

Agenda Item No:	6	
Committee:	Cabinet	
Date:	27 April 2026	
Report Title:	Property, Assets & Major Projects – Implementation of On and Off-Street Parking Enforcement In Fenland	

1 Purpose / Summary

- 1.1 To provide members with updated implementation and operational running costs for Civil Parking Enforcement along with an updated timeline following the previous Cabinet update paper on 21st July 2025. It is important to note that the estimated costs contained within this report have been based on the 2021 sign and line survey data with current contract prices used to determine the estimated cost. Prices were obtained at the end of February 2026 and are valid for 90 days following which they would be subject to potential price increases.
- 1.2 To obtain a member steer on whether to proceed with the implementation of CPE having due regard to the updated implementation and running costs and associated go live timeline referenced in schedules 10.3, 10.4 and 10.5 of this report.
- 1.3 To advise members of the CPCA's conditional offer for the CPE funding grant extension.
- 1.4 To provide members with an overview of any known financial and legal implications associated with implementing CPE to enable an informed decision.

2 Key Issues

- Traffic Regulation Order Survey, Review and Corrective Works
- CPE Civil/Special Enforcement Area Designation Order
- Agency Agreement and Service Level Agreement
- Off Street Parking Places Regulation Review
- Project Delivery Timeline
- On and Off-Street Enforcement and Administration Costs
- Project Risks and Funding
- Liaison with Key Partners
- SCDC, HDC CPE Progress
- Fenland Sign & Line Corrective Work Estimate - Schedule 10.1
- FDC CPE Funding - Schedule 10.2
- Updated CPE Set-up Costs - Schedule 10.3

- Updated Estimated Operating Costs - Schedule 10.4
- Revised CPE Timetable - Schedule 10.5

3 Recommendations

3.1 Members are requested to:

- acknowledge the updated estimated increase in the overall project implementation cost, project delivery timelines and the annual CPE running costs.
- note the CPCA's conditional offer for the revised grant funding extension and financial implications to the project should the Council resolve not to progress with the implementation of CPE.
- provide officers with direction on whether to proceed with the implementation of CPE based on the estimated costs and having considered the financial and legal implications contained within this report. The anticipated Council funding contribution is estimated to be in the region of £865,111 with an overall project cost of £1,225,547 which includes external grant funding.
- Note the cost estimate (received in February 2026) could rise due to international issues and the M Group estimate is only valid for 90 days therefore agree that if costs rise by more than 10% the Leader of the Council to be consulted.
- provide an officer steer on previous Red line areas contained within the draft agency and service level agreement in respect of undertaking the administration of highway related permits, suspensions, dispensations and waivers associated with operational CPE matters.
- delegate authority to the corporate director/section 151 officer to enter into an agency and service level agreement with Cambridgeshire County Council in order to progress the CPE project to implementation. Agreement shall include but not be limited to all procurement, legal, administrative, enforcement and LGR related matters.

Wards Affected	ALL
Forward Plan Reference	KEY/16JAN26/01
Portfolio Holder(s)	Cllr Chris Boden – Leader of the Council Cllr Jan French – Deputy Leader of the Council
Report Originator(s)	Garry Edwards - Engineering Manager gedwards@fenland.gov.uk

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Background Papers	Cabinet Paper 21-07-2025, Cabinet Paper 18-12-2023, Cabinet Paper 17-07-2023, Cabinet Paper 13-06-2022, Cabinet Paper 21-10-2021, Cabinet Paper 22-03-2021, Cabinet Paper 21-10-2020. Background information has also been sourced from 2008 Buchanan parking feasibility study, Overview & Scrutiny report 29-05-2007 & 15,07,2005, Development & Leisure Committee Report 08-05-1997 & 15-07-1993, Car Park survey data 1991

4 BACKGROUND AND INTENDED OUTCOMES

- 4.1 It has been an aspiration of the Council to implement some form of Parking Enforcement for a great many years with the earliest known feasibility works dating back to 1989 and implementation costs being first calculated in 1993. Several consultants have been appointed over this time to look at decriminalised parking and more recently civil parking enforcement within fenland with various enforcement modelling undertaken.
- 4.2 Feasibility works undertaken between 1989 and 2008 included the introduction of a car park charging strategy which has always been an emotive subject. However, since 2008 feasibility models have focussed on Council car parks remaining free of charge with enforcement and penalties only being applicable for overstaying the maximum permitted stay period.
- 4.3 Car park survey information dating as far back as 1993 indicates there has been parking space capacity issues within some of the Councils off street car parks at peak times. This issue has increased over time despite the Councils best efforts to increase parking provision over the years with capital investment following recommendations made in the 2008 car park feasibility study.
- 4.4 Historically the focus was concentrated on regulation and enforcement of the Councils off-street car parks rather than on-street enforcement. The introduction of the Road Traffic Act 1991 and more recently the Traffic Management Act in 2004 shifted the focus from criminal enforcement action by wardens/police to civil powers that could be used by Councils for enforcement.

- 4.5 The Traffic Management Act 2004 provided highway authorities with the ability to adopt CPE powers and take over the enforcement from the Police. By 2009, 265 local authorities in England (85%) had adopted CPE powers leaving just 62 Councils to adopt such powers including Fenland. The number of Councils in England now remaining without civil enforcement areas in place is believed to be 4.
- 4.6 In 2004 following the introduction of decriminalised parking in Cambridge City, the Council's Overview and Scrutiny panel agreed that parking provision within Fenland should be reviewed and this should include both on and off-street parking, its quality, availability, pricing, regulation and use.
- 4.7 The Council undertook car park user surveys over a number of years between 2004 and 2008 to understand local issues and user behaviour and to inform recommendations that would later be made to the parking review team. The surveys highlighted peak capacity and regulation concerns associated with misuse.
- 4.8 In 2008-09 a full Parking Review was undertaken which included user and capacity surveys and a number of recommendations were presented to Council for consideration. The Council's Overview and Scrutiny panel appointed a parking provision review team which was made up of FDC members and officers with some external advisors. The review looked at both on and off-street parking provision and a number of recommendations were made based on survey data to improve the Council's off-street car parks.
- 4.9 The review once again considered if car park charging should be implemented which was not supported by the review team due to the economic climate at the time. Survey feedback indicated that there was insufficient parking provision within the towns and that enforcement would help to free up parking for shoppers. It was also considered that the existing off-street parking orders should be reviewed and short and long stay car parks allocated within the towns.
- 4.10 Key stakeholders to include Cambridgeshire Police and the County Council were consulted during the parking review and were supportive of introducing Civil Parking Enforcement. The Police recognised that illegal parking was an issue within Fenland and advised that weekly purges were being undertaken mainly in the towns of Wisbech and March to reduce illegal parking.
- 4.11 Following the transition of decriminalised parking to civil parking enforcement in 2008, the County Council consulted the District Councils on the proposal to implement CPE within Fenland. It was at the time proposed for the County Council to take responsibility from the Police to enforce on-street parking with off-street car parks being enforced in a joint operation by the County and Fenland DC. All set up costs were to be met by the County Council with the exception of any items specifically required for the district council such as amendment of the Council's off-street parking places orders, car park signage

and IT systems. All requirements for on-street TRO enforcement to include sign and lines were to rest with the highway authority.

- 4.12 There was no compulsion for FDC to join the proposed County Council scheme, with only the districts that supported this proposal participating in the scheme. There was also no certainty of FDC being able to join at a later if the opportunity was not taken at the time. As Fenland did not support this proposal at the time it would leave Fenland to continue to be reliant on Police enforcement and to provide an appropriate level of service.
- 4.13 Parking enforcement has for a long time been considered a high priority for the community and has in the past regularly featured as one of the key issues at Neighbourhood Police meetings. Effective enforcement on-street is considered to improve road safety and access, and off-street maximizes capacity and safety within the Councils car parks.
- 4.14 It has been recognised for some time that the Police have limited resources available for parking enforcement with most areas of the Country having these resources withdrawn completely where CPE has already been implemented. Statutory consultations undertaken in 2022 by Cambridgeshire County Council for the proposed implementation of CPE reinforced this with the Police response being supportive of CPE implementation within Fenland.
- 4.15 In more recent times on-street parking enforcement within Fenland which currently remains a responsibility of Cambridgeshire Police has been hindered by poor sign and line maintenance. The responsibility for sign and line maintenance rests with the highway authority but limited Police resources has been of equal concern.
- 4.16 The Council has previously looked to fund additional Police resources through Police Community Support Officer schemes; however this resource was not seen by the Council as being purely dedicated to parking enforcement which led in part to funding being withdrawn.
- 4.17 It is understood by council officers and as evidenced in previous reports that illegal on-street parking and mis-use of Council owned public car parks within Fenland has been an ongoing issue since 1993.
- 4.18 The Council currently owns and/or manages 20 public car parks with a further 7 car parks associated with leisure, business or corporate facilities. The public car parks alone provide 1789 parking spaces which are offered free of charge. It has been considered since the 1990's that better regulation and enforcement of the Councils off-street parking facilities would help to reduce on-street illegal parking by creating greater turn over and capacity.

- 4.19 A further 454 parking spaces are provided at other Council owned facilities which would benefit from the implementation of an off-street parking places order.

5 CAMBRIDGESHIRE COUNTY COUNCIL & FENLAND DC CPE PROGRESS TO DATE

- 5.1 A detailed highway site survey was undertaken in November 2021 to capture the condition of all signs and lines associated with traffic regulation orders within Fenland. The survey concluded that approximately 86% of all the signs and lines within Fenland that are associated with TRO's were not deemed to be in a condition suitable for the implementation of CPE. The survey recorded defects that were considered to be in both poor and fair condition with poor defects requiring immediate attention and fair defects rectification within 2 years. Signs and lines that were at the time considered to be in good condition were deemed suitable for a further 5-7 years
- 5.2 With over four years now having passed since the survey work was undertaken it is inevitable that some of the signs and lines deemed to be good will now be in a fair condition. Similarly a considerable percentage of the fair sign and line defects would also be deemed poor and require attention.
- 5.3 The corrective sign and line work costs for all four tranches (one for each town) were previously calculated in November 2023 and the estimated implementation costs included within the previous CPE Cabinet paper dated 18-12-2023.
- 5.4 The sign and line work costs were previously based on the poor defects only identified during the survey which were defects defined as requiring immediate action. Defects that were deemed as being fair (action required within 2 years) were excluded from the cost calculations as these were unlikely to have required action prior to the implementation of CPE.
- 5.5 The corrective sign and line works calculated in 2023 were estimated to cost in the region of £538,539.39. Certainly inflationary construction price increases over the last two years will now apply and in addition the scope of works will have increased due to further sign and line wear and deterioration.
- 5.6 Cambridgeshire County Council and FDC officers have continued to meet regularly to discuss various aspects of the CPE project and an update paper was last presented to Cabinet on 21st July 2025. The report outlined various estimated cost increases and highlighted a considerable budget shortfall for the project. Members resolved for officers to seek up to date cost estimates for the implementation works and to include both the poor and fair work defects. These costs have now been updated and are included within this report.
- 5.7 A draft application to the Department for Transport for a Civil/Special Enforcement Area Designation Order for the introduction of CPE in Fenland

was prepared in February 2023 by Cambridgeshire County Council in partnership with FDC. It is not possible to progress the application further until:

- 5.8 The CPE agency and service level agreements have been agreed and signed off by both authorities.
- 5.9 Additional funding for the CPE project has been approved by the Council.
- 5.10 FDC have indicated who the preferred CPE service provider will be for the provision of enforcement and administrative services. It is likely the provider would be chosen from one of the neighbouring local authorities and that this decision would follow the awaited LGR announcement on the new Unitary Councils.
- 5.11 An updated CPE implementation programme has been approved.
- 5.12 The CPCA granted capital funding in 2021 in the sum of £400,000 under the Market Towns Programme for Fenland District Council to deliver elements of the Fenland Parking Management Project (CPE). The funding was originally due to be spent by March 2024 but was extended until December 2025 whilst additional funding for CPE was being sought. To date £74,229 has so far been drawn down, leaving £325,771 of grant funding allocated by the CPCA.
- 5.13 The CPCA have since granted a further extension of the existing CPE funding contribution, however the offer is conditional on the Council agreeing to fund the remaining project funding shortfall. This could therefore mean the remaining funding contribution is withdrawn if FDC resolve not to proceed with CPE.

6 KEY ISSUES

Traffic Regulation Order Survey, Review and Corrective Works

- 6.1 The design work packages and associated sign and line corrective work costs previously prepared by the County Councils framework contractor Milestone in October 2023 have now been updated. The costs included within this report reflect the current estimated sign and line corrective works required for each of Fenlands four Market Towns and surrounding villages.
- 6.2 The target costs received in February are only valid for a period of 90 days following which the costs would need to be reviewed and updated where necessary with any applicable uplifts applied. Target costs are estimated and could increase or decrease as the works progress.
- 6.3 At the time of the survey being undertaken in 2021, collectively 294 sign defects were found to exist along with 743 lining defects associated with 4,899 LM of poor lining. The design package works and associated costs calculated in 2023 included only for the poor defects which required

immediate attention. Since that time it is inevitable that further lining defects will undoubtedly exist and lining which at the time was considered to be in a fair condition (remedial work action needed within two years) will now need to be included within the scope of works.

- 6.4 The defects noted during the initial TRO survey as being fair (8,897 LM) will now have a high proportion rated as poor and require corrective works. It is predicted that the majority of the additional defects will be lining and that the scope of works will need to increase by approximately 10%. This figure remains estimated and cannot be substantiated without resurveying the fair works defects. The percentage of fair lining defects requiring corrective works has been informed by the County Council following the implementation of CPE in SCDC.
- 6.5 The 2023 target costs for the poor defects have been uplifted to account for any contract and inflationary price increases. In addition the design package works for the fair defects have now been undertaken to enable the fair defect works estimate to be calculated. An allowance for further wear and deterioration has also been added to the implementation works cost.
- 6.6 The costs outlined in Schedule 10.1 represent the highest level of accuracy possible using the survey data available. Further accuracy would only be possible by resurveying the signs and lines which would add both a sizeable cost and timeline to the implementation programme. It is considered at this stage that the CPE project would not be delivered prior to LGR should a resurvey be deemed necessary.
- 6.7 It is important to note that civil parking enforcement relates only to the enforcement of static restrictions e.g. loading bays, double and single yellow lines etc and not moving traffic offences such as speed limit signs, driving in cycle lanes, one way systems and no entry restrictions etc. The enforcement of moving traffic offences would remain a police responsibility following the implementation of CPE.
- 6.8 The corrective sign works could be undertaken during the winter months; however the lining works would need to be undertaken during the spring/summer months. A purchase order for the corrective works would need to be placed with the contractor several months in advance to enable the contractor to plan resources accordingly. Should there be any substantial delay in placing the order for the works, the target cost and project timeline would need to be reviewed.
- 6.9 It is estimated that the corrective sign and line works would take approximately 6 months to complete. This is largely due to the time taken to co-ordinate the works and obtain the necessary street works permits.

CPE Civil/Special Enforcement Area Designation Order

- 6.10 Only the Highway Authority can apply to the Secretary of State for a Civil/Special Enforcement Area Designation Order for the introduction CPE. The Department for Transport only accept applications for CPE once a year for consideration in December due to so few local authorities now remaining to implement CPE. Applications need to be submitted approximately 6 months prior with Parliamentary time being granted upon request. The approval process could take up to 18 months dependant on the time of the application being made.
- 6.11 A draft DfT application was last prepared in 2023 by CCC and FDC officers which would need to be reviewed and completed. A formal submission to the DfT cannot be made until a decision on the enforcement and administrative service provider has been made along with a CPE implementation date.
- 6.12 The highway authority would be unlikely to apply to the DfT for CPE powers until the agency agreement has been agreed between both authorities. Once the highway authority is in receipt of CPE powers, this decision cannot be reversed and the County Council would want to mitigate as much risk as possible to the authority by having an operational agreement in place with FDC prior.

Agency Agreement and Service Level Agreement

- 6.13 The County Council requires sign off on the agency and service level agreements between both authorities prior to the DfT application for the CPE order being made. Both documents were initially drafted in 2023 but a number of concerns deemed to be red flags were raised at the time by the CPE project team. The concerns were mostly associated with various delegation clauses and the Highway Authorities right to implement pay & display to on-street areas if they deemed it necessary in the future.
- 6.14 The format and layout of the agency and service level agreements have recently been updated to replicate that used for the implementation of CPE in Huntingdon. The implications of Local Government Reform will certainly now need to be factored into an FDC agency agreement with the County Councils highway authority functions due to transfer to new Unitary Councils.
- 6.15 The County Council will require FDC as agents to be responsible for the administration of all highway parking suspensions, waivers, dispensations and permits. This would entail all the associated administration, advanced notice signage and enforcement to be undertaken by FDC or their chosen enforcement and administrative service provider. Any income associated with the aforementioned delegated function would be retained by FDC or their chosen enforcement provider to offset costs. The permit fee levels would however be determined by the highway authority.
- 6.16 Members had previously indicated that managing the highway permits would not be deemed acceptable due to the likely resource and cost implications this would place on FDC. This is however seen by the highway authority as being a red line and one that would need to be conceded by FDC in order to

progress with the implementation of CPE within Fenland. Common ground on any red lines will need to be found prior to the agency agreement being established and a member steer on such matters would be essential.

- 6.17 The detail agreed within the agency and service level agreements will directly impact the necessary resources needed to operate CPE and the annual revenue deficit placed on FDC for the term of the agreement. To date the FDC CPE enforcement model has been based on having only two full time CEO's.
- 6.18 FDC as agents for the highway authority under the terms of the agency agreement would need to provide a suitable and sufficient level of enforcement to cover the whole of Fenlands administrative area. This would include enforcing the 329 Traffic Regulation Order's currently in place within Fenland along with 27 Council parking facilities likely to be included within the application.
- 6.19 The cost to staff and resource a parking team internally to administer and enforce CPE has previously been looked at and considered too expensive to operate. Instead entering into a service level agreement with a neighbouring authority that already has the necessary back-office setup and enforcement officers in place is considered best value for money.
- 6.20 The County Council have a designated budget for sign and line maintenance; however it is understood that no increase in this budget has been made following the high level of defects highlighted by the sign and line survey works. Under the terms of the agency agreement the County Council would remain responsible for all on-street sign and line maintenance. Sign and line defects would likely be attended to in the same manner as they are currently within Fenland with defects being prioritised in line with County Council highway budgets and agreed timelines within the CCC/M Group contract.
- 6.21 Poor sign and line maintenance could result in future enforcement challenges for FDC post CPE implementation if PCN's were unable to be issued due to a continued poor signs and line maintenance regime by the County Council.

Off Street Parking Places Regulation Review

- 6.22 In preparation for the implementation of CPE, a new district wide Off Street Parking Places Order will need to be implemented across all FDC parking facilities. It is recommended that the allocation of short and long stay parking periods remain consistent across each of the four Market Towns with 2-3 hours for short stay, and 9-10 hours for long stay parking facilities being recommended. This will reduce the complexity for enforcement officers whilst providing a balance for both short term shopper and business workforce needs. A variation in the maximum stay period would need to be more site specific for car parks located adjacent to essential public transport facilities.
- 6.23 The Council are responsible for twenty public car parks and a further seven parking facilities associated with leisure, business and corporate buildings. All

sites would be brought in under the new OSPPO with each site requiring new or replacement signage and either additional or modified lining. The associated costs have been calculated separately to the TRO signing and lining requirements but have also been included within the costing schedule 10.3.

Project Delivery Timeline

- 6.24 Procurement of the sign and line works through the County Councils highway services contract would be least demanding on FDC resources and advantageous in terms of obtaining and co-ordinating streetworks permits.
- 6.25 An alternative means of procurement remains an option by an open tendered approach. However based on feedback from Huntingdon District Council who opted for this procurement route, it is considered that any saving would likely be cost neutral given the increased staff/consultant/contractor time and cost required to procure and co-ordinate the works on the ground.
- 6.26 Procuring the works via the County Councils contractor would require a purchase order to be placed for the corrective sign and line works once agreement has been reached between both authorities and the agency and service level agreement drafted for sealing. The lining works can only be undertaken during dry weather conditions and would therefore limit the works delivery period to between March and October 2026 or 2027. The County Council's highway services contractor would programme the works and allocate resources following receipt of a purchase order to demonstrate FDC's commitment.
- 6.27 The CPCA grant funding deadline has already been extended several times since the beginning of the CPE project. The CPCA have agreed to extend the grant funding period further until December 2027 to align with the projected project delivery timeline, however this offer is conditional on the Council agreeing to the implementation of CPE and all the associated project costs.
- 6.28 The agreed CPCA grant funding contribution for CPE is £400,000 and to date £91,164 has so far been spent on feasibility and survey works.
- 6.29 The application to the Secretary of State for a CPE CEA/SEA would need to be made in June for Parliament to consider the application in December. It is a requirement to name the enforcement and administrative service provider within the agency and service level agreement. However, it is unlikely that this decision will be made prior to the awaited LGR announcement later this year in relation to the new Unitary Council formation within Cambridgeshire. It is therefore considered that the application to the DfT would be made later this year with receipt of CPE powers being received in December 2027.
- 6.30 The County Council would not be prepared to make such an application to the DfT until the agency and service level agreements have been agreed by both Councils. Therefore the CPE project will be unable to move forward until such

time as the agreements have been agreed meaning this task remains the highest priority following funding approval.

On and Off-Street Enforcement and Administration Costs

- 6.31 Three neighbouring local authorities have previously expressed an interest in providing both the CPE administrative and enforcement services for FDC under a shared service provision contract. No further progress on this aspect of the CPE project has been made since 2023, however LGR could provide enforcement opportunities from neighbouring authorities who already have enforcement capability. Service provision costs have increased since the initial discussions were held due to market increases in fuel, labour and material costs.
- 6.32 The CPE operating costs were last updated in November 2025. Based on two full time civil enforcement officers and using the cheapest external service provision model it is predicted that the FDC operational running costs will be **£149,173 per year**. Taking account of the estimated PCN income based on issuing **1983 PCN's** per year, it is predicted that the FDC running cost deficit will be **-£92,950** per year based on an operational cumulative cost of **£464,750** over the first 5 years. The updated modelling costs have also taken into consideration feedback obtained from South Cambs DC since CPE was implemented in respect of the predicted PCN hit rate.
- 6.33 It is too early to predict what impact the proposed local government reform will have on CPE within Fenland, however three neighbouring local authorities already undertake CPE operations. This provides Fenland with favourable opportunities for the provision of enforcement and administrative services going forward.
- 6.34 The estimated enforcement and administrative modelling costs have been updated using enforcement cost data gained from one of the neighbouring authorities within Cambridgeshire.

Project Risks and Funding

- 6.35 To date the greatest project risk has been affordability in terms of the implementation cost associated with the corrective sign and line works. Due to the exceptionally high number of sign and line defects discovered during the Fenland TRO survey in 2021, the cost of the corrective works was found to be much higher than originally anticipated.
- 6.36 Previously the corrective work costs last estimated in 2023 were based solely on correction of defects rated as poor. The estimated sign and line costs have now been updated to include all poor and fair defects associated with TRO's on the highway network throughout Fenland. Whilst the works estimate has still been based on the 2021 survey data a 10% allowance has been added for further sign and line deterioration. The CPE project is now estimated to have funding shortfall in the region of **£865,111**.

- 6.37 The corrective works costs contained within this report were current as of February 2026 and quotations are valid for 90 days. The implementation works could commence in the summer of 2026, however it is likely that the Council would want to conclude the agency and service level agreements before commencing the corrective works. Should the works be deferred until Spring/Summer 2027, further uplifts may apply.
- 6.38 The recent global conflict in the middle east is likely to create upward pressure on UK construction costs through material supply chain disruptions and increased material costs associated with bitumen reliant products. Similarly the impact of elevated fuel costs could also impact contractor operating and site equipment costs.
- 6.39 Until such time as the agency agreement has been signed off by both authorities, the application to the Secretary of State is unlikely to be made or the corrective sign and line works procured.
- 6.40 The procurement of an external service provider for all enforcement and administrative duties associated with CPE along with the implementation of a shared service provider agreement is estimated to take around 9 months to complete. Liaison with neighbouring authorities who have already implemented CPE has taken place on a number of occasions over the last few years. It is however possible that one of the existing authorities operating CPE may form part of the new Unitary Council within the Fenland area under the LGR proposal.
- 6.41 The application for the CPE order could take up to 18 months to gain approval following the sign off of the agency agreement with parliamentary time only being allocated once a year in December. Applications to the DfT are made in the Summer for making of a designation order in December.
- 6.42 The overall CPE project implementation timeline is estimated to be 2 years with the earliest go live date being January 2028. However the implementation of CPE could well extend into 2028 should the necessary FDC governance and CPE agreements not be concluded in accordance with the project programme.
- 6.43 Whilst the CPCA grant funding deadline has been revised to December 2027, the offer is conditional. Should the Council not agree to meet the project funding shortfall, the remaining CPCA grant would be withdrawn.

Liaison with Key Partners

- 6.44 Cambridgeshire County Council formally consulted all statutory consultees and partner organisations on the implementation of CPE within Fenland in April 2022. No objections were received and the collective feedback was used to form the basis of a draft CEA/SEA DfT application. Nothing has fundamentally changed in terms of key stakeholder governance arrangements

within Fenland since that time and therefore it is considered that no further evidence would be required by DfT to support the CPE application. The highway authority will however seek clarification from the DfT on this.

South Cambridgeshire & Huntingdonshire District Council CPE Update SCDC

- 6.45 The application for a Civil/Special Enforcement Area Designation Order for the introduction of CPE in South Cambridgeshire was made by Cambridgeshire County Council on behalf of SCDC and brought into force in February 2024. A DfT application for bus lane and bus gate enforcement has been considered separately and the powers to implement associated camera enforcement systems was scheduled to come into force by the end of 2025. The same powers would also apply to the HDC administrative area.
- 6.46 Following the initial CPE implementation period in SCDC the number of penalty charge notices issued were as expected higher during the settling in period. The PCN hit rate has since been lower than predicted which correlates to the overall CPE running cost . This data has been used and applied to the updated Fenland CPE model. It should however be noted that SCDC do not have off street car parks which is estimated to account for approximately 40% of the PCN's issued and the associated income in the Fenland model.

HDC

- 6.47 The application for a Civil Enforcement Area and Special Enforcement Area Designation Order for the introduction of CPE in Huntingdonshire was established in 2025 with HDC undertaking enforcement from August 2025.
- 6.48 Warning notices for on-street enforcement were issued for the first 4 weeks of August 2025 with Penalty Charge Notices being issued from the start of September 2025.
- 6.49 HDC and CCC have an agency and service level agreement in place that provides delegated functions to the District Council for both Enforcement & Administration including:
- 6.50 the undertaking of Civil Parking Enforcement of static on-street contraventions in accordance with the relevant Traffic Regulation Orders, and;
- 6.51 the processing and administration of challenges, representations and appeals arising from issuing PCNs, including appeals to the Traffic Penalty Tribunal.
- 6.52 The HDC agency agreement has been used as a template to form the basis of an FDC agreement with the County Council. The HDC agreement is based on an initial 5-year period with the right to withdraw following a 12 month notice period. Any surplus largely to be realised from paid parking will be used initially to offset the associated CPE set up costs with a percentage of any future income being shared with the highway authority. The administration of all highway related TRO permits, waivers, suspensions and dispensations are being undertaken by HDC.

- 6.53 HDC resolved to deliver the corrective sign and line works outside of the CCC framework contract following several rounds of tendering. Whilst it is not known the extent of savings that HDC may have realised by procuring the corrective works externally, it is understood that such savings would largely have been cost neutral due to the increased officer/contractor time required to co-ordinate the works on the ground.

7 CONSULTATION

- 7.1 A comprehensive mandatory consultation exercise was undertaken with stakeholders in April 2022. Little in the way of feedback was received, however all key stakeholders were supportive to include Cambridgeshire Constabulary and the feedback has been used to inform the draft CEA/SEA application. County Council advice indicates that no further evidence would be required by the Dept for Transport to support the CPE application, however advice from the DfT on this is currently being sought by the Highway Authority.
- 7.2 An 8-12 week public advisory exercise would need to be undertaken by the Council providing advanced notice to the public of the CPE implementation date.
- 7.3 Should the CPE application not be considered by Parliament until December 2027, it is unlikely that enforcement will be in operation until February 2028 following a 4-6 week period whereby warning notices would be issued.

8 ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The only current alternative for On-street enforcement is to continue with the police carrying out enforcement duties for parking contraventions, however historically this has not been seen as a priority area of focus for the police. The high level of defective and non-compliant signs and lines on the public highway network throughout the district would certainly make enforcement in any guise challenging at present.
- 8.2 The high cost associated with the implementation of CPE within Fenland is largely associated with the lack of sign and line maintenance over a protracted period of time by the Highway Authority. Three of Fenlands neighbouring local authorities have already introduced CPE, however the CPE models for these areas indicate they will be largely self-financing from paid parking within a 5 year period.
- 8.3 It is likely that following the implementation of the Local Government Reform agenda and the formation of new Unitary Councils within Cambridgeshire existing CEA SEP orders would be amended to include Fenlands administrative area. The cost of implementing and running CPE within Fenland along with all associated corrective sign and line works would transfer to the new authority from April 2028.

- 8.4 In the event the Council resolves not to implement CPE, the Council still has the option of implementing enforcement within its off-street car parks to prevent mis-use of these vital facilities. The implementation of a district wide parking place order and associated enforcement would help to regulate parking which in turn would increase parking bay availability and turnover and contribute to better on-street traffic flow management.

9 IMPLICATIONS

Legal Implications

- 9.1 The County Council is the local traffic authority. It will apply for the designation of the district as a civil enforcement area. It will do this on the basis that it will enter into an agency agreement pursuant to section 101 of the Local Government Act 1972/ Section 9EA of the Local Government Act 2000.
- 9.2 A full legal review of the contractual documentation associated with the Fenland/County agency and service level agreement will need to take place once agreement has been reached in principal by both authorities on any Red line areas.
- 9.3 The County Council will require FDC to accept responsibility for all permits, suspensions, waivers and dispensations associated with the public highway in order for CPE to be implemented within Fenland.
- 9.4 It is inevitable that the highway authority will require the service level agreement to be for a minimum 5 year term in line with other District Council CPE arrangements in Cambridgeshire, however legal advice shall need to be sought in respect of LGR implications.
- 9.5 As part of the implementation the Council is being asked to meet costs which sit within the County Council's responsibilities as highways authority. The Council has power pursuant to section 137 of the Local Government Act 1972 to incur expenditure which in its opinion, "is in the interests of, and will bring direct benefit to," its "area or any part of it or all or some of its inhabitants", This includes the power to do so by "contributing towards the defraying of expenditure by another local authority in or in connection with the exercise of that other authority's functions." Expenditure pursuant to this power is limited in any one financial year to £5.30 multiplied by the population of the Council's area. The Council may also use the general power of competence to do anything which an individual generally may do. T
- 9.6 When the secretary of state wrote to council's affected by LGR in July 2025 the letter included an explanatory note on financial decisions before reorganisation. The note reminded councils of their best value duty. The guidance also reminded councils of the requirement to consider, when making significant decisions with ongoing financial implications, to consider the impact

on the financial sustainability of new councils. The guidance also indicated that directions are likely to be issued pursuant to section 24 of the Local Government and Public Involvement in Health Act 2007 which would require consent of the shadow authority to major transactions and ongoing contractual obligations. The Council will need to consider the impact of the expenditure of this project if it proceeds on the levels of borrowing and financial sustainability of any new unitary authority which assumes the responsibility of the Council following LGR. It is also likely that any contract for the provision of enforcement services will require the consent of the shadow authority.

Financial Implications

- 9.7 The estimated cost for the corrective sign and line works was provisionally calculated in July 2025 based on uplifting costs from the November 2023 implementation costs. The implementation costs have now been recalculated and this has highlighted a significant budget shortfall of £865,111. It is estimated that the total implementation cost including external funding contributions is now likely to be in the region of £1,225, 547.
- 9.8 It is possible that some small saving could be realised by tendering the corrective sign and line works. This approach was adopted by Hunts DC however the initial savings were largely offset by the additional officer and contract management costs associated with the tendered procurement and managing the co-ordination of the works on the ground.
- 9.9 With some parts of the CPE project now becoming time critical, it is highly likely that the agency and service level agreements along with the Councils chosen enforcement and administrative provider will not be in place in time for the submission of the DfT application in June 2026. Whilst the DfT application can be made at a later date and by June 2027 for parliamentary consideration in December 2027, delays forming the required agreements will most certainly delay the commencement of the corrective works which require fair weather conditions. Should the commencement of the sign and line works be deferred until April 2027, further price increases may apply.
- 9.10 Based on current interest rates and MRP over 30 years, for every £1m borrowed, it is estimated that it will cost the Council £95.4k for each year that it is borrowed.
- 9.11 The General Fund Budget Estimates and Medium-Term Financial Strategy (MTFS) Report, agreed by Cabinet and Council in February, projects a financial shortfall for 2026/27 of £2.856m rising to £2.903 in 2027/28.
- 9.12 Although there are currently many uncertainties regarding the budget for 2026/27 and the MTFS, there remains a significant structural deficit which the Council will need to address.

- 9.13 Based on all the above information there is no obvious positive business case to support the implementation of CPE within the district unless car park charging is introduced to fund the service.
- 9.14 UK construction costs are often heavily impacted by global economic factors and certainly this has been evident since 2020 due to material price volatility, and supply chain disruptions associated with energy price rises and geopolitical tensions. The estimated costs contained within this report were last calculated at the end of February just prior to the recent escalation in the middle east which has seen oil and fuel price increases in the UK as a result. It is therefore possible that the corrective works costs could rise if the conflict in the Middle East becomes protracted.

Equality Implications

- 9.15 None

Other Implications

- 9.16 The Council have been considering the implementation of on and off-street parking enforcement in some form since the 1990's. Throughout this period liaison has taken place with both the County Council and Cambridgeshire Police. In more recent years it is understood that Police capacity to actively enforce illegal parking has been limited in Cambridgeshire due to resources being allocated to other priorities. In addition, the high proportion of existing sign and line defects furthermore create enforcement challenges. Should CPE not be implemented within Fenland illegal and inconsiderate parking is expected to continue.
- 9.17 Forthcoming changes in legislation for the proposed implementation of pavement parking restrictions could influence the level of CEO enforcement time required and increase annual operational costs. It is understood that the introduction of the new legislation due to be implemented in 2026 is likely to allow for a more flexible approach. Instead, enforcement of inconsiderate parking will be determined locally rather than a blanket ban being introduced, meaning that in some circumstances pavement parking may still be permitted.

10 SCHEDULES

10.1 Predicted FDC Sign & Line Corrective Work Costs (February 2026 with Contract Rate and Increased Work Scope uplift applied)

Fenland Sign & Line Corrective Work Costs				
(Cost produced using CCC NEC framework contract - Option D)				
Tranche One Poor Defects - Whittlesey		Cost per Query	Target Cost £ (not an actual cost and may rise or fall)	Total Estimated Cost for Tranche £
No.of Sign/Post/Foundation Queries	44	£613.69	£27,002.29	-
No. of Lining Queries	150	£594.31	£89,145.79	-
T1 Estimated Cost (cost estimate valid for 90 day period from February 2026)				£ 116,148.08
Tranche Two Poor Defects - Chatteris		Cost per Query	Target Cost £ (not an actual cost and may rise or fall)	Total Estimated Cost for Tranche £
No.of Sign/Post/Foundation Queries	56	£728.61	£40,802.10	-
No. of Lining Queries	89	£798.37	£71,054.51	-
T2 Estimated Cost (cost estimate valid for 90 day period from February 2026)				£ 111,856.61
Tranche Three Poor Defects - March		Cost per Query	Target Cost £ (not an actual cost and may rise or fall)	Total Estimated Cost for Tranche £
No.of Sign/Post/Foundation Queries	55	£816.78	£44,922.74	-
No. of Lining Queries	148	£510.20	£74,509.08	-
T3 Estimated Cost (cost estimate valid for 90 day period from February 2026)				£ 119,431.82
Tranche Four Poor Defects - Wisbech		Cost per Query	Target Cost £ (not an actual cost and may rise or fall)	Total Estimated Cost for Tranche £
No.of Sign/Post/Foundation Queries	139	£525.67	£73,068.50	-
No. of Lining Queries	356	£679.02	£241,730.40	-
T4 Estimated Cost (cost estimate valid for 90 day period from February 2026)				£ 314,798.90
Fair Works Defects Tranches 1 to 4		Cost per Query	Target Cost £ (not an actual cost and may rise or fall)	Total Estimated Cost for Tranche £
No.of Sign/Post/Foundation Queries	Nil	£0.00	£0.00	-
No. of Lining Queries	194	£698.28	£135,466.52	-
(cost estimate valid for 90 day period from February 2026)				£ 135,466.52

2026 CCC Estimated Cost for Signs & Lines Poor Defects Tranches 1 to 4	£ 662,235.41
2026 CCC Estimated Cost for Signs & Lines Fair Defects Tranches 1 to 5	£135,466.52
Sub Total	£ 797,701,93
10% Contingency associated with potential additional defects post 2021 survey	£ 79,770.19
Total Estimated Cost for All Four Tranches	£ 877,472,12

Notes:

The County Councils framework contractor (M Group) have updated the target costs for All four Tranches (February 2026). The updated target cost includes for both the poor and estimated fair work defects.

All defect quantities have been based on the 2021 sign and line survey data.

The costs provided are informed but remain estimated. Annual price increases have been applied along with a lump sum associated with additional fair defects that were previously deemed good and may have progressed since the survey was undertaken.

Target costs are generally valid for 90 days following which the contractor may be entitled to reprice.

10.2 FDC CPE Funding

Funding Allocation Description	Capital Funding (£)	Project Expenditure	Remaining Funding (£)
CPCA funding from market towns fund	£400,000	£91,164	£308,836
County Council contribution towards FDC CPE implementation (funding retained by CCC)	£50,000	£32,800	£17,200
Greater Cambridge Partnership contribution towards FDC CPE implementation (funding drawn down by CCC)	£50,000	£32,800	£17,200
Additional CPCA contribution towards FDC CPE implementation (funding drawn down by CCC)	£50,000	£32,800	£17,200
Total of project grant funding	£550,000	-	-
Total project expenditure to date	-	£189,564	-
Total grant funding remaining			£360,436

10.3 Updated FDC CPE Set-up Costs

Item Description	Capital Set-up Cost (£)	Revenue Shortfall (£)
Feasibility Work Costs Spent to date		
Consultant cost for On-street TRO sign & line survey, mapping and production of query sheets including submission to and liaison with highway authority	£54,269	-
Consultant cost for implementation works to date	£14,295	-
FDC Internal Officer Recharge to Dec 2025	£22,600	-
Sign & Line design package works + Appyway software/licence	£98,400	-
Total of project expenditure to date	£189,564	-
Estimated Implementation Work Costs		
Consultant cost for implementation works	£20,000	-
Legal costs for agency and service level agreements associated with DfT application indicative	£10,000	-
Updated TRO corrective sign and line costs associated with poor defects. CCC target cost based on 2021 survey + Contract & CPI Uplifts from 2023 to 2026	£662,235	-
Estimated lining defects associated with fair lines now predicted to be poor	£135,467	-
Contingency Allowance for increase in scope of works associated with signs & lines 10%	£79,770	-
Consultation costs for FDC Parking Place Orders Review	3,000	-
Legal and Consultation costs for FDC Parking Place Orders (Estimated)	5,000	-
Replacement Signs associated with updated CPE Parking Place Orders for short and long stay car parks (27 signs over 17 sites)	17,550	-

New Signs & Posts associated with CPE Parking Place Orders for short and long stay car parks (13 signs over 11 sites)	22,750	-
Lining costs associated with FDC owned/managed parking facilities (28 sites)	50,000	-
Installation of Solar Powered machines for motorists to record their arrival time (43 no solar machines for 28 car parks 2419 spaces @ £4225 Each) 1 machine per 75 bays	£181,675	-
Permitting set up costs for Off-Street Car Parks Indicative	£10,000	-
Public Consultation/Advisory Advertisement	£5,000	-
FDC Officer Time (Estimated) 2026/2027	£23,100	-
Total Estimated Implementation Costs	£1,225,547	-
Remaining CPE grant funding	£360,436	-
Estimated Project Budget Shortfall for CPE Implementation		£865,111

10.4 Updated Estimated CPE Operating Costs

Items	Revenue Cost Per year	Revenue Income per year
Income from PCNs based on issuing 1983 tickets (@ £50-£70) a year using 2 Full Time CEO's		£55,332
County Court Proceeds		£891
Operational Management (External)	£15,943	
On Street Enforcement Cost (External)	£54,126	
Off Street Enforcement Cost (External)	£34,110	
CEO Vehicle Costs 2x £7,500 per year plus running costs	£18,100	
Car Park Machine Vehicle Registration & On-street PCN Processing	£17,006	
Management of Highway Permits, Waivers, Suspensions & Dispensations	£0,000	
Backoffice Machine Software Data Management Licence/4G Sim Data Fees	£9,888	
Average Estimated Annual Income		£56,223
Total Average Annual Operating Costs	£149,173	
Average Annual CPE Operating Deficit	- £92,950 DEFICIT	

Notes

- The operating costs have been based on 2 full-time enforcement officers. It is considered that 4 FTE CEO's would provide greater cover and resilience but would also further increase the annual revenue running costs. Having less CEO's or using part time CEO's would consequently reduce PCN income by virtue of having less time deployed issuing tickets. CEO's will be required to enforce all on-street areas throughout the district with TRO's and 28 no. Council owned/managed short/long stay parking facilities.

- The annual estimated CPE operating costs have been produced using the updated V3B external enforcement and administration feasibility model (V6) preferred by members. Last updated in November 2025.
- Running Civil Parking Enforcement in a largely rural area with spread out Market Towns, such as those in Fenland, increases Civil Enforcement Officer downtime. CEO's will spend time travelling between the Market Towns and the likelihood of finding parking infringements will be lower than in a busy city centre such as Cambridge. The implementation of CPE in South Cambs DC would support this.
- The estimated CPE income and operational running costs include costs associated with managing On-street parking permits, dispensations, waivers and suspensions. Fee's associated with permit charging would be set and agreed by the County Council and not by the administrator. Income would be used to offset all or part of the administration costs. It is unlikely any surplus will be generated but in such cases this would be used in accordance with the agency agreement and CPE ringfencing rules.

10.5 Indicative CPE Timetable

Task Description	Indicative Dates	Individual Task Duration	Risk Associated with Task Time Line
Confirmation of CPCA Project Funding Extension	January 2026	N/A	None
Member decision whether to proceed with the implementation of CPE based on April 2026 Cabinet paper	April 2026		Medium (medium risk of project not being implemented prior to LGR due to overall project delivery period)
Formation and Sign Off of FDC/CCC CPE Agency Agreement and SLA (subject to any Red Flag areas being agreed)	May - October 2026	6 months	Low (low risk of task not being completed for June 2027 submission to DfT)
Submission of CPE Application to DfT between October 2026 and June 2027 for designation order. (Parliament only consider CPE applications now in December which need to be submitted 6 months in advance)	October 2026 for Dec 2027 approval	Up to 14 months	Low (Low risk of CPE application to DfT not being submitted by June 2027. Insufficient time to submit for June 2026.
Undertake a review of all FDC off street parking places orders to include short & long stay parking and permitting	May - November 2026	6 months	Low (task not restricted by external constraints)
External Enforcement & Administration Service Provider needed for DfT application	May 2026 – October 2026	6 months	Low (provider to be determined following LGR announcement for new Unitary Councils within Cambridgeshire.)
Implementation of On-street corrective sign works.	Between Oct 2026 – Oct 2027 (potential rate uplift may apply)	3 months	High (likely corrective works will be delayed pending formation of agreements and submission of DfT application. Rate uplift likely)

			for undertaking works in 2027.
Implementation of On-street corrective line works. (Timeline dependant on DfT application and receipt of CPE powers)	Between October – October 2027 (potential rate uplift may apply)	6 months	High (likely some corrective works will be delayed pending formation of agreements and submission of DfT application. Rate uplift likely for undertaking works in 2027.
Implementation of FDC CPE car park signs and lines (Timeline dependant on receipt of CPE powers)	Aug – Dec 2027	4 months	Low (task within FDC control)
Implementation of solar powered ticketless validation machines for FDC car parks (required for enforcement of maximum stay period)	June – December 2027	6 months	Low (sufficient led in time currently within project programme)
Estimated receipt of CPE powers (Timeline dependant on submission of DfT application)	January 2028	Up to 14 months from application	High (high risk CPE powers will not be received until January 2028)
Public/Partner Notice (mandatory prior to implementation of CPE)	Nov 2027– Jan 2028	3 months	Low (task within FDC control)
Estimated CPE Go Live Date following 4 week warning notice period	Feb 2028	1 month	