

**Report to the Chief Officer (Highways and Transportation)**

**Date: 11 September 2018**

**Subject: Elland Road Stadium – Proposed Waiting Restrictions**

**Capital Scheme Number: 16484**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Beeston & Holbeck, Farnley & Wortley	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" 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. The Best Council Plan outlines how Leeds City will achieve its ambition to become the Best City in the UK and Best Council. According to the Best Council Plan, the success of the Best Council objective is ensuring Health and Wellbeing, creating Resilient Communities, being a Child Friendly city and building a Transport Infrastructure for the future. This report proposes a scheme that will contribute to these objectives and improve road safety which is a priority within the West Yorkshire Local Transport Plan.
2. This report seeks approval to advertise an Experimental Traffic Regulation Order (TRO) for a scheme to control parking in the vicinity of Elland Road Stadium following construction of the new Police Headquarters which has resulted in a loss of off street car parking. These parking restrictions comprise:
  - No Waiting At Any Time restrictions at various junctions and lengths of road to remove indiscriminate parking and maintain sightlines, to improve access traffic flow and safety
  - Time limited parking to allow turnover of parking close to local businesses
  - Rationalisation of existing permit parking schemes

## **Recommendations**

The Chief Officer (Highways and Transportation) is requested to:

- i) approve the advertisement of an Experimental Traffic Regulation Order to implement No Waiting At Any Time restrictions on various junctions and lengths of road in the vicinity of Elland Road Stadium to remove indiscriminate parking and improve congestion and sightline issues, along with time limited waiting to formalise a better turnover of parking outside the parade of shops on Elland Road and amendments to an existing Match Day Permit Holders Only restriction to enable it to be correctly signed and enforceable. The attached drawing TM-05-1732-12-03 provides details of the proposals.
- ii) at the end of the experimental period and in the event that no valid objections have been received, approve making the experimental Orders permanent.
- iii) give authority to incur expenditure of £71,000, which comprises of £20,000 works costs, & £51,000 staff fees including legal fees, all to be funded from a Section 106 receipt ( re the Sect 106 Agreement of the Town & Country Planning Act 1990 ).
- iv) request the City Solicitor to advertise a draft Traffic Regulation Order to introduce proposed No Waiting At Any Time restrictions, time limited waiting and amend the current Match Day Permit Holders Only restrictions as shown on drawing TM-05-1732-12-03, and
- v) request the City Solicitor to:
  - a. advertise a draft Traffic Regulation Order for an experimental Order to introduce proposed No Waiting At Any Time restrictions, time limited waiting and to amend the current Match Day Permit Holders Only restrictions as shown on drawing TM-05-1732-12-03, and
  - b. at the end of the 18 month experimental period and in the event that no valid objections have been received give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures.

## **1 Purpose of this report**

1.1 The purpose of the report is to request the Chief Officer (Highways and Transportation) to give approval to design, advertise and implement a draft Experimental Traffic Regulation Order for a proposed scheme to control parking in the vicinity of Elland Road Stadium consisting of

- No Waiting At Any Time at various junctions and along congested lengths of road
- Time limited waiting in front of a parade of shops

- Amendments to an existing Match Day Permit Holder Only restriction in the Beeston & Holbeck ward.

1.2 The attached drawing TM-05-1732-12-03 provides details of the proposals.

## **2 Background information**

2.1 The former Greyhound stadium site on Elland Road has been developed and is now the West Yorkshire Police, Leeds District Headquarters. This has resulted in a loss of off-street car parking which was used on match days at Elland Road Stadium.

2.2 Elland Road Stadium plays host to Leeds United Football Club who have a large supporter base around the country, many of whom travel great distances to watch the games. Much of this travel is by car and it is generally accepted that this will remain the case in the short to medium term, and this parking will therefore need to be accommodated in and around the vicinity of the ground - provided that this can be done so safely.

2.3 To mitigate the loss of car park spaces following the construction of the West Yorkshire Police, Leeds District Headquarters on Elland Road, it was initially proposed that a Match Day Permit Holder Only scheme be introduced in the wards of Beeston & Holbeck and Farnley & Wortley as part of a package of parking restrictions. This package would also include No Waiting At Any Time restrictions at various junctions and lengths of roads to remove indiscriminate or unsafe parking and to improve sightlines.

2.4 The loss of this parking directly on Elland Road is believed to have resulted in displaced parking adding to the on-street parking that already took place within the area on match days, particularly in streets close by and with good easy walking routes to the stadium.

2.5 As part of the planning agreement for the Police headquarters Section 106 Agreement monies have been identified for a Traffic Regulation Order to mitigate the loss of off-street match day car parking and to control any parking issues in the vicinity.

2.6 In order to try and meet the aspirations of the local ward members and community it was originally considered appropriate to consider a wide ranging Match Day Permit Holders Only restriction along with No Waiting At Any Time restrictions to protect junctions and key lengths of road. As part of a public consultation exercise, leaflets were sent to residents within the proposed permit area to seek comments regarding such a scheme.

2.7 Approximately 4400 leaflets were delivered with 35 comments received. Whilst the majority of these 35 were in general favour, a number were against the proposals stating that they had no problems with parking and therefore did not want their street subject to permit parking.

2.8 Subsequent to this initial consultation advice has been sought regarding the operation of a match day permit parking scheme. This advice indicates that the

permit restriction would require each sign to clearly state the date of the next match or event, and thus each sign would require updating periodically.

- 2.9 A further high level review of the original proposals has taken place which included further ground level surveys and the use of aerial photographs taken on a busy match day. The review identified that there are approximately 1300 vehicles parked in the area identified for permits on match days, and whilst it is fair to assume that an amount of this is generated by the residents a majority is considered to be specific match day parking. This parking would be likely therefore to be displaced to the next available unrestricted street.
- 2.10 This review concluded that the original scheme would not be the appropriate method of dealing with match day parking given the likely transference elsewhere in the area, likely leading to complaints from residents of adjacent streets and a consequent requirement to extend the permit scheme indefinitely. The signing requirements for a wide ranging Match Day Permit Holder Only restriction identified above would also place an ongoing revenue strain on the service moving forward that would be very difficult to justify.
- 2.11 Given that the former car park held only around 300 cars this level of project is therefore not felt to be appropriate for the expected displacement and an alternative scheme to address junction, congestion, sight line and road safety concerns in the area has thus been developed.
- 2.12 The Executive Member for Regeneration, Transport and Planning is appraised of this and is supportive of the action taken so far, and that matters will continue to be reviewed following implementation of the proposed scheme.

### **3 Main issues**

- 3.1 It is proposed to implement a package of waiting restrictions in the vicinity of the stadium to address road safety, congestion and sight line issues in the wards of Beeston & Holbeck and Farnley & Wortley. This will consist of No Waiting At Any Time restrictions and time limited waiting as detailed on drawing no. TM-05-1732-12-03 and summarised below:
- No Waiting At Any Time restrictions at various junctions, lengths of roads to remove indiscriminate parking and improve sight lines, traffic movement and road safety;
  - Time limited waiting outside the parade of shops on Elland Road to allow for a better more controlled turnover of parking;
- 3.2 As discussed above the extensive survey work has been used to identify the areas where hazardous parking was occurring and this has been invaluable in ascertaining the areas where measures are required for road safety, and congestion relief.
- 3.3 It is expected that there will be displacement from the areas where parking currently occurs into other areas. The nature of match-day parking is such that it is difficult to accurately predict where this parking will displace to, and what the consequences of

that parking will be. A flexible approach is therefore considered necessary, and hence an Experimental Traffic Regulation Order is considered to be the appropriate method of delivering these waiting restrictions.

- 3.4 Once implemented the scheme will be subject to close scrutiny of its operation and there will remain the opportunity to review and fine tune using the Experimental Order within the available financial contributions. In addition, work with the football club on their travel planning and supporter arrangements will continue.
- 3.5 There are currently two Permit Holder Only schemes in operation in the vicinity of the stadium. The Heaths (opposite the stadium) is a full time restriction which will remain, and Wesley Street and streets thereof which are intended to be Match Days only. The existing all day Permit Holders Only restriction on The Heaths will remain and the existing Match/Event Day Permit Holder Only restriction in place on Wesley Street and the streets thereof will be amended to match The Heaths. This will make the signing simpler and enforcement easier.
- 3.6 It is anticipated that the proposal will be implemented within the 2018/ 2019 financial year, subject to any objections received being satisfactorily resolved.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Ward Members: Ward Members from Beeston & Holbeck and Farnley & Wortley were consulted by email on the 29 September 2014 with the original scheme and were supportive. Regular updates have been provided as the changes to the scheme have developed including a further consultation email on 13<sup>th</sup> October 2017 which offered the opportunity for further discussions. A meeting was held with Farnley & Wortley members on 1<sup>st</sup> November 2017 and a subsequent site walkthrough took place on 16<sup>th</sup> December 2017.
- 4.1.2 The Executive Member for Regeneration, Transport and Planning has been party to the developments and updating Ward Members. He is supportive of the proposals and action taken so far.
- 4.1.3 Emergency Services and WYCA were consulted by letter and email on the original proposals and whilst no objections were received to the proposals it is known that the police Match Day command team would not be supportive of wholesale Permit Holder restrictions as this would impact on the operations on the day. They are supportive of the current proposals contained in this report. Further formal consultation will be undertaken as part of the implementation process.
- 4.1.4 A Highways officer attended a Beeston Forum General meeting on 7<sup>th</sup> July 2016 to discuss the proposals and provide an update. Whilst the residents were generally in favour of the proposals, some concerns were raised as to the knock on effects of the displaced parking. They have not been specifically appraised of the new proposals but are aware through ward member engagement.

- 4.1.5 The general public will be consulted on the Traffic Regulation Order via notices on street lighting columns during the public advertisement phase, along with an advert in the press.

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

- 4.2.1 A screening document has been prepared and an independent impact assessment is not required for the approvals requested.

### Positive impacts

- Improve sightlines at junction crossing points for all pedestrians which will be of greater benefit to the infirm, disabled elderly and children as it will provide improved visibility.
- Remove vehicular conflicts at junctions aiding elderly drivers and disabled.
- Removal of indiscriminate parking will be of particular benefit to the disabled, elderly and parents supporting pushchairs as it will provide easier access to local amenities.
- There will be improved safety for all pedestrians, when crossing the road as cars will no longer hinder vision, which will be of particular benefit to carers with young children and people with mobility issues,

### Negative impact

- Some may see it as a negative to remove parking through the introduction of double yellow lines. However, this is not an issue for blue badge holders.

## **4.3 Council Policies and the Best Council Plan**

- 4.3.1 The proposal contributes to the policies in the West Yorkshire Local Transport Plan 2011-26 as follows:

“Proposal 18 – Improve safety and security, seeking to minimise transport casualties”

## **4.4 Resources and Value for Money**

- 4.4.1 The estimated capital costs are £71,000, which comprises of £20,000 works costs, and £51,000 staff fees including legal fees, all to be funded from a Section 106 receipt from West Yorkshire Police.

#### 4.4.2 Capital Funding and Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	20.0		20.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	50.0	49.3	0.7				
OTHER COSTS (7)	1.0		1.0				
<b>TOTALS</b>	<b>71.0</b>	<b>49.3</b>	<b>21.7</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
Section 106 external receipt	71.0	49.3	21.7				
Total Funding	71.0	49.3	21.7	0.0	0.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

4.4.3 **Additional future annual revenue costs as a result of this Capital scheme :**  
There are no future revenue costs to the proposals as stands, other than general sign maintenance.

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

4.5.1 The scheme has a significant impact of two wards and is, therefore, eligible for Call In.

## **4.6 Risk Management**

4.7.1 There are no issues, over and above those expected when working in the public highway, generated by the proposals contained within this report.

## **5.0 Conclusions**

5.1 The proposals detailed in this report will address specific issues associated with match day parking in the vicinity of Elland Road stadium, particularly at junctions and identified lengths of road where congestion and road safety issues occur.

5.2 Whilst a Match Day Permit Holders Only parking scheme was considered in detail, this is not a viable long term deliverable given the knock on effects and on-going impact on Leeds City Council's revenue budgets.

5.3 The proposals in this report are therefore designed to manage the existing parking in a safe manner for the benefit of the local area and travelling public.

5.4 A review of the impact of the proposals and further monitoring to ascertain the need for further measures and/or amendments to the scheme will be undertaken as part of the Experimental Traffic Regulation Order process. Any necessary variations will be made after the initial 6 months advertisement process, and the experimental period will last no longer than 18 months.

## **6.0 Recommendations**

The Chief Officer (Highways and Transportation) is requested to:

- i) approve the advertisement of an Experimental Traffic Regulation Order to implement No Waiting At Any Time restrictions on various junctions and lengths of road in the vicinity of Elland Road Stadium to remove indiscriminate parking and improve congestion and sightline issues, along with time limited waiting to formalise a better turnover of parking outside the parade of shops on Elland Road and amendments to an existing Match Day Permit Holders Only restriction to enable it to be correctly signed and enforceable. The attached drawing TM-05-1732-12-03 provides details of the proposals.
- ii) at the end of the experimental period and in the event that no valid objections have been received, approve making the experimental Orders permanent.
- iii) give authority to incur expenditure of £71,000, which comprises of £20,000 works costs & £51,000 staff fees including legal fees, all to be funded from a Section 106 receipt ( re the Sect 106 Agreement of the Town & Country Planning Act 1990 ).
- iv) request the City Solicitor to advertise a draft Traffic Regulation Order to introduce proposed No Waiting At Any Time restrictions, time limited waiting and amend the current Match Day Permit Holders Only restrictions as shown on drawing TM-05-1732-12-03, and



- v) request the City Solicitor to:
  - a) advertise a draft Traffic Regulation Order for an experimental Order to introduce proposed No Waiting At Any Time restrictions, time limited waiting and to amend the current Match Day Permit Holders Only restrictions as shown on drawing TM-05-1732-12-03, and
  - b) at the end of the 18 month experimental period and in the event that no valid objections have been received give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures.

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

7.1 None.

---

<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.

## Appendix 1

### Equality, Diversity, Cohesion and Integration Screening

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

<b>Directorate: City Development</b>	<b>Service area: Highways &amp; Transportation</b>
<b>Lead person: Bobby Viridi</b>	<b>Contact number: 0113 3787491</b>

<b>1. Title: Elland Road Stadium – Proposed Waiting Restrictions</b>		
Is this a:		
<input type="checkbox"/> <b>Strategy / Policy</b>	<input checked="" type="checkbox"/> <b>Service / Function</b>	<input type="checkbox"/> <b>Other</b>
<b>If other, please specify</b>		

<b>2. Please provide a brief description of what you are screening</b>
The screening focuses on the report seeking approval to introduce a Traffic Regulation Order (TRO) for various traffic management measures in the wards of Beeston & Holbeck and Farnley & Wortley.

### 3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"><li>• Eliminating unlawful discrimination, victimisation and harassment</li><li>• Advancing equality of opportunity</li><li>• Fostering good relations</li></ul>		X

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

### 4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related

information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Consultation on the proposals was undertaken with Ward Members, the emergency services and West Yorkshire Combined Authority.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Positive impacts

- Clearer sightlines at junction crossing points for all pedestrians which will be of greater benefit to the infirm, disabled elderly and children as it will provide improved visibility.
- Remove vehicular conflicts at junctions aiding elderly drivers and disabled.
- Removal of indiscriminate parking will be of particular benefit to the disabled, elderly and parents supporting pushchairs as it will provide easier access to local amenities.
- There will be improved safety for all pedestrians, when crossing the road as cars will no longer hinder vision, which will be of particular benefit to carers with young children and people with mobility issues,

Negative impact

- No Waiting At Any Time restrictions prohibit parking on street and this has the potential to require motorists to park in alternative locations.
- Blue badge holders can however park for up to 3 hours on NWAAT restrictions provided that the

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

N/A

**5.** If you are **not** already considering the impact on equality, diversity, cohesion and

integration you <b>will need to carry out an impact assessment.</b>	
Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

<b>6. Governance, ownership and approval</b>		
Please state here who has approved the actions and outcomes of the screening		
<b>Name</b>	<b>Job title</b>	<b>Date</b>
Simon Booker	Principal Traffic Engineer	6/02/2018

<b>7. Publishing</b>	
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.	
Please send a copy to the Equality Team for publishing	
<b>Date screening completed</b>	6/02/2018
<b>Date sent to Equality Team</b>	6/02/2018
<b>Date published</b> (To be completed by the Equality Team)	6/02/2018