

PARKING STRATEGY AND MANAGEMENT

Date: 17th June 2021

Report of: Director of City Development and Director of Communities, Housing and Environment

Report to: Scrutiny Board (Environment, Housing and Communities)

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

- This report is a follow up from a previous report to Scrutiny Board in September 2019 and working group discussion in February 2020. The report responds to a request from the Board to discuss the city centre parking strategy and its wider context.
- The report provides a high level overview of city centre parking strategy. It goes on to outline the general approach to the management of on-street parking in those areas surrounding the city centre and outside the main city centre controlled parking management area. The report also reviews issues related to the COVID pandemic and lockdowns, including discussion relating to the Council's Park and Ride Operations at Elland Road and Temple Green.

Policy Overview:

- The provision of adequate and appropriate levels of car parking within the city centre is an important part of the overall provision for travel to the city centre for business, leisure and residents. As well as the transport and planning strategies and policies this is also reflected in the role that travel planning plays for existing and new developments in actively managing travel choices and parking demand.
- Parking strategy also relates closely to the choice, demand and use of public transport and other non-car travel based travel modes and a part in contributing to the achievement of sustainable balance between travel mode, place making and the impacts on health and wellbeing and the environment – air quality and climate change.
- Set against the parking arrangements in the city centre there has been an increasing trend for those commuters who aren't switching away from cars to the alternative for their parking to overspill beyond the city centre into the adjacent areas posing questions for traffic management and regulation. In residential areas this parking can cause nuisance, anti-social behaviour and loss of amenity to residents.
- Around 60% of parking spaces in the City Centre are defined as private non-residential and therefore not under the direct control of Leeds City Council and its policies.

Parking Hierarchy

- 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.

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.

- Disabled car parking;
- Local resident car parking;
- Cycle, motorcycle and car club parking;
- Local business essential car parking/servicing need;
- Park and Ride;
- Short stay shopper/visitor car parking; and
- Commuter car parking.

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 available road space available.

Park and Ride

- The anticipated growth in demand for travel to Leeds City Centre presents a range of challenges. If a 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 in relation to traffic congestion, air quality and CO2 emissions and the availability of parking spaces.
- An alternative to the provision of additional highway and parking capacity in the City Centre is the creation of a range of public park & 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.
- A mix of both rail and bus based public park & ride provision is anticipated in order to accommodate future demand and is already a proven success at the Elland Road (1250 spaces) and Temple Green (1000 spaces) sites.
- Temple Green is being expanded by 400 spaces at the moment as part of the current public transport investment programme and a new site at Stourton (1200 spaces) is under construction to open on 6 September 2021.
- Both Temple Green and Elland Road were operating at or above capacity pre-pandemic and a return to office based work, even on a part time flexible basis, will see demand for these services return.
- Rail based park and ride is being supported by enhancements to rail station car parking across West Yorkshire and a programme to deliver new rail stations in Leeds with park & ride at Leeds Bradford Airport Parkway and Thorpe Park.
- Proposals for a mass transit system are being developed by the Combined Authority and will further the opportunity for increased park & ride options in Leeds.

Car Club and Car Share

- 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. 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 at an employment location.

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, marked up and allocated for staff that car share;
- Continued provision of on-street spaces for Leeds City Council Car Club Provider;
- Promotion of car sharing through provision of High Occupancy Vehicle Lanes where applicable; and
- Continued provision and promotion of the Car Share Website wycarshare.com.

Leeds's car club seeks to reduce car ownership especially in the City Centre, by allowing member's access to a car when they want one. Car clubs provide easy and affordable access to a vehicle 24/7. Just book, drive and return the car. Cars are located in reserved parking spaces throughout the City Centre and with an expanding list in the surrounding area. Community car share is likely to be the bigger growth area in the recovery period and beyond as there is more home working and people have less need to own their own vehicle.

Electric Vehicle Charging

- As more electric vehicles of all types are being operated, provision for EV charging is also being rolled out across the city. The network of publically available EV charge points are available to view on zap map. [Map of charging points for electric car drivers in UK: Zap-Map](#)
- The first EV on-street chargepoint to support the LCC Car Club Operator was delivered in May 2021 on Portland Street in Leeds City Centre. Electricity is recharged through the car club contract. Work is ongoing to deliver further on and off street chargepoints to support taxi's, car club and private charging across Leeds.

City Centre Fringe Parking Matters

- The Traffic Management (TM) team within Leeds City Council receive a number of complaints annually from Ward Councillors and members of the public in relation to nuisance parking. Many of these complaints relate to people parking in unprotected areas to access large sites, be that employment sites, hospitals, universities, schools, leisure facilities, places of worship, etc. The TM team have various means of reducing the impact of such parking, eg pay and display parking; resident permit parking; disabled bays; double yellow lines; or seeking to address the cause, ie by sustainable travel plan measures or provision of additional car parking in certain circumstances (not supported for commuter parking). In order to deal with such matters on a fair and equitable basis guidance has been established as to when certain measures will be prioritised. The TM team have a limited annual budget for addressing such matters and an annual programme is established to prioritise this spend.

Parking Enforcement

- The parking policies outlined above are enforced through the issue of Penalty Charge Notices by the Civil Enforcement (CEO) team. Under the legislation most offences can only be enforced on the direct observation of a uniformed CEO. There are currently 57 CEOs working various shifts between 6am - 3am with the later shifts required on weekend evenings.
- The Council are responsible for enforcing specific parking restrictions marked with lines and signs. Responsibility for offences that do not involve specific restrictions such as obstruction, parking near to a junction or pavement parking, remains with the Police. Many problems referred to the service relate to issues that the Council cannot enforce against.

- Parking enforcement is required to be self financing under the legislation as the Council retains the revenue from the fines. Patrols are not allocated according to ward as the restrictions are not uniformly spread throughout the City, some areas have many more enforceable restrictions and therefore a greater need for enforcement. The pattern of patrols is not fixed but fluctuates according to the number of offences detected and the service endeavours to respond to changes as they occur. Any issues that are referred are included on patrols and the number of offences detected is used to inform how patrols are allocated.
- Enforcement is split between City Centre and districts roughly 50/50 with about 12 CEOs assigned to each during the day. The evening and night teams are usually deployed solely in the centre although they can cover outer areas if required. District enforcement is carried out with a van and CEOs are expected to cover several areas. Before covid about 30% of penalties were issued in the districts but currently this is running at 14%.
- Due to staff vacancies, absence and covid working protocols the service could only cover about half of the previous shifts during lockdown restrictions. Although recruitment may be required we need to make sure that the offence levels in the post covid economy remain high enough to cover the costs.
- School enforcement is a particular problem with over 100 different schools referred to the team for enforcement action. There is a dedicated schools team which allocates patrols and we allocate as many CEOs as possible each morning and afternoon. Drop and pick up is allowed on both yellow lines and permit areas and as the driver is usually with the vehicle they drive off when the CEO comes into view rather than risk a ticket. This means that school enforcement is very resource intensive and the penalties issued do not generally cover the costs
- An overview of the parking service and the current issues including COVID impacts is included in the Performance report at item 4.

COVID Impacts

- Matters relating to parking demand and income are covered in the separate paper on this agenda.
- In relation to general parking demand there remains pressure around the University and LGI in relation to car parking provision. Demand is expected to increase following the June 21st date when measures are proposed to be lifted, albeit the increase in home-working for Council staff and other businesses is expected to bring about an ongoing reduction in demand for office based commuter parking. Bus services are now running to pre-COVID service levels and occupancy rates are at approximately 80% of previous levels with all forward facing seat capacity now available.

LPTIP Impacts

- The LPTIP City Centre Gateways schemes have removed a number of on-street parking spaces to deliver key scheme interventions (wider footways, enhanced bus stops, protected cycleways, new public realm areas and improved pedestrian crossings). The schemes have not replaced any pay-and-display spaces, where these have been removed, resulting in a **net reduction** in pay-and-display parking across the city centre.
- Where blue badge parking spaces have been removed, replacement spaces have been provided in a nearby location. The schemes have provided additional areas of blue badge parking, such that there has been a **net increase** in blue badge spaces as a result of the schemes. Moreover, some of the new areas of blue badge parking are located in areas where there was previously no such provision.
- Changes to hackney carriage rank provision have been made in order to deliver key scheme interventions (wider footways, enhanced bus stops, protected cycleways, new public realm areas and improved pedestrian crossings). Ranks have been retained, or relocated to nearby locations, where there is evidence of strong customer demand, or where the rank

plays an important role in the station feeder system. Ranks have been removed and not replaced where there is evidence of low customer demand and when it was not possible to find an alternative site. Sufficient hackney carriage rank capacity has been retained to support the station feeder system. This system will change significantly when the changes to the station rank are delivered by the TCF station scheme. Some temporary ranks may be required in the interim period between the completion of the LPTIP schemes in early 2022 and the delivery of the TCF station scheme in summer 2023. Hackney carriages will be permitted to use bus stop clearways in most of the LPTIP scheme areas between midnight and 5am (that is, when the buses are not operating) to meet the needs of the night-time economy.

- The LPTIP City Centre Gateways schemes have made some changes to bus stops to deliver key scheme interventions (wider footways, enhanced bus stops, protected cycleways, new public realm areas and improved pedestrian crossings). There has been a net increase in bus stops as a result of the scheme. New stops have been created on Vicar Lane, Lower Briggate and Duncan Street. Stops have been removed on Westgate, Kirkgate and New Briggate.
- Three motorcycle parking sites have been removed as a result of the LPTIP City Centre Gateways schemes to deliver key scheme interventions (wider footways, enhanced bus stops, protected cycleways, new public realm areas and improved pedestrian crossings). New motorcycle parking sites will be provided nearby to replace all of these sites.

Park and Ride Impacts

- During the COVID period the park and ride service has continued to operate at Elland Road but with significantly reduced demand and patronage and has been closed during lockdown periods. A mass vaccination centre on Lowfields Road made use of part of the Elland Road P&R car parking during this time. The use of Elland Road has increased steadily following reopening to over 300 per day in May. The majority of users pre pandemic were officer based commuting trips and therefore once the COVID guidance allows a return to office work the demand for the service should increase significantly.
- Temple Green P&R site has been temporarily closed since April 2020 and it has accommodated a COVID testing facility. It is expected that this P&R site will be reopened at least in part in the coming months to cater for the demand from commuters based to the east of the city.
- Best Council Plan Implications: The implementation of parking policies and management of parking relates to Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability; Sustainable Infrastructure: Improving air quality, reducing pollution and noise; and Inclusive Growth: Supporting the city's economic recovery from COVID-19 and building longer-term economic resilience.
- Parking management strategies support government's Net Zero carbon targets and as such any investment secured will necessarily demonstrate clear fit with the city's own target to be carbon neutral by 2030.

Recommendations

- a) Members of the Scrutiny Board (Environment, Housing and Communities) are requested to note and consider the contents of this report.

Why is the proposal being put forward?

- 1 The report is brought for Scrutiny at the request of the Environment, Housing and Communities Scrutiny Board

What impact will this proposal have?

Wards Affected:

Have ward members been consulted? Yes No

- 2 This is an update report with no specific impact on service delivery. Clearly the exercise of parking management on-street and the operation of car parks has cost implications both capital in relation to new schemes and revenue for the administration of regulations. The COVID pandemic has also brought about significant implications on revenue.

What consultation and engagement has taken place?

- 3 There has been no consultation and engagement directly related to this report. Individual decisions relating to projects referenced within this report have undertaken relevant consultation and engagement.

What are the resource implications?

- 4 There are no resource implications directly related to this report.

What are the legal implications?

- 5 There are no legal implications directly related to this report.

What are the key risks and how are they being managed?

- 6 Risks relating to general parking revenue are covered in another report on this agenda. Risks relating to operation of the park and ride sites are being reviewed with the Combined Authority and the Contracted Bus Operators.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth Health and Wellbeing Climate Emergency

- 7 Parking is often an emotive subject area with people holding strong often polarised views on the matter. Adequate access and parking for private vehicles for all purposes is part of the access strategy for Leeds City Centre, albeit the Council is seeking to switch and decarbonise the vehicle fleet as quickly as is feasible given the National picture. Parking strategy therefore has a role in delivering all 3 of the Council's key pillars, ie to support Inclusive Growth in terms of business need, including expansion of the park and ride sites; Supporting Health and Wellbeing by reducing the need for commuter parking in the city centre by improving access by other modes, thereby improving air quality and increasing promotion of active travel; and by reducing NOx and carbon emissions to aid the climate emergency targets.

Options, timescales and measuring success

- a) What other options were considered?

8 The parking supplementary planning document and draft Connecting Leeds Transport Strategy have provided context to the wider proposals for parking strategy. The city centre commuter parking strategy gave provision for some additional temporary commuter parking to fill the gap whilst P&R provision was being increased. This policy is due to end in 2022 by which time the P&R sites at Elland Road, Temple Green and Stourton will all be operational providing a total of 3,850 spaces to support the city centre. To meet the Climate Emergency declaration of net zero carbon by 2030 it is considered that reductions in city centre long stay parking spaces must be supported and promoted.

b) How will success be measured?

9 Adjustments to parking provision are occurring on a regular basis. Success of the strategy will be monitored in relation to emerging Transport Strategy targets relating to changes in mode of travel; return to use of the P&R sites and delivery of the Vision Zero road safety strategy.

c) What is the timetable for implementation?

10 The emerging Transport Strategy is due for adoption in summer 2021 and is being delivered in relation to support for sustainable travel options going forwards.

Appendices

11 None

Background papers

12 None