

**BRISTOL CITY COUNCIL**

**Neighbourhoods Scrutiny Commission**

**Friday 16<sup>th</sup> October 2015**

**Report of:** Alison Comley Strategic Director Neighbourhoods

**Title:** New byelaws for parks and green spaces in Bristol

**Ward:** Citywide

**Contact Telephone Number:** 0117 922 2732

**RECOMMENDATION**

That Scrutiny notes and provides its views of:

- The report to Full Council proposing new byelaws for Bristol's parks and the revocation of the city's Victorian parks byelaws;
- The Council's approach to communication and consultation through the process of adoption, confirmation and implementation;
- The information appended in support of the Full Council report to and its role in fully informing members and the public of how the byelaws proposal will act and why.

**Summary**

It is proposed to support and encourage the considerate and responsible use of Bristol's shared parks and green spaces by adopting a new set of byelaws intended to deter nuisance and other low-level antisocial behaviour. The byelaws will be put to Full Council to adopt at its meeting on 15<sup>th</sup> December 2015.

The proposed byelaws apply only to those green spaces where issues have been reported and which meet the criteria for byelaws set out by the Department for Communities and Local Government (DCLG).

If Full Council resolves to adopt the byelaws, that decision will be subject to a statutory process involving public advertisement prior to any submission for confirmation. A process of consultation will be carried out to identify parks where some activities included in the byelaws can continue to take place. It is anticipated that byelaws may be in place by late Spring 2016.

## **The significant issues in the report are:**

- The preferred date for consideration and adoption of the byelaws by Full Council is 15<sup>th</sup> December 2015.
- Work will continue to ensure the communications subjects and action plans meet Scrutiny and stakeholder expectations;
- The final schedule of sites to which byelaws has increased in response to more reported nuisance incidents.

## **Consultation**

Refer to the draft Full Council report given as Appendix 1 for details on consultation.

### **1. Internal**

Liaison about the proposed byelaws has been extensive with Neighbourhoods Scrutiny fully involved in examining the need for byelaws and shaping the final proposals.

A Working Group of Council officers covering a range of disciplines and the police has contributed and guided the development and content of byelaws since the need for new byelaws was first raised by the police in 2012.

### **2. External**

The proposed byelaws have been the subject of a full public consultation exercise and a number of external stakeholders including park groups, the Bristol Parks Forum and equalities communities have been asked for their views.

## **Context**

The draft report to Full Council (Appendix 1) sets out fully the context for the proposal.

- 3.** Officers will continue to finalising communications documents such as 'Frequently Asked Questions' to ensure that all the issues raised by Scrutiny and other stakeholders in the process are reviewed and answers prepared.
- 4.** The number of sites proposed to be covered by the new byelaws has been kept under review in order to ensure that any recent nuisance issues raised and recorded are taken properly into account and reflected in the final schedule of sites.

## Proposal

5. That Full Council at its meeting on 15<sup>th</sup> December 2015 approves a new set of 24 byelaws that support and encourage considerate and responsible use of Bristol's shared parks and green spaces by helping to prevent and tackle low-level antisocial and nuisance behaviour.

(Refer to Appendix 2 for byelaws and the schedule of sites. Refer to Appendix 3 for location maps of sites)

That Full Council also revokes the city's existing Victorian parks byelaws and authorises steps to seek final approval from the Secretary of State for Communities and Local Government.

6. The byelaws will:
- Help promote an image of safer, well-managed public parks and green spaces;
  - Help communicate to park users and the wider community what activities can be enjoyed across all our parks and what activities may need permission or are better taking place in a smaller number of spaces;
  - Help empower communities and Neighbourhood Partnerships to deal with local issues when they arise;
  - Complement other powers such as those provided by the Anti-social behaviour, Crime and Policing Act 2014 by offering a tried and tested means of responsible, rapid and proportionate enforcement where required in the particular circumstances;
  - Focus on issues known to occur in parks and green spaces to facilitate and support good park management in the public interest.
7. The number of sites to which byelaws will apply has been revised upwards from the original proposal discussed at earlier Scrutiny meetings – from 207 to 212 sites. This is to respond to more reported and recorded incidents of nuisance behaviour. A final check by the Council's Property Service is being carried out to be sure relevant criteria are met. Additional sites to be included are:
- i. Emerson Square children's play area (Lockleaze)
  - ii. North Street Green (Bedminster)
  - iii. Redford Crescent Open Space (Bishopsworth)
  - iv. Friends Burial Ground (Cabot)
  - v. Whitchurch Cycle Path – extension of footprint (Stockwood)
  - vi. Plummers Hill Open Space (St George West)

It is also required to remove Filwood Park (Filwood) from the site schedule as the Council no longer owns or manages the site and

therefore does not have the relevant powers required to apply byelaws.

Please note with regard to Castle Park: This is one of the sites that is not included due to being covered by The Bristol City Docks bylaws 2009, which are made under different legal powers to the ones relied upon in this report. Ideally the site would be covered by the same provisions as are proposed here for other spaces as officers consider the case is made. It may be that this can only be achieved with a review of the Docks bylaws themselves, but officers are exploring whether there is any way to include Castle Park at this stage rather than engage in or await a full review of the 2009 bylaws.

8. The Council will implement a through communications programme that meets the recommendations set out at previous Scrutiny meetings and responds to issues raised by stakeholders and communities regarding byelaws. The communications plan will:
  - Give clear messages that the city's parks and green spaces are something we should all take pride in and that our aim is one of light touch regulation where possible to allow everyone to enjoy parks safely and to be respectful and considerate to everyone else using them.
  - Provide information direct to key stakeholders such as members and park groups as well as the public using a full range of media and printed materials.
  - Be clear about the process of adoption after Full Council, the further public engagement the Council will undertake in relation to designated areas and the processes and means of enforcement that could be employed.

(Refer to Appendix 4 to view the communications plan and summary)

9. The byelaws do not attempt to control all nuisance and other anti-social behaviours and the byelaws do not seek to duplicate other suitable means of enforcement. The communications plan will provide relevant information. For example the byelaws did not include the regulation of dog owners (in relation to dog fouling and the keeping of dogs on leads in designated areas) as these issues were covered by the provisions of the Clean Neighbourhoods and Environment Act 2005. Now such regulation will be by means of Public Space Protection Orders under the 2014 Act.

Public Space Protection Orders are time limited (up to three years unless renewed) and parks and green spaces could be included as a restricted areas. Orders can include reasonable requirements and prohibitions, for example:

- keep your dog on a lead

- put your dog on a lead if told to by a police officer, police community support officer or someone from the council
- stop your dog going to certain places - like farmland or parts of a park
- limit the number of dogs you have with you (this applies to professional dog walkers too)
- clear up after your dog.

**10.** The Council has agreed with the police a process of enforcement for byelaws with Police Community Support Officers and the Parks service acting on-site to communicate with and inform park users, carry out monitoring and undertake local education campaigns. Investigation of offences would be undertaken by Street Scene Enforcement Officers and should they recommend prosecution these cases would be conducted by a member of the Council's in-house legal team. Refer to Appendix 5 for an enforcement process diagram.

**11.** Next steps:

- i. 15<sup>th</sup> December - Report presented to Full Council
- ii. Jan – March - consultation with the public and relevant interest groups, including Neighbourhood Partnerships, about designated areas for fishing, BBQs/fires, horse riding & model aircraft.
- iii. April 2016 - Application to DCLG for Sec of State to confirm byelaws.
- iv. Pending confirmation: rollout of new byelaws and supporting communication programme.

### **Other Options Considered**

**12.** An initial proposal included five more byelaws and was the subject of consultation in 2013 followed by examination by the Neighbourhoods Scrutiny Commission.

### **Risk Assessment**

**13.** Key risk of Full Council approving new byelaws for Bristol:

After adoption by Full Council the byelaws may be advertised and submitted to Secretary of State for the Department of Communities and Local Government (DCLG). Secretary of State will either confirm the byelaws, refuse to confirm them in whole or part, direct the Council to amend them, ask for further consultation or order a public inquiry if contentious. DCLG may fix a date by which they would come into

operation.

Mitigation: The Council has engaged in extensive consultation and scrutiny of the proposals. It has taken great care to ensure that its proposals are necessary, proportionate and directed to dealing with issues of legitimate public concern.

#### **14. Key risks of Full Council not approving new byelaws:**

The current byelaws, which are not considered to be fit for purpose and have not been enforced, will remain in place;

Council resources will need to be deployed to explore the use of other powers to tackle the issues that could have been addressed via a bylaw. This could prove resources intensive and where Orders are made for particular places these require review every three years if they are to continue in place.

The earlier byelaws proposals received public support demonstrated through consultation. The Council will need to be clear of its approach to deterring and tackling nuisance and anti-social behaviour using existing powers.

### **Public Sector Equality Duties**

- 8a) Please refer to the draft Full Council report given as Appendix 1 advising of the Public Sector Equality Duties, how they are relevant to the proposal and notification of an equalities impact assessment.

### **Legal and Resource Implications**

#### **Legal**

Only the full council is able to make the decision to adopt byelaws. The Council's executive arrangements must ensure that its overview and scrutiny committees have power between them to do certain things and in relation to functions that can only be discharged by full council those things are:

- to review or scrutinise decisions made, or other action taken, in connection with the discharge of any functions which are not the responsibility of the executive;
- to make reports or recommendations to the authority or the executive with respect to the discharge of any functions which are not the responsibility of the executive,

- to make reports or recommendations to the authority or the executive on matters which affect the authority's area or the inhabitants of that area.

This committee's terms of reference enable it to exercise these statutory powers in relation to this report

**Legal advice provided by: Pauline Powell, Team Leader (Planning, Transport and Regulatory law) for Service Director – Legal services**

## **Financial**

### **(a) Revenue**

Revenue costs are difficult to predict currently but it may be anticipated that some promotion of the byelaws will be needed as well as a limited number of signs located at key sites.

A Finance officer has not been consulted.

### **(b) Capital**

No costs anticipated.

## **Land**

Land affected is given in Appendix 2.

## **Personnel**

Not applicable

## **Appendices:**

- Appendix 1 - Report to Full Council for adoption of new byelaws for Bristol
- Appendix 2 - Draft copy of new byelaws and site schedule
- Appendix 3 – Maps identifying the location of sites to which byelaws will apply and other sites other considered by the Council's Parks and Green Space Strategy.
- Appendix 4 - Communications Plan and summary document
- Appendix 5 - Enforcement process diagram

## **LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

### **Background Papers:**

A list of relevant background papers is given as part of the draft Full Council report provided as Appendix 1.

## AGENDA ITEM NO 9 – APPENDIX 1

### BRISTOL CITY COUNCIL

Full Council

15 December 2015

**Report of:** Alison Comley, Strategic Director Neighbourhoods

**Title:** New Byelaws for Parks and Green Spaces

**Ward:** Citywide

**Officer Presenting Report:** *<Insert report author's job title>*

**Contact Telephone Number:** *<Insert contact telephone number>*

### RECOMMENDATION

Full Council resolves to:

1. Adopt a new set of byelaws for parks and green spaces as set out at Appendix 1 and in doing so agree to revoke existing Victorian parks byelaws;
2. Advertises its intention to ask the Secretary of State for The Department of Communities and Local Government to confirm the byelaws; and
3. Authorises the affixing of the common seal to the byelaws and their submission to the Secretary of State for confirmation.

### Summary

In order to ensure park users' enjoyment and safety, the council and partners need to be able to tackle nuisance and other anti-social behaviour that adversely affects the enjoyment of these open spaces by our communities.

During a public consultation exercise in 2013, 77% of respondents were in favour of revised byelaws indicating public expectation that the council should actively manage use of, and control behaviours in, council-owned green spaces.

After considering reported evidence of nuisance, a public consultation and examination by Neighbourhoods Scrutiny Commission, new byelaws are proposed for 212 publicly accessible green spaces in Bristol.

Byelaws complement powers in other legislation such as the Anti-social Behaviour, Crime and Policing Act 2014. Updating the byelaws will provide a 'tool-kit' of options that will mean nuisance behaviours and park management issues can be addressed more positively and swiftly than is presently the case.

## **The significant issues in the report are:**

- A proposal to adopt a new set of 24 byelaws to a schedule of 212 of the city's public green spaces;
- Following Full Council approval, the byelaws will need to be confirmed by the Secretary for State for the Department of Communities and Local Government.
- The deletion of the city's existing Victorian parks byelaws;
- A proposed consultation to help decide the designated areas where byelaws relating to BBQs/fires, horse riding, fishing and model aircraft will apply;
- The need for byelaws to be applied through a new process involving Police Community Support Officers, Street Scene Enforcement Officers and Parks Officers.

## **Policy**

The report makes recommendations about the development of byelaws for 212 of the 430 parks and green spaces defined in the Council's Parks and Green Spaces Strategy which was adopted in 2008.

## **Consultation**

### **Internal**

The principle of a new set of byelaws for Bristol has been comprehensively examined by Neighbourhoods Scrutiny Commission initially at meetings in December 2013 and April 2014, at a Scrutiny Inquiry Day held in Nov 2014 and at meetings in April and September 2015.

The Inquiry Day was held to consider the Council's approach to dealing with nuisance and anti-social behaviour in parks and green spaces, and to examine the nature of any objection to original byelaw proposals and how byelaws may relate to the provisions of the ASB, Crime and Policing Act 2014.

As a result a Working Group of the police and council officers covering a range of disciplines was established to actively respond to Scrutiny recommendations and propose a clear approach to enforcement and communications.

The outcome is that the Commission supports and proposes a revised set of byelaws from those initially proposed in 2013 together with the use of other powers where appropriate.

## External

A full public consultation took place between 7<sup>th</sup> June and 13<sup>th</sup> September 2013 on a proposed adoption of 29 model byelaws designed to tackle known, reported nuisance and other anti social behaviour. Nearly 1000 people responded to an online and paper survey. The full results are attached as a report in Appendix 2.

The majority of respondents, 77%, said they were in favour of new byelaws for parks and green spaces, giving a clear message that the public expect the council to actively manage nuisance behaviour in its parks and green spaces. Of these, 85% thought they would make parks better for everyone, 79% thought they will make them safer and 72% thought they would make them more family friendly.

Of those that did not support byelaws, 43% did not feel there were any problems in parks and 40% thought they would put people off from using parks. Others felt that the proposed byelaws were too restrictive and difficult to enforce.

A number of special interest groups, including equalities groups and Neighbourhood Partnerships also responded through face to face consultation. The report equalities impact assessment highlights that byelaws should act to ameliorate fears for personal safety (NOTE: the key recommendation of the equalities assessment for the Council's parks strategy was that *"improving the perception of safety and security in all different types of green spaces will have a greater positive impact on disabled people, ethnic groups, women, young people and older people"*).

Avon and Somerset Constabulary has been consulted and support the City Council's endeavours to tackle ASB and promote good conduct in its parks and green spaces which reflect the priorities of the Police & Crime Commissioner. The Police remain committed to using all powers at their disposal to enforce the law.

Representatives of The Police, the Bristol Parks Forum, the Stoke Park Steering Group and Leeds City Council (who had recently introduced parks byelaws) attended the Neighbourhoods Scrutiny Inquiry Day (Nov, 2014).

## Context

1. Bristol City Council, the police and local communities and other agencies want everyone to enjoy the city's parks and green spaces. To ensure everyone's enjoyment and safety, there is sometimes a need to proactively tackle anti-social and nuisance behaviours that adversely affect the enjoyment of park users and affect our communities. Byelaws are a common, tried and tested mechanism to do this.

2. Byelaws are a form of local legislation made using powers conferred under Act of Parliament. They have to be approved by the Secretary of State through the Department for Communities and Local Government (DCLG).

Bristol has a set of Victorian parks byelaws that apply to 25 of its parks. These have not been enacted for some considerable time and do not cover all types of anti-social and nuisance behaviours that are reported. A new, more useful, set of byelaws would replace these and apply to many more parks in the city.

3. Since 2012, the Council and other partner agencies have been looking at how to tackle the issues raised by local residents and park users regarding anti-social behaviour in a number of parks and green spaces. Police advice at the time was that they could not take effective enforcement action in many cases because of the lack of comprehensive byelaws.

The Council and police then considered the appropriateness of 'model byelaws' set out by DCLG and local evidence for anti-social and nuisance behaviours in relation to these.

4. Considering the two-year period from April 2011 to March 2013 the Council and the police received a total of 3,157 complaints about nuisance in parks which were specifically about issues that could be covered by the initial, larger set of 29 proposed byelaws. A total of 222 identifiable sites were affected (of the 430 recognised by the Council's Parks and Green Space Strategy).

Therefore a significant body of evidence exists of low-level antisocial behaviour that byelaws could help tackle.

NOTE: DCLG guidance states that site-based evidence of nuisance and anti-social behaviour must support a byelaws request and that an applicant should not unnecessarily seek to extend byelaws to issues or sites where evidence of their need cannot be provided.

5. Work took place to check whether the relevant power to promote the model parks byelaws covered these sites. Excluding sites that are covered by other local legislation, namely the Docks (2009) byelaws and The Downs byelaws, a total of **212** sites are recommended to be scheduled and included.
6. Following the 2013 public consultation on the original byelaws proposal, the Council's Neighbourhoods Scrutiny Commission examined the issues raised. It further examined the current rationale for byelaws following the Council's adoption of the provisions of the ASB, Crime and Policing Act 2014.

As a result of its Inquiry Day (Nov, 2014), the Commission made a number of recommendations which included:

- i. a review of the original (2013) byelaws proposal;
- ii. a consideration of the use of other ASB legislation to tackle problems where this is more appropriate than the use of byelaws;
- iii. the clarification and promotion of measures to tackle issues around dogs and dog fouling;
- iv. the development of a communications strategy so the public are clear about the Council's intentions regarding the use of byelaws and other legislation to tackle nuisance and anti-social behaviours in parks.

The full Inquiry Day report can be seen in Appendix 4.

7. At its meeting of April 2015, the Commission then agreed and recommended a revised set of byelaws be progressed and considered by Full Council. The revised proposals continue to be based on the model byelaws that have been drafted by the DCLG and are in use in other Authorities, but omits byelaws relating to:

- i. Climbing;
- ii. Children's play areas;
- iii. Children's play apparatus;
- iv. Skateboarding; and
- v. Ball games.

As a result the number of byelaws proposed has reduced from 29 to 24.

8. The powers in the ASB, Crime and Policing Act 2014 can work alongside byelaws to enable the police, the Council and others to deal with people who behave anti-socially. Crucially, the powers of the Act provide maximum flexibility, allowing local agencies to work together to develop reasonable, proportionate and necessary responses to deal with anti-social behaviour.

- i. Community protection notice:

The community protection notice can provide a quick and effective response to those who persistently act in a way that has a detrimental effect on the quality of life of those in the locality. Available to councils and the police, this out-of-court notice can place restrictions on their behaviour (in the case of an individual, as long as they are aged 16 or over) and, if necessary, force them to take steps to rectify the issue. In deciding whether the behaviour is having a detrimental effect on the quality of life of those in the

locality, issuing officers should consider speaking to victims and potential victims to understand the wider harm to individuals and the community.

ii. Dispersal power:

The dispersal power can be used by police officers in uniform. Police community support officers can also use this power if designated by their chief constable. The authorising officer can sanction use of the power in a specified locality for a period of up to 48 hours making each decision on a case-by-case basis.

iii. Public Spaces Protection Order (PSPO):

The PSPO is designed to deal with a particular nuisance or problem in an area. It should prove to be an effective tool to tackle locally identified issues. The behaviour must be having a detrimental effect on the quality of life of those in the community, it must be persistent or continuing and it must be unreasonable. The PSPO can impose restrictions on the use of that area which apply to everyone who is carrying out that activity. The council can make a PSPO on any public space within its own area where certain statutory grounds are met, but before doing so it must engage in necessary consultation, which always includes the police. The council must also consult whatever community representatives it thinks appropriate. This could relate to a specific group, or an individual or group of individuals, (for instance, regular users of a park). Before making a PSPO, the council also has to publish the draft order in accordance with regulations made by the Secretary of State.

Pros/cons of any given approach:

- i. Byelaws can be enforced immediately whereas other interventions may require evidence of a persistent nuisance to be built up over time. Equally anybody breaching a byelaw can be immediately removed by the council or police.
- ii. Byelaws can empower communities where in some instances members of the public can issue instruction to others to cease their anti-social behaviour, rather than rely on an enforcement agency to act.
- iii. The very fact byelaws are in place may lead to expectations by some members of the public that enforcement agency activity will increase or be more responsive that cannot always be satisfied, whether because resources are scarce or due to the response sought being considered to be excessive in the particular circumstances of the case or for some other reasonable cause.

9. All warranted police officers can enforce byelaws. The Chief Constable of Avon & Somerset Constabulary has also designated the power to enforce byelaws to Police Community Support Officers.

## **Proposal**

10. Following public consultation and examination by Neighbourhoods Scrutiny, it is proposed that Bristol adopts a set of 24 byelaws; a revision of the original proposal in 2013.

(NOTE: The full set of byelaws and schedule of sites recommended for adoption are given in Appendix 1. Maps identifying the boundaries and location of scheduled sites are given in Appendix 8. Sites not included in the byelaws are listed in Appendix 10)

The byelaws will improve the ability of the Council and police to tackle nuisance and anti-social behaviours in 212 of the city's parks and meet the expectations of the majority of residents as determined by public consultation.

The wording of the proposed byelaws does not deviate from the model byelaws Set 2 (2006) published on the Department for Communities and Local Government (DCLG) website.

11. As a result of the 24 byelaws proposed, 8 activities will not be permitted in all 212 sites in the Schedule. These relate to:

- i. Site opening times
- ii. Protection of structures and plants
- iii. Throwing of 'missiles'
- iv. Interference with life-saving equipment
- v. Cycling to cause danger or reasonable fear of injury
- vi. (Driving of) Motor vehicles
- vii. Blocking of watercourses
- viii. Obstruction of officers carrying out their work

The byelaws will result in 12 further activities requiring Council consent upon application. These relate to:

- i. Erection of structures
- ii. Grazing
- iii. Protection of wildlife (consent for pest control or culling)
- iv. Lighting of fires
- v. Overnight parking

- vi. Archery
- vii. Camping
- viii. Field sports
- ix. Provision of (chargeable) services
- x. Excessive noise
- xi. Public shows and performance
- xii. (Take-off and landing of) Aircraft, balloon, helicopter, hang glider

For five of the byelaws, designated areas where an activity can be permitted are proposed to be identified. These relate to:

- i. BBQs (part of 'lighting of fires' byelaw)
- ii. Horse riding
- iii. Golf
- iv. Fishing
- v. Model aircraft

It is proposed that appropriate consultation is carried out before designated areas are identified and byelaws are confirmed by DCLG. Neighbourhood Partnerships and specialist interest groups will be invited to make a formal comment as part of the consultation.

For two of the byelaws, the Council is obliged to identify any lawful rights or privileges that exist. These relate to vehicles and horse-riding and are identified in Appendix 9.

12. New byelaws would give the police and authorised council officers the power to take enforcement action against people who contravene the byelaws. They would be used proportionately and with regard to the council's Enforcement Policy For Regulatory Services.

The principles set out in the current policy are that:

- i. Regulatory activities should be carried out in a way which is transparent, accountable, proportionate and consistent;
- ii. Regulatory activities should be targeted only at cases in which action is needed.

The enforcement policy predicates a proportionate, incremental approach. The overwhelming majority of issues reported to the authority are dealt with through early, informal interventions and words of advice. It remains our approach that issues affecting users of our parks and green spaces will be tackled in this way but where more robust enforcement is appropriate there are a range of tools and powers at our disposal to tackle the negative effects of anti-social conduct.

Byelaws will complement other interventions available to the council and are compatible with the enforcement approach set out in the Council's policy.

The Council's enforcement policy can be found online at <http://www.bristol.gov.uk/page/financial-help-and-benefits/regulatory-services> .

13. For byelaws, enforcement has two parts: 1) first on-site contact role, communication, education and evidence gathering; 2) case investigation and prosecution role. The police and the Council have agreed that for the first 12 months after byelaws have been adopted, part 1 will be carried out by Parks officers and Police Community Support Officers (PCSOs). Investigation of offences would be undertaken by Street Scene Enforcement Officers and should they recommend prosecution these cases would be conducted by a member of the Council's in-house legal team. Byelaws will always be available for police officers to use if appropriate on a case by case basis.

After 12 months this will be reviewed.

A simple model has been developed with the police to manage the enforcement approach, powers and reporting processes – refer to Appendix 7. A training module will be run for officers and PCSOs involved in enforcement.

Neighbourhood Delivery Teams will work within the process to advise on which powers may be appropriate to tackle different types of anti-social behaviour and target local priorities.

14. Neighbourhoods Scrutiny Commission set out the need for a clear communications strategy to accompany new byelaws and their relationship with other legislation to tackle nuisance and anti-social behaviour in parks.

Communications should clearly set out:

- i. Positive messages about public enjoying the city's open spaces responsibly and considerately
- ii. Steps prior to adoption including identification of permitted areas;
- iii. which sites byelaws do and don't apply to and why;
- iv. how byelaws will be enforced including the principle of proportionality, links to local priorities, consistency of approach and community / stakeholder engagement;
- v. notification to park users of new byelaws for green spaces;
- vi. how, rather than byelaws, other existing legislation will come into play in respect of certain nuisance and anti-social behaviours. In

particular , how byelaws will work alongside the provisions of the ASB, Crime and Policing Act 2014;

The proposed Communications Strategy that responds to this need is given in Appendix 3.

15. There are four key steps to adoption and confirmation of byelaws:
  - i. If Full Council agrees the recommendation, byelaws will be made under the Council's seal;
  - ii. The Council will consult on recommendations for permitted areas where an activity can take place when the byelaw will prevent this elsewhere - for example, barbecues and fishing;
  - iii. Notice of intent to apply for confirmation of byelaws will be given in one or more newspapers circulating in the Bristol area and a copy of the byelaws will be deposited at relevant Council officers for public viewing;
  - iv. A full application will be made to DCLG for Secretary of State to confirm byelaws;

Secretary of State will either confirm the byelaws, refuse to confirm them in whole or part, direct the Council to amend them, ask for further consultation or order a public inquiry if contentious. DCLG may fix a date by which they would come into operation;

A more detailed breakdown of all steps necessary and a predicted timeline is given in Appendix 4.

16. NOTE: Clifton and Durdham Downs are not covered by this proposal. This space is covered by The Downs Act and has site-specific byelaws agreed by the Downs Committee in 1998 and 2003.

A number of spaces close to the city docks are not covered by this proposal. These are covered by byelaws relating to Bristol docks. These can be found on line on the Council's website at:

<http://www.bristol.gov.uk/sites/default/files/assets/documents/city-docks-byelaws.pdf> .

## **Other Options Considered**

A previous proposal included five more byelaws and was the subject of consultation in 2013 followed by examination by the Neighbourhoods Scrutiny Commission.

The proposal generated widespread public and media interest. Although the proposal drew broad support in the public consultation with 77% in favour, there were significant concerns raised about byelaws that covered climbing trees, use of children's play areas by

young people over 14 years, skate-boarding and lighting fires (including barbecues).

After further examination, officers and Scrutiny accepted that, although these byelaws would have been applied in line with the Council's enforcement policy, satisfactorily communicating this was difficult and potentially harmful to the progress of other byelaws that were less controversial. In addition, the ASB, Crime and Policing Act 2014 provides powers that may be used to tackle persistent nuisance and anti-social behaviour for a temporary period if and when appropriate.

An option not to carry forward byelaws was also indirectly a consideration, particularly of the Scrutiny Inquiry Day (Nov, 2014). However the benefits of having byelaws as a primary or secondary mechanism to deal with nuisance issues became clearer, with delegates noting the relatively higher resourcing needed to apply new powers provided by the 2014 Act, which are relatively untested. The success Leeds City Council feels it has had managing nuisance issues since adopting byelaws was also noted.

## **Risk Assessment**

Risks of proceeding with the recommendation:

- i. Further public concern that byelaws may criminalise people for what may be perceived as low level misdemeanours.
- ii. Harm to reputation of Bristol City Council that park users are being unfairly targeted.
- iii. DCLG does not confirm byelaws in whole or part for Bristol.

Mitigation:

The Council has engaged in extensive consultation and scrutiny of the proposals. It has taken great care to ensure that its proposals are necessary, proportionate and directed to dealing with issues of legitimate public concern.

Only eight activities are not permitted outright which clearly focus on dangerous and/or unarguably anti-social activities.

Clear communications strategy focussing on the public enjoying shared green spaces responsibly and considerately. Programmed communications with stakeholders regarding intention of byelaws, demonstrating general level of public support and the benefits of their being in place.

Appropriate enforcement process and protocol agreed with police and others.

Longstanding communication with DCLG is in place and ongoing to support the process.

A thorough public consultation process is evident indicating support for byelaws.

An evidence base to identify and demonstrate nuisance and antisocial behaviours in Bristol is in place.

Risk of not proceeding:

- i. Continued public complaints to the Council about nuisance and antisocial behaviours that the police and Council officers find difficult to act upon. Particularly, short term issues where significant disruption or harm is caused.
- ii. Council resources will need to be deployed to explore the use of other powers to tackle the issues that could have been addressed via a bylaw. This could prove resources intensive and where Orders are made for particular places these require review every three years if they are to continue in place.
- iii. The current bylaws, which are not considered to be fit for purpose and have not been enforced, will remain in place.

Mitigation:

Resourcing education, prevention and landscaping measures for continuous or chronic issues and complaints.

The Council will need to reconsider its approach to controlling nuisance behaviours with greater emphasis on supporting and implementing the ASB, Crime and Policing Act 2014 with regard to parks and green spaces.

The earlier byelaws proposals received public support demonstrated through consultation. The Council will need to be clear of its approach to deterring and tackling nuisance and anti-social behaviour using existing powers.

## **Public Sector Equality Duties**

- 8a) Before making a decision, section 149 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.
- 8b) Equalities issues were raised by consultees. These have been captured in the full equalities impact assessment at Appendix 5 with actions that will ensure effective communication of the byelaws and monitoring to ensure that they are used effectively and without adverse impact on specific equalities groups.

## **Legal and Resource Implications**

### **Legal**

The making of byelaws is a function of full Council.

Apart from a general power to make byelaws the relevant legislation supporting the recommendation is The Public Health Act 1875 and The Open Spaces Act 1906. These Acts enable local authorities to make byelaws for the regulation of public walks and pleasure grounds and of open spaces respectively. Which enabling powers are appropriate will depend on the statutory authority from which the Council's interest the land is derived and whether or not the Council is involved in the management of the land.

In considering an application for confirmation, DCLG will concentrate on the following:

(1) that the byelaws are within the powers given under the relevant legislation and that any procedural step required under the legislation has been taken;

(2) that they do not duplicate or conflict with the general law, existing byelaws or any local Act, or common law;

(3) that the nuisance they address merits criminal sanctions and that, to a reasonable person, the penalty available is proportionate;

(4) that they directly address a genuine and specific local problem and do not attempt to deal in general terms with essentially national issues; and

(5) that they do not conflict with Government policy.

Byelaws should only be introduced if there is evidence to show that the issues covered are a significant problem and that it has not been possible to resolve the issues effectively with current powers. As indicated in the preceding paragraph, when considering whether to confirm byelaws The Secretary of State will need to consider whether they will be seen to be addressing genuine local problems in a proportionate way. Ensuring the proposals are proportionate requires the decision taker (that is, the full Council initially and then the Secretary of State if the recommendation in this report is supported) to balance the restrictions that would be imposed by the measure with the severity of the nature of the prohibited activity.

The byelaws must be made to meet a legitimate aim, must be a suitable way of achieving that aim and must be necessary and reasonable bearing in mind the competing interests of those affected by them; in other words byelaws must not be adopted if judged to be a 'sledgehammer to crack a nut'

If adopted these byelaws would create new criminal offences, or extend the ambit of existing offences to more areas in the City. Therefore there are checks and balances on byelaw making powers, so whilst they must be made under the Council's seal, they cannot take effect until they are approved by the Secretary of State.

The report reflects the great care The council's officers and scrutiny members have taken to ensure these proposals meet these tests; and in particular to identify where a more targeted shorter term approach available in newer legislation would be sufficient to tackle the problem.

It should be noted that before resolving to adopt the byelaws, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a

protected characteristic and those who do not. These matters are addressed in appendix 5 to this report.

In the event of Full Council adoption and the byelaws being sealed, they will be submitted to DCLG for approval.

The Secretary of State may either confirm or refuse to confirm byelaws submitted for confirmation. In the event of confirmation, the Secretary of State may fix a date on which the byelaws come into effect, but if he does not specify a date the byelaws come into effect one month from the date of its confirmation. Any existing byelaws will be revoked.

If the Secretary of State were to refuse to confirm the proposed byelaws, then any modified version of the byelaws should be brought back to full Council for further consideration. The process of confirmation would need to begin again with any modified set of byelaws.

**(Legal advice provided by Pauline Powell, Senior Solicitor)**

**Financial**

**(a) Revenue**

There will be a revenue cost for publicity materials to inform the public about the byelaws in parks and green spaces. An initial estimate of the cost has been undertaken and identified as a maximum of £2,500.

There will be an investment cost in some parks where it is decided to install a permanent notice of the byelaws on-site. This is estimated to be £10,000.

Both costs will be met from existing budgets and will be kept to a minimum.

**(b) Capital**

No direct implications arising from the report.

**(Financial advice provided by: TO BE UPDATED)**

**Land**

No direct implications arising from the report.

**Personnel**

There will need to be a consideration of which Council staff support the implementation of byelaws both with regard to direct enforcement and with regard to evidence-gathering and site management.

**(Personnel advice provided by TO BE UPDATED)**

## **Appendices:**

- Appendix 1: Proposed byelaws for parks and open spaces including list of sites to be covered
- Appendix 2: Results of public consultation on initial byelaws proposal (2013)
- Appendix 3: Communications Strategy and 'Frequently Asked Questions'
- Appendix 4: Report of the Neighbourhoods Scrutiny Inquiry day
- Appendix 5: Equalities Impact Assessment
- Appendix 6: Timeline and process to adoption
- Appendix 7: Enforcement process diagram
- Appendix 8: Site schedule maps
- Appendix 9: Maps identifying known routes for vehicles and horse riding for which a lawful right or privilege exists
- Appendix 10: List of sites not covered by byelaws and rationale for exclusion

## **LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

### **Background Papers:**

- Department for Communities and Local Government (DCLG) model byelaws Set 2 (2006)
- Bristol Victorian parks byelaws
- Enforcement Policy For Regulatory Services – Bristol City Council
- Scoping Profile. Anti-Social Behaviour in Bristol's Parks and Green Spaces
- 01/04/2011 – 31/03/2013. Avon and Somerset Constabulary
- Equalities Impact Assessment – Parks and Green Space Strategy 2008
- Enforcement policy
- BRISTOL CITY DOCKS BYE-LAWS (2009) Downs byelaws
- Neighbourhoods Scrutiny Commission minutes: December 2013; April 2014; April 2015; September 2015.

Agenda Item 9 APPENDIX 2  
**BRISTOL CITY COUNCIL**

**BYELAWS FOR PLEASURE GROUNDS, PUBLIC  
WALKS AND OPEN SPACES**

ARRANGEMENT OF BYELAWS

PART 1

GENERAL

1. General interpretation
2. Application
3. Opening times

PART 2

PROTECTION OF THE GROUND, ITS WILDLIFE AND THE PUBLIC

4. Protection of structures and plants
5. Unauthorised erection of structures
6. Grazing
7. Protection of wildlife
8. Camping
9. Fires
10. Missiles
11. Interference with life-saving equipment

PART 3

HORSES, CYCLES AND VEHICLES

12. Interpretation of Part 3
13. Horses
14. Cycling
15. Motor vehicles
16. Overnight parking

PART 4  
PLAY AREAS, GAMES AND SPORTS

- 17. Interpretation of Part 4
  
- 18. Archery
- 19. Field sports
- 20. Golf

PART 5  
WATERWAYS

- 21. Interpretation of Part 5
  
- 22. Fishing
- 23. Blocking of watercourses

PART 6  
MODEL AIRCRAFT

- 24. Interpretation of Part 6
  
- 25. Model aircraft

PART 7  
OTHER REGULATED ACTIVITIES

- 26. Provision of services
- 27. Excessive noise
- 28. Public shows and performances
- 29. Aircraft, hang-gliders and hot air balloons

PART 8  
MISCELLANEOUS

- 30. Obstruction
- 31. Savings
- 32. Removal of offenders
- 33. Penalty
- 34. Revocation

SCHEDULE 1 Grounds to which byelaws apply generally

SCHEDULE 2 Grounds to which byelaw 13 does not apply

Byelaws made under section 164 of the Public Health Act 1875, section 15 of the Open Spaces Act 1906 and sections 12 and 15 of the Open Spaces Act 1906 by the Bristol City Council with respect to the pleasure grounds, public walks and open spaces specified in Schedule 1.

**PART 1**  
**GENERAL**

**General Interpretation**

1. In these byelaws:

“the Council” means the City Council of Bristol

“the ground” means any of the grounds listed in Schedule 1

“designated area” means an area in the ground which is set aside for a specified purpose, that area and its purpose to be indicated by notices placed in a conspicuous position;

“invalid carriage” means a vehicle, whether mechanically propelled or not,

- (a) the unladen weight of which does not exceed 150 kilograms,
- (b) the width of which does not exceed 0.85 metres, and
- (c) which has been constructed or adapted for use for the carriage of a person suffering from a disability, and used solely by such a person.

**Application**

2. These byelaws apply to all of the grounds listed in Schedule 1 unless otherwise stated.

**Opening times**

3. No person shall enter or remain in the ground except during opening hours.

## **PART 2**

### **PROTECTION OF THE GROUND, ITS WILDLIFE AND THE PUBLIC**

#### **Protection of structures and plants**

4. (1) No person shall without reasonable excuse remove from or displace within the ground:
  - (a) any barrier, post, seat or implement, or any part of a structure or ornament provided for use in the laying out or maintenance of the ground; or
  - (b) any stone, soil or turf or the whole or any part of any plant, shrub or tree.
- (2) No person shall walk on or ride, drive or station a horse or any vehicle over:
  - (a) any flower bed, shrub or plant;
  - (b) any ground in the course of preparation as a flower bed or for the growth of any tree, shrub or plant; or
  - (c) any part of the ground set aside by the Council for the renovation of turf or for other landscaping purposes and indicated by a notice conspicuously displayed.

#### **Unauthorised erection of structures**

5. No person shall without the consent of the Council erect any barrier, post, ride or swing, building or any other structure.

#### **Grazing**

6. No person shall without the consent of the Council turn out or permit any animal for which he is responsible to graze in the ground.

#### **Protection of wildlife**

7. No person shall kill, injure, take or disturb any animal, or engage in hunting or shooting or the setting of traps or the laying of snares save where written permission has been granted by the Council to enable the undertaking of pest control and deer culling

#### **Camping**

8. No person shall without the consent of the Council erect a tent or use a vehicle, caravan or any other structure for the purpose of camping.

## **Fires**

9. (1) No person shall light a fire or place, throw or drop a lighted match or any other thing likely to cause a fire.
- (2) Byelaw 10(1) shall not apply to:
  - (a) the lighting of a fire at any event for which the Council has given permission that fires may be lit; or
  - (b) the lighting or use, in such a manner as to safeguard against damage or danger to any person, of a properly constructed camping stove, in a designated area for camping, or of a properly constructed barbecue, in a designated area for barbecues.

## **Missiles**

10. No person shall throw or use any device to propel or discharge in the ground any object which is liable to cause injury to any other person.

## **Interference with life-saving equipment**

11. No person shall except in case of emergency remove from or displace within the ground or otherwise tamper with any life-saving appliance provided by the Council.

## **PART 3**

### **HORSES, CYCLES AND VEHICLES**

#### **Interpretation of Part 3**

12. In this Part:

“designated route” means a route in or through the ground which is set aside for a specified purpose, its route and that purpose to be indicated by notices placed in a conspicuous position;

“motor cycle” means a mechanically-propelled vehicle, not being an invalid carriage, with less than four wheels and the weight of which does not exceed 410 kilograms;

“motor vehicle” means any mechanically-propelled vehicle other than a motor cycle or an invalid carriage;

“trailer” means a vehicle drawn by a motor vehicle and includes a caravan.

## **Horses**

13. (1) No person shall ride a horse in any of the grounds specified in Schedule 2 except:
- (a) on a designated route for riding; or
  - (b) in the exercise of a lawful right or privilege.
- (2) Where horse-riding is permitted by virtue of byelaw 13(1)(a) or a lawful right or privilege, no person shall ride a horse in such a manner as to cause danger to any other person.

## **Cycling**

14. No person shall ride a cycle in the ground in such a manner as to cause danger or reasonable fear of injury to any other person.

## **Motor vehicles**

15. (1) No person shall without reasonable excuse bring into or drive in the ground a motor cycle, motor vehicle or trailer except in any part of the ground where there is a right of way or a designated route for that class of vehicle.
- (2) Where there is a designated route for motor cycles, motor vehicles or trailers, it shall not be an offence under this byelaw to bring into or drive in the ground a vehicle of that class for the sole purpose of transporting it to the route.

## **Overnight parking**

16. No person shall without the consent of the Council leave or cause or permit to be left any motor vehicle in the ground between the hours of 10 p.m. and 6 a.m..

## **PART 4**

### **PLAY AREAS, GAMES AND SPORTS**

#### **Interpretation of Part 4**

17. In this Part:

“golf course” means any area within the ground set aside for the purposes of playing golf and includes any golf driving range, golf practice area or putting course;

“self-propelled vehicle” means a vehicle other than a cycle, invalid carriage or pram which is propelled by the weight or force of one or more persons

skating, sliding or riding on the vehicle or by one or more persons pulling or pushing the vehicle.

### **Archery**

18. No person shall engage in the sport of archery except in connection with an event organised by or held with the consent of the Council.

### **Field sports**

19. No person shall throw or put any javelin, hammer, discus or shot except in connection with an event organised by or held with the consent of the Council or on land set aside by the Council for that purpose.

### **Golf**

20. No person shall drive, chip or pitch a hard golf ball [except on the golf course].

## **PART 5**

### **WATERWAYS**

#### **Interpretation of Part 5**

21. In this Part:

“waterway” means any river, lake, pool or other body of water and includes any fountain.

#### **Fishing**

22. No person shall in any waterway cast a net or line for the purpose of catching fish or other animals except in a designated area for fishing.

#### **Blocking of watercourses**

23. No person shall cause or permit the flow of any drain or watercourse in the ground to be obstructed, diverted, open or shut or otherwise move or operate any sluice or similar apparatus.

## **PART 6**

### **MODEL AIRCRAFT**

#### **Interpretation of Part 6**

24. In this Part:

“model aircraft” means an aircraft which weighs not more than 7 kilograms without its fuel;

“power-driven” means driven by:

- (a) the combustion of petrol vapour or other combustible substances;
- (b) jet propulsion or by means of a rocket, other than by means of a small reaction motor powered by a solid fuel pellet not exceeding 2.54 centimetres in length; or
- (c) one or more electric motors or by compressed gas.

### **General prohibition**

25. No person shall cause any power-driven model aircraft to:
- (a) take off or otherwise be released for flight or control the flight of such an aircraft; or
  - (b) land in the ground without reasonable excuse;
- other than in a designated area for flying model aircraft.

## **PART 7**

### **OTHER REGULATED ACTIVITIES**

#### **Provision of services**

26. No person shall without the consent of the Council provide or offer to provide any service for which a charge is made.

#### **Excessive noise**

27. (1) No person shall, after being requested to desist by any other person in the ground, make or permit to be made any noise which is so loud or so continuous or repeated as to give reasonable cause for annoyance to other persons in the ground by:
- (a) shouting or singing;
  - (b) playing on a musical instrument; or
  - (c) by operating or permitting to be operated any radio, amplifier, tape recorder or similar device.
- (2) Byelaw 27(1) does not apply to any person holding or taking part in any entertainment held with the consent of the Council.

#### **Public shows and performances**

28. No person shall without the consent of the Council hold or take part in any public show or performance.

#### **Aircraft, hang gliders and hot air balloons**

29. No person shall except in case of emergency or with the consent of the Council take off from or land in the ground in an aircraft, helicopter, hang glider or hot air balloon.

## PART 8

### MISCELLANEOUS

#### Obstruction

30. No person shall obstruct:
- (a) any officer of the Council in the proper execution of his duties;
  - (b) any person carrying out an act which is necessary to the proper execution of any contract with the Council; or
  - (c) any other person in the proper use of the ground.

#### Savings

31. (1) It shall not be an offence under these byelaws for an officer of the Council or any person acting in accordance with a contract with the Council to do anything necessary to the proper execution of his duty.
- (2) Nothing in or done under these byelaws shall in any respect prejudice or injuriously affect any public right of way through the ground, or the rights of any person acting lawfully by virtue of some estate, right or interest in, over or affecting the ground or any part of the ground.

#### Removal of offenders

32. Any person offending against any of these byelaws may be removed from the ground by an officer of the Council or a constable.

#### Penalty

33. Any person offending against any of these byelaws shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale.

#### Revocation

34. The following byelaws are hereby revoked:
- (a) BY-LAWS made by THE LORD MAYOR, ALDERMEN and BURGESSES of the CITY of BRISTOL acting by the Council as the Urban Sanitary Authority for the District and City and County of Bristol for the Regulation of the Public Pleasure Grounds known as **Bedminster Park, Cotham Gardens, St Agnes' Gardens, Hunt's Pleasure Ground**, Mina Road **St Matthias' Pleasure Ground** made on the 1<sup>st</sup> day of June 1886 and allowed by the Local Government Board on the 27<sup>th</sup> July 1886 as amended by BY-LAWS made by the CITY of BRISTOL, with respect to the Pleasure Grounds known as **Mina Road Park, St Pauls** and **Victoria Park, Windmill Hill** made on the 18<sup>th</sup> day of July 1984 and 26<sup>th</sup> September 1985 and confirmed by the Secretary of

State on the 22<sup>nd</sup> day of January 1986

(b) BY-LAWS made by THE LORD MAYOR, ALDERMEN and BURGESSES of the CITY of BRISTOL acting by the Council as the Urban Sanitary Authority for the District and City and County of Bristol with respect to pleasure grounds situate at **Eastville Park** in the Parish of Stapleton in the County of Gloucester; at **Windmill Hill** in the Parish of Bedminster in the City of Bristol; at **Montpelier** in the district of the United Parishes of St James and St Paul in the City of Bristol; and the pleasure ground known as "**Gaunt's Ham**" in the City of Bristol made on the 13<sup>th</sup> day of October 1891 and allowed by the Local Government Board on the 15<sup>th</sup> day of February 1892 as amended by BY-LAWS made by the CITY of BRISTOL, with respect to the Pleasure Grounds known as **Mina Road Park, St Pauls** and **Victoria Park, Windmill Hill** made on the 18<sup>th</sup> day of July 1984 and confirmed by the Secretary of State on the 22<sup>nd</sup> day of January 1986

(c) BY-LAWS made by THE LORD MAYOR, ALDERMEN and BURGESSES of the CITY of BRISTOL, with respect to the Pleasure Grounds known as **College Green, Fishponds Park, Hay Market, Redland Green** and **St George's Park**, situate in the City and County of Bristol, made on the 3<sup>rd</sup> day of February 1905 and allowed by the Local Government Board on the 21<sup>st</sup> March 1905 as amended by BYELAW made by the CITY of BRISTOL made on the 9<sup>th</sup> day of February 1983 and confirmed by the Secretary of State on the 27<sup>th</sup> day of April 1983

(d) BY-LAWS made by THE LORD MAYOR, ALDERMEN and BURGESSES of the CITY of BRISTOL, with respect to the Common known as **Penpole Common** in the City and County of Bristol, in pursuance of a Scheme for the regulation and management of the Common made on the 12<sup>th</sup> day of June 1906 and allowed by the Local Government Board on the 2<sup>nd</sup> day of August 1906 and the Board of Agriculture and Fisheries on the 3<sup>rd</sup> day of March 1906.

(e) BY-LAWS made by THE LORD MAYOR, ALDERMEN and BURGESSES of the the CITY of BRISTOL acting by the Council as the Urban Sanitary Authority for the District and City and County of Bristol for the Regulation of the Public Pleasure Grounds known as **Horfield Common, Evans Park, Canford Park, Avonmouth Pleasure Ground**, and Open Spaces known as **Bedminster Down Common** and **Novers Common** and Victory Park (Brislington) made on the 11<sup>th</sup> day of October 1910 and allowed by the Local Government Board on the 16<sup>th</sup> day of December 1910

(f) BY-LAWS made by the CITY of BRISTOL, with respect to the Pleasure Grounds known as **Dame Emily Play Park, Bedminster; St Andrews Play Park, Montpelier** and **West Malls Gardens, Clifton** made on the 18<sup>th</sup> day of July 1984 and confirmed by the Secretary of State on the 14<sup>th</sup> day of November 1984

# SCHEDULE 1

## GROUNDS TO WHICH BYELAWS APPLY

The grounds referred to in byelaw 2 are:

1	Albany Green Park, Lower Cheltenham Place, Ashley, Bristol
2	Argyle Place Park, Argyle Place, Clifton, Bristol
3	Arnall Drive Open Space, Arnall Drive, Henbury, Bristol
4	Arnos Court Park, Bath Road, , Bristol
5	Arnos Vale Cemetery, Bath Road, Knowle, Bristol
6	Ashley Street Park, Conduit Place, Ashley, Bristol
7	Ashton Court Estate, Clanage Road, , Bristol
8	Ashton Vale Playing Fields, Ashton Drive, Bedminster, Bristol
9	Avonmouth Park, Avonmouth Road, Avonmouth, Bristol
10	Badocks Wood, Doncaster Road, , Bristol
11	Bamfield Road OS, Briery Leaze Road, Bamfield, Bristol
12	Barnard Park, Crow Lane, Henbury, Bristol
13	Barton Hill Road A/A, Barton Hill Road, Lawrence Hill, Bristol
14	Bedminster Common Open Space, Bishopsworth, Bristol
15	Begbrook Green Park, Frenchay Park Road, Frome Vale, Bristol
16	Blaise Castle Estate, Bristol
17	Bonnington Walk Playing Fields, Bonnington Walk, , Bristol
18	Bower Ashton Playing Field, Clanage Road, Southville, Bristol
19	Bradeston Grove & Sterncourt Road, Sterncourt Road, Frome Vale, Bristol
20	Brandon Hill Park, Charlotte Street, Cabot, Bristol
21	BRI Hospital Bank, Dighton Street, Cabot, Bristol
22	Briery Leaze Road Open Space, Briery Leaze Road, Hengrove, Bristol
23	Bristol/Bath Cycle Path (Central), Barrow Road, Bristol
24	Bristol/Bath Cycle Path (East), New Station Way, , Bristol
25	Broadwalk Open Space, Broad Walk, Knowle, Bristol
26	Broadwalk Roundabout, Broad Walk, Knowle, Bristol
27	Brook A/A (Crosscombe Drive), Pawlett Road, , Bristol
28	Brook Street CPG, Edward Street, Easton, Bristol
29	Brunswick Square Cemetery, Brunswick Square, Ashley, Bristol
30	Brunswick Square Green Space, Brunswick Square, Ashley, Bristol
31	Bushy Park YMCA, Bushy Park, Totterdown, Bristol
32	Byron Street Amenity Area, Lower Ashley Road, Ashley, Bristol
33	Callington Road Nature Reserve, Callington Road, , Bristol
34	Canford Lane Amenity Area, Canford Lane, Westbury-on-Trym, Bristol
35	Canford Park, Access Road To Canford Park, Westbury-on-Trym, Bristol
36	Chalks Road Bank, Chalks Road, St George West, Bristol
37	Cheddar Grove, Cheddar Grove, Bishopsworth, Bristol
38	Clack Mills Green Space, Bell Barn Road, , Bristol
39	Clark Street Green Space, Clark Street, Lawrence Hill, Bristol
40	Clifton Parish Churchyard, Clifton Hill, Clifton, Bristol
41	Clifton Wood Terrace Open Space, Clifton Wood Terrace, Clifton, Bristol

42	Cobden Street AA, Cobden Street, Easton, Bristol
43	College Green Green Space, Church Road, Cabot, Bristol
44	Cotham Gardens Green Space, Redland Grove, Cotham, Bristol
45	Cotswold Road Open Space, Cotswold Road, Windmill Hill, Bristol
46	Cottle Road Green Space, Cottle Road, Stockwood, Bristol
47	Crosscombe Drive Open Space, Crosscombe Walk, , Bristol
48	Crox Bottom Green Space, Hartcliffe Way, Hartcliffe, Bristol
49	Dalby Avenue, Providence Place, Southville, Bristol
50	Dalrymple Road Childrens Play Ground, Dalrymple Road, Ashley, Bristol
51	Dame Emily Park, Dean Lane, Southville, Bristol
52	Delabere Avenue, Delabere Avenue, Frome Vale, Bristol
53	Dingle Close, Dingle Close, Kingsweston, Bristol
54	Doncaster Road Park, Greystoke Avenue, Southmead, Bristol
55	Dundridge Farm Playing Fields, Dundridge Lane, Bristol
56	East Park Housing, Robertson Road, , Bristol
57	Eastville Park, Ashdene Avenue, , Bristol
58	Eastwood Farm, Access To Eastwood Farm, Brislington East, Bristol
59	Eastwood Road Childrens Play Ground, Eastwood Road, Brislington East, Bristol
60	Elderberry Walk Open Space, Elderberry Walk, Southmead, Bristol
61	Elm Lane Amenity Area, Elm Lane, Cotham, Bristol
62	Embleton Road CPG, Embleton Road, Southmead, Bristol
63	Emerson Square Childrens Play Ground, Emerson Square, Lockleaze
64	Falldon Way Childrens Play Ground, Falldon Way, Henleaze, Bristol
65	Filwood Broadway, Filwood Broadway, Filwood, Bristol
66	Fishponds Park, Fishponds Road, Frome Vale, Bristol
67	Fonthill Park, Ascot Road, , Bristol
68	Fortfield Green, Doulton Way, Hengrove, Bristol
69	Fox Road Open Space, Fox Road, , Bristol
70	Fremantle Square Green Space, Fremantle Square, Cabot, Bristol
71	Frenchay Park Road (Stapleton AFC), Frenchay Park Road, , Bristol
72	Friends Burial Ground, Redcliffe Hill, Cabot
73	Gatehouse Avenue O/S, Hareclive Road, Hartcliffe, Bristol
74	Gaunts Ham Park, Chancery Street, Lawrence Hill, Bristol
75	George Jones Park, Gloucester Lane, Lawrence Hill, Bristol
76	Gladstone Street CPG, Avonvale Road, St George West, Bristol
77	Glyn Vale Open Space, Glyn Vale, Filwood, Bristol
78	Gores Marsh Park, Winterstoke Road, Bedminster, Bristol
79	Greville Smyth Park, Ashton Road, Southville, Bristol
80	Greystoke Avenue O/S, Greystoke Avenue, Southmead, Bristol
81	Hartcliffe Millennium Green, Bishport Avenue, Whitchurch Park, Bristol
82	Hassell Drive Open Space, Barrow Road, Lawrence Hill, Bristol
83	Headley Lane Park, Headley Lane, Hartcliffe, Bristol
84	Henacre Open Space, Henacre Road, Avonmouth, Bristol
85	Henbury Churchyard, Church Close, Henbury, Bristol
86	Henbury Open Space, Crow Lane, Henbury, Bristol
87	Hengrove Farm Community Woodland O/S, Hengrove Lane, Hengrove, Bristol

88	Hengrove Park, Access To Hengrove Park, Hengrove, Bristol
89	Hengrove Play Park, Hengrove Way, Hengrove, Bristol
90	High Kingsdown Flats CPG, High Kingsdown, Cabot, Bristol
91	Highridge Common, Access To Grove House, , Bristol
92	Highridge Green & Common Surrounds, Highridge Green, Bishopsworth, Bristol
93	Highridge Park, Highridge Park, Bishopsworth, Bristol
94	Hillfields Park, Thicket Avenue, Hillfields, Bristol
95	Home Ground (Shirehampton), Broadleaze, Avonmouth, Bristol
96	Horfield Common Open Space, Gloucester Road, , Bristol
97	Horfield Common Tennis Centre (Ardagh), Kellaway Avenue, Bishopston, Bristol
98	Ilchester Crescent Open Space, Bedminster Down Road, , Bristol
99	Inns Court Housing, Inns Court Drive, Filwood, Bristol
100	King Square Park, King Square, Cabot, Bristol
101	Kings Head Lane Park, Access To Home Farm, Bishopsworth, Bristol
102	Kings Weston Lane O/S (South of M5), Kings Weston Lane, Kingsweston, Bristol
103	Kingsweston Estate, Kings Weston Lane, , Bristol
104	Kingsweston House, Kings Weston Lane, , Bristol
105	Knowle West Health Park, Downton Road, , Bristol
106	Lakemead Grove Amenity Area, Lakemead Grove, Bishopsworth, Bristol
107	Lamplighters Open Space, Nibley Road, Avonmouth, Bristol
108	Lawfords Gate Park, Lawfords Gate, Lawrence Hill, Bristol
109	Lawrence Hill Roundabout, Lawrence Hill Roundabout, Lawrence Hill, Bristol
110	Lawrence Weston Moor Nature Reserve, Atwood Drive, Kingsweston, Bristol
111	Lockleaze Open Space, Romney Avenue, Lockleaze, Bristol
112	Ludlow Close Park, Ludlow Close, Ashley, Bristol
113	Mancroft Park, Mancroft Avenue, Avonmouth, Bristol
114	Manor Woods Valley, Bishopsworth Road, , Bristol
115	Market Square, Market Square, Hillfields, Bristol
116	Marsh Lane Open Space, Herapath Street, Lawrence Hill, Bristol
117	Maskelyne Avenue Amenity Area, Maskelyne Avenue, Horfield, Bristol
118	Meadow Vale Playing Fields, Meadow Vale, St George West, Bristol
119	Meadowsweet Open Space, Colston Dale, Eastville, Bristol
120	Melvin Square, Belroyal Avenue, Filwood, Bristol
121	Mina Road Park, Cowmead Walk, Ashley, Bristol
122	Monks Park Open Space, Kenmore Drive, Horfield, Bristol
123	Montpelier Park, St Andrews Road, Ashley, Bristol
124	Mowbray Road Open Space, Mowbray Road, Stockwood, Bristol
125	Muller Road Recreation Ground, Muller Road, Lockleaze, Bristol
126	Narrowways Millennium Green, Mina Road, Ashley, Bristol
127	Netham Park, Avonvale Road, , Bristol
128	New Town O/S, Hassell Drive, Lawrence Hill, Bristol
129	Newbridge Road Open Space, Newbridge Road, Brislington East, Bristol
130	Newquay Road Childrens Play Ground, Newquay Road, Knowle, Bristol
131	Nibley Road Open Space, Nibley Road, Avonmouth, Bristol
132	Nightingale Valley, Wick Road, Brislington East, Bristol
133	North Street Green, North Street, Bedminster

134	Novers Common, Novers Hill, , Bristol
135	Novers Park Road Childrens Play Ground, Novers Park Drive, Filwood, Bristol
136	Okebourne Road Open Space, Chakeshill Close To Brewerton Road Footpath, Bristol
137	Old Quarry Park, Henleaze Road, Henleaze, Bristol
138	Old Sneed Park Nature Reserve, Cavendish Gardens, Stoke Bishop, Bristol
139	Oldbury Court Estate, Oldbury Court Road, , Bristol
140	Owen Square Park, Owen Street, Easton, Bristol
141	Pen Park Road Open Space, Pen Park Road, Southmead, Bristol
142	Perretts Park, Sylvia Avenue, Windmill Hill, Bristol
143	Pigeon House Stream, Bishport Avenue, Hartcliffe, Bristol
144	Pigeon House Stream Open Space, Bishport Avenue, , Bristol
145	Plummers Hill Open Space, Plummers Hill, St George West
146	Poets Park, Shelley Way, Horfield, Bristol
147	Portland Square Park, Portland Square, Ashley, Bristol
148	Portway Tip, Portway, Avonmouth, Bristol
149	Primrose Lane Open Space, Primrose Lane, St George East, Bristol
150	Queen Square, Queen Square, Cabot, Bristol
151	Rawnsley Park, Beaumont Terrace, Lawrence Hill, Bristol
152	Redcatch Park, Broad Walk, Knowle, Bristol
153	Redford Crescent Open Space, Redford Crescent, Bishopsworth
154	Redland Green, Redland Green Road, Redland, Bristol
155	Redland Grove Open Space, Redland Grove, Cotham, Bristol
156	Ridgeway Playing Fields, Foundry Lane, Hillfields, Bristol
157	Riverside Park, Peel Street, Lawrence Hill, Bristol
158	Rodney Road Playing Fields, Rodney Road, St George East, Bristol
159	Roman Remains (Portway), Roman Way, Stoke Bishop, Bristol
160	Rowlandson Gardens Open Space, Rowlandson Gardens, Lockleaze, Bristol
161	Royate Hill Nature Reserve, Clay Bottom, Eastville, Bristol
162	Saltmarsh Drive Open Space, Saltmarsh Drive, Kingsweston, Bristol
163	School Road (Totterdown), School Road, Windmill Hill, Bristol
164	Sea Mills Recreation Ground, Shirehampton Road, Kingsweston, Bristol
165	Shirehampton Park, Kingsweston Estate, Shirehampton, Bristol
166	Shirehampton Park, Penpole Lane, , Bristol
167	Shirehampton Sportsground, Penpole Lane, Avonmouth, Bristol
168	Snuff Mills Park, Ham Lane, Frome Vale, Bristol
169	Somerset Square Green Space, Somerset Square, Lawrence Hill, Bristol
170	South Street Park, Sion Road, Bedminster, Bristol
171	Sparke Evans Park, Albert Road, Lawrence Hill, Bristol
172	Springfield Avenue A/A, Springfield Avenue, Avonmouth, Bristol
173	St Agnes Park, Thomas Street, Ashley, Bristol
174	St Agnes Roundabout, Lower Ashley Road, , Bristol
175	St Andrews Park, Effingham Road, Redland, Bristol
176	St Annes Park, Newbridge Road, Brislington East, Bristol
177	St Annes Wood, St Annes Park Road, Brislington East, Bristol
178	St Augustines Park, Grass Meers Drive To East Dundry Road Footpaths, Whitchurch Park, Bristol
179	St George Park, Church Road, St George West, Bristol

180	St James Barton Roundabout Amenity Area, St James Barton Roundabout, Cabot, Bristol
181	St James Park, The Haymarket, Cabot, Bristol
182	St Johns Churchyard (South), St Johns Street, Southville, Bristol
183	St Matthias Park Green Space, St Matthias Park, Lawrence Hill, Bristol
184	St Pauls Park, Wilson Street, Ashley, Bristol
185	St Werburghs Park Open Space, Glenfrome Road, Ashley, Bristol
186	Stockwood Open Space, Stockwood Road, , Bristol
187	Stoke Park Estate, Park Road, , Bristol
188	Sturdon Road (Withers Green Courts), Sturdon Road, Bedminster, Bristol
189	Sturminster & Craydon Road A/A, Longreach Grove, Stockwood, Bristol
190	Sturminster Close, Lanesborough Rise To Dutton Road Footpath, Stockwood, Bristol
191	Temple Gardens Park, Church Lane, Lawrence Hill, Bristol
192	The Ridge Amenity Area, Oaktree Court, Avonmouth, Bristol
193	The Square, The Square, Knowle, Bristol
194	The Tump, Badenhams Grove, Avonmouth, Bristol
195	The Urban Park, Church Street, Lawrence Hill, Bristol
196	Troopers Hill Field, Malvern Road, , Bristol
197	Troopers Hill Nature Reserve, Crews Hole Road, Bristol
198	Trym Valley Open Space, Shetland Road, Southmead, Bristol
199	Trymside Open Space, Clapton Walk, , Bristol
200	Valley Walk, Branche Grove, , Bristol
201	Victoria Park, Nutgrove Avenue, Windmill Hill, Bristol
202	Victoria Square Park, Victoria Square, Clifton, Bristol
203	Victory Park, School Road, Brislington East, Bristol
204	Whitchurch Lane, Whitchurch Lane, Hengrove, Bristol
205	Whitchurch Railway Path, Sturminster Road, Stockwood
206	Whitland Road Open Space, Cater Road, Hartcliffe, Bristol
207	Whittock Road Open Space, Whittock Road, Stockwood, Bristol
208	Whittock Square, Whittock Square, Stockwood, Bristol
209	Willmott Park, Fulford Road, , Bristol
210	Windmill Hill Play Area, Alfred Road, Windmill Hill, Bristol
211	Winterstoke Road Amenity Area, Winterstoke Road, Southville, Bristol
212	Withywood Park, Keble Avenue, Bishopsworth, Bristol

## SCHEDULE 2

The grounds referred to in byelaw 13 are:

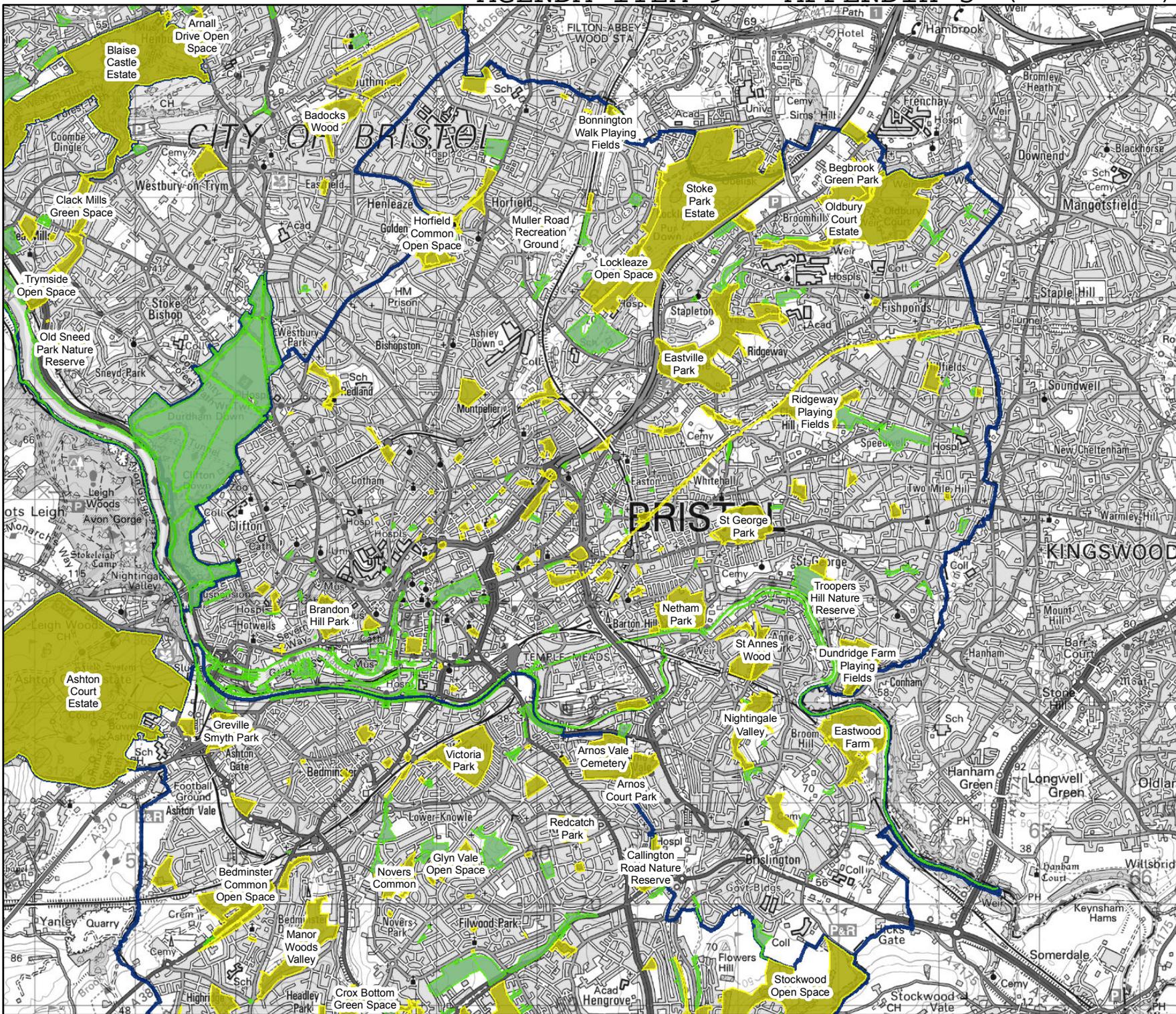
1	Albany Green Park, Lower Cheltenham Place, Ashley, Bristol
6	Ashley Street Park, Conduit Place, Ashley, Bristol
8	Ashton Vale Playing Fields, Ashton Drive, Bedminster, Bristol
9	Avonmouth Park, Avonmouth Road, Avonmouth, Bristol
11	Bamfield Road OS, Briery Leaze Road, Bamfield, Bristol
12	Barnard Park, Crow Lane, Henbury, Bristol
13	Barton Hill Road A/A, Barton Hill Road, Lawrence Hill, Bristol
18	Bower Ashton Playing Field, Clanage Road, Southville, Bristol
19	Bradeston Grove & Sterncourt Road, Sterncourt Road, Frome Vale, Bristol
21	BRI Hospital Bank, Dighton Street, Cabot, Bristol
23	Bristol/Bath Cycle Path (Central), Barrow Road, Bristol
25	Broadwalk Open Space, Broad Walk, Knowle, Bristol
26	Broadwalk Roundabout, Broad Walk, Knowle, Bristol
27	Brook A/A (Crosscombe Drive), Pawlett Road, , Bristol
28	Brook Street CPG, Edward Street, Easton, Bristol
29	Brunswick Square Cemetery, Brunswick Square, Ashley, Bristol
30	Brunswick Square Green Space, Brunswick Square, Ashley, Bristol
31	Bushy Park YMCA, Bushy Park, Totterdown, Bristol
32	Byron Street Amenity Area, Lower Ashley Road, Ashley, Bristol
34	Canford Lane Amenity Area, Canford Lane, Westbury-on-Trym, Bristol
36	Chalks Road Bank, Chalks Road, St George West, Bristol
37	Cheddar Grove, Cheddar Grove, Bishopsworth, Bristol
39	Clark Street Green Space, Clark Street, Lawrence Hill, Bristol
40	Clifton Parish Churchyard, Clifton Hill, Clifton, Bristol
41	Clifton Wood Terrace Open Space, Clifton Wood Terrace, Clifton, Bristol
42	Cobden Street AA, Cobden Street, Easton, Bristol
43	College Green Green Space, Church Road, Cabot, Bristol
44	Cotham Gardens Green Space, Redland Grove, Cotham, Bristol
45	Cotswold Road Open Space, Cotswold Road, Windmill Hill, Bristol
46	Cottle Road Green Space, Cottle Road, Stockwood, Bristol
49	Dalby Avenue, Providence Place, Southville, Bristol
50	Dalrymple Road Childrens Play Ground, Dalrymple Road, Ashley, Bristol
51	Dame Emily Park, Dean Lane, Southville, Bristol
52	Delabere Avenue, Delabere Avenue, Frome Vale, Bristol
53	Dingle Close, Dingle Close, Kingsweston, Bristol
54	Doncaster Road Park, Greystoke Avenue, Southmead, Bristol
56	East Park Housing, Robertson Road, , Bristol
59	Eastwood Road Childrens Play Ground, Eastwood Road, Brislington East, Bristol
61	Elm Lane Amenity Area, Elm Lane, Cotham, Bristol
62	Embleton Road CPG, Embleton Road, Southmead, Bristol
63	Emerson Square Childrens Play Ground, Emerson Square, Lockleaze

64	Falldon Way Childrens Play Ground, Falldon Way, Henleaze, Bristol
65	Filwood Broadway, Filwood Broadway, Filwood, Bristol
66	Fishponds Park, Fishponds Road, Frome Vale, Bristol
67	Fonthill Park, Ascot Road, , Bristol
68	Fortfield Green, Doulton Way, Hengrove, Bristol
69	Fox Road Open Space, Fox Road, , Bristol
70	Fremantle Square Green Space, Fremantle Square, Cabot, Bristol
71	Frenchay Park Road (Stapleton AFC), Frenchay Park Road, , Bristol
72	Friends Burial Ground, Redcliffe Hill, Cabot
73	Gatehouse Avenue O/S, Hareclive Road, Hartcliffe, Bristol
74	Gaunts Ham Park, Chancery Street, Lawrence Hill, Bristol
75	George Jones Park, Gloucester Lane, Lawrence Hill, Bristol
76	Gladstone Street CPG, Avonvale Road, St George West, Bristol
78	Gores Marsh Park, Winterstoke Road, Bedminster, Bristol
80	Greystoke Avenue O/S, Greystoke Avenue, Southmead, Bristol
81	Hartcliffe Millennium Green, Bishport Avenue, Whitchurch Park, Bristol
82	Hassell Drive Open Space, Barrow Road, Lawrence Hill, Bristol
83	Headley Lane Park, Headley Lane, Hartcliffe, Bristol
85	Henbury Churchyard, Church Close, Henbury, Bristol
87	Hengrove Farm Community Woodland O/S, Hengrove Lane, Hengrove, Bristol
89	Hengrove Play Park, Hengrove Way, Hengrove, Bristol
90	High Kingsdown Flats CPG, High Kingsdown, Cabot, Bristol
92	Highridge Green & Common Surrounds, Highridge Green, Bishopsworth, Bristol
93	Highridge Park, Highridge Park, Bishopsworth, Bristol
94	Hillfields Park, Thicket Avenue, Hillfields, Bristol
95	Home Ground (Shirehampton), Broadleaze, Avonmouth, Bristol
97	Horfield Common Tennis Centre (Ardagh), Kellaway Avenue, Bishopston, Bristol
98	Ilchester Crescent Open Space, Bedminster Down Road, , Bristol
99	Inns Court Housing, Inns Court Drive, Filwood, Bristol
100	King Square Park, King Square, Cabot, Bristol
104	Kingsweston House, Kings Weston Lane, , Bristol
105	Knowle West Health Park, Downton Road, , Bristol
106	Lakemead Grove Amenity Area, Lakemead Grove, Bishopsworth, Bristol
108	Lawfords Gate Park, Lawfords Gate, Lawrence Hill, Bristol
109	Lawrence Hill Roundabout, Lawrence Hill Roundabout, Lawrence Hill, Bristol
112	Ludlow Close Park, Ludlow Close, Ashley, Bristol
113	Mancroft Park, Mancroft Avenue, Avonmouth, Bristol
115	Market Square, Market Square, Hillfields, Bristol
116	Marsh Lane Open Space, Herapath Street, Lawrence Hill, Bristol
117	Maskelyne Avenue Amenity Area, Maskelyne Avenue, Horfield, Bristol
118	Meadow Vale Playing Fields, Meadow Vale, St George West, Bristol
119	Meadowsweet Open Space, Colston Dale, Eastville, Bristol
120	Melvin Square, Belroyal Avenue, Filwood, Bristol
121	Mina Road Park, Cowmead Walk, Ashley, Bristol
122	Monks Park Open Space, Kenmore Drive, Horfield, Bristol
123	Montpelier Park, St Andrews Road, Ashley, Bristol

124	Mowbray Road Open Space, Mowbray Road, Stockwood, Bristol
126	Narrowways Millennium Green, Mina Road, Ashley, Bristol
128	New Town O/S, Hassell Drive, Lawrence Hill, Bristol
129	Newbridge Road Open Space, Newbridge Road, Brislington East, Bristol
130	Newquay Road Childrens Play Ground, Newquay Road, Knowle, Bristol
133	North Street Green, North Street, Bedminster
135	Novers Park Road Childrens Play Ground, Novers Park Drive, Filwood, Bristol
137	Old Quarry Park, Henleaze Road, Henleaze, Bristol
140	Owen Square Park, Owen Street, Easton, Bristol
142	Perretts Park, Sylvia Avenue, Windmill Hill, Bristol
143	Pigeon House Stream, Bishport Avenue, Hartcliffe, Bristol
145	Plummers Hill Open Space, Plummers Hill, St George West
146	Poets Park, Shelley Way, Horfield, Bristol
147	Portland Square Park, Portland Square, Ashley, Bristol
149	Primrose Lane Open Space, Primrose Lane, St George East, Bristol
150	Queen Square, Queen Square, Cabot, Bristol
151	Rawnsley Park, Beaumont Terrace, Lawrence Hill, Bristol
153	Redford Crescent Open Space, Redford Crescent, Bishopsworth
155	Redland Grove Open Space, Redland Grove, Cotham, Bristol
157	Riverside Park, Peel Street, Lawrence Hill, Bristol
158	Rodney Road Playing Fields, Rodney Road, St George East, Bristol
159	Roman Remains (Portway), Roman Way, Stoke Bishop, Bristol
160	Rowlandson Gardens Open Space, Rowlandson Gardens, Lockleaze, Bristol
161	Royate Hill Nature Reserve, Clay Bottom, Eastville, Bristol
163	School Road (Totterdown), School Road, Windmill Hill, Bristol
164	Sea Mills Recreation Ground, Shirehampton Road, Kingsweston, Bristol
165	Shirehampton Park, Kingsweston Estate, Shirehampton, Bristol
166	Shirehampton Park, Penpole Lane, , Bristol
167	Shirehampton Sportsground, Penpole Lane, Avonmouth, Bristol
169	Somerset Square Green Space, Somerset Square, Lawrence Hill, Bristol
170	South Street Park, Sion Road, Bedminster, Bristol
171	Sparke Evans Park, Albert Road, Lawrence Hill, Bristol
172	Springfield Avenue A/A, Springfield Avenue, Avonmouth, Bristol
173	St Agnes Park, Thomas Street, Ashley, Bristol
174	St Agnes Roundabout, Lower Ashley Road, , Bristol
176	St Annes Park, Newbridge Road, Brislington East, Bristol
178	St Augustines Park, Grass Meers Drive To East Dundry Road Footpaths, Whitchurch Park, Bristol
180	St James Barton Roundabout Amenity Area, St James Barton Roundabout, Cabot, Bristol
181	St James Park, The Haymarket, Cabot, Bristol
182	St Johns Churchyard (South), St Johns Street, Southville, Bristol
183	St Matthias Park Green Space, St Matthias Park, Lawrence Hill, Bristol
184	St Pauls Park, Wilson Street, Ashley, Bristol
185	St Werburghs Park Open Space, Glenfrome Road, Ashley, Bristol
188	Sturdon Road (Withers Green Courts), Sturdon Road, Bedminster, Bristol
189	Sturminster & Craydon Road A/A, Longreach Grove, Stockwood, Bristol

190	Sturminster Close, Lanesborough Rise To Dutton Road Footpath, Stockwood, Bristol
191	Temple Gardens Park, Church Lane, Lawrence Hill, Bristol
192	The Ridge Amenity Area, Oaktree Court, Avonmouth, Bristol
193	The Square, The Square, Knowle, Bristol
194	The Tump, Badenham Grove, Avonmouth, Bristol
195	The Urban Park, Church Street, Lawrence Hill, Bristol
196	Troopers Hill Field, Malvern Road, , Bristol
198	Trym Valley Open Space, Shetland Road, Southmead, Bristol
202	Victoria Square Park, Victoria Square, Clifton, Bristol
204	Whitchurch Lane, Whitchurch Lane, Hengrove, Bristol
206	Whitland Road Open Space, Cater Road, Hartcliffe, Bristol
207	Whittock Road Open Space, Whittock Road, Stockwood, Bristol
208	Whittock Square, Whittock Square, Stockwood, Bristol
210	Windmill Hill Play Area, Alfred Road, Windmill Hill, Bristol
211	Winterstoke Road Amenity Area, Winterstoke Road, Southville, Bristol

# AGENDA ITEM 9 – APPENDIX 3 (CENTRAL)



## Bristol City Council

### Parks & Green Space Sites Byelaw designations. Central Area

#### Legend

- Sites - Byelaws Apply
- Sites - No Byelaws

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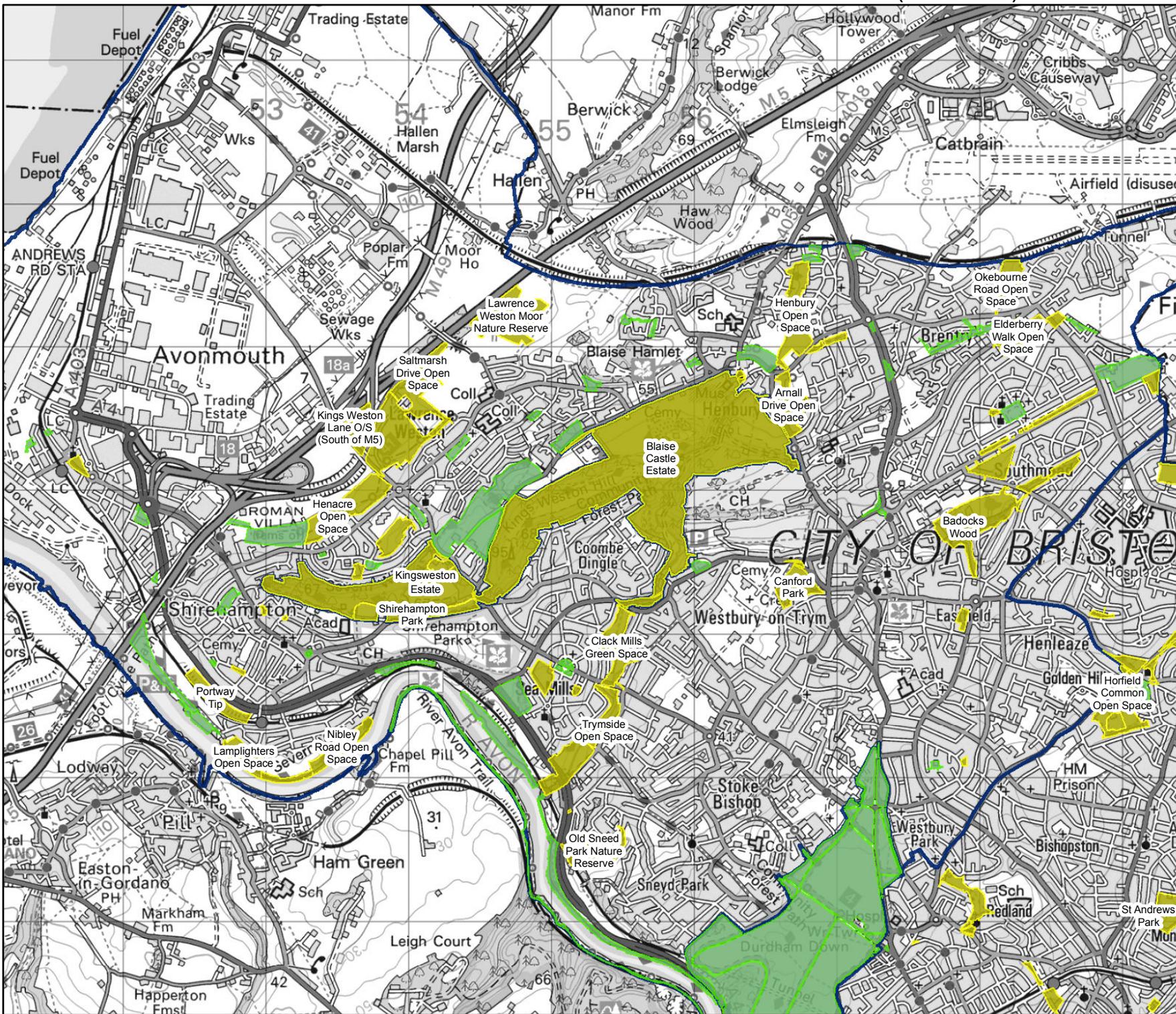
#### ENVIRONMENT & LEISURE

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Date: 06/10/2015



#### NEIGHBOURHOODS DIRECTORATE

Environmental and Leisure Services  
Brunel House Phone: 0117 922 3719  
St George's Road bristolparks@bristol.gov.uk  
Bristol BS1 5UY www.bristol.gov.uk/parks



**Bristol City Council**

**Parks & Green Space Sites  
Byelaw designations.  
North Area**

**Legend**

- Sites - Byelaws Apply
- Sites - No Byelaws

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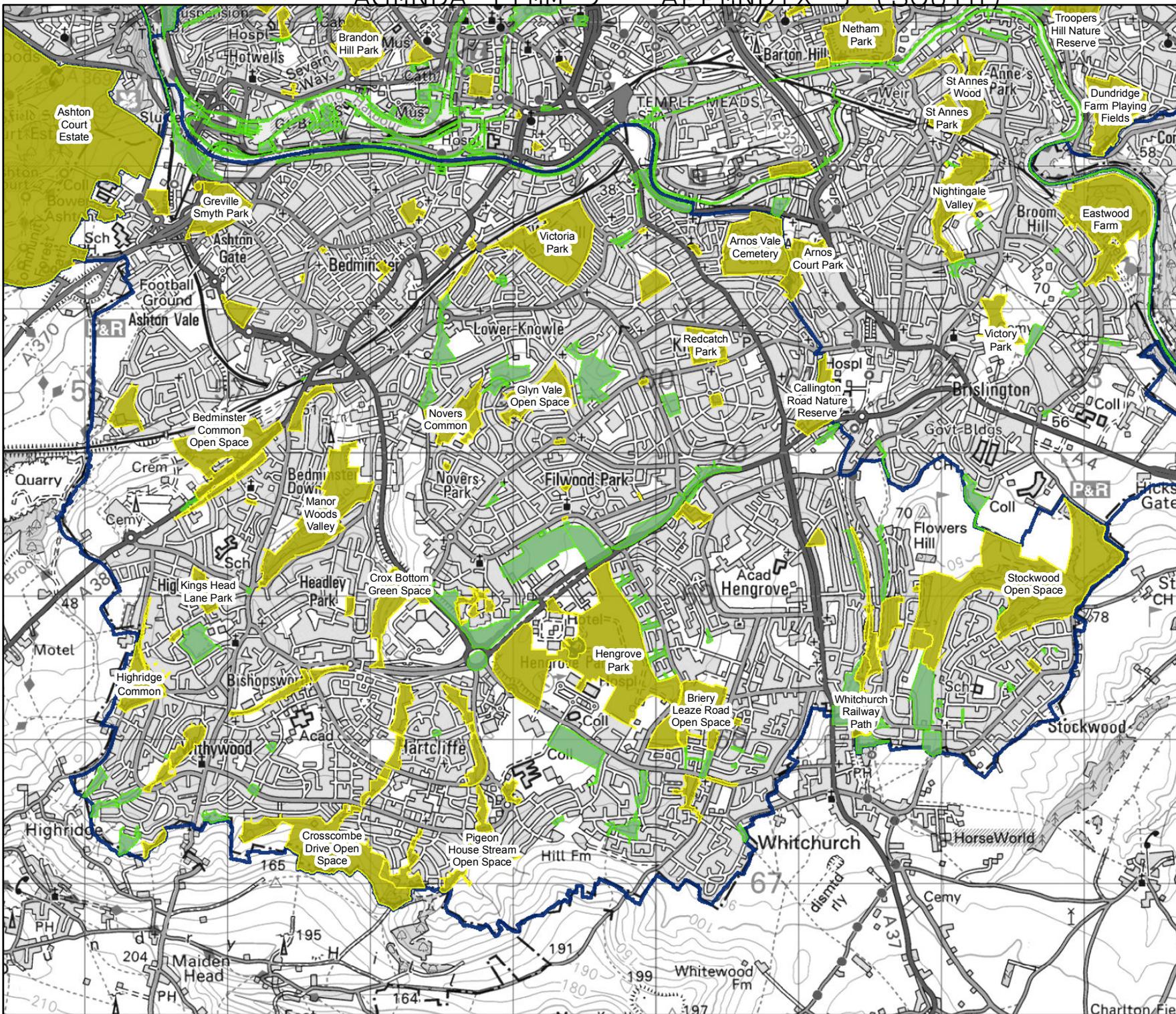
**ENVIRONMENT & LEISURE**

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Date: 06/10/2015



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Bristol BS1 5UY www.bristol.gov.uk/parks



**Bristol City Council**

**Parks & Green Space Sites  
Byelaw designations.  
South Area**

**Legend**

- Sites - Byelaws Apply
- Sites - No Byelaws

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## Agenda Item 9 – Appendix 4 (Communications)

### Use of Byelaws in Parks & Green Spaces – Communications Approach

Bristol City Council is developing a proposal for the use of byelaws to assist in the management of nuisance and anti-social behaviour in parks and green spaces.

The proposal had originally been scheduled for discussion at the Full Council meeting of 18<sup>th</sup> March 2014. However, at that time the report was withdrawn because of concerns over a small number of specific byelaws and the perceived “banning” of certain activities in parks. Subsequently, following a discussion at the Scrutiny Commission on 10<sup>th</sup> April 2014, councillors recommended that a Scrutiny Inquiry Day be held.

In response to the recommendations from that Scrutiny Inquiry Day (held on 17<sup>th</sup> November 2014) we have developed a comprehensive strategy to effectively and clearly communicate the proposed introduction of park byelaws across the city. Below is a summary of the key elements of our strategy.

#### Communications aims

There has previously been some concern and associated challenge from members of the public and the media relating to the proposed use of byelaws in our parks and green spaces – with a particular focus on ‘high profile’ activities such as the use of barbecues.

Our aim now is to help people understand the real impact of introducing byelaws, as well as – more broadly - educating and persuading people to increasingly respect our green spaces and each other. There will be an emphasis on the positive message of people enjoying their parks and green spaces responsibly.

Collaboration is key and - if the proposal is approved - we intend to work closely with a number of key stakeholders in further refining and then delivering this communications plan. These stakeholders will include park forums and friends groups, neighbourhood partnerships and local councillors.

Our aims can be summarised as follows:

- **Educate** - promote understanding of park byelaws and the proposed changes
- **Encourage positive messages** – centred around enjoying our parks
- **Communicate** - diffuse concerns which may be based on simple misunderstandings
- **Persuade** - encourage people to be considerate and make the best use of our parks
- **Inform** - make sure citizens are aware how they can get involved, take part in any related consultations, report issues in their local parks etc

There will be two distinct phases to this work: **Autumn / Winter 2015** – communicating the implications of the proposal before, during and after Full Council (10<sup>th</sup> Nov) then - if the proposal is approved - delivering a broader public engagement campaign during **Spring / Summer 2016**.

## **Phase One - In the run-up to Full Council (Autumn / Winter 2015)**

### **What are the key messages?**

- Our aim is to enable everyone to enjoy our parks and green spaces safely and to encourage people to respect others while using shared spaces.
- Byelaws could help us to strengthen the way we tackle instances of nuisance and anti-social behaviour where people are not willing to stop when asked by the police or BCC staff.
- During the original public consultation, 77% agreed that byelaws would be useful.
- We have already listened and taken action accordingly – this current proposal has been reshaped since Spring 2014 in response to key recommendations from scrutiny.
- We are not unusual – most other Councils already have similar byelaws in place.
- Existing byelaws adopted in late 1800s / early 1900s do not cover all of the anti-social behaviours involved and only cover around 20 parks / green spaces – just 5% of the total.
- Enforcement will be managed by parks officers and PSCOs.

### **How will we communicate this?**

- Direct communication with park forums, friends groups and local councillors
- Engage third party support – for example, messages from police and park groups
- Member briefing, ahead of PR/media activity commencing
- PR/media - press release to announce the proposed changes and explain the process
- Select 2 or 3 key media (BBC, Bristol Post, Bristol 247) for detailed briefing with officers
- If proposal approved by Full Council, provide an update / communicate next steps

## **Phase Two – Encouraging respectful use of parks & green spaces (Spring / Summer 2016)**

### **What are the key messages?**

- Approved in November 2016, the new park byelaws will help us to ensure everyone can enjoy the city's parks and green spaces safely this summer
- These new rules help us to strengthen the way we tackle instances of nuisance and anti-social behaviour where people are not willing to stop when asked by the police or BCC staff.
- A consultation on designated areas for named activities e.g barbecues or fishing is underway / has taken place
- Designated areas now exist in XXXXXXXXX and allow XXXXXXXX
- Individuals or park groups can also apply for permission to carry out certain activities – there are only nine outright bans included
- How you communicate any anti-social behaviour you witness

### **How will we communicate this?**

- Media launch arranged for a spring/summer engagement campaign – potentially a park event – with supporting press materials and Q&A
- Printed material (if budget available) e.g A4 posters for park / community notice boards.
- Social media – Facebook and Twitter – communicate using Parks twitter

- Website – create/update BCC web page to highlight changes
- Ensure there is a dedicated phone line and email address people can use with related queries (tbc)
- Information in newsletters and other publications going out to Bristol citizens. For example, Our City (E-newsletter).
- Easy read byelaws – create a plain English guide to what the byelaws mean, using the [existing Q&A](#) as a starting point.

## Agenda Item 9 – Appendix 4 (Communication Plan)

### Communication Plan – Park Byelaws

#### Background/context

The Council is looking to replace existing Victorian byelaws to help tackle nuisance and anti-social behaviour in parks and green spaces, including re-engagement with key stakeholders.

Proposals for byelaws had been scheduled for discussion at the Full Council meeting of 18<sup>th</sup> March 2014. However the report was withdrawn because of concerns over a small number of specific byelaws and the possible “banning” of some positive activities in parks that were considered to warrant further consideration. Subsequently, following a discussion at the Scrutiny Commission on 10<sup>th</sup> April, councillors recommended that a scrutiny inquiry day be held.

Since this however, the Anti-Social Behaviour, Policing and Crime Act 2014 has taken effect, which introduces a number of new provisions to deal with anti-social behaviour. It may be that in some cases the new powers within the Act could be considered to be a more suitable way of preventing nuisance and anti-social behaviour than the use of byelaws.

In response a public consultation in 2013, 77% of respondents were in favour of revised byelaws indicating a public expectation that the council should actively managing use of and behaviour in council-owned green spaces.

A revised set of 24 byelaws applicable to 207 of the city’s parks and green spaces are now being proposed.

#### Communications approach

- Deliver a plan of public relations (PR) activity that ensures public and key stakeholder groups are aware of new byelaws and the decision and implementation timetable
- All communications underpinned by positive messaging around people enjoying and taking pride in Bristol’s open spaces and encouraging them to use them considerately and responsibly
- Provide timely, relevant public relations to all byelaws audiences/stakeholders to support the credibility, delivery and profile of the new byelaws
- Seek opportunities to utilise public/partner/stakeholder advocates for new byelaws

#### Communications aims

- Communicate changes to Park byelaws.
- Develop positive messaging around the responsible use of parks to be enjoyed by all.
- Address controversial key issues – eg enforcement
- Employ a ‘no surprises’ approach by ensuring key stakeholders/partners are informed thereby enabling them to act as advocates as appropriate.
- Education – helping people to understand the rules, particularly around specific activities (e.g. BBQs)

## Key messages

- **Primary messages**

- The city's parks and green spaces are something we should all take pride in and are there to be enjoyed by everyone
- Our aim is allow everyone to enjoy our parks and open spaces safely and respect and be considerate to everyone else using them
- 77% of the public support updated byelaws to ensure we have an enforcement framework in place our parks and open spaces can be enjoyed by everyone.
- We are not unusual – most other Councils already have similar byelaws in place
- These new rules help us to strengthen the way we tackle instances of nuisance and anti-social behaviour where people are not willing to stop when asked by the police or BCC staff.

- **Secondary messages**

- The council, led by Scrutiny have listened and learnt from the previous process. We have listened and taken advice on board.
- Individuals or park groups can also apply for permission to carry out certain activities – there are only nine outright bans included
- How you communicate any anti-social behaviour you witness
- Other related laws – 2014 anti-social behaviour act/dog laws.

## Campaign partners

- Police
- Park Forum
- Neighbourhood Partnerships
- Park Friends' Groups

## Audiences/stakeholders

- Bristol citizens
- Bristol Parks Forum
- Park Friends' Groups
- Neighbourhood Partnerships.
- Councillors
- Council staff
- Local media#

## **Tactics**

- PR/media - press release to announce the changes and explain the process.
- Education campaign.
- Third party support – messages from police and park groups.
- Direct communication with park groups/Neighbourhood partnerships.
- Consultation process – dealing with issues of designation.
- Printed material - A4 posters for park notice boards
- Social media – Facebook and Twitter – communicate using Parks twitter
- Website – Create/update web page on BCC to highlight changes.
- Information in newsletters and other publications going out to Bristol citizens. For example, Our City (E-newsletter).
- Utilise partner/stakeholder communication networks to disseminate key messages/updates on new byelaws

## **Key milestones**

- 9<sup>th</sup> October – Scrutiny report published
- 16<sup>th</sup> October – Scrutiny
- 3 Nov or 8 Dec – Full Council report published
- 10 Nov or 15 Dec – Full Council
- Dec – March 2016: consultation on designated areas for fishing, BBQs/fires, horse riding & model aircraft.
- April: Application to DCLG for Sec of State to confirm byelaws.
- Subject to DCLG confirmation: rollout of new byelaws and supporting communication programme – estimated summer 2016

## **Potential risks/questions to be answered**

- Potential for negative press coverage, accusing the council of stopping people having fun/being too heavy handed.
- Why do we need these extra rules?
- How will these rules be enforced?
- Open to interpretation – what constitutes dangerous/excessive etc.

## Communication timetable

Date/time	Milestone	Communication activity	Cost	Responsibility
<b>COMMS PHASE 1</b>				
w/c 29 Sept – 8 October	Key stakeholder briefings	Briefings with Park Forum/NPs (via NP co-ordinators)	£0	Richard Fletcher/PR team
9 October	Scrutiny report published	Member communication - Briefing sent to all members when Scrutiny papers are published	£0	Richard Fletcher/PR team
		Media release	£0	PR team
		FAQs Have a FAQ sheet to back up press release.		PR team
		Partners testimonials Supportive testimonials from key partners to support PR activity		PR team
16 October	Neighbourhoods Scrutiny			
17 October		Updates on issues arising from Scrutiny		
Nov 10 or 15 Dec (tbc)	Full Council	Refresh of comms messages published prior to Scrutiny (including updates on issues arising at Scrutiny)	£0	All
Following council		Social media promotion explaining changes and answering questions on Park social media platforms.	£0	Parks team and PR team.
		Abridged version of the press release to go out to local community newsletters	£0	PR team.
		Information in council newsletters		
		Website changes	£0	Design team.
		Make changes to the Parks page to advertise consultation and explain potential changes.		
Nov/Dec 2015 to March 2016	Consulting with special interest groups NPs about designated areas in certain parks.	Printed materials to advertise consultation process	Consultation costs	PR team and Parks team
		Social media promotion encouraging public/target groups to take part in consultation		
April 2016 (tbc)	Application to DCLG	Update on progress/outcomes of consultation. Clarity that byelaw adoption now subject to decision by DCLG rather than council processes	£0	PR team
<b>COMMS PHASE 2</b>				
Summer 2016 (tbc – pending DCLG approval)	Park byelaws adopted	Media launch	TBC	PR/Corporate Communications
		Comprehensive marketing and communications programme focused on responsible enjoyment of parks and open spaces		

# Byelaws – Enforcement Process

