

Report title: Residents' Parking Schemes

Wards affected: Citywide

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 21 and Appendix 1 of this report, including a new revised permit pricing structure as set out in Appendix 2 of this report and;
ii) That decisions on each of those schemes, including the pricing structure, will be made by the Service Director: Transport under the scheme of delegation 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, with £4m in 2013/14 and £5.8m in 2014/15.**
4. **To use £8.3m of prudential borrowing to support the scheme alongside £1.5m from the Local Transport Plan capital allocation.**

Key background / detail:

This enabling 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 proposed and revised permit pricing structure.

**BRISTOL CITY COUNCIL
CABINET
27 June 2013**

REPORT TITLE: Residents' Parking Schemes

Ward(s) affected by this report: Citywide

Strategic Director: -

Report author: Peter Mann, Service Director Transport

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Purpose of the report:

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Background

1. The current proposals for residents' parking controls in Bristol originate from the "Amended Parking Strategy for Bristol", which was approved by the Council's cabinet in October 2005. This was followed by a further report in November 2007, which approved the development of proposals for residents' parking controls around the city centre and set out the intention to carry out non-statutory consultation, which was carried out in 2008 before prioritising the areas where schemes would be developed.

2. Kingsdown became Bristol's first RPS area. The scheme began in January 2011. It was reviewed during its first six months of operation 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. This demonstrated a significant increase in support for the scheme compared to consultation carried out prior to its introduction.

3. As a result of this review, the Cabinet agreed in July 2011 to carry out statutory consultation regarding minor changes to the Kingsdown scheme and to engage with Neighbourhood Partnerships to develop potential schemes in other areas. Proposals were subsequently developed for Cotham, Redcliffe, St Pauls, Easton & St. Philip's and Bower Ashton. Of these areas, Redcliffe and Cotham became operational at the end of 2012.

4. In July 2012, the 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 subsequent introduction of schemes in Cotham and Redcliffe has led the Council to consider the impact on the northern part of Cotham, Redland and parts of Clifton, Southville and Bedminster.

5. 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 proposed programme of wider coverage of the city and consideration of the possibility of a faster roll-out of schemes in order to address concerns over the knock-on effects. Reducing the timescale for developing new proposed schemes might have significant advantages. It could 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 whilst delivering the traffic reduction benefits much more quickly.

6. In March 2013, the Council announced that it was considering the development of an additional 18 scheme areas which would be subject to the statutory process as the means for the community to put forward their specific comments and/or concerns.

7. This report recognises however that the inclusion of a pre-statutory design consultation stage has significant benefits as it can often 'tease out' issues and concerns at an early stage. Therefore, it proposes bringing forward proposals for new schemes on a timescale that is short but which allows for direct pre-statutory consultation to take place to assist with the design process prior to commencing statutory consultation.

Policy context

8. Parking controls have been in place in Bristol city centre since the 1980s, with parking permits for residents introduced in the early 1990s. These permits cost £50 per annum. A maximum of 1 permit per household applies and not all households are eligible for permits, with waiting lists being in operation in some streets. There are 350 current residents' permits that have been issued to residents of the city centre CPZ.

9. Parking controls are recognised as a key part of sustainable urban transport policy, which in itself is vital to the development of a greener, healthier city. They help to reduce and better manage traffic entering the central area, especially during the peak periods when

traffic congestion is at its worst. Extensive parking control schemes provide the opportunity to achieve large-scale modal shift away from the private car, which in turn promotes further use of public transport and other sustainable alternatives. In this respect, RPS areas have the potential to deliver a real air quality benefit over the next few years, as commuters switch to more sustainable modes and traffic is reduced on the arterial routes where we currently experience breaches in air quality standards.

10. At the present time, air quality targets are not being met in many locations in Bristol. Approximately 23,000 people are exposed to pollution levels exceeding government targets. The impact of this on public health is severe, and outweighs that of passive smoking and alcohol. The overall costs to society are on a par with smoking and obesity. Sheffield's fairness commission has recently estimated that an extra 500 deaths per year (with a cost of £160m) are attributable to air pollution in that city, which has a similar population to Bristol. Traffic is the dominant source of this problem. Despite the Council's efforts to tackle this over the past 15 years, substantial parts of the city are polluted. Concentrations of a key traffic pollutant, NO₂, have not declined since 1999. This demonstrates the real need to introduce demand management measures to encourage people to travel using more sustainable forms of transport than the private car.

11. RPS areas also deliver significant benefits in local neighbourhoods, by making it easier for local residents, businesses and their visitors to park nearby and reducing the amount of traffic circulating around the area searching for a space. Experience from Bristol's existing schemes is that streets become quieter and safer due to the reduction in traffic, it is easier and safer for pedestrians to walk around the area and access to properties is improved, which benefits people with limited mobility and ensures that access for deliveries and emergency vehicles is as easy as possible.

12. RPS areas offer significant benefits to Blue Badge holders, as they enable the Council to replace existing advisory disabled bays with statutory bays which can be enforced. This can make a significant difference to the quality of life of the person requiring the bay. As each RPS area is reviewed every year, new statutory disabled bays can be introduced and redundant ones removed in a timely fashion, which makes best use of the available parking capacity in each street.

13. In addition to the above, the Greater Bristol Strategic Transport Study 2006 strongly emphasised the importance of the control of parking by availability and price with effective enforcement as part of a comprehensive approach to demand management. An Audit Commission review of Highways & Traffic in 2008 found that Bristol did not have sufficient demand management measures in place at that time. The introduction of effective on-street parking controls, including Residents' Parking Schemes, forms part of the Council's existing transport policy as set out in the Joint Local Transport Plan 3 section 6.6 on Parking.

RPS as part of a wider strategy

14. Residents' parking controls are a key part of Bristol's transport strategy for the reasons set out above, but cannot be viewed in isolation. Whilst they reduce people's opportunities to park, it is equally important to increase opportunities to use other forms of transport. The Council has secured very significant investment for alternative transport provision in recent years. This has already delivered real improvements to the opportunities that people have to use a combination of buses, cycling and walking for their regular journeys. Extensive further improvements are planned, with delivery continuing alongside

the development of the RPS proposals set out in this report. The Council is eager to expand choice, with greater integration and smart ticketing for public transport.

Public transport improvements

15. The £79 million Greater Bristol Bus Network (GBBN) project delivered 10 showcase bus routes into and around the Bristol area between 2008 and 2012. It introduced priority bus lanes and signal priority making journeys faster and more reliable, new accessible bus stops with real time information and better quality buses to improve journey experience with features such as Wi-Fi and better seating.

16. The Council is currently delivering the Better Bus Area Fund (BBAF) as a result of a successful bid to the first round of Department for Transport funding. This project builds on the GBBN project, improving key bus corridors including the A38 and A420/A431 routes and making bus stop improvements on the A4. These upgrades sit alongside improvements to vehicles and passenger journey experience. The Council is currently developing a strong bid to the second round of funding.

17. MetroBus will deliver a new generation of three bus-based rapid transit routes; Ashton Vale to Temple Meads, the South Bristol Link and Hengrove to the North Fringe. These routes will further improve journey times and travel options across the Greater Bristol area, with modern buses, smart ticketing, better information and well-designed stops. The Ashton Vale to Temple Meads route is planned to be completed in 2016, whilst South Bristol Link and Hengrove to North Fringe are planned to be completed in 2017.

18. MetroRail will deliver a step change in local rail services, making the most of Greater Bristol's existing rail infrastructure. It will improve opportunities for people to use stations as transport interchanges and will reopen lines to Portishead and Henbury. Phase one includes the reopening of the line to Portishead and a 30 minute frequency metro style rail service between Bristol and Portishead, Weston-super-Mare, Bath Spa and Severn Beach. Phase two includes the Henbury line, better services to Yate and Weston-super-Mare and new stations. MetroRail phase one is planned for completion by 2019, with phase two by 2023.

19. Bus fares and smart ticketing are recognised as crucial to making bus travel more attractive. First is currently consulting on fares with a view to making changes in the autumn and the Council is determined that smart ticketing moves forward; several bus operators are already using it and First are being encouraged to commit to extensive introduction within months. A pilot will also be running on Park & Ride services later this year. Through projects such as GBBN and BBAF the Council is working with bus operators to reduce overheads, improve reliability and reduce journey times. The Council is also working to increase passenger numbers through the provision of better facilities, stops, information and marketing.

Park & Ride improvements

20. It is recognised that the current opening hours of the Park & Ride sites do not always provide enough time for people to get back to their car after work, particularly if they do not work in the city centre. Therefore, to make Park & Ride a more viable alternative for people who currently commute by car, it is planned to extend the opening hours of Bristol's three Park & Ride sites beyond well 7.00pm from autumn 2013 and to keep this under review to offer more flexible options for commuters and other passengers.

Walking and cycling improvements

21. There has been a dramatic and impressive increase in the number of people cycling and walking in Bristol in recent years. 2011 census data shows that twice as many people cycle to work now compared with ten years ago and around 40,000 people walk to work. Building on the £22million investment delivered through Cycling City, a further £2.3million being invested from the Local Sustainable Transport Fund (LSTF) award from the Government. LSTF projects include big improvements around Easton Way, Clarence Road and Avonmouth to be delivered before March 2015 as well as many smaller improvements and safety schemes.

22. Building on successful pilots, 20 mph speed limits are being rolled out to most roads across the city. As well as making Bristol a more pleasant place to be, this also makes cycling more attractive and improves local streets.

The proposal:

23. This report recommends the development of RPS proposals for areas around the city centre, as shown in Appendix 1.

Scheme improvements

24. The operating principles of the scheme, in terms of the numbers and types of permits that are available, have evolved over the last two years as the Kingsdown scheme has been reviewed and pre-statutory consultation carried out in other neighbourhoods. This is a process of constant evolution as we learn from our existing schemes and listen to the issues raised by each community.

25. A number of practical issues and concerns about how the schemes work were raised by local residents and businesses following the initial announcement that new schemes were being considered. This report recognises that the introduction of parking controls across a much larger area of the city presents some new challenges, particularly for mobile workers. Research and benchmarking with other cities across the country has been updated in recent weeks to ensure that Bristol continues to learn from best practice elsewhere.

26. As a result, a number of key changes to the operating principles of the scheme are proposed in this report, as outlined in paragraphs 25 to 34. These represent a set of minimum operating criteria for Bristol, which will be offered to each new scheme area. However, this does not mean that the final residents' parking proposals will be identical in each case. Local needs and circumstances will be carefully considered as each scheme is designed to ensure that the final proposal is as good as it can be and reflective of local needs and issues.

Extension of free waiting time

27. Existing schemes have a free 15 minute period in all pay & display bays. This will be doubled to 30 minutes to make it cheaper and more convenient for people to make short visits to local shops and businesses. This may also increase turnover of space, making it easier for people to park and is intended to support local businesses.

New types of permit

28. Traders permits will be introduced so that people working at different locations in an area, or in different parts of the city, can park in the permit holders' bays within Bristol's residents' parking scheme areas.

29. Medical permits will be introduced for professional healthcare workers who need to visit patients at home so that they can park in permit holders' bays without having to obtain a permit from the person that they are visiting. This will also help residents, who will no longer have to ensure that they have sufficient visitors' permits available.

30. Residents in need of regular care visits will be eligible for an essential visitors' permit. This will replace the existing system, whereby residents are issued with unlimited daily scratchcards to issue to their carer(s).

Permit pricing structure

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

31. Permit prices are a policy matter and are set in relation to the value that they bring rather than being directly linked to the administration or operation costs. The permit holder will be able to park more easily in the area and, as illustrated 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.

32. This report seeks approval to take forward a new pricing structure to be included in the statutory consultation for each scheme. Appendix 2 sets out the current pricing structure and the proposed new structure.

33. It is recognised that small businesses are particularly concerned that the cost of business and customer permits could undermine the viability of their business. The proposed pricing structure would enable businesses in receipt of small business rate relief to apply for business and customer permits at a discounted rate. The same permit prices would also apply to registered charities.

34. The proposed permit pricing structure includes a variable charge for the first residents' parking permit, based upon vehicle emissions. This supports the broader policy objectives of the scheme by linking the price of the permit to the environmental impact of the vehicle.

35. The Council will introduce a system that enables permits to be purchased in quarterly instalments. Under the current system, the permit cost is an annual charge that must be paid in full before the permit is issued. The new arrangements will apply to all types of permit and will be available in every scheme area.

Engagement process

36. A process of wider engagement began with the launch of a conversation about residents' parking, transport and Bristol's future on the Ask Bristol website on 10th June. This sets out how residents' parking, alongside the other transport initiatives set out in paragraphs 13 to 20 of this report, can contribute to the vision of a greener, healthier city. It will develop alongside the RPS programme and aims to stimulate debate and provide an opportunity for everyone to engage with the wider issues.

37. The proposals for Easton & St. Philip's, St Pauls and Bower Ashton have already been subject to informal consultation. Statutory consultation has been undertaken for the

Easton & St. Philip's proposals. In the case of St Pauls and Bower Ashton, pre-statutory consultation has already been carried out and statutory consultation will take place in summer 2013.

38. Of the new schemes, significant progress in scheme design has been made in the case of Cotham North and Redland. Initial proposals have been produced and made available on the Council's website with feedback encouraged through e-mail. Meetings were held with local ward members and stakeholders from the community in May and early June. Initial proposals for two of the four Clifton schemes have been produced, with the remaining two nearing completion.

39. In the case of these six schemes, guidance will be sought from the local ward members as to whether a compressed delivery timescale is appropriate or whether more time should be taken to engage further with the local community.

40. For each of the remaining schemes in the programme, an additional pre-statutory consultation stage will be carried out once the initial design has been developed but before it is finalised. Every property in the scheme area will receive information about the proposals and a feedback form seeking their views on the detailed plans and the operating principles of the scheme. Detailed plans will also be available online and in local libraries. Exhibitions will be held in the local area to enable the community to discuss the plans with officers and to ask any questions that they may have.

41. The streets just outside these areas will also be included in the pre-statutory consultation. It is important to note that the proposed outer boundary will not be finalised until after this consultation has taken place. The streets that this applies to are shown in the map in Appendix 1.

42. Neighbourhood Partnerships (including ward members), forums and traffic sub-groups are key to the engagement process. Public meetings will be held in the local area during the informal consultation stage. There will also be a full briefing of local ward members once the initial proposals have been developed but prior to the informal consultation taking place. Engagement with local schools, businesses and other community organisations will also take place at this time in order to collect the views of all parts of the community.

43. The proposals for each scheme area will be finalised once the feedback from the informal consultation has taken place, to ensure that residents, schools, businesses and other stakeholders have a meaningful opportunity to contribute to the design of the scheme. All of the comments, suggestions and requests for changes will be logged and summarised in a report which will either identify how they have shaped the final proposal or explain why they were not incorporated. This report will be provided to local ward members and Neighbourhood Partnerships and will also be available online.

44. The final proposals will then be advertised in accordance with the statutory consultation process. This will provide a further opportunity to make representations and objections as well as to request amendments or object to the proposal. The decision about whether or not a scheme will be implemented with or without modifications will be made once the response to this consultation has been considered.

Business engagement

45. Under the minimum operating criteria for each scheme, every school, business and organisation based within an RPS area would be able to apply for two business permits and five customer permits. Separate provision will be made for mobile workers, as set out in Appendix 2. These arrangements, coupled with the proposal to discount the cost of permits for small businesses, are intended to address some of the concerns that have been raised by the business community.

46. However, it is recognised that medium and larger organisations, particularly those with very little off-street parking for their employees, face a greater challenge in managing the transition to being based in an RPS area.

47. As part of the LSTF programme described in paragraph 19, the Council can offer these organisations an incentives package to provide support and advice for members of staff that are considering travelling to work using more sustainable transport.

Timescales

48. It is anticipated that if the decision is taken to implement each proposed scheme, all of the schemes can be delivered by May 2015. The inclusion of an additional pre-statutory consultation means that the programme will take up to four months longer to deliver than would be the case if this stage were not included. This will allow for a four week consultation period followed by five weeks in which the responses will be collated and three weeks to finalise the scheme, seeking guidance from local ward members on the issues arising from the consultation.

49. The decision on whether or not to implement an individual scheme area will be made following the conclusion of the statutory consultation process. If a decision is made to implement a scheme, a detailed timetable will be produced setting out the next steps before implementation works begin and providing information about the permit application process and the anticipated start date of the scheme. This information will be sent to every property in the scheme area, to ensure that the community is kept informed of progress.

Scheme reviews

50. Each new scheme area will be reviewed after it has been in operation for six months. These reviews are an essential part of the Council's commitment to ensuring that each scheme works as well as it possibly can. Every household, business and organisation in the scheme area will be written to asking for feedback about the scheme. Officers will carefully consider all responses received through this process together with other comments received during the first six months of the scheme, new aspirations for the area that the Neighbourhood Partnership may have and feedback from local residents' associations and other community groups. The review will also provide an opportunity to install or remove statutory disabled bays as required. Officers will accommodate requests for adjustments to the scheme wherever possible. The outcome of the review process will be made available online and provided to the local Neighbourhood Partnership.

51. There will be an opportunity to make further adjustments to the scheme every year, as part of our on-going commitment to work closely with the local community and to listen and respond to people's views and concerns.

Costs and payback

52. In order to provide a robust finance model, the cost and income from RPS needs to

be considered across the whole programme. This is because some areas will, by their nature, cost more than others to implement and similarly some will generate more income than others to assist with payback of the prudential borrowing.

53. As with all income to the Council’s parking service, this is required by law (s 55 Road Traffic Regulation Act 1984) to be used first to offset costs against the parking account – in the case of RPS this means the cost of implementation, payback of borrowing including interest charged, enforcement, review and maintenance of lines and signs.

54. The current financial model anticipates the borrowing to be paid back after 10 years. Beyond this time the legislation requires any income surplus after operational costs are covered, to be used for other parking and transport improvements, including public transport.

Consultation and scrutiny input:

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

Other options considered:

Whilst Residents’ Parking Schemes are tried and tested across the UK as an effective means of managing commuter parking and providing local benefits, the other principal option, of introducing non-permit part-time limited waiting schemes, has been considered as an alternative. This type of scheme can provide some protection for residential areas but are costly to enforce and can cause residents difficulty. They are most effective around rail station hubs as commuters will rarely have the opportunity to move their cars during the middle part of the day. In other places it may be easier for people to move cars to avoid the limited waiting restrictions but this generates unnecessary vehicle activity in residential areas and can cause residents just as much of a problem.

‘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	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
	Threat to achievement of the key objectives of the report	Impact	Probability	Mitigation (ie controls) and Evaluation (ie effectiveness of	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 can 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	Medium	Low	

				park nearby. If any issues arise once a scheme has been implemented, these will be addressed in the six month review of the scheme.			
	The schemes cause parking problems on streets beyond their boundary	Medium	Medium	Once the proposed programme is complete these issues should not arise. In any event, outer boundary flexibility is being proposed as part of scheme consultation	Medium	Low	

FIGURE 2

The risks associated with not implementing the (subject) decision:

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		(Before controls)			Impact	Probability	
		Impact	Probab ***				
	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 local emergency access issues	High	High	Implement the recommendations in this report	High	Low	
	Continued and worsening local 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 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.

There have been Equalities Impact Assessments carried out on the three areas where Residents Parking Schemes have been developed, in Kingsdown, Cotham and Redcliffe. The key equalities impacts identified in these schemes were largely beneficial 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.

It is recognised that the roll-out of RPS to a wider geographical area within a tight timeframe will potentially have equalities impacts that would not have been identified in the previous impact assessments and that therefore it will be required to keep a view of cumulative equalities impact in addition to developing an EqlA for each individual area.

It is acknowledged that we have limited information about the potential equalities impacts of the scheme, and this will have to be addressed through consultation. In particular, it will be necessary to specifically engage with disabled people in order to develop a more detailed understanding of potential impacts.

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

	2014-15	2015-16	2016-17	2017-24	Totals
	£'000	£'000	£'000	£'000	£'000
Scheme review costs and maintenance	1,100	1,100	1,100	7,700	11,000
Borrowing costs	380	989	989	6,923	9,281
Total costs	1,480	2,089	2,089	14,623	20,281
Net income	(1,734)	(2,039)	(2,104)	(14,730)	(20,607)
Net	(254)	50	(15)	(107)	(326)

Scheme review costs and maintenance

It is intended that each scheme is reviewed in detail six months after implementation and annually thereafter. These reviews test the effectiveness of the individual schemes, the need for changes such as new marked bays for disabled residents and the removal of unnecessary lanes and markings. The total cost includes the cost of reviews and an estimate of annual maintenance costs and scheme changes.

Borrowing Costs

Borrowing costs are based on PWLB loan rates as of 14th June 2013. The costs quoted are for a repayment loan, paid off over 10 years. Borrowing costs include £1.0m of interest.

Net income

Net income is that generated from permits and pay and display charges. It is net of Parking Services overheads. The information used to estimate pay and display income was provided by Parking Services and is based on the level received from the three operational schemes. This income was then adjusted to allow for specific local factors such as shopping, other attractions and weekend parking for sports and other events. Actual numbers of households

were used to estimate total permit take up and the resulting income.

Advice given by Mike Allen, Finance Business Partner, Neighbourhoods & City Development
Date 14th June 2013

b. Financial (capital) implications:

The total scheme cost is £9.8m, £4m incurred in 2013/14 and £5.8m in 2014/15. This will be funded by £1.5m of the Local Transport Plan allocation and £8.3m of prudential borrowing.

Sources of capital

Year	2013-14	2014-15	Total
	£'000	£'000	£'000
Project cost	4,005	5,780	9,785
LTP	(1,500)		(1,500)
Borrowing	(2,505)	(5,780)	(8,285)
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 14th June 2013

**Legal implications:
Statutory background**

The Council, as local traffic and highway authority for its area, has a key role to play in delivering the policies and objectives of the Joint Local Transport Plan. In devising a residents' parking scheme, the Council must exercise its powers taking into account lawful considerations with the aim of traffic management policy.

In this context, the Council also needs to be mindful of its network management duty under the Traffic Management Act 2004. Briefly, this duty obliges local traffic authorities to manage their road network with a view to achieving, so far as may be reasonably practicable (having regard to their other obligations, policies and objectives) to secure the expeditious movement of traffic on its road network. This can include the more efficient use of the road network or the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network. This may involve the exercise of any power to regulate or coordinate the uses made of any road in the road. This has an obvious relevance in connection with residents' parking schemes.

DfT guidance concerning this duty calls for a strategic approach emphasizing the importance of the active and coordinated management of the road network. Strategies and planning undertaken to meet the duty must be consistent with wider local, regional and national policies and guidance and the overall policies of local authorities. Network management is one element of an authority's transport activities and should complement other policies and actions. As such, traffic authorities should look to embed desired

outcomes and appropriate policies and plans under the network management duty within Local Transport Plans in order to achieve a coherent approach. In carrying out its functions, the traffic authority has to consider the needs of all road users, including utilities, when carrying out its network management duty. It has to manage the road space for everyone, and make decisions about trade-offs between competing demands according to its policies and the particular circumstances of the part of the network being considered.

It should also be noted that when deciding on how to exercise its powers under the Road Traffic Regulation Act 1984, it must exercise such functions (so far as practicable) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. This ties in with the other policy issues referred to the report.

Factors to take in account will include: the desirability of securing and maintaining reasonable access to premises; the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run; any national air quality strategy; the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and any other matters appearing to the local authority to be relevant.

Any parking scheme promoted must be justifiable in transport-related terms with the aim of being self-financing in terms of charges which are set for permits and other matters.

Preliminary non-statutory consultation

It may be appropriate and useful for the process to include a preliminary non-statutory consultation exercise to assist in preliminary design principles.

Consultation in general

When undertaking any consultation, regard must be had to certain underlying principles of consultation, namely: (1) The consultation must be at a time when proposals are still at a formative stage; (2) the proposal must give sufficient reasons for any proposal to permit of intelligent consideration and response; (3) adequate time must be given for consideration and response; and (4) the product of consultation must be conscientiously taken into account in finalising any statutory proposals.

Statutory consultation

Whether or not statutory consultation is undertaken, the promotion of an order under the 1984 Act must be in accordance with the prescribed statutory procedures, namely: the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. These procedures involve advertisement of the proposals and invitation of objections. The Council is under a legal duty to consider any objections received in response to the statutory consultation process before the relevant decision-maker can make any decision on whether to confirm advertised proposals, modify or abandon them.

Equalities

The Council is obliged to comply with section 149 of the Equality Act and the terms of this obligations are set out in the Equality Implications section of the report. The duty must be

kept in mind throughout the decision making process. Compliance with the duty cannot be secured post decision.

In order to demonstrate compliance with the duty, the decision maker must have sufficient information about the effects of the proposed decision (if any) on people with protected characteristics. If such information indicates that there is an adverse impact on people with protected characteristics the decision maker should consider whether it is possible or reasonable to mitigate such effects or, alternatively whether the policy aims of the scheme justify its pursuit notwithstanding the adverse equality impact. The judgement on such matters is for the decision maker, providing that due regard has been given to these matters.

Crime and Disorder Act 1998

Section 17 of the Crime and Disorder Act 1998 states:

"Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area".

Regard must be given to the impact of the proposals, if any, on reducing crime and disorder. Due regard must be given to both a decision to develop proposals for residents parking zones, and decisions to implement specific schemes. The duty is a continuing one in relation to the exercise of the Council's functions and will therefore also extend to a consideration of how crime and disorder might reasonably be reduced or prevented in the design of individual schemes.

Advice given by P Malarby, Lawyer (Transport)
Date 17th June 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
Appendix 3 – Residents' Parking Schemes in other cities

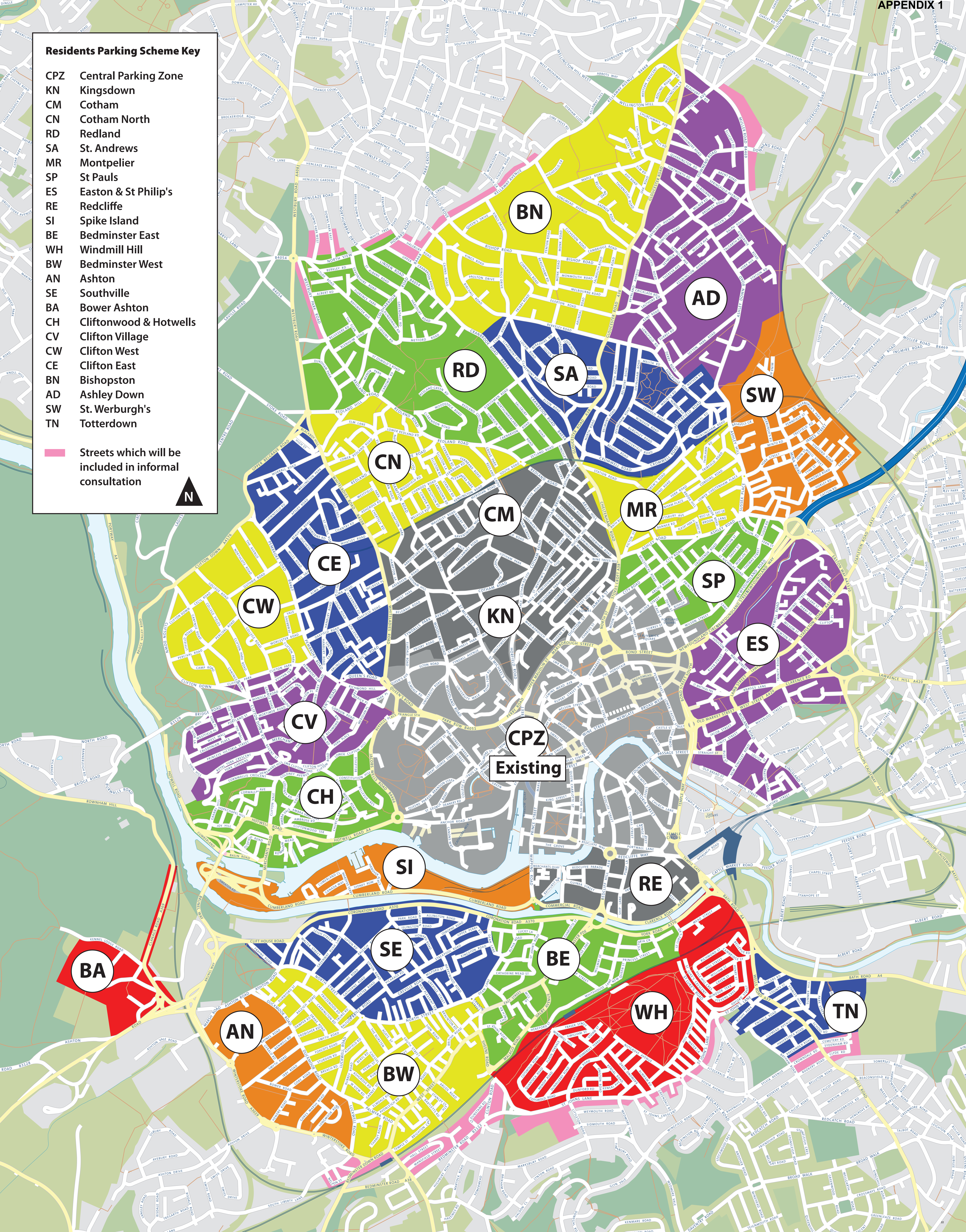
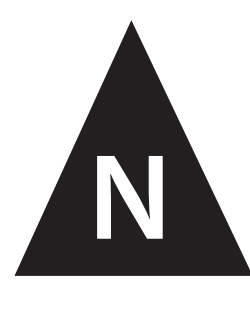
Access to information (background papers):

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 West
- CE Clifton East
- BN Bishopston
- AD Ashley Down
- SW St. Werburgh's
- TN Totterdown

Streets which will be included in informal consultation



Parking permit proposals

Table A: Pricing structure for existing permits

Permit type	Current 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/£140*
Business 2 nd permit	£200	N/A**
Customer permit (maximum of 5 per business)	£100 each	£250/£150* each
Visitors' permits (maximum of 100 per household per annum)	50 free then 50 at £1 each	50 free then 50 at £1 each

* Concession for businesses in receipt of small business rate relief, schools, places of worship and charities

** A flat rate will be charged for all business permits.

Table B: New proposed pricing structure for permits for low emission vehicles

Vehicle emissions band	Proposal	1 st permit charge*
Band A	Free, as per current scheme	£0
Band B	50% discount	£24
Band C-K	Standard charge	£48
Bands L and M	50% increase	£72

* Charges for the second and third permits remain as set out in Table A.

New permit types

1. Traders' permits

These are for employers or employees that have a legitimate business requirement, as evidenced through their business, to work in one or more scheme areas. Whilst some people will work in all areas of the city, others might focus on one or two areas. Benchmarking carried out with other cities has found that there are two ways of doing this, either by providing books of scratchcards as a 'pay-as-you-go' system or by an annual permit. Consultation will be carried out with the business community to establish which option would be most beneficial for Bristol's schemes.

2. Medical permits

These are for registered healthcare providers, such as district nurses, who are more likely to be working in an RPS area every day. They will be eligible for a medical permit at a cost of £192 per annum.

3. Essential visitors' permits

These are for residents with regular care needs and would replace the current system of providing unlimited free visitors' permits. Residents would be provided with one permit free of charge for use in any vehicle.

Appendix 3

Residents' Parking Schemes in other UK cities

City	Scheme information
Bath	17 zones, in place since 1999
Birmingham	11 schemes, introduced since 2000
Liverpool	14 zones
Manchester	8 zones
Nottingham	10 schemes a year introduced from the 1970s
Oxford	23 zones, since mid 1970s
Portsmouth	1 scheme area
Sheffield	21 zones, introduced in 2005