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Decision Notice in terms of Section 24 of Community Empowerment (Scotland) Act 2015

Participation Request submitted by Drumoyne Community Council on 16.6.17

A Participation Request has been submitted by Drumoyne Community Council (DCC) to Glasgow City Council (GCC) in terms of Section 22 of the Community Empowerment (Scotland) Act 2015 (“the CE Act”).

DCC is a “community participation body” in terms of Section 20(1) of the CE Act and GCC is a “public service authority” in terms of Section 21 and Schedule 2 of the CE Act.

DCC, at part 3 of their Participation Request have asked that Greater Glasgow Health Board & Scottish Government be involved in the outcome improvement process sought by their Participation Request. As such the timescale for dealing with this Participation Request in terms of Regulation 7 of The Participation Request (Procedure) (Scotland) Regulations 2017 (“The 2017 Regs”) is 45 working days.

In terms of Regulation 6 of the 2017 Regs, GCC contacted the Greater Glasgow Health Board in relation the DCC Participation Request. Greater Glasgow Health Board declined to participate in the outcome improvement process for this Participation Request . The reason provided by the Health Board was that they considered, “Glasgow City Council is expert in managing traffic management policy and procedures within the city and we are confident that this will be discharged in accordance with the council’s statutory obligations and remit” The Scottish Government are not a “public service authority” in terms of the CE Act and therefore, despite the DCC request to involve them, they are not part of the process for dealing with this Participation Request.

GCC notes that the outcome that DCC wants to improve in their Participation Request is “to be involved in the decision making on a parking scheme for the G51 area of Glasgow and any associated road issues – with a view to achieving a scheme based on the G51 alternative to the GCC’s Linthouse & Shieldhall TRO – and in line with the aspirations of our community”.

Having considered the Participation Request fully and amongst other things the matters outlined Section 24 of the CE Act, the Council is refusing the request.

The Council’s reason for refusing this request is as follows:

An independent hearing was held on 2nd and 3rd June 2016 in relation to the proposed LINTHOUSE AND SHIELDHALL (TRAFFIC MANAGEMENT AND PARKING CONTROLS) ORDER.

The independent Reporter was Mr Gerry Farrington. The hearing took place in terms of the Local Authorities’ Traffic Orders (Procedure) (Scotland) Regulations 1999.

The parking scheme based on the G51 alternative was fully considered by the Independent Reporter throughout his extensive Report and Recommendation (as attached). The Reporter not only heard representations from parties in relation to the G51 alternative parking scheme but also permitted the G51 group representatives to make closing submissions.

Despite extensive consideration of the G51 alternative parking scheme the Reporter recommended that GCC should make the Order that they had been advertised by GCC subject to some modifications.

At 11.16 of the Reporter's Report and Recommendation, he concluded

"All in all, abandonment of the GCC scheme in favour of the alternative scheme may not be in the best interests of the local community faced with the daily challenge of finding a convenient parking space close to home and coping with all the other overspill problems"

It is worthy of noting that in dealing with this matter the independent reporter also commented upon the public consultation and engagement undertaken by GCC in the promotion of the proposed traffic order at section 11.63

"The public consultation and engagement with the public involving GCC officers during the promotion of the proposed Order included a 3-day public exhibition of the preliminary proposals, officer-level attendance at public meetings, full compliance with the procedural requirements under the 1999 Regulations and the holding of the discretionary public hearing. In the light of this significant level of engagement, I find it difficult to criticise the Council on its efforts to consult the public in preparing and promoting the Order."

Finally, the guidance provided by the Scottish Government on Participation Requests states at 2.3 that such Requests , "are not intended to replace good quality existing community engagement or participation processes but are rather designed to complement and enhance them. Similarly, Participation Requests are not intended to be an extension of complaints procedures but should rather be viewed as an opportunity for communities to establish formal dialogue with public service authorities"

GCC considers that there has been ample opportunity for DCC to be involved in the decision making on the parking scheme for the G51 area and that the outcome that is sought in this request has already been fully and properly considered.

Regards

A handwritten signature in black ink, appearing to read 'J Gray', with a horizontal line above the 'J'.

Jim Gray
Head of Democratic Services

Report to Glasgow City Council

ROAD TRAFFIC REGULATION ACT 1984

REPORT OF A PUBLIC HEARING UNDER PART II OF THE LOCAL AUTHORITIES' TRAFFIC ORDERS (PROCEDURE) (SCOTLAND) REGULATIONS 1999 INTO OBJECTIONS TO THE LINTHOUSE AND SHIELDHALL (TRAFFIC MANAGEMENT AND PARKING CONTROLS) ORDER

Report by Gerry Farrington, a Reporter appointed by Glasgow City Council

- Planning and Environmental Appeals Division reference: TRO-260-1
- Objectors: G51 Free Parking Group and others
- Date of pre-hearing meeting: Thursday 28th April 2016 at the Pearce Institute, Govan
- Dates of hearing: Thursday 2nd – Friday 3rd June 2016 at the Pearce Institute, Govan
- Dates of pre-hearing visits for familiarisation with the area: 28th October 2015, 3rd December 2015 and 28th-29th April 2016
- Dates of post-hearing visits for further familiarisation and inspections: 29th-30th June 2016
- Completion of post-hearing exchanges: 23rd August 2016

Date of this report and recommendation: 8th September 2016

RECOMMENDATION: I recommend that Glasgow City Council should make the Order as advertised subject to the following modifications.

(1) The charges for residents, visitors and business parking permits should be discounted by 70% compared with the standard tariff thereby reducing the cost of the residents' permits to £15 per anum, the visitor permits to 60p and the business permits to £210 per anum.

[Continues overleaf]

- (2) The advertised parking control proposal restricting the 36 car parking bays and 1 motorcycle bay in Holmfauld Road to a 3-hour maximum stay during the hours of 8.00am to 6pm should be amended to read 'a 3-hour maximum stay and no return within 1 hour'.
- (3) The advertised parking control proposal restricting the maximum stay to 3 hours along the eastern section of Meiklewood Road in the vicinity of McTears Auctioneers should be relaxed to a maximum stay of 5 hours.
- (4) The previously agreed variations identified at the hearing.

CONTENTS

	Page
Summary report	5 - 15
Preamble	16 - 18
Abbreviations used in this report	19
Chapters	
1. General Background to the Proposed Order	20 - 23
2. The Provisions of the Order and the Procedure	24 – 26
2.1 The provisions of the proposed Order	24
2.2 The procedure for making the Traffic Regulation Order	25
3. Planning and Transportation Issues	26 - 38
3.1 The strategic planning and transportation policy related issues and any bearing they may have on the proposed making of the Order	26
3.2 The traffic and transport related issues arising from the hospital development and any bearing they may have on the proposed making of the Order	29
3.3 The relevance or otherwise of the parking control scheme required by the section 75 agreement accompanying the planning permission for the QEUH	30
3.4 Whether or not the Transport Assessment produced in 2007 and other available data provides an adequate and up-to-date information base upon which to assess the impact of the proposed Order on the area	35
3.5 The relevance or otherwise of the Council's strategy for rolling out of parking controls across the city and whether or not there are exceptional considerations stemming from the hospital development and the socio-economic characteristics of the area that may justify a different approach in the Linthouse, Shieldhall and Drumoyne areas	36
4. The G51 Free Parking Group's Residents and Visitors Scheme	38 – 41
4.1 The G51 Free Parking Group's alternative parking controls scheme	38
4.2 G51 Free Parking Group's justification of the alternative scheme	39
5. Administrative Matters in Dispute	41 – 43
5.1 The justification or otherwise of the self-financing criterion for the scheme	41
5.2 Whether or not there are comparable cases of parking controls being imposed to address high volume parking pressures generated by recent single site developments in the city and their relevance or otherwise for the making of the proposed Order	42
6. The Implications of the Proposed Order for the Local Community	43 - 49
6.1 The implications for the residents of the area, their visitors and trades and service personnel	43
6.2 The implications for the care required by the elderly, the disabled and other persons in need of care	44
6.3 For the businesses in the area, especially those employing staff on minimum and modest wages	45
6.4 For NHS staff, patients and visitors including any impact on the delivery of	46

health care at the hospital	
6.5 For the spatial layout of residential areas	47
6.6 The implications for the Order of a possible potential for displaced parking by NHS staff attracted to park and ride opportunities in Govan Town Centre and along bus corridors	48
7. Individual hearings and submissions – Elected Representatives	49– 54
7.1 Mr Chris Stephens MP	49
7.2 Mr Humza Yousaf MSP and Minister of Transport and the Islands	50
7.3 Councillor John Kane supported by Councillors Bailie Fariha Thomas and James Adams	51
7.4 Councillor Stephen Dornan	52
7.5 Johann Lamont ex-MSP for Glasgow Pollack	53
7.6 Drumoyne Community Council	54
7.7 Other Community Councils	55
8. Individual hearings and submissions – Local Residents	54 - 59
8.1 Linthouse Housing Association	54
8.2 Susan Brown	54
8.3 Sheila McGeoch	55
8.4 Elsie W K Donald	57
8.5 Linda Shanks	58
8.6 Alan Morris	59
8.7 Gerry Ryan	59
8.8 Gordon Robb	59
9. Individual hearings and submissions – Local Businesses	59– 63
9.1 Govan Workplace Ltd.	59
9.2 McTears Gallery 1842 Ltd. – also known as McTears Auctioneers	61
9.3 Shieldhall Road Businesses	62
9.4 Govan Road Businesses	63
10. Closing submissions	64 – 66
10.1 Glasgow City Council	64
10.2 G51 Free Parking Group	65
11. Reporter’s assessment of the matters in dispute	66 - 78
12. Conclusions and Recommendation	78 - 79
Appendices	80 – 89
Appendix A: Agenda for the Hearing	80
Appendix B: Public Hearing Programme	82
Appendix C: Attendances at the Pre-hearing Meeting and Public Hearing	83
Appendix D: Govan Town Centre Parking Displacement Issue: Notification of a Request for further views and information	84
Appendix E: Documents List	85 - 89

Planning and Environmental Appeals Division

Summary of Report of a Public Hearing into objections to the
Linthouse and Shieldhall (Traffic Management and Parking Controls)
Order



• SGPEAD case reference	TRO-260-1
• Case type	Traffic Regulation Order
• Reporter	Gerry Farrington
• Roads Authority	Glasgow City Council
• Maintained Objectors	G51 Free Parking Group and others
• Date of pre-hearing meeting	Thursday 28 April 2016
• Dates of hearing	Thursday 2 nd – Friday 3 rd June 2016
• Method of consideration	<ul style="list-style-type: none"> • Pre-hearing visits for familiarisation with the area: 28 October and 3 December 2015 and 28-29 April 2016 • Public Hearing • Post-hearing familiarisation and inspections: 29-30 June 2016 • Post-hearing written exchanges completed: 23 August 2016
• Date of report	8 September 2016

Background to the proposed making of the Order

The promotion of the Order is part of a suite of transport measures contained within a section 75 agreement concluded between the Council and the NHS Greater Glasgow and Clyde in connection with the construction of the new Queen Elizabeth University Hospital at the pre-existing Southern General Hospital site.

In 2009 the Council introduced daytime waiting restrictions within the Hardgate estate just south of the hospital campus to address the problems arising from parking displacement issues following the introduction of parking charges at the hospital.

In early 2014 in anticipation of the completion of the new hospital development the Council investigated the making of two further traffic regulation orders. These are the Shieldhall and Cardonald Park (Traffic Regulation) Order for the industrial area to the west and southwest and the Linthouse and Shieldhall (Traffic Management and Parking Controls) Order for the residential areas to the south and east. It also considered the possibility of a third phase further to the east as a possible future zone if displacement resulted from the controls in the adjoining areas.

The Council has undertaken a separate procedure for the Order for the Shieldhall and Cardonald Park area. This resulted in a total of 40 objections. The completion of this

process has been deferred pending the outcome of the public hearing into the Linthouse and Shieldhall Order.

If a Council is considering making a traffic regulation order they must follow the procedure set out in the Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999 (the 1999 Regulations). The first stage is to consult certain organisations that have a direct interest in traffic management. If after this the Council decides to proceed, the second stage is to carry out wider public consultation. This involves publishing in the local newspaper a public notice, which explains the proposed traffic measures and the roads affected. The public notice provides a deadline for submitting written objections to the order. The statutory period for lodging objections to the draft Order ran from 16 March to 13 April 2015. The Council received a total of 3721 letters of objection and a further 15 letters or emails commenting on the proposal. 3673 of the objections were in standard formats.

In addition to the procedures required by the regulations the Council undertook a voluntary non-statutory consultation with local communities and businesses. It issued a letter providing information to over 3000 addresses and held a public exhibition in a local library.

The proposed Order has generated a significant negative response with the affected communities appearing to be united in their opposition to pay for parking permits. A local group, the G51 Free Parking Group has been set up to voice the dissent and ward members, the MP and the MSPs have written in support of the group. The G51 Free Parking Group has designed its own "resident and visitor only" free parking scheme and campaigned for its adoption as an alternative to the proposed Order. A number of public meetings have been held which Council officers have attended.

The new Queen Elizabeth University Hospitals development opened in August 2015 and large areas of the G51 area have been subjected to exceptionally heavy volumes of on-street car parking by staff, visitors and users of the hospital.

Although there is no mandatory requirement to hold a public hearing into these objections, given the level of public objection, in August 2015 the Council decided to hold a discretionary public hearing to be conducted by an independent reporter in accordance with the Local Authorities' Traffic Orders (Procedures) (Scotland) Regulations 1999. Before taking a final decision on whether or not to make the Order, the Council must take into consideration (1) all of the outstanding objections and (2) the reporter's report and recommendations but these are not binding and the Council makes the final decision.

The options available to the Council at this stage are:

1. To make the order without modification;
2. To modify part of the order but a modification must not extend the application of the order or increase the stringency of any prohibition or restriction within it;
3. To make part of the order and defer a decision on the other part(s).
4. To abandon the order, or part of the order.

The wording of the section 75 agreement does not allow the use of the controlled parking contribution to be used to subsidise parking permits. Even if it were amended to do so the use of section 75 funds to subsidise parking permits would provide residents of this area with a benefit unavailable in other areas of the city.

The 1984 Act provides roads authorities with the power to charge for parking. This is a discretionary power and there is no duty to charge. The current regime of charging for permits is therefore rooted only in established transport policy. However, departures from this policy could be vulnerable to legal challenges if they led to a diversion of resources from other priorities.

The Objectors

The G51 Free Parking Group's principal objection is that instead of the residents only parking scheme recommended in the Transport Assessment upon which the granting of planning permission was based the Council is proposing a "Shared Use Pay & Display" scheme in which residents share the streets with commuters from outside the area.

The Group fails to understand how the Council's open to all pay to park scheme that would encourage hospital parking to overspill into the surrounding area would protect of the local community and assist in encouraging a modal shift from private car use to more sustainable forms of travel. The way to achieve both these objectives would be to exclude outsiders from parking in the area and introduce a residents and visitors only scheme. Rather than discourage commuting by car to and from the hospital the meters set for a maximum 3-hour stay would provide hospital visitors and outpatients with a secure parking space for 3-hours which many would find attractive. This in turn would lead to increased traffic movement and fuel waste emissions that would harm the amenity and the health of the residents.

The only reason that the community is faced with the loss of its free parking is due to the QEUH development. The section 75 controlled parking contribution may be used to pay for parking permits. This would accord with the travel objectives incorporated in the section 75 agreement designed to mitigate the impact of the parking overflow on the surrounding area and control the level of traffic using the local road network. The G51 Group's scheme meets these objectives, whereas the proposed Order fails to do so.

The objectors argue that it is grossly unfair that the G51 residents should have to pay for the parking controls necessary to mitigate the huge impact of the QEUH development on the local community. It is simply unjust that the siting of a health provision of national importance in their neighbourhood will penalise them financially as well as destroying their amenity. As a community with severe levels of multiple deprivation inundated with overflow parking from a recent hospital development of national significance Govan occupies a unique position, which justifies a departure from policy.

Relevant planning and transportation policies

Glasgow City Council cites a raft of policies that it claims supports the restriction of car parking facilities at the hospital in the interests of a shift towards more sustainable modes of transport, the extending of on-street parking controls throughout the city and the charging for parking in designated parking bays. When permission for QEUH was granted these included the current national policies in SPP17 – Planning for Transport and Planning

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Advice Note 75 and local planning strategy in the 2003 City Plan, the finalised draft 2007 City Plan 2. The Local Transport Strategy 2007 – 09 and the Regional Transport Strategy for the West of Scotland 2008 – 21 are also cited as relevant. Attention is drawn to Chapter 6C and the policies P1-P7 for parking in the Local Transport Strategy 2007 – 09.

The G51 Group Free Parking Group argues that parking controls are not a viable alternative to the upgrading of the road infrastructure around the new QEUH hospital. The combining of five health care units across the city into one facility has massively extended the area of residence of patients and visitors without regard to the principle of reducing the need to travel. The use of public transport does not suit modern lifestyles and working patterns. The Group questions the practicality of securing the modal shift to bus and rail, the achievement towards which the capping of hospital parking is aimed. In any case, it is nonsense to claim that the proposed open to all pay to park scheme would provide the promised protection from parking overspill or assist in encouraging the desired modal shift.

The section 75 agreement

GCC explained that the section 75 agreement that underpins the planning permission for QEUH development identified the need for controlled parking measures arising from “inter alia” the development and requires GGCNHS to provide the funds for its promotion and implementation as well other measures that includes improved bus services, Fastlink and improved pedestrian and cycle routes. The agreement binds the Council to manage and operate the controlled parking measures including the setting of parking charges in a manner which meets certain specified travel objectives drawn from the GGCNHS Travel Plan, the essential thrust of which is the delivery of the capping strategy. The achievement of the objectives is dependent on the Council securing effective control over on street parking and upon GGCNHS operating, reviewing and adapting measures to achieve the traffic cap and the maximum modal share target for car driver trips to and from the development, including the promotion of car sharing and the use of flexitime to shorten the working week.

The G51 Free Parking Group argues that the section 75 agreement allows GCC discretion to access the index-linked money to fund residents’ permits. The GCC analysis is helpful and demonstrates that the G51 Group scheme can be implemented under the 1984 Act. The only reason that the community is faced with the loss of its free parking is due to the QEUH development. The controlled parking contribution may be used to pay for parking permits because this would accord with the travel objectives designed to mitigate the impact of the parking overflow on the surrounding area and control the level of traffic using the local road network. The G51 Group’s scheme meets these objectives.

The merits of the G51 Free Parking Group’s alternative scheme

The G51 Group argues that its parking scheme will ensure residents and their visitors can continue (a) to park in their streets, (b) to do so without charge and (c) prevent the area being clogged with cars due to the hospital overspill. The GCC scheme would fail to meet objectives (a) and (b) and would only partially address (c) by deterring staff from long-term parking. Allowing metered spaces to be used for up to 3 hours will inhibit turnover in the use of parking bays and protects the right of outsiders to park their vehicles in the area. With the minimum of metered parking, meter machines, signage and road marking the G51 scheme would only cost a small fraction of the GCC scheme to install, maintain and

operate. The issuing of free business permits enabling staff to park at their workplace without any restrictions would ensure a far greater chance for businesses to survive in this deprived area. The G51 scheme would protect the right of disabled badge owners to park beside their homes and places they wish to visit.

In short, the G51 Group argues that its scheme meets all the strategic policy and environmental objectives. It would be a lot easier and cheaper to implement and enforce, whilst providing complete protection for residents, businesses and visitors. It would dissuade commuters from short and long-term parking in the area much more effectively than the Council scheme and would complement to a much greater degree the GGCNHS campus parking strategy and its travel plan commitments. The proposed Order meets none of these objectives. Instead it penalises the community and struggling local businesses and fails to meet the Council's published policies for the control of parking at the new hospital.

GCC replies that, since only the local authority has the legal power to maintain and manage the road network, transferring the management of visitor permits to residents would not be considered. The G51 scheme cannot be implemented because of the policy for a consistent roll out of parking controls across the city. However, this is matter that the Reporter may wish to re-assess and GCC may wish to re-consider.

If the Council were minded to adopt the G51 scheme there would not be any scope to modify the current Order. This is because the withdrawal of shared parking from extensive areas of the control zone would increase the stringency of the scheme by removing the opportunity for the general public to park in the area.

The implications of the proposed Order for the local community

For the residents of the area, their visitors and trades and service personnel

G51 Free Parking Group: The proposed Order would impose significant financial burdens upon residents and yet it fails to meet the Council's policies for the control of parking at the hospital. The annual charge of £50 on residents many of whom are dependent on pensions and other state benefits and £700 on businesses who are already struggling does nothing to discourage hospital staff from parking in the residential streets. Effectively, the charging for parking permits is an additional tax upon local residents for which they obtain no benefit. Opposition to having to pay for a parking scheme has generated less anger than the proposed "shared parking" model proposed by the Council. Residents feel trapped. This is because they cannot use their cars for fear that they will not be able to park on returning to their homes. This problem would still continue if the GCC parking scheme is implemented.

GCC: The Council maintains that its scheme for resident's permits is reasonable and has been successful in deterring commuter parking elsewhere in the city. The proposed controlled parking zone increases the opportunity for local residents to park in their area whilst deterring commuters from doing so in keeping with planning and transport policy that encourages modal shift from car to public transport.

For the elderly, the disabled and other persons in need of care

G51 Free Parking Group: A significant proportion of residents in the area are elderly and / or disabled and are dependent on daily visits from paid and informal carers, friends and family as well as medical staff. These carers would have to pay for parking. It would be particularly invidious for the unpaid carers to have to pay several pounds for a visit to those in need of care when they are already saving public money by providing free care. Forcing family, friends and visitors to pay to come and attend to the needs of the elderly does nothing to promote social regeneration in the community.

GCC: Within the proposed Order measures aimed at accommodating those with carer responsibilities include free parking without limit of time for blue badge holders, visitor permits available to all residents, medical permits available through the NHS to their members of staff and on a case by case basis. Also resident permits have been provided to carers subject to confirmation of an appropriate medical condition. GCC understands that carers employed “outside” the NHS are reimbursed for any charges incurred.

A main thrust of the proposed TRO is to dissuade commuter parking which could cause significant problems for carers carrying out their duties in the vicinity of the QEUH. GCC received no comments in response to its consultation notice served on the Glasgow Access Panel, a charity that aims to improve accessibility across Glasgow for the disabled people.

For the businesses in the area

G51 Free Parking Group: Small businesses, many of which are struggling financially in an area where deprivation is a major problem, cannot afford to pay £700 per works vehicle per year without any guarantee of a parking space. Staff forced to feed the meter may be deterred from coming to work leading to problems in staff recruitment.

With the G51 Group scheme businesses would be issued with free permits carrying the name of the business. Staff issued with these permits would be able to park at their place of work without any restrictions. This would ensure a greater chance for businesses in this deprived area to survive.

The GCC proposal for 3 hour parking on Shieldhall Road and streets off Govan Road will attract visitors to the hospital for up to 3 hours and diminish the space for passing trade to stop at shops. This will greatly reduce business viability and result in possible closures. Meters set for free 20-minute maximum stay should be installed in the vicinity of shops that have a frequent turnover of customers. Businesses such as hairdressers whose customers require longer than 20 minutes should have cards authorising longer stays. Painting specific bays and installing meters reduces the available space to park. This will affect all streets and especially where the businesses share parking with the residents.

GCC: The Council maintains that its scheme for business permits is reasonable and has been successful elsewhere in the city. The proposed controlled parking zone increases the opportunity for local businesses to park in their area whilst deterring commuters from doing so in keeping with planning and transport policy that encourages modal shift from car to public transport. The members may be able to agree to an adjustment to the Order in Meicklewood Road to address the difficulties for a particular business in that area.

Other issues and matters raised in the written and oral submissions

Whether the Council's strategy for extending consistency for parking control across the city should apply in the case of the hospital overspill problem in an area of urban deprivation

GCC: The Council has been progressively introducing parking controls throughout the city in order to manage parking demand with a view to reducing congestion, improving air quality and encouraging healthier and more sustainable modes of transport. A standard tariff across all controlled parking areas outside the city centre has been in place since 2013. As far as practicable, these schemes are consistent in terms of fairness and equality. Their consistency makes them more easily understood. Other key features are the priority given to residential parking over commuter parking and the prevention of obstructive and unsafe parking practices. There are levels of deprivation across the city comparable to those in Govan.

G51 Free Parking Group: Glasgow has the highest levels of deprivation in Scotland and in Govan working age employment deprivation is 41% higher than the city average. The national stature of the hospital and the high levels of deprivation provide a dual justification for departing from the uniformity of control principle and adopting the G51 free parking scheme.

Whether adequate equality assessment has been undertaken

GCC: The GCC scheme does not discriminate against those in different population groups in comparison to other areas where similar controls are in place or are programmed. No part of Glasgow is without its disabled and people requiring care at home. The special provisions for blue badge holders, the issuing of parking permits on a case-by-case basis and the reimbursing of professional carers from the community care budget take this into account. Because of these provisions a full Equality Impact Assessment was not required.

G51 Free Parking Group: The Council's yardstick for discrimination based on comparing population groups in one geographical area of the city against the equivalent population group in another breaches the Equality Act 2010 and statutory guidelines for equality assessment. The Act imposes a duty on the Council to have due regard to the elimination of disability by considering the impact of the TRO on those with a disability or requiring care against those persons in the same locality with no such protected characteristics.

The issue of the self-financing criterion for the proposed scheme

GCC: As far as practicable, parking control schemes should be cost neutral. The income generated through permits, meter payments and penalties contributes towards the enforcement, management and maintenance of the scheme. Transport Scotland advice is that as far as possible decriminalise parking enforcement regimes should be financially sustainable. The section 75-controlled parking contribution would fund the implementation costs of the scheme but the on-going revenue cost would be the Council's responsibility. Some TROs do not meet their costs but may be balanced out by those that do

G51 Free Parking Group: Residents should not have to meet the cost of parking controls in their area when GCC has caused the problem by approving the QEU hospital development

without adequate parking and failing to improve the road infrastructure. The figures show that parking control in Glasgow is highly profitable with a total income of over £9 million from parking charges and £1.5 million from parking fines. They also show that the claim that there is not a profit element to the GCC scheme for the area is unconvincing.

Scottish Government has confirmed that the section 75 money can be used to subsidise residents' permits. Given the hospital is a national asset any shortfall required to cover the cost of any scheme for the area spent over the section 75 development contribution should come from Scottish Government's infrastructure budget.

Other cases of parking controls being imposed to address parking pressures generated by recent developments elsewhere in the city

GCC: When assessing major applications GCC takes into account its policies aimed at modal shift from the private car to sustainable forms of transport. In so doing it has taken a holistic approach in the development management of major projects such as the Glasgow Hydro, SECC, the NHS disposal site at Yorkhill Hospital, the developments at Tradeston and Pacific Quay, the Bio-science Corridor and the ICE centre. The Glasgow Harbour mixed retail and commercial development is of a similar scale to QEUH but is located on a site segregated from residential uses. The Hampden and Scotstoun Event Day Parking Zones have been introduced to alleviate parking difficulties faced by residents at event times only. Enforcement is only required over short periods of time in contrast with permanent parking controls that require daily enforcement all year round.

G51 Free Parking Group: None of the GCC examples is comparable to the traffic generated by the QEUH 24 hours everyday, which has far more impact on the surrounding residential areas. The SSEE and Hydro are event-based venues with periodic traffic quite unlike the traffic generated by the hospital. Tradeston and Pacific Quay are business and industrial areas adjacent to housing but are not surrounded by a residential community.

The implications of the proposed Order for the spatial layout of residential areas

G51 Free Parking Group: The general pattern of development is one of "impermeable" residential enclaves with limited access. Once the hospital overflow parking is removed no one should need to park there except the residents and their visitors. With the restrictions in place to deter the hospital staff from parking, there will be no need for parking provision for the general public in the residential areas that might justify the expense of installing parking meters and the introduction of unsightly white lining to mark out the parking bays.

GCC: The streets within the residential areas are public roads. The highway authority cannot prevent the public parking there. Therefore shared provision must be made available throughout the controlled parking zone.

The issue of out of date data

G51 Free Parking Group: The GCC's proposal is formulated on information and thinking that is now 9 years out of date.

GCC: The 2007 TA is based on sustainable planning principles and the details of the Order are based on the professional experience and expertise of the Roads Authority.

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The implications of the closure of temporary car parks

GCC points out that the impending closure of temporary car parks within and adjacent to the hospital which is required as part of the capping strategy has deferred the full impact of the parking displacement of cars migrating onto nearby streets.

Reporter's assessment of the matters in dispute

The reporter's visits to the area left him in no doubt as to the severe impact that the QEUH parking overspill has inflicted on the local community. It is not in dispute that controlled parking measures are required in order to address the overspill problems. The objectors and the Council only differ on the type of restrictions and whether or not charges should be imposed for parking permits.

The Act empowers the GCC to make the Order if it appears expedient to make it based on one or more of the three criteria: (1) road safety; or (2) facilitating traffic movement; or (3) preserving or improving the amenities of the area. In addition to this overall statutory test, the adopted scheme must meet the QEUH development objectives in order to comply with the s.75 agreement that provides the funding.

A key difference between the GCC and the G51 Group schemes is that, whereas the GCC scheme would provide "shared parking" accessible to the general public, the G51 Group's scheme would reserve the on-street parking space in residential areas for the residents and their visitors and would confine the 'pay-to-park' metered spaces to the main roads.

Since it excludes the 3-hour stay available in the GCC "shared parking" model, the G51 Group's scheme avoids the risk that visitors, outpatients and part-time staff may replace the longer-term parking by full-time hospital staff. It would also cost far less than the GCC scheme to install, maintain and operate. However, resident and visitor only parking would deny the opportunity for non-permit holders, who may have legitimate public or private or business reasons unrelated to the hospital for being in the area, to pay to park in the street.

Adoption of the "residents and visitors only" model could therefore present serious difficulties for the Council as the roads authority seeking to balance the legitimate demands of road users competing for parking spaces. Also, it would remove the advantages provided by a consistent regime of parking controls throughout the city. Since it would increase the stringency of the parking control measures, adoption of the G51 Group's scheme would require the preparation of a new Order and this in turn could lead to a significant delay in addressing the G51 problem.

Another key difference is that, whereas the GCC scheme requires residents, their visitors and local businesses to pay for parking permits, the G51 Group's scheme would issue free parking permits to these users. The Travel Plan and Section 75 agreement that justified the granting of the permission for the QEUH development was aimed at protecting the local community from overspill parking. It follows that the control of parking should not impose any financial penalty on the residential and business community in order to achieve this protection. However, once the QEUH overspill problem is taken out of the equation, there is a residual value to the community in having on-street parking regulation in order to promote road safety, facilitate traffic movement and preserve the amenities of the area.

Were the community to benefit from these improvements without payment this could give rise to an unfair advantage over similarly deprived communities in the city who may have to pay the normal fee. However, any payment for parking permits must be heavily discounted so as to adequately account for the fact that the primary purpose of the proposed regulation is to mitigate the unacceptable impact of the QEUH overspill parking problem on the area.

For the reasons explained much more fully in Chapter 11 of this report, having assessed the matters in dispute the reporter concludes that the adequacy of the city wide template for parking controls should be tested and found to be demonstrably defective in controlling the overspill into the area surrounding the QEUH university hospital campus before any more stringent model of parking control should be considered. However, having regard to the exceptional circumstances of the QEUH development, he considers the proposed level of payment for parking permits for residents, visitors and businesses to be disproportionately excessive and he judges that a significant discount is justified.

Finally, bearing in mind the expediency test, he finds the proposed Order to be preferable to the G51Group's proposal having regard to the need to avoid the possibility of serious delay in obtaining a workable solution to the severe problem of parking overspill in the G51 area.

Reporter's recommendation

Glasgow City Council should make the Order as advertised subject to the following modifications.

- (1) The charges for residents, visitors and business parking permits should be discounted by 70% compared with the standard tariff thereby reducing the cost of the residents' permits to £15 per annum, the visitor permits to 60p and the business permits to £210 per annum.
- (2) The advertised parking control proposal restricting the 36 car parking bays and 1 motorcycle bay in Holmfauld Road to a 3-hour maximum stay during the hours of 8.00am to 6pm should be amended to read 'a 3-hour maximum stay and no return within 1 hour'.
- (3) The advertised parking control proposal restricting the maximum stay to 3 hours along the eastern section of Meiklewood Road in the vicinity of McTears Auctioneers should be relaxed to a maximum stay of 5 hours.
- (4) The previously agreed variations identified at the hearing.

PREAMBLE

Scottish Government Planning and Environmental Appeals Division
4 The Courtyard, Callendar Business Park, Falkirk FK1 1XR

SGPEAD reference: TRO-260-1

Martin McColgan,
Legal Manager,
Glasgow City Council

Mr McColgan,

Road Traffic Regulation Act 1984 (as amended)**Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999 ('the Regulations')****Report of a Public Hearing held to hear objections to the Proposed Linthouse and Shieldhall (Traffic Management and Parking Controls) Order**

In accordance with the terms of my appointment I have held a public hearing to hear objections to the proposed Order. The hearing took place on Thursday and Friday 2nd -3rd June 2016 at the Pearce Institute, Govan and included an evening session held on the 2nd June. A pre-hearing meeting was held on Thursday 28th April in the evening to allow the then known participants in the public hearing to become acquainted, for the reporter to explain the procedures proposed for the hearing and to discuss the hearing programme.

As you will be aware, the Regulations required the hearing to be conducted by an independent person appointed by the local authority from a list of persons compiled by Scottish Ministers. I am a member of a panel of self-employed reporters who are allocated this category of work by the Scottish Government's Planning and Environmental Appeals Division (SGPEAD).

The hearing is the first public hearing held under the Regulations in Glasgow. It has been held because of an unprecedented level of local objections. 3721 objections have been received. The constituency MP, Chris Stephens, the MSP, Humza Yousaf and his predecessor Johann Lamont, and six local Councillors have all objected to the proposed Order. Drumoyne and Govan Community Councils support the G51 Free Parking Group objection, as do Broomhill and Craigton Community Councils.

In view of the large number of objections and the potential difficulties that this might pose for the effectiveness of the hearing in exploring the issues underpinning the objections, from an early stage in the process individual objectors were encouraged to form representative groups. At an even earlier stage the G51 Free Parking Group emerged as the principal

organisation engaged on behalf of local residents and businesses. It participated fully throughout the pre-hearing and post-hearing exchanges. A solicitor advocate from the Govan Law Centre, Mike Dailly, led the Group at the hearing. Several local businesses and members of the public appearing individually also took part in opposition to the Order.

The hearing took the form of a series of topic-based discussion sessions aimed at a detailed exploration of the matters identified in an agenda issued in advance (see Appendix A) interspersed with several scheduled sessions for individual hearings. The hearing, which included an evening session, proceeded generally as scheduled in a programme agreed in advance (see Appendix B). It closed at 4:00pm approximately on the second day. Both the pre-hearing meeting and the hearing were well attended (see Appendix C for details).

Prior to the hearing I visited the area on several occasions in order to become familiar with the Govan area in general, the Queen Elizabeth University Hospitals and the area that would be affected by the proposed controlled parking restrictions. After the hearing I revisited the area in order to familiarise myself with public transport corridors to and from the hospital campus and to carry out detailed inspections aimed at a more thorough understanding of the issues on the ground.

Those taking part in the hearing are listed as follows:

The objectors

G51 Free Parking Group	Mike Dailly, Solicitor Advocate, Govan Law Centre, and Lisa Devlin; Carol Ball; Agnes Devlin; Adelina Loia; Anne MacDonald; Anne Todd; Charlie Coyne; Jim Creaney; and Alistair Sinclair; ;
Govan Workplace Ltd.	Pat Cassidy, Chief Executive Officer
McTears Auctioneers	Brian Clements, Managing Director Peter Ferguson, Harper Macleod LLP
Individual Objectors:	Michael Mackin Sheila McGeoch
Elected Representatives:	Chris Stephens MP; Humza Yousaf MSP; GCC Councillor Fariha Thomas; GCC Councillor James Adams GCC Councillor Stephen Dornan; GCC Councillor John Kane;

GCC TRO Team: Ann Faulds, Partner, CMS Cameron McKenna LLP
Jamie Rodden, Group Manager, Traffic & Road Safety,
Martin McColgan, Legal Manager,
Michael Brady, Assistant Group Manager
Blair Greenock, Principal Planning Officer
John MacKenzie, Technical Officer, Transport Planning
Scott McGregor, Engineering Officer

Fraser Murray, the designated Programme Officer, and Malcolm Tibbert, the Assistant Programme Officer, have provided invaluable assistance throughout the programming and administration of the hearing process for which I am most grateful.

Chapter 1 of the report outlines the general background to the proposed Order and Chapter 2 summarises its provisions and the procedure required to be followed before it can be made. In Chapters 3 – 10 I summarise the arguments made in the written and oral exchanges between the objectors and the Council's TRO team of officers. Although included in the hearing agenda the topic concerned with the implications of the proposed Order for commuters travelling into and out of the area attracted little useful discussion and is not included in the report. Chapter 11 contains my reasoned assessment of the matters in dispute. In Chapter 12 I state my conclusions and my recommendation. Appendix D is a copy of the request for views and further information on a potentially relevant parking displacement issue. The documents referred to at the hearing are listed in Appendix E.

ABBREVIATIONS

The abbreviations used in this report are as follows:

The Act	The Road Traffic Regulation Act 1984 (as amended)
The Council	Glasgow City Council
The G51 Group	The G51 Free Parking Group
The Order	The Glasgow City Council Linthouse and Shieldhall (Traffic Management and Parking Controls) Order
The Regulations:	The Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999
CPZ	Controlled Parking Zone
DPE	Decriminalised Parking Enforcement
ES	Environmental Statement – assesses the environmental impact of a development proposal under planning and environmental legislation
Fastlink	A bus rapid transit system along the Clyde corridor
GCC	Glasgow City Council
LES	Glasgow City Council Land and Environmental Services
LTS	Local Transport Strategy
LTS 2001-04	'Keep Glasgow Moving' A Local Transport Strategy 2001-2004
LTS 2007-09	'Keep Glasgow Moving' A Local Transport Strategy 2007-2009
NHSGGC	National Health Service Greater Glasgow and Clyde
QEUH	Queen Elizabeth University Hospital (formerly South Glasgow Hospital)
RPZ	Restricted Parking Zone
RTZ 2008-21	The Catalyst for Change – Strathclyde Partnership for Transport, The Regional Transport Strategy for the West of Scotland 2008–21
Section 75	A legal agreement between a developer and the Council made under a section of the Town and Country Planning (Scotland) Act to accompany and regulate a grant of planning permission.
SGPEAD:	Scottish Government Planning and Environmental Appeals Division
SPT	Strathclyde Partnership for Transport
TA	2007 Transport Assessment for the QEUH development proposal
TIA	Traffic Impact Assessment
TRO	Traffic Regulation Order

CHAPTER 1: GENERAL BACKGROUND TO THE PROPOSED ORDER

The general background to the proposed Order including the planning of the Queen Elizabeth University Hospitals development.

1.1 The background as contributed by the GCC TRO team

1.1.1 In 2002 the Scottish Government approved the Greater Glasgow GGCNHS Acute Services Strategy. The gist of the plan was to concentrate the in-patient care on three hospital sites instead of the five existing ones, In addition, in 2006, the Southern General site was chosen for a new children's hospital.

1.1.2 Pre-planning application discussions began in August 2006 for the new hospital development. Consultants prepared an Environmental Statement (ES) and a Transport Assessment (TA) together with an associated Framework Travel Plan.

1.1.3 In April 2007 the GGCNHS submitted the outline application for the new hospital accompanied by the ES and the TA. It was proposed to:

- (1) Increase the number of acute beds from 900 to 1900
- (2) Increase staff numbers from 4230 to just over 10100
- (3) Increase car parking from 1384 spaces to 3500 spaces

1.1.4 Of the 3500 proposed parking spaces the TA identified that 2400 should be allocated to staff and 1100 to patients and visitors. At the end of 2008 Scottish Government abolished car parking charging at GGCNHS hospitals. Prior to this GGCNHS charged for parking through a pay and display and staff permit system. Currently on-site parking is limited to staff permit holders and patients/visitors restricted to 4 hours maximum stay.

1.1.5 At the pre-application stage it was recognised that a robust transport strategy would be required to mitigate and minimise the impact of the development on the local road network and the local community. When fully operational the new hospital is expected to attract 27000 two-way trips daily from staff, patients and visitors. The constraints on the road network and the Clyde Tunnel in particular to accommodate any significant increase in traffic led to a strategy of modal shift from car to sustainable transport in line with national and local transport policy. It was agreed to cap traffic levels at 2007 peak period levels. In addition, the need for parking control in the surrounding area was recognised in order to curb overspill parking and to encourage modal shift away from private car travel.

1.1.6 Because of the varying demands and circumstances of different hospital developments there is no specific standard or guideline for hospital parking in Glasgow. The level of hospital parking is guided by the Transport Assessment taking account of the agreed mode share targets, operational requirements and accessibility by patients, visitors and staff. The provision of 3500 spaces for the new hospital development was dictated by capping of the vehicle trips to take account of the limited capacity of the local road network and a modal share target of 45% single occupancy staff car trips.

1.1.7 The Council approved the planning application with a number of conditions and entered into a legal agreement under section 75 of the planning act with the GGCNHS to

ensure that those measures agreed to constrain traffic demand were deliverable. The measures agreed in the section 75 agreement included:

- (1) Control of on-street parking;
- (2) Improved pedestrian and cycle routes;
- (3) A contribution to Fastlink;
- (4) Enhanced bus services and other public transport methods.

1.1.8 An area of 1km delineated around the site is thought to be the maximum most people would be willing to walk to avoid the on-site parking controls. A developer contribution of £750,000 for the scheme was sought through the section 75 agreement. In addition, the GGCNHS is contributing £750,000 for improved cycling facilities, £2.25 million for enhanced bus services and £1.5 million to Clyde Fastlink. These contributions accorded with the relevant city transportation policy framework.

1.1.9 Throughout the planning process the new hospital development was under extensive public scrutiny. From 2004 onwards the GGCNHS community engagement team sought to engage with local communities and the community Councils with a view to engaging locally in partnership and integrated planning structures. The team offered opportunities for community and patient groups to meet with GGCNHS officers and to provide links with the development of the master plan and the reserved matters submissions.

1.1.10 Application advertisement and neighbour notification undertaken during the planning process elicited one representation from a local business concerned with the monitoring of drainage quality and avoidance of contamination.

1.1.11 Following finalisation of the section 75 agreement, conditional planning permission was granted for the new hospital development on 30 July 2009. A more detailed master plan was developed and submitted to the Council as a specified matters application. This included an expanded rationale for the updated master plan, including on-site infrastructure and was approved on 24 June 2010. Scottish Government approved the business case in October 2010. The finalised Travel Plan was submitted in February 2014. Following the completion of the development the new Queen Elizabeth University Hospital opened to the public on 27 April 2015.

1.1.12 Parking provision on the hospital campus is managed by the GGCNHS with controls operating Monday to Friday 07:30 to 16:00. The car parking is free but operates with a 4-hour maximum stay for visitors and patients during these times. Parking is restricted to GGCNHS staff that qualify for permits for essential car use or by those staff engaged in car sharing. No controls are in operation overnight and at weekends thus allowing any member of staff to park on site. The GGCNHS is satisfied that parking on the campus can cope with demand during these periods.

1.2 The background as contributed by the G51 Group

1.2.1 As well as the Traffic Assessment the GGCNHS also commissioned a Social and Economic Benefits Analysis in order to examine the economic and social impact of the major investment of the new hospital on the wider community. Drumoyne, Linthouse and Govan comprise one of the most deprived areas in Scotland. This document recognises that the area is very deprived but it fails to consider this throughout the rest of the study.

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1.2.2 The G51 Free Parking Group was formed in November 2014 because of the anger and frustration felt by residents and businesses following the public exhibitions and subsequent meetings with Councillors and officers. Both residents and the business community were incensed at the prospect of being forced to pay for the running of a scheme to protect them from a situation created by the Council and the GGCNHS.

1.2.3 At a meeting with GCC officials in December 2014 the G51 Group presented its own “resident and visitor only” free parking scheme. The officers agreed to consider the proposals and respond to them by the end of the month but despite much pressure from the Group no response has yet been forthcoming.

1.2.4 Early in 2015 the G51 Group started its campaign to raise awareness of the parking issues. This included correspondence with Councillors and Council officers, MSPs, Scottish Government and the GGCNHS. Two public meetings with a combined attendance of over 500 people were held at which there were unanimous votes in favour of the “resident and visitor only” free parking scheme. Johann Lamont, the then MSP, expressed the view that the new hospital should be seen as a good neighbour to the community and that residents and business owners should not be penalised, especially financially.

1.2.5 Correspondence continued between the group and the authority with no evident satisfactory outcome. Lack of information on the statutory process caused added frustration. With some minor differences in layout the Council scheme was published in March 2015. It was evident that the Council had not taken into account any of the amendments suggested by the community or the Group.

1.2.6 On 2 April 2015 the City Council passed unanimously a motion welcoming investment in the new hospital but recognising the parking difficulties in and around the hospital campus. The Council decision added *“Given the particular requirements of the Southern Hospital and recognising the wider occasional need for special parking arrangements at other key locations in the city, Council considers that there will require to be **special measures** to manage parking in and around Glasgow and the Southern Hospital campus. Consequently, the Council recommends that officers continue to work as a matter of urgency with all partners and affected parties – including, if necessary, the Scottish Parliament – to devise a solution to parking issues in the area.”* [G51 doc 12]

1.2.7 On 10 April 2015 the G51 Group and local supporters marched from Linthouse to City Chambers to hand in 3729 letters outlining the reasons why the Council’s scheme was unacceptable to the local community.

1.2.8 In June 2015 an official of the Scottish Government advised the G51 Group that the GGCNHS Board had indicated that should the Council wish to use some of the developer contribution, set aside for on-street parking controls in order to subsidise the cost of residents permits, it may do so.

1.2.9 At a public meeting on 29 July 2015 attended by all local elected members it was agreed that the parking issue should be the subject of a public hearing conducted by an Independent Reporter and this was confirmed by a decision of the Council on 7 August 2015.

1.2.10 The gist of the G51 Group criticisms of the general planning of the new hospital complex is as follows.

- (1) The Council, GGCNHS and JMP failed to consult with the local community over the effects of the development and the anticipated parking problems. GCC may have served notification on properties adjoining the site but nothing was done to notify the rest of the area affected by the cap on parking in the hospital. In the Transport Assessment JMP claimed to have consulted Govan Community Council. However, this body does not represent the affected area and there is no mention of Drumoyne Community Council that does.
- (2) Applying the Council car parking standard to the new development would require 7893 parking spaces for the 10,525 staff, 1900 in-patients, 1900 outpatients and visitors. This compares with the recently revised figure of 3900 to be in place by the end of 2016. The capping of the parking at the hospital makes no allowance for staff changeovers or additional staff since the Transport Assessment in 2007.
- (3) There has been no significant upgrading of the road network around the hospital site since the completion of the Transport Assessment with the exception of the Fastlink bus lanes in Govan Road.
- (4) It is unrealistic speculation to believe that the capping of parking at the hospital will encourage the use of public transport and walking and cycling.
- (5) Instead of the residents only parking scheme recommended in the Transport Assessment upon which the granting of planning permission was based the Council is proposing a "Shared Use Pay & Display" scheme in which residents share the streets with commuters from outside the area.
- (6) The GCC only accepts the parts of the TA that it wants to because it sees an opportunity to make money out of the parking charges. It proposes to achieve this by restricting hospital parking and forcing staff, out-patients and visitors onto the surrounding streets where GCC can operate a "shared" scheme and install parking meters.
- (7) Throughout the TRO process GCC officers have failed to engage with and work with the local community. A negotiated engagement could have led to an agreed solution. The officers failed to keep their promise to make public its assessment of the G51 parking scheme.

GCC response

1.3 The Council commented that it has complied with the steps required by the Regulations throughout the TRO process and that it has also engaged with the community by organising a public exhibition for the TRO and officer-level attendance at public meetings in the area.

CHAPTER 2: THE PROVISIONS OF THE ORDER AND THE TRO PROCEDURE

2.1 The provisions of the proposed Order

2.1.1 The draft Order applies to all roads within the proposed zone boundaries. Within the zone the restrictions would operate during the hours Monday to Friday 8am to 6pm, unless indicated otherwise. Some waiting and loading restrictions will apply at all times for traffic flow and safety reasons.

2.1.2 Resident parking permits will be available for those with a qualifying address and these will allow them to park without time restraints. Each permit will apply to an individual vehicle registered at the address and not a household or person. Each permit will cost £50 per year or £15 per quarter.

2.1.3 Shared use parking spaces would be provided within the parking control zones for use by permit holders or other persons willing to pay. Pay and display machines will be provided throughout the area. An e-payment system will also be provided. Paid parking will be charged at 20 pence for the first 30 minutes and 20 pence for every 10 minutes thereafter, restricted to a maximum stay of 3 hours.

2.1.4 Any resident, whether they are permit holders or not, will be able to apply for residents' visitor permits for use by visitors or trades people in the form of scratch cards. Permits will be charged at £2 each for a 6-hour period available in books of five with a maximum of 40 individual scratch cards per annum. Requests for more than 40 would be considered on a case-by-case basis. The scratch cards would be required to be displayed only during charging hours and visitors may display three concurrently for longer stays.

2.1.5 Businesses in the zone may apply for parking permits, which will allow parking without time restraints and there would be no restriction on the number of permits that can be purchased per business. Each permit will cost £700 per year. Each would relate to the business and not a specific vehicle and would be transferable.

2.1.6 Other proposed control measures include:

- Zone entry and exit signage
- No waiting at any time restrictions
- No waiting and no loading or unloading at any time restrictions
- No waiting Monday to Friday 8am – 6pm.
- 1735 shared use parking spaces
- 34 designated disabled parking spaces
- 20 designated motorcycle parking spaces
- 5 designated goods vehicle loading only bays Monday to Friday 8am to 6pm
- One-way operation with an exemption to allow cyclists to travel in both directions
- No entry except cycles on two-way roads to maintain permeability for cyclists whilst controlling and managing all other traffic flow.

2.1.7 As a result of comments received the Council has amended the Order to allow:

- Accommodation wherever possible of applications for disabled parking bays. This may result in a loss of parking spaces.

- Accommodation wherever possible of applications for new footway crossings up until the Order is made. This too may result in a loss of parking spaces.
- Relaxation of design standards to provide an additional 62 shared spaces.

2.2 The procedure for making the Traffic Regulation Order

2.2.1 At my request the GCC TRO team provided the following clarification of the legal provisions for the making of the proposed Order and holding the hearing.

“Pre-hearing Procedure

If a Council is considering making a traffic regulation order they must follow the procedure set out in the 1999 Regulations (the Local Authorities’ Traffic Orders (Procedure) (Scotland) Regulations 1999).

The first stage is to consult certain organisations that have a direct interest in traffic management; e.g. the Chief Constable, emergency services, bus operators, freight transport, road haulage association. The Council takes the views of those bodies into account before deciding whether or not to proceed with the proposed Order.

If the Council decides to proceed, the second stage is to carry out wider public consultation. This involves publishing in the local newspaper a public notice, which explains the proposed traffic measures and the roads affected by those measures. The public notice explains where any interested person can inspect the order and its supporting documents. Those documents must include a ‘relevant map’, which shows the proposed measures on the affected roads. The public notice also provides a deadline for submitting written objections to the order.

All of the objections received must be considered by the Council before a final decision is taken. In some cases, such as measures affecting bus operations and restrictions on access over 8-hours a day, an outstanding objection triggers a mandatory public hearing (see Regulation 8). However, the Council may hold a public hearing into outstanding objections, even if the case in question does not require a mandatory hearing. This is because the Council has a general discretion to hold a public hearing into objections in any case.

In this case, the Council decided to hold a discretionary public hearing into the objections.

Post-hearing Procedure

Before taking a final decision on whether or not to make the order, the Council must take into consideration (1) all of the outstanding objections and (2) the Reporter’s report and recommendations.

The Reporter’s recommendations are not binding on the Council. The final decision is for the Council. The options available to the Council at this stage are:

- To make the order without modification;

- To modify part of the order but a modification must not extend the application of the order or increase the stringency of any prohibition or restriction within it;
- To make part of the order and defer a decision on the other part(s).
- To abandon the order, or part of the order.

If the Council make the Order, they must publish another public notice, which confirms (1) the date on which the Order was made and (2) the date on which the Order will come into force. The public notice will also provide detail on where the Order, as made, can be inspected by the public.

There is a right to challenge an Order on a point of law by petitioning the Court of Session within six weeks of the date on which the Order was made.”

2.2.2 The following further clarifications were provided on behalf of GCC in response to questioning:

- This is the first occasion that the Council has decided to hold a discretionary hearing into a proposed traffic regulation order.
- Presumably, the Members who decided to ask for a discretionary hearing to be held in this case did so because of the number of objections.
- Its Executive Committee will take the decision on the four options available to the Council. It is not a function delegated to officers.

CHAPTER 3: PLANNING AND TRANSPORTATION ISSUES

3.1 The strategic planning and transportation policy related issues and any bearing they may have on the proposed making of the Order.

GCC case in summary

3.1.1 The outline planning application for the hospital development was assessed against national and local planning policies. The supporting Transportation Assessment (TA) was produced in accordance with the national planning policy SPP17 – Planning for Transport, the guidance in Planning Advice Note 75 and local planning policies in the 2003 Glasgow City Plan. The Council’s assessment took account of local planning strategy in the Glasgow and Clyde Valley Joint Structure Plan 2000 and the finalised draft 2007 City Plan 2.

3.1.2 The assessment also took into account Keeping Glasgow Moving – Local Transport Strategy 2007 – 09, which remains the currently approved policy provision and is consistent with the Regional Transport Strategy for the West of Scotland 2008 - 21.

3.1.3 The Council considers that the Linthouse and Shieldhall parking controls specifically relate to two high-level objectives LTS 1 and LTS 3.

- LTS 1 - GCC will support the continuing physical, social, economic, cultural and environmental regeneration of the City by maintaining and promoting efficient and effective transportation services and infrastructure within Glasgow. [Keeping Glasgow Moving]
- LTS 3 – GCC will promote healthy and environmentally sustainable methods of transport that minimise emissions and energy consumption including those that involve physical activity [Keeping Glasgow Moving]

3.1.4 Other relevant policies include:

- Policy TRANS 4 of the 2003 Glasgow City Plan: The city Council will apply restraint based maximum car parking standards to new non-residential development and will progressively extend controls on on-street parking throughout the city.
- LTS 2 – GCC will promote social inclusion and tackle poverty by seeking to ensure that transport is accessible to all sections of the community and provides good links to employment, health care, education and leisure. [Keeping Glasgow Moving]
- LTS 4 – GCC will improve the safety and the actual and perceived security of travelling within the City by reducing accidents and enhancing the personal security of all users of the transport network. [Keeping Glasgow Moving]
- LTS 5 – GCC will promote the integration of the transport system and provision of travel information within Glasgow. [Keeping Glasgow Moving]
- Policies TRANS 1, TRANS 8 and Development Guide DG / TRANS 4 – Clyde Fastlink – Developer Contributions. [2007 City Plan 2]
- ‘Chapter 6C of the LTS 2007-09 sets out the Council’s traffic and demand management policies, explaining how the statutory planning process is used to influence travel patterns to new developments. By facilitating the provision of parking at some locations and restricting it elsewhere, it is possible to influence which trips are made by car and to what extent. [Keeping Glasgow Moving – Local Transport Strategy 2007 – 09]

3.1.5 Other key specific policies for parking in Keeping Glasgow Moving – Local Transport Strategy 2007 – 09 include:

- P1 – Progressively extend controls on on-road parking throughout the city
- P2 – Charge for parking on all ...designated bays on road
- P3 - Set parking charges to meet the costs of administrating and enforcing on road parking
- P4 – Reduce the availability of long-stay commuter parking to discourage journeys to work by private car
- P5 – Ensure adequate enforcement of parking regulations ...
- P6 – Provide priority access to on-road parking spaces for residents of dwellings built prior to 2000 over commuter parking where demand requires.
- P7 - Ensure provision of adequate short term parking provision for business, shopping and tourism.

3.1.6 According to the Council the main strategic priorities identified in the Regional Transport Strategy for the West of Scotland 2008 – 21 that are particularly applicable to the Order are:

- Encouraging modal shift to sustainable transport modes;
- Improving access to services, including health care and education;
- Supporting land use planning strategies, regeneration and development by integrating transport provision.

G51 Group

The gist of the objectors' rebuttal arguments is as follows.

3.1.7 The proposed scheme is based on the false assumption that parking controls are a viable alternative to a need to upgrade the road infrastructure around the new QEU hospital. In amalgamating five units from across the city into a national facility on one campus the planners have widened the area of residence for staff and massively extended the area of residence of patients and visitors. This has been done without any regard to the principle of reducing the need to travel and without any investment in road infrastructure.

3.1.8 The G51 Group questions the practicality of achieving a modal shift to bus and rail travel, which underlines the strategy to cap the parking on the hospital campus. Trying to force people onto buses and bikes will not happen. Public transport does not suit modern lifestyle/ work balance and working patterns. Many workers have to drop off their children to childcare or school before coming to work or have other commitments that prevent commuting by bus. There are many areas of the city, which cannot access a direct bus to the hospital. Some people are forced to change two or three times to complete a journey. Most of the buses that have been added to access the hospital are almost always empty. Railway links to the hospital have not been upgraded. People are deterred from using cycle lanes because of the safety concerns.

3.1.9 The £40 million Fastlink is a "white elephant". As a collection of short bus lanes there was no possibility of it improving travel times. It is slow, has failed to attract the public to use it and is an example of the flawed thinking that imagines that car users would be tempted to switch to public transport.

3.1.10 In any case, the Group fails to understand how the Council's open to all pay to park scheme that would encourage hospital parking to overspill into the surrounding area would address (i) the concerns of the Transport Assessment aimed at the protection of the local community and (ii) assist in encouraging a modal shift from private car use to more sustainable forms of travel. Surely the way to achieve both these objectives would be to exclude outsiders from parking in the area and introduce a residents and visitors only scheme.

3.1.11 Rather than discourage commuting by car to and from the hospital the meters set for a maximum 3-hour stay would provide hospital visitors and outpatients with a secure parking space for 3-hours which many would find attractive.

3.1.12 If, as claimed, there are more parking spaces for patients and visitors than for staff at the hospital, and staff members are deterred from parking in the metered area due to the 3-hour restriction, it could be argued that there is no need for any of the meters in the residential streets.

3.1.13 Scottish planning guidance is that parking should be supplied for 75% of staff attending a workplace. It is inexcusable that inadequate parking has been provided in this case.

adjacent residential streets. The TRO is required on the existing unrestricted roads network surrounding the hospital campus to suppress commuter parking, encourage modal shift to sustainable transport choices and mitigate increases in congestion. This approach is consistent with existing successful parking controlled zones in the city.

3.2.9 The outline planning permission capped car-parking provision at 3500 spaces. Two multi-storey car parks with a total capacity of 1585 spaces were built in time for the opening of the new hospital building. A third and final 931 space multi-storey car park is due to be completed in August 2016. In addition it is proposed to expand an existing 190-space surface car park to 459 spaces. However, a planning application to extend a 190-space car park off Langlands Drive by another 269 spaces has been withdrawn.

3.2.10 The existence of temporary car parks with a total capacity for 1356 vehicles has deferred the parking displacement thereby offsetting the expected impact on the residential streets. The privately owned Ogilvie car park contains 772 spaces on third party land to the west of Hardgate Road. The permission for the NHS temporary car park containing 584 spaces off Linthouse Road lapses in October 2016. These temporary car parks are largely unmanaged and were both due to close in 2016. The Council expects that following their closure the majority of the users of the temporary car parks would not meet the GGCNHS car parking strategy criteria to be permitted to park on site and that those cars are likely to migrate onto nearby streets during the managed hours. [GF 2.09.2016: *An appeal to the Local Planning Review Committee has resulted recently in temporary planning permission for the Ogilvie car park being extended for a further year to July 2017.*]

3.2.11 Excluding the off-site 1396 temporary car parking spaces the total permanent on-site car parking provision will amount to some 3740 spaces. The closure of the temporary car parks is required as part of the capping strategy aimed at encouraging modal shift. These car parks were needed to accommodate construction workers' vehicles and to facilitate the initial migration of staff from other hospitals. The planning authority cannot sanction these car parks on a permanent basis. This would undermine the overall parking strategy that includes encouraging staff to use Fastlink and other means of public transport.

3.2.12 The development plan provides the vision for the hospitals and the university. There are various physical constraints on improving the transport infrastructure in the area, including the Clyde and the sewage works, and insufficient available financial resources at the time when the project came on stream. There has been a significant investment in the public transport infrastructure and local upgrading works to the road network. What has emerged is a workable sustainable solution given the available resources at the time.

3.3 The relevance or otherwise of the parking control scheme required by the section 75 agreement accompanying the planning permission for the QEUH development and whether there are any significant differences from the Order

GCC case in summary

3.3.1 The section 75 agreement states: *"The Planning Authority has identified the potential need for Controlled Parking Measures arising from inter alia the Development."* (Paragraph 7.1) It also requires the GGCNHS to provide a contribution towards the costs of carrying out the controlled parking measures" (Paragraph 7.2) that are "...necessary to

offset the impact of the development and is to be used for this purpose and for the costs of developing and promoting the required Traffic Regulation Orders” (Paragraph 7.7).

3.3.2 The agreement binds the Council to *“manage and operate the controlled parking measures, including the setting of parking charges, in a manner which meets the Travel Objectives ...”* (Paragraph 7.8)

3.3.3 In addition to the Scheme, the measures agreed, within the section 75 include:

- GGCNHS funding of £750,000 for improved pedestrian and cycle routes to service the new hospital. An additional £750,000 was leveraged from Sustrans. Routes included a shared use footway connection to Braehead, cycle lanes and other on and off carriageway improvements between Shieldhall Road and Peninver Drive, on Langlands Road, in the Clyde Tunnel, through Cardonald Park and a new cycle route linking to Bellahouston Park.
- GGCNHS funding of £1,500,000 for the Clyde Fastlink between the city centre and the hospital site via the International Financial Services District and Govan. In 2011 Strathclyde Partnership for Transport secured £40 million to implement Fastlink from Scottish Government.
- GGCNHS funding of £2,225,000 for bus service improvements to complement and expand the advantages of Fastlink including three new bus services north of the Clyde and enhanced services south of the river. The GGCNHS funding would be used to support these services for a period of 3 years following the opening of the QEUH.
- The GGCNHS Travel Plan is pivotal in implementing the strategy of modal shift to sustainable transport and minimising the transport element of the hospital carbon footprint.

3.3.4 Fastlink incorporates a range of bus priority measures to secure journey time reliability, enhanced stops and real-time information. The service offers a 15-minute journey at 10-minute intervals at peak periods and 20-minute intervals off-peak between the city centre and the site and facilitates interchange with the Subway, City Centre rail termini and Buchanan Street bus station. It commenced operation in advance of the opening of the new hospital development and there are proposals to extend the service to Braehead.

3.3.5 A schedule sets out the objectives for the agreement drawn from the Travel Plan:

- (i) To ensure that the volume of car travel to and from the development does not rise above existing ‘am’ and ‘pm’ two-way levels at the Govan Road and Hardgate Road entrances to the site.
- (ii) To ensure that all car travel to and from the development can be accommodated by on-site parking provision within the development and which equates to in the case of development users employed at the development a maximum 45% modal share target for car driver trips to and from the development; and in the case of any other development users a maximum of 72% modal share target for car driver trips to and from the development.

(iii) To deliver a progressive reduction in the use of private cars encouraged by a series of measures within the Travel Plan that help to reduce dependency of development users on single occupant car use and help to reduce the dependency of development visitors on car use. The measurement of this objective will be based on increased proportion of trips using public transport, car sharing, cycling and walking to and from the development.

(iv) To encourage the use of such sustainable modes of transport to and from the development.

3.3.6 Objectives (ii) and (iii) above also refer to an obligation to report annually the survey findings during daytime hours on a typical working day of development users and visitors parking on and off the development and of development users mode of travel. The achievement of the objectives is dependent on the Council securing effective control over on street parking and the delivery and operation of Fastlink. The Council is awaiting the first monitoring report that is to be submitted no more than 2 years after the opening of the new hospital.

3.3.7 The agreement obliges the GGCNHS to appoint and employ a travel co-ordinator charged with operating, reviewing and adapting measures to achieve the traffic cap and the maximum modal share target for car driver trips to and from the development. These are to include promotion of sustainable transport modes to users and visitors; operation and active promotion of a car sharing scheme and car parking management for staff, patients and visitors; promoting and encouraging ways of working reducing the need for travel such as flexi time, compressing the working week and home working; and measures to improve the accessibility and attractiveness of public transport to development users.

GCC expansion of its evidence on this topic at the hearing

3.3.8 Paragraph 7.4 of the section 75 agreement entitles the planning authority to request payment from the GGCNHS from the controlled parking contribution for the costs of the development and promotion of the required traffic regulation orders associated with the controlled parking measures.

3.3.9 Paragraph 1.1 of the agreement defines the controlled parking measures as “a scheme of controlled parking on streets without the site and generally in accordance with the details contained within Part 4 of the Schedule”; i.e. within the area shown on the map on page 37 of the agreement.

3.3.10 It is evident from paragraph 7.7 that “the controlled parking contribution is a commuted sum in lieu of those “controlled parking control measures that are necessary to offset the impact of the development and is to be used by the planning authority for this purpose and for the costs of developing and promoting the required traffic regulation orders.”

3.3.11 In paragraph 7.8 the planning authority “undertakes that it shall manage and operate the controlled parking measures, including the setting of parking charges, in a manner which meets the Travel Objectives” and “shall take account of any comments” of the GGCNHS in this regard.

3.3.12 This introduces room for debate as to the scope of these Travel Objectives. In order to inform this debate it is necessary to have regard to the definition of the objectives of the agreement and the Travel Plan provided at paragraph 1 of Part 1 of the schedule to the agreement [see 3.3.5 above].

3.3.13 Returning full circle to paragraph 7.4, the Council is entitled to request payment for the development and promotion of the required traffic regulation orders associated with the controlled parking measures rooted in the objectives of the agreement and the travel plan.

3.3.14 Coupling all this with clause 7.10 of the agreement establishes that the section 75 controlled parking contribution has to be spent on the planning objectives. It may be that a formal modification the section 75 could be agreed between the GCC and GGCNHS to allow the controlled parking contribution to be used to pay for parking permits.

3.3.15 The Road Traffic Regulation Act 1984 provides roads authorities with the power to charge for parking but this is a discretionary power and there is no duty to charge. The current regime of charging for permits is therefore one rooted only in established transport policy. However, departures from this policy could be vulnerable to legal challenges if they led to a diversion of resources from other priorities.

G51 Group case in summary

3.3.16 When seeking a way to address the impact of overspill parking on the surrounding area the Transport Assessment recognised that *“The most suitable method of control would be to introduce a residents’ parking scheme whereby residents would be able to park on street while the remainder of the general public would be excluded.”* adding that the scheme would require the introduction of new Traffic Regulation Orders promoted by the Council. Instead of the residents only parking scheme recommended in the Transport Assessment upon which the granting of planning permission was based the Council is proposing a “Shared Use Pay & Display” scheme in which residents share the streets with commuters from outside the area.

3.3.17 The GCC only accepts the parts of the TA that it wants because it sees an opportunity to make money out of the parking charges. It proposes to achieve this by restricting hospital parking thereby forcing staff, out-patients and visitors onto the surrounding streets where GCC can operate a “shared parking” scheme and install parking charges and meters. GCC refers to the TA noting the need for parking controls whilst ignoring the recommendation in the TA for a “resident only” parking scheme for the area.

G51 Group’s expansion of its argument at the hearing

3.3.18 The reason for the proposed parking scheme is rooted in the planning permission for the QEUH and the requirements of the Section 75 agreement.

3.3.19 It is evident from the planning officer’s report that the recommendation that permission in principle should be granted was based on the findings that:

- The impact on the quality of life and residential amenity of existing and residential communities is one of the key issues requiring to be accommodated as an integral part of the development brief [page 3]

3.3.27 In any case, the GCC, as a local authority, is bound to comply with the general principles of public law such as: equality, fairness, transparency, reasonableness and proportionality when carrying out its functions and developing policies, actions and proposals. Failure to comply with such principles could lead to a legal challenge. The use of section 75 funds to subsidise parking permits would provide residents of this area with a benefit unavailable in other areas of the city. Arrangements are available to subsidise resident parking permits during events (Hampden and Scotstoun). However this only applies to event's day parking, which is different to the G51 proposal. Adopting the G51 proposal could lead to the charge that the Council is acting in an unfair and inconsistent manner.

3.4 Whether or not the Transport Assessment produced in 2007 and other available data provides an adequate and up-to-date information base upon which to assess the impact of the proposed Order on the area.

G51 Group case in summary

3.4.1 The Transport Assessment is out of date and much of its data is now inadmissible.

- Staff numbers have increased with the development of the hospital.
- The journey to work data is out of date.
- Staff working hours have changed with nursing staff working 12½-hour shifts instead of the 8-hour shifts in 2007.
- Visiting times have extended to 1:30pm to 8:30pm instead of the 2 hours in the afternoon and 2 hours in the evening sessions in 2007.
- Increased car ownership and use amongst hospital staff and residents.
- The capping of parking places at 3500 spaces is based on the out of date 2007 data.

3.4.2 Consequently, instead of unrealistic conclusions drawn in 2007, different findings would be drawn today.

3.4.3 The Social and Economic Benefit Analysis also contains information that is out of date and suffered from lack of community engagement. It failed to:

- Take account of its own data (G51 doc 2 (4.10 - 14)
- Prevent the loss of business to local shops that has occurred due to the new hospital layout and the ending of staff breaks on the ward
- Influence the provision of car parking needed in response to its own home residence data (Table 4-2).

3.4.4 GCC and G51 Group are agreed that parking control is necessary. The issue today is to decide the best solution and GCC's proposal is formulated on a TA and thinking that is now 9 years out of date.

GCC oral response

3.4.5 The purpose of the TA was to assess the planning application for the hospital development and there is no reason to repeat that assessment.

3.4.6 The TA is not flawed. It is based on sustainable planning principles and a finding that there is no spare capacity on the local road network.

3.4.7 The need for a scheme of parking control is accepted and the details of the proposed Order are based on the professional experience and expertise of the Roads Authority.

3.5 The relevance or otherwise of the Council's strategy for rolling out of parking controls across the city, including the desire for consistency, and whether or not there are exceptional considerations stemming from the hospital development and the socio-economic characteristics of the area that may justify a different approach in the Linthouse, Shieldhall and Drumoyne areas.

GCC case in summary

3.5.1 Over several decades the Council has been progressively introducing parking controls throughout the city to manage parking demand in a time of increasing car ownership with a view to reducing congestion, improving air quality and encouraging healthier, more sustainable modes of transport.

3.5.2 The first parking control zones in Glasgow were designated for the city centre and Garnethill and Hillhead in the 1960s and 1970s. The city centre zone was extended in the 1990s.

3.5.3 In 1999 parking enforcement was transferred from the police to the Council as part of Decriminalised Parking Enforcement legislation. The DPE regime enables the Council to administer its own parking controls and to retain income from penalty charge notices and parking fees to finance the operation, enforcement and adjudication of the regime.

3.5.4 Restricted Parking Zones, which dispense with yellow road markings, were introduced into residential areas in line with the Local Transport Strategy 2001-2004, Keep Glasgow Moving. These schemes introduced shared use parking for use by a range of road users and resident's permits. Permit holders can park for any time whereas other users are limited to a maximum 3-hour stay. The £50 annual permit fee has not increased since that time.

3.5.5 In 2007 the Council introduced Business Parking Permits at a fee of £700 per annum, which can also be paid quarterly. Unlike the residential permits these parking permits are transferable between vehicles thus providing greater flexibility for business.

3.5.6 A Restricted Parking Zone was introduced in the vicinity of the Royal Infirmary in 2007 and further parking controls in the West End in 2010. A standard tariff across all controlled parking areas outside the city centre has been in place since 2013 and that year also saw a significant extension of parking controls elsewhere in the city, all in line with the Keeping Glasgow Moving strategy. The Council maintains that, as far as practicable, these schemes are consistent in terms of fairness and equality.

3.5.7 Key features of the parking controls in the city are their consistency, which makes them more easily understood, the priority given to residential parking over commuter parking and the prevention of obstructive and unsafe parking practices.

3.5.8 It should be borne in mind that any TRO can be reviewed and revised or revoked following implementation and GCC will keep the situation under review should the Order be made and implemented.

G51 Group case in summary

3.5.9 The G51 Group is opposed to the GCC “one size fits all” policy of progressively extending shared use pay and display parking controls throughout the city. It contends that parking schemes in the city should be tailored to the widely varied needs of different areas.

3.5.10 The proposed pay to park scheme contravenes the Council objective to support the continuing physical, economic, cultural and environmental regeneration of the area. Charging the local residents in an area of multiple deprivation £50 per year makes no sense in regeneration terms. Reducing parking space and charging visitors and carers to park will harm the social regeneration of the area. The increase in traffic with outsiders being encouraged to park will increase pollution, affect health and reduce road safety.

3.5.11 The GGCNHS commissioned the Social and Economic Benefits Analysis in order to examine the economic and social impact of the major investment of the new hospital on the wider community. Drumoyne, Linthouse and Govan comprise one of the most deprived areas in Scotland. This document recognises that the area is very deprived but it fails to consider this throughout the rest of the study.

3.5.12 The Understanding Glasgow Neighbourhood Workbook draws on the 2001-2011 census data for Greater Govan. Key findings that reinforce the multiple deprivation status of the area include:

- Income deprivation 29.4% higher than the Glasgow average
- Unemployed 43.3% higher than the Glasgow average
- Long-term sick / disabled 40.8% higher than the Glasgow average
- Persons in bad and very bad health 29,7% and 27.4% higher than the Glasgow average

Glasgow has the highest levels of deprivation in the whole of Scotland due mainly to the loss of shipbuilding industry.

3.5.13 It makes no sense in an area with unemployment 43.3% higher than the Glasgow average to cripple local businesses by charging £700 per annum for each parking permit.

3.5.14 Given the multiple deprivation in the G51 area neither the residents nor their visitors should have to pay to park in the street. Carers, builders and tradesmen will all have to pay to park, that is if they can find a free space.

3.5.15 The “uniformity of control” principle is also seriously flawed in traffic planning terms, as it takes no account of differences between areas. The situation in residential areas where there are mainly cul-de-sacs is very different from that of the main roads and as such requires different solutions.

3.5.16 Neither of the two parking schemes already introduced in the G51 area uses meters or charges the local residents for the cost of the scheme and its enforcement by traffic wardens. Neither scheme therefore is self-financing, as is only fair in the circumstances.

3.5.17 A GCC memo of 3 August 2015 established that instead of examining the profile of the area affected by the Order (in which an above city average of the adult population receive unpaid care) GCC has decided that since other areas have persons who are disabled or in need of care there is no discrimination and no need for equality assessment. The Council's yardstick for discrimination based on comparing population groups in one geographical area of the city against the equivalent population group in another breaches the Equality Act 2010 and statutory guidelines for equality assessment. Section 149 of the Act imposes a public sector duty on the Council to have due regard to the elimination of disability by considering the impact of the TRO on those with a disability or requiring care against those persons in the same locality with no such protected characteristics. The GCC test for discrimination, therefore, is based on a geographical test that is flawed in law.

3.5.18 The national stature of the hospital and the high levels of deprivation provide a dual justification for departing from the uniformity of control principle and adopting the G51 free parking scheme.

GCC response

3.5.19 The map in the Scottish Index of Multiple Deprivation indicating the 15% most deprived data zones in Glasgow shows that there are comparable levels of deprivation covering large areas of the city.

3.5.20 The GCC scheme does not discriminate against those in different population groups in comparison to other areas where similar controls are in place or are programmed.

3.5.21 There is no controlled parking zone in Glasgow without its disabled and people requiring care at home. The Council's parking practices take this into account with the special provisions for blue badge holders, the issuing of parking permits on a case-by-case basis and the reimbursing of professional carers from the community care budget.

3.5.22 Because of these provisions a full Equality Impact Assessment was not required. The assessment in this case was not a rubber-stamping exercise. None of the relevant consultees has raised a concern.

CHAPTER 4: THE G51 GROUP FREE PARKING SCHEME

4.1 The G51 Free Parking Group alternative parking controls scheme

(Summary drawn from G51 statement of case and G51 doc. 6)

4.1.1 The G51 Group Residents and Visitors parking only scheme for residential areas proposals are as follows:

- It is proposed that residents with cars would be issued with free permits for their vehicles registered to their specific address.
- All residents would be issued with 2 free visitor permits bearing the address of the house. Residents would give these cards to their visitors to display in their vehicle for the duration of their visit.
- There would be no painted bays of yellow lines on the streets and no parking meters.

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4.2.5 Businesses would be issued with free permits carrying the name of the business. Staff issued with these permits would be able to park at their place of work without any restrictions. This would ensure a greater chance for businesses in this deprived area to survive.

4.2.6 The Group welcomes the short-term parking concession for businesses depending on passing trade. 3-hour maximum parking spaces could attract medium term parking thereby compromising the availability of spaces for the short term parking upon which many businesses depend.

4.2.7 Meters set for free 20-minute maximum stay should be installed in the vicinity of shops that have a frequent turnover of customers. The G51 Group's scheme would allow businesses whose customers require longer than 20 minutes to have cards for customers to put in their cars authorising longer stays.

4.2.8 Allowing metered spaces to be used for up to 3 hours protects the right of outsiders to park their vehicles in the area. A maximum stay of 3-hours would not guarantee residents and their visitors a space and would not ensure a turnover in bays for residents and visitors to local businesses.

4.2.9 The Group also disputes the GCC claim that residents cannot control visitor parking. A similar scheme to the G51 visitor permits is operated by GCC in the Event Day Parking Zones.

4.2.10 Painting specific bays and installing meters reduces the available space to park. This will affect all streets and especially the main roads where the businesses share parking with the residents.

4.2.11 The G51 Residents and Visitor parking only scheme would protect the right of all disabled badge owners to park free in the area gaining easy access to their homes or the households or businesses that they wish to visit.

4.2.12 Unlike the proposed Order, the G51 Group free Residents and Visitor parking scheme would ensure that there would be no parking available for commuters or outsiders thereby encouraging them to use public transport and other methods of sustainable travel. It is therefore superior to the Council's scheme in meeting the policy objectives of modal shift, reducing congestion and pollution, whilst promoting health and well-being.

4.2.13 The proposed scheme in the Order fails to address the Travel Plan and section 75 criterion that the parking controls should be protected from parking overspill from the hospital. The G51 Group's free Resident and Parking scheme on the other hand meets all the strategic policy and environmental objectives. It would be a lot easier and cheaper to implement and enforce, whilst providing complete protection for residents, businesses and visitors. It would dissuade commuters from short and long-term parking in the area much more effectively than the Council scheme and would complement to a much greater degree the GGCNHS campus parking strategy and its travel plan commitments.

4.2.14 As a summary the G51 Group's proposal will:

- Reduce the implementation costs to GCC.

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- Avoid unnecessary white lined parking bays in residential streets.
- Provide protected parking for local residents as per GCC policy.
- Protect parking for local businesses and allow them to thrive.
- There would be minimal administration costs to be absorbed by the GGCNHS section 75 contribution and no financial burden on local residents and businesses.

The proposed Order meets none of these objectives. Instead it penalises the community and struggling local businesses and fails to meet the Council's published policies for the control of parking at the new hospital.

GCC case and response in summary

4.2.15 Only the local authority has powers under the Act to maintain and manage the road network. Members of the public cannot exercise those powers. Therefore transferring the management of visitor permits to residents would not be considered.

4.2.16 The G51 scheme cannot be implemented because of the policy for a consistent roll out of parking controls across the city. However, this is matter that the Reporter may wish to re-assess and GCC may wish to re-consider.

4.2.17 GCC accepts that the G51 scheme removes commuter overflow parking from the area.

4.2.18 If the Council were minded to adopt the G51 Group's scheme there would not be any scope to modify the current Order. This is because the withdrawal of shared parking from extensive areas of the control zone would increase the stringency of the scheme by removing the opportunity for the general public to park in the area.

4.2.19 The scheme cannot be piecemeal and must be sufficiently stringent to meet the Travel Objectives.

CHAPTER 5: ADMINISTRATIVE MATTERS IN DISPUTE

5.1 The justification or otherwise of the self-financing criterion for the proposed scheme

G51 Group case in summary

5.1.1 Residents should not have to meet the cost of parking controls in their area when GCC is clearly culpable for causing the problem by approving the QEU hospital development without adequate parking and failing to improve the road infrastructure connecting the hospital to the M8.

5.1.2 Scottish Government has confirmed that the section 75 money can be used to subsidise resident permits. Given the hospital is a national asset any shortfall required to cover the cost of any parking scheme for the area spent over the section 75 development contribution should come from Scottish Government's infrastructure budget.

5.1.3 The GCC claims that parking control schemes should be cost neutral but the figures show that they are highly profitable with a total income of over £9 million from parking charges and £1.5 million from parking fines.

5.1.4 The estimated returns from the GCC scheme from shared metered parking (£89,000) do not include the income from the charges for permits. Including the £700 annual business charges the returns amount to £125,000 without including the revenue from residential permits. Given these figures the claim that there is not a profit element to the GCC scheme for the area is unconvincing. Indeed, the figures show that GCC parking control is highly profitable with a total income of over £9 million from parking charges and £1.5 million from parking fines. This disproves the GCC claim of cost neutrality.

5.1.5 Opposition to having to pay for a parking scheme is not the only issue and has generated less anger than the proposed “shared parking” model proposed by the Council. By highlighting the objection to paying for permits GCC seem to be trying to depict the people of G51 as miserly, rather than people with a genuine range of grievances.

GCC case in summary

5.1.6 Decriminalised Parking Enforcement (DPE) schemes should be cost neutral, as much as practicable, in accordance with the Road Traffic Regulation Act 1984 (as amended) and in line with all other parking controlled areas throughout Glasgow. Income generated through permits, paid parking and penalty charge notices contribute towards the enforcement, management and maintenance of the scheme. Although the implementation costs for the scheme would be funded from the GGCNHS section 75 contributions, the on-going revenue cost would be the Council’s responsibility.

5.1.7 Transport Scotland * on-line guidance states: *“DPE regimes should be financially sustainable as far as is possible, using the revenue from penalty charge notices and other parking income to meet the costs of the regime.”* (*www.transportscotland.gov.uk/road/parking)

5.1.8 The self-financing criterion must take into account the possibility that no-one has to pay penalties.

5.1.9 Some TROs do not meet their costs but may be balanced out by those that do.

5.2 Whether or not there are comparable cases of parking controls being imposed to address high volume parking pressures generated by recent single site developments elsewhere in the city and their relevance or otherwise for the making of the proposed Order.

G51 Group case in summary

5.2.1 The Council introduced an event day parking zone in the streets near Hampden Park stadium to discourage spectator car parking and encourage the use of public transport. It introduced free residential parking to existing residents and excluded non-permit holders. The scheme also allowed local residents to obtain visitor’s permits at modest cost. A similar scheme could be easily introduced in the area surrounding the new hospital.

GCC Group response

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5.2.2 The Hampden and Scotstoun Event Day Parking Zones have been introduced to alleviate parking difficulties faced by residents at event times only. Enforcement is only required over short periods of time in contrast with permanent parking controls that require daily enforcement all year round.

GCC response to Reporter's questions

5.2.3 When assessing major applications GCC takes into account its policies aimed at modal shift from the private car to sustainable forms of transport. In so doing it has taken a holistic approach in the development management of projects such as the Glasgow Hydro, the Scottish Exhibition and Conference Centre (SECC), the NHS disposal site at Yorkhill Hospital, the regeneration developments at Tradeston and Pacific Quay and the Imaging Centre of Excellence (ICE) at the QEUH.

5.2.4 The Glasgow Harbour mixed retail and commercial development is of a similar scale to QEUH but is located on a site segregated from residential uses. Planning permission has been granted in principle for the Kelvin Clyde Conference Centre.

5.2.5 All of these schemes are comparable with the QEUH development in requiring detailed traffic assessment. The majority require compliance with the new spatial strategy and specific development frameworks.

5.2.6 The Council is also undertaking special planning initiatives including the City Deal delivery of infrastructure. This includes building the new pedestrian and cycle bridge between Partick and Govan.

G51 Group Comment

5.2.7 The SECC and the Hydro are event-based venues with periodic traffic quite unlike the traffic generated by the hospital.

5.2.8 Tradeston and Pacific Quay are located in business and industrial areas adjacent to housing but are not surrounded by a residential community.

5.2.9 None of the GCC examples is comparable to the traffic generated by the QEUH 24 hours everyday, which has far more impact on the surrounding residential areas.

CHAPTER 6: THE IMPLICATIONS OF THE PROPOSED ORDER FOR THE LOCAL COMMUNITY

6.1 The implications of the proposed Order for the residents of the area, their visitors and trades and service personnel

G51 Group case in summary

6.1.1 The proposed Order has a clear policy basis that: it should “discourage hospital staff commuting and encourage more sustainable modes of transport to and from the hospital”,

should protect neighbouring streets from “hospital staff choosing to park” and should “prioritise residential parking over commuters”. It does not meet any of these objectives.

6.1.2 The G51 area is mainly comprised of rented housing and some home ownership of ex-rental properties. It is not an affluent area. The introduction of metered parking in areas of owner occupation will lower property values.

6.1.3 Imposing an annual charge of £50 on residents does nothing to discourage hospital staff from parking in the residential streets.

6.1.4 The introduction of the proposed Order would have a significant impact on residents. A significant proportion of residents in the area are dependent on state pensions and other state benefits. They would be seriously disadvantaged by the introduction of a charge for an annual parking permit.

6.1.5 Residents feel trapped because they cannot use their cars for fear that they will not be able to park returning to their homes. This problem would still continue if the GCC parking scheme is implemented. Residents will still have to share their parking with outsiders but also having to do so at a price.

6.1.6 Effectively, the charging for residents to park is the imposition of an additional tax upon local residents and businesses who obtain no significant benefit from the hospital. The parking issues, which GCC claims to be addressing, have been inflicted on the G51 area, yet the Council is expecting the G51 residents and businesses to pay for their solution. The G51 community should be compensated for this damage to its environment, rather than being “taxed” to solve it.

6.1.7 The situation has been created by the development of the new hospital. The hospital is a national facility serving the entire Glasgow area. If there are parking problems then it is for the GGCNHS and the Council to resolve them in a manner which does not impact upon local residents.

6.1.8 In short, the proposed Order would impose significant financial burdens upon residents and fails to meet the Council’s policies for the control of parking at the hospital.

GCC response

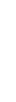
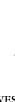
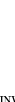
6.1.9 The TRO is required on the existing unrestricted roads network surrounding the hospital campus to suppress commuter parking, encourage modal shift to sustainable transport choices and mitigate increases in congestion. This approach is consistent with existing successful parking controlled zones in the city.

6.2 The implications of the proposed Order for the care required by the elderly, the disabled and other persons in need of care

G51 Group case in summary

6.2.1 A significant proportion of residents in the area are elderly and / or disabled and are dependent on daily visits from paid and informal carers, friends and family as well as medical staff. These carers would have to pay for parking. It would be particularly invidious

Scottish Government Planning and Environmental Appeals Division
4 The Courtyard, Callendar Business Park, Falkirk, FK1 1XR
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for the unpaid carers to have to pay several pounds for a visit to those in need of care when they are already saving public money by providing free care. Forcing family, friends and visitors to pay to come and attend to the needs of the elderly does nothing to promote social regeneration in the community.

6.2.2 Allowing 3 residents visitors' permits to be displayed at the same time will not work in practice because of the reduction in parking opportunities and the competition for spaces.

6.2.3 The G51 Residents and Visitor parking only scheme would protect the right of all disabled badge owners to park free in the area gaining easy access to their homes or the households or businesses that they wish to visit.

6.2.4 As explained earlier, the GCC has breached the Equality Act 2010 by failing to carry out an Equality Impact Assessment. This fundamental flaw is compounded in an area where the long-term sick / disabled 40.8% higher than the Glasgow average and where a much larger proportion of the population than normal is dependent on visits by unpaid carers and domiciliary helpers.

GCC response

6.2.5 Within the proposed Order there is a suite of measures aimed at accommodating those with carer responsibilities. These measures include: free parking without limit of time for blue badge holders, visitor permits available to all residents, medical permit available through the NHS to their members of staff and on a case by case basis. Also resident permits have been provided to carers subject to confirmation of an appropriate medical condition. GCC understands that carers employed "outside" the NHS are reimbursed for any charges incurred.

6.2.6 The map in the Scottish Index of Multiple Deprivation showing the 15% most deprived data zones in Glasgow shows that there are levels of comparable deprivation covering large areas of the city.

6.2.7 The scheme does not discriminate against those in different population groups in comparison to other areas where similar controls are in place or are programmed.

6.2.8 At the publication of proposals stage notice was served on the Glasgow Access Panel. This panel is a charity that aims to improve accessibility of services, buildings, facilities and information across Glasgow for the disabled people. No comments were received in response to the consultation.

6.2.9 Finally it should be noted that a main thrust of the proposed TRO is to dissuade commuter parking which could cause significant problems for carers carrying out their duties in the vicinity of the QEUH.

6.3 The implications of the proposed Order for the businesses in the area, especially those employing staff on minimum and modest wages

G51 Group case in summary

6.3.1 Small businesses in the area, many of which are struggling with financial viability in an area where deprivation is a major problem, cannot afford to pay £700 per works vehicle per year without any guarantee of a parking space. Many rely on local people's business which itself will be affected by the £50 charge for a residential parking permit. Staff coming to work by car forced to feed the meter may be deterred from coming to work with consequent problems for business owners to recruit staff.

6.3.2 With the G51 Group scheme businesses would be issued with free permits carrying the name of the business. Staff issued with these permits would be able to park at their place of work without any restrictions. This would ensure a greater chance for businesses in this deprived area to survive.

6.3.3 The GCC proposal for 3-hour parking on Shieldhall Road and streets off Govan Road will attract visitors to the hospital for up to 3 hours and diminish the space for passing trade to stop at shops. This will greatly reduce business viability of the shops and result in possible closure with loss of jobs and loss of local amenity for residents.

6.3.4 The Group welcomes the short term parking concession for businesses depending on passing trade. However, meters set for free 20-minute maximum stay should be installed in the vicinity of shops that have a frequent turnover of customers. The G51 scheme would allow businesses such as hairdressers whose customers require longer than 20 minutes cards to put in customer cars authorising longer stays.

6.3.5 The Group disputes the claim that pay and display with a maximum stay of 3-hours would ensure a turnover in bays thereby increasing the availability of spaces for residents and visitors to local businesses. This proposal would not guarantee residents and visitors a space, because allowing metered spaces to be used for up to 3 hours protects the right of outsiders coming into the area to park their vehicles. The majority of businesses need constant short stay meters, not maximum 3-hour stay meters.

6.3.6 Painting specific bays and installing meters reduces the available space to park. This will affect all streets and especially the main roads where the businesses share parking with the residents.

GCC response

6.3.7 See Chapter 9 Individual Hearings: Local Businesses

6.4 The implications of the proposed Order for NHS staff, patients and visitors including any impact on the delivery of health care at the hospital

G51 Group case in summary

6.4.1 The G51 Free Parking Group sympathises with the staff of the hospital regarding lack of parking. The residents and staff share the suffering that has been created by the authorities without thought to the people most affected.

6.4.2 Lisa Devlin is a resident of the area affected by the proposed Order and she is also a GGCNHS staff member. She therefore has an insight into the problems of her fellow members of staff and totally sympathises with them.

Scottish Government Planning and Environmental Appeals Division
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- The 07:00am – 08:00pm shift pattern already presents difficult obstacles for staff seeking to commute to work by public transport.
- The threat of closure of the temporary car parks will add to the stress and anxiety already felt by staff. Given the strategy to cap car parking, the fact that they were provided in the first place has led to confusion.
- The majority of staff are dependent on their cars to get to work and the parking restrictions will force some staff to leave the NHS.
- All this has and will continue to have an impact on health care in the hospital, which is very concerning.

GCC response

6.4.3 The temporary car parks provided flexibility to keep the Southern General Hospital open during the construction of the QEUH.

6.4.4 Including the temporary car parks currently there are 3740 car parking spaces on the hospital campus, i.e. 240 in excess of the cap. A further 930 will be supplied once the third multi-storey car currently under construction has been completed, making a total of 4670. Closure of the temporary car parks with their capacity of 1356 spaces will reduce the number of spaces available to 3314, still leaving a shortfall of some 186 spaces.

6.4.5 Whatever the outcome of the current procedure, there will be a need to sit down with the Board and discuss the parking issues.

6.5 The implications of the proposed Order for the spatial layout of residential areas

G51 Group case in summary

6.5.1 The G51 Group scheme envisages “residents and visitors only” parking within the residential areas with some metered parking spaces along the major through roads.

6.5.2 Inspection of the area reveals that the general pattern of development is one of “impermeable” residential enclaves with limited access. Once the hospital overflow parking is removed no one should need to park there except the residents and their visitors.

6.5.3 With the restrictions in place to deter the hospital staff from parking, there will be no need for parking provision for the general public in the residential areas that might justify the expense of installing parking meters.

GCC case in summary

6.5.4 The streets within the residential areas are public roads. The highway authority cannot prevent the public parking there and therefore shared provision must be made available throughout the controlled parking zone.

6.6 The implications for the Order of a possible potential for displaced parking by NHS staff attracted to park and ride opportunities in Govan Town Centre and along bus corridors

6.6.1 Following the hearing I undertook inspections in connection with the proposed TRO. These included travelling via public transport routes to and from QEUH. This helped to highlight a parking displacement issue that required further exploration. On 26 July 2016 I requested additional information and views on this matter from GCC TRO team and the G51 Free Parking Group (see Appendix D). The gist of the information and views obtained from the exchanges is as follows:

6.6.2 GCC:

- (1) Govan subway station generates “park and ride” commuter parking within the town centre. The introduction of a CPZ around the hospital may push parking outwards to other areas, particularly along the Fastlink route, and not just towards the Govan town centre.
- (2) The 25-minute walk from the town centre to the hospital and the minimum £2 per day to use the bus make it difficult to quantify the level of potential overspill parking into Govan or other areas, particularly those along the Fastlink route.
- (3) Preliminary proposals have been investigated for the “Phase 3” area immediately east of the proposed Order up to the western periphery of the town centre, which may require to be considered to dissuade commuter travel to the area by private car. As GCC is not able to quantify any potential overspill parking into Govan town centre, it is not proposing a scheme for the town centre at this time. The Council will review and monitor the situation as is standard practice in the city.
- (4) It is foreseeable that additional TROs may be required. Section 75 funds would be needed to promote and implement these TROs. This is another important reason why section 75 funds should not be used to fund residents’ parking permits.
- (5) There are currently 10 bus services operating along Govan Road prior to 7am on a weekday with the first leaving the bus station at 05:24. Should the CPZ be introduced bus operators could increase the number of services to meet the increased demand and improve the scope for direct trips from home to hospital.
- (6) As part of the package for the City Deal Infrastructure Fund GCC is proposing to construct a new pedestrian / cycle bridge across the River Clyde between Govan and Partick. In line with the Central Govan Action Plan it is envisaged that the new bridge will act as a catalyst for redevelopment of the vacant ground on either side of Water Row currently in use for car parking.

6.6.3 G51 Group:

- (1) The 2-hour maximum stay and £80 fine thereafter deters commuters parking in the Govan Shopping Centre car park. Double yellow lines on the main roads deter people parking all day. There is little capacity left for extra commuters in the Water Row car park. The planned redevelopment of this car park will leave the local residents to face a similar situation as the people in G51.
- (2) Adjustments to early AM timetables may possibly make a difference to staff already commuting to the hospital by public transport but since parking is already

tight in Govan an improved service would not attract “park and ride” commuters who cannot get parked.

(4) Given that the town centre area is already busy with cars staff would find it very difficult to get parked. This is why they park in G51.

(5) The redevelopment of the Water Row land will reduce the parking available leading to pressure from GCC to implement another CPZ. The focus on Fastlink has led to the need for additional “park and ride” parking facilities being overlooked. NHS staff would use them but in their absence they pay to use the Ogilvie Car Park on Hardgate Road, which GCC plans to close.

(6) The plan for a new bridge from Partick to Govan will provide an easier option for staff coming across the Clyde to commute to the hospital via the bus corridor. The redevelopment of the Water Row area will displace the car parking in the area and will remove any proper facilities for a park and ride scheme in Govan.

CHAPTER7: INDIVIDUAL HEARINGS AND WRITTEN SUBMISSIONS - ELECTED REPRESENTATIVES

7.1 Mr Chris Stephens MP

Oral submission with speaking notes 1 June 2016

7.1.1 The strategic and infrastructural planning around the South Glasgow Hospital site and its impact on the communities surrounding it were not fully considered. The Transport Assessment was published fully nine years ago and is utterly out of date. Of the 22 bus services listed, for example, only 7 are still in operation and there is a lack of reference to the currently moribund Fastlink scheme. The TA noted a shortfall in parking spaces at the old Southern General Hospital and even this has not been addressed adequately.

7.1.2 The section 75 funding set aside to assist the Council manage the off-site parking should be used to facilitate a scheme acceptable to the G51 residents.

7.1.3 The TRO proposals do not protect the interests of the residents. Rather than aiming to minimise the disruption caused by the hospital development and address the long-term issues, they seek instead to focus the impact on the local community. They appear to be a “stopgap” that is designed to be implemented in isolation, rather than a joined up holistic strategy to provide a long-term solution.

7.1.4 The proposal for a charge of £700 per vehicle for local businesses is extreme, to say the least. A shop with an owner/manager and two employees would face a bill of £2,100 for parking. Given the current economic climate, combined with the particular economic challenges in the area, the levy has the potential to discourage employment-creating investment and to destroy existing jobs and businesses.

7.1.5 The G51 Group’s alternative proposal strikes the right balance between allowing residents and businesses and their customers to access their properties and premises and maintaining the infrastructure of the area. This could and should be implemented with the full review and investigation into transport and other local amenity provision by the relevant agencies, with the full and equal participation of residents and local groups. The aim should be to devise a long-term route map and plan for the area encompassing enhanced

residential amenities, a blue print for economic and sustainable growth, increased democratic accountability and community involvement in decisions affecting the area.

7.1.6 Throughout the level of engagement with the local community has been dismal. Had there been full engagement and communication from the beginning it is hard to believe that this hearing would need to be held. It is to be hoped that the Council will take note and act on the G51 Group proposals and learn from this experience so that they may vastly improve their communication with communities across the city.

7.1.7 It is important to highlight the particular issues faced by carers in the area and those from elsewhere who have to travel to care for their relatives and friends in the G51 area. A permit scheme that does not take cognisance of this group would have a significant impact on this valuable and vital group of hard-pressed people, as well as undermining the Council's Carers' Champion. The issues raised by the TRO are exactly the sort that the Carers' Champion is there to be consulted on and yet this avenue has been completely ignored throughout the process.

7.1.8 Whilst slightly outwith the formal remit of the inquiry, attention must be drawn to the failure of local infrastructure to catch up with the impact of the hospital development. Local roads and street furniture remain as they were previously with little improvement to the public realm and environment. Cycling and pedestrian provision is minimal at best and roads that are inadequate to deal with traffic are left untouched. There should be a strategic assessment of the local and sub-local transport budgetary and infrastructure requirements by SPT, GCC in partnership with local community groups and residents.

7.1.9 He has had discussions with an employer in Ibrox who would be happy to discuss the possibility of using a large area of his land for off-campus parking.

GCC Response

7.1.10 The Council does not accept the criticism of its engagement with the community. Everyone in the TRO area was notified of the exhibition and the officers attended the public meetings. It is difficult to imagine what else GCC could have done. The processing of the outline planning permission pre-dated the introduction of pre-application consultation procedures.

7.1.11 The Carer's Champion was appointed in December 2015 after the GCC Executive Committee had referred the proposed making of the Order to a hearing by an independent reporter. Given that this was the process that was being followed, it was not appropriate to place this matter before the new appointee. Under the terms of the Regulations the Carer's Champion is not a statutory consultee.

7.2 Mr Humza Yousaf MSP for Glasgow Pollock, Minister for Transport and the Islands, Scottish Government

Oral submission with speaking notes 1 June 2016

7.2.1 Mr Yousaf agrees with Mr Stephens. The TRO must not go ahead in its current form. It is deeply flawed, deeply unfair and will cause severe harm to the area. The decision to penalise residents for parking outside their homes is a reminder as to how out of

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touch GCC administration is with the people of Govan. In a constituency with a high number of carers and disabled persons who are already being hammered by Tory austerity, the last thing people need is to be forced to pay an additional penalty to park their cars.

7.2.2 The G51 Group has put forward eminently sensible suggestions that will help control the QEUH parking situation protecting the residents from the unfair charges.

7.2.3 The 2011 census data shows that 46% of its residents are in socio-economic category D or E, 35% higher than the Glasgow average. A very high proportion of these (29%) have their day-to-day activities limited by disability or long-term illness. Almost one in ten have to rely for their care on unpaid carers. These figures demonstrate that due to the exceptional hardship the people of Govan should be considered a special case.

7.2.4 The local population, who are amongst the most deprived in Scotland, should not be financially penalised for a planning problem not of their making. Everyone in G51 recognises the need for the scheme but it should not be at the expense of the local people.

7.2.5 It would be useful to know the detailed figures on how the section 75 monies have been spent and whether there is any statutory guidance on how they can be used. There should be an economic audit to assess the impact on local businesses of the annual £700 charge for a parking permit. So far there has been only obfuscation and a “kick into the long grass” by referring the matter to a public hearing and an independent report. GCC should not be trying to transfer responsibility to Transport Scotland. The matter is a local issue.

GCC Response

7.2.6 Document GCC_04A provides a summary of the implementation costs incurred to date for phases 1 and 2 of the off-site on-road parking controls for the QEUH development.

7.2.7 The wording of the section 75 agreement does not allow the use of the controlled parking contribution to be used to subsidise parking permits. (See also paragraph 3.3.26)

7.2.8 The use of section 75 funds to subsidise parking permits would provide residents of this area with a benefit unavailable in other areas of the city. (See also paragraph 3.3.27)

G51 Group Comment

7.2.9 The Group understands that the section 75 agreement sets up a free scheme. The Group supports a chargeable scheme on the main roads but opposes charging in residential streets. The meters on the main roads would generate income for the scheme.

7.3 Councillor John Kane

Oral submission 1 June 2016

7.3.1 In the summer of 2014, before the QEUH opened, together with Councillors Adams and Thomas, he had asked Land and Environmental Services to provide a 3-day exhibition aimed at explaining the impact of the proposed parking scheme on the public. The exhibition was well attended. The lack of knowledge amongst the members of the general

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public was striking. As was their anger at the prospect of being penalised to solve a parking problem that was none of their making by having to pay to park in their own streets.

7.3.2 The three Councillors invited the press to visit the area and assess the situation, which at the time only involved the overflow caused by construction workers vehicles. They were invited to imagine the impact once the staff and visitors arrived with the hospitals in operation.

7.3.3 Following an approach from Lisa Devlin, Councillor Kane asked the GCC officers, Mr Rodden and Mr Greenock, if they would attend meetings held at the Linthouse Housing Association. This led on to the formation of the G51 Group and a public meeting, which some 350 persons attended.

7.3.4 All three Councillors are very sympathetic to the Group's concerns. It is unfair that the huge QEUH project should be imposed on the area without adequate parking provision. They presented a motion to the Council executive committee. Whilst welcoming the investment in the area represented by the development the motion drew attention to the parking problem and requested that all the responsible authorities and agencies should engage to devise an acceptable solution. The three Councillors put pressure on the Council to hold the hearing and they are delighted that it is being held.

7.3.5 When the consultation regarding the TRO proposals commenced it was obvious that there were high levels of frustration and discontent being felt in the area. Parking controls are required to prevent Govan becoming "a car park with a post-code". However, given the huge scale and national significance of the development, the local population and businesses should not have to bear the cost of the parking controls. Any revenue from the parking should be ring fenced to offset the cost to the local community. The annual review should be thorough. It should not be a box ticking exercise.

7.3.6 All in all, there are three main issues: (1) the cost of the scheme to residents and local businesses; (2) the nuisance caused by hospital staff and visitors parking in the local streets; and (3) traffic congestion, obstruction and gridlock. The bottom line is that the area should not have to pay for a scheme to solve a problem not of its making.

Bailie Fariha Thomas and Councillor James Adams spoke in support.

7.3.7 Councillor Thomas added that, given that the national significance of QEUH as a major component in Scotland's medical infrastructure, any solution to the overflow parking problem should be funded by Scottish Government. The city and its citizens should not be penalised. Residents and businesses should be protected and there should be adequate engagement by the health and roads authorities with the local community throughout the process.

7.4 Councillor Stephen Dornan

Oral submission 1 June 2016

7.4.1 Legislation should be used to solve the problem, which he foresaw coming ten years ago. The so-called consultation amounted to "This is what we'll do." In other words it was just ticking boxes. The authorities cannot force people onto non-existent buses.

Scottish Government Planning and Environmental Appeals Division
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7.4.2 Passing trade provides the lifeblood of local businesses such as the four shops at Bell's Bar. Fastlink is only just another bus service but it destroys the community.

7.5 Johann Lamont ex MSP for Glasgow Pollock

Written submission to the public hearing dated 9 March 2016 received prior to the Scottish Parliamentary elections on 5 May 2016.

7.5.1 The new hospital has had a huge impact on the local community. There have been very significant objections to the proposed scheme and the concerns of local people should be taken very seriously indeed. It is simply unjust that the siting of a health provision of national importance in their neighbourhood not only causes them such inconvenience but also that it will penalise them financially.

7.5.2 The scheme proposed by the G51 Free Parking Group can form the basis of a fair and rational approach in determining the nature of a parking scheme. The following principles should be applied:

- (1) The scheme should be funded via the Scottish Government. Local people and Glasgow citizens should not be financially penalised for a hospital that serves the needs of people well beyond Glasgow.
- (2) The scheme should enable local people to park in their own neighbourhood and allow them to have visitors; including family, carers or trades people.
- (3) The scheme should ensure that local businesses are not penalised and should recognise the particular parking needs of customers visiting these businesses.
- (4) There needs to be sufficient wardens to ensure that the scheme is enforced.

7.5.3 The issue at the heart of this matter is the unfairness and injustice in the current situation to local people who are living with the consequences of a decision over which they have no control. The strength of feeling was recognised by Glasgow City Council when it referred the matter to an independent reporter. The outcome must reflect the expectation that the needs of local people are paramount.

7.6 Drumoyne Community Council (Written submission)

7.6.1 The Drumoyne Community Council is dedicated to representing and supporting the residents and local businesses in the Drumoyne Linthouse and Shieldhall areas. The GCC plan to implement a "shared pay and display" parking scheme at the cost of £50 to residents and £700 to local businesses is completely unfair and morally wrong.

7.6.2 The community is not an affluent area and suffers high levels of deprivation. It would be completely unfair to ask people who are unemployed, on low incomes, disabled, elderly and infirm to pay to park outside their own homes without the guarantee of a space, and for their visitors to have to pay as well.

7.6.3 The community Council fully supports the G51 Free Parking Group's resident and visitor only parking scheme as a preferred alternative to the GCC "shared parking scheme" and argues that it should come at no cost to the people of the Drumoyne community and their visitors.

7.6.4 The proposed Order would have a devastating effect on the community. The community Council favours the G51 group proposal as it would give protection to residents and local businesses.

7.7 Other Community Councils (Letters of support for G51 Free Parking Group)

7.7.1 Govan Community Council supports the G51 Group parking proposal. The residents of Linthouse and Drumoyne (and potentially Govan as a whole) should not have to carry the financial burden of lack of adequate parking provision for the new hospital. It is ultimately the responsibility of the Scottish Government, who initiated the plans for the new hospital and had responsibility for its planning and construction, to make good the financial shortfall.

7.7.2 Broomhill Community Council also supports the G51 Group parking proposal and its campaign to protect residents and local businesses from being penalised for the lack of planning at the new hospital. The Council opposes the ‘one size fits all’ approach, as it does not guarantee anyone a space to park. Meters and yellow lines spoil the look of local streets and are not appropriate for residential areas. The proposed introduction of the “share parking scheme” and parking charges is unfair to the residents and the centralisation of hospital services on the one site is detrimental to their health and well being.

7.7.3 Craighton Community Council supports the G51 Group in seeking a fair solution to the parking issue caused by the lack of suitable facilities at the new hospital. The local area should not have to pay for the NHS’s deficiency in providing adequate parking or alternative transport solutions at QUEH. The hospital services a large area and all these areas should contribute to any funding required. The two parking permit models GCC currently uses are unsuitable for this area.

CHAPTER 8: INDIVIDUAL HEARINGS AND WRITTEN SUBMISSIONS - LOCAL RESIDENTS

8.1 Linthouse Housing Association (LHA)

(Written submission)

8.1.1 LHA supports and commends the G51 Free Parking Group’s proposal.

8.1.2 If approved, the GCC proposed scheme will have a huge impact on the area that already suffers from having a large scrap yard, a sewage works and the Clyde Tunnel traffic.

8.1.3 Additional contracted maintenance work resulting from the scheme will lead to increased rental charges thereby penalising local people further.

8.2 Susan Brown – Local resident

(Written response to the GCC statement of case.) The following is a summary of the objector’s individual views where they add to or differ from those of the G51 Group.

8.2.1 Unlike Braehead Shopping Centre, no new access was created to the motorway and major road system when the new hospitals were built. Contrary to the assertion that a

robust strategy of mitigation and minimising impact on the local road network and the local community there have been no road improvements in the immediate area.

8.2.2 Far too few parking spaces have been provided to deal with the volume of traffic to the hospital. Unlike the shopping centre, whose customers are fit and well and able to travel on public transport, hospital patients and visitors who are often elderly are much less able to do so. The extended hours for visiting compounds the problem.

8.2.3 There is a variety of housing in the area and no consistency in off-road parking provision. Houses in the middle of terraces have 5 apartments with no lowered pavements or driveways. There are people with driveways who will pay nothing and others who will have to pay to park. What about their human rights?

8.2.4 Unlike many other areas of the city, nothing has been done to control parking on the main roads. If this had been done before the opening of the hospital it would have avoided some of the problems.

8.2.5 Other areas of the city may have pay to park schemes for residents but areas such as Hillhead and Garnethill do not suffer from the multiple deprivation in the G51 area and enjoy much better levels of off-road parking provision.

8.2.6 Unlike the event parking at Hampden, the hospital operates on a 24/7 basis with the disturbance caused sirens and helicopter activity. Based on figures provided by NHSGCC there are some 12,000 people coming into the area every day.

8.2.7 The restrictions will discourage buying from local shops. Renfrew and Braehead will benefit because of the availability of free parking.

8.2.8 The Hardgate parking scheme is a red herring as all residents have driveways.

8.2.9 Due to the controls, parking will overflow into Cardonald only a further 5-minutes walk and elsewhere.

8.2.10 Any parking scheme should extend to weekends in Fulbar Road to address the congestion caused by the St. Anthony's football ground opposite.

8.2.11 There has been no real consultation. The residents have been ignored. The Council's scheme is a done deal and there is no interest in having one that works for residents and hospital employees alike.

8.2.12 In short, NHSGCC needs to build a lot more car parking space. If it is too remote, it will have to organise shuttle buses from the car park.

8.3 Sheila McGeoch – Local resident

(Spoken submission expanding on her original objection) The following is a summary of the objector's individual views.

8.3.1 As a SUSTRANS professional she is fully supportive of the principles of sustainable transport and in particular the need to achieve modal shift to discourage the use of private cars. However, the proposed GCC parking scheme is not an informed proposal and is

Scottish Government Planning and Environmental Appeals Division
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DX557005 Falkirk www.scotland.gov.uk/Topics/Planning/Appeals



based on survey data that is 9 years out of date. The GCC scheme fails to take account of the increase in traffic in the vicinity of the hospital in the meantime, the number of GGCNHS staff commuting to and from the hospital campus and the number of resident car owners who travel to work by car.

8.3.2 There is no information on the number of available spaces for parking within the control order zone during the day, on the number of residents owning a car and the number of parking spaces they require. Nor is there any information on the number of staff willing to pay to park in the control zone or the amount of spare capacity in buses currently serving the hospital at peak times. Any proposal without this information is a flawed proposal.

8.3.3 Once this information is available then an informed solution can be implemented. It could be that the scheme would generate a cash flow well in excess of the sum needed to make the scheme self-financing. If so, would GCC refund the excess to the permit holders? Non-residents parking charges may be sufficient to cover the scheme's costs. In the absence of adequate data none of this is known. As matters stand, the resident and business permit holders will underpin the scheme financially and the scheme amounts to a local tax generating income for the Council.

8.3.4 Local residents and businesses have not created the problem and should not be penalised by imposing a charge for permission to park.

8.3.5 It is not evident that enough has been done to encourage staff to discontinue their use of the private car, such as negotiating multi-journey ticket savings for staff using public transport; nor that financial and other incentives for cycle use and staff car sharing have been implemented.

8.3.6 In the absence of all this essential groundwork understandably local people are very angry at the imposition of a scheme that treats them as a captive cash cow paying for parking in their streets. The scheme should not precede any further without adequate research and further negotiations with interest groups.

GCC response

8.3.7 In supporting the outline planning application for the hospital development the 2007 TA took the relevant information at that time to produce a comprehensive assessment that fed into the resultant transport strategy. The TA was produced in accordance with local and national policy and was accepted by Transport Scotland.

8.3.8 It is not a standard practice or a planning obligation for a further TA to be produced following the opening of a development. However, the associated NHSGGC Travel Plan will produce a monitoring report based on surveys undertaken in September / October 2016 that will assist in identifying if the objectives and targets are being met and will inform the Council in requesting from NHSGGC any suitable measures to address any potential deficiencies.

8.3.9 In addition to surveys as part of the 2007 TA, 2011 census information was utilised during the detailed planning stage to identify car ownership levels in the affected area. Several parking surveys have been undertaken before and after the opening of the hospital. The results of the surveys were used to compliment the design of the scheme including

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4 The Courtyard, Callendar Business Park, Falkirk, FK1 1XR
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checking that adequate parking provision has been proposed wherever possible. As it is not proposed to cap traffic flows generated by businesses and residents it is not clear why this information, available in the census, would have been of benefit. Level of bus use is commercially sensitive data. In any case, any significant spare capacity may be due to the available on-road parking inhibiting the necessary modal shift by NHS staff to sustainable travel modes.

8.3.10 Some parking control schemes that have been successful in eradicating commuter parking do not generate the revenue to cover the costs of their introduction and operation. However, the overall income from all the schemes is considered as a whole in relation to the self-financing criteria and to ensure that they do not operate at a deficit to the wider Council budget.

8.3.11 With regard to the sustainable travel issues:

- A NHSGGC “annual ticket loan” can save staff up to 25% of the cost of purchasing weekly passes.
- Appropriate and greatly enhanced facilities are being provided for cyclists including 529 secure cycle parking spaces across the hospital site, a cycle to work scheme and the delivery of new and improved cycling routes to and from the site provided through section 75 funding and other sources such as SUSTANS.
- A NHSGGC lift/car share scheme is in place. Car share permits allow those using the scheme to park within the hospital campus and some 400 dedicated car share spaces have been provided for this purpose.
- The propose Order will introduce waiting and loading restrictions to protect existing cycle lanes.

8.3.12 All in all, the Council is satisfied that the 2007 TA and the review of it provides a suitable rationale for the implementation of appropriate on-road parking controls to curb the impact of overspill parking from the hospital site and a mechanism to minimise excessive traffic growth on the constrained local road network.

8.4 Elsie W K Donald - – Local resident

(Written response to the GCC statement of case) The following is a summary of the objector’s individual views.

8.4.1 She is a resident of the area affected by the scheme with a car but no driveway. She is also a member of a local church and a retired member of staff of the QUEH. She is sceptical whether the costly measures aimed at securing a shift from private cars to public transport will be effective. If bus companies keep to the schedule outlined in the GCC evidence they will make a loss but if the frequency in services is reduced people will miss their hospital appointments. If this is the case they will come by car.

8.4.2 One bus service has been discontinued already. The NHSGGC funding will only support bus services for the first 3 years. Staff from Paisley, Renfrew and elsewhere have to travel into town first, increasing journey times. It is much more comfortable to use a car in bad weather than stand at a bus stop waiting for a bus delayed by heavy traffic. All this will discourage people reducing their use of private cars.

8.4.3 Permanent use of the two temporary car parks would reduce the impact of the overflow on the surrounding roads. The proposed parking restrictions will merely encourage people to park a little further away and use local public transport to complete the journey, thereby forcing GCC to extend the restrictions to those areas.

8.4.4 Unlike other areas, Govan is an Urban Priority Area where a £50 annual permit to park could make owning a car unaffordable, which in turn could mean the loss of a job. Residents with their own driveways will not have to pay anything and will have yellow lines on the road to ensure access. Those who have to park on the streets will have to pay for a resident's permit that doesn't ensure a parking space. The pay to park scheme discriminates against those in rented accommodation and anyone without a driveway. New driveways are ecologically unsound as the paving over of front gardens increases runoff and the risk of flooding.

8.4.5 Churches are classified as businesses and as such will be subject to the annual £700 pay to park levy for each space used. The scheme fails to address the particular parking problems associated with weddings, funerals and the community activities in local church halls. Hearses and wedding limousines could have difficulty fitting into normal parking bays and may have to wait longer than the restrictions allow.

8.4.6 She has some sympathy for the Council in dealing with these problems but a lot more thought is needed. Before spending a lot of money and creating a lot of animosity GCC should introduce temporary measures to see if they help.

8.5 Linda Shanks – Local resident

(Written submission) The following is a summary of the objector's individual views where they add to or differ from those of the G51 Group.

8.5.1 She has an elderly mother who lives in a street where staff members from the hospital start arriving at 7am. They park nose to tail and across driveways leaving no room to manoeuvre.

8.5.2 Her mother suffers from disease and is very frail. If her mother has an appointment the following day Ms Shanks has to leave her car overnight beside her mother's house. If she succeeds in taking her mother to the appointment she is unable to park when they return.

8.5.3 Ms Shanks has a blue badge for her mother but as the car is not registered at her mother's address she cannot get a disabled bay.

8.5.4 If her mother needs some shopping Ms Shanks cannot park close to the house and has to walk great distances carrying the heavy shopping bags. She has great difficulty with this because of her own health problems.

8.5.5 She sympathises with the hospital staff but it is not the residents' problem that insufficient thought was put into the hospital parking. Her mother worked hard all her life and now she is a prisoner in her home.

8.5.6 There is a big problem in G51.

8.6 Allan Morris – Local resident (Written submission)

8.6.1 There are more cars than houses in his street and sometimes cars are left overnight. If the residents leave to go shopping they can't get parked again until 5pm because of hospital staff parking. When his daughter comes to visit she has to park a distance away and put her disabled daughter into a wheel chair.

8.6.2 The parking should be for residents only. Residents should not have to suffer because of the Council and NHS blunders.

8.7 Gerry Ryan (E-mail submission)

8.7.1 He is concerned at the impact of the parking charges on the care delivered by his and his four brothers for his parents, now in their 80s. He wonders what is being done to solve this problem.

8.7.2 He expects that the Council is just engaging in a legal process and the decision is already made.

8.8 Gordon Robb – Local resident (E-mail submission)

8.8.1 He is concerned at the action of neighbours who drop pavements without permission. Neighbours have done so and have undertaken ground works at a steep angle.

8.8.2 He wonders whether this will still be possible if the restrictions come into force and there are parking bays in the street.

CHAPTER 9: INDIVIDUAL HEARINGS AND SUBMISSIONS - LOCAL BUSINESSES

9.1 Govan Workspace Limited (GWL) objection to the proposed controls proposed for Holmfauld Road

Summary of Objector's Case

9.1.1 GWL is a provider of office, industrial and commercial space that specialises in assisting small start-up businesses and supporting employment. As such GWL is an important contributor to the economic generation of the Govan area. Any significant additional cost will have a serious detrimental impact on GWL and the businesses occupying its premises.

9.1.2 GWL's premises Alexander Stephen House at 91 Holmfauld Road provides 20,000 sq. feet of office space in 23 business units in a range of sizes up to 1100 sq. feet. There is only limited yard space for staff car parking. The free on-street parking on Holmfauld Road is essential for the successful operation of the businesses there. The loss

of this free parking would deter prospective tenants and seriously undermine the viability of the project.

9.1.3 The proposed Order replaces the free on-street parking on Holmfauld Road with a series of shared use parking bays along the western side of the road. GWL and the start-up businesses cannot afford the annual £700 charge for business parking permits, which would impose a substantial additional financial burden on the fledgling enterprises.

9.1.4 The Council has to be made aware of the dangers to local enterprise of applying its proposed Order in the form of a general blanket-style policy. The controls have to be applied sensitively to avoid unintended consequences. The positive effect of the QUEH scheme for the regeneration of the Govan area could be turned into a net loss due to the making of the Order.

9.1.5 Holmfauld Road and Alexander Stephen House lie outside the main area for the proposed Order on the far side of the busy Govan Road. They are a considerable distance from the QUEH and the parking there has been unaffected by the opening of new hospitals. There is therefore no need for this area to be included in the Order.

9.1.6 Holmfauld Road in front of Alexander Stephen House is a private road. Whilst this does not prevent the Council regulating parking in the road, other areas of private land have been excluded from the TRO.

9.1.7 It appears that GCC has not considered the particular circumstances of Holmfauld Road and the impact of its scheme on the viability of businesses occupying Alexander Stephen House. Therefore, GWL asks for an amendment to the Order, which would provide free dedicated business-only spaces on Holmfauld Road.

9.1.8 If this is not acceptable, the Order should be amended to provide for parking bays with a 3-hour limit and no return within one hour. GWL obtained this compromise, as an amendment to the Fastlink Route TRO outside its premises on Govan Road. It has worked there as it helps to prevent the spaces being occupied by non-business users.

GCC response

9.1.9 This section of Holmfauld Road was closed in 1964. It remains a “road” as defined in the Roads (Scotland) Act 1984, which means “any way ... over which there is a public right of passage”. It still operates as a “road” to enable the general public to access the training centre and access BAE systems. The local roads authority therefore has the statutory power to introduce the proposed restrictions.

9.1.10 If this road were not regulated, this would be the only section of unrestricted road in the area and would potentially become a commuter car park for hospital and shipyard employees.

9.2 McTears Gallery 1842 Ltd – also known as McTears Auctioneers

Summary of Objector's Case

9.2.1 McTears Gallery 1842 Ltd trades as an auction house from its business premises at Meiklewood Gate, 31 Meiklewood Road. The proposed 3-hour parking restriction would result in customers being unable to park on street during auctions. The absence of on-street parking opportunities would deter bidding customers from attending the auctions and consequently deter selling customers from consigning items to the firm for auction.

9.2.2 The section of Meiklewood Road upon which the company relies on for parking is sufficiently far away from the hospital campus to deter commuter parking and has been unaffected by the opening of the QEU development. Even if a few hospital staff or visitors were to venture that far the impact on amenity, the protection of which is the reason for making the Order, would be marginal given the industrial and commercial nature of Meiklewood Road.

9.2.3 The overall parking scheme is envisaged in three phases. Traffic and parking restriction in Phase 3 is to be considered later if the need arises. Due to its industrial and commercial character and absence of any current parking difficulties the section of Meiklewood to the rear and east of 22 Montgarrie Street should be included in Phase 3, rather than Phase 2. Deferring the decision in this way would ensure that traffic and parking restrictions would only be imposed if they proved necessary to tackle commuter parking. In that event McTears would be adversely affected commercially and would support traffic and parking restrictions, subject to increasing the maximum stay time to 6 hours, which would be sufficient to deter hospital staff parking in the area.

GCC response to McTears' objection

9.2.4 GCC Head of Infrastructure Services responded to the McTear submission in a letter dated 13 May 2016, the gist of which is as follows. In the TRO for the Park Circus area of the city, there being no access to long stay car parks within the area, GCC agreed a long stay parking proposal with local businesses. To manage demand on the road and discourage commuters from parking all day the tariff for longer stays after the 3-hour stay is increased to 20p per 5 minutes with no limit of time, i.e. £2.40 per hour. Such a relaxation could be considered for the shared use parking bays on the north side of Meiklewood Road. It may be however that the business-parking permit remains a more economical option.

9.2.5 The letter asks whether, in the event that GCC officers are minded to recommend a relaxation to the maximum 3-hour restriction, McTears would consider withdrawing or converting its objection to a holding objection. At the hearing Mr Rodden confirmed that GCC could agree to relaxing the restriction on parking in the relevant section of Meiklewood Road from a maximum of 3 hours to one of 5 hours.

9.4 Individual Hearings: Govan Road Businesses

Michael Mackin

Oral submission 1 July 2016

9.4.1 Changes to road layout due to Fastlink have increased the parking difficulties and road hazards near the shop. His takings are already reduced 30%.

9.4.2 Customers and delivery vehicles can no longer park outside the shop due to the limited number and size of the spaces that in any case are occupied by residents. He has to pick up the goods he sells from the wholesalers. The yellow lines prevent people parking on the opposite side of the road.

9.4.3 The £700 business parking fee and the £50 he would have to pay as a resident in the area will put him out of business and the shop will close.

9.4.4 The business-parking fee will turn Linthouse into a ghost town.

9.4.5 Worst of all, GCC are destroying all the improvements the Linthouse Housing Association and the Linthouse Urban Village project have achieved in renovating properties and regenerating the area.

9.4.6 A trip along Govan Road from the hospital shows how foolish the change in road layout has been. The ridiculous parking scheme must be stopped and the roads turned back to normal.

Ms Adelina Loia is a member of the G51 Group and took part in the discussion sessions in that capacity. During the business topic discussion sessions she raised similar concerns to the issues raised by Mr Makin.

GCC response to Govan Road objections

9.4.7 GCC officers explained that the changes to the road layout to facilitate Fastlink had been the subject of a separate traffic regulatory procedure and the TRO for that scheme had already been implemented. GCC is serious in seeking to cap the provision of parking and achieving modal shift. The Fastlink scheme will be reviewed as one part of a suite of measures to fix a problem.

G51 Group comment

9.4.8 This just illustrates the lack of joined-up thinking. The two schemes should have been conjoined and subjected to the same consultation.

CHAPTER 10: CLOSING SUBMISSIONS

Glasgow City Council

10.1 Despite criticism alleging that there has been insufficient consultation with the public, the Council has gone well beyond the statutory requirements for making the proposed TRO, including deciding to hold a discretionary hearing into the objections.

10.2 It is important to bear in mind that the roads authority is promoting the TRO in order to address predicted and actual adverse impacts of the QUEH development in the interests of road safety and the management of the local road network within the context of the relevant legal and policy framework. The proposed controlled parking zone increases the opportunity for local residents and businesses to park in their area whilst deterring commuters from doing so in keeping with planning and transport policy that encourages modal shift from car to public transport.

10.3 The objectors focussed on the planning background to the QUEH. At that stage the roads authority assessed the traffic impacts of the development and identified necessary traffic mitigation measures, which were secured by a section 75 agreement. The Travel Assessment and Travel Plan sought to suppress traffic growth on the constrained local road network, with on-road parking controls on adjacent roads being a key measure to prevent staff circumventing on-site parking controls. The CPZ is necessary to mitigate this risk as well as to discourage commuting by private car to the development.

10.4 The opening of the QUEH has increased uncontrolled on-street parking in the area. The necessity for a CPZ is not in dispute. The objectors and the Council only differ on the type of restrictions and whether or not charges should be imposed.

10.5 It is questionable in law whether the financial contribution under the section 75 agreement can be utilised to fund both the capital and revenue costs of the scheme at no charge to local residents or businesses. In any case, the Council has to adhere to the terms of this section 75 contract and its stated objectives.

10.6 The Road Traffic Regulation Act 1984 sets out the legal provisions on charging. Section 45 contains the power to make charges for parking and section 55 makes provision for the regulation of income and expenditure. Any deficit must be made good out of the general fund and any surplus is to be applied to specific transport purposes.

10.7 A no charge scheme is likely to result in an annual deficit to be met by the Council from its general funding. This would create financial risks for the Council. Also, this would lead to some residents and businesses in the Council area being charged for parking and others would not. This would create several significant legal risks for the Council in addition to those related to the potential misuse of the section 75 agreement funds.

10.8 The Council's strategy to roll out parking controls across the city, including the desire for consistency, is relevant and is based on legal, policy and financial grounds. The Council has adopted and implemented a policy of consistency to ensure that all residents and businesses are treated on an equitable basis. The particular circumstances of the

area, including socio-economic characteristics, were considered and are similar to other areas of the city which are covered by the same type of parking controls.

10.9 Before making its decision, the Council will be advised on the legal, financial and policy implications and risks of a no charge scheme and also on the application of the Equalities Act.

10.10 The Reporter should find that there is a need to make the TRO and that it should be made as advertised subject to any agreed variations as identified at the hearing.

G51 Free Parking Group

10.11 The hearing is the first-ever public hearing for a TRO in Glasgow held because of an unprecedented level of local objections with almost 4000 local objections together with the MP, MSP and local Councillors all objecting to the proposed Order.

10.12 GCC has conceded that: the proposed G51 Group scheme would deliver the same traffic management objectives as those of the Order. The mixed traffic management plan consists of permits for local residents (and visitors) and local businesses at no charge with “pay and display” on congested parts of the main roads. The only area of contention centres on the issue of cost and who should pay for the revenue and administration costs of the scheme. GCC has also conceded that there is nothing in the Road Traffic Regulation Act 1984 which prohibits GCC providing the residents and businesses with parking permits free of charge.

10.13 The planning report recommending the grant of outline planning permission did not envisage any adverse impact on the quality of life and residential amenity for local residents. Indeed, it asserted that the community would benefit from improved access. The NHSGGC section 75 contribution was envisaged to facilitate “a residents permit scheme, ‘pay and display’ or a combination of such measures”. There was no indication that local residents, their visitors and local businesses would be charged for parking.

10.14 Contrary to an initial suggestion otherwise GCC evidence establishes that there is nothing in the section 75 agreement preventing the £750,000 contribution being used to fund the G51 Group’s traffic management proposals. Clause 7 of the agreement requires the monies to be used to fund “Controlled Parking Measures” which meet the “Travel Objectives” and it is accepted that the G51 Group’s scheme would be effective in achieving this.

10.15 The G51 Group proposals fall within the definition of “Controlled Parking Measures” in the agreement and there are no legal impediments to prevent GCC from using the section 75 monies to fund the G51 Group’s proposals. GCC conceded that the only difficulty with implementing the G51 Group’s scheme was GCC’s current charging policy. The objectors argue that this “one size fits all” policy could not work in the present case and the GCC team accepted, in principle, that the Council could change this policy in relation to the proposed TRO. There are no legal impediments in implementing the G51 Group’s proposals, it is essentially a matter of choice.

10.16 The hearing heard significant evidence from local residents and a variety of businesses that the proposed TRO would have a significant adverse financial impact on

local residents and businesses and especially those situated on the Govan Road who have had two TROs forced on them. The proposed TRO lacks the sophistication to deliver GCC's stated aims in relation to local needs. It conflicts with other Council policies, in particular supporting SME businesses and local carers. There had been a serious failure to consult, including failing to consult the Council's own Carer's Champion and failure to implement the full Council motion of 2 April 2015.

10.17 GCC accepts that the QEUH is a public facility of an international standard in size and quality that serves not just Glasgow but Scotland and the UK as a "super hospital". Nothing in the planning process had indicated that the development would result in costs and charges for local residents and businesses; or that the local community would in effect be asked to subsidise and offset the costs of this development. The legitimate expectation given by GCC was that the local community would have significant gains and benefits from the QEUH.

10.18 It has been shown how the proposed TRO would cause hardship to local residents and businesses, especially those who are elderly and disabled and rely upon unpaid carers, friends and family for day-to-day support. Detailed social-economic evidence has shown that Greater Govan is an area of multiple deprivation.

10.19 The GCC Memo of 3 August 2015 confirms that GCC has failed to carry out an Equality Impact Assessment "EIA" and has not considered the impact of its proposal on local residents with "protected characteristic" in terms of the Equality Act. Section 149 of the Equality Act 2010 required the Council to discharge its public sector equality duty by considering the impact of its proposed Order on those with a disability or who are elderly and require care, as against those in the same locality with no such protected characteristics. It has failed to do this. (See EHRC's "Technical Guidance on the Public Sector Equality Duty: Scotland.")

10.20 The local residents and businesses of G51 have been continuously let down and overlooked for the past 9 years, whilst this development has grown around them. It is now time to start listening to them and to their objections. The G51 proposals offer the best solution, one that will satisfy the Council's objective of reducing the number of cars coming into the area and one that will meet the needs of the residents, their visitors / carers and small businesses in the area.

CHAPTER 11: REPORTER'S ASSESSMENT OF THE MATTERS IN DISPUTE

Introduction

11.1 During my visits to the area I was left in no doubt as to the severity of the impact that the overspill of parked vehicles is inflicting on the community surrounding the new QEUH. The area is choked with parked cars from early morning throughout the hospital working day. It is hard to imagine the stresses and strains on the local people unable to park in their own streets, trying to cope with blocked sight lines, obstructed driveways, early morning traffic noise, unhealthy fuel emissions and all the other nuisances caused by "the big problem in G51". Life must be very difficult for everyone and verging on the impossible for disabled persons and people trying to care for the elderly and others in need of care.

11.2 Therefore, one can only have profound sympathy for the G51 objectors faced with the day-to-day invasion of vast numbers of tightly packed vehicles into the narrow and densely built up residential streets surrounding the hospital, especially as the situation is one that is not of their making.

11.3 At the outset, therefore, it is important to highlight that the objectors and the Council agree, unsurprisingly, that controlled parking measures are required in order to address the overspill of hospital parking that currently exists and which is likely to worsen significantly if the temporary car parks are closed to accord with the established planning strategy for the hospital. The objectors and the Council only differ on the type of restrictions and whether or not charges should be imposed for parking permits.

The criteria for the assessment of the Order

11.4 Section 1(1) of the Road Traffic Regulation Act 1984 empowers Glasgow City Council to make a TRO where it appears expedient to make it:

- (a) for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising, or
- (c) for facilitating the passage on the road or any other road of any class of traffic (including pedestrians), or
- (f) for preserving or improving the amenities of the area through which the road runs.

11.5 It follows that it must be demonstrated that it is expedient to make the Order based on one or more of the three criteria: (1) road safety; or (2) facilitating traffic movement; or (3) preserving or improving the amenities of the area. These then are the relevant statutory criteria for the assessment of the proposed Order. It is clear from the evidence at the hearing and obvious from driving and walking around the area that all three issues arise from the current overspill problem and I will return to the matter of “expediency” later after assessing the various matters in dispute.

11.6 In addition to the overall statutory test, in order to comply with the section 75 agreement (and thereby to trigger the release of the enabling funding) the adopted scheme must comply with the QEUH development Travel Plan objectives listed at 3.3.5 above. The achievement of the objectives is dependent on the Council securing effective control over on-street parking.

The key differences between the proposed parking control schemes

11.7 A main thrust of the objections is that the scheme proposed in the Order is flawed because it would fail to secure the effective control over on-street parking necessary to achieve the relevant objectives and that the G51 Free Parking Group proposal is the solution preferred by the local community. Pivotal points in the Group’s case are that unlike the scheme proposed in the Order (a) the controlled parking measures should not penalise the local community financially for the parking problem caused by the hospital development and (b) they should reserve the streets for parking by local residents and their visitors.

11.8 Therefore the key differences between the GCC and the G51 Group schemes are:

1. The GCC scheme would provide “shared parking”, which would allow members of the general public an opportunity to park in vacant parking spaces on

the public highway, which is the normal situation in controlled parking zones throughout the city. The G51 Group's scheme on the other hand would reserve the street-parking space in residential areas for the residents and their visitors and would confine the 'pay-to-park' metered shared parking spaces to main roads on the periphery of these residential "enclaves".

2. The GCC scheme requires the residents, their visitors and local businesses to pay for parking permits. The G51 Group's scheme would issue free parking permits to these categories of road user.

11.9 I now consider each these key differences in turn.

The "shared parking" model v. the "residents and visitors only" model

11.10 On 2 April 2015 the City Council agreed unanimously *"Given the particular requirements of the Southern Hospital and recognising the wider occasional need for special parking arrangements at other key locations in the city, the Council considers that there will require to be **special measures** to manage parking in and around Glasgow and the Southern Hospital campus. Consequently, the Council recommends that officers continue to work as a matter of urgency with all partners and affected parties – including, if necessary, the Scottish Parliament – to devise a solution to parking issues in the area."*

11.11 It is not beyond reasonable inference that the special measures the committee believed to be necessary might require re-consideration of the suitability of the "shared parking" template consistently applied in the rolling out of parking controls across the city and the adoption of a revised model to meet the particular parking problems in the area around the QEUH university hospital campus. It is conceivable therefore that Members might decide that the parking overspill around QEUH is so exceptional that it justifies its own dedicated parking control scheme with its own identity distinguishing it from the normal parking controls in adjoining districts, not unlike the relationship of the city centre and the rest of the city. In which case, the G51 Group's residents and visitors only scheme might commend itself as a preferred option.

11.12 It is not in dispute that by excluding "outsiders" from residential areas the G51 Group's scheme would be effective in protecting the G51 area from the overspill parking problem and the associated extraneous traffic and that it would accord with the policies aimed at encouraging modal shift to more sustainable forms of transport that underpin the decision to cap the parking provision at the QEUH. Since it excludes the 3-hour stay available in the GCC "shared parking" model it avoids the risk that visitors, outpatients and part-time staff may replace the displaced longer-term parking by full-time hospital staff. Also, since it would require a minimum of meter machines, signage and road marking, the G51 scheme would cost far less than the GCC scheme to install, maintain and operate.

11.13 However, a significant difficulty with the "residents and visitors only" model is that the streets within the residential areas are public roads. The creation of resident and visitor only parking enclaves would deny the opportunity for non-permit holders, who may have legitimate public or private or business reasons unrelated to the hospital for being in the area, to pay to park in the public street. This in turn may open the G51 scheme to criticism that the exclusion of the public from large areas of the parking control zone discriminates disproportionately in favour of local residents given that it would exceed the measures necessary to deter hospital generated overspill parking.

11.14 Adoption of the “residents and visitors only” model could therefore present serious difficulties for the Council as the roads authority seeking to balance the legitimate demands of road users competing for parking spaces. Also, it would remove the advantages provided by a consistent regime of parking controls throughout the city, not least that it should be easily understood by all, including visitors who may be unfamiliar with the area.

11.15 Also, since in regulatory terms it would increase the stringency of the proposed measures for controlling the use of the highway for car parking, adoption of the G51 Group’s residents and visitors only scheme has the significant disadvantage that it would require the preparation of a new Order. It would also necessitate re-consulting the statutory agencies and the public as required by the Regulations. This in turn could lead to a significant delay in addressing the overspill-parking problem, which needs a solution as soon as possible. I return to the issue of the potential for delay later.

11.16 All in all, abandonment of the GCC scheme in favour of the alternative scheme may not be in the best interests of the local community faced with the daily challenge of finding a convenient parking space close to home and coping with all the other overspill problems.

The charging for residents, visitors and local business parking permits

11.17 It may be argued that parking charges that unfairly penalise a local community would be unfair in any area of the city and that they could be particularly disproportionate in the most socially and economically deprived districts such as Govan. Therefore, it may be that the ‘one-scheme fits all’ approach to parking charges may require a policy review at least in relation to developments of national and regional importance that are liable to attract large quantities of overspill parking into residential areas otherwise unduly affected by parking pressures. This, of course, is a wider policy matter that the Council may wish to consider in keeping with the adopted motion of 2 April 2015. However, the only issue that falls within my remit to address is the opposition to the permit charges included in the proposed Linthouse and Shieldhall Order.

11.18 The Road Traffic Regulation Act 1984 provides roads authorities with the power to charge for parking but this is a discretionary power and there is no duty to charge (see 3.3.15 above). The GCC TRO team has advised that, whilst the current regime for charging for permits is only rooted in the established transport policies, departures from this strategy could be vulnerable to challenge if they lead to a diversion of resources from other priorities. The team has also highlighted national guidance that as far as possible parking enforcement schemes should be financially sustainable. However, it is also acknowledged that some TROs do not meet their costs and the loss may be balanced out by those that do.

11.19 A principal thrust of the Travel Plan and of the Section 75 agreement that justified the granting of the permission for the QEUH development was directed at protecting the local community from overspill parking generated by the capping of hospital parking provision aimed at achieving modal shift. It follows that the control of this overspill parking problem should not impose any financial penalty on the residential and business community in order to receive this protection.

11.20 Indeed, given how physically it is embedded in the G51 community, the tight layout of the surrounding housing, the high levels of deprivation in the area and the number of staff, visitors, outpatients and, potentially, increasing numbers of university personnel commuting to and from the hospital daily, it is difficult to conceive of another development with a capped parking provision that would have the potential for a parking overspill

problem comparable to the QEUH. It is beyond question that the impact on the day-to-day life and amenity of the G51 community is exceptionally severe. Therefore, there is a compelling argument that the mitigation of the impact of the hospital development should not penalise the local community financially.

11.21 Given the high level of socio-economic deprivation in the G51 area, the corresponding low levels of car ownership and the relatively low level of commuter parking pressure, it is possible that G51 would have been amongst the last of the areas of the city to require parking regulation were it not for the impact of the QEUH development.

11.22 On the other hand, once the QEUH overspill problem is taken out of the equation, there is a residual value to the community in having on-street parking regulation in order to promote road safety, facilitate traffic movement and preserve the amenities of the area. This residual value is reflected in the strategic and environmental reasons underpinning the GCC policy P1 for rolling out parking controls throughout the city and is unrelated to the QEUH issue. It is also reflected in statement in 7.1 of the section 75 agreement: *“The Planning Authority has identified the potential need for Controlled Parking Measures arising from inter alia the Development.”* The reasonable inference is that the measures have a wider purpose than the mitigation of the QEUH parking overspill.

11.23 Clearly the decision whether to charge or not and the level of the charges is one for the elected members with the benefit of their knowledge and oversight of parking regulation throughout the city. However, weighing the issue as the independent reporter, I am of the view that, when account is taken of the wider purposes of the parking controls, the grant of free parking to residents in the proposed controlled parking zone would give the G51 community an unfair advantage over other similarly deprived communities in the city who may have to pay the normal fee. On the other hand, I am in no doubt that any payment for parking permits should be heavily discounted so as to adequately take into account the fact that the primary purpose of the proposed regulation is to mitigate the unacceptable impact of the QEUH parking overspill problem on the area.

11.24 Of course committee members may not agree with this approach but having regard to the totality of the evidence including discussion of the charging issue at the hearing in my opinion there should at least be a 70% discount for the residential and business permits. This would reduce the residents' permits to £15 per annum, the cost of visitor permits to 60p and the business permits to £210 per annum. I believe that this amount of discount takes adequate account of the exceptional circumstances stemming from the QEUH development and I commend its adoption to the Council.

11.25 I appreciate that when considering waiving or discounting the permit charges in the Order the Council must also take into consideration any financial and legal risks associated with deciding to do so. However, the evidence I have heard and read and the obvious scale of the problem surrounding the hospital leaves me in no doubt that slavish adherence to consistency as regards the payment for residents and business parking permits would be inappropriate in the particular circumstance of this case and difficult to defend.

The QEUH development and the decision to cap its on-site parking provision

11.26 The objectors directed heavy criticism at the decision to site the huge QEUH development in the G51 area without supplying adequate road infrastructure and on-site car parking. I agree that the appropriate time for these arguments was at the planning application stage. The planning report addressed these issues in great detail and the

Council determined the application in the context of the then current and emerging national, regional and local planning strategic framework. These policies favoured the capping of parking provision in the interests of achieving modal shift in travel patterns and the promotion of sustainable methods of transport that minimise emissions and energy consumption. These policies are still applicable and underpin the Council's parking strategy to extend its parking controls throughout the city.

The implications of the proposed Order for the local community

The implications for the residents of the area, their visitors and trades personnel

11.27 Setting to one side the issue of the annual residents' parking permit charge, the main concern amongst objectors is that the proposed 3-hour maximum stay in the shared parking bays will not deter overspill parking by part-time staff, outpatients and visitors. This may prove to be the case, especially in the densely built-up housing enclaves west of the A739 tunnel approach road, given their proximity to the hospital campus. Parking bays situated close to the Govan Road Fastlink bus corridor may also attract hospital related park and ride activity and reduce the parking available for residents and businesses in that area. If, however, the 3-hour restriction does succeed in deterring the predicted medium term parking, then the proposed Order would comply in full with the section 75 objectives.

11.28 It has been suggested that shared parking would have a negative effect on house values in the area. This may be the case but as already explained excluding the public poses difficulties for the roads authority. The objection that the parking meters, parking bays and white lines will harm the character and visual amenity of the housing areas would apply anywhere in the city where parking controls are introduced and is not a convincing reason for a departure from the normal pay and display shared parking model in the G51 area.

The implications for the elderly, the disabled and other persons in need of care

11.29 The proportion of disabled persons to able bodied in the population of Govan is much higher than in many parts of the city. The Equality Act 2010 imposes a duty on the Council to have due regard to the elimination of disability by considering the impact of the TRO on those with a disability or requiring care against those persons in the same locality with no such protected characteristics. It does seem to me that the standard template of special provisions for the disabled and those in need of care at home, which includes the issuing of parking permits on a case-by-case basis, should ensure that as far as possible adequate consideration would be taken of the special needs of these protected persons compared with those of the general population.

11.30 The G51 Group drew particular attention to the plight of family members, friends and other unpaid carers who are forced to pay parking fees when attending to the care needs of the elderly and others in need of care. I agree that any defects in the template of special provisions that penalises voluntary carers and deter potential volunteers from caring for family and friends should be eliminated. Failure to do so would be unfair, could foster isolation in the community and throw a greater burden of responsibility on the NHS to deliver the care required by those in need of it. However, I am unaware of any such defects. In any case this issue would be best addressed through systematic changes to the special provisions on a citywide basis. Meanwhile, a heavily discounted payment tariff for visitors' permits in recognition of the QEUH factor could help to offset the impact on prospective carers and those in need of care in the area affected by the Order.

11.31 The GCC and the G51Group disagree on the issue as to whether a full equality impact assessment is required. For the reasons outlined above I am not persuaded that such assessment is necessary but I note that GCC officers will be present to advise the committee on the application of the Equalities Act relative to the making of the Order.

The implications for small businesses in the area

11.32 Setting aside the issue of the £700 annual fee for a business parking permit and the specific objections of individual businesses, which I address separately, the main issue is the maximum stay for shared parking bays in the vicinity of shops and small businesses.

11.33 Imposing the 3-hour maximum stay and weighting the meter tariff to favour shorter-term occupancy of the parking bays should deter medium and long-term commuter parking and increase opportunities significantly for customers to park close to local businesses.

11.34 The 3-hour maximum stay may not ensure the optimum turnover of parking spaces desired by the operators of some small shops and local convenience stores. On the other hand, the proposed charge of 20p for the first 30 minutes should encourage people to stop and use the local shops without having to pay too much to do so. The setting of the meters for a free maximum stay of 20 minutes duration might help to ensure a healthy turnover of parking for local convenience stores, fast food outlets and similar businesses. However, the senior officer responsible for parking control in the area advised that a regime restricting the occupation of parking bays to a maximum of 20 minutes requires a high level of surveillance and is therefore costly to enforce. Adequate and effective enforcement is essential in order to maintain a healthy turnover of available spaces. In any case, such short-term parking would not suit the clientele of hairdressers and similar businesses that operate an appointment system requiring longer periods of stay. Given the demand for a level playing field for commercial competition between shops there is also a case for consistency of parking controls affecting local businesses in neighbouring districts.

11.35 With these considerations in mind, in my opinion the 3-hour maximum stay with a tariff weighted in favour of the short stay is a workable proposal and one that should effect a significant improvement on the current unacceptable situation. Clearly, if post-adoption monitoring were to reveal a serious failure to secure a reasonable turnover of spaces the maximum stay and tariff could be reviewed and the parking controls adjusted accordingly.

Specific objections by local businesses

Govan Workplace Ltd.

11.36 Govan has particularly serious levels of unemployment. Following the eclipse of the shipbuilding industries in the area Govan Workspace Ltd is an essential agency nurturing start-up businesses that makes a significant contribution towards the economic regeneration of the Govan community. As such it needs to be nurtured itself and protected from the unintended consequences of the QEUH parking overspill.

11.37 Therefore, GWL's evidence that the £700 charge for business parking permits would impose a substantial and potentially unsustainable financial burden on fledgling enterprises is a major concern. Of course, it follows that similar schemes aimed at job creation in other deprived areas of the city similarly affected by unemployment are also burdened by having to pay for parking permits at the standard rate. However, in this case the proposal to charge local businesses the full amount does seem more than a little perverse given that

the only reason that the scheme is being proposed at this time arises from the need to address the overspill car parking caused by the capping of on-site parking provision at the large QEUH university hospital development only a short distance away.

11.38 GWL's premises at Alexander Stephen House provide start-up business tenants with offices in 23 units. Parking in its off-street yard at the rear of the premises is restricted to some 21 spaces and 2 disabled spaces. GWL indicates that in all some 60 are needed for the client companies to operate their businesses. GWL is dependent on the free parking in Holmfauld Road to supplement the parking provision. If the proposed Order is made the nearside of Holmfauld Road will be marked out for 20 parking spaces and one motorcycle space. GWL fears that these shared spaces will attract non-business users. The opposite side of the road will be signed as a no waiting area. The parking spaces will be restricted to a 3-hour maximum stay during the hours of 8.00am to 6pm. A further 16 shared parking spaces similarly restricted to a 3-hour stay are proposed at the southern end of Holmfauld Road closer to the junction with Govan Road.

11.39 Holmfauld Road in front of Alexander Stephen House is a private road. The solution preferred by GWL is the removal of this part of the street from the Order. I refer to this as option (a). If this is not acceptable GWL requests that the Order should be amended either to provide for free dedicated business-only spaces [option (b)] or, as a minimum, to provide parking bays with a 3-hour limit and no return within one hour [option (c)].

11.40 GWL justifies option (a) with the assertion that due to its distance from the hospital and location on the far side of Govan Road the northern end of Holmfauld Road has been and will continue to be unaffected by overspill commuter staff car parking pressures. This in my opinion underestimates the potential for displacement northwards of the overspill once the parking controls are in operation on the southern side of Govan Road. Given the convenience of the 10-minute walking distance to the hospital campus and the close proximity of the west and east bound Fastlink Halts in Govan Road, hospital staff may be attracted to an uncontrolled parking area in Holmfauld Road in order either to walk to and from the hospital or if the weather is bad to park and ride using Fastlink or the local bus services. Insufficient account may also have been given to the impending closure of the large NHS Linthouse Road car park that abuts the northern boundary of the GWL site.

11.41 Of the remaining alternatives option (b) offers the most secure protection against QEUH overspill parking but would increase the stringency of the parking controls. Option (c) would not have this effect and therefore could be accommodated by modifying the Order. An amendment to the Fastlink Route TRO introducing a 3-hour limit and no return within 1 hour has proved to be a workable compromise outside GWL's Fairfield premises and I see no reason for it not to be applied to all 36 shared spaces in Holmfauld Road.

McTears Gallery 1842 Ltd – also known as McTears Auctioneers

11.42 McTears Auctioneers is concerned that the proposed 3-hour parking restriction would have a devastating impact on its business as customers would be prevented from parking in Meiklewood Road during auctions. This would discourage customers from attending auctions and deter selling customers from consigning items to the firm for auction. Given that the eastern end of Meiklewood Road is so far removed from the hospital it is suggested that it should be included in the Phase 3 Zone and restrictions only imposed if they proved necessary to prevent commuter parking. At the hearing it was intimated that GCC might agree to an extension of the maximum stay to 5 hours.

11.43 Again, as in the previous objection, I share the GCC concern that McTears Auctioneers may have underestimated the potential for displacement of the overspill once parking controls are in operation. The eastern end of Meiklewood Road is not far removed from the bumper-to-bumper parking congestion that occurs in Shieldhall Road. It is also close to the bus corridor along this main road approach to the hospital and a reservoir of unrestricted on-street parking could prove attractive to hospital staff for park and ride activity. All in all, excluding this section of Meiklewood Road from the Phase 2 parking control area could jeopardise the customer parking which is crucial for the firm's business.

11.44 It seems to me that GCC are endeavouring to be as helpful as possible in considering a relaxation of the maximum stay from 3 hours to 5 hours. This compromise should serve to deter the all day commuter, whilst accommodating the particular parking needs of the auction house clientele. In the event that the extended period attracts part-time hospital staff and others to park up at the eastern end of Meiklewood Road the matter would have to be addressed as expeditiously as possible at the first review stage.

Local shopping parades in Shieldhall Road and Govan Road (Objectors Jim Creaney, Adelina Loia and Michael Mackin)

11.45 I have considered the generality of these objections at 11.32 – 11.35 above.

11.46 The G51 Group proposes 22 spaces and one motorcycle space on Shieldhall Road opposite the shopping parade. They would be laid out parallel to the kerb and should be metered with the maximum stay limited to 30 minutes. 5 car-parking bays and one motorcycle space would be laid out at 45° angle to the kerb in front of the shops. They would be metered and restricted to 20 minutes maximum stay. The adjacent disabled parking bay would provide convenient access for disabled shoppers calling at the parade. The layout is not contentious and is incorporated within the proposed Order.

11.47 Reduction to 20-minutes and 30-minutes maximum staying times as proposed by the G51 Group would increase the stringency of the controls and would require a new Order. This in turn could significantly prolong the current problem. A more sensible approach would be the adoption of the proposed Order with early review and adjustment to the controls to suit the situation that emerges with the 3-hour maximum permitted stay in place.

11.48 The small business objections in Govan Road are directed mainly at the recent changes to the road layout designed to facilitate the Fastlink service. These layout changes, which include the kerbside traffic lane and waiting restrictions, which the objectors wish to be removed, have reduced the number of parking opportunities formerly available to customers. However, they form part of the Fastlink Route Traffic Regulation Order and therefore should only be reviewed in the wider context of this important city radial route.

11.49 The G51 Group canvassed an adjustment in the side streets that would reduce the maximum stay from 3-hours to 20 minutes. This would provide short-term parking opportunities for the customers of shops affected by the Fastlink route. However, it would also increase the demand and competition for parking spaces within a densely populated residential and commercial area. It would increase the stringency of the outcome of the Order and have the potential to generate objections. Given the degree of surveillance required for such a short duration of permitted stay, effective enforcement of the 20-minute permitted stay could be difficult to achieve.

11.50 All in all, I discern no convincing reason to depart from the published proposals in the vicinity of the Shieldhall and Govan Roads. The issue of short-term parking controls in the vicinity of shops, including opportunities in the nearby side streets should be closely monitored and, if required, adjustments made at first review stage.

Other general issues raised in the written and oral submissions

The section 75 funding for the promotion and implementation of parking controls

11.51 If the charging for residents and business permits is withdrawn or heavily discounted the obvious question emerges as to who should pay for the shortfall in parking revenue. Some objectors have argued that, since QEUH is of national and regional importance, Scottish Government should meet the bill, and not the local authority. Others, including the G51 Group, have suggested stretching the controlled parking funding available from GGCNHS via the section 75 agreement to make good the loss of revenue. However, GCC has pointed out that these funds are finite and that the waiving of the permit charging regime could jeopardise the resources that may be necessary to extend parking controls into adjacent areas affected by displacement of the parking overspill. Given, the possible potential for displacement of the parking overspill into Zone 3 and also perhaps into Govan Town Centre, this may be prudent.

11.52 It is not for me to comment further on this matter. This is because the issue of who pays for the shortfall could have strategic financial implications, not only for parking control in the wider Govan area, but also for the financing of major health service developments in Scotland. This clearly extends the issue well beyond the remit of the public hearing.

Whether the Council's strategy for extending consistency for parking control across the city should apply in the case of the hospital overspill problem in an area of urban deprivation

11.53 The introduction of parking controls in order to manage parking demand with a view to reducing congestion, improving air quality and encouraging healthier and more sustainable modes of transport throughout the city accords with national and city-wide strategic planning policy. It is therefore clearly worthy of support. I agree that as far as practicable, these schemes should be consistent in terms of fairness and equality and as established by the Scottish Index of Multiple Deprivation [doc GCC/SD_25] there are levels of deprivation across the city comparable to those in Govan. Therefore, the arguments for departing from the current template of parking controls across the city must be compellingly persuasive.

Other cases of parking controls being imposed to address parking pressures generated by recent developments elsewhere in the city

11.54 I included this discussion topic in the agenda as I judged it relevant to compare the approaches the Council has taken to developments of comparable scale to QEUH when applying strategic policies aimed at modal shift to sustainable forms of transport. What emerged from the discussion was that QEUH is a most unusual development in terms of its scale, amount of traffic generation and the severity of its on-street parking impact on the surrounding community. Therefore, whilst the capping of car parking provision is the normal practice in the strategic planning management of major developments, on the evidence available to me it appears unlikely that any development recently approved in Glasgow has had or may have a comparable potential impact on the surrounding community as harmful as the impact that QEUH parking overspill has had on Linthouse and Shieldhall.

The implications of the proposed Order for the spatial layout of residential areas

11.55 I agree that away from the main roads the area tends to be one of “impermeable” residential enclaves with limited access. However the streets within the residential areas are public roads and I do not accept the claim that once the overflow parking is removed no one should need to park there except the residents and their visitors. There may be legitimate non-hospital related reasons why people may wish to park in the streets and it is important that the parking controls should not exclude the general public from doing so.

11.56 The G51 Group criticises the painting of specific bays and installing meters on the grounds that it reduces the available space to park. However, without the regulation provided by these controls on-street parking in housing areas can quickly become congested and obstructive to vehicle and pedestrian movement.

The implications for the Order of a possible potential for displaced parking by NHS staff attracted to park and ride opportunities in Govan Town Centre and along bus corridors.

11.57 The post-hearing exchanges on this topic were helpful in highlighting the potential attraction of local park and ride opportunities along the main bus route corridors and the additional parking pressure that this might generate in side streets within the proposed parking control zone.

11.58 The exchanges suggest that the combination of the heavy penalties for long term parking in the Govan Shopping Centre, the redevelopment of the Water Row free car park and any future parking controls needed to protect vulnerable town centre communities would restrict the opportunities for hospital staff to park and ride into QEUH from Govan Town Centre. This in turn is likely to increase the park and ride pressure close to the bus corridors within the control zone.

The issue of out of date data

11.59 The Council has been criticised for relying on the transportation and socio-economic assessments undertaken some 9 years ago in promoting the Order. Yet this was the relevant information that led to the capping strategy and fed into the section 75 funding of measures aimed at mitigating the predicted parking overspill problem. Therefore it remains relevant in justifying the need for parking controls in the area.

11.60 In addition to the surveys undertaken as part of the 2007 TA, the Council has used the 2011 census data to identify car ownership levels in the area and has undertaken parking surveys before and after the opening of the hospital to inform the design of the scheme proposed in the Order.

11.61 Since the problem of the overspill is self-evident and in need of solution and it is agreed that the area is one of multiple deprivation, it is questionable what significant value further transportation and socio-economic information would contribute such as would justify further delay in addressing what one objector refers to as “the big problem in G51”.

Public Consultation

11.62 The objectors voiced a variety of concerns about the public consultation procedures during the assessment of the QEUH development that led to the granting of planning permission. GCC points out that these issues relate to planning procedures that have

already run their course under an earlier regime of development management procedures under planning legislation. As such they lie well outside the remit of the public hearing of objections to a proposed controlled parking scheme under the TRO regulations.

11.63 The public consultation and engagement with the public involving GCC officers during the promotion of the proposed Order included a 3-day public exhibition of the preliminary proposals, officer-level attendance at public meetings, full compliance with the procedural requirements under the 1999 Regulations and the holding of the discretionary public hearing. In the light of this significant level of engagement, I find it difficult to criticise the Council on its efforts to consult the public in preparing and promoting the Order.

11.64 Looking ahead, however, the first review stage will be of crucial importance in ensuring the effectiveness of the parking control measures in meeting the travel objectives underpinning the QEUH travel plan. The public hearing has been helpful in identifying key stakeholders in this process. These stakeholders should be encouraged to participate in the review in a consultative role, so that any adjustments proposed to the parking controls are well informed and as far as possible are based on consensus.

The choice of parking model

11.65 I now return to address the relative merits of the proposed shared ‘pay to park’ scheme proposed in the Order with the ‘residents and visitors only’ scheme advocated by the G51 Free Parking Group. In doing so I return to test whether the schemes comply with the travel plan objectives as required by the section 75 agreement and then the statutory test that turns on which of the models is the most expedient.

11.66 If, as the objectors predict, the 3-hour maximum time restriction does not deter shorter term parking by part-time hospital staff, outpatients and patients’ visitors, the GCC scheme would fail to meet the Travel Plan objectives aimed at protecting the G51 area from the overspill and encouraging modal shift to sustainable methods of travel. However, if this proved to be the case, the stringency of the “shared parking” control measures could be reviewed and adjusted to provide an effective deterrent at the first stage review.

11.67 With the proposed Order in operation, based on the current tariff a 3-hour stay would cost £3.20p on the meter. This, together with the availability of 4-hour free parking for outpatients and hospital visitors on the QEUH site and the inconvenience of the walk to and from the hospital should deter visitors and outpatients parking in most, if not all, of the residential areas already affected by the overspill. It may be that housing and commercial areas within 400m or so of the hospital could still be vulnerable to overspill parking by part-time staff, as well as the visitors and outpatients who have found the hospital car parks full. However, the replacement of cars left by all-day-commuters by shorter-term hospital car parking activity should be obvious following the introduction of the new controls. In which case the review mechanism could be triggered immediately in order to secure the necessary adjustments to the maximum stay and / or meter tariff to address the problem.

11.68 Another advantage of this approach to the problem would be that any adjustment required to the control measures and charges could be tailored to the pattern of residual overspill parking as and where it reveals itself on the streets. Given the availability of the free parking within the hospital grounds this may be much less extensive than the area currently affected by the all-day commuter overspill. This way to the address the problem it seems to me is preferable in general traffic management terms to a blanket ban on non-permit holders parking throughout the residential areas of the controlled parking zone. It

would also be less vulnerable to challenge for being unreasonably stringent in its protection of the residential enclaves.

11.69 Taking everything into consideration, in particular the case for providing shared car parking spaces within the residential enclaves, it seems to me that the most expedient and therefore most advisable (#) way to address the hospital overspill problem at this time would be to proceed to make and implement the proposed shared pay-and-display parking scheme as soon as possible. (# Chambers Dictionary: expedient *adj.* suitable, advisable) This at the very least should guarantee the removal of the all-day-commuters' vehicles, which currently comprise the major element of the overspill parking in the area, whilst still maintaining a pay and display facility for members of the general public who need to or wish to park in the area.

Final assessment

11.70 In short, for the reasons explained above I believe that the adequacy of the city wide template for parking controls should be tested and found to be demonstrably defective in controlling the overspill into the area surrounding the QEUH university hospital campus before a more stringent model of parking control should be considered. However, having regard to the exceptional circumstances of the QEUH development, I consider the proposed level of payment for parking permits for residents, visitors and businesses to be disproportionately excessive. Accordingly, I judge a significant discount is justified.

11.71 Finally, bearing in mind the expediency test, I judge the proposed Order to be preferable to the G51Group's proposal having regard to the need to avoid the possibility of serious delay in obtaining a workable solution to the severe problem of parking overspill in the G51 area.

CHAPTER 12: CONCLUSIONS AND RECOMMENDATION

Conclusions

12.1 Based on my assessment of the matters in dispute in Chapter 11 I conclude that the proposed Linthouse and Shieldhall (Traffic Management and Parking Controls) Order meets the relevant criteria in terms of road safety, facilitating traffic movement and preserving or improving the amenities of the area under sections 1(1) (a), (c) and (f) of the Road Traffic Regulation Act 1984.

12.2 Whilst I acknowledge that in order to ensure elimination of any residual overspill parking from vulnerable areas the proposed scheme may require some adjustment at first review stage, I am satisfied that it meets or, with any necessary post-review adjustment, is capable of meeting the travel plan objectives and terms of the agreement attached to the planning permission for the QEUH development.

12.3 Subject to the adjustments to the charges for parking permits, for the reasons I have explained in Chapter 11, I find the proposed pay and display shared parking model to be preferable to the residents' and visitors' only model proposed by the objectors. I therefore commend it to the Council as the more advisable suite of parking control measures.

12.4 I have considered all the other matters raised in the exchanges and at the hearing but there are none that would lead me to alter these conclusions.

Recommendation

12.5 I recommend that Glasgow City Council should make the Order as advertised subject to the following modifications.

(1) The charges for residents, visitors and business parking permits should be discounted by 70% compared with the standard tariff thereby reducing the cost of the residents' permits to £15 per anum, the visitor permits to 60p and the business permits to £210 per anum.

(2) The advertised parking control proposal restricting the 36 car parking bays and 1 motorcycle bay in Holmfauld Road to a 3-hour maximum stay during the hours of 8.00am to 6pm should be amended to read 'a 3-hour maximum stay and no return within 1 hour'.

(3) The advertised parking control proposal restricting the maximum stay to 3 hours along the eastern section of Meiklewood Road in the vicinity of McTears Auctioneers should be relaxed to a maximum stay of 5 hours.

(4) The previously agreed variations identified at the hearing.

Gerry Farrington

Reporter

8th September 2016

APPENDIX A:**AGENDA FOR THE HEARING**

(See accompanying programme for scheduling)

3. Opening of the hearing by the reporter.
4. Clarification by GCC of the legal provisions for the making of the proposed Order and holding the hearing [as outlined at the pre-hearing meeting].
5. Any other initial clarifications sought by the reporter including:
 - (i) The identification of any common areas of agreement.
 - (ii) The acceptability or otherwise of the proposed amendments to the advertised TRO [see 4.2 & App 3 of the GCC statement of case].
 - (iii) Whether or not the proposed amendments require advertising and any other procedural steps before they may be adopted?
(It would be helpful if the G51 Free Parking Group and the Council can agree position statements on items 3(i) and 3(ii) in advance of the hearing.)
4. Matters for topic-based discussion arising out of the written exchanges. The reporter will open each topic or group of related topics with a summary of the relevant issues distilled from the written exchanges and will invite scrutiny and comment as to its accuracy and adequacy as a basis for the discussion.
 - (1) The provisions of the proposed Order.
 - (2) The factual background to the proposed Order including the planning history of the Queen Elizabeth University Hospital development.
 - (3) The strategic planning and transportation policy related issues and any bearing they may have on the proposed making of the Order.
 - (4) The local traffic and transport related issues arising from the hospital development and their bearing on the proposed making of the Order.
 - (5) The relevance or otherwise of the on-road parking control scheme imposed as part of the Section 75 agreement accompanying the planning permission granted for the hospital and whether there are any significant differences from the scheme proposed in the Order.
 - (6) Whether or not the Transport Assessment produced by JMP Consultants Ltd. in 2007 and other available data provides an adequate and up-to-date information base upon which to assess the impact of the proposed Order on the area.
 - (7) The relevance or otherwise of the Council's strategy for rolling out of parking controls across the city, including the desire for consistency, and whether or not there are exceptional considerations stemming from the hospital development and the socio-economic characteristics of the area that may justify a different approach in the Linthouse, Shieldhall and Drumoyne areas. *(A map showing the extent of existing and proposed parking control zones outside the city centre and the areas of the city currently subject to no control would be helpful for this topic.)*
 - (8) In particular, whether or not this might justify a residents / local businesses only free parking scheme, such as proposed by the G51 Free Parking Group.
 - (9) Whether this alternative scheme has been the subject of any investigation by GCC? If so, what are its findings?

[Continues overleaf]

- (10) If the Council were minded to adopt the alternative G51 Free Parking Group scheme, would there be any scope to modify the current Order to accommodate the alternative scheme or would the alternative scheme itself require a repeat of the same procedure as required for the Order.
 - (11) The justification or otherwise of the self-financing criterion for the proposed scheme.
 - (12) Whether or not there are comparable cases of parking controls being imposed to address high volume parking pressures generated by recent single site developments elsewhere in the city and their relevance or otherwise for the making of the proposed Order.
 - (13) The implications of the proposed Order, including financial costs, for the residents of the area, their visitors and trades and service personnel.
 - (14) The implications of the proposed Order for the medical and other domiciliary care required by elderly persons, the disabled and others in need of care, including the impact on the support for such persons provided by their professional carers and by relatives and friends.
 - (15) The implications of the proposed Order including the financial costs for businesses in the area; including (a) businesses depending on short-term on-street parking to attract passing trade, (b) businesses dependent on medium term on-street parking and (c) businesses dependent on the availability of long term on-street spaces.
 - (16) The impact of the annual £700 permit fee on local businesses employing staff on minimum and modest wages.
 - (17) The implications of the proposed Order for NHS staff, patients and visitors including any impact on the delivery of health care at the hospital?
 - (18) The implications of the proposed Order for commuters living elsewhere travelling into the area and commuters living within the area travelling out.
 - (19) The implications of the proposed Order for the spatial layout of residential areas.
 - (20) The significance or otherwise of the 12-month review; also, the likely scope for changes to the scheme and for adjustments to the charges?
 - (21) Any outstanding issues.
2. Any closing words in summation of the discussion sessions.
 3. Site inspections considered necessary. The reporter will undertake these unaccompanied on one or more weekdays as soon as practicable after the hearing closes. He has already spent time familiarising himself with the area and the hospital campus but would welcome suggestions as to how his knowledge of the area may be improved, including the relevant travel options.
 4. Individual hearings (*see accompanying programme for scheduling*)
 5. Closure of the hearing by the reporter.

G Farrington Reporter

Friday 20 May 2016

APPENDIX B: PUBLIC HEARING PROGRAMME [#]Daytime session Thursday 2nd June

AM		PM	
10:00	Hearing opens	14:00 to 15:00 approx	Elected representatives
10:30 approx to 13:00	Topic based discussion G51 Free Parking Group, GCC TRO team and others who have chosen this procedure	15:00 approx to 16:30	Topic based discussion continues

Evening session Thursday 2nd June

PM	
18:30 – 21:30	Individual hearings
19:00 19:30	Sheila McGeoch Michael Mackin

Daytime session Friday 3rd June

AM		PM	
10:00 10:30	Individual hearings Govan Workplace Ltd McTear's Auctioneers	14:00 to 15:00 approx	Individual hearings
11.00 approx. to 13:00	Topic based discussion continue	15:00 approx to 16:30	Topic based discussion concludes
		16.30	Hearing closes

[#] The current programme is based on the response to the choice of procedure questionnaire issued following the pre-hearing meeting. It can be adjusted to include additional requests for individual hearings if made to the Programme Officer [Tel: 0141 287 4529] prior to the hearing or to the Reporter at the hearing.

G Farrington Reporter

20 May 2016

APPENDIX C: ATTENDANCES AT THE PRE-HEARING MEETING AND THE PUBLIC HEARING

Objections: –

Total: 3721

Letters to Objectors sent by GCC TRO team on 11 December 2015 and 22 January 2016. 92 responses to either of the letters, all communicated to regarding Pre-Hearing Meeting. 28 other people attended the Pre-Hearing Meeting who were not part of the original 92. This made a group of 120 who were then contacted regarding the Hearing from then on.

37 Responses to Choice of Procedure, as follows:-

G51 Group and wished to be represented by G51 group	33
Individual Hearings	2 (Michael Mackin and Sheila McGeoch)
Individual Hearing & Topic Based	1 (Peter Ferguson on behalf of McTears Auctioneers)
Written submissions	1 (Elsie Donald)
Total	37

Govan Workspace Ltd. subsequently confirmed they would take part in the Hearing, in a role similar to McTears Auctioneers. At the hearing as well as taking part in topic based discussions as part of the G51 Free Parking Group Jim Creaney spoke individually on the issues affecting the Shieldhall Road shopping parade. Adelina Loia supported Michael Mackin on issues affecting the Govan Road small businesses.

Written submissions in response to GCC statement of case were received from Linthouse Housing Association and a further 5 individuals, Susan Brown, Linda Shanks, Allan Morris, Gerry Ryan and Gordon Robb, and the gist of these responses are included in the report.

57 members of the public and 1 elected representative (Bailie Fariha Thomas) attended the Pre-Hearing Meeting

At the Hearing the attendance on Thursday 2 June 2016 was as follows: - 10 people representing GCC TRO Team, 29 members of the public/G51 Group and 6 elected representatives

Total: 45 persons

The attendance on Friday 3 June 2016 was as follows: - 12 people representing GCC TRO Team, 17 members of the public/G51 Group and 2 elected representatives

Total: 31 persons

APPENDIX D: GOVAN TOWN CENTRE PARKING DISPLACEMENT ISSUE NOTIFICATION OF A REQUEST FOR FURTHER VIEWS & INFORMATION

Since the hearing the reporter has undertaken inspections in connection with the proposed TRO. These included travelling via public transport routes to and from QEUH. This has helped to highlight a parking displacement issue that he believes requires further exploration.

Bearing in mind the 7am-8.00pm shift pattern worked by hospital staff and the availability of free of charge car parking in central Govan within easy walking distance of one of the main bus corridors connecting with the hospital, the reporter requests the views of the GCC team and the G51 Free Parking Group on the following matters:

- (1) Whether or not significant numbers of NHS staff deterred from parking within the proposed CPZ may be attracted by the free town centre parking to engage in “park and ride” activity to and from the hospital via the bus corridor in the centre of Govan?
- (2) Whether or not early AM bus timetable adjustments aimed at encouraging modal shift by QEUH staff, might be an additional but related factor leading to a significant volume of “park and ride” activity to and from QEUH from central Govan?
- (3) Whether or not the additional “park and ride” activity would be likely to result in the occupation throughout the day of a significant number of parking spaces currently available in central Govan for shoppers, local business employees and visitors?
- (4) If so, is there a significant risk that this influx of parked vehicles could seriously harm the retail and business health of Govan Town Centre and / or its attractiveness to visitors?
- (5) Whether there are any parking controls and / or gated access to off-street car parks proposed or in preparation for central Govan, and, if so, whether this takes account of “park and ride” parking by hospital staff using the bus corridor to access QEUH?
- (6) Should the making of the proposed Order (or of an alternative residents’ and visitors’ only scheme) be co-ordinated with a scheme aimed at protecting Govan Town Centre from “park and ride” activity by hospital staff and should the implementation of these schemes be synchronised.
- (7) Are there any development proposals or land use planning schemes in preparation for central Govan that may be of relevance to this issue?

Any views and information on these matters should be submitted within 14 days of this notification. The Programme Officer will copy the replies he receives to the other party and any comments should be submitted to TRO Govan within a further 14 days.

APPENDIX E: LIST OF DOCUMENTS

COUNCIL'S DOCUMENTS

- GCC_01 Statement of case
- GCC_02 Closing submission dated 1 July 2016
- GCC_03 Letter from Glasgow City Council dated 17 June 2016 in response to Councillor Dornan's written submission
- GCC_04 Letter from Glasgow City Council dated 17 June 2016 in response to MSP Humza Yousaf's statement to the hearing with enclosed table setting out a summary of the implementation costs incurred to date for phases 1 and 2 of the off-site on-road parking controls for the QUEH development (document GCC_4A)
- GCC_05 Letter from Glasgow City Council dated 17 June 2016 in response to MP Chris Stephen's statement to the hearing
- GCC_06 Letter from Glasgow City Council dated 17 June 2016 in response to Sheila McGeoch's statement to the hearing
- GCC_07 Table "Glasgow City Council – (parking) permit numbers city wide at 08.06.16
- GCC_08 Govan Town Centre Parking Displacement Written Statement dated 9.08.16
- GCC_09 Response to G51 Group's Govan Town Centre Parking Displacement Written Statement dated 23 August 2016

GCC Supporting documents:

- GCC/SD_01 2007 Transport Assessment – Chapters 1 to 5; Chapters 6-11; Figures
- GCC/SD_02 Extract of 2003 City Plan
- GCC/SD_03 Council Transport Assessment Scoping Response
- GCC/SD_04 Extract of 2009 City Plan 2
- GCC/SD_05 Council Transport Planning Observations
- GCC/SD_06 Development and Regeneration (Development Applications) Sub-Committee Paper and Minutes - Report of by Director of Development and Regeneration Services on the application for the erection of hospital development (QUEH)
- GCC/SD_07 Section 75 Agreement for QUEH planning permission

GCC/SD_08 Council planning decision notice in respect of application 07/01158/DC for erection of hospital development at Southern General Hospital, G51 4TF

GCC/SD_09 NHSGCC-NSGH Travel Plan 2014-15 – Part 1;Part 2

GCC/SD_10 Extract of Keep Glasgow Moving – A Local Transport Strategy 2001-04

GCC/SD_11 Extract of Keep Glasgow Moving – A Local Transport Strategy 2007-09

GCC/SD_12 SPT – the Regional Transport Strategy for the West of Scotland 2008-21

GCC/SD_13 Location Plan _ Current and Proposed Temporary / Permanent Hospital Car Parking Provision

GCC/SD_14 Location Plan – TRO Phases 1 to 3

GCC/SD_15 Linthouse and Shieldhall TRO – Statutory Consultee List

GCC/SD_16 Linthouse and Shieldhall TRO – Draft Order

GCC/SD_17 Linthouse and Shieldhall TRO – Advertised Notice

GCC/SD_18 Linthouse and Shieldhall TRO – Statement of Reasons

GCC/SD_19 Linthouse and Shieldhall TRO – On-street notice, check list & notice location plans

GCC/SD_20 Linthouse and Shieldhall TRO – Detailed Proposal Plans 1-3

GCC/SD_21 Linthouse and Shieldhall TRO – Location Plan

GCC/SD_22 Linthouse and Shieldhall TRO – Example of objection letter template and Council response

GCC/SD_23 Linthouse and Shieldhall TRO – Memo to Executive Director of LES and response

GCC/SD_24 Linthouse and Shieldhall TRO – Executive Committee paper and minutes – 15 August 2015

Document submitted at hearing

GCC/SD_25 Scottish Index of Multiple Deprivation – Most deprived data zone in Glasgow

OBJECTOR'S DOCUMENTS

G51 Free Parking Group

G51_01 Statement of case

G51_02 Closing submission received 15 June 2016

- G51_03 Responses to GCC closing submission and GCC replies to elected representatives and Sheila McGeoch's statements to the hearing received 15 July 2016
- G51_04 Letter and map detailing G51 Group's proposals for metered parking controls in front of and opposite the shops in Shieldhall Road.
- G51_05 Govan Town Centre Parking Displacement Written Statement with associated maps of Central Govan and a Transportation Statement for Hardgate Road Temporary Car Park dated August 2015
- G51_06 Response to GCC Govan Town Centre Parking Displacement Written Statement dated 22 August 2013

G51 Group Supporting documents:

- G51/SD_01 Transport Assessment
- G51/SD_02 Social & Economic Analysis
- G51/SD_03 Deprivation statistics
- G51/SD_04 Council's first notification letter
- G51/SD_05 Feedback form from Elder Park exhibition
- G51/SD_06 G51 Free Parking Group's proposals
- G51/SD_07 Response to G51 Group's proposals
- G51/SD_08 G51 Free Parking Group's newsletters etc
- G51/SD_09 TRO published in March 2015
- G51/SD_10 Proposed number of parking spaces
- G51/SD_11 Objection letter
- G51/SD_12 City Chambers motion
- G51/SD_13 Response to objection letter
- G51/SD_14 Letter to Andy Waddell re hearing
- G51/SD_15 Section 75 correspondence
- G51/SD_16 Hearing notification from GCC
- G51/SD_17 GCC letter dated 15 January 2016 following IT problem

- G51/SD_18 GCC letter dated 29 February 2016 with details of hearing and the next steps in advance of the hearing
- G51/SD_19 GCC letter dated 3 March requiring responses to the GCC statement of case to be submitted to the programme officer by 5pm on 25 March 2016
- G51/SD_20 Reply dated 18 February 2016 to Freedom of Information request from Drumoyne Community Council re GCC income generated from pay and display and parking meters and permits
- G51/SD_21 Letters of support dated 30 January, 24 February, 2 March, 4 March, 8 April, 21 April, 29 May, 31 July and 13 August 2015 for G51 Free Parking proposals and associated correspondence and parliamentary reports from Johann Lamont MSP
- G51/SD_22 SD memory card containing digital photographic images of the streets affected by the GCC proposed "shared" parking scheme

Other objectors

- OBJ_01 Chris Stephens MP - statement to the hearing
- OBJ_02 Letter received from Chris Stephens MP by e-mail 20 July 2016
- OBJ_03 Humza Yousaf MSP - statement to the hearing
- OBJ_04 Submission by Johann Lamont MSP dated 9 March 2016
- OBJ_05 Submission by Susan Brown dated 20 March 2016
- OBJ_06 Submission by Bailie Fariha Thomas, Councillor dated 24 March 2016
- OBJ_07 Submission by James Adams, Councillor dated 24 March 2016
- OBJ_08 Submission by John Kane, Councillor dated 25 March 2016
- OBJ_09 Letter of support for the G51 Free Parking Group proposed Resident and Visitor Only Parking Scheme from Drumoyne Community Council
- OBJ_10 Letter of support for the G51 Free Parking Group proposed Resident and Visitor Only Parking Scheme from Govan Community Council
- OBJ_11 Letter of support for the G51 Free Parking Group proposed Resident and Visitor Only Parking Scheme from Broomhill Community Council
- OBJ_12 Letter of support for the G51 Free Parking Group proposed Resident and Visitor Only Parking Scheme from Craigton Community Council

DOCUMENTS PROVIDED AT REPORTER'S REQUEST [#]

- REP 01 Clarification by GCC of the legal provisions for the making of the proposed Order and the holding of the hearing (Ms Fauld's speaking note)
- REP 02 Advice from Mr McColgan and Mr Dailly on the level of agreement between the parties
- REP 03 Map showing the extent of existing and proposed parking controls across the city
- REP 04 Fastlink Route Traffic Regulation Order and Map
- REP 05 QEUH on-site and off-site permanent and temporary parking spaces

[# Copies of the requested documents were made available to the Reporter at the hearing.]