

CONTROLLED PARKING & PRIORITY PARKING PROTOCOL



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CONTENTS		
Section	Title	Page
	Introduction	4
1	Overview of Parking Controls	5
2	Investigation criteria for new CPZ or PPA	6
3	Ex-Housing roads and car parks	8
4	Extension of parking controls into new or otherwise uncontrolled roads within the CPZ	9
5	Procedures	11
	Appendices:	
	• A - Parking pressures and their impact	13
	• B - Parking Controls: Controlled Parking Zones	14
	• C - Parking Controls: Priority Parking Areas	16

INTRODUCTION

This protocol puts in place a standard procedure for dealing with any requests for Controlled Parking Zones (CPZ) or Priority Parking Areas (PPA). It defines the conditions required before the Council will commit to a full investigation into the potential introduction of parking controls, as well as setting out a monitoring and recording strategy designed to ensure that the Council acts where:

- a) There is a need for parking controls; and
- b) There is support for parking controls

The scope of this document is limited to considering requests for:

1. New CPZ;
2. New or extended PPA;
3. Extension of parking controls into ex-Housing roads and/or car parks located within the CPZ or PPA; and
4. Extension of parking controls into otherwise uncontrolled areas within the CPZ or PPA.

The purpose of the Protocol is to ensure:

- a consistent approach when dealing with requests for new parking controls;
- that new controls are considered and investigated only where their introduction can be justified by:
 - the existence of quantifiable parking pressures and
 - evidence of significant support for such measures
- that requirements and policies are clear to members of the public, elected members and all Council officers who work within the Parking function or who might deal with parking-related enquiries from members of the public;
- that there is clear guidance to Community Councils and other residents' groups or business groups on the processes and requirements for new controls;
- that there is a centrally held record of all requests for new controls where monitoring and investigation data is easily accessible; and
- that there is a single point of reference for the Council and members of the public.

Section 1 – Overview of Parking Controls

Parking controls can provide an efficient means of managing the demand for parking space providing significant benefits over an uncontrolled situation.

Parking controls can help to:

- determine who may park and how long they may park for;
- create a turnover of vehicles using parking spaces, maximising the usage of each space and creating accessibility that often does not exist if the space is taken up by long stay parking;
- prioritise space for residents;
- provide opportunities for visitors;
- assist disabled people or those who have mobility problems, improving accessibility to shops and businesses, as well to family and friends;
- reduce car ownership, tackle congestion and improve air pollution.

Existing parking controls in Edinburgh generally take the following forms:

- CPZ: All of the available space is controlled either by yellow lines or by parking places. Permit parking protects the ability of residents to park, while pay-and-display parking creates opportunities for visitors to the area.
- Standalone parking places: Specific parking places introduced to serve a purpose, such as disabled persons' parking places, loading bays or limited waiting near to local shopping.
- PPA: Some of the available space is allocated as permit parking, operating for a short period each day. This prevents commuters from using these spaces, improving the ability of residents and their visitors to be able to park near to their homes.
- Yellow lines: Provided to prevent parking and, in some instances, loading, from taking place in locations where parked vehicles could obstruct traffic or pose a hazard to other users.

This protocol will concentrate on those forms of control which would typically be used as a means of addressing concerns related to parking pressure:

1. CPZ
2. PPA

Requests for other forms of parking restrictions are not covered by this protocol and will continue to be considered on their individual merits.

Further details regarding the operation of both CPZ and PPA can be found in the Appendices.

Section 2 – Investigation criteria for new CPZ or PPA

Before the Council will commit to a detailed investigation into the potential introduction of any new CPZ or PPA, certain criteria will have to be met.

In each case where the Council has been asked to introduce a residents' permit scheme, each of the criteria listed in Part A must be met before any investigation can commence.

In other cases, the Council may determine, for one of the reasons in Part B, that there is a need for parking controls.

Part A

- **There must be indications of parking pressures generated by non-residential vehicles.**

It must be possible, through on-site observations, to determine that there is pressure on parking that is not attributable to residential parking. Those pressures could be the result of commuter parking, by shoppers or other visitors parking within the area. The resulting pressures should be of a magnitude that would make it difficult for residents or other visitors to find a parking space.

Parking controls will not be considered in areas where levels of car ownership by residents is either the sole or main cause of parking pressure.

- **Controls will only be considered on an area basis.**

Single streets, or small groups of streets, will not be considered. New parking controls should cover areas of sufficient size to prevent, or at least minimise, the likelihood of parking pressures migrating to the next uncontrolled area. The extents of the area under consideration may be determined by any feature likely to affect the spread of parking pressures, such as:

- ⇒ Main traffic routes;
- ⇒ Railway lines; or
- ⇒ Other geographical features that might prevent migration.

- **Most properties within the area being considered should have no access to off-street parking.**

One of the primary aims of any parking permit scheme is to address issues where residents cannot park near to their homes. There is a danger that introducing controls into residential areas where residents have access to off-street parking will sterilise kerbside space and relocate parking pressures elsewhere.

As such, areas where most properties have off-street parking will not normally be considered for either CPZ or PPA. Such an area could form part of a wider scheme, but only where the overall area was primarily comprised of properties without off-street parking.

- **Parking controls will only be considered in instances where the parking problems are either long-standing or established and reflect a permanent situation.**

It must be possible to show that the parking problems are not of a temporary nature.

Section 2 – Investigation criteria for new CPZ or PPA

Consideration will be given to parking pressures caused by newly completed developments where it is apparent that those problems are unlikely to reduce in extent or severity.

Parking controls will not be considered for situations where the problem is, or is likely to be, temporary, such as in the case of building works or ongoing redevelopment.

- **Where there is clear evidence of community or public support for the introduction of parking controls, evidenced by:**
 - a significant number of requests from residents and/or businesses for parking controls from across the local area; or
 - an approach from the Community Council (or other recognised group representing residents or businesses) with documented evidence of significant support for parking controls across the local area.
- **Where there is support for controls from one or more elected members from each ward within the affected area.**

Part B

- **The Council has determined the need for parking controls on the grounds that they are required to support objectives related to:**
 - Traffic Management;
 - Supporting local or national transport policy objectives;
 - Major redevelopment;
 - Economic Development.

Section 3 – Ex-Housing roads and car parks

Many ex-housing roads and car parks were historically managed separately to the CPZ and it is now clear that these areas could be controlled through the Council's residents' permit scheme.

Where such areas lie outside the CPZ boundary, the introduction of any permit scheme will only be considered as part of a wider investigation as detailed in Section 2 of this protocol.

Where such areas lie within the boundary of the CPZ, the following criteria will require to be met before any legal process can commence. In each instance the applicable Locality Housing team must be able to show that:

- **Indications of support for controls have been received, such as:**
 - the results of a completed consultation exercise; or
 - significant correspondence from residents; or
 - correspondence from a residents' group representing affected residents.
- **Early contact has been made with Parking to determine:**
 - suitability for controls;
 - appropriate form of control.
- **The area under consideration is either:**
 - part of the adopted road; or
 - a Council owned off-street car park.
- **There is Committee approval, in the form of a signed report and a supporting Committee decision, to proceed with the legal process to add the location to the CPZ and to charge for resident permits.**

Ex-Housing parking roads or car parks will be controlled on the following basis:

- **That any parking provision is added to the zone in which it is are located;**
- **That parking controls will operate under the same terms and in the same time periods as the zone to which the area is added;**
- **That permit prices will be the same as those in the zone to which the area is added;**
- **That parking allocation will generally be of a mix of permit holder and shared-use parking places.**

Section 4 – Extension of parking controls into new or otherwise uncontrolled roads within the CPZ

While the main premise of any CPZ is that all roads are controlled, there can be situations where this is not the case. Where there is new development, for example, not all roads are automatically added to the CPZ.

Typically, these will remain uncontrolled until the Council is asked to introduce parking controls.

To ensure continuity of parking control and management, all publicly adopted roads that lie within the CPZ should be added to the CPZ, and therefore be subject to the same controls as the surrounding area.

1. Existing Roads

The Council will only seek to introduce controls if certain criteria have been met.

Those criteria will be either those described in Part 1A, or one of the scenarios described in Part 1B:

Part 1A- Requests from residents/businesses

- **There must have been either:**

- Indications of support from a majority of properties within the area;

Or

- An approach from a Community Council (or another recognised group representing all the residents within the area) with documented evidence of significant support for parking controls.

- **There must be indications of parking pressures generated by non-residential vehicles.**

It must be possible, through on-site observations, to determine that there is pressure on parking that is not attributable to residential parking. Those pressures could be the result of commuter parking, or by shoppers or other visitors parking within the area. The resulting pressures should be of a magnitude that would make it difficult for residents or other visitors to find a parking space.

Part 1B -

- **Where the Council has identified a need to introduce parking controls for reasons relating to:**

- Traffic Management;
- Supporting local or national transport policy objectives
- Major redevelopment;
- Economic Development.

Section 4 – Extension of parking controls into new or otherwise uncontrolled roads within the CPZ

2. New Roads

In the case of new roads, all roads constructed within the CPZ should be adopted as public roads and become part of the CPZ. This approach will ensure that all roads are treated equally and that parking is managed under the same terms throughout the CPZ.

This being the case, where during the Planning process:

- A request is received from a developer engaged in the provision of new roads within the CPZ to include that development within the CPZ, or
- A decision is taken as part of the Planning consent to include a development within the CPZ;

the process to introduce parking controls on roads within the development could commence.

The Council will determine both the type of restrictions that would be appropriate for the new road/s, their locations and their extent.

All costs associated with introducing new controls on newly constructed roads will be borne by the developer, typically via a legal agreement (eg Section 75). In such cases the developer would meet the costs for:

- Advertising the proposals during the legal process
- Any and all costs incurred in connection with consultation exercises either as required by the legal process or connected with community engagement
- The cost involved in implementation, to include the supply and installation of all:
 - Road markings in accordance with extant legislation
 - Signs, poles, foundations and ancillary fixings in accordance with extant legislation
 - Ticket issuing machines
- All other costs involved in meeting the Council's specification for the above listed elements of the implementation.

Section 5 – Procedures

Procedure 1 – Requests for new CPZ or PPA

This procedure commences on receipt of an initial request for any permit-based parking controls. There are two stages:

- **Monitoring**

Determines whether the area meets the necessary criteria for a detailed investigation.

- **Investigation**

Triggered once all of the criteria have been met. Allows the Council to gather further information and to carry out its own consultation to gauge public opinion.

Stage 1 - Monitoring

All requests for new CPZ or PPA will be processed by the Council's Parking Section.

1. Upon receipt of a request, determine whether the area in question is already being monitored. *(Note: If the area is not being monitored, proceed to step 2. If the area is being monitored, skip to step 9);*
2. If the area is not being monitored, establish whether there is evidence of parking pressure and whether that pressure is likely to reflect a permanent situation;
3. If there is no parking pressure, advise requester accordingly and close the enquiry;
4. If there is parking pressure, but the source of that pressure is likely to be temporary in nature, discuss parking issues with the Locality team, advise requester of outcome and close enquiry;
5. If there is both evidence of parking pressure AND that pressure appears to reflect a permanent situation, set up a monitoring file, establishing the extents of the area to be monitored, using existing features such as main routes, railway lines or other geographical features to determine the extent. Produce plan of monitoring area;
6. Advise requester, local ward Councillors and Community Council/s of new monitoring area and the criteria/process;
7. Undertake initial monitoring of area over a six month period starting from the date that the requester was notified of the criteria/process. Monitoring to include regular, detailed site visits, recording parking levels and instances of obstructive or inconsiderate parking, as well as recording any additional correspondence received;
8. At the end of the initial monitoring period, determine whether there is evidence of significant support for parking controls and whether all qualifying criteria have been met;
9. If the qualifying criteria have not been met, advise interested parties and suspend monitoring. *Note: A previously monitored area could be revisited in the event of further interest, new requests for parking controls or because of changing circumstances within the monitoring area;*
10. If the qualifying criteria have been partially met, extend the monitoring period for a further six months and advise ward Councillors and Community Council;
11. If the qualifying criteria have been fully met, advise all interested parties and proceed to investigation stage;

Section 5 – Procedures

Stage 2 - Investigation

1. Update monitoring file to Investigation status.
2. Using data and evidence collected during the monitoring stage, determine the likely extent of parking pressures.
3. Carry out a registration number based parking survey to identify:
 - a. parking pattern
 - b. likely nature of each parked vehicle (commuter, resident, visitor etc)
 - c. the durations of stay
 - d. the levels of parking pressure on a street by street and area basis
4. Use parking survey data to determine the need for control, based on levels of parking pressure and the source of that pressure, whether from, for example:
 - a. Commuters
 - b. Residents; or
 - c. Visitors
5. Depending on the results of the parking survey, either:
 - a. Determine what type of control would address the identified issues;OR
 - b. If the results suggest that there are no problems that could be addressed by parking controls, proceed to step 8b.
6. Carry out a consultation with residents and businesses across the area being considered for parking controls, as a means of determining the level of support for the proposed measures;
7. Analyse consultation responses and determine levels of support, or otherwise, for the introduction of measures designed to address the identified parking issues;
8. Report findings of investigative process to an appropriate Council Committee, seeking approval to either:
 - a. Proceed to the legal process required to bring into effect the proposed measures; or
 - b. To abandon the current proposal and to close the investigation file.

Note: If an investigation file is closed whether as a result of community opposition, or lack of evidence for the need for control, the area in question should not be subject to any further monitoring or investigation for a period of no less than two years, unless there is evidence to suggest that either public opinion has changed, or that there has been a change in circumstances that has altered parking patterns within the investigation area.

Appendix A: Parking pressures and their impact

There is little doubt that the existence of parking pressures in any area can have a negative impact, not only upon residents but also on shops and businesses.

As roads authority, there are tools available that allow us to manage the use of available on-street space, improving accessibility for residents and visitors alike, as well as ensuring that the delivery and service access that shops and other businesses rely on is maintained.

While the city centre and much of the main road network in Edinburgh is already subject to parking controls that serve these purposes, most of Edinburgh and its environs remain uncontrolled. Many residential areas are subject to little parking pressure and there would be little or no benefit in considering the introduction of controls in such situations.

In other areas, however, the presence of commuter, visitor or other business-related parking can have an impact on the availability of parking, making it difficult for residents to find space near to their homes and reducing accessibility for their visitors and tradesmen. In addition, where such parking takes place near to local shopping areas, accessibility to shops and businesses can be adversely affected.

The problems that these parking pressures create can lead residents to ask the Council to introduce parking controls, particularly parking permit schemes, to address the pressure on parking.

This protocol puts in place a standard procedure for dealing with any requests for Controlled Parking Zones (CPZ) or Priority Parking Areas (PPA). It defines the conditions required before the Council will commit to a full investigation into the potential for parking controls, as well as setting out a monitoring and recording strategy designed to ensure that the Council acts where:

- a) There is a need for parking controls
- b) There is support for parking controls

Despite the benefits that parking controls can bring, they are not always widely supported. Even in areas where it seems apparent that there are parking pressures or problems, it will not necessarily be the case that parking controls will be welcomed by either residents or businesses.

Between charges for residents' permits, the cost of pay-and-display and a general feeling of inconvenience as a result of the introduction of a parking management system, there can be significant opposition to parking controls on the basis that they are, for example, expensive or unnecessary.

Nonetheless, the Council receives a considerable number of enquiries from residents, asking if their area is either being considered, or could be considered, for parking controls. In such cases, a parking permit scheme can be seen as the solution to their parking issues.

The following protocol sets out the process that the Council will adopt in considering and assessing these enquiries. It will help to identify those areas where the Council should consider the introduction of parking controls and where further investigation is required.

Appendix B: Parking Controls – Controlled Parking Zone

Description

In a CPZ, all kerbside space is controlled, normally involving a range of different types of yellow line restrictions or parking places.

The primary restriction in any CPZ is typically a yellow line restriction. That yellow line will cover all lengths of road within the controlled area where it has been determined that no parking should take place.

Single yellow lines will indicate where no parking is allowed during the hours of control, while double yellow lines are used to prevent parking at any time.

Allowances are then made to permit parking to take place. These allowances will normally take the form of marked areas on the carriageway where waiting, loading or parking is allowed. Such allowances might include:

- Permit holder parking places (for the holders of resident and other permit types)
- Shared-use parking places (for permit holders and pay-and-display use)
- Pay-and-display parking places
- Disabled person's parking places
- Loading bays
- Doctors parking places
- Police parking places
- Taxi stances
- Motorcycle parking places

In some instances, CPZs can be limited to certain types of restriction to address particular issues or meet certain objectives. As an example, the "Pay and Display Zone" restrictions on Morningside Road and on the Bridges corridor are a type of CPZ, but consist mainly of yellow lines, pay-and-display parking and loading bays.

Even so, all CPZs share the same basic principles. Those are:

1. All kerbside space is controlled.
2. Controls operate on an area basis.
3. Controls operate during set hours.

The aims of CPZ

CPZs provide a controlled situation where all the available space is managed, providing benefits to a range of users. Benefits include:

- Residents are given priority over other users.
- Long-stay parking is discouraged.
- Shoppers and other business visitors have access to short-stay parking.
- Limitations on length of stay encourage turnover, creating an availability of space and improving accessibility.
- Provision is made for deliveries to shops and businesses.
- Provision is made for Blue Badge holders.
- Helps keep traffic moving.
- Can help to improve general road safety.
- Can help create safer conditions for pedestrians when crossing roads.
- Can create safer conditions for cyclists.

When will new CPZs be considered?

CPZs can be expensive both to implement and to enforce. Ensuring that CPZs deliver their intended benefits requires regular enforcement throughout those times when the controls are in effect.

CPZs are generally introduced on the basis that they can be self-financing, or that they can at least recoup their implementation costs and contribute towards their ongoing costs. Where it is possible that CPZ might achieve self-financing status in busy shopping areas, they are less likely to do so in largely residential areas.

It should also be the case that CPZ is only used where there is evidence of a parking problem that would be addressed by the introduction of controls, or where there is significant evidence to suggest that the introduction of control would address the impact of parking problems anticipated because of, for example, major development.

Because they control all available parking space, CPZs also have the potential to simply move parking problems into other areas. Careful consideration is therefore required of the potential impact of this type of control.

New CPZs will, therefore, only be considered in areas where:

- there is evidence of commuter parking;
- there is evidence that commuter parking is impacting on accessibility for other users;
- there are significant levels of short-stay, non-residential parking, such as in urban villages or in areas where there is significant local shopping;
- there would be potential for the scheme to be self-financing from pay-and-display income;
- the introduction of controls would provide improved accessibility for a range of users

New CPZs will not be considered:

- In solely residential areas
- In areas where the majority of households have access to off-street parking

Extensions to existing CPZs

Where an area adjoins an existing CPZ, any requests for CPZ controls will be treated as a request for a new CPZ. As such, those areas would need to fulfil the qualifying criteria to allow an investigation to take place.

Where a currently uncontrolled road lies within the existing boundary of the CPZ, such as in the case of ex-housing development roads or new housing developments, it is considered that such roads could be added to the zone within which the street is situated, provided that the applicable criteria within this protocol have been met.

NB. Restricted Parking Zones (RPZ) manage available space and deter indiscriminate or unsafe parking. They differ from CPZ only in how they are signed or marked on-street. In RPZ there are similar entry plates indicating the general conditions of control, but beyond the entry signs there are no yellow lines painted on-street. In a RPZ parking is usually only permitted where there are marked bays and the rest of the street is restricted but not marked with yellow lines. RPZ may be considered for implementation on occasion, depending on the specific needs of a community or area.

Pros	Cons
Manages demand for parking Creates a turnover of parking space Improves accessibility Maximum lengths of stay support transport policies Can help improve safety	Can be expensive to implement Ongoing costs Requires continual enforcement Can simply relocate problems/pressures Not always popular

Appendix C: Parking Controls – Priority Parking Areas

Description

In a Priority Parking Area (PPA) only a proportion of the kerbside space is controlled. The remaining space generally remains uncontrolled.

The aims of PPAs differ considerably from CPZ. Where CPZ seeks to manage all parking, providing benefits that range from accessibility to improved road safety and traffic movement, the main aim of PPAs is to provide residents with parking spaces near to their homes.

PPAs are primarily comprised of permit holder parking places, introduced in locations where residents have need of on-street parking and in numbers that reflect the level of permit uptake.

There are currently 10 PPAs in Edinburgh, with each having been introduced in response to concerns about the impact of commuter parking on parking availability for residents. Even though they operate for only a short period (90 minutes) each day, PPAs address the impact of commuter parking by creating space that cannot be occupied by all-day commuters.

PPAs provide a cost-effective solution to particular types of parking problems. Not only are they less costly to implement than CPZ, but the shorter period of control also means that they require less intensive enforcement, which reduces their ongoing costs.

The time periods during which PPAs operate changes from area to area, with the intention that this allows the same enforcement resource to cover several areas.

When will PPAs be considered?

PPAs can be effective at addressing problems with commuter parking. They will, however, not be effective in addressing problems of high vehicle ownership or parking pressures caused by short-stay parking, such as those near busy local shopping areas.

PPAs will, therefore, primarily be considered:

- where commuter parking is negatively impacting on the ability of residents to park;
- the area is primarily residential, or where there are few generators of short-stay, non-residential parking.

PPAs will not be considered where:

- the evidence shows that parking pressures are being caused by high residential demand;
- the area is comprised mainly of high density housing, such as tenements;
- commuter parking accounts for less than 10% of the total demand during the normal working day.