

Leeds Parking Policy

Supplementary Planning Document

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1 Introduction

1.1 Purpose of this document

- 1.1.1 This Supplementary Planning Document (SPD) is designed to bring together a number of elements relating to parking, previously contained within various sections of the Unitary Development Plan (Review 2006)(RUDP) as well as setting out Council policy.
- 1.1.2 The geographic Scope of this document is the entire Leeds Metropolitan District which includes the City Centre as well as the main urban area of Leeds and many designated Town Centres.

1.2 Contents of this document

- 1.2.1 The SPD is not intended to cover every aspect of parking, as documents produced by the Parking Services section of Leeds City Council are already available covering the technicalities of parking use and enforcement, such as the A to Z of parking.
- 1.2.2 The intention of the SPD is to provide more detailed guidance on how the policy objectives of higher level planning and transport planning documents such as the Core Strategy and Local Transport Plan may be put into effect.
- 1.2.3 This document sets out:
 - The policy context
 - Guidance for the future management of parking in the City Centre
 - How cycle & motorcycle parking is catered for in Leeds
 - How on and off street parking contributes to the strategy
 - How Park & Ride contributes to the strategy
 - How parking provision for new developments will be managed
 - How other transport interventions assist the parking strategy
- 1.2.4 Appended to the document is analysis work which shows the current situation of supply and demand for parking in the City Centre.

2 Policy Context

2.1 Introduction

2.1.1 The policy context for land use planning in the UK is set at national level by the National Planning Policy Framework (NPPF) and at local and district level by the Leeds Unitary Development Plan (RUDP) and the emerging Local Development Framework (LDF). The West Yorkshire Local Transport Plan (LTP3) informs local planning policy and provides the transport policy context at the sub-regional level for the district's parking policies. Relevant public policies relating to parking are considered below:

2.2 National Policy

2.2.1 The key objective of the NPPF is to promote sustainable development, and the document sets out three dimensions to this:

- **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

2.2.2 Chapter 4 of the NPPF details Transport and Parking specifically. The framework sets out the following guidance regarding parking standards:

If setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

2.2.3 The NPPF also contains a theme of safeguarding and improving the vitality of town centres. With regard to parking in town centres the document states:

Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.

2.3 Sub-Regional Policy

West Yorkshire Local Transport Plan

- 2.3.1 The Local Transport Plan is a strategic plan for managing and investing in the local transport system. The 'MyJourney West Yorkshire' Plan for 2011-26 contains a 15 year strategy for transport, supported by a series of 3 year Implementation Plans for the five district councils (Bradford, Calderdale, Kirklees, Leeds and Wakefield) and Metro.
- 2.3.2 The three key objectives of the LTP emphasise the importance of moving towards a low carbon, sustainable transport system, improving connectivity to support economic growth, and enhancing quality of life.
- 2.3.3 Parking policies have a role to play in the delivery of these objectives through the implementation of a transport strategy which seeks to reduce emissions, minimise congestion, increase the use of sustainable modes of travel and support access to services, facilities and employment.
- 2.3.4 The LTP3 document sees demand management as a key supporting policy. It is identified in Proposal 11 as follows:

Strengthen demand management and enforcement to gain maximum benefit from measures to enable more sustainable choices.

While the Choices agenda is focused on the needs of customers to help them make more sustainable choices, research shows that for some journeys, harder edged demand management measures will be needed to encourage change. The aim is to use appropriate demand management measures alongside the softer measures at the appropriate time, and in a way which supports all the plan's objectives including economic growth.

Leeds City Region Transport Strategy

- 2.3.5 The Leeds City Region Transport Strategy (2009) forms the framework for the West Yorkshire LTP in recognition of the increasing emphasis on the role of the Leeds City Region's economy. Over the life of the LTP the aspiration is to deliver the priorities in the Leeds City Region Transport Strategy together with targeted improvements to the network.
- 2.3.6 The Leeds City Region Transport Strategy includes spatial transport priorities based on the performance of existing transport networks together with the location of planned major employment and housing growth, which will be reviewed in line with the development of LDFs.

2.4 Local Policy

Leeds Local Development Framework (LDF)

- 2.4.1 The Local Development Framework (LDF) is the name given to the new system of Development Plans introduced by the Planning and Compulsory Purchase Act 2004.
- 2.4.2 The original Leeds Unitary Development Plan (UDP) was drawn up in the 1990s and approved in 2001; it was reviewed in 2006 and the Leeds UDP Review (2006) forms the Development Plan for Leeds until it is replaced by the emerging LDF, with specific parking policies being retained, T16 and T17 (part) Park and Ride facilities and sites and T29 and T29a Lorry Parking and Coach Layover.
- 2.4.3 The LDF takes the form of a portfolio of documents which comprise Development Plan Documents and Supplementary Planning Documents (SPDs). This SPD on parking policies forms part of the Leeds LDF.

Leeds LDF Core Strategy

- 2.4.4 The Core Strategy is the overarching and central document in the LDF process. The Core Strategy sets out the Council's vision for the future development of Leeds over the next 20 years and provides broad policies to shape development.
- 2.4.5 The Core Strategy is set within the context of national, regional and local policy and has been informed by an extensive evidence base. The focus of the strategy is to seek to address a wide range of environmental, social and economic considerations as part of the challenges and opportunities which Leeds faces.
- 2.4.6 The principal theme of the transport chapter of the Core Strategy is 'a well connected district', based on the delivery of an accessible and integrated transport system to support communities and economic competitiveness. The Core Strategy aims to increase the use of sustainable forms of transport by facilitating the delivery of infrastructure and the use of demand management and ensure new development takes place in locations that are or will be accessible by a choice of means of transport, including walking, cycling, and public transport. The following parts of Policy T1 of the Core Strategy relate to parking:
 - 2.4.7
 - (i) *Parking policies controlling the use and supply of car parking across the city:*
 - a) *To ensure adequate parking for shoppers and visitors to support the health and vitality of the city and town centres.*
 - b) *Delivering strategic park and ride for the city which supports the City Centre vision and provides greater traveller choice.*
 - c) *To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.*
 - d) *Limiting the supply of commuter parking in areas of high public transport accessibility, such as the City Centre.*
- 2.4.8 The district's parking policies are a strategic measure which form part of the transport strategy for Leeds.

3 Context

3.1 Parking Hierarchy

- 3.1.1 A parking hierarchy defines the prioritisation of different types of parking that on many occasions will be competing for the same limited space on or off the highway.
- 3.1.2 The hierarchy of parking types are set out below, with the level of consideration being higher towards the top of the list. These act as a framework for decisions to be made, however it is accepted that local circumstances may require the hierarchy to be adapted to suit.
- Local resident parking
 - Local business essential parking/servicing need
 - Short stay shopper/visitor parking
 - Commuter parking
- 3.1.3 In many situations, it may be possible for two parking types to share the same space harmoniously, for example residents parking and short stay visitor parking. This will be encouraged where appropriate, in order to make best use of the road space available.

3.2 Definitions

- 3.2.1 Throughout this document parking will be referred to in a number of ways, definitions are provided below for clarity.
- 3.2.2 **Short stay parking** is defined as less than 2 hours, while **medium stay parking** is between 2 and 5 hours in length. This primarily caters for shoppers and visitors to a destination.
- 3.2.3 **Commuter parking** is defined as over 5 hours. In general, this type of parking is associated with peak period travel, due to the usual working day of 9am to 5pm.
- 3.2.4 **Public parking** is that which is available for any member of the public to use on a first come first served basis, however it may be charged for and could be run by either the council or a private operator. Some Council parking of this type has a restriction on the length of stay, while others allow parking of any duration. Public parking can be found both on and off street.
- 3.2.5 Public parking is typically either 'at grade', meaning it is at ground level only, or multi-storey, with multiple floors of parking.
- 3.2.6 **Private Non Residential (PNR) parking** is associated with a specific development, such as an office, and as such is only available for employees or visitors to that development. Customer parking is also considered to be a form of PNR, as it is generally only available for customers of the shop, office etc which it is associated with.
- 3.2.7 **Residential parking** is a mix of on-street and off-street, the type of parking depending upon the nature of properties. In terraced streets the parking will be predominantly on-street, while in other areas it will be off-street. While the Council

does not have a duty to provide on-street parking, in some residential areas, it may prioritise this through resident permit schemes.

- 3.2.8 Other forms of parking are less well defined, for example hospital and train station car parks could be used by any member of the public, however on the whole they are only used by visitors to the destination due to pricing etc. Contract parking exists in other places, in which parking places are let to specified users, usually over a long term.

4 City Centre Parking

Core Strategy (T1)

- 4.1.1 The current supply and usage of car parking in the City Centre and predicted future changes are detailed in Appendices 1 to 3. In line with the Core Strategy this SPD details City Centre parking based on management of both supply and demand.
- 4.1.2 Core Strategy policy (T1) Transport Management includes the following components relating to controlling the use and supply of parking:
- a) To ensure adequate parking for shoppers and visitors to support the health and vitality of the city and town centres.*
 - b) Delivering strategic park and ride for the city which supports the City Centre vision and provides greater traveller choice.*
 - c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.*
 - d) Limiting the supply of commuter parking in areas of high public transport accessibility, such as the City Centre.*
- 4.1.3 To achieve policy T1 the following policy components and supporting initiatives are to be used.
- The use of strict maximum parking standards for new developments in the City Centre will be continued to encourage modal shift and sustainable travel to work (see Section 9), with
 - Promotion of a range of supporting measures aiming to make best use of the current parking stock and reduce demand for parking (see Section 10)
 - Leeds City Council will actively pursue the implementation of a number of bus based Park and Ride sites at the outer ring road and close to the motorways, to create extra capacity for parking with reduced congestion impacts (See Section 8).
 - Future demand for commuter travel, not catered for by PNR parking, will be absorbed by currently unused public parking capacity, walking/cycling and bus for shorter journeys and increases in rail capacity and bus based Park and Ride for longer distance commuters (See Appendix 1 – Current & Future City Centre Parking).
 - In the short term, a limited volume of temporary commuter parking on cleared sites will be allowable, within the City Centre Core and Fringe (See Section 9.3 for definition). This volume of temporary parking will be reduced when additional capacity is provided on rail and Park and Ride (See Section 6.6).
 - It is not proposed to make provision for any additional permanent public commuter car parking in the City Centre (See Section 6.4).

- Management of on street spaces will continue primarily as a source of short stay parking but with flexibility to be altered to medium stay as the role of different areas of the City Centre changes (See Section 7).
- Specific short and medium stay parking capacity will initially be reduced during construction of the Eastgate/Harewood Quarter. However, the impact of this will be lower due to the significant spare capacity currently available in other car parks. In the long term, sufficient additional capacity is planned to be provided via the Eastgate scheme and other developments in the City Centre (See Appendix 1 – Current & Future City Centre Parking).

5 Bicycle & Motorcycle Parking

5.1 Bicycle Parking - Core Strategy T1(c) and P10(iv)

- 5.1.1 Secure bicycle parking is a key element for the promotion and continued uptake of cycling as a sustainable mode of travel. The Council will promote the provision of cycle parking in places where demand exists or is expected in future.
- 5.1.2 Public cycle parking is provided in Leeds City Centre at convenient locations, as shown in Figure 1¹. In addition to on street spaces, the Cyclepoint at Leeds City Station provides 300 secure parking spaces with bike maintenance and related facilities.
- 5.1.3 As part of the guidelines on parking for new developments, shown in section 9.7, minimum requirements for provision of short stay and long stay cycle parking are set out. The outline of what is considered to be suitable for long and short stay bicycle parking is described below, (for details see Chapter 11 of Local Transport Note 2/08 on Cycle Infrastructure Design.)
- 5.1.4 The provision of cycle parking facilities need not be expensive, but it is very important that the correct type of facility is introduced, and that it is situated in the right place for convenience and security. For security reasons it is recommended that a "Sheffield Stand" type is used for short stay provision, which accommodates two bicycles, one at either side of the stand, and consists of hooped lengths of 50 mm pipe which can be stainless steel, plastic coated or painted. This form enables both the cycle wheels and frame to be secured to the stand, but does not provide security for accessories or luggage, and consequently is not suitable for long-term parking. They must be carefully positioned with sufficient space so that they can be used, as identified in LTN 2/08, and so that they are not an obstruction to other road users. There are a number of alternative proprietary facilities such as slotted paving slabs and "butterfly holders" which provide little or no security, and can damage the parked cycle. These will not be regarded as acceptable alternatives.
- 5.1.5 For long stay provision it is recommended that lockers or caged lockable enclosures are provided, although it may also be possible to make secure provision in part of a building or within the curtilage of a building. Careful thought will need to be given to the design, location and landscaping of lockers and caged enclosures to achieve security and convenience.

1

http://www.leeds.gov.uk/Transport_and_streets/Walking_and_cycling/Cycle_parking_information_and_Cycle_Point.aspx

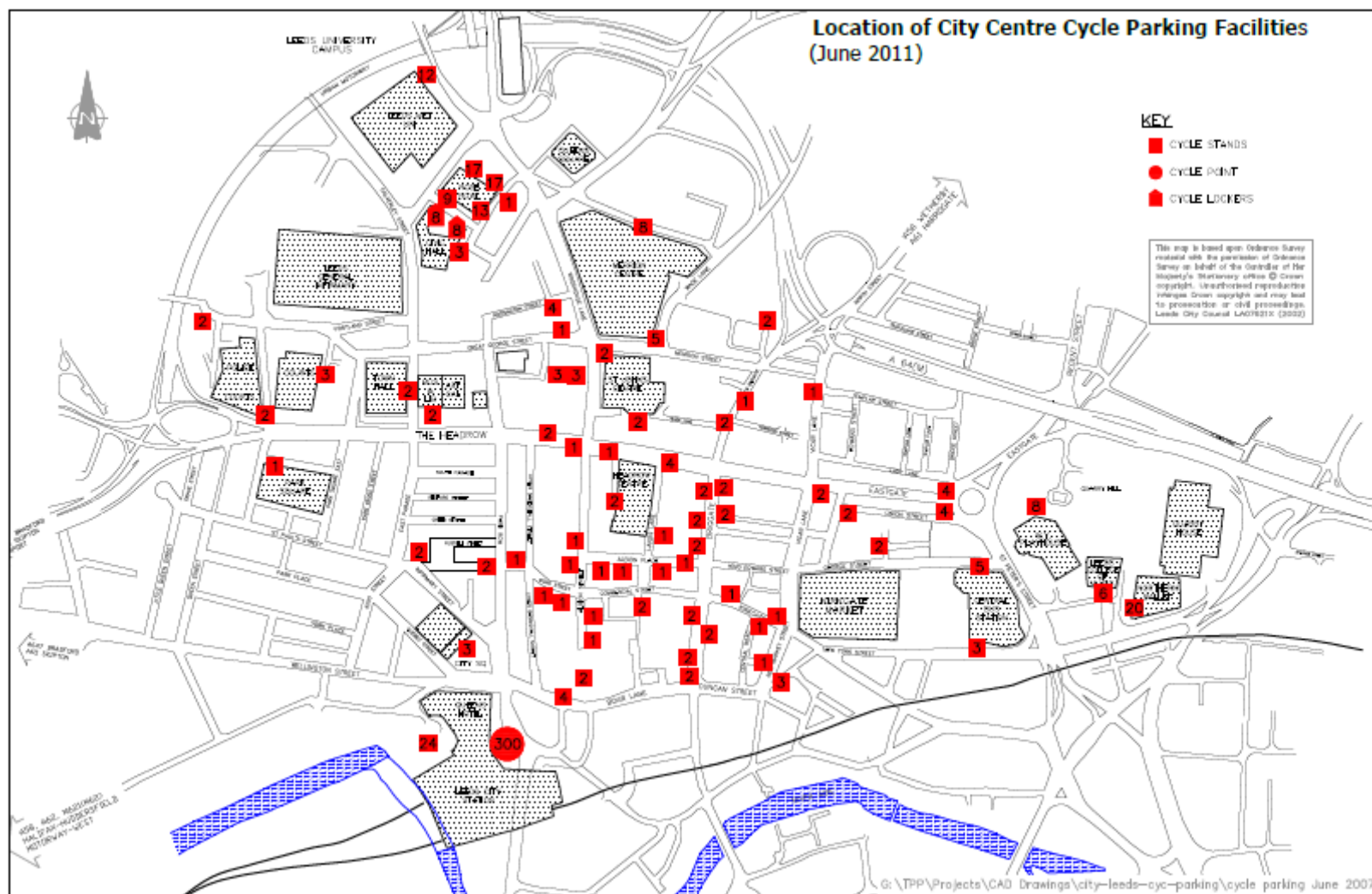


Figure 1 - City Centre Cycle Parking

- 5.1.6 The provision of cycle parking should be considered at an early stage in the design of a development. Thought should be given to positioning cycle parking in order to make use of the buildings features such as areas of cover and points which are naturally observed by passers by. The ideal site should be close to entrance points of the building and covered by CCTV, to further add to the incentives for cycling.
- 5.1.7 In the future it may be necessary to provide a further hub for secure parking within the City Centre, to complement the growth in cycling within the city. The Council will support this when demand is high enough.

5.2 Motorcycle Parking – Core Strategy T1(c) and T2(v)

- 5.2.1 Secure powered two wheeler (PTW) parking is a key element for the promotion and continued uptake of this mode as a more sustainable alternative to single occupancy car use.
- 5.2.2 Motorcycles take up less road space than cars and can filter through stationary or slow moving traffic, as well as generally emitting less CO₂. An increase in the provision of parking facilities will help those choosing motorcycling as an alternative mode of transport. The Council will promote the provision of PTW parking in places where demand exists or is expected in future.
- 5.2.3 Motorcycles can be extremely valuable vehicles that are prone to theft. They can be readily lifted into another vehicle, and hence may be subject to organised theft. Security should be one of the foremost considerations for those providing parking facilities for motorcycles.
- 5.2.4 Specific guidelines on the number of motorcycle parking spaces that should be provided with new developments are shown in section 0.
- 5.2.5 A recommended guide for the acceptable standard of motorcycle parking is produced by the Institute of Incorporated Engineers. Chapter 5 of 'Guidelines for Motorcycling' deals specifically with motorcycle parking. On-Street parking bays should be designed so that the motorcycle's back wheel is facing the footway kerb and the front wheel facing the carriageway. This not only saves on space but also allows motorcycles to be parked against the camber of the carriageway reducing the chance of the motorcycle toppling over. An individual motorcycle parking bay should ideally measure 2.8 x 1.3 metres in order to accommodate all sizes of motorcycles. Locking facilities, are either raised or ground level. With ground level provision the anchor point remains below the surface, often concealed by a hinged steel plate set flush with the road surface. The plate is raised by the user, allowing a loop to be lifted up and the user's own lock passed through, with raised provision a horizontal bar is provided at a height of approximately 40-60 cm. This style is generally provided at the edge of the carriageway and again requires the user to use their own lock. Locking facilities, either raised or ground level, should not represent a trip hazard to pedestrians
- 5.2.6 If a development is large enough, the motorcycle parking area should be able to hold a minimum of 6 motorcycles. Given that motorcycles are prone to theft, riders are more confident parking in larger motorcycle parking areas. This would not be achieved if the parking bays were smaller and dispersed across a number of locations.

6 Off Street Parking

Core Strategy T1(a)

6.1 Leeds City Council Car Parks

- 6.1.1 Leeds City Council operates a number of off street car parks within the City Centre with a combined capacity of 3,100 spaces. In the City Centre, the use of off street car parks is charged for as a way of managing demand for parking and peak period car use. Charging for parking also provides an income stream for the Council, and makes best use of the Council's assets. Currently, the Union Street (Markets) car park also operates with a maximum stay of 5 hours to ensure it is available for use by shoppers and other visitors to the City Centre.
- 6.1.2 Leeds City Council also manages a number of car parks in the town centres around the district. The current management of these car parks is usually without charge. The permissible length of stay varies between no restriction and a short maximum stay, e.g. 2 hours. Where the efficiency of a car park is affected by a lack of available spaces, charging will be considered in town centres as an effective management tool.
- 6.1.3 The Council's car parks will be managed in a way that aims to increase the efficiency of the car parks and helps to maintain the vitality of the City Centre and Town Centres, in accordance with the NPPF 'so that it is convenient, safe and secure'. They should also contribute to the transport objectives of the documents described in Section 2.

6.2 Charging Policy

- 6.2.1 The cost of commuter car parking in Council car parks in the City Centre will aim to be greater than public transport fares and also be increased in line with increases in public transport fares over time. This is in order to help control congestion and reflect the available highway capacity on routes into and through the City Centre.
- 6.2.2 The weighted average of commuter car parking prices in Leeds City Council car parks is currently £8.28 per day (for stays of up to 8 hours, March 2012 prices). Any future changes in commuter car parking prices should aim to keep the average price well above the daily price of public transport use, using a weekly Bus and Rail Metrocard for zones 1-5, currently equating to £7.02 per day (Assuming a five day week)(2012 prices). This maintains the cost advantage of public transport use over Council run car parking, however a greater differential will be seen by public transport users using monthly or annual passes.
- 6.2.3 Parking prices for short and medium stay parking in the City Centre and all parking in the town centres will be maintained at a price which reflects demand and makes the car park work as efficiently as possible.
- 6.2.4 It should be noted that parking charges may also need to be raised in order to cover increased costs relating to parking management.

6.3 Private Non Residential Parking

- 6.3.1 Currently 60% of parking spaces in the City Centre are private non residential. Leeds City Council acts to control the level of parking associated with new developments

via the parking standards as described in section 9. However, developments that currently exist have a variety of levels of parking with some at higher levels of provision than would be permissible under current standards.

- 6.3.2 The reduction of current demand for parking will be tackled via the continued promotion of travel planning, as described in section 10.2.

6.4 New Permanent Public Car Parks

- 6.4.1 The provision of new permanent car parks not associated with specific development will be viewed differently depending upon location. The variety of scenarios are described below:
- 6.4.2 Within the City Centre Core and Fringe parking areas, as defined in section 9, there is a presumption against proposals for new permanent commuter car parks. New short and medium stay public car parks will be encouraged to support the vitality of the City Centre as a visitor and retail attraction. Planning conditions on opening times, length of stay and pricing will be required in order to ensure that these car parks do not create adverse demand for peak hour travel into the City Centre.
- 6.4.3 Within town centres, the provision of new off street public car parking will be encouraged to meet excess demand, provided that changes to the management of existing car parks and measures to reduce unnecessary parking demand are investigated first.
- 6.4.4 The provision of new parking related to Park and Ride sites is covered separately in section 8.

6.5 Replacement parking

- 6.5.1 Within the City Centre Public Transport Box², there are significant levels of public parking, with around 750 off street spaces located here. The need for access to these car parks means that possible further expansion of the pedestrianised area cannot take place and requires cars to cross the Public Transport Box, conflicting with bus traffic.
- 6.5.2 If at anytime, current off street public parking within the Public Transport Box is proposed to be redeveloped, there will be a presumption against its replacement in the same location.

6.6 Temporary use of Cleared Development Sites for Parking

- 6.6.1 Historically, sites that have been earmarked for development in the City Centre have been used for temporary commuter car parking. This has been allowable on a temporary basis through a policy contained within the 2006 UDP Revision, which allows parking on cleared sites as long as certain conditions were complied with.
- 6.6.2 In 2010, enforcement action was taken against a number of unauthorised commuter car parks. The outcome of this action prompted a policy review. Given that expected public transport infrastructure improvements had not been delivered, the City Council adopted an informal policy to regularise a limited number of commuter car

² The Public Transport Box is defined as The Headrow, Vicar Lane, Boar Lane and Park Row.

parking spaces. This is summarised below, with the full policy contained within Appendix 4.

CCCCP1. To permit temporary car parks in the City Centre core and fringe car parking areas to accommodate commuter car parking subject to:

a) Physical improvements to the quality and appearance of the car park.

Improvements may include the following: i) an attractive surface, making use of sustainable urban drainage solutions, ii) clear space markings, iii) appropriate landscaping, iv) security lighting, v) attractive means of enclosure and boundary treatment and vi) appropriate signage in terms of size and location. Physical improvement works and a maintenance programme should be agreed in writing with the City Council prior to planning permission being granted and implemented before commencement of operation of the car park,

b) where the site is of a scale and location that pedestrian movement between different areas of the city is impeded and where security of pedestrians and vehicles would not be endangered, insertion of pedestrian linkages through the site,

c) the total number of commuter car parking spaces permitted by this policy not exceeding 3200 for Leeds City Centre Core and Fringe areas only,

d) Permission being temporary for 5 years from the grant of planning permission.

On expiry of the 5 year temporary planning permissions, the City Council will consider whether the delivery of public transport improvements would justify the cessation of the car parking or the granting of further temporary extensions of permission.

- 6.6.3 The full quota of commuter spaces was taken by the car park schemes permitted in spring 2012. A future review of the policy will be necessary as spaces are lost either through redevelopment of sites or expiry of temporary permissions, having regard for any public transport infrastructure or capacity improvements achieved or committed.
- 6.6.4 Appendix 1 gives further details regarding the provision of public transport linked to a reduced permitted number of temporary parking spaces.

6.7 Informal Parking on Land off the Highway

- 6.7.1 With the increased control of parking in the City Centre it has become commonplace for areas of land off the highway to become used for parking without any obvious organisation or charging by the land owner. This stock of free parking undermines the aims of other parking measures and does not encourage modal shift.
- 6.7.2 Leeds City Council will actively investigate such sites and enforce planning contraventions. On Leeds City Council owned sites the restriction of access from the highway by physical measures may be necessary.

7 On Street Parking

Core Strategy T1(a) and (d)

7.1 Introduction

- 7.1.1 On street parking is managed by the Parking Services section of Leeds City Council. Details of the way in which parking is managed in Leeds can be found in the A to Z of parking, which can be found on the Leeds City Council website.
- 7.1.2 The strategic level of management of on street parking is described in the following sections.

7.2 Duration of Stay

- 7.2.1 In order to manage on street car parking spaces, the primary tool will be the restriction of the duration of stay. The balance of short, medium and commuter parking needed on-street will be determined based on local destinations and their relative turnover of visitors.
- 7.2.2 The City Centre on-street spaces have different restrictions depending on their location, with the City Centre divided into several zones. Those in the most central area are currently restricted to short or medium stay use, with a 2 hour maximum stay on weekdays and 5 hour maximum stay on Saturdays. Pay and Display spaces outside the central zone allow for commuter parking.
- 7.2.3 If Pay and Display spaces in the central zone are not well used, it will be permissible for the length of stay to be increased to medium stay. Medium stay parking prices on street should be more expensive than those at nearby off street car parks, to reflect the premium of using an on street space that could otherwise be used short stay users. The primary purpose of the central zone on street Pay and Display should still remain as a short stay parking resource for visitors to nearby destinations.
- 7.2.4 Once the short and medium stay off street parking at Union Street is removed as a result of the Eastgate development, all on street car parking in the central zone should revert back to short stay use to ensure this resource is maintained.

7.3 Charging Policy

- 7.3.1 Currently, charging for use of on street spaces only occurs within the City Centre between the hours of 8 a.m. and 6 p.m. Charging will also be considered as a management tool where it is felt that this would encourage turnover of parking, e.g. in other areas of Leeds District.
- 7.3.2 Charging for on street spaces has been proven to have a positive effect on a centre, as it increases the level of parking availability and hence reduces the time spent searching for a parking space.

7.4 Parking Controls and Traffic Regulation Orders

- 7.4.1 On street controls of parking are necessary in order to legally manage the road space under Leeds City Council's responsibility. A Traffic Regulation Order (TRO) is the legal tool which is used to control parking with measures such as double yellow lines, pay and display bays etc. TROs cannot be implemented without prior justification such as safety issues.
- 7.4.2 On street controls complement other parking measures. For example, the restriction of parking for new developments, as described in section 9, is of little use as a demand management tool if on street parking is not controlled.

8 Park and Ride

Core Strategy Spatial Policy 11 and T1(b)

8.1 Context

- 8.1.1 The Council strategy for Park and Ride is set out below, driven by its identification as a spatial priority in Spatial Policy 11 of the Core Strategy, as well as T1(b).
- 8.1.2 The anticipated growth in demand for travel to Leeds City Centre presents a range of challenges. If a significant proportion of this growth is anticipated to be accommodated by the use of private cars then there are issues with both physical access to the City Centre and the availability of parking spaces.
- 8.1.3 It is anticipated that by 2026, during the three hour morning peak, there will be a demand for an additional 4,400 parking spaces in the City Centre and this is in addition to the spaces provided temporarily on City Centre cleared sites (see Appendix 1 for details)
- 8.1.4 An alternative to the provision of additional highway and parking capacity in the City Centre is the creation of a range of Park and Ride locations around the urban area of Leeds. The primary market for such provision is expected to be those travelling to the City Centre from locations outside the urban area of Leeds and outside Leeds district.
- 8.1.5 A mix of both rail and bus based park and ride provision is anticipated in order to accommodate the demand required by 2026. In this context bus based park and ride is taken to include rapid transit.

8.2 Characteristics of Park and Ride sites

8.2.1 The highly desirable characteristics of a successful Park and Ride facility for Leeds City Centre are considered to be:³:

- high visibility site with easy highway access from a main radial route;
- reliable high quality bus service with at least a 15 minute frequency, but aiming for a high frequency service enabling users to turn up and use the service without an undue waiting time, (with service operating an 'extended working day' enabling car to be 'recovered' at any reasonable time in case of users' change of plans during the day);
- journey times competitive with the car;
- good 'fit' with City Centre trip-ends;
- significant degree of parking control in town/City Centre with a combination of constrained supply for long-stay parking, relatively high price, and little free peripheral car parking within walking distance of the centre, combined with good enforcement of regulations/payment;
- secure environment for car parking with minimal risk of vehicle damage vandalism or theft;
- attractive pricing for Park & Ride that provides money saving for most single car commuters who currently use public car parking in town/City Centre;
- effective marketing based on local market research supported by good publicity;
- commitment to support the scheme long-term.

8.2.2 The desirable characteristics are:

- location at intersection of radial and orbital routes to draw in traffic from more than one radial;
- well-designed car park layout that provides: adequate surfacing, marking out and drainage;
- short access times between car parking and bus stop;
- segregation between car and bus access/egress points;
- complementary adjacent/shared land-uses – such as retail/leisure, to promote joint use, combined trip purpose use and reverse flows;
- adequate capacity to cope with demand at all times of day at the busiest period of the year.
- attractive bus service incorporating new high specification vehicles;
- good customer care;
- traffic priority on the route into the centre leading to peak journey times shorter than car journeys with no (or very few) intermediate stops en route;
- good penetration of central area with limited stops;
- some form of premium service on board – for instance refreshments / newspapers.
- good passenger facilities at both ends of the route incorporating: comfortable waiting and information facilities at Park & Ride site (preferably with time to next departure prominently displayed);
- facilities, such as sales kiosk, toilets, change giving;

³ Steer Davies Gleave (2007). STOURTON BUS-BASED PARK & RIDE STUDY. Final Report. March 2007. Transport Policy, City Development, 2 Rossington Street, LEEDS, LS2 8HD.

- staff presence to answer passenger queries, exercise operational control and generally raise passenger confidence;
- attractive pricing structure with combined ticketing for both parking and journey elements;
- attractive off-peak rates to encourage shopper use;
- multi-journey and season tickets at attractive rates (10%+ discounts) to encourage loyalty.

8.2.3 In order to progress a park and ride site in the short term, not all the characteristics above will be achievable. In the long term the highly desirable characteristics should be a minimum.

8.3 Existing Policy

8.3.1 Policy T16 of the Revised UDP is still relevant to the provision of Park and Ride facilities within Leeds.

8.3.2 Policy T17 identifies specific sites for consideration. In light of employment, residential and infrastructure changes some of these sites may no longer be relevant. The site allocations DPD will provide an update on the identification, prioritisation and designation of potential sites.

9 Parking in New Developments

Core Strategy policy T2

9.1 Context

- 9.1.1 The NPPF states that when setting local parking standards for residential and non-residential development, local planning authorities should take into account:
- the accessibility of the development;
 - the type, mix and use of development;
 - the availability of and opportunities for public transport;
 - local car ownership levels; and
 - an overall need to reduce the use of high-emission vehicles.
- 9.1.2 The development of an SPD presents an opportunity to restate and revise the parking standards for new developments as previously outlined in the RUDP. The restatement allows a consideration of the existing standards in light of changes that may have taken place in government policy, planning practice and population and employment demographics. Where the existing policies are consistent with these changes then the existing policy has been retained and alternatively, where necessary, it has been revised based on the evidence considered.
- 9.1.3 Appendix 1 shows the context of current City Centre parking capacity and usage which justifies the standards for the City Centre set out below.

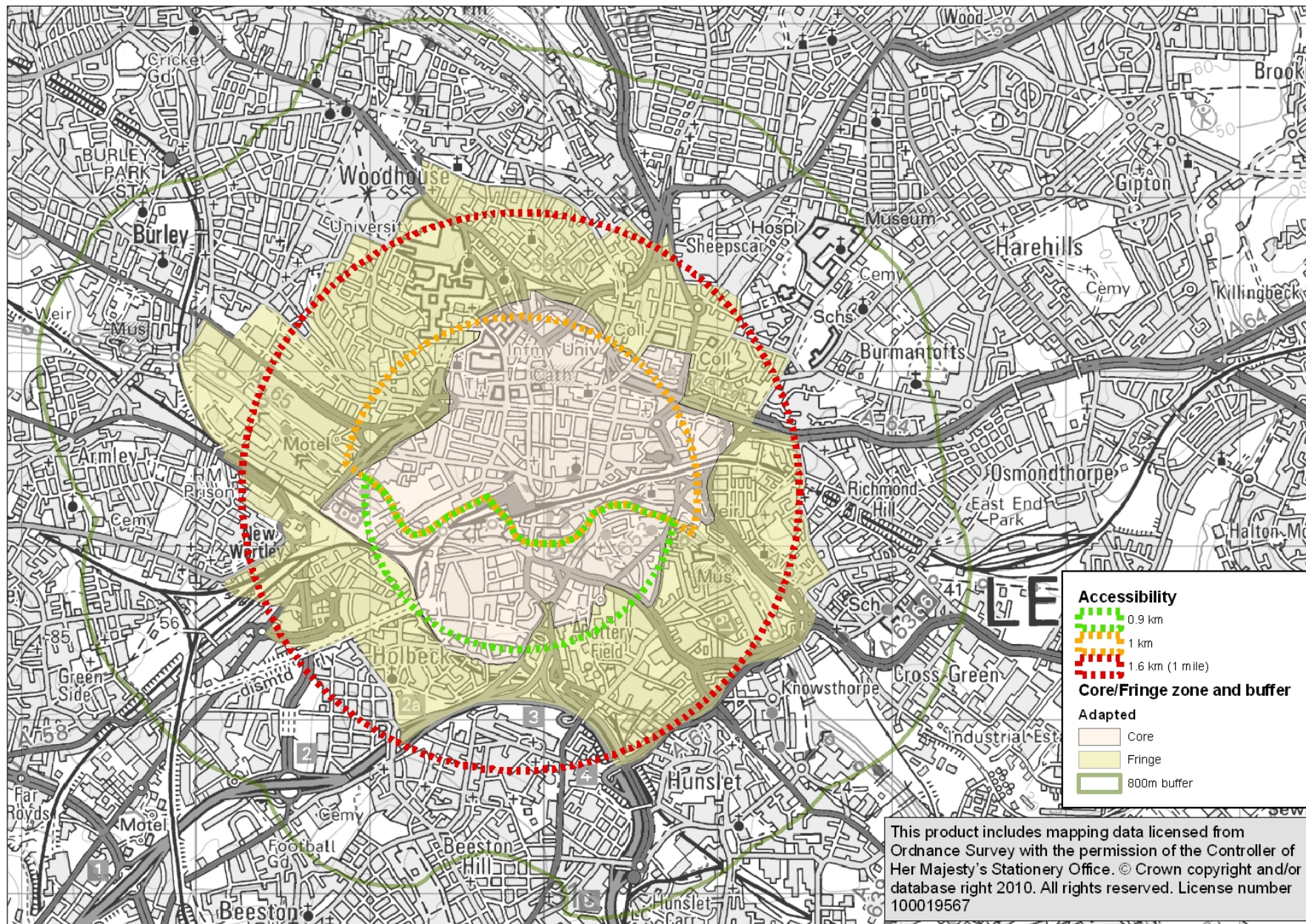
9.2 Case for Review

- 9.2.1 As the City Centre to the north of the river becomes more developed, opportunities for development that would have once taken place in this location are sought out elsewhere. It has therefore been appropriate and necessary to explore whether the existing designation of areas as being within or outside this core is still appropriate.
- 9.2.2 Outside the core, but still within a reasonable travel distance from the City Centre, a different approach to development is required. Different parking standards are again appropriate in these locations but here there is the additional complication of a more mixed land use in the vicinity of such developments and policies need to be sensitive to the potentially competing needs of both developers and existing neighbourhoods.
- 9.2.3 Leeds is a varied city with a dense urban core surrounded by a more suburban and rural periphery. Certain types of activity will be concentrated in neighbourhood locations and the level of public transport provision will generally vary across the city. The existence of such variance in accessibility is expected to require different parking standards.
- 9.2.4 To reflect all these issues a number of revisions to the existing parking standards are presented. One revision concerns the boundaries that define the Core Parking Policy Area and the Long Stay Commuter Control Area (**RUDP policy T28**). In redefining these new boundaries reference has been made to complementary boundaries that ensure a consistent approach to facilitating the standards. Also in setting the standards, reference has been made to proposed practice in complementary areas such as travel planning. Other revisions concern the simplification and expansion of existing use classes, particularly within the retail use class. The standards for disabled parking have been revised to be closer in application to those specified in the appropriate British Standard. A more considered approach has been taken to the provision of parking for new modes of travel.

9.3 City Centre Geography

- 9.3.1 In the short to medium term it is envisaged that significant developments of mainly B1 office and residential use will take place in locations to the south of the river Aire and these developments are likely to share the characteristics of developments that have traditionally taken place to the north of the river. To ensure a consistency of approach the standards relating to the RUDP Core Parking Policy Area (hereafter referred to as the Core zone) are extended to the south of the river Aire.
- 9.3.2 The implementation of stricter parking standards for developments is proven to be most successful in changing travel behaviour if on-street controls are in place to discourage parking on street in the vicinity of the development. The application of the existing standards to locations within the Core zone and the Long Stay Commuter Control Area (hereafter referred to as the Fringe zone) where there is unrestricted neighbouring residential streets, has unfortunately produced adverse effects, particularly with overspill parking from developments.
- 9.3.3 The on-street parking provision within the revised Core zone is generally restricted to uses such as pay & display, disabled, limited waiting, coach parking etc. Thus parking controls are already found within this area and the continuation of these will be supported in order to mirror the strictest parking standards applicable within the Core zone.
- 9.3.4 In the Fringe zone, on street restrictions should aim to control on-street commuter parking where it proves to be a problem. To reduce this adverse impact the zone has been redefined to exclude predominantly residential locations.
- 9.3.5 Development proposed within the Fringe zone, should have its impact upon on street parking considered. If it is felt likely that a significant level of on street parking will occur as a result of the development, once occupied, planning conditions should be used to ensure that the developer pays for any future TROs that are required to control on street parking. The area for potential TRO implementation should include the 800m buffer as shown in Figure 2.
- 9.3.6 The extent of the revised Core and Fringe zones has been based on data from a survey of final City Centre destinations of passengers arriving at Leeds City railway station. Data from this survey suggest that by walking or using the City Bus, 85% of passengers with a destination to the north of the river will travel up to 1km (a 15 minute walk at 4km/hr) to their final destination and 85% of passengers with a destination south of the river will walk up to 900m (a 14 minute walk). These two distances have provided guidance on the boundary of the Core zone.
- 9.3.7 Using the same survey but now including those passengers using stage buses to reach their final destination, 85% of passengers travel 1.6km (1 mile) to reach their final destination. This is the equivalent of a 24 minute walk or a 6 minute bus journey. This distance provides guidance on the boundary of the Fringe zone.
- 9.3.8 The final boundaries have been adapted to align with both natural boundaries such as railways, roads or rivers and where available, areas of parking control. Where these boundaries cross with other development initiatives, in particular the Aire Valley Area Action Plan, the assumption is that these standards will apply.
- 9.3.9 The distance bands and the new boundaries for the Core and Fringe zones are presented in Figure 2.

Figure 2 – Core and Fringe Parking zones with 800m buffer



9.4 Urban Geography

- 9.4.1 Outside the City Centre there are a number of designated Town and Local Centres within the Leeds district. Within these Town Centres the predominant land use is retail with some employment and leisure uses. The Core Strategy recognises that these centres perform an important role in:
- providing for weekly and day-to-day shopping requirements, employment, community facilities and leisure opportunities in easily accessible locations
 - helping to minimise the need to travel, by providing the opportunity for 'linked trips' to shopping, employment and other services
 - performing an important role in place making through contributing towards the character and identity of an area.
- 9.4.2 The NPPF states that 'Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.'
- 9.4.3 Retail activity is best supported by short stay parking provision and employment by commuter parking. This revision to the standards is to remove the separate requirements for Town Centres in the RUDP and apply the standards for the remainder of the Leeds district to these locations. This will allow for more parking as part of the development of employment uses, helping to enable the conversion of public parking provision for short stay. Also at these centres there is typically an enhanced provision of public transport, both with the convergence of bus routes and, in some instances, the availability of a rail station in the vicinity. This variety of access provision is expected to allow such centres to flourish.
- 9.4.4 Whilst the maximum standards for general car parking vary by location, the minimum standards that relate to disabled, bicycle and motorcycle parking do not vary by geographical location.

9.5 Guidelines for allocation of general parking spaces

- 9.5.1 The standards for car parking are generally stated as the maximum that would be permissible. Where this is the case there is no expectation that a minimum level of spaces should be provided, as long as it can be demonstrated that this would not result in detrimental problems on the local highway.
- 9.5.2 For flexibility of approach, the parking standards are differentiated by location. For location differentiation, standards are defined for the Core zone; Fringe zone and remaining locations.
- 9.5.3 The retail class is also differentiated by size of development. There are two size thresholds which are consistent with the floor area thresholds used in the Travel Plans SPD for determining whether a Travel Plan or Statement is required.
- 9.5.4 For food retail, the guidelines differentiate parking standards based on floor area. The lowest size below 250m² is expected to cover "corner shop" type developments and the middle range of 250m² to 800m² to cover the newer "metro" style food stores; the above 800 m² range is for traditional supermarkets and stand alone retail outlets.
- 9.5.5 As in the RUDP, the allocation of the level of maximum parking between the various thresholds is cumulative, for example an A1 development of 1000sqm would be allowed 11 spaces: 1 for the first 250m², 8 for the 250m² to 800m² and 2 for the remaining 200m².

Also, where necessary at the end of any calculations the number of parking spaces should be rounded up to the nearest whole number.

- 9.5.6 A parking standard has been defined for call centre type operations in order to reflect their need for greater levels of parking. This standard will apply where a new development is explicitly marketed and operated as a call centre facility within the general use class B1(a/b). Planning conditions may be applied to prevent the use reverting from call centre use to generic B1(a/b) without a reduction in parking to reflect the maximum provision associated with generic B1(a/b).
- 9.5.7 An expected parking standard has been defined for Houses in Multiple Occupancy (HMO) and student accommodation. The expectation is that student residences in the Core zone will contain no residential parking provision.
- 9.5.8 Other than for dedicated student residences and HMOs the residential parking standards will operate as expected provision for allocated and unallocated spaces as defined by the Street Design Guide. This approach is itself based on the methodology recommended by the Department for Communities and Local Government.
- 9.5.9 Table 1 contains the guidelines for general car parking provision.
- 9.5.10 For Class C2 which includes 'hospitals' under residential Institutions, the number of parking spaces in table 1 is in relation to the total bed spaces, including treatment rooms.
- 9.5.11 Parking standards for several uses in Class D1 refer to provision based on the number of staff at the establishment. However it is intended that this provision would not be used solely for staff but for the establishment as a whole and allocated/controlled within the context of their travel plan or transport statement.
- 9.5.12 For mixed use type developments the requirement is that the maximum car parking provision should be calculated independently for each element of the development and the maximum for the entire development should be the sum of these maximums. However, where there exists the possibility of spaces being used flexibly, particularly for residential and workplace uses on the same site, some consideration should be given to adopting a lower total maximum to reflect this possibility.

Table 1 - Car Parking Guidelines

Code	Use	Instance	Unit	Core			Fringe			Remaining		
A1	Retail / Food Shops	GFA Size Thresholds		Below 250m2	250m2 to 800m2	Above 800m2	Below 250m2	250m2 to 800m2	Above 800m 2	Below 250m2	250m2 to 800m2	Above 800m2
		Food	m ²	1 space	1:70	1:100	1:30	1:35	1:14	1:25	1:15	1:14
		Non-Food	m ²	1 space	1:70	1:100	1:30	1:45	1:25	1:25	1:25	1:25
A2	Financial / Professional Services		m ²	1 space			1:30			1:10		
A3	Restaurants and Cafes		m ²	1:9			1:3			1:3		
A4	Public Houses / Wine Bars		m ²	1:9			1:3			1:3		
A5	Hot Food Takeaway		m ²	1:9			1:3			1:3		
B1	Business	Offices	m ²	1:175			1:100			1:33		
		Call Centre	m ²	1:120			1:70			1:30		
		Light Industry	m ²	1:680			1:388			1:66		
B2	General Industry		m ²	1:680			1:388			1:66		
B8	Warehouse / Storage		m ²	1:680			1:388			1:80		
C1	Hotels		bedrooms	1:3			2:3			1:1		
C2	Residential Institutions	Hospitals	beds	3:2			3:2			3:2		
		Care homes	Residents	1:3			1:3			1:3		
		Other	Residents	Individual applications considered on their merits								
C3	Private Residential	Student (expected)	Students	No spaces (except disabled)			1:6			1:4		
		Other		Refer to street design guide								
C4	HMO	HMO (expected)	Bedrooms	1:2			1:2			1:2		
D1	Non-Residential Institutions	Schools	staff	1:2			1:2			1:2		
		Higher/Further Education	staff	1:1			1:1			1:1		
		Medical Services	staff	1:1			1:1			1:1		
		Museums / Public Galleries	m ²	1:700			1:200			1:60		
		Other	m ²	Individual applications considered on their merits								

Code	Use	Instance	Unit	Core	Fringe	Remaining
D2	Leisure	Cinemas / Theatres	seats	1:10	1:10	1:5
		Stadia / Arenas	seats	1:15	1:15	1:15
		Leisure Centres / Bowling	m ²	1:50	1:50	1:22
		Alleys				
		Other	m ²	Individual applications considered on their merits		
	Sui Generis			Individual applications considered on their merits		

9.6 Guidelines for Minimum Allocation of Disabled Parking Spaces

- 9.6.1 The guidelines specified here are based on those recommended in BS 8300:2009 (British Standards, 2009). This bases the minimum level of disabled parking on three requirements. The first requirement is that, when known, one space should be provided for each disabled employee. The second is that an additional fixed percentage (5% or 6%) of the actual provision should be initially provided for visitors or customers and thirdly that a remaining percentage (5% or 4%) of spaces should be laid out so that there is the potential for their conversion to disabled spaces when required. For sport leisure uses BS 8300:2009 makes reference to Sport England guidance (Sport England, 2010).
- 9.6.2 For leisure uses where there is multiple provision within the same building or complex, the minimum amount of disabled parking will be summed across all uses.
- 9.6.3 Table 2 contains the minimum guidelines for provision of disabled parking. The calculated number of spaces should always be rounded up.
- 9.6.4 The access, size and layout of the spaces should conform to those specified in BS8300:2009 paragraphs 4.2.2 (Access to and location of designated off-street parking spaces), 4.2.3 (Design and layout of designated off-street parking spaces) and where appropriate 4.2.4 (Multi-storey car parks).
- 9.6.5 Consideration should be given to safe storage and charging point locations for mobility scooters when designing Retirement/Sheltered Housing Developments

Table 2 - Disabled Parking Guidelines

Use code	Instance	Unit	Initial allocation	Convertible
A1 A2 A3 A4 A5 C1 D1	Shopping, recreation and leisure	Actual parking provision	6% + 1 per disabled employee	4%
B1 B2 B8	Workplaces	Actual parking provision	5% + 1 per disabled employee	5%
C3	Flats	Actual parking provision	5%	5%
	Student Flats	No. of units ⁴	5%	5%
D1	Religious Buildings and Crematoria	Actual parking provision	The greater of 2 spaces or 6%	4%
D2	Clubhouse/pavilion Full-size synthetic pitch Multi-use games area Fitness suit Gymnastics hall	Actual parking provision	The greater of 2 spaces or 6%	None
	Indoor bowls	Actual parking provision	The greater of 2 spaces or 8%	None
	Outdoor bowls	Actual parking provision	The greater of 4 spaces or 6%	None
	Four court sports hall Indoor cricket Tennis Table tennis Athletics 20m swimming pool	Actual parking provision	The greater of 4 spaces or 8%	None
	Six court sports hall	Actual parking provision	The greater of 6 spaces or 8%	None
	Nine court sports hall or larger 25m swimming pool 50m swimming pool	Actual parking provision	The greater of 8 spaces or 8%	None
	Other	Actual parking provision	Individual applications considered on their merits	
n/a	Railway and Other Public Car Parks ⁵	Actual parking provision	5%+ 1 per disabled employee	5%
Sui Generis	Individual applications considered on their merits			

⁴ In the case of a student hall of residence where bed spaces are not grouped in to 'cluster flats' the assumption should be that 5 bed spaces equates to one flat.

⁵ For bus based park and ride car parks, the initial quantity of disabled parking may be lower than that shown

9.7 Guidelines for Minimum Allocation of Bicycle Parking Spaces

- 9.7.1 For bicycle parking, separate provision will be required for short stay parking for customers or visitors and long stay parking for employees, pupils, students or residents.
- 9.7.2 As mentioned previously, for each type of development, size thresholds are set in the Travel Plan SPD above which the developer is required to provide a travel plan or travel plan statement. These same thresholds are used when calculating the minimum level of bicycle parking.
- 9.7.3 The approach to the setting of minimum standards for bicycle parking are, that for developments that do not require a full travel plan the standards in Table 3 are to be used for both short and long stay parking.. For developments that require a travel plan the amount of short stay provision is also as specified in Table 3, but the amount of long stay parking should be negotiated on an individual basis and based on the targets for bicycle use set out in the travel plan for the development in-line with section 8.3.4 of the travel plan SPD.

	Short stay/ visitor parking	Long stay parking
Travel plan/ Travel plan statement not needed	As per table 3	As per table 3
Development meets threshold for travel plan/ Travel plan statement	As per table 3	To be negotiated on an individual basis in accordance with the Travel Plan SPD

- 9.7.4 For the short stay parking element, a cap is specified that is the most that the minimum requirement can be, but this cap does not preclude greater provision if the developer wishes to provide more.
- 9.7.5 The standard for negotiated long stay bicycle parking provision should be at least as good as that shown in the table for developments below the travel plan threshold. Where only the minimum level of provision is provided, there should be scope for the expansion of this provision at a later date.
- 9.7.6 Where there is no garage or direct access to the rear garden/yard of a residential property the long stay secure provision needs to be designed into each property. However, where development involves conversion of an existing building, it is recognised that it may not be physically possible to deliver the full complement of bicycle spaces, but all financially viable options should be explored to maximise spaces. For schools it is recommended that 50% of the long stay provision is compatible with the storage of both bicycles and micro scooters.
- 9.7.7 All schools, colleges and University type establishments, excluding developments of private student flats, are assumed to have a requirement for a travel plan, within which long stay cycle parking provision numbers will be agreed in partnership with the Council, therefore there is no threshold. The provision of any agreed long stay cycle parking provision should include separate elements for use by both staff and pupils. In educational institutions it is desirable for staff and student cycle parking to be separate provision.

9.7.8 Guidance on the quality of short and long stay provision is described previously in section 5.1.

Table 3 - Bicycle Parking Guidelines

Code	Use	Instance	Travel plan threshold (GFA unless otherwise stated)	Unit for Cycle Parking ratio	Short stay/ Visitor parking		Long stay (without Travel Plan)
					ratio	cap	ratio
A1	Food Retail / Non Food Retail		800m ² /1500m ²	m ²	1:250	20	1:500
A2	Financial / Professional Services		2,500m ²	m ²	1:250	10	1:500
A3	Restaurants and Cafes		2,500m ²	m ²	1:40	10	1:65
A4	Public Houses / Wine Bars		N/A	m ²	Each case to be considered on its merits		
A5	Hot Food Takeaway		N/A	m ²	Each case to be considered on its merits		
B1	Business	Offices	1,500m ²	m ²	1:1000	10	1:150
		Light Industry	2,500m ²	m ²	1:500	20	1:300
B2	General Industry		4,000m ²	m ²	1:500	20	1:300
B8	Warehouse / Storage		5,000m ²	m ²	1:2000	10	1:1000
C1	Hotels		100 bedrooms	bedrooms	1:50*	10	1:8**
C2	Residential Institutions	Hospitals	50 beds	beds	1:20	20	1:30
		Nursing homes	75 beds	beds	1:20	10	1:6
		Residential Educational Facilities and other residential institutions	150 students	N/A	Each case to be considered on its merits		
C3	Private Residential	Flats (unallocated)	50 dwellings	dwellings	1:10	40	1:1
		Houses / Bungalows (unallocated)	50 dwellings	dwellings	1:40	20	1:1
		Student	150 dwellings	students	1:15	20	1:5
		Retired / Sheltered	50 dwellings	dwellings	1:10	20	NA
C4	HMO		N/A	bedrooms	NA	NA	1:3
D1	Non-Residential	Primary schools	500m ²	staff	1:10	10	***
		Secondary schools	500m ²	staff	1:10	20	***
		Higher/Further Education	500m ²	students	1:100	40	***
		Medical Services	1,000m ²	staff	1:10	20	1:3
		Museums / Public Galleries	1,000m ²	m ²	1:60	40	1:720
		Other	N/A	N/A	Each case to be considered on its merits		
D2	Leisure	Cinemas / Theatres / Arenas	1,500m ²	seats	1:10	20	1:100
		Leisure Centres / Bowling Alleys	1,500m ²	m ²	1:60	20	1:2400
		Other	1,500m ²	m ²	1:60	20	1:800
	Sui Generis		Individual applications considered on their merits				

* If hotel bars or restaurants are open to the general public, then the short stay provision should revert to that shown for the A3/A4 use classes

** Long stay cycle parking provision at hotels is aimed at providing for employees' needs only, although additional provision may need to be considered for touring cycling in appropriate locations.

*** These development types will always be expected to have a travel plan, upon which their long stay cycle parking provision will be based.

9.8 Guidelines for Minimum Allocation of Motorcycle Parking Spaces

- 9.8.1 Table 4 contains the minimum standards with associated comments for motorcycle parking. These do not differentiate by short and long stay durations. The standards set out only apply for developments which exceed the size thresholds set out in the travel plan SPD.
- 9.8.2 Given the joint considerations on access and security, thought should be given to integrating both bicycle and motorcycle parking at the same location or within the same structure. It should be emphasised that this should not be a justification for reducing the minimum requirement of either type of parking but to allow more flexibility and convenience of provision.
- 9.8.3 A recommended resource for the quality of provision is produced by the Institute of Incorporated Engineers concerning Guidelines for Motorcycling. Chapter 5 of this document deals specifically with motorcycle parking.

Table 4 - Motorcycle Parking Guidelines

Code	Use	Instance	Travel plan threshold (GFA unless otherwise stated)	Unit	Minimum requirement	
					ratio	Comment
A1	Retail / Food Shops		800m ² /1500m ²	m ²	1:1000	Minimum of 1 space
A2	Financial / Professional Services		2,500m ²	m ²		
A3	Restaurants and Cafes		2,500m ²	m ²	1:200	
A4	Public Houses / Wine Bars		N/A	m ²	Individual applications considered on their merits	
A5	Hot Food Takeaway		N/A	m ²	Individual applications considered on their merits	
B1	Business	Offices	1,500m ²	m ²	1:1000	
		Light Industry	2,500m ²	m ²	1:1000	
B2	General Industry		4,000m ²	m ²	1:1000	
B8	Warehouse / Storage		5,000m ²	m ²	1:5000	
C1	Hotels		100 bedrooms	bedrooms	1:40	
C2	Residential Institutions	Hospitals	50 beds	beds	1:50	Individual applications considered on their merits
		Care homes	75 beds	residents	1:20	
		Residential Educational Facilities and other residential institutions	150 students	N/A		
C3	Private Residential	Flats (unallocated)	50 dwellings	dwellings	1:10	Own merits
		Houses/Bungalows (unallocated)	50 dwellings	dwellings		
		Student	150 dwellings	students	1:10	
C4	HMO		N/A	bedrooms	Individual applications considered on their merits	
D1	Non-Residential	Primary schools	500m ²	staff	1:20	Individual applications considered on their merits
		Secondary schools	500m ²	staff	1:20	
		Higher/Further Education	500m ²	students	1:200	
		Medical Services	1,000m ²	staff	1:20	
		Museums / Public Galleries	1,000m ²	staff	1:20	
		Other	N/A	m ²		
D2	Leisure	Cinemas / Theatres / Arenas	1,500m ²	seats	1:200	
		Leisure Centres / Bowling Alleys	1,500m ²	m ²	1:2000	
		Other	1,500m ²	m ²	1:2000	

9.9 Car Club, Car Share and Electric/Hybrid Vehicle Parking

- 9.9.1 Leeds' car club seeks to reduce car ownership especially in the City Centre, by allowing members access to a car when they want one. Cars are charged by the hour plus a mileage rate and booked in advance. Cars are located in reserved parking spaces throughout the City Centre and with an expanding list in the surrounding area..
- 9.9.2 Car club provisions should be considered for residential, student and business uses.(B1 and C3).For these developments a recommended level of provision is set out below and these alternative forms of provision should be actively considered in the planning application. If the recommended level of parking is not adopted, then a reasoned justification should be provided. For non-B1 and C3 use classes, developers are simply asked to consider some level of appropriate provision for these modes of travel.
- 9.9.3 The provision of car parking spaces for car club vehicles will need to be in a visible location within the development and be accessible to the public 24hours a day. To accommodate this space in the City Centre the developer maybe required to pay for the conversion and compensation for the loss of a pay and display bay. The Travel Plan SPD Model Section 106 Agreement gives further details on the definitions/ clauses associated with car clubs
- 9.9.4 The Council wishes to encourage the use of electric vehicles. The Core Strategy policy SP11 (viii) supports 'the development of infrastructure for new low carbon technologies'. The Council is seeking to work with developers and providers to arrange the inclusion of charging points for electric vehicles in relation to new developments where appropriate, Table 5 below gives recommendations to ensure that new developments are future proofed and are "cable enabled" to allow easy installation at a later date.

Table 5 - Recommended Provision of Car Club, Car Share and Electric Car parking

Type of Provision	Recommendation
Parking spaces for Car Club vehicles	1 in 20 spaces in core area (subject to agreement with car club operator) each case in the Fringe and Remaining areas to be considered on its merits.
Parking spaces reserved for Car Sharing	1 in 20 spaces (preferential spaces to be as close to the building entrance as possible.)
Electric car charging points or "cable enabled" to allow easy installation at a later date	1 in 10 spaces (or if impractical, commuted payment to fund this number of charging points publicly elsewhere)

9.10 Taxi provision

- 9.10.1 Taxi/Private Hire Vehicle provision is particularly important at public transport interchanges and other sites such as hospitals and health facilities, major visitor destinations, large food and retail developments. The facility should be located as close as possible to the building's main entrance/exit and include a shelter. Consideration of these facilities will form part of the development's Transport Assessment/ Travel Plan.

10 Supporting Measures

Core strategy Policy T1(c)

10.1 Introduction

10.1.1 In order for the parking policies described previously to be effective, other complementary forms of transport intervention are necessary, these are described below.

10.2 Travel Plans

10.2.1 The use of travel plans as a way of promoting sustainable travel will be continued in line with the Travel Plan SPD. Travel plans both support and are supported by the parking guidelines for new developments set out in section 9.

10.2.2 There is also a link to the need for on street parking controls, with a well executed travel plan possibly mitigating the need for such measures. Conversely, on street controls may be needed in order for a travel plan to perform well against its targets for single occupancy car mode share.

10.3 Green Parking scheme

10.3.1 In order to promote the use of low CO₂ vehicles, a permit parking scheme will run which will allow free parking in Council operated City Centre parking spaces. The details are as follows:

- Eligible cars must be defined as having low CO₂ emissions⁶
- The free parking is at Council run Pay and Display off-street car parks or on-street Pay and Display bays. Time limits for parking spaces still apply.
- Members will be issued with a permit showing the vehicle registration number and a cardboard clock. Permits will not be issued for any period less than 12 months.
- There is a joining fee and an annual fee to cover the cost of the permit, the clock and administration. A fee applies if a permit or clock is lost or for a change of vehicle.
- No refunds are available on permits, which may be relinquished, for any reason, during their period of validity.
- When parking, both the permit and the clock (set to the arrival time) will need to be clearly displayed in the vehicle windscreen. Failure to comply with the conditions of the scheme may result in the issue of a Penalty Charge Notice.

⁶ The definition will be included within the details of the scheme, and may change as low carbon technology develops

10.4 Car Share & Car Clubs

- 10.4.1 Currently 80% of cars travelling into Leeds City Centre in the morning peak period contain only one occupant. With increased levels of car sharing there is a potential reduction on the need for parking spaces as well as a reduction in congestion on the highway network.
- 10.4.2 The use of car club vehicles can potentially mean that car ownership in residential locations can be reduced, with a commensurate reduction in the need for parking spaces. In City Centre locations they can be used for business purposes, again reducing the need for private car use and the need for parking at an employment location.
- 10.4.3 Support from Leeds City Council for the further uptake of car sharing and use of car clubs will be in the following form:
- Recommended levels of car share and car club spaces for new developments (see 9.9);
 - Continued provision of on street spaces for Leeds City Council Car Club Provider;
 - Promotion of car sharing through provision of High Occupancy Vehicle Lanes;
 - Continued promotion of the Car Share website;
 - The promotion of car club vehicles by allowing them to join the green parking scheme which allows free parking (within the maximum duration of stay) in on-street and off-street Pay and Display spaces.

10.5 Signing/Information/Maps

- 10.5.1 Signing to the City Centre car parks will be reviewed regularly to ensure signing is legible, consistent and up to date. Only permanent car parks will be signed from the highway. Signs required for new car parks will be funded by the applicant.
- 10.5.2 Information on car parking is contained on the Leedstravelinfo website. Up to date details on pricing in Leeds City Council on and off street spaces will be published on the Council website.
- 10.5.3 An agreed list of permanent car park names has been created, based on the signing/websites of operators, to ensure consistency between maps produced, online content and other literature. This is shown as Appendix 8.
- 10.5.4 Dynamic signing for City Centre car parks is provided in a number of locations. This alerts drivers to the number of free spaces available and suggests alternative parking locations if a car park is full. Any new permanent City Centre car parks will be required to link to dynamic signing.

10.6 Information Collection & Monitoring

- 10.6.1 Data collection is important in order to give an evidence base for creating car parking policy and strategy, as has been done in Appendix 1. Data collection also provides a tool for monitoring the effect of strategy changes over time.
- 10.6.2 At present, data on car park capacity and usage include:

- Occupancy surveys of key car parks in the City Centre every six months
- Inventories of all City Centre car parking spaces (last carried out in 2007)
- Monitoring of City Centre private car parking charges at least every six months

10.6.3 The six monthly spot checks on car park occupancy will be continued. The inventory of all spaces will be repeated in 2012, dependent on funding, and updated every 5 years. It will be extended to include pricing information in addition to capacity and usage data.

10.6.4 Parking Services will continue to monitor car parking charges in the privately operated car parks in the City Centre. This will provide evidence for the alteration of Leeds City Council car parking charges, and also give justification for changes in usage of Council car parks.

10.6.5 A review of the policy included in this SPD will be undertaken as appropriate, utilising the parking monitoring information, along with more generalised transport data. A review may also be necessary to ensure consistency with changes in national and local transport and land use planning policy.

10.6.6 Monitoring of the use of cycle and motorcycle parking will be undertaken on an ad hoc basis as well as being incorporated into the City Centre inventory.

10.6.7 The production of an annual report is a requirement of the Traffic Management Act 2004. The report details the enforcement activities of the city including statistical and financial information. The report will set out the Council's performance on parking enforcement and demonstrate how the parking policy and enforcement is achieving its objectives.

1 Appendix 1 – Current & Future City Centre Parking

1.1 Introduction

- 1.1.1 A comprehensive review of current parking within the City Centre was undertaken in 2010. This used a variety of data sources to examine current capacity, usage, pricing etc. A summary of the current parking capacity and demand is shown in the following section.
- 1.1.2 A forecast of future demand and supply of parking in the City Centre has been made in order to assist the formulation of a future strategy.
- 1.1.3 A City Centre parking strategy needs to consider the needs of both commuter parking for workers and short and medium stay parking for shoppers and visitors. The majority of parking in the City Centre allows for both types of parking, although pricing is usually used to encourage either short or commuter use.
- 1.1.4 The aim of the City Centre parking strategy in relation to travel to work is to match the mode share for use of the private car, and hence commuter parking capacity, with highway capacity and public transport capacity. Excess supply of parking will create excess demand for travel by car into the City Centre and subsequently increase congestion, contribute to increased carbon emissions and affect the use of more sustainable transport options.
- 1.1.5 In terms of parking for shoppers and visitors, the strategy aims to keep levels of parking supply sufficiently large to allow the City Centre to keep growing. It must be recognised that parking destined for use by shoppers can be taken by commuters if insufficient controls exist on its use.

1.2 Current Capacity

- 1.2.1 A comprehensive inventory of City Centre parking was undertaken in 2007, covering both on and off street public parking together with PNR spaces. (See Figure 1 for survey coverage). On street parking that is not marked into bays has not been included in the capacity calculations.
- 1.2.2 Using a combination of data from the 2007 surveys and more recent data from 2009, the number of chargeable spaces that are available for public use in the wider City Centre has been estimated at just fewer than 18,900 – see Table 6. 2,400 of these spaces are on street pay and display, with 16,500 spaces in off street car parks. The majority of parking, almost 17,100 spaces, is available for commuter use.

Figure 3 - 2007 Inventory boundaries

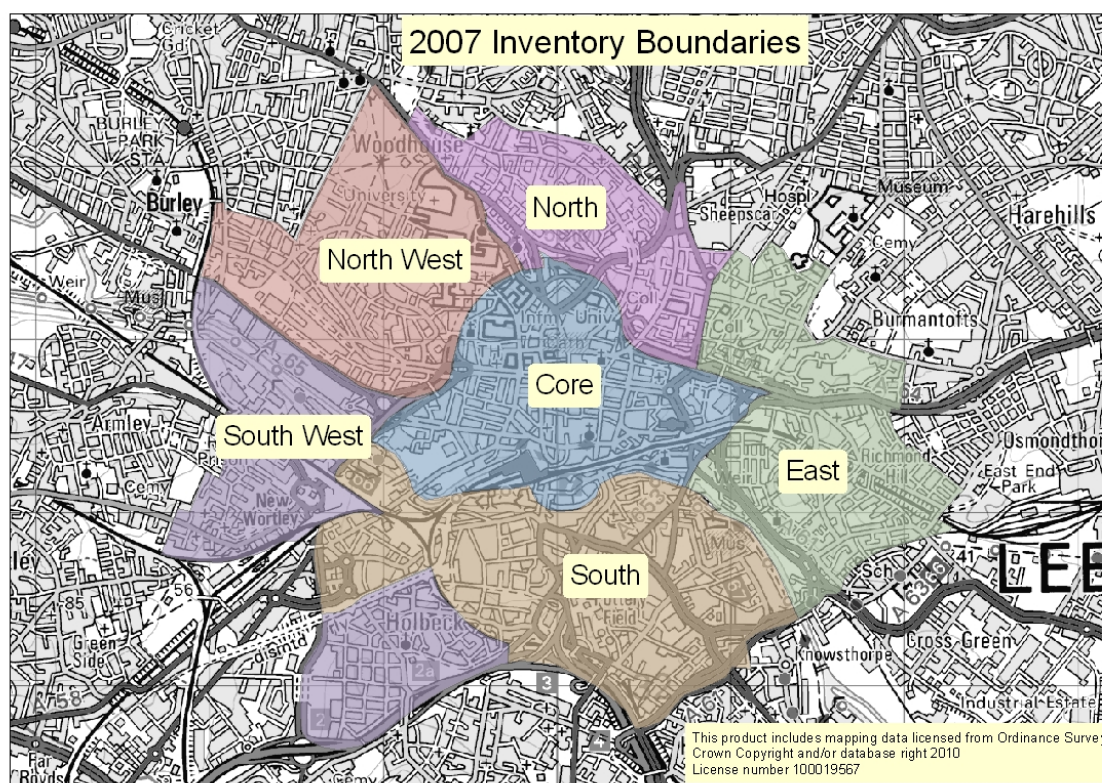


Table 6 - Summary of current chargeable public parking capacity in Leeds City Centre

Type	Commuter	Commuter permitted but price indicates Short/Medium Stay	Short/Medium Stay (Stays of up to 5 hours)	Total
On Street	1,248		1,159	2,407
Off Street	12,574	3,250	659	16,483
Total	13,822	3,250	1,818	18,890

1.2.3 The off street car parks that allow long stay commuter use show a great variation in the duration of observed parking. This is due to a combination of the pricing structure for different lengths of stay, location and quality of parking. Many car parks that allow long stay commuter parking are generally used for shorter stays, and therefore cannot be genuinely considered to be part of the long stay commuter resource.

1.2.4 In order to discount car parks that are generally used for short or medium stay, the charges for stays of up to 8 hours have been compared to those at the Leeds City Council car park at Woodhouse Lane, priced at £8.50 in March 2012. The car parks that are 50% more expensive than Woodhouse Lane have therefore not been included in the calculation of long stay commuter spaces.

- 1.2.5 The number of spaces that can be discounted from the long stay commuter stock is 3,250, leaving an off street commuter capacity of 12,600. A list of the car parks that have been assigned as long or short stay is shown in Appendix 2.
- 1.2.6 Of the off street commuter long stay car parks, 2,750 spaces are operated by Leeds City Council, this equates to 22% of the total off street commuter public parking (12,600 spaces). Around 6,600 of the long stay commuter spaces are temporary in nature, due to future development planned for the sites, with many operating without planning permission on cleared development sites or in derelict buildings. Even those which are authorised or are immune from enforcement, can still not be considered a permanent component of the parking stock as they are on sites which are likely to be developed.
- 1.2.7 Off street parking that is publicly available but is specifically intended for short or medium stay use up to 5 hours has a capacity of 659 spaces. This is found in The Union Street (Markets), Rosebowl and Portland Crescent D car parks.
- 1.2.8 The on street pay and display spaces in the core of the City Centre currently have a maximum duration of stay of up to two hours. This short stay parking has a capacity of 1,159 spaces.

1.3 Use of public parking

- 1.3.1 A summary of the current spare capacity of weekday parking in the City Centre is shown in Table 7. Overall there are estimated to be around 5,400 available spaces at the time of maximum occupancy in the middle of a typical weekday, of which the majority are available for long stay usage.

Table 7 - Current estimate of parking space availability in Leeds City Centre (weekdays)

Type	Commuter	Used for Short/Medium Stay but Commuter permitted	Short/Medium Stay (Stays of up to 5 hours)	Total
On Street	600		440	1,040
Off Street	3,499	892	89	4,351
Total	4,099	892	529	5,391

- 1.3.2 Off Street commuter parking shows peak weekday occupancy of 9,100 vehicles, meaning that around 3,500 spaces are free. Several car parks have significant spare capacity, for example Clarence Dock, with around 1,000 spaces available. Appendix 2 shows more details.
- 1.3.3 On street commuter parking shows peak weekday occupancy of around 50%, meaning that around 600 spaces are free.
- 1.3.4 The off street car parks with restrictions on the maximum stay of 5 hours have around 90 spaces free at times of peak occupancy. On street parking which is

restricted to short stay use shows occupancy of 62%, meaning that 440 spaces are free.

1.4 Shopper parking

- 1.4.1 In the core of the City Centre, biannual spot surveys recording peak parking occupancy of a selection of car parks in close proximity to the retail core have been undertaken since 2005.
- 1.4.2 Overall weekday peak occupancy of these car parks has varied between 69% and 84% of capacity, with the highest occupancy level recorded in 2007 and the lowest in 2011. This overall figure does hide significant variations, with the busiest car parks operating at around capacity, while others are around half full. The full data is shown in Appendix 3.
- 1.4.3 On a Saturday, overall usage of these sites shows peak occupancy between 45% and 69%. Again the most recent years' surveys have shown the lowest usage levels.
- 1.4.4 The spot surveys indicate that significant spare capacity is available in the car parks closest to the retail core, with over 2,000 spare spaces on a weekday recorded since 2010. On a Saturday, around 4,000 spare spaces have been recorded since 2009.

1.5 Current Distribution of public parking

- 1.5.1 Due to the historic development of the City Centre, which has generally been northwards from the River Aire, the majority of public parking is found in the north of the City Centre. Figure 4 below shows the location of the current public car parks and capacity.
- 1.5.2 It can be seen that south of the River Aire, there is little public parking of a permanent nature, with only approximately 100 spaces in the combined Meadow Lane and Hunslet Lane Car Parks. The Clarence Dock car park contains over 1500 spaces, although it is in a peripheral location and surveys show it having a low level of use, with over 1,000 spare spaces observed on a weekday. There is also little permanent public parking in the east of the City Centre.
- 1.5.3 The temporary public car parks south of the river Aire contain approximately 3,200 spaces. Weekday observations show that around 90% of these spaces are occupied.

Figure 4 - City Centre Public Car Parking



1.6 Future changes in public parking capacity

- 1.6.1 The City Centre parking stock is continuously changing as a result of the construction of developments on sites previously used for parking. Some level of parking will be associated with new developments, however, this is likely to be restricted to users of the development and will have to cater for new demand. The quantity of parking will also be restricted as a result of the parking guidelines found in the City Centre and the general scarcity of land within the City Centre.
- 1.6.2 If the likely City Centre developments up to the year 2020 are built, it is estimated that this would mean a loss of around 2,700 commuter spaces and 360 short stay spaces.
- 1.6.3 The level of parking expected to be provided by these new developments is 3,900 spaces associated with office employment, 2,700 spaces associated with new retail developments and around 1,000 spaces in short stay public car parks. A further 500 spaces are associated with other leisure uses which could be used for short stay public parking, although this is uncertain.
- 1.6.4 Significantly, with the Eastgate and Harewood development, the biggest off street short/medium stay car park at Union Street will be lost. In the long term, this parking will be replaced by the 2,700 spaces associated with the development, which are planned to be managed as shoppers parking using suitable pricing. However, during the construction of the development, a shortfall of short stay parking will be experienced in this area of the City Centre. The nearby Markets multi-storey currently has spare capacity which would cover the shortfall, however the tariff charged for short & medium stay is much higher than at Union Street.

1.7 Capacity considerations for transport movements

- 1.7.1 Extra demand for travel into the City Centre is likely as a result of the construction of new developments, with an associated increase in employment. Employment forecasts for the period up to 2026 are for the creation of an additional 23,000 jobs in the City Centre from 2011 levels⁷, an increase of 17% and taking the total up to around 155,200. It has been estimated that on a typical weekday 45% of employees will travel to work in the morning peak (0700-1000), as a result of shifts, holidays, sickness, evening work etc. Therefore, from these additional jobs around 10,400 people are likely to travel during the morning peak period.
- 1.7.2 It is also likely that flexible working arrangements, such as the ability to work from home, will be taken up by more people in future, further reducing the demand for travel in the traditional morning peak period.
- 1.7.3 If it is assumed that the majority of new jobs in the City Centre will be office based, a maximum parking provision would give approximately 10% of workers a parking place at work, based on the standards set out in section 9.5. Therefore the remaining demand for travel into the City Centre will be 9,400 people.
- 1.7.4 In addition to the new demand for travel, those car trips which are displaced from the cleared site car parks, as a result of the policy outlined in section 6.6, would need to be catered for. This amounts to 3,100 people.

⁷ LCC estimate based on Experian Business Strategies forecasts (Autumn 2011)

- 1.7.5 Growth in car based travel to work in the morning peak period is constricted by the capacity of the highway network into the City Centre. Historically, growth has been accommodated by peak spreading, in particular before 8 a.m. There is, however, little spare capacity to be found through further peak spreading, therefore the additional 10,500 trips associated with further growth of the City Centre will need to be catered for via alternative modes of travel. Of these trips it is likely that around 70%-75% or 8,900 will originate from beyond the outer ring road.
- 1.7.6 Shorter distance trips, estimated to be around 3,600 in total, would be catered for by bus/NGT, walking and cycling.
- 1.7.7 Of the 8,900 longer distance commuters, it is envisaged that capacity will be needed both at bus based park and ride sites and on the railway.
- 1.7.8 As part of the Leeds Transport Strategy it is proposed to develop a number of Park and Ride sites. There are two major sites associated with NGT at Stourton and Bodington, together with aspirations to develop other locations. In the short term there is a possibility of developing a site that could accommodate up to 1,000 cars.
- 1.7.9 It cannot be assumed, however, that all Park and Ride capacity is available for use during the morning peak period, as inter peak usage should be planned for to ensure that additional income is provided to support the bus services and to minimise the requirement for revenue support. As a starting point it has been assumed that no more than two thirds of spaces should be occupied before 10 a.m.⁸.
- 1.7.10 Taking into account a realistic level of delivery, AM peak period capacity of the potential Park and Ride sites is estimated to be 3,300 people if current vehicle occupancy levels for commuters continue.
- 1.7.11 Changes in rail capacity are most likely as a result of the Department for Transport's High Level Output Strategy (HLOS) which provides additional rolling stock and the construction of new stations. In combination with better utilisation of existing unused capacity this could potentially increase spare capacity between 7 and 9 a.m. by 4,200 to 7,100 passengers, depending on the high or low assumptions made, and levels of overcrowding.
- 1.7.12 The combination of transport modes is therefore estimated to be able to cater for predicted future demand with headroom for up to 1,700 travellers.
- 1.7.13 The availability of parking at rail stations may be a constraint to the level of growth that might be accommodated by rail. Surveys indicate that around 30% of peak period travellers park at their local station. Current proposals for East Leeds Parkway, Kirkstall Forge and Apperley Bridge stations would provide around 900 spaces, and further expansion of existing rail parking could be expected to add more. Nevertheless, this may be a cap on the ability of rail to grow significantly. The allocation of housing within the Leeds LDF Core Strategy will also be an important issue, as many of the identified growth points are close to rail stations.

⁸ SDG report for stand alone Stourton P&R has 7-10 arrivals at 71% of max accumulation. Monks Cross York (Feb counts) is higher at 81% (this is principally a commuter P&R). If target is for 90% max occupancy, then range from above is 64%- 73%. Assumed 66% is not out of line.

2 Appendix 2 – Publicly available Car Parks (March 2012)

Short Stay (less than 5 hours)	Price up to 8 hrs	Capacity
Name	(March 2012)	
LCC		
Portland Crescent D *	n/a	32
Union Street/ Markets *	n/a	356
Private		
Rosebowl (Surface and underground)	£25 over 5 hours	271
Total short stay		659
Pricing indicates short stay	Price up to 8 hrs	Capacity
Name	(March 2012)	
Albion Street/The Core multistorey	£16.70	295
Harper Street (Markets multistorey)	£16.00	676
St John's Centre multistorey	£14.00	285
Swinegate (Boar Lane NCP) multistorey	£16.50	616
The Light multistorey	£14.50	411
Wellington Place multistorey	£18.90	507
West Riding House multistorey	£14.00	460
Total		3250
Long Stay	Price up to 8 hrs	Capacity
Name	(March 2012)	
LCC		
Burley Road	£4.90	213
Hunslet Lane	£7.50	35
International Pool *	£7.20	144
Maude Street	£7.80	40
Meadow Lane	£7.50	48
Quarry Hill Car Parks *	£7.50	404
Sovereign Street (Queen's Hall site) *	£9.50	360
West Street	£7.20	238
Woodhouse Lane multistorey	£8.50	1272
Total		2754
Private		
Abbey Street *	£4.00	70
Byron Street/Pratts *	£4.00	82
Canal Wharf	£5.00	88
Castle Street multistorey	£7.00	400
Clarence Dock multistorey	£10.00	1648
Coleman Street (Spence Lane)	£5.00	130
Criterion Place multistorey	£12.50	500
Crown Street *	£12.00	59
Dark Arches *	£5.00	200
David Street *	£5.00	86
Edward Street *	£6.00	64
Elite Parking - Corner of Whitehall Road/Globe Road *	£4.00	500
Globe Road car parks * ##	£3.50	714
Gower Street *	£2.50	200
Granary Wharf *	£5.00	169
Ingram Row * #	£3.50	225
Ingram Street * #	£3.50	278
Lady Lane *	£6.50	36
Marshall St *		70
Merrion Centre multistorey	£12.50	1036
Roundhouse - Graingers Way *	£4.00	50
Sheepscar Grove *	£2.00	80
Skinner Lane * #	£3.50	75
Sweet Street (Fletchers) * #	£3.50	742
Sweet Street (opp Siddall St) *	£3.00	50
Templar Street *	£6.50	250
Templar Street/Templar Lane *	£6.50	220
Trafalgar Street Garage	£5.00	315
Water Lane (Midland Mills) * #	£3.00	200
Wellington Street/Aire Street *	£7.50	70
Whitehall Road (between Springwell Road and rail bridge) *	£3.00	200
Whitehall Road (Wellington Place MEPC) * #	£6.00	490
Whitehall Road (Radius, cnr of Springwell Lane) *	£3.00	100
Whitehall Road (Riverside) * #	£7.50	423
Total		9820
Total long stay		12574
Total off street		16483

Note: All prices are Mar 2012, capacities March 2011 except for CCCC approved sites

* Cleared site - temporary

Sites approved under CCCC

Sites partially approved under CCCC (409 spaces approved)

3 Appendix 3 – City Centre Parking Spot Surveys

WEEKDAY OCCUPANCY LEEDS CITY CENTRE

Location	May 05	Mar 07	Mar 08	Sep 08	Mar 09	Sep 09	Mar 10	Sep 10	Mar 11	Sep 11	Mar 12
Woodhouse Lane m/s	1,032	1,138	1,078	984	1,271	1,075	1,096	1,017	848	971	530
Union St	303	288	343	272	253	291	236	346	327	268	270
Queens Hall site*	360	356	357	360	346	277	237	263	360	360	360
Quarry Hill (combined)	337	277	254	278	235	261	320	263	317	205	242
Clay Pit Lane	242	213	249	205	211	246	199	n/a	n/a	n/a	n/a
Portland Crescent D									15		24
LCC Total	1,914	1,916	1,924	1,739	1,970	1,873	1,851	1,626	1,867	1,804	1,426

Privately Operated Total	4,105	4,119	4,160	4,008	3,940	3,904	3,611	4,128	3,642	3,804	3,888
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Overall Total	6,019	6,035	6,084	5,747	5,910	5,777	5,462	5,754	5,509	5,608	5,314
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Proportion full at maximum weekday accumulation

Location	May 05	Mar 07	Mar 08	Sep 08	Mar 09	Sep 09	Mar 10	Sep 10	Mar 11	Sep 11	Mar 12
Woodhouse Lane m/s	0.81	0.90	0.85	0.77	1.00	0.85	0.86	0.80	0.67	0.76	0.76
Union St	0.85	0.81	0.96	0.76	0.71	0.82	0.66	0.97	0.92	0.75	0.76
Queens Hall site*	1.00	0.99	0.99	1.00	0.96	0.77	0.66	0.73	1.00	1.00	1.00
Quarry Hill (combined)	0.92	0.75	0.69	0.76	0.64	0.67	0.82	0.72	0.78	0.51	0.60
Clay Pit Lane	0.97	0.85	1.00	0.82	0.84	0.98	0.88	n/a	n/a	n/a	n/a
Portland Crescent D									0.36	n/a	0.57
LCC Total	0.85	0.84	0.86	0.77	0.88	0.76	0.77	0.82	0.77	0.75	0.77

Privately Operated Total	0.73	0.76	0.79	0.78	0.75	0.72	0.66	0.69	0.63	0.65	0.67
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Overall Total	0.77	0.80	0.83	0.79	0.81	0.75	0.71	0.72	0.67	0.68	0.69
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	85% to 95% occupancy
	over 95% occupancy

SATURDAY OCCUPANCY LEEDS CITY CENTRE

Location	May 05	Mar 07	Mar 08	Sep 08	Mar 09	Sep 09	Mar 10	Sep-10	Mar-11	Sep-11	Mar-12
Woodhouse Lane m/s	495	286	173	157	344	156	228	172	434	671	361
Union St	346	346	350	342	347	351	333	351	346	356	356
Queens Hall site*	274	246	183	222	212	152	217	157	307	174	333
Quarry Hill (combined)	343	237	207	210	195	260	202	148	272	211	198
Clay Pit Lane	225	214	227	150	204	250	156	n/a	n/a	n/a	n/a
Portland Crescent D									13		13
LCC Total	1,409	1,083	957	859	1,090	1,017	919	671	1,372	1,412	1,261

Privately Operated Total	3,615	3,203	2,929	2,744	2,920	2,970	3,010	2,912	2,134	2,512	2,124
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Overall Total	5,024	4,286	3,886	3,603	4,010	3,987	3,929	3,583	3,506	3,924	3,385
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Proportion full at maximum Saturday accumulation

Location	May 05	Mar 07	Mar 08	Sep 08	Mar 09	Sep 09	Mar 10	Sep-10	Mar-11	Sep-11	Mar-12
Woodhouse Lane m/s	0.39	0.23	0.14	0.12	0.27	0.12	0.18	0.14	0.34	0.53	0.52
Union St	0.97	0.97	0.98	0.96	0.97	0.99	0.94	0.99	0.97	1.00	1.00
Queens Hall site*	0.76	0.68	0.51	0.62	0.59	0.42	0.60	0.44	0.85	0.48	0.93
Quarry Hill (combined)	0.93	0.65	0.56	0.57	0.53	0.67	0.52	0.40	0.67	0.52	0.49
Clay Pit Lane	0.90	0.86	0.91	0.60	0.82	1.00	0.69	n/a	n/a	n/a	n/a
Portland Crescent D									0.31	n/a	0.31
LCC Total	0.63	0.50	0.43	0.38	0.49	0.43	0.39	0.34	0.56	0.59	0.68

Privately Operated Total	0.61	0.60	0.57	0.55	0.57	0.56	0.57	0.48	0.37	0.43	0.36
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Overall Total	0.62	0.56	0.52	0.49	0.54	0.51	0.50	0.45	0.43	0.48	0.44
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	85% to 95% occupancy
	over 95% occupancy

* This site was privately operated until the March 11 survey and have not been included in the LCC figures until this point

4 Appendix 4 – City Centre Commuter Car Parking Policy

City Centre Commuter Car Parking Policy July 2011

CCCCP1. To permit temporary car parks in the city centre core and fringe car parking areas to accommodate commuter car parking subject to:

- a) Physical improvements to the quality and appearance of the car park. Improvements may include the following: i) an attractive surface, making use of sustainable urban drainage solutions, ii) clear space markings, iii) appropriate landscaping, iv) security lighting, v) attractive means of enclosure and boundary treatment and vi) appropriate signage in terms of size and location. Physical improvement works and a maintenance programme should be agreed in writing with the City Council prior to planning permission being granted and implemented before commencement of operation of the car park,
- b) where the site is of a scale and location that pedestrian movement between different areas of the city is impeded and where security of pedestrians and vehicles would not be endangered, insertion of pedestrian linkages through the site,
- c) the total number of commuter car parking spaces permitted by this policy not exceeding 3200 for Leeds city centre Core and Fringe areas only,
- d) Permission being temporary for 5 years from the grant of planning permission.

On expiry of the 5 year temporary planning permissions, the City Council will consider whether the delivery of public transport improvements would justify the cessation of the car parking or the granting of further temporary extensions of permission.

Parts a) and b) of the policy will be informed by other planning policies and guidance notes adopted by Leeds City Council, for example on design and drainage.

Further Explanation

Policy Justification

1. Unitary Development Plan (UDP) policy is the development plan for Leeds which has been subject to Examination so should be afforded considerable weight. Good reasons need to be advanced to justify any new informal policy which supersedes UDP policy. In this case, it should be noted that UDP policy on commuting into the city centre was conceived on the basis of West Yorkshire Local Transport Plan objectives. UDP paragraph 6.5.7 explains the overall objective is to reduce the rate of traffic growth, particularly into the city centre at peak periods, and this would include "...the promotion of all forms of public transport to provide an attractive alternative to the car, park and ride facilities in the suburbs..." Since the UDP was originally adopted in 2001 the delivery of new public transport infrastructure such as Supertram/NGT and the provision of park-and-ride schemes has been delayed. The effect of the government's spending cuts has further impacted on the ability of the Council to bring forward such schemes. Major

interventions of this nature are unlikely to be delivered in the short term. This new policy takes stock of non-delivery of public transport infrastructure and provides authority for an amount of commuter car parking to operate legitimately for a temporary 5 year period.

Physical Improvement Considerations

2. In return for permitting use for commuter car parking Policy CCCC1 Policy expects that car parks will be improved to a reasonable quality and appearance. This will be of benefit to the local environment, and will thus assist developers in these areas in marketing their developments to potential tenants. It will also improve security for users. The following points provide guidance on what the policy expects as a minimum:

- surfaces should be regular and unbroken and where possible include sustainable urban drainage solutions which protect against risks of water pollution;
- appropriate landscaping will be expected to help break up and hide from view the density of vehicles; on the basis that many sites will be subject to a requirement for public space as part of permanent development schemes, it would make sense for the same areas to be laid out as the landscaped areas in the temporary car parks
- security lighting should ensure that all parts of a car park are well lit during the hours of operation and hours of darkness
- boundary treatments should be tidy and presentable
- signage should be tidy and presentable and of an appropriate size and location on the site

The Council's other planning policies, for example on design and drainage, will ensure that the physical improvements are appropriate for the local context. If the number of spaces proposed in planning applications exceeds the "cap" (see below), the *quality* of physical improvements will be considered as a means of distinguishing between schemes.

Quantity of Car Parking Spaces

3. Given the availability of unauthorised commuter car parking spaces in the centre of Leeds and potential for this policy to apply to newly cleared sites, an overall limit to the quantity of spaces that can be permitted is necessary. Otherwise road congestion will be exacerbated and the Council would be undermining the policies set out in the West Yorkshire Local Transport Plan and its own targets to reduce CO₂.

5. A cap of 3200 spaces that can be permitted through this policy is set in order to help maintain the overall amount of car commuting to the centre of Leeds at roughly the same level. It was calculated starting with the actual amount of parking on unauthorised spaces and followed by adjustments to account for greater use of lawful commuter car parking (on and off-street), enforceability of existing unauthorised spaces and recently agreed increases in seats on commuter trains.

Process for dealing with Planning Applications

6. On initial adoption of the policy it is anticipated that there may be more applications submitted, which together with applications held in abeyance, will propose more spaces than the “cap”. To help fairness, the City Council will consider together all applications submitted during an “application window” of 3 months from the date of adoption of the policy. To deal with oversubscription the following sequential preferences will be assessed:

- | | |
|---|-----------------|
| <ul style="list-style-type: none">• Preference to sites that will generate least localised congestion or junction problems in Transport Assessments (assuming a baseline that ignores traffic generated by unauthorised car parks) | Most important |
| <ul style="list-style-type: none">• Preference for sites that contribute the greatest enhancement in terms of visual appearance and biodiversity. Good quality landscaping including greenery will be a plus. It will be recognised that larger sites may have the opportunity to install landscaping in the same locations as approved on permanent schemes; as such investment will be longer term, the landscaping quality will be expected to be higher than would otherwise be the case. | |
| <ul style="list-style-type: none">• Preference for sites inside the city centre boundary | |
| <ul style="list-style-type: none">• Preference to sites that contribute other beneficial temporary uses such as allotments, sports pitches, public spaces, seating areas, electric charging points. It will be recognised that smaller sites will not be capable of delivering large temporary uses. | Least important |

Those sites subject to enforcement action during 2010 which had been given an amnesty will be offered 3 months to submit planning applications following adoption of this policy. After this period, enforcement action will recommence on those sites that do not respond or do not secure temporary planning permission.

Geographic distribution

7. To avoid local traffic impacts that are greater than the network can accommodate each planning application should submit a Transport Assessment. Permission may be refused if unacceptable local traffic impacts would be generated¹. Guidance on what Transport Assessments should consist of will be provided by Leeds City Council.

¹ It should be noted that if future planning applications are submitted for permanent use of a site, Leeds City Council will expect the transport assessment to compare the impact of the proposed use with a situation where the temporary car park has, or is assumed to have ceased operation.

8. The new policy will apply equally to both Fringe and Core city centre car parking zones as defined in the UDP (see map at appendix 1). For commuter car parking policy generally, there are stricter standards for the Core area because of better public transport accessibility and the greater need for short-stay spaces close to the Prime Shopping and Entertainment Quarters; but in the case of cleared sites being used for commuter car parking there are only one or two sites within the Core Area (Whitehall Road), and these are in a peripheral location where short stay demand is limited. In addition, much of the existing commuter parking on cleared sites is used by people who work in the Core area, so applying further restrictions in the Core would not necessarily have any impact on overall levels of car use. On this basis it is unnecessary to have separate policy standards for both areas.

Duration of permissions and cost

10. Permissions should not be permanent or for such a long length of time that the City Council is unable to take stock of the impact of anticipated public transport infrastructure and park-and-ride schemes. On the other hand, permissions need to be long enough to justify the investment that site owners/operators will have to make in physical improvements. Officer calculations suggest that 5 years will be long enough for financial investment to be recouped. 5 years is also about the time when park-and-ride schemes might be realised.

11. The 5 year period should normally begin when permission is granted as this builds in an automatic incentive for the owner to carry out improvement works promptly. If there are exceptional circumstances why works cannot be implemented promptly, alternative arrangements can be agreed.

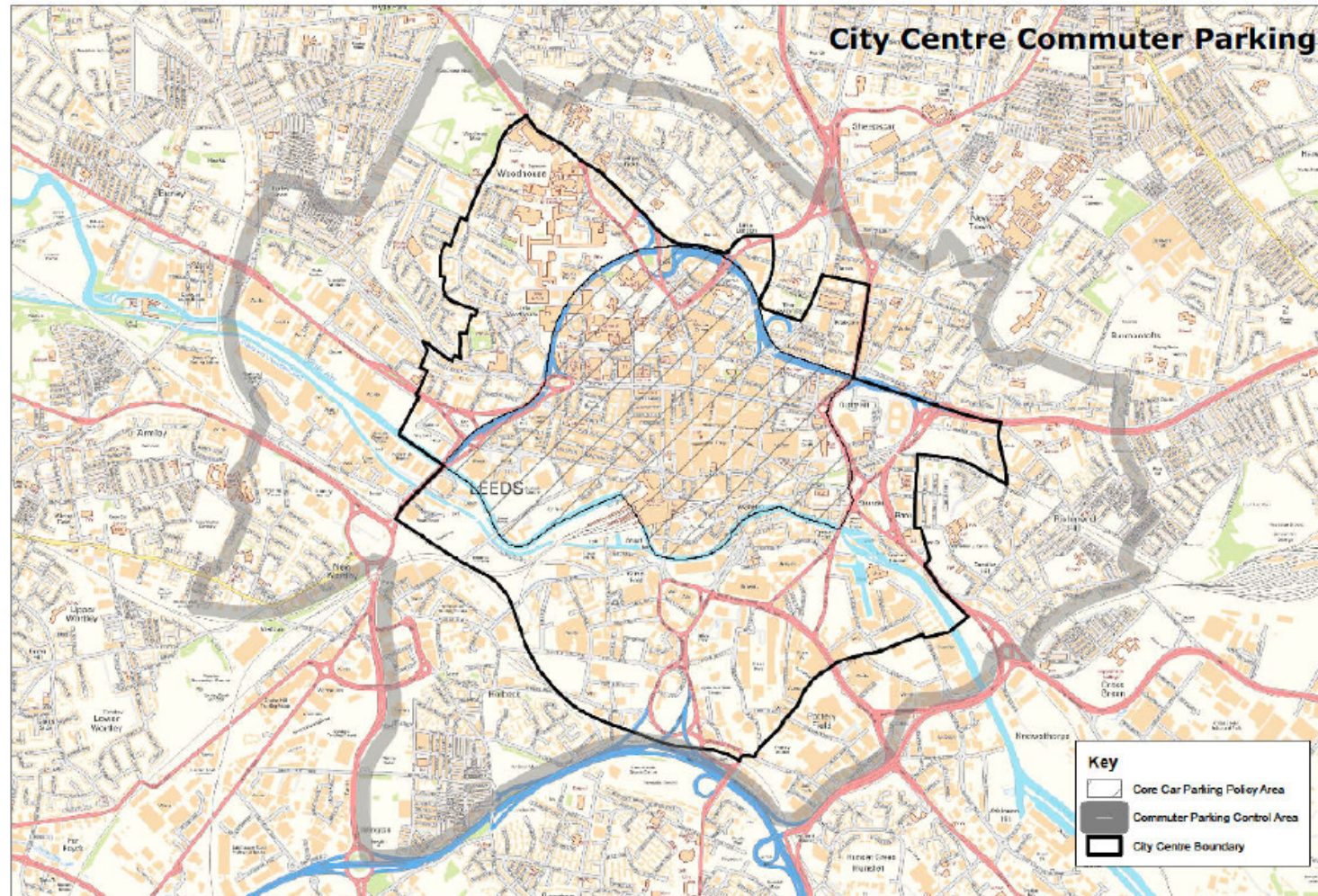
12. The physical improvement works should normally be completed within a reasonable period after temporary planning permission is granted. A condition should make clear that the use for commuter car parking is not sanctioned until the physical improvements are completed. A maximum of 3 months from date of planning permission is considered reasonable, but individual site circumstances might justify a longer period (for example, to take account of planting seasons)

Flood Risk

13. Some parts of Leeds city centre and fringe areas are classified as areas of high flood risk. Even though the planning permissions achievable through this policy would only be for temporary periods, it is still necessary for the impact of flooding to be taken into account. Therefore, in accordance with Leeds' standard practice, all applications for car parking under this policy should submit Flood Risk Assessments. Guidance on what they should consist of will be provided by Leeds City Council. It should also be noted that applications under this policy which concern land that is within 8 metres of the top of the bank of the river will require the prior consent of the Environment Agency.

Useful website link:

<http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/files/land-in-limbo.pdf>



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5 Appendix 5 - Parking Guidelines - References

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6 Appendix 6 – City Centre Car Park List

Car Park Name	Location
Boar Lane	The Bourse , South Side , Leeds , LS1 5DE
Burley Road	Burley road, Leeds LS4 2EA
West One	Castle Street, Off Lisbon Street, Leeds, LS1 4LT
Clarence Dock	Clarence Dock, Armouries Drive, Leeds, LS10 1LT
Criterion Place	Swinegate, Leeds LS1 4AG
Hunslet Lane	Hunslet Lane, Leeds, LS10 1es
Leeds International Pool	Westgate Leeds
Maude Street	Maude Street, LS2 7DR
Meadow Lane	Meadow Lane, Leeds, LS11 5BW
Merrion Centre	Merrion Centre Car Park, 5 Merrion Way, Leeds, LS2 8LY
Quarry Hill	Playhouse Square off Quarry Hill. Leeds · LS9 8AH.
Queens Hall	Sovereign Street, LS1 4AG
Leeds Station (long stay - multi storey)	Off Aire Street
Leeds Station (long stay - surface)	Off Aire Street
Leeds Station (short stay)	Off Aire Street
Rosebowl	Portland Crescent, Leeds, LS10 1LT
The Core	Albion Street, Leeds , LS1 6AD
St John's	Merrion Street, Leeds , LS2 8LQ
The Light	The Light, The Headrow, Leeds, LS1 8TL
The Markets	Union Street
The Markets (Multi-Storey)	York Street, Leeds , LS2 7EA
Trafalgar Street	Trafalgar Street, LS2 7BF
Wellington Place	Off Wellington Street, LS1 4AJ
West Riding House	Butts Court , Off Albion Street , Leeds , LS1 5JS
West Street	West Street, LS1 4BP
Woodhouse Lane	Woodhouse Lane, LS1 3HQ