

Report of Director of City Development and Director of Communities and Environment

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 12 September 2019

Subject: PARKING STRATEGY AND MANAGEMENT

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Has consultation been carried out?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" 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

1. Main Issues

- This report responds to a request from the Board to discuss the wider context for city centre parking strategy in terms of impacts on parking in the city centre “fringe” areas and inner communities with respect to concerns about “overspill” parking and driver behaviours.
- The report provides a high level overview of city centre parking provision within the context of planning policy, the transport strategy for Leeds and the operation of city centre parks. 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.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- The implementation of parking policies and management of parking relates to the Outcome: Move around a well-planned city easily; Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability; and Sustainable Infrastructure: Improving air quality, reducing pollution and noise.

3. Resource Implications

- There are no specific implications to this report. 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.

Recommendations

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

1. Purpose of this report

- 1.1 This report provides a general background to the parking strategy position for the city centre and actions and approach towards managing parking outside the core area in the city centre fringe and inner community areas.

2. Background information

- 2.1 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 the travel planning plays for existing and new developments in actively managing travel choices and parking demand.
- 2.2 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 the environment – air quality and climate change especially.
- 2.3 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.
- 2.4 Members of this Board in considering their workplan for 2019/20 considered this matter at their June meeting and have requested the opportunity to discuss and consider these more community specific aspects of parking outwith the boundary of the city centre in terms of *"Car Parking – current strategic position, how this supports climate change, implementation and enforcement of TRO's (and ref to the previous waste inquiry)"*.
- 2.5 This report therefore starts with a brief overview of parking strategy and then focuses on the matters of parking management, traffic regulation and enforcement in the inner city areas bounding the city centre having regard to how parking overspill and parking nuisance issues are addressed as the basis for a discussion with Board Members.

3. Main issues

City centre parking policy position

- 3.1 Leeds Parking Supplementary Planning Document (SPD) (adopted January 2016) forms the principal statement of parking policy across the city in line with the adopted Core Strategy (Nov 2014).
- 3.2 Policy T1 of the Core Strategy includes the use of parking policies to control the use and supply of car parking across the city, specifically to support wider transport strategy objectives for sustainable travel and in limiting the supply of commuter parking within areas of high public transport accessibility, such as the city centre.
- 3.3 The SPD sets out how parking is used to support the growth of the economy by ensuring the provision of an appropriate quantity, quality and type of parking, while at the same time allowing for the efficient movement of goods and people through the reduction of road congestion and supporting more sustainable modes of travel. It also aims to support local communities by ensuring that parking does not cause local amenity problems for residents.
- 3.4 The SPD includes sections on the management of parking in the city centre, parking provision in new developments, park and ride and the respective roles of on and off-street parking within the strategy.
- 3.5 Within the city centre, the SPD maintains control of parking provision, particularly for commuters, by limiting the number of spaces provided with new developments and limiting the growth in new permanent public commuter parking to 500 spaces over the Plan period.
- 3.6 The SPD makes reference to the use of parking controls and Traffic Regulation Orders (TROs) to control on-street parking. TROs are the legal tools used to facilitate the use of double yellow lines, pay and display bays etc. Specifically, it states that within the Fringe parking zone around the edge of the city centre on-street restrictions should aim to control on-street commuter parking, particularly where it proves to be a problem.
- 3.7 Within the city centre, the bulk of off-street parking is associated with developments (customer, residential or private non-residential parking) leaving around 13,800 public off-street spaces (March 2019). Of these, just under 1,000 are short stay with a maximum duration of 5 hours. A further 5,100 are priced to encourage short stay use, although there is evidence that commuter parking remains significant within these locations due to the use of contract parking or annual permits. 2,300 are on cleared sites and are subject to the cleared sites commuter parking policy, with number of spaces being reduced over time.
- 3.8 Changes in the demand for public off-street car parking in the city centre are monitored regularly, with spot surveys taking place twice a year covering the majority of off-street public car parks. These show the permanent car parks have a peak occupancy of just under 85% (Mar 2019) on weekdays and 55% on Saturdays. The cleared site car parks with temporary permissions are more heavily used on weekdays with several approaching 100% occupancy, though Saturday usage is lower than the permanent sites. These surveys only provide a snapshot of usage and there is evidence from the past three years that September usage has been higher than March, nevertheless, notwithstanding the increases in costs, parking levels in recent years have been higher than for a number of years indicating an upswing in demand since the economic downturn.

Demand for parking

- 3.9 There are two key future trends that will impact upon demand for parking in Leeds city centre. A general growth in longer distance commuting (already 37% of city centre workers live outside Leeds District) and the opposing growth in city centre living. The 2011 census shows that 44% of employed city centre residents work in the city centre, and the Core Strategy is planning for an additional 10,200 city centre dwellings by 2028 (of which 1,275 have been delivered up to April 2017). On the basis of the 2011 census data, this could deliver over 6,000 new city centre workers who would simply walk to work.
- 3.10 The strategy for the city centre is to cater for longer distance commuting by the provision of park and ride and expanded rail capacity. The Temple Green and Elland Rd park and ride sites provide 1,800 spaces between them. A further 2,650 spaces are to be delivered through the Leeds Public Transport Investment Programme (LPTIP), with work already started on expanding Elland Rd and construction of the Stourton site to commence later in 2019.
- 3.11 Suburban rail station parking is being expanded, with over 400 spaces delivered at Apperley Bridge and Kirkstall Forge and a further 2,000 planned through the West Yorkshire plus Transport Fund (WYPTF) across West Yorkshire. In addition, the rail industry is planning for significant growth into Leeds during the am peak: 50% extra seats on TransPennine Express by 2019 and capacity provided for 40% more passengers on Northern services by 2022 (with the majority delivered by 2019). As of autumn 2018 the number of seats on trains arriving at Leeds during the morning peak period had risen by 19% since 2011 exceeding the growth in passengers over the same period.

City centre parking management and pricing

- 3.12 The cost of parking all day within the city centre has risen markedly in recent years from 'on the door' average charges of around £9 in 2011-13 to over £13 in 2019 in the public off street car parks that allow all day usage. However, it is not known what proportion of drivers actually pay these rates due to having contract parking or an arrangement to park at their place of work. Charges in Council run spaces are far cheaper, with daily charges starting at 2.60 in the outer areas rising to 8.00 in the City centre. The Council only runs about a third of the spaces in the City so our impact on the overall prices in the City is limited.
- 3.13 The area covered by on street parking charges has expanded over the years and it now runs from Woodhouse Moor in the north to Holbeck in the south and east-west from Quarry Hill to West Street. There are some issues with commuter parking in these boundary areas especially at the hospitals. It is not thought likely that our charging policies are responsible for this. The commuter parking that is available in these areas is already full from Monday -Friday so there is no spare capacity. Lower prices would presumably lead to more demand which would increase problems in the area. It is also the case that a significant number of drivers will not pay for parking on principle and will seek to find a free space even if it is some distance from their destination. This means that any area within walking distance of the City centre will be popular if there are no restrictions.
- 3.14 Parking Services is currently responsible for the administration and enforcement of 146 Residents Permit Zones located throughout the Leeds city region in district towns, local suburbs and on the periphery of the city centre. A zone can include just one street or up to whole estates and the majority of permits are issued free of charge. The residents' permits are renewed over a 3 year cycle and there are approximately 32,000 permits in issue at any one time. Residents are encouraged

to apply for permits using the Council's on-line system. Zones are often in force at different times depending on when commuter vehicle parking affects residents and the zones are patrolled and enforced by Council Civil Enforcement Officers (CEO) who have the authority to issue penalty charge notices (PCN).

- 3.15 It should be noted that the powers available to Parking Services are limited in law with no enforcement powers outside of the Traffic Regulation Orders. For example enforcement against pavement parking or parking on green space cannot take place without a specific TRO.

Traffic Management and Regulation

- 3.16 As a consequence of the some or all of the parking implications detailed in the report, parking patterns and demands in some area change on a regular basis. It is known that some drivers do and will continue to park on the fringes of the City and walking the last mile or two of their journey to avoid a parking charge. Therefore as and when this parking starts to create a concern (to the detriment of local residential and business needs) within local neighbourhood, Traffic Engineering are often asked to investigate with a view to provide intervention measures. Whilst a more proactive approach might seem desirable it is important to note that regulations can also often cause unwanted issues in some communities.
- 3.17 Every area which raises such issues generating a request that suggests a Traffic Regulation Order and where initial observations supports some form of intervention is recorded and added to a review list which is then considered during the annual capital programme process. At the end of each year and when the Traffic Management Capital budget is known, the list is reviewed and schemes are subsequently prioritised against the benefit they may provide using an established framework, with the first priority afforded to improving road safety. It is the case some areas where a scheme is merited may sit on this list for some time pending budget availability, although where practical opportunities to combine and package measures where feasible to increase budget efficiency.
- 3.18 With respect to the promotion of a Traffic Regulation Order the promotion of these do have to follow the processes laid down in statute for the preparation and making of such Orders. This can lead to often result in the timeline for this process from conception to completion on the ground taking between 9 to 12 months, depending in part on the level of support a proposal enjoys and more importantly the number and complexity of any objections received. Observing the sometimes objections will need to be worked through to seek compromise solutions. Occasionally this might require a new Order to be prepared.
- 3.19 The costs to promote and implement these forms of Traffic Regulation Order scheme can vary in scale and size with costs varying from c£8,000 to more comprehensive area reviews which can cost in excess of £35,000. It should be noted that when smaller areas of concern are identified and a scheme is implemented to address the concerns, this can often result in the parking displacing to other locations, which previously didn't experience parking problems and the circle for intervention continues. Again it can be challenging to define an appropriate boundary for scheme proposals.
- 3.20 In addition to the above there is an ongoing concern and issues within the refuse collection and cleansing services associated with poor parking behaviour which restricts or even obstructs vehicle passage and ability to complete the refuse collection in some areas. In these circumstances the Traffic Engineering service will continue to support these services as these situations and location arise and are

identified, through the promotion of appropriate Traffic Regulation Orders. Officers within Traffic Engineering will continue to offer assistance in the future to help combat this ongoing concern. Detailed dialogue and engagement between the Directorates and services involved to monitor and respond to issues will be maintained.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 There are no specific consultation and engagement implications pertaining to this report. Transport strategy and planning policies have been the subject of separate engagements associated with their adoption. More specific consultations are undertaken with respect to individual schemes including the development of Traffic Regulation Orders and other relevant parking management activities.

4.2 Equality and diversity / cohesion and integration

4.2.1 An EDCI is not required for this report. Appropriate EDCI screenings / assessments are undertaken in the course of project development and reporting.

4.3 Council policies and the Best Council Plan

4.3.1 The implementation of parking policies and management of parking relates to the Outcome: Move around a well-planned city easily; Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability; and Sustainable Infrastructure: Improving air quality, reducing pollution and noise.

4.3.2 Parking strategy can support the city economy, place making and vibrant city centre and encourage a balanced approach to making travel choices between alternative travel modes. The strategy approach seeks to balance the need for adequate supply of parking with the investment and provision of travel choices modes and the wider needs of the city.

4.3.3 Priority: Health and wellbeing - Supporting healthy, physically active lifestyles. Reducing health inequalities and improving the health of the poorest the fastest. KPIs Children who are a healthy weight at age 11. Percentage of physically active adults. Negative if it discouraged walking and cycling.

4.3.4 Parking policy and operation also has a key part to play in the wider ambitions of aims of transport strategy in the city and the West Yorkshire Transport Strategy as part of policy and goals which support sustainable travel choices and the effective management of transport networks for positive economic, environmental and health and well being outcomes.

Climate Emergency

4.3.5 The effective management of parking within the city centre is recognised both in transport and spatial planning terms as a key part of long term strategy and as a key part of policy for achieving a more sustainable and lower carbon approach to transport provision in the future. It also sits alongside measures to promote alternative travel public transport and active travel modes for journeys to the city centre.

4.4 Resources, procurement and value for money

- 4.4.1 There are no specific implications to this report. 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.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal or access to information implications arising from this report which is for Members' information and consideration only.

4.6 Risk management

- 4.6.1 There are no specific risk management implications. The report details some of the operational and other issues that may arise associated with parking in and around the city centre.

5. Conclusions

- 5.1 This report is intended to provide the basis for Members' further consideration of concerns about city centre related parking over-spilling into fringe areas and the communities of the inner areas and set out the basis for investigating and responding to these issues. It provides an overview of the strategic situation and the position of the operational services involved in providing for regulation and management of parking.

6. Recommendations

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

7. Background documents¹

- 7.1 None.

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