

ABERDEEN CITY COUNCIL

COMMITTEE : **Enterprise, Planning and Infrastructure**
DATE: **29th August 2013**
DIRECTOR: **Gordon McIntosh**
TITLE OF REPORT: **Area Around Hill of Rubislaw – Parking Review**
REPORT NUMBER: **EPI/13/123**

1. PURPOSE OF REPORT

At its meeting of 18 April 2013, the Development Management Committee resolved to approve planning application P121692 for a proposed office development at Hill of Rubislaw, Rubislaw Quarry, subject to condition.

The Sub Committee further resolved: “to request the Enterprise, Planning and Infrastructure Committee to consider designating the surrounding area as a controlled parking zone to alleviate pressures on residential parking likely to be caused by the development”.

This report provides the Committee, as requested, with a report having considered the above request.

2. RECOMMENDATION(S)

2.1 It is recommended that the Committee:

1. Instruct officers not to proceed with the introduction of a Controlled Parking Zone.
2. Instruct officers to continue to work with the companies based at the Hill of Rubislaw complex to encourage a modal shift in transport, reducing traffic to and from the site, and consequently reducing levels of on-street commuter parking.
3. Instruct officers to investigate further the potential to introduce a Priority Parking Scheme, detailing estimated income/expenditure following further surveys and to report back to a future Committee with these findings.

3. FINANCIAL IMPLICATIONS

At this time, there are no initial financial implications relating to the recommendation. However, there may be financial implications if,

following further consultation and Committee consideration, parking measures are approved.

4. OTHER IMPLICATIONS

5. BACKGROUND/MAIN ISSUES

5.1 Background

5.1.1 The Hill of Rubislaw complex lies to the north, and east of the Rubislaw Quarry as shown on the plan in **Appendix A**. A network of car parks within the complex provides parking for employees of the companies that currently occupy the site.

5.1.2 At its meeting of 18 April 2013, the Development Management Committee resolved to approve planning application P121692 for a proposed office development at Hill of Rubislaw, Rubislaw Quarry, subject to condition.

The Sub Committee further resolved: “to request the Enterprise, Planning and Infrastructure Committee to consider designating the surrounding area as a controlled parking zone to alleviate pressures on residential parking likely to be caused by the development”.

5.1.3 Pressures associated with overspill parking from the adjacent offices were already known to officers. Over the period of the last seven years officers have received numerous complaints from residents in the vicinity regarding traffic generated by the Hill of Rubislaw complex. Specifically, complaints have been received from residents of Queen’s Road, Angusfield Avenue, Westholme Avenue, Springfield Avenue, Rubislaw Den South, King’s Cross Road, Rubislaw Park Road, and Queen’s Avenue.

As a result of these numerous complaints, officers have already promoted a number of measures to address problems raised. Such measures include the implementation of junction protection in the form of lengths of “At any time” waiting restrictions.

Officers have also been continually monitoring the levels of on-street parking over this same period, and it has been found that up until 2013, these levels had remained more or less stagnant. Over the period of the last six months however, the level of on-street parking within the streets surrounding the Hill of Rubislaw complex has increased.

5.1.4 Due to the ongoing concerns of residents, prior to planning approval having been granted for the new development, officers along with local elected member, Councillor Jennifer Stewart, invited representatives of Chevron, Britannia, Conocophillips, and Marathon to attend a meeting to

discuss concerns raised by residents regarding the level of on-street commuter parking. Of the 4 companies contacted only representatives of Conocophillips, and Marathon attended the meeting of 10 April 2013. A package of measures was agreed to be considered by all parties in attendance, and a future meeting with representatives of all 4 companies suggested.

The measures suggested for consideration were:

- Officers to conduct on-street parking/registration surveys to identify any employee vehicles by cross referencing with the companies' parking permit database
- Officers to conduct queue length surveys at the exit points of the Hill of Rubislaw site to determine if there are excess waiting times to enter and leave the complex
- Companies to consider rationalising spaces to increase capacity (Planning permission would potentially be required)
- Companies to review existing landscaped areas for potential to convert to additional parking (Planning permission would potentially be required)
- Officers to conduct car park capacity surveys
- Companies to consider collectively joining a Liftshare scheme through NESTRANS
- Companies to set more stringent targets as part of their Green Transport Plan including;
 - Increasing the numbers of those travelling by bus (private hire bus services are already in place)
 - Increasing the number of cycle stands & improving cycle provision
 - Introducing incentive schemes for high occupancy vehicles
 - Utilising existing off-site parking facilities such as the Kingswells Park & Ride site

Work on the above had commenced prior to the Development Management Committee meeting of 18 April 2013.

Factors identified as contributing to the current levels of on-street commuter parking included:

- Workers are currently only permitted to park within their relevant car park on specific days; the idea being to promote car sharing amongst employees. Anecdotal evidence suggested the unfortunate side effect of this is that employees are instead choosing to park on-street rather than car share. The results of surveys as detailed below recorded the extent of such parking.
- Not all employees receive parking privileges within the complex itself.

- There is currently no combined Green Transport Plan between the companies based at the Hill of Rubislaw complex.

The package of measures suggested for consideration is expected to go some way to alleviate some of these issues.

5.1.5 Subsequent to the meeting of 10 April 2013, and after the Development Management Committee meeting of 18 April 2013, a further 2 informal meetings were held with officers, elected members Councillors Ross Thomson and Jennifer Stewart, and local residents where residents raised their concerns regarding the current and potential future levels of on-street commuter parking.

At the two meetings held, one was attended predominantly by residents of Angusfield Avenue, and the other predominantly by residents of Westholme Avenue.

There was a distinct difference in opinion of the residents in attendance with regards to their desire for the introduction of a Controlled Parking Zone (CPZ). The residents of Angusfield Avenue, which is the most popular for commuter parking, were almost unanimous in their view that a CPZ over this area be the preferred solution. The residents of Westholme Avenue however, which experiences lower levels of overspill parking, were unanimous in their view that they most definitely did not want a CPZ over this same area because they are currently less affected.

This clearly highlights the potential difficulty there may be in gaining support for the introduction of any form of controlled parking.

The overwhelming feeling amongst the residents at these meetings was that the companies/employees at the Hill of Rubislaw complex are behaving as bad neighbours. Residents of Angusfield Avenue who are responsible for the upkeep of the privately maintained Angusfield Lane are particularly unhappy at the level of commuter parking on the lane itself, and at the state of disrepair it is currently in due to its increased usage. Residents of Westholme Avenue are particularly aggrieved by the practice of taxi drivers/bus drivers awaiting pickups using the residential streets as an off-site waiting area.

5.2 Parking Surveys

As with similar surveys conducted over the last seven year period, officers conducted surveys to ascertain the current levels of on-street parking to enable a recommendation to be made as to the suitability of a Controlled Parking Zone. Surveys recorded the location, and registration mark of parked vehicles, and incorporated the streets identified in the plan shown in **Appendix A**.

A base survey was conducted during the evening outwith business hours, when it is generally considered that any parked vehicles are likely to be residents' as opposed to commuters'.

A further survey was then conducted on a midweek morning during peak commuter parking times.

The results from the above surveys are summarised as follows:

Base survey

This survey, taken outwith business hours, shows in general low density parking, with pockets of higher density parking in the vicinity of 35-55 Angusfield Avenue where the majority of properties are without front driveways.

Peak survey

The results of this survey showed there to be hot-spots of high density commuter parking concentrated most notably on the section of Angusfield Avenue between the Burn of Rubislaw and its junction with the lane to the rear of 196-204 Queen's Road, on Angusfield Place, and on the southern most section of Angusfield Lane.

Results of the peak parking survey show that whilst levels of high density commuter parking are still very much limited to a few hot-spots, compared to the extensive visual surveys done over the years, the extent of these hot-spots has increased.

Results of the above surveys are illustrated in **Appendix A**.

5.3 Rationale for Controlled Parking Zones (CPZ's)

CPZ's are installed with the aim of reducing traffic congestion, improving road safety, and promoting a modal shift to other forms of transport. They protect local and environmental amenities, and support the Local Transport Strategy and Regional Transport Strategy.

For a CPZ to be effective, it:

- Is necessary that every length of road be regulated in some form, with parking permitted only in designated parking bays.
- Must cover an area large enough so as not to merely shift parking from one street to the next i.e. the area covered must be large enough so as to necessitate a walk distance significant enough to act as a disincentive to park immediately outside the CPZ and walk, and encourage the use of alternate means of transport.

In the case of the area around the Hill of Rubislaw, for a CPZ to be effective, the area of coverage would need to extend to at least the area

shown on the map in **Appendix B**. As the current commuter parking is limited only to relatively small hot-spots within some 8 streets immediately outwith the Hill of Rubislaw site, it is unlikely that residents, not currently affected, would be in support of any proposal to introduce a CPZ.

The cost of implementing a CPZ over this area may also prove prohibitive. It is estimated that it would cost approximately £300,000 to implement a CPZ of this size. Regardless of the size, there is currently no budget available for CPZ's within the approved Five Year Capital Plan. Funding for any CPZ's during this time is therefore unlikely to be available in any instance where there are no developer's contributions.

The Controlled Parking Areas Working Group, at its meeting of 24 February 2011, identified a priority list of 7 areas for future CPZ's. Any new proposed location would need to be considered by the working group, and its priority measured against those areas already identified. Experience would suggest that the area around the Hill of Rubislaw complex would be placed toward the lower end of this list. The priority list is shown in **Appendix C**.

5.4 Priority Parking Scheme

A part-time permit scheme first introduced over a trial area by Edinburgh City Council in 2011, and operational only in Edinburgh. It is designed to protect parking for residents, whilst continuing to provide parking for commuters, reducing the decanting effect associated with full CPZ's.

Designed for use in areas:

- Where the prevalence of commuter parking is attributable to an area's proximity to the boundary of a CPZ. Priority Parking creates a buffer between areas subject to full controls, and uncontrolled areas.
- Nearest likely generators of commuter parking e.g. adjacent bus routes, or local businesses.

Although by design the decanting effect associated with full CPZ's is mitigated, Parking Priority Schemes do still potentially entail the spreading of existing parking patterns in to previously unaffected neighbouring streets.

Officers feel that it would be appropriate to consider the Priority Parking Scheme in Edinburgh, and examine the success or otherwise of this initiative in greater detail.

An extract taken from the public website of Edinburgh City Council outlining the Priority Parking Scheme is attached in **Appendix D** for your information.

5.5 Conclusion

Due to the limited extent of commuter parking in the area surrounding the Hill of Rubislaw in relation to the size of area required to be controlled for a CPZ to be effective, and subsequently the estimated cost of implementing such a CPZ, officers do not consider a CPZ to be a suitable solution.

It is proposed that officers continue the work already begun in conjunction with the companies based at the Hill of Rubislaw, and for further consideration to be given to the introduction of a Priority Parking Scheme. Officers would then propose to report back to Committee at a future date on the outcome of further investigations as to the suitability of a Priority Parking scheme.

6. **IMPACT**

- 6.1 The content of the report meets with the local Community Plan objectives to continually improve road safety and maximise accessibility for all modes of transport.

7. **BACKGROUND PAPERS**

Minutes of Development Management Sub Committee of 18 April 2013

<http://committees.aberdeencity.gov.uk/mgConvert2PDF.aspx?ID=2558&T=1>

Decision Sheet of EP&I Committee meeting of 21 May 2013

<http://committees.aberdeencity.gov.uk/mgConvert2PDF.aspx?ID=2526&T=2>

Report P121692 submitted to Development Management Sub Committee of 18 April 2013

<http://committees.aberdeencity.gov.uk/mgConvert2PDF.aspx?ID=25596>

8. **REPORT AUTHOR DETAILS**

Andrew Diansangu
Engineering Assistant
adiansangu@aberdeencity.gov.uk
(01224) 538067

Consultees comments

Enterprise, Planning and Infrastructure Committee

Convener: Councillor Barney Crockett – emailed 22 July 2013

Vice Convener: Councillor Ramsay Milne – emailed 22 July 2013

Council Officers

Councillor Jennifer Stewart - emailed 22 July 2013

Councillor Ross Thomson - emailed 22 July 2013 – commented and requested minor changes be made to reflect view of residents of Westholme Avenue in attendance at meeting that they were not necessarily against the idea of a CPZ in general, but specifically a CPZ covering only Angusfield Avenue. Also that they felt the companies at the Hill of Rubislaw need to be pursued vigorously.

Councillor John Corall - emailed 22 July 2013

Councillor Martin Greig - emailed 22 July 2013

Barry Jenkins, Head of Finance, Corporate Governance - emailed 22 July 2013 – replied with no comment

Jane MacEachran, Head of Legal and Democratic Services, Corporate Governance - emailed 22 July 2013

Ciaran Monaghan, Head of Service, Office of Chief Executive - emailed 22 July 2013

Gordon McIntosh, Director of Enterprise, Planning and Infrastructure - emailed 22 July 2013

Hugh Murdoch, Head of Asset Management and Operations, Enterprise, Planning and Infrastructure - emailed 22 July 2013

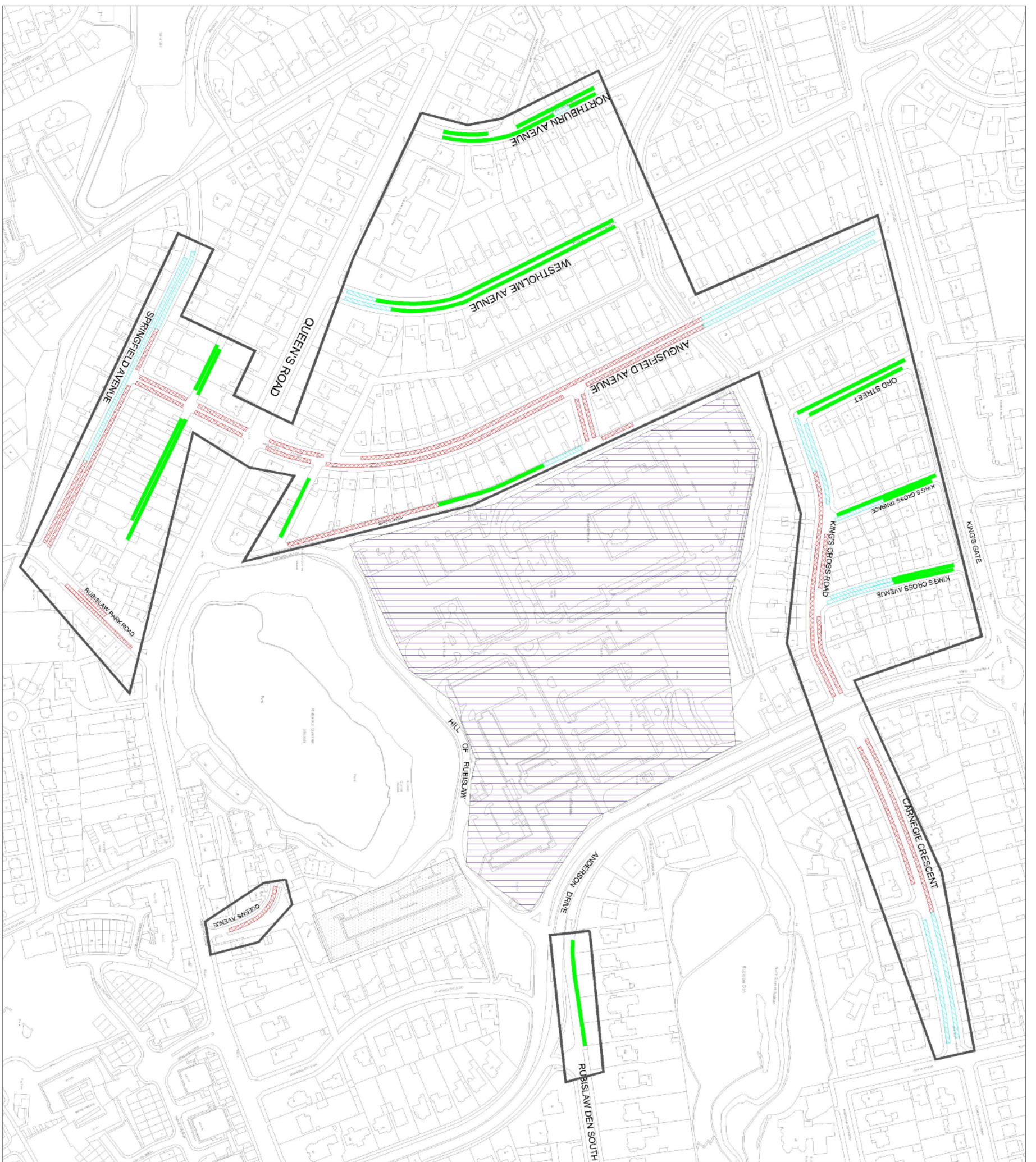
Margaret Bochel, Head of Planning & Sustainable Development, Enterprise, Planning and Infrastructure – emailed 22 July 2013 – commented and requested changes be made to strengthen our urging of the existing businesses to take part in more travel planning and also in relation to ensuring there is no contradiction with the development management sub committee in their deliberations on the recent planning application, which cannot be expected to resolve and existing problem - an issue which this committee did take into consideration.

Mike Cheyne, General Manager Operations, Enterprise, Planning and Infrastructure - emailed 22 July 2013

Neil Carnegie, Community Safety Manager, Housing and Environment - emailed 22 July 2013

Dave Young, Account Manager, Corporate Governance - emailed 22 July 2013

Joanna Murray, Team Leader, Enterprise, Planning and Infrastructure - emailed 22 July 2013 – please see comments above re: Maggie Bochel



Key

- High Density Parking
- Medium Density Parking
- Low Density Parking
- Streets Surveyed
- Current Site

Rev	Drawn (init./date)	Checked (init./date)



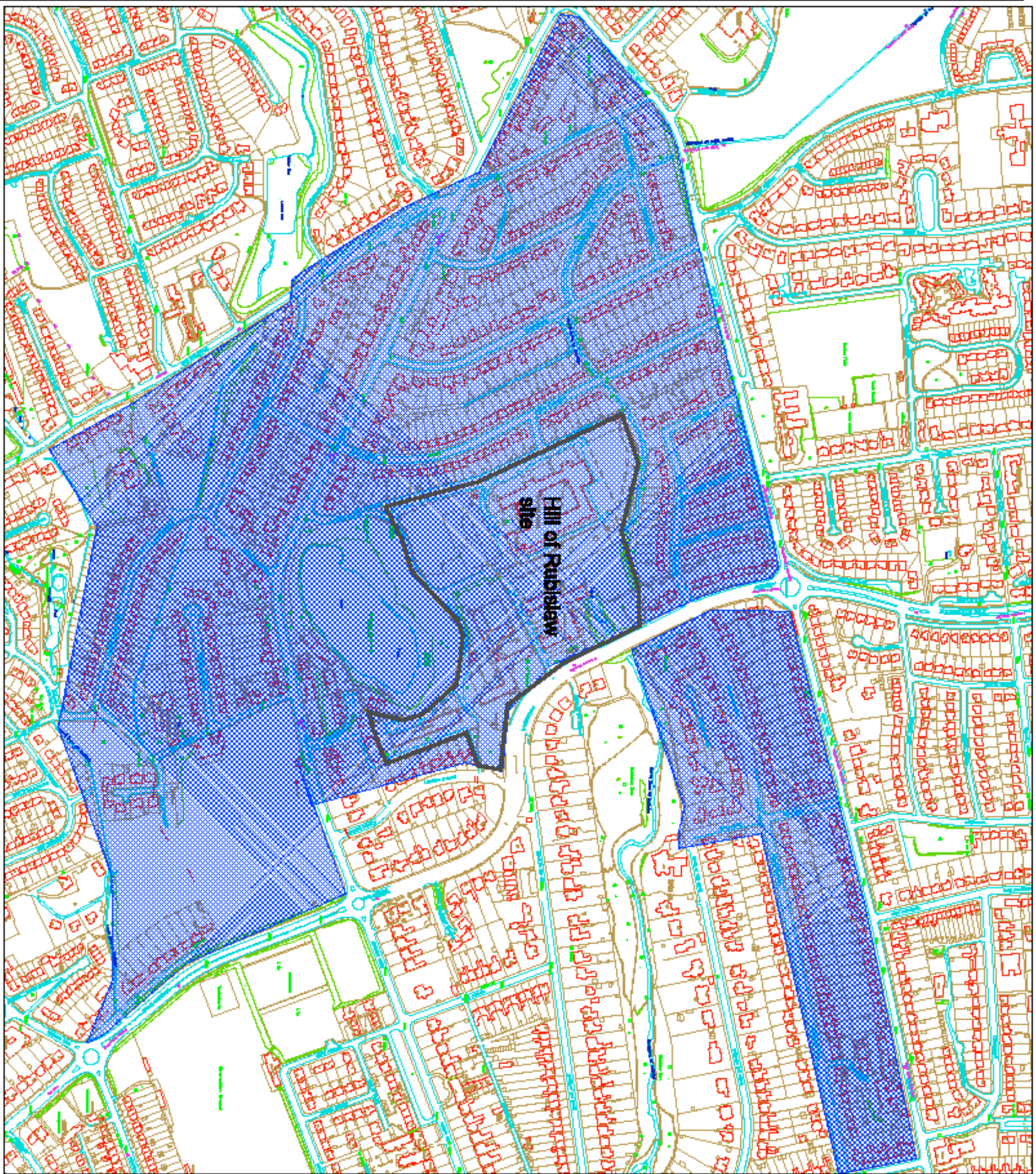
ENTERPRISE PLANNING & INFRASTRUCTURE
 Road Safety and Traffic Management Team
 74 - 76 Spring Garden, Aberdeen, AB25 1GN
 Telephone (01224) 538053


Client:
 ABERDEEN CITY COUNCIL

Project:
 RUBISLAW AREA

Title:
 PARKING DENSITY - AM PEAK

Drawn (init./date) AYD 2/7/2013	File Location
Checked (init./date)	Drawing No.
Scale & sheet size 1:3	A3



KEY
 = Required extent of CPZ



ENTERPRISE PLANNING & INFRASTRUCTURE
 Road Safety and Traffic Management Team
 74 - 76 Spring Garden, Aberdeen, AB25 1GR
 Telephone (01224) 558003

ABERDEEN CITY COUNCIL

RUBISLAW AREA

REQUIRED EXTENT OF CPZ

Drawn (date/drawn)	5/7/2013	WJ/Travis
AYD	5/7/2013	Travis JS
Checked (date/checked)		
Scale & orient (cm)	A3	

Appendix C

Future Proposed CPZs

5.92 Since the last priority list for future parking zones was approved by the Environment and Infrastructure Committee in January 2006, parking zones V, W, X and the extension to M have all been implemented. In addition the opening of Union Square has had an affect on the parking in and around the city centre. It is therefore proposed to recommend a new priority list to determine the requirements for any future zones within the city.

5.93 Hourly registration surveys have been undertaken in the following areas and have been prioritised as follows.

Palmerston Area (Priority 1)

This area was previously approved as a potential future zone in 2006. Since this time the area has been affected by the opening of the Union Square development.

Survey

The parking surveys suggest that there is a significant volume of commuter parking within the Palmerston area. Daytime surveys indicate that the number of parked cars between 0700-0800 hours was 322, rising to 428 cars at 1100 hours before gradually dropping to 200 cars between 1800-1900 hours. The surveys reinforced the need for traffic management measures as frequent occurrences of obstructive and indiscriminate parking were observed, in addition to the loading and unloading operations of the businesses in the area.

Due to the nature of the area the 0700 hours survey start time is unlikely to reflect the beginning of the working day for some businesses in the area. A night time observation survey at 2300 hours indicates that there are very few cars parked on-street during the late evening.

A business case for the future introduction of a parking zone should be prepared for the Palmerston area and the potential risk that parking may displace into nearby Torry should be considered.

Mearns Street area (Priority 2)

This city centre area is bounded to the north and west by parking zone F, by the Waterloo rail branch to the east and by the harbour to the south. Uncontrolled parking in this area is an issue with commuter parking having a subsequent impact on residential parking amenity in the area. The area is a relatively short walking distance from the city centre and attracts commuter parking.

Survey

The actual number of parking spaces in this area is relatively low with only approximately 41 parking spaces. The survey indicates that morning occupancy is at 76% between 0800-0900 hours increasing to between 85% - 98% during the daytime.

The introduction of parking controls would aid residential parking amenity and would discourage all day commuter parking.

Ashley / Brighton Area (Priority 3)

The Ashley Gardens to Forest Avenue area has previously been removed from parking zone proposals as a result of adverse resident feedback during the informal stages of consultation. Since that time parking zones T, to the north and east and parking zone X to the north and west have caused displacement into the area between Brighton Place and Forbesfield Road.

Survey

The survey confirms that commuter parking impacts on this area during the working day; with some 130 cars arriving in the area and parking for more than 3 hours before departing in the evening. It was noted that 45% of these cars stayed in excess of 7 hours.

Both Ashley Gardens and Ashley Park Drive are between 80%-90% occupancy throughout the working day whilst Brighton Place and Forest Avenue are close to capacity in the morning and evening.

Holburn / Hardgate area (Priority 4)

This is a densely populated, mainly residential area within close walking distance of the city centre. The area is bounded to the north east by parking zones N and V. The areas to south and west are for the most part residential. Residential demand for parking controls is relatively low with a general acceptance of a high demand for parking.

Survey

The survey confirms that commuters are parking within this area during the day, with the survey indicates 149 cars arrived in the area and parked for more than 3 hours before departing in the evening. It was noted that 42% of these cars stayed in excess of 7 hours. Holburn Street and Hardgate are at 100%–90% occupancy throughout the working day dropping to 87% and 82% respectively in the early evening.

Carnegie Crescent Area (Priority 5)

Originally promoted as part of the on-street parking zone X, this area was removed from the scheme as a result of public objection process. Since implementation of the remainder of zone X commuters have displaced into the area

Surveys

The surveys indicate that there is a localised issue with commuter parking on Morningfield Road. When considering the area as a single entity the volume of commuter parking is limited. Residential parking in the area is affected but not to an extent where residents cannot park.

Seaforth Road Area (Priority 6)

This area has previously been identified within the future priority list. Site observation surveys have been carried out in this area but due to the continuing development of First Headquarters and also the former John Clark car showroom, the parking patterns are unlikely to reflect a normal situation. Residential demand for parking controls in this area is limited, therefore officers believe that the area should be noted and reviewed again in future years.

Elmbank area (Priority7)

During the public advertisement for the Aberdeen University parking controls, some residents expressed concern regarding displacement into this area. Officers would confirm the need to review parking patterns once the new zone has been implemented however the existing parking conditions would suggest that there is limited opportunity for commuters to be displaced into this area.

5.72 The development of any future controlled parking zone proposals would be subject to a business case submission.

Appendix D



Priority Parking Outline

- Priority Parking:
 - Is a Part-Time Permit Scheme, where:
 - controls operate for a short period between Monday and Friday inclusive;
 - permit places are limited in number, but will generally meet the residential demand for parking in each street during the working day;
 - the remainder of the area will remain uncontrolled.
 - will consist of permit parking places only, limited to use by:
 - Resident Permit Holders from within the area defined above;
 - Visitor Permit Holders, where the resident issuing the Visitor Permit resides within the area defined above.
 - Trades Permit Holders.
 - will not include the option to pay-and-display.
 - May include some provision for limited waiting, for example in the vicinity of local shops etc.
- The proposal has been designed to:
 - prevent all-day commuter parking and long-term non-residential parking from taking place within areas set aside as permit holder parking;
 - protect parking opportunities for resident and visitor permit holders;
 - make it easier for residents to park near their homes;
 - provide improved parking opportunities for:
 - Visitors (to residents, businesses etc);
 - Tradesmen etc.
 - Create a buffer between areas subject to full controls (CPZ) and uncontrolled areas;
 - Reduce the potential for further migration of problems into other areas;
- The proposed levels of parking provided:
 - should normally exceed observed levels of daytime residential demand;
 - will be located in proximity to those properties without off-street parking;
 - will be located in order to minimise the need for additional street furniture;
 - could be adjusted, by legal process, to take account of changing demand.

- Qualifying Residents would be entitled to:
 - A maximum of two permits per household, limited to one permit per person;
 - visitor permits, under the same terms and conditions as within the Controlled Parking Zones (CPZ), and;
 - the equivalent of 30 days-worth of permits for each household;
 - a double allocation, with the cost of permits halved, for residents with disabilities.
- The proposed cost of a residents permit will be:
 - proportionally lower than within CPZ, reflecting the shorter period of control;
 - linked to CO2 emissions;
 - increased for a second permit.
- Priority Parking:
 - reduces the initial implementation costs when compared to full CPZ control ;
 - requires significantly less enforcement than full CPZ, thereby reducing the ongoing costs of managing parking in areas subject to this form of control;
 - reduces the potential impact on the amenity of the area by minimising street furniture and negating the need for ticket machines related to pay-and-display;
 - has an inherent flexibility that:
 - allows the level of parking provision to be adjusted to cater for changing demand;
 - would allow this type of approach to be applied to other areas subject to similar parking pressures
- Implementation of Priority Parking:
 - Will be carried out on a phased basis, designed to gauge:
 - the impact of the introduction of controls;
 - the level of demand for residents parking;
- New poles, signs and road markings:
 - Will be minimised wherever possible, with:
 - Permission being sought from residents whose property has walls or fences that could be used to mount signs
 - Longer lengths of kerbside space being used for parking places, reducing the number of signs and road markings required.