

Garforth Parking Strategy

**2012 to 2017 and the long term benefit of
Garforth town centre**

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1 Introduction

1.1 This study

Leeds City Council has initiated a programme of studies to review the provision and management of parking in the district and town centres and develop parking strategies for these centres. Mouchel, Leeds' consultancy partner has, as part of an earlier commission, produced guidance based on the Institute of Highways and Transportation Guidance "Parking *Strategies & Management (2005)*".

This guidance, in the form of a framework to develop parking strategies, was considered by the Council's Executive Board in September 2006. In March 2008, the Board resolved that approval be given to the continued development of parking strategies in accordance with the initial guidance. The 28 town and district centres identified in the Unitary Development Plan (UDP) were considered in terms of priority, practicality and need. The first four studies carried out in 2009 were Pudsey, Wetherby, Otley and Headingley. Garforth and Yeadon followed in 2010-1.

Surveys for each centre were conducted by data collection contractor *Sky High*.

The study will obtain the public's views through a consultation event * and identify measures that will enhance parking for Garforth's residents, businesses and visitors and contribute to Garforth's vitality.

The recommended Strategy will provide a framework from which decision making on parking interventions becomes coherent and justifiable. The strategy will benefit from simplicity but may need to contain sufficient detail to give clarity and direction.

In developing the measures, recent traffic management measures introduced in Garforth have been taken into account.

* A report on the public consultation event is available separately.

1.2 Aim of a parking strategy for Garforth

The Garforth parking strategy will reflect the wider aims of the West Yorkshire Local Transport Plan (WYLTP3) such as; improving accessibility to jobs and services to support the local economy, improving the sustainability of transport and enhancing quality of life via transport improvements.

There are three key objectives:

1	Economy. To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region.
2	Low-Carbon. To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.
3	Quality of Life. To enhance the quality of life of people living in, working in and visiting West Yorkshire.

A typical parking strategy for a town centre such as Garforth (as defined in the UDP Policy S2) would include effective parking management that successfully accommodates day-to-day demand. Since UDP policies in S2 centres do not readily support new long-stay car parking but do support short-stay, off-street parking, the strategy is likely to include changes in the way car parking spaces are occupied by long-stay and short-stay users.

The objective of parking management is to ensure car parks are well used but not to the extent that spaces are too hard to find. By encouraging local residents to walk and encouraging those from further a-field to adopt 'Smarter Choices' (such as train and bus use and car share), this should release some town centre parking spaces. This availability should, in turn, attract more visitors who will generate retail income.

However, whilst acknowledging the requirement for parking management and the attraction of car drivers, Garforth businesses should not lose sight of the importance to Garforth of those arriving by bus and on foot.

1.3 Delivering Accessibility

Parking accessibility means that the parking:

- is located in the right place
- is easy to get to
- offers some certainty of finding a space
- contributes to a balanced approach with sustainable transport modes such as walking, cycling and bus use.

Garforth's size is due to expansion in the 17th and 18th centuries during which the local land-owning Gascoigne family ran several coalmines in the area. In the 21st century Garforth has increasingly become a commuter town, surrounded by open countryside. Those in employment locally are mainly employed in manufacturing and motor-vehicle repair. There is a light industrial estate to the north of the town and Thorpe Business Park in Colton which both provide local employment.

Garforth's rail connections and access to the M1, A1(M) and M62 have made the area desirable for commuters. There are two railway stations, Garforth and East Garforth, both on the mainline route between Leeds and York. However, Garforth

itself offers fewer amenities than other towns such as Otley and Wetherby and some would say the town centre resembles more of a local centre rather than a town centre. Some people expressed the opinion that the Cross Gates Centre is the closest alternative to Garforth, subsequently adding 'with parking'.

With regard to Garforth's street plan, whilst Main Street is wide for the most part, the side roads are narrow and unsuitable for 21st Century use. They are congested and prove awkward for car drivers and more difficult still for bus and lorry drivers. Some resident parking schemes have been introduced. The parking strategy must recognise all these factors and reflect on findings from a *Yorkshire Forward* report on car parking which showed "It's not about having as many car parking spaces as possible, but ensuring spaces remain available to those who need them most."¹

1.4 Effective Asset Management

There is a need to understand the relationship between the vitality of a town centre and parking. Wider market research has shown that parking is not the most important element in economic performance. A town centre with a strong retail centre will do well regardless of poor parking facilities while conversely, a town with strong parking will not fare as well if the retail is weak. Clearly, Garforth's town centre cannot compete with the larger stores at Thorpe Arch and in Leeds City Centre so Garforth's retail future appears to lie in smaller stores and specialist shops. Unfortunately, some specialist shops have been transient in Garforth, particularly at the top end of Main Street and, elsewhere, other businesses are known to be struggling. The parking strategy should try to address this.

Besides retail, there are many Garforth businesses and the consultation has identified that long-stay parking is a concern for many of those working in Garforth.

Employment opportunities in Garforth need to remain attractive and, given that employees are also shoppers, this implies continued provision of long-stay car parking. The location of these spaces would, however, be better located away from the town centre, thereby creating parking space for short-stay shoppers who visit through-out the day.

1.4.1 The parking asset

The provision of parking is a service. Parking areas utilise prime land and the highway to provide a service for shoppers, workers and visitors who use their car. A little further a-field from the town centre, primarily residents and their visitors benefit from the same service.

This is the parking asset and Leeds City Council manages this in Garforth for the community's overall benefit in a way that shares the costs and benefits (monetary and non-monetary) in an equitable way. There are also privately owned car parks

¹ Renaissance Market Towns Programme – Car Parking Research, Yorkshire Forward 2007 page 9

and one of the most well-used ones is the car park behind the Greengrocer. The developer here issues permits to business lease-holders but also allows the public to use any available space for 1½ hour of free parking.

Parking asset optimisation is generally accepted to be when utilisation reaches 85% full. Below this level there are parking spaces available and, above this level, finding a space will be difficult. Achieving a target of 85% in Garforth would ensure that the motoring public are generally able to find a parking space. However, Garforth has no single large car park but three of similar size (70-80 spaces), whose use currently causes some drivers to drive inefficiently between all three looking for a space. The introduction of an effective parking management regime would certainly help Garforth's motoring public.

1.4.2 The need for co-ordination

Prior to this study, some resident parking spaces were introduced on Fidler Lane (early 2010) and Coupland Road/Halliday Road (late 2010). No additional measures were taken to accommodate displaced vehicles which has compounded Garforth's parking problems. Also, when Leeds City Council staff vacated the old One Stop Shop, the rear car park closed, effectively placing more cars elsewhere and reducing Garforth's public parking stock still further.

In Garforth, there are two public car parks, the Greengrocer's private car park and a number of smaller private car parks which, while not directly under the control of the local authority, could be managed more satisfactorily to Garforth's benefit. For a parking strategy to be effective there is a need for all parking operators to work together with a set of common goals.

1.4.3 The cost of parking

No charges are levelled for public parking in Garforth.

However, car parking requires investment in land, lighting, signing, traffic orders, maintenance, access and enforcement etc., which must all be met from a council budget. Also, parking can impede traffic flow; reduce road safety and impact on those not parking such as pedestrians, cyclists and bus users.

Both the direct and indirect costs need recognising with an acknowledgement that these costs will influence the parking strategy.

1.5 Tackling Congestion

On-street car parking can be located to minimise congestion for other motorists and more importantly to reduce obstructions for pedestrians. Whilst minimising congestion is desirable, Main Street is a shopping centre and this is of greater priority than being able to drive through without hindrance as some expressed as part of the public involvement exercise.

'Kerb space' remains critical in Garforth because of the many demands including businesses that require servicing and public transport passengers who need bus

stops. There are lengths of kerb unavailable for parking, for example, at bus stops, near pedestrian crossings (zig-zags) and on double yellow lines. However, there is an opportunity to reduce some of the zig-zag markings and potentially utilise some Main Street footway as parking space. The consultation has also confirmed that disabled parking could be more efficiently provided.

1.6 Safer Roads

Parking management can enhance road safety. On-street and indiscriminate parking can endanger pedestrians, cyclists, bus users and other motorists. The regulation of parking can lead to both a reduction in the number and length of journeys. Though not directly measurable as part of this strategy, there are clear benefits to road safety from effective parking management.

The local authority maintains accident records and prioritises safety improvements. There are accidents within Garforth, and Main Street is identified as a 'length for concern', and is currently ranked at number 11.

1.7 Better Air Quality

An effective parking strategy that delivers sufficient spaces will reduce circulating and standing traffic, in turn generating improvements in air quality.

1.8 Conclusion

The Garforth parking strategy should accord with the aims and objectives of the Local Transport Plan, in particular the requirement to increase accessibility, whilst recognising Garforth's individual character and local issues. An effective parking strategy will also contribute to reducing congestion, providing safer roads and delivering better air quality.

There will be costs associated with implementing a parking strategy including enforcement costs, signage, road safety, maintenance etc. and these need to be quantified. They may influence the choice of strategy. However, the costs should also be set against the need to improve the town's economic viability.

2 Overview of parking stock and use

This Chapter describes the existing situation in Garforth, beginning with an overview of the parking stock and locations. There then follows a section on how these parking spaces are used, based upon the survey data collected in September 2010 and from the public involvement event in January 2011.

2.1 Overview of Parking Stock

A parking inventory in May 2010 identified Garforth's parking spaces. The inventory area is shown in Figure 2-1 with the totals summarised in Table 2-1. Figure 2-2 identifies the main public car parks but also a considerable number of smaller, private parking areas. Access to car parking generally involves passing along Main Street. Spaces are not easily located and motorists without some local knowledge would have difficulty locating a space. This is borne out by the response from 33 out of 56 on-line respondents who, when given an opportunity to comment on car park signing, agreed 'Signing' was Important.

Figure 2-1- Parking Inventory Area (2010)

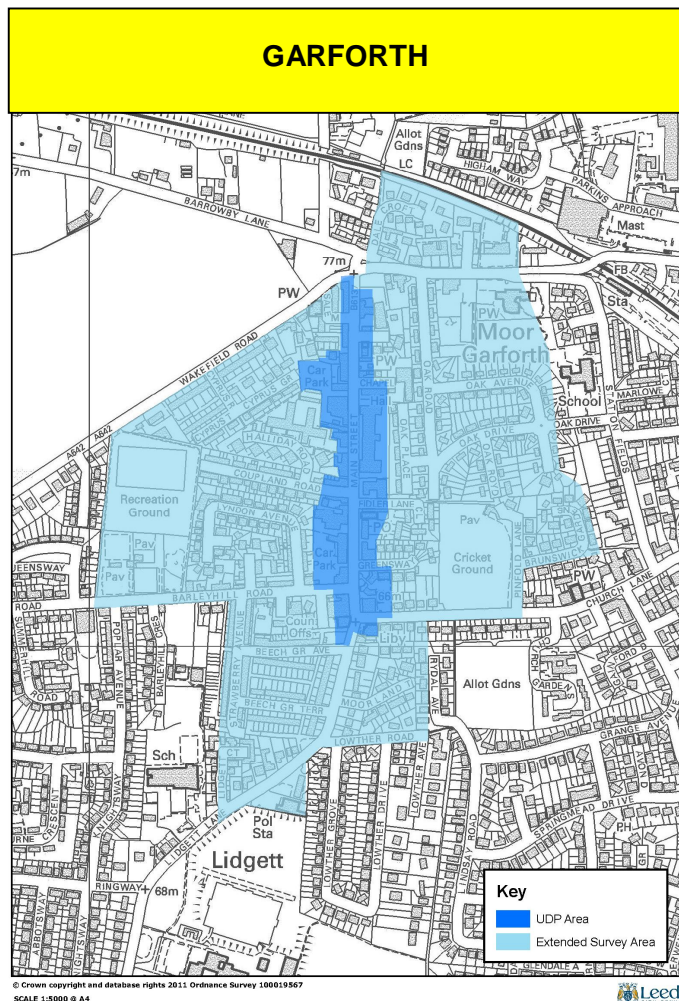


Table 2-1- Overview of asset information (May 2010 Parking Inventory)

Number of free off-street council-controlled spaces (for anyone)	196*
Number of free off-street council-controlled spaces for disabled-badge holders	7
Number of free off-street council-controlled spaces for resident-permit holders	18
Number of free car park spaces (privately controlled) at the rear of the Greengrocer All are 1½ hour stay but most are taken up by permit holders	68*
Number of other car park spaces (business/customer parking etc) such as Gascoigne's Pub (69), Country Club (54), Beaconsfield Court (49), St Benedict's (37), Church La opp. the library (44), Dance Studio (33), Pease (27), Liberal Club (25), Police Station (20), Miners' Pub (20), Beech Grove Avenue (16), NHS Lidgett Lane (14), Old One Stop Shop (10 + 2 disabled)	587*
Total off-street parking capacity	876
Number of free on-street spaces (for anyone)	583*
Number of free on-street spaces of less than 1 hour	0
Number of free on-street disabled spaces	0
Number of free on-street spaces for resident-permit holders	53
Number of parking spaces on un-adopted or private highway	19
Number of free on-street spaces for resident-permit holders and/or for public use of less than 2 hours	0
Number of parking spaces available before 8am and after 6pm	110
Total on-street parking capacity (excluding those not available 8am-6pm)	655
Total off and on-street parking capacity	1531
* Total off and on-street parking capacity available to the general public (not including disabled parking spaces)	1434

2.1.1 *Inventory of Off-Street Spaces:*

- public car parks
 - Main Street (ex-Tesco) 72 spaces
 - Barleyhill Road 87 spaces
 - Recreation Ground 44 spaces

All public car parking spaces are effectively long-stay spaces.

- private car parking
 - Rear of the Greengrocer's 68 spaces
If any spaces are unoccupied, they are available to the public for 1½ hours or to private permit holders.
 - Other 587 spaces

Interestingly, there are approximately three times as many off-street car parking spaces in private ownership as public ownership.

2.1.2 Inventory of On-street Spaces:

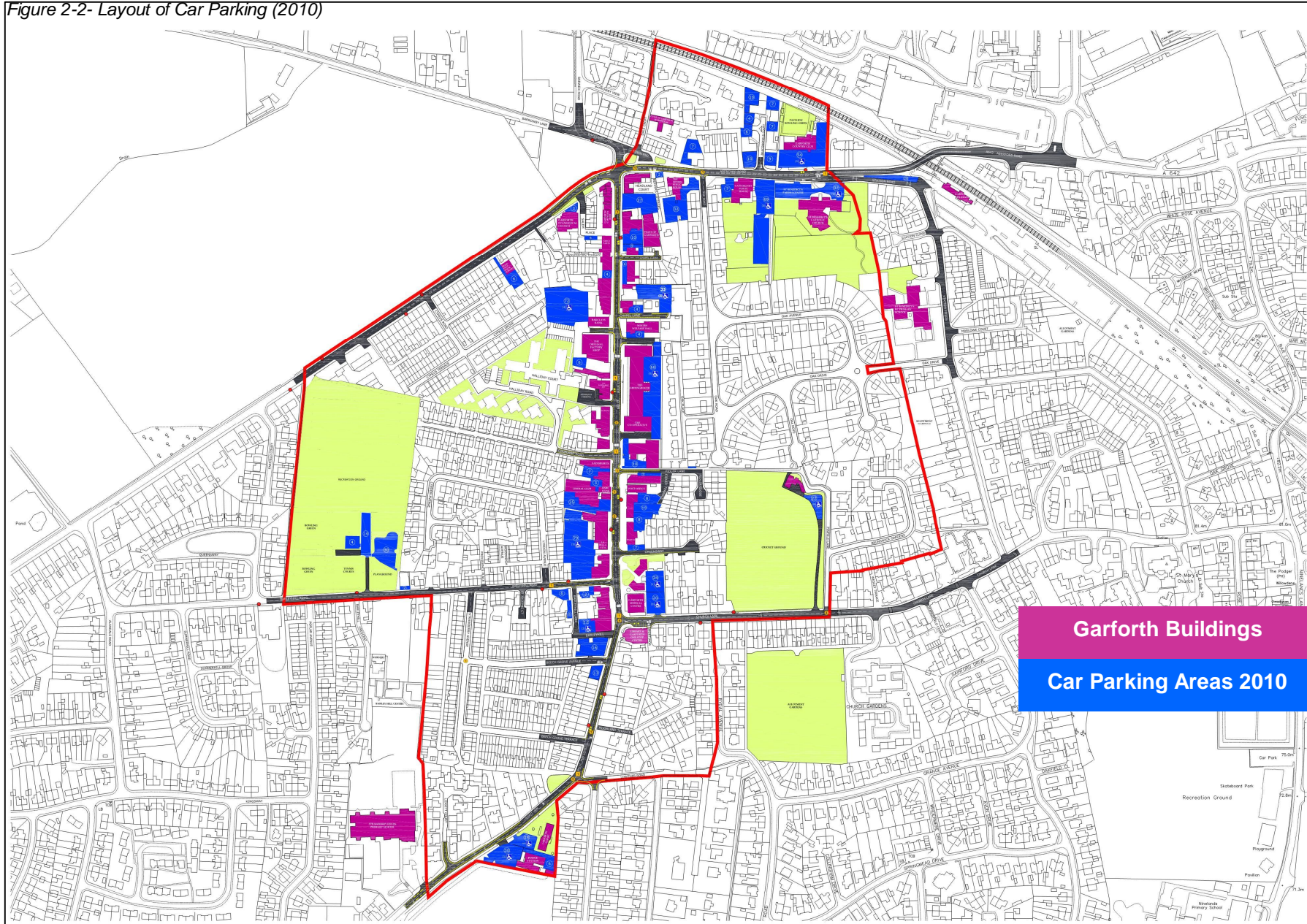
There are 655 on-street spaces within the parking inventory area, of which 19 are on private highway and 53 are resident permit holder spaces. None are designated disabled bays. All the remainder (549) are essentially long-stay not short-stay spaces.

There is scope to 'relax' Garforth's resident only spaces to allow joint public short-stay, daytime use. Joint use can be effective in providing relief to congested parking areas during the day when there is low demand from residents but a high demand from the public for short -stay space.

2.1.3 Private non residential:

There are a number of spaces provided by businesses which are used by workers and which are outside the control of the council.

Figure 2-2- Layout of Car Parking (2010)



2.2 Use of parking

This part of the document describes existing parking use and characteristics and covers off-street parking, on-street parking, disabled parking and long-stay parking by commuters travelling beyond Garforth. Survey data collected by *Sky High* in 2010 identified car park arrival times and departure times to produce a day's accumulation and reduction profiles of parked vehicles.

2.2.1 Off-Street Parking

The Public Involvement Event asked a number of questions. Question 8 sought to identify the most popular parking areas which turned out to be Main Street (ex-Tesco) (128 responses) and Barleyhill Road (134) car parks. Third most popular was the private Greengrocer's car park (60), followed by nine motorists using private car parks such as the Liberal Club (2) or the Health Centre (1). For completeness, 21 park on-street as a matter of first choice

However, in terms of finding a space at their first choice location, just 53% said they were usually successful, a huge indictment for a town centre reliant on shoppers. Table 2-2 identifies this success/failure by car park and shows that a motorist has a greater chance of finding a space first time in the private Greengrocer's car park than in the public car parks. This apparent surplus of short-stay parking spaces in the Greengrocer's car park is a result of fewer than normal permit holders. However, having dual use of spaces for short-stay and permit holders is efficient and an indication of what could be achieved elsewhere in Garforth, for example, by allowing short-stay parking in resident permit zones.

Table 2-2– Motorists' success at finding a space in the main car parks (January 2011 Leaflet)

Successful in finding a parking space	Unsuccessful
45% (58*) usually find a space in Main Street (ex-Tesco) Car Park	55% (71) do not
47% (63*) usually find a space in Barleyhill Road Car Park	53% (71) do not
73% (44*) usually find a space in: Greengrocer's Car Park	27% (16) do not

* These numbers include motorists who choose to wait for a space

The table indicates that a motorist has a 50% chance of finding a full car park in their first choice location and, consequentially, much time and energy is expended looking for a parking space. Further inspection of the September 2010 survey data confirmed these observations, showing that Barleyhill Road and Main Street car parks were indeed full and motorists were unable to park.

2.2.2 Off-Street Parking Duration of Stay

'Duration of stay' provides useful background information. September 2010 results for the three main public car parks are shown in Table 2.3. These figures are based on observations of registration plate data (the last 4 characters).

Table 2-3 - September 2010 Parking Data Durations

Duration of Stay	Car park		
	Main Street	Barleyhill Road	Greengrocer's Permit Holders* & 1½hr short-stay
< 1 minute †	35 †	25 †	1 †
1- 2 minutes †	49 †	88 †	
2- 5 minutes	25	51	
5- 10 minutes	190	264	
10- 15 minutes	40	55	
15- 30 minutes	84	110	12
30- 60 minutes	91	107	51
60- 90 minutes	41	36	28
90 min- 2 hours	24	19	5*
2- 3 hours	13	13	16*
3- 4 hours	8	15	2*
4- 7 hours	9	20	20*
>7 hours	24	38	28*
Incomplete matches	153	64	0

* permit holders only

† <2 minutes is assumed to be insufficient time to park and conduct business

Figures include disabled bays

The figures show that 198 motorists entered and left the car parks within 2 minutes or less. Not all of these trips will be 'drop off' trips and, therefore, must be considered as unsuccessful attempts to find a parking place. Indeed, some registrations are seen to repeat their entry into Barleyhill Road car park within seconds of leaving the same car park.

The table also identifies a high demand for short-stay parking, even if 197 'stays' of less than 2 minutes are excluded:

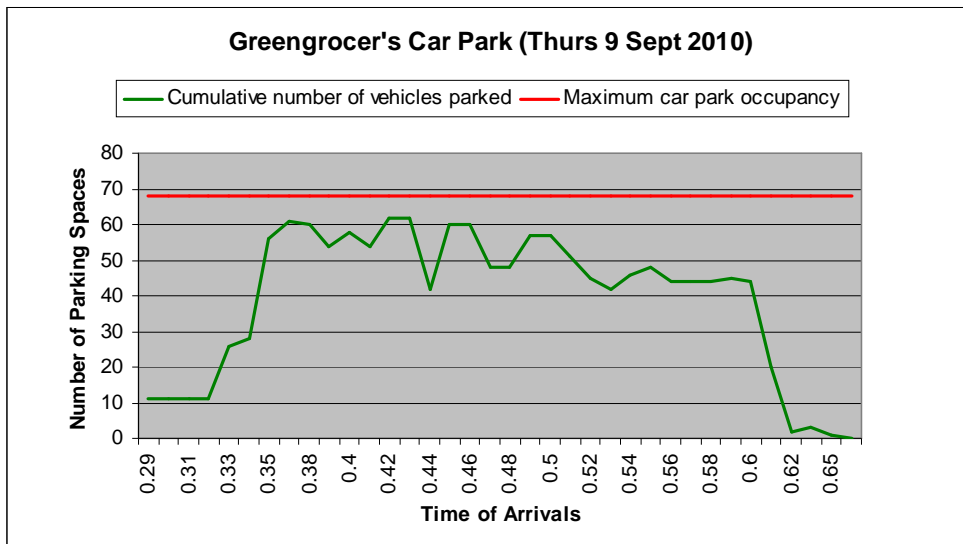
- 831 motorists stop for between 2 and 30 minutes
- 249 motorists stop for between 30 and 60 minutes and
- 105 motorists stop for between 60 and 90 minutes.

The situation becomes a little more complicated because restrictions on the Greengrocer's car park prevent a motorist staying longer than 90 minutes unless a permit is displayed. Permits are issued by the car park operator, mainly but not

exclusively to 20-54 Main Street businesses. Whilst 87 permits have been issued for the 68 space car park, permit holders have not been known to overspill into the two public parks. This would occur if short-stay occupation was high enough, or more than 68 permit holders were present at one time.

The September 2010 survey data identifies that the Greengrocer's car park also operates at close to capacity and is on the cusp of becoming oversubscribed like the two public car parks.

Figure 2-3 - Typical Usage Profile of the Greengrocer's Car Park (September 2010)



Discounting the Greengrocer's car park because of the permit system, Table 2-3 can be used to identify how many public spaces are taken up by long-stay motorists in Main Street and Barleyhill Road car parks:

- 43 motorists stop for between 1½ hour and 2 hours
- 49 motorists stop for between 2 hours and 4 hours
- 29 motorists stop for between 4 hours and 7 hours and
- 62 motorists park for over 7 hours

Given that Main Street and Barleyhill Road car parks have 152 public (and 7 disabled spaces) between them, the following can be established:

- of 1277 public parking events, 89% of motorists park for up to 2 hours, 4% park for 2-4 hours and 7% park for more than 4 hours

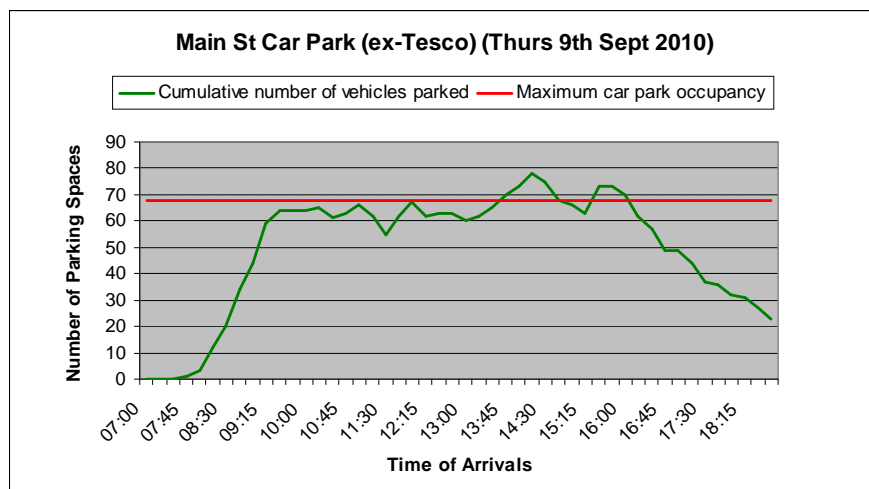
At first glance, the percentages appear quite reasonable for long-stay occupation. However, further investigation shows an imbalance. 7% staying over 4 hours suggests just 12 public car park spaces are taken up by long-stay motorists. Clearly, this is an incorrect deduction, the misunderstanding coming from applying the 7% to the 152 parking spaces and not to the number of vehicles using the car park.

The correct interpretation is that over the course of one day, 62 vehicles stay between 7 and 10 hours. This long-stay usage effectively leaves 90 spaces for 1187 (1277 minus 90) other vehicles to use, or the equivalent of 13 vehicles per space.

However, this turn-over does not take into account the 197 motorists who arrived and left within 2 minutes. Whilst some dropped off or picked up passengers and some featured more than once as they re-entered the car park or visited another car park, most will have wished to park. Neither does the turn-over figure include the 217 trips that the enumerators unfortunately failed to match nor a further 10 vehicles whose times were indeterminate because they were either there at the commencement of the survey or had not departed at the end. In the worst case, 80 spaces are available for 1691 vehicles, equivalent to a turnover of 21 vehicles per space. Both scenarios assume a theoretical 100% efficiency in the car parks. The actual turnover will be between the 13 and 21.

Essentially the two Leeds City Council car parks are full through-out the day. In Main Street car park, 23 out of 68 spaces (33%) are occupied by 9:15am by long-stay i.e. 7+ hours motorists. In Barleyhill Road car park this figure is higher still with 37 out of 84 (44%) spaces occupied by long-stay motorists. Unsurprisingly, with 60 out of 152 spaces occupied by long-stay motorists, the two public car parks are oversubscribed and operate on their limit from 9.15am until 4.45pm (Figure 2-3).

Figure 2-4 - Typical Usage Profile of Main Street Car Park (September 2010)



However, most of the above analysis relates to three car parks and there are, as Table 2-1 identifies, a further 578 private car park spaces in excess of the 196 public car

park spaces within the study area. How these private spaces are used is discussed in the next section.

2.2.3 Calculation of Theoretical Off-Street Spaces Required

An estimate of how large the two Council owned car parks would need to be to meet short-stay car park demand can be made.

Table 2-4 identifies duration of stay by motorists. Those staying between 5 minutes and 4 hours over the course of an 8 hour day (9-5) for Main Street and Barleyhill Road car parks amount to 616 vehicle-hours.

Table 2-4 - September 2010 Parking Data Durations – Vehicle Hours

Duration of Stay	Car park		
	Main Street	Barleyhill Road	Hours spent parked
< 1 minute †	35 †	25 †	207 vehicles
1- 2 minutes †	49 †	88 †	
2- 5 minutes	25	51	76x5min = 6.3 veh-hours
5- 10 minutes	190	264	454x7½min = 57 veh-hours
10- 15 minutes	40	55	95x12½min= 20 veh-hours
15- 30 minutes	84	110	194x22½min= 73 veh-hours
30- 60 minutes	91	107	198x45min= 149 veh-hours
60- 90 minutes	41	36	77x75min= 96 veh-hours
90 min- 2 hours	24	19	43x1¾ hrs = 75 veh-hours
2- 3 hours	13	13	26x2½hrs= 65 veh-hours
3- 4 hours	8	15	23x3½hrs= 81 veh-hours
			1110 vehicles staying 616 hours
4- 7 hours	9	20	29x5½hrs= 160 veh-hours
> 7 hours	24	38	62x7hrs= 434 veh-hours
		subtotal	91 vehicles staying 594 hours
		Total	1277 vehicles staying 1216 hrs Average stay of 1 hr per vehicle
Incomplete matches	153	64	217 vehicles

† <2 minutes is assumed to be insufficient time to park and conduct business
Figures include disabled bays

Assuming a constant demand (ie no peak periods), 616 vehicle-hours averages out at 78 spaces per hour over an 8 hour day. Assuming that Garforth residents, businesses and shoppers would prefer these two car parks to operate at a typical efficiency of 85% (ie some spaces always available) rather than at 100%+ as now, then another 13 spaces would be required. In total 91 spaces should be made 4 hours or less.

However, all those staying less than 2 minutes (197) have been ignored as have the incomplete registration matches (217), all of whom could be assumed to stay for the

average duration of 1 hour. Some of these will be motorists dropping off or picking up passengers, others will be looking for a space and some will circulate between car parks. Nevertheless, including 414 extra vehicles at 1 hour appears not unreasonable and 414 vehicle hours averages out at 52 spaces per hour over an 8 hour day. Assuming that Garforth residents, businesses and shoppers would prefer these two car parks to operate at a typical efficiency of 85% (ie some spaces always available) rather at 100%+ as now, then another 9 spaces would be required.

In total 152 spaces (78+13+52+9) should be made 4 hours or less, co-incidentally the total number of spaces of both car parks. However, this makes no allowance for lost shoppers returning if car parking became easier. This assessment has assumed that the Greengrocer's car park continues to operate as now. Conversations with the owner suggest this will be the case.

Table 2-4 also identifies 91 vehicles staying over 4 hours for a total duration of 594 vehicle-hours. This equates to 74 spaces. This number would have to be reduced or accommodated elsewhere in Garforth.

Additional car park spaces could be found by:

- redesigning the car park layouts (e.g. reviewing the markings)
- razing the garages behind the Factory Outlet shop, possibly generating 15 additional spaces
- reviewing the disabled spaces (see 2.2.6) leading to more centrally located disabled parking spaces on Main Street and less in the car parks
- introducing some short-stay on Main St to relieve demand in the car parks
- allowing short-stay parking in resident parking bays such as Marshall St
- displacing some or all long-stay public car park spaces to other parking areas (Town End waste ground (50 or more spaces), the Recreation Ground (44 spaces)) or on to the surrounding streets. Alternatively, some use could be made of under-utilised private parking areas such as:
 - the Dance College on Chapel Lane where an all day count established that a maximum of 11 vehicles use the 33 space car park, or
 - Gascoigne's Pub where 9 vehicles use the 69 space car park, or
 - the old One Stop Council car park where 12 spaces are gated off, or
 - the Liberal Club where 9 vehicles use the 25 space car park.

Some of the above reflects respondents' requests for more parking (Event Report Appendix D): the waste ground at Town End (51), enlarge Main Street car park (4) and make use of the old Council One Stop car park (3). Waste ground on Fidler Lane was also suggested, although some local residents are known to be unsupportive.

2.2.4 *Long-stay parking by commuters using the train*

A commonly expressed view by many living and working in Garforth was that long-stay, free parking in Garforth was being taken advantage of by those travelling to places outside Garforth, such as Leeds City Centre. The frequent rail service was cited as the main reason for this unwanted parking demand.

To establish the size of any problem, a limited survey was undertaken to check previous data and establish whether a more comprehensive survey was required. The limited survey was a single morning observation and identified that the railway car park at West Garforth Station did not fill up until 0840. Some commuter parking was already evident outside the station at this time, forcing those who found the station car park full at 0840, to turn left and travel south along Station Fields. At the same time the nearest public car park, Main Street car park, had just one parked vehicle which appeared, from the cold bonnet, to have had been parked overnight. If this car park was unaffected, Barleyhill Road car park would be less likely to see any station commuters. The highway network was also observed between the town centre and the railway station. Some commuters were observed to park on Oak Drive but there was no evidence of such activity on Oak Avenue or Oak Road which remained un-congested.

One commuter did park in Main Street car park before 0900 but walked to a business in Garforth. In summary, there was no evidence of rail commuters parking within the town centre boundary (Figure 2-1) which supported the September 2010 data.

2.2.5 *On-street parking*

There are 655 on-street parking spaces within the Garforth inventory boundary (Table 2-5). Some of these spaces are over-subscribed, such as on Barleyhill Road and Lyndon Avenue but less so on roads such as Oak Road. The existence of resident permit parking schemes suggests that some areas have previously suffered from commuter parking and, following the previous section, this commuter parking is assumed to be local workers rather than rail commuters.

Table 2-5 - Extract from Table 2-1 Overview of asset information (May 2010 Parking Inventory)

Total off-street parking capacity – for comparison	876
Number of free on-street spaces (for anyone)	621
Number of free on-street spaces of less than 1 hour	0
Number of free on-street disabled spaces	0
Number of free on-street spaces for resident-permit holders	15
Number of parking spaces on un-adopted or private highway	19
Number of free on-street spaces for resident-permit holders and/or for public use of less than 2 hours	0

Number of parking spaces unavailable between 8am and 6pm	110
Total on-street parking capacity (excluding those unavailable 8am-6pm)	655
Total off and on-street parking capacity	1531

The following analysis considers how busy Garforth's streets were on one Thursday in September 2010. An area centred on Main Street was investigated to establish on-street occupancy. The area selected ran from Beech Grove Avenue in the south, to the A642 in the north, and from Lyndon Avenue in the west to Oak Avenue and the bus-stops on Church Lane to the east. Within this area the occupancy of publicly available on-street spaces was assessed for 9th September 2010 at two hourly intervals (9-5).

The outcome indicates that on that Thursday, approximately $\frac{2}{3}$ of the 216 publicly available spaces were un-occupied (Table 2-6). This was at the same time as other data showed the main car parks were full. Clearly, not all streets would be suitable for more car parking, particularly those with bus services. However, Oak Road, Oak Drive and Oak Avenue are typically 80% un-occupied through-out the day and could sustain more parking to the relief of the town centre. However, public support for such an idea was not evident at the Involvement Event. Only one person thought Oak Road would be good for short-stay parking, one for long-stay parking and two residents considered the area already had a parking problem and warranted a resident parking scheme.

The table also suggests there is available car parking space on Coupland Road, Barleyhill Road and Lyndon Avenue, shown typically less than 50% full. This view is supported by Coupland Road residents' feedback supplied on the questionnaires (Public Involvement Event Report) which suggests there is an opportunity to relax the Coupland Road resident parking scheme and provide additional short-stay public parking. Barleyhill Road and Lyndon Avenue residents' feedback was to the contrary and they felt their streets were congested. Since the publication of the draft parking strategy, seven Coupland Road residents have responded with additional evidence that shows Coupland Road is unlikely to be suitable for short-stay parking. Clearly, residents' opinion is invaluable and illustrates the need for local input into the strategy. Appendix C in the Public Involvement Event Report has further details of residents' perceptions about their individual streets.

One resident parking scheme that should be relaxed for the clear benefit of the town centre with little risk of inconvenience for residents is Marshall Street. Businesses and users of Main Street would benefit first by allowing 'loading' in this area through-out the day and second by allowing shoppers to benefit from low resident parking space occupancy – as little as 20% during weekday afternoons.

Table 2-6 - On-street availability of Parking Spaces

			09:00		11:00		13:00		15:00		17:00	
Name	Type	Spaces	Parked	Occ	Parked	Occ	Parked	Occ	Parked	Occ	Parked	Occ
Church Lane	No Restriction	8	4	50%	5	63%	4	50%	3	38%	3	38%
Lyndon Avenue	No Restriction	24	10	42%	8	33%	6	25%	6	25%	4	17%
Barleyhill Road	No Restriction	25	8	32%	9	36%	8	32%	2	8%	8	32%
Oak Drive	No Restriction	26	5	19%	4	15%	4	15%	6	23%	6	23%
Oak Avenue	No Restriction	28	6	21%	4	14%	3	11%	2	7%	8	29%
Oak Road	No Restriction	62	8	13%	11	18%	14	23%	12	19%	11	18%
Beech Grove Avenue	No Restriction	43	22	51%	23	53%	21	49%	22	51%	18	42%
Totals			63	29%	64	30%	60	28%	25	28%	58	27%

Revision 2: 'Entrance' and 'Exit' to Greengrocer car park removed as these are technically not on-street parking spaces

2.2.6 *Parking for the disabled*

The inventory identifies 9 marked disabled parking spaces which are under Council control. Altogether, there are disabled spaces in Main Street car park (4), Barleyhill Road car park (3), Gascoigne's (3), Dance College (2), outside the library (2), the Medical Centre (1), the old One Stop building (2 but not currently accessible) and the police station (1). In addition, 14 cars were seen with disabled badges parked on Main Street during the day of the inventory (24th May 2010). Unfortunately, occupancy data of the marked disabled bays is not available. However, some data is provided on the questionnaires (Event Report). Question 17 asked for an opinion on the amount of disabled parking provision in Garforth:

Sufficient **156**

Not enough **60**

Too much **42**

When asked to specify 'where' their comment on disabled parking provision applied the comments were evenly balanced with as many believing there was 'too much' in the car parks as 'not enough'. Similarly there was a balanced opinion over Main Street where of course all disabled parking is entirely informal (Appendix B Event Report).

79 comments were made on the questionnaire's back page which related to disabled parking. 42 people were in favour of more dedicated disabled parking spaces:

- 20 supported more on Main Street,
- 7 supported more in Greengrocer's car park, 5 in Barleyhill Road car park, 4 in Main Street car park.

Another 18 comments considered that disabled parking caused problems including:

- 9 on Main Street, 2 in Main Street car park, 1 in Barleyhill Road car park and 1 considered a scooter caused a problem

A further 18 were in favour of more enforcement of disabled bays and one wanted to see fewer dedicated disabled spaces in Main Street car park.

One certainty is that the disabled person in the car prefers to be as close as possible to their destination and, therefore, providing new formal bays along Main Street should be popular. This, in conjunction with the above comments, suggests there may be scope to transfer, say 4, of the Main Street and Barleyhill Road car park disabled spaces on to Main Street. Every space transferred would, of course, increase Garforth's parking stock of public off-street spaces and reduce by one the requirement to displace 74 long-stay motorists (*Section 2.2.3*).

2.2.7 *Summary*

2010 survey data indicates that demand for Garforth's town centre car parking spaces is high and that both public car parks are under pressure, operating in excess of the desirable 85% capacity threshold. On-street, the situation is a little easier with parking spaces available. However, the on-street locations are less suited to shoppers' demands who require convenience and more suited to long-stay use. From the information returned, some residents will not be keen to see more long-stay parking on their street.

The two main conclusions are that there are no short-stay spaces in Garforth and that the commuters who park in the town centre are local workers and not rail commuters. Local workers are exercising their right to park but should recognise that parking at their convenience is to the detriment of Garforth and, indeed, maybe their own businesses.

In the following section, the main issues which have arisen during the study are discussed and measures are identified that could be taken which would encourage more shoppers and customers in to Garforth.

3 Issues

3.1 Parking Issues in Garforth

The following table identifies the issues following the parking surveys undertaken in September 2010 and the public involvement event in January 2011.

Figure 3-1- Parking Issues in Garforth



3.2 Discussion of parking Issues

Issue 1 – There is no quality short-stay parking provision (2 hour or 4 hour)

The lack of public short-stay parking is probably the most important issue facing Garforth. There is some short-stay parking provision in the privately operated 1½ hour car park behind the Greengrocer's but spaces here are limited because of permit holders. With such a limited amount of short-stay parking in Garforth, motorists are actively discouraged from making short visits to the town centre.

At the Involvement Event, 90% (351/391) thought Garforth town centre would benefit from short-stay parking. Specific support for the introduction of short-stay parking on Main Street was 61% (237/386). 26 people added that any new short-stay parking on Main Street should be on one side of the road as this would allow two-way traffic to proceed unhindered. People also requested specific provision for heavy goods vehicles, either a loading bay and/or restricted access.

In *Section 2.2.2 Calculation of Theoretical Off-Street Spaces Required*, an estimate of short-stay off-street demand was made. Based on Table 2-3, the analysis identified that if the parking strategy were to do nothing else but provide for existing short-stay car park use between 5 minutes and 4 hours duration (2010), the strategy would mark out 91 short-stay (4 hour) spaces (106 to give 85% occupancy) between the two public car parks. However, the analysis went on to make an allowance for incomplete survey data (217 records) and for those vehicles observed staying less than 2 minutes in the car parks (197) and concluded that 152 car park spaces should be made 4 hours or less.

Potentially, 152 will be an over-estimation given there will be an element of double-counting as drivers circulate looking for a parking space. However, the 152 makes no allowance for suppressed demand which might be expected to return if car parking became easier.

Noting that a 4 hour restriction sometimes leads to long-stay motorists moving their vehicles between 4 hour car parks at lunchtime, restricting the number of 4 hour spaces to one car park would be appropriate. Also, when deciding upon parking durations, mixing durations in small car parks can prove difficult to sign if motorist confusion is to be avoided. Further analysis of the data shows that 24x 4 hour spaces will meet current demand (14 for Main Street and 10 for Barleyhill Road car parks) and these can all be placed in either car park. The recommendation would be to place all 4 hour spaces in the less central car park i.e. Main Street. This would make Barleyhill Road a 2hour restriction car park (excluding the private spaces).

Of course, if short-stay parking was to be provided on-street, less would be required in the two public car parks which, in turn, would reduce the numbers of long-stay motorists displaced (74). However, the scope to create useful short-stay, on-street parking is limited and, of course, both legal and illegal demand is already evident.

Issue 2 – All public off-street parking provision is full

Garforth's town centre parking appears well used, particularly so in the public car parks where demand exceeds supply for most of the day. However, Section 2.3.5 identified that some streets have 80% spare capacity (such as 'The Oaks'). Utilising these spaces for the good of Garforth is desirable and, therefore, the parking strategy has to include parking management as part of the solution i.e. utilising on-street space to help relieve off-street spaces.

As described in *Issue 1*, converting all public car park spaces to short stay will mean spaces become available in these car parks and the majority attending the public involvement event supported short-stay parking in Main Street and Barleyhill Road car parks. 76% thought Main Street car park should be entirely short-stay and of these, 74% thought 2-hour spaces were appropriate with 25% supporting 4 hour spaces. Two-thirds were in favour of Barleyhill Road car park being entirely short-stay (Appendix B Event Report).

If both these car parks became entirely short-stay, the consequence would be the displacement of some 74 long-stay motorists. The public offered some suggestions as to where these people might park:

- maximise car park spaces to reduce the number of motorists displaced
- raze the Main Street car park garages, creating possibly 15 spaces
- review the location of disabled spaces, leading to useful spaces on Main Street and fewer in the car parks
- utilise 'spare' land for long-stay public car parking e.g. Town End waste ground (50+ spaces), the Recreation Ground (44+ spaces), the cricket ground, Fidler Lane, developer land such as Strawberry Fields or adjacent to Sparks or the frontage outside the Greengrocers/Dorothy Annes for echelon spaces
- use under-utilised private parking areas (as identified on the survey dates) such as:
 - the Dance College on Chapel Lane where 11 vehicles use the 33 space car park
 - Gascoigne's Pub where 9 vehicles use the 69 space car park, or
 - the old One Stop Council car park where 12 spaces were gated off, or
 - the Liberal Club where 9 vehicles use the 25 space car park.

A few respondents thought a new multi-storey car park could be the answer. Unfortunately, whilst new parking provision is an option, such provision is contrary to sustainable transport policy and, in this case, would also present a significant cost.

Sustainable travel planning policies could play a part in reducing Garforth's car parking demand through encouraging walking, cycling, car sharing and/or public transport use. Business travel planning is discussed in *Issue 11*.

Another option is to utilise the under-utilised public parking areas such as on the 'Oaks'. Another, to officially provide some short-stay parking on Main St, is discussed in more detail in *Issue 7 Parking on Church Street and Main Street*.

Quite clearly, no single solution exists and the strategy will rely on a number of measures. Remarking the car park bays will add a few spaces but, taken in conjunction with demolishing the old garages and moving some disabled bays out of Main Street car park, potentially 20 spaces could be created. Every additional car park space found would, if made available for long-stay, reduce long-stay displacement by one.

Many small shops, offices and banks in the centre of Garforth rely upon short duration transactions, so having dedicated short-stay parking spaces would help these flourish. Equally, the shops and offices would not exist without staff, and workers contribute to Garforth's viability, particularly at lunch times. Without these workers, Garforth's economy would undoubtedly suffer. Whether as many workers need to come by car as do so is questionable, although some clearly have no choice and others use their cars on business. Nevertheless, Garforth workers and employers must recognise that for each worker's car parked all day, say in Main Street car park, 13 or more short-stay visitors are prevented from using that space (2010 data). Clearly, there is a balance to be struck between town centre public parking for employees (which should be peripheral) and town centre parking for visitors (which should be central).

With regards workers' parking, the objective is to remove workers' cars from the central public car park locations in order to meet visitor parking demand. The displacement does not have to be far. For example, the Recreation Ground is just 4 minutes walk away from the Miners' Welfare Hall. There are even closer off-street locations as the survey data indicates that there is under-used private parking provision at the Liberal Club, the Dance College, solicitors and one or two others. If these addresses with a spare parking space offered this space to a Garforth worker who parked all day in a public car park, each such transfer would provide 13 or more visitor opportunities for Garforth. Indeed, many businesses do appreciate that having their workers parking in public car parks is counter-productive.

In summary, no public short-stay parking and all off-street parking operating at capacity deters shoppers and customers from Garforth. The consultation has shown strong public support for the existing spaces in both Main Street and Barleyhill Road car parks to be made over entirely to short-stay parking (4 hours maximum). Such an action would displace up to 74 long-stay motorists who could be accommodated in a number of locations.

Issue 3 – Parking Charges

In terms of comments made, Parking Charges received the third highest number of comments (123) of which a slight majority wished to see charges introduced (66 in favour of charges v 57 against). Of the 66 who wanted to charge, 47 wanted to charge for long-stay, 7 wanted to charge for short-stay and 12 wanted to charge everyone.

Further inspection of the comments (Appendix D Event Report) indicates that support for parking charges would increase if the charges applied only to long-stay parking. Some further support for parking charges would also be forth-coming if this resulted in more resident parking or the revenue raised could be ring-fenced for the benefit of Garforth. Parking charges can also pay for parking enforcement and this is discussed in *Issue 5 Parking Enforcement*.

However, there was a far bigger response to the specific charging question Q15: *Would you support the introduction of some 'Pay and Display' parking in Garforth?* 400 responded and of these 301 (75%) were against charges. 99 were in favour.

Issues 4 – Disabled Parking Provision

Question 17 of the leaflet asked for an opinion on disabled parking provision:

Blue Badge Holder responses:

Sufficient **18 (49%)** Not enough **14 (33%)** Too much **5 (13%)**

Non-Blue Badge Holder responses:

Sufficient **138 (62%)** Not enough **46 (21%)** Too much **37 (17%)**

The majority view, whether blue badge holders or not, was that there was more than sufficient disabled parking. However, the 'not enough' percentage is quite high, and is probably a reflection that badge holders quite often use public parking spaces. When these are in short supply, demand for disabled spaces will be higher. A short-stay parking regime would be expected to reduce the 'not enough' percentage.

One certainty is that the disabled person prefers to park close to their destination and, therefore, new formal bays along Main Street should be popular. Following on from this, there is scope to transfer a few (4) public car park disabled spaces on to Main Street. Every space transferred would increase Garforth's public off-street parking stock and each re-sited disabled space would reduce by one the requirement to displace 74 long-stay motorists (Section 2.2.3).

The disabled spaces outside the Library on Church Lane were considered unsuitable for rear access to the vehicles. This is discussed further in *Issue 7*.

Issue 5 – Parking Enforcement and Traffic Orders

Having regular parking enforcement was seen as eighth most important in the list of thirteen items introducing the Garforth parking leaflet. No specific indication was sought as to whether respondents thought parking enforcement was under or over-prescribed in Garforth, although thirty-two comments in favour of more parking enforcement and none against does give an indication.

15 people expressed a need for more enforcement of disabled parking (Appendix D Event Report). 4 were disabled, suggesting some abuse of existing spaces, and 11 were not, suggesting some abuse of blue badges. However, many voiced an opinion on parking attendant attitude and what the attendants did and did not do. For example, many respondents wished to see drivers who parked on footways and on corners targeted. 13 wrote this specifically on their response.

A further six commented upon poor signing and lining which caused motorist confusion and led to receipt of parking tickets. A number of locations were identified.

One popular location was Marshall Street, opposite the Greengrocer and next to the Halifax. Many felt the signs here were high, hidden and unclear. Others thought the resident parking scheme signs applied to the Halliday Court Square and, indeed, the zone did not need to, nor should, extend as far as Main Street.

Another source of frustration were the car parks where motorcycle parking bays had once been laid out. Now there was no motorcycle parking, the space replaced by yellow cross-hatched lining. Most thought this was wasted space and actually 'encouraged' car drivers to park illegally. One office worker cited as an example, a 'non-bay' at the north end of Barleyhill Road car park where he regularly observed parking attendants taking advantage of motorist confusion. Some cross-hatching could be re-marked as a 'small car' space, resulting in additional spaces.

Two people requested parent-child spaces in the car parks. Such spaces are felt to be a luxury Garforth cannot afford at the present time. Another respondent thought the marking of single and not double yellow lines on junction corners encouraged motorists to park, to the detriment of pedestrians.

Respondents questioned the coincidence of zig-zag lines and single yellow lines on Main Street. The yellow line indicated loading, the zig-zag lines did not and parking attendants had issued tickets making no allowance for the confusing markings.

The number of down-stream zebra-crossing zig-zags seemed high when one might be sufficient. The dashed white line (not the centre-line) down Main Street was also questioned. Most were unaware the line signified the edge of carriageway. Some also questioned the bus-box locations and wondered if the bus stops would be just as efficient if re-sited to give more parking on Main Street.

Certainly, reviewing signs, lines and traffic orders would improve clarity for all.

Issue 6 – An Issue of Personal Safety

The Garforth Parking Leaflet identified that the over-whelming majority of respondents placed being able to move around Garforth safely and securely as 'Important'. This feeling does not appear to relate to any under-lying fear of crime (only one person requested CCTV) but is thought to be more a reflection of personal 'vulnerability', for example, crossing Main Street as a pedestrian. Road Safety was a more common theme, with 36 comments specifically relating to Main Street and 4 elsewhere: cycling (1), Greengrocer's car park (1), Town End (1) and Aberford Road (1). The 36 comments about road safety were mainly relating to indiscriminate parked vehicles on Main Street corners (see *Issue 8*) and on pavements (see *Issue 9*). Other Main Street road safety concerns were:

- zebra crossings (5)
- 1 wanted a pelican
- 1 was concerned about cyclists
- 1 about the exit to the Greengrocer's car park.

These comments do not include the 7 respondents who thought Main Street should be traffic calmed (presumably to feel safer), nor the 7 who wanted Main Street pedestrianised, nor the 10 who thought the road markings were faded, particularly the zebra crossings. In contrast, a number of respondents (the actual number was not identified) made the opposite case, wanting less parked vehicles and less congestion on Main Street because they wished to drive through more easily.

Issue 7 – Parking on Main Street and Church Street

Main Street

Not unexpectedly, of all Garforth's streets, Main Street prompted the most comments. These ranged from road safety (mentioned above) to the establishment of a pedestrian zone with or without a market. Others (7) wished to see public realm improvements and improved highway maintenance of footways and road markings.

Public transport comments also featured in the public's responses and these are covered in more detail in *Issue 10*. One of the study's main findings is that the bus companies use at least two bus stops (one in each direction) as a timing point, meaning that services 163/166/173/174 and 175 can, if the driver is ahead of schedule, stand on Main Street until their headway has been corrected. This will cause unnecessary congestion and the question arises as to whether Main Street is an appropriate location for a bus timing point.

There was majority support for introducing some on-street spaces with Q13 eliciting 61% (237) support for new short-stay parking on Main Street. 26 people added that

any new short-stay parking on Main Street should be on one side of the road as this would tend to allow two-way traffic to proceed unhindered. There were also a few requests in support of specific provision for heavy goods vehicles, either a loading bay and/or restricted access. However, 39% (149) respondents countered that they did not wish to see formalised parking introduced on Main Street, their reasons were unclear. If parking was to be introduced on Main Street, 30 minutes or less was suggested.

From the above, there is good support for formalised on-street parking on Main Street. Those who admit to wanting to drive more quickly through Garforth are a minority and ought to recognise that a successful town centre has different priorities, the main priority being to deliver people in an efficient and preferably sustainable manner. In this regard some short-stay, on-street parking on Main Street would be valuable, especially as there is an overall shortage of parking in Garforth. Once people are delivered, they need to move around safely and the issue of street clutter, sub-standard footways and poor crossing facilities becomes critical to maintaining the town centre's attraction. Consideration should be given to raising the road surface at crossing points and at junctions to help pedestrians and reduce the priority felt by motorists.

The recent Department for Transport Mixed Priority Routes Demonstration Project, launched in 2002, is likely to be of some interest to Garforth (www.dft.gov.uk/pgr/roadsafety/dpp/mpr). The scheme costs were high but the principles apply and a wide range of measures were introduced (across ten different authorities). All the projects have delivered:

- improved quality and stability for local traders
- improved street environment and liveability
- significant road traffic casualty reductions
- improved facilities and safety for cyclists and pedestrians
- improved personal security.

The Newland Avenue, Kingston upon Hull scheme is longer but has many similarities with Main Street, Garforth and a number of these measures will be of particular interest to Garforth:

- bus stop displacements
- echelon parking spaces
- raised junctions
- a central median strip in the carriageway and pedestrian-crossings-without-status

- multiple/efficient use of kerb space
- loading bays and the handling of heavy goods vehicles.

Newland Avenue also won the 2006 Urban Transport Design Award. The panel said that not only was the £1.7m very well spent but that the methods and measures used, and the environment in which they were deployed, made the scheme one from which many others could learn valuable lessons for the streets they are responsible for improving.

Church Lane

Church Lane was the second most popular street for comments, raising 40 comments, half related to the highway outside the library and a quarter related to parking overspill from the health centre.

The disabled view of the undersize library spaces has already been mentioned. In addition, their orientation and unlimited duration was questioned. Others considered Church Lane unsafe for motorists, bus drivers and pedestrians. One person suggested making Church Lane one way and, though this would be helpful, with no easy alternative in the opposite direction, one consequence would be considerable journey time dis-benefits for local residents.

The parking issues are compounded by a lack of parking for the new library either for staff or the public. Elsewhere Church Lane residents do have garages behind their properties but these are not easily accessible. Some thought could be given to improving this access or following up a member of the public's suggestion that some (resident) parking could be introduced into the cricket club grounds. The creation of some passing places by an 8am-6pm yellow line restriction would be particularly helpful for bus drivers.

Given the local parking difficulties around the library and health centre, the adjacent Barleyhill Road car park would provide more useful support if the car park were to be made short-stay and crossing Main Street was made easier for pedestrians. As described elsewhere, this would displace some long-stay car parking which, if not managed, could result in consequential parking problems elsewhere.

Issue 8 – Long-stay parking provision causing nuisance on residential streets; permit parking for Garforth workers

A commonly held view amongst those responding was the importance of reducing the high level of commuter parking in the town centre, especially railway commuters (77%) but also Garforth office workers (53%). As explained in *Section 2.2.4*, no evidence could be found of rail commuters in the study area.

However, some visitors to the public Involvement Event insisted that commuters' cars, whether railway orientated or not, were a problem on their town centre streets.

This is entirely plausible though the commuters in question appear to be Garforth workers. Those attending the Event clearly recognised the importance of these workers to Garforth, although this did not necessarily extend to welcoming their vehicles either outside their houses or in to the town centre. In *Comments relating to Long-stay or Commuter Parking* (Appendix D Event Report), 91 comments were made in total, of which 67 related to railway overspill outside the town centre and are, therefore, not relevant to this study. 15 comments related to commuters inside the town centre, such as on Greensway, Barleyhill Road and Lyndon Avenue.

One interesting result from the public event was the number of people who suggested that Garforth workers be given a permit to park in the town centre (31). This presumably would work in the same way permits work in the Greengrocer's car park i.e. all Garforth parking spaces would become permit only and individual businesses would apply for free permits. Unfortunately, this approach would not reduce the numbers currently trying to park in Garforth town centre.

Issue 9 – Improve the footways in Garforth and remove parked cars to encourage walking trips

Footway access to the town centre is important to Garforth as 176 stated they walk in from home to do their shopping. Respondents also ranked having good quality pedestrian routes 5th of the thirteen issues, thus reflecting a recognition that every motorist becomes a pedestrian once out of their car. Question 6 asked for an opinion of the town centre pavements and, whilst 86 people rated them as 'good', a similar number (77) thought them 'poor' and the majority, '275', considered they were 'average'. As mentioned previously, other feedback identified a need to improve the streetscape, public realm, footways and pedestrian crossing facilities (particularly drop crossings which tended to attract puddles). People also asked that consideration be given to traffic calming and pedestrianisation. A few thought parts of the town centre appeared 'tired' despite the best efforts of some businesses and Garforth in Bloom to brighten the street-scene.

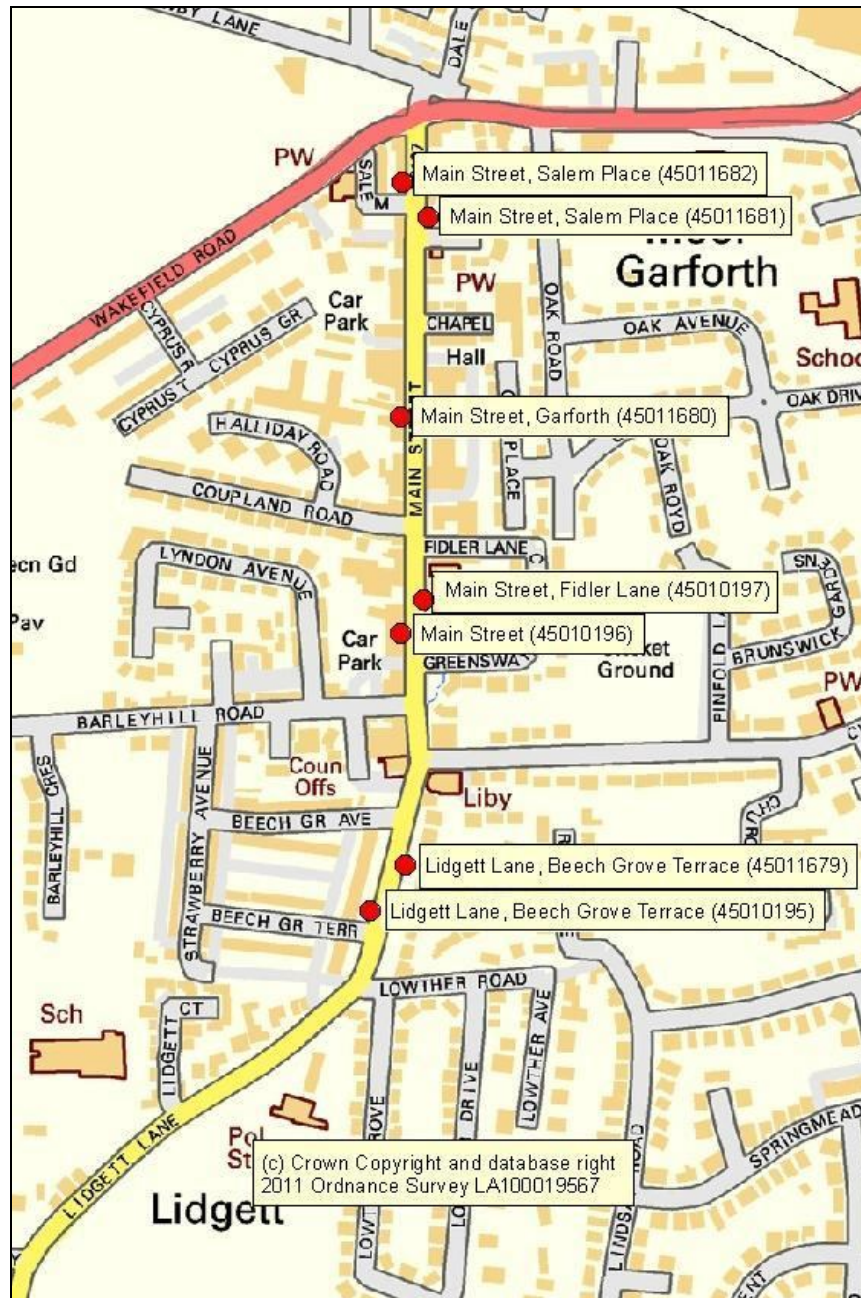
Issue 5 Parking Enforcement and Traffic Orders identified that many wished to see drivers who parked on footways and on corners targeted. Whilst parking on corners is an offence, in some instances a single yellow line exists and suggests, even encourages motorists to pull up on the corner to load and unload.

A recent Government initiative (21 February 2011) was launched to help councils use their powers to tackle pavement parking. While in some circumstances pavement parking is unavoidable - for example in narrow residential roads with no off-street parking - the Department for Transport has given all councils in England permission to use signs to indicate a local pavement parking ban.

In summary, anything that encourages more people to walk in to Garforth will benefit both shops and businesses and probably help the parking situation.

Issue 10 – Public Transport

Figure 3-2 - Bus stops on Main Street



Encouraging people to use a bus rather than drive is both sustainable and increases the number of parking spaces available for others. Disappointingly, bus use does not feature very highly as a mode of transport amongst respondents at the Event (20 say they use buses, only 7 regularly). Comments made suggest that this lack of patronage could well be a consequence of reduced bus services, particularly on Barleyhill Road where service provision has reduced, anecdotally because of difficulties faced by bus drivers negotiating the congested road system. Perhaps Barleyhill Road could benefit, like Church Lane could benefit, by the introduction of

8am-6pm restrictions to create some passing places. Others thought fares were high, buses unreliable and there was a ticketing problem. Whether to assist bus drivers or not, one person suggested Barleyhill Road be made one way. The plan shows Main Street bus stops and their identification marks.

The data in the table below is taken from publicly available timetables and shows that 5 buses an hour have a bus stop timing point towards the lower end of Main Street. No figures are available for how often and how long buses wait on the two stands nor are any figures available for how many passengers use the services and whether there may or may not be a disproportionate amount of congestion caused by this arrangement. Service 19 is timed at Inverness Road in Garforth.

Table 3-1 - Main Street bus use and timing points

Service Number	Daytime Headway (minutes)	Northbound Timing Point	Southbound Timing Point
19/19A	15 (Rev 2)	Uses Main Street stops but not as a timing point	
163/166	15	45010196	45010197
173/174/175	60	45010196	45010197
X19	AM and PM peak periods	Uses Main Street stops but not as a timing point	
402/403	60	Uses Main Street stops but not as a timing point	

Issue 11 – Other Issues

Businesses using private parking areas more efficiently

As previously mentioned, public and business involvement in the development of a local parking strategy is both desirable and wanted. A local traders' association came into existence in October 2011 (Rev 2), relishing the opportunity to influence the integrated parking strategy to suit Garforth's commercial interests. The association has also provided welcome support for much of the strategy and, in the future, is likely to assist in keeping parking provision appropriate and up-to-date.

The traders' association will also help address *Issue 1 There is no quality short (2 hours) and medium (4 hours) parking*. Mention was made previously of 587 private off-street parking spaces in Garforth compared to 196 public spaces (Table 2-1) and the question was posed whether better use could be made of this under-used private asset. One thought is that a business with an unused parking space could offer the space to a neighbouring business to use at certain times. Every employee's vehicle

using a private rather than public space to park all day would potentially free up a space for another 13 short-stay visitors to Garforth.

Another way businesses could help is if they adopted travel plans. These encourage employees to car-share, come to work by bicycle or by public transport. Such an initiative would also be expected to reduce demand for long-stay public parking spaces. With no large companies in Garforth, this approach would be more effective if businesses joined together and this, in part, will depend on the success of the traders' association.

Motorcycle parking areas

Provision of motorcycle parking areas in Garforth would also be a good idea. A demand exists, as shown by the motorcyclist who came to the public event to request such spaces.

Resident parking schemes

A number of residents (22) asked why resident parking schemes were not more prevalent, promoting Lyndon Avenue (3), Greensway (3), Beech Grove Terrace (2), The Oaks (2), Barleyhill Road (1), Fidler Close (1), Marshall Street (1), Rose Court (1) and Church Lane (1). Two others were against further resident parking schemes and one specifically against Halliday Court. All resident parking schemes, Halliday Court included, meet Leeds City Council's policy criteria. Depending upon which elements of the parking strategy are adopted, these requests may become more prevalent such as from residents on Barleyhill Road, Church Lane and Cyprus Grove. However, whilst residents' demands are important, their desire for personal on-street parking spaces outside their homes needs to be measured against best value for Garforth town centre. Whilst recognising that not all resident parking schemes are suitable, Garforth is clearly short of parking and resident parking spaces (new or existing) should be considered for dual use i.e. also loading and/or short-stay parking. Marshall Street spaces are perhaps the most suitable for relaxation (Rev 2 – Marshall Street reference added).

Heavy goods vehicles

Respondents drew attention to servicing vehicles some of which tended to be quite large. Many acknowledged that these vehicles had to deliver (though some questioned whether the vehicle size was always appropriate) and requested specific provision for heavy goods vehicles, either a loading bay (perhaps shared with other user groups) and/or restricted access. The tight radii of some junction corners made large lorry movements, and indeed bus movements, particularly hazardous for pedestrians.

3.3 Strategic Approach

In exploring the issues above, a parking strategy for Garforth emerges. There are a number of initiatives which could increase short-stay parking capacity, ensuring visitors are likely to find a car park space, whilst not neglecting important long-stay requirements for Garforth businesses. The initiatives are:

- selecting a management regime (covered in the next section),
- matching duration of stay to demand,
- reviewing the layout of public car park spaces with the aim of maximising car parking spaces and providing motorcycle bays,
- providing for goods vehicles
- encouraging sustainable travel,
- improving walking routes and road crossing points in Garforth with some consideration of traffic calming to reassure pedestrians,
- reviewing signs, lines and traffic orders
- ensuring parking regulations are fair and enforced
- reviewing kerb space use e.g. reviewing bus stop provision and timing point locations, sharing residential spaces with short-stay demand,
- reviewing disabled parking provision on the highway,
- making use of private car parks for additional parking,
- encouraging Garforth workers to park further away from the town centre, possibly through resident permit zones/short-stay parking,
- providing more car parking areas.

4 Management Regimes

4.1 The need for better management

As identified earlier, the maximum benefits for Garforth will only be derived from the various changes if an improved management regime is implemented. There are a number of frequently used methods for parking management, which include:

- waiting restrictions
- disc parking
- pay and display

4.2 Waiting restrictions

With this method, a vehicle can be parked for free for a maximum limited duration. For disabled-badge holders, up to 4 hours in the central area is allowed. Waiting restrictions are generally easily understood, easily enforced and widely accepted by both regular visitors and tourists.

4.3 Disc parking

A disc, similar to the clock used by disabled badge holders, is displayed in the car with the arrival time displayed. Waiting restrictions are in force to allow a maximum stay. The use of the disc aids enforcement. Discs are generally available free from shops or businesses in the town.

Disc parking is not used in Leeds and is not considered applicable for Garforth.

4.4 Pay and display

Pay and display (P&D) parking is a common method of control and widely accepted in many towns. Parking theory and practice generally supports P&D in town centres as this provides positive management, funds for infrastructure and security and, in most instances, encourages 'business'. There is some support for P&D in Garforth with nearly a third doing so and others willing to do so if the revenue could be ring-fenced in some way to Garforth. However, the study has identified many are already leaving Garforth to shop elsewhere and the introduction of parking charges would only make things worse. Of course, P&D remains an option but one for the future after other measures have been implemented and seen to work.

4.5 Conclusion

This section has confirmed the need for an improved management regime for parking in Garforth as part of an integrated strategy. Waiting restrictions, more widely and appropriately applied to match demand are required. In support, there will be contributions arising from greater sustainable travel, encouraging businesses to share spare car park spaces and encouraging workers to park further from the town centre.

5 Action Plan

5.1 Introduction

There is no definitive method of defining the “right” amount of parking for a town centre. Each town is unique, with a different blend of history, economic activity, accessibility, demography and other characteristics that need to be taken into account.

Whilst parking data is a necessary ‘skeleton’ upon which to build a strategy (survey data 2010), input from residents, shoppers, customers and businesses (January 2011) provides the local knowledge to ‘flesh’ out the strategy. In this respect, the feedback from Garforth has been both knowledgeable and illuminating.

As with any consultation, there are quite often as many viewpoints as respondents. However, in Garforth’s favour, there is a common desire to support the town centre and introduce short-stay parking. A variety of measures are available and those suggested below are considered appropriate. They may not meet everyone’s requirements but they reflect the information provided and, of course, there is scope to tailor the actions and recommendations.

The actions have been identified and the following paragraphs set how these might be delivered. A number of ‘strategic’ actions and a number of ‘other’ actions are recommended.

5.2 Strategic Actions

The strategic actions are set out below.

- **Agree to match short/medium stay parking demand**

The September 2010 survey figures and majority public opinion support converting Main Street and Barleyhill Road public car parks to a mixed short and medium stay regime. 128 short-stay and 24 medium-stay spaces would meet existing demand and provide a degree of spare capacity by allowing the car parks to operate at optimum efficiency (85%).

To provide a clear and coherent approach to managing the two Council car parks, it is recommended that the 87 public spaces in Barleyhill Road Car Park are restricted to a 2 hour stay while the 72 spaces in the Main Street Car Park are restricted to a 4 hour stay.

Some thought has been given to what might happen in the future. Should additional spaces, say 20, be found in Main Street car park (e.g. by removing the garages) after the two public car parks are converted, the recommendation is to review parking space demand across Garforth before deciding on the waiting restriction to apply. However, if the 20 spaces are

found at the time the car parks are initially converted, the recommendation is to limit the spaces to 4hours rather than re-introduce long-stay spaces.

Recommendation 1: Immediately convert Barleyhill Road public car parking spaces to 2-hour spaces and Main Street car park to 4-hour spaces. No regime change is envisaged in the Greengrocer's car park.

- **Agree long-stay parking initiatives**

A number of proposals for dealing with the displaced long-stay parking arising from conversion of the two public car parks to short (87) and medium (72) stay are available. Each will reduce the impact of displaced long-stay parking.

- The unwanted garages accessed through Main Street car park should be demolished and Main Street car park enlarged. (These spaces should only be considered for long-stay if short-stay and medium-stay demand has been satisfied).
- Review the car park layouts to maximise parking - including a review of all cross-hatching, the relocation of disabled spaces and, now Tesco has closed, the yellow box markings. The Main Street car park review should include the garages' footprint if these are demolished. The addition of motorcycle parking bays would be desirable.
- The formation of a Garforth Traders' Association is welcomed and such a forum will be ideal to discuss travel planning, sharing lifts and sharing private car parking spaces. A number of private sites have been identified which, with business co-operation and agreement, could provide some alternative/additional commuter parking. Businesses with a car parking problem should approach their neighbouring businesses to see if any are willing to give up a parking space at certain times. Two large sites stand out, Gascoigne's and the waste land at Town End. Either could meet the bulk of displaced long-stay demand.
- Long-stay motorists displaced from the main public car parks should be made aware of available parking at the Recreation Ground on Barleyhill Road (4 minutes walk from the Miners' Welfare Centre via Coupland Road). Such a promotion is expected to be undertaken at the time of advertising a new short-stay regime in the public car parks. Leeds City Council should introduce new footpath lighting between Coupland Road and the Recreation Ground.
- In light of the displacement of long-stay parking from the public car parks, keep under review the need for resident permit schemes for Barleyhill Road, the Cypruses, Church Lane and Greensway. These should, where appropriate, also allow short stay parking.

Recommendation 2: Immediately create additional parking areas (including motorcycle parking) where possible e.g. by enlarging Main Street car park (demolishing the garages), reviewing car park layouts and all signing. Leeds City Council should bring the Recreation Ground car park up to parking standards for long-stay use.

Recommendation 3: Encourage sustainable travel and efficient use of private car parks (including Town End and Gascoigne's) within the business community.

Recommendation 4: Depending on the success or otherwise of the above, there may be a need to extend the resident permit schemes.

- **Agree changes to Main Street**

- Review signs, lines and traffic orders on Main Street with the intention of relaxing the single yellow line restrictions on Main Street to allow 30 minute short-stay parking. Any specific loading requirements raised during this consultation would be addressed, recognising that multiple use of kerb-space is ideal. New formal on-street spaces are not expected to attract many current car park users given the already high volumes of legal and illegal parking activity on Main Street. Short-stay bays should be considered for both sides of Main Street.
- A number of frontages (such as Henry Lax Ltd or Dorothy Annes Ltd) have expressed a willingness to enter into an agreement with Leeds City Council to provide echelon parking. The additional parking spaces would be useful but delivery would require negotiation of a number of obstacles, not least dedication of private land to highway, scheme funding and resolution of utility services. If these can be overcome, additional parking would be helpful.
- Whilst the zebra crossings on Main Street are well-located, the extent of the zig-zag markings should be reviewed to maximise the amount of kerb space available for other uses. Consideration should be given to adopting a more prominent build-out at the crossings, raising the carriageway (including any nearby junction) and dispensing with the edge of carriageway markings. New 30 minute marked parking bays would delineate the carriageway. The narrower running lanes (3m) would be helpful to cyclists by encouraging them to ride more centrally in the carriageway.
- Relocate 4 disabled spaces from the public car parks along the length of Main Street.
- Review the need for bus timing points on Main Street with Metro and the bus operators. The review should also consider Church Lane (and

Barleyhill Road) where the provision of gaps in lines of parked vehicles would be beneficial to all drivers.

- Review the bus stop locations with the intention of lessening the impact of the Main Street bus boxes on parking.
- Review and, if appropriate, relax resident parking areas such as Marshall Street to allow loading and short-stay parking (30 minutes) (Rev 2 – bullet point added).

Recommendation 5: Immediately review signing, lining and traffic orders on Main Street (including zig-zag lines, location of bus stops and narrower running lanes) with a view to providing short-stay parking of 30 minutes duration where-ever possible.

Recommendation 6: Review disabled parking provision in the public car parks and re-distribute 4 car park disabled spaces along Main Street.

Recommendation 7: Review and if possible remove the need for bus timing points on Main Street.

Recommendation 8: Review existing resident parking areas to allow dual short-stay use, if appropriate.

- **Agree public realm initiatives, especially those impacting on parking**

Those attending the public involvement event suggested that parking should not be treated in isolation and that a holistic approach, for example by incorporating street-scene improvements, would be beneficial. Delivery of such improvements would be in the medium/longer term, but awareness would compliment any parking improvements planned for Main Street. A street audit would be a useful starting point, so too the recent Department for Transport Mixed Priority Routes Demonstration Project, launched in 2002 (www.dft.gov.uk/pgr/roadsafety/dpp/mpr). These project schemes identified successful town centre traffic management principles and delivered:

- improved quality and stability for local traders
- improved street environment and liveability
- significant road traffic casualty reductions
- improved facilities and safety for cyclists and pedestrians
- improved personal security.

Recommendation 9: Complete a street audit of Main Street to enhance identified parking improvements.

- **Agree future management regime for existing parking**

Recommendation 10: Continue with the existing parking management regime using comprehensive waiting restrictions, but keep under review the possibility of introducing Pay and Display.

5.3 Other Actions

In addition, there are other non-strategic measures that would improve Garforth's parking experience and the future wellbeing of the town centre. These include:

- **Implement any changes/additions to signing to improve access to parking and information for visitors**
- **Introduce gaps in lines of parked vehicles on Church Lane and Barleyhill Road.** Achieving this will be made harder given that some long-stay motorists will have been displaced from the town centre. Delivery appears likely to require the resident permit scheme extending (Rev 2 – sentence added).
- **Set up a regular car park inspection regime to identify the need for any improvements and maintenance.**
- **Implement a programme of maintenance and improvements as necessary**
- **Review walking routes between car parks and destinations and between housing areas and the town centre and implement improvements (including targeted enforcement of footway parking) as necessary to assist access.**

5.4 Review of Action Plan

The Action Plan must remain up to date and will require continual review. Given the nature of the proposed changes, a review within one year would be appropriate.

6 Monitoring and Review

6.1 Introduction

The strategy and action plan have been developed on the basis of the survey information and feedback received from the public engagement exercise. Parking conditions in Garforth will change markedly when the two public car parks are converted to short-stay or medium stay. The strategy and the effectiveness of the actions should be reviewed within one year. The review should include surveys of off and on-street parking usage.

7 Conclusions

7.1 Current situation

Garforth has an estimated parking stock of nearly 900 off-street public and private parking spaces and just over 650 on-street spaces in the town centre. There are some resident parking schemes. However, there is a deficiency in short-stay parking.

Parking management is by enforcement of traffic and parking orders. There are no parking charges.

Car parks are generally well located to serve the centre of the town but operate above the optimum capacity.

7.2 Strategic Changes

Garforth and Leeds City Council recognise that there is no one solution to Garforth's parking problems. Both recognise that there must be a number of measures acting together to bring about the desired improvements.

This study has identified a number of actions that should be adopted and/or considered.

Recommendation 1: Immediately convert Barleyhill Road public car parking spaces to 2-hour spaces and Main Street car park to 4-hour spaces. No regime change is envisaged in the Greengrocer's car park.

Recommendation 2: Immediately create additional parking areas (including motorcycle parking) where possible e.g. by enlarging Main Street car park (demolishing the garages), reviewing car park layouts and all signing. Leeds City Council should bring the Recreation Ground car park up to parking standards for long-stay use.

Recommendation 3: Encourage sustainable travel and efficient use of private car parks (including Town End and Gascoigne's) within the business community.

Recommendation 4: Depending on the success or otherwise of the above, there may be a need to extend the resident permit schemes.

Recommendation 5: Immediately review signing, lining and traffic orders on Main Street (including zig-zag lines, location of bus stops and narrower running lanes) with a view to providing short-stay parking of 30 minutes duration where-ever possible.

Recommendation 6: Review disabled parking provision in the public car parks and re-distribute 4 car park disabled spaces along Main Street.

Recommendation 7: Review and if possible remove the need for bus timing points on Main Street.

Recommendation 8: Review existing resident parking areas to allow dual short-stay use, if appropriate.

Recommendation 9: Complete a street audit of Main Street to enhance identified parking improvements.

Recommendation 10: Continue with the existing parking management regime using comprehensive waiting restrictions, but keep under review the possibility of introducing Pay and Display.

7.3 Quick Wins

The study has made a number of recommendations for immediate consideration. These are:

Recommendation 1: Immediately convert Main Street car park to 4-hour spaces and Barleyhill Road car park to 2-hour spaces,

Recommendation 5: Immediately review signing, lining and traffic orders on Main Street (including zig-zag lines, location of bus stops and narrower running lanes) with a view to providing short-stay parking of 30 minutes duration where-ever possible.

In addition, there should be a review of walking routes in the town centre to ensure these routes are not proving a disincentive to walking into town (a street audit would prove helpful). The review should encompass access to and from the car parks to ensure these routes are safe and not acting as a deterrent to shoppers.

Leeds City Council should offer support for a local business forum to assist delivery of sustainable travel and the efficient use of private parking spaces. There should be a review of signage to the car parks to ensure they are appropriate and pertinent in light of the recommended changes.

7.4 Action Plan

This is the action plan for 2011 to 2016 and the long term benefit of Garforth.