

Appendix 1

# City of Lincoln Council Parking Strategy

August 2024

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# Parking Strategy Review

## 1 Introduction

- 1.1 In 2013 the City Council jointly commissioned (with LCC) Mouchel consultants (who were at the time the County's transport consultants) to produce a Parking Strategy Evidence base report<sup>1</sup>. Following on from this work, in 2014 Mouchel produced a Parking Strategy Report that was completed in August 2014<sup>2</sup>.
- 1.2 The current Parking Strategy Delivery Plan was adopted by the Council in March 2015<sup>3</sup> based on evidence and recommendations from the 2013/14 reports. The Delivery Plan is framed by the following vision for the Council's approach to parking in the City as being *"a truly inclusive and sustainable parking strategy which delivers reduction in carbon emissions whilst supporting the growth ambitions of the City"*.
- 1.3 The Delivery Plan set out the Council's priorities for Parking over the 5 years (2014-2019) and identified the policies and actions to be delivered, how they were to be delivered and key persons/teams/partners involved.
- 1.4 The Delivery Plan set out the following 3 key parking priorities to be delivered:
  - Improve Parking Supply
  - Secure better use of existing and potential parking provision and resources
  - Develop proposals for encouraging measurable modal shift
- 1.5 A range of measures were then set out in the delivery plan to help deliver the 3 priorities identifying the actions needed, resources and likely timescales.

### Progress made since 2015

- 1.6 Significant progress has been made in delivering a number of measures set out in the delivery plan. The most significant of which is of course the delivery of the Lincoln Central MSCP which opened in November 2017. Other measures delivered include:
  - Expansion of residents parking zones -**completed and further zones now being assessed**
  - Investment in ticketing machines and electronic payment methods - **completed**
  - Roll-out of electrical charge points in City Council owned car parks – **completed but with further opportunities being assessed**
  - Discounted parking fees for low emission vehicles -**completed**
  - Park & Ride scheme at Waitrose – **continue to fund and sit on steering group for this**
  - Improved signage – **completed**
  - Investment in staff training – **completed**
  - Improvements to look and feel of some car parks -**completed but more to do**

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<sup>1</sup> Lincoln Parking Strategy Final Report September 2013

<sup>2</sup> City of Lincoln Parking Strategy August 2014

<sup>3</sup> City of Lincoln Council Parking Strategy Delivery Plan March 2015

- Investment in improved security features **-completed-significant re-investment in CCTV and physical security on site including a dedicated security patrol**

1.7 Due to limitations on resources, from both a financial and staffing perspective, and interruptions due to the pandemic, some actions have not yet been delivered. These include:

- Rationalisation of existing parking stock. Early work was explored at the time, but demand pre pandemic was high across our parking stock at peak times making rationalisation difficult. Property services felt no alternative uses could provide such a high yield compared to parking so any future development would need to be undertaken in a way that retained parking provision as part of the design.
- Further consideration of Pay-on-Exit. The then new Central car park is 'pay on exit' and a period of learning from that operation was appropriate prior to assessing the implications of rolling out further. Whilst there remains a public desire to have Pay-on-Exit, it is not currently financially viable and it requires a barrier system and hence 24/7 staffing to assist any customers unable to exit. The learning so far strongly indicates that to effectively roll out pay on exit further requires ANPR technology that negates the need for a barrier system. Whilst private operators can utilise this technology, local authorities cannot and so this requires a change to national legislation.
- Sections 2-9 of the report set the context for the review of the parking strategy with a final section consisting of a delivery plan setting out key measures to be implemented where possible over the next 5 years.

## 2. Changes Since 2019

2.1 In the intervening period since 2019 when the current Parking Delivery Plan ended, there has been a substantial amount of growth and development in Lincoln which has resulted in changes to the physical landscape in the city. In addition, there has been changes to national and local transport planning policy reflecting current transport priorities. The Covid Pandemic has fundamentally changed people's travel and work patterns and the acknowledged Climate Emergency means that sustainable modes of transport are a much higher priority. As a consequence of these changes, the Parking Strategy now needs to be reviewed and updated to reflect these current circumstances.

### Lincoln's Growth and Development

2.2 Over the last 10 years, Lincoln has continued to see significant levels of growth occur consolidating its position as the largest urban centre in Greater Lincolnshire with the city being a focus for innovation and development within the sub region<sup>4</sup>. More

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<sup>4</sup> Lincoln Investment Plan October 2020

recently, since 2019 there has been a number of significant developments in the city which have contributed towards delivering growth and regeneration of Lincoln.

- 2.3 Lincoln sits within the wider Lincoln Strategy Area which is an area identified in the Central Lincolnshire Local Plan where significant levels of growth are planned. This includes four Sustainable Urban Extensions in and on the edge of Lincoln totalling up to 12,600 new homes. These schemes will therefore deliver substantial increased demands on the City including parking provision for those new residents who do not embrace more sustainable travel options to access the city centre.
- 2.4 Within Lincoln itself, on the residential side, the St.Marks area has seen the development of a student accommodation scheme consisting of 6 buildings with a total of 815 bedspaces being delivered. Elsewhere within the City, since 2018/19 on average a total of 164 new homes have been completed<sup>5</sup>. Work on the Western Growth Corridor Sustainable Urban Extension began in August 2023 and Phase 1 of the North East Quadrant continues to progress.
- 2.5 A number of commercial schemes have been successfully delivered including Phase 1 of the Lincoln Science & Innovation Park, the University of Lincoln's new medical school and a wide range of retail schemes. The regeneration of the Cornhill area incorporates restoration of historic buildings such as the Cornhill itself together with shop fronts renovation and street scape improvements and opening of a number of high quality, retail, restaurant outlets and the Everyman cinema.

### Planning and Transport Policy Context

- 2.6 There are a number of pertinent national and local policy documents that have an influence on the provision and management of parking in Lincoln. The National Planning Policy Framework (NPPF)<sup>6</sup> sets out planning policies for England and how the Government expects these to be applied. With regard to parking, if setting local parking standards for residential and non-residential development, policies should take 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
  - the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.
- 2.7 In addition, the NPPF states "*In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists*".
- 2.8 Local Transport Policy is provided by the County-wide Local Transport Plan 5<sup>7</sup> (LTP5) and the Lincoln Transport Plan<sup>8</sup> (LTP) both of which are developed by

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<sup>5</sup> Central Lincolnshire 5 year Housing Land Supply Report October 2023

<sup>6</sup> National Planning Policy Framework September 2023

<sup>7</sup> Local Transport Plan 5 [Lincolnshire Local Transport Plan 5](#)

<sup>8</sup> Lincoln Transport Strategy [Lincoln Transport Strategy 2020 to 2036 - the future of transport across the Lincoln area \(lincolnshire.gov.uk\)](#)

Lincolnshire County Council. LTP5 is designed to cover the short-medium and longer term horizons for transport and highways for the whole county.

- 2.9 The short term covers the period from 2022-2026 and focuses on what is needed to continue to support the sustainable growth agenda of delivering new houses and jobs, whilst reducing carbon emissions and supporting the recovery from the COVID-19 pandemic.
- 2.10 The medium-term this plan is designed to support the Local Plans all with time lines running until 2034. Whilst there is less detail for this time frame, the plan looks at infrastructure requirements for all modes but notably for rail where planning horizons are often extended due to the complexity of the rail industry.
- 2.11 Finally, the plan has a short section on the longer-term future and what issues, trends and opportunities await the county up until 2050.
- 2.12 The Lincoln Transport Plan focusses on transport and movement in and around the Lincoln area and is based around sustainable transport and aims to encourage people to use non-motorised forms of transport where possible.
- 2.13 The LTP covers the period 2020-2026 and its overall purpose is to “*provide future-ready travel options that improve access and supports people, businesses and organisations to meet their daily needs*”<sup>9</sup>. In relation to the Parking Strategy, the LTP states that the strategy should deliver better parking that supports the wider LTP and that:  
  
*“The parking strategy will help to better manage parking within Lincoln. It will also help to rebalance movement towards walking, cycling and shared mobility - aiming to promote and provide benefits for using the Mobility Hubs and electric vehicles as well as reducing traffic in the urban area.”*
- 2.14 It is clear in both LTP5 and the LTP that there is a distinctive local policy shift toward the active promotion and support for non-car based modes of transport (where possible) and that a car parking strategy has a part to play in that approach, which is acknowledged by the city council.

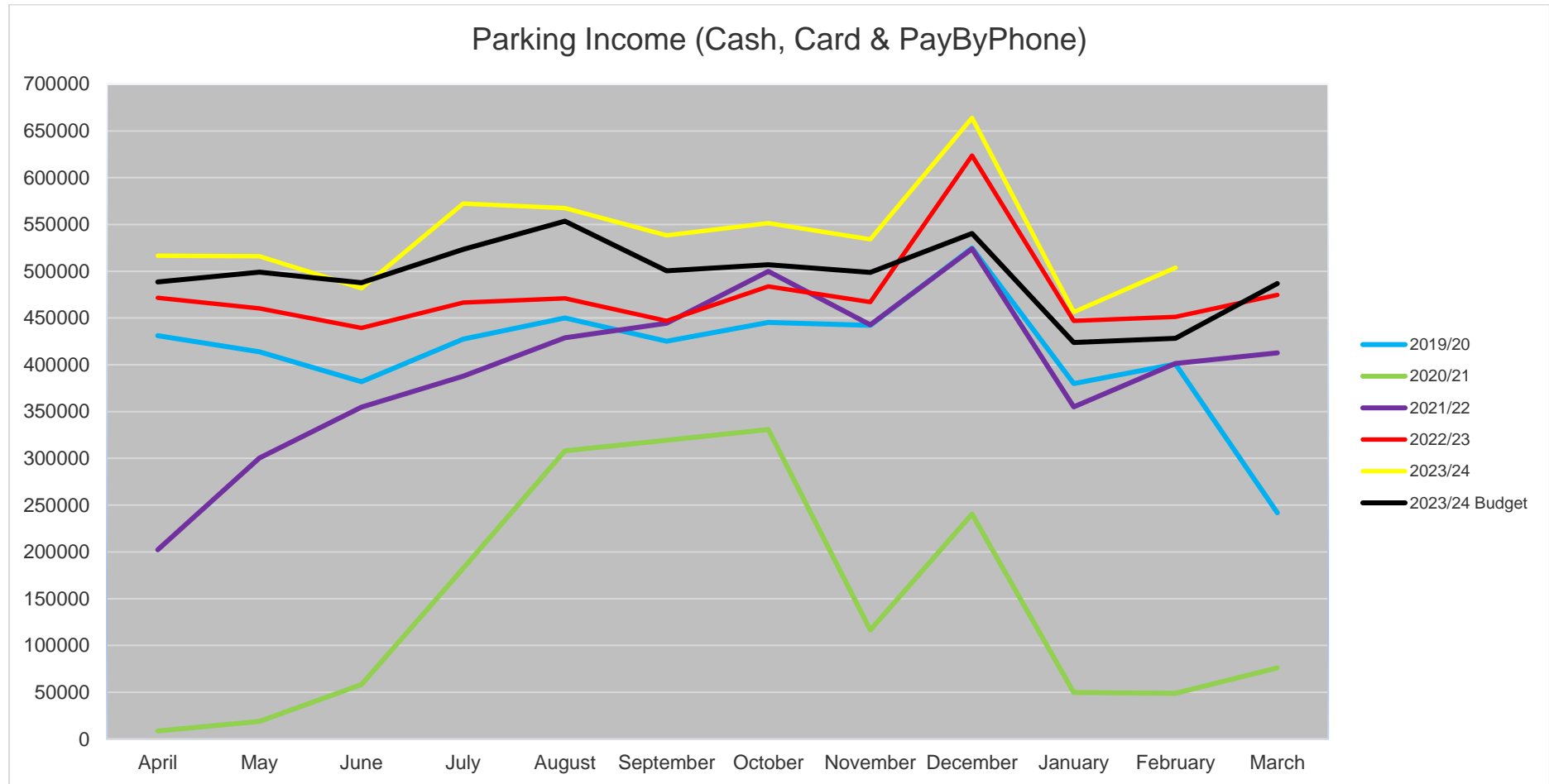
### Covid Pandemic

- 2.15 The immediate impact of Covid on parking, transport, and movement patterns was very significant. Huge drops in passenger demand for all forms of transport were seen and this is detailed in the LTP5 which outlines further details on the impacts of COVID-19 on Lincolnshire's transport network (page 33 of the document).
- 2.16 From a City Council car parking operator perspective, the latest data on car parking shows that despite the enormous drop in demand in the depth of the pandemic, recovery has been strong and sustained, demonstrating a continuing return of commuter parking (season tickets) and shopping/leisure use (sessional parking).

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<sup>9</sup> Lincoln Transport Strategy 2020-2026 [Lincoln Transport Strategy 2020 to 2036 - the future of transport across the Lincoln area \(lincolnshire.gov.uk\)](https://lincolnshire.gov.uk/lincoln-transport-strategy-2020-to-2036-the-future-of-transport-across-the-lincoln-area)

Figure 1 Parking Income (sessional parking)



- 2.17 The reasons for this could be many, including significant investment in the city centre, associated infrastructure, large number of boutique independent retailers, and the growth in staycations driving tourism growth in historic cities. From June 2021 onwards, income was above pre pandemic levels. The delivery of this strategy was intentionally delayed at that point to enable further work to ascertain if this was a “bubble effect” i.e. a unique combination of people returning after covid, coupled with a temporary (?) increase in staycations (extending the tourist season). In reality this has proved not to be the case with continued strong growth in parking demand since the pandemic across each month of each year.
- 2.18 Home working and work patterns underwent a dramatic transformation as a result of the Covid pandemic and whilst employers look to maintain hybrid working patterns in future, there is more of a move back to the workplace than anticipated. The medium and longer-term impact on car parking patterns therefore has been shown as an initial drop in demand for commuter season pass parking – but demand is returning. The dynamic therefore is the extent to which any long-term drop-in commuter parking is replaced and balanced by those parking to experience the city’s leisure and culture offer or as part of a predicted surge in city living (where its anticipated that some residents will seek to retain a car for trips out of the city).
- 2.19 Arguably, it is difficult to predict the eventual levels of car parking demand in the city, with the long-term impacts of covid still to completely settle. However, at the time of drafting, recovery of the economy has been stronger than expected, suggesting that there will remain a significant demand for parking space in the city moving forward. It may however transition in terms of parking patterns, reducing business use and increasing retail/leisure use. So demand across our car park locations will be expected to move and shift further. For this reason, it’s important to evaluate these changing patterns over time, to increase the reliability of future forecasting of demand.

### Climate Change and Sustainability

- 2.20 Climate Change is the most important issue facing the planet and at COP28 an agreement was reached by nearly 200 countries to transition away from fossil fuels in order to try to prevent global temperature rise going above 1.5 degrees. Nationally, the UK Government has set legally binding carbon reduction targets via the Climate Act which commits the country to achieving net zero emissions by 2050. The City Council declared a Climate Emergency in July 2019, mindful of transport being one of the largest (alongside domestic heating systems) emitting sector of greenhouse gas emissions producing 27% of UK’s total in 2019.
- 2.21 The Council added Climate Change as a fifth strategic priority to its core visioning document, Vision 2025, and consideration of climate change is now embedded in all the work the Council does. The role the Council plays in key services related to transport, such as parking strategy, and demonstrating how it intends to increase the priority of measures which promote modal shift and carbon reductions, has become significantly more important since the last Parking Strategy.



### 3 Context

#### Car Park Operators

- 3.1 For clarity, this Parking Strategy Review covers off-street car parks which are owned and operated by the City Council. Clearly there are a number of other car parks in the City which are operated by other providers e.g. NCP. The relationship between the different car park operators and the impact and role they play in overall parking provision within the City will need careful consideration if changes are proposed to City Council parking services.

#### City Council Car Parks

- 3.2 The City of Lincoln Council currently operates 22 car parks within the City which provide a total of 3,563 number of car parking spaces.

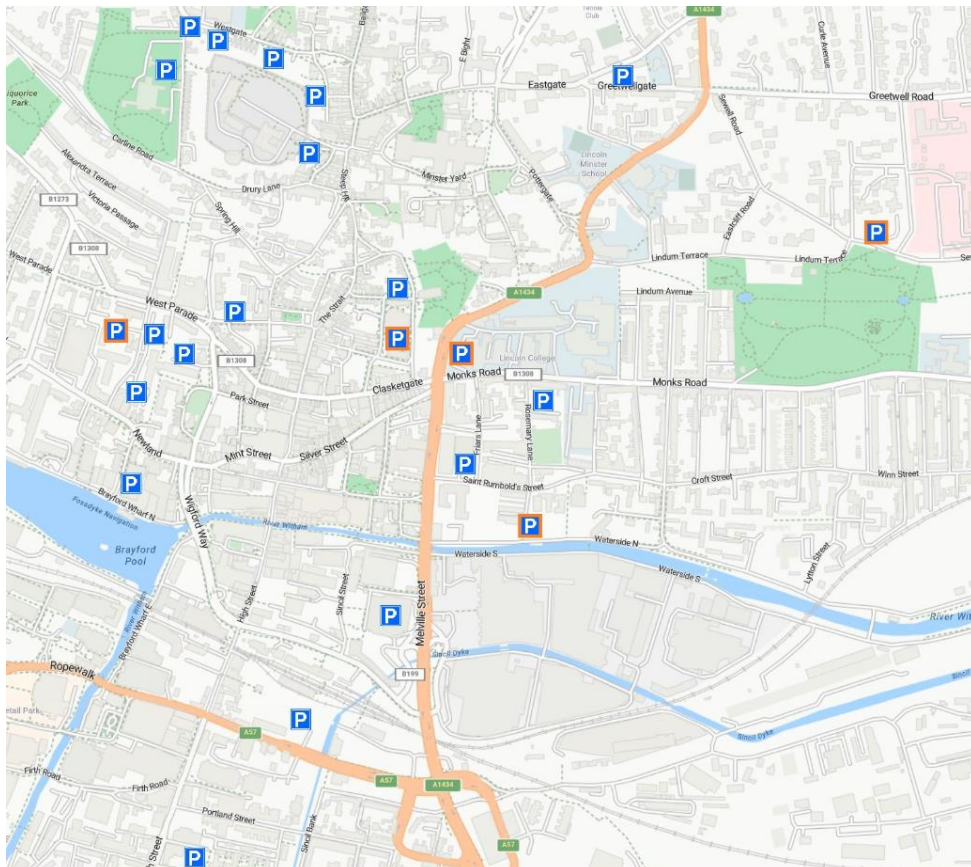
Table 1 City Council Operated Car Parks

<b>Name of Car Park</b>	<b>Number of Spaces</b>	<b>Number of Disabled Spaces</b>
Beaumont Fee	73	1
Orchard Street	114	8
Lucy Tower	410	11
Tentercroft Street	298	6
Chaplin Street	102	2
Broadgate	412	6
Lincoln Central	1001	39
Rosemary Lane	48	1
Motherby Lane	36	1
Flaxengate 4	27	2
The Lawn	193	8
Westgate 1	105	2
Westgate 2	31	0
Westgate 3	14	1
St Pauls Lane (Max 3 hour stay)	36	1
Castle Hill	26	1

Langworthgate	56	1
County Offices (Weekends only)	159	0
Sessions House (Weekends only)	57	0
Waterside North (Weekends only)	195	0
Sewell Road (Weekends only)	143	0
Flaxengate 2 (Weekends only)	27	0

- 3.3 The City Council also operates a blue badge parking scheme whereby the customer pays for 1 hour's parking but then gets double the time for free up to a maximum of 4 hours for example paying for 1 hour = 2 hours, 2 hours = 4 hours, 3 hours = 6 hours and 4 hours = 8 hours.

**Figure 2: Location Map of City Council Operated Car Parks**



## The Role of Parking in Lincoln

- 3.3 The City of Lincoln has a population of approximately 103,900 in 2021<sup>10</sup> but acts as a wide service centre including a number of predominantly rural towns and villages in Lincolnshire and beyond. These settlements look to Lincoln for most of their service and employment needs which effectively extends the population served by the City to around 165,000.<sup>11</sup> Other transport options beyond the car are more sporadic in these satellite villages and towns, making the car still the preferred mode of transport for ease and flexibility of travel.
- 3.4 There is significant demand therefore for a wide range of parking provision in the City of Lincoln and the demand for provision comes from a large majority of users from outside the city. This is evidenced by the fact that approximately 80% of users of car parks in the City come from people who live outside Lincoln.
- 3.5 In the immediate future there is likely to be a continued high demand for parking provision in the City and the parking strategy needs to acknowledge this. However, in recognition of the need to encourage people to move towards more sustainable modes of transport, the parking strategy needs to include measures which support reducing the reliance on the private car, or at the very least those powered by the internal combustion engine.
- 3.6 In addition, as the City Council is not the only provider of parking in the City e.g. NCP, and other private operators, careful consideration needs to be given in regard to any changes in City Council parking supply. Any attempts by the city council to drive modal shift by taking away parking provision, increasing prices, or moving provision to less convenient locations will result in a gap in the provision of affordable convenient parking. This will be taken up by private operators who will exploit that gap and hence undermine any such policy aims. A balance therefore needs to be struck between parking supply and the impact any changes may have on city centre vibrancy for residents and visitors alike.
- 3.7 Therefore any move to rationalise car park provision needs to be accompanied by a significant investment in modal shift alternatives such as more dedicated bus lanes and increased frequency of service and a more comprehensive cycleway network. This therefore focuses on removing demand for parking and is more effective than trying to force modal shift through restricting parking provision – which is far more difficult to achieve in a competitive market.

## 4 Parking Income Data

- 4.1 The data from parking services shows that unsurprisingly, the Covid pandemic had a huge impact on parking income with income levels dropping down to £8,593 in April 2020 during the first lockdown compared to £431,271 in April 2019. Income has continued to rise steadily since then, and up to the end of March 2024 parking income for the year 2023/24 was £6,916,704.

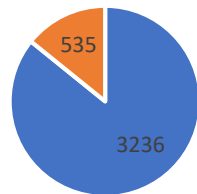
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<sup>10</sup> [Lincoln population change, Census 2021 – ONS](#)

<sup>11</sup> [Local Plan for adoption Approved by Committee.pdf \(n-kesteven.gov.uk\)](#)

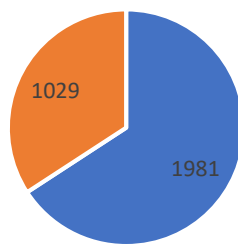
Below is a selection of usage data from surveys carried out on a typical weekday and weekend day during November 2022 and 2023.

Saturday 11/11/2023



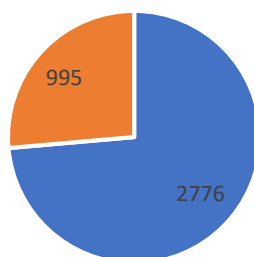
■ In Use ■ Available

Tuesday 07/11/2023

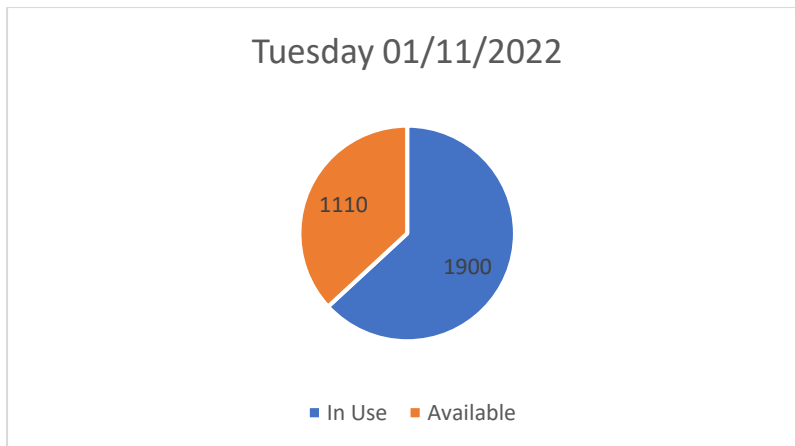


■ In Use ■ Available

Saturday 05/11/2022



■ In Use ■ Available



## 5 Stakeholder Consultation

5.1 In order to inform the update of the Parking Strategy, 4 workshop sessions were held in June with key stakeholders from across the City. The sessions involved officers from the City Council internal Parking Strategy Steering Group and representatives from organisations from the following categories:

- Highways
- Public Transport
- Further and Higher Education
- Business and Tourism

### Highways Workshop Summary

5.2 This workshop involved officers from Lincolnshire County Council's Transport Planning and Growth Team and focussed on discussions around current and future thinking around initiatives and links with the Lincoln Transport Plan. Key issues to emerge from a County Council perspective were of a clear steer to deliver modal shift (public transport, cycling, walking) and support for further rollout of EV infrastructure including funding applications for additional EV charging points in the City.

5.3 Feasibility and deliverability of Mobility Hubs was discussed, and reference was made to a mobility hub study based around County Hospital being undertaken with study results expected by September 2023. City Council officers have not been updated yet on the progress with this work. Reference was also made to work being undertaken on options on the Broadgate corridor with 3 options being examined with County members with a preference to deliver a long-term strategy and reductions in traffic volumes. Clearly this work needs to be carefully considered when further information is made available to the City Council given the potential impact on Lincoln Central and Broadgate car parks.

#### Public Transport Workshop Summary

- 5.4 This workshop involved representatives from public transport operators including Stagecoach who are the largest bus operator in the City. Feedback from Stagecoach was that bus patronage numbers have recovered post Covid and that they are now at 75% usage compared to pre-Covid numbers. The Park and Ride facility operated from Waitrose supermarket has recovered at a lower rate at around 50-60% usage numbers compared to pre-Covid levels.
- 5.5 A key issue reported by Stagecoach was the implications of increased traffic levels in the City on the impact on bus services. Essentially services that were running every 20 minutes are now running at every 30 minutes as a result of traffic levels impacting on bus journey times. On general matters, staff recruitment has been an issue (bus drivers retrained as lorry drivers) but this has now improved.
- 5.6 In terms of recommendations going forward to promote and improve public transport in the City, support for a mobility hub was identified with potential for a site on the A46 Doddington Road roundabout which could be used for EV charging and parking during the day.
- 5.7 It was reported that evening city centre services are difficult to provide viably- numbers were down prior to Covid and have further declined post-Covid with services as a result being reduced.

#### Further and Higher Education Workshop Summary

- 5.8 Representatives from the University of Lincoln (UOL), Bishop Grosseteste University (BGU) and Lincoln College (LC) attended this workshop. Representatives from each organisation took it in turns to highlight the key parking related points from their organisation's perspective.
- 5.9 The representative from BGU noted that demand for spaces for their onsite parking is high and that approximately one-third of students currently commute to campus. The ambition is to grow the University and this will have a knock-on impact on parking on the campus. There is occasional use of the campus parking for other purposes e.g. Steam Punk which generated revenue funds for the Student Union. Potential opportunities to work with the City Council could ease the pressure on uphill parking particularly during peak events and hence worth exploring.
- 5.10 The UOL was looking to grow by approximately 5,000 students. The University currently provides car parking for staff but not students and strongly discourages students from bringing a car on that basis. Exceptions are made for students who do need to travel to placements across the County. The purchase of Lawress Hall with staff parking may help reduce the demand for staff city centre campus parking through use of a shuttle bus provision.
- 5.11 Current issues highlighted by the UOL rep included pressure on car parking spaces during open days and discussion over some form of parking app to help direct people to where spaces are available. UOL do have EV charge points however demand for them is outstripping supply.
- 5.12 LC is looking to expand student numbers by 5%-6% per year. The representative from LC stated that students attending Lincoln College are mostly aged 16-18 with the majority unable to drive or don't have the opportunity to buy/run a car due to economic constraints. In addition, a large number of students attending LC choose

the college as its easy accessible and within walking distance so parking for students is not a major issue.

- 5.13 The primary issue is generated by the need for staff parking as there are far fewer parking spaces available compared to staff numbers needing parking spaces (600 members of staff with 200 spaces available). This has meant that staff park down side streets in the Monks Road area which can generate issues with residents seeking parking.
- 5.14 Support for a mobility hub facility was endorsed by representatives in this workshop.

#### Business and Tourism Workshop Summary

- 5.15 This workshop contained representatives from a number of stakeholders including Lincolnshire Co-Op, Lincoln BIG, Bailgate Guild and Destination Lincolnshire. Discussion began with the general observation that demand for services in the city especially visitors seeking leisure and hospitality has recovered post Covid and that demand for parking remains high. During peak times such as weekends and during big events there are parking supply capacity issues particularly in uphill Lincoln but also in the city centre generally.
- 5.16 New development within the city centre, whilst being welcomed could have knock-on implications for parking provision and supply and needs consideration. Implications on parking provision on specific development schemes such as St. Marks and any changes to the University of Lincoln city centre campus need to be considered. Encouraging new residential living within the city was supported with a particular focus on supporting graduates to remain in the city but without dedicated parking spaces and instead using existing car parks such as Lincoln Central through linked parking schemes.
- 5.17 Coach provision was raised as a concern with a point being made that one specific event attracted up to 40 coaches that had to park up when waiting at Great Northern Terrace which was far from ideal. There is a Visit England report which sets out best practice for coaches which would be useful guidance.
- 5.18 The use of Automatic Number Plate Recognition technology was raised as something which could improve parking provision and improve the visitor experience of parking in the City. Unfortunately off site enforcement of ANPR is not possible for City Council car parks due to legislative constraints. Positive feedback was made on the quality of parking provision at Lincoln Central car park including the lighting and spacing. This did however make the other Council owned car parks feel somewhat lower quality in comparison.

## **6** Car Parking Survey

- 6.1 Between July-August 2023, a parking survey was undertaken with the survey being accessible via a QR code which was located on all City Council car park ticket machines. The survey was publicised on the Council's website and via social media. The response rate for the survey was good with a high of 520 respondents per question.

#### Headline Summary of Responses



- 6.2 Unsurprisingly, the most popular reasons why respondents were using Council car parks were for shopping (43%) and leisure (33%) purposes. An overwhelming proportion of people (81%) travelled into Lincoln by car with a small percentage (10.2%) walking into the City.
- 6.3 50% of respondents used City Council operated car parks (as opposed to private operators etc) which is a positive endorsement of the car parking service. When asked why people don't use council operated car parks, the majority of respondents selected cost as their main reason with a figure of 51.1% (225 respondents), followed by 17.7% (78 respondents) who selected 'Location'. 62% of respondents said they did not have difficulty in finding a parking space, with 38% saying they did.
- 6.4 85% of respondents said they felt safe using council operated car parks with lighting being the main issue affecting people's sense of security (26%). The most popular method of payment for parking was credit/debit card with 47% followed by Pay-by-phone at 28%. When asked about how people rate the cost of parking in council operated car parks in Lincoln compared with other cities, the majority of respondents rated this a poor value at 39%. In terms of the cleanliness of council operated car parks, the majority of respondents selected either 'Very clean' or 'Satisfactorily clean' with a figure of 68.7% (334 respondents).
- 6.5 In relation to the provision of disabled parking, there were 17 specific comments on the subject with comments on the need for more disabled parking spaces being made available, making them free and closer to the city centre.
- 6.6 Looking ahead to the future, when asked 'how do you expect to travel into Lincoln over the next 5 years', the majority of respondents selected 'By petrol/diesel vehicle' with a figure of 56.2% (373 respondents). Asked about using EV charge points in council owned car parks, the majority of respondents selected 'No' with a figure of 42.0% (205 respondents) with 37% saying 'Maybe'.
- 6.7 The final question asked respondents for any further comments or suggestions on improvements to council car parks and the most common response was 'cost' with a figure of 49% with a number of other comments being provided.

### Conclusions from Survey

- 6.7 Overall, the results from the survey reflect positively on the quality of council operated car parks. The quality of the car parks, prices charged generally, and sense of safety felt by users were clearly reflected in the survey results. These comments provide an opportunity to reflect on and consider further including careful oversight on pricing, parking incentives, payment methods, disabled parking and the appearance of car parks.

## 7 Looking ahead to the Future

### Future Mobility Workshop

- 7.1 As referred to in section 2, since the existing parking strategy for the City was adopted in 2014, there has been significant changes in national policy and the



importance of decarbonisation to help combat climate change. Future transport planning and approaches to movement and mobility and the integration of parking within wider transport initiatives is crucial going forwards. External advice therefore was sought from consultants from WSP's Future Mobility team and a workshop was held on 17<sup>th</sup> April 2023 with the officers from the Parking Strategy Steering Group and two members of the WSP team.

- 7.2 The workshop was designed to consider the drivers of change within the wider policy context and identify how space could be repurposed or optimised to cater to changing user needs and respond to the pressures brought on by the climate emergency.
- 7.3 The key discussion points at the workshop were:
- **Drivers for Change**-what are the wider environmental, social and economic drivers of change that may affect parking supply and demand
  - **Local Authority Policy**-what are the local authority policies that may affect those drivers of change?
  - **Net Zero and future role of parking**-how can the 'avoid, shift, improve' approach to net zero influence the role of car parks in the vision for the city centre?
  - **Mobility hubs and car parks**-what role can mobility hubs play in both the vision for the city centre and the future of car parks?
- 7.4 As an overall summary, there is potential for the council operated car parks to be used for more than simply spaces for car parking e.g. space for mobility hubs, EV charging hubs. It was acknowledged that before any reallocation of parking provision or significant pricing changes could be implemented, alternative provision would need to be in place to ensure the vitality of the city centre was not affected.

### Key Implications on the City Council's Parking Strategy Moving Forward

- 7.5 The Parking Strategy needs to reflect and respond to the speed and nature of change that has happened and is happening in the City since the last parking strategy was completed. It is also clear from evidence based on current car parking performance and from stakeholders, that the strategy needs to be based on the fact that the car parking service is operating from a good quality service and that any measures introduced into the strategy need to ensure the service is maintained at that level.
- 7.6 With the pace of change, it makes sense for the strategy to focus on the next 5 years but also be cognisant of the longer-term horizon with reference to future changes on the horizon for example proposals to make changes to the highway network e.g. Wigford Way/Broadgate which would have a significant impact on council car parking operations.
- 7.7 The strategy needs to acknowledge that there is a delicate and sensitive balance in the City to provide sufficient parking to maintain and support residents and businesses in Lincoln whilst at the same time encouraging modal shift from a carbon reduction perspective. Getting this right represents the single biggest challenge over the duration of this strategy.

## 8 Bringing it all Together: The Strategy

### Scope of the Strategy

8.1 The purpose of this strategy is to create a long-term vision taking us to 2035, which will set the overall direction for the service. However, the marketplace is dynamic and potential changes being driven through pressures such as climate change, are less predictable at present. Therefore, a particular focus of this work is on the next 5 years and centres on:

- Recognising the vital role the provision of parking has on:
  - Tourism
  - Economic vitality of the city centre as a hub for business, leisure and shopping and hence combat the competition from out-of-town shopping areas and on-line shopping.
  - Supporting the Education sector
  - Responding to the emerging trend for city living -bringing a new category of customer to the city centre.
- Protecting income streams, maximising contributions from customers who are not already directly contributing income to the city's infrastructure and/or adding pollution,
- Protecting the assets used to generate that income
- Tackling air quality and congestion so arterial routes into the city centre do not reach saturation point for vehicle movements
- Starting the transition (whatever that ultimately looks like) to 'greener' forms of transport measures with a particular focus on encouraging electric vehicles until such time as a redesigned wider road network facilitates effective modal shift.
- Driving other policy objectives too, such as the health agenda through encouraging Active Lifestyles & travel options.

### Aim of the Strategy

*'The City of Lincoln Council Parking Strategy aims to deliver high quality, good value parking which meets the needs of residents, businesses and visitors alike that will help support the sustainable growth of the City and surrounding area.'*

### Strategic Objectives

1. Continue to provide and maintain a wide choice of high-quality parking provision for residents and visitors in the city supporting Lincoln's business and visitor economies
  2. Support existing residents parking schemes and explore the expansion of residents parking where required to improve the quality of life for residents living near the city centre
  3. Only where opportunities exist, and a reducing level of demand for parking allows, carefully rationalise car parking provision and where possible reinvest any associated capital receipts back into parking services
  4. Maintain and enhance income streams from parking through diversification of services offered
  5. Support the further rollout of EV charging infrastructure in the Council's car parks
- 8.2 The strategy identifies six priorities for action over the next 5 years. Overall this service is experiencing a very dynamic and constantly changing environment through government intervention/legislation and a market that over time is moving to greener alternatives. The key overriding action over the next 5 years will be to monitor closely how trends are developing and the speed of such trends. Particularly how other agencies involved in the Lincoln Transport Strategy invest in the infrastructure necessary for modal shift. This ever-present change represents the biggest challenge to and potential for the parking strategy.

#### i. Priority 1: Re distribute Demand

- Move excess demand being experienced at Central Car Park at peak times to Lucy Tower Street and Broadgate car parks. Commence that work with the physical enhancement to lighting and space width remarking at Broadgate car park, supported by a proactive communication campaign
- Develop a differential pricing regime that increases the attractiveness of the council's other two MSCPs, especially at peak times.
- Review approach to signage and branding of car parks to make them more accessible and to alleviate traffic management issues on the highway network
- Develop further links with other council policies such as taxi licensing to increase the availability and convenience of taxis as an alternative to bringing a car into the city.
- Continue to support the temporary Waitrose Park and Ride site into the medium term until a longer term sustainable solution comes forward for a mobility hub (and noting the considerable cost that is associated with out of town mobility hubs – cost of physically operating the hub and the subsidised bus service itself) .
- Support any national lobbying to extend the £2 bus fare as a means of encouraging modal shift
- Engage with the University of Lincoln on open/induction days to encourage students & families to not drive into the city centre

## ii. Priority 2: Maintain & diversify income streams

- Continue the current pricing strategy (Shopper/commuter/visitor tariffs) to maximise income over the life of the strategy but retain flexibility to amend parking fees to keep them competitive and hence respond to the market as required.
- Undertake a review and assessment of the increased use of the Lawn car park by campervans and adjust pricing and approach to campervan parking if the evidence such an adjustment
- Explore a potential new tariff (city living) for those customers wishing to live in the city, still need of car but have no parking at their residence.
- Maintain current methods of payment for parking including cash and card payments but review this in 5 years' time (noting Secretary of State has made it clear that local authorities should continue to offer cash payment options in public car parks).
- Keep under review the emergence of new technologies such as the emerging national payment platform for car parking and assess against our current provider.
- Maintain current parking pricing offers to safeguard & support local businesses. Work with Healthy High Street Group to identify new offers to respond to changing work, shopping and leisure habits.
- Explore feasibility of other services we could offer e.g. car washing, electric bike or EV car hire, as additional income generation ideas as part of a mini hub concept
- Continue to engage the Further Education (FE) and Higher Education (HE) sectors to assess opportunities for additional parking provision – both for students/teachers in the week but also to maximise for public access the FE onsite parking provision at times of peak demand for parking in the city especially in the Uphill area of the city. Engage with large employers in the City to seek any opportunities for additional parking provision across the City Centre.
- Engage (at the pre-application planning stage) with developers building city centre living accommodation, the potential for their new residents to use city council car parks as opposed to designing in purpose-built parking spaces.
- Engage the County Council through the forum of the Lincoln Transport Strategy to understand and influence more fully the long-term plans for the highway network in connection with modal shift and traffic reduction in the city centre. Revisit the parking strategy once this direction is clearly mapped out and funded
- Review again any opportunities to either embrace camper van parking at The Lawn or re-direct to more suitable parking within the city to free up capacity in a key tourist location. Explore overnight stays only, when spaces are in less demand?

### iii. Priority 3: Car park improvements including preparing for shift to electric vehicles (EV)

- Review the effectiveness and value for money from the cleansing regime for all multi-storey car parks in response to user survey.
- Review staffing levels and further car park improvements (e.g. lighting both within and approaching car parks) to enable more effective tackling of key issues such as anti-social behaviour, feeling of safety and simply having a reassuring visible staff presence.
- Continue to roll out combined EV/mixed use parking spaces-in line with national shift towards EV as funding becomes available. A particular focus of any new investment in our car parks mostly likely to experience the higher demand (tourist car parks and those car parks increasingly accommodating city living). Whilst many industry experts predict that EV will become the predominant technology, at present EV ownership/usage is still emerging and is not the principal model for car ownership. For this reason, combined with the lack of significant excess parking capacity, it is important that most of the new EV spaces are mixed use. Over time we will assess the growth of EV ownership and look to a model which converts more of these to EV only with a focus for this being visitor/tourist car parks as this is the market most likely to require on site charging
- Undertake fire risk assessments in relation to EV's within our Multi Storey Car Parks (MSCPs) to ensure all necessary precautions remain in place.
- Explore how we can embrace new technology such as ANPR that is more convenient for the customer, within the legal framework. A particular focus on exploring its suitability for Central Car Park. Through national forums, lobby government to allow local authorities the opportunity to enforce off street parking via ANPR and hence place local government on an equal footing with private sector providers.
- Explore further and respond to how customers are navigating to city council car parks -be that via on street signage, satellite navigation, App or a combination of these.
- Explore the potential for more dynamic signage (using Central car park as the pilot) further away from the car park to give customers entering the city the earliest opportunity to select a car park of choice and reduce congestion caused by cars travelling between sites looking for parking.
- Assess if there are any further opportunities to operate our car parks in a more environmentally compatible way – additional solar panelling or carbon offsetting schemes etc to be explored
- Assess if there is potential to embrace introducing more greenery into the city centre within our surface car parks and enhance the overall appeal

### iv. Priority 4: Residents parking scheme (RPS)

- Continue to support the sustainability of the existing residents parking schemes in the city

- Support an evidence-based approach to further expansion of RPS in line with a new RPS protocol
- Continue to review the performance of each RPS scheme to ensure it continues to cover its costs and meet its objectives.

#### v. Priority 5: Events, marketing and branding

- Improve promotion and marketing of events in the City and encouraging use of council car park's particularly uphill
- Review how we market weekend car parks such as County Hall and Waterside North as they provide much needed capacity at peak times. Review will explore consumer awareness of these car parks and how we can increase their accessibility.
- Provide an entirely new web presence for our car parks – one that meets and exceeds the standards of our competitors in terms of functionality, clarity and ease of use.
- Work with the new local platform – Lincoln Connected – operated by Destination Lincolnshire (launch in 2024) to ensure the city council's parking offer has a significant presence
- Improve links between partners in the City hosting major events e.g. University open days, graduation to offer parking incentives on council operated car parks

#### vi. Priority 6: Asset maximisation

- There are currently no plans to remove parking capacity from the city over the next 5 years beyond any remarking work in Broadgate and possibly Lucy Tower Street car parks to make the bays larger. Any new proposed development involving city council car parking land will seek to replace any equivalent number of lost spaces on site, or in the vicinity to protect the economic vitality of that area, maintain parking provision supply and income generation. This 'space for space' replacement will maintain existing capacity and prevent competition from other providers entering the marketplace.
- Due to the limited existing capacity in the Uphill area of the city, seek to work with land owners adjacent to this area to explore potential for public parking provision during peak times.
- Working with Destination Lincolnshire, undertake a light touch review to see if any new opportunities have developed since the last strategy to promote Lincoln as a destination for coach travel companies. Particular focus on coach parking and the facilities available as part of a comprehensive marketing package for the city.

- 8.3 Clearly not all of the priorities above can be developed further in a single year, so there is a need to focus first on those actions that have maximum impact and are comparatively less resource intensive. This will enable visible early progress to be made. The Action plan that supports this strategy therefore prioritises all of the above actions and schedules capacity to address them across each year of the strategy (this action plan has been developed following a meeting with the Portfolio holder early in the New Year. A first draft is below)
- 8.4 As this is such a changing operating environment, is proposed to review the action plan annually together with a light touch review of the overall strategy every three years.

## Parking Strategy Delivery Plan 2024-2028

Key: Text highlighted in green indicates action completed

<b><u>Priority 1: Re-distribute Demand</u></b>	
<b>Key Action</b>	<b>Timescale</b>
Re-marking Broadgate	Feb 24
Review signage, branding and comms, and entry controls on Central to retain as our premier car park	Dec 2024
Promotion of weekend car parks and encouraging use of less well used car parks	April 2024
Continue to review pricing tariffs in order to look at designations of car parks to maximise income, respond to business community requirements and consumer expectations.	Ongoing
Explore how technology can support people to get to available spaces	Ongoing
Engage with various carriage operators in the City through Licensing, look at options for involving taxis in providing solutions and facilities available to them.	2026
Commit to temporary Waitrose park and ride site for the duration of the parking strategy (5 years) at current costs, pending development of a permanent site	Ongoing
Lobby MP to extend the £2 bus fare permanent	December 2024 (dependent on when £2 fare ends)
Review how we engage with the wider strategic discussions around transport strategy from a parking provision point of view	Ongoing
Review usage and adequacy of current disabled provision as well as consideration of parent/child spaces at all locations	November 2024



<b>Priority 2: Maintain and diversify income streams</b>	
<b>Key Action</b>	<b>Timescale</b>
Review pricing strategy in light of changing demand across our car parks	Annual review for each year
Continue to engage with developers for residential development opportunities within the City to assess demand for parking spaces amongst residents and develop tariffs for that emerging market	Ongoing dependent on pre-planning applications and applications for development coming forward
Keep an overview of emerging national parking platforms especially in light of needing to re-procure Pay-by-Phone contract within lifetime of the strategy	End 2025 (dependent on when current Pay-by-Phone contract ends)
Work with healthy high street group to tailor our parking offers to maximise impact	Ongoing
If the spreading demand works and space is released, consideration of a car washing plant etc. to become more commercial in our approach. Look at options available to co-locate other services e.g. mechanic/ fast fit centre etc	2026/27
Continue to assess opportunities to provide parking for other organisations e.g. further education and higher education, major employers in the City, NHS etc. Bespoke approach to each organisation, regular 6 monthly touch base to see how we can help and advise i.e University of Lincoln Open days etc.	Ongoing
Review demand, capacity and pricing at the Lawn re campervan parking. Could Westgate 2 better house the campervan community, book through Hartsholme and re-open toilet block? Explore options of expanding the Lawn, dual use, what would an appropriate charging schedule look like?	September 2024
Procurement of new cleansing regime for MSCPs including bus station	July 2025
Complete full staffing review	October 2024

<b>Priority 3: Car park improvements including preparing for shift to electric vehicles (EV)</b>	
<b>Key Action</b>	<b>Timescale</b>
Develop a strategic approach to EV roll out, first procuring a specialist contractor to provide us with advice and then engaging the market for a long term partner for further roll out. This includes a gradual move towards EV only parking for allocated spaces based on trend data and usage	Strategy in place by April 2025
<b>Implement outcomes of recent Fire Risk Assessments</b>	<b>April 2024</b>
Explore use of ANPR at Central to replace tokens. Are we under contract with S&B and would this effect it. Lobby BPA to remove the restrictions to ANPR use by local authorities. Time sensitive politically.	July 2025(NC check contract details)
Explore potential for solar panelling and possible other carbon offsetting options in/on car parks (without removing bays)	March 2026
Explore opportunities to introduce green spaces, more greenery options etc towards end of strategy on our surface car parks especially	End of 2027
Assessment and analysis of the provision and need for wider parking pays designated for Parents with Young Children	April 2025

<b>Priority 4: Residents parking scheme (RPS)</b>	
<b>Key Action</b>	<b>Timescale</b>
Review extensions of RPS using the new protocol	Strategy in place by end of 2024
Review financial sustainability of RPS over the MTFS period	July 2024
Monitor impact of Sincil Bank RPS consider pursuit of second phase to alleviate impacts of this scheme on adjacent areas	September 2024

<b>Priority 5: Events, Marketing and Branding</b>	
<b>Key Action</b>	<b>Timescale</b>
Design a new website presence that mirrors our competitor's webpages, have a branding and everything we need presenting for members of the public. Do we need a separate, dedicated site.	April 2026
Make sure reflected on destination Lincolnshire launch site too	July 2025
Building on that, make sure we are tapping into other major events happening across other organisations too. Make sure we have messages about our car parks attached to these events.	July 2025

<b><u>Priority 6: Asset maximisation</u></b>	
<b>Key Action</b>	<b>Timescale</b>
Review usage and hence adequacy of current disabled provision at all locations including assessment of EV charge point provision in disabled bays	December 2024
Review parking provision uphill and any solution that will increase capacity in the key tourist area	September 2024
Seek opportunities to identify additional parking space uphill and space for coach parking. Hold a workshop to illustrate that desired coach parking space doesn't currently exist bringing key stakeholders together to discuss the issue	October 2025

