

SUBJECT: EXPANSION OF RESIDENTS' PARKING SCHEMES

DIRECTORATE: COMMUNITIES AND ENVIRONMENT

LEAD OFFICER: STEVE BIRD, ASSISTANT DIRECTOR COMMUNITIES AND STREET SCENE

1. Purpose of Report

- 1.1 To report to Committee options relating to the expansion of Residents' Parking Schemes (RPS) in Lincoln.

2. Executive Summary

- 2.1 This report identifies areas where there is anecdotal support for the development of Resident Parking Schemes. It sets out the process for pursuing this, and the costs involved.
- 2.2 Members are asked if they would support formal consultation on and, if supported, development of, Residents' Parking Schemes for any or all of the areas identified in Appendices A, B, C and D.

3. Background

- 3.1 The development and implementation of Residents' Parking Schemes (RPS) in Lincoln has been well established over many years, and is now in place in 19 zones, covering a significant part of the city. Although no resident would wish to pay for on-street parking, it is generally acknowledged that in order to defend residents' ability to find a place to park near their homes, then an authorisation scheme has to be operated, and that there is a cost to this.
- 3.2 As a guide, the process and responsibilities for extending or developing RPS are outlined as follows:
- Demand for a Residents' Parking Scheme usually comes from residents in an area, whose opportunities for on-street parking are hindered by demand from commuters and shoppers. The City Council logs requests received.
 - Officers consider the requests, and where enough evidence for support is forthcoming, consults with the Portfolio Holder on the viability of further assessment of a request. Estimated costs are considered at that time, and progression of the proposal is dependent on both an apparent level of support from local residents, and adequate budget being available.
 - If both of the above criteria are in place, with the Portfolio Holder's support, officers consult Lincolnshire County Council as the Highways Authority. The County Council ultimately approves schemes through their Planning and Regulation Committee, and is responsible for physically implementing: a) the

appropriate Traffic Regulation Order b) the corresponding street signs and road marking c) the enforcement.

- Providing the County Council has no objection in principle, then it is necessary for the City Council to seek to justify its initial case by way of surveys of the areas to provide data supporting the case for an RPS consultation. The data should show such as the actual levels of parking on street at different times of the day, and on different days. From this an indication can be gleaned if the problems are caused just by the volumes of cars belonging to residents in an area (for which an RPS may not be a solution) or if the parking relates to significant numbers of people not residing in the area (in which case an RPS may be helpful).
- Additionally it is a County Council requirement that the majority of residents within a proposed zone are in favour of a Residents' Parking scheme. This is established by means of an initial consultation with residents. The results will gauge support and contribute to the final design of the scheme and the statutory consultation process. If less than 50% of respondents support the initiative it will not be progressed. In making a decision the County Council are mindful of the overall response rate, and they will not make a clear decision if they do not consider the response rate to be a fair representation. It is important to note that businesses are consulted as well as private properties.
- If the criteria are met the County Council can begin formal consultations for the traffic regulation order to bring the scheme into effect. Any objections to the order will be reported to the County Council's Planning and Regulation Committee.

The City Council is responsible for all costs associated with: a) the initial survey work b) public consultations c) drafting and advertising the Traffic Regulation Order and d) the corresponding signs and road markings.

- If supported and agreed, the City Council, through its Operating Conditions for Residents' Parking, administers the permits for residents and retains the permit income in mitigation of costs incurred.
- Under the Road Traffic Act 1984 the income from permits should be no more than the cost of introducing and operating the scheme.
- Once installed, enforcement of on-street contraventions within the Residents' Parking Scheme is the responsibility of Lincolnshire County Council. The County Council retains all income from any Penalty Charge Notices issued to offset the costs of enforcement. The County Council has retained the right to ask the City Council for contributions towards the costs of any enforcement work should the overall county-wide scheme not continue to be self-financing, and if required the City Council has to factor this into the charges for the scheme.

3.3 Residents' Parking Schemes are known to have a number of benefits, not just in helping those residents who live in a given area. Studies have shown that up to 30% of circulating traffic, which is looking for a free parking space, is removed from an area after the introduction of parking controls. The following is a summary of key benefits:

- Improved parking opportunities for residents by stopping commuters and shoppers from seeking free parking in city centre residential areas.
- Improved local environment for residents due to reduced traffic flows. Therefore less traffic noise, improved air quality etc. Improved reputation of area as a place to reside.
- Increased efficiency in the highway network. Reduced congestion as circulating traffic seeking parking is removed from residential zones, which also improves road safety in many tight residential streets.
- Commuters and shoppers are further encouraged to use dedicated off-street parking facilities, or use alternative forms of transport such as public transport options or cycling.

3.4 Expansion of Residents' Parking Schemes is currently an identified priority within the joint City Council and County Council Parking Strategy for Lincoln. According to the Department for Transport National Transport Model, updated in 2013, UK traffic is projected to increase by 40% between 2010 and 2040. Allied to this is the expected increase in housing growth within the Lincoln catchment area which will significantly impact car transport seeking to reach Lincoln's city centre.

3.5 The present configuration of Residents' Parking Zones within the city could be described as a 'patchwork', having been added to gradually in an ad-hoc way over several years. This 'patchwork' means that there isn't comprehensive cover in all areas close to the city centre, so as a result there are still options for some car owners to park relatively close to the city centre, often in residential areas, and then walk to work. It is worth noting that in cities such as Cambridge and York a more comprehensive Residents' Parking Scheme configuration has been developed to cover all the immediate surrounding areas of the city centres, thus dissuading opportunist commuters and shoppers from seeking free on-street parking in residential areas.

4. The Proposal

4.1 Over the last few years public comment has led officers to the view that there is now a groundswell of opinion in support of an expansion of Residents' Parking Schemes in some areas of Lincoln. The expansion of Residents' Parking Schemes is a part of the Council's stated parking strategy. In order to progress this aim a proposed list of possible new zones, and the streets covered, was developed and placed before Policy Scrutiny Committee on 16th August 2016. The Committee noted the proposal, but also identified some additional areas they felt should be considered. Committee resolved that:

a) Park Ward members be engaged to see if additional options to the proposal for the Park Ward/Lower High Street areas were appropriate.

b) The proposal to commence consultations to introduce extensions to the Residents' Parking Scheme be supported.

4.2 Following the Committee Park Ward members were invited to comment on the proposed areas as requested. They considered the various areas identified and colour coded in Appendix C, and noted that the area marked blue had not been notified to them as an area of concern at this time. They supported the proposal to consult on all other areas identified, including that marked green between Urban Street and Poplar Street (in recognition of the impact that restrictions on parking at the Bud Robinson

Centre were having).

- 4.3 Subsequent to committee meeting, a ward councillor has also identified and promoted a need to consider a small area of RPS in the Bailgate. However it is noted that due to the complexity of such a scheme, and sensitivities associated with its location, extensive consultations will be required for its progression.
- 4.4 The proposal therefore comprises three phases:
- 4.5 The first phase relates to expansion of two existing zones and the development of one new zone. All of these are in the uphill area of Lincoln. These can be seen in Appendix A, and are marked in pink as new areas designated by 4B, 4C, and 4G. (4C and 4B being expanded areas). The streets covered are listed out in Appendix B.
- 4.6 The second phase is Bailgate, from Newport Arch to Westgate. Bailgate is labelled as zone 4H, also marked on Appendix A, and again marked in pink as a proposed zone. The property count is also included on Appendix B.
- 4.7 The third phase includes that referred to by Policy Scrutiny Committee and refers to the map of coloured areas shown in Appendix C (less the purple area – which is already an RPS zone, and the area marked blue, which Park Ward members felt was not required). For absolute clarity a list of the actual streets covered is attached as Appendix D so the two should be read in conjunction with each other.
- 4.8 Officers at Lincolnshire County Council have been made aware of all of these areas, and have raised no objections ‘in principle’ subject to the processes meeting their policy requirements and the operational costs being covered. This would need to be by income recovered from the permits. As a result some advance initial parking survey work has been undertaken for the first group of areas. The County Council has assessed this work and agreed to support a public consultation work for RPS for these areas. It is important to note here the link between this work and that of the wider Sincil Bank regeneration project, which includes clear references to the need to reduce parking and general traffic congestion.
- 4.9 The County Council’s officers have however previously made clear, at an informal meeting with representatives of the Bailgate Guild, Cllrs Parker and Murray, Simon Walters (DCE) and some residents supporting the proposal, that they did not support the inclusion of Bailgate as a standalone zone or as an add-on to proposed Zone 4G. This was based on concerns that even if the Residents’ Parking bays were also limited waiting bays for non-permit holders, owing to the number of properties and businesses that would be eligible for permits, the limited road space would potentially be heavily oversubscribed. This would undermine the scheme for permit holders, not only in Bailgate but for those in the Church Lane/Northgate zone if included. The representatives from the Guild also expressed serious concerns at this meeting regarding the potential impact of the allocation of road space to residents parking on the local businesses. These factors are worth noting and will need to be considered further by Executive as a part of any formal consideration of consultation feedback.
- 4.10 For the second phase survey work is ongoing at the time of drafting the report.
- 4.11 The third phase has not yet benefited from having a complete initial survey. This work has been started, but given the large size of the area, may not be completed by the time of the school holidays period. Surveys always stop during that time as school closure figures can significantly distort parking patterns. Once this work has been completed it will be passed to the County Council for early consideration, before a

public consultation could be commenced.

5. Looking to the Longer Term

- 5.1 In addition to the above, it is noted that pressure arising from changing parking patterns and traffic flows is a constantly developing picture. As such it is recognised that in addition to the above, not only are some other parts of the city now coming under increased parking pressure, but that also the proposal in this report will itself impact other areas if RPS is introduced.
- 5.2 As such it has been recognised that on conclusion of the three phases outlined in this report, regardless of the outcome, it will be necessary to review some other areas in the near future. Key amongst these are parts of St Catherine's and Newark Road (marked blue on App C), and sections of Monks Road beyond the existing RPS area.

6. The First Phase

- 6.1 Undertaking the consultation for the streets covered by Appendix A (except zone 4H) and listed in Appendix B (except Bailgate) would mean a letter drop based on 129 households.
- 6.2 Lincolnshire County Council has stated that they could not resource any of the consultation works, and this would therefore be the responsibility of the City Council. The Council's City Services, who manage parking and RPS permits, could lead on the consultation work. The cost of the consultation would be found from existing budgets.
- 6.3 It is therefore suggested that, should the City Council determine to progress this element of the proposal, the consultation be led by City Services, who will liaise as required with County Highways.
- 6.4 Should the consultation come back as being supportive, and the County Council have no objections to the implementation based on any wider feedback they may receive from further consultation, Lincolnshire County Council's Highways Section have estimated that all the Traffic Regulation Orders, signs and road markings could be undertaken at a one-off cost of approximately £20,000.
- 6.5 They have however identified that they do not currently have staffing in place to implement an RPS expansion currently, but expect to be able to identify staff to make progress on this within no more than the next three months. Ultimately the timing of this would be at their discretion.
- 6.6 Under the current agreement for Civil Parking Enforcement, the legislation under which the County Council enforces on-street parking in Lincolnshire, the County Council have retained the right to ask for the enforcement of any new RPS schemes to be funded by the commissioning District Council. This is on the basis that to cover a greater area more staff resources will be required, and the costs for these may not be recoverable from the issue of PCNs alone. The County Council officers have stated that the cost for this will be dependent on the full extent of the areas actually covered post consultation, but have suggested that if all the streets in the first phase do come forward, they would try to do this within existing resources, and thus at no extra cost. It is important to note that they reserve the right to amend this at a later stage if they were unable to accommodate the workload when in practice.

- 6.7 Internally, if all areas consulted on for phase one are adopted, there will also be a requirement for 0.3 fte City Services Assistant to assist in processing increased demand for permits. The cost of administration is recoverable from scheme costs.

Reviewing the proposed first phase zones there are 129 properties. Based on current permit income it is anticipated that the new zones would produce an income of approximately £8,385.00 per year at current basic domestic permit rates of £26 for the first permit and £52 for a second permit. No income has been included relating to third permits following the recent change in policy. The Council also operates a concessions scheme for persons in receipt of income support, certain other means tested benefits, and 'disabled driver' badge holders, for which there is no charge. No allowances have been included in the financial model for any concessions on the basis that they would be expected to be statistically insignificant.

The initial costs for installation of RPS for phase one would therefore be:

TRO process and Signage and markings £20,000
Total £20,000

The additional on-going costs would be:

Enforcement £0

Stationery £250

Ticket processing staff £3,220 in 2018 (at 0.3 S4 level - see below, which includes on-costs and assumes a staff start date of 1 October 2018) while future years will be £6,830 plus annual pay awards.

Total ongoing costs for this phase alone would be £7,080 pa.

The income for the existing RPS areas for 2017/18 was £156,910 which has formed the basis of the income forecast.

See the finances section for the financial modelling.

7. The Second Phase

- 7.1 Undertaking the consultation for the premises between Newport Arch and Westgate would mean a letter drop to 41 households and businesses.
- 7.2 Lincolnshire County Council has stated that they could not resource any of the consultation works, and this would therefore be the responsibility of the City Council. The Council's City Services, who manage parking and RPS permits, could lead on the consultation work. The cost of the consultation would be found from existing budgets.
- 7.3 It is therefore suggested that, should the City Council determine to progress this element of the proposal, the consultation be led by City Services, who will liaise as required with County Highways.
- 7.4 Should the consultation come back as being supportive, and the County Council have no objections to the implementation based on any wider feedback they may receive from further consultation, Lincolnshire County Council's Highways Section have estimated that all the Traffic Regulation Orders, signs and road markings could be undertaken at a one-off cost of approximately £4,000.

- 7.5 They have however identified that they do not currently have staffing in place to implement an RPS expansion currently, but expect to be able to identify staff to make progress on this within no more than the next three months. Ultimately the timing of this would be at their discretion.
- 7.6 Under the current agreement for Civil Parking Enforcement, the legislation under which the County Council enforces on-street parking in Lincolnshire, the County Council have retained the right to ask for the enforcement of any new RPS schemes to be funded by the commissioning District Council. This is on the basis that to cover a greater area more staff resources will be required, and the costs for these may not be recoverable from the issue of PCNs alone. The County Council officers have stated that the cost for this will be dependent on the full extent of the areas actually covered post consultation, but have suggested that if all the streets in the second phase do come forward, they would try to do this within existing resources, and thus at no extra cost. They reserve the right to amend this at a later stage if they were unable to accommodate the workload when in practice.
- 7.7 Internally, if all areas consulted on for phase two are adopted, there will also be a requirement for 0.2 fte City Services Assistant to assist in processing increased demand for permits. The cost of administration is recoverable from scheme costs.
- 7.8 Reviewing the proposed second phase zones there are 41 properties. Based on current permit income it is anticipated that the new zones would produce an income of approximately £2,665.00 per year at current basic domestic permit rates of £26 for the first permit and £52 for a second permit. No income has been included relating to third permits following the recent change in policy. The Council also operates a concessions scheme for persons in receipt of income support, certain other means tested benefits, and 'disabled driver' badge holders, for which there is no charge. No allowances have been included in the financial model for any concessions on the basis that they would be expected to be statistically insignificant.
- 7.9 The initial costs for installation of RPS for phase two would therefore be:
Consultation work £0
Signage and markings £4,000
Total £4,000
- 7.10 The additional on-going costs would be:
Stationery £250
Ticket processing staff £2,140 in 2018 (at 0.2 S4 level - see below, which includes on-costs and assumes a staff start date of 1 October 2018) while future years will be £4,550 plus annual pay awards.
- Total ongoing costs for this phase alone would be £4,800 pa.**
- 7.11 The income for the existing RPS areas for 2017/18 was £156,910 which has formed the basis of the income forecast.

See the finances section for the financial modelling.

8. The Third Phase

- 8.1 Subject to the advance survey work being completed, and being accepted by the County Council as sufficiently robust to suggest an RPS scheme would be beneficial, then the following applies.

- 8.2 Undertaking the consultation for the streets covered by Appendix C and listed in Appendix D would mean a letter drop based on 3,977 households.
- 8.3 Lincolnshire County Council has stated that they could not resource any of the consultation works, and this would therefore be the responsibility of the City Council.
- 8.4 The Council's City Services, who manage parking and RPS permits, could lead on the consultation work, but this would require a budget. The cost of the consultation, covering all these areas, and not taking into account staff time, would be expected to be in the order of £1,000 to cover initial stationery and postage.
- 8.5 It is therefore suggested that, should the Council determine to progress this element of the proposal, the consultation be led by City Services, who will liaise as required with County Highways.
- 8.6 Should the consultation come back as being supportive, and the County Council have no objections to the implementation based on wider feedback, Lincolnshire County Council's Highways section have estimated that all the Traffic Regulation Orders, signs and road markings could be undertaken at a one off cost of approximately £200,000.
- 8.7 They have however identified that they do not currently have staffing in place to implement an RPS expansion currently, but expect to be able to identify staff to make progress on this later in the year. Ultimately the timing of this would have to be at their discretion.
- 8.8 Under the current agreement for Civil Parking Enforcement, the legislation under which the County Council enforces on-street parking in Lincolnshire, the County Council have retained the right to ask for the enforcement of any new RPS schemes to be funded by the commissioning District Council. This is on the basis that to cover a greater area more staff resources will be required, and the costs for these may not be recoverable from the issue of PCNs alone. The County Council officers have stated that the cost for this will be dependent on the full extent of the areas actually covered post consultation, but have suggested that if all the streets in the third phase do come forward then the extra enforcement costs will be about £60,000. They reserve the right to amend this at a later stage if they were unable to accommodate the workload when in practice.
- 8.9 Internally, if all areas consulted on for phase three are adopted, there will be a requirement for a further 0.5 fte City Services Assistant to assist in processing increased demand for permits. The cost of administration is recoverable from scheme costs.
- 8.10 Reviewing the proposed third phase zones there are 3,977 properties. Based on current permit income it is anticipated that the new zones would produce an income of approximately £258,505.00 per year, at current basic domestic permit rates of £26 for the first permit and £52 for a second permit. No income has been included relating to third permits following the recent change in policy. The Council also operates a concessions scheme for persons in receipt of income support, certain other means tested benefits, and 'disabled driver' badge holders, for which there is no charge. No allowances have been included in the financial model for any concessions on the basis that they would be expected to be statistically insignificant.
- 8.11 The initial costs for installation of RPS for phase three would therefore be:
Consultation work £1,000
TRO process and Signage and markings £200,000
Total £201,000

8.12 The additional on-going costs would be:
Enforcement £60,000
Stationery £5,000
Ticket processing staff £3,600 in 2018 (at 0.5 fte S4 level - see below, which includes on-costs and assumes a staff start date of 1st December 2018) while future years will be £11,700 plus annual pay awards.

8.13 **Total ongoing costs for this phase alone would be £77,420pa.**

8.14 The income for the existing RPS areas for 2017/18 was £156,910.

See the finances section for the financial modelling.

9. Organisational Impacts

9.1 Growth

An important part of the Council's agenda for growth is the recognition that transport links and traffic flows can have a significant impact on the economy of an area. Additionally it recognises the importance of protecting residential quality of life to encourage those with desirable skills sets to see Lincoln as a great place to live/work. The Council car parking policy is integral to this work.

9.2 Finance

The detailed financial implications are as set out in the attached Appendix Ei, Eii, and Eiii.

Implementation is forecast based on 1st January 2019 for phase 1, 1st July 2019 for phase 2 and 1st November 2019 for phase 3.

The potential viability, or otherwise, of the scheme is as follows:

- I. If only phases 1 and 2 are implemented as proposed the scheme is expected to operate at a loss that increases year on year.
- II. If only phase 3 is implemented as proposed the scheme is expected to operate at a loss for the first two years, due to the set-up costs involved. Annual surpluses are anticipated to be generated from year three onwards once the initial losses have been recovered.
- III. If all three phases are implemented as proposed the scheme is expected to operate at a loss for the first three years, due to the set-up costs involved. Annual surpluses are anticipated to be generated from year four onwards once the initial losses have been recovered.

However, as it is not intended to generate surpluses from RPS areas, then the financial position would need to be reassessed nearer to the end of the pay-back period in the context of operating costs across the whole scheme, including any subsequent extensions that the Council may wish to bring in should this one prove successful.

The initial shortfalls are proposed to be funded from the Council's Invest to Save Reserve and will be repaid from the surpluses generated in the following years. Once this has been repaid, in accordance with Executive's wishes, any future surpluses

(forecasted from year 2 onwards) will be held in an earmarked reserve for RPS matters only, and will not be used to contribute towards the overall Medium Term Financial Strategy.

It should be noted that if the County Council proves unable to commit to the timescales due to insufficient available staff this will affect the costings provided in Appendix E.

10. Legal Implications including Procurement Rules

The operation of RPS is in accordance with the Traffic Management Act 2004.

11. Land, Property and Accommodation

No impact.

12. Human Resources

Addition of 0.3 fte post of City Services Assistant (S4) to the establishment if phase one implemented

Addition of 0.2 fte post of City Services Assistant (S4) to the establishment if phase two implemented

Addition of 0.5 fte post of City Services Assistant (S4) to the establishment if phase three implemented.

13. Equality, Diversity and Human Rights

RPS assists those who need to park nearer to their homes, for example those with a disability.

It is recognised that in some parts of the city, including the Sincil Bank area, special efforts need to be made to reach migrant communities. If the proposals are supported, every effort will be made to tailor the consultations to solicit maximum opportunities for both understanding and engagement.

14. Risk Implications

(i) The consultation work may not show support for the implementation of RPS, which would put all or some of the set up costs at risk.

(ii) Even if agreed, the take up of permits may be less than forecast and not cover costs as set out above. This risk is considered to be low, but if required supporting services would be modified to be proportionate to the extent of schemes operated. It should also be noted that the income from the proposal is required to underpin the policy changes of moving from 3 permits to 2 permits as shown in the financial modelling.

15. Recommendation

15.1 That Executive support the proposal to commence formal consultations to introduce extensions to the Resident Parking Scheme for the streets identified in Appendices A and B.

- 15.2 That Executive support the proposal to commence formal consultations to introduce extensions to the Resident Parking Scheme for the Bailgate between Newport Arch and Westgate.
- 15.3 That Executive support the proposal to commence formal consultations to introduce extensions to the Resident Parking Scheme for the streets identified in Appendices C and D.
- 15.4 Upon the conclusion of the proposals above, that Officers review parking demands in the parts of St Catherine's and Newark Road marked blue on App C, and also the sections of Monks Road beyond the existing RPS area.

Key Decision Yes

Do the Exempt Information Categories Apply? No

Call in and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply? No

How many appendices does the report contain? Seven

List of Background Papers:

Policy Scrutiny Committee on 16th August 2016