City of Lincoln Parking Strategy

August 2014
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Executive Summary

In 2013, City of Lincoln Council commissioned a Parking Strategy Study to investigate parking issues within the city and to provide an evidence base for a new parking strategy. The Study reviewed parking in Lincoln through a review of the current conditions, the benchmarking of Lincoln with other authorities, consultation with key stakeholders and the identification of issues and opportunities. The output from the Study was a set of policy proposals to be considered for delivery within the new Parking Strategy.

Since the completion of the Study, the Council has reviewed and considered the policy proposals identified by the report and has now produced this new Parking Strategy. The overall aim of the Strategy is to be:

“An inclusive and flexible Parking Strategy that supports the local economy of Lincoln while delivering reductions in carbon emissions, supporting the wider integrated transport network and social inclusion, limiting impacts on the city’s built environment and encouraging stakeholders to work together.”

The Strategy includes a range of policies devised to achieve this aim; a summary of these policies is provided below:

- **Policy P1a: Increase Parking Provision** – City of Lincoln Council will seek to increase parking provision within Lincoln, where appropriate.

- **Policy P1b: Increase Uphill Parking Supply** – City of Lincoln Council, with partners, will undertake detailed investigation of potential solutions to the uphill parking supply issues.

- **Policy P2: Consolidation of Parking Stock** – City of Lincoln Council will develop proposals to consolidate its parking stock.

- **Policy P3: Parking Provision for Disabled Users** – City of Lincoln Council will undertake a review of parking provision for disabled users.

- **Policy P4: Parking Tariff Zones** – The current parking tariff zoning system will remain in place.

- **Policy P5: Off-Street Tariffs** – The current off-street parking tariff system will remain in place.

- **Policy P6: On-Street Tariffs** – City of Lincoln Council will work with Lincolnshire County Council to consider criteria for determining on-street parking tariffs, applicable to certain streets. City of Lincoln Council will investigate applying restrictions to on-street spaces in the uphill area.
• **Policy P7: Sunday Tariffs** – The current Sunday parking tariff system will remain in place.

• **Policy P8: Evening Tariffs** – City of Lincoln Council will trial a reduced evening tariff to measure the impact of such a change.

• **Policy P9: Special Tariffs** – City of Lincoln Council will trial the implementation of special tariffs in appropriately targeted car parks, to influence shopper and commuter travel during the peak hours.

• **Policy P10: Park & Ride** – City of Lincoln Council will work with Lincolnshire County Council to deliver the first Park & Ride site and actively seek funding opportunities.

• **Policy P11: Pay-by-Phone** – City of Lincoln Council will investigate ways to increase Pay-by-Phone usage, particularly for extending stays. City of Lincoln Council will review the impact of removing the charge for using the Pay-by-Phone system and assess the benefits of making this change.

• **Policy P12: Other Payment Options** – City of Lincoln Council will investigate using a range of alternative parking payment options.

• **Policy P13: Pay-on-Exit** – City of Lincoln Council will monitor the Department for Transport’s stance on enforcing ANPR-based Pay-on-Exit parking payment systems, lobby where appropriate, and revisit the Pay-on-Exit Feasibility Study if circumstances change.

• **Policy P14: Parking Signing and Traffic Guidance** – City of Lincoln Council will work with Lincolnshire County Council on the parking elements of the signing strategy for Lincoln and to investigate the feasibility and cost of developing a new traffic guidance system that supports both parking and wider applications. The Council will also monitor the latest car parking technology available.

• **Policy P15: Parking Standards** – City of Lincoln will adopt a flexible approach on the setting of parking standards for new development and these will be determined on a site-by-site basis.

• **Policy P16: Control of Off-Street Parking** – City of Lincoln will consider licensing areas of public off-street parking, subject to an appropriate fee, in accordance with the Road Traffic Regulation Act 1984 sections 43 and 44.

• **Policy P17: Management Plans** – City of Lincoln Council will require that developers provide and implement Parking Management Plans for developments that provide the appropriate levels of parking.
• **Policy P18: Low Emission Vehicles** – City of Lincoln Council will further investigate the implementation of low emission vehicle discounts via the Pay-by-Phone system.

• **Policy P19: Alternative Modes** – City of Lincoln Council will consider implementing a range of sustainable travel-related parking policies.

• **Policy P20: Motorcycle Parking** – City of Lincoln Council will consider increasing the provision of motorcycle parking.

• **Policy P21: Residents’ Parking Zones** – A review of RPZs will be undertaken with the intention of creating zones around the entire periphery of the city centre.

• **Policy P22: Approach to Communication of Parking Strategy** – City of Lincoln Council will engage with key stakeholders in the city on the delivery of the Parking Strategy through established mechanisms such as the City Centre Masterplan.

• **Policy P23: Joint Parking Offers** – City of Lincoln Council will work with stakeholders to develop joint parking offers.

• **Policy P24: Events Management** – City of Lincoln Council will ensure that all major events have robust Event Management Plans in place and that parking is considered robustly. The Council will work with Private Non-Residential Parking (PNR) operators to investigate the formal use of PNR sites for event parking and work more closely with other public and private parking providers to find new solutions to event parking.

• **Policy P25: Monitoring** – City of Lincoln Council will consider monitoring requirements when acquiring new parking infrastructure. The Council will undertake before and after monitoring of car park usage as part of the process to implement measures that may affect parking supply or demand.

• **Policy P26: Reviewing** – City of Lincoln Council will undertake a review of each major change in parking management and supply to assess its impact on the Parking Strategy. The Council will continue to review parking tariffs on an annual basis. The Parking Strategy document will be subject to review every three years or when major changes have been shown to have had a major impact on parking policy.
1. Introduction

1.1 Background
Lincoln’s previous Parking Strategy was developed as part of the commission to develop the Transport Strategy for the Lincoln Area (LITS) and was published in August 2005. Changes that have occurred since the previous Strategy was written and potential changes that may occur in the short to medium term mean that a new Parking Strategy has now been produced to reflect these changes.

This Strategy has been prepared using the findings of a study undertaken during 2013. The study investigated parking in Lincoln through a review of the current conditions, the benchmarking of Lincoln with other authorities, consultation with key stakeholders, the identification of issues and opportunities, and the development of a set of policy proposals. The study report has been used as the evidence base for the new Parking Strategy for the city as set out in this document.

The Parking Strategy Study identified a number of policy proposals from which the Parking Strategy has been formulated. These proposals were reviewed by officers from both City of Lincoln and Lincolnshire County Councils at a workshop held on 24th April 2014. The workshop involved a methodical discussion of each policy proposal, in order to agree the Council’s overall position on each and thereby allowing for the most appropriate proposals to be taken forward and incorporated into the Strategy. The process described is illustrated in Figure 1-1:

Figure 1-1 – Parking Strategy Development Process

1.2 Aims and Objectives
The Parking Strategy fits within a hierarchy of local policy documents and supports higher level policy that provides the strategic direction for the development of the city. The City Centre Masterplan has been identified as the primary higher level policy document that informs the focus of Parking Strategy. The vision set out in the City Centre Masterplan was therefore used to develop the following aim for the Parking Strategy:
A set of objectives has been developed for the Strategy which builds on the above aim. The objectives have been developed over a number of stages and were discussed and debated in detail during a Principles Workshop held for the project during the Study stage. The objectives are presented in Table 1.1 and each has been ascribed a weighting (high, medium or low) and also an associated scope as defined below:

- Economy – supporting economic development and regeneration;
- Restraint – supporting measures to restrain traffic and promote alternative modes;
- Social Inclusion – improving accessibility for all; and
- Revenue – the desire to raise revenue to fund the maintenance and management of parking and other functions.

It was agreed by the Steering Group that the Parking Strategy should primarily focus on policy rather than delivery. It follows that the Strategy should focus on City of Lincoln Council’s role in shaping policy and strategy rather than its role as a parking provider. The objectives in Table 1.1 were therefore split between the primary policy objectives and the secondary operational objectives.

**Table 1.1 – Parking Strategy Objectives**

<table>
<thead>
<tr>
<th>Ref.</th>
<th>Primary Policy Objectives</th>
<th>Weighting</th>
<th>Scope</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Support the growth of Lincoln’s economy</td>
<td>H</td>
<td>Economy</td>
</tr>
<tr>
<td>2</td>
<td>Enhance the role of parking as a means of encouraging modal shift</td>
<td>H/M</td>
<td>Restraint</td>
</tr>
<tr>
<td>3</td>
<td>Enhance fairness of access to city centre both in terms of physical accessibility and affordability</td>
<td>H/M</td>
<td>Social Inclusion</td>
</tr>
<tr>
<td>4</td>
<td>Contribute to improved health outcomes</td>
<td>M/H</td>
<td>Restraint</td>
</tr>
<tr>
<td>5</td>
<td>Enhance the role of parking as part of a safe, efficient and integrated transport system</td>
<td>M</td>
<td>Restraint</td>
</tr>
<tr>
<td>6</td>
<td>Promote reductions in transport-related carbon emissions</td>
<td>M</td>
<td>Restraint</td>
</tr>
<tr>
<td>7</td>
<td>Reduce the impact of parking on Lincoln’s built environment</td>
<td>M</td>
<td>Restraint</td>
</tr>
</tbody>
</table>

| Ref. | Secondary Operational Objectives | | |
|------|----------------------------------|--|
| A    | Support making the best use of the City Council’s infrastructure | Revenue |
| B    | Enhance the sustainability of car park operations in Lincoln | Revenue |
| C    | Promote the provision of high quality services to the public | Revenue |

“An inclusive and flexible Parking Strategy that supports the local economy of Lincoln while delivering reductions in carbon emissions, supporting the wider integrated transport network and social inclusion, limiting impacts on the city’s built environment and encouraging stakeholders to work together.”
There is frequently significant conflict between objectives that drive parking strategies, primarily focussed on the often competing scopes: Economy, Restraint, Social Inclusion and Revenue. A narrow focus on one of these areas can have a detrimental effect on one or all of the others. For example, implementing a strategy that focuses purely on supporting the economy, through greater provision and lower tariffs, is likely to lead to increased traffic flows and less revenue for the authority as well as reducing accessibility for those without access to a car. Similarly, a restraint focus, with fewer parking spaces, may discourage city centre visits and reduce revenue, whilst a focus on revenue raising, through increased tariffs, may also discourage city centre visits and exclude those less able to pay higher charges. A balance therefore needs to be struck between these objectives to ensure that an appropriate focus is provided by the Parking Strategy and specifically a focus that is sensitive to the local conditions and aspirations.

With the focus of the Strategy being primarily on policy rather than operational issues, this leaves the balance to be struck between economy, social inclusion and restraint objectives. During the Principles Workshop, a high, medium or low weighting was allocated to each objective. These weightings have been used to give the desired balance to the Strategy, essentially giving greater weight to the more important objectives where any conflict occurs.

1.3 Structure of this Strategy

Following on from this introduction, the Strategy includes the following sections:
• Formulating the Parking Strategy – identifies the principles which underpin the Parking Strategy and summarises the scope of the Parking Strategy Study which was undertaken;

• Policy Context – provides a summary of the policy review undertaken as part of the Parking Strategy Study in terms of national and local policies;

• Current Parking Situation – presents a summary of the evidence base for the development of the Strategy, including a review of the current conditions, the benchmarking of Lincoln with other authorities, consultation with key stakeholders and the identification of issues and opportunities;

• Projected Future Parking Demand and Supply – summarises the forecasted future parking demand and supply, including reference to any significant development proposals which could impact on parking provision and proposals for individual car parks;

• Parking Strategy Policies – presents the individual policy proposals for the Strategy, including commentary surrounding individual policies;

• Monitoring and Review – summarises the process by which the Strategy will be monitored and reviewed in the future.
2. Formulating the Parking Strategy

2.1 Background
The scope of the Parking Strategy includes the following:

- All current public car parking provision, comprising Council and privately operated off-street, on-street, and residents’ parking schemes;

- Area of coverage:
  - City Centre including Cultural Quarter;
  - Witham Park;
  - Brayford Pool;
  - University; and
  - Uphill (Castle & Cathedral).

From the above, the following parking types were identified and reviewed as part of the Parking Strategy Study:

- Off-Street Council Owned;
- Off-Street Privately Owned – Publicly Available;
- On-Street;
- Private Non-Residential;
- Residents’ Parking Schemes; and
- Park & Ride.

2.2 Principles
As part of the Parking Strategy Study, a set of principles was formulated to guide and underpin the Strategy development process. The principles are as follows:

The Strategy should take account of the objectives identified and give due regard to the weighting that has been applied to them. However, the Strategy needs to be balanced and should set out to achieve all the objectives.
The Strategy should take a balanced approach to parking management, which focuses on rewarding positive behaviours whilst also discouraging negative behaviours. It should encourage people to make positive choices about how they travel whilst not penalising negative choices too strongly, as this can lead to punishing those with no choice but to drive. The Strategy should use restrictive measures where appropriate but with reason and balance.

The Parking Strategy needs to be realistic and pragmatic in reflecting the catchment area of Lincoln. With the vast majority of demand for parking, over 80%, coming from outside of the city’s urban area, and a dispersed rural transport network serving that catchment, Lincoln faces more challenges many than other large towns and cities in bringing about a shift to other modes of transport. The Strategy also needs to be realistic and pragmatic in assessing what can be decided now and what decisions need to be made in the future.

The Strategy needs to reflect the understanding that some policies and measures may not be deliverable for a range of reasons, whether they be related to finance or time constraints, politics, public acceptability or reliance on other organisations.

The plans resulting from the Parking Strategy need to be ‘live’ and flexible to respond to changes in trends and objectives. When new measures are implemented, the impacts will need to be assessed before progressing with further changes.

The Parking Strategy needs to be integrated with other policies and with other modes of transport including the City Centre Masterplan and Local Plan. The Parking Strategy will need to help to ‘lock in’ the benefits generated by other schemes implemented through the Lincoln Integrated Transport Strategy. The Strategy will also need to be implemented in an integrated manner including through City of Lincoln Council and Lincolnshire County Council working closely together and with other stakeholders.

The Strategy should focus on policy and identify, broadly, what needs to be delivered. Delivery plans will need to be developed following the publication of the Strategy.
The Strategy needs to focus on local issues and have relevant local policies and measures.

2.3 **Locational Principles**

In addition to the broad principles outlined above, a set of locational principles have been defined, identifying the type of parking that should be prioritised in different areas of the city and thereby focussing the correct type of parking in the most appropriate locations. All policies and measures, where related, are focussed on delivering these locational principles. The principles are based on standard practice but also on an understanding of Lincoln’s particular circumstances. The broad basis for the locational principles is shown in Figure 2-1 below:

*Figure 2-1 – Locational Principles*

The following table sets out the full locational principles for the Parking Strategy:
Table 2-1 – Locational Principles

<table>
<thead>
<tr>
<th>Parking Location</th>
<th>Definition</th>
<th>Parking Type</th>
<th>Role</th>
<th>Length of stay/level of turnover</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Centre – On-Street</td>
<td>All on-street provision</td>
<td>Shoppers and business users (i.e. delivery, drop-off/pick-up)</td>
<td>Premium product but also supports very short stays encouraging high turnover</td>
<td>Very short stay/very high turnover</td>
</tr>
<tr>
<td>City Centre Core – Off-Street</td>
<td>All off-street provision in the city centre, excluding the uphill area</td>
<td>Shoppers</td>
<td>The standard parking product and location for city centre users, primarily focussing on the shopper and leisure markets</td>
<td>Primarily short stay but not overly restrictive for medium stays/primarily high turnover</td>
</tr>
<tr>
<td>City Centre Uphill – Off-Street</td>
<td>All off-street provision in the uphill area</td>
<td>Visitors</td>
<td>The focus for the visitor (and some shopper/leisure) market</td>
<td>Variable stays – not overly restrictive against short or long stays</td>
</tr>
<tr>
<td>Edge of City Centre – Off-Street</td>
<td>All off-street provision at the edge of the city centre</td>
<td>Commuters</td>
<td>To provide parking for long stays</td>
<td>Provided for long stay/low turnover</td>
</tr>
<tr>
<td>Residential Areas</td>
<td>On-street parking in residential areas surrounding the city centre</td>
<td>Residents</td>
<td>Primarily allocated for residents while also supporting local business in residential areas with some short stay capacity</td>
<td>Residents’ long stay, shopper very short stay.</td>
</tr>
<tr>
<td>Park &amp; Ride</td>
<td>Edge of urban area car parks served by frequent bus service into the city centre and uphill</td>
<td>Primarily commuters and long stay visitors</td>
<td>Providing for commuters and longer staying other users</td>
<td>Longest stay</td>
</tr>
</tbody>
</table>

2.4 Strategy Subject Areas

As part of the Parking Strategy Study, a set of core subject areas were identified for the Strategy and these included:

- Parking Provision
- Tariffs
- Infrastructure
- Sustainable Transport
- Private Non-residential Parking
- Residents’ Parking Zones
- Park & Ride
- Co-ordination
- Enforcement
- Monitoring and Reviewing.

Within these core subject areas, a number of ‘Building Blocks’ were identified, which have been used to form the overall Strategy. These are summarised as follows:
Figure 2-2 – Parking Strategy 'Building Blocks'
3. Policy Context

3.1 Introduction
This chapter presents a summary of the pertinent national and local policy documents that have an influence on the provision and management of parking in Lincoln. Guidance produced by the Chartered Institute of Highways & Transportation (CIHT) emphasises the importance of the link between parking strategies and other local policy documents, stating that parking strategies should be “well rooted in relevant local policies and contribute to wider community objectives, both transport and non-transport related.”

3.2 National Policy – General
3.2.1 National Planning Policy Framework
The National Planning Policy Framework (NPPF) sets out planning policies for England and how the Government expects these to be applied. It gives responsibility back to local people by providing a framework within which local authorities and local people can produce their own plans to reflect the needs and priorities of their communities. “At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.”

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1 CIHT Parking Management and Strategies (2005), page 37
2 NPPF paragraph 14
With regard to parking, NPPF states that when setting local parking standards for new development the following should be taken into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

NPPF recognises the important link between parking provision and the viability of town centres saying that, “Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.”

3.2.2 Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen, White Paper

The White Paper was published in January 2011 and states its vision as, “Our vision is for a transport system that is an engine for economic growth, but one that is also greener and safer and improves quality of life in our communities.”

The White Paper sets out the changes from PPG13 to NPPF and acknowledges the further freedoms given to local authorities to adopt the right polices for their area. Parking strategies should be in line with aspirations to promote “sustainable transport choices, efficient use of land, enabling schemes to fit into central urban sites, promoting linked-trips and tackling congestion.” Park & Ride schemes are noted to influence the need for parking in city centres.

Parking Strategies can provide minimum and maximum parking standards for new developments. The White Paper encourages the provision of electric vehicle infrastructure in new developments and setting aside some residential car parking spaces solely for the use of car club vehicles.

3.2.3 Traffic Management Act 2004

Part 6 of the Act changes the way in which minor traffic contraventions are enforced. The Act hands over responsibility for some offences, such as driving a private car within a bus lane, from the Police to local authorities. It also strengthens local councils’ powers to penalise those who commit parking transgressions, and created

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3 NPPF paragraph 40
4 Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen, White Paper paragraph 7.10
the new position of ‘Civil Enforcement Officer’. The regulations provide the capability for evidence caught on camera to be used against an offender.\(^5\)

3.3 Local Policy – General

3.3.1 City of Lincoln Local Plan

The Core Strategy for Central Lincolnshire was withdrawn in January 2014, in response to feedback from the Planning Inspectorate. It suggested that a single document would better serve the population of Central Lincolnshire over the coming decades, rather than through the production of a Core Strategy and separate Allocations Plan, as was previously the case.

Nonetheless, the four local authorities which make up the Central Lincolnshire Joint Strategic Planning Committee: City of Lincoln, North Kesteven, West Lindsey and Lincolnshire County Council, are committed to working together to produce a single Local Plan Core Strategy, in line with this feedback.

In March 2014, a Local Development Scheme was passed, which outlined the three-year process in which the new document will be created. In the meantime, the document that guides planning policy within the City of Lincoln remains the City of Lincoln Local Plan, which was adopted in August 1998.

Since the publication of the City of Lincoln Local Plan, the regional and national policy landscape has changed greatly, rendering much of the document’s content out-of-date. For example, the numerous Planning Policy Guidance notes (PPGs) have been replaced by a single document, the National Planning Policy Framework (NPPF). Furthermore, the Government Offices for the English Regions, which determined each part of England’s housing requirements, were abolished in 2011. These powers now reside at local authority level.

In spite of these changes, many of the document’s key principles remain relevant to the ongoing work to develop Lincoln’s infrastructure.

The 1998 City of Lincoln Local Plan’s primary aims are:

- improve the quality of the local environment and the physical, social and economic health of the local community;

- protect and reinforce Lincoln’s special identity as development, change and renewal take place; and,

\(^5\)Explanatory notes for the Traffic Management Act 2004
(http://www.legislation.gov.uk/ukpga/2004/18/notes/contents)
manage change with care, working towards a more sustainable, energy efficient city which offers improved quality of life and expanding opportunities for present and future generations.

The 1998 City of Lincoln Local Plan also contains proposals for the ‘sustainable development’ of the city, and divides its targets into the following areas:

- Access, Transport and Communications;
- Urban Regeneration;
- The Built Environment; and,
- The Natural Environment and Open Space.

The major objectives contained within the ‘Access, Transport and Communication’ chapter are shown in Table 3-1:

<table>
<thead>
<tr>
<th>Objective</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Reduce dependence on cars and promote the wider use of other means of transport</td>
</tr>
<tr>
<td>2</td>
<td>Add to the vitality, viability and commercial competitiveness of the City Centre by maximising accessibility</td>
</tr>
<tr>
<td>3</td>
<td>Improve safety, the health of the environment and the quality of people’s lives, by promoting schemes to reduce traffic speeds and remove through-traffic (especially from residential and mixed-use areas)</td>
</tr>
<tr>
<td>Objective</td>
<td>Details</td>
</tr>
<tr>
<td>-----------</td>
<td>---------</td>
</tr>
<tr>
<td>4</td>
<td>Promote the construction of an eastern bypass as soon as possible so that full environmental, social and economic benefits may be gained from complementary measures to enhance public transport</td>
</tr>
</tbody>
</table>
| 5         | Influence the volume and patterns of car travel to:  
- reduce the harmful impact of motor vehicles  
- enhance the vitality and viability of the City Centre, by managing the supply, location and use of public and private car parks in accordance with the Parking Strategy for Lincoln |
| 6         | Reduce congestion and pollution by developing cycling and walking facilities, by promoting improved public transport (bus and rail) and by developing Park & Ride services |
| 7         | Give pedestrians, cyclists and public transport users priority over the car in the layout and design of new developments |
| 8         | Ensure that the needs of people with impaired or reduced mobility or vision are catered for appropriately in new developments and improvements to local transport infrastructure |
| 9         | Support the provision of new transport routes and complementary traffic management measures |
| 10        | Promote the transport of freight by rail by reserving strategic land alongside railways for businesses which are able to make use of rail transport |
| 11        | Promote opportunities to use telecommunications technology as a means of reducing the need to travel |

Reference is made within the Local Plan to the previous Parking Strategy that was in effect at the time of writing the Local Plan, but by definition, the 2014 Lincoln Parking Strategy should supersede previous parking strategies. Nevertheless, the 1998 Local Plan does make a number of key guiding statements, which should inform thinking related to parking:

- Park & Ride is a good means of reducing the number of private vehicles using the city centre’s most congested routes;
- Improvements to public transport, and a reduction in the number of long-stay city centre parking spaces, will reduce the number of private vehicle trips to the city centre by commuters, who generally travel at peak time; and
- Surface car parks should not be placed in areas which could be exploited for business use/economic growth, or where they have a negative visual impact.

### 3.3.2 Local Transport Plan 4
Lincolnshire’s Local Transport Plan 4 (LTP4) was published in April 2013, and is anticipated to act as a long-term, multi-modal transport policy document, covering the ten-year period between 2013/2014 and 2023/2024. The LTP4 consolidates the work of the Third Local Transport Plan (LTP3), whilst also reacting to Central (Coalition) Government policy changes, and post-financial crisis spending restraints.

The document contains a clearly-defined vision for the future of Lincolnshire’s transport infrastructure, where the social, economic and environmental benefits of a modern transport system are realised:
A key objective of LTP4 is to support economic growth in line with the latest Transport White Paper, ‘Creating Growth, Cutting Carbon’, the details of which are provided earlier in this chapter. The Plan itself recognises the leading industries in the county as being tourism, public administration, education and health - the needs of which are central to the strategic direction of the LTP4.

Following on from these first principles, the objectives in Table 3-2 are of fundamental importance to the successful fulfilment of the LTP4:

\[\text{Table 3-2 – Lincolnshire Local Transport Plan 4: Objectives}\]

<table>
<thead>
<tr>
<th>Objective</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Assist the sustainable economic growth of Lincolnshire, and the wider region, through improvements to the transport network</td>
</tr>
<tr>
<td>2</td>
<td>Improve access to employment and key services by widening travel choices, especially for those without access to a car</td>
</tr>
<tr>
<td>3</td>
<td>Make travel for all modes safer and, in particular, reduce the number and severity of road casualties</td>
</tr>
<tr>
<td>4</td>
<td>Maintain the transport system to standards which allow safe and efficient movement of people and goods to protect and enhance the built and natural environment of the county by reducing the adverse impacts of traffic, including HGVs</td>
</tr>
<tr>
<td>5</td>
<td>Improve the quality of public spaces for residents, workers and visitors by creating a safe, attractive and accessible environment to improve the quality of life and health of residents and visitors by encouraging active travel and tackling air quality and noise problems</td>
</tr>
</tbody>
</table>

Later in the document, LTP4 sets out improvement programmes for all of the key urban areas in the county, of which Lincoln is by far the largest. The LTP4 uses the proposed schemes listed in the Transport Strategy for the Lincoln area as a basis for
presenting its vision for the city in the year 2026. It also details progress made towards completing those projects outlined within the Third Lincolnshire Transport Plan.

The successful implementation of the following schemes will have an effect on parking provision in the city, further to that which should be experienced as a result of this Parking Strategy:

- Lincoln Eastern Bypass, East-West Link and Lincoln Southern Bypass;
- A new Public Transport Interchange in the city centre;
- Park & Ride;
- Quality Bus Corridors;
- Small scale walking, cycling and public transport improvements;
- Uphill and city centre traffic management schemes; and
- Improvements to the existing Western and Northern Relief Roads.

With Lincoln’s population projected to rise steadily from 93,541 (2011 Census) to 99,500 in 2025 (Source: Lincolnshire Research Observatory), a failure to implement these schemes will likely lead to ever-greater congestion, and a poorer quality of life for residents. LTP4 also explicitly refers to the important role that suitable parking provision plays within an overall transport plan, by stating “The availability of parking and its cost can have a significant impact on people’s decision to drive or not. Similarly, availability of parking is often seen as key to economic success for both the retail and tourism sectors.”

In December 2012, Lincolnshire County Council and the seven Lincolnshire district councils took on Civil Parking Enforcement powers, with responsibility for enforcement having previously resided with the police. Lincolnshire County Council hopes that CPE will, “reduce congestion in the urban areas and also assist businesses since there will be a better turnover of on-street limited waiting bays.”

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6 Lincolnshire Local Transport Plan 4 paragraph 5.29
7 Lincolnshire Local Transport Plan 4 paragraph 5.30
3.3.3  *Lincoln City Centre Masterplan*

The goal of the Masterplan is to introduce better connectivity and cohesion to the city centre, enabling growth and development of key parts of Lincoln and supporting the city in its role as a regional centre.

The plan aims to capture the level of change the city has undergone in the last five years and highlight aspirations for the future, both in terms of economic potential and sustainable development.

A key requirement in developing the revised Masterplan was to continue to reflect the principles originally identified in 2005. The key objectives of the Masterplan are to recognise these principles and demonstrate how they will inform future development in the City thus creating:

![Objectives]

- A strong and vibrant city centre;
- A well connected city centre;
- A well-managed city centre; and
- A mixed use city centre.

The Masterplan makes specific reference to the new Parking Strategy and states:  
“The Strategy will review relevant policy, explore future needs identifying solutions and will benchmark against other similar areas. It is hoped that the Strategy will…inform future car park provision within many of the core sites identified within the City Centre Masterplan area.”  

“Visitor movement within the City however remains hindered, not only by the mile long High Street with limited east-west connectivity, but also the lack of quality signage in to the City, particularly in relation to car parking locations and coach parking”.

3.3.4  *Local Growth Strategy Summary 2014 - 2034*

CoLC has prepared their Growth Strategy for the city, which, alongside the City Centre Masterplan, aims to make Lincoln a great place with good access, people, partnerships and innovations.

The introduction to the Growth Strategy Summary document states the following:

“This strategy for growth will look to demonstrate how employment growth might lead to significant enhancement in the local economy and subsequent reductions in poverty.

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8 Draft LCCM – pages 29 - 32
9 Draft LCCM – page 34
To enable economic growth Lincoln will:

- **Look to develop its human capital**
- **Improve its physical environment**
- **Work with local businesses to support innovation and enterprise**

The document sets out the following vision for the city:

Lincoln will evolve into a beautifully engineered world class historic city becoming internationally renowned for its enterprise, heritage and educational excellence, whilst demonstrating that being a competitive city does not equal compromising on people, values or culture.

The document sets out the priorities for the city, the challenges facing the city, the ways in which the growth strategy will be delivered, the ambitions for the city and the city’s contribution to Greater Lincolnshire.

Among the priorities for the city, ‘Great Access’ refers to measures which will ensure a high level of accessibility across the city and refers specifically to this Parking Strategy as one such measure, stating:

*Implementing the car parking strategy including Park and Ride*

Similarly, ‘Connectivity’ is listed as one of the key challenges facing the city, with the implementation of Park & Ride stated as being one way of achieving better connectivity.
4. Current Parking Situation

4.1 Introduction

As part of the Parking Strategy Study, a review of all pertinent information was undertaken in order to identify trends, issues and opportunities and therefore provide a robust evidence base with which to support the development of the Parking Strategy. A review was undertaken of a range of data sets for parking including:

- General details on Council and privately operated publicly available car parks;
- On-street parking;
- Usage of those car parks;
- Residential parking schemes;
- Revenue from Council car parks;
- Private Non-Residential (PNR) parking; and,
- Events.

A summary of the main publicly available off-street car parks is presented in the table below and the following figure shows the general location of each within the city centre.

Table 4-1 – Lincoln City Centre Car Parks by Type

<table>
<thead>
<tr>
<th>Commuter</th>
<th>Visitor</th>
<th>Shopper</th>
<th>Weekend/BH Only</th>
<th>Private</th>
</tr>
</thead>
<tbody>
<tr>
<td>Broadgate</td>
<td>Castle Hill</td>
<td>Flaxengate</td>
<td>Sessions House</td>
<td>Brayford Street (NCP)</td>
</tr>
<tr>
<td>King Street/Chaplin Street</td>
<td>Langworthgate</td>
<td>Lucy Tower Street</td>
<td>County Hall</td>
<td>High Street (Brayford Street (MS)) (NCP)</td>
</tr>
<tr>
<td>Rosemary Lane</td>
<td>Lawn Group</td>
<td>Motherby Lane</td>
<td>City Hall Orchard Street (Weekend Only)</td>
<td>Silver Street/Central/Free School Lane (NCP)</td>
</tr>
<tr>
<td>Westgate Group</td>
<td>St. Paul’s Lane</td>
<td>Tentercroft Street</td>
<td>St. Rumbold Street (NCP)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Thornbridge</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Beaumont Fee</td>
<td>Steep Hill (Hungate) (NCP)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>LSG Site (St. Mary’s Street) (NCP)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>St. Marks Retail Park – Surface (St. Mark’s)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>St. Marks Retail Park (St. Mark’s)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Railway Station (Network Rail)</td>
<td></td>
</tr>
</tbody>
</table>
The background review resulted in the identification of the following main issues and opportunities:
• In general, the Council car parks appear to operate in a manner consistent with their designations, with commuter car parks being used for long stays and shopper car parks for short stays;

• Revenue from Council car parks has increased over the last few financial years;

• There is significant variation in the performance of Council-owned car parks in terms of total revenue and revenue per space;

• There is limited on-street disabled parking provision, particularly in the uphill area;

• All on-street parking is currently offered free of charge;

• 34% of all parking in Lincoln is restricted to private use only;

• Only 4% of parking is specifically targeted at visitors to the city;

• Events cause significant additional, short term, demand for parking within the city centre and put strain on already limited parking resources;

• Specific parking arrangements are already made for some major events (e.g. Christmas Market, University open days) reducing the potential major impacts on facilities; and,

• Growth in events, and tourism in general, will lead to additional parking demand, which will put further pressure on the limited parking provision in the uphill area.

4.2 Benchmarking

For the City of Lincoln to meet its corporate priorities whilst remaining competitive, it was necessary to determine, then compare, the car park charging regimes of other local authorities. The local authorities used for benchmarking purposes fitted into three distinct categories. These were:

• Neighbouring authorities within Lincolnshire;

• Districts neighbouring Lincolnshire; and,

• Similar historic cities across England.

Lincoln’s parking charges were evaluated against short-term and long-term car parks within the benchmarking authorities.

The benchmarking process resulted in the following findings:
• Lincoln’s system of assigning parking charges based on target users helps to define a clear and understandable charging regime;

• Parking in Lincoln is relatively expensive compared with other Lincolnshire authorities;

• Parking charges in Lincoln tend to be cheaper than those in the surrounding larger cities;

• Lincoln’s visitor parking charges are in some cases more expensive than the average for long stay parking in other historic cities;

• Lincoln’s visitor parking charges are generally cheaper for short stay parking than the average in other historic cities;

• On-street parking is currently free in Lincoln city centre; and,

• Lincoln’s evening charges are expensive in comparison to other benchmarking authorities.

4.3 Consultation
The background review also included an analysis of previous consultation exercises undertaken, specifically in relation to the City Centre Masterplan and Lincolnshire’s fourth Local Transport Plan. In addition, the study team conducted face-to-face meetings with a range of key stakeholders. The outputs from both of these processes resulted in the identification of the following issues and opportunities:
• There is general consensus that communications and signing to car parks needs to be improved;

• The provision of ‘Pay-on-Exit’ systems in car parks has the strong support of stakeholders;

• There is stakeholder support for the provision of a Park & Ride system;

• Increased parking provision is needed to support both the uphill area and the area between the uphill and downhill areas;

• Parking tariffs to encourage shoppers at specific times would be welcomed;

• Options for the use of Private Non-Residential Parking for additional capacity at weekends and for events could be investigated;

• Specific provision for coach parking needs to be made in the city;

• Parking provision is currently split across too many small car parks and could be concentrated into fewer but larger facilities, making better use of the land available;

• Stakeholders believe that the residential parking system could be more flexible;

• Improvements could be made to the quality of car parks and their facilities; and,

• Private operators would welcome greater engagement with the Council.
5. Projected Future Parking Demand and Supply

5.1 Introduction
As part of the Parking Strategy Study, a review of the potential supply of parking facilities and demand for them in the city centre over the period up to 2031 was undertaken. The review included developing an understanding of the policy framework surrounding changes in supply and demand, current plans and proposals, social and economic trends and forecasts, and the results of previous modelling exercises.

5.2 Future Supply
There are currently proposals to increase parking supply to service the city centre. In assessing the potential impact of these proposals, future changes to supply of parking in or for the city centre have been based on the following assumptions:

- In terms of overall quantity, the provision in the majority of existing car parks is currently planned to remain the same.

- Emerging proposals for a multi-storey car park within the city centre.

- There is a short to medium term aspiration to develop a first Park & Ride site on the western side of the Lincoln urban area with a current understanding that it will open in 2017 with in the order of 670 parking spaces.

It should be noted that the above timescales are assumptions based on current understanding of the particular developments and are not based on firm commitments of the organisations that will deliver the projects.

The above information has been used to develop a supply timeline up to 2031. The timeline shows an increase from 4,037 weekday spaces and 4,391 weekend spaces in 2013, to 5,306 and 5,660 respectively in 2017. Parking supply is projected to remain constant from 2017 onwards. It should be noted that publicly available parking provision is higher at weekends and bank holidays due to the availability of Council staff parking for public use. The calculations of parking supply include all city centre car parks, including private car parks such as those operated by NCP.

Overall, a review of supply matters identified the following issues and opportunities:

- The City Centre Masterplan identifies a number of car parks that are suitable for redevelopment which should be accounted for in the Parking Strategy.

- The potential for future excess supply of parking may enable consolidation of some existing car parks, facilitating the delivery of a number of City Centre Masterplan policies.

- A Park & Ride site could add significantly to city centre parking provision.
5.3 Future Demand
A review of potential demand for parking identified the following issues and opportunities:

- The emerging Local Plan for Central Lincolnshire is anticipating substantial levels of growth, of which around 50% will be in the Lincoln area. This will generate substantial increases in demand for city centre parking.

- The delivery of significant proposals for employment will lead to increases in demand for city centre parking.

- The population of Lincoln is expected to grow by 9% by 2025 and 17% by 2035. However, growth will be substantially higher in Lincolnshire as a whole.

- The reduction in employment in Lincoln since 2007 will have resulted in a decrease in travel in the area and therefore demand for parking.

- The change in balance of employment towards lower paid and lower skilled jobs may result in altered commuting travel trends with less car use and higher public transport use, cycling and walking.

- The reduction in retail business in Lincoln may have resulted in fewer retail related journeys by both employees and shoppers.

- Significant growth in retail expenditure is forecast with annual growth of 3% for comparison goods between 2014 and 2031.

- The reduction in accommodation & food services, and entertainment & recreation services in Lincoln may have resulted in decreased leisure travel or indeed may be a result of such a decrease in travel for leisure and tourism.

- Tourism is a key market for Lincoln area and there are forecasts for significant increases in visitors to the Castle over the coming decade.

- The lack of available peak period capacity in the visitor zoned car parks may harm the tourism offer.

- The higher and further education establishments within Lincoln continue to expand, attracting more students to the city. This may result in additional parking demand in future.

A future demand timeline was produced for parking in the city centre. The starting point for the calculations was the existing usage of the following car park types:

- Commuter;

- Shopper;
• Visitor;
• Weekends/Bank Holidays Only; and,
• Private (i.e. NCP, St Mark’s and Railway Station).

Current (2012) usage figures were collated for these car park types from the monthly occupancy surveys undertaken by CoLC. The figures for the following two scenarios have been collated:

• Average maximum daily occupancy (i.e. the average maximum occupancy recorded during the monthly surveys in 2012); and,

• Maximum daily occupancy (i.e. the maximum occupancy recorded in the monthly surveys in 2012).

The first of these two scenarios will reflect the average days in Lincoln while the second scenario will reflect the peak demand. In theory, as data behind these calculations is from one weekday and one Saturday survey each month, the peak demand could equate to approximately 1 in 12 days of the year.

As stated previously, these are the only car park types for which current parking usage (demand) data is available.

The following three sources of information have been used to forecast future demand for city centre parking:

• Office for National Statistics Forecasts for Population Growth for Lincoln;

• Office for National Statistics Forecasts for Population Growth for Lincolnshire; and,

• Department for Transport TEMPRO (Car Driver Trip Ends) Forecasts for Lincoln.

The above forecasts have been used to identify high, medium and low growth demand forecasts for each year between 2013 and 2031 inclusive, for both weekdays and weekend days. The high forecasts are based on the Lincolnshire population forecasts, the low forecasts are based on TEMPRO and the medium forecasts are based on the average across the three sources.

The results of the above analysis show that by 2031, the forecast demand varies significantly across the high, medium and low forecasts, for the average maximum daily occupancy and maximum daily occupancy and for weekdays and weekends.

In 2031, the highest forecast demand is for nearly 5,000 spaces (4,941), with the lowest forecast being just over 3,000 spaces (3,062). The TEMPRO-based, low forecasts are the most appropriate to focus on as they are based on recognised
transport-related forecasting data. The high and medium forecasts provide a comparison for sensitivity testing but are less reliable and should be used with some caution.

The low forecasts provide a smaller spread of forecast demand with between 3,062 and 3,821 required on weekdays in 2031 and between 3,461 and 4,368 at the weekend.

The results of the exercise suggest that parking supply within Lincoln will be sufficient on an average day, but that on busier days, occupancy exceeds 85% (the point where efficiency of operation starts to deteriorate), until additional supply comes on line in 2017.

### 5.4 Supply and Demand Timeline

A combination of the supply and demand timelines has allowed for an understanding to be developed of the potential patterns of use up to 2031. The following tables show the remaining peak capacity within the parking stock taking account of changes in supply and demand over the period. Weekday and weekend remaining capacity is shown for the average peak demand and the maximum peak demand using the TEMPRO-based forecasts.

**Table 5-1 – Weekday Remaining Peak Capacity – Average Peak Demand**

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Demand</td>
<td>2,887</td>
<td>2,906</td>
<td>2,926</td>
<td>2,945</td>
<td>2,953</td>
<td>2,976</td>
<td>2,984</td>
<td>3,037</td>
<td>3,062</td>
</tr>
<tr>
<td>Remaining Peak Capacity</td>
<td>1,150</td>
<td>1,131</td>
<td>1,111</td>
<td>1,092</td>
<td>2,353</td>
<td>2,330</td>
<td>2,322</td>
<td>2,269</td>
<td>2,244</td>
</tr>
<tr>
<td>% Occupancy</td>
<td>72%</td>
<td>72%</td>
<td>72%</td>
<td>73%</td>
<td>56%</td>
<td>56%</td>
<td>56%</td>
<td>57%</td>
<td>58%</td>
</tr>
</tbody>
</table>

**Table 5-2 – Weekday Remaining Peak Capacity – Maximum Peak Demand**

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</tr>
</thead>
<tbody>
<tr>
<td>Demand</td>
<td>3,603</td>
<td>3,627</td>
<td>3,651</td>
<td>3,675</td>
<td>3,685</td>
<td>3,714</td>
<td>3,791</td>
<td>3,821</td>
<td></td>
</tr>
<tr>
<td>Remaining Peak Capacity</td>
<td>434</td>
<td>410</td>
<td>386</td>
<td>362</td>
<td>1,621</td>
<td>1,592</td>
<td>1,582</td>
<td>1,515</td>
<td>1,485</td>
</tr>
<tr>
<td>% Occupancy</td>
<td>89%</td>
<td>90%</td>
<td>90%</td>
<td>91%</td>
<td>69%</td>
<td>70%</td>
<td>70%</td>
<td>71%</td>
<td>72%</td>
</tr>
</tbody>
</table>

**Table 5-3 – Weekend Remaining Peak Capacity – Average Peak Demand**

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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Supply</td>
<td>4,391</td>
<td>4,391</td>
<td>4,391</td>
<td>4,391</td>
<td>5,660</td>
<td>5,660</td>
<td>5,660</td>
<td>5,660</td>
<td>5,660</td>
</tr>
<tr>
<td>Remaining Peak Capacity</td>
<td>1,141</td>
<td>1,123</td>
<td>1,105</td>
<td>1,086</td>
<td>2,345</td>
<td>2,314</td>
<td>2,304</td>
<td>2,239</td>
<td>2,198</td>
</tr>
<tr>
<td>% Occupancy</td>
<td>74%</td>
<td>74%</td>
<td>75%</td>
<td>75%</td>
<td>59%</td>
<td>59%</td>
<td>59%</td>
<td>60%</td>
<td>61%</td>
</tr>
</tbody>
</table>
Table 5-4 – Weekend Remaining Peak Capacity – Maximum Peak Demand

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Supply</td>
<td>4,391</td>
<td>4,391</td>
<td>4,391</td>
<td>4,391</td>
<td>5,660</td>
<td>5,660</td>
<td>5,660</td>
<td>5,660</td>
<td>5,660</td>
</tr>
<tr>
<td>Demand</td>
<td>4,100</td>
<td>4,123</td>
<td>4,146</td>
<td>4,169</td>
<td>4,182</td>
<td>4,221</td>
<td>4,234</td>
<td>4,316</td>
<td>4,368</td>
</tr>
<tr>
<td>Remaining Peak Capacity</td>
<td>291</td>
<td>268</td>
<td>245</td>
<td>222</td>
<td>1,478</td>
<td>1,439</td>
<td>1,426</td>
<td>1,344</td>
<td>1,292</td>
</tr>
<tr>
<td>% Occupancy</td>
<td>93%</td>
<td>94%</td>
<td>94%</td>
<td>95%</td>
<td>74%</td>
<td>75%</td>
<td>75%</td>
<td>76%</td>
<td>77%</td>
</tr>
</tbody>
</table>

The findings can be summarised as follows:

- In the short term, an increase in parking supply is required to cope with maximum peak demand; and,

- Projected increases in parking supply may lead to excess capacity in the medium to long term, following the delivery of Park & Ride and a new Tentercroft car park in 2017, which would support the consolidation of other city centre car parks.

5.5 Other Issues

In addition to the development, social and economic trends and proposals highlighted in earlier sections, there are a number of other issues that may have an impact on city centre parking demand over the coming years.

The Lincoln Integrated Transport Strategy (LITS) has significant proposals to deliver transport improvements over the short to medium term. These will bring benefits to the travelling public including improved alternatives to the private car. It is therefore likely that LITS will result in some reductions in car use and therefore demand for parking, particularly for those journeys within the Lincoln urban area.

Forecasts for growth in traffic are very much dependent on the Government’s forecasts for economic growth. Historically, increases in car use and ownership have been directly linked to increases in economic activity. The timing of the general return to growth in the national and local economies will therefore be likely to have impacts on how demand for parking in Lincoln changes over time. If the current economic constraints persist for longer than expected, it is likely that demand for parking will not increase as forecast.
Wider economic trends are also likely to have an impact on parking demand including how and why people use city centres. For example, the rise in online retail is having an impact on city centre retail footfall and it is uncertain how this trend will continue. Further increases in online shopping may further reduce footfall and therefore parking demand. However, policies to offset this trend may encourage greater journeys into the city centre, with improvements to the leisure and tourism offer attracting more people from outside the area into Lincoln.
6. Parking Strategy Policies

The section presents the individual policy proposals which form the Parking Strategy, with a supporting commentary on each.

6.1 Parking Provision

Parking provision and how it is located is at the core of a Parking Strategy. This section provides a commentary and proposals for how provision should change over the coming years.

6.1.1 Increase Parking Provision

<table>
<thead>
<tr>
<th>Policy P1a: Increase Parking Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Lincoln Council will seek to increase parking provision within Lincoln, where appropriate.</td>
</tr>
</tbody>
</table>

The Supply and Demand Analysis identified that there is insufficient parking supply to meet peak period demand, particularly at weekends, and that without additional measures, this situation may become critical from the short term onwards. An analysis of monitoring data and the results of consultation have identified pressure on parking resources in a number of locations:

- In the uphill area, where predominantly car parks are designated for visitors, particular pressures occur on weekdays during school holidays and Saturdays throughout the year.

- In the downhill area, the ‘arc’ of parking provision incorporating Brayford Street, Thornbridge and St. Mary’s Street is operating close to capacity during both weekdays and Saturdays. However, there is space in the Brayford Street (High Street) multi-storey car park, particularly on Saturdays and in Tentercroft Street during the week.

- In the area between downhill and uphill, Beaumont Fee and Motherby Lane operate close to capacity during both weekdays and Saturdays, with Flaxengate in the more central part of this area also operating close to capacity on Saturdays and Free School Lane doing so on weekdays. However, other car parks in the more central part of this area, Hungate and Grantham Street, have spare capacity.

As stated previously, there are a number of proposals, at various stages of development, which could contribute to resolving the city’s parking supply issues.

- Emerging proposals for a multi-storey car parking within the city centre.
• Park & Ride: The County Council is considering a potential first Park & Ride site at the junction of the A46 and A57. This site has the opportunity to provide in the region of 670 spaces.

If these projects were delivered, a significant level of oversupply would be provided within the total parking stock (both city centre and Park & Ride). However, at present these proposals are not committed and therefore there is a certain level of uncertainty over the delivery and timescales of each of these schemes.

Policy P1b: Increase Uphill Parking Supply

City of Lincoln Council, with partners, will undertake detailed investigation of potential solutions to the uphill parking supply issues.

Whilst the proposals for additional parking are being brought forward, which together may generate excess supply in the medium to long term, the Council will consider alternative approaches to parking supply in the event that some or all of the proposals are not delivered. In particular, the Council will consider potential solutions to the uphill issues.

Scheme development work on the first potential Park & Ride site has been progressing, however, in reality this may be delivered in the medium term and is unlikely to be delivered in time to support potential shorter-term increases in demand, including those associated with the Castle Reveal and Magna Carta celebrations in 2015.

The operation of a Park & Ride system has the potential to relieve much of the most significant pressure on the uphill area. Whilst the predominant users of the Park & Ride site are likely to be commuters, the pressure on the uphill car parks is focussed within the school holiday periods and at weekends when the Park & Ride site would be more lightly used by commuters. Therefore, there are opportunities to support the uphill capacity by promoting the use of Park & Ride by visitors and uphill shoppers during these peak periods.

Focussing on Park & Ride would support the delivery of parking outside of the core city centre. Furthermore, the Park & Ride site proposal has greater potential to service the visitor/tourism market as the bus service could link the site directly to the uphill area. The Tentercroft site is in the downhill area and, therefore, would not directly serve the key uphill tourism locations.

Policy P10 of this Strategy discusses the potential implementation of Park & Ride in more detail.
6.1.2 **Consolidate Parking Stock**

With the delivery of additional parking supply, there may be opportunities to consolidate the existing parking stock, particularly if this results in significant excess parking stock. There would be a number of benefits to this but a balance will need to be struck between the efficiency of fewer larger car parks and the convenience to drivers of more car parks, closer to all specific destinations. However, Lincoln city centre is relatively compact and walking distances are not far to key destinations from the existing larger car parks. A significant issue is the hill and therefore appropriate levels of parking are required in both the uphill and downhill areas.

Proposals for consolidating the parking stock need to be ‘live’, in order to cater for changes in plans and timescales. At present, it is particularly difficult to predict future demand and the delivery of new supply. However, initial work on developing proposals will be commenced and in particular an approach to identify which car parks to remove from the stock. The approach will need to take account of the following:

- Focussing on fewer, larger car parks is likely to increase management and monitoring efficiency, and reduce maintenance costs;
- The balance between few, large car parks and the convenience of more, small car parks needs to be struck;
- Car parks closest to the major routes into the city centre should be kept ahead of those that require traffic to pass through more sensitive areas of the city centre;
- Car parks that add to traffic in the more congested areas or on key public transport routes should be removed ahead of those that have less of an effect; and
- Sufficient supply will need to be maintained in both the uphill and downhill areas.

However, in deciding which car parks to close, the decisions will be based on:

- Size;
- Location;
- Revenue;
• Highway impact;
• Built environment impact;
• Ongoing and major maintenance requirements;
• City Centre Masterplan proposals;
• Availability of suitable alternative supply; and
• Ownership/management.

The City Centre Masterplan identifies the following car parks as having potential for redevelopment:

• Castle Hill (27 spaces) – a key redevelopment opportunity in the Cathedral Quarter: current use as a car park is inappropriate and it is a potential site for a new visitor information centre/attraction;
• St Paul’s (36 spaces) – identified as a key redevelopment opportunity within the Cathedral Quarter;
• Brayford Street (NCP – 60 spaces) – a key redevelopment opportunity in the Wigford Way area but no specific proposals;
• High Street (Brayford Street) (NCP – 193 spaces) – a key redevelopment opportunity in the Wigford Way area but no specific proposals;
• Flaxengate 4 (32 spaces) – a key redevelopment opportunity in the Cultural Quarter but no specific proposals;
• Grantham Street (NCP – 31 spaces) – a key redevelopment opportunity in the Cultural Quarter but no specific proposals; and
• Silver Street/Free School Lane (NCP 57 spaces) – a key redevelopment opportunity and the appropriateness of a car park in this location should be considered as part of the Free School Lane and St Swithin's Square area.

However, of these seven car parks only three belong to the Council (the others are managed by NCP), therefore, these sites would be the most deliverable from an ownership point of view.

The consolidation process will need to wait for additional supply to become operational and established, and the impacts of this additional supply to be understood. To remove all of the above sites from the parking stock and to be able to cope with peaks in demand, new provision would need to be delivered prior to
The provision of additional supply could have differing impacts on each existing car park and therefore this would need to be assessed prior to any existing car parks being taken out of service.

However, as both the provision of new supply and the closure of existing supply would more likely be a staged process, some consolidation could progress prior to all new supply being in operation.

It should also be noted that the redevelopment of the consolidated sites may include some elements of parking provision, including some that may be available to the public. This would need to be taken into account in the consolidation process and in theory could also enable sites to be brought forward before the other major parking supply proposals are realised.

### 6.1.3 Disabled Parking Provision

At present there are 49 on-street disabled parking bays and at least 68 off-street bays from a total provision of 8,130 spaces in the city centre. However, the disabled bays are not the full extent of provision available to disabled users, as they can also park in locations which are not available to those without blue badges. Furthermore, they can also make use of general parking provision in the city centre, although personal accessibility issues may prevent this in some cases.

At present, there is limited guidance available on the appropriate level of provision for disabled parking across town and city centres. Whilst guidance exists for individual car parks, including for new developments, there is no guidance on the appropriate level for town and city centres as a whole. It is therefore difficult to assess whether the current level of provision is reasonable or typical. A review of disabled parking provision will be undertaken to review the quantity, location and current usage of disabled parking bays, to formulate recommendations for improvements where appropriate.

### 6.2 Tariffs

#### 6.2.1 General Tariff Policy

A review of the City’s general tariff policy was undertaken as part of the Parking Strategy Study. The results of this exercise concluded that Lincoln’s current tariff system is appropriate when the following factors are considered:

- It is important to reflect the economic and geographic position of a town or city in the parking tariff structure. To avoid competition between centres, it is
important to co-ordinate tariffs between local authority areas. In general, centres with greater ‘offers’, in terms of employment, shops, services, leisure and tourist facilities, should have higher tariffs.

- Lincoln’s tariffs should be higher than those for other Lincolnshire towns and this will reflect Lincoln’s position as the primary service centre for the county, with the greatest offer in terms of employment, shops, services, leisure and tourist facilities.

- Lincoln’s tariffs should be lower than those in surrounding larger cities outside of Lincolnshire (e.g. Nottingham, Hull, Leicester, etc.) – in general, Lincoln has a less comprehensive offer than these major regional cities, and therefore lower attractiveness, and higher charges would further reduce this attractiveness.

- Lincoln’s tariffs should be comparable to or lower than those for similar historic cities. Whilst competition between neighbouring towns and cities is counterproductive and should be avoided, in the tourism market, Lincoln does directly compete with other historic towns and cities. With the more remote position of Lincoln with regard to the strategic highway network, it is right that Lincoln’s should be comparable to or lower than other similar historic cities.

In addition to the above, parking tariffs should have a clear and simple tariff structure that is easy to understand.

6.2.2 Parking Tariff Zones

It is proposed that the tariffs in the Council operated car parks are maintained in their current form, of shopper, visitor and commuter designations, which serve to influence the parking user type. The shopper and visitor tariffs are broadly the same with more expensive tariffs than the commuter car parks across all hours. The long stay tariffs for the commuter car parks are cheaper than for shopper and visitor car parks to specifically encourage long stay commuters to use the edge of city centre car parks. It is appropriate that the shopper and visitor short stay tariffs are higher as they are more convenient and accessible than the commuter car parks for shorter shopping and leisure trips.

The zoning system enables the Council to positively influence who uses the car parks, enabling spaces to be targeted to the right users. For example, town centre short stay and high turnover parking is required by the retail industry, rather than having spaces blocked all day by commuters.
An analysis of tickets purchased in each car park reveals that usage is broadly in line with the tariff policy, with the shopper car parks being primarily for short stay (one to two hours), commuter car parks being primarily for long stay (over three hours) and visitor car parks being balanced between long and short stay.

As part of the Parking Strategy Study, in order to simplify and clarify the zones, it was suggested that all uphill car parks should be placed under the visitor tariff zone, meaning that St. Paul’s Lane would change from a shopper to visitor car park. This proposal was implemented in early 2014.

A summary of the hierarchy and locational principles of the parking tariff zones is provided in Figure 6-1 below:

*Figure 6-1 – Parking Tariff Zones*

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6.2.3 **Off-Street Tariff Policy**

**Policy P5: Off-Street Tariffs**

The current off-street parking tariff system will remain in place.

The benchmarking analysis undertaken as part of the Parking Strategy Study concluded that Lincoln’s day-time off-street charges are broadly in line with the general tariff policy, therefore, from a viewpoint of competition with other towns and cities, there is currently no significant need to amend the off-street tariffs. However, the off-street tariffs should be subject to regular review.
6.2.4 On-Street Tariff Policy

City of Lincoln Council will work with Lincolnshire County Council to consider criteria for determining on-street parking tariffs, applicable to certain streets. The Council will investigate applying restrictions to on-street spaces in the uphill area.

At present, on-street parking within the city centre is free of charge although much of the provision is subject to restrictions. There are 470 on-street spaces for general use with the breakdown by restriction being as follows:

- No restriction: 108 spaces
- 30 minutes: 160 spaces
- 1 hour: 60 spaces
- 2 hours: 142 spaces

The on-street spaces with restrictions of one hour or less, accounting for just under half the supply, act as very short stay spaces, giving drivers opportunities to make short visits to shops or services without the need to use an off-street car park and potentially increasing their overall stay by needing to walk further to their destination. The on-street spaces with restrictions of ‘up to two hours’ or no restriction at all, perform as either standard short stay or long stay spaces. Essentially, these function in the same way as off-street spaces but with the convenience of being very close to the end destination.

City of Lincoln Council will work with Lincolnshire County Council to consider criteria for determining on-street parking tariffs on certain streets. Charging for on-street parking spaces is considered appropriate for the following reasons:

- The vast majority of on-street spaces provide a premium product in parking terms, particularly those enabling longer stays, and it would seem appropriate, as with many other services, that users not just pay for that service but pay more for the premium service they provide.

- Being free of charge, the availability of these spaces reduces revenue to the Council from its other car parks, which could be used to support other parking or transport-related measures.

- Revenue from on-street parking could be significant and could be used to reduce other parking charges or support the provision of improved public transport services.
- It is considered relatively commonplace for cities of similar scale to Lincoln to charge for on-street parking and the City’s current system is exceptional in that respect.

- Implementation of an on-street tariff system will discourage long-term parking and encourage retail traffic churn, thereby supporting local businesses.

The vast majority of the unrestricted on-street spaces (79 of the 108) are in the uphill area around the Cathedral and Castle. As off-street parking in the uphill area is limited but is important for the visitor economy, on-street parking will form a more important element of the parking supply than elsewhere in the city centre. However, not applying restrictions to these spaces may reduce their use for visitors and tourists, as all day parking by commuters has the potential to take up a significant proportion of these spaces. Applying a time restriction would prevent space blocking by commuters and release them for use by longer-staying visitors. However, this proposal needs to be further investigated to ensure the approach is appropriate.

Any implementation of on-street parking tariffs will need to account for the provision of Residents’ Parking Zones, discussed further in Policy P21.

6.2.5 Sunday & Evening Tariffs

**Policy P7: Sunday Tariffs**

The current Sunday parking tariff system will remain in place.

Parking tariffs in Lincoln are currently applied on a seven day per week basis and therefore Sunday tariffs are the same as those for weekdays and Saturdays. The evening tariffs are £2.00 in commuter car parks and £2.50 in visitor and shopper car parks. The weekend and bank holiday car parks are either £2.00 or £2.50 for evenings.

The benchmarking exercise undertaken as part of the Parking Strategy Study concluded that Sunday charges in the rest of Lincolnshire and surrounding districts vary significantly, but that as the primary service centre in Lincolnshire it is appropriate that Lincoln charges the higher tariffs i.e. apply seven day per week tariffs. This is also in line with other historic cities, which generally apply seven day per week charges.

**Policy P8: Evening Tariffs**

City of Lincoln Council will trial a reduced evening tariff to measure the impact of such a change.

The benchmarking exercise undertaken as part of the Parking Strategy Study concluded that overall, the Council’s standard evening tariffs appear high when compared with the majority of benchmarking locations. Given the importance of the visitor economy to Lincoln and the relatively limited evening public transport network,
coupled with the fact that the majority of parking demand originates from outside the urban area, charging more for evening parking than other locations may put the city at a disadvantage.

There is an existing system to reduce the cost of evening parking, whereby users purchase scratch cards providing 15 evening sessions for £12, for use in any council car park. However, this approach is primarily focussed on people who park reasonably frequently. It is therefore proposed that a trial of reduced evening parking charges be undertaken. The impact of this change will be reviewed to determine its success, and whether or not the reduction should be made permanent, or amended.

6.2.6 Special Tariffs

City of Lincoln Council will trial the implementation of special tariffs in appropriately targeted car parks, to influence shopper and commuter travel during the peak hours.

Whilst proposals have been identified above for the setting of the standard tariffs for weekdays and Saturdays, Sundays and evenings, there are opportunities for the Council to make specific changes to tariffs to encourage changes in patterns of car park use. Stakeholders have expressed a desire for the Council to provide further ways of encouraging people to make visits to the city centre, whether they be for shopping or leisure purposes. However, the Council already makes use of ‘special tariffs’ including:

- a 25% per cent discount on all parking tariffs on Mondays when using the PayByPhone system;
- a ‘Savvy Shopper’ tariff where motorists can park at Tentercroft Street for a flat rate of £2 from 3pm onwards; and
- a ‘Summer Special’ at Rosemary Lane, where parking is £2 all day during July and August.

When applying specific special tariffs, consideration needs to be given to a number of questions:

- What is parking policy trying to achieve and is altering tariffs the correct approach (i.e. would other approaches be more appropriate?)
- What is the target audience?
- What would the impact on revenue be?
- What period would the change cover and would it be permanent?
Would the changes cause unnecessary complication of the charge structure?

Would there be sufficient capacity within car parks to cater for any additional demand generated by the special tariffs?

Possible special tariffs could include:

- Seasonal offers – Christmas, Summer, school holidays, peak shoulder (e.g. September);
- Early bird tariffs (e.g. cheaper parking for commuters arriving early);
- Post-peak tariffs to encourage shoppers and visitors to travel after the morning peak period; or
- Offers to council taxpayers (e.g. a free one-day parking permit sent out with the Council Tax letters).

It is proposed that the following special tariffs are given consideration through a series of appropriate trials:

- A reduction in tariffs for shoppers parking after 10:00am and leaving before 4:00pm – this would encourage shoppers to avoid travelling in the AM and PM peak periods, reducing congestion.
- A reduction in tariffs for commuters parking before 8:00am – this would encourage commuters to arrive before the main AM peak hour, reducing congestion.

6.2.7 Park & Ride Policy

In summary, it is proposed that the delivery of the first Park & Ride site will consider the following:

- Changes to supply-side parking policy will not be made prior to the opening of the first Park & Ride site;
- Changes to demand-side parking policy will be made prior to the opening of the first Park & Ride site, where the impact on users unable to use the service would be limited;
• Monitoring should be undertaken following the opening of the first Park & Ride site. More significant changes to supply and tariffs could be made as a result of the findings; and,

• The Park & Ride site should be specifically promoted to visitors and shoppers during school holidays and weekends.

The implementation of a Park & Ride system for Lincoln has links to several other parking policies. As well as integrating the additional parking provision into the management of the wider parking supply facilitating, for example, the potential for the consolidation of parking stock, as discussed in Policy P2, Park & Ride would also need to be integrated with the city centre parking tariff system.

In terms of parking supply, consideration will be given to controlling the amount of parking available for the Park & Ride system’s target users. For example, the primary users of the site are likely to be commuters and so the availability of city centre long stay spaces could be limited, either through the removal or consolidation of supply or through the transfer of car parks into one of the other two tariff designations (i.e. shopper or visitor). Such changes in supply would need to match the level of provision for commuters at the Park & Ride sites. Although the sites will be primarily used by commuters, other user groups will also use the system, therefore, the above approach could only be used for a proportion of the parking provision at the sites.

In terms of demand, this would be supported through ensuring that the cost of using the Park & Ride service and the cost of parking in the city centre are aligned in such a way to make the use of the Park & Ride service more financially attractive than parking in the city centre. However, the relative attractiveness of Park & Ride and city centre parking is a function of more than just cost, and other matters including total journey time, journey reliability, service and infrastructure quality also have major impacts on the attractiveness of each.
In terms of timing the implementation of a parking policy to support Park & Ride, two main issues need to be considered. Firstly, the Park & Ride site needs to provide an alternative parking option to the majority of target users, and most importantly those users for which city centre parking policy (supply and/or tariffs) would be changed. The current proposals for Park & Ride in the Lincoln Integrated Transport Strategy (LITS) are for the implementation of a network of sites including two, and possibly three, sites. The site for which plans are most developed, to the west of the city, has a wide catchment area and will serve a significant proportion of routes into the city centre. However, it will not serve well routes to the city centre from the south and east, therefore, a significant number of potential users will not find the Park & Ride system attractive if only this site is developed. In due course, if two or more further sites are developed to the east of the city, a comprehensive network of Park & Ride sites serving the entire catchment area would be available. Without this more comprehensive network it may not be appropriate to significantly change city centre parking policy to support Park & Ride, as it will potentially disadvantage those travelling to Lincoln from the south and east.

Secondly, the use of the Park & Ride system may build up slowly to its full and usual level of patronage. Implementing city centre parking policy to restrict supply for the primary target users before normal patterns of usage have been established would bring a number of risks but most importantly the potential to miscalculate the desired reduction in supply resulting in either excess demand for the reduced number of spaces or the need to reduce provision further.

6.3 Infrastructure
In terms of parking infrastructure, there are three primary areas of focus; ticketing systems, general infrastructure improvements and signing.

6.3.1 Payment Systems

<table>
<thead>
<tr>
<th>Policy P11: Pay-by-Phone</th>
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<tbody>
<tr>
<td>City of Lincoln Council will investigate ways to increase use of the Pay-by-Phone system, particularly for extending stays.</td>
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<tr>
<td>City of Lincoln Council will review the impact of removing the charge for using the Pay-by-Phone system and assess the benefits of making this change permanent.</td>
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All Council car parks presently operate using Pay & Display machines, the majority of which accept cards as well as cash. In addition, all Council car parks operate the Pay-by-Phone system.
There is currently a view across a range of stakeholders that the existing Pay & Display approach causes shoppers and visitors to prematurely curtail their time in the city centre when the parking period they have paid for runs out.

The Pay-by-Phone system enables drivers to extend their stay, either by making a phone call or via a smartphone app. This removes the issue of drivers having to return to a car when the period paid for by Pay & Display runs out and therefore fulfils the desire to prevent shoppers and visitors curtailing early their stay in the city centre. The policy proposals are therefore to further investigate ways in which the Council can achieve greater Pay by Phone usage, which may include surveys, advertising and providing financial incentives or other benefits.

However, this Pay-by-Phone approach is clearly only of use to those who are comfortable using such systems. Furthermore, the use of such systems usually incurs an administration charge, in the case of Pay-by-Phone this can be up to £0.30 per transaction. This may be a significant barrier to greater take up of this technology-based approach. However, some local authorities have begun to make the use of such systems cost neutral, therefore, removing this barrier to use although there will clearly be cost implications of doing so as this is the main source of income for the system providers. City of Lincoln Council has already implemented this approach for six months from January 2013.

In addition, to the phone-based approach, some authorities have arranged for the Pay-by-Phone system to be available through the network of ‘PayPoint’ retailers. This would enable drivers to pay for parking in shops rather than having to call the operators or use the smartphone apps. However, PayPoint coverage in Lincoln is currently very poor, particularly within the city centre.

The Council will undertake further investigation into the potential for installing kiosks which allow users to access the Pay-by-Phone website for extending their parking or a Council portal which provides the ability to purchase virtual parking permits. The installation of a number of kiosks is the city centre would also enable users to pay for extending parking sessions. However, this approach would be expensive in comparison to the wider adoption of PayPoint by local retailers.
There is a well-established desire across the city to implement a Pay-on-Exit system at car parks as a solution to the Pay & Display issues. One of the conclusions of the Parking Strategy Study was that a barrierless, Automatic Number Plate Recognition (ANPR) based system was potentially the most appropriate for Lincoln. Due to the dimensions of some of the car park accesses, barriers could not be implemented at a number of locations, either at all or without alterations to layouts, including potentially losing some spaces. Furthermore, the costs of implementing a barrier-based system, where there is space, are likely to be higher than for an ANPR system, therefore the financial benefits of this approach are likely to be even lower.

A pilot study into the use of ANPR-based Pay-on-Exit parking is to be undertaken in one of the Council’s car parks. The outputs from this study will be useful in assessing the merits of such a system.

However, there are presently enforcement issues related to ANPR based parking systems and a barriered approach is currently the only possible approach that the Council can take. The Council will continue to monitor of the Department for Transport’s stance on the application of Traffic Management Act enforcement for car parks using ANPR. If this stance changes, the model will be re-visited to take into account the revenues from Penalty Charge Notice issuance where infringements occur.

The Council will also consider lobbying officers at the Department for Transport in terms of enforcing ANPR-based car park systems. There is potential for the Department for Transport to change its approach, therefore, investment in a barrier-based approach could be avoided. However, some car parks may need a barrier approach, rather than ANPR, due to layouts.

If Pay-on-Exit were to be implemented, the Council will take the opportunity to review its tariff structure, including considering tariffs based on small increments (e.g. tariffs on a minute or 15-minute approach).
6.3.2 Parking Signing and Traffic Guidance

There is a general consensus that car park signing needs to be improved and that a traffic guidance system would be beneficial. Re-signing is currently going ahead within the city, whilst a Variable Message Signing (VMS) system for parking was previously in operation in the city centre but has not been operated for some time.

A good signing strategy can increase the efficiency of a highway network by directing vehicles to the most appropriate routes to key destinations, avoiding unnecessary circulation which generates more traffic and congestion. The signing strategy will need to take account of strategic signing, from the strategic highway network into the city centre, and local signing, once cars are using local rounds within the centre. The strategy will also need to take account of the major development and transport schemes proposed for Lincoln over the next few years (including for additional parking provision and Park & Ride).

VMS systems are used in many towns and cities to provide information on the availability of parking spaces. These also enable more efficient use to be made of road space by reducing the need for drivers to search for spaces. City of Lincoln Council will work with the County Council to develop appropriate technology-based approaches to guiding traffic through the city centre; this may include VMS but could also use other guidance technology such as websites and smartphone apps.

In addition to working with the County Council on a new guidance system, other partners, including car park operators will be considered.

6.4 Private Non-Residential

Just over a third of parking spaces within the city centre are provided on a private basis as part of non-residential developments, known as Private Non-Residential parking (PNR). Along with publicly available car parks operated by NCP, Network Rail/East Midlands Trains, St Mark’s Retail Park and the University, nearly two thirds of car parking spaces in the city centre are outside the control of the Council. Once constructed and in operation, there is little that Councils can do to manage the operation of these car parks. However, during the process to develop such provision, the Council, as the local planning authority, can have a significant role to play in directing how new privately owned and operated car parks are managed in the future.
6.4.1 Parking Standards

City of Lincoln will adopt a flexible approach on the setting of parking standards for new development and these will be determined on a site-by-site basis.

Parking standards directing the amount of parking that can be provided as part of new developments can have a significant impact on parking provision and use, both in new developments and in the surrounding area.

Rather than applying a uniform set of parking standards across all new development, City of Lincoln Council will instead adopt a flexible approach which will involve setting parking standards on a site-by-site basis.

6.4.2 Control of Off-Street Parking

City of Lincoln will consider licensing areas of public off-street parking, subject to an appropriate fee, in accordance with the Road Traffic Regulation Act 1984 section 43 and 44.

Sections 43 and 44 of the Road Traffic Regulation Act 1984 set out the mechanism through which local authorities can license off-street parking areas. Section 43 sets out the guidance for Greater London and section 44 refers to areas outside of Greater London, though largely refers back to section 43. The third paragraph of section 43 states:

"An applicant for a licence in respect of any premises may apply either for a permanent licence or for a licence for such limited period not exceeding five years as the applicant may specify, and any application to the local authority for a licence shall be accompanied by the prescribed fee appropriate to the type of licence applied for towards the administrative expenses of the local authority under this section; and...on any such application the local authority may at their discretion either grant the applicant a licence of the type applied for or refuse the application."

Paragraph 4 of the policy sets out the content of each licence:

- the period of its duration, i.e. permanent or for a limited period;
- the maximum number of parking spaces to be provided for short-term parking, long-term parking, casual parking, regular parking or any other particularly category of parking;
- any conditions applicable to the licence, for example relating to:
the scale of charges, or the minimum or maximum charges to be made for the use of parking spaces;

the proportion of parking spaces to be available for casual parking or any specific category of regular parking;

the times and opening and closing of the licensed parking place;

the manner in which users of the licensed parking place are to be informed of the effect of the terms and conditions of the licence; and

the keeping of records by the operator showing daily parking usage and the sums received by way of charges.

In addition to the possible conditions set out above, paragraph 5 describes the conditions which are applicable to every licence issued:

- the local authority may enter and inspect the licensed parking place at all reasonable hours; and
- the holder of the licence shall, on reasonable notice, provide records kept in connection with the operation of the parking place.

6.4.3 Management Plans

City of Lincoln Council will require that developers provide and implement Parking Management Plans for developments that provide the appropriate levels of parking.

The Council will look to ensure that any significant new PNR parking provision is covered by a comprehensive and robust parking management plan. Such plans should be adopted for all new developments that provide parking and should include:

- Overall agreement with the Council (if required);
- Overall Strategy;
- Access/egress arrangements;
- Tariffs and Payment;
- Failures and user issues;
- Car Park Closure;
• Security;
• Enforcement; and
• Review.

Where possible, the Council will seek to gain agreement from developers to adopt policies to support the wider Parking Strategy, including the implementation of parking charges, with tariffs to match those of the Council.

Parking management plans should be developed and adopted to support travel plans and other sustainable transport measures to be delivered by the development.

6.5 Sustainable Travel
Parking has a role to play in promoting and supporting more sustainable modes of transport and a number of policies are set out below.

6.5.1 Low Emission Vehicles

City of Lincoln Council is ahead of many authorities as it already has one policy in place to promote the use of low emission vehicles. Drivers buying season tickets for the use in Council car parks, when the season ticket is for the use of a vehicle within Vehicle Excise Duty Bands A-C (less than 120g/km), receive a £75 discount. However, there are other approaches which the Council will investigate, which could apply to those drivers who are not season ticket holders, including:

• Discounts to residents parking permits;
• Free parking following the initial low cost purchase of a permit; and
• Discounted parking following the application for a ‘green badge’.

A further approach currently in operation elsewhere is the use of the telephone payment systems (such as the Pay-by-Phone system in operation in Lincoln) to provide discounts for low emission vehicles. When registering on such systems, the operators can cross-check a vehicle’s registration details with the DVLA database and identify whether the vehicle is within one of the Vehicle Excise Duty low emissions bands. A discount can then automatically be applied each time parking is purchased via the system. Such an approach has the benefits of being low in administration costs, and applicable to all users, whether they be frequent local users or one-off visitors from outside the area.
6.5.2 Alternative Modes

There are a number of parking-related measures that the Council will consider implementing as part of its approach to sustainable travel:

- **Park & Cycle**
  The development of Park & Ride for the city presents an opportunity to implement a Park & Cycle system, whereby drivers park at the site and cycle into the city centre, rather than catching the Park & Ride bus.

- **Secure Cycle Parking/Cycle Hub’**
  Underused space within city centre car parks could be used to provide secure, covered cycle parking or potentially a ‘Cycle Hub’ through with a more comprehensive set of services could be provided.

- **Parking ticket advertising**
  The Pay & Display parking tickets could be used to promote sustainable travel. Income can be generated from advertising on the rear of parking tickets, therefore, the budget issues of this approach would need to be considered.

- **In car park advertising**
  Car parks provide an opportunity for the Council to market alternative modes of transport through advertising at entrances and at payment machines.

- **Review of the Councils’ staff parking**
  As a major provider of Private Non-Residential parking in the city centre, the Council should consider reviewing its staff parking policy.

6.5.3 Motorcycle Parking Spaces

The National Planning Policy Framework states that “Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.”

At present, the only designated parking for motorcycles in Lincoln city centre is provided in Lucy Tower Street car park (Level 1 and Level 2) and Broadgate car park (Level 1). City of Lincoln Council will work with Lincolnshire County Council to give
consideration to providing more motorcycle spaces in locations across the city centre, both on and off-street. Consideration will not only be given to the number and location of spaces but also the design (including security features) and signing.

6.6 Residents’ Parking Zones

Policy P21: Residents’ Parking Zones

A review of RPZs will be undertaken with the intention of creating zones around the entire periphery of the city centre.

It is proposed that existing zones are extended to fill any gaps where areas within the city not covered by an RPZ which may be experiencing displacement parking problems. This may result in the entire periphery of city centre area being covered by, essentially, one large zone, split into manageable areas extending out to the suburbs of Lincoln. This would reinforce and encourage smarter travel choices for commuters and encourage more appropriate parking patterns.

Splitting this large zone into individually named areas based on the existing system would give some flexibility in the implementation process and would help in making management of the areas easier. Buffer zones will be considered between the individual zone areas and on the outskirts of RPZs, in order to provide further flexibility both within the RPZs and for residents living directly adjacent to them.

The extension of existing zones and/or introduction of new zones will have significant implications in terms of time and resources, given the lengthy TRO and consultation processes which would be necessary. It is therefore proposed that a review of the existing RPZs within Lincoln is undertaken to assess operational issues and any displacement parking associated with it, identifying areas not currently covered. In the first instance, an investigation will be conducted into parking habits in areas not currently covered by a Zone, in order to establish any benefits to introducing a new Zone or extending an adjacent existing one.

6.7 Co-ordination

Following consultation with stakeholders as part of the early stages of the study, the need for greater co-ordination between different car park providers and operators and the wider business community was evident. Three broad strategy responses have been identified for this issue:

- Communication
- Joint Parking Offers
- Events Management
6.7.1 Approach to Communication of Parking Strategy

City of Lincoln Council will engage with key stakeholders in the City on the delivery of the Parking Strategy through established mechanisms such as the City Centre Masterplan. This will enable a forum for open and constructive discussions on parking matters such as the following:

- Future pricing reviews;
- Events management;
- Marketing and promotions; and
- Technology.

It is anticipated that the key stakeholders to be targeted by the Council would include the following groups:

- Car park operators;
- Major Private Non-Residential parking providers;
- Business groups;
- Tourism representatives; and
- Retail representatives.

In addition, discussions with other operators will include ways to more closely align parking tariffs across the city centre. To this end, the Council will implement a charter mark of quality regarding parking tariffs across the city centre and target agreement on this from other car park operators.

6.7.2 Joint Parking Offers

City of Lincoln Council will work with stakeholders to develop joint parking offers.
Whilst the Council has the ability to implement its own special tariffs, there are likely to be opportunities for the Council to work with stakeholders, including other operators, to introduce joint special parking offers. The Council will engage stakeholders with the aim of developing a number of offers which help to promote the city's offer through providing reduced parking costs linked to specific activities.

At present, the special tariffs operated by the Council are funded through the Council's budget, although some may be cost neutral or better. However, there are likely to be opportunities for the costs of joint parking offers to be shared across a range of organisations, for example, stakeholders contributing to a combined budget for parking offers.

In developing offers, due consideration will be given to the wider objectives of promoting sustainable transport and mode shift. In general, offers that simply attract more cars into the city centre will be avoided or those that promote car travel over other modes. Offers will promote longer stays or higher spending rather than simply promoting visits in general. For example, cheaper parking could accompany the purchase of a family ticket for a visitor attraction or spending over a specified amount in city centre shops. In addition, consideration will be given to providing equivalent offers for people travelling by non-car modes of transport.

6.7.3 Events Management

City of Lincoln Council will ensure that all major events have robust Event Management Plans in place and that parking is considered robustly.

The Council will work with Private Non-Residential (PNR) parking operators to investigate the formal use of PNR sites for event parking and work more closely with other public and private parking providers to find new solutions to event parking.

Events have a considerable impact on parking in the city centre but they are a fundamental and growing part of Lincoln’s ‘offer’. They can generate significant additional demand and although primarily short term in nature, they can put further strain on the parking resources, particularly in locations where supply is already limited. The growth in events is likely to continue and, with significant events likely to occur in 2015 related to the Castle Reveal and the Magna Carta celebrations, there is a need to find further solutions to event parking issues.

Specific arrangements are already made for a number of major events, either by the event organisers themselves or more widely across a range of organisations. For example, the University makes special arrangements during open days and the
Christmas Market has a Park & Ride service. However, there are likely to be opportunities for further measures to be implemented.

In many locations, PNR parking is used as a resource for major events and the Council will investigate opportunities for working with PNR operators to provide formal event parking. Clearly, PNR parking will already be in use when some events occur, therefore, only some events could be catered for in this way. However, events in evenings or at weekends could make use of PNR parking when it is not in operation.

The Council will also work more closely with other public and private sector parking providers to support parking during events. It is possible that the implementation of solutions by other providers may limit the need for further intervention by the Council.
7. Monitoring and Review

7.1 Overview
Monitoring and reviewing are an integral element of developing and implementing the Parking Strategy. Continuous monitoring and regular reviewing will enable the Strategy to remain informed and up-to-date, supporting delivery and identifying any changes, when required.

7.1.1 Monitoring

City of Lincoln Council currently undertakes regular monitoring of car park usage, which provided robust information to inform the Parking Strategy Study, and will continue to do so. The Council will also regularly review what information it collects, what information it needs and how that information is collected.

The Council will consider monitoring requirements when acquiring new infrastructure. For example, the implementation of a new traffic guidance system would require monitoring of car park occupancy, which in turn would provide the Council with more comprehensive datasets on car park usage.

In addition to the regular monitoring that the Council undertakes, before and after monitoring will be undertaken as part of the process to implement measures that may significantly affect parking supply or demand.

7.1.2 Reviewing

City of Lincoln Council will undertake a review of each major change in parking management and supply to assess its impact on the Parking Strategy.

The previous parking strategy for the city was produced in 2005 as part of LITS. Since 2005, there have been significant changes in Lincoln, particularly in terms of
the economy. However, it is likely that even greater changes will occur in the near future, with significant proposals for transport infrastructure likely to be implemented over the next few years. Alongside these major projects, the actions to be implemented from the Parking Strategy may also have significant impacts.

It is therefore important that the plans developed to deliver the Strategy are reviewed on a regular basis so that they can take account of any significant changes that occur. Whilst the Strategy itself will remain fixed for a period of time, the resulting plans will need to be alive to changing circumstances and will be reviewed following the implementation of any major proposal.

The impact of recent changes in parking supply and management will be reviewed, including:

- The temporary closures of Thornbridge and Lucy Tower Street car parks; and
- The implementation of Civil Parking Enforcement.

However, more significant changes are planned, therefore, reviews will be held after each major change has been implemented; major changes would include:

- Changes in enforcement regime;
- Changes in the supply of parking (i.e. opening or closure of car parks or Park & Ride); and
- Completion of other major transport schemes (e.g. Lincoln Eastern Bypass, East-West Link).

The above changes will have varying impacts, therefore, the extent of each review will need to be appropriate to the scale of the changes.
The city’s parking tariffs are currently reviewed on an annual basis and should continue to be so. The reviews should be undertaken with the general tariff policy as a basis.

As discussed above, the plans developed to deliver the Strategy will be reviewed on a regular basis to take account of significant changes that occur. Whilst the Strategy itself will remain fixed for a period of time, it is proposed that the Strategy will also be subject to review every three years, or when the impacts of changes are sufficiently significant to warrant an earlier review of the Strategy itself.