

Feasibility Study Report for a WPL Scheme in Bristol

Submission by Nottingham City Council on behalf of
Bristol City Council



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1.0 Foreword

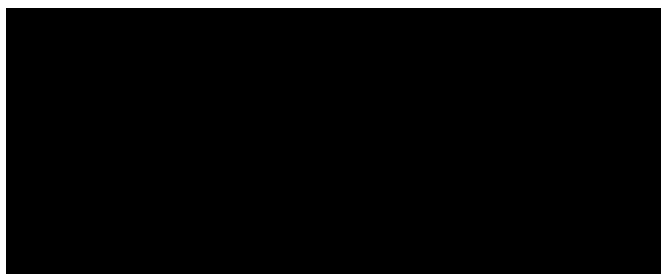
In March 2021, Nottingham City Council were asked by Bristol City Council to conduct a Feasibility Study to assess their readiness to develop a Workplace Parking Levy (WPL) scheme. I am pleased to offer this Feasibility Study Report as the result of that agreement. Inside you will find a tailor-made WPL Route Map and a wealth of guidance on implementing a cost effective, timely and low risk WPL scheme in Bristol.

Climate change is playing an ever-increasing part in decision making across society and nowhere more so than in local government, with around 230 local authorities declaring a climate crisis. Consequently, air quality and congestion are also coming under greater public scrutiny and we are pleased that more councils across the UK are considering implementing a WPL, as it is a proven way of constraining congestion growth and providing the financial resources for a step change in sustainable transport.

Bristol City Council have already shown strong leadership on sustainability with their One City Plan and I am excited by the proposals the plan sets out, particularly in the field of transport. Following the production of this Feasibility Study Report, I am sure that a WPL would be a major milestone on Bristol City Council's journey towards their goal of ensuring that Bristol is a well-connected city with transport that is efficient, sustainable and inclusive by 2050.

As the only UK local authority to have introduced a WPL, Nottingham City Council is uniquely placed to share our skills and experience on WPL scheme development and implementation. We are always keen to work with other local authorities, particularly when it comes to carbon reduction projects, and I would be delighted to have the opportunity to expand on how we can provide assistance throughout the process if Bristol City Council decide to progress further along the WPL Route Map.

For now though, I hope you enjoy reading the report and that it provides further insight into how Bristol City Council can introduce a WPL in the shortest possible time frame, cost effectively and at the lowest possible risk.



Nottingham City Council

2.0 Executive Summary

The following Feasibility Study Report is submitted as non-statutory guidance on the process for developing and seeking approval for implementing a WPL scheme in Bristol city centre. The report refers to statutory guidance as set out in the Transport Act 2000, which is the guiding primary legislation for congestion charging schemes.

The report will reduce risk associated with any WPL development by suggesting areas where Bristol City Council should look to replicate Nottingham City Council's WPL and where there is scope to define unique, specific elements in line with local objectives and conditions.

The implementation of the WPL Route Map (Appendix C) will deliver key stages of the WPL scheme development process in a structured, timely manner which will result in an operational WPL in Bristol at the lowest cost and risk, while maintaining standards.

Appendix J contains a list of recommendations with suggested actions that will further aid Bristol City Council in its progression towards a WPL. These recommendations have been formulated as part of an in-depth programme of work, including engagement and workshops held with senior officers from Bristol City Council.

The following key deliverables have been produced as part of this Feasibility Study:

1. A WPL Route Map that outlines the key stages and activities required to achieve the target "go live" date
2. Specialist advice and recommendations resulting from a thorough review of the Atkins Study
3. A WPL Governance and Project Team Structure that would assist Bristol City Council's preparation for the delivery of the WPL Route Map
4. A Stakeholder Management Strategy and Communications Plan
5. A Risk Register that assesses Bristol City Council's readiness for the delivery of the WPL Route Map

There are an extensive amount of studies and supporting information available (Bus Back Better, ICTF, JLTP 4, CAZ, One City Plan etc.) to Bristol City Council which will all contribute to the development of a robust WPL Business Case. These pieces of work have been completed or are close to completion.

The work undertaken evidences that Bristol City Council has an ambitious vision of what it would like to achieve and a clear strategy that outlines the plans to deliver this. Following the guidance within this report could achieve a WPL scheme "go live" date of October 2024.

It is the belief of Nottingham City Council that Bristol City Council is well positioned to progress to the delivery of Stage One of the WPL Route Map.

3.0 Background

The following chapter provides a brief overview of why Bristol City Council are considering a WPL scheme, what a WPL is and a case study of the performance to date of Nottingham's WPL.

Bristol

Bristol City Council, under the leadership of the elected Mayor, has an ambitious One City Plan which is built around six core themes, all of which are underpinned by the UN Sustainable Development Goals.

A key theme of the One City Plan is transport, where the vision is to ensure that “By 2050, everyone will be well-connected with digital services and transport that is efficient, sustainable and inclusive; supporting vibrant local neighbourhoods and a thriving city centre.”¹

Bristol Labour's most recent manifesto made some major pledges linked to transport and air quality:

- “Deliver a mass transit system: This will be in the form of both an underground and an overground – as well as expanding and improving our existing infrastructure – connecting people to one another, jobs, and opportunity”
- “Better buses: Double the frequency and improve the reliability of existing bus journeys through the Bus Deal and increase the number of routes so more areas are served.”²

The manifesto also states:

- “We want to connect people to jobs, opportunity, and leisure. Over the last five years, we've delivered a Clean Air Zone, a fleet of bio-gas buses, and laid foundations for a mass transit system. With your support, we will deliver the mass transit system, make our streets safer, and put walking and cycling as the forefront of our transport policy”
- “Under a Labour council, Bristol will also provide free travel for apprentices and students under-25”
- “Expand the number of Park and Ride sites”
- “Deliver a Clean Air Zone that charges non-compliant vehicles in the centre of town”
- “Roll out at least two Liveable Neighbourhood pilots – with a view to expanding it”
- “Deliver a London-style one-touch integrated ticketing system so that your ticket can be used across different types of public transport”

¹ One City Plan 2020 - [link](#)

² Labour Bristol – 2021 Manifesto - [link](#)

- “Provide more on-street bike hangers throughout the city”²

The prevailing issues of poor air quality and congestion that are faced by most core cities apply to Bristol too and they are a significant threat, not only to the health of Bristol’s citizens and visitors but also to the vibrancy of the local economy. Research conducted by analysts INRIX showed that Bristol was the UK’s third worst city for congestion with a commuter losing on average 103 hours in queues last year.³ Bristol City Council have therefore set themselves the target of becoming carbon neutral by 2025 and for the city of Bristol to be carbon neutral by 2030.⁴

Bristol City Council will be implementing a CAZ in summer 2022 in order to bring air pollution levels across Bristol city centre in line with national targets set by central government. Over the past ten years, the city of Bristol has seen a 4.6% reduction in carbon dioxide emissions released through road transport, compared to a core city average of 5.28%;⁵ this shows that additional measures are required to tackle the levels of emissions across the city and to improve air quality at pace.

Bristol’s JLPT4 sets out a vision of high quality, sustainable public transport infrastructure and the proposed JLTP5 will look to build on that progress. For JLTP5 to be viable, it is important to identify measures that could deliver a direct and reliable local funding stream to support these aspirations, which could also be used as match funding to generate further significant inward investment. One viable funding stream to deliver this vision is a WPL scheme.

Workplace Parking Levy

The Transport Act 2000 (as amended) contains the legal authority to introduce a WPL scheme and one of the fundamental requirements is that revenue raised by a WPL is ring-fenced for local transport policies.⁶

Specifically, the Transport Act 2000 Road User Charging and Workplace Parking Levy Explanatory Note, states:

“The Act enables local traffic authorities outside London to introduce road user charging and workplace parking levies to help tackle congestion and use the revenue to directly or indirectly facilitate local transport policy goals of the licensing authority.”

Not all elements of WPL schemes are determined in detail by the Transport Act 2000. There is substantial scope for local decision making on how a WPL can operate, which

³ Bristol Post – Bristol ranked in UK’s bottom three for traffic jams - [link](#)

⁴ Bristol City Council – Mayor’s Climate Emergency Action Plan 2019 - [link](#); Bristol One City – One City Climate Strategy - [link](#)

⁵ UK local authority and regional carbon dioxide emissions national statistics, Department for Business, Energy and Industrial Strategy - [link](#)

⁶ Transport Act 2000, Section 179 - [link](#)

is why there is a need for a clear and comprehensive approach to scheme delivery, as outlined in this report.

Case Study - Nottingham

Nottingham City Council is the only local authority in the UK to have implemented and operated a WPL scheme. Nottingham's WPL has been operational since 2012 and some of its achievements are listed below:

- Over £83 million direct revenue generated
- Levered in an additional £200 million in grants or prudential borrowing for improvements to the electric bus fleet, by using WPL revenue to match fund
- Winner of the 2017 Ashden award for Clean Air in Towns and Cities
- Constrained forecasted congestion growth by 47%
- A 5.79% reduction in average total transport emissions since 2012

The WPL has also allowed Nottingham City Council to acquire additional funding from central government and together this has been invested in:

- A £570m tram line expansion, transforming a single line into a network with 17km more track. NET Phase Two alone serves around 1,800 workplaces
- £60m for the regeneration of Nottingham Station, delivering a 21st century transport hub
- Support to the Linkbus network which connects key employment sites, Nottingham's two major hospitals, the two universities, East Midlands Airport and the city centre
- The Citycard Cycles scheme – a citywide bike share solution
- The world's largest fleet of bio-gas double decker buses
- One of the largest fleets of electric buses in Europe
- Providing grants of up to £25,000 to employers for cycle shelters, showers, cycle infrastructure and safety equipment, the purchase of electric bicycles and electric cargo bikes, etc.

Nottingham City Council's significant investment in transport decarbonisation enabled it to be the first local authority in England and Wales to gain central government approval for its Local Air Quality Management Plan, critically without the need for a CAZ.

The measures taken by Nottingham City Council have seen the city's carbon dioxide emissions fall by a quarter since 2015; much of this is a direct result of modal shift and a significantly reduced number of car journeys. Due to the progress made so far, the political leadership in Nottingham has set the city the target of becoming the UK's first carbon neutral city by 2028.

4.0 Methodology

The following chapter outlines the various activities and workshops conducted by the Nottingham City Council project team which contributed to the formation of the Feasibility Study.

It was agreed that project work would commence in May 2021 and would be completed and delivered to Bristol City Council for sign-off at the end of August 2021.

The scope of works and key workstreams to be delivered to Bristol City Council are finalised in this Feasibility Study Report. The report focuses on assessing the preparedness of Bristol City Council to start the formal process of delivering its own WPL scheme.

The following key deliverables have been produced as part of this Feasibility Study:

1. A WPL Route Map that outlines the key stages and activities required to achieve the target “go live” date
2. Specialist advice and recommendations resulting from a thorough review of the Atkins Study
3. A WPL Governance and Project Team Structure that would assist Bristol City Council’s preparation for the delivery of the WPL Route Map
4. A Stakeholder Management Strategy and Communications Plan
5. A Risk Register that assesses Bristol City Council’s readiness for the delivery of the WPL Route Map

In the project proposal a number of different tasks were agreed between Nottingham City Council and Bristol City Council. The aim of these tasks was to provide bespoke information and knowledge transfer to Bristol City Council, while also providing Nottingham City Council with key Bristol City Council specific information to enable the formation of a tailored WPL Route Map. To gain more knowledge for inclusion in this report, the following workshops were conducted:

- A stakeholder and communications workshop was held on 14th May 2021. The Nottingham City Council project team met with Bristol City Council’s Head of City Transport and Principal Transport Planner. The Nottingham City Council project team reviewed the Stakeholder Radar (Appendix G) and the 2x2 Power/Influence by Interest in WPL Matrix (Appendix H), with the officers from Bristol City Council providing feedback and providing details of additional stakeholders which they felt should be included
- A second workshop focusing on milestones and dependencies was held on 19th May 2021. The Nottingham City Council project team met with Bristol City Council’s Head of City Transport and Principal Transport Planner to identify key national and local events that could impact on the delivery of a WPL scheme and therefore would be necessary to monitor and manage if Bristol City Council were to go ahead with scheme development. At this workshop, the Bristol City

Council officers requested a high level three year Timeline for a Bristol WPL Scheme (Appendix E) that outlines the key workstreams from the WPL Route Map

- A third workshop focusing on risk management was held on 16th July 2021. Nottingham City Council prepared a Risk Register which consisted of possible events or scenarios that could pose a risk to Bristol City Council commencing Stage One of the WPL Route Map. The risk register was shared and discussed with officers from Bristol City Council. All the risks were reviewed and suitable actions were identified that would mitigate the risks as far as possible. The Bristol City Council Risk Register is included at Appendix I and is discussed in greater detail in Section 5.6
- The Nottingham City Council project team also held ‘catch up’ calls at the request of the Principal Transport Planner from Bristol City Council to provide updates on the Feasibility Study and to gain input from Bristol City Council as the project progressed
- Additional meetings were held between the Nottingham City Council project team and other internal specialists who have all contributed to the production of this Feasibility Study Report and shaped the deliverables

To continue the progress made within this Feasibility Study Report, there are a number of recommendations made throughout the document and summarised in Appendix J which would assist Bristol City Council to swiftly progress to Stage One of the WPL Route Map.

5.0 Deliverables

The following chapter details the work that has been undertaken so far by Nottingham City Council on the key workstreams and includes all relevant outputs, along with referencing accompanying appendices.

The chapter also informs Bristol City Council of the scale and scope of the work to be undertaken to deliver their own WPL scheme and recommends areas for prioritisation to ensure a smooth transition to Stage One of the WPL Route Map.

5.1 Key Stages and Activities

The WPL Route Map outlines the key workstreams which are required to be completed in order for Bristol City Council to successfully implement a WPL scheme. The following section sets out the detail behind the WPL Route Map.

An essential part of the preparation for introducing a WPL is to understand the scale and complexity of the project, the different workstreams involved and the necessary skills, experience, resources and budget that will be required. Understanding these fundamentals will ensure that the project is sufficiently resourced, robustly managed and the expected milestones and outcomes are achieved.

Based upon Nottingham City Council's experience, the WPL project can be split into three main stages:

- Stage One: Scheme Development and Outline Business Case (OBC)
- Stage Two: Public Consultation, Final Business Case (FBC) and Scheme Approval
- Stage Three: Implementation and Operation

Using a proven project management approach and experienced resources is essential for a project of this importance, scale and risk, as this will ensure that the costs, quality and expected timescales for the project are maintained and achieved.

The knowledge transfer of the key elements of the WPL Route Map to the Bristol City Council project team will be critical once Bristol City Council approve and assign the necessary resources for the WPL Project Team structure (see Section 5.4). The establishment of a WPL Project Team, in particular the project management resources, will enable the adoption of Bristol City Council's preferred project management methodology (such as PRINCE2 or Association for Project Management [APM]) and subsequent suite of project management products, which are all necessary to allow Bristol City Council to commence the initiation of Stage One of the WPL Route Map.

5.1.1 (WS1.0) Stage One: Scheme Development – Outline Business Case (OBC)

Stage One of the WPL Route Map requires the commissioning and utilisation of relevant studies and modelling to create a foundation to justify introducing a WPL scheme in Bristol. The findings should be concentrated to inform the production of a robust and detailed OBC, underpinning the implementation of a Bristol City Council WPL scheme.

Stage One of the WPL Route Map sets out the five workstreams which will inform the OBC:

(WS1.1) Supporting Studies/Information

Following reviews of the “question and answer” responses provided by Bristol City Council Officers in September 2020, the Atkins Study and discussions held between Nottingham City Council and Bristol City Council, it is clear that Bristol City Council already have extensive information and supporting studies on key areas such as economic factors, transport, congestion, air quality, deprivation and social inclusion/exclusion, which will all contribute towards an OBC. However, some of the information obtained (e.g. the Atkins Study) is now out of date and may need updating.⁷

It is important to review all studies to ensure that the facts and figures that will be used in an OBC are up to date, comprehensive and relevant to the project objectives. Where this is found to not be the case, consideration should be given to the commissioning of further studies that will support the production of a comprehensive and coherent OBC by the end of Stage One.

Recommendation R1 – Review relevant economic, transport, congestion, air quality, deprivation and social inclusion/exclusion studies and ensure that they are up to date

Recommendation R2 – Assess the need to commission new studies where information in current studies is out of date

(WS1.2) Measures and Monitoring

The Atkins Study provides a good start in determining the potential number of workplace parking places (WPPs) there are in the Bristol City Council Central Core, Expanded Central Core and Citywide areas. However, as stated already, this data is historic and it is essential that there is up to date, robust quantitative and qualitative data available to assess the proposed scope and impacts of a WPL scheme. A robust dataset will enable effective modelling and scheme development to be undertaken in Stage One and will ensure that any risks regarding impacts or income are considered and mitigated at an early stage of the project.

⁷ Atkins: Bristol Workplace Parking Levy Scoping Study, February 2011

Conducting an OSPA to formulate a dataset which provides an early understanding of the “make-up” of employers (type, size, location) and the estimated number of WPPs in Bristol is key, as this information will provide a clear baseline for scheme development and will inform key internal decisions on what will be included in the draft Bristol City Council WPL scheme design (i.e. exemptions, discounts, level of charge, etc.)

The data can also be linked to other council data sources such as the Local Land and Property Gazetteer and Geographical Information System; this link will ensure that information on all known employers is captured and maintained, establishing an early and dynamic database of employers which is necessary for the licensing and compliance phases. It is also important to ensure that all data gathered is General Data Protection Regulation (GDPR) compliant.

Due to the importance of comprehensive and current data and its impact on the successful implementation of a WPL, it is recommended that further parking studies are carried out to bring the information contained within the Atkins Study up to date and to populate some of the information missing from the final report.

Nottingham City Council is able to conduct a desktop parking exercise using multiple regression analysis to estimate how many WPPs Bristol may have. The exercise uses real time data from Nottingham’s unique WPL Licensing System to estimate how many potential liable workplace parking places (LWPPs) another local authority may have, based on the relationships between a number of variables and the number of licensed LWPPs for employers in Nottingham. Once a study is conducted, it will be necessary to update and refine the results periodically throughout the development and implementation stages of the project; this will ensure that the datasets and estimates are up to date and reflective of the current local economic climate.

Recommendation R3 – Carry out an OSPA to understand the “make-up” of employers and form a baseline dataset for scheme development

Recommendation R4 – Commission Nottingham City Council to conduct a desktop parking exercise using multiple regression analysis and based on Nottingham’s live WPL Licensing System, to estimate how many LWPPs Bristol may have

(WS1.3) Modelling

It will be necessary for Bristol City Council to demonstrate how a WPL scheme will contribute towards the delivery of its plans and priorities for the city (e.g. One City Plan, Strategic Corridors, ICTF, air quality and congestion). Fundamentally, it is expected that the focus of modelling should be on the financial, transport and economic impacts of a WPL, although there may be other modelling considerations.

The objectives and content of the WECA’s JLTP5 must be included while also addressing other priorities and objectives that are regarded as key to the future success of the city of Bristol, Bristol City Council’s wider administrative area and the greater Bristol region. It is essential that modelling shows the full extent of the impact

and benefits that are expected to be delivered as part of the introduction of a WPL scheme and the investment in the Bristol City Council WPL Package (see WS1.5).

Recommendation R5 – Model the transport, financial and economic elements of the WPL scheme to illustrate how it would operate and fund future transport projects

(WS1.4) WPL Scheme Development

As identified in WS1.2 above, establishing robust datasets on employers and the estimated number of WPPs will be necessary to assist in the outline WPL scheme design (i.e. proposed exemptions, discounts, charging, income generation, business support etc.). The data will also be an essential part of the Stakeholder Management Strategy and Communications Plan as the scheme progresses and gains momentum. It will be important for the datasets and scheme design to show how the WPL will fit into the delivery of the wider transport vision of Bristol and the WECA through the JLTP5 and One City Plan. Outline detail will be sought from key stakeholders as part of the stakeholder engagement process (see Section 5.5) and it is necessary to ensure that Bristol City Council's WPL scheme principles are outlined at the earliest stage.

A clear set of principles will result in consistent and robust guidance being issued by Bristol City Council to employers and other key stakeholders, as well as ensuring that any decisions on potential benefits (e.g. applying discounts to certain types or sizes of employers) and impacts (e.g. estimated charge per LWPP) are identified and undertaken in an informed and evidence based manner. The scheme principles will be a key component of the Stakeholder Management Strategy and Communications Plan for early informal stakeholder engagement as part of Stage One of the WPL Route Map and in advance of the public consultation workstream in Stage Two.

It will be important to develop and maintain a risk management strategy during Stage One. A Risk Register should be created, assigned to a project team member to regularly update and to add new risks and mitigations for identified risks. The WPL Project Team should look to review the Risk Register regularly, with the document owner flagging any new risks or confirming when risks are closed.

During WS1.4, attention should be given to starting to develop a draft WPL Scheme Order. It will be necessary to have a draft WPL Scheme Order as an appendix to the OBC and for it to be available for the public consultation programme (WS2.2).

The work carried out across WS1.1 to WS1.4 will need to feature in the OBC in order to demonstrate the need for a WPL scheme, how much it would cost to operate, what the WPL will fund and which geographical area(s) the scheme would cover.

It will also be necessary to undertake the mapping of current and potential displaced parking hotspots around employment centres to accelerate the delivery of prioritised traffic management schemes should a scheme larger than the Central Core scheme be chosen. Once the WPL scheme "goes live", it is likely that some commuters will look to find cheaper or free parking; it is therefore important that a hotspot mapping analysis exercise is started to identify and address these potential issues before they

arise. However, if the preferred Central Core scheme is chosen then it is felt that the existing Residents Permit Schemes should cover and tackle potential displaced parking.

If a WPL is implemented, Bristol City Council will be liable to pay the charge and it is recommended that early consideration is given as to how this cost will be met. Nottingham City Council chose to implement a car park management scheme, the WPC, which charges employees to park at their workplace in an effort to encourage them to make more sustainable travel choices. The amount each staff member pays for parking is dependent on their pay grade, with higher earners paying more. The WPC scheme helps fund Nottingham City Council's parking management systems on its employee car parks as well as being used to pay some of Nottingham City Council's WPL charge. It is recommended that Bristol City Council scope a car park management scheme during WS1.4, to show that it is taking a lead in commuter management.

As work for Stage One begins, a clear Stakeholder Management Strategy and Communications Plan must be developed that looks to discuss and gain an understanding of the future transport infrastructure that medium and large employers would like to see introduced.

Recommendation R6 – Introduce a risk management strategy and regularly update the Risk Register

Recommendation R7 – Draft a WPL Scheme Order

Recommendation R8 – Introduce and progress the displaced parking workstream to tackle the potential displacement of commuter parking

Recommendation R9 – Consider the introduction of a car park management scheme at Bristol City Council premises, where commuter parking occurs

(WS1.5) WPL Package

The WPL Project Team should determine the WPL Package, which will be funded from the revenue generated. The WPL Package should be outlined in the OBC and it must show how it will allow Bristol City Council to achieve the vision and targets outlined in the One City Plan and upcoming JLTP5. The OBC should set out how much the WPL Package will cost to implement and how it will be funded, i.e. through the revenue generated by the WPL scheme and alternative sources such as grants, prudential borrowing, etc.

It is a legal requirement of the primary legislation (Transport Act 2000) that WPL scheme revenue is ring-fenced for the delivery of Local Transport Plan policies and objectives. It will be necessary for Bristol City Council to identify what the WPL scheme will be expected to contribute towards and how it is an essential part of the delivery of Bristol City Council's transport strategy; this will also form a key part of the

communications messaging undertaken as part of the early Stakeholder Management Strategy and informal consultation messaging and engagement.

Early thought should also be given towards what type of business support programme will be established to assist and support employers in preparing for the introduction of the WPL scheme. The business support function should advise employers on how they can take advantage of key support packages relating to travel planning, parking management, active travel and demand management in advance of the scheme being implemented. A quality business support offer will help mitigate any negative perceptions of the scheme and maximise early delivery of the positive impacts of the WPL.

The expected outputs from the delivery of the five Stage One workstreams (WS1.1 to WS1.5 above) will form the basis for Bristol City Council to formally progress to Stage Two of the WPL Route Map and commit the necessary resources and budgets to advance the scheme.

***Recommendation R10** – Outline the transport package that will be funded by the revenue generated from a WPL scheme*

5.1.2 (PM1.0) Stage One Project Management – Outputs

The adoption of a proven project management methodology and application of experienced project management resources to manage the internal and external resources in the delivery of the identified workstreams will be key; it will ensure that risks and issues are effectively minimised or mitigated, costs and budget management is closely scrutinised and timescales are adhered to.

It is expected that at the conclusion of Stage One of the WPL Route Map, the following outputs will be delivered and approval can then be sought from the Bristol City Council management team to proceed to Stage Two:

(PM1.1) Outline Business Case (OBC)

The OBC will provide justification and a comprehensive explanation of the following:

- Why the scheme is being implemented
- What scheme is being implemented
- How the scheme will be implemented
- Who is implementing the scheme
- When the scheme will be implemented by

The OBC will be the primary document that Bristol City Council will use as part of the public consultation exercise in Stage Two.

(PM1.2) Supporting Appendices

All relevant supporting studies, information and modelling will be appended to the OBC. The appendices will demonstrate that Bristol City Council have undertaken detailed works to provide the foundations for a WPL scheme, which are supported by relevant expert advice and, ideally, based upon strong evidence from Nottingham's WPL scheme. The appendices will include supporting studies, modelling and datasets on employers to estimate the potential number of LWPPs, through OSPAs and the unique multiple regression analysis exercise. The appendices will also set out how the WPL scheme forms part of, and complies with, local, regional and national policy, guidance and objectives.

(PM1.3) Draft WPL Scheme Design

The guiding principles for Bristol City Council's WPL scheme will be set out at the end of Stage One, to enable employers and key stakeholders to understand how the scheme is expected to work and what impacts the scheme would have on these relevant groups. The scheme design will also demonstrate the options around which elements of the scheme may be consulted upon as part of the public consultation process (i.e. potential discounts for particular types of employer – the NHS, emergency services, charities, etc.).

(PM1.4) Approval to Proceed to Stage Two

The appropriate Bristol City Council approval process would need to be complied with and relevant processes and procedures must be followed to enable Bristol City Council to make a formal decision at the end of Stage One to either stop any further scheme development, delay scheme development, undertake further works to enhance the OBC or approve the OBC and proceed to Stage Two.

5.1.3 (WS2.0) Stage Two: Public Consultation and Approval

Stage Two of the WPL Route Map will focus on preparing the relevant documentation, processes, procedures and activities to undertake a formal public consultation. A formal public consultation is recommended as good practice by the DfT, although the length of the consultation period is a decision to be made by the local authority. The tasks mentioned will assist in formalising the OBC into a FBC, following completion of the public consultation. The FBC will then be submitted to the Secretary of State for Transport for their approval to progress to Stage Three.

In conjunction with the work above, a detailed scheme design will need to be completed and the relevant specifications and procurement activities undertaken to prepare Bristol City Council for implementation of the WPL scheme in Stage Three.

Stage Two of the WPL Route Map sets out the four key workstreams required to undertake the public consultation exercise and gain the subsequent approvals to proceed to Stage Three:

(WS2.1) Public Consultation Preparation

Bristol City Council will need to create and manage the necessary public consultation documentation (leaflets, posters, letters, etc.) and communication platforms (social media, websites, phonenumber, email inboxes, etc.) to deliver a thorough public consultation programme. All events and activities (such as employer workshops) will need to be planned in to ensure that the consultation is comprehensive, consistent and actively engages all relevant stakeholder groups in the process. During WS2.1, it will be necessary to work with representatives in marketing and communications to identify if Bristol City Council have a policy for public consultation which they must follow.

The latest government guidance does not state specifically how long a public consultation period should be.⁸ If Bristol City Council are unable to show that adequate consultation has taken place, then this could lead to the Secretary of State for Transport rejecting or delaying Bristol's WPL scheme. It will therefore be important for the WPL Project Team to work with the marketing and communications representatives to identify a sufficient consultation period and demonstrate that robust and adequate consultation has taken place. Bristol City Council must justify the chosen consultation period and show that adequate engagement was held with stakeholders.

Recommendation R11 – Develop a detailed public consultation programme including specified timeframes, activities and methodology

(WS2.2) Public Consultation

The public consultation programme will require a significant amount of additional resources to undertake events and activities, engaging with interested parties and stakeholders through both proactive and reactive communications. The consultation will include the processing, categorisation and management of all responses, as well as any additional data collection, analysis and compilation of reports that will form a necessary part of the submission to the Secretary of State for Transport for approval.

The result of the work detailed above will culminate in the production of a suite of public consultation documents, setting out Bristol City Council's response to the public consultation and informing the production of the FBC. The resulting FBC will be the justification for Bristol City Council's WPL scheme and, at this point, the scheme will be based upon robust and tested evidence, which has met or exceeded the legislative requirements addressed in the Red Tape Challenge and has undergone significant and sustained local, regional and national scrutiny.⁹

Recommendation R12 – Carry out a robust public consultation programme to engage and consult with all key stakeholders

⁸ Consultation Principles 2018 - [link](#)

⁹ Department For Transport (2012) - Roads: Workplace Parking Levy (WPL) - [link](#)

(WS2.3) WPL Approval

The FBC and supporting documentation will need to be packaged and approved by Bristol City Council in consultation with the DfT. Once the FBC has been approved, it will be submitted to the Secretary of State for Transport for their consideration and approval. At this stage, the approval process, and therefore the timeline, will sit with central government rather than Bristol City Council and any further work towards preparing for Stage Three will be undertaken at risk until an approval decision is provided. Early and continued engagement with the DfT and the Secretary of State for Transport will be essential to minimise the risk of significant delays or changes to the proposed scheme design.

Along with the FBC, the suite of supporting documents should include a finalised WPL Scheme Order which is updated and reflects feedback from the public consultation programme.

(WS2.4) WPL Scheme Development

In parallel to workstreams WS2.1 to WS2.3, a detailed WPL scheme development programme will need to be undertaken to prepare the necessary information for the public consultation campaign. Items to be addressed will include:

- How Bristol City Council's WPL scheme will operate
- Who will be impacted
- What the charges will be
- How the scheme will be enforced
- What business support will be provided

The final options for the detailed scheme design will be agreed once the public consultation has concluded. The scheme design and WPL Scheme Order will then need to be finalised and submitted as part of the FBC and public consultation documentation.

It will also be necessary for roles and responsibilities to be specified for the day-to-day operational running of the WPL scheme. The procurement processes for the finance and employer licensing systems must also be outlined in Stage Two, in order for Bristol City Council to prepare the options and the preferred route for how they plan to operate their WPL scheme if they successfully progress to Stage Three. The options for the running of the scheme are in-house, joint venture or outsourced operating models, which should be considered by Bristol City Council to enable the necessary due diligence (specifications, tendering, procurement, value for money etc.) to be undertaken and enable the preferred route for delivery in Stage Three.

It is also important to develop and finalise the business support package programme (e.g. travel planning and parking management advice and assistance, cycle infrastructure grants, public transport investment detail and personal journey planning,

traffic management programme for displaced parking) that Bristol City Council will provide in advance to employers to help them prepare for the WPL scheme.

5.1.4 (PM2.0) Project Management – Outputs

The adoption of a proven project management methodology and application of experienced project management resources to manage the internal and external resources in the delivery of the identified workstreams will be key; ensuring that risks and issues are effectively minimised or mitigated, costs and budget management is closely scrutinised and timescales are adhered to.

It is expected that at the conclusion of Stage Two of the WPL Route Map, the following outputs will be delivered and approval can then be sought from the Bristol City Council management team to proceed to Stage Three:

(PM2.1) Approved WPL Final Business Case (FBC)

The FBC will be finalised and approved for the implementation of a Bristol City Council WPL scheme. The FBC will include all relevant supporting appendices, the final scheme design, WPL Scheme Order and the supporting suite of public consultation documentation. The FBC will then be approved by Bristol City Council and submitted to the Secretary of State for Transport for their approval.

(PM2.2) Detailed Scheme Design for Stage Three

Bristol City Council's preferred option for how it will implement and operate their WPL scheme will be finalised and the necessary investment and preparatory works will have been undertaken, to ensure that Bristol City Council is ready to deliver its WPL scheme in line with the key milestone dates identified in Stage Three.

(PM2.3) Confirmed Project Plan to “Go Live”

Stage Three will include key milestone dates and activities that will require extensive project management and allocation of resources, as Bristol City Council will have committed to scheme implementation and the operational “go live” plan. Stage Three carries significant reputational and income risks if there is a failure to deliver the relevant workstreams or there are any delays to the overall programme.

(PM2.4) Approval to Proceed to Stage Three

The relevant Bristol City Council approval processes would need to be complied with to enable Bristol City Council to make the formal decision at the end of Stage Two; this would follow the Secretary of State for Transport's approval to proceed to Stage Three and commit Bristol City Council to implementing its WPL scheme.

5.1.5 (WS3.0) Stage Three: Implementation and Operation

Stage Three of the WPL Route Map will focus on engagement with employers, to ensure that they are aware of their legal obligations and the practical steps involved in

obtaining their WPL licence(s). The engagement will include demonstrating all of the necessary front and back office licensing processes and requirements to ensure that the scheme is successfully implemented and employers are acting in accordance with the legislation.

Assuming Bristol City Council follow Nottingham City Council's WPL scheme implementation programme, employers will start to be required to license between 1st January 2024 and 31st March 2024, as Bristol City Council begin to populate their licensing database. There will then be a six month period of 'no charging' from 1st April 2024, while work is actively undertaken to ensure employers are licensed correctly and any non-compliance is addressed appropriately before charging commences on 1st October 2024. These indicative dates provide Bristol City Council with suggested key milestones for embarking on the WPL Route Map approach to implementing a WPL scheme.

Stage Three of the WPL Route Map sets out the next four workstreams required to implement and operate a WPL scheme:

(WS3.1) WPL Implementation

Once the implementation stage is ready to proceed, Bristol City Council will need to create the necessary information and communication platforms to deliver a wide range of detail to employers, to explain their legal obligations and provide guidance on how to obtain a WPL licence.

The practical events and activities (employer workshops) in the lead up to the implementation date should focus on providing employers with working guidance and assistance in obtaining a WPL licence and complying with the legal requirements of the scheme.

(WS3.2) Employer Licensing

It is recommended that a three month period prior to 1st April 2024 is used to populate the licensing database with all employer details, ready for the issuing of the first WPL licences. The system for obtaining a WPL licence should be straightforward for employers with clear guidance as to what information is required. It is important to support and encourage employers during this period to engage and apply for a licence; focused employer workshops and targeted licensing support (small, medium, large employers) will all assist in ensuring that employers are licensed before the scheme "goes live".

(WS3.3) Scheme "Go Live" (No WPL Charge for Six Months)

The Secretary of State for Transport recommended to Nottingham City Council during their WPL scheme implementation stage that a "no charge" period should be in place for a period of six months. The period of six months is recommended as it provides enough time to allow the local authority to work with employers to ensure that they have obtained a WPL licence and are licensed correctly. Moreover, this provides time

for employers to understand their legal obligations and the potential consequences should they not comply. The six month “no charge” period was extremely beneficial in Nottingham’s experience, as a significant amount of initial non-compliance was found to be unintentional and was rectified relatively simply by educating employers on the details of the WPL scheme.

It will also be necessary to start the WPL licence renewal process during this stage as a WPL licence is issued on an annual basis. Nottingham’s WPL operates by the financial year (1st April to 31st March), as this fits in with most business’ accounts but there is no reason why the licensing period cannot begin on a different date.

The window for employers to renew their licence opens three months before the new licensing year. A period of three months allows sufficient time to process licences and encourages employers to review and renew their licences in advance of the 31st March deadline. The renewal process is straightforward and, in Nottingham, is completed by the employer through their online WPL account, a process which typically takes less than 10 minutes.

(WS3.4) WPL Charging Commences

Assuming the WPL scheme is delivered in line with the timescales above, charging will commence from 1st October 2024. Compliance and enforcement activities will be a priority for the Bristol City Council WPL Operational Team at this stage, in relation to any employers who remain unlicensed or are believed to be licensed incorrectly.

Business support resources will continue to provide packages aimed at helping employers to comply and manage their WPL provision and liability. The traffic management team will prioritise addressing displaced parking hotspots that materialise following ‘go live’. Furthermore, the team should monitor and respond as appropriate when employers adopt parking management schemes and employees change their travel behaviour (predominantly expected during the first three years of operation).

5.1.6 (PM3.0) Project Management – Outputs

It is expected that at the conclusion of Stage Three of the WPL Route Map, the following outputs will be delivered to confirm the completion of the project and the Bristol City Council WPL Project Team will hand over any outstanding issues (e.g. operational improvements) to the Bristol City Council WPL Operational Team, as the scheme moves into its ‘business as usual’ phase:

(PM3.1) All WPL Employers Licensed

All employers that provide any WPPs in the Bristol City Council scheme area will have obtained a WPL licence during the “no charge” period and then renewed that licence ahead of the charging period using their online WPL account.

(PM3.2) Compliance and Enforcement Commenced

The Bristol City Council WPL Operational Team will have commenced all relevant compliance and enforcement activities and will be focused on ensuring all employers are licensed correctly and prioritising the deployment of business support resources.

(PM3.3) WPL Charging Commenced and Income Generation

The charging will have commenced and all front and back office processes and procedures will be tested and operating. Income generation will be ring-fenced for the WPL operation and accompanying business support, along with the investment and delivery of relevant LTP policies and objectives (WPL Package) that are outlined in the approved Bristol City Council WPL Scheme Order.

(PM3.4) Business Support Actively in Place

The business support team will be actively supporting the Bristol City Council WPL Operational Team to enable a smooth introduction of the scheme and assisting employers to manage their WPL liability and workplace parking. WPL business support is expected to cover travel planning, car park management, journey planning, public transport investment detail, supporting grants and cycling support.

5.2 Milestones and External Dependencies

To establish a WPL Route Map, it is important to consider the project milestones and dependencies that must be monitored and managed to ensure successful delivery of the Bristol City Council WPL scheme.

The milestones and dependencies are centred around key national, regional and local events that may have positive or negative impacts on the delivery of the project. The Milestones and Dependencies Timeline (Appendix D) shows the key milestones and events that will be important to monitor and manage in Bristol. To identify the milestones and dependencies, Nottingham City Council met with key officers from Bristol City Council to identify relevant events covering the period from April 2021 to the anticipated Bristol City Council WPL scheme “go live” date of October 2024, when charging commences.

Although it has not been referenced in the Milestones and Dependencies Timeline, the full effects of Brexit are yet to be felt and it will be important to monitor the reaction of businesses as the UK’s relationship with the wider world adjusts to this change. The customs transitional arrangement will end at the beginning of January 2022, meaning that importers must begin submitting their new customs declaration on all relevant goods.¹⁰ It is too early to ascertain the impact of this on Bristol businesses but it is clearly one example of why the continuing “new normal” post-Brexit needs to be monitored.

55% of Bristol’s exports are sold to the European Union (EU) and nearly half of exporters in Bristol feel that their trade with the EU will decrease post-Brexit, which could impact on productivity and employment within Bristol.¹¹ In addition to this, a report conducted post-Brexit by the Centre for Cities estimated that cities such as Bristol may see a drop in the Gross Value Added of the city due to their large share of employment within private-sector knowledge-intensive services.¹² It will be necessary to monitor and engage with businesses as the EU trade agreement comes into full effect to establish the positive and negative impacts, both short and long term, in order to adapt to the new post-Brexit market and adapt the WPL scheme as required to cater for these changes. Conversely, trade deals with countries such as the one recently established with Australia open up new markets and opportunities for Bristol businesses and could well see the “make-up” of businesses within Bristol change; this could influence decisions when developing the WPL scheme such as the small employer discount threshold or level of charge.

Since March 2020, the COVID-19 pandemic has seen countries around the world go into “lockdown” and commuting reduce dramatically as people were instructed to work

¹⁰ UK forces to delay checks on imports from EU by six months - [link](#)

¹¹ Why Bristol’s economic prosperity is ‘at risk’ – [link](#)

¹² Clayton, N & Overman, H.G. (2017). Brexit, trade and the economic impacts on UK cities, Centre for Cities - [link](#)

from home. Across the UK, cities saw improvements in air quality and congestion due to the implementation of these lockdown restrictions but unsurprisingly, the levels of pollution increased again whenever restrictions were eased. Analysis conducted by the Department for Environment, Food & Rural Affairs showed a 44% drop in NO₂ levels from the previous year but pollutants such as PM2.5 and PM10 saw a steady rise throughout the year.¹³ The outbreak of COVID-19 led to an increase in the use of private motor vehicles for both commuting and personal journeys, due to reduced confidence in safety on public transport. As the threat of COVID-19 reduces and confidence in using public transport returns, it is expected that levels of PM2.5 and PM10 will reduce to pre-COVID-19 pandemic levels; however it will be important to monitor the “new normal” in terms of travel behaviour and working arrangements. The employment “make-up” of Bristol suggests that at least 50% of workers have the ability to work from home in some capacity.¹⁴ It is important to continue to monitor these datasets and manage the impact of new ways of working upon Bristol’s air quality and congestion as we come out of COVID-19 restrictions, to ensure that the WPL scheme and WPL package meet the needs of the post-pandemic city.

The local elections in May 2021 saw the Green Party gain seats in Bristol. The Green Party endorse a WPL scheme as part of the solution to the congestion and air quality problems in Bristol; therefore the extra seats held by the Green Party on Bristol City Council increases the support for a scheme.¹⁵ It will be important for the Bristol City Council Mayor and WPL Project Team to engage with the Green Party as part of the development of the WPL scheme, as their support would be beneficial to the successful delivery of the WPL project.

In order to tackle air quality issues in Bristol, the Bristol CAZ will be implemented in summer 2022 and it is envisaged that the CAZ, along with other measures, will improve air quality in Bristol and make the city compliant with central government targets by 2023. However, the WPL Package will outline how the WPL scheme will further improve air quality in Bristol in order to contribute towards the goal for becoming a carbon neutral city by 2030 and ensure air quality levels are sustainable as the city grows and prospers. It will therefore be important to regularly monitor air quality levels to ensure that the air quality targets set out in the FBC are achievable and build on the progress made by the CAZ.

The Bus Service Improvement Plan will be submitted in October 2021. Improving the bus network across Bristol is seen as one of the main deliverables of the WPL Package, therefore monitoring the funds received and improvements realised as part of the plan is critical. The WPL Package aims to build on the Bus Back Better improvements in order to deliver the objectives within the One City Plan of making the bus services in Bristol cleaner, cheaper and more accessible to its citizens.

¹³ Bristol's traffic patterns have changed during the Coronavirus pandemic - [link](#); Quino, V., & Enenkel, K. (2020)

- How have the Covid pandemic and lockdown affected air quality in cities? [link](#)

¹⁴ NOMIS, Official Labour Market Statistics, Bristol - [link](#)

¹⁵ Green Proposal to raise millions of pounds to shake up transport in Bristol - [link](#)

Similarly, it is important to ensure that the active travel element of the WPL Package is complementary to the Liveable Neighbourhoods policy outlined in the JLTP4.

The JLTP5 will set out a vision for transport in Bristol and it is important to ensure that the WPL Package fits into the wider transport vision for the WECA, to minimise cross-boundary conflicts in transport policy.

The CRSTS, which is a follow up to the TCF2, will go live for the submission of bids in 2023. The WPL Project Team will need to monitor and support any bids submitted by the WECA, ensuring that they are complementary to the WPL Package and demonstrate how they will help deliver the wider transport goals outlined by the WECA in the JLTP5.

There are a number of major projects planned from 2024 and beyond that will also require monitoring, these include city centre redevelopments and the implementation of “strategic corridors”, which are areas where it is expected that Bristol City Council will see economic growth following investment in transport infrastructure. It will be critical to monitor and engage with these projects to ensure that the proposed WPL Package integrates and supports the wider JLTP5 and One City Plan.

The One City Plan aims to create a fairer, greener society which residents are proud to live and work in; key parts of the plan are to boost productivity, culture and transport. The WPL Package should be viewed as contributing to the delivery of the wider One City Plan goals, in particular the desired improvements in sustainable transport and the 2030 carbon neutral city commitment.

The Timeline for a Bristol WPL Scheme contains key dates and periods for the critical workstreams across a three-stage approach. The timeline has been calculated under the assumption that Bristol City Council would begin to develop a WPL scheme in October 2021 and aim to “go live” in October 2024.

It is essential to regularly review and update the Milestones and Dependencies Timeline so that any impact on the delivery of the WPL Route Map can be identified and included within the project Risk Register, with appropriate risk mitigation put into place. A comprehensive review will be necessary over the next six to nine months to inform Bristol City Council’s WPL plans, as the impact of ongoing dependencies such as COVID-19, Brexit, Bristol’s CAZ and the Bus Back Better strategy become clearer.

Recommendation R13 – Monitor the new working arrangements and commuter travel behaviour as a return to a “new normal” begins, following the lifting of lockdown restrictions as a result of the COVID-19 pandemic

Recommendation R14 – Regularly review and update the Milestones and Dependencies Timeline

5.3 Data Analysis and Quality Assurance of the Atkins Study

Nottingham City Council have carried out an in-depth review of the Atkins Study produced in February 2011.

The analysis of the study sought to assess the validity of the methodology used by Atkins to estimate the potential number of WPPs in the Bristol City Council administrative area. The review also contains a high-level assessment of the small employer discount threshold and provides an estimate on potential income based on the study results.

The review is split into four sections:

1. Description of Methodology
2. Analysis/Critique of Methodology
3. Estimate on Potential Income
4. Recommendations

This analysis will provide a robust basis to undertake further work to calculate the number of potential WPPs in Bristol for a Central Core, Expanded Central Core and Citywide scheme area.

5.3.1 Description of Methodology

The Nottingham City Council project team carried out a review of the Atkins Study and the following section provides a brief description of the methodology used by Atkins, as understood by Nottingham City Council. The audit carried out by Atkins in 2011 focussed on collating data through site visits (car counts) and analysis of aerial photography. Where car parks were not accessible or hidden, the surveyors based their estimates for these sites on the proportion of the building plot (estimated by surveyors) and an assumed relationship of one parking space per 25 square metres. The survey results were then cross-referenced and validated with Valuation Office Agency (VOA) data. The surveyors also used the VOA online search function to validate the WPP estimates within hidden buildings or undercrofts.

A further check of the surveyors' estimates was then conducted by Atkins, comparing the WPP estimates for the city centre with the number of inbound private vehicle trips made into the city centre. The surveyors considered the number of public car parking spaces when checking the difference in the number of journeys made into the city centre and the number of estimated WPPs. The difference between the total parking stock in the city centre and inbound journeys made into the city centre lead to a surplus of 5,936 spaces that were unaccounted for. Atkins concluded that "some" of these journeys were for leisure or non-commuting business purposes but there were still regularly unused parking spaces.

Therefore when reading the Atkins Study, the final number of WPPs declared consisted of a mix of cars parked in parking spaces, minus an estimate of how many of these were fleet vehicles, plus estimates for buildings where car parks were not visible.

The Nottingham City Council project team reviewed the Atkins Study results and methodology against the successful methodology used when implementing the Nottingham City Council WPL scheme and, more recently, when working with the Leicester City Council WPL project team to estimate how many WPPs there may be in the Leicester City Council administrative area.

5.3.2 Analysis/Critique

Nottingham City Council acknowledge that the Atkins methodology required significant assumptions to be considered in order for a robust estimate to be derived for the potential number of WPPs in a Bristol Central Core, Expanded Central Core and Citywide scheme.

The survey that was conducted as part of the Atkins Study did not include any engagement with employers. A limitation from this lack of engagement was being able to accurately estimate the amount of parking spaces within a premise that are attributed for fleet/operational purposes or customer usage. The survey was able to estimate the amount of spaces designated for customer use at retail businesses, however, in order to gather an accurate estimate of WPPs, it is essential to engage with employers since they hold the necessary information. Furthermore, all fleet/operational vehicles may not be easily identifiable within a car park. The estimates do not consider behavioural patterns or any variance in the provisions of WPPs at each premise, which a recommended OSPA will do.

A “feet on the ground” OSPA that factors in the concerns from the previous Atkins Study will provide Bristol City Council with a detailed estimate of the potential number of WPPs in the Bristol City Council administrative area along with data on the number of employers, contact names, size of businesses, industries, etc. The data gathered will assist the WPL Project Team with justification for the threshold when setting the small employer discount.

Recommendation R15 – Conduct a “feet on the ground” OSPA that factors in any questions from the previous Atkins Study

Additionally, the surveys were heavily based on business’ on-site car parks in the Central Core. Although the majority of WPPs offered by employers will be on the same site as the business premise, it is likely that some employers will hold contract parking agreements with multi-storey and surface car park operators or have sites which are jointly managed with other employers within the city centre area; this makes analysing images and doing simple car counts ineffective for WPP estimations. The lack of clarity on car parking spaces is shown by the large differences in the upper and lower estimates for each scheme size, as shown in Table One below.

Recommendation R16 – Identify and include any existing displaced commuter parking counts in the WPP estimations (for example, on-street parking around industrial estates)

Table One: Lower and Upper Estimates of WPPs in Bristol⁷

Scheme Size	Lower Estimate	Upper Estimate
Central Core	8,600	9,500
Expanded Central Core	10,000	15,000
Citywide	36,000	57,000

The Atkins Study methodology noted that it was unable to distinguish the number of WPPs attributed to each employer within car parks for sites where there is multiple employer occupancy.

A further key point to note is the lack of clarity as to whether the hospitals and universities have been included in the count. In Nottingham, the NHS premises receive a 100% discount from the WPL charge but are the largest provider of workplace parking, therefore understanding whether the Atkins Study surveys included NHS sites is essential.

The Atkins Study does not include any estimates for a reduction in employee parking. Nottingham saw a reduction in workplace parking of around 16% when the WPL scheme was introduced and the WPL charge was far lower than Bristol's proposed rate. It is important to understand the price elasticity of parking within Bristol to determine what would be a suitable estimate for a reduction in parking demand, and subsequently income.

Where spaces were not visible, the surveyors assumed that one parking space occupied 25 square metres. The justification behind this assumed relationship is unclear. Nottingham City Council's experience would suggest that the assumption is inaccurate since the car parks may not be marked and lined. It is highly likely that this assumption will have led to some under and over-estimates in the prediction of WPPs.

The Atkins Study does not include a detailed breakdown of the sites that were surveyed and audited. A review of the list of sites that were visited and cross-referenced with VOA data would be recommended as a starting point in order to begin categorising employers by size and industry.

In order to estimate how many WPPs Bristol may have, Nottingham City Council can make use of their own real time data and predict the number of WPPs in the Bristol City Council scheme area. The desktop model will use real experience to consider the expected behaviour of businesses and commuters once a WPL scheme is implemented. The desktop modelling technique can also be used to undertake scenario testing such as the inclusion of NHS premises.

Recommendation R17 – *Review the list of sites visited by Atkins and cross-reference with VOA data, in order to begin categorising employers by size and industry*

5.3.3 Estimate on Potential Income

The Atkins Study calculated net revenue based on the estimated WPPs from the surveys that were conducted. The net revenue was calculated on the basis of a charge of £300 per WPP, which was in line with Nottingham's charge of £288 in 2012. Inflation was factored in and based on a Central Core scheme with a £300 per WPP charge, the net revenue was estimated at £2 million - significantly short of the targeted £7 million per annum income target. Atkins also considered a £500 per WPP charge for a Central Core scheme which would unlock the desired £100 million investment package (~£7 million per annum), however there was significant concern regarding the potential impact on local businesses and the burden the charge would place on them.⁷

Early discussions held between the Nottingham City Council project team and Bristol City Council officers indicated that a Central Core scheme is favoured.

Multi-storey car parks owned by Bristol City Council currently offer annual season tickets ranging in price from £1,872-£2,496.¹⁶ The daily parking charge varies between £10-£12 for Bristol City Council owned car parks and well-known private car parking companies such as NCP.

In comparison to the market rate for parking within Bristol further analysis, potentially in the shape of a survey, needs to be conducted to analyse the cost of all options across the city that would be viable for motorists, to identify if the WPL cost is reasonable, proportionate and will ensure the delivery of the WPL scheme objectives. A survey should look to ask questions about commuters' choices and future choices dependent on set scenarios (i.e. implementation of a WPL scheme). The data gathered from this survey would assist in determining a sustainable charge. Including a survey question to ascertain the size and type of the business will help inform the setting of a small employer discount threshold.

The cost of an annual First Bus Bristol Zone travel pass is £715.¹⁷ It will therefore be important to take this into account when developing robust justification for the WPP charge under an Expanded Central Core scheme. The WPL Project Team must justify the charge by setting out Bristol City Council's transport vision and the part a WPL would play, e.g. influencing a modal shift in travel behaviour, reducing congestion, improving air quality and funding more sustainable transport options as part of the JLTP5.

Recommendation R18 – Conduct further research into the cost of parking provided by private companies.

Recommendation R19 – Conduct a survey in Stage One to further understand commuter behaviour across the Bristol region

¹⁶ Car park annual season tickets and pre-paid tickets, Bristol.gov.uk – [link](#)

¹⁷ Bristol, Bath and the West Bus Ticket Prices – [link](#)

5.3.4 Discount Level

At the request of Bristol City Council, the Nottingham City Council project team have also looked into the potential small employer discount threshold which Bristol City Council could introduce as part of their WPL scheme. The Atkins Study modelled the implementation of a small employer discount threshold for employers with ten or less WPPs, based on Nottingham's WPL scheme. Although the datasets and employers were cross-referenced with the VOA database, it is unknown exactly what detail Atkins obtained as the Nottingham City Council project team have not seen the actual database which Atkins compiled from the survey. To accurately understand the appropriate discount level that Bristol City Council should consider, it will be important to review the original datasets collected by Atkins in order to identify gaps that need to be covered ahead of a more up to date analysis and estimation of WPPs.

A review of the size of businesses in Bristol based on data from the Office for National Statistics shows that not only is there a larger number of smaller businesses in Bristol, they also account for a slightly larger proportion of businesses in comparison with Nottingham. In Nottingham, 78% of businesses have less than 10 employees whereas in Bristol, the figure is 81.5%.¹⁴ A difference of 3.5% may not seem particularly large, however the number of businesses in Bristol is nearly twice that of Nottingham (22,780 vs 11,970). Numbers of employees does influence the number of WPPs a business licenses for. It is worthy of note that despite Bristol having nearly 11,000 more businesses than Nottingham, there are 255 more businesses in Bristol with over 50 employers, than in Nottingham.¹⁸ Table Two shows the comparison between business sizes in Bristol and Nottingham.

Table Two: Comparison of Business Size – Bristol v Nottingham¹⁹

Business Size	Bristol (Number)	Bristol (% of total)	Nottingham (Number)	Nottingham (% of total)
Micro (0-9)	18,560	81.5%	9,340	78.0%
Small (10-49)	3,350	14.7%	2,015	16.8%
Medium (50-249)	750	3.3%	535	4.5%
Large (250+)	120	0.5%	80	0.7%

The proposed Bristol WPL scheme is a Central Core scheme and this area is understood to be heavily office based with predominantly professional/administrative industries located around the city centre. The NOMIS, Official Labour Market Statistics for Bristol suggests that around 40% of industries (J, K, L, M, N and P in the referenced

¹⁸ NOMIS, Official Labour Market Statistics, Nottingham - [link](#)

¹⁹ NOMIS, Official Labour Market Statistics, Bristol - [link](#); NOMIS, Official Labour Market Statistics, Nottingham - [link](#)

dataset) in Bristol could be categorised as office based and it would be reasonable to assume the majority of these are located within the Central Core.¹⁹ If this assumption is true then it would be reasonable to suggest to Bristol City Council that a lower small employer discount threshold should be considered for their WPL scheme.

The results gathered in the Atkins Study show significant variance between the upper and lower estimates both with (Table Three) and without (Table One) the small employer discount threshold. The large range of variation in the estimates reinforces the need for new, targeted parking studies to be conducted in order for more accurate data to be gathered and to be used to form the basis of financial modelling for a WPL scheme.

Table Three: Lower and Upper Estimates of WPPs After a 10 Place Small Employer Discount Threshold in Bristol⁷

Scheme Size	Lower Estimate	Upper Estimate
Central Core	7,600	8,700
Expanded Central Core	12,100	17,400
Citywide	27,200	49,700

5.4 Governance and Project Team Structure

5.4.1 Introduction

The Governance and Project Team Structure is outlined in Appendix F. The chart demonstrates the range of roles and resources that are required to deliver Stage One of the WPL Route Map. The majority of these roles will not need to be permanent posts but it is essential that experienced lead officers are identified and allowed sufficient time to be fully briefed on the proposed Bristol City Council WPL scheme details. Furthermore, the officers' roles and their responsibilities regarding the delivery of Stage One must be discussed and confirmed as appropriate for a project of this scale and complexity.

Bristol City Council will need to decide whether to resource internally or externally for the WPL Project Team roles. The initial discussions that Nottingham City Council held with the Bristol City Council management team has led to the production of the Governance and Project Team Structure. However, it may be necessary to amend this structure as the project progresses if resource availability, experience and/or requirements change.

5.4.2 Governance

Best practice with any large-scale and complex project is to have the right governance structures in place to manage and support the work being undertaken. An effective governance structure will enable efficient management and decision making to support the delivery of the WPL Route Map.

A clear governance structure ensures that key leadership roles are in place to control Bristol City Council's commitment and resources to successfully deliver a WPL scheme. Clearly setting out the levels of decision making and accountability will allow effective management to be in place at all levels of the project. The formation of a good project structure provides guidance, direction and performance management as part of the supporting project processes.

Project governance also formalises the "what if" scenarios pertaining to issue management (e.g. budget restrictions, unforeseen project events, scope creep, etc.) and decision management. It will resolve the uncertainties of "who can decide what" in a project environment and is intended to clarify the roles and responsibilities of all project members.

Every project needs clear leadership and the concept of a single point of accountability is a key part of effective project governance. The right people must be made accountable and endorsed/empowered by senior management to hold sufficient authority within the organisation, so they can effectively deliver.

5.4.3 Governance Team Structure

The governance structure has been populated after workshop discussions with relevant teams at Bristol City Council and Nottingham City Council, utilising lessons learnt and experience from Nottingham's scheme delivery. The structure has then been tailored for Bristol City Council based on their own governance policy. The structure sets out the "chain of command" that will allow for swift decision making by officers across Bristol City Council.

Bristol Transport Board

The Bristol Transport Board has been created to oversee the delivery and implementation of Bristol's Transport Strategy and is one of six bodies working towards the delivery of the One City Plan.

The Bristol Transport Board consists of senior stakeholders across Bristol, the WECA and relevant transport groups. The Board meet on a quarterly basis but should also meet at key stages and decision points throughout the WPL project.

The Bristol Transport Board would be provided with regular updates on the delivery of the WPL project, the scheme design, high level risks and mitigation options. The Board would also be asked to review and approve key policy decisions and provide guidance on issue resolution. The Board would provide direction to ensure that the WPL Project Team is resourced, supported and held accountable for delivery.

WPL Steering Group

The WPL Steering Group would be chaired by the relevant Director with overall accountability for the WPL project delivery. The Director would be supported by the Lead Manager and WPL Project Manager. Identifying other members of the Steering Group is flexible as people will be required at different stages and key points. Steering Group members should be of an appropriate level so that the respective services are effectively represented.

The Steering Group would follow a set agenda, meet six weekly and be focused on project management delivery and issue resolution; they would also review progress on all relevant WPL workstreams contained within the WPL Route Map and undertake the necessary due diligence to take key decisions and preferred options to the Bristol Transport Board for their review and approval.

5.4.4 WPL Project Team

The following recommended WPL Project Team is based on Nottingham City Council's own WPL project and lessons learnt. Across the stages various individuals with specialist backgrounds will be required. For consistency, it is important that the project is directed by an experienced project manager who is supported by officers/coordinators who are committed and focussed solely on the delivery of the

WPL project. It is essential that the WPL project is a major focus of those on the WPL Project Team due to the size and nature of the scheme.

5.4.5 Internal (Bristol City Council) WPL Project Team Structure

Lead Manager

The Lead Manager will have direct responsibility for the delivery of the WPL Route Map and managing the project management resources. They will report directly to the Director responsible for the WPL Steering Group and their role will be to remove any unnecessary delays to decision making outside of the governance meetings.

Project Manager

An experienced Project Manager should be assigned to this key role as they will be responsible for the management and delivery of the day-to-day project and the resources allocated to them. All relevant supporting project management processes, procedures and documentation will be managed by this role.

Project Support Officer

Project support will need to be flexible and allocated as required to ensure that there is the right level of support, capacity and experience available to the Project Manager throughout delivery of the project.

WPL Package Lead Officer

The WPL OBC is the key output to be produced in Stage One of the WPL Route Map and it will focus heavily on the proposed benefits of the delivery of a range of JLTP and One City Plan policies and objectives, predominantly delivering a step change in public transport infrastructure and services and the resulting outcomes and benefits that these will achieve (the WPL Package). It is recommended that, for clarity, a single point of contact is identified and leads on coordinating the development of the separate elements that will make up the WPL Package. The WPL Package Lead Officer will need to liaise with all relevant associated services, such as public transport and transport strategy.

Economic Development Lead

Understanding and evidencing the risks and opportunities for the impact of a WPL scheme for Bristol City Council in terms of its economy is key. A leading officer from the economic development team contributing to the current and future visions for the city in terms of jobs, growth, inward investment and business needs, is a major component of the OBC. The officer will bring valuable insight into business viewpoints and pressures that will form a key input into the Stakeholder Management Strategy and Communications Plan and can facilitate early and sustained engagement with the business community.

JLTP Lead

The WPL revenue is ring-fenced for the delivery of JLTP and One City Plan policies and objectives, so having a lead officer who can ensure that the WPL is clearly linked to these policies is vital. The JLTP Lead's ability to look for opportunities to link into wider policies and objectives for the city, other than just transport, will also strengthen the OBC and ensure that it remains up to date and integrated with emerging government policy.

Legal Services Lead

Although external legal support will be required, it is recommended that Bristol City Council allocate an internal legal resource who can ensure compliance with both internal and external legal processes and mitigate risk. The ability to have internal and external legal support enables a more robust check and challenge of key elements of the design of the WPL scheme, especially in the early stages, to ensure that the basis of the scheme is legally sound and risk mitigation is robust and evidenced based.

Procurement Lead

An officer from the procurement team will lead and advise on the appropriate procurement options for smooth delivery of the specification, tendering and procurement of external resources, while minimising unnecessary delays and ensuring compliance with relevant internal procedures and procurement legislation, e.g. Official Journal of the European Union requirements.

Finance Lead

An internal finance lead will be required to ensure that the necessary funding and expenditure processes and procedures are in place to establish the WPL Project Team and guarantee that financial regulations are complied with as part of project delivery. The Finance Lead will also input into the financial modelling workstreams, by providing source data and internal quality assurance that the financial business case assumptions are robust and that expenditure and income assumptions are managed at the appropriate level of risk.

Information Governance and Risk

With a project of this nature, Nottingham City Council would expect assignment of an officer from the Information Governance and Risk team, as it is important that the project is GDPR compliant at all stages.

Communications Officer(s)

The Communications Officer is a key role in order to establish a clear strategy for managing stakeholders and delivering the appropriate communications messages and campaigns during WPL Route Map delivery. Communications Officers will also initiate early informal engagement, capturing any responses to inform the future Stakeholder Management Strategy and Communications Plan. They will also be required to set out

key messages and briefings for internal and external officers, along with proactively and reactively managing the media interest and engagement throughout the various stages of project delivery.

5.4.6 External (non-Bristol City Council) Project Team Structure

The following roles are expected to be provided by external consultants, as these are highly specialised roles and will need to be called upon as and when required.

Project Management

Assigning the right level of experienced project management resource and the necessary project support in a timely manner will play a major part in ensuring Bristol City Council's readiness to commence the delivery of Stage One of the WPL Route Map. It will be necessary to undertake a clear programme of knowledge transfer to this team, to enable them to coordinate and initiate the production of all relevant documentation, processes and procedures that will be required to manage a project of this scale and complexity and make best use of resources to deliver on time, cost and quality.

Nottingham City Council WPL Support

Nottingham City Council have invaluable knowledge and experience regarding how to design, deliver and operate a WPL scheme since they are the first (and only) UK authority to be operating a scheme of this type. Nottingham City Council will be able to apply its expert knowledge and experience to tailor a support package across a range of aspects of WPL delivery to suit the requirements of Bristol City Council.

The support offered would prove invaluable in reducing cost, time and risk associated with the development of Bristol City Council's own WPL scheme by following a proven methodology and incorporating lessons learnt. The high value associated with Bristol's WPL scheme means that delivering the scheme a year early would be worth £7 million to Bristol City Council, or £800,000 per month. Further, the political and reputational benefits of delivering an effective scheme in a timely manner are innumerable.

Parliamentary Agents

It will be necessary to assign appropriately experienced and resourced Parliamentary Agents to ensure that the tailored WPL scheme for Bristol City Council is fully compliant with current and emerging government legislation and any risks or issues are evidenced and mitigated, to ensure a ratified and legally robust proposal is delivered. These agents will also work in partnership with the Bristol City Council Legal Services Lead identified above.

Economic Consultants

Economic modelling and studies will be required to build upon existing work in order to identify and support the proposed impacts of congestion on Bristol's economy, along

with what benefits the WPL scheme and WPL Package will have. These studies and subsequent findings will be a key component of evidence to support the WPL OBC and the justification for why a WPL scheme is the right choice for Bristol City Council to deliver their future strategic vision for Bristol.

Transport Consultants

Transport Consultants will be required to model and evidence the future predicted peak congestion levels and types (commuter, through traffic, residential, retail, leisure, etc.) for Bristol and the surrounding conurbation, in addition to assessing the impacts this will have on the city, its citizens and the local economy. It will then be necessary to model the range of options along with the positive impacts that will be expected to be delivered as part of the WPL Package. The transport modelling work will need to be completed in partnership with the relevant economic modelling to show a robust case for how the WPL provides a vital contribution towards delivering the future vision for the city. It will also be important to include relevant social impact studies as part of these works.

Business Improvement Districts and Business Forum

These are groups of key stakeholders identified by Bristol City Council, who will be kept up to date with regular communications on how the WPL scheme is progressing and will be an essential source of early feedback from the business community regarding Bristol City Council's proposed WPL plans.

The proposed Governance and Project Team Structure will ensure that Bristol's WPL scheme is delivered on time, at low cost and with risks mitigated and removed where possible. As the project moves into Stage Three, a well-rounded project team and clear governance strategy will mean that businesses are prepared and willing to licence and ensure that Bristol's WPL scheme is implemented effectively.

Recommendation R20 – Follow the Governance and Project Team Structure outlined in Appendix F and Section 5.4

5.5 Stakeholder Management Strategy and Communications Plan

A Stakeholder Management Strategy and accompanying Communications Plan will be key requirements in order to deliver a Bristol City Council WPL scheme as effectively as possible. The main objectives will be:

- To ensure that appropriate stakeholders are identified and regularly updated throughout the development of the project
- To engage with stakeholders to promote support for the WPL scheme
- To proactively manage the relationship of the project with stakeholders throughout the project lifecycle, including the development and implementation stages
- To ensure that all enquiries and concerns raised by the stakeholders are recorded, reviewed and responded to as appropriate, in a timely and effective manner

5.5.1 Stakeholder Management Strategy

Principles

Stakeholder management is the systematic identification, analysis and planning of actions to communicate with, negotiate with and influence stakeholders. Stakeholders are all those who have an interest or role in the project or are impacted by the project.

Effective stakeholder management is critical to a WPL scheme throughout all stages, as stakeholders will have influence over the criteria by which the scheme's success will be judged.

One of the leading causes of project failure is insufficient involvement of key stakeholders; this section seeks to identify, examine and understand the different stakeholders for this project and explore their importance, in order to outline a process for effective stakeholder management and communication.

The Stakeholder Radar (Appendix G) and the 2x2 Power/Influence by Interest in WPL Matrix (Appendix H) are diagrams that provide an illustration of:

- Who the stakeholders are
- What segment they belong to
- The influence they possess
- The interest the stakeholders are likely to have in the implementation of the WPL scheme
- The frequency and type of communication that will be required to ensure that these stakeholders are fully engaged with the project

Communication will play a vital role in the success of this project and processes must be in place to ensure the timely and appropriate generation, collection and dissemination of key information throughout all stages of project delivery.

Stakeholder Appendices

The Stakeholder Radar provides an understanding of the different methods and frequency of communication that each stakeholder layer and domain will require.

The Stakeholder Radar forms the basis for the different messages that need to be communicated to each stakeholder, depending on the layer and segment they are located in. Tailoring messages specific to each stakeholder group will ensure that the interest levels held by stakeholders remain high. For example, stakeholders within the Governance domain will require more detailed engagement and communication regarding the overall WPL project, whereas communication with stakeholders within the Customer domain should look to emphasise how the WPL Package will benefit them. The Stakeholder Radar can assist the formation of a Stakeholder Management Strategy and Communications Plan by the designated Communications Officer.

The 2x2 Power/Influence by Interest in WPL Project Matrix allows each stakeholder to be seen in terms of their power/influence over the proposed WPL scheme and their interest in the WPL project.

Identification of Stakeholders

Stakeholder management begins with the identification of all stakeholders who should be involved in, or who will be affected by, the project once Stage One of the WPL Route Map is initiated.

The process began with officers from the Nottingham City Council project team plotting generic stakeholders onto the Stakeholder Radar. The Stakeholder Radar was then reviewed further and updated at a workshop with Bristol City Council's Head of City Transport and Principal Transport Planner, to identify stakeholder groups that are unique to the Bristol scheme. The updated Stakeholder Radar has also been reviewed by Bristol City Council's communications experts. The Stakeholder Radar agreed with the Engagement and Active Travel Team Manager from Bristol City Council is now attached at Appendix G.

The Stakeholder Radar has been segmented into four domains:

- *Governance*
- *Customers*
- *Stakeholders*
- *Influencers*

Four layers to the Stakeholder Radar then assist with prioritising each domain:

1. V = Vital to engage

2. N = Necessary to engage with
3. G = Good to have engaged
4. C = Courtesy to inform

The closer the stakeholders are to the centre of the Stakeholder Radar, the more important communication with them is.

The WPL Route Map assists with understanding when it will be important to communicate with stakeholders within each layer of the Stakeholder Radar. During Stage One, it is recommended to prioritise engaging with stakeholders in layers V and N. The stakeholders within these groups will be pivotal to the project and will be key decision makers. As the project develops and progresses to Stage Two and Stage Three, engagement and communication with stakeholders in layers G and C will take place. The Stakeholder Radar is a dynamic document and should be updated as the project progresses and new stakeholders emerge.

So that stakeholders can be efficiently managed, the stakeholder domains are defined as follows:

1. **Governance** – Includes the key leaders and decision makers within Bristol City Council who have the power to shape the WPL project. From political figures who will be key figureheads for the endorsement of a WPL scheme in Bristol through to Bristol City Council officers who will be responsible for overseeing the development, implementation and eventual operation of a Bristol WPL scheme
2. **Customer** – Includes the groups that will be subject to compliance with the WPL scheme once it has been implemented. It will be vital to engage with the businesses who are expected to provide the highest number of LWPPs (including the NHS, although a decision will need to be made as to whether or not NHS premises will be liable for the WPL charge) and stakeholders representing smaller businesses who will hold fewer LWPPs per business but will form an essential part of Bristol's WPL scheme. The scheme area in Bristol is currently undetermined - confirming the potential charging area will be a key workstream in Stage One and will then allow a more definitive list of Customer stakeholders to be produced. It will be important to engage with the Customer stakeholder group and highlight the benefits of a WPL scheme in terms of air quality improvement and constraints to congestion growth. It will also be important to communicate the WPL Package that will be funded by the WPL revenue and how it will benefit the city and these Customers
3. **Stakeholders** – Includes the groups and individuals that will actually provide the resources, infrastructure and decision making for the implementation of the WPL Package. It will be vital to engage with the One City Transport Board which was created in 2019 to manage the

implementation and delivery of Bristol's transport strategy. The WPL revenue is expected to be used to upgrade the bus network in Bristol with sustainable buses, new park and ride routes and safer active travel infrastructure to encourage more journeys via cycling and walking. It will therefore be important to engage with the Public Transport Operators and those involved in delivering the infrastructure. Legally, it is necessary to obtain approval for the JLTP from the DfT. It is therefore important that there is engagement with the JLTP team to ensure the WPL Package assists in delivering the JLTP objectives

- 4. Influencers** – Includes the stakeholders who will be influential but will not be key decision makers for a WPL scheme in Bristol. Influencers all have the power to influence larger groups, as illustrated in the Stakeholder Radar. Additionally, with the aim of constraining congestion growth and improving air quality, it is likely that environmental organisations and groups will support the WPL scheme, therefore communication with these bodies will be important once Stage One begins. It is important that effective communication highlights the benefits of a WPL scheme to these stakeholders in order to reduce scepticism and opposition to the project, therefore reducing the risk. As the project progresses from Stage One towards Stage Two and Stage Three, engagement with the stakeholders listed in groups G and C on the Stakeholder Radar will be required.

Responsibility for Stakeholder Management

The governance of stakeholder engagement will be the responsibility of the WPL Steering Group (see Appendix F). The WPL Steering Group should allocate management responsibility based on those who are best placed and skilled to manage a particular stakeholder engagement process, reflecting the nature and importance of the stakeholder interest. Those with a strategic interest tend to be best served corporately by the council *and* the WPL Steering Group, while those with a specific project interest are generally best served by the relevant resource(s) within the Bristol City Council WPL Project Team. Section 5.4 outlines the detail around the Governance and Project Team Structure.

Stakeholder management and the allocation of responsibility will be an ongoing process throughout the project's lifecycle.

Stakeholder Engagement

The objectives of the engagement process will be to keep key stakeholders' knowledge and commitment high by ensuring that they are informed at the right stages and provided with correct, clear and consistent information throughout the WPL project. Clear communication will ensure that expectations are consistent and in line with deliverables.

The development of a Stakeholder Management Strategy and Communications Plan will assist in determining what will be communicated, how it will be communicated, by when, and by whom, in order to manage Bristol City Council's readiness to commence delivery of Stage One of the WPL Route Map.

The questions to consider for each stakeholder are:

- What will be the objectives of each engagement/communication?
- What will be the key messages?
- What information will be communicated and by whom?
- When will information be disseminated and what will be the appropriate timing?
- What information will be provided and to what level of detail?
- What mechanisms will be used to disseminate information?
- How will feedback be encouraged and what will be done as a result of feedback?

5.5.2 Communications Plan

The following section looks at the type and frequency of the communication activities and messages that will be required for each stakeholder group.

In developing the Communications Plan, the Nottingham City Council project team have considered the potential issues that could pose a threat to the project (e.g. employers refusing to comply, employees who drive, motorists' groups, etc.) or provide support to a WPL (e.g. environmental groups, political support, etc.). The WPL scheme is still a relatively new idea for those involved and therefore early engagement with stakeholders will be key to identifying reactions and attitudes, which can then inform the development of an approach to manage them effectively.

The prospective WPL is a charge for off street parking that will generate funding for strategic transport projects in order to tackle congestion and provide better accessibility to all citywide. It is important that stakeholders' reactions and attitudes to a WPL scheme are identified as part of Stage One so that the right communication approaches can be applied throughout the WPL Route Map and that the benefits are relayed in a targeted manner.

The over-arching intentions of the Communications Plan are to:

- Highlight the justifications for implementing a WPL scheme
- Emphasise the positive aspects of the WPL scheme
- Show how the WPL scheme forms part of the wider strategic vision for Bristol (The One City Plan, CRSTS, CAZ, JLTP, etc.)

The rest of the section will focus on some of the key components of the Communications Plan and illustrates the key considerations which are necessary in order to gain support for a WPL. The components listed below will be a critical part of the Communications Plan as they will help shape the messages for the informal engagement phase (WS1.4) and the public consultation phase (WS2.2).

WPL Spokespeople and Figureheads

The WPL scheme is contentious and there will invariably be strong opposition from some stakeholder groups. Political leaders will need to be resolute and a strong leadership figure at the forefront of the project will be a critical success factor, as they will be recognised publicly as leading the WPL scheme.

The Need for a WPL

The message as to why a WPL scheme is necessary in Bristol must be clear. All communication strategies and messaging should emphasise the WPL scheme's importance in addressing Bristol's air quality and congestion issues and delivering the One City Plan. The communications must focus on why the WPL scheme is being considered, with key messages including that the scheme:

- Targets peak periods of congestion, commuter traffic and air quality
- Does not rely on complex technology - it is a licensing scheme and is therefore accessible with low-time commitment from businesses
- Will aim to improve air quality and tackle congestion through investment in sustainable modes of public transport
- Forms part of the wider JLTP plan
- Has both low upfront and running costs

Transport Funding

In a bid to tackle air quality problems, a CAZ is set to be put in place in summer 2022. It is expected that the introduction of a CAZ will allow Bristol to be compliant with the national air quality limits.

The follow up to the TCF2 is the CRSTS, with bids for grants being submitted by 2023. A successful bid could see Bristol City Council being awarded a grant for additional air quality and congestion tackling measures. It will be necessary to monitor such bids and liaise with teams responsible for them in order to factor in how the ICTF funding links in with a WPL scheme. This will ensure that stakeholders and the wider conurbation understand that grant money further supports the WPL Package, as opposed to providing revenue to implement the WPL Package.

The income generated by a Bristol WPL scheme would be ring-fenced as part of the JLTP5 to improve and create a high quality and affordable public transport network that is accessible around the city. Clarity on the scope to which the WPL funds JLTP5

projects and where the other funding is being sourced from will be needed so that communications regarding the use of WPL income are relevant and consistent.

Environmental and Sustainability Issues

Bristol City Council have set a target to become a carbon neutral authority by 2025 and make Bristol a carbon neutral city by 2030. Tackling poor air quality is high on Bristol City Council's agenda. The WPL and the WPL Package will assist in achieving the air quality targets set out in the One City Plan.

Traffic congestion is a significant problem in Bristol, as it is in other major UK cities. Climate change, health and other environmental concerns currently feature strongly in international, national and local media, more so than at the time of the development and implementation of Nottingham's WPL scheme. For instance, particulate matter is becoming a major issue for cities; this is an even greater issue in areas of high congestion where higher levels of particulate matter are caused from braking and tyres.

Therefore, there should be an emphasis on the role that a WPL scheme plays in constraining congestion growth, the scheme's consequential air quality impacts and the associated health benefits.

Communications Approach and Brand

The tone of WPL communications activity needs to be energetic and determined. Communications should emphasise how the city is ambitious to move forward and how the WPL scheme forms part of the overarching vision for the future of transport in Bristol. Messages need to communicate that this forward momentum is a partnership approach and businesses need to engage if Bristol is to prosper as a city. The One City Plan provides the connection between the WPL scheme, the transport improvements and the wider regeneration of Bristol and this will be beneficial to continually demonstrate.

Communications activities need to be "human" – they should have faces/spokespeople, as this approach is recognised as being more effective at reducing business "mistrust" when contrasted with "faceless" activities such as promotional literature or websites.

The use of public transport and active travel options are currently being promoted as a substitute to driving into work in order to improve air quality and constrain congestion growth, therefore the various Bristol transport organisations are key stakeholders in the WPL project. Early communications must look to promote the use and expansion of these services into the high-quality transport and active travel infrastructure that is envisioned to be delivered as part of the WPL Package.

It is recommended that Bristol's WPL should have specific branding, while still clearly being linked to Bristol City Council and reflecting the wider development of Bristol. Independent branding will ensure that communications are immediately linked with the

WPL rather than other messages from Bristol City Council and the branding can then be used on items from the WPL Package which have been funded from the WPL, ensuring that businesses and residents within Bristol clearly see the benefits of the scheme. The visual brand for the WPL scheme is still to be developed, however it should be adaptable in order to reflect the varying preferences of the key stakeholders in this project.

Key Messages

The details regarding the WPL Package are yet to be agreed, so the key messages will need to be developed as decisions are finalised. The key messages should target the particular preferences of target stakeholder groups and fit with the specific communications channels being employed.

How the WPL Works

The details of the how the WPL scheme operates will be developed as part of Stage One of the WPL Route Map and will form a key element of later communications. These messages will become more important as the interest grows in the WPL project, and as stakeholders start to request practical details regarding the scheme's operation and how it will impact upon them.

5.5.3 Communications Responsibilities

Bristol City Council Transport Communications Team

The Governance and Project Team Structure recommends a dedicated communications resource who will hold primary responsibility for all communications, planning, management and delivery. The communications role will include:

- Drafting and reviewing communications documents and briefing notes
- Planning and managing key communications events
- Proactive and reactive WPL communications
- Organising media and engagement campaigns
- Measuring and reporting on the effectiveness of communications activity
- Briefing key Bristol City Council representatives on the key messages and Stakeholder Management Strategy and Communications Plan for the project

Mayor, Bristol City Council Leaders, Councillors and other Figureheads

A proposed WPL scheme needs figureheads and spokespeople to positively influence businesses and the public through both informal and formal communication methods. Key responsibilities for these individuals would include:



- Public communication - through media interviews, additional communication modes and sponsoring and promoting the WPL scheme using an agreed core script
- Attending forums and meetings with key businesses affected in order to promote the WPL scheme.
- The consistent and reliable delivery of agreed key project messages through more informal means, such as at business networking events and conferences

***Recommendation R21** – Create a Stakeholder Management Strategy and Communications Plan to identify stakeholders and ensure that their interest levels are maintained or increased*

5.6 Risk Analysis for Bristol City Council's Readiness to Progress Ahead of Stage One

5.6.1 Introduction to Project Risk Management

The following section documents the way in which risk management policy and risk registers are implemented and managed. The purpose of this section is to assist project and programme sponsors, project boards and project managers and aid implementation decisions by enabling effective identification, management and communication of project risks.

5.6.2 What is Project Risk Management?

Project risk management is the process concerned with identifying, assessing and responding to project risks and it provides a disciplined environment for informed and proactive decision making. The objectives of project risk management are to inform decision making during project selection and definition, as well as improving project performance during design and delivery. Adherence to project management principles will assist the successful delivery of projects and lead to enhanced organisational performance; it will also ensure that business objectives are delivered within the agreed scope, quality, time and cost constraints.

Risk management forms an integral part of the project management strategy and is essential in delivering a successful project. The management of risk needs to be fully embedded into the delivery of a project and forms a key responsibility of the Bristol City Council WPL Project Manager's role.

If the WPL project is to be a success, risk management must be conducted and integrated into the project management process from the start of the project. It is then important to ensure risk management is upheld throughout the project lifecycle.

5.6.3 Issue Management versus Risk Management

A project issue is anything that can have an impact on a project (either detrimental or beneficial) and is separate to risk management. Risks that have or will materialise are no longer risks, they are issues. Issues can arise from a wide range of sources, they can come in many forms and can occur at any point in the project life cycle. Issues need to be dealt with as they arise and once identified, need to be captured in the Change Consent and Issue Log for the project and the Risk Issue Template, as well as being monitored on an ongoing basis. The impact and seriousness of the project issues should be evaluated and assessed with any alternative actions that need to be taken identified. The WPL Project Manager is responsible for managing and checking the issue log alongside the Risk Register.

5.6.4 Opportunities and Threats

Positive events (opportunities) as well as negative events (threats) need to be considered when performing project risk management activities. If we consider only threats when managing a project, then the best that can be expected is to meet the promised objectives but never improve upon them. If there is an understanding of the positives and negatives of all the factors that could have an impact on the project, then the probability of success will increase. It would also reduce the potential for failure along with any uncertainty of achieving the benefits required.

5.6.5 Risk Considerations in the Proposal and Approval Phase

The most significant project risks, particularly those that threaten the outcomes of a project, are identifiable in this phase. For new projects, the risk management process should be commenced at the outset with key risks being captured as part of the start-up process. During project initiation (Stage One), a risk management strategy for the project, including defining how risks will be handled during the lifecycle of the project, should be established.

As risks are identified and assessed, they will be captured in the Risk Register together with the planned risk mitigation, once these have been agreed. The owner of the risk should be the manager of the risk management response and it is their responsibility to execute and manage the agreed response.

5.6.6 Project Risk Management Process

The process described in this section uses six steps:



Note: The process of monitoring risk behaviour and response implementation is ongoing throughout the life span of the business activity or project.

5.6.7 Methodology

With a project as complex as a WPL scheme, it is imperative that key risks are identified and mitigated as far as it is reasonably practicable in order to properly inform and reassure key stakeholders.

In order to compile a Risk Register for Bristol City Council's readiness to enter the Stage One development phase of the WPL Route Map, the Nottingham City Council project team extensively reviewed corresponding risk documents upheld following part of their scheme implementation. These documents provide a robust starting point for this risk identification and analysis exercise for the Bristol City Council WPL project.

A list describing constituent risks and the perceived threat level has been compiled using the matrix below:

		IMPACT				
		Negligible (1)	Minor (2)	Moderate (3)	Major (4)	Catastrophic (5)
LIKELIHOOD	Remote (1)	1 Tolerate	2 Tolerate	3 Tolerate	4 Tolerate	5 Tolerate
	Unlikely (2)	2 Tolerate	4 Tolerate	6 Prioritise for treatment Tolerate	8 Prioritise for treatment Tolerate	10 Prioritise for treatment Tolerate
	Possible (3)	3 Tolerate	6 Prioritise for treatment Tolerate	9 Prioritise for treatment Tolerate	12 Transfer Treat Tolerate	15 Terminate Transfer Treat
	Likely (4)	4 Tolerate	8 Prioritise for treatment Tolerate	12 Transfer Treat Tolerate	16 Transfer Treat Tolerate	20 Terminate Transfer Treat
	Almost certain (5)	5 Tolerate	10 Prioritise for treatment Tolerate	15 Terminate Transfer Treat	20 Terminate Transfer Treat	25 Terminate Transfer Treat

Initially, relevant risks were identified by Nottingham City Council and a Risk Register was drafted, however mitigation activities were not allocated at this early stage.

Following further development, the Risk Register was shared with key officers at Bristol City Council who were invited to comment ahead of a risk management workshop. On 16th July 2021, a risk management workshop was conducted with officers from Bristol City Council and each individual risk was collectively discussed with input of the local expert knowledge of the Bristol City Council environment by these colleagues. New risks emerged that were captured, analysed and subsequently added to the Risk Register.

As part of the discussion with Bristol City Council, mitigation options were suggested, discussed, rationalised and further developed. The mitigation measures were subsequently scored and RAG rated, the risks were then allocated owners and this was then captured in an updated version of the Risk Register.

Risk registers are dynamic in nature and evolve throughout a project. It will be a priority to create a full Risk Register for Stage One once approval is received to commit budgets and resources to the delivery of the WPL Route Map along with the recruitment of the Bristol City Council WPL Project Team. Further risk registers will be

required for the later stages throughout the WPL project. The current version of the Risk Register is attached at Appendix I.

5.6.8 Summary of Risk Analysis

In total, 33 risks were identified that were relevant to Bristol City Council in terms of their readiness to commence Stage One of the WPL Route Map.

Of the 33 risks, 11 were identified as red (high) risks and these should be prioritised for early mitigation.

A further 17 risks were rated as amber (medium) and mitigation and/or close management and monitoring is recommended.

The Red and Amber risks are categorised as follows:

Political Climate

Red risks 1 and 2 relate to the political situation affecting the country as a result of Brexit, which could impact upon Bristol City Council's WPL proposals and timescales.

Amber risks 4 and 5 are JTLP related and risk 7 considers the "Levelling Up" agenda and how, as it is not aimed at Bristol, it may impact on transport initiatives.

Project Resources

Red risks 8 and 9 and amber risks 10, 12 and 13 pertain to the need for Bristol City Council to understand the scale of developing a WPL scheme and secure the relevant approvals and subsequent allocation or recruitment of the Bristol City Council WPL Project Team in a timely fashion. These risks refer to both internal and external resources, including specialists, which will be key to Bristol City Council being ready to commence the Stage One activities contained in the WPL Route Map.

Communications

There are no red risks and the main amber risks reference the critical need for all aspects of the communications around the WPL proposals to be cohesive and consistent, including the need for engagement with key figureheads and dedicated communications resources.

Adherence to the Nottingham Model

Red risk 22 identifies to need to communicate Nottingham City Council's Feasibility Study Report to key officers and politicians.

Amber risk 21 refers to the need to follow the fundamental building blocks of Nottingham City Council's WPL scheme to reduce the risk of legal challenge,

deliver value for money and minimise potential delays to the delivery timescales which would affect the 2024 target delivery date.

COVID-19

There are 4 red risks in this category, 23, 24, 26 and 28, and collectively they highlight the unknowns in terms of what the “new normal” will look like in terms of commuting and public transport patronage and the requirement to monitor these behaviours to determine what impact they may have on a future WPL scheme.

Other risks that are not referenced above are categorised as:

Amber risks 29 and 32 cite the WECA’s Bus Service Improvement Plan and initial intention to focus on the Central Core area as positive reasons for developing and introducing a WPL scheme.

Red risk 33 emphasises the need to monitor the Secretary of State for Transport’s response to Leicester City Council’s FBC and proposal to implement a WPL scheme in their city

If Bristol City Council’s ambitious scheme delivery date of 2024 is to be achieved, then early risk mitigation is recommended to address the risks identified in the Risk Register.

Successful mitigation of these risks will ensure Bristol City Council commence the delivery of Stage One of the WPL Route Map in a timely manner, that is robust in all aspects.

Recommendation R22 – Monitor and regularly update the dynamic Risk Register document, with risks that are dealt with being closed, new risks being identified as the scheme develops and adequate mitigation implemented

6.0 Conclusion and Recommendations for Action

Nottingham City Council has conducted a thorough assessment on the readiness of Bristol City Council to develop and implement a WPL scheme. The results of that assessment have been outlined in this Feasibility Study Report.

It is clear that Bristol City Council has an ambitious vision and a clear strategy on how to achieve this. In particular, Bristol City Council aim to make Bristol a carbon neutral city by 2030. To achieve this ambitious vision, it is imperative that the transport projects receive sufficient funding to enable effective implementation and to ensure that they are of the scale required by the ambition.

Nottingham City Council would also like to highlight the extensive amount of supporting studies, data and in-depth information already available to Bristol City Council; this information will positively contribute to the development of a robust WPL OBC, which will be the key output should Bristol embark upon Stage One of the WPL Route Map.

For Bristol City Council to achieve a “go live” date of October 2024 for a WPL scheme, it is essential that the momentum of the past six months is maintained and the WPL Route Map is initiated.

Ahead of commencing Stage One of the WPL Route Map, the Nottingham City Council project team recommend the following steps to be carried out as soon as possible:

1. Engage with, inform and provide the senior management team and politicians with key messages to ensure that they are briefed on the potential WPL scheme
2. Appoint an experienced WPL Project Manager to begin working through the WPL Route Map and the recommendations in this report. Undertaking initial work will ensure that momentum continues and that decision makers are kept sufficiently informed
3. Liaise with relevant resources to begin the creation of a WPL Project Team, advising them of what a WPL is, what they will be expected to contribute to the delivery of a WPL scheme in Bristol, how much of their time is required for the project and when their involvement will be needed based on the WPL Route Map
4. Undertake a costing workshop with Nottingham City Council in order to begin estimating the required budget for each stage and workstream within the WPL Route Map
5. Track the progress of related schemes which are due to take significant steps in the next six months (Bristol CAZ, Bus Back Better, Liveable Neighbourhoods) and assess how any changes impact the proposed WPL Package and the implementation of a WPL scheme in Bristol

Further recommendations are set out in Appendix J and have been linked to the relevant section of the Feasibility Study Report.

Bristol City Council is well positioned to progress with the development of a WPL scheme and following the advice contained within this report will help to reduce the time, cost and risk associated with WPL scheme development. Nottingham City Council will continue to be available to provide its knowledge and experience throughout Bristol's WPL Route Map, offering a "critical friend" role and allowing Bristol City Council to avoid and mitigate the challenges and potential pitfalls involved with the creation of a WPL. Ongoing engagement with Nottingham City Council will ensure that any future WPL in Bristol is fit for purpose and delivered as quickly and effectively as possible, allowing the benefits of the WPL Package to be realised as soon as practicable. The drive, vision and ambition of Bristol City Council is exciting and will clearly lead to a high quality, sustainable transport system in Bristol.

7.0 Appendices

7.1 Appendix A: Bristol Key Terms Glossary

Term	Abbreviation	Description
Atkins Bristol Workplace Parking Levy Scoping Study 2011	Atkins Study	The Atkins Bristol Workplace Parking Levy Scoping Study 2011 was commissioned by Bristol City Council to look into the potential number of Workplace Parking Places (WPPs) there may be in Bristol for all three potential WPL schemes (Central Core, Expanded Central Core and Citywide scheme areas). The study outlines the methodology used by Atkins to estimate the potential number of WPPs along with the costs to implement and operate a WPL scheme in Bristol (2011 prices).
Bus Back Better		In September 2019, the central government set out the Bus Back Better strategy. The strategy sets out the vision and opportunity to deliver better bus services for passengers across England through an ambitious and far-reaching reform of how services are offered and delivered. Bristol City Council will be publishing a Bus Service Improvement Plan which will be developed with local operators, community transport bodies and local businesses. The plan will set out the strategy and objectives along with a detailed proposal as to how the objectives will be achieved and bus use will increase. The Bus Service Improvement Plan will request funding from the DfT's COVID-19 Bus Services Support Grant and the Bus Service Operators Grant in order to deliver the plan ²⁰ .
Central Core		The Central Core area is one of the three geographic options being considered by Bristol City Council for a proposed WPL scheme. It covers the major areas of employment within central Bristol and follows the boundary of city centre activity. From discussions held with Bristol City Council officers, the Central Core area is the preferred geographic option for a WPL scheme.
Citywide		The Citywide area is one of the three geographic options being considered by Bristol City Council for a proposed WPL scheme. It is the least preferred option. The Citywide option would cover the entire Bristol City Council administrative area and would therefore affect all businesses based in Bristol.
Clean Air Zone	CAZ	A CAZ is a defined area where vehicles that have tailpipe emissions which are not compliant with the pollution limits set by a local authority are charged daily for entering. Bristol City Council are hoping to have a CAZ in place from Summer 2022. The Bristol CAZ will be for Class D vehicles (cars, private hire vehicles, taxis, LGVs, buses, coaches and HGVs) and will cover the Bristol city centre region. The fee for Bristol's CAZ is set at £9 per day for cars, private hire vehicles, taxis and LGVs while buses, coaches and HGVs will be charged £100 per day.
Draft West of England Local Cycling and Walking Infrastructure Plan		The West of England Local Cycling and Walking Infrastructure Plan is a significant and exciting first step towards transforming active travel in the region. The plan proposes capital investment of £411m by 2036 and is the result of a collaborative effort between the West of England councils, the WECA and local stakeholder groups.
Expanded Central Core		The Expanded Central Core area is one of the three geographic options being considered by Bristol City Council for a proposed WPL scheme. The Expanded Central Core corresponds with the area covered by the proposed Residents Parking Zone "inner ring", which would discourage parking displacement on to residential streets by employees of organisations subject to a WPL.
City Region Sustainable Transport Settlement	CRSTS	The funding provides the necessary major investment for local transport priorities. The CRSTS is a follow up investment in local transport networks. This new fund stems from the announcement made by the DfT that eight eligible English city regions would receive £4.2 billion of additional funding for local transport networks.
Joint Local Transport Plan 5	JLTP5	A Joint Local Transport Plan (JLTP) sets out the transport vision for all authorities within a combined authority. The WECA currently have a JLTP4 that has set out the transport vision from 2020 until 2036. The JLTP4 will be replaced in 2023 by the JLTP5.

²⁰ Department for Transport – Bus Back Better - [link](#)

		A WPL scheme in Bristol will form part of the JLTP5; as well as tackling air quality and congestion on its own, a WPL will also be used to fund some of the other measures within the Plan
One City Plan		The One City Plan outlines Bristol's vision for the city in 2050 and confirms the strategy to achieve the objectives. The plan contains six themes which are responsible for achieving each objective. Each theme has a governing board made up of experts and a cross-section of partners and citizens, who refine the annual objectives as well as ensuring the delivery of the overall objectives. ²¹ All the initiatives within the One City Plan are underpinned by the UN Sustainable Development Goals, which provide an internationally recognised framework to benchmark the city's aspirations and progress. The One City Transport Board sits under the "Connectivity" theme and the WPL scheme will feature prominently as a discussion topic at this forum once the project begins.
Small Employer Discount Threshold		Employers who provide below a certain number of LWPPs within the WPL scheme area are exempt from paying the WPL charge. However, these employers are still required to license each year. In Bristol, this threshold is yet to be determined. In Nottingham, employers and any associated employers who between them provide 10 or fewer LWPPs in total at all of their premises within Nottingham City Council's administrative boundary are exempt from paying the WPL charge.
Transforming Cities Fund 2 TCF2		The Transforming Cities Fund is a £2.45 billion capital grant transport fund aimed at driving up productivity through investments in public and sustainable transport infrastructure in some of England's largest city regions. The funding is for improvements into infrastructure such as new active travel routes, smart ticketing and smart traffic controls. The last tranche of the fund was known as Transforming Cities Fund 2. The WECA received £103 million of funding as a mayoral combined authority.
West of England Combined Authority	The WECA	South Gloucestershire Council, Bath & North East Somerset Council and Bristol City Council make up the West of England Combined Authority. The WECA was formed in 2017 to champion the region and drive clean and inclusive economic growth, with a central mayor collectively elected by South Gloucestershire Council, Bath & North East Somerset Council and Bristol City Council. The cabinet is made up of the Mayor of the West of England along with the leaders of each member council. ²² Although not included within the WECA, North Somerset Council is considered a key partner and for the purposes of the WPL project, their inclusion has been requested.

²¹ One City Plan - [link](#)

²² West of England - [link](#)

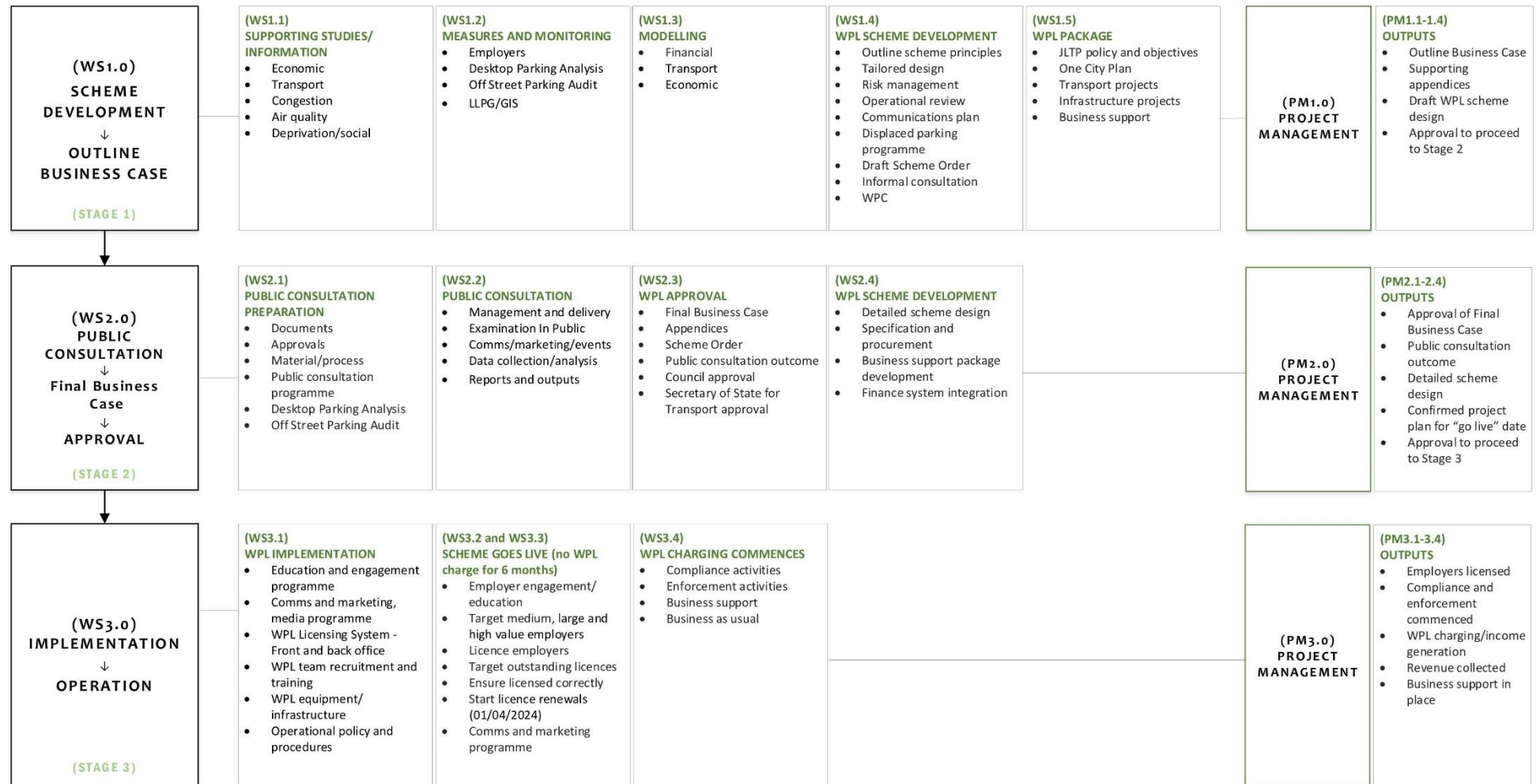
7.2 Appendix B: WPL Glossary

Term	Abbreviation	Definition
Business Support		A service currently offered by Nottingham City Council to businesses within the Nottingham City Council administrative area. The support includes running workshops and on-site events to provide sustainable transport advice to staff. Nottingham City Council set up business support under the Workplace Travel Service team. The team provide advice and small grants (up to £10,000) to businesses. The grants are provided to encourage local businesses to support the uptake of sustainable transport. Examples of what companies use the grant money for include, car park barriers, changing and shower areas, bicycle shelters, etc.
Displaced Parking		The displacement of commuters from on-site to on-street following the implementation of a charge (e.g. WPL). In Nottingham, once the WPL went live there was a displacement of commuter parking; this mainly occurred at industrial estates where there is usually a lack of on-street parking restrictions.
Liabile Workplace Parking Places	LWPPs	A liable workplace parking place is a parking place provided by an employer that is occupied by a vehicle which is used by an employee, pupil, student or regular business visitor. A regular business visitor is a consultant, contractor, supplier, agency staff or other business visitor attending a regular place of work. A regular place of work is a premises that a regular business visitor parks at and attends on three or more days over a 14-day period. LWPPs are parking places that are liable for the WPL charge.
Off-Street Parking Audit	OSPA	An Off-Street Parking Audit is an activity which the WPL Project Team may choose to conduct in order to gather a thorough audit of the potential number of LWPPs a local authority may have within their designated WPL scheme area. The OSPA is usually conducted as a survey with employers. The results from the OSPA inform the financial modelling that is required as part of the FBC which must be submitted to the Secretary of State for Transport.
Outline Business Case	OBC	The Outline Business Case sets out the preliminary thoughts regarding a proposed WPL scheme. It contains the information needed to help the local authority make decisions regarding the adoption of the project. It states envisaged outcomes, benefits and potential risks associated with the proposal. The OBC includes any studies conducted during Stage One of the WPL Route Map.
Personal Journey Planning		A service offered by the Workplace Travel Service team as part of the business support they provide. Personal Journey Planning is the assistance of planning journeys to and from work for employees of a business who wish to use more sustainable methods of transport.
Red Tape Challenge		Introduced in April 2011, the Red Tape Challenge was a government-wide initiative aimed at reducing bureaucracy, giving businesses and the general public an opportunity to comment on statutory rules and regulations to decide which should be improved, kept or removed. The Red Tape Challenge was applied to all areas of transport.
Traffic Management Programme		A programme that identifies issues and solutions within the displaced parking work stream such as junction protection, no waiting and limited waiting.
WPL Licensing System		The WPL Licensing System is an online IT system through which employers register and update the number of LWPPs that they license for at each premise.
WPL Route Map		The WPL Route Map outlines the key workstreams that a local authority must undertake and complete to successfully develop and implement a WPL scheme. The WPL Route Map is based on Nottingham's experience as the first and only local authority to have successfully implemented a WPL in the UK to date. The WPL Route Map is split into three stages: Stage One: Scheme Development and Outline Business Case Stage Two: Public Consultation and Approval Stage Three: Implementation and Operation.
Workplace Parking Charge	WPC	The Workplace Parking Charge is a car park management system introduced by Nottingham City Council following the implementation of

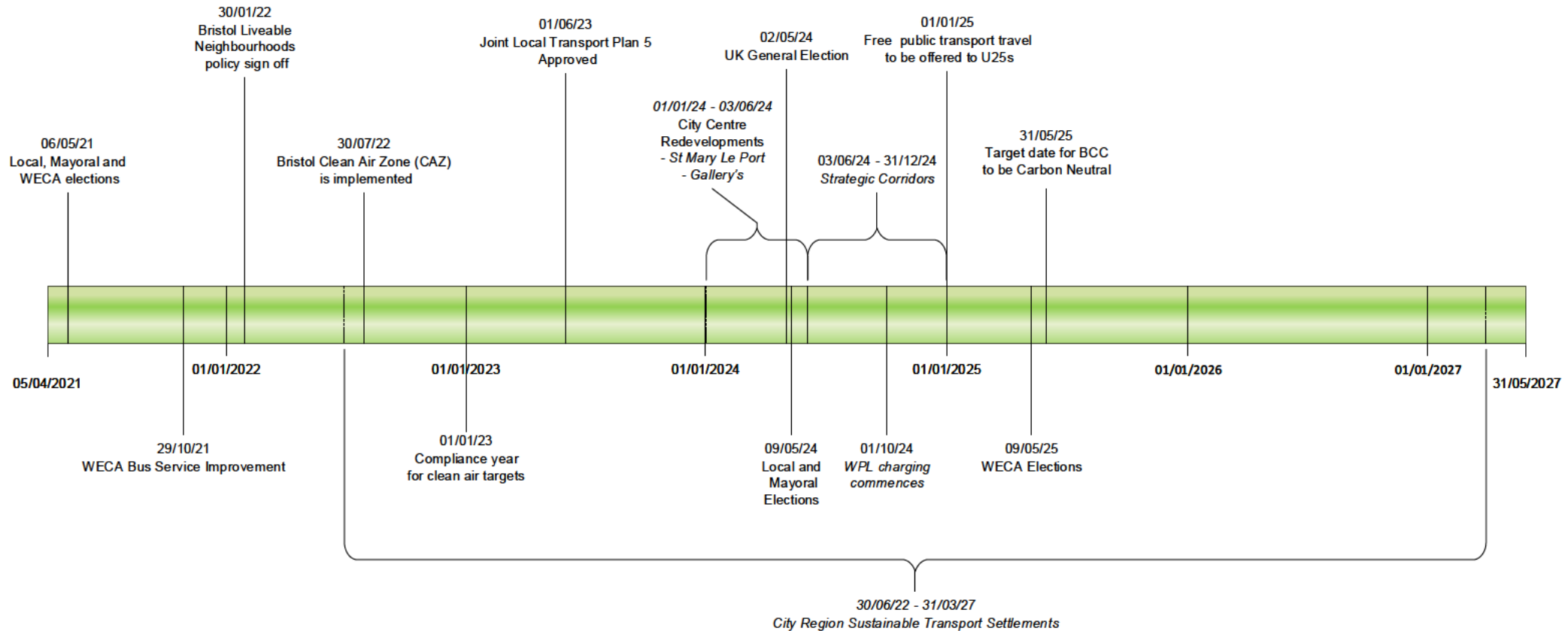
		its WPL scheme. The aim of the WPC is to offset Nottingham City Council's own car parking liability. The WPC places an annual charge on Nottingham City Council employees who wish to drive to work and the charge is taken from an employees' salary each month. The parking charge is graded via salary therefore each individual relatively pays the same amount in proportion to their salary.
Workplace Parking Levy	WPL	A Workplace Parking Levy is a charge on employers who provide workplace parking. It is a type of congestion charging scheme that local authorities are able to implement under the Transport Act 2000. A local authority may introduce a WPL to tackle problems associated with traffic congestion, by both providing funding for major transport infrastructure initiatives and by acting as an incentive for employers to manage their workplace parking provision.
WPL Package		It is a legal requirement of the primary legislation (Transport Act 2000) that WPL scheme revenue is ring-fenced for the delivery of Local Transport Plan policies and objectives. It will be necessary for any local authority that is considering a WPL to identify what the WPL scheme will be expected to contribute towards and confirm how it is an essential part of the delivery of their Local Transport Plan strategy.
Workplace Parking Places	WPPs	A parking place at a premises inside a local authority's scheme area, occupied by a vehicle used by an employee, pupil, student or regular business visitor. Workplace parking places are not necessarily marked or designated spaces. All employers may provide WPPs. For example, a disabled parking place is still considered a WPP.
WPL Operational Team		The WPL Operational Team is comprised of administrative and operational staff. The administrative staff respond to emails and phone calls, assisting employers with payment and licensing issues. The operational staff visit premises within the administrative boundary to ensure that employers are licensing correctly and assist with any queries face-to-face. In Nottingham, the operational staff take a compliance based approach and work with employers on an educational basis to ensure that they licence correctly.
WPL Project Team		The WPL Project Team are responsible for developing and implementing a WPL scheme. The WPL Project team will usually consist of a programme manager, project manager, project officers, administrative staff and specialists. The WPL Project Team will work with consultants and other service areas across the local authority to successfully develop and implement the WPL scheme.
WPL Scheme Order		A WPL Scheme Order is a required legal document that sets out the details of the WPL scheme. It is the legal means by which WPL is implemented. No WPL scheme can be applied without an approved scheme order as it is the secondary legislation that permits a local authority to run a WPL scheme.

7.3 Appendix C: WPL Route Map

WPL ROUTE MAP | WPL SCHEME FOR BRISTOL CITY COUNCIL

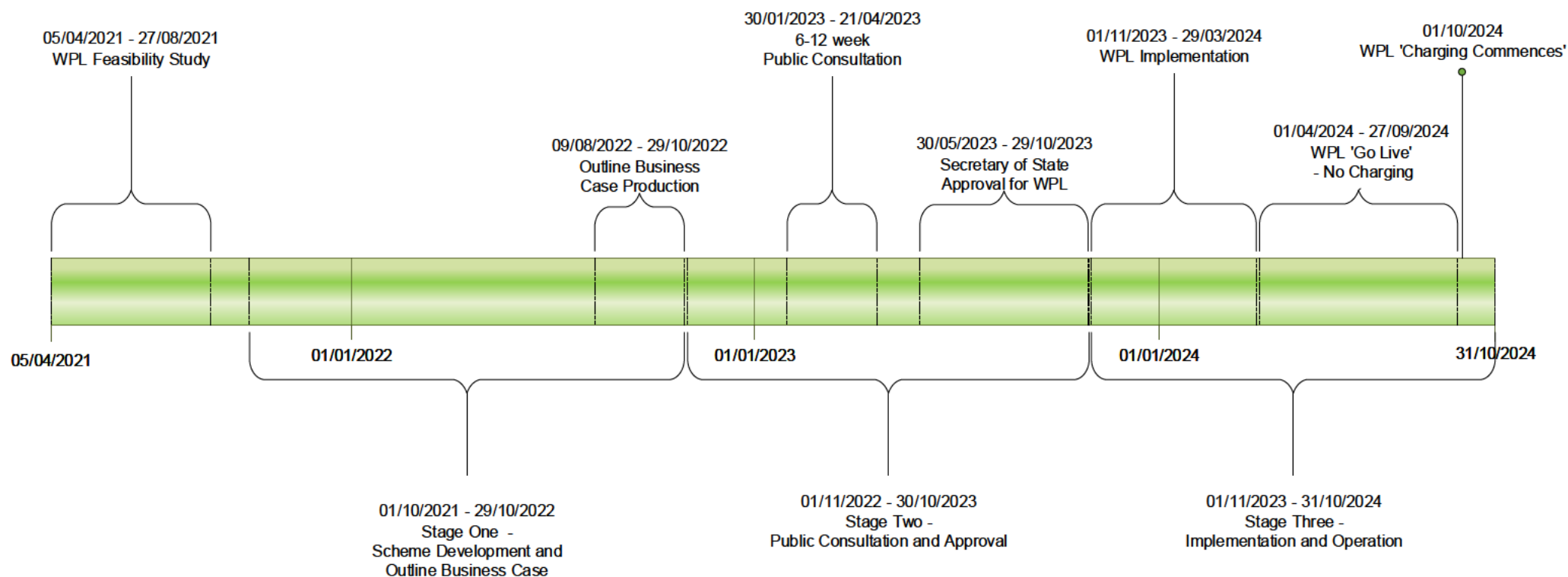


7.4 Appendix D: Milestones and Dependencies Timeline

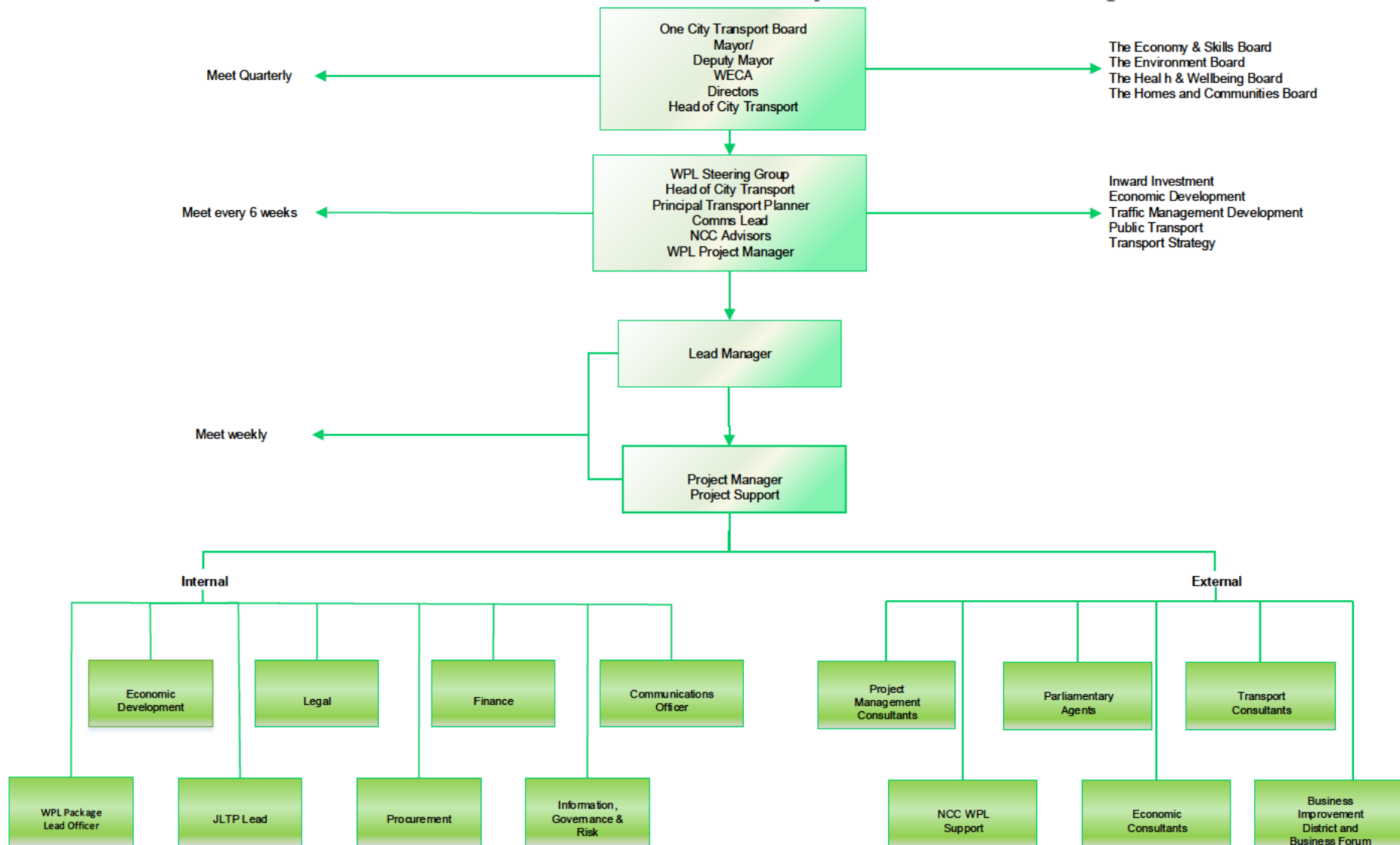


Italics = dates that are not fixed.

7.5 Appendix E: Timeline for a Bristol WPL Scheme



7.6 Appendix F: Governance and Project Team Structure

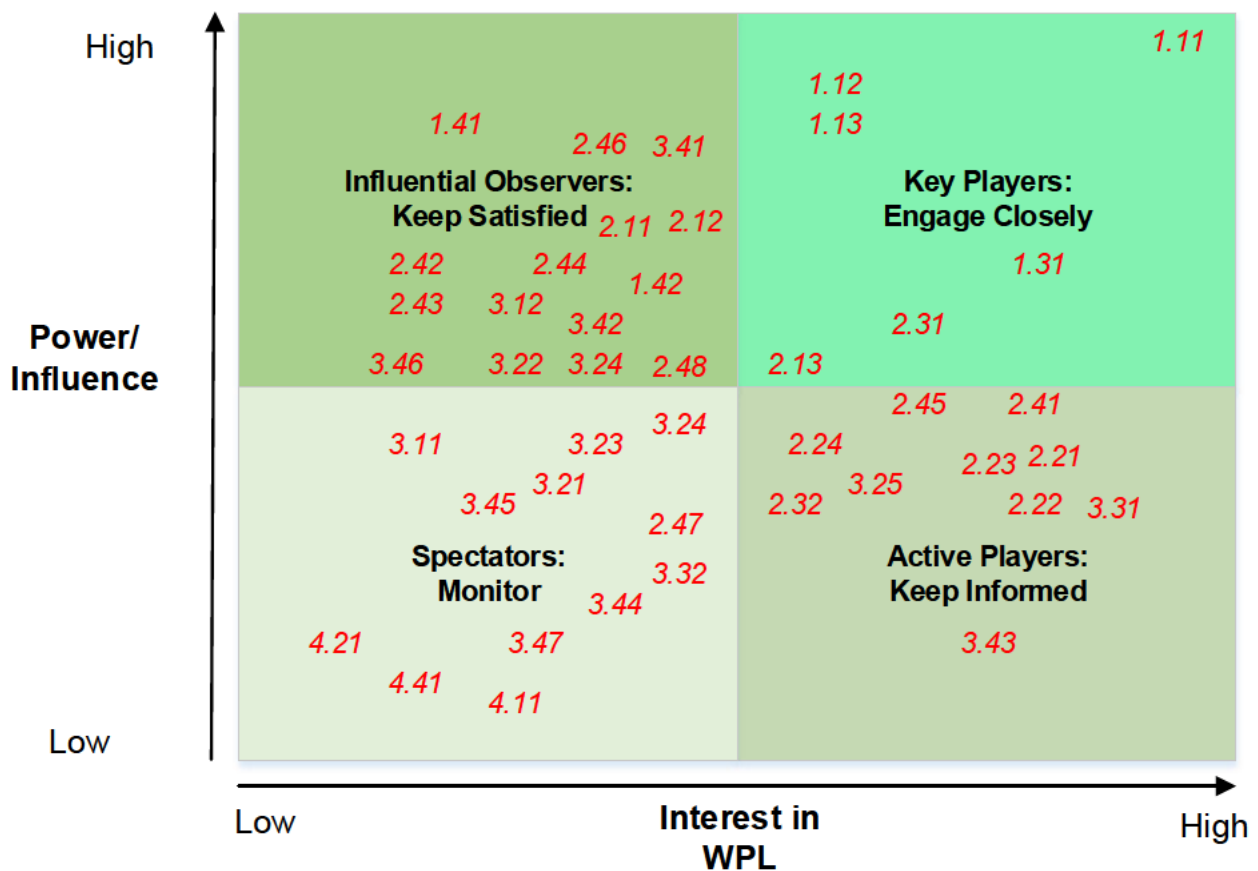


7.8 Appendix G: Stakeholder Radar



Level	Meaning
V	Vital to engage
N	Necessary to engage
G	Good to have engaged
C	Courtesy to inform

7.9 Appendix H: 2X2 Power/Influence by Interest in WPL Matrix



7.10 Appendix I: Risk Register

CONSTITUENT RISKS TO BE MANAGED										
	Constituent Risk Description	Opening Threat Level e.g. 2x4=8			Risk Management Counter Measures & Actions	Status	Owner	Latest Threat Level e.g. 2x4=8		
Political Climate										
1	As the UK moves out of the transitional period and into a post-Brexit economy, there could be negative impacts on employers in the short to medium term. Any negative impacts on employers may reduce the political will for a WPL scheme in Bristol, which in turn could see the development of a scheme being delayed or even postponed.	3	4	12	The impacts of Brexit are still emerging and there is the possibility that the COVID-19 pandemic is also masking the impacts. Engagement held with Bristol City Council officers indicated that they accept that businesses may seek to use Brexit/COVID-19 as a reason to avoid/delay the need to deal with poor air quality and the issue of congestion. A strong Stakeholder Management Strategy and Communications Plan with key messages that are supported by facts will help Bristol City Council to put forward the need to tackle poor air quality and congestion now more than ever.	Open	AC	3	4	12
2	The unknown impact of Brexit on the government and local authorities could cause delays in the short to medium term plans to implement a WPL scheme in Bristol, which impacts the target October 2024 “go live” date.	3	5	15	The impacts of Brexit are still emerging and there is the possibility that the COVID-19 pandemic is also masking the impacts. A post-Brexit and post-COVID-19 economy could mean that there are grants and funding available from the government, which strengthens the case for a WPL.	Open	AC	3	5	15
3	The awarding of grants from the government to local authorities for sustainable transport projects/transport infrastructure plans could pose a threat to the likelihood of approvals for future WPL schemes.	3	4	12	The government has promised local authorities additional money for public transport infrastructure (buses) and active travel. However, the grants will not be enough to fund the future sustainable transport projects for local authorities. As a result, schemes such as a WPL will be viewed as a positive as it will show the government evidence of match funding.	Open	AC	2	3	6

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8	If Bristol City Council does not recruit or faces delays in procuring the resources recommended in the project structure, then there could be significant delays to the project which would put the provisional target October 2024 "go live" date at a high risk of failure.	3	5	15	There is a common activity (restructure) taking place at Bristol City Council. This process will review project management resourcing and seek to ensure appropriate provision is made for all projects. Bristol City Council recently went into contract with a strategic partner, Arcadis. This will also enable use of additional resources as required.	Open	AC	3	5	15
9	There is insufficient understanding and appreciation of the amount of work and resources required for Stage One of the WPL Route Map e.g. for studies/data etc. and the necessity for this information to inform the OBC, communications activity etc.	3	5	15	Consider using VOA/business rates databases to gather detailed data on employment "make-up" within Bristol.	Open	AC	3	5	15
10	If key Bristol City Council officers move on, the WPL project could be delayed due to loss of knowledge transfer, expertise and continuity.	4	4	16	Bristol City Council acknowledges this is always going to be a risk but is not deemed as a high risk.	Open	AC	2	4	8
11	If Bristol City Council do not engage expert WPL advisors in some capacity during Stage One, then they could face increased costs and timeframes during the scheme development phase. The quality of the scheme offer could also be reduced.	3	5	15	Bristol City Council will be engaging with consultants who have proven experience of delivering and operating WPL schemes.	Open	AC	1	4	4
12	Bristol City Council not acquiring or being delayed in engaging with the appropriate external specialist consultancy support that will be necessary for the successful delivery of Stage One.	3	4	12	Bristol City Council will be engaging with the relevant specialists to ensure that there are no delays to the successful delivery of Stage One.	Open	AC	2	4	8
13	The time taken to procure and secure the appropriate resources for the WPL Project Team means that there may be a delay in the transfer of knowledge, understanding, scope and details of delivering a WPL scheme; leading to progress in delivering Stage One workstreams being delayed.	3	4	12	Bristol City Council officers will be holding early engagement with the Bristol City Council procurement team to identify issues and resolve any potential problems and delays.	Open	AC	2	4	8
14	If Bristol City Council does not ensure that an updated parking survey is commissioned prior to or early on in Stage One, then the financial modelling and ultimately the OBC will not be robust and will be liable to challenge.	3	4	12	Bristol City Council officers agree that urgent parking data must be prioritised on the Central Core and some on the Expanded Central Core.	Open	AC	2	4	8

Communications										
15	If key internal stakeholders are not adequately briefed and "on message" and inaccurate information is put into the public domain, then the development of the WPL scheme could be inhibited in certain areas and there could be revenue implications.	3	4	12	Bristol City Council officers will prepare briefing documents for key internal stakeholders to ensure that they are adequately briefed and "on message" at all times.	Open	AC	2	2	4
16	A lack of communications activity with the appropriate stakeholders will result in delays to the workstreams and project, as well as misinformation regarding the project. There is a need for an experienced Communications Officer.	3	4	12	Bristol City Council has internal communications specialists in mind for a WPL project.	Open	AC	2	3	6
17	There is a risk that if a communications strategy is not in place with consistent and detailed proactive and reactive key messages, then inconsistencies with information released by Bristol City Council into the public domain could result in misinformation, undermining the integrity of the scheme.	3	4	12	Bristol City Council will be using the Feasibility Study Report and appendices produced by Nottingham City Council to develop their communications strategy.	Open	AC	2	3	6
18	It is essential to have a key figure(s) to front and represent the WPL scheme proposal. Any changes in this key figure(s) will have a detrimental impact on the promotion and reputation of the scheme, especially in Stages One and Two.	3	5	15	Adam Crowther will be providing an update on the WPL to Councillor Don Alexander, Cabinet member for Transport.	Open	AC	3	3	9
19	Any delays to an approved vision outlining the benefits of the WPL scheme could see increased objections from employers, resulting in negative media coverage and making it more difficult to gain scheme approval, particularly in the context of the Red Tape Challenge review to address key business concerns.	3	4	12	The Bristol City Council WPL Project Team will link the WPL deliverables to the One City Plan and communicate into the public domain.	Open	AC	2	3	6
20	Any delays to an approved vision outlining the benefits of the WPL scheme could see delayed support and less vocal backing from environmental groups during the informal engagement/public consultation process, making it harder for Bristol City Council to gather wider support.	3	3	9	The Stakeholder Management Strategy and Communications Plan workstream identifies a suite of products to be developed for target groups. Engagement with the environmental lobby as early as practicable is recommended. Bristol City Council officers will be engaging with the environmental lobby as a priority once all the necessary requirements required for the OBC have been fulfilled.	Open	AC	2	2	4

Adherence to the Nottingham Model

21	Nottingham City Council are in a unique position as the only local authority to have developed, delivered and operated a WPL scheme. If Bristol City Council choose not to follow the fundamental building blocks of Nottingham's WPL scheme, then any Bristol WPL scheme is at higher risk of legal challenge, leading to increased costs for further scheme design and potential delays to the delivery timescales and the target October 2024 "go live" date.	3	5	15	Bristol City Council recognise the need to follow the fundamental building blocks of Nottingham City Council's WPL scheme and are cognisant of the availability of advice and experience from Nottingham City Council's practitioners as to how Bristol's scheme would benefit from Nottingham's learning to reduce risk, optimise expenditure and achieve the target delivery date.	Open	AC	2	2	4
22	Bristol City Council does not identify and allocate the necessary funding for the internal/external resources that are required to commence the delivery of Stage One and associated workstreams.	3	5	15	Bristol City Council officers will communicate the Feasibility Study Report via briefings to key officers/politicians. The engagement with key officers and politicians will allow the Bristol City Council officers to identify potential costs, timescales and risks	Open	AC	3	4	12

COVID-19

23	The outbreak of the COVID-19 pandemic has had an effect on the ability for local businesses to operate and their performance. The end of the extended furlough scheme could see some businesses reduce operations leading to a smaller number of liable employers within a future Bristol City Council WPL scheme area. There is a possibility that this could reduce the total number of LWPPs.	3	4	12	The effect of COVID-19 on businesses and their ability to operate is still unknown. Nottingham City Council can provide data based on the licensing behaviour of its employers that are licenced for the WPL scheme. It is felt that in the short-medium term, there will not be the same levels of provision as pre-COVID levels. The post-COVID working arrangements will need to be reflected in the financial model. The furlough scheme now requires a contribution from employers, however the whole scheme has been extended until 30/09/21 and therefore the impact will not be known for some time. Bristol City Council is considering a target October 2024 "go live" date - it is expected a clearer picture will be visible by then. Bristol is seeing an increase in traffic volumes. The availability of other modes of transport delivered as a result of a WPL scheme is a positive.	Open	AC	3	4	12
24	The outbreak of COVID-19 has seen an increase in the number of employees working from home. The ability and practicality of some employees being able to work from home could see businesses downsize their office space and in turn reduce the number of LWPPs they provide.	3	4	12	The situation is dynamic and the medium-long term implications of COVID-19 on the provision of LWPPs is as yet unknown. It is felt likely that there will not be the same levels of provision as pre-COVID and this will need to be reflected in the financial model. Nottingham City Council can provide data based on the licensing behaviour of its employers as a result of COVID-19. It is yet to be seen what the impact of COVID-19 is on some businesses. The new post-Covid working models are unknown, therefore Bristol City Council will be monitoring to gain a clearer picture. Bristol City Council officers agree that the best reference point is the Nottingham WPL Licensing System and how this is being impacted.	Open	AC	3	4	12

25	Further clarity is required on the vision of a WPL in the context of enhanced public transport plans (S-M-L). Additionally, the prevalence of social distancing measures until the “new normal” could lead to concerns about increased investment in public transport infrastructure.	2	4	8	The situation is dynamic and the medium-long term implications of COVID-19 on the use of public transport is as yet unknown. Whilst there will be a short-medium term reduction in the patronage of public transport, it is felt likely that pre-COVID levels will be seen at some future stage and public confidence will return. The government published a Roadmap to Recovery with an end to social distancing on 19th July 2021 and return of remaining industries. Public transport patronage is to be monitored by Bristol City Council. The government’s extensive vaccine programme rollout is ongoing. The ongoing risk posed by COVID-19 variants, e.g. at present the Indian/Delta variant appears to be prevalent and the impact on further lockdown restrictions in Bristol should be monitored.	Open	AC	2	4	8
26	The long-term impacts of social distancing on public transport usage/capacity is as yet unknown and should be kept under review during scheme development. There is a risk that there could be reduced patronage on public transport, which could impact upon the proposed WPL package. The WPL vision may therefore need to be reviewed.	3	4	12	The vaccination program is underway and will be ongoing. As the restrictions begin to ease, it is expected that more people will return to the workplace and public transport usage will increase too.	Open	AC	3	4	12
27	The economic impact felt by S-M-L businesses from the effects of COVID-19 could lead to increased non-cooperation as part of the data collection during the OSPA, which undermines the financial model and the OBC.	3	3	9	Bristol City Council will be monitoring the recovery of businesses and a sensitive approach will be adopted. Bristol City Council will be undertaking proactive stakeholder engagement when engaging with businesses, to ease fears.	Open	AC	3	3	9
28	The long-term effects on physical and mental health as a result of the COVID-19 pandemic could lead to commuters being more reliant on cars as opposed to using public transport.	4	4	16	Bristol City Council officers will monitor the situation.	Open	AC	4	3	12

Other										
29	Bus Back Better strategy – if Bristol City Council receives significant funding then the scope of the WPL Package could be reduced. If less funding is required for the WPL scheme then it could put the project and scheme in doubt.	3	4	12	Bristol City Council officers feel that receiving a significant amount of funding from the Bus Back Better strategy could make it easier to implement a WPL scheme. There will never be enough money for the city's transport needs. WPL revenue would still be required for a mass transit system, as outlined in the One City Plan.		AC	2	3	6
30	The implementation and direct impact of a CAZ could see air quality levels reduce significantly. As a result, there may be no need for a WPL scheme.	3	5	15	The CAZ is not expected to significantly reduce traffic volumes and is not expected to have a significant impact on the requirement for a WPL scheme. The potential issue of "double charging" of vehicle users i.e. pay the CAZ and a WPL charge by their employer, will offset the WPL liability.	Open	AC	2	2	4
31	If Bristol City Council do not have an effective procurement strategy in place to commission studies and bring in expert consultants, they could face delays in initiating and completing the WPL Route Map to develop and implement a WPL scheme.	4	4	16	Bristol City Council opts for a middle ground for projects such a WPL. They will use a mix of internal resources and consultants, as appropriate. Bristol City Council has a strategic partner which could see a greater use of consultants. Bristol City Council also has a strategic partner for procurement.	Open	AC	2	3	6
32	The Bristol City Council desire and justification to develop a WPL scheme may be reduced if the potential number of places is less than the estimates of the Atkins Study.	4	4	16	Bristol City Council officers are confident that initially a Central Core scheme can be delivered, with a view to expanding in the future.	Open	AC	3	3	9
33	If the Secretary of State for Transport rejects Leicester City Council's WPL FBC then this could have a bearing and impact on the Bristol WPL scheme development.	4	4	16	Bristol City Council officers will monitor the situation.	Open	AC	4	4	16

7.11 Appendix J: Recommendations

Reference	Page(s)	Recommendation
R1	<u>11</u>	Review relevant economic, transport, congestion, air quality, deprivation and social inclusion/exclusion studies and ensure that they are up to date
R2	<u>11</u>	Assess the need to commission new studies where information in current studies is out of date
R3	<u>11</u>	Carry out an OSPA to understand the “make-up” of employers and form a baseline dataset for scheme development
R4	<u>12</u>	Commission Nottingham City Council to conduct a desktop parking exercise using multiple regression analysis and based on Nottingham’s live WPL Licensing System, to estimate how many LWPPs Bristol may have
R5	<u>12</u>	Model the transport, financial and economic elements of the WPL scheme to illustrate how it would operate and fund future transport projects
R6	<u>13</u>	Introduce a risk management strategy and regularly update the Risk Register
R7	<u>13</u>	Draft a WPL Scheme Order
R8	<u>13</u>	Introduce and progress the displaced parking workstream to tackle the potential displacement of commuter parking
R9	<u>13</u>	Consider the introduction of a car park management scheme at Bristol City Council premises, where commuter parking occurs
R10	<u>14</u>	Outline the transport package that will be funded by the revenue generated from a WPL scheme
R11	<u>16</u>	Develop a detailed public consultation programme including specified timeframes, activities and methodology
R12	<u>17</u>	Carry out a robust public consultation programme to engage and consult with all key stakeholders
R13	<u>22-23</u>	Monitor the new working arrangements and commuter travel behaviour as a return to a “new normal” begins, following the lifting of lockdown restrictions as a result of the COVID-19 pandemic
R14	<u>24</u>	Regularly review and update the Milestones and Dependencies Timeline
R15	<u>26</u>	Conduct a “feet on the ground” OSPA that factors in any questions from the previous Atkins Study
R16	<u>26</u>	Identify and include any existing displaced commuter parking counts in the WPP estimations (for example, on-street parking around industrial estates)
R17	<u>27</u>	Review the list of sites visited by Atkins and cross-reference with VOA data, in order to begin categorising employers by size and industry
R18	<u>28</u>	Conduct further research into the cost of parking provided by private companies
R29	<u>29</u>	Conduct a survey in Stage One to further understand commuter behaviour across the Bristol region
R20	<u>31-36</u>	Follow the Governance and Project Team Structure outlined in Appendix F and Section 5.4
R21	<u>37-44</u>	Create a Stakeholder Management Strategy and Communications Plan to identify stakeholders and ensure that their interest levels are maintained or increased
R22	<u>45-49</u>	Monitor and regularly update the dynamic Risk Register document, with risks that are dealt with being closed, new risks being identified as the scheme develops and adequate mitigation implemented

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