



**North Ayrshire Council**  
Comhairle Siorrachd Àir a Tuath

## **Audit and Scrutiny Committee**

A Special Meeting of the **Audit and Scrutiny Committee** of North Ayrshire Council will be held in the **Council Chambers, Ground Floor, Cunninghame House, Irvine, KA12 8EE** on **Thursday, 27 June 2019** at **14:00** to consider the undernoted business.

**1        Declarations of Interest**

Members are requested to give notice of any declarations of interest in respect of items of business on the Agenda.

**2        Call In: Ardrossan Community Hub - Proposed Development of new Education and Community Provision in Ardrossan**

Submit report by the Chief Executive on a Call In Request received in respect of the decision taken by Cabinet at its meeting on 11 June 2019 that the principle of a multiple facility community campus at Ardrossan North Shore be further developed as the preferred solution to secure a much needed replacement for Ardrossan Academy and Winton Primary School (copy of report and Appendix 1 enclosed, Appendix 2 to follow).

**3        Call In: Decriminalised Parking Enforcement and the Introduction of Car Parking Charges**

Submit report by the Chief Executive on a Call In Request received in respect of the decision taken by Cabinet on 11 June 2019 to introduce seasons parking charges along Brodick shorefront to meet the needs of tourists and visitors (copy enclosed).

**4        Call In: Maximising Opportunities from Advertising on North Ayrshire Land Assets**

Submit report by the Chief Executive on a Call In Request received in respect of the decision taken by Cabinet at its meeting on 11 June 2019 to approve the proposed approach to testing the market for maximising opportunities from advertising on Council land assets (roundabouts) (copy enclosed).

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**Urgent Items**

Any other items which the Chair considers to be urgent.

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## **Audit and Scrutiny Committee Sederunt**

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Marie Burns (Chair)  
Margaret George (Vice Chair)  
Joy Brahim  
Alan Hill  
Tom Marshall  
Donald Reid  
John Sweeney

Chair:

Apologies:

Attending:

## **NORTH AYRSHIRE COUNCIL**

**27 June 2019**

### **Audit and Scrutiny Committee**

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**Title:** **Ardrossan Community Hub: Proposed Development of new Education and Community Provision in Ardrossan**

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**Purpose:** To allow the Committee to consider a Call In Request in respect of the decision taken by Cabinet at its meeting on 11 June 2019 that the principle of a multiple facility community campus at Ardrossan North Shore be further developed as the preferred solution to secure a much needed replacement for Ardrossan Academy and Winton Primary School.

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**Recommendation:** That the Committee considers the terms of the Call In and agrees, or otherwise, to make a recommendation to the Cabinet.

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#### **1. Executive Summary**

- 1.1 In terms of the Scheme of Administration (Section 24), the Audit and Scrutiny Committee has a remit to consider Call in Requests and invite at least one of the Members who has requested the reference to Call In to attend the Committee to explain the request.
- 1.2 This report sets out the background to the Call In Request in respect of the decision taken by Cabinet at its meeting on 11 June 2019 in relation to the report on Ardrossan Community Hub.

#### **2. Background**

- 2.1 A request was received in terms of the Call In procedure set out in the Council's Scheme of Administration and Standing Orders, that the Audit and Scrutiny Committee examine the decision taken by the Cabinet.
- 2.2 The Call In Request, which was signed by Councillors McNicol, Billings and Barr is in the following terms:-

##### Reason for Call In

No decision on the proposed site for the replacement of Ardrossan Academy and Winton Primary School at Ardrossan North Shore be considered until a full and final Risk Assessment for land contamination on the whole site has been completed and presented to the Full Council for consideration.

### Desired Outcome

The decision on the preferred site for the replacement of Ardrossan Academy and Winton Primary School be referred to the Full Council for determination.

- 2.3 A copy of the original report presented to Cabinet on 11 June 2019 is attached as an appendix to the report. An updated briefing note has been provided by Physical Environment and is attached at Appendix 2.
- 2.4 The Call In Request is valid for consideration by the Committee. The request was received within the appropriate timescale, it was signed by three Elected Members and details were provided on both the reason for the Call In and the desired outcome.
- 2.5 The Elected Members who have submitted the Call In will be invited to address the Audit and Scrutiny Committee to explain the Call In Request. The appropriate Cabinet Member, accompanied by senior officers, will then be invited to clarify the reasons for the decision. The Committee will have an opportunity to ask questions of both parties and of those officers in attendance.
- 2.6 The Committee will then debate the Call In Request and decide whether or not it agrees with the decision of the Cabinet.
- 2.7 Where the Committee does not agree with the decision of the Cabinet, the matter will be referred to the next meeting of the Cabinet with recommendations from the Audit and Scrutiny Committee for alternative action. The Audit and Scrutiny Committee therefore has to:-
  - i) decide if it agrees or not with the decision of the Cabinet; and
  - ii) consider what alternative action the Committee would recommend to the Cabinet if it does not agree with the decision.
- 2.8 When the matter is considered by the Cabinet, the Chairperson or another member of the Audit and Scrutiny Committee will have the right to attend the Cabinet and speak in support of any recommendation.
- 2.9 In the event the Cabinet declines to accept the recommendation from the Audit and Scrutiny Committee, the matter will be referred to the next ordinary meeting of the Council for determination. The decision of the Council will be final.

### **3. Proposals**

- 3.1 It is proposed that the Committee considers the Call In Request.

## **4. Implications/Socio-economic Duty**

### **Financial**

- 4.1 The financial implications are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

### **Human Resources**

- 4.2 The human resource implications are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

### **Legal**

- 4.3 The human resource implications are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

### **Equality/Socio-economic**

- 4.4 The equality/social-economic implications are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

### **Environmental and Sustainability**

- 4.5 The environmental and sustainability implications are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

### **Key Priorities**

- 4.6 The key priorities are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

### **Community Benefits**

- 4.7 The community benefits are outlined in the Proposed Development of new Education and Community Provision in Ardrossan report attached at Appendix 1.

## **5. Consultation**

- 5.1 No further consultation has been undertaken in compiling this report.

Craig Hatton  
Executive Director

For further information please contact **Angela Little, Committee Services Officer**, on **01294 324132**.

## **Background Papers**

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## NORTH AYRSHIRE COUNCIL

11 June 2019

### Cabinet

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<b>Title:</b>	<b>Proposed Development of new Education and Community Provision in Ardrossan</b>
<b>Purpose:</b>	To advise Cabinet on the pre-consultation engagement activities undertaken so far and early public feedback in respect of the above noted proposal and to consider a petition in respect of the proposed relocation of leisure facilities.
<b>Recommendation:</b>	<p>That Cabinet:</p> <ul style="list-style-type: none"> <li>a) Notes the outcome of the pre-consultation stakeholder engagement undertaken within the school communities</li> <li>b) Notes the outcome of the pre-consultation stakeholder engagement undertaken across the wider communities</li> <li>c) Notes and considers the petition which has been presented in respect of the proposed relocation of leisure facilities.</li> <li>d) Agrees the next steps in respect of the development proposal.</li> </ul>

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### 1. Executive Summary

- 1.1 On 15 January 2019, North Ayrshire Council Cabinet (Education) approved early engagement with communities to further develop a proposal for a community campus for Ardrossan.
- 1.2 As a result, information letters were issued to all stakeholders across the school communities and parent council and staff reference groups were established to lead this stage of the early engagement, with their representative groups. Young people from Ardrossan Academy visited each primary school in the cluster to lead the engagement exercise with the children. A total of 2331 responses were received.
- 1.3 NAC also ran a pre-engagement survey with the wider local community. This was an on-line survey, also used in face-to-face meetings, which ran from February through to March, and asked similar questions to those which were posed to the school communities and resulted in 363 responses from the public.

- 1.4 Further information on the key aspects of the responses received to both surveys is detailed at section 2.5 and 2.6.
- 1.5 Upon publication of the Cabinet Report in January 2019, which sought permission to engage with communities in respect of the Ardrossan Campus proposal, a member of the public from Stevenston initiated a petition to express their disagreement with the proposed relocation of leisure facilities. The petition is due to be presented to the Cabinet for consideration and Elected Members are asked to note its content in tandem with the feedback provided on the community engagement undertaken by officers so far.

## **2. Background**

- 2.1 The Cabinet report presented on 15 January 2019 outlined the opportunity to potentially access Scottish Government funding which would see strategic investment within North Ayrshire. Access to this funding is conditional on the adherence to guiding principles as set out in the draft Scottish Government/CoSLA publication, "Scotland's Learning Estate Strategy: Connecting People, Places and Learning".

Taking account of these guiding principles, an early proposal was formed which outlined the basis for a community campus in Ardrossan. Cabinet authorised Officers to:

- a) Develop proposals for a community campus to potentially include Ardrossan Academy, Winton Primary School and Early Years, as well as accommodating the pool and fitness suite presently at Auchenhavie Leisure Centre in Stevenston, accommodation for Health and Social Care Partnership employees and the present Ardrossan Library;
  - b) Undertake early engagement with the Ardrossan community and other stakeholders to obtain their views as outlined in the stakeholder engagement plan; and
  - c) Submit proposals to a future Cabinet, informed by the early engagement process, outlining the recommended options for the new development within a financially sustainable business case.
- 2.2 Further to this approval, the first step taken was to issue an information letter to parents/carers and staff in January 2019 across the Ardrossan Academy cluster, providing early information on the proposal.
  - 2.3 Officers then undertook a series of information and engagement sessions, with pupils, parent council representatives and staff. The sessions highlighted the importance of their contribution and explained the significance of their role in encouraging others to participate.
  - 2.4 Parent Council and staff reference groups were established to lead this stage of the early engagement, with their representative groups.
  - 2.5 **Pre-Consultation Engagement Outcomes (School Communities)**
    - 2.5.1 Young people from Ardrossan Academy visited each primary school within the cluster, to lead the engagement exercise with the younger children. These young leaders

from Ardrossan Academy explained the reason for the survey to each class group, then asked the pupils, by class, to give their answers to the questions posed. The responses were collated and returned to NAC, where further analysis was completed. A summary of the responses can be found at Appendix 1a to this report. Education Scotland, who were visiting Ardrossan Academy for a one-day thematic inspection on empowerment at this time, were complimentary in respect of this approach, which clearly placed the young people at the heart of the process and, appropriately and in line with statutory guidance, gives a prominent platform for their views.

- 2.5.2 Parent Council and staff reference groups led the distribution, collation and summary of the survey within their respective groups, which asked the following questions (these were adapted by the young people leading the primary school survey so that they were more easily understood):

**Question 1** – Do you think the Council should develop proposals to replace the existing Ardrossan Academy with a new school, located at the proposed site on the North Shore, where it can benefit from the regeneration of the harbour and marina area, planned as part of the Ayrshire Growth Deal?

**Question 2** - Do you think the Council should explore the option of including the replacement of Winton Primary School in this new development, to create a campus, which includes education and community facilities for pupils from early years through to sixth year?

**Question 3** - Do you think the Council should explore the option of including the replacement of the current Ardrossan Library within the new campus?

**Question 4** - Do you think the Council should explore the option of including accommodation for Health and Social Care services?

**Question 5** - Do you think the Council should explore the option of including the replacement of the swimming pool and fitness suite presently at Auchenharvie Leisure Centre in Stevenston?

Comments, opinions and suggestions were invited after each question.

- 2.5.3 A total of 2331 responses were received – the table below summarises the overall responses from school stakeholders as a group: (This information is represented in the form of a graph at Appendix 2a)

	<b>Yes</b>	<b>No</b>	<b>No Preference</b>
<b>Question 1 – replace Ardrossan Academy</b>	79%	12%	9%
<b>Question 2 – include Winton PS</b>	43%	38%	19%
<b>Question 3 – include Ardrossan Library</b>	62%	21%	17%
<b>Question 4 – include H&amp;SCP</b>	69%	17%	14%
<b>Question 5 – include pool and fitness suite</b>	68%	21%	11%

2.5.4 The key aspects of the statistics returned from the exercise within the school communities are as follows:

- Across all groups surveyed (staff, pupils and parents), more respondents wanted to see each element of the overall proposal explored further than did not.
- In respect of the proposal to explore the inclusion of Winton Primary School in the campus, although there were more responses in favour, the margin was closer and there was a higher number of people who stated that they had “No preference” in response to this question.
- The Winton PS School community themselves returned a **66%** majority in favour of exploring their school’s inclusion in the new campus, with a large majority of pupils (**79%**) and staff (**88%**) supportive of the proposal. The parent group were less supportive with a **42%** response in favour of the proposal, **46%** disagreed and **12%** expressing no preference.
- In overall terms, across all school communities, there was a clear indication that further exploration of the inclusion of a public library in the plans for the new campus should take place. Looking at the details, all pupil groups, across all schools were supportive of this aspect of the proposal, with only the parent groups at Ardrossan Academy (**36%** Agree, **37%** Disagree, **27%** No Preference), Winton PS (**33%** Agree, **44%** Disagree, **23%** No Preference) and Dykesmains PS (**27%** Agree, **32%** Disagree, and **41%** No Preference) not being wholly supportive of the proposal. The only staff group to react similarly was the Dykesmains staff, where **44%** did not wish to see the proposal taken further, with **31%** supporting the proposal and **24%** stating that they had no preference. This is addressed below, at section 2.7.10.
- In terms of the proposal to include facilities for Health and Social Care Partnership staff, who provide support for children and families, within the campus, there was an overall majority supportive of this (**69%**). However, the feedback from parents, **28%**, at all schools was not as supportive as that from staff and pupils (**76.5%**).
- The question regarding the further exploration of a swimming pool and fitness suite facility being included within the plans for the campus, generated an overall response rate as follows: **63%** Agree, **19%** Disagree and **18%** stating they had No Preference. Young people in all schools were clearly in favour of this proposal, with **74%** responding positively. Staff opinion was less supportive with staff at three schools (Dykesmains, Stanley and West Kilbride primaries) less supportive of the proposal and staff at Ardrossan Academy, and Winton Primary having the same positive views as the young people.

Section 2.7 provides more detailed information on Key Themes and responses.

## 2.6 Pre-Consultation Engagement Outcomes (Wider Communities)

2.6.1 NAC initiated an online survey, with some local face to face discussions, reaching out to the wider local community, at the same time as engagement was taking place with school communities. The questions which were posed online were similar to those answered by the school communities (see section 2.4.2. above), with the only minor difference in presentation being that the online survey divided Question 5 on the swimming pool and fitness suite, into two separate questions.

A total of **363** responses were recorded, although, it should be noted that not every respondent chose to answer each question, with some only choosing to answer questions on topics which were of specific interest to them.

In geographical terms, the distribution of responses across the local communities is shown in the table below:

Location	Number of Responses	% of total
<b>Ardrossan</b>	131	36%
<b>Saltcoats</b>	73	20%
<b>Stevenston</b>	75	20%
<b>West Kilbride</b>	7	2%
<b>Seamill</b>	1	0.3%
<b>Dalry</b>	1	0.3%
<b>Kilbirnie</b>	1	0.3%
<b>Kilwinning</b>	23	6%
<b>Largs</b>	2	0.6%
<b>Irvine</b>	10	3%
<b>Outside NA</b>	1	0.3%
<b>No location given</b>	38	10%
<b>Totals</b>	363	100%

Additionally, it is noted that around **72%** of respondents were library users and **31%** from sports organisations. A full breakdown is available at Appendix 1b to this report and a graphical representation at Appendix 2b.

2.6.2 The key aspects of the responses to the community engagement are summarised as follows (figures represent % of those who responded to each question):-

- In terms of the proposal to explore further the replacement of Ardrossan Academy at the North Shore site, **50%** of respondents agreed and **50%** disagreed.
- **48%** of respondents supported the proposal to explore the inclusion of Winton PS in the new campus, with **52%** disagreeing.
- The proposal to explore the inclusion of the public library in the new campus attracted the support of **40%** of respondents, with **60%** not content with the proposal.
- The question which explored the potential for HSCP staff to be located within the new campus, resulted in **49%** of respondents agreeing with the proposal and **51%** disagreeing.
- In respect of the proposed relocation of the swimming pool, **34%** supported the further exploration of the issue with **66%** of respondents replying that they would not wish this to be explored further.
- **34%** of respondents were in favour of the proposed fitness suite relocation, with **66%** disagreeing.

2.6.3 From the data received to the questions relating to the proposed relocation of the pool and fitness facilities, the distribution of responses was as follows:

	Responses in favour of progressing pool proposal	Responses in favour of progressing fitness suite proposal
<b>Ardrossan</b>	54	50
<b>Saltcoats</b>	24	23
<b>Stevenston</b>	21	19
<b>West Kilbride</b>	3	4
<b>Seamill</b>	1	1
<b>Dalry</b>	1	1
<b>Kilwinning</b>	5	7
<b>Largs</b>	1	1
<b>Irvine</b>	2	2
<b>Outside NA</b>	1	1
<b>No location given</b>	9	9
<b>Totals</b>	<b>122</b>	<b>118</b>

The figures contained in the tables above indicate that the largest concentration of responses to these two questions was from the Three Towns area, and that, within these responses, the proposal to relocate the pool and/or gym was least popular in Stevenston, where **28%** respondents from that area would be content to explore the relocation of the pool (compared to **33%** of respondents from Saltcoats, and **41%** of the respondents from Ardrossan).

## 2.7 Key Themes and Responses

2.7.1 Across both surveys, common themes emerged from the responses received. In the engagement undertaken so far, it is acknowledged that limited information was available due to the involvement of communities at a very early phase of developing proposals. North Ayrshire Council is committed to considering all views relating to this proposal before any final decision is made.

The pre-consultation engagement which has taken place demonstrates the commitment to seek the views of communities and will inform the final proposal.

The section which follows highlights this and other key themes and provides the most comprehensive responses available at this time.

### 2.7.2 Condition of Auchenharvie Leisure Centre

- (i) Auchenharvie Leisure Centre (Harvies), currently includes an ice-rink (refurbished and extended in 2011); swimming pool with sauna, and fitness suite. The facility is operated by the leisure trust, KA Leisure. The swimming pool accommodation and associated facilities are over 45 years old. As a well-used local facility, and despite ongoing maintenance and investment, it could be considered that the building is approaching the end of its useful life. The ageing swimming pool facility does not meet modern standards in terms of sustainability.

- (ii) The Council has condition surveys for all major properties, including Harvies. A condition inspection has been undertaken recently in order to update the condition report, originally carried out in 2013. These inspections have concentrated on the Mechanical and Electrical (M&E) elements of the building, as these are known to be problematic.

These reports highlight that much of the swimming pool M&E plant and systems are original and are well beyond their intended lifespan. As a result, they are unreliable and difficult to maintain. These systems present management issues to KA Leisure regarding the operation of the centre and do not meet modern standards of energy efficiency.

The pool-tank and pool-surround tiles and water proofing are also original, it is anticipated that these elements are near to, or beyond, their economic life and will not continue to perform as required.

- (iii) Without major investment it is likely the centre will be difficult and expensive to operate and run in the medium to long term with, ultimately, the risk of failure to deliver and major disruption or removal of services.
- (iv) The environment within the centre is also very dated and does not compare favourably with new facilities at the Portal and Garnock Community Campus. Refurbishment to the extent required to bring the facility up to an appropriate standard would require the closure of the pool for a period of up to 12 months and would involve extensive, intrusive works including asbestos removal. It is anticipated a global project budget for a project of this nature would be in the region of £5.75 million.

Even extensive refurbishment is unlikely to be economical in the medium to long term as most of the original structure and fabric of building would remain and, over time, would also require increased maintenance and replacement.

- (v) If NAC continues to maintain the existing pool on a reactive basis it is unlikely to prove economical in the medium and longer term. Addressing the most urgent repairs to key elements of the mechanical plant and other essential works to keep the building operational in the short term is likely to cost in the region of £1.07 million in the next 2 to 3 years. This approach would allow the pool to continue to operate in the short or medium term but would not improve the quality of facilities within the centre.
- (vi) The ice-rink, constructed in 1987, is in comparatively good condition and has benefited from refurbishment and extension, completed in 2011. The recent addition of dehumidification to the air handling system has further improved this facility.
- (vii) A feasibility assessment has been carried out regarding the retention of the ice-rink, fitness suite and entrance / reception area in the event of closure of the swimming pool. Due to the construction of the building having been undertaken in separate phases, it is possible to close and demolish the swimming pool without impacting on the long-term viability of the ice-rink. Work to reinstate, refurbish and reconfigure the office / reception areas is likely to be required.

It is anticipated this would cost in the region of £1.05m – Demolition and reinstatement works where the building has been separated is likely to cost in the region of £0.5

million, with a further £0.55 million required to refurbish and reconfigure the office and reception areas.

- (viii) Should the swimming pool and gym at Harvies be provided within the new campus development, it is anticipated the existing swimming pool and gym facilities would no longer be retained. As the project is at an early stage of developing the final scope and brief, there has not yet been any engagement regarding possible alternatives to demolition or redevelopment of the site. However, it is anticipated these options will be explored and tested as part of the wider project development plan.
- (ix) The cost of a replacement centre would be dependent on the facilities required. A typical cost per square metre would be in the region of £3500 and would be an appropriate budget figure to use at this stage. The area of the existing swimming pool and associated accommodation within Harvies is approximately 2200 m<sup>2</sup>.
- (x) The inclusion of a new swimming pool within a larger project, would result in a more efficient solution as less floor area is required. Shared accommodation, circulation space and mechanical and electrical plant and equipment ensure the same facilities can be provided within a smaller footprint. This has been successfully demonstrated at Garnock Community Campus.
- (xi) Overall, it is anticipated the inclusion of the leisure elements, as part of a campus, may achieve in the region of £2 million cost savings, when measured against the cost of a new build stand alone facility. Co-location of facilities would also lead to reduced operating costs through energy savings.
- (xii) In terms of cost comparisons, the following table is a summary of the various possibilities referred to in this section:

	<b>Cost</b>	<b>Note</b>
Major refurbishment of current facilities at Harvies	£5.75m	Elements of the underlying building structure would still be original. It should also be noted that this option will not attract Scottish Government funding.
Standalone replacement new build swimming pool and gym	£8m	Estimate based on current market construction costs. It should also be noted that this option will not attract Scottish Government funding.
Co-located swimming and gym facilities within new campus	£5.8m	Estimate based on current market construction costs. The overall campus community model aligns with Scottish Government principles set out at 2.7.3.

### 2.7.3 Why can't we modernise/rebuild on the current Ardrossan Academy site?

Funding from the Scottish Government will have conditions attached, which NAC must take into account. Indeed, the following 10 Guiding Principles were recently published in the final draft of the forthcoming CoSLA/Scottish Government publication, ***“Scotland’s Learning Estate Strategy: Connecting People, Places and Learning”*** and will underpin all future funding decisions taken by the Scottish Government, in respect of Scotland’s Learning Estate:

1. Learning environments should support and facilitate excellent joined up learning and teaching to meet the needs of all learners.
2. Learning environments should support the wellbeing of all learners, meet varying needs to support inclusion and support transitions for all learners.
3. The learning estate should be well-managed and maintained, making the best of existing resources, maximising occupancy and representing and delivering best value.
4. The condition and suitability of learning environments should support and enhance their function.
5. Learning environments should serve the wider community and where appropriate be integrated with the delivery of other public services in line with the place principle.
6. Learning environments should be greener, more sustainable, allow safe and accessible routes and be digitally enabled.
7. Outdoor learning and the use of outdoor learning environments should be maximised.
8. Good consultation about learning environments, direct engagement with learners and communities about their needs and experiences, and an involvement in decision making processes should lead to better outcomes for all.
9. Collaboration across the learning estate, and collaboration with partners in localities, should support maximising its full potential.
10. Investment in Scotland’s learning estate should contribute towards improving learning outcomes and support sustainable and inclusive economic growth.

Therefore, it is clear, from these guiding principles, and from discussions, that the Scottish Government are unlikely to contribute funding towards a straight replacement for Ardrossan Academy, hence the opportunity for Winton Primary School to benefit from inclusion in the campus. Discussions to date suggest and the principles outlined above indicate that, if the new facility is to attract funding from the government, it needs to offer tangible benefits for the whole community.

- 2.7.4 Initial surveys suggest that it would be difficult for the current Ardrossan Academy site to accommodate a project on the scale presently proposed. It should also be noted that, mindful of the need to minimise disruption to pupils, it is far less intrusive to build on a fresh site, than to have to maintain effective teaching and learning during a major building project.

- 2.7.5 Significant benefits will be achievable through the planned vocational links to the maritime and leisure sectors which are more easily achieved near to the harbour where these companies are located.
- 2.7.6 The Ayrshire Growth Deal (AGD) is a major regeneration initiative funded by the UK and Scottish Governments as well as the three Ayrshire local authorities. It aims to develop attractive, useful sites, which generate employment. Plans for Ardrossan include an expanded marina facility and International Marine Science and Environment Centre at the North Shore site. In addition to the AGD, further investment is planned in respect of the regeneration of the harbour, including a new ferry terminal and associated transport hub.
- 2.7.7 Therefore, an educational facility in this location could provide genuine job opportunities for young people for many years in the future. The campus, by including suitable vocational facilities and through the close links which already exist with Ayrshire College and other higher education providers and employers, will be in an enviable position to provide training for specific skills demanded by local employers. It should be noted that this ambition is directly linked to Guiding Principles 8 to 10 at section 2.7.2, which seek to provide wider societal benefits, from targeted investment in the Learning Estate.
- 2.7.8 Among pupils from other primary schools, there was a general feeling that Winton PS should not be included in the new campus, but upon reading some of the written responses, it appears that this may be attributable to a pre-conception that Winton PS would have access to better facilities than other primaries, should they be co-located with Ardrossan Academy. A number of respondents, from outwith the Winton PS community, also felt that it was inappropriate for them to be asked about the future location of another school.
- 2.7.9 **Site Considerations**  
As a former industrial site, some of the area at the North Shore will require some degree of remediation to permit any future building to take place. North Ayrshire Council will require all remediation to have taken place prior to occupation. There is a good understanding of existing site conditions and further investigations are ongoing to ensure that all relevant information is gathered and up to date before any works can commence on site. The Planning Authority and The Scottish Environmental Protection Agency will also ensure that all appropriate measures are taken.
- As no design has yet been proposed, a clear objective will be to ensure, through the design process, that the layout of the new facilities takes its coastal setting into account, both in terms of ensuring that the actual fabric of the building will be robust enough to withstand the worst of the weather – and that the design provides for safe outdoor facilities for all building users.
- Whilst, the proposed site is currently not built upon, there is an established community of businesses developing successfully around the harbour area. The educational campus will act as catalyst for further growth and development of the town centre of Ardrossan, and see a derelict site put to optimal use for the benefit of the local community.

#### **2.7.10 Accessibility of swimming pool and gym to school pupils**

Whilst no operational decisions have been taken about the management and availability of the facilities which are proposed, it is likely that they will operate on the same basis as other school/community campuses. Schools will be able to make specific arrangements with the operator of the facilities for access at specific times.

#### **2.7.11 Potential public access to “school areas”**

There are several school campuses co-located with community facilities across Scotland (with some already in place in North Ayrshire) and the experiences and gained functional knowledge from them would inform the design and operation of the proposed new building. It is likely that the design will include separate entrances for school pupils, library, gym and swimming pool users. Careful consideration will be given to ensure that members of the public access the building in a safe and controlled manner.

#### **2.7.12 Impact on school transport**

Initial assessments suggest that there would be no impact on school transport arrangements based on current entitlement criteria. Further assessments will take place should the proposal be approved, and a design developed which will detail the exact location of the new building.

#### **2.7.13 Size of new school**

Currently it is planned that the capacity of the educational facility will be for a maximum of 30 early years, 220 primary and 1200 secondary pupils.

#### **2.7.14 Sports Facilities**

No decisions have been taken, as we are at the earliest stage of consultation, but the final layout will be based on the needs of the school and community users of the site, but it is likely that some form of synthetic pitch and grass pitches will be required alongside any indoor facilities.

#### **2.7.15 Traffic Management**

In any design going forward, traffic management will form a key part of the consideration and will be influenced by Roads and Planning. A Traffic Impact Assessment will be required to ensure that the final proposals mitigate against any potential issues which have been raised.

#### **2.7.16 North Shore site not centrally located**

The proposed site is located close to current bus routes and will form part of the regenerated Ardrossan Town Centre. It is also within the current catchment areas of Ardrossan Academy and Winton Primary School.

#### **2.7.17 Is it appropriate to have Early Years, Primary and Secondary on the same site?**

As this would be the third joint campus of this nature in North Ayrshire, a clear design specification has been developed. There would normally be separate entrances, teaching spaces, playgrounds etc and lunch times would be staggered. Study visits with appropriate user groups would be organised to see existing campuses in operation, to ensure that examples of good practice and design are followed.

There is evidence to show that transitions between Early Years, Primary and Secondary are made easier for young people in a campus environment. To date, at Garnock Community Campus and Largs Campus, primary and younger children

participate in experiments in the science department, or access music facilities which would, ordinarily, not be available to them. In Largs Campus all schools have access to the full range of PE facilities.

#### 2.7.18 **Economic Investment**

Some respondents noted the levels of economic deprivation in the local area and the perceived lack of investment. NAC has a planned programme of investment across the area, key details of which are noted below:

##### (i) **Ayrshire Growth Deal**

Marine tourism and industry in North Ayrshire are key components of the Ayrshire Growth Deal (AGD). A circa £10.5 million International Marine Science and Environmental Centre (IMSE), is planned for the Ardrossan North Shore site. This centre will aim to drive innovation in marine science, with practical expertise and the latest technologies to ensure the Firth of Clyde is recognised as an exemplar in marine sustainability.

Irvine Great Harbour and the adjacent Ardeer Peninsula is also a significant beneficiary of AGD funding. A circa £14 million investment is planned for the development and regeneration of The Great Harbour, at Irvine Harbourside and Ardeer Peninsula, to create a unique coastal destination, comprising a number of key assets to attract new visitors to the area and create jobs.

##### (ii) **Ardrossan Harbour**

Investment in a Marine Hub at Ardrossan Harbour is set to ensure the long-term viability of the port and make it fit for 21<sup>st</sup> century marine transportation. This investment by NAC and partner organisations will include the following:

- The Arran berth to be redeveloped to support improved ferry services to Brodick and Campbeltown.
- A new or comprehensively re-developed Terminal Building.
- New marshalling areas and upgraded car parking with enhanced capacity.
- Improved rail and town centre connections.

##### (iii) **Housing**

The Council, the Scottish Government and partners have committed to invest £14.8m within Stevenston through the Strategic Housing Investment Plan (SHIP). The recently completed Glencairn House saw £5.3m spent to create a new 28 unit sheltered housing complex.

A further £3.1m will be invested to provide 15 units of supported accommodation on the site of the former Caley Court sheltered housing complex. The works are anticipated to commence on site at Caley Court during spring 2020 and complete by spring 2021.

The Afton Court project will utilise £2.5m funding to deliver a wider regeneration initiative which will provide approximately 7 new homes on the site of the former Afton Court sheltered housing complex. Council Officers are currently working to assemble vacant land within the wider Stevenston area to create the larger 15-unit regeneration opportunity and create efficiency savings. The works are currently anticipated to commence on site during spring 2021 and complete during spring 2022.

The SHIP also makes provision for Cunninghame Housing Association to deliver 28 homes at a cost of £3.9m at Ardoch Court, Stevenston. Works have already commenced on site and are expected to be completed by Spring 2020.

(iv) **Town Centre Redevelopment**

North Ayrshire Council has been allocated £1.4 million to invest in its town centres as part of the Scottish Government's Town Centre Fund.

(v) **Educational Investment**

Construction is scheduled to commence in June 2019 at a site adjacent to Auchenharvie Academy, on a new £30 million Additional Support Needs (ASN) Campus. Alongside this a refurbishment programme is currently in-progress at Auchenharvie Academy which will see upgraded PE and music facilities as well as improvements to the external fabric of the building.

### **3. Proposals**

3.1 It is proposed that Cabinet:

- (i) Notes the progress to date of the pre-consultation stakeholder engagement undertaken within the school communities,
- (ii) Notes the progress to date of the pre-consultation stakeholder engagement undertaken across the wider communities; and
- (iii) Notes and considers the petition which has been presented in respect of the proposed relocation of leisure facilities.
- (iv) Agrees the next steps in respect of the development proposal.

### **4. Implications/Socio-economic Duty**

#### **Financial**

- 4.1 £31.5m is allocated to replace Ardrossan Academy within North Ayrshire Council's capital programme from 2021. Additional external funding is being sought from Scottish Government to achieve the facilities outlined in the report. A detailed business case is being developed.

#### **Human Resources**

- 4.2 None.

#### **Legal**

- 4.3 There are no legal implications arising directly from this report. The decision to move a school to an alternative site will require a statutory public consultation.

## **Equality/Socio-economic**

- 4.4 An Equalities Impact Assessment screening has been carried out, which indicates that a full equality assessment is not required. However, in the interests of due diligence, a full assessment will be carried out at the appropriate time in the process.

## **Environmental and Sustainability**

- 4.5 None.

## **Key Priorities**

- 4.6
- Active and strong communities;
  - Children and young people experience the best start in life;
  - Inclusive, growing and enterprising local economy.

## **Community Benefits**

- 4.7 The new build facility would provide opportunities for lifelong learning, additional leisure, training and employment opportunities. Additional Community benefits opportunities will present themselves via the construction contracts for any new build facility, leading to extensive employment and training opportunities for young people during the construction phase of any project.

## **5. Consultation**

- 5.1 The following stakeholders have been consulted throughout the early engagement process:
- Children and young people
  - Parent Council representatives of each of the schools affected
  - Head Teachers and staff representatives
  - Corporate Management Team
  - North Ayrshire communities
  - Community Groups
  - Local Elected Members

Caroline Amos  
Head of Service

For further information please contact Caroline Amos, Head of Service, on 01294 324416.

## **Background Papers**

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## **Appendices**

- 1a School pre-consultation responses
- 1b Wider Community pre-consultation responses
- 2a Overall School pre-consultation responses in graphical form
- 2b Overall Wider Community pre-consultation responses in graphical form

## Appendix 1a School pre-consultation responses

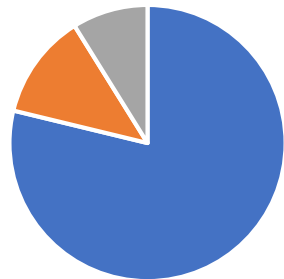
School Communities Responses	Pupils			Staff			Parent			Totals and % for all Communities by Question		
	Yes	No	NP	Yes	No	NP	Yes	No	NP	Yes	No	NP
<b>Q1</b> Do you think it is a good idea for there to be a new Ardrossan Academy?	1281	158	116	172	25	36	218	79	36	1671	262	188
										<b>79%</b>	<b>12%</b>	<b>9%</b>
<b>Q2</b> Do you think that Winton PS should be included in plans to move to the new campus?	642	641	259	159	32	42	111	128	90	912	801	391
										<b>43%</b>	<b>38%</b>	<b>19%</b>
<b>Q3</b> Do you think that Ardrossan Library should be included in plans to move to the new campus?	1021	284	225	152	42	39	134	119	77	1307	445	341
										<b>62.5%</b>	<b>21%</b>	<b>16.5%</b>
<b>Q4</b> Do you think there should be spaces for social workers, nurses & counsellors included in the new campus?	1197	135	190	146	51	36	93	163	71	1436	349	297
										<b>69%</b>	<b>17%</b>	<b>14%</b>
<b>Q5</b> Do you think that a swimming pool should be included in plans for a new campus?	1163	256	155	131	62	40	166	134	27	1460	452	222
										<b>63%</b>	<b>19.5%</b>	<b>9.5%</b>

## Appendix 1b Wider Community pre-consultation responses

Questions	Wider Community Engagement		
	Yes	No	No Preference
<b>Q1</b> Do you think the Council should develop proposals to replace the existing Ardrossan Academy with a new school, located at the proposed site on the North Shore?	175 <b>48.2%</b>	178 <b>49%</b>	10 <b>2.8%</b>
<b>Q2</b> Do you think the Council should explore the option of including the replacement of Winton Primary School in this new development?	167 <b>46%</b>	179 <b>49.3%</b>	17 <b>4.7%</b>
<b>Q3</b> Do you think the council should explore the option of including the replacement of the current Ardrossan Library?	141 <b>38.8%</b>	209 <b>57.6%</b>	13 <b>3.6%</b>
<b>Q4</b> Do you think Council should explore the option of including accommodation for HSCP employees?	167 <b>46%</b>	176 <b>48.5%</b>	20 <b>5.5%</b>
<b>Q5</b> Should the Council explore the option of including a swimming pool presently at Auchenharvie, Stevenston?	122 <b>33.6%</b>	232 <b>63.9%</b>	9 <b>2.5%</b>
<b>Q6</b> Should the Council explore the option of including a replacement for the fitness suite at Auchenharvie, Stevenston?	118 <b>32.5%</b>	234 <b>64.5%</b>	11 <b>3%</b>

## Appendix 2a Overall School pre-consultation responses in graphical form

Q1. Do you think the Council should develop proposals to replace the existing Ardrossan Academy with a new school, located at the proposed site on the North Shore, where it can benefit from the regeneration of the harbour and marina area, planned as part



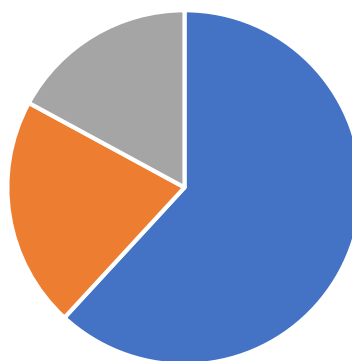
■ Yes ■ No ■ No Preference

Q2. Do you think the Council should explore the option of including the replacement of Winton Primary School in this new development, to create a campus, which includes education and community facilities for pupils from early years through to sixth year?



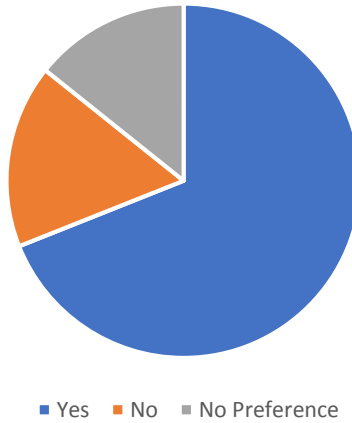
■ Yes ■ No ■ No Preference

Q3. Do you think the Council should explore the option of including the replacement of the current Ardrossan Library within the new campus?

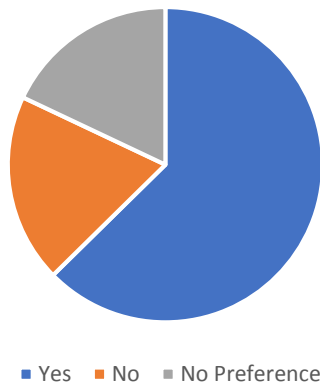


■ Yes ■ No ■ No Preference

Q4. Do you think the Council should explore the option of including accommodation for Health and Social Care services?

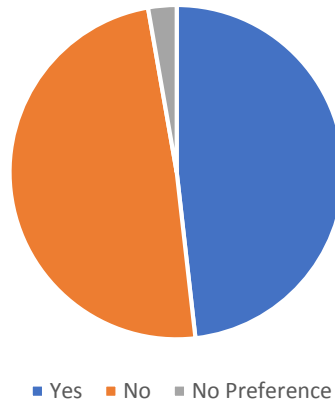


Q5. Do you think the Council should explore the option of including the replacement of the swimming pool and fitness suite presently at Auchenharvie Leisure Centre in Stevenston?

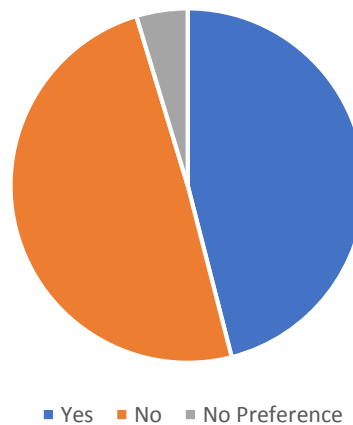


## Appendix 2b Overall Wider Community pre-consultation responses in graphical form

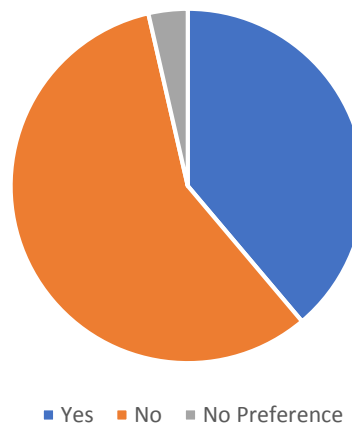
Q1. Should the Council develop a proposal to replace the existing Ardrossan Academy with a new school at the proposed site at North Shore?



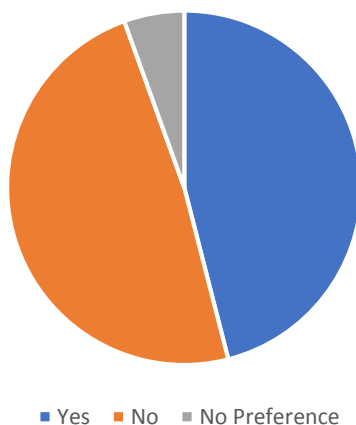
Q2. Should the Council explore the option of including the replacement for Winton Primary in this new development?



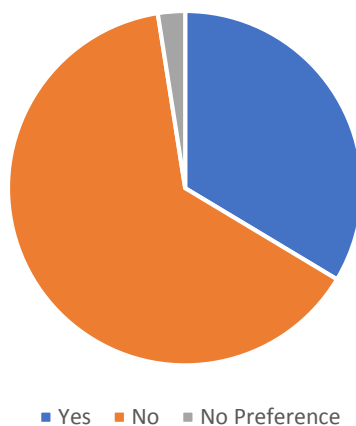
Q3. Should the Council explore the option of replacing the current Ardrossan Library within the proposed site at North Shore?



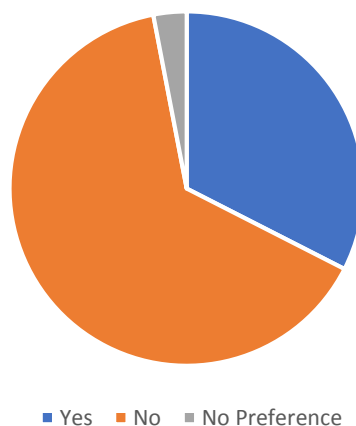
Q4. Should the Council explore the option of including access to Health & Social Care services within the proposed site?



Q5. Should the Council explore the option of including a swimming pool presently at Auchenharvie, Stevenston?



Q6. Should the Council explore the option of including a replacement for the fitness suite at Auchenharvie, Stevenston?



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## NORTH AYRSHIRE COUNCIL

27 June 2019

### Audit and Scrutiny Committee

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**Title:** Decriminalised Parking Enforcement and the Introduction of Car Parking Charges

**Purpose:** To allow the Committee to consider a Call In Request in respect of the decision taken by Cabinet at its meeting on 11 June 2019 to introduce seasonal parking charges along Brodick Shorefront to meet the needs of tourists and visitors.

**Recommendation:** That the Committee considers the terms of the Call In and agrees, or otherwise, to make a recommendation to the Cabinet.

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#### 1. Executive Summary

- 1.1 In terms of the Scheme of Administration (Section 24), the Audit and Scrutiny Committee has a remit to consider Call in Requests and invite at least one of the Members who has requested the reference to Call In to attend the Committee to explain the request.
- 1.2 This report sets out the background to the Call In Request in respect of the decision taken by Cabinet at its meeting on 11 June 2019 in relation to the report on the decriminalised parking enforcement and the introduction of car parking charges.

#### 2. Background

- 2.1 The Cabinet, at its meeting on 11 June 2019, considered a report on the decriminalised parking enforcement and the introduction of car parking charges.
- 2.2 A request was received in terms of the Call In procedure set out in the Council's Scheme of Administration and Standing Orders, that the Audit and Scrutiny Committee examine the decision taken by the Cabinet.
- 2.3 The Call In Request, which was signed by Councillors Billings, McMaster and Gurney is in the following terms:-

##### Reason for Call In

This Call In relates to section 2.23 of the Cabinet report and the map of Brodick contained within Appendix 1.

## Brodick Car Parking

This call in relates to the proposed introduction of car parking charges to Brodick. This paper will show that the Brodick parking proposals are contrary to the Council's agreed Car Parking Strategy and will not achieve the supposed benefits of introducing parking charges as set out in the proposal.

As a reminder, the stated aims of the Car Parking Strategy are:

- Enhance and support local economies
- Improve traffic flows and reduce congestion
- Manage parking spaces to ensure adequate availability

The stated benefits of introducing parking charges are:

- Safer traffic conditions
- Improved safety for pedestrians and vulnerable groups
- Short stay is for shoppers, and long stay is for business community
- Reduced competition for road spaces
- Community will benefit from improved parking that will support the local economy

Brodick currently has a clear separation of parking, with the majority of the long stay parking happening close to the ferry, where people leave cars when visiting the mainland, and the majority of short stay parking is further along the shore road for people using the village facilities.

Parking is available at the ferry terminal, however, long stay overnight parking at the terminal is in the process of being stamped out as there are not enough parking spaces for the volume of traffic/parking required for day long journeys to the mainland. Consequently, Arran residents long stay parking is carried out predominantly along the sea front as this is the nearest available area. Free long stay parking is necessary for Island residents when using the ferry to access mainland based medical services, retail centres, onward travel destinations for trains and flights; as due to our Island geography there is often no choice but to travel to the mainland to gain access to services which most mainlanders take for granted.

With this geographical restriction on access to services in mind it is important to note that according to the Scottish Index of Multiple Deprivation (SIMD) approximately 44% of Arran's population live in data zones that are in the top 15% most access deprived in Scotland. Access being defined by SIMD as the measure of private vehicle and public transport drive times to GP surgeries, Post Offices, retail centres, schools and petrol stations and that's before we attempt to access services on the mainland!

This SIMD information and the Council's Fair for All strategy was to the forefront during the development of the Locality Priorities for Arran and consequently the priorities which emerged from community engagement are; transport, social isolation and housing. Lack of good public transport to service connections between all Arran's villages and the main town of Brodick being a major cause for concern due to lack of accessibility to basic services and a cause of social isolation for many islanders. Hence many islanders' reliance on the use of private vehicles and the need for free and accessible car parking as a requisite to quality of life on the island. The introduction of parking charges would impose an unnecessary extra layer of inequality on the islanders. Using public transport is not an option for many journeys and making parking more difficult within the main commercial centre on Arran will further deprive residents access to services. Isolation is one of the priority issues to address on Arran and making it harder to park will make this even worse.

In addition to the parking already mentioned, owners of businesses can park in areas behind their businesses, leaving on-street parking for customers. Lastly, on-road parking is supplemented with specific parking for the large Co-op, Arran Active, and the car park behind the small co-op.

There is an adequate supply of these different types of parking, that naturally separate themselves out because the ferry is at one end and the village facilities towards the other end, or businesses have their own customer parking.

The system works well with minimal issues of inappropriate parking, disruptions to traffic flow and people can get easily to where they want to go. This encourages people to park and stay within Brodick, supporting the shops and businesses along the front with no pressures about how long they are allowed to stay or fear of 'getting a ticket'.

The Isle of Arran is a place that people come to live and visit because it has a fundamentally different feel to the mainland. It is relaxed, easy-going with a holiday feel. This is what makes Arran special.

The introduction of parking charges will disrupt this status quo and has the potential for significant disruption to traffic flow, increased congestion, poor management of parking spaces, and will cause inconvenience to both residents and visitors, and will be detrimental to the economy making it harder for people to visit shops and other village facilities.

With free parking continuing to exist in close proximity to the charged parking spaces, parking behaviour will change leading to displacement parking. Affected areas will be the Douglas Hotel, large Co-op, Arran Active, Brodick medical centre, and in parking bays outside the row of small shops further along the front. In addition, the narrow roads behind the main street will see an increase in parking, and these roads don't have pavements.

The easy-going approach to life on Arran will be lost, and that feeling Arran has of being 'different' will be eroded.

There is no local support to these proposals, and it is clear that the proposals were written without any understanding of how the existing car parking is used, what effects the introduction of parking charges will have on peoples parking behaviour, and what the consequences of these changes will be on residents, businesses or visitors. The report makes sweeping assumptions about the benefits of parking charges whilst providing no evidence to back them up.

In the case of Arran, the Cabinet has made a mistake as this proposal is clearly in opposition to the stated and agreed aims of the Council. Therefore, the Audit and Scrutiny Committee should recommend that parking charges are not introduced on Arran, and that Arran is excluded from the Decriminalised Parking Enforcement proposals.

### Discussion on Specific Benefits and Policy Aims

Disruption of the Status Quo – as has already been said, there is a natural distribution of longer and shorter-term parking that meets the needs of residents and visitors. Any introduction of parking charges will change people's behaviour displacing cars to where parking is free. This will lead to:

- Long term parking in front of shops and services
- Longer parking in free car parks, such as the Co-op, Arran Active and the public car park, leading to poorer turnover of parking, thereby making it harder for customers to park and use these facilities.
- Increased on-street parking along the opposite side of the shore road, where it will remain free, leading to congestion and disruption to traffic flow
- Increased on-street parking in rear residential streets, making it more difficult for traffic to navigate, and creating a hazard for pedestrians where there is no footpath on either side of the road.

It has been suggested that resident permits can be used, however, not every resident will get a permit for their car, some will not be able to afford it, some will make do with remaining free parking arrangements. Also, visitors looking for longer term parking will not be able to park along the front, moving them to spaces currently used as short-term parking.

Disruption to Traffic Flow – it has already been stated that currently there are limited occasions where traffic is disrupted due to inappropriate parking. With an increase in parking in areas that will continue to be free will:

- prevent residents from parking in their streets,
- create bottle necks along roads where having two-way traffic past parked cars is challenging,
- increase in cars going along side roads looking for free parking.

Poor Management of Parking Spaces – there is currently a good management of parking spaces. Introducing charging for one area of the front will move long stay parking towards what should be short stay parking, and short stay parking on to deregulated areas or private ground. Even if exemptions are allowed for some residents, there will be sufficient other drivers who will be affected by these changes.

Disruption to the Economy – Brodick is an important hub for trade, and is used by residents and visitors for shopping, attractions, restaurants and banking services. The current parking arrangements support all these commercial activities by providing free and accessible parking close to where people want to go. There is a good turnover of cars in front of shops, with longer term parking taking place along the front where there are more visitor attractions, and resident long-term parking at the ferry end.

Disruption to the current parking patterns that will displace parked cars will mean that people will no longer have easy access to where they want to go, thereby making visiting village facilities less attractive by clogging up parking spaces.

Decreased Community Benefits – Brodick currently has good availability of parking spaces located in areas that support the surrounding businesses and activities. This proposal will not increase the numbers of parking spaces and will force car drivers in to areas away from where they would naturally want to park. Almost half Arran's population already live in the most access deprived areas of Scotland. Using public transport for many trips is not an option, so making it harder to park in Brodick will increase the island's transport deprivation.

People want to come to live and visit Arran because, like other Scottish islands, there is a perception that they are places of refuge away from the hustle of the mainland. Creating parking restrictions and the subsequent chaos will chip away at that special feeling that Arran has, making it less attractive as a place to stay and visit. Once that specialness is lost it cannot be recovered, and people will go elsewhere. There are national policies encouraging people to living in the more remote areas of Scotland, so the introduction of parking charges is working against that policy.

**Decreased Pedestrian Safety** – all along Brodick's sea front road there are parking bays marked. Parking takes place within those bays. It is very uncommon to have parking on that road outside of a marked bay. However, there are other areas that could be used for parking, such as the other side of the road from the bays, but it just does not happen at the moment.

The roads running back from the sea front will have a few cars parked along them, mostly residents parking outside their homes. Many of these roads don't have any pavements and are only wide enough for one line of traffic, but with the minimal number of parked cars, and the roads normally used by residents there is little traffic along the roads.

When cars are displaced from the sea front parking in to alternative free parking spaces, there will be an increase in cars being parked on both sides of the shore road, and cars parked along residential streets. This will make it harder for pedestrians to cross the main road due to reduced sight lines, and along residential streets not only will there be more traffic, pedestrians will have to walk in the road to avoid the cars.

Reduced Enforcement of Parking Across the Island – the proposal is that North Ayrshire Council will take over control of all parking issues across Arran, not just in Brodick. Around the island there are car parks and parking areas that have controls in place. Currently, the police are able to act if there is a specific parking issue. They are resident on the island, and they have additional staff employed to cover the busier summer period.

A parking attendant whilst they may be able to come over to Arran from time to time will not be available on the island and will not be able to respond to specific issues as they arise. This will lead to a decrease in enforcement of parking issues at a time when they are likely to increase due to the new parking regulations being put in place.

#### Mitigation Actions

The proposal does include suggestions that are aimed to mitigate the adverse effects that will be seen from the introduction of parking charges. These include:

- Island resident parking permits
- All day charges for the 'short term' parking area (shown in green on the map)

These mitigating actions may reduce the impact of some elements of the proposal for some people. However, the majority of the adverse effects will not change, and will not prevent the significant changes to parking behaviour that will be seen.

Resident Parking Permits – it is suggested that they could be available so that residents could park for the longer term in the short-term parking. The proposal is silent on the possible cost of the permit or the cost of the longer-term parking. However, this will be a regressive tax on island living. Islanders don't have a choice when leaving the island; they have to use the ferry. If travelling as a foot passenger one can use the bus, however, they don't connect to all the ferries, are often very busy and not suitable for carrying large luggage, and for the majority of the island run every 3 hours or so, which does not allow passengers returning to the island to pop in to the Co-op on the way home. Therefore, there are a large number of islanders who park their cars, sometimes for days at a time, when visiting the mainland. Residents with cars will have no option but to purchase 'a resident parking permit if they want to be able to park within reasonable walking distance of the ferry terminal. This will hit those less able to pay most hard, such as those on low incomes and the elderly. If they cannot afford a parking permit, then those least able to walk the extra distance will be the ones having to park at the far end of the street. Hardly 'Fair for All', and would further increase the island's already high levels of access deprivation.

**Long term parking in the short-term parking areas** – if one does not have a resident parking permit, allowing people to park longer term all along the front does offer a solution that would enable everybody to park in that area. However, common sense would suggest that rather than pay say £5 for all day parking, one could walk another 100 meters and park for free in front of the shops, or in the Co-op or Arran Active's car park. This is not a viable solution as people will change behaviour if a free option is available close by.

### Conclusion

It is clear that the parking proposals are not appropriate for introduction to Brodick, and the suggested mitigating factors will not address the adverse consequences of this proposal. The proposals work against the stated aims of the Council's Parking Policy, are contrary to the Council's priorities for Arran, will reduce fairness, and not only will the benefits suggested in the report not be achieved, the traffic situation will actually get worse.

Therefore, the Audit and Scrutiny Committee should recommend to the Cabinet that it is not appropriate to charge for parking in Brodick, and that the current system of parking and parking control for Arran should be retained.

### Desired Outcome

Parking charges should not be introduced to Brodick.

Enforcement of parking on Arran should remain under the control of the police.

- 2.4 A copy of the original report presented to Cabinet on 11 June 2019 is attached as at Appendix 1 to the report. An updated briefing note has been provided by the Head of Service (Commercial) and is attached at Appendix 2.
- 2.5 The Call In Request is valid for consideration by the Committee. The request was received within the appropriate timescale, it was signed by three Elected Members and details were provided on both the reason for the Call In and the desired outcome.
- 2.6 The Elected Members who have submitted the Call In will be invited to address the Audit and Scrutiny Committee to explain the Call In Request. The appropriate Cabinet Member, accompanied by senior officers, will then be invited to clarify the reasons for the decision. The Committee will have an opportunity to ask questions of both parties and of those officers in attendance.
- 2.7 The Committee will then debate the Call In Request and decide whether or not it agrees with the decision of the Cabinet.

2.8 Where the Committee does not agree with the decision of the Cabinet, the matter will be referred to the next meeting of the Cabinet with recommendations from the Audit and Scrutiny Committee for alternative action. The Audit and Scrutiny Committee therefore has to:-

- i) decide if it agrees or not with the decision of the Cabinet; and
- ii) consider what alternative action the Committee would recommend to the Cabinet if it does not agree with the decision.

2.9 When the matter is considered by the Cabinet, the Chairperson or another member of the Audit and Scrutiny Committee will have the right to attend the Cabinet and speak in support of any recommendation.

2.10 In the event the Cabinet declines to accept the recommendation from the Audit and Scrutiny Committee, the matter will be referred to the next ordinary meeting of the Council for determination. The decision of the Council will be final.

### **3. Proposals**

3.1 It is proposed that the Committee considers the Call In Request.

### **4. Implications/Socio-economic Duty**

#### **Financial**

4.1 The financial implications are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

#### **Human Resources**

4.2 The human resource implications are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

#### **Legal**

4.3 The human resource implications are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

#### **Equality/Socio-economic**

4.4 The equality/social-economic implications are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

#### **Environmental and Sustainability**

4.5 The environmental and sustainability implications are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

## **Key Priorities**

4.6 The key priorities are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

## **Community Benefits**

4.7 The community benefits are outlined in the Decriminalised Parking enforcement and the Introduction of Car Parking Charges report attached at Appendix 1.

## **5. Consultation**

5.1 No further consultation has been undertaken in compiling this report.

Craig Hatton  
Chief Executive

For further information please contact **Angela Little, Committee Services Officer**, on **01294 324132**.

## **Background Papers**

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## NORTH AYRSHIRE COUNCIL

11 June 2019

### Cabinet

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**Title:** **Decriminalised Parking Enforcement and the Introduction of Car Parking Charges**

**Purpose:** To seek Cabinet approval to: (1) progress and submit an application to Scottish Government to introduce Decriminalised Parking Enforcement within North Ayrshire; and (2) introduce car parking charges at identified short stay car parks in Irvine, Kilwinning, Saltcoats, Largs and charges for on street parking at Brodick as detailed within Appendix 1.

**Recommendation:** Cabinet are asked to: (i) agree that an application seeking the introduction of Decriminalised Parking Enforcement across the North Ayrshire Council area will be finalised and submitted to Scottish Government; (ii) agree to the introduction of car parking charges at identified short stay car parks and identified on street parking at Brodick as detailed in Appendix 1; (iii) agree that a review of the current Town Centre Car Parking Strategy in support of proposals to introduce car parking charges will be carried out; (iv) note the proposed recruitment of a Car Parking Manager to progress the introduction of car parking charges and application for Decriminalised Parking Enforcement; (v) agree that there will be further engagement with local Ward members, to review existing parking restrictions, potential vehicle displacement and the introduction of resident parking permit schemes as appropriate; (vi) agree that officers will proceed with the necessary Traffic Regulation Orders required to introduce parking charges in the designated car parks, and on-street in Brodick; and (vii) note the next steps as outlined in paragraph 2.31 and agree to receive progress update reports as appropriate.

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## 1. Executive Summary

1.1 Effective management of parking and the development of alternative travel modes are central aspects within the development of economic and environmentally sustainable town centres. The Council's agreed Town Centre Car Parking Strategy sets out to:

- Enhance and support local economies;
- Improve traffic flows and reduce congestion;
- Manage parking spaces to ensure adequate availability and the prioritisation of prime spaces;

- Reduce carbon emissions and improve air quality; and
  - Promote alternative modes of travel.
- 1.2 At its Budget setting meeting on 28 February 2018 North Ayrshire Council agreed to develop the introduction of Decriminalised Parking Enforcement (DPE) and the introduction of car parking charges.
  - 1.3 A previous project undertaken in 2011/12 identified that the introduction of DPE was not financially viable on its own and would require to be supported by the introduction of car parking charges. Consequently, the introduction of DPE was not taken forward at that time.
  - 1.4 Parking offences in North Ayrshire are therefore still a criminal offence and any violation of parking restrictions are only enforceable by Police Scotland. The Road Traffic Act 1991 permits local authorities to apply for the legal powers to take over the enforcement of on-street, as well as off-street, car parking regulations from Police Scotland. In areas where DPE has been granted parking offences become civil offences enforceable by the local authority.
  - 1.5 A Project Steering Group, comprising of officers from Roads, Economy & Communities, Legal, Finance, Communications and Customer Services was established to oversee and co-ordinate the development of a proposal to introduce car parking charges and to introduce DPE. The Steering Group has met with Transport Scotland's Policy Section who have provided guidance on the statutory process the Council requires to follow to apply for DPE powers. Feasibility studies for the introduction of car parking charges and DPE have been undertaken and reports on their outcomes prepared which have informed the proposals in this paper.

## **2. Background**

- 2.1 Since the withdrawal of the Traffic Warden Service by the Police in 2012, the enforcement of parking violations has reduced significantly and is now generally only undertaken by the Police in response to complaints or issues of obstructive parking. This has led to a significant increase in visible parking violations and poor parking behaviours and an increase in complaints to the Council who are currently powerless to take any enforcement action.
- 2.2 The Town Centre Parking Strategy (July 2014) was developed to ensure a consistent and coherent approach to parking which enhances and supports the local economy. This identified the need to manage the availability of parking through the introduction of short stay parking in selected car parks in Irvine, Kilwinning and Saltcoats. This aimed to increase the turnover of spaces to ensure adequate provision of parking spaces and support town centre activities.
- 2.3 This was introduced on a voluntary basis in November 2016 in the five selected car parks listed below. This approach aimed to provide the opportunity for the Council to encourage good practice and change parking behaviour without introducing enforcement measures. It was implemented through the installation of signage stating "Short stay parking only, maximum stay three hours" at the following locations:
  - Bridgegate, Irvine;

- Kirkgate, Irvine;
- Oxenward East, Kilwinning;
- Oxenward West, Kilwinning; and
- Vernon Street, Saltcoats.

As the introduction of the short stay parking limit was advisory, it relied on user compliance with the signage. Surveys of car park usage established that this had some initial success in terms of compliance including a desired increase in the turnover of vehicles and in the numbers visiting per day. Subsequent surveys later established that without enforcement, compliance and associated improvements had declined. This approach has therefore not achieved the required change in parking behaviour. To ensure compliance with short stay parking restrictions and generate the desired turnover of available parking spaces in our town centres to support town centre activities, enforcement is required.

2.4 Decriminalised Parking Enforcement (DPE) is a regime which enables the local authority to administer parking penalties, including the issuing of Penalty Charge Notices (PCNs) to vehicles. In areas with DPE, stationary traffic offences cease to be criminal offences enforced by the Police and instead become civil penalties enforced by the local authority. Local authorities retain the income from penalty charges from on and off-street parking offences. Any surpluses are used firstly for the provision and maintenance of off-street parking facilities and secondly for road improvement and public transport purposes in the local authority area.

2.5 Currently 21 out of 32 local authorities in Scotland have put DPE in place. The main benefits of acquiring parking enforcement powers are:

- A co-ordinated parking enforcement service will be established;
- Compliance levels will improve;
- Overall improved environmental conditions including safer traffic conditions, and less pollution due to better traffic circulation;
- Parking enforcement would become more locally accountable, consistent and adaptable to local needs;
- Enhanced levels of enforcement for future parking controls:
  - (i) to tackle indiscriminate parking near schools;
  - (ii) for residents parking schemes; and
  - (iii) for disabled parking bays
- Support for public transport and active travel initiatives through encouragement to consider alternatives to the private car;
- Improved safety for pedestrians and vulnerable groups;
- Enhanced turnover of parking in town centres to provide more short stay parking opportunities for shoppers, service users and long stay parking for the business community;
- Improved conditions for servicing (i.e. delivery vehicles), particularly through reduced competition for road space.

2.6 While the principal objective of introducing DPE in North Ayrshire is to improve compliance with parking regulations and the efficiency of the parking operation a Business Case previously developed in 2011/12 found that DPE would not be financially viable without the support of introducing car parking charges and the proposal was therefore not taken forward at that time.

- 2.7 The proposed introduction of car parking charges along with DPE will ensure a consistent and coherent approach to parking that meets the objectives of the Town Centre Car Parking Strategy in managing prime town centre parking spaces to ensure there is a turnover of sufficient parking spaces. The Council's car parking strategy does not currently support either off street or on street car parking charges. It is recognised that there are significant drivers for a change to this policy to ensure that it continues to meet the identified objectives. These include: increasing parking pressure within town centres; increasing reliance on cars for everyday journeys; decreasing patronage on public transport; ensuring that ongoing enforcement is economically viable; and reducing revenue budgets for the management and maintenance of car parks. The Strategy will therefore require to be reviewed and amended should Cabinet approve this proposal. It is also noted that the recent consultation on the forthcoming Transport Bill proposed the introduction of powers in relation to double and pavement parking for local authorities for which enforcement arrangements may be required.
- 2.8 While the previous study into the introduction of DPE proved not to be financially viable on its own, further work has now recently been undertaken which confirms the introduction of car parking charges together with DPE could potentially generate a net income stream of approximately £350,000 per annum. The income generated from penalty charges from on and off-street parking violations must be retained to finance the operation, enforcement and adjudication of the DPE regime. Car parking income should firstly be used to manage and maintain the car park infrastructure and enforcement, thereafter any surpluses can be used for other Council initiatives, for example road improvements, road safety projects or active travel schemes.
- 2.9 To obtain DPE powers the Council must follow a statutory process and make an application to Scottish Government. Transport Scotland assesses DPE applications on behalf of Scottish Ministers. Provided Ministers are content, Scottish Statutory Instruments are then drafted which will decriminalise parking offences and allow the local authority to take over enforcement from the Police. The process for applying for DPE can take up to 18 months and is set out as follows:
- Local authority undertakes DPE feasibility study (draft study completed)
  - Local authority prepares draft application
  - Local authority consults locally on draft proposals
  - Local authority submits draft application to Transport Scotland
  - Transport Scotland replies to local authority with comments, and begins to prepare the necessary Scottish Statutory Instruments (SSIs)
  - Local authority reviews comments and submits final application to Transport Scotland
  - Transport Scotland considers final application, and finalises SSIs
  - Subject to Ministerial approval, Transport Scotland consults on draft SSIs
  - Transport Scotland notifies Ministers of the consultation outcome and finalises SSIs
  - Subject to Ministerial approval, SSIs are made and laid before the Scottish Parliament
  - Provided there are no objections raised, SSIs come into force
- 2.10 A Project Steering Group was established, and officers met with Transport Scotland's Policy Officer last year to discuss the process for obtaining DPE powers.
- 2.11 The Project Steering Group set up a working group to progress operational matters concerning the introduction of DPE and Car Parking Charges. Due to limited in-house

resources, specialist expertise was obtained from our Framework Consultant RPS to provide feasibility reports into the Introduction of DPE and Car Parking Charges.

- 2.12 A financial assessment of introducing DPE has identified options for in-house and external operation of a DPE regime within the North Ayrshire area. The financial models show that DPE on its own is not financially viable, with in house operation of the controls costing an estimated £121,000 per annum net, after income from penalty charges.
- 2.13 A financial assessment of introducing car parking charges in our car parks has also been carried out to identify the expected cost of necessary infrastructure, management and operational running requirements. Furthermore, the assessment also identifies:
- a range of charging times and differing tariffs.
  - recommendations on which off-street car parks should be included within the charging scheme, considering potential revenue generated, enforcement requirements, location, infrastructure costs and maintenance.
  - full financial assessment of the introduction of car parking charges
- 2.14 On reviewing the feasibility assessments, local circumstances and taking account of the Council's current Town Centre Car Parking Strategy, a 'one size fits all' approach is not appropriate. Each town and village has been considered and each has a unique infrastructure and usage pattern. No two towns have the same traffic flow conditions. In addition, we require to assess the impact of the Dalry bypass on traffic in the Garnock Valley.
- 2.15 It is therefore not considered appropriate to introduce car parking charges at the current time within Skelmorlie, West Kilbride, Fairlie, Millport, Lochranza, Lamlash, Whiting Bay (and other villages on Arran – with exception of Brodick), Ardrossan, Stevenston, Beith, Kilbirnie, Dalry, Barmill, Glengarnock, Dreghorn or Springside. Whilst it is not proposed to introduce car parking charges at these towns and villages at the current time the introduction of DPE powers will facilitate the control of parking behaviour within all towns and villages through the enforcement of existing on street parking waiting restrictions. This will improve existing parking behaviour and create an increased availability of town centre parking for those wishing to visit the town and village centres for a few hours or less. Whilst it is not intended to introduce car parking charges within these towns and villages at this time, this will be kept under review to monitor the effectiveness of the introduction of DPE powers. Existing on street parking restrictions and local needs will also continue to be monitored with local Ward Elected Members going forward to identify any required amendments to existing controls.
- 2.16 It is recommended at this time that car parking charges be introduced at the identified short stay car parks in Irvine, Kilwinning, Saltcoats and Largs, and for on street parking at Brodick as shown in Appendix 1. Free parking will however be retained in all other car parks. This approach will ensure the provision of parking spaces to support town centre activities and achieve the Parking Strategy objectives.

### **Irvine**

- 2.17 In Irvine consideration was given to the specific traffic dynamics of the town and current parking behaviour. There is regularly a lack of available short stay parking within the town centre and on street parking restrictions are not being adhered to. There is however parking available at a number of locations. It is proposed to introduce parking charges in 3 town centre car parks at Kirkgate, West Road and East Road. This equates

to approximately 10% of the available parking within the Town, therefore the majority of parking will remain free of charge. Current on street restrictions will also be enforced via DPE powers to ensure the appropriate use of all available parking. Officers will meet with Irvine Ward Members to agree local needs, including a review of current on street parking restrictions and the need for Resident Parking Permits as a result of displacement following the introduction of car parking charges and introduction of DPE controls. These controls will contribute to an increased availability of town centre parking spaces for use by visitors to the numerous town centre businesses and facilities whilst the retention of free long stay parking will be available for those wishing to visit all day or to park whilst at work, whilst also meeting the needs of town centre residents.

### **Kilwinning**

- 2.18 Kilwinning has unique circumstances with very limited town centre on street parking, a busy college and a restricted vehicular access to the Main Street. Whilst existing car parks at Oxenward are designated as voluntary short stay car parks, these provisions are not being adhered to. All these factors contribute to a lack of available short stay parking spaces to service the town centre. There are also several residential properties within the town centre. It is proposed to introduce car parking charges in 2 car parks, these being at Almswall Road and one of the car parks at Oxenward, with the remaining Oxenward car park being designated as a free long stay car park. Free short stay parking (up to 1 hour) will also be provided at Oxenward. Officers will meet with Kilwinning Ward Members to agree local needs, including a review and agreement of the most suitable car park to charge in at Oxenward, agree the specifics of the introduction of some free short stay (up to 1 hour) parking, and review the need for Resident Parking Permits. These controls will contribute to an increased availability of town centre parking spaces for use by visitors to the numerous town centre businesses and facilities whilst the retention of free long stay parking will be available for those wishing to visit all day or to park whilst at work, whilst also meeting the needs of town centre residents.

### **Saltcoats**

- 2.19 The town centre car parks within Saltcoats are well used and tend to be subject to all day parking which reduces the availability of car parking spaces for visitors wishing to spend a few hours or less in the centre. There is regularly a lack of available short stay parking within the town centre and on street parking restrictions are not being adhered to. There is however parking available at several locations. It is therefore proposed to introduce short stay car parking charges in the car parks at Vernon Street, Bradshaw Street, Windmill Street and Kirkgate. Current on street restrictions will also be enforced via DPE powers to ensure the appropriate use of all available parking. Officers will meet with Saltcoats Ward Members to agree local needs, including a review of current on street parking restrictions and the need for Resident Parking Permits as a result of displacement following the introduction of car parking charges and introduction of DPE controls. These controls will contribute to an increased availability of town centre parking spaces for use by visitors to the numerous town centre businesses and facilities whilst the retention of free long stay parking will be available for those wishing to visit all day or to park whilst at work, whilst also meeting the needs of town centre residents.

### **Largs**

- 2.20 A review of current parking behaviour and traffic flow within Largs confirms the town is extremely busy and particularly at weekends. Currently there are local arrangements in place to assist with the management of available parking spaces during busy summer weekends through the introduction of parking marshals. The marshals do not have any

enforcement powers but have been successful in assisting drivers in locating available parking within the town. The Largs shorefront car park is well used and is currently operated on a pay and display basis. There is regularly a lack of available short stay parking within the town centre as existing on street parking restrictions are not being adhered to. It is proposed to introduce short stay parking charges in Gateside Street car park. With the introduction of DPE powers the existing on-street parking restrictions will also be better controlled to create a turnover of town centre parking spaces. Officers will meet with North Coast Ward Members to agree local needs, including a review of on street restrictions and the need for Resident Parking Permits following the introduction of car parking charges and DPE controls.

- 2.21 Within Largs, an opportunity has also become available to negotiate the purchase of an area of land adjacent to Bellman's Close. A business case has been developed to assess the financial viability of purchasing the site to operate as a fee-paying car park which has identified an anticipated 3.5 years payback period on the initial investment. Officers are currently pursuing the purchase of this ground which will be operated as a "Pay and Display" car park and will assist in the provision of 15 car parking spaces within the town centre.
- 2.22 Where future opportunities are identified for the provision of new additional parking in other towns or villages, these will be considered on a self-financing basis. A business case will be developed for each location being considered to review costs and potential payback period for the required investment. Income to offset costs will be generated from the introduction of car parking charges on any identified sites.

### **Brodick**

- 2.23 The Island of Arran is a well visited tourist destination and attracts a number of cars and other vehicles, particularly since the introduction of the Road Equivalent Tariff (RET). The existing on street parking available at Brodick shorefront is well used by both visitors and residents of the island. It is proposed to introduce seasonal parking charges along Brodick Shorefront to meet the needs of tourists and visitors. Officers will also meet with Ward Members to discuss local needs including the introduction of an Islander Parking Permit scheme for the Brodick shorefront on street parking area where an "all-day" tariff will also be considered and introduced. It is anticipated this will provide for enhanced turnover of vehicles parked on the shorefront whilst still facilitating island resident parking needs when choosing to leave their cars on the island whilst visiting the mainland.
- 2.24 The proposed short stay parking tariff will be introduced between 9:00am and 5:00pm Monday to Friday. Parking charges will be introduced 7 days a week in Largs and Brodick due to high visitor numbers at weekends. Charging in Brodick to be seasonal from April to October and will include an all-day parking tariff. Free parking will be retained for Blue Badge Holders in all car parks. Location plans of the proposed locations where car parking charges are to be introduced are shown in Appendix 1. The suggested tariffs are:

Proposed Tariff	
Time (Mins)	Short Stay
60	£1.00
120	£1.50
240	£3.00
All Day	Not Permitted

Whilst the proposed introduction of car parking charges at identified locations, together with the introduction of DPE powers, will facilitate several benefits, an income will also be generated. Based on the above suggested tariff being introduced, an annual gross income of approximately £471,000 is predicted. It is estimated that the annual revenue costs associated with the introduction of DPE will be £121,000 per year. These costs will be offset against the predicted income from car parking charges, therefore the potential net income is estimated to be £350,000 per year.

- 2.25 The financial assessments show that outsourcing the operation of the DPE regime is the most economical model, however this option comes with its risks. The Council would be required to control and monitor the contractor, in certain areas overzealous enforcement has been reputationally damaging and the contractor's commercial strategy may not align with the Council's wider corporate objectives. Consequently, it is recommended that enforcement is retained in-house, together with the requirement for the administration and processing of PCNs.
- 2.26 To implement and manage the DPE and car parking charges regime additional management and enforcement staff will be required. It is considered that the Council will require to create the positions of a new Parking Manager who would be supported by an enforcement team comprising a 1 Supervising Parking Attendant and 5.7 FTE Parking Attendants. This will enable 130 hours of on and off-street enforcement. Shift working will be required for the Parking Attendants to ensure enforcement can be delivered over the full week across North Ayrshire.
- 2.27 It should be noted that both East Ayrshire and South Ayrshire Councils operate a DPE regime. East Ayrshire Council have recently completed a review of parking within their area. They currently only apply parking charges in Kilmarnock from which they generated an income of £1.273 million in 2017/18. They have recently approved an increase in the parking charges to £1 per hour to a maximum of £5 in their long stay car parks and discarded their existing short stay car parks and introduction of an £8 tariff for all day parking in their existing short stay car parks. East Ayrshire are also considering the introduction of parking charges on Saturdays and extending the car parking charges into other towns. South Ayrshire currently only charge for parking in Ayr but are considering extending charging into Prestwick and Troon.
- 2.28 It will be necessary to introduce car parking charges at the same time as DPE powers as the income required from car parking charges is essential to make the introduction of DPE viable. The statutory process for DPE will take an anticipated 18 months. It is not considered appropriate to introduce car parking charges before DPE powers are available. The parking enforcement powers are essential to ensure the control of displacement of cars on to adjacent streets and any increase in poor parking practices. It is therefore considered appropriate to introduce DPE and car parking charges at the same time. It is also hoped that the nominal fee structure will encourage the use of the short stay facilities by shoppers and visitors, whilst the long stay parking will be available for those working in our town centres.

2.29 An exercise is also necessary to review our existing restrictions and Traffic Regulation Orders and to ensure existing road markings and sign plates are compliant to enable enforcement of on street parking restrictions. Car park directional signage will also be reviewed and further improved as necessary within towns.

2.30 Displacement of vehicles from car parks and by controlling existing on street parking restriction compliance will potentially result in a number of requests for Resident Parking Permit schemes to be introduced to combat indiscriminate parking in residential locations close to the town centres. Resident parking schemes will therefore require to be designed. It is also likely that there will be an increase in on street parking when charging is first introduced, however this will reduce, as acceptance of the charging regime grows. Meetings will be held to consider parking restrictions to control displacement into residential streets close to the town centres. Officers will meet local Elected Members on a Ward basis to review local circumstances.

2.31 The next stages in the process are:

- Submit draft application for DPE to Transport Scotland
- Recruitment of a Parking Manager
- Meet local Ward Members to review local circumstances
- Undertake review and consolidation of Traffic Regulation Orders
- Submit finalised application for DPE to Scottish Government
- Promote the Traffic Regulation Order to enable charging in our off-street car parks
- Promote the Traffic Regulation Order to enable charge on-street in Brodick
- Consider any objections to the Traffic Regulation Orders
- Review options for back office and administrative support
- Consultation and engagement
- Review of cashless technology for parking charges
- Procurement of car parking charges infrastructure
- Installation of car park charging infrastructure
- Recruitment of enforcement staff and back office support

2.32 In order to progress this project it is recommended that the recruitment of the necessary Parking Manager required to manage the DPE regime and charging within our car parks is now progressed.

### **3. Proposals**

3.1 It is proposed Cabinet agree that an application seeking the introduction of Decriminalised Parking Enforcement across the North Ayrshire Council area will be finalised and submitted to Scottish Government

3.2 It is proposed Cabinet agree to the introduction of car parking charges at identified short stay car parks and identified on street parking at Brodick as detailed in Appendix 1.

3.3 It is proposed Cabinet agree that a review of the current Town Centre Car Parking Strategy in support of proposals to introduce car parking charges will be carried out.

- 3.4 It is proposed Cabinet notes the proposed recruitment of a Car Parking Manager to progress the introduction of car parking charges and application for Decriminalised Parking Enforcement.
- 3.5 It is proposed Cabinet agree that there will be further engagement with local Ward members, to review existing parking restrictions, potential vehicle displacement and the introduction of resident parking permit schemes as appropriate.
- 3.6 It is proposed Cabinet agree that officers will proceed with the necessary Traffic Regulation Orders required to introduce parking charges in the designated car parks, and on-street in Brodick.
- 3.7 It is proposed Cabinet notes the next steps as outlined in paragraph 2.31 and agree to receive progress update reports as appropriate

#### 4. Implications/Socio-economic Duty

<b>Financial:</b>	It is estimated that the annual revenue costs associated with the introduction of DPE will be £121,000 per year. These costs will be offset against a predicted income of £471,000 by introducing car parking charges in our short stay car parks and on-street in Brodick, therefore the potential net income is estimated to be £350,000 per year. Costs associated with land purchase at the available site in Largs at Bellman's Close and associated pay and display infrastructure will be met from the existing General Fund Capital Programme.
<b>Human Resources:</b>	The introduction of DPE and Car Parking Charges will require the creation of a new Parking Manager supported by a number of Enforcement Officers.

<b>Legal:</b>	Legislation contained in The Road Traffic Act 1991 enables local authorities to decriminalise parking offences and allows local authorities to introduce their own parking penalty regime. A Traffic Regulation Order will be required to consolidate our on-street parking restrictions and a Traffic Regulation Order will be required to introduce parking charges in our car parks. Any further on street parking restrictions will also require a Traffic Regulation Order to be approved.
<b>Equality/Socio-economic Duty:</b>	Improved car parking opportunities and better management of parking would improve accessibility to town centres for all.
<b>Children and Young People:</b>	Enhanced levels of enforcement will contribute to improvements in road safety.
<b>Environmental &amp; Sustainability:</b>	The introduction of DPE and car parking charges supports improved environmental conditions, including improved traffic management and safer traffic conditions. Reduced pollution due to less illegal parking and better circulation of traffic and increased attractiveness of sustainable travel across North Ayrshire, which could result in increased use of public transport and reduced travel by car will reduce carbon emissions and improve air quality.
<b>Key Priorities:</b>	The introduction of DPE and car parking charges will contribute to the Council's key priorities contained in the draft new Council Plan relating to growing our economy, increasing employment and regenerating towns through the creation of improved turn over in parking spaces in town centres and new and improved opportunities for sustainable and active travel to key employment areas, town centres, services and local attractions.
<b>Community Benefits:</b>	Improved availability of car parking enhances and supports town centre economy.

## 5. Consultation

- 5.1 The Policy Advisory Panel were consulted on the proposals at a Special Advisory Panel Meeting held on 29 May 2019.
- 5.2 Consultation with key stakeholders and businesses will be necessary as part of the statutory process of applying for DPE.

- 5.3 Engagement with local Elected Members on a ward basis will be carried out to review existing parking restrictions, potential vehicle displacement and the introduction of resident parking permit schemes as part of the introduction of car parking charges and DPE controls.

RUSSELL McCUTCHEON  
Head of Commercial Services

For further information please contact **Campbell Dempster, Senior Manager (Network)**, on **01294 324845**.

**Background Papers**

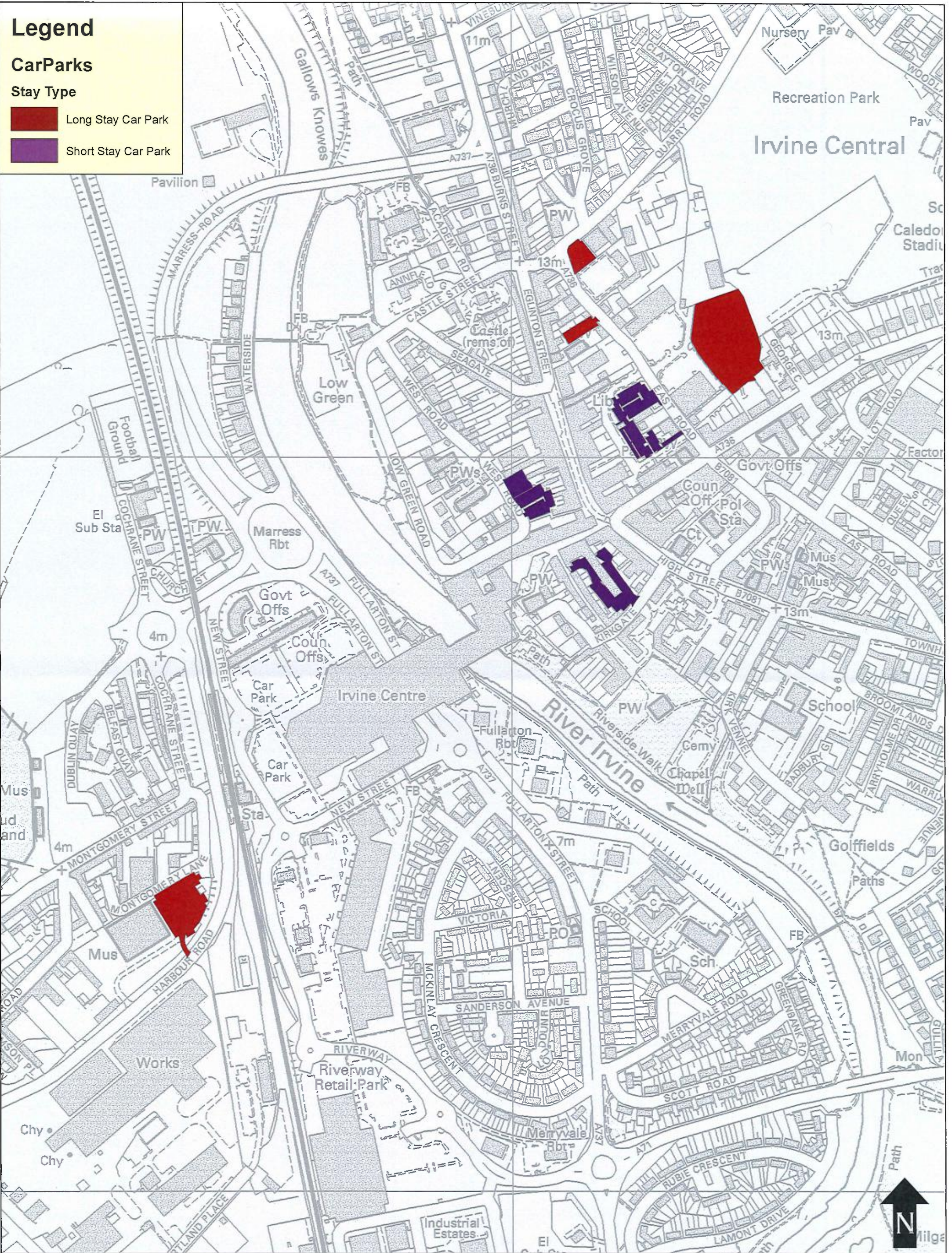
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Legend

CarParks

Stay Type

- Long Stay Car Park
- Short Stay Car Park



Irvine  
Traffic Orders  
Long / Short Stay Car Parks

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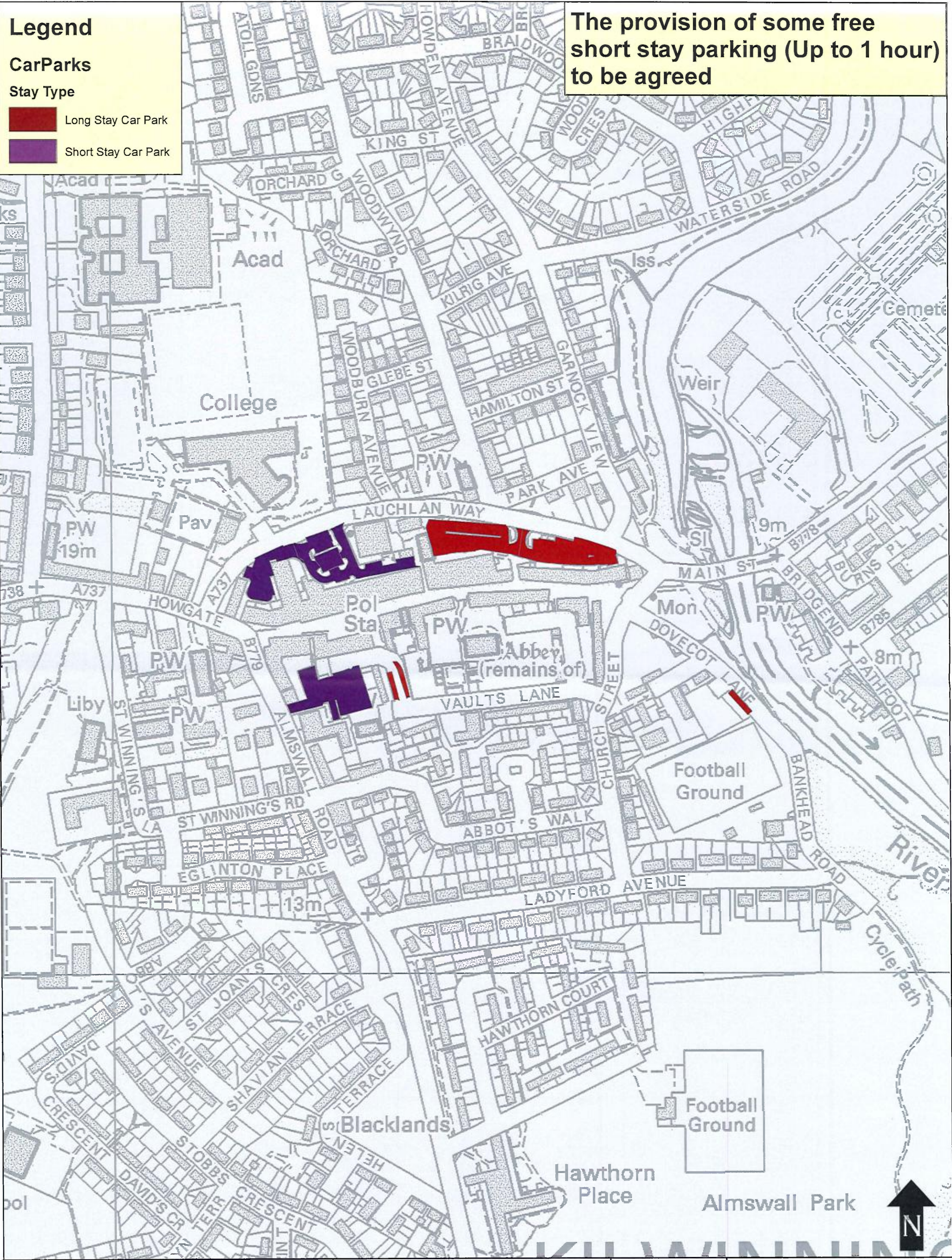
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CarParks

Stay Type

- Long Stay Car Park
- Short Stay Car Park

The provision of some free short stay parking (Up to 1 hour) to be agreed



Title:  
Kilwinning  
Traffic Orders  
Long / Short Stay Car Parks

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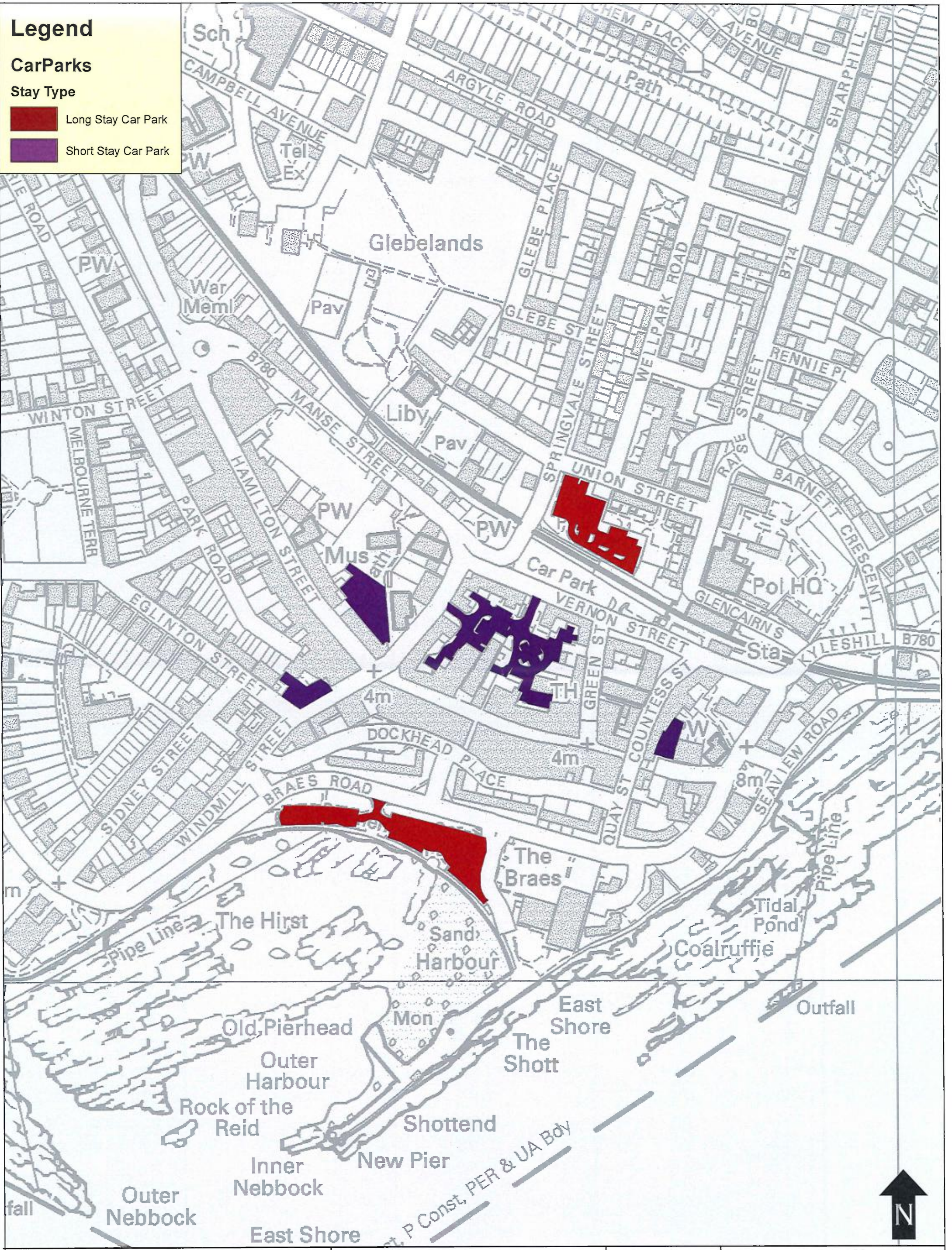
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Legend

CarParks

Stay Type

- Long Stay Car Park
- Short Stay Car Park

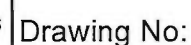


Title:  
Saltcoats  
Traffic Orders  
Long / Short Stay Car Parks

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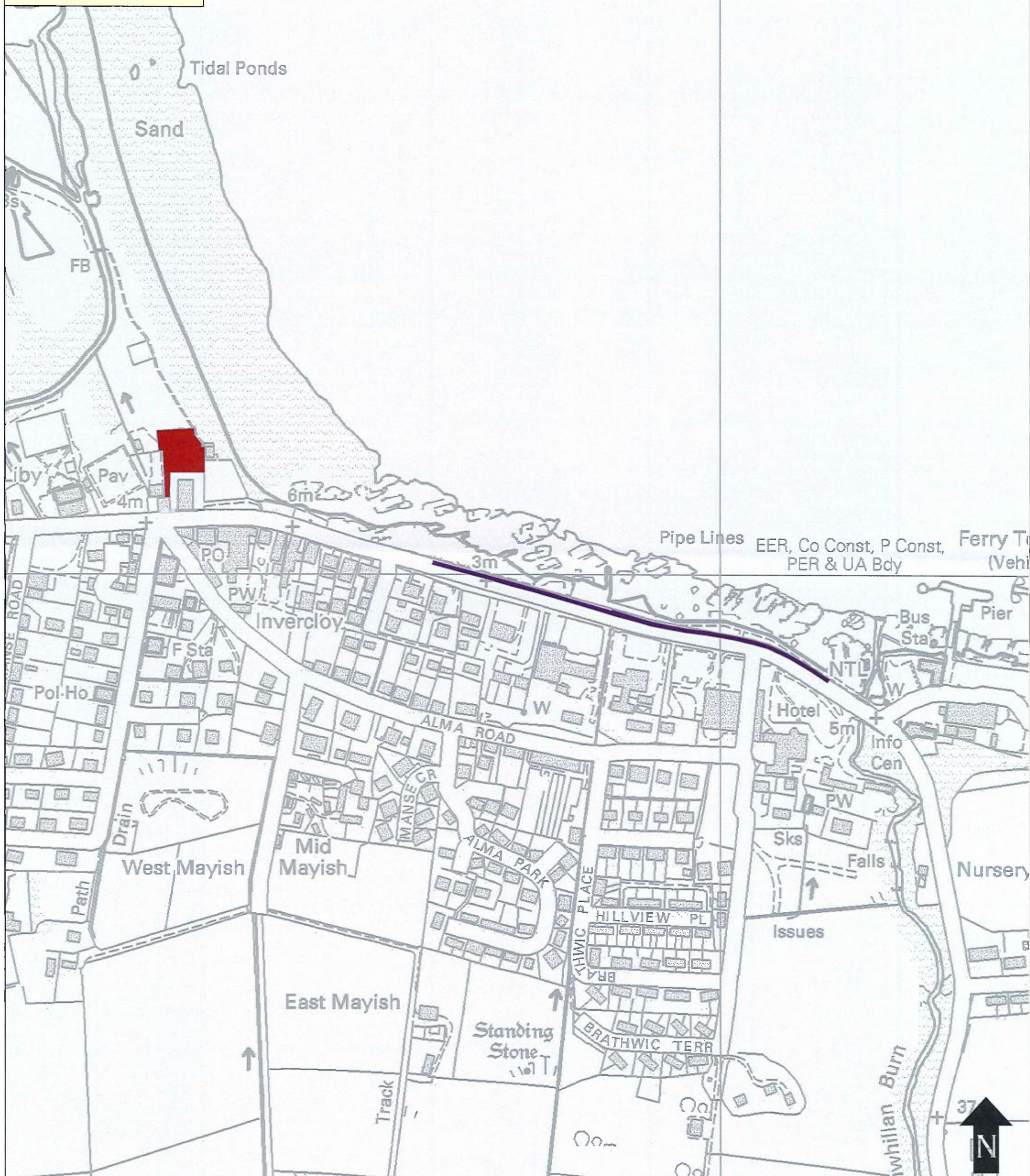
 Short Stay Car Park

# Legend

## CarParks

### Stay Type

- Long Stay Car Park
- Short Stay Car Park



Title:

**Brodick  
Traffic Orders  
Long / Short Stay Car Parks**

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**NORTH AYRSHIRE  
COUNCIL**  
Commercial Services  
Roads

Section: Asset Management

Date: 23 May 2019

Scale: 1:3,500

Drawing No:

**NORTH AYRSHIRE COUNCIL**

Audit and Scrutiny Committee

27 June 2019

Consideration of Call In Request re Cabinet decision of 11 June 2019 re:**Decriminalised Parking Enforcement and the Introduction of Car Parking Charge**Overview

At the Council's budget setting meeting in February 2018, it was agreed that a proposal to introduce decriminalised parking enforcement and car parking charges would be developed.

Cabinet considered the attached report seeking approval to progress with the submission of an application to the Scottish Government for Decriminalised Parking Enforcement powers in the North Ayrshire Council area and to introduce car parking charges in the identified short stay car parks in Irvine, Kilwinning, Saltcoats, Largs and on-street in Brodick.

Proposal

Approval was sought to agree an application would be submitted to the Scottish Government to introduce Decriminalised Parking Enforcement (DPE) in the North Ayrshire Council area, to review the current Car Parking Strategy in support of the proposals to introduce car parking charges, to agree that there would be further engagement and that officers would meet with members on a ward basis to agree local needs. This would include a review of parking restrictions, displacement and need for resident parking permit schemes, to refine the parking regime and to agree that officers proceed with the necessary Traffic Regulation Orders required to introduce parking charges in the designated car parks and on-street in Brodick.

Supporting information

A proposal was presented to the Policy Advisory Panel to seek Member views. The initial proposal had included introducing short stay car parking in 3 car parks in Lamlash and introducing short stay car parking along Brodick sea front.

There were some concerns expressed by Members regarding displacement of cars into residential streets close to the town centres. The Arran Members raised concerns regarding introducing car parking charges in the car parks in Lamlash which would impact on local businesses and on street in Brodick as this was mainly used by islanders when travelling to the mainland.

In view of the concerns the proposal to introduce charging in the 3 car parks in Lamlash was dropped and it was agreed to introduce an Island Parking Permit Scheme on Arran so that island residents would not be disadvantaged by the proposal.

There are a number of benefits associated with introducing decriminalised parking enforcement and parking charges including:-

- i A coordinated local parking enforcement service which is more locally accountable consistent and adaptable to local needs
- ii Enhanced levels of enforcement to address concerns such as indiscriminate parking near schools
- iii Increased turnover of parking in town centres to provide readily accessible short stay parking through the enforcement of existing on street time restrictions.

The Council's officers will meet with Members on a ward basis to discuss local needs such as resident parking permits schemes, to review the current on street parking restrictions and make amendments as considered necessary.

### Specific Queries

The introduction of decriminalised parking enforcement has overarching benefits for the whole of North Ayrshire. However the introducing of decriminalised parking enforcement on its own would cost the Council £121,000 per annum. Therefore income from parking charges is necessary to operate the regime.

Police Scotland are supportive of the Council introducing DPE as they do not have adequate resources to address the current abuse of car parking restrictions.

The Council wants Arran to remain an attractive visitor destination and recognise the needs of island residents. The introduction of the new ferry is anticipated to increase visitors to Arran and it is important to future proof arrangements for the anticipated increase in visitor numbers.

As contained in the Cabinet report it is recognised that “a one size fits all” approach to the introduction of decriminalised parking enforcement and car parking charges is not appropriate.

Local Ward Members will play a key role in co-designing and co-developing arrangement to help address local needs such as reviewing current on street restrictions, long and short stay parking, potential vehicle displacement and island parking permit schemes.

### Conclusion

This proposal would allow the Council to provide a coordinated parking enforcement service throughout North Ayrshire based on local needs. It is recognised that Local Ward Members have a key role to play in co-designing and co-developing local controls to mitigate potential community concerns. Officers will work with ward members to develop local controls.

**Russell McCutcheon**  
**Head of Commercial Services**  
**North Ayrshire Council**

## **NORTH AYRSHIRE COUNCIL**

**27 June 2019**

### **Audit and Scrutiny Committee**

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**Title:** **Maximising Opportunities from Advertising on North Ayrshire Land Assets**

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**Purpose:** To allow the Committee to consider a Call In Request in respect of the decision taken by Cabinet at its meeting on 11 June 2019 to:-

- (a) approve the proposed approach to testing the market for maximising opportunities from advertising on Council land assets (roundabouts);
- (b) delegate authority to the Head of Service (Commercial) to progress with the pilot as outlined; and
- (c) note the advertising principles detailed within the report to protect the Council's interests and reputation.

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**Recommendation:** That the Committee considers the terms of the Call In and agrees, or otherwise, to make a recommendation to the Cabinet.

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### **1. Executive Summary**

- 1.1 In terms of the Scheme of Administration (Section 24), the Audit and Scrutiny Committee has a remit to consider Call in Requests and invite at least one of the Members who has requested the reference to Call In to attend the Committee to explain the request.
- 1.2 This report sets out the background to the Call In Request in respect of the decision taken by Cabinet at its meeting on 11 June 2019 in relation to the report on Maximising Opportunities from advertising on North Ayrshire land assets.

### **2. Background**

- 2.1 The Cabinet, at its meeting on 11 June 2019, considered a report on the proposed approach to testing the market for maximising opportunities from advertising on Council land assets (roundabouts);
- 2.2 A request was received in terms of the Call In procedure set out in the Council's Scheme of Administration and Standing Orders, that the Audit and Scrutiny Committee examine the decision taken by the Cabinet.

- 2.3 The Call In Request, which was signed by Councillors Brahim, Gurney and Larsen is in the following terms:-

Reason for Call In

Information provided does not satisfy concerns regarding traffic safety, landscape impact, potential future expansion of advertising into other public assets such as schools, justification of use of resources and staff for such relatively small and long term potential income gain at this particular point in time.

Desired Outcome

That the decision is called in and referred to Full Council for a decision.

- 2.4 A copy of the original report presented to Cabinet on 11 June 2019 is attached as an appendix to the report. An updated briefing note has been provided by the Head of Service (Commercial) and is attached at Appendix 2.
- 2.5 The Call In Request is valid for consideration by the Committee. The request was received within the appropriate timescale, it was signed by three Elected Members and details were provided on both the reason for the Call In and the desired outcome.
- 2.6 The Elected Members who have submitted the Call In will be invited to address the Audit and Scrutiny Committee to explain the Call In Request. The appropriate Cabinet Member, accompanied by senior officers, will then be invited to clarify the reasons for the decision. The Committee will have an opportunity to ask questions of both parties and of those officers in attendance.
- 2.7 The Committee will then debate the Call In Request and decide whether or not it agrees with the decision of the Cabinet.
- 2.8 Where the Committee does not agree with the decision of the Cabinet, the matter will be referred to the next meeting of the Cabinet with recommendations from the Audit and Scrutiny Committee for alternative action. The Audit and Scrutiny Committee therefore has to:-
- i) decide if it agrees or not with the decision of the Cabinet; and
  - ii) consider what alternative action the Committee would recommend to the Cabinet if it does not agree with the decision.
- 2.9 When the matter is considered by the Cabinet, the Chairperson or another member of the Audit and Scrutiny Committee will have the right to attend the Cabinet and speak in support of any recommendation.
- 2.10 In the event the Cabinet declines to accept the recommendation from the Audit and Scrutiny Committee, the matter will be referred to the next ordinary meeting of the Council for determination. The decision of the Council will be final.

### **3. Proposals**

- 3.1 It is proposed that the Committee considers the Call In Request.

### **4. Implications/Socio-economic Duty**

#### **Financial**

- 4.1 The financial implications are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

#### **Human Resources**

- 4.2 The human resource implications are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

#### **Legal**

- 4.3 The human resource implications are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

#### **Equality/Socio-economic**

- 4.4 The equality/social-economic implications are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

#### **Environmental and Sustainability**

- 4.5 The environmental and sustainability implications are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

#### **Key Priorities**

- 4.6 The key priorities are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

#### **Community Benefits**

- 4.7 The community benefits are outlined in the Maximising Opportunities from Advertising on North Ayrshire Land Assets report attached at Appendix 1.

## **5. Consultation**

5.1 No further consultation has been undertaken in compiling this report.

Craig Hatton  
Chief Executive

For further information please contact **Angela Little, Committee Services Officer**, on **01294 324132**.

## **Background Papers**

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## NORTH AYRSHIRE COUNCIL

11 June 2019

### Cabinet

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<b>Title:</b>	<b>Maximising Opportunities from Advertising on North Ayrshire Land Assets</b>
<b>Purpose:</b>	To seek Cabinet approval on the proposed pilot approach to maximising our resources from the sale of advertising opportunities on Council assets – land assets (roundabouts).
<b>Recommendation:</b>	That Cabinet agrees (a) the proposed approach to testing the market for maximising opportunities from advertising on our land assets (roundabouts); (b) the Head of Service (Commercial) be delegated to progress with the pilot as outlined; and (c) notes the advertising principles detailed within the report to protect the Council's interests and reputation.

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### 1. Executive Summary

- 1.1 Municipalisation continues to feature as a key component of the new developing Council Plan and is a fundamental strand of our transformation aspirations. Many Councils are already maximising their assets from advertising opportunities. The type of assets being utilised are varied. Examples include lamp post banners, bus shelters, car parks, ferry posters, service points, roundabouts, council fleet, e-payslips, council publications and intranet.
- 1.2 In order to determine whether advertising on our assets would be appropriate, significant research has been completed. The research findings (which are detailed further in this report) concluded that the best approach was to:
  - Assess and understand the potential benefits and any risks associated with the sale of advertising opportunities on Council assets;
  - Agree which asset to consider first for advertising and then roll out on a phased approach. (This will allow the council to test the market);
  - Complete an options appraisal on how the Council could implement a scheme going forward
  - Develop a Policy to protect the Council's interests and reputation by defining what will and will not be considered appropriate advertising on Council assets
  - Test the market by carrying out a pilot advertising trial on specific assets to inform future appropriate advertising potential.
- 1.3 Several benefits were highlighted including contributing to economic growth and potential additional opportunities. However, the assessment of risks revealed that any maximising of our resources would be a longer-term endeavour and would depend on local factors such as local market demands, the local economic climate, market forces

and the attractiveness and type and location of assets (roundabouts). These risks are to an extent outwith the Council's direct control and will have a key influence on whether advertising opportunities are sought by prospective customers. Work has been completed on how to mitigate a number of these risks as part of an options appraisal.

1.4 An options appraisal was carried out which considered three different methods of delivery:

- Contracted out
- Delivered inhouse
- A mixture of both – partnership

The outcome of the options appraisal showed the preferred option is to take a partnership approach. This has the maximum benefits with the minimum risk.

1.5 North Ayrshire Council will need to procure a supplier who has established networks of contacts and has expertise in sales and advertising. The Council's Procurement Team has confirmed this type of contract can be procured through a quick quote.

1.6 A draft set of guiding advertising principles has been created which are designed to protect the Council's interests and reputation during the pilot and which can inform the creation of a longer-term Council Advertising Policy. In addition, and to ensure transparency and clear understanding of what will be delivered by the "Partnership" approach during the pilot, a set of responsibilities has been developed detailing the different roles and the expectations required from the partner appointed which also outlines the role of Council officers. These defined roles will ensure that any advertising signage infrastructure meets Planning and Roads legislative requirements and that all permissions are sought.

1.7 A trial pilot advertising on land assets (roundabouts) is proposed which will inform future potential advertising opportunities by testing the available markets.

## **2. Background**

2.1 To fully understand the potential opportunities available from offering advertising on North Ayrshire Council's assets, significant research including surveys and visits, has been collated over the last few months. The purpose of this research was:

- To learn from Councils who were already maximising their assets and to identify the different delivery approaches that are being taken;
- To gather information on the types of assets being offered for advertising;
- To ensure that officers understand all the complexities involved (including legal, procurement, road and planning regulations);
- To identify any benefits and risks for North Ayrshire Council;
- To explore best practice and understand the different delivery models.

## **2.2 Research Findings**

Information was gathered from several Scottish local authorities and through an information request circulated round UK authorities via APSE – Association of Public Service Excellence.

Councils who are successfully seeing the benefits from this type of activity were found to have researched the benefits and risks and then tested the market, by adopting a pilot approach before rolling out to another asset. This allows clear direction of travel by setting out guiding principles together with a framework for how advertising decisions will be made. In addition, it allows for clear definitions of what type of advertisement will and will not be accepted by any Council to ensure reputation and core values are protected.

## 2.3 Benefits and Risks

Advertising can deliver a range of benefits including:

- Local economic growth – resulting from offering value for money advertising opportunities to local businesses and directing potential customers to local suppliers;
- Enhanced reputation – providing advertising platforms to help other anchor institutions to communicate;
- Income generation to offset costs – this can help ensure future sustainability of services.

In contrast there are risks to be considered:

- Income generation is a long-term endeavour;
- Depending upon size and type of organisation or business, some of the assets will be more attractive and advantageous than others.

## 2.4 Adopting a pilot approach – land assets (roundabouts)

Best practice across several authorities showed that they tested their advertising markets first by adopting a pilot approach. Consideration was given to which of the Council's assets would be best placed to test the market within North Ayrshire and the preferred option was to consider land (roundabout) assets.

The rationale for considering advertising on roundabouts as a first step:

- it does not compete directly with our local advertising companies i.e. roundabout advertising is a new market and arguably is viewed as having unique selling points of audience reach, traffic flows and footfall.
- Roundabouts, unlike the Council's vehicle fleet, are not being utilised for internal opportunities for advertising Council services. It is proposed that advertising on Council vehicle fleet is considered in due course.

## 2.5 Advertising Pilot Principles

The following principles will be an integral part of the proposed pilot. They have been developed to ensure that our values are protected, and that the integrity of the Council's operations are not compromised. The Head of Service (Commercial) will be delegated to implement the proposed pilot and will ensure that the following principles are adhered to when making decisions on any roundabout advertisement during the pilot:

- The Council's delegated officer will seek legal, planning or other professional advice where necessary, from the Head of Democratic Services, Head of Planning and Senior Roads Manager to ensure all necessary permissions are obtained.
- Advertising agreements must include a statement that the North Ayrshire Council's functions will continue to be carried out fully and impartially, notwithstanding the existence of an advertisement arrangement.
- The reputation and credibility of North Ayrshire must not be damaged by making agreements with unsuitable third parties and the form of advertising must be consistent with the stated objectives and values of the Council.
- Agreement can be terminated by the Council's delegated officer if any of the pilot principles are not met.
- Agreement must be in the form of a written agreement.
- North Ayrshire Council will not permit advertising that represents a conflict of interest or is likely to cause serious or widespread offence. There should be no real or apparent conflict between the objectives and community goals of the Council and those of the advertiser. Care will be taken to avoid causing offence on the grounds of race, age, religion, sex, sexual orientation or disability.
- Content that is not permitted for advertising, but is not limited to, is content that contains, infers or suggests any of the following:
  - i. Advocacy of, or opposition to, any politically, environmentally or socially controversial subjects or issues;
  - ii. Political publicity, (being material which in whole or in part, appears to be designed to effect political support of a political party) or campaigning materials;
  - iii. Disparagement or promotion of any person or class of persons;
  - iv. Promotion or incitement of illegal, violent or socially undesirable acts;
  - v. Promotion of availability of tobacco, alcohol products, weapons, gambling or illegal drugs;
  - vi. Advertising of financial organisations and loan advancers with punitive interest rates;
  - vii. Promotion or availability of adult or sexually orientated entertainment materials;
  - viii. Advertising that infringes on any trademark, copyright or patent rights of another company;
  - ix. Claims or representations in violation of advertising or consumer protections laws;
  - x. Companies who are linked to arms sales or have previously been blacklisted;
  - xi. Display of campaign materials, canvassing and flyposting.

## 2.6 Assessing Proposals.

In addition to ensuring that the above principles are met, each advertising proposal will be subject to an assessment by North Ayrshire Council's delegated officer. This includes assessing and evidencing:

- That planning permission has been granted for any advertising arrangement;
- How any advertisement opportunity links to the promotion or improvements or the well-being of North Ayrshire communities (this assessment is a legislative requirement under The Local Government in Scotland Act 2003);
- That the type of advertising is consistent with the pilot principles;

- That any advertising proposal does not contravene North Ayrshire's standing orders relating to transparency, equal treatment, non-discrimination, endorsement and proportionality;
- Whether the advertiser has a current planning application or planning matter before the Council which may cause a conflict of interest;
- Whether any advertiser is subject to or likely to be subject to a dispute with the Council's regulation or planning services or who owe North Ayrshire Council a debt. (It is expected that any individual or organisation entering into an advertising agreement will disclose whether there is a current planning application or planning matter relating to them, or if the individual or organisation is involved in any current dispute with the Council);
- That advertising rates comply with the terms of the Disposal of Land Regulations.

Only those cases which meet all the above principles and qualifying criteria will be progressed for further consideration during the pilot. In cases where the advertisement opportunity does not meet the criteria the Council's delegated officer will notify accordingly.

In addition, the pilot outcomes will be fully evaluated and will aid and assist:

- Any future roll out of advertisement opportunities on other assets
- Any longer-term advertisement policy development

## 2.7 Land Assets (roundabouts)

North Ayrshire owns twenty-six (of the 35) roundabouts across the area. These assets are varied in their size, location and road infrastructure and traffic volumes. Each roundabout and any potential for advertising will require to be considered on a case by case basis to maximise any potential market demand.

Advertising signage on roundabouts will require planning permission for each individual location and there is a risk that planning permission is not approved. Planning have advised that the size, nature and location of any signage would need to be considered on a case by case basis to ensure planning regulations are met. Planning will be consulted on each proposed location going forward.

Furthermore, roadside advertising must not compromise road safety. Signs must not obscure or hinder the interpretation of official road signs. They should not be placed in any location that would obstruct driver visibility splays and must not cause sun glare which can distract road users. They must be safe and securely fixed but take consideration of minimising risk in the event of vehicle impact. The Roads Service will be consulted on any proposals.

## 2.8 Delivery method – Options appraisal

An options appraisal was completed to assess the preferred model for delivery. This work considered the level of investment needed against any financial return, benefits and risks and the timescale of any income to be realised. Three options were considered:

- i. In-house delivery
- ii. Contract out to an external supplier
- iii. A partner approach with in-house delivery of certain aspects supported by specialist advertising sales expertise by contracted supplier

The preferred option was identified as the third option – ***adopting a partnership approach***. This option gave the maximum benefit with the minimum of risk and could be delivered within existing resources. In addition, it would ensure:

- that the Council's reputation was protected;
- that there was no risk of planning permissions and road safety legislation not being adhered to as the Council would still have full responsibility and Planning and Roads will be consulted when proposals were made;
- any potential advertising opportunity is compliant with the advertising pilot principles detailed above.

## 2.9 Responsibilities between Council officers and partnership contractor

The following identifies a desired set of roles and responsibilities between Council Officers and partnership contractor. These will be negotiated fully and supported by Procurement.

The successful tender will have an established working relationship with other Scottish Council's as their advertising and sponsorship agents, with expertise on revenue generated from roundabout and land assets.

The service delivery advertising partner responsibilities during the pilot will be to:

- Have a dedicated project manager and sales team delivering the project
- Assist the council to take these opportunities to a stage where they can be sold
- Assessing the value of each opportunity and discussing this with the council
- Report progress monthly
- Deliver a forecast of revenue each year
- Allocate sales personnel to each opportunity
- Identify and secure customers for live opportunities
- Create sales materials for each opportunity
- Market opportunities within our portfolio of assets
- Arrange the delivery and installation of agreed signage
- Deal with customer care
- Identify new advertising opportunities
- Aim to secure agreements for each location on a minimum contract period of 6 - 12 months
- Ensure that the signage is durable, and its location and content meet all roads and planning regulations

The Council responsibilities will be to:

- Ensure that signage type and location that are identified for possible opportunities meet all the necessary planning and roads legislation. This will be completed before any opportunities are sold
- Agree the potential asset value of each roundabout

- Ensure the advertising pilot principles are met fully
- Obtain required approvals from Planning and Roads
- Agree and negotiate any necessary arrangements for the display of the signage

2.10 A temporary post of Business Development Manager has separately been established to oversee and co-ordinate the Council's Municipalisation aspirations. This post will support the development and introduction of the advertising on land assets pilot. This additional resource will manage the pilot, procure and manage any subsequent contract, oversee opportunities, and monitor compliance with the principles detailed in this report with a view to developing a longer-term approach to advertising on further Council assets.

2.11 If Cabinet agrees to progress with the pilot advertising opportunity and recommendations included in this report, further work can be taken forward by:

- Procuring the services of a supplier with proven advertising skills and experience to allow North Ayrshire an opportunity to test the market within a managed risk environment.
- Developing a partnership with the supplier which will ensure that each opportunity going forward will meet pilot principles, legislative responsibilities and can evidence financial return which will contribute to the well-being of the local community.
- Evaluating the outcomes of the pilot and, if appropriate, consideration will be given to rolling out further advertising opportunities on other council assets, with opportunities for fleet vehicles and other land assets being further developed.

### 3. Proposals

3.1 That Cabinet agree the proposed approach to testing the market for maximising opportunities from advertising on our land assets (roundabouts).

3.2 That Cabinet agree the Head of Service (Commercial) be delegated to progress with the pilot as outlined.

3.3 That Cabinet note the advertising principles detailed in the report to protect the Council's interests and reputation.

### 4. Implications/Socio-economic Duty

<b>Financial:</b>	The Council's budget setting process agreed that as part of the development of Municipalisation opportunities that an income of £20k is to be achieved through advertising on the Council's assets.
<b>Human Resources:</b>	Any additional resource requirements will be met from existing resources.

<b>Legal:</b>	Planning regulations, road safety regulations and Local Government Scotland Act 2003 will be considered as part of the development of advertising opportunities. Advertising rates will require to be let in accordance with the Disposal of Land Regulations
<b>Equality/Socio-economic Duty:</b>	None.
<b>Children and Young People:</b>	None.
<b>Environmental &amp; Sustainability:</b>	Any advertising structures/signage will be considered in terms of impact when Planning consent applications are submitted for approval.
<b>Key Priorities:</b>	Income generation through the development of opportunities for offering advertising on land assets (roundabouts) will contribute to the developing Municipalisation aspirations being incorporated into the new draft Council Plan as well as ensuring sustainable and effective Asset Management.
<b>Community Benefits:</b>	Local advertisement for local services.

## 5. Consultation

- 5.1 Corporate Communications, Planning, Procurement, Legal, and the Roads Service have been consulted on this proposal.

RUSSELL McCUTCHEON  
Head of Commercial Services

For further information please contact **Louise Beattie, Business Manager, Place Directorate**, on **01294 324344**.

### Background Papers

N/A

## **Municipalisation**

### **Maximising Opportunities from Advertising on North Ayrshire Land Assets**

#### Overview

At the Council's budget setting meeting in February 2019, it was agreed that as part of the development of Municipalisation opportunities that an income of £20,000 is to be achieved through advertising. A proposal was therefore prepared and submitted to Cabinet on 11 June 2019 for consideration. Cabinet considered the attached report seeking approval on a proposed pilot approach to maximising resources from the sale of advertising opportunities on Council assets. Municipalisation forms a key strand of the Council's ambitious transformation journey and is designed to contribute to the Council's wider social and economic policy priorities and objectives whilst also contributing to financial and economic sustainability.

#### Proposal

Approval was sought for a proposed pilot approach to maximise resources from the sale of advertising opportunities on Council assets – land assets (roundabouts).

In order to determine whether advertising on Council assets would be appropriate, significant research has been completed and the findings are detailed in the Cabinet report. It is clear that this proposed approach is an opportunity to:

- Test the market;
- Learn from a limited pilot or trial;
- Assess potential benefits;
- Establish how financial returns can be maximised in the future;
- Understand risks;
- Assess phasing options and potential roll out opportunities;
- Enhance reputation;
- Assess future economic impact.

#### Supporting information

The proposal was considered at the Policy Advisory Panel to seek Member views. There were some concerns expressed regarding road safety and an assurance given at the Panel that each site would be specifically considered from a road safety perspective by professional Roads Officers. It was thereafter confirmed at Cabinet that other Councils (Dundee and Renfrewshire) had been contacted and who run similar schemes to the one that is proposed. There is no evidence to suggest any increase in road safety incidents associated with their advertising schemes on roundabouts.

The Council's officers will ensure all necessary consents such as Planning Advertisement Consent, are obtained. This will also ensure control over the design, look and type of sign infrastructure to be erected. There is also an assurance that the Roads Service are engaged to consider the suitability of locations from a road safety perspective.

There are local benefits associated with this proposal in addition to income generation. It is expected there will be a possible positive effect on local economic growth through the provision of new, value for money advertising opportunities for local businesses and directing potential customers to local suppliers.

It was therefore proposed a trial approach to advertising on Council land assets/26 roundabouts and thereafter potentially on fleet vehicles as appropriate. This will allow testing

of the concept and available markets. Outputs and learning from this will allow us to further develop advertising potentials.

#### Further information

Each proposed site will require Planning “Advertisement Consent”. When applying for consent from Planning, the Planning Service will consider each “Advertisement Consent” from two perspectives. These are:

Public safety: Consultation with Roads would be undertaken to ensure that safety was paramount in decision making. There is no evidence from other Scottish Local Authorities when following this approach to site consideration that advertising on roundabouts had any impact on road safety.

Public amenity: Visual appearance will be a key element of Planning decision making.

With regards to the potential future expansion of advertising: The purpose of the Cabinet paper was stated as “to seek Cabinet approval on the proposed pilot approach to maximising our resources from the sale of advertising on our land assets (roundabouts)” and sought approval to “testing the market for maximising opportunities from advertising on our land assets (roundabouts)”. The intent was to pilot the approach, and as per section 2.11 of report, 3rd bullet point, to evaluate the outcomes of the pilot, and if appropriate, consideration will be given to rolling out further.

In terms of resources and staff required to implement the proposed pilot, the proposal was developed in line with the agreed Council budget setting decision to generate income from advertising. The purpose of the pilot is to test the market and to then assess and evaluate any further potential. The procurement of the partnership to implement the pilot is predicated on generating a net income for the Council and will facilitate the necessary learning to then consider future potential.

#### Conclusion

The proposed pilot approach ensures that the interests, values and reputation of North Ayrshire Council is always protected by being clear regarding how and what can and cannot be advertised. This will be achieved by following clear guiding principles and ensuring all staff involved are fully briefed.

The proposed pilot approach affords the opportunity to test the market, to evaluate and learn from the outcomes to then consider an appropriate way forward which will meet our objectives.

**Russell McCutcheon**  
**Head of Commercial Services**  
**North Ayrshire Council**

**20 June 2019**