

**Report of: Director of City Development**

**Report to: Executive Board**

**Date: 16 December 2015**

**Subject: Leeds Parking Supplementary Planning Document (SPD) - Adoption**

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

### Summary of main issues

1. This report informs members of the outcome of the public consultation undertaken in Autumn 2014 on the draft Leeds Parking Supplementary Parking Document (SPD).
2. The report also recommends changes to the content of the Leeds Parking SPD as a result of the feedback received from the public consultation exercise.
3. In line with the policies in the Core Strategy, the SPD aims to support economic growth through the provision of an appropriate quantity of parking of the right quality and type and relevant to the location across the city centre and wider District. The standards also reflect the balance of sustainability with other transport modes particularly for those locations where extremely good public transport links are available, either through proximity to the rail station or the core bus network, for access to wider city region and more widely with the city itself.
4. Similarly the policies and management of car parking has also a role to play within the Council's environmental policies, including the ongoing management of air quality in relation to road traffic emissions. Members will recall that October's Executive Board considered a report on improving air quality within the city. The report highlighted the release of DEFRA's public consultation document which states that currently Leeds will be one of 7 locations in England that will not meet the EU air quality standards by 2020. Importantly, transport accounts for a minimum of 60% of all emissions. In particular the new SPD can assist by encouraging and providing for the take up low

carbon vehicles by ensuring that space is provided and facilities for electric vehicle charging are available for example.

5. Overall, the SPD has an important place in supporting sustainable travel and the range of travel choices as part of a balanced approach to transport in the city, especially to the city centre which is well connected by public transport but also ensuring that parking provision and standards elsewhere in the District reflect the Council's wider policies for the economy and regeneration. In this respect the new SPD achieves this through a natural evolution of the UDP parking policies that it will replace to reflect present and emerging development needs.

## **Recommendations**

6. Executive Board is recommended to:

- i) note the contents of this report and the associated consultation statement;
- ii) adopt the Leeds Parking Supplementary Planning Document in the form annexed to this report pursuant to section 23 of the Planning and Compulsory Purchase Act 2004 (as amended);
- iii) note that the Chief Planning Officer will publish the Leeds Parking SPD and associated documents in accordance with the Town and Country planning (Local Planning) (England) Regulations 2012.

## **1. Purpose of this report**

- 1.1 The purpose of this report is to make Executive Board aware of the public consultation process, feedback and subsequent changes made to the Leeds Parking SPD.
- 1.2 The report recommends that Executive Board adopts the re-drafted Leeds Parking SPD. This would formally replace a number of parking policies contained within the UDP.

## **2 Background information**

- 2.1 The provision of an adequate supply of car parking both private and public is a key element of the transport and planning strategy for the city in ensuring the vitality of its economy and places. However, it is important that the correct balance of parking provision is struck, especially in the City Centre where an integrated strategy is most important in terms of maintaining not only motor vehicle access. In particular a competitive and commercially viable public parking offer which is essential for providing a transport network which is efficient, accessible to all and sensitive to the local environment and sustainability. Planning and transport policies including those for parking have a key role to play in sustaining this balance as well as having regard to the obligation to improve air quality.
- 2.2 In the process of adopting the Core Strategy it was considered that the parking guidelines for new developments should be reviewed and amended where necessary in order to reflect current transport trends and wider policy. The parking guidelines also play an instrumental part in the West Yorkshire Local Transport Plan.
- 2.3 It was felt that the best way to both formalise the current parking policies and update the parking guidelines was to produce a Supplementary Planning Document (SPD) covering parking. Several other core cities have already adopted such an approach.
- 2.4 In considering the draft SPD presented, members will be mindful of the policies they have approved in the Council's adopted Core Strategy that relate to parking and the use and supply of parking across the city as outlined below:
  - 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.

- 2.5 In recognition of the adopted policies outlined above, the SPD is intended to elaborate and expand on the parking policies contained within the Core Strategy. At present, parking policy is contained within a number of saved policies from the UDP. The SPD is a natural progression from the policies within the UDP, rather than a change in direction, and does not represent a further tightening.
- 2.6 The SPD contains the following elements:
- Parking Strategy for the City Centre including policy on the provision of new car parks.
  - Guidance on the provision of parking for cycles and motorcycles.
  - Car, bicycle, motorcycle and disabled parking guidelines for new developments.
  - Guidance on provision for electric vehicles, car share and car club parking.
  - Supporting policies.
- 2.7 The SPD consultation document included a number of changes from the UDP standards for general car parking. In summary these were:
- a) A revised geography for the Core and Fringe parking areas for the City Centre. The boundary of the Core area was expanded to cover the area south of the river reflecting the development proposals for the city centre
  - b) The removal of the Prestige developments category which had higher levels of parking provision. Prestige development areas were included in the UDP but are not included in the Core Strategy or publication draft Site Allocations Plan. This reflects the adopted Core Strategy Policy T1 by ensuring the sustainability of new office developments within the city centre as a whole and not having an artificial distinction between locations.
  - c) The removal of separate, more restrictive parking standards for designated local centres, in order to encourage development in these locations by having more generous parking provision
  - d) The simplification of the standards by removing size thresholds for non-retail use classes and therefore creating a more legible hierarchy
  - e) The use of expected standards rather than maximum standards outside the Core and Fringe areas. This allows more flexibility in agreeing levels of provision
  - f) The addition of expected parking standards for houses in multiple occupancy - a category that wasn't included in the UDP - reflecting known issues with the impacts of this type of development

- g) Creation of a more generous parking standard for B1 offices that are to be operated as call centres, reflecting the higher levels of peak parking demand associated with shift working and experience of parking issues associated with these sites
- h) Amendments to the size thresholds for retail developments to mirror those already used as triggers in the Travel Plan SPD for the production of a travel plan
- i) Minor amendments to individual use class ratios to aid development control and improve legibility.

2.8 The revised disabled parking guidelines have been based on relevant British Standards and now give flexibility for conversion of spaces once a development is occupied. The disabled parking guidelines now apply to all developments, irrelevant of size. The cap on the maximum provision has also been removed.

2.9 For electric car and car club parking spaces a recommendation is given for residential and business class developments on the level of provision that developers should consider. These measures have a key role to play in addressing air quality issues and developers will be required to justify why these alternative forms are not being considered if that is the case. The recommended level of EV charging points is based on the draft West Yorkshire Low Emissions Strategy which has recently been out for public consultation.

2.10 The SPD also gives details of supporting policies of the Council, such as the promotion of travel plans, signing and information regarding car parks.

2.11 Executive Board approved the public consultation exercise for the draft Leeds Parking SPD in July 2014. The consultation was subsequently run during late Summer and Autumn of 2014.

### **3 Main issues**

3.1 The key purpose of the SPD is to help nurture the growing Leeds economy, reflecting the need to ensure that growth occurs sustainably and issues such as air quality and traffic congestion are taken into account. Members will recall that October's Executive Board considered a report on improving air quality within the city. The report highlighted the release of DEFRA's public consultation document which states that currently Leeds will be one of 7 locations in England that will not meet the EU air quality standards by 2020. Importantly transport accounts for a minimum of 60% of all emissions.

3.2 The consultation attracted feedback from a wide range of respondents with a number of different viewpoints. Nevertheless, the SPD takes as a starting point the adopted Core Strategy and seeks to achieve a balance between competing demands. On the whole it represents an evolution of the policies in the UDP, and does not represent a tightening in the guidance.

3.3 Consultation took place for 8 weeks during August to October 2014. The promotion of the exercise was undertaken via Social Media, the Council's website,

Talking Point and direct email invitation to over 900 individuals or groups who had previously responded to consultations on the Core Strategy or commuter parking interim policy.

- 3.4 41 separate responses were received from members of the public, local ward members, interest groups and the business community. In total 25% were from businesses or business organisations
- 3.5 The responses have been catalogued and recommendations are being brought forward by officers as to whether changes to the content of the SPD are needed. Generally, the suggested changes are minor amendments or clarifications of detail.
- 3.6 A large proportion of responses were aimed at issues such as car parking prices or charging at evenings or weekends which are outside the scope of the SPD.
- 3.7 As a result of the comments made, the key changes to the SPD are as follows:
  - a) Clarification of the methodology used to define the Core and Fringe boundaries. This is based on travel distance from Leeds City Station.
  - b) Clarifying what is meant by 'a sufficient supply of commuter car parking' within the city centre, specifically a presumption that there will be no net increase in permanent long stay commuter car parking within the city centre but that provision of up to 500 spaces (around 5%) would be permitted under certain circumstances. This reflects Core Strategy Policy T1 and the strategy for the delivery of park and ride sites.
  - c) Inclusion of text relating to rail station car parking in the city centre, including the proposed HS2 station. Parking for rail users will be considered on its own merits and will not be subject to the controls on commuter parking.
  - d) Wording relating to motorcycle parking strengthened to encourage and support use of this mode.
  - e) Reference made to the use of planning conditions to secure appropriate cycle parking and thereby support the continued growth in this sustainable mode.
  - f) Inclusion of long stay cycle parking standards for all use classes independent of the size of development. Previously, where the travel plan threshold was exceeded this was subject to negotiation based on the targets in the travel plan.
  - g) Wording included to ensure that consideration is made to the provision of safely designed drop-off facilities at school sites.
  - h) Parking requirements changed for medical services use class to provide for patient parking as well as staff.

- i) Increased expected parking provision at schools to a rate of 1:1 based on full time equivalent (FTE) staff to ensure sufficient parking is provided and prevent overspill onto local roads.
- j) Removal of business park standards from car parking guidelines as land is not being allocated to this use in the publication draft Site Allocations Plan. B1 office development is now covered by a single use class.
- k) More relaxed standards for Houses in Multiple Occupancy converting to other residential units to support the strategic aim of reducing concentrations of HMOs in Headingley and Hyde Park.
- l) Amendments to the cycle parking standards for higher/further education establishment, related to the number of students and to provide for future growth.

3.8 Further details of the consultation process and amendments to the detail of the SPD can be found in the consultation statement (attached).

3.9 It is considered that the consultation exercise has been a success, allowing a range of stakeholders to influence the future policy of Leeds City Council with regard to parking. In the context of the wider Transport Vision, ongoing discussions with stakeholders including businesses will continue around a number of topic areas including parking.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 The draft parking SPD has been the subject of a comprehensive public consultation exercise, as described in the attached consultation statement.

4.1.2 Given the limited nature of the changes made to the Parking SPD, as a result of feedback from the consultation, it is not considered necessary to undertake further consultation on the final version.

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 Previous reports taken to Highways Board and Executive Board have undertaken an Equality and Diversity screening. The result of this screening is still valid and on balance it was felt that the SPD had a positive impact. A copy of the Equality and Diversity screening document is attached as an appendix to this report.

### **4.3 Council policies and Best Council Plan**

4.3.1 The Leeds Parking SPD supports the best council objective of 'promoting sustainable and inclusive economic growth'. It also feeds into the breakthrough project titled 'Rethinking the city centre'.

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

- 4.3.3 The SPD complements the adopted Travel Plans SPD which seeks to promote best practise in delivering sustainable development.
- 4.3.4 The SPD supports the objectives of the West Yorkshire Local Transport Plan 2011-26. The proposals fit within the Choices Theme 'to encourage more sustainable travel choices by managing demand for car travel and enabling people to make informed choices that meet their needs'. It specifically supports LTP Proposal 11 'Strengthen demand management and enforcement to gain maximum benefit from measures to enable more sustainable choices'.
- 4.3.5 In addition, it also contributes towards the Connectivity Theme: 'to deliver an integrated, reliable transport system that enables people and goods to move around as efficiently and safely'.

#### **4.4 Resources and value for money**

- 4.4.1 The only call on staff time will be in relation to the final production and publication of the SPD document. A limited cost will be incurred in relation to the printing of copies to be held at the Development Enquiry Centre.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The Leeds Parking SPD has been prepared in accordance with the statutory requirements of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. The adoption of the Parking SPD production process is a key decision and is eligible for call in.

#### **4.6 Risk Management**

- 4.6.1 No significant risks are envisaged with the adoption of the SPD.

### **5 Conclusions**

- 5.1 The Parking SPD aims to support economic growth through the provision of an appropriate quantity of parking of the right quality and type and relevant to the location across the city centre and wider District. The standards also reflect the balance of sustainability with other transport modes particularly for those locations where extremely good public transport links are available, either through proximity to the rail station or the core bus network. This is achieved through a natural evolution of the UDP parking policies that it will replace to reflect present and emerging development needs.
- 5.2 It is also important to recognise the obligation to improve air quality in Leeds city centre. Given that Leeds is one of only 7 locations in England that is forecast to not meet the EU air quality standards by 2020, it is important that the council's planning for car parking provision has regard to this significant issue.
- 5.3 It is considered that, following a public consultation exercise and subsequent re-drafting, the Leeds Parking SPD is now in an appropriate state to become an adopted planning document and used as such during the planning process.



## **6 Recommendations**

6.1 Executive Board is recommended to:

- i) note the contents of this report and the associated consultation statement.
- ii) adopt the Leeds Parking Supplementary Planning Document in the form annexed to this report pursuant to section 23 of the Planning and Compulsory Purchase Act 2004 (as amended).
- iii) note that the Chief Planning Officer will publish the Leeds Parking SPD and associated documents in accordance with the Town and Country planning (Local Planning) (England) Regulations 2012.

## **7 Background documents<sup>1</sup>**

7.1 None.

## **8 Appendices**

8.1 Consultation Statement.

8.2 Leeds Parking SPD – Final Draft.

8.3 Equality and Diversity screening

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