



Report to Policy Committee

Author/Lead Officer of Report: *David Whitley, Transport Schemes Manager*

Tel: 0114 205 3804

Report of: *Kate Martin, City Futures*

Report to: *Transport, Regeneration and Climate*

Date of Decision: *19th July 2023*

Subject: *Reporting objections to the Loading and Waiting Traffic Regulation Order for Kelham Island and Neepsend Parking Scheme.*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 2236.				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

Purpose of Report:

To report the receipt of objections to a proposed Traffic Regulation Order (TRO) for the introduction ‘no waiting at any time’ restrictions as well as shared use permit and parking bays in Kelham Island and Neepsend. The report also sets out the background to the Kelham Island and Neepsend parking scheme, other consultation comments and the Council’s response to the representations received.

Recommendations:

It is recommended that the Transport, Regeneration and Climate Committee:

- Consider the objections to the proposed Traffic Regulation Order with particular regard to how they relate to the proposed double yellow lines included within the parking scheme;
- Having considered the objections, decide to make the Traffic Regulation Order (as amended) in accordance with the Road Traffic Regulation Act 1984, specifically;
- Approve the implementation of the proposed pay and display (P&D) parking scheme in Kelham Island, including ordering the P&D machines – but not in Neepsend at this time due to a desire to undertake additional work – focussing on businesses - to see how the effects of the originally proposed scheme could be mitigated;
- Approve the implementation of the ‘no loading and no waiting’ restrictions within Kelham Island and Neepsend; and
- Note that there will be additional engagement within the Neepsend area – focussing on businesses - to see how the effects of the originally proposed permit scheme could be reduced. The pay and display/permit scheme in Neepsend will not be implemented until after this engagement has taken place. Any future recommendation to implement a pay and display/permit scheme in Neepsend would be made via officer or Committee decisions as appropriate and per the requirements of the Council’s constitution;
- Note that the Council’s Traffic Regulations team will inform all consultation respondents accordingly;
- Note that a review of the scheme will be carried out after around 12 months of the approved scheme being active;
- Note the advertising of additional restrictions on Douglas Road/Wallace Road to help reduce the effect of potential displaced parking, especially for larger vehicles
- Note the use of a Temporary Traffic Regulation Order to help facilitate the implementation of the scheme (if approved), using ‘tow away’ powers if necessary

Note that the recommendations being implemented are subject to funding being confirmed.

Background Papers:

Appendix A: Kelham Island and Neepsend parking zone plan and consultation leaflet (Separate document)

Appendix B: Sample parking demand maps

Appendix C: Kelham Island and Neepsend residents and business feedback report

Appendix D: Objections received from Citizen Space survey

Lead Officer to complete:		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Damien Watkinson/Holly Nicholl
		Legal: Richard Cannon
		Equalities & Consultation: <i>Ed Sexton</i>
		Climate: Based on previously approved CIA for a similar scheme – but internal resources leading to self assessment within service
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	<i>Kate Martin</i>
3	Committee Chair consulted:	<i>Ben Miskell</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>David Whitley</i>	Job Title: <i>Transport Schemes Manager</i>
	Date: 19 th July 2023	

1. PROPOSAL

- 1.1 There are high demands on the available parking spaces in many areas of the city.
- 1.2 The Council has previously implemented several Controlled Parking Zones (CPZs), mainly in the area immediately around the City centre as well as in the district shopping centre at Hillsborough. It was originally envisaged that these parking schemes would form a complete ring around the city centre and be used as appropriate in district centres too. The proposed Kelham Island/Neepsend scheme is not a CPZ, but the restrictions included within it have a similar effect. The difference is simply how the scheme is signed and lined.
- 1.3 In line with the City Council's Transport Strategy 2019 to 2035, there is a priority action of 'Introducing a programme of new Controlled Parking Zones', with the priority being uncontrolled areas adjacent the city centre'. Managing the demand for spaces by permits or price is a method of demand management commonly employed by local authorities.
- 1.4 The Kelham Island and Neepsend areas of Sheffield are areas of expected housing growth in the current draft Local Plan but are already popular for long stay commuter parking because they are close to the city centre and parking is free and unrestricted. However, parking in the area will be used by employees of businesses within the area and not just those who may walk into the City centre. This can lead to a lack of parking and/or loading opportunities for customers of local businesses as well as for residents. It was hoped that anonymised mobile phone data could be used to provide an indication of the number of people parking in the Kelham Island/Neepsend area who visited/worked in the area. However, the phone masts were the same for Kelham Island/Neepsend and the City centre so this was not possible.
- 1.5 This report details the consultation response to the proposed introduction of this parking scheme, reports the receipt of objections and sets out the Council's response to the introduction of a parking scheme that would operate seven days a week between the hours of 8.00am and 8.30pm throughout the Kelham Island and Neepsend area.
- 1.6 Within the parking scheme, the following measures from the Council's Parking Strategy approved in January 2018 were proposed:
- Marked bays would allow for both Pay & Display (P&D) and permit holder parking.
 - All other sections of the road that are not marked up for parking would have a no waiting at any time restriction (i.e. double yellow lines). Unlike other CPZs, there would not be additional

parking areas – indicated by a single yellow line – available for evenings/early mornings/weekends. If the carriageway widths allowed parking, it would be proposed to be parking. This approach increases all day parking spaces on a number of streets including on Green Lane in Kelham Island.

- For this scheme, residents who do not live in a car free development could apply for one resident parking permit per household,
- Residents in a ‘car free’ development may not apply for residents parking permits, but may be eligible for other types of parking permit (carer, visitor, Blue Badge). This Committee confirmed this Policy in December 2022.
- Businesses could apply for up to two business parking permits

1.7 In addition,

- P&D tariffs were advertised in line with the (now removed) City centre Zone Three charges (rather than the levels used in other CPZs on the edge of the City centre). This is due to the land use in the area, which leads to a need to look to manage parking demand at evenings and at the weekend too. This led to a pay a display cost of £6.50 for a full day (compared to £4.70 for 10 hours in Broomhall).
- Twenty minutes free parking is still available throughout the area and special evening ‘flat’ rates of £2 (after 4.30pm, Monday to Saturday) and all-day Sunday were also advertised
- There is a need for ‘loading and waiting’ restrictions that enable the ‘Housing Zone North’ Transforming Cities Fund (TCF) scheme. These restrictions will mean that proposed ‘moving traffic’ changes to one-ways/two-ways or bus lanes/bus gates can be implemented.

1.8 In total, the parking capacity in the area will be reduced from around 760 spaces (although while surveys showed more people were parked in the area, some were parking on/near junctions or on the footway) to around 480. The original capacity varies slightly as some stretches of road were marked with a single yellow line, enabling parking as highlighted by local signing – often in the evenings or at the weekends.

1.9 The advertised scheme boundary and consultation leaflet is shown in **Appendix A**

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 Traffic congestion is an issue in all major cities and it is tackled through a variety of means.
- 2.2 Local authorities can have positive influences on congestion by:
- Influencing travel mode choice (i.e. encouraging drivers to use more sustainable travel modes, like walking, cycling and public transport for at least some trips) where they can, or even encouraging the reduction in a need to travel; and
 - Managing parking spaces to ensure that parking spaces are available in convenient locations that drivers will be able to easily access.
- 2.3 Studies indicate that managing the availability of parking and its price can have a positive effect on travel behaviour: *“Much research has demonstrated the importance of parking costs to travel choices although the extent of the impact may vary. A combination of parking charges and reducing or restricting parking availability is likely to be most effective in encouraging behavioural change.”* (Parking Measures and Research Review, TRL, 2010).
- 2.4 In line with the City Council’s Transport Strategy 2019 to 2035, there is a priority action of *‘Introducing a programme of new Controlled Parking Zones, with the priority being uncontrolled areas adjacent the city centre’*. Managing the supply of spaces by permits or price is a method of demand management employed by local authorities as the availability of parking is an important factor in congestion management. This approach helps enable the City council to deliver its Vision for “Reliable and clean journeys for everyone in a flourishing Sheffield” as articulated through the Transport Strategy. An International Parking Institute study indicated that at busy times as much as 30% of traffic in urban areas is seeking a parking space. (International Parking Institute (IPI) 2012 Emerging Trends in Parking Study).
- 2.5 The current draft Sheffield Local Plan includes a number of sites allocated for housing development within the Kelham Island and Neepsend areas. In total, land for around 1,500 - 2,000 new units has been proposed to be made available for development up to 2039.
- 2.6 The Sheffield Strategic Vision document (March 2022) highlights Kelham Island and Neepsend as *‘A growing residential area which retains its industrial heritage character. An outdoor neighbourhood destination with independent and maker commercial offer’* highlighting that there is scope for significant residential growth in this area. The Burton Road area was specifically referenced. It is prudent to plan for

this scale of change in advance of the development starting. However, this can lead to feedback that there is not a *current* parking problem.

2.7 Examples of issues and concerns given as answers to an 'open-ended' question in the Initial Consultation for the Kelham Island and Neepsend Neighbourhood Plan (Nov 2019) included:

- *Kelham Island and Neepsend as being a safe and happy place to live and work and a place of inclusivity for all of its residents, workers and visitors. More pedestrianised areas and safer access for all users of the area. Designated parking areas for residents, workers and visitors. A place that has a sense of community spirit and a place to be proud of.*
- *Kelham Island and Neepsend should be thought of as a community and not just as a quarter where people come to socialise and drink. The area should be about preserving the history, the beauty of the river and the traditional pubs whilst also giving people who live here more community facilities, more parking, more greenery, more street furniture, improved bus services and walking routes.*

2.8 The proposed Kelham Island and Neepsend parking scheme aims to:

- Improve conditions for local businesses residents by improving the likelihood of convenient parking spaces for residents, business and visitors and giving them a greater level of priority where appropriate through issuing permits;
- Improve access through the area and loading and unloading opportunities for all vehicles (especially larger ones) by removing parking at or near junctions; and
- Improve conditions for sustainable travel modes – the Kelham Island /Neepsend parking scheme includes restrictions that enable improved facilities for walking, cycling and public transport through the Housing Zone North' (HZN) scheme – funded through the Transforming Cities Fund programme. The HZN scheme includes changes to traffic flow and will see Burton Road become a priority bus corridor. The HZN scheme means that around 40 additional spaces would be removed in the area over and above the spaces lost should the parking scheme have been implemented in isolation.

2.9 As well as the policy perspective, other reasons for promoting a scheme in Kelham Island /Neepsend include:

- The major West Bar development is now on site. This includes a new 100,000 sq ft office building, ground floor retail and leisure space, and 368 Build to Rent residential apartments. There is to be no parking within the curtilage, with parking being delivered through a 450 space multi story car park within the West Bar Square Masterplan area. Although the car park will be available for users of the development – it is assumed that this

will be at a cost - so demand for free, all day parking in Kelham Island /Neepsend could increase.

- Moving away from enabling pavement parking – including ‘two wheels up’, even in areas where walking demand is currently low - and could be the case for a number of years too. This reduces the number of places people currently park significantly (by up to 50% on some streets) including especially in Neepsend - on Hicks Street, Percy Street, Platt Street, Rowland Street and Wilson Street (around 80 spaces in total)
- Wanting to maintain a 3m carriageway for emergency service vehicles on all carriageways – this effectively removes the majority of the current parking on Dun Fields and Ward Street in Kelham Island (around 17 spaces in total) as well as reducing it in a number of areas including South Parade in Kelham Island (around 12 spaces)
- Wanting to maintain a 4.4m carriageway on carriageways that will be promoted active travel routes to enable safer passage between a bike and a car. This reduces the number of spaces on Green Lane and Alma Street by 25 spaces – and contributes to the reduction of 34 spaces on Neepsend Lane.
- Improving loading opportunities for local businesses. Loading and unloading can take place on double yellow lines (DYLs). Therefore, information from businesses has been used to include additional lengths of DYLs both to protect entrance to their workplaces and to facilitate loading and unloading near businesses.
- Improving access around the Kelham Island /Neepsend area – especially for larger vehicles – by adding in restrictions at/around junctions within the area. The length of these restrictions will be kept to a minimum.
- The provision of ‘bus stop clearways’ to enable buses to pull into the kerb. However, where possible, bus stop ‘buildouts’ are used as this reduces the number of parking spaces lost from five to one
- Managing demand for specific events and/or locations: including Peddler Market, Steelyard, Cutlery works and the Kelham Island Museum – although the museum does have a 30 space car park on its main site.

2.10 Availability of parking has been an increasing concern to motorists, as noted in the RAC’s annual motoring report¹.

2.11 There was an increase in the ‘availability of parking’ being a driver’s top concern - 15% of motorists in 2021 as opposed to just 8% in 2015 - despite the fact that more people have been working from home

¹ Keeping Motorists Mobile: RAC report on Motoring 2022

during the Coronavirus pandemic. This reduced to 12% in 2022 – the same as for the cost of parking, although 55% said cost of fuel was their top concern. Concern about the cost of parking is at its lowest level in recent years: the 12% in 2022 compares with 20% in 2018 and 18% in 2019.

- 2.12 The Kelham Island /Neepsend scheme will reduce the number of places where people currently park in the area for the purposes outlined above. The aim of parking controls is to help manage parking pressures for local businesses, organisations, visitors and residents. However, it is always difficult to balance the often conflicting needs of these user groups.

Parking Surveys

- 2.13 Parking Surveys were undertaken on two midweek and two weekend days in November 2018. This confirmed that the parking demands in Kelham Island and Neepsend are quite different. Despite changes to people's methods of working post-Covid restrictions, observations highlight that parking demand for the area remains high – but additional parking surveys will be undertaken shortly. The following provide some 'headlines' based on the late 2018 data:

- Kelham Island area – 248 spaces 'before'/176 'after' – with sample weekday usage around 225 parked each weekday. This means the scheme could leave an uncatered demand of around 50 vehicles.
- Neepsend area – 516 spaces 'before'/ 302 'after' – with sample weekday usage around 500 parked each weekday – although not all in appropriate places. This means the scheme could leave an uncatered demand of around 210 vehicles.
- Kelham Island area – Sample weekend demand (1100 on a Saturday) of around 115% of the *new* number of parking spaces that will be available, which leaves a potential uncatered demand of around 40 vehicles
- Neepsend area – Sample weekend demand (1100 on a Saturday) is around 90% of the *new* number of parking spaces that will be available.
- The majority of weekday overnight parking takes place in the mainly residential area of Kelham Island and to a lesser extent adjacent the residential parts of Neepsend. Total number of vehicles parking overnight was around 150.
- The weekend overnight parking mirrored the weekday, albeit with slightly lower numbers
- There is more evening and weekend than weekday parking on Boyland Street and Bardwell Road – due to the nature of businesses in the area

The results of the parking survey (shown by sample days and times) are shown in map format in **Appendix B**. The maps do highlight the different parking demands between the Kelham Island and Neepsend areas.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The Council carried out a formal consultation with regards to introducing a parking scheme with the local community in the Kelham Island and Neepsend areas. This was done via a statutory process for the proposal of a Traffic Regulation Order (TRO), with the formal consultation being three weeks from 1st to 24th February 2022.
- 3.2 Within this period, a leaflet notifying people of the consultation were distributed to around 2,300 addresses of which around 600 were businesses. A copy of the leaflet is included as Appendix A. A notice of the consultation was also advertised in the Sheffield Telegraph and through local on-street notices. Emails were also sent to a contact list of around 160 stakeholders from the Connecting Sheffield: Neepsend-Kelham-City Centre project who had asked to be kept informed about updates relevant to that project. The email informed the stakeholders of the proposed scheme and the anticipated start date for the consultation period for the parking scheme. All correspondence highlighted ways that people would be able to provide feedback or get in touch with any questions.
- 3.3 Details of the proposed scheme were also shared on Sheffield City Council's website at <https://www.sheffield.gov.uk/parking/new-parking-zones>. This gave people the opportunity to read further details about the proposals before providing feedback.
- 3.4 The Council has a legal responsibility to comply with the Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996. This states that "*An objection [to the making of a Traffic Regulation Order] shall be made in writing*".
- 3.5 The Traffic Order advertisements stated that objections could be made in writing, by email, or via the council's Consultation Hub webpage (sheffield.citizenspace.com).
- 3.6 A total of 705 people provided feedback to the consultation. 666 responses were provided via a Citizen Space Survey hosted on the Sheffield City Council website which opened on the 27th January 2022 and closed on 24th February 2022. The remaining 39 responses were received as emails.
- 3.7 Finally, a drop in information event was also held at Kelham Island Museum on the 28th February 2023. The parking scheme was a popular talking point at the event attended by Council officers and

representatives from the works contractor team delivering the Housing Zone North (HZN) scheme within the area.

Consultation Responses

- 3.8 A more comprehensive report showing the results of the feedback is included in **Appendix C**. This document sets out responses by different categories of respondees, including Kelham residents, Neepsend residents, Kelham businesses, Neepsend businesses, visitors to the area and residents in car free developments. Business are categorised as those who said they owned, or worked at a local business. All categories are self-identified.
- 3.9 Our analysis of the feedback in this report has been categorised by theme to allow us to provide an overall picture of how people feel about the scheme and about specific aspects of the scheme. It is, therefore, the case that the number of comments exceeds the number of respondents. It is worth noting that the feedback received comes from local residents and businesses who chose to respond to the survey. In our experience, people who provide feedback regarding proposed schemes usually feel strongly one way or another about the proposals.
- 3.10 A substantial number of objections were received. Objections received totalled 552 (78%), of which 381 (69%) were from residents, businesses, and their employees. Overall, 22% supported the scheme – although there was a greater level of support (33%) from Kelham residents and from visitors to the area (26%).

The concerns of the objectors can be broken down into six main categories, namely:

- Personal affordability;
- Harmful to businesses;
- Accessing permits (typically relating to 'Car Free' developments)/ number of permits available;
- Fairness;
- Not being necessary/reduced number of parking spaces;
- Lack of safe and suitable alternatives;

- 3.11 Officers have replied to all respondents with an acknowledgement or answering specific questions and clarifying the proposals if required so that they are fully informed before making formal approvals/objections to the scheme.
- 3.12 A summary of the support, objection and comments letters received are attached in **Appendix D** of this report. The categories of concerns raised are summarised below, together with an officer's response to each:

3.13 Personal affordability

- 3.13.1 This was the main reason that the objections were made. There were 149 (27% of objectors) respondents (143 through the Citizen Space webpage and 6 email responses) that said the costs of permits will be a financial burden on residents/businesses; that the proposals are a moneymaking exercise; and that the costs are additional taxation to motorists/residents.
- 3.13.2 The Council's Transport Strategy and its Clean Air Strategy make it clear that it will use parking to manage demand and encourage the use of more sustainable modes of transport such as walking, cycling and public transport and to incentivise lower emission forms of travel. The location of Kelham Island and Neepsend on the edge of the City centre does make it a location where more sustainable modes are more accessible.
- 3.13.3 72 residents - or employees in the area – and 25 businesses commented that they shouldn't have to pay to park in the area or at least the first permit should be free.
- 3.13.4 Income from parking schemes comes from three sources: pay and display, enforcement and permits. Parking schemes aim to provide residents and businesses who are entitled to purchase a permit an element of priority for a space through a much lower permit price (less than £100 per year for a 'first' permit) compared to the cost of all day parking (advertised at £6.50/day, with a £2 evening and Sunday rate. Residents (including those in car free developments) and businesses are entitled to purchase 'visitor' permits within the scheme at a price of around £0.71 per day.
- 3.13.5 57 comments were made about costs generated/profit motive. Income from parking schemes is restricted in what it can be used for through legislation. Ultimately, it is likely that annual income will be higher than expenditure – but the value will depend on the detail of the final scheme, if a scheme is approved.
- 3.13.6 It is acknowledged that costs will be significantly higher for residents who live in 'no car households' if they chose to pay the pay and display rate to park in the area all day, every day. There are commercially available season tickets available at sites on the edge of the City centre that currently cost around £2,000 per year which may be an alternative for some, with 39 respondents in car free developments saying that they would choose to move elsewhere if the scheme was implemented.
- 3.13.7 In common with other highway authorities, the Council applies a fixed tariff that does not distinguish between a person's ability to afford the charges. However, parking provisions for blue badge holders were also mentioned in the comments, including the lack of blue badge bays proposed within the scheme. Drivers with blue badges can park

in parking bays within the proposed parking scheme without time limit or cost and without the need to purchase a parking permit.

3.14 Harmful to businesses

- 3.14.1 There were 140 (25% of objectors) respondents (130 through the Citizen Space webpage and 10 email responses) that said the scheme will prevent delivery and business vehicles from unloading/loading; and will deter customers as one of the attractions to the area is because it's free to park. Unloading/loading could be undertaken on double yellow lines proposed within the scheme. Improving the unloading/loading opportunities for businesses was a key aim of the scheme.
- 3.14.2 61 'visitors' (21) or 'businesses' (40) expressed that proposed costs would be prohibitive and discourage people from visiting. The scheme aims to mitigate this concern in part by having a short (20 minute) free period. A ticket would still have to be displayed, but this free short stay period could help local businesses that rely on short stay passing trade. The £2 evening (after 4.30pm) and Sunday rate will reduce costs for visitors too. 53 visitors to the area supported the introduction of the scheme.
- 3.14.3 Parking schemes can discourage commuter parking and other long-stay parking, so there are more parking spaces for local residents and businesses. It's more convenient for visitors and for tradespeople and deliveries too. However, 119 respondents (18% of total respondents) commented that the proposed scheme would negatively impact residents and local businesses more than the targeted group (commuters). Some of the 119 respondents are 'commuters' although they may park to work within the Kelham Island/ Neepsend area rather than within the City centre.
- 3.14.4 Concerns were also raised about the ability to retain staff – and difficulties of businesses who have vans on site for a short period and the start/end of the day being serviced by premises; businesses feeling unheard and ignored; requests for more short stay spaces – rather than just monetising the 'all day' parking problem.
- 3.14.5 The current parking strategy (which includes a scheme design standard) defines the bay types, but there are other factors that it is proposed to review by working with businesses – focussing on Neepsend as business is the predominant land use - over the next few months to try to reduce the impact of the scheme on them. This additional work will include looking at:
- 1) Being more flexible in the provision of business permits - providing the opportunity for more business permits to be purchased within the scheme. Permits are usually made available to enable the operation of the business rather than for providing general parking for the business.

- 2) Reducing the scale of the pay and display scheme or changes to days and times of the week of the pay and display/permit scheme – additional parking surveys are being undertaken to help provide a more informed decision on this point. The current proposal is that the pay and display element in Neepsend should not be implemented at this time.
- 3) Working with the South Yorkshire Mayoral Combined Authority (MCA) to understand the feasibility of providing a Public Transport Season Ticket Trial for employees in the area. Although parking surveys have shown areas of Neepsend where parking implies early business start times (including on Hicks Street, parts of Neepsend Lane and Percy Street), there are 'commuters' who responded to the consultation travelling from Ecclesfield, Silkstone, High Green, Sothall, Handsworth, Rotherham, Waverley, Ecclesall, Middlewood and Chesterfield – some of which do already benefit from direct bus or tram services to the Kelham Island /Neepsend area.
- 4) Expanding the existing E-bike/E-cargo bike hire trial – with an aim of reducing the number of commuter and delivery vehicles parked in the area. Although not part of the TRO consultation, it is proposed to fund additional cycle parking in the area, as requested by 19 respondees to the consultation.

For this reason, officers are recommending a modified proposal that does not include the proposed pay and display/permit bays in Neepsend due to a desire to undertake additional work with businesses to see how the effects of the originally proposed scheme could be mitigated. Any further recommendations resulting from this additional work will be progressed via officer or Committee decisions as appropriate and per the requirements of the Council's constitution.

- 3.14.6 In order to mitigate the effects of the originally advertised scheme, it is proposed to promote a new TRO for additional restrictions on Douglas Road/Wallace Road (just outside current scheme boundary) to help reduce the effect (particularly on larger vehicles) of potential displaced parking.
- 3.14.7 Overall, 130 respondents said that the scheme would discourage them from living, working or visiting the area. However, 159 people said that they would continue to pay to park in the area should charges be introduced.
- 3.14.8 It should be noted that having a permit does not guarantee a parking space outside a business, but it should make it easier to find one. To make sure that this works fairly, the parking scheme will be enforced by uniformed Civil Enforcement Officers (CEOs), funded in part by the cost of a permit. The income from permits alone is unlikely to cover the enforcement costs of a scheme. The cost of enforcement is also met from pay and display and enforcement income.

- 3.15 Accessing permits (typically relating to 'Car Free' developments) or number of permits available
- 3.15.1 The Council has a number of policies which have the effect of managing parking demand. One mechanism to do this is by restricting access to parking permits for on street spaces from occupiers of new developments which are designated as car-free during the planning process and where the implications of that development are assessed to have an adverse impact on parking demand. It is one of a suite of measures which also have the effect of reducing car use and encourage travel by other means, including walking, cycling and public transport. This use of car free developments and their entitlement to permits was confirmed at the Transport, Regeneration and Climate Change Committee in December 2022.
- 3.15.2 New residents moving in should have been made aware of the designation of car/permit-free status (as detailed in the planning permission decision notice) through the conveyancing process if purchasing a property, or within the lease if renting. This would enable a more informed decision about whether they wish to move (or rent) a property where they would not be entitled to purchase a permit for on street parking. Many local responses suggested that this information had not been passed on to them, which is disappointing but the Council bears no responsibility for this failure to communicate car-free status. Other comments suggested that the value of their property could be reduced as a result of the scheme. Traffic authorities may restrict parking on highways pursuant to their duties and the consequence of that is that no-one has an unlimited right to park on a road in perpetuity where that right is incidental to its status as highway. A potential reduction in value owing to the possibility that on-street parking may become unavailable as a consequence of a traffic authority properly exercising its powers should be factored into decision making when purchasing property.
- 3.15.3 There were 131 (24% of objectors) respondents (117 through the Citizen space webpage and 14 email responses) that said the scheme would exacerbate existing parking problems - the assumption being due to the reduction in spaces where people will be able to park or removing their ability to parking on-street as they are not entitled to a permit. The responses were primarily from residents in 'car free' developments (51) but also a much smaller number from residents and businesses (8) highlighting the limited number of permits (initially one resident and two business) available to them. Allowing unlimited additional access to permits would cut across the Council's Transport and Clean Air Strategies.
- 3.15.4 Residents in 'car free' developments may be eligible for other types of parking permit (carer, visitor etc) in the usual way according to the relevant criteria.

3.15.5 Most of the development within Kelham Island isn't actually car free. The level of parking provision varies but is generally less than the maximum City council car parking guidelines. Some of the larger developments have 60% to 70% provision per unit (some more than 100%), but a few do have 0%. Although the 'Little Kelham' development (14/04300/FUL (CITU phase 1)) was included as 'car free' development in the consultation leaflet, it has subsequently been confirmed that residents in these properties will be able to purchase a permit as the original condition/directive has been formerly removed.

3.16 Fairness

3.16.1 There were 21 (4% of objectors) respondents (all through the Citizen space webpage) who said the scheme is unfair as it penalises residents who purchased properties on the basis of freely available on-street parking; and it's a tax on the hard-working poor – the need for those on low wages to potentially have to pay parking charges were mentioned several times, as was the lack of public transport alternatives and a Council being out of touch during a cost of living crisis; there is a general feeling among users that the majority of users (in Neepsend especially) live and work in the area rather than park to access town.

3.16.2 As mentioned previously, there was a significant number of respondees that commented that the proposed scheme would negatively impact residents and local businesses more than the targeted group (commuters).

3.16.3 In addition, as outlined in the previous responses above:

- The Kelham Island /Neepsend area has seen significant housing growth over the past decade, and this is expected to increase over the next 10 to 15 years. It is always better to plan for a parking issue proactively rather than reactively.
- New people moving in should have been made aware of the proposed restrictions through the conveyancing process; and
- In common with other highway authorities, the Council applies a fixed tariff that does not distinguish between a person's ability to afford the charges. For those that are entitled to purchase a permit, this is at a cost of around £0.71 per day.

3.16.4 Having regard to the Council's applicable duties, it is considered that the scheme is necessary and that it provides a proportionate means of achieving a legitimate aim.

3.16.5 The Council must take into account all relevant considerations; while this does include the impact on residents and businesses affected and their concerns should be weighed accordingly, there is a balance to be struck and the Committee should be aware that the relevant criteria for

the exercise of the Council's powers to deliver the scheme has been met.

3.17 Not being necessary

3.17.1 There were 15 (3% of objectors) respondents (14 through the Citizen space webpage and 1 email response) that said the scheme is unnecessary as there are currently no parking issues to resolve.

- Several people stated that spaces could be found if you were willing to drive around to search for one.
- 187 respondees told us that parking in the area was sufficient (including 55 from car free developments, 52 visitors and 38 businesses): but
- 160 respondees told us that parking in the area was insufficient (including 43 Kelham residents, 46 visitors and 23 businesses) with comments including: 'there are too many yellow lines already' - 'issues for visitor parking, especially during the day' and 'competition with commuters is an issue in Kelham'
- 55 visitors did say they have problems parking (six said there were no problems). Respondents could tick more than one box, with the main issues being in the afternoon (29 responses), weekday evening (30), morning (40) afternoon (99) and weekend evening (47).

3.17.2 There were also 6 (1% of objectors) respondents (all through the Citizen Space website) that said the scheme would overly reduce the number of spaces available. As outlined above in Section 2, the additional double yellow lines are designed to:

- Improve access through the area and loading and unloading opportunities for all vehicles (especially larger ones) by removing parking at or near junctions
- Improve conditions for sustainable travel modes
- Introduce double yellow line restrictions that enable the change of use of sections of roads in the area proposed through the HZN scheme.
- Move away from enabling pavement parking – including 'two wheels up', even in areas where walking demand is currently low
- Maintaining adequate carriageway widths for emergency service vehicles or where active travel routes are promoted.

3.18 Lack of safe and suitable alternatives

3.18.1 There were 10 (2% of objectors) respondents (all through the Citizen space website) that said there wasn't any safe or suitable alternatives to parking on-street in the proposed parking area. In addition, 12 respondees from car free developments highlighted that they often have to park some distance from their properties.

3.18.2 Streets will be safer because the proposed parking area designates where it's safe to park and where it's not, creating better visibility at junctions and making it easier to get across roads. There will be better access for emergency and utility vehicles and other larger vehicles (such as rubbish and recycling lorries, delivery or removals vans). However, the scope of the project does not currently include the provision of additional off-street parking areas, all of which are currently managed privately.

3.19 OTHER CONSULTEES

3.19.1 No response have been received from other consultees, including South Yorkshire Police, South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service, or South Yorkshire Passenger Transport Executive (now part of the Mayoral Combined Authority)

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Overall, the screening and assessment of equality impacts of the Kelham and Neepsend parking scheme is only likely to result in a minor negative equality impact for the Poverty and Financial Inclusion group. There are some positives for health, disability and pregnancy/maternity and carers too. Therefore, no additional mitigation measures are proposed.

4.2 Financial and Commercial Implications

4.2.1 The Outline Business case (OBC) for the Kelham Island and Neepsend parking scheme was approved in August 2019, but a revised OBC will need to be submitted once the scheme funding package is confirmed.

4.2.2 The implementation of the pay and display scheme in Kelham and 'loading and waiting' restrictions in Neepsend are currently expected to be funded using a capital grant (through the Local Area Neighbourhood Transport Complimentary programme – formerly Local Transport Plan) but options to include revenue contributions from the parking account will be explored in future, if necessary.

4.2.3 Any income assumptions are difficult to assess as there are many variables to consider including permit take up, how many permits will be used during the day (reducing pay and display spaces available) and willingness to pay new pay and display rates – both daytime and into the evening. Current assumptions are based on similar parking schemes on the edge of the City centre – but Neepsend in particular

has more business properties than residential, which is different to previous schemes.

4.2.4 Ongoing costs are variable depending on assumptions around how many pay and display machines are used in a scheme (there is an expectation that the use of phone/app payments will increase, but there is still a need to provide pay and display machines which need to be maintained and emptied) and the amount of dedicated enforcement resource funded as part of the scheme.

4.2.5 The cost of the pay and display scheme in Kelham and 'loading and waiting' restrictions in Neepsend full scheme is currently £539,581 broken down roughly as follows:

- £29,000 feasibility work – but covered the original scheme area;
- £84,000 TRO work, project management and support – covering the original scheme area;
- £1,000 commercial services;
- £27,000 detailed design;
- **£255,581 construction – including additional cycle parking;**
- £52,000 monitoring & surveys;
- Assumed £5,000 for public transport ticket scheme trial
- Assumed £15,000 for additional e-bikes and e-cargo bikes, should the demand be there and
- **£71,000 commuted sum for the scheme's future maintenance.**

4.2.6 Costs of around £120,000 (including feasibility, TRO work, project management and surveys) have been funded to date, through the Local Area Neighbourhood Transport Complimentary programme.

4.2.7 There is already an allocation of £150,000 approved with the Local Area Neighbourhood Transport Complimentary programme to contribute towards the Kelham Island/Neepsend and Park Hill schemes, should they be approved. It is assumed £140,000 will be able used to fund the Kelham Island /Neepsend scheme. This will need to be increased by around £170,000 to underwrite the funding of the proposed scheme in full. If the Committee support this principle, a recommendation will be made to Finance Committee through the Council's capital approval process.

4.2.8 Based on around 180 bays, annual income could be around £82,000 across the three income areas (pay and display, enforcement and permits). Annual costs would be around £51,000 if the scheme was enforced by just one additional full time equivalent civil enforcement officer.

4.3 Legal Implications

- 4.3.1 The Council has the power to make Traffic Regulation Orders (TRO) under section 1 of the Road Traffic Regulation Act 1984 ('the 1984 Act') which include any provision prohibiting, restricting or regulating the use of a road, or any part of the width of a road, by vehicular traffic of any class specified in the order. This includes prohibiting or restricting the waiting of vehicles so as to implement a scheme for parking as set out in this report.
- 4.3.2 A TRO may be made where it appears expedient to the Council to do so for the reasons set out in section 1 of the 1984 Act - this includes the avoidance of danger to people or traffic, for facilitating the passage on the road or any other road of any class of traffic (including pedestrians), preserving or improving the amenities of the area through which the road runs and for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality). The proposal in this report is considered to align with these purposes.
- 4.3.3 Part IV of the 1984 Act gives the Local Authority powers to designate parking places on a highway by order and make such provision as may appear to that authority to be necessary or expedient for regulating or restricting the use of any parking place designated by order, including via permit. These powers are proposed to be used accordingly.
- 4.3.4 Before the Council can make a traffic order, it must consult with relevant bodies and publish notice of its intention in a local newspaper in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 as well as take such steps as it considers appropriate for ensuring that adequate publicity is given to the proposed order. This includes the display of notices on street. The Council has complied with these requirements.
- 4.3.5 The Council is required to consider all duly made objections received and not withdrawn before it can proceed with making an order. Those objections are summarised and presented for consideration in this report. A full list of the objections is also appended to this report. The Council may modify an order, whether in consequence of any objections or otherwise, before it is made. The modifications described within this report are not considered to be substantial changes in the proposed order for which the Council considers it appropriate to take additional steps so as to inform those persons likely to be affected by the modifications; no new restrictions are proposed as a result of the modifications. Rather, the intended size of the initial scheme has been reduced. It is proposed to make the local community aware of these changes.
- 4.3.6 In deciding whether to make a TRO, the Council must have regard to its duty under section 122 of the 1984 Act to secure the expeditious,

convenient and safe movement of vehicular and other traffic (including pedestrians) as well as the provision of suitable and adequate parking facilities on and off the highway, so far as practicable while having regard to the matters specified below:

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy)
- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the Council to be relevant.

- 4.3.7 The proposal detailed in this report is considered to align with the objectives of the aforementioned duty.
- 4.3.8 The Council is under a further duty contained in section 16 of the Traffic Management Act 2004 to manage their road network with a view to securing the expeditious movement of traffic on the authority's road network, so far as may be reasonably practicable while having regard to their other obligations, policies and objectives. This is called the network management duty and includes any actions the Council may take in performing that duty which contribute for securing the more efficient use of their road network or for the avoidance, elimination or reduction of road congestion (or other disruption to the movement of traffic) on their road network. It may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in its road network. The proposals described in this report are considered to fulfil that duty.
- 4.3.9 Section 55 of the Road Traffic Regulation Act 1984 ("the Act") requires that the Local Authority keep an account of their income and expenditure in respect of designated parking places. This includes 'pay and display' income. The ring-fenced account is referred to as the Specialist Parking Account. Section 55(4) of the Act sets out the purposes for which any surplus income in respect of designated parking places can be used. These purposes include:
- Provision and maintenance of off-street parking
 - Meeting costs incurred in the provision or operation of public transport
 - Highway and road improvements and maintenance
 - Reducing environmental pollution
 - Improvement and maintenance of public open space

- Provision of outdoor recreational facilities open to the public without charge

All these functions are carried out by a combination of the Council's service areas, which includes Strategic Transport, Sustainability and Infrastructure, Streetscene Services and the Highways Maintenance. Any surplus in income in respect of designated parking places is currently utilised in accordance with Section 55(4) of the Act to underpin the activities of these service areas.

4.4 Climate Implications

4.4.1 The climate impact assessment has considered how the proposed measures impact on climate change.

4.4.2 The Council declared a Climate Emergency in February 2019 and through its 10-Point Plan for climate action is committed to being carbon neutral by 2030. The Kelham Island and Neepsend parking scheme helps us to achieve this commitment, by:

- Reducing the number of vehicles travelling to Kelham Island and Neepsend to park and commute;
- Improving conditions for sustainable travel modes, encouraging commuters to consider more sustainable travel options for their daily journeys, especially for shorter journeys;
- Improve conditions for local businesses residents by improving the likelihood of convenient parking spaces for residents, business and visitors and giving them a greater level of priority where appropriate through issuing permits;
- Improve access through the area and loading and unloading opportunities for all vehicles (especially larger ones) by removing parking at or near junctions; and
- Reducing the number of vehicles travelling to Kelham Island and Neepsend to park and commute

4.4.3 Transport is a major contributor to CO2 emissions in Sheffield and parking schemes are a small but important aspect of how we can help to make our roads safer and less congested while improving air quality.

4.4.4 The potential for reduced emissions will contribute to the overall resilience to climate change.

4.5 Other Implications

4.5.1 There will be an expectation from residents and businesses that it will be easier for them to park near their homes and businesses. However, there is a risk that this will not happen which could lead to complaints or reduced service satisfaction levels.

- 4.5.2 Implementing permit/pay and display parking in Kelham Island in advance of permit/pay and display parking in Neepsend – as well as reducing the number of parking spaces in Neepsend - will increase parking pressure in Neepsend as those who aren't entitled to a permit (or don't want to pay the daily pay and display charge in Kelham Island) will look to park in the nearest available free, all day, parking spaces which will be in Neepsend. This will need to be monitored.
- 4.5.3 The introduction of the parking scheme goes against the feedback received through the TRO consultation as there is substantial public opposition to the change.
- 4.5.4 The implementation of double yellow lines in an area that is already parked up will be difficult. Although our contractor would visit sites on different days/times of days it is still expected that sections where lines are proposed will be parked up. It is therefore proposed, if required, to use a Temporary Traffic Regulation Order (TTRO) - to include tow away powers - to enable the construction of any approved scheme. This will enable the ticketing (and removal/tow away if required) of any vehicles parked in contravention of the temporary restrictions required so as to enable the carrying out of works. TTROs are made on the basis of officer decisions – the Committee is asked to note that they are merely being advised of their use, if necessary, should the scheme be approved.
- 4.5.5 Surveys to monitor the impact of the parking scheme will be carried out once the scheme has been in place for several months. If the scheme is not meeting its objectives, and subject to the availability of funding, additional measures will be considered to improve the schemes outcomes.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Consideration was given to limited waiting, without charging (e.g. 4 hours, no return within 2 hours), with permits considered where appropriate. However, this was discounted for the following reasons:
- Enforcement of the restrictions are more resource intensive and time consuming;
 - Puts pressure on existing enforcement resources as limited extra income through enforcement may not cover additional costs;
 - Lack of consistency of approach with other areas of the City;
 - Residents and businesses could feel that they are being charged to park in the area where visitors (and potentially commuters) may not; and
 - There is anecdotal evidence from schemes around the City that suggest that people may move their vehicles part way through the day to avoid the 4-hour restrictions.

5.2 Consideration was given to implementation of the whole scheme as initially advertised. However, this was discounted for the following reasons:

- Doesn't take account of the differential parking demands and needs between Kelham Island and Neepsend
- Following the initial consultation, it is planned to undertake additional work with businesses in Neepsend to see how the effects of the original scheme could be mitigated

5.3 Consideration was given to cheaper all day parking tariffs. However, this was discounted for the following reasons:

- Demand must properly be managed through the setting of appropriate tariffs. Otherwise, parking capacity for local businesses, residents and visitors could at times be inadequate
- Cheaper tariffs could also increase the occurrence of traffic circulating searching for car parking spaces, leading to increased traffic movements.
- Lack of integration with local and regional strategies.

6. REASONS FOR RECOMMENDATIONS

6.1 The proposed Kelham Island and Neepsend parking scheme should:

- Improve conditions for local businesses residents by ensuring the availability of convenient parking spaces for residents, business and visitors and giving them a greater level of priority where appropriate through issuing permits;
- Improve access through the area and loading and unloading opportunities for all vehicles (especially larger ones) by removing parking at or near junctions; and
- Improve conditions for sustainable travel modes – the Kelham Island/Neepsend parking scheme includes restrictions that enable improved facilities for walking and cycling, as well as ensuring that public transport is not impeded by inappropriate parking.
- Following the initial consultation, not implement the pay and display element in Neepsend at this time due to a plan to undertake additional work with businesses in Neepsend to see how the effects of the original scheme could be mitigated.

6.2 It is therefore recommended that Committee:

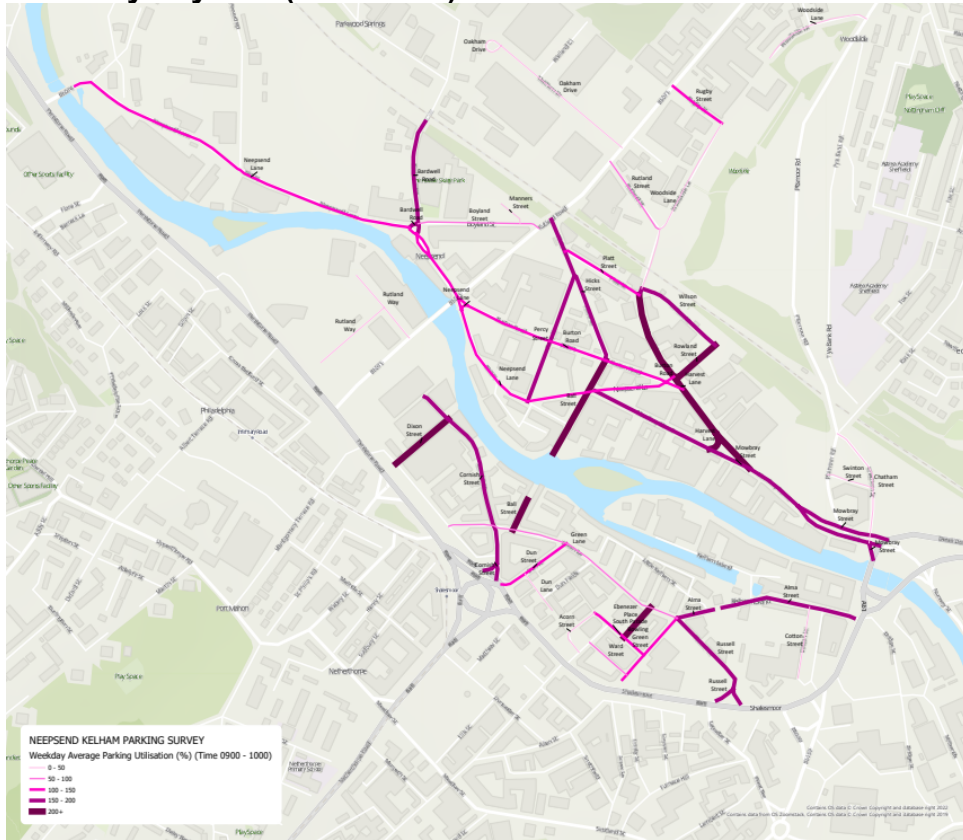
- Consider the objections to the proposed Traffic Regulation Orders associated with the Kelham Island parking scheme and 'loading and waiting' restrictions in Neepsend;

- Having regard to those objections, approve the making of the amended Traffic Regulation Order, in accordance with the Road Traffic Regulation Act 1984;
- Note that all respondents will then be informed accordingly;
- Note that the use of a Temporary Traffic Regulation Order made pursuant to an officer decision will help manage the implementation of the scheme, using 'tow away' powers if necessary; and
- Note that there will be additional engagement with businesses within the Neepsend area to see how the effects of the originally proposed permit scheme could be reduced

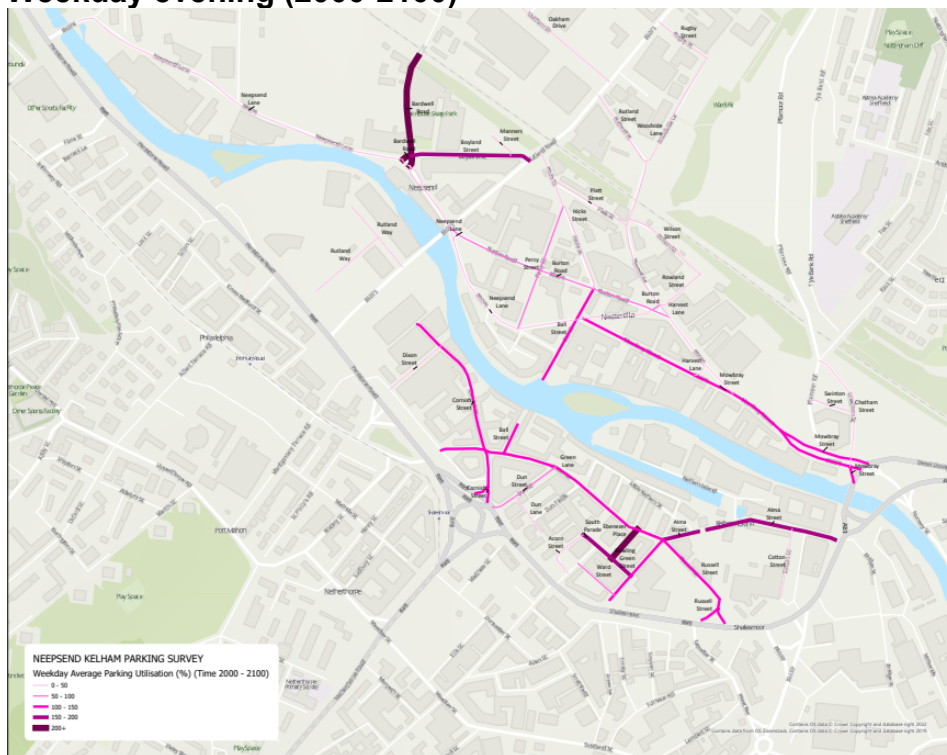
Appendix A: Kelham Island and Neepsend parking zone plan and consultation leaflet (Separate document)

Appendix B: Sample parking demand maps. The plans show the results of the parking survey as a percentage of new spaces available. Higher demand is shown by thicker, darker lines.

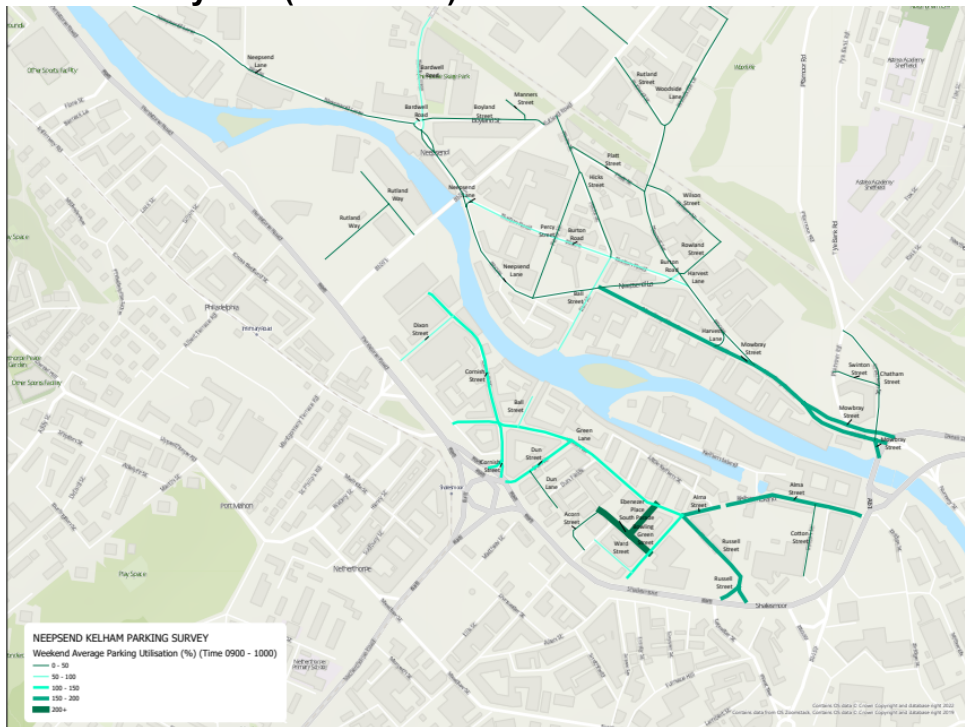
Weekday daytime (0900-1000)



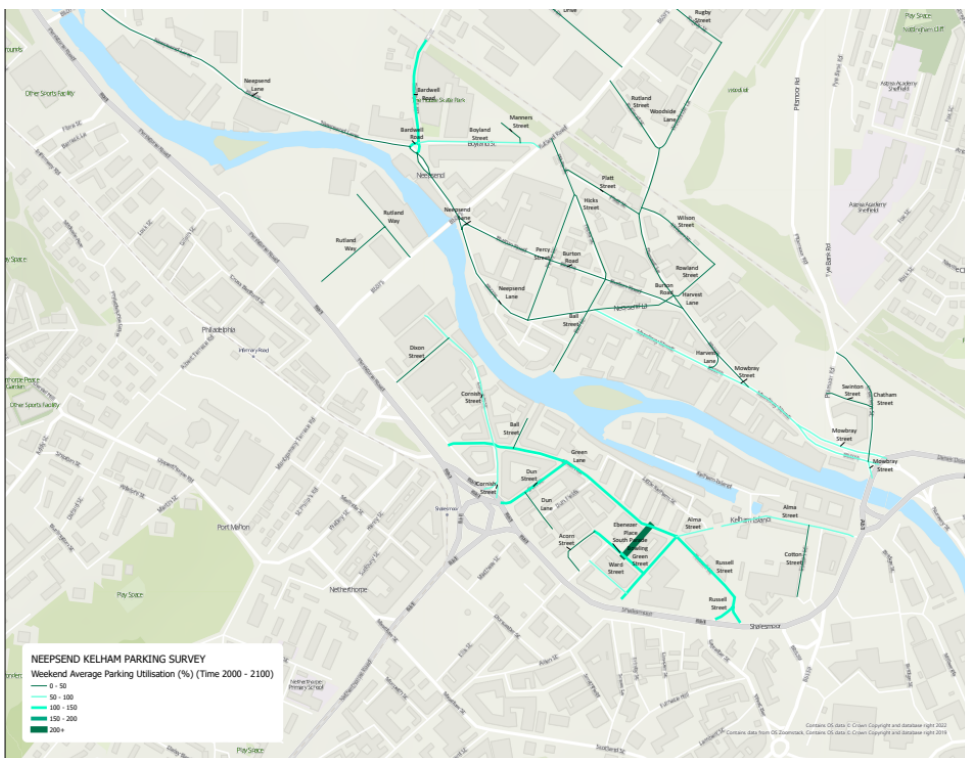
Weekday evening (2000-2100)



Weekend daytime (0900-1000)



Weekend evening (2000-2100)



Appendix C: Kelham.Neepsend residents and business feedback report (separate document)

Appendix D: Objections received from Citizen Space survey (Separate document)

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