

Report title: Residents' Parking Schemes

Wards affected: Citywide

Strategic Director: Rick Palmer, Strategic Director, Neighbourhoods and City Development

Report Author: Peter Mann, Service Director, Transport

RECOMMENDATION for the Mayor's approval:

1. **i) To develop proposals for Residents' Parking Scheme (RPS) areas around central Bristol as referred to in paragraph 5 and Appendix 1 of this report, including a new permit pricing structure as set out in Appendix 2 of this report and;
ii) That the Service Director, Transport be authorised to make decisions on each of those schemes following conclusion of the statutory consultation process.**
2. **To note the proposals for community engagement as set out in the report.**
3. **To add £9.8m to the capital programme, £4m in 2013/14 and £5.8m in 2014/15**
4. **To use £6.7m of prudential borrowing to support the scheme alongside £1.5m from the Local Transport Plan capital allocation.**

Key background / detail:

a. Purpose of report: This report sets out the Council's proposals to develop new residents' parking scheme areas and summarises the community engagement process that will be followed. It also sets out the new permit pricing structure that will apply from January 2014.

b. Key details:

1. Residents' Parking Schemes (RPSs) are successfully removing commuter parking from areas of the city. This benefits the local areas by reducing the number of vehicles searching for a parking space, which improves air quality and road safety.
2. Rolling out RPSs to other areas around the centre of the city would have significant benefits in terms of reducing congestion, prioritising parking for local people, businesses and their visitors and encouraging commuters to use more sustainable modes of transport including Park & Ride.
3. This report seeks approval to develop proposals for all of the areas referred to in the previous Cabinet report and a number of new areas, as shown in the map at Appendix 1. It is not seeking approval to implement the schemes, as

this decision will be made after statutory consultation has taken place in each area.

4. Meetings with local ward members and key community stakeholders will be held as the detailed design proposal is developed. Engagement with schools, businesses and other community organisations will also take place at this time.
5. This report seeks approval to develop a new pricing structure as set out in Appendix 2.

**BRISTOL CITY COUNCIL
CABINET
29 May 2013**

REPORT TITLE: Residents' Parking Schemes

Ward(s) affected by this report: Citywide

Strategic Director: Rick Palmer, Strategic Director, Neighbourhoods and City Development

Report author: Peter Mann, Service Director Transport

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Purpose of the report:

This report sets out the Council's proposals to develop new residents' parking scheme areas and summarises the community engagement process that will be followed. It also sets out a new permit pricing structure to be developed in conjunction with new scheme areas.

RECOMMENDATION for the Mayor's approval:

1.
 - i) To develop proposals for Residents' Parking Scheme (RPS) areas around central Bristol as referred to in paragraph 5 and Appendix 1 of this report, including a new permit pricing structure as set out in Appendix 2 of this report and;
 - ii) That the Service Director, Transport be authorised to make decisions on each of those schemes following conclusion of the statutory consultation process.
2. To note the proposals for community engagement as set out in the report.
3. To add £9.8m to the capital programme, £4m in 2013/14 and £5.8m in 2014/15
4. To use £6.7m of prudential borrowing to support the scheme alongside £1.5m from the Local Transport Plan capital allocation.

The proposal:

RPS development programme

1. RPS areas have two principal aims, both local and strategic. The first is to improve neighbourhood areas by reducing the amount of circulating traffic but at the same time provide more space for local residents, businesses and their visitors to park. This can also contribute to improving the local environment, including air quality and road safety. The second aim is to help reduce and better manage overall traffic entering the central area,

especially during the peak periods when traffic congestion is at its worst.

2. Effective demand management, including the introduction of RPS areas, is an important part of the Council's transport policy, as set out in the Joint Local Transport Plan 2011-2026. Coupled with improvements in public transport, such as has been delivered through the Greater Bristol Bus Network over the last 5 years, extensive parking control schemes provide the opportunity to achieve large-scale modal shift away from the private car, which in turn will promote further use of public transport and other sustainable alternatives.

3. Bristol's first RPS area was introduced in Kingsdown in January 2011. It was reviewed during its first six months and was found to have successfully delivered its aims. A letter was sent to every property inviting feedback about the scheme and 216 responses were received, of which only 10 were negative. The survey demonstrated a significant increase in support for the scheme compared to consultation carried out prior to its introduction. As a result, proposals were developed for Cotham, Redcliffe, St Paul's and Easton/St Philip's. Redcliffe RPS became operational in November 2012 and Cotham RPS began in December 2012.

4. In July 2012, Cabinet agreed to engage with communities in other parts of the city over the potential to develop schemes in these areas. In particular it was seen as important to consider developing schemes in neighbourhoods adjacent to existing RPS areas due to the overspill problems generated by the initial schemes. The introduction of schemes in Cotham and Redcliffe has led the Council to consider the impact on the northern part of Cotham as well as Redland and parts of Clifton. The 2012 report set out a number of factors that could determine whether RPS proposals would be considered for other areas. These included the pressing need arising from existing commuter parking problems, proximity to other parking schemes and the impact of development proposals. These factors, along with requests from residents for schemes to be brought forward in their area, prompted the identification of a programme of wider coverage of the city and consideration of a faster roll-out of schemes in order to address concerns over the knock-on effects.

5. This report therefore proposes bringing forward schemes, identified on the map in Appendix 1, for consultation on a much shorter timescale than previously considered. Compressing the timescale for developing new schemes will deliver significant benefits. It will minimise problems that would otherwise be encountered by residents living just outside a scheme area having to wait for one or more years before they could be included in a scheme and it will deliver the traffic reduction benefits much more quickly.

6. The shorter timescale to scheme implementation does however mean reducing the time allocated to informal consultation, especially on the principle of the programme, that was a feature of the earlier schemes. The significance of the review stage of the delivery programme should be emphasised whilst accepting that it is still important to get the early engagement right in order to minimise problems. Evidence from existing schemes suggests that it is likely to be more valuable to ensure commitment is given and time is allocated to follow-up and review in order to address issues that arise from implementation. Examples of how the review of the Kingsdown RPS made beneficial changes that were not anticipated beforehand include:

- Maximum stay in pay & display bays was increased from two hours to three;
- Permits for landlords were introduced;
- The application criteria for business permits was simplified;
- Some permit holders only bays were changed to shared bays to increase provision

- of parking space for visitors throughout the scheme area;
- Many minor amendments were made to individual streets, such as the provision of new loading bays, removal of some parking places to improve access to the street and the introduction of new parking places.

Engagement process

7. The first stage in the development of a scheme for each area is information gathering and awareness raising. Information about scheme boundaries, timescales and how the scheme would work is available on the Council's website and in local libraries. A business engagement event has also been planned and is designed to present the overarching context of residents parking and provide information on how businesses can receive support and advice on their particular needs.

8. Meetings with local ward Councillors, neighbourhood forums and key community stakeholders and groups will be held as the detailed design proposals are developed. Engagement with schools, businesses and other community organisations will also take place at this time.

9. Once the final proposal for each scheme area has been developed, it will be advertised in accordance with the statutory consultation process. This will provide the opportunity to request amendments or object to the proposal. The decision about whether or not a scheme will be implemented will be made once the response to this consultation has been considered.

10. If the decision is made to implement a scheme, letters will be sent to every property in the area before the implementation works begin.

Permit pricing structure

11. When Kingsdown RPS was introduced, the permit pricing structure was fixed for the first three years of the scheme.

12. Permit prices are a policy matter and relate more to the value derived from the scheme than any direct relationship to the administration or operation costs although income from permits would partially offset this. The permit holder will be able to park more easily in the area and, as stated earlier in this report, the scheme will bring wider benefits to the community in terms of reduced circulating traffic, less obstructive parking, improved safety and improved air quality and health. It will also complement other quality of life measures such as cycling schemes and 20 mph speed limits.

13. This report seeks approval to develop a new pricing structure, the implementation of which would be subject to statutory consultation. Appendix 2 sets out the current pricing structure and a proposal for a new structure, which will be consulted on as part of the statutory process for the development of each scheme.

Consultation and scrutiny input:

- Internal consultation:**
SD&T Scrutiny Commission on 28 May 2013
- External consultation:**

Other options considered:

‘Do nothing’ – if no further schemes are developed, existing network congestion, parking problems and access issues will remain and are likely to worsen. This is not considered to be a viable option.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probab	
	The schemes do not meet people’s needs	Medium	Low	Initial design will take local needs into account. If the scheme does not provide as many benefits as anticipated, this will be addressed in the six month review for each scheme and changes made.	Low	Low	
	The schemes have an adverse effect on the viability of local businesses	High	Low	The schemes are intended to increase access to local businesses by making it easier to park nearby. If any issues arise once a scheme has been implemented, these will be addressed in the six month review of the scheme.	Medium	Low	

FIGURE 2							
The risks associated with <u>not</u> implementing the (subject) decision:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation)	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probab		Impact	Probability	
	Increasing network congestion through dependency on the private car for commuting purposes	Medium	High	Implement the recommendations in this report	Medium	Medium	
	Reduced ability to encourage use of more sustainable modes of transport as set out in the Joint Local Transport Plan 2011-2026	Medium	High	Implement the recommendations in this report	Medium	Medium	
	Continued and worsening local parking problems	High	High	Implement the recommendations in this report	High	Low	
	Continued and worsening emergency access issues	High	High	Implement the recommendations in this report	High	Low	
	Continued and worsening road safety, obstruction and visibility issues	High	High	Implement the recommendations in this report	High	Low	

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have

due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.

- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);

- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

A screening Equalities Impact Assessment was carried out prior to the introduction of Kingsdown RPS in 2010 and then for Cotham and Redcliffe respectively. These identified largely beneficial impacts in terms of reducing the overall amount of parking, including obstructive parking, protecting junctions and pavements and, most importantly, the opportunity to introduce enforceable disabled parking bays where previously only advisory ones could be used. During the development of the first three schemes, the Council worked closely with the community in each area to ensure as much benefit as possible was identified from the outset. The implementation and subsequent review of the Kingsdown scheme confirmed these benefits have had a positive impact on disabled people.

The proposed roll-out of further RPS areas will undoubtedly have similar overall beneficial effects for disabled people. As new scheme areas are devised, they will include additional statutory disabled bays close to shops and community facilities to improve access to parking for disabled people visiting the area. Particular attention needs to be given to make contact with hard to reach vulnerable people in order to best meet their needs. It should be acknowledged that the EqIA is a live document that will be improved on as the proposals develop.

Eco impact assessment

The aim of this project is to reduce commuter parking from predominantly residential streets, which it is expected will lead to a modal shift away from the use of private cars towards other forms of transport.

In the short term it will be difficult to quantify the extent of the positive environmental impacts generated by the residents' parking scheme, as it will be difficult to measure the numbers of commuters who choose modal shift away from the private car. However, the introduction of the Kingsdown and Cotham RPS areas has brought an immediate amenity benefit of reduced circulating traffic in residential streets.

However, in the medium term it is anticipated that significant positive impacts could be achieved in terms of reduced localised congestion, reduced CO2 emissions and pollutants detrimental to local air quality, as measures to discourage commuter parking increase. These measures include the improvements to other modes as set out in the Joint Local Transport Plan such as investment in rail and rapid transit and improvements made as part

of other initiatives such as Cycling City.

Negative impacts are mostly related to the delivery of the scheme - e.g. the consumption of raw materials for signage, lines & parking equipment. Some concern has been raised that the schemes will encourage people to convert their front gardens into private off street parking with potential effects on drainage and wildlife habitats as well as changing the appearance of the local area. However, the cost of doing this, including to meet sustainable drainage requirements, is likely to make this a very unattractive course of action merely to avoid a permit charge.

The proposals include the following measures to mitigate the impacts;

- The Council will repair and reuse materials for the Pay & Display machines where possible and will seek to purchase energy efficient machines when new ones are required.
- The risk of creation of additional off-street parking and subsequent impacts on biodiversity & surface run off. Experience from previous schemes suggests that there is a very low risk of this happening. It can be controlled through the Council's planning process (& follow up enforcement actions).
- Signs and lines will be installed as sympathetically as possible within the legal requirements for the scheme.
- The number and size of signs will be kept to a minimum as much as possible within the legal signage requirements.
- The scheme will protect junctions, pavements and narrow streets from inappropriate parking, which will improve the appearance of the area.

The net effects of the proposals are positive.

Resource and legal implications:

Finance

a. Financial (revenue) implications:

The programme of RPS areas has been designed to be self-funding, avoiding on-going revenue implications. Financial modelling, summarised below, shows that the on-going costs of administering and maintaining the schemes will be met from the income that they generate. Up front finance is needed for the initial delivery and operation of the programme.

Revenue impact

Year	2013/14	2014/15	2015/16	2017-24	Totals
	£'000	£'000	£'000	£'000	£'000
Revenue contribution to capital	124	1,456	0	0	1,580
Scheme costs			1,100	8,800	9,900
Borrowing cost	0	0	823	6,587	7,410
Total costs	124	1,456	1,923	15,387	18,890
Income	(124)	(1456)	(1,910)	(15,400)	(18,890)
	0	0	13	-12	0

Income is generated from permit prices, pay & display charges and payment of penalty charge notices. The costs are the implementation, administration and operation of the programme plus the loan repayment. This table above sets out a summary of the financial model for the whole programme of RPS. It does not include increases in income due to inflation.

The project cost figures have been derived from the experience of delivering Bristol's three existing schemes. The model uses cautious income estimates. However, it is likely that the Kingsdown scheme, for which we have the most data, will generate more income than the future schemes will. This is because it is close to a number of key attractors such as the University and the Hospital.

However, to be prudent, overall income level estimates have been based on these lower level income rates, estimated for the future schemes. In addition, the estimated income does not make allowance for the potential increase in usage of the Council's off-street car parks.

Borrowing costs include £0.7m of interest.

Advice given by Mike Allen, Finance Business Partner, Neighbourhoods & City Development
Date 17th May 2013

b. Financial (capital) implications:

The total scheme cost is £9.8m, £4m in 2013/14 and £5.8m in 2014/15. This will be funded by £1.5m from LTP, prudential borrowing of £6.7m and a revenue contribution to capital of £1.6m.

Sources of capital

Year	2013/14	2014/15	Total
	£'000	£'000	£'000
Project cost	4,005	5,780	9,785
Funding			
LTP	-1,500	0	-1,500
Prudential Borrowing	-2,381	-4,324	-6,705
Revenue contribution to capital	-124	-1,456	-1,580
Total funding	-4,005	-5,780	-9,785

Prudent estimations of income allow the proposed borrowing to support the programme to be paid back over ten years.

Advice given by Mike Allen, Finance Business Partner, Neighbourhoods & City Development
Date 17th May 2013

Legal implications:

Final proposals for each RPS area, including the permit pricing structure, will be promoted through residents' parking orders which will be subject to the Local Authorities' (Traffic Orders) (Procedures) (England & Wales) Regulations 1996. This will entail public advertisement of the proposals. Any objections and other representations received will need to be considered by the relevant decision maker before any decision can be made on any individual scheme.

Advice given by P Malarby, Lawyer (Transport)
Date 15th May 2013

d. Land / property implications:

None

e. Human resources implications:

None

Appendices:

Appendix 1 – Map showing the proposed scheme areas

Appendix 2 – Existing and proposed permit pricing structure

Access to information (background papers):

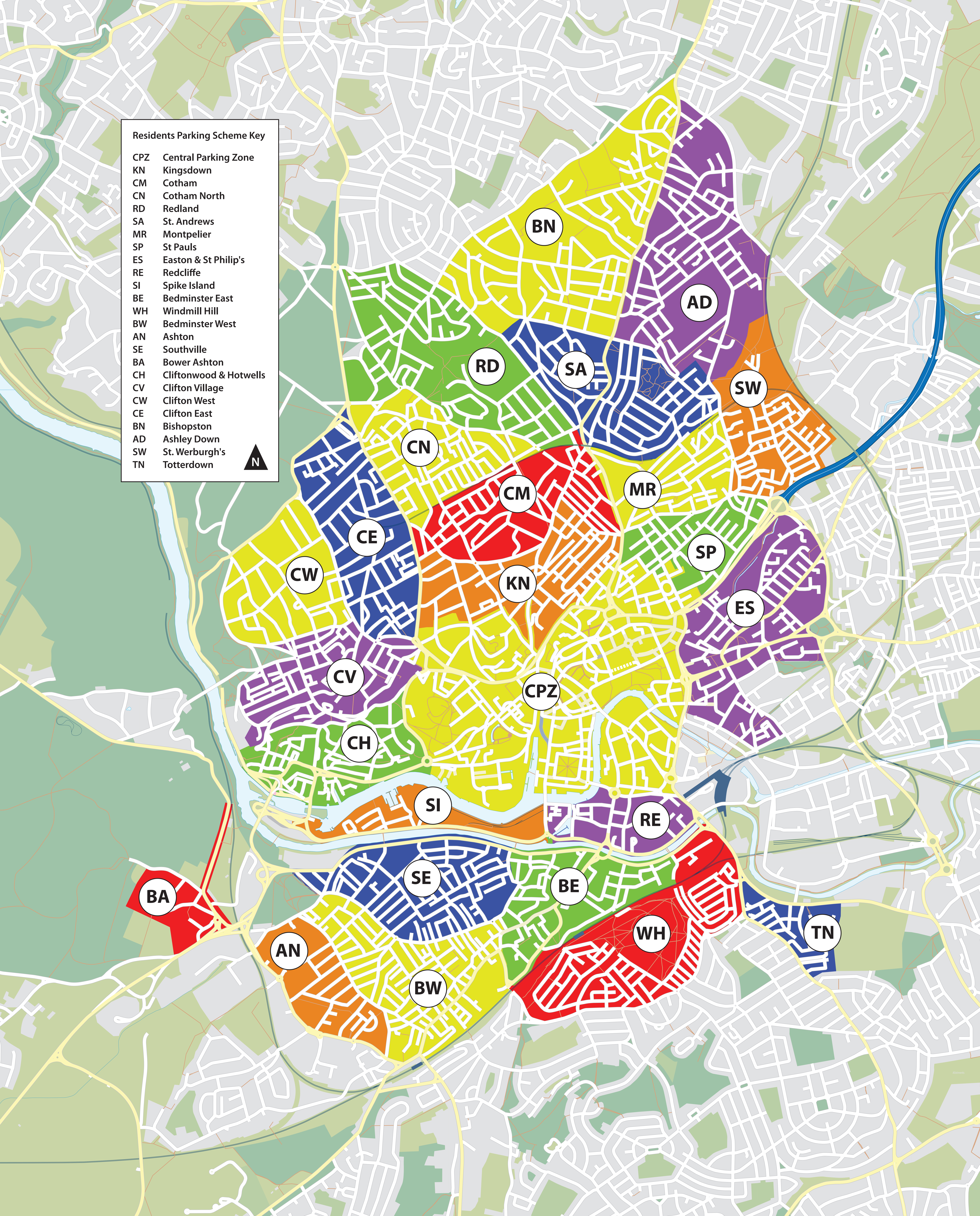
4th July 2012 Cabinet report 'Residents Parking Scheme update'

21st July 2011 Cabinet report 'Residents' Parking Scheme update'

Residents Parking Scheme Key

CPZ	Central Parking Zone
KN	Kingsdown
CM	Cotham
CN	Cotham North
RD	Redland
SA	St. Andrews
MR	Montpelier
SP	St Pauls
ES	Easton & St Philip's
RE	Redcliffe
SI	Spike Island
BE	Bedminster East
WH	Windmill Hill
BW	Bedminster West
AN	Ashton
SE	Southville
BA	Bower Ashton
CH	Cliftonwood & Hotwells
CV	Clifton Village
CW	Clifton East
CE	Clifton West
BN	Bishopston
AD	Ashley Down
SW	St. Werburgh's
TN	Totterdown

N



Appendix 2

RPS permit prices

Permit type	Annual charge	Proposed charge
Residents' 1 st permit	£30	£48
Residents' 2 nd permit	£80	£96
Residents' 3 rd permit	£200	£192
Business 1 st permit	£100	£240
Business 2 nd permit	£200	£360
Customer permit (maximum of 5 per business)	£100 each	£500 each
Visitors' permits (maximum of 100 per household per annum)	50 free then 50 at £1 each	50 free then 50 at £1 each