

Agenda Item 23
Appendix 5 attachment

Item no. 118 on agenda

Brighton & Hove City Council

For general release

Meeting: Environment Committee

Date: 24 January 2008

Report of: Director of Environment

Subject: Increasing Capacity for Controlled Parking Scheme consultation and implementation

Ward(s) affected: all

1. Purpose of the report

- 1.1 To give background information on how the controlled parking scheme programme is presently delivered.
- 1.2 To seek approval to tendering and letting of a new contract for consultants to work on controlled parking schemes alongside in-house staff.
- 1.3 To seek approval for a new timetable based on increased capacity to carry out work on such schemes.

2. Recommendations

- 2.1 That Environment Committee agrees to the parking scheme consultancy service to be competitively tendered and let for a five-year period.
- 2.2 That the Director of Environment is given delegated powers to award the contract to the contractor with the most advantageous tender.
- 2.3 That Environment Committee agrees to the new timetable at point 6.13

3. Information/background

- 3.1 Following the city's adoption of DPE (Decriminalised Parking Enforcement), consultation and implementation of the first DPE

controlled parking schemes in Brighton & Hove were carried out by a consultancy firm, JMP. Meanwhile, in-house experience and resources were built up, and in the past three years, new parking schemes have been introduced using in-house officers.

- 3.2 In 2006 and 2007, the consultants completed reviews of the Area H zone and the central Brighton zones. These reviews represented the final work by the consultants. No contract is in place for any further work by these consultants.
- 3.3 In-house resources are sufficient to carry out consultation, design and implementation of one major scheme at a time. It takes approximately 2 years to introduce a Controlled Parking Zone from start to finish, including data surveys, extensive consultation with residents, businesses and elected members, analysis and reports to Environment Committee at all stages, the preparation and advertising of the legally required Traffic Orders and the final implementation where signs, lines and machines are installed, and permits are distributed.
- 3.4 A report to Environment Committee in November 2006 proposed a timetable which used all available in-house resource to carry out major consultation on schemes in large geographically-defined areas. Committee agreed this on 9 November 2006.
- 3.5 However, there is demand for parking controls from several areas of the city, and this demand outstrips the council's available resources. Whilst it is not possible to work on proposed parking schemes in every area at the same time (due to the immense logistical problems that this would cause), it is possible to increase capacity to work on more than one area at a time.
- 3.6 Due to the problems experienced with recruitment, it is proposed to engage the services of a consultant to work alongside in-house staff. The consultancy services would enable the council to produce one additional major scheme every 2 years.
- 3.7 In-house resources from the Traffic Regulation team, Parking Services and Environment Initiatives will still be required to:
 - Work on schemes as agreed in the November 2006 timetable.
 - Project manage the consultants' work and ensure liaison between relevant contractors and in-house teams.
 - Manage the permit allocation and other such tasks for every new scheme.

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- Manage the consultation process and produce reports and briefings for elected members for every new scheme.
- 3.8 It is proposed that the consultancy service is procured for a period of five years. Such procurement qualifies for a tendering process under European Union regulations and all relevant Financial & Procurement Standing Orders must be followed. A timetable for this procurement process is attached at Appendix A.
- 3.9 It is therefore proposed to tender and let a contract for the parking scheme consultancy services.

4. The consultation process

- 4.1 There are no internal staffing or TUPE issues arising from any procurement for parking scheme consultancy services.
- 4.2 Residents and ward councillors from various areas in the city have made strong representation over several years for inclusion in controlled parking schemes.

5 Financial information

- 5.1 Under this proposal, in-house resources will increase slightly (one additional member of staff), to support the in-house project management work required. The adjustments needed to the Traffic Regulation team will require a pump priming budget increase of £29,000 per annum which has been identified from within Sustainable Transport's budgets.
- 5.2 The cost of consultation, physical works and consultancy for parking schemes are borrowed against future income. Therefore apart from the staffing costs, all other costs are budget neutral to the council providing a scheme's income can pay back the borrowed money within a 7-year period.
- 5.3 The consultancy option will generate the most income and gives the greatest flexibility to increase or decrease the number schemes being implemented each year.
- 5.4 All costings are based on implementing full schemes. It should be noted that although light touch schemes are cheaper to implement, due to the lack of pay and display machines, they

have been found to struggle to repay their borrowing costs incurred from implementation. The lack of funding has resulted in light touch schemes receiving cross funding from full schemes from around the City.

- 5.5 If an additional full scheme is implemented it will generate an estimated £500,000 per annum (starting from when the scheme is up and running). All surpluses predicted include the cost of increased enforcement.
- 5.6 Based on previous costs of using consultants for controlled parking schemes, the approximate total cost per scheme is £730,000. This is based on a geographical area roughly the size of most existing schemes, and includes all data surveys, public consultation, consultants' costs, preparation and advertising of relevant documents, signage, lining and machine installation.
- 5.7 Approximate repayment costs, based on an estimated £730,000 per scheme, would be £130,000 per year per scheme over 7 years. Total repayment costs per year if 2 schemes are being put in place will be £260,000.
- 5.8 It should be noted that the council is seeking to procure services against future income prior to obtaining consensus from residents or approval to proceed with a controlled parking scheme. There is therefore a financial risk in borrowing consultants' costs in advance. Representations to the council would indicate very strongly that certain roads in the city are keen to be included in a controlled parking scheme but the council cannot be sure of majority approval in any area until consultation has been carried out. Consultancy costs would cover only what work has actually been carried out rather than payment in advance for a scheme from start to finish. The costs incurred would be similar to the costs incurred for in-house work on any proposed new scheme e.g. data research and initial consultation.

6. Parking Scheme Timetable

- 6.1 The original timetable, as agreed by Environment Committee on **8 December 2005** was as follows:

Area	Work to begin	Completion Date	Review Starts
Review of Hove Station (Area T)	Spring 2006	Spring 2008	N/A
London Road Station	Summer 2006	Summer 2008	Late 2008

Preston Park Station	Late 2006	Late 2008	Summer 2009
Westbourne Extension review	Early 2007	Early 2009	N/A
Prestonville Extension review	Summer 2007	Summer 2009	N/A
Review of any extension of Queens Park (Area C).	Autumn 2007	Autumn 2009	Spring 2010
Hanover	Spring 2008	Spring 2010	Autumn 2010
Portslade Station	Late 2008	Late 2010	Summer 2011
Shirley Drive area	Summer 2009	Summer 2011	Late 2011

- 6.2 The current timetable was agreed by Environment Committee in **November 2006**, following the principles of consulting larger areas to avoid displacement issues, and to incorporate reviews into these larger areas rather than keeping new areas waiting longer for any consultation.

Area	Work to Begin	Completion Date
Central Brighton Parking Review	January 2007	April 2007: Complete
Urgent Issues (amendments to existing schemes)	December 2006	Summer 2007: Complete
Preston Park station, Reigate Road, Shirley Drive area	Spring 2007	2009
Hanover, Elm Grove, Queen's Park & St Luke's	2009	2011
Westbourne, Wish, Portslade Station & Hove Station		
London Road station & St Peter's area		

- 6.3 The consultancy option would increase Brighton & Hove's ability to offer consultation & design on **two** major areas at any one time (i.e. one additional large area alongside the area identified in the timetable). If more than one additional area of any major size is required, resources would have to increase at a similar level for each additional scheme.
- 6.4 The procurement process will take approximately 7 months. Please see procurement timetable in Appendix A, produced by the council's Procurement Team.
- 6.5 This means that the contract would not be in place and work on any additional schemes could not start until summer 2008 at the earliest.
- 6.6 If consultants are engaged to work on an additional scheme alongside council officers (who will continue working to the area identified first on the list above), the council can bring forward the timetable for all schemes on the list.
- 6.7 Work can begin on a scheme every year instead of every two years. This can only be done if the additional resources are agreed.
- 6.8 The council has received consistent and continued representation from the London Road station area to re-prioritise this area. In the original timetable agreed by Environment Committee in December 2005, this area was one of two at the top of the list. It was moved in November 2006 to a lower priority because of more recent developments and pressing demands in other areas. However, London Road station area has been campaigning for years for controlled parking, and residents and ward councillors feel that the November 2006 timetable did not take into account the full facts of this area's situation and pressures. The area is at the confluence of the A23 and A27 with a principal commuter station in its midst. The housing consists of narrow terraced properties with little or no off-street parking. The area is above capacity for parking with practices such as extensive chevron-style parking in some roads, which causes safety concerns (highlighted by the police and residents). The New England Quarter (Brighton station) development has impacted on this area. There is a likelihood that this area could be more "squeezed" if schemes go ahead in Preston Park station area and Hanover.
- 6.9 The council has also received requests from ward councillors and residents in roads adjacent to the Area H parking scheme. This

“extension” area was consulted during the Area H review and detailed designs have already been drawn up. This area has been severely affected by the opening of the new children’s hospital at the Royal Sussex County and will be further affected by developments at the Marina and the proposals for the Royal Sussex County Hospital to become a regional centre for critical care, placing further parking pressure on mainly residential streets. Officers accept that the situation has changed dramatically since the previous consultation. These are narrow roads with safety and access problems caused by double parking and parking across pedestrian dropped kerbs. The housing is of terraced properties with little or no off-street parking. Refuse and recycling trucks have experienced problems getting to properties because of double-parking. As detailed design already exists, and it is a demarcated geographical area with a natural boundary along Wilson Avenue, this area could be included as a small project alongside any additional major schemes.

6.10 Since summer 2007, the council has received sustained representation from residents in roads just outside the extended Westbourne (Area R & W) who feel that they have suffered from vehicle displacement once the scheme extension became live (September 2007). Although residents in particular roads have campaigned to be included, there is no clear boundary along this stretch of west Hove, and council officers are not clear about how many roads wish to be included in a scheme. It is recommended that this area should be considered only as part of a major scheme, with consultation including residents up to the Brighton & Hove – West Sussex boundary. Bolsover Road would be included in this consultation. If only a few roads are included in a scheme, officers believe that the displacement problem will simply be shifted further along, resulting in unhappy residents facing a similar situation all along the south- west of the city. In November 2006, Environment Committee agreed important principles for the introduction of parking schemes, including that areas should be looked at holistically and that we should not knowingly introduce a scheme that will cause vehicle displacement into adjacent areas (See Appendix C). There are other areas around the city that have been on the list for several years, and have been experiencing parking problems for much longer. It is important that this whole area is considered and consulted at some stage, because West Sussex County Council have indicated that their area next to our boundary may be consulted – officers from the relevant authorities keep in touch and it is not thought to be on WSCC list for some years yet.

6.11 Hanover, Elm Grove and a review of the St Luke’s/Queen’s Park

area constitutes a major scheme. Representation is received on a regular basis from ward councillors and residents regarding the need for parking controls. There is heavy commuter parking here because of its proximity to the city centre and to major employers in the city such as American Express. The housing is of narrow terraced properties, with no off-street parking and a large proportion of shared housing. Officers believe that this will be an extremely complex area, and will require a lengthy design process, due to the narrowness of the roads, limited parking capacity and a whole range of parking and access issues. As this is a major undertaking, this area cannot be combined with any other parking scheme projects.

6.12 Appendix C lists the criteria for considering areas for parking schemes as previously agreed by Environment Committee and presented in Sustainable Transport's strategy and policy. Parking schemes should only be introduced where there is a genuine need i.e. where there are genuinely insufficient parking spaces for residents because of the impact of commuter or other types of parking, and where the available parking capacity needs to be controlled in order to balance the need of residents and other vehicle users.

6.13 The recommendations for the new timetable, if additional resources are agreed, bring forward all future proposed schemes. The recommendations are:

- Preston Park station area/Shirley Drive/Preston Park Avenue continues, as an initial letter drop has already gone to residents and this area has been on the timetable for several years.
- As soon as consultants are in place, London Road station area and Area H extension area are undertaken. The first is a medium size scheme, the second a scheme for which detailed design already exists; both are within very discrete natural boundaries. By committing resources to undertake these together, it represents good value for residents and the council to provide 2 schemes within a two-year timescale and brings relief to residents who have been waiting for a considerable time.
- The next scheme on the list is Hanover, Elm Grove and Queen's Park, as this would keep to the timetable of November 2006, and would ensure consideration is given to an area currently under pressure and bounded on three sides by existing parking schemes.
- In the following year after Hanover area, the West Hove, Portslade & Hove station area is undertaken. This is a major

scheme that will require considerable resources, and for the reasons given above in 6.10, in accordance with the principles agreed in November 2006, it is felt that the area should be consulted as a whole rather in a piecemeal fashion. On the new timetable, this area would be brought forward by one year.

6.14 So the timetable proposed is:

	Year	2007				2008				2009				2010				2011				2012			
	Quarter	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Priority	Area																								
1	Preston Park station/Stanford/Preston Park Avenue	████████████████																							
2	London Road station area/Area H extension					████████████████																			
3	Hanover/Elm Grove/St Luke's Review/Queen's Park Review									████████████████															
4	West Hove/Portslade station													████████████████											

Meeting/Date	Environment Committee – 24 January	
Report of	Director of Environment	
Subject	Increased capacity for consultation and implementation of Controlled Parking Schemes	
Wards affected	All	
<p>Financial implications</p> <p>The increased revenue pump priming cost of £29,000 has been identified from within the current budget allocation.</p> <p>The capital cost of an average scheme will be in the region of £730,000 and will be funded through unsupported borrowing with an annual repayment cost of £263,000. The increased capacity will generate an additional £500,000 of income assuming that individual scheme proposals are accepted by committee.</p> <p><i>Finance Officer consulted: Alasdair Ridley. Date: 30/11/2007</i></p>		
<p>Legal implications</p> <p>The Council's powers and duties under the Road Traffic Regulation Act 1984 must be exercised to secure the expeditious, convenient and safe movement of all types of traffic and the provision of suitable and adequate parking facilities on and off the highway. As far as is practicable, the Council should also have regard to any implications in relation to: access to premises; the effect on amenities; the Council's air quality strategy; facilitating the passage of public services vehicles and securing the safety and convenience of users; any other matters that appear relevant to the Council. If new parking schemes are proposed following consultation, the Council will need to consider what traffic regulation orders it needs to make to implement these schemes.</p> <p>The estimated value of the proposed consultancy work is over the EU threshold for services (£144k), therefore the Council is required to comply with EU procurement directives and the corresponding UK Regulations. The procurement process and timetable set out in the report are appropriate for the Council to comply with its legal requirements in this regard. All contracts in excess of £50,000 must be in a form approved by the Head of Law and shall be given under the Common Seal of the Council.</p> <p>No human rights implications have been identified that appear to preclude the Council from proceeding with the recommended proposals.</p> <p><i>Lawyer consulted: Elizabeth Culbert Date: 14th December 2007</i></p>		
<p>Corporate/Citywide implications</p> <p>Continued improvements to residents' parking will assist in improving "liveability" and developing a safe and prosperous</p>		<p>Risk assessment</p> <p>There is a risk that the procurement programme and/or the parking scheme consultation may not be delivered to the projected</p>

city.	timescales.
<p>Sustainability implications Sustainability requirements will be included in the tender documents and subsequent contract.</p> <p>The proposed timetable should achieve a much more efficient approach to managing and using parking (less unnecessary circulation) and help to deliver a more reliable and attractive public transport system.</p>	<p>Equalities implications Equalities requirements will be included in the tender documents and subsequent contract.</p> <p>A simplified approach to parking management will provide greater access to spaces. Re-investing income in sustainable transport benefits those without access to a car.</p>
<p>Implications for the prevention of crime and disorder There are no direct implications for the prevention of crime and disorder although introduction of parking controls will help to reduce the likelihood of illegal parking.</p>	
<p>Background papers Environment Committee November 2006, December 2005</p>	
<p>Contact Officer Christina Liassides/Charles Field – Highway Operations Anne Drysdale - Procurement Team</p>	

Parking Scheme Consultancy Tender No. 763

Procurement Timetable

Documents ready by:

14.12.07 (Friday) PQQ to be ready for consultation

04.01.08 (Friday) PQQ to be ready for issue
24.1.08 (Thursday) Committee Report ready

08.02.08 (Friday) ITT to be ready for consultation

28.02.08 (Thursday) ITT to be ready for issue

24.01.08 (Thursday) Committee approval
25.01.08 (Friday) OJEU advert to be drafted by

procurement
01.02.08 (Friday) Advertise PQQ and OJEU placed

by procurement
01.02.08 (Friday) Advertise on council's web site by

procurement
01.02.08 (Friday) Advertise

01.02.08 (Friday) – 03.03.08 (Monday) Tenderers to apply for PQQ

10.03.08 (Monday) PQQ returned by tenderers

10.03.08 (Monday – 19.03.08 (Wednesday) PQQ evaluation completed
and letters issued to tenderers by
procurement

20.03.08 (Thursday) ITT issued by procurement – min.
40 days needed

24.04.08 (Thursday) Closing date for tenderers'
questions

01.05.08 (Wednesday) Closing date & return of ITT

02.05.08 (Friday) – 23.05.08 (Friday) Tender evaluation

SCHEDULE PRESENTATIONS IF NECESSARY? Part of the evaluation

26.05.08 (Monday) Notify contract award and
procurement to advise
successful/unsuccessful

Forward Evaluation Report to
Anne Drysdale

Minimum of ten calendar days
must be allowed between the
notification of the
Award decision and the contract
conclusion

09.06.08 (Monday)

Details to Legal for contract
formation/signing – contract
conclusion

10.06.08 (Tuesday)

Despatch of contract award of
OJEU after contract seal

30.06.08 (Monday)

Commencement date

Specification for Tender

Introduction

The Council is looking for a professional consultancy service with experience in the implementation of Controlled Parking Zones.

The scope of the work may include dealing with a number of Controlled Parking Zones at the same time so the Consultancy would need to be committed to providing all services required on time, within budget and to the highest professional standards, using staff with the appropriate qualifications and experience. It is expected that no more than 3 Controlled Parking Zones would be worked on at the same time although this figure is only for guidance.

The Consultancy would also need an understanding of, and a willingness to pursue a customer focused approach to service delivery.

Tasks

The Consultancy would be required to follow the council's process for consulting on, designing and implementing Controlled Parking Zones:

1. A timetable is drawn up, scheduling which areas will be consulted.
2. The consultants will carry out traffic data surveys (e.g. vehicle capacity, amount of time parked) within the identified area to gauge traffic movements, likely boundaries and parking capacity. These types of surveys may not be conclusive and not all may be required on every scheme. This information will be supplied to the council who will produce an initial letter for residents. The council will analyse the residents' responses and produce a report for elected members.
3. The consultant will draw up the detailed design for the agreed area. This will be supplied to the council who will send a leaflet to all residents in the identified area. The consultant, in liaison with the council, will consider the setting up of public exhibitions as an additional information point for members of the public. The council will analyse the residents' responses and produce a committee report in the relevant format with the required information for elected members. An example of previous reports will be provided but this will only be guidance and each scheme will have specific needs that will need addressing differently.

4. Traffic Order legal articles and schedules drawn up and advertised for 21 days. The consultant will analyse responses received and produce a report for the council.
5. Implementation of proposed scheme including on-site visits to determine placement of signs and machines, liaison with contractors and residents and attention to relevant health & safety requirements.
6. Permit ratios calculated (Amount of resident permits allocated to the amount of parking spaces available).
7. Amendment order prepared and advertised for any changes made on the ground during implementation or as a result of subsequent minor requests from the public or council officers.

Elected members must approve each stage before officers and Consultants can proceed on to the next stage. The Consultancy would be required to work with council officers to produce documentation in the relevant format and with the required information. They would also need to ensure parking schemes are consistent with existing parking schemes throughout the city.

The council will have overall project management responsibility for each scheme and a qualified council officer will be assigned to work with the Consultancy in each area.

A full parking scheme involves:

- Setting aside large parts of the roadside for residents and other permit holders only. Restrictions are in place Monday to Saturday.
- Setting aside some roadside to be shared between permit holders and Pay & Display parking. In many places Pay & Display parking would be limited to a maximum stay of four hours. Permit holders could use these spaces for any length of time without a charge.
- Setting aside some roadside close to shops and businesses for Pay & Display parking only with a maximum stay of two hours.
- Setting aside some roadside for motorcycle parking.
- Double yellow lines would be placed at junctions for safety and across driveways with dropped kerbs to prevent obstruction. The overriding double yellow line waiting restriction for the area would be 24 hours a day.
- As a move for greater consistency throughout the city and to reduce the pressure on permit bays, parking by disabled badge

holders within residents' bays would not be permitted. Disabled badge holders living within the residents parking scheme would be able to obtain a permit for £5 to cover administrative costs.

- While the proposals have been designed to give priority to residents and other permit holders, the shared areas would also be available for those without a permit to park by buying a Pay & Display Ticket.
- The shared areas are designed so that when some permit holders leave the area during the day, those travelling into the area to work, visit or shop would be able to make use of the available space. Similarly, permit holders who vacate permit bays during the day would leave these spaces available for permit holders wishing to come and go throughout the day. The scheme would make it easier for permit holders to find a space by reducing the number of spaces that can be used by commuters.

Experience and Qualifications

We would need a Consultancy that are specialists in transport services and have a comprehensive range of supporting services. The Consultancy would need commitment to the work, technical skills and a cost effective approach to project delivery.

The Consultancy would need to outline their level of experience including any previous work on implementing controlled parking zones and any relevant qualifications.

Environmental issues / Sustainability.

The Consultancy would need an Environmental Policy and consideration of sustainability within their services. This may include objectives to monitor and improve the environmental impacts of office-based activities and energy efficiency, and to encourage employees to use sustainable methods of transport for commuting and business travel.

Health & Safety

This will be addressed in the Pre-Qualification Questionnaire (PPQ).

The Consultancy has an obligation to consider health, safety and welfare arrangements for all employees.

They would also need to be committed to the CDM 2007 policy and CHAS. Persons performing duties and responsibilities under these

policies should receive information, instruction and training so as to be able to perform duties and responsibilities.

Regular monitoring should also take place to allow continual development and improvement. The Council would want to see training records. Refresher training is essential and the Council would require the Consultancy to report yearly on staff training and refresher training.

There may also be the requirement to provide a CDM manager under CDM 2007 policy.

Financial information

The Consultancy must be able to provide innovative, clear and robust financial information.

They also need to outline their payment costs by the hour for each level of staff as well as committing to staying within the scheme budgets.

Equal Opportunities

The Consultancy would need to be able to demonstrate a commitment to the principles of Equalities and to be able to carry out duties in accordance with the Council's Equalities Policy.

Criteria and principles governing inclusion in parking scheme timetable

From Environment Committee 8 December 2005 – Review of Parking Programme for 2006 onwards:

- 3.1 These [areas identified on the list] have resulted from the outcome of the review process for individual areas, which also covers displaced vehicles in adjacent areas, or the need to tackle conflicting demands for parking spaces such as those generated by any combination of different requirements e.g. residents, offices, shops, and train stations.

From Environment Committee 26 November 2006 – Central Brighton on-street parking review:

- Other parking issues elsewhere in the City have led officers to re-consider the way that residents parking schemes are progressed.
- Predominantly residential areas of the city that are less central require a more complex, joined-up approach to get the right scheme in place and to avoid displacement issues.
- Learning from experiences of the last year, a revised timetable has been drawn up which looks at bigger, joined-up schemes, taking into account the impact on a whole area, rather than the smaller and more isolated schemes that were originally proposed.
- For example, Preston Park station review is now joined with Reigate Road area and Shirley Drive area. This will involve major consultation, and careful design of different types of scheme for each different section's requirements. However, this will also mean that no one section will suffer from displacement by another whilst having to wait years for this to be rectified.
- Officer and contractor capacity is limited, so need to be directed in a focused way. With this approach, the team can work on the complexities of each area, only carrying out "one" scheme at a time, but covering much larger areas.

From the Sustainable Transport operational policy document – Residents' Parking Schemes – Assessment:

1. New areas will be considered only when adequate enforcement is available.
2. New areas will be considered on a sequential priority basis in and adjacent to areas of greatest parking demand and conflict.
3. A new area will only be installed as part of a controlled parking zone or other comprehensive parking controls.
4. A new area will be recommended for funding provided there is a majority of respondents of that area in favour of such a scheme following a public consultation.
5. Isolated areas will be considered only around a major generator of parking – e.g. Railway Station, Hospital.
6. Schemes may be of separate* or shared** nature.
7. Residents' Parking Schemes shall be self-financing.
8. The number of permits sold may exceed the number of spaces available.

Note:

* A "separate" scheme is one where parking places are provided for use only by Permit Holders during the hours of operation of the scheme.

** A "shared" scheme is one where Permit Holders and non-Permit Holders may use the same parking spaces but the latter are subject to a time limit during the hours of operation of the scheme.

