

# Transport and Environment Committee

10.00am, Tuesday, 3 June 2014

## Delivering the Local Transport Strategy 2014-2019: Parking Action Plan

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|--------------------------|---|
| <b>Item number</b>       | 7.3   |
| <b>Report number</b>     |   |
| <b>Executive/routine</b> | Executive   |
| <b>Wards</b>             | 5 – Inverleith<br>9 – Fountainbridge/Craiglockhart<br>10 – Meadows/Morningside<br>11 – City Centre<br>12 – Leith Walk<br>15 – Southside/Newington |

### Executive summary

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At its meeting of 14 January 2014, the Transport and Environment Committee considered reports on the Local Transport Strategy 2014-2019 (LTS) and the results of the Parking Satisfaction Survey.

The new LTS contains a number of objectives and policies related to parking and commits to taking forward a series of related actions, as part of a revised Parking Action Plan. This report sets out a proposed way forward towards implementing the actions, thereby assisting the Council in meeting objectives within the LTS. It includes anticipated timescales and associated cost implications.

The results of the Parking Satisfaction Survey revealed clear support for the roll-out of shared-use parking and visitor permits. These are actions already within the Parking Action Plan.

This report details how the proposed actions, and their outcomes, can be achieved. Further reports on progress on the various elements will be submitted to future meetings of this Committee.

### Links

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#### Coalition pledges

**Council outcomes** [CO22](#), [CO23](#), [CO24](#) and [CO26](#)

**Single Outcome Agreement** [SO4](#)

## Delivering the Local Transport Strategy 2014-2019: Parking Action Plan

### Recommendations

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- 1.1 It is recommended that the Committee:
  - 1.1.1 notes the content of this report;
  - 1.1.2 agrees to the commencement of the preparatory and investigatory work on the individual workstreams identified within this report; and
  - 1.1.3 requests that a report be submitted to Committee in January 2015 that will cover: shared use parking, visitor permits, the overall approach to charging, Sunday parking on main routes, extending controls to evenings and weekends and measures to manage demand for permits.

### Background

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- 2.1 At its meeting of 14 January 2014, Committee approved the adoption of the draft Local Transport Strategy 2014-2019 (LTS), setting out the transport policies and actions for the next six years.
- 2.2 At the same meeting, Committee considered a report on the findings of the recently conducted Parking Satisfaction Survey. Almost 70,000 leaflets were distributed within the Controlled Parking Zones (CPZ) and Priority Parking Areas (PPA), seeking opinions on parking within these areas of parking controls. Having analysed the responses that were received, the report noted that the main concerns expressed by respondents were related to difficulties in finding parking space and a desire to see Visitor Permits introduced across the CPZ.
- 2.3 The LTS sets out nine high level outcomes – parking and its management is fundamental to delivering all nine. It includes eight objectives and a policy framework relating to parking. The Council has an existing Parking Action Plan, set out in the previous LTS 2007, which seeks to deliver its policies and objectives. The new LTS commits to review this action plan.

- 2.4 This report sets out new and revised actions that relate to on-street parking within the Controlled Parking Zone (CPZ). In doing so it builds on the 2007 Parking Action Plan, the short term actions listed in the LTS and on public feedback received to the Parking Satisfaction Survey. In addition, consideration is also given to other potential changes that would ensure that parking across all controlled areas is treated in an equitable manner and to the maximum benefit of its users.

## Main report

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- 3.1 This report gives details of eight broad themes or distinct proposals related to on-street parking provision within the CPZ. It provides a brief description of the nature of each theme/proposal, explaining the policy reasons behind each and indicating the necessary work required to bring forward detailed proposals. Where possible, indications of anticipated timescales and budgetary requirements will also be provided.

### Rollout of Shared-Use Parking

- 3.2 CPZs are typically introduced in areas where competing demands result in a need for parking management. In Edinburgh, until 2006, that management took the form of allocating space to specific user groups, such as permit holders, pay-and-display users etc. While this approach has allowed the CPZ to cater for those groups individually, it allows very little flexibility. As situations change, parking allocation may also be changed, through the necessary legal process.
- 3.3 In 2006 and 2007, the implementation of the extended zones of the CPZ introduced Shared-Use parking to Edinburgh. While some space was allocated for particular groups, Shared-Use offered parking provision that was inherently flexible, being usable for different purposes. In particular, Shared-Use offered permit holders and pay-and-display customers the opportunity to share the same on-street space.
- 3.4 It is evident from looking at parking patterns for many areas in the city that residential parking demand is highest from late afternoon through to early to mid-morning. Between mid-morning and late afternoon residential demand drops, but demands for other uses, such as pay-and-display, rises. In a CPZ where all space is allocated to particular uses, this difference in demand results in empty permit holder spaces that cannot be used for other purposes and too few pay-and-display opportunities.

- 3.5 Within the original ten zones of the CPZ demand for permit space outstrips supply. Throughout the working day, however, many permit spaces lie unused. Shared-Use is unlikely to address fully the current over-subscription of resident permits that exists within the CPZ. It has the potential, however, to redress at least some of the current imbalance by giving permit holders access to additional space, whilst allowing others to use that same space at other times of the day when there are lower levels of residential demand.
- 3.6 The results of the Parking Satisfaction Survey showed that one of the main concerns that residents of the CPZ had was a lack of available space. They also indicated that there was broad support for the notion of Shared-Use parking.
- 3.7 While shared use parking already exists within the central and peripheral zones of the CPZ, these have been introduced in response to permit holder complaints as a means of addressing local parking pressures. To date, just over five hundred shared use spaces exist within these ten zones, with almost four hundred of those being located within zones 1 to 4.
- 3.8 With a commitment to introduce shared use parking within the LTS and evidence of public support for such provision, it is now proposed to prepare a detailed proposal, with objectives in line with the new Local Transport Strategy and draft Street Design Guidance. In summary, the objectives would be:
- (a) to increase the supply of on street parking available for residents' use;
  - (b) to increase the ability of shoppers and other visitors to park in locations convenient to them;
  - (c) to protect the ability of pedestrians to cross streets on desire lines;
  - (d) to protect and improve conditions for cyclists and for buses and bus passengers; and
  - (e) to ensure that sufficient opportunities for loading exist.
- 3.9 In order to realise an increase in the amount of space available it will be necessary to transfer existing single yellow line provision to shared use parking places. Simply changing existing parking places to shared use would not gain sufficient space either to improve parking availability for residents or to support other elements of the Parking Action Plan, such as evening or weekend parking controls.
- 3.10 These objectives behind shared use parking will mean that the outcomes of the process are likely to be:
- (a) a significant transfer of existing permit holder parking places and pay-and-display parking places to Shared-Use; and
  - (b) a transfer of existing single yellow lines, to Shared-Use.

- 3.11 Pay-and-display parking will need to be retained in locations where there is a clear demand for allocated space and/or a clear risk that shared use parking would undermine economic vitality. For example, speciality shops may justify retaining small numbers of pay-and-display spaces nearby and there is a need to protect pay-and-display parking in or near key shopping streets.
- 3.12 Stretches of yellow line will need to be retained in order to meet the objectives relating to pedestrians, cyclists, bus users and loading. It should be noted that, in the case of loading, this activity is already permitted by goods vehicles, for up to 30 minutes, in both shared use and permit parking places. However, it would be proposed to retain key areas of existing yellow line where there would be higher than average demand for loading facilities.
- 3.13 One of the major costs associated with the roll-out of shared use is potentially the provision of additional ticket issuing machines. However, with RingGo (the system that the Council uses to allow payment for parking via mobile devices) usage levels rising year on year (currently 20% of all transactions, accounting for around 30% of pay and display income) it is considered that there is an opportunity to minimise the number of new ticket machines to be installed, reducing the likely overall cost of the proposal.
- 3.14 It is anticipated that the preparatory work required, the design work and the drafting of the traffic order will take between four and six months to complete, at which time a report will be submitted to a meeting of this Committee. That report will detail the costs involved in taking the project forward, plus an indication of the timescales involved in implementation. In order to contain the likely costs within existing budgets, Shared-Use parking would need to be rolled out to the ten zones of the original CPZ over a period of three consecutive financial years, potentially commencing in the year 2015/16.
- 3.15 However, should the introduction of Sunday and evening restrictions be approved then a simultaneous, rather than staggered, introduction of all new restrictions would be recommended. This would require substantial investment in one financial year, potentially 2015/16.
- 3.16 It is anticipated that it should be possible to return to Committee with a costed proposal in early 2015.

### **Introducing Visitor Permits across the CPZ**

- 3.17 Visitor Permits were introduced to the extended zones of the CPZ at the time of their implementation. Whilst uptake of these permits has not been as high as anticipated (approximately 100,000 issued each year), they are clearly popular with many residents as a means of providing parking for their visitors, or for tradesmen.
- 3.18 The Parking Satisfaction Survey also revealed support for Visitor Permits from within the original CPZ. On this basis it is proposed, as part of the rollout of Shared-Use, to extend the availability of Visitor Permits to all zones.

- 3.19 At present, every household within the extended zones of the CPZ is entitled to up to 150 Visitor Permits every calendar year. Permits are sold in books of ten, with each book costing £6. With each permit being valid for 90 minutes of parking this equates to an hourly rate of £0.40. This rate is significantly cheaper than the majority of pay-and-display facilities that exist within the CPZ.
- 3.20 As part of the rollout of Visitor Permits to other parts of the CPZ, consideration will need to be given to the charging structure proposed.
- 3.21 This aspect of the Parking Action Plan is directly linked to the rollout of shared-use parking. Shared-use will provide additional parking space that will help to accommodate the anticipated extra demand from visitor permit holders. It is considered important that the rollout of visitor permits should proceed only as part of the wider introduction of shared-use.

### **Overall Approach to Charging**

- 3.22 Edinburgh operates a range of parking options, ranging from limited waiting, pay-and-display and resident permit schemes to permits for tradesmen, retailers, visitors, businesses and healthcare workers.
- 3.23 Within this element of the Parking Action Plan it is proposed to formulate a cohesive approach to the way that the Council both applies and changes charges.
- 3.24 Consideration will be given to the preparation of a medium to long-term, structured approach to changes in both permit charges and pay-and-display prices.
- 3.25 At present, pay-and-display parking operates during the entire period of control within the CPZ. Pay-and-display parking tends to peak through the middle of the day, with such facilities being underused at other times. The possibility of either free or reduced rate periods, that could be applied either across the CPZ or in certain locations, will be investigated. This could help to ease pressure in the busiest areas by encouraging some users to park at different times of the day, or in different areas of the CPZ.
- 3.26 As detailed later within this report, there are strong indications that there is support from residents for extending controls to evenings and weekends. The LTS gives a commitment to investigate such extensions of control. There would be scope, under any such proposal, to consider whether pay-and-display parking during these extended hours should operate at different charging rates or whether there could be periods during which no charges were applied.
- 3.27 Consideration will also be given to extending charging to cover existing facilities which are currently free to use, such as in limited waiting places that exist elsewhere within the city. The existing arrangements for motorcyclists, where no charges are applied for motorcycle parking, will continue in recognition of the operational difficulties involved in motorcyclists displaying proof of payment.

## **Sunday Parking on Main Routes**

- 3.28 The LTS contains a commitment to prepare detailed proposals for the extension of Sunday parking controls in discussion with the Transport Forum and other key groups. The starting point for these discussions is proposed to be:
- (a) the introduction of waiting and loading restrictions on main roads on Sundays, all day but starting later than on existing days of control;
  - (b) considering options for increasing turnover of public parking and for reducing car commuting to the city centre on Sunday; and
  - (c) considering to what extent residents' parking controls will need to operate.
- 3.29 Currently, Sunday restrictions are largely limited to double yellow lines. Since these typically cover junctions, but not those lengths of road between junctions, many of the busiest main routes have little or no restrictions on Sundays.
- 3.30 While traffic flows on Sundays are different to those on other days of the week by both volume and pattern, many city centre shops and attractions are now open all weekend. There are, therefore, not only significant volumes of traffic on Sundays, but there is also considerable demand for uncontrolled on-street parking space. One of the impacts of this demand is parking taking place on uncontrolled main routes, resulting in a reduction of many routes to single lane in either direction. This impacts on the general flow of traffic and particularly on the timetabling and journey times of bus services. It also significantly worsens road conditions for cyclists and can block pedestrian crossing points.
- 3.31 In line with the LTS commitment, it is, therefore, proposed to develop proposals for extending existing restrictions to operate on Sundays.
- 3.32 It will be necessary to conduct an assessment of main routes in order to identify the extent of any potential restrictions. Consideration will need to be given to the potential impact of additional controls in adjacent areas.
- 3.33 This element of the Parking Action Plan has strong linkages to the general extension of controls to weekends and evenings, as detailed in the following section. These elements will therefore need to be considered simultaneously.

## **Extending Controls to Weekends and Evenings**

- 3.34 In the results of the recent Parking Satisfaction survey, approximately 73% of residents indicated that it was difficult to find parking near to their homes in the evenings, whilst 43% indicated the weekends. The LTS committed to early consideration of extending the hours of control.
- 3.35 The operational times of the CPZ vary. Within Peripheral and Extended areas, controls end at 5.30pm Monday to Friday, whilst the Central area controls end at 6.30pm.

- 3.36 With many shops and businesses remaining open for longer hours, and restaurants, theatres and other leisure venues attracting customers well into the evening, there is significant pressure on the available kerbside space. In addition, residents could reasonably be expected to have a greater need to park near to their homes in the evenings but the non-residential demand that exists after the end of the controlled hours could make finding a parking space difficult.
- 3.37 A similar situation exists at weekends, with Saturday controls limited to Zones 1 to 4. These controls pre-date the advent of widespread Sunday trading, where many retail businesses now operate on Sundays in much the same way as on other days of the week.
- 3.38 In view of the responses to the Parking Satisfaction Survey and the commitment given within the LTS, it is therefore now proposed to consider the introduction of controls on parking places that would extend into the evenings and weekends.
- 3.39 This element of the Parking Action Plan has strong linkages to the proposed rollout of Shared-Use parking. With demand for resident permits likely to increase as a result of extending the hours of control, increasing the amount of parking provision available to permit holders would be a pre-requisite to longer hours of control.
- 3.40 Consideration will be given to the potential hours of control, what charges might apply and the extent to which controls might be extended.

#### **Measures to manage demand for permits**

- 3.41 Within many of the individual zones of the CPZ there is significant pressure on permit holder parking. Car ownership levels and limited availability of off-street parking associated with residential properties have resulted in there being more permits than there are spaces available.
- 3.42 While shared-use is expected to go some way to redressing this imbalance between permits and spaces, there is scope to consider other measures to manage the demand for permits.
- 3.43 One possible means of managing this demand would be to increase the existing differential between the cost of a first permit and the cost of a second permit.
- 3.44 Another means of managing demand was considered by this Committee at its meeting of 4 June 2013, when the recommendations within a report entitled "Controlled Parking Zone – Amendments to Residents' Permits Eligibility" were approved. This facilitated the issue of permits to new build properties or to existing buildings that have been converted to residential use.
- 3.45 Such measures would also assist in the potential preparation for extending controls into the evenings or to weekends, by reducing the existing pressure on permit holder parking places.



## **Free Parking for City Car Club Cars**

- 3.46 As an alternative to private car ownership, the City Car Club continues to be an Edinburgh success story. With one of the largest car club memberships in the United Kingdom and an increasing membership and fleet, the success of the City Car Club is evidence that there is a growing appetite for car-sharing schemes in Edinburgh.
- 3.47 The car club makes an increasingly important contribution to reducing parking demand in the city, with over 100 car club cars replacing an estimated 600 privately owned vehicles.
- 3.48 Parking of City Car Club vehicles, when they are not rented is free of charge, in dedicated spaces. However, at present users are liable to pay normal parking charges. Furthermore those who do not own a car cannot make use of residents' bays, for example, to pick up and set down family members at the beginning and end of hires. With this in mind the LTS includes a commitment to implement free parking in public, residents and shared use spaces for City Car Club cars. The impact of this commitment requires further consideration, the outcome of which will be reported to Committee in January 2015.

## **Carers Permits**

- 3.49 One issue that was raised during the consultation for the extension of the CPZ was that of provision for those who care for ill or elderly residents within controlled areas.
- 3.50 Care is provided by organisations including the NHS and private companies as well as family and friends. Such care often involves either several daily visits or continual care over a period of several hours.
- 3.51 Carers who contacted the Council have indicated that the current situation for providers working within the CPZ:
- (a) has significant financial impact because of the cost of parking;
  - (b) results in carers spending significant time searching for suitable parking near to their clients; and
  - (c) the time limits on parking in certain areas has an impact on the length of time over which care can be provided and on the quality of care that can be provided.
- 3.52 It has been noted that many other local authorities offer carers permits as a means of supporting the care of residents in their own homes. On this basis it is proposed that further investigation into the potential introduction of a similar permit for Edinburgh.

- 3.53 The proposed investigation would look at how other local authority permits operate and who is eligible to obtain them. Consideration will also be given to the potential implications of adding another permit for use within Edinburgh's areas of controlled parking.

### **Summary**

- 3.54 Most of the actions described within this report require further investigation and consideration. In terms of timescales, it is anticipated that a further report will be submitted in early 2015.
- 3.55 It is therefore proposed to move forward with investigations into each of the described elements and to prepare draft proposals for inclusion in a future report to this Committee.

### **Measures of success**

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- 4.1 Providing more flexible parking across the Controlled Parking Zones will improve accessibility for residents, visitors and businesses.
- 4.2 Managing the demand for parking space by means of charging mechanisms and limitations on permit issue will improve accessibility and create a more equitable use of the available resource.
- 4.3 Extending waiting restrictions to cover Sundays will assist in maintaining the movement of traffic, supporting efficient and reliable public transport.
- 4.4 Increasing the amount of parking provision to permit holding residents will improve the ability of residents to park near to their homes as well as allowing the introduction of Visitor Permits.
- 4.5 The introduction of Visitor Permits will also improve accessibility within the Controlled Zones, giving improved opportunities for residents to receive visitors, tradesmen etc.
- 4.6 Extending controls to cover evenings and weekends would assist residents in finding parking near to their homes, supporting the city centre as a place to live and work.

### **Financial impact**

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- 5.1 The cost of preparatory work for the introduction of Shared-Use parking places across the CPZ will be met from within the existing Parking Operations budget.
- 5.2 The costs associated with investigations into the other proposed changes detailed within this report will be met from within existing Transport budgets.

## **Risk, policy, compliance and governance impact**

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- 6.1 It is considered that there are no known risk, policy, compliance or governance impacts arising from this report.

## **Equalities impact**

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- 7.1 Consideration has been given to the Council's Public Sector Duty in respect of the Equalities Act 2010 and there are no direct equalities impacts arising from this report.
- 7.2 The legal process that would be necessary for the introduction of any amendments to the operation of controlled parking as a result of all work strands detailed within this report would involve full public consultation, with specific contact with statutory bodies, including residents' groups and organisations representing businesses, public transport operators and the disabled.

## **Sustainability impact**

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- 8.1 The impacts of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered and the outcomes are summarised below:
- The proposals in this report are not expected to impact on carbon emissions;
  - The proposals in this report are not expected to impact on the city's resilience to climate change impacts; and
  - The proposals in this report are not expected to impact on social justice, economic wellbeing or the city's environmental good stewardship.
- 8.2 It is possible that some of the proposals that might evolve out of the investigative work outlined in this report could have beneficial impacts on carbon emissions. These will be considered in greater detail when the detailed proposals are reported to Committee.

## **Consultation and engagement**

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- 9.1 The proposals contained within this report have been brought forward following consideration of the results of two separate consultative exercises. The first saw extensive consultation on parking that saw 65,000 leaflets delivered to addresses within the CPZ, including both residential and business addresses. The survey contained a link to a more detailed, online survey which respondents could use to provide additional information to the Council.

- 9.2 Details of the survey were also made available on the Council's website, with a link leading to the online survey.
- 9.3 Elected members whose wards were within the CPZ were sent details relating to both the leaflet and the online versions of the survey.
- 9.4 The results of that consultation, reported to Transport and Environment Committee in January 2014, indicated a desire on the part of residents to see additional spaces created for permit holders and the introduction of Visitor Permits.
- 9.5 The second consultative process is that contained within the continuing evolution of the Council's Local Transport Strategy. That process also involved the distribution of leaflets, as well as information on the Council's website.
- 9.6 In addition, the Council arranged focus groups, to which interested parties were invited, as a means of determining views on a range of transport topics.

## Background reading/external references

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None.

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## Links

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|---------------------------------|--|
| <b>Coalition pledges</b>        | Maintaining and enhancing the quality of life in Edinburgh.  |
| <b>Council outcomes</b>         | CO22 – Moving efficiently – Edinburgh has a transport system that improves connectivity and is green, healthy and accessible.<br>CO23 – Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community.<br>CO26 – The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives. |
| <b>Single Outcome Agreement</b> | SO4 – Edinburgh's communities are safer and have improved physical and social fabric.  |
| <b>Appendices</b>               | None   |