

1 April 2003

Scrutiny Report to the City Council

REVIEW OF POLICIES FOR PARKING FOR RESIDENTS

Further copies of this report can be obtained from:

Scrutiny Support Officer: Arley Selwyn

2: 0121-303 9787

E-mail: arley.selwyn@birmingham.gov.uk

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Chapter 1

1 Preface

By Councillor Jagdip RaiChair, Regeneration Overview and Scrutiny
Committee.



Councillors' surgeries and post bags have many issues in common that concern residents. One of the most prevalant issues across many wards is the lack of available on-street parking provision for residents who have no or insufficient off-street parking. This problem is accentuated by competing demands for parking from, for example, shoppers, workers, health visitors or students.

The Scrutiny review has received evidence from Residents Groups MP's, Councillors, and officers detailing Government Guidance, City Council Policies, options for addressing the problems and ease of implementation. We are grateful for the time and trouble taken by such groups in giving evidence and their ideas for addressing different situations.

Research shows that the number of cars parking on-street could double in the next 20 years with higher levels of ownership. They will need to park somewhere.

The working group has identified a number of detailed actions which we believe will address many of the difficulties in the short and medium term, but we accept that longer term solutions will have to be worked on at a national/regional as well as local level. The authority is not anti-car but against inappropriate use of the motor car and we believe the actions we have recommended will encourage communities to work with the City Council together on acceptable solutions. These solutions are both on-street and off-street depending on the solution and a programme of works is justified by the extent of the problem.





Chapter 2

2 <u>Executive Summary</u>

- The issue of availability of parking for residents and the number of complaints is a growing problem in the city. It applies to the inner city areas, suburban centres, commercial areas and outer estates.
- While the problems are similar, the solutions that can be adopted are wide ranging, from simple parking restrictions to the need for land assembly/urban redesign.
- 2.3 Current policies and actions to address the problem were found to be inadequate by the Members working group with not enough attention given to the full range of possible solutions.
- Government policy was found to be potentially counter-productive in the short term and needs to be applied so as not to exacerbate the on-street problems.
- 2.5 Regeneration schemes for (shopping and commercial) centres and estates need to take account of the growing levels of car ownership and be planned accordingly at least in the short to medium term.
- 2.6 Residents and their representatives should not expect that parking problems can wholly be resolved by Council action alone and that solutions adopted and costs need to be shared.
- 2.7 A range of options for dealing with these problems has been prepared for adoption by Cabinet Members and Chief Officers.
- A report to Transportation and Technical Services Committee in September 1998 (Appendix C) made recommendations about residents parking schemes. This has not been fully implemented. The aim of the review is both to suggest some new solutions to the problem of parking in residential areas and to ensure action is taken.



Chapter 3

3 <u>Introduction</u>

- 3.1 Regeneration Overview and Scrutiny Committee at its meeting on 6th June 2002 ageed to review the policy for parking for residents due to the many concerns raised by the public with Members. The Head of Transportation Strategy was asked to put together a proforma for the review.
- The Terms of Reference for the review were agreed at the Regeneration Overview & Scrutiny Committee meeting on 5th September where a working group comprising

Councillor Jagdip Rai Councillor Reg Corns Councillor Ron Whitehouse

and officers was agreed with regular reports back to Committee

The review relates to parking for residents at their houses or flats. There are around 300,000 cars in the city, of which around 35% are parked on street in the areas of residence. The table below, taken from the Government's National Travel Survey (West Midlands Figures NTS 2001), illustrates the type of parking at the home end of a journey.

Type of Residence	Type of Parking Used	Number of household cars		
		One	Two	Three or more
Detached	On own/friends premises	93%	93%	90%
	On-street	7%	7%	10%
Semi Detached	On own/friends premises	77%	73%	70%
	On-street	23%	27%	30%
Terraced	On own/friends premises	38%	40%	41%
	On-street	62%	60%	59%



- The Transport Research Laboratory in 1993 examined the future of parking in residential areas and showed that the demand for parking is increasing. The 2002 National Travel Survey (NTS) results showed the proportion of households with 2 or more cars now exceed those without a car (0.95 in Birmingham). Research showed the number of cars parked on street has increased from around 1 million in 1965 to over 5 million in 1995. At the predicted rate of increase in car ownership this is likely to double by 2025.
- 3.5 The NTS also gives figures for car crime indicating that, in 1999, an average of 13% of households experienced some form of car crime. When matched to household type, the problems with on-street parking are highlighted (eg Terraced at 16% is much higher than Detached at 10%). The incidence of neighbourhood disputes over parking spaces outside residencies is a high growth area (a report from: Social Exclusion Unit in 2000).
- The report of the Prime Minister's Social Exclusion unit in 2002 refers to the link between the worst impacts of road traffic, namely pedestrian accidents, air and noise pollution and community severance which is proportionately affected in deprived areas. There is a clear link with accident rates for child pedestrians with the explanation of:
 - Children more likely to play by or in roads.
 - 50% more likely to cross roads.
- 3.7 The already significant problem of insufficient suitable parking for residents is one that will grow in Birmingham. This will affect the quality of life without adequate policies which will address the issues involved.



Chapter 4

4 <u>Terms of Reference</u>

These were agreed as:

'To examine City Council policies with regard to parking in residential areas'

- a) Parking standards for new developments particularly residential
- b) Policies for Traffic Regulation Orders which affect on street parking
- c) Policy for Residents Parking Schemes
- d) Policies for off highway parking, e.g. on verges, footway crossings, disabled parking

The review will take into account national guidance, prioritisation of road space, impact on other strategies and cost effectiveness of approach.



Chapter 5

5 <u>Method of Investigation</u>

5.1 The Working Group agreed a timetable of meetings with 7 residents groups approached asking if they wanted to give evidence. The following groups gave evidence directly:

Lee Crescent Residents Association Shard End Issues (Councillor Marje Bridle) Lickey Road Residents

As well as seeking an understanding of the problems, ideas for solutions from residents were sought. A site visit was made to residents parking schemes in Birmingham, Sandwell and known problem areas.

- The Scrutiny Committee requested that all Councillors and MPs be approached asking about problems to be addressed in the review. 11 written submissions from Councillors and 2 from MPs have been received.
- 5.3 Early in the process, it was agreed that many of the problems highlighted were of a similar nature and there was little point in evidence being duplicated. Therefore the following types of problems were concentrated on:
 - Council Estates built with large amenity areas but without adequate provision for the motor car (i.e. 1950s or earlier) resulting in blocked roads and indiscriminate verge parking.
 - Residential estates adjacent to suburban shopping centres where visitor parking impacts on local residents during the day or evening (e.g. Erdington, Moseley, Kings Heath).
 - Residential areas close to commercial or industrial zones where car parking of employees overspills (e.g. Longbridge, Bournville)
 - ❖ Inner City or Conservation Areas without adequate provision for off-street parking where current levels of car ownership cannot easily be accommodated.
- Current planning and parking policies were made available to the Working Group. The options and costs for making use of the existing carriageway and part conversion of the footway or verge for parking were investigated. Planning officers gave a presentation on national guidance on parking standards and the implications of the City's 'Places for Living' document and Housing Department submitted written comments.



Chapter 6

6 <u>Findings/Conclusions</u>

The findings are set out in the order of issues in the Terms of Reference. The Appendices give more information on the evidence given. While the review has concentrated on specific current problems, Members are conscious that parking is a process and not an automatic right. Parking policy is part of a system (see attached Figure 1) which is linked into other urban policy goals. Land use changes impact on parking availability and management of supply (eg through price or quantity) will impact on demand. In the longer term there may be more car sharing and much better public transport which might help reverse the trend in car ownership. These issues are more appropriately dealt with in documents such as 'Visions' and regional/national strategies. In the short to medium term, ways to increase local parking provision are required.

6.2 <u>Parking Standards</u>

Members were informed of national and local planning guidance on parking standards for housing and other uses. In particular that Government Guidance (Planning Policy Guidance Note 3) on Housing suggests standards for new residences of no more than 1.5 parking spaces per dwelling. The strong growth in households with 2 or more cars, means there is potential for exacerbating the parking problem particulary in areas close to commercial development. Planning Policy Guidance Note 13 on Transport requires authorities to set maximum parking standards for different classes of development rather than the minimum standards previously set ie developers are not now required to provide any car parking if they don't want to, although they will be required in most cases to show how access is achieved.

The flexibility of the City Council's own policy guidance (Places for Living) was demonstrated (Appendix A) and the point that higher densities would make public transport more viable was accepted. Illustrations of how parking could be incorporated within courtyards and as part of the street scene were welcomed as applicable to certain situations within Birmingham (Appendix D). Overall, Members felt the application of the new standards should be applied sensitively, particularly in the older urban areas ie higher levels of spaces off-street are needed. There is a real concern that the problem of on-street availability will be made worse by the application of Government policy.



6.3 <u>Traffic Regulation Orders</u>

Traffic Regulation Order (TRO) policy for waiting restrictions stems from the City Council powers under the Road Traffic Regulation Act 1984 (see Appendix B). The City TRO policy adopted in 1998 sets out how requests for Traffic Regulation Orders are ranked by seeking to measure the extent of the problem. This does not adequately cover the range of solutions that could be persued as it could simply transfer the problem rather than solving it. Members agreed that it did not provide an adequate policy background to address the needs of residential areas and that alternative solutions that could be pursued.

The need to have a programme to address the shortfall in off-street parking was acknowledged. This could be assisted by sharing existing under utilised private parking areas. Charges on publically available off-street parking areas are encouraged in policy terms. The introduction of charges should be co-ordinated at the same time as on-street controls or a residents parking scheme where a move to on-street parking would be precipitated to the detriment of residents (for example, Erdington or Selly Oak). The example was given of the residential area adjacent to the MG Rover Works at Longbridge where the introduction of a one-hour restriction during the day had solved the main problem but at the inconvenience of residents. They now had difficulty in following the Council's policy of using public transport to reach work as they were ticketed for leaving their car outside their home.



6.4 <u>Residents Parking Schemes</u>

The existing Residents Permit Parking Scheme Policy (see Appendix C) while covering a range of different situations was felt to have been not been actively pursued in Birmingham since its adoption in 1998. The 2 previous pilot sites in Station Road, Sutton Coldfield and King Edwards Road Moseley were still free to residents. The site visit had shown that such schemes would be popular if flexibily applied and adequately enforced. To many residents groups they would be the right solution. Members accept that schemes should be self financing with no overall subsidy and second permits should be more expensive than the first permit. The range of charges should be reviewed to ensure that they are cost neutral across the City and the times of operation of the scheme needs to be no greater than that necessary to address the on-street problem. (Appendix C).

The extensive use of such schemes in other towns and cities showed their popularity and best practice should be followed. Appendix E contains a summary of charges for Resident Permit Parking schemes operated by other Local Authorities.

The use of a "scratchcard" or similar approach for visitor permits has been used by other authorities and could be considered.

6.5 <u>Expanding On and Off Street Parking</u>

A significant part of the 'postbag' raised the need for policies and programmes which addressed the need for more parking in the older urban areas such as Council Estates and the Inner City. In the former case some road widening/verge parking would be popular provided it did not compromise the overall environment. Use of 'Grasscrete' or similar material was thought to provide an attractive offer (See Appendix D).

While the City Council had adopted 'tarmacing' of verges in a number of areas, little priority appeared to be given to the option in local maintenance or area integrated transport solutions. For example, when significant reconstruction schemes are undertaken the option of providing bays or replacing verges should be considered. The option of part footway parking (which is allowed under the regulations) or conversion to one way with angeled parking may be appropriate in some areas.



As referred to under 6.3, there should be a programme of addressing the shortfall of parking supply in local centres as part of their regeneration programme. The option of shared use of private or public car parks for residents parking in the evening should be considered (eg supermarkets, schools, offices).

A compendium of solutions has therefore been prepared (Appendix D) with typical costs which it is believed should be evaluated for use within residential areas as an addition to or alternative to TROs only. The continued prevalence of pavement parking shows the need for comprehensive action which would make the role of enforcement officers easier.



6.6 <u>Conclusions</u>

As can be seen from the above findings, present policies for parking for residents in the city are deemed inadequate. A flexible set of policies and solutions is needed. The four differing areas set out in paragraph 5.3 reflect a common problem, but ones where the solutions can be relatively easy or quite difficult in cost and implementation terms.

<u>Problem</u>	<u>Solution</u>	Ease of Implemen tation	Costs (Approx) (£)
Council Estates with wide verges.	Laybys or verge parking.	++++	£500/bay.
Residential Estates close to suburban	More off street car parks for shops.	++	£1,000/ space.
centres.	Sharing of car parks	+++	Availability.
	TROs/Residents parking schemes.	+++	£100/bay (introduction costs only)
Residential areas close to commercial/indus trial zones.	Parking within complex(s) for users.	+	? Private land available.
	TRO's/Parking schemes.	++	£5,000/ order
Inner City or Conservation Areas.	Private parking /Courtyards.	+	£5,000 or more per space
	Part Pavement or verge parking	+++	£300/bay
	One way systems.	+++	£5,000/order

(++++ easy to + very difficult)

These are growing problems (see para 3.4) which could make many residential areas unattractive for a significant part of the population (car owning). As regeneration of council housing and private housing takes place, the opportunity of allowing for car ownership and safe parking of residents and visitors cars will be needed and should be adequately addressed in City Council processes.



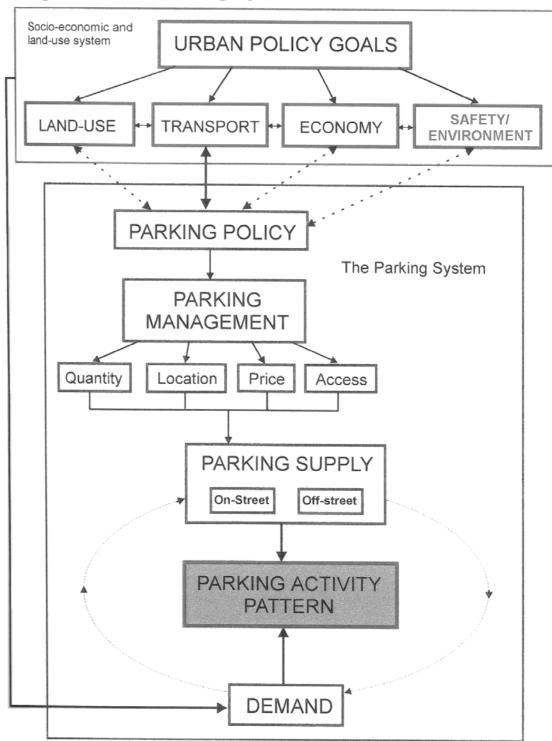
Chapter 7

7	Recommendations		
	<u>Recommendation</u>	Responsibility	Action By
7.1	That an over arching policy for parking for residents needs to be introduced as part of the review of "Visions", the City Councils 20 Year Transport Strategy.	Cabinet Member – TSS&S.	December 2003
7.2	That Government and City Council Policy Guidance on parking standards should be applied sensitively to ensure that the impact on street parking problems does not adversely affect residents.	Chief Planning Officer. Development Control Cttee.	As part of Supplementar Planning Guidance for parking standard. June 2003
7.3	That a programme of off-street parking schemes be developed (including investigation of shared use of existing off-street car parks) (as part of the Local Centres programme for those centres with a shortage of visitor spaces where residents currently experience difficulties).	Strategic Director of Development.	July 2003
	That consideration of parking problems in local centres and the contribution that off-street parking schemes might make to resolving them should be included in the preparation of all local plans and programmes of improvement works. (This will be particularly important in local centres where residents currently experience difficulties).	Cabinet Member – Regeneration.	Ongoing
	That secure and attractive off-street parking schemes, where appropriate, are included in the Local Centres programme as funding allows. (Including investigation of shared use of existing off-street parks).	Cabinet Member – Regeneration.	September 2003



			T
7.4	That regeneration schemes for housing areas should provide for safe and convenient parking for residents as part of their redesign.	Chief Planning Officer/Cabinet Member – Regeneration.	As schemes come forward.
7.5	That a range of solutions to address on-street parking problems should be considered (as set out in Appendix D)	Cabinet Member – TSS&S.	July 2003
7.6	The use of Traffic Regulation Order Budgets, Maintenance Programmes and Ward Budgets accordingly – be actively explored to achieve this aim, with report back.	Cabinet Member – TSS&S.	October 2003.
7.7	That the current policy for Residents Parking Schemes be pursued more rigorously and applied sensitively: (a) Through support (for example, through public consultation and/or finance) at local level with full involvement of the area. (b) Flexibly as single street schemes can be the effective solution. (c) Charges should be reviewed to cover the cost of administration with second and subsequent permits being more expensive. (cost neutral)	Cabinet Member for TSS&S.	July 2003
7.8	That a report of progress on the above recommendations is made to Regeneration Overview and Scrutiny Committee and all actions taken.	Head of Transportation Strategy.	October 2003.

Figure 1. The Parking System





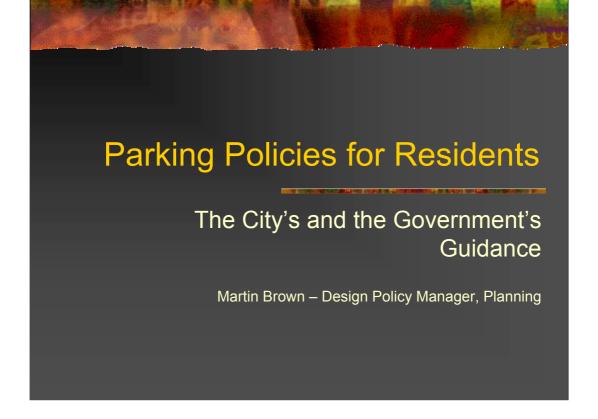
APPENDICES

- A. Planning Guidance and Standards
- B. Traffic Regulation Order Parking Policies
- C. Residents Parking Schemes Policies (BCC)
- D. Alternative Layouts/Solutions
- 5. Summary of costs for Residents Parking Permits issued by other Local Authorities.



APPENDIX A

Parking Policies for Residents



This is a presentation about the guidelines for the design of residents' parking in new developments in "Places for Living", taking into account Government guidance.

National Policies

PPG 3:

- developers should not be required to provide more parking than is needed
- policies which require more than an average of 1.5 off street parking spaces per dwelling should not be adopted

PPG 13

- confirms PPG 3
- requires policies to encourage sustainable transport choices
- sets some maximum national standards that can be made more rigorous by local authorities

Summary of the main elements of the two Planning Policy Guidance Notes 3 and 13 that cover parking policy. PPG3 (March 2000) deals with Housing and PPG13 (March 2001) deals with Transportation. They tell local Authorities what sort of policies they should adopt.

UDP Policies

- The Built Environment:
 - Good Urban Design Principles
 - Design Principles for Sustainable Development: - Layouts should be designed to minimise reliance on the private car.
- Transport:
 - Parking in the City Centre: restrictions to achieve balance between public and private transport
 - City-Wide Parking:
 Local parking policies
 with detailed local
 solutions and car parking
 guidelines in line with
 PPG13.

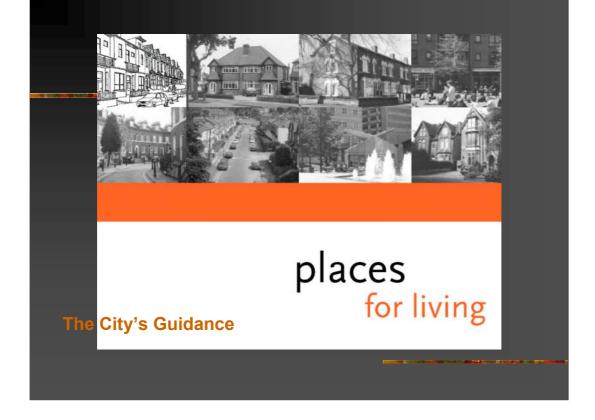
Summary of the main elements of the Unitary Development Plan (The Birmingham Plan) that cover parking policy. These are the policies we have adopted that respond to the Government guidance in the PPG's. The Built Environment section of the UDP includes a list of Good Urban Design Policies that cover all aspects of development in general terms.

The Government's Guidance

- "Places, Streets and Movement" A companion guide to Design Bulletin 32 Residential roads and footpaths

 - A good practice guide
- "By design Better Places to Live" A companion guide to PPG₃ A guide for better
 - practice in the design of new housing

The Government also provides detailed design guidance that covers most aspects of development. The documents that include guidance about parking are "Places Streets and Movement" and "By Design - Better Places to live".



- "Places for Living" was approved in March 2001.
- •Focuses on qualitative rather than quantitative issues Achieving the objectives rather than numerical standards.
- •Builds on the design principles in the Birmingham plan.
- •Focuses on five main principles
- •Illustrates some ways of achieving them
- •Reserves the use of standards in certain circumstances

It is difficult to pull parking as a single issue out of the document, because most of the principles have an impact on the way parking should be provided. In each case, the quality of the context will be the most important consideration.

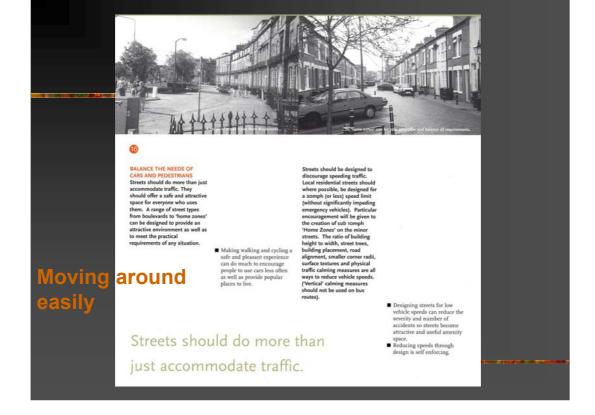
The five principles

- Places not estates
- Moving around easily
- Safe places, private spaces
- Building for the future
- Build on local character

The Five Principles

Not the only way that urban design principles can be broken down, but we find they work well. Of course there's overlap between the principles which are based on:

- •tried and tested methods of building successful places.
- •national guidance such as 'By Design Better Places to Live', 'By design Urban Design in the Planning System', 'Places Streets and Movement'
- Urban Design in the Planning System', 'Places Streets and Movement' etc.



"Moving around easily" is the first principle that deals with aspects of parking. This broadly suggests that the needs of cars and pedestrians must be balanced and goes on to suggest ways in which parking can be accommodated.



These are the suggestions in the document. They are intended to be helpful but are not exhaustive.



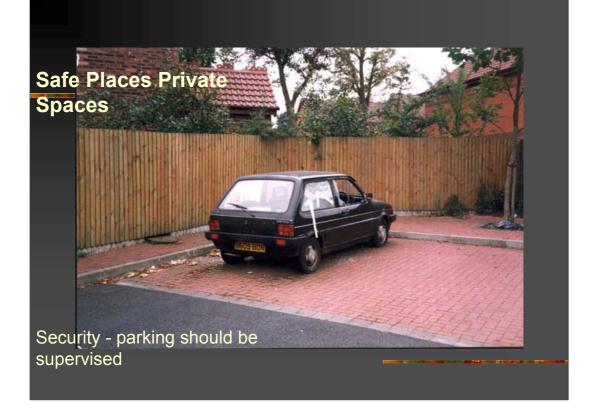
The main principle is that parking should not dominate the frontages of developments.



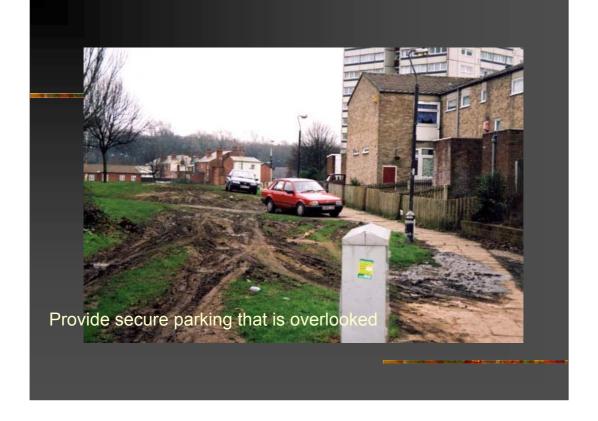
Here is one way that garages can be accommodated without dominating the street level.



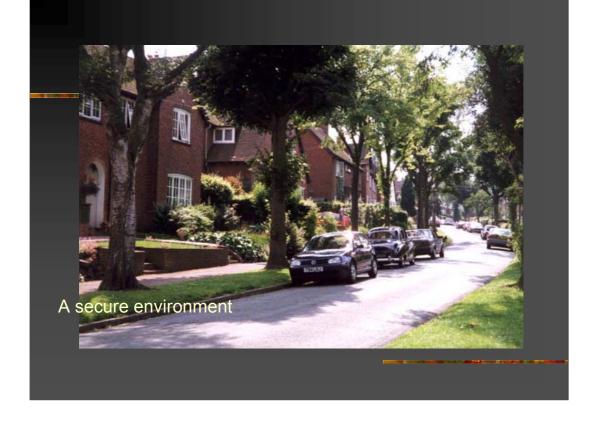
"safe places, private places" is the second principle in PFL where aspects of parking are discussed. This is a traditional street in Handsworth. It is a safe public route, overlooked by houses, where people and cars will be moving about Parking in the street is organised and overlooked by the adjoining houses.



•All parking areas should be well overlooked from the houses they serve, or secured behind gates. This area is not overlooked and theft or vandalism can happen unobserved.



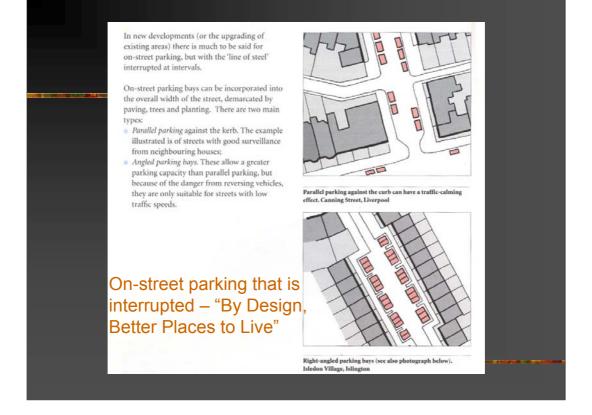
These people are parking in a place they can overlook form their houses, despite the layout not allowing it, and the result is a mess. A car park provided nearby, but not overlooked, is not used.



A traditional solution. Cars do not dominate and are overlooked from the the houses in this mature street in Harborne.



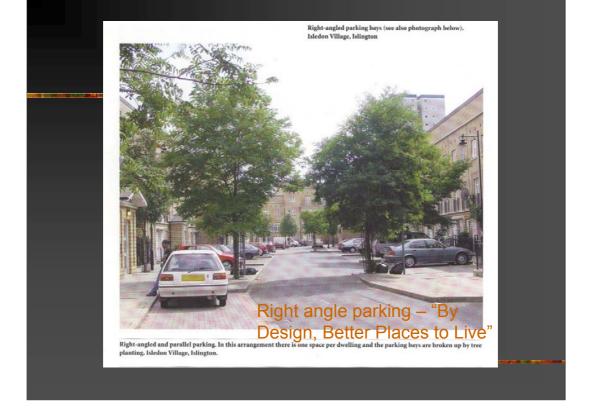
Secure parking at the rear can be a good solution although parking courts should not be too big (max 10 spaces?)



The Government's guidance parallels ours. Here, in "By Design - Better Places to Live" suggestions are made about the way on street parking can be managed.



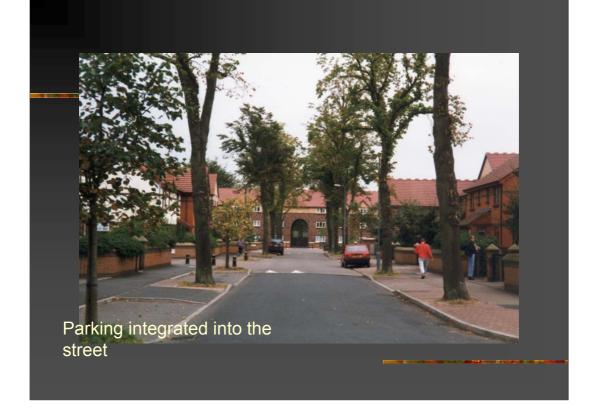
This street in Glasgow has parking provided end on to the traffic which is one way to minimise conflict between cars reversing out of spaces and passing traffic.



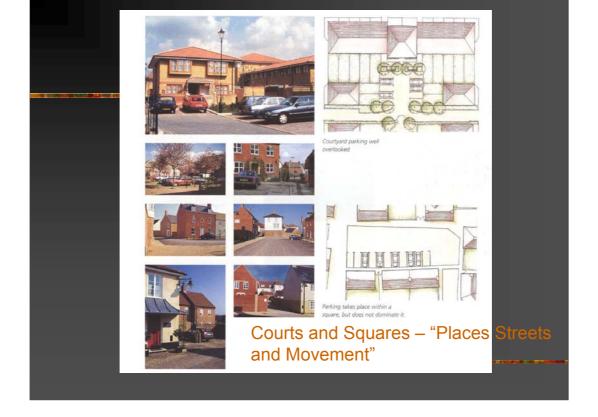
Another street in Islington where right angle parking has been fitted in on both sides of the street with strong tree planting to soften the visual impact of the paving.



This example, in castle Vale provides parking in the front garden of teach house. This is a secure approach, although the opportunities for on-street parking for visitors is limited by the extensive pavement crossing. Good planting betrween the parking spaces is important to soften the visual impact.



Parking, access and front gardens have been well integrated. Existing trees have been retained and the new landscape complements and softens the development.



"Places Streets and Movement" suggests that parking courts and squares can be a useful way of providing parking.



"Places Streets and Movement" also suggests ways parking can be accommodated on-street. It suggests that the form of the street should be governed by the space created between the buildings, and that parking and traffic should be fitted into the space, rather than the shape of the space being governed by vehicle movement and parking spaces.

Summary

- The Government requires developments to offer sustainable choices that balance the needs of pedestrians against cars
- No more parking than is needed should be provided, at most 1.5 spaces per dwelling
- We have clear, flexible policies that can be focussed on the local situation
- We have practical design guidance that reflects
 Government guidance and aims to encourage residential areas that are "desirable, sustainable and enduring"

Summary



APPENDIX B

Powers of BCC in Relation to On Street Parking

1. Summary

As a statutory Corporation under the Local Government Act 1972 BCC has powers under the Road Traffic Regulation Act 1984 ("the Act") to authorise the use of any part of a road within its area by a Traffic Regulation Order. An order must fulfil the functions prescribed in the section under which it is made. Where paid on street parking is involved BCC must advertise the proposal and invite comment from the public in the affected area and take due consideration of any objections received. In addition the Secretary of State has residual power over the Traffic Regulation Orders and can prohibit a local authority from making an order. The courts also have powers to quash Traffic Regulation Orders where the consultation process has substantially prejudiced a claimant. There has been some case law where Traffic Regulation Orders made by local authorities have been challenged. In **R v Camden LBC Ex p Cran** a Traffic Regulation Order relating to a controlled parking scheme made under the Act was quashed as Cran had been substantially prejudiced by defects in the consultation process.

2. Powers of BCC under the Act

Section 32 (1) 'for the purpose of relieving or preventing congestion of traffic' the local authority (s.32(1)(b))'may by order authorise the use as a parking place of any part of a road within their area'.

Section 37 allows an order to be made under Section 32(1) 'for the purposes of a general scheme of traffic control in a stated area'. However the local authority must be satisfied (s.37(4)) that the 'general scheme of traffic control –

- (a) is adequate in point of area;
- (b) takes adequate account of the need for maintaining the free movement of traffic and of the need for maintaining reasonable access to premises;
- (c) takes adequate account of the effect of heavy commercial vehicles on amenities; and
- (d) makes provision for street parking places, and for regulating their use with the aid of apparatus or devices ..., which is suitable, regard being had to the extent to which off-street

parking places are available in the neighbourhood or their provision is likely to be encouraged by the scheme.'

Section 45 specifically deals with the power to designate paying parking places on highways. Section 45 (3) states 'In determining what parking places are to be designated under this section the authority concerned shall consider both the interests of traffic and those of the owners and occupiers of adjoining property, and in particular the matters to which that authority shall have regard include –

- (a) the need for maintaining the free movement of traffic;
- (b) the need for maintaining reasonable access to premises; and
- (c) the extent to which [off-street parking accommodation, whether in the open or under cover,] is available in the neighbourhood or the provision of such parking accommodation is likely to be encouraged there by the designation of parking places under this section.'

The council is obliged to consult with the local residents and businesses directly affected by the proposal.

3. Restrictions on Exercise by BCC of its Power

Section 122 of the Act places BCC under a duty 'to exercise the functions conferred on (them) by this Act' having 'regard to –

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulation and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (c) the strategy prepared under Section 80 of the Environment Act 1995 (national air quality strategy);
- (d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (e) any other matters appearing to.....the local authority.....to be relevant.

to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off' the highway. Thus all these points must be taken in to consideration when BCC wish to change the current on street parking.

4. Powers of the Secretary of State

A Traffic Regulation Order made under the sections set out above is also subject to Schedule 9 Part I to III of the Act. In paragraph 2 of Part 1 of Schedule 9 the Secretary of State has the power to prohibit an authority 'from making or bringing into operation an order'. In addition Part III (paragraph 20) specify that a local authority shall consult with the chief officer of police of any police area in which any road or other place affected by the proposed order is situated.

Paragraph 21 of Part III allows the Secretary of State to make regulations on the procedure to be followed in connection with the making of such orders, the submission of such orders for the consent of the Secretary of State or a county council where such submission is required, and the consideration by him or by the county council of any such order submitted to him or them; and the Secretary of State shall by regulations under this paragraph make such (if any) provision as he considers appropriate with respect to –

- (a) 'the publication of any proposal for the making of such an order;
 - (b) the making and consideration of objections to any such proposal; and
- (c) the publication of a notice of the making if the order and of its effect.'

Paragraph 22 further expands on the Secretary of State's power in relation to the above, which can include provisions

- (a) as to the form of any such order as is mentioned;
- (b) for the holding of inquires for the purposes of any order and as to the appointment of the person by whom any such inquiry is to be held;
- (c) for the making of modifications in any order, whether in consequence of any objections or otherwise, before the order is made;



 requiring any order to include such exemptions for such purposes and subject to such exceptions as may be provided for by the regulations;

5. Government Policy on Parking

In addition the Department for Transport, Local Government and the Regions *Planning Policy Guidance Note 13: Transport* (paragraphs 49 to 58) gives guidelines to local authorities in formulation their policies on parking. The general emphasis of the guidelines is to reduce car parking and to use or increase charges (paragraph 57) as the prime means of moving people onto public transport, which is the government's stated goal in this area.

TRAFFIC REGULATION ORDER RANKING SCORE SHEET

			Dointo	Allocated	
Ref	Factor	Category	Points Awarded	Points	Weight
	A: -!	F-1-1		Politics	10
Α	Accidents	Fatal	10		10
		Serious	5		10
	_	Slight	1		10
В	Access	Emergency Veh's	10		8
		Bus Route	5		8
	_	Loading/Unloading	3		8
_	Nature of	Primary			5
С	Route	Distributor	10		
		District Distributor	8		5
		Local Distributor	6		5
		Local Access Road	4		5
		Cul-de-Sac	2		5 5 3
D	Width of	<6.5m (20')	10		3
		6.5m to 9.0m			3
	Carriageway	(30')	5		,
		>9.0m	0		3
	Parked	Both sides of the			2
E	Vehicles	road	10		
		One side of the			2
		road	5		2
	Affected	Centre for Elderly			
F	Interests	/			
		Disabled Centre	10		5
		Schools	10		5
		Hospitals	8		5
		Industry	3		5 5 5
		Shopping	3		5
		Residential -			
		Densely			
		Populated	3		5
		Residential -			



		Sparsely			
		Populated	2		5
		Commerce	2		5
	Duration of				2
G	the	For 24 hours	10		2
		During Daytime			2
	Problem	only	8		2
		During Peak			2
		Hours only	6		۷
		During Night time			2
		only	4		2
		For short periods	2		2
				Total S	Score



APPENDIX C

22nd September

BIRMINGHAM CITY COUNCIL

REPORT OF THE DIRECTOR OF TRANSPORTATION

TO TRANSPORTATION AND TECHNICAL SERVICES COMMITTEE

1998

SP/LP WARDS ALL

APPENDIX 1

RESIDENTS' PARKING SCHEME A MODEL FOR THE CITY

1.0 PURPOSE OF REPORT

1.1 To consider procedures and criteria for the establishment of Residential Parking Schemes within the City.

2.0 BACKGROUND

- 2.1 Various committee reports have been presented since 1990 on the proposals to establish residential parking zones within the City and four limited trial areas were introduced in Moseley, Sutton Coldfield, Erdington and Perry Barr. However, the latter two schemes were abandoned following opposition from local residents. A further small scheme operates within the Jewellery Quarter where residents (about 10) pay £60 per year for the ability to park at on-street pay and display places.
- 2.2 Since 1990 there have been a number of changes in legislation and in established operating procedures that make it worth while reconsidering the whole basis for establishing such areas. In particular, the Road Traffic Act 1991 now allows Local Authorities to enforce on-street parking regulations and for the fines collected to be

ploughed back into the enforcement and operating costs of such schemes. In a report to your committee in June 1998 Members endorsed the concept of taking on the powers and the Director is currently working up the details of such a scheme.

- 2.3 Without the provision of the 1991 Act the Police have indicated their reluctance to utilise their scarce resources to increase parking patrols into residential parking areas. (The enforcement of a residential parking zone currently requires the resources of both the Police and the City's own parking patrollers the Police to enforce limited waiting and yellow lines and the City to enforce residents' permits).
- 2.4 The problem of residents finding space to park their own cars in locations close to their homes is increasing as car ownership increases. Additionally, many areas suffer from 'overspill' parking from adjacent shopping or business areas into their residential streets.

A number of residents are attempting to overcome the problem through the provision of dropped kerbs and paved front gardens. Whilst the cost of such solutions is high the visual appearance of cars on front garden hard standings can itself be intrusive.

- 2.5 The number of requests received for residential parking schemes continues to grow and it is known that there is interest from virtually every residential area in the City.
- 2.6 Any Residential Parking Zone needs to address the conflicting interests of:
 - residents
 - visitors
 - business callers/delivery/service
 - other parkers
- 2.7 Whilst schemes will not be introduced with the purpose of increasing Council revenue, they must be self-financing and be designed to repay the capital cost of their implementation (design, consultation, signs and markings) within a 5-year period). It is essential therefore that the cost of operating a scheme is spread between the residents, users and 'fines'.
- 3.0 REPORT DETAIL

RESIDENTS' PROVISION

Contrary to some public belief, a resident does not have any special claim to a parking space in front of their own property and there is no way that this can practically be designated.

- It is reasonable, however, for residents to be able to park within close proximity to their property as this increases accessibility and security.
- 3.2 Many residents will pay substantial sums to provide this increased accessibility through the renting of garages or the provision of dropped kerbs and historically residences with garages would have paid a higher domestic rate.
- 3.3 Within a Residents' Parking Zone residents would be provided with a permit to park within designated areas. It is proposed that the permits should:
 - be renewable annually
 - contain 2 registration numbers to allow the permit to be switched between 2 vehicles (eg should one normally be parked on a drive and one on a road)
 - be available on the basis of a written application indicating ownership/tenancy of property and ownership/registered keeper of vehicle
 - priority for the issue of permits should be based on one per household and second permits should only be provided when there is sufficient parking space to accommodate the vehicle
 - be charged at the marginal cost of issuing permits and keeping records
 - the only exemption to the charge would be for those households receiving car mobility allowance or council tax benefit
- 3.4 Normally the Council would wish to see a whole area or estate establish a single zone and the Council would not normally wish to develop a scheme for a single road. However the scheme should not be so large that residents would benefit from driving from one side of it to the other for shopping or business purposes.
- 3.5 Most residential schemes in the country operate from 8.00 1800 but this seems unnecessarily restrictive if the main purpose is to prevent all day commuter parking or peak shopping demand. It is therefore proposed that most schemes would operate during the bulk of the working day Monday to Friday (or to Saturday if adjacent shopping areas are a major influence). A limited number of schemes may need to operate at other times such as the evening or on Sundays to address specific issues.
- 3.6 The objective of a Residential Zone would be
 - to provide sufficient legal spaces for as much of the overnight residential demand as possible (this includes spaces on single

yellow lines)

- to provide sufficient legal spaces for day time residential demand and to set aside at least 70% of this demand as dedicated for residents only use (the remaining spaces to be accommodated within 'shared spaces' - see para 3.13)
- 3.7 The cost of residential permits vary considerably across the country from zero to £100/year in Sheffield. The cost of permits in a number of areas are set out in an appendix. The current approved costs for permits within Birmingham (set 5 years ago) is £20 but the current experimental schemes have been operated on the basis of a zero charge.

It is now estimated that the cost of issuing the permits and maintaining a computerised registration is of the order of £30/year. Any lower cost would require cross subsidisation; less schemes would be economically viable and fewer schemes would be able to be progressed each year.

- 3.8 There is a valid argument for suggesting that second or third permits from the same household should be charged at a higher rate. Such an approach creates a number of administrative problems and it is not envisaged that this arrangement would be put in place in the near future.
- 3.9 Members are asked to:
 - i) Confirm the cost of a current residents parking permit. The marginal cost of operating the issue and registration process is some £30/year.
 - ii) Comment on whether, at an appropriate future time, a second (or third) permit should be available at some other (higher) charge.
- 3.10 For "match day only" type schemes, it is not to be expected that the residents would need to fund their own permits but the cost should be transferred on to the event organiser.

PARKING FOR DISABLED RESIDENTS

3.11 Wherever possible the Council will mark a disabled parking space directly outside of a property where a resident has a valid orange badge. If such spaces were to be regularly abused the City Council would be prepared to formalise a TRO to enforce the regulation.



- 3.12 Receiving visitors at one's residence is an essential element of community life and must be catered for in any scheme. Such visitors may include relatives staying for several days, friends dropping by, business callers, window cleaners etc. (For business callers see para 3.18).
- 3.13 Two approaches can be considered for catering with social visitors namely:
 - i) Provide each resident with a limited number of ½ day permits that can be pre-purchased from the Parking Office. Such an approach requires users to fill in the date of use by hand or could be operated via scratch cards.
 - ii) Provide a limited number of on-street pay and display machines from which tickets can be purchased on an 'as and when' basis. Costs are likely to be of the order of 50p for ½ day or £1 for a day.
- The advantage of an 'as and when' charge through a pay and display machine is that there is no requirement for any pre-purchase/pre planning of permits. Many residents in an area are unlikely to require a residents permit for their own vehicle and hence cash payments at point of use for visitors is likely to be easier.
- 3.15 It is proposed that only a limited number of visitor pay and display machines would be provided in an area and these would be located adjacent to points of access to the area. Tickets would be obtained from these much like purchasing a ticket before entering a car park. This would reduce the cost of having to provide a large number of expensive pay and display machines on every road. The number and location of such equipment would vary from area to area.
- 3.16 These visitor spaces would be available to both residents permit holders and visitors and are likely to make up 30% of the available space within a zone. They would normally be separated from the casual visitor spaces adjacent to retail areas by residents only parking so as to reduce their attractiveness to the casual/shopper parker. There is always the potential for some abuse of the system but careful design of a scheme should eliminate most of the problems.
- 3.17 It is proposed that the type of visitor parking to be adopted in any area would be a significant part of the consultation exercise to be undertaken in each area.

CASUAL VISITORS

- 3.18 Many residential areas abut shopping areas where the vitality of the shopping area depends on the provision of parking spaces adjacent to the shops, which may be within the residential areas.
- 3.19 Whilst residents may not like shoppers parking in their street they need to recognise that they often benefit from the facilities that the shops offer. It will often therefore be necessary to make space available for shoppers but these should be charged at rates equivalent to local off-street car park spaces (eg 2 hours in Kings Heath is 40p). These would be charged through the use of pay and display machines and be limited to a maximum length of stay of 4 hours. Very short-term space is often required directly outside shops and it is therefore proposed that in some areas 1 hour limited waiting (free) is provided.
- 3.20 To maintain the viability of the retail activities these spaces should be prohibited to residents parking.

BUSINESS VISITORS

- 3.21 Service deliveries have access during loading and unloading to single yellow line parking spaces and sufficient of these should be provided in all streets. In retail areas it is proposed to allocate about 50% of the limited waiting spaces to loading and unloading only up to 10.00 am. Such provision ensures access for deliveries.
- 3.22 These provisions do not cater for those service suppliers who require access to their vehicle during a business visit ie builders vans where tools are kept, window cleaners, doctors, midwives, etc. Technically, these vehicles are not being used for loading/unloading. It is therefore proposed to issue a city-wide servicing permit at £50 per year (or £10/week) which is available to all vehicles used for such purposes. These permits could be used in all residential parking zones throughout the city.
- 3.23 These service permits would be issued free to all BMA recognised doctors, midwives and visiting nurses. These permits would only be available in conjunction with legitimate visits.

BUSINESS USE

- 3.24 A number of businesses operate from within controlled/residential parking zones and the city has been approached regarding the provision of permits for staff (eg within the Gun Quarter).
- 3.25 It is proposed to formalise the procedure already adopted within the Gun Quarter where such permits would be available at an annual cost

compatible with the annual cost which has regard to the annual cost at any adjacent or similar off-street car park. For instance, within the Gun Quarter such permits are available at £125/year. Such permits would only be issued where space exists after residents have had first call.

A TYPICAL SCHEME

- 3.26 No two areas are directly alike and hence there will need to be different areas but a basic pattern (based on a residential area lying adjacent to a shopping street) could be
 - limited 1 hour free waiting space on the 'High Street' with 50% of them limited to loading/unloading prior to 10.00 am.
 - pay and display (shopper only max 4 hours) on spaces immediately adjacent to the retail areas
 - pay and display spaces with shared use between residents with permits and visitors. Such spaces to be scattered throughout the area but with a limited number of pay and display machines located at the 'entrance' to the area
 - residents only spaces available to residents permit holders only
 - yellow line service spaces for loading and unloading located in each road
 - residents disabled spaces located as required
- **4.0** IMPLEMENTING A SCHEME
- 4.1 The Council has received numerous requests for the implementation of residential parking schemes and must therefore establish some criteria for the prioritisation of investigation, consultation and design work. Initially, it is proposed that schemes will only be investigated where typical day time parking demand (measured on 4 occasions between 10.00 and 1600) exceeds 85% of the total volume of legal spaces in the area.
 - 4.2 All residents and other local interests will be consulted on proposals to establish any scheme. Based on the responses received from each household the Council will only consider introducing a scheme if a majority of respondents are in favour. If less than 60% of

- respondents reply to the questionnaire a clear majority (ie 60% of those responding) should be in favour of the scheme.
- 4.3 Schemes will only be introduced where it is estimated that the income will exceed the annual operating cost and it is estimated that the excess income will make a contribution to payback the initial outlay of the capital costs within 5 years. (Some schemes are likely to be financed from developers contributions, TSG or other capital funding arrangements)
- 4.4 Schemes will not be able to be introduced prior to the City taking on the local enforcement of parking as the Police do not have the resources to significantly extend their role and the income from penalty tickets is an essential element of the overall costing package.
- 4.5 It is anticipated that the initial four schemes to be implemented will be:
 - Kings Heath proposals for changing the parking arrangements on and close to the High Street will be part of the development of the bus showcase on Alcester Road and some funding is already available through a Section 106 Agreement.
 - Ladywood adjacent to Broadway Plaza development the developers are contributing to the initial set up and operating costs.
 - Aston Villa a 'match-day' only scheme which is likely to be financed by the Football Club.
 - Longbridge where funding is likely to be advanced from Rover.

5.0 FINANCIAL IMPLICATIONS

- 5.1 The cost of establishing a new residents parking zone could be significant. With the costs associated with consultation, design, publishing of traffic orders, signing and marking the costs of even a small scheme could exceed £30k and a large scheme could reach £100k. Members will need to consider how these finances are to be delivered in relation to other demands at the time that budgets are set and approved.
- 5.2 A criteria to be established before any scheme is established is that it should, as a whole, cover its operating costs and pay back the set up costs within 5 years. Where external funding has contributed to the capital costs, this is to be discounted from the requirement to pay back. Without this provision it will not be possible to develop a rolling programme of new schemes.



- 5.3 Each of the initial 4 schemes will be financed in part from developers contribution or the Department's Capital Programme (bus showcase). Beyond these initial schemes, sources of funding for the establishment of new schemes has not been identified, although it is possible that the revenue from the introduction of local authority control of parking may produce a new revenue source.
- 5.4 Separate reports on the financial viability of each scheme will be presented to the Committee as part of the feasibility of each proposal.
- 6.0 OTHER IMPLICATIONS
- 6.1 IMPLICATIONS FOR WOMEN

None specifically identified.

6.1.1 IMPLICATIONS FOR PEOPLE WITH DISABILITIES

6.1.2 Increased management of parking should provide additional facilities for people with disabilities.

6.2 <u>IMPLICATIONS FOR BLACK AND MINORITY ETHNIC GROUPS AND RACE RELATIONS</u>

6.2.1 None specifically identified.

6.3 IMPLICATIONS FOR HEALTH AND THE ENVIRONMENT

6.3.1 Increased management of parking should provide an improved layout of parked cars which will lead to an improvement in the visual amenity of the area.

6.4 <u>IMPLICATIONS FOR PEDESTRIANS AND CYCLISTS</u>

6.4.1 Increased management of parking should reduce the number of illegally and badly parked vehicles, which in turn, should improve safety for pedestrians and cyclists.

7.0 <u>RECOMMENDATIONS</u>

That:-

- i) Members confirm the general arrangements for the introduction of residential parking zones within the City;
- ii) Members confirm the cost of a resident's permit as £30/year subject to an annual review;



- iii) Members comment on whether a second (or third) permit should be available at the same or at some higher charge;
- iv) the Director of Transportation be requested to undertake an exercise to prioritise all potential residential control zones within the City. In undertaking this exercise, he should consult with the Ward Sub Committees.
- v) Members approve the commencement of the design of the initial four schemes and authorise public consultation as required

DAVID PYWELL

DIRECTOR OF TRANSPORTATION

CONTACT OFFICER

Colin Eastman, Policy and Programmes, Tel 303 6467, Fax No 359 6379

BACKGROUND DOCUMENTS

1. Report to Transportation and Technical Services Committee dated 30th June 1998.

AD/1269/REPORT



A TYPICAL STRUCTURE OF REGULATIONS

A TYPICAL STRUCTURE OF REGULATIONS					
	SINGLE YELLOW (0800 - 1800)	PAY AND DISPLAY (SHOPPERS) (0800 - 1800) MAX 4 HRS	PAY AND DISPLAY (VISITORS) (10.00 - 1600)	RESIDENTS SPACE (10.00 - 1600)	DISABLED RESIDENTS SPACE
OVERNIGHT RESIDENTS	V	V	V	√	
0800 - 10.00 & 1600 - 1800					
RESIDENTS			V	V	
DISABLED RESIDENTS	√ (3 hrs)	√ (3 hrs)	V	V	V
VISITORS		V	V	V	
SHOPPERS		1	V	1	
SERVICE (2 hrs)	1	1	V	1	
DISABLED SERVICE PERMIT	√ (3 hrs)	√ (3 hrs)	√ (3 hrs)	V	
10.00 - 1600					
RESIDENTS			V	V	
DISABLED RESIDENTS	√ (3 hrs)	√ (3 hrs)	V	√	1
VISITORS		V	V		
SHOPPERS		1	(√)		
SERVICE (2 hrs)	V	V			
DISABLED	√ (3 hrs)	√ (3 hrs)	√ (3 hrs)		
SERVICE PERMIT			V	V	



APPENDIX 1

Cost of Residential Parking Schemes in other Local Authorities

Edinburgh	£160	(£60 outer area)
Sheffield		£100 (£50 outer area)
Glasgow	£99	
Bristol	£50	
Bath	£50	
Dundee	£45	
Gloucester	£40	
Cheltenham	£40	
Cambridge	£35	
Worcester	£30	
Newcastle	£20	
Leicester	£18	
Sandwell	£15	
Walsall£10		
Stratford upon Avon	£10	
Nottingham	0	
Liverpool	0	
Leeds	0	
Manchester	no scheme	
Derby	no scheme	
Solihull	no scheme	
Wolverhampton	no scheme	
Dudley	no scheme	
Coventry	no scheme	

This is not a complete list but contains all of the West Midlands authorities and all of the core cities.

AD/1269/REPORT



APPENDIX D

Alternative Layouts/Solutions

1 Low cost Options

- (a) If footways are:
 - > 2.5 metres wide in residential streets.
 - > 3.5 metres wide in busy streets (pedestrian movement).

Then it should be possible to partially part vehicles on footway or on a strengthened verge (in between trees or crossings where applicable).



- (b) If footways are:
 - > 4 metres wide in residential streets.
 - > 5 metres wide on busy streets.

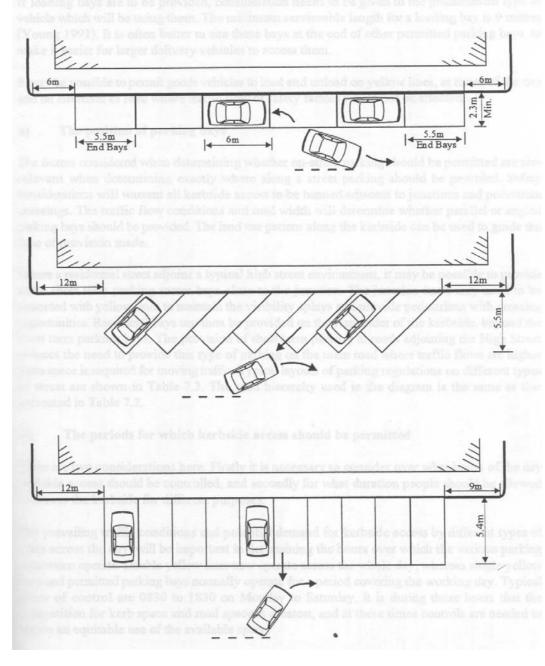
Then it should be possible to wholly park vehicles on footway or a strengthened verge (in between trees or crossings where applicable).

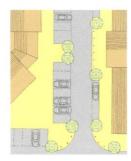


(Already used along Tyburn Road).



- (c) Use of parking bays by indenting into carriageway, through carriageway markings/moving kerb.
 - Parallel parking will give 15 cars/100 metres.
 - Angled parking will give 18 cars/100 metres.
 - Right angled parking will give 35 cars/100 metres.





Sensitive on-street parking at Chingford Hall, Waltham Forest



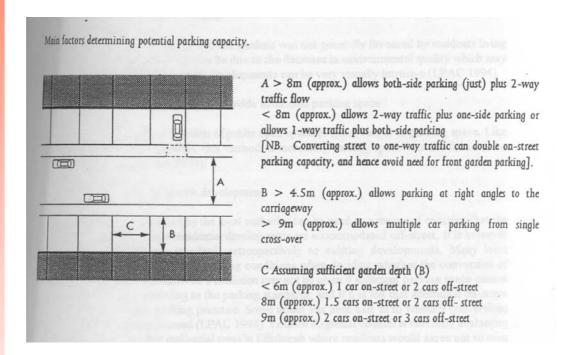
Sensitively located on-street car parking can aid traffic calming

The latter options are geared towards one way street conversions, use of large verges or narrowing wide roads (7.9 metres).

* using "grasscrete" or similar product.

2 Medium Cost Options

(a) By considering the whole of the space between buildings, it is possible for gardens/frontages to be converted to take residents cars without impacting adversely on the environment. The dimensions required are illustrated below. Most of the cost of the conversion (subject to planning permission) will fall to the householders.



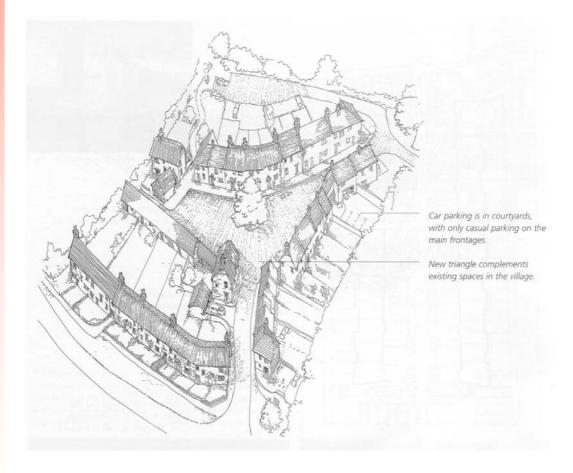
(b) Construction of off-street car parks in hospitals, factories and commercial centres can assist in reducing the problem of residential parking on street in adjacent areas. There are many examples of schemes in such locations that are funded by the private or public sectors. Where they have been taken on by the owners individually or collectively (eg Soho Road, Ladypool Road) or where a charge can be justified, then they need not a drain on City Council funds in terms of maintenance, lighting etc.

The importance of good design in terms of security, safety and attractiveness remains.

3 High Cost Options

(a) The most difficult locations are terraced properties with small from gardens, no garages, modest footways and restricted width streets. In these locations, there will not be enough kerb space for more than one space/property assuming that on-street parking on both sides of the road is permitted (many urban renewal schemes in the 1970's and 1980's used carriageway narrowing, (eg Winson Green, Witton, Handsworth). The addition of overspill parking from local centres adds to the problem during the day or at weekends.

The above alternative layouts are not practical and more radical options would need to be pursued. One option where there are long rear gardens or enclosed spaces is for the removal of one or more of the properties to allow for shared courtyard parking at the rear to add to on-street provision. This option is expensive and needs the co-operation of land owners but could be considered in extreme cases.







Interior parking courts are designed as attractive spaces, overlooked by adjoining buildings



Appendix E

Summary of Charges for Resident Parking Permits issued by other Local Authorities

Local Authority	Number of permits per household	Cost per permit per annum	Number of visitors permits			
Bath	1 permit per household	Inner Zone £60 Outer Zone - 1st permit £50 2nd permit £75	Max 100 per annum (o.a.p's 200) £5 for 25			
Bristol	1 permit per household	1st permit £50 2nd permit £100	None			
Cambridge	Unlimited	Mon - Sat £41 Mon - Sun £50	£1 per day Scheme breaks even			
Cheltenham	2 permits per household	£42	Scratchcards £20 for 10 x 2 hours (max. 3 books)	Haven't assessed whether costs are covered		
Coventry	2 permits per household	£20	Max duration 2 wee			
Derby	Unlimited	1st permit £25 2nd permit £50	£2 for 10	Also have free residents only scheme		
Dudley	No Scheme					
Dundee	Unlimited	£45	None	Scheme makes a loss		
Edinburgh	1 per resident	Inner Zone £160 Outer Zone £80	None 3 and 6 months permits available			
Glasgow	1 permit per household	£135	None Scheme makes loss			
Gloucester	2 permits per household	£40	Scratchcards Covers admin costs and part conforcement			
Leeds	Unlimited	No charge (replacement £10)	Max 1 permit			
Leicester	Unlimited	£21	scratch cards £1 Covers admin (max 5 at any one time) Covers admin costs – not enforced			
Liverpool	Unlimited	No charge (proposed next year)	Max 100 permits per annum undertaken to fin out what people will pay			
Manchester		No charge				



Newcastle	Unlimited	£20	£10 (limited to 1	Don't cover costs
			per household)	of scheme
Nottingham	4 permits per household	No charge	Max 1 permit	
Sandwell	2 permits per household	1st permit £15 2nd permit £20	scratch cards	Covered costs when originally introduced
Sheffield		Inner Zone £100 Outer Zone £50 Suburban £35	None	Covers costs of admin, maintenance and enforcement
	Number of permits per household	Cost per permit per annum	Number of visitors permits	Comments
Solihull	No Scheme			Scheme proposed for around hospital
Stratford upon Avon	3 permits per household	£10	Max 1 permit	
Walsall	household	£10 (o.a.p's free)	Max 2 permits	Allowed 1 residents permit and 2 visitors permits or viceversa
Wolverhampton	No Scheme			
Worcester	Unlimited	£30 since 1985	None	Aim to break even, but don't know what it costs?