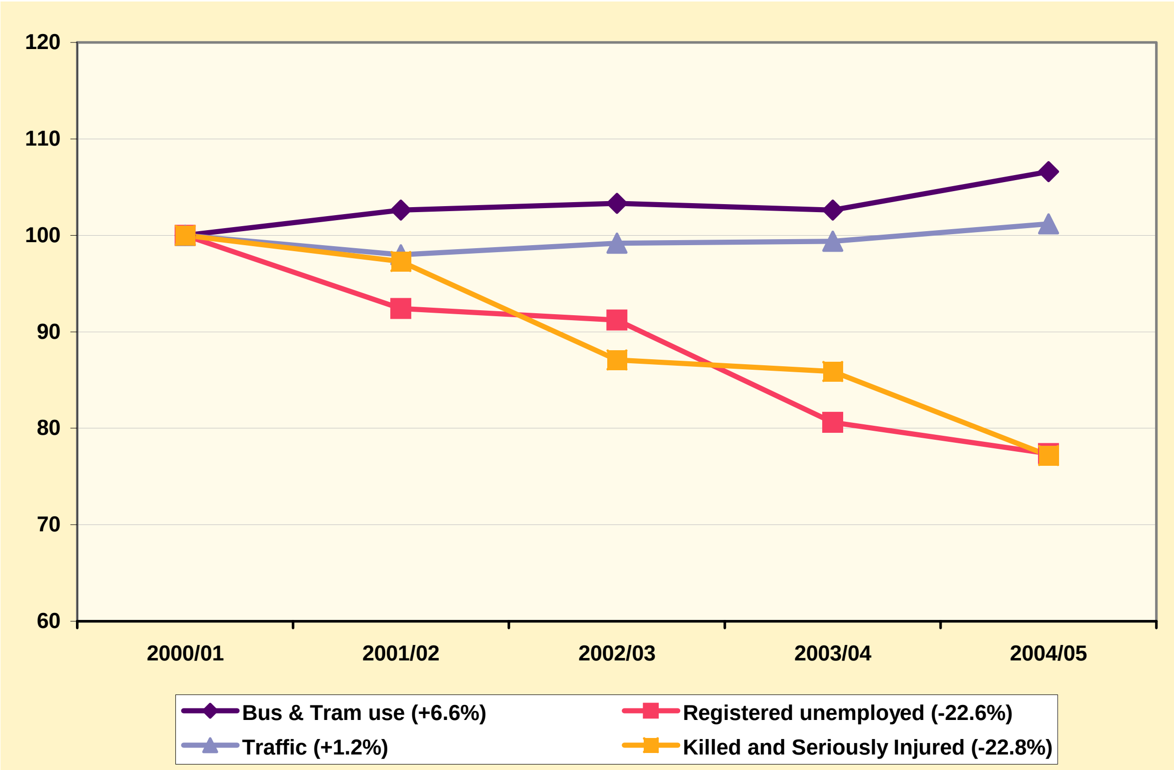
Even greater challenges will be faced in the future, as projected national traffic growth to 2011 is 20 - 25%. Because of Nottingham's policy and funding commitment it is projected that Nottingham's growth will be less than half that rate. However, this will still mean a significant increase in congestion unless new proposals are developed to tackle the problem.

Rising traffic levels create increased congestion, imposing a growing burden on the business sector. With more jobs and rising prosperity, traffic levels have increased nationally by 50% between 1980 and 1997 while public transport patronage has reduced by 45%.

The challenge facing many urban areas in the UK is to achieve more efficient and sustainable travel without hindering economic growth. The usual pattern is increasing economic growth with associated traffic growth and congestion.

Since 1997 this pattern has been broken in Nottingham. Traffic levels have stabilised at or around the 1997 level and public transport patronage has risen by about 7% from 2000 to 2004. Employment has increased by 12% from 1991 to 2001. This shows that with the right transport, land use planning and demand management measures it is possible to cater for increased economic activity without traffic increasing.

Key Transport Trends in Greater Nottingham



Significant progress towards core Government transport performance indicators has been achieved over the period to date relating to LTP1, notably:

- **Traffic growth** has been contained to just 1.2% over the period, far lower than previously and lower than comparable other cities in the UK,
- **Public transport use** has grown by 6.6% from an already high base whilst the trend for public transport use outside London has been a decline,
- **Road casualties** in terms of numbers of people killed or seriously injured has reduced by 22.8% meaning the authorities are likely to exceed the Government's target, and
- **Economic growth** has been sustained over the period demonstrated by continued falls in the number of people registered as unemployed better than the national average.

There is however, some risk that Nottingham's success will be curtailed without additional transport measures. Car ownership and use is predicted to grow, and the huge increase in LTP funds since 1998 (used to improve public transport alternatives) is unlikely to be maintained.

To continue to successfully manage growth it is therefore considered there will be a requirement for further substantial investment in infrastructure, public transport services and demand management. Broad support has been secured for this vision as set out in the Greater Nottingham Local Transport Plan and actively promoted by the business led Greater Nottingham Transport Partnership, who advise the Council on strategic transport issues.

In developing and implementing an enhanced transport strategy consideration needs to be given to the importance of Nottingham to the regional economy. Nottingham is ranked the fourth best shopping destination behind London's West End, Glasgow and Leeds and ahead of Manchester. When measured in terms of requests for commercial property, Nottingham is ranked 14th for in-town destination and 32nd out-of–town. Hence transport proposals, in particular in relation to demand management, must recognise the regional importance.

3.3 The Big Picture: Nottingham's new Greater Nottingham Local Transport Plan

The ‘Big Picture’ is the 10-15 year transport vision for the Nottingham city region. It is an integrated transport plan, including national and regional road improvements, rail, tram and bus infrastructure and service improvements, Park and Ride sites and interchanges. Highlighted priority projects are the Midland Station Masterplan, the A453 (M1 to Nottingham) trunk road improvement and Phase 2 of the Nottingham Express Transit tram network (NET). The investment plan will be reinforced by demand management measures to make the best use of the existing networks, and a travel education and awareness programme supported by the pioneering Big Wheel initiative.

The various transport networks in the LTP are carefully planned to link with development proposals and support sustainable growth of Nottingham. Development sites are located close to public transport, either in the City Centre Regeneration Zones or in edge-of-town Brownfield sites, so that access to new jobs and services is not dependent on car ownership. Existing employers are encouraged to develop travel plans for their staff, who will often be able to use the new buses or trams to get directly to work. Interchanges will allow other passengers to transfer easily and safely where direct routes are not available. NCC will facilitate and promote the management and reduction of traffic and congestion in Nottingham City centre implementing measures and practices that will decrease congestion and encourage the uptake of public transport

Key

- New / improved roads (mms & majors)
- Bus priority routes
- Rail lines, new stations
- Rail lines, existing stations
- NET lines
- Longterm NET lines
- Nottingham Station interchange
- Other interchanges
- Park and Ride
- Main roads
- River Trent

1. A453 improvement
2. A52 dualling - mms proposal
3. A46 dualling - programmed
4. 4th Trent crossing
5. Ring Road improvements
6. M1 widening - mms proposals

4 Parking Policy

Within this LTP context Parking policy is considered in Nottingham to be one of the most powerful tools available in managing travel demand in terms of location, pricing and times of availability. We recognise the need to adopt an integrated approach to controlling parking provision and its use in the context of land use and transport planning. The adopted parking strategy does however seek to balance the demands for parking in a way which maintains economic viability and reduces congestion.

The strategy sets the context for an integrated demand management approach to managing parking adopts a comprehensive restraint based approach to managing parking provision, based around the following elements:

- On-Street and Off-Street Parking Controls,
- Restraint based development control policies, and
- Workplace Parking Levy

The nature of travel patterns in the Plan area are such that greatest demand for parking exists in the City and district centres, and to a lesser degree around employment sites and associated with major leisure facilities such as the football grounds and the National Ice Centre. The parking policies adopted have been developed to respond to these pressures in a manner consistent with Government Guidance as set out in PPG 13 and PPG 6 and are consistent with parking policies in the Regional Planning Guidance.

4.1 On-Street and Off-Street Parking Controls

Demands for on-street parking are varied, relating to commuter or business use close to employment sites, shopping or tourism related uses close to the City, district centres and shopping centres on radial routes and residential demands in areas of high density housing with limited parking provision off street. As pressure to use land more efficiently increases, off-street parking provision will become more restrained and reduced and it will become more necessary to manage and prioritise the use of on-street parking carefully.

In the mid-1990s a Controlled Parking Zone (CPZ) was introduced in the City Centre. This meant that the usage of every section of kerbside space was controlled by a Traffic Regulation Order which was aimed at rationalising on-street parking provision and providing short-term parking for shoppers and visitors.
However, a shortfall in adequate levels of enforcement resulted in widespread abuse of the CPZ so, in response, in 2001 the City Council introduced on-street parking

charges using a system of pay-and-display meters. These permitted short-term parking only and provided the resources to enforce parking bays, but not for other parking violations.

Building on these steps, the City Council introduced Decriminalised Parking Enforcement in October 2002. This gave the authority the powers to enforce all on-street parking throughout the City's administrative boundary.

The powers to enforce parking offences effectively has significantly increased the ability to manage the network and ensure that short-term parking spaces are not used/abused by commuters and remain available for shoppers and visitors. The alternatives for commuters without a parking space provided by their employers are limited to using off-street parking, park and ride or transfer to other sustainable modes.

4.2 Residents' Parking Schemes

Residential areas, throughout the conurbation, subject to external parking pressures are considered for residents' parking schemes subject to resources being available. As City Centre parking has become more restrained through pricing and effective enforcement, these pressures increase and additional restrictions and enforcement need to be put in place. In addition, the level of parking control within residential areas along the route of NET Line 1 was increased to ensure that informal Park and Ride associated with the new tram-line did not exacerbate local parking problems.

4.3 Management of the Supply and the Control of Pricing of Off-Street Parking Provision

Off-street parking provision serving Nottingham **city centre** comprises:

-Around 10,000 Public off-street parking spaces (multi-storey and surface car parks),
-5,000 Park and Ride spaces (tram based, bus based and rail based), and
-Around 5,000 Private (non residential) parking spaces.

The charging structure of the various types of parking controlled by the City Council seeks to prioritise short-term shopper and visitor parking in the City and district centres, with progressive increases in the charges for longer-term parking. Charges for Park and Ride are also set to be consistent with the parking strategy. The off-street parking pricing policy seeks to discourage all day commuter parking. Although a certain amount of this is available, the cost is prohibitive to many users and certainly far in excess of using the alternative, more sustainable modes.

The establishment of a Workplace Parking Levy in the City would complement other on-street and off-street parking policies and allow a comprehensive, strategic view to be taken over the priority and use of car parking. This should enable a significant step change in progress to be made in respect of travel demand management and corresponding outcomes in terms of LTP targets as it would potentially apply across a wide range of users.

We have undertaken audits to establish the amount of parking in Nottingham City:

Total number of private non-residential spaces: 76,300
Total number of spaces excluding spaces for customers: 48,000
Total number of spaces likely to be liable for a Workplace parking Levy after potential exemptions: 34,000

Even if WPL is not pursued, the level of provision of parking is managed in a manner to complement the guidance in PPG13 and PPG6. Active controls are in place to minimise the availability of long-stay commuter parking through the rigorous application of parking standards and pricing mechanisms for any public parking through planning conditions and obligations placed on developers. The attractiveness and vitality of the City as a key retail and leisure destination in the region is however maintained through the provision and promotion of short stay spaces. Both these are also boosted through tram and bus Park and Ride facilities as set out above.

In addition, investment in car park management systems and signage can help maximise the use of existing provision and minimise the impact of congestion associated with circulating traffic.

4.4 Restraint Based Development Control Policies

Parking standards for new development have an important long-term role to play, and this is reflected in PPG 13, which requires a more restraint based approach to parking provision. Parking provision has a major influence in determining modal split, and historically more spaces have been allowed in the less sustainable, out-of-town locations encouraging car dependent businesses to disperse from more restrictive central locations.

A study of the sub-region was undertaken to inform and recommend an appropriate review of car parking standards. The study concluded that a review of existing standards was needed, and this should concentrate on employee provision. A methodology is applied across the East Midlands Region to achieve more consistent maximum parking levels for new employment development as now incorporated in the Regional Transport Strategy.

In recognition of the powerful role parking controls play in managing travel demand and modifying behaviour, Nottingham City Council adopts challenging parking standards within its Development Plans. Nottingham imposes even more restrictive parking standards than those suggested in PPG13, particularly for new office development. The authority currently imposes maximum standards of 1 space per $40m^2$ outside the City Centre and 1 space per $100m^2$ within; PPG13 suggests 1 space per $30m^2$.

The Parking Standards require restraint level parking in suburban areas so that employment will not be attracted by easy parking arrangements away from central, accessible areas.

While the level of demand for parking is not as high in district centres compared with the City Centre, it is still important to balance access by car with that by public transport, cycling and walking.

Existing policy is being applied rigorously through the development control procedures. Planning permission for major development which is likely to generate additional journeys will be granted subject to conditions or planning obligations to secure the following:

- The implementation and ongoing monitoring of an approved travel plan for the development to reduce car use,
- New or improved public transport access to the site, including the provision of infrastructure and/or financial support for bus, tram, park and ride or rail services;
- New or improved pedestrian and cycle access/facilities in the vicinity of the site, and,
- Off-site highway works to facilitate public transport and walking and cycling access to the site and mitigate the impacts of development traffic in local residential areas.

Nottingham has an exemplary track record in promoting Travel plans. Engagement with around 30 of the largest employers in Nottingham effectively means that 50,000 employees are represented. The activities of these employers are tracked via the Council’s Transport Partnerships officer.

5 New opportunity of Workplace Parking Levy and Road user charging

5.1 Transport Act 2000

The Transport Act 2000 gave local authorities (outside London) the power to introduce Road User Charging schemes and Workplace Parking Levy (WPL) schemes. Uptake from authorities in the UK to do either has been hesitant and no authority has yet introduced a WPL scheme.

The Act enables a local authority, either singly or in conjunction with another, to introduce a road user charge or WPL scheme in a geographically defined area. The legislation requires a local authority to develop an Order which sets out the basis upon which the scheme will operate and which requires approval by the Secretary of State for Transport. The Department for Transport (DfT) has stated that the Secretary of State does not envisage approving any scheme Order unless:

- the scheme will help to tackle traffic congestion (either by acting on current traffic levels or, in the longer term, by reducing predicted traffic growth, or by a combination of both);
- some improvements, including improvements to public transport, have been made to local transport provision before charges are introduced;
- there has been full consultation with local people and businesses on the detail of the scheme;
- there are plans for spending the proceeds on improvements to local transport that are consistent with the objectives of the Local Transport Plan; and
- any technology for electronic road charging complies with standards laid down by DfT.

The Act provided for revenues from such schemes to be ring-fenced to transport purposes for the first ten years of each scheme’s implementation. Longer periods of ring-fencing can, in principle, be agreed with the Secretary of State for Transport.

More recently the Secretary of State for Transport has commenced a debate on the potential introduction of a National Road User Charging Scheme within the next 10-15 years. He is keen for local councils to assist in trialling the technology, systems and effectiveness of Road User Charging. In order to encourage local councils to be brave and try to do this has recently announced the Transport Innovations Fund-money which local authorities can bid for to help in the costs of scheme development and implementation. Nottingham City Council considers that at this time, the application of a Workplace Parking Levy (WPL) is a more appropriate tool, for the reasons set out below.

5.2 What is WPL?

A workplace parking levy is the requirement for employers with parking spaces for their staff to pay an annual sum per eligible parking space to the local authority. The employer can decide to pass on this cost to the employees if it desires. The local authority can specify a level of charge, a range of exemptions but has to conform with the requirements of the Government set out in the preceding section above.

The resources raised by the levy can only be spent on transport improvements.

The potential introduction of a Workplace Parking Levy as a mechanism for Nottingham was recognised by the City Council in its response to the publication of the 1998 Transport White Paper and the principle of its introduction was included in LTP1.

As stated above, in order for a scheme to be approved by Government, the City Council must be able to demonstrate:

- The impact of the levy sum itself in tackling congestion,
- That some improvements in transport provision have been made before charges are to be introduced,
- That there has been full consultation on the scheme, and
- That plans for spending the proceeds are ring fenced for improvements to local transport and consistent with the objectives of the LTP.

Good progress in implementation of the first LTP has already resulted in positive transport achievements and outcomes in Nottingham: increasing bus and tram patronage, stable traffic levels and safer streets all in the context of a robust local economic performance.

However the full benefits of the LTP vision remain to be captured; congestion remains a problem, particularly in the commuter peak periods and wider projections of increased traffic growth could potentially slow down or even reverse these positive trends. Contrary to perception, much of this congestion is measured as being experienced well beyond the city centre, and in many cases beyond the Ring Road. Much congestion results from traffic originating from outside the City boundary.

The anticipated reduction in LTP funding levels projected from Government for transport funding could compromise the authority’s ability to maintain the good level of progress achieved under LTP1.

Big emerging schemes in and around the City centre and the regeneration areas will put increasing pressure on Nottingham’s wider road network.

Earliest implementation of NET Phase 2 will be required to make a significant contribution to alleviating this congestion, fully integrated with enhanced local bus services and park and ride facilities. The Government however requires that 25% of the cost for light rail schemes needs to found locally.

Modelling work to confirm and project the potential benefits and impacts of an ambitious and fully integrated WPL package is ongoing. This exercise also needs to reflect the current economic and business picture and not compromise Nottingham's position as a location in which people should have confidence to invest in.

5.3 A Possible WPL Scenario in Nottingham?

No formal confirmation of the scheme for Nottingham has been determined. However the following table outlines potential key elements of a scheme for consideration.

The figures upon which this table is based have been collated via a range of Off Street Parking Audits undertaken over the last five years.

Who's liable?	Employers are liable for parking spaces	
What's liable?	All staff and business visitor parking spaces. (customer and spaces not used do not have to be licensed)	
Number of employers?	Total number of employers	At least 3,600
	Number exempt	Around 3,000
	Number liable	Approximately 500
Number of parking spaces	Total number of parking spaces	Approx 77,000
	Total number exempt	Approx 43,000
	Total number liable for the levy	Approx 34,000
Charging area?	The whole of the City of Nottingham administrative area covered by the scheme, or alternatively part of the administrative area.	
Scheme objectives	To reduce traffic congestion and improve public transport in accordance with Local Transport Plan objectives.	
Operating times	The scheme covers the use of workplace parking spaces every day of the year (24/7)	
Charge	Year 1:	Between £150 - £180 pa?
	Year 10:	Between £350 - £500 pa?
	Initial scenario suggested that there could initially be an increase of £25 pa to reflect transport improvements becoming available with this being capped at £350. Annual adjustments for inflation could be made on top of this charge.	
Revenue	Net revenue over 10 years:	Approx £90 million
	Potential priorities of expenditure? Nottingham Express Transit Phase 2: 25% local contribution required= c. £74m over 30 years Nottingham Station master plan Bus infrastructure and service improvements Neighbourhood transport initiatives	
Possible Timetable?	Scheme development	Autumn – Winter 2005
	Public Consultation	Spring 2006
	Examination in Public	Autumn 2006
	NCC decision to proceed	Summer 2007
	Earliest start date for the levy?	2008

Possible Exemptions from Levy?	Potential Justification?
Small Business Exemption **(Occupiers with 10 or less liable spaces)**	To encourage development of small businesses and reduce administrative burden for small businesses and NCC.
NHS hospitals and other front-line facilities	The improvement of Health services could be argued as a priority where resources should not be transferred away from the health service via WPL.
Schools	Education could be argued as a priority for where resources should not be transferred away from education via WPL.
Emergency services (Police, Fire and Ambulance)	National regulations exempt emergency services vehicles from the levy
Blue badge holders (disabled drivers)	National regulations exempt disabled parking spaces from the levy
Loading/unloading bays	Exempt as the scheme targets commuter parking
Fleet vehicle spaces (ie vehicles not used for commuting)	Exempt as the scheme targets commuter parking
Display vehicles (eg car sales).	Exempt as the scheme targets commuter parking
Powered Two Wheelers	To recognise the potential of powered 2 wheelers as a viable alternative to the car

5.4 Some thoughts on Enforcement issues…..

Currently the City Council employs around 50 Parking Attendants and support staff to enforce Parking Restrictions on street and is very keen to take advantage of emerging powers to extend enforcement to driving traffic offences. There is a clear logic for Enforcement of a WPL scheme to be undertaken by the City Council's Parking Services team. This would enable a holistic view of parking control to be taken by the authority.

With regard to appeals there would need to be an appropriate Adjudication mechanism established which could be via the local Magistrate's or County courts, or possibly the National Parking Adjudication scheme.

The particular volume and nature of transactions needs however to be considered. Whilst dealing with parking regulation requires possible around 90,000 parking tickets a year the number of WPL transactions would be much lower. Of around 3,500 organisations only around 500 may prove to be eligible. These companies would submit an application for licensing their spaces once a year- enforcement staff would only need to survey or visit these locations once or twice a year. The WPL requires a 'relationship management' approach to engagement with the main employers in the city, and associated enforcement procedures adapted accordingly.

5.5 Why not Road User Charging?

The City Council recognises the potential of a Road User Charging (RUC) scheme and welcomes the Government's commencement of a national debate on this issue. It also recognises that the direct impacts of Road User Charging upon congestion could be more significant than WPL.

However the City Council remains of the opinion that WPL is a preferable tool to pursue at this stage because:

• WPL is a demand management tool which focuses on commuter parking, the main determinant of congestion,
• WPL will further encourage the uptake of travel plans and parking management policies,
• It also applies as an integrated transport and land use planning tool in encouraging employers to consider the development potential/costs of land used as parking in the City, and maintain compact city growth which is easy to serve by public transport
• WPL, when compared to RUC, represents high value for money with relatively low development costs and shorter implementation timescales,
• RUC technology uncertainties and the timescale needed to develop a 'national standard' scheme in the medium term mean that early resolution and progress is not likely. Premature local investment in inappropriate technology could prove to be expensive and not represent best value for money,
• At present it is unclear how a implementation of a national RUC scheme will result in additional funding hypothecated to Nottingham in the short term. In the longer term the two tools could potentially be seen as complementary or phased to reflect the particular travel demand characteristics or objectives sought, and
• As well as making early progress on tackling the urgent problems of congestion, it is necessary to demonstrate to the DfT that planning of NET Phase 2, which is currently being considered for provisional approval of funding, includes the resourcing of the local contribution in a robust, affordable and achievable manner.

5.6 Gaining the evidence and building the case for WPL- Impacts?

Business Impacts

Whilst the City Council considers the benefits of a WPL scheme will significantly outweigh its impact on business work has been undertaken to help assess the likely impact of the levy on businesses in Nottingham and on potential inward investment decisions. Price Waterhouse Coopers (PWC) questioned over 150 Nottingham employers and key stakeholder organisations were interviewed. The conclusions of this work are currently being analysed but considered likely to conclude that the impacts will not be significant enough to outweigh the City Council's view that the scheme will have significantly wider benefits justifying its introduction.

Transport Impacts

Modelling work is in hand to assess the transport impacts, both direct and indirect, of a WPL. Direct transport impacts are where employee travel behaviour is altered directly by the imposition of the levy charge and this will depend upon the extent to which employers pass on the charge. As a tool in itself, it is considered that WPL would have a positive but modest impact on modal shift. This is because not all employers will pass the levy onto their staff, and the number of affected employees who decide to transfer to public transport rather than use their car is likely to be relatively small.

However, additional and larger direct positive impacts on modal shift would accrue from the wider demand management impacts of WPL and associated actions such as better integrated ticketing, and complementary employer action to actively promote alternatives to the car and by positively managing staff parking provision.

Indirect transport impacts will arise as a result of changes in travel behaviour due to the introduction of public transport infrastructure, integration actions and services funded wholly or in part by WPL income, including NET Phase 2, Nottingham Station improvements, bus service enhancements (eg Link services), etc.

When these are considered the City Council considers that the introduction of an extensive WPL package of public transport integration, intervention and infrastructure as a result of the availability of WPL income will create a modern transport environment which will have a major impact on modal shift and congestion.

The City will present a case to show:

• That for travellers within Nottingham the aggregate transport economic benefits of improved travel conditions both on the public transport network, arising from additional NET and bus services, and on the highway network, through increased modal shift and congestion relief, will outweigh the levy cost to commuting staff,

• The additional public transport provision and congestion relief will benefit employees travelling on company business and for service and delivery vehicles. Improved accessibility will also benefit employers through access to a larger potential workforce and in retail and leisure businesses to a larger potential market. In economic terms the package of transport measures introduced by the WPL will delivery benefits to business that outweigh the cost of the levy charges themselves, and

• Overall time savings through additional public transport provision and reduced traffic growth are expected to outweigh the monetary cost initially levied on business within the City, provided the levy levers in funding for NET Phase 2.

6 Local requirements to be satisfied to move forward?

The City Council is confident that a case can be made to meet the Government's requirements for approval. However local politicians have not yet made a formal commitment to proceed with the scheme.

Negotiations are ongoing with the Government to gain reassurance that the whole package, and in particular Government approval for NET Phase 2, will be forthcoming. There is an obvious local political risk of unpopularity should WPL be moved forward without the certainty that the biggest element of expenditure is not certain of proceeding. Indeed the full benefits of a WPL would not be captured without NET Phase 2 investment.

The response of the Government may depend upon how other local authorities react to the Road User charging debate and their submissions to the Transport Innovations Fund mentioned above.

7 Marketing the vision and building the case with partners

In order to build the case for the LTP proposals we have established the Greater Nottingham Transport Partnership which is made up of local authorities, businesses, public transport operators and other groups.

An important GNTP initiative is the ‘Big Wheel’ (www.thebigwheel.org.uk) transport marketing initiative- this seeks to encourage all to engage in supporting the need to improve transport provision in Nottingham.

It is fair to say businesses that will be eligible to pay the WPL are likely to oppose the scheme’s introduction, and present objections at the likely Public Inquiry. However through the GNTP we will seek to maintain a good relationship with all those involved and try to build a consensus on the best way forward- if the WPL goes ahead we will be keen to talk to businesses in detail about how the impact of the scheme on business in operational and economic terms can be minimised. The aim is to have a robust and open dialogue over the proposals and recognise the views of all parties before any decision is made.

Conversely if the view was taken to introduce Road User Charging, there would almost certainly be a strong opposition from retail and leisure businesses whose business relies on ‘footloose’ shoppers and visitors who could chose to drive to nearby cities.

8 Next steps

Subject to the satisfactory progression of the negotiations with the Government set out in section 6 of this paper, Council approval would be required to commence a statutory 12-week period of public consultation will be undertaken on the levy and in particular on the Draft Order. Aimed at both global and targeted stakeholder audiences, consultation would seek to explain the key aims of the WPL and engage with local business representatives to articulate the benefits of the levy and the potential transport investment it can help deliver to the City.

Following consultation and any subsequent responsive modification to the scheme proposals it is envisaged an Examination in Public (EIP) through an independent Panel, will seek to establish a fair and balanced assessment of the proposals. The Panel would provide the council with a report setting out the EIP findings and recommendations. If as a result the council propose to make major alterations to the draft scheme then additional public consultation may be required.

A final Scheme Order would then be submitted to the DfT for approval by the Secretary of State.

Should Members determine to proceed with the proposals, the following sets out a potential timetable:

Scheme Consultation	Spring 2006
Analysis and report to members on consultation	Spring 2006
Examination in Public	Summer 2006
Receipt of Panel Report	Winter 2006
Members consider Panel findings	End of 2006
Submit Scheme to DfT	Summer 2007
DfT Approval	Summer 2008
Scheme implemented	2008

9 Conclusions

Managing travel demand through parking intervention has huge potential. This is particularly true when a fully integrated solution is proposed: ensuring good quality comprehensive alternatives to the car are provided, in particular fully integrated, effective and efficient public transport networks.

In Nottingham we have an exemplary track record in land use and transport planning performance and have ambitious plans for growth that will require us making best use of the capacity of all these networks. Our ambitions to develop this further through the second Local Transport Plan highlight the need for a strategy that does not seek to solely build highway capacity in the urban area. A key element is extension of Nottingham Express Transit through construction of Phase 2 and supporting bus and heavy rail service development. In addition travel planning, supported by a wide range of 'Smarter Travel Choice' work and robust application of land use planning policies is essential to retain a compact city well served by public transport with sustainable land use patterns.

We think the introduction of a Workplace Parking Levy would act as an effective lever to complement all the above and allow us to make faster progress towards planning and transport targets. However such an intervention will not be popular with all sectors- business confidence is a primary concern and the alternative of a Road Use Charging Scheme would raise similar concerns in the retail and leisure sectors.

If the Government took a strong national lead and required the introduction of a WPL scheme in all major cities where congestion is an issue there would be a significant acceleration of progress towards national transport and planning targets and objectives. These would cover environmental, economic and social factors.

Political caution has however slowed progress at the national level and the Government is looking to local government to take the lead in implementing robust demand management schemes.

It is however a shared responsibility; in order for commitment to be made to take a political risk at a local level, appropriate reassurance needs to be given that major national investment in elements of the package will be forthcoming.

Nottingham is keen to engage in such a partnership with National Government and if all parties can reach agreement on the right way forward there are huge potential benefits to be provided which will enable the City of Nottingham to make even better progress as a modern European city.

References

Transport and streets (www.nottinghamcity.gov.uk)
www.thebigwheel.org.uk
www.dft.gov.uk
www.thetram.net
www.netphasetwo.com

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Appendix A

KEY FACTS FOR NOTTINGHAM AND GREATER NOTTINGHAM

Note on Terms Used in This Paper

Throughout this paper, “Nottingham” is the Nottingham City Unitary Authority area. Greater Nottingham is the Greater Nottingham Partnership area, unless otherwise stated. This comprises the districts of Broxtowe, Gedling, Nottingham and Rushcliffe, and the Hucknall area of Ashfield.

1. Population

Total Population

Nottingham City	273,900

Greater Nottingham 630,100

Travel-To-Work Area 742,000

The City Council is currently challenging the Nottingham City figure, which appears low when compared to other administrative sources of population data.

Sources: ONS Mid-Year Estimates 2003 (City and Greater Nottingham), ONS Mid-Year Estimates 2003 and 2001 Census (TTWA)

Approximately 3 million people live within an hour's drive of Nottingham.

Age Structure

Age, Years	Nottingham No.	Nottingham %	Greater Nottingham No.	Greater Nottingham %	England %
0-15	50,900	18.6	117,400	18.6	19.7
16-59/64	180,300	65.8	400,800	63.6	61.9
60/65+	42,700	15.6	111,500	17.7	18.4

Source: ONS Mid-Year Estimates, 2003

Over a quarter of the City's population is under 20.

The most significant difference between the City and England is in the 20-24 age range (12.2% and 6.0% respectively). This is primarily due to the number of students attending the two universities.

In Greater Nottingham 7.9% of residents are aged 20-24 years.

Over 26,800 full time students, aged 18 and over, live in the City. This is equivalent to 1 in 10 of the City's population.

Source: ONS Mid-Year Estimates, 2003, 2001 Census

2. LABOUR FORCE/THE ECONOMY

Number of Jobs

Area	Jobs
City Centre	58,500
Nottingham City	179,400
Greater Nottingham	286,500
England	22,302,100

Sources: 2003 Annual Business Inquiry, 2004 Inter Departmental Business Register (City Centre)

Self Employment

Over 9,000 City and 29,800 Greater Nottingham residents are self-employed.

Source: 2001 Census

Businesses

At the end of 2003 there were 6,275 VAT registered enterprises in Nottingham and 14,425 in Greater Nottingham

Source: Small Business Service, 2004

Unemployment

Area	Claimant Unemployed	Unemployment Rate	5 Year Change
Nottingham City	6,500	3.6%	-35.6%
Greater Nottingham	9,500	2.4%	-38.7%
England	704,200	2.3%	-29.1%

Source: ONS Claimant Counts, January 2005

The unemployment rate is the number of claimants as a percentage of working age residents. Figures are rounded.

Unemployment fell by more than a third over the past 5 years. It has been decreasing at a faster rate in the City and Greater Nottingham than nationally.

Number of Jobs by Broad Industrial Group, 2003

Sector	Nottingham	Greater Nottingham
Agriculture/Energy/Water*	500	2,900
Manufacturing	16,600	32,100
Construction	5,800	12,700
Services, of which…	156,500	238,800
Retail/Hotels/Restaurants	42,700	70,300
Transport/Communications	7,900	13,600
Business & Professional	41,100	54,100
Public Admin/Education/Health (inc Other Services)	64,800	100,800
Total	179,400	286,500

Source: Annual Business Inquiry, 2003
Figures exclude the self-employed.
*Note: The Agriculture and Energy and Water figures have been combined to maintain confidentiality. The official Energy and Water figures are lower than those provided by locally based companies in this sector. Therefore, these figures could be under-stated by around 2,000.

Large Employers

Company	Type of Business	Sector	Number of Employees
Nottinghamshire County Council	Local Authority	Public	28,000
Nottingham City Council	Local Authority	Public	14,000
The Boots Company plc	Healthcare and Beauty	Private	8,000
Nottingham City Hospital	Healthcare	Public	6,100
The Nottinghamshire Healthcare NHS Trust	Healthcare	Public	6,020
The University of Nottingham	Education	Public	6,000
Queen’s Medical Centre/University Hospital NHS Trust	Healthcare	Public	5,800
Nottinghamshire Police	Local Authority	Public	3,500
Nottingham Trent University	Education	Public	3,000
Experian	Information Solutions	Private	3,000
Capital One	Credit Card Issuer	Private	2,200
Powergen	Public Utility	Private	2,000

Inland Revenue	Taxation	Public	2,000
Northern Foods	Food Manufacture	Private	1,800
Siemens Group of Companies	Telecommunications & Power	Private	1,519
East Midlands Ambulance Service NHS Trust	Healthcare	Public	1,500
Nottingham City Primary Care Trust	Healthcare	Public	1,325
New College Nottingham	Education	Public	1,300
Nottingham City Transport Ltd	Transport	Public/ Private	1,187
Nottinghamshire & Nottingham City Fire & Rescue Service	Emergency Services	Public	1,070

Sources: Individual companies, Nottingham Evening Post 2004

The Policy and Information Team is unable to supply information on individual companies. For detailed company information, including address lists, please contact the Business Library by email at business.library@nottinghamcity.gov.uk or by telephone on 0115 915 2842. There are charges for some of their services.

Gross Value Added

Gross Value Added (GVA) is the measure of economic output at a local level. It is similar to GDP, but excludes adjustments for taxes and subsidies that are only collected at a national level.

The latest GVA figure for the City is £5,454m. GVA per capita is £20,100, significantly above the England average of £15,600 per capita. This is because of the City's role as a local centre for employment.

GVA per capita in Greater Nottingham is approximately £15,000.

Source: Office for National Statistics, 2004. Greater Nottingham excludes Hucknall.

3. COMMUNICATIONS

Nottingham is recognised as a world leader in traffic control, managing to hold back the volume of traffic for the past six years. Its strengths in transport planning and integration, the tram system, park and ride, parking management, pedestrianisation and cycle lane provision are highlighted in a report by the Commission for Integrated Transport.

The Government has recognised Greater Nottingham as a national Centre of Excellence for local transport delivery, winning the award in "Improved Transport Choices in Towns and Cities" category.

Nottingham is a highly accessible city with three junctions of the M1 within 10 miles of the city centre.

Nottingham East Midlands Airport is just 12 miles from the city. It is one of the UK's fastest growing airports for passengers and freight.

There are two trains per hour from Nottingham to London. London St. Pancras Station can be reached in 1 hour 42 minutes.

Line One of the £200m Nottingham Express Transit tram system (NET) opened in March 2004 and its patronage has exceeded all expectations with around 8½ million passengers in its first year. It is linked to existing bus and rail systems.

The whole of Greater Nottingham is covered by a comprehensive bus network.
A higher proportion of work journeys are made by bus locally than nationally, and a lower proportion by car.

Seven Park and Ride sites provide 4,800 car parking spaces each day for NET and bus users.

There are 74 million bus, NET and Park and Ride users per annum

Nottingham is the busiest station in the East Midlands with nearly 5.5 million passengers per year, equivalent to 15,000 passengers per day.

Sources: 2001 Census, King Sturge, Commission for Integrated Transport

Mode of Travel to Work of Residents, 2001

Mode of Travel	Nottingham %	Greater Nottingham %	England %
Rail	0.7	0.9	7.4
Bus	21.4	15.4	7.5
Motorcycle	0.8	1.0	1.1
Car/van as driver	44.7	54.4	54.9
Car/van as passenger	6.2	6.0	6.1
Taxi	0.7	0.4	0.5
Bicycle	3.7	3.3	2.8
Foot	14.7	10.4	10.0
Work at home	6.7	7.9	9.2
Other	0.4	0.3	0.5
Total	100.0	100.0	100.0

Source: 2001 Census
Figures are for the proportion of 16-74 year olds in employment. Figures may not total due to rounding.

POST-16 EDUCATION

Over 90,000 students have enrolled at FE and HE, and Sixth Form colleges in Greater Nottingham.

Source: Bilborough College Broxtowe College, New College Nottingham, People's College, South Nottingham College

There are over 60,000 students at Nottingham's two universities, and just over 40,000 (two-thirds) are full-time.

The universities expect over 16,000 students to graduate in 2005.

	Total Students	F/T HE Students
University of Nottingham	32,695	23.370
Nottingham Trent University	27,595	18,795
Total	60,290	42,165

Source: HESA 2003/04
Figures may not total due to rounding. Full time students include undergraduates and postgraduates.

Please note that these figures may differ to others published. There are a number of different sources of data on students, and a number of different ways of measuring the student population (eg full time only, excluding sandwich students).

The University of Nottingham

One of the Top 100 research institutions in the world and one of the Top 4 UK universities for private sector research funding
One of the Top 10 universities in the country, at 9th place in the Sunday Times Good University Guide 2004
One of the Top 3 universities in the country for teaching excellence
One of the Top 10 UK universities for Biomedicine, following only Oxbridge and London

Sources: Sunday Times Good University Guide 2003, Shanghai Jiao Tong University, Times Higher Education Supplement 2005

Nottingham Trent University

One of the leading modern universities

National and International recognition for training and research
Excellent rating for 10 out of 11 assessment audits in individual subject areas
One of the top 3 universities in the countries for graduate employment.
Leading law school with links to over 100 top law firms
Sources: Sunday Times Good University Guide 2003, HEFCE and HESA 2003

5. SKILLS

Highest Level of Qualifications Held by People of Working Age, 2003

Highest Qualification	Nottingham		Greater Nottingham		England
	No.	%	No.	%	%
Level 4/5+ eg degree, professional	35,000	20.9	99,000	26.9	25.0
Level 3 eg A-levels	28,000	16.6	59,000	16.1	14.7
Level 2 eg 5+ A-C GCSEs	22,000	13.3	54,000	14.6	15.3
Level 1 eg 1+ GCSE at any grade	27,000	16.0	54,000	14.6	14.9
No Qualifications	37,000	22.0	60,000	16.3	14.8
Other/Unknown	19,000	11.2	42,000	11.4	15.2

Source: Labour Force Survey, March 03-Feb 04. ONS Crown Copyright

The proportion of City residents educated to A-level standard is higher than the England average. This high proportion is a reflection of the large student population.

The proportion of Greater Nottingham residents educated to degree level or higher is above the national average

There are also fewer whose highest level of qualification is 5+ GCSE grades at A-C, often used as the minimum requirement to move on to further education or training.

A higher proportion of City and Greater Nottingham residents without qualifications than in England.

6. Retail and Leisure

Retail Ranking

Nottingham ranks as the fifth best shopping destination, after London's West End, Glasgow, Birmingham and Leeds.

Source: Experian, 2004, Gerald Eve 2004

Retail Floorspace

Retail Floorspace	Sq m
Current City Centre	304,700
Broadmarsh expansion (net increase)	66,000
Projected City Centre	370,700

Source: Greater Nottingham Retail Study, CB Hillier Parker, May 2002

Retail Demand

Demand for space in Nottingham remains high, with retailers being attracted by the local demographics, spending power and lack of out-of-town competition. Local agents report that more than 300 companies are looking for retail premises.

Sources: Retail Availability Report Summer 2004, Fisher Hargreaves Proctor.

Nottingham ranked as the 9th most in-demand in-town destination when measured by requests for commercial property information, up from 14th last year. It ranked 25th for out-of-town demand, up from 32nd.

Source: FOCUS on Retail Demand Report, FOCUS, 2004

Leisure

There are over 370 leisure units, including clubs, pubs, café bars and restaurants, in the City Centre.

Source: Experian, 2003

7. RESIDENTIAL

Average House Prices, April-June 2005

	City of Nottingham	Greater Nottingham	England and Wales
	£	£	£
Terraced	96,300	124,000	143,500
Semi-detached	114,300	128,900	170,700
Detached	213,800	232,900	285,700
All properties	122,600	151,200	184,900

Source: HM Land Registry, April-June 2005 (figures are rounded)

3,927 dwellings were built in the City between April 1999 and March 2004. Of these, 1,128 were built between April 2003 and March 2004. The level of completions over the past three years has been the highest since the mid-1980s

93% of housing built in the last five years was on previously developed land ("brownfield sites").

Source: Nottingham City Council, 2004

50% of households in the City own their home, compared to 66% in Greater Nottingham and 69% in England. 27% rent from the Council compared to 17% in Greater Nottingham and 13% nationally. 13% rent from a private landlord (10% Greater Nottingham, 9% England).

Source: 2001 Census, Crown Copyright, 2003

City Centre Living

The population of the City Centre has risen considerably in recent years and will continue to do so. Whilst the 2001 Census puts the population at 3,237, this is considered to be an underestimation. It is now thought to be around 7,000 and this includes a high number of students. The majority of residents are between 18-34 years.

Over 2,000 dwellings, mainly conversions, rather than new build are currently in the planning pipeline – an increase of 20% on September 2003.

Source: Nottingham City Council, 2004

8. CONTACTS

KEY FACTS NOTTINGHAM was produced by:

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