

Committees:	Dates:	Item no.
Streets and Walkways Sub-Committee Project Sub	22/02/2016 25/02/2016	
Subject: Parking and Enforcement Plan stage 3 – City wide review of loading restrictions and functional street enhancement project.	Gateway 7 Outcome Report	Public
Report of: Director of the Built Environment		For Decision
<p><u>Summary</u></p> <p><u>Dashboard:</u> Project Status – green Project stage – 7 – Outcome report Approved Budget – £444,600 Final Cost £417,762 Overall Project Risk - Green</p> <p><u>Summary</u></p> <p>In 2007 the City Corporation’s Parking and Enforcement Plan identified three stages of work to be undertaken in two phases; Stages 1 and 2 which principally involved converting the whole of the City into one controlled parking zone and Stage 3 which was a City wide on-street loading and functional review. Stages 1 and 2 were implemented successfully and reported back to Committee in 2010, as part of seeking authorisation to begin work on Stage 3.</p> <p>The City’s loading restriction regime had been in place for over 30 years. Through that time, numerous additions had been applied when opportunity allowed. Servicing and occupier needs had changed significantly over that time period, as well as the type of vehicles using the kerbside. The project reviewed all of the City’s streets with existing loading controls along with known hot spots associated with increased night time economy parking issues.</p> <p>A functional review of all of the City’s road markings and loading signs was undertaken across the Square Mile. This resulted in the removal of obsolete signs and reduced street clutter. The project also included the updating of our Geographical Information System (GIS) to ensure that all signs and lines information was up to date to both aid the City’s Parking Enforcement team with their work as well as providing accurate information for the public.</p> <p>All key success criteria have been achieved; including increasing kerbside loading opportunities in the City by 17%, removing 216 sign posts (31%) and reducing the number of different loading restriction periods from 16 to five. While it is difficult to gather feedback from users on the success of the project, the City’s work with London’s Cash in Transit best practice groups has resulted in significantly less fines being issued for unsafe loading, as it has been possible to advise drivers of new, safer places to undertake loading activity.</p>		

The programme of works for Stage 3 of the Parking Enforcement Plan was approved in August 2010 and all changes were completed on site in June 2013.

Recommendations

It is recommended that

- Lessons learnt are noted and the project closed.
- Unspent funds of £26,838 be released back to the On Street Parking Account;
- A budget adjustment be undertaken to utilise works funding for an overspend of £10,575 on P&T staff costs
- An off-street parking charges review be progressed independent of this project.

Main Report

<p>1. Brief description of project</p>	<p>This project sought to:</p> <ul style="list-style-type: none"> • improve the clarity of loading prohibition; rationalising the 16 different loading restriction periods to the least amount considered viable; which was six or less, • provide more loading and servicing opportunities, where safe to do so without impeding traffic flow, make the streets and parking bays work better by increasing the size of parking bays to accommodate larger modern vehicles, undertake road safety measures such as introducing double yellow lines at junctions to increase sight lines for vulnerable road users and smooth traffic flow; and • Review off street car parking charges.
<p>2. Assessment of project against success criteria</p>	<p>The project initiation predates the current project gateway system introduced in 2011. In 2012 a Gateway 6 update report was issued which set out six proposed success criteria to assess the Stage 3 works which are reported below:-</p> <ul style="list-style-type: none"> • Reduce the number of loading restrictions and time periods from 16 to six: <ul style="list-style-type: none"> ○ Success. Exceeded by reducing the number of restrictions to five. • Provide approximately 10% increase in kerbside loading opportunities: <ul style="list-style-type: none"> ○ Success. Exceeded by providing an increase of 17% • Smooth traffic flow on key routes by prohibiting loading from 0700 to 1900, where it was previously 0830 to 1830, while providing opportunities to load where traffic flow is not affected. (This period also matches the City’s controlled parking zone):

	<ul style="list-style-type: none"> ○ Achieved by making the loading restrictions match the hours of the City wide controlled parking zone. <ul style="list-style-type: none"> ● Maintain over 95% of on-street parking bays (minimal loss of on-street parking bays resulting from the need to increase bay lengths to meet the needs of larger modern vehicles). <ul style="list-style-type: none"> ○ Success. Exceeded by maintaining 98% of the on-street parking bays (only 11 parking bays across the City were removed). ● Reduce clutter by 10% mainly by relocating signs from posts onto walls where appropriate and removing redundant posts. <ul style="list-style-type: none"> ○ Success. Removed 216 posts out of the existing 697 and moved 450 signs onto walls, which is a 31% reduction in signpost clutter. ● Improve or preserve vehicle journey times through the City. <ul style="list-style-type: none"> ○ Success. London buses data showed that journey times are on average 5% quicker than before on key streets. <p>The above success criteria did not include the integration of the changes to loading restrictions on to corporate GIS for use by other officers and the general public. This has also been delivered successfully.</p> <p>Also excluded from the success criteria were safety improvements. As part of this project some double yellow lines at junctions were introduced to improve sight lines.</p> <p>What was achieved:</p> <ul style="list-style-type: none"> ● 160 streets with existing restrictions or prominent night time economy issues were reviewed and each was tackled thoughtfully taking into account stakeholder needs and requirements. <ul style="list-style-type: none"> ○ A total of 3.8km of loading restrictions were removed with only 750 metres added for safety reasons. ○ 24 streets were reviewed to address the impacts of the night time economy. This review did not add any restrictions and this is explained in the key lessons learnt section. ● 370 streets were reviewed for functionality, the City:- <ul style="list-style-type: none"> ○ replaced 30,000 metres of the City's yellow lines to standardise them, (50mm wide line in more sympathetic colouring) adding to the effect of de-cluttering; ○ removed 216 posts out of 697 leaving 481, a 31% reduction; and ○ mounted 450 signs onto buildings. <p>For this work, the project received 'Highly Commended' in the 'Department for Transport Reducing Sign Clutter Award' category, at the 2014 CIHT awards. The judges commented</p>
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	<p>‘This was an impressive submission setting out the continuation of an overall strategy. The application of the flexibilities allowed by the Department for Transport, together with the legislation which can be applied in the City’.</p> <ul style="list-style-type: none"> • Officers worked closely with the parking enforcement office who in turn have worked closely with the cash in transit and public houses industries. These groups tend to be highly ticketed due to the issues of restricted distances away from the premises they need to deliver to. With good communication and liaison to identify problem areas for these services, changes have been made to make it easier for them to deliver safely wherever possible. • In the first year of implementation the changes were close to revenue neutral, which is what we anticipated. This is due to large areas being opened up for loading, and some additional loading restrictions added at junctions for safety reasons. <p>The review to the Off-Street Parking charges, agreed in 2008, has not resulted in any change to charging in the City’s car parks.</p> <p>This is because it was found that the existing car park ticket machines were obsolete and could not be programmed to accept new tariffs. These ticket machines have now been replaced and upgraded so in the future, changes can be accepted.</p> <p>A substantial amount of time has passed since the proposal to raise tariffs was first raised. A review of charges is currently underway and it is proposed this be reported and agreed outside of the loading review project</p>
<p>3. Programme</p>	<p>The project was not completed within the agreed programme</p> <p>As reported in April 2012, the original programme was delayed primarily due to the Olympic moratorium of road works within the City, (between 2 July and 23 September 2012) and also the changeover of the highway maintenance term contractor in June 2012. A new programme was identified where works would be substantially completed by March 2013 which was met. Since then officers have undertaken the necessary monitoring to inform this report.</p> <p>Whilst the project is now completed; there are currently some ongoing issues which we began investigating after the Loading Review began. As these issues are on-going, it is recommended that these should now be treated as business as usual. This will include noise complaints due to growth in the night time economy and issues on streets with competing kerbside needs for example Threadneedle Street and the implementation of double yellow lines required for safety reasons.</p>
<p>4. Budget</p>	<p>The project was completed within the agreed budget</p>

The breakdown of the budget of £444,600 is provided in the table below. Various budget adjustments were undertaken throughout the life of the project to allow the project to benefit from value engineering; for example in house staff were used to undertake consultation and investigations rather than consultants and this proved very successful. It is recommended that the unused funds (£26,838) be returned to the On Street Parking account.

Description	Approved (£)	Spent (£)	Balance (£)
Pre-evaluation *	15,000	15,000	0
Fees	28,478	25,949	2,529
Works	83,522	66,238	17,284
Staff Cost	307,000	310,575	-3,575
Contingency	5,600	0	5,600
Training and Publicity *	5,000	0	5,000
Total	444,600	417,762	26,838

Review of Team Performance

5. Key strengths	<ul style="list-style-type: none"> • A small team from the City Transportation Section undertook all the project planning, design and consultation and were diligent in their thorough process for considering the impacts on different end users throughout the review. They used their considerable knowledge of the local streets and their function to help local businesses, residents and suppliers improve the efficiency and effectiveness of their local kerbside activity. • Extensive desk top work and site observations helped to ensure that the extensive consultation with local stakeholders resulted in their being no objections to the proposals for change. • A total of 5833 stakeholders were directly contacted over the course of this project and we received 245
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	<p>responses. This is a 4% response rate and is considered to be a good response rate for this type of work.</p> <ul style="list-style-type: none"> • Whilst time consuming, the review showed both City residents and occupiers that the City Corporation was trying to make a positive difference to improve how kerbside usage was balanced between the needs of servicing and the needs of through flowing traffic. • This project has been positively received by TfL which has used the City's experience of undertaking this area wide loading review as a best practice case study which it will be publishing for guidance.
<p>6. Areas for improvement</p>	<ul style="list-style-type: none"> • Undertaking this review has shown that there is a high level of kerbside activity that needs to be undertaken safely. Signs and lines on their own will not discourage all drivers from parking, waiting or loading even when it is dangerous to do so, or contributes to congestion and conflict, particularly for vulnerable road users. This is largely a behaviour based issue, as proved by the evidence of penalty charge notices (PCNs) given to habitual users who continue to load where there are restrictions even after receiving PCNs. Continuing to work with the freight industry to understand their needs, but also for them to understand our concerns around traffic movement and road safety will help to improve the situation further in the future. • Work is being undertaken on freight issues both at Transport for London and at the City. We are partnering on trials to try to find better ways to move freight more effectively which does not impact as greatly on the safety of other modes of transport, in particular vulnerable road users. • The remaining City streets which do not currently have loading restrictions have not been reviewed for kerbside activity as initially set out at the start of this process. This is mainly to keep project costs down as there were no indicators that these streets needed assessment. The monitoring of further locations where loading is shown to be dangerous or tickets are being issued in high volumes is now routinely undertaken, on a monthly basis, by the Parking Ticket Office as business as usual.

	<ul style="list-style-type: none"> • A more regular review of loading facilities, particularly when there is either a change in use or a new development would help to keep the facilities at their best. Monitoring high levels of PCN's will give good indications to where problems are most prevalent and where restrictions may need to be reviewed. • Streets that do not have loading restrictions in place now, may have to change in the future as the City continues to grow.
<p>7. Special recognition</p>	<p>Albert Cheung in the City Transportation team should be recognised for his diligence in keeping the momentum going on this project over a long period of time. His skill set showed a disciplined approach to collection and assessment of data which made it easier to communicate with the stakeholders about changes which were necessary, and also to explain why we had discounted other options in certain areas.</p>

Lessons Learnt

<p>8. Key lessons</p>	<p>There have been several areas of interest where lessons can be learned for future works and projects. In particular this experience has been beneficial in helping to develop the City's freight strategy Other lessons include:</p> <ul style="list-style-type: none"> • Night time economy issues, particularly antisocial behaviour, parking near residential addresses, blocking traffic flow and noise are difficult problems to resolve. We can use signs and lines to prohibit parking, waiting etc, however to be effective enforcement is essential • The night time economy continues to present new challenges. DBE officers dealing with parking and traffic enforcement/management work with Environmental Monitoring Officers, City and Metropolitan Police Officers and colleagues from Transport for London and Islington to jointly resolve problems. There is a raft of antisocial behaviours; noise, littering, urination, parking and illegal taxi touting. The need for a holistic and joined up approach is clear. In 2016-17 officers will continue to progress ways forward to resolve these issues. Undertaking consultation can be difficult, particularly in identifying the most relevant stakeholders. The electronic
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	<p>consultation methods used on this project, by way directly contacting occupiers and giving a variety of ways to respond; including an online survey, were successful.</p> <ul style="list-style-type: none"> • Officers used a standardised assessment process to enable consistent decisions to be made for every street and assess the needs of kerbside activity. This provided a strong case for allowing, or not allowing, measures to be implemented. A copy of the assessment matrix can be seen in appendix 1.
<p>9. Implementation plan for lessons learnt</p>	<p>Lessons learnt will be shared with colleagues through team meetings. a regular review of loading facilities will in future be included in routine projects to ensure that kerbside space is being used efficiently and safely.</p>

Appendices

<p>Appendix 1</p>	<p>Copy of the assessment matrix</p>
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