



## **ENVIRONMENT POLICY DEVELOPMENT AND SCRUTINY PANEL**

### **WEST Lothian PARKING STRATEGY: CONSULTANCY BRIEF**

#### **REPORT BY HEAD OF OPERATIONAL SERVICES**

##### **A. PURPOSE OF REPORT**

The purpose of this report is to seek approval from the Panel for a consultancy brief for a West Lothian Parking Strategy. The consultancy brief will underpin the necessary preparation work for a West Lothian wide parking strategy; as requested by Council Executive on 5 February 2019.

##### **B. RECOMMENDATION**

It is recommended that the Panel note and consider the attached consultancy brief for a West Lothian Parking Strategy and recommend it to the Council Executive for approval.

##### **C. SUMMARY OF IMPLICATIONS**

|   |  |
|---|--|
| <b>I Council Values</b>   | <ul style="list-style-type: none"><li>• Focusing on our customers' needs; and</li><li>• Being honest, open and accountable;</li></ul>  |
| <b>II Policy and Legal (including Strategic Environmental Assessment, Equality Issues, Health or Risk Assessment)</b> | <p><b>Policy:</b> The parking strategy will inform future parking policies.</p> <p><b>Legal:</b> There will be various legal considerations to be considered as the strategy, policies and delivery plans are advanced.</p> <p><b>Equality:</b> An integrated impact assessment will be developed as an integral component of the consultancy brief.</p> |
| <b>III Implications for Scheme of Delegations to Officers</b>   | None   |
| <b>IV Impact on performance and performance Indicators</b>  | None   |
| <b>V Relevance to Single Outcome Agreement</b>  | None   |
| <b>VI Resources - (Financial, Staffing and Property)</b>  | <b>Financial:</b> Funding of £50,000 will be from the 2019/20 revenue budget.  |

**Staffing:** External consultancy.

**Property:** None.

**VII Consideration at PDSP**

None.

**VIII Other consultations**

None to date. Full consultation is an integral part of the consultancy brief and reports will be fed back to the Panel as the consultancy work progresses.

**D. TERMS OF REPORT**

**D1 Background**

On 5 February 2019, the Council Executive agreed that car parking charges are not to be introduced in the 5 year period ending 2022/23 and that officers should undertake a wider parking review on that basis.

This report highlights the key requirements necessary to develop a West Lothian wide parking strategy.

**D2 Key Strategic Steps**

A West Lothian wide parking strategy is necessary to outline strategic thinking, develop a robust sustainable parking policy for the future and will underpin a delivery action plan.

To enable these aims to be met requires the following steps have been identified:

1. Identify the strategy area;
2. Determine the main issues;
3. Establish working groups and forums;
4. Carry out research and data gathering;
5. Identify problems and opportunities;
6. Identify and agree the cause of the problems;
7. Set objectives and targets;
8. Devise potential schemes and policies;
9. Assess the impact of potential solutions;
10. Prepare the finance and business case;
11. A programme of intervention; and
12. Specify and monitor scheme.

### **D3 Appointment of Consultants**

The development of a parking strategy is a significant undertaking and requires a wide knowledge and skill set. Within the council's Roads & Transportation service there are insufficient staff resources to undertake this strategy work in-house. It is therefore the intention of the service to appoint specialist consultants to undertake the work. Consultants will be appointed through the Scotland Excel consultancy framework and will be priced on the basis of the consultancy brief,

The proposed consultancy brief is detailed in Appendix 1 and will form the work package. It is vital that the brief reflects the needs of the council and that it is agreed by Council Executive before being issued for pricing.

### **D4 Outline Timescales**

Based on information received from other Local Authorities, the indicative timescales for the development and delivery of this parking strategy are:

- Present report to Council Executive, 8 October;
- Commence procurement process, 15 October;
- Complete procurement process, 5 November;
- Appoint successful consultant, 8 November;
- Update Environment PDSP on the detailed delivery programme, 11 February.

## **E. CONCLUSION**

The development of a West Lothian parking strategy is a challenging piece of work. The appointment of specialist consultants will assist the council in undertaking the task. Officers will work alongside the appointed consultant, stakeholders and the PDSP to ensure that the final strategy is fit for West Lothian.

## **F. BACKGROUND REFERENCES**

None.

### **Appendices/Attachments:**

Appendix 1 - Proposed Consultancy Brief for a Parking Strategy for West Lothian.

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Date: 3 September 2019

## **Appendix 1 - Proposed Consultancy Brief for a West Lothian Parking Strategy**

### **Introduction**

West Lothian Council intends to engage a firm of consultants to undertake a comprehensive review of existing parking available throughout West Lothian and develop a parking management strategy for the future.

The Commission will require specialist transportation and traffic management knowledge and experience including the following: -

- Information gathering – polling, questionnaires;
- Traffic counts, surveys, parking surveys;
- Correspondence – interfacing with the public;
- Workshops – public consultation;
- Option appraisal;
- Traffic Regulation Orders;
- Road Traffic Legislation;
- Road safety; and
- In-depth analysis.

This list is not exhaustive. Further details are provided within the Service and Scope sections of the brief.

The terms and conditions of engagement for this Commission are based on the New Engineering Contract (4th Edition) – Professional Services Contract, using the priced contract with activity schedule option (Option A).

### **Background**

There are many factors that influence traffic and the demand on parking in West Lothian such as the close proximity of Edinburgh, greater car ownership (2-3 car families are not uncommon), new housing, and tourism / visitor attractions increasing demand on limited parking space.

Currently, congestion is evident in the town centres of Bathgate and Linlithgow particularly during the peak periods. There have been on-street parking issues also identified causing potential parking related problems in Armadale, Broxburn/Uphall, Livingston and Whitburn.

Parking is being addressed through kerbside traffic management but it is becoming more and more apparent that a holistic approach is necessary.

A strategic parking management policy for West Lothian should be a principal tool in meeting the council's aspiration of providing a vibrant sustainable future that considers environmental goals and economic wellbeing in balancing the needs of stakeholders. It must give guidance and make recommendations on parking needs, parking management, address competing

issues and give clear advice on best practice solutions. It must relate parking to the council's Corporate Plan and relevant policies.

West Lothian is approximately 425 square kilometres (165 square miles) in area.

The total population of West Lothian is currently 175,423. This total population is predicted to increase to 183,000 by 2020, a rise of nearly 4%. 31% of the current population resides in the main town of Livingston (population 54,516). The other main populated towns are Bathgate (23,559), Linlithgow (13,862), Armadale (12,021), Whitburn (11,805), and Broxburn/Uphall (10,970 and 4,687 respectively). There are sixteen other main settlements with populations ranging from 5,775 to 1,066 and other small satellite villages and towns which have populations of less than 1,000.

The council is responsible for the management and maintenance of 1050km of public road network of which 269km are principle "A" and "B" class roads. "C" and "U" classified roads equate to approximately 74% of the total road length.

The following table gives a breakdown of road lengths.

| Classification    | Built Up - Urban<br>(km) | Non built-up - Rural<br>(km) | <b>TOTAL<br/>(km)</b> |
|-------------------|--------------------------|------------------------------|-----------------------|
| A                 | 42.1                     | 109.9                        | <b>152.0</b>          |
| B                 | 44.7                     | 72.4                         | <b>117.1</b>          |
| C                 | 14.4                     | 101.9                        | <b>116.3</b>          |
| Unclassified      | 572.5                    | 92.4                         | <b>664.9</b>          |
| <b>TOTAL (km)</b> | <b>673.7</b>             | <b>376.6</b>                 | <b>1050.3</b>         |

West Lothian is predominately rural in nature consisting of large areas of agricultural land. The M8, M9 and A71 trunk roads cut through the area, east to west, and are the main strategic routes. West Lothian communities are well served by three railway lines which run east to west with stations on each line at main towns. These stations are very well used by commuters however they do cause parking congestion on the surrounding road network.

West Lothian attracts a considerable number of visitors to the main town centres which is an important factor in the local economy. Events such as the 'Linlithgow Marches' and 'Party in the Palace' attract significant numbers. There are also gala events in all main towns which attract visitors. Parking in the other main towns can be problematic in localised areas associated with shopping centres, schools, St Johns' Hospital and Livingston Football Stadium.

The main focus of the study should concentrate on Armadale, Bathgate, Broxburn/Uphall, East/Mid & West Calder/, Linlithgow, Livingston, and Whitburn.

The council is supportive of economic growth and regeneration. The rate of new house building in West Lothian has been increasing in recent years following a period of decline as a result of the economic recession and the complexity of infrastructure costs, in particular additional school capacity involved in bringing forward large housing sites in the Core Development Areas at Armadale, Broxburn, Winchburgh, Livingston and the Almond Valley.

The West Lothian Local Development Plan 2018 (LDP) identifies the introduction of almost 20,000 new houses between 2009 and 2024.

Traffic modelling has been carried out in 2014 as part of the LDP “Transport appraisal and modelling” document. The forecasted increase in terms of traffic and congestion on the road network was also analysed. The resulting impact of the additional traffic associated with these new housing developments is small at around 0.5%. However there are more significant impacts locally where these developments feed onto the strategic network. Also, in a heavily congested network, as is the case with the 2024 which was the modelled test year, small increases in traffic can lead to disproportionate increases in congestion.

This traffic modelling information can be found at: [https://www.westlothian.gov.uk/media/4778/Transport-appraisal-and-modelling-background-paper/pdf/TransportAppraisalandModelling-August\\_2014.pdf](https://www.westlothian.gov.uk/media/4778/Transport-appraisal-and-modelling-background-paper/pdf/TransportAppraisalandModelling-August_2014.pdf).

### **Parking Provision/Control**

Parking regulations operate in West Lothian’s main towns and also in certain smaller settlements. Government policy emphasises the need for effective enforcement of parking restrictions.

Enforcement of existing kerbside parking restrictions is currently the responsibility of Police Scotland and is not a legal function of the council. Between November 2013 and June 2014, Police Scotland withdrew traffic warden provision within West Lothian and stated that they would only enforce parking restrictions where parking is considered to be ‘dangerous or causing a significant obstruction’. Enforcement of these existing restrictions is low priority; however this can cause significant road safety and parking congestion problems particularly around schools in peak periods.

Since the withdrawal of traffic wardens a number of Scottish councils have introduced Decriminalised Parking Enforcement (DPE). West Lothian is now only one of eleven local authorities in Scotland that does not operate DPE and is the only authority in the Lothians not to have a scheme. No decision has been taken on the most appropriate future model for enforcement of parking restrictions in West Lothian. Any surplus revenue received from the introduction of a proposed DPE scheme for must be used to fund future parking projects.

As part of the Transport (Scotland) Bill, currently at Stage 2 of the parliamentary process, the Scottish Government is proposing to introduce measures to encourage ‘responsible parking’. The expectation is that local authorities will enforce a proposed pavement parking ban but without a DPE scheme in place, it is unlikely that this will be achievable in West Lothian.

It is important to consider the wide ranging benefits that effective parking management can bring to communities and it is expected that the parking strategy will provide more insight on this.

Parking policies have an important role to play in reducing reliance on the car. While short-term parking in town centres, preferably off-street, plays an important role in maintaining accessibility and vitality, parking policies should seek to discourage car commuting journeys by reducing and restricting the opportunities for long stay car parking. In particular, the setting of maximum parking standards will support policies for improved accessibility by public transport, foot and cycle and ensure that targets set within the context of the Road Traffic Reduction Act and Local Air Quality Strategy can be met.

## **What will be done?**

The council will consider new initiatives to allow greater control over parking (on and off street) and discourage car commuting. This could include the introduction of charging for parking where space is in strong demand and introduction of more limited waiting times in town centre areas to ensure that shoppers and businesses can park conveniently while commuter parking is discouraged. However, the Council Executive decision on the 5 February 2019 effectively rules out introducing car parking charges in West Lothian until 2022/23.

With the exception of The Vennel car park, Linlithgow, the council does not currently charge for the provision of any of its on or off street parking. The strategy should give consideration to options for managing parking both via charging and non-charging solutions.

## **Service**

The council requires the services of an experienced Consultant to examine the long-term requirement for and management of parking within West Lothian, taking into account current parking practices, development pressures, economic growth, increasing tourism, improvement in transport corridors, public expectations and residential demand. The successful Consultants will give clear and concise recommendations and develop a strategic document advising on various traffic management models, a risk assessment of outcomes and provide evidence to support the findings and potential solutions.

Consultants will be required to demonstrate a high degree of specialist knowledge associated with parking and traffic management, be able to communicate effectively with the general public and comprehensively advise the council.

In providing the service, Consultants must take into account other council policies and programmes. Consultants are required to provide the service in accordance with the scope. The scope is defined as a roadmap with an emphasis to force discussion. This is paramount in reaching a successful conclusion. The roadmap is in a 12 steps format.

1. Identify the strategy area;
2. Determine the main issues;
3. Establish working groups and forums;
4. Carry out research and data gathering;
5. Identify problems and opportunities;
6. Identify and agree the cause of the problems;
7. Set objectives and targets;
8. Devise potential schemes and policies;
9. Assess the impact of potential solutions;
10. Prepare the finance and business case;
11. Prepare a programme of interventions; and

## 12. Specify and monitor scheme.

The strategy development will follow the roadmap, fully engaging stakeholders. Alternative proposals with respect to the roadmap proposed can be made to the Employer for consideration.

### **Scope**

The scope of Services to be provided by the Consultant.

The main services will include all of the disciplines and functions listed as follows: -

#### **Step 1 – Identify the strategic area**

Consideration should be given to the council area and focus given to areas where parking plans may be required. These plans should include both on and off street parking.

#### **Step 2 – Determine the Main Issues**

Both top-down and bottom-up approaches are required.

Top-Down approach

Consider over-arching National, Regional and local Planning policy objectives, the West Lothian Council Local Development Plan 2018, Transport Appraisal and Modelling 2014 and other local policy and guidance documents. Take into account road hierarchy, transport corridors and vehicle/parking count data. Consider transport links, sustainable development patterns and land use planning, all of which influence parking behaviour.

Bottom-up approach

Undertake a desktop study of local concerns, opportunities and threats regarding parking. Review histories, complaints and solutions offered. Interview Local Elected Members, Police Scotland, and Transportation & Planning staff. Consult with taxi operators, local hauliers, public transport operators, emergency services, residents and commuters. Identify problem areas.

#### **Step 3 – Establish Working Groups and Forum**

Liaise with council officials and elected members and establish working groups.

Determine stakeholder interest groups “stakeholder mapping”, set-up and facilitate working groups and forum. Working groups are to include Disability West Lothian, emergency services, community representation, traders and council officials.

#### **Step 4 – Research and Data gathering**

- Identify existing parking patterns, problems and their causes;
- Propose and assess the impact of potential solutions;
- Provide baseline data;
- Undertake Parking Surveys (use, accumulation, duration and habit surveys);



- Provide vehicle count data for main roads in Armadale, Bathgate, Broxburn/Uphall, East/Mid & West Calder/, Linlithgow, Livingston, and Whitburn. Screen lines on entrances to towns.
- Interview surveys of stakeholders;
- Community consultation – community councils, housing associations, sports clubs etc.;
- Provide baseline data from TRICS (where available); and
- Audit of existing on street and off street parking capacity.

### **Step 5 – Identify Problems and Opportunities**

The general strategy will identify problems and concerns from baseline data collection but also identify future issues that may require attention. The process must also consider opportunities where benefits could be made to other services such as public transport, freight and commerce. This exercise will identify areas of congestion, illegal parking problems, parking related accidents, access issues and environmental intrusion.

### **Step 6 – Identify and Agree the Causes of Problems**

Identify the cause of the problem. The strategy must consider treatment of the cause and not just the symptom. It should cover the relationships that cause the problem. The strategy should measure the impact of current enforcement and the general attitude towards parking.

### **Step 7 – Set Objectives and Targets**

The process of defining objectives should take cognisance of:

- National and Regional Transport and land use planning policies;
- Local Development Plan and Transport Modelling;
- Strategic Development Plan;
- Environmental and related policies; and
- Corporate policies including those relating to equalities.

Stakeholder involvement is requisite through workshops, working groups or any other method but must be provided for.

All objectives defined should tie into the over-arching top-down requirements and include a statement categorising the goal and benefits and possible intervention criterion.

### **Step 8 – Devise Potential Schemes and Policies**

The strategy will report on and make recommendation on schemes, policies and protocols (collectively defined as interventions).

Each proposal will quantify different parking space, the quality, parking control and pricing, and management of parking.

### **Step 9 – Assess the Impact of Potential Solutions**

This will test the extent to which the proposed interventions achieve the objectives and targets set within the strategy. A risk assessment of the outcomes should be prepared. Consequences are to be highlighted and any proposed mitigation measures identified.

### **Step 10 – Prepare the Financial and Business Plan**

If an intervention stipulates the need for income generation, the parking strategy must project revenue earned and spend profiles. This will be reflected in terms of the parking business generated, clarifying capital expenditure, turn-over, maintenance, staff costs etc.

### **Step 11 – Prepare a Programme of Interventions**

The strategy will contain sufficient detail of recommended interventions and a programme with distinct SMART milestones such that the council, upon accepting the strategy as policy, will be able to act.

### **Step 12 – Specify a monitoring Regime**

Two monitoring mechanisms are required:-

- Outputs - Monitoring of the programme of intervention; and
- Outcomes – Monitoring effectiveness of proposed interventions.

END