

s c r u t i n y



**A Report of:
Environmental Scrutiny Committee**

Problem & Nuisance Parking in Cardiff

July 2013



Cardiff Council

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CHAIR'S FOREWORD

When the Environmental Scrutiny Committee looked at the issues that affected the residents of Cardiff two in particular stood out as ones that residents constantly complained about. Litter and parking. It was, therefore, decided that the scrutiny committee would devote some considerable time and effort into trying to find some solutions for both of these thorny problems. It was decided that the best way would be to set up a task and Finish Group who could give these issues their full attention. The litter report was published a few months ago and now after many months of hard work the 'Problem and Nuisance Parking in Cardiff' report is now attached.

There were a number of concerns that the committee considered including School safety zones, verge and pavement parking, student parking and overcrowded residential parking. Each of these issues was looked at and expert opinions were provided. Members went to look at the areas of concern and other councils gave advice on how they had dealt with similar problems. It was obvious from our discussions that part of the problem was the fact that when Cardiff was built motor vehicles were not around in any number and, therefore, design of the city centre and residential areas did not take these things into account. Hopefully this report will help guide future planning as well as improve the current situation.

I would like to thank the Members of the Committee who gave up their time and put considerable effort into putting this report together. I would also like to thank all of the witnesses that took part in the inquiry and the officers who helped the Committee compile this report. I hope that the recommendations can help the Council to alleviate some of the difficulties whilst accepting that if there were to be easy solutions they would have already been found.



Councillor Bob Derbyshire

Chairperson – Environmental Scrutiny Committee – 2012/13

INQUIRY TERMS OF REFERENCE

An inquiry titled “Problem & Nuisance Parking in Cardiff” will look at a range of problem parking types and:

- Consider the diverse car parking problems experienced in Cardiff.
- Examine the extent / impact of the problem and the areas most affected.
- Examine what work has been undertaken to date in order to try and solve the problem.
- Examine the Council approach for addressing parking problems in the city.
- Examine whether local, national and European legislation can be applied in certain areas to manage parking problems.
- Consider how the Council and other parties can raise awareness on parking issues.
- Discuss what possible solutions could be used to rectify the situation and then analyse the costs and benefits of those possible solutions.
- Discuss the actions that the Council can take to ‘future proof’ Cardiff against parking and other parking problems, for example, use of effective planning regulations, applying regulations to safeguard key routes.
- Consider examples of best practice for dealing with parking issues in other areas.

The problem & nuisance parking types to be explored in the inquiry are:

- Parking on pavements, verges, cycle lanes, bus lanes and near schools.

- Using the public highway to illegally sell vehicles, and use of mobile advertising displays.
- Commuter parking in residential areas.
- Unlicensed or unregistered vehicles.

RECOMMENDATIONS

The Task and Finish group gathered evidence from a large number of internal and external witnesses during April, May and June 2013 on a wide range of parking issues. The group then used the evidence gathered during the inquiry to inform its 17 recommendations. The recommendations are supported by the key findings detailed on pages 17-31 below, and aim to provide objective comments and suggestions to help better manage problem and nuisance parking in Cardiff.

The Committee recommends that the Cabinet considers the following:

Recommendation 1 - Civil Parking Enforcement Officers – Health & Safety

Evidence was presented to the inquiry that highlighted a number of health and safety risks faced by Council Civil Parking Enforcement Officers (CPEOs) on a daily basis. Members agreed that, as an employer, the Council has a duty of care towards its employees, particularly in ensuring their personal safety. Members were alarmed at the levels of aggression and incidents of assaults directed at CPEOs since the transfer of duties from South Wales Police. After reviewing the evidence, especially the established procedures and practices in other authorities, the Committee recommends that:

- The Council provides all Civil Parking Enforcement Officers with a suitable badge camera system as soon as possible. This would, in the opinion of Members, improve the personal safety of the officers and provide valuable legal evidence should an officer be assaulted or threatened. The Council should ensure that evidence gained by the badge camera system is admissible in court.
- The recordings of the badge camera system should be used to provide feedback about officer conduct and the circumstances leading to any confrontation as part of a modern conflict management training resource.

- The Council should work with South Wales Police to ensure that immediate support is provided for Civil Parking Enforcement Officers who are engaged in a potential conflict situation with a member of the public.

*Recommendation 1 is supported by key findings **KF1 to KF7**.*

Recommendation 2 - School Safety Zones

Cardiff Council is currently developing a series of traffic regulation orders (TROs) to improve safety around schools. Members noted the delays and restrictions surrounding the imposition of school-based TROs (i.e. an all-Cardiff TRO covering all school zigzag markings was not legally possible) but Members on the inquiry felt that this was a worthwhile initiative; however, they were concerned that existing Civil Parking Enforcement resources were probably insufficient to effectively manage all of the proposed school safety zones (SSZs) in Cardiff. Therefore, the Committee recommends that:

- The Council should introduce a 'car cam' system to help enforce parking & traffic regulations created by the new school safety zones. The system would enable far greater coverage than that provided by foot-based officers alone. The 'car-cam' could also be used to improve enforcement at a range of other locations including bus stops, pedestrian crossing zigzags and taxi ranks.
- The Council should work with all schools affected by the new school safety zones and clearly communicate how and when these will be implemented. The impact that they will have for staff, pupils and parents should be highlighted and the schools should be encouraged to pass on the information to all relevant parties.
- The Council should run a city-wide campaign to raise the profile of the new school safety zones; in doing this they should clearly emphasise the safety benefits of the new scheme. The Council and individual schools should liaise to educate inconsiderate drivers about the risk to children and the financial penalties directed at dangerous parking.

*Recommendation 2 is supported by key findings **KF8 to KF12**.*

Recommendation 3 - Planning Regulations for Parking

The Committee recommends that the 'Supplementary Planning Guidance for Access, Circulation & Parking Standards' should be revised to include a clearer definition of 'parking saturation'. The new definition should attempt to place a numerical value on what is acceptable in terms of parking volume. In implementing this change the Council should consider definitions used by other authorities and look at how these definitions have been used to manage parking levels in built-up areas.

*Recommendation 3 is supported by key findings **KF13 to KF16**.*

Recommendation 4 - Cycle Lanes

Members were concerned that many cycle lanes in Cardiff were difficult to use, primarily because of parking problems. Furthermore, there were many places where cycle lanes share the carriageway with other competing priorities such as parking and loading / unloading provision that create inevitable conflict. The Committee, therefore, recommends that when implementing new or updating existing cycle lanes the Council should do more to identify appropriate locations which allow the competing priorities to co-exist, and where possible to create segregated cycle lanes. In addition to this the Council should consider the use of traffic regulation orders to protect cycle lanes where appropriate, and consider the widths and placement of any new cycle lanes so as to maximise the protection afforded to cyclists.

*Recommendation 4 is supported by key findings **KF17 to KF19**.*

Recommendation 5 - Verge & Pavement Parking

Members were informed that many parts of Cardiff had a real issue with verge and pavement parking. There were many instances where such parking abuse caused considerable damage to the highway asset and created

obstructions and other safety issues for the public. The Committee recommends that:

- The Council should liaise with Welsh Government to establish the proposals that it is currently considering in relation to dealing with pavement parking. Once established, the Council should consult on how these proposals would impact upon Cardiff and provide feedback to the Welsh Government.
- Where significant damage is caused to verges on a regular basis and a large number of complaints are received, the Council should consider using specific Traffic Regulation Orders to improve management of the problem.

*Recommendation 5 is supported by key findings **KF20 to KF22**.*

Recommendation 6 - Management of the Blue Badge Scheme

Members were told that the abuse of the blue badge scheme was widespread in Cardiff and many other local authority areas. Members felt strongly that something needs to be done to better manage the problem, and the Committee recommends that:

- Notwithstanding any data protections issues, the Council should lobby for photos to be placed on the front of the blue badge so that Civil Parking Enforcement officers are able to compare the photograph against the individual using the blue badge. Alternatives to a name alongside a photo could be considered, for example, the use of an identifying code number.
- The blue badge should be redesigned and reissued on as regular basis as is practicable to include as many safeguards against forgery (such as hologram imprints) as possible. When the blue badges are reissued they should include a set of directions which clearly explain how and when the badge may be used.

- If a Civil Parking Enforcement Officer suspects that the person using the blue badge is not the actual holder then they should obtain contact details of the holder from the blue badge scheme administrators and call the holder at home. If they answer the phone and confirm their identity and the Civil Parking Enforcement officer believes that there is no practical way that they could be using the blue badge, then a ticket should be issued forthwith.

*Recommendation 6 is supported by key findings **KF23 to KF26**.*

Recommendation 7 - Vehicles Illegally Sold on the Public Highway

Members were concerned that rogue traders were continually using the public highway to illegally sell vehicles. They acknowledged that the problem was a difficult one to manage but felt that more action needed to be taken to tackle the problem. The Committee, therefore, recommends that:

- Where appropriate, single yellow lines supported by short term parking signs are used at sites where it has been established that vehicles are illegally sold on a regular basis. This would prevent illegal traders from using these sites as they would need to move the vehicles on a regular basis or risk a penalty charge notice. When considering the implementation of a new traffic regulation order (TRO) for dealing with the illegal sale of vehicles the Council should consider the location of the site and why it was chosen by the rogue trader in the first place. A detailed review of the location could help identify if the problem will simply be displaced to another area.
- Members were told that penalties for illegally selling vehicles on the public highway are low and that the ways in which cases are dealt with are inconsistent. Members felt that it would be beneficial for Council officers to contact the Cardiff Magistrates Court to arrange a briefing session on the subject and to encourage a more consistent approach to the issue. This would also serve to help raise public awareness of illegal vehicle sales and the problems that this causes.

- The Council takes every practical effort to crack down on rogue traders who persist in illegally selling vehicles on the highway asset. In doing this they should liaise with local businesses to help gather information about these rogue traders.

*Recommendation is supported by key findings **KF27 to KF30**.*

Recommendation 8 - Unlicensed, Unregistered & Foreign Vehicles

The Committee recommends that the Council establishes a tow-away solution via a partnership agreement or commissioning exercise. This would enable the Council to remove unlicensed, unregistered and foreign vehicles that currently avoid paying parking fines from Cardiff's road network.

*Recommendation 8 is supported by key findings **KF31 to KF34**.*

Recommendation 9 - Resident Only Parking Schemes

Members were told that other authorities use resident only parking schemes and the permit allocation criteria to manage and restrict parking in certain areas. The Committee were surprised that, compared to other authorities, Cardiff Council asked for very little documentary evidence to support the validity and credentials of the owner and vehicle. The Committee, therefore, recommends that the residential parking permit criteria are reviewed with consideration being given to:

- Asking for resident parking permit holders to provide a V5 registration document; a licence number plate; a driving licence and a valid insurance certificate.
- Owners of low emission vehicles receiving a discount against the cost of purchasing a residential parking permit.
- Specialist city-wide residential parking permits are made available for care workers and other health & social care professionals. Allocation of this

type of permit would help make the provision of domiciliary care easier in many parts of Cardiff.

*Recommendation 9 is supported by key findings **KF35 to KF38**.*

Recommendation 10 - Bus Lane & Moving Traffic Regulations

Members were told that new regulations for dealing with enforcement of bus lanes and moving traffic offences have now been agreed for Wales. This means that Cardiff Council can now submit a business case to the Welsh Government asking for these powers. The Committee, therefore, recommends that:

- Cardiff Council submits a business case to the Welsh Government for these powers as they would improve the Council's ability to manage Cardiff's road network.
- The Environmental Scrutiny Committee is provided with an opportunity to scrutinise and comment on the business case before it is submitted to the Welsh Government.
- That an approach is made by Cardiff Council to Cardiff Bus to establish the feasibility of installing bus lane cameras on the front of their buses.

*Recommendation 9 is supported by key findings **KF39 to KF41**.*

Recommendation 11 - Football Parking – Cardiff City in the Premier League

Members were told that Swansea Council experienced a number of unexpected parking problems following the promotion of Swansea City Football Club to the Premier League. The Committee would, therefore, recommend that Cardiff Council works with Cardiff City Football Club to review match day parking arrangements before the start of the 2013/14 Premier League season. In doing this they should liaise with other authorities who have been through the experience, for example, Swansea Council, to identify the types of problems that Cardiff could encounter.

*Recommendation 11 is supported by key finding **KF42**.*

Recommendation 12 - Travel Planning

The Committee recommends that the Council should ensure that all new businesses locating to the city implement a robust travel plan which sets out how employees and members of the public get to and from their premises. These travel plans should be reviewed on a regular basis, particularly if the number of employees increases or reduces.

*Recommendation 12 is supported by key findings **KF43 to KF47**.*

Recommendation 13 - Student Parking in Cardiff

Members were told that Cardiff's large student population causes a number of parking and travel problems for the city. The universities all make an effort to deal with this problem, however, in many areas the problem still persists. Cardiff University is still some way behind Cardiff Metropolitan and its own unique problems such as a diverse and disparate campus. In an effort to better manage the problem the Committee recommends that:

- Cardiff Council works with transport providers, local universities and the student's union to help develop a Cardiff student travel card which would provide the option of discounted travel for all students based in the city. This would help to reduce reliance on the use of cars and improve parking in many parts of Cardiff. The Committee will be writing to the Cardiff Partnership Board, recommending that they contact and work with Cardiff Bus, National Union of Students, Cardiff University, Cardiff Metropolitan University and University of South Wales to create a common student travel card.
- The Council liaises with the local universities and asks them to reinforce the message that it is not necessary for students to bring their vehicles to Cardiff as suitable travel alternatives are available. This was felt to be

especially important when advising students about to begin their first year in Cardiff.

- The Council should liaise with local universities and an appropriate car club to establish if it would be practical to locate car club bays in and around university campuses in Cardiff. This could help to persuade students that they do not need to bring their own car to the city.

*Recommendation 12 is supported by key findings **KF48 to KF51**.*

Recommendation 14 - Communications

During the inquiry, Members discussed how the Council should raise the awareness of a number of parking and traffic issues. It was felt that the Council should use their Communications Team to deliver the following:

- The Council - in association with South Wales Police - should do more to highlight who now deals with which parking and traffic regulations. In particular they should make it clear how obstructions on pavements, verges and other parts of the road network are managed. Members felt that this would help prevent future confusion.
- The Council runs a new campaign to highlight the issues caused by problem parking in Cardiff. The campaign should raise the profile of Civil Parking Enforcement officers; explain the valuable work that they carry out and highlight the difficulties that they encounter in keeping Cardiff's network moving. The message should be clear that the Council will not tolerate unwarranted aggression, verbal and physical abuse of its employees.
- Promote the implementation of 'Bus Lane & Moving Traffic Offence' regulations. The campaign could include the extensive use of various forms of social media and the creation of a short public information film highlighting the issues caused by problem parking. The film should feature a character similar to 'Rory the Racing Car'.

*Recommendation 14 is supported by key findings **KF52 to KF56**.*

Recommendation 15 - Dealing with Obstructions

The Council took over responsibilities for Civil Parking Enforcement from South Wales Police in 2010. Since then they have been able to deal with most areas of parking enforcement except for obstructions, which are still dealt with by South Wales Police. This has created confusion for the Council, South Wales Police and most importantly the public. The Committee feels that it would be appropriate for the Council to obtain these powers; therefore, they would recommend that the Council contacts Welsh Government to ask if the regulations can be changed to enable local authorities in Wales to receive these powers.

*Recommendation 15 is supported by key findings **KF57 to 58**.*

Recommendation 16 - Building the principles of sustainable development into the Local Development Plan

During the inquiry evidence was provided about a number of parking problems in Pontprennau. When reviewing the facts it was apparent to all involved that the problem had been created by a lack of sensible planning, for example, a business park had been developed next to a residential area. The sustainable travel options were very limited at best, making it almost impossible to access the site without the use of a car. The Committee, therefore, recommends that the principles of sustainable development and travel are built into the new Local Development Plan.

*Recommendation 16 is supported by key finding **KF59**.*

Recommendation 17 - Review of free parking for the first hour

Members were told that in many places in Cardiff the first hour of parking was free. Other authorities such as Bristol only allow free parking for the first 15 minutes. It was felt that 15 minutes was an adequate free parking period,

therefore, the Committee recommends that the free parking period is reviewed with the view of bringing it into line with other authorities.

*Recommendation 17 is supported by key finding **KF60**.*

KEY FINDINGS

Civil Parking Enforcement Officers – Health & Safety

Key Finding 1

CPEOs are threatened and abused in Cardiff on a regular basis. A CPEO provided several examples of threatening behaviour and assault including:

- Where a female CPEO had her arm broken by a member of the public for attempting to issue a penalty charge notice.
- Where a male CPEO was threatened by a man coming out of a public house with a broken bottle for attempting to issue a penalty charge notice.
- Where a CPEO had a vehicle driven at him for issuing a penalty charge notice.

Key Finding 2

Members were told that so many incidents occurred that it was almost impossible to take action against every one. Each incident / assault had to be considered on its merits and a decision had to be taken on which ones to pursue.

Key Finding 3

The inquiry was told that assaults against CPEOs can have long term psychological effects which can impact on both their personal and professional lives. The abuse directed against CPEOs can contribute to increased sickness levels and, therefore, impact on the service being delivered.

Key Finding 4

CPEOs have radios that they can use to report any incidents; however, they currently do not have a helmet or badge camera system for recording such assaults. While they are provided with a panic button which will instantly alert South Wales Police of any danger, when used the backup isn't always as immediate as the situation would require.

Key Finding 5

Witnesses from Civil Parking Enforcement teams in Swansea, Bristol and Neath Port Talbot explained that when their CPEOs use panic buttons or raise an immediate danger alert the backup and support provided by the Police isn't always quick enough.

Key Finding 6

When dealing with aggressive members of the public Civil Parking Enforcement officers need effective training. An important part of this is developing an understanding of how incidents can escalate through experience, and the application of common sense. Staff from other authorities using the 'badge cam' system told the inquiry that playing back data from real potential conflict situations was one of the best CPEO training tools that they have.

Key Finding 7

Staff from other authorities told the inquiry that the badge cam system had proved to be a valuable safety tool. It discouraged members of the public from verbally or physically assaulting CPEOs and provided an absolute record of any incidents. It also helped protect CPEOs against false accusations.

School Safety Zones

Key Finding 8

A witness from the Bristol Civil Parking Enforcement team explained that mobile enforcement using a car cam system commenced in July 2012. They now have two camera cars in use across the city; these have increased coverage across the network and significantly improved parking compliance in many areas, for example, outside schools and at bus stops.

Key Finding 9

Witnesses from Swansea and Neath Port Talbot Civil Parking Enforcement teams see the merit in using a car cam system and are currently reviewing the case for implementing the vehicles in their respective authorities. Both authorities felt that the vehicles would be particularly useful in managing parking in and around schools.

Key Finding 10

The inquiry was told that all schools in Bristol became involved with the publicity for 'School Keep Clear' zones. They helped raise the profile of the new initiative and directed the message to the most likely offenders, the parents and pupils.

Key Finding 11

Car cam systems can be used to target parking offences in a number of areas including outside schools, bus stops, pedestrian crossings, clearways, no waiting areas, taxi ranks and resident permit areas. The vehicles can also be used to deal with environmental crime and event management.

Key Finding 12

Members felt that a campaign to raise the profile of the new school safety zones was essential. Such a campaign should specifically target parents, pupils and school staff.

Planning Regulations for Parking

Key Finding 13

Members viewed parking problems in Salisbury Road, Coburn Street and Cathays Terrace. They all agreed that Cathays has a significant parking problem. It was felt that families and older people were being squeezed out of certain areas because of parking problems.

Key Finding 14

Section 3.1.8 of the Supplementary Planning Guidance (SPG) "Access, Circulation and Parking Requirements" makes reference to reaching a point of parking saturation. Members on the inquiry felt that while a statement relating to parking saturation was included within the SPG they had never seen a highways planning objection relating to parking saturation. This made it difficult to prevent increases in Houses of Multiple Occupancy, which add further pressures to the parking problem. Members asked felt that clarification was needed as to when the parking saturation point would be reached.

Key Finding 15

Research carried out for the inquiry identified that some authorities place a numerical value on what is acceptable in terms of parking volume in built up areas.

Key Finding 16

Members felt that the parking 'saturation' definition used in the SPG for Access, Circulation & Parking Standards was not sufficiently clear, and that

other authorities had much clearer definitions for parking volume in built up areas.

Cycle Lanes

Key Finding 17

On a parking problems tour of Cardiff Members looked at cycle lanes on Cowbridge Road East. Their narrow width and close proximity to a busy shopping district made the cycle lanes virtually impossible to use as vehicles were parked across them for much of the street.

Key Finding 18

It is not possible to issue a penalty charge notice against someone parking across a mandatory or non-mandatory cycle lane unless a traffic regulation order has been created and the relevant signs and lines have been put in place.

Key Finding 19

The minimum allowable width for a cycle lane is 1.50 metres. The recommended width across the United Kingdom is 2 metres. Cycling bodies believe that the 2 metre cycle lanes provide far more protection for the cyclist.

Verge & Pavement Parking

Key Finding 20

The inquiry was told that at present Wales has no legislation which prevents pavement parking. When providing evidence officers from Cardiff, Swansea and Neath Port Talbot all explained that the Welsh Government were looking into proposals for dealing with pavement parking in Wales. The detail of these proposals has not yet been made clear.

Key Finding 21

During the inquiry Members were told that Wales has no legislation to prevent verge parking. On their parking tour of Cardiff Members saw examples of where verge parking had caused damage to the highway and adjacent verges.

Key Finding 22

The only way to issue penalty charge notices against individuals who park on verges is to create traffic regulation orders and install the relevant signs and lines.

Management of the Blue Badge Scheme

Key Finding 23

Members were told that the abuse of the blue badge scheme was probably one of the biggest problems facing CPEOs. Once the person using the badge is away from the vehicle then there is very little that can be done if that person isn't the actual holder.

Key Finding 24

There is a photo on the blue badge; however, this is on the back of the card. Members felt that this was a weakness in the system and something which should probably be reviewed.

Key Finding 25

There have been instances where photos are changed on badges which then go for sale on sites like eBay – this type of retail is fraud. This is now less of an issue as the company that produces the blue badges now has methods to prevent the retail of the badges.

Key Finding 26

There have been concerns at the lack of enforcement against those who abuse the blue badge scheme in Swansea. The Council is trying to reduce the number issued; Swindon is seen as a comparable city – they have 7,000 blue badge holders compared to Swansea's 20,000. If enforcement officers see someone getting out of a vehicle with a blue badge and they believe he or she may not be the holder, they phone the blue badge registration scheme, ask for a home number and then call directly. If the owner of the badge answers the phone and confirms that they are the holder then the CPEO is allowed to take a decision as to if he or she should issue a penalty charge notice.

Vehicles Illegally Sold on the Public Highway

Key Finding 27

Members asked if implementing short stay parking at the Newport Road and Caerphilly Road sites would solve the problem of using the public highway to sell illegal vehicles, i.e. this would mean that cars parking long term for the purposes of a sale could be issued with a penalty charge notice. This could be done by placing a single yellow line along the section of road where the vehicles are being parked along with a number of signs indicating the permitted parking period. Such an approach would require the creation of a Traffic Regulation Order. Members were also concerned that if such a solution was implemented then they might simply displace the problem to a residential area. It was felt that a two hour parking limit would be sufficient.

Key Finding 28

The illegal sale of vehicles on the public highway is a difficult offence to prove. It is a 'Level 4' offence which can bring with it a fine of up to £2,000.

Key Finding 29

A Member with experience of the Magistrates Court system suggested that there were no consistent guidelines for sentencing and dealing with the illegal sale of vehicles on the public highway. She felt that there would be benefit in the Council preparing a briefing on the matter for the local Magistrates Court.

Key Finding 30

Members were told that the illegal sale of vehicles has an impact on an individual's consumer rights, consumer safety, and breaches fair trade rules. This emphasised how important it is to deal with the problem as effectively as possible. Finding out who was responsible for the illegal sale of these vehicles was a challenge; however, businesses and residents local to the site where the offence was taking place were usually a good source of information.

Unlicensed, Unregistered & Foreign Vehicles

Key Finding 31

The Council cannot enforce penalty charge notices against vehicles which are not registered at the DVLA as they are not able to contact the owner. Some of these unregistered vehicles are clocking up many unpaid penalty charge notices and owe significant sums of money to the Council.

Key Finding 32

The inquiry was told that there were a number of reasons as to why a car might not be registered. These included that the vehicle could be brand new, a kit car, imported, a classic car or deliberately not registered. Foreign vehicles do not need to be licensed in the United Kingdom for the first six months in the country.

Key Finding 33

The Council is currently reviewing the case for setting up a tow away contract to remove unregistered and foreign vehicles when they are found to be parked illegally. If such a tow away contract is established then the Council can pursue all outstanding debts via our bailiffs.

Key Finding 34

The current outstanding penalty charge notice bill for unregistered vehicles is over £60,000. Some unregistered vehicles owe in excess of £3,000.

Resident Only Parking Schemes

Key Finding 35

Research identified that when compared to other authorities, Cardiff Council asked for very little documentary evidence to support the validity and credentials of the owner and vehicle.

Key Finding 36

Research identified that several English authorities offer discounts for owners of low emission vehicles wishing to purchase permits for resident parking areas.

Key Finding 37

Bristol City Council insists on the vehicle owner providing proof of ownership via a V5 document before a permit is issued. It is felt that this helps limit the number of student vehicles in the city because many students drive vehicles owned by their parents.

Key Finding 38

Swansea Council provides a city wide residential parking permit for care workers and other health care professionals. This makes the delivery of essential care easier as care workers do not constantly struggle to find suitable parking.

Bus Lane & Moving Traffic Regulations

Key Finding 39

New legislation has recently been secured by the Welsh Government through the Civil Enforcement of Road Traffic Contraventions (General Provisions) (Wales) Regulations 2013. Some other related parts are, however, still awaiting completion of this legislation, for example, Civil Enforcement of Road Traffic Contraventions (Fees & Charges) (Wales) Regulations 2013 .

In order to get these powers the Council will need to carry out a number of tasks including:

- Carrying out site surveys to quantify the volume of Penalty Charge Notices that might be issued by camera enforcement.
- Preparing a business model and financial model in partnership with service accountants.
- Submitting an application to Welsh Government for transfer of powers;
- A publicity campaign;
- Conversion of traffic regulation orders and upgrading on street;
- Purchase of computer technology and camera systems and the recruitment of an enforcement and appeals team.

Key Finding 40

Members of the inquiry were keen to scrutinise the details of the moving traffic offences and bus lane proposals prior to them being submitted to the Welsh Government.

Key Finding 41

The option of fixing cameras onto the front of buses is being discussed with Cardiff Bus. These cameras will automatically identify unauthorised users of bus lanes.

Football Parking – Cardiff City in the Premier League

Key Finding 42

Promotion to the premier league caused a number of unexpected problems for Swansea Council and Swansea City Football Club. There was a view that because they were getting near to full crowds prior to being promoted there would be very little additional pressure on parking. This was not the case as Premiership Football brings with it a much higher media following from across the United Kingdom and other parts of the world. This resulted in dedicated parking having to be provided for companies like Sky. Swansea Council had to respond by finding a way to provide parking for the displaced football fans. They did this by creating a park & walk service (although not ideal for disabled fans) and the development of an improved traffic management plan for the site. Many travelling fans have been moved to a park & ride facility in the city. Coaches arrive at drop off points and then they are moved to an area away from the drop off point while the game is being played.

Travel Planning

Key Finding 43

The main feature of 'Travel Planning' is to provide a coordinated approach to dealing with travel associated with an organisation or site. The desired outcome is to reduce single occupancy trips to and from an organisation or site. The main focus is on regular trips. 'Travel Planning' schemes can be based around:

- A single organisation;

- It can be area wide (e.g. business park style);
- It can be based on a specific residential area.

Key Finding 44

Councillor Dianne Rees explained that some businesses in and around the Cardiff Gate Business Park had expanded considerably in a short space of time without taking sufficient steps to ensure ease of transport access and parking provision for new and existing staff. One business increased its staff numbers from 150 to 450 in a few years; the lack of additional parking and sustainable transport alternatives to support this scheme has created parking problems for local residents.

Key Finding 45

Travel Planning can produce a number of benefits for organisations. These include:

- Improved staff retention;
- Better recruitment performance;
- Reduced sickness and absence;
- Improved environmental (green) profile;
- Contributes to corporate social responsibility agenda.

Key Finding 46

Travel plan measures typically used by organisations include:

- Car sharing;
- Pool bikes;
- Pool cars;
- Staff cycle salary sacrifice schemes;
- Cycle training;
- Changing / showering facilities for employees;

- Travel information provision – at recruitment and in an ongoing way which is accessible to all staff;
- Staff rewards schemes.

Key Finding 47

A Member asked whether any form of review was undertaken two years after the travel plan is completed. She was informed that review letters are sent out on an annual basis, however, the response from businesses wasn't always as effective as the Council would hope. A positive reply or change is often compromised by other factors, and currently there are no sanctions that the Council can take against these organisations. There are other authorities who have developed a number of sanctions for addressing this problem.

Student Parking in Cardiff

Key Finding 48

Members were impressed by the 'Met Rider' scheme which was first launched in 1997. They were told that since its implementation travel on the Met Rider (formerly the UWIC Rider) has steadily increased, with an average of almost 5,500 journeys made on the Met Rider each week in 2011; a figure which represents a 53% increase since 2009. The 2010/11 academic year saw nearly 2,200 Met Rider permits sold to staff and students. This represents a 35% increase in sales in the last five years.

- The 'Met Rider' is an award winning bus service which is run in partnership with Cardiff Bus. It connects all three campuses, student halls and residential areas, and the city centre. The scheme is subsidised by Cardiff Metropolitan University who agree to purchase a guaranteed number of tickets from Cardiff Bus each year.
- Students who purchase the ticket start using the bus on a regular basis and this in turn creates a public transport habit. There is a view that when people pay for such a ticket up front then future use appears to be 'free'.

Key Finding 49

Cardiff University does not have a subsidised travel scheme. They have been interested in providing such a scheme in the past; however, the cost has been an obstacle.

Key Finding 50

Student parking in Cathays and other parts of the city centre has been identified as a problem. Cardiff Metropolitan University has been very proactive in getting across the message that students don't need to bring a vehicle to Cardiff; however, Cardiff University has been less enthusiastic in pushing the message forward. Cardiff Metropolitan University is seen as an example of best practice when travel planning, while Cardiff University recognises that it has room to improve in this area.

Key Finding 51

There are currently no car club sites at any of the universities in Cardiff. Membership to such clubs could offer a good alternative to a student bringing their own vehicle to Cardiff.

Communications

Key Finding 52

In order to ensure the public direct their concerns to the correct authority and to establish clear lines of communication in relation to parking concerns South Wales Police must direct the public (particularly in PACT meetings) to the Council, which is directly responsible for identifying, introducing and enforcing parking control. It is, therefore, important that South Wales Police are no longer seen as the public face to address parking concerns. This should now be passed to Cardiff Council.

Key Finding 53

Matters of obstruction are still enforced by South Wales Police where no traffic regulation order is in place. However, continual issues of obstruction at any given location would normally indicate a possible parking problem which will need to be forwarded to the Council for their investigation and any further action they deem necessary.

Key Finding 54

CPEOs are often asked if they will deal with cases of obstruction. It confuses the public when such cases are referred to South Wales Police.

Key Finding 55

CPEOs, despite the valuable work that they do, experience the same negative public stereotyping as that formerly experienced by Traffic Wardens. There is a view that work needs to be undertaken to raise their profile so that the public views them in a more positive light.

Key Finding 56

The new 'Bus Lane & Moving Traffic Offence' regulations will have a big impact on Cardiff. It is always advisable to publicise such changes before they are implemented. The Council's Communications Team has the expertise to deliver such a campaign.

Dealing with Obstructions

Key Finding 57

South Wales Police currently holds the authority for dealing with obstructions on the public highway. These powers are currently not available to the Council.

Key Finding 58

When dealing with pavement parking South Wales Police still hold the power to enforce against obstructions – but there has to be an obstruction and this is a very subjective area. Vehicles can park on pavements legally as long as they do not create an obstruction or contravene an existing TRO.

Building the principles of sustainable development into the Local Development Plan

Key Finding 59

Members felt that the parking problems in Pontprennau were caused by the lack of design and planning, i.e. no effective local development plan. This resulted in an industrial estate being built next to a residential area which operates from 7am to 7pm. There are only a limited number of sustainable transport options available for the area.

Review of parking for the first hour

Key Finding 60

Bristol City Council only allows free parking for the first 15 minutes. This compares to Cardiff who allow free parking for the first hour. Members of the inquiry felt that an hour was more than adequate for events like short shopping trips, and that the free period needed to be reviewed.

EVIDENCE

Meeting 1 – 15th April 2013

Steve Carrel, Principal Engineer, Civil Parking Enforcement & Neil Godfrey, Team Leader, Network Management

Steve Carrel and Neil Godfrey delivered a presentation titled 'Scrutiny Committee Task and Finish Project - April 2013 - Problem and Nuisance Parking in Cardiff'. They started by explaining to Members how the parking problem is addressed under Traffic Management Act 2004. The general picture is set out in **Figure 1**.

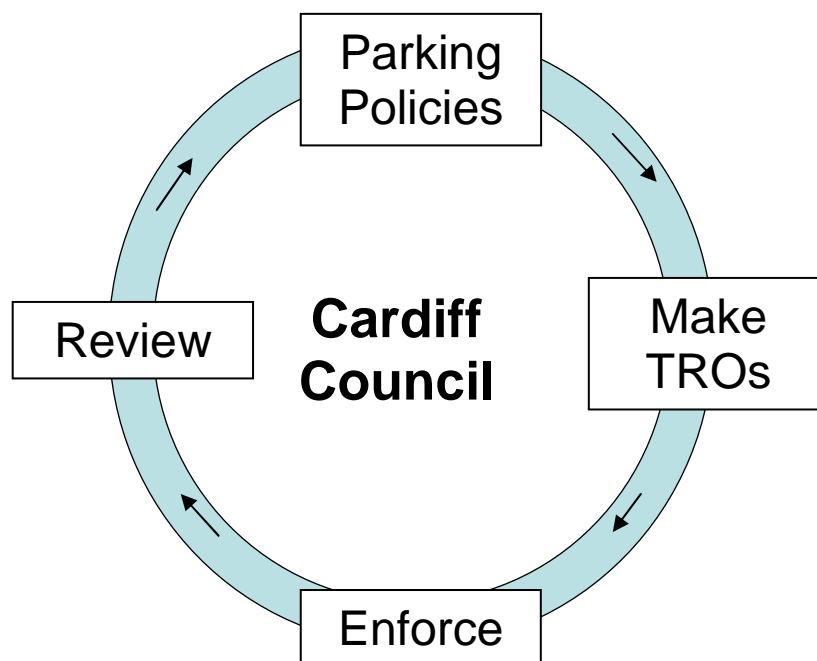


Figure 1 – Council process for managing parking issues.

Members were talked through **Figure 1**. They were told that parking policies lead to traffic regulation orders which are then enforced by Civil Parking Enforcement officers. Once the enforcement has happened then individuals have the option to have the decision reviewed through an appeals team and independent adjudicator if they are not happy at the decision of the appeals team.

Next the presentation considered current parking policies. These are set out below:

- Integrated Parking Strategy 2006 - A key part of this is considering a hierarchy of needs, for example, the need for local shopping centre parking is a higher priority than other areas.
- Traffic Management Policies and Standards 1999 – this has been updated on a regular basis since 1999.
- Resident Parking Policy 2011 – this is separate to the traffic management policies and standards.
- Disabled Parking Policy Draft April 2013 - this was taken to Cabinet in May 2013.

The presentation then moved onto making Traffic Regulation Orders and considered why we create them. The presentation also considered what the Council could enforce against. The following four categories were identified:

- **Movement** - Double and single yellow lines; loading bans.
- **Safety** - Double and single yellow lines; loading bans.
- **Access** to community facilities - Limited waiting or Pay-and-Display; goods vehicle loading bays; disabled bays; taxi ranks.
- **Other** - Resident only parking; “domestic” disabled bays; Police / ambulance.

In addition to the four categories previously mentioned Cardiff is a ‘Special Enforcement Area’, therefore, the Council can enforce against dropped kerbs and double parking (more than 0.5m from kerb line).

Next Members were talked through the process of creating a Traffic Regulation Order. They were told that in creating a Traffic Regulation Order they are required to:

- Consult.
- Advertise.
- Deal with any objections.

- Seal and implement.

The powers for creating a Traffic Regulation Order are set out in the 'Road Traffic Regulation Act 1984'.

The current enforcement strategy was summarised as a flexible deployment by foot and mobile patrols which focused on:

- City Centre – main traffic routes and on-street parking.
- Radial routes/ bus corridors during peak traffic hours.
- District shopping centres and surrounding neighbourhoods between peak hours.
- Schools in afternoons, before evening peak times.
- Weekends and evenings in city centre and Cardiff Bay.
- Residential and outer city areas by radio controlled “response” cars.
- Parking areas – Heath, Harbour Authority, Sophia Gardens.

The working hours are 7am to 10pm every day except for Christmas day.

Cardiff is split into six parking areas; these are shown in **Figure 2**. These zones are covered on a rota basis.

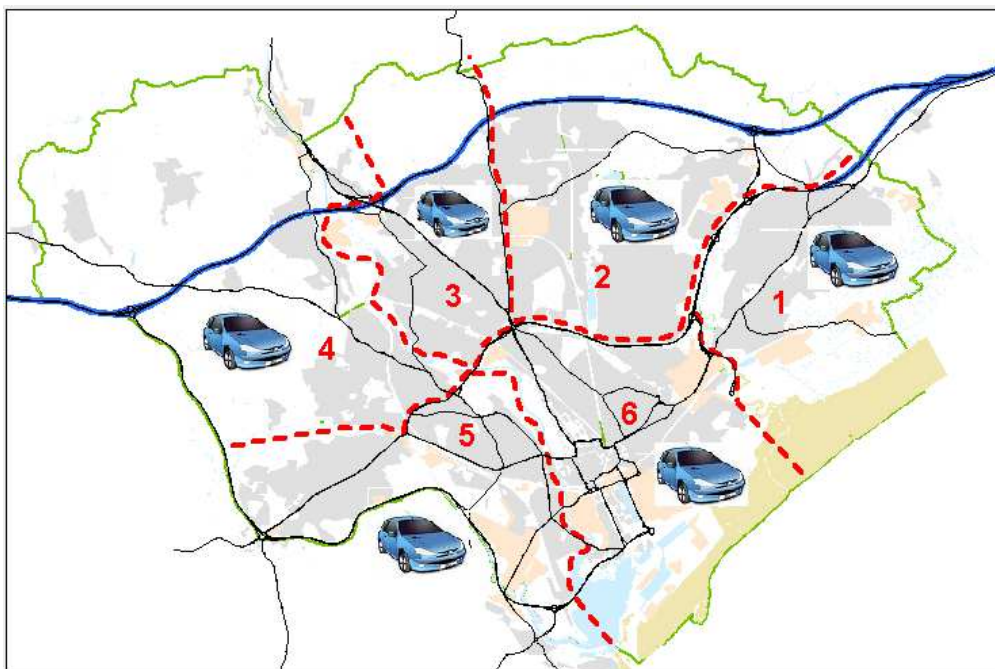


Figure 2 – Cardiff parking areas.

There are currently 45 Civil Parking Enforcement officers in Cardiff. They are supported by an appeals and processing team of 15. Members were told that the use of foot and mobile Civil Parking Enforcement officers using a zonal enforcement approach meant that Cardiff now had a greater coverage and on-street presence than was the case in the past.

In 2010/11 45,000 penalty charge notices were issued; as the scheme only ran for 9 months during this period it equated to 60,000 for the year on a pro rata basis. In 2011/12 the Civil Parking Enforcement Officers issued 68,000 penalty charge notices and in 2012/13 60,000 were written.

The fee for a penalty charge notice in an area where traffic is not allowed to park is £70; this reduces to £35 if the charge is paid within 14 days. The fee for a penalty charge notice in an area where parking is allowed but the vehicle has overrun its allotted time is £50; this reduces to £25 if the charge is paid within 14 days.

Members were told that the first point of appeal was to the Council. If they are not happy with this then they have the option to refer the case to the independent adjudicator after the Council has processed the appeal. The Council wins approximately 80% of cases referred to the independent adjudicator. The independent adjudicator is an independent solicitor appointed by the Lord Chancellor's Office.

Next Members were talked through the process of enforcing traffic regulation orders. This is shown in **Figure 3**.

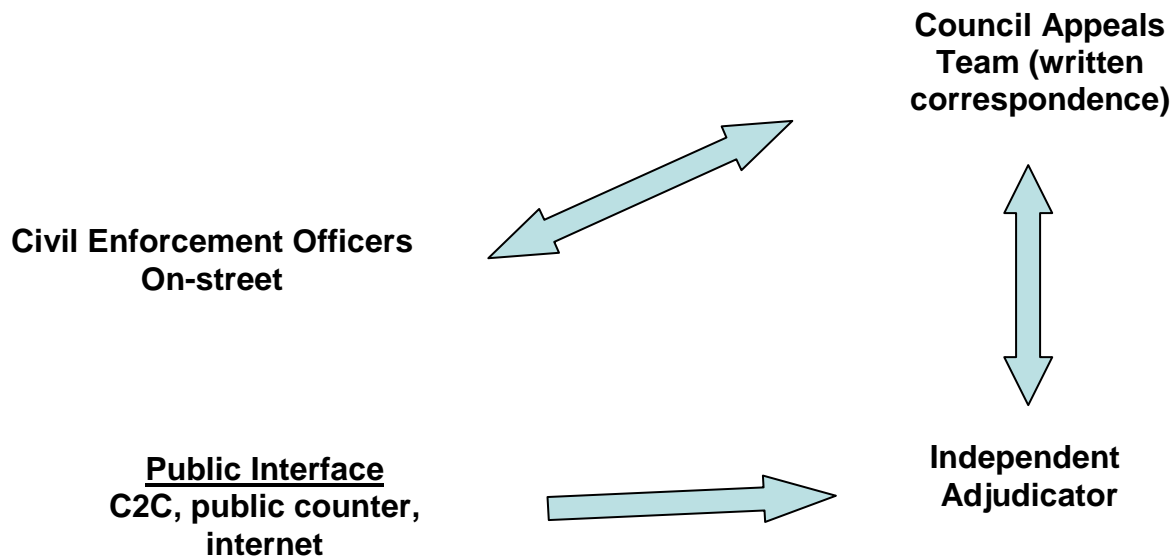


Figure 3 – Process of enforcing traffic regulation orders.

The presentation moved onto types of problem parking and how these are enforced against. The problems were considered by category:

Pavement Parking:

- There is no exclusive legislation making it a specific contravention in its own right.
- It is enforced by South Wales Police as “obstruction” – these powers are not available to the Council.
- The Council can enforce if yellow lines are present but only as a contravention of yellow lines or other parking Traffic Regulation Order.

It was noted that pavement parking is not a problem in the City of London as they are able to use particular legislation which is specific to London to enforce against the offence.

When dealing with pavement parking South Wales Police still hold the power to enforce against obstructions – but there has to be an obstruction and this is a very subjective area. Vehicles can park on pavements legally as long as they do not create an obstruction. The Council can change this and prevent such parking by creating traffic regulation orders, however, creating these is very expensive and time consuming. The creation of a ‘blanket’ traffic regulation order across all of Cardiff for dealing with such issues has not been possible and as every area affected has to be specifically named. If yellow

lines are placed next to pavements and people park across these then enforcement action can be taken. The Council is currently trying to create traffic regulation orders for all schools in Cardiff; in doing this each site has to be specifically named and surveyed.

Verge Parking

- No exclusive legislation making it a specific contravention in its own right - except for lorries in certain areas.
- Dealing with the problem now needs a specific Traffic Regulation Order written to prohibit verge parking – this was done for Plasturton Avenue.

Cycle lanes

- No parking offence can be committed in an advisory cycle lane (indicated with a broken white line).
- No parking offence can be committed in mandatory cycle lane (indicated with a solid white line) – a Traffic Regulation Order can restrict movement along cycle lane.
- Need to look at yellow lines for enforceability.

School parking

- School Keep Clear markings are not regulatory and thus not enforceable by Council.
- School Keep Clear markings were previously enforced by South Wales Police as an obstruction.
- All School Keep Clear markings are being converted to 'No Stopping' Orders. Public consultation was started in April 2013. These will be enforceable by the Council when sealed and signed.
- They could potentially be enforced by mobile camera car.

Commuter parking

- Commuter parking is considered a nuisance and not usually a safety or a movement issue.

- Removing commuter parking from a location usually pushes it further into adjacent residential areas.
- The restriction used can often cause more inconvenience for residents in the affected location.

When yellow lines are used to prevent commuter parking in and around residential areas they can often potentially make the problem worse by displacing the traffic into other commuter areas. Each case needs to be specifically assessed against a set of specific criteria.

Next the issue of 'Unregistered Vehicles' was addressed. **Figure 4** illustrates the current approach taken with those who simply ignore tickets and are traceable.

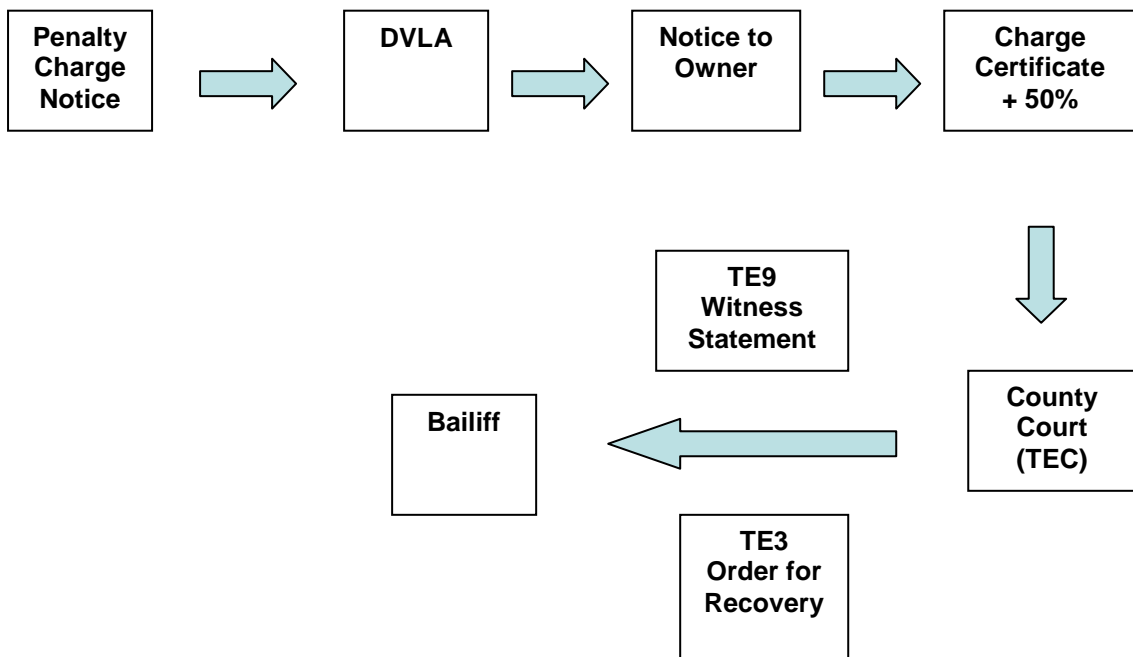


Figure 4 – Process for dealing with people who ignore tickets and are traceable.

Owners and vehicles are not always traceable, this creates the following problem:

- The above diagram shows the normal flow of the process when a person ignores the penalty charge notice.

- With unregistered vehicles, DVLA will have no owner details and so our process stops at that point and bailiffs cannot be engaged.
- Some unregistered vehicles are clocking up many unpaid fines and owe significant sums of money to the Council.

The Council has identified a potential solution. This involves:

- Setting up a tow away contract to remove such vehicles when they are found to be parked illegally. The Council can only require payment of the one penalty for which the car was removed, not for other fines outstanding.
- The Council is currently in talks with DVLA about joint operations on this matter – so they capture the owner details as well. Council could then pursue all outstanding debts via bailiffs.

The current outstanding penalty charge notice bill for unregistered vehicles is over £60,000. Some vehicles owe in excess of £3,000.

The Council has been using a firm of bailiffs for recovery of fines for just over a year. It was felt that using such an approach was fair for those who do pay the penalty charge notices when issued.

An example was provided of a vehicle which at the time of the meeting had 47 unpaid penalty charge notices and an outstanding debt of over £3000.

Comments & Observations from Meeting

A report has recently been issued which sets out that each school in Cardiff will be subject to a new Traffic Regulation Order. All Members should have sight of this – particularly as there are schools in all Cardiff wards.

A comment was made that South Wales Police don't take as much action as they used to because of the transfer of civil parking enforcement powers to Cardiff Council. Previously parking targets were passed from the Home Office to South Wales Police. These targets have now been passed across to Cardiff Council.

Cardiff Council's Civil Parking Enforcement officers are not able to issue tickets for obstructions. Only South Wales Police currently hold these powers in Cardiff.

A Member asked if it would be possible to pass across penalty charge notice issuing powers to members of the public, i.e. citizens issuing tickets for parking offences. She was told that this would not be possible.

An officer asked if the new Traffic Regulation Orders had been advertised in the South Wales Echo. Another officer replied that they should have been, and if they hadn't already been advertised, they should be there soon.

It was stressed that the Council cannot issue a 'blanket' traffic regulation order and that each individual site has to be named and surveyed within the process of setting one up. He explained that his life would be much easier if they could apply a 'blanket' order; however, the Council has to work within the law, i.e. the Road Traffic Regulation Act.

A comment was also made that banning parking on all Cardiff pavements would be unfair, for example, in parts of Llandaff North the pavements are actually wider than the road so pavement parking isn't necessarily a problem.

A Member commented that years ago 'double parking / banking' was illegal and so didn't happen as much. An officer explained that the regulations hadn't actually changed that much and that application of the rules was less rigid in the past, i.e. we now enforce as best we can based on the same rules.

Comments were made on modern trends which had made the parking problem worse, for example, there are now families who can have three, four or five vehicles and society seemed to have more obstructive people as a whole.

Members were told that the Traffic Regulation Order team have employed four members of staff to dealing exclusively with parking complaints.

A Member commented that in her view the cycle lanes were not wide enough and then asked how these are enforced against. She was told that it is only possible to enforce against a cycle lane when it has a line on the inside, i.e. the enforcement would be for the line and not the fact that there was a cycle lane. The minimum allowable width for a cycle lane is 1.50 metres. The recommended width across the United Kingdom is 2 metres. Cycling bodies believe that the 2 metre cycle lanes provide far more protection for the cyclist.

Members were told that blue badge holders can park on yellow lines for up to three hours. Businesses are also allowed to load and unload where signs permit.

Next the Members questioned how the Council deals with unregistered vehicles. To begin with they asked why some vehicles are not registered with the DVLA. They were told that there were a number of reasons as to why a car might not be registered, these included that the vehicle could be brand new, a kit car, imported, a classic car or deliberately not registered. They were then reminded that while the Council does not currently have a tow away contract, it is looking to develop one of these.

The inquiry was told that a letter had been written to the DVLA asking if they would work closely with the Council to better manage unregistered vehicles, for example, they have a nearby compound which can be used for the storage of unregistered vehicles. Foreign registered vehicles are also untraceable; however, officers explained that these weren't as much of a problem across the city.

A question was asked as to how the owner of the unregistered vehicle would know that their vehicle had been taken away by the Council. Officers explained that the details of any tow away would be passed onto South Wales Police who would pass on the information when the vehicle was reported as missing or stolen. If no one claimed the vehicle and checks could not reveal who it belonged to then it would be sold or crushed.

Members were told that there were limited options for tow away contracts in Cardiff and, therefore, the probability was that it would go to a firm based outside of Cardiff. Vehicles would probably only be towed away if they had three or more outstanding penalty charge notices.

A Member asked when the school's TRO would be applied. She was told that this would probably be for the start of the new 2013/14 school year.

Members were told that the Council is planning to recruit an additional six officers in the summer. An officer explained that because of the amount of training involved it was better to recruit in groups rather than individually.

Meeting 1 – 15th April 2013
John Gilbert – Civil Parking Enforcement Officer
‘Civil Parking Enforcement Question & Answer Session’

John Gilbert (a Civil Parking Enforcement Officer for Cardiff Council) joined the Members of the inquiry for a discussion on the role of a Civil Parking Enforcement Officer (CPEO). The discussion focused on the key issues which impact on parking in Cardiff. In doing this a number of areas were discussed including:

- Parking on pavements, verges, cycle lanes, bus lanes and near schools.
- Using the public highway to sell illegal vehicles and use of mobile parking displays.
- Commuter parking in residential areas.
- Unlicensed or unregistered vehicles.

Initially he was asked about the physical and verbal threat which CPEOs officers faced. He explained that this was an issue that they faced on a regular basis and that he has been shoved by a member of the public while out working the previous day. He explained that CPEOs do receive good training, however, the main advice provided for dealing with most types of confrontation was to walk away and to deal with the matter through alternative means, for example, issuing a ticket by post against the owner of the vehicle.

He went on to explain that when he had been shoved, a ticket had not been written, however, a note of the vehicle had been taken and that the Council would be writing to the owner to issue the ticket.

Members were told that there had been instances where CPEOs had been threatened by people driving vehicles towards them. Other types of assault also occurred on a regular basis, for example, recently a CPEO issuing a ticket was confronted by a member of the public brandishing a broken bottle outside a public house.

The Members were told that so many incidents occurred that it was almost impossible to take action against every one. Each incident / assault had to be

considered on its merits and a decision had to be taken on which ones to pursue.

He highlighted an example that before Christmas a CPEO had her arm broken by a member of the public who objected to a ticket being issued. This is being dealt with through the relevant legal channels. He continued by explaining that such assaults against CPEOs can have long term psychological effects which can impact on both their personal and professional lives. A Member asked if the lady who received the broken arm still carried out shifts on her own, he was told that for the time being she will work with a partner.

He was asked if they take photos of the incidents, and replied by saying that photos are taken as part of the evidence trail for issuing a penalty charge notice. A picture of the permit display is taken along with a picture of the vehicle without a penalty charge notice and with a penalty charge notice. The number plate needs to be captured in both photographs.

He was asked about the new parking ticket machines which require the entry of a number plate before a ticket is issued. He explained that the system did work, although it was being abused by people putting in slightly different registration details.

A Member asked if CPEOs carried out a 'walk by' of a street recording all plates before coming back and potentially issuing tickets. Mr Gilbert explained that this did happen and needed to happen as many parking areas have time restrictions.

They are able to book against some signs and lines instantly. If any parking signs are missing from a street then these are immediately reported back to the Traffic Regulation Order team.

A Member asked if there were any reports or statistics to indicate the number of assaults made against CPEOs. He was told that while Cardiff Council and South Wales Police keep some of these records, there were so many minor assaults that the majority of them would probably not be reported.

They have radios that they can use to report any incidents; however, they currently do not have a helmet or badge camera system for recording such assaults. They are provided with a panic button which will instantly alert South Wales Police of any danger, however, when used the backup isn't always as immediate as the situation would require.

For dealing with aggressive members of the public CPEOs need effective training, however, more important than that is developing an understanding of how incidents can escalate through experience and the application of common sense.

Next Members moved onto the topic of disabled bays. A Member asked if a disabled bay was designed for the exclusive use of one person or if all disabled badge holders could use the bay. He was told that all disabled bays were available for use by all disabled badge holders, i.e. there are no individually dedicated bays.

Another Member asked if when CPEOs identify what they believe to be an obstruction they report this to South Wales Police. She was told that this does happen, however, it was more common for other organisations to report such obstructions, for example, Cardiff Bus. She was also told that they did tend to report obstructions to South Wales Police if they were asked to by members of the public, for example, if a vehicle was parked in front of a drive. In reporting such instances (across someone's drive) they need the consent of the owner as without this they have no way of proving if there was an obstruction to what is effectively private land.

A Member asked how many tickets each CPEO typically issues in a day. He was told that depended on where they were working (as some areas have more parking problems than others), however, on average they issue between 10 and 12 tickets a day. During 2012 approximately 60,000 tickets were issued in Cardiff. One CPEO that Mr Gilbert knew had issued 25 on the day prior to the meeting. The legislation and mandate set down for Civil Parking Enforcement does not allow the setting of targets.

Members were told that the number of tickets issued in specific areas can change on a day to day basis, for example, a street on one day could provide four tickets and 10 or more on the next.

Members were told that they had been inundated by requests for placing new traffic regulation orders in areas surrounding Cardiff Metropolitan University sites. They have responded positively to this by implementing a good transport planning scheme.

The inquiry was told that a resident permit doesn't carry a registration number on it. Members felt that this (along with other resident parking qualifying criteria) was something that should be looked at. They were also interested in looking at if this applied to both resident and visitor passes.

Mr Gilbert felt that the abuse of the blue badge scheme was probably one of the biggest problems that CPEOs faced. He explained that once the person using the badge was away from the car then there was very little that they could do if that person wasn't the actual holder. There is a photo on the blue badge; however, this is on the back of the card. Members felt that this was a weakness in the system and something which should probably be reviewed. It was suggested that the photograph was on the back of the card for data protection reasons.

A Member asked if all people over 75 automatically received a blue badge, he was told that this wasn't the case. The Members were also told that there had been instances where photos are changed on badges which then go for sale on sites like eBay. This no longer happens as the company that produces blue badges now has methods to prevent the retail of the badges – such retail is fraud.

Blue badges can be applied for from Cardiff Council, for example, sites like County Hall are able to deal with such requests. Individuals are entitled to have a blue badge if:

- They receive Mobility Allowance or the higher rate of the mobility component of the Disability Living Allowance.
- They use a disabled person's car provided by the Welsh Government (or the government in England), or they received a grant for their car from them.
- They have a vehicle excise duty exemption certificate.
- They are registered as blind.
- They receive a War Pensioner's Mobility Supplement (not a War Disablement Pension).
- They are a severely injured war veteran who is classed within tariffs 1 - 8 of the Armed Forces Compensation Scheme.
- They have a child under the age of three who must be accompanied by bulky medical equipment or may need access to vehicles for emergency hospital treatment.
- They are a driver with very severe upper limb disabilities.
- They have some other permanent and substantial physical disability which means you can't walk or you find it very difficult to walk.

If they qualify for one of the first five reasons then the Council would need copies of the documents for confirmation. If they qualify for one of the last two reasons then they would need to ask their doctor or another health professional to fill out a form to confirm this.

Individuals who have a blue badge are able to park:

- At parking meters, for free and for as long as they need.
- At limited waiting places for as long as they need.
- On some yellow lines for up to three hours

Blue badge holders are also entitled to a number of other benefits, for example, not having to pay some road tolls and being able to use reserved parking bays.

A Member asked if Civil Parking Enforcement officers provided parking exemptions for people attending religious services. She was told that they weren't, and that parking regulations were consistently followed. The only exception to this that does take place from time to time was for the occasional funeral. Parking regulations are enforced seven days a week.

Members were again told that while the parking scheme was not financially driven, it is self financing. They were also told that deciding on the exact number of CPEOs was a difficult balancing act, for example, if they increase the numbers by too many then the number of parking offences that people commit will fall, resulting in a reduction of income. It is almost impossible to calculate the optimum number of Civil Parking Enforcement staff as circumstances frequently change.

Members were told that legislation was being introduced to implement moving traffic offences. The Council is currently developing a model to implement these powers and a report should be sent to Cabinet during 2013. The report will set out how the Council aims to deliver this new service. Members stressed that it would be important to scrutinise this model before it went to Cabinet, and suggested that it should be included in the 2013/14 work programme.

An officer explained that management of Cardiff's road network had come a long way in the last three years. The Council now has good control over parking in the city. Long term offenders and 'chancers' are now the main problem and the Council is always looking for new methods to deal with these individuals.

A Member suggested that a part of the reason for problem parking was that the public perceive that public car parks are not safe, i.e. people 'problem park' because they feel that otherwise their car will not be safe. He was told the Council is currently carrying out work to ensure that all car parks will be safe and secure in the future.

Meeting 2 – 16th April 2013

Member drive around Cardiff to view a range of parking problems

On the afternoon of the 16th April Members went on a tour of Cardiff to view a range of parking problems. During the tour Members witnessed parking problems at the following sites:

- Using the public highway to sell illegal vehicles – Caerphilly Road & Newport Road.
- Commuter parking – Pontprennau and Heath.
- Parking on verges – Caerphilly Road and Templeton Avenue.
- Schools – Llanishen High School.
- Streets near the city centre including Salisbury Road, Coburn Street, and Cathays Terrace.
- Cycle lanes – Cowbridge Road East, Canton.
- Bus lanes – Cardiff city centre.

After the visit Members returned to County Hall for a debrief and to discuss the parking problems witnessed. During this session they made the following comments:

- **Using the public highway to sell illegal vehicles**

Members asked if implementing short stay parking at the Newport Road and Caerphilly Road sites would solve the problem of using the public highway to sell illegal vehicles, i.e. this would mean that cars parking long term for the purposes of a sale could be issued with a penalty charge notice. This could be achieved by placing a single yellow line along the section of road where the vehicles are being parked, along with a number of signs indicating how long people were able to park. Such an approach would require the creation of a Traffic Regulation Order. They were also concerned that if such a

solution was implemented then they might simply displace the problem to a residential area. It was felt that a two hour parking limit would be sufficient.

A Councillor reminded the group that as the Council seeks a long term or short term solution to the problem it will have to remember that the problem is caused by people trying to illegally run a business. They will do what they can to get around the various pieces of legislation.

Members were told that there are pieces of legislation which could be used to tackle the problem. The challenge was how to use the existing laws to reduce and manage the problem. They were also told that the illegal sale of such vehicles was normally linked to rogue traders who would often be involved with other illegal practices.

Members concluded their discussion of on the illegal sale of vehicles by deciding to ask for additional legal advice on the topic later in the inquiry.

Commuter Parking

Next they looked at the commuter parking issue. One Member felt that based on what they had seen that there was very little which could be done to resolve the problem. Taking any action would merely displace the problem. An officer explained that what was seen at Heol Glaslyn in Pontprennau was viewed by some people as a real problem but to others more of a nuisance. Some Members agreed that what they had seen in comparative terms didn't seem to be a problem and that placing in yellow lines had just displaced the problem.

Parking on Verges & Pavements

Members viewed the verge and pavement parking in Heath and Llanishen – and concluded that this was a problem. They felt that some kind of legislation or intervention was required (for example, a byelaw or traffic regulation order) to stop people parking on pavements and verges as the practice clearly causes damage and obstructions. They understood that the creation of

numerous Traffic Regulation Orders might work; however, setting up all of these would be a long and expensive exercise. Once again they commented that some kind of blanket order would be useful. An officer mentioned that a Traffic Regulation Order used to prevent verge and pavement parking had been replaced by a byelaw in Plasturton Avenue. Legal Services do not consider that a blanket TRO would be specific enough.

Members were told that it takes approximately six months to create a traffic regulation order. This will involve the use of a £500 advert to publicise the order and the costs of a survey.

Parking outside schools

It was suggested that more children in Cardiff who had to travel to school should go by bus; this could radically reduce the level of traffic and parking chaos outside schools in the morning and at 3:30pm. An officer explained that in Boston (USA) the school bus picks up children outside of their homes. This works well and prevents traffic congestion and parking problems outside of schools in the morning.

Parking in city centre areas

Members viewed parking problems in Salisbury Road, Coburn Street and Cathays Terrace. All Members agreed that there was a large parking problem in Cathays. One Member mentioned that it wouldn't be possible to ban cars in the area; therefore, alternatives should be found. She suggested that alternatives should be provided including a subsidised DIFF card. In particular this might encourage students to use public transport and stop using Cathays as a car park. She explained that there is evidence to suggest that students take a large part of the resident parking zone in Cathays, making the area very crowded. She added that during the Easter holidays parts of Cathays were very quiet. Another Member agreed that this was probably the case as parking was much worse in September than at any other time of year.

Cycle Lanes

Members agreed that what they saw in Canton suggested that parking on cycle lanes was a problem. A Member commented that cycle lanes were a much wider issue and that the Cardiff wide provision needed to be reviewed. They all agreed that most lanes seemed too narrow and that they were useless when someone parked across them.

Bus Lanes

Members felt that parking in bus lanes was not so much of a problem and with the additional moving traffic offences regulations planned for next year what problem there was should only improve.

A Member asked what type of taxis could use bus lanes – she was told that black & white taxis (Hackney) can and that private hire vehicles can't.

Meeting 3 – Monday 22nd April 2013

Terry Bullock - Highways and Traffic Manager - Bristol City Council

‘A view of Civil Parking Enforcement in Bristol’

Terry Bullock delivered a presentation titled Problem & Nuisance Parking in Cardiff – Report to Environmental Scrutiny Committee.

He started by providing a summary of how Civil Parking Enforcement is run in Bristol. In doing this he explained that:

- Civil Parking Enforcement in Bristol commenced on the 1st April 2000.
- They currently have 57 Civil Parking Enforcement Officers split across 7 teams.
- Coverage runs from 6:30am – 10:30pm from Monday to Saturday and on a Sunday the service runs from 8.30 am to 4.00 pm.
- Bristol City Council also has 13 off-street Civil Parking Enforcement Officers.
- They typically issue between 65,000 and 70,000 Penalty Charge Notices per annum.
- The officers generally issue 1.3 Penalty Charge Notices per hour – the national average is 1 per hour.
- Civil Parking Enforcement Officers tend to focus on the main routes in and out of the city along with the main shopping areas.

He then commented on how camera enforcement is currently used in Bristol explaining that:

- Bristol City Council commenced Bus Lane Enforcement in January 2009, using attended cameras which were manned from their Traffic Control Centre.
- Mobile enforcement commenced in July 2012 – they now have two camera cars in use across the city.
- Ten fixed cameras were introduced to Bristol in November 2012.

- The use of camera enforcement has significantly improved compliance levels in the city both in bus lanes and in other areas, such as where loading bans exist.

The next slide moved onto dealing with parking on the footway and verge parking. It explained that:

- In many areas they use single and double yellow lines to cover and protect footways and verges. Since the restrictions cover the full width of the highway, including the footways Penalty Charge Notices (PCN) can be issued.
- Bristol City Council used to have parking problems at the rear of bus stops as the clearway restriction only applies to the carriageway– these were stopped by introducing a ‘no parking on footway’ order They also use a Traffic Regulation Order which specifies where vehicles are able to park.
- If there are no restrictions in place then the best remedy is for the police to deal with the parking problem by using obstruction powers - this is not always possible as they have limited resources.
- Parking on verges in Bristol has proved very difficult to control. They have not yet identified an obvious solution. It is an offence to drive on to a verge (but not to park); it is also an offence to cause damage to a verge / public highway. Where there are currently no restrictions such offences are currently dealt with at the discretion of the police. Trying to recover the costs associated with damage to verges through the Magistrates Court can be a problematic.

Comments were made about parking enforcement for cycle lanes, bus lanes and outside schools. It was explained that in Bristol:

- Most cycle lanes are advisory so it is only possible to enforce against those adjacent to existing Traffic Regulation Orders - if such an order exists.
- Mandatory Traffic Regulation Orders can be enforced by camera – the same applies to bus lanes.

- School Keep Clear markings, where mandatory, are now enforced with the use of a camera car. Initially most signs and road markings outside schools in Bristol were not compliant; this caused some difficulties and meant that they had to be revised.
- All schools joined in with the publicity for 'School Keep Clear' zone which really helped.
- Camera cars are an expensive piece of equipment. The vehicles have to be clearly marked to comply with legislation. A camera car is only used to deal with offences that cannot be addressed by other means, such as an enforcement officer on foot. They are not used for enforcing against yellow lines in Bristol, because of blue badge exemptions but they can be used where loading restrictions exist. The cars operate on a sealed and secure recording system.

The next slide touched on the illegal sale of vehicles on the public highway. It was noted that:

- If vehicles are taxed and insured they are difficult to deal with. Some private sales are acceptable; however, trade sales are not.
- Trading Standards in Bristol take the lead on rogue traders.

The presentation then moved onto the use of mobile parking displays. He explained that:

- The starting point for dealing with this issue should be the Highways Act 1980. Section 143 of the Act creates the power to remove structures – these include those on wheels, for example, trailers - they argue that the trailer is a structure.
- The problem in dealing with mobile parking displays is in this it takes time to pursue the vehicle. If the display is moved during this time then the action has to stop. If the vehicle is moved to a new location then the process has to start again.
- Section 149 Highways Act 1980 deals with items which are deposited that are a nuisance; these include trailers and parked vehicles being used to advertise.

- The term 'nuisance' is subjective; ultimately it is up to the Magistrates Court to establish if a 'nuisance' has been created. Interpretation made at the Magistrates Court is not always consistent.
- Mobile parking displays could also potentially be managed by using the Town & Country Planning (Control of Advertisements) Regulations 2007; however, vehicles used to display adverts are not specifically mentioned.
- Section 224 of the Town & Country Planning Act 1990 makes it an offence to display an advert without consent. Advertisers can get around this by simply moving the vehicle. The process then has to start all over again which is frustrating. A new breach is created every time the vehicle is moved.

The commuter parking issues in Bristol are managed in the following way:

- Residents' Parking Zones - Bristol currently has three and these were introduced in 2007.
- When creating the Residents' Parking Zones they considered the a range of issues including size of zones, operational hours, permit eligibility and cost, visitors and contractors, businesses and community organisations and access to driveways.

Finally the topic of unlicensed and unregistered vehicles was addressed. It was explained that:

- The DVLA and Police deal with untaxed vehicles that are licensed.
- Unregistered vehicles can't be traced to owner so they are treated as an 'unlawful deposit'.
- Section 149 of the Highways Act 1980 provides power to remove vehicles if they are causing a nuisance; forthwith if causing a danger via Section 149(2).
- A Magistrates Court Order may be required under Section 149(4) of the Act to remove a vehicle.

Following the presentation the following comments were made:

The inquiry was told that there have been problems with commuter parking in residential areas around Bristol. In most areas on street parking is currently unrestricted. In order to help combat this Bristol has introduced three resident parking zones in the city centre.

Bristol enforces bus lanes by using fixed cameras.

Bristol currently has three park and ride facilities; they are looking to implement a fourth in the north of the city.

A Member suggested that using fixed cameras for dealing with certain traffic offences was an obvious way forward.

Members were told that the income from parking & traffic enforcement was nice to have; however, the main purpose was to keep the network moving. All income raised goes back into the system to address traffic management issues.

The fixed cameras used by Bristol City Council were described as 'pan and tilt'.

Members were told that when moving traffic offences were implemented Bristol City Council had to ensure that lots of warning signs were placed in appropriate places around the city to advise motorists and that camera enforcement is taking place. Also the traffic regulation orders needed to be checked to ensure that they were legally correct and fully signed in order to reduce the risk of challenge.

Offenders have no idea that they have been caught committing the offence until a ticket arrives on the doorstep.

They currently use a car camera system in Bristol; this is delivered by two converted Ford Fiesta vans. The vehicles are good for dealing with offences committed outside loading bays and schools. The cars are not popular with the press; however, they have increased parking compliance in the city.

Bristol has 75 bus lanes. Many offenders were caught in the early months, however, the message is now getting across and the number of drivers being caught has reduced.

The inquiry was told that if officers or Members from Cardiff Council wanted to see the vehicles operating then they could visit Bristol to see them first hand.

A Member asked if Bristol City Council had ever tried to develop a strategy aimed at limiting student cars. She was told that they do insist that before a parking permit is issued that all people (including students) prove that they actually own the vehicle (via a V5 registration document) and that it is registered to the address where the permit is being applied for. It is felt that a high percentage of student vehicles are owned and insured by parents as this is usually cheaper so this rules out the students application.

Bristol City Council limits the number of parking spaces per house in the residents' parking scheme areas. They also limit the number of visitor passes to 100 per year, per property. The first permit is £30 per annum (or free with a low emission vehicle), the second is £80 per annum and the third is £200 per annum.

Members were told that Bristol University also actively discourages students from bringing vehicles to the city as most of these are simply parked up for the whole term. Details of the work carried out by Bristol University to limit the number of vehicles student vehicles is on the Bristol University website.

There are three residential parking zones in Bristol. Decisions on implementing these in the current locations were based on local knowledge. The residential parking zones are generally based around Bristol city centre and are a mixture of resident parking and pay & display.

When residential parking zones were initially suggested 50% of residents were in favour and 50% were against. This was recently reviewed and 80% of residents are now in favour of the residential parking zones.

There are three residential parking zones in the city – there are approximately 2,000 properties per zone. Residents are able to park anywhere in the zone, i.e. not just within their street. They have tried their best to keep zones as small as possible – this prevents cross city commuter traffic.

Members asked about the abuse of disabled parking badges in Bristol. He explained that the abuse of these badges was a matter for the courts. They had run an exercise to monitor blue badge abuse in recent years – when individuals were caught abusing the system then they had their badge withdrawn.

The inquiry was told that when dealing with parking problems it was important to manage the causes of the problem as well as the consequences.

Meeting 3 – 22nd April 2013

Steve Cook, Parking Manager Neath Port Talbot Council

A view of Civil Parking Enforcement in Neath Port Talbot

Steve Cook attended the meeting to brief Members on how Civil Parking Enforcement was dealt with in Neath Port Talbot.

They were the first local authority in Wales to adopt decriminalised parking powers from the Police. This was done in 1999 and the powers were transferred across from South Wales Police.

Initially they let out two contracts because at the time it was felt that the authority did not have sufficient experience in delivering such a service. The first contract was for enforcement and the second for processing and administering the penalty charge notices. These powers were transferred in house in 2007 as the authority set up their own team to deal with Civil Parking Enforcement.

A Member asked if South Wales Police effectively deal with the obstruction issue in Neath Port Talbot. He was told that they did, however, they didn't always tackle the obstruction issues as proactively as they possibly should which at times caused difficulties.

A Member asked how they managed bus lanes in Neath Port Talbot. He was told that bus lanes weren't an issue because the Borough didn't have any. Equally they didn't have the same issues that authorities like Cardiff and Swansea would have with cycle lanes as these were mostly on rural tracks in the countryside.

The inquiry was informed that managing traffic and parking outside schools was a problem. There are approximately 50 schools in the area; most of these experience parking problems at the beginning and end of the school day. They work with South Wales Police who will sometimes send Police Community Support Officers to patrol outside schools at key times of the day. Neath Port Talbot County Borough Council only employs 10 Civil Parking Enforcement Officers and this is insufficient to provide complete coverage on

a daily basis. As they recognise this as a problem they send in civil parking enforcement officers to the relevant site using a mobile vehicle. This increases enforcement coverage.

They currently run specific parking enforcement days which frequently target school sites. In doing this they work with South Wales Police who provide support in the form of Police Community Support Officers. This makes issuing tickets much easier for the Council staff.

Neath Port Talbot County Borough Council currently has three Civil Parking Enforcement beats in Neath and two in Port Talbot.

A Member asked if Civil Parking Enforcement Officers experience any abuse from the public. He was told that they did and that it was a regular occurrence. An example was provided of a Civil Parking Enforcement officer who had recently been assaulted; he ended up in hospital with a punctured lung. The assault was carried out by a former professional boxer.

As assaults and conflict situations are common, Neath Port Talbot is now in consultation with staff about the implementation of a badge cam system and the introduction of a new CCTV system.

Neath Port Talbot also has a problem with people who receive tickets writing in to ask for the fine to be dropped – if the request is not successful then they write in to raise a formal complaint. These are expensive and time consuming to deal with as there are two parts to the formal complaint; often they require a senior officer to get involved with the case.

A Member asked if the Civil Parking Enforcement officers would have to inform the member of the public that they were about to be filmed when using the proposed new system. He was told that they would. The images would be date stamped for reference and kept for 28 days. The badge cam would be about the size of a typical credit card. The data is downloaded at the end of the shift and only three officers would be able to view the data. It was anticipated that these would be the Parking Manager, a Senior Civil Parking

Enforcement officer and the Civil Parking Enforcement Officer involved with the incident. All three would need to there when the evidence was reviewed.

Members were told that Neath town centre is currently being redesigned; as this progresses the Council will create a new series of traffic regulation orders to implement a number of new yellow lines. This should help parking management around the town centre.

A Member asked if there was much blue badge abuse in Neath Port Talbot. She was told that previously there was lots of abuse, however, as they now charge for all car parking in the town centres (irrespective of if they have a blue badge or not) the abuse seemed to have reduced. Blue badge holders now seemed to be parking further out of the town centres where it was free.

A Member asked how they dealt with unregistered vehicles. He was told that this was not so much of a problem in Neath Port Talbot.

Meeting 3 – 22nd April 2013

Philip Davies, Manager of Parking Services at ‘The Council of the City and County of Swansea’

The presentation was started with an overview of Civil Parking Enforcement in Swansea. Members were told that:

- Civil Parking Enforcement commenced in Swansea in September 2008.
- Swansea commenced enforcement with 19 Civil Enforcement Officers. These enforcement officers were included 15 car park staff who had their terms and conditions changed to allow them to undertake this role and 4 Traffic Wardens who transferred under TUPE from South Wales Police. The back office support provides one supervisor and three appeal officers.
- In 2009 five additional Civil Enforcement Officers were appointed and one appeals officer.
- In 2010 ten additional Civil Enforcement Officers and two appeals officers were appointed.

Members were then talked through the Swansea Parking Services organisation chart. A copy of this diagram can be seen in **Figure 5**.

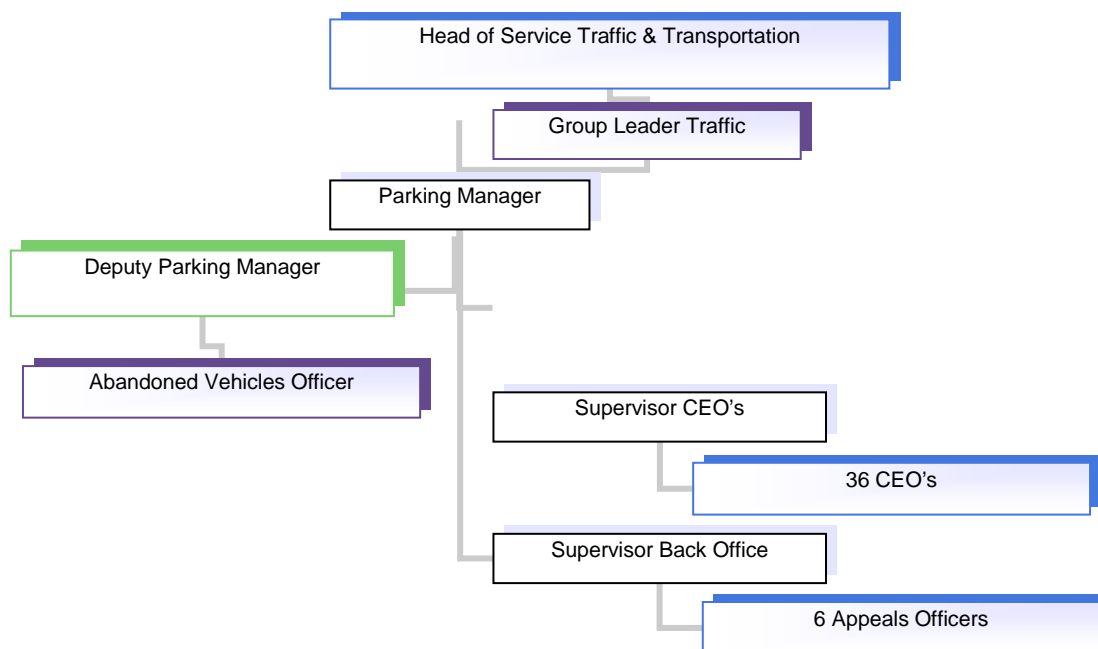


Figure 5 – Swansea Parking Services organisation chart.

The inquiry was told that recruitment was far cheaper to undertake in groups which is why Swansea City Council always recruited in batches.

Members were told that Swansea City Council Civil Parking Enforcement officers are subjected to regular abuse and on occasions assaulted. As a result officers now use a video camera badge system and this has proved to be very effective in reducing conflict. Initially certain officers within Swansea City Council were not keen on implementing the idea suggesting that it was taking a 'big brother' approach, however, the system has proved very beneficial.

The inquiry was told that Swansea City Council had become very effective in removing abandoned vehicles.

Untaxed vehicles are checked on the ANPR system. A DVLA system is then run and then the vehicle is removed. Abandoning such a vehicle generates a £100 fine and a £160 release fee, i.e. making a total of £260 to recover the vehicle.

Swansea City Council use a firm called Bayliss from Ogmere Vale to remove vehicles; these are then taken to their depot for collection or disposal. The vehicle owner has to pay the release fee to the company. Vehicles can potentially be scrapped within 7 days; however, not many vehicles are actually scrapped.

Foreign vehicles are difficult to deal with, although they don't actually have that many instances of these being abandoned in Swansea. Foreign vehicles can be within the United Kingdom for six months without the need of being taxed.

Members were told about the main problems & challenges faced by Swansea Parking Services:

- **Abuse of Staff** - Conflict management training for officers is important. Using video camera badges has been useful as staff are able to learn lessons from the recorded data, for example, where they simply didn't just

walk away from confrontation. There have been instances where Civil Parking Enforcement officers have had cars driven at them – this is in addition to other types of assault. Civil Parking Enforcement officers do ask for assistance from South Wales Police from time to time, however, the response isn't always as quick as it could be.

- **Persistent Offenders** – These are defined as people who have five or more Penalty Charge Notices logged against them. Swansea City Council does what it can to deal with these.
- **Persistent Evaders** - Swansea has approximately £100,000 in outstanding Penalty Charge Notices – this is considered normal for most local authorities.
- **City Centre & Night Time Economy** - Night time parking taxi ranks were seen as a problem, this was often caused by poor taxi management and not bad driving. Wednesday (student nights), Friday and Saturday nights are the busiest for parking problems. When staff go out at night they work in pairs for safety reasons.
- **Location** - Previously Swansea had several bases for traffic wardens. The current Civil Parking Enforcement service run by Swansea City Council currently has one – this has helped to generate savings.
- **Ageing Network** - The road system in Swansea was built many years ago and isn't suitable for the volume of modern traffic.
- **Loading / Unloading Issues** - this was perceived to be a problem in the suburbs of Swansea.
- **Residents Parking** - To get a permit you need to prove that you own the vehicle (via the V5 registration document). Residents also have to prove that they own a driving licence and provide a suitable utility bill linking them to the area. Permits are restricted to two per house. They also provide resident parking permits for carers and other social / health care workers. This helps them deliver services which are vitally important for

the community. There are no resident parking fees in Swansea. Whilst at present no renewal notices are sent Swansea are exploring the possibility of such notices being sent out by email and text.

- **Parking in proximity to schools** – In Swansea parking outside or near schools was deemed a very large and emotive problem. The pick up and drop off situation was made worse because many parents used the school gate as an unofficial meeting place. Swansea City Council is currently looking into mobile enforcement with a view to better managing this problem. They believe that technology like ‘car cam’ will improve school gate and bus stop enforcement. The cars create an instant fine which will generate a penalty charge notice. If paid quickly the penalty charge notice will only cost £35.
- **Stadium Parking** - Promotion to the premier league caused a number of unexpected problems for Swansea City Council and Swansea City Football Club. There was a view that because they were getting near to full crowds prior to being promoted there would be very little additional pressure on parking. This was not the case as Premiership Football brings with it a much higher media following from across the United Kingdom and other parts of the world. This results in dedicated parking having to be provided for companies like SKY. Swansea City Council had to respond by finding a way to provide parking for the displaced football fans. They did this by creating a park & walk service (although not ideal for disabled fans) and the development of an improved traffic management plan for the site. Many travelling fans have been moved to a park & ride facility in the city. Coaches arrive at drop off points and then they are moved to an area away from the drop off point while the game is being played.
- **Tourism** - This can create a parking problem, particularly in Mumbles and other parts of the Gower.
- **Caravan & Trailer Parking** – This is a particular problem in Swansea as people park caravans outside their homes for days at a time before using

them in the summer. This can cause an obstruction and danger, for example, people running electrical cables from their homes into the caravans in all weather. They are looking to issue bye law which will prevent trailers and caravans from using the public highway in certain parts of the city (done using sections of the Highways Act 1980). This is still work in progress. At the moment caravans and trailers can be removed after a month if the problem persists. The problem causes neighbour disputes on a regular basis.

- **Pavement Parking** – Members were told that South Wales Police rarely deal with pavement parking and pass on the issue by explaining that pavements are a Council problem. They were told that Swansea City Council would very much like a pavement parking ban. Apparently the Welsh Government are currently looking into the possibility of implementing such a ban.
- **Obstruction** – It is felt that South Wales Police are slow to issue tickets for parking related obstructions in Swansea.
- **Misuse of blue badges** - This has been a major bone of contention in Swansea because of the lack of enforcement. The Council are trying to reduce the number issued. Swindon is seen as a comparable city – they have 7,000 blue badge holders compared to Swansea's 20,000. If enforcement officers see someone getting out of a vehicle with a blue badge and they believe he or she may not be the holder, then they phone the blue badge registration scheme, ask for a home number and call directly. If the owner of the badge answers the phone and confirms who they are then it obviously cannot be the holder that is using the blue badge. At this point they will then issue a penalty charge notice. Particular areas of Swansea are considered problem hot spots for blue badge abuse. Blue badges have an age limit of three or older; this will soon be reduced to two years of age.

Members were told that there are a number of requirements for effective parking enforcement. These include:

- **Training** – Good training is essential for Civil Parking Enforcement officers. This promotes good parking and traffic knowledge along with health & safety requirements.
- **Signs & Lines** - Good quality signs and lines are vitally important. Without these then you may be in breach of legislation which could make any penalty notice charges issued invalid.
- **Reviewing** - Cases are regularly reviewed. 100's of PCN's issued in Swansea are currently being reviewed. Putting down more double yellow lines has helped to manage the parking problem.
- **Performance Monitoring** - They believe that Swansea is consistent against the main Civil Parking Enforcement indicator standards applied across the United Kingdom.

When talking about students parking in Swansea a Member suggested that Bristol could be a good example as for reducing the number of student vehicles. Bristol University actively encourages students to leave their cars at home. She was told that Swansea University doesn't provide much direction to students in terms of leaving the car at home. Students in Swansea do not have to pay parking charges for parking their vehicles – although they do have to prove that they own the vehicle and that it is taxed.

The inquiry was told that creating lots of residential parking and restricting who parked in an area had to be balanced against other competing wants, for example, the needs of traders against residents.

A Member commented that certain cities in the United Kingdom offered free bus travel for first year students. Other cities provided subsidised bus travel for all students.

The illegal sale of vehicles on the public highway was not seen as a major problem in Swansea.

Swansea is young in terms of delivering Civil Parking Enforcement. They are always looking to pick up new ideas which will help improve traffic management. Some of the legislation that they work with is unambiguous and unhelpful. The public can pick up on this negative position – can lead to abuse of the system.

Meeting 4 – 29th April 2013

Steve Carrel – Principal Engineer, Civil Parking Enforcement

‘The potential implementation of Moving Traffic Offences in Cardiff’

Steve Carrel delivered a presentation titled ‘Update on Bus Lane and Moving Traffic Regulations’. He started by providing an overview of the ‘Bus Lane and Moving Traffic Regulations 2013’.

New legislation has recently been sealed by the Welsh Government through the Civil Enforcement of Road Traffic Contraventions (General Provisions) (Wales) Regulations 2013, however, some other related parts are still awaiting completion for this legislation, for example, Civil Enforcement of Road Traffic Contraventions (Fees & Charges) (Wales) Regulations 2013 .

As the powers are now in place for transferring moving traffic offences across to Cardiff Council a number of project steps have been put in place including:

- Carrying out site surveys to quantify the volume of Penalty Charge Notices that might be issued by camera enforcement - scheduled for spring 2013.
- Preparing a business model and financial model in partnership with service accountants. A report to Cabinet on this business model is due in early summer 2013.
- If the business model and financial model are approved Cardiff Council will commence set up. This will include an application to Welsh Government for transfer of powers; a publicity campaign; conversion of traffic regulation orders and upgrading on street signage; purchase of ICT and camera systems and the recruitment of an enforcement and appeals team.
- Members were told that the Welsh Government had not yet explained how much a contravention would cost and a description of what a contravention involves.

An application will be made to the Welsh Government for bus lane and moving traffic powers; a successful application will involve a complete review

of lines and signs – it will be like repeating the set up of Civil Parking Enforcement all over again.

Members were provided with a summary of new areas that the Council will be able to enforce against following the transfer of Bus Lane and Moving Traffic Regulations. These primarily included bus lanes and yellow box junctions.

A list of directed and prohibited movements, pedestrian precincts and bus and cycle provisions were provided which will be enforceable by camera once the Bus Lane and Moving Traffic Regulations are implemented. The signs which will be used and their descriptions have been attached to this report as **Appendix 1**.

A series of pictures were provided showing the how Penalty Charge Notices would be issued for Bus Lane and Moving Traffic offences. These are shown below:



Enforcement by camera – This system will be backed up by a ‘public interface’ which will be performed by Connect 2 Cardiff and the Cardiff Council website. In addition to this, as with the current Civil Parking Enforcement system there will be a Council Appeals Team who will deal with all written correspondence and the independent adjudicator. Penalty Charge Notices will be issued by post.

After the presentation the following comments were made:

A Member asked for a description of powers to enforce bus lanes and other moving traffic offences. He also added that a bus lane order would only cover travel and not parking. However, the legal description of the bus lane offence might include “parking” as well as “driving along”, and this is still waited from the Government.

Waiting in a box junction would be managed by a fixed camera to record the offence. The option of fixing cameras onto the front of buses was also being discussed – the Council is currently talking to Cardiff Bus about doing this.

A Member then asked if there were many mandatory cycle lanes in Cardiff. He was told that there were not many, as most were advisory only.

Members were told that based on Cardiff’s parking statistics 25% of tickets issued for parking offences are appealed, and this might well be the same for moving traffic contraventions – with a consequent impact on our appeals service.

Under the new system it will be possible to appeal against tickets in three stages; initially they are informally appealed, then if the driver is not happy with the outcome of that then it can proceed to the formal stage. Finally the last point of appeal would be to an independent adjudicator.

The exact application process for getting bus lane and moving traffic offences has yet to be confirmed, it is anticipated that within a year the process will be complete. A Member commented that the powers were urgently needed in Cardiff.

60,000 Penalty Charge Notices were issued for parking contraventions in Cardiff during 2012/13.

A trial exercise to test out how a camera fixed on a bus lane was carried out earlier in the year. It focused on a bus lane on Crwys Road and in the one day trial 80 breaches of the rules were identified. This provided Members with an idea of the scale of the problem and the impact that the new regulations could have.

Meeting 4 – 29th April 2013

Dave Holland - Head of Regulatory & Supporting Services, Cardiff Council - A presentation on the use of the public highway to illegally sell vehicles

Dave Holland delivered a presentation titled 'Nuisance Parking'. He started his presentation by making reference to the 'Clean Neighbourhoods and Environment Act 2005'. He explained that:

- The offence of selling vehicles on the road is intended to target those people who run a business selling motor vehicles and use the road as a mock showroom.
- This behaviour is unfair to local residents who are thereby deprived of using the road themselves to park vehicles and go about their daily lives.
- It is an offence to park vehicles on a road where the vehicles are parked merely to be sold.
- There must be two or more parked within 500 metres of each other for the offence to be committed.
- The provision made in the act is aimed at traders.
- A person charged must show to the satisfaction of the court that he /she is not in business.
- Level 4 offence which can bring with it a fine of up to £2,000.

A number of photographs illustrating the problem at a number of sites in Cardiff were provided; these are shown below. Three sites were focused on, these were:

Caerphilly Road - Same person using the same number on several cars.



Colchester Avenue - Same person using the same number on several slightly cheaper cars.



Newport Road – Several of cars, different numbers, same person. Vehicles parked very close together.



He went on to state that the use of the public highway to illegally sell vehicles was an issue. The offence particularly focuses on three areas; these are consumer rights, consumer safety and fair trading.

The presentation continued with an explanation of how the Council deal with issues arising from the 'Clean Neighbourhoods & Environment Act 2005. It considered:

- Complaints – how we are set up to receive and deal with complaints from Members of the public.
- Investigation – when carrying out investigations against individuals who illegally sell vehicles on the public highway officers need to apply common sense and use different pieces of trading standards legislation needs to deal with the problem.
- RIPA (Regulation of Investigatory Powers Act) – This is difficult to use, although it can be used to track mobile telephone numbers (not always effective as non registered handsets and SIM cards can be purchased – makes owner impossible to trace).

- Legal Action – assess the facts of each case and consider the most appropriate legal approach to take.

Next Members were told about other options available for dealing with the use of the public highway to illegally sell vehicles. These included:

- Bye Laws- these must not duplicate or conflict with the general law, existing byelaws or any local Act, or common law; the nuisance they address merits criminal sanctions and that, to a reasonable person, the penalty available is proportionate; must address a genuine and specific local problem and do not attempt to deal in general terms with essentially national issues; that they do not conflict with government policy.
- Highways Act 1980 - Section 137 can potentially be used in the right circumstance to remove vehicles which cause wilful obstruction of the highway; Section 149 could be used to deposit anything on the highway that might constitute a nuisance.
- Local Government (Miscellaneous Provisions) Act 1982 – this involves tackling the problem using street trading legislation, however, this approach is potentially problematic and tenuous.
- Partnership Working
- Probing the boundaries

After the presentation the following comments and observations were made:

It is important to be persistent when dealing with cars which are illegally sold on the public highway, i.e. not to give up as dealing with the problem can take time.

The onus is on the Council to prove beyond reasonable doubt that the vehicles are all being sold by the same individual.

Checks carried out by VOSA (Vehicle and Operator Services Agency) has yet to identify any of the vehicles sold illegally on Cardiff's highway as death traps, however, several have been borderline in term of safety.

Once a vehicle is sold these traders tend to abandon the responsibilities adhered to by legitimate traders.

A Member with experience of the Magistrates Court system suggested that there were no consistent guidelines for sentencing and dealing with this type of offence. A briefing could potentially be prepared for local magistrates.

Meeting 4 – 29th April 2013

Paul Daniells – Traffic Management & Road Casualty Reduction Officer for South Wales Police - ‘A summary of current parking enforcement powers and resources available to South Wales Police’

Paul Daniells, a Traffic Management & Road Casualty Reduction Officer from South Wales Police, delivered a presentation titled ‘Parking Issues – The Police and Civil Parking Enforcement’. Prior to taking up the role Paul Daniells was a police officer for 30 years. His current role is a civilianised post within South Wales Police. His post provides a link between the police and general highways issues. He currently works in a team of three individuals who help manage the problem across South Wales.

Members were told that parking was a very emotive issue which caused a range of problems:

- On occasions the concerns raised by local residents regarding parking problems are perceived more than actual and upon investigation the concerns have proved to be unfounded.
- Disputes over parking issues, particularly when the problem has been a long standing issue between residents, has been known to escalate into a more serious problem resulting in assaults. I have personal knowledge of one such incident recently where my niece was assaulted resulting in her finger being fractured following an assault by her neighbour over a parking dispute.

The inquiry was told that the current areas of responsibility for Civil Parking Enforcement are:

- Parking on Double Yellow Lines
- Parking on Single Yellow Lines (As indicated by times on a roadside plate) – applied under the Traffic Management Act.
- Loading restrictions associated with either of the above.

- Parking within parking areas, such as residents only parking bays, loading bays, disabled persons parking places, pay & display bays.
- Exceeding time limits within parking bays, such as limited waiting bays and pay and display bays.
- Parking on zig zag markings at Pedestrian crossings (zebra and signal controlled) is currently the only offence which can be enforced by both the Police and Cardiff Council. This is clarified under the areas of Police responsibility further in this report.
- Parking on “School Keep Clear” markings where a single yellow line is present supporting a traffic regulation order.
- Parking across dropped kerbs for pedestrians or across private driveways in certain circumstances.
- Double parking i.e. more than 0.5 metres from the kerb line.
- Footway parking but only if there is a yellow line present against which enforcement can be made.
- All illegal parking issues within off-street car parks managed by the local authority.
- Parking on cycle ways
- Parking in a Hackney carriage stand.
- Failing to comply with a sign indicating a bus stand or stop.

There are a total of 15 offences which can now be enforced under Civil Parking Enforcement.

It was stressed that parking on zig zag markings at pedestrian crossings (zebra & pelican) was the only area of responsibility which could be enforced by both South Wales Police and Cardiff Council.

The parking & traffic related offences enforced by South Wales Police, these include:

- All moving traffic offences, for example, enforcement of bus lanes, access only etc
- All cases of obstruction to moving traffic, for example, yellow box junctions.

- Any endorsable parking offences, for example, parking on zig zag markings at pedestrian crossings (this offence can also be enforced by either CPEOs or Police). Only the Police can issue Fixed Penalty Notices for endorsements.
- Footway parking where there is not a yellow line present indicating that a traffic regulation order is applicable. This is to be considered as an obstruction.
- Driving over a footway.

The inquiry was told how South Wales Police respond to parking issues since the transfer of Civil Parking Enforcement powers to Cardiff Council. It was stated that:

- In July 2010 Cardiff County Council converted to civil enforcement. The responsibility for parking issues is now the responsibility of the Council with a few exceptions.
- The introduction of traffic regulation orders and the enforcement of these orders in relation to parking issues is now a matter for Cardiff Council and not South Wales Police. In particular, the introduction of 'No Waiting at Anytime' traffic orders and 'Limited Waiting' traffic regulation orders.
- In order to ensure the public direct their concerns to the correct authority and to establish clear lines of communication in relation to parking concerns South Wales Police must direct the public, particularly in PACT meetings to the Council who are directly responsible for identifying, introducing and enforcing parking control.
- The purpose of civil enforcement is to provide Cardiff Council with more flexibility and control over parking issues within their unitary authority area, thereby releasing limited police resources from the heavy burden of parking enforcement and parking control.
- It is, therefore, important that South Wales Police are no longer seen as the public face to address parking concerns but this should now be passed to Cardiff Council.
- Should South Wales Police identify a parking issue which could have safety issues it is suggested that these issues are passed internally to the

traffic management unit who will liaise with the Council to make them aware of the concerns. Any action taken to address these issues will be entirely a matter for Cardiff Council.

- Matters of obstruction are still enforced by South Wales Police where no traffic regulation order is in place. However, continual issues of obstruction at any given location would normally indicate a possible parking problem which will need to be forwarded to the council for their investigation and any further action they deem necessary.
- The Cardiff Council contact details for parking issues are Connect 2 Cardiff – 029 2087 2087 or via email: citymanagement@cardiff.gov.uk.

Next the area of 'Wilful Obstruction' was addressed. Members were told that this was an enforcement power which was managed by South Wales Police. Obstruction is a very difficult area to enforce as application of the powers was subjective. 'Wilful Obstruction' is explained as:

If a person without lawful authority or excuse, in any way wilfully obstructs the free passage of the highway, he commits an offence, (Section 137 Highways Act 1980) Highway means the whole or part of a highway, other than a ferry or waterway (Section 328 (1)) and where a highway passes over a bridge or through a tunnel, that bridge or tunnel is to be taken as part of the highway (Section 382 (2)).

An example of wilful obstruction is shown below:



The 'Town Police Clauses Act 1828' can also be used to enforce against wilful obstruction. This explains that it is an offence to wilfully cause an obstruction on any public footpath or public thoroughfare (Section 28 of the Town Police Clauses Act 1828).

Next an explanation of 'unnecessary obstruction' was provided. This means that no person in charge of a motor vehicle or trailer shall cause or permit the vehicle to stand on a road so as to cause an unnecessary obstruction of the road. This is covered by Regulation 103 of the Road Vehicles (Construction & Use) Regulations 1986. He explained that 'unnecessary obstruction' was the subject of much case law, the main reference being *Nagy v West* (1965). An example of an unnecessary obstruction is shown below.



Next 'Stated or Decided Cases' were considered. These are offences which have been tried at a Magistrates Court, appealed and have then been upheld or dismissed at a higher court. Of the numerous decided cases on what might be an obstruction, *Nagy v West* (1965) is generally recognised as being the authoritative case on the issue. In this case it was held that the test of whether a particular use of the highway by a vehicle amounts to an obstruction is whether such use is unreasonable having regard to all the circumstances including its duration, position and purpose. In the case it was held that a second test which had to be applied, namely whether the

unreasonable use caused an actual, as opposed to a potential, obstruction. A more detailed version of the case has been added below:

Nagy v. Weston - [1965] 280 1 W.L.R. - Queen's Bench Division

1964 Nov. 27 - Lord Parker C.J., Ashworth and Brabin

Highway - Obstruction - "Excuse" - Motor van selling hot dogs - Van parked near bus stop for five minutes - Whether unreasonable use of highway - Circumstances to be considered - "Wilfully obstructs" - Highways Act, 1959 (7 & 8 Eliz. 2, c. 25), s. 121 (1)

The defendant parked his motor van in a public street for the purpose of selling hot dogs in a lay-by where there was a bus stop. He remained so parked for five minutes and was then asked on several occasions by the prosecutor, a police constable, to move the vehicle. He refused and was charged and convicted of an offence contrary to section 121 (1) of the Highways Act, 1959,1 in that he, without lawful authority or excuse, wilfully obstructed the free passage along a highway.

On appeal on the ground that in order for an obstruction to be "wilful" it must be deliberate and that "wilful" involved lack of lawful authority or excuse and that the user of the highway must be unreasonable:-

Held, dismissing the appeal, that excuse and reasonableness were really the same and, while there must always be proof of unreasonable user of the highway, such user was a question of fact in each case, depending upon all the circumstances including the length of time the obstruction continued, the place where it occurred, the purpose for which it was done, and whether it amounted to an actual obstruction; and that, on the facts, the justices were right in finding that the defendant had used the highway unreasonably and, the defendant having no lawful authority, had properly convicted him.

Other important case law on 'Decided Cases' include:

- In respect of prosecutions under the Road Vehicles (Construction & Use) Regulations in *Solomon v Durbridge* (1956) it was held that a motor

vehicle left in a road for an unreasonable time may be an unreasonable obstruction. But it was held in *Nagy v West* (1965) "While there must be proof of unreasonable use, whether or not use amounted to obstruction was or was not unreasonable use, was a question of fact depending on all the circumstances.

- The decision in *Nagy v West* (1965) was subsequently approved in *Evans v Barker* (1971) in which it was held, following *Solomon v Durbridge*, that for the purposes of a regulation 103 offence, leaving a car for a reasonable time, although amounting to an obstruction, did NOT amount to an unnecessary obstruction.

After the presentation the following comments and observations were made:

If there isn't a traffic regulation order then dealing with parking problems defaults to South Wales Police.

It was suggested that it is impossible to please everyone when it comes to parking. If the Council tried to do this then all of Cardiff would need double yellow lines which in turn would create more problems!

A Member asked how long people were able to park for in one spot on the highway. He was told that this wasn't defined which can create problems. An example of a case in Bristol was provided where a new age traveller appealed a case to move him on as he wasn't an obstruction.

A comment was made that employers and planners don't allow enough space for parking. Builders in particular develop a site and move on leaving it as a problem for someone else; Members were told that the former Atomic Weapons Establishment site on Caerphilly Road was a good example of this type of problem.

Meeting 4 – 29th April 2013

Councillor Dianne Rees - 'Briefing on the commuter parking problems experienced in Pontprennau'

Councillor Rees started by explaining that there were three main areas within the Pontprennau & Old St Mellons ward which had commuter parking problems, these were:

- Almond Drive & Blackberry Way
- Heol Pontprennau / Nean Playing Fields / Community Church / Community Centre / GP Surgery
- Heol Glaslyn & Heol Camddwr

Almond Drive & Blackberry Way

Commuter parking problem in this area was caused by approximately 90 cars parked on Almond Drive. These caused traffic problems and made access to homes problematic. The main causes of the problems were:

- First Plus which was taken over by Barclays and is situated on the Pentwyn Industrial Estate (near Croescadarn Close).
- Waitrose.
- SRS Industries.

Initially there were 150 employees working in the First Plus call centre, however, this increased to 450 - no car parking was provided at the site. A study carried out for Council officers Paul Carter & Paul Thomas revealed that the commuters were mainly from the South Wales valleys and other parts of Cardiff. They were parking in adjacent residential areas.

Very little kerbside residents parking was designed into Blackberry Way. Only one resident parking space per household was built into the street. This created a situation where residents were competing for parking space between 7am and 5pm.

In theory the business park was due to attract employment for local residents – in practice it didn't. The sale of land on Blackberry Way complicated the issue as land was sold for more residential development – the new properties were only allow one resident parking space per property.

The significant problem for the area was caused by the lack of design and planning, i.e. no effective local development plan. This resulted in an industrial estate being built next to a residential area which operates from 7am to 7pm. There are only a limited number of sustainable transport options available for the area.

Heol Pontprennau / Nean Playing Fields / Community Church / Community Centre / GP Surgery

Commuter parking has caused problems for the main bus route which uses this road and area in general. People tend to park along this area because it is close to a footpath which has access to the Cardiff Gate Business Park. The problem is made worse because there is only one entrance in and out of the estate. This can cause a congestion problem as traffic tries to get onto the Pentwyn link road to gain access to the M4 at junction 30. Obtaining funding for traffic signals in the area was also a challenge.

The parking in the area has also created a number of problems for Cardiff Bus. The buses have difficulty in accessing the bus stops and getting past traffic coming in the opposite direction. To combat this bus boxes have been introduced to protect bus stops – these do work, however, they can also sometimes create a danger for pedestrians.

Some businesses on the Cardiff Gate Business Park have also restricted parking to only full time employees, i.e. part time employees have to find alternative arrangements; naturally part time staff now tend to park in this area. Some firms on the industrial estate have used private parking companies to enforce against abuse of the limited parking resources that they have.

Heol Glaslyn & Heol Camddwr

These roads are in close proximity to junction 30 of the M4. Previously people used the ASDA car park as a commuter parking area, however, ASDA has now implemented a blanket ban against people who aren't using the store. The ban is actively enforced which means that people who are looking for free commuter parking options no have to find alternative parking.

A survey identified that up to 115 cars were parking in this area five or six days each week. People engaged in car sharing arrangements were seen as the major cause of the problem. The survey identified that the commuters were from a number of different places, these included Cardiff, the South Wales Valleys, Carmarthen and Llantrisant. Five people involved in one car sharing arrangement were teaching in Chepstow. The commuter parking problem brings with it a number of associated problems, for example, litter, banging doors and smoking. A major contributing factor for people parking in this area was that the Whitchurch junction was viewed as a difficult place to park.

Encouraging these commuters to use a park & ride facility was seen as a potential solution. This has been tried; however, to date it has not been successful.

Barclays (who run the First Plus site) did try to arrange an additional parking for their staff (60 spaces) in a local hotel car park. It is felt that the additional provision was not sufficient and was only available to full time members of staff.

A potential solution which has been suggested is to create a residential parking zone in the area, i.e. the Pontprennau Residential Parking Zone.

Heynault in Essex and Redbridge in Surrey have implemented a 'curfew parking' approach for managing commuter parking. This involves using single yellow lines supported by signs explaining when people are able to park in the area and for how long. This approach effectively allows the authority to manage when traffic is able to park in the area; it is implemented by creating a

traffic regulation order and is relatively cheap to install. Curfew parking would also need to be supported by effective enforcement of the traffic regulation orders.

All at the meeting agreed that the major cause of the problem was that Pontprennau was built piecemeal, i.e. without the benefit of an effective local development plan. This means that facilities like business parks have not properly planned to include sufficient parking and sustainable parking options.

An effective park & ride option was suggested as a potential solution to the problem; however, this option provided a number of difficulties:

- The current facility by Eastern Avenue doesn't have a pedestrian link to the area, i.e. there is no pedestrian crossing across the A48 (Eastern Avenue).
- There are a number of shift workers based at the business park who work past 8:30pm. The park & ride facility closes at 8:30pm.

Creating a commuter parking zone for Pontprennau has been suggested.

The inquiry was told that local residents claim that the Council has "failed to tackle the issue to the frustration of the residents".

Meeting 4 – 29th April 2013

Peter Dawson - Operational Manager, Transport Planning and Miriam Highgate – Principal Transport Planner - ‘Access, Circulation & Parking Standards January 2010’

Parking Regulations

Peter Dawson and Miriam Highgate delivered a joint presentation titled ‘Access, Circulation & Parking Standards January 2010’. Peter Dawson started by providing a summary of the regulations that have been created for managing parking in Cardiff since 1993. The key pieces of guidance are:

- Revised Parking Guidelines 1993 – The first set of parking regulations were produced in 1976 and were widely used until the mid 1980s. These were later revised in 1989 and then finally amended to the current version that we use today in 1993.
- Addendum to South Wales Parking Guidelines September 2001 – Before 2000 the parking guidelines worked to a minimum standard (i.e. it advised on a minimum number of parking spaces per property), however, this was seen as unsustainable as car dependency was growing out of control. The minimum standard was replaced by a maximum level of parking in 2001.
- Planning Policy Wales March 2002 - This set out that for new developments lower levels than those provided in the past were allowed. This document made reference to the Unitary Development Plan (UDP). The limiting of parking was being used as a tool to reduce car dependency.
- Integrated Parking Strategy April 2006 – This encouraged car free housing; it specifically targeted areas in the city centre or Cardiff Bay. This was the first time that car free housing was suggested in Cardiff.

- SPG Access, Circulation and Parking Requirements 2006 – This linked the Integrated Parking Strategy April 2006 into the planning strategy via specific Supplementary Planning Guidance.
- Revised SPG January 2010 – This revised the SPG Access, Circulation and Parking Requirements 2006 and was updated with new sections specifically aimed at other modes of travel.
- Planning Policy Wales July 2010 – This reaffirms the fact that minimum parking standards are no longer appropriate.

An officer explained that society is no longer as dependant on the car as it was in 1999, for example, Cardiff now has a number of car free developments. Planners have to work to these regulations.

The point was made that we will never completely get the car out of our lives. A Member then stated that he felt building car free estates was virtually impossible in Cardiff.

A Member made a point that certain shopping areas in Cardiff were dying on their feet because of the lack of parking provision, for example, Albany Road.

Pontprennau was provided as an example of what the Council should avoid doing in the Local Development Plan. Sensible sustainable transport measures should be included in future developments to complement car use.

A Member commented that families and older people were being squeezed out of certain areas because of parking problems. She then commented on section 3.1.8 of the SPG Access, Circulation and Parking Requirements which made reference to reaching a point of parking saturation. She added that while the statement was there she had never seen a highways planning objection relating to saturation. She felt that the failure to use such planning guidance made it almost impossible to prevent more Houses of Multiple Occupancy (HMOs) being developed in built up parts of Cardiff. She believes that there are streets in Cardiff that contain 70% to 80% HMOs. She asked the question “when will the saturation point be reached?”

It was suggested that a practical solution to address the problem was for City Management to restrict the number of residential parking permits issued.

A Member asked if the saturation point had ever been tested; she was told that it hadn't because it wasn't adequately defined. Another Member then followed that question up by asking if we had ever compared ourselves with other authorities to see how they deal with parking saturation – it was felt that this was an important issue particularly in areas where with a high density of HMOs.

An officer made the point that people and businesses do try to work with and adapt to the maximum parking standards. For example, Admiral only has 120 parking spaces which matches their allocated allowance. 75% of Admiral staff now go to work on public transport. Admiral originally wanted 180 parking spaces. A Member then commented that while this was a good thing it only worked in the city centre where there was good public transport – it wouldn't work as well in isolated business parks. She noted that the Council should try to predict future transport and working trends when planning business areas and transport infrastructure.

Sustainable Travel

After the parking guidance had been discussed Miriam Highgate continued the presentation by talking about sustainable travel issues. In doing this she considered the key issues and barriers for changing behaviour. These included:

- **Demand for travel** – The number of commuters travelling to work in Cardiff was 198,000 in 2010 (124,000 Cardiff residents travelled within the city daily to their place of work). Cardiff also has the largest daily inflow of commuters in Wales (74,000).
- **Dominance of the private car** – For journeys both to and within Cardiff. 80% of in bound journeys into Cardiff are by car.

- **Negative perceptions** – These can discourage people from cutting their car use in favour of walking and cycling.
- **Gaps in the network** – The existing rail network serves mainly north and west Cardiff. There are limited cross-city bus services. There are gaps in both the existing walking and cycling networks.
- **Attitudes and habits** - Research in Cardiff and Penarth in 2011 identified that the car is chosen in preference to sustainable travel alternatives for subjective reasons 55% of the time. However, of these car trips 31% could be made by public transport, 37% by cycling and 13% on foot. 57% of Cardiff residents travel less than 5km to work.
- **Securing funding** - Cardiff Council invests its own funding into transport every year. It also secures funding from the regional transport consortium (SEWTA) and Welsh Government. There is a general view that greater funding is needed.
- **Selling the message** – Developing and delivering a coherent and effective campaign to make people aware of their travel choices and to give citizens the skills and knowledge to choose sustainable transport.

Next the presentation moved onto what Cardiff Council is currently doing to develop sustainable travel in the city. The Members were told that the Council is currently working to create the right environment for supporting modal shift away from the car. The two major initiatives which were mentioned were:

- **Strategic Cycle Network (Enfys)** – A plan of core and secondary cycling routes are being developed across the city. These will build on current provision and address gaps in existing infrastructure. The aim is to provide an attractive, easy to use, safe and legible network which will promote an increase in cycling.
- **Walkable Neighbourhoods Plan** – This is being developed in response to the Welsh Government's emerging Active Travel Bill. It will identify

where enhancements, upgrades and new infrastructure are required to make walking an easy and logical option for many trips.

The Cardiff Council Smarter Choices Programme is also being run by Cardiff Council. The main initiatives being run under this are:

- Keeping Cardiff Moving Campaign - www.keepingcardiffmoving.co.uk
- Cycle training – adults and children
- Sustainable Travel Days
- Bike It (Sustrans)
- Walk to School Month
- Cardiff Cycle Festival - www.cardiffcyclefestival.co.uk
- Car Sharing – www.sharetocardiff.com
- Car Clubs - www.citycarclub.co.uk
- Personalised Travel Planning Project – This targeted 63,000 households in Cardiff with bespoke travel information. Welsh Government funded, delivered by Sustrans and working in partnership with Cardiff Council. The last phase of this was completed in December 2012.

Finally the Members were told about different aspects of travel planning, these included:

- Travel Planning targets organisations, schools, higher and further education establishments.
- Travel planning is voluntary and the Council helps by providing advice and access to funding.
- Secured through the planning system - thresholds and guidance.

- Promotional Programme - direct contact, joint working, incentives.
- Support - travel plan networks.
- Supplementary Planning Guidance and Travel Plans.
- Access, Circulation and Parking Standards (2010).
- The thresholds set for production of Travel Plans were:
 - By class of use.
 - By use type.
 - By size (Gross Floor Area).
 - By numbers of dwellings.
 - By number of students.
 - By other factors: Especially where smaller developments may impact on local areas where specific sensitivities are noted (air quality management areas, local initiatives, local targets for traffic reduction, promotion of public transport, walking and cycling, addressing local traffic problems etc).

After the presentation finished the following points were made:

That the use of smarter choices was vitally important; we had to make these available and make sure that the public were aware of them.

Cardiff has a huge journey to work area; this increases the number of people in the city by 50,000 every working day.

It is important to remember that most people who live in Cardiff also work in Cardiff (63%). Also 57% of Cardiff residents travel less than five miles to work.

Members felt that it was good news that the popularity of walking and cycling was increasing.

A point was made that when deciding to use sustainable travel to get to work the most difficult part was taking the first step to make the first journey.

Personalised travel planning is a project that the Council has put some effort into recently; it helps individuals plan journeys to work and other local trips as an alternative to using a vehicle. A Member was keen to know the cost of running the personalised travel planning project.

A Member suggested that the Council needed to look seriously at implementing 20 mph limits into Cardiff; he added that in doing this a co-ordinated delivery approach would be required. A Member suggested that there were examples of 20 mph limits working well outside schools.

A Member asked how closely the Transport Team worked with the universities within Cardiff on their travel plans. She was told that they did work with all of the universities and that they all had a different attitude and approach to travel planning, for example, Cardiff Metropolitan University were very proactive in encouraging students not to bring vehicles to the city while Cardiff University were currently not so good at getting the message across.

When new halls are built the Council always asks for a new travel plan to be created. The universities have to expect the new halls to be proactive in getting the messages of their travel plans across. It is felt that the first year is a crucial one in terms of getting the sustainable travel message across. Students tend to rely on the car more when they move out of halls after the first year.

A Member asked what kind of travel information they receive before starting as students in Cardiff. She was told that Cardiff Metropolitan University provide students with a travel pack while Cardiff University places travel information on their website – although when first visiting the Cardiff University site it wasn't obvious how to find this information.

The Council provides all organisations with a template or structure for creating a travel plan; this adds consistency and structure to all the plans that are written.

A Member asked if some organisations just view travel plans as a tick box exercise. She was told that staff reviewing new travel plans could easily spot a token effort. The Member continued by mentioning a development in her area that had over 1,000 new homes. They provided a number of sustainable travel options to support the site including a bus route which doesn't exist any more. Officers reaffirmed that planning and transport teams do check these plans in detail.

An officer stressed that when getting organisations to develop effective travel plans it was important to secure a good contact; there also had to be a genuine willingness within the organisation to develop an effective plan.

A Member asked if travel plans were required for schools. She was told that they were, and that once again engaging with schools to actually deliver the plan was important. School staff were encouraged to travel more responsibly while students were encouraged to cycle and walk to schools. Projects like 'Bike it' were very effective in promoting sustainable modes of transport.

A Member asked what happens two years after the travel plan is completed; was there some type of review? She was told that review letters are sent out on an annual basis, however, the response from businesses wasn't always as good as the Council would hope. A positive reply or change is often compromised by other factors and currently there are currently no sanctions that the Council can take against these organisations. There are other authorities who have developed a number of sanctions for addressing this problem and these are being looked at to inform the best way forward for Cardiff.

An officer explained that Cardiff tries to use the carrot and not the stick. Many organisations don't always have a sufficient budget for developing travel plans; therefore, we often have to rely on goodwill. Another officer added that the Council has several strings to its bow that can be used to improve travel planning within organisations, for example, car share, journey share and car clubs can be used by most businesses for very little additional cost. The

inquiry was told that many of these measures were used by the Council in County Hall, for example, there are 62 car share spaces in County Hall and a third of the staff in the building have signed up to use the car share scheme. Members were also told that the Council also encourages organisations to use the park and ride schemes where appropriate.

Members were told that car clubs were becoming increasingly popular options as an alternative to car ownership. For example, there are several sites across Cardiff where a firm called 'City Car Clubs Ltd' have located vehicles. They are a UK wide company who are steadily increasing car numbers as demand increases. A Member asked if companies like 'City Car Clubs Ltd' place vehicles in student areas and at halls of residence. She was told that they don't because the scheme may be too expensive for students and that the cars operated by the scheme also need to be available to the general public which may present difficulties if placed at halls.

Meeting 4 – 29th April 2013

Chris Williss, ROADflow Business Manager - 'ROADflow Flexi Traffic Enforcement System – Demonstration'

Chris Williss from a company called SEA visited County Hall to provide Members with a demonstration of the ROADflow Flexi – Traffic Enforcement System. The key features of the system were:

It is a comprehensive solution for traffic enforcement which is Department for Transport certified (VCA).

ROADflow offers a comprehensive solution to civil traffic enforcement using ANPR technology and is extremely effective for managing parking enforcement; bus lane and bus gateway enforcement; clearway enforcement; environmental enforcement and level crossing enforcement.

The ROADflow Mobile traffic enforcement system can cover a large geographical area while enforcing traffic regulation orders en-route using the latest GPS and ANPR technology, thus reducing operational costs. ROADflow Mobile is vehicle based and has two operating modes, attended and unattended. It is used both on and off street and is perfect for civil traffic enforcement in key areas.

In attended mode, a second operator is located in the vehicle, or the vehicle is parked so that the driver is free to operate the system. In this mode, a screen located inside the vehicle allows the operator to view the output of the overview camera. Pan, tilt and zoom facility are provided to enable the camera to be trained and focused on areas of particular interest; bus lanes, bus gates, schools and level crossings, for example. The operator can manually trigger the system to record evidence, which is then handled in the same manner as the evidence captured in unattended mode.

In unattended mode, the driver is not required to interact with the system when capturing evidence on the move. This mode enables the automatic detection of a possible offence within the enforcement zone or area. The ROADflow system identifies vehicles that are committing a probable offence

by collecting position and video evidence, which is then stored ready for secure transfer to the back office when the vehicle returns to the depot.

ROADflow Mobile is available in three default hardware configurations designed to meet the needs of the user community: Auto, Vision and Vision+.

Local authorities using the system typically use it to enforce against parking offences identified at the following:

- Outside schools
- Bus stops
- Pedestrian crossings
- Clearways
- No waiting areas
- Resident permit and cashless parking
- Environmental crime
- Event management

A series of signs have to be placed on the vehicles to make them visible to the public, i.e. so that they realise what is happening. The data is recorded on a hard drive which is placed in the boot of the vehicle. Data is downloaded when the vehicle returns to its base; this data is then considered and penalty charge notices are issued where appropriate.

Members were very impressed by the technology. They felt that the system could be very effective in managing school safety zones once they are implemented in Cardiff. The distance that the vehicles can cover in such a short space of time make them an ideal solution for policing the large number of school safety zones that we will have in Cardiff.

Meeting 5 – 7th May 2013

Helen Witham, Senior Communications Officer

‘Briefing on what the Council can do to raise awareness of parking problems and regulations in Cardiff’

Helen Witham, Senior Communications Officer delivered a briefing on what the Council can do to raise awareness of problem parking and regulations across Cardiff. In doing so she commented on a previous parking related campaign ‘Don’t be a Problem Parker’. She started by providing a summary of the campaign, which was run by the central Communications & Media Team in 2010 to promote the introduction of Civil Parking Enforcement (scheme).

In addition to raising awareness of the introduction of the new CPE scheme, the campaign’s main objectives were to raise awareness of illegal parking, change driver behaviour and focus on certain hotspots in the city. The campaign was linked to the Council’s sustainable travel initiative and promoted ‘leave the car at home’ and use another means of travel such as walking, cycling or public transport.

To maximise awareness and engagement the campaign took a very visual approach (in the form of cartoon character vehicles) to deliver maximum value for money in a concentrated time for the specified budget. The launch of the campaign coincided with the X factor coming to Cardiff in 2010 and resulted in one of the branded billboard showcased on screens across the UK!

Whilst the campaign was seen as a success in making sure residents and visitors to the city were aware of the key messages, which did result in an improvement in driver behaviour at the time, three years on complacency can set in and old habits creep back. This is why a continual or regular reminder to reinforce responsible behaviour is important to promote a permanent change.

A Member commented that he thought the campaign had been excellent and future campaigns on parking should focus on parking hotspots across the city. He was told that this could be done as it is possible to focus campaigns on

particular areas. Another Member agreed that targeting known problem areas was important.

The original 'Don't be a Problem Parker' campaign cost approximately £40,000. A Member felt this could be good value for money if it made parking easier and roads safer. He explained on average a single road traffic death takes £700,000 out of the local economy over a 10 year period.

Helen pointed out that since 2010 the popularity of social media communications channels such as Twitter and Facebook has grown significantly. If we were to explore the options of resurrecting the campaign the focus on utilising these channels, which are easily accessible, very effective in getting messages out to a mass audience quickly and free to send would be maximised as much as possible to ensure value for money was achieved.

The inquiry was told that the total Communications & Media central budget had to be split between a wide range of competing demands from across the Council's services. At the time of the meeting the Communications & Media Team were working with Members and service areas to establish the Communications & Media priorities for the next 12 months.

A Member asked for information on the following:

- Detailed statistics on number of penalty charge notices issued since the launch date of the scheme in 2010 – the response was that 174,000 penalty charge notices have been issued since launch (about 2.75 years). When corrected for the first year (which was only 9 months of live operation) the figures were: 60,000, 68,000 then 60,000 last year. The year 2011/12 showed 68,000 penalty charge notices issued; this was a 15% increase on the years either side.
- Comments on some of the main penalty charge notice hot spot problem areas in Cardiff – the response was that over the last three years the penalty charge notices issued by area were as expected. The city centre came top (50543), Roath (30,242), Cathays (18,455) Butetown incl Bay

(10,827), Canton (9,069) and Adamsdown (7,405). The general rule of thumb was that as you move further away from the centre then the density of traffic regulation orders fell and, therefore, the amount of parking pressure and penalty charge notices issued fell.

- Details on the number of complaints from Civil Parking Enforcement officers about abusive behaviour from the public – the response was that they receive verbal abuse almost daily and because they are used to it they tend not to report as such.

A Member explained that in his view it was important for people to obey the law and not for the Council to have to make prosecutions. He added that people do tend to forget things and that the problem parking message probably had to be repeated.

The inquiry was told that the local media supported the 'Don't be a Problem Parker' campaign, for example, the South Wales Echo and ITV Wales news had been very responsive.

A Member explained that certain sections of the public felt that Civil Parking Enforcement was simply a scam to raise money for Councillors. He felt the Council had to do what it could to raise the message as it was very important to keep the city moving. He also added that the campaign to introduce traffic regulation orders outside of schools was worthy of a secondary campaign which could run alongside a potential parking promotion.

Members were told the Communications & Media team were aware of the 'Moving Traffic Offences' scheduled for 2014. This was an area that the Communications & Media Team would potentially look to target depending on Council priorities and available budget.

The approach to targeting a parking campaign aimed at students in the inner city area (for example, Cathays) was discussed. Members felt that a slightly different approach was needed for targeting students, for example, engaging with the Student Union and using social media. It was felt that the best time to start a campaign would be at the start of the first term.

A Member asked how they could target people from outside of Cardiff who have to park in Cardiff on a regular basis. The inquiry was told that they would use social media, local regional radio, bus & train advertising to promote responsible parking to commuters to the city.

A Member commented that he really liked the car logos used to promote the 'Don't be a Problem Parker' campaign. It reminded him of a television character that his grandchildren liked called 'Rory the Racing Car'. He asked how much it would cost for the Council to produce a short film based on such a character. He added that this could be played on the big screen outside St David's Hall and also promoted on YouTube, twitter and Facebook. He felt that the film should be 15 to 30 seconds long. Officers were asked to provide the inquiry with a quote for producing a short film. She agreed to do this and mentioned that the Communications Team & Media has staff that could potentially produce such a film internally.

Members were told that an important consideration to taking into account when developing a future parking campaign would be the role of the Civil Parking Enforcement Officers and what we could do to change any negative perceptions.

Meeting 5 – 7th May 2013

Mike Biddulph, Senior Lecturer at Cardiff School of Planning & Geography - Urban planning and the impact that this can have on dealing with parking problems

Mike Biddulph is a senior lecturer at Cardiff School of Planning & Geography who specialises in urban design. While he doesn't specialise in parking problems a small part of urban design does consider the matter. He delivered a presentation titled 'Parking problems in Cardiff'. In his opening statement he was keen to stress that when dealing with parking problems there wasn't a silver bullet, i.e. a fix all solution. His presentation focused on a few areas including:

- Parking on pavements, verges, cycle lanes, bus lanes and near schools.
- Commuter parking in residential areas.

He briefly commented on the use of mobile advertising displays stating that he wasn't an expert in this area, however, if it was illegal then residents should be informed of the problem and possibly they should be provided with a number to call.

He continued the presentation by explaining that useful guidance on parking design is available and free to download. He went on to quote the 'Car Parking – What Works Where' document which was written by English Partnerships and 'The National Regeneration Agency'. This document made two key points which were:

- Car ownership varies greatly by size of property. An eight habitable room house typically has twice as many cars as a four habitable room house.
- Car ownership is affected by tenure. On average, across the whole of England, owner-occupied households owned about 0.5 more cars in houses and flats of all sizes.

The same document also sets out a series of 'Golden Rules' for parking design, these were:

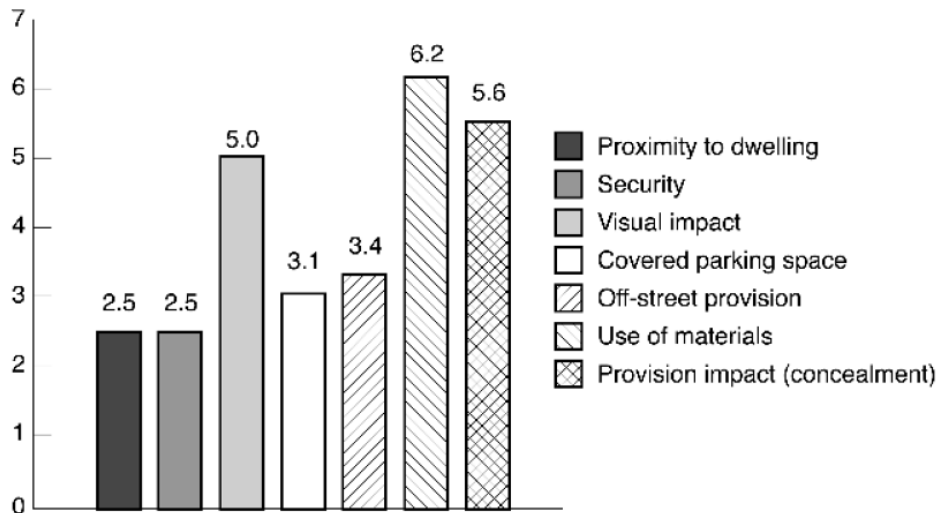
- Go for the quality of the street above all else. So where you put the parking is more significant than how much.
- There isn't a single best solution. A combination of on plot, off plot, and on street is the solution, according to location, topography and the market.
- Rediscover the street as a beautiful car park – people understand how it works, it's efficient and it increases the activity and safety on the street.
- Maximise the activity between the street and the house for safer, friendlier streets. New residential areas usually have too few people moving around.
- Do not park in the back of the block until on street and frontage parking permutations have been exhausted. Use of the mews or rear court should support on street provision, not replace it.
- Avoid allocating more than half of parking spaces. Research by Noble and Jenks shows that the more spaces you allocate, the more you have to provide.
- There are now three types of on street parking: uncontrolled; controlled parking zones (CPZ) where spaces can be defined by user and / or by times; and restricted parking zones (RPZ) where positive parking control does not rely on yellow lines.
- Provide cycle parking to all parking solutions that is safe and secure.
- Don't forget Secured by Design principles.

The publication illustrates many forms of parking permutation which are found to be successful.

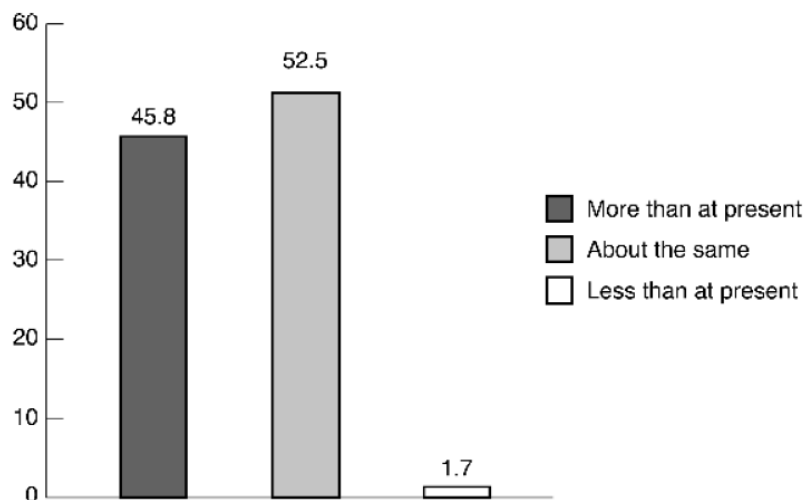
He drew particular attention to the flexible and efficient nature of on street parking, in particular for visitors and other street users and noted that in many housing schemes provision of such space is not adequate. The inquiry was

told that good on street parking needs to be easy to understand and very flexible.

He then commented on a recent survey which considered public perception of parking design. He explained that people seem to be most concerned with what parking looks like, this is illustrated below in **Figure 6**.



Then he commented on another finding of this research, which was that people always seem to want more parking, even if they don't understand the implications for the additional parking spaces for the quality of their environment. This is illustrated below in **Figure 7**.

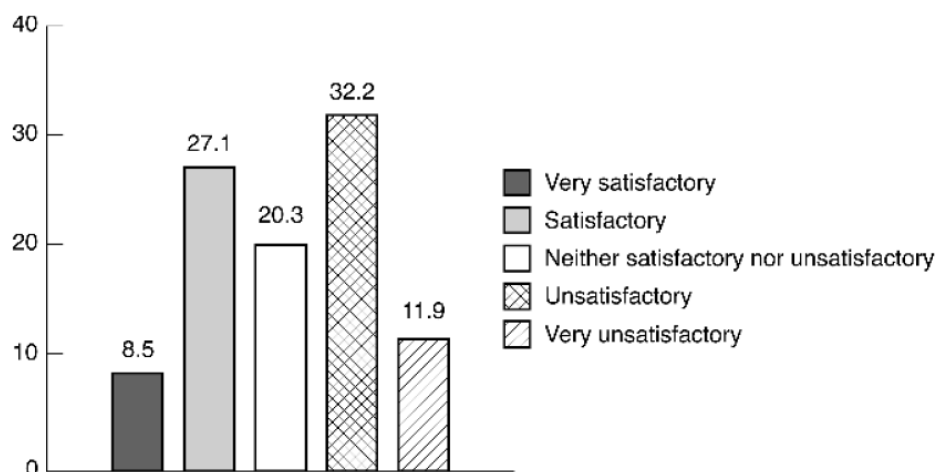


The presentation then touched on a number of wider agendas that need be considered when designing parking, these included:

- That concern for parking is important, but must not usurp wider commitment to reducing car dependency and the provision for walkable environments.
- That parking provision needs to support children’s use of streets, and so must be understood as one of a number of issues of importance to the design of streets.
- That over provision of parking wastes valuable urban land and can reduce densities in certain areas, and thus affect the viability of some local shops and facilities close to homes.

A further finding made by the research was that people do not want overly restrictive policies when it comes to parking. This is illustrated below in

Figure 8.



A comment was made that modern new build houses are very small and have limited storage. This means that the garages in these houses are used up for storage and not parking. This creates a knock on effect for parking provision as residential garages are seen as a part of this allocation. He provided an example from a September 2011 BBC article to support this point.

It was suggested that some people own too many cars for their plot or street – this was seen a common problem, particularly for families with grown up children who drive.

Next the presentation considered physical management measures. He started by sharing a picture of a van breaking three "laws" at once. These were the obstruction of a pavement; parking across double yellow lines and parking within close proximity of a junction. A photograph of this example is shown below.



He then presented a second picture which illustrated how building in physical management measures could address the issues identified in the previous slide. This is shown in the photograph below.



It was felt that narrowing the width of the junction, inserting trees and bollards and adding in pedestrian crossing facilities would stop problem parking in and around the junction. The example used was from a street in Grangetown. He then went on to show a further example in the same area of road narrowing and use of bollards – he stressed that it clearly reduced parking problems. The key message here was that physical controls worked far better than enforcement as they removed choice.

The topic of 'Controlled Parking Zones' was then discussed. He explained that introducing such areas and only allowing people to park in designated spaces did work; however, it did need strict enforcement.

The next slide commented on street specific residential parking management. He provided an example of a street which had:

- 14 houses (three in multiple occupation).
- Two businesses including a back lane garage.
- A doctors' surgery.

In this street there were four residents' parking spaces and two private off street. This compared to 19 cars owned by residents (five homes have two cars). The status quo clearly creates a mismatch between supply and demand. He felt that parking allowances need to relate to available space on a street by street basis. If this didn't happen then Council's were making problems for themselves. He also felt that it was important to restrict the number of houses of multiple occupation if no suitable off-street parking is provided.

To complete the presentation he commented on student accommodation. He felt that a set of special measures needed to be made for the development of student housing and halls of residence. In his opinion the current measures did not seem to be adequate. The supply and demand for such accommodation would need to be explored along with the pressures that this type of housing creates. Once this is established then effective planning guidance needed to be developed.

Following the presentation the following comments were made:

A Member commented that apart from a few exceptions students don't really need a car when they come to Cardiff. In her view planners didn't fully take this into consideration when dealing with new planning applications in certain city centre areas.

Another Member added that more of an onus should be placed on property owners / landlords to stress to students that there was no need for a vehicle, i.e. tell them that they don't need to bring vehicles into the city. They were told that this was one issue that impacted on the 'studentification' of residential areas. He explained that the key was to work with what you have and build in good design to manage the situation and that the Council shouldn't design schemes that, for example, allow parking for more vehicles than the area can support.

A Member added that he felt that some of the universities could do more to manage the parking problem in the centre of Cardiff. He was then asked if Cardiff University provided any transport services for the students. He replied by saying that he wasn't aware that they did and also wasn't sure that the need was there as most students live within one mile of where they study.

A Member asked how Cardiff Council could persuade more students to leave their cars at home – she qualified that by asking how he would do it if the task needed to be started from scratch. He explained that in his view people were generally quite lazy and that they need ongoing encouragement to develop new habits, for example using public transport. Designing in physical measures could also help.

A Member asked if blunt enforcement works as well as restriction and wanted to know if there was any research to support this. It was agreed that a check would be made to see if such research existed. The same Member commented that cities in the East of England did well in managing the parking problem and that the Council should look at these to find out what they have done to address the problem.

Members were told that he had spent time in Cambridge which deals with the parking problem well – they have a very high level of cycling participation which really helps matters. He also added that this wouldn't necessarily work everywhere as one can't force people onto bikes.

A general comment was made that it wasn't always possible to dictate where people wanted to live through policy; predicting where they wanted to live was a challenge.

A Member asked if Cardiff University had been consulted in the development of the Supplementary Planning Guidance on parking. He was told that they hadn't.

A Member suggested that flexible space needed to be built around schools to make these areas safer for children. He was told that it was probably far more practical to take out the issue completely as they have done in many parts of Europe than to continually have to manage the problem.

Parking rights in Cardiff are awarded on a financial basis (i.e. you pay for parking rights). It should probably be done on the basis, in part, of space availability. At the moment we issue more parking permits than there is space available.

When the Council considers new housing standards in Cardiff it is not able to specify these standards. This can only be done for social housing in London.

When facing the issue of constraint (particularly when it comes to parking) Cardiff needs to provide alternatives as a society.

More parking flexibility is required in suburban areas; this is in addition to private parking spaces. This is now done in many new housing developments.

Good highway engineers are the key to delivering better parking standards and designs. The system should become self enforcing with physical barriers being implemented which prevent problem parking.

Meeting 5 – 7th May 2013 - Elizabeth Weale, Legal Manager Procurement & Partnerships, Cardiff Council; Jenna Pritchard – Senior Legal Assistant; Neil Godfrey – Team Leader, Civil Parking Enforcement – ‘Problem & Nuisance Parking - Legal options available for dealing with parking issues

Elizabeth Weale - Legal Manager Procurement & Partnerships (EW), Jenna Pritchard – Senior Legal Assistant (JP) and Neil Godfrey – Team Leader, Civil Parking Enforcement (NG) attended the meeting to brief Members on the legislation available to Cardiff Council for dealing with parking problems.

The presentation started with a brief overview of the legislation. EW commented that there are a number of Acts covering these issues and in her presentation highlighted key provisions. EW explained that her presentation would not consider powers available to other bodies, for example, South Wales Police.

The presentation commented on the powers used to make Traffic Regulation Orders. These included the Road Traffic Regulation Act 1984 (“the Act”) which gives the Council a discretionary power to make Traffic Regulation Orders (“TRO’s”). This Act sets out the purposes for which the orders can be made and what a Traffic Regulation Order can provide.

Examples of Traffic Regulation Orders included:

- No waiting at any time / No loading or unloading at any time – in certain circumstances these can be used to address parking on pavements or verges.
- No stopping orders – these can be used to address ‘problem’ parking near schools.
- Residents only parking – these can be used to address problems that may be occasioned by commuter parking.
- Cycle / Bus lane orders.

The presentation continued by setting out a number of factors to consider when making a Traffic Regulation Order. It mentioned that the Act sets out

the circumstances where the Council can make a Traffic Regulation Order (for example, avoiding danger) and the factors that need to be considered before determining whether to make an order.

It also included a summary of the overarching requirements, whilst not an exhaustive list, these included:

- Section 122 of the Road Traffic Regulation Act 1984, which stipulates that that Council has to - '...secure the expeditious, convenient and safe movement of vehicular and other traffic' (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. These factors can tend in different directions and what the authority must do is take both considerations into account and balance them having regard to the particular circumstances of the case.
- The Road Traffic Regulation Act 1984 lists other factors for consideration, such as securing and maintaining reasonable access to premises and the effects on the amenities of the locality affected.
- Duties under the Traffic Management Act 2004.
- General Duties under Equalities Legislation.
- Measures to tackle Crime and Disorder.
- Health and Safety.

Members were told about the procedure for creating Traffic Regulation Orders. This was done by explaining:

- That the procedure is set out in the Road Traffic Regulation Act 1984 and Regulations.
- The aim of the procedure is to ensure that all material factors are considered; to give the public notice of proposal; to provide an opportunity for individuals to object and allow consideration of the objection.

The subject of 'Removal of things so deposited on highways as to be a nuisance' was considered. This particularly focused on the illegal sale of cars on the public highway. Potential remedies included a number of powers available under the Highways Act 1980, for example, under s149 the Council may by notice require a person to remove an item deposited on the highway, where the item constitutes a nuisance; or the Council may remove the item where the item constitutes a danger.

The powers for removal of abandoned vehicles were mentioned. They include specific powers for dealing with the removal of abandoned vehicles, for example, 'The Refuse Disposal (Amenity) Act 1978' – this makes it the duty of the Authority to remove motor vehicles abandoned on the highway.

The 'Clean Neighbourhood and Environment Act 2005' introduced two offences relating to nuisance parking and amended the law relating to abandoned and illegally parked vehicles.

The 'Clean Neighbourhood and Environment Act 2005' sets out in section 3 of the Act that it is an offence to park motor vehicles on a road merely to be sold. EW noted that when considering reliance on this provision the following limitations apply :

- There must not be two or more vehicles being sold by the same person.
- They must be acting for the purposes of a business.
- The Act is not aimed at individuals selling cars privately.

EW referred members to guidance issued (2007) by the Welsh Assembly Government on "Nuisance parking offences and abandoned vehicles".

Members were told of changes to the legislation relating to the making of Byelaws in Wales; the 'Local Government Byelaws (Wales) Act 2012'. Section 2 of this Act enables the Council to make Byelaws for the good rule and government of its areas and for the prevention and suppression of nuisances in its areas. Examples given in explanatory note to the Act state that:

'Byelaws under this power can, for example, prohibit skateboarding, ball games or touting in certain places where it causes a particular danger or nuisance ...'

In terms of how, if at all, this power could be relied upon to deal with 'parking issues, the officer noted that:

- (i) Section 2 of the Act is not yet in force;
- (ii) Byelaws cannot be made under this section if provision for the purpose in question is made or could be made under another enactment;
- (iii) Welsh Ministers are able to issue guidance to which Local Authorities must have regard when making Byelaws;
- (iv) Given the above points, this matter would be kept under review.

After the presentation the following comments and observations were made:

A Member asked if traffic regulation orders had been created for the new school safety zones. He was told that orders were being made and some orders were currently out for consultation. Traffic regulation orders for 'school safety zones' will be made on a ward by ward basis. Each site where the traffic regulation order would apply had to be individually considered and a site survey had to take place.

An officer explained that such orders could be objected to and if challenged may lead to a public inquiry.

A Member asked how long the new restrictions for the new school safety zone traffic regulation orders would apply for; he was told that they typically run from 8am to 4:30pm Monday to Friday. The school keep clear markings would be placed outside the main access and entry points to the schools and would apply all year around.

An officer explained that it would be very important to communicate the changes to the public. Plans were already being shaped to do this, for example, an educational piece in the Capital Times.

A Member asked if Councillors would be provided with a schedule of implementation for these new traffic regulation orders. He was told that they would.

A Member asked what could be done to remove 'stored' vehicles from outside properties. He was told that removal of such vehicles present difficulties given;

- (i) the procedures that the Council was required to follow, as prescribed by legislation. For example serving notices, which may result in the vehicle simply being moved and 'stored' in another location, and;
- (ii) establishing whether the vehicle had been abandoned or whether the vehicle had been left as part of a normal occurrence where residents are on holiday or move temporarily.

A Member asked how the Council created a byelaw. He was told that the procedure was prescribed by legislation and involved a number of steps, including drafting a byelaw ; publishing proposals to make the same; considering any comments/objections received and finally seeking confirmation . It was noted that the new Act (Local Government Byelaws (Wales) Act 2012) referred to would serve to modify the procedure to be followed.

Meeting 6 – 28th April 2013

Peter McDonnell, Services Manager, Cardiff University & David Manfield, Facilities Manager, Cardiff University - 'Briefing on the Cardiff University Travel Plan'

The briefing was started with an explanation that Cardiff University aims to review their travel plan every two years. From each review, an action plan is created.

The last staff and student travel survey on was carried out in December 2012 to January 2013; one of its uses was to determine how students and staff travel around the city. This survey was deemed a success because it had a much higher completion rate than previous travel surveys. Responses are currently being analysed by students in the School of Geography and Planning and a final report is due in September.

The current Cardiff University travel plan is available on the internet. The document covers a number of areas including:

- Travel Plan Scope
- Implementing the Travel Plan
- The Benefits of a Travel Plan
- The Aim and Objectives of the Travel Plan
- University Overview Information
- Travel to Sites
- Alternatives to Travel
- Significant Achievements
- Targets & Objectives
- Implementation
- Roles and Responsibilities
- Travel Plan will be Publicised to Staff and Students
- Monitoring
- Working with Cardiff Council and Other Relevant Bodies

It was stressed that while the inquiry was primarily interested in parking the Cardiff University Travel Plan was a much broader document, i.e. it focuses on a wide range of student travel issues.

The inquiry was told that since the implementation of travel planning Cardiff University had made several significant achievements, however, representatives from Cardiff University acknowledged that they were at the start of a journey and had only really taken the first step. They added that the whole process is regularly reviewed (every two years).

The next Travel Plan review is scheduled for August / September 2014 and will incorporate objectives identified from analysis of responses from the 2012/13 travel survey. As with the current travel plan, it will focus on the reduction of single occupancy trips and set out more direct targets in an action plan. The plan will also feature lots of additional detail from responses to the 2013/13 travel survey (such as post code mapping etc).

Members were told that students and staff carried out lots of journeys within and between the two main university sites (Cathays Park and Heath Park). They also stressed that while they were tasked to deal with travel planning for Cardiff University they were not dedicated to the role. Their respective roles involved many other duties, i.e. they were only able to focus on travel planning when other work loads permitted.

They suggested that other institutions may have been quicker to embrace travel planning due to external factors such as location (being out of town campuses) and campus expansion / rationalisation. Cardiff Met (previously UWIC) was discussed as an example whereby they started working on travel planning in 2005. Possible reasons for this being their out of town location with sites far apart and their campus development / rationalisation plans.

It was also suggested that Cardiff University benefits from naturally better travel links due to being in or closer to the city centre. Cardiff University has been (and will continue to be) guided by the results of its travel plan surveys.

A Member asked if they had involved the student union in the travel planning process. She was told that they were involved and always an active consultee.

A Member asked if Cardiff University had tried working with local transport companies (for example, Cardiff Bus & Arriva Trains) to establish some form of discounted travel for the students. He was told that the subject had been raised; however, transport companies didn't see the benefit for them in providing discounted travel for the majority of routes used by students as these were already very busy.

A Member then commented about the 'Cardiff Met Rider'; this was a discounted travel scheme set up by Cardiff Metropolitan University (previously UWIC) for their students. She explained that it worked well for Cardiff Metropolitan University and asked why a similar scheme couldn't be set up by Cardiff University. The 'Cardiff Met Rider' was set up to help students reach the UWIC out of town campus locations and improve transport links between their sites and the city centre. It also helped address the shortfall in parking provision at these sites.

The inquiry was told that the idea of using the Cardiff University parking revenue account to fund travel plan objectives / initiative had been identified and was being / would be discussed at the relevant University forums.

It was also suggested that Cardiff University Parking charges are significantly lower than elsewhere in the city but the idea of increasing the existing parking fees at a time when staff had been receiving below inflation pay rises of 1% for the last few years, would probably not be received well.

Members were also told that Cardiff University had recently appointed a new Vice Chancellor who seems passionate about sustainability issues in general. It is felt that staff at Cardiff University believe that this may result in many positive changes.

Cardiff University has an ambition to make it one of the world's top 100 universities. One of the Cardiff University representatives suggested that they need to invest heavily and maintain that investment in order to increase success. Cardiff University is currently in the top 200 and it needs to make a mighty leap to get to the next level.

A Cardiff University representative explained that delivering all of their sustainability priorities at the same time was a challenge and requires a high level of investment. For example, they have recently invested lots of money in improving the energy efficiency of many of the old buildings. Plus they have invested in other travel related schemes, for example, a 'car share scheme' and a 'cycle and walk buddy scheme'.

A Member asked what travel information was sent to new students by Cardiff University before they came to the city. He added that the communication of such information was very important as there was very little additional space for parking in the city. A Cardiff University representative explained that he was a part of a HEFE Travel Group. They talk about how information can be sent to students – he acknowledged that more thought was required around how information was distributed to students and that information in general was included as an objective under the current travel action plan.

Members were told that Cardiff University parking was oversubscribed; however, parking facilities in halls (where available) were under-subscribed.

Members were told that the theft of bikes from student halls was a real problem which is constantly being reviewed and that they currently run a subsidised bus route between their Central Campus and University Hall. When students are allocated accommodation Cardiff University is very mindful that students need to be as close as possible to their place of study, i.e. they do their best to locate students appropriately.

A Cardiff University representative explained that when delivering the message about sensible things like travel planning it was important to realise that it probably wasn't a student priority in the first three weeks.

It was noted that information on sustainable travel at Cardiff University was provided on their website, however, the link to get to these from the homepage wasn't obvious and it was acknowledged that the information could be more accessible. It was confirmed that this is an objective under the current travel action plan.

A Member explained that Cardiff Metropolitan University had created an app which students could download for travel times. Different versions were available for the various campuses. A Cardiff University representative explained that the creation of a 'travel app' was an objective under the current travel action plan.

A Member commented that the key to better travel planning and travel habits for students was to persuade them to leave the car at home. She felt that students don't need to have cars in Cardiff unless there are exceptional circumstances. Knowing the travel arrangements available to them in advance was important. She then asked what Cardiff University did in terms of working with private halls, for example, companies like Liberty Living. A Cardiff University representative replied that Cardiff University has approximately 5,100 hall spaces managed by the Campus Services Division. There is a good working relationship with private Hall companies and they share information with them whenever possible / necessary. Cardiff University and many private halls companies are members of ASRA (Association of Student Residential Accommodation).

A Cardiff University representative explained that they were well aware that many student cars were not used from one week to another while being parked up in Cardiff. Due to the number of flat batteries caused by cars lying around Cardiff University had purchased a number of battery booster kits.

Nottingham was cited as an example of best practice in terms of student travel. They have a student travel card which enables students from all universities in the area to access discounted travel. They use their student cards as bus passes; these can be topped up with travel credits which enable students to use bus and tram services in the Nottingham area. The scheme is

run in partnership with Nottingham City Transport which is recognised as one of the best bus companies in the United Kingdom. It is also one of the few municipal bus companies in the United Kingdom, i.e. it is owned by the local council.

A Member suggested that it could be in the Council's interest to raise the subject of a Cardiff student travel card with Cardiff bus and the local universities.

A Cardiff University representative mentioned that they had approached Arriva Trains to see if some type of student rail discount could be provided. Arriva Trains only offered a 5% discount which was not viewed as a great incentive to set up a scheme by Cardiff University. Other local universities had been offered a larger discount than Cardiff University for rail travel. It is hoped that results of the 2012 /13 travel survey may provide evidence for travel companies to reconsider their discount offering or encourage them to look at additional services / routes.

Members were told that Cardiff University currently has 1,200 parking spaces. These are used by staff and students aren't allowed access. The parking spaces cost £1 per day and are 110% over allocated. The idea of increasing the parking charges had been mentioned with the additional income being reinvested into travel plan objectives / initiatives.

A Member of the inquiry felt that it would be sensible to write to the universities in Cardiff and the Cardiff Partnership Board to raise the idea of creating a Cardiff wide discounted student travel card.

Another Member commented that a high percentage of Cardiff University graduates decide to stay in Cardiff after finishing their studies. Providing students with discounted travel would work in Cardiff's favour in the long term. It would create good sustainable travel habits that they would maintain into the future in turn helping the modal transport shift.

A Cardiff University representative explained that student engagement is high on the agenda in terms of developing travel planning and, therefore, their feedback is very important.

A Member noted that in order to make a change in terms of subsidised travel a person with the correct level of authority needed to support the required expenditure.

A Cardiff University representative commented that a permanent resource had to be allocated to Cardiff University travel planning to make further / quicker progress.

A Member commented that when he worked at Cardiff University there were many vehicles standing idle for much of the day. The idea of having centralised fleet management was put forward and that this could have potentially made efficiency savings. He was told that vehicles still came under individual departments and that there was no overall fleet manager, i.e. departments still work independently to each other. Cardiff University still has a devolved budget and that individual schools are still in control of all funding.

A Member commented that it was possible that 40% to 70% of vehicles were still dormant and that savings could be generated by sharing resources with Cardiff Metropolitan University. This would take large scale collaboration.

A Cardiff University representative explained that the draft results of the travel planning survey would be available in July while the final results would be available in September.

A Member explained that the results of the travel planning survey could feed into the Enfys cycle planning. The findings could also be shared with the local travel companies and used to broker travel discount for students. She also felt that all of the universities negotiating together would create a stronger case and put them in a stronger bargaining position.

Meeting 6 – 28th May 2013

Miriam Highgate, Principal Transport Planner - Important features of travel plans in Cardiff

Miriam Highgate started her briefing by explaining that travel planning as an activity was established a little over 10 years ago. Prior to this event travel planning existed; however, this was different as it focused on travel for specific events or individual trips. Travel Planning is a long term strategy for an organisation enabling them to deal with the need for travel generated by its operation. Travel Plans are revised on a regular basis. Travel Plans have also been known as 'Green Transport Plans' – although the term was changed to formally become 'Travel Planning' about seven years ago.

The main feature of 'Travel Planning' is to provide a coordinated approach to dealing with travel associated with an organisation or site. The desired outcome is to reduce single occupancy trips to and from an organisation or site. The main focus is on regular trips e.g. commuting or business related travel. Travel Plans can be based around:

- A single organisation;
- An area wide approach (e.g. business park style); or
- Related to specific residential areas or developments.

The inquiry was told that 'Travel Planning' is a part of the 'Smarter Choices' agenda which the Council is keen to promote across Cardiff. Some of the work being carried out as part of 'Smarter Choices' includes:

- Workplace and school travel plans;
- Personalised travel planning, travel awareness campaigns, and public transport information and marketing;
- Car clubs and car sharing schemes;
- Teleworking, teleconferencing and home shopping.

Travel Planning can produce a number of benefits for organisations. These include:

- Improved staff retention;
- Better recruitment performance;
- Reduced sickness and absence;
- Improved environmental (green) profile;
- Contributes to corporate social responsibility agenda.

Members were told that 'Travel Planning' came in two main categories:

- Voluntary – those plans that are initiated and implemented by an organisation with no external prompting.
- Required – those plans that have been made mandatory through the planning process, i.e. through planning applications that meet the thresholds set out in the Statutory Planning Guidance.

The types of plan listed below can fall under both of these headings:

- School Travel Plans;
- Organisational Travel Plans;
- Residential Travel Plans.

Travel Plans need to be continually and actively implemented to be successful. They also need to be:

- Unique to the organisation or site;
- Based on data – site audits and staff travel surveys;
- Have smart targets – linked to the aims and objectives of the plan;
- Have an action plan associated – this is a vital area as this will identify key initiatives with a timeframe and persons responsible for their implementation;
- Monitored, i.e. repeat surveys and assessment of impacts.
- Driven by leadership and full commitment – most importantly at higher levels.
- Supported by a series of 'smart measures' to support modal shift within the organisation.

Travel plan measures typically used by organisations include:

- Car Sharing;
- Pool Bikes;
- Pool Cars;
- Staff Cycle Salary Sacrifice Schemes;
- Cycle Training;
- Changing / showering facilities for employees;
- Travel Information Provision – at recruitment and in an ongoing way which is accessible to all staff;
- Staff reward schemes.

The inquiry was told that quite often these measures are inexpensive to implement and can provide significant rewards. Important information is available on the Keep Cardiff Moving website (<http://www.keepcardiffmoving.co.uk>).

Alternative travel planning measures can include:

- Flexible Working;
- Home, remote or satellite working options;
- Teleconferencing;
- Other measures appropriate to the organisation (e.g. condensed working).

Members were told that Cardiff Council has implemented the following:

- It has a 'Travel Planning Strategy' in place;
- It has created 'Travel Plans' for each of its key sites;
- It provides advice in the Supplementary Planning Guidance document (Access, Circulation and Parking 2010) as to what we would expect to see in a 'Travel Plan' submitted via the planning system;
- A Journey Share Scheme (www.sharetoCardiff.com);
- A programme of engagement with external organisations including advice and guidance for people preparing travel plans via the Keep Cardiff

Moving website. A key in getting organisations to successfully implement travel plans is working with them when they show a readiness to engage.

Next she provided a summary of two external plans to demonstrate the similarities and differences between two good travel plans. She commented on the following:

- Lloyds TSB – who created a voluntary plan which was developed during a period of business change.
- Cardiff Met – who used an existing strategy which was formalised into a phased Travel Plan for inclusion with a planning application.

Lloyds TSB

This was cited as a good example of a travel plan developed where there was readiness to engage combined with business need and an opportunity to raise their green profile / social responsibility profile.

It was noted that the Lloyds TSB plan was in its early stages; however, the implementation seems to work because there was good management buy in. The plan itself formalises the approach to the activities identified as necessary to managing travel and promoting sustainable travel in an accessible location – the Lloyds TSB site is located in the city centre. The document sets out the type of organisation and the profile of business and work patterns. The report is based around a voluntary online staff survey – this received a 1.6% response rate for staff at the site. Ideally a response rate would be significantly higher than this for results to be an accurate reflection of a workforce. The document explained that:

- There are 1500 staff working at the site;
- 55% of staff working at the site are male and 45% are female;
- Most staff working at the site are aged between 25 and 60;
- 77% of staff work full time;
- 75% of staff travel more than 5 miles to get to work;
- Around ¼ travel over 20 miles but by and large the majority travel less than 10 miles;

- 38% of staff travel to work by car – of the 38% who travel to work by car approximately 76% travel to work on their own;
- 36% travel to work using public transport.

The Lloyds TSB audit of the site revealed that:

- Promotional information about travel options was made available;
- There is good pedestrian access to the site;
- The site provides cycle storage provision;
- It has good bus and rail links;
- The site is a part of the in house car share scheme;
- There are 190 car parking spaces on the site plus three motor cycle spaces and access to other parking facilities in the city centre.

The Members were told that Lloyds TSB also:

- Provide new recruits with travel information as a part of the recruitment process;
- They provide a wide range of travel information;
- They provide interest free loans to the staff for the purchase of season tickets;
- They undertake 'no travel' weeks, for example, this can involve the use of video conferencing, etc.
- They have a 'Cycle 2 Work' scheme.

From all the survey and audit information they identified measures and targets and some actions for each mode, these included:

- Boost the car sharing element – data led as 39% said they would consider car sharing;
- Consider pool bike scheme – apply for grant via SEWTA Travel Planning Grant scheme;
- Set up a BUG and review the location of cycle parking on site;
- Boost local transport use – investigate discounted tickets with local transport providers (e.g. Cardiff Bus now offers a Work to Go option to employers);

- Decrease the number of flights taken (by 20% over three years).

They targeted a range of 3% to 5% increases in sustainable travel modal share over a three year period.

An action plan sets out where responsibility lies with each target or measure and when and how it would be monitored as well as whether it is a short, medium or long term action.

A Member explained that as a cyclist who had cycled to work on a regular basis, he felt that good changing facilities were vitally important. He was told that they do have such facilities, but comment on what the facilities were like was not possible. The same Member added that two key elements for encouraging cycling to work were good changing and showering facilities and secure cycle parking.

Another Member mentioned that when travelling into Cardiff from the surrounding areas then using the train and a bike was the ideal combination. She was told that this was true and that the Council operates a pool bike scheme for staff to cycle around the city during working hours. The scheme has between 15 and 20 bikes.

Cardiff Metropolitan University

Members were told that Cardiff Council has a long term working relationship with Cardiff Metropolitan University (formerly UWIC). Council officers consider the Cardiff Metropolitan University travel plan as an example of best practice.

Cardiff Metropolitan University has approximately 13,000 students (10,000 of which are based in Cardiff) and 1,200 staff spread over four (soon to be three) sites in Cardiff. The sites are:

- Llandaff – teaching only;
- Cyncoed – teaching and residential;
- Howard Gardens – teaching only, and;

- Plas Gwyn – residential only.

Activities at Howard Gardens are due to relocate to a new state of the art building at Llandaff. The travel plan explains that:

- 75% live in Cardiff with 44% of these living in Roath / Cathays;
- 16% of students live in halls of residence (3 main ones) which are less than a mile away from Llandaff campus;
- 6% (776) student's cycle to the sites, 14% (164) of staff cycle to work;
- 2,200 Met Rider tickets were sold last year (mostly to students but some to staff) – the number of tickets sold year on year tends to increase;
- The car share scheme has 788 members. Students cannot park at Llandaff campus (and nor can staff who live under two miles away from the site);
- Around 75% of the students travel to campus by walking, cycling, or public transport;
- At Llandaff 39% of students take the bus; 37% walk or cycle and car use has reduced by at least 25% since 2009.

Cardiff Metropolitan University has implemented the following travel plan facilities:

- BUG;
- Cycle to Work scheme;
- Car Share scheme;
- Pool Cars;
- Met Rider (bus service);
- Communications strategy for new and returning students with dedicated travel information publication;
- Biker and Walker breakfast initiatives;
- Travel Road shows;
- Travel Planning Working Group;
- Pay for parking;

- Ring fenced funding for sustainable travel initiatives from car parking revenue, for example, some of this money is used to subsidise bus services and implement active travel facilities at campuses.

The inquiry was told that Cardiff Metropolitan University have phased their Travel Plan over a number of years. She added that:

- They are currently in phase two of a five year plan. Phase three will be rolled out during 13/14.
- Phase 2 contains an updated action plan which sets out baseline and core targets for each mode. It also has measures and responsibilities.
- The plan also contains a communications strategy (which includes objectives, message, audience, channels, timing, monitoring and evaluation and an action plan and implementation).
- A Communications Plan is also included within the travel plan.
- Reporting is done on an annual basis – although the 2012 report was a two year report covering the period from 2012-2013. This is expected in the autumn 2013.

Cardiff Metropolitan University believe that staff health benefits have resulted from the implementation of the travel plan; mainly evidenced by the reduction in sickness levels as the Travel Plan (via Green Exercise and Sustainable Transport Initiatives) contributes to its health and well being initiative. Their travel plan includes **Figure 10** which has been provided below. The data suggests that there has been a 32% reduction in the number of days lost to sickness absence at UWIC since 2008.

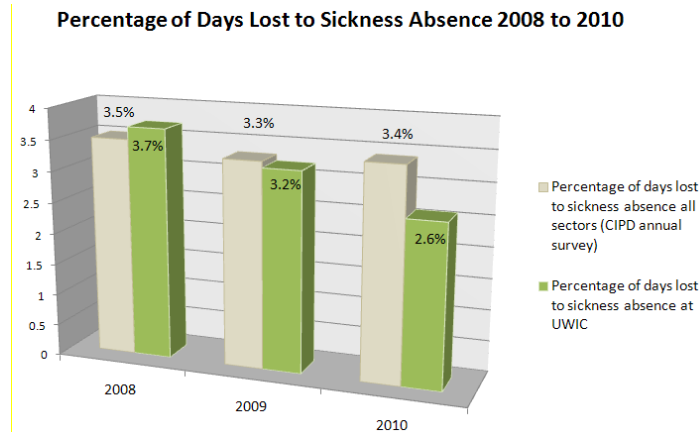


Figure 10 – Percentage of Days Lost to Sickness Absence 2008 to 2010

Members were impressed by the ‘Met Rider’ scheme which was first launched in 1997. They were told that since its implementation travel on the Met Rider (formerly the UWIC Rider) has steadily increased, with an average of almost 5,500 journeys made on the Met Rider each week in 2011; a figure which represents a 53% increase since 2009. The 2010/11 academic year saw nearly 2,200 Met Rider permits sold to staff and students. This represents a 35% increase in sales in the last five years.

It is an award winning bus service which is run in partnership with Cardiff Bus. It connects all three campuses, student halls and residential areas, and the city centre. The scheme is subsidised by Cardiff Metropolitan University who agree to purchase a guaranteed number of tickets from Cardiff Bus each year.

Students who purchase the ticket start using the bus on a regular basis and this in turn creates a public transport habit. There is a view that when people pay for such a ticket up front then future use appears to be ‘free’.

Staff who live within two miles of the University site at Western Avenue (Llandaff) are not allowed to park in the car park. Also each year an annual report is produced which sets out actual results against targets.

Miriam explained that Cardiff Metropolitan University use modern technology and social media to promote such services, for example, an App has been created and they also use Facebook and Twitter. The Student Union are also used to drive the message forward. Young adults are more accustomed to

using this type of technology, i.e. they find it easier than reading an old fashioned bus timetable.

A Member commented that managing the high annual turnover of students was very important, i.e. getting the right message out there is key.

A Member commented that passenger numbers for Cardiff Bus had fallen over the last two years. It was suggested that other educational establishments should contact Cardiff Bus to try to create similar services to the Met Rider. Other suggested ideas included an off peak deal.

Meeting 7 – 4th June 2013

Summary of the briefing paper ‘A Comparison of Supplementary Planning Guidance on Parking Saturation Points in England and Wales’

A report was commissioned by the Environmental Scrutiny Committee from the Council’s Scrutiny Research Team to look at issue of parking provision and *parking saturation*, and compare how local authorities differ in their planning policy. The local authorities looked at in this paper have all produced Supplementary Planning Guidance (SPG) regarding parking provision, which is a Material Consideration in determining the outcome of a planning application.

The authorities assessed to compare how they applied parking provision and parking saturation included Coventry Council, Plymouth City Council, London Borough of Bromley, Southampton City Council, London Borough of Hounslow, Wirral Borough Council, Enfield Council, Sefton Council, London Borough of Croydon, Waltham Forest Council, City and County of Swansea, Neath Port Talbot County Borough Council, Bristol City Council and Monmouthshire County Council.

The report looks at how Cardiff Council defines saturation parking and compares the definition against the planning policy context for Wales. The report also considers the English planning policy context.

The report identified a number of findings including:

Cardiff Council is the only local authority studied as part of this briefing paper to produce a parking Supplementary Planning Guidance document which specifically makes note of the term “saturation”.

Parking saturation points can be reached when houses are subdivided into flats which results in there being very few parking spaces available. However, it is a matter of judgement as to whether an area has reached its saturation point and there is no measurable number.

The parking policy is to limit and control parking and encourage alternative forms of transport. The policy is to have a maximum of one space per household and as Cardiff Council policy does not have a minimum requirement for spaces per household, a planning application cannot be refused on the basis of a lack of parking provision.

Cardiff, Bridgend, Brighton & Hove, Conwy, Leicester, Manchester, Northampton, Nuneaton, Stevenage, Swansea, Coventry, Plymouth, Bromley and Southampton all apply maximum standards in their parking SPG documents as per national guidance.

Nuneaton and Bedworth was the only local authority studied as part of this briefing paper to state that they directly act on their parking SPG. Nuneaton and Bedworth cite that in general, developments with an average of more than 1.5 off street car parking spaces per dwelling will not reflect the Government's sustainable approach to residential developments (PPG3), and as a result will not be permitted.

Both Coventry and Plymouth provide numerical guidance on the maximum number of parking spaces a dwelling is permitted.

National policy guidance is for local authorities to adopt a stance of maximum parking standards on house conversions and new development.

Brighton & Hove, Conwy, Leicester, Northampton and Cardiff, in their respective SPGs all state how it is their intention through policy to reduce excessive parking provision that encourages non-essential use of the car. Similarly these local authorities seek to reduce over-reliance on the car, reduce car trips and to promote more sustainable forms of transport.

A copy of this report has been added to this report as **Appendix 2**.

Meeting 7 – 4th June 2013

Summary of the briefing paper ‘A comparison of Qualifying Criteria for Residential Parking Permits in Selected Authorities in England & Wales’

The paper provided information for the Environmental Scrutiny Committee on the qualifying criteria residents face when applying for residential parking permits in selected authorities across England and Wales. It compared Cardiff Council’s qualifying criteria for residential parking permits with those of other selected local authorities in England and Wales and considered the criteria needed to apply; the cost of the permit and the application process.

Local authorities used for this study were identified through the Data Unit Wales *comparable local authorities* Tool. They included:

Coventry Council	Waltham Forest
Wirral Borough Council	Southampton City Council
Enfield Council	London Borough of Hounslow
Plymouth City Council	City and County of Swansea
London Borough of Bromley	Neath Port Talbot County Borough
Sefton Council	Bristol City Council
London Borough of Croydon	Monmouthshire County Council

The criteria needed to apply for a parking permit in the various authorities is summarised in Figure 11.

Figure 11 – Criteria needed to apply for a parking permit in the various authorities.

	Rent book / tenancy agreement	V5 registration document	Licence plate number	Driving Licence	Bank or building society statement	Council tax or utility bill	Solicitor's letter confirming completion purchase of property	Valid Tax disc	Insurance Certificate
Cardiff	Yes	No	No	No	Yes	Yes	Yes		No
Wirral	Yes	Yes	Yes ¹	Yes	no	Yes	Yes		no
Enfield	Yes	Yes	Yes	no	Yes	Yes	No		No
Plymouth	Yes	Yes	Yes		Yes	Yes			Yes
Bromley	No	Yes	Yes		Yes	Yes		Yes	No
Sefton	No	Yes	Yes	No	no	Yes	No	no	No
Croydon	No	Yes	Yes	No	No	No	No	no	No
Waltham Forest	Yes	Yes	Yes	Yes	Yes	Yes	No	no	No
Southampton	Yes	No	No	no	Yes	Yes	No	no	no
Hounslow	Yes	Yes	Yes	Yes	No	Yes	No	no	No
Manchester	Yes	Yes	Yes	No	No	Yes	No		Yes
Leicester	Yes	Yes	Yes	Yes	Yes	Yes	No		Yes
Reading	No	Yes	Yes		Yes	Yes	No		Yes
Newcastle	Yes	Yes	Yes	No	Yes	Yes	No		Yes
Sheffield	No	Yes	Yes	No	No	Yes	No		No
Swansea	No	Yes	Yes	Yes	No	Yes	No		No
Neath Port Talbot	No	Yes	Yes	Yes	No	No	No		No
Bristol	No	Yes	Yes	No	No	No	No		No
Monmouthshire	No	Yes	Yes	No	No	Yes	No		No

Key findings identified from the research included:

With the exception of Cardiff and Southampton, every local authority included in this study requires their residents to produce a document which proves ownership of their vehicle (V5 document also known as a log book).

Of the 20 local authorities, Cardiff, Manchester, Leicester, Wirral, Enfield, Plymouth, Southampton, Hounslow and Newcastle require their residents to produce a rent book or tenancy agreement as proof of their address.

Manchester, Leicester, Reading, Plymouth and Newcastle require their residents to submit their insurance certificate in order to apply for a parking permit. This is not a requirement of the other authorities.

Cardiff and Wirral are the only local authorities that ask their residents to produce a solicitor's letter to prove their address.

It was also noted that Bristol and Newcastle offer parking permit discounts for low emission vehicles.

The cost of a parking permit in the various authorities is summarised in **Figure 12**.

Figure 12 – Cost of permit parking

	1st permit	2nd permit	3rd Permit	Visitor	Temporary Permits
Cardiff	£5	£30	n/a	As per criteria for 1st permit. £5	n/a
Wirral	Free	n/a	n/a	Free	n/a
Enfield	£70	n/a	n/a	£7.50 for 10 scratchcards	n/a
Plymouth	£30	£30	no info		
Bromley	£40-£80 dependent on location	n/a	n/a	no information	no info
Sefton	£20 and valid for 2 years	n/a	no information	£20	no info
Croydon	£110	£156	£335	no information	no info
Waltham Forest	£25 for 1litre-3 litre. £120 for £ litre +	£90 for 1-3 litre. £210 for 3 litre+	£150 for 1-3 litre. £280 for 3 litre+	£14 for book of 30 (1 = 1 hour)	1 month
Southampton	Zones 17,18 £60. free everywhere else	£30	n/a	£6 for 10 visitor's permits	1-3 months
Hounslow	£60	£100	£165	no information	1 month £32.50
Manchester	Free or £105 in the city centre for 3 months	n/a	n/a	£45	no info
Leicester	£25	N/a		Visitors parking permits are available to residents at a cost of £1.00 per permit. Each resident is permitted up to 15 visitor permits in any consecutive period of 7 days.	no info
Reading	Free	£75 as of 1 June 2013. £65 previously	n/a	Visitor permits are scratch cards, each for half days. They are issued in books of 20 permits. The first two books are free.	£10
Newcastle	£25 £12.50 for a low emission vehicle	£75 or £37.50 for a low emission vehicle	n/a	£25	Issued for 28 days

Sheffield	Inner zone £200 or £100 for low emission. Outer zone £100 or £50 for low emission. Some areas are exempt a charge, otherwise it is £36 (£18 low em)	£72 or £36 for low emission	n/a	The charge is £12.50 for a book of 25 daily scratch cards (maximum of 2 books per application).	no info
Swansea	£0	£0	n/a	N/a	Available for 1 month
Neath Port Talbot	£20	£20	n/a	n/a	n/a
Bristol	£30 or free with low emission vehicle	£80	£200 (reviewed annually)	Each household can apply for up to 100 visitors' permits each year. The first 50 permits are free; the next 50 cost £1 each. Each permit is valid for one day but can be swapped between vehicles on the same day.	no info
Monmouthshire	£30	n/a	n/a	N/a	no info

The prices of the first permit vary quite considerably across the local authorities. Croydon charges the most for a permit at £110. Manchester charges the most in the city centre at £105 for 3 months.

Swansea, Wirral and Reading, however, do not charge for their permits at all, whilst Bristol does not charge residents who have a low emission vehicle. Newcastle and Sheffield also offer discounts for low emission vehicles.

Sefton is unique to the Councils studied in this paper in that the parking permits it issues are valid for 2 years, priced at £20.

Cardiff charges £5 for its first residential parking permit.

Prices vary across the local authorities for the issue of a second parking permit. Croydon charges the most at £156, whilst Swansea does not charge.

Monmouthshire, Leicester, Wirral, Enfield, Bromley, Sefton and Manchester do not have provision for a second parking permit.

Both Newcastle and Sheffield offer 50% discounts on their second parking permits for residents who have low emission vehicles, i.e. £75 or £37.50 for low emission vehicles and £72 or £36 for low emission vehicles respectively.

Waltham Forest charges residents in respect of engine size of their vehicle. For instance, vehicles with an engine size of 1 to 3 litres the charge is £90, and £210 for engine sizes of over 3 litres.

Cardiff charges £30 for the issue of a second residential parking permit.

Croydon charges £335 for a third parking permit, whilst Hounslow charges £165. Similarly, Bristol offers residents a third permit and charges £200 and the application is reviewed annually.

Waltham Forest charges £150 for vehicles with an engine size of 1 litre to 3 litres, whilst for vehicles with an engine size of over 3 litres, the charge is £280.

Manchester charges the most for its visitor permits at £45.

Several councils issue visitor permits in the form of scratch cards. Reading issues scratch cards for half days in books of 20 permits and the first two books are free. Similarly, Sheffield issues visitor parking permits in the form of scratch cards and the charge is £12.50 for a book of 25 daily permits.

Enfield charges £7.50 for a book of 10 scratch cards, whilst Waltham Forest charges £14 for a book of 30 where each permit lasts for one hour.

Sefton charges £20 for a yearly visitor permit. Southampton charges £6 for 10 visitor's permits. Wirral does not charge residents for a visitor parking permit.

Swansea, Neath Port Talbot and Monmouthshire do not provide residents with visitor parking permits.

Cardiff charges £5 for its visitor parking permit. Reading charges £10 for a temporary permit, whilst Swansea and Waltham Forest do not charge and they are available for one month.

Southampton gives residents the opportunity to apply for a temporary parking permit and this typically last between one and three months.

Hounslow charges residents £32.50 for a temporary one month parking permit.

The other authorities looked at for this briefing paper did not contain information on their website regarding temporary parking permits.

Figure 13 - The Application Process

	Post	Person	Online
Cardiff	Yes	Yes	No
Wirral	Yes	Yes	No
Enfield	Yes	Yes	No info
Plymouth	Yes	Yes	Yes
Bromley	Yes	No	No
Sefton	Yes	Yes	No
Croydon	Yes	Yes	Yes
Waltham Forest	Yes	Yes	No
Southampton	Yes	Yes	No
Hounslow	Yes	No	No
Manchester	No	Yes	Yes
Leicester	Yes	Yes	Yes
Reading	Yes	No	No
Newcastle	Yes	No	No
Sheffield	No	No	Yes
Swansea	Yes	Yes	No
Neath Port Talbot	Yes	No	No
Bristol	Yes	Yes	No
Monmouthshire	Yes	No info	No

The options available to residents to apply for parking permits are via the post, online or in person.

Leicester, Plymouth and Croydon provide the opportunity to residents to be able to apply for a parking permit via the three different methods whilst Manchester and Sheffield also offer an online method of applying for a parking permit.

Only Manchester and Sheffield do not offer the provision of a postal service for residents wanting to apply for a parking permit.

Cardiff offers provision via the post and in person to apply for a parking permit.

Figure 14 - The Renewal Process

	Renewal Process
Cardiff	renew within month permit is due to expire with original criteria
Wirral	no information
Enfield	original Criteria
Plymouth	£30
Bromley	no information
Sefton	free
Croydon	£80
Waltham Forest	no information
Southampton	no information
Hounslow	no information
Manchester	original Criteria
Leicester	re-apply
Reading	re-apply
Newcastle	no information
Sheffield	no information
Swansea	original Criteria
Neath Port Talbot	no information
Bristol	no information
Monmouthshire	no information

Cardiff, Swansea, Enfield and Manchester require their residents to re-apply for their parking permit following their original criteria.

Leicester and Reading ask their residents to re-apply for parking permits but require less information compared to when residents first apply for a permit. Plymouth charges £30 for the renewal of a parking permit whilst Croydon charges £80. Sefton does not charge for renewing a parking permit.

Neath Port Talbot, Bristol, Monmouthshire, Newcastle, Wirral, Waltham Forest, Southampton, Hounslow and Sheffield do not supply any information on their respective websites with regards to how residents can renew their parking permit.

Figure 15 - Change of Vehicle

	Change of vehicle
Cardiff	Replacements are issued when existing permit is exchanged
Wirral	no information
Enfield	free
Plymouth	£30
Bromley	no information
Sefton	£20
Croydon	no information
Waltham Forest	no information
Southampton	no information
Hounslow	£15
Manchester	Re-apply
Leicester	Re-apply
Reading	Re-issue is free
Newcastle	no information
Sheffield	no information
Swansea	n/a
Neath Port Talbot	no information
Bristol	no information
Monmouthshire	no information

Leicester and Manchester ask their residents to re-apply for a permit should they change their vehicle.

A re-issue is free for residents applying for a permit in Reading and Enfield. Plymouth charges residents £30 if they change their vehicle, whilst Sefton charges £20 and Hounslow charges £15.

Swansea, Neath Port Talbot, Bristol, Monmouthshire, Bromley, Croydon, Waltham Forest, Southampton and Sheffield do not supply residents with information on their websites with regards to what they should do if they change their vehicle.

Cardiff re-issues permits should a resident change vehicle when the existing permit is exchanged.

Figure 16 - Lost Permits

	Lost permits
Cardiff	Only vehicle specific permits are eligible for replacement for which there will be a charge per replacement.
Wirral	£40 charge
Enfield	£20 charge
Plymouth	£15
Bromley	£10
Sefton	£20
Croydon	no information
Waltham Forest	no information
Southampton	no information
Hounslow	£20
Manchester	Re-apply with crime number if stolen
Leicester	Re-apply. Permit issued free.
Reading	no information
Newcastle	£10 charge for re-issue
Sheffield	no information
Swansea	n/a
Neath Port Talbot	£5 for reissue
Bristol	no information
Monmouthshire	no information

Wirral charges £40 for a re-issue, Enfield and Sefton charge £20, Plymouth charges £15, Newcastle and Bromley charge £10 and Neath Port Talbot charges £5.

Leicester requires residents to re-apply for a permit if it is lost, but the re-issue is free. Residents in the Manchester area also need to re-apply, however a price is not given on the website.

Swansea, Bristol, Monmouthshire, Reading, Croydon, Waltham Forest, Southampton and Sheffield do not supply residents with information on their website should they lose their permit.

Cardiff states that only vehicle specific permits are eligible for replacement for which there will be a charge per replacement.

A full copy of the research paper has been attached to this report as **Appendix 3.**

INQUIRY METHODOLOGY

A task & finish group of the Environmental Scrutiny Committee undertook a scrutiny inquiry titled "Problem & Nuisance Parking in Cardiff". This investigated the how the Council and its partners manage parking across the city. During the inquiry the task group heard evidence or received written contributions from the following witnesses:

- Steve Carrel, Principal Engineer, Civil Parking Enforcement, Cardiff Council
- Neil Godfrey, Team Leader, Network Management, Cardiff Council
- John Gilbert, Civil Parking Enforcement Officer, Cardiff Council
- Terry Bullock, Highways and Traffic Manager, Bristol City Council
- Steve Cook, Parking Manager, Neath Port Talbot County Borough Council
- Philip Davies, Manager of Parking Services, Council of the City and County of Swansea
- Dave Holland - Head of Regulatory & Supporting Services, Cardiff Council
- Paul Daniells, Traffic Management & Road Casualty Reduction Officer, South Wales Police
- Councillor Dianne Rees, Cardiff Council
- Peter Dawson - Operational Manager, Transport Planning, Cardiff Council
- Miriam Highgate, Principal Transport Planner, Cardiff Council
- Chris Williss, ROADflow Business Manager, SEA
- Helen Witham, Senior Communications Officer, Cardiff Council

- Mike Biddulph, Senior Lecturer at Cardiff School of Planning & Geography, Cardiff University
- Elizabeth Weale, Legal Manager Procurement & Partnerships, Cardiff Council
- Jenna Pritchard – Senior Legal Assistant, Cardiff Council
- Peter McDonnell, Services Manager, Cardiff University
- David Manfield, Facilities Manager, Cardiff University

LEGAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without modification. Any report with recommendations for decision that goes to Executive / Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal power of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

FINANCIAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

ENVIRONMENTAL SCRUTINY COMMITTEE

TERMS OF REFERENCE

To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of environmental sustainability, including:

- Strategic Planning Policy
- Sustainability Policy
- Environmental Health Policy
- Public Protection Policy
- Strategic Transportation Partnership
- South East Wales Transport Alliance
- Licensing Policy
- Waste Management
- Strategic Waste Projects
- Street Cleansing
- Cycling and Walking
- Streetscape
- Transport Policy and Development
- Intelligent Transport Solutions
- Public Transport
- Parking Management

To assess the impact of external organisations including the Welsh Government, Welsh Government Sponsored Public Bodies and quasi departmental non-governmental bodies on the effectiveness of Council service delivery. To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance in this area.

Environmental Scrutiny Committee
Membership



Councillor Paul Mitchell
(Chairperson)



Councillor Chris Lomax



Councillor Elizabeth Clark



Councillor Keith Hyde



Councillor Roderick
McKerlich



Councillor Bob Derbyshire



Councillor Sarah Merry



Councillor Jacqueline Parry



Councillor Monica Walsh

Appendix 1



Ahead Only



Turn left



Turn left ahead



Keep left



No right turn



No left turn



No U-Turns



Give priority to vehicles from opposite direction



No Entry for vehicular traffic



No Vehicles



No motor vehicles



No Cars



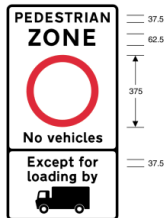
No buses



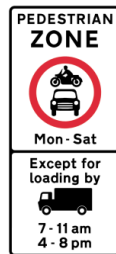
No motorbikes



No goods vehicle over over maximum gross weight shown



Pedestrian Zone
For no vehicles
(except loading)

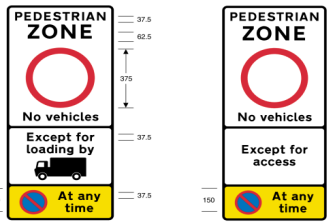


Pedestrian Zone
Mon - Sat
(No Motor vehicles)



Pedestrian Zone
No motor vehicles
except for loading
At any time





Pedestrian Zone
(as indicated)



Buses and
Cycles only



Trams only



Cycles Only



Cycles &
Pedestrians Only



Route comprising
two ways



With flow cycle
lane



Contra-flow
Cycle lane

Appendix 2

scrutiny



Scrutiny Research Team

Briefing paper

A Comparison of Supplementary Planning Guidance on Parking Saturation Points in England and Wales

**Research report for the
Environment Scrutiny Committee**

May 2013



County Council of The City and County of Cardiff

Introduction

This report was commissioned by the Environment Scrutiny Committee to look at issue of parking provision and *parking saturation*, and compare how local authorities differ in their planning policy. The local authorities looked at in this paper have all produced Supplementary Planning Guidance (SPG) regarding parking provision, which is a Material Consideration in determining the outcome of a planning application.

Methodology

The initial local authorities used for this study were identified through the Data Unit Wales *comparable local authorities* Tool. Cardiff's nearest neighbours most relevant to this study² are:

Coventry Council

Plymouth City Council

London Borough of Bromley

Southampton City Council

London Borough of Hounslow

Wirral Borough Council

Enfield Council

Sefton Council

London Borough of Croydon

Waltham Forest Council

However, as Wirral, Enfield, Sefton, Croydon and Waltham Forest have not produced specific supplementary planning guidance on parking, they have not been included as part of this briefing paper.

² Based on variables: owned housing, socially rented housing and privately rented housing, as these are the variables closest related to parking spaces.

Moreover, neighbouring cities were also used as comparators i.e.:

City and County of Swansea

Neath Port Talbot County Borough Council

Bristol City Council

Monmouthshire County Council

Further authorities were selected through web searches. These are authorities that have specifically produced *parking supplementary planning guidance*:

Brighton & Hove City Council

Conwy County Borough Council

The London Borough of Haringey

Manchester City Council

Leicester City Council

Northampton Borough Council

Nuneaton and Bedworth Borough Council

The information was gleaned from the local authority's websites and put into an excel spreadsheet matrix to compare policy on parking saturation.

The information presented in this briefing paper was based on the online data available on various local authority websites up until 13th May 2013.

What is a Parking Saturation Point?

Cardiff County Council mentions a parking saturation point in its *Supplementary Planning Guidance Access, Circulation and Parking Standards*. It states:

“areas where there is a high concentration of single dwellings that are in multiple occupation, or have been subdivided into multiple flat/bedsit/apartment units, levels of on-street parking may have reached, or be approaching a *point of saturation*. In exceptional circumstances, the likely parking impacts of a proposal may warrant a flexible application of the standards in this SPG with the effect that permission may not be granted unless additional off street parking space can be provided within the curtilage of the building.”

Planning Policy Context

Welsh National Planning Policy Context

Relevant planning policy on parking is set out in Planning Policy Wales Edition 5 (2012), Technical Area Note (TAN) 18: Transport, Wales Parking Standards. The English context on parking is set out in Planning Policy Guidance 13 (PPG 13) Transport which has been subsumed by the National Planning Policy Framework (NPPF) (2012) (see section 3.2 below).

Planning Policy Wales Edition (PPW) 5 (2012)

PPW 5 notes how local authorities should, where appropriate, seek to encourage appropriate redevelopment or re-use of existing private parking sites to bring the provision down to revised standards, and should refuse planning permission for public and private car parks which do not meet the strategic aims of the development plan and the Regional Transport Plan (RTP).

Technical Area Note (TAN) 18: Transport

TAN18 states that local planning authorities should give greater weight (than if considering non-residential uses) to the potential adverse impacts likely to result from on-street parking when the design and layout of the street is unlikely to satisfactorily cope with additional residential parking pressures. A site's location and its relative accessibility should inform guidance on maximum standards and the potential lifestyle of occupants should be considered, both at the forward planning and development control stages. TAN18 also states how the location of both on- and off-street car parking spaces will be critical to the design quality of streets. Where on-street car parking is not controlled, planning authorities should recognise that residents will seek to park as close to their homes as possible and should ensure the street layout mitigates against inappropriate parking and avoids the obstruction of pedestrians or emergency access.

As part of the Local Development Plan process and as outlined in PPW5 and TAN18, local authorities in Wales are required to develop a system of zones for parking purposes. The 6 zones are laid out below, each with differing designated levels of parking requirement for development control purposes.

Zone 1 – City Core

Limited to the centre of the largest towns such as Newport, Cardiff and Swansea.

Zone 2 – Town Centre or City Centre Fringe

The centre of towns which local people regard as their destination for most activity which is not met within their own local community

Zone 3 – Urban

Very much part of a substantial built up area with a number of basic local facilities within 400m walking distance.

Zone 4 – Suburban or Near Urban

The outer edges of the largest towns; suburban locations in towns; the whole of smaller settlements offering a range of local facilities.

Zone 5 – Countryside

Areas, including small villages, with a few local facilities within walking distance. Motorised travel is required for most journeys, although there is some local employment.

Zone 6 – Deep Rural

Scattered individual buildings. Areas with no local facilities within walking distance. Motorised travel is required for all journeys but the most local.

Wales Parking Standards

The Wales Parking Standards policy document gives a practical example of the conversion of a house into flats. The parking requirement for the original house is three parking spaces, but given the age of the property, these may not actually be present. The parking requirement for the flats is 1 space per bedroom. Three parking spaces are therefore required in theory. These should, if possible, be provided at the rear of the premises. If the site has no existing parking, the conversion will not require any although it would be desirable to gain these parking spaces. If the site is too small to accommodate three cars and the house fronts a local road that is not a bus route and kerbside parking pressure is not evident then an allowance of on street parking immediately outside may be possible. Local circumstances should always dictate the approach to be taken.

English Policy Context

National Planning Policy Framework (NPPF)

The NPPF states that if setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- the accessibility of the development

- the type, mix and use of development

- the availability of and opportunities for public transport

- local car ownership levels

- an overall need to reduce the use of high-emission vehicles

Local planning authorities should identify and protect where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice.

PPG13, subsumed by the NPPF, did not allow for minimum standards of parking.

Manual for Streets (2007)

Manual for Streets does not list a lot of policy on parking provision but does contain policy on under-provision which it is explained may be unattractive to some potential occupiers [in new developments] and could, over time, result in the conversion of front gardens to parking areas.

The document concludes with there is no single best solution to providing car parking – a combination of on-plot, off-plot and on-street will often be appropriate.

Parking Saturation Policy

Cardiff Context

Cardiff Council is the only local authority studied as part of this briefing paper to produce a parking Supplementary Planning Guidance document which specifically makes note of the term “saturation”.

As has been alluded to previously in this report, parking saturation points can be reached when houses are subdivided into flats which results in there being very few parking spaces available. However, having spoken to the officer who wrote the *Access, Circulation and Parking Standards* SPG it is a matter of judgement as to whether an area has reached its saturation point and there is no measurable number. As is the case in the areas of Roath and Cathays, the policy is to limit and control parking and encourage alternative forms of transport. The policy is to have a maximum of 1 space per household and as Cardiff County Council policy does not have a minimum requirement for spaces per household, a planning application cannot be refused on the basis of a lack of parking provision.

It is noted that policy has changed in the recent years. Approximately 15 years previously, planning policy required a minimum of 1 space per 1 bedroom but this encourages driving and contributes to parking saturation.

Maximum Parking Standards

Cardiff, Bridgend, Brighton & Hove, Conwy, Leicester, Manchester, Northampton, Nuneaton, Stevenage, Swansea, Coventry, Plymouth, Bromley and Southampton all apply maximum standards in their parking SPG documents as per national guidance.

Bristol and Haringey however do not make note of maximum standards. However Bristol’s SPG *Off-street residential parking in residential areas* is only relevant in conservation areas and for converting front gardens to car parking spaces. Similarly,

the Haringey's SPG *Parking in Front Gardens* is also only relevant to conversions of front gardens.

Nuneaton and Bedworth are the only local authority studied as part of this briefing paper to state that they directly act on their parking SPG. Nuneaton and Bedworth cite that in general, developments with an average of more than 1.5 off street car parking spaces per dwelling will not reflect the Government's sustainable approach to residential developments (PPG3), and as a result will not be permitted.

Both Coventry and Plymouth provide numerical guidance on the maximum number of parking spaces a dwelling is permitted.

Coventry's *Car Parking* SPG states those dwellings up to and including 93 square metres; 2 spaces, more than 93 square metres; 3 spaces and more than 121 square metres; 4 spaces are permitted.

Similarly, Plymouth in its *Local Development Framework* states that dwellings with 2 or more bedrooms have a maximum of 2 spaces, whilst 1 bedroom dwellings are permitted a maximum of 1 parking space per dwelling and houses of multiple occupation and student accommodation are permitted 1 parking space per 2 occupiers.

Minimum Parking Standards

National policy guidance is for local authorities to adopt a stance of maximum parking standards on house conversions and new development. However, Hounslow in its 1997 Unitary Development Plan SPG states that minimum standards are applied.

Reducing the need for Parking Provision

Brighton & Hove, Conwy, Leicester, Northampton and Cardiff, in their respective SPGs, all state how it is their intention through policy to reduce excessive parking provision that encourages non-essential use of the car. Similarly these local authorities seek to reduce over-reliance on the car, reduce car trips and to promote more sustainable forms of transport.

Gareth Dudley-Jones
Cardiff Council Scrutiny Research Team
May 2013

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Appendix 3

scrutiny



Scrutiny Research Team

Briefing paper

A comparison of Qualifying Criteria for Residential Parking Permits in Selected Authorities in England and Wales

May 2013

Research report for the
Environment Scrutiny Committee



County Council of The City and County of Cardiff

Background

This briefing paper provides information for the Environmental Scrutiny Committee on the qualifying criteria residents face when applying for residential parking permits in selected authorities across England and Wales.

The research identifies and compares Cardiff Council's qualifying criteria for residential parking permits with those of other selected local authorities in England and Wales. These include:

- criteria needed to apply;
- the cost of the permit;
- the application process .

Methodology

The initial local authorities used for this study were identified through the Data Unit Wales *comparable local authorities* Tool. Cardiff's nearest neighbours most relevant to this study³ are:

Coventry Council⁴

Wirral Borough Council

Enfield Council

Plymouth City Council

London Borough of Bromley

Sefton Council

London Borough of Croydon

Waltham Forest

Southampton City Council

London Borough of Hounslow

Further authorities with relevant resident parking schemes were selected through web searches. These include:

Manchester City Council

Leicester City Council

Reading Borough Council

Newcastle City Council

³ Based on variables: owned housing, socially rented housing and privately rented housing, as these are the variables closest related to parking spaces.

⁴ Coventry's website notes that there are parking permits available. However information is not forthcoming. Therefore Coventry is not further included in the analysis in the report.

Sheffield City Council

Moreover, neighbouring cities were also used as comparators i.e.:

City and County of Swansea

Neath Port Talbot County Borough

Bristol City Council

Monmouthshire County Council

The following information was gleaned from the local authority's websites and put into an excel spread sheet matrix to compare:

the criteria for applying for a parking permit

the cost

the application process

the renewal process

re-application if a vehicle is changed

re-application if a permit becomes lost

The information presented in this briefing paper was based on the online data available on various local authority websites up until 13th May 2013.

Criteria needed to apply for a Parking Permit

	Rent book / tenancy agreement	V5 registration document	Licence plate number	Driving Licence	Bank or building society statement	Council tax or utility bill	Solicitor's letter confirming completion purchase of property	Valid Tax disc	Insurance Certificate
Cardiff	Yes	No	No	No	Yes	Yes	Yes		No
Wirral	Yes	Yes	Yes ⁵	Yes	no	Yes	Yes		no
Enfield	Yes	Yes	Yes	no	Yes	Yes	No		No
Plymouth	Yes	Yes	Yes		Yes	Yes			Yes
Bromley	No	Yes	Yes		Yes	Yes		Yes	No
Sefton	No	Yes	Yes	No	no	Yes	No	no	No
Croydon	No	Yes	Yes	No	No	No	No	no	No
Waltham Forest	Yes	Yes	Yes	Yes	Yes	Yes	No	no	No
Southampton	Yes	No	No	no	Yes	Yes	No	no	no
Hounslow	Yes	Yes	Yes	Yes	No	Yes	No	no	No
Manchester	Yes	Yes	Yes	No	No	Yes	No		Yes
Leicester	Yes	Yes	Yes	Yes	Yes	Yes	No		Yes
Reading	No	Yes	Yes		Yes	Yes	No		Yes
Newcastle	Yes	Yes	Yes	No	Yes	Yes	No		Yes
Sheffield	No	Yes	Yes	No	No	Yes	No		No
Swansea	No	Yes	Yes	Yes	No	Yes	No		No
Neath Port Talbot	No	Yes	Yes	Yes	No	No	No		No
Bristol	No	Yes	Yes	No	No	No	No		No
Monmouthshire	No	Yes	Yes	No	No	Yes	No		No

Largely, across the spectrum of the local authorities looked at in this briefing paper, local authorities share a similar requirement of criteria that is needed to apply for a residential parking permit.

With the exception of Cardiff and Southampton, every local authority included in this study requires their residents to produce a document which proves ownership of their vehicle (V5 document also known as a log book).

⁵ As part of V5, also known as a log book

Of the 20 local authorities, Cardiff, Manchester, Leicester, Wirral, Enfield, Plymouth, Southampton, Hounslow and Newcastle require their residents to produce a rent book or tenancy agreement as proof of their address.

Manchester, Leicester, Reading, Plymouth and Newcastle require their residents to submit their insurance certificate in order to apply for a parking permit. This is not a requirement of the other authorities.

Cardiff and Wirral are the only local authorities that ask their residents to produce a solicitor's letter to prove their address.

Cost of a Parking Permit

	1st permit	2nd permit	3rd Permit	Visitor	Temporary Permits
Cardiff	£5	£30	n/a	As per criteria for 1st permit. £5	n/a
Wirral	Free	n/a	n/a	Free	n/a
Enfield	£70	n/a	n/a	£7.50 for 10 scratchcards	n/a
Plymouth	£30	£30	no info		
Bromley	£40-£80 dependent on location	n/a	n/a	no information	no info
Sefton	£20 and valid for 2 years	n/a	no information	£20	no info
Croydon	£110	£156	£335	no information	no info
Waltham Forest	£25 for 1litre-3 litre. £120 for £ litre +	£90 for 1-3 litre. £210 for 3 litre+	£150 for 1-3 litre. £280 for 3 litre+	£14 for book of 30 (1 = 1 hour)	1 month
Southampton	Zones 17,18 £60. free everywhere else	£30	n/a	£6 for 10 visitor's permits	1-3 months
Hounslow	£60	£100	£165	no information	1 month £32.50
Manchester	Free or £105 in the city centre for 3 months	n/a	n/a	£45	no info
Leicester	£25	N/a		Visitors parking permits are available to residents at a cost of £1.00 per permit. Each resident is permitted up to 15 visitor permits in any consecutive period of 7 days.	no info
Reading	Free	£75 as of 1 June 2013. £65 previously	n/a	Visitor permits are scratch cards, each for half days. They are issued in books of 20 permits. The first two books are free.	£10
Newcastle	£25 £12.50 for a low emission vehicle	£75 or £37.50 for a low emission vehicle	n/a	£25	Issued for 28 days

Sheffield	Inner zone £200 or £100 for low emission. Outer zone £100 or £50 for low emission. Some areas are exempt a charge, otherwise it is £36 (£18 low em)	£72 or £36 for low emission	n/a	The charge is £12.50 for a book of 25 daily scratch cards (maximum of 2 books per application).	no info
Swansea	£0	£0	n/a	N/a	Available for 1 month
Neath Port Talbot	£20	£20	n/a	n/a	n/a
Bristol	£30 or free with low emission vehicle	£80	£200 (reviewed annually)	Each household can apply for up to 100 visitors' permits each year. The first 50 permits are free; the next 50 cost £1 each. Each permit is valid for one day but can be swapped between vehicles on the same day.	no info
Monmouthshire	£30	n/a	n/a	N/a	no info

First Permit

The prices of the first permit vary quite considerably across the local authorities. Croydon charges the most for a permit at £110. Manchester charges the most in the city centre at £105 for 3 months.

Swansea, Wirral and Reading, however, do not charge for their permits at all, whilst Bristol does not charge residents who have a low emission vehicle. Newcastle and Sheffield also offer discounts for low emission vehicles.

Sefton is unique to the Councils studied in this paper in that the parking permits it issues are valid for 2 years, priced at £20.

Cardiff charges £5 for its first residential parking permit.

Second Permit

Again, prices vary across the local authorities for the issue of a second parking permit. Croydon charges the most at £156, whilst Swansea does not charge.

Monmouthshire, Leicester, Wirral, Enfield, Bromley, Sefton and Manchester do not have provision for a second parking permit.

Both Newcastle and Sheffield offer 50% discounts on their second parking permits for residents who have low emission vehicles, i.e. £75 or £37.50 for low emission vehicles and £72 or £36 for low emission vehicles respectively.

Waltham Forest charges residents in respect of engine size of their vehicle. For instance, vehicles with an engine size of 1 to 3 litres the charge is £90, and £210 for engine sizes of over 3 litres.

Cardiff charges £30 for the issue of a second residential parking permit.

Third Permit

Croydon charges £335 for a third parking permit, whilst Hounslow charges £165. Similarly, Bristol offers residents a third permit and charges £200 and the application is reviewed annually.

Waltham Forest charges £150 for vehicles with an engine size of 1 litre to 3 litres, whilst for vehicles with an engine size of over 3 litres, the charge is £280.

Visitor Permit

Manchester charges the most for its visitor permits at £45.

Several Councils issue visitor permits in the form of scratch cards. Reading issues scratch cards for half days in books of 20 permits and the first 2 books are free. Similarly, Sheffield issues visitor parking permits in the form of scratch cards and the charge is £12.50 for a book of 25 daily permits.

Enfield charges £7.50 for a book of 10 scratch cards, whilst Waltham Forest charges £14 for a book of 30 where 1 permit lasts for 1 hour.

Sefton charges £20 for a yearly visitor permit. Southampton charges £6 for 10 visitor's permits. Wirral does not charge residents for a visitor parking permit.

Swansea, Neath Port Talbot and Monmouthshire do not provide residents with visitor parking permits.

Cardiff charges £5 for its visitor parking permit.

Temporary Permit

Reading charges £10 for a temporary permit, whilst Swansea and Waltham Forest do not charge and they are available for 1 month.

Southampton gives residents the opportunity to apply for a temporary parking permit and this typically last between 1 and 3 months.

Hounslow charges residents £32.50 for a temporary 1 month parking permit.

The other authorities looked at for this briefing paper did not contain information on their website regarding temporary parking permits.

The Application Process

	Post	Person	Online
Cardiff	Yes	Yes	No
Wirral	Yes	Yes	No
Enfield	Yes	Yes	No info
Plymouth	Yes	Yes	Yes
Bromley	Yes	No	No
Sefton	Yes	Yes	No
Croydon	Yes	Yes	Yes
Waltham Forest	Yes	Yes	No
Southampton	Yes	Yes	No
Hounslow	Yes	No	No
Manchester	No	Yes	Yes
Leicester	Yes	Yes	Yes
Reading	Yes	No	No
Newcastle	Yes	No	No
Sheffield	No	No	Yes
Swansea	Yes	Yes	No
Neath Port Talbot	Yes	No	No
Bristol	Yes	Yes	No
Monmouthshire	Yes	No info	No

The options available to residents to apply for parking permits are via the post, online or in person.

Leicester, Plymouth and Croydon provide the opportunity to residents to be able to apply for a parking permit via the three different methods whilst Manchester and Sheffield also offer an online method of applying for a parking permit.

Only Manchester and Sheffield do not offer the provision of a postal service for residents wanting to apply for a parking permit.

Cardiff offers provision via the post and in person to apply for a parking permit.

The Renewal Process

	Renewal Process
Cardiff	renew within month permit is due to expire with original criteria
Wirral	no information
Enfield	original Criteria
Plymouth	£30
Bromley	no information
Sefton	free
Croydon	£80
Waltham Forest	no information
Southampton	no information
Hounslow	no information
Manchester	original Criteria
Leicester	re-apply
Reading	re-apply
Newcastle	no information
Sheffield	no information
Swansea	original Criteria
Neath Port Talbot	no information
Bristol	no information
Monmouthshire	no information

Cardiff, Swansea, Enfield and Manchester require their residents to re-apply for their parking permit following their original criteria.

Leicester and Reading ask their residents to re-apply for parking permits but require less information compared to when residents first apply for a permit.

Plymouth charges £30 for the renewal of a parking permit whilst Croydon charges £80. Sefton does not charge for renewing a parking permit.

Neath Port Talbot, Bristol, Monmouthshire, Newcastle, Wirral, Waltham Forest, Southampton, Hounslow and Sheffield do not supply any information on their respective websites with regards to how residents can renew their parking permit.

Change of Vehicle

	Change of vehicle
Cardiff	Replacements are issued when existing permit is exchanged
Wirral	no information
Enfield	free
Plymouth	£30
Bromley	no information
Sefton	£20
Croydon	no information
Waltham Forest	no information
Southampton	no information
Hounslow	£15
Manchester	Re-apply
Leicester	Re-apply
Reading	Re-issue is free
Newcastle	no information
Sheffield	no information
Swansea	n/a
Neath Port Talbot	no information
Bristol	no information
Monmouthshire	no information

Leicester and Manchester ask their residents to re-apply for a permit should they change their vehicle.

A re-issue is free for residents applying for a permit in Reading and Enfield. Plymouth charges residents £30 if they change their vehicle, whilst Sefton charges £20 and Hounslow charges £15.

Swansea, Neath Port Talbot, Bristol, Monmouthshire, Bromley, Croydon, Waltham Forest, Southampton and Sheffield do not supply residents with information on their websites with regards to what they should do if they change their vehicle.

Cardiff re-issues permits should a resident change vehicle when the existing permit is exchanged.

Lost Permits

	Lost permits
Cardiff	Only vehicle specific permits are eligible for replacement for which there will be a charge per replacement.
Wirral	£40 charge
Enfield	£20 charge
Plymouth	£15
Bromley	£10
Sefton	£20
Croydon	no information
Waltham Forest	no information
Southampton	no information
Hounslow	£20
Manchester	Re-apply with crime number if stolen
Leicester	Re-apply. Permit issued free.
Reading	no information
Newcastle	£10 charge for re-issue
Sheffield	no information
Swansea	n/a
Neath Port Talbot	£5 for reissue
Bristol	no information
Monmouthshire	no information

Wirral charges £40 for a re-issue, Enfield and Sefton charge £20, Plymouth charges £15, Newcastle and Bromley charge £10 and Neath Port Talbot charges £5.

Leicester requires residents to re-apply for a permit if it is lost, but the re-issue is free. Residents in the Manchester area also need to re-apply, however a price is not given on the website.

Swansea, Bristol, Monmouthshire, Reading, Croydon, Waltham Forest, Southampton and Sheffield do not supply residents with information on their website should they lose their permit.

Cardiff states that only vehicle specific permits are eligible for replacement for which there will be a charge per replacement.

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May 2013

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