



CITY OF CAPE TOWN  
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STAD KAAPSTAD

# DRAFT REVISED PARKING POLICY FOR THE CITY OF CAPE TOWN

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Submitted  
by:

**Director: Transport Planning**

Approver:

**Council**

Date  
Approved:



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## 1 Definitions:

<b>City</b>	The City of Cape Town, a municipality established by the City of Cape Town Establishment Notice No. 479 of 22 September 2000, issued in terms of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998), or any structure or employee of the City acting in terms of delegated authority.
<b>Congestion management</b>	An approach that recognises that congestion cannot be “solved”, but various actions can be taken to reduce its effects and encourage improved city form, public transport services, and travel choices through travel demand management tools.
<b>e-Hailing</b>	A public transport service operated by means of a motor vehicle, which: (a) is available for hire while roaming; and (b) is equipped with an electronic e-hailing technology-enabled application
<b>Exclusive use parking bay</b>	A parking bay which has been earmarked for the exclusive use of a particular user subject to a permit approval.
<b>Integrated electronic payment system</b>	A cashless payment system.
<b>Low income housing</b>	Any form of accommodation which is provided with the assistance of a state subsidy, or is incentivised by the state, in order to enable people to reside in an area from which market-related rentals or ownership preclude them.
<b>Managed parking areas</b>	A business or recreational area of high demand and limited parking availability which has been demarcated by the City, where the City implements a tariff charge for use of the parking bays in an effort to increase turnover of bays, use of alternative means to travel, reserving bays for designated uses, increasing availability and implementing timing restrictions in an effort to support and promote economic activity and viability of the area. The area may consist of various sub-zones.
<b>More sustainable vehicle types</b>	Vehicles that operate fully or partly on alternative energy sources or less carbon-intensive compared to fossil-fueled vehicles, including electric vehicles of varying types, as well as combustion-fueled motorbikes and bicycles of all types.
<b>Parking bay</b>	A demarcated area within which a vehicle is to be parked in terms of the Parking By-law, demarcated as such by the City upon the surface of a parking ground or a public street.
<b>Off-street parking bay</b>	A parking bay within a parking ground.
<b>On-street parking bay</b>	A parking bay within a public street.
<b>Paratransit</b>	A variety of current and future forms of transport for public use which are not mass transport services and not provided by or through a sphere of government or state entity, but operating with permission of a sphere of government.
<b>Parking Management Service Provider</b>	A service provider appointed to administer a parking management service on behalf of the City
<b>PT1 &amp; PT2 areas</b>	Delineated areas with reduced parking requirements from the standard land use zoning requirements, in areas deemed to enjoy high levels of access to public transport.
<b>Public parking</b>	Parking bays for use by the general public.
<b>Public road</b>	Any road, street, cycle path, thoroughfare, parking ground, dedicated busway, or other, including a verge and sidewalk in the road reserve, historically used as a road, or demarcated as such on an approved plan or diagram (this is a simplification of the official definition found in the Parking Bylaw)
<b>Reserved parking bay</b>	A bay reserved for a particular use or user group, such as a bay for people living with a disability; a loading bay; a bus stop; a bay for high occupancy vehicles; a bay for electric vehicles (with or without charging facilities); and motorbike or bicycle parking bays or any other bay which falls under the reserved bay category as classified by the South African Road Traffic Signs Manuals (SARTSM).

	The bay will be signposted or display the appropriate markings as set out by SARTSM.
<b>Ridesharing</b>	An arrangement between commuters to travel together in a vehicle regularly in a lift-club or carpool, in which the driver was making the journey anyway.
<b>Spatial logic (applied to parking)</b>	The reasoned approach to spatially delineate areas in which a parking should be managed
<b>Special events</b>	An occasional event which attracts such large crowds that it requires dedicated traffic management services and may require parking permits for its duration.
<b>Staging</b>	Staging is different from parking. It refers to the medium to long term "storing" of a public transport or freight vehicle until it is needed, i.e. in-between peak periods.
<b>Travel Demand Management (TDM)</b>	Actions, strategies, policies and tools used to encourage reduction in travel demand, or to redistribute this demand in space or in time by travellers making travel choices which maximizes the efficiency of the transportation system leading to improved mobility and environmental sustainability, reduces congestion and lowers vehicle emissions.
<b>Transit-oriented development (TOD)</b>	A development strategy with a bias towards viable public transport and therefore speaks to urban form, development type, development intensity and development mix. TOD requires a city's transport system to respond to urban development in a way that caters for the needs of the passengers while remaining affordable to the local authority and its residents, however it may also require the development of new transport infrastructure to be used proactively, to drive sustainable and compact development.

## 2 Abbreviations:

<b>CCT</b>	City of Cape Town
<b>CITP</b>	Comprehensive Integrated Transport Plan
<b>DMS</b>	Development Management Scheme
<b>ECAMP</b>	Economic Areas Management Programme
<b>EMV</b>	Europay, MasterCard and Visa
<b>EVs</b>	Electric Vehicles
<b>IDP</b>	Integrated Development Plan
<b>IPTN</b>	Integrated Public Transport Network
<b>MFPFA</b>	Municipal Fiscal Powers and Functions Act, 2007 (Act No. 12 of 2007)
<b>MSA</b>	Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)
<b>NATMAP</b>	National Transport Master Plan
<b>NLTA</b>	National Land Transport Act, 2009 (Act No. 5 of 2009)
<b>NMT</b>	Non-Motorised Transport
<b>PLTF</b>	Provincial Land Transport Framework
<b>PRASA</b>	Passenger Rail Agency of South Africa
<b>PT</b>	Public Transport
<b>SDF</b>	Spatial Development Framework
<b>TDM</b>	Travel Demand Management
<b>TOD</b>	Transit-Oriented Development

# 1 Context

## 1.1 Introduction

This policy document results from a review of the existing Parking Policy, to ensure alignment with the strategic priorities of the City, international best practice, and to strengthen the implementation and review aspects of the policy. It is written in a context of growing congestion and an under-performing rail service, but also an established quality MyCiTi bus service, notably serving the Cape Town CBD and surrounds. Parking provision and management is part of a more holistic plan for integrating transport in Cape Town.

## 1.2 Overview

### 1.2.1 Parking in Cape Town

Historically, parking in Cape Town was not seen as a problem because it was accepted that drivers could park vehicles wherever they needed to, for as long as they wanted. With increased pressure on the road network, leading to increased competition between different parking functions, and between parking and movement functions, the City approved its first Parking Policy in 2014.

The City managed 3 237 on-street parking bays in four business districts of Cape Town in 2019.

Table 1: On-street Managed Parking in 2018<sup>1</sup>

BUSINESS DISTRICT	NUMBER OF BAYS	AV. PARKING TIME (MINS)	SITE OCCUPANCY
Cape Town	2 080	42	50%
Bellville	544	41	47%
Sea Point	352	43	48%
Claremont	261	31	38%
<b>TOTAL</b>	<b>3 237</b>		

The vast majority of the supply is however off-street. It was estimated that there were a total of 45 122 off-street parking bays in the Cape Town CBD in 2015, largely provided by the private sector for their employees and customers, or for public use. This covered more than 1,128 km<sup>2</sup> in land and air rights in the Cape Town CBD. <sup>2</sup>

The diagram below shows the highest provision of parking being 1 300 bays or more (e.g. the CTICC, and the Portside Building), with several buildings providing 600 bays or more.

There have been several new developments since then, and approvals (the largest being Harbour Arch), which would increase these figures.

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<sup>1</sup> City of Cape Town, 2016, *Assessment of Parking Tariffs for Managed Parking Bays within the City of Cape Town (unpublished)*

<sup>2</sup> City of Cape Town, 2015, *Inner City Parking Inventory (unpublished)*

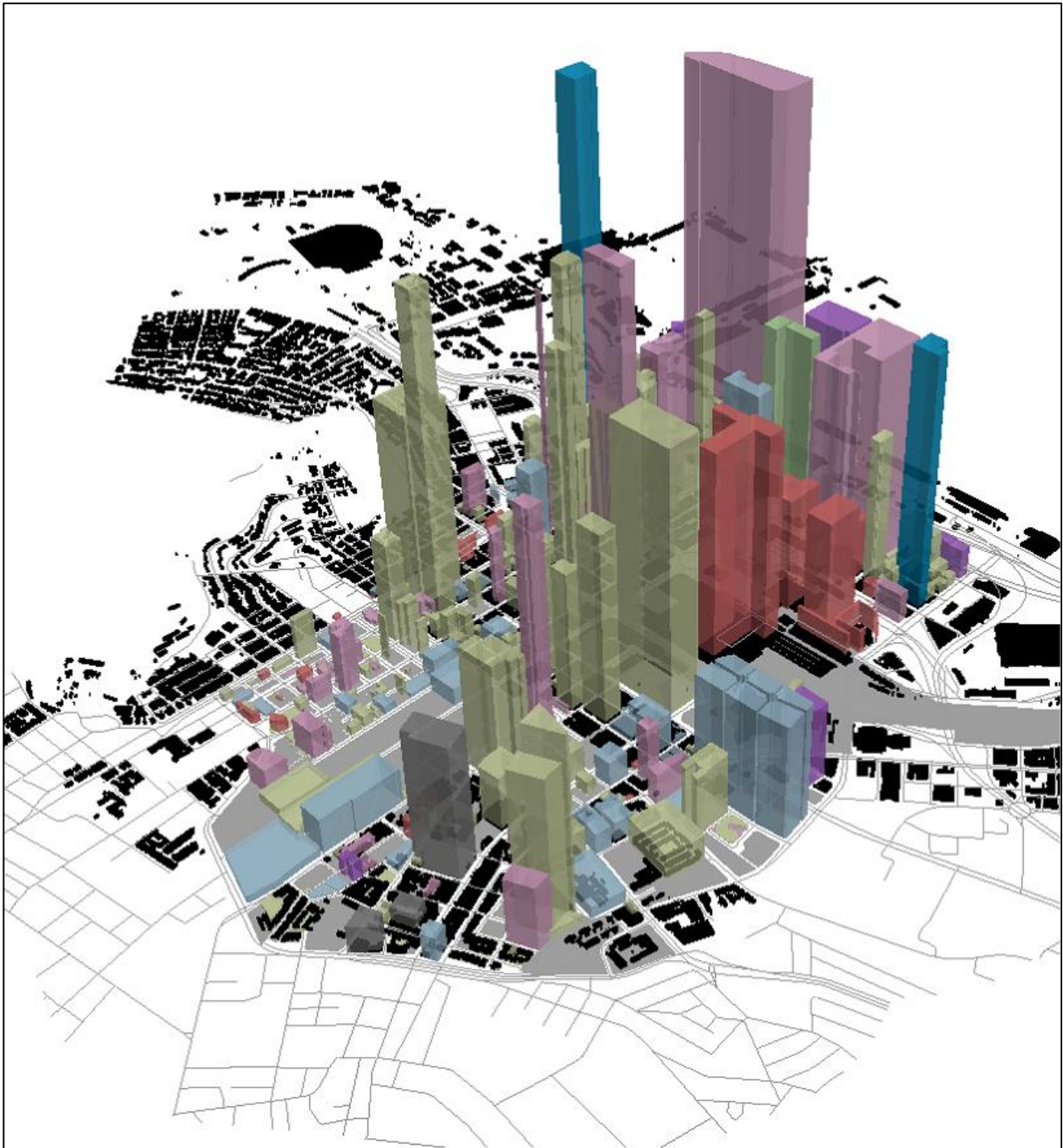


Figure 1: Location of privately provided parking in the Cape Town CBD (2015)

Parking utilisation is more difficult to measure. However, the City does undertake surveys from time to time to measure off-street utilisation per land use, in order to inform updates to the Development Management Scheme requirements.

Of those who used motorised transport (about 84% in 2009-2014), the balance tipped from the majority (51%) using public transport in 2009<sup>3</sup>, to the majority (52%) using private transport in 2012<sup>4</sup>. This is counter to the City's intentions for modal shift to favour public transport (40:60 split by 2014) as set out in the City's Comprehensive Integrated Transport Plan (2013).

The City's Parking Policy, 2014, is now requiring substantial revision in order to align it with the new strategic objectives of the City, and the changing conditions of transport in Cape Town.

### 1.2.2 Why parking is important

In Cape Town, car ownership trends continue to rise, with an average annual increase of 3.5% (2001-2013), which is higher than the average population growth rate during that period: 2.6% (2001-2011)<sup>5</sup>. Studies show that car ownership levels are not directly related to income levels, but rather to the provision of good public transport, coupled with restricted access to parking.<sup>6</sup>

It is now recognised internationally that the provision and pricing of parking is a significant factor in travel behaviour in cities<sup>7</sup>. The provision, management and enforcement of parking has a significant role to play in a policy era of providing improved public transport services; managing travel demand; and incentivising non-motorised transport. It is also one area over which local government has significant control: both the provision and management of on-street parking, and the provision of off-street parking.

As cars are parking for an average of 23 hours a day, the take-up of valuable city land for idle vehicles is significant.

### 1.2.3 The purpose and scope of this policy

This Policy is a comprehensive, city-wide parking policy to direct parking provision, management, regulation, enforcement and pricing. It affects a wide range of people, organisations and locations as it aims to influence economic sustainability and travel behaviour - when and where people travel by car and other transport modes.

This policy aligns parking with the strategic intentions of the City around not only parking, but land use, economic development and travel demand management. It is therefore an important element of a transit-oriented development approach to city growth.

The Policy is structured along the following main parking categories: on-street parking, off-street parking, Park & Ride facilities, loading bays, bus bays, parking permits and reserved parking and bicycle and motorcycle parking.

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<sup>3</sup> City of Cape Town, 2016: *Parking Levy: A Research Project into the applicability of a parking levy for Cape Town* (unpublished)

<sup>4</sup> City of Cape Town, 2019: *Development of an Urban Development Index (UDI)*, unpublished

<sup>5</sup> City of Cape Town, 2016: *Parking Levy: A Research Project into the applicability of a parking levy for Cape Town* (unpublished)

<sup>6</sup> Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ, 2010), *Parking Management: A Contribution Towards Liveable Cities*, p1

<sup>7</sup> GTZ, 2010

### 1.2.4 The role of parking in the overall transport system

Parking is often the forgotten aspect of national policy on transport infrastructure provision, despite the fact that most vehicles are parked for the majority of the time. However, the Draft Revised White Paper on National Transport Policy (2017:54) is very clear on a need for a paradigm shift around private car travel and parking: “Unrestrained car usage and subsidised parking will be contained through the application of policy instruments which could include strict parking policies, access restrictions for private cars, high licence fees, road pricing or area licensing. Restraints on private car usage will however not be implemented independently of improvements in the quality of public transport”.

GTZ (2010) provides a useful summary of the conventional approach to parking, and the emerging paradigm which is shaped by social, environmental, economic and fiscal concerns.

Table 2: Comparison between the old and current parking paradigms

Indicator	Traditional parking management approach	TDM / TOD aligned parking management response
1. Parking considered as	Public good	Commodity
2. Demand assumed	Fixed/ Inelastic	Flexible/ Elastic
3. Supply should	Always grow	Be managed in response to demand
4. Government regulations	Set minimums and no standards	Set maximums
5. Pricing maximises	Occupation	Availability
6. Turnover encouraged via	Time limits	Pricing and time limits
7. Cost should be	Bundled with goods	Transparent to users

Source: Adapted from GTZ, 2010, p22

### 1.2.5 Parking management in Cape Town

Parking management in Cape Town has been rooted in the “old paradigm”, with an emphasis on ensuring adequate supply. Free parking is available on most municipal streets. Where municipal parking has been managed in some central business districts, pricing and time limits have been used to maximise utilisation. Management in these areas has been the responsibility of a Parking Management Service Provider. Parking enforcement has been the responsibility of the City’s Traffic Services, which have to deal with many more serious traffic offences than parking transgressions.

The private provision of parking is regulated under the City’s Municipal Planning Bylaw (2015) through parking minimums per land use and location. This followed the old paradigm of ensuring that there should be ample parking provision to accommodate all parking demand on-site.

The City now recognises that it needs to provide direction to all roleplayers who provide and manage parking. This will be referred to as a “directive” approach in this policy (as opposed to a reactive / responsive approach).

## 1.3 Policy Review

The Parking Policy of 2014 was the first of its kind for Cape Town. As with the review of the City’s IDP and CIP, policy review should be undertaken every 5 years, or when the policy environment shifts significantly, to ensure proper alignment with the IDP and CIP priorities.

### 1.3.1 Policy Context

The policy context of the City has also been greatly augmented, with a new Integrated Development Plan 2017-2022 (IDP as amended: 2019), Municipal Spatial Development Framework 2018-2023 (CTMSDF: 2018), Comprehensive Integrated Transport Plan 2018-2023 (CITP as amended: 2019) and Integrated Public Transport Network Plan 2015-2032 (IPTN: 2015). More detailed work has been carried out to advance the mutually supportive relationship between land use and transport in the Transit-oriented Development Strategic Framework (2016), and to promote travel behaviour change through the Travel Demand Management Strategy (2017).

The Climate Change Policy (2017), and more recently the Resilience Strategy (2019) have direct relevance to the policy with respect to trip generation, and the nature of parking facilities.

### 1.3.2 Achievements of the previous Parking Policy

Implementation of the Parking Policy of 2014 has been successful in the following areas:

- the establishment of managed parking areas in certain CBDs and appointing a Parking Management Service Provider; technological improvements, including a Parking App; provision and management of disabled parking
- inclusion of parking requirements for "special cases" under the Development Management scheme; encouraging transit-oriented development at Park & Rides
- the provision of bike parking
- providing a long distance bus facility

The implementation has been moderately successful in:

- Moving towards the management of high demand recreational parking areas
- Update the provision of Disability Permits
- Creating residents' permits
- Delineating a further iteration of PT zones
- Investigating the option of implementing maximum parking standards
- expanding and formalising Park & Rides (has been successful at MyCiti stations only)

The implementation has been least successful in:

- expanding the enforcement capacity for parking in the Safety & Security Directorate, and applying new enforcement technologies
- Enforcement through administrative penalties in managed parking areas
- Establishing priced parking for motorbikes to replace car parking bays
- No support to ring-fence parking income
- The crisis in rail has resulted in no demand to resource the management at Park & Rides at railway stations
- providing parking and overnight facilities for freight vehicles.

### 1.3.3 Gaps identified

While the previous Parking Policy was strong on management and enforcement, three critical areas have now been identified as needing inclusion or strengthening, to support transit-oriented development, travel demand management and environmental sustainability:

- The management of parking within the main commercial areas in order to influence, rather than respond to, demand patterns, ie to be directive
- Provision of parking which favours more sustainable modes of private travel, eg bicycles, motorbikes, electric vehicles and ridesharing

- Parking facilities should be environmentally responsible in their design and function.

In addition, while responsible departments were identified for each action in the previous policy, in some cases these departments did not own the responsibilities assigned to them. In some of these cases, this is because the action is complex and inter-departmental.

These gaps are all addressed in this policy. The assignment of responsibility for actions has been strengthened through creating a separate Implementation Framework, which identifies a lead department, and support departments where necessary. It also provides for a priority rating and time line which ensures that measurable objectives are being achieved within specified timelines.

## 1.4 Problem statement and Emerging Issues

The nature of the “problem” will be identified differently by the different stakeholders. The average car-user may see the problem as a lack of plentiful, free parking at their destination. Businesses identify a problem if they are not easily accessible to their customers and delivery vehicles. Residents expect free access to on-street parking outside their home (no matter its location). People living with disabilities, motorbike and bicycle riders, and electric vehicles have specific parking requirements which need protection.

The City is constrained with respect to its enforcement capacity, and is responsible for ensuring a quality and sustainable urban environment, and protecting the public right of way for all users. It also needs to do all in its power to support public transport services.

### 1.4.1 Growing misalignment between the previous Parking Policy and the emerging understanding of the strategic role of parking

The previous Policy took a reactive / responsive approach and was specific in setting the price of parking for managed parking areas, based on maintaining a good parking “level of service” for the experienced demand.

The provision of parking is one of the key cost drivers for developers, with surface parking taking up precious developable land area (all off-street parking in the Cape Town CBD alone occupies more than 1,128 km<sup>2</sup>), and basement parking being very expensive and often infeasible to develop due to ground conditions. Municipal parking requirements can act as a significant barrier to achieving a denser urban form, with developers finding it infeasible to make a return from marginal higher-density developments due to the additional space requirements for parking reducing the intensity of residential use on the site. The increased cost incurred in providing parking is ultimately passed onto the end user, reducing the affordability of the units. The application of parking standards in an increasingly flexible and targeted manner, specifically in alignment with public transport infrastructure, is required if Transit Orientated Development is to be achieved<sup>8</sup>.

The implementation of the TOD Strategic Framework has required a review of all City policies, strategies and bylaws. An analysis of existing policies, for alignment with TOD

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<sup>8</sup> Mark William Massyn, Robert McGaffin, Francois Viruly, Nicole Hopkins, (2015), "The challenge of developing higher density, affordable housing in the inner city of Cape Town", International Journal of Housing Markets and Analysis, Vol. 8 Issue 3 pp. 412 – 428. Permanent link to this document: <http://dx.doi.org/10.1108/IJHMA-11-2014-0049>

(June 2018)<sup>9</sup>, identified the Parking Policy as being a high priority for review. It was found to be highly relevant to the implementation of TOD, but also to be an impediment in its current form. It recommended that the City investigate introducing parking disincentives in TOD areas, and possibly introducing maximum parking standards.

Further, parking requirements can place a significant burden on marginal developments, by taking up limited land available for business use (Pers com, 2019: small business developing and managing affordable tenanted flats in Cape Town). This can extenuate the competitive advantage of larger businesses who are better able to absorb the costs of parking provision, as well as incentivise smaller businesses to remain informal and not seek approval for their land use and building development via the formal regulatory process.

#### 1.4.2 The total cost of parking is not well understood

There is a need to better account for the total cost of parking provision. This requires consideration of the other land use options which have been foregone and the potential economic or social activity which this land could have supported.

Further, the investment required for infrastructure such as roads, water and sewerage pipes, which is necessary to service productive uses grows in relation to how much land is dedicated to parking, as this drives productive land uses further apart which means infrastructure networks must span greater land areas.

Allocating much of the city's land to free, unrestricted parking is a significant inducer for greater car use and adds to the skewing of this mode being a more viable option compared with other transport modes. Not having to factor in the real cost of parking, together with the other costs associated with private vehicle use which are not borne by the driver, such as emissions and the associated environmental and health impacts, means that the private vehicle is unduly subsidised compared with other modes of transport.

Table 3: Examples of the Full Cost of Parking Provision

Affected Party	Costs of Providing Parking
Developers	<ul style="list-style-type: none"> <li>reduced developable land</li> <li>construction of bays.</li> </ul> Costs passed on to buyer
Owners	If owner-occupant, costs include maintenance and rates Alternatively, costs are passed on to tenants.
Tenants	<ul style="list-style-type: none"> <li>Pay a higher price for lettable area of the unit</li> <li>pay directly per bay</li> </ul>
Consumers	Pay a higher price for goods / services traded
Taxpayer	Decreased development densities due to land used for parking could increase the cost of providing municipal services, causing upward pressure on rates or taxes

<sup>9</sup> City of Cape Town, 2018, *Existing Policy Analysis for Alignment with Transit Oriented Development Principles*, World Bank

Environment	additional traffic generates carbon emissions, parking areas intensify run-off, heat islands
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There is a need for greater recognition that the provision of parking in a manner which does not reflect its real cost to the social, economic and environmental fabric of a city, results in a subsidisation of private vehicle use over other travel modes and over other land uses.

### 1.4.3 Growing demand for long-term parking within established economic centres

The high demand for long term parking in established economic centres reflects a pattern of commuting which is dependent on individual car use, which is unsustainable from an economic, social and environmental perspective. Currently 53% of commuters (to work and education) use the private car<sup>10</sup>, with an average occupancy rate of 1.4<sup>11</sup>. Commuters in particular should be encouraged to shift towards either public transport, NMT or ridesharing. The current adequate supply of cheap (or unmanaged) parking discourages this shift.

The decline of the rail service has had a significant impact on the lack of progress in this modal shift, and, from a parking perspective, in the utilisation of the Park & Ride facilities provided at the time of the 2010 Soccer World Cup. However, the Park & Ride facilities at certain MyCiTi stations are well-utilised and sometimes oversubscribed, or shared with other users, and this needs better management.

Once the rail service does improve, Park & Ride facilities (for bicycles and motorbikes as well as cars) will require better management and maintenance, which is currently lacking, funded in a way that is not punitive to the public transport user, and which prioritises safety and security.

The private provision of bicycle and motorcycle parking is currently not a requirement, let alone incentivised by the City.

### 1.4.4 Congestion into established centres is growing

The 2018 cordon count of all light motor vehicles entering the CT CBD between 6am and 9am recorded more than 70 000 vehicles per day. More work is needed to establish the numbers which are simply "passing through", but many of those destined for the CBD would be parking informally – outside of the managed parking areas and the privately provided parking identified in section 1.2.1 above.

The provision and management of parking is a significant factor in modal choice, and hence in managing congestion<sup>12</sup>. The conventional approach to parking provision

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<sup>10</sup> City of Cape Town, 2018: *Comprehensive Integrated Transport Plan 2018-2023*

<sup>11</sup> City of Cape Town, 2015: *Cape Town State of Energy Report 2015*

<sup>12</sup> European Conference of Ministers of Transport, 20017, *Managing Urban Traffic Congestion*, OECD; Gary Haq, John Whitelegg, Steve Cinderby, Daniel Johnson, 2004, *Intelligent Travel: Personalised Travel Planning in the City of York*, SEI; Donald C. Shoup, 1999, *The trouble with minimum parking requirements*, Transportation Research Part A 33 (1999) 549-574, Pergamon

and management (both public and private) has not considered the impact it has on exacerbating congestion.

In some cities, recognition of the real cost of parking has led to punitive long-term parking costs being used as a congestion management tool. However, this approach does rely on viable alternative travel options being available which are not adversely affected by congestion.

#### **1.4.5 Lack of Accommodation of new travel modes**

Current and future developments in the transport sector, such as paratransit, e-hailing and ridesharing, which require convenient drop-and-go embayments have not been adequately catered for in the public right of way and in private developments. There is an increased use of delineated parking bays, un-delineated areas and pedestrian sidewalks by e-hailing cars and e-hailing delivery motorbikes.

Further, there is currently no parking incentive to adopt more sustainable transport modes such as ridesharing, electric vehicles (EVs), NMT and motorbikes, as per the Travel Demand Management Strategy, the Resilience Strategy and the Climate Change Policy. A more pro-active approach is needed to accommodate new generation mobility such as EVs.

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Fig 2: Examples of favourable accommodation of lift-clubbing (in Edmonton), e-hailing (in Chadstone) and electric vehicles (in Vancouver), motorbikes (USA) and bicycles (Australia)

#### 1.4.6 A lack of equity of parking provision

There has been a lack of equity of parking provision, with inadequate protection of reserved bays (eg disabled bays and loading bays) from mis-use. There has also been inadequate provision of bays / facilities for bicycle and motorbike parking.

In particular, disabled bays are frequently used by short-stay parking users due to a misconception that disabled users are exempt from paying parking fees. The capacity for the enforcement of the illegal use of disabled bays is limited. The conditions of issue and use of the disabled disc have been misunderstood, and either misused, or not accessed by valid users. Disabled bays do not always conform to the regulations required for a disabled parking bay due to lack of space.

Bus bays, enabling the safe loading of passengers, are also used by short stay parking users in order to avoid parking tariffs which impacts negatively on bus operations. Lack of facilities for long distance city to city bus services have resulted in informal "stops" for the collection and drop-off of passengers at the road side. Bus bays are used by private/informal taxi operators as waiting zones, causing disruption to scheduled bus services when buses arrive.



Fig 3: Examples of bus and loading bays being abused by private vehicles in Cape Town

#### 1.4.7 Economic activity can suffer if not easily accessed by customers and delivery vehicles

Many businesses need on-street loading facilities, and short term parking for their customers / clients. Loading bays are frequently used by short stay parking users in order to avoid parking tariffs. Enforcement of the illegal use of loading bays is limited due to limited enforcement capacity. Inadequate use of former laneways, servitudes and alleys (due to these being gated) is a lost opportunity for loading bays away from normal parking or movement.

#### 1.4.8 Poor management of parking in the public right of way

In managed parking bays, time limits are regularly ignored due to limited enforcement capacity by Traffic Services. There is a resultant high level of non-payment for priced parking. While there are currently administrative compliance mechanisms for bays in managed parking areas, there are limited enforcement options to support this.

This also impacts on public transport services in bus/minibus taxi (BMT) lanes which should be free of parking during the peak periods as stipulated on the accompanying signage.

Time limits and tariffs can improve parking turnover, but do cause drivers to park elsewhere, resulting in spill-over parking into areas adjacent to managed parking areas.

Table 4: Incidence of non-compliant parking in managed parking areas (2019)

BUSINESS DISTRICT	NO. OF BAYS	AV. NO OF VEHICLES EXCEEDING TIME LIMITS PER MONTH	AV. VEHICLES TRANSGRESSING PER BAY PER MONTH
Cape Town	2 080	21 500	10.3
Bellville	544	5 078	9.3
Sea Point	352	2 557	7.3
Claremont	261	830	3.2
<b>TOTAL</b>	<b>3 237</b>		

Outside of managed parking areas, informal “parking management” by informal parking attendants is common-place.

Where the City has provided dedicated, marked cycle lanes, these are sometimes occupied by casual parkers and delivery vehicles making deliveries / pick-ups.

Problems are also experienced with managed or unmanaged off-street parking. These problems include: significant urban decay due to anti-social behaviour, crime, lack of cleaning, illegal dumping and infrastructure decay, and this affects the surrounding land users; it should be generating revenue for the City, but instead it is often a drain on resources due to maintenance and enforcement required; and the design and management of parking areas is usually not supporting environment sustainability.

#### **1.4.9 Inefficient use of off-street structured parking**

There is a lack of information on availability of parking which results in drivers searching for parking, increasing traffic congestion and air pollution. While the more efficient use of parking bays could result in greater trip generation, it could result in developers reducing their parking provision and promoting shared parking.

The conversion of current parking garage space to other uses is hampered by structural and design aspects such as floor to roof height. In some buildings, body corporate regulations or lease conditions currently prohibit the “unbundling” of privately-held parking bays to allow owners/tenants to on-sell or on-lease their unused/unrequired bays to other tenants or CBD users with greater demand. This results in an over-supply of parking.<sup>13</sup>

#### **1.4.10 Miss-use of parking permits and reserved parking**

Permits are issued for Medical Parking, Residents Parking, Temporary Parking, Work Zone, Construction, Film and Events and Municipal Work Parking. Special Events Permits have been introduced in Green Point area and are only valid on event days at the Cape Town Stadium. Provision is made for reserved parking bays for the disabled, diplomatic corps and SAPS. This however should not be confused with the *exemptions from payment* for parking. Reserved parking bays are often illegally used by short-stay parking users due to limited enforcement capacity.

#### **1.4.11 Lack of environmentally responsible design and functions**

There are currently no requirements to provide environmentally responsible parking, where parking is required. This includes only the authority to *promote* water sensitive urban design for out-door parking areas; water and energy efficient parking garages; greening of parking areas (to reduce the heat island effect and support biodiversity); solar panels on parking roofs; and making provision for charging facilities for Electronic Vehicles.

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<sup>13</sup> Litman, T, 2011, *Parking Management Strategies, Evaluation and Planning*, Victoria Transport Policy Institute

Parking often detracts from place-making and a “sense of place”<sup>14</sup>, despite existing policies and guidelines on how it can enhance the public realm.



Fig 4: Examples of permeable paving (United Kingdom) and a solar parking lot (California)

#### 1.4.12 Lack of data on current parking patterns

Mechanisms do not yet exist to capture the usage patterns of bays in managed parking areas; to capture the number and type of parking violations per area or the offence rate; to measure the impact of the PT areas on parking provision; or to measure private parking provision in relation to the Development Management Scheme requirements in terms or rates and ability to be converted. At the same time, technology exists to accurately track user movements, but is expensive to process this information into aggregated data (as it needs to be processed manually at this stage).

### 1.5 Regulatory context

The following legislation and By-laws provide the principles and tools relating specifically to on-street and off-street parking: its provision, management, regulation, enforcement and pricing. The Constitution also requires equity for all users in the system.

#### 1.5.1 Legislation and by-laws

- National Land Transport Act, 2009 (Act No. 5 of 2009) (NLTA)
- National Road Traffic Act, 1996 (Act No. 93 of 1996) (NRTA)
- Municipal Fiscal Powers and Functions Act, 2007 (Act No. 12 of 2007) (MFPPFA)
- Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) (MSA)
- Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003)
- Local Government: Municipal Property Rates Act, 2004 (Act No. 6 of 2004)
- Spatial Planning and Land Use Management Act, 2013 (Act No. 16 of 2013) (SPLUMA)
- Western Cape Land Use Planning Act, 2014 (Act No. 3 of 2014) (LUPA)

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<sup>14</sup> This is a well-used term in urban design: it means that the environment is congruent / consistent / legible. For example, it would detract from the “sense of place” of the Castle of Good Hope if it were surrounded by a huge parking area, rather than a moat....

- City of Cape Town's By-law relating to Streets, Public Places and the Prevention of Noise Nuisances, 2007
- City of Cape Town's Traffic By-law, 2011
- City of Cape Town's Parking By-law, 2010
- City of Cape Town's Municipal Planning By-law, 2015 (as amended)

## 1.5.2 Strategies, policies and guidelines

- National Transport Master Plan 2050
- National Land Transport Strategic Framework 2017 – 2022
- Provincial Road Access Management Guidelines (2002)
- Provincial Spatial Development Framework (2009)
- Provincial Land Transport Framework 2011 – 2016
- City of Cape Town's Integrated Public Transport Network Plan (2014)
- City of Cape Town's Transit-oriented Development Strategic Framework (2016)
- City of Cape Town's Travel Demand Management Strategy (2017)
- Cape Town Municipal Spatial Development Framework (2018)
- City of Cape Town's Urban Design Policy (2013)
- City of Cape Town's Tall Buildings Policy (2013)
- City of Cape Town's Design and Management Guidelines for a Safer City (2015)
- Cape Town Resilience Strategy (2019)
- City of Cape Town's Climate Change Policy (2017)
- City of Cape Town's Cycling Strategy (2017)
- Cape Town Densification Policy (2012)

Historic policies and strategies that applied to the City or part thereof, such as the Policies to Manage Parking and Loading in the Central City Area (1991) and the Interim Pricing Strategy and Policy Framework (2001) were already informed by international practice and addressed parking in a comprehensive manner.

## 1.6 Parking Policy parameters

This Policy is a comprehensive, city-wide parking policy to direct parking provision, management, regulation, enforcement and pricing. It affects a wide range of people, organisations and locations as it aims to influence travel behaviour - when and where people travel by car and other transport modes.

This Policy is structured along the following main parking categories: on-street parking, off-street parking, Park & Ride facilities, reserved parking, parking permits and bicycle and motorcycle parking (see descriptions in table below).

Table 5: Overview of the main parking categories

Theme	Description
<b>On-street parking</b>	<ul style="list-style-type: none"> <li>• Kerb side parking (marked and un-marked).</li> <li>• Priced parking with time limits in managed parking areas.</li> </ul>
<b>Off-street parking</b>	<ul style="list-style-type: none"> <li>• City- and privately-owned (which includes new developments).</li> <li>• Consists of open parking, shaded parking or parking garages.</li> <li>• Can be reserved for single use or be accessible for casual users.</li> </ul>
<b>Park &amp; Ride facilities</b>	<ul style="list-style-type: none"> <li>• Dedicated off-street parking in close proximity to public transport.</li> </ul>

<b>Reserved bays</b>	<ul style="list-style-type: none"> <li>Allows for a particular use or mode, e.g. loading and unloading of goods; public bus stopping and parking; cars transporting people with disabilities; EV parking and charging bays.</li> </ul>
<b>Parking permits</b>	<ul style="list-style-type: none"> <li>Can be located both on-street and off-street.</li> <li>Allows for the exclusive use by a particular user.</li> <li>Medical Parking Permit, Resident Parking Permits, Temporary Parking Permit, Work Zone Permit and Municipal Work Parking Permit.</li> <li>Includes exclusive use parking for the diplomatic corps, South African Police Services and other identified groups.</li> </ul>
<b>Bicycle and motorcycle parking</b>	<ul style="list-style-type: none"> <li>Racks at public transport stations and high demand locations.</li> <li>Demarcated bays provided on-street and off-street.</li> </ul>

## 2 Policy Statement

### 2.1 Parking Policy Principles

Based on the direction provided by the existing regulatory context, and the problems identified above, the following policy principles (see table below) have been developed to direct the policy directives, actions and implementation framework.

Table 6: Parking Policy Principles

<b>Policy Principles</b>	<b>Policy Elements</b>
<b>1. Public parking is part of the public right of way.</b>	<ul style="list-style-type: none"> <li>Public parking is part of the public space and must be shared equitably between different users.</li> <li>Different demands on public street space must be resolved in terms of the following ranking: <ol style="list-style-type: none"> <li>Pedestrian and other NMT facilities.</li> <li>Public transport access during peak periods.</li> <li>Private car access during peak periods.</li> <li>Short-term parking (less than 2 hours).</li> <li>Reserved bays (public transport, loading, disabled, etc.).</li> <li>Public transport access outside peak hours.</li> <li>Private car access outside peak hours.</li> <li>Long term parking (more than 2 hours).</li> </ol> </li> </ul>
<b>2. Parking supply and demand must be managed in terms of location, duration and allocation.</b>	<ul style="list-style-type: none"> <li>In areas with high parking demand for short term parking, the City may introduce managed parking to achieve higher turn-over of users</li> <li>Long-stay users (more than 2 hours) must be encouraged to park on the fringe of urban nodes and CBD areas or use alternative modes of transport.</li> <li>Reserved parking bays (loading bays, bus bays and bays for the disabled) must only be used by the designated users.</li> </ul>
<b>3. Parking provision and managed parking must promote public</b>	<ul style="list-style-type: none"> <li>Parking provision and managed parking must support the City's TDM Strategy to support public transport use and address private car dependency.</li> </ul>

<p><b>transport use, reduce private car dependency and promote environmental sustainability</b></p>	<ul style="list-style-type: none"> <li>• Parking bay provision in an area should be provided proportionately based on evidence of the modal split</li> <li>• Parking provision should be environmentally responsible and adaptable towards promoting the use of EVs</li> </ul>
<p><b>4. Parking management must support local economic activity.</b></p>	<ul style="list-style-type: none"> <li>• Parking in commercial areas such as CBD areas, must be prioritised for short term parking users (less than or equal to 2 hours) to support businesses.</li> <li>• Loading bays should only be used for loading purposes during business hours.</li> </ul>
<p><b>5. Decision-making regarding off-street parking requirements must be consistent.</b></p>	<ul style="list-style-type: none"> <li>• Decision making regarding off-street parking requirements for new developments must be applied consistently according to the rules provided across the districts of the City.</li> </ul>
<p><b>6. Use of on-street and public off-street parking areas must be in accordance with the City's By-laws.</b></p>	<ul style="list-style-type: none"> <li>• Regular enforcement of on-street and public off-street parking violations and areas is required in terms of the City's Parking By-law, the By-law relating to Streets, Public Places and the Prevention of Noise Nuisances, and the Traffic By-law.</li> <li>• Ensure mutual support between the administrative and legal mechanisms of enforcement in a manner which reduces the administrative cost to the parker and to the City</li> </ul>

## 2.2 Desired outcomes

These Parking Policy principles will be applied in pursuit of the following desired outcomes in the long term. The desired outcomes below support the identified policy principles (PP) above, and guide the indicators for monitoring performance of the Policy.

The City will strive for an environment which promotes:

1. **Equity of access between users:** *The design and use of public street space ensures equity and accessibility between users of different modes, addressing car dominance (Policy Principle 1)*
2. **Public Transport Use and reduced private car dependency:** *Residents have multiple transport options to access key nodes and reliance on private vehicles is reduced (Policy Principle 3)*
3. **Local Economic Activity:** *Parking in commercial nodes is used optimally to facilitate economic activity, enhancing the ease of access by employees and customers, as well as suppliers requiring loading bays, and supporting safe, vibrant public streets and pedestrian spaces (Policy Principle 4)*
4. **Well regulated and managed parking environment:** *Where the rules associated with on- street and off-street parking are well understood by the public and contraventions of these rules are dealt with effectively and consistently. (Policy Principles 2, 5, 6)*
5. **Parking provision that is environmentally responsible** *and contributes to the City's resilience initiatives. (Policy Principle 3)*

## 2.3 Strategic alignment

This Parking Policy is in alignment with the IDP and its five Strategic Focus Areas (SFA's) through the following actions:

Opportunity City:	Directs turnover of parking bays in high parking demand areas.
Safe City:	Directs implementation of safe facilities for vulnerable road users who are most exposed to harm, like those using non-motorised transport (NMT).
Caring City:	Directs a new system to access reserved parking for vulnerable groups like the disabled.
Inclusive City:	Directs a comprehensive approach to parking for the City's area.
Well-run City:	Directs management and enforcement of violations in terms of City By-laws.

The strategic significance of this Policy is that it will be an important component of the City's overarching policy framework. This Policy provides alignment between the City's vision and higher order strategies and the existing parking mechanisms (the DMS, managed parking practice, Park & Ride facilities, the Parking By-law and the Tariff book). This strategic significance is reflected in the Figure 1 below.

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- One Cape 2040 Agenda
- Integrated Development Plan 2018-2023
- Economic and social development strategy
- Cape Town municipal spatial development framework (MSDF) 2018-2023
- Transit Oriented Development Strategic Framework 2016

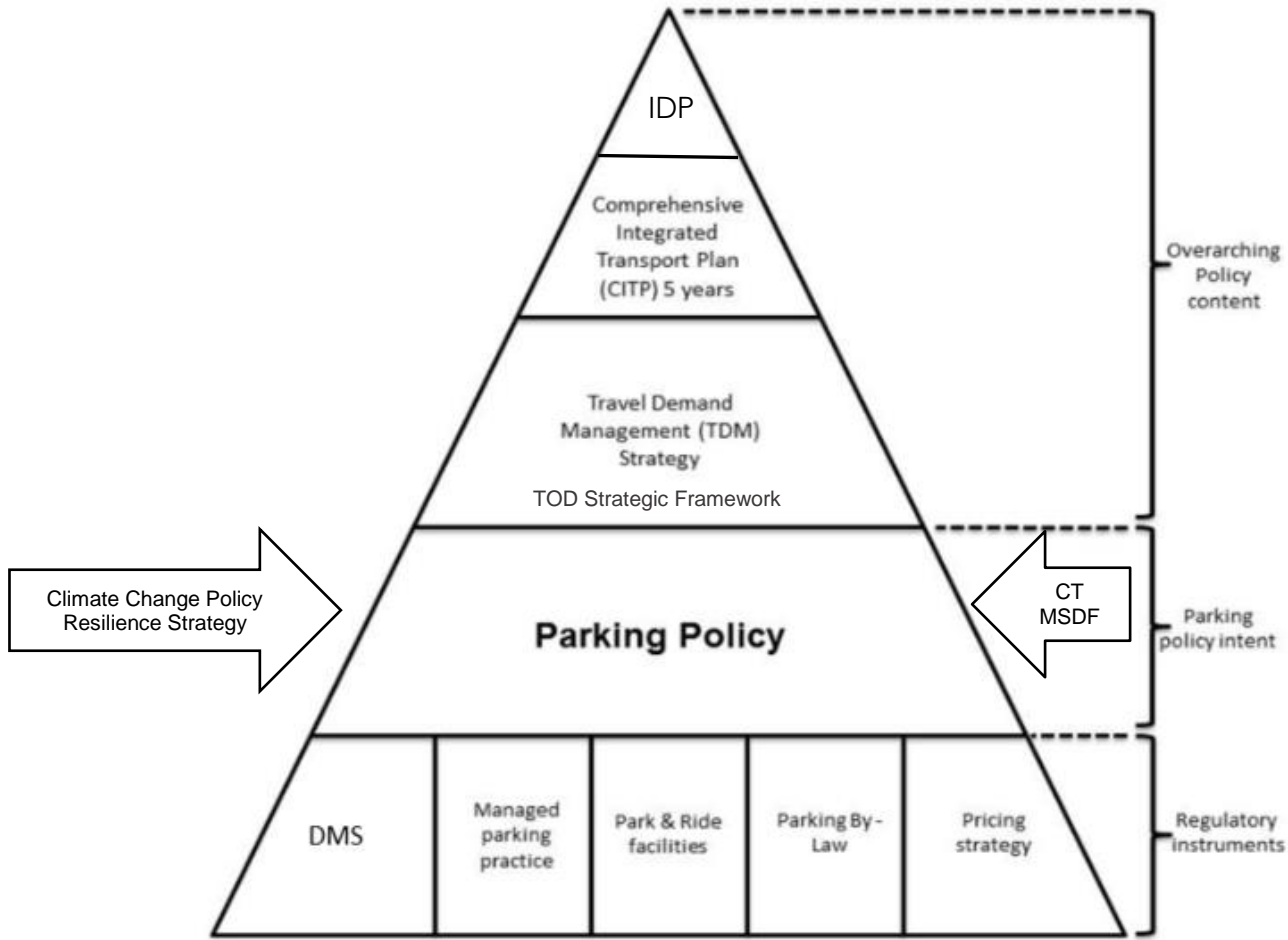


Figure 1: Strategic alignment of the parking mechanisms with the City's vision

### 3 Parking Policy Directives

The parking policy directives have been derived from the parking problems identified in the Introduction and the Strategic Intent of the City. The policy directives provide policies and actions to address public parking enforcement, managed parking, off-street parking, Park-and-Ride facilities, exclusive use bays, bus bays, bicycle and motorcycle parking, and parking permits.

#### 3.1 Enforcement of Public Parking Policy Directives

##### **Policy Directive 1: Undertake regular enforcement of on-street and public off-street parking violations and areas to ensure compliance with the City's By-laws.**

Improved enforcement of on-street and public off-street parking violations and areas is required to address parking violations and crime and anti-social behaviour in parking areas. The current Tariff provides for two stages of administrative mechanisms to enhance compliance. The first is to advise the parker of non-compliance, and request payment. The follow-up stage after

repeated non-payment can result in a punitive measure of wheel-clamping, requiring a release fee, in addition to payment of outstanding fees.

Where non-compliance persists, referral to the municipal courts is necessary. A standard operating procedure is needed to outline how all stakeholders and mechanisms relating to parking enforcement can operate optimally to address persistent parking violations in the most cost-effective and streamlined manner. Ultimately, where parking violations persist, punitive actions will need to be taken in a cost-effective and streamlined manner.

- Action 1.1** The City to undertake regular enforcement of on-street and public off-street parking violations and areas in terms of the City's Parking By-law (2010), the By-law relating to Streets, Public Places and the Prevention of Noise Nuisances (2007), and the Traffic By-law (2011).
- Action 1.2** Investigate and establish options for Parking Management Service Providers to play a role in enhancing compliance with applicable parking rules within managed parking areas, with a particular focus on minor contraventions<sup>15</sup>, given the extensive demands on existing law enforcement and traffic personnel.
- Action 1.3** Develop a standard operating procedure which translates these policy principles into clear operating guidelines for the relevant City officials and Parking Management Service Provider to enforce parking violations in a manner which supports administrative justice as well administrative efficiency.
- Action 1.4** Investigate the utilisation of technology in managed parking areas to assist in the recording of violations and support the issuing of penalties and fines.

### 3.2 Managed Parking Policy Directives

#### **Policy Directive 2: Improve payment rate for parking in managed parking areas.**

Parking pricing per spatial allocation and zone regulation, as well as time limits are important managed parking mechanisms in order to enhance turnover of parking bays and ensure access to limited parking in high parking demand areas. Non-payment and exceeding the time limits should be the exception rather than the practice.

- Action 2.1** Introduce new technologies and enforcement methods, including licence plate recognition, wheel clamping and towing away, to aid enforcement, violations and administrative penalties in managed parking areas.
- Action 2.2** Expand enforcement capacity in parking management areas with the inclusion of Law Enforcement Memorandum of Understanding (MOU) agreements in support of parking management contracts.

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<sup>15</sup> These will need to be defined in the proposed Standard Operating Procedures document

### **Policy Directive 3: Adapt the payment to a cashless system only (eg Europay, MasterCard and or Visa (EMV) compliant smart cards or mobile applications) in priced parking areas.**

A cashless system enables an audit trail which is required in order to comply with the MFMA. Electronic payment in priced parking areas with a range of cashless payment options will make payment easier and more secure for parking users. The introduction of a smart card, which can be used for multiple services such as public transport and parking, will also support easy payment when parking.

**Action 3.1 Implement the cashless payment system.**

**Action 3.2 Introduce a mobile payment and information application as a payment method and as a means of providing the public with information on the location of available parking in managed parking areas.**

### **Policy Directive 4: Communicate with the public on the benefits of managed parking.**

Public support for managed parking can be increased when the benefits of parking pricing and time limits are clearly defined and communicated with the public. Increased public support may assist to avoid objections when enforcement is improved and pricing and time limits are more strictly enforced. New technology enables real time information on the location of available parking in managed parking areas. This technology is based on the integration of information from parking bay sensors, street navigation systems and cell phone applications.

**Action 4.1 Provide information on the purpose and benefits of managed parking on the City's web page.**

### **Policy Directive 5: Expand managed parking areas with the implementation of parking management contracts.**

Managed parking consists of parking pricing and time limits and is an important mechanism to manage parking demand. The introduction of new or expanded managed parking must be considered in areas that generate significant inflows of private vehicles. Annexure A provides directives for the spatial delineation and implementation of managed parking areas.

**Action 5.1 Identify and implement new / expanded areas for managed parking using the guidelines included as Annexure A.**

**Action 5.2 Develop and implement the parking management tender for the management of on-street and public off-street parking areas that conform to the checklist created for Parking Management Centres as per Annexure A.**

**Action 5.3 Implement on-street and off-street managed parking in proximity to road and rail based public transport stations and stops, public transport interchanges and at Park and Ride areas.**

**Action 5.4 Investigate the allocation of additional income generated from managed parking to the Municipal Land Transport Fund (MLTF) in terms of the provisions in the NLTA**

**Action 5.5 Incorporate public land leased to the private sector and managed as priced parking areas into the parking management contracts.**

## **Policy Directive 6: Implement performance, utilisation and land use based pricing as a new pricing strategy.**

On-street parking is generally the most convenient form of parking as short term parking users can park in close proximity to their destination. Parking pricing is an important element in managed parking areas as the number of on-street parking bays are limited and demand may exceed the supply. The concept of directive pricing ensures that the tariffs in an area are informed by the preferred demand levels. Land uses and activities in the area also inform pricing in terms of desired timeframe usage and cost increases over time. This allows for variable tariffs in a managed parking area and supports the optimal use of parking bays in the area. Annexure B provides guidelines for the implementation of directive pricing.

**Action 6.1 Implement directive pricing in managed parking areas in accordance with the criteria set out in Annexure B.**

### **3.3 Off-street Parking Policy Directives**

## **Policy Directive 7: Periodically review and Implement reduced parking requirements to facilitate new development and address private car dependency and emissions proactively, whilst preserving the transport and urban environment.**

As parking provision comes at a financial and land cost, reduced parking requirements in specific situations will support new development. Reduced off-street parking requirements should be applied where demand is lower due to limited vehicle ownership and use and in areas where public transport is available. Reduced parking requirements in areas where public transport services are available can assist to break the cycle of private car dependency and assist with establishing more sustainable travel patterns.

**Action 7.1 Update the areas deemed to be PT1 and PT2 areas and implement as per the Council system of delegations.**

**Action 7.2 Periodically review and update the minimum off-street parking requirements for Standard Areas, PT1 Areas and PT2 Areas as required in the DMS, and to align with the City's goals relating to modal shift, carbon reduction and increased resilience.**

**Action 7.3 Investigate the implementation of maximum parking standards and a parking levy in addition to the existing minimum parking requirements, and the reasonable conditions under which these mechanisms would be applied.**

**Action 7.4 Investigate and develop mechanisms to encourage the private provision of facilities for tour bus boarding and alighting, EV charging, e-hailing and lift-clubbing for buildings and precincts, including "drop and go" embayments (eg porte-couchère) at an entrance, while maintaining a pedestrian-friendly environment and designing for safe, vibrant public streets and sidewalks.**

**Action 7.5 Investigate and develop mechanisms and appropriate incentives to encourage preferential parking for high occupancy vehicles and EVs in buildings and precincts.**

**Action 7.6 Investigate a mechanism to encourage basement parking in established centres (as per Annexure A).**

**Action 7.7** Investigate mechanisms to not only encourage developers to make provision for a percentage of parking for more sustainable vehicle types, but also to incentivize their use.

### **Policy Directive 8: Support land-use and building plan applications for the development of remote parking in proximity to urban nodes.**

The limited availability of off-street private parking results in increased use of on-street parking. Parking provided as part of developments is usually private for a single user, resulting in inefficient use of space. The provision of remote parking on the fringe of urban nodes with a high parking demand provides the opportunity to increase parking and to share parking with other users. This keeps high demand areas accessible for short stay users and also limits vehicular traffic and spill-over parking into adjacent residential areas. The remote parking needs to be connected to the urban node through frequent public transport services.

**Action 8.1** Support land-use and building plan applications for the development of unallocated off-street parking in proximity to (but on the periphery of) major urban nodes (connected with the node through frequent public transport services), to be identified in the Parking Management Business plan as per Annexure A.

**Action 8.2:** Require parking that is environmentally responsible and multi-functional where feasible. Parking areas should embrace the concept of water sensitive urban design (WSUD) and link with the City's green infrastructure planning to support long term resilience of the city.

### **Policy Directive 9: Implement design requirements that will enable the future conversion of on-site structured parking into other land-uses.**

Appropriate design requirements must be determined that will enable the future conversion of on-site structured parking (or a percentage thereof) into other land-uses. This provides the flexibility to convert valuable floor space used for parking into other land-uses when quality public transport is introduced.

**Action 9.1** Determine and implement appropriate design requirements that will enable the future conversion of on-site structured parking into other land-uses.

## **3.4 Park & Ride Policy Directives**

### **Policy Directive 10: Provide a high quality customer experience at Park & Ride facilities.**

Park & Ride facilities need to provide a high quality customer experience to enable a modal shift from private vehicle to public transport services or to rideshare arrangements. To provide a quality customer experience at Park & Ride facilities, the following aspects need to be addressed: safety and security, frequency and reliability of the public transport service, regular maintenance, availability of parking, well-located in relation to public open space and active land use, and parking areas should be environmentally responsible and multi-purpose where appropriate. Private vehicle users searching for Park & Ride parking should be able to park on a regular day. When parking is not available at Park & Ride facilities, new users may not be attracted and existing users may not be retained. High parking demand at Park & Ride facilities may indicate a demand for suitable feeder services.

**Action 10.1** Improve security at Park & Ride facilities with contracted security and CCTV coverage for the duration of the public transport services.

- Action 10.2** Implement the Memorandum of Understanding (MOU) agreement with PRASA to improve the frequency and operational hours of rail services to well utilised Park & Ride facilities.
- Action 10.3** Implement a 3-year Park & Ride maintenance programme for regular maintenance of Park & Ride facilities.
- Action 10.4** Investigate and implement a cost-based user charge (to offset costs of management, including safety) in terms of the Tariff book for the use of Park & Ride facilities.
- Action 10.5** implement the expansion of Park & Ride facilities where the parking demand regularly exceeds the parking provided, as identified spatially in a Park & Ride plan.
- Action 10.6** Investigate the introduction of feeder services to Park & Ride facilities where the parking demand regularly exceeds the parking provided.
- Action 10.7** Develop a strategy for the future provision and expansion of Park & Ride facilities with consideration of improved public transport services, or encouraging ridesharing, and considering environmentally-responsible designs such as water sensitive urban design (WSUD), and multi-functional use. Parking areas should, where feasible, retain or introduce links with the City's green infrastructure planning to support long term resilience of the city.
- Action 10.8** Institutionalise the City's TOD Strategic Framework in order for the relevant Departments (e.g. Development Management) to facilitate TOD land-use at highly utilised Park & Ride facilities

### **Policy Directive 11: Reserve Park & Ride parking for public transport users.**

Private vehicle users should be encouraged to use Park & Ride facilities. In areas where Park & Ride facilities are located next to office and retail activities that generate parking demand, the access to Park & Ride facilities should be restricted to public transport ticket holders only.

- Action 11.1** Investigate and implement restricted access to Park & Ride facilities where other land-use activities result in a shortage of parking for public transport users.

## **3.5 Reserved Bay Policy Directives**

### **Policy Directive 12: Improve enforcement to eliminate the illegal use of all reserved parking bays.**

On-street reserved bays are often illegally used by short term parking users, hampering efficient operations. There is a need to augment the number of stakeholders and the mechanisms available for the purpose of managing parking and actively recording and addressing persistent parking violations. This expanded approach is to be provided for in the standard operating procedure mentioned in Policy Directive 1 above to address the illegal use of reserved bays.

- Action 12.1** Introduce new technologies and enforcement methods, including licence plate recognition, wheel clamping and towing away, to record violations and aid enforcement and administrative penalties for the illegal use of reserved bays outside of managed parking areas, in a manner which promotes administrative justice.
- Action 12.2** Introduce new technologies and enforcement methods, including licence plate recognition, wheel clamping and towing away, to record violations and aid

**enforcement and administrative penalties for the illegal use of reserved bays in managed parking areas, in a manner which promotes administrative justice.**

### **Policy Directive 13: Improve the availability and efficient use of loading bays by bona fide goods vehicles.**

Sufficient loading bays are required in order to support efficient loading operations. The City must improve the availability of on-street loading bays, address off-street loading capacity and implement loading management plans where necessary.

**Action 13.1 On-site loading bays and a loading management plan should be encouraged with a change of land-use for retail purposes.**

**Action 13.2 Encourage land owners which generate the demand for staging of goods vehicles to provide parking areas with facilities (ablution and security).**

### **Policy Directive 14: Investigate the provision of appropriately located and designed facilities for long distance bus services.**

Operators provide long distance bus services connecting to all major cities in South Africa. Facilities which are appropriately located on the road network and which includes a waiting room, ablution, security and bus bays for long distance transport must be provided.

**Action 14.1 Investigate the provision of facilities for long distance bus services with bus bays, waiting room, ablution and security where passengers can be collected and depart.**

## **3.6 Parking Permits and Reserved Parking Policy Directives**

### **Policy Directive 15: Implement a new parking permit and parking pricing for the disabled to resolve abuse of reserved parking for the disabled.**

Abuse of reserved parking bays for the disabled must be addressed through an improved administrative system, priced parking in managed parking areas and enforcement. Currently parking for the disabled is abused by able-bodied users, which includes the illegal use of invalid discs for the disabled. A parking permit for the disabled will be a temporary permit and will contain the user's certified information on a disc. The disc will be linked to a specific vehicle or more than one vehicle if required. The disc will be required to be renewed annually.

To qualify for a parking permit for the disabled, a person will require a letter from a medical practitioner (doctor with MBChB or equivalent) that is registered with the Health Professions Council of South Africa confirming that:

- A person's mobility is severely impaired by an on-going physical or mental condition, or
- A person's mobility is temporarily, but severely impaired.

**Action 15.1 Implement the new parking permit for the disabled**

**Action 15.2 Continue to implement priced parking for the use of parking for the disabled in managed parking areas.**

### **Policy Directive 16: Introduce a Resident Parking Permit system in managed and unmanaged parking areas such as where access and parking is restricted during**

**special events only, or where there is encroachment from adjacent non-residential land uses.**

Resident Parking Permits may be issued to residents that do not have access to off-street parking or where access and parking is restricted during special events. The parking permit will be set at a fee to cover administration and enforcement costs and to compensate for the use of on-street parking. In areas where access and parking is restricted during special events, Resident Parking Permits will only be valid on event days. Resident Parking Permits should not allow residents exclusive use of a particular bay but rather permission to park in an area/zone deemed for residents' parking.

**Action 16.1 Establish an administrative system for the issuing of Resident Parking Permits to residents who qualify, based on qualification guidelines to be set in the Parking Management Business Plan or the Tariff book.**

**Action 16.2 Apply the tariffs for Resident Parking Permits in terms of the guidelines to be set in the Parking Management Business Plan or the Tariff book.**

**Action 16.3. Determine the number of Resident Parking Permits to be issued per area using the guidelines to be set in the Parking Management Business Plan or the Tariff book.**

**Policy Directive 17: Introduce an incentive that allows parkers to get a discount in identified bays in identified zones within managed parking areas if parking for less than 15min.**

Develop a discount that will apply to parkers paying with the integrated electronic payment system parking for less than 15mins in designated bays. The discount should encourage short stays and high turnover for businesses.

**Action 17.1 Develop a discount system that provides for a discount in selected bays for parkers parking for less than 15min paying with the integrated electronic payment system, as per the Tariff book.**

**Policy Directive 18: Earmark parking temporarily through the hiring out of parking bays at the applicable tariff in terms of the Tariff book.**

The City may hire out demarcated and non-demarcated bays (including loading bays and other reserved parking bays) for film, events and construction purposes at the applicable tariff in terms of the Tariff book.

**Action 18.1 Apply the applicable tariff in terms of the Tariff book for the rental use of parking bays (including loading bays and other reserved parking bays) for film, events and construction purposes.**

### 3.7 Bicycle and Motorcycle Parking Policy Directives

#### Policy Directive 19: Implement bicycle and motorcycle parking in support of the TDM Strategy and sustainable modes of transport.

Bicycle and motorcycle parking should be provided to support the City's TDM Strategy and encourage more sustainable modes of transport. In addition, bicycle parking facilities support the City's improvement in the cycle network.

- Action 19.1** Implement bicycle racks for bicycle parking, in areas where cycle ways have been implemented and at locations with a regular demand for bicycle parking.
- Action 19.2** Investigate the implementation, maintenance and management requirements of enclosed and lockable bicycle storage facilities such as bike sheds and boxes at Public Transport Interchanges.
- Action 19.3** Identify and demarcate motorcycle parking bays through the conversion of parking bays in areas with high demand for motorcycle parking.
- Action 19.4** Introduce priced parking for motorcycles in managed parking areas at the applicable tariff in terms of the Tariff book.

## 4 Roles and Responsibilities

Parking includes a range of parking categories and the Parking Policy therefore affects a wide range of role players and stakeholders. The City is the most significant role player in the parking system as it directs parking from a number of different roles as indicated in Table 3 below.

Table 7: Role of the City in the parking system

City's Role	Functions
<b>Provider</b>	<ul style="list-style-type: none"> <li>• Provide on-street parking space as part of the integrated transport network.</li> <li>• Provide City-owned off-street parking areas and Park &amp; Ride facilities.</li> </ul>
<b>Manager</b>	<ul style="list-style-type: none"> <li>• Manage road space for various purposes, including the allocation of space for parking and setting the tariffs for the use thereof.</li> <li>• Manage City-owned off-street parking areas and Park and Ride facilities.</li> <li>• Identifies areas for expansion or addition of new managed parking areas, based on the guidelines of this Policy</li> <li>• The City may act through a parking management service provider (agent)</li> </ul>
<b>Regulator</b>	<ul style="list-style-type: none"> <li>• Requirements in the DMS regulate the provision of off-street parking as part of new developments and enhanced land use rights.</li> <li>• Setting the conditions relating to parking provision.</li> </ul>
<b>Facilitator</b>	<ul style="list-style-type: none"> <li>• The City may support developers who are providing shared parking and reduced parking requirements.</li> </ul>
<b>Enforcer</b>	<ul style="list-style-type: none"> <li>• The City is responsible for the drafting, updating and enforcement of the Parking By-law and other mechanisms for enforcing parking compliance.</li> </ul>

Parking provision, management, enforcement and pricing impacts on where people travel and park and therefore affects a wide range of stakeholders which includes residents, commuters, visitors, businesses, special user groups (physically disabled people), interest groups such as the Cape Town Partnership and city improvement districts (CID's) and local business and residents' associations.

## 5 Implementation Framework

An Implementation Framework has been drafted in conjunction with this revised policy. It has the status of an action plan which is an internal document and will need to be reviewed and updated as required.

The Implementation Framework provides direction on how the Policy Actions in the Revised Parking Policy can be achieved; by whom (and assisted by whom); how success (or unintended consequences) will be monitored and measured; and through which indicators.

The Implementation Framework includes tables listing each Policy Directive, its related actions, the responsible departments, the anticipated timeframes, and the current status of implementation. The level of ease, and of impact, of each action will determine how quickly it can be completed, and determine the estimated timeframes where possible, or known.

It identifies the Transport, Spatial Planning and Safety and Security Departments in the City as the primary departments for implementing the revised policy, but this can be updated as the City's system of delegations change.

### 5.1 Potential risks that may impede policy implementation

The implementation of the Policy Directives and Actions are subject to the following risks:

- The lack of quality rail and minibus taxi transport services, as well as the timeframes involved in the roll-out of the MyCiTi service characterized by extensive coverage, frequency, reliability, cleanliness and security, will encourage continued growth in private vehicle use, and hence parking demand.
- The future of the rail service will directly impact on the demand for Park & Ride facilities at stations.
- While PT1 and PT2 Areas identified (and mapped) allow for reduced parking requirements from the Standard Areas, development in proximity to rail stations is dependent on improved rail services and station precincts.
- Traffic Services, Law Enforcement, Transport Planning and Transport's Network Management are identified as the responsible Departments for many of the short and medium term Actions. A lack of capacity in these Departments will impede implementation of the Actions.
- Improved enforcement of on-street and public off-street parking violations and areas is dependent on Traffic Services and Law Enforcement, which fall outside of the Transport Directorate.
- Improved enforcement of managed parking areas (where the bulk of enforcement is required) is dependent on the appointment of a competent parking management service provider.
- Lack of data and monitoring of parking supply and demand (including loading bays, bus bays and reserved parking) impede informed decision making on parking requirements.

## 6 Monitoring and Evaluation

Monitoring and evaluation of the implementation of the Policy Directives and Actions is key to efficiently addressing parking provision, management, regulation, enforcement and pricing and

support the strategic intent of reduced private vehicle dependency and greater environmental responsibility. Key Performance Areas (KPA's) and indicators for monitoring and evaluation are provided in Table 4 below.

Table 8: Mechanisms to measure the success of this policy

Key Performance Area	Indicators
<ul style="list-style-type: none"> <li>Greater equity of access to different users and modes within public parking</li> </ul>	<ul style="list-style-type: none"> <li>Ratio of parking provision for different users and modes within public parking</li> </ul>
<ul style="list-style-type: none"> <li>Increased turn-over of parking in established centres</li> </ul>	<ul style="list-style-type: none"> <li>Trends in short stay parking with turnover in established centres.</li> </ul>
<ul style="list-style-type: none"> <li>Enable and encourage the private sector to promote more sustainable transport forms through parking provision</li> </ul>	<ul style="list-style-type: none"> <li>Trends in private parking provision</li> </ul>
<ul style="list-style-type: none"> <li>Utilisation of Park &amp; Ride facilities at bus and rail stations.</li> </ul>	<ul style="list-style-type: none"> <li>High levels of utilisation of Park &amp; ride facilities at bus and rail stations.</li> </ul>
<ul style="list-style-type: none"> <li>Improved loading operations in business areas.</li> </ul>	<ul style="list-style-type: none"> <li>Efficient management of loading activities.</li> </ul>
<ul style="list-style-type: none"> <li>Improved enforcement of on-street and public off-street parking violations and areas.</li> </ul>	<ul style="list-style-type: none"> <li>Trends in offense rate</li> <li>Trends in complaints from the public of anti-social behaviour in public off-street parking areas.</li> </ul>
<ul style="list-style-type: none"> <li>Data collection and information on parking supply and demand for parking categories.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of comprehensive data on parking supply and demand.</li> </ul>

The Implementation Framework provides the necessary detail for effective monitoring and evaluation to take place. The lead department is identified, which is responsible for collecting, processing and reporting on the data in support of the indicators identified. They will determine the unit of measure, as well as the baseline. Timeframes for reporting are set: this will be annual for short term interventions, and within 3 years for medium to long term interventions.

## 6.1 Areas requiring attention/ investigation

Firstly, it will be important to start tracking the take-up in reduced parking offerings such as the PT zones, to better understand the impacts of this intervention.

Secondly, the cost of the provision of parking should be shifted to the responsible party. This requires the City to manage the provision of private parking, particularly within the central core of managed parking areas. This requires shifting the economic and environmental cost of providing parking in these areas onto the land owner. Further research work is needed in this area.

A third area for ongoing investigation will be the emerging trends in travel services, particularly those enabled through technology, and their impact of parking patterns (for example e-hailing and in the future, autonomous vehicles).

Some issues have emerged which cannot be addressed at this stage. The first is to do with encouraging a shift to the rail service through the provision of quality Park & Ride facilities. This will only gain momentum when the rail is restored to its level of service pre-2012.

The development of a Parking Policy for the City of Cape Town will evolve over time and will be reviewed periodically to appropriately guide and set the framework for parking provision, management, regulation, enforcement and pricing. The Policy Working Group will undertake a review of the Policy after 5 years or as directed by the relevant Portfolio Committee, or as changes in legislation may require.

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## 7 Annexures

Annexure A: Guidelines for the Spatial Implementation of Managed Parking

Annexure B: Guidelines for the Pricing of Managed Parking

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# Annexure A: Guidelines for the Spatial Implementation of Managed Parking

## 1 TOD aligned Parking Provision and Management

“Developing parking policies to support TOD and Smart Growth requires a new attitude that recognises parking location, cost and supply and demand issues. **TOD aligned Parking Management strategies** need to consider economic and financial feasibility issues, site characteristics, location features and compatibility with surrounding uses as well as market and regional issues.” (Source: Parking Spaces/Community Places: Finding the Balance through Smart Growth Solutions- EPA :2006)

The approach and guiding principles (below) for the identification of new geographical areas for Parking Management and the development of TOD aligned tariffs has been informed by an analysis of market performance and long term growth potential of the city's economic nodes as well as international best practice in relation to the implementation and management of public parking that is aligned with TDM and TOD outcomes.

Parking Management areas will be identified and differentiated using available land-use data as well as indicators such as the number of morning commuter arrivals and the aggregate value of business properties.

### Guiding Principles

1. **Differentiated geographic area-based approach** to parking management, where location influences decisions to initiate Parking Management and its associated price structure.
2. **Compound parking tariff structure**, where parking becomes significantly more expensive the longer you stay within a Parking Management centre.
3. Inclusion of **incentives** and considerations for concentrations of business or retail activity to promote parking turnover and support business activity in these areas.
4. Expansion of **managed parking to residential locations** on the **edges of business districts** to reduce the impacts of commuters looking for free parking.
5. Provision of **residential permits** to minimise the impacts of commuter parking for residents living within locations with parking management.
6. **Dispensations for using public transport** with reduced parking costs within Park-and-Ride areas
7. A portion of parking fees to be **reinvested back into the locations** in which they were derived for **public space and NMT improvements**, which should be identified and prioritised through stakeholder engagement.
8. **Controls to total parking supply** by linking annual tariff increases to increases in the total number of new parking areas provided within areas identified for parking management.
9. **Similar disincentive mechanism for private parking** to ensure that demand does not just shift to private parking.
10. **Implementing additional creative congestion mechanisms** to further reduce impacts and encourage sustainable modal shift.

## 2 Implications at a Metropolitan Scale

A spatially differentiated approach to the identification of new parking management areas is to be explained in detail in the Parking Management Business Plan report.

Focused on applying managed parking strategies at a metropolitan scale, this approach identifies conceptually and then maps three types of 'Parking Management Centres', each with a similar approach but differentiated pricing model that acknowledges differences in context and economic activity.

At a **metropolitan scale**, the management of parking will occur within a hierarchy of Parking Management Centres where the approach to managing parking will differ in each centre. The Parking Management Centre categories includes the following:

- A (Established Centre)
- B (Opportunity Centre)
- C (Emerging Centre)

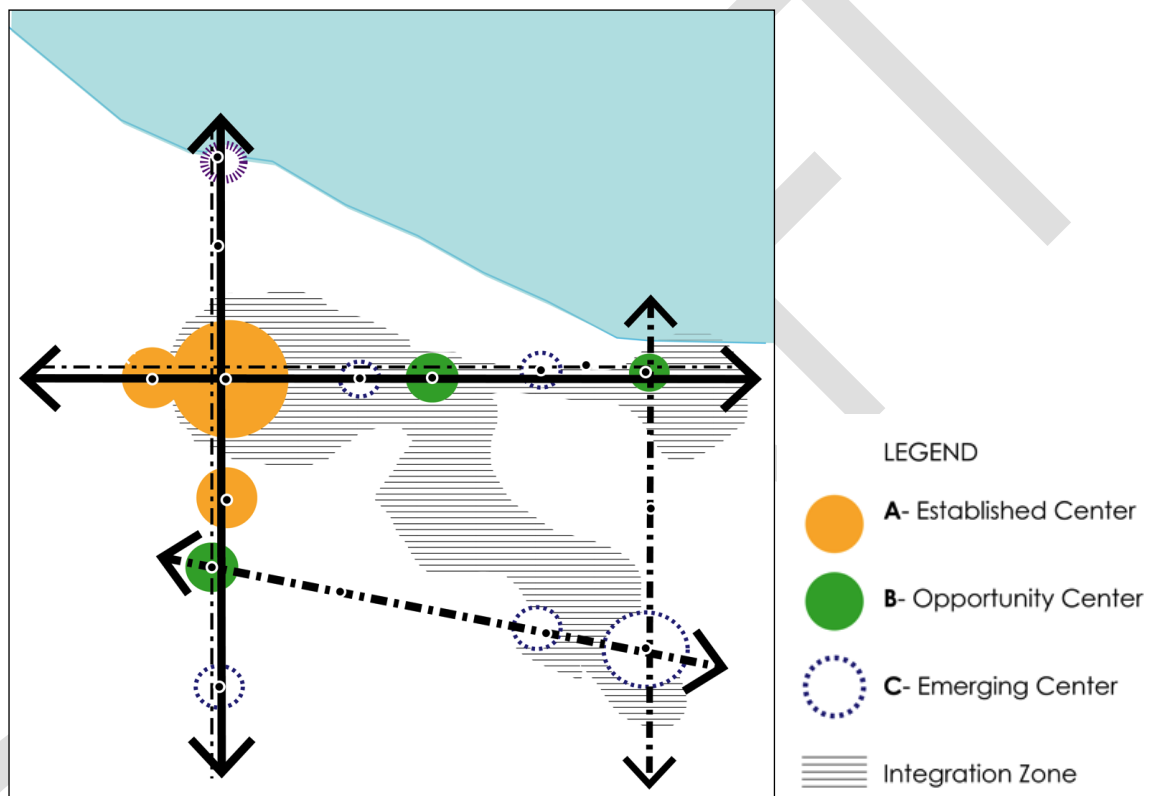


Figure 1: Spatial logic behind Parking Management Centres at the metropolitan scale

### 2.1 Parking Management Centre A:

- Established centers classified as high demand areas that will be managed with the implementation of maximum parking measures.
- Characterised as metropolitan destination nodes situated in an ECAMP<sup>16</sup> growth zone with high economic outputs where a high percentage of mixed use activities (predominantly commercial and business) are dominant.

<sup>16</sup> ECAMP attempts to identify 'functional economic geographies' of formal economic activity and identifies business districts on the basis of contiguous concentrations of commercial and industrial land use filtered through technical thresholds such as the number of morning commuter arrivals and an aggregate value of business properties. The spatial delineation of the original ECAMP area boundaries was based on available land-use data and adapted where necessary to functional boundaries as perceived by local stakeholders and property brokers. Since then, potential ECAMP areas have been identified that could be tracked in future, once it meets the threshold criteria.

- Serve as major trip attractor areas within development or activity corridors with existing high parking demand where Public Transport Service routes are already in operation and multiple modes of public transport are available.

### **2.2 Parking Management Centre B:**

- Opportunity centres classified as areas with moderate demand but with the potential to increase as investment and movement patterns change.
- Moderate parking management measures to be implemented in an incremental manner to facilitate investment in alignment with public transport availability.
- A discounted price will apply to this PM center, and in some cases not all PM zones types will be delineated in these centres due to contextual nature or applicability.
- Characterized as local destination nodes situated in an ECAMP opportunity zone with moderate economic output where a medium percentage of mixed use activities (predominantly commercial and business) are present.
- Serve as trip attractor areas within or in close proximity to activity corridors with high to moderate parking need while 2 or more public transport or NMT modes are readily available.

### **2.3 Parking Management Centre C:**

- Emerging centers have been identified in the business plan and classified as low demand areas situated in an opportunity or transitional ECAMP zone with low economic output and limited percentages of mixed-use activities.
- These are areas where moderate to low levels of traffic congestion exists with low parking occupancy rates, predominantly situated within City of Cape Town's identified integration zones along a local transport service route with only 1 or no public transport modes currently available.
- No parking management will therefore apply in these areas until the nature of the center changes and PM B Center criteria / conditions are achieved (as part of the monitoring and evaluation review process).

The Parking Management Business Plan will identify, review and monitor the classification of Parking Management Centres at a metropolitan scale, recognising that centres can evolve over time.

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Since its inception, ECAMP has been updated in 2016 to reflect 2015 data. This update also resulted in the refinement of certain indicators due to better data becoming available. Not all data sources are updated annually and ECAMP is currently in an update process, which has included the refinement of the ECAMP areas.

The ECAMP provides the best available, effective evaluation tool of importance, intensity and scale of an economic area.

However, it is widely recognized in academia that the delineation of business districts is challenging, and therefore ECAMP was intended to be used in the context of providing insight into the space economy of Cape Town as a scale of functional economic geographies and not as an informant at a cadastral scale, as the delineation of ECAMP areas are continuously changing and was originally not cadastrally specific.

In addition to the ECAMP nodes, the non-residential components of City Improvement Districts (CIDs), also known as a Special Ratings Area (SRA) boundaries, were also used as an indicator of intensive economic activity. A CID is a non-profit organisation operating within a defined geographic area within which property owners agree to pay a levy for supplementary and complimentary services set to enhance the physical and social environment of the area. Where a CID has been established for a business area it indicates that there is an agglomeration of commercial activity which provides a further data point for this tool.

### 3 Implications at a Precinct Scale

A series of parking management zones will occur within each Parking Management Centre. Differing parking tariffs and mechanisms will occur within each of the zones, as illustrated below.

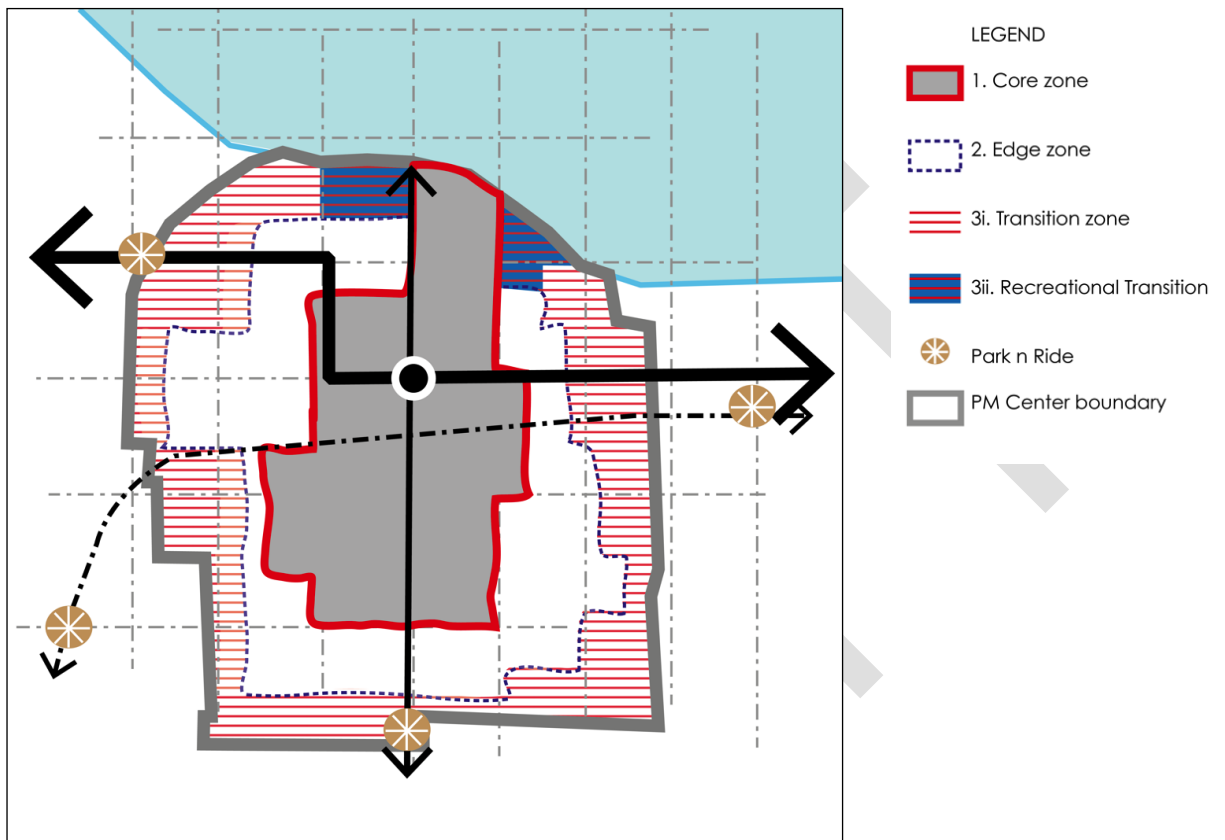


Figure 2: Parking Management Zones Conceptual approach

A parking utilisation / land use checklist should be developed in the Parking Management Business Plan for the identification, review and monitoring of the classification of Parking Management Zones, using the following guidelines:

#### 3.1 Zone 1:

- Core Business areas around key public transport interchanges with high percentage of mixed use and commercial activities at moderate to high densities.
- High trip attractor areas situated within PT1 or PT2 zones with high parking demand but supported with well-established public transport network and infrastructure.

#### 3.2 Zone 2:

- Areas situated on the edge of core business areas or Public Transport Interchanges with moderate percentage of mixed use commercial and residential activities at moderate to low densities.
- High to medium trip attractors with high to moderate parking demand supported by or in close proximity / walking distance to established public transport network and infrastructure.

#### 3.3 Zone 3:

- Areas serving as transitional areas between core business areas and its surrounding residential areas where predominantly residential land uses are present at low to medium densities.

- Low trip attractors but average 10 minutes' walk to central business areas and therefore potential high demand areas for parking spill-over.

**3.4 Zone 4:**

- Areas adjacent to recreational attractions and amenities with high to moderate trip attractors especially during off peak hours and weekends.
- Established public destinations with limited commercial activities and low to moderate access to public transport networks or infrastructure.

Further guidelines for identifying and delineating these centres and zones, their actual delineations, together with detailed pricing criteria for each category will be provided in the Parking Management Business Plan.

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## Annexure B: Guidelines for the Pricing of Managed Parking

The following principles have been identified to guide the implementation of pricing which is directive.

**1 As the demand and supply of parking is different in different areas of the City, parking tariffs will also differ.**

In general, demand for parking is different in each managed parking area and thus requires a different parking tariff. The demand in different subareas of parking management areas may also vary and will require different tariffs to manage the demand.

**2 As the demand for parking and supply of parking is different during certain time periods, parking tariffs will be different during specified time periods.**

Different tariffs can be applied during parts of the day, morning, afternoon, afterhours, weekend parking depending on demonstrated demand. Practical time periods can be introduced to respond to different demand periods.

**3. Parking tariffs structure should be applied consistently for all on-street parking.**

In areas with a similar nature the same time increments and time structure should be applied for all on-street parking. This means that in all commercial areas, 15 minutes and 30 minutes increments should be applied.

**4. Parking tariffs should be adjusted periodically.**

Parking tariffs should be adjusted periodically in order to respond to change in demand patterns as indicated by data gathered for this purpose.

**5. All parking users must pay in managed parking areas.**

All users must pay for the use of parking bays, except for exempted permit holders which includes emergency vehicles attending to an emergency as per the City's Parking By-law. Permit holders are exempted when the conditions of the specific parking permit allows for it. It should be noted that permit application fees should be appropriate and consider the cost associated with the use of public street space.

**6. Parking bays of alternative dimensions should have parking tariffs that relate to their size.**

Motorcycle parking generally requires less public street space. Therefore the cost of using a motorcycle parking bay should be lower. For example, when three motorcycle bays fit into one parking bay, the 1/3 of the parking tariffs for a normal parking bay should apply.

**7. Tariff Pricing Structure**

Varying tariff pricing should apply to zones with Parking Management Centres, as illustrated in the table below. Actual pricing should be proposed in the Parking Management Business Plan and the Tariff book to achieve the desired outcomes, based on the analysis of the data sets.

Table 1: Summary table of pricing costs and hourly increases for the various centres and zones

PM CENTRE	PM ZONE	BASE COST LEVEL	HOURLY INCREASE
A	1	Highest	<ul style="list-style-type: none"> <li>• Compounded</li> <li>• Steep increase after 2 hours</li> </ul>
	2	Lower	<ul style="list-style-type: none"> <li>• Compounded</li> <li>• Steep increase after 2 hours</li> </ul>
	3	Lowest	<ul style="list-style-type: none"> <li>• Flat rate</li> </ul>
	4	Lowest	<ul style="list-style-type: none"> <li>• First four hours flat rate</li> <li>• Hourly increases after 4 hours</li> </ul>
B	1	High - Discounted from A1	<ul style="list-style-type: none"> <li>• Compounded</li> <li>• Steep increase after 2 hours</li> </ul>
	2	Lower	<ul style="list-style-type: none"> <li>• Compounded</li> <li>• Steep increase after 2 hours</li> </ul>
	3	Lowest	<ul style="list-style-type: none"> <li>• Flat rate</li> </ul>
	4	Lowest	<ul style="list-style-type: none"> <li>• First four hours flat rate</li> <li>• Hourly increases after 4 hours</li> </ul>

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