



## 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:** *11<sup>th</sup> December 2023*

**Subject:** *Kelham/Neepsend parking scheme update – results of additional engagement with businesses in Neepsend*

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 (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

### Purpose of Report:

The first phase of the Kelham/Neepsend parking scheme was approved in July 2023. The approved proposal included a recommendation to undertake further engagement with businesses in Neepsend to see if there could be changes to the proposed Traffic Regulation Order (TRO) to mitigate the effect of it. The proposed TRO was therefore made only in part, with the pay and display/permit scheme for Neepsend not included.

This report considers the results of extra parking surveys and the outcome of the additional engagement with businesses in Neepsend. It includes a recommendation on how to progress with a parking scheme in Neepsend by making a TRO to implement the remainder of the original proposal, albeit with modifications. It will not re-consider decisions already made at the July 2023 committee meeting regarding the implementation of a parking scheme in Kelham Island and ‘no waiting’ restrictions in Neepsend; those are considered to have been approved in July 2023.

**Recommendations:**

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

- Having considered the objections included in Appendix A, decide to make the Traffic Regulation Order (as amended) in accordance with the Road Traffic Regulation Act 1984.
- Approve a more flexible approach to the number of permits issued to business during the implementation of the proposed pay and display/permit parking scheme in Neepsend, operating Monday to Friday (0900-1500) in bays on Boyland Street, Bardwell Road and Neepsend Lane (between Rutland Road and Bardwell Road) and operating Monday to Sunday (0900-1500) in bays in all other areas of Neepsend.
- 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 need to monitor the effects of the scheme and the potential for advertising a further Traffic Regulation Order should the effect of displaced parking lead to one needing to being promoted;
- Note that the recommendations being implemented are subject to funding being confirmed.

**Background Papers:**

**Appendix A:** Traffic Regulation Order consultation responses from the July 2023 report that covered the whole Kelham Island and Neepsend scheme

**Appendix B:** Neepsend business engagement leaflet

**Appendix C:** Neepsend parking scheme business engagement report

**Appendix D:** Sample parking demand maps (2018 and 2023)

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: Damian Watkinson/Holly Nicholl
		Legal: Richard Cannon
		Equalities & Consultation: Ed Sexton

		Climate: Laura Ellendale
	<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	<b>SLB member who approved submission:</b>	<i>Kate Martin</i>
3	<b>Committee Chair consulted:</b>	<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.	
	<b>Lead Officer Name:</b> <i>David Whitley</i>	<b>Job Title:</b> <i>Transport Schemes Manager</i>
	<b>Date:</b> 11 <sup>th</sup> December 2023	

## 1. PROPOSAL

- 1.1 In July 2023, the Transport, Regeneration and Climate Policy Committee resolved unanimously to approve the making of a Traffic Regulation Order (TRO) so as to:
- implement a pay and display parking scheme in Kelham Island;
  - implement 'no loading and no waiting' restrictions within Kelham Island and Neepsend; and
  - undertake additional engagement within the Neepsend area to see how the effects of a proposed pay and display/permit scheme could be reduced.
- 1.2 The committee also resolved to undertake additional engagement within the Neepsend area to see how the effects of a proposed pay and display/permit scheme could be reduced.
- 1.3 Although the committee had approved the implementation of some aspects of the Kelham Island and Neepsend parking scheme, a TRO was made only in part so as to bring the approved aspects of the proposal into effect.
- 1.4 The decision whether to make of a separate, additional TRO dealing with the proposed pay and display/permit scheme for the Neepsend area was deferred until the additional engagement had been carried out. This report details the outcome of that engagement and proposes the making of a TRO with the pay and display/permit scheme included.
- 1.5 The engagement outcome is being reported to the committee in a similar context to that which existed when the larger Kelham/Neepsend scheme proposal was reported in July 2023; there remains a high demand on the available parking spaces in many areas of the city.
- 1.6 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.
- 1.7 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.

- 1.8 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.
- 1.9 As described in paragraph 1.1, the pay and display/permit scheme in Kelham Island was approved in July 2023, as were the 'no waiting at any time' (double yellow line) restrictions within Neepsend. Although there was an expectation that there would still be a parking scheme implemented in Neepsend, there was a recommendation within the report that additional engagement with businesses was undertaken to see how the effect of the introduction of a parking scheme that was proposed to operate seven days a week between the hours of 8.00am and 8.30pm in Neepsend could be mitigated.
- 1.10 In addition,
- P&D tariffs were advertised at a cost of £6.50 for a full day. However,
  - Twenty minutes free parking was 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
- 1.11 This report focusses on the response to the additional engagement with businesses in Neepsend, and is in addition to the report approved in July 2023. However, although the strategic case (as set out in Section Two of the July 2023 report) is relevant to this report, it will not be repeated in full here.
- 1.12 **Appendix A** includes the details of the Council responses to themes from the original Traffic Regulation Order consultation. This is repeated here as any decision to implement a pay and display/permit scheme in Neepsend has to be based on this report and all of the relevant representations must be included.
- 1.13 In total, the parking capacity in Neepsend will be reduced from around 510 spaces (although while surveys showed more people were parked in the area, some were parking on/near junctions or on the footway) to around 300. 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 oft conflicting needs of these different user groups.

## **2. HOW DOES THIS DECISION CONTRIBUTE?**

2.1 The proposed 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 better management of kerb space

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 they are available in convenient locations that drivers will be able to access.

2.3 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'*. The Sheffield Strategic Vision document (March 2022) highlights 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 future changes in advance of the development starting. However, has led to feedback that there is not a *current* parking problem

2.4 Section Three covers the recent engagement with Neepsend businesses in more detail, with the headlines from the recent Parking Surveys in Neepsend being covered too.

## **3. HAS THERE BEEN ANY CONSULTATION?**

3.1 The Council carried out additional engagement with businesses in Neepsend on a number of potential options for changes to the original scheme including:

- Operating the parking scheme on days where surveys show demand is the highest, which could be on fewer days than the original proposal
- The Council providing more flexibility in the number of permits businesses can apply for.

- Reducing the number of hours the parking restrictions are active. For example, 1000-1600. Parking would still cost £1.30 per hour or £6.50 all day.

3.2 A two-week consultation was held on these proposals between 26 October 2023 and 12 November 2023. Within this period, a leaflet notifying businesses of the consultation were distributed to around 160 addresses, while residents in the wider Kelham and Neepsend area were informed about the extra engagement with businesses. The leaflet included a link (and a QR code) for an online 'Typeform' survey. A copy of the leaflet is included as **Appendix B**.

3.3 Direct engagement with seven larger businesses through face-to-face or online meetings took place during the week commencing Monday 23 October 2023 too. Larger businesses are defined as those with more than 25 employees.

### **Consultation response**

3.4 23 Neepsend businesses responded to the online survey (two also had a face-to-face meeting). Five other face-to-face meetings were held. Out of these 28 responses, 21 were from 'manufacturing' companies, five 'leisure' and two 'office based'. All respondents to the survey from Neepsend businesses identified themselves as 'Owners/Managers'. We received additional emails from nine businesses in Neepsend during the consultation period, two contacted us through the Freephone line.

3.5 For the purpose of this survey, the following definitions have been used:

- **Manufacturing Business:** enterprises engaged in the production of goods through the use of labour, machines, and processing. These businesses tend to operate on weekdays, with some businesses also operating on weekends. A number of business operated from 0600.
- **Leisure Business:** centred around providing recreational and entertainment activities within the area. These businesses within Neepsend tend to operate extended business hours with their main operational needs being during the weekend.
- **Office-based business:** These businesses operate on regular business hours during weekdays.

3.6 Ten businesses had four or less employees, while four had five to nine, 10 to 19 and eight had 20-29. One identified as having over 50.

3.7 Key points raised from the emails received included:

- Many businesses shared their view that two permits are not sufficient to allow for operation of their business.
- Some respondents expressed concern regarding the cost implications of the parking scheme. They tended to comment that either pay and display parking or permit parking will incur additional costs which will negatively impact their business operation. This is in line with the feedback received when the TRO was originally proposed. This feedback is included in Appendix A.
- Some businesses asked questions about the transferability of parking permits, requesting pool parking permits. (This is something that the Council does offer)
- One business expressed general opposition, commenting that the proposed changes will inconvenience their business operation.

3.8 *Which measures which could help to reduce some of the potential effects of the parking scheme on Neepsend businesses?*

The on-line survey ask respondents to rank options in the following order (1 is most preferred, 3 is least preferred). It is important to note that the ranking of these responses provided represents average trends and there was variability in the way that respondents answered questions.

1. Operate the parking scheme on days where surveys show demand is the highest, which could be on fewer days than the current proposal, for example, Monday to Friday only. **(Average ranking 1.44)**
2. Sheffield City Council provides flexibility in the number of permits businesses can apply for. **(Average ranking 2)**
3. Reduce the number of hours the parking restrictions are active. For example, 10am-4pm. Parking would still cost £1.30 per hour or £6.50 all day. **(Average ranking 2.22)**

Manufacturing and leisure businesses provided the same ranking to this question. Access to permits was the highest priority for both the office-based and larger businesses.

3.9 *If parking restrictions were put in place, which hours of scheme operation would work best for your business?*

Respondents to this question, tended to rank the options in the following order (1 is most preferred, 6 is least preferred).

*An average response of all respondents is provided below:*

1. 09:00 – 15:00 **(Average ranking 2.55)**
2. 14:30 – 20:30 **(Average ranking 2.65)**



3. 11.00 – 17.00 (**Average ranking 2.65**)
4. No reduction in the number of hours (**Average ranking 3.0**)
5. 08.00 – 18:30 (**Average ranking 3.05**)
6. 10.00 – 16.00 (**Average ranking 3.15**)

3.10 Although Manufacturing (and leisure based) companies ranked 09.00 – 15.00 first, it was only ranked second for office businesses, who preferred 08.00 – 18.30.

3.11 When it came to '*days of the week a scheme should operate*' manufacturing (and office based) businesses preferred weekends only, leisure-based businesses weekdays only.

3.12 A report on the feedback from the additional business engagement is included as **Appendix C**. However, section 3.8 highlights that a scheme based on parking demand was ranked highest in the business survey. The next section looks at the sample parking surveys in more detail.

### 3.13 **Parking demand Surveys**

Parking Surveys were initially 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. The following provides some 'headlines' in Neepsend based on the late 2018 data:

- 516 spaces 'before'/ 302 'after' – with sample weekday usage of around 500 parked each weekday – although not all in appropriate places. This means the scheme could leave an uncatered demand of around 210 vehicles.
- Sample weekend demand (1400 on a Saturday) is around 95% of the *new* number of parking spaces that will be available.
- Sample weekend demand (1400 on a Sunday) is around 85% of the *new* number of parking spaces that will be available.
- The majority of weekday overnight parking takes place in the mainly residential areas of Neepsend, specifically on Neepsend Lane and Mowbray Street.
- There is more evening and weekend than weekday parking on Boyland Street and Bardwell Road – due to the nature of businesses in the area.

3.14 Parking Surveys were then repeated on one midweek and two weekend afternoon/evenings in June 2023. There will be some seasonal differences between the two separate survey months, but the following provides some 'headlines':

- 516 spaces 'before'/ 302 'after' – with sample weekday daytime usage of over 360 parked each weekday (at 1400), a reduction

since 2018, but still around more than the reduced number of spaces planned in the Neepsend scheme. Areas where parking demand was observed to be significantly lower in 2023 than in 2018 included Percy Street, Hicks Street and Wilson Street but there were significant increases on Platt Street and Harvest Lane.

- Weekday evening demand reduces after 1600, apart from on Boyland Street and Bardwell Road. This is likely due to the 'leisure' nature of the destinations on these streets. These streets are on the edge of the scheme so there will still be some single yellow lines (on Neepsend Lane, between Bardwell Road and Hillfoot Bridge) near these roads where parking is allowed in the evenings (after 1830) and at weekends. In order to encourage maximum use of the parking bays within the scheme (as opposed to on the single yellow lines on Neepsend Lane) it would be prudent to operate a scheme on Boyland Street and Bardwell Road just on Monday to Fridays – the same days as the yellow line restrictions. Parking is currently possible on both sides of Neepsend Lane, which is around 7.5m wide in this area. 7.5m is wide enough for a 2m parking bay and still having room for a larger vehicle to pass a smaller vehicle at slower speeds. It is recommended that ongoing monitoring is undertaken on this section of Neepsend Lane to see if additional parking affects the traffic flow on the road. If so, it is recommended that a further Traffic Regulation Order is promoted to implement further restrictions on one side of Neepsend Lane. The length of the restriction would be determined by traffic surveys, observations and road widths in the area.
- Saturday weekend demand (1400) is around 100% of the *new* number of parking spaces that will be available. Parking demand has increased slightly since 2018, although again much higher on Boyland Street and Bardwell Road than others. As discussed above, parking on single yellow lines is available near these roads – just outside the scheme boundary – at a weekend. Parking demand levels on the survey dates are similar throughout the survey period, which was from 1400 to 2000.
- Sunday weekend demand (1400) is around 70% of the *new* number of parking spaces that will be available. Based on existing demand, there could be parking capacity within a new scheme. Parking demand on a Sunday has reduced slightly on survey dates – by around 30 vehicles - since 2018. Parking demand levels on the survey date fell by around 30% between 1400 and 2000.

3.15 The parking survey data highlights that current demand suggests merit in implementing a pay and display/permit scheme as a demand management tool across most of Neepsend on Mondays to Saturdays,

especially between 0900-1500. Current parking demand is lower on Sunday, but this does not take account any potential parking 'displaced' from Kelham, including by residents in 'car free' developments who won't be able to buy a permit. Coupled with helping to manage regular weekend events in the area, it is recommended to still implement a scheme on Sunday between 0900-1500 and review the days and hours of operation within the scheme after 12 months. It is not proposed to change the pay and display tariff on Sundays which was advertised at a maximum of £2 all day.

- 3.16 The exception to the above analysis is Boyland Street, Bardwell Road and the section of Neepsend Lane between Rutland Road and Bardwell Road where the recommendation would be to operate restrictions in bays on a Monday to Friday, 0900-1500. This would mean that bays would be available to use, free of charge, at times of peak demand – thus reducing the number of vehicles likely to park on Neepsend Lane (between Rutland Road and Hillfoot Bridge).
- 3.17 The results of the 2018 and 2023 parking surveys (shown by sample days and times) are shown in map format in **Appendix D**. The weekend maps show an average of Saturday and Sunday, with Saturday being the busier day.
- 3.18 Parking surveys would need to be undertaken regularly during the first few months of scheme operation to understand the effect of the changes that the scheme leads too, including parking displacement over a much larger area than the scheme boundary.
- 3.19 **Flexibility in permit allocations**
- 3.20 Flexibility in accessing permits was mentioned on a number of occasions during the face-to-face conversations, so with larger organisations. The requests came from businesses on the basis that a number start work at 0600 – when public transport options are more limited, but also a concern about the ability to retain skilled staff. The maximum number requested was 20 'pool' permits, which could be managed by a small number of businesses and used by different users throughout the day. The aspiration would be to reduce the number of permits issued in future years.
- 3.21 The effect of providing a greater level of priority to businesses through permits could be that the number of spaces available for visitors would be reduced. This would need to be monitored, primarily through correspondence during the first few weeks and months of the schemes operation. Historically, parking schemes could include a small number of 'short stay pay and display only' bays (where permits can't be used) to help improve access to parking spaces for visitors. However, this

approach is not in line with the current parking strategy, which promotes schemes with a standard parking bay type of shared use permit/pay and display.

#### **4. Other Implications**

##### **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 'Age' (based on the likely number of young professionals in the area) and 'Poverty and Financial Inclusion' groups. Although no additional mitigation measures are proposed, the effect on 'Cohesion' will be monitored through monitoring of correspondence during the schemes operation and will be backed up by parking surveys too. This may lead to proposed changes to the scheme in the future.

##### **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 2023, but a revised OBC will need to be submitted once the scheme funding package for the Neepsend element 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 The additional cost of implementing the Neepsend pay and display/permit scheme is also currently expected to be funded using the same capital grant (the Local Area Neighbourhood Transport Complimentary programme – formerly Local Transport Plan).
- 4.2.4 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.
- 4.2.5 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.

- 4.2.6 The cost of the pay and display scheme in Kelham and 'loading and waiting' restrictions in Neepsend full scheme was approved at £539,581. The *additional* cost of the Neepsend scheme is broken down roughly as follows:
- £202,000 construction
  - £30,000 monitoring & surveys;
  - £30,000 commuted sum for the scheme's future maintenance.
  - £8,000 additional communications in Neepsend
  - £9,000 additional detailed design in Neepsend
  - £279,000 total
- 4.2.7 If the Committee support approve the scheme, a recommend budget variation will be made to Finance Committee through the Council's capital approval process.
- 4.2.8 Based on around 470 bays across the Kelham and Neepsend area (with only 15% available for P&D per work day in Neepsend to reflect the request for greater flexibility in permit availability from the additional engagement with businesses in Neepsend), annual income could be around £170,000 across the three income areas (pay and display, enforcement and permits) for a scheme that operates Monday to Saturday. Annual costs would be around £112,000 if the scheme was enforced by just two additional full time equivalent civil enforcement officers.
- 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 ("the 1996 Regulations") 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 in respect of the original proposal for the TRO. This took place prior to the decision reached by the Transport, Regeneration and Climate Policy Committee in July 2023.
- 4.3.5 The proposal described in this report relates to the remaining aspects of a proposed TRO which was made only in part. Regulation 19 of the 1996 Regulations states that the Council may choose to make an order only in part, and deal with the remaining aspects of the original proposal by deferring a decision on them. This is what the Council chose to do in July 2023.
- 4.3.6 The Council may then later reach a decision in respect of the remaining part and make an order to bring it into effect. This is the proposal included in this report. However, there are also modifications to the remaining part recommended.
- 4.3.7 These modifications appear to the Council to be 'substantial changes' for the purposes of regulation 14 to the 1996 Regulations. This means that the Council must take such steps as appear appropriate so as to inform the persons likely to be affected by the modifications and to give them an opportunity to make representations. The Council has carried out these additional steps in respect of the proposal detailed in this report, as described in section 3 ('Consultation').
- 4.3.8 The Council must ensure that any representations received in response to the additional steps above are duly considered by the Council. The representations are summarised and presented for consideration in this report. A full list of the objections is also appended to this report.
- 4.3.9 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.

- 4.3.10 The proposal detailed in this report is considered to align with the objectives of the aforementioned duty.
- 4.3.11 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.
- 4.3.12 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
- 4.3.13 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 Although the proposal described in this report concerns the pay and display/permit scheme in Neepsend, it is part of a larger scheme (the Kelham Island and Neepsend parking scheme) which has already been partially approved and implemented. Consequently the making of the TRO recommended in this report will share the broader implications set out below, in addition to those which are specific to the Neepsend pay and display/permit scheme.



- 4.5.2 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.
- 4.5.3 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. The aspiration is to implement both parts of the scheme at the same time, but this may not be feasible as elements of the Neepsend scheme will need to be implemented in parallel with the Housing Zone North scheme.
- 4.5.4 The introduction of the parking scheme goes against the feedback received through the TRO consultation as there is substantial public opposition to the change.
- 4.5.5 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.
- 4.5.6 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, or has a negative impact on safety of roads on the periphery of the scheme, 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 as it doesn't take account of the additional business engagement and revised parking surveys Neepsend.

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 Neepsend parking scheme should:

- Improve conditions for local businesses 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;

It is therefore recommended that Committee:

- Having considered the objections included in Appendix A, decide to make the Traffic Regulation Order (as amended) in accordance with the Road Traffic Regulation Act 1984.
- Approve a more flexible approach to the number of permits issued to business during the implementation of the proposed pay and display/permit parking scheme in Neepsend, operating Monday to Friday (0900-1500) in bays on Boyland Street, Bardwell Road and Neepsend Lane (between Rutland Road and Bardwell Road) and operating Monday to Sunday (0900-1500) in bays in all other areas of Neepsend.
- 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 need to monitor the effects of the scheme and the potential for advertising a further Traffic Regulation Order should the effect of displaced parking lead to one needing to be promoted;

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

## **Appendix A: Traffic Regulation Order consultation responses from the July 2023 report that covered the whole Kelham Island and Neepsend scheme**

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.

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.

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.

### Accessing permits (typically relating to 'Car Free' developments) or number of permits available

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.

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.

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.

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.

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.

### Fairness

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.

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).

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.

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.

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.

#### Not being necessary

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).

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.

#### Lack of safe and suitable alternatives

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.

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.

#### OTHER CONSULTEES

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)

## **Appendix B: Neepsend business engagement leaflet**

See separate document

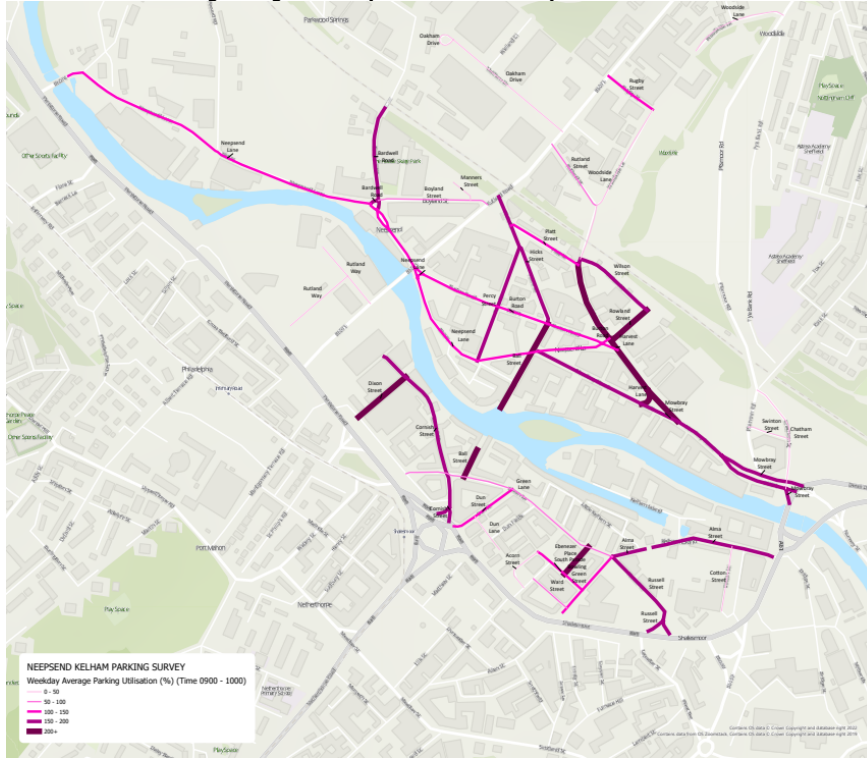
## **Appendix C: Neepsend parking scheme business engagement report**

See separate document



**Appendix D: 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.

**2018 Weekday daytime (09:00-10:00)**

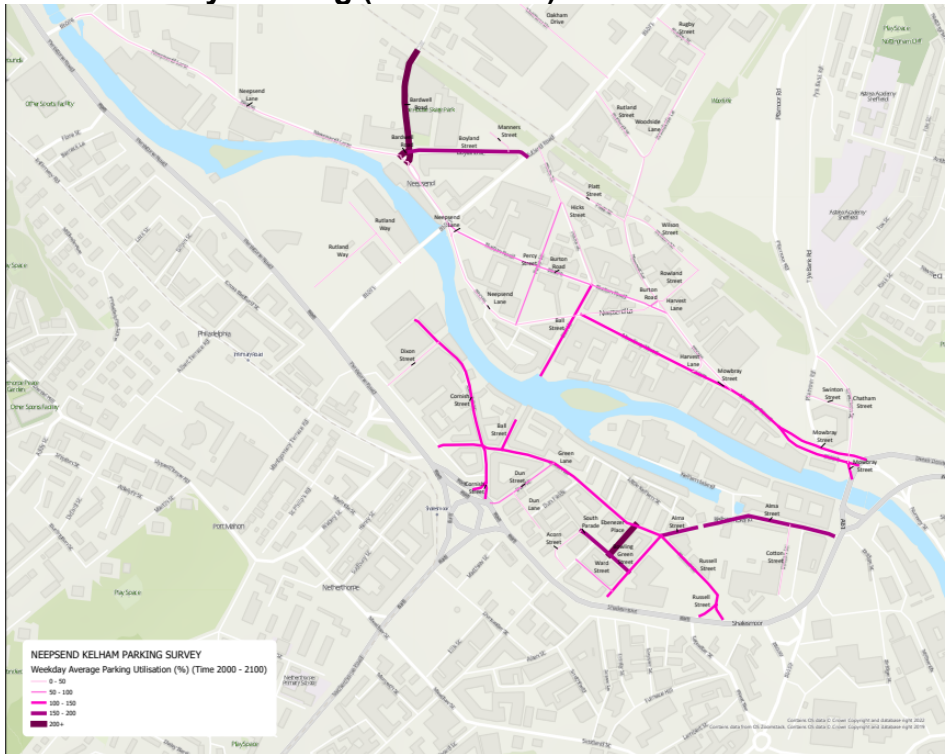


**2023 Weekday daytime (14:00-15:00)**

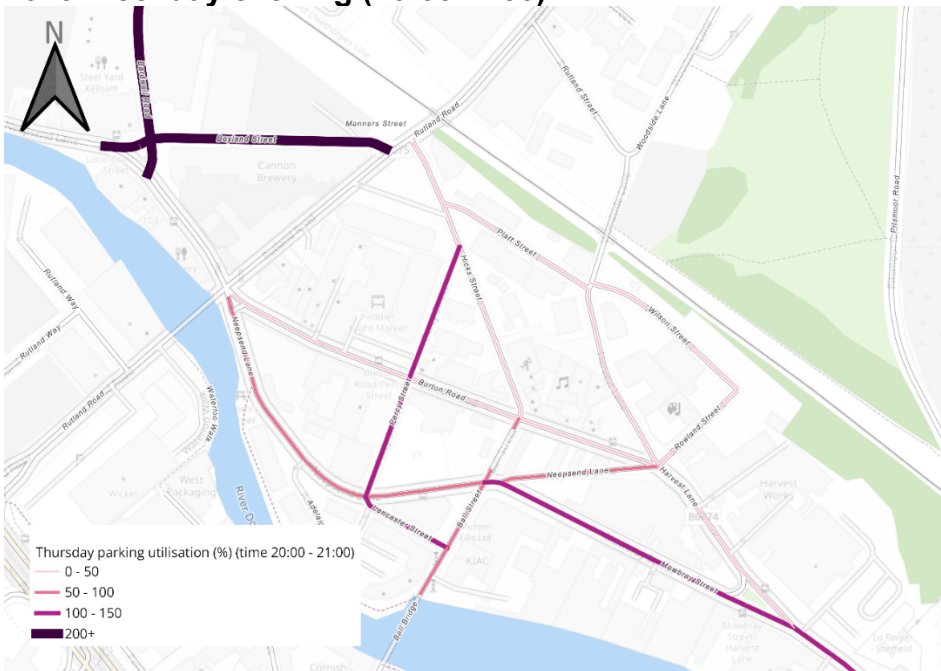


Surveys showed that the difference between the two time periods was that the morning period was around 5%-10% busier (CONFIRM)

**2018 Weekday evening (20:00-21:00)**

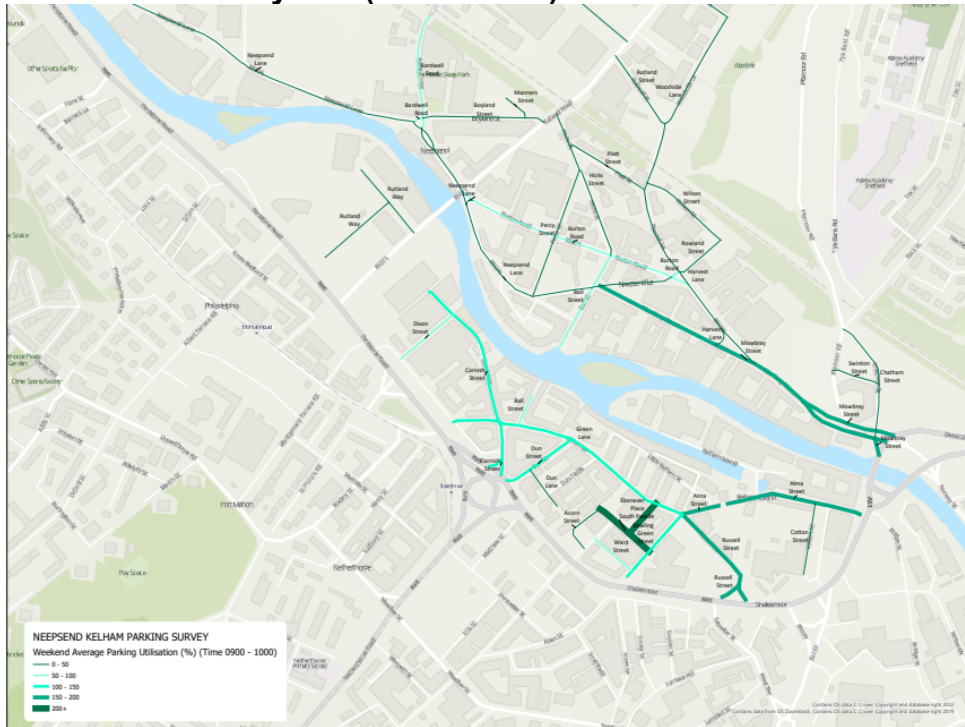


**2023 Weekday evening (20:00-21:00)**



# Weekend average

## 2018 Weekend daytime (09:00-10:00)

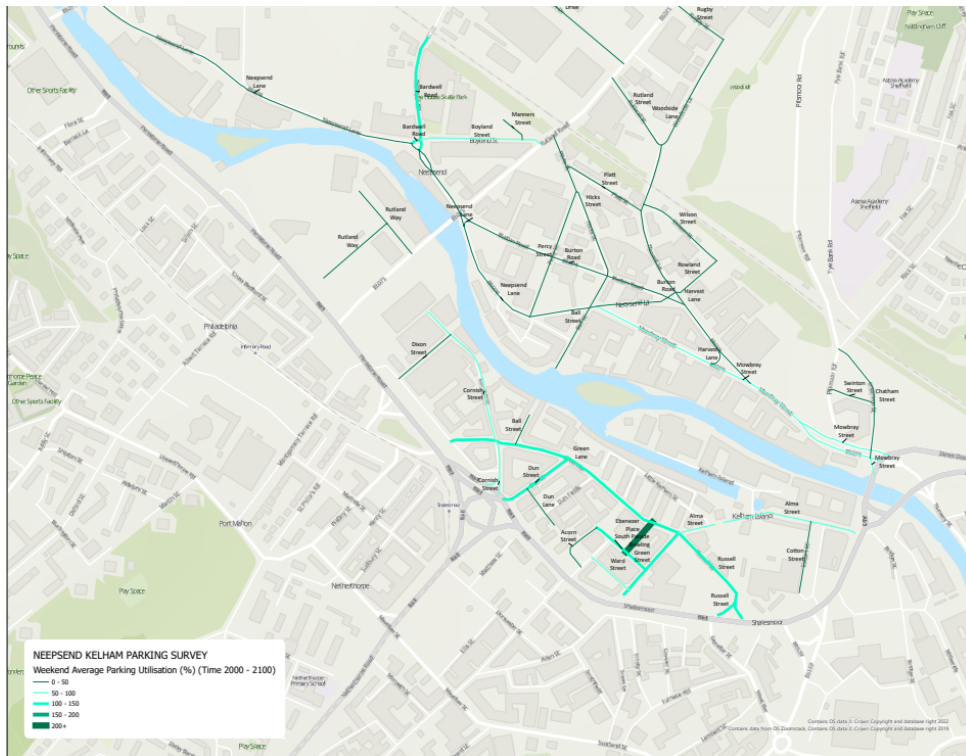


## 2023 Weekend daytime (14:00-15:00)



Surveys showed that the difference between the two time periods was that the morning period was around x%-x% busier (CONFIRM)

## 2018 Weekend evening (20:00-21:00)



## 2023 Weekend evening (20:00-21:00)

