NORTH AYRSHIRE COUNCIL

11 June 2019

Cabinet

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. 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.

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 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 whist 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

Financial:	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.
Human Resources:	The introduction of DPE and Car Parking Charges will require the creation of a new Parking Manager supported by a number of Enforcement Officers.

Legal:	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.
Equality/Socio-economic Duty:	Improved car parking opportunities and better management of parking would improve accessibility to town centres for all.
Children and Young People:	Enhanced levels of enforcement will contribute to improvements in road safety.
Environmental & Sustainability:	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.
Key Priorities:	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.
Community Benefits:	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.

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Background PapersInsert titles of any background papers or N/A









