

Report of: Director of City Development

Report to: Executive Board

Date: 16th July 2014

Subject: Leeds Parking Supplementary Planning Document production and consultation

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Delivery of the Local Development Framework (LDF) is identified in the Best Council Plan as a priority in the promotion of Sustainable and Inclusive Economic Growth. The draft Leeds Parking Supplementary Planning Document (SPD) will form part of the portfolio of documents which constitute the LDF. The purpose of this is to amplify the strategic transport policy outlined in the Core Strategy relating to car parking. The policies contained within the SPD will contribute further to the Best Council objectives through supporting economic growth and regeneration, and improving the efficiency of asset management.
2. The purpose of this report is to make Executive Board aware of the content and scope of the draft Leeds Parking SPD and also to obtain approval for formal consultation on the content of the SPD following the approved Leeds City Council guidance.

Recommendations

3. Executive Board is requested to:
 - i) note the contents of the draft Leeds Parking SPD;
 - ii) approve the progression of the SPD for statutory public consultation prior to adoption as a council policy;

- iii) to note:
 - a) the stages required to implement the decision as outlined in Appendix 2
 - b) proposed timescales for implementation as outlined in Appendix 2
 - c) that the Head of Transport Planning will be responsible for implementation

1 Purpose of this report

- 1.1 The purpose of this report is to make members aware of the content and scope of the draft Leeds Parking SPD (Appendix 1) and to obtain approval for formal public consultation on the content of the SPD following the template set out in The Council document "SPD Production Procedural Requirements".

2 Background information

- 2.1 Economic Growth is a key aim for Leeds, however it must be managed in order to be sustainable. There continues to be a need for parking policy, working alongside transport schemes such as Park and Ride and NGT in order to manage the increased demand for travel which comes with economic growth.
- 2.2 The Council currently has a number of policies on parking, contained in the Unitary Development Plan and other documents, some of which have not been formally adopted through the delegated decision process.
- 2.3 In the process of adopting the Core Strategy it was considered that the maximum parking guidelines for new developments should be reviewed and amended where necessary in order to reflect current transport trends and wider policy.
- 2.4 It was felt that the best way to both formalise the current parking policies and update the parking guidelines was to produce a Supplementary Planning Document (SPD) covering parking. Several other core cities have already adopted such an approach.
- 2.5 During the process of finalising the draft SPD (Appendix1) internal consultation has been carried out with officers from Highways & Transportation, Planning, Economic Development, Finance, City Centre Management, Children's Services and Parking Services. As a result, several areas of parking policy that could have been covered are no longer included, as it was not considered that the SPD was suitable for this purpose.
- 2.6 The SPD should not introduce new policy. It is intended to elaborate on the parking policies contained within the Publication Draft Core Strategy.
- 2.7 The draft SPD has taken into account the recommendations from the review of City Centre parking which was approved by Executive Board on the 5th of September 2012.
- 2.8 Management of parking has played a key part in allowing the growth of travel to the City Centre without seeing a significant increase in traffic volumes. The emerging City Centre Transport Strategy continues to rely on managing parking, to encourage further growth in travel to be accommodated by sustainable modes such as public transport, park and ride, walking and cycling.
- 2.9 Parking management must strike a balance between the competing needs of those using the city centre and local centres such as businesses, residents and commuters.

3 Main issues

- 3.1 The intention of the Parking SPD is to cover the parking policies that the Council has in place that support the strategic documents such as the Core Strategy and Local Transport Plan. It also sets out the way that the Council operates the public car parking under its control.
- 3.2 The SPD covers parking policy throughout the district, but also sets out a specific strategy for City Centre parking management. It covers bicycle and motorcycle parking as well as car parking.
- 3.3 The proposed City Centre Parking Strategy builds on Core Strategy Policy T1 (Transport Management). In summary, the strategy for the City Centre is to continue to manage the supply of long stay parking and make best use of existing and planned public transport for travel to the City Centre. The ultimate aim being to reduce congestion on the road network in Leeds for the benefit of all, including both businesses and travellers who do not have good access to public transport.
- 3.4 The long stay charging policy for Council operated public parking in the City Centre is to aim for parking charges to be set above public transport fares, however, it is recognised that this may not always be possible. The management of pricing for short and medium stay parking in the City Centre and all parking elsewhere is left flexible in order to maintain efficient car park use.
- 3.5 There is a presumption against new, permanent commuter car parks in the City Centre Core and Fringe areas due to the significant spare capacity that exists at present. However, additional short and medium stay public car parks will be encouraged to support the vitality of the City Centre as a visitor and retail attraction. Outside the City Centre, new car parks will be permissible, provided that measures to reduce parking demand and manage existing car parks better have been investigated first.
- 3.6 The SPD states that replacement of off street parking within the Public Transport Box would not be acceptable, in the event that a redevelopment scheme is proposed within this area.
- 3.7 The SPD continues a policy for managing cleared site car parks. Within the Core these are generally unacceptable, whereas in the Fringe they may be permissible on a temporary basis given an assessment against set criteria. The continuation of sites which were granted temporary planning permission in 2012 will be assessed once the 5 year period ends in 2017.
- 3.8 The SPD allows for the flexible use of charging on street both in the City Centre and town centres in order to encourage turnover of parking and therefore help visitors and shoppers.
- 3.9 The SPD sets out a new set of parking guidelines for new developments. The standards are now more flexible for areas outside the Core and Fringe. They have also been relaxed for intensive call centre employment sites such as those currently found at White Rose Office Park and Leeds Valley Park.

- 3.10 For bicycle and motorcycle parking, the SPD gives information on the recommended type of provision, current locations of public parking and guidance on the provision required for new developments.
- 3.11 The current parking standards for new City Centre office developments are maintained. This is a key element to the transport strategy aims of reducing congestion on the roads of Leeds. Recent approvals for City Centre offices on Sovereign Street and Wellington Road have accepted the maximum standards and therefore it is felt that having strict standards is not detrimental to the competitiveness of Leeds City Centre. The strictest standards for offices proposed in the SPD are comparable to the range of standards used in other core cities.
- 3.12 The main points of change from the UDP standards for general car parking are:
- a) A revised geography for the Core and Fringe parking areas for the City Centre. The boundary of the Core area has moved south of the river, based on public transport accessibility, physical boundaries and the extent of on street parking controls (see attached plan)
 - b) The removal of the Prestige developments category which had higher levels of parking provision.
 - c) The removal of separate parking standards for designated local centres, in order to encourage development in these locations
 - d) The simplification of the standards by removing size thresholds for non-retail use classes
 - e) The use of expected standards rather than maximum standards outside the Core and Fringe areas
 - f) The addition of expected parking standards for houses in multiple occupancy and student accommodation
 - g) Creation of a more relaxed parking standard for B1 offices that are to be operated as call centres (for example Leeds Valley Park)
 - h) Amendments to the size thresholds for developments to mirror those already used as triggers in the Travel Plan SPD
 - i) Minor amendments to individual use class ratios based on the experience of planning and highways development services
- 3.13 The guidance around the provision of parking at schools allows for greater flexibility around the number of spaces provided for staff and visitors, depending upon specific circumstances. However, the promotion of how this and more sustainable modes of transport together with careful management of parental parking and robust school travel plans remain the key element to reduce parking problems around schools and congestion en route to schools.

- 3.14 A link has been created between travel plan targets and guidance on long stay bicycle parking numbers. A cap on the maximum number of short stay bicycle parking spaces to prevent excess provision has also been added to the guidance.
- 3.15 The revised disabled parking guidelines have been based on relevant British Standards and now give flexibility for conversion of spaces once a development is occupied. The disabled parking guidelines now apply to all developments, irrelevant of size. The cap on the maximum provision has also been removed.
- 3.16 For electric car and car club parking spaces a recommendation is given for B1 and C3 class developments on the level of provision that developers should consider. The developer should be able to justify why these alternative forms are not being considered if that is the case.
- 3.17 The SPD also gives details of supporting policies of the Council, such as the promotion of travel plans, signing and information regarding car parks.
- 3.18 Leeds' first major Park and Ride facility at Elland Road opened on 23rd of June and a further site is being developed in the Aire Valley Enterprise Zone.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The content of the draft Parking SPD has been distributed to members of Highways & Transportation, Planning, Finance, City Centre management, Economic Development, Children's Services and Parking Services.
- 4.1.2 Following approval by Executive Board it is intended that the SPD will be taken to public consultation following the guidance set out in the document titled "SPD Production - Procedural Requirements - 2009". Further detail of the proposed strategy for public consultation is included in Appendix 2.
- 4.1.3 During the consultation period, specific engagement and briefing sessions will be held with Ward Members, business and disability groups, upon request, in order to provide additional information and to receive their specific feedback on the proposals within the SPD. Details of how to request a specific briefing session will be included when electronic copies of the draft SPD are circulated as part of the consultation process.
- 4.1.4 Feedback from public consultation will be taken into account when finalising the SPD.
- 4.1.5 It is expected that once the consultation responses have been considered, there will be a need for a final decision on adoption by the Executive Board.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.6 An Equality, Diversity, Cohesion and Integration impact screening document has been completed and is attached as an appendix. It has been sent to the Equality Team to be approved and published.

4.2.7 A number of positive and negative impacts for equality groups have been identified through the course of this screening process:

- Disabled motorists are likely to benefit from the revised disabled parking guidelines included in the SPD. These will cater for the specific demand for disabled parking at a destination meaning disabled users will have better access to disabled parking facilities. The guidelines now apply for developments of all sizes and there is no cap on the maximum number of spaces to be provided.
- The SPD contains measures to increase the turnover of spaces in central areas, through the use of parking charges to better reflect demand. This will benefit all motorists as they will be better able to find a space closer to their destinations and will particularly benefit disabled motorists, those with mobility impairments, the elderly and carers supporting wheelchairs/pushchairs and who may particularly struggle to travel on foot from more outlying parking spaces. The potential increase in parking charges is likely to have a negative impact for those on a lower income.
- Public transport users (primarily women, people from BME groups and people on lower incomes) and pedestrians are likely to benefit through the implementation of supporting measures to encourage use of sustainable transport modes, and from the limitation of car parking in the public transport box.
- Women are also likely to benefit due to the continued promotion of short stay parking.
- Cyclists are likely to benefit due to the amendments to cycle parking provision at new developments.

4.2.8 Continued dialogue with the Council's access officers will take place to ensure that any negative effects are reduced to a minimum.

4.3 Council policies and City Priorities

4.3.1 The Publication Draft Core Strategy contains several policies which are supported and expanded upon by the Parking SPD. Reference has been made to the relevant Core Strategy policies within the sections of the draft Parking SPD.

4.3.2 The SPD supports the objectives of the West Yorkshire Local Transport Plan 2011-26. The proposals fit within the Choices Theme 'to encourage more sustainable travel choices by managing demand for car travel and enabling people to make informed choices that meet their needs'. It specifically supports LTP Proposal 11 'Strengthen demand management and enforcement to gain maximum benefit from measures to enable more sustainable choices'.

4.3.3 In addition, it also contributes towards the Connectivity Theme: 'to deliver an integrated, reliable transport system that enables people and goods to move around as efficiently and safely'.

4.3.4 The Leeds Growth Strategy is also a reference point for the SPD. Parking management allows for the sustainable growth of the City Centre while minimising the adverse effect of congestion upon the economy.

4.4 Resources and value for money

4.4.1 In the production of the SPD there will be a call on staff time from members of Transport Policy in responding to consultation responses and revising the draft document. It is also likely that advice will be needed from members of the forward planning team.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The consultation process and production of the SPD will follow the approved Council process within the document "SPD PRODUCTION PROCEDURAL REQUIREMENTS" (2009). The proposed public consultation strategy is detailed in Appendix 2.

4.5.2 At this stage of the SPD production process, the decision to consult the public is not considered to be a key decision.

4.6 Risk Management

4.6.1 No significant risks are envisaged with the progression of the SPD to public consultation.

5 Conclusions

5.1 The Parking SPD aims to elaborate upon the broader parking policies contained within the Core Strategy. The document updates parking policy where appropriate, following a review of current policies.

6 Recommendations

6.2 Executive Board is requested to:

- j) note the contents of the draft Leeds Parking SPD;
- ii) approve the progression of the SPD for statutory public consultation prior to adoption as a council policy;
- iii) to note:
 - a) the stages required to implement the decision as outlined in Appendix 2
 - b) proposed timescales for implementation as outlined in Appendix 2
 - c) that the Head of Transport Planning will be responsible for implementation

7 Background documents¹

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

7.1 None

8 Appendices

8.1 Leeds Parking Policy SPD draft.

8.2 Public consultation strategy for Leeds Parking Policy SPD.

8.3 Plan of proposed City Centre Core and Fringe Parking Areas.

8.4 Equality and Diversity screening document.