BCP Council: Increased Penalty Charge Notice and Associated Charges Trial

Final Report

Foreword

Illegal and irresponsible parking has repeatedly placed pressure on our communities for decades – severely impacting the safety and accessibility of our roads and coast.

This has only been exacerbated in recent years with penalties unchanged in almost twenty years: at the peak in 2025, our civil enforcement officers handed out more than 4,000 PCNs in just three weekends.

As one of the country's most visited coastal destinations our three towns experience extraordinary seasonal demand – with millions of trips made to our seafront and town centres every month during the summer.

BCP Council, and predecessor authorities before re-organisation, have spent years lobbying successive governments for tougher penalties to properly deter this behaviour with the penalties for illegal parking still at the same rate, outside London, as they were in 2008.

We welcomed that last summer our calls were brought to national attention thanks to contributions from our local MPs and in August 2025 we were granted permission by the Department for Transport to test whether increasing Penalty Charge Notice levels would adequately reduce this behaviour.

The report that follows demonstrates exactly why we've spent so long calling for these greater powers.

Higher PCN levels, implemented along our coastal roads from Sandbanks to Southbourne, helped reduce serious illegal parking, reduced congestion and obstruction on our busy roads , and supported safer, more reliable access for emergency services, public transport, and local residents.

Importantly, the nationally significant trial achieved this without deterring visitors to our area: reflecting that most people rightly want – and expect – parking to be fair, safe and responsibly managed.

We recognise the limitations of a short, single-area trial but the evidence shows the effect of higher PCNs and we should be allowed to implement that, again, over a longer period of time.

This is a really good example of how local authorities can work with Government officials, and constituency MPs, to deliver on resident priorities.

The results are clear: higher penalties change behaviour, make our roads safer for everyone, our stunning coastline more accessible, and enjoy strong public support.

"We've got the existing infrastructure and resources to implement this deterrent on a permanent basis and, with these findings, we are ready to work with government to take the next step and secure a long-term approach that reflects the reality of managing a high demand coastal destination and puts the safety our residents first.

Councillor Mille Earl
Leader of BCP Council

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Purpose of the Trial

1. Bournemouth, Christchurch and Poole (BCP) Council conducted a trial in August 2025 to increase Penalty Charge Notice (PCN) levels in the coastal area of Bournemouth, Christchurch, and Poole. The objective was to determine whether higher financial penalties would act as a stronger deterrent to illegal parking, improve compliance, and reduce disruption during peak visitor periods.

Background

2. Illegal parking has become increasingly problematic in the BCP area, particularly during summer months and hot weather. Existing PCN levels - unchanged since 2008 outside of London - have lost deterrent value as incomes and parking charges have risen. The discounted PCN rate often approximates the cost of all-day legal parking, incentivising risk-taking by motorists. In July 2025, the Department for Transport authorised BCP Council to trial increased PCN levels aligned with London rates.

Trial Design

- **Period**: 1–31 August 2025
- **Area**: Coastal zone from Sandbanks to Hengistbury Head (29 car parks, 543 roads)
- **Comparison area**: Christchurch coastal area
- **Objectives**: Reduce illegal parking, increase legal parking and vends, improve road safety and emergency access, and assess behavioural change.
- **Publicity**: Multi-channel campaign including signage, radio, and payment system updates.
- **Evaluation**: Counterfactual analysis comparing trial area with comparison zone and historical data (2022–2024).

Headline Results

3. **Overall PCN Reduction**: Total PCNs in the trial area fell by 6.8% compared to August 2024, reversing the previous year's sharp increase (+34%). Forecast models predicted an 8.9% rise without the trial, meaning the actual outcome represents a headline 16% reversal from expected growth. There are limitations with this outcome, given the short duration of the trial, very constrained preparation time and other variable factors discussed in the report, but it represents a positive indication of the impact of increasing financial penalties as a deterrent to illegal parking.
4. **Behavioural Change:** [1]Higher-level on-street contraventions decreased by 7%, while [2]lower-level contraventions fell by 8–9%, suggesting motorists were less willing to risk fines at increased rates. ([1] and [2] refer to higher and lower PCN levels as set out at Contravention Codes – PATROL)

5. **Comparison Area Contrast**: Christchurch saw a 21% increase in serious contraventions (Code 01) during the same period, reinforcing that standard PCN levels remain ineffective as a deterrent.
6. **Weather Influence**: August 2025 had similar temperatures and sunshine hours to 2024, yet PCN counts were lower, confirming the trial, and not external factors, drove behavioural change.
7. **Bank Holiday Exception:** Despite overall success, the August Bank Holiday saw a 13% increase in PCNs, driven by extreme visitor pressure and perceived capacity constraints.
8. **Parking Capacity:** Legal spaces were available throughout the trial, with average utilisation at 57%, meaning illegal parking was a choice rather than necessity.
9. **Vends Analysis:** Vend trends continued a gradual decline consistent with previous years and mirrored in the comparison area, indicating no negative impact on visitor numbers. Declines are more likely linked to rising parking tariffs and broader behavioural shifts rather than the trial.
10. **Public Transport**: Bus punctuality and speeds improved compared to August 2024, suggesting reduced obstruction from illegal parking.

Key Conclusions

11. **Higher PCN levels act as an effective deterrent**, reversing upward trends in illegal parking and improving compliance. The impact of this merits more robust testing to confirm the results.
12. **Behavioural displacement occurred**: some motorists shifted from high-risk on-street contraventions to lower-level breaches in car parks, highlighting the need for complementary measures such as clearer signage and enforcement in designated bays.
13. **Persistent issues during peak demand** (e.g., Bank Holidays) suggest that financial deterrents alone cannot fully mitigate extreme visitor pressure; capacity management and dynamic pricing may be required.
14. **No evidence of reduced visitor numbers** or negative economic impact was found, supporting the feasibility of adopting higher PCN levels permanently.

Recommendations

15. Based on the positive results seen from the trial, BCP Council proposes that there are two feasible recommendations for moving forward with a review of Penalty Charge Notice policy;

    A. **Review and update PCN fees and charges outside of London.** The level of financial penalty has not changed since 2008, has not kept pace with inflation and rising incomes, or with the relative increase in parking charges and is no longer an effective deterrent. Fees and charges should be matched to London rates or be subject to a review to determine an appropriate rate of increase. Or;

B. **Carry out a further trial for an extended period of time and across a wider geography.** An extended trial, with a longer preparation period could be carried out to test whether the results of the BCP Council trial could be replicated, or improved, using a selection of Local Authorities with differing characteristics.

Introduction

The Bournemouth, Christchurch and Poole area

16. The Bournemouth, Christchurch and Poole (BCP) Council area is a unitary authority located on the south coast of England, in the county of Dorset. Formed in April 2019 through the merger of the former borough councils of Bournemouth and Poole and the Christchurch & East Dorset district council, BCP Council is now the tenth-largest urban local authority in England. The area covers a diverse and vibrant urban coastal region, bordered by the English Channel to the south, Dorset Council to the north and west and New Forest District Council to the east.
17. BCP is home to a population of approximately 400,000 residents, with a demographic profile that includes a significant proportion of both older adults and young people, reflecting its appeal as both a retirement destination and a centre for education. The area is characterised by its 15 miles of south-facing sandy beaches, the second largest natural harbour in the world at Poole, and 19 Sites of Special Scientific Interest, making up nearly one-fifth of its total area.
18. BCP Council's population is diverse, with around 18% identifying as belonging to a minority ethnic group and 15% of residents born outside the UK. The area is also home to a significant student population, supported by three universities and a range of colleges and international education establishments.
19. Economically, the BCP region boasts a thriving £10 billion economy, underpinned by strong sectors in engineering, advanced manufacturing, and financial services—the latter being the largest outside London. The Port of Poole and Bournemouth International Airport provide vital transport links for both freight and passengers. The area is also recognised for its cultural and sporting assets, including several Arts Council National Portfolio Organisations and professional sports teams such as AFC Bournemouth.
20. The local natural environment is highly valued by residents and visitors and contributes significantly to health and wellbeing. Life expectancy in the BCP area is above the national average, although there are notable health inequalities between the most and least deprived communities.
21. The area is an established tourist destination which causes problems with car parking behaviour, particularly in the coastal areas providing access to the beaches.

BCP Visitor Economy

22. The visitor economy is a cornerstone of the BCP Council area, generating over £1.3 billion annually and supporting thousands of jobs across Bournemouth, Christchurch, and Poole. Recognised as one of the UK's premier coastal destinations, the area attracts millions of visitors each year, drawn by its 15 miles of sandy beaches, vibrant cultural scene, and diverse leisure attractions.
23. Recent data shows a strong recovery and growth in visitor numbers, with town centres experiencing up to 50% year-on-year increases in footfall. The council's tourism strategy focuses on sustainable, year-round growth, enhancing the quality of visitor experiences, and investing in new attractions and infrastructure. Key priorities include

supporting business tourism, international education, and experiential tourism, as well as regenerating town centres and seafront areas.

24. Tourism in BCP not only boosts the local economy but also enriches community life, underpins investment in public spaces, and supports a wide range of businesses from hospitality to retail. The council works closely with partners to ensure the sector remains resilient, competitive, and beneficial to both residents and visitors.

25. BCP attracts approximately 13.15 million visitors per year, of which an estimated 11.5 million are day visitors and 1.65 million stay overnight (for a minimum of one night).

Rationale for the increased Penalty Charge Notice Trial

26. The high numbers of visitors to the BCP area, particularly during hot weather, create very challenging levels of illegal parking.

27. In recent years, the number of Penalty Charge Notices (PCNs) issued in the BCP area has peaked during holiday periods, especially during the summer months.

28. Irresponsible parking across Bournemouth, Christchurch and Poole is putting pedestrians and other road users at risk, negatively impacting our environment, and causing significant disruption to local businesses, bus companies and our parking strategy for the area.

29. While BCP Council is putting measures in place to respond to this, the principal deterrent, the Penalty Charge Notice is too low to be effective. We have seen increased illegal and careless parking on our streets which has had a major impact of slowing or preventing access for emergency vehicles and the avoidance of legitimate parking fees.

30. PCNs are issued for parking contraventions and are categorised into Lower Level and Higher Level charges, depending on the severity of the offence.

31. Higher Level PCNs are issued for more serious parking violations that pose safety risks or cause significant disruption. Examples include parking on double yellow lines, in bus lanes, or in disabled bays without a valid permit. These contraventions typically obstruct traffic flow or endanger pedestrians and other road users.

32. Lower Level PCNs are applied to less severe infractions, such as overstaying in a paid parking bay or failing to display a valid ticket. These contraventions are generally administrative in nature and do not directly impact road safety or traffic movement.

33. The distinction ensures that the penalty reflects the seriousness of the contravention, with higher level PCNs carrying a greater financial penalty to act as a stronger deterrent.

34. The problem that has been emerging over time for BCP Council (and other Local Authorities outside of London) is that the level of financial penalty for both higher and lower levels of contraventions is no longer acting as a sufficient deterrent for illegal parking.

35. A PCN can be up to £70 outside of London and up to £130 in London as set by legislation. Under the Traffic Management Act 2004 a penalty is discounted by 50% for the first 14 days.

36. There has been no formal review of civil parking penalty charges in England and Wales since 2008, except for in London, where at the start of 2022 Transport for London (TfL) was granted permission to make a notable increase of its penalty charge levels for parking contraventions on red routes. This increase took TfL's penalty levels to £160 and followed previous increases in 2011.

Figure 1 - All PCNs issued by month; Higher and Lower Level combined (2019/20 – 2025/26)

37. The chart above shows that the number of PCNs issued on a monthly basis has increased steadily over time. The data for the month of August shows that around 5,800 PCNs were issued in 2019 and had almost doubled by 2024, with 10,510 being issued in that month.

38. The pattern is similar for most months, but particularly in the spring and summer months when the weather is warmer. The increase could be explained by the fact that the level of fine has remained the same over an extended period of time, whilst levels of income have increased. In essence, fines have become more affordable and less effective as a deterrent.

39. The table below shows a snapshot at 5 year intervals of the changing affordability of PCNs over time, from when the existing level of fines were introduced in the Traffic Management Act 2004 to 2024. It uses the discounted (paid within 14 days) rate of a Band 2 Lower Level contravention fine as a basis for comparison with both the adult Minimum/National Living Wage and the median UK weekly income (Source: ONS).

Table 1 - Affordability of PCN charges (2004 - 2025)

Year	Adult Minimum/National Living Wage (£/ph)	% of £25 fine	Median Weekly Wage £	£25 fine as %
2004	£4.85	19%	£365	7%
2009	£5.80	23%	£434	6%
2014	£6.50	26%	£471	5%
2019	£8.21	33%	£538	5%
2024	£11.44	46%	£694	4%
2025	£12.22	49%	£733	3%
		% of £55 fine		**£55 fine as %**
2025	£12.22	22%	£733	8%

40. The table shows that in 2004, someone earning the mininum wage for adults would have to work five hours to pay off a £25 fine, but by 2025 it represents just over two hours work at the National Living Wage. In 2004, a £25 fine accounted for 7% of the median UK weekly wage, but by 2025 that has dropped to just 3%.

41. The final row in the table shows the same figures, but using the trial figure of £55 for a discounted (paid within 14 days) fine for the same contravention. It can be seen that this level of fine brings the affordability back in line with 2009 levels and is arguably therefore a much more effective deterrent.

42. Parking charges have also increased over time, bringing the cost of parking legally for a day closer to the cost of paying a PCN fine at the reduced rate.

43. Currently the discounted charge for both lower and higher rate penalties is very similar to the market rate to park at a number of our seafront car parks for the whole day.

44. For example, up to 14 hours of parking at Sandbanks surface car park costs £23.60 during the peak season (15 March to 31 October 2025). A motorist parking illegally, for example on double yellow lines, if they found the Sandbanks car park full, would receive a Band 2 Higher Level PCN fine of £70, reduced to £35 if paid within 14 days. The difference of £11.40 is unlikely to be considered sufficient to discourage this type of parking behaviour.

45. In these circumstances, increasing numbers of drivers are taking the risk of being issued with a lower rate penalty and paying the discounted fine amount within 14 days, causing significant disruption to the area. Put simply, motorists now appear willing to take the risk of receiving a PCN as an acceptable trade off for being able to park in a location that they deem more convenient on busy summer days.

46. The static level of Penalty Charge Notice (PCN) income since 2008 presents a significant challenge for local authorities. While the Traffic Management Act 2004 requires PCN income to fund enforcement activities, the real-terms value of PCN

charges has eroded over time. In contrast, staffing costs have risen sharply, with Civil Enforcement Officer salaries increasing by approximately 61% based on NJC award modelling, and operational overheads climbing in line with inflation. This mismatch between income and expenditure creates a structural funding gap that undermines the principle of self-financing enforcement services.

47. Many efficiency measures have already been implemented to reduce costs, including restructuring teams, investing in technology, and streamlining processes. However, the gap between static income and rising costs is now too large to bridge through efficiencies alone without compromising service quality. Continued underfunding would risk failing to maintain a service that complies with legislative requirements, leading to reduced compliance, higher contravention rates, and reputational risk for authorities. To maintain service standards and meet statutory obligations, a review of PCN rates or the introduction of supplementary funding mechanisms is essential. This would ensure enforcement remains effective and financially viable in the face of rising costs and static income.

48. Using a Civil Enforcement Officer salary as an example we can see that even though Local Authority salaries have increased significantly, they have not kept pace with inflation or the Real Living Wage. Using the current BCP Civil Enforcement Officer mid-point salary of £29,840 (Band 5, SCP11–18) and applying NJC pay awards in reverse, the equivalent salary in 2004 would have been approximately £18,470. This method assumes today's salary was reached solely through nationally agreed NJC uplifts, rather than actual historic grading. On this basis, pay has grown by around 61%, compared to 96% cumulative CPI inflation and a rise in the UK Real Living Wage from £7.20 in 2011 to £13.45 in 2025. Even so, this increase is substantial when viewed against the fact that Penalty Charge Notice (PCN) rates for parking contraventions have remained unchanged since 2008, despite the Traffic Management Act 2004 requiring PCN income to fund enforcement.

49. Comparable PCN related fees and charges are set out in the table below.

Table 2 - Comparable PCN-related fines

Offence / Fine Type	Amount	Discount (if paid early)	Date Level Set / Last Updated	Legislative Source
Parking PCN Higher– Outside London	£70	£35 if paid within 14 days	2008	Traffic Management Act 2004
Parking PCN Higher – Inside London	£160	£80 if paid within 14 days	April 2025	Traffic Management Act 2004
Parking PCN Lower– Outside London	£50	£25 if paid within 14 days	2008	Traffic Management Act 2004

Parking PCN Lower – Inside London	£110	£55 if paid within 14 days	April 2025	Traffic Management Act 2004
Parking PCN – Scotland	£100	£50 if paid within 14 days	April 2023	Road Traffic Act 1991
Bus Lane and Moving Traffic Contraventions – Outside London	£70	£35 if paid within 21 days	2008	Traffic Management Act 2004
Bus Lane and Moving Traffic Contravention – Inside London	£160	£80 if paid within 14 days	April 2025	Traffic Management Act 2004
Congestion Charge PCN (London)	£180	£90 if paid within 14 days	April 2025	Greater London Authority Act 1999
TfL Red Route PCN	£160	£80 if paid within 14 days	April 2025	Traffic Management Act 2004

Table 3 - Comparable vehicle removal fines

Offence / Fine Type	Amount	Discount (if paid early)	Date Level Set / Last Updated	Legislative Source
Vehicle Removal – Outside London	£105	N/A	2008	Traffic Management Act 2004
Vehicle Removal – Inside London	£280	N/A	April 2025	Traffic Management Act 2004
Vehicle Storage – Outside London	£12 per day	N/A	2008	Traffic Management Act 2004
Vehicle Storage – Inside London	£55 per day	N/A	April 2025	Traffic Management Act 2004
Vehicle Disposal – Outside London	£50	N/A	2008	Traffic Management Act 2004
Vehicle Disposal – Inside London	£100	N/A	April 2025	Traffic Management Act 2004

50. Comparable non-PCN related fines are provided in the next table as a basis for demonstrating the erosion of the deterrent effect of PCN charges.

Table 4 - Comparable non-PCN related fines

Offence / Fine Type	Amount	Discount (if paid early)	Date Level Set / Last Updated	Legislative Source
Parking PCN Lower– Outside London	£50	£25 if paid within 14 days	2008	Traffic Management Act 2004
Parking PCN Higher– Outside London	£70	£35 if paid within 14 days	2008	Traffic Management Act 2004
Rail Fare Evasion	£100 + cost of fare	£50 + fare if paid within 21 days	Jan 2023	Railways (Penalty Fares) Regulations 2018
Littering	£65–£500 (default £100)	£50 minimum	July 2023	Environmental Protection Act 1990
Fly-tipping	£150–£400 FPN	N/A	July 2023	Environmental Protection Act 1990
Dog Fouling (England & Wales)	£100 FPN	N/A	Sept 2025	Clean Neighbourhoods and Environment Act 2005
Dog Fouling (Scotland)	£80 FPN	N/A		Dog Fouling (Scotland) Act 2003

51. BCP Council had raised this issue regularly with previous Government Ministers and the Department for Transport. The issues faced by the communities in the BCP area in relation to irresponsible parking which cause dangers to other road users, pedestrians and impacts negatively on our environment, are particularly acute given our unique seaside location and urban environment.

52. The BPA (British Parking Association), Local Government Association and Parking and Traffic Regulations Outside London (PATROL) have been lobbying on behalf on Councils to increase this charge across the country, but we have specific local issues in BCP which impact on our ability to maintain parking controls in periods of particularly warm and dry weather and throughout the peak summer season.

53. In July 2024 BCP Council submitted a proposal to the Department for Transport to carry out a pilot scheme to increase the Penalty Charge Notice levels for higher and lower contraventions to measure the impact of a more significant financial deterrent on illegal parking.

54. On July 17 2025, the Secretary of State for Transport, Rt Hon Heidi Alexander MP, wrote to the Leader of BCP Council granting permission to carry out a trial of increased PCN levels during the month of August 2025.

Trial Design and Implementation

Objectives

55. The core objective for the trial was to determine whether increasing the level of financial penalty for PCNs would restore an effective level of deterrent to illegal parking.

56. BCP Council would expect to see the following outcomes;

    A. A reduction in the level of PCNs issued during the trial, in comparison to baseline data from previous years

    B. An increase in the level of legal parking across the trial area, in both on- and off-street bays

    C. An increase in the level of parking vends during the trial, in comparison to baseline data from previous years

    D. A reduction in the number of vehicles towed away

    E. A reduction in the number of instances of dangerous parking (e.g. causing issues for emergency vehicles)

    F. A shift in behaviour away from higher level parking contraventions

Legislative powers

57. The Department for Transport recognises that parking enforcement in an important part of traffic management. The aim of any parking enforcement scheme should be to promote compliance and Penalty Charge Notices should be used to deter motorists from contravention.

58. In accordance with **paragraph 8(3) of the Traffic Management Act 2004** the Secretary of State authorised a limited departure from the guidelines prescribed in **Schedule 3 of The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022**.

59. The powers used to allow this derogation are found in **paragraph 8 of Schedule 9 of the Traffic Management Act 2004** which states:

> *"An enforcement authority may, with the permission of the appropriate national authority, depart from any such guidelines."*

Trial area

60. The trial area was agreed to include the coastal area of BCP extending from Sandbanks in Poole to the west, across to Hengistbury Head in Bournemouth to the east.
61. The trial area extends 1 kilometre back from the seafront across the full width of the area.
62. The trial area includes 29 public car parks owned by BCP Council and 543 roads. The full list of car parks and roads within the area is included in the Appendix to this document.
63. The Christchurch area would be used as a comparison area.

Figure 2 - map of trial area

Parking capacity

64. BCP Council proposed that increased PCN levels would displace illegal parking to legal car parks. This desired shift in behaviour is the core aim of the trial.
65. A fundamental component of the trial requires BCP Council to demonstrate that there is sufficient legal parking capacity to accommodate this behaviour change from the anticipated levels of illegal parking.

66. Without this capacity there would be a risk that the increased PCN levels would result in the displacement of illegal parking to other areas; a reduction in the number of visits to BCP; or continued illegal parking within the trial area.

67. BCP Council provided the Department for Transport with full details of available parking capacity within the trial area. The total number of combined, controlled off-street and on-street parking spaces within the area amounts to ~12,752. The details of these parking spaces are included in the Appendix to this document.

68. In addition, it has been calculated that there are approximately 16,000 on-street parking spaces available in the trial area on unrestricted kerb space. The methodology for calculating this number is included in the Appendix to this document.

69. To support the proposition that sufficient parking capacity exists to accommodate a shift from illegal to legal parking, BCP Council provided an analysis of PCNs issued in previous years, compared to available parking capacity.

70. The analysis looked at a snapshot of days during August in 2022, 2023 and 2024. The table below shows the results of that analysis.

Table 5 - available legal parking capacity (selected days) vs PCNs issued

Year	Day	Date	Min. Available Spaces*	PCNs Issued	Spaces if All Parked Legally
2022	Thursday	18th August	3405	189	3216
2022	Saturday	20th August	3460	269	3191
2022	Sunday	21st August	3384	401	2983
2023	Thursday	17th August	3405	241	3164
2023	Saturday	19th August	3460	379	3081
2023	Sunday	20th August	3384	452	2932
2024	Thursday	15th August	3405	179	3226
2024	Saturday	17th August	3460	415	3045
2024	Sunday	18th August	3384	524	2860

***Available space data pertains to surveys carried out in 2023**

71. The data shows that on each of these days, the number of PCNs issued was significantly lower than the number of available, legal parking spaces. It consistently shows that nearly 3,000 legal spaces were available for use. This strongly indicates that parking availability was not a limiting factor during the period in question.

Time Period

72. The agreed time period for the trial was **00:01 on 1 August 2025 to 23:59 on 31 August 2025.**

73. This period, during the school summer holidays, aligns with when illegal parking issues are particularly acute for BCP Council.

Types of parking contraventions in scope

74. A full list of the types of contravention in scope for the trial is included in the Appendix to this document. The list is structured by higher and lower level contravention codes with a description of the contravention and whether it is an on- or off-street code.

Penalty Charge Notice Level

75. The levels of penalty charges outside London are set by the Secretary of State. The levels of PCNs need to be such that they deter illegal parking and encourage compliance with the parking regulations.

76. For the purposes of the BCP Council trial, the Department for Transport considered that parity with the current PCN levels in London would be appropriate:

Table 6 - derogated PCN charge levels for the trial

Band	Current Higher Level	Derogated Higher Level	Current Lower Level	Derogated Lower Level
Band 1	£60	£140	£40	£90
Band 2	£70	£160	£50	£110

77. The increase in Band 1 charges at the higher level is £80 (133%) and at the lower level is £50 (125%).

78. The increase in Band 2 charges at the higher level is £90 (129%) and at the lower level is £60 (120%).

79. In both cases, the level of increase is more than double the current rates, which in part illustrates the level of disparity between London and all other areas, but also indicates that the increase should be of sufficient scale to encourage the desired change in parking behaviour.

80. The DfT also agreed that additional parking charges during the trial should match the current London levels:

Table 7 - other derogated charge levels for the trial

Additional Parking Charge	Derogated Amount
Release from Wheel Clamp	£100
Release from Car Pound	£280
Storage Fee	£55 per day
Disposal Fee	£100

Publicity

81. A core principle for the trial was agreed to be that citizens must be properly informed of the changes and must have the opportunity to raise concerns and provide feedback.

82. BCP Council would be responsible for adequately informing residents. Agreed methods for publicising the trial were identified as being, but not limited to;

    A. Press releases

    B. Use of the BCP website and social media channels

    C. Radio and other media advertisements

    D. Road signage

    E. Updates to payment information

83. BCP Council and the DfT recognised that a substantial amount of traffic would be from visitors to the area, who must be properly informed of the derogation and might not see any BCP communications publicising the trial ahead of their visit.

84. To mitigate the risk of visitors not being adequately informed, the DfT proposed that BCP use sufficiently frequent signage and made use of prominent messaging on payment information.

85. BCP Council were required to produce a signage schedule for approval by the DfT prior to commencement of the trial. Information relating to this is included in the Appendix to this document.

The following table summarises the publicity actions taken by BCP Council before and during the trial;

Table 8 - communication measures advertising the trial

Type	Activity	Commentary
Radio advertising	Global Radio campaign – 6 to 31 August	183 “spots” on Heart Dorset Estimated reach: 252,000 people Target audience hear advert 5 times Combined “impacts”of 1,265,000
Payment information – Parking Meters	110 overlay stickers applied to machines	
Payment information – parking payment Apps		
Road signage		

Enforcement approach

86. Parking Enforcement is carried out in line with Traffic Management Act 2004.
87. BCP Council has standard operating procedures in line with the legislative requirements.
88. There was no change to enforcement practices during the period of the trial that could have influenced the results. A detailed analysis of Civil Enforcement Officer hours worked and PCN issuance per hour is included later in this report.

Evaluation

89. To ensure that the evidence generated in the trial is of a high enough standard to be used in policy development the DfT requested to approve BCP Council's plans for reviewing the pilot prior to derogation coming into effect.
90. BCP Council was expected to work with officials from the Department to demonstrate:
    A. Sufficient legal parking capacity to provide an alternative to illegal parking.
    B. A success measure of the trial, consisting either of a direct measure of illegal parking rates, or a robust plan for inferring illegal parking rates from a proxy measure (e.g. PCN records).
    C. An analysis plan that will allow levels of illegal parking to be compared to previous years and changes to be attributed to the trial intervention with some level of confidence. Notably if PCNs are used as a proxy measure, the DfT would expect firm guarantees that the levels of enforcement are comparable to previous year(s).

91. During the trial period BCP Council would be expected to provide a weekly review including:
    A. car parking occupancy and income
    B. the number of higher/lower level PCNs issued.
    C. the number of PCNs paid at discount/full rate and cases forwarded to Enforcement Agents
    D. PCN informal/formal challenges
    E. review displacement from pilot area into surrounding areas of BCP – BCP Council will utilise heatmaps to assist with monitoring.
    F. Feedback from stakeholders

92. At conclusion of the trial, BCP Council would be required to provide a full review, which is the purpose of this report.

Counterfactual analysis

93. To assess the impact of the increased Penalty Charge Notice (PCN) levels trial, BCP Council has employed a counterfactual analysis approach. This method involves comparing actual outcomes observed during the trial period with an estimate of what would have occurred had the trial not taken place.

94. In this context, the **Christchurch area** was designated as a comparison zone. It shares practically identical geographic, demographic, and seasonal characteristics with the trial area but did not experience any changes to PCN charge levels. By comparing data from the trial area to Christchurch, we can attempt to isolate the effect of the increased PCN charges from other influencing factors such as weather, visitor numbers, or enforcement activity.

95. Christchurch was chosen as it is also within the BCP Council area and therefore managed by the same Parking Service team, allowing control over the collection of data for parking enforcement as well as uniform management of Civil Enforcement activity. Due to the very short time available to prepare and set up the trial, it was also a practical and logical choice.

96. There are limitations however to using Christchurch in this way. Most significantly, Christchurch does not have any paid on-street parking, which makes direct comparison with many of the outcomes from the trial area impossible.

97. The analysis draws on historical data to establish a baseline of parking behaviour prior to the trial. This is then compared with data from August 2025, during which the increased PCN levels were in effect. Key metrics include:

    - Number and type of PCNs issued
    - Parking compliance rates
    - Revenue generated
    - Displacement of parking activity
    - Public and stakeholder feedback

98. This approach allows BCP Council to determine whether the increased financial penalties led to a measurable change in driver behaviour, and whether similar outcomes could be expected if the policy were adopted more broadly.

99. To offer another layer of insight into the impact of the trial, analysis has been carried out on parking behaviour in June and July 2025, to provide a more recent comparison within the trial area during peak summer months.

100. Whilst this approach also has limitations i.e. June does not include school summer holidays and July only partially, the weather conditions are similar, which allows for strengthening the correlation between hot, dry weather and problematic parking behaviour. This helps to support conclusions around expectations of parking contraventions on hot days in August in relation to actual results.

101. In addition, analysis has been carried out in relation to how weather conditions impact on visitor behaviour, which in turn informs expectations about parking behaviour.

Baseline position

102. The combined number of higher and lower level PCNs issued during the month of August has risen steadily year on year in the BCP area. This is illustrated in the graphs below.

Figure 3 - total PCNs (higher level) issued by month (2019/20 - 2024/25)

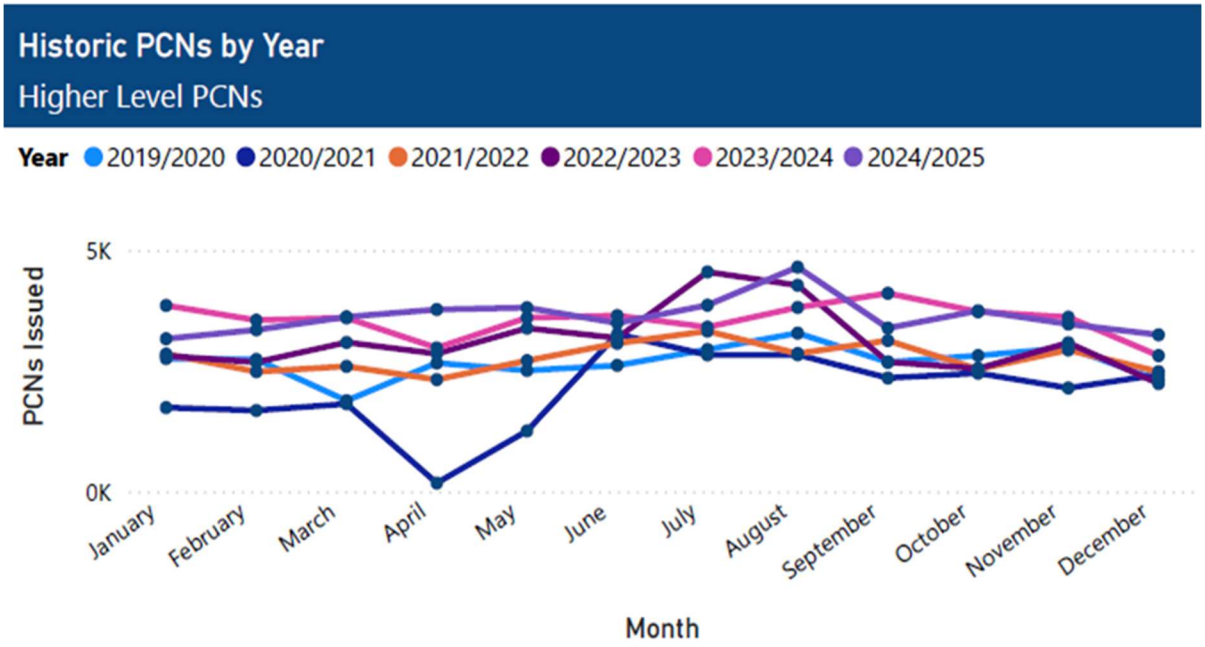
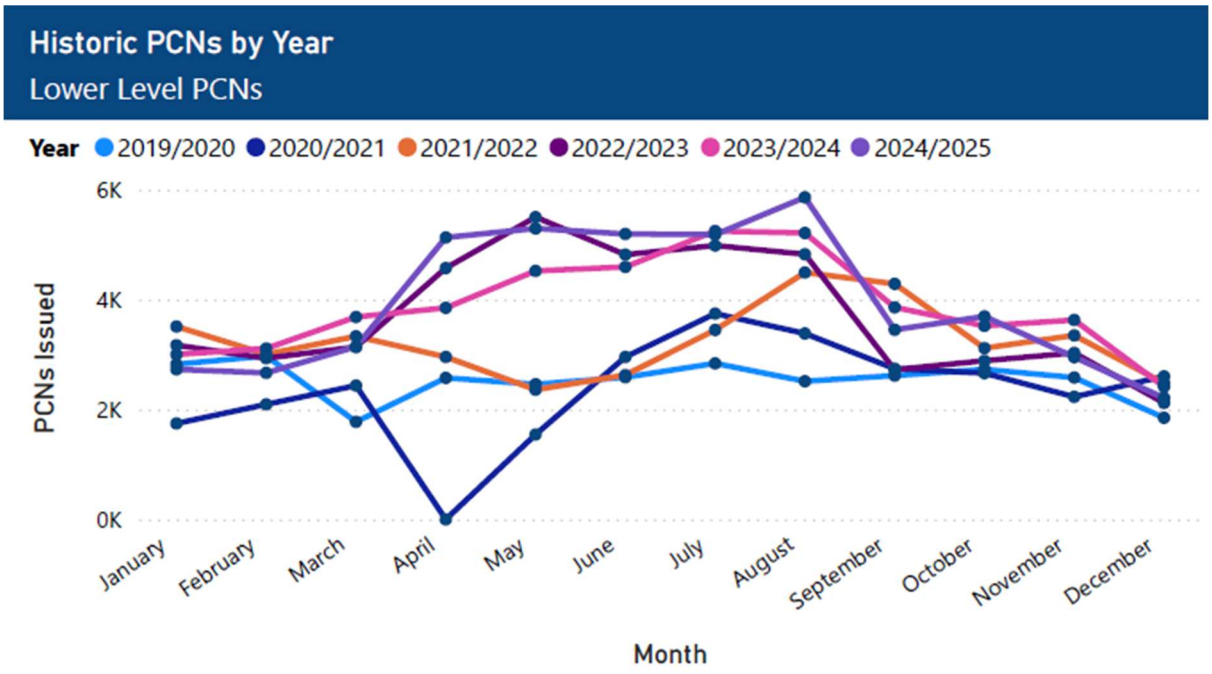


Figure 4 - total PCNs (lower level) issued by month (2019/20 - 2024/25)



103. The number of higher and lower level PCNs issued in August in the previous six years is shown alongside the percentage change in the following tables;

Table 9 - percentage change in higher level PCN issuance in August (2019/20 - 2024/25)

	Higher Level PCNs	Value change from previous year	Percentage change
2019/20	3,282	-	-
2020/21	2,834	(488)	(14%)
2021/22	2,859	25	1%
2022/23	4,273	1,414	49%
2023/24	3,814	(559)	(13%)
2024/25	4,649	835	22%

Table 10 - percentage change in lower level PCN issuance in August (2019/20 - 2024/25)

	Lower Level PCNs	Value change from previous year	Percentage change
2019/20	2,514	-	-
2020/21	3,383	869	35%
2021/22	4,493	1,110	33%
2022/23	4,825	332	7%
2023/24	5,212	377	8%
2024/25	5,861	649	12%

104. The overall percentage change in higher level PCNs from 2019/20 to 2024/25 is 41.65%. Some years have seen a decrease whilst others have seen significant increases. The average percentage change across all years is 9%.

105. Without the trial, it would be reasonable to expect an increase in the number of higher level PCNs issued to follow this trend.

106. If the trial has been successful, it would be expected to result in either a slowing or reversal of the trend in the trial area, alongside a continuation of the trend in the comparison area.

107. As higher level PCNs represent more serious contraventions, it could also be expected that the trial would bring about a shift in behaviour towards lower level PCNs. For example, rather than a motorist parking illegally on-street, they might instead park legally off-street, but still commit a different offence i.e. buying a ticket, but staying longer.

108. There could also be a shift towards people choosing to find a legal, on-street parking space and walk further to their destination.

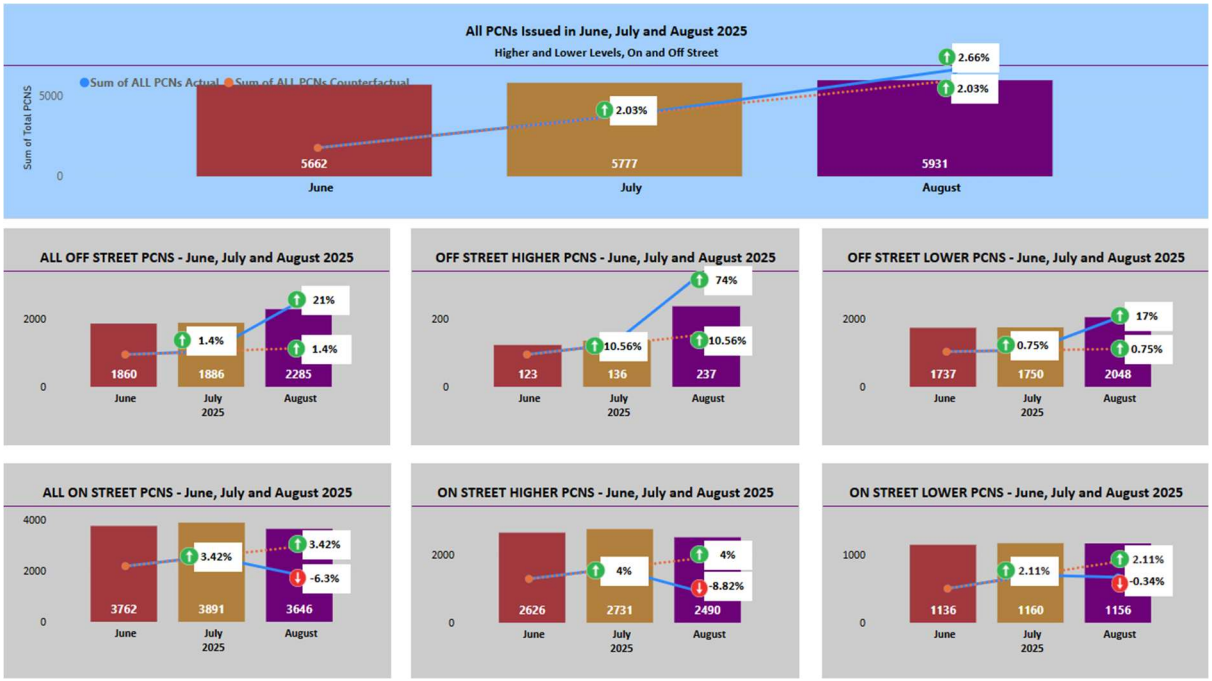
109. The overall percentage change in lower level PCNs from 2019/20 to 2024/25 is 133%. There has been an increase every year. The average percentage change across all years is 19%.

110. Without the trial, it would be expected that the level of lower level PCNs would continue on this trajectory.

111. In order to provide an additional level of context informing expected parking behaviour, analysis has been carried out of PCN issuance in June and July 2025 in the trial area.

112. The results are shown in Figure 5 below.

Figure 5 - All PCNs issued in the trial area (June, July, August 2025); on- and off-street; higher and lower level



113. The data shows an increase from month to month in overall PCN issuance. This would create a reasonable expectation that PCN issuance in August would be higher than July.

114. This increase is consistent from June to July across all levels of on- and off-street PCNs. Given that August, unlike June or July, is a full month of school summer holidays, and is historically the worst month for parking contraventions (as detailed in the section above) it could reasonably be expected that PCN issuance would be higher than June and July.

115. Furthermore, it follows that it would be reasonable to conclude that any deviation from this expected rise could be attributed to the impact of the trial being in force in August.

116. The expected increase was indeed the case in overall PCN totals, however, the results show that there was an increase in off-street PCNs, but a notable decrease in on-street PCNs. The results are interpreted in greater detail later in the report.

117. There are limitations with this approach in that data for the months of June and July in previous years is not easily available to provide a greater depth of comparison. Had there been more preparation time for the trial, it could have been possible to collate this information.

118. Therefore, a learning point to inform any further trials, as set out in Recommendation B of this report, would be to allow sufficient time to prepare robust comparison data from previous years to strengthen the counterfactual position.

Data Collection and Methodology

Sources of data

119. The evaluation of the trial makes use of multiple sources of data:

Table 11 - data types used in the trial

Category	Type	Source
PCN data	Baseline pre-trial; during trial; by contravention code	
PCN income	Recovery information; payment timeframe (14/28 days)	
PCN challenges		
Repeat offenders		
Tow-away	Contravention code; location; paid or appealed; storage costs	
CEO routes information		
Operating costs		
Vends data	Sessions bought; length of vend	
Weather data	By day; including London & Birmingham temperatures	
Visitor data	Footfall; hotel occupancy	
Events data	Trial area; immediate cusp e.g. Christchurch; details of any protests	
Car park occupancy data		
On street unrestricted parking		
Public transport data	Bus patronage; rail service information; Beryl bike usage	
Road works/road closures		
Comparison data	Comparison zone (Christchurch)	
Public/stakeholder feedback		

Methodology

120. The trial sought to demonstrate that increasing the financial penalty for illegal parking would act as an effective deterrent and encourage motorists to park legally.

121. To achieve this, BCP Council gathered baseline data from the month of August in the three years preceding the trial (2022, 2023, and 2024). This data was used to determine whether the trial had a demonstrable impact on the number of PCNs issued compared to the years when the usual levels of fine applied.

122. To provide further insight into the impact of the increased charges, the coastal area in Christchurch within the BCP area was excluded from the trial and used as a comparison zone. PCN levels in this area remained unchanged to enable a direct comparison of motorist behaviour in the immediate neighbouring area.

123. The evaluation drew on multiple data sources, including PCN issuance records (by contravention code and location), payment and recovery data, car park occupancy surveys, parking vend data, Civil Enforcement Officer (CEO) route and hours logs, and weather and visitor footfall data. Additional datasets included public transport performance metrics and event schedules to account for external influences. All data was validated for completeness and consistency prior to analysis. CEO deployment levels were monitored to ensure enforcement intensity remained broadly comparable with previous years, mitigating the risk of enforcement bias. Data integrity checks included cross-referencing PCN counts against enforcement hours and reconciling occupancy figures with payment system records to confirm accuracy.

124. The evaluation applied a counterfactual analysis approach to estimate what would have occurred without the trial, using historical trends and percentage change forecasts. Comparative analysis was conducted between the trial area and the comparison zone to isolate the effect of increased PCN levels from external factors such as weather and visitor numbers. Techniques included trend analysis, year-on-year percentage change calculations, and correlation checks between PCN issuance and variables such as temperature, rainfall, and event schedules. Grouped contravention analysis was used to assess behavioural shifts (e.g., from high-risk on-street offences to lower-level car park breaches), while capacity utilisation data was compared against PCN counts to determine whether illegal parking was driven by convenience or necessity. These methods ensured that observed changes could be attributed to the intervention with a reasonable degree of confidence.

Results and implications

125. The principal aim of the trial was to determine whether increased financial penalties would provide a greater deterrent to illegal parking.

126. The analysis that follows examines;

A. The number of higher level PCNs issued during the trial with a comparison against the forecasted expectation without the trial and the results from the comparison area.

B. The number of lower level PCNs issued during the trial with a comparison against the forecasted expectation without the trial and the results from the comparison area.

C. Analysis of parking behaviour in relation to on- and off-street contraventions.

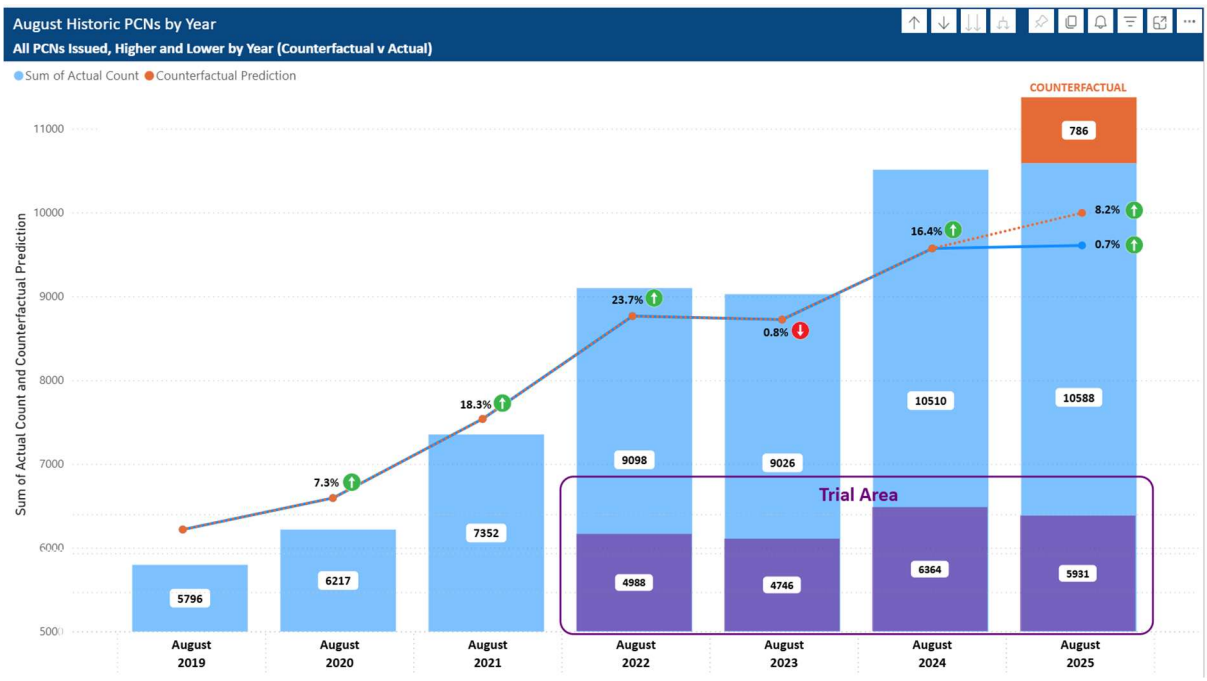
D. The types of contravention associated with both higher and lower level PCNs issued in the trial and a comparison with trends from previous years.

E. Comparisons with the Christchurch area.

Headline results vs counterfactual

127. The following chart shows the total number of PCNs issued during August since 2019 and denotes the percentage change from year to year. The percentage change is used to forecast a predicted number of PCNs in August 2025 without the trial.

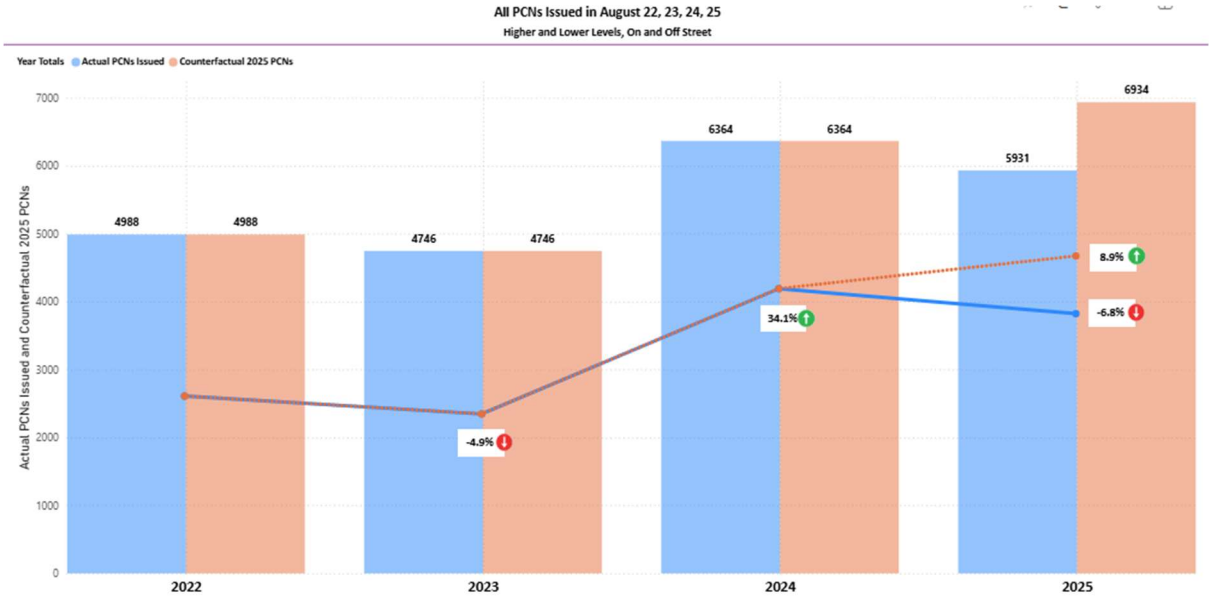
Figure 6 - total PCNs (higher and lower level combined) issued in August in BCP Council area (2019/20 – 2025/26); counterfactual prediction; trial area results



128. Without the trial, it would be expected to see an 8.2% increase in total PCNs across the BCP area, equating to an additional 786. The actual result has been a small increase of 0.7%, representing an additional 78 PCNs.

129. The chart also shows the figures for the trial area from 2022 to 2025, which includes a drop of 433 PCNs issued during the trial, compared to the previous August. More detailed analysis is provided in the next chart.

Figure 7 - total PCNs issued in the trial area in August (2022 - 2025); counterfactual forecast



130. The analysis shows that the forecasted change in the number of all PCNs in the trial area, without the increased penalty charge trial, was an increase of 8.9% from 2024, or 6,934. The actual result of 5,931 represents a 6.8% decrease, equating to 433 fewer than predicted.

131. These results suggest that there has been an overall deterrent effect resulting from the trial. The trial appears to have successfully reversed the expected upward trend in PCN issuance. Instead of an anticipated 8.9% increase, the trial area saw a 6.8% decrease, equating to 433 fewer PCNs than forecasted. This suggests that higher penalties had a measurable deterrent effect on illegal parking.

132. The impact of the increased penalty charges has been greater in the trial area than the wider BCP area. Across the entire BCP area, the increase was only 0.7% compared to the predicted 8.2%, indicating that the trial likely influenced behaviour beyond the designated zone. However, the most significant impact was within the trial area itself.

133. There is a positive indication of behavioural change. The reduction in PCNs in the trial area, despite similar seasonal conditions, points to a shift in driver behaviour. Motorists may have opted for legal parking or alternative transport modes rather than risk higher fines.

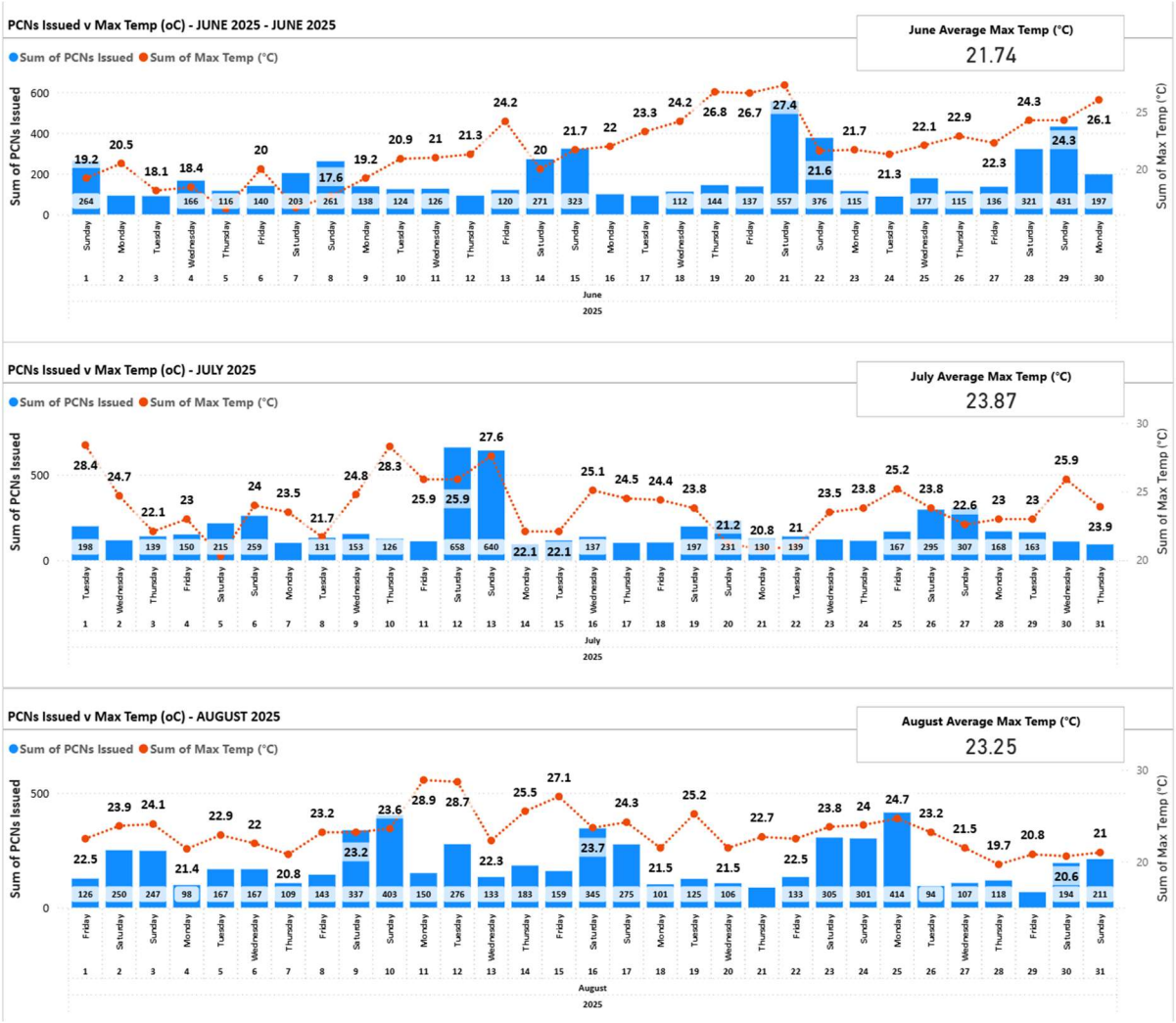
134. The results provide strong evidence that increasing PCN levels can be an effective policy tool for improving compliance. This could justify extending the approach beyond the trial area or making it permanent.

135. To add additional weight to these conclusions, analysis was carried out of parking behaviour in June and July 2025 to inform expectations for August if there were no trial taking place.

Figure 8 - All PCNs issued in the trial area (June, July, August 2025); on- and off-street; higher and lower level

136. To provide further context in relation to these results, analysis has also been undertaken on the weather conditions in each month.

Figure 9 - PCNs issued in the trial area in June, July and August 2025 vs daily maximum temperature



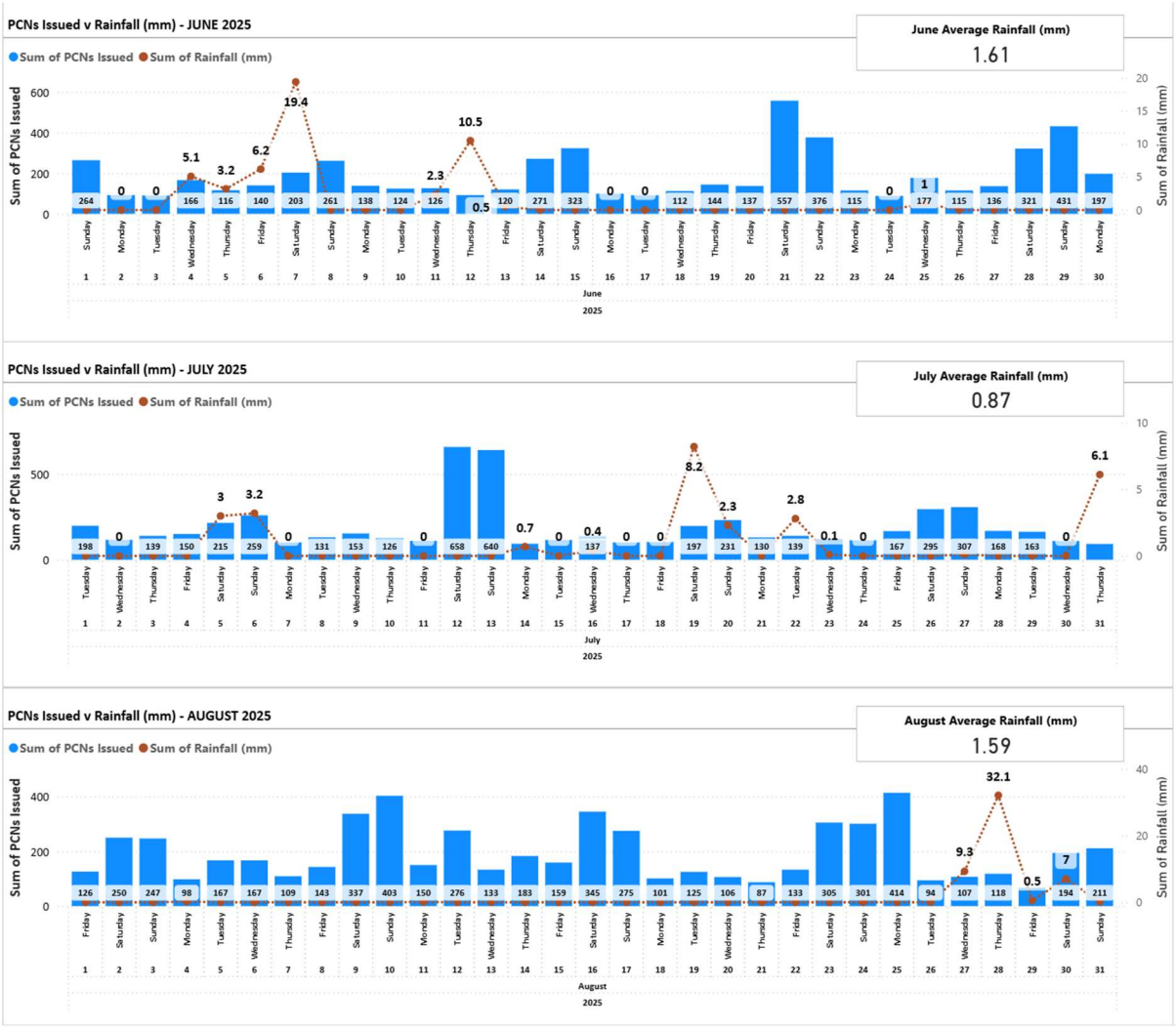
137. Analysis of daily maximum temperatures alongside PCN issuance for June–August 2025 shows a clear and consistent relationship between warmer weather and increased levels of illegal parking. Across all three months, PCN counts tended to rise on hotter days, with the strongest spikes occurring at weekends when visitor numbers to the seafront were likely to be highest.

138. June 2025 saw average temperatures of 21.7°C, with modest peaks in PCNs aligned to the warmer days, but overall lower visitor pressure than later summer weeks due to it not being the school summer holiday period.

139. July 2025, with a higher monthly average of 23.9°C, showed more pronounced increases in PCNs on hot days—particularly weekends—indicating growing seasonal demand.

140. August 2025, with an average of 23.2°C, continued this pattern but also demonstrated the impact of the increased PCN trial, where hot weekdays attracted fewer contraventions than would typically be expected. Weekend spikes remained evident, reflecting the limits of deterrence under extreme visitor pressure.

Figure 10 - PCNs issued in the trial area in June, July and August 2025 vs daily rainfall



141. Analysis of daily PCN issuance alongside rainfall data for June, July and August 2025 shows a clear inverse relationship between rainfall and parking contraventions. Across all three months, PCN numbers were consistently higher on dry days, while days with measurable rainfall saw notable reductions in contraventions.

142. June 2025 recorded an average of 1.61mm of rainfall. Higher PCN volumes aligned with sustained dry periods, whereas heavier rainfall days (e.g., 19.4mm on 7 June) corresponded with sharp drops in PCN issuance.

143. July 2025, the driest month at 0.87mm average rainfall, showed the strongest correlation, with PCN volumes peaking during long dry spells and falling on days with even small amounts of rain (e.g., 8.2mm on 11 July).

144. August 2025 had similar conditions to June, with 1.59mm average rainfall. As with previous months, low rainfall days generated the highest PCN activity, while significant rainfall (e.g., 32.1mm on 24 August) resulted in markedly reduced contraventions.

145. Overall, the data reinforces the observation that weather is a key driver of visitor demand and consequent parking behaviour. Rainfall acts as a natural suppressor of beach-related travel and any associated illegal parking, while dry, warm days, particularly weekends, continue to generate the highest levels of PCN issuance. This pattern supports wider conclusions in the report regarding the strong influence of weather conditions on parking pressures across the BCP area.

146. The following paragraphs consider the overall results from June, July and August in relation to PCN issuance, taking into account the influence of the weather.

147. All PCNs (all types/locations) edged up from month to month (5,662 → 5,777 → 5,931). However, the mix of contraventions changed more than the total.

148. On-street (all levels): **falls** in August vs July (3,891 → 3,646, ~–6.3%).

149. Off-street (all levels**)**: **increases** in August vs July (1,886 → 2,285, ~+21%).

150. **On-street, higher-level** (the most serious safety/obstruction implications): **down** in August vs July (2,731 → 2,490, ~–8.8%).

151. **On-street, lower-level**: essentially **flat** (1,160 → 1,156, ~–0.3%).

152. **Off-street, lower-level**: **up** (1,750 → 2,048, ~+17%).

153. **Off-street, higher-level**: **up significantly** (136 → 237, ~+74%).

154. **On-street higher-level contraventions** (serious safety impacts) **fell** in the trial month vs the preceding summer months (**–8.8%** July→August in the chart). That pattern aligns with the year-on-year findings in this report for August, that **on-street higher-level contraventions fell 7% vs 2024**, despite similar summer weather—i.e. the trial had a deterrent effect.

155. The report also shows the **trial month (Aug-25)** produced an overall **6.8% reduction vs Aug-24** in the trial area, reversing the prior year's sharp increase and contrasting to the counterfactual expectation. This gives additional validity to what is seen month-to-month in the chart.

156. Meanwhile, **off-street higher-level contraventions increased** in August. The proposed explanation for this is **behavioural displacement**: some drivers avoided obvious illegal on-street parking (e.g., double yellows) but **created spaces** in full car parks (**Code 86 – out of bay**). This is exactly what is seen with August's off-street spike.

157. Importantly, the Council's capacity checks show average utilisation at **~57%**, i.e., legal capacity existed; the choice to park illegally was **not driven by lack of supply**. The August switch from on-street to off-street in the chart therefore looks like a **policy-induced** shift, not a result of insufficient legal parking capacity.

158. Enforcement bias is unlikely: the service logged **~200 extra CEO hours** in August 2025 vs 2024 (≈1 extra officer/day), **yet PCNs per hour fell**. So the *reduction* in serious on-street PCNs in the trial month is **not** explained by heavier enforcement.

159. Where pressure is extreme (e.g., **Bank Holiday**), demand can **overwhelm deterrence**. Later sections of the report show PCNs **rose 13%** that weekend (hotter, dry conditions vs 2024), driven by on-street contraventions. That caveat is consistent with the August uptick in total PCNs despite better on-street behaviour.

Section summary

160. These results demonstrate that deterrence where it was most desired **(on-street higher-level) was achieved.** The August drop in on-street, higher-level PCNs vs July (–8.8% from the chart) is consistent with the year-on-year finding later in the report (–7% vs 2024) under similar weather. This points to the increased penalty charges changing risk calculations for the most disruptive behaviours (double yellows, loading bans, etc.).

161. **Behaviour shifted into car parks - compliance improved, but not perfectly.** Off-street totals rose in August. Results in the report show **fewer** payment-related PCNs vs 2024 overall, but within August 2025 you still see **more lower-level off-street breaches** month-to-month (June/July→August), and a **jump in off-street higher-level**—notably **out-of-bay** when sites fill. This is strong evidence of **displacement**, rather than absence of impact.

162. **Overall trial effectiveness is positive despite a small August total increase vs July.** The composition of contraventions improved: **fewer serious on-street contraventions**, more issues contained **within car parks** (easier to manage, lower externalities). The report's broader analysis confirms **August-25 < August-24** in the trial area (–6.8%), and **CEO-productivity fell**, both supporting a **real behavioural response** to higher tariffs.

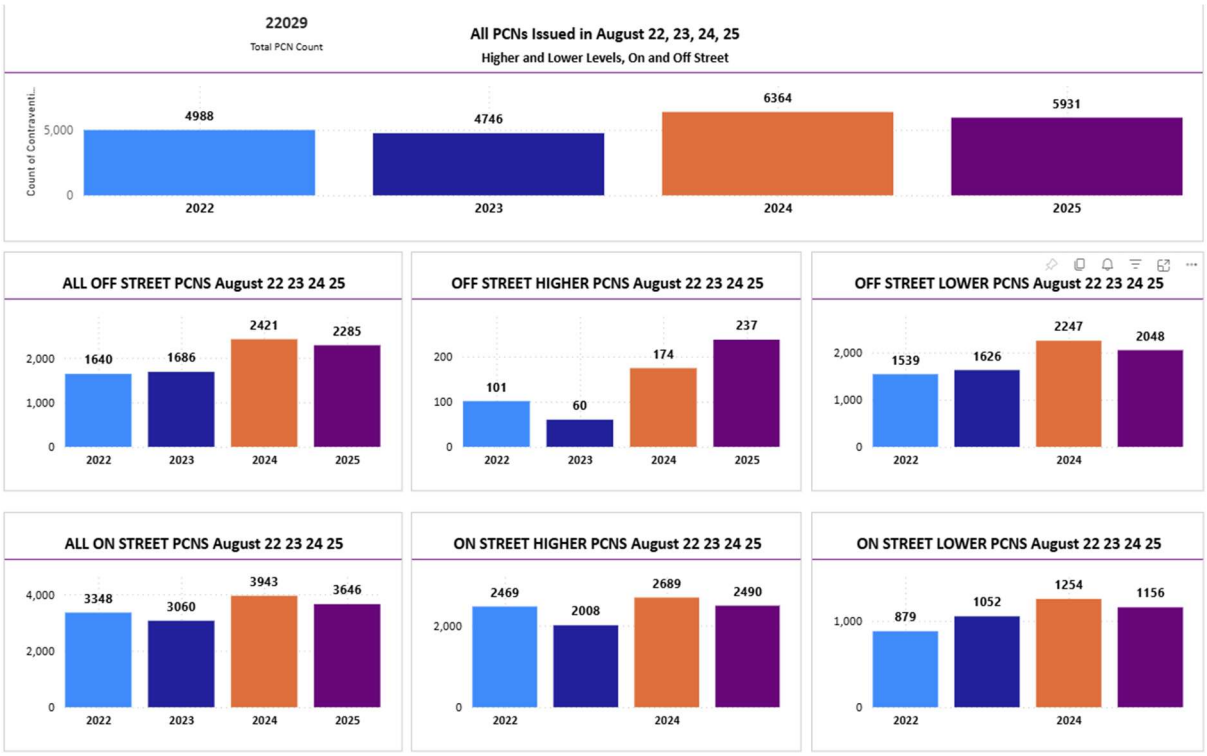
163. **Deterrence is stress-tested by peak days.** On the August Bank Holiday the deterrent was **partially overwhelmed** by heat-driven demand, pushing up on-street and out-of-bay offences. This signals the need for **complementary capacity and operational measures** for peak days (signage, marshals, dynamic messaging, overflow routing).

164. While the headline figures are positive, deeper analysis of contravention types, enforcement levels, and external factors (e.g., weather, events) is needed to confirm causality and understand any unintended consequences. This follows in the next sections of the report.

All PCNs issued during the trial

165. The following charts show the total number of combined PCNs issued in the trial area during the trial period, alongside the figures for August in the previous 3 years to show a comparison.

Figure 11 - Total PCNs issued in the trial area in August (2022 - 2025); on- and off-street; higher and lower level



166. The figures show an overall reduction in the total number of PCNs issued in August 2025 compared to August 2024, from 6,364 to 5,931, a reduction of 433.This amounts to a percentage decrease of 6.8%.

167. There has been an overall reduction in the number of off-street PCNs compared to 2024 of 136, or 6%. The table below shows the pattern of change in total PCN issuance over the last 4 years.

Table 12 - percentage change in total PCN issuance in the trial area in August (2022 - 2025)

Year	PCN Count	% change
August 2022	4,988	
August 2023	4,746	- 5%
August 2024	6,364	+ 34%
August 2025	5,931	- 7%

168. As set out in the previous section, the reduction in PCN numbers during the trial is particularly notable, given the sharp increase from 2023 to 2024. Weather and other factors need to be considered in this context and are addressed further on in this report. In brief, the weather was poor in 2023 and much improved in 2024 but, importantly, the weather in 2025 was slightly better than 2024, so it could have been reasonable to expect a similar pattern of parking behaviour.

169. The significant majority of off-street contraventions were lower level, which is consistent with general parking behaviour seen in the BCP area and linked to pay and display non-compliance. There was a reduction of 199 such contraventions compared to 2024, or 9%.

170. However, there was an increase in off-street higher level contraventions of 63 compared to 2024, which is an uplift of 36%. Whilst this is a large percentage increase, it is relative to low numbers in absolute terms and is offset by the lower level contraventions when considering overall trends.

171. Overall, there was a reduction in on-street PCNs of 297, or 8%. The reduction is reflected in both higher and lower level contraventions, indicating a positive impact of the trial on on-street parking behaviour.

172. Higher level on-street contraventions decreased by 199, or 7%. Lower level contraventions decreased by 98, or 8%.

173. It is significant that the number of higher level contraventions decreased by the greater number in absolute terms, as this is the type of behaviour that the trial has targeted to address, due to causing the most serious issues for safety and emergency vehicle access.

174. It can also be seen that the overall August 2025 figures represent a marked increase (of approximately 1,000) compared to August 2022 and 2023, with August 2024 having shown an increase of around 1,600 compared to 2023. The reasons for this are explored in subsequent sections of the report. A core assumption is that whilst financial penalties have remained fixed for an extended period of time, parking charges have gradually increased, to the extent that the difference between the cost of legal parking and a discounted fine for early payment of PCN has become negligible and so PCNs have become an ineffective deterrent.

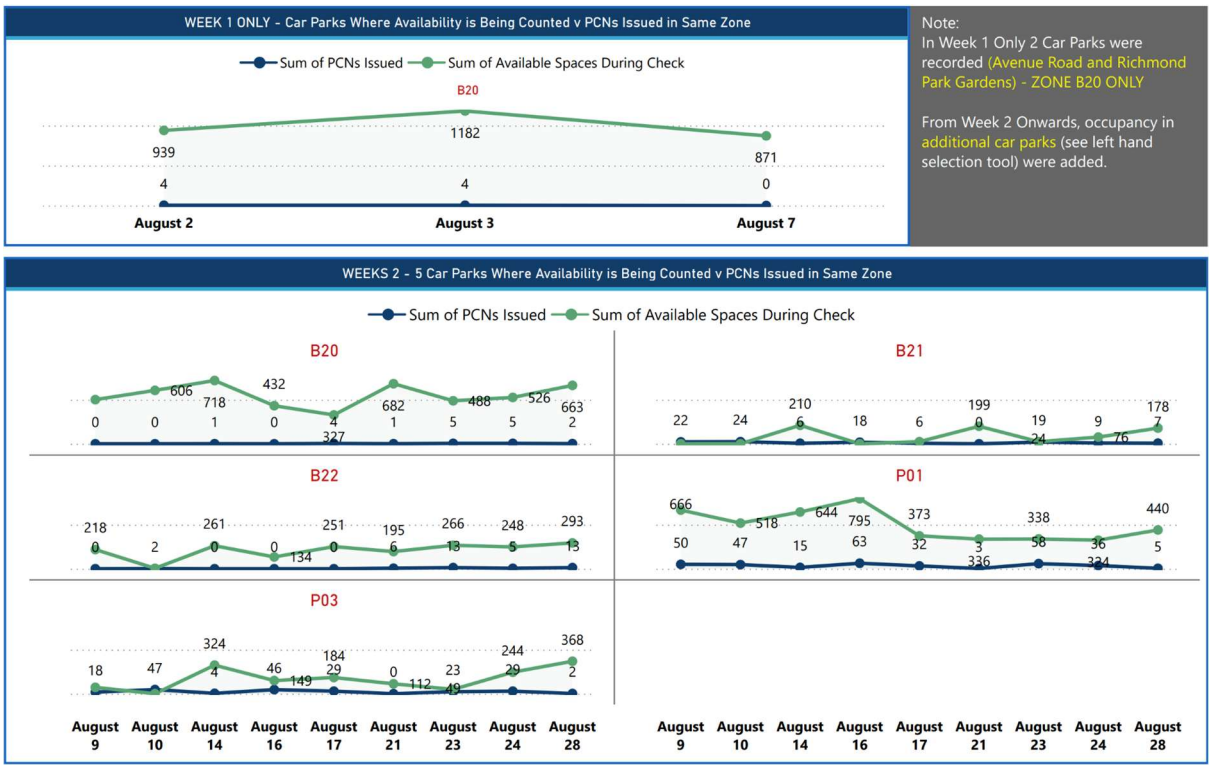
Parking capacity

175. A core consideration for assessing the impact of the trial is understanding the relationship between PCN issuance and car parking capacity.

176. If PCNs were issued due to there being insufficient legal parking available, it could be argued that motorists' choices were driven by capacity limitations rather than convenience or perceived lack of risk of enforcement.

177. The following chart shows the available capacity in terms of number of free spaces at selected key car parks during the period of the trial, versus the number of PCNs issued in the same parking zone.

Figure 12 - available capacity in selected car parks (02 – 28 August 2025)



178. The data clearly shows that in each of the parking zones there was sufficient legal parking capacity in nearby car parks to have accommodated a legal alternative choice for each PCN issued.

179. The next chart presents the data in terms of the percentage of total legal capacity utilised during the trial.

Figure 13 - available capacity in selected car parks (02 – 31 August 2025)

180. The headline result is that the total percentage of capacity utilised at these car parks during the trial was 57.2%, meaning that over two fifths of capacity went unused and could comfortably have accommodated legal parking for all PCNs issued.

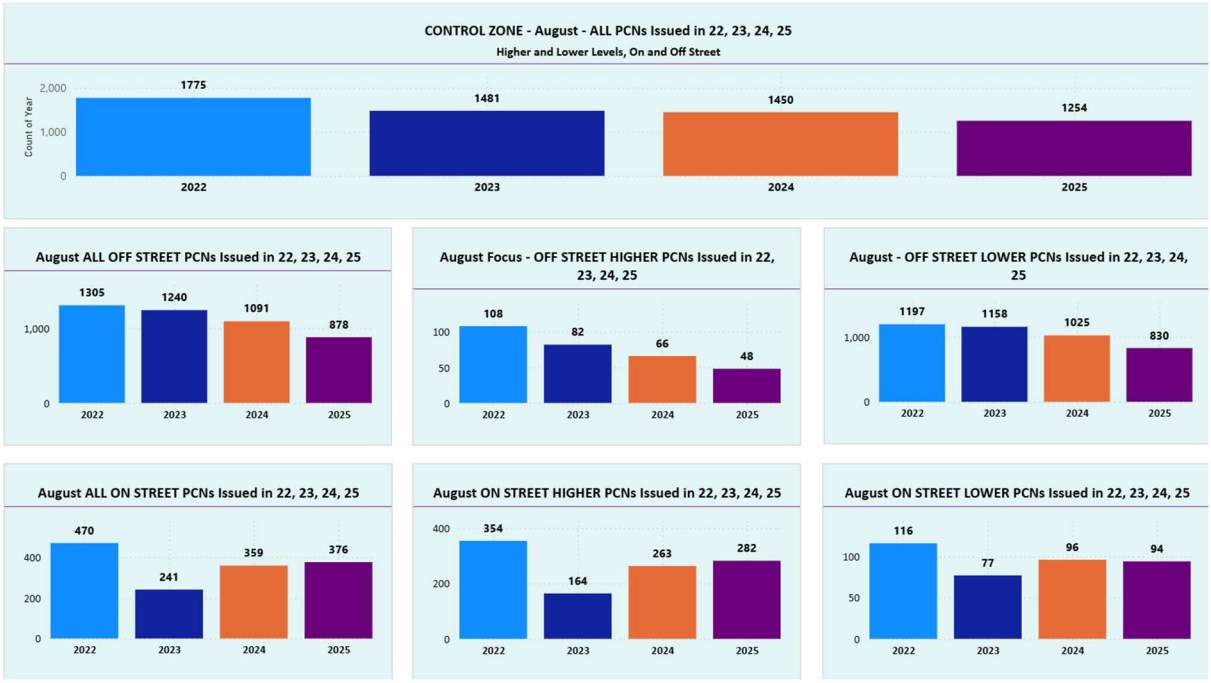
181. The highest utilisation occurred in week 2, with almost 71% of capacity being taken up, but this still left a considerable amount of potential capacity to accommodate legal parking choices.

Comparison area

182. The Christchurch area has been used as a comparison zone for the trial. The chart below shows the numbers of PCNs issued over the same period i.e. August 2025 and August of the 3 previous years.

183. It is important to note that Christchurch does not have any on-street paid parking, which means that some comparisons with the trial area results are not possible. For example, Code 06 (Failing to Display) and Code 11 (Parked without Payment) on-street contraventions.

Figure 14 – PCNs issued in the comparison area in August (2022 – 2025); on- and off-street; higher and lower level



184. The pattern is similar to the trial area in that there is a reduction in PCNs from August 2022 to August 2023. However, there is not the same sharp increase from 2023 to 2024. In fact, unlike the trial area, there is a downward trend from each year to the next.

185. The table below summarises the downward trend from year to year. The sharp decrease from 2022 to 2023 can be explained by the comparatively poor weather in 2023.

Table 13 - percentage change in PCN issuance in the comparison area in August (2022 - 2025)

Year	PCN Count	% change
August 2022	1,775	
August 2023	1,481	- 17%
August 2024	1,450	- 2%
August 2025	1,254	- 14%

186. There is a reduction in PCNs issued in 2025 compared to 2024, which is inconsistent with the trial area. This potentially points to a different pattern of behaviour for parking in Christchurch, compared to Bournemouth and Poole seafront areas.

187. Whereas the trial area has seen an overall trend of increasing PCN issuance over the last 3 years, Christchurch has not. One indicator of success of the trial could have been observing an increase in PCNs in Christchurch alongside a decrease in the trial

area, due to the difference in levels of fine. However, given parking behaviour in Christchurch has remained consistent with a downward trend, there may be an alternative position. People may not have understood that the trial area did not include Christchurch and that the trial was BCP wide. This could explain why the rate of decrease has been greater from 2024 to 2025, than 2023 to 2024.

188. It is worth noting the difference between on- and off-street PCN issuance in the comparison area.

189. Overall there was a decrease in off-street PCNs of 213 from August 2024 to 2025, a reduction of 20%. A decrease occurs in both higher and lower level contraventions.

190. However, the on-street data shows a different pattern, where there has been a gradual increase in higher level PCN issuance since 2023. As has been set out elsewhere in the report, the weather in 2023 was comparatively poor, which would help to explain the large drop in PCN issuance from 2022, but the trend is showing a return towards 2022 levels this year.

191. The on-street lower level results show a very small reduction in PCNs from 2024 to 2024 of 2, or 2%. It would be reasonable to suggest that this change is not sufficiently significant to point to any marked change in behaviour.

192. The on-street data is helpful in assessing the impact of the trial. It indicates that the overall trend of annual declining PCN issuance in Christchurch is driven by off-street contraventions, which occur in greater numbers than on-street and so can mask some behaviour if taken in aggregate.

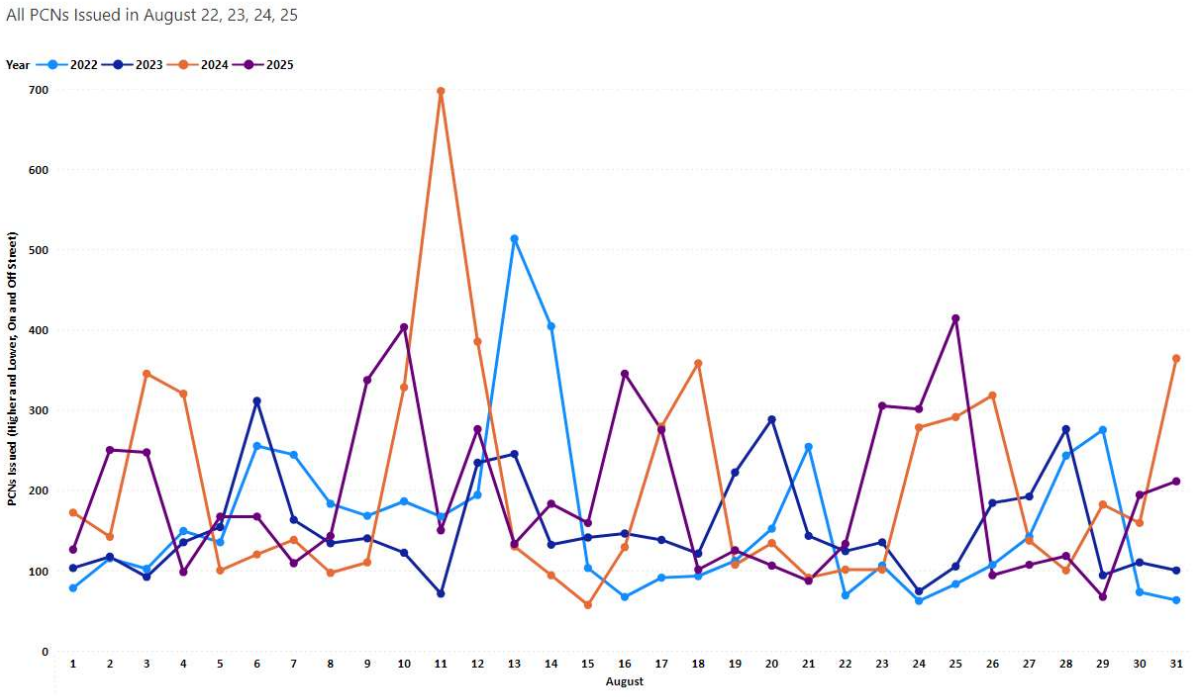
193. The steady increase in on-street PCN issuance since 2023 can help to support the hypothesis that the level of fines for receiving a PCN is becoming less effective as a deterrent. This increase in on-street contraventions demonstrates that growing numbers of motorists are willing to take the risk of receiving a PCN. The trial has shown that increasing the level of financial penalty has proven an effective deterrent in the trial area, which has seen a decrease in on-street higher level PCNs. The fact that the comparison area has seen this increase provides potentially compelling evidence for the effectiveness of the trial.

Factors effecting parking behaviour trends

194. In aggregate, the evidence suggests the trial has had a positive impact on the trial area, by reversing the trend of a sharp increase from 2023 to 2024. However, it is important to understand what could be behind the 2024 figures in order to ascertain whether the rate of increase is a reliable trend, or a one-off occurrence attributable to unusual or anomalous circumstances.

195. The next chart shows a daily breakdown of the PCNs issued in the trial area during the same 4 year period, which provides an opportunity to explain the pattern of behaviour.

Figure 15 – total PCNs issued (higher and lower level combined) in the trial area in August (2022 – 2025)



196. This chart can help to explain why August 2024 resulted in a particularly high number of PCNs issued.

197. There were 697 PCNs issued on 11 August 2024. This was a Sunday with particularly good weather, with a maximum of temperature of 26 degrees Celsius. It was the third hottest day in August 2024, behind Thursday 01 August and Monday 12 August, both having a maximum temperature of 29 degrees Celsius.

198. That weekend attracted a lot of negative press coverage[1], with the Bournemouth Echo reporting on "beach chaos" and highlighting significant issues with parking and littering from visitors. 1,361 parking tickets were issued over the weekend with 1,025 being in the trial area, confirming that the illegal parking was concentrated in the seafront.

199. Analysis of the events taking place over that weekend show that there was only the Christchurch Carnival, which is outside of the trial area and "Summer Live at the Square" in Bournemouth. This is an annual event that runs throughout the summer with pop up food stalls and live music in Bournemouth Square. It is not considered a main draw for visitors to the town. Neither of these events could be seen as a reason for the significant spike in parking contraventions on 11 August.

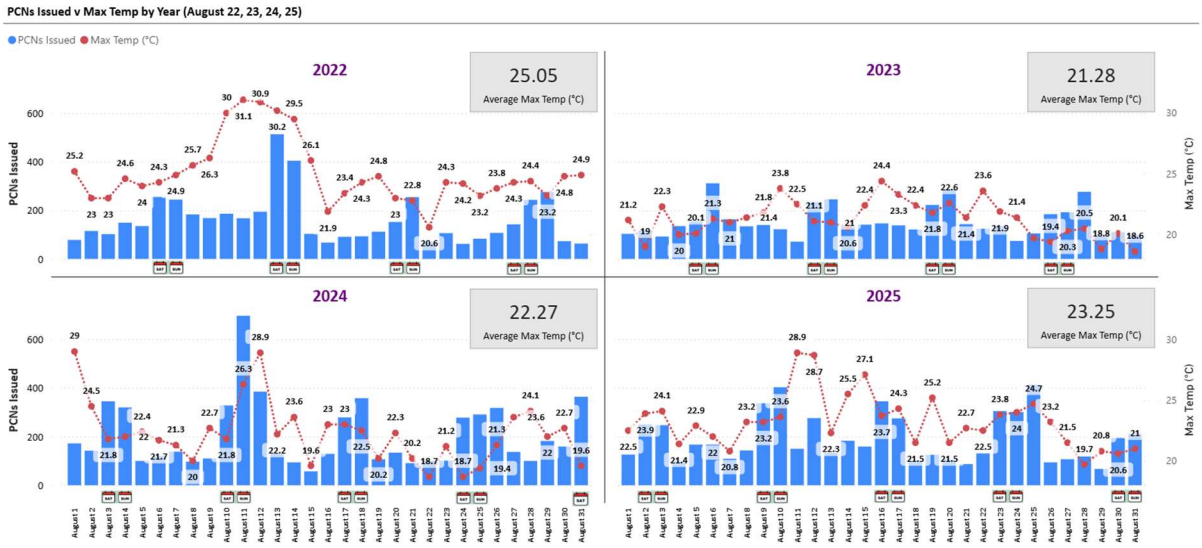
200. Examination of the data relating to Civil Enforcement Officers (shown further below in the report) shows that there was a small increase in the number of CEO hours during the trial compared to 2024. However, contrary to potential expectations, this increase

[1] Beach chaos: parking and littering anger BCP residents | Bournemouth Echo

did not result in an increase in PCN issuance. This would be consistent with the conclusion that the trial impacted positively on deterring illegal parking behaviour.

201. The chart below displays the daily maximum temperature in August 2022 to 2025, alongside the number of PCNs issued.

Figure 16 - PCNs issued in the trial area in August (2022 - 2025) vs daily maximum temperature



202. This helps to illustrate the general pattern of higher levels of PCN issuance at weekends, on Bank Holidays and the relationship with warmer weather. In particular it can be seen that hot weather on weekdays results in less problematic parking than if it is hot at weekends or Bank Holidays. Indeed, as seen in a number of instances, maximum temperatures can be lower on a Saturday or Sunday compared to adjacent weekdays, but PCN issuance is much higher. This is clearly due to traditional working patterns dictating that many people will use their weekends for leisure time, including visits to the beach or BCP town centres.

203. More detailed analysis of parking behaviour on Bank Holidays follows later in this report.

204. There was a Bournemouth Air Show in 2024, from Thursday 29 August to Saturday 31 August. There was no Air Show in 2025.

205. The chart above shows that the maximum daily temperatures during the Air Show were;

A. Thursday 29 August: 22 degrees Celsius (Amber day)

B. Friday 30 August: 22.7 degrees Celsius (Amber day)

C. Saturday 31 August: 19.6 degrees Celsius (Amber day)

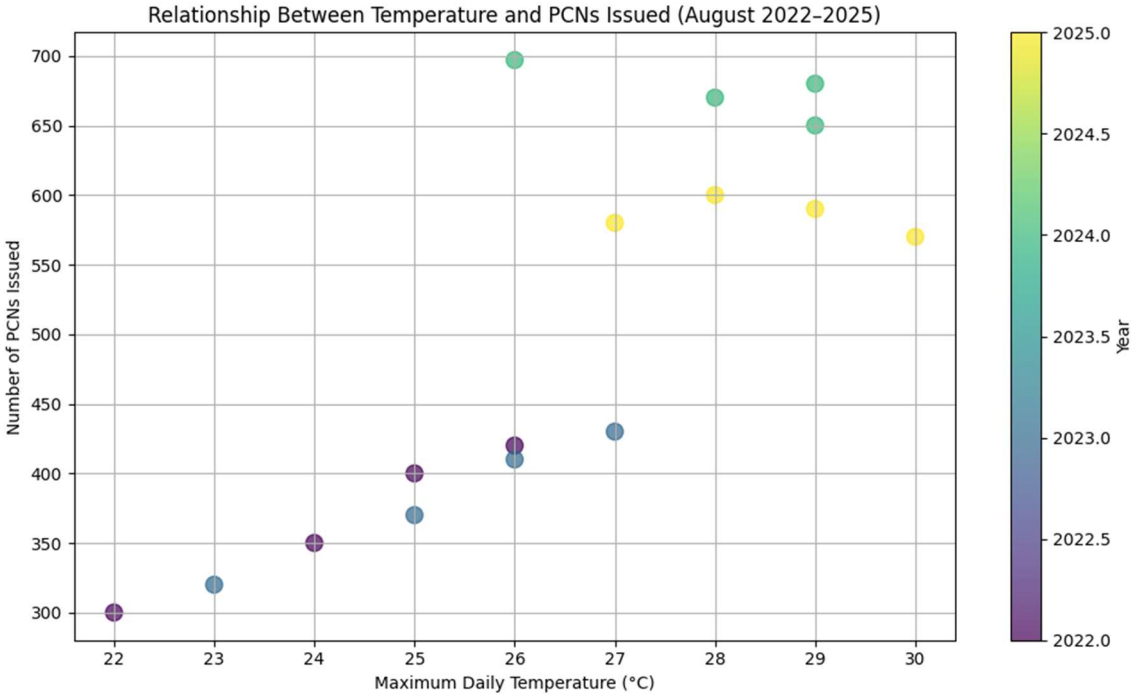
206. There was no rainfall on any of these days, as shown in the rainfall chart further below.

207. All of these days were classified as amber in the BCP Council seasonal response planning, due to either having temperatures 20ºC < 25ºC and/or meeting the criterion of a major event taking place.

208. It can be seen that despite Saturday 31 being the coolest day, it saw the highest level of PCN issuance with 364, compared to 182 on Thursday 29 and 159 on Friday 30. This supports the idea that PCN issuance correlates with weekend days and/or major events. However, hot weather appears to be the strongest indicator of the likelihood of parking issues.

209. The following graph plots the number of PCNs issued against the maximum daily temperature, to illustrate the correlation between hot weather and parking contraventions.

Figure 17 - relationship between PCN issuance and temperature



210. There are a number of key observations from this data;

- **Positive Correlation**:
    - There is a general upward trend: as temperatures increase, the number of PCNs issued tends to rise.
    - This is especially evident in 2024 and 2025, where days with temperatures around 28–30°C saw significantly higher PCN counts.
- **2024 Spike**:
    - August 2024 shows a notable spike in PCNs issued on very hot days (e.g., 697 PCNs on Sunday 11 August with 26°C, and 385 on Monday 12 August with 29°C).

    - This suggests that extreme weather may exacerbate parking issues, likely due to increased visitor numbers.
- **2025 Trial Impact**:
    - Despite similarly high temperatures in August 2025, PCN numbers are slightly lower than in 2024.
    - This could indicate that the increased PCN charges trial had a deterrent effect, reducing illegal parking even on hot days.
- **Year-on-Year Comparison**:
    - Earlier years (2022–2023) show a more modest increase in PCNs with temperature, reinforcing the idea that both weather and policy changes influence parking behaviour.

211. Some possible conclusions from this evidence are;

- **Hot weather correlates with increased PCN issuance**, likely due to higher visitor volumes and pressure on parking infrastructure.
- **The 2025 trial may have mitigated this effect**, suggesting that financial deterrents can influence behaviour even under peak demand conditions.
- **Further analysis** (e.g., footfall data, enforcement levels, and event schedules) would help isolate the impact of temperature from other variables.

212. Further analysis of other variables follows in later sections of this report.

Section Summary

213. The trial to increase Penalty Charge Notice (PCN) levels in the BCP coastal area during August 2025 has delivered measurable impacts on parking behaviour:

- **Overall Reduction in PCNs**
  Total PCNs issued in the trial area fell by **6.8% compared to August 2024**, reversing the previous upward trend and indicating that higher fines acted as an effective deterrent.
- **Behavioural Change Under Similar Conditions**
  Despite similar weather patterns to 2024, PCN counts were lower in 2025, suggesting that the reduction was driven by the trial rather than external factors.
- **Weather Correlation Mitigated**
  While hot weather typically correlates with increased PCNs, the trial mitigated this effect, reducing illegal parking even on peak demand days.
- **Christchurch Area Comparison**
  Christchurch, used as a comparison area, continued its downward trend in PCNs, contrasting with the trial area's previous sharp increases, but on-street contraventions have increased. This supports the conclusion that the trial disrupted the pattern of rising contraventions in the trial zone.
- **Persistent Pressure on Peak Days**
  High PCN counts on Bank Holiday and very hot weekends indicate that while compliance improved overall, extreme visitor pressure remains a challenge.

- **Communication Lessons**
  Evidence suggests some motorists may have misunderstood the trial's geographic scope, highlighting the need for clearer messaging in future interventions.

214. The next section explores the detail around the numbers of higher and lower level PCNs issued during the trial, to determine whether the trial has had a different impact on the type of parking contraventions committed.

Higher Level PCNs issued during the trial

215. The following charts show a breakdown of the numbers of on- and off-street higher level PCNs issued during the trial compared to the figures for August in the previous 3 years.

Figure 18 - on street, higher level PCNs issued in the trial area in August (2022 - 2025)

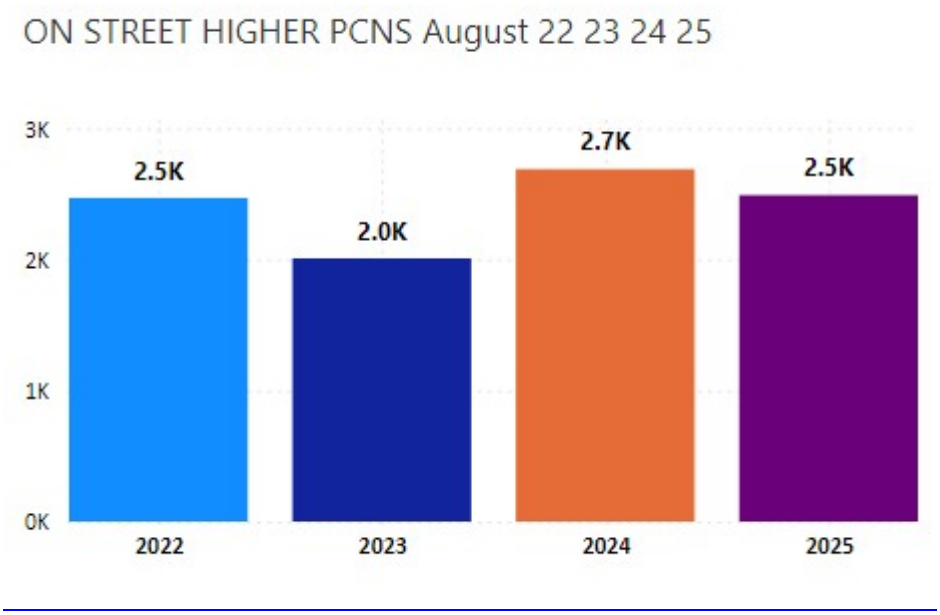
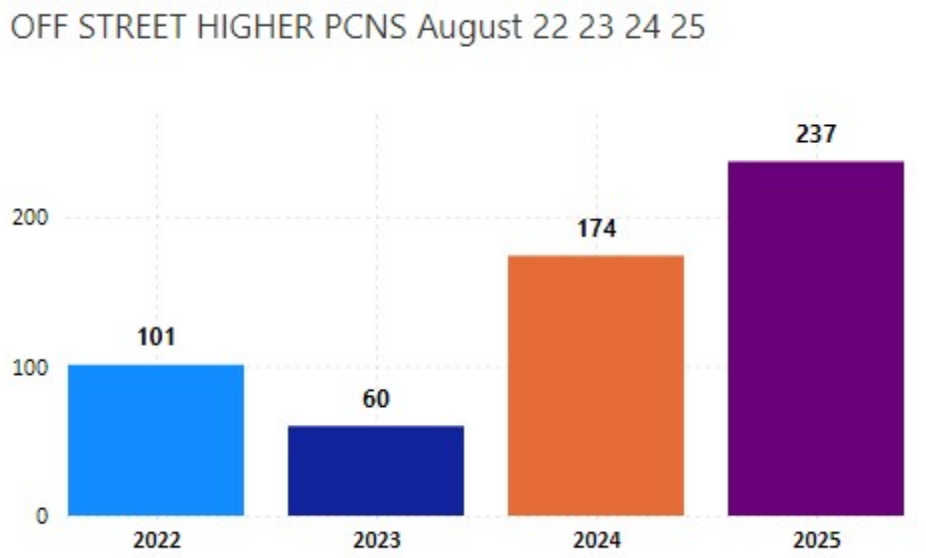


Figure 19 - off street, higher level PCNs issued in the trial area in August (2022 -2025)



216. The data shows that the majority of higher level PCNs issued are for on-street contraventions. This is consistent with the behaviour seen in all years and points to behaviour associated with parking by visitors to the beach.

217. There has been a small reduction in the number of on-street higher level PCNs from 2024 (2,689) to 2025 (2,490) of 199. This is a percentage decrease of 7%.

218. The average percentage change in on-street higher level PCNs from 2022 to 2024 was 5%. Without the trial, it could reasonably be expected to see a similar 5% increase in 2025, which would have equated to 2,823. However, there has been a 7% drop, which would represent an overall 12% decrease from the anticipated level of on-street higher level PCNs that would be attributed to the trial.

219. The weather was broadly similar in August 2024 and August 2025, with a comparable number of days seeing temperatures exceeding 25 degrees Celsius. This could suggest that the trial has had a deterrent effect on parking behaviour.

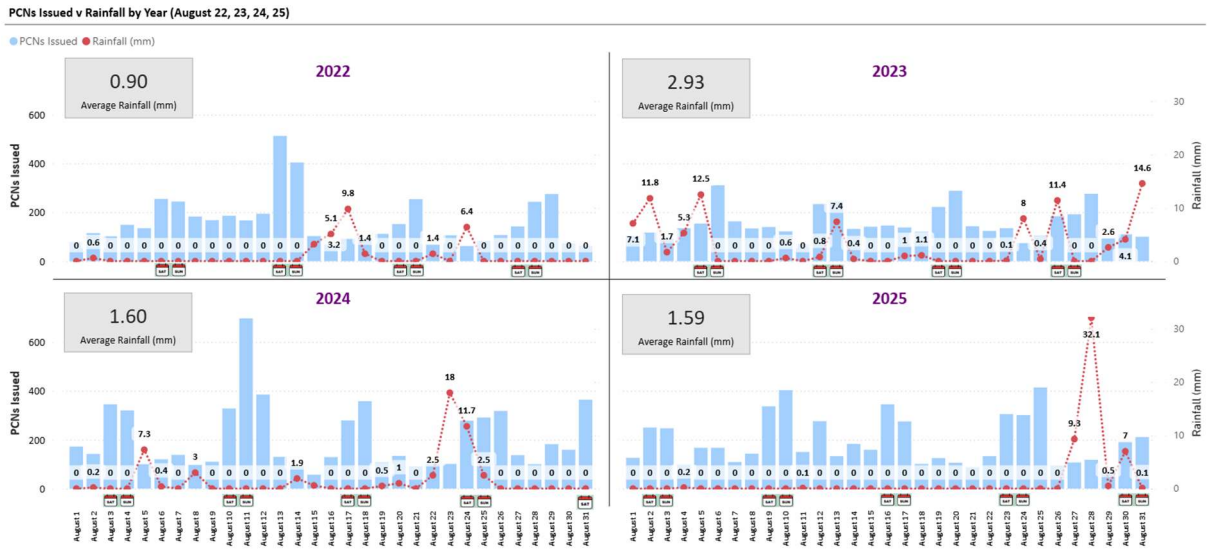
220. However, the 2025 number is broadly consistent with 2022 (2,469). August 2022 was the hottest across the four years, with 5 days in row exceeding 29.5 degrees Celsius. It is worth noting that the numbers of PCNs issued in August 2022 do not follow the same pattern as other years; on the hottest days we did not see a noticeable spike in PCN issuance.

221. COVID restrictions could have had an impact here. Although there were no legal restrictions in place, having been fully lifted at the end of February 2022, public health guidance still recommended staying home and avoiding contact with others if people tested positive. Face masks were no longer mandatory, but were still recommended in crowded or enclosed spaces. It is likely that public sentiment towards gathering in large crowds will have had some impact on visitor numbers to the BCP area.

222. The weather data provided above, shows that temperatures in August 2023 were markedly lower than the other years, with only 3 days exceeding 23 degrees Celsius and the hottest day (August 16) only reaching 24 degrees.

223. Rainfall data also shows that August 2023 was wetter than the other years, with the most days (8) of rainfall.

Figure 20 - PCNs issued in the trial area in August (2022 - 2025) vs daily rainfall



224. The combination of higher rainfall and lower temperatures would explain why the numbers of PCNs issued in August 2023 is lower than the other years in this comparison.

225. Taken in isolation, the reduction in PCNs from 2024 to 2025 could be attributed to the impact of the trial, given that the overall trend would have forecasted an increase.

226. There has however been an increase in the number of off-street higher level PCNs from 2024 (174) to 2025 (237), of 63. This is a percentage increase of 36%.

227. In percentage terms, this is a reasonably significant change, albeit not in absolute numbers – it represents only 0.01% of all PCNs issued during the trial. The change could be attributed to behaviour change in that some people who may have parked illegally on-street, have chosen to park off-street but have still committed a parking contravention.

Section Summary

- **Overall Deterrent Effect for Serious Contraventions**
  The trial achieved a measurable reduction in serious on-street contraventions. On-street higher level PCNs fell from **2,689 in 2024 to 2,490 in 2025**, a **7% decrease**. Without the trial, the trend suggested a 5% increase, meaning the actual outcome represents a **12% reversal from the expected trajectory**, indicating a strong deterrent effect.

- **Behavioural Change Under Similar Conditions**
  Weather conditions in August 2024 and 2025 were broadly similar, with comparable numbers of hot days (>25°C). This suggests that the reduction in higher level PCNs was not driven by external factors like weather, but by the increased penalty charges.
- **Persistent Issues in Off-Street Locations**
  While on-street higher level PCNs decreased, **off-street higher level PCNs increased by 36%** (from 174 to 237). Although the absolute numbers remain small, this shift may indicate that some motorists who previously parked illegally on-street opted for car parks but still committed serious contraventions (e.g., creating spaces or using disabled bays).
- **Historic Context and External Factors**
  The 2025 figure for on-street higher level PCNs is similar to 2022 (2,469), despite 2022 being the hottest August in the comparison period. This suggests that the trial's impact outweighed weather-driven visitor pressure. COVID-related behaviour in 2022 and poor weather in 2023 explain anomalies in those years, reinforcing that the 2025 reduction is attributable to the trial rather than seasonal variation.
- **Behavioural Shift Rather Than Elimination**
  The increase in off-street higher level PCNs, combined with reductions in on-street contraventions, points to a **behavioural shift** rather than complete compliance. Motorists may have moved from high-risk on-street parking to off-street locations but continued to breach rules when car parks were full.

Lower Level PCNs issued during the trial

228. The following charts show a breakdown of the numbers of on- and off-street lower level PCNs issued during the trial compared to the figures for August in the previous 3 years.

Figure 21 - on street, lower level PCNs issued in the trial area in August (2022 -2025)

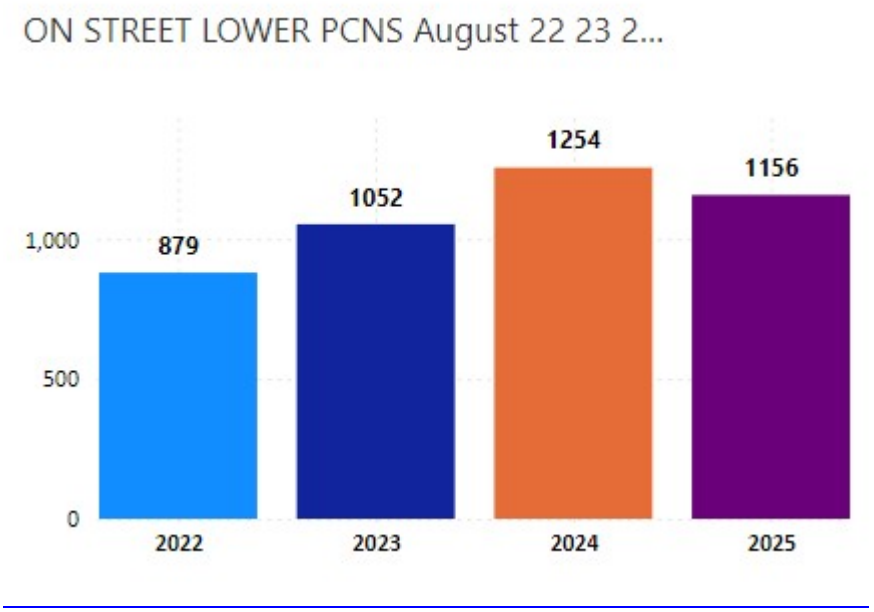
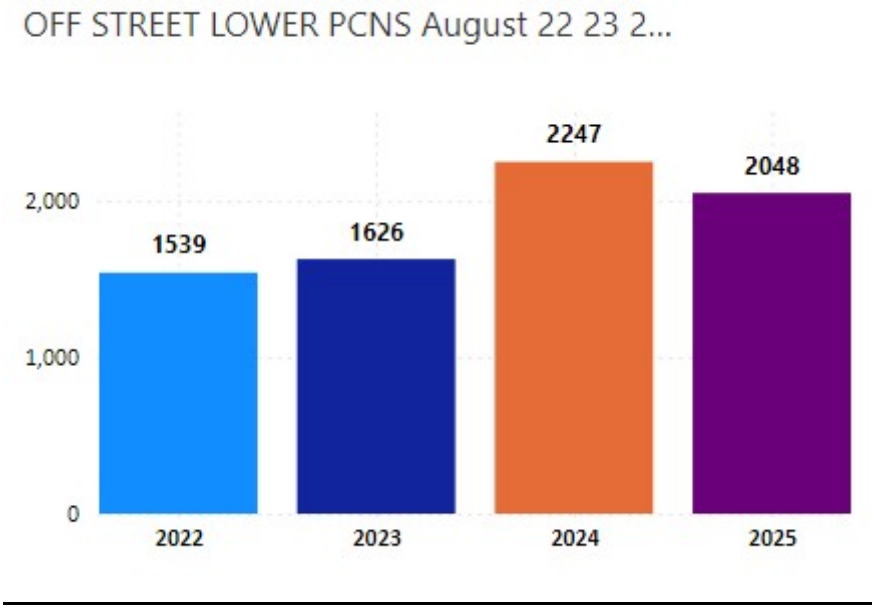


Figure 22 - off street, lower level PCNs issued in the trial area in August (2022 -2025)



229. The data shows that the majority of lower level contraventions occur off-street. This is in contrast to higher level contraventions, but is consistent with expectations.

230. There has been a reduction in the number of on-street lower level PCNs from 2024 (1,254) to 2025 (1,156), of 98. This is a percentage decrease of 8%.

231. There has been a reduction in the number of off-street lower level PCNs from 2024 (2,247) to 2025 (2,048), of 199. This is a percentage decrease of 9%.

232. In both instances, there has been a reversal of the upward trend from previous years, suggesting that the trial has had a positive impact in changing behaviour when it comes to lower level contraventions.

233. This could be explained by a change in attitude from motorists who might previously have been willing to risk a lower level PCN at the standard rate of £25 if paid within 14 days, who were not willing to take the same risk at the increased trial rate of £55. When compared to the cost of up to 14 hours parking at Sandbanks car park of £23.60, or 24 hours at Bath Road South for £26.40, the difference at the standard rate is negligible or even cheaper, whereas the increased rate provides a deterrent of around £30 extra.

Section Summary

- **Clear Reduction in Lower Level Contraventions**
  The trial resulted in a **reduction in both on-street and off-street lower level PCNs** compared to August 2024:
    - On-street: **1,254** → **1,156** (a decrease of 98 or **8%**)
    - Off-street: **2,247** → **2,048** (a decrease of 199 or **9%**)

  This reversal of the previous upward trend strongly suggests that the trial positively influenced compliance with parking regulations.

- **Behavioural Change Driven by Increased Penalty Charges**
  Motorists who previously accepted the risk of a lower level PCN at the standard discounted rate of **£25** were less willing to take the same risk at the increased trial rate of **£55**. The higher penalty created a meaningful deterrent compared to the cost of legal parking (e.g., £23.60 for 14 hours at Sandbanks or £26.40 for 24 hours at Bath Road South).

- **Shift Toward Legal Parking Choices**
  The data indicates that the increased fines encouraged drivers to either pay for parking or seek legal spaces rather than risk a contravention. This aligns with the trial's objective of improving compliance and reducing disruption caused by illegal parking.

- **Impact on Visitor Behaviour**
  The deterrent effect appears significant because the cost differential between legal parking and the increased penalty was large enough to influence decision-making. This suggests that pricing strategy is a critical factor in managing parking behaviour during peak visitor periods.

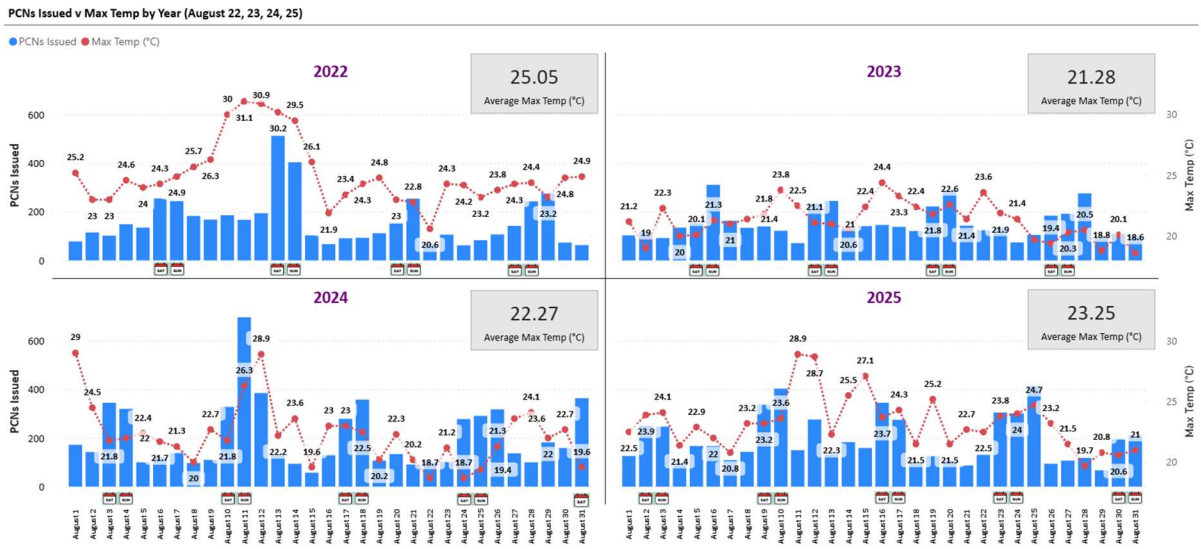
Impact of weather

234. In order to understand whether there are other factors impacting on the number of PCNs issued, that could influence the outcomes of the trial, it is necessary to consider the weather during the time the trial was in operation.

235. Experience over the years shows that hot weather brings greater numbers of visitors to the BCP area, primarily to visit the beaches.

236. The chart below shows the number of PCNs issued per day during the trial period, plotted against the maximum temperature. It includes the same data for the 3 years preceding.

Figure 23 - PCNs issued in the trial area in August (2022 - 2025) vs daily maximum temperature



237. There is a positive correlation between temperature and PCNs. Across all years, higher temperatures generally coincide with higher PCN issuance.

238. This trend is most pronounced in 2024 and 2025, where days exceeding **28–30°C** saw significant spikes in PCNs.

239. August 2024 shows extreme peaks: e.g., 697 PCNs on Sunday 11 August (26°C) and 385 on Monday 12 August (29°C). These spikes align with very hot days and heavy visitor influx, suggesting weather-driven demand for beach access exacerbates illegal parking.

240. Despite similar high temperatures in August 2025 (e.g., 28.9°C on 11 August and 28.7°C on 12 August), PCN counts were **lower than 2024**. This indicates the increased penalty charges likely had a deterrent effect, reducing illegal parking even under peak conditions.

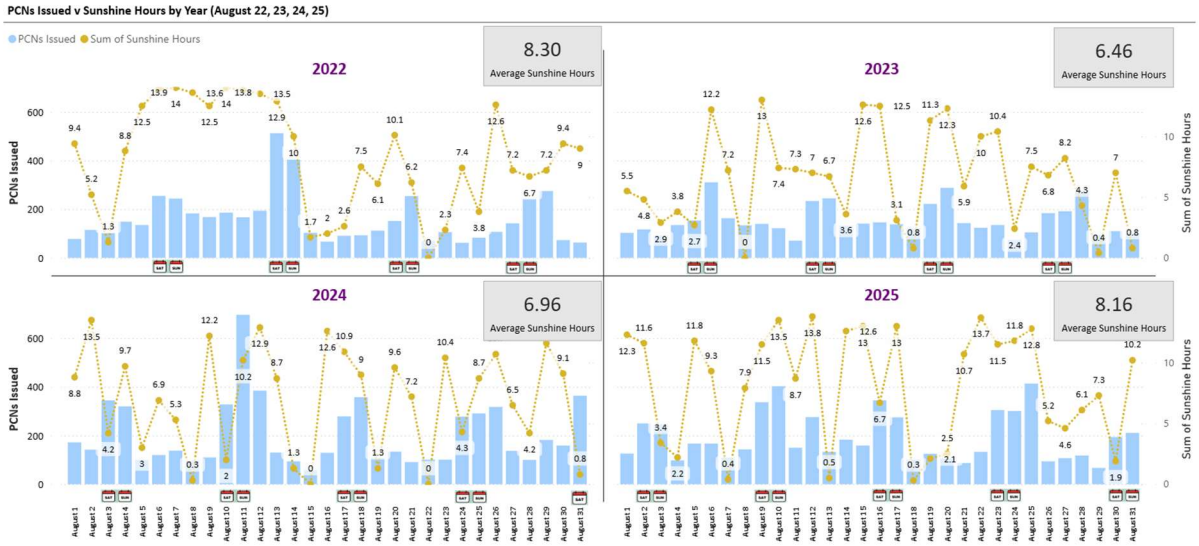
241. The results can be summarised as follows;

- **2022**: Hottest August (five consecutive days >29.5°C) but no dramatic PCN spikes—possibly influenced by lingering COVID-related travel behaviour.

- **2023**: Cooler and wetter (max 24°C), resulting in fewer PCNs overall.
- **2024 vs 2025**: Similar weather patterns, yet PCNs dropped in 2025, reinforcing the trial's effectiveness.

242. The next chart looks at the relationship between daily sunshine hours and PCN issuance.

Figure 24 - PCNs issued in the trial area in August (2022 - 2025) vs daily sunshine hours



243. There is a positive correlation between sunshine hours and PCN issuance. Days with longer sunshine hours generally correspond to higher PCN counts. This pattern is most evident on weekends and bank holidays, when extended sunshine attracts more visitors to coastal areas.

244. Both August 2024 and 2025 had similar sunshine profiles, yet PCN numbers were lower in 2025 than 2024. This suggests that the increased penalty charges trial mitigated the effect of good weather on illegal parking behaviour.

245. The results can be summarised as follows;

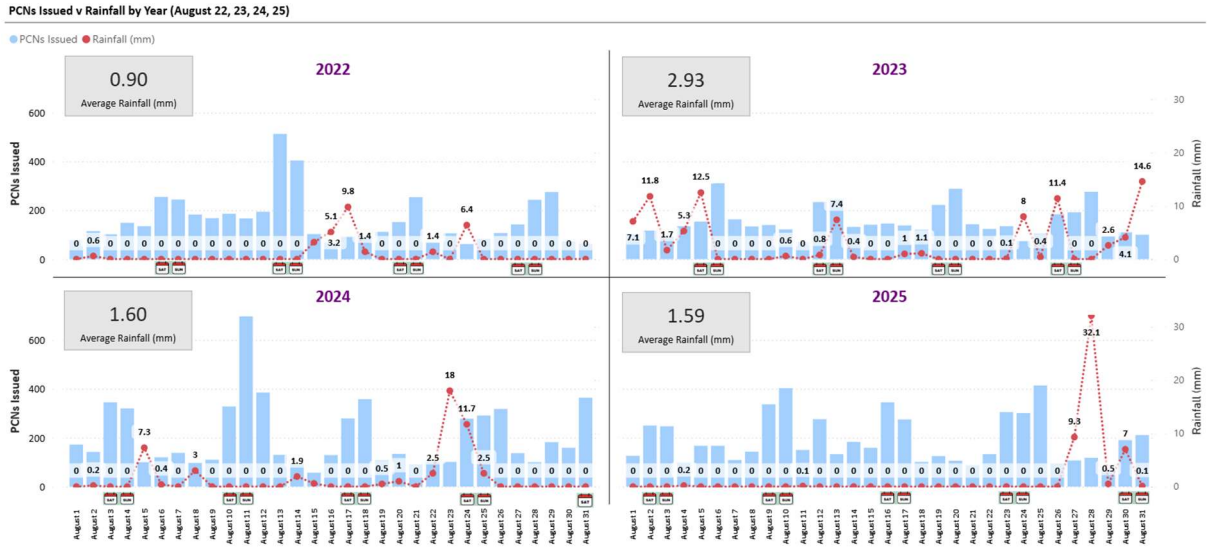
- **2022**: Despite high sunshine hours, PCN spikes were less pronounced—likely influenced by lingering COVID-related travel behaviour.
- **2023**: Fewer sunshine hours and wetter conditions resulted in lower PCN issuance overall.
- **2024**: High sunshine hours coincided with sharp PCN peaks (e.g., mid-August weekends).
- **2025**: Similar sunshine hours to 2024, but PCN counts dropped, reinforcing the deterrent effect of higher fines.

246. Sunshine hours amplify the weekend effect: PCNs surge on sunny Saturdays and Sundays compared to weekdays with similar sunshine levels.

247. Bank Holiday Monday (25 August 2025) saw the highest PCN count, aligning with long sunshine hours and peak visitor demand.

248. The next chart examines the relationship between rainfall and PCN issuance.

Figure 25 - PCNs issued in the trial area in August (2022 - 2025) vs daily rainfall



249. There is an inverse correlation between rainfall and PCNs. Days with higher rainfall generally correspond to **lower PCN counts**, indicating that poor weather reduces visitor numbers and parking pressure.

250. This pattern is consistent across all years, but most pronounced in 2023, which had the wettest August and the lowest PCN totals.

251. The results can be summarised as follows;

- **2022**: Despite being the hottest August, rainfall was minimal, and PCN counts were high on dry days.
- **2023**: Frequent rainfall and cooler temperatures resulted in significantly fewer PCNs overall.
- **2024**: Low rainfall combined with high sunshine hours produced sharp PCN spikes on dry weekends.
- **2025**: Rainfall levels were similar to 2024, but PCN counts were lower, suggesting the trial's deterrent effect even when conditions favoured high visitor numbers.

252. On weekends with heavy rain, PCN issuance dropped sharply compared to sunny weekends, reinforcing the link between weather-driven visitor behaviour and parking demand.

253. **Rainfall acts as a natural deterrent to illegal parking**, reducing visitor numbers and PCN issuance.

254. **The trial's impact is evident even on dry days**, as PCN counts in 2025 were lower than 2024 despite similar rainfall patterns.

255. **Hot weather strongly correlates with increased PCN issuance**, driven by visitor numbers and pressure on parking infrastructure.

256. **The 2025 trial mitigated this effect**, suggesting that higher fines can influence behaviour even during peak demand.

257. **Behavioural change is evident**, but external factors (events, enforcement levels) should be considered for full causality.

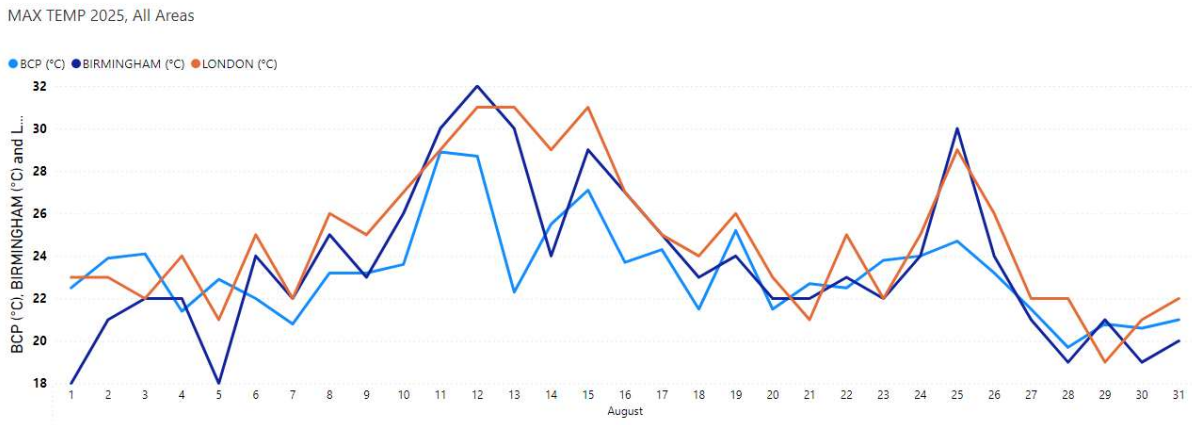
258. **Weather remains a key external factor**, but the data suggests that policy interventions (higher fines) can mitigate the effect of peak demand during favourable conditions.

259. **External factors (events, enforcement levels)** should be considered, but temperature remains a key predictor of parking pressure.

260. Another implication of good weather is that it drives visitors from other, inland locations to the coast to visit the beaches.

261. The chart below shows the maximum temperature in London and Birmingham compared to that in the BCP area during the trial period.

Figure 26 - daily maximum temperatures in BCP, London and Birmingham



262. The results can be summarised as follows;

263. Observed Correlation in BCP. The data shows a positive correlation between temperature and PCN issuance: hotter days generally coincide with higher PCN counts. This is most evident in 2024 and 2025, where days exceeding 28–30°C saw significant spikes in PCNs.

264. August 2025 had similar high temperatures to 2024, yet PCN counts were lower, suggesting the trial mitigated the effect of hot weather on illegal parking.

265. Link to London and Birmingham Temperatures. Hot weather in inland cities (London/Birmingham) often drives residents to coastal destinations like BCP for relief and leisure.

266. When London/Birmingham temperatures exceed ~28°C, demand for beach visits likely surges, increasing pressure on parking infrastructure in BCP. This aligns with observed spikes in PCNs on hot weekends and bank holidays, which coincide with national heatwaves.

267. **Evidence from Peak Days.** For example, 11–12 August 2024 saw temperatures of 26–29°C locally and nationally, resulting in 697 PCNs on Sunday alone. Similar inland heat likely amplified visitor numbers.

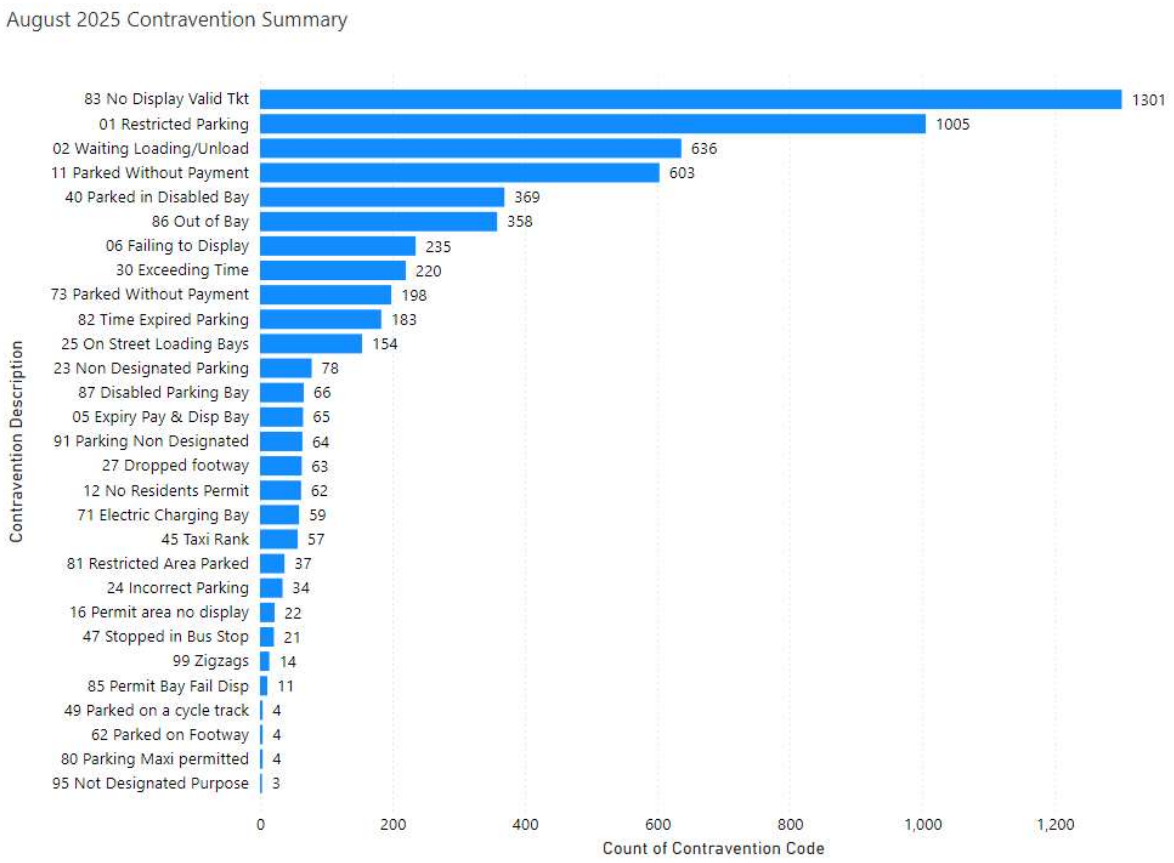
268. August 2025 had comparable inland heat but fewer PCNs, reinforcing that the trial reduced illegal parking even under conditions that historically drove high demand.

269. There is a plausible link between hot weather in London and Birmingham and increased visitor pressure on BCP beaches, reflected in higher PCN issuance on hot days. The trial's deterrent effect appears strong enough to mitigate this behaviour, even when inland temperatures would typically trigger a surge in coastal visits.

Contravention types during the trial

270. Analysis of the contravention codes illustrates the type of parking behaviour that occurred during the trial. There were 5,931 PCNs issued. The breakdown by contravention code is show below.

Figure 27 - contravention count by type in the trial area (August 2025)



271. The types of contravention can be summarised to show the top five most significant contraventions;

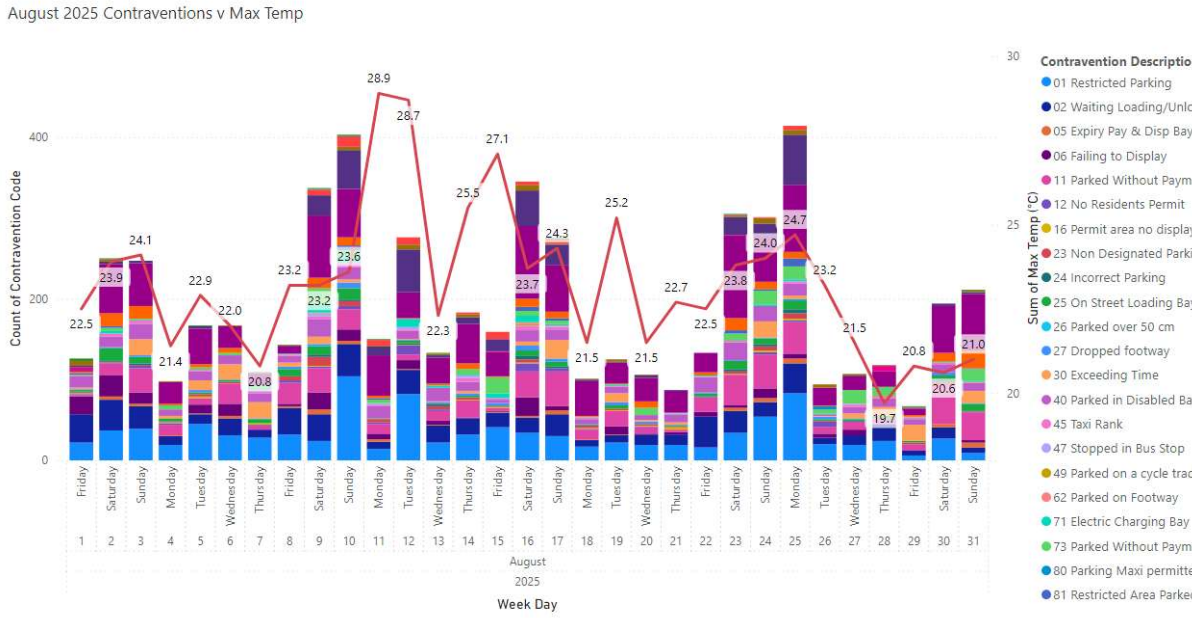
- **Code 01 (Double Yellow Lines)** was the most common serious offence occurring 1,005 times, representing 17% of the total. This indicates persistent illegal on-street parking despite increased fines.
- **Code 83 (No Ticket in Car Park)** accounted for 1,301 occurrences, representing 22% of the total. This suggests widespread non-compliance with payment requirements.
- **Code 11 (On-Street No Ticket)** and **Code 06 (Failing to Display)** resulted in 603 and 235 occurrences respectively, or 14%.
- **Code 02 (Loading Ban)** occurred 636 times, representing 11% of contraventions. This demonstrates a significant safety and traffic flow concern.
- **Code 40 (Parking in Disabled Bay)** This on-street contravention occurred 369 times, representing 6% of contraventions. The off-street equivalent **Code 87 (Disabled Bay)** occurred 66 times (1%) which is noted here in order to show the comparison with the comparison area later in the report.

272. The top five contraventions account for a total of 3,914 or 66% of the total PCNs issued during the trial, in the trial area.

273. The high number of contraventions (Codes 83 & 11) may reflect confusion over payment systems, or intentional avoidance due to perceived low risk. The volume of Code 01 contraventions suggests that even with increased penalties, some drivers still risk serious contraventions, possibly due to convenience or lack of awareness.

274. The following chart illustrates the correlation between contraventions and the day of the week. It also includes the maximum temperature on each day, providing an indication of whether there is a link between good weather and parking behaviour.

Figure 28 - daily contravention count (August 2025) in the trial area vs maximum temperature



275. The data shows that, as expected, there is a higher rate of PCN issuance at weekends. It also shows that the Bank Holiday Monday (25 August) saw the highest level of parking contraventions. That day was also the hottest day of the Bank Holiday weekend.

276. Similarly, the next highest day for PCN issuance was Sunday 10 August, which was warmer than Saturday 9 August (the third highest).

277. The three hottest days were weekdays; Monday 11 August (28.9 degrees Celsius), Tuesday 12 August (28.7 degrees) and Friday 15 August (27.1 degrees). However, these days did not reach the same level of PCN issuance, further supporting the idea that warm weather at weekends contributes most to parking contraventions.

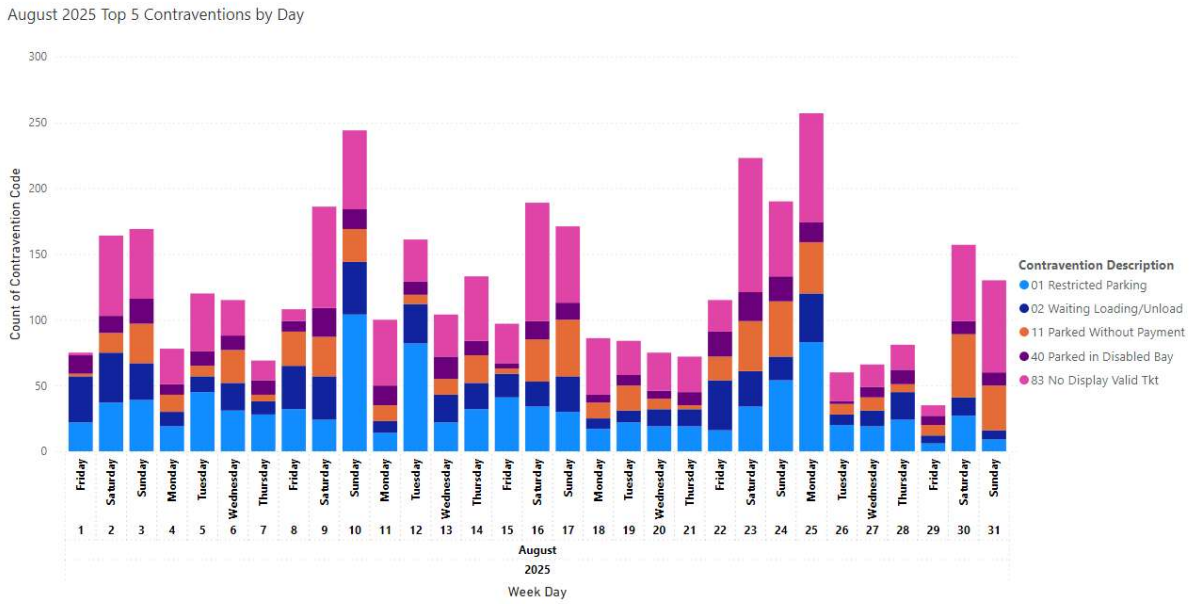
278. Whilst there are instances of most contravention types on each day, it is clear that Code 01 contraventions occur more frequently on weekends than week days. This could illustrate that weekend visitors are contributing to the issues.

279. Likewise Code 83 (No ticket in car park) occurs more frequently on weekend days or bank holidays.

280. Code 86 (Parking Out of Bay) is not one of the top five contraventions in the trial, but occurs with a far greater frequency on weekend days or bank holidays. This would be consistent with people visiting the area and either not knowing where to park legally when car parks or full, or choosing to park illegally for convenience.

281. The chart below looks at the top five contraventions by day during the trial period.

Figure 29 - top 5 contravention types by day (August 2025)

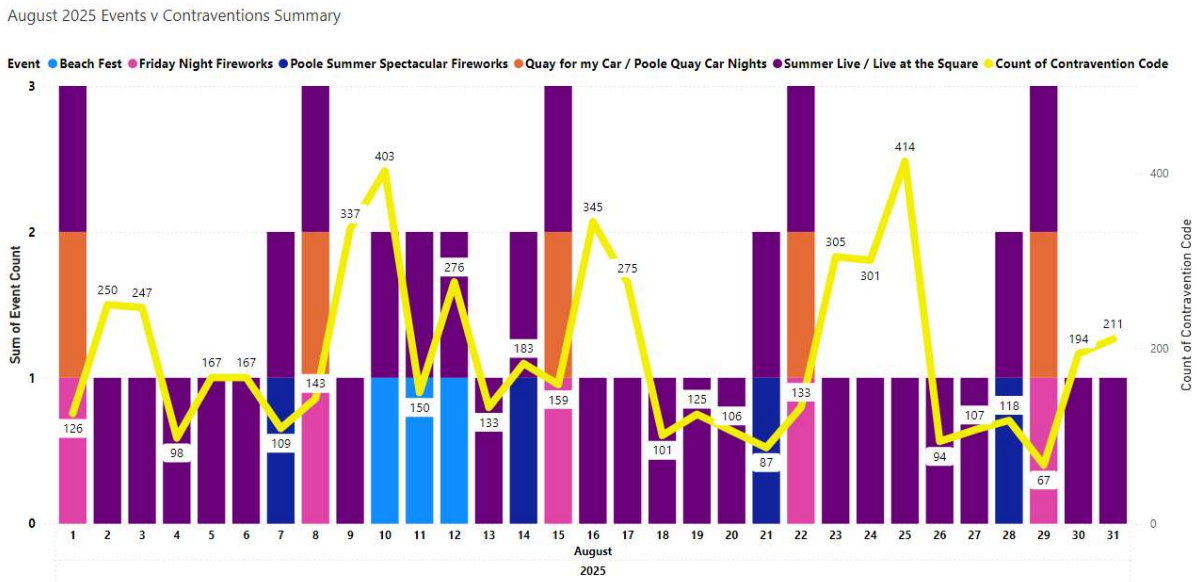


282. Providing the data in this way allows for a clearer demonstration of the difference in behaviour on weekends or bank holidays, compared to weekdays.

283. Code 83 (No Valid Ticket) and Code 01 (Restricted Parking) occur with greater frequency on weekends and bank holidays.

284. The following chart examines whether there is a correlation between parking contraventions and events that are being held.

Figure 30 - daily contravention count vs events



285. The data does not strongly support a correlation between events and parking contraventions in August 2025. As noted earlier in the report, there has been a correlation between the Bournemouth Air Show and problem parking in previous years, so the absence of the event in 2025 has not allowed a comparison of whether the trial would have improved parking behaviour during the event.

286. Where the contravention count peaks coincides with weekend or bank holiday days and/or hot weather.

Section Summary

- **Persistent Serious Contraventions Despite Increased Penalties**
  Code 01 (Double Yellow Lines) remained the most common serious offence, accounting for **17% of all PCNs** (1,005 instances). This indicates that even with higher fines, some drivers continued to risk higher-level contraventions, likely due to convenience or lack of awareness.

- **Payment-Related Non-Compliance Dominates**
  Codes 83 (No Display Valid Ticket (in Car Park)) and **11 (Parked Without Payment (On-Street))** together represented **32% of all PCNs** (1,904 instances). This suggests widespread non-compliance with payment requirements, possibly driven by confusion over payment systems or a perception of low enforcement risk.

- **Safety and Access Issues Persist**
  Code 02 (Loading Ban) accounted for **11% of contraventions**, highlighting ongoing problems with short-term illegal stops that disrupt traffic flow and pose safety risks.

- **Disabled Bay Misuse Continues**
  Code 40 (Parking in Disabled Bay) occurred 369 times (6% of total), consistent with national patterns of misuse under high demand.
- **Weekend and Bank Holiday Pressure Amplifies Non-Compliance**
  Contraventions peaked on weekends and the Bank Holiday Monday (25 August), which was also the hottest day of the weekend. This suggests that visitor-driven demand and capacity constraints override deterrent effects during peak periods.
- **Behavioural Patterns Indicate Convenience-Driven Decisions**
  Codes 01 and 83 were more frequent on weekends and bank holidays, pointing to visitors prioritising convenience over compliance. **Code 86 (Out of Bay)**, though not in the top five overall, spiked on busy days, indicating motorists creating spaces when car parks were full.

Locational analysis

287. A core aim of the increased rate trial was to effect a change in the type of behaviour that has become increasingly problematic within BCP on hot days in the summer months.

288. In order to better understand how the trial has impacted behaviour, this section analyses the data relating to specific locations where BCP Council has seen the most instances of these parking issues. These are both on and off street locations near to the beach, or town centres.

Table 14 - on- and off-street car parks included in locational analysis for the trial area

On Street	Off Street
Banks Road, Poole	Bath Road South Car Park
Brownsea Road, Poole	Sandbanks Car Park
East Overcliff Drive, Bournemouth	
Grasmere Road, Poole	
Old Christchurch Road, Bournemouth	
Panorama Road, Poole	
Seacombe Road, Poole	
St Stephens Road, Bournemouth	

All Specified Locations – Contravention Code by Date

289. This section examines the change in behaviour in relation to the top 5 most common contraventions described above. For clarity, these are;

A. **Code 01** (Restricted Parking)

B. **Code 83** (No Display Valid Ticket) – in car park

C. **Code 11** (Parked without payment) – on street, and **Code 06** (Failing to Display)

D. **Code 02** (Loading Ban) – on street

E. **Code 40** (Parked in Disabled Bay)

Code 01 (Restricted Parking)

Figure 31 - Code 01 contraventions in the selected locations during the trial

290. There has been a dramatic reduction in the number of PCNs issued for contravention code 01 across the specified locations during the trial period compared to previous years.

291. There were 79 fewer issued in 2025 compared to 2024, a reduction of 92%.

292. The vast majority (87%) of such PCNs in August 2024 were issued over two consecutive days, Sunday 11 and Monday 12 August. The maximum temperature on those days was 26.3 and 28.9 degrees Celsius respectively.

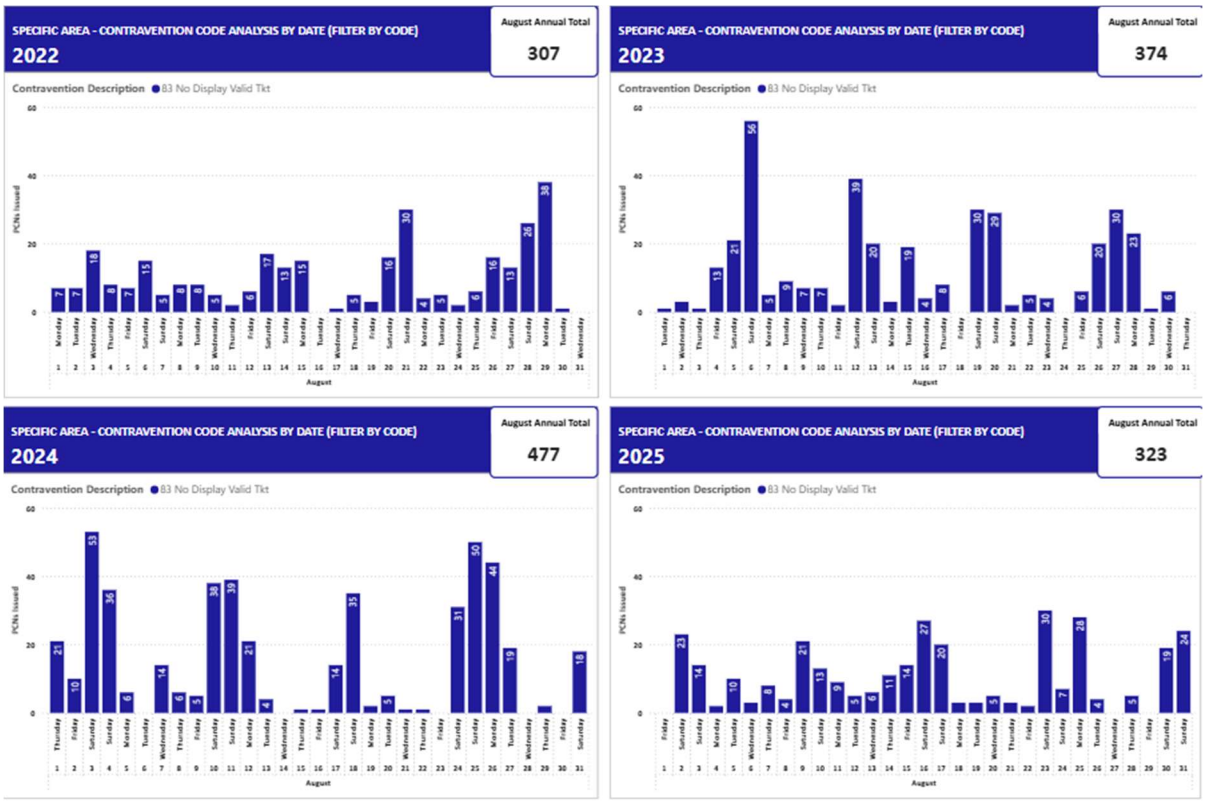
293. The hottest days in August 2025 were Monday 11 (28.9 degrees) and Tuesday 12 (28.7 degrees), however there were no PCNs issued for Code 01 on the Monday and just one on the Tuesday.

294. The highest number of Code 01 PCNs issued on a single day in August 2025 was 2, on Saturday 16 August. This was a relatively warm day with a maximum temperature of 23.7 degrees Celsius.

295. These results suggest that the trial has had a positive impact on improving parking behaviour at these locations, in relation to Code 01 contraventions.

Code 83 (No Display Valid Ticket)

Figure 32 - Code 83 contraventions in the selected locations during the trial



296. There has been a significant reduction in the number of Code 83 PCNs issued in the specified locations during the trial, compared to August 2024, although the number is similar to those in 2022 and 2023.

297. There were 154 fewer such PCNs issued in 2025 than 2024, a reduction of 32%. Of particular note, is the level of reductions seen at weekends. This indicates that the trial has had a positive impact in encouraging motorists to pay and display for their parking and may be due to the presence of signage advertising the trial.

Code 11 (Parked Without Payment), Code 06 (Failing to Display)

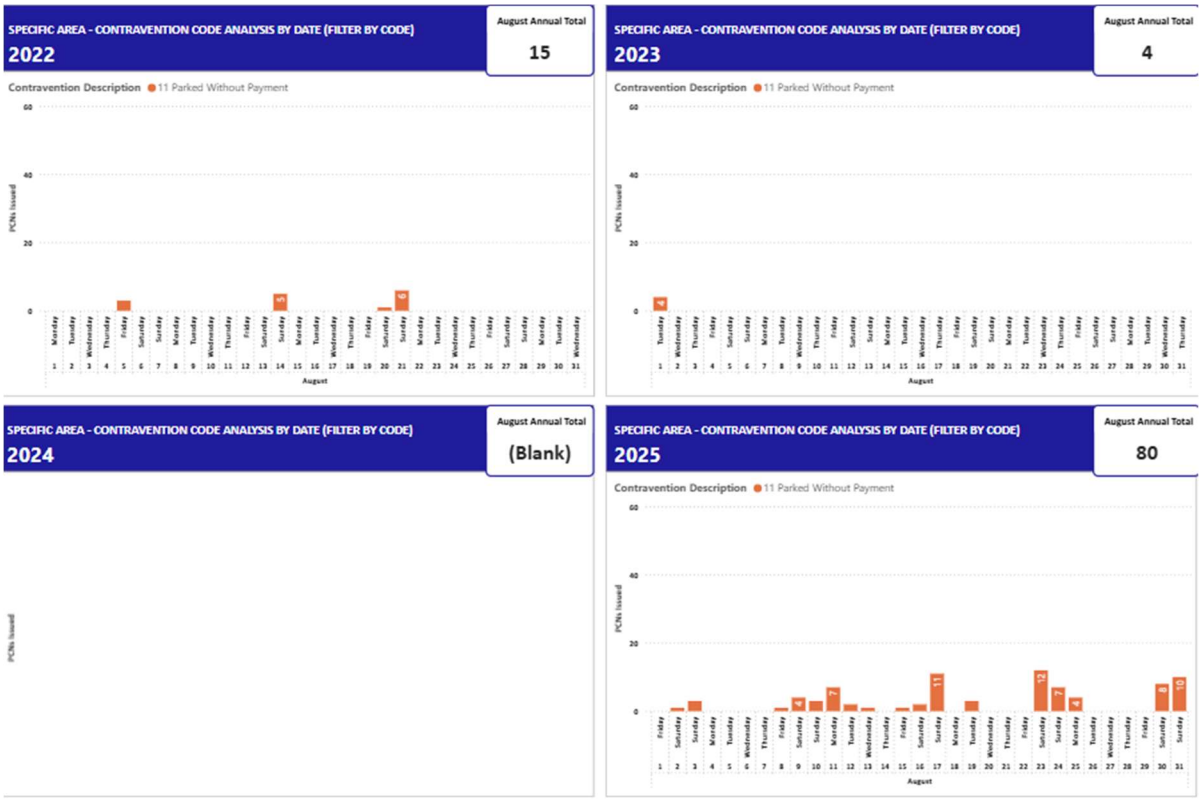
298. These two contravention codes are similar in nature in that they are both for on-street, lower level contraventions involving non-compliant pay and display behaviour. Motorists are either not paying for a ticket, or failing to display a valid ticket.

299. Experience within the BCP Parking service is that these codes have been used interchangeably by Civil Enforcement Officers and can be influenced by use of bank staff from other local authority areas during busier periods or for sickness cover.

300. For the purposes of assessing the impact of the trial, the analysis will look at the combined results of these codes when interpreting parking behaviour in on-street locations. This will help to explain where they may be unusual patterns in the issuance of PCNs for these codes.

301. The charts below set out the results for Code 11 (Parked without Payment) contraventions during the month of August from 2022 to 2025.

Figure 33 - Code 11 contraventions in the selected locations during the trial



302. It can be seen that there were very few instances of this contravention in 2022 and 2023 and none at all in 2024. This makes the outturn of 80 for the trial period in August 2025 seem anomalous.

303. The next set of charts show the results for Code 06 (Failing to Display) contraventions for the same time period.

Figure 34 - Code 06 contraventions in the selected locations during the trial

304. The pattern of results here is more consistent, with very similar results for August 2023, 2024 and 2025.

305. The table below combines the overall total of these two contraventions for the same time period.

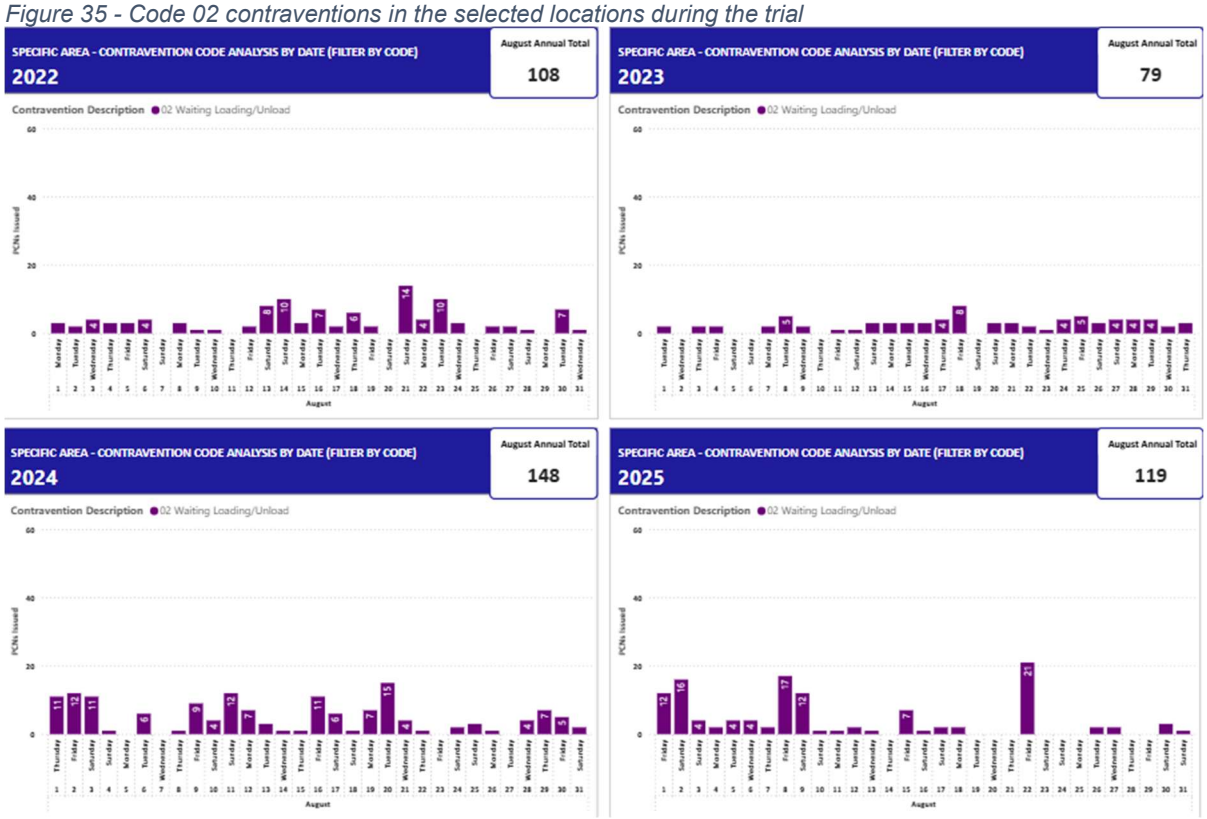
Table 15 - combined code 06 and code 11 contraventions in the selection locations during the trial

Contravention	Contravention type	August 2022	August 2023	August 2024	August 2025	% change (2024-24)
Code 06 – Failing to Display	On-street, Lower	113	85	86	89	+ 3%
Code 11 – Parked without Payment	On-street, Lower	15	4	0	80	+ 8,000%
Code 06 and Code 11 combined		128	89	86	169	+ 97%

306. The results clearly show that there has been a significant increase in on-street, payment related contraventions during the trial period in these specific locations. Analysis of individual locations shown further below, shows that much of this shift in behaviour is attributed to Banks Road, where there were a combined total of 99 such contraventions, equivalent to 59% of the total.

Code 02 (Loading Ban)

Figure 35 - Code 02 contraventions in the selected locations during the trial



307. There has been a reduction in the number of PCNs issued for Code 02 during the trial compared to August 2024, however the results are similar to 2022 and 51% higher than 2023. As has been previously noted, August 2023 was markedly cooler than the other years, so this is likely to explain the difference.

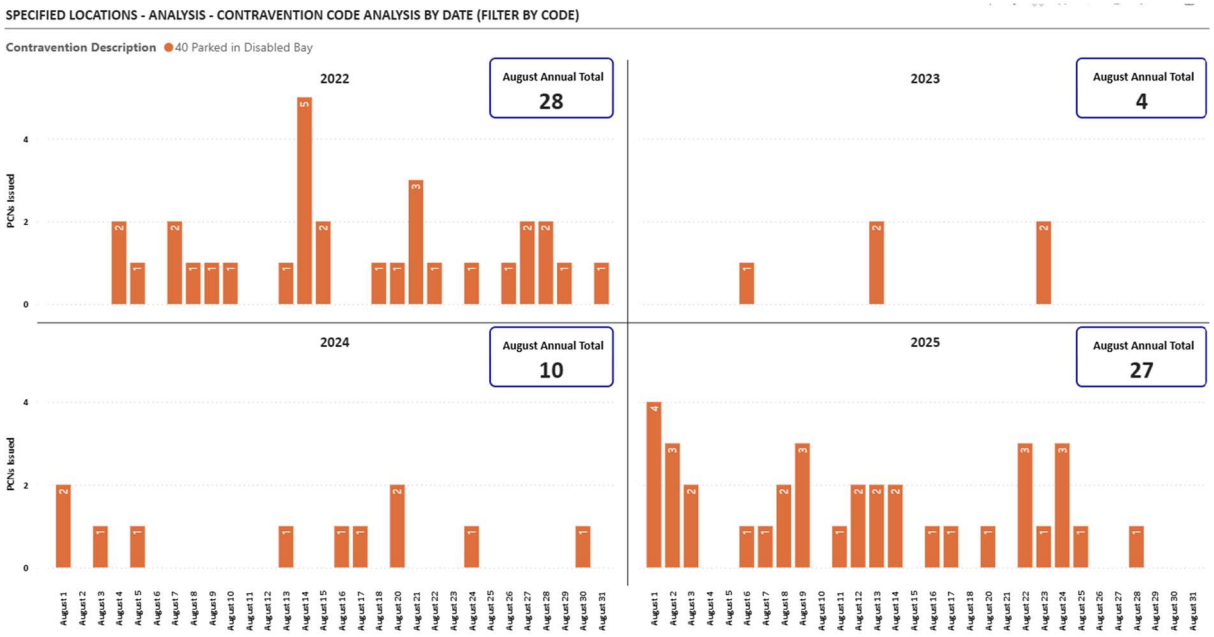
308. There were 29 fewer Code 02 PCNs in these locations during the trial compared to 2024, a reduction of 20%.

309. A significant proportion of these contraventions occurred at Old Christchurch Road. 111 of the 119 total contraventions in 2025 were issued at that location, equating to 93%. The figures for 2024 show that 126 of the 148 PCNs issued for Code 02 in the trial area occurred at Old Christchurch Road, or 85%.

310. The 8% increase in the proportion of Code 02 contraventions at Old Christchurch Road could indicate that whilst this type of contravention remains a consistent problem at that location, the trial has had a positive impact in reducing this behaviour in the rest of the trial area.

Code 40 (Parked in Disabled Bay)

Figure 36 - Code 40 contraventions in the selected locations during the trial



311. In contrast to the other most common contravention types, there has been an increase in the number of Code 40 PCNs issued during the trial compared to August 2024. However, the result is very similar to August 2022.

312. There were 17 more Code 40 PCNs issued in the specified locations compared to the previous year, an increase of 170%, although it should be noted that the numbers are very low in absolute terms.

313. This could indicate that some motorists have tried to locate a legal parking space, but where that may have been difficult, instead opted to take the risk of parking in a disabled bay.

Section Summary

- **Code 01 – Restricted Parking (Double Yellow Lines)**
  There was a **dramatic reduction of 92%** in Code 01 PCNs at specified locations during the trial (79 fewer than 2024). This suggests the trial was highly effective in deterring the most serious on-street contraventions, even on hot days when such behaviour historically peaked.

- **Code 83 – No Display Valid Ticket (Car Parks)**
  PCNs for Code 83 fell by **32%** compared to 2024 (154 fewer), with the most notable reductions occurring at weekends. This indicates improved compliance with payment requirements, likely influenced by signage and awareness of higher penalties.

- **Codes 11 & 06 – Payment-Related On-Street Contraventions**
  Combined, these codes saw a **97% increase** (from 86 in 2024 to 169 in 2025),

driven largely by Banks Road (59% of total). This suggests a behavioural shift: motorists avoided high-risk contraventions like double yellow lines but still breached payment rules, possibly due to confusion or deliberate risk-taking.

- **Code 02 – Loading Ban**
  There was a **20% reduction** in Code 02 PCNs compared to 2024 (29 fewer), concentrated outside Old Christchurch Road. However, this contravention remains persistent in town centre locations, indicating that short-term convenience parking continues despite higher fines.

- **Code 40 – Disabled Bay Misuse**
  Instances of Code 40 increased by **170%** compared to 2024, though absolute numbers remain low. This aligns with national patterns of misuse under high demand and suggests that higher penalties alone may not deter this behaviour.

- The trial successfully reduced **serious contraventions** (Codes 01 and 02) and improved compliance in car parks (Code 83).

- However, there is evidence of **behavioural displacement**: motorists shifted from high-risk contraventions to lower-level payment-related breaches (Codes 06 and 11).

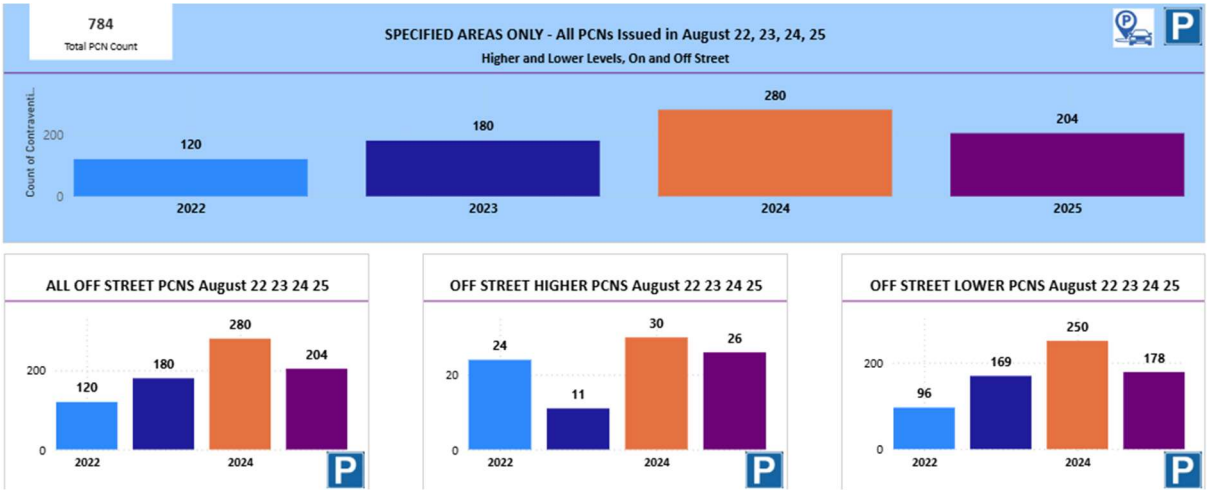
- Persistent misuse of disabled bays (Code 40) highlights the need for targeted enforcement and clearer signage in high-demand areas.

Bath Road South Car Park

314. Bath Road South Car Park is located immediately adjacent to Bournemouth Pier. It has a total of 163 parking spaces and has consistently high occupancy rates during the summer, as a prime location for parking for beach visitors.

315. The charts that follow set out the total number of PCNs issued in the car park in August 2025, compared to the three previous years and then the breakdown between higher and lower level PCNs. As this is a car park, all contraventions are off-street

Figure 37 - All PCNs issued at Bath Road during the trial; higher and lower level



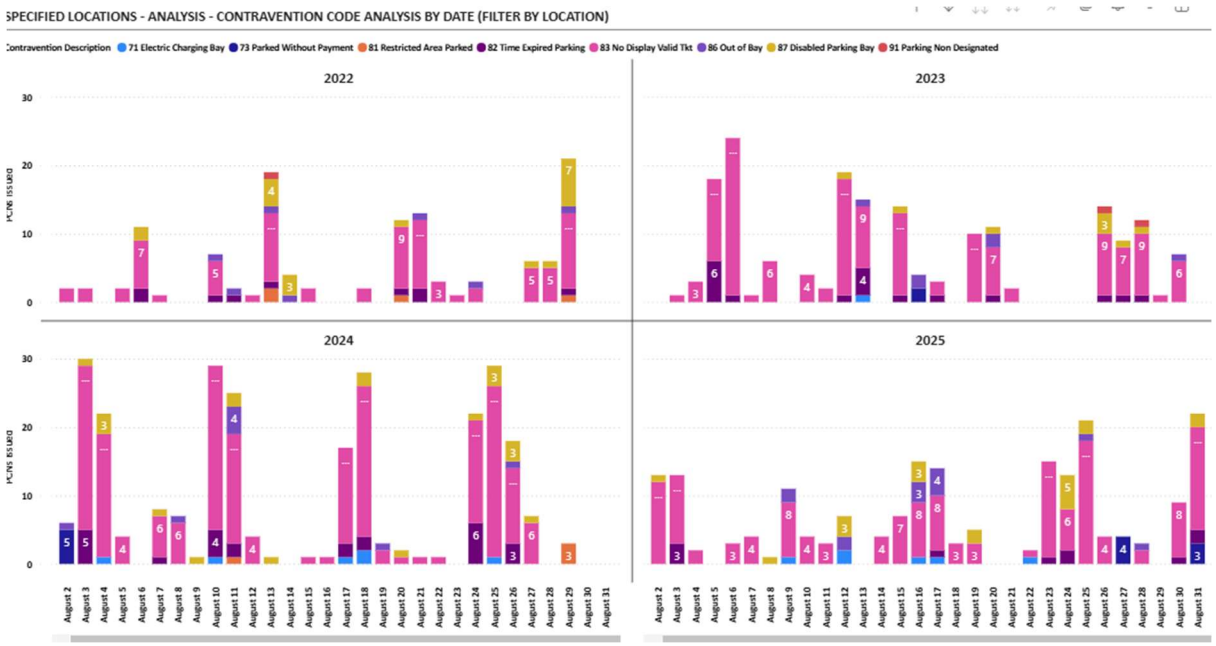
316. There has been a decrease in the total number of PCNs issued in the car park of 76 from 2024 to 2025. This is a percentage decrease of 27%. This points to a positive impact of the trial at this location.

317. The behaviour change is much more pronounced with lower level PCNs than higher. This is because there are a limited number of likely contraventions at higher level within a public car park.

318. There has been a reduction of 4 higher level PCNs from 2024 to 2025, or 13%. In contrast, there were 72 fewer lower level PCNs, representing a 29% reduction.

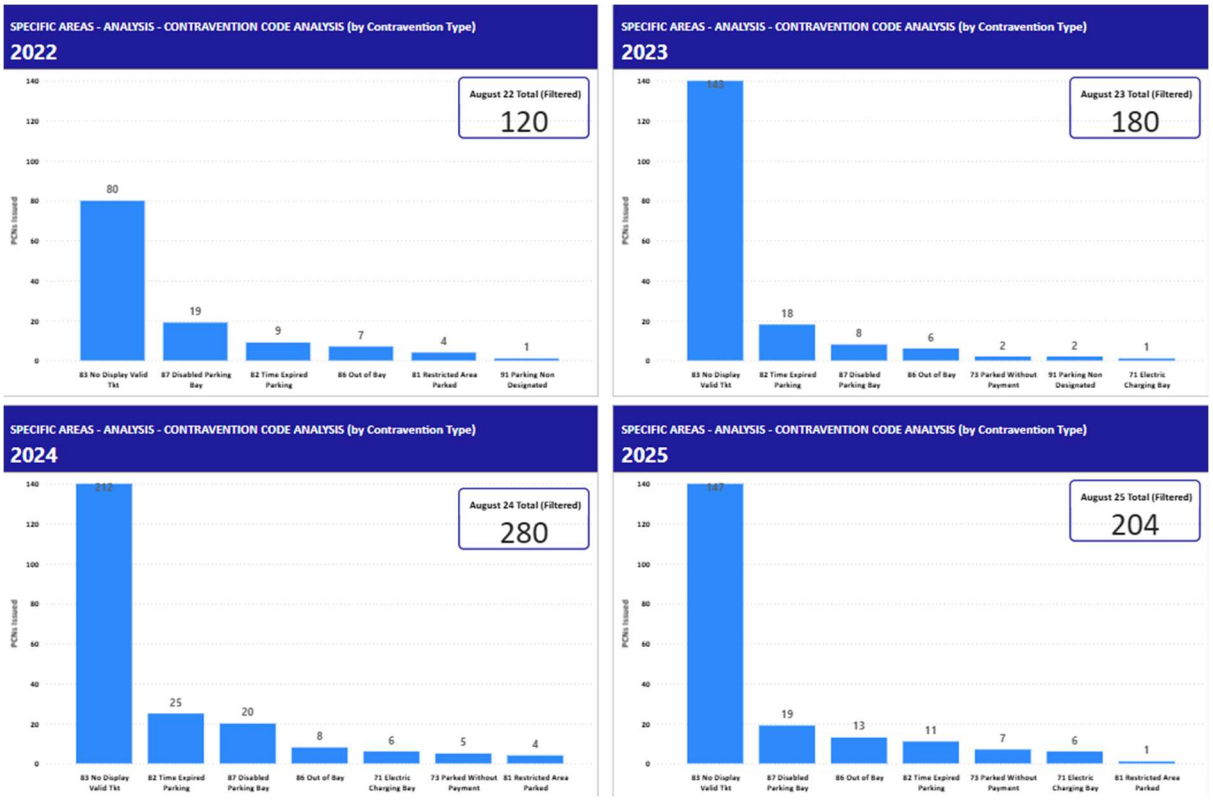
319. The following chart examines the types of contravention at Bath Road South car park during the month of August, from 2022 to 2025.

Figure 38 - contravention types at Bath Road during the trial



320. The data shows that whilst there has been an overall reduction in the number of PCNs issued, the pattern of parking behaviour is broadly consistent with previous years. This is illustrated in the chart below which shows the number of PCNs issued by contravention code.

Figure 39 - contravention count by type at Bath Road during the trial



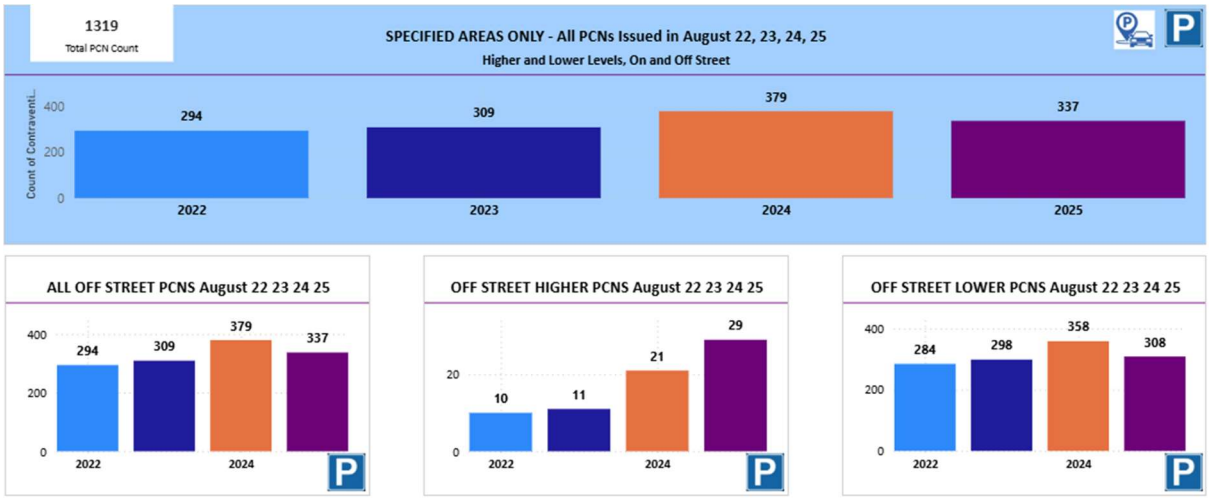
321. These results show that the distribution of contravention types is very similar across all years, with Code 83 being the most common problem by a significant margin. This shows that the trial has been successful in reducing the volume of contraventions, but that the pattern of parking behaviour has not changed.

Sandbanks Car Park

322. Sandbanks Car Park is the main off street car park serving Sandbanks beach. It has a total of 532 parking spaces and has consistently high occupancy rates during the summer.

323. The charts that follow set out the total number of PCNs issued in the car park in August 2025, compared to the three previous years and then the breakdown between higher and lower level PCNs. Again, as this is a public car park, all contraventions are off-street.

Figure 40 - All PCNs issued at Sandbanks Car Park during the trial; higher and lower level

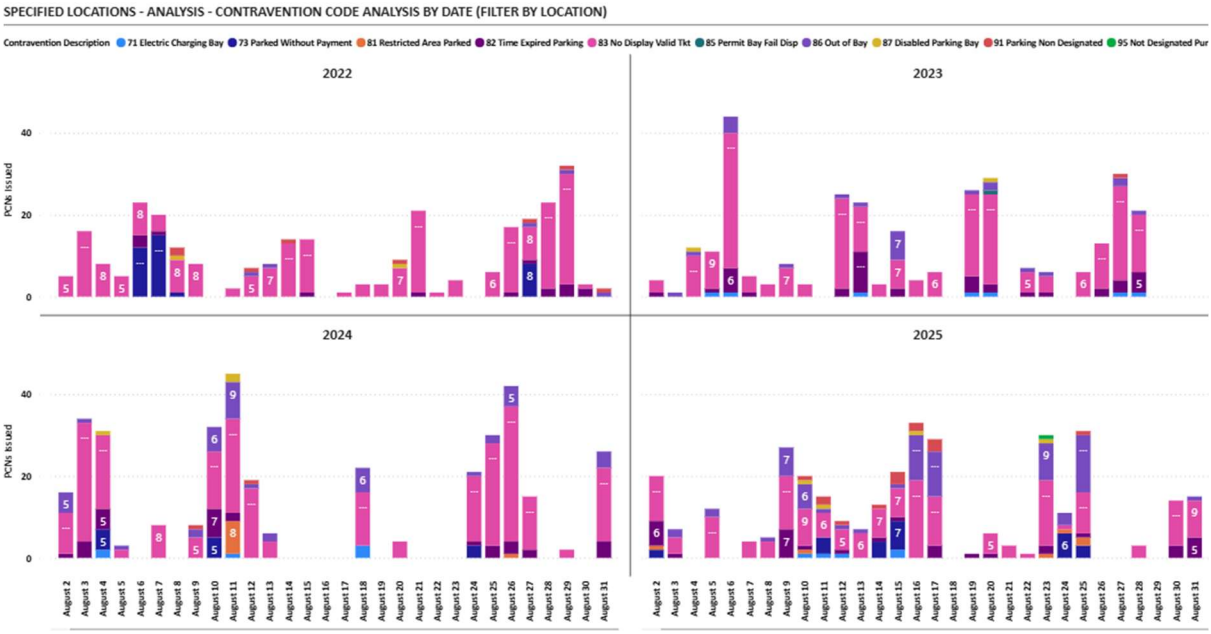


324. In line with Bath Road Car Park, there was also a reduction in the total number of PCNs issued during the trial compared to 2024. In total there were 42 fewer contraventions, representing a reduction of 11%.

325. In contrast to Bath Road, there was an increase in the level of higher level PCNs issued at Sandbanks car park during the trial. There were 8 more, an increase of 38%. This reflects the trend of year to year increases at this location.

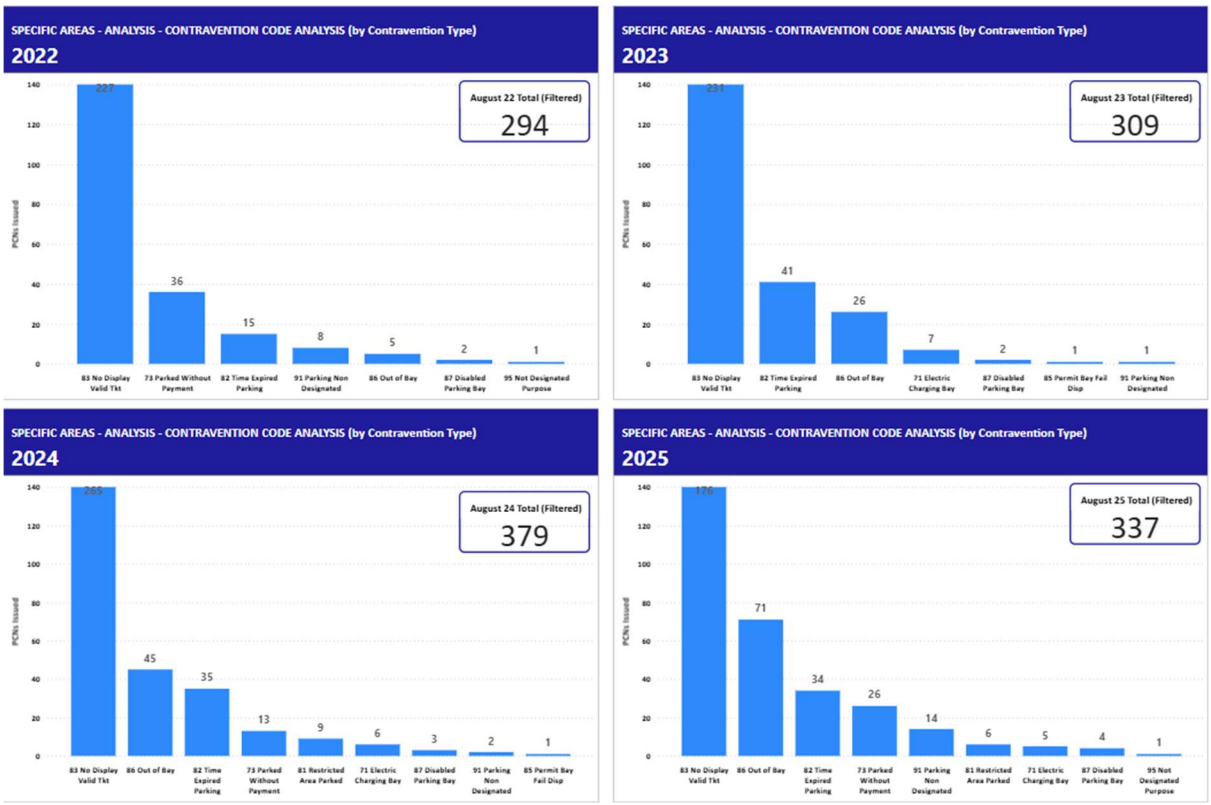
326. However, there was a reduction in lower level PCNs of 50, or 14%. The chart below shows the breakdown of contravention types at this location during the trial, alongside the pattern for August in the three previous years.

Figure 41 – daily contraventions by type at Sandbanks Car Park during the trial



327. This helps to explain the increase of higher level PCNs, which would appear to be linked to a shift from people choosing to park illegally on-street, to doing so off-street. There has been an increase in people parking out of bay, which would suggest they have found the car park full and so opted to “create their own space”. This is neatly illustrated in the chart below, which shows that despite an overall reduction in PCN numbers, instances of Code 86 (Out of Bay) contraventions increased by 26 from 2024 to 2025, an increase of 58%.

Figure 42 - contravention count by type at Sandbanks Car Park during the trial



328. Taking these two off-street car parks together, provides a useful snapshot of behaviour change during the trial. Both car parks saw an overall reduction in the number of PCNs issued, suggesting the trial has had a positive impact on overall parking behaviour.

329. In both instances the number of higher level PCNs is far lower than lower level at around 10-15% of the combined total, and the rate of occurrence is broadly consistent with the previous year. This suggests that the most problematic types of off-street parking will persist.

330. However, both car parks have seen a significant reduction in lower level PCNs as a result of the trial. This might suggest that signage and communications about the trial have been sufficiently effective to raise awareness and encourage greater levels of compliance.

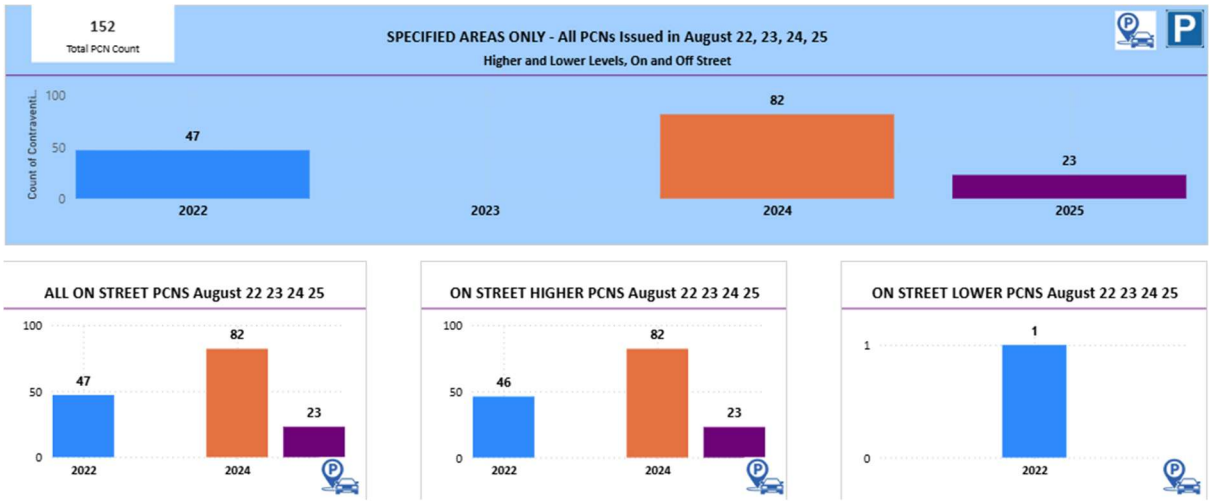
East Overcliff Drive, Bournemouth

331. East Overcliff Drive is a clifftop road with on-street parking, serving the stretch of Bournemouth beach between Bournemouth Pier and Boscombe Pier.

332. This road is particularly important focus of this trial, due it being a key access route for emergency services, as well as being a bus route.

333. The charts below show the total number of PCNs issued during the month of August from 2022 to 2025. There is no data for 2023 because the weather was poor that year and did not lead to instances of illegal parking from visitors to the area.

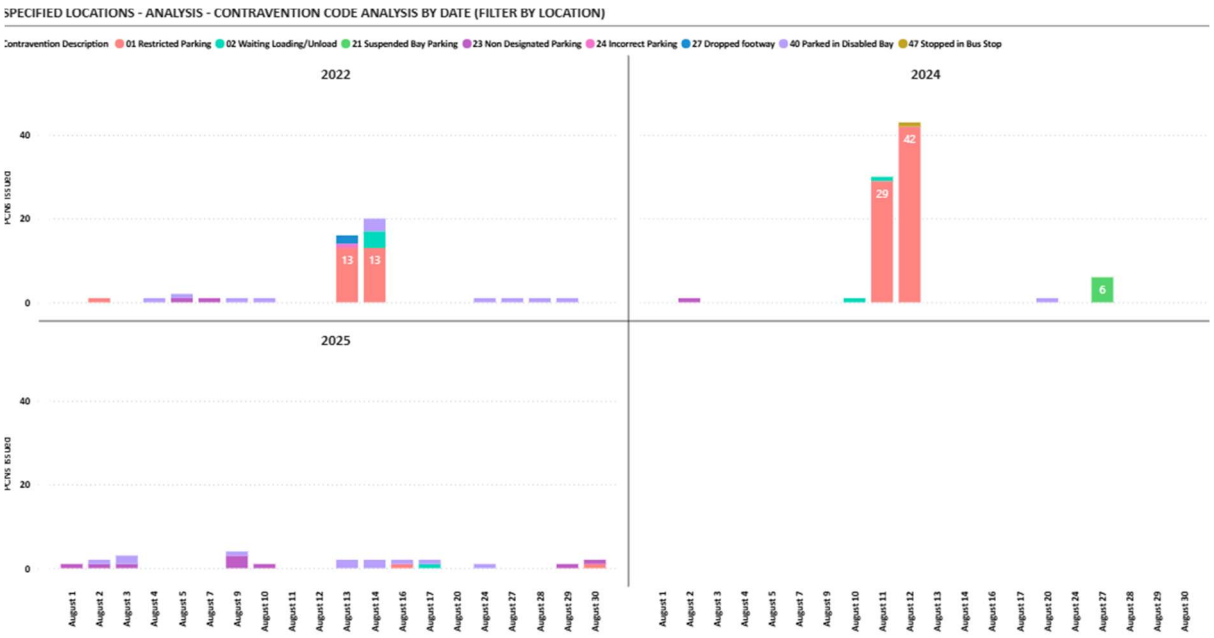
Figure 43 - All PCNs issued at East Overcliff Drive during the trial; higher and lower level



334. Interestingly, there has been a dramatic shift in behaviour at this location, with a reduction of 59 in total number of PCNs issued, or 72%. This is despite very similar weather conditions to 2024 which would have been expected to deliver similar parking behaviour on hot days.

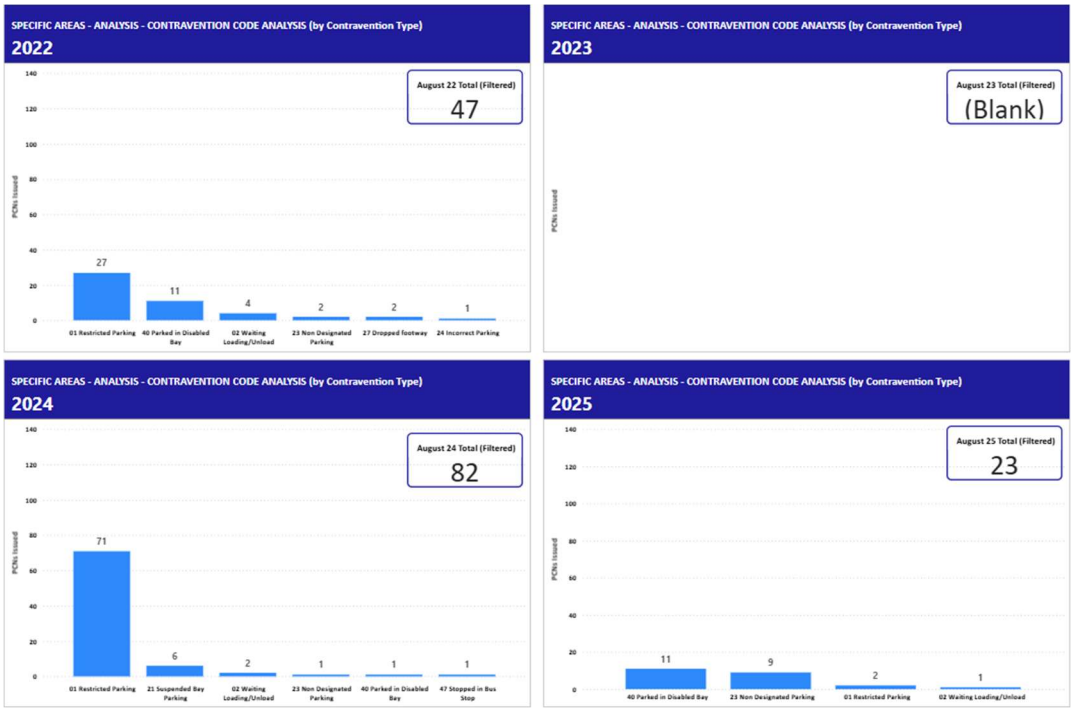
335. As the above charts illustrate, the behaviour change has been only in relation to higher level PCNs. There has only been one lower level PCN issued in this location in the last 4 years, in 2022. The chart below provides a very useful indication of the shift in behaviour during the trial.

Figure 44 - daily contraventions by type at East Overcliff Drive during the trial



336. By far the most common contravention at this location historically is Code 01 (Restricted Parking). There were 27 instances in 2022, 71 in 2024, but only 2 in 2025. This represents a reduction of 97%, indicating that the trial has almost eradicated this type of behaviour.

Figure 45 - contravention count by type at East Overcliff Drive during the trial

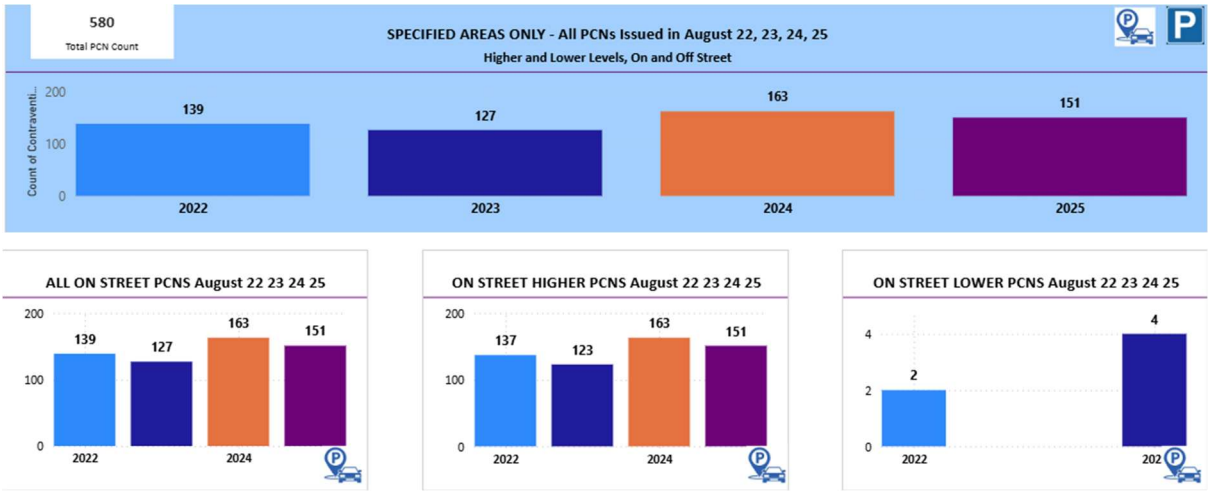


337. Interestingly, there has been a sharp increase in instances of Code 40 (Parked in Disabled Bay) during the trial, with 11 contraventions compared to 1 in 2024, an increase of 1000%. This is consistent with patterns reported nationally of increased misuse of disabled bays.

Old Christchurch Road, Bournemouth

338. Old Christchurch Road is located in central Bournemouth and predominantly serves the town centre. It is best characterised as a mixed-use street, combining commercial, retail and residential properties. It has historically experienced a high level of parking issues.

Figure 46 - All PCNs issued at Old Christchurch Road during the trial; higher and lower level

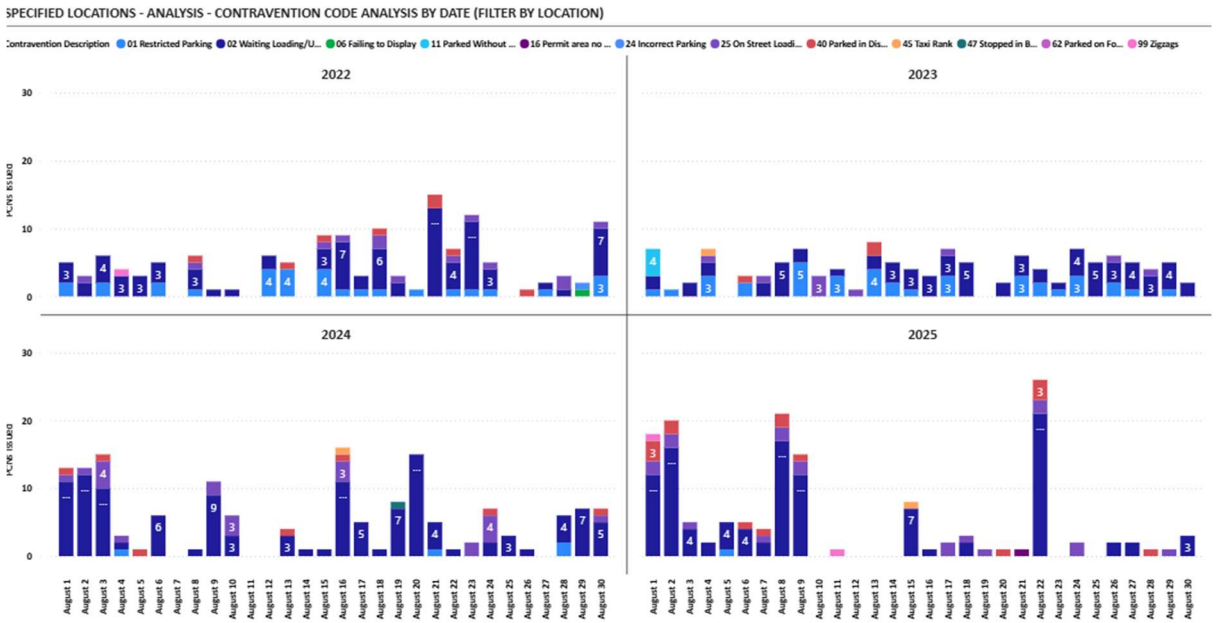


339. There has been a small reduction of 12 in the number of PCNs issued during the trial compared to 2024, representing a 7% decrease.

340. In line with East Overcliff Drive, this change is exclusively related to higher level PCNs. There have been only 6 lower level PCNs issued in this location in the last 4 years and none in 2024 or 2025.

341. The chart below shows the contravention types at this location.

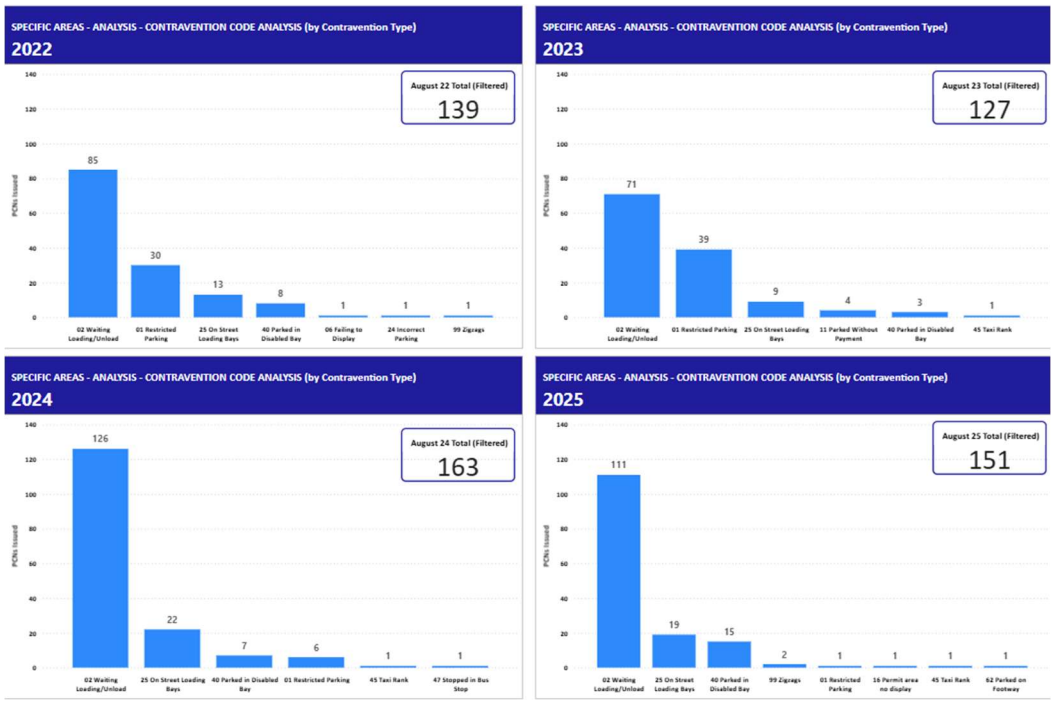
Figure 47 - daily contraventions by type at Old Christchurch Road during the trial



342. There is an historic and persistent issue with Code 02 (Loading Ban) contraventions on Old Christchurch Road, due to its nature as a mixed-use street with numerous small businesses. This parking behaviour is consistent with people who choose to risk parking without paying to make short visits to businesses along the street.

343. The next chart shows the number of contraventions by type that were issued on Old Christchurch Road during the trial.

Figure 48 - contravention count by type at Old Christchurch Road during the trial



344. The vast majority of PCNs issued at this location are Code 02 (Loading Ban), accounting for 111 out of 151 (74%) in the trial period.

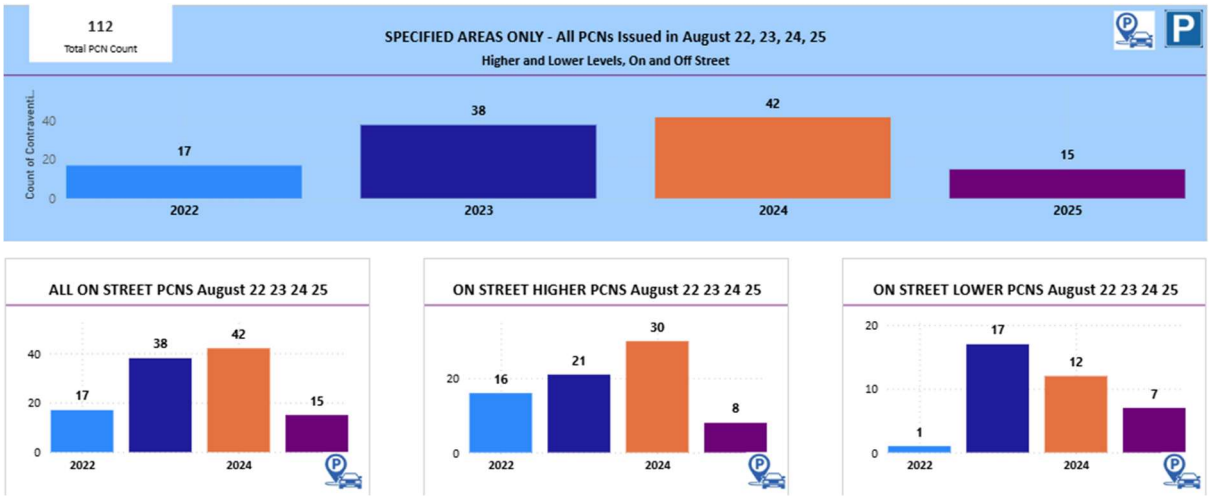
345. The overall results indicate that whilst there has been a small reduction in the overall number of PCNs issued, there is insufficient evidence to suggest that the trial has significantly improved behaviour.

346. This could point to a lack of awareness that this street was within the trial area.

St Stephens Road, Bournemouth

347. St Stephens Road is located in central Bournemouth. It is off specific interest to this trial due to historical parking issues associated with attendance at the mosque on Fridays.

Figure 49 - All PCNs issued at St Stephens Road during the trial; higher and lower level



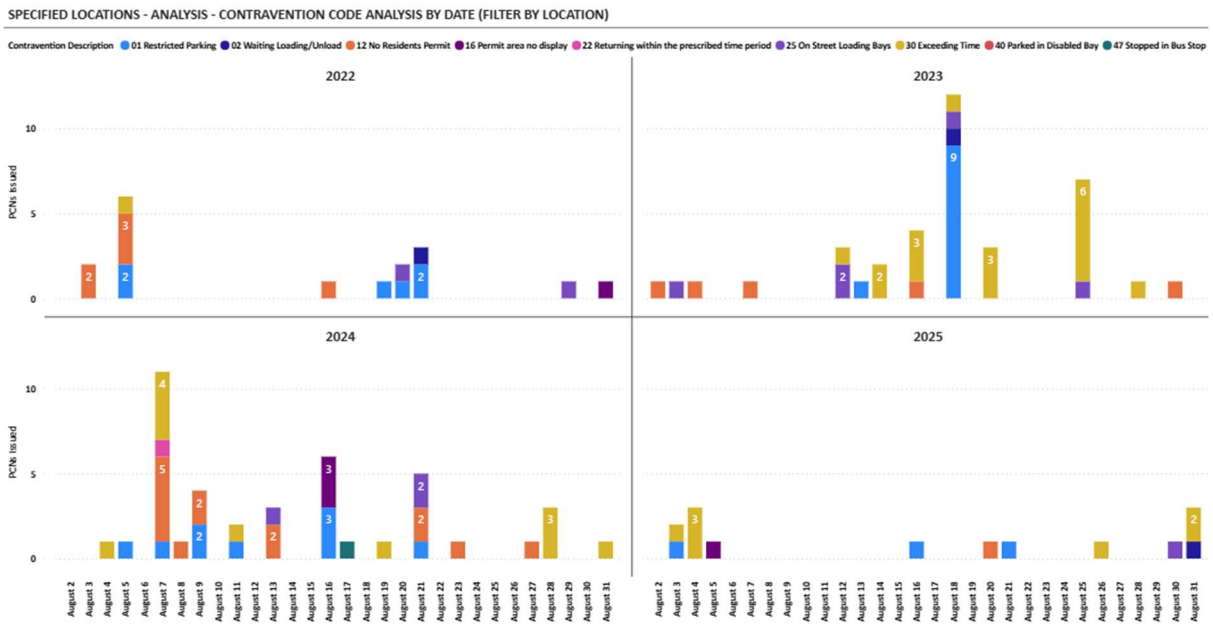
348. There has been a significant reduction in the total number of PCNs issued at this location during the trial, with 27 fewer than 2024, representing a decrease of 64%.

349. The most significant impact has been on rates of higher level PCNs, with a reduction of 22 compared with 2024, or 73%. This represents a substantial reversal of the trend occurring in the 3 previous years.

350. There has also been a reduction of 5 in the number of lower level PCNs, which is a 42% decrease.

351. The chart below shows the pattern of contraventions over the month of August over the past 4 years.

Figure 50 - daily contraventions by type at St Stephens Road during the trial



352. This table shows the days that Friday fell upon during these years

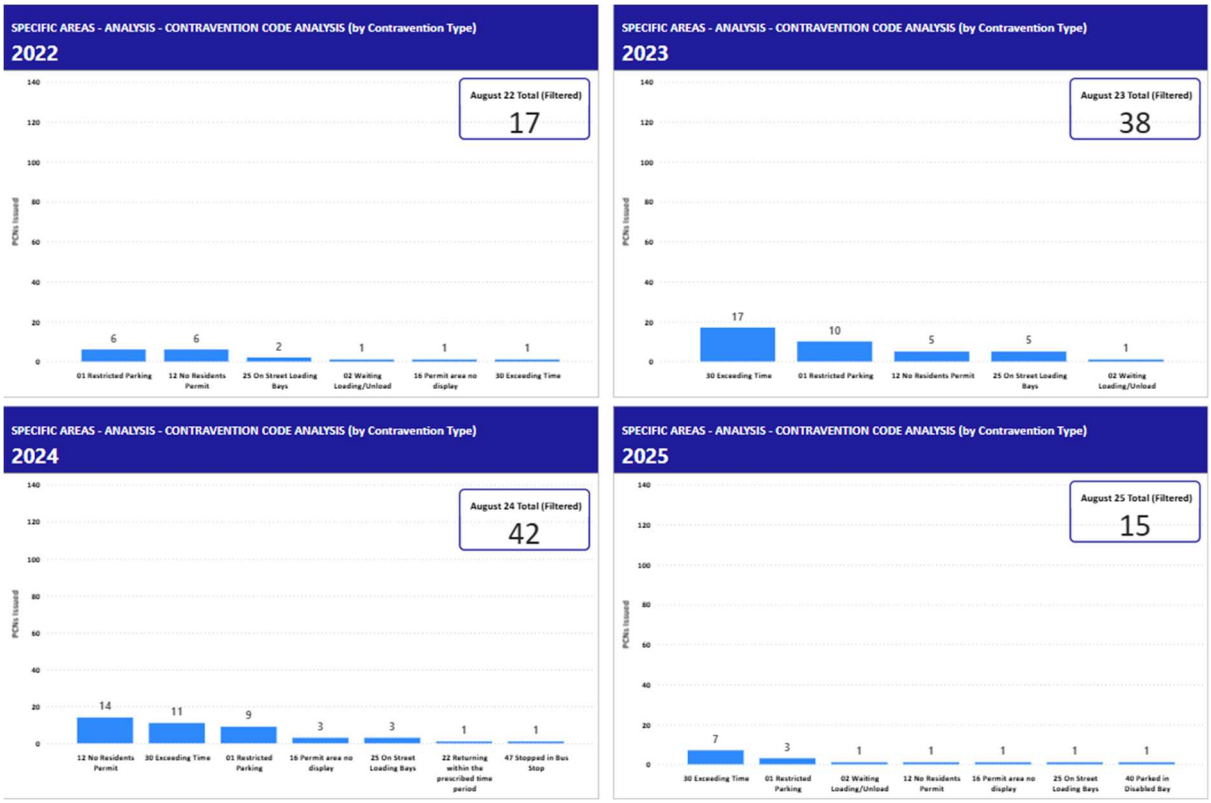
Table 16 - dates of August Bank Holiday weekends (2022 - 2025)

Year	Fridays in August
2022	05-August, 12-August, 19-August, 26-August
2023	04-August, 11-August, 18-August, 25-August
2024	02-August, 09-August, 16-August, 23-August, 30-August
2025	01-August, 08-August, 15-August, 22-August, 29-August

353. There were 5 Fridays in August 2025, yet the data shows that there was only 1 contravention, on August 01 during trial period. This contrasts to 2024, for example, when there were 11 contraventions on Fridays and 2023, when there were 12 on Friday 18 alone, with a further 7 on Friday 25.

354. This demonstrates that in both absolute numbers and percentage terms, the trial has had a significant positive impact on parking behaviour in this location. This is borne out in the data for contravention count by type below.

Figure 51 - contravention count by type at St Stephens Road during the trial



355. The most common contraventions historically are parking without a residents permit (Code 12), restricted parking (Code 02) and exceeding time (Code 30). The table below summarises the changes in behaviour seen in the trial.

Table 17 - percentage change in contravention types at St Stephens Road

Contravention	Contravention type	August 2022	August 2023	August 2024	August 2025	% change (2024-24)
Code 12 – No Residents Permit	On-street, Higher	6	5	14	1	- 93%
Code 01 – Restricted Parking	On-street, Higher	6	10	9	3	- 67%
Code 30 – Exceeding Time	On-street, Lower	1	17	11	7	- 36%

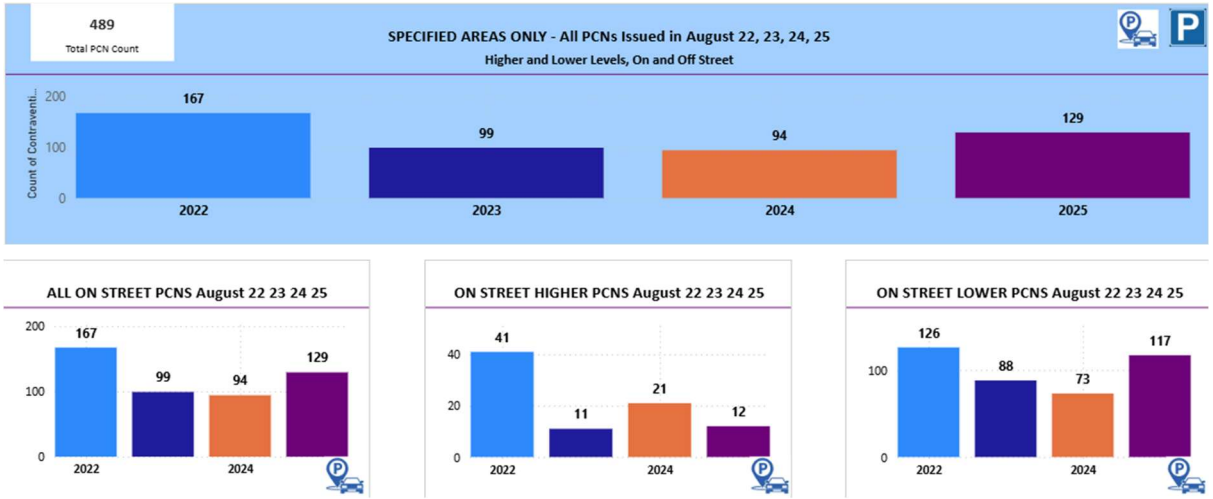
356. The trial has delivered significant reductions in each of these contravention types. Notably, there has been the greatest change in behaviour in relation to higher level

contraventions, which aligns with a core objective of the trial; a shift in behaviour away from higher level contraventions.

Banks Road, Poole

357. Banks Road is immediately adjacent to both Sandbanks beach and Sandbanks Bay. It provides the largest number of on-street parking spaces on the approach to Sandbanks car park.

Figure 52 - All PCNs issued at Banks Road during the trial; higher and lower level



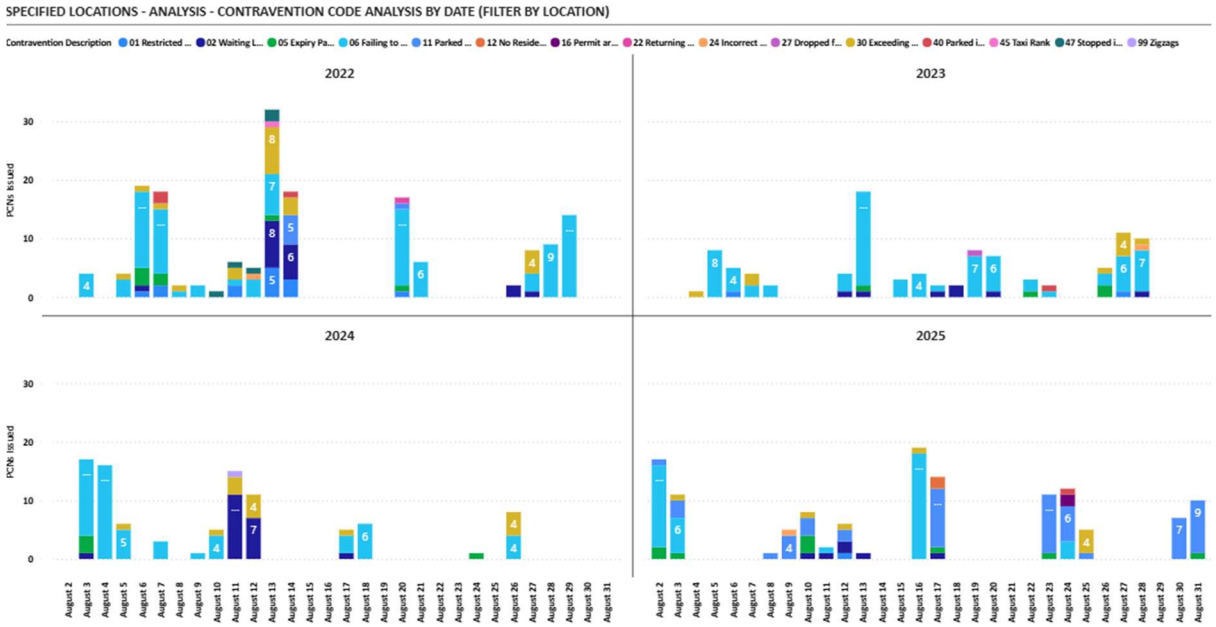
358. In contrast to the other locations above, Banks Road actually saw an increase in the total number of PCNs issued during the trial. There were 35 more PCNs compared with 2024, an increase of 37%.

359. Interestingly, whilst there has been an overall increase in PCNs issued, there has been a decrease in the number of higher level PCNs. There were 9 fewer in 2025, compared to 2024, a decrease of 43%.

360. In isolation, this outcome would indicate that the trial has been successful in changing behaviour in relation to more serious parking contraventions at this location.

361. The table below breaks down the contravention types for Banks Road.

Figure 53 - daily contraventions by type at Banks Road during the trial

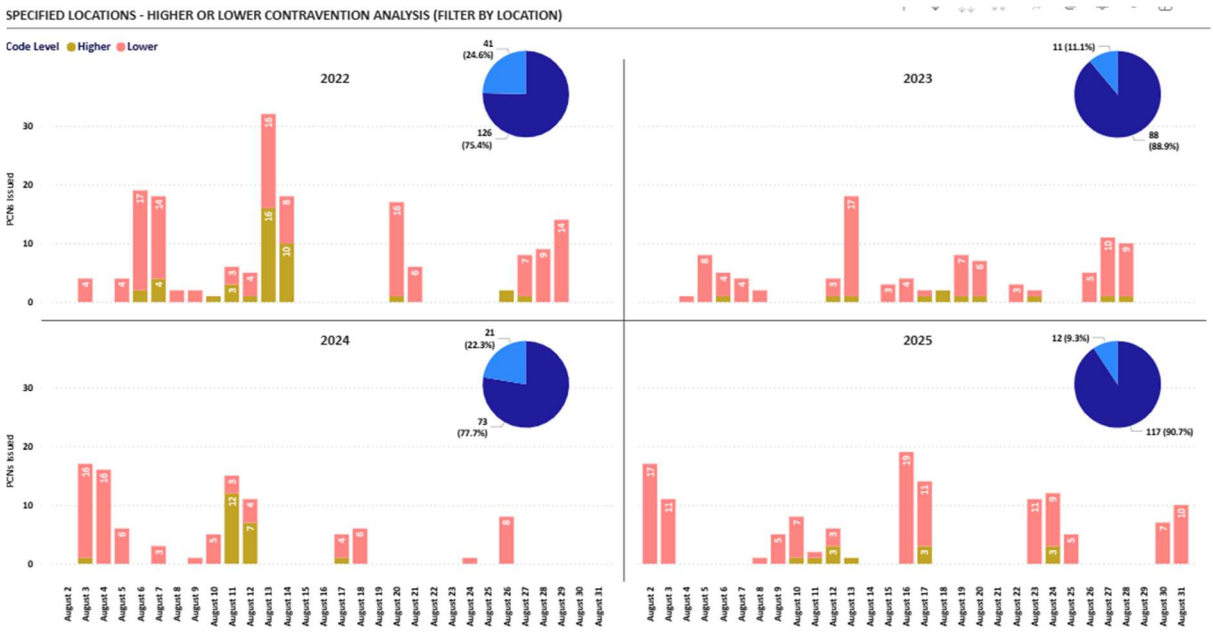


362. Whilst failing to display (Code 06) has remained a consistent issue over the years, especially at weekends, there has been a marked shift towards Code 11 (Parking without payment). This coincides with a noticeable reduction in the number of Code 02 (Loading Ban) contraventions, from 20 such instances in 2024 to 6 in 2025, a reduction of 70%. This would indicate that the trial has resulted in a positive shift in behaviour from higher level contraventions to lower.

363. This is further illustrated by the fact there has been a sharp increase in the number of lower level PCNs issued at Banks Road, with 44 more than in 2024, representing a 60% increase.

364. The following charts show the split between higher and lower level contravention types at Banks Road during the trial period, with a comparison against the previous 3 years.

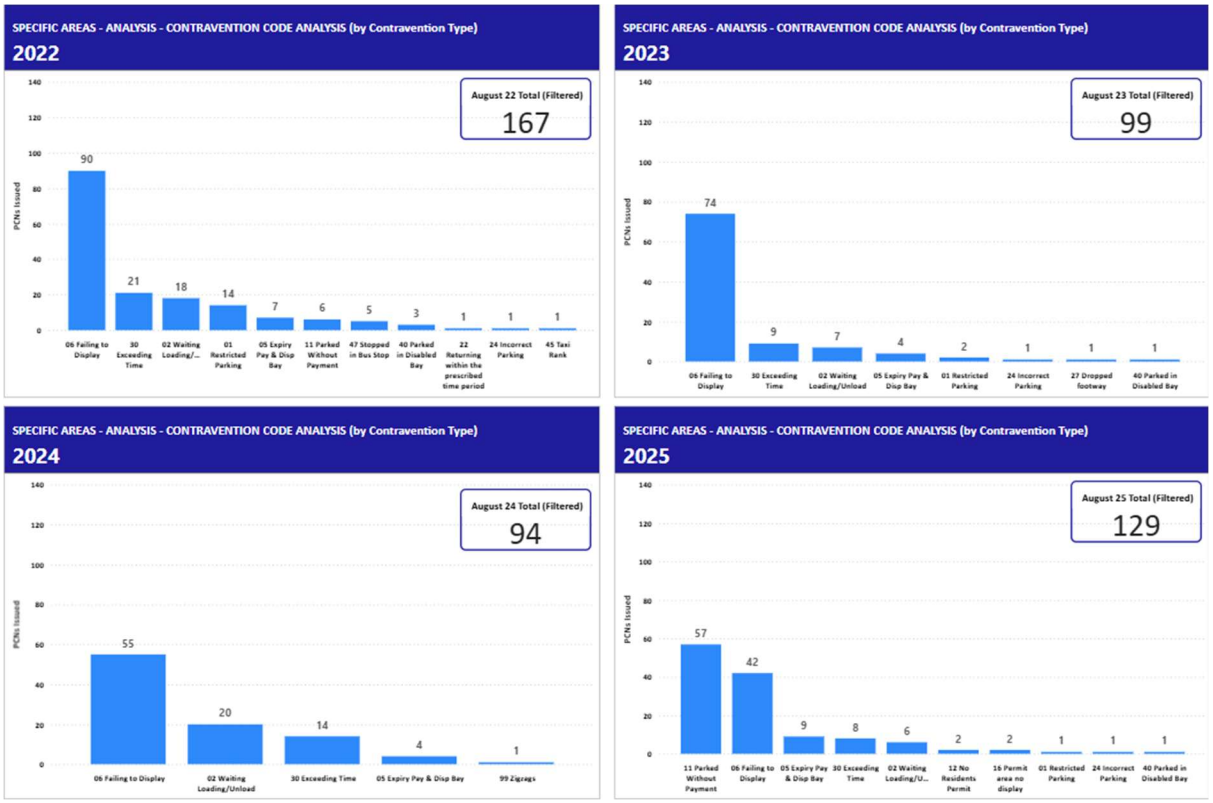
Figure 54 - daily contraventions split, higher and lower level at Banks Road during the trial



365. During the trial period, lower level contraventions represented almost 91% of total contraventions at Banks Road. This is the highest proportion in the last 4 years, but at a similar level to 2023. It represents a 13% increase on the 2024 figure, which is a similar increase to that between 2022 and 2023, making it difficult to attribute this change directly to the trial.

366. The charts below break down the count of contraventions at Banks Road by type.

Figure 55 - daily contravention count by type at Banks Road during the trial



367. Failing to display (Code 06) is historically the most common contravention at Banks Road, but notably has decreased in 2025. However, this is offset by a significant increase in parking without payment (Code 11), which is a similar contravention. This may be explained by inconsistent coding of PCNs by Civil Enforcement Officers for similar offences.

368. The table below summarises the change in behaviour in relation to the most common contraventions at Banks Road since 2022.

Table 18 - percentage change in contravention types at Banks Road

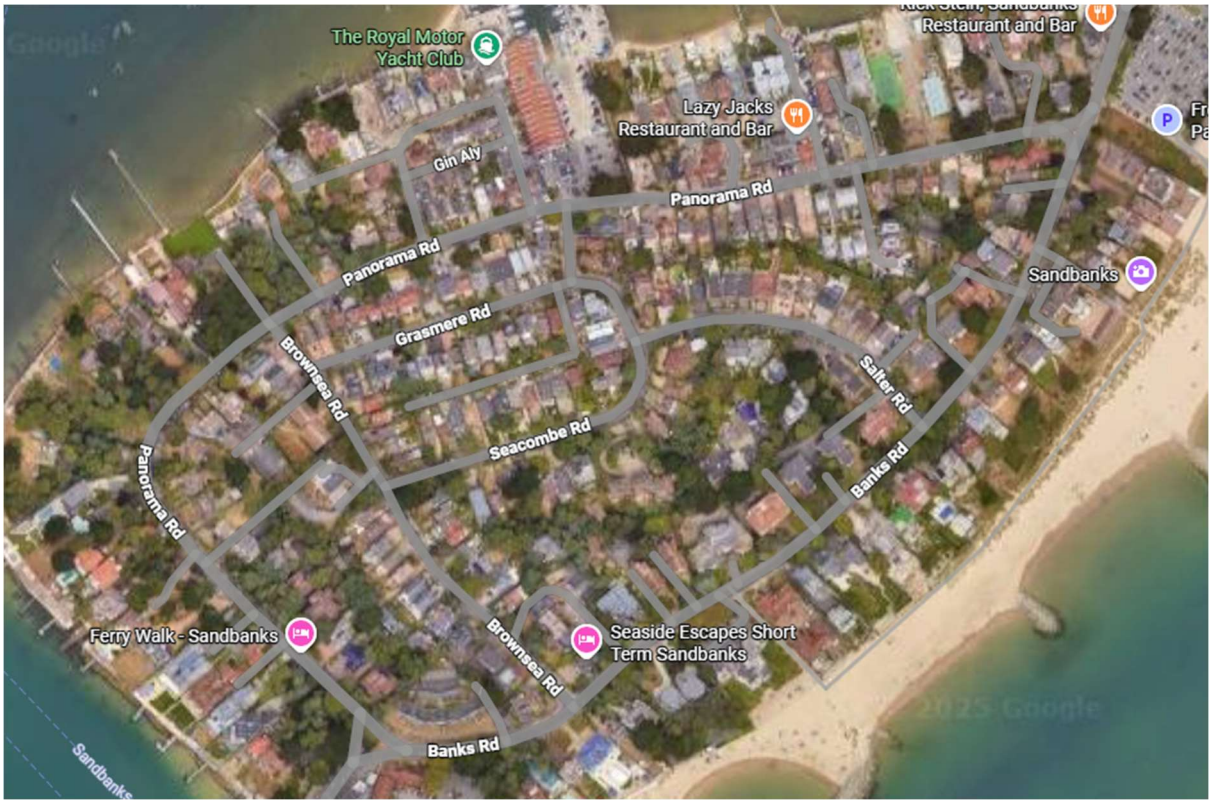
Contravention	Contravention type	August 2022	August 2023	August 2024	August 2025	% change (2024-24)
Code 06 – Failing to Display	On-street, Lower	90	74	55	42	- 24%
Code 11 – Parked without Payment	On-street, Lower	6	0	0	57	+ 5,700%
Code 06 and Code 11 combined		96	74	55	99	+ 80%
Code 02 – Loading Ban	On-street, Higher	18	7	20	6	- 70%
Code 30 – Exceeding Time	On-street, Lower	21	9	14	8	- 43%

369. As set out in the table, if Code 06 and Code 11 contraventions are taken together, due to the similarity of behaviour, there has been an 80% increase in either failing to pay or display in this location during the trial compared to 2024. Taken alongside the reduction in the higher level contravention of parking in a loading area, it could be inferred that the trial has succeeded in reducing the level of higher level contraventions, but has instigated a shift towards lower level contraventions.

Sandbanks Peninsula

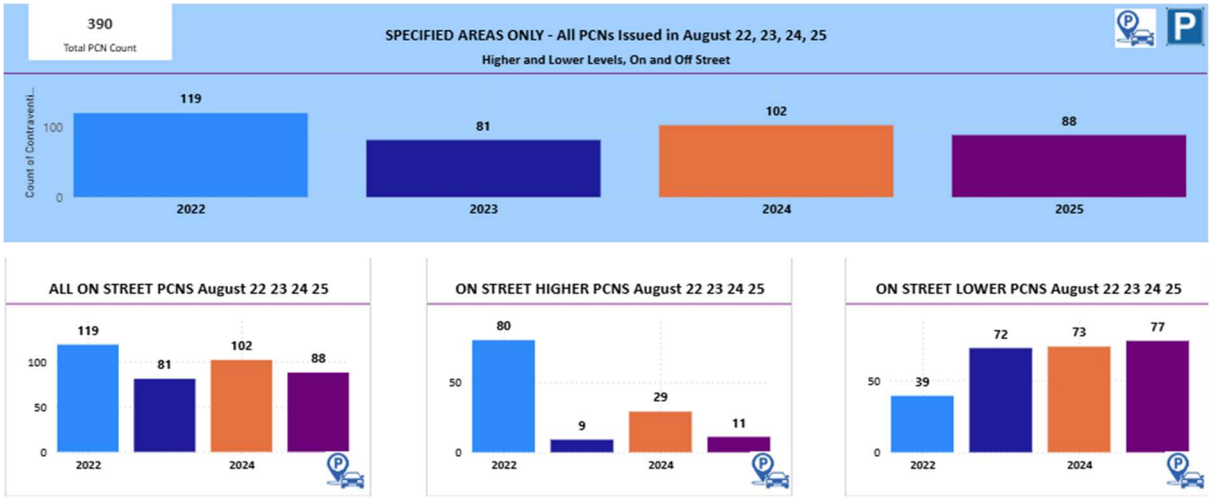
370. Sandbanks Peninsula is a grouping of roads in and around the Sandbanks car park, representing the remaining on-street parking options which include restrictions. The roads included are Brownsea Road, Grasmere Road, Panorama Road and Seacombe Road.

Figure 56 - map of Sandbanks Peninsula



371. The following charts set out the pattern of parking behaviour at Sandbanks Peninsula during the trial, with a comparison against the previous 3 years.

Figure 57 - All PCNs issued at Sandbanks Peninsula during the trial; higher and lower level

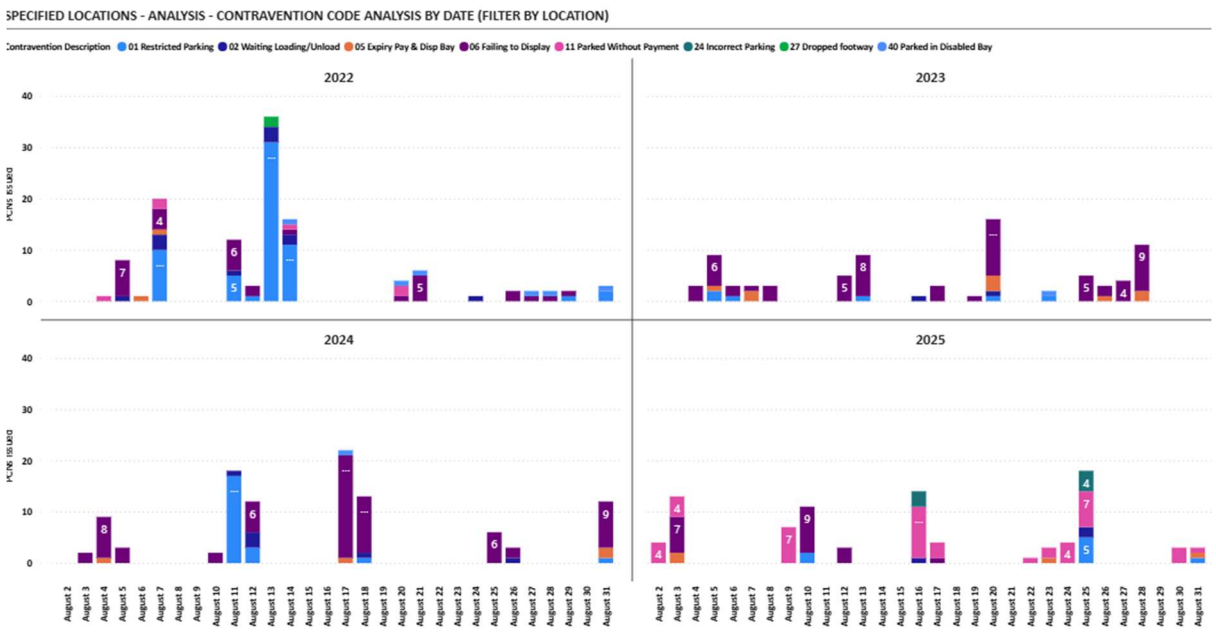


372. There was an overall reduction in the number of PCNs issued of 14 compared with August 2024, a decrease of 14%.

373. The reduction was driven by a significant change in higher level contraventions, which decreased by 18 PCNs, or 62%. This is in contrast to a small increase in the number of lower level PCNs of 4, or 5%.

374. This is indicative of the type of behaviour change the trial was designed to achieve; reducing the number of higher level contraventions. The chart below shows the contravention types during the trial, compared to previous years.

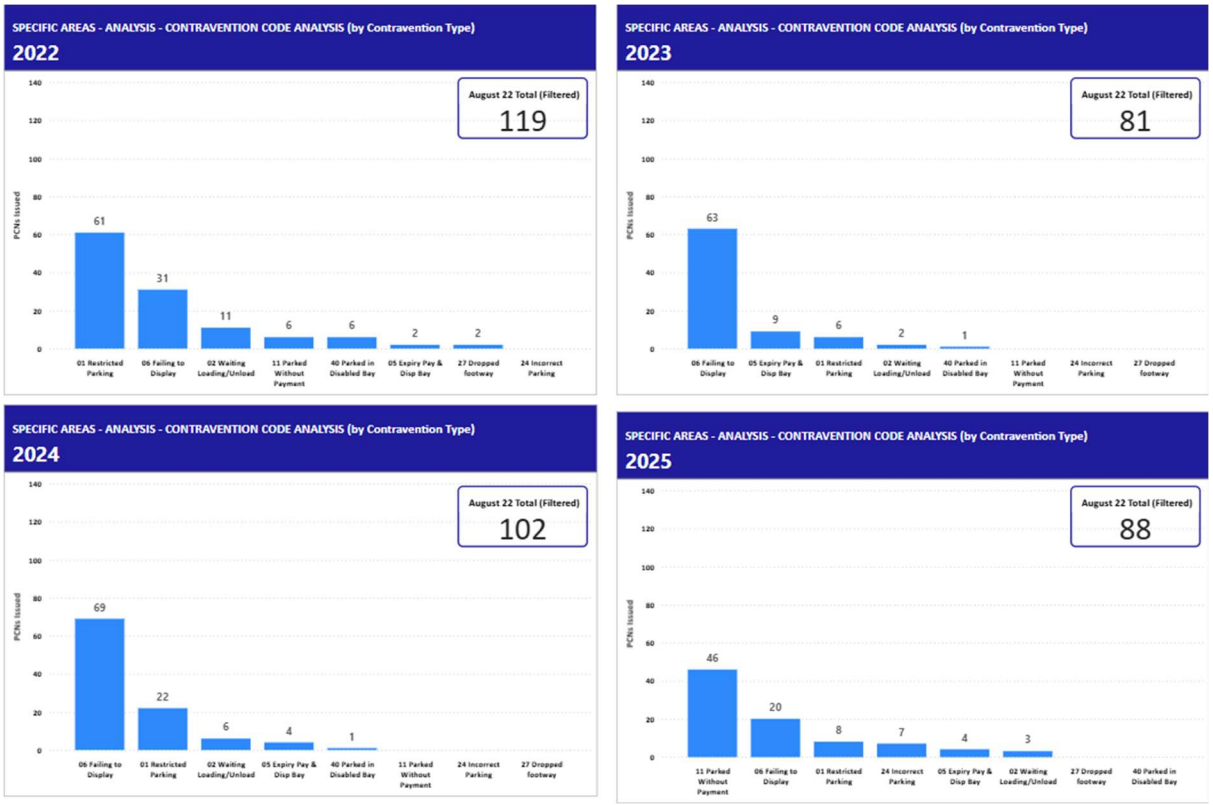
Figure 58 - daily contraventions by type at Sandbanks Peninsula during the trial



375. It can be seen that the main change in behaviour relates to Code 01 (Restricted Parking). There were 21 such contraventions in 2024, but this was reduced to 8 in 2025, a 62% decrease, which suggests the trial has had the desired deterrent effect.

376. The next set of charts break down the count of contraventions by type over the month of August in the past four years.

Figure 59 – contravention count by type at Sandbanks Peninsula during the trial



377. Failing to display (Code 06) is the most common contravention in this location. The table below shows the pattern of behaviour in relation to the most common contravention types. Again, there is also analysis of the combination of codes 06 and 11.

Table 19 - percentage change in contravention types at Sandbanks Peninsula

Contravention	Contravention type	August 2022	August 2023	August 2024	August 2025	% change (2024-24)
Code 06 – Failing to Display	On-street, Lower	31	63	69	20	- 71%
Code 11 – Parked without Payment	On-street, Lower	6	0	0	46	+ 4,600%
Code 06 and Code 11 combined		37	63	69	66	- 4%
Code 01 – Restricted Parking	On-street, Higher	61	6	22	8	- 64%
Code 02 – Loading Ban	On-street, Higher	11	2	6	3	- 50%

378. The results show that there has been a small decrease of 4% in the two most common lower level contraventions, codes 06 and 11, when taken together, indicating that the trial has had a small positive impact in addressing this type of behaviour.

379. More significantly, there has been a reduction in each of the higher level contraventions shown, codes 01 and 02 and in particular in code 01 (Restricted Parking). This supports the conclusion that the trial has had a noticeable impact on reducing the number of the most problematic higher level contraventions i.e. those that have the worst impact on road safety.

Section Summary

1. Bath Road South Car Park

- **Overall Impact**: PCNs fell by **27%** (76 fewer than 2024), driven mainly by a **29% reduction in lower-level contraventions**.
- **Interpretation**: The trial was effective in improving compliance in car parks, particularly for payment-related offences.

2. Sandbanks Car Park

- **Mixed Impact**: Total PCNs decreased by **11%**, but **higher-level contraventions rose by 38%**, mainly due to **Code 86 (Out of Bay)** increasing by 58%.
- **Interpretation**: Behaviour shifted from illegal on-street parking to creating spaces in full car parks, showing displacement rather than full compliance.

3. East Overcliff Drive

- **Significant Improvement**: PCNs dropped by **72%**, with **Code 01 (Double Yellow Lines)** almost eradicated (97% reduction).
- **Interpretation**: The trial was highly effective in deterring serious contraventions on this critical emergency route.

4. Old Christchurch Road

- **Limited Impact**: Only a **7% reduction** in PCNs, with **Code 02 (Loading Ban)** still accounting for 74% of contraventions.
- **Interpretation**: Persistent short-term convenience parking suggests low awareness of the trial including this location, or insufficient deterrent for this behaviour.

5. St Stephens Road

- **Marked Improvement**: Total PCNs fell by **64%**, with higher-level contraventions down **73%**.
- **Interpretation**: The trial successfully addressed historic issues linked to Friday mosque attendance, aligning with the objective of reducing serious contraventions.

6. Banks Road

- **Contradictory Trend**: Overall PCNs rose by **37%**, but higher-level contraventions fell by **43%**. Lower-level contraventions surged (Code 11 up 5,700%).
- **Interpretation**: The trial reduced dangerous behaviour but triggered a shift to payment-related breaches, possibly due to confusion or capacity constraints.

7. Sandbanks Peninsula

- **Positive Outcome**: Total PCNs decreased by **14%**, driven by a **62% drop in higher-level contraventions (Code 01)**.
- **Interpretation**: The trial achieved its aim of reducing serious contraventions, though lower-level breaches (Codes 06 & 11) remained largely unchanged.

Overall Interpretation

- The trial was **most effective in reducing serious contraventions** (Codes 01 and 02) in high-risk locations like East Overcliff Drive and the known on-street problem area of St Stephens Road.
- **Behavioural displacement** occurred in some areas (e.g., Banks Road, Sandbanks Car Park), where motorists avoided high-risk on-street parking but committed lower-level offences in car parks.
- Persistent issues in town centre streets (Old Christchurch Road) and misuse of disabled bays indicate the need for **targeted enforcement and clearer messaging**.

Contravention analysis by grouped codes

380. There are a number of contraventions that can be grouped together as they share similar characteristics. Aggregating the data according to these groupings is useful, as it shows how the trial has impacted on similar types of behaviour.

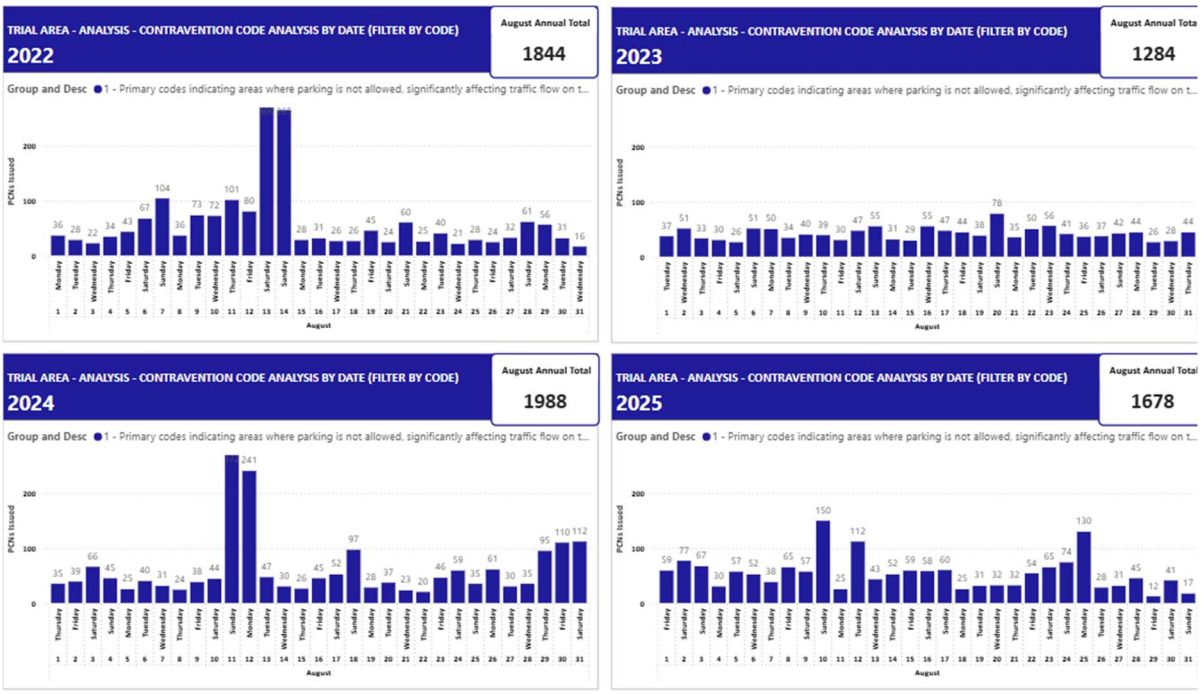
Contraventions significantly affecting traffic flow on the highway and in parking facilities

Figure 60 - contravention codes included in this grouping

Contraventions Included in Group (as filtered on left hand side)

Contravention Code	Contravention	Contrvention Could Also Be:
81	Parked in a restricted area in a car park (OFF STREET CAR PARKS)	- -
1	Parked in a restricted street during prescribed hours	or Parking on double yellow lines or single yellow lines during their hours of operati
2	Parked or loading / unloading in a restricted street where waiting and loading / unloading restrictions are in force	or Parking or loading/unloading on double or single yellow lines when a loading ba in force.
21	Parked wholly or partly in a suspended bay or space	or Parked wholly or partly in a suspended bay or space

Figure 61 - daily count of grouped contraventions during August 2025 in the trial area



381. These contraventions represent the most serious issues for road and public safety, that the trial was seeking to address. The data shows a reduction of 310 contraventions compared to 2024, or 16%, which provides a strong indication that the trial was successful in improving this type of parking behaviour.

Contraventions where parking is prohibited/only for certain vehicles significantly impacting traffic flow on highway or in parking facilities

Figure 62 - contravention codes included in this grouping

Contraventions Included in Group (as filtered on left hand side)

Contravention Code	Contravention
49	Parked wholly or partly on a cycle track or lane
99	Stopped on a pedestrian crossing or crossing area marked by zigzags
47	Stopped on a restricted bus stop or stand
45	Stopped on a taxi rank

Figure 63 - daily count of grouped contraventions during August 2025 in the trial area

382. There has been a notable increase in these types of contravention during the trial, with an increase of 40, or 68%.

383. Further examination of the data reveals the breakdown of each individual contravention contributing to the count. The following charts show the figures for 2024 and 2025 for comparison.

Figure 64 - Code 49 (Parked wholly or partly on a cycle track or lane)

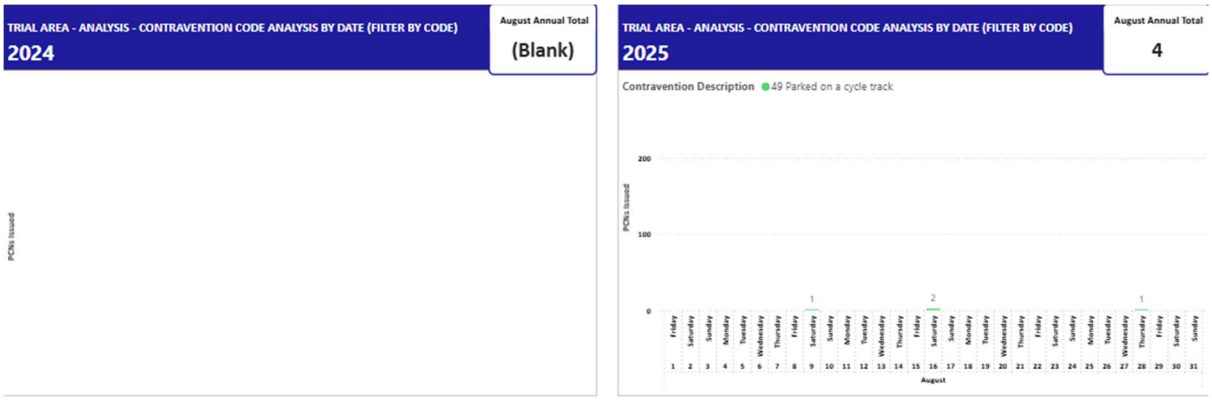


Figure 65 - Code 99 (Stopped on a pedestrian crossing or crossing area marked by zigzags)

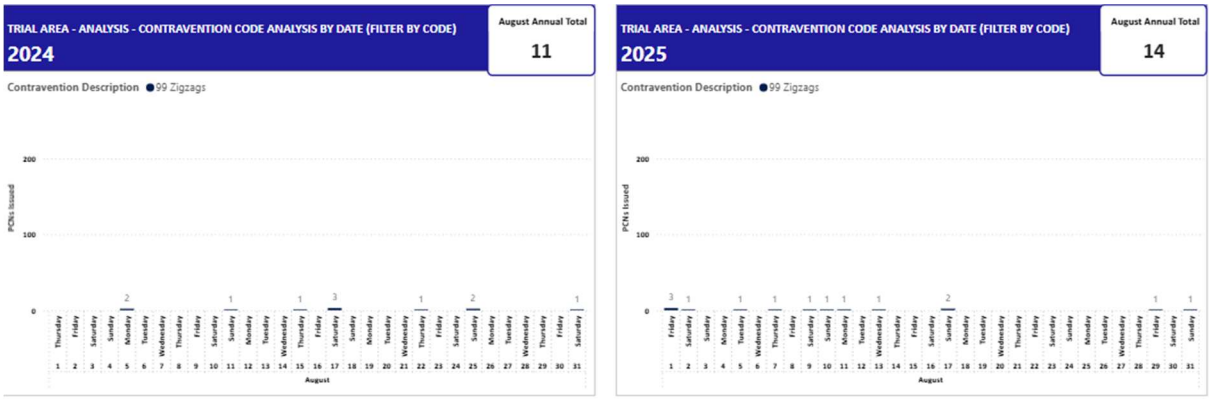


Figure 66 - Code 47 (Stopped on a restricted bus stop or stand)

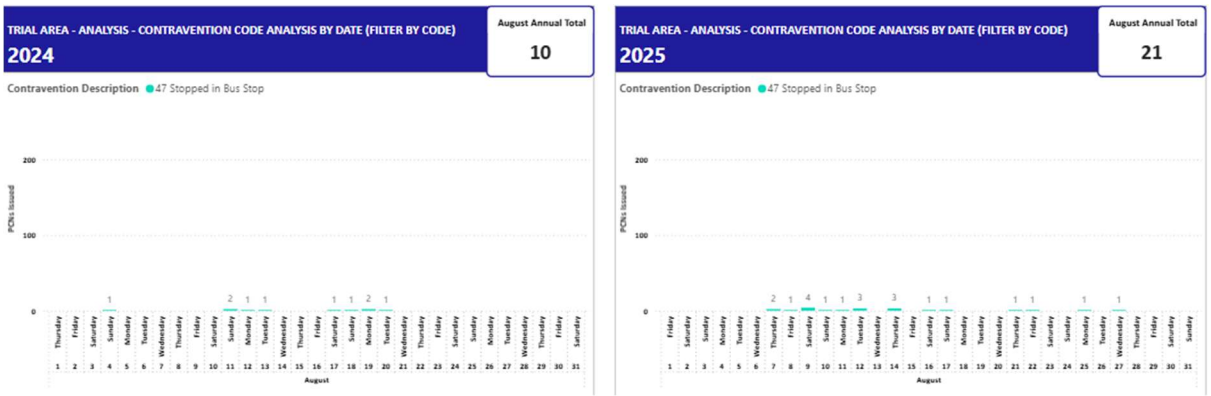
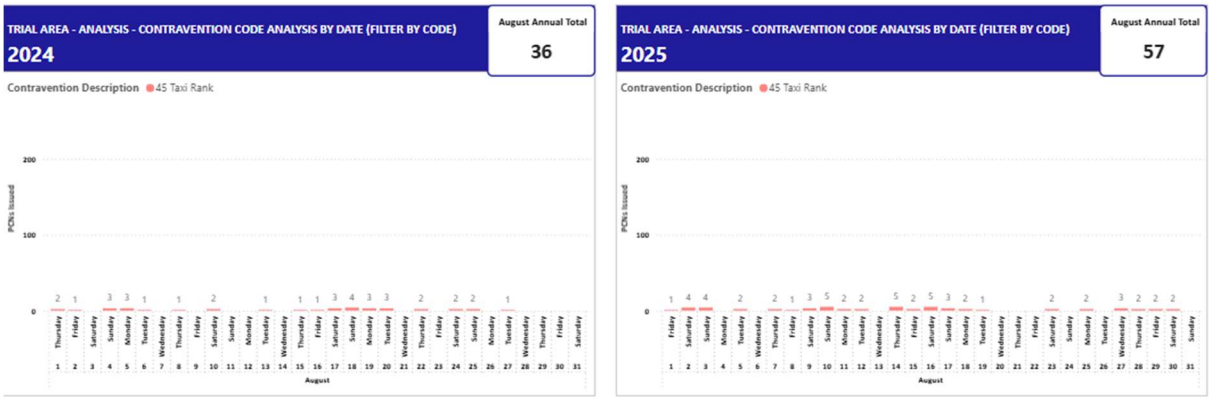


Figure 67 - Code 45 (Stopped on a taxi rank)



384. It can be seen from these results that the predominant issues for this type of contravention are stopping on either a bus stop or a taxi rank. These types of contravention are characteristically very short term in nature, therefore it is difficult to attribute them to visitors parking illegally.

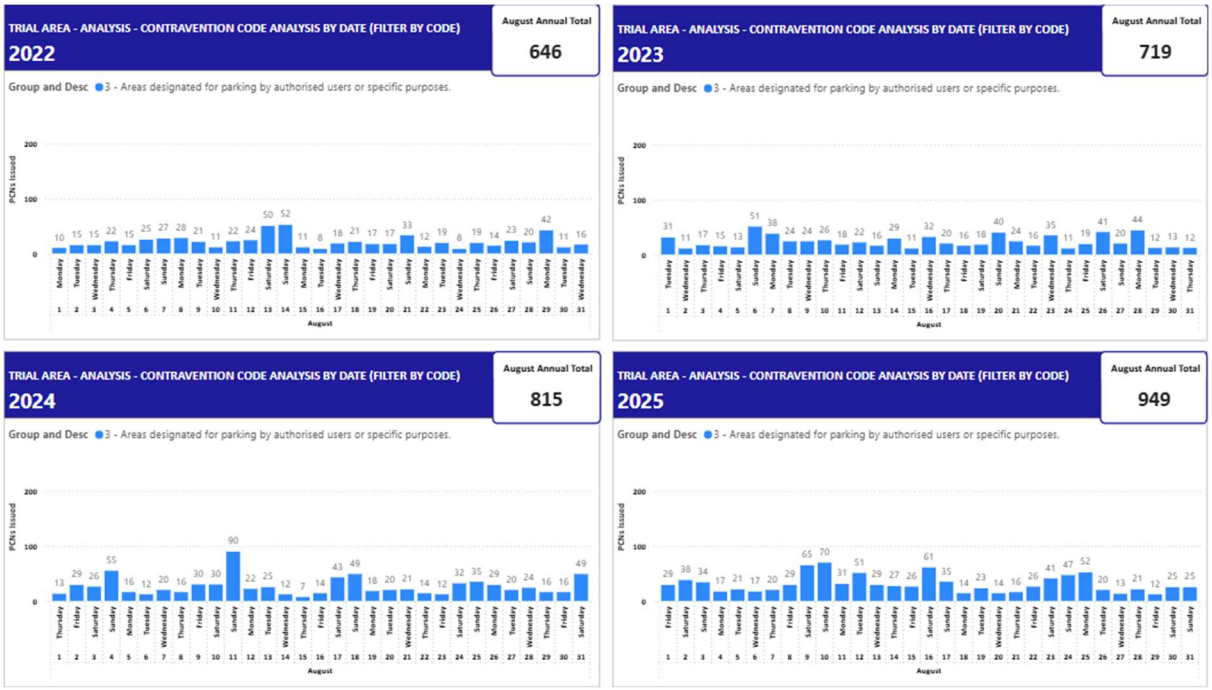
385. The trial has not had an impact on this type of behaviour, given the significant increase in occurrences compared to previous years.

Contraventions for areas designated for parking by authorised users or specific purposes

Figure 68 - contravention codes included in this grouping

Contravention Code	Contravention	Contrvention Could Also Be:
91	Parked in a car park or area not designated for that class of vehicle (OFF STREET CAR PARKS)	- -
40	Parked in a designated disabled person's parking place without displaying a valid disabled person's badge in the prescribed manner	- -
87	Parked in a designated disabled person's parking place without displaying a valid disabled person's badge in the prescribed manner (OFF STREET CAR PARKS)	- -
23	Parked in a parking place or area not designated for that class of Vehicle	- -
16	Parked in a permit space or zone without a valid virtual permit or clearly displaying a valid physical permit where required	- -
27	Parked in a special enforcement area adjacent to a footway, cycle track or verge lowered to meet the level of the carriageway	- -
26	Parked in a special enforcement area more than 50 cm from the edge of the carriageway and not within a designated parking place	- -
71	Parked in an electric vehicles' charging place during restricted hours without charging (OFF STREET CAR PARKS)	- -
85	Parked without a valid virtual permit or clearly displaying a valid physical permit where required (OFF STREET CAR PARKS)	- -
25	Parked in a loading place or bay during restricted hours without loading	or Parked in a loading bay without any associated activity being observed.
42	Parked in a parking place designated for police vehicles	or Parked in a residents' or shared use parking place or zone without a valid virtual permit or clearly displaying a valid physical permit or voucher or pay and display ticket issued for that place where required.
12	Parked in a residents' or shared use parking place or zone without a valid virtual permit or clearly displaying a valid physical permit or voucher or pay and display ticket issued for that place where required.	or without payment of the parking charge

Figure 69 - daily count of grouped contraventions during August 2025 in the trial area



386. There has also been a marked increase in this type of contraventions during the trial, reflecting the trend of increases each year since 2022. There were 134 more occurrences in 2025, representing an increase of 16%.

387. Many of these contraventions relate to incorrect parking in off-street car parks. This could point to the trial resulting in a shift in behaviour away from more serious on-street contraventions towards lower level off-street contraventions, especially when viewed in the context of the 16% reduction in the more serious contraventions detailed above.

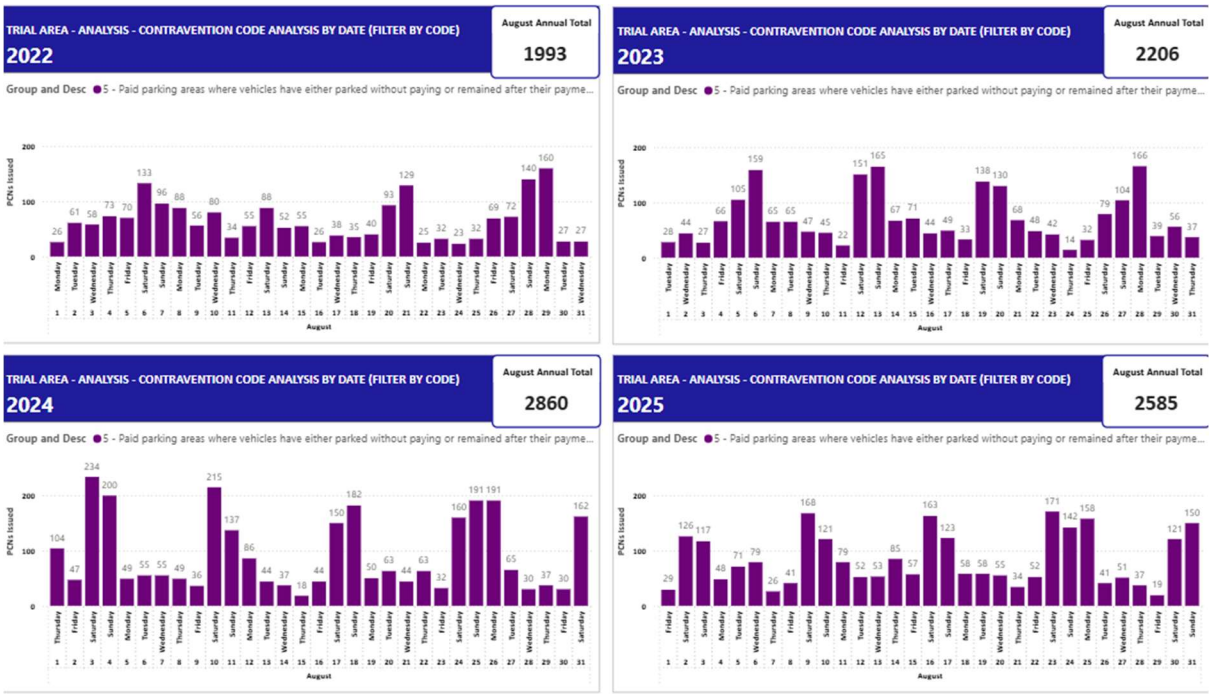
Paid parking area contraventions for non-payment or staying beyond ticket expiry

Figure 70 - contravention codes included in this grouping

Contraventions Included in Group (as filtered on left hand side)

Contravention Code	Contravention	Contrvention Could Also Be:
5	Parked after the expiry of paid for time	- -
82	Parked after the expiry of paid for time (OFF STREET CAR PARKS)	- -
6	Parked without clearly displaying a valid pay & display ticket or voucher	- -
11	Parked without payment of the parking charge	- -
73	Parked without payment of the parking charge (OFF STREET CAR PARKS)	- -
19	Parked in a residents' or shared use parking place or zone with an invalid virtual permit or displaying an invalid physical permit or voucher	or pay and display ticket, or after the expiry of paid for time
83	Parked in a car park without clearly displaying a valid pay & display ticket (OFF STREET CAR PARKS)	or voucher or parking clock

Figure 71 - daily count of grouped contraventions during August 2025 in the trial area



388. There has been a marked reduction in this type of contravention with 275 fewer occurrences during the trial compared to 2024, a decrease of 10%.

389. Again, taken in the context of the reduction in more serious contraventions, this points to a shift in behaviour resulting from the trial, whereby motorists are opting to park in a legal space, but then either not paying, or failing to pay for enough time for their stay.

Parked in a designated parking area in contravention of the Traffic Regulation Order or the car park terms and conditions

Figure 72 - contravention codes included in this grouping

Contraventions Included in Group (as filtered on left hand side)

Contravention Code	Contravention	Contrvention Could Also Be:
86	Not parked correctly within the markings of a bay or space (OFF STREET CAR PARKS)	- -
24	Not parked correctly within the markings of the bay or space	- -
30	Parked for longer than permitted	- -
80	Parked for longer than permitted (OFF STREET CAR PARKS)	- -
95	Parked in a parking place for a purpose other than that designated (OFF STREET CAR PARKS)	- -
22	Re-parked in the same parking place or zone within one hour after leaving	Or other such limit, as advertised on signs at the location.

Figure 73 - daily count of grouped contraventions during August 2025 in the trial area

390. There has also been a reduction in this type of contravention, with 22 fewer occurrences during the trial compared to 2024, a decrease of 3%.

391. Similar to the previous group of contraventions, these results suggest that a shift in behaviour away from the more serious contravention types. Motorists are choosing to try and find a legal parking space, but either parking incorrectly (or badly) or for longer than is permitted.

Section summary

1. Reduction in Serious Contraventions

- The trial achieved a **16% reduction in contraventions significantly affecting traffic flow** (e.g., those posing the greatest safety risks). This indicates that the increased penalty charges were effective in deterring the most problematic behaviours targeted by the trial.

2. Behavioural Displacement

- While serious contraventions decreased, there was a **68% increase in contraventions where parking is prohibited or restricted for certain vehicles** (e.g., stopping on bus stops or taxi ranks). These are typically short-term behaviours, suggesting that some motorists shifted from high-risk illegal parking to other forms of non-compliance rather than achieving full compliance.

3. Increase in Misuse of Designated Areas

- Contraventions in areas reserved for authorised users (e.g., permit bays, disabled bays) rose by **16%**. This trend, combined with the reduction in more serious offences, suggests that motorists may have opted for off-street or designated spaces when on-street options were unavailable, reflecting a displacement effect rather than complete behavioural correction.

4. Positive Impact on Payment Compliance

- There was a **10% reduction in paid parking area contraventions for non-payment or overstaying**. This points to improved compliance with payment rules, likely because the increased fines made the risk of non-payment less acceptable compared to the cost of legal parking.

5. Small Improvement in Correct Use of Bays

- Contraventions related to incorrect parking within marked bays decreased by **3%**, suggesting a modest improvement in adherence to car park rules. This supports the idea that the trial encouraged motorists to seek legal spaces, even if some still parked incorrectly.

392. The impact of the trial on these groupings of contraventions can be summarised as follows;

- **Effective in reducing high-risk contraventions:** The trial successfully addressed behaviours that most impact traffic flow and safety.
- **Evidence of behavioural shift rather than full compliance:** Increases in certain contraventions (e.g., misuse of designated areas, short-term stops) indicate that while motorists avoided the most serious offences, some continued to breach rules in less risky ways.
- **Improved payment compliance:** A notable reduction in non-payment and overstaying suggests that higher fines influenced decisions to pay for parking.
- **Further measures needed:** Persistent misuse of designated spaces and displacement behaviours highlight the need for clearer signage, targeted enforcement, and possibly complementary measures (e.g., capacity management).

Comparison area – contravention analysis

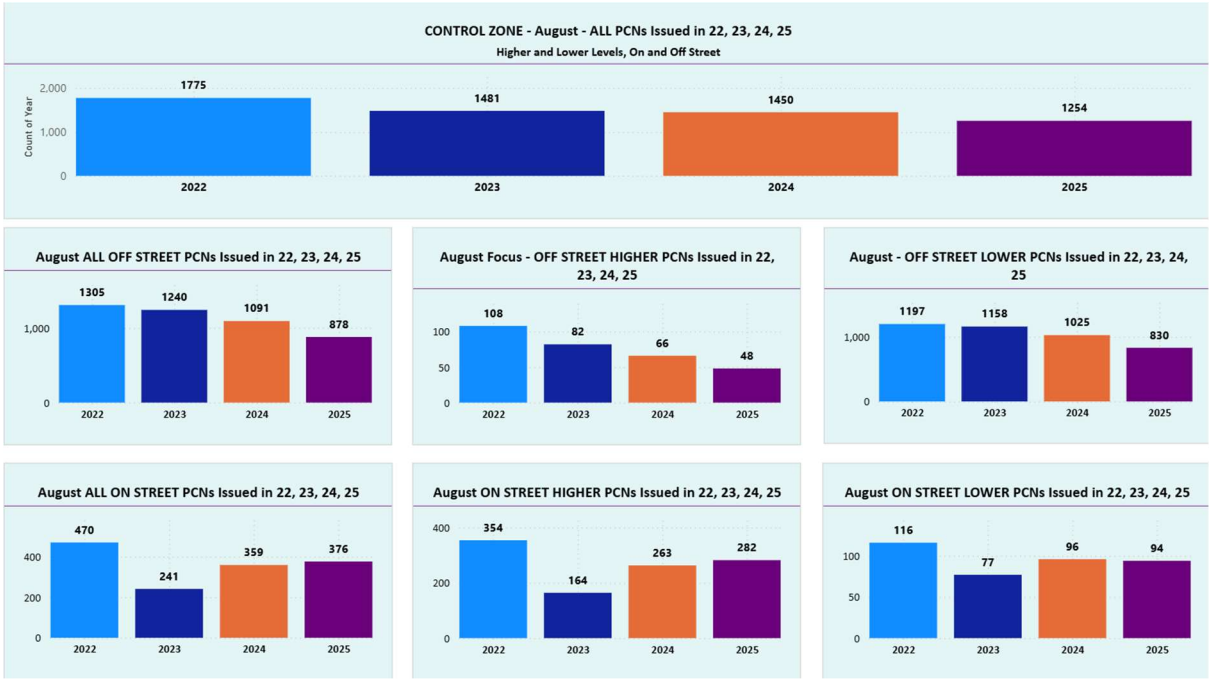
393. The Christchurch area was selected as the comparison zone for the trial. It is within the BCP Council area and shares the same characteristics in terms of being a coastal town with a number of beaches that attract plentiful visitors during hot weather.

394. It would therefore be expected to see similar patterns of contraventions occurring at Christchurch on- and off-street parking locations on days with good weather. However, it is important to note that Christchurch does not have any paid on-street parking, therefore some comparisons with the trial area data are not possible.

395. A lesson learned from this process would be that given more time to prepare for the trial, it would be ensured that the comparison area would be widened to include areas with similar on-street characteristics to the trial area e.g. Poole town centre, or some of the district centres in Poole and Bournemouth.

396. This section of the report will review the results for the comparison area, following the same structure as the preceding section for the trial area. The first set of charts below, shows the total number of PCNs issued in Christchurch during the trial period and the split between higher and lower level contraventions. It includes the data for the three preceding years.

Figure 74 - Total PCNs issued in the comparison area in August (2022 - 2025); on- and off-street; higher and lower level



397. There is a general downward trend over the past four years in total PCNs issued in the Christchurch area. This is reflected in the off-street data, which includes the majority of contraventions, as would be expected in an area that has a number of car

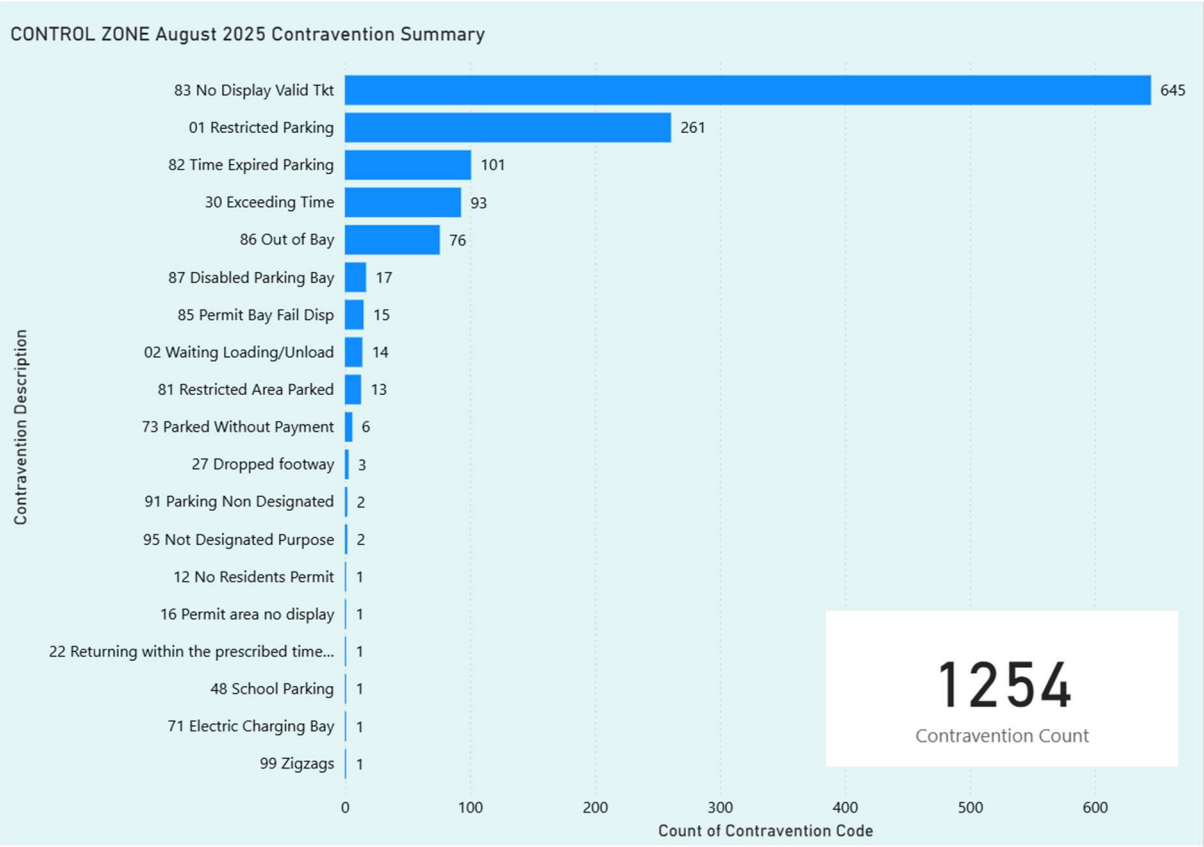
parks providing access to the beach and taking into account the absence of paid on-street parking.

398. As noted earlier in the report, there has been a contrasting trend with on-street contraventions, which have steadily risen overall since a sharp drop in 2023 (likely due to poor weather), with a trajectory to return towards similar levels as 2022. The on-street lower level contraventions are within 2 of the total for 2024.

399. This is helpful in the context of assessing the impact of the trial, as it indicates that the level of financial penalty for on-street PCNs is not acting as a sufficient deterrent in the comparison area against this type of behaviour. The trial area has seen an overall reduction in on-street PCNs, in both the higher and lower level categories.

400. Analysis of the contravention codes illustrates the type of parking behaviour that occurred during the trial. There were a total of 1,254 PCNs issued. The breakdown by contravention code is show below.

Figure 75 - contravention count by type in the comparison area (August 2025)



401. The types of contravention can be summarised to show the comparison with the top five most significant contraventions in the trial area;

- **Code 01 (Double Yellow Lines)** was the most common serious contravention occurring 261 times, representing 21% of the total. This indicates persistent illegal on-street parking. This contravention type accounted for 17% of the total in the trial area.

The lower proportion in the trial area could point to the success of the trial in providing an increased financial deterrent.

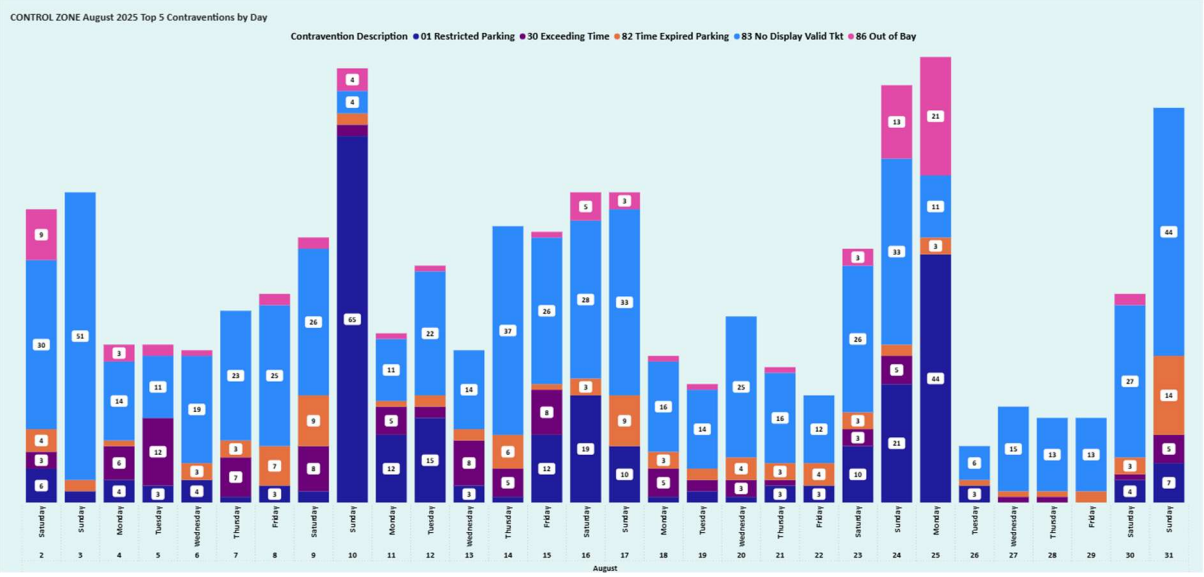
- **Code 83 (No Ticket in Car Park)** accounted for 645 occurrences, representing 51% of the total. This suggests widespread non-compliance with payment requirements. The same contraventions accounted for 22% of the total in the trial area. The significant difference in the proportion of this contravention type between the comparison area and the trial area suggests that the increased financial deterrent has been effective in driving behaviour change. By extension, the absence of the increased fines has enabled the continuation of this behaviour in the comparison area.
- **Code 11 (On-Street No Ticket)** and **Code 06 (Failing to Display)** - comparison with the trial area is not possible for these codes, due to the absence of paid on-street parking in Christchurch. For this reason, additional codes are examined below.
- **Code 02 (Loading Ban)** occurred 14 times, representing 1% of contraventions. The comparative figure for the trial area was 11%. This demonstrates that safety and traffic flow concerns are not a prominent issue in Christchurch and also relates to the difference in on-street parking conditions between the two areas.
- **Code 40 (Parking in Disabled Bay) on-street,** occurred once, representing 1%< of all contraventions. The figure for the trial area was 6%, which indicates this type of behaviour is far less problematic in the Christchurch area.
- **Code 87 (Disabled Parking Bay) off-street,** occurred 17 times or 1% of the total. The equivalent figure for the trial area was also 1%. Taken together with the Code 40 results, it can be concluded that misuse of disabled bays is more problematic in the trial area.

402. The prevalence of some contraventions is higher as a proportion of all contraventions in Christchurch than in the trial area, which warrant examination;

- **Code 82 (Time expired parking)** and **Code 30 (Exceeding time)**, both similar in nature, accounted for 101 and 93 instances respectively, or a combined total of 194, or 14% of all contraventions. The equivalent figures for the trial area were 183 and 220 respectively, amounting to 403, or 7% of all contraventions. This again points to the trial having had a positive impact on this type of behaviour and conversely, the absence of increased fines in the comparison area contributing to the prevalence of motorists taking risks with overstaying.
- **Code 86 (Out of Bay)** occurred 77 times, representing 6% of the total. The trial area figure was 358, or 6% - a similar proportion of total contraventions.

403. The following chart illustrates the correlation between contraventions and the day of the week.

Figure 76 - contravention types by day (August 2025) in the comparison area



404. The data shows that, as expected and in line with the trial area, there is a higher rate of PCN issuance at weekends. It also shows that the Bank Holiday Monday (25 August) saw the highest level of parking contraventions (89). That day was also the hottest day of the Bank Holiday weekend. This mirrors the behaviour seen in the trial area.

405. Similarly, the next highest day for PCN issuance (77) was Sunday 10 August, which again is the same pattern as the trial area. In contrast to the trial area, Sunday 24 August saw a spike in PCN issuance (74). This was over the Bank Holiday weekend and the maximum temperature that day was 24 degrees Celsius, which provides a good explanation for this behaviour. The lack of increased fines in the comparison area could be seen as a contributing factor to the relatively higher frequency of contraventions on this day compared to the trial area.

406. The three hottest days were weekdays; Monday 11 August (28.9 degrees Celsius), Tuesday 12 August (28.7 degrees) and Friday 15 August (27.1 degrees). However, these days did not reach the same level of PCN issuance, further supporting the idea that warm weather at weekends contributes most to parking contraventions.

407. Whilst there are instances of most contravention types on each day, it is clear that Code 01 contraventions occur more frequently on weekends than week days. This is the same pattern as seen in the trial area and would help illustrate that weekend visitors are contributing to the issues.

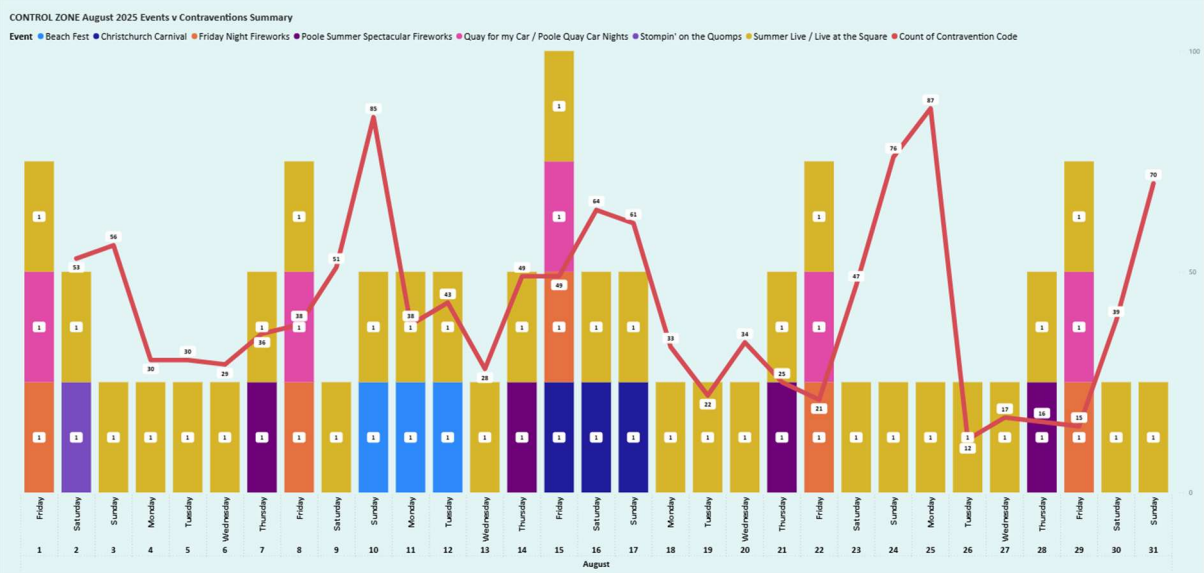
408. Unlike the trial area, where Code 83 (No ticket in car park) occurs more frequently on weekend days or bank holidays, the pattern in Christchurch shows this contravention is a consistent occurrence on weekdays. This could be attributed to two reasons. Firstly, the comparison area in Christchurch is a smaller area, with many car parks providing access to the town centre for shopping. These contraventions could be linked to shoppers paying short visits to the town centre and taking the risk of avoiding enforcement. Secondly, without the factor of increased financial penalties,

motorists in the Christchurch area may have continued to perceive the prevailing level of fine as an acceptable risk.

409. Code 86 (Parking Out of Bay) is not one of the top five contraventions in the trial area, but occurs with the same frequency as a proportion of all contraventions in the Christchurch area. This would be consistent with people visiting the area and either not knowing where to park legally when car parks or full, or choosing to park illegally for convenience.

410. The following chart examines whether there is a correlation between parking contraventions and events that are being held.

Figure 77 - daily contravention count vs events in the comparison area



411. The data suggests a correlation between events and parking contraventions in August 2025 in the comparison area. The Christchurch Carnival took place from Friday 15 to Sunday 17 August. All three days show higher contravention counts relative to days when there are no events, or weekdays. Likewise, Stompin' on the Quomps took place on Saturday 2 August and again there is a peak relative to other days.

412. Interestingly, the three days when the contravention count peaks highest do not coincide with events, but rather with weekend or bank holiday days with hot weather, as noted above. This is consistent with the proposition that hot weather and weekend or Bank Holiday days are the main drivers of visitors to the area and a corresponding increase in parking contraventions.

Section summary

413. How behaviour in the comparison area differs from the trial area can be summarised as follows;

1. **Persistent Non-Compliance in Comparison Area**
    - Christchurch saw **Code 83 (No Ticket in Car Park)** account for **51% of all contraventions**, compared to **22% in the trial area**. This suggests that the absence of increased fines allowed widespread non-payment to continue.
    - **Code 01 (Double Yellow Lines)** represented **21% of contraventions in Christchurch**, versus **17% in the trial area**, indicating that serious on-street contraventions were more prevalent without the deterrent effect of higher fines.
2. **Higher Prevalence of Time-Expired Parking**
    - Codes **82 and 30 (Overstaying)** made up **14% of contraventions in Christchurch**, compared to **7% in the trial area**, showing that the trial reduced risk-taking behaviour around overstaying.
3. **Contravention Patterns on Weekends and Bank Holidays**
    - Both areas saw spikes on hot weekends and Bank Holidays, but Christchurch had **higher contravention counts on certain days** (e.g., 74 PCNs on Sunday 24 August), suggesting that the lack of increased fines contributed to more persistent illegal parking under peak conditions.
4. **Event Influence**
    - Christchurch showed some correlation between events and contravention spikes (e.g., Carnival and Stompin' on the Quomps), whereas the trial area analysis indicated weather and weekends as stronger drivers. This suggests that local events amplify non-compliance where deterrents are weaker.

414. The following conclusions can be drawn on effectiveness of the trial.

1. **Significant Reduction in Serious Contraventions**
    - The trial area saw a marked decrease in **Code 01 contraventions**, while Christchurch experienced a **23% increase** in the same code during the same period. This contrast strongly supports the deterrent effect of higher fines.
2. **Improved Compliance with Payment Rules**
    - **Code 83** contraventions fell by **32% in the trial area**, compared to **15% in Christchurch**, where the absence of increased fines allowed non-compliance to persist. This indicates that the trial successfully influenced behaviour in car parks.
3. **Behavioural Displacement**
    - While serious contraventions dropped in the trial area, some motorists shifted to lower-level breaches (e.g., overstaying or minor payment issues). However, the overall reduction in PCNs and reversal of previous upward trends suggests the trial achieved its primary goal of reducing high-risk behaviour.
4. **Weather and Peak Demand**

- Both areas showed similar weather patterns, yet the trial area recorded fewer PCNs under comparable conditions. This reinforces that the reduction was due to the trial, not external factors like weather.

415. The trial was highly effective in reducing serious contraventions and improving compliance with payment requirements. The Christchurch area's persistent non-compliance and even increases in some serious offences highlight that the existing penalty levels are insufficient as a deterrent. The trial demonstrates that higher fines can significantly influence behaviour, even under peak visitor pressure.

Comparison area – Contravention Code by Date

416. This section examines the behaviour in the Christchurch area in relation to the top 5 most common contraventions for the trial area, as described above. Although the pattern of contraventions is slightly different in the Christchurch area, comparison of the same codes is used for consistency of approach. For clarity, these are;

A. **Code 01** (Restricted Parking)

B. **Code 83** (No Display Valid Ticket) – in car park

C. **Code 11** (Parked without payment) – on street, and **Code 06** (Failing to Display) – no comparison possible due to absence of on-street paid parking in Christchurch

D. **Code 02** (Loading Ban) – on street

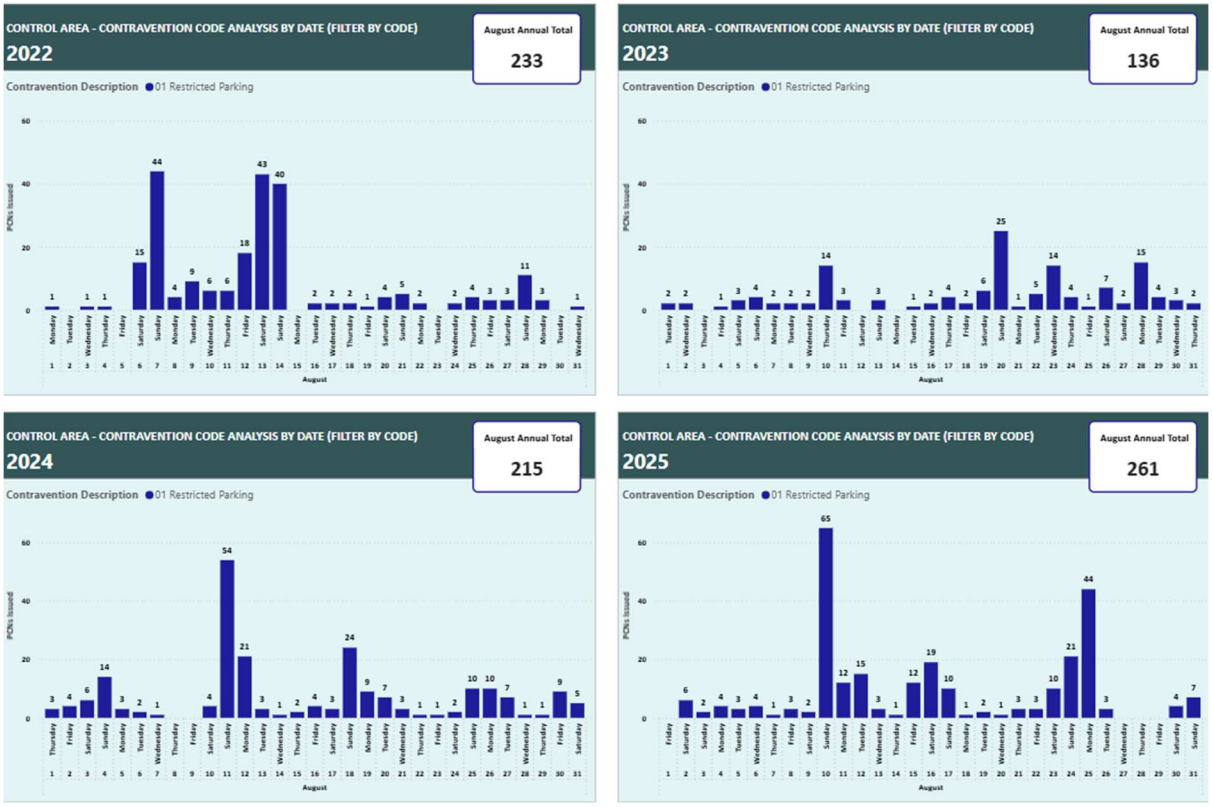
E. **Code 40** (Parked in Disabled Bay) – no meaningful comparison possible, due to very limited on-street parking restrictions in the Christchurch area.

417. There is additional analysis of the following contraventions, due to their increased prevalence in the comparison area;

- **Code 82** (Time expired parking) and **Code 30** (Exceeding time)
- **Code 86** (Out of Bay)

Code 01 (Restricted Parking)

Figure 78 - code 01 daily contravention count in the comparison area (August 2022 - 2025)



418. There was a dramatic reduction in the number of PCNs issued for contravention code 01 across the specified locations in the trial area compared to previous years. This has not been the case in the comparison area. Indeed, in contrast to the overall reduction in PCNs issued in August 2025 compared to 2024, code 01 contraventions have actually increased.

419. There were 46 more such PCNs issued in 2025 compared to 2024, an increase of 21%, in contrast the trial area reduction of 92%. This is compelling evidence for the success of the trial. The absence of the increased financial penalties in the trial area has demonstrated that the existing level of fines is not seen as a sufficient deterrent to illegal parking.

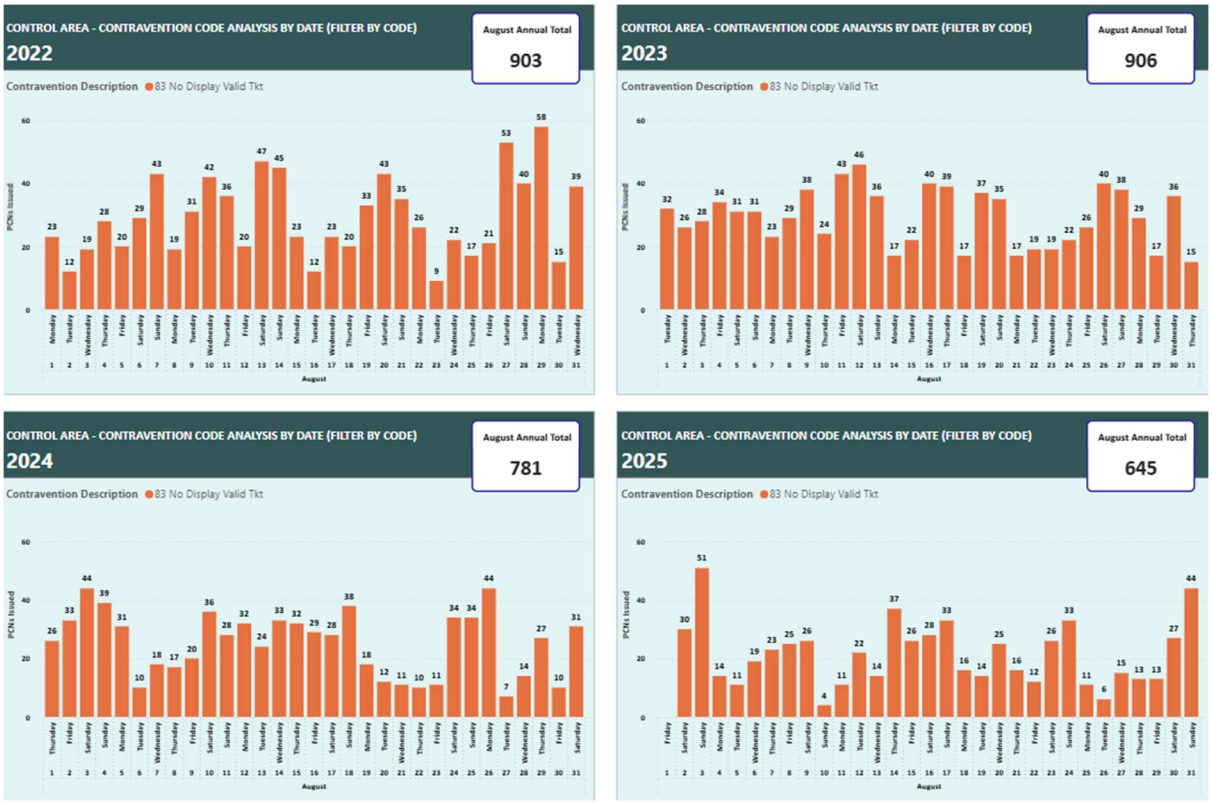
420. There are two noticeable spikes in code 01 contraventions, on Sunday 10 August (65) and Monday 25 (44), which was the Bank Holiday Monday. The maximum temperature on those days was 23.6 degrees Celsius and 24.7 degrees Celsius respectively, two relatively hot days.

421. The hottest days in August 2025 were Monday 11 (28.9 degrees) and Tuesday 12 (28.7 degrees). There were no PCNs issued for Code 01 on the Monday and just one on the Tuesday in the trial area, but 12 and 15 respectively in the comparison area.

422. These results suggest that the trial has had a positive impact on improving parking behaviour in the trial area, due to the contrasting results with the comparison area, where expected patterns of parking contravention have continued in the absence of increased financial penalty.

Code 83 (No Display Valid Ticket)

Figure 79 - code 83 daily contravention count in the comparison area (August 2022 - 2025)



423. There has been a noticeable reduction in the number of Code 83 PCNs issued in the Christchurch area during the trial, compared to August 2024, although this does follow the trend of the previous years.

Table 20 - percentage change in code 83 contraventions in the comparison area (August 2022 -2025)

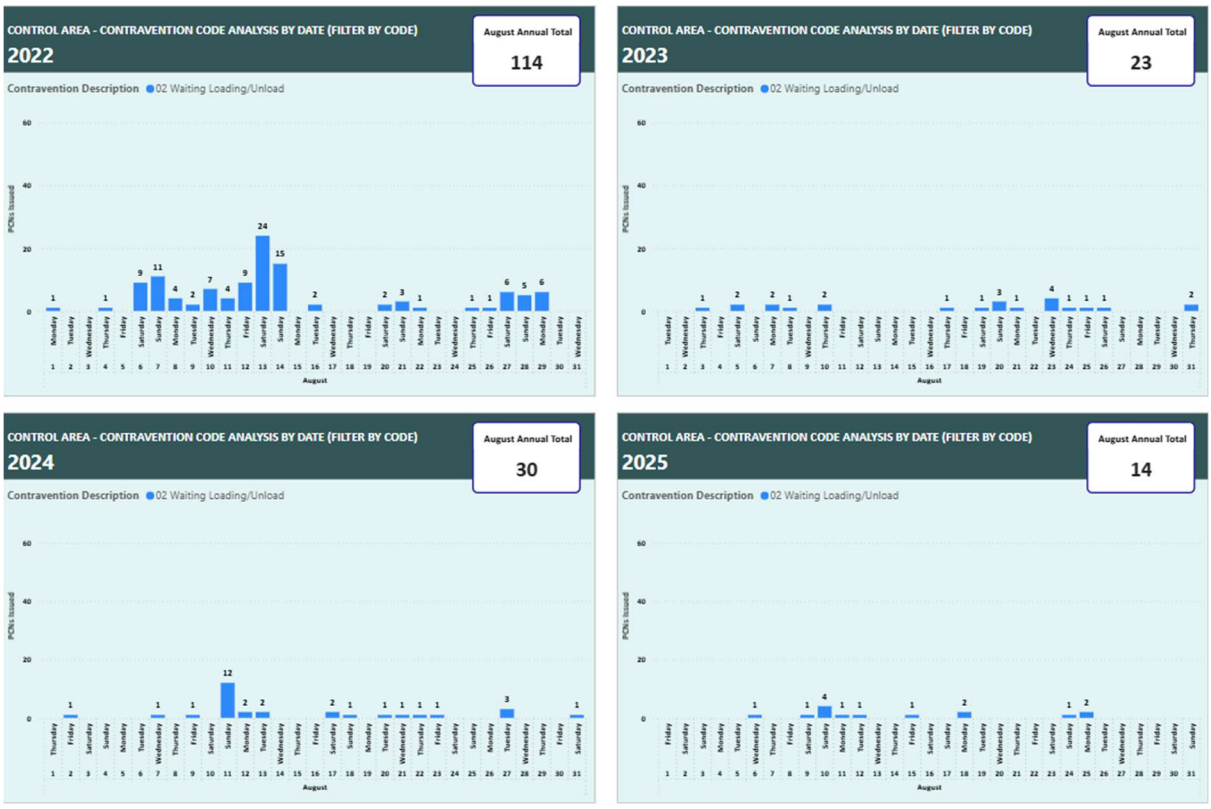
Year	Contravention Count (comparison)	Percentage change	Contravention Count (trial)	Percentage Change
2022	903		307	
2023	906	+ 3%	374	+ 22%
2024	781	- 14%	477	+ 28%
2025	645	- 17%	323	- 32%

424. The level of reduction is very similar from 2024 to 2025 as that seen from 2023 to 2024. By comparison, the level of reduction seen in the trial area from 2024 to 2025 was 32%, almost double the amount.

425. This, taken alongside the previous trend of increases of over 20% in the two previous years in the trial area, shows that the trial has been successful in delivering a significant change of behaviour in relation to code 83 contraventions. It is important in this context to note the similarity in the weather, insofar as there is no argument that different weather conditions could have been a factor.

Code 02 (Loading Ban)

Figure 80 - code 02 daily contravention count in the comparison area (August 2022 - 2025)



426. There has been a decrease in the number of PCNs issued for Code 02 during August 2025 compared to August 2024, of 53%.

427. This is a greater rate of reduction compared to the results in the deep dive locations in the trial area, which saw an overall reduction of Code 02 PCNs of 20%.

Code 82 (Time Expired Parking)

Figure 81 - code 82 daily contravention count in the comparison area (August 2022 - 2025)

428. There was a reduction in Code 82 contraventions in 2025 of 37, or 27%, continuing the downward trend from previous years.

429. This type of contravention occurs more often on weekend days, but there are instances on almost every day.

Code 30 (Exceeding Time)

Figure 82 - code 30 daily contravention count in the comparison area (August 2022 - 2025)

430. There was a small reduction in contraventions of just two compared with 2024 and the pattern of behaviour over the last four years suggests that there will continue to be a recurrence of these contraventions at a similar level moving forward. It could be suggested that increased fines would bring about improvements here, but that the current level of financial penalty is not a sufficient deterrent.

Section Summary

431. How behaviour in the Christchurch area differs from the trial area can be summarised as follows;

1. **Serious Contraventions Persist in Comparison Area**

    - Code 01 (Restricted Parking) increased by **21%** in Christchurch during August 2025, while the trial area saw a **92% reduction**. This contrast strongly indicates that the absence of increased fines in the comparison area allowed high-risk behaviour to continue.

2. **Payment-Related Non-Compliance**

- Code 83 (No Display Valid Ticket) accounted for a large share of contraventions in Christchurch (645 instances in 2025), despite a 17% reduction from 2024. In the trial area, the same contravention fell by **32%**, almost double the rate of reduction in the comparison area. This suggests that higher fines in the trial area were more effective in deterring non-payment.

3. **Persistent Time-Expired Parking**

    - Codes 82 and 30 (overstaying contraventions) remain common in Christchurch, with only modest reductions (27% for Code 82 and negligible change for Code 30). This indicates that the standard penalty level does not sufficiently discourage overstaying behaviour.

4. **Loading Ban Contraventions**

    - Code 02 decreased by 53% in Christchurch, which is a greater reduction than the 20% seen in the trial area. This suggests that factors other than the trial (e.g., enforcement or traffic patterns) influenced this behaviour.

432. The following conclusions can be drawn on the effectiveness of the trial;

1. **Strong Deterrent Effect for Serious Contraventions**

    - The trial achieved a dramatic reduction in Code 01 contraventions (92%), compared to an increase in the comparison area. This demonstrates that higher fines were highly effective in reducing dangerous on-street parking.

2. **Improved Compliance with Payment Rules**

    - Code 83 contraventions fell by 32% in the trial area, reversing previous upward trends. This suggests that the increased penalty charges successfully influenced behaviour in car parks.

3. **Behavioural Displacement**

    - While serious contraventions dropped, some motorists may have shifted to lower-level breaches (e.g., overstaying or minor payment issues). However, the overall reduction in PCNs and reversal of previous upward trends indicates the trial met its primary goal of reducing high-risk behaviour.

4. **Weather and External Factors Controlled**

    - Both areas experienced similar weather conditions, yet the trial area recorded fewer PCNs under comparable circumstances. This reinforces that the observed changes were due to the trial rather than external factors.

433. The trial was highly effective in reducing serious contraventions and improving compliance with payment requirements. The comparison area's persistent non-compliance and even increases in some serious offences highlight that the existing penalty levels are insufficient as a deterrent. The trial demonstrates that higher fines can significantly influence behaviour, even under peak visitor pressure.

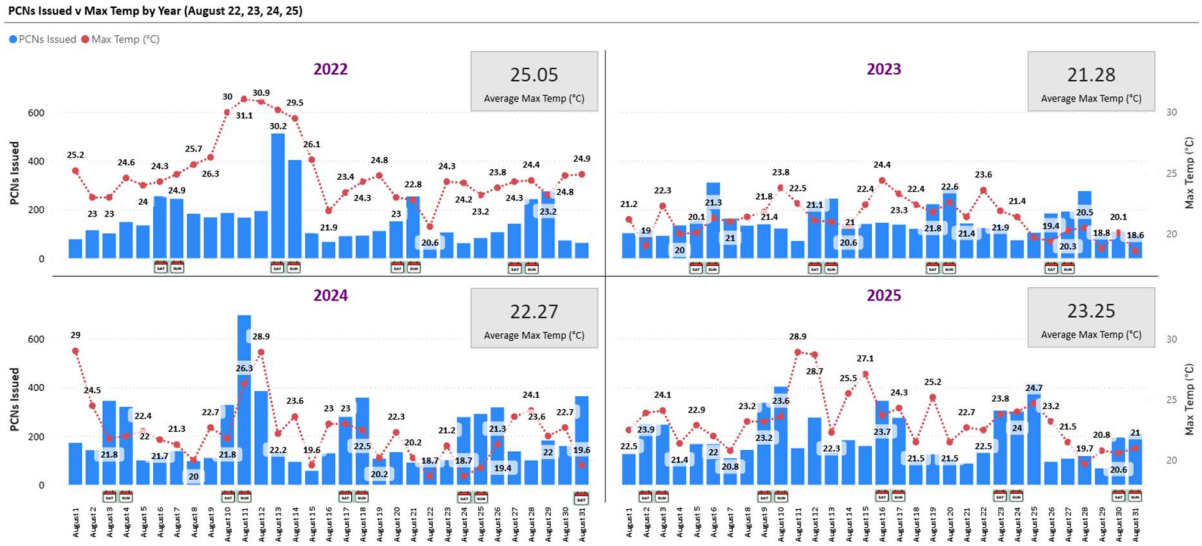
Bank Holiday parking behaviour

434. Parking issues are historically more prevalent on the Bank Holiday weekend in the BCP area, as this is a time that attracts visitors.

435. The charts below set out the comparison of PCN issuance over the August Bank Holiday weekend from 2022 to 2025. The maximum temperature chart is also shown again to provide context to the data.

Figure 83 – PCN issuance on August Bank Holiday weekend in the trial area (2022 – 2025)

Figure 84 - daily PCN count in the trial area in August (2022 - 2025) vs maximum temperature



436. In contrast to the overall trend for the trial of a decrease in PCNs, the 2025 August Bank Holiday weekend has seen an increase in total PCNs issued. There were 128 more PCNs issued in total compared to 2024, representing an increase of 13%. This is broadly reflective of the general trend of year to year increases since 2022, taking into account the impact of cooler, wetter weather in 2023.

437. This increase was driven by on-street contraventions, which went up from 511 in 2024 to 664, a 30% increase which outweighed the small decrease in off-street contraventions from 477 to 452 (5% drop).

438. Interestingly, the increase has been concentrated in the higher level category, with a 150% increase in off street and a 50% increase in on street contraventions.

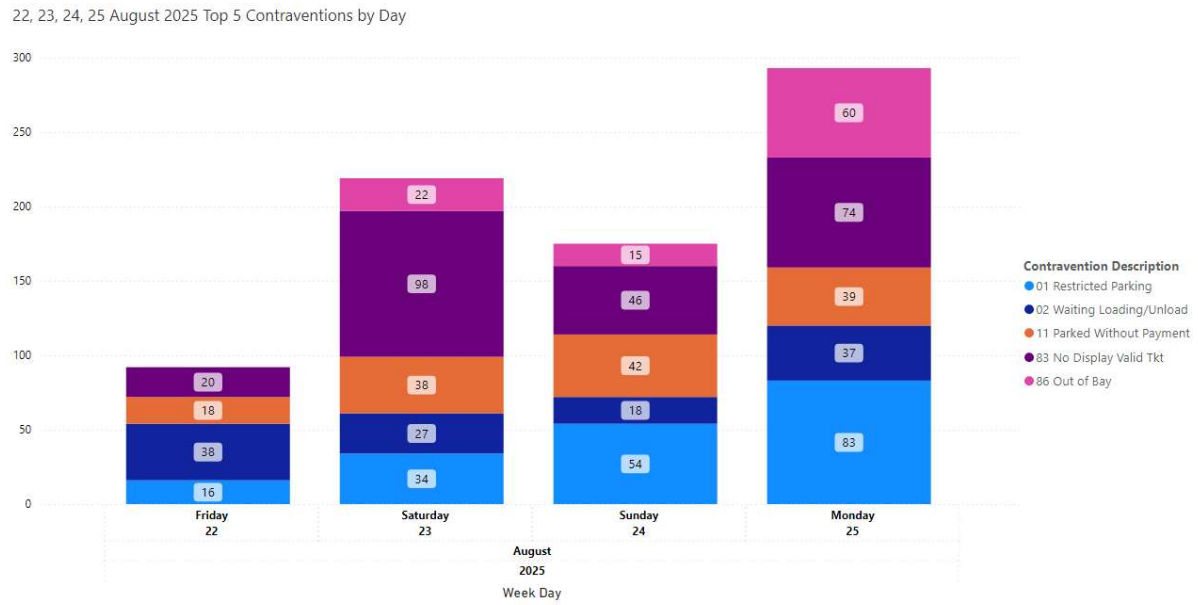
439. The increase can likely be explained by the impact of the weather. Temperatures over the bank holiday weekend were higher in 2025 than 2024. It also rained on three of the days in 2024, whereas 2025 was completely dry.

Table 21 – Bank Holiday weather conditions in the BCP area (August 2024 vs August 2025)

Bank Holiday weekend	Max. Temp (2024)	Rainfall (2024)	Max. Temp (2025)	Rainfall (2025)
Friday	21.2	18mm	22.5	0
Saturday	18.7	11.7mm	23.8	0
Sunday	19.4	2.5mm	24	0
Monday	21.3	0	24.7	0

440. The chart below shows the most prevalent contravention types over the August 2025 Bank Holiday weekend.

Figure 85 - top 5 contraventions by day over the August Bank Holiday 2025

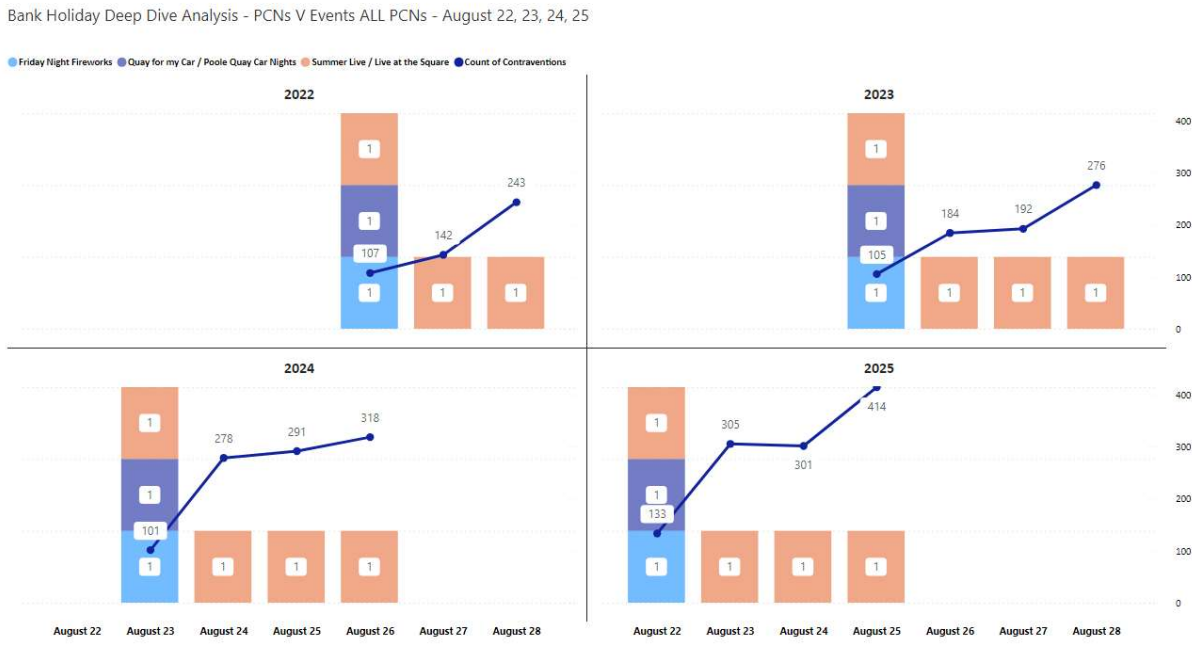


441. The pattern is consistent with parking behaviour on hot days. Saturday 23 and Monday 25 were the two hottest days of the weekend and saw the most parking contraventions, with Monday having both the highest temperature and highest incidence of contraventions.

442. Notably, there were a high number of Code 86 (Out of Bay) contraventions on the Monday, which is indicative of motorists encountering full car parks and “creating their own space”.

443. Examination of the events taking place over the Bank Holiday weekend shows that the parking behaviour is unlikely to have been influenced by a specific event.

Figure 86 - PCN issuance vs events taking place on the August Bank Holiday weekend (2025)



444. On the days (Saturday to Sunday) in 2024 and 2025 when the highest instances of parking contravention took place, the only event taking place was “Summer Live at the Square” in Bournemouth. This is a free, family-friendly event held in Bournemouth Square during the summer months. It typically runs from mid-July to late August and provides activities for families as part of the seasonal tourism offer. Unlike, for example, the Bournemouth Air Show it is not considered to be the type of standalone event that would attract larger than usual number of visitors and therefore could not be said to be an influence on parking behaviour.

Bank Holiday parking behaviour – comparison area

445. This section examines the pattern of parking behaviour in the comparison area over the Bank Holiday weekend.

446. The charts below show the analysis of PCN issuance in Christchurch over this weekend.

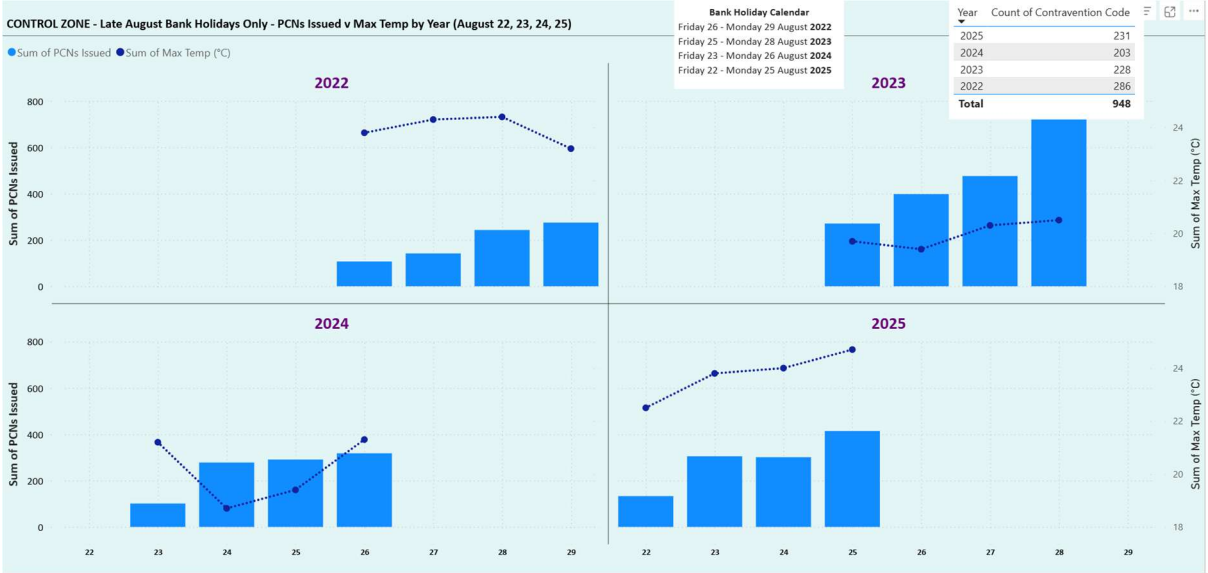
Figure 87 - PCN issuance on August Bank Holiday weekend in the comparison area (2022 – 2025)

447. In contrast the overall trend for Christchurch of declining numbers of PCN issuance over the last four years, the number of PCNs issued over the 2025 August Bank Holiday actually increased. There were 28 more PCNs issued during the trial compared to the 2024 August Bank Holiday, an increase of 14%.

448. The results show that this is driven by a sharp increase in on-street higher level contraventions, with 56 more than 2024, an increase of 224%.

449. Analysis of the weather shows that this appears most likely to have been driven by the much warmer, drier weather over the August 2025 Bank Holiday compared to 2024.

Figure 88 - daily PCN count in the comparison area on August Bank Holiday weekend (2022 - 2025) vs maximum temperature

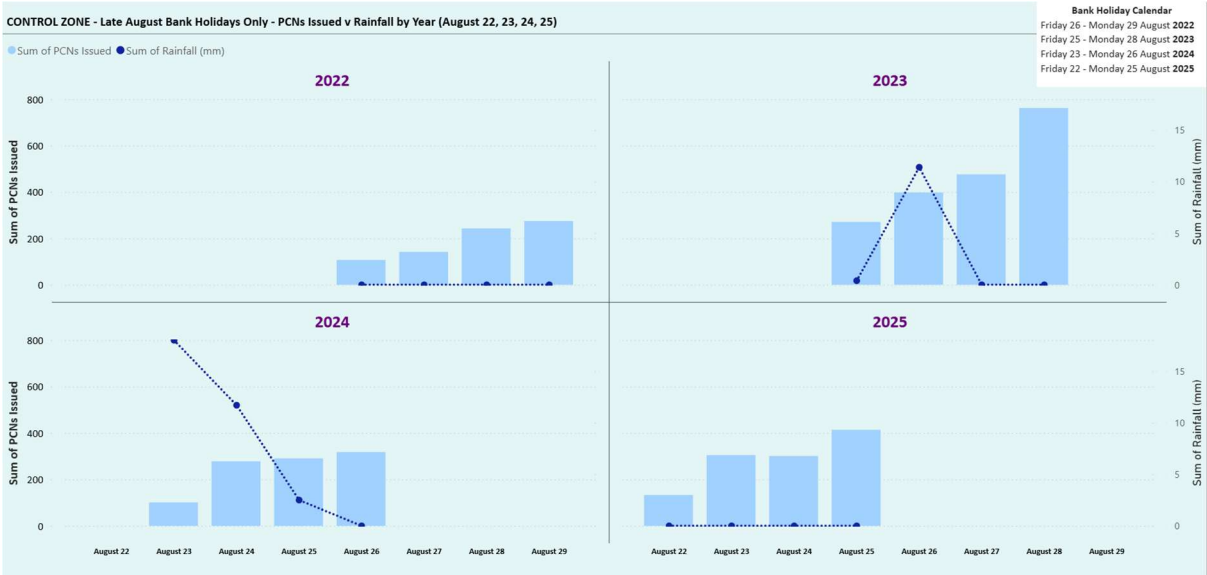


450. The warmest day of the weekend in 2024 was Sunday 26 with a maximum temperature of 21.3 degrees Celsius and 318 PCNs issued.

451. By contrast, Sunday 25 was the warmest day at 24.7 degrees Celsius, more than 3 degrees warmer, which resulted in 414 PCNs being issued, 96 more than 2024.

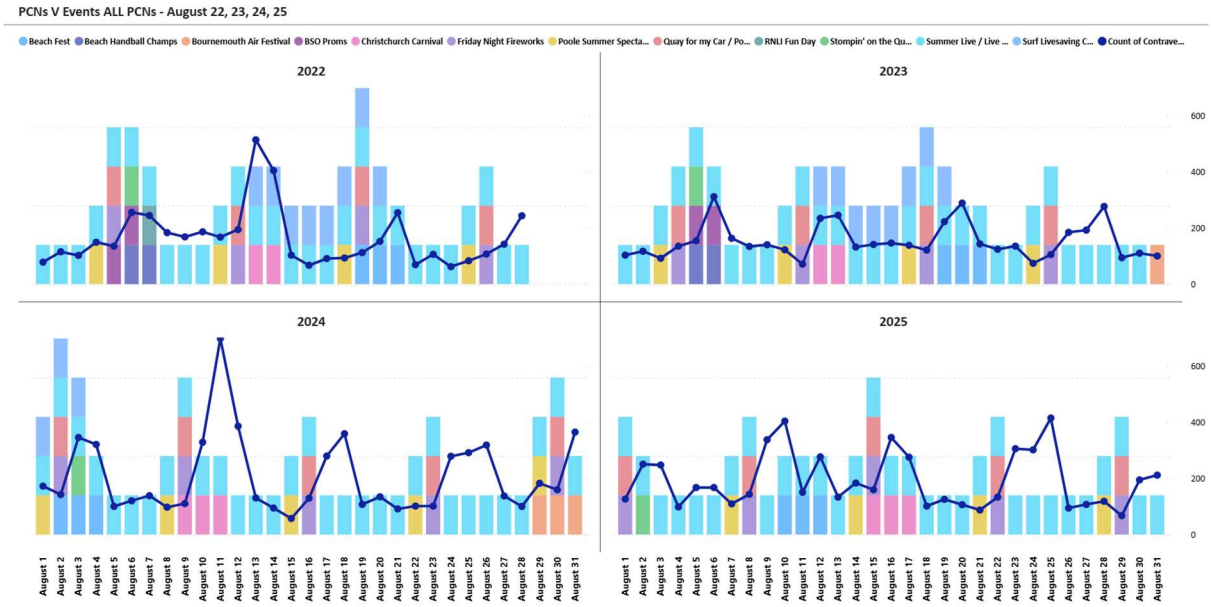
452. Furthermore, the 2024 Bank Holiday included three days of rain, compared to none in 2025.

Figure 89 - daily PCN count in the comparison area on August Bank Holiday weekend (2022 - 2025) vs rainfall



453. Taking a look at the events taking place over the weekend, the chart below includes all events in August from 2022 to 2025.

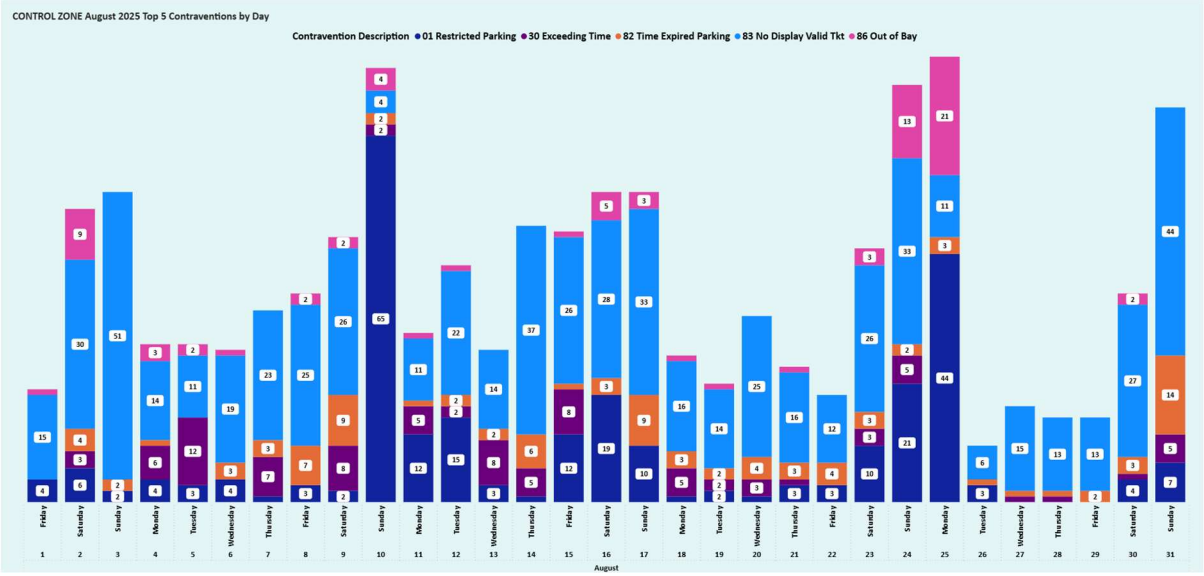
Figure 90 - PCN issuance vs events taking place on the August Bank Holiday weekend (2025)



454. There are two events specific to Christchurch; Christchurch Carnival (August 15-17 2025) and Stompin' on the Quomps (August 2 2025), neither of which coincided with the Bank Holiday weekend and therefore could not have impacted on parking behaviour.

455. Looking at the pattern of contraventions for the Christchurch area over August 2025 helps to show the type of behaviour associated with the Bank Holiday weekend.

Figure 91 - top 5 contraventions by day in the comparison area (August 2025)



456. The data shows an overall PCN increase: there was a 14% rise in total PCNs issued on the August 2025 Bank Holiday compared to 2024, driven mainly by on-street contraventions.

- **Code 86 – Out of Bay**: This was particularly high on **Monday 25 August**, the hottest day of the weekend. It could indicate motorists creating their own spaces when car parks were full.
- **Code 01 – Restricted Parking**: Common across the weekend, reflecting pressure on on-street spaces near the seafront.
- **Code 83 – No Valid Ticket in Car Park**: Persistent in off-street locations, suggesting non-payment or confusion over tariffs.
- **Code 02 – Loading Ban**: Present in town centre streets, showing short-term illegal stops for convenience.
- **Code 40 – Disabled Bay Misuse**: Occurred but in smaller numbers, consistent with national trends of misuse under high demand.
- **Saturday 23 & Monday 25 August** saw the highest contravention counts, correlating with the hottest and driest conditions.

457. Contraventions were concentrated in coastal car parks and adjacent roads, where capacity constraints were most acute.

458. The data suggests that **capacity pressure and hot weather were the primary drivers of illegal parking behaviour**. While the trial reduced overall contraventions in August, Bank Holiday demand overwhelmed deterrent effects, leading to:

459. Increased **serious contraventions** (e.g., Code 86 and Code 01) when availability of legal spaces were under increased strain.

460. Persistent **payment-related contraventions** (Code 83 and Code 11) in car parks.

Section Summary

- **Persistent Pressure Despite Trial**
  Unlike the overall trend of reduced PCNs during August 2025, the Bank Holiday weekend saw an **increase of 128 PCNs compared to 2024**, representing a **13% rise**. This indicates that extreme visitor pressure during peak periods can override the deterrent effect of higher fines.
- **On-Street Contraventions Driving the Increase**
  The rise was driven by **on-street contraventions**, which increased by **30%** (511 → 664), while off-street contraventions fell slightly by **5%**. This could suggest that when car parks reach capacity, motorists revert to high-risk on-street parking despite increased penalties.
- **Concentration in Higher Level Contraventions**
  The increase was concentrated in **higher level PCNs**, with a **150% rise off-street and 50% rise on-street**, pointing to persistent serious contraventions under peak demand conditions.

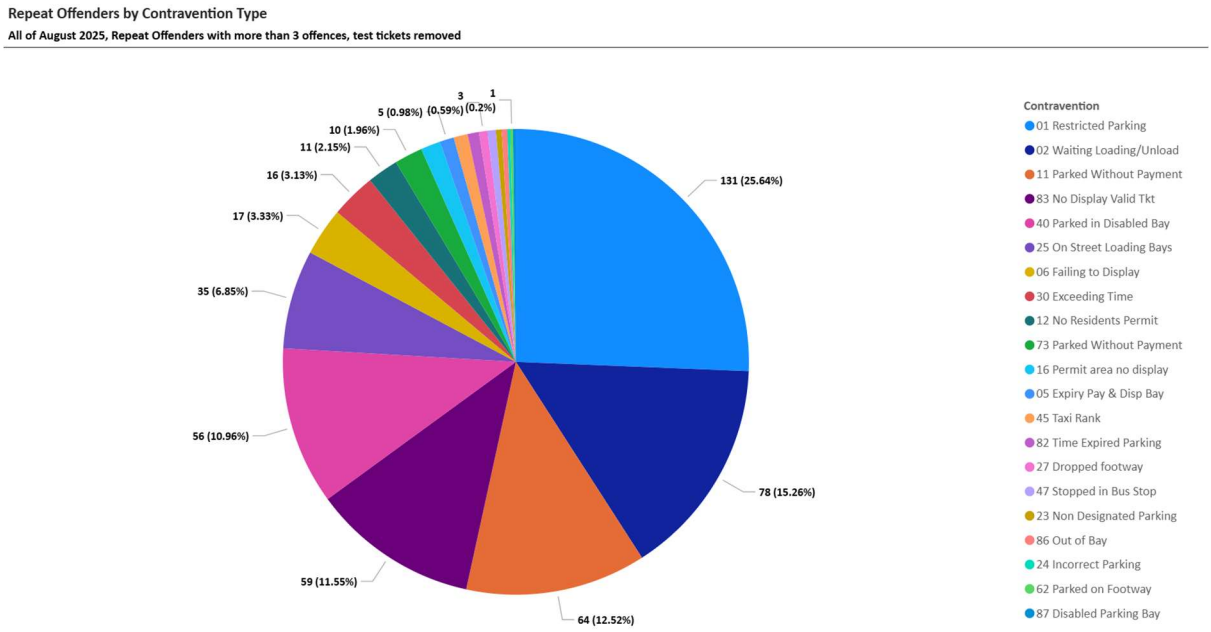
- **Weather as a Key Driver**
  Temperatures during the 2025 Bank Holiday were significantly higher than in 2024, and rainfall was absent compared to three wet days in 2024. This strongly suggests that favourable weather amplified visitor numbers and parking pressure, outweighing the deterrent effect of higher fines.
- **Contravention Patterns Reflect Capacity Issues**
  High numbers of **Code 86 (Out of Bay)** contraventions on the hottest day (Monday 25 August) indicate that motorists encountering full car parks created their own spaces, reinforcing the link between capacity constraints and illegal parking behaviour.
- **Events Not a Significant Factor**
  Analysis shows that no major events coincided with the Bank Holiday weekend, meaning the spike in contraventions was driven primarily by weather and visitor demand rather than event-related traffic.

Repeat offender behaviour

461. Analysis has been undertaken to examine the impact of the trial on repeat offender behaviour.

462. The following chart shows a breakdown of contravention types associated with repeat offenders with more than three contraventions during the trial period.

Figure 92 - repeat offenders by contravention type



463. The most common contraventions, each with more than 10% of the total number are;

- 01 (Restricted Parking) – 26%
- 02 (Loading Ban) – 15%
- 11 (Parking without Payment) – 13%
- 83 (No Display Valid Ticket) – 12%
- 40 (Parked in Disabled Bay) – 11%

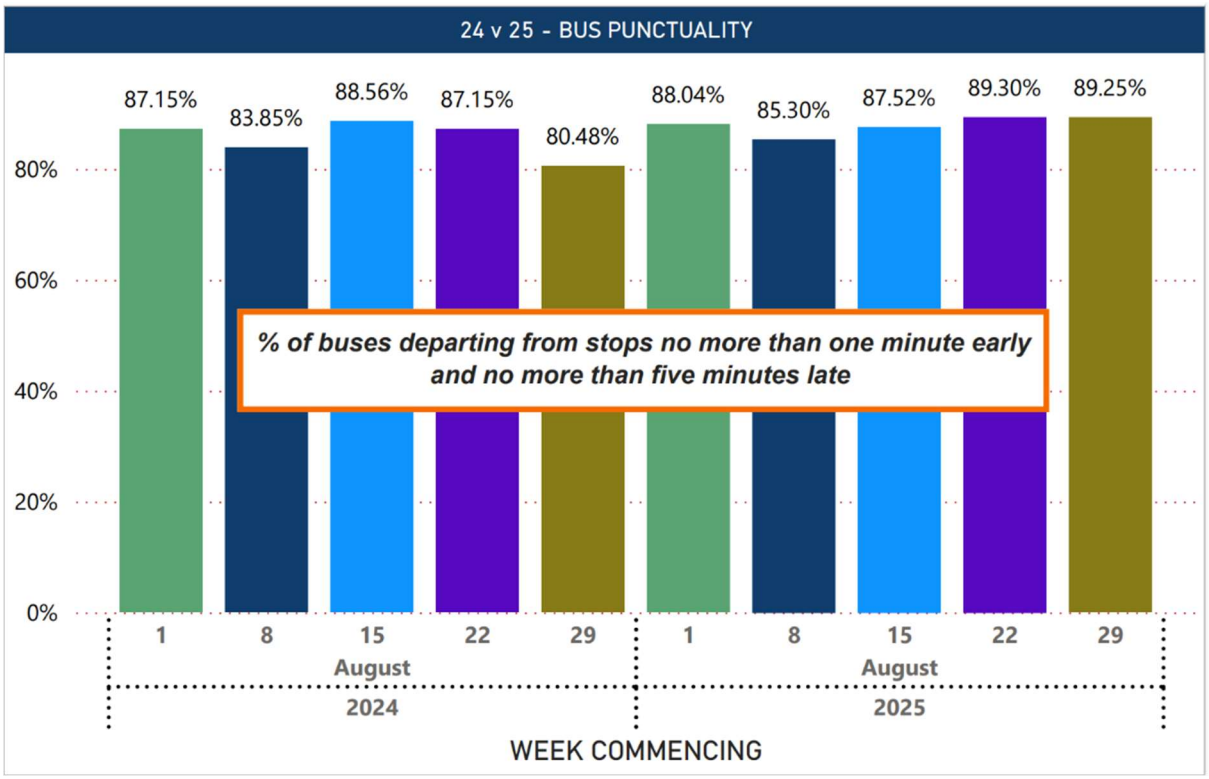
464. This pattern is consistent with the top five contravention types across the whole trial. The total number of contraventions committed by repeat offenders during the trial was 511, accounting for 8.6% of all contraventions.

Public Transport

465. One of the key features of problem parking in the BCP area has been the impact on public transport services. This section examines a selection of key metrics to compare the impact of the trial with August 2024. It is worth repeating that the weather conditions in August 2024 and 2025 were very similar, which makes this a useful comparison.

466. Firstly, the table below compares bus punctuality, which is defined as the percentage of buses departing from stops no more than 1 minute early and no more than 5 minutes late.

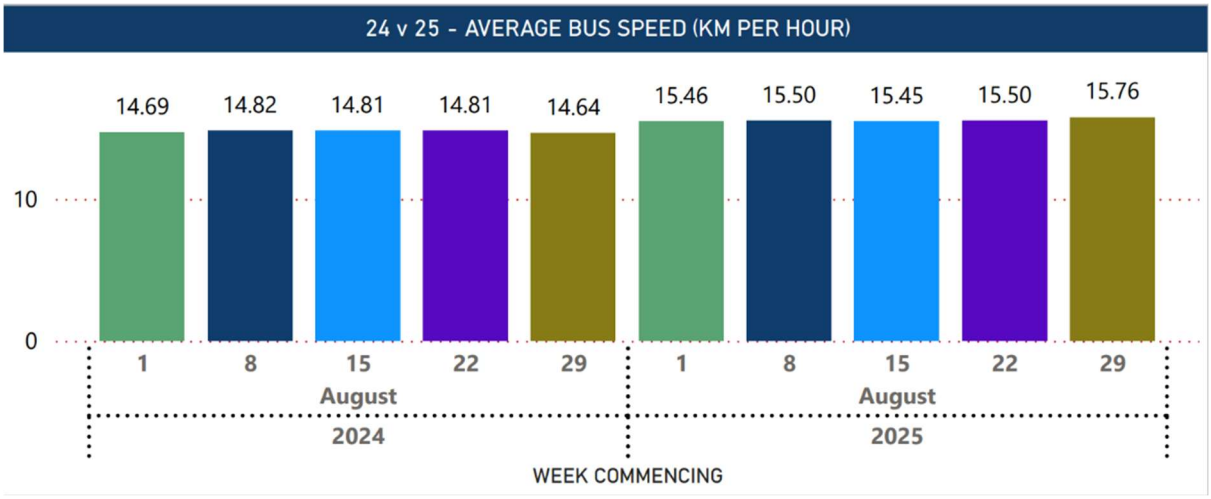
Figure 93 - bus punctuality, August 2024 vs August 2025



467. The data shows that there has been an overall improvement in bus punctuality during the trial compared to August 2024. Four of the five weeks show improvements, with the exception of week commencing 15 August, which was just over 1 percentage point worse in 2025. There was a very significant improvement in the final week of 2025, which was almost 9% better than 2024, however this should be taken in the context of there having been a Bournemouth Air Show during that week of 2024, whereas there was no Air Show in 2025.

468. The next chart looks at average bus speeds during the same time period.

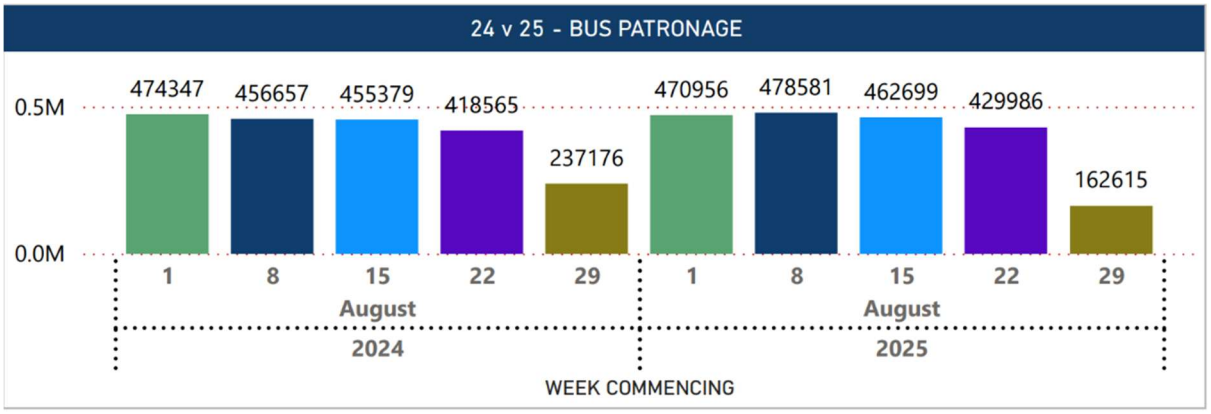
Figure 94 - average bus speed (km/h) August 2024 vs August 2025



469. Again, the results show improved bus speeds during the trial period compared to August 2024. Speeds are better in every week, which points to the trial having had a positive impact on the type of parking behaviour that most affects bus performance.

470. Finally, in relation to bus performance, the following chart looks at bus patronage figures for August 2024 and 2025.

Figure 95 - bus patronage (passenger totals) August 2024 vs August 2025)

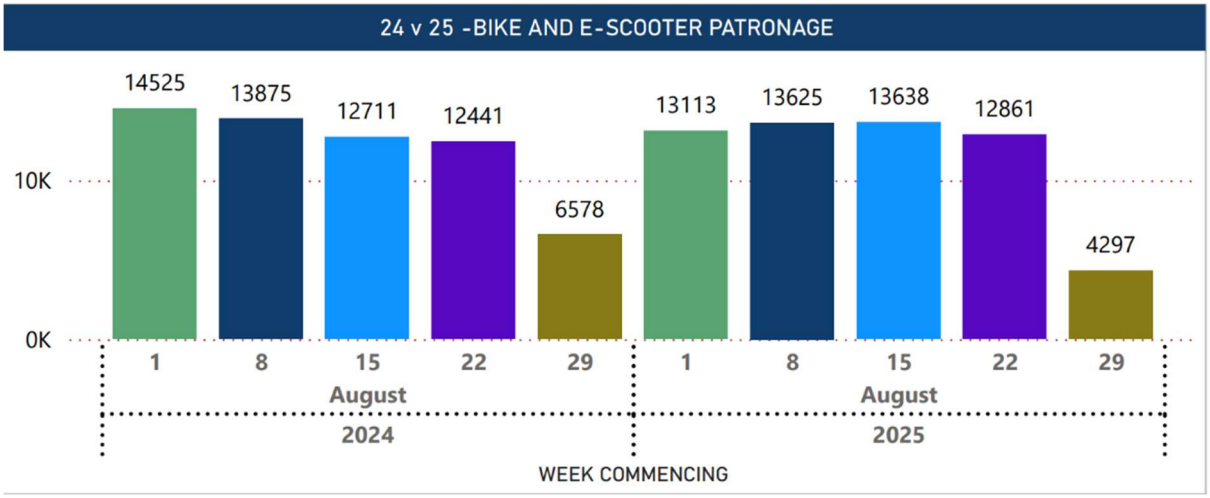


471. Figures were similar for the first week, with 2024 being slightly higher, but the next three weeks show that bus patronage was higher during the trial. The final week (three days: 29, 30 and 31 August) figures for 2024 were much higher than 2025, but again, this is most likely explained by there being an Air Show in 2024.

472. In general, whilst not conclusive, the bus performance data supports the position that the trial has been successful in improving the more serious types of parking contravention that have historically impacted negatively on public transport and road safety.

473. The next chart shows Beryl bike and e-scooter patronage over the same August 2024 and August 2025 period.

Figure 96 - bike and e-scooter patronage (August 2024 vs August 2025)



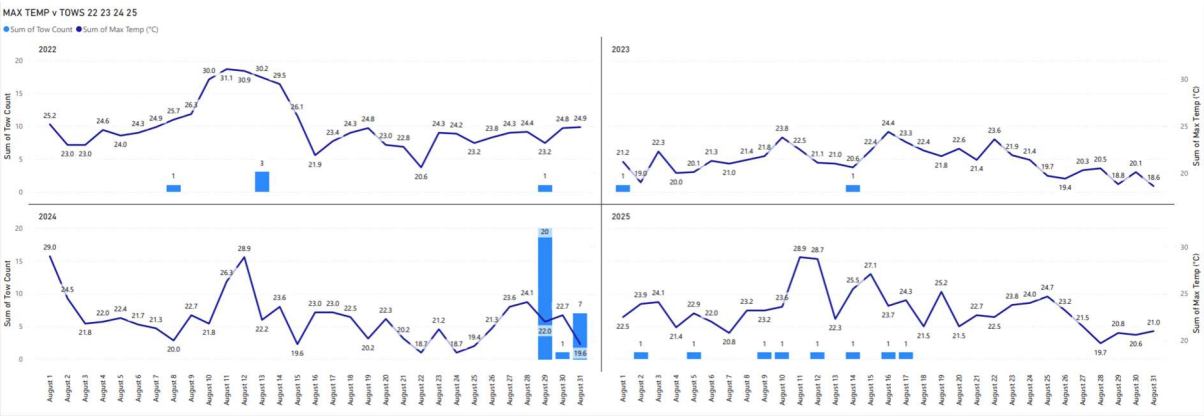
474. The results are mixed. Patronage was higher in 2024 for 3 of the 5 weeks, although the impact of the Air Show in 2024 again explains the scale of the difference in the final week. It is difficult to draw any meaningful conclusions from this data on the impact of the trial in relation to bringing about any modal shift.

Towing analysis

475. Examination of the data relating to the number of vehicles towed away during the trial is of limited use.

476. The first chart below shows the number of vehicles towed daily during the month of August from 2022 to 2025, overlaid with the maximum temperature on each day.

Figure 97 - daily count of towed vehicles in the trial area (August 2022 – 2025) vs maximum temperature



477. There were very few vehicles towed in 2022 and 2023 which does not show any obvious correlation with hot weather. Similarly, it is not possible to demonstrate any correlation between weather and towing during the trial period. There were a total of 8 vehicles towed during the trial and never more than one per day, with no obvious link to weather.

478. Cost saving measures were introduced by BCP Council in 2023 and 2024, meaning that towing was only carried out in absolute necessity due to the high costs involved. This was reversed at the end of August 2024. Bournemouth Air Show was considered exceptional circumstances due to increased visitor numbers and greater safety concerns.

479. Whilst there were a significant number of vehicles towed in 2024, 28 in total, these all took place from Thursday August 29 to Saturday August 31, when the weather was not unusually warm compared to the rest of the month.

480. These dates coincided with the Bournemouth Air Show, as shown in the chart below, which offers a clear explanation for the concentrated spike in activity.

Figure 98 - daily count of towed vehicles in the trial area (August 2022 – 2025) vs events

481. It should be noted that whilst there was an Air Show in 2023, it ran from August 31 to September 3 and so any towing activity for the final three days is not included in the chart.

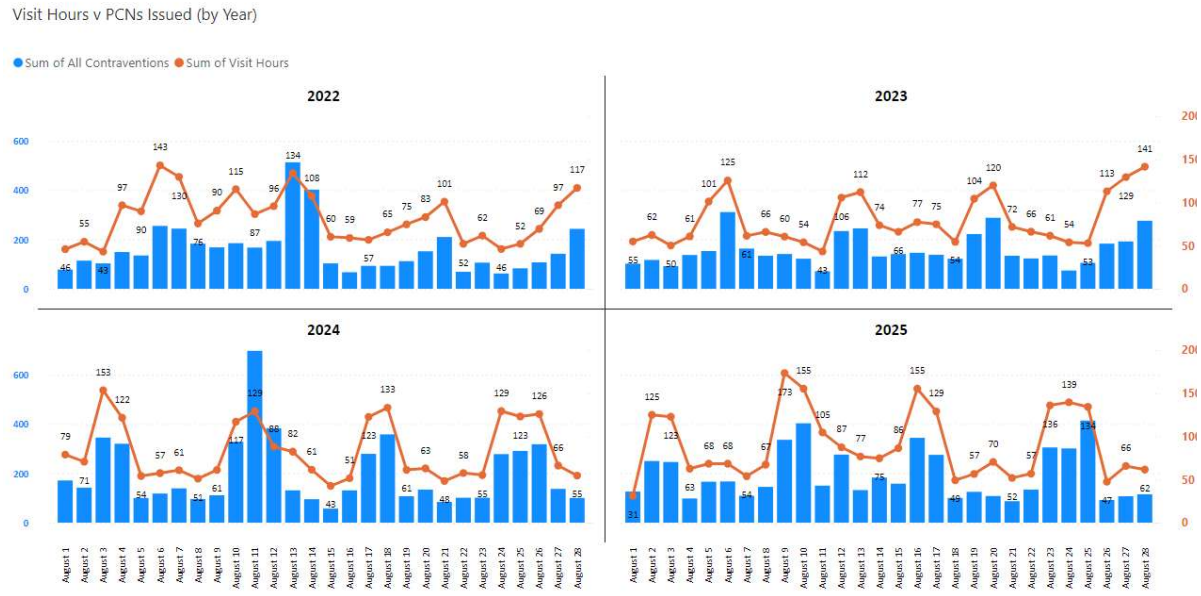
482. Likewise, the Air Show in 2022 took place from September 1 to 4 inclusive. There was no Air Show in 2025.

Civil Enforcement Officers

483. A relevant consideration for the results of the trial is to establish whether there has been any change in the approach of Civil Enforcement Officers (CEOs).

484. For example, the high profile nature of the trial could have had an impact on the frequency of visits to different locations, the level of diligence of CEOs, or the number of CEOs deployed by BCP Council. Any significant changes of this type could be considered to have had an impact on the reliability of the data as a true measure of the impact of the trial.

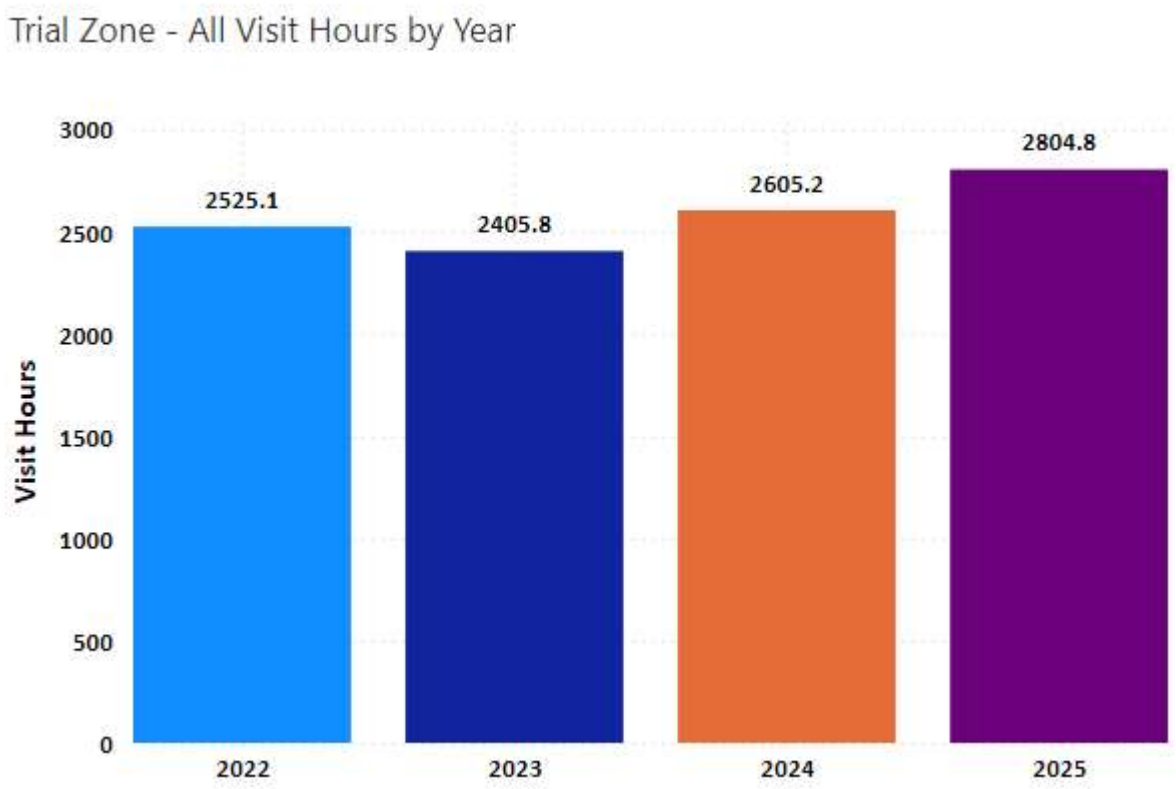
Figure 99 - CEO visit hours vs PCNs issued in the trial area, by day (August 2022 - 2025)



485. The chart above shows the number of PCNs issued on a daily basis in each August from 2022 to 2025 and the corresponding number of CEO visit hours on those days.

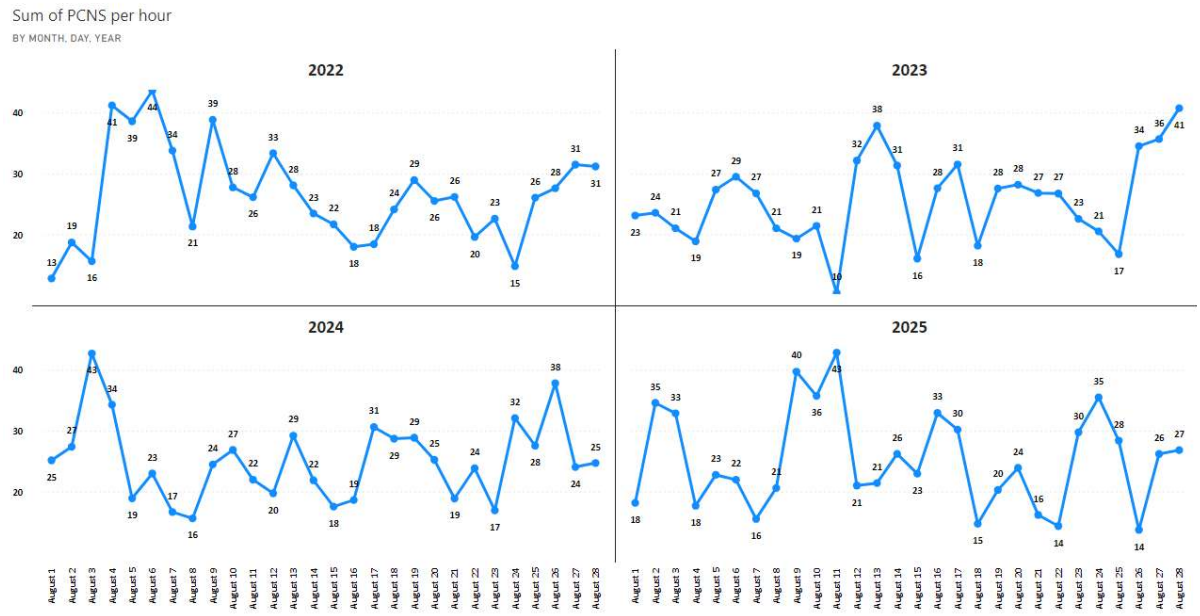
486. The total number of visit hours in shown in the next chart. It shows that there were 200 more CEO visit hours in 2025 compared to 2024. Across 31 days in August, this represents an increase of 6 hours and 26 minutes per day. This is broadly equivalent to one extra officer per day and could be explained by a lower incidence of sickness this year.

Figure 100 - total CEO visit hours in the trial area in August (2022 – 2025)



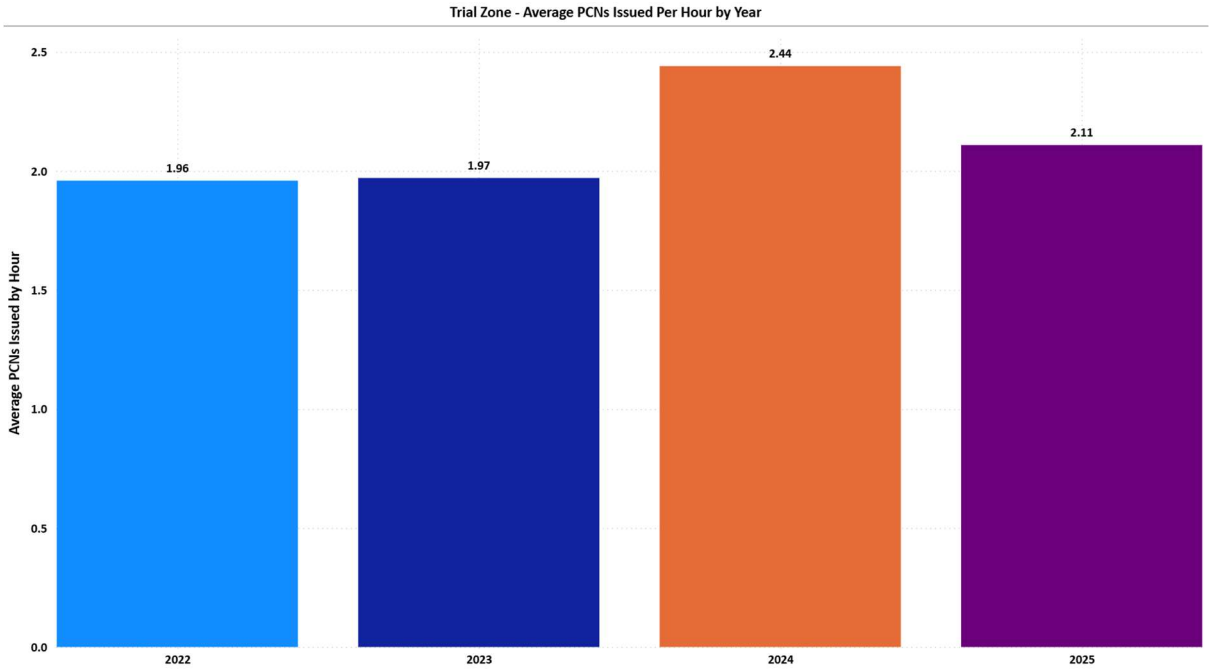
487. The next chart shows the sum of PCNs issued per hour, again on a daily basis during the month of August from 2022 to 2025.

Figure 101 – PCNs issued per hour, daily count (August 2022 – 2025)



488. The chart below show the average of the total number of PCNs per hour for each August.

Figure 102 - average PCNs issued per hour in the trial area (August 2022 - 2025)



489. The data shows that there has been a decrease in the number of PCNs issued per hour during the trial compared with August 2024 and that the average is consistent with previous years.

490. This illustrates that in spite of the small increase in number of CEO hours per day in 2025, with approximately one more CEO working each day, there was still a reduction in PCN issuance.

491. This demonstrates that the trial had a positive impact on parking behaviour and that the reduction in PCN issuance could not be attributed to any changes in behaviour within the BCP Council parking service, which might have been arguable had there been a reduction in the number of CEO hours worked.

Section Summary

- **Slight Increase in CEO Hours Did Not Drive Results**
  CEO visit hours in August 2025 were **200 hours higher than in 2024**, equivalent to roughly one extra officer per day. Despite this increase, PCN issuance fell overall. This indicates that the reduction in PCNs cannot be attributed to increased enforcement presence alone.

- **PCNs Issued per Hour Declined**
  The average number of PCNs issued per hour during the trial was **lower than in August 2024** and consistent with previous years. This suggests that even with slightly more enforcement time, fewer contraventions occurred, reinforcing that the trial influenced driver behaviour rather than enforcement intensity.

- **No Evidence of Over-Enforcement**
  The data shows that the trial did not rely on aggressive enforcement to achieve results. Instead, the deterrent effect of higher penalties appears to have driven compliance, as PCN issuance decreased despite similar or slightly increased CEO activity.

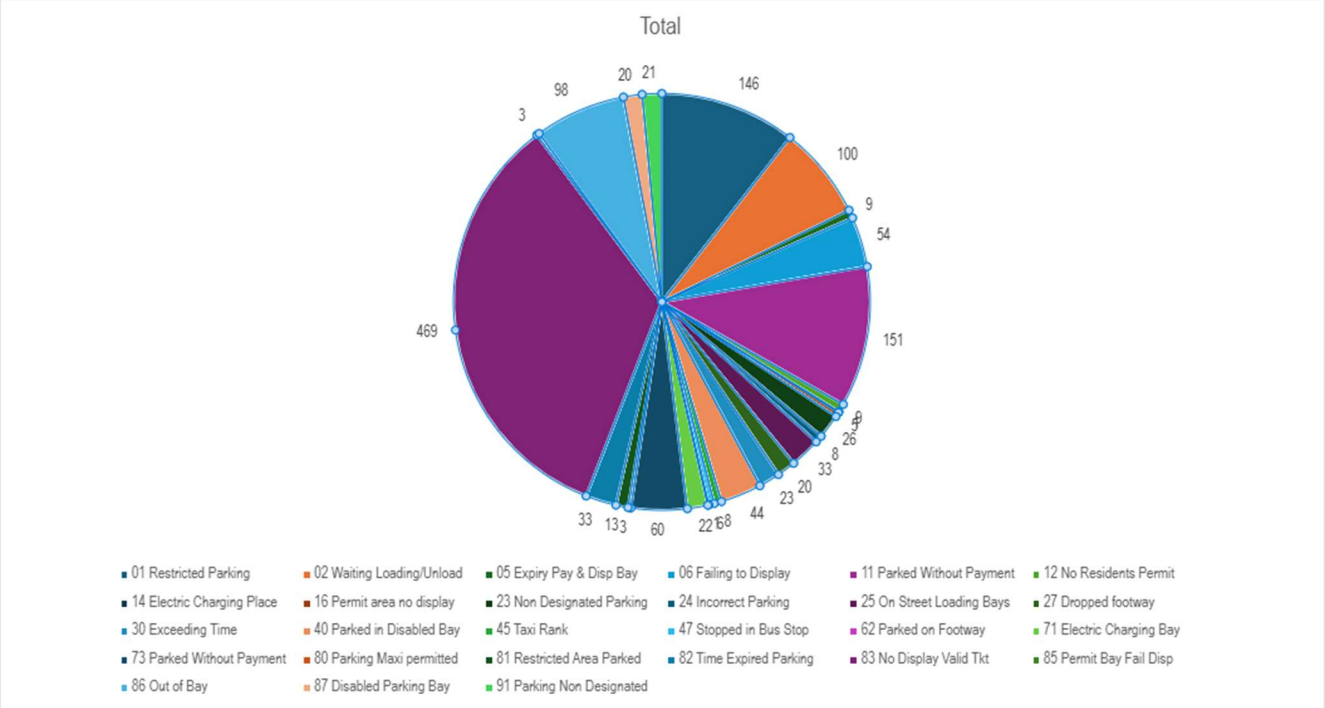
- **Consistency with Previous Years**
  Patterns of PCNs per hour align with historic averages, suggesting that CEO behaviour remained broadly consistent and did not distort the trial outcomes.

- The evidence strongly supports that **CEO behaviour did not materially influence the trial results**. The observed reduction in PCNs is attributable to the increased penalty charges rather than changes in enforcement strategy or intensity.

Rates of challenge

492. Analysis has been undertaken to review the rate of challenges received by those in receipt of a PCN during the trial.

Figure 103 - PCNs challenged by contravention type



493. In total, 1,386 challenges were received from a total of 5,931 PCNs issued; a challenge rate of 23%.

494. 469 challenges related to not displaying a valid ticket, equating to 34% of the total.

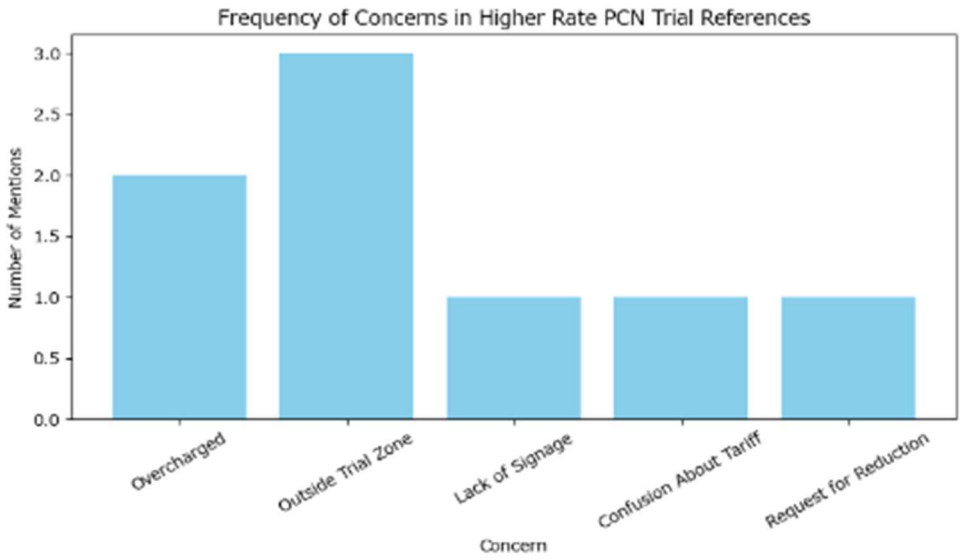
495. The next highest categories were 151 (11%) for parking without payment and 146 (10%) for parking in restricted parking.

496. These outcomes are consistent with trends prior to the trial, suggesting that the trial has not generated an unusual rate of challenge. This could support the hypothesis that the increased level of fine is not seen as excessive.

497. This is further supported by analysis of the comments received within challenges. Only 8 of the 1,386 made any mention of the increased rate trial as part of their reasoning for challenging.

498. The main concerns raised in reference to the higher rate PCN trial include being overcharged due to the location being outside the designated trial zone (3), lack of clear or visible signage about the increased penalty (1), confusion about the correct tariff (1), and requests for refunds or reductions to the standard rate (1). Most felt that their circumstances do not match the intended targets of the trial (4).

Figure 104 – frequency of concerns raised by type in PCN challenges

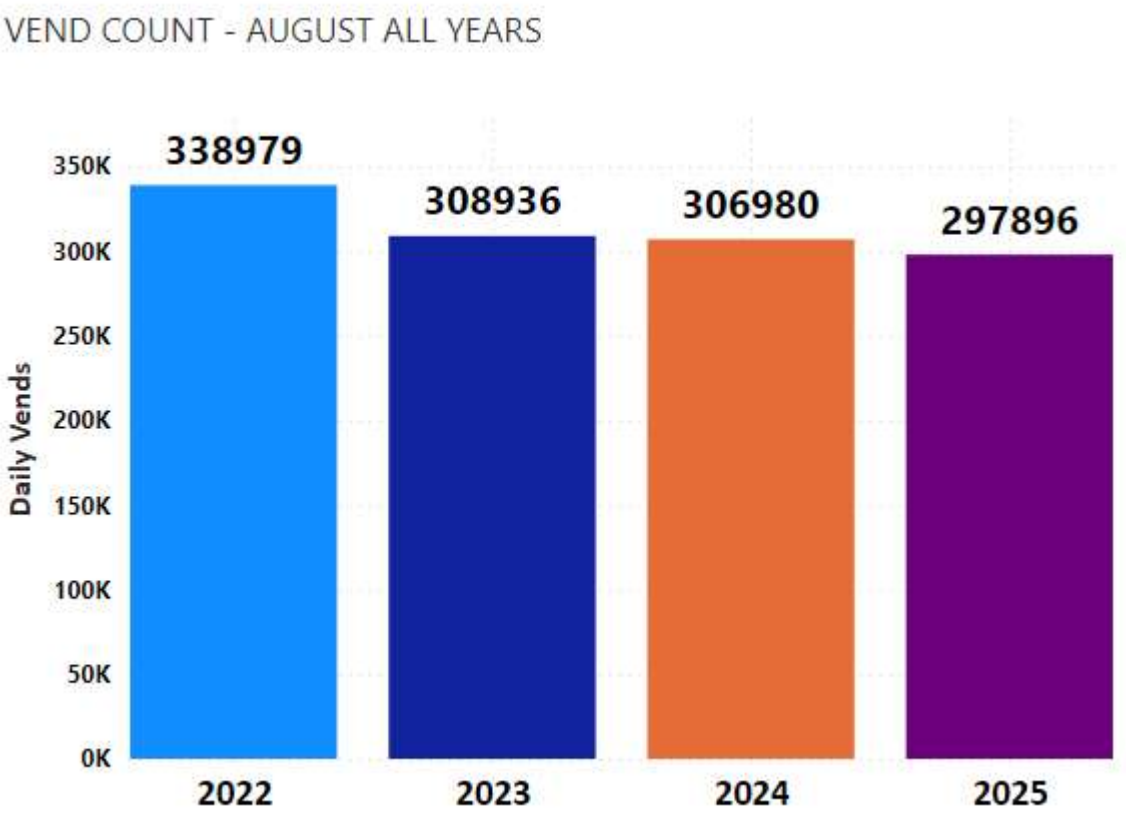


Vends analysis

499. A key consideration for the trial is whether or not the increase in level of fines for illegal parking would bring about an unintended consequence of putting visitors off from visiting the BCP area.

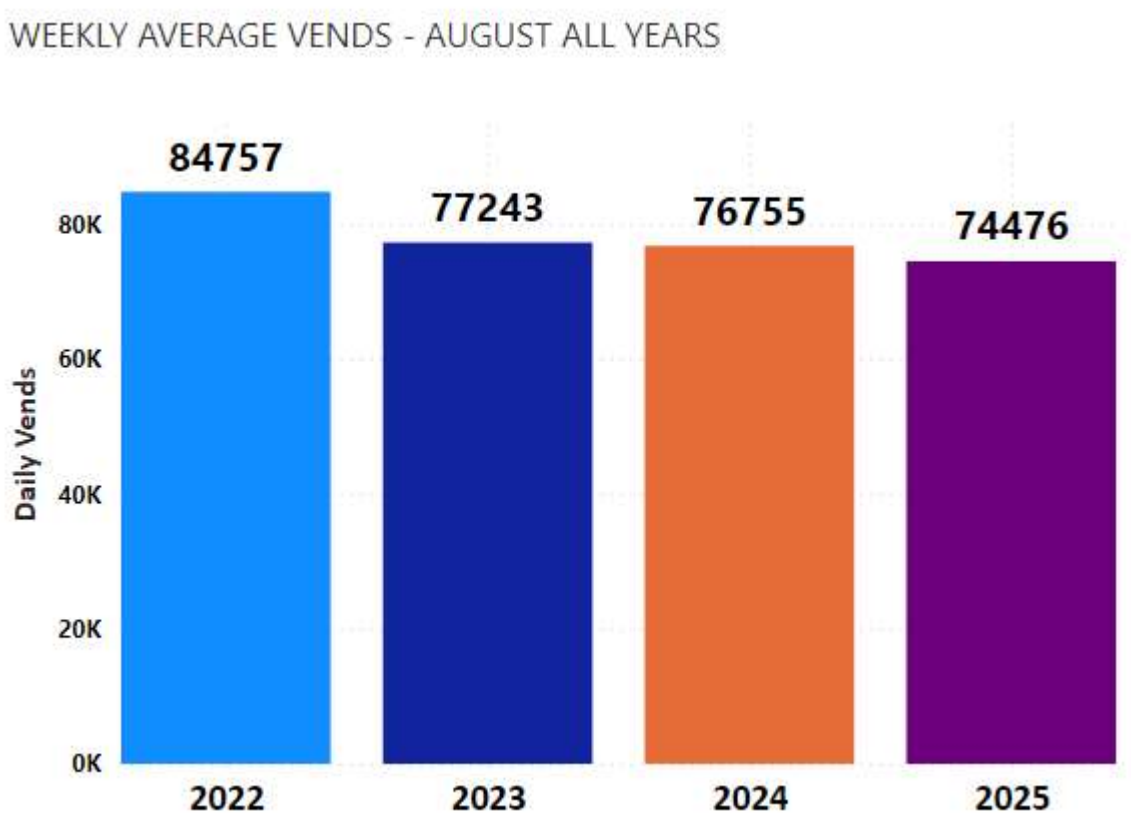
500. The chart below sets out the annual vend count in the trial area from 2022 to 2025. The overall picture shows a gradual downward trend in this four year period.

Figure 105 – total vends in the trial area (August 2022 – 2025)



501. The next chart sets out the weekly average vends for the trial area over the same period of time.

Figure 106 – weekly average vends in the trial area (August 2022 – 2025)



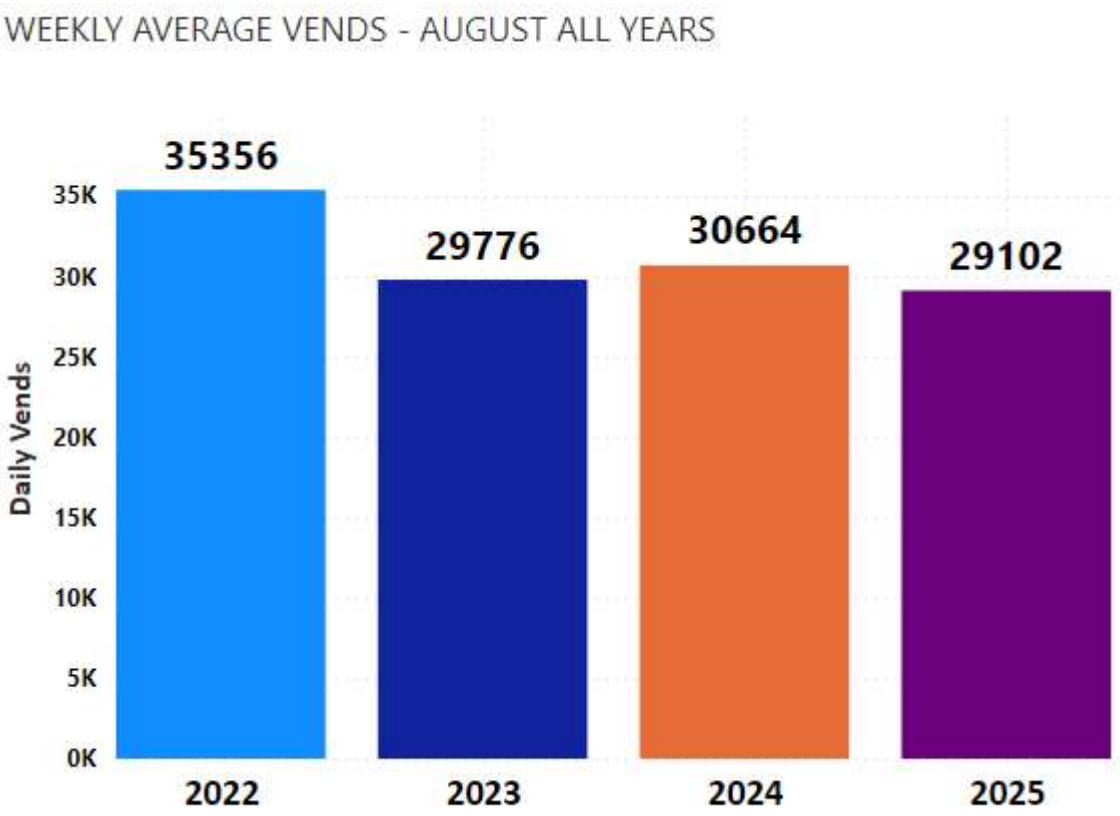
502. The rate of decrease in vends in 2025 is consistent with the trend over the previous years, which would suggest that the trial itself has not had a negative impact on numbers of visitors. It may instead point to an increasing trend in the number of people choosing to find a legal, free parking space and walk further to their destination.

503. Part of the reason for this may be linked to the rate of increase in parking charges for using paid on or off street parking in the area.

504. Comparison with the area of Christchurch shows the same pattern. Vends have gradually decreased, in keeping with the pattern from preceding years.

Figure 107 - total vends in the comparison area (August 2022 – 2025)

Figure 108 - weekly average vends in the trial area (August 2022 – 2025)



Section Summary

- **No Evidence of Negative Impact on Visitor Numbers**
  The data shows that the decline in vends during 2025 aligns with the downward trend observed in previous years. This suggests that the trial did not deter visitors from coming to the BCP area. If the trial had discouraged visits, we would expect to see a sharp drop in vends compared to prior years, which is not the case.

- **Trend Likely Driven by Broader Behavioural Changes**
  The consistent decline across multiple years points to a structural shift in visitor parking behaviour rather than an effect of the trial. Visitors may increasingly prefer free, legal parking options and are willing to walk further to their destination. This indicates that the trial's increased fines did not create an unintended consequence of reducing overall visits but may have reinforced compliance with paid parking rules.

- **Influence of Rising Parking Charges**
  Rising parking tariffs could be contributing to the gradual decline in vends. This

means that while the trial did not negatively impact visitor numbers, the overall cost of parking may be influencing decisions to seek alternative parking options.

- **Christchurch Area Comparison Supports Conclusion**
  Christchurch, used as the comparison area, shows the same pattern of declining vends over the same period. This reinforces the view that the trend is not specific to the trial zone and is likely driven by external factors such as pricing and visitor behaviour rather than the increased penalty charges.

505. The trial appears to have had no adverse effect on visitor numbers or parking demand, as evidenced by stable trends in vends consistent with previous years and mirrored in the comparison area. The decline is more plausibly linked to broader behavioural changes and rising parking costs rather than the increased PCN levels.

Stakeholder feedback

506. Stakeholder feedback was collected to gather views on the trial using an online form. The form was accessible via the BCP Council website and widely promoted through social media channels.

507. There were a total of 616 responses received, which have been categorised as follows;

Category	Count	Percentage
Supporting the Increased Rate PCN Trial	366	59%
Opposing the Increased Rate PCN Trial	107	17%
Undecided or Mixed Views	55	9%
Other Feedback, Suggestions, and comments on the trial	53	9%
Not Relevant to the Increased Rate PCN Trial	35	6%
Total	616	100%

508. Overall there was good support for the trial with 59% in favour, 17% against and 9% being undecided or having mixed views.

509. Feedback has been broken down by types of respondent to understand any differences depending on whether respondents were residents of BCP or not, if they received a PCN during the trial, or if they represented a business.

Category	Count	Percentage

Supporting the Increased Rate PCN Trial	340	60%
Opposing the Increased Rate PCN Trial	95	17%
Undecided or Mixed Views	51	9%
Other Feedback and Suggestions, and comments on trial	52	9%
Not Relevant to the Increased Rate PCN Trial	26	5%
Total	564	100%

510. Respondents with a BH postcode (i.e. residents of the BCP area) were slightly more in favour of the trial with 60% supporting, compared to 59% of the whole set of respondents. The proportion of those in opposition or with undecided or mixed views was exactly the same as the whole sample.

Category	Count	Percentage
Supporting the Increased Rate PCN Trial	26	50%
Opposing the Increased Rate PCN Trial	12	23%
Undecided or Mixed Views	4	8%
Other Feedback and Suggestions, and comments on trial	1	2%
Not Relevant to the Increased Rate PCN Trial	9	17%
Total	52	100%

511. Respondents not from a BH postcode were less supportive, with 50% in favour of and 23% opposing the trial.

Category	Count	Percentage
Supporting the Increased Rate PCN Trial	3	8%
Opposing the Increased Rate PCN Trial	20	56%
Undecided or Mixed Views	4	11%
Other Feedback and Suggestions, and comments on trial	0	0%
Not Relevant to the Increased Rate PCN Trial	9	25%
Total	36	100%

512. Respondents who had received a PCN were significantly less supportive, with only 8% in favour and 56% opposing. This is not a surprising result given the circumstances.

Category	Count	Percentage

Supporting the Increased Rate PCN Trial	13	76%
Opposing the Increased Rate PCN Trial	2	12%
Undecided or Mixed Views	2	12%
Other Feedback and Suggestions, and comments on trial	0	0%
Not Relevant to the Increased Rate PCN Trial	0	0%
Total	17	100%

513. Business respondents were the most strongly in favour of the trial, with 76% supporting and 12% opposing. This is most likely an indication of respondents whose businesses are adversely impacted by nuisance parking during the peak visitor season.

Section Summary

- **General Acceptance:** Majority support (59%) indicates broad acceptance of the trial and its objectives.
- **Local vs Non-local Perception:** Residents were slightly more supportive than non-residents, suggesting local understanding of parking challenges.
- **Business Endorsement:** Strong business support highlights perceived benefits for economic activity and operational efficiency.
- **Opposition Drivers:** Negative sentiment among PCN recipients reflects personal inconvenience rather than policy flaws; this should be considered when interpreting opposition.
- **Communication Effectiveness:** Low mention of trial-related confusion in challenges and feedback suggests messaging was largely effective, though some misunderstanding of geographic scope has been mooted elsewhere in this report.
- **Policy Implication:** Stakeholder feedback supports scaling or extending the trial, but future efforts should include targeted communication for visitors and clarity on enforcement boundaries.

Recommendations

514. Based on the outcomes seen in this trial, BCP Council considers there are two potential routes forward for reviewing Penalty Charge Notice policy for areas outside of London;

A. **Review and update PCN fees and charges outside of London.** The level of financial penalty has not changed since 2004, has not kept pace with inflation or with the relative increase in parking charges and is no longer an effective deterrent. Fees and charges should be matched to London rates, or be subject to a review to determine an appropriate rate of increase. Or;

B. **Carry out a further trial for an extended period of time and across a wider geography.** An extended trial, with a longer preparation period could be carried out to test whether the results of the BCP Council trial could be replicated, or improved, using a selection of Local Authorities with differing characteristics.

515. The rationale for these recommendations is set out below.

Recommendation A

516. This proposes a review and update of PCN fees and charges outside London to either match London rates or set a revised, evidence-based level. The basis for this, using the results from the trial, is;

Current PCN levels have lost deterrent value

517. A primary objective of the trial was to test whether higher penalties act as a stronger deterrent; the trial demonstrated a reversal of the expected growth in PCNs in the trial area (down 6.8% vs 2024 and ~12% below counterfactual).

518. The report explicitly concludes that higher PCN levels act as an effective deterrent, having seen a strong reduction in the instances of higher level contraventions at key locations.

Affordability evidence shows why existing rates no longer deter

519. The five-year snapshot table shows the discounted £25 lower-level fine fell from ~7% of median weekly wage (2004) to ~3% (2025) and from ~5 hours at minimum wage (2004) to just over two hours (2025) demonstrating a clear erosion of deterrent value.

520. The report outlines that legal all-day parking costs in seafront car parks are now close to or cheaper than the discounted PCN rate, making non-compliance a rational choice for many motorists (e.g., Sandbanks £23.60 vs discounted lower PCN £25).

Comparative charges demonstrate material misalignment with London and other penalty charge regimes

521. The report outlines London's higher charges (e.g., Band 2 higher £160; lower £110) and additional fees (e.g., removal £280, storage £55/day), highlighting the 2008 freeze outside London and the recent London uplifts, providing evidence that parity would restore deterrent effect.

522. The "Comparable non-PCN fines" table shows other local penalty charges (e.g., rail fare evasion, littering) have been updated in recent years, underscoring how parking penalties uniquely lag behind inflation and behaviour.

Behavioural and safety outcomes support uprating

523. High-risk contraventions (those that most affect traffic flow and safety) fell 16% during the trial, indicating deterrence where it matters most.

524. At critical routes (e.g., East Overcliff Drive), Code 01 (double yellow lines) reduced by ~97%, significantly improving emergency access and public transport reliability.

525. Public transport metrics improved (punctuality and speeds), consistent with reduced obstruction from illegal parking.

The trial did not suppress visitor activity (economic risk mitigated)

526. Vends analysis shows a gradual, multi-year decline in both the trial and comparison areas, demonstrating that there has been no discrete step-change caused by the trial; it did not deter visitors.

527. **Conclusion:** Uprating PCN levels nationally (to London parity or to an evidence-based rate) would be a policy lever that demonstrably **reduces serious non-compliance**, **improves safety and network performance**, and **does not harm the visitor economy**.

Recommendation B

528. This proposes that a further trial be carried out for a longer period and across a wider geography. The basis for this, using the results from the trial, is;

The August pilot yielded strong signals—but wider, longer testing will strengthen causality

529. The trial's counterfactual analysis design (with Christchurch as comparison) credibly attributes reductions to the intervention. However, a longer trial with a broader scope would increase statistical rigour and enable greater control testing for seasonality and event effects.

530. The report notes Bank Holiday pressure can overwhelm deterrence (PCNs up 13% vs 2024 on the BH weekend). Extending the trial duration beyond a single month would allow improved testing for separating peak-demand anomalies from structural effects.

Comparison-area lessons argue for multiple, matched controls and varied geographies

531. Christchurch lacks paid on-street parking, limiting certain direct comparisons and making some conclusions less robust. The report recommends widening controls to areas with similar on-street characteristics (e.g., Poole town centre). A multi-Local Authority trial could be designed to include matched urban, coastal, and mixed-use zones to provide more rigorous control testing.

Behavioural displacement needs deeper exploration and complementary measures

532. Evidence of displacement from high-risk on-street offences to lower-level off-street behaviours (e.g., Code 86 – out of bay increases at Sandbanks car park) indicates a need to test clarity of signage and messaging, capacity management, and enforcement approach over longer periods and in varied settings.

533. The grouped-code analysis shows serious contraventions down 16% but misuse of designated areas up 16% and short-term stops (bus stops/taxi ranks) up 68%—topics best examined across different network designs and seasons.

Enforcement-intensity and communications effects can be isolated with more time

534. CEO hours rose slightly (~200 hours in August 2025) yet PCNs per hour fell, supporting deterrence rather than enforcement-pressure as the driver. A longer trial across multiple Local Authorities with standardised deployment approaches can refine this finding.

535. Challenge data show only 8 of 1,386 challenges referenced the higher rate as a point of contention, implying communications were broadly adequate and a general acceptance of this level of fine; a longer trial would allow for more rigorous testing of signage/app messaging, especially to address any misunderstandings of the trial area geography.

Capacity and pricing interactions warrant multi-season observation

536. The trial records available capacity (average utilisation ~57%) and asserts illegal parking was often a choice, not a necessity; tracking capacity beyond August and across more types of car parking i.e. parking by residents and not just town centre or beach visitors (e.g. outside schools or local district centres) would test robustness and inform dynamic pricing policy options.

537. **Conclusion:** A multi-authority trial over an extended period of time, with greater preparation time, better matched control areas, harmonised enforcement baselines, and systematic communications/capacity interventions, will help to validate general patterns of behaviour, quantify displacement effects, and fine-tune the optimal penalty level before scaling.

Appendices

Legal parking capacity

Off-Street Capacity

There are a total of 6,345 BCP Council controlled off-street parking spaces across the car parks located within the proposed trial area as listed below. This car park list remains the same if the trial area is as first proposed or benefits from the additional areas being added.

As well as BCP Council controlled parking, this area also contains more than 2,500 privately controlled parking spaces available to the public.

CAR PARK	LOCATION	POSTCODE	TOTAL SPACES
SANDBANKS	Poole	BH13 8QJ	532
SHORE ROAD	Poole	BH13 7PH	71
SHORE ROAD DISABLED	Poole	BH13 7PH	12
RAVINE ROAD	Poole	BH13 7HY	66
WESTERN ROAD	Poole	BH13 7BH	52
BEACH ROAD	Poole	BH13 7BS	368
BRANKSOME CHINE	Poole	BH13 6LP	104
BRANKSOME DENE	Poole	BH13 6JP	135
AVENUE ROAD MSCP	Bournemouth	BH2 5SL	900
RICHMOND GARDENS MSCP	Bournemouth	BH1 1JD	859
ALUM CHINE	Bournemouth	BH4 8HS	92
DURLEY CHINE	Bournemouth	BH2 5JG	131
WEST HILL	Bournemouth	BH2 5PG	127
BEACON ROAD	Bournemouth	BH2 5BW	44
WINTER GARDENS	Bournemouth	BH2 5AQ	250
EDEN GLEN	Bournemouth	BH2 5AU	59
BATH ROAD NORTH	Bournemouth	BH1 2EW	113
BATH ROAD SOUTH	Bournemouth	BH1 2EW	153
WESTOVER GARDENS	Bournemouth	BH1 2BU	40
CENTRAL	Bournemouth	BH1 2HH	321
GLEN FERN	Bournemouth	BH1 2LZ	64

BERRY COURT MSCP	Bournemouth	BH1 2LD	152
COTLANDS ROAD/YORK ROAD	Bournemouth	BH1 3BG	492
MADEIRA ROAD MSCP	Bournemouth	BH1 1QQ	382
LANSDOWN ROAD	Bournemouth	BH8 8HS	40
OVERSTRAND	Bournemouth	BH5 1BN	70
HAWKWOOD 1	Bournemouth	BH5 1BY	33
HAWKWOOD ROAD MAIN	Bournemouth	BH5 1BY	389
SEABOURNE ROAD	Bournemouth	BH5 2HT	17
WARREN EDGE	Bournemouth	BH6 4BE	192
WOODSIDE ROAD	Bournemouth	BH5 2BA	85
Total			**6345**

As well as this, there are a total of 1,846 parking spaces available across three car parks located next to Poole bus station where a twice hourly bus service towards Sandbanks departs from as listed below:

CAR PARK	LOCATION	POSTCODE	TOTAL SPACES
DOLPHIN MSCP	Poole	BH15 1TA	1,134
SELDOWN	Poole	BH15 1TA	356
SWIMMING POOL	Poole	BH15 1TN	356
Total			**1,846**

On-Street Capacity

Within the area there are approximately 2,061 restricted parking spaces available, including 1,656 paid for on street parking places and 405 free parking places restricted to cars and motorcycles only. In addition, most roads in the trial are unrestricted other than double yellow lines at some junctions.

On-street parking capacity in unrestricted kerb space

Method Statement for unrestricted kerb space in the PCN trial area

The total kerb length within the PCN trial area is approximately 385,240 metres. Of this, 218,026 metres are subject to parking restrictions, leaving 167,214 metres of unrestricted kerb space available, the usable kerb space left is 96,026 or 16,004 spaces

To account for compliance with Highway Code Rule 243, which advises against parking within 10 metres of a junction, an adjustment was made by removing 40 metres of kerb space from each of the 543 roads in the trial area. This results in a total deduction of:
40 × 543 = 21,720 metres

Subtracting this from the unrestricted kerb space:
167,214 - 21,720 = 145,494 metres

To further refine the estimate, it is assumed that only 66% of the remaining kerb space is suitable for parking. This accounts for factors such as dropped kerbs, mid-road junctions, and locations where parking on both sides of the road would be impractical. Applying this assumption:
145,494 × 0.66 ≈ 96,026 metres

Given that a standard parking bay requires approximately 6 metres of space, the total number of potential parking spaces is calculated as:
96,026 ÷ 6 ≈ 16,004 spaces

It should be noted that this methodology does not precisely account for all dropped kerbs or mid-road junctions. However, the 66% usability factor is intended to provide a conservative estimate that reflects these limitations.

Additionally, while Rule 243 of the Highway Code advises against parking within 10 metres of a junction, it is a "do not" rather than a "must not" rule. Therefore, vehicles may legally be parked in these areas unless otherwise restricted. As such, all unrestricted kerb space remains available for use, regardless of proximity to junctions.

Parking Contraventions

Penalty Summary:

Lower Level Contraventions: £50 (or £25 if paid within 14 days)

Higher Level Contraventions: £70 (or £35 if paid within 14 days)

Lower Level Contraventions

Code	Description	Location

05	Parked after the expiry of paid for time	On-Street
06	Parked without clearly displaying a valid pay & display ticket or voucher	On-Street
11	Parked without payment of the parking charge	On-Street
19	Parked in a residents' or shared use parking place or zone without either clearly displaying a valid permit or voucher or pay & display ticket issued for that place, or without payment of the parking charge	On-Street
22	Re-parked in the same parking place or zone within one hour after leaving	On-Street
30	Parked for longer than permitted	On-Street
73	Parked without payment of the parking charge	Off-Street
80	Parked for longer than the maximum period permitted	Off-Street
81	Parked in a restricted area in a car park	Off-Street
82	Parked after the expiry of paid for time	Off-Street
83	Parked in a car park without clearly displaying a valid pay & display ticket or voucher or parking clock	Off-Street
84	Parked with additional payment made to extend the stay beyond time first purchased	Off-Street

85	Parked in a permit bay without clearly displaying a valid permit	Off-Street
86	Not parked correctly within the markings of a bay or space	Off-Street
87	Parked in a disabled person's parking space without clearly displaying a valid disabled person's badge	Off-Street
90	Re-parked in the same car park within one hour after leaving	Off-Street

Higher Level Contraventions

Code	Description	Location
01	Parked in a restricted street during prescribed hours	On-Street
02	Parked or loading/unloading in a restricted street where waiting and loading/unloading restrictions are in force	On-Street
12	Parked in a residents' or shared use parking place or zone without a valid permit, voucher or pay & display ticket issued for that place	On-Street
14	Parked in an electric vehicles' charging place	On-Street

	during restricted hours without charging	
16	Parked in a permit space without displaying a valid permit	On-Street
18	Using a vehicle in a parking place in connection with the sale or offering for sale of goods when prohibited	On-Street
20	Parked in a loading gap marked by a yellow line	On-Street
21	Parked in a suspended bay or space or part of bay or space	On-Street
23	Parked in a parking place or area not designated for that class of vehicle	On-Street
24	Not parked correctly within the markings of the bay or space	On-Street
25	Parked in a loading place during restricted hours without loading	On-Street
26	Vehicle parked more than 50 centimetres from the edge of the carriageway and not within a designated parking place	On-Street
27	Parked adjacent to a dropped footway	On-Street
40	Parked in a designated disabled person's parking place without displaying a valid disabled person's badge	On-Street
41	Parked in a parking place designated for diplomatic vehicles	On-Street

42	Parked in a parking place designated for police vehicles	On-Street
45	Parked on a taxi rank	On-Street
46	Stopped where prohibited (on a red route or clearway)	On-Street
47	Stopped on a restricted bus stop or stand	On-Street
48	Stopped in a restricted area outside a school	On-Street
49	Parked wholly or partly on a cycle track	On-Street
55	Parked in a loading bay	On-Street
61	Parked in a bus lane	On-Street
62	Parked with one or more wheels on or over a footpath or any part of a road other than a carriageway	On-Street
99	Stopped on a pedestrian crossing or crossing area marked by zigzags	On-Street

Key Notes:

* or other specified distance, etc.