Report



Cabinet Member for Streetscene

Date: 16 August 2018

Subject Newport City Council Civil Parking Enforcement

Purpose

To advise and gain approval and permission from the Cabinet Member for Streetscene to proceed with the appropriation of various powers and other associated decisions in connection with the authority's application to Welsh Government for Civil Parking

Enforcement powers.

Author Head of Service

Ward All Wards

Summary

To enable a successful application to be made to the Welsh Government for Civil Parking Enforcement powers within the City, appropriate authority needs to be given to officers to finalise the application and carry out the necessary consultation and other related matters

These requirements are set out in the following report to inform the Cabinet Member for Streetscene and gain approval to proceed. A summary is provided below:

	Approval Required
1	Proceed with the draft and formal application to the WG for CPE powers with delegated authority to the
	Head of Service to make amendments as required to ensure adequacy of application to comply with
	statutory requirements , WG Guidance and consultation responses
2	Authority to proceed with the statutory consultation on the implementation of CPE
3	To apply for an order designating the whole of the authority's area as a civil enforcement area (CEA) for
	parking contraventions under section 74 and Part 2 of Schedule 8 to the Traffic Management Act 2004
4	To apply for an order designating the whole of the authority's area as a special enforcement area (SEA) for
	parking contraventions under section 84 and Schedule 10 to the Traffic Management Act 2004.
5	Notice processing and back office functions to be undertaken by a 3 rd party (discussions are about to
	commence with Rhondda Cynon Taff County Borough Council)
6	Use of band level 2, £50/£70 Penalty Charge levels in all areas.
7	Employ the services of the Traffic Penalty Tribunal for adjudication purposes when a hearing is requested by
	an appellant.
8	Two Members of the Council to stand as representatives on the Joint Committee of England and Wales for
	the Civil Enforcement of Parking and Traffic Regulations outside London (appointment at Council)
9	Application for Powers to clamp/ remove vehicles

Proposal To ackn

To acknowledge the powers and associated decisions to be applied for to ensure a successful application for Civil Parking Enforcement is made to Welsh Government and give officers appropriate authority to proceed

Action by Head of Streetscene and City Services

Timetable Immediate

This report was prepared after consultation with:

- Head of Law and Regulation (Monitoring Officer) Head of Finance

Signed

Background and Update

Council resolved on the 30th January 2018 to give appropriate authority to officers to make an application to the Welsh Government for the transfer of appropriate powers under the Traffic Management Act 2004 for civil parking enforcement and for the implementation of these powers following transfer of powers in the event of the application being successful.

The Report to Council outlined the overarching legal powers available and processes to be followed. It also referred to the various options for implementing any enforcement powers obtained.

Following the decision by Council, services were procured to undertake the statutory signs and lines review and to provide professional consultancy support in the application for and implementation of these new powers.

The project programme shows the authority's draft application being submitted January 2019 and an implementation date of November 2019. However, it is the intention to expedite where possible and deliver the powers and new service at the earliest point in 2019.

Although the Council decision approved the principle of making an application to the WG for civil parking enforcement to enable the project to commence, the purpose of this Report is to update the Cabinet Member and to obtain authority for the detail of the draft and subsequent formal application and related decisions.

Application for Transfer of Powers

A draft application is currently being prepared by the Council and its Consultants with a programmed completion date mid July 2018. Following this process, a period of statutory consultation will commence for a period of approximately 3 weeks.

Authorisation is therefore sought from the Cabinet Member to proceed with the draft and formal application with delegated authority to the Head of Streetscene to undertake amendments as required ensuring delivery.

Authority is also sought from the Cabinet Member to enable officers to proceed with the statutory consultation

Under the Traffic Management Act 2004, various powers can be included in an application to obtain CPE powers. The authority's draft application is for civil parking enforcement powers under section 74 and Part 2 of Schedule 8 of the Traffic Management Act 2004 (the TMA) and for an order designating the whole or part of the authority's area as a special enforcement area for parking contraventions under section 84 and Schedule 10 of the TMA (double parking and parking at dropped footways).

It is possible under the TMA to apply for powers in relation to moving traffic contraventions and bus lane contraventions. The TMA allows a further application to be made to relate to an area already subject to the CPE powers and WG Guidance advises an authority to familiarise itself with the general powers first before considering applying for these further powers.

The Council may consider applying for these further powers in the future. If this is the case, a further business case and report would be prepared to gain authority for a formal application.

Authorisation is therefore required to enable officers to proceed with the application for the following:

- 1) An order designating the whole of the authority's area as a civil enforcement area (CEA) for parking contraventions under section 74 and Part 2 of Schedule 8 to the Traffic Management Act 2004.
- 2) An order designating the whole of the authority's area as a special enforcement area (SEA) for parking contraventions under section 84 and Schedule 10 to the Traffic Management Act 2004.
- 3) The application relates to the whole of the administrative (city) boundary but with agreed excluded roads. The excluded roads are yet to be confirmed with Gwent Police but are likely to be:
- a) M4 motorway from at Ordnance Survey national grid reference point 341457 188172 to Ordnance Survey national grid reference point: 323174 183290 including its slip roads
- b) The following Trunk Roads
 - The A48M from Ordnance Survey national grid reference point 326223 184223 to Ordnance Survey national grid reference point 324086 182575
 - The A449 from Ordnance Survey national grid reference point 339067 193959 to Ordnance Survey national grid reference point 335998 189737

 Authority is therefore requested for delegated authority to be granted to the Head of Streetscene and City Services to determine the excluded roads and to finalise the draft application to the WG.

Business Plan

As indicated within the original Business Case and report, the proposal is to undertake all CPE enforcement in house by direct employed staff.

It is intended that Notice processing and back office functions will be undertaken by a 3rd party and discussions are about to commence with Rhondda Cynon Taff County Borough Council who have provisionally agreed to provide this function for the 5 Gwent authorities currently applying for the powers and already provide this service to a neighbouring authority .

It is anticipated that this arrangement will provide the most cost effective solution and meet Welsh Governments Local Authority collaborative objectives

Authority to proceed on this basis is required as part of the draft application.

Penalty Charge Levels

Under the TMA enforcement authorities have to set the level of penalty charges. As per the original business case that supported the report to Council, it is proposed to use the band level 2, £50/£70 Penalty Charge levels in all areas. The other set of Charge Levels does not permit the Council to make the necessary financial balance to justify the application. This Charge Level will apply to all contraventions of all parking places and areas of restricted parking, including the off-street car parks where Orders will apply.

The Charge Level will be discounted by 50% to £25/£35 for payment within a minimum of 14 days, and will be incremented by 50% to £75/£105 on issue of a Charge Certificate, as required by Guidance.

Following rejection of an informal appeal, the Council will offer a further 14 days for the payment of a Penalty Charge Notice at the discounted rate.

Such an application will result in the charge to a keeper of either £25 or £35 for a contravention, if paid promptly.

No variable charges will apply.

These levels of charges are in line with those specified by Welsh Ministers and will be advertised by legal notice no less than 14 days before the commencement date.

Adjudications

It is intended to use the service of the Traffic Penalty Tribunal for adjudication purposes when a hearing is requested by an appellant. The costs of this service is covered by a levy of £0.40p on every Penalty Charge Notice issued by the enforcing authority,

Two Members of the Council must also be nominated to stand as representatives on the Joint Committee of England and Wales for the Civil Enforcement of Parking and Traffic Regulations outside London.

One would normally be the relevant Cabinet Member with an identified deputy. Appointments will be determined and ratified by Council in due course.

Powers to Clamp

In line with Government guidance, the Council does not intend to introduce the use of clamping/ vehicle removal at an early stage, believing that it is an unnecessary measure to control contraventions of the regulations at this time. However, it is proposed that this Application includes a request for the powers to introduce clamping at some time, should the Council agree it is necessary, and should the enforcement of persistent evaders prove to be an issue. Any decision to proceed will be subject to an approved business case

Authorisation is therefore required to enable officers to utilise these powers where considered necessary should the application be successful.

Options Available and considered

The following options are available:

- Option 1 Withhold authority for officers to proceed with the application and all associated powers, decisions, arrangements and delegations contained in this report.
- Option 2 Authorise in part for officers to proceed with the application and all associated powers, decisions, arrangements and delegations contained in this report.
- Option 3 Provide full authority and agreement to officers to proceed in relation to all associated powers, decisions, arrangements and delegations to support a successful application as contained in this report.

Preferred Option and Why

Option 3

The powers, decisions, arrangements and delegations identified in this report are required to make a successful application for CPE powers.

Comments of Chief Financial Officer

The decision to apply for appropriate civil parking enforcement powers in Newport was approved in January 2018 with the financial commentary noting the small surplus projected from year 2 and the need for this to be set aside as a ring fenced reserve. It was also noted that the operational costs of the scheme will need to be flexed in accordance with income levels so that there is no pressure on the council budget. The proposal in this report to delegate powers to the Head of Service in this respect has no further financial impact.

Comments of Monitoring Officer

Council approved the principle of making an application to the Welsh Government under Part 6 and Schedule 8 of the Road Traffic Management Act 2004 in January 2018 for appropriate civil parking enforcement powers in Newport. The effect of obtaining these powers is to decriminalise certain parking contraventions and to provide for civil enforcement through the issue of penalty notices. In applying for and implementing such powers the Council must ensure that it follows the statutory guidance contained in the WG Traffic Management Act 2004 Civil Enforcement of Road Traffic Contraventions: Operational Guidance to Local Authorities December 2004. Consultation is a necessary part of the process and details of consultees and responses will form part of the application which will be made to the WG. The Council must take into consideration consultation responses when finalising the details of the application.

Comments of Head of People and Business Change

N/A

Comments of Non-Executive Members

Councillor M Al-Nuaimi

I would like the following comments to be considered by the Cabinet Member in his decision making process.

As a Ward Councillor for Stow Hill, which counts as one of the heavily urbanised wards of Newport, I am fully aware of the widespread illegal parking that takes place in the commercial and business areas on the one hand and in the residential streets where Residents Only Parking bays are operated, on the other.

The problem of illegal parking has increased considerably in recent years since Gwent Police have discontinued with the services of traffic wardens. Gwent Police have cited decreasing resources and the need to give higher priorities to deal with other offences as reasons for not providing an effective level of parking enforcement. Gwent Police also intend to cease all enforcement by December 2018.

Without an authority to enforce, all wards in Newport will suffer a considerable drop in the quality of life for most of its residents. It will result in a more chaotic situation in the commercial and business core and this will be to the detriment of businesses and those who visit the city centre to work, shop and do business. Future investors will be turned off by the lack of an effective parking policy in the city centre.

The problems of illegal parking in Stow Hill form a large of proportion of complaints received from residents of the ward as well non residents. These problems occupy considerable portions of every agenda of the Stow Hill Ward meetings as well as the regular liaison meetings between the ward Councillors and the Neighbourhood Police team. Illegal Parking was also a major issue in the 2017 Local Elections in SH.

The Overview Scruttiny Management considered the need for CPE and voted unanimously to recommend it to Council. Council approved in January 2018.

In light of the above I am pleased to confirm my support for the report and in particular I confirm my support for Option 3. In supporting the option, I note that neighbouring Cardiff and other cities in the UK are currently operating successful and effective CPE schemes.

It's worth highlighting another point that is relevant here. I would like to see the CPE to include traffic offences relating to traffic movements from day 1. We currently have an issue arising from numerous vehicle movements in the streets around the Market, especially the High St and Upper Dock St. These movements do compromise pedestrianization and seriously put people off from visiting the shops, pubs and food outlets. Like also to see illegal traffic movements in Bus lanes included.

Finally I'm pleased to note that we intend to expedite the CPE process.

Councillor M Kellaway

I am disappointed that in light of the importance and impact of these proposals, views and comments are being sought when most members are likely to be on annual leave I have limited access to emails at present but surely on a matter of this nature consideration ought to be given as to the likelihood or not of all elected members having access to the report in order to comment or not .

Can I ask you consider extending the consultation so proper democracy takes place.

Response from the Cabinet Member

With regard to your request for an extension of time for members to consider the Report on Civil Parking Enforcement we are unable to extend the consultation period because of the timetable for implementation.

In any event, this Report simply deals with the mechanism for implementing the previous decision taken by full Council to introduce CPE. It is not an opportunity for Councillors to comment again on the principle of CPE, which was the subject of extensive consultation and Scrutiny review before the decision was taken at Council. This report addresses a number of procedural issues in relation to the implementation process and any comments should just be in relation to these formalities.

Comments of Cabinet Member

Approval Required	Cabinet Member Comment	Approved	Declined
Proceed with the Draft and			
formal application for CPE			
powers with delegated			
authority to the Head of			
Service to undertake			
amendments to ensure			
delivery			
Authority to proceed with			
the statutory consultation			
on the implementation of			
CPE			
An order designating the			
whole of the authority's			
area as a civil enforcement			
area (CEA) for parking			
contraventions under			
section 74 and Part 2 of			
Schedule 8 to the Traffic			

		1
Management Act 2004		
An order designating the		
whole of the authority's		
area as a special		
enforcement area (SEA) for		
parking contraventions		
under section 84 and		
Schedule 10 to the Traffic		
Management Act 2004.		
Notice processing and back		
office functions will be		
undertaken by a 3 rd party		
and discussions are about		
to commence with		
Rhondda Cynon Taff		
County Borough Council		
Use of band level 2,		
£50/£70 Penalty Charge		
levels in all areas.		
Employ the services of the		
Traffic Penalty Tribunal for		
adjudication purposes		
when a hearing is		
requested by an appellant.		
Two Members of the		
Council to stand as		
representatives on the		
Joint Committee of		
England and Wales for the		
Civil Enforcement of		
Parking and Traffic		
Regulations outside		
London (appointment at		
Council)		
Proceed with an		
application for powers to		
clamp/ remove vehicles		

Local issues

A successful application would cover the whole of the city and as such will apply to all wards. However, it is acknowledged that these powers will have significantly greater impact within the urbanised and inner city wards.

Scrutiny Committees

The Overview and Scrutiny Management Committee considered the proposed application for Civil Parking Enforcement powers at its meetings on the 16th November and 14th December 2017.

The committee's decision was to recommend to Council that authority be granted to officers to make an application to Welsh Government for transfer of CPE powers, which will see the authority undertaking civil parking enforcement within the city

Fairness and Equalities Impact Assessment (FEIA)

The purpose of this assessment is to provide balanced information to support decision making and to promote better ways of working in line with equalities (Equalities Act 2010), Welsh language promotion (The Welsh Language (Wales) Measure 2011), sustainable development (Wellbeing of Future Generations (Wales) Act 2015), and the four parameters of debate about fairness identified by the Newport Fairness Commission (NFC Full Report to Council 2013).

Completed by: Steve Davies Role: Service Manager

Head of Service: Paul Jones Date: 04/01/2018

I confirm that the above Head of Service has agreed the content of this assessment

Yes

1. Name and description of the policy / proposal being assessed. Outline the policy's purpose.

The application to Welsh Government and subsequent adoption of Civil Parking Enforcement powers by the Council due to the withdrawal of Gwent Police from parking enforcement from December 2018

2. Outline how you have/ will involve stakeholders who will be affected by the policy/proposal

The application/ business case to Welsh Government will require a consultation on the proposal

3. What information/evidence do you have on stakeholders? e.g. views, needs, service usage etc. Please include all the evidence you consider relevant.

The current lack of parking enforcement within the city has generated significant public and member frustrations. The views of residents, members and businesses on the need for consistent and effective enforcement are well documented.

With the complete withdrawal of Gwent Police from the limited enforcement currently undertaken in December 2018, the city will have no parking controls on street unless the powers are transferred to the Council. There are serious highway/ pedestrian safety and accessibility implications should the city's on street parking facilities remain uncontrolled

4. Equalities and Welsh language impact

	Impact:				
Protected characteristic	Positive .	Negative	Neither	Provide further details about the nature of the impact in the section below. Does it: 1. Promote equal opportunity 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation?	
Age			\boxtimes	No Impact	
Disability				No Impact. Current parking concessions to Blue Badge	
Disability				holders will still apply within any new / consolidated traffic orders. These are: (1) Valid Blue Badge holders can wait for up to (3) hours on 'prohibitions' of waiting e.g. double yellow lines, or solid single yellow lines – so long as an 'obstruction' is not being caused (2) Valid Blue Badge holders can wait indefinitely where others are 'restricted' to limited waiting (3) Valid blue badge holders can also wait indefinitely on resident permit parking schemes which are time limited for other users (4) Valid blue badge holders are permitted to wait for a maximum period of three hours on a residents' only permit parking place.	
Gender			\boxtimes	No Impact	
reassignment/ transgender]	V	Tro Impaot	

	Impact:			
Protected characteristic	Positive	Negative	Neither	Provide further details about the nature of the impact in the section below. Does it: 1. Promote equal opportunity 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation?
	•		•	
Marriage or civil partnership			\boxtimes	No impact
	•			
Pregnancy or maternity			\boxtimes	No Impact
Race			\boxtimes	No Impact
Religion or Belief or non-belief			\boxtimes	No Impact
Sex/ Gender Identity				No Impact
Sexual Orientation				No Impact
Welsh Language				All replacement signage identified through the mandatory traffic signs and road markings review will be provided bilingually and Welsh First. All parking enforcement documentation will be provided bilingually and Welsh First

5 How has your proposal embedded and prioritised the sustainable development principle in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? Describe how.
Long Term Balancing short term need with long term needs	Should the Council decide to adopt civil parking enforcement powers, it will be supporting the long-term social, economic and environmental well-being for future generations within the city as well as addressing an emerging critical short term need. It will help to create a city that residents are happy to reside in, now and in the future.
Collaboration Working together to deliver objectives	A decision to proceed with an application for civil parking enforcement powers will enable the authority to focus on stakeholder concerns around parking whilst supporting other council / multi agency objectives in social, economic and environmental well-being. Collaborative working with other local authorities will also form part of the decision making process. Heddlu Gwent Police have agreed to work with the authority by undertaking low level enforcement action until powers have been assigned to the council Proposal is in line with Government policies for restraint over the Growth and impact of traffic in urban areas
Involvement Involving those with an interest and seeking their views	The application/ business case to Welsh Government will require a public consultation on the proposal The current lack of parking enforcement within the city has generated significant public and member frustrations. The views of residents, members and businesses on the need for consistent and effective enforcement are well documented.

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? Describe how.
Prevention Putting resources into preventing problems occurring or getting worse	This proposal has the capacity to directly improve the social, economic and environmental wellbeing of the residents and visitors to the city. With the Police currently undertaking little enforcement and their clear intention to step away from parking enforcement in December 2018, the council will need to consider whether it intends to apply for civil parking enforcement powers. Failure to acquire CPE powers will see the city without on street parking enforcement The adoption of Civil Parking Enforcement powers will have the following impact: Reduced carbon emissions through reduction in congestion and expeditious movement of traffic through our Air Quality Management Areas Promote active travel (walking and cycling) throughout the city

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? Describe how.
Integration Considering impact on all wellbeing goals together and on other bodies	A prosperous Wales The adoption of Civil Parking Enforcement powers will have the following impact: Promote the expeditious movement of traffic and as such have a positive impact on traffic congestion reduction Reduction of costs to business, residents and visitors to the city associated with travel congestion and parking contraventions Deliver new employment opportunities within the city Reduced carbon emissions through reduction in congestion A resilient Wales The adoption of Civil Parking Enforcement powers will have the following impact: Will promote sustainable travel including public transport Will maximise available highway space for appropriate parking Will free up capacity within Heddlu Gwent Police for dealing with more significant crime within the city Reduced carbon emissions promoting ecosystems that support social, economic and ecological resilience and the capacity to adapt to change Capacity to be able to deliver an enforcement service that meets the needs of stakeholders both now and in the future A healthier Wales The adoption of Civil Parking Enforcement powers will have the following impact: Reduced carbon emissions through reduction in congestion and expeditions movement of traffic through our Air Quality Management Areas Promote active travel (walking and cycling) throughout the city A more equal Wales The adoption of Civil Parking Enforcement powers will have the following impact: Powers to ensure that parking enforcement is delivered proportionately and fairly across the city Ensure obstructive parking is addressed to ensure full and appropriate use of the highway asset by all users

• A Wales of more cohesive communities

The adoption of Civil Parking Enforcement powers will have the following impact:

- Promote highway safety in all our city communities
- Promote well connected communities through reduced vehicular obstruction and inconsiderate parking
- Defuse community frustration at the current levels of contraventions that are not being addressed due to the Police withdrawing from parking enforcement
- Capacity to be able to deploy reactive enforcement officers to black spots that are known to create community tension i.e. outside schools and resident parking areas
- A Wales of vibrant culture an thriving Welsh Language

The adoption of Civil Parking Enforcement powers will have the following impact:

- Promote the Welsh Language by ensuring all business is conducted in both the English and Welsh medium
- A globally responsible Wales

The adoption of Civil Parking Enforcement powers will have the following impact:

• Ensure available transport links that promote the economic, social, environmental and cultural well-being of the city, Wales and potentially globally

6 Will the proposal/policy have a disproportionate impact on a specific geographical area of Newport?

The application for a Civil Enforcement Area (CEA) would cover the whole of the city and as such will apply to all wards. However, it is acknowledged that these powers will have significantly greater impact within the urbanised and inner city wards.

7 How does the proposal/policy relate to the parameters of debate about Fairness identified by the Newport Fairness Commission

Powers to ensure that parking enforcement is delivered proportionately and fairly across the city

Ensure obstructive parking is addressed to ensure full and appropriate use of the highway asset by all users

Maximises available on street parking space for all users through enforcement of maximum wait times

Resident Parking zones will be enforced which will maximise the availability of parking in residential areas that are currently affected by commuter parking

8 Taking this assessment as a whole, what could be done to mitigate any negative impacts of your policy and better contribute to positive impacts?

There are no negative impacts of this proposal as motorists currently parking inappropriately are committing a criminal offence.

This proposal will operate in exactly the same way except the offence will be a civil offence not a criminal offence.

9 Monitoring, evaluating and reviewing

The method and timetable for monitoring and reporting of this proposal is to be decided following a successful application/ business case to Welsh Government

10 Involvement

The application/ business case to Welsh Government will require a consultation on the proposal.

A decision to proceed with an application for civil parking enforcement powers will enable the authority to focus on stakeholder concerns around parking whilst supporting other council / multi agency objectives in social, economic and environmental well-being

11 Summary of Impact (for inclusion in any report)

Equality Act 2010 AND Welsh Language

Equality and the medium of Welsh Language are promoted through the proposed application for Civil Parking Enforcement powers within the city

Wellbeing of Future Generations (Wales) Act 2015

This proposal has the capacity to deliver significant positive impacts to the wellbeing of current and future generations who live, visit or conduct business within the city

Crime and Disorder Act 1998

This proposal would see enforcement for non-endorsable parking offences removed from the criminal system and into the civil system through an act of Parliament.

In recent years, Heddlu Gwent Police has treated parking enforcement with ever diminishing priority in favour of deploying their limited resources to address more serious crime within the city.

In adopting CPE powers and the subsequent releasing of Police resources, the authority will be meeting its duty under Section 17(1) of the Crime and Disorder Act 1998 to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area

Consultation

A mandatory consultation covering the Police, neighbouring authorities etc and a non-statutory consultation will be undertaken involving residents, BID partners and other such groups

Background Papers

Council Report.

Dated: 16 August 2018